



Agenda

Ordinary Council Meeting

6:30 pm, Tuesday 8 April 2025

Richmond Town Hall

Council Meetings

Council Meetings are public forums where Councillors come together to meet as a Council and make decisions about important, strategic and other matters. The Mayor presides over all Council Meetings, and they are conducted in accordance with the City of Yarra Governance Rules.

Council meetings are decision-making forums and only Councillors have a formal role. However, Council is committed to transparent governance and to ensuring that any person whose rights will be directly affected by a decision of Council is entitled to communicate their views and have their interests considered before the decision is made.

Question Time

Yarra City Council welcomes questions from members of the community.

Registration

To ask a question, you will need to register and provide your question by 6.30pm on the day before the meeting. Late registrations cannot be accepted, and you will be unable to address the meeting without registration.

Asking your question

During Question Time, the Mayor will invite everyone who has registered to ask their question. When your turn comes, come forward to the microphone and:

- state your name;
- direct your question to the Mayor;
- don't raise operational matters that have not been previously raised with the organisation;
- don't ask questions about matter listed on tonight's agenda;
- don't engage in debate; and
- if speaking on behalf of a group, explain the nature of the group and how you are able to speak on their behalf.

You will be provided a maximum of three minutes to ask your question, but do not need to use all of this time.

Comments not allowed

When you are addressing the meeting, don't ask a question or make comments which:

- relate to a matter that is being considered by Council at this meeting;
- relate to something outside the powers of the Council;
- are defamatory, indecent, abusive, offensive, irrelevant, trivial or objectionable;
- deal with a subject matter already answered;
- are aimed at embarrassing a Councillor or a member of Council staff;
- include or relate to confidential information; or
- relate to something that is subject to legal proceedings.

Addressing the Council

An opportunity exists to make your views known about a matter that is listed on the agenda for this meeting by addressing the Council directly before a decision is made.

Registration

To address Council, you will need to register by 6.30pm on the day before the meeting. Late registrations cannot be accepted, and you will be unable to address the meeting without registration.

Before each item is considered by the Council, the Mayor will invite everyone who has registered in relation to that item to address the Council. When your turn comes, come forward to the microphone and:

- state your name;
- direct your statement to the Mayor;
- confine your submission to the subject being considered;
- avoid repeating previous submitters;
- don't ask questions or seek comments from Councillors or others; and
- if speaking on behalf of a group, explain the nature of the group and how you are able to speak on their behalf.

You will be provided a maximum of three minutes to speak, but do not need to use all of this time.

Comments not allowed

When you are addressing the meeting, don't make any comments which:

- relate to something other than the matter being considered by the Council;
- are defamatory, indecent, abusive, offensive, irrelevant, trivial or objectionable;
- are aimed at embarrassing a Councillor or a member of Council staff;
- include or relate to confidential information; or
- relate to something that is subject to legal proceedings.

Arrangements to ensure our meetings are accessible to the public

Council meetings are held on the first floor at Richmond Town Hall. Access to the building is available either by the stairs, or via a ramp and lift. Seating is provided to watch the meeting, and the room is wheelchair accessible. Accessible toilet facilities are available. Speakers at the meeting are invited to stand at a lectern to address the Council, and all participants are amplified via an audio system. Meetings are conducted in English.

If you are unable to participate in this environment, we can make arrangements to accommodate you if sufficient notice is given. Some examples of adjustments are:

- a translator in your language;
- the presence of an Auslan interpreter;
- loan of a portable hearing loop;
- reconfiguring the room to facilitate access; and
- modification of meeting rules to allow you to participate more easily.

Recording and Publication of Meetings

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

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1. Acknowledgement of Country

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

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

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

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

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

2. Attendance, apologies and requests for leave of absence

Attendance

Councillors:

- Cr Stephen Jolly Mayor
- Cr Sarah McKenzie Deputy Mayor
- Cr Evangeline Aston
- Cr Edward Crossland
- Cr Andrew Davies
- Cr Kenneth Gomez
- Cr Sharon Harrison
- Cr Meca Ho
- Cr Sophie Wade

Council staff:

Chief Executive Officer

- Sue Wilkinson

General Managers

- Brooke Colbert Governance, Communications and Customer Experience
- Sam Hewett Infrastructure and Environment
- Kerry McGrath Community Strengthening
- Mary Osman City Sustainability and Strategy
- Lucy Roffey Corporate Services

Governance

- Phil De Losa Manager Governance and Integrity
- Patrick O’Gorman Senior Governance Coordinator
- Mel Nikou Governance Officer

3. Announcements

An opportunity is provided for the Mayor to make any necessary announcements.

4. Declarations of Conflict of Interest

Any Councillor who has a conflict of interest in a matter being considered at this meeting is required to disclose that interest either by explaining the nature of the conflict of interest to those present or advising that they have disclosed the nature of the interest in writing to the Chief Executive Officer before the meeting commenced.

5. Confirmation of Minutes

RECOMMENDATION

That the minutes of the Ordinary Council Meeting held on Tuesday 11 March 2025 be confirmed.

6. Question Time

An opportunity is provided for questions from members of the public.

7. Council Business Reports

7.1. Elizabeth Street Bike Lane Trial Update

Author Philip Mallis – Principal Strategic Transport Planner

Authoriser General Manager City Sustainability and Strategy

Executive Summary

The Elizabeth Street protected bike lane corridor was installed in July 2020 following a Council resolution in December 2019. Council resolved to deliver the project as a 12-month trial. The trial has subsequently been extended via various Council resolutions.

The Elizabeth Street trial involved 'road space reallocation' and specifically the installation of separated bike lanes – this required the removal of car parking on the north side of the street (due to the width of the road pavement and what is considered appropriate standards).

On the northern side of Elizabeth Street (69 spaces) were removed to accommodate the bike lanes with 76 spaces removed in total.

Elizabeth Street forms part of the 'New Deal for Cycling' (NDC) network as defined in the Yarra Transport Strategy (YTS). It is also designated by the State Government as a Strategic Cycling Corridor (SCC). Attachment 1 shows the location of Elizabeth Street in the context of cycling routes (map of the New Deal for Cycling Network).

Elizabeth Street has a kerb-to-kerb width of approximately 15 meters. The kerb-to-kerb width of the road would need to be approximately 17 metres to accommodate fully compliant protected bike lanes, two traffic lanes, have parking on both sides of the road and meet recommended design standards and guidelines.

Officer Recommendation

That Council:

1. Resolves to retain the existing Elizabeth Street bike lane trial infrastructure in place until permanent treatment designs are resolved.
2. Finalises the concept design work for the permanent treatment based on the existing trial layout (Option 1) and present these designs to Council by December 2025 for consideration for release for community consultation.
3. Reports the results of the community engagement outlined in Point 2 above to Council before June 2026 and seek endorsement of a final concept design.
4. Completes a review of parking restrictions (exploring additional opportunities for parking in the surrounding area).
5. Maintain the road using existing patch ups.
6. Defers the road re-sheet program to coincide with the construction of a permanent bike lane treatment.

History and background

The Elizabeth Street bike lane has a significant history. The following is a brief summary.

2019

1. In December 2019, Council resolved to install protected bike lanes on Elizabeth Street as a 12-month trial.
2. Parking on the northern side of Elizabeth Street (69 spaces) and 7 on the southern side were removed to accommodate the bike lanes that were designed to meet the requirements of State design guidelines.
3. Council resolved (December 2019):
‘That Council:
 - (a) note the officer report regarding the proposed Elizabeth Street protected bike lane project;
 - (b) note the alignment of this project with the Council adopted Bike Strategy Refresh and the Urban Forest Strategy;
 - (c) note that improved cycling lanes on Elizabeth Street also enhances safety on a regional cycling route;
 - (d) note that in order to provide this protected lane, some kerbside carparking is required to enable the reallocation of road space;
 - (e) note the Council budget (19/20) allocates \$400K for the implementation of protected bike lanes in Elizabeth Street from Hoddle to Church Streets; and
 - (f) note that the preferred design option for the protected bike lanes are ones that are of sufficient width to provide the safety and comfort of cycling.

That in the context of the above, Council:

- (a) endorse a 12 month ‘iterative trial’ to deliver protected bike lanes on Elizabeth Street as part of a regional cycling route in a timely manner;
- (b) endorse the installation of:
 - (i) Trial design option C for the western section (Little Hoddle Street to Lennox Street); and
 - (ii) Trial design option A for the eastern section (Lennox Street to Church Street) as outlined in the cross sections of those trial designs in the report;
- (c) require all car parking spaces to have a car dooring buffer zone for safety of cyclists;
- (d) instruct officers to now commence with the production of detailed design drawings and other procurement related work in order to initiate the trial;
- (e) note that works would commence as soon as possible to deliver the trial;
- (f) note the construction timeframe of approximately four weeks to deliver the trial once commenced;
- (g) note that officers will provide further details of expected timeframes for the installation of the trial as information to Councillors;
- (h) authorise officers to commence notification to abutting property owners and occupiers as part of the development of the detailed design outlining the purpose of the 12 month trial and the key components for community understanding; and

- (i) note the installed trial design option would remain in situ between the conclusion of the trial at 12 months and the production of a report to Council detailing the performance of the trial as soon as is practicable following the 12 months trial, but within 6 months.

That officers arrange for data collection during the 12 month trial in order to enable evaluation of the trial.

That Council authorise the Director, Planning and Place Making to instruct staff to make any necessary adjustments to the trial layout during the period of the trial and until Council forms an opinion on its future.

That Council further note that if the 12 month trial is deemed to be successful by Council, following a report by officers, that progression will then occur by officers for a permanent solution (with or without changes as determined by the full Council)'.

2020

- 4. Installation occurred in July 2020 and in September 2020 the trial was extended for 12 months. Further extensions to the trial have occurred subsequently.

- 5. In September 2020 Council resolved;

' That Council note that:

- (a) the December 2019 Council resolution required officers to implement a 12 month trial of protected bike lanes in Elizabeth Street and to monitor its performance via quarterly update reports before reporting back formally to the Council on next steps within 6 months of the conclusion of the 12 month trial period;
- (b) the project had been stated as an intended bike project in Council adopted strategies since 2010, being referenced specifically in the 2010 Bike Strategy, the 2015 Bike Strategy Refresh and also, in the Climate Emergency Plan (May 2020);
- (c) the protected bike lane trial was designed to specifically provide for safer cycling on a strategic bike route;
- (d) the protected bike lanes were installed and completed in early July this year through the process of a 'pilot and trial' methodology so that:
 - (i) it could be tested, adapted and adjusted, as need be, through minor changes to improve its performance, and
 - (ii) its performance can inform future decisions of the Council as to whether or not the separated bike lanes should be confirmed and formalised through more permanent road surfaces and treatments;
- (e) the separated bike lanes require a particular width of bike lane and buffer strip to be effective, safe and efficient. This enables cyclists to travel in a safe and comfortable manner and for the lanes to be capable of accommodating increased ridership into the future;
- (f) the width of the separated bike lanes implemented in the trial are similar to those used in stage 2 of the Wellington Street, Collingwood separated bike lanes;
- (g) the current 2016 VicRoads guidelines of the Department of Transport provide certain minimum widths of bike lanes abutting parked cars and carriageway lanes, and also buffer lanes to minimise propensity for car dooring of cyclists;
- (h) the Department of Transport have developed draft new Cycling Guidelines, which, it is understood, will be considered for formal endorsement very shortly, possibly by the end of September this year; and
- (i) the limited road width (kerb to kerb) of Elizabeth Street, east and west of Lennox Street, does not enable carparking on both sides of the street to be provided unless the protected

bike lanes are reduced to a width of approx. 1.5 m in some sections with a buffer lane of 0.5 m, that is not compliant with the 2016 VicRoads guidelines.

That Council further note:

- (a) the concerns of the local community expressed since the installation of the trial separated bike lanes, and in particular, the matters raised regarding safety, and perceived safety, due to stated need to often park their car further away from their homes and the concerns stated regarding local behavioural issues in the street;
- (b) the other concerns raised in the written material provided to Council by many community members (as reproduced in Attachment 3);
- (c) the petition lodged with Council on 21 July, 2020 with some 75 signatures as reproduced in Attachment 2;
- (d) the dialogue that has occurred to date between senior Council staff and the local community spokespersons;
- (e) the minor adjustments made to date, and the possible other adjustments that may be shortly made, as outlined in the report and attachment 4;
- (f) the criteria outlined in the report that specify what would be considered fundamental changes to the trial and therefore in the domain of requiring full Council consideration and determination;
- (g) that the trial has been installed for approx. 2 months at this stage;
- (h) that a formal trial update report is scheduled which details data collected 3 months after the trial has been in operation;
- (i) that further parking occupancy surveys are commissioned and being undertaken in preparation for a first formal evaluation period report to Council; and
- (j) that as part of the evaluations during this 12 month period, there would be intercept surveys with persons using Elizabeth Street including residents, drivers, cyclists and pedestrians to further inform the evaluation of the trial for Council consideration.

That Council note that the community concerns relate substantially to the removal of parking on the north side of the street and consequential aspects as a result of that parking removal; including such matters as:

- (a) reduced opportunity to park as close to home / work / place of worship and for persons to visit premises in Elizabeth Street;
- (b) the increased likelihood in some cases of needing to travel further and / or longer as a pedestrian in the local streets where particular behavioural issues exist; and matters of safety / feeling safe to those persons;
- (c) issues relating to delivery of materials to premises for building works;
- (d) issues relating to delivery of supplies and or purchasers to homes / businesses;
- (e) access to parked cars;
- (f) access for pedestrians across the street, and
- (g) similar aspects; as outlined in the Attachment 3.

That in this regard, Council further note:

- (a) that further parking surveys are being undertaken at present, and will again be undertaken once COVID restrictions are relaxed to assess the parking occupancy rates in the local streets;
- (b) that Council has requested the DHHS to improve the lighting in the DHHS off street carparks in order to increase the propensity for residents in the DHHS estate to use those

carparks and to reduce the demand for the on-street parking in Elizabeth Street and nearby streets;

- (c) that some aspects of residents / business concerns can be pursued with normal Council operational protocols, such as persons obtaining Council approvals for time limited occupations of the road / bike lane for particular needs (i.e. road occupation permits) and officers can assist local community members on accessing that information;
- (d) that some aspects raised by community members have been partly addressed with some minor changes (such as a disability parking bay, stencils on the footpath to warn pedestrians to look right), and some other minor changes can equally be addressed by some other installations of loading bays / taxi ranks etc as sought by the community;
- (e) that parking restriction changes in Elizabeth Street and surrounding streets can be assessed and determined by the Council through normal parking restriction protocols and committees to address and determine the requests; and
- (f) that in some instances, advisory signage and warning signs can be provided on pavements, and in conspicuous locations, to provide warnings to pedestrians and cyclists and persons accessing parked cars whilst the new arrangements become more familiar with the local community and the road users.

That Council note the section of the report headed Guidelines for bike lane and buffer widths, and in particular paragraphs 56-57 in relation to the discussion regarding widths of protected cycling lanes and associated buffer lanes.

That Council note Attachment 5 which provides both information and an illustration of the assessment of various widths of bike lanes, and buffer lanes, against State guidelines, and in particular the consequential width of those lanes if parking on the north side of the street was reinstated.

That Council also note advice from officers that a bidirectional bike lane in Elizabeth Street, as some community members have suggested as an alternative, would not be appropriate or recommended due specifically to connection issues at Hoddle Street and Church Street which would largely render such a facility as ineffective and cumbersome for cyclists.

That Council note that any realignment of the various lanes and buffer widths would create the need for corresponding changes to be undertaken to other line marking across the street.

That in the context of all of the above, Council determines to endorse Option 1 in Clause 46 to retain the current trial as endorsed by Council in December 2019, allowing for adjustments, and refinements with further assessment at end of the trial period and:

- (a) note the officer report, the analysis provided to date, the material provided in the attachments, the commentary of the local community as reproduced in Attachment 3, and comments received at the Council meeting; and
- (b) additionally ask Officers to prepare the next quarterly report for new Council which includes community and resident consultation including materials in language, which proposes the options outlined in this Report for feedback, if viable and including new information from the DoT Guidelines.'

2021

- 6. A further report was provided to Council in December 2021 including detailed community feedback.
- 7. Council resolved to continue the trial for a further 12 months noting its location on a strategic cycling route to and from the CBD and the significantly changed travel patterns in the 18 months to date caused by various COVID pandemic lock downs.
- 8. Council also resolved to:

- (a) Retain the layout and configuration of the project as it currently exists including the specific width of the cycling lanes to provide lanes with maximum safety and passing manoeuvres on a strategic cycling route;
- (b) Assess the suitability of establishing a temporary and or permanent (post-trial) pedestrian crossing at Shelley Street, and to liaise with senior officers at the Department of Transport seeking to facilitate as deemed appropriate;
- (c) Assess the suitability of improving lighting to both Regent Street and Shelley Street, between Elizabeth Street and Victoria Street, and to either facilitate this or engage with/ advocate to the responsible authority to facilitate this, if and as deemed appropriate;
- (d) Liaise with senior State Government officials regarding the pending North Richmond Master Plan, which includes Elizabeth Street, and other relevant committees to advocate for improvements to local streets in this area regarding safety and amenity, as well as broader public realm enhancements; and to
- (e) Continue a program of data collection and survey work, arrange further engagement targeting the CALD community and to continue to monitor the Your Say Yarra page.

2023

9. At the April 2023 Council meeting, Council resolved:

'That Council:

- (a) note the findings of the Elizabeth Street bicycle lane trial;*
- (b) determine to retain the protected bicycle lanes on Elizabeth Street; and*
- (c) leave the existing temporary protected bicycle lane infrastructure in situ, conducting necessary maintenance and cleaning as appropriate, including to the bollards, plastic strips and road surface.*

That in recognition of the adjacent Homes Victoria redevelopment project, Council explore funding opportunities as part of that project for:

- (a) partial or full road re-sheeting of Elizabeth Street;*
- (b) the installation of permanent protected bike lanes (using concrete kerbs etc.); and*
- (c) other complimentary street works (trees, pedestrian crossings etc.).*

That officers keep Council up to date on the road asset condition, timeframes for completion of the Home Victoria works and progress with securing State funding for a re-sheet, construction of permanent protected bike lanes and other treatments on Elizabeth Street.'

2024/2025

10. In 2024/25 a budget of \$100k was allocated to progress concept design work for a permanent treatment. Work commenced on concept designs but was paused pending a decision from Council on the future direction for Elizabeth Street. Approximately 20% of the budget has been spent to date and further work is scheduled that is not dependent on a specific design such as a lighting assessment and underground service checking.

11. In November 2024 (NOM) Council resolved:

'11. That a report be presented to the February 2025 Council meeting cycle to consider options and costs in relation to:

- (a) Modifying the Elizabeth St, North Richmond cycle lane to:*

- (i) allow both dedicated bike lanes and parking on both sides of Elizabeth St, until Council forms an opinion on its future; and
- (b) Providing advice on:
 - (i) bike lane widths east and west of Lennox St;
 - (ii) buffer widths east and west of Lennox St;
 - (iii) traffic lane widths east and west bound on Lennox St; and
 - (iv) parking lane widths noting the curb to curb widths of Lennox St; and
- (c) The report is to include:
 - (i) traffic engineering advice and costings to make the adjustments for the trial and costing for the works to be permanent;
 - (ii) any required approvals from the Department of Transport and Planning;
 - (iii) include a plan to seek funding from the State Government to assist Council in performing any works recommended; and
 - (iv) include previous collected consultation data from the community and any other information previously provided to Council.'

Discussion

- 12. **Attachment 2** of this report shows images of Elizabeth Street in 2019 (pre installation) and in 2025 with protected bike lanes.
- 13. Elizabeth Street contained 148 on-street parking bays along its full length between Hoddle Street to the west and Church Street to the east prior to the trial.
- 14. 76 spaces were removed by the installation of the protected bike lanes leaving 72 in situ.
- 15. A key concern for the community living on the street has been the removal of car parking.
- 16. During the life of the trial, seven extensive surveys covering traffic volumes, parking demand and other aspects were undertaken.
- 17. Officers made various amendments to the design as per the trial methodology in response to feedback. Any major changes (such as reinstating parking or removing the bike lane) would require a Council resolution.
- 18. A detailed response to specific aspects of the November 2024 resolution is provided at **Attachment 5**.
- 19. Six options are presented including options to narrow the protected bike lanes and reinstall parking.
- 20. A detailed assessment of the design options considered, standards, guidelines, compliance levels and a safety assessment are provided in **Attachment 3, 4 and 6**.
- 21. It is important to note that should an option be selected which narrows the protected bike lanes this will not result in all 69 parking spaces on the northern side being reinstated due to visibility requirements from side roads. Officers estimate that approximately 59 bays could be returned.
- 22. Any permanent treatment will feature concrete separators, large canopy tree's, landscaping, benches, bike repair stations, upgraded pedestrian crossing facilities, possibly upgraded lightning, bike hoops, a road re-sheet, various road surface

treatments, bike counters, upgraded signage, bike intersection upgrades at Punt Road and Church Street.

23. It is very challenging to accurately estimate the cost for a permanent treatment at this time. Costs will be impacted by the final option/design selected, materials used and the outcomes of other investigation work (e.g. drainage requirements).
24. A road re-sheet (\$800k) is allocated in the 10 Year Capital works Plan. Excluding this, the cost of a permanent treatment will be in the order of \$5m to \$8m using 2025 prices.
25. External funding will be essential to deliver a permanent outcome and will be sought for any permanent design solution selected for the street.
26. Council is less likely to attract external funding for a design that does not meet standards and guidelines (even assuming State approval for a non-compliant design is achieved where it is required).

Options

27. A summary of each option is outlined below, with detailed information provided at **Attachments 5 and 7**. Each option has risks and benefits- summarised below.

Option 1	<p>Retain the existing design, continue with concept designs for a permanent treatment.</p> <p>Review parking restrictions</p> <p>Conduct community engagement once final concept designs for permanent treatment are ready (later in 2025)</p>
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Recommended Option

Figures 1 and 2 – Cross Sectional Diagrams – Existing Trial Layout





28. That is:

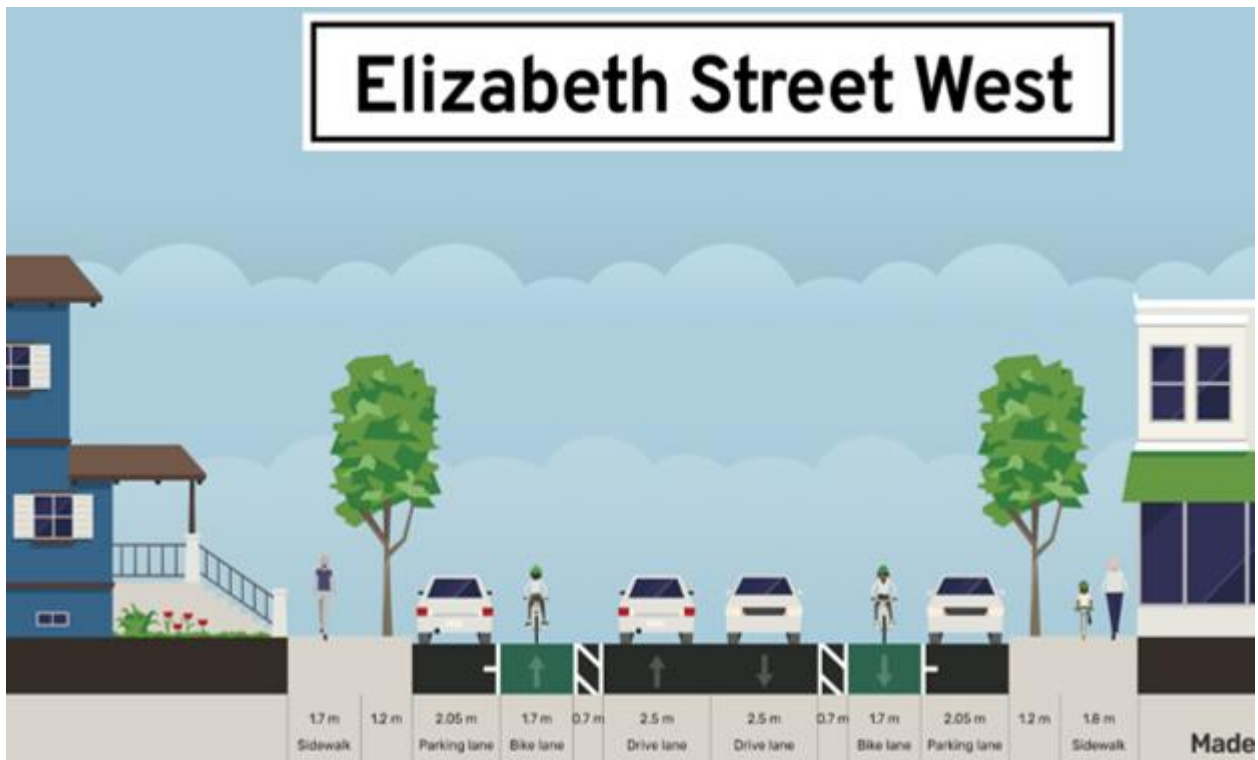
- (a) Resolve to retain the existing Elizabeth Street bike lane trial infrastructure in place until permanent treatment designs are resolved;
- (b) Finalise the concept design work for the permanent treatment based on the existing trail layout and present these designs to Council by December 2025 for consideration for release for community consultation;
- (c) Report the results of the community engagement outlined in Point 2 above to Council before June 2026 and seek endorsement of a final concept design;
- (d) Complete a review of parking restrictions (exploring additional opportunities for parking in the surrounding area);
- (e) Maintain the road using existing patch ups; and
- (f) Defer the road re-sheet program to coincide with the construction of a permanent bike lane treatment.

Option 1 Risks/Issues include

- 29. Whilst this option is compliant, parking on the northern side would not be reinstated and this has been the primary source of community concern to the trial.
- 30. If a review of parking in the area identifies additional spaces it may help address some community concerns about parking availability.
- 31. External approval from the State would be required for a final permanent solution assuming this has interfaces with major traffic control devices.
- 32. There are no guarantees that external funding would be provided for the permanent design.

Option 2	Remove the pilot infrastructure
	Return Elizabeth Street to its December 2019 layout
	No Community Engagement

Figures 3 and 4 – Return the road to Pre Trial Conditions



33. That is:

- (a) Remove the protected bike lanes;
- (b) Return road to its pre-pilot trial 2019 layout on the existing road surface with some minor linemarking improvements; and

- (c) Decide on the timeframes for the road re-sheet having considered the condition of the road, timeframes for the completion of the Homes Victoria work.

Option 2 Risks/Issues include

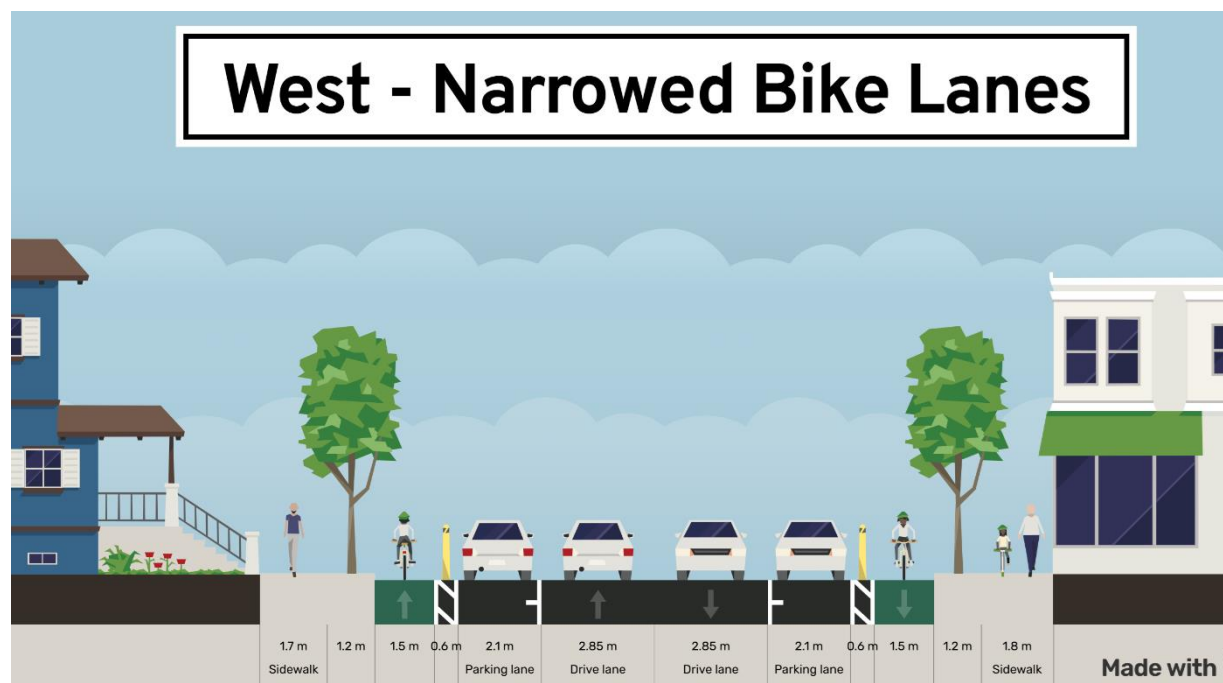
- 34. The trial was installed in response to safety issues for cyclists using this street. Returning the conditions to a pre-trial state would not comply with the draft State Government's Cycling design guidelines.
- 35. Elizabeth Street will no longer be compliant with the New Deal for Cycling.
- 36. The State Government would need to approve the removal of the bike lane. The State timeframes for approval are difficult to estimate.
- 37. Tree planting as proposed under Option 1 would not be possible. Should more canopy cover be desired for the street this would likely involve loss of some car parking.
- 38. Some members of the community who support the separated bike lanes may raise concerns.

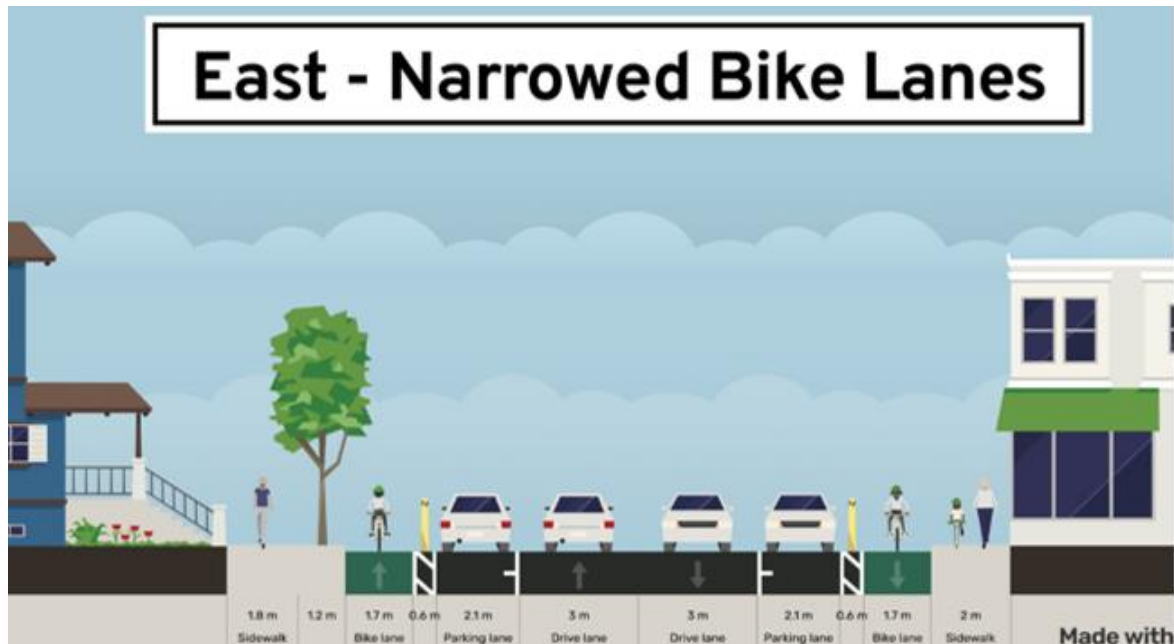
Option 3 Narrow the protected bike lanes

Re-introduce continuous on-street car parking to both sides of Elizabeth Street

Conduct community engagement once final concept designs for this option are ready (later in 2025)

Figures 5 and 6 – Reduce the width of the protected bike lanes and re-install parking on the northern sides





39. Option Three would involve preparation of designs for community engagement which show:
- (a) Reducing the dimensions of the protected bike lanes from 2.1 metres (west of Lennox Street) and 2.3 metres (east of Lennox Street) to 1.5 metres and 1.7 metres respectively;
 - (b) Reducing the width of the traffic lanes from 3m to 2.75m;
 - (c) Reinstatement of parking comparable to pre-trial conditions;
 - (d) Decide on the timeframes for the road re-sheet having considered the condition of the road, timeframes for the completion of the Homes Victoria works;
 - (e) Do the above as quickly as possible using temporary infrastructure until a decision is made on timing for a road re-sheet; and
 - (f) Deliver this option as a permanent treatment as part of a road re-sheet.
40. **Attachment 8** contains the results of a Safe Systems Audit undertaken by Traffic Works. This was commissioned to assess Option 3 specifically by an independent, external expert and to provide advice on its safety aspects when compared to both the existing trial layout and the pre-trial layout that existed in 2019.
41. The findings of the assessment are summarised as follows:
- (a) Option 3 with narrowed protected bike lanes provides less of a safety benefit than Option 1 (the existing trial design);
 - (b) Narrowed protected bike lanes are safer than the pre-trial layout where cyclists travelled between parked cars and passing traffic on painted bike lanes.
 - (c) On this basis Option 3 is preferable to Option 2; and
 - (d) If the bike lanes are narrowed, then individual parking bays need to be more clearly marked so vehicles are not parked too closely together and can exit parking with a reduced likelihood of bumping other vehicles.

42. The storm water pit opposite Lewis Court would need to be replaced as narrowing the bike lanes will mean that cyclists can no longer travel around the metal grates on the road surface which are slippery when wet and are on a slight angle tilting towards the gutter.

Option 3 Risks/Issues include

Parking

43. As noted previously, under this option, not all of the 69 parking spaces on the northern side of Elizabeth Street would be able to be reinstated due to visibility requirements from side roads. Officers estimate that approximately 59 bays could be returned.

Impacts on street users

44. The traffic lanes in this option would be narrowed impacting traffic particularly any larger vehicles e.g. waste collection vehicles. It is also likely that parked cars will have an increased likelihood of wing mirrors etc damaged, particularly larger cars.
45. Cyclist safety will be compromised, with cars with cars park in the buffer dooring zone to increase the distance between passing traffic. Cyclists will have less space to react should someone step out into the bike lane either from a parked car or the pavement.

Policy

46. Elizabeth Street will be compliant with the New Deal for Cycling using first principles as protected bike lanes are provided on a high-volume traffic street. The NDC methodology assumes that the infrastructure installed is compliant with guidelines.
47. Providing narrow protected bike lanes is not compliant with policy objectives of providing a safe and comfortable network for cyclists of all ages and abilities to use.
48. There is no evidence to suggest that providing narrow protected bike lanes encourages cycling as per the Council target.
49. It is less likely that State Government will approve these changes to the trial. The amount of time it takes to secure approval, assuming it is provided cannot be determined at this stage.
50. The above creates a lack of certainty for the short and long-term design of the street which was a source of anxiety for the community during the trial. Officers request that any Council resolution provide a clear direction should approval by the State not be obtained.
51. There is also a risk that Council will not be successful in attracting external funding for a permanent treatment that is not compliant with guidance.
52. It will not be possible to plant trees on the roadway in the permanent design unless some of the parking spaces are removed again. This will reduce shade/canopy cover and visual appeal.

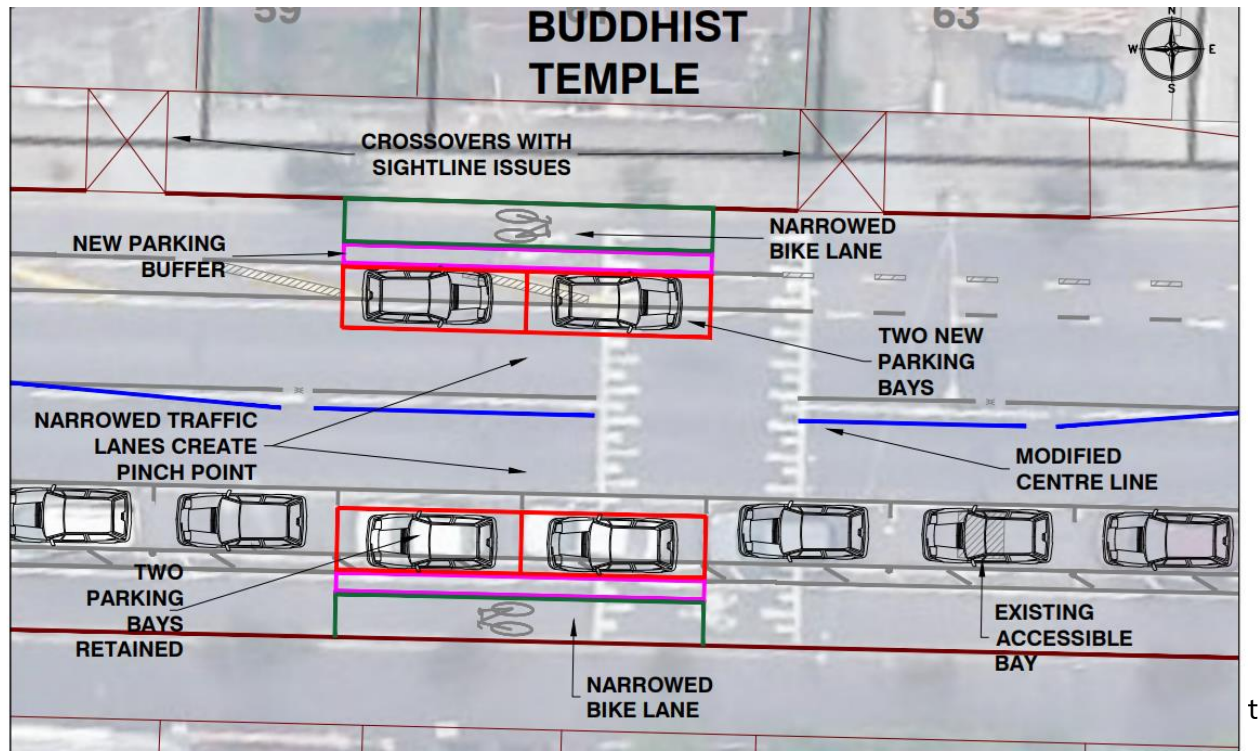
Other Risks

53. In the event of an incident Council could be seen as liable legally unless it can demonstrate that the installation of non-compliant infrastructure is justified.
54. Potential reputational damage - other Councils have received significant criticism when installing bike lanes that are not viewed as fit for purpose e.g. the very narrow bike lanes on Collins Street.

55. It may set a precedent for other bike projects in Yarra many of which have the same contested space topic.

Option 4 Narrow the protected bike lanes at 61 Elizabeth Street
Reinstate two on-street car parking spaces directly outside the Temple
Conduct community engagement once final concept designs for this option are ready (later in 2025)

Figure 7: Concept Plan – Reduce the width of the protected bike lanes and re-install parking on the northern side of at the Chùa Phước Tường Temple



57. That is:
- (a) As per Option 1 but with narrow bike lanes as per Option 3 installed on both sides of the road directly outside the Buddhist Temple at 61 Elizabeth Street to reintroduce parking in this location.

Impact on Street users

58. This option involves Option one (retain current design) except for the section at the front of 61 Elizabeth Street.
59. Under this option the traffic lanes will be narrowed impacting traffic particularly any larger vehicles e.g. waste collection vehicles.
60. It is more likely that parked cars will have wing mirrors etc damaged, particularly larger cars.
61. The road will have a kink in it at this point causing various safety and legibility issues.
62. It is more likely that cars will park in the buffer dooring zone to increase the distance between passing traffic impacting safety in the narrowed protected bike lane further.

- 63. Cyclists will have less space to react should someone step out into the bike lane either from a parked car or the pavement.
- 64. Reinstalling parking outside the Temple does not guarantee that people will be able to find parking on Elizabeth Street when and where they require it.

Option 4 Risks/Issues include

Policy Impacts

- 65. Elizabeth Street will be compliant with the New Deal for Cycling using first principles as protected bike lanes are provided on a high-volume traffic street. The NDC methodology assumes that the infrastructure installed is compliant with guidelines.
- 66. Providing narrow section of protected bike lanes is not compliant with policy objectives of providing a safe and comfortable network for cyclists of all ages and abilities to use. It may discourage people from cycling down the street generally.
- 67. There is no evidence to suggest that providing narrow protected bike lanes encourages cycling as per the Council target.

Impacts on process and future funding

- 68. It is less likely that an external agency will fund a permanent treatment that is not compliant with the guidelines.
- 69. The above creates a lack of certainty for the short and long-term design of the street which was a source of anxiety for the community during the trial. Officers request that any Council resolution provide a clear direction should approval by the State not be obtained.

Other Risks

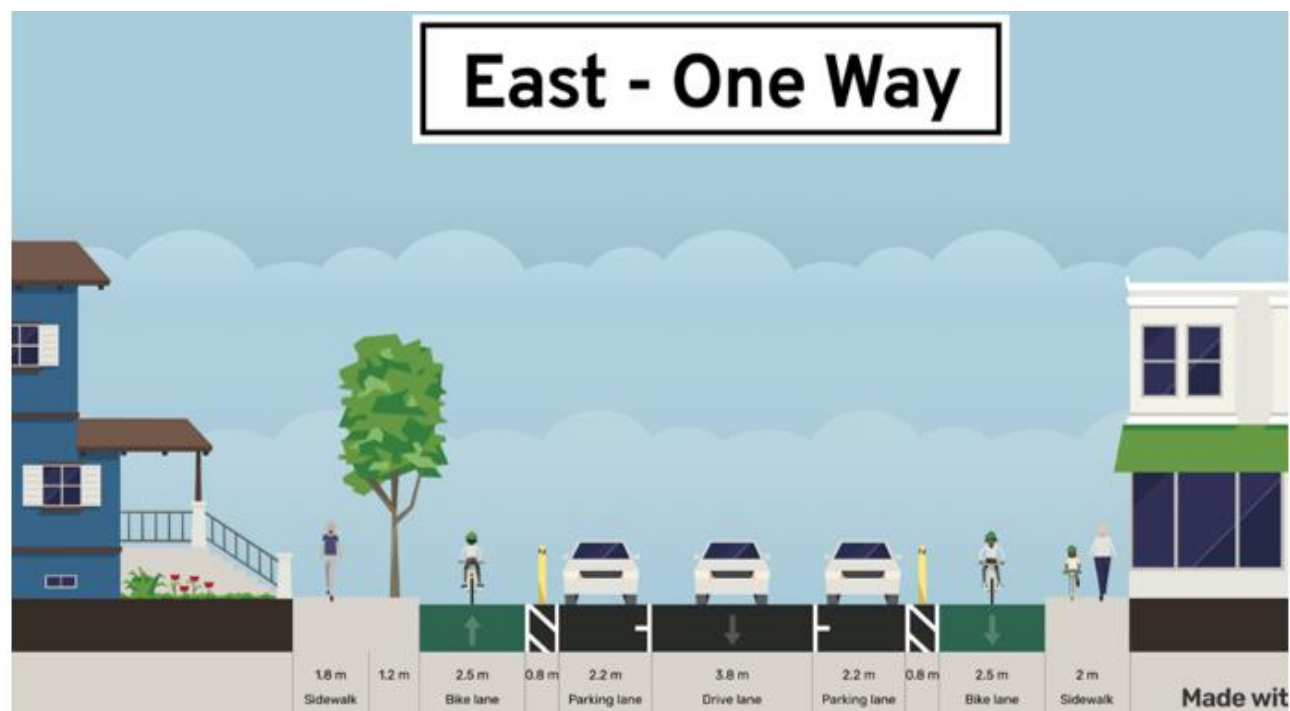
- 70. This Option involves Option one (retain current design) except for the section at the front of 61 Elizabeth Street. This would mean that the design would be compliant except outside the temple. In the event of an incident at that location Council could be seen as liable legally unless it can demonstrate that the installation of non-compliant infrastructure is justified.
- 71. Reputational - Other Councils have received significant criticism when installing bike lanes that are not viewed as fit for purpose e.g. the very narrow bike lanes on Collins Street.
- 72. It sets a precedent for other bike projects in Yarra many of which have the same contested space topic.

<p>Option 5 Provide on-street car parking to both sides of Elizabeth Street and compliant protected bike lanes</p>

<p>Make Elizabeth Street one way for car traffic</p>

<p>Conduct community engagement once final concept designs for this option are ready (later in 2025)</p>

Figures 8 and 9 – Provide on-street car parking to both sides of Elizabeth Street and compliant protected bike lanes by making Elizabeth Street one way for car traffic



73. That is:

- (a) Make Elizabeth Street one way - reducing the number of traffic lanes from two to one;

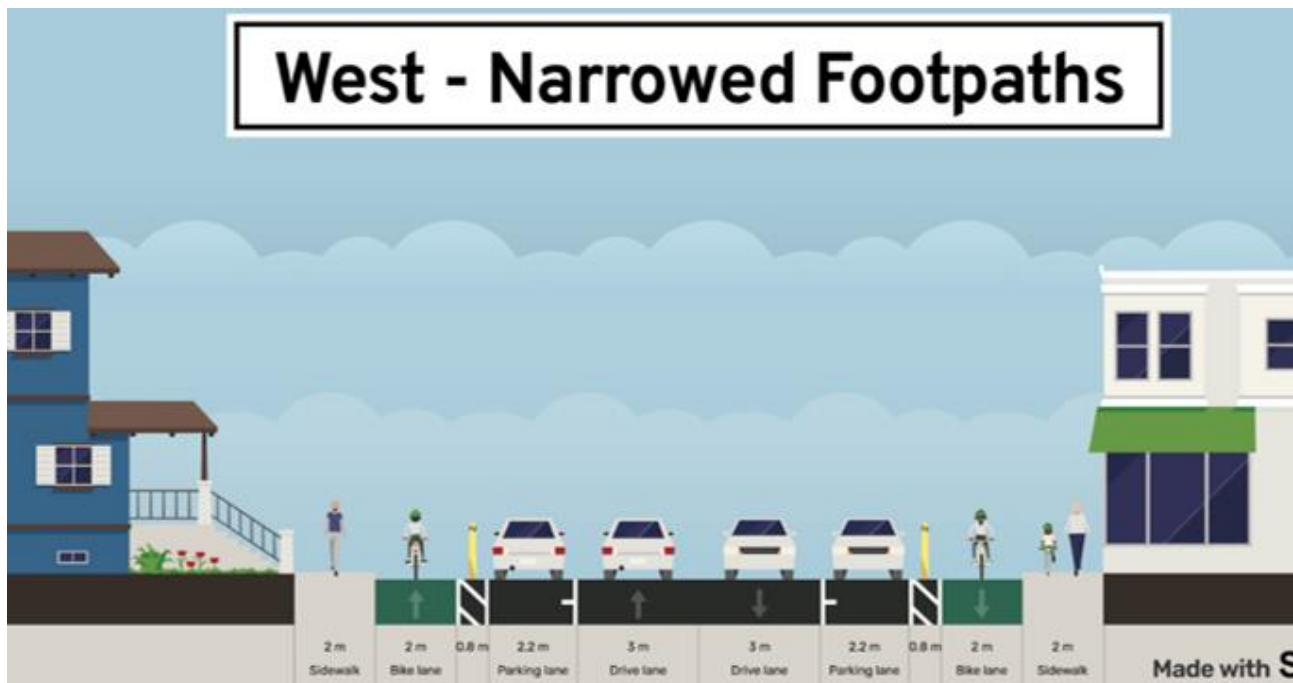
- (b) Free up 3 metres of road space to provide compliant protected bike lanes, and reintroduce most of the parking on both sides of the road to pre-trial conditions; and
- (c) Explore options to integrate this with the Homes Victoria development and assess options for a road re-sheet.
- (d) Progress with concept design work and consultation as per the other options.

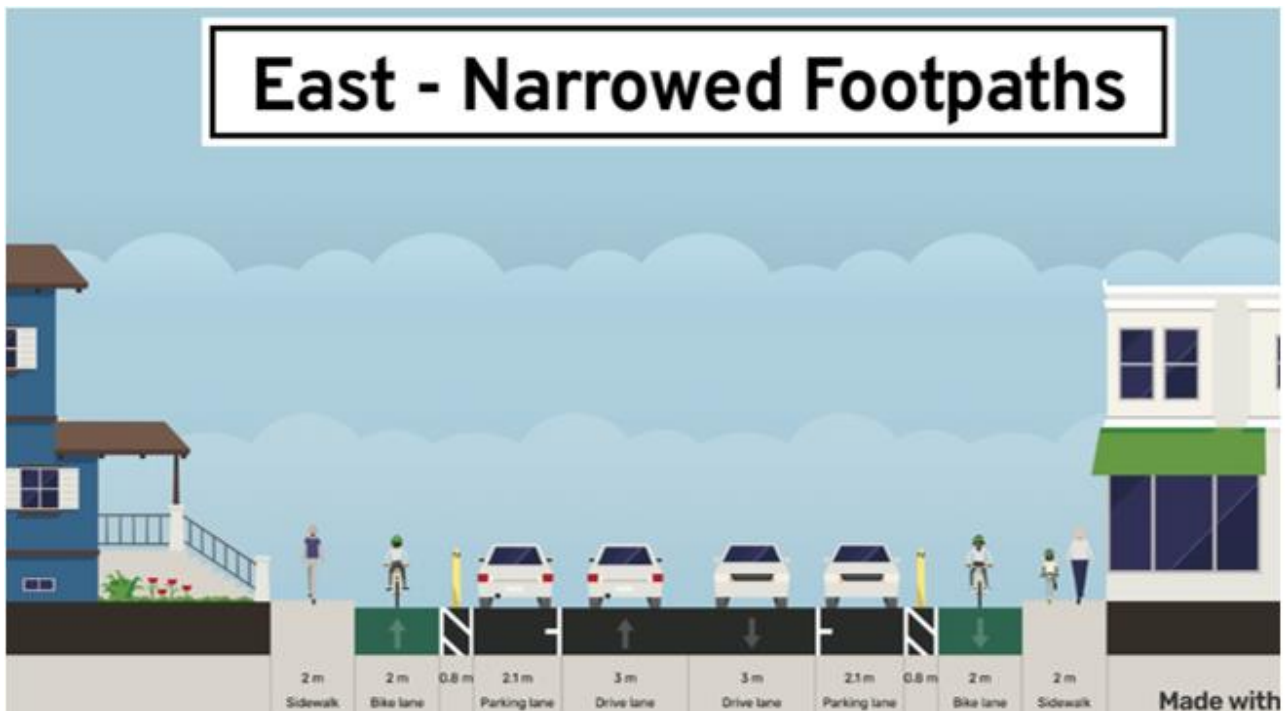
Option 5 Risks/Issues include

- 74. Significant change to traffic management arrangements in the precinct.
- 75. Access by car to specific buildings will be impacted as will access to parking.
- 76. Traffic will be redistributed to other streets possibly delaying trams amongst other things.
- 77. State Government approval would be required and are often reluctant to provide approval for these types of traffic management schemes
- 78. Significant amounts of technical work will be required to support this proposal (for example, area wide micro simulation traffic modelling \$200k plus). This would likely mean that this option would take the longest to resolve.

Option 6	Narrow both footpaths to create 2.6m of additional space between the kerbs so compliant bike lanes, parking bays and traffic lanes widths can be provided. Conduct community engagement once final concept designs for this option are ready (later in 2025)
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Figures 10 and 11 – Narrow the footpath by 2.6 meters to increase the kerb to kerb width of the road





79. Under Option 6, a reduction in the footpath widths along Elizabeth Street would allow the construction of compliant protected bike lanes and reinstatement of parking bays.
80. This would be a significant change and a major capital works project impacting drainage, trees, and other inground services. Costs have not been quantified but could be tens of millions.

Option 6 Risks/Issues include

81. The following issues/risks are associated with having narrower footpaths:
82. Impacts on street users
83. Narrowing footpaths would not encourage walking or promote social inclusion as per Council policy.
 - (a) Footpaths would be more difficult to navigate particularly for wheelchair users, people with prams etc particularly on bin days;
 - (b) Trees would need to be removed reducing shade and greenery; and
 - (c) Reinstalling parking does not guarantee that people will be able to find parking on Elizabeth Street when and where they require it.
84. As noted previously, under this option, it is possible that not all of the 69 parking spaces on the northern side of Elizabeth Street would be able to be reinstated due to visibility requirements from side roads. Detailed design would inform this.
85. Footpaths cannot be narrowed as part of a trial.
86. The costs would be significant and are difficult to calculate at this time (tens of millions) and it is less likely that an external agency would fund all this leaving Council to make up the balance of payment.

Other Risks

- 87. In the absence of a clear funding path it could create an expectation in the community for a project that would be difficult to deliver.
- 88. Narrowing footpaths could generate significant community concern.

Community and stakeholder engagement

- 89. Extensive community engagement and feedback has occurred throughout the three-year trial both in-person and online. There were over 7,000 touch points between the community and Council through various channels. Further information regarding engagement is provided in **Attachment 7**.
- 90. Upon installation, concerns were raised by some local residents / community members regarding the design, and the trial delivery process using the iterative (pop-up) method.
- 91. These concerns were all reported to Council in Sept 2020 (both summaries and verbatim) and summarised as follows:
 - (a) General objections to the removal of car parking from the northern side of Elizabeth Street;
 - (b) Access and convenience for loading, deliveries and pick up/drop offs;
 - (c) Public safety and perceived safety due to stated need to often park further away from their homes and the concerns stated regarding anti-social behaviour issues on or near Elizabeth Street;
 - (d) The width of the traffic lanes and space for emergency vehicles;
 - (e) The width of the parking bays and space for people getting in and out of cars;
 - (f) New parking restrictions and impacts on visitor parking in the evening;
 - (g) New parking restrictions and impacts on businesses generally during the day including medical practices and places of worship;
 - (h) Unsightly bollards and visual clutter;
 - (i) Sightlines for vehicles turning from some side streets, and
 - (j) Difficulties for pedestrians crossing Elizabeth Street.
- 92. It is also noted that the project has also received support from other community members. Some feedback received supporting the trial is summarised as follows:
 - (a) The protected bike lanes are a major upgrade;
 - (b) People feel far safer as they are away from car doors and passing traffic;
 - (c) The bike lanes are wide enough for a comfortable journey and allow overtaking and parents to ride side-by-side with children, and
 - (d) Narrower traffic lanes encourage people to drive more slowly.

Moving forward

- 93. A new engagement plan will need to be prepared to communicate any changes made to Elizabeth Street. The extent of change Council will guide the process moving forward with the community.

Strategic Analysis

Alignment to Council Plan

Strategic Objective five - Transport and movement

- 5.1 Lead, promote and facilitate the transition to active transport modes for people living and working in Yarra, as well as people moving through Yarra
- 5.2 Advance the transition towards zero-carbon transport by 2030 throughout the municipality
- 5.4 Create a safe, well-connected and accessible local transport network including pedestrian and bike routes through Yarra

Climate emergency

- 94. Transport is the third-largest and fastest-growing source of emissions in Yarra. In 2024, the vast majority of these emissions are generated by private cars.
- 95. The Victorian Cycling Strategy, Yarra Transport Strategy 2022-32 and the Yarra Climate Emergency Plan 2024 all identify that mode shift away from private cars and towards sustainable modes of transport like bicycles are essential for climate mitigation and adaptation.
- 96. Unsafe bicycle infrastructure is the main barrier to getting more people cycling more often. This can be overcome by providing comfortable and attractive conditions for cycling. Protected bicycle lanes, such as those on Elizabeth Street, provide a much safer road environment that encourages cycling.

Community and social implications

- 97. This project seeks to make Yarra's transport network more equitable, inclusive and accessible.
- 98. Council undertook extensive community engagement throughout the trial period. This included specific outreach to communities that are traditionally underrepresented in project consultations. Details of the methodology and results are included in this report.

Economic development implications

- 99. Projects that make it easier and safer for people to ride have consistently shown economic benefits. Improving facilities for people riding bikes has ancillary benefits, such as improved street amenity, increased natural observation, as well as direct benefits, such as more customers visiting businesses nearby.

Human rights and gender equality implications

- 100. Data has shown significant increase in the proportion of women cycling on Elizabeth Street. This result correlates with research and results from other projects that make it easier and safer for people to ride.
 - 101. This project has been assessed under *The Charter of Human Rights and Responsibilities Act 2006* and *Gender Equality Act 2020* and no implications have been identified.
-

Finance and Resource Impacts and Interdependencies

102. The financial implications depend on Council's decision, as outlined in this report.
103. Other works of this scale, such as on Wellington Street in Collingwood, are often partly or fully funded by the State Government as any changes to a street layout align with State objectives for transport are expensive in the Council budget context.

Legal and Legislative obligations

Conflict of interest disclosure

104. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates.
105. The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

106. Risks are discussed throughout the report.
107. Installing non-compliant infrastructure presents safety and liability risks for Council assuming a design is approved by State.
108. It is less likely that any permanent design that is non-compliant with guidelines will receive external approval and/or funding.

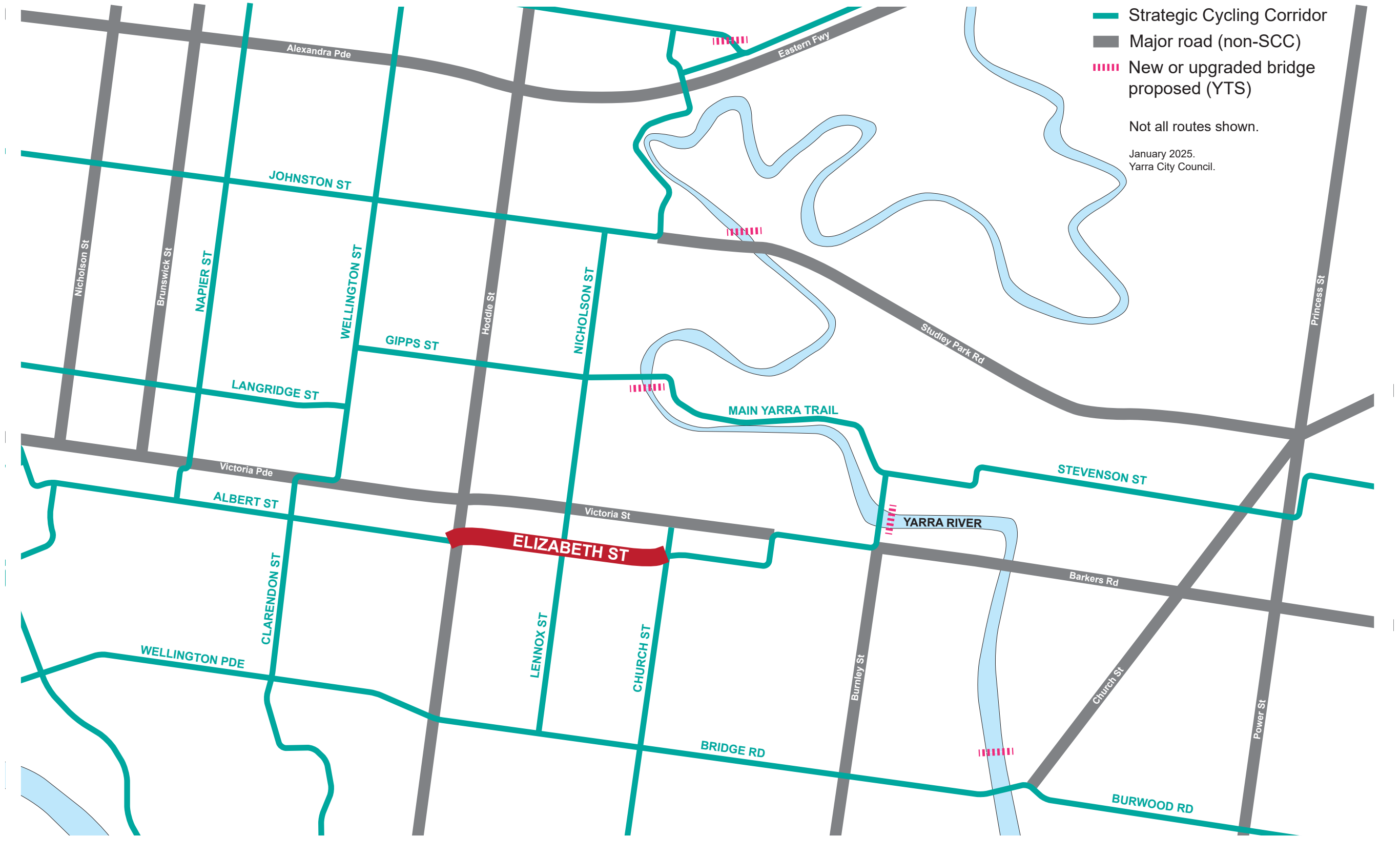
Report attachments

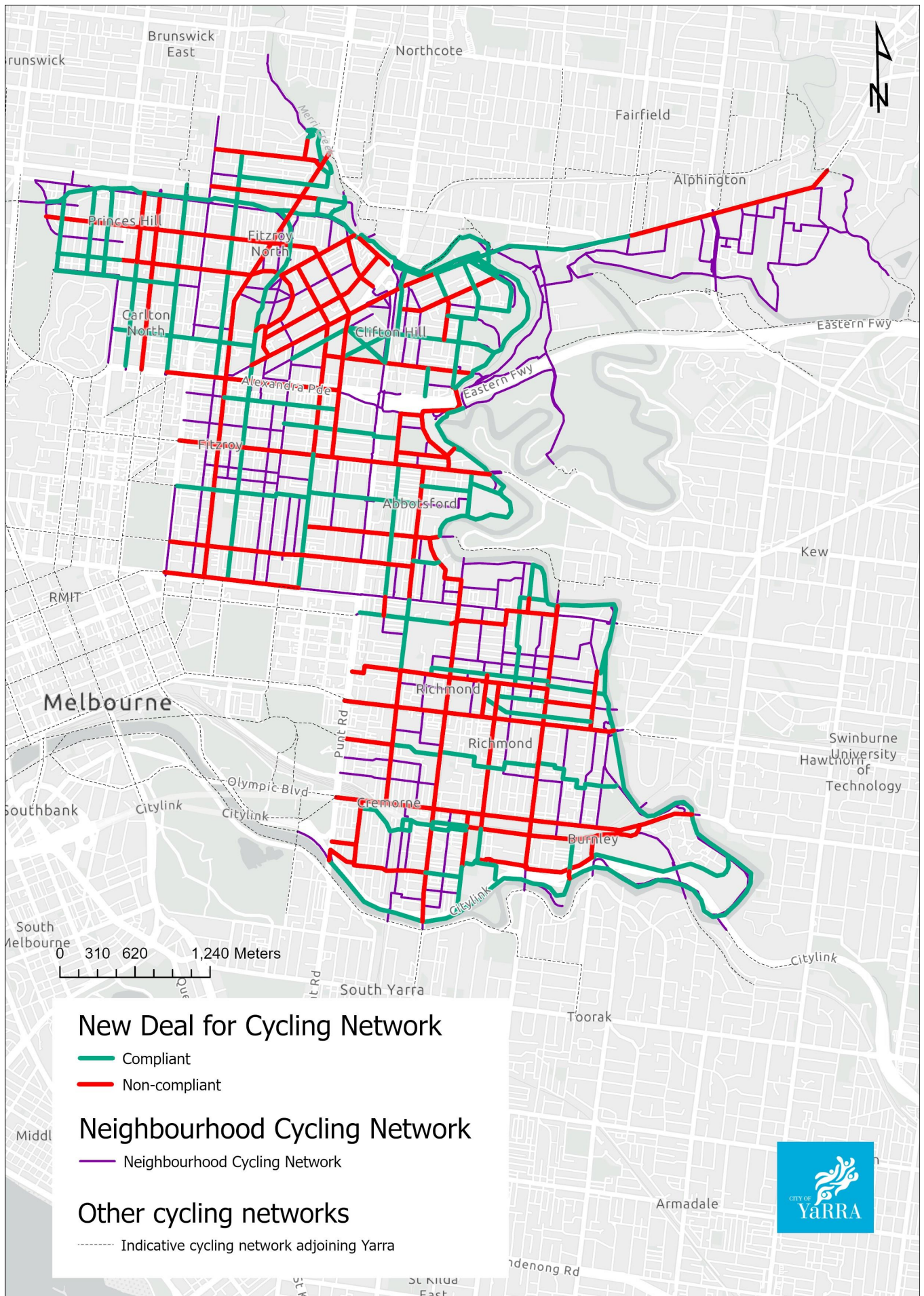
1. 7.1.1 Attachment 1 - Elizabeth Street NDC Corridor - Strategic Connections and Cycling Network Map
 2. 7.1.2 Attachment 2 Elizabeth Street NDC Corridor 81 Elizabeth Street 2019 Pre trial lay
 3. 7.1.3 Attachment 3 Elizabeth Street NDC Corridor Design Guidelines and Discussion
 4. 7.1.4 Attachment 4 Elizabeth Street NDC Corridor Elizabeth Street Options Assessment Gu
 5. 7.1.5 Attachment 5 Elizabeth Street NDC Corridor Concluding comments in response to Nov
 6. 7.1.6 Attachment 6 Elizabeth Street NDC Corridor Options Details
 7. 7.1.7 Attachment 7 Elizabeth Street NDC Corridor Community Engagement
 8. 7.1.8 Attachment 8 - Elizabeth Street NDC Corridor - Safe Systems Assessment Report
 9. 7.1.9 Attachment 9 - Elizabeth Street NDC Corridor - Data Summary
 10. 7.1.10 Attachment 10 A - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey Feb 2020
 11. 7.1.11 Attachment 10 B - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey November
 12. 7.1.12 Attachment 10 C - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey Feb 2021
 13. 7.1.13 Attachment 10 D - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey April 20
 14. 7.1.14 Attachment 10 E - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey February
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15. 7.1.15 Attachment 10 F - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey June 202
16. 7.1.16 Attachment 10 G - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey October
17. 7.1.17 Attachment 10 H - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey December
18. 7.1.18 Attachment 10 I - Elizabeth Street NDC Corridor - Elizabeth Shelley Pedestrian Counts February 2022

Attachment 1- Strategic Connections 'UbX'7 mW]b['BYrk cf_ 'A Ud '

Elizabeth Street Cycling Network Connectivity





Ordinary Council Meeting Agenda - 8 April 2025

1. Elizabeth Street 2019 – Pre-trial layout looking east. Bike lanes between parked cars and passing traffic.



2. Elizabeth Street – existing layout looking east – Protected bike lanes



Attachment 3 – Elizabeth Street NDC Corridor – Design Guidelines and Discussion

Design Guidelines and Discussion

Width of lanes on Elizabeth Street

1. The width of bike lanes has been a prominent and requirements have been a prominent topic.
2. Two types of documents are used to guide design decisions these are standards and guidelines. Standards are mandatory and set a minimum baseline to ensure that projects meet certain technical engineering requirements – e.g. drainage, construction materials and swept paths. Guidelines are generally more discretionary and provide guidance on how something should look or function so it does what is required. Ranges are sometimes used in standards and guidelines so they are more robust and can be adapted to local circumstances.
3. The width and design of the current protected bike lanes follow the draft State Government's cycling design guidelines (yet to be publicly released but used internally for design purposes), VicRoads Design Guidance on Strategically Important Cycling Corridors and other relevant documents provide best practice guidance. Officers acknowledge that there are older design reference documents available. These have limited relevance in inner city areas, are superseded and/or otherwise are no longer used.
4. Bicycle lanes can be narrowed and there are examples of narrow bike lanes in Melbourne (such as those provided on Collins Street at the tram stops) however they will not follow the relevant design guidelines or best practice. A summary of the existing geometries on Elizabeth Street is provided below. A detailed assessment is provided in schedule 10.

	VicRoads Design Guidance 2016	DoT Cycling Guide 2020	Elizabeth Street (current)
Status	Previous State road authority	New State road authority	N/A
Traffic lane width for local distributor road	3.0m min	3.0m min	3.0m
Parking space width	2.1m min	2.1m min	2.1m
Protected bike lane - next to traffic	1.2m min	2.0m min	2.1m and 2.3m
Protected bike lane - next to parking	1.8m min	2.0m min	2.1m and 2.3m
Protected lane buffer - next to parking	0.6m min	0.8m min (painted) 1.0m min (raised)	0.6m and 1.2m
Unprotected bike lane - next to parking	Not recommended	Not recommended	None

The width of protected bike lanes in other locations

5. The width of protected bike lanes on Albert Street in East Melbourne (the continuation of Elizabeth Street) has been cited as an example of having narrower protected lanes and more parking.
6. The Albert Street lanes were first installed in 2012 by the City of Melbourne with bollard-protection and a width of 1.5 metres plus a 0.6m buffer zone between parking bays. Yarra officers were informed by CoM officers of continual complaints from the community that they are too narrow, have dooring hazards and do not feel safe.
7. In response, Melbourne are planning on widening these lanes so they are compliant with the latest relevant guidance and best practice. For example, in April 2023 the existing protected bike lanes between Powlett Street and Hoddle Street in East Melbourne were widened.
8. Similar feedback was received by Council regarding Wellington Street, Collingwood stage 1 which was installed in 2015 and had a width of 2m and a kerbed island of 0.5m.

Wellington Stage 1 with narrower bike lanes looking south



9. In 2019 the stage 2 lanes were built with a wider width of 2.4 metres plus a kerbed island of 0.5m in response to this feedback and complaints about narrow bike lanes ceased.

Wellington St stage 2 with wider protected bike lanes looking south



Reinstalling all the parking on Elizabeth Street

10. Unfortunately, not all 76 car parking spaces can be reinstated by introducing narrower protected bike lanes. Mandatory road safety and engineering requirements around sight lines will mean that approximately 15 spaces cannot be reinstalled.
11. All 76 spaces could be reinstalled by returning the road to its pre-trial design with painted bike lanes between parked cars and passing traffic.
12. Independent consultants were commissioned in December 2024 to conduct a Safe Systems Assessment (SSA) of Elizabeth Street to:
13. determine how well the project aligns with Safe System principles and Towards Zero road safety strategy objectives;
14. document alignment with Safe System principles; and
15. suggest solutions that would move the project closer towards, or in full alignment with Safe System principles / Towards Zero objectives.
16. This consultant concluded that the existing design strongly aligns with the Safe System principles. The report states that the proposed options (reducing the bike lane width) will result in reduced road safety outcomes than the existing design. The assessment concluded that narrow protected bike lanes are better for cyclists than the pre-pilot trial design.
17. **Schedule 11** includes the full Safe Systems Assessment report.

Road surface condition

18. An assessment of the road surface of Elizabeth Street has confirmed that it is currently in poor condition. The existing proposal is for the road resheet to be combined with delivery of the permanent bike lanes and other street treatments.

19. In advance of this patch repairs of the road are being undertaken and this will be a viable option until 2028 when the road condition will be at a level where patching won't be sufficient. Complexity around this is introduced by the redevelopment work proposed for the area detailed below.

North Richmond Masterplan

20. The North Richmond Master Plan, announced in 2022 appears indefinitely stalled following the Victorian Government's Housing Statement and Tower Redevelopment announcement in September 2023.
21. Meanwhile, under the State Government's High-Rise Redevelopment Program, the 139 Highbury Street public housing tower and surrounding low-rise dwellings will be redeveloped over the next six to eight years, with residents retaining a right to return.
22. Additionally, the 147–161 Elizabeth Street site will deliver 144 apartments, including specialist disability accommodation, by mid-2025. While these projects will increase housing supply, the broader potential of the Master Plan remains unrealised.
23. New development and the unknowns are a major challenge for Council. For example, large amounts of heavy construction traffic will wear the existing road surface down further and may cause some damage to street furniture (kerbs, bollards and other fixtures and fittings). Homes Victoria would be responsible for this and potentially there are opportunities for Council to save significant sums of money road re-sheeting and other street treatments that support the Masterplan.
24. At this stage there are a lot of unknowns. Officers are unable to provide definitive statements on what this all means for Elizabeth Street, the road asset condition and development in the area.
25. Issues with the visual appearance of the street at the moment are acknowledged.

Trees and vegetation

26. Any changes to plans that include more space for car storage and movement would reduce or eliminate opportunities for more trees to be planted in the permanent design.

Other design options

27. Bi-directional bicycle lanes were assessed as an option part of the design process. This would involve bike lanes in each direction being located directly next to each other on one side of the street as per the image below



28. Bi-directional lanes can be an effective depending on site specific circumstances. They are not deemed feasible at this location for the following reasons:

- A connection to the new City of Melbourne kerbside protected bicycle lanes on Albert Street to the west would be difficult. This connectivity issue would also apply to Baker Street to the east.
- The intersections with Hoddle Street, Shelly Street, Lennox Street and Church Street would need to be completely reconfigured which is complex and expensive;
- The Department of Transport & Planning are unlikely to approve these changes;
- Safety issues and confusion would be created due to the fundamental changes to design of this section of a longer corridor;
- The location of the lanes would be limited to the south side due to the high number of crossovers on the north side of Elizabeth Street;
- Existing mature trees on Elizabeth Street would need to be removed; and
- There may be some space savings, however these would not be significant.

Attachment 4 - Elizabeth Street NDC Corridor – Elizabeth Street Options Assessment

Elizabeth Street Options and Bike Infrastructure Design Guidelines Assessment

1. Elizabeth Street is an identified Victorian State Government Strategic Cycling Corridor (SCC). As stated in the Victorian Cycling Strategy 2018-2028, a SCC is a designated cycling route that connects and links important destinations such as the central city (CBD), national employment clusters, major activity centres, and other destinations of metropolitan or state significance. The relevant Guidelines do not include unprotected (painted) bike lanes as an option on any of these defined routes with moderate or high traffic volumes. For busy inner-city cycling routes like Elizabeth Street, protected bike lanes, off-road paths and bicycle streets should be provided. Mixed bike/traffic road environments should only be provided on quiet local residential streets (eg. Napier Street Fitzroy) where traffic volumes are low (and much lower than the average daily volumes on Elizabeth Street).
2. The following cycling infrastructure design guidelines are relevant to this project:
- Austroads ‘Improving Austroads Guidance for Cycling and Micromobility Planning’ (2025)
 - Austroads ‘Guide to Road Design Part 3: Geometric Design’ (2021)
 - Victorian State Government’s ‘Department of Transport The Cycling Guide’ (2020)
 - Austroads ‘Guide to Road Design - Part 6A: Paths for Walking and Cycling’ (2017)
 - Austroads ‘Cycling Aspects of Austroads Guides’ (2017)
 - VicRoads ‘Design Guidance for Strategically Important Cycling Corridors’ (2016)
 - VicRoads ‘Guidance on Treating Bicycle Car Dooring Collisions’ (2016)
3. Most of these design guides contain guidelines and recommendations which were established by Austroads as the national peak body for transport agencies and were largely adopted by the Victorian State Government. The 2016 VicRoads guidance are therefore primarily based on the Austroads guidelines yet have incorporated some elements and examples from overseas. Council should follow the direction of the relevant State Government transport authority since it is this entity that develops the road rules which govern the state of Victoria, and not the Federal Government. However Council is not necessarily legally obliged to comply with any of the aforementioned guidelines.
4. The Department of Transport’s The Cycling Guide 2020, developed as part of a series of Movement and Place design guides, provides the most recent and relevant best practice guidelines for Council in its decisions on the planning, design, and delivery of high-quality cycling infrastructure for the wider community. From a technical perspective and user experience, it is generally better to provide wider protected bike lanes than narrower ones since they are safer, more attractive and comfortable for people of all ages and abilities to ride a bicycle on.

Relevant Guidance Document	Victorian State Government VicRoads Guidance on Treating Bicycle Car Dooring Collisions; VicRoads Design Guidance for Strategically Important Cycling Corridors (2016)	Victorian State Government Department of Transport The Cycling Guide (2020)	Austroads Improving Austroads Guidance for Cycling and Micromobility Planning (2025)
Status	Adopted by a road authority that no longer exists	Pending official adoption by the Victorian State Government	Pending official adoption by Austroads
Traffic lane width for local distributor road	3.0m minimum*	3.0m minimum*	Not specified
Parking bay width	2.1m minimum*	2.1m minimum*	Not specified
Protected bike lane width - next to traffic	1.2m minimum	2.0m minimum**	Not specified
Protected bike lane width - next to parking	1.8m minimum; 2.0m+ recommended	2.0m minimum**	2.0m minimum
Protected lane buffer width - next to traffic	Not specified	Not specified	Not specified
Protected lane buffer width - next to parking	0.6m minimum***; 1.0m+ recommended	0.8m minimum; 1.0m recommended	0.8-1.2m recommended
Unprotected bike lane width - next to path	Not recommended	Not recommended	Not recommended
Unprotected bike lane width - next to parking	Not recommended	Not recommended	Not recommended
Unprotected lane buffer width - next to path	Not required	Not required	Not required

* Specified in Austroads guidelines and Australian standards

** 2.0m is the absolute minimum width, 2.5m is the preferred width, and 3.0m is recommended where the number of cyclists is very high

*** A 1.8m bike lane and a 0.6m parking buffer are an absolute minimum (VicRoads Guidance on Treating Bicycle Car Dooring Collisions 2016)

5. The Department of Transport's The Cycling Guide (2020) states that 1.8m is the absolute minimum width for painted (unprotected) bike lanes to allow for people to pass and support safe movements in low traffic volume environments. This width however does not provide a high level of comfort for less confident and experienced bike riders. It is also not recommended for on-road bike routes with moderate or high traffic volumes. The 2016 VicRoads guidelines have previously indicated that a 1.5m wide is the desirable minimum width for a painted bike lane but 2.0-3.0m is the recommended width for uni-directional protected bike lanes as per the latest recommendations to Austroads.

					VicRoads Guidance on Treating Bicycle Car Dooring Collisions and Design Guidance for Strategically Important Cycling Corridors (2016)				Department of Transport The Cycling Guide (2020)			
Location	West of Lennox St		East of Lennox St		West of Lennox St		East of Lennox St		West of Lennox St		East of Lennox St	
Traffic direction	Westbound	Eastbound	Westbound	Eastbound	Westbound	Eastbound	Westbound	Eastbound	Westbound	Eastbound	Westbound	Eastbound
Typical kerb-to-kerb width (m)	14.1		14.8		14.1	14.8	14.1	14.8	14.1	14.8	14.1	14.8
Option 1: Retain existing pilot trial layout												
Bike lane width	2.1	2.1	2.3	2.3	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant
Buffer width	0.6	1.2	0.6	1.5	Compliant	Compliant	Compliant	Compliant	Compliant#	Compliant	Compliant#	Compliant
Physically separated	Yes	Yes	Yes	Yes	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant
Traffic lane	3	3	3	3	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant
Parking bay	2.1	N/A	2.1	N/A	Compliant	N/A	Compliant	N/A	Compliant	N/A	Compliant	N/A
Option 2 - Remove the protected bike lanes and reinstall painted bike lanes												
Bike lane width	1.8	1.8	1.8	1.8	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised
Buffer width	N/A	N/A	N/A	N/A	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised
Physically separated	No	No	No	No	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised
Traffic lane	3	3	3.3	3.3	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised
Parking bay	2.25	2.25	2.3	2.3	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised	Not Advised
Option 3 - Narrowed protected bike lanes to reinstall parking												
Bike lane width	1.5	1.5	1.7	1.7	Not compliant	Not compliant	Not compliant	Not compliant	Not compliant	Not compliant	Not compliant	Not compliant
Buffer width	0.6	0.6	0.6	0.6	Not compliant	Not compliant	Not compliant	Not compliant	Not compliant	Not compliant	Not compliant	Not compliant
Physically separated	Yes	Yes	Yes	Yes	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant
Traffic Lane	2.85	2.85	3	3	Not compliant	Not compliant	Compliant	Compliant	Not compliant	Not compliant	Compliant	Compliant
Parking Bay	2.1	2.1	2.1	2.1	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant
Option 4 - Narrow protected bike lanes to reinstall parking at the temple specifically (61 Elizabeth Street)												

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Bike lane width	1.5	1.5	2.3	2.3	Not compliant	Not compliant	Compliant	Compliant	Not Compliant	Not compliant	Compliant	Compliant
Buffer width	0.6	0.6	0.6	1.5	Not compliant	Not compliant	Compliant#	Compliant	Not compliant	Not compliant	Not compliant	Compliant
Physically separated	Yes	Yes	Yes	Yes	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant	Compliant
Traffic lane	2.85	2.85	3	3	Not compliant	Not compliant	Compliant	Compliant	Not compliant	Not compliant	Compliant	Compliant
Parking bay	2.1	2.1	2.1	N/A	Compliant	Compliant	Compliant	N/A	Compliant	Compliant	Compliant	N/A

Compliant – Complies with minimum guidelines (Note: This does not mean that the design aligns with underlying objectives of Council policy regarding increasing cycling ridership and improving safety for all road users.)

Compliant # - The buffer for the 2.1m and 2.3m protected bike lanes next to car parking was narrowed to the minimum width of 0.6m under the VicRoads Guidance on Treating on Bicycle Car Dooring Collisions 2016 as the design plans were completed in late 2019 before the Department of Transport’s The Cycling Guide 2020 was produced.

Not Advised – A design outcome on Elizabeth Street that is not advised in the guides.

Not compliant – In the event of a fatality or serious injury, Council may be liable for providing infrastructure that does not comply with relevant guidelines.

Attachment 5 – Elizabeth Street NDC Corridor – Concluding comments in response to November 2024 NOM

Concluding Comments in response to the November 2024 NOM

1. NOM: 11 (a) *Modifying the Elizabeth St, North Richmond cycle lane to:*
 - i. *allow both dedicated bike lanes and parking on both sides of Elizabeth St, until Council forms an opinion on its future;*

These modifications can be made, however it will result in the bike lane being non-compliant with guidelines. This will mean that cyclists would not feel safe, the parking bays will also be narrowed creating other hazards for vehicle users and passing traffic.

2. NOM: 11 (b) *Providing advice on:*
 - i. *bike lane widths east and west of Lennox St;*
 - ii. *buffer widths east and west of Lennox St;*
 - iii. *traffic lane widths east and west bound on Lennox St; and*
 - iv. *parking lane widths noting the kerb to kerb widths of Lennox St;*

These widths vary depending on the option as set out in this report. There is insufficient street width to accommodate safe protected bike lanes.

3. NOM 11 (c) *Report to include:*
 - i. *traffic engineering advice and costings to make the adjustments for the trial and costing for the works to be permanent;*

Costings are provided for immediate options. Costings for permanent treatments cannot be determined at this time and depend on various things including the design and scope. Officers can present concept designs for a preferred permanent option and high-level costing at a future meeting.

4. NOM 11 (c) *provide advice on:*
 - ii. *any required approvals from the Department of Transport and Planning;*
 - iii. *include a plan to seek funding from the State Government to assist Council in performing any works recommended; and*
 - iv. *include previous collected consultation data from the community and any other information previously provided to Council.*

State Government will need to approve any further changes to the fundamental design of the street to include changes to widths of traffic lanes, parking bays, bike lanes, bike lane buffers.

Officers will provide further information on funding applications for a permanent treatment in due course. A first step will be to undertake community consultation on a concept plan for a permanent treatment and obtain a council agreement on the long-term design of the road including a scope of works.

External funding opportunities will be reduced if the design does not align with guidelines (at least without what is determined to be a good reason). This is assuming

that a non-compliant design using temporary treatments is approved by State Government.

All the previous consultation information and data is attached to this report. Schedule 13 contains the raw parking survey data.

Attachment 6 – Elizabeth Street NDC Corridor – Corridor Option Details

Options: Further information

Option 1 – Continue with existing direction and add a comprehensive area parking management review - Recommended

That is:

- (a) Continue concept / detailed design work and community engagement process on the permanent design;
- (b) Present a report showing the permanent concept designs to Council later in 2025 that will be subject to a community consultation process;
- (c) Report back to Council on the results of the engagement and seek endorsement of a final concept design;
- (d) Complete a review of parking restrictions and use community engagement to inform the recommendations;
- (e) Present parking management recommendations to Council for approval including exploring additional opportunities for parking in the surrounding area;
- (f) Maintain the road for now using patch ups; and
- (g) Decide on the timeframes for the road re-sheet having considered the condition of the road, timeframes for the completion of the Homes Victoria works and anticipated delivery time for the permanent treatment.

Option 2 – Remove the pilot trial infrastructure and return Elizabeth Street to its December 2019 layout

That is:

- (a) Remove the protected bike lanes;
- (b) Return road to its pre-pilot trial 2019 layout on the existing road surface;
- (c) Decide on the timeframes for the road re-sheet having considered the condition of the road, timeframes for the completion of the Homes Victoria work; and anticipated delivery time for the permanent treatment.

**Option 3 – Narrow the protected bike lanes and re-introduce continuous on-street car parking to both sides of Elizabeth Street
Not recommended**

That is:

- (a) Reduce the dimensions of the protected bike lanes from 2.1 metres (west of Lennox Street) and 2.3 metres (east of Lennox Street) to 1.5 metres and 1.7 metres respectively;
- (b) Reduce the width of the traffic lanes from 3m to 2.75m;

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- (c) Reinstate parking comparable to before the trial;
- (d) Decide on the timeframes for the road re-sheet having considered the condition of the road, timeframes for the completion of the Homes Victoria works;
- (e) Do the above as quickly as possible using temporary infrastructure until a decision is made on timing for a road re-sheet;
- (f) Deliver this as a permanent treatment as part of a road re-sheet

Option 4 – Narrow the protected bike lanes at 61 Elizabeth St so two on-street car parking spaces can be reinstated outside the Temple.

That is:

- (a) As per option 1 but with narrow bike lanes as per option 3 installed on both sides of the road directly outside the Buddhist Temple at 61 Elizabeth Street to reintroduce parking there;

Option 5 – Introduce on-street car parking to both sides of Elizabeth Street and compliant protected bike lanes by making Elizabeth Street one way for car traffic

That is:

- (a) Make Elizabeth Street one way reducing the number of traffic lanes from two to one;
- (b) Free up 3 metres of road space to provide compliant protected bike lanes, and reintroduce most of the parking on both sides of the road;
- (c) Explore options to integrate this with the Homes Victoria development and assess options for a road re-sheet;

This would be a big process requiring an area wide traffic study, State approvals and significant capital investment in the road network. It would have significant impact on local and strategic access which will be contentious in the community. It will re-locate traffic to other roads which will also be highly contentious and may generate new safety issues on roads such as Lennox Street.

Option 6 – Narrow the footpath by 2.6 meters to increase the kerb-to-kerb width of the road

That is:

- (a) Install compliant protected bike lanes, parking bays and traffic width by reducing the width of the pavement

This would impact drainage, trees, and other inground services. Costs are likely to be in the tens of millions.

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Comparison of costs for each option

High level costs and timeframes are for planning, design and approvals work and not delivery unless otherwise stated. High level estimated costs for delivery of permanent treatments will depend on various factors and cannot be determined in the time available to produce this report. Many will be in the millions and exclude the cost of the \$800k road re-sheet which is in the 10 Year Capital Works Plan. The annual cost of patching the road prior to a re-sheet is approximately \$30k and this is not included here.

Timeframes are stated as minimums and may require an exception to Council operational requirements so they can be completed as quickly as possible. It is assumed that an agreed officer resourcing plan is provided for all options.

Any changes to road design will use temporary infrastructure in the first instance for expedience. Permanent design work will then follow.

	Trigger	Timeframe	Est Cost
Option 1 Proceed as per existing direction and conduct comprehensive area parking review and proceed to community consultation	Council resolution and additional budget	1 year (minimum design & consultation only)	\$70k
Option 2 Remove the pilot trial infrastructure and return Elizabeth Street to its December 2019 layout	Council resolution and additional budget	1 year (minimum design & consultation only)	\$70k
Option 3 Narrow the protected bike lanes and re-introduce continuous on-street car parking to both sides of Elizabeth Street	Council resolution and additional budget	1 year (minimum)	\$250k
Option 4 Narrow the protected bike lanes at 61 Elizabeth St so two on-street car parking spaces can be reinstated outside the Temple.	Council resolution and additional budget	1 year (minimum)	\$50k
Option 5 Return most of the parking and make the street one-way	Council resolution and additional budget.	3 years (minimum design, traffic modelling & consultation only)	\$800k

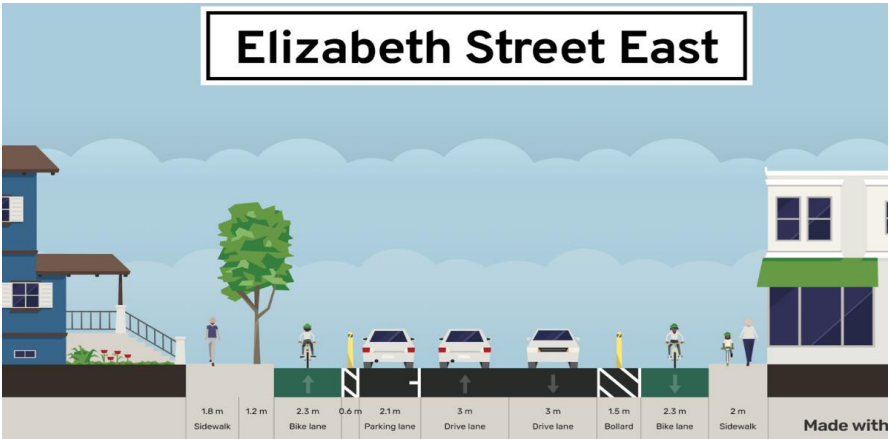
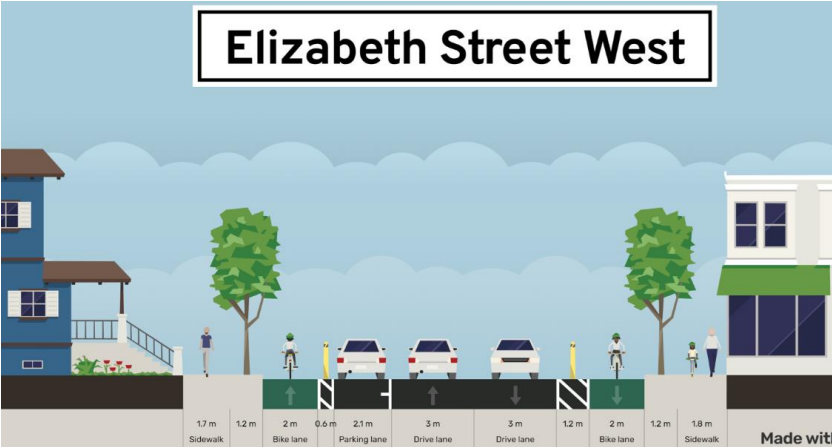
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Option 6 – Narrow the footpath by 2.6 meters to increase the kerb-to-kerb width of the road	Council resolution and additional budget.	2 years (minimum design and detailed service checking only)	\$300k
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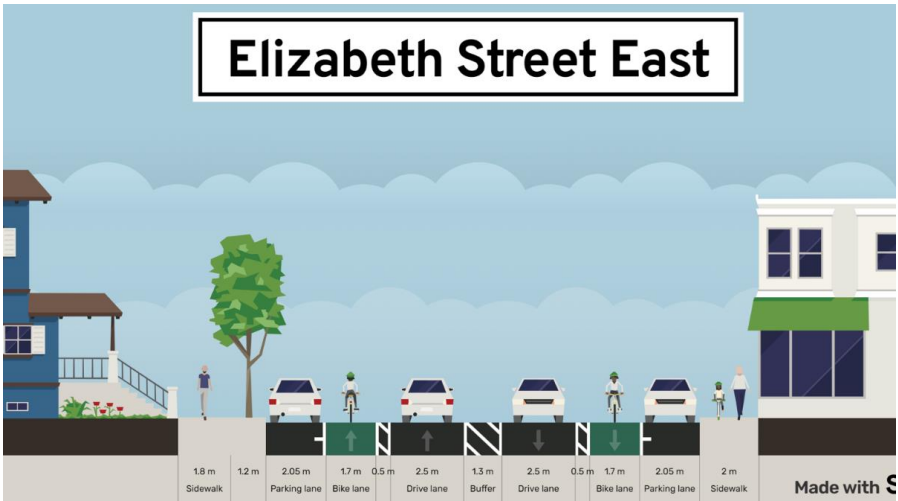
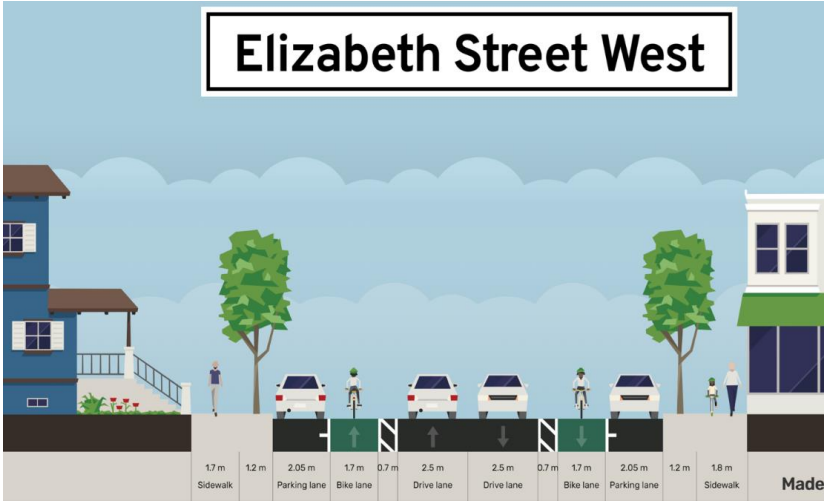
Option Cross Sections

Note the width of Elizabeth Street varies either side of Lennox Street, hence the cross sections are labelled east and west.

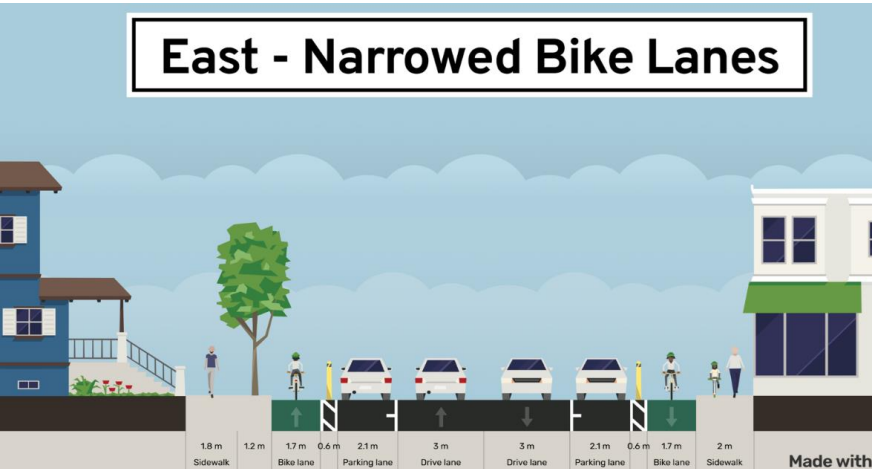
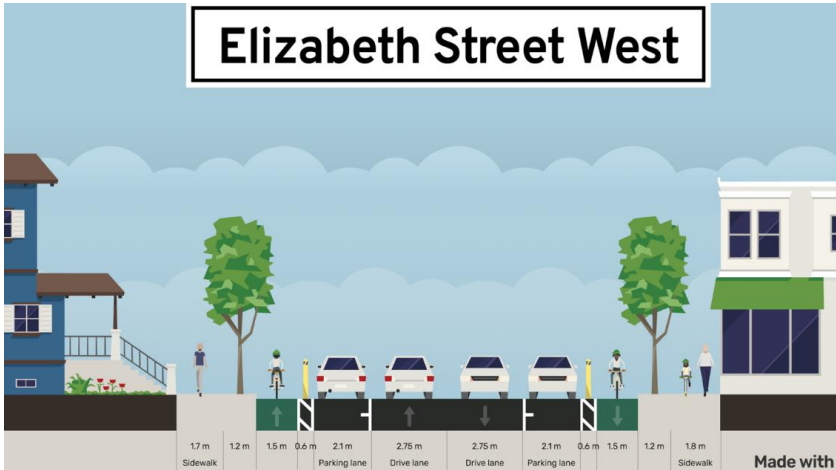
Option 1 – Existing trial layout



Option 2 – Return the road to pre trial condition

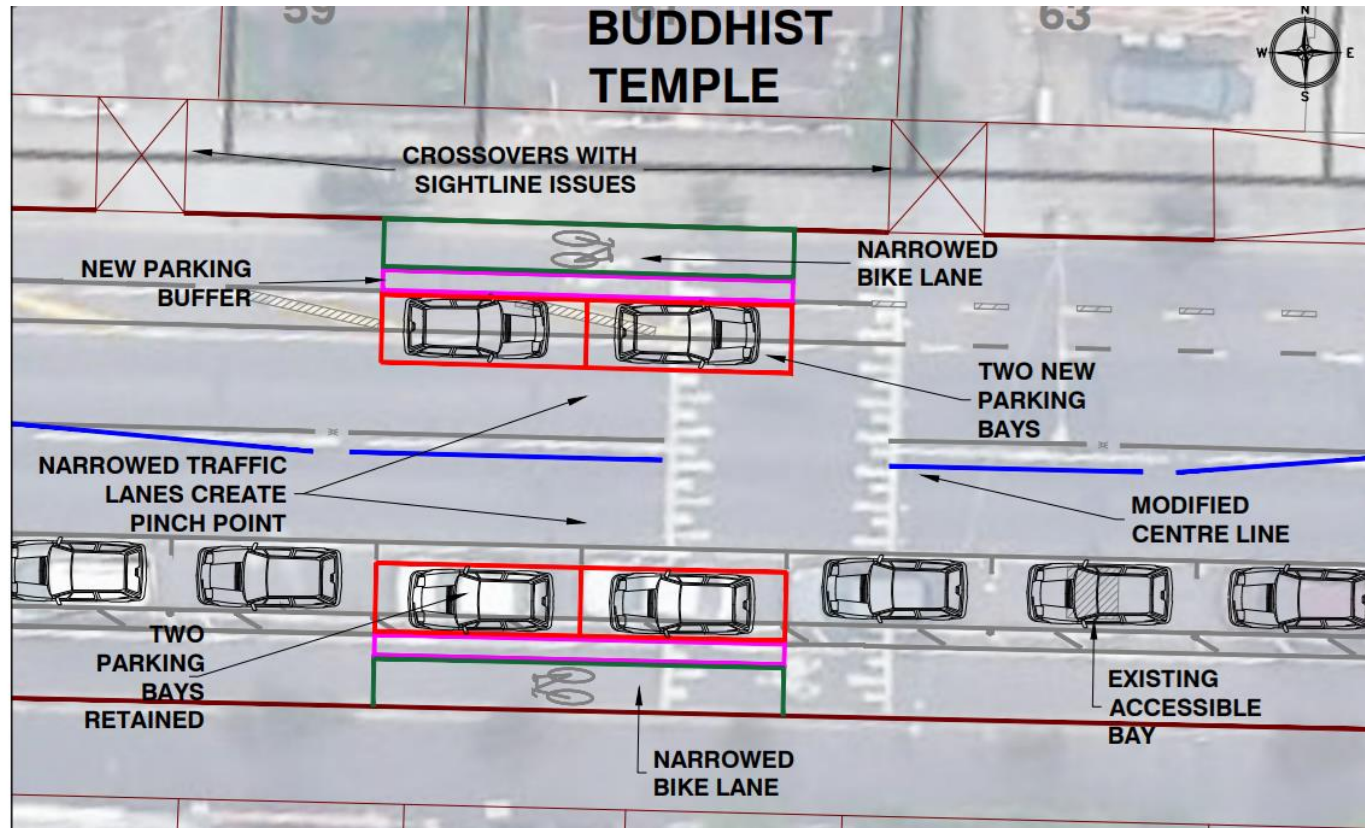


Option 3 – Reduce the width of the protected bike lanes and re-install parking on the northern sides



Option 4 – Reduce the width of the protected bike lanes and re-install parking on the northern sides at the Chùa Phước Tường Temple

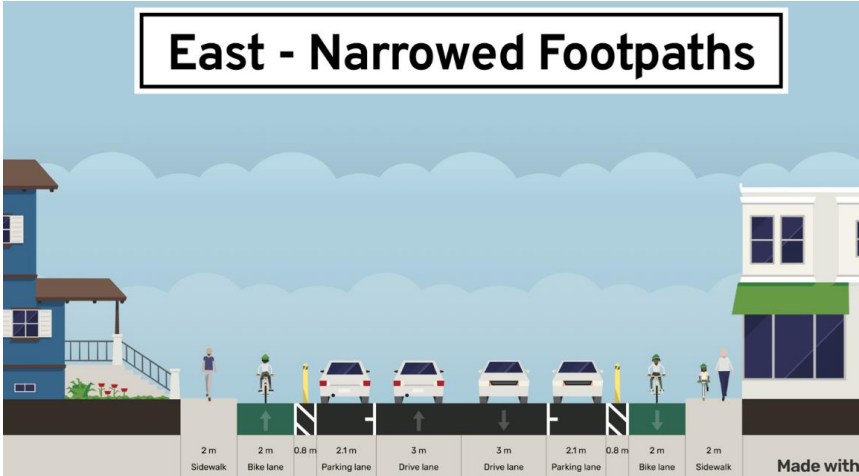
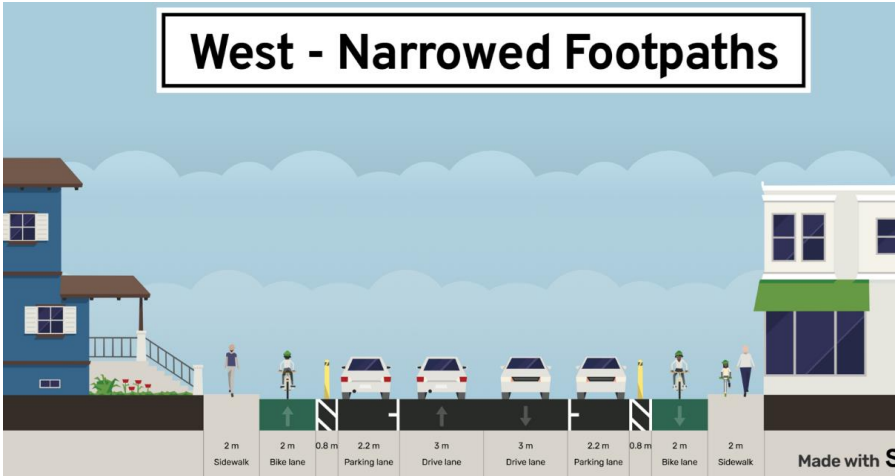
The cross section would be as per option at the temple only. A concept plan for this specific section is provided below.



Option 5 - Provide on-street car parking to both sides of Elizabeth Street and compliant protected bike lanes by making Elizabeth Street one way for car traffic



Option 6 – Narrow both footpaths to create 2.6m of additional space between the kerbs so compliant bike lanes, parking bays and traffic lanes widths can be provided.



Attachment 7 – Elizabeth Street NDC Corridor – Community Engagement

Community Engagement Further Information

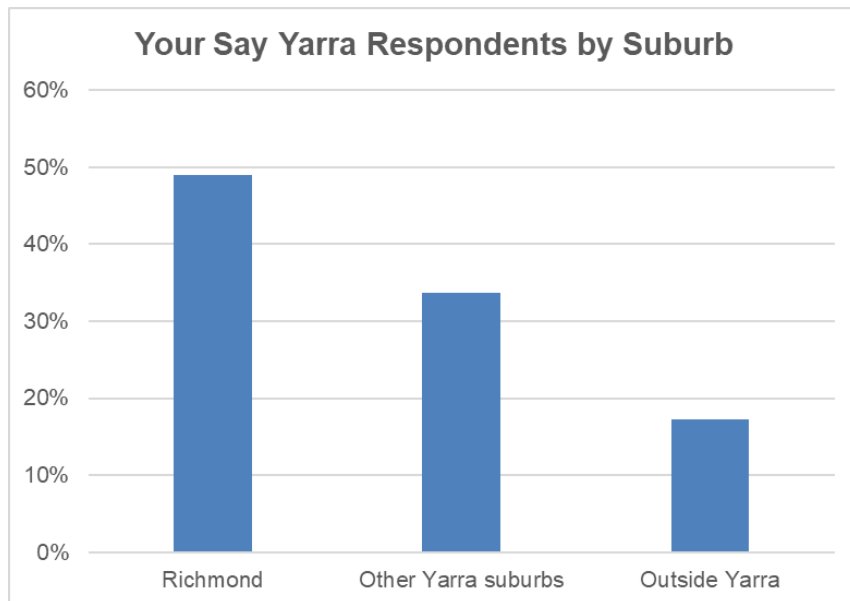
1. An extensive community engagement strategy was deployed throughout the three-year trial both in-person and online albeit there were some challenges due to the pandemic. The consultation included:
 - a. Posting information and receiving feedback through the Your Say Yarra webpage which had 4,802 website visits, 278 survey responses and 428 map pins;
 - b. Pop-up in-person engagement sessions targeted at CALD communities;
 - c. In-person, random intercept surveys of 1,457 people in and near Elizabeth Street using all modes of transport, conducted by an external, independent consultant;
 - d. Feedback via email and phone;
 - e. Multiple rounds of direct letter drops to properties in the locality and information posters;
 - f. An in-person meeting with residents and business to discuss the project;
 - g. Community engagement during the development of the Yarra Transport Strategy 2022-32; and
 - h. Direct notifications to abutting property owners and occupiers.

Your Say Yarra

2. There was a mix of respondents from different age groups, language groups, suburbs, methods of travel, purpose of travel and other factors.

Age structure
Yarra City Council - 2022 Elizabeth Street Intercept Survey
(number and percent of respondents providing a response)

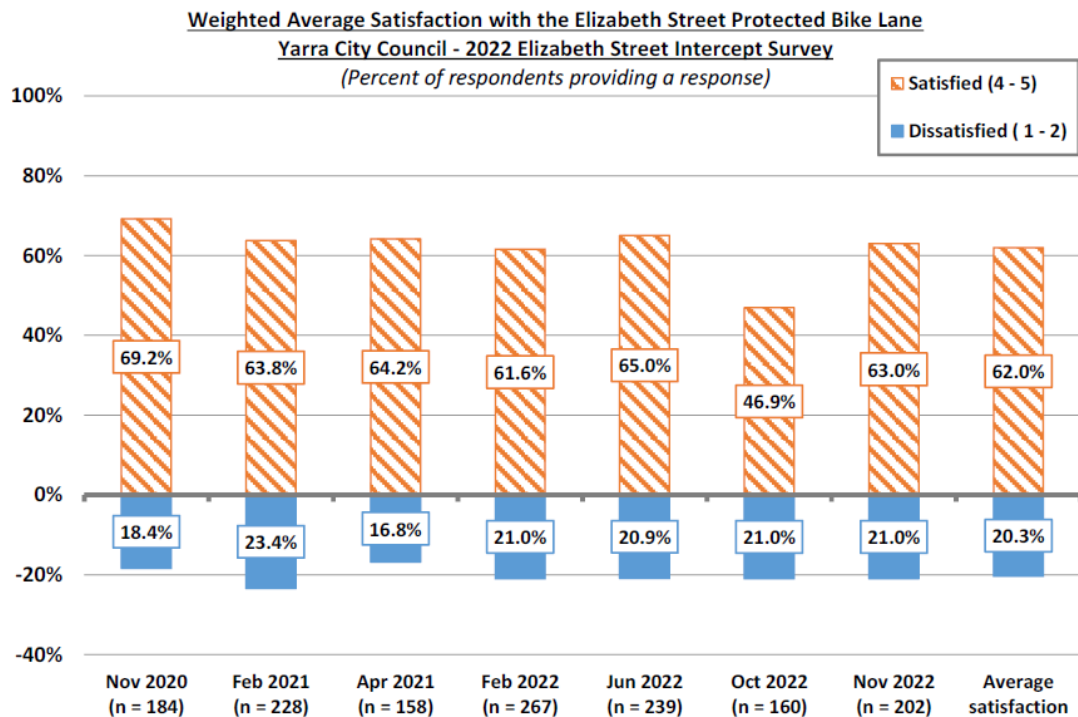
Group	Nov 2022		Oct	Jun	Feb	Apr	Feb	Nov	Avg
	Number	Percent	2022	2022	2022	2021	2021	2020	
Adolescents (15 to 19 years)	11	6%	3%	5%	12%	3%	4%	4%	5%
Young adults (20 to 34 years)	74	37%	37%	35%	36%	28%	36%	40%	36%
Adults (35 to 44 years)	60	30%	31%	31%	18%	36%	28%	31%	29%
Middle-aged adults (45 to 59 yrs)	33	17%	22%	18%	16%	21%	25%	16%	19%
Older adults (60 to 74 years)	20	10%	7%	8%	16%	13%	6%	7%	10%
Senior citizens (75 yrs and over)	2	1%	0%	3%	1%	0%	0%	1%	1%
Prefer not to say / not stated	2		3	3	6	0	0	0	14
Total	202	100%	160	239	273	160	235	188	1,457



3. Key topics the community raised included:
 - (a) Safety benefits, especially for women and children cycling and walking;
 - (b) Concerns over narrower widths of driving and car parking lanes;
 - (c) Community engagement approaches generally and the use of trials;
 - (d) Concerns over reductions to on-street car parking and suggestions regarding changes to parking management;
 - (e) Dates for when the protected bike lanes will be made permanent (in advance of a Council decision on this); and
 - (f) Various observations over the visual appearance of the trial infrastructure (bollards etc).
4. The full Engagement Report is provided as schedule 12

Intercept Survey

5. The results as shown in the following graph are weighted by the method of travelling along the street. This takes account of the significant variation in satisfaction with the bicycle lanes observed depending on method of transport used.
6. The weighted average results over the course of the seven surveys show that approximately two-thirds of respondents were satisfied with the protected bicycle lane. This result has remained very stable over six of the seven surveys, with the October 2022 result being the only significant outlier.
7. Approximately one-fifth of respondents were dissatisfied with the protected bicycle lane, a result that has remained stable over the course of the seven surveys.



8. Council investigated and implemented changes to the trial quickly in response to community feedback. For example, text stating 'Look left' and 'Look right' was painted on footpaths very quickly in response to community requests for this.



Safe System Assessment Report

Elizabeth Street, Richmond

Project Number 190237

Draft Report 10/01/2025

Client City of Yarra



Document control record

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Document control	
Report title	Elizabeth Street, Richmond
Project number	190237
Client	City of Yarra
Client contact	Peter Eckersley

Revision	Date issued	Revision details / status	Prepared by	Authorised by
Draft	10/01/2025	Preliminary draft	Aaron Wu	Bernard Chan

190237 Elizabeth Street, Richmond – Safe System Assessment Report
Draft 10/01/2025



Executive summary

City of Yarra engaged Trafficworks to undertake a rapid Safe System Assessment (SSA) for the proposal along Elizabeth Street, in Richmond. A pilot trial of protected bike lanes was implemented in mid-2020. It removed car parking from the north side of Elizabeth Street. The proposal will reinstate car parking on the north side of the road.

Assessment methodology

The Austroads SSA Matrix was used to assess the extent to which scenarios align with Safe System principles. For more information, see Appendix 1 – The Safe System and Appendix 2 – Safe System Assessment Matrix.

Elizabeth Street was divided into two sections. The sections assessed were:

- west section (Hoddle Street to Lennox Street)
- east section (Lennox Street to Church Street).

The following scenarios were assessed:

- pre-pilot trial conditions (baseline)
- pilot trial conditions (existing)
- proposed reinstatement of car parking on the north side of Elizabeth Street
 - option 1 includes a 1.5 m wide bike lane and 2.3 m wide car parking bays along the east section of Elizabeth Street
 - option 2 includes a 1.7 m wide bike lane and 2.1 m wide car parking bays along the east section of Elizabeth Street.

Assessment results

The proposed options will result in worse safety outcomes than the pilot trial, but better safety outcomes than the pre-pilot trial conditions. On the east section of Elizabeth Street, option 2 will be safer for cyclists than option 1 due to the wider bike lanes.

Further safety improvements were identified, which could be applied to the design to increase Safe System alignment, as follows:

- maintain sufficient sight lines from side roads
- review the police reports of the bicycle crashes occurring at the Elizabeth Street and Shelley Street intersection to understand and address the cause of the crashes
- linemark individual car parking spaces to reduce risk of vehicles parking too close to each other and crashing while entering or exiting spaces
- replace the on-road stormwater pit on the south side of Elizabeth Street, opposite Lewis Court.



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1 Introduction

City of Yarra engaged Trafficworks to undertake a rapid Safe System Assessment (SSA) of Elizabeth Street, in Richmond. A pilot trial of protected bicycle lanes on Elizabeth Street was implemented in mid-2020. The pilot trial removed kerbside parallel parking along the north side of Elizabeth Street. This report assesses the proposal to reinstate car parking to the north side of the street, while maintaining the protected bicycle lanes.

The objective of the assessment is to:

- determine how well the project aligns with Safe System principles and Towards Zero road safety strategy objectives – for more information about the Safe System, see Appendix 1
- document issues that are not aligned with Safe System principles, i.e., severe injury risks
- suggest solutions that would move the project closer towards, or in full alignment with Safe System principles / Towards Zero objectives.

At a high level, this SSA confirmed that the proposed design aligns with the Safe System principles. For more information, see our conclusion and recommendations – section 5.



2 SSA overview

Table 1 provides an overview of the SSA delivery details, i.e. type of SSA, assessment team, and workshop details.

Table 1: SSA delivery details

Assessment type	Rapid
Assessment team	Aaron Wu, Senior traffic engineer, Trafficworks Bernard Chan, Associate director, Trafficworks
Workshop conducted	9/01/2025
Workshop conducted by	Aaron Wu, Senior traffic engineer, Trafficworks Bernard Chan, Associate director, Trafficworks

2.1 Methodology

The SSA was conducted based on:

- the procedure outlined in AP-R509-16 Austroads Safe System Assessment Framework
- VicRoads' Safe System Assessment Guidelines (April 2019).

The main stages of the Austroads procedure are:

- identify objectives
- set the context
- assess against the Safe System Assessment Matrix (SSA Matrix) – for more information about the matrix, see Appendix 2 – Safe System Assessment Matrix
- if required, apply a treatment hierarchy and selection process – for more information, see Appendix 3 – Treatment hierarchy and selection.

The procedure adopts a risk assessment approach, i.e., the SSA Matrix (Appendix 2 – Safe System Assessment Matrix), which considers road user exposure, crash likelihood and crash severity, and provides ratings to assess the existing and proposed conditions in line with Safe System principles.

The matrix addresses the following major crash types: run-off-road, head-on, intersection, other (incorporates overtaking, manoeuvring, and other miscellaneous crash types), pedestrian, cyclist and motorcyclist.



2.1.1 Plans

No plans were provided. Images of indicative cross sections were provided and are detailed in Section 3.3.

2.1.2 References

The following reference materials were used when conducting the assessment:

- Austroads Research Report AP - R509 – 16, Safe System Assessment Framework
- VicRoads Safe System Assessment Guidelines (April 2019)
- Austroads Guide to Road Design series
- AS 1742 series
- VicRoads supplements.



3 Proposed project overview

3.1 Background

This section describes the:

- study length and surrounding land use
- road network
- crash history.

3.1.1 Study length and surrounding land use

Figure 1 shows the study length.

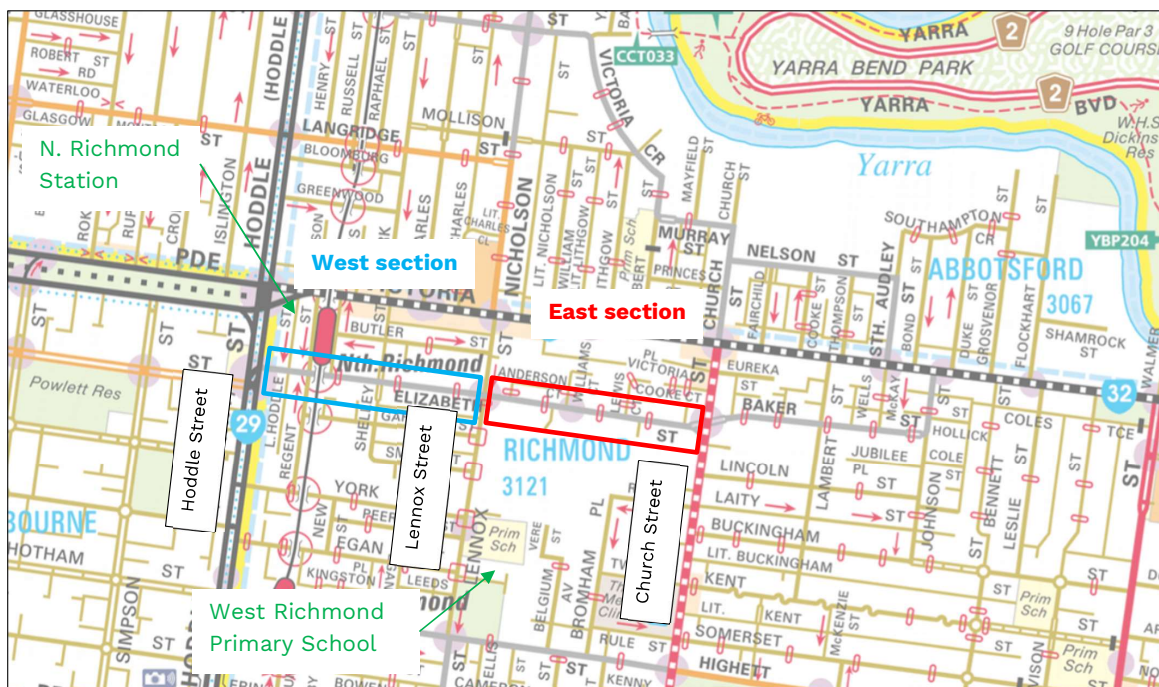


Figure 1: Site location (reproduced with permission from Melway Publishing Pty Ltd)

Key land use surrounding the site are as follows:

- North Richmond Station
- West Richmond Primary School
- residential dwellings and apartments along Elizabeth Street
- shops, restaurants, and retail along Victoria Street.



3.1.2 Road network

The road network includes:

- Elizabeth Street.

Table 2 describes the features of Elizabeth Street.

Table 2: Elizabeth Street features

Feature	Description
Movement and Place classification	M3 and P4/P5 The movement classifications for each transport mode are: <ul style="list-style-type: none"> — general traffic GT4 — cycling C1 — walking W2.
Access	Provides access between Hoddle Street to the west and Church Street to the east
Road reservation	West section (Hoddle Street to Lennox Street) – 13.9 m East section (Lennox Street to Church Street) – 14.8 m
Traffic volumes / vehicle composition	AADT of approximately 7,800 vehicles per day.
Speed limit	40 km/h

Photos of Elizabeth Street prior to the pilot trial and the pilot trial of the implemented protected bicycle lanes are shown in the figures below.



Figure 2: Elizabeth Street, prior to the pilot trial (2019)



Figure 3: Elizabeth Street, existing conditions (pilot trial)

3.1.3 Crash history

The pilot treatments along Elizabeth Street were installed in mid-2020. Table 3 outlines the casualty crashes that occurred during a 5-year period prior to the pilot (January 2014 to December 2018). Of the 12 crashes during the 5-year period, 8 involved cyclists being struck.

Table 3: 5-year pre-pilot crashes (January 2014 to December 2018)

DCA	Fatal	Serious	Other	Total crashes
110 cross traffic		1	1	2
121 right through		1	1	2
130 rear end			3	3
137 left turn side swipe			1	1
140 U turn		1	1	2
142 leaving parking		1		1
160 parked		1		1
Total	0	5	7	12



Table 4 outlines the crashes during a 4-year period after implementation of the pilot treatments. Of the 7 crashes, 4 involved cyclists. All 4 bicycle crashes occurred at the Elizabeth Street and Shelly Street intersection.

Table 4: 4-year post-pilot crashes (January 2021 to December 2024)

DCA	Fatal	Serious	Other	Total crashes
100 pedestrian near side			1	1
121 cross traffic			3	3
133 lane side swipe			1	1
170 off carriageway to left			1	1
174 out of control on carriageway			1	1
Total	0	0	7	7

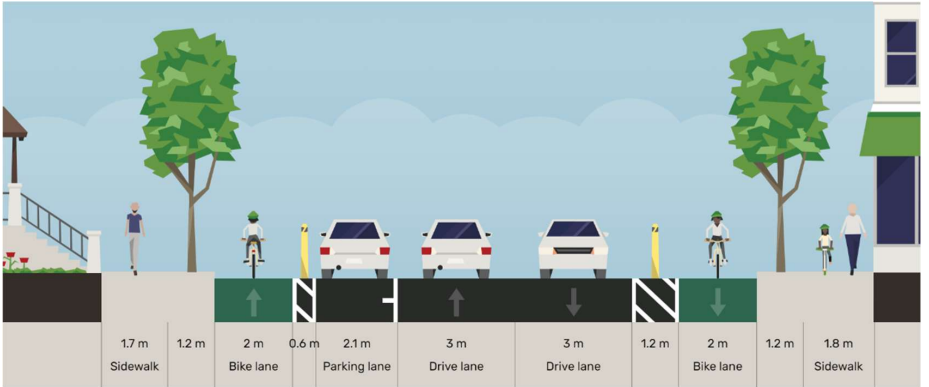
3.2 Proposal

The project proposes to increase the provision of car parking along Elizabeth Street.

The pre-pilot trial, pilot trial, and proposed option cross sections assessed as part of this SSA are shown in the figures below. The pre-pilot trial condition was used as the 'baseline' conditions.



Table 5: Cross sections assessed – west section of Elizabeth Street (Hoddle Street to Lennox Street)

Scenario	West section of Elizabeth Street – Hoddle Street to Lennox Street																																		
Pre-pilot trial (baseline)	 <table><tr><td>1.7 m</td><td>1.2 m</td><td>2.05 m</td><td>1.7 m</td><td>0.7 m</td><td>2.5 m</td><td>2.5 m</td><td>0.7 m</td><td>1.7 m</td><td>2.05 m</td><td>1.2 m</td><td>1.8 m</td></tr><tr><td>Sidewalk</td><td></td><td>Parking lane</td><td>Bike lane</td><td></td><td>Drive lane</td><td>Drive lane</td><td></td><td>Bike lane</td><td>Parking lane</td><td></td><td>Sidewalk</td></tr></table>											1.7 m	1.2 m	2.05 m	1.7 m	0.7 m	2.5 m	2.5 m	0.7 m	1.7 m	2.05 m	1.2 m	1.8 m	Sidewalk		Parking lane	Bike lane		Drive lane	Drive lane		Bike lane	Parking lane		Sidewalk
1.7 m	1.2 m	2.05 m	1.7 m	0.7 m	2.5 m	2.5 m	0.7 m	1.7 m	2.05 m	1.2 m	1.8 m																								
Sidewalk		Parking lane	Bike lane		Drive lane	Drive lane		Bike lane	Parking lane		Sidewalk																								
Pilot trial (existing)	 <table><tr><td>1.7 m</td><td>1.2 m</td><td>2 m</td><td>0.6 m</td><td>2.1 m</td><td>3 m</td><td>3 m</td><td>1.2 m</td><td>2 m</td><td>1.2 m</td><td>1.8 m</td><td></td></tr><tr><td>Sidewalk</td><td></td><td>Bike lane</td><td></td><td>Parking lane</td><td>Drive lane</td><td>Drive lane</td><td></td><td>Bike lane</td><td></td><td>Sidewalk</td><td></td></tr></table>											1.7 m	1.2 m	2 m	0.6 m	2.1 m	3 m	3 m	1.2 m	2 m	1.2 m	1.8 m		Sidewalk		Bike lane		Parking lane	Drive lane	Drive lane		Bike lane		Sidewalk	
1.7 m	1.2 m	2 m	0.6 m	2.1 m	3 m	3 m	1.2 m	2 m	1.2 m	1.8 m																									
Sidewalk		Bike lane		Parking lane	Drive lane	Drive lane		Bike lane		Sidewalk																									



Scenario **West section of Elizabeth Street – Hoddle Street to Lennox Street**

Proposed

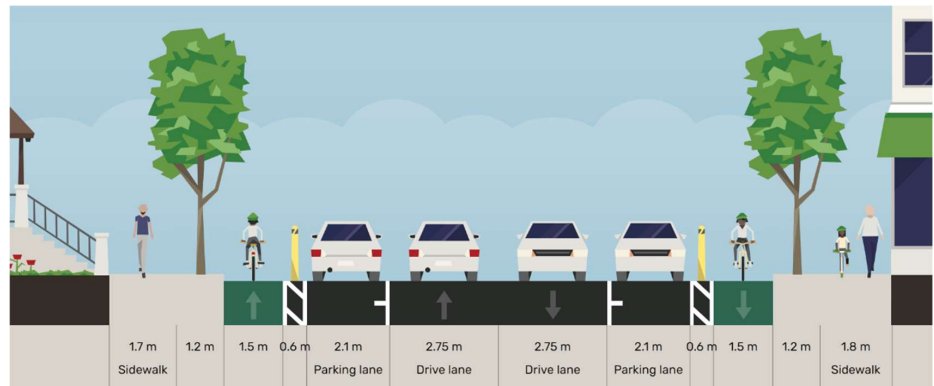
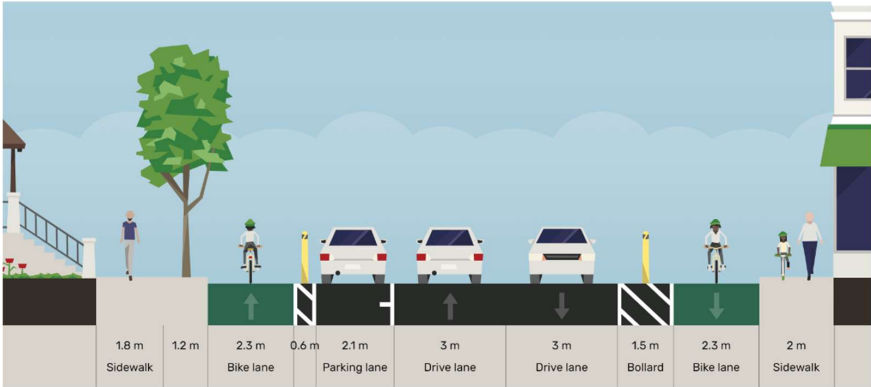




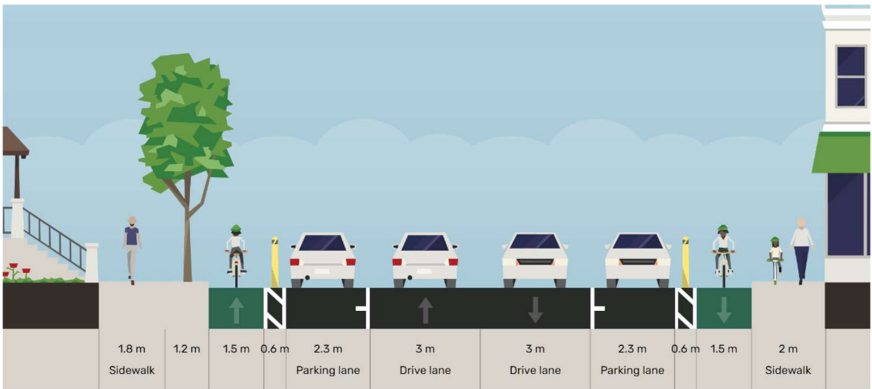
Table 6: Cross sections assessed – east section of Elizabeth Street (Lennox Street to Church Street)

Scenario	East section of Elizabeth Street – Lennox Street to Church Street											
Pre-pilot trial (baseline)												
Pilot trial (existing)												

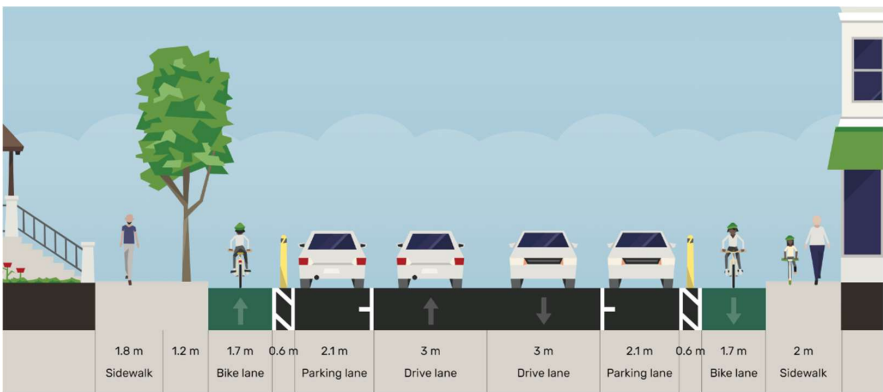


Scenario **East section of Elizabeth Street – Lennox Street to Church Street**

Proposed option 1



Proposed option 2





4 Assessment

4.1 SSA scores - west section

Table 7 and Figure 4 provides the SSA Matrix scores for the west section.

For the detailed assessments, see Appendix 4 – Detailed Safe System Assessment Matrixes.

Table 7: SSA Matrix scores – west section of Elizabeth Street (Hoddle Street to Lennox Street)

Scenario	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist	Total
Pre-pilot conditions	3	1.5	10	18	24	48	24	128.5
Pilot conditions	3	1.5	8	15	24	8	24	83.5
Proposed conditions	4.5	3	10	18	24	16	24	99.5

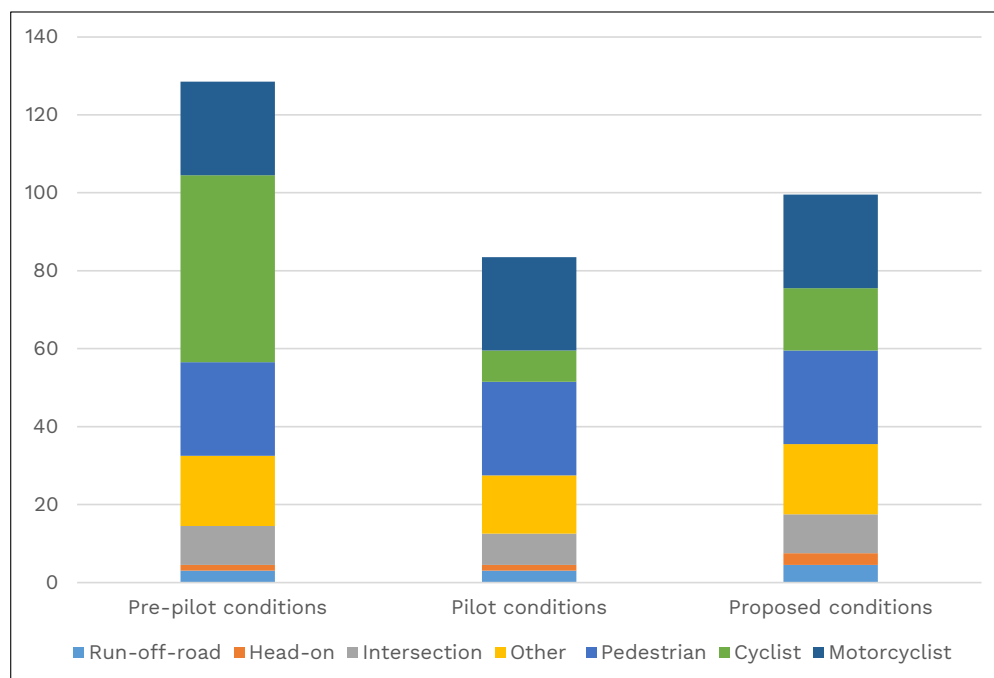


Figure 4: SSA Matrix score comparison – west section of Elizabeth Street (Hoddle Street to Lennox Street)



4.2 SSA scores - east section

Table 8 and Figure 5 provides the SSA Matrix scores for the east section.

Table 8: SSA Matrix scores – east section of Elizabeth Street (Lennox Street to Church Street)

Scenario	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist	Total
Pre-pilot conditions	3	0.75	5	18	24	48	24	122.75
Pilot conditions	3	0.75	5	15	24	8	24	79.75
Proposed conditions #1	3	0.75	5	18	24	24	24	98.75
Proposed conditions #2	3	0.75	5	18	24	16	24	90.75

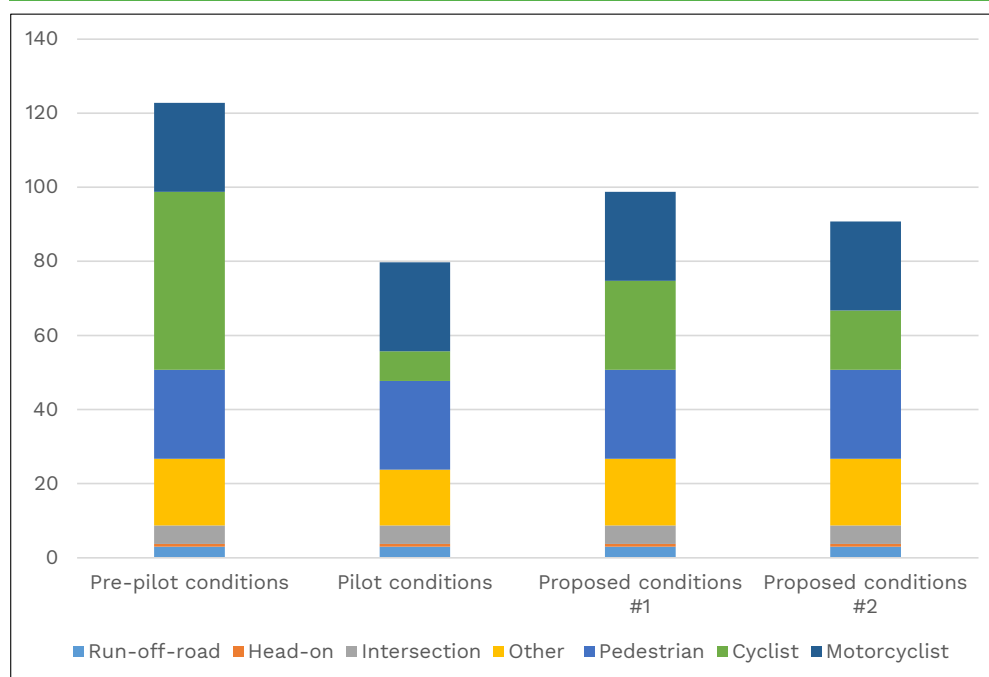


Figure 5: SSA Matrix score comparison – east section of Elizabeth Street (Lennox Street to Church Street)



4.3 Discussion of scores

The proposed conditions total score is greater than the pilot trial score indicating the project is expected to reduce road safety. Both the pilot trial and proposed conditions have better road safety outcomes than the pre-pilot trial conditions.

Table 9 summarises the key road safety differences between the pilot trial and proposed conditions for each crash type.



Table 9: Key road safety differences between the pilot trial and proposed conditions – west section of Elizabeth Street (Hoddle Street to Lennox Street)

Crash type	Proposed condition
Run-off road	The traffic lanes will be narrowed from 3.0 m to 2.75 m wide. There is a slightly greater risk of errant vehicles crashing into parked cars.
Head on	The traffic lanes will be narrowed from 3.0 m to 2.75 m wide. There is a slightly greater risk of vehicles failing to stay within their traffic lane and crash into opposing vehicles.
Intersection	Reintroduction of car parking on the north side of the road could restrict sight lines between side road motorists to oncoming Elizabeth Street traffic. This may increase the risk of intersection crashes.
Other (incl. overtaking, manoeuvring, and other miscellaneous crash types)	The reintroduction of car parking on the north side and narrow traffic lanes may increase the risk of crashes involving vehicles entering and exiting parking spaces. The narrowing of traffic lanes from 3.0 m to 2.75 m may increase the risk of a crash involving vehicles enter and exit parking spaces or nuisance/property damage.
Pedestrian	Safety outcomes are anticipated to be similar to the pilot trial conditions.
Cyclist	The bike lanes are proposed to be narrowed to 1.5 m. The effective width may be narrower due to uneven channel surface, debris, and on-road pits. The risk of cyclists being doored or destabilising may increase.
Motorcyclist	Safety outcomes are anticipated to be similar to the pilot trial conditions.



Table 10: Key road safety differences between the pilot trial and proposed conditions – east section of Elizabeth Street (Lennox Street to Church Street)

Crash type	Proposed option 1	Proposed option 2
Run-off road	Safety outcomes are anticipated to be similar to the pilot trial conditions.	As per option 1.
Head on	Safety outcomes are anticipated to be similar to the pilot trial conditions.	As per option 1.
Intersection	Safety outcomes are anticipated to be similar to the pilot trial conditions. The side roads along the east section of Elizabeth Street has lower traffic volumes. The reinstatement of car parking on the north side of the road is not expected to significantly affect intersection safety.	As per option 1.
Other (incl. overtaking, manoeuvring, and other miscellaneous crash types)	The reintroduction of car parking on the north side and narrow traffic lanes may increase the risk of crashes involving vehicles entering and exiting parking spaces. The wider parking spaces with this option may reduce side swipe crash risk compared to option 2.	The reintroduction of car parking on the north side and narrow traffic lanes may increase the risk of crashes involving vehicles entering and exiting parking spaces.
Pedestrian	Safety outcomes are anticipated to be similar to the pilot trial conditions.	As per option 1.



Crash type	Proposed option 1	Proposed option 2
Cyclist	The bike lanes are proposed to be narrowed to 1.5 m. The effective width may be narrower due to uneven channel surface, debris, and on-road pits. The risk of cyclists being doored or destabilising may increase.	The bike lanes are proposed to be narrowed to 1.7 m. The risk of cyclists being doored or destabilising may increase. Option 2 provides wider bike lanes, therefore the score is better in comparison to option 1.
Motorcyclist	Safety outcomes are anticipated to be similar to the pilot trial conditions.	As per option 1.



4.4 Additional recommended treatments


During the assessment, opportunity was identified to further improve Safe System alignment.

Table 11 outlines the recommended additional treatments. For more information about treatment hierarchy (i.e. primary, supporting, other) and selection, see Appendix 3 – Treatment hierarchy and selection.

Table 11: Additional recommended treatments

Treatments to consider	Applicable option	Influence – E(Exposure), L(Likelihood), S(Severity)						
		ROR	HO	INT	OTH	PED	CYCL	MCYC
Primary treatments								
30 km/h speed limit	All	L, S	L, S	L, S	L, S	L, S	L, S	L, S
Supporting treatments								
Install the proposed car parking spaces on the north side of Elizabeth Street while providing sufficient sight lines from side roads	All			L				
Review the police reports of the bicycle crashes occurring at the Elizabeth Street and Shelley Street intersection to understand and address the cause of the crashes	All						L	



Treatments to consider	Applicable option	Influence – E(Exposure), L(Likelihood), S(Severity)						
		ROR	HO	INT	OTH	PED	CYCL	MCYC
Linemark individual car parking spaces to reduce risk of vehicles parking too close to each other and crashing while entering or exiting spaces	All						L	
Replace the on-road stormwater pit on the south side of Elizabeth Street, opposite Lewis Court	All						L	
								



5 Conclusions and recommendations

The proposed options will result in reduced road safety outcomes than the pilot trial conditions, however results in a better road safety outcomes compared to the pre-pilot trial conditions.

On the east section of Elizabeth Street, the proposed option 2 will be safer for cyclists than option 1 due to the wider bike lanes.

Further safety improvements were identified, which could be applied to the design to increase Safe System alignment, as follows:

- install the proposed car parking spaces on the north side of Elizabeth Street while providing sufficient sight lines from side roads
- review the police reports of the bicycle crashes occurring at the Elizabeth Street and Shelley Street intersection to understand and address the cause of the crashes
- linemark individual car parking spaces to reduce risk of vehicles parking too close to each other and crashing while entering or exiting spaces
- replace the on-road stormwater pit on the south side of Elizabeth Street, opposite Lewis Court.



Appendix 1 – The Safe System

The Safe System is a road safety philosophy that requires roads to be designed and managed so that death and serious injury are avoidable. The basic principles are:

1. Humans are fallible, and will inevitably make mistakes when driving, riding, or walking.
2. Despite this, road trauma should not be accepted as inevitable – no-one should be killed or seriously injured on our roads.
3. To prevent serious trauma, the road system must be forgiving, so that the forces of collisions do not exceed the limits that the human body can tolerate.

The Safe System philosophy underpins the nation's approach to road safety. It is divided into four core interrelated pillars, as shown in Figure 6.

Figure 6: The pillars of the Safe System



Safer roads – relates to both the road itself and the roadside. This considers ways to reduce the chance of a crash occurring, as well as the severity of a crash should one occur.

Safer speeds – relates to the speed at which vehicles are likely to travel on the road. Unsafe speeds can increase both the likelihood and severity of a crash. Factors that influence operating speeds include posted speed limits, the level of compliance with the speed limit and physical constraints.

Safer vehicles – relates to the safety features incorporated into vehicles. These include intelligent technology, which could contribute to the avoidance and / or severity of crashes.

Safer road users – relates to road user behaviour, which includes training, licensing and education, which could influence the levels of compliance.



A1.1 – Safe System impact speeds

The impact speed in a collision is a significant factor that impacts the probability of a person being killed or seriously injured in a crash. Safe System impact speeds are speeds below which the chances of survival are high, and the likelihood of serious injury is low.

Figure 7 provides a guide to Safe System impact speeds for common crash types. It should be noted that the angle of impact of a collision is also a factor that impacts the severity of a crash.

As far as is practically possible, infrastructure should be designed and travel speeds managed so that a crash's impact speed is below the thresholds shown in Figure 7.





CRASH TYPE	IMPACT SPEED
 Head on with another vehicle	70 km/h
 Side impact	50 km/h
 Side impact with tree	30 km/h
 Pedestrian & cyclists	30 km/h

Figure 7: Safe System impact speeds for common crash types

A1.1 – The Safe System Assessment process

A Safe System Assessment (SSA) is an examination of an existing length of road, intersection or a proposed infrastructure project. Its purpose is to assess the extent to which existing conditions and project design options align with Safe System principles, specifically to align with the objective to eliminate fatal and serious injuries.

An SSA provides the following benefits:

- A way of determining how well a project aligns with Safe System principles.
- A method for comparing project design options from a Safe System perspective.
- Recommendations of alternate treatments or design changes that will move the project closer to the Safe System principles and project objective of eliminating fatality and serious injury risk.

The methodology for conducting SSAs was developed by Austroads, with guidelines for conducting SSAs found in Austroads Research Report AP - R509 – 16 Safe System Assessment Framework. Guidelines have subsequently been prepared by VicRoads (dated April 2019), providing further guidance on the process of undertaking a SSA.

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Appendix 2 – Safe System Assessment Matrix

When quantifying alignment with Safe System principles, this assessment referred to AP-R509 - 16 Table 4.4, reproduced in Table 12.

This matrix considers road user exposure, crash likelihood and crash severity, and provides ratings to assess the existing and proposed conditions in line with Safe System principles. The matrix addresses the following major crash types:

- run-off-road
- head-on
- intersection
- other (incorporates overtaking, manoeuvring, and other miscellaneous crash types)
- pedestrian
- cyclist
- motorcyclist.

Note that half scores were used when it was considered the situation under assessment fell between the guidance of two scores shown in Table 12.

Table 12: Austroads AP-509-16 Table 6.1: Safe System Assessment Matrix

Road user exposure	Crash likelihood	Crash severity
0 = there is no exposure to a certain crash type. This might mean there is no side flow or intersecting roads, no cyclists, no pedestrians, or motorcyclists).	0 = there is only minimal chance that a given crash type can occur for an individual road user given the infrastructure in place. Only extreme behaviour or substantial vehicle failure could lead to a crash. This may mean, for example, that two traffic streams do not cross at grade, or that pedestrians do not cross the road.	0 = should a crash occur, there is only minimal chance that it will result in a fatality or serious injury to the relevant road user involved. This might mean that kinetic energies transferred during the crash are low enough not to cause a fatal or serious injury (FSI), or that excessive kinetic energies are effectively redirected/dissipated before being transferred to the road user. Users may refer to Safe System-critical impact speeds for different crash types, while considering impact angles, and types of roadside hazards/barriers present.
1 = volumes of vehicles that may be involved in a particular crash type are particularly low, and therefore exposure is low. For run-off-road, head-on, intersection and 'other' crash types, AADT is < 1 000 per day. For cyclist, pedestrian and motorcycle crash types, volumes are < 10 units per day.	1 = it is highly unlikely that a given crash type will occur.	1 = should a crash occur, it is highly unlikely that it will result in a fatality or serious injury to any road user involved. Kinetic energies must be fairly low during a crash, or the majority is effectively dissipated before reaching the road user.



Road user exposure	Crash likelihood	Crash severity
<p>2 = volumes of vehicles that may be involved in a particular crash type are moderate, and therefore exposure is moderate.</p> <p>For run-of-road, head-on, intersection and 'other' crash types, AADT is between 1 000 and 5 000 per day.</p> <p>For cyclist, pedestrian and motorcycle crash types, volumes are 10–50 units per day.</p>	<p>2 = it is unlikely that a given crash type will occur.</p>	<p>2 = should a crash occur, it is unlikely that it will result in a fatality or serious injury to any road user involved. Kinetic energies are moderate, and the majority of the time they are effectively dissipated before reaching the road user.</p>
<p>3 = volumes of vehicles that may be involved in a particular crash type are high, and therefore exposure is high.</p> <p>For run-of-road, head-on, intersection and 'other' crash types, AADT is between 5 000 and 10 000 per day.</p> <p>For cyclist, pedestrian and motorcycle crash types, volumes are 50–100 units per day.</p>	<p>3 = it is likely that a given crash type will occur.</p>	<p>3 = should a crash occur, it is likely that it will result in a fatality or serious injury to any road user involved. Kinetic energies are moderate, but are not effectively dissipated and therefore may or may not result in an FSI.</p>
<p>4 = volumes of vehicles that may be involved in a particular crash type are very high, or the road is very long, and therefore exposure is very high.</p> <p>For run-of-road, head-on, intersection and 'other' crash types, AADT is > 10 000 per day.</p> <p>For cyclist, pedestrian and motorcycle crash types, volumes are > 100 units per day.</p>	<p>4 = the likelihood of individual road user errors leading to a crash is high given the infrastructure in place (e.g. high approach speed to a sharp curve, priority movement control, filtering right turn across several opposing lanes, high speed).</p>	<p>4 = should a crash occur, it is highly likely that it will result in a fatality or serious injury to any road user involved. Kinetic energies are high enough to cause an FSI crash, and it is unlikely that the forces will be dissipated before reaching the road user.</p>

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Appendix 3 – Treatment hierarchy and selection

Infrastructure recommendations are classified into categories as outlined within the Austroads framework. The definitions of these classifications are outlined below:

Primary treatments: Solutions that eliminate the occurrence of fatal and serious injury crashes.

Supporting treatments: Solutions that move towards Safe System alignment. When applied to an existing road environment, these treatments may improve the ability for a primary treatment to be implemented in the future.

Other treatments: Design treatments and management considerations that improve the overall level of safety, but do not eliminate the potential of fatal or serious injury crashes occurring. When applied to an existing road environment, these treatments do not change the ability for a primary treatment to be installed in the future.

Project managers are encouraged to implement as many of the recommended treatments as possible.

For each treatment, an indication is provided on how safety is influenced, whether this is by reducing exposure (indicated with an E), likelihood (L) and/or severity (S). This information can be coupled with the outputs from the assessment process to help identify appropriate treatments.

An example of this is shown in Table 13.

Table 13: Example of outputs for recommended treatments to reduce exposure

Treatments to consider	Project response (yes/no)	Influence – S(Severity), L(Likelihood), E(Exposure)						
		ROR	HO	INT	OTH	PED	CYCL	MCYC
Provide a raised median			L					

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Appendix 4 – Detailed Safe System Assessment Matrixes

The proposed design options have been compared to the baseline (existing conditions).

Commentary has been included within each cell of the matrix, explaining any factors that have increased or reduced the crash risk for each crash type.

Changes to the existing conditions have been highlighted in red text, and factors that have been significantly reduced or changed have been struck out.

While the scores are used to check alignment with Safe System principles, there is a level of subjectivity based on the individuals undertaking the analysis. Scores are relative only and should not be used to compare the safe system alignment between projects.

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A4.1 – Pre-pilot trial conditions (baseline)

West section of Elizabeth Street

	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
Exposure	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• North Richmond Station, Richmond West Primary School, restaurants, shops, and businesses are nearby	• North Richmond Station, Richmond West Primary School, restaurants, shops, and businesses are nearby	• assuming between 50 – 100 motorcyclists per day
					• assuming more than 100 pedestrians cross Elizabeth Street per day	• bike lanes are on both sides of the road	
Score out of 4	3	3	2	3	4	4	3
Likelihood	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:
			• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic	• high parking occupancy area	• apartments at No. 65 and No. 67 Elizabeth Street has a 30 m wide crossover	• bicycle lanes are adjacent to high occupancy kerbside parallel parking. There is a risk of dooring or cyclists being struck by vehicles entering and exiting parking	• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic
			• sight lines from some side streets may be obstructed by parallel kerbside parking	• kerbside parallel parking permitted	• pedestrians from mid-block kerbside parallel parking are not likely to use pedestrian crossing facilities	• cyclists are unprotected from vehicles in the adjacent traffic lane	
				• No U-turn facilities, however, U-turns using the parking bay were observed		• vehicles performing U-turns from a parking bay will cross a bicycle lane	
						• bicycle lane buffer linemarking is faded. Motorists drive over the linemarking due to the narrow traffic lanes	
	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:
	• 40 km/h speed limit	• 40 km/h speed limit	• Lennox Street / Elizabeth Street is signalised	• only one lane in each direction (no side swipe crashes can occur)	• crossing facilities at signalised intersections (Hoddle Street and Lennox Street)	• bicycle lanes with green pavement at intersections	• 40 km/h speed limit
	• traffic calming devices	• traffic calming devices	• most side streets intersecting Elizabeth Street are one-way roads		• there are pedestrian refuge islands at Shelley Street	• 40 km/h speed limit	• traffic calming devices
	• flat straight alignment	• flat straight alignment				• flat straight alignment of bicycle lanes	
	• appears to be well lit with street lighting	• appears to be well lit with street lighting				• traffic calming devices slow motorists	
Score out of 4	1	1	2.5	3	1.5	3	2

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	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
Severity	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:
	• trees are within roadway				• vulnerable road user	• vulnerable road user	• vulnerable road user
	• electricity power poles						
	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:
	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit
	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds
Score out of 4	1	0.5	2	2	4	4	4
Product	3	1.5	10	18	24	48	24
Total out of 448	128.5						



East section of Elizabeth Street

	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
Exposure	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• Richmond West Primary School, high-density residential, restaurants, shops, and businesses are nearby	• Richmond West Primary School, high-density residential, restaurants, shops, and businesses are nearby	• assuming between 50 - 100 motorcyclists per day
			• low side road traffic volumes (except for Church Street)		• assuming more than 100 pedestrians cross Elizabeth Street per day	• bike lanes are on both sides of the road	
Score out of 4	3	3	1	3	4	4	3
Likelihood	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:
			• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic	• high parking occupancy area	• pedestrians from mid-block kerbside parallel parking are not likely to use pedestrian crossing facilities	• bicycle lanes are adjacent to high occupancy kerbside parallel parking. There is a risk of dooring or cyclists being struck by vehicles entering and exiting parking	• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic
				• kerbside parallel parking permitted		• cyclists are unprotected from vehicles in the adjacent traffic lane	
				• no U-turn facilities, however, U-turns using the parking bay were observed		• vehicles performing U-turns from a parking bay will cross a bicycle lane	
	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:
	• 40 km/h speed limit	• 40 km/h speed limit	• most side streets are mainly used by local residents only	• only one lane in each direction (no side swipe crashes can occur)	• POS mid-block between Lennox Street and Church Street	• bicycle lanes with green pavement at intersections	• 40 km/h speed limit
	• traffic calming devices	• traffic calming devices	• signalised intersection at Church Street		• crossing facility at signalised intersection at Church Street	• 40 km/h speed limit	• traffic calming devices
	• flat straight alignment	• flat straight alignment				• bicycle lanes have a flat and straight alignment	
	• appears to be well lit with street lighting	• appears to be well lit with street lighting				• traffic calming devices slow motorists	
		• painted median island					
Score out of 4	1	0.5	2.5	3	1.5	3	2



	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
Severity	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:
	• electricity power poles				• vulnerable road user	• vulnerable road user	• vulnerable road user
	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:
	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit
	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds
Score out of 4	1	0.5	2	2	4	4	4
Product	3	0.75	5	18	24	48	24
Total out of 448	122.75						



A4.2 – Pilot trial conditions (existing)

Legend:

Black text: common factors between the baseline and this option

~~Factor~~ (strikethrough): factor that is removed or significantly reduced when compared to the baseline

Red text: new or significantly altered in this option when compared to the baseline

West section of Elizabeth Street

	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
Exposure	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• North Richmond Station, Richmond West Primary School, restaurants, shops, and businesses are nearby	• North Richmond Station, Richmond West Primary School, restaurants, shops, and businesses are nearby	• assuming between 50 - 100 motorcyclists per day
					• assuming more than 100 pedestrians cross Elizabeth Street per day	• bike lanes are on both sides of the road	
						• bicycle facilities have most likely increased cyclist volumes	
Score out of 4	3	3	2	3	4	4	3
Likelihood	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:
			• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic	• high parking occupancy area	• apartments at No. 65 and No. 67 Elizabeth Street has a 30 m wide crossover	• bicycle lanes are adjacent to high occupancy kerbside parallel parking. There is a risk of dooring or cyclists being struck by vehicles entering and exiting parking	• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic
			• sight lines from some side streets may be obstructed by parallel kerbside parking	• kerbside parallel parking permitted on south side of Elizabeth Steet	• pedestrians from mid-block kerbside parallel parking are not likely to use pedestrian crossing facilities	• cyclists are unprotected from vehicles in the adjacent traffic lane	
				• No U-turn facilities, however, U-turns using the parking bay were observed	• additional conflicts between occupants of parked cars and cyclists	• vehicles performing U-turns from a parking bay will cross a bicycle lane	
				• kerbside parallel parking is closer to the traffic lane		• bicycle lane buffer linemarking is faded. Motorists drive over the linemarking due to the narrow traffic lanes	
						• the removal of the car parking on the north side may result in vehicles parking within the bike lane	



	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:
	• 40 km/h speed limit	• 40 km/h speed limit	• Lennox Street / Elizabeth Street is signalised	• only one lane in each direction (no side swipe crashes can occur)	• crossing facilities at signalised intersections (Hoddle Street and Lennox Street)	• bicycle lanes with green pavement at intersections	• 40 km/h speed limit
	• traffic calming devices	• traffic calming devices	• most side streets intersecting Elizabeth Street are one-way roads	• kerbside parallel parking removed on northern side of Elizabeth Street	• there are pedestrian refuge islands at Shelley Street	• 40 km/h speed limit	• traffic calming devices
	• flat straight alignment	• flat straight alignment	• kerbside parallel parking removed on northern side of Elizabeth Street. This improves sight distance from side roads		• kerbside parallel parking removed on northern side of Elizabeth Street	• flat straight alignment of bicycle lanes	• kerbside parallel parking removed on northern side of Elizabeth Street
	• appears to be well lit with street lighting	• appears to be well lit with street lighting				• traffic calming devices slow motorists	
						• cyclists are no longer adjacent to through traffic • reduced risk of dooring due to the protected bicycle lanes	
Score out of 4	1	1	2	2.5	1.5	0.5	2
Severity	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:
	• trees are within roadway				• vulnerable road user	• vulnerable road user	• vulnerable road user
	• electricity power poles						
	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:
	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit
	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds
Score out of 4	1	0.5	2	2	4	4	4
Product	3	1.5	8	15	24	8	24
Total out of 448	83.5						



East section of Elizabeth Street

	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
Exposure	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• Richmond West Primary School, high-density residential, restaurants, shops, and businesses are nearby	• Richmond West Primary School, high-density residential, restaurants, shops, and businesses are nearby	• assuming between 50 - 100 motorcyclists per day
			• low side road traffic volumes (except for Church Street)		• assuming more than 100 pedestrians cross Elizabeth Street per day	• bike lanes are on both sides of the road	
						• bicycle facilities will most likely increased cyclist volumes	
Score out of 4	3	3	1	3	4	4	3
Likelihood	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:
			• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic	• high parking occupancy area	• pedestrians from mid-block kerbside parallel parking are not likely to use pedestrian crossing facilities	• bicycle lanes are adjacent to high occupancy kerbside parallel parking. There is a risk of dooring or cyclists being struck by vehicles entering and exiting parking	• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic
				• kerbside parallel parking permitted on south side of Elizabeth Street	• additional conflicts between occupants of parked cars and cyclists	• cyclists are unprotected from vehicles in the adjacent traffic lane	
				• no U-turn facilities, however, U-turns using the parking bay were observed		• vehicles performing U-turns from a parking bay will cross a bicycle lane	
				• kerbside parallel parking is closer to the traffic lane		• the removal of the car parking on the north side results in vehicles parking within the bike lane	
	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:
	• 40 km/h speed limit	• 40 km/h speed limit	• most side streets are mainly used by local residents only	• only one lane in each direction (no side swipe crashes can occur)	• POS mid-block between Lennox Street and Church Street	• bicycle lanes with green pavement at intersections	• 40 km/h speed limit
	• traffic calming devices	• traffic calming devices	• signalised intersection at Church Street	• kerbside parallel parking removed on northern side of Elizabeth Street	• crossing facility at signalised intersection at Church Street	• 40 km/h speed limit	• traffic calming devices
	• flat straight alignment	• flat straight alignment			• kerbside parallel parking removed on northern side of Elizabeth Street	• bicycle lanes have a flat and straight alignment	• kerbside parallel parking removed on northern side of Elizabeth Street
	• appears to be well lit with street lighting	• appears to be well lit with street lighting				• traffic calming devices slow motorists	



	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
		• painted median island				• cyclists are no longer adjacent to through traffic	
						• reduced risk of dooring due to the protected bicycle lanes with a buffer	
Score out of 4	1	0.5	2.5	2.5	1.5	0.5	2
Severity	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:
	• electricity power poles				• vulnerable road user	• vulnerable road user	• vulnerable road user
	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:
	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit
	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds
Score out of 4	1	0.5	2	2	4	4	4
Product	3	0.75	5	15	24	8	24
Total out of 448	79.75						



A4.2 – Proposed conditions

Legend:

Black text: common factors between the baseline and this option

~~Factor~~ (strikethrough): factor that is removed or significantly reduced when compared to the baseline

Red text: new or significantly altered in this option when compared to the baseline

West section of Elizabeth Street

	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
Exposure	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• North Richmond Station, Richmond West Primary School, restaurants, shops, and businesses are nearby	• North Richmond Station, Richmond West Primary School, restaurants, shops, and businesses are nearby	• assuming between 50 - 100 motorcyclists per day
					• assuming more than 100 pedestrians cross Elizabeth Street per day	• bike lanes are on both sides of the road	
						• bicycle facilities will most likely increased cyclist volumes	
Score out of 4	3	3	2	3	4	4	3
Likelihood	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:
	• narrow traffic lanes may increase risk of vehicles crashing into parked vehicles	• 2.75 m wide traffic lanes. Opposing vehicles, particularly trucks, may crash into each other	• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic	• high parking occupancy area	• apartments at No. 65 and No. 67 Elizabeth Street has a 30 m wide crossover	• bicycle lanes are adjacent to high occupancy kerbside parallel parking. There is a risk of dooring or cyclists being struck by vehicles entering and exiting parking	• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic
			• sight lines from some side streets may be obstructed by parallel kerbside parking	• kerbside parallel parking permitted	• pedestrians from mid-block kerbside parallel parking are not likely to use pedestrian crossing facilities	• cyclists are unprotected from vehicles in the adjacent traffic lane	
				• No U-turn facilities, however, U-turns using the parking bay were observed	• additional conflicts between occupants of parked cars and cyclists	• vehicles performing U-turns from a parking bay will cross a bicycle lane	
				• narrow traffic lanes may increase risk of parking manoeuvring crashes		• bicycle lane buffer linemarking is faded. Motorists drive over the linemarking due to the narrow traffic lanes	
						• 1.5 m wide bike lane. The effective width may be less due to the channel not being safe to ride along	



	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:
	• 40 km/h speed limit	• 40 km/h speed limit	• Lennox Street / Elizabeth Street is signalised	• only one lane in each direction (no side swipe crashes can occur)	• crossing facilities at signalised intersections (Hoddle Street and Lennox Street)	• bicycle lanes with green pavement at intersections	• 40 km/h speed limit
	• traffic calming devices	• traffic calming devices	• most side streets intersecting Elizabeth Street are one-way roads		• there are pedestrian refuge islands at Shelley Street	• 40 km/h speed limit	• traffic calming devices
	• flat straight alignment	• flat straight alignment				• flat straight alignment of bicycle lanes	
	• appears to be well lit with street lighting	• appears to be well lit with street lighting				• traffic calming devices slow motorists	
						• cyclists are no longer adjacent to through traffic • reduced risk of dooring due to the protected bicycle lanes	
Score out of 4	1.5	2	2.5	3	1.5	1	2
Severity	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:
	• trees are within roadway				• vulnerable road user	• vulnerable road user	• vulnerable road user
	• electricity power poles						
	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:
	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit
	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds
Score out of 4	1	0.5	2	2	4	4	4
Product	4.5	3	10	18	24	16	24
Total out of 448	99.5						



East section of Elizabeth Street (Option 1)

	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
Exposure	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• Richmond West Primary School, high-density residential, restaurants, shops, and businesses are nearby	• Richmond West Primary School, high-density residential, restaurants, shops, and businesses are nearby	• assuming between 50 - 100 motorcyclists per day
			• low side road traffic volumes (except for Church Street)		• assuming more than 100 pedestrians cross Elizabeth Street per day	• bike lanes are on both sides of the road	
						• bicycle facilities will most likely increased cyclist volumes	
Score out of 4	3	3	1	3	4	4	3
Likelihood	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:
			• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic	• high parking occupancy area	• pedestrians from mid-block kerbside parallel parking are not likely to use pedestrian crossing facilities	• bicycle lanes are adjacent to high occupancy kerbside parallel parking. There is a risk of dooring or cyclists being struck by vehicles entering and exiting parking	• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic
				• kerbside parallel parking permitted	• additional conflicts between occupants of parked cars and cyclists	• cyclists are unprotected from vehicles in the adjacent traffic lane	
				• no U-turn facilities, however, U-turns using the parking bay were observed		• vehicles performing U-turns from a parking bay will cross a bicycle lane	
				• kerbside parallel parking is closer to the traffic lane		• bike lane width reduced to 1.5 m	
	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:
	• 40 km/h speed limit	• 40 km/h speed limit	• most side streets are mainly used by local residents only	• only one lane in each direction (no side swipe crashes can occur)	• POS mid-block between Lennox Street and Church Street	• bicycle lanes with green pavement at intersections	• 40 km/h speed limit
	• traffic calming devices	• traffic calming devices	• signalised intersection at Church Street	• kerbside parallel parking spaces will be widened to 2.3 m	• crossing facility at signalised intersection at Church Street	• 40 km/h speed limit	• traffic calming devices
	• flat straight alignment	• flat straight alignment				• bicycle lanes have a flat and straight alignment	• kerbside parallel parking removed on northern side of Elizabeth Street
	• appears to be well lit with street lighting	• appears to be well lit with street lighting				• traffic calming devices slow motorists	
		• painted median island				• cyclists are no longer adjacent to through traffic	



	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
						• reduced risk of dooring due to the protected bicycle lanes with a buffer	
Score out of 4	1	0.5	2.5	3	1.5	1.5	2
Severity	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:
	• electricity power poles				• vulnerable road user	• vulnerable road user	• vulnerable road user
	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:
	• 40 km/h speed limit • traffic calming devices may reduce vehicle speeds	• 40 km/h speed limit • traffic calming devices may reduce vehicle speeds	• 40 km/h speed limit • traffic calming devices may reduce vehicle speeds	• 40 km/h speed limit • traffic calming devices may reduce vehicle speeds	• 40 km/h speed limit • traffic calming devices may reduce vehicle speeds	• 40 km/h speed limit • traffic calming devices may reduce vehicle speeds	• 40 km/h speed limit • traffic calming devices may reduce vehicle speeds
Score out of 4	1	0.5	2	2	4	4	4
Product	3	0.75	5	18	24	24	24
Total out of 448	98.75						



East section of Elizabeth Street (Option 2)

	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
Exposure	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• AADT on Elizabeth Street is approximately 7,800 vpd	• Richmond West Primary School, high-density residential, restaurants, shops, and businesses are nearby	• Richmond West Primary School, high-density residential, restaurants, shops, and businesses are nearby	• assuming between 50 - 100 motorcyclists per day
			• low side road traffic volumes (except for Church Street)		• assuming more than 100 pedestrians cross Elizabeth Street per day	• bike lanes are on both sides of the road	
						• bicycle facilities will most likely increased cyclist volumes	
Score out of 4	3	3	1	3	4	4	3
Likelihood	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:	Factors that increase the likelihood include:
			• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic	• high parking occupancy area	• pedestrians from mid-block kerbside parallel parking are not likely to use pedestrian crossing facilities	• bicycle lanes are adjacent to high occupancy kerbside parallel parking. There is a risk of dooring or cyclists being struck by vehicles entering and exiting parking	• high traffic volumes on Elizabeth Street may lead to poor gap selection from side road traffic
				• kerbside parallel parking permitted	• additional conflicts between occupants of parked cars and cyclists	• cyclists are unprotected from vehicles in the adjacent traffic lane	
				• no U-turn facilities, however, U-turns using the parking bay were observed		• vehicles performing U-turns from a parking bay will cross a bicycle lane	
				• kerbside parallel parking is closer to the traffic lane			
	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:	Factors that decrease the likelihood include:
	• 40 km/h speed limit	• 40 km/h speed limit	• most side streets are mainly used by local residents only	• only one lane in each direction (no side swipe crashes can occur)	• POS mid-block between Lennox Street and Church Street	• bicycle lanes with green pavement at intersections	• 40 km/h speed limit
	• traffic calming devices	• traffic calming devices	• signalised intersection at Church Street		• crossing facility at signalised intersection at Church Street	• 40 km/h speed limit	• traffic calming devices
	• flat straight alignment	• flat straight alignment				• bicycle lanes have a flat and straight alignment	• kerbside parallel parking removed on northern side of Elizabeth Street
	• appears to be well lit with street lighting	• appears to be well lit with street lighting				• traffic calming devices slow motorists	
		• painted median island				• cyclists are no longer adjacent to through traffic	



	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclist
						• reduced risk of dooring due to the protected bicycle lanes with a buffer	
Score out of 4	1	0.5	2.5	3	1.5	1	2
Severity	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:	Factors that increase the severity include:
	• electricity power poles				• vulnerable road user	• vulnerable road user	• vulnerable road user
	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:	Factors that decrease the severity include:
	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit	• 40 km/h speed limit
	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds	• traffic calming devices may reduce vehicle speeds
Score out of 4	1	0.5	2	2	4	4	4
Product	3	0.75	5	18	24	16	24
Total out of 448	90.75						

Attachment 9 – Summary of data collection for Elizabeth Street Protected Bike Lanes Trial

1) Intercept surveys

The project was conducted as an intercept survey by an independent consultant of approximately five minutes duration, conducted of randomly approached individuals on Elizabeth Street.

The aim of the survey was to explore community sentiment in relation to the Elizabeth Street Protected Bike Lane Trial that was being conducted along a section of Elizabeth Street.

Seven surveys across the trial were conducted with a total of 1,457 respondents.

Key results from the surveys are listed below:

- The average satisfaction over the seven surveys was 6.49 out of a possible 10.
- When weighted by method of travel, over the course of the six surveys, approximately two-thirds of respondents were “satisfied” with the protected bike lanes, and approximately one-fifth of respondents were “dissatisfied”.
- Over the course of the seven surveys from November 2020 to November / December 2022, an average of 40% of respondents were aware of the trial, with the highest awareness recorded in November 2020 (60%) and February 2022 (55%).
- People riding bikes remain overwhelmingly satisfied with the bike lane, and in particular they liked the perception of safety and the separation of bicycles, pedestrians, and cars.
- People travelling by car were, on average, dissatisfied with the bike lane and felt it impacted negatively on parking and congestion on the street, as well as safety when merging / turning.

2) Cycling traffic counts

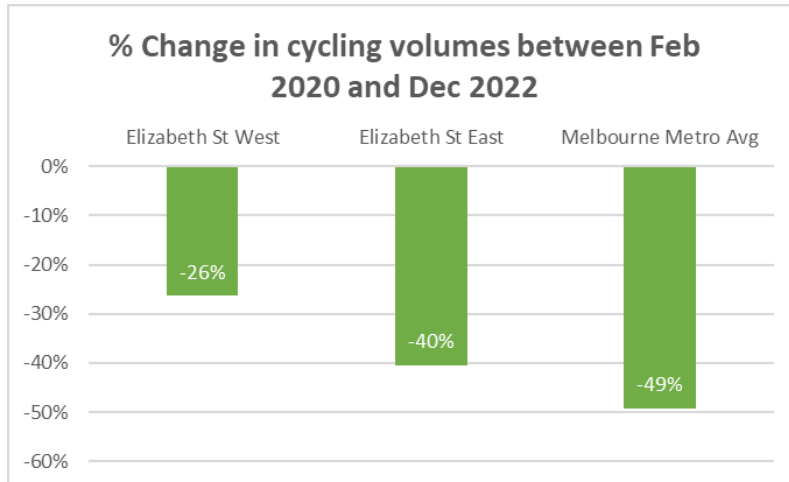
Seven counts of vehicle speeds and volumes on Elizabeth Street east and west of Lennox Street have been conducted over the course of the trial. Separate data was obtained pre-trial to use as a baseline.

Tubes were placed at locations in both the bicycle lanes and general traffic lanes by independent consultants to collect this information. Cameras were also installed to collect other information.

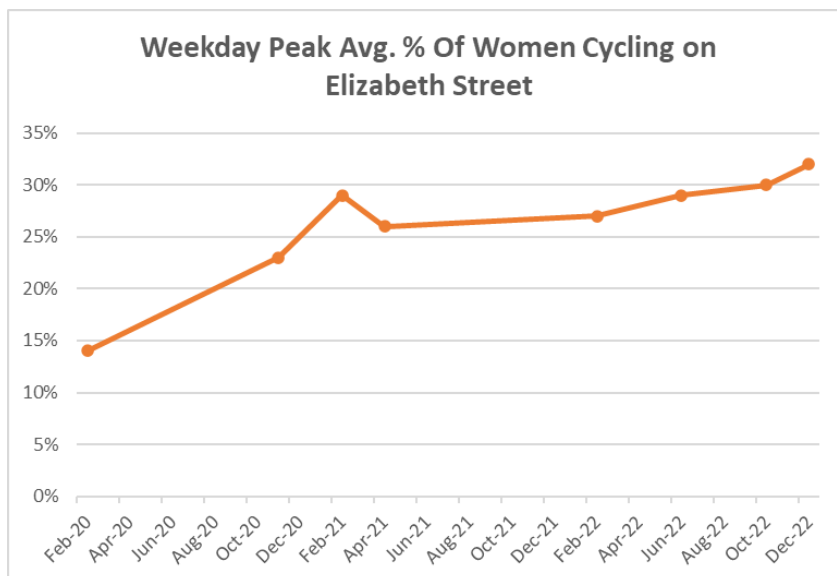
Key results from these counts are listed below:

- Cycling volumes on Elizabeth Street have been severely impacted by the COVID-19 Pandemic over the life of the trial. This has been due to a range of individual factors. These include stay-at-home orders during lockdowns, decreased rates of commuting to the Central Business District (CBD) due to an increase in working from home for many office-based jobs, and decreased public transport use.
- Since February 2020, mean cycling volumes in Metropolitan Melbourne have decreased by 49%. This compares to Elizabeth Street East (40% decrease) and Elizabeth Street West (26% decrease), which are higher than the average. This shows that while there has been a decline in cycling volumes in absolute terms, it has been far less than in Melbourne.

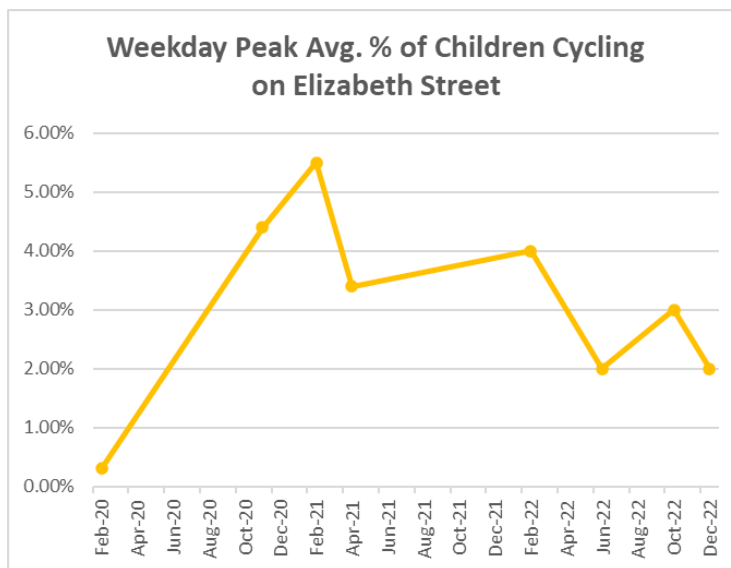
- Cycling volumes on Elizabeth Street East did not record significant increases. From site observations and survey data collection, this is likely due to the lack of safe cycling connectivity to the east. Much of the bicycle traffic in Elizabeth Street West either utilised Lennox Street to continue their journey or had a final destination in this area.



- There has been an increase of more than 100% in the proportion of women cycling on Elizabeth Street since the trial was installed. In February 2020 (pre-trial), the figure was 14%. In December 2022, the figure was 32%.



- There has been significant increase in the proportion of children cycling on Elizabeth Street since the trial was installed, although these are low figures overall. In February 2020 (pre-trial), the figure was 0.3%. In December 2022, the figure was 2%. Note that this data is limited by its collection during weekday peaks.



- Bicycle speeds did not see significant change over the period of the trial. A slight decrease was recorded in the 85th percentile speeds from 28km/h in February 2020 to 26.9km/h in December 2022.

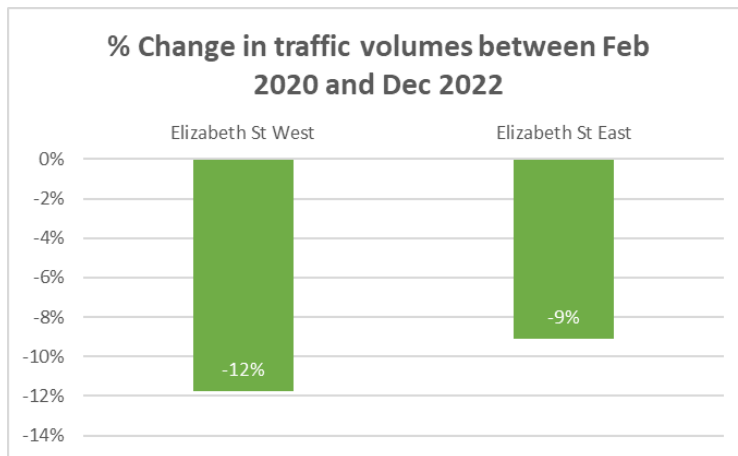
3) Other traffic counts

Seven counts of vehicle speeds and volumes on Elizabeth Street east and west of Lennox Street have been conducted over the course of the trial. Separate data was obtained pre-trial to use as a baseline.

Tubes were placed at locations in both the bicycle lanes and general traffic lanes by independent consultants to collect this information. Cameras were also installed to collect other information.

Key results from these counts are listed below:

- Elizabeth Street has shown a consistent decrease in motor vehicle traffic since the trial was installed. Similar to cycling volumes, traffic on Elizabeth Street have been severely impacted by the COVID-19 Pandemic over the life of the trial. This has been due to a range of individual factors. These include stay-at-home orders during lockdowns, decreased rates of commuting to the Central Business District (CBD) due to an increase in working from home for many office-based jobs, and decreased public transport use.
- Since the beginning of the trial, Elizabeth Street West has seen a 12% decrease in daily traffic volumes and Elizabeth Street East a decrease of 9% since February 2020.



- Weekday peak traffic volumes have dropped significantly. A decrease of 20% has been recorded for Elizabeth Street West and a decrease of 14.8% for Elizabeth Street East. The impacts of the COVID-19 Pandemic are likely the main contributing factor as traffic volumes are 'spread' more throughout the day, a trend consistent across Melbourne and Victoria.
- Total average traffic speeds have not changed significantly. A slight decrease of 4.9% has been recorded between February 2020 and December 2022. The speed limit is 40kmph, average speeds are now approximately 33kmph.

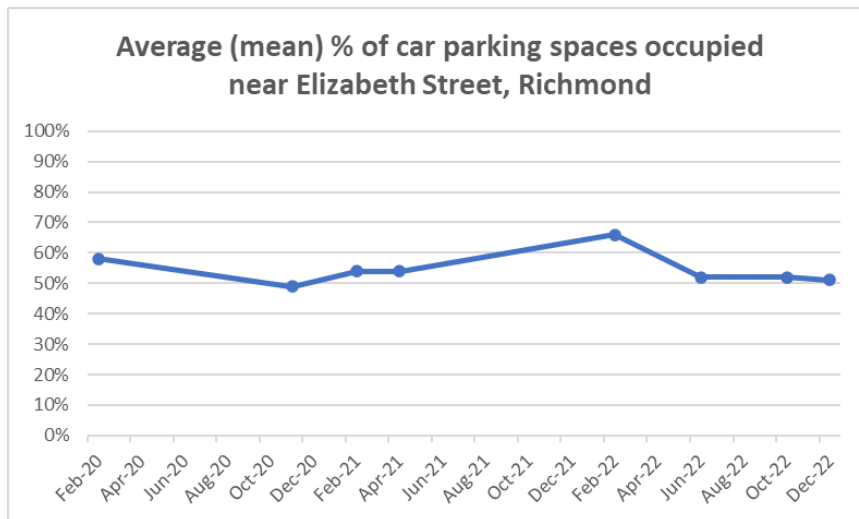
4) Car parking data

Seven counts of car parking data on Elizabeth Street and in the immediate vicinity have been conducted over the course of the trial. Separate data was obtained pre-trial to use as a baseline.

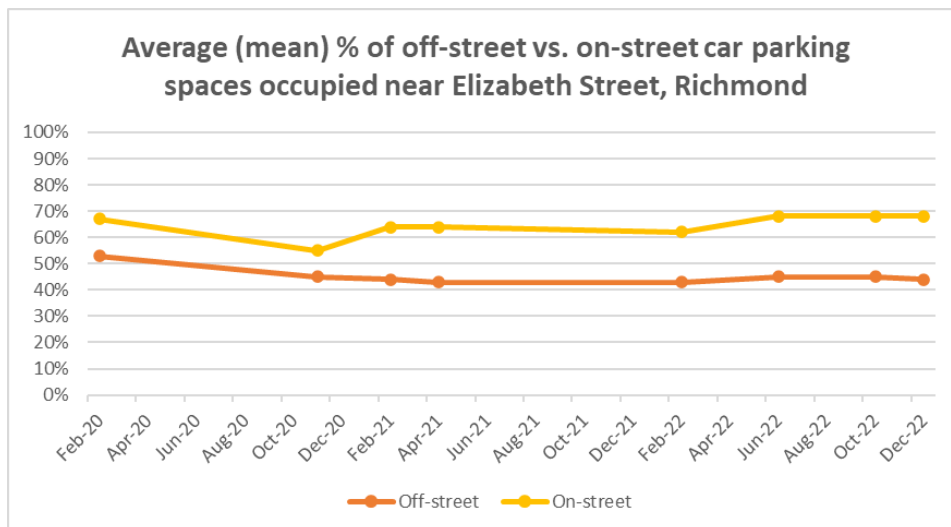
Independent consultants collected this information on multiple days of each week surveyed and in a range of weather conditions.

Key results from these counts are listed below:

- Car parking use was measured on Tuesdays, Thursdays and Saturdays across night and daytime hours. Parking restriction, location and occupancy data was collected, including both on-street and off-street car parking.
- Overall car parking occupancy remained relatively stable throughout the trial. Prior to the trial and COVID-19 pandemic, average occupancy of car parking bays was 58%. In December 2022, this figure was 51%. This shows that car parking is generally available in the immediate vicinity of the site.
- There was a slight change to the overall number of available car parking spaces due to the replacement of 76 bays on Elizabeth Street for the protected bicycle lane in July 2020, and a total of between 22 and 14 bays unavailable due to third-party works. These represent 1% of total car parking bays and are not considered to have had a significant impact on car parking availability.



- On-street car parking occupancy was consistently higher than off-street occupancy, particularly during daylight hours. However, on-street occupancy remained relatively stable throughout the data collection period while off-street occupancy decreased slightly compared to pre-trial conditions. Prior to the trial in February 2020, off-street car parking occupancy was 53% and on-street was 67%. In December 2022, off-street was 44% and on-street was 68%.



Ordinary Council Meeting Agenda - 8 April 2025

PARKING AREA OCCUPANCY SURVEY			Attachment 10A - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey Feb 2020 (Pre-Trial)																																																							
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHS CARPARKS AND PARKING AREAS & VARIOUS OFF STREET CARPARKS																																																										
DATE: TUESDAY 11/02/2020																																																										
WEATHER: FINE & MILD																																																										
			7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7:30pm		7:30-8pm		8-8:30pm		8:30-9pm		9-9:30pm		9:30-10pm		AVG OCC	AVG %																		
			7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	AVG OCC	AVG %
			7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	AVG OCC	AVG %
			7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	AVG OCC	AVG %
			7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	AVG OCC	AVG %
			7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	AVG OCC	AVG %
			7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7:30pm	7:30-8pm	8-8:30pm	8:30-9pm	9-9:30pm	9:30-10pm	AVG OCC	AVG %
			7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm</																																															

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PARKING AREA OCCUPANCY SURVEY																																				
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHS CARPARKS AND PARKING AREAS & VARIOUS OFF STREET CARPARKS																																				
DATE: THURSDAY 13/02/2020																																				
WEATHER: FINE & MILD																																				
	RESTRICTION	SUPPLY	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm	AVG OCC	AVG	%													
GARFIELD ST & ELIZABETH ST	2P PZ 7am-7pm M-Sat PERMIT ZONE AOT	7	5	71%	5	71%	7	100%	6	86%	5	71%	7	100%	7	100%	6	86%	5	71%	3	43%	2	29%		0%		0%		0%		0%		0%	5	77.4
ELIZABETH ST & BUTLER ST	2P 7am-7pm M-Sat	7	3	43%	4	57%	6	86%	6	86%	5	71%	6	86%	6	86%	7	100%	7	100%	7	100%	5	71%	3	43%		0%		0%		0%		0%	5	77.4

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PARKING AREA OCCUPANCY SURVEY																																		
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHS CARPARKS AND PARKING AREAS & VARIOUS OFF STREET CARPARKS																																		
DATE: SATURDAY 08/02/2020																																		
WEATHER: FINE & MILD																																		
	RESTRICTION	SUPPLY	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm	AVG OCC	AVG	%											
GARFIELD ST & ELIZABETH ST	2P 7am-7pm M-Sat PERMIT ZONE AOT	7	3	43%	4	57%	5	71%	4	57%	3	43%	6	86%	4	57%	4	57%	6	86%	6	86%		0%		0%		0%		0%		0%	4	61.9
ELIZABETH ST & BUTLER ST	2P 7am-7pm M-Sat	7	4	57%	3	43%	5	71%	5	71%	3	43%	5	71%	5	71%	5	71%	4	57%	4	57%	4	57%		0%		0%		0%		0%	4	59.

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PARKING AREA OCCUPANCY SURVEY		LEGEND <div><div></div> DENOTES NEW RESTRICTION</div> <div><div></div> DOES NOT HOLD ACCESSIBLE PERMIT</div>																																											
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHS CARPARKS AND PARKING AREAS & VARIOUS OFF STREET CARPARKS																																													
DATE: TUESDAY 17/11/2020 WEATHER: FINE & MILD																																													
		RESTRICTION		SUPPLY		7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7.30pm		7.30-8pm		8-8.30pm		8.30-9pm		9-9.30pm		9.30-10pm		AVG OCC		AVG %	
		DHS	DHS CONTRACTORS ONLY	3	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	2	67%	3	100%	3	100%	3	100%		0%		0%		0%		0%		0%		3	97.2		
1 VERE ST CP		OFF VICTORIA ST																																											
LEVEL 1		UN	DHS RESIDENCE	106	95	90%	86	81%	92	87%	90	85%	88	83%	94	89%	90	85%	87	82%	68	64%	74	70%	94	89%	99	93%		0%		0%		0%		0%		0%		88	83.1				
LEVEL 2		UN	DHS RESIDENCE	109	73	67%	69	63%	65	60%	61	56%	59	54%	56	51%	60	55%	52	48%	48	44%	42	39%	35	32%	38	35%		0%		0%		0%		0%		0%		55	60.3				
LEVEL 3		UN	DHS RESIDENCE	111	43	39%	37	33%	35	32%	37	33%	43	39%	42	38%	43	39%	38	34%	46	41%	47	42%	49	44%	37	33%		0%		0%		0%		0%		0%		41	37.3				
ROOF TOP		UN	DHS RESIDENCE	111	19	17%	28	25%	40	36%	38	34%	36	32%	36	32%	38	34%	40	36%	42	38%	30	27%	28	25%	24	22%		0%		0%		0%		0%		0%		33	30.0				
DHS COMPLEX		No.106																																											
ELIZABETH ST		P30min	P 30MIN	3	3	100%	3	100%	2	67%	3	100%	3	100%	3	100%	3	100%	3	100%	5	167%	5	167%	5	167%				0%		0%		0%		0%		0%		3	113.9				
		DHS	DHS CONTRACTORS ONLY	5	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	3	60%	5	100%	5	100%	4	80%				0%		0%		0%		0%		5	95.0		
LENNOX ST		WEST SIDE																																											
GARFIELD ST & ELIZABETH ST		NS 2P	NS 9-10am Wed 2P 10am-7pm	3	3	100%	3	100%	2	67%	3	100%	3	100%	3	100%	2	67%	1	33%	2	67%	3	100%	3	100%				0%		0%		0%		0%		0%		3	86.1				
ELIZABETH ST & VICTORIA ST		2P	7am-7pm M-Sat	6	1	17%	1	17%	3	50%	3	50%	4	67%	5	83%	2	33%	3	50%	6	100%	1	17%	1	17%	0	0%				0%		0%		0%		0%		3	41.7				
LENNOX ST		EAST SIDE																																											
VICTORIA ST & ELIZABETH ST		PZ	AREA 61 PERMIT ZONE	12	0	0%	0	0%	1	8%	1	8%	1	8%	0	0%	1	8%	0	0%	0	0%	0	0%	0	0%	0	0%				0%		0%		0%		0%		0	2.8				
GARFIELD ST		NORTH SIDE																																											
LENNOX ST & SHELLEY ST		2P	7am-7pm	25	16	64%	15	60%	11	44%	11	44%	10	40%	10	40%	18	72%	13	52%	14	56%	15	60%	15	60%	18	72%		0%		0%		0%		0%		0%		14	55.3				
SHELLEY ST & REGENT ST		2P	7am-7pm	15	3	20%	0	0%	2	13%	1	7%	1	7%	1	7%	3	20%	1	7%	3	20%	3	20%	3	20%				0%		0%		0%		0%		0%		2	13.3				
GARFIELD ST		SOUTH SIDE																																											
LENNOX ST & SHELLEY ST		2P	7am-7pm PERMIT Z																																										

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PARKING AREA OCCUPANCY SURVEY																															
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHS CARPARKS AND PARKING AREAS & VARIOUS OFF STREET CARPARKS																															
DATE: THURSDAY 19/11/2020 WEATHER: HOT & SUNNY																															

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PARKING AREA OCCUPANCY SURVEY			PARKING AREA OCCUPANCY SURVEY																																								
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHS CARPARKS AND PARKING AREAS & VARIOUS OFF STREET CARPARKS			LEGEND <div></div> DENOTES NEW RESTRICTION																																								
DATE: SATURDAY 21/11/2020																																											
WEATHER: WARM + SUNNY																																											
RESTRICTION		SUPPLY	7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7.30pm		7.30-8pm		8-8.30pm		8.30-9pm		9-9.30pm		9.30-10pm		AVG OCC	AVG %			
ELIZABETH ST		SOUTH SIDE		OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%		
CHURCH ST & PEDESTRIAN LIGHTS	2P	10am-7pm	17	16	84%	15	79%	14	74%	17	89%	16	84%	18	95%	17	89%	15	79%	14	74%	19	100%	18	95%	18	95%	18	95%	18	95%	18	95%	18	95%	19	100%	17	89.5				
PEDESTRIAN LIGHTS & LENNOX ST	2P	10am-7pm	19	16	94%	15	88%	16	94%	13	76%	13	76%	15	88%	16	94%	15	88%	16	94%	16	94%	17	100%	17	100%	17	100%	16	94%	16	94%	17	100%	17	100%	16	93.1				
LENNOX ST & SHELLEY ST	2P	2P 10am-7pm PERMIT ZONE AOT	22	16	73%	15	88%	16	73%	18	82%	14	64%	15	88%	21	95%	21	95%	21	95%	20	91%	22	100%	22	100%	22	100%	22	100%	22	100%	22	100%	22	100%	22	100%	20	89.1		
	AB	ACCESSIBLE BAY	1	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100.0		
	2P	2P 10am-7pm PERMIT ZONE AOT	9	7	78%	6	67%	6	67%	9	100%	9	100%	6	67%	6	67%	4	44%	5	56%	5	56%	5	56%	6	67%	6	67%	6	67%	6	67%	7	78%	8	89%	8	89%	6	69.8		
SHELLEY ST	2P	10am-11pm	2	0	0%	0	0%	1	50%	2	100%	2	100%	2	100%	1	50%	2	100%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	55.6
	2P	10am-7pm	2	0	0%	1	50%	2	100%	0	0%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	2	80.6		
CHURCH ST	EAST SIDE																																										
LINCOLN ST & LINTAC ST	2P	2P 7am-7pm	5	3	60%	5	100%	5	100%	5	100%	5	100%	4	80%	4	80%	2	40%	2	40%	2	40%	2	40%					0%		0%		0%							62	82.5	
CHURCH ST	WEST SIDE																																										
RISLEY ST & ELIZABETH ST	UN	UNRESTRICTED	8	6	75%	6	75%	5%	1%	7%	1%	7	88%	7	88%	7	88%	7	88%	7	88%	7	88%	6	75%	5	63%			0%		0%		0%						5	67.8		
	NS	7-9.15am 4.30-6.30pm	6	4	67%	4	67%	3%	1%	5%	1%	3	50%	2	33%	3	50%	3	50%	2	33%	3	50%	3	50%	3	50%			0%		0%		0%							2	27.9	
CHURCH ST	WEST SIDE																																										
ELIZABETH ST & VICTORIA PLACE	1P	9.15am-4.30pm M-F 8am-12pm SAT	2	0	0%	0	0%	2	100%	2	100%	0	0%	0	0%	1	50%	1	50%	1	50%	0	0%	2	100%	1	50%			0%		0%		0%							1	41.7	
RISLEY ST	NORTH SIDE																																										
CHURCH ST & BROMHAM PL	4P	4P 7am-7pm	13	4	31%	4	31%	4	31%	3	23%	4	31%	4	31%	3	23%	3	23%	3	23%	2	15%	4	31%	5	38%			0%		0%		0%							4	27.6	
RISLEY ST	SOUTH SIDE																																										
CHURCH ST & BROMHAM PL	2P	2P 7am-7pm	11	1	9%	1	9%	2	18%	1	9%	1	9%	1	9%	1	9%	2	18%	3	27%	2	18%	1	9%	1	9%			0%		0%		0%							1	12.9	
LEWIS CT																																											
ELIZABETH ST & END	DHS	DHS CONTRACTORS ONLY	2	1	50%	1	50%	2	100%	0	0%	0	0%	1	50%	0	0%	0	0%	0	0%	0	0%	1	50%	2	100%			0%		0%		0%						1	33.3		
	DIS	1P ACCESSIBLE BAY	2	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	2	100%	1	50%			0%		0%		0%						2	91.7		
	P	P 30MIN	5	5	100%	3	60%	2	40%	4	80%	4	80%	4	80%	5	100%	3	60%	4	80%	4	80%	4	80%	5	100%			0%		0%		0%						4	78.3		
	114P	1/4 P PARKING	5	4	80%	3	60%	3	60%	2	40%	2	40%	4	80%	4	80%	4	80%	4	80%	5	100%	4	80%	3	60%	3	60%			0%		0%		0%					3	68.3	
WILLIAMS CT																																											
ELIZABETH ST & END	PZ	AREA 63 PERMIT ZONE	30	29	97%	28	93%	25	83%	28	93%	27	90%	24	80%	22	73%	21	70%	23	77%	25	83%	27	90%	30	100%			0%		0%		0%						26	85.8		
ANDERSON CT																																											
ELIZABETH ST & END	PZ	AREA 62 PERMIT ZONE	26	20	77%	20	77%	18	69%	17	65%	18	69%	16	62%	15	58%	13	50%	14	54%	13	50%	16	62%	17	65%			0%		0%		0%						16	63.1		
LEWIS CT	UNDERGROUND CARPARK 1																																										
OFF ELIZABETH ST	UN	DHS RESIDENCE	54	52	96%	48	89%	44	81%	43	80%	43	80%	38	70%	37	69%	36	67%	33	61%	42	78%	46	85%	48	89%			0%		0%		0%						43	78.7		
COOKE CT	UNDERGROUND CARPARK 2																																										
OFF CHURCH ST	UN	DHS RESIDENCE	23	23	100%	22	96%	21	91%	18	78%	20	87%	19	83%	20	87%	20	87%	20	87%	19	83%	19	83%	22	96%			0%		0%		0%						20	88.0		
CARE PARK		OFF VICTORIA ST																																									
CAR PARK		NO FEE UNRESTRICTED FREE PARKING	60	4	7%	5	8%	12	20%	19	32%	17	28%	28	47%	28	47%	26	43%	24	40%	19	32%	16	27%	19	32%			0%		0%		0%						18	30.1		
66 CHURCH ST CP		OFF VICTORIA ST																																									
LEVEL 1	UN	DHS RESIDENCE	115	75	65%	74	64%	68	59%	66	57%	64	56%	59	51%	60	52%	58	50%	58	50%	59	51%	61	53%	63	55%			0%		0%		0%						64	55.4		
LEVEL 2	UN	DHS RESIDENCE	109	48	44%	49	45%	50	46%	46	42%	42	39%	45	41%	41	38%	42	39%	42	39%	43	39%	46	42%	46	42%			0%		0%		0%						45	41.3		
LEVEL 3	UN	DHS RESIDENCE	111	23	21%	24	22%	22	20%	22	20%	20	18%	19	17%	21	19%	22	20%	22	20%	22	20%	21	19%	23	21%			0%		0%		0%							22	19.6	
DHS COMPLEX	No.112																																										
ELIZABETH ST	GOV	GOVERNMENT VEHICLES	5	2	40%	2	40%	2	40%	2	40%	2	40%	2	40%	2	40%	2	40%	2	40%	2	40%	2	40%	2	40%			0%		0%		0%							2	40.0	
	STAFF	STAFF VEHICLES	7	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%			0%		0%		0%						0	0.0		
	P30min	P 30MIN	2	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%			0%		0%		0%							2	100.0	
	DHS	DHS CONTRACTORS ONLY	4	1	25%	2	50%	1	25%	2	50%	1	25%	2	50%	2	50%	2	50%	2	50%	3	75%	2	50%	1	25%			0%		0%		0%							2	43.8	
DHS COMPLEX	No.110																																										
ELIZABETH ST	P30min	P 30MIN	6	5	83%	5	83%	5	83%	4	67%	4	67%	2	33%	2	33%	3	50%	5	83%	4	67%	2	33%	1	17%			0%		0%		0%							4	58.3	
	DHS	DHS CONTRACTORS ONLY	4	1	25%	1	25%	1	25%	1	25%	1	25%	1	25%	2	50%	1	25%	1	25%	1	25%	2	50%	1	25%			0%		0%		0%						1	29.2		
DHS COMPLEX	No.108																																										
ELIZABETH ST	P30min	P 30MIN	5	5	100%	5	100%	4	80%	4	80%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	4	80%			0%		0%		0%								5	95.0

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PARKING AREA OCCUPANCY SURVEY																																																			
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHS CARPARKS AND PARKING AREAS & VARIOUS OFF STREET CARPARKS																																																			
<div>LEGEND<div><div></div>DENOTES NEW RESTRICTION</div></div>																																																			
DATE: SATURDAY 21/11/2020																																																			
WEATHER: WARM + SUNNY																																																			
		RESTRICTION	SUPPLY									7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm	Avg Occ	Avg %																				
		DHS	DHS CONTRACTORS ONLY	3	3	100%	3	100%	2	67%	2	67%	2	67%	3	100%	3	100%	3	100%	3	100%	3	100%		0%		0%		0%		0%	3	91.7																	
1 VERE ST CP		OFF VICTORIA ST																																																	
LEVEL 1		UN	DHS RESIDENCE	106	96	91%	90	85%	84	79%	80	75%	75	71%	72	68%	75	71%	76	72%	78	74%	77	73%	82	77%	90	85%		0%		0%		0%		0%	81	76.7													
LEVEL 2		UN	DHS RESIDENCE	109	66	61%	72	66%	70	64%	62	57%	59	54%	57	52%	56	51%	55	50%	57	52%	52	48%	53	49%	52	48%		0%		0%		0%		0%	59	54.4													
LEVEL 3		UN	DHS RESIDENCE	111	59	53%	57	51%	56	50%	55	50%	54	49%	47	42%	48	43%	45	41%	42	38%	41	37%	39	35%	41	37%		0%		0%		0%		0%	49	43.8													
ROOF TOP		UN	DHS RESIDENCE	111	14	13%	14	13%	14	13%	13	12%	11	10%	11	10%	11	10%	12	11%	14	13%	13	12%	12	11%	13	12%		0%		0%		0%		0%	13	11.4													
DHS COMPLEX		No.106																																																	
ELIZABETH ST		P30min	P 30MIN	3	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%		0%		0%		0%		0%		0%	3	100.0													
		DHS	DHS CONTRACTORS ONLY	5	2	40%	4	80%	4	80%	4	80%	4	80%	2	40%	2	40%	2	40%	2	40%	4	80%	4	80%	4	80%		0%		0%		0%		0%	3	63.3													
LENNOX ST		WEST SIDE		1023																																														493	57.3
GARFIELD ST & ELIZABETH ST		N5 2P	N5 9-10am Wed 2P 10am-7pm	3	3	100%	3	100%	3	100%	2	67%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	2	67%	3	100%		0%		0%		0%		0%	3	94.4													
ELIZABETH ST & VICTORIA ST		2P	7am-7pm M-Sat	6	0	0%	0	0%	0	0%	3	50%	5	83%	2	33%	2	33%	2	33%	2	33%	4	67%	2	33%	2	33%		0%		0%		0%		0%	2	33.3													
LENNOX ST		EAST SIDE																																																	
VICTORIA ST & ELIZABETH ST		PZ	AREA 61 PERMIT ZONE	12	0	0%	0	0%	0	0%	0	0%	1	8%	0	0%	0	0%	1	8%	1	8%	0	0%	0	0%	0	0%		0%		0%		0%		0%	0	2.1													
GARFIELD ST		NORTH SIDE																																																	
LENNOX ST & SHELLEY ST		2P	7am-7pm	25	18	72%	17	68%	12	48%	15	60%	11	44%	10	40%	12	48%	13	52%	15	60%	19	76%	19	76%	19	76%		0%		0%		0%		0%	15	60.0													
SHELLEY ST & REGENT ST		2P	7am-7pm	15	4	27%	5	33%	3	20%	4	27%	4	27%	3	20%	3	20%	3	20%	3	20%	2	13%	3	20%	4	27%		0%																					

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PARKING AREA OCCUPANCY SURVEY INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS				Attachment 10C - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey Feb 2021 (Q2)																																							
DATE: TUESDAY 23/2/2021 WEATHER: Morning showers / Fine				LEGEND <div><div></div> DOES NOT HOLD ACCESSIBLE PERMIT</div>																																							
RESTRICTION		SUPPLY	7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7.30pm		7.30-8pm		8-8.30pm		8.30-9pm		9-9.30pm		9.30-10pm		AVG OCC		AVG %		
ELIZABETH ST	SOUTH SIDE		OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	
CHURCH ST & PEDESTRIAN LIGHTS	2P 10am-7pm	19	16	84%	14	74%	12	63%	16	84%	17	89%	14	74%	18	95%	18	95%	16	84%	15	79%	15	79%	18	95%	14	74%	16	84%	17	89%	18	95%	19	100%	19	100%	16	85.4			
PEDESTRIAN LIGHTS & LENNOX ST	2P 10am-7pm	17	16	94%	14	82%	15	88%	17	100%	16	94%	14	82%	18	94%	13	76%	13	76%	16	94%	13	76%	16	94%	16	94%	16	94%	16	94%	16	94%	17	100%	16	94%	15	89.2			
LENNOX ST & SHELLEY ST	2P 2P 10am-7pm PERMIT ZONE AOT	22	20	91%	19	86%	20	91%	21	95%	22	100%	17	77%	19	86%	21	95%	20	91%	20	91%	19	86%	21	95%	18	82%	21	95%	22	100%	22	100%	22	100%	22	100%	20	92.4			
	AB ACCESSIBLE BAY	1	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	0	0%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	94.4			
	2P 10am-7pm PERMIT ZONE AOT	9	9	100%	8	89%	9	100%	9	100%	9	100%	9	100%	9	100%	7	78%	8	89%	8	89%	9	100%	8	89%	8	89%	5	56%	6	67%	7	78%	8	89%	8	89%	8	89.8			
SHELLEY ST	2P 10am-11pm	2	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	2	100%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	72.2		
	2P 10am-7pm	2	2	100%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	94.4			
CHURCH ST	EAST SIDE																																								64		
LINCOLN ST & LATTY ST	2P 7am-7pm	5	5	100%	4	80%	3	60%	4	80%	4	80%	5	100%	5	100%	4	80%	4	80%	4	80%	5	100%	4	80%					0%		0%		0%						4	85.0	
CHURCH ST	WEST SIDE																																										
RISLEY ST & ELIZABETH ST	UN UNRESTRICTED	8	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	7	88%	8	100%	8	100%	9	113%	7	88%	6%	1%			0%		0%		0%								7	90.7	
	NS 7-9.15am 4.30-6.30pm	6	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	3	50%	3	50%	2	33%	1	17%	0	0%	0	0%			0%		0%		0%								1	8.3	
CHURCH ST	WEST SIDE																																										

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PARKING AREA OCCUPANCY SURVEY INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS		<div>LEGEND</div> <div><div></div> DOES NOT HOLD ACCESSIBLE PERMIT</div>																																				
DATE: TUESDAY 23/2/2021																																						
WEATHER: Morning showers / Fine																																						
		RESTRICTION	SUPPLY	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm	AVG OCC	AVG %															
	DHS	DHS CONTRACTORS ONLY	3	1	33%	2	67%	2	67%	3	100%	3	100%	5	167%	5	167%	5	167%	3	100%	0	0%	0	0%	2	67%		0%		0%		0%	0%	0%	3	86.1	
1 VERE ST CP		OFF VICTORIA ST																																				
LEVEL 1	UN	DHS RESIDENCE	106	90	85%	87	82%	86	81%	87	82%	88	83%	85	80%	85	80%	85	80%	85	80%	86	81%	89	84%	93	88%		0%		0%		0%	0%	0%	0%	87	82.2
LEVEL 2	UN	DHS RESIDENCE	109	47	43%	43	39%	48	44%	50	46%	56	51%	53	49%	50	46%	50	46%	57	52%	53	49%	56	51%	57	52%		0%		0%		0%	0%	0%	0%	52	47.4
LEVEL 3	UN	DHS RESIDENCE	111	57	51%	45	41%	44	40%	45	41%	45	41%	44	40%	38	34%	55	50%	48	43%	41	37%	40	36%	42	38%		0%		0%		0%	0%	0%	0%	45	40.8
ROOF TOP	UN	DHS RESIDENCE	111	14	13%	20	18%	30	27%	39	35%	42	38%	45	41%	43	39%	48	43%	42	38%	36	32%	30	27%	23	21%		0%		0%		0%	0%	0%	0%	34	30.9
DHS COMPLEX		No.106																																				
ELIZABETH ST	P30min	P 30MIN	3	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%		0%		0%		0%	0%	0%	0%	3	100.0
	DHS	DHS CONTRACTORS ONLY	5	3	60%	4	80%	5	100%	4	80%	5	100%	2	40%	2	40%	2	40%	2	40%	2	40%	4	80%	3	60%		0%		0%		0%	0%	0%	0%	3	63.3
LENNOX ST		WEST SIDE																																				
GARFIELD ST & ELIZABETH ST	NS 2P	NS 9-10am Wed 2P 10am-7pm	3	3	100%	3	100%	2	67%	2	67%	2	67%	3	100%	3	100%	3	100%	3	100%	3	100%	2	67%	3	100%		0%		0%		0%	0%	0%	0%	3	86.1
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	6	0	0%	1	17%	4	67%	4	67%	4	67%	5	83%	5	83%	5	83%	3	50%	3	50%	4	67%	1	17%		0%		0%		0%	0%	0%	0%	3	54.2
LENNOX ST		EAST SIDE																																				
VICTORIA ST & ELIZABETH ST	P2	AREA 61 PERMIT ZONE	12	0	0%	0	0%	0	0%	1	8%	1	8%	2	17%	2	17%	2	17%	2	17%	2	17%	2	17%	2	17%		0%		0%		0%	0%	0%	0%	1	11.1
GARFIELD ST		NORTH SIDE																																				
LENNOX ST & SHELLEY ST	2P	7am-7pm	25	21	84%	17	68%	18	72%	20	80%	20	80%	21	84%	22	88%	17	68%	17	68%	18	72%	20	80%													

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PARKING AREA OCCUPANCY SURVEY INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS						LEGEND																																				
DATE: THURSDAY 25/2/2021 WEATHER: Cool & Fine																																										
	RESTRICTION	SUPPLY	7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7.30pm		7.30-8pm		8-8.30pm		8.30-9pm		9-9.30pm		9.30-10pm		Avg Occ	Avg %		
			Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%	Occur	%				
ELIZABETH ST	SOUTH SIDE																																									
CHURCH ST & PEDESTRIAN LIGHTS & LENNOX ST	2P 10am-7pm	17	14	74%	12	63%	11	58%	14	74%	15	79%	17	89%	17	89%	11	58%	10	53%	12	63%	19	100%	18	95%	19	100%	16	84%	17	89%	18	95%	18	95%	18	95%	15	80.7		
LENNOX ST & SHELLEY ST	2P 10am-7pm PERMIT ZONE AOT	22	19	86%	19	86%	16	73%	20	91%	19	86%	20	91%	21	95%	21	95%	17	77%	18	82%	14	64%	16	73%	19	86%	17	77%	20	91%	21	95%	21	95%	21	95%	19	86.2		
	AB ACCESSIBLE BAY	1	1	100%	1	100%	1	100%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	16.7		
	2P 10am-7pm PERMIT ZONE AOT	9	9	100%	8	89%	9	100%	8	89%	7	78%	8	89%	8	89%	8	89%	5	56%	7	78%	8	89%	7	78%	9	100%	9	100%	8	89%	8	89%	8	89%	8	89%	8	87.7		
SHELLEY ST HIDDLE ST	2P 10am-11pm	2	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	0	0%	1	50%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	88.9
	2P 10am-7pm	2	2	100%	2	100%	0	0%	0	0%	0	0%	0	0%	1	50%	2	100%	1	50%	2	100%	1	50%	2	100%	2	100%	2	100%	2	100%	1	50%	1	50%	2	100%	1	66.7		
CHURCH ST	EAST SIDE																																									
LINCOLN ST & LAITY ST	2P 2P 7am-7pm	5	3	60%	5	100%	5	100%	3	60%	4	80%	3	60%	2	40%	2	40%	3	60%	4	80%	4	80%	2	40%		0%		0%		0%		0%		0%		0%		61		
CHURCH ST	WEST SIDE																																									
RISLEY ST & ELIZABETH ST	UN UNRESTRICTED	8	5	63%	8	100%	8	100%	8	100%	8	100%	7	88%	6	75%	6	75%	6	75%	8	100%	6	75%	6	75%		0%		0%		0%		0%		0%		0%		7	85.4	
	NS 7-9.15am 4.30-6.30pm	6	0	0%	0	0%	0	0%	4	67%	4	67%	5	83%	5	83%	5	83%	3	50%	4	67%	0	0%	0	0%		0%		0%		0%		0%		0%		0%		2	27.8	
CHURCH ST	WEST SIDE																																									
ELIZABETH ST & VICTORIA PLACE	1P 9.15am-4.30pm M-F 8am-12pm SAT	2	0	0%	0	0%	0	0%	1	50%	2	100%	1	50%	1	50%	1																									

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PARKING AREA OCCUPANCY SURVEY INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS		LEGEND																																								
DATE: SATURDAY 27/2/2021																																										
WEATHER: Fine & Mild																																										
RESTRICTION		SUPPLY	7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7.30pm		7.30-8pm		8-8.30pm		8.30-9pm		9-9.30pm		9.30-10pm		AVG OCC	AVG %		
ELIZABETH ST	SOUTH SIDE		OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%
CHURCH ST & PEDESTRIAN LIGHTS	2P 10am-7pm	19	18	95%	14	74%	12	63%	19	100%	17	89%	16	84%	15	79%	12	63%	16	84%	15	79%	19	100%	19	100%	19	100%	19	100%	16	84%	17	89%	17	89%	18	95%	17	87.1		
PEDESTRIAN LIGHTS & LENNOX ST	2P 10am-7pm	17	18	94%	17	100%	16	94%	17	100%	17	100%	15	88%	17	100%	14	82%	13	76%	11	65%	12	71%	16	94%	17	100%	17	100%	17	100%	17	100%	17	100%	17	100%	16	92.9		
LENNOX ST & SHELLEY ST	2P 2P 10am-7pm PERMIT ZONE AOT	22	20	91%	21	95%	21	96%	20	91%	21	95%	20	91%	22	100%	18	82%	21	95%	22	100%	19	86%	20	91%	21	95%	21	95%	19	86%	20	91%	19	86%	20	91%	20	92.5		
	AB ACCESSIBLE BAY	1	1	100%	0	0%	0	0%	0	0%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	83.3		
	2P 2P 10am-7pm PERMIT ZONE AOT	9	8	89%	7	78%	7	78%	9	100%	9	100%	9	100%	8	89%	7	78%	8	89%	8	89%	7	78%	8	89%	8	89%	9	100%	9	100%	9	100%	9	100%	9	100%	8	91.4		
SHELLEY ST & HIDDLE ST	2P 10am-11pm	2	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	1	50%	1	50%	0	0%	0	0%	0	0%	0	0%	0	0%	2	100%	2	100%	2	100%	2	100%	1	69.4
	2P 10am-7pm	2	2	100%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	2	100%	1	50%	0	0%	0	0%	2	100%	1	50%	1	50%	1	50%	1	50%	1	50%	2	100%	1	66.7
CHURCH ST & LINCOLN ST & LAITY ST	2P 7am-7pm	5	4	80%	4	80%	4	80%	4	80%	4	80%	3	60%	2	40%	3	60%	3	60%	3	60%	3	60%	3	60%		0%		0%		0%		0%		0%		0%		64	83.2	
CHURCH ST	WEST SIDE																																								3	66.7
RISLEY ST & ELIZABETH ST	UN UNRESTRICTED	8	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	7	88%	8	100%	8	100%	8	100%	8	100%	8	100%		0%		0%		0%		0%		0%		0%		8	99.0	
	NS 7-9.15am 4.30-6.30pm	6	4	67%	4	67%	4	67%	5	83%	5	83%	5	83%	5	83%	6	100%	6	100%	5	83%	4	67%	4	67%		0%		0%		0%		0%		0%		0%		3	52.8	
CHURCH ST & VICTORIA PLACE	WEST SIDE																																									
ELIZABETH ST & VICTORIA PLACE	1P 9.15am-4.30pm M-F 8am-																																									

Ordinary Council Meeting Agenda - 8 April 2025

PARKING AREA OCCUPANCY SURVEY INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS				LEGEND																																					
DATE: SATURDAY 27/2/2021 WEATHER: Fine & Mild																																									
		RESTRICTION	SUPPLY	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm	AVG OCC	AVG %																		
		DHS	DHS CONTRACTORS ONLY	3	3	100%	3	100%	3	100%	1	33%	2	67%	1	33%	1	33%	1	33%	1	33%	2	67%	2	67%		0%		0%		0%		0%		0%		2	58.3		
1 VERE ST CP		OFF VICTORIA ST																																							
LEVEL 1		UN	DHS RESIDENCE	106	88	83%	82	77%	82	77%	77	73%	74	70%	72	68%	73	69%	73	69%	76	72%	78	74%	89	84%	84	79%		0%		0%		0%		0%		79	74.6		
LEVEL 2		UN	DHS RESIDENCE	109	73	67%	68	62%	64	59%	59	54%	55	50%	53	49%	58	53%	58	53%	50	46%	46	42%	56	51%	57	52%		0%		0%		0%		0%		58	53.3		
LEVEL 3		UN	DHS RESIDENCE	111	51	46%	49	44%	47	42%	45	41%	45	41%	43	39%	37	33%	37	33%	39	35%	39	35%	41	37%	43	39%		0%		0%		0%		0%		43	38.7		
ROOF TOP		UN	DHS RESIDENCE	111	13	12%	12	11%	12	11%	9	8%	10	9%	12	11%	11	10%	11	10%	11	10%	11	10%	10	9%	9	8%		0%		0%		0%		0%		11	9.8		
DHS COMPLEX		No.106																																							
ELIZABETH ST		P30min	P 30MIN	3	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	1	33%		0%		0%		0%		0%		3	94.4		
ELIZABETH ST		DHS	DHS CONTRACTORS ONLY	5	3	60%	3	60%	3	60%	4	80%	3	60%	2	40%	3	60%	3	60%	3	60%	3	60%	3	60%	3	60%	2	40%		0%		0%		0%		0%		3	58.3
LENNOX ST		EAST SIDE																																							
GARFIELD ST & ELIZABETH ST		NS 2P	NS 9-10am Wed 2P 10am-7pm	3	3	100%	3	100%	3	100%	2	67%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	2	67%		0%		0%		0%		0%		3	94.4
ELIZABETH ST & VICTORIA ST		2P	7am-7pm M-Sat	6	3	50%	3	50%	3	50%	6	100%	6	100%	6	100%	4	67%	4	67%	4	67%	3	50%	3	50%	2	33%		0%		0%		0%		0%		0%		4	65.3
LENNOX ST		EAST SIDE																																							
VICTORIA ST & ELIZABETH ST		PZ	AREA 61 PERMIT ZONE	12	0	0%	0	0%	0	0%	0	0%	0	0%	1	8%	3	25%	1	8%	1	8%	1	8%	0	0%	0	0%		0%		0%		0%		0%		1	4.9		
GARFIELD ST		NORTH SIDE																																							
LENNOX ST & SHELLEY ST		2P	7am-7pm	25	16	64%	16	64%	14	56%	14	56%	13	52%	12	48%	15	60%	17	68%	17	68%	17	68%	13	52%	18	72%		0%		0%		0%		0%		15	60.7		
SHELLEY ST & REGENT ST		2P	7am-7pm	15	1	7%	1	7%	5	33%	4	27%	4	27%	3	20%	3	20%	5	33%	4	27%	3	20%	3	20%	5	33%		0%		0%		0%		0%		3	22.8		
GARFIELD ST		SOUTH SIDE																																							
LENNOX ST & SHELLEY ST		2P	7am-7pm PERMIT ZONE AOT	26	14	54%	14	54%	4	15%	13	50%	13	50%	13	50%	13	50%	13	50%	13	50%	12	46%	15	58%	13	50%		0%		0%		0%		0%		13	48.1		
SHELLEY ST & REGENT ST		2P	7am-7pm	12	7	58%	8	67%	8	67%	7	58%	8	67%	9	75%	11	92%	10	83%	9	75%	7	58%	7	58%	10	83%		0%		0%		0%		0%		8	70.1		
REGENT ST		EAST SIDE																																							
GARFIELD ST & ELIZABETH ST		2P	7am-7pm M-Sat	7	3	43%	4	57%	4	57%	4	57%	4	57%	5	71%	5	71%	5	71%	5	71%	5	71%	4	57%	4	57%		0%		0%		0%		0%		4	61.9		
VICTORIA ST & ELIZABETH ST		2P	7am-7pm M-Sat	21	4	19%	4	19%	6	29%	8	38%	9	43%	11	52%	11	52%	11	52%	8	38%	3	14%	5	24%	6	29%		0%		0%		0%		0%		7	34.1		
REGENT ST		WEST SIDE																																							
GARFIELD ST & ELIZABETH ST		NS 2P	NS 9-10am Wed 2P 10am-7pm	5	2	40%	4	80%	4	80%	5	100%	5	100%	5	100%	3	60%	3	60%	5	100%	5	100%	4	80%	3	60%		0%		0%		0%		0%		4	80.0		
VICTORIA ST & ELIZABETH ST		2P	7am-7pm M-Sat	15	9	60%	9	60%	10	67%	11	73%	11	73%	11	73%	12	80%	12	80%	10	67%	8	53%	10	67%	11	73%		0%		0%		0%		0%		10	68.9		
JONAS ST		WEST SIDE																																							
ELIZABETH ST & BUTLER ST		UN 1P ANG	UNRESTRICTED 1P 8am-5pm M-F	17	11	65%	12	71%	12	71%	11	65%	13	76%	14	82%	11	65%	11	65%	11	65%	11	65%	9	53%	10	59%		0%		0%		0%		0%		11	66.7		
BUTLER ST		CAR CARE CARPARK			10	1	10%	1	10%	1	10%	3	30%	2	20%	1	10%	5	50%	5	50%	6	60%	7	70%	6	60%	7	70%		0%		0%		0%		0%		4	37.5	
B1 (GROUND FLOOR)		FROM \$6.00 PER HOUR			55	0	0%	0	0%	5	9%	5	9%	5	9%	5	9%	5	9%	5	9%	6	11%	7	13%	8	15%	10	18%		0%		0%		0%		0%		5	9.2	
B2 (BASEMENT)		FROM \$6.00 PER HOUR			46	0	0%	0	0%	0	0%	0	0%	1	2%	1	2%	1	2%	1	2%	1	2%	0	0%	0	0%	0	0%		0%		0%		0%		0%		0	0.9	
L1 & 2		PRIVATE PARKING																																							
BUTLER ST		NORTH SIDE																																							
JONAS ST & SHELLEY ST		NS UN	NS 9-10am Wed UNRESTRICTED	8	3	38%	3	38%	3	38%	5	63%	6	75%	6	75%	6	75%	6	75%	6	75%	6	75%	5	63%	7	88%		0%		0%		0%		0%		5	64.6		
SHELLEY ST & LENNOX ST		2P PZ	7am-7pm M-Sat PERMIT ZONE AOT	16	5	31%	6	38%	8	50%	6	38%	8	50%	9	56%	10	63%	10	63%	10	63%	10	63%	12	75%	10	63%		0%		0%		0%		0%		9	54.2		
BUTLER ST		SOUTH SIDE																																							
JONAS ST & SHELLEY ST		NS UN	NS 9-10am TUE UNRESTRICTED	9	4	44%	3	33%	8	89%	5	56%	6	67%	6	67%	9	100%	9	100%	8	89%	7	78%	6	67%	5	56%		0%		0%		0%		0%		6	70.4		
SHELLEY ST & LENNOX ST		2P PZ	NS 9-10am Wed PERMIT ZONE AOT	18	6	33%	3	17%	4	22%	8	44%	8	44%	8	44%	10	56%	10	56%	10	56%	8	44%	8	44%	7	39%		0%		0%		0%		0%		8	41.7		
SHELLEY ST		EAST SIDE																																							
BUTLER ST & ELIZABETH ST		2P ANG	7am-7pm M-Sat	17	9	53%	9	53%	3	18%	9	53%	14	82%	15	88%	14	82%	14	82%	14	82%	14	82%	14	82%	17	100%		0%		0%		0%		0%		12	71.6		
ELIZABETH ST & GARFIELD ST		2P	7am-7pm	5	4	80%	4	80%	3	60%	4	80%	5	100%	5	100%	4	80%	4	80%	4	80%	4	80%	4	80%	5	100%		0%		0%		0%		0%		4	83.3		
SHELLEY ST		WEST SIDE																																							
GARFIELD ST & ELIZABETH ST		2P PZ	7am-7pm M-Sat PERMIT ZONE AOT	7	4	57%	4	57%	3	43%	4	57%	4	57%	6	86%	6	86%	6	86%	6	86%	6	86%	7	100%	7	100%		0%		0%		0%		0%		5	75.0		
ELIZABETH ST & BUTLER ST		2P PZ	7am-7pm M-Sat	7	4	57%	3	43%	3	43%	5	71%	6	86%	6	86%	6	86%	6	86%	4	57%	3	43%	5	71%	6	86%		0%		0%		0%		0%		5	67.9		

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<div>PARKING AREA OCCUPANCY SURVEY INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS</div>																								E Street 85% - 61 out of 72 Nearby 69% - 211 out of 306 Off 61% - 565 out of 1124											
						<div>LEGEND</div> <div><div></div> DOES NOT HOLD ACCESSIBLE PERMIT</div>																													
DATE: TUESDAY 20/4/2021																																			
WEATHER: MORNING FINE - AFTERNOON WET & COLD																																			
		RESTRICTION		SUPPLY	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm	AVG OCC	AVG %	%										
ELIZABETH ST		P30min	P 30MIN	5	5	100%	5	100%	5	100%	4	80%	5	100%	5	100%	5	100%	5	100%	4	80%	5	100%		5	96.7								
DHS		DHS CONTRACTORS ONLY		3	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	2	67%	0	0%	0	0%	1	33%		2	75.0						
1 VERE ST CP			OFF VICTORIA ST																																
LEVEL 1		UN	DHS RESIDENCE	106	85	80%	73	69%	73	69%	67	63%	68	64%	71	67%	71	67%	72	68%	73	69%	75	71%	76	72%	80	75%	74	69.5					
LEVEL 2		UN	DHS RESIDENCE	109	67	61%	65	60%	65	60%	57	52%	59	54%	54	50%	55	50%	53	49%	53	49%	50	46%	53	49%	56	51%	57	52.5					
LEVEL 3		UN	DHS RESIDENCE	111	41	37%	36	32%	36	32%	41	37%	40	36%	39	35%	38	34%	38	34%	39	35%	41	37%	39	35%	34	31%	39	34.7					
ROOF TOP		UN	DHS RESIDENCE	111	21	19%	36	32%	36	32%	55	50%	56	50%	58	52%	59	53%	60	54%	61	55%	42	38%	34	31%	27	24%	45	40.9					
DHS COMPLEX			No.106																																
ELIZABETH ST		P30min	P 30MIN	3	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	2	67%	3	100%					3	97.2					
DHS		DHS CONTRACTORS ONLY		5	3	60%	2	40%	2	40%	4	80%	4	80%	4	80%	3	60%	1	20%	1	20%	1	20%	2	40%		3	51.7						
LENNOX ST			WEST SIDE	1023																									498						
GARFIELD ST & ELIZABETH ST		N5 2P	NS 9-10am Wed 2P 10am-7pm	3	3	100%	1	33%	1	33%	2	67%	3	100%	3	100%	3	100%	3	100%	2	67%	2	67%	2	67%		0%	2	75.0					
ELIZABETH ST & VICTORIA ST		2P	7am-7pm M-Sat	6	5	83%	5	83%	5	83%	5	83%	6	100%	6	100%	6	100%	5	83%	4	67%	3	50%	2	33%	2	33%	5	75.0					
LENNOX ST			EAST SIDE																																
VICTORIA ST & ELIZABETH ST		P2	AREA 61 PERMIT ZONE	12	0	0%	0	0%	1	8%	1	8%	0	0%	3	25%	2	17%	2	17%	0	0%	0	0%	0	0%		0%	1	6.3					
GARFIELD ST			NORTH SIDE																																
LENNOX ST & SHELLEY ST		2P	7am-7pm	25	17	68%	15	60%	18	72%	20	80%	21	84%	20	80%	20	80%	20	80%	18	72%	15	60%	13	52%	17	68%	18	71.3					
SHELLEY ST & REGENT ST		2P	7am-7pm	15	6	40%	5	33%	5	33%	5	33%	5	33%	7	47%	7	47%	6	40%	5	33%	8	53%	5	33%	5	33%	6						

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[illegible]

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PARKING AREA OCCUPANCY SURVEY INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS			E Street 90% - 65 out of 72 Nearby 55% - 168 out of 306 Off 42% - 472 out of 1124																																										
DATE: SATURDAY 24/4/2024 WEATHER: COOL & OVERCAST			LEGEND																																										
RESTRICTION		SUPPLY	7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7:30pm		7:30-8pm		8-8:30pm		8:30-9pm		9-9:30pm		9:30-10pm		AVG OCC		AVG %				
ELIZABETH ST	SOUTH SIDE		OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%			
CHURCH ST & PEDESTRIAN LIGHTS	2P 10am-7pm	17	17	89%	15	79%	16	84%	14	74%	18	95%	16	84%	17	89%	17	89%	19	100%	19	100%	18	95%	17	89%	17	89%	18	95%	19	100%	19	100%	18	95%	19	100%	17	89%	91.5				
PEDESTRIAN LIGHTS & LENOX ST	2P 10am-7pm	19	14	82%	11	65%	10	59%	14	82%	14	82%	16	94%	16	94%	16	94%	15	88%	15	88%	15	88%	15	88%	16	94%	17	100%	17	100%	17	100%	17	100%	17	100%	15	88.9					
LENOX ST & SHELLEY ST	2P 2P 10am-7pm PERMIT ZONE AOT	22	21	95%	22	100%	19	86%	20	91%	20	91%	21	95%	20	91%	19	86%	21	95%	21	95%	21	95%	20	91%	20	91%	21	95%	22	100%	21	95%	22	100%	21	95%	21	95%	21	93.9			
	AB ACCESSIBLE BAY	1	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	0	0%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	94.4			
SHELLEY ST	2P 2P 10am-7pm PERMIT ZONE AOT	9	9	100%	8	89%	8	89%	9	100%	8	89%	9	100%	8	89%	6	67%	6	67%	7	78%	7	78%	8	89%	9	100%	9	100%	8	89%	8	89%	8	89%	9	100%	8	89%	8	88.9			
	2P 10am-11pm	2	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	0	0%	0	0%	0	0%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	80.6	
	2P 10am-7pm	2	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	0	0%	0	0%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	83.3	
CHURCH ST	EAST SIDE																																										65		
LINCOLN ST & LAITY ST	2P 7am-7pm	5	2	40%	3	60%	2	40%	3	60%	3	60%	3	60%	4	80%	5	100%	4	80%	4	80%	3	60%	3	60%		0%		0%		0%		0%		0%		0%		3	65.0				
CHURCH ST	WEST SIDE																																												
RISLEY ST & ELIZABETH ST	UN UNRESTRICTED	8	7	88%	7	88%	8	100%	8%	1%	8	100%	8	100%	8	100%	6	75%	5	63%	6	75%	7	88%	8	100%		0%		0%		0%		0%		0%		0%		7	81.3				
	NS 7:15am 4:30-6:30pm	6	5	83%	5	83%	5	83%	5%	1%	6	100%	4	67%	5	83%	4	67%	5	83%	5	83%	5																						

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PARKING AREA OCCUPANCY SURVEY			Attachment 10E - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey February 2022 (Q4)																																					
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS			LEGEND <div>DOES NOT HOLD ACCESSIBLE PERMIT</div>																																					
DATE: TUESDAY 8/2/2022 WEATHER: MORNING FINE - AFTERNOON WET & COLD																																								
	RESTRICTION	SUPPLY	7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7.30pm		7.30-8pm		8-8.30pm		8.30-9pm		9-9.30pm		9.30-10pm		Avg OCC	Avg %
ELIZABETH ST	SOUTH SIDE		OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%		
CHURCH ST & PEDESTRIAN LIGHTS & LENNOX ST	2P 10am-7pm	17	17	88%	10	53%	15	79%	13	68%	19	100%	14	74%	15	79%	16	84%	14	74%	13	68%	19	100%	15	79%	15	79%	15	79%	16	84%	18	95%	18	95%	19	100%	16	82.2
LENNOX ST & SHELLEY ST	PZ 2P 10am-7pm	17	15	88%	16	94%	16	94%	17	100%	14	82%	15	88%	16	94%	15	88%	16	94%	13	76%	16	94%	16	94%	17	100%	17	100%	17	100%	17	100%	17	100%	17	100%	16	93.8
	PZ PERMIT ZONE AQT	22	20	91%	17	77%	18	82%	19	86%	21	95%	20	91%	18	82%	18	82%	19	86%	22	100%	18	82%	20	91%	19	86%	17	77%	19	86%	18	82%	19	86%	19	86%	19	86.1
	AB ACCESSIBLE BAY	1	1	100%	1	100%	0	0%	0	0%	0	0%	0	0%	0	0%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	72.2
SHELLEY ST HODDLE ST	PZ 2P 10am-7pm	9	6	67%	5	56%	8	89%	6	67%	7	78%	8	89%	7	78%	8	89%	7	78%	6	67%	9	100%	9	100%	9	100%	9	100%	9	100%	9	100%	9	100%	9	100%	8	86.4
	PZ PERMIT ZONE AQT	2	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	1	50%	2	100%	2	100%	2	100%	2	94.4
	2P 10am-11pm	2	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	1	50%	2	100%	2	100%	2	10		

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PARKING AREA OCCUPANCY SURVEY																								
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS																								
<div><div>LEGEND</div><div><div></div>DOES NOT HOLD ACCESSIBLE PERMIT</div></div>																								
DATE: TUESDAY 8/2/2022																								
WEATHER: MORNING FINE - AFTERNOON WET & COLD																								
		RESTRICTION	SUPPLY	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm	AVG OCC	AVG %	
	DHS	DHS CONTRACTORS ONLY	3	3	100%	3	100%	3	100%	3	100%	2	67%	2	67%	2	67%	2	67%	2	67%		2	80.6
1 VERE ST CP		OFF VICTORIA ST																						
LEVEL 1	UN	DHS RESIDENCE	106	76	72%	67	63%	74	70%	75	71%	80	75%	79	75%	79	75%	74	70%	73	69%		76	71.6
LEVEL 2	UN	DHS RESIDENCE	109	66	61%	61	56%	62	57%	62	57%	53	49%	51	47%	53	49%	54	50%	56	51%		58	53.2
LEVEL 3	UN	DHS RESIDENCE	111	33	30%	34	31%	39	35%	40	36%	39	35%	35	32%	35	32%	36	32%	37	33%		36	32.7
ROOF TOP	UN	DHS RESIDENCE	111	12	11%	31	28%	35	32%	36	32%	38	34%	35	32%	35	32%	35	32%	34	31%		30	27.1
DHS COMPLEX		No.106																						
ELIZABETH ST	P30min	P 30MIN	3	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	2	67%		3	97.2
	DHS	DHS CONTRACTORS ONLY	5	3	60%	3	60%	3	60%	4	80%	5	100%	2	40%	3	60%	3	60%	3	60%		3	63.3
LENNOX ST		WEST SIDE																						
GARFIELD ST & ELIZABETH ST	NS 2P	NS 9-10am Wed 2P 10am-7pm	3	2	67%	2	67%	2	67%	2	67%	2	67%	3	100%	3	100%	3	100%	3	100%		3	83.3
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	6	4	67%	6	100%	6	100%	6	100%	5	83%	6	100%	6	100%	6	100%	5	83%		6	91.7
LENNOX ST		EAST SIDE																						
VICTORIA ST & ELIZABETH ST	PZ	UNDER CONSTRUCTION	12		0%		0%		0%		0%		0%		0%		0%		0%				0	0.0
GARFIELD ST		NORTH SIDE																						
LENNOX ST & SHELLEY ST	2P	7am-7pm	25	17	68%	15	60%	17	68%	18	72%	13	52%	11	44%	11	44%	12	48%	12	48%		15	58.7
SHELLEY ST & REGENT ST	2P	7am-7pm	15	2	13%	2	13%	7	47%	5	33%	4	27%	1	7%	3	20%	4	27%	5	33%		4	29.4
GARFIELD ST		SOUTH SIDE																						
LENNOX ST & SHELLEY ST	2P	7am-7pm PERMIT ZONE AOT	26	16	62%	10	38%	13	50%	16	62%	14	54%	10	38%	10	38%	9	35%	8	31%		12	46.2
SHELLEY ST & REGENT ST	2P	7am-7pm	12	5	42%	8	67%	8	67%	9	75%	8	67%	4	33%	4	33%	4	33%	5	42%		6	51.4
REGENT ST		EAST SIDE																						
GARFIELD ST & ELIZABETH ST	2P	7am-7pm M-Sat	7	4	57%	6	86%	7	100%	7	100%	6	86%	6	86%	5	71%	5	71%	3	43%		6	78.6
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	21	4	19%	3	14%	8	38%	9	43%	9	43%	12	57%	12	57%	10	48%	9	43%		8	38.9
REGENT ST		WEST SIDE																						
GARFIELD ST & ELIZABETH ST	NS 2P	NS 9-10am Wed 2P 10am-7pm	5	4	80%	4	80%	3	60%	4	80%	4	80%	5	100%	5	100%	5	100%	4	80%		4	80.0
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	15	7	47%	6	40%	5	33%	7	47%	8	53%	5	33%	6	40%	7	47%	9	60%		8	51.7
JONAS ST		WEST SIDE																						
ELIZABETH ST & BUTLER ST	UN 1P ANG	UNRESTRICTED 1P 8am-5pm M-F	17	16	94%	17	100%	17	100%	17	100%	17	100%	17	100%	17	100%	17	100%	16	94%		17	97.5
BUTLER ST		CAR CARE CARPARK	10	0	0%	0	0%	4	40%	3	30%	4	40%	7	70%	7	70%	7	70%	6	60%		5	47.5
B1 (GROUND FLOOR)		FROM \$6.00 PER HOUR	55	18	33%	31	56%	36	65%	36	65%	36	65%	35	64%	34	62%	31	56%	27	49%		29	52.3
B2 (BASEMENT)		FROM \$6.00 PER HOUR	46	1	2%	4	9%	25	54%	26	57%	28	61%	28	61%	27	59%	26	57%	23	50%		19	42.0
L1 & 2		PRIVATE PARKING																						
BUTLER ST		NORTH SIDE																						
JONAS ST & SHELLEY ST	NS 2P	NS 9-10am Wed UNRESTRICTED	8	7	88%	8	100%	8	100%	8	100%	8	100%	5	63%	4	50%	3	38%	5	63%		6	71.9
SHELLEY ST & LENNOX ST	2P PZ	7am-7pm M-Sat PERMIT ZONE AOT	16	11	69%	13	81%	16	100%	15	94%	16	100%	15	94%	15	94%	14	88%	14	88%		13	83.9
BUTLER ST		SOUTH SIDE																						
JONAS ST & SHELLEY ST	NS UN	NS 9-10am TUE UNRESTRICTED	9	5	56%	6	67%	3	33%	9	100%	9	100%	9	100%	8	89%	7	78%	6	67%		6	70.4
SHELLEY ST & SHELLEY ST	2P PZ	NS 9-10am Wed PERMIT ZONE AOT	18	2	11%	2	11%	1	6%	8	44%	9	50%	10	56%	10	56%	8	44%	8	44%		7	38.0
SHELLEY ST		EAST SIDE																						
BUTLER ST & ELIZABETH ST	2P ANG	7am-7pm M-Sat	17	13	76%	14	82%	16	94%	17	100%	16	94%	16	94%	15	88%	12	71%	10	59%		13	78.4
ELIZABETH ST & GARFIELD ST	2P	7am-7pm	5	5	100%	5	100%	5	100%	3	60%	5	100%	5	100%	5	100%	5	100%	5	100%		5	93.3
SHELLEY ST		WEST SIDE																						
GARFIELD ST & ELIZABETH ST	2P PZ	7am-7pm M-Sat PERMIT ZONE AOT	7	6	86%	6	86%	6	86%	7	100%	7	100%	7	100%	6	86%	6	86%	7	100%		7	92.9
ELIZABETH ST & BUTLER ST	2P	7am-7pm M-Sat	7	4	57%	3	43%	7	100%	6	86%	6	86%	7	100%	7	100%	6	86%	4	57%		6	79.0

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PARKING AREA OCCUPANCY SURVEY																							
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS																							
<div>LEGEND</div> <div><div></div> DOES NOT HOLD ACCESSIBLE PERMIT</div>																							
DATE: SATURDAY 12/2/2022																							
WEATHER: MORNING FINE - AFTERNOON WET & COLD																							
	RESTRICTION	SUPPLY	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm	Avg Occ	Avg %	
	DHS	DHS CONTRACTORS ONLY	3	1 33%	1 33%	1 33%	1 33%	1 33%	0 0%	0 0%	1 33%	1 33%	1 33%	2 67%	2 67%		0%	0%	0%	0%	0%	1	33.3
1 VERE ST CP		OFF VICTORIA ST																					
LEVEL 1	UN	DHS RESIDENCE	106	83 78%	78 74%	73 69%	70 66%	68 64%	65 61%	67 63%	67 63%	70 66%	71 67%	72 68%	71 67%	0%	0%	0%	0%	0%	0%	71	67.2
LEVEL 2	UN	DHS RESIDENCE	109	69 63%	65 60%	65 60%	61 56%	60 55%	58 53%	57 52%	59 54%	60 55%	61 56%	62 57%	63 58%	0%	0%	0%	0%	0%	0%	62	56.6
LEVEL 3	UN	DHS RESIDENCE	111	37 33%	38 34%	37 33%	35 32%	31 28%	28 25%	28 25%	28 25%	27 24%	27 24%	28 25%	30 27%	0%	0%	0%	0%	0%	0%	31	28.1
ROOF TOP	UN	DHS RESIDENCE	111	7 6%	7 6%	7 6%	7 6%	7 6%	7 6%	6 5%	6 5%	7 6%	7 6%	6 5%	7 6%	0%	0%	0%	0%	0%	0%	7	6.1
DHS COMPLEX		No.106																					
ELIZABETH ST	P30min	P 30MIN	3	3 100%	3 100%	2 67%	2 67%	3 100%	3 100%	2 67%	2 67%	2 67%	3 100%	3 100%	3 100%	0%	0%	0%	0%	0%	0%	3	86.1
	DHS	DHS CONTRACTORS ONLY	5	3 60%	3 60%	2 40%	2 40%	2 40%	0 0%	2 40%	2 40%	2 40%	2 40%	2 40%	2 40%	0%	0%	0%	0%	0%	0%	2	40.0
LENNOX ST		WEST SIDE																					
GARFIELD ST & ELIZABETH ST	NS 2P	NS 9-10am Wed 2P 10am-7pm	3	2 67%	3 100%	3 100%	2 67%	1 33%	0 0%	0 0%	1 33%	2 67%	2 67%	3 100%	3 100%	0%	0%	0%	0%	0%	0%	2	61.1
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	6	4 67%	4 67%	4 67%	4 67%	3 50%	4 67%	3 50%	4 67%	4 67%	5 83%	5 83%	4 67%	0%	0%	0%	0%	0%	0%	4	66.7
LENNOX ST		EAST SIDE																					
VICTORIA ST & ELIZABETH ST	PZ	UNDER CONSTRUCTION	12	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	0.0
GARFIELD ST		NORTH SIDE																					
LENNOX ST & SHELLEY ST	2P	7am-7pm	25	19 76%	14 56%	13 52%	13 52%	12 48%	12 48%	9 36%	9 36%	10 40%	10 40%	11 44%	17 68%	0%	0%	0%	0%	0%	0%	12	49.7
SHELLEY ST & REGENT ST	2P	7am-7pm	15	6 40%	6 40%	5 33%	5 33%	5 33%	4 27%	5 33%	5 33%	5 33%	4 27%	3 20%	4 27%	0%	0%	0%	0%	0%	0%	5	31.7
GARFIELD ST		SOUTH SIDE																					
LENNOX ST & SHELLEY ST	2P	7am-7pm PERMIT ZONE AOT	26	16 62%	11 42%	11 42%	10 38%	10 38%	8 31%	7 27%	8 31%	9 35%	9 35%	9 35%	11 42%	0%	0%	0%	0%	0%	0%	10	38.1
SHELLEY ST & REGENT ST	2P	7am-7pm	12	10 83%	9 75%	7 58%	10 83%	11 92%	11 92%	11 92%	10 83%	9 75%	9 75%	8 67%	9 75%	0%	0%	0%	0%	0%	0%	10	79.2
REGENT ST		EAST SIDE																					
GARFIELD ST & ELIZABETH ST	2P	7am-7pm M-Sat	7	5 71%	5 71%	5 71%	6 86%	7 100%	7 100%	6 86%	7 100%												

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PARKING AREA OCCUPANCY SURVEY																																		
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS			<div>LEGEND</div> <div><div></div> DOES NOT HOLD ACCESSIBLE PERMIT</div>																															
DATE: TUESDAY 7/6/2022																																		
WEATHER: MORNING FINE - WET & COLD																																		
			RESTRICTION	SUPPLY	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm	AVG OCC	AVG %										
ELIZABETH ST	P30min	P 30MIN	5	4	80%	4	80%	5	100%	5	100%	4	80%	5	100%	5	100%	5	100%	5	100%	5	100%	0%	0%	0%	0%	0%	0%	0%	5	83.3		
	DHS	DHS CONTRACTORS ONLY	3	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%	0%	0%	0%	0%	0%	0%	0%	3	91.7		
1 VERE ST CP		OFF VICTORIA ST																																
LEVEL 1	UN	DHS RESIDENCE	106	92	87%	79	75%	83	78%	86	81%	84	79%	88	83%	90	85%	86	81%	85	80%	83	78%	85	80%	84	79%	0%	0%	0%	0%	0%	85	80.6
LEVEL 2	UN	DHS RESIDENCE	109	73	67%	67	61%	66	61%	63	58%	65	60%	60	55%	59	54%	58	53%	58	53%	59	54%	61	56%	65	60%	0%	0%	0%	0%	0%	63	57.6
LEVEL 3	UN	DHS RESIDENCE	111	28	25%	26	23%	31	28%	33	30%	35	32%	32	29%	29	26%	30	27%	30	27%	32	29%	31	28%	34	31%	0%	0%	0%	0%	0%	31	27.9
ROOF TOP	UN	DHS RESIDENCE	111	19	17%	31	28%	47	42%	49	44%	50	45%	50	45%	51	46%	50	45%	48	43%	44	40%	23	21%	21	19%	0%	0%	0%	0%	0%	40	36.3
DHS COMPLEX		No.106																																
ELIZABETH ST	P30min	P 30MIN	3	3	100%	2	67%	3	100%	3	100%	3	100%	3	100%	3	100%	2	67%	3	100%	3	100%	2	67%	0%	0%	0%	0%	0%	0%	3	91.7	
	DHS	DHS CONTRACTORS ONLY	5	4	80%	3	60%	1	20%	3	60%	3	60%	2	40%	1	20%	0	0%	2	40%	2	40%	2	40%	4	80%	0%	0%	0%	0%	0%	2	45.0
LENNOX ST		WEST SIDE																																
GARFIELD ST & ELIZABETH ST	NS 2P	NS 9-10am Wed 2P 10am-7pm	3	2	67%	2	67%	2	67%	3	100%	2	67%	2	67%	3	100%	2	67%	2	67%	2	67%	3	100%	1	33%	0%	0%	0%	0%	0%	2	72.2
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	6	4	67%	5	83%	5	83%	5	83%	5	83%	4	67%	6	100%	5	83%	5	83%	3	50%	2	33%	0%	0%	0%	0%	0%	0%	5	75.0	
LENNOX ST		EAST SIDE																																
VICTORIA ST & ELIZABETH ST	P2	UNDER CONSTRUCTION	12	0%		0%		0%		0%		0%		0%		0%		0%		0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	0.0	
GARFIELD ST		NORTH SIDE																																
LENNOX ST & SHELLEY ST	2P	7am-7pm	25	17	68%	13	52%	14	56%	13	52%	13	52%	14	56%	15	60%	14	56%	15	60%	15	60%	16	64%	18	72%	0%	0%	0%	0%	0%	15	59.0
SHELLEY ST & REGENT ST	2P	7am-7pm	15	5	33%	6	40%	7	47%</																									

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PARKING AREA OCCUPANCY SURVEY			Attachment 10G - Elizabeth Street NDC Corridor - Elizabeth Street Parking Occupancy Survey October 2022 (Q6)																																									
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS			LEGEND																																									
			<div></div> DOES NOT HOLD ACCESSIBLE PERMIT																																									
DATE: TUESDAY 25/10/2022																																												
WEATHER: WET MORNING - AFTERNOON DRY & MILD																																												
		RESTRICTION	SUPPLY	7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7:30pm		7:30-8pm		8-8:30pm		8:30-9pm		9-9:30pm		9:30-10pm		AVG OCC	AVG %			
ELIZABETH ST		SOUTH SIDE		OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	
CHURCH ST & PEDESTRIAN LIGHTS	2P	10am-7pm	19	16	84%	18	95%	18	95%	15	79%	16	84%	14	74%	15	79%	16	84%	14	74%	13	68%	15	79%	17	89%	17	89%	16	84%	16	84%	18	95%	18	95%	19	100%	16	85.1			
PEDESTRIAN LIGHTS & LENNOX ST	2P	10am-7pm	17	15	88%	15	88%	12	71%	11	65%	14	82%	13	76%	12	71%	12	71%	11	65%	12	71%	13	76%	15	88%	16	94%	16	94%	15	88%	16	94%	16	94%	17	100%	14	82.0			
LENNOX ST & SHELLEY ST	2P	2P 10am-7pm PERMIT ZONE AOT	22	19	86%	17	77%	15	68%	19	86%	17	77%	21	95%	20	91%	21	95%	19	86%	21	95%	21	95%	20	91%	22	100%	22	100%	21	95%	21	95%	20	91%	20	91%	20	89.9			
	AB	ACCESSIBLE BAY	1	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100.0	
	2P	2P 10am-7pm PERMIT ZONE AOT	9	7	78%	8	89%	9	100%	8	89%	9	100%	8	89%	9	100%	9	100%	9	100%	9	100%	9	100%	8	89%	7	78%	7	78%	7	78%	7	78%	7	78%	7	78%	7	78%	8	89.5	
SHELLEY ST	PZ	10am-11pm	2	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	66.7	
HODDLE ST	2P	10am-7pm	2	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	2	80.6	
CHURCH ST		EAST SIDE																																										
LINCOLN ST & LAITY ST	2P	2P 7am-7pm	5	2	40%	3	60%	2	40%	3	60%	3	60%	2	40%	3	60%	4	80%	4	80%	4	80%	4	80%	5	100%		0%		0%		0%		0%		0%		0%				3	65.0
CHURCH ST		WEST SIDE																																										
RISLEY ST & ELIZABETH ST	UN	UNRESTRICTED	8	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%		0%		0%		0%		0%		0%		0%				8	100.0
	NS	7-9.15am 4.30-6.30pm	6	0	0%	0	0%	0	0%	2	33%	6	100%	5	83%	6	100%	6	100%	4																								

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PARKING AREA OCCUPANCY SURVEY																							AVG OCC		AVG %											
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS			LEGEND																																	
			<div><div></div> DOES NOT HOLD ACCESSIBLE PERMIT</div>																																	
DATE: TUESDAY 29/11/2022																																				
WEATHER: COOL & DRY																																				
		RESTRICTION	SUPPLY	7-8am	8-9am	9-10am	10-11am	11am-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	7-7.30pm	7.30-8pm	8-8.30pm	8.30-9pm	9-9.30pm	9.30-10pm															
	DHS	DHS CONTRACTORS ONLY	3	3	100%	3	100%	3	100%	3	100%	3	100%	2	67%	2	67%	3	100%	2	67%	3	100%	3	100%	0%	0%	0%	0%	0%	0%	0%	3	91.7		
1 VERE ST CP		OFF VICTORIA ST																																		
LEVEL 1	UN	DHS RESIDENCE	106	80	75%	73	69%	76	72%	74	70%	74	70%	80	75%	83	78%	83	78%	82	77%	74	70%	79	75%	0%	0%	0%	0%	0%	0%	0%	78	74.0		
LEVEL 2	UN	DHS RESIDENCE	109	71	65%	65	60%	63	58%	58	53%	56	51%	57	52%	56	51%	54	50%	56	51%	55	50%	55	50%	57	52%	0%	0%	0%	0%	0%	0%	59	53.7	
LEVEL 3	UN	DHS RESIDENCE	111	43	39%	44	40%	46	41%	50	45%	49	44%	47	42%	47	42%	46	41%	44	40%	41	37%	39	35%	41	37%	0%	0%	0%	0%	0%	0%	45	40.3	
ROOF TOP	UN	DHS RESIDENCE	111	19	17%	34	31%	43	39%	40	36%	42	38%	41	37%	42	38%	42	38%	39	35%	32	29%	17	15%	12	11%	0%	0%	0%	0%	0%	0%	34	30.3	
DHS COMPLEX		No.106																																		
ELIZABETH ST	P30min	P 30MIN	3	3	100%	3	100%	3	100%	2	67%	2	67%	3	100%	3	100%	3	100%	2	67%	3	100%	3	100%	3	100%	0%	0%	0%	0%	0%	0%	3	91.7	
	DHS	DHS CONTRACTORS ONLY	5	3	60%	4	80%	2	40%	1	20%	4	80%	2	40%	4	80%	3	60%	3	60%	4	80%	3	60%	4	80%	0%	0%	0%	0%	0%	0%	3	61.7	
LENNOX ST		WEST SIDE																																		
GARFIELD ST & ELIZABETH ST	NS 2P	NS 9-10am Wed 2P 10am-7pm	3	0%										0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	#####	#####		
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	6	5	83%	5	83%	6	100%	6	100%	6	100%	4	67%	6	100%	6	100%	6	100%	4	67%	4	67%	3	50%	0%	0%	0%	0%	0%	0%	0%	5	84.7
LENNOX ST		EAST SIDE																																		
VICTORIA ST & ELIZABETH ST	PZ	UNDER CONSTRUCTION	12	0%		0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	0.0		
GARFIELD ST		NORTH SIDE																																		
LENNOX ST & SHELLEY ST	2P	7am-7pm	25	20	80%	20	80%	17	68%	17	68%	19	76%	16	64%	18	72%	21	84%	23	92%	23	92%	24	96%	24	96%	0%	0%	0%	0%	0%	0%	20	80.7	
SHELLEY ST & RECENT ST	2P	7am-7pm	15	8	53%	8	53%	8	53%	8	53%	10	67%	8	53%	8	53%	7	47%	7	47%	6	40%	4	27%	5	33%	0%	0%	0%	0%	0%	0%	7	48.3	
GARFIELD ST		SOUTH SIDE																																		
LENNOX ST & SHELLEY ST	2P	7am-7pm PERMIT ZONE AOT	26	19	73%	18	69%	14	54%	13	50%	15	58%	13	50%	16	62%	16	62%	19	73%	21	81%	20	77%	22	85%	0%	0%	0%	0%	0%	0%	17	66.0	
SHELLEY ST & RECENT ST	2P	7am-7pm	12	9	75%	11	92%	11	92%	11	92%	10	83%	11	92%	11	92%	12	100%	10	83%	9	75%	9	75%	8	67%	0%	0%	0%	0%	0%	0%	10	84.7	
RECENT ST		EAST SIDE																																		
GARFIELD ST & ELIZABETH ST	2P	7am-7pm M-Sat	7	6	86%	6	86%	5	71%	6	86%	7	100%	7	100%	7	100%	7	100%	6	86%	6	86%	5	71%	5	71%	0%	0%	0%	0%	0%	0%	6	86.9	
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	21	2	10%	2	10%	3	14%	7	33%	9	43%	9	43%	10	48%	9	43%	9	43%	7	33%	7	33%	8	38%	0%	0%	0%	0%	0%	0%	7	32.5	
RECENT ST		WEST SIDE																																		
GARFIELD ST & ELIZABETH ST	NS 2P	NS 9-10am Wed 2P 10am-7pm	5	3	60%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	4	80%	5	100%	4	80%	4	80%	4	80%	0%	0%	0%	0%	0%	0%	5	90.0	
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	15	5	33%	4	27%	6	40%	6	40%	7	47%	7	47%	10	67%	10	67%	9	60%	9	60%	9	60%	9	60%	0%	0%	0%	0%	0%	0%	8	50.6	
JONAS ST		WEST SIDE																																		
ELIZABETH ST & BUTLER ST	4P ANG 1P ANG	7am-7pm M-F 1P 8am-5pm M-F	21	12	57%	19	90%	21	100%	21	100%	21	100%	21	100%	21	100%	21	100%	19	90%	13	62%	11	52%	8	38%	0%	0%	0%	0%	0%	0%	17	82.5	
			6	0	0%	0	0%	0	0%	1	17%	2	33%	5	83%	5	83%	5	83%	5	83%	3	50%	3	50%	3	50%	0%	0%	0%	0%	0%	0%	3	44.4	
BUTLER ST		CAR CARE CARPARK																																		
B1 (GROUND FLOOR)		FROM \$6.00 PER HOUR	55	21	38%	37	67%	46	84%	46	84%	46	84%	47	85%	47	85%	47	85%	45	82%	33	60%	15	27%	9	16%	0%	0%	0%	0%	0%	0%	37	66.5	
B2 (BASEMENT)		FROM \$6.00 PER HOUR	46	2	4%	9	20%	25	54%	31	67%	32	70%	32	70%	32	70%	32	70%	26	57%	18	39%	8	17%	4	9%	0%	0%	0%	0%	0%	0%	21	45.5	
L1 & 2		PRIVATE PARKING																																		
BUTLER ST		NORTH SIDE																																		
JONAS ST & SHELLEY ST	NS UN	NS 9-10am Wed UNRESTRICTED	8	7	88%	7	88%	7	88%	7	88%	8	100%	8	100%	8	100%	8	100%	6	75%	7	88%	5	63%	6	75%	0%	0%	0%	0%	0%	0%	7	87.5	
SHELLEY ST & LENNOX ST	3P PZ	7am-7pm M-Sat PERMIT ZONE AOT	16	15	94%	13	81%	16	100%	16	100%	15	94%	15	94%	16	100%	15	94%	15	94%	13	81%	11	69%	8	50%	0%	0%	0%	0%	0%	0%	14	87.5	
BUTLER ST		SOUTH SIDE																																		
JONAS ST & SHELLEY ST	NS UN	NS 9-10am TUE UNRESTRICTED	9	2	22%	2	22%	1	11%	9	100%	9	100%	8	89%	9	100%	9	100%	9	100%	6	67%	5	56%	6	67%	0%	0%	0%	0%	0%	0%	6	69.4	
SHELLEY ST & LENNOX ST	2P PZ	NS 9-10am Wed PERMIT ZONE AOT	18	2	11%	1	6%	2	11%	7	39%	9	50%	7	39%	8	44%	8	44%	8	44%	7	39%	5	28%	5	28%	0%	0%	0%	0%	0%	0%	6	31.9	
SHELLEY ST		EAST SIDE																																		
BUTLER ST & ELIZABETH ST	2P ANG	7am-7pm M-Sat	17	5	29%	6	35%	14	82%	17	100%	17	100%	15	88%	17	100%	16	94%	17	100%	17	100%	13	76%	16	94%	0%	0%	0%	0%	0%	0%	14	83.3	
ELIZABETH ST & GARFIELD ST	2P	7am-7pm	5	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	5	100%	3	60%	6	120%	0%	0%	0%	0%	0%	0%	5	98.3	
SHELLEY ST		WEST SIDE																																		
GARFIELD ST & ELIZABETH ST	2P PZ	7am-7pm M-Sat PERMIT ZONE AOT	7	4	57%	6	86%	6	86%	7	100%	7	100%	7	100%	7	100%	7	100%	7	100%	6	86%	6	86%	5	71%	0%	0%	0%	0%	0%	0%	6	89.3	
ELIZABETH ST & BUTLER ST	2P	7am-7pm M-Sat	7	4	57%	6	86%	7	100%	7	100%	7	100%	7	100%	7	100%	6	86%	6	86%	7	100%	7	100%	7	100%	0%	0%	0%	0%	0%	0%	7	92.0	

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PARKING AREA OCCUPANCY SURVEY																																														
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS																																														
DATE: THURSDAY 1/12/2022																																														
WEATHER: FINE & DRY																																														
			RESTRICTION		SUPPLY		7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7.30pm		7.30-8pm		8-8.30pm		8.30-9pm		9-9.30pm		9.30-10pm		AVG OCC		AVG %	
							OCCUP		%		OCCUP		%		OCCUP		%		OCCUP		%		OCCUP		%		OCCUP		%		OCCUP		%		OCCUP		%		OCCUP		%		OCCUP		%	
ELIZABETH ST			SOUTH SIDE																																											
CHURCH ST & PEDESTRIAN LIGHTS & LENNOX ST			2P	10am-7pm	17	15	79%	11	58%	10	53%	16	84%	15	79%	14	74%	16	84%	14	74%	16	84%	14	74%	16	84%	17	89%	14	74%	15	79%	16	84%	18	95%	18	95%	19	100%	15	80.1			
PEDESTRIAN LIGHTS & LENNOX ST			2P	10am-7pm	17	14	82%	12	71%	11	65%	10	59%	11	65%	10	59%	14	82%	13	76%	13	76%	12	71%	16	94%	15	88%	17	100%	17	100%	15	88%	16	94%	16	94%	16	94%	14	81.0			
LENNOX ST & SHELLEY ST			PZ	2P 10am-7pm PERMIT ZONE ADT	22	22	100%	20	91%	20	91%	20	91%	19	86%	18	82%	20	91%	21	95%	20	91%	19	86%	16	73%	17	77%	17	77%	18	82%	20	91%	20	91%	19	86%	20	91%	19	87.4			
LENNOX ST & SHELLEY ST			AB	ACCESSIBLE BAY	1	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100.0			
SHELLEY ST			PZ	2P 10am-7pm PERMIT ZONE ADT	9	7	78%	5	56%	9	100%	7	78%	8	89%	9	100%	8	89%	9	100%	7	78%	5	56%	4	44%	7	78%	8	89%	8	89%	7	78%	7	78%	8	89%	7	78%	8	89%	7	80.9	
SHELLEY ST			2P	10am-11pm	2	0	0%	0	0%	2	100%	2	100%	2	100%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	0	0%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	77.8	
SHELLEY ST			2P	10am-7pm	2	1	50%	1	50%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	2	100%	1	50%	2	100%	1	50%	2	100%	1	50%	1	50%	1	50%	1	50%	1	50%	1	50%	2	75.0	
CHURCH ST			EAST SIDE																																											
LINCOLN ST & LAITY ST			2P	2P 7am-7pm	5	4	80%	5	100%	4	80%	2	40%	3	60%	5	100%	4	80%	4	80%	4	80%	3	60%	5	100%	5	100%		0%		0%		0%		0%		0%		0%		4	80.0		
CHURCH ST			WEST SIDE																																											
RISLEY ST & ELIZABETH ST			UN	UNRESTRICTED	8	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	8	100%	7	88%	6	75%	6	75%		0%		0%		0%		0%		0%		8	94.8		
RISLEY ST & ELIZABETH ST			NS	7-9.15am 4.30-6.30pm	6	0	0%	0	0%	0	0%																																			

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PARKING AREA OCCUPANCY SURVEY																																											
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS			<div>LEGEND</div> <div><div></div> DOES NOT HOLD ACCESSIBLE PERMIT</div>																																								
DATE: SATURDAY 3/12/2022																																											
WEATHER: SUNNY & HOT																																											
		RESTRICTION	SUPPLY	7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7.30pm		7.30-8pm		8-8.30pm		8.30-9pm		9-9.30pm		9.30-10pm		AVG OCC	AVG %		
				OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%	OCCUP	%		
ELIZABETH ST		SOUTH SIDE																																									
CHURCH ST & PEDESTRIAN LIGHTS	2P	10am-7pm	17	18	95%	14	74%	16	84%	14	74%	14	74%	16	84%	14	74%	12	63%	13	68%	16	84%	17	89%	18	95%	17	89%	17	89%	16	84%	18	95%	18	95%	19	100%	16	83.9		
LENNOX ST & SHELLEY ST	2P	10am-7pm	17	17	100%	15	88%	13	76%	12	71%	13	76%	14	82%	12	71%	12	71%	16	94%	15	88%	14	82%	16	94%	15	88%	21	95%	21	95%	20	91%	20	91%	20	91%	21	95%	15	86.3
	PZ	2P 10am-7pm PERMIT ZONE A&T	22	21	95%	18	82%	18	82%	17	77%	16	73%	15	68%	16	73%	17	77%	18	82%	19	86%	18	82%	19	86%	21	95%	21	95%	20	91%	20	91%	20	91%	21	95%	19	84.6		
	AB	ACCESSIBLE BAY	1	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	100%	1	61.1
	PZ	2P 10am-7pm PERMIT ZONE A&T	9	7	78%	6	67%	6	67%	7	78%	8	89%	8	89%	7	78%	6	67%	7	78%	7	78%	6	67%	7	78%	8	89%	8	89%	8	89%	8	89%	9	100%	9	100%	7	81.5		
SHELLEY ST HIDDLE ST	2P	10am-11pm	2	1	50%	1	50%	2	100%	2	100%	1	50%	1	50%	1	50%	1	50%	1	50%	2	100%	1	50%	1	50%	1	50%	1	50%	1	50%	2	100%	2	100%	2	100%	2	100%	1	66.7
	2P	10am-7pm	2	1	50%	1	50%	2	100%	2	100%	2	100%	2	100%	1	50%	1	50%	1	50%	1	50%	1	50%	2	100%	2	100%	2	100%	2	100%	1	50%	1	50%	1	50%	1	50%	1	69.4
CHURCH ST		EAST SIDE																																									
LINCOLN ST & LAITY ST	2P	2P 7am-7pm	5	5	100%	4	80%	4	80%	4	80%	5	100%	5	100%	4	80%	4	80%	4	80%	3	60%	3	60%	3	60%		0%			0%			0%		0%		0%		4	80.0	
CHURCH ST		WEST SIDE																																									
RISLEY ST & ELIZABETH ST	UN	UNRESTRICTED	8	8	100%	8	100%	8	100%	7	88%	7	88%	6	75%	7	88%	7	88%	6	75%	7	88%	8	100%	8	100%		0%			0%			0%		0%		0%		7	90.6	
	NS	7-9:15am 4.30-6.30pm	6	1	17%	1	17%	2	33%	2	33%	2	33%	2	33%	3	50%																										

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PARKING AREA OCCUPANCY SURVEY																																										
INCLUDING ELIZABETH ST - VARIOUS SIDE STREETS - DHHS CAR PARKS AND PARKING AREAS & VARIOUS OFF STREET CAR PARKS																																										
<div><div>LEGEND</div><div><div></div>DOES NOT HOLD ACCESSIBLE PERMIT</div></div>																																										
DATE: SATURDAY 3/12/2022																																										
WEATHER: SUNNY & HOT																																										
	RESTRICTION		SUPPLY	7-8am		8-9am		9-10am		10-11am		11am-12pm		12-1pm		1-2pm		2-3pm		3-4pm		4-5pm		5-6pm		6-7pm		7-7:30pm		7:30-8pm		8-8:30pm		8:30-9pm		9-9:30pm		9:30-10pm		Avg Occ	Avg %	
	DHS	DHS CONTRACTORS ONLY	3	1	33%	1	33%	2	67%	1	33%	1	33%	2	67%	2	67%	2	67%	2	67%	1	33%	2	67%	2	67%		0%		0%		0%		0%		0%		0%	2	52.8	
1 VERE ST CP		OFF VICTORIA ST																																								
LEVEL 1	UN	DHS RESIDENCE	106	83	78%	81	76%	71	67%	68	64%	66	62%	68	64%	69	65%	71	67%	75	71%	72	68%	72	68%	75	71%		0%		0%		0%		0%		0%		0%	73	68.5	
LEVEL 2	UN	DHS RESIDENCE	109	70	64%	69	63%	59	54%	56	51%	55	50%	56	51%	55	50%	55	50%	56	51%	58	53%	60	55%	61	56%		0%		0%		0%		0%		0%		0%	59	54.3	
LEVEL 3	UN	DHS RESIDENCE	111	43	39%	40	36%	42	38%	41	37%	40	36%	38	34%	34	31%	33	30%	32	29%	27	24%	26	23%	27	24%		0%		0%		0%		0%		0%		0%	35	31.8	
ROOF TOP	UN	DHS RESIDENCE	111	9	8%	9	8%	9	8%	9	8%	9	8%	9	8%	9	8%	9	8%	9	8%	9	8%	9	8%	8	7%		0%		0%		0%		0%		0%		0%	9	8.0	
DHS COMPLEX		No.106																																								
ELIZABETH ST	P90min	P 30MIN	3	1	33%	1	33%	0	0%	0	0%	1	33%	1	33%	3	100%	3	100%	3	100%	3	100%	3	100%	3	100%		0%		0%		0%		0%		0%		0%	2	61.1	
	DHS	DHS CONTRACTORS ONLY	5	2	40%	3	60%	3	60%	2	40%	3	60%	3	60%	2	40%	3	60%	4	80%	4	80%	5	100%	5	100%		0%		0%		0%		0%		0%		0%	3	65.0	
LENNOX ST		WEST SIDE																																								
GARFIELD ST & ELIZABETH ST	NS 2P	NS 9-10am Wed 2P 10am-7pm	3	3	100%	3	100%	3	100%	3	100%	2	67%	3	100%	3	100%	3	100%	2	67%	2	67%		2	67%	3	100%		0%		0%		0%		0%		0%		0%	3	88.9
ELIZABETH ST & VICTORIA ST	2P	7am-7pm M-Sat	6	3	50%	3	50%	2	33%	2	33%	3	50%	4	67%	4	67%	4	67%	5	83%	4	67%	4	67%	5	83%		0%		0%		0%		0%		0%		0%	4	59.7	
LENNOX ST		EAST SIDE																																								
VICTORIA ST & ELIZABETH ST	PZ	UNDER CONSTRUCTION	12	0%		0%		0%		0%		0%		0%		0%		0%		0%		0%		0%		0%							0%		0%		0%		0%	0	0.0	
GARFIELD ST		NORTH SIDE																																								
LENNOX ST & SHELLEY ST	2P	7am-7																																								

Attachment 10 I - Elizabeth Street NDC Corridor - Elizabeth Shelley Pedestrian Counts February 2022

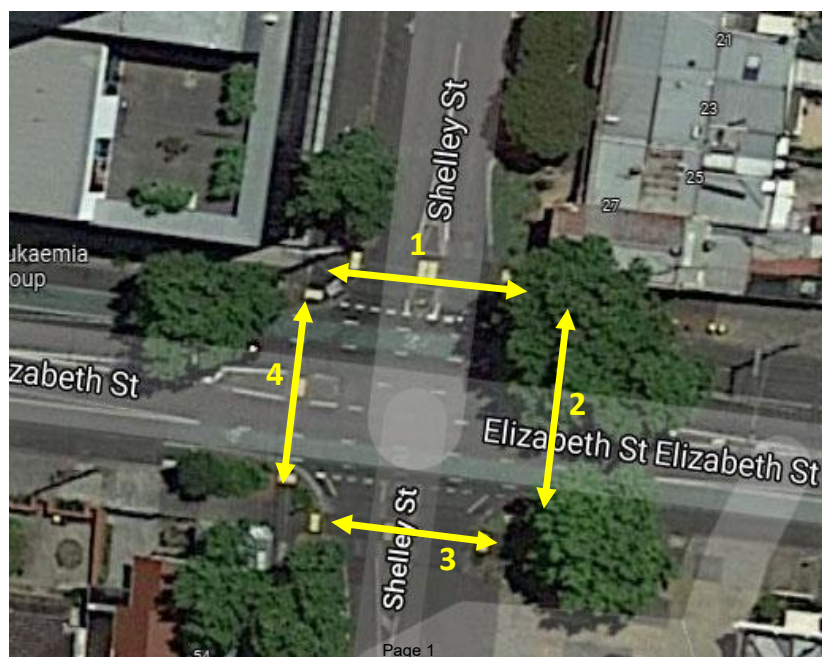
PEDESTRIAN TRAFFIC COUNTS

LOCATION: INTERSECTION OF ELIZABETH ST & SHELLEY ST
RICHMOND

DATE: Tuesday 8/2/22 & Thursday 10/2/2022

WEATHER: Tuesday Hot & Sunny - Thursday fine and warm

TIME INTERVALS	TUESDAY				THURSDAY			
	1	2	3	4	1	2	3	4
7.30am - 7.45am	5	1	7	5	7	3	9	11
7.45am - 8.00am	5	3	3	8	8	9	12	8
8.00am - 8.15am	2	9	5	3	10	6	6	4
8.15am - 8.30am	5	9	9	2	6	14	9	6
8.30am - 8.45am	4	1	11	5	10	4	14	11
8.45am - 9.00am	4	2	8	11	5	3	10	16
9.00am - 9.15am	7	4	8	1	5	3	4	4
9.15am - 9.30am	5	3	9	4	2	6	3	7
TOTAL	37	32	60	39	53	48	67	67
4.30pm - 4.45pm	5	1	3	5	7	2	4	6
4.45pm - 5.00pm	4	2	2	10	14	1	5	10
5.00pm - 5.15pm	6	5	1	8	7	2	3	3
5.15pm - 5.30pm	8	0	6	9	12	4	8	12
5.30pm - 5.45pm	3	1	2	9	7	4	3	10
5.45pm - 6.00pm	10	1	5	5	4	2	4	10
6.00pm - 6.15pm	9	0	4	7	7	2	5	5
6.15pm - 6.30pm	6	1	3	5	7	3	6	8
TOTAL	51	11	26	58	65	20	38	64



7.2. Coppin Street Cycling Corridor

Author Simon Exon – Unit Manager Strategic Transport

Authoriser General Manager City Sustainability and Strategy

Executive Summary

This report outlines the outcomes of the first phase of community consultation and data gathering for the Coppin Street New Deal for Cycling (NDC) Corridor Study which was recently completed.

This report also responds to the November 2024 Notice of Motion in relation to two Coppin Street upgrades pilot trials at the intersections of Bridge Road and Swan Street. Specifically;

That a report be presented to the February 2025 Council meeting cycle to consider options and costs in relation to:

- (a) *The removal of the 'bike-friendly' pop-ups in Richmond so as to modify the Coppin Street, Richmond cycle lanes to:*
 - (i) *Remove the bike-friendly pop-up barriers in Richmond at the intersection of Coppin Street and Swan Street, both north and south of this intersection, removing the traffic bottlenecks currently occurring; and*
 - (ii) *Remove the 'bike-friendly' pop-up barriers in Richmond at the intersection of Coppin Street and Bridge Road, both north and south of this intersection, removing the traffic bottlenecks currently occurring; and*
- (b) *Detail the amount currently in Council's Victorian Government Safe Local Roads and Streets Program and a projection for funds expected in 2025/2026. This data should be broken down into projects and zones'.*

Officer Recommendation

That Council:

1. Progresses the Coppin Street NDC Corridor Study to Stage 2 – concept development and design and engagement with the community during 25/26, noting the completion of the first phase of engagement outlined in this report.
2. Retains all the existing trial infrastructure at the Bridge Road and Coppin Street intersections in situ and progresses detailed design work for permanent installations at these intersections to be completed in 2025/2026.
3. Subject to a future budget allocation, constructs the permanent treatments at both intersections.

History and background

1. Coppin Street Richmond is on the New Deal for Cycling network and provides a key strategic link.

Figure 1 - Map showing Coppin Street in relation to the wider cycling network



2. There are three Council actions underway in relation to Coppin Street as per the following 2024-34 Transport Action Plan references under Program 2: New Deal for Cycling:
 - (a) NDC 4 - Coppin Street Corridor Study;
 - (b) NDC 25 - Intersection upgrade - Coppin St /Bridge Rd; and
 - (c) NDC 26 - Intersection upgrade - Coppin St/Swan St.
3. The current approach to delivering cycle projects across the municipality is to use a mix of programs and projects to upgrade NDC corridors. In this instance the intersection upgrades are 'early works' to be followed by further corridor upgrades which will take more time to plan, design and deliver.

Coppin Street New Deal for Cycling (NDC) Corridor Study

4. Coppin Street in Richmond is a local street located between Highett Street and Barkly Avenue with a speed limit of 40 km/h. It is a local collector road and is crossed east-west by Swan Street and Bridge Road which are arterial roads managed by the State Government.
5. Coppin Street is identified as an important north-south cycling route at the local and regional level within the YTS for the following reasons:
 - (a) It provides a direct connection between the Main Yarra Trail to its south, links to the CBD and the south-eastern suburbs;

- (b) It is one of a few direct north-south routes in the Richmond area that is a local street which does not carry lots of trucks and is also not a public transport route carrying buses and trams; and,
- (c) It provides access and linkages to key local destinations such as Richmond High School, the Cremorne employment precinct and Burnley train station which is an important transport interchange.

Data Collection

- 6. The information below was collected as part of the data collection process for the Coppin Street NDC Corridor Study.

Vehicle Movement

- 7. Coppin Street has some of the highest traffic volumes of any Council-owned street in Yarra.
- 8. At its busiest point, between Bridge Road and Abinger Street, it carries 6,321 vehicles per day on average. This sits within the highest range for the typical maximum design volume for a local collector road which is between 3,000 and 7,000 vehicles per day. Coppin Street is also very prone to peaks over the day suggesting high volumes of commuter traffic.
- 9. The busiest section of Coppin Street is between Swan Street and Madden Grove on a Tuesday at 5-6pm with 837 vehicles. This is due to the extremely high volumes of 'rat running' as vehicles travel south on Coppin Street before turning left onto Madden Grove to access the Monash Highway. This is a general traffic management issue with local streets being used like arterial roads when it comes to traffic volumes and journey distances.

Bike and Scooter Volumes

- 10. There are over 300 trips by bike and scooter per day on Coppin Street. Bikes and scooters make up around 5% of all vehicles and are relatively consistent on weekdays and weekends suggesting a mix of journey purposes.

Road Safety

- 11. Nearly 70% (6) of all recorded crashes (11) on Coppin Street between 2012 and 2024 involved at least one person riding a bicycle and that cyclist being injured sufficiently to warrant attendance by emergency services. 18% (2) of all crashes resulted in at least one pedestrian being injured. The other 12% were crashes not involving a person riding a bike or walking.
- 12. The data shows that someone riding a bicycle is at least twice as likely as someone driving a car to be in a crash and then seriously injured on this street. The numbers only include incidents reported to Victoria Police. 'Near misses' or any incidents where a police report was not filed and not captured. Incidents like car dooring are not likely to be reported unless someone is seriously injured and hospitalised. This results in underreporting and is a general issue on all roads.
- 13. Mid-block collisions away from the intersections on Coppin Street account for 64% of all crashes involving a motor vehicle. This is relatively high and could be attributed to inattentive or dangerous driving behaviour which can be an issue on local streets carrying lots of long distance through-traffic.

14. More young people are now using this route due to the recent opening of Richmond High School. Previous discussions with the school/school community have revealed concerns about young people being able to ride, walk or scoot to school safely.
15. A Road Safety Audit (RSA) was completed for the Coppin Street Cycle Corridor project by an external independent consultant in late 2024 (provided at Attachment 1). The RSA recommendations included:
 - (a) Constructing protected bike lanes on Coppin Street to protect cyclists from car dooring and moving traffic;
 - (b) Resurfacing areas of the road that are in poor condition;
 - (c) Installing new DDA compliant pram ramps and improving pedestrian crossing points;
 - (d) Widening the painted bike lanes at certain locations by removing rows of bluestone channel;
 - (e) Delineating the centre tree median between Swan Street and Bridge Road with linemarking;
 - (f) Reconstructing roundabouts with speed cushions to reduce traffic speeds; and,
 - (g) Introducing a painted buffer for bike lanes adjacent to angled parking.

Car parking

16. A survey of 1,529 on-street car parking spaces within the study area shown below was completed as an input to optioneering and future decision making on the corridor. These are a mix of permit, time restricted and unrestricted spaces.

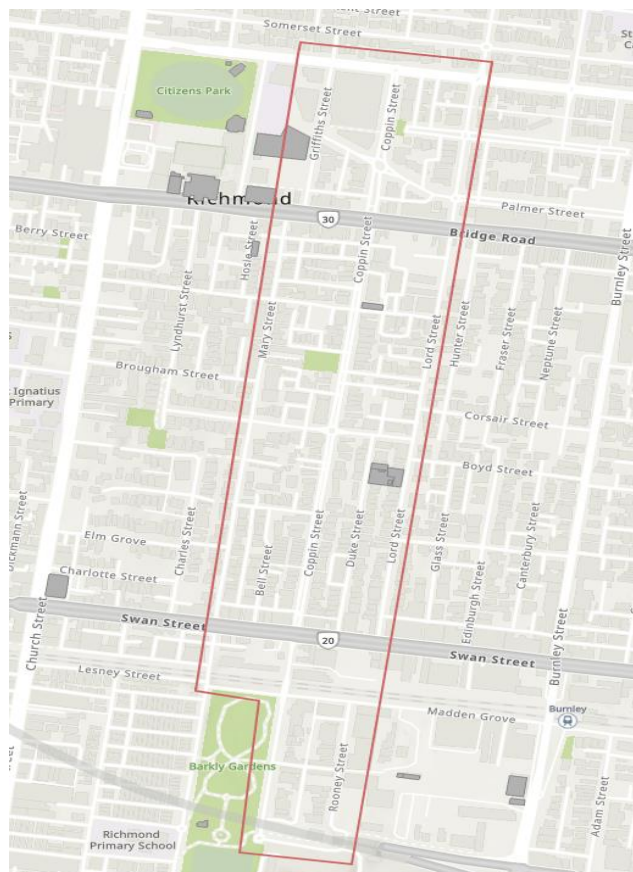


Figure 2 - Map showing extent of study area

17. Parking occupancy surveys for this area were undertaken in mid-to-late October 2024.
18. Average on-street car parking occupancy in the study area was recorded at 64%; with 550 of the 1,529 parking bays usually available at any one time.
19. There are 320 parking bays on Coppin Street itself consisting of 120 resident, 97 visitor and 2 business parking permits.
20. There are 227 properties facing Coppin Street. Of these, 52 have driveways and their own off-street parking. This does not include properties with access from other points, such as rights of way or nearby streets.
21. Coppin Street had a mean parking occupancy of 58% whilst the maximum occupancy was 68% recorded at 10am on a Saturday.

Amenity

22. A socio-economic benefit analysis was undertaken of Coppin Street to provide some visibility and quantification of benefits to upgraded cycling infrastructure. This work was completed by an independent consultant.
23. It found that there would approximately be \$11 million worth of socio-economic benefits to the wider community over 10 years related to public health and road safety outcomes should active transport upgrades be made. This figure excludes other indirect benefits to the environment and climate change mitigation. The consultant report is provided at Attachment 2.
24. Coppin Street has a significant tree canopy thanks to its many centre median and footpath trees in grass verges. The street contains various kerb outstands and average footpaths widths are approximately two metres.



Figure 3 -Coppin St northbound approaching the Wall St roundabout

Coppin Street NDC Corridor Study – Stage 1 Community Engagement

25. Initial community engagement was undertaken in late 2024 as part of the first stage of community engagement and data collection in the NDC corridor study process. These results will inform decision making and optioning for the future design of the street as part of Council's New Deal for Cycling.
 26. Community engagement was undertaken using multiple communication channels.
 27. Independent external consultants were engaged to assist with this process over a four-week period from Monday 18 November to Monday 16 December 2024.
 28. The engagement process used a 'blank page' structure to gather community views for consideration. At this first round of consultation, officers were not seeking feedback on specific concepts or asking the community to agree with any specific design option(s) for the corridor.
 29. A second round of consultation (proposed to be done in 2025/26) will occur where the community will be asked to respond to concept design options for the street. Council approval will be sought for these concepts to be issued to the community prior. Officers will then consider community feedback and present a report to Council on the preferred option to be developed further into a detailed design solution for the development of a permanent cycling.
 30. The process followed for Stage 1 engagement including the promotional methods used to reach as many people as possible included:
 - (a) Online Your Say Yarra (YSY) 'Building a safer and liveable Coppin Street' webpage with an interactive map and comment form;
 - (b) Your Say Yarra email newsletter;
 - (c) Promotion in Yarra Life email newsletter;
 - (d) Social media posts;
 - (e) News item on corporate Council website;
 - (f) Email sent to all followers of the Yarra Transport Strategy Your Say Yarra webpage;
 - (g) Three in-person 'pop-up' sessions were held as follows:
 - (i) Dame Nellie Melba Memorial Park on Thursday 21 November 2024;
 - (ii) Gleadell Street Market on Saturday 23 November 2024 (as part of Council Plan engagement program); and,
 - (iii) Barkly Gardens on Saturday 7 December 2024.
 31. Direct outreach was undertaken to:
 - (a) relevant businesses, community facilities and education facilities on Coppin Street and nearby surrounding areas (via email and phone, and in-person door knocking for individual businesses and organisations – e.g. schools);
 - (b) chairs of local active transport groups for promotion within their groups (via email);
 - (c) Approximately 900 postcards with QR codes linking to the YSY webpage were distributed to occupiers of residences and businesses in Coppin Street;
 - (d) A letter mail out was undertaken to approximately 900 property owners of residences and businesses on Coppin Street; and,
-

- (e) Approximately 50, A3 corflute posters displayed at intersections along Coppin Street.
32. Strategies were used to engage 'hard to reach' groups and CALD communities. This included:
- (a) Using plain English descriptions and messaging;
 - (b) Use of translation panels on all printed materials;
 - (c) Options to translate the YSY page into top 10 languages spoken in Yarra; and,
 - (d) Having translators available on request and multi-lingual staff at in-person pop-up sessions.
33. The Council webpage portal had 1,730 views by 966 unique visitors. 276 contributions were made by 178 contributors.
34. Two social media posts on Council's Facebook and Instagram pages on Tuesday 19 November 2024 promoting the consultation reached 2,656 people.
35. The results of Council's email newsletters promoting the consultation are summarised below.

Email	Subscribers	Open Rate	Clicks	Reach
Auto alert email from YSY to relevant subscribers	517	62.7%	43	324
YSY email newsletter sent on 21 November 2024	2005	68.6%	34	1375
Yarra Life email newsletter	10,928	61.8%	62	6750
TOTAL	13,450	N/A	139	8449

Tabel 1: - Consultation reach

36. The results of the in-person pop-ups are summarised in the table below:

In-person sessions	Approximate number of people participating
<u>Thursday 21 November</u> Dame Nellie Melba Memorial Park Coppin Street, Richmond	35 14 postcards handed out
<u>Saturday 23 November</u> Gleadell Street Market Gleadell Street, Richmond	5
<u>Saturday 7 December</u> Barkly Gardens Coppin Street, Richmond	18 6 postcards handed out

Table 2: - Pop Up results

37. Two points of information were collected during this engagement: ideas and 'pain points'. Feedback commonly raised by the community is summarised as follows:
- (a) Traffic volumes are too high;
 - (b) Traffic speeds are too high and traffic calming is required;

- (c) The existing painted bikes lanes are too narrow and cyclists are worried about car dooring and close passing traffic;
 - (d) Pedestrians and cyclists do not feel safe using the roundabouts on Coppin Street;
 - (e) Temporary peak hour turn bans are not enforced and are ignored by drivers;
 - (f) Drivers make lots of illegal U-turns at the railway overpass south of Swan Street;
 - (g) The road surface is bumpy and in poor condition;
 - (h) The temporary removal of a traffic lane at the Swan Street intersection has caused traffic congestion;
 - (i) The parking bays between Swan Street and the railway overpass block sightlines for drivers exiting the KFC car park (324 – 328 Swan Street, Richmond);
 - (j) Commercial rubbish bins constantly block footpaths south of the Bridge Road intersection;
 - (k) The existing street trees add great canopy and shade for all road users, especially pedestrians;
 - (l) The bike cut-throughs in the centre medians at the Madden Grove intersection are not wide enough for cyclists to wait safely in the middle of the street;
 - (m) Modal filters should be introduced to discourage non-local and through-traffic from 'rat running' and make the street safer, quieter and cleaner for everyone;
 - (n) Protected bike lanes, roundabouts and intersections would make it safer for people riding bikes, especially school-aged children, teenagers and families;
 - (o) Through-traffic should be encouraged to use arterial roads such as Burnley Street and Church Street;
 - (p) Walking conditions should be improved, new crossings are needed and existing ones need to be made safer;
 - (q) School crossing supervisors are required at the Bridge Road intersection;
 - (r) Bike headstart lanterns and detector loops are required at the Bridge Road and Swan Street intersections; and,
 - (s) A priority crossing is needed north of Barkly Avenue for people on foot and bike going to/from Barkly Gardens.
38. The issues raised and ideas for improvement for the corridor reflect officer observations and feedback received over the previous ten years via the Active Transport Advisory Committee, Oracle requests and other forums.
39. Further information regarding community engagement for the corridor is provided in Attachment 4.
40. This information and the movement data collected for Coppin Street will be used as inputs to the corridor options assessment work as part of the New Deal for Cycling methodology. These options will be subject to a second round of community consultation in the 2025/26 financial year.

Options - Coppin Street Corridor Study

41. There are two primary options for the corridor study.
-

Option 1 – Progress work to Stage 2 for the Coppin Street NDC Corridor Study - Recommended

42. That Council:

- (a) Notes the information provided regarding completion of the first phase for the Coppin Street NDC Corridor Study; and
- (b) Progress to Stage 2 – concept development and design and engagement with the community during 25/26.

Option 2 – Note Stage 1 Consultation and not progress work for Stage 2

43. That Council:

- (a) Notes the information provided regarding completion of the first phase for the Coppin Street NDC Corridor Study; and
- (b) Progress to Stage 2 is not progressed.

Coppin Street Intersection upgrades – Pilot Trials at Bridge Road and Swan Street

- 44. This section of the report focuses on the Council resolution regarding options and next steps regarding the bike-friendly pop-up trials at the Bridge Road and Swan Street intersections which were implemented in mid-2023.
- 45. The trials provide short sections of protected bike lanes on the approaches to traffic lights.
- 46. As trials they were able to be installed relatively quickly using temporary materials and line marking at a cost of approximately \$130k.
- 47. The trial works complement other cycling initiatives delivered by Council in the area over recent years including bike upgrades on Madden Grove and Barkley Avenue south of the railway line.
- 48. A summary of the temporary changes made at each intersection as part of the trial is provided below:
- 49. Coppin/Bridge St Intersection:
 - (a) 1 parking bay removed (on the approach to the traffic lights south of Bridge Road); and,
 - (b) No changes to traffic lanes.
- 50. Coppin/Swan St Intersection:
 - (a) 6 parking bays removed (4 south, 2 north including 1 car share bay relocated to Duke Street); and,
 - (b) 1 southbound traffic lane removed from the northern approach.
- 51. Images showing the pre-trial and post-trial conditions are provided at Attachment 5.
- 52. Data was collected at various times during the trial to assess the impact of the trial treatments. The key findings were:
 - (a) There was a 287% increase in northbound cyclist volumes on Coppin Street south of Bridge Road, 7-day average daily volumes increasing from 30 to 116 per day;

- (b) There was a 99% increase in southbound cyclist volumes on Coppin Street north of Swan Street with 7-day average daily volumes increasing from 76 to 151 per day;
 - (c) There was a 91% increase in southbound cyclist volumes on Coppin Street south of Swan Street with 7-day average daily volumes increasing from 64 to 122 per day;
 - (d) No crashes were reported at these intersections during the pilot trial period;
 - (e) Average traffic volumes were reduced by approximately 5%; and,
 - (f) Average traffic speeds were reduced by approximately 14%.
53. Broader trends beyond the installation of the trials may impact the findings and cannot be quantified here. For example, return to office mandates following the pandemic, development in the area and cost-of-living pressures encouraging people to reduce petrol consumption and other factors.

Limitations of the pilot trial design

54. Removing existing permanent street features like concrete traffic islands as part of a temporary trial is not best practice (due to costs and other considerations).
55. On this basis, the concrete island at Coppin Street and Swan Street was left in situ and a traffic lane was removed at the intersection as a temporary measure to facilitate the trial.
56. It is important to note that this traffic island would be removed in any permanent arrangement allowing a dedicated right-turn traffic lane on the northern approach to be reinstalled. Hence, any issues associated with the removal of a short section of the right-turn traffic lane during the trial itself are temporary. This was made clear on the Your Say Yarra webpage in response to community feedback and before the trial commenced.

Coppin Street Intersection Trials – Community Engagement

57. Council undertook community engagement over the 12-month period from June 2023 to June 2024. This included:
- (a) A dedicated webpage on Your Say Yarra to gather feedback during the implementation of the pilot trials, including information and an open text field for any comments;
 - (b) Signage at all the pilot trial sites with information and links to opportunities to provide feedback;
 - (c) Published social media posts providing information and encouraging community feedback; and,
 - (d) In-person visits to nearby businesses.
58. In total 69 comments were received online. 46% of comments were supportive of the intersection upgrades whilst 42% were not supportive.
59. Officers confirm that almost all of the negative comments related to the temporary removal of the second southbound traffic lane on Coppin Street at the Swan Street intersection.
60. Officers liaised with the Department of Transport & Planning on the pilot trial regarding the results, and received in-principle support for the installation of any permanent changes.
61. The report prepared for the Department of Transport & Planning at Attachment 6 provides further information on community engagement for the trials specifically.
-

Proposed Permanent Treatments

62. The permanent treatments at each intersection are scheduled to be designed in the 2025/26 financial year. High level concepts plans showing the proposed permanent treatment at each intersection are provided shown below and included Attachment 5.

Bridge Road/Coppin Street Intersection

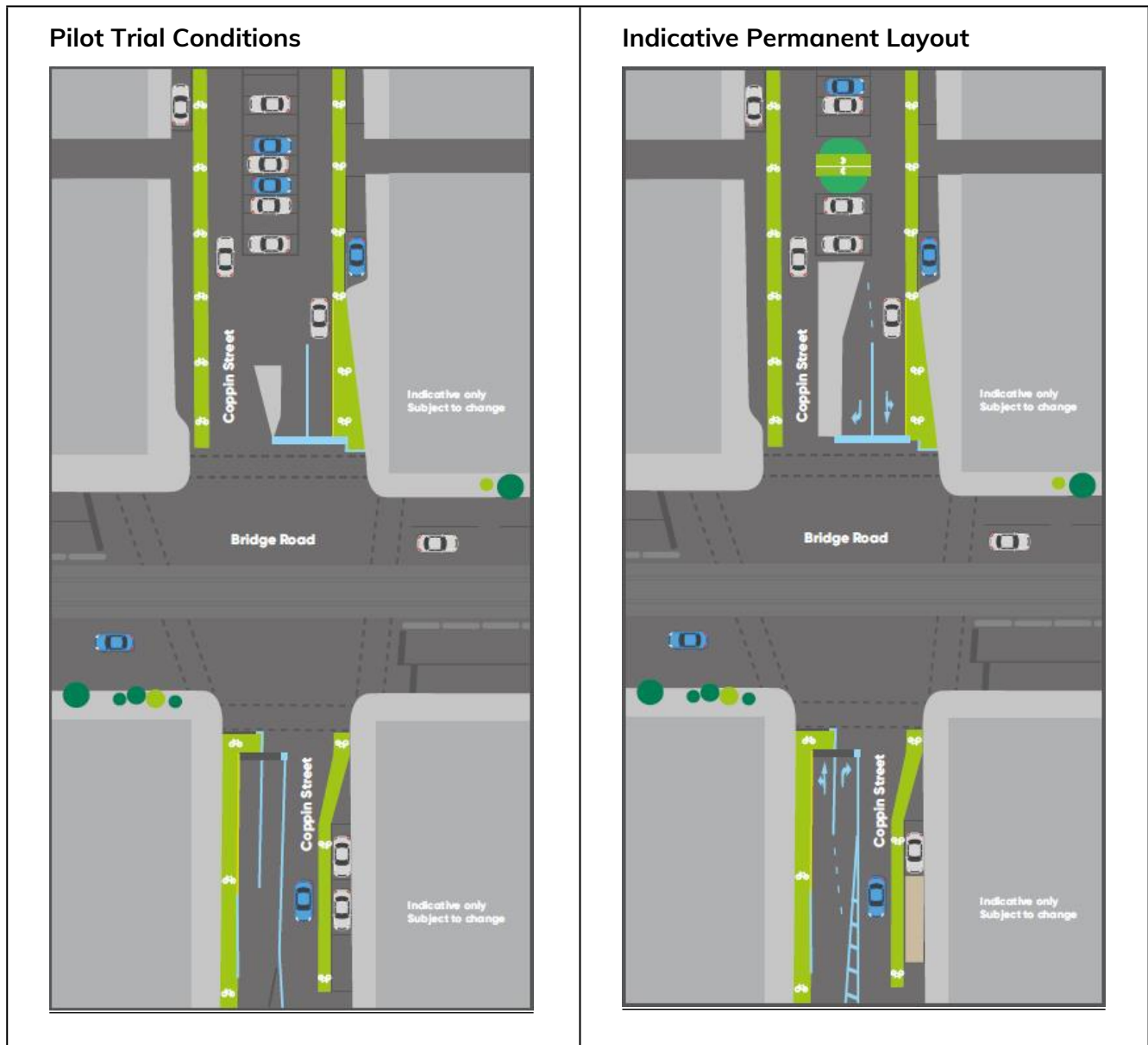


Figure 4 - Current pilot trial conditions compared to proposed permanent treatment on Coppin Street at the intersection with Bridge Road.

Swan Street/Coppin Street Intersection

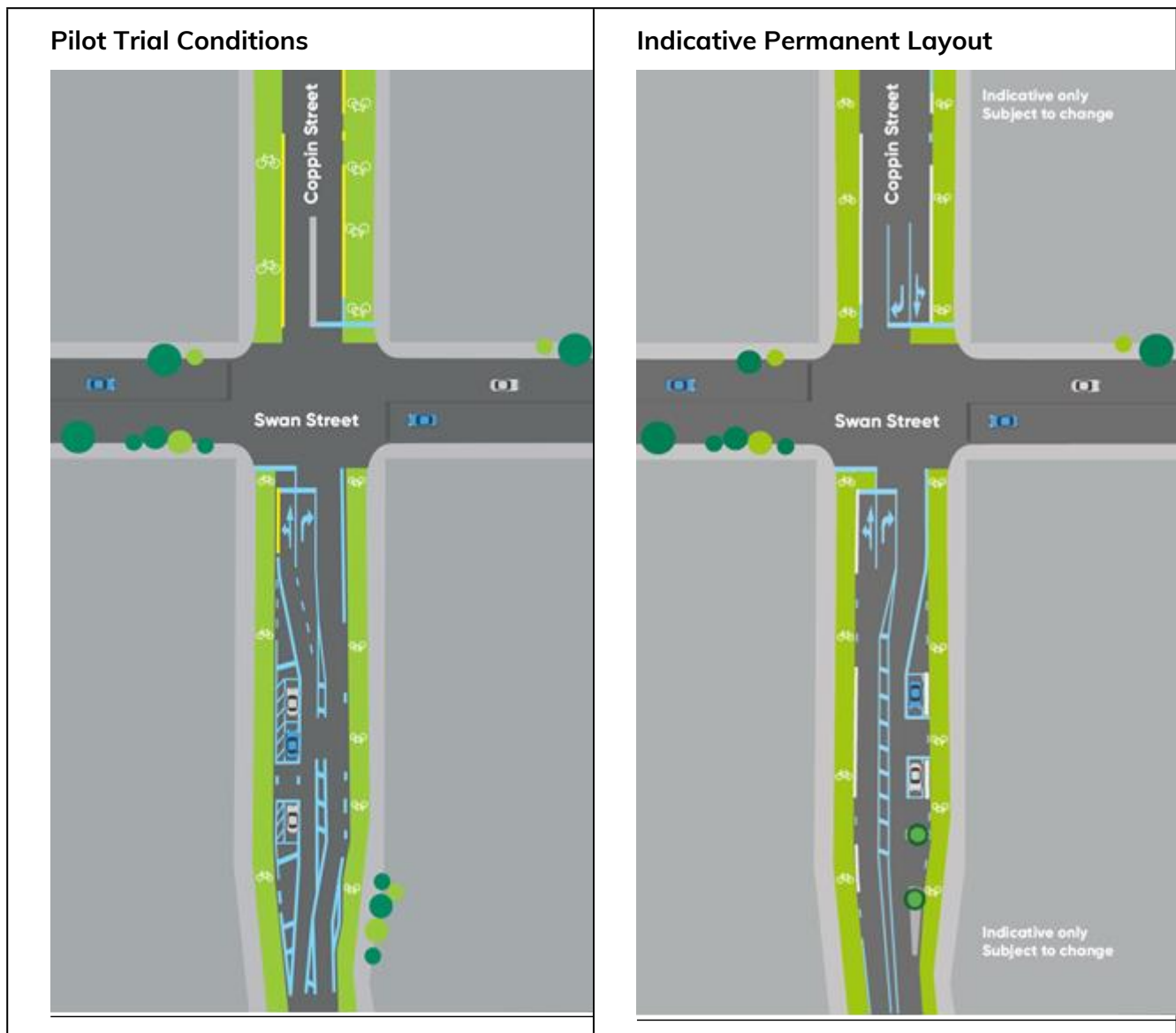


Figure 5 - Current pilot trial conditions compared to proposed permanent treatment on Coppin Street at the intersection with Swan Street

63. The designs for both intersections shown above respond to the issues raised during the trial consultation process.
64. Specifically at the Swan Street intersection:
 - (a) The car parking near the KFC (324 – 328 Swan Street, Richmond) will be switched to the eastern side of the road so drivers heading north over the railway bridge do not think parked cars are queuing traffic;
 - (b) Sightlines of drivers exiting the KFC (324 – 328 Swan Street, Richmond) car park will be improved;
 - (c) The traffic lights will give cyclists a head start to reduce conflict with left-turning vehicles as per best practice (Note: this change could not be made as part of the trial); and,
 - (d) The right-turn traffic lane will be reinstated as previously detailed.

Further responses to the November 2024 Council Motion

65. The November motion by Council requested information regarding costs and timeframes regarding the removal of the trial at both intersections.
66. Officers can confirm that the trial-related infrastructure could be removed and the street returned to its previous layout. This would be done in six-to-eight weeks from the date of a Council resolution and would cost approximately \$50,000 - \$100,000.
67. The motion also requested information on the Victorian Government Safe Local Roads and Streets Program. This is one of multiple grant streams at the Federal and State levels that Council pursues to fund some of its projects.
68. City of Yarra's funded VGSLRSP projects include the recent upgraded traffic treatments at Miller Street, Fitzroy North (\$546,000) with construction recently completed.
69. Other projects that have benefited from this fund include various projects in Clifton Hill North Abbotsford (\$1.5 million).

Options- Intersection Trials

70. There are several options available to Council regarding the intersection upgrade trials including.

Option 1 – Retain the trial works and proceed to design and permanent installation at both intersections (2025/26).

71. This option would include restoring the southbound right-turn traffic lane on Coppin Street at Swan Street and expediting the process for permanent design of the intersection upgrades in the 2025/26 financial year as per the TAP.
72. That is:
 - (a) Retain all the existing trial infrastructure at the Bridge Road and Coppin Street intersections;
 - (b) Continue with design work for permanent installations at these intersections (noting this is subject to the 2025/2026 budget process); and
 - (c) Deliver/construct permanent treatments at both intersections as quickly as possible subject to a future funding allocation.

Option 2 – Proceed to design and permanent installation at the Bridge Road intersection only (2025/26); remove the trial infrastructure at the Swan Street intersection.

73. This option would restore the southbound right-turn traffic lane on Coppin Street at Swan Street as quickly as possible.
74. Permanent treatment delivery timescales for Bridge Road are contingent upon approvals being received from State Government.
75. That is:
 - (a) A funding allocation to finalise design work for the permanent works for Bridge Road only as part of the 2025/2026 budget process;
 - (b) Prioritise delivery of the Bridge Road intersection in 2025/26 subject to State Government approvals being received; and,

- (c) Remove the Swan Street intersection trial this financial year indicatively within 6-8 weeks of the resolution.

Option 3 – Remove pilot trial treatments at both at both Swan Street and Bridge Road. Cancel the proposed permanent treatment.

76. That is:

- (a) Remove all pilot trial infrastructure (at both intersections) as quickly as possible, indicatively within 6-8 weeks of the resolution.

Option 4 – Remove all pilot trial treatments until the Corridor Study is completed and a preferred overall option is determined.

77. That is:

- (a) Remove all pilot trial infrastructure as quickly as possible, indicatively within 6-8 weeks of the resolution;
- (b) Continue with the Coppin Street Corridor Study (subject to 2025/26 budget approval) including concept development and design work, and conduct the next stage of community engagement; and,
- (c) Reconsider options for treatments at the Coppin Street at Swan Street and Bridge Road intersections as part of the broader corridor study.

Option 5 – Retain pilot trial treatments until the Corridor Study is completed and a preferred overall option is determined.

78. That is:

- (a) Retain the pilot trial infrastructure at both intersections;
- (b) Continue with the Coppin Street Corridor Study contingent on approval of the budget bid 25/26 for Stage 2 work - concept development and design work and to conduct the next stage of community engagement; and,
- (c) Reconsider options for treatments at the Coppin Street at Swan Street and Bridge Road intersections as part of the broader corridor study.

Community and stakeholder engagement

79. Community engagement was undertaken for both the intersection trials and the first stage of the broader NDC corridor study using specific methodologies that reflect the nature and requirements of each project. Details of the engagement are included within the body of the report.

Strategic Analysis

Alignment to Council Plan

Strategic Objective five - Transport and movement

- 5.1 Lead, promote and facilitate the transition to active transport modes for people living and working in Yarra, as well as people moving through Yarra
- 5.2 Advance the transition towards zero-carbon transport by 2030 throughout the municipality

- 5.4 Create a safe, well-connected and accessible local transport network including pedestrian and bike routes through Yarra

Climate emergency

80. Transport is the third largest and fastest-growing source of emissions in Yarra. In 2024, the vast majority of these emissions are generated by private cars. Yarra Transport Strategy 2022-32 and the Yarra Climate Emergency Plan 2024 all identify that mode shift away from private cars and towards sustainable modes of transport are essential for climate mitigation and adaptation.

Community and social implications

81. This project seeks to make Yarra's transport network more equitable, inclusive and accessible.

Economic development implications

82. Projects that make it easier and safer for people to ride by bicycle or scooter have consistently shown economic benefits. Improving the road environment and conditions for people riding bikes or scooters has ancillary benefits such as improved street amenity, increased natural observation, as well as direct benefits such as more customers visiting businesses nearby more often.

Human rights and gender equality implications

83. This project has been assessed under The Charter of Human Rights and Responsibilities Act 2006 and Gender Equality Act 2020 and no implications have been identified.
84. Mobility is a right under the Australian Human Rights Convention, Charter of Human Rights and Responsibilities Act 2006, and the United Nations Convention on the Rights of Persons with Disabilities under Article 9: Accessibility.

Finance and Resource Impacts and Interdependencies

85. All options are subject to budget allocations.

Legal and Legislative obligations

Conflict of interest disclosure

86. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

87. Risks are difficult to quantify and depend on the Council direction.
88. Returning the road to its pre-trial design will reduce safety for active transport users.
89. Similar decisions at other Councils have resulted in negative media coverage on some occasions.

Implementation Strategy

Timeline

90. These have been stated for each option and depend on the Council direction.

Communication

91. Decisions arising from this Council report will be publicly communicated.

Report attachments

1. 7.2.1 Attachment 1 - Coppin Street Richmond Road Safety Audit Safe System Solutions
2. 7.2.2 Attachment 2 - Coppin Street Socio- Economic Cost Benefit Analysis Report Decisio
3. 7.2.3 Attachment 4 - Building a safe and liveable Coppin Street Community Engagement Report Capire
4. 7.2.4 Attachment 5 Coppin Street Intersection Upgrades Pre Trial and Post Trial Condi
5. 7.2.5 Attachment 6 - Coppin Street Intersection Upgrades Pilot Trials Monitoring and Evaluation Report Yar





Information Page

Document control

Document type	Existing Conditions
Project title	Coppin Street Cycling Corridor Study Road Safety Audit
Report number	S20240463-REP-001-RSA Coppin St, Richmond

Revision history

Revision	Date	Description	Prepared by	Reviewed by	Approved by
A	04 October 2024	First issue	J Tovenati	N Louey	

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List of Abbreviations

AADT – Annual Average Daily Traffic

DTP – Department of Transport & Planning

RSA – Road Safety Audit

TGSI – Tactile Ground Surface Indicator

VRU – Vulnerable Road User (pedestrians and cyclists)

1. Introduction

Safe System Solutions Pty Ltd has been engaged by City of Yarra to undertake an Existing Conditions Road Safety Audit (herein referred to as either RSA or audit) for the Coppin Street Cycling Corridor Study.

The RSA has been prompted by City of Yarra commencing a Cycling Corridor Study of Coppin Street, between Highett Street and Barkly Avenue. The RSA will provide a comprehensive analysis of the existing conditions relating to motorists, cyclists and pedestrians. Safe System Solutions Pty Ltd understands the RSA will be utilised by City of Yarra to inform decision making on the future street design.

The location of the RSA is shown in Figure 1.

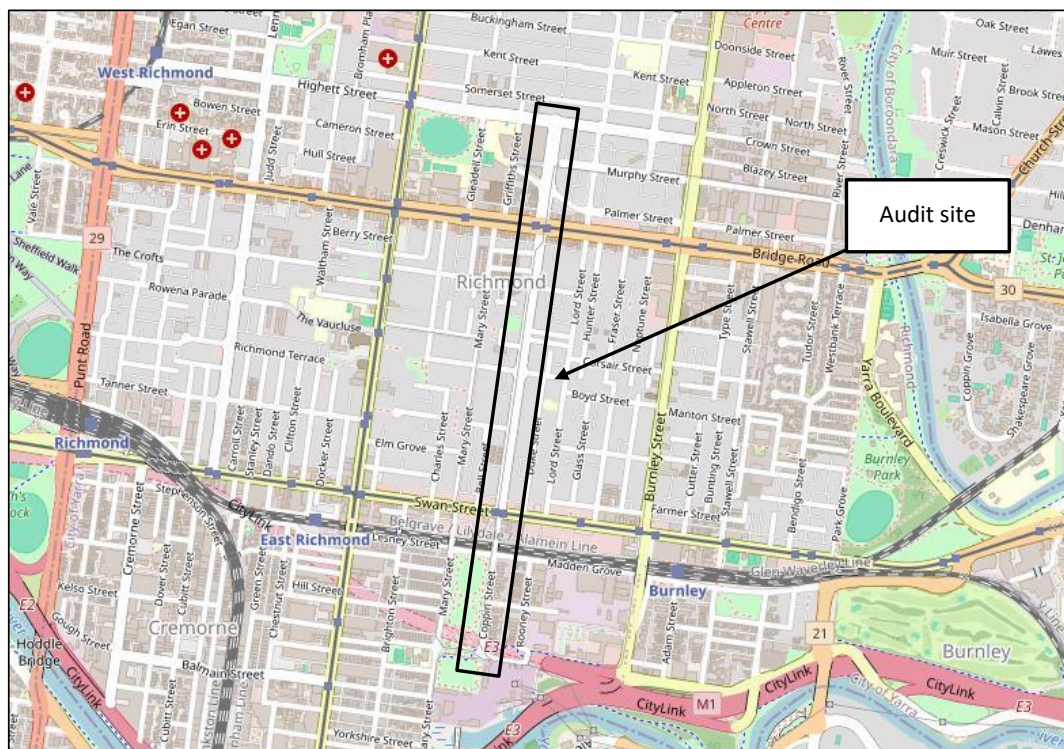


Figure 1: Locality plan (source: OpenStreetMap)

This report has been prepared by Safe System Solutions Pty Ltd for City of Yarra and may only be used and relied on by City of Yarra for the purposes of documenting the findings and recommendations of the completed RSA.



2. Guidance for RSA

RSA is a term used internationally to describe a recognised process which identifies road safety related risks and hazards. The primary objective of the RSA is to reduce road trauma at the RSA location. The Guide to Road Safety Part 6: Road Safety Audit (Austroads, 2022) is the primary guidance for undertaking RSAs in Australia and New Zealand.

An RSA is not a review or check of compliance with standards and/or guidelines for design projects or existing roads and it is possible that not every risk or hazard that affects road user safety has been identified.

Although the adoption of the audit recommendations will improve the level of safety of the audit location it will not, however, eliminate all the road user safety risks.

RSA is a formal process and responses to audit findings and recommendations should be documented by the client in writing. If recommendations are not accepted by the client then reasons should be included within the written response. A client is under no obligation to accept all the audit findings and recommendations and should consider these in conjunction with all other project considerations. It is not the role of the auditor to approve the client's response to an audit.

2.1 RSA within the Safe System

The RSA pre-dates the emergence of the Safe System approach. Within the Safe System, an RSA is relevant as it is recognised that full compliance with road standards alone may not result in a road system that eliminates fatal and serious injury road crashes.

The Guide to Road Safety Part 6: Road Safety Audit states:

Safe System principles must be given due consideration in all activities within the road safety management of a road network, including RSA.

In basic terms this is to be achieved during the RSA process by:

- *Identifying and considering key crash types that result in fatal and serious injury*
- *Relating possible crash forces to tolerable levels, regardless of the likelihood, when identifying and assessing risks/hazards*
- *Consideration of audit findings and mitigation measures by their alignment with the Safe System e.g. in terms of operating speed, impact angles etc.*

While RSAs are intended to identify risks and hazards associated with all crash types, increased focus is required to identify risks and hazards that may result in fatal and serious injury crashes. For this reason, sound knowledge in the Safe System is essential for all participants in the RSA process.

VicRoads Safe System Assessment Guidelines (2019) states that a Safe System assessment *must* be undertaken for any Victorian Government project greater than \$5M in value, is *desirable* for where the project value is greater than \$2M and *optional* for projects under \$2M. Where A Safe System Assessment is not undertaken, the project team should document how the project has considered Safe System alignment. Safe System assessments are most valuable when conducted during the early stages of a project.

2.2 The RSA process

The simplified process to undertake an RSA is shown by Figure 8.1 (Austroads, 2022), reproduced as Figure 2.



Figure 2: Simplified RSA process (source: Austroads, 2022)

3. Conducting the RSA

3.1 Supplied information

Table 1 lists the supplied information for the RSA.

Table 1: Supplied information

Name	Author / Assessor / Designer	Document Number
NA	NA	NA

3.2 Selection of the RSA team

It is a requirement in Victoria that audits are undertaken in teams of two or more, with at least one Senior Road Safety Auditor. Each auditor must be accredited and registered on VicRoads Register of Road Safety Auditors (www.vrsa.com.au). Table 2 provides details of the RSA team.

Table 2: RSA team

Name	Accreditation	Employer
Max McCardel	Senior Road Safety Auditor	Safe System Solutions Pty Ltd
Julian Tovenati	Road Safety Auditor	Safe System Solutions Pty Ltd

3.3 Existing conditions

The subject of this audit is the length of Coppin Street, Richmond between Highett Street and Barkly Avenue. The RSA has been prompted by City of Yarra commencing a Cycling Corridor Study of Coppin Street.

Richmond is an inner suburb of Melbourne, located approximately 3 km east of the CBD. Around the audit site, the area is classified as a General Residential Zone – Schedule 2, characterised by narrow local streets and medium density living. Commercial Zoning is located around the Swan Street intersection.

Coppin Street is a local road running in a north-south alignment, and can be separated into three sections. Between Barkly Avenue and Swan Street the road is two-lane, two-way, with on-road bicycle lanes separating the parking and traffic lanes. On-street parallel parking is time restricted, and there are several traffic calming devices (approach platforms and a raised intersection at Rose Street) that serve to reduce traffic speeds. Residential properties are located on the east side of the road, with the Barkly Gardens Parklands to the west. Pedestrians and cyclists are provided with numerous access points to the gardens, and have a priority crossing point at Rose Street. The posted speed limit is 40 km/h and the AADT is unknown.

Coppin Street intersects with Swan Street at a four-way signalised intersection. Swan Street is a major collector road, running in an east-west alignment and providing an alternative route for road users to access



the Melbourne CBD. At the audit site the Route 70 tram has stops to the east and west of Coppin Street. On the south and north side of the intersection cyclists are provided with a bicycle box to improve their visibility on the road. The posted speed limit is 60 km/h and the AADT is approximately 19,000 vehicles.

The middle section of Coppin Street between Swan Street and Bridge Road has a similar cross-section to the south section. The road is divided by numerous planter island to increase greenery in the area, and an on-road bicycle lane separates the parking and traffic lanes. The surrounding area is residential, and most intersecting side roads are one-way streets. Wall Street intersects the road at a four-leg roundabout. On-street parallel parking is time restricted, and speed humps are present along this length of Coppin Street to reduce operating speeds on the road and provide a safer environment for VRUs. The posted speed limit is 40 km/h and the AADT is approximately 6,100 vehicles.

Coppin Street intersects with Bridge Road at a four-way signalised intersection. Similarly to Swan Street, Bridge Road is a major collector road providing an alternative route for road users into the CBD. The Route 75 tram has stops to the east and west of Coppin Street. On the south side of the intersection cyclists are provided with a bicycle box to improve their visibility on the road. The posted speed limit is 60 km/h and the AADT is approximately 20,500 vehicles.

The northern section of Coppin Street between Bridge Road and Highett Street has a different cross section to the others. On-road bicycle lanes separate the parking and traffic lanes, however 90-degree parking is permitted in the middle of the road to divide opposing traffic. A four-leg peanut roundabout is located at Palmer Street, before Coppin Street intersects at a three-leg intersection with Highett Street. Sharrows are present on the road on the approaches to the roundabout. The posted speed limit is 40 km/h and the AADT is unknown.

According to DTPs Open Crash Data, there have been eight (8) crashes along the audit length in the 5-year period from 2019-2023. Three (3) of these crashes involved VRUs, resulting in two (2) serious and one (1) other injury. Two (2) of the crashes involved motorcyclists, resulting in one (1) serious and one (1) other injury. The location of these crashes is shown in Figure 3.

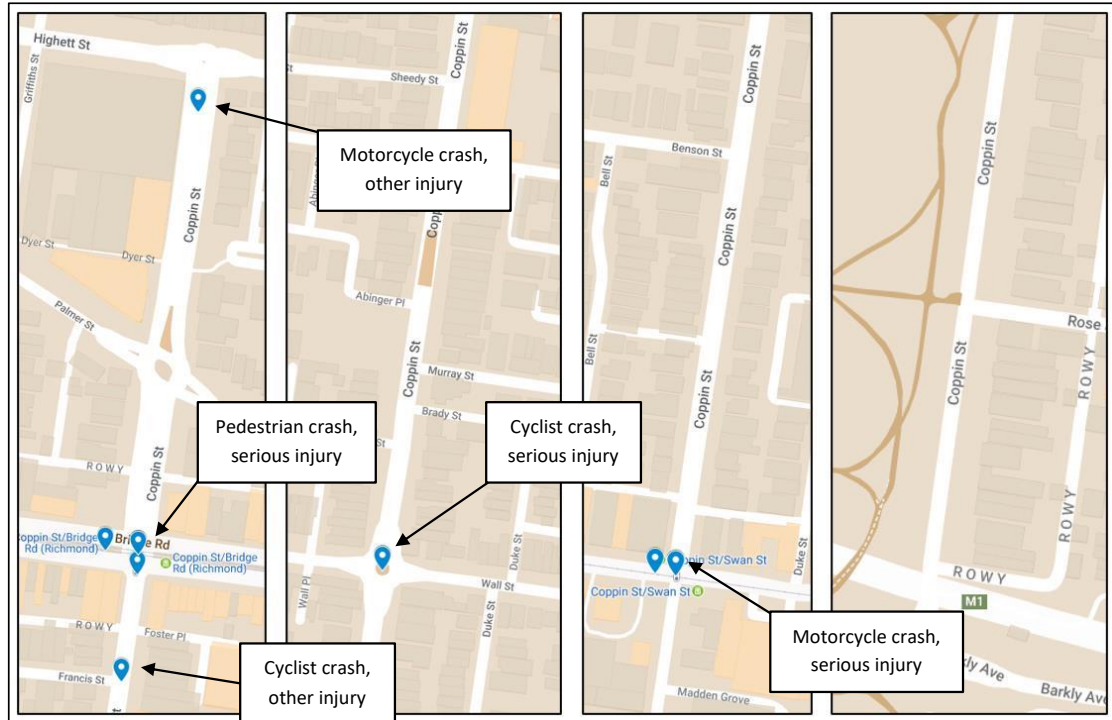


Figure 3: Crash map from Highett Street (left) to Barkly Avenue (right) (Source: DTP Open Crash Data)

3.4 Undertaking the RSA

3.4.1 Meetings and site inspection

Table 3 lists site inspections completed for the audit.

Table 3: Site inspections

Activity	Location	Date	Time
Day site inspection	Coppin Street Cycling Corridor Study	30 September 2024	2130
Night site inspection	Coppin Street Cycling Corridor Study	02 October 2024	1330

Photos taken during the site inspection are included as Appendix A.

3.4.2 Risk assessment

Risk and hazards identified by the audit have been assigned a risk rating based on the **likelihood** and **severity** of the crash type associated with the risk or hazard.

The Austroads risk assessment matrix (Figure 10.2, Austroads, 2022) is reproduced as Figure 4.

			Severity*				
			Insignificant	Minor	Moderate	Serious	Fatal
			Property damage	Minor first aid	Major first aid and/or presents to hospital (not admitted)	Admitted to hospital	Death within 30 days of the crash
Likelihood (includes exposure)	Almost Certain	One per quarter	Medium	High	High	Extreme (FSI)	Extreme (FSI)
	Likely	Quarter to 1-year	Medium	Medium	High	Extreme (FSI)	Extreme (FSI)
	Possible	1 to 3 Years	Low	Medium	High	High (FSI)	Extreme (FSI)
	Unlikely	3 to 7 Years	Negligible	Low	Medium	High (FSI)	Extreme (FSI)
	Rare	7 years+	Negligible	Negligible	Low	Medium (FSI)	High (FSI)

*see Severity Guidance Sheet

Safe System crash outcome threshold

Figure 4: Risk assessment matrix (source: Austroads, 2022)

Corresponding to the assessed level of risk, Austroads provides the priorities for mitigation:

- Negligible – no action required
- Low – should be corrected or the risk reduced if the treatment cost is low
- Medium – should be corrected or the risk significantly reduced, if the treatment cost is moderate, but not high
- High – should be corrected or the risk significantly reduced, even if the treatment cost is high
- Extreme – must be corrected regardless of cost

The risk matrix is intended to be used in conjunction with the severity guidance sheet (Figure 10.3, Austroads 2022), reproduced as Figure 5. The severity guidance sheet provides an indication of crash severity outcomes for a range of crash types and crash speeds. Professional engineering judgement is required to confirm the severity outcomes indicated by the guidance sheet, as research into Safe System tolerance speeds continues to evolve.

		Crash Speed (km/h)										
		< 10	10	20	30	40	50	60	70	80	90	100
Crash Type	Pedestrian (vs HV)											
	Cyclist (vs HV)											
	Motorcyclists (vs HV)											
	Pedestrian (vs car)											
	Cyclist (vs car)											
	Pole/Tree Impact (car)											
	Motorcyclists (vs car)											
	Side Impact (HV vs car)											
	Side Impact (car vs car)											
	Head On (HV vs car)											
	Head On (car vs car)											

General indication only – professional judgement required

Figure 5: Severity guidance sheet (source: Austroads, 2022)



3.4.3 Making recommendations

Recommendations are provided for all identified risks and hazards. Recommendations are categorised into one of the Safe System treatment categories described in Table 4.

Table 4: Safe System treatment categories (source: Austroads, 2018)

Treatment category	Description
Primary	Road planning, design and management considerations that practically eliminate the potential of fatal and serious injuries occurring in association with the foreseeable crash types.
Supporting (step towards)	Road planning, design and management considerations that improve the overall level of safety associated with foreseeable crash types, but not expected to virtually eliminate the potential of fatal and serious injury occurring. Improves the ability for a Primary Treatment to be implemented in the future.
Supporting	Road planning, design and management considerations that improve the overall level of safety associated with foreseeable crash types, but not expected to virtually eliminate the potential of fatal and serious injury occurring. Does not change the ability for a Primary Treatment to be implemented in the future.
Non-Safe System Other Elements	Road planning, design and management considerations that are not expected to achieve an overall improvement in the level of safety associated with foreseeable crash types occurring. Reduces the ability for a primary treatment to be implemented in the future.



4. RSA findings and recommendations

A table containing audit findings and recommendations table is included as Appendix B.

4.1 Overarching comments

The auditors note that, generally, Coppin Street has good cycling infrastructure for the majority of its length. The findings and recommendations listed in Appendix B, therefore, aim to improve the existing infrastructure and experience for cyclists, as well as highlighting areas where more extensive works can be completed to improve the safety for cyclists, and all road users.



5. Conclusion

This RSA has been conducted in accordance with the Guide to Road Safety Part 6: Road Safety Audit (Austroads, 2022).

The findings and recommendations of the RSA are provided for consideration and response by the client.

Auditors:

A handwritten signature in black ink, appearing to read "C Deady".

Catherine Deady
Senior Road Safety Auditor

04 October 2024

A handwritten signature in blue ink, appearing to read "Julian Tovenati".

Julian Tovenati
Road Safety Auditor

04 October 2024

A handwritten signature in blue ink, appearing to read "Nathan Louey".

Nathan Louey
Road Safety Auditor

04 October 2024



Appendix A: Site photos



Photo 1: Coppin Street viewed from Barkly Avenue roundabout, facing north.



Photo 2: Northbound approach to Rose Street raised intersection, facing north.



Photo 3: Temporary protected bicycle lane, north of Swan Street intersection, facing north.



Photo 4: Typical cross section of Coppin Street, noting the parking, bicycle and traffic lane configuration, south of Benson Street, facing north.



Photo 5: View from Abinger Street, facing south.

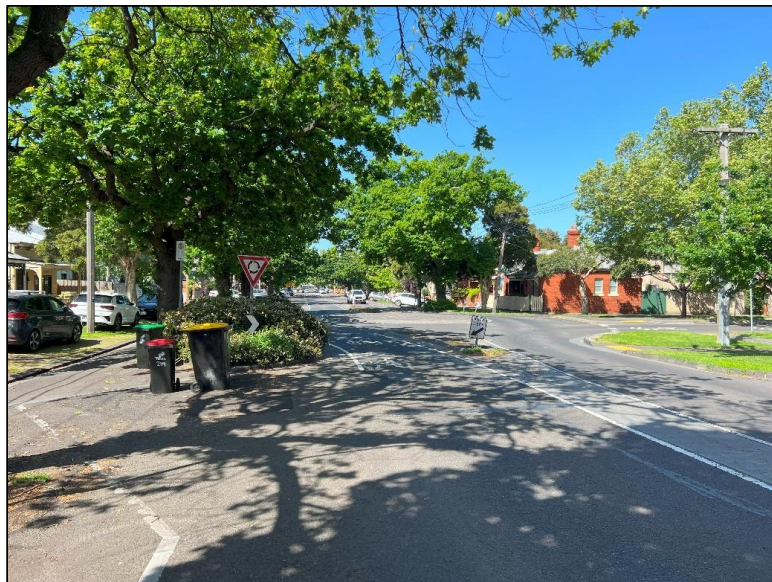


Photo 6: Eastbound approach on Highett Street to Coppin Street roundabout.

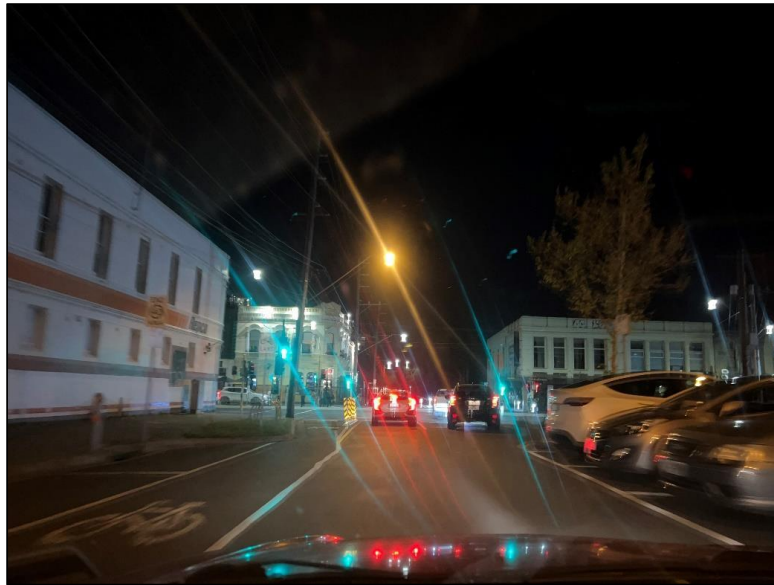


Photo 7: Southbound approach to Bridge Road intersection, night.



Photo 8: Southbound approach to Barkly Avenue roundabout, night.



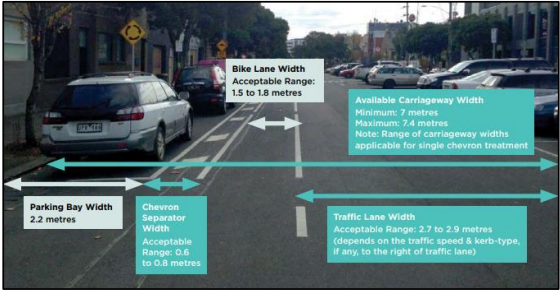


Appendix B: RSA findings and recommendations

The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report




Audit findings and recommendations

Audit Findings	Risk Assessment			Recommendations	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>1. For the length of Coppin Street the traffic, bicycle and parking lanes are divided as shown below. There is no buffer zone between the bicycle lane and the traffic or parking lanes. The auditors are concerned that cyclists are exposed to a dooring risk from parked vehicles, and may veer into the traffic lane to navigate around an open door. This increases the likelihood for vehicle-cyclist and dooring crash types. Given the likely speed of vehicles, crashes would be greater than Safe System tolerances for these crash types (30 km/h).</p>  <p>From kerb to dividing median there is a parking lane, bicycle lane, and then traffic lane.</p>  <p>Typical cross section of Coppin Street.</p>	Unlikely	Serious	HIGH (FSI) Safe System energy exceeds tolerable levels (important)	<p>Consider developing a Copenhagen style bicycle lane, swapping the parking and bicycle lane to protect cyclists from moving vehicle traffic. (P)</p> <p>Consider developing a buffer zone between the traffic and bicycle lane to provide greater distance between cyclists and moving vehicles. (S)</p> <p>Consider developing a buffer zone between the parking and bicycle lane to provide greater distance between cyclists and parked vehicles to reduce the dooring risk. (S)</p> <p>Refer to the City of Melbourne’s Bike Lane Design Guidelines, which suggest a buffer zone width between 0.6 – 0.8 m.</p> 		



The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report



Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<div>2. At the Rose Street raised intersection, the northbound bicycle lane is comprised of a bluestone kerb and brick surface. The auditors are concerned that the bluestone kerb creates a destabilising risk for cyclists, forcing them to veer into the traffic lane to avoid the hazard and be exposed to vehicle traffic. Given the raised profile and zebra crossing at the intersection, impact speeds would likely be below Safe System threshold for cyclist crashes (30 km/h).</div> <div></div>	Unlikely	Minor	LOW Safe System energy within tolerable levels	At the Rose Street intersection, and other locations where bluestone kerbing intrudes on the bicycle lane, consider removing the bluestone and installing concrete kerbing. (S)		





The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>3. Along the length of Coppin Street there are sections of uneven pavement within both the traffic and bicycle lanes. The undulating surface creates a destabilising risk for cyclists, and may be uncomfortable for motorists to navigate across. Additionally, between Swan Street and Bridge Road trees planted within the median are uprooting the road surface, further contributing to this issue.</p>  <p>Uneven pavement south of Abinger Street</p>  <p>Uprooting of the pavement south of Benson Street.</p>	Unlikely	Minor	LOW Safe System energy within tolerable levels	<p>Consider resurfacing the pavement at these locations. (P)</p> <p>Consider measures to reduce the uplifting of the pavement surface at the planted median trees. The auditors acknowledge that the removal of these trees would impact on the streetscape and may not be feasible. (S)</p>		


The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report



Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>4. There are several kerb ramps and crossing points on Coppin Street where the ramp does not lead to a footpath connection. The auditors are concerned that elderly pedestrians, users with a mobility impairment and cyclists will have difficulty crossing at these locations as they will need to navigate over the kerb or walk / ride on the road to the nearest kerb ramp, increasing their exposure to vehicle traffic.</p>  <p><i>Crossing at the Rose Street intersection.</i></p>  <p><i>Crossing north of Palmer Street.</i></p>	Unlikely	Moderate	MEDIUM Safe System energy within tolerable levels	<p>Consider installing kerb ramps opposite the ‘dead-end’ crossings to create a footpath connection. (S)</p> <p>Consider removing the crossing points to encourage footpath users to utilise existing complete crossings. (P)</p>		





The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>5. The bicycle lane on both sides of Coppin Street narrows to approximately 1.0 m south of Madden Grove. The auditors are concerned that the narrowed bike lanes reduce the distance between cyclists and moving vehicles, increasing the likelihood for crashes between them. The Cycling Aspects of Austroads Guides and AGRD Part 6A specify that sufficient space should be provided for cyclists to allow for sideways motion within the bicycle lane due to exertion, wind, surface variations and sudden shock reactions. Given the likely speed of vehicles, crashes would occur below Safe System tolerances (30 km/h).</p> 	Unlikely	Minor	LOW Safe System energy within tolerable levels	<p>Consider widening Coppin Street (reducing the width of kerb outstands) to provide sufficient space for cyclists. (S)</p> <p>Consider placing sharrow line markings to encourage cyclists and motorists to share the road. (S)</p>		

Narrowing of bicycle lane on approach to Madden Grove, northbound.





The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<div>6. There is a crossing of Coppin Street north of Madden Grove. The kerb ramps for this crossing have a steep grade, creating a tripping hazard. The auditors are concerned that elderly pedestrians or users with a mobility impairment will have difficulty utilising this crossing point.</div> <div></div>	Rare	Minor	NEGLIGIBLE Safe System energy within tolerable levels	Consider re-grading the kerb ramps to ensure it is DDA compliant. (S)		





The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>7. Between Swant Street and Bridge Road there are planted mature trees within the median. The auditors are concerned that they present a head-on crash risk for vehicles. Given the configuration of the traffic, bicycle and parking lanes, vehicles may need to drive near the centre of the road to navigate around a cyclist, increasing the likelihood of head-on collisions with the trees. Additionally, the trees are not delineated with hazard or retro-reflective markers, resulting in poor visibility at night. Given likely speeds of vehicles, crashes would occur within Safe System tolerances for head-on crash types (50 km/h).</p> <div></div>	Rare	Moderate	LOW Safe System energy within tolerable levels	<p>Consider delineating the trees with hazard or retro-reflective markers to provide easier recognition for motorists. (S)</p> <p>Consider installing kerb and channel surrounding the planted trees to increase delineation. (S)</p>		



The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>8. Coppin Street intersects with several local roads at T-intersections, where sightlines are poor for vehicles exiting the minor road. The intersections include Abinger Street, Francis Street and Brady Street. Sightlines are impacted by vegetation within the nature strip as well as parked vehicles close to the intersection. The auditors are concerned that vehicles exiting these local roads will fail to recognise an approaching vehicle on Coppin Street and proceed through the intersection, increasing the likelihood for intersection crashes. Given likely vehicle speeds, crashes would occur within Safe System tolerances for this crash type (50 km/h).</p>  <p>Sightlines from Abinger Street, southbound (above) and northbound (below).</p> 	Possible	Serious	HIGH (FSI) Safe System energy exceeds tolerable levels (important)	Consider banning parking bays closest to the intersection to open sightlines from the minor roads. (S) Consider trimming vegetation, where required, to open sightlines from the minor roads. (S)		

The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report



Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<div>(Cont. Finding 8)</div> <div></div>						


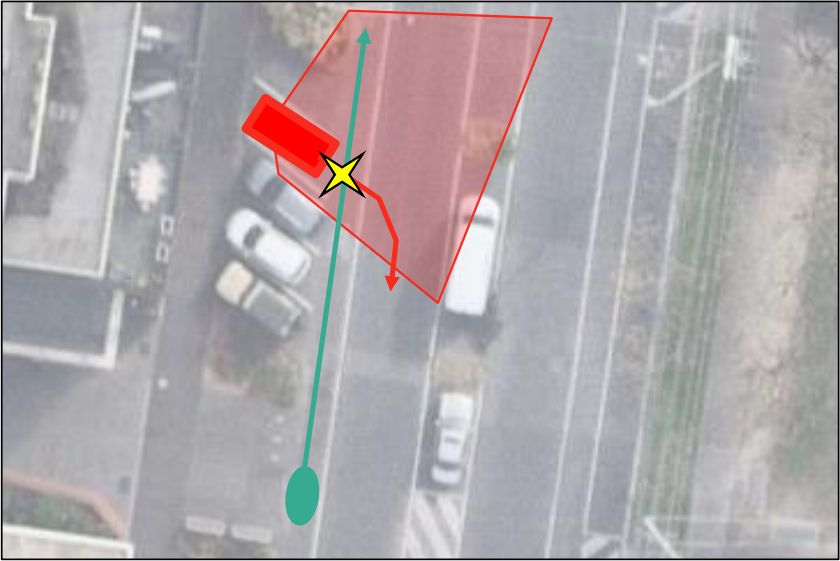
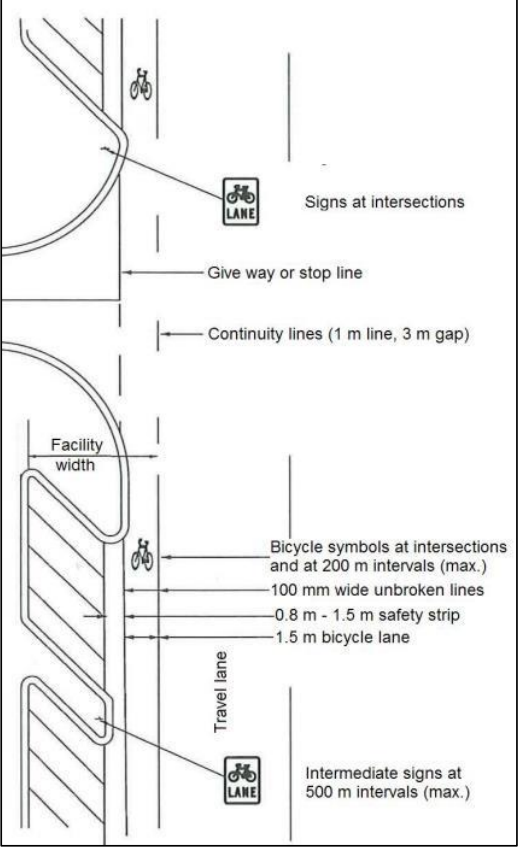


The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>9. The auditors observed a lack of horizontal deflection for vehicles travelling north-west (red line) through the Palmer Street roundabout. This results in vehicles not slowing down when driving through the intersection. The auditors are concerned that vehicles will fail to slow for crossing pedestrians or cyclists within the roundabout (due to the presence of sharrows), increasing the likelihood for crashes with VRUs. Given the speeds vehicle can manoeuvre through the roundabout, crashes can occur at speeds greater than Safe System tolerance for VRU crashes (30 km/h).</p> 	Rare	Serious	HIGH (FSI) Safe System energy exceeds tolerable levels (important)	<p>Consider re-developing the roundabout to ensure vehicles have adequate horizontal deflection and are slowed when driving through (see green line). (P)</p> <p>Consider installing speed cushions on approach to the roundabout to slow down vehicles, per AGTM Part 8. (S)</p>		




The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report



Audit Findings	Risk Assessment			Recommendations	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>10. Between Palmer Street and Highett Street there is angled parking on the west side of the road. Motorists will have poor sightlines to approaching cyclists, as their vision will be obscured by other parked cars. This increases the risk for collisions between a reversing vehicle and cyclist.</p>  	Possible	Minor	MEDIUM Safe System energy within tolerable levels	<p>Consider providing a buffer zone between the angled parking bays and bicycle lane to allow for greater space between cyclists and reversing vehicles. (S)</p> <p>Refer to Figure 4.7 of the Cycling Aspects of Austroads Guides for a general configuration of angled parking and bicycle lanes.</p> 		






The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
11. There is a lack of centreline marking in several sections of Coppin Street, increasing the potential for vehicles to stray into the opposing traffic lane.	Unlikely	Moderate	MEDIUM Safe System energy within tolerable levels	Consider installing centreline marking throughout Coppin Street. (S)		
12. There is a wide median opening on Coppin Street north of the intersection with Bridge Road, introducing the potential for collisions from vehicles attempting manoeuvres in close proximity to the signalised intersection. 	Unlikely	Minor	LOW Safe System energy within tolerable levels	Consider installing a physical median to close this opening. (S)		
13. There are median cut-outs for cyclists to cross the median at the intersection with Madden Grove which does not appear to have adequate space to allow cyclists to store safely outside the traffic lane. 	Unlikely	Moderate	MEDIUM Safe System energy within tolerable levels	Consider extending the cut-out to allow cyclists to store safely outside of the traffic lane, as shown in Blyth Street, Brunswick East below. (S) 		




The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>14. Between Barkly Avenue and Swan Street there are several worn, faded or damaged signs. It is also noted that the raised intersection sign is non-standard.</p>  <p><i>Worn signs at the Rose Street intersection.</i></p>  <p><i>Graffitied sign at the Rose Street intersection.</i></p>	NA	NA	TO NOTE	Replace the damaged signs in accordance with RDN 03-07. 		

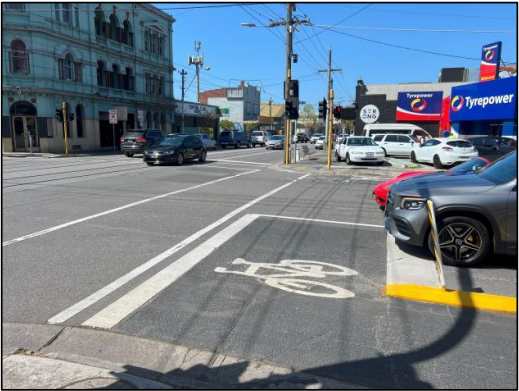



The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<div>15. There are several locations along Coppin Street where the pavement markings – for both the traffic and bicycle lanes – is faded.</div> <div></div> <div>Faded sharrow at Wall Street roundabout.</div>	NA	NA	TO NOTE	Re-instate faded pavement marking.		



The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report



Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>16. There are bicycle storage boxes at the Swan Street and Bridge Road intersection. The auditors note that these lack green conflict paint. The Cycling Aspects of Austroads Guides describe that bicycle lanes may be enhanced by using green coloured pavement surfaces in order to provide easier recognition by motorists and to improve compliance.</p> <div> <i>Bicycle boxes at Swan Street (above) and Bridge Road (below).</i> </div>	NA	NA	TO NOTE	Paint the bicycle boxes with green conflict paint to enhance recognition by motorists.		



The Findings and Recommendations Table must be read in conjunction with the Road Safety Audit report

Audit Findings	Risk Assessment			Recommendations P – Primary ST – Step Towards S – Supporting N – Non-Safe System	Responsible Officer	
	Likelihood	Severity	Level of Risk		Accept Yes/No	Comments
<p>17. There are temporary on-road bicycle facilities at the Swan Street intersection, indicated by yellow pavement marking.</p> 	NA	NA	TO NOTE	If adopted as a permanent bicycle facility, re-instate the bicycle lanes with white pavement marking.		
<p>18. South of Benson Street a combination sign pole is obscured by trees for vehicles approaching a speed hump.</p> 	NA	NA	TO NOTE	Ensure that signs along Coppin Street are not obscured by trees / vegetation and visible to all road users.		
<p>19. There is a lack of TGSIs throughout several pedestrian crossings along Coppin Street, increasing the difficulty for pedestrians with vision impairments to cross.</p>	NA	NA	TO NOTE	Consider installing TGSIs at pedestrian crossings in accordance with AS1428. (S)		

The Socio-Economic Benefits of Cycling on Coppin Street

City of Yarra
Melbourne



DECISIO

Title
The Socio-Economic Benefits of Cycling on Coppin Street City of Yarra - Melbourne
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Date
26.02.2025
Document Version
1.1 (final version)
Client
City of Yarra, Melbourne (AU)



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Socio-Economic Benefits	27
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Introduction

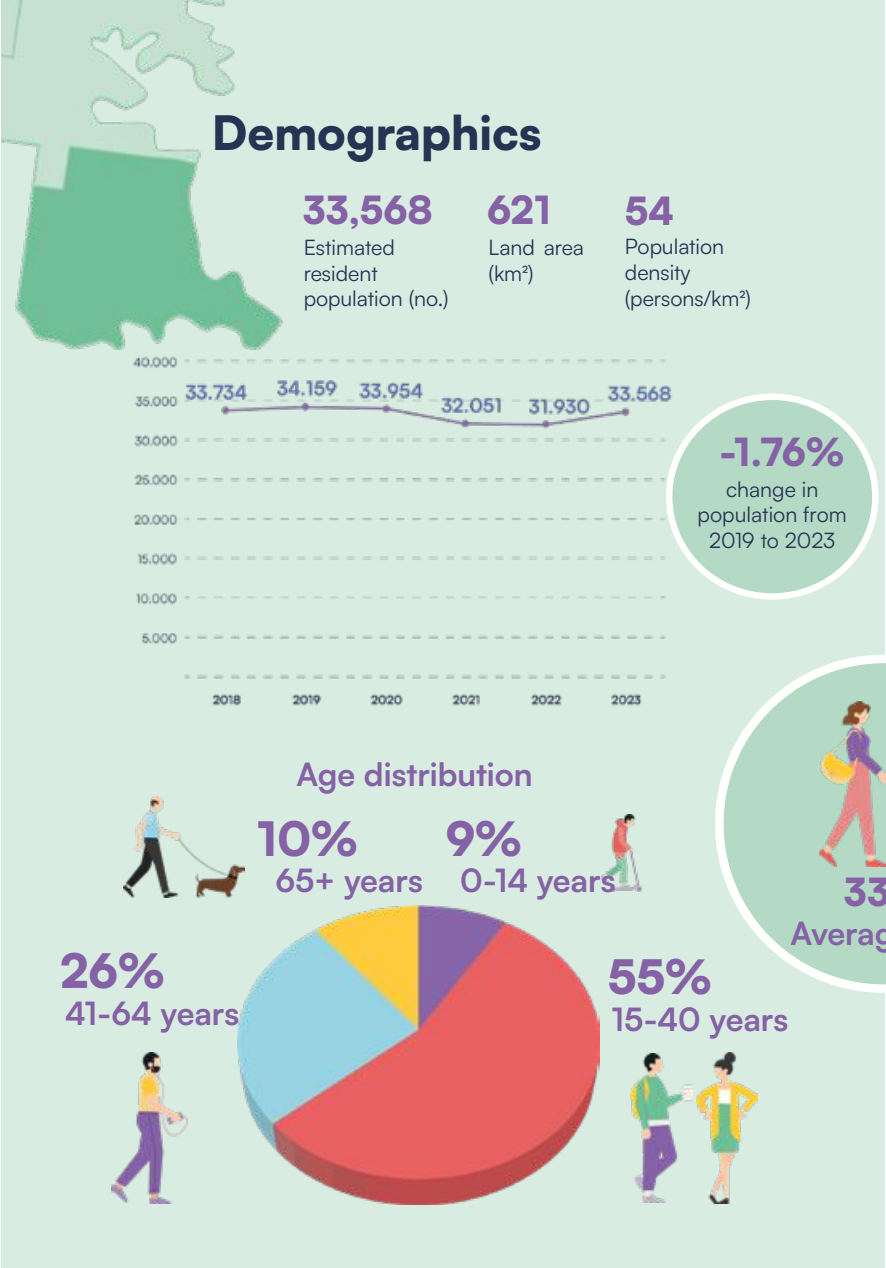
As travel patterns return to pre-pandemic levels, cities face the challenge of balancing mobility needs with sustainability and human-centred urban spaces. In this context, cycling emerges as a sustainable, cost-effective and inclusive mode of transport that enhances accessibility while contributing to the creation of more liveable urban environments.

This document, commissioned by the City of Yarra and prepared by Decisio, an Italian-Dutch consulting firm specializing in urban planning, cycling infrastructure design and socio-economic evaluations, presents an analysis of the socio-economic benefits of the proposed cycling infrastructure expansion on Coppin Street in Richmond. The analysis quantifies the economic impact of some of the social benefits created by the project, particularly in terms of future reductions in social costs, providing a valuable tool for informed decision-making by both local authorities and the community.

The report is structured into three main sections:

- **Chapter 1** provides an overview of Richmond’s socio-economic context and key trends shaping the area, covering demographics, the economy, the situation about employment and the housing market, and information about physical activity and public health.
- **Chapter 2** focuses on Coppin Street and its surroundings, detailing land use, key destinations, and social gathering points, as well as an analysis of road crashes and traffic patterns, which are essential for the benefit assessment.
- **Chapters 3 and 4** outline the methodology and findings of the benefit analysis. Chapter 3 details the approach and development of different future benefit scenarios (low, medium, and high impact), while Chapter 4 presents the monetary benefits, emphasizing the potential socio-economic impact of the project on Coppin Street.

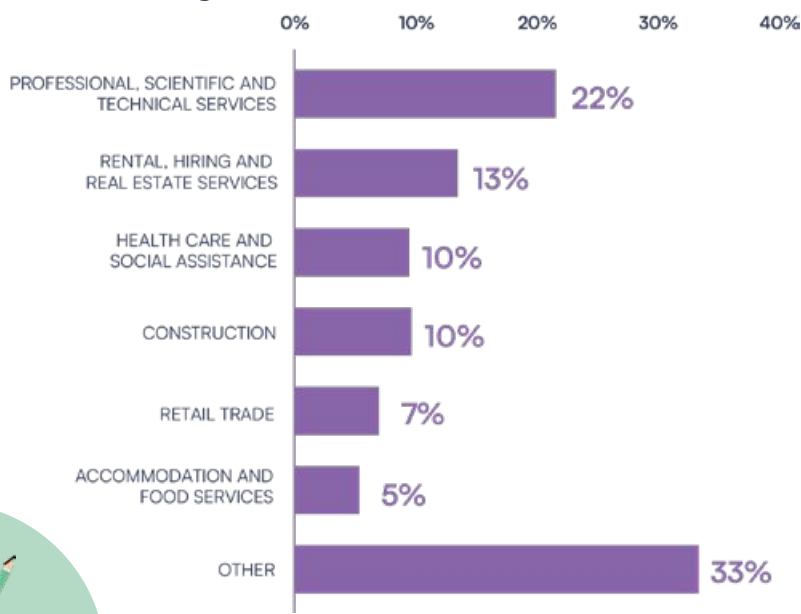




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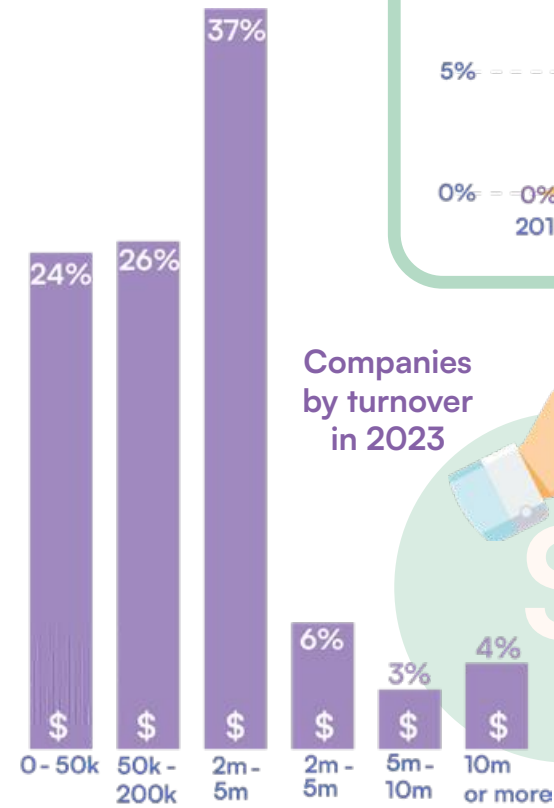
Economy

Number of companies by sector

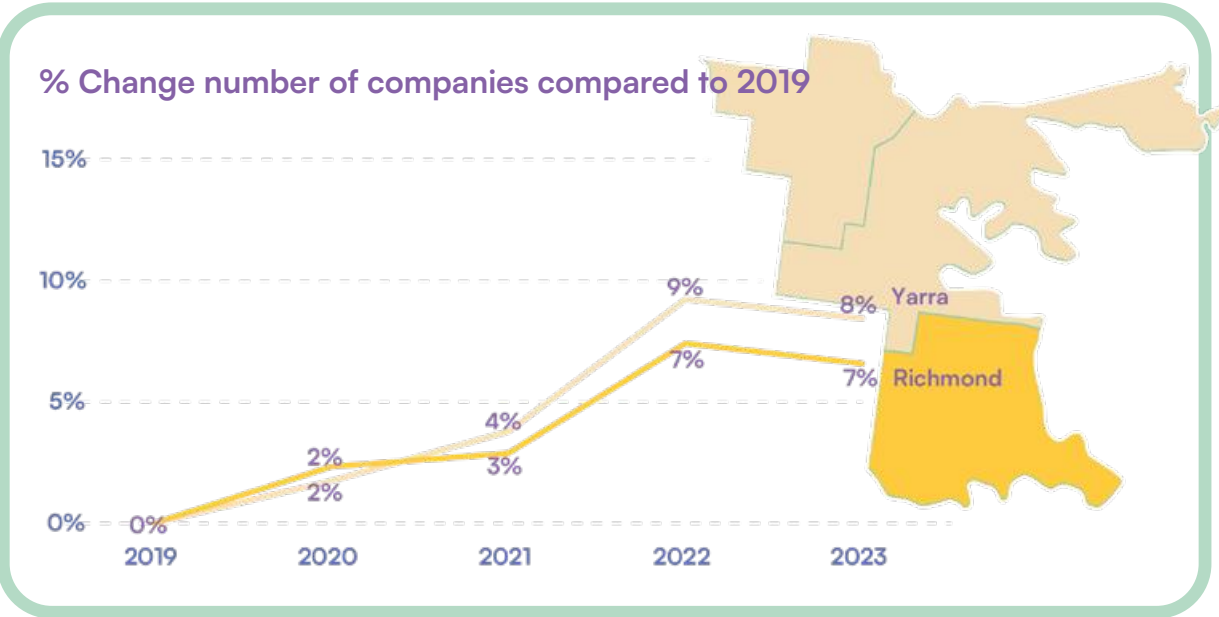


The resident population in the Richmond area is estimated to be 33,568 inhabitants in 2023, with a density of 54 people per km² and a demographic decline of -1.76% with respect to 2019. The average age is 33.7 years, and the distribution of the population by age groups shows that the majority, represented by 55%, is between 15 and 40 years old.

In regards to economic activities, the Richmond area is mainly oriented towards the services sector, showing a participation of 22% in the "Professional, scientific and technical services" sector, followed by "Rentals, hiring and real estate services" (13%) and "Health care and social assistance" (10%). 33% of the activities fall into "Other sectors".



Companies by turnover in 2023



The first graph (top right) compares the percentage change in the number of companies in the Yarra and Richmond districts from 2019 to 2023. A steady increase can be seen in active businesses in the area, with a particularly notable growth in 2022 and 2023 for both Richmond and Yarra.

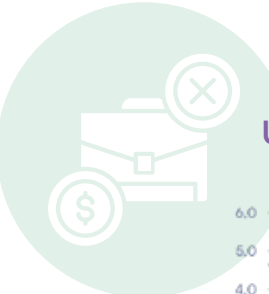
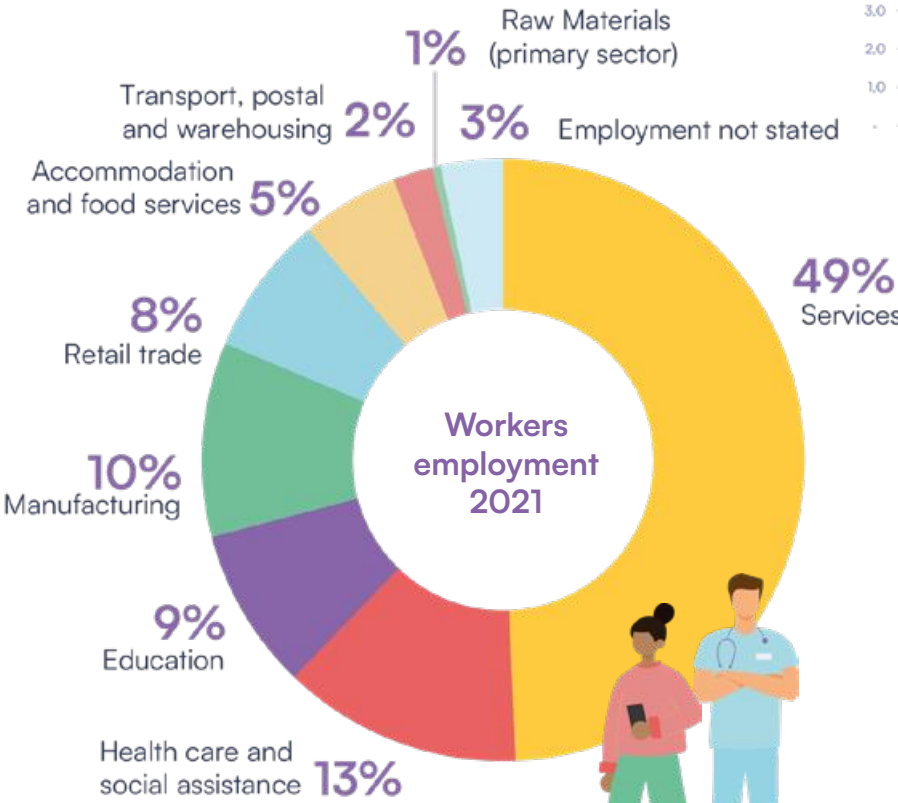
The second graph (bottom left) represents the distribution of companies by turnover in 2023. The majority of companies are small businesses, with 50% of the total reporting a yearly turnover of less than \$200,000.

Both Yarra and Richmond in particular, therefore, show positive and strong economic growth, with an increase in the number of active companies and a predominance of small businesses in terms of turnover.

6



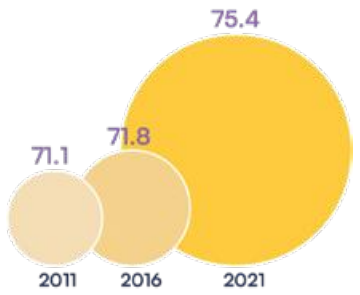
Employment



Unemployment rate (%)



Labour force participation rate (%)



Considering the unemployment rate (%) between 2011 and 2021, an initial increase from 4.3% in 2011 to 4.8% in 2016 is noted, followed by a decrease to 3.4% in 2021, indicating a significant improvement.

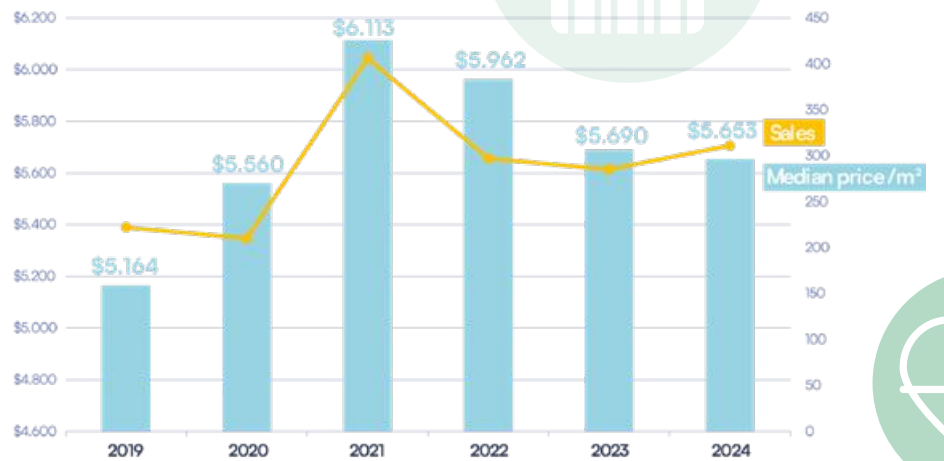
In addition, the labour force participation rate (which is the ratio between the total labour force divided by the total working-age population) in the same years increased from 71.1% in 2011 to 75.4% in 2021, indicating a greater inclusion of the population in the labour market.

This leads to more stable employment, due to the decrease in the unemployment rate with a simultaneous increase in the participation rate.



Housing market

SOLD HOUSES TREND IN RICHMOND

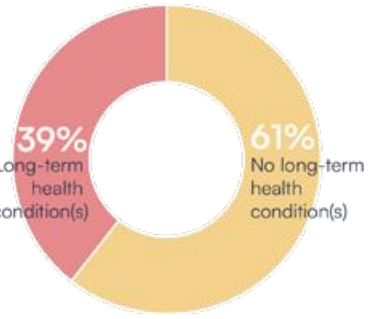


Realestate.com.au
Australian Bureau of Statistics (ABS)

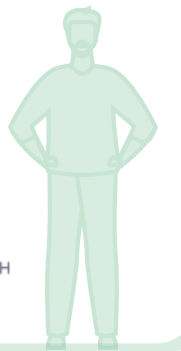
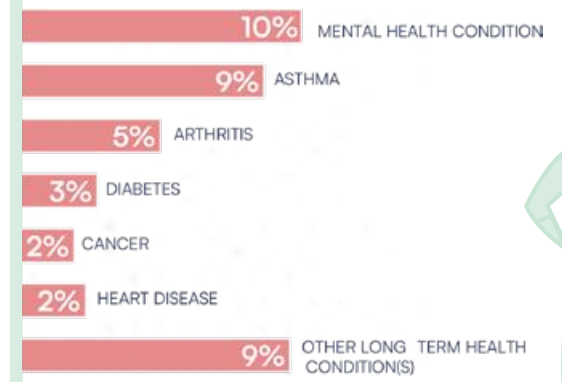
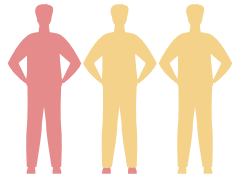
The Richmond housing market experienced a peak in both price per square meter and the number of sales in 2021. Following this high point, a downward trend emerged, with both property values and transaction volumes declining. However, in 2024, a slight rebound in sales has been observed, suggesting a possible shift in market dynamics despite the overall decrease in price per square meter.

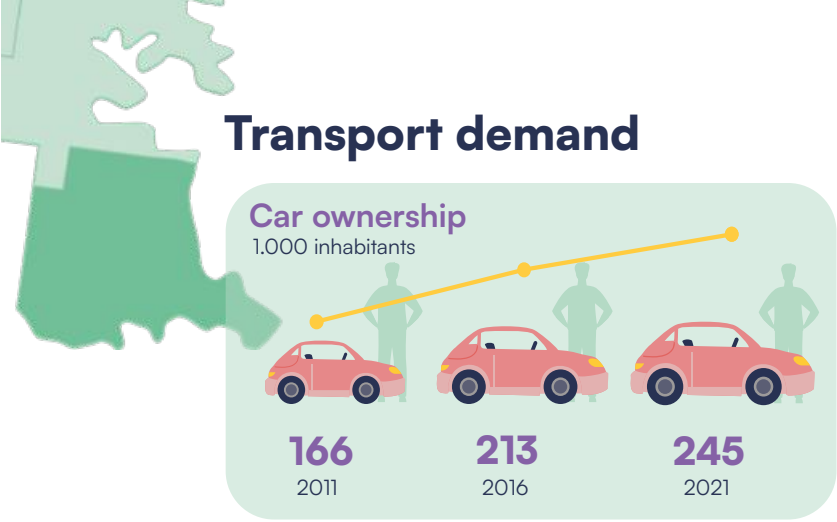
It terms of public health, nearly 40% of the population in the area suffers from chronic diseases, including mental health conditions, asthma, and arthritis.

Health



More than one in three have chronic diseases.





The analysis of mobility demand in Richmond highlights two key aspects: the motorization rate trend and the modal split for commuting related to work and study. Between 2011 and 2021, the motorization rate increased significantly, with a 47% rise in the number of vehicles per 1,000 inhabitants over ten years. This growth trend aligns with regional and national patterns. Regarding the modal split, the focus is solely on systematic commuting. The 2016 data was selected as it is the most recent dataset unaffected by the COVID-19 pandemic, which led to a significant rise in remote work and a decline in commuting. According to the Urban Mobility Trends Report 2024, work-related travel patterns are shifting away from pandemic trends. In Australia, employees now commute an average of 3.9 days per week, with expectations of increased workplace attendance in the future.

Modal split in Richmond in 2016 (work and education trips) (ABS)



The Urban Mobility Trends Report 2024 highlights

Workplace commute frequency
Australians now commute 3.9 days per week, up from the pandemic period. 15% expect to commute more next year due to employer requirements.

Mode and cost of transport
61% use private vehicles for commuting. Fuel is the second highest household expense, yet 71% rarely consider fuel prices in daily travel decisions.

Traffic congestion
70% of Australians are concerned about congestion, and 80% fear it will worsen in the next decade, especially in Melbourne.

At a glance

The Richmond area is characterized by a relatively young population, with 55% of residents aged between 15 and 40.

This demographic is generally more inclined toward sustainable mobility options.

The number of businesses in the area has increased by 7% since 2019, potentially attracting more people and leading to increased travel demand across various modes of transportation.

The local economy appears to be expanding, as indicated by a low unemployment rate of 3.4% and a rising labour force participation rate.

Following the pandemic, commuting patterns have shifted, with a 45% decrease in the number of people working from home compared to 2021. However, concerns about road congestion remain high, with many residents fearing it will worsen over the next decade.

Additionally, the recovery of the housing market in recent years suggests the arrival of new families, young professionals, and students who are more likely to adopt a dynamic and active lifestyle.

This highlights the importance of promoting cycling and public transport alternatives to alleviate congestion and improve accessibility.

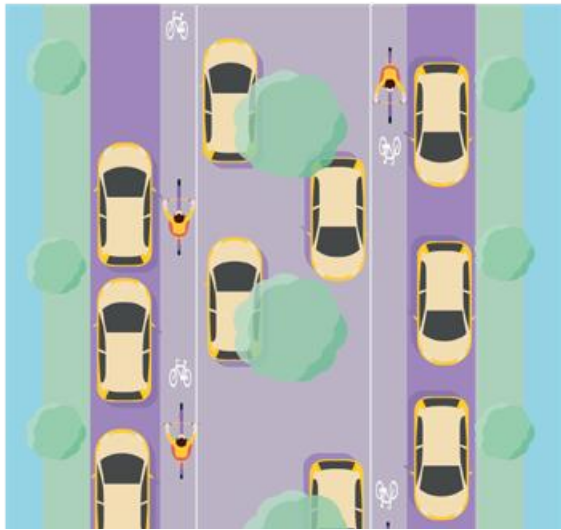
Public health considerations should not be overlooked, as 40% of the population suffers from a chronic disease. Encouraging active travel, such as cycling, can contribute to better health outcomes while also supporting broader environmental and social benefits.





Coppin Street is a residential street with designated parking lanes on both sides. Lined with trees along the edges and in the centre, it provides ample shade and a welcoming streetscape. As part of the VicRoads Principal Bicycle Network, Coppin Street has significant potential to function as a north-south bicycle boulevard.

However, the existing narrow bike lane is positioned within the dooring zone of parked cars, creating safety risks for cyclists. Additionally, the street currently lacks sufficient protective infrastructure to ensure safe and comfortable cycling conditions.

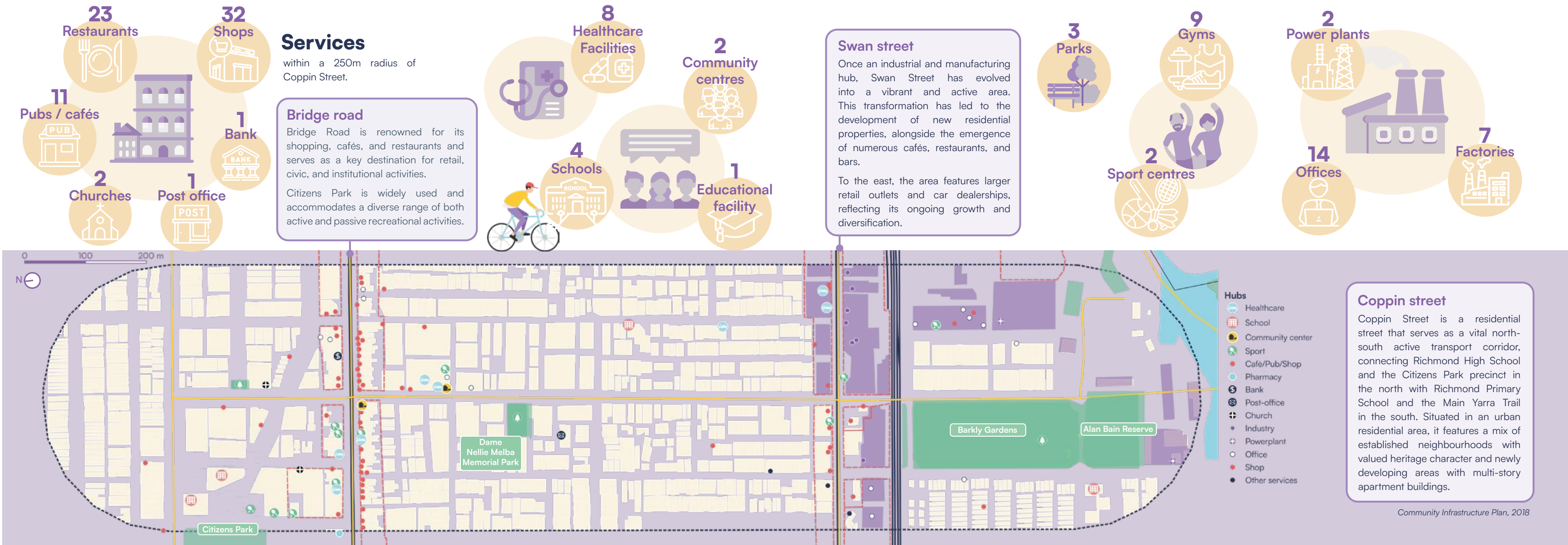


Coppin Street by Public Transport

Coppin Street is a well-connected area with an extensive public transport network, including trams, buses, trains, and cycling and pedestrian links. Tram services operate along Swan Street, Bridge Road, and Church Street, while buses run along Punt Road, providing additional connectivity. The area also benefits from an extensive road network and access to the Main Yarra Trail, a key route for cyclists and pedestrians.

Coppin Street is also served by four train stations (< 15 minutes by PT) - Richmond Station, East Richmond Station, and Burnley Station - all located along Swan Street and West Richmond along Highett Street. The Richmond Station, situated in the southwest of the neighbourhood, serves as a major transport hub, while East Richmond and Burnley are all within walking distance, enhancing accessibility across the area.







Road crashes in Richmond area

COMPARISON TOTAL & BICYCLE CRASHES

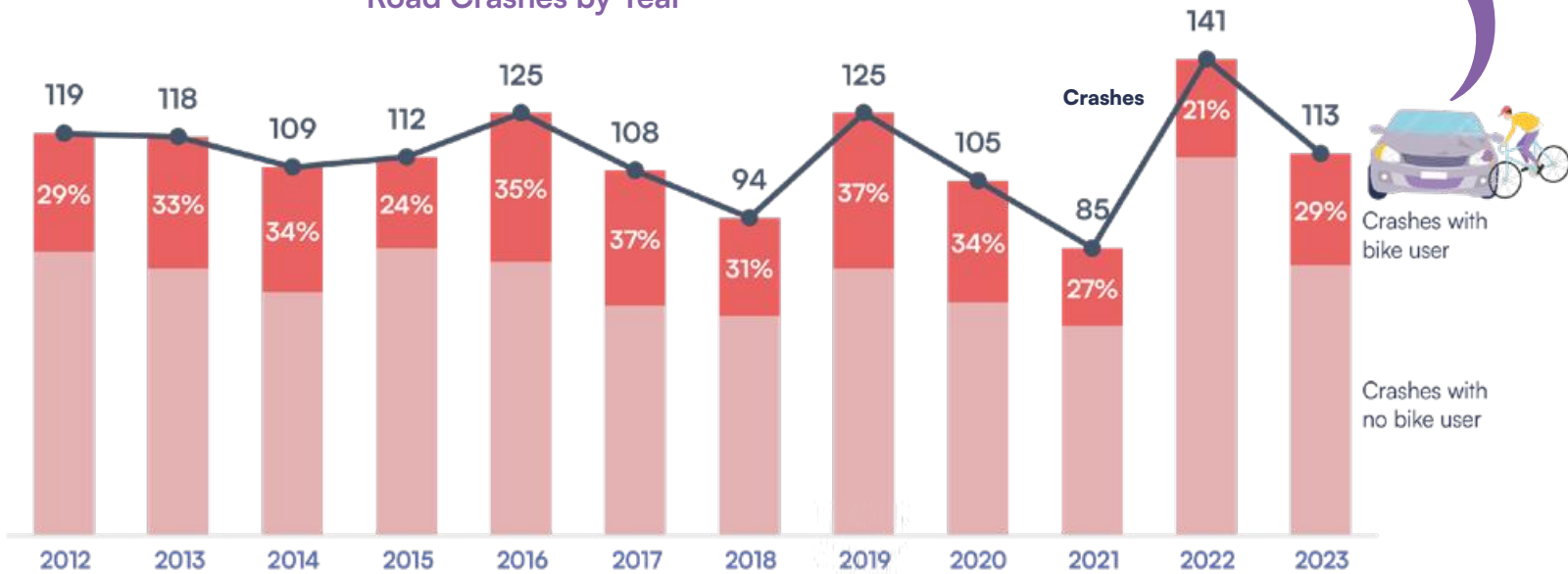
In this section road crashes are analysed using data from the Transport Victoria Open Data Portal, specifically focusing on crashes that occurred in the Richmond area and in the vicinity of Coppin Street between 2012 and 2023.

On average in that period approximately 110 total crashes per year occurred in the Richmond area, or about 1.5 total crashes per week. When considering only the crashes involving cyclists, there has been a decrease in the last two years following the pandemic, compared to the years before 2020. However, in the most recent years still about one in three crashes involved a cyclist.

In the last year, about 1 in 3 crashes involved a bicycle user.



Road Crashes by Year



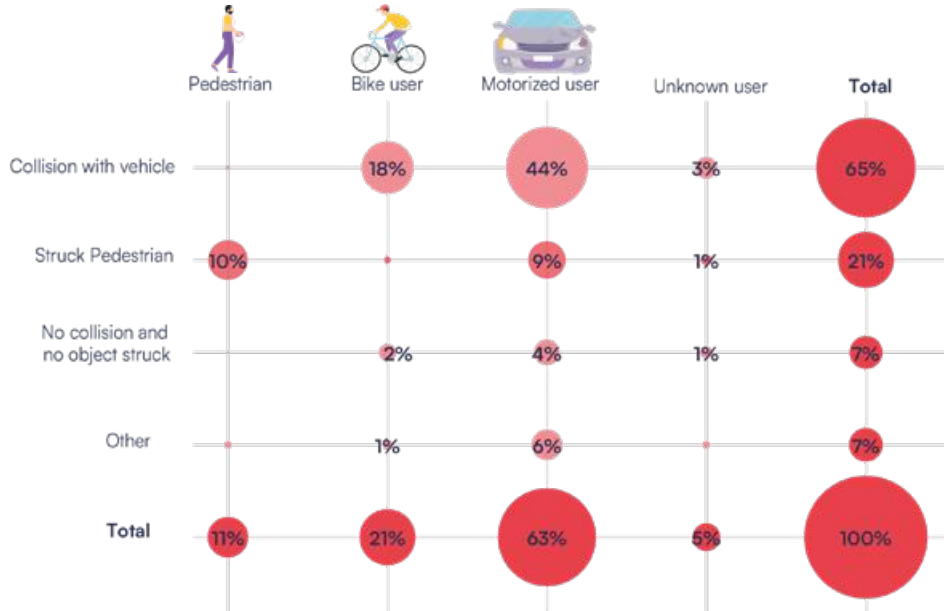
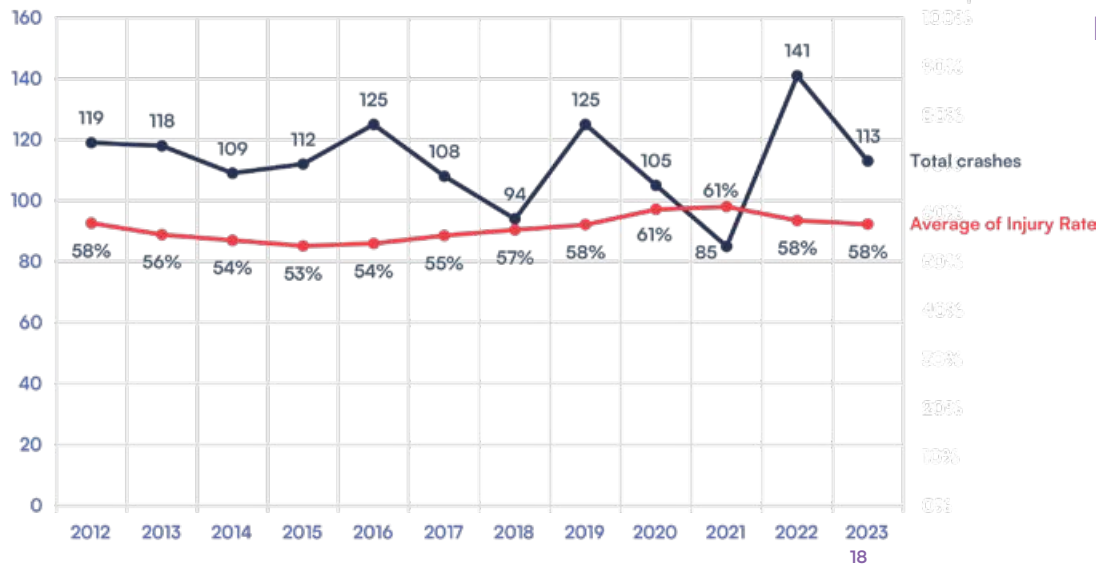
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Crashes Dynamics and Severity Rate

Regarding the dynamics of road crashes, 65% involve a collision with a motor vehicle, while 21% involve a pedestrian, representing a vulnerable user group that could potentially suffer more severe injuries. The major crashes dynamic involving bicycle users is collision with a vehicle in 18% of cases.

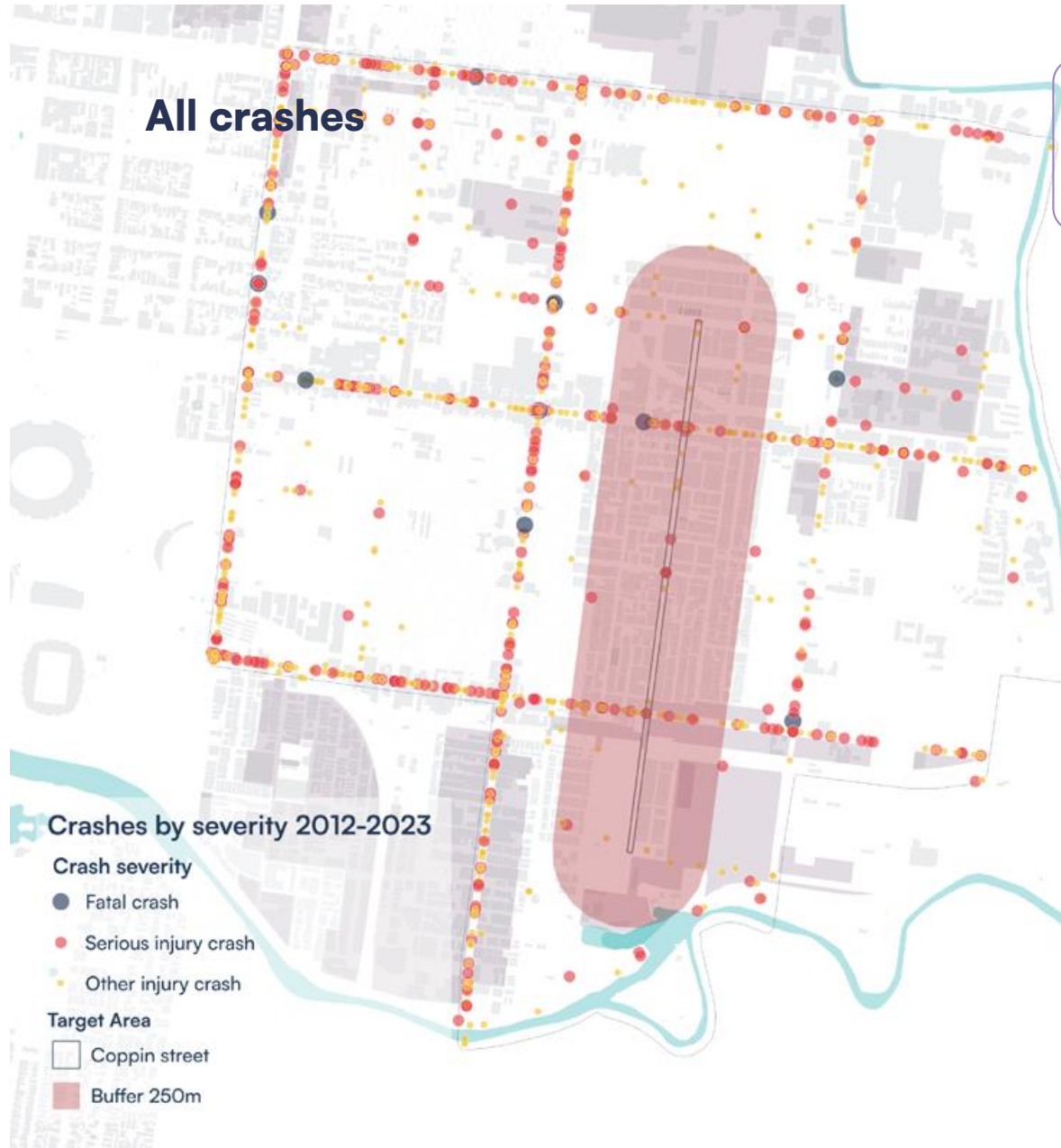
As for the injury rate, the chart below compares the annual trend of accidents with the average injury rate each year. The data shows that, despite fluctuations in the number of accidents over time, the average injury rate has been increasing since 2015 to 2021, but in the last two years has been recorded a slight decrease.

NUMBER OF CRASHES AND SEVERITY RATE



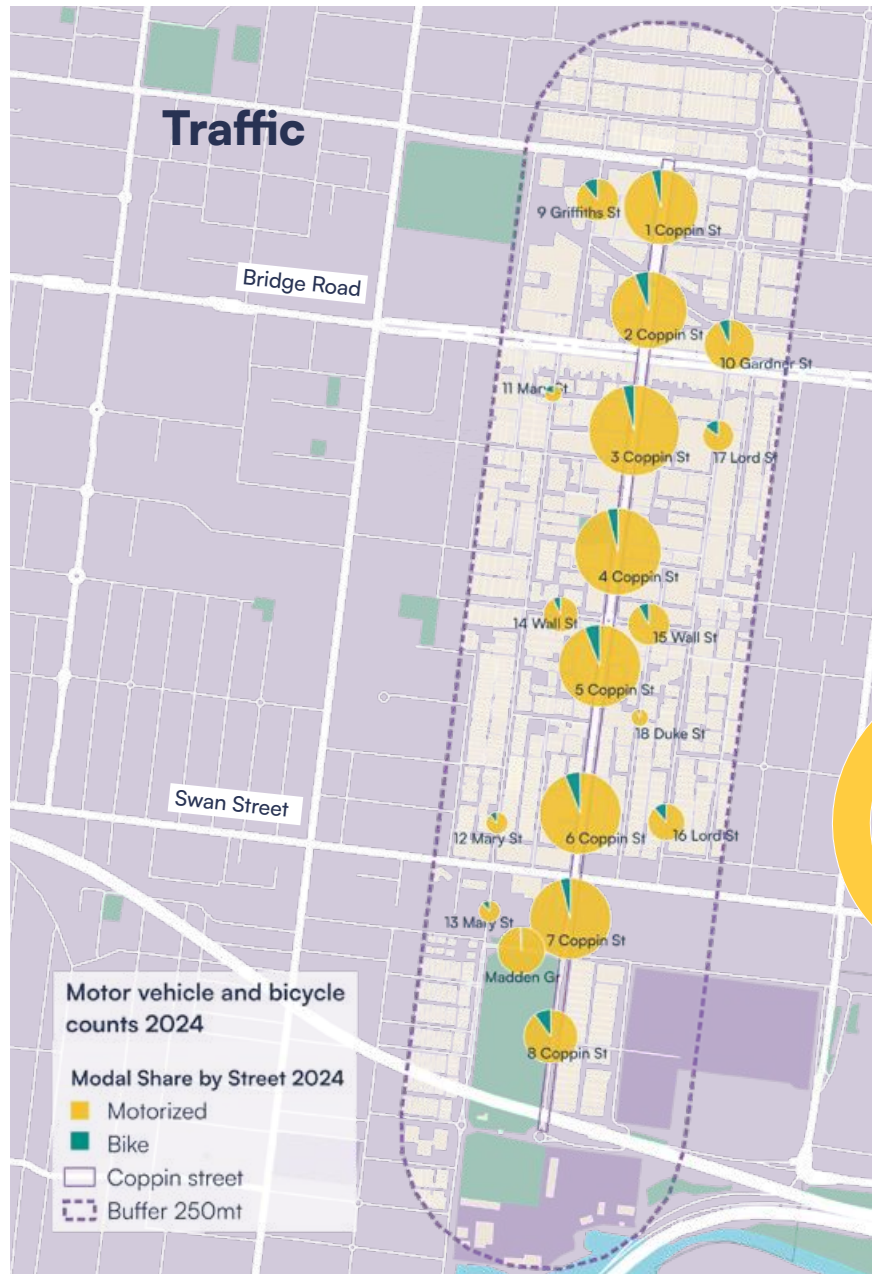
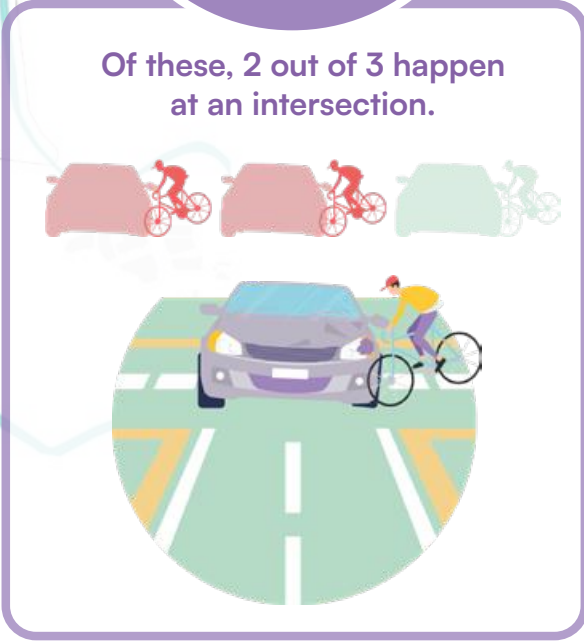
Dynamics crashes by user involved

Although the number of crashes has fluctuated over time, the injury rate has increased, reaching an average of 58% in 2023.



The map of geo-referenced traffic crashes by severity shows low crash rates on Coppin Street (classified as a local road), but high incidentality on surrounding roads, mostly classified as arterial roads such as Bridge Road and Swan Street, which also show high severity rates.

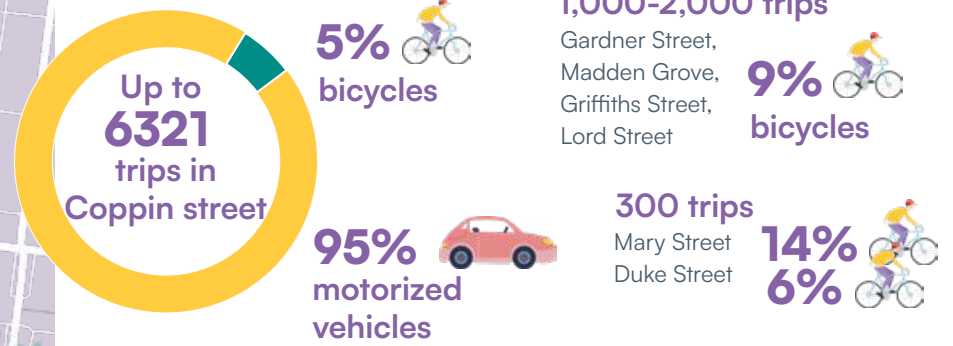
86%
of crashes involving a cyclist occur due to a collision with a motorized vehicle.



The traffic analysis within the context of Coppin Street is based on data presented in the Coppin Street Baseline Data Summary Report - New Deal for Cycling Corridor Study. The report studies movement dynamics in the area.

The analysis presented here focuses on data from weekday traffic counts across all 19 monitoring points tracked, and it shows that Coppin Street experiences the highest traffic volumes, as indicated by the counters placed from north to south. The average recorded traffic volume is 5,400 counts per day, with bicycles accounting for 5% and motorized vehicles for 95%. Therefore, on average, over 300 people travel on Coppin Street at Wall Street by bike every day. Lastly, Coppin Street between Bridge Road and Abinger Street (Site 3) recorded the highest 7-day average with 6321 vehicles per day.

In contrast, nearby streets such as Gardner Street, Madden Street, Griffiths Street, and Lord Street show lower total traffic volumes, with averages ranging between 1,000 and 2,000. On these streets, bicycles make up, on average, 9% of the total trips. The streets with the lowest traffic flow are Mary Street and Duke Street, registering just over 300 trips. Of these, bicycles account for 14% and 6%, respectively.



In the area around Coppin Street, streets with less car traffic tend to attract more cyclists, regardless of overall traffic volume.

Scenarios Evaluation

Methodology

This report analyses the potential benefits of implementing new cycling infrastructure on Coppin Street using a “what-if” approach. Rather than predicting specific outcomes of the intervention, the monetary value of benefits that would arise if certain changes occur on the street is estimated. The analysis follows a conservative approach, relying on data collection from Coppin Street and its surroundings, as well as using parameters derived from scientific literature, national datasets, and established guidelines.

To conduct this assessment, multiple intervention scenarios are defined. The reference scenario is derived from comparable streets in the area where similar cycling infrastructure has been introduced in the past, allowing for a before-and-after comparison in terms of effects. Additionally, two alternative scenarios are considered:

Conservative scenario: A cautious estimate where all impacts are assessed with prudence.

Optimistic scenario: A scenario in which the intervention yields particularly effective outcomes.

In line with the conservative approach of this analysis, not all potential effects are quantified. Instead, the study prioritizes the most significant impacts, while others are assessed only in qualitative fashion due to measurement challenges or limited available evidence at this scale. The analysis this focuses on three key aspects:

- 1. Traffic reduction
- 2. Health benefits
- 3. Safety improvements

These effects stem from increased cycling rates and a corresponding decline in car usage. To maintain a conservative analytical framework and avoid uncertain assumptions, the study employs a relatively short time horizon of 5 to 10 years, using 2026 as a starting reference. Long-term projections for induced demand changes are excluded, as they are inherently difficult to predict, particularly in the post-COVID context.

The methodology, key calculations, and parameters used in this analysis are detailed in the following sections, and a comprehensive list of references is reported at the end of the document.

Reference scenarios

Municipal routes cycling standard

- Design speed ★★
- Safety ★★
- Security ★★
- Comfort ★★



+35%

Bike increase
(30% in the street)



-10%

Car decrease

Examples: Wellington st., La Trobe st.

Road section before scenario



Conservative Scenario



+18%

Bike increase
(15% in the street)



-5%

Car decrease

Optimistic Scenario



+55%

Bike increase
(45% in the street)



-15%

Car decrease

Analysis scenarios
Calculation method for health benefits

$$\text{Cycling Increase \% WITH THE NEW INFRASTRUCTURE} = \frac{\text{Cycling trips AFTER the infrastructure} - \text{Cycling trips BEFORE the infrastructure}}{\text{Cycling trips BEFORE the infrastructure}} \%$$

$$\text{NET EFFECT} = \text{Cycling Increase \% WITH THE NEW INFRASTRUCTURE} - \text{Cycling Increase \% IN THE CITY}$$



23

Bicycle Network's Super Tuesday bike count
March 2019 - 2024, Melbourne

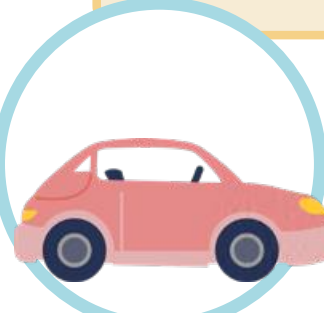
Bicycle Network's Super Tuesday Bike Count is the world's biggest and longest running visual bike count, where volunteers measure bicycle commuter flows in the morning peak from 7:00am to 9:00am across the country. To define the projected increase in bicycle usage, streets where cycling infrastructure has been implemented were analysed, calculating the average increase in bike counts by comparing data from the years before and after construction over the period 2010 to 2023. To isolate the net effect of the cycling infrastructure from broader mobility trends, we also accounted for the overall trend in cycling across the city.



Calculation method for congestion relief

$$\text{Car Decrease \% WITH THE NEW INFRASTRUCTURE} = \frac{\text{Car trips AFTER the infrastructure} - \text{Car trips BEFORE the infrastructure}}{\text{Car trips BEFORE the infrastructure}} \%$$

$$\text{NET EFFECT} = \text{Car Decrease \% WITH THE NEW INFRASTRUCTURE} - \text{Car Decrease IN THE CITY}$$



24

Trans Traffic Survey
2019-2023, Melbourne

To define the scenario for traffic relief and car use reduction, data from the Trans Traffic Survey was used, which analysed traffic patterns at more than 20 locations across Melbourne between 2019 and 2023. By examining streets where cycling infrastructure has been implemented, the average decrease in traffic volumes was calculated by comparing data from the years before and after construction. To isolate the specific impact of cycling infrastructure, broader traffic trends in the city over recent years was also accounted for.



Calculation method for crash reduction

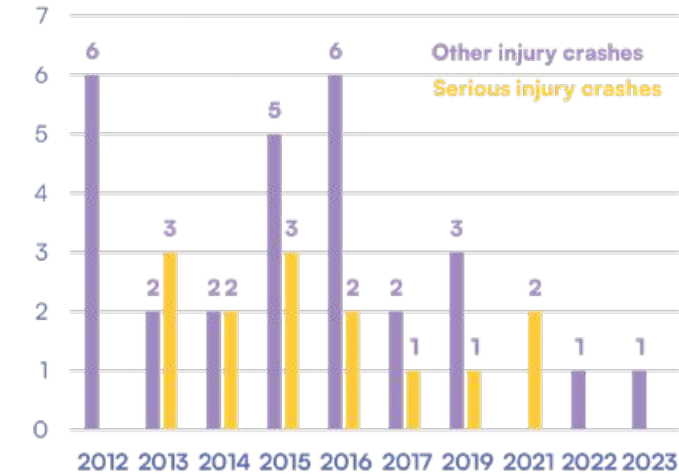
Crashes decrease WITH THE NEW INFRASTRUCTURE =
$$\frac{\text{\# Crashes AFTER the infrastructure} - \text{\# Crashes BEFORE the infrastructure}}{\text{\# Crashes BEFORE the infrastructure}} \%$$

NET EFFECT =
$$\text{\# Crashes decrease WITH THE NEW INFRASTRUCTURE} - \text{\# Crashes decrease IN THE CITY}$$



Total crashes in the La Trobe Area (buffer 300m)

To define the scenario for crash safety, injury crash data from the Transport Victoria Open Data Portal covering the period 2012 to 2023 were analysed. By examining streets in Melbourne where cycling infrastructure has been implemented, changes in crash rates before and after the construction were assessed. Additionally, broader crash trends across the city in recent years were accounted for in order to isolate the specific impact of cycling infrastructure.



Costs and benefits from the literature

Benefits on health	
Means of Transport	Health Benefits (\$/km)
Walking	3.22
Cycling	1.62

Means of Transport	Health Benefits (\$/km)
Walking	3.22
Cycling	1.62

The value of health benefits depends on the pre-existing levels of physical activity, considering greater health benefits when additional activity is initially undertaken, while benefits accrue at a lower rate for those who are already active.

The health benefit of walking is double that of cycling, requiring only half the distance to achieve the same benefits. The values derive from the **Australian Transport Assessment and Planning Guidelines (ATAP)** of July 2023, developed by the Australian Infrastructure and Transport Ministers, and have been updated to 2025.

Benefits on traffic	
Congestion level	Congestion costs (\$/km)
Heavy	1.53
Moderate	1.09
Light	0.28

Congestion level	Congestion costs (\$/km)
Heavy	1.53
Moderate	1.09
Light	0.28

Congestion costs are defined as the difference between the actual travel time on a congested road network and the travel time that would occur under free-flow conditions, thus reflecting the value of time lost due to traffic congestion.

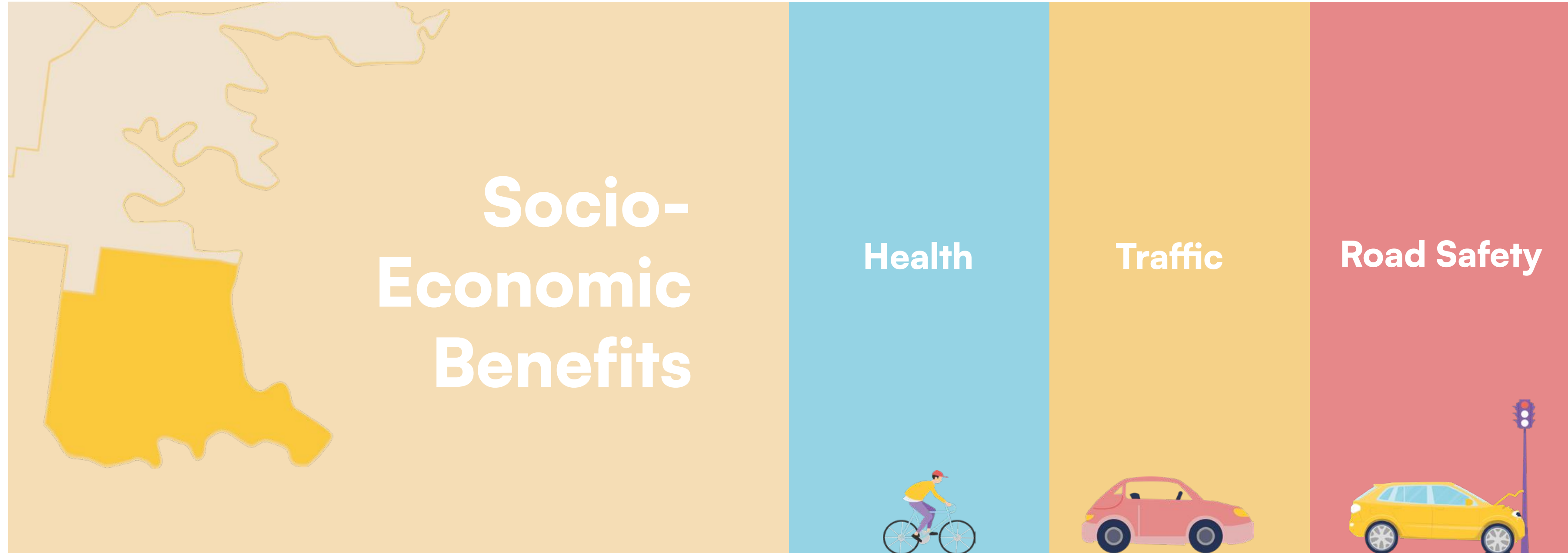
The value relating to a moderate level of congestion was used as a reference for the construction of the scenarios. These values derive from the report **“Measuring the Benefits of Active Travel”** prepared for the Queensland Department of Transport and Main Roads, and have been updated to 2025.

Social Costs of Road Crashes	
Type of Damage	Road Crashes Costs
Fatality	3,813,090
Hospitalised injury	339,783
Non-hospitalised injury	36,576
Property damage only	16,601

Type of Damage	Road Crashes Costs
Fatality	3,813,090
Hospitalised injury	339,783
Non-hospitalised injury	36,576
Property damage only	16,601

Social cost of road crashes takes into account the economic and social losses resulting from road collisions, such as human and health costs, lost productivity, costs related to material damage, costs related to delays and congestion and administrative costs.

The values used in the present study derive from the report for the **Bureau of Infrastructure and Transport Research Economics (BITRE)** of September 2022, and have been updated to 2025.



Results: the socio-economic benefits in the three scenarios

Social benefits	Conservative Scenario			Reference Scenario			Optimistic Scenario		
	1 year	5 years	10 years	1 year	5 years	10 years	1 year	5 years	10 years
Benefits on health	\$132,527	\$587,236	\$1,066,053	\$265,054	\$1,174,473	\$2,132,106	\$397,582	\$1,761,709	\$3,198,159
Benefits on traffic	\$89,169	\$395,115	\$717,282	\$178,339	\$790,231.99	\$1,434,565	\$267,509	\$1,185,347	\$2,151,848
Benefits on safety	\$-	\$-	\$-	\$339,783	\$1,505,597	\$2,733,220	\$679,566	\$3,011,194	\$5,466,440
Total	\$221,697	\$982,352	\$1,783,336	\$783,177	\$3,470,306	\$6,299,892	\$1,344,657	\$5,958,252	\$10,816,448

The table presents the estimated socio-economic benefits of the different intervention scenarios in terms of health, traffic, and road safety over 1, 5, and 10 years. A discount rate of 4% has been applied to discount future monetary flows to their present values, with 2026 as starting year for the analysis.

As shown, all three scenarios demonstrate positive outcomes across all the impact categories. In the reference scenario, the estimated benefits amount to approximately \$800,000 per year, which accumulates to \$3.5 million over 5 years and about \$6.3 million over 10 years. It is stressed that such scenario reflects observed trends from comparable streets where similar infrastructure has been introduced in the past. Even the conservative scenario indicates substantial benefits, with estimates reaching \$1 million over 5 years and \$1.8 million over 10 years.

In this scenario, a more cautious approach has been adopted, particularly regarding safety improvements, which are assumed to have no impact and thus lead to no benefits in this category.

Finally, the optimistic scenario suggests that under particularly favourable conditions, benefits could be significantly higher, with a social benefit equivalent to about \$6 million over 5 years and \$11 million over 10 years, demonstrating the potential for substantial positive impacts if the intervention proves highly effective in encouraging cycling and reducing car dependency.

These findings reinforce the economic viability of investing in cycling infrastructure in Coppin Street, with significant benefits across different scenarios and time horizons and even, as already clarified, with the adoption of generally conservative assumptions.



Other socio-economic benefits of cycling infrastructure

Housing market

The **impact of motorized traffic** on residential property values can be significant, as demonstrated in the study “The Effect of Road Traffic on Residential Property Values: A Literature Review and Hedonic Pricing Study.” High motorized traffic intensity can reduce the value of homes near busy roads by **10-15%**, particularly in areas where traffic noise levels are elevated.

Proximity to major roads is another key factor, with properties closer to high-traffic areas experiencing a 5-20% decrease in value compared to those situated further away. Research also indicates that every 10-decibel increase in traffic noise can lower home values by approximately 1-3%.

The overall effect of traffic depends on local conditions, including environmental quality, the presence of noise or pollution barriers, and housing demand in the area. While traffic is generally associated with declining property values, the precise impact varies based on traffic volume, road type, and geographic location.

Air pollution

Urban areas across Australia are experiencing high levels of pollution, largely driven by the concentration of vehicles. The transport sector is currently the country’s third-largest emitter, accounting for 21% of total emissions, with passenger cars and light commercial vehicles responsible for 60% of transport-related emissions and over 10% of Australia’s total emissions (Department of Climate Change, Energy, the Environment and Water, 2024). Traffic emissions are a major source of pollutants such as nitrogen oxides (NOx), particulate matter (PM), and carbon dioxide (CO₂), all of which contribute to smog, respiratory illnesses, and climate change. Reducing vehicle dependency through active transport options like cycling can play a critical role in addressing these issues. Cycling, in particular, offers multiple benefits for urban air quality and liveability:

- **Lower direct emissions:** Bicycles produce zero emissions, unlike motor vehicles. Each trip taken by bike instead of a car directly reduces the release of harmful pollutants and greenhouse gases. Studies suggest that increased cycling adoption could significantly lower urban CO₂ and NOx levels (NOA 2021, Oxford University 2021, Brand et al. 2021).
- **Reduced traffic congestion:** Bicycles require significantly less space than cars, helping to ease congestion. Improved traffic flow leads to fewer idling vehicles, which in turn reduces overall emissions.
- **Decreased fuel consumption:** Opting for cycling reduces reliance on fossil fuels, thereby lowering emissions from fuel production and consumption. This shift supports Australia’s broader climate goals.
- **Lower noise pollution:** Traffic noise has been linked to cardiovascular diseases, hypertension, sleep disturbances, and increased stress levels. Recent research also highlights a higher risk of depression and psychological distress among those exposed to prolonged road noise (Stansfeld et al., 2021).

In response to these environmental challenges, Yarra City Council adopted the “Climate Emergency Plan 2024-2030” on 9 July 2024, outlining a series of commitments to climate action, with a particular focus on supporting communities most vulnerable to climate impacts. The plan emphasizes seven key areas, including the development of climate-resilient buildings and public spaces, ensuring that all residents of Yarra live and work in comfortable, climate-safe environments supported by resilient public infrastructure.

Energy Conservation

Motor vehicles production and use consume large amounts of natural resources and energy. This consumption imposes various external costs, including economic and national security impacts from dependence on imported fossil fuels, especially oil, as well as environmental and health damages from pollution.

Active transport can provide significant energy savings when it substitutes car use for short urban trips that have high emission rates per mile due to cold starts (engines are inefficient during the first few minutes of operation) and congestion. As a result, each 1% shift from automobile to active travel typically reduces fuel consumption by about 2 to 4%.

In addition, as previously described, active transport tends to have leverage effects, so comprehensive active mode improvements can provide additional energy conservation benefits.

Security / Reduced Crime Risk

Enhancing walking and cycling conditions not only directly increases security through measures like patrols and landscaping but also indirectly by fostering community engagement and economic opportunities, reducing crime risks. Studies show that compact, mixed, and walkable communities exhibit lower per capita crime rates.

Gilderbloom et al. (2015) linked Walk Score to decreased crime in Louisville. Twinam (2018) found crime diminishing with population density in Chicago, and Chang and Jacobson (2017) associated decreased crime rates in Los Angeles with enhanced walkability, emphasizing the importance of “eyes on the street.”

Parking Cost Savings

Urban parking costs \$500 to \$3,000 annually for land, construction, and operating expenses, with an average of two to six off-street spaces per vehicle (Litman, 2023). Although reduced car travel may initially lead to empty parking spaces, parking structures also incur opportunity costs in the long run. Reduced demand allows property owners to refrain from expanding parking spaces, providing opportunities to lease, sell, or re-purpose these structures for other uses. For example, the space needed to park one car accommodates 10 to 20 bicycles.

Barrier Effect

The barrier effect, also known as severance, describes the travel delay imposed on active modes by vehicle traffic, akin to congestion for non-motorized users (Litman, 2023). This curtails active mode accessibility, prompting shifts to motorized travel and escalating external costs like traffic and parking congestion.

Transport planning decisions influence this effect:

- highway expansion exacerbates it, while traffic calming and mobility management strategies alleviate it.
- Active mode enhancements, such as separated paths and improved crosswalks, can also mitigate the barrier effect.
- Land use changes that reduce the need for pedestrians and cyclists to cross major roadways contribute to minimizing barrier effects by integrating schools and shops within residential neighbourhoods.

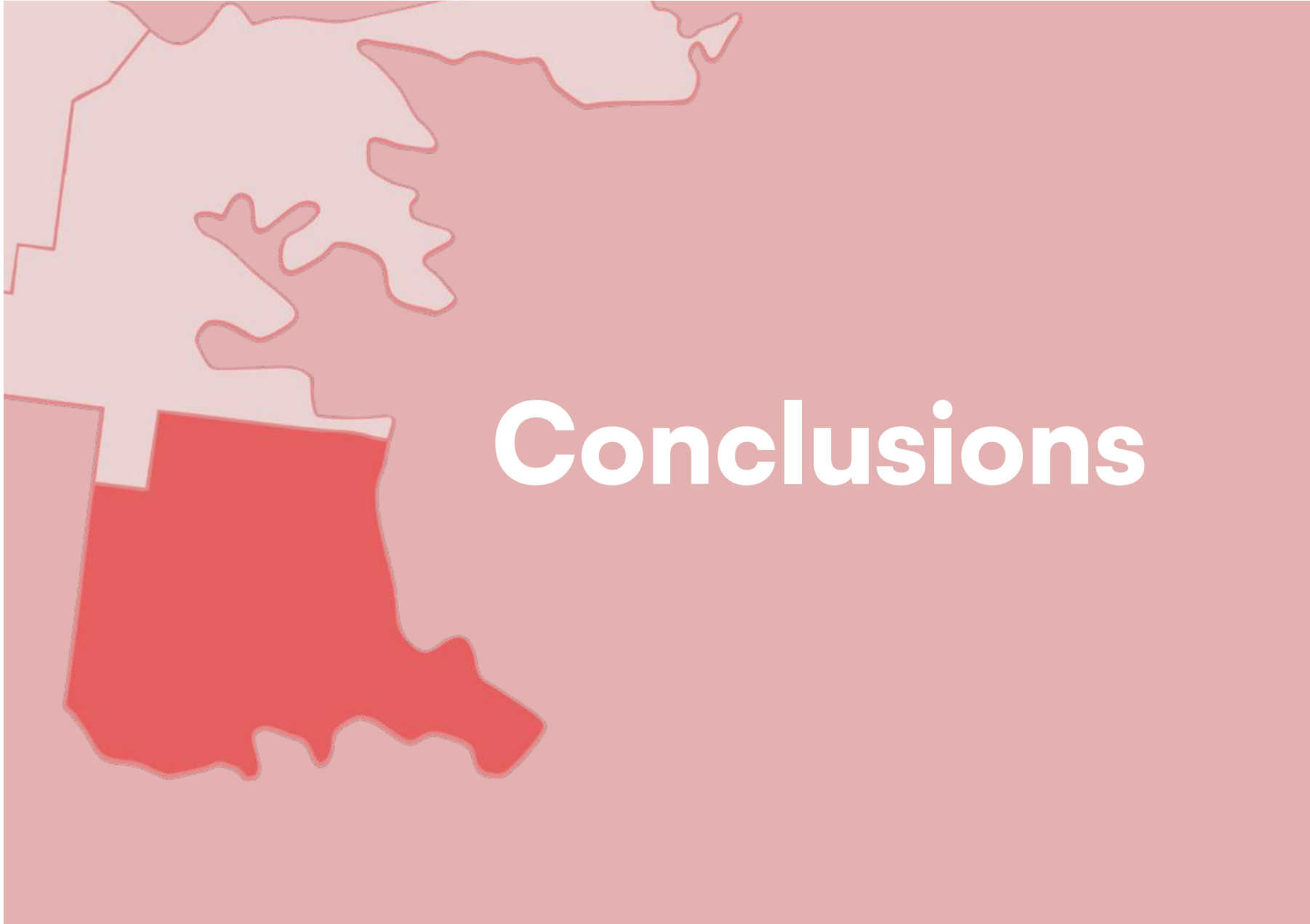
Social Equity Benefits

Equity in transportation involves the fair distribution of impacts and their perceived appropriateness. In particular, horizontal equity advocates treating individuals with similar abilities in a similar way, suggesting comparable costs and access to public resources unless justified otherwise. Vertical equity, concerning income and transportation ability, aims to safeguard the interests of lower-income and mobility-impaired individuals, respectively. Enhancing conditions for active travel supports equity objectives by allocating resources fairly to non-drivers and providing essential mobility for those physically, economically, and socially disadvantaged. In many communities, 20-40% of the population faces barriers to driving due to disability, low income, or age, making improvements in walking and cycling infrastructure beneficial for both existing and new users.

Option Value

The term 'option value' refers to the worth individuals assign to having an available transport option, even if not presently utilized, as an alternative to the one they preferably use (Litman, 2023). Given the diverse roles of walking and cycling, serving as basic mobility, affordable transport, recreation, and exercise, their potential option value is substantial. The "Transport Diversity Value" chapter in Transportation Cost and Benefit Analysis (Litman, 2023) estimates a value of 0.07\$ per passenger-mile for improvements in affordable alternative modes. However, this valuation can significantly vary based on conditions and assumptions. The paper "Option value of passenger transport - Examining the perceived value of transport options" by Simon Kuster, presented at the 21st Swiss Transport Research Conference (STRC) 2021, provides a theoretical and methodological basis for studying option value in passenger transport. The research aims to quantify this value through direct and indirect methods, reporting some option values derived from previous studies in different countries and transport modes.





The present report has estimated the socio-economic benefits of a potential cycling infrastructure intervention on Coppin Street in Yarra, a 1.5 km residential road that connects North and South Richmond to CityLink Toll Road. As outlined in Moving Forward: Yarra’s Transport Strategy 2022-32, Coppin Street has been identified as a potential north-south cycling corridor that would provide a safer alternative to Church Street and Burnley Street, two major roads currently affected by traffic congestion and safety risks for cyclists.

The first part of the report examines the socio-economic context of Richmond, analysing key trends in demographics, employment, health, mobility, and the housing market. Additionally, a more detailed qualitative analysis is conducted for the Coppin Street area, covering public transport accessibility, available services and facilities, and trends in traffic and road crashes to better assess the feasibility and potential impact of the proposed infrastructure.

The benefits analysis of implementing new cycling infrastructure on Coppin Street follows a “what-if” approach: rather than predicting specific outcomes, it estimates the monetary value of benefits that would arise if certain changes occur. The analysis is conducted through a conservative approach and methodology, defining multiple intervention scenarios to ensure a cautious and evidence-based assessment. The reference scenario is based on data gathered from projects on comparable streets where similar infrastructure has been introduced, allowing for a before-and-after comparison. In line with this prudential approach, not all potential effects have been quantified, and the analysis has focused primarily on three key aspects: traffic reduction, health benefits, and safety improvements. These effects stem from increased cycling rates, a corresponding decline in car usage, and a reduction in road crashes. To maintain a conservative analytical framework and minimize uncertainty, the study adopts a relatively short 5- to 10-year time horizon, excluding long-term projections of induced demand changes, which are always difficult to predict and particularly in the post-COVID context.

	1 year	5 years	10 years
Conservative Scenario	\$221,697	\$982,352	\$1,783,336
Reference Scenario	\$783,177	\$3,470,306	\$6,299,892
Optimistic Scenario	\$1,344,657	\$5,958,252	\$10,816,448

Despite this cautious approach, it is important to emphasize that all scenarios demonstrate positive socio-economic outcomes. In the reference scenario, estimated benefits reach approximately \$800,000 per year, totalling \$3.5 million over 5 years and \$6.3 million over 10 years. The conservative scenario also indicates substantial benefits, amounting to \$1 million over 5 years and \$1.8 million over 10 years. If the infrastructure proves highly effective, as modelled in the optimistic scenario, socio-economic benefits could reach \$6 million over 5 years and \$11 million over 10 years.

Beyond the direct impacts assessed in this report, cycling infrastructure offers additional societal benefits, including environmental improvements such as reduced pollution, lower CO₂ emissions, and decreased road maintenance costs. It also contributes to social equity, enhancing accessibility and inclusivity within urban mobility.

Overall, the proposed analysis highlights the significant socio-economic potential of investing in improved cycling infrastructure on Coppin Street. Despite adopting conservative approach – both in scenario construction and in focusing only on primary impacts – the findings underscore the strong case for these interventions in delivering meaningful public benefits.

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DECISIO



This report was created with the technical support of Decisio.

Decisio is one of the main consulting firms operating in the sector of programming, planning and evaluation of territorial, environmental and transport policies.

Founded in 1998 in Amsterdam, The Netherlands, the city and country ‘par excellence’ for cycling, we started an Italian venture in Torino, Italy, where we built an office who now employs 8 people full-time who focus solely on cycling. The combined knowledge of our Amsterdam and Torino team gives us the perfect work base to implement the Dutch lessons in less developed cycling cities and regions.

In 25 years of activity, DECISIO has successfully conducted over 1400 projects in Europe, the United States, South America, Asia and Australia, focusing mainly on the topics of cycling, walking and active mobility.

We contributed to develop the concept of bikenomics and walkonomics by applying the economic tools in the field of cycling, walking and sustainable transport. In addition, we are more and more involved in cycling planning and designing at all scales, from the regional plan to the single intersection.

Decisio collaborates with clients in the public sector - from the European Commission to the small local authority - and in the private sector, with a team of about 30 consultants whose skills cover a broad sphere of disciplines:

- Social and behavioural scientists (economists, sociologists, political scientists, anthropologists ...).
- Urban planners, geographers, architects, engineers.
- Law and regulation experts.

The key areas of work of Decisio concern territorial analyses, economic studies (social costs-benefits, economic impact, business case) and multi-criteria analyses concerning the planning and design of cycling infrastructure but also the diffusion of cycling and walking best practices and soft measures, such as the deployment of incentivisation schemes.

In the last years, Decisio has also developed a specialization on the topics of participatory projects, stakeholders’ involvement and shared design of mobility infrastructure and public space.

This report was financed and sponsored by the City of Yarra, Melbourne.





DECISIO

Building a safe and liveable Coppin Street



Engagement Report

Yarra City Council

13 February 2025

Giving every person a voice.

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and deeply respects the
Wurundjeri people and
the Traditional Owners
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Unless otherwise noted, the views expressed in our work represent those of the participants and not necessarily those of our consultants or our clients.

VERSION	AUTHOR	AUTHORISED	DATE
1	Merryn Appleby Abbey Mag	Emily Mellon	31/01/2025
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1 Introduction

Coppin Street in Richmond has been identified as a vital active transport corridor in both the New Deal for Cycling Network program and the Yarra Transport Strategy. This project aligns with the Victorian Government's statewide Strategic Cycling Corridors network, as outlined by the Department of Transport and Planning.

1.1 Background

In 2023, Yarra City Council (YCC) launched pilot upgrades on Coppin Street at the intersections with Bridge Road and Swan Street to test new ideas, collect data, and gather community input. Temporary materials and line markings created short sections of protected bike lanes along the approaches.

Over the course of 12 months, community and key stakeholders had the opportunity to provide feedback through the Your Say Yarra platform. Based on the feedback received, YCC developed detailed plans to upgrade the two intersections, with in-principle support from the Victorian Government.

Some of the key findings from the pilot included:

- The intersection changes made people feel safer, with no crashes reported during this period.
- There was a significant increase in cycling along Coppin Street, including:
 - A 287% increase in northbound cyclist volumes south of Bridge Road
 - A 99% increase in southbound cyclist volumes north of Swan Street
 - A 91% increase in southbound cyclist volumes south of Swan Street.

To create a safer corridor, improve connections for cyclists and pedestrians, and enhance the overall experience for all road users, YCC has sought feedback from community and target stakeholders to help design safer road infrastructure for the rest of Coppin Street, from Highett Street to Barkly Avenue.

In 2024, YCC sought additional community and stakeholder input to help shape the designs for upgrading the rest of the Coppin Street corridor.

The Building a safe and liveable Coppin Street public consultation took place from 18 November to 16 December 2024. YCC engaged Capire Consulting Group (Capire) to support the delivery of the engagement activities, and to report on the engagement findings.

1.2 Purpose of this Report

This report summarises and shares the key findings from the engagement period. The feedback gathered will help inform the development of designs to upgrade the rest of the sections along Coppin Street corridor between Highett Street to Barkly Avenue.

After completing the active transport infrastructure, there is an opportunity to make further streetscape improvements, such as resurfacing roads, expanding tree canopy coverage, and upgrading footpaths. While these enhancements can be incorporated into the design process and advocated for in future urban development, they are not the primary focus of this consultation.

2 Engagement overview

2.1 Engagement Objectives

The objectives of the public consultation were to:

- Inform the community and target stakeholders about the Coppin Street New Deal for Cycling corridor upgrade project and how it connects to Council's strategic transport priorities, policy and previous work
- Identify the current issues and pain points for all users travelling on Coppin Street
- Gather community ideas on ways to improve Coppin Street and make it safer and more liveable for everyone
- Seek feedback from, and engage with, key target groups – particularly active transport users and school-aged children and their families.

2.2 Engagement Methodology

2.2.1 Promotion

The following methods were used to promote the project.

- **Your Say Yarra (YSY) webpage:** With the addition of a news item posted on Council's central website, the YSY webpage was the central location for all public information about the project. It provided background information, promoted the consultation events, hosted the social map with survey questions and Common Questions. The webpage is available at: <https://yoursayyarra.com.au/safer-coppin-street>
- **Digital communications:** Including electronic direct mail, social media posts (Facebook and Instagram) to promote the project and encourage participation.
- **Printed posters / corflutes:** With QR link to the YSY webpage, displayed at intersections along Coppin street.
- **Postcards & letters:** With QR link to the YSY webpage, dropped in letterboxes to residents and businesses.

2.2.2 Engagement activities

To support broad community participation, the engagement program included multiple opportunities and ways for community and businesses to share their feedback. The engagement activities are outlined below.

2.2.2.1 ONLINE SOCIAL MAP SURVEY TOOL

The online social map survey tool was the principle method of gathering community feedback, accessible via the YSY Yarra webpage. The objective was to understand people's experiences when travelling along Coppin Street as well as an opportunity for residents and businesses to identify issues and ideas for creating a safer and more liveable street.

Participants were invited to drop a pin on a map of the Coppin Street corridor and to answer one or both of the following questions:

1. What do you think are the current issues and pain points for anyone travelling on Coppin Street?
2. How do you think we can improve Coppin Street to make it safer and more liveable for everyone?

The social map survey tool also gathered demographic information and received 163 unique contributions.

Ordinary Council Meeting Agenda - 8 April 2025

2.2.2.2 POP-UP EVENTS

Capire consultants, in collaboration with Council staff, led the delivery of two pop-up events, the first at Dame Nellie Melba Memorial Park and the second at Barkly Gardens. Council staff were also available to discuss the Coppin Street project at a third pop-up at Gleadell Street Market which was delivered as part of the community engagement for the Council Plan, however, feedback was not captured during this event. Given this, the feedback recorded from two pop-ups (Dame Nellie Melba and Barkly Gardens) is included in this report.

During the pop-ups passers-by were asked to provide feedback on the following questions:

1. What do you think are the current issues and pain points for anyone travelling on Coppin Street?
2. How do you think we can improve Coppin Street to make it safer and more liveable for everyone?

Participant responses were recorded by facilitators using post-it notes and a large board for each question. Postcards with project information and a QR code linking to the online survey were handed out for community members to learn more about the project and respond online in their own time. Notably, some participants at the pop-ups may have also shared their feedback online as well.

Table 1 Pop-up event details and reach

In-person sessions	Approximate number of people participating
Thursday 21 November Dame Nellie Melba Memorial Park Coppin Street, Richmond	35 14 postcards handed out
Saturday 23 November Gleadell Street Market Gleadell Street, Richmond	5
Saturday 7 December Barkly Gardens Coppin Street, Richmond	18 6 postcards handed out



Image from Barkly Gardens pop-up



Ordinary Council Meeting Agenda - 8 April 2025

2.2.2.3 BUSINESS 'DOORKNOCKS'

The engagement included in-person doorknocking and conversations with businesses along the corridor and nearby streets (See Appendix 8.1.2 for a list of doorknocked businesses).

The aim of the doorknocks was to reach owners and representatives of organisations on and nearby Coppin Street to ask about issues, ideas for improvement and how they receive deliveries. When a conversation was unable to take place on the spot, contacts were encouraged to complete the online survey or if a business was closed, a postcard was left behind. The list of businesses can be found in Appendix 7.2.

Table 2 Business doorknock event details and reach

Event	Reach
28 November 2024	37 businesses door knocked 4 businesses spoken with 33 postcards left behind for follow up

2.2.2.4 DIRECT OUTREACH

Capire sent email communication to twenty-five Chairs of cycling groups and community and educational facilities to inform them of the project, invite feedback via the online survey and requesting that they promote the engagement opportunity amongst their networks. The list of organisation and representatives contacted can be found in Appendix 7.3.

2.2.2.5 WRITTEN SUBMISSION

Although not promoted as an engagement activity, YCC received one written submission by email.

2.3 Limitations

Below are the several limitations that should be factored in when reading this report.

- Capire has reported on information recorded by participants and analysed and summarised information to represent the views of participants as closely as possible.
- The engagement program offered several opportunities for participants to share their feedback. As a result, some individuals who had provided feedback via the online survey and at the pop-ups, therefore their views will have been recorded more than once.
- The participants in the engagement chose to take part voluntarily. Therefore, while every effort was made to gather diverse perspectives from stakeholders and the community, the information in this report does not represent a statistically representative sample. Achieving such representation would require a different methodology designed for statistical sampling.
- All feedback received through the engagement program and included in this report has been summarised to reflect key themes. The key themes reflect issues and ideas that were frequently raised. It does not provide a quantitative analysis of all feedback provided by participants.

3 Summary of social map survey participants

During the engagement period, 276 online social map survey responses were received from 163 unique participants (identified by their screen names and email addresses, referred to as respondents for clarity).

This section provides an overview of the respondents reached through the social map survey tool, their connection to the Yarra, and their primary mode of transport. The next section consolidates feedback from all engagement activities, including the social map survey tool, in-person pop-ups, business door knocks and a written submission.

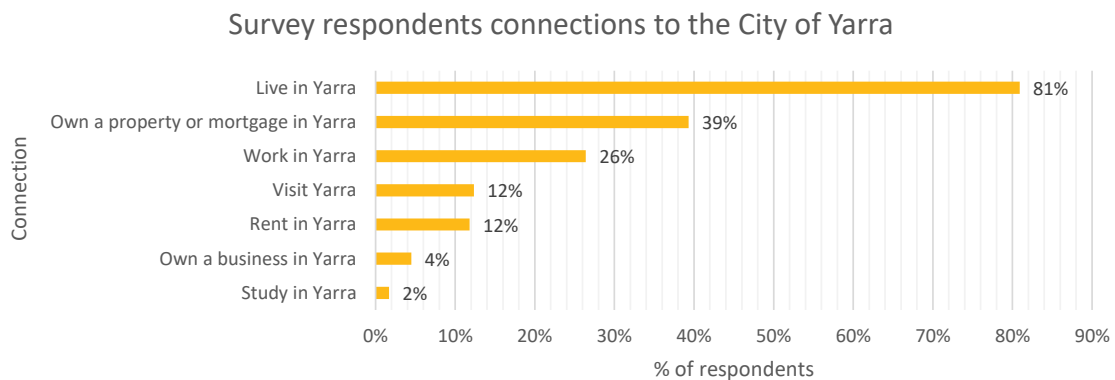
Note: Fifteen individuals provided demographic information at the pop-up events. Rather than including a partial dataset, this section only includes the demographic data captured via the online social map survey tool.

3.1 Connection to the City of Yarra

As shown in Figure 1, most respondents (81%) identified as residents of the City of Yarra. Other connections to the area included 39% who owned or mortgaged property and 26% who worked there. Less represented groups included renters (12%), visitors (12%), business owners (4%), and students (2%).

Figure 1. Respondents connections to City of Yarra (n = 178)

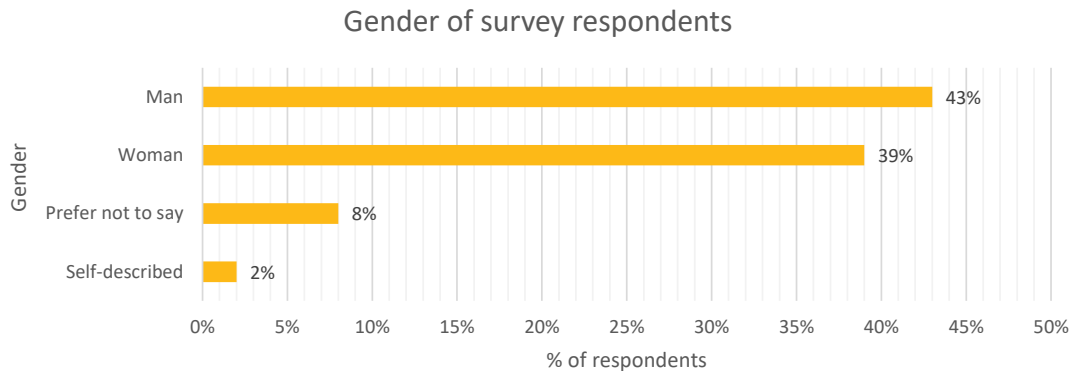
Note: respondents were able to select all that apply for this question.



3.2 Gender

Figure 2 illustrates the gender identity of respondents. Men were represented at 43%, followed by women (39%). A smaller proportion self-described their genders (2%), while 8% preferred not to disclose their gender.

Figure 2. Gender of respondents (n=163)



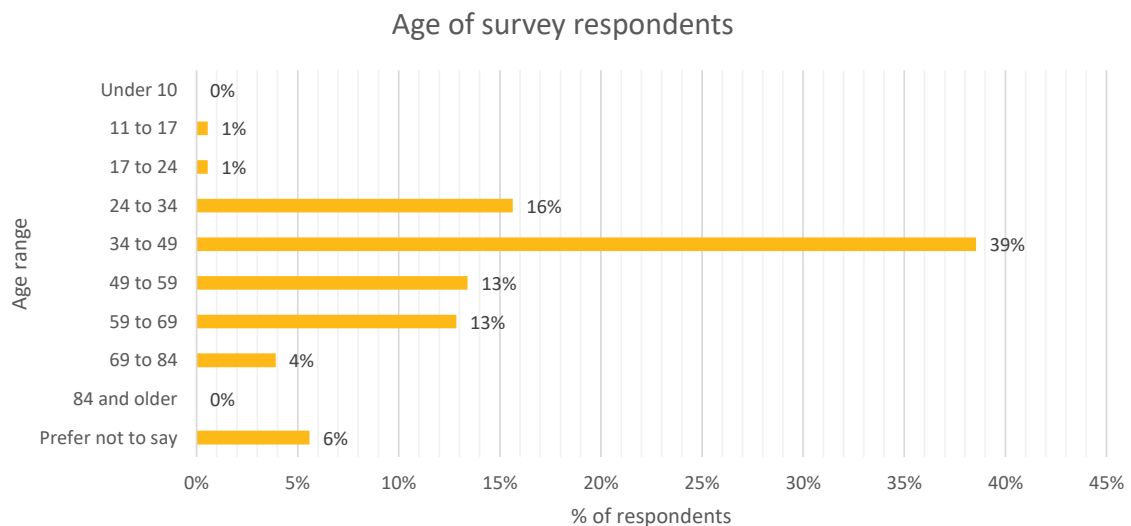
3.3 Age

Figure 3 presents the age range of survey respondents. The largest group was between 34 to 49 years, making up 39% of respondents, followed by those aged 24 to 34 years (16%) and 13% each from 49 to 59 years and 59 to 60 years.

While small proportions were in the 69 to 84 years age range (4%) or preferred not to disclose their age (6%). Very few respondents were in the younger age groups, with only 1% in the 11 to 17 years and 17 to 24 years age range.

No respondents were under 10 years or 84 years and older.

Figure 3. Age of respondents (n=163)



3.4 Location

Table 3 summarises the suburbs in which respondents live. Most respondents (75.2%) reside in Richmond, followed by 8.7% living outside of Yarra.

A smaller number of respondents live in Burnley (4.3%), Collingwood and Cremorne (2.5% each), and Fitzroy North (1.9%). A few respondents were from Abbotsford, Carlton North, Clifton Hill, and Fitzroy (1.2% each).

No respondents were from Alphington, Fairfield or Princess Hill.

Table 3. Map of respondents locality (n = 161)

Locality	Number of responses	per cent
Richmond	121	75.2%
Live outside of Yarra	14	8.7%
Burnley	7	4.3%
Collingwood	4	2.5%
Cremorne	4	2.5%
Fitzroy North	3	1.9%
Abbotsford	2	1.2%
Carlton North	2	1.2%
Clifton Hill	2	1.2%
Fitzroy	2	1.2%
Alphington	0	N/A
Fairfield	0	N/A
Princes Hill	0	N/A

3.5 Representation of Diverse Community Groups

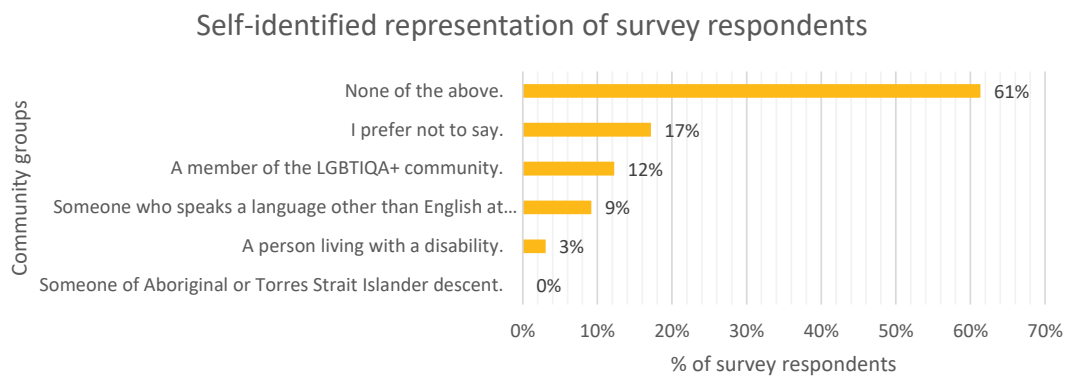
YCC values the diversity of its community and seeks to understand which groups, particularly those that are harder to reach, are being heard in the engagement process and which may not. Figure 4 illustrates the demographic of respondents that fall within different community groups.

Most respondents (61%) selected “None of the above”. A smaller proportion identified as members of the LGBTIQ+ community (12%), while 9% speak a language other than English at home, and 3% reported living with a disability.

No respondents identified as being of Aboriginal or Torres Strait Islander descent. Additionally, 17% preferred not to disclose this information.

Figure 4. Representation of diverse communities (n=168)

Note: respondents could select more than one response



3.6 Mode of travel

As shown in Figure 5 below, multiple modes of transport were popular for those travelling around and through City of Yarra.

Respondents were asked to select all the modes of transport that applied to them.

Walking (79%) was the most popular mode of transport for survey respondents followed by cycling (69%), public transport (68%) and driving (64%) as other popular options.

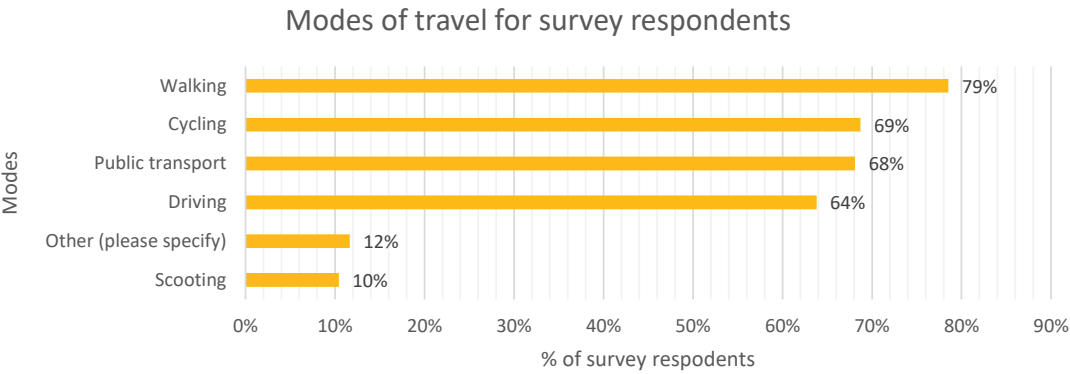
Travelling with a scooter (10%) and 'Other' mode of transport were least represented.

Among the 'Other' category, included:

- Taxi/uber
- Motor bike
- Mobility scooter
- Multiple modes of travel

Figure 5. Respondents modes of travel (n=491)

Note: respondents were able to select multiple options for this question.



4 Engagement findings

4.1 What are the current issues and pain points for anyone travelling on Coppin Street?

A total of 193 responses (n=193)¹ regarding issues and pain points were raised from the online social map, pop-ups and email submission. Table 4 summarises the key response categories, which highlight the most common issues and pain points, ordered by frequency. It provides an overview and description of these categories, including, direct, verbatim quotes from participants.

Table 4. Issues and pain points along Coppin Street

Response category	Summary of responses
Pedestrian and cyclist safety	<p>Safety for pedestrians and cyclists was a recurring theme that emerged across all other categories, and location specific commentary. Many respondents expressed concern about safety across the corridor.</p> <p>Respondents indicated that poor infrastructure, inadequate traffic control measures, and a lack of separation between vehicle lanes and pedestrian or bike paths were key contributors to an unsafe corridor.</p> <p>Other raised concerns included:</p> <ul style="list-style-type: none"> • Poor visibility, blocked or narrow footpaths, and a lack of dedicated crossings or signals, with vehicles often obstructing the pathways • Narrow or obstructed bike lanes, the absence of bike-specific signals and unsafe merging with traffic. • Footpath obstructions, such as e-scooters and commercial waste, where bins left on footpaths, obstruct pedestrian movement and create health hazards and unpleasant street environment <p><i>"I've almost been hit as a cyclist going straight by cars turning left twice." – Respondent</i></p> <p><i>"There are multiple near-misses with pedestrians and cars in the intersection." – Respondent</i></p>
Speeding cars	<p>The issue of speeding cars along Coppin Street poses a significant safety risk to both pedestrians and cyclists, as indicated by respondents.</p> <p>Respondents highlighted concerns about speeding and non-compliance with road rules, especially at pedestrian crossings and near schools. There was also an observed lack of sufficient traffic law enforcement, particularly in areas with high pedestrian and cyclist activity.</p> <p><i>"While the car drivers are generally careful [...] there are also many more reckless drivers who just want to drive in a more hurried manner. Often these drivers are rushing to and from the Monash freeway, and taking shortcuts to get to their destination" – Respondent</i></p>

¹ This number was generated by counting the number of responses as opposed to the number of people who provided the response. Approximately 137 feedback from survey, 55 from pop-ups, and 1 email submission.

Parked cars and dooring	<p>Respondents highlighted several key issues related to the current parking and bike lane configurations, including:</p> <ul style="list-style-type: none"> • Bike lanes positioned between parked cars and moving traffic, placing cyclists in the 'door zone', respondents have reported risk of being struck by car doors, reporting near-miss incidents • The current parking setup is confusing for both cyclists and drivers, leading to unsafe manoeuvres and uncertainty about lane boundaries • Large vehicles encroach on bike lanes, further reducing the space available for cyclists and increasing risks. <p><i>"Having cars parked between the bike lane and the car lane is confusing and potentially dangerous, both as a cyclist and a car driver. As a cyclist I was confused and moved to the right of the parked car, putting myself into the traffic lane. As a car driver I came over the railway line hill and thought the parked car was actually in a lane and have started pulling in behind it. Something about the treatment is not intuitive [...]" – Respondent</i></p>
Pedestrian crossings	<p>There was a widespread demand for safer pedestrian crossings, especially in areas with high foot traffic, such as near schools. Many respondents noted that children often cross the road without a safe crossing, putting them at risk. This safety issue is particularly evident near the Richmond Primary School.</p> <p><i>"We need a pedestrian crossing here for a safe passage for kids going to and from the Richmond local primary school." – Respondent</i></p> <p><i>"There is no means for a bike pedestrian to cross safely at some intersections, leading to dangerous situations" – Respondent</i></p>
Parking management	<p>The following summary outlines key concerns raised by respondents regarding parking management issues along the corridor and their impact:</p> <ul style="list-style-type: none"> • Parking is seen as occupying space that could be better used for bike lanes or reducing traffic congestion. • Delivery trucks and large vehicles often block bike lanes, forcing cyclists into traffic and creating safety risks • Poor enforcement of parking regulations, with cars and trucks blocking bike lanes, footpaths, and non-stopping areas, leading to unsafe conditions for pedestrians and cyclists • Respondents expressed frustration over the lack of restricted permit parking and the presence of large vehicles blocking residential spaces.
Traffic signs and lane markings	<p>Below is the summary of concerns raised by respondents about traffic signs and lane markings along the corridor. Respondents reported:</p> <ul style="list-style-type: none"> • Unclear boundaries for bike lanes, especially where cars park between the bike and traffic lanes, causing confusion for cyclists and drivers. • The bike lanes, particularly near crossings or areas with narrow waiting spaces, are poorly marked and too small, leading to cyclists feeling exposed and unsafe. This is especially concerning for larger bikes, such as those carrying children, where the limited space in the bike lanes is insufficient.

	<ul style="list-style-type: none"> • Pedestrian crossings, particularly those for families with prams, are not clearly marked or safe, leading to cars driving through pedestrian areas without stopping.
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4.2 How do you think we can improve Coppin Street to make it safer and more liveable for everyone?

Table 5 provides the key response categories and a summary of the top three themes for improving the corridor to make it safer and more liveable for everyone, ordered by frequency. The responses were summarised from the engagement data gathered via the online social map, pop-ups and email submission (n=219)².

All quotes are written verbatim and sourced from survey respondents.

Table 5: Ideas for improvement for the Coppin Street corridor

Category of responses	Summary of responses
Enhancing cyclist and pedestrian safety through protected and separated bike lanes	<p>Respondents have emphasised the need for separated and permanent bike lanes that are clearly marked and separated from vehicle traffic. This would help reduce risks posed by dooring, swerving vehicles, and other hazards.</p> <p><i>"Protected bike lanes make cycling much safer, especially for kids and older riders. We need more, not less!"</i> – Respondent</p> <p><i>"Separated bicycle lanes would really help make the space feel safe for cyclists, especially the kids that can travel along here for the schools nearby."</i> – Respondent</p>
Reducing traffic speed and congestion	<p>Feedback indicates a desire to slow down traffic and reduce congestion to improve safety.</p> <p>Suggested measures include:</p> <ul style="list-style-type: none"> • lower speed limits • traffic calming infrastructure • modal filters to stop rat-running • improved signal timings to keep traffic moving while protecting cyclists and pedestrians. <p>Respondents have indicated that these changes could help reduce the dangerous conditions caused by speeding vehicles and through traffic.</p> <p><i>"Speed humps or other traffic calming would really help reduce near misses with cyclists."</i> – Respondent</p> <p><i>"To reduce rat running, Council could implement traffic calming along Coppin Street. This would also have the safety benefit of reducing vehicle speeds."</i> – Respondent</p>
Improving accessibility and public space design	<p>Respondents called for a safer more attractive corridor for pedestrians and in particular, children and other vulnerable road users. Feedback for improving the accessibility and design of the corridor included:</p> <ul style="list-style-type: none"> • more pedestrian crossings

² This number was generated by counting the number of responses as opposed to the number of people who provided the response. Approximately 129 feedback from survey, 89 from pop-ups, and 1 email submission.

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Category of responses	Summary of responses
	<ul style="list-style-type: none">• better footpaths for those travelling with prams and wheelchairs along the corridor• better accessibility features for people with disabilities• enhancing the urban design to make streets more inviting. <p>In addition, aspects that would create spaces that would be considered pleasant and usable according to respondents, include:</p> <ul style="list-style-type: none">• more greenery• seating• clearer wayfinding signage. <p><i>"There's no safe place to cross here. A proper pedestrian crossing would help so much!" – Respondent</i></p> <p><i>"Pram ramps are missing in several spots – it's impossible for wheelchair users to navigate easily." – Respondent</i></p> <p><i>"Signs showing where bike paths lead would be super helpful – it's easy to get lost!" – Respondent</i></p>

4.3 Location specific comments: Issues and Improvements

There are some specific locations along the corridor that were highlighted by respondents as having numerous issues and pain points, equally, participants provided various ideas for improvement. The primary locations and the feedback shared by participants is outlined below.

4.3.1 Swan and Coppin Street intersection

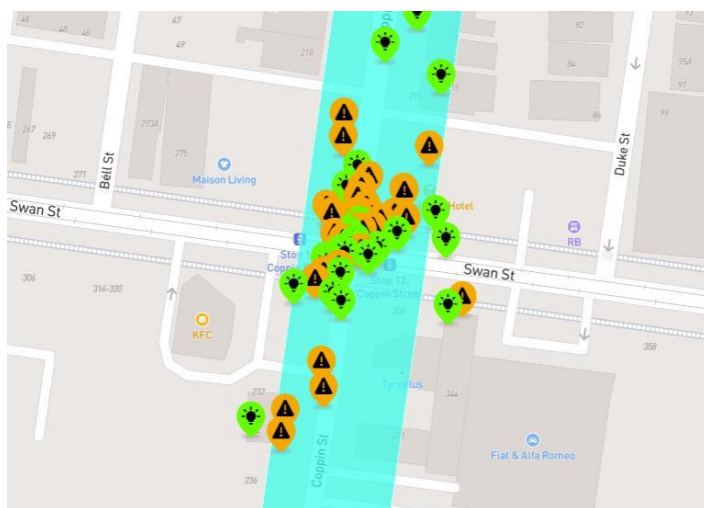


Figure 6. Pins provided on the intersection of Swan and Coppin Street

Approximately 63 respondents shared issues and ideas for improvement at the intersection of Swan Street and Coppin Street (Figure 6). Many of these respondents expressed concerns that the pilot upgrades at this intersection had made conditions more challenging for all users, including drivers, cyclists, and pedestrians, even though they supported efforts to encourage active travel. Those who were supportive of maintaining the pilot upgrades at the intersection, expressed that further improvements were required before the changes became permanent.

Respondent's key issues and concerns are outlined below:

- That the removal of the southbound traffic lane on Coppin Street, combined with the bike lanes, has significantly increased congestion, especially during peak hours.
 - Respondents noted long delays, with traffic backing up to other streets and vehicles being held up behind turning cars, exacerbated by the lack of dedicated right-turn arrow.
 - Respondents shared that people will often turn right at Benson Street and head down narrow residential streets such as Bell Street and Mary Street to avoid lengthy delays.
- That the current design increases uncertainty and confusion over the right of way, creating a perceived danger for both drivers and cyclists, with other vehicles sometimes squeezing past turning cars.
- That the current design doesn't adequately separate cyclists from turning vehicles, raising safety concerns.
- Some respondents believe the bike lanes are too wide, leading to traffic congestion.

"One lane travelling on Coppin to Swan St results in congestion when cars are turning right onto Swan St. When cars are stuck behind someone turning right, they tend to squeeze past resulting in many near misses." – Respondent

"As a cyclist I feel less safe at this intersection with current trial arrangements in place. I am very cautious approaching this intersection, as I am concerned that the car drivers are much further away from me and are unlikely to see me." – Respondent

Several comments expressed support for bike lanes but believe the current design needs further refinement to balance the needs of all road users. Ideas included:

- Install a cyclist-specific traffic light that turn green before the vehicle light, allowing cyclists at the intersection to move through safely before cars proceed.
- Include a dedicated right-turn arrow for vehicles at the intersection to improve flow and safety.

Other ideas for improvement of the intersection, included:

- Restore the two southbound lanes on Coppin Street by removing the concrete median or revising the bike lane layout.
- Suggestion to ensure that right of way is clear for bikes travelling south through the intersection and cars turning left
- Continue the cycle lane markings through the intersection.
- Relocate the bike lane to a nearby side street.
- Change the light phases for cars to improve traffic flow.

4.3.2 Bridge Road and Coppin Street intersection



Figure 7. Pins provided on the intersection of Bridge Road and Coppin Street

Approximately 39 pins were dropped relating to the intersection of Bridge Road/Coppin Street (Figure 7). Most respondent's concerns related to accessibility and safety for pedestrians and cyclists due to the traffic light signalling.

In comparison to the Swan Street/Coppin Street intersection, many respondents expressed support for the pilot upgrades at the Bridge Road/Coppin Street intersection, however, they also raised concerns about existing issues and suggested areas for improvement to be addressed before upgrades are made permanent.

- Respondent's key issues and concerns are outlined below: The timing of the traffic lights at the Bridge Road and Coppin Street intersection. Several respondents shared that cars often speed through the intersection when turning right, causing near misses for cyclists and pedestrians.
- That the bike lanes are not optimally sized to accommodate the flow of traffic. Several respondents shared that the car lanes are too narrow, bike lanes too wide, with on-street parking taking up valuable space. There were examples of safety concerns with cars swerving into the bike lane to avoid road hazards.

- That delivery trucks and cars frequently park in bike lanes, forcing cyclists into car traffic especially near the Spread Eagle Hotel.
- That commercial rubbish bins are frequently left on the footpath for prolonged periods and the impact this has on accessibility for pedestrians who need to use the bike lane to navigate around them.

"Bike lane at intersection unnecessarily wide, car lanes are too narrow and forcing cars turning right too close to median line" – Respondent

"It is imperative that safety measures for active travel extend up to and through intersections. Too often the infrastructure (which often is only a painted lane) disappears at the most dangerous points on a road for the convenience of drivers and to encourage more motorists to use the intersection." – Respondent

Respondents recommended the following improvements for the intersection:

- Installing a cyclist-specific traffic light that turns green before the vehicle light, allowing cyclists at the intersection to move through safely before cars proceed.
- Installing a right-turn arrow and delay the pedestrian light turning green to improve traffic flow and pedestrian safety.
- Employing a school crossing supervisor during school hours to improve pedestrian safety.
- Reducing the width of the bike lane.
- Continue the lane markings through the intersection.
- Work with local businesses to remove bins from the footpath and encourage timely pickup.
- Consider removing or limiting on-street parking to free up space for safer traffic movement.

4.3.3 Roundabout at Palmer Street and Dyer Street



Figure 8. Pins provided on the roundabout on Palmer and Dyer Street Crossing

Approximately 19 respondents highlighted concerns and proposed improvements regarding the roundabout at Palmer Street and Coppin Street, Dyer Street and Coppin Street (Figure 8). Comments focused on safety issues for pedestrians, cyclists, and motorists. Feedback on this section of the corridor frequently highlighted that the current design prioritises traffic flow over safety, creating hazardous conditions.

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The key issues and concerns raised are outlined in the points below:

- That the roundabout encourages high speeds, particularly from Palmer Street, raising safety concerns for pedestrians and cyclists
- Crossing Palmer Street, especially on the western side, is risky due to fast-moving vehicles and a design that doesn't prioritise safety
- The lack of dedicated bike lanes through the roundabout forces cyclists to merge into traffic too late, causing unsafe interactions with vehicles
- That large vehicles, such as car transport trucks, use the roundabout, often driving over the centre, which disrupts traffic flow and safety
- The current design promotes fast traffic flow, which conflicts with the needs of pedestrians and cyclists, making it dangerous, especially for children
- The bike lane merges too late into the car lane before the roundabout, creating confusion and discomfort for cyclists, with cars not anticipating the lane change
- It is difficult for pedestrians to see traffic when crossing from Murphy Street to Dyer Street and/or cyclists turning into Coppin Street. Vehicles parked along either side contribute to the low visibility. This is an important crossing due to its proximity to nearby schools.

"The Roundabout is very large for its intended purpose. which makes it quite a long route to take when walking and also means that cars speed around it and do not wait for you to cross, making it dangerous for kids walking to RHS."

"Cars speed along this section of Coppin Street. It's hard to see traffic coming both ways when crossing from Murphy to Dyer St, especially when vans and large cars are parked here either side." Respondents recommended the following improvements:

- Redesign the roundabout to slow traffic and enhance safety for pedestrians and cyclists such as traffic calming signs, speed cameras and/or speed bumps
- Reduce car dominance by adding modal filters and narrowing the street
- Prioritise safety for children walking or cycling to school with safe crossings and bike-friendly routes
- Convert the roundabout into a bicycle-friendly design, possibly by closing some legs to reduce vehicle traffic
- Remove car parking near Dyer Street and Murphy Street to improve visibility
- Include a raised pedestrian crossing to connect Dyer Street with Murphy Street
- Consider a wombat crossing here to better connect with the Murphy Street Reserve.

4.3.4 Madden Grove and Coppin Street



Figure 9. Pins provided on Madden Grove and Coppin Street

Approximately 15 respondents dropped a pin relating to the section of Madden Grove and Coppin Street (Figure 9) raising concerns regarding safety and traffic flow.

Respondents highlighted the following key issues:

Pedestrian safety

- Poor visibility at pedestrian crossings, especially with cars failing to stop despite zebra crossings. This has been highlighted as creating dangerous conditions, especially for children walking to and from school.
- Lack of safe crossing options for pedestrians, particularly for families with prams or those crossing into the park, as they are forced to use the bike path.
- The crossing on Madden Grove is often blocked by cars, making it difficult for pedestrians to cross safely, and the time restrictions on traffic flow are rarely observed.

Cyclists' safety

- Cyclists experience danger when trying to cross or navigate Coppin Street, especially due to narrow median spaces for waiting and high-speed traffic approaching from the railway bridge.
- The narrow gap in the median makes it difficult for cyclists, particularly those on larger bikes or with cargo, to wait safely.
- Confusion for both cyclists and drivers regarding turning lanes, with cyclists feeling exposed and drivers not always giving right of way.

Traffic and speeding

- Cars often speeding over the crest of the railway bridge, making it hard to see them in time, leading to dangerous crossing for both pedestrians and cyclists.
- Traffic congestion, particularly during peak hours, creates dangerous conditions for pedestrians and cyclists attempting to cross.

Respondents recommended the following improvements for the intersection:

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- Making the crossing and cycling infrastructure more prominent and visible to both drivers and pedestrians, ensuring they are marked and easily identifiable.
- Installing traffic calming measures, such as a speed hump with the crossing on top, which would create a raised crossing for pedestrians.

5 Business door knocks

Thirty-seven businesses along the corridor were door knocked. During this outreach, Capire was able to speak directly to representatives from 4 businesses, allowing for in-person discussions about key issues and concerns. Additionally, 33 postcards were left behind to ensure that all businesses could follow up and provide their feedback. A list of the businesses and organisations visited can be found in Appendix 8.2.

The feedback from the four businesses spoken to during the doorknock is summarised below.

- There is some concern about the limited 2-hour parking and it's impact on attracting more customers, with a desire to increase the parking limit.
- Deliveries for businesses are either received at the front (e.g. loading zones) or at laneways. It has been noted that trucks at times utilise the loading zones, which creates challenges for parking and accessibility.

Notably 4% of the social map survey responses cited owning a business as their connection to Yarra, therefore further feedback from businesses is captured elsewhere in this report.

6 Next steps

The community engagement findings included in this report will be used by YCC to inform the designs for the Coppin Street corridor, from Highett Street to Barkly Avenue.

The Strategic Transport team will be reviewing the feedback from this report and providing a report back at a Council meeting in early-mid 2025 before creating the initial designs. Community members and key stakeholders will be provided with an opportunity to provide feedback on the draft designs.

Additionally, as noted at the beginning of this report, while not a key focus of this consultation, the ideas and information pertaining to further streetscape upgrades are valuable and may be incorporated within the design process and/or advocated for as part of further urban upgrades.

7 Appendix

7.1 Social Map Survey tool questions

Participants were asked to drop a pin and answer one or both of the following questions:

- What do you think are the current issues and pain points for anyone travelling via Wellington Street?
- How do you think we can improve Wellington Street for people who use active transport like cyclists and pedestrians?

Demographic questions:

- What's your connection to Yarra?
- What gender do you identify as?
- What is your age range?
- What suburb do you live in?
- Select all that apply. I am...
- How do you get around Yarra? Please tick all that apply
- What's your email address

7.2 Businesses and Community organisations

Below is the list of businesses who were door knocked.

- Abel Solutions
- Adventure For Life
- Andrew Pandeli and Co
- Anytime Fitness
- Autex Acoustics
- Azure
- Brennan IT
- CellarSpace
- Central Club Hotel
- Dix Creative
- Effect
- Exclusive Photography Melbourne
- Frankie Salon Richmond

- Fratellion Pizzeria
- Glasshaus Brucke
- Hacker Guthrie
- KFC
- KPSS Development
- Melbourne Geotechnics
- Melbourne Pathology Richmond
- Metro Trains
- Mister Coppin Café
- Myomovements
- New Leaf Psychology
- Pitch Architecture and Design
- Repco Auto Parts
- Richmond Consulting Suites
- Richmond Medical
- RBB
- Rb Automotive Technicians
- SIXT Car and Truck Rental
- SS Group
- Strong Pilates
- Spread Eagle Hotel
- The Central Club Hotel
- Tyrepower Richmond
- Vietnamese Church of Christ

7.3 Outreach

Below is the list of educational and community organisations, resident cycling groups, resident sustainability and advocacy groups who were outreached via email.

Schools

- Almost French Early Learning
- Alpha Early Learning Centre
- Brighton Street Early Learning
- Goodstart Early Learning

- Lynam Hall Community School
- Melbourne Girls' College
- Richmond Creche and Kindergarten
- Richmond High School
- Richmond Primary School
- St. Kevin's College
- Trinity Catholic School
- Yarra Primary School

Active transport groups/sustainability and advocacy groups

- Bicycle Network
- Cycling and Walking Australia and New Zealand
- Stonnington Bicycle Users Group
- Streets Alive Yarra Inc.
- We Ride! Australia
- Yarra Bicycle Users Group

Resident sustainability and advocacy groups:

- Australian Conservation Foundation
- Australian Youth Climate Coalition
- Environment Victoria
- Friends of the Earth
- RACV
- Victoria Walks
- Yarra Climate Action Now

Capire Consulting Group
The Commons,
Wurundjeri Country
36-38 Gipps Street,
Collingwood VIC 3066
(03) 9285 9000

info@capire.com.au

capire.com.au

Capire acknowledges
and deeply respects the
Wurundjeri people and
the Traditional Owners
of the Victorian land.



capire

Coppin Street Intersection Upgrades Pre-Trial and Post-Trial Conditions

Coppin Street / Swan Street Intersection Upgrade

Figure 1 - Coppin Street / Swan Street intersection looking south – pre-trial conditions (2019)

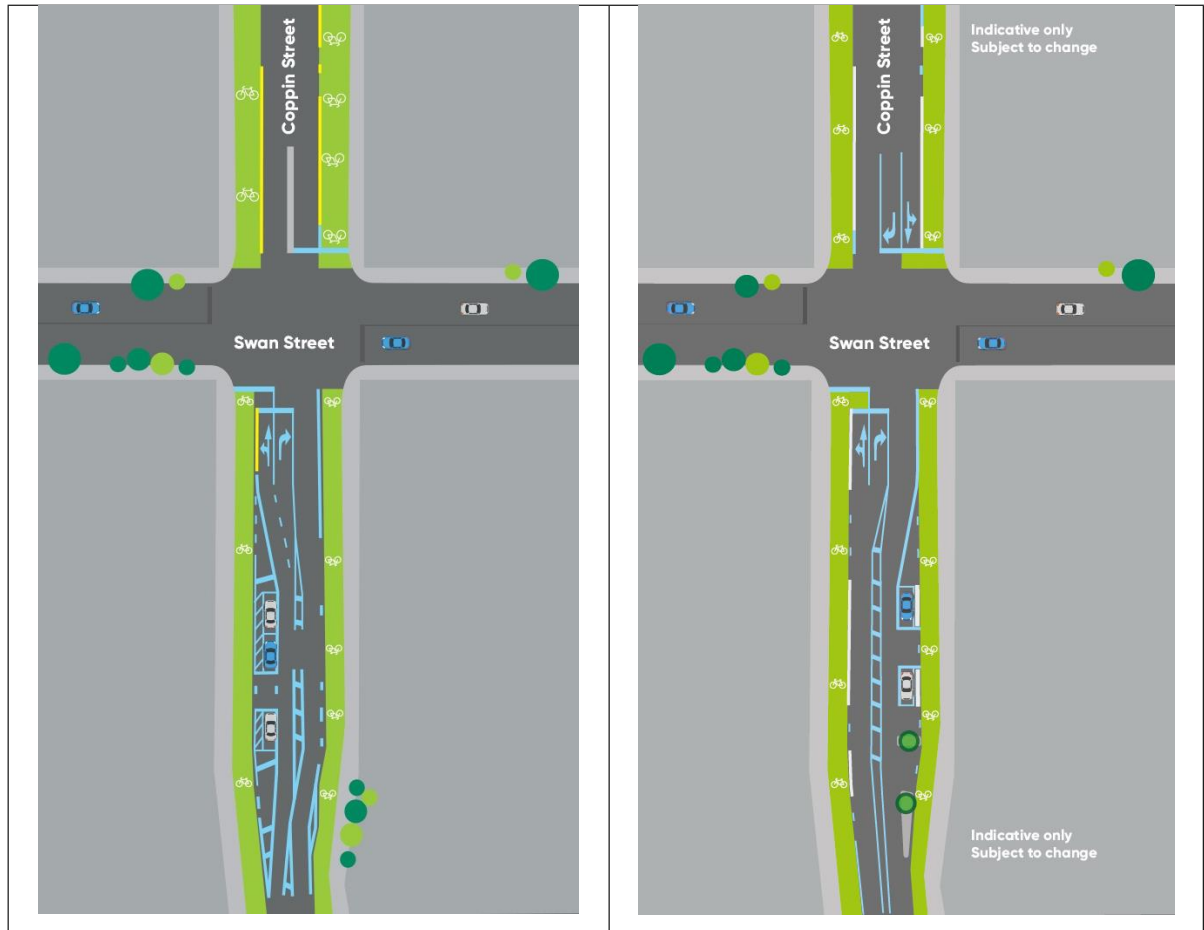


Figure 2 - Coppin Street / Swan Street intersection upgrade with trial (2025)



Coppin Street Intersection Upgrades Pre-Trial and Post-Trial Conditions

Figure 3 - Current pilot trial conditions compared to proposed permanent treatment on Coppin Street at the intersection with Swan Street



Coppin Street Intersection Upgrades Pre-Trial and Post-Trial Conditions

Coppin Street / Bridge Road Intersection Upgrade

Figure 4: Coppin Street / Bridge Road intersection looking north - pre-trial conditions (2019)

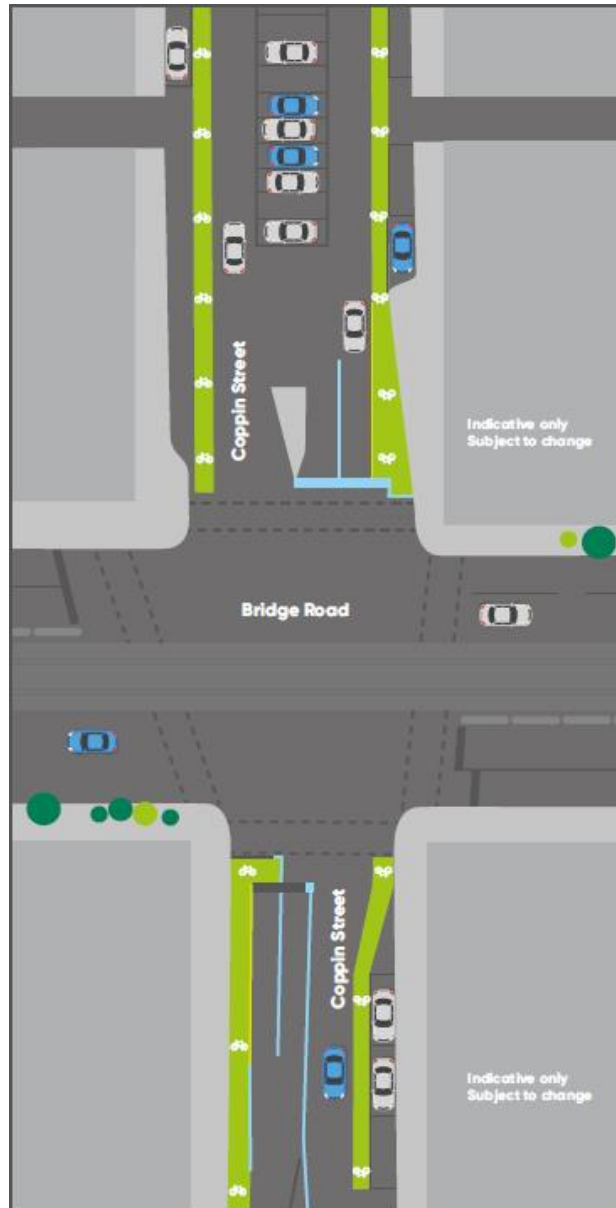


Figure 5: Coppin Street / Bridge Road intersection looking north with trial (2025)



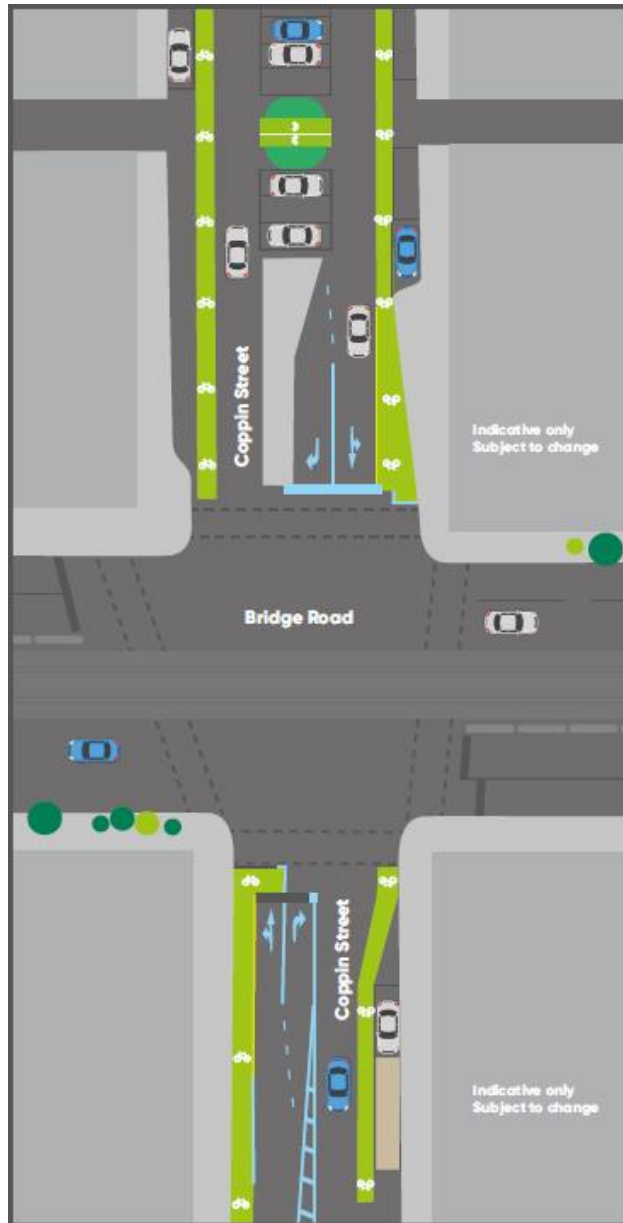
Coppin Street Intersection Upgrades Pre-Trial and Post-Trial Conditions

Figure 6 - Current pilot trial conditions on Coppin Street at the intersection with Bridge Road



Coppin Street Intersection Upgrades Pre-Trial and Post-Trial Conditions

Figure 7 – Proposed permanent treatment on Coppin Street at the intersection with Bridge Road



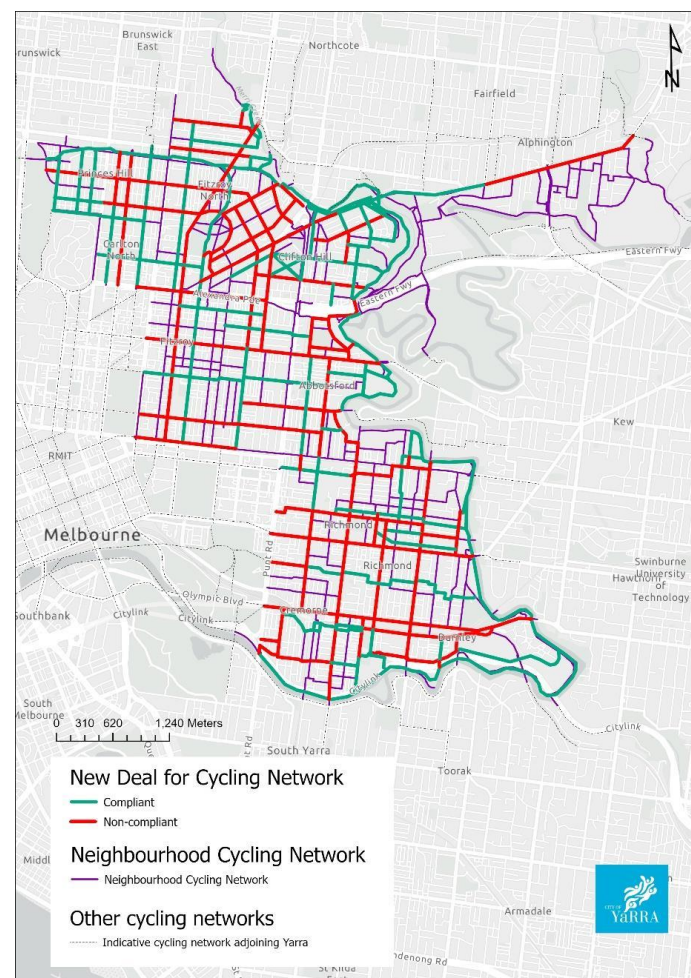
Coppin Street Intersection Upgrades Pilot Trials Monitoring and Evaluation Report
Yarra City Council

1. Introduction

Yarra City Council is committed to providing a safe, comfortable and attractive network of local and regional cycling routes for people of all ages and abilities to ride bicycles and scooters on.

Council adopted its *Moving Forward: Yarra's Transport Strategy 2022-32* to deliver an innovative, efficient, sustainable, and accessible transport system. The Strategy outlines our vision for sustainable urban mobility in our community and guides the different approaches to improving cycling access and safety, amongst other objectives, within our 'New Deal for Cycling' (NDC) network.

Figure 1 - Yarra's New Deal for Cycling network



The Department of Transport and Planning's Victorian Cycling Strategy states the following goals:

- 1) Invest in a safer, lower-stress, better-connected network
- 2) Make cycling a more inclusive experience

The State Government's Victorian Road Safety Strategy states the following strategic objectives:

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- 1) Be safe: ensure all Victorians are safe and feel safe, on and around our roads;
- 2) 10 year reduction: halve road deaths and progressively reduce serious injuries by 2030;
- 3) A culture of safety: embed a culture of road safety within the Victorian community; and,
- 4) Deliver initiatives: deliver a suite of initiatives that are achievable and have an impact in the short-term, but also prepare the state for the future.

Council has already delivered a number of intersection upgrades and protected bike lanes projects in recent years in order to achieve these outcomes. One of which on Elizabeth Street in Richmond North used temporary materials such as rubber kerb separators and flexible bollards to test out the new road design layout before committing to the future permanent design. Due to the lengthy delays in getting reviews and approvals for these projects, Council has opted to conduct iterative pilot trials to deliver road safety improvements in a more urgent manner.

2. Problem Identification

The current poorly designed car-orientated layout of the street network is not safe, comfortable or attractive for active transport users of all ages and abilities. The road design creates driver-cyclist conflicts due to the lack of physical separation between them, which results in an intimidating and dangerous road environment for people on bikes and scooters. This also heightens the risk of road trauma and nuisance due to frequent near misses as well as minor and major collisions. To enhance actual and perceived safety and thereby increase active transport participation across a broader demographic in society, road users on these types of roads should be segregated through the installation of physical barriers that prevent drivers from endangering cyclists and therefore mitigate such driver-cyclist conflicts.

3. Site Locations and Current Conditions

3.1 Coppin Street Richmond

The intersections of Coppin Street with Bridge Road and Swan Street were also identified in 2022 as part of the project. Coppin Street is a 40 km/h local street owned by Council whilst Bridge Road and Swan Street are arterial roads managed by DTP, both carrying tram tracks.

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Figure 2 – Intersection of Coppin Street and Bridge Road, Richmond (before project)

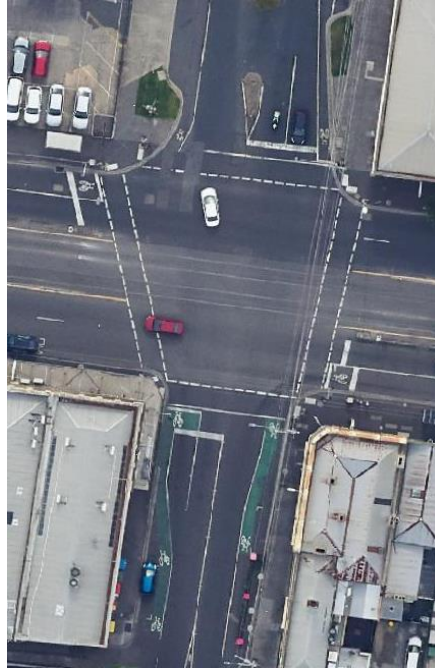


Figure 3 – Intersection of Coppin Street and Swan Street, Richmond (before project)



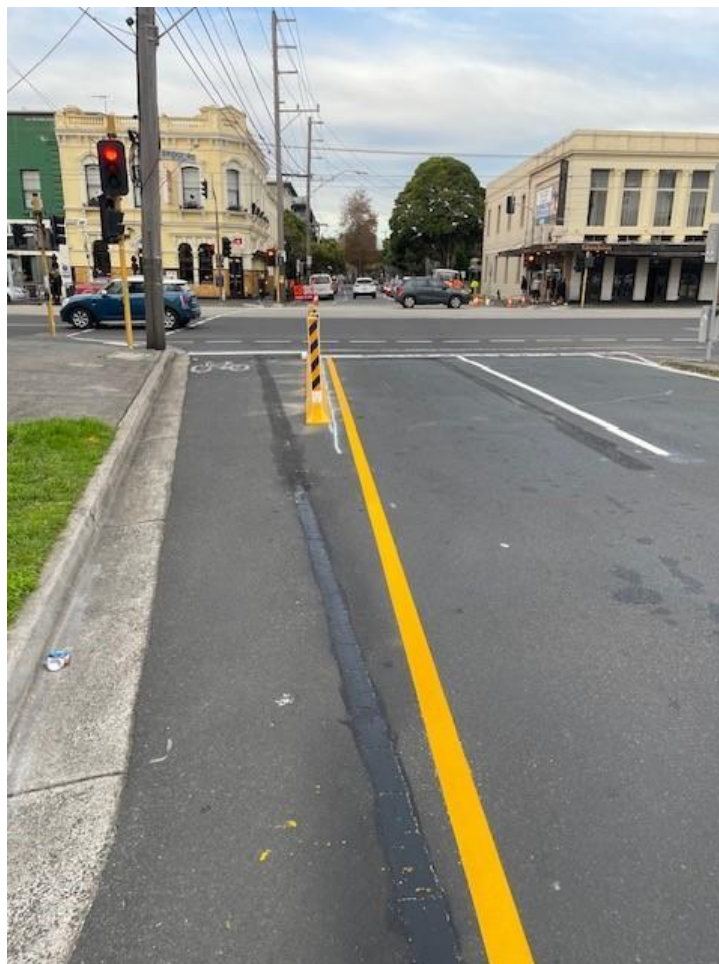
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4. Interventions

For Coppin Street, the project provided temporary protected bike lanes on the northern and southern approaches to the Bridge Road and Swan Street intersections. The existing traffic lanes were retained at the Bridge Road intersection whilst one traffic lane was removed on the northern approach to Swan Street so that the protected bike lane could be installed.

It must be highlighted that a concrete median splitter island prevented Council from having two traffic lanes here. However, as part of the permanent solution, it is envisaged that the median would be removed so that two traffic lanes are installed next to a kerbside southbound protected bike lane. At the same time, protected bike lanes on the southern approach to Swan Street were trialled all the way back to the railway bridge near Madden Grove. This connects to an east-west cycling route on Council's New Deal for Cycling Network that provides a safer east-west route parallel to Swan Street.

Figure 4 – Pilot trial on Coppin Street at Bridge Road, Richmond (after project)



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5. Proposed Trial and Evaluation Methodology

5.1 Objective of the pilot trials

The purpose of the pilot trials is to test the design of the protected bike lanes and the realignment of the traffic lanes to improve the safety, comfort and capacity of people on bikes along Coppin Street. The intention was to use temporary materials, signage and linemarking for a minimum 12-month period. This way Council could get live and real-time feedback on the intersection upgrades from the community and make the necessary modifications to the design if required before a permanent solution is committed to and delivered.

Council conducted monitoring and evaluation (M&E) of the pilot trials. Some of the key indicators of the M&E included:

- site observations;
- crash statistics;
- and general feedback from the community.

The two intersections on Coppin Street retained the existing two traffic turn lanes so it is not expected to delay traffic (other than on the northern approach to Swan Street where only one traffic lane remained during the pilot trial period).

5.2 Performance Indicators

Bike and traffic counts were conducted at both locations and some nearby streets before (baseline) and during the intersection upgrades pilot trials. Baseline counts were either carried in late 2022 and early 2023 while two rounds of post-implementation counts were conducted in October/November 2023 and February 2024.

5.2.1 Bicycle Surveys

The key results and general observations for Coppin Street regarding cycling are summarised below:

- There was a 414% increase in northbound cyclist volumes on Coppin Street south of Bridge Road with 7-day average daily volumes increasing from 30 to 116 per day
- There was a 195% increase in southbound cyclist volumes on Coppin Street north of Swan Street with 7-day average daily volumes increasing from 76 to 151 per day
- There was a 190% increase in southbound cyclist volumes on Coppin Street south of Swan Street with 7-day average daily volumes increasing from 64 to 122 per day

5.2.2 Traffic Surveys

The key results and general observations for Coppin Street regarding traffic are summarised below:

- There was no impact to average daily traffic volumes at the Bridge Road intersection
- Southbound traffic on Coppin Street slightly decreased by approximately 7% of which 40% was likely redistributed southbound on Lord Street due to the temporary reduction from two to one traffic lanes at the Swan Street intersection

5.2.3 Crash Statistics

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DTP crash statistics data show that four collisions between drivers and cyclists have occurred at all three intersections from 2012 to 2022 required the attendance of emergency services:

- 1 crash involving a cyclist and a right-turn driver at Coppin Street and Bridge Road resulting in a minor injury
- 3 at Coppin and Swan streets; one was a left-turn side swipe, one was a right-turn driver/through cyclist and one was an out-of-control vehicle resulting in two minor injuries

No crashes involving cyclists were reported at these three intersections during the pilot trial period.

5.3 Community Feedback

Council set up a dedicated [webpage](#) in June 2023 on our Your Say Yarra website to undertake community consultation and gather feedback during the implementation of the pilot trials. This has remained open for the duration of the trial period and will continue to be open for the full 12-month period. Physical signs were installed at all the pilot trial sites with information and links to opportunities to provide feedback.

To date we have received overwhelmingly positive feedback about these pilot trials from the broader community and most people recognise the benefits of these interventions.

In total 67 comments were received for Coppin Street. 46% of comments were supportive of the intersection upgrades whilst 42% were not supportive; although almost all of these negative comments were entirely related to the temporary removal of the second southbound traffic lane at the Swan Street intersection and allegedly increased traffic queuing.

Some positive comments from the community consultation include the following:

"The new layout for Coppin St and the junctions of Bridge Rd and Swan St is a big improvement for all parties. When driving, it is clearer to see and avoid people on bikes and on foot due to the decreased space for cars. When riding or walking, the layout makes both of these modes of transport feel more welcoming, and clear." – Jeremy B, Richmond resident

"They are great and make these intersections safer. I just wish they were permanent. Thank you so much!" – O. Dickson, Abbotsford resident

"Much better with the protected bike lane. Protects from left-turning cars." – Meredith K., Clifton Hill resident

6. Conclusions

A number of conclusions have been drawn from the monitoring and evaluation of the intersection upgrades pilot trials over the last 9 months:

- ✓ These pilot trials have achieved significant road safety improvements, especially for people on bikes and scooters
- ✓ Cycling participation in overall numbers has increased at these intersections and attracted new riders in the community
- ✓ Perceptions of active and perceived safety have improved and as a result more people are considering active transport modes for transport

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- ✓ Micromobility is booming in Yarra and protected bike lanes provide safe routes for the use of e-scooters
- ✓ Installing these treatments has achieved results that align with the strategic objectives of the Department of Transport & Planning and Yarra City Council

7.3. Urban Renewal of Victoria Street, Richmond and Abbotsford

Author Malcolm McCall – Manager Equity and Community Development
Authoriser General Manager Community Strengthening

Executive Summary

This report responds to Notice of Motion No. 21 of December 2024, which calls for a Council-led strategy to reverse the decline of the Victoria Street Precinct.

The Precinct is proposed to span North Richmond and southern Abbotsford and extends from Hoddle Street in the west and to the east, where Victoria Street transitions into Barkers Road, terminating at the Victoria Bridge over the Yarra River, with a north-south extent reaching approximately 45 metres back on either side of the Victoria Street.

This is not a traditional 'urban renewal' plan reliant on the material support of the state government. In Victoria, urban renewal is typically the revitalisation of a precinct under state legislative frameworks such as the Planning and Environment Act 1987 and the Urban Renewal Authority Victoria Amendment (Development Victoria) Act 2017. These empower Development Victoria to lead major projects, using public-private partnerships (PPPs) to redevelop precincts, create residential and commercial space, housing, and upgrade infrastructure.

Instead, it is proposed that a plan, the *Victoria Street Revitalisation Plan: Enhancing Amenity, Boosting the Economy, and Fostering Local Pride*, be developed.

Leveraging Council's resources and remit, the Plan will include a suite of short, medium, and long-term targeted interventions in partnership with residents, businesses, and private and public sector stakeholders. It will also foreground the Vietnamese community's role in Victoria Street's cultural and economic identity. It will include initiatives to enhance public spaces through practical safety interventions, greening, and beautification efforts, as well as foster economic vibrancy and resilience by working with existing traders, encouraging and enabling new investment. Officers are seeking clarity from State Government regarding the designation of Richmond as a priority precinct as part of its 'Plan for Victoria'. Recent planning policy and locally specific built form requirements have already been prepared by Council and are partially in place.

The Plan will be developed in several stages:

- Phase 1(a): Engage key stakeholders, document proposed interventions;
- Phase 1(b): Engage expert advice to assess their efficacy, durability, and financial and other resource implications.
- Phase 2: Use the findings from Phase 1 to develop the Victoria Street Revitalisation Plan, which will be presented to Council for endorsement for public exhibition before returning for final adoption.

The Plan will be implemented over multiple years through a series of coordinated initiatives, prioritising flexibility and adaptability. It will incorporate practical safety enhancements,

greening and beautification efforts, and business support measures to attract investment and reduce commercial vacancies.

Initial efforts will focus on enhancing public amenity through graffiti reduction, practical greening, and safety measures. Such foundational interventionist improvements can create a more attractive environment, boosting community confidence and supporting business vitality. Place management can then be strengthened by integrating cleansing, waste, and infrastructure services with regulatory compliance to sustain gains.

Economic initiatives would identify the business mix and positioning, reinforce the Precinct's unique identity, and enhance Victoria Street's competitiveness. Overtly integrating art and culture into community revitalisation work can attract new creative placemaking opportunities. Collaborations between community developers, creative professionals, artists, businesses and local residents will drive these opportunities and improve the brand and profile of the precinct's rich heritage and contemporary culture.

As the Precinct progresses, the focus can shift to strategic land use planning, identifying zoning refinements and planning adjustments to facilitate sustainable development, promote economic vitality, and foster a growing and cohesive community.

Officer Recommendation

That Council:

1. Endorses the development of the Victoria Street Revitalisation Plan: Enhancing Amenity, Boosting the Economy, and Fostering Local Pride, as a locally led initiative aimed at delivering short, medium, and long-term targeted interventions in partnership with residents, businesses, and private and public sector stakeholders.
2. Confirms the defined precinct area for the Plan, extending from Hoddle Street in the west to Victoria Bridge in the east, where Victoria Street transitions into Barkers Road, with a north-south extent reaching 45 metres back on either side of Victoria Street. The Precinct includes key discontinuous roads to the south, such as Little Butler Street, Victoria Place, Eureka Street, and Coles Terrace.
3. Recognises that the revitalisation plan will be implemented over multiple years, requiring multiple initiatives and collaboration with existing and emerging partners, while being delivered within existing funding constraints.
4. Endorses a phased approach to developing the Victoria Street Revitalisation Plan, with an initial phase assessing proposed interventions supported by independent, expert advice, followed by a Draft Plan submitted to Council for endorsement for public exhibition, and the production of a Final Plan for adoption.
5. Supports the establishment of structured working groups for the Victoria Street Revitalisation Plan, with Phase 1 focusing on stakeholder engagement and intervention assessment, and Phase 2 on delivery, partnerships, and evaluation.
6. Recognises that officers will pursue an incremental, trial-based approach to targeted precinct improvements, ensuring flexibility and adaptability based on community and stakeholder feedback. Initiatives will be assessed on a limited scale before broader implementation, with successful interventions being replicated and expanded.
7. Endorses the identification of investment opportunities in the Precinct, including engagement with property owners and developers to identify and address barriers to

investment, such as land fragmentation and environmental constraints. This is likely to include assessing the feasibility of site consolidation to improve viability and unlock public benefits such as setbacks, open space, and enhanced pedestrian access.

8. Supports the use of innovative tools to visually represent development potential, illustrate existing constraints, and highlight commercial opportunities, providing public and private stakeholders with a comprehensive understanding of the Precinct's revitalisation prospects.
9. Requests that officers report back to Council at key milestones in the development of the Victoria Street Revitalisation Plan, upon completing the following stages:
 - (a) Phase 1(a): Engage key stakeholders, document proposed interventions;
 - (b) Phase 1(b): Engage expert advice to assess their efficacy, durability, and financial and other resource implications;
 - (c) Phase 2: Use the findings from Phase 1 to develop the Victoria Street Revitalisation Plan, which will be presented to Council for endorsement for public exhibition before returning for final adoption.
10. Invests in a suite of shorter-term public realm enhancements for the Victoria Street Precinct, including:
 - (a) Negotiating with VicTrack to lease or purchase the Jonas Street intersection with Victoria Street to create an appropriate public space, recognising the site's current surveillance and amenity challenges;
 - (b) Upgrading the green pocket of open space on the corner of Victoria Street and Regent Street to improve amenity and usability;
 - (c) Revitalising and replanting existing garden beds in outstands, using a thematic approach appropriate for Victoria Street to enhance the streetscape;
 - (d) Identifying opportunities for additional greening, including low-level plantings in existing paved outstands, vertical greenery on building facades, and hanging planters, ensuring accessibility is maintained; and
 - (e) Undertaking a graffiti blitz.

History and background

1. At its meeting held on 17 December 2024, Council resolved that a report be presented to the March Ordinary Meeting of Council providing advice regarding the development of an integrated, multi-disciplinary Urban Renewal Strategy for Victoria Street that:
 - (a) Aims to consider how the preparation of an Urban Renewal Strategy for Victoria Street can support the achievement of the following goals:
 - (i) Improvements to public spaces and places and maintenance of council assets;
 - (ii) Urban renewal of the Precinct including:
 - A significant increase in affordable housing of high quality;
 - Strengthened business and economic investment (including business attraction, economic diversity, lower vacancy rates, employment attraction);
 - (iii) Engagement with our multicultural community;

- (iv) Opportunities for greening that enhance climate resilience and liveability, including increased greenery, canopy cover and surfaces;
 - (v) Significant improvements in community safety and amenity for residents, business operators and visitors; and
 - (vi) Prove successful urban renewal approaches that can be leveraged for other activity centres across the City of Yarra; and
- (b) Provides advice on the following matters:
- (i) Likely timeframes for the development of the Strategy including consideration of different timescales and exploration of options for iterative strategy development;
 - (ii) Community engagement to inform the development of the strategy;
 - (iii) Regular reporting to a Councillor Workshop in the development of a strategy;
 - (iv) Identifying the necessary expertise (both internal and external) required to achieve an integrated process from all disciplines to develop and deliver the strategy;
 - (v) Identifies potential Strategy partners and advocacy opportunities that may be necessary to successfully develop and deliver the strategy;
 - (vi) Financial and budgetary considerations including estimated costs/ benefits and risks and risk mitigation strategies;
 - (vii) Limitations such as dependencies (on other initiatives, services, contracts, government bodies, etc.), constraints (financial, regulatory, resources, etc.) and risks, that will influence the development and delivery of the strategy; and
 - (viii) Summarises the history of recent spending and work from various stakeholders (e.g.: State government, community groups and Council), advises on the outcomes and benefits achieved from these efforts, and how these can be built upon to support the goals outline in paragraph 1).

Historic Initiatives and Current Programs

2. Council has participated in or led various initiatives to revitalise the Victoria Street precinct, including the Richmond Retail Revitalisation Project, intensive cleansing services, review of planning controls, social and economic development programs, and advocacy on housing, planning, and shared responsibility. Further details are provided in Attachment 1.

Trade and Consumption of Illicit Substances

3. While not the focus of this report, it is important to note the ongoing challenges and strategies to address the impacts of the trade and consumption of illicit substances for those who consume and the broader community.
4. In 2023, the Victorian Government made the MSIR in North Richmond a permanent health service, with NRCH as the provider and support from St Vincent's and Your Health. Key stakeholders in harm minimization include the Department of Health, DFFH, Victoria Police, and various commissioned health and support services (refer Attachment 1).

Site Context

Victoria Street Structure Plan and Planning Controls

5. Council adopted the Victoria Street Structure Plan in 2010 to guide development over a 10–15-year horizon, supporting the precinct as a vibrant shopping and services hub. While not fully implemented, the Plan informed interim built form controls and the development of Planning Scheme Amendment C291yara, which applies to Victoria Street and the area around Regent Street near North Richmond Station. The amendment, awaiting Ministerial approval since 2022, sets out preferred land use, built form, heritage, access, and green infrastructure outcomes. It includes five Design and Development Overlays and aims to increase certainty for future development (refer Attachment 1).

Development Patterns and Challenges

6. At the western end of Victoria Street, intersected by Hoddle and Church Streets, new development is concentrated around Regent Street, the streets south of North Richmond Train Station, and the North Richmond Housing Estate along Elizabeth Street as part of the State Government's Big Build. Some property owners have applied for permits over the years, and many projects have not progressed, with minimal investment in property maintenance. With its strategic location and distinctive character, the western end of the North Richmond Precinct holds strong potential for urban renewal and revitalisation. However, progress has been hampered by neglected and vacant buildings and the ongoing challenge of fragmented property ownership.
7. Different development patterns exist at the eastern end of Victoria Street, especially towards the Yarra River. This area has experienced significant development and can be largely, but not totally, explained by the ease of development given the dramatically larger lots and wide frontages. Victoria Gardens anchors the eastern end of Victoria Street, a regional centre with anchor tenants such as IKEA and Kmart. Victoria Gardens has substantial commercial (office) and health and entertainment components, including Fitness First and Hoyts. The Victoria Gardens Precinct has significant redevelopment potential with several vacant lots.
8. In 2024, the State Government approved a combined planning permit and planning scheme amendment facilitating a significant, mixed-use development on the Doonside Street frontage of the Precinct. Proximity to Birrarung (Yarra River) and Main Yarra Trail is also a substantial draw at this end of Victoria Street, with many residential and office developments having riverfront locations.
9. While the western end of Victoria Street has experienced significant development, challenges remain, including some shopfront vacancies and the need to balance growth with the area's character.
10. Upgraded several years ago with additional native plantings, improved lawns, a new playground, and better seating and pathways, Williams Reserve is a well-utilised green space. Flockhart Reserve, a valued open space along the river in Abbotsford, is popular for exercise and dog walking. However, ongoing public amenity management is required to ensure it remains accessible and safe for all users.

Recent State Government Planning Announcements

11. In February 2025, the Victorian Government named Richmond a Priority Precinct under Plan for Victoria, highlighting it as a focus for new jobs and housing. Council officers are seeking further detail and see this as a key opportunity for Victoria Street (refer

Attachment 1). Notably, potential areas for collaboration with the state government include:

- (a) Proposing Victoria Street as a pilot area for affordable housing, targeting very low to moderate-income households as defined by the Victorian Government;
- (b) Identifying strategic sites suitable for redevelopment;
- (c) Exploring uplift incentives, such as additional height, tied to public benefits such as community spaces, affordable workspaces, or open space;
- (d) Investigating financial incentives, tax relief, or co-investment models to support private development; and
- (e) Seeking investment in State infrastructure, including upgrades to North Richmond Station.

Discussion

- 12. It is proposed that the Victoria Street Revitalisation Plan: Enhancing Amenity, Boosting the Economy, and Fostering Local Pride, be developed.
 - 13. Leveraging Council's resources and remit, the Plan will include a suite of short, medium, and long-term targeted interventions in partnership with residents, businesses, and private sector stakeholders.
 - 14. For this Plan, the Precinct is defined as follows:
 - (a) It extends from Hoddle Street in the west, to where Victoria Street transitions into Barkers Road in the east, terminating at the Victoria Bridge over the Yarra River. (On the opposite bank, the suburbs of Hawthorn and Kew, within the City of Boroondara, form the eastern boundary); and
 - (b) The north-south extent reaches 45 metres back on either side of Victoria Street; notably, there is no parallel street to the north. To the south and extending eastward, the area includes a series of discontinuous roads, including Little Butler Street, Victoria Place, Eureka Street, and Coles Terrace.
 - 15. The Plan is envisaged to be implemented over multiple years through a series of coordinated and parallel initiatives, prioritising flexibility and adaptability. It will incorporate practical safety enhancements, greening and beautification efforts, and business support measures to attract investment and help reduce commercial vacancies.
 - 16. Initial efforts could focus on interventionist measures to enhance public amenity through graffiti reduction, greening interventions, safety measures, and enhanced public realm management. These foundational improvements can create a more attractive and functional environment, fostering community confidence and encouraging investment.
 - 17. Subsequent efforts can strengthen place management by integrating cleansing, waste, and infrastructure services with regulatory compliance to sustain improvements. In parallel, economic initiatives could refine business positioning, promote the Precinct's unique identity, and enhance Victoria Street's competitiveness. Marketing and branding efforts can further reinforce the Precinct as a key commercial and cultural hub.
-

18. As the Precinct evolves, strategic reassessments of land use planning could be undertaken to explore zoning refinements and planning adjustments that support long-term growth while remaining responsive to community and economic needs.
19. This phased, parallel and iterative approach is intended to balance immediate improvements with sustainable development, fostering a resilient and dynamic urban environment.
20. The Plan will not directly address health and supportive services, the justice system, or law enforcement matters. Council will continue to be an active partner in efforts to promote health and wellbeing through participation in the North Richmond Precinct Coordination Committee (NRPCC) and the North Richmond Precinct Revitalisation Inter-Departmental Committee (NRPRIDC). These are the appropriate forums to address these matters and where the Victorian Government, its public bodies and commissioned agencies, community and Council can work together.
21. The Plan will be developed in several stages, with a concurrent program of immediate and short-term works, as illustrated in the indicative timeline in Figure 1 below:

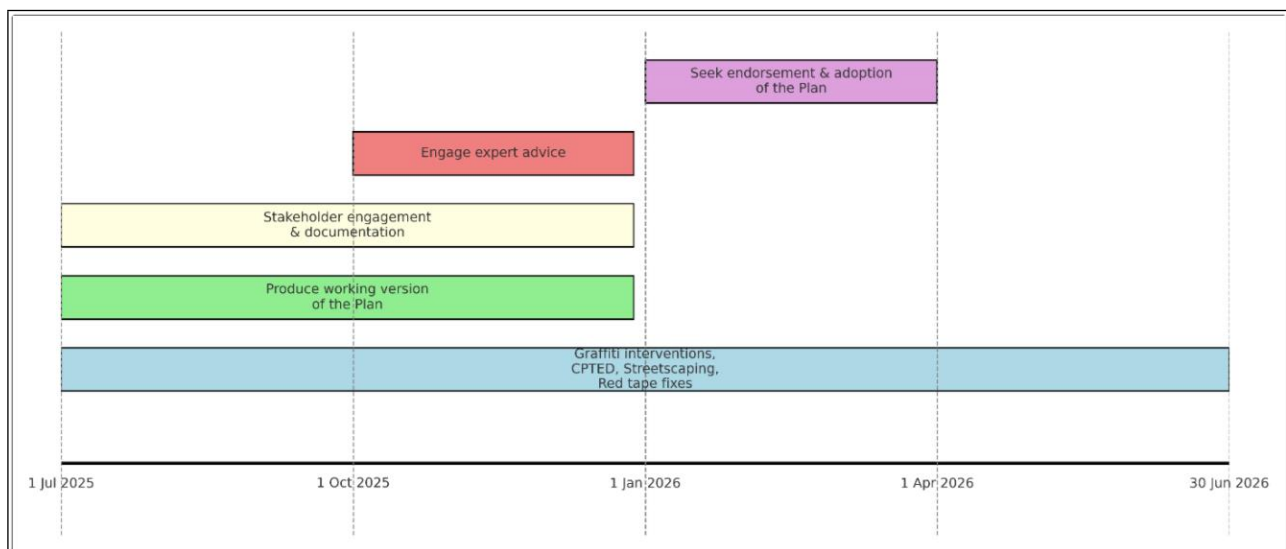


Figure 1: Indicative timeline to develop the Plan while undertaking concurrent actions.

22. Figure 1 demonstrates the proposed phased approach to develop and implement the Victoria Street Revitalisation Plan. This will work concurrently with a work program of immediate and short-term actions to be undertaken. For example, given the recently expanded investment in graffiti management, Council can action this work, although sequencing that aligns with ongoing prevention would also be considered. By contrast, addressing land parcelisation is an example of a matter that requires further investigation, stakeholder engagement and the development of new strategies.
23. The phasing of the plan is:
 - (a) Phase 1(a) (1 Jul to 31 Dec 2025): Engage key stakeholders, document proposed interventions;
 - (b) Phase 1(b) (1 Oct to 31 Dec 2025): Engage expert advice to assess their efficacy, durability, and financial and other resource implications; and
 - (c) Phase 2 (1 Jan to 31 Mar 2026): Use the findings from Phase 1 to develop the Victoria Street Revitalisation Plan, which will be presented to Council for endorsement for public exhibition before returning for final adoption.

24. Phase 1(a) focuses on engaging key stakeholders and documenting proposed interventions. Subsequently, in Phase 1(b), expert evaluations assess these interventions' efficacy, durability, and resource implications. Building upon these insights, Phase 2 involves drafting the Plan, presenting it, and engaging with the broader community. The Plan is then presented to the Council for endorsement, followed by a public exhibition, before returning for final adoption.
25. The concurrent program of works will action the following interventions:
 - (a) Graffiti interventions (engagement, treatments and preventions);
 - (b) Work with partners on resourcing and actioning CPTED;
 - (c) Streetscaping and beautification interventions (such as greening); and
 - (d) Rapid assessment and treatments to address red tape barriers for local businesses.
26. The following section details potential ideas for consideration in Phase 1. The interventions included in the final Plan will be clearly articulated, costed, and have robust risk assessments. Where warranted, some initiatives could be initially trialled, and if proven effective, they can then be replicated and expanded. Wherever feasible, work will occur concurrently, with work programs and planning running in parallel.

Ideas for consideration in Phase 1- Improving Safety Through Crime Prevention Through Environmental Design (CPTED)

27. Victoria Police has undertaken a Crime Prevention Through Environmental Design (CPTED) in the Precinct. The report on these CPTED results is intended to be provided directly to the NRPRIDC.
28. The CPTED assessment examined environmental design factors affecting public safety, focusing on areas west of Lennox Street, bounded by the railway line, and north of Victoria Street. It included multiple site inspections and consultations with police, government agencies, residents, and businesses.
29. It is understood that the findings highlight key security concerns, including insufficient CCTV coverage, inadequate lighting, overgrown foliage, and infrastructure issues. Based on these observations, the assessment provided security considerations aimed at realistically implementable measures to deter unlawful activity and assist in crime prevention.
30. A practical next step involves reviewing the recommendations within the CPTED assessment and prioritising effective and feasible interventions. One key area identified in the assessment is the need for discussions on CCTV coverage, which should be explored in collaboration with Victoria Police and other stakeholders. Additionally, measures such as upgrading street lighting in identified dark spots, improving visibility through better upkeep of vegetation, including trees, shrubs, and overgrown garden beds, and enhancing passive surveillance could further strengthen overall safety.
31. The CPTED assessment will provide important insights and practical interventions. Existing programs and practices, including monitoring crime data, gathering feedback from businesses and residents, and conducting community perception surveys, will assist the evaluation of the effectiveness of these measures, allowing for adjustments as needed.

Graffiti Blitz and Maintaining Building Facades

32. Graffiti has long been a concern on Victoria Street, contributing to perceptions of neglect and deterring investment. While Council has an ongoing graffiti removal program, a more targeted and intensive approach could improve outcomes.
33. An approach would involve a one-off graffiti removal blitz targeting all shop fronts up to three metres. Concurrently, businesses and tenants could be provided with graffiti removal kits and colour-matched paint tins to assist with ongoing maintenance. Officers would engage with local businesses to seek to galvanise action and buy-in.
34. There may also be a role for using mural creation as an intervention, in alignment with Council's Graffiti Management Framework. It is noted, however, that this treatment is not suitable for all locations, dependent on context and setting. Murals can also be highly subjective aesthetically and will not prevent tagging.
35. Increased monitoring through Council foot patrols and data collection may help assess recurrence rates and inform long-term prevention strategies.
36. The current Local Law does not define graffiti nor include it as an offence. This is currently under review and at community engagement stage. It is noted that this issue must be included and strengthened within the new Local Law, which will provide Council with additional enforcement powers.

Improved Security Measures for Private Property

37. Vandalism on ground level, first and second storeys, and graffiti remain a concern for many businesses along Victoria Street. Many properties are vulnerable due to permeable access points, scalable structures, limited passive and active surveillance, and minimal use of private CCTV.
38. One approach could involve engaging a security consultant to recommend cost-effective security improvements. The idea of a small business security grant program could be assessed to support interventions such as anti-climb measures, reinforced entry points, enhanced external lighting, and private CCTV installations. Priority could be given to businesses demonstrating co-investment in security upgrades to ensure sustainability.
39. Trader feedback and ongoing monitoring could assist in assessing the effectiveness of these measures. If successful, the program could be expanded to additional businesses, contributing to a safer commercial environment and strengthening long-term business confidence.

Collaborative Approaches to CCTV with Victoria Police and Key Stakeholders

40. While Council does not install or operate CCTV in public spaces, opportunities could be identified to support Victoria Police and other stakeholders in expanding and optimising the existing surveillance network.
41. Since CCTV is a standard police operational tool, collaboration could focus on improving the strategic placement, integration, and oversight of CCTV systems managed by law enforcement and private operators.
42. Since October 2017, the Victorian Government has installed CCTV in and around Victoria Street, with eight cameras affixed to three poles on the east side of Lennox Street between Victoria and Highett Streets, and five cameras affixed to two poles on Victoria Street, one at the corner of Nicholson Street on the eastern side and another opposite Little Lithgow Street on the southern side.

43. An approach could involve facilitating discussions with Victoria Police, local businesses, and property owners to identify opportunities for expanding and optimising CCTV coverage in high-priority locations. Funding to support CPTED interventions in the public realm is available through the Department of Justice and Community Safety's (DJCS) Crime Prevention grants.
44. Council could work with Yarra's Neighbourhood Policing Team and Richmond Neighbourhood Watch to encourage residents and businesses to register their CCTV or doorbell cameras to help build Victoria Police's local CCTV database. This could be supported by a campaign to provide guidance to businesses and private property owners on best practices for CCTV installation and management.
45. Additionally, Council could identify other data-sharing agreements where appropriate, such as inter-agency Memorandums of Understanding, to ensure that existing private and state-managed CCTV infrastructure contributes to broader crime prevention and response efforts. In parallel, assessing non-CCTV alternatives in partnership with Victoria Police, such as improved lighting, environmental design strategies, and increased police visibility, could complement surveillance efforts.
46. This approach would ensure that any expansion of CCTV infrastructure is led by the appropriate authorities while maintaining a balanced approach to safety, privacy, and community trust. Outcomes would be assessed through feedback from law enforcement, businesses, and residents and crime trend data in identified areas.

Strategies to Address Fragmented Land Ownership

47. Fragmented property ownership along Victoria Street will be a significant barrier to renewal efforts, making land assembly and redevelopment complex, time-consuming, and costly. When multiple owners hold small, adjacent parcels, conflicting priorities, financial expectations, and reluctance to sell can create delays that stall investment and development. This fragmentation can contribute to underutilised and poorly maintained spaces, further undermining efforts to improve the streetscape and public realm.
48. An intervention will involve facilitating discussions between landowners and property developers to define opportunities for site consolidation. While there is currently no planning mechanism to mandate this, other approaches could be investigated to encourage lot consolidation where feasible. Larger sites could enhance viability, enable better design outcomes, and provide potential public benefits such as increased setbacks, open space, or improved pedestrian access.
49. Supporting landowners in navigating the Environmental Audit Overlay process on the northern side of Victoria Street could also help remove a barrier to investment. Given the potential costs associated with addressing land contamination, providing guidance on existing remediation pathways and regulatory requirements could improve confidence in undertaking development.
50. A helpful way to show how Victoria Street could grow and improve is by creating a detailed 3D model of the area. This model would show what the precinct looks like now and highlight places where new buildings or businesses could go. It would give landowners, businesses, and developers a clearer picture of the opportunities, helping them make informed investment decisions. Importantly, the model can enable a clear

visualisation of what the precinct could look like as a result of different decisions, making it a valuable tool for stakeholder engagement across the precinct.

51. The model could include key information such as land use, ownership patterns, planning approvals, and the remaining development capacity under current and proposed planning rules. It would allow users to explore various development scenarios and understand potential outcomes. Once completed, Yarra Council could manage and regularly update the model to ensure it remains relevant and aligned with broader planning strategies.
52. Further work will focus on understanding the factors affecting market confidence in the Precinct. Engaging with developers, businesses, and property owners to identify the specific risks and concerns holding back investment could help shape targeted interventions to stimulate renewal. If successful, these efforts could contribute to unlocking development potential while ensuring a balanced approach that delivers both economic and community benefits.
53. Victoria Street Richmond, like many precincts across Melbourne and Australia, is being affected by broader economic challenges. High inflation and cost of living pressures following the COVID-19 pandemic has driven up the cost of construction, materials, and labour, while ongoing skills shortages and supply chain disruptions have slowed development. Rising interest rates have also reduced consumer spending and made it harder for businesses and developers to access finance. These factors have created uncertainty and slowed investment, and it is important that Council understands what it can influence to support renewal and growth.
54. By addressing these challenges in one precinct, such as Victoria Street, we can create a foundation for local renewal that can inform broader strategies. The lessons learned, and the conditions we establish to support investment and activity, can positively influence nearby centres like Bridge Road and be adapted to other locations across Yarra. This approach allows us to build a stronger, more resilient local economy across multiple precincts.
55. The recent Victorian Government announcements and focus on Richmond also provide Council with an opportunity to work with state government to pilot projects in the area and deliver changes to the planning regime for the area, including progressing opportunities for affordable housing and identifying strategic redevelopment sites.
56. While the precise timing and scope of the state government work is unclear, Council should approach this as an opportunity to set the agenda for Victoria Street.

Expanding Urban Greening Through Innovative Approaches

57. Victoria Street's narrow footpaths and dense built environment make traditional greening methods challenging to implement. However, innovative solutions would be identified to introduce urban greenery to enhance the streetscape while maintaining pedestrian access and visibility. Drawing on best practices, including insights from the Vertical Greening Guidelines (August 2024), potential interventions could include space-efficient greening strategies tailored to the Precinct's unique constraints.
58. An approach could involve trialling a range of solutions. Opportunities for greening could include trellis-guided climbing plants within property boundaries and laneways that meet the Vertical Greening Guidelines criteria, as well as green facades and vertical gardens that provide low-maintenance greenery for businesses. Identifying underutilised laneways and side streets for strategic plantings could help enhance biodiversity and

improve climate resilience. Overhead greening within property boundaries, such as hanging baskets and suspended planters, could maximise greenery and assist with reducing urban heat island effects. To encourage participation, property owners and businesses would be engaged to ensure greening efforts are integrated within their property boundaries. Funding sources, including trader contributions, grants, and corporate sponsorships, would be determined to support long-term maintenance and sustainability.

Leveraging Economic and Community Expertise for Main Street Renewal

59. The Victoria Street Business Association (VSBA) represents businesses across the Precinct, while the Victoria Street Business Collective (VSBC) has formed at the western end of the street, from Church to Burnley Streets. Although both groups connect to Victoria Street's broader identity, VSBC faces distinct challenges and has developed its own branding to better represent the needs of businesses in that section of the Precinct.
60. Building on current efforts working closely with the VSBA and VSBC, economic and community specialists will identify targeted opportunities for interventions that would drive high street revitalisation. Council will engage expert advice in the areas of retail economics, commercial property, place activation, community engagement, and funding which will provide valuable insights into barriers to investment and opportunities for sustainable growth.
61. The intended outcomes in each of these areas are as follows:
 - (a) Retail and High Street Economy – Analysis of market trends, commercial viability, and the retail mix to strengthen the Precinct's economic resilience. These insights will support efforts to attract and retain businesses, ensuring a balance of retail, hospitality, and services that respond to shifting consumer behaviours;
 - (b) Commercial property – Assessment of rental dynamics, business tenancy, and property investment potential, to help address vacancy rates and promote flexible leasing models that encourage new investment. The end goal is to create a more appealing and sustainable commercial environment;
 - (c) Place activation – Revitalising underutilised spaces through pop-up retail, cultural programming, and temporary activations to generate foot traffic and create a more dynamic streetscape. Extended trading hours, night-time economy initiatives, and localised events could further enhance business activity and visitor experience; and
 - (d) Community development – Facilitating engagement between residents, traders, and local authorities to ensure renewal efforts reflect community needs. Strengthening trader associations or supporting the establishment of a Special Rate Scheme could empower local businesses to take a more active role in precinct management and activation.
62. This approach aims to ensure that interventions are informed by expert analysis and aligned with both economic and social priorities. Outcomes will be assessed through business retention rates, activation success metrics, community perception surveys, and funding secured for revitalisation initiatives. If successful, similar expert-led strategies could be applied to other commercial precincts in the municipality.

Options

63. There are several options available to Council:

Option 1 – Recommended

64. That Council:

- (a) Endorses the development of the Victoria Street Revitalisation Plan: Enhancing Amenity, Boosting the Economy, and Fostering Local Pride, as a locally led initiative aimed at delivering short, medium, and long-term targeted interventions in partnership with residents, businesses, and private and public sector stakeholders;
- (b) Confirms the defined precinct area for the Plan, extending from Hoddle Street in the west to Victoria Bridge in the east, where Victoria Street transitions into Barkers Road, with a north-south extent reaching 45 metres back on either side of Victoria Street. The Precinct includes key discontinuous roads to the south, such as Little Butler Street, Victoria Place, Eureka Street, and Coles Terrace;
- (c) Recognises that the revitalisation plan will be implemented over multiple years, requiring multiple initiatives and collaboration with existing and emerging partners, while being delivered within existing funding constraints;
- (d) Endorses a phased approach to developing the Victoria Street Revitalisation Plan, with an initial phase assessing proposed interventions supported by independent, expert advice, followed by a Draft Plan submitted to Council for endorsement for public exhibition, and the production of a Final Plan for adoption;
- (e) Supports the establishment of structured working groups for the Victoria Street Revitalisation Plan, with Phase 1 focusing on stakeholder engagement and intervention assessment, and Phase 2 on delivery, partnerships, and evaluation;
- (f) Recognises that officers will pursue an incremental, trial-based approach to targeted precinct improvements, ensuring flexibility and adaptability based on community and stakeholder feedback. Initiatives will be assessed on a limited scale before broader implementation, with successful interventions being replicated and expanded;
- (g) Endorses the identification of investment opportunities in the Precinct, including engagement with property owners and developers to identify and address barriers to investment, such as land fragmentation and environmental constraints. This is likely to include assessing the feasibility of site consolidation to improve viability and unlock public benefits such as setbacks, open space, and enhanced pedestrian access;
- (h) Supports the use of innovative tools to visually represent development potential, illustrate existing constraints, and highlight commercial opportunities, providing public and private stakeholders with a comprehensive understanding of the Precinct's revitalisation prospects;
- (i) Requests that officers report back to Council at key milestones in the development of the Victoria Street Revitalisation Plan, upon completing the following stages:
 - (i) Phase 1(a): Engage key stakeholders, document proposed interventions;
 - (ii) Phase 1(b): Engage expert advice to assess their efficacy, durability, and financial and other resource implications; and

- (iii) Phase 2: Use the findings from Phase 1 to develop the Victoria Street Revitalisation Plan, which will be presented to Council for endorsement for public exhibition before returning for final adoption; and
 - (j) Invests in a suite of shorter-term public realm enhancements for the Victoria Street Precinct, including:
 - (i) Negotiating with VicTrack to lease or purchase the Jonas Street intersection with Victoria Street to create an appropriate public space, recognising the site's current surveillance and amenity challenges;
 - (ii) Upgrading the green pocket of open space on the corner of Victoria Street and Regent Street to improve amenity and usability;
 - (iii) Revitalising and replanting existing garden beds in outstands, using a thematic approach appropriate for Victoria Street to enhance the streetscape;
 - (iv) Identifying opportunities for additional greening, including low-level plantings in existing paved outstands, vertical greenery on building facades, and hanging planters, ensuring accessibility is maintained; and
 - (v) Undertaking a graffiti blitz.
65. In pursuing this option, Council retains autonomy in implementing strategies within its remit. Notably, this approach does not account for the Victorian Government's extensive land ownership, mandated roles in the Precinct across health, education, transport, law enforcement, and more, as well as the financial resources and capability to leverage private capital.

Option 2 – Not recommended

66. That Council:
- (a) Acknowledges the need for large-scale urban renewal, including transport upgrades, land rezoning, and major projects, and that this necessitates and depends on state government-led planning and investment;
 - (b) Requests that the Victorian Government, in partnership with Council, jointly commission an independently produced, multi-disciplinary Urban Renewal Study to identify the most effective solutions for addressing barriers to renewal, drawing on successful urban renewal case studies from Victoria, interstate, and internationally; and
 - (c) Upon completing of the Urban Renewal Study, requests that the Victorian Government commit to investigating the production a Victoria Street Precinct Framework. This framework would guide an integrated plan covering housing, social cohesion and wellbeing, parks, schools, roads, transport, and community facilities and services, ensuring the Precinct grows sustainably and remains liveable.
67. The state government, through the Victorian Planning Authority (VPA) and Development Victoria, in collaboration with the relevant Councils, have undertaken many urban strategies, including Arden Precinct, Docklands, Fisherman's Bend, Revitalising Central Dandenong, Reservoir Revitalisation and Junction Place, Wodonga. These plans include an overarching vision and objectives/strategic directions; address economic development, land use, sustainability, built form, transport and public spaces and streets; and outline how strategies and actions will be implemented and by whom.

68. There is no evidence that the Victorian Government would resource an Urban Renewal Study or progress to a Precinct Framework for the areas surrounding Victoria Street. Given current fiscal circumstances and a crowded policy agenda, it could be challenging to attract support from the Victorian Government.

Community and stakeholder engagement

69. It is vital that the Plan is developed and implemented with the local residential and business community. Two community working groups are proposed, with clear Terms of Reference. The first, in Phase 1, will focus on stakeholder engagement, documenting proposed interventions, and working with independent experts to assess these interventions' efficacy, durability, and resource implications. The second, in Phase 2, will focus on delivery, engagement, partnerships, and evaluation.
70. A structured membership model is proposed to ensure these working groups provide sustained, informed, and representative input. Recruitment will be through both expressions of interest and direct invitations, with selection criteria to be developed.
71. Membership will include representatives from the business and residential community (e.g., VSBA, VSBC, residents, and community organisations), key agencies (e.g., law enforcement), and experts with proven capacity to build relationships with key stakeholders within and beyond the Precinct.
72. Related to this topic is the recent engagement with the community at the North Richmond Graffiti Forum on 20 February 2025. This highlighted key issues and ideas from local residents and businesses seeking revitalisation of Victoria Street and its Precinct. Ideas and feedback collected at the forum have been considered in this report and will inform the development of a plan.

Strategic Analysis

Alignment to Council Plan

Strategic Objective two - Social equity and health

- 2.2 Build a more resilient, inclusive, safe and connected community, which promotes social, physical and mental wellbeing
- 2.5 Celebrate and respect culturally vibrant and socially diverse communities

Strategic Objective three - Local economy

- 3.1 Support Yarra's employment precincts and drive economic development opportunities
- 3.2 Revitalise local retail, arts and culture and night-time economy to enhance Yarra as an economic destination and extend our reach through partnerships and advocacy
- 3.5 Manage access, safety and amenity to enhance people's experience when visiting Yarra
73. These strategic objectives have been selected as addressing the issues and opportunities for the Victoria Street Precinct align to with Council's commitment to a connected, healthy, and economically strong community:
- (a) Social equity and health: Supports efforts to enhance social cohesion, improve safety, and address public health harms associated with alcohol, drug use, gambling, and tobacco;

- (b) Cultural diversity and inclusion: Reinforces Council's dedication to celebrating Yarra's diverse communities and fostering inclusion;
- (c) Local economy and revitalisation: Strengthens economic development, supports business growth, and enhances Yarra as a hub for arts, culture, and the night-time economy; and
- (d) Public space and accessibility: Ensures safe, welcoming, and accessible public spaces that encourage visitation and economic participation.

Climate emergency

74. Two objectives from transformation five of Council's Climate Emergency Plan could be used to guide climate resilience development in the project. The two most relevant objectives are:
- (a) 5.2: Expand opportunities to access biodiverse, natural spaces in and around the places we live, work and play; and
 - (b) 5.3: Invest in a climate-resilient natural environment which mitigates climate impacts and improves biodiversity and urban agriculture outcomes.
75. Examples of initiatives that align to these objectives include:
- (a) Planting to increase shade/canopy cover and reduce heat significantly – this may be street tree planting when revitalising existing beds and plantings as outlined above in the section on Council assets, but might also include small pop-up park areas; and
 - (b) Planting to increase biodiversity – this could be considered if existing beds and outstands are revamped.

Community and social implications

76. Renewal of this Precinct presents a significant opportunity to enhance social cohesion, social inclusion, improve public safety, and provide improved access to services and community infrastructure.

Economic development implications

77. Strategic investment in the Precinct can boost economic activity by attracting new businesses, reducing vacancy rates, and creating local employment opportunities. Revitalisation efforts, including streetscape improvements and transport infrastructure upgrades, would enhance the commercial appeal of Victoria Street and support economic growth.

Human rights and gender equality implications

78. Any future strategies must be approached with a strong commitment to equity, ensuring that development benefits all community members, including at-risk populations. Integrating accessible public spaces, gender-sensitive urban design, and inclusive economic policies can help reduce disparities and promote equal participation in community life.

Finance and Resource Impacts and Interdependencies

79. At the time of writing this report, draft FY26 budget includes provisions for:
- (a) \$350,000 (capital expenditure) for public realm enhancements, including upgrades to the green pocket at Victoria and Regent Streets, revitalised garden beds, and increased greenery through plantings, vertical gardens, and hanging planters, ensuring accessibility; and
 - (b) \$550,000 (operational expenditure) for developing the Victoria Street Revitalisation Plan. This includes funding for a dedicated Manager and Project Officer to lead this project and the engagement of a multi-disciplinary consulting firm to assess feasibility, impact, and resource needs for proposed interventions and ensure the activities, issues and opportunities are pursued in an integrated, coordinated way.
80. To drive and influence improvement and change in this precinct, a longitudinal commitment will be required including for ongoing support for the significant staffing and resources.
81. Where available and advantageous to the precinct and business and residential communities, external funding opportunities will be proactively pursued, including from State and Commonwealth governments.

Legal and Legislative obligations

Conflict of interest disclosure

82. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

83. Failure to act presents a risk of continued decline within the Precinct, including further economic downturn, increased commercial vacancy rates, diminished community confidence, and persistent public safety concerns.
84. Phase 1 itself is a risk mitigation, as it ensures a structured assessment of potential interventions that accounts for their feasibility, efficacy, durability, and alignment with strategic objectives.
85. Robust project, reporting, evaluation and risk management frameworks will be employed throughout the Plan's development and implementation phases. Each undertaking (e.g., plan formulation, project execution, program delivery) will be assessed to identify and actively manage potential risks.

Implementation Strategy

Timeline

86. The adopted Victoria Street Revitalisation Plan will be a multi-year strategy, aligned with the term of the current Council (through to October 2028). Crucially, implementation will not be delayed until the Plan is finalised, with immediate and short-term actions

proceeding in parallel wherever feasible. This concurrent, phased approach allows early progress on known priorities, while more complex initiatives are sequenced and developed over the life of the Plan.

Communication

87. Robust community engagement will be paramount in either option. Community sentiment and support will inform and mobilise the local community, traders and other stakeholders to be a part of the development and delivery of the Plan, as well as the state government to make material commitments.
88. This Plan will include a public-facing campaign, including in key community languages, highlighting quick-win public realm enhancements and key milestones of the project.

Report attachments

1. 7.3.1 Supporting Information Data and Policy Context for North Richmond Precinct - 8 April 2025



North Richmond Precinct

Supporting Information, Data, and Policy Context

Ordinary Council Meeting Agenda - 8 April 2025

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1. History of the North Richmond Precinct

1.1. Early Precinct History

1. Prior to the mid-twentieth century, the North Richmond area was primarily comprised of industry and manufacturing. In 1956, the Housing Commission of Victoria purchased houses and land in North Richmond to make way for public housing. The five high-rise towers and numerous low-rise 'walk-up' units that make up the Richmond Housing Estate were built in the 1960s and 1970s and are home to more than 3,000 people, making North Richmond home to Australia's largest public housing estate.
2. In the 1970s, following the Vietnam War, Richmond became home to many Vietnamese refugees. Victoria Street earned the nickname 'Little Saigon', gradually evolving into a lively hub for restaurants and retail. During this period, several community and support services were established, including North Richmond Community Health and the Richmond West Primary School. A strong community of Hakka East Timorese also settled in North Richmond during the Indonesian occupation of East Timor.
3. Into the 1990s and 2000s, Victoria Street continued to attract people from across Melbourne as a dining destination and expanded its offerings to include Thai, Chinese, Japanese and Korean restaurants.
4. In 1994, the First Victoria Street Lunar New Year was held, celebrating the diversity of the area through food, performances and entertainment. Thirty years on, Council continues to support this annual celebration.
5. Thanks to the large and vibrant Vietnamese community, the North Richmond precinct continues to be a renowned dining, shopping and cultural destination. However, the area also faces significant challenges around public safety, liveability and economic decline for local businesses, which have been exacerbated by drug-related activity.

1.2. Historic Initiatives and Current Programs

6. The Richmond Retail Revitalisation Project was a Victorian Government initiative launched under the leadership of the Hon Richard Wynne MP, Member for Richmond, Minister for Planning and Minister for Housing, with support from Will Fowles MP, Member for Burwood. The project aimed to address the economic decline of the Bridge Road and Victoria Street precincts, which had been experiencing high vacancy rates and reduced foot traffic due to changing retail trends and a lack of investment.
7. A working group was formed in 2017, bringing together government agencies, local traders, and community representatives to identify barriers to revitalisation and propose solutions. The project focused on consultation, with workshops held throughout 2017 and 2018 to explore challenges and opportunities. By 2019, the final report was completed but not publicly released. It identified many structural issues, such as landlord reluctance to reinvest, online and large-format retail dominance, and limited policy interventions to stimulate commercial activity. These issues remained unresolved.

8. Council has led, advocated for, and supported a range of initiatives to improve public safety, liveability, and economic resilience in North Richmond, addressing challenges such as drug-related activity and business sustainability.
9. Council operates intensive street cleansing three times daily, seven days a week, at an annual cost of ~\$425,000, fully funded by Council ratepayers.
10. Council has consistently advocated for a more equitable distribution of responsibility, urging the Victorian Government to commission the MSIR license holder or another agency to manage these services or provide financial support to ensure their sustainability.
11. In recent years, Council has set clear expectations in the Yarra Planning Scheme regarding what level of housing change to direct to Victoria Street and surrounds. Council also developed locally specific built form requirements to increase certainty (C291 – awaiting decision from the Minister for Planning since August 2022). Officers are seeking clarity on what the designation of Richmond as a priority precinct in Plan for Victoria may mean for Victoria Street and surrounds.
12. The local affordable and social housing policy in Clause 16.01-2L requires larger developments and land being rezoned to allow residential uses to provide 10% affordable or social housing units.
13. Council has also advocated to State Government to make the currently voluntary mechanism in the Planning and Environment Act 1987 mandatory more broadly to ensure sufficient units are being delivered to support diversity. Action 4 of the recently released Plan for Victoria indicates the State will 'consider making locally specific targets' in this regard.
14. Council has worked with State Government on the preparation of the masterplan for the renewal of the North Richmond Housing Estate. No further update has been received since the announcement to demolish all public housing across Melbourne.
15. Economic development efforts have supported business and precinct revitalisation through trader engagement and shopfront improvements. Council has collaborated with the Victoria Street Business Association (VSBA) and Victoria Street Business Collective (VSBC), with VSBC securing significant state grants. Council has also attracted investment and funding for precinct upgrades. Key initiatives include:
 - (a) a shopfront refresh program, including visual merchandising support;
 - (b) participation in events like the Makers Market Series at Abbots Yard to boost local business activity; and
 - (c) the Learning Bank Service Hub, which provides digital literacy, business training, and life skills to the community. The Hub is primarily a social and community asset and a contributor to the street's economy.
16. Since the Learning Bank opened in 2022, 6 of the 7 neighbouring vacant commercial properties became tenanted. This can in large part be attributed to the Learning Bank, as it drives foot traffic to the area and is a positive contribution to the street. In addition, the Learning Bank assists in:
 - (a) economic revitalisation through local job creation and business support;

- (b) community well-being by providing access to services and fostering participation; and
 - (c) social inclusion by creating an accessible space for diverse groups.
17. Placemaking strategies have delivered improvements, including upgraded public spaces, additional tree plantings, and intersection enhancements to improve pedestrian access and amenity. Council has proactively implemented the most effective practical and feasible recommendations from the 2015 Masterplan for Victoria Street to enhance the public realm. Building on this progress, Council is actively exploring new opportunities to further improve the area. These may include creating new kerb outstands where none currently exist to establish additional small public spaces, increasing greenery at intersections, and refreshing existing garden bed plantings.
 18. Events and festivals, including the Victoria Street Lunar Festival, have strengthened community identity and boosted local economic activity.
 19. Extensive community engagement and development work has been undertaken in the North Richmond Precinct in collaboration with government agencies, not-for-profit organisations, and local groups. This work is detailed in the attachment to this report, along with other coordinated strategies that address rough sleeping in the precinct. A wide range of community-driven initiatives have been supported to strengthen social connections, improve local amenity, and enhance economic participation. The Evaluation and Insights Unit of the Department of Health commenced the North Richmond Precinct Initiative Evaluation in the latter part of 2024. The evaluation will consider the Community Governance Program (i.e., the NRPCC) and the DFFH administered grants program and community development and related initiatives.

2. Site Context

2.1. Victoria Street Structure Plan and Planning Controls

20. In April 2010, Council adopted the Victoria Street Structure Plan (VSSP) to guide planning and development in and around the centre over a 10–15-year period. The Plan aimed to support Victoria Street as a vibrant hub that meets local shopping and service needs, leveraging its traditional design as a strip of shops and restaurants.
21. The VSSP was intended to inform the implementation of the Yarra Planning Scheme and direct investment in public works. It was not fully implemented through the planning scheme, due to a change in the approach to structure planning implementation.
22. In 2018, interim built form controls were approved for Victoria Street, informed by a series of background studies. Permanent planning controls (Amendment C291yara) were then developed.
23. Planning Scheme Amendment C291yara (awaiting approval by the Minister for Planning since August 2022) identifies land use and built-form outcomes for Victoria Street and the area around Regent Street near the North Richmond Station.
24. The purpose of the amendment is to guide potential future development. It identifies the preferred future character for five precincts on Victoria Street. It

also includes policies covering land use, built form and heritage, access and movement, and public realms such as pedestrian connections and green streets.

25. Five design and development overlays have been developed for Victoria Street, identifying maximum building heights, setbacks, and other built-form controls. Please refer to Figure 1 below.



Figure 1: Design and Development Overlays DDO46-50

2.2. Recent State Government Planning Announcements

26. In late February 2025, the State Government made a series of planning announcements, including the Plan for Victoria release on 28 February 2025.
27. The announcements and Plan identify the whole of Yarra as an activity centre and Richmond as a Priority Precinct - where transformational change is identified to deliver new jobs and homes.
28. While the extent of the Richmond Priority Precinct is unclear at this stage, officers consider this announcement to provide the opportunity to focus on Victoria Street as a key area for delivering change.
29. Officers are seeking further details from the Department of Transport and Planning.
30. Announcements from the State Government on activity centres and priority precincts indicate opportunities to work with State Government to:
 - (a) Propose the Victoria Street precinct as a pilot area for the provision of affordable housing, meaning housing initiatives that provide for the housing needs of very low through to moderate-income households as defined by the Victorian Government, based on household income distribution from the most recent Census;
 - (b) Identify strategic redevelopment sites for redevelopment;

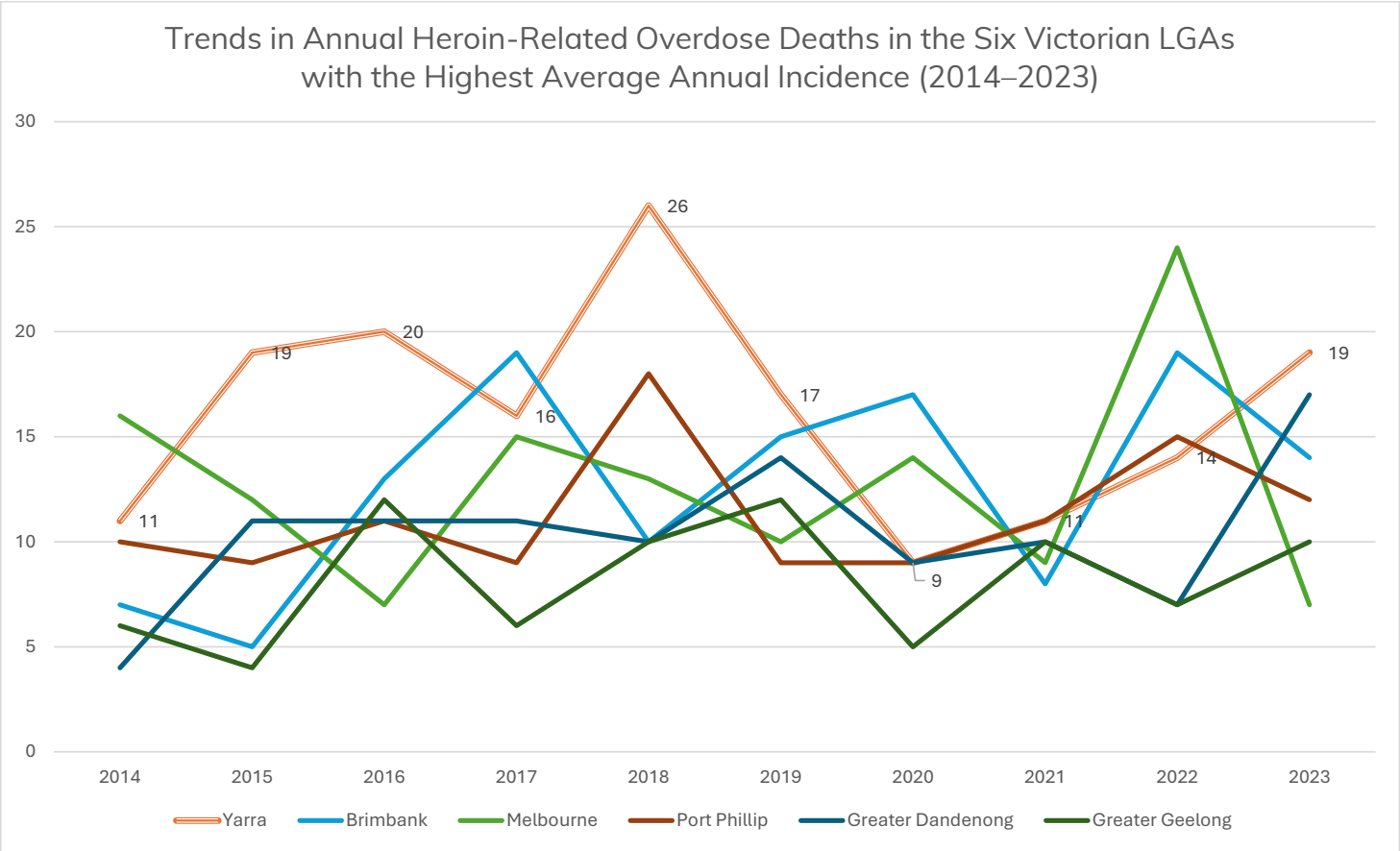
- (c) Explore the ability to offer development uplifts to development (e.g. additional height where appropriate) and/or require developer contributions to facilitate community benefits, e.g. the provision of community spaces, open space, affordable workspaces, etc.
- (d) Explore non planning related opportunities to encourage private development including financial concessions/incentives, tax incentives, co-investment by the State with property owners
- (e) Explore improvements and investment in State owned infrastructure including North Richmond station

3. Trade and consumption of illicit substances, the MSIR and amenity management

3.1. The Medically Supervised Injecting Room

- 31. The SLDM has led to significant public health, safety, and amenity challenges, including dealing and consumption of drugs, overdoses and other health emergencies, discarded needles, crimes against the person (e.g., assault or robbery) and property, and reduced business patronage.
- 32. In response, many in the local community, public health professionals and other, advocated for a trial of a Medically Supervised Injecting Centre (MSIC) to address this long-standing public health challenge.
- 33. In early 2018, the Victorian Government amended the Drugs, Poisons and Controlled Substances Act 1981 to enable a five-year MSIC trial. This legislation provided exemptions for minor drug possession within and near the centre, ensuring legal protections for clients, staff, and the licensee [Drugs, Poisons and Controlled Substances Act 1981 (Vic) s 55K].
- 34. From 2014 to 2023, the six Victorian LGAs with the highest average annual heroin-related overdose deaths were Yarra (16.2), Brimbank (12.7), Melbourne (12.7), Port Phillip (11.3), Greater Dandenong (10.4), and Greater Geelong (8.2). Yarra recorded the highest number of deaths in six of the ten years, including the highest single-year fatality count in 2018 (26 deaths). However, the LGA with the most deaths varied across years — Melbourne had the highest in 2022 (24 deaths), while Brimbank peaked at 19 deaths in both 2017 and 2022. In 2023, Yarra once again recorded the highest number of deaths (19), followed closely by Greater Dandenong (17) and Brimbank (14) (see Figure 1 overleaf).
- 35. In early 2018, North Richmond Community Health (NRCH) was granted a license to operate a Medically Supervised Injecting Room (MSIR) at 23 Lennox Street, Richmond. Initially approved for a two-year trial, this was later extended for three more years and then made permanent through legislative change in 2023.
- 36. The Victorian Government amended the to enable a five-year MSIC trial. This legislation provided exemptions for minor Drugs, Poisons and Controlled Substances Act 1981 drug possession within and near the centre, ensuring legal protections for clients, staff, and the licensee [Drugs, Poisons and Controlled Substances Act 1981 (Vic) s 55K].

37. In early 2018, North Richmond Community Health (NRCH) was granted a license to operate a Medically Supervised Injecting Room (MSIR) at 23 Lennox Street, Richmond. Initially approved for a two-year trial, this was later extended for three more years under the legislative framework.



Source: Adapted from Coroners Court of Victoria (2024), Victorian overdose deaths, 2014-2023. Available at: <https://coronerscourt.vic.gov.au/new-report-shows-547-victorians-died-overdose-2023> (Accessed: 31 January 2025)

38. The MSIR provides a safe and hygienic environment for people who inject drugs (PWID) to consume pre-obtained substances. Comprehensive care includes overdose management, wound care, blood testing, Hepatitis C treatment, mental health support, oral health care, education on safer drug use, counselling, and referrals to drug treatment and rehabilitation services.
39. An Independent Panel, whose report has become known as the Ryan Review, reviewed the MSIR using diverse data sources, including program data, community surveys, and interviews. The panel concluded that the MSIR improved health outcomes for PWID but noted that improvements in public amenity and community safety remain unresolved. Recommendations were made to address these challenges.
40. Following the Ryan Review in February 2023, the Victorian Government passed the Drugs, Poisons and Controlled Substances Amendment (Medically Supervised Injecting Centre) Bill 2023, establishing the MSIR as a permanent health service at the North Richmond site. The DH re-commissioned the ongoing licensing of the facility to a consortia, with NRCH as the ongoing provider, and St Vincent's and Your Health providing specialist support.
41. Critical stakeholders for management of drugs and harm minimisation include the Department of Families, Fairness and Housing (DFFH), the Department of Health (DH), Victoria Police, and the network of state-government-commissioned non-government agencies, such as community health services, alcohol and other drug (AOD) services, homelessness services, and other supportive services.

3.2. Outreach to People Who Inject Drugs

42. Harm reduction is a public health approach focused on minimising the negative consequences of drug use through practical strategies such as needle and syringe programs, naloxone distribution, and pill testing, without requiring abstinence. While Council recognises the importance of harm reduction, concerns were raised about the limited scope of Alcohol and Other Drugs (AOD) outreach in North Richmond, which was primarily delivered by Harm Reduction Officers (HROs).
43. HROs, who work within community health organisations, play a vital role in distributing clean injecting equipment, providing naloxone training, offering education, and making referrals. However, these roles do not typically require training in behaviour management, crisis prevention, or de-escalation, which may limit their ability to respond effectively to complex or escalating situations in public spaces.
44. In correspondence with the Minister for Mental Health and in discussions with other stakeholders, Council advocated for the expansion of AOD outreach services with a stronger focus on trauma-informed harm reduction. This would improve crisis response, enhance community safety, and increase access to support services for individuals experiencing drug-related harm.
45. In response, the Department of Health (DH) funded North Richmond Community Health (NRCH) to pilot a trauma-informed outreach program staffed by professionals with formal qualifications in relevant disciplines (e.g., nursing or social work). Delivered through NRCH's AOD Outreach and Community Engagement Service, this initiative is closely linked with Council's Policy and

Partnerships team and other local support networks. Since its introduction, reports of concerning behaviour from people who inject drugs (PWID) in the precinct have noticeably declined, reinforcing the effectiveness of a specialised, trauma-informed outreach approach in improving public safety and amenity.

3.3. Amenity Management

46. The Ryan Review found that, while the MSIR improved health outcomes, issues related to public amenity and safety remain unresolved.
47. Council is responsible for syringe collection across the municipality and has significantly expanded cleansing services in North Richmond since May 2019.
48. The opening of the MSIR has coincided with a steady rise in syringe litter, with an average of 6,500 inappropriately disposed syringes per month in Richmond and Abbotsford combined, compared to the rest of Yarra. Council also provides human waste cleansing services, with Richmond accounting for 36% of total collections, followed by Abbotsford at 6%.
49. To manage these impacts, Council's cleansing operations include:
 - (a) Up to three daily syringe collections;
 - (b) Daily litter and dumped rubbish removal;
 - (c) Weekly proactive graffiti removal; and,
 - (d) Regular high-pressure cleaning at the Lennox and Victoria Street intersection
50. Despite these efforts, the North Richmond Precinct presents exceptional challenges. Cleansing services operate three times daily, seven days a week, employing 1.4 FTE staff plus overtime. The annual cost of syringe collection and street cleaning in North Richmond has risen to approximately \$425,000, fully funded by Yarra ratepayers.
51. Council recognises its responsibility to promote public amenity. However, the situation faced in the North Richmond Precinct is exceptional. The cost to Yarra City Council of cleaning in this Precinct has increased over time, with around ~\$425,000 to be expended on street cleaning and syringe management services this year. These costs are borne solely by Yarra ratepayers. Notably, the state government of NSW provides direct financial support for public realm management in the Kings Cross area. This contribution is made through funding the Kirketon Road Centre, which is responsible for distributing clean needles and syringes and collecting improperly discarded ones.
52. Council has consistently advocated for a more equitable distribution of responsibility in managing public amenity impacts. Unlike New South Wales, where the state government provides direct funding for syringe management in areas like Kings Cross, the Victorian Government has not allocated financial support for these services in North Richmond. Council has urged the state to either commission the MSIR license holder or another agency to take on syringe management responsibilities or to provide direct funding to ensure the sustainability of these essential services.
53. Over several years, through correspondence from the Mayor to the Premier and the Minister for Mental Health, and from the CEO to the Deputy Secretary of Mental Health and Wellbeing at the Victorian Department of Health, the Council

has consistently advocated for the state government to commission the MSIR license holder or another relevant agency to deliver syringe management services and associated cleansing, or to provide financial support to Yarra City Council to ensure the long-term sustainability of this service. This approach would promote a more equitable distribution of responsibility and resources with the Victorian State Government.

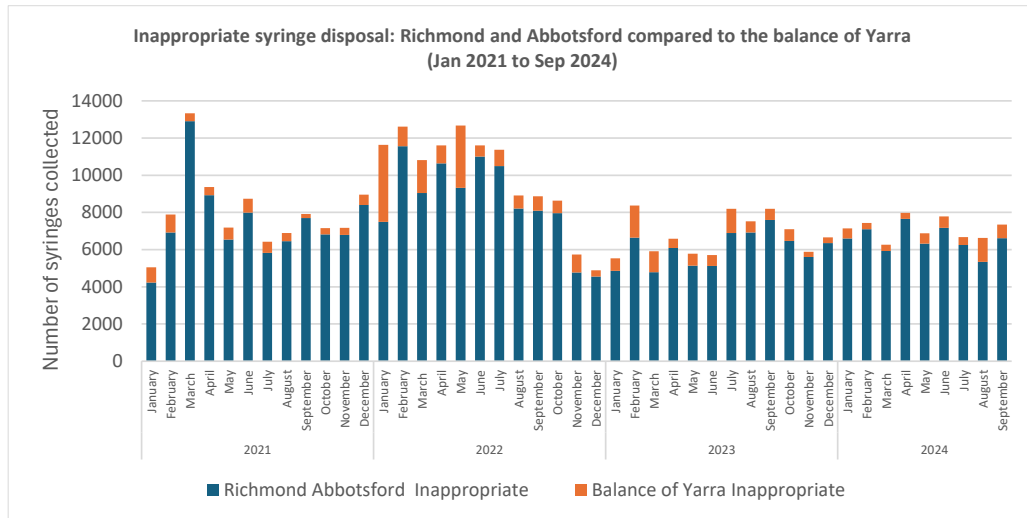
4. Safety and amenity data

54. There are significant impacts on community safety and amenity in the Precinct, such as public injecting, syringe litter, and human waste in the public realm, and low perceptions of community safety due to complex and confronting behaviours.
55. The North Richmond Precinct presents exceptional challenges for safety and amenity. Cleansing services operate three times daily, seven days a week, employing 1.4 FTE staff plus overtime. The annual cost of syringe collection and street cleaning in North Richmond has risen to approximately \$425,000, fully funded by Yarra ratepayers (for full details, see Attachment 2). To support community safety, efforts have focused on:
 - (a) monitoring and analysing data, including quantity and locations of syringes and associated litter collected by Council's cleansing team;
 - (b) understanding community perceptions of safety through the Annual Customer Satisfaction Survey, engagement with community members through email, telephone correspondence and on-site meetings, forums and initiatives like the community lighting workshop conducted in collaboration with Arup and Victoria Police with 30 community participants;
 - (c) collaboration with state agencies, public bodies and commissioned services and community through bilateral meetings, network forums, and formal governance structures, including the North Richmond Precinct Coordinating Committee (NRPCC) and the North Richmond Precinct Revitalisation Inter-Departmental Committee (NRPRIDC), explored later in this report;
 - (d) regular engagement with North Richmond Community Health (NRCH) and its Enhanced Outreach team, which has helped improve safety strategies, service levels and data sharing (more information is provided below).

4.1. Syringe disposal collection data

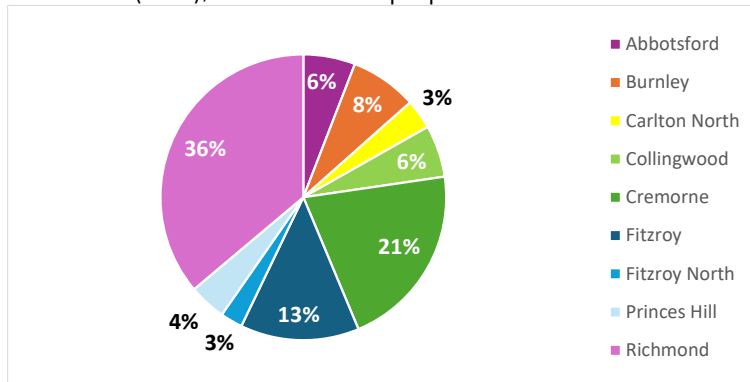
56. Yarra City Council is responsible for the syringe cleansing across the entire municipality. Yarra City Council significantly escalated syringe cleansing service in May 2019. Prior to this, the service was run by cohealth with fewer syringe collections.
57. Council's resourcing of cleansing services has intensified, comprising additional street sweeping and a two-person cleansing crew conducting daily foot patrols, in some areas in north Richmond/southern Abbotsford as many as three times per day (including on and around Victoria and Lennox St).
58. There has been a steady increase in the syringe litter since the opening of the MSIR. Recent data shows that there is a high volume of syringe litter collected in Richmond and Abbotsford combined compared to the balance of Yarra. In 2024,

there has been an average of 6,500 inappropriately disposed of syringes per month, as shown in the following chart:



4.2. Human waste cleansing data

59. In addition to syringe cleansing, the Council also provides cleansing of human waste. Data on human waste collections by Council's cleansing crews show that Richmond has the highest percentage of human waste collection in Yarra, as shown in the following chart. The light purple (largest section) represents Richmond (36%), while the dark purple section indicates Abbotsford (6%).



4.3. Cost impacts for Council

60. Council cleansing services run three times a day, seven days a week. The cleansing crew employs staff members at the equivalent of 1.4 FTE plus overtime. The cost to the Council to run the syringe cleansing service has been increasing each year, ranging from approximately \$390,000 to \$425,000 in recent years.
61. As noted earlier, Council incurs up to ~\$425,000 per annum year for street cleaning and syringe management in North Richmond, costs borne solely by Yarra ratepayers. Council has consistently advocated for a more equitable distribution of responsibility, urging the Victorian Government to commission the

MSIR license holder or another agency to manage these services or provide financial support to ensure their sustainability, as is done in NSW through state-funded syringe management in Kings Cross.

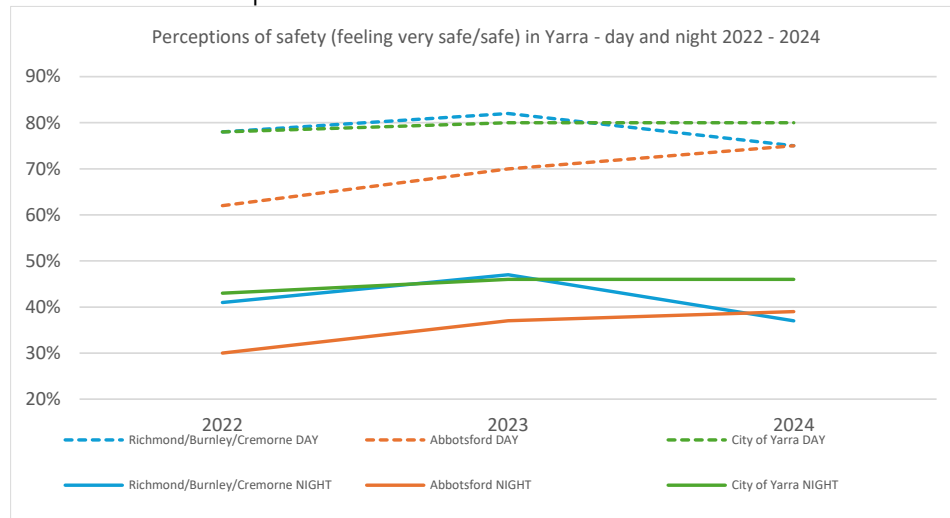
5. Feedback from local community on safety

62. There are a number of channels through which officers monitor community safety in the North Richmond precinct including: the Annual Customer Satisfaction Survey, complaints received through the Oracle CRM system, allocations to/transfers from the Maternal Child Health (MCH) service that's located next to the MSIR and Crime Statistics, as published by Victoria's Crime Statistics Agency and reported verbally to officers by Victoria Police at Council's quarterly Local Safety Reference Group meetings.
63. The Crime Statistics data is detailed and complex and has not been included here. Suffice to say that, overall, criminal incidents for drug offences are tracking considerably higher in Abbotsford and Richmond than in other suburbs, while other types of offences show similar patterns as the data for the balance of the municipality.
64. Through the IDC, the CEO requested that the Victorian Government resource holistic community safety investigations beyond the estates and into the broader public realm. This advocacy has resulted in Victoria Police undertaking a CPTED in the Precinct. The report on these CPTED results is intended to be provided directly to the Victorian Government's North Richmond Precinct Revitalisation Inter-departmental Committee (IDC). At the time of writing, officers had not yet had access to review the CPTED.

5.1. Annual Customer Satisfaction Survey

65. The Annual Customer Satisfaction Survey (ACSS) has a representative sample of the community which includes questions on perceptions of safety. The data shows the percentage of residents per suburb who report feeling safe during the day and at night.
66. It shows that residents in Abbotsford have a lower perception of safety Yarra overall, and that from 2023 to 2024 there was decline in perceptions of safety for residents in Richmond/Burnley/Cremorne. It is noted that data for North Richmond cannot be disaggregated from the Richmond/Burnley/Cremorne dataset and is therefore not an accurate depiction of the Precinct. This chart shows perceptions of safety during the day and night by suburb for Richmond

and Abbotsford compared to Yarra overall:

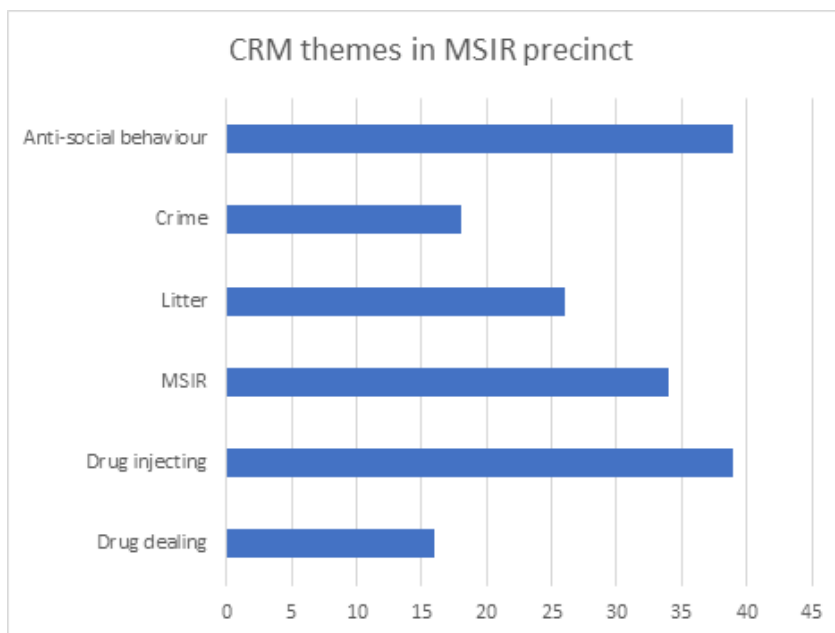


67. More than 1 in 4 (29%) respondents mentioned feeling unsafe in or around Victoria Street, 20% mentioned feeling unsafe in Richmond, 6% indicated they felt unsafe on Lennox St, and 5% indicated they felt unsafe in areas around the MSIR.
68. Drug-related issues continue to be the most reported concern by Yarra residents in relation to their perceptions of safety. Drug and alcohol use consistently ranked in first place including in 2022, 2023 and in 2024.
69. Regarding reason for feeling unsafe by Precinct in 2024, Abbotsford had the highest mentions of drug and alcohol (67%), followed by Fitzroy (66%) and Richmond/Cremorne/Burnley (61%).

5.2. Oracle CRM data

70. Data analysis of complaints lodged with Council through the Oracle CRM shows that, between January 2020 and June 2022, there were a total of 66 community safety requests specifically related to the area in and around the Medically Supervised Injecting Room (MSIR) (i.e. North Richmond and selected areas of Abbotsford and Richmond). The top three themes were, (1) injecting drugs, (2) anti-social behaviour, and (3) the MSIR, as shown in this chart overleaf.
71. The community safety requests from residents demonstrate that those submitting requests to Council are feeling unsafe, powerless and frustrated. Here are quotes from these submissions that are indicative of the nature of these complaints:
 - (a) 'My issue is that as a resident, and as we are stuck with it, what can we do to be part of the solution to cleaning the area around the clinic for the mothers and babies, elderly and general community use.'
 - (b) 'Today my elderly neighbour was accosted by security and users for being on her phone, accused of filming them when she was not and was walking her dog. She was terrified and feels she can no longer walk her dog in the area. She has had 2 deaths in her street in 6 months. This is not fair.'

- (c) *'All of the money that has been spent is not or has not, improved the safety of the area. The police have told us their hands are tied, and they cannot proactively do anything other than respond to incidents. That's a very dangerous plan.'*
- (d) *'We are distraught and I know it is a government decision ... but can you please help to regain the safety for the residents and in particular those that do not have a voice, those who cannot speak English, write or call the authorities for help.'*



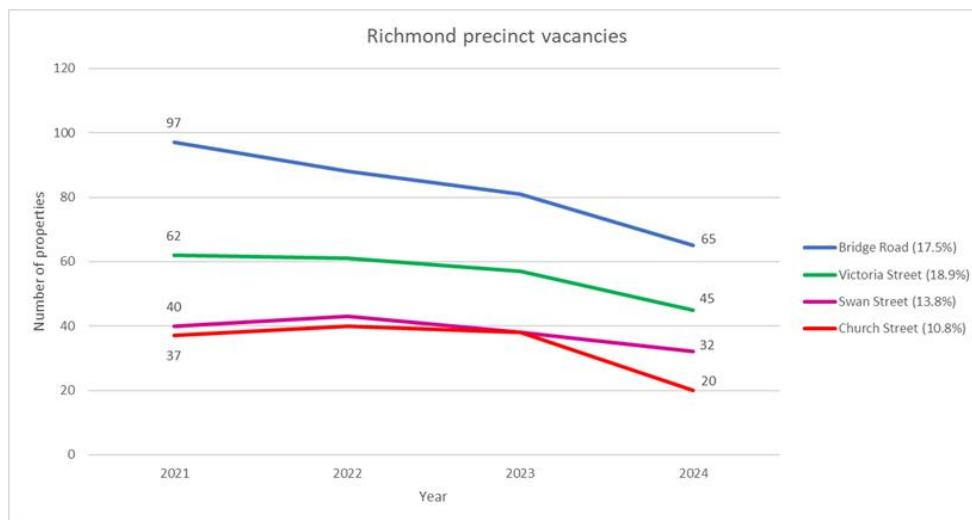
5.3. Maternal Child Health Centre Transfer requests

- 72. The Richmond precinct has two MCH centres: North Richmond Community Health Centre (NRCH), and integrated health service at Studio One Community Hub in South Richmond. It is noted that the South Richmond MCH moved from Richmond Library to Studio One in July 2023.
- 73. There has been considerable movement of babies allocated to the North and South Richmond Centres. The number of babies allocated to the North Richmond MCH centre has declined from 245 babies in 2019–2020 to 140 babies in 2023–2024. During the same time-period, the number of babies allocated to South Richmond has increased, impacted by the transfers away from the North Richmond MCH which is located next to the MSIR.

6. Partnering with local businesses and trader associations, and advocacy activities

- 74. Extensive community engagement and economic development work has been carried out in the North Richmond Precinct in partnership with other government agencies, not-for-profit organisations, and local groups and traders associations, to support the community and local businesses.

75. Victoria Street has traditionally had a ground floor commercial vacancy rate between 15–25%, which is at the higher end of the spectrum compared to other streets in Yarra and metropolitan Melbourne. However, since 2021, the vacancy numbers have declined, particularly in 2024, which reported a sizeable decrease from 58 vacant properties down to 45, or 18.9% of the total number audited, as seen in the chart below.



76. Over the last five years, Council has taken a pro-active, bespoke approach to supporting the businesses of Victoria Street, as it a unique place with a number of challenges, but also many opportunities that can be exploited to drive a vibrant, thriving precinct.
77. Victoria Street is one of only two streets in Yarra with an incorporated trader's association, the Victorian Street Business Association (VSBA).
78. In addition to the official VSBA, a separate trader's group has been formed, which takes place at the street's western end, running from Church to Burnley Streets. This group is known as VSBC. Although this group of businesses see themselves as part of the wider street, they face very different challenges, seeking their own identity and branding, which has helped to differentiate this group of traders and their unique concerns.
79. Both traders' groups work closely with council officers, especially regarding advocacy.
80. VSBC in particular, has had much success with lobbying the Victorian Government for grants and support for the local area, primarily due to the street's proximity of the MSIR. Council's Economic Development Unit is often involved in the proposals that are put forward by the association, ensuring that the requests are aligned to Council's wider advocacy work, and that the requests are deliverable.

6.1. Festivals and events

81. Events have proven to be an effective way to bring community together, and celebrate cultural diversity, through food, music, dance and song. As noted

above in the History section of this report, the popular Victoria Street Lunar Festival has a long and celebrated history in Yarra.

82. Over the years, Council has supported and delivered a number of festivals and events, ranging from large-scale events attracting thousands of people (like the Lunar Festival), to small, community-lead events. Examples include:
 - (a) Lunar Festival;
 - (b) Moon Lantern Festival;
 - (c) Lennox Street Festival;
 - (d) Makers Markets (Abbots Yard); and,
 - (e) Butler Park BBQs
83. The Butler Park BBQs were a unique project that provided a free BBQ once a month for those who were sleeping rough in the local area.
84. At the BBQs service providers such as Centrelink, DFFH, Launch Housing, and medical practitioners, including mental health, also attended to engage and support those who needed it most. It was led by Council's Economic Development team with support from community development and homeless outreach teams, with local Rotarians operating the barbecue.

6.2. Management of The Learning Bank

85. The Learning Bank is a community and business hub in the heart of the North Richmond Precinct at 124 Victoria Street. It provides an accessible, centrally located space to meet, learn and grow, with many branches reaching out into the community. It is one initiative developed from the collaborative approach taken towards co-creating, designing and shaping future directions and investments in the community.
86. The people who live, work, access services, or regularly visit the North Richmond Precinct, work alongside the Victorian Government, Council, North Richmond Community Health and other partner agencies and businesses. The NRPCC and former supporting reference group(s) were established to formalise this collective opportunity and continue to have input into activities and programming at The Learning Bank, operated by the Yarra Economic Development (EcoDev) team.
87. Programming at the Learning Bank is designed to meet community needs flexibly, based on pillars of the North Richmond Precinct Community Action Plan 2022–2024, and Victoria Governments and Council's plans for revitalisation of the area, including the Yarra Economic Development Strategy.
88. The Hub and programming integrate into North Richmond as one part of the wider network of community services, supporting residents' priority needs for:
 - (a) safety, neighbourhood and amenity;
 - (b) health wellbeing and community participation;
 - (c) economic revitalisation and inclusion; and
 - (d) local jobs for local people.
89. The Learning Bank is a three-year initiative funded through the DFFH and Victorian Government's North Richmond Precinct Community Project Grants.

90. The 3-year project runway has assured meaningful program development cycles and built community trust, engagement and momentum, as reflected in the significant rise in bookings, programs, training and community-initiated programs.
91. At this stage, the project is to run until 30 June 2025. It is hoped that funding will be provided in the upcoming State budget for 25/26 to ensure the space can remain open past the existing end date.

6.3. Boosting employment

92. In response to the business community struggling to find staff, the economic development team developed an online jobs portal aptly named Yarra City Jobs.
93. In 2022, the platform launched and now boasts more than 600 users and over 1,000 local jobs.
94. Key benefits of Yarra City Jobs include:
 - (a) providing local employment opportunities for residents, particularly those from Culturally and Linguistically Diverse (CALD) and low socio-economic backgrounds, including individuals from local housing estates;
 - (b) offering a variety of opportunities, including paid work, volunteering, and work experience; and,
 - (c) serving as a free platform for both job seekers and employers.
95. The business community has welcomed the platform, and Jobs Victoria has highlighted it as a fantastic local initiative. Officers are working closely with DFFH to promote the platform to those in housing estates and their extensive network of support agencies.
96. In 2024, a constructive relationship was developed with Victoria Gardens Shopping Centre management. Earlier in 2024, the Economic Development Unit officers also attended a job fair at the Victoria Gardens and spoke with around 60 community members about the Yarra City Jobs portal and opportunities to gain employment in Yarra. The Economic Development unit also hosted a careers expo at the Collingwood Town Hall in partnership with Workforce Australia.

7. Community engagement

97. Extensive community engagement and development work has been carried out in the North Richmond Precinct to support the community in partnership with other government agencies, not-for-profit organisations, and local groups. The following overview of recent and current programs and investments highlights the efforts made and demonstrates the potential for further initiatives. North Richmond Precinct Community Grants.

7.1. The DFFH North Richmond Precinct Community Grants Program

98. The DFFH North Richmond Precinct Community Grants Program commenced in 2021 through the North Richmond Precinct Community Projects. The program has provided \$4 million to fund more than 40 community-identified projects that aim to make North Richmond a safer, more vibrant and connected community.

99. The Grants program has been shaped by the priority areas of the North Richmond Precinct Action Plan 2022-24; these were: (a) Safety, neighbourhood and amenity; (b) Health, wellbeing and community participation; (c) Economic revitalisation and inclusion; and, (d) Local jobs for local people
100. Projects included community art, a beginner's cooking program, celebrations of local cultures, programs that support young people's dreams and aspirations, and new playgrounds and outdoor gyms at the Richmond Estate. The Community Strengthening category provided grants of up to \$30,000. The Community Infrastructure category included a Planning stream with grants up to \$30,000 and a Capital Works stream with grants up to \$300,000.
101. Grant categories include:
 - (a) Community Strengthening Grants (up to \$30,000) for programs that build social connections.
 - (b) Community Infrastructure Grants for planning (\$30,000) and capital works (\$300,000).
 - (c) Examples of funded projects range from cultural performances and youth sport festivals to local market activations and social enterprise initiatives. Capital works funding has also contributed to public space enhancements, including the creation of The Learning Bank, green space upgrades, and activation of the Elizabeth Street multi-storey carpark area.
102. Indicative examples out of the many funded projects include:
 - (a) Arts for Richmond Community (Belgium Ave Neighbourhood House (BANH));
 - (b) Chinese Opera Training Class (Richmond Joy Choir (auspiced by BANH));
 - (c) Community Dance and Connection (CDC) (African Family Services);
 - (d) Enriching North Richmond's Residents' Physical and Healthy Life (Yarra Ethnic Arts Exchange Association);
 - (e) Ethiopian and Eritrean catering (H&L Eritrean and Ethiopian Catering (auspiced by BANH))
 - (f) Festival of Women Youth in Sport (Women in North Richmond Inc);
 - (g) Healthy Minds Together (North Richmond Community Health);
 - (h) Mahjong competition, free community lecture (North Richmond Elderly Chinese Friendship Assoc Melbourne); (
 - (i) North Richmond Markets (BANH);
 - (j) Project One Lennox St Spring Markets (Victoria Street Business Association);
 - (k) Teaching and Learning Traditional Chinese Peking Opera Project (Mei Lan Fang's Art Chinese Beijing Opera Friendship Association);
 - (l) Thread Together North Richmond Shop (Yarra City Council); and,
 - (m) ATM Café (North Richmond Community Health)
103. The above examples represent a small selection from funded community programs and initiatives, demonstrating the diverse activities supported within the North Richmond Precinct. 76. Capital works funding was focussed on

creating a community space on Victoria Street, in partnership with Council, residents and service providers (this is the Learning Bak); greenspace improvements to Lennox and Highett Street; and activation of the multi-storey carpark area at the Elizabeth Street estate. Youth-specific engagement

7.2. The Richmond Youth Hub

104. Richmond Youth Hub (RYH) is located on the North Richmond Housing Estate at 110 Elizabeth Street, Richmond. It is a space that delivers social, recreational and educational programs for young people to connect with peers, gain access to essential services, and feel supported and empowered. RYH engages with young people between the ages of 8-25 and is led by Council's Yarra Youth Services. In 2024, 212 young people were registered to RYH programs, and the total number of contacts at RYH (YYS programs and services/only) was 10,562.
105. The Hub has a dedicated staff supported by the Fitzroy Youth Services team in its delivery of programs at Richmond. Staff from external organisations are co-located at RYH to recreate referral pathways on-site for youth. These organisations include The Drum, Salvation Army and Uniting.
106. A holistic range of opportunities and programs for youth are delivered through partnerships. These partners include Young Assets Foundation (YAF), Youth Support and Advocacy Service (YSAS), North Richmond Community Health (NRCH), Rec Link, Cultivating Community, Fitzroy Lions, Helping Hoops, Australian Catholic University (ACU), and Gr8M8s Foundation.
107. Targeted youth engagement has been a key focus, with the RYH providing social, educational, and recreational opportunities for young people aged 8–25. The Hub has engaged over 200 registered participants and recorded over 10,000 contacts in 2024. However, its long-term sustainability remains uncertain, with future operations dependent on ongoing State Government funding which ends in June 2025.
108. The establishment of the Youth Hub resulted from advocacy efforts by young people in 2018, who highlighted the lack of safe spaces for youth on the North Richmond Housing Estate. Community advocacy was directed toward the then-Mayor, leading to the delivery of a business case for the Richmond Youth Hub in 2019.
109. Council invested \$180,000 to establish the site, with DFFH matching the funding. It took two and a half years to select and renovate the site, after which a pilot project was launched. A second funding agreement from DFFH, totalling \$597,917, was provided for two years, from 1 July 2022 to 30 June 2024.
110. The third funding agreement, totalling \$314,000, covers the period from 1 July 2024 to 30 June 2025. An evaluation of the Richmond Youth Hub was completed in 2023, with an update to the report released in November 2024.
111. The ongoing sustainability of RYH is a critical issue to address and depends upon secure funding to support its continued operation. Therefore, the outcomes of the refreshed evaluation report have informed the following three recommendations:
 - (a) Ongoing funding of \$314,000 annually (adjusted annually for CPI) to maintain current service levels.

- (b) Ongoing funding of \$100,000 per annum (adjusted annually for CPI) to support a part-time youth support worker providing one-on-one generalist case management for young people and casual program support staff to address the increasing complexity and needs of those attending the Richmond Youth Hub.
- (c) That Homes Victoria consider including a purpose-built facility for young people as part of its master planning for redeveloping the North Richmond Housing Estate.

7.3. The Drum Yarra

- 112. The Drum Yarra is a Youth Service from Drummond Street Services. The Drum Yarra runs services in both Richmond and Collingwood. Richmond programs are based in Richmond Youth Hub and the 108 Community Room at the North Richmond Housing Estate. Collingwood programs run primarily from the Youth Space at the Collingwood Housing Estate on 253 Hoddle St, Collingwood.
- 113. The Drum generally engages with young people between the ages of 8 –18, with some programs catering for 25-year-olds. It offers a range of after school and school holiday programs for young people with activities that centres on recreational, social, creative, inclusive and leadership programs.
- 114. The Drum has received the Richmond and Collingwood Youth Grant from Yarra City Council since 2020. In July 2024, The Drum was given a further 12 months of funding from Council at a total of \$199,552. The total across the four years of funding is \$739,552. 87. Funding for The Drum post 2024/25 is to be confirmed.

7.4. Coordinated efforts to address rough sleeping homelessness

- 115. Homelessness is not a choice, nor is it a crime. Council is committed to treating those sleeping rough with respect and care. It partners with Launch Housing and other specialist providers to deliver outreach, connect individuals to health and supportive services, and facilitate access to housing.
- 116. Through the Yarra Zero initiative, Council partners with government and service providers to promote a coordinated service response approach and help foster an inclusive, supportive community.
- 117. Engagement officers identify and assess rough sleeping sites, assess them, and referring individuals to supportive services. This includes detecting rough sleeping sites through routine patrols or referrals, confirming site details such as location, number of individuals, and type of rough sleeping (e.g., improvised dwelling, vehicle), assessing any physical or psychosocial hazards, and determining the appropriate response by requesting necessary services to promote public amenity and safety.
- 118. Council recognises that rough sleeping in certain locations can pose public health and wellbeing risks, particularly in low-visibility areas or near facilities for families, children, and older people. Ongoing rough sleeping on Council assets (e.g., roads, footpaths, reserves) near residential and commercial areas can also impact local amenity. Guided by legal frameworks such as the Occupational Health and Safety Act 2004, Building Act 1993, and Public Health and Wellbeing Act 2020, Council balances public safety with respect for those experiencing homelessness. These sites are actively monitored, with timely cleaning, maintenance, and collaboration with partners to uphold public health and safety.

8. Local governance

119. There are two committees that enable networked localise governance in the Precinct, enabling community and government representatives to work together to identify issues and opportunities within the Precinct.

8.1. North Richmond Precinct Community Committee

120. The North Richmond Precinct Community Committee (NRPCC) is a key local governance mechanism and a strong example of community working in partnership with local and state government, as well as numerous non-government stakeholders. It is jointly chaired by two of the committee's community representatives, and other key stakeholders include Council, state government (including DFFH, DH, DJCS and Victoria Police), an extensive list of local community services and non-profit organisations, as well as other community representatives.
121. The Committee has played a lead role in establishing an overarching long-term vision for North Richmond, as articulated in the North Richmond Precinct Community Action Plan 2022–2024, and it continues to provide advice to the Victorian Government and partners on critical and emerging issues, strategies, actions and investments in the local community.

8.2. North Richmond Precinct Revitalisation Inter-departmental Committee

122. The final Independent Panel review of the MSIR trial recommended that the state government and its public bodies and agencies collaborate with Yarra City Council, service providers (including the MSIR), and the community to enhance local safety and amenity through a formalised roundtable.
123. An Inter-Departmental Committee is a collaborative body designed to tackle complex, multi-faceted issues by coordinating efforts across multiple government departments. These committees set strategic directions, ensure alignment with system-level reforms, and facilitate integrated service delivery for initiatives spanning various sectors. They engage in discussions and collaborations with multiple stakeholders and the broader community to formulate comprehensive solutions, pooling resources and expertise to develop strategies and oversee their implementation. IDCs also monitor the progress of initiatives, ensure accountability, and make necessary adjustments based on evaluations of outcomes.
124. The Victorian Government established the North Richmond Precinct Revitalisation Inter-Departmental Committee (IDC) to 'drive revitalisation and coordinated responses to improve safety and amenity in the North Richmond Precinct' and 'advise the Victorian Government on critical issues and broader renewal challenges and opportunities, reporting twice a year to Cabinet'.
125. Guided by the recommendations of the second MSIR Review, the IDC provides government leadership and coordinates a strategic, multi-agency effort to revitalise the area, identify needs for improved services, policies, and investments, and develop metrics for monitoring progress.
126. The CEOs of Council and NRCH are ongoing permanent guests of the IDC.
127. Council has engaged in the IDC in good faith, as a vehicle to create tangible impact in this precinct. Officers hold concerns about the lack of progress the IDC

has made to-date. Council has contributed a wide range of pragmatic potential solutions, with only a few and it seems that these have not been considered. I acknowledge the work of several departments and agencies (especially DFFH and Homes Vic staff at the local level), but the lack of buy-in some departments is problematic.

128. An update on the status of the IDC activities was sought from the Department of Families Fairness and Housing on 3 January 2025 but had not yet been received at the time of writing.

9. Urban renewal

9.1. Development Victoria and the Victorian Planning Authority

129. Urban renewal in Victoria is underpinned by a legislative and policy framework designed to support sustainable, inclusive, and well-planned development.
- (a) The Planning and Environment Act 1987 establishes the legal foundation for land use, development, and environmental management.
 - (b) The Urban Renewal Authority Victoria Amendment (Development Victoria) Act 2017 created Development Victoria, which leads major government-led renewal projects to revitalise underutilised areas.
130. Development Victoria (a State Government agency) drives urban renewal by transforming strategic precincts and enhancing liveability through targeted investment in key projects.
- (a) Leads the redevelopment of residential precincts, public spaces, and major urban renewal zones.
 - (b) Facilitates public-private partnerships (PPPs) to accelerate development and attract investment.
 - (c) Enhances public infrastructure, parks, and transport accessibility to improve quality of life.
131. The Victorian Planning Authority (VPA) plays a role in unlocking the potential of underutilised land and delivering well-planned urban growth.
- (a) Oversees strategic rezoning and land use planning to accommodate population growth and economic development.
 - (b) Works closely with local councils, developers, and community stakeholders to ensure renewal projects align with broader planning priorities.
 - (c) Supports transport-oriented development (TOD), ensuring precincts are well-connected and reduce car dependency.
 - (d) Integrates commercial, residential, and employment hubs to create self-sustaining communities.

9.2. Improvements to public spaces and other Council assets

132. Significant works in Victoria Street between Hoddle and Burnley Streets were implemented in 2019 to:
- (a) upgrade street furniture, including 17 bike hoops and 15 bins (noting footpath width does not allow for the provision of seats);

- (b) upgrade 11 of the existing garden beds in outstands (i.e. wider footpaths at intersecting side streets) through soil amelioration and new plantings; and
 - (c) upgraded seats, plantings and paving to the north-west corner of Nicholson and Victoria Streets.
133. In 2018, new works and an upgrade at the Lennox Street/Victoria Street intersection created a new shared zone with paving, bespoke seating, trees and lighting.
134. Between 2020 and 2024, 71 new trees were planted on Victoria Street in every feasible location. No other sites were identified as suitable for additional trees. Opportunities for tree planting are very restricted due to multiple underground and overhead services, building awnings, sight lines, tram infrastructure, on-street trading and narrow footpaths.
135. The following potential improvements have been identified for the Victoria Street Precinct:
- (a) Revitalise and replant the existing garden beds in outstands using a themed approach appropriate for Victoria Street.
 - (b) Maximise opportunities for low-level plantings in existing paved outstands.
 - (c) Negotiate with VicTrack for the lease/purchase of Jonas Street intersection with Victoria Street to create an appropriate public space, noting that the site conditions and surveillance are problematic.
 - (d) Upgrade green pocket of open space on the corner of Victoria Street and Regent Street.

9.3. Significant affordable housing increase

136. Without Victorian Government mandates for social and affordable housing, Yarra City Council negotiates with developers to secure long-term affordable housing stock. The primary mechanism is Section 173 Agreements (S173), voluntary agreements under the Planning and Environment Act 1987, which are used to ensure affordable housing is integrated into new developments.
137. Council's Policy Guidance Note, endorsed in 2017 and updated in 2018 and 2019 and now included in the Yarra Planning Scheme, sets an expectation of 10% affordable housing in rezonings for residential use and significant developments of 50+ dwellings. This has resulted in approximately 562 affordable housing dwellings.
138. While this approach is considered best practice, limited private development in North Richmond has restricted affordable housing contributions in that precinct. However, negotiations are ongoing for new developments in the Victoria Street precinct, particularly east of Church Street, where increased private development activity is expected. Council will continue to apply its policy framework to ensure affordable housing outcomes are secured in any future rezoning or large-scale residential projects that emerge in both the eastern and western sections of the precinct.

9.4. Public housing redevelopment and Big Housing Build

139. On 12 December 2023 (Notice of Motion 8 of 2023), Council resolved to oppose the planned demolition of all towers and conveyed this position to the Minister

for Housing and the Premier of Victoria. Council noted there was no adequate consideration of the condition of each building by the state government, and the potential for redevelopment, refurbishment, and renovation has not been fully explored.

140. Council is advocating for measures to ensure no net loss in the number and size of public housing dwellings, as well as localised relocation options and adequate investment in community infrastructure and services, should the redevelopment proceed.
141. The overall program will see the demolition of all 44 public towers across Melbourne. Twelve of these towers are situated within the Yarra municipality at the housing estates located in Collingwood (3 towers), Fitzroy (4 towers), and Richmond (5 towers).
142. The first public housing high-rise tower in Yarra to be redeveloped by the Victorian State Government under the High-Rise Redevelopment program, as part of Victoria's Big Housing Build, will be 139 Highett Street, Richmond, along with low-rise 'walk-up' housing on side streets surrounding the high-rise towers.
143. Homes Victoria has commenced relocation discussions with the current renters of 139 Highett Street, Richmond, and the other Richmond properties slated for redevelopment, with a plan to complete the relocation process by February 2026. It is understood that the new housing that will soon be completed at 147–161 Elizabeth Street will provide a localised option for these tenants to relocate within the community.
144. The redevelopment process for these sites in Richmond is predicted to take between six and eight years, with current residents having a right to return to the neighbourhood upon completion of the development.

9.5. Big Housing Build – Elizabeth Street

145. The state-government-owned site at 147–161 Elizabeth Street, North Richmond is currently under construction and will include 144 apartments – a mix of 1, 2 and 3-bedroom dwellings, 5% specialist disability accommodation (SDA) dwellings, with an expected completion date in mid-2025.
146. The management and model to deliver the dwellings is yet to be determined (i.e. whether the dwellings will be public housing, managed by the state government, or community housing, managed by a registered housing association). Residents of the new apartments will come from the Victorian Housing Register (through which all social housing applications are managed).
147. The development utilises environmentally efficient design, meaning the homes will be less expensive to heat and cool compared to standard building designs and will carry a 5-star Green Star rating and a 7-star Nationwide House Energy Rating Scheme (NatHERS) average rating.

9.6. State Government initiated renewal

148. The Revitalising Central Dandenong (RCD) initiative, launched in 2006 with a \$290 million investment from the Victorian Government. The Dandenong Civic Centre and Library serves as a key community facility, supporting business, services, and public engagement. Public space upgrades, including Lonsdale Street and Harmony Square, have improved walkability and community

interaction. The Dandenong Station upgrade enhanced transport connectivity and safety, reinforcing the area's role as a transit-oriented precinct. Mixed-use precincts have attracted private investment, introducing new residential, commercial, and retail spaces.

149. The Frankston Metropolitan Activity Centre (FMAC) Renewal is a long-term revitalisation effort aimed at strengthening Frankston's role as a key commercial, cultural, and transport hub in Melbourne's southeast, with over \$200 million in public and private investment. The Frankston Waterfront Redevelopment transformed the foreshore into a high-quality public space, improving walkability, enhancing tourism appeal, and creating a more attractive coastal precinct. A major component of the renewal was the Frankston Station Precinct Upgrade, which focused on improving safety, accessibility, and connectivity, making it easier for residents and visitors to access the city centre. Investment in arts and culture, including the Frankston Arts Centre and street art installations, has positioned Frankston as a growing creative hub, supporting tourism and local employment. Small business support initiatives and ground-floor retail activation have contributed to local economic resilience, while new commercial developments have encouraged private investment in the area. Crime prevention and community safety improvements, such as better street lighting, enhanced pedestrian links, and increased community policing, have been central to the precinct's renewal strategy.

7.4. ERP Business Case

Author Lucy Roffey – General Manager Corporate Services
Authoriser General Manager Corporate Services

Executive Summary

This report seeks Council endorsement of the ERP Business Case, developed to support the investment in upgrading Council's core business systems which are at end of life creating business continuity risks for the organisation.

The Business Case recommends Option 1, which is to implement the full scope of the systems identified to be replaced over three years. This option best meets Council's key business requirements, minimises risk, delivers long term value while ensuring a timely and cost-effective implementation.

The ERP project not only addresses risks associated with end-of-life systems, but will deliver a significant uplift in customer experience including faster response times, and more online options for accessing services and a single, simplified user interface, with a system that can be delivered and accessed any time, on any device, from anywhere connected to the internet.

Organisational productivity benefits will be realised through end-to-end business process management to simplify processes, integrations between key systems and data sets, and uplift in capabilities to meet future business requirements including changes in legislation or business practices.

The ERP project has been assessed against Council's 10-year financial plan which had allowed for the project in forward projections. The analysis shows that by reducing the number of software systems being supported and maintained through the implementation of a comprehensive ERP, there will be savings and avoided costs in license fees and upgrades improving the long-term financial position of Council.

The ERP Business Case has been considered by the Audit and Risk Committee who acknowledged the thoroughness and soundness of the business case analysis to support the nomination of Option 1 as the preferred option and endorsed the assurance framework and project governance structure.

Officer Recommendation

That Council:

1. Endorses the ERP Business Case and the recommendation to proceed with Option1.
2. Authorises the CEO to implement Option 1 outlined in Council's ERP Business Case, including the following matters:
 - (a) Deliver the project over three years within a total project budget of \$32.0M, including a 20% contingency;
 - (b) Implement the assurance framework and project governance structure outlined in Section 7 of the ERP Business Case; and

- (c) Finalise negotiations for the ERP software solution and implementation partner for approval by Council at a future Council meeting.

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History and background

1. In the Yarra City Council Municipal Monitor's report dated 28 September 2022, the imperative for the transformation program was clearly articulated:
*"The challenges the CEO faces should not be under-estimated. They will require significant changes in the service mix provided by the Council, a restructuring of the organisation both in lines of accountability and culture, **major investments in IT to improve the quality and efficiency of internal business processes, the implementation of a contemporary asset management system** and improved processes for community interactions with Council. In short, significant reform is required to create a modern service-orientated organisation."*
2. At the Audit and Risk Committee meeting held on 7 December 2023, the Audit and Risk Committee noted the risks in relation to procuring ERP platforms and the mitigation measures proposed by management including the appointment of a probity auditor to oversee any procurement processes.
3. In January 2024, CoY undertook a market scan and gap analysis of business requirements. This review identified that, of the 56 core functions supported by the existing business systems, none of the business functions were adequately meeting baseline operational and customer needs without significant manual workaround. 93% the business functions are operating systems with a high to severe risk assessment, and 16% with extreme risks.
4. At meetings held on 12 December 202 and 13 February 2024, Council endorsed the procurement approach to procure an ERP system.
5. The Audit and Risk Committee have held two special meetings to consider the Business Case and provide feedback on 29 January 2025 and 19 February 2025.
6. Having satisfied themselves that the updates to the business case addressed their feedback from the 19 February 2025 the ARC resolved:
"The Audit & Risk Committee:
Acknowledge the thoroughness and soundness of the business case analysis to support the nomination of Option 1 as the preferred option for the ERP project;
Endorse the assurance framework and project governance structure
Acknowledge the importance and continuing role of the Committee in providing governance assurance, risk and compliance oversight over the ERP;
Endorse the Committee Chair to represent on behalf of the Committee to Councillors (where requested) the position of the Committee on the ERP Business Case to further inform Councillor deliberations on the business case; and
Thank officers for their ongoing consultation and the opportunity to provide feedback and discuss the project governance, assurance and business case. Acknowledging management taking on board all input provided and reflecting this in the business case."

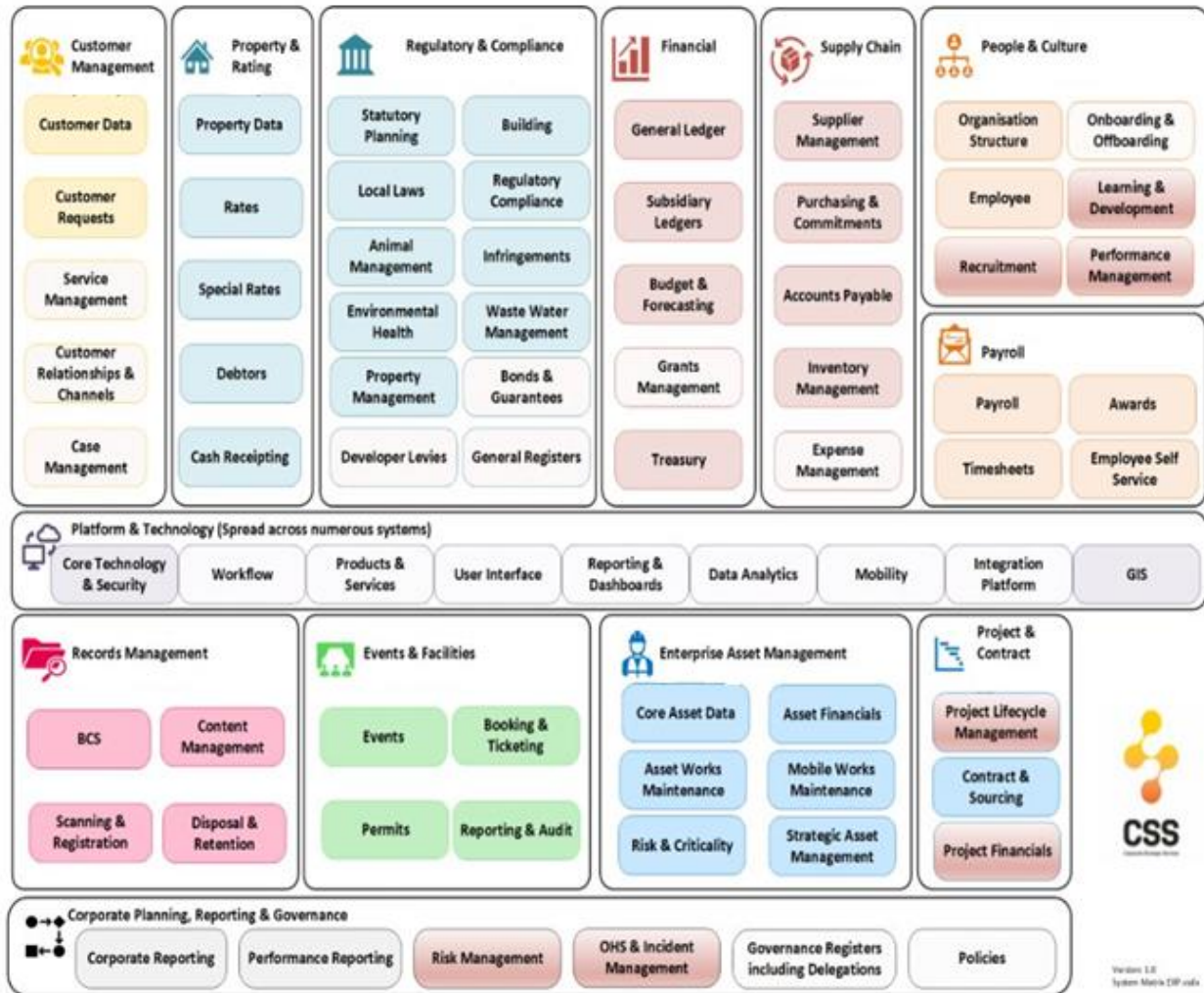
Discussion

Customer and Business Benefits

7. A fully implemented ERP Replacement offers numerous benefits to both our community and the efficiency and effectiveness of our internal operations at CoY. The objective of the Business Benefits Plan is to identify, quantify and harvest the benefits that are identified.
8. Implementing the ERP Replacement Project provides several community benefits, including:
 - (a) Improved Service Delivery: By streamlining operations and automating processes, we will be able to provide faster and more efficient services to residents;
 - (b) Faster Responses: By automating and streamlining operations, customer requests will be handled more quickly. For example, if applying for a permit or request public records, the process will be faster and more accurate;
 - (c) Efficient Issue Resolution: With better coordination between different council departments, inquiries and issues will be resolved more efficiently. This means less waiting time and fewer follow-ups for customers;
 - (d) Enhanced Community Engagement: The integrated solution allows for better communication and engagement with community members through flexible, streamlined communication tools;
 - (e) Report Issues Conveniently: Issues such as potholes or broken streetlights can be reported directly through the online portal, allowing faster investigation and resolution;
 - (f) Cost Savings: Automation and digital self-service channels can lead to significant financial savings, which can be redirected to other community services;
 - (g) Operational Efficiency: Preconfigured functionalities improve efficiency and simplify operations; and
 - (h) Data Accuracy and Insights: Enhanced software models improve data accuracy and provide valuable insights for informed decision-making.

ERP SaaS solution

9. An Enterprise Resource Planning (ERP) is a platform used to manage and integrate the core business functions of an organisation. ERP software applications are beneficial as they integrate all customer and business data, processes and reporting in a single system.
10. The diagram below shows the business functions that a Local Government ERP would typically cover (and names the different software that CoY is currently using for these functions).



11. Having core systems on one platform has several benefits including:
 - (a) Reduced duplication of customer and property data – one source of truth;
 - (b) Reduction in costly integrations between systems;
 - (c) Reduced processing times and streamlined workflows;
 - (d) Real time data analysis and reporting;
 - (e) Reduction in staff training costs; and
 - (f) Reduction in systems maintenance and support.
12. Software as a Service (SaaS) is a software delivery model where applications are hosted by a service provider and made available to customers over the internet. Instead of purchasing and installing software on individual devices, users can access the software through a web browser or mobile app on a subscription basis.
13. The benefits of SaaS include:
 - (a) Mobility – access to data anytime, anywhere on any device if you have an internet connection;
 - (b) Dedicated data and cyber security;
 - (c) Reduced cost of hardware, maintenance and upgrades; and

- (d) Reduced need for onsite IT support.

The business systems being replaced

- 14. The business systems proposed to be replaced are:
 - (a) Financial Management system;
 - (b) Property, Rating, Receipting and Debtor Management;
 - (c) Regulatory and Compliance – including Planning, Building, Local Laws, Animal Management, Infringements, Enforcements, Environmental Health and other related functions;
 - (d) Asset Management including Asset Data, Works Maintenance, Inspections & Defects, In-field activities and Strategic Asset Management (long range forecasting and asset planning);
 - (e) HR and Payroll functions;
 - (f) Customer Service and Customer Management; and
 - (g) Records Management incorporating compliance with CoY's Public Records Office Victoria (PROV) data management standards.

Options

- 15. Five options for implementation of an ERP solution were considered in the Business Case.
- 16. A do-nothing option was not considered in the business case given that many of the systems are end-of-life and need to be upgraded or replaced.
- 17. Options 1 and 4 include the full scope but over 3 and 4 years respectively.
- 18. Option 2 is a reduced scope, replacing the current software only and Options 3 and 5 include additional modules to Option 2, but not the full scope of Options 1 and 4.
- 19. The financial costs of each option are included in the Finance and Resource Impacts and Interdependencies section of this report and Section 5 of the Business Case.

Options	Description
Option 1 – Full scope (3 year implementation)	All modules originally defined in scope.
Option 2 – Retire current ERP system (2 year implementation)	Minimum scope to migrate current ERP functions to cloud hosted platform. Excludes Customer Management & Strategic Asset Management, Project Lifecycle Mgt, Contract Mgt, HR, Payroll and full replacement of Records Management System.
Option 3 – Option 2 with CRM & SAM (2 year implementation)	Option 2 with Customer Management & Strategic Asset Management functions embedded in existing releases. Excludes Project Lifecycle Mgt, Contract Mgt, HR, Payroll and full replacement of Records Management System.
Option 4 – Full scope (4 year implementation)	All modules originally defined in scope over a longer period
Option 5 – Option 3 scope with additional release (3 year implementation)	Option 3 scope but Customer Management & Strategic Asset Management functions as individual release. Objective is to reduce release 1 & 2 costs. Excludes Project Lifecycle Mgt, Contract Mgt, HR, Payroll and full replacement of Content Manager.

Option 1 – Full scope implemented over three years

Recommended

20. Following a comprehensive evaluation of all alternatives, Option 1 has been identified as the most suitable solution for CoY. This option was selected based on its ability to meet key business requirements, minimise risk, and deliver long-term value while ensuring a timely and cost-effective deployment.
21. Rationale for Proposed Option 1:
 - (a) Alignment with Business Objectives – Option 1 best supports CoY strategic goals by providing an integrated solution capable of meeting both current and future business needs;
 - (b) Reduced Complexity – Unlike other options, this approach minimise complexity by avoiding unnecessary delays and resource-intensive interim solutions and integrations;
 - (c) Cost Efficiency – Option 1 offers a balanced approach between upfront investment and long-term operational costs, making it the most cost-effective solution, including reduction in multiple licence fees and avoided future upgrades of CRM and Records Management systems; and
 - (d) Faster Time-to-Value – This option allows for quicker deployment, enabling CoY to realise business benefits sooner compared to extended deployment timelines proposed by other alternatives.

Option 2 – Retire and replace current ERP system (2 year implementation)

Not recommended

22. This option would replace the current ERP platform only and not implement the modules for CRM and Records Management.
23. Whilst it could be assumed this would be a cheaper option the modelling demonstrates that this option is more expensive for the following reasons:
 - (a) There are additional costs for integrations to other business systems such as CRM, Records Management and HRMS;
 - (b) There would be ongoing licence fees for CRM, Records Management, HRMS and other systems not replaced by ERP; and
 - (c) HRMS and Records Management systems are due for expensive upgrades in the next 2-5 years.
24. This option would not deliver the business benefits outlined for Option 1, other than avoiding the risk of the current system failure, and providing a more contemporary system for the modules implemented (financial management, rates and property, compliance)

Option 3 – Option 2 with CRM and Strategic Asset Management (SAM)

Not recommended

25. As per Option 2 above, this option has a higher total cost than Option 1 as there are ongoing licence fees, upgrades and integration costs for systems not on the ERP platform.
26. This option would deliver more business benefits than Option 2 with CRM and SAM on the same platform as other core systems, but not the full benefits delivered by Option 1.

Option 4 – Full scope per Option 1, implemented over 4 years

Not recommended

27. This option was explored to assess if taking a longer period to implement the ERP would be more cost effective and reduce implementation risks.
28. This option was found to be significantly more expensive than Option 1 due mainly to additional years of licence fees for modules implemented in later years, and cost of integrations with these systems in the interim until the full ERP solution is completed.
29. Options to implement over an even longer period were not explored, as this option clearly demonstrated that a longer implementation period had a higher total cost.

Option 5 – Option 3 implemented over 3 years

Not recommended

30. As per all options, this option has a higher total cost than Option 3 as there are ongoing licence fees, upgrades and integration costs for systems implemented later in the program.

Community and stakeholder engagement

31. The Audit and Risk Committee (ARC) has been engaged in this project through regular updates and for advice at key decision points.
-

32. The Audit and Risk Committee held two special meetings to consider the Business Case and provide feedback on 29 January 2025 and 19 February 2025.
33. Having satisfied themselves that the updates to the business case addressed their feedback from the 19 February 2025 the ARC supported Option 1 as the preferred option and endorsed the assurance framework and project governance structure and acknowledged their ongoing role in providing governance assurance, risk and compliance oversight over the ERP.

Strategic Analysis

Alignment to Council Plan

Strategic Objective six - Democracy and governance

- 6.3 Maximise value for our community through efficient service delivery, innovation, strategic partnerships and advocacy
34. Strategic Objective six states that *“Council recognises that to deliver responsive and relevant services we need to continually adapt. We are committed to creating and delivering sustainable smart city approaches through innovation, data and connected technology.”*
35. Strategies outlined in Strategic Objective 6 that this business case deliver on are as follows:
 - (a) Provide opportunities for meaningful, informed and representative community engagement to inform Council's decision-making;
 - (b) Manage our finances responsibly and improve long-term financial management planning;
 - (c) Maximise value for our community through efficient service delivery, innovation, strategic partnerships and advocacy; and
 - (d) Progress and embed our culture of organisational continuous improvement and build resilience to adapt to changing requirements in the future.
36. The case for digital transformation is also outlined in the Financial Sustainability Strategy which states: *Yarra has a series of legacy ICT systems that require upgrading to improve system integration, efficiency and service responsiveness, data analytics capabilities for evidence-based decision- making, and the protection of Council data. Yarra is committed to a significant investment program to uplift its digital capabilities over the next 5 years.*
37. Strategic Lever 5 in the FSS outlines Yarra's commitment to digital transformation:
“Embracing technological advancements and fostering innovation can significantly improve financial sustainability in the long term. However, for Yarra, the realistic outlook is a high upfront investment to uplift digital technology capabilities alongside a comprehensive program to streamline processes. Efficiency gains will normally be evidenced in Council's financial position after 5+ years. Council's adopted risk appetite for corporate systems is high and is willing to pursue a greater level of risk with innovation, new technology and systems which can enhance efficiency, service delivery results, customer experience or safety enhancements”.

Climate emergency

38. A fully implemented ERP solution delivers improved data analytics and performance reporting against targets in the climate emergency plan.

Community and social implications

39. A fully implemented ERP solution will deliver the following customer and community benefits:
- (a) Improved Service Delivery: By streamlining operations and automating processes, we will be able to provide faster and more efficient services to residents;
 - (b) Faster Responses: By automating and streamlining operations, customer requests will be handled more quickly. For example, if applying for a permit or request public records, the process will be faster and more accurate;
 - (c) Efficient Issue Resolution: With better coordination between different council departments, inquiries and issues will be resolved more efficiently. This means less waiting time and fewer follow-ups for customers;
 - (d) Enhanced Community Engagement: The integrated solution allows for better communication and engagement with community members through flexible, streamlined communication tools;
 - (e) Participate in Decision-Making: CRM tools to support residents to participate in council decision-making processes. This means residents can have a say in important community matters and stay engaged with what's happening in their area; and
 - (f) Report Issues Conveniently: Issues such as potholes or broken streetlights can be reported directly through the online portal, allowing faster investigation and resolution.

Economic development implications

40. Benefits for businesses in transacting with Council include:
- (a) Improved Service Delivery: By streamlining operations and automating processes, we will be able to provide faster and more efficient services to residents;
 - (b) Faster Responses: By automating and streamlining operations, customer requests will be handled more quickly. For example, if applying for a permit or request public records, the process will be faster and more accurate; and
 - (c) Efficient Issue Resolution: With better coordination between different council departments, inquiries and issues will be resolved more efficiently. This means less waiting time and fewer follow-ups for customers.

Human rights and gender equality implications

41. Procurement processes reflect corporate commitment to diversity and equal opportunities.

Finance and Resource Impacts and Interdependencies

42. The ERP Business Case includes a detailed financial assessment of all the options, with the recommended Option 1 delivering the best value.

43. Net Present Cost (NPC) is a financial metric used to evaluate the total cost of a project/investment over its lifetime, adjusted for the time value of money. It sums up all the future costs in today's terms by applying a discounted rate, which accounts for the fact that money today is worth more than the same amount in the future.
44. The business case compares NPC for the five options. The low and high scenarios include estimates for the consultant costs to support the implementation including implementation partner, data migration, change management and other services.
45. From the NPC analysis below, Option 1 is the lowest cost option by a significant margin. This is due to two key factors of avoided costs / savings over the 10 years related to maintenance/ license fees, and upgrade of systems if they were not replaced by ERP.

NPC 10 year	Low Scenario \$000's	High Scenario \$000s
Option 1	30,274	34,163
Option 2	44,911	47,620
Option 3	45,822	48,531
Option 4	44,895	48,664
Option 5	47,720	50,787

46. The options were also assessed against the allowance for this project plus operating costs for associated licensing that has been included in the 10-year financial plan (note this analysis is project cost plus maintenance, NPC is project cost plus maintenance less license and maintenance savings).
47. All options could be accommodated within financial plan allocation other than the high-cost scenario for Option 5 which showed an unfavourable variance. Option 1 provided the highest favourable variance.
48. The Business Case is seeking funding approval for the following key components necessary for the successful implementation of the proposal solution:
49. Procurement of Software and Licenses:
 - (a) System Implementation and Integration Engaging an implementation partner will ensure that specialised expertise is available to support the deployment of the ERP platform, facilitating a smooth and efficient transition.
50. External and Internal Consultants and Specialists – for data migration and integration platform development.
51. Recruiting or seconding internal resources, along with hiring external candidates and contract staff, will provide the necessary support for the implementation. This approach ensures the project is well-staffed, leveraging both internal knowledge and expertise, as well as bringing in additional skills and flexibility as required.
52. Organisational Change Management – Costs for change management initiatives to ensure smooth adoption of the new system.
53. It is expected the ERP transformation program will operate within following financial sustainability parameters:
 - (a) evaluate the risks associated with the program and develop contingency plans to address potential challenges or unexpected costs. Conduct regular risk assessments throughout the project's lifecycle and adjust financial planning accordingly;

- (b) be certain about lifecycle costs (i.e. ongoing operational costs, maintenance expenses, and any future upgrades or enhancements);
- (c) build internal capabilities to lead to cost savings and improved efficiencies over time; and
- (d) deliver a well-managed ERP transformation program that prioritises responsible resource allocation, transparent financial reporting to ensure long-term viability and public trust.

Legal and Legislative obligations

Conflict of interest disclosure

- 54. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates.
- 55. The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

Project and implementation risks

- 56. The ERP business case considers risk across the different phases of the project including:
 - (a) the current risks associated with the business systems that are end of life;
 - (b) procurement risks;
 - (c) implementation risks; and
 - (d) Change management risks.
- 57. The current end-of-life status of key platforms, combined with the use of disparate systems for different functions, poses significant business risks to CoY. These legacy systems create operational inefficiencies, increase maintenance costs, and hinder the organisation's ability to adapt to future business needs. Additionally, reliance on outdated technology generates potential risks related to system reliability, data integrity, and scalability, which may impact overall business performance.
- 58. These risks include:
 - (a) Minimal support for end-of-life platforms meaning supplier's ability to address any problems with systems, already degraded due to age of the platforms, will continue to reduce over time;
 - (b) Inability to efficiently meet current and future business requirements primarily due to technology age and decisions of suppliers to limit development as they transition to more modern technical platforms;
 - (c) Security risks associated with operating platforms approaching end-of-life which will increase over time as systems cannot be easily updated to meet emerging security risks;
 - (d) Inability to embrace evolving and developing newer technologies, such as Smart-Cities and related technologies;

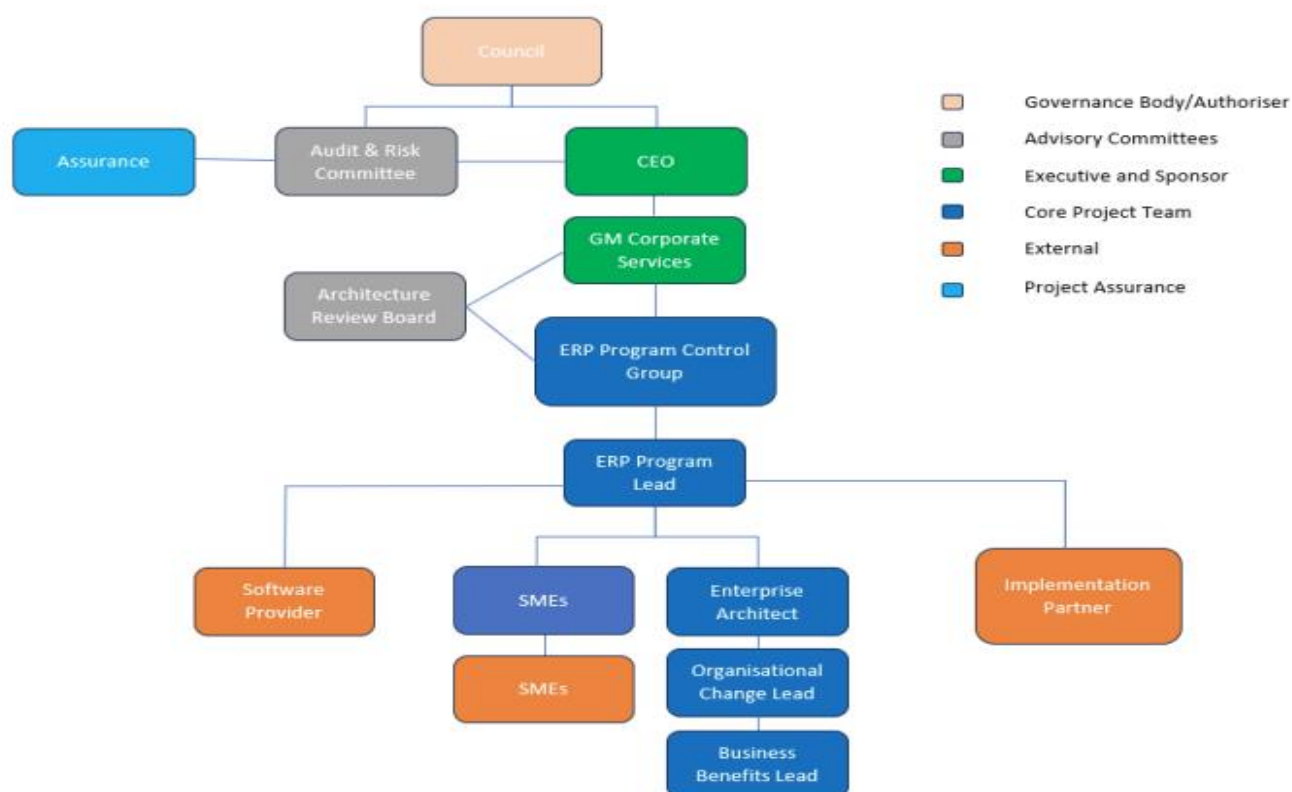
- (e) Lack of single source of truth for data entities such as Customer, Property and Asset information. In some cases, such as customer data, more than 4 major data and numerous additional data stores are currently in use;
- (f) Inconsistent customer experience, with service style and approach dependent on the service channel selected by the customer; and
- (g) Complex business processes not adequately supported by business systems, resulting in duplication, manual processing, and user intervention to ensure adequate service delivery.

59. All major systems are currently deployed in Council's data centre, meaning significant ICT resourcing and effort is devoted to basic management of current environments and offering no direct benefit to the business in the active use of their systems.

Risk Mitigation

60. The ERP business case provides a project governance structure to oversight the project in which the Audit and Risk Committee will play a key role. A provider of assurance services will be contracted to provide assurance across a range of project risks as outlined in Section 7 of the Business Case.

Governance Structure for ERP Project



Implementation Strategy

Timeline

61. The diagram below outlines the estimated timeframe for implementation of the preferred option over three years.

2025/26				2026/27				2027/28			
Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun
Release 1				Release 2				Release 3			
Financials including Enterprise Budgeting											
Supply Chain Management (SCM)											
Asset Management, Maintenance and Financials											
				Debtors							
				Property, Rating and Receipting							
				Regulatory & Compliance							
				Customer Management & Customer Request Management							
								Project Lifecycle Management			
								Contract Management			
Strategic Asset Management											
HR Organisation Structure and Personnel								HR Recruitment, Transitions, Performance Mgt			
								Payroll			
				Records Compliance							
								ECM			

62. Phase 1 incorporates Financial Management, Supply Chain and Asset Management, it is expected to run for between 12 and 15 months.
63. Phase 2 will begin whilst Phase 1 enters User Acceptance Testing, incorporating Property, Rating & Regulatory and Customer Management.
64. Phase 3 begins whilst Phase 2 completes, and will incorporate Project Management, Contract Management, HRMS (including Payroll) and records management.
65. Development of a detailed Statement of Work – including detailed resource plans, finalised implementation phasing and confirmed Technology One implementation costs for each of the phases of the project – is scheduled as part of the initial project.

Report attachments

1. 7.4.1 ERP Business Case
2. CONFIDENTIAL -7.4.2 CONFIDENTIAL ERP Business Case

This (full ERP business case) attachment is confidential information for the purposes of section 3(1) of the Local Government Act 2020 for the following reason:

- (a) Council business information, being information that would prejudice the Council's position in commercial negotiations if prematurely released.



Project Business Case

City of Yarra
ERP Replacement

Version: 2.0
March 18, 2025

Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra. We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra. We pay our respects to Elders from all nations and to their Elders past, present and future.



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DOCUMENT CONTROL

DOCUMENT TITLE AND LOCATION

Document Name City of Yarra - ERP Replacement Business Case

VERSION HISTORY

Version	Date	Author / Approver	Job title	Rationale
0.1		Phil Burke	Author – Consultant	Initial draft
0.1	31/12/2024	Lucy Roffey	GM Corporate Services	Review
0.1	2/01/2025	Matt Jarvis	CFO	Review
0.1	7/01/2025	Sandra Sanderson	CIO	Review
0.1	7/01/2025	Lee Stubbs	Business Consultant ERP	Review
0.1	7/01/2025	Ali Bulut	Head of Enterprise Architecture	Review
0.1	8/01/2025	Anne Gardner	Head of Delivery	Review
1.0		Sam Hewett	Project Control Group	Approval
1.0	13/01/25	Jacqueline Ryan	Project Control Group	Approval
1.0		Lucy Roffey	Project Control Group	Approval
1.0	13/01/25	Matt Jarvis	Project Control Group	Approval
1.0	8/01/25	Sandra Sanderson	Project Control Group	Approval
1.0	20/01/25	Sue Wilkinson	CEO	Approval
1.0	29/01/25	Audit & Risk Committee	ARC	Endorsed
2.0	18/03/2025	Lucy Roffey	GM Corporate Services	Updated for public distribution

DEFINITIONS

Full Form	Acronym
City of Yarra	CoY
Software as a Solution	SaaS
Enterprise Resource Planning	ERP
Management	Mgt
Human Resources	HR
Public Records Office Victoria	PROV
Human Resources Management Software	HRMS
Net Present Cost	NPC
Information Technology	IT
Financial Sustainability Strategy	FSS
Collins, Anderson, Murfitt Management Solutions	CAMMS
Customer Relationship Management System	CRM
Human Resources Planning	HRP
Project Manager	PM
Digital Technology Services	DTS
Project Control Group	PCG



1. Executive Overview

Background

The City of Yarra (CoY) has been utilising several different IT systems to meet its core business systems requirements. While there have been periodic upgrades to the system environments over the years, the major components have been in place since 1998.

Having derived significant benefits from these business systems mostly deployed over 20 years ago, CoY current business systems, including Financials, Property and Rating, Asset Management; Human Resources and Payroll; Records Management and Procurement and Contracts are now approaching or are at the end of life for the current versions.

Critically, reduced support for end-of-life systems could lead to long or unresolvable outages, inability to meet legislative requirements for several key services, putting at risk Councils ability to generate rates notices, planning permits and other core customer business activities. As systems is end of life, “do nothing” is not an option. Five options have been explored and are outlined in Section 1.2.

Additionally, CoY is seeking to implement bridging solutions for other key functions including Corporate Strategy & Planning, and Project Management Office support and deriving cost savings, efficiencies and improved customer service from incorporating CRM and Records Management systems on the one platform.

In January 2024, CoY undertook a market scan and gap analysis of its business requirements. This review identified that, of the 56 core functions supported by the existing business systems, none of the business functions are adequately meeting baseline operational and customer needs without significant manual workaround. 93% the business functions are operating systems with a high to severe risk assessment, and 16% with extreme risks.

The findings of these reviews recommended the most viable option for CoY to manage these risks was to implement the latest version of the current ERP solution and to proceed with a Single Source.

Given CoY’s size, complexity and growth trajectory demand, an enterprise-wide approach to technical systems is essential to support the business effectively. Key business drivers for the new solution include:

- Enabling effective and integrated management of customer datasets, providing a comprehensive view of customer activities and services.
- Streamlining and simplifying end-to-end process management for service delivery, ensuring effective and efficient customer service.
- Deployment of software using SaaS technologies freeing scarce ICT resources to focus on software platform support for modern, digitally aware, business services.



Furthermore, the ERP solution will meet the growth of CoY whilst providing the best functional fit for current business requirements including:

- Improved customer experiences including faster response times, and more online options for accessing services
- End-to-end business process management to simplify processes, enhance customer service, and provide integration between key systems and data sets.
- Reduced risk profile, addressing major identified risks with current platforms.
- Capabilities to meet future business requirements introduced through legislation or changed business practices.
- Templated best-practice business practices that can be implemented to meet requirements.
- Single, simplified user interface, with a system that can be delivered and accessed any time, on any device, from anywhere connected to the internet.
- On-demand reporting to support data driven decision making
- Forward thinking and future oriented with capability to support Council's strategic direction and future population growth

1.1 Existing Issue and Business Risks

The current end-of-life status of key platforms, combined with the use of disparate systems for different functions, poses significant business risks to CoY. These legacy systems create operational inefficiencies, increase maintenance costs, and hinder the organisation's ability to adapt to future business needs. Additionally, reliance on outdated technology generates potential risks related to system reliability, data integrity, and scalability, which may impact overall business performance.

These risks include:

- Minimal support for end-of-life platforms meaning supplier's ability to address any problems with systems, already degraded due to age of the platforms, will continue to reduce over time.
- Inability to efficiently meet current and future business requirements primarily due to technology age and decisions of suppliers to limit development as they transition to more modern technical platforms.
- Security risks associated with operating platforms approaching end-of-life which will increase over time as systems cannot be easily updated to meet emerging security risks.
- Inability to embrace evolving and developing newer technologies, such as Smart-Cities and related technologies.
- Lack of single source of truth for data entities such as Customer, Property and Asset information. In some cases, such as customer data, more than 4 major data and numerous additional data stores are currently in use.
- Inconsistent customer experience, with service style and approach dependent on the service channel selected by the customer.
- Complex business processes not adequately supported by business systems, resulting in duplication, manual processing, and user intervention to ensure adequate service delivery.
- An independent market scan and gap analysis identified significant functional gaps, with only 4 of 48 major functional areas identified as having most business requirements being met by the current system.
- All major systems are currently deployed in Council's data centre, meaning significant ICT resourcing and effort is devoted to basic management of current environments and offering no direct benefit to the business in the active use of their systems.



In the Yarra City Council Municipal Monitor's report dated 28 September 2022, the imperative for the transformation program was clearly articulated:

"The challenges the CEO faces should not be under-estimated. They will require significant changes in the service mix provided by the Council, a restructuring of the organisation both in lines of accountability and culture, major investments in IT to improve the quality and efficiency of internal business processes, the implementation of a contemporary asset management system and improved processes for community interactions with Council. In short, significant reform is required to create a modern service-orientated organisation."

1.2 Business Case Proposal

1.2.1 Alternatives Considered

The current ERP on-premises software supports core operations including rates management; statutory planning and building; parking and compliance; accounts payable; accounts receivable; financial reporting and budgeting; and asset and property management.

Of the 56 core functions supported by the existing business systems, none of the business functions are adequately meeting baseline operational needs without significant manual workaround, and 93% the business functions are operating systems with a high to severe risk assessment, and 16% with extreme risks, so the do-nothing option is not an acceptable risk for the Council.

This business case has focused on a 2-to-4-year implementation timeframe to ensure relevance and adaptability in a rapidly evolving technological landscape. This shorter period aligns with the organisation's financial planning cycles, reduces both project and ongoing costs and risks, and allows for more accurate market and risk assessments. It also facilitates immediate measurement of outcomes, ensuring tangible benefits and maintaining stakeholder engagement. By concentrating on a manageable timeframe, the business case becomes more realistic, actionable, and aligned with strategic objectives.

The following five deployment options were evaluated, each with varying scopes and/or extended timeframes to assess their impact on overall cost; resourcing requirements; risks mitigated, and business benefits delivered.



Options	Description
Option 1 – Full scope (3 year implementation)	All modules originally defined in scope.
Option 2 – Retire current ERP system (2 year implementation)	Minimum scope to migrate current ERP functions to cloud hosted platform. Excludes Customer Management & Strategic Asset Management, Project Lifecycle Mgt, Contract Mgt, HR, Payroll and full replacement of Records Management System.
Option 3 – Option 2 with CRM & SAM (2 year implementation)	Option 2 with Customer Management & Strategic Asset Management functions embedded in existing releases. Excludes Project Lifecycle Mgt, Contract Mgt, HR, Payroll and full replacement of Records Management System.
Option 4 – Full scope (4 year implementation)	All modules originally defined in scope over a longer period
Option 5 – Option 3 scope with additional release (3 year implementation)	Option 3 scope but Customer Management & Strategic Asset Management functions as individual release. Objective is to reduce release 1 & 2 costs. Excludes Project Lifecycle Mgt, Contract Mgt, HR, Payroll and full replacement of Content Manager.

All options considered include software licensing using a Software as a Service model, which incorporates ongoing maintenance services. It also includes implementation services from the software provider, consisting of base system configuration, training, testing and data migration assistance services. Services to support the implementation are to be sourced from external 3rd party suppliers combined with internal resources.

The full scope of the business systems to be replaced are:

1. Financial Management system
2. HR and Payroll Functions
3. Customer Service and Customer Management
4. Property, Rating, Receipting and Debtor Management
5. Regulatory – including Planning, Building, Local Laws, Animal Control, Infringements, Enforcements and other related functions
6. Asset Management including Asset Data, Works Maintenance, Inspections & Defects, In-field activities and Strategic Asset Management (long range forecasting and asset planning)
7. Records Management incorporating compliance with CoY's Public Records Office Victoria (PROV) data management standards.

Note: A comprehensive deployment option analysis is presented in Section 3.8. of this document. The cost analysis is presented in section 5.3., while the risk assessment is detailed in Section 7.



1.2.2 Proposed Option

Following a comprehensive evaluation of all alternatives, Option 1 has been identified as the most suitable solution for CoY. This option was selected based on its ability to meet key business requirements, minimise risk, and deliver long-term value while ensuring a timely and cost-effective deployment.

Options	Description
Option 1 – Full scope (3 year implementation)	All modules originally defined in scope.

Rationale for Proposed Option 1:

1. Alignment with Business Objectives – Option 1 best supports City of Yarra strategic goals by providing an integrated solution capable of meeting both current and future business needs.
2. Reduced Complexity – Unlike other options, this approach minimise complexity by avoiding unnecessary delays and resource-intensive interim solutions and integrations.
3. Cost Efficiency – Option 1 offers a balanced approach between upfront investment and long-term operational costs, making it the most cost-effective solution.
4. Faster Time-to-Value – This option allows for quicker deployment, enabling CoY to realise business benefits sooner compared to extended deployment timelines proposed by other alternatives.

A comprehensive analysis of business requirements and deployment timelines is presented in Section 3.8. of this document. The cost analysis is presented in section 5.3. while the risk assessment is detailed in Section 7.

1.3 Funding Requirements

The Business Case is seeking funding approval for the following key components necessary for the successful implementation of the proposal solution:

- Procurement of Software and Licenses – SaaS software licenses, commercial contracting and related components for CoY business operations.
- System Implementation and Integration – Cost associated with contracting an Implementation partner for specialised resources to support the successful implementation.

Engaging an implementation partner will ensure that specialised expertise is available to support the deployment of the ERP platform, facilitating a smooth and efficient transition.

- External and Internal Consultants and Specialists – Funding for the engagement of external resources and initiation of internal recruitment/secondment processes for internal CoY resources to support the implementation.

Recruiting or seconding internal resources, along with hiring external candidates and contract staff, will provide the necessary support for the implementation. This approach ensures the project is well-staffed, leveraging both internal knowledge and expertise, as well as bringing in additional skills and flexibility as required.



- Organisational Change Management – Costs for change management initiatives to ensure smooth adoption of the new system.

1.4 Benefits

A fully implemented ERP Replacement offers numerous benefits to both our community and the efficiency and effectiveness of our internal operations at the City of Yarra. The objective of the Business Benefits Plan is to identify, quantify and harvest the benefits that are identified.

Implementing the ERP Replacement Project provides several community benefits, including:

Community Focus: The project team has assessed the potential benefits against the City of Yarra Community Vision, the Strategic Objectives 2021-2025, and the Financial Sustainability Strategy 2023-2033.

Improved Service Delivery: By streamlining operations and automating processes, we will be able to provide faster and more efficient services to residents.

- **Faster Responses:** By automating and streamlining operations, customer requests will be handled more quickly. For example, if applying for a permit or request public records, the process will be faster and more accurate.
- **Efficient Issue Resolution:** With better coordination between different council departments, inquiries and issues will be resolved more efficiently. This means less waiting time and fewer follow-ups for customers

Enhanced Community Engagement: The integrated solution allows for better communication and engagement with community members through flexible, streamlined communication tools.

- **Participate in Decision-Making:** Some ERP systems include features that allow residents to participate in council decision-making processes. This means residents can have a say in important community matters and stay engaged with what's happening in their area.
- **Report Issues Conveniently:** Issues such as potholes or broken streetlights can be reported directly through the online portal, allowing faster investigation and resolution

Cost Savings: Automation and digital self-service channels can lead to significant financial savings, which can be redirected to other community services.

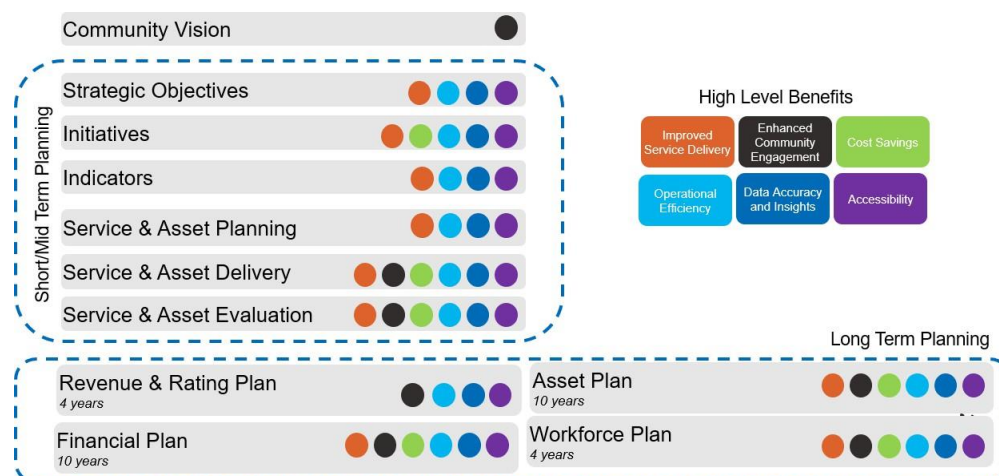
Operational Efficiency: Preconfigured functionalities improve efficiency and simplify operations,

Data Accuracy and Insights: Enhanced software models improve data accuracy and provide valuable insights for informed decision-making.



1.4.1 Integrated Benefits Framework

Below, the diagram links each of these high-level benefits to the Integrated Planning Framework to demonstrate where the ERP Replacement Project can deliver value.



As part of the benefit management process each of these high-level benefits will be assessed across each service and asset class in the CoY and will be mapped to either a tangible benefit – financial or non-financial or an intangible benefit. Each benefit will need to be owned by a General Manager and become part of their performance management goals as the project is delivered.

1.4.2 Links to Strategic Plans

In the Council Plan 2021-2025 Objective 6 included the following strategies that this business case delivers on as follows:

1. Provide opportunities for meaningful, informed and representative community engagement to inform Council's decision-making
2. Manage our finances responsibly and improve long-term financial management planning
3. Maximise value for our community through efficient service delivery, innovation, strategic partnerships and advocacy
4. Progress and embed our culture of organisational continuous improvement and build resilience to adapt to changing requirements in the future

The case for digital transformation outlined in the FSS stated: *Yarra has a series of legacy ICT systems that require upgrading to improve system integration, efficiency and service responsiveness, data analytics capabilities for evidence-based decision-making, and the protection of Council data. Yarra is committed to a significant investment program to uplift its digital capabilities over the next 5 years.*

Strategic Lever 5 in the FSS outlines Yarra's commitment to digital transformation as follows:



Yarra has embarked on a comprehensive digital transformation program to modernise its operations and enhance service delivery to the community. This program encompasses initiatives and strategies designed to leverage technology and digital solutions to integrate systems, streamline processes, improve efficiency and service innovation, and provide better accessibility and convenience for residents and staff.

Embracing technological advancements and fostering innovation can significantly improve financial sustainability in the long term. However, for Yarra, the realistic outlook *is a high upfront investment to uplift digital technology capabilities* alongside a comprehensive program to streamline processes. Efficiencies gains will normally be evidenced in Council's financial position after 5+ years.

It is expected the ERP transformation program will operate within following financial sustainability parameters:

- evaluate the risks associated with the program and develop contingency plans to address potential challenges or unexpected costs. Conduct regular risk assessments throughout the project's lifecycle and adjust financial planning accordingly.
- be certain about lifecycle costs (i.e. ongoing operational costs, maintenance expenses, and any future upgrades or enhancements)
- build internal capabilities to lead to cost savings and improved efficiencies over time
- deliver a well-managed ERP transformation program that prioritises responsible resource allocation, transparent financial reporting to ensure long-term viability and public trust

This business case has been developed within the financial sustainability parameters outlined above. These benefits align well with the City of Yarra's financial sustainability goals, helping to ensure a financially healthy and resilient council.

1.4.3 The Digital Agenda (Technology Strategy)

Also supporting this business case is The Digital Agenda, Council's approach to modernising and improving IT solutions, processes and ways of working.

- Digital Transformation and Modernisation: Modernising IT systems and adopting new technologies to improve service delivery and operational efficiency.
- Cybersecurity: Enhancing cybersecurity measures to protect Council and citizen and systems from cyber threats is a key priority. This involves implementing advanced threat detection, multi-layered security protocols, and continuous monitoring to safeguard sensitive information.
- Data Sharing and Analytics: Promoting systematic data sharing and leveraging data analytics to improve decision-making and service delivery.
- Digital Services and Citizen Engagement: Improving digital services to provide more accessible, reliable, and user-friendly Council services.
- Cloud Computing and SaaS Adoption: Moving to cloud-based solutions and adopting Software as a Service (SaaS) models to enhance scalability, flexibility, and cost efficiency.
- Simplification for Business Users and Internal Staff: Making systems easier and less complex for business users and internal council staff.



The Digital Agenda will embed an enterprise architecture-led approach, with ERP at its core, to ensure that technology strategies align seamlessly with business objectives and the technology roadmap. This approach will help identify redundancies and inefficiencies in resource usage, enabling us to optimise investments in people, processes, and technology. By placing ERP at the centre, we ensure a cohesive and integrated system that supports the overall digital transformation goals.

1.5 Recommendation

1.5.1 Recommended Approach

Option 1 as proposed provides for a multi-year implementation following a period of initiation and mobilisation. The approach involves implementation of an SaaS ERP incorporating a Business Transformation Program covering key business functions including:

- Customer Relationship Management (CRM)
- Financial Management
- Procurement & Inventory Management
- Human Resources & Payroll Management
- Property & Revenue Management
- Regulatory & Compliance Management
- Project Lifecycle Management
- Assets, Operations & Maintenance
- Strategic Asset Management
- GIS & Spatial Management
- Electronic Records & Documents Management
- Corporate Strategy & Planning

Implementation services to support the implementation are to be sourced from external 3rd party suppliers combined with internal resources.



1.5.2 Implementation Approach and Timing

The projected budget for the recommended implementation assumes a phased project across 3 years:

2025/26				2026/27				2027/28			
Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun
Release 1				Release 2				Release 3			
Financials including Enterprise Budgeting											
Supply Chain Management (SCM)											
Asset Management, Maintenance and Financials											
				Debtors							
				Property, Rating and Receipting							
				Regulatory & Compliance							
				Customer Management & Customer Request Management							
								Project Lifecycle Management			
								Contract Management			
Strategic Asset Management											
HR Organisation Structure and Personnel								HR Recruitment, Transitions, Performance Mgt			
								Payroll			
				Records Compliance							
								ECM			

Phase 1 incorporates Financial Management, Supply Chain and Asset Management, it is expected to run for between 12 and 15 months.

Phase 2 will begin whilst Phase 1 enters User Acceptance Testing, incorporating Property, Rating & Regulatory and Customer Management.

Phase 3 begins whilst Phase 2 completes, and will incorporate Project Management, Contract Management, HRMS (including Payroll) and records management.



1.5.3 Investment and Implementation

This business case includes detailed assessment of various options for the initial 3-year implementation plus initial mobilisation costs and 10-year operating costs and assessed against allocations in CoY's 10 year financial plan. The recommended Option 1 delivers the lowest cost option and is well below the funds allocated in Council's 10 year financial plan.

Note that a low and high scenario, based on a range of cost estimates for the ERP Implementation Partner and other third-party consultants has been included.

NPC 10 year	Low Scenario \$000's	High Scenario \$000s
Option 1	30,274	34,163
Option 2	44,911	47,620
Option 3	45,822	48,531
Option 4	44,895	48,664
Option 5	47,720	50,787

Considering a full 10-year business case for this project, the overall 10-year investment scenarios can be summarised as:

Option 1 is the lowest cost option by a significant margin. This is due to two key factors of avoided costs / savings over the 10 years related to license fees, maintenance and upgrade of systems being replaced.

The options were also assessed against the allowance for this project plus operating costs for associated licensing that has been included in the 10-year financial plan.

The assessment against the current allowances again show that Option 1 is the lowest cost option. All options would result in less expenditure over 10 years than is currently budgeted other than the high-cost scenario for Option 5 which shows an unfavorable variance.

All options could be accommodated within financial plan allocation other than the high-cost scenario for Option 5 which showed an unfavourable variance. Option 1 provided the highest favourable variance.



2. ERP Objective

2.1 Objective Statement

Our vision is to implement a modern ERP system that transforms council operations, enhancing efficiency, transparency, and service delivery for our community. By integrating advanced technology, we aim to streamline processes, reduce manual work, and ensure real-time access to information. This will empower our staff, improve decision-making, and provide citizens with seamless, user-friendly interactions for services such as property management, rates collection, and service requests. Ultimately, our goal is to create a more responsive, efficient, and digitally enabled council that meets the evolving needs of our community.

2.2 Links to the Community Vision

The City of Yarra's 2036 Community Vision outlines the community's aspirations for a vibrant, safe, and inclusive environment. The ERP Replacement Project has the potential to impact each of the eight themes in the vision. Below is an overview of how the project's benefits align with the Community Vision:

1. **Strong and Vibrant Community:** The ERP Replacement Project can enhance community engagement through integrated communication tools, fostering a stronger sense of community. Features such as online portals, social media integration, and automated notifications streamline interactions between the council and residents, making it easier for them to stay informed and participate in community activities.
2. **Shared Governance:** The project can improve transparency and accessibility, making it easier for residents to engage in decision-making processes. By providing real-time access to council decisions, financial reports, and project updates, the ERP Replacement Project will increase resident involvement in governance.
3. **Community Safety:** Enhanced data accuracy and insights will improve the planning and implementation of safety measures. With improved data management, the ERP Replacement Project will help identify safety concerns, plan more effectively, and allocate resources efficiently, ensuring a safer community.
4. **Environmental Sustainability:** The operational efficiencies gained through the ERP Replacement Project will contribute to sustainability goals by reducing resource consumption and promoting eco-friendly practices. This includes reducing paper usage and optimising resource allocation, while also tracking and managing environmental initiatives.
5. **Social Equity:** The ERP Replacement Project will make improvements in service delivery and accessibility ensuring that all community members, regardless of background, have equal access to services. Features such as online self-service portals and mobile access enhance service availability.
6. **Thriving Local Economy:** This project will support local businesses by streamlining processes like business licensing and permit applications, creating a more business-friendly environment. By improving communication and reducing administrative burdens, the ERP Replacement Project can support and foster economic growth.



7. Shared Spaces: The ERP Replacement Project will facilitate better management of community spaces by offering tools for scheduling, maintenance, and usage monitoring. This ensures public spaces are well-maintained, accessible, and effectively used for community activities.
8. Growing Sustainably: The project's focus on efficiency and cost savings supports sustainable growth by optimising resource allocation and reducing operational costs. This allows the council to invest in long-term sustainable development initiatives.
9. These benefits directly align with the City of Yarra's vision for a connected, safe, and sustainable community.

2.3 Links to the Strategic Objectives

The Council Plan 2021-25 is Yarra City Council's key strategic document that informs decision making over the four-year term of Council. The Council Plan 2021-25 was informed by extensive engagement, including a deliberative community panel, and addressed the Yarra 2036 Community Vision.

The Council Plan identified six Strategic Objectives each with supporting Strategies and Initiatives defining what Council will work to achieve over the four-year period. The strategic objective relevant to this business case is Strategic Objective six: *Democracy and governance Yarra is smart, innovative and sustainable. Our decisions and advocacy are built on evidence and meaningful engagement. Good governance is at the heart of our processes and decision-making.*

Strategic Objective six also states that *"Council recognises that to deliver responsive and relevant services we need to continually adapt. We are committed to creating and delivering sustainable smart city approaches through innovation, data and connected technology."*

In the Council Plan 2021-25 Strategic Objective 6 included the following strategies that this business case delivers on as follows:

1. Climate and Environment: Mitigating climate change and promoting sustainability. The ERP Replacement Project's focus on operational efficiencies and reduced resource consumption contribute to sustainability goals. By automating processes and reducing the need for paper-based transactions, the system lowers the environmental footprint. Additionally, it provides tools for tracking and managing environmental projects, ensuring that sustainability goals are met.
2. Social Equity and Health: Ensuring equitable access to services and promoting public health. The ERP Replacement Project will focus on improved service delivery ensures equitable access to services for all community members. The ERP Replacement Project can improve service delivery through streamlined workflows and automated processes. This ensures that all community members have equitable access to services, regardless of their background. The system also supports health initiatives by providing accurate data and insights for public health planning and response
3. Local Economy: Supporting local businesses and fostering economic growth. The ERP Replacement Project will focus on streamlined processes support local businesses and economic growth by simplifying regulatory processes such as licensing and permit applications. Streamlined processes reduce administrative burdens, making it easier for businesses to operate and grow. The system also facilitates better communication and support for local economic development initiatives.



4. Place and Nature: Enhancing public spaces and natural environments. The ERP Replacement Project will focus on better management of public spaces and natural environments by providing tools for scheduling, maintenance, and monitoring usage. This ensures that public spaces are well-maintained, accessible, and effectively used for community activities. The system also supports environmental conservation and improvement projects.
5. Transport and Movement: Improving transportation options and infrastructure. Enhanced data accuracy aids in planning and improving transportation infrastructure by supporting planning and improving transportation infrastructure. By providing real-time data on traffic patterns, public transport usage, and infrastructure conditions, the system helps in making informed decisions to improve transportation options and infrastructure.
6. Democracy and Governance: Enhancing transparency and community participation in governance. Increased transparency and accessibility foster community participation in governance by providing residents with access to real-time information about council decisions, financial reports, and project updates. This increased accessibility fosters community participation and trust, ensuring that governance is transparent and accountable.

2.4 Links to the Financial Sustainability Objectives

A key initiative arising from Strategic Objective 6 was the development of the Financial Sustainability Strategy (FSS) which has a core goal is to build and sustain Council's cash reserves to enable investment in new infrastructure needed to support a growing and changing community as well as respond to unexpected or urgent events

The FSS identified seven levers for change: strategic measures for evidence-based investment decisions and systemic changes for efficient cost controls and resource management. The strategic levers include plans to build reserve funds, responsible borrowing, optimisation of revenue, a focus on well-planned assets, ongoing reviews of the service landscape, digital transformation, robust financial management and a strengthening of advocacy and strategic partnerships.

The City of Yarra's Financial Sustainability Goals for 2023-2033 emphasise the responsible management of public funds and long-term financial health. The ERP Replacement Project directly supports these objectives in the following ways:

1. Optimise Revenue: Streamlined processes and improved service delivery can enhance revenue generation by making it easier for residents and businesses to interact with the council through streamlined processes such as billing, licensing, and permits. This improved service delivery leads to higher compliance rates, timely payments, and increased revenue generation.
2. Well-Planned Assets: The ERP Replacement Project improves asset management by enhancing data accuracy and providing valuable insights by centralising asset information and maintenance schedules. The system enables more effective planning, tracking, and utilisation of assets, ensuring they are properly maintained and efficiently used.
3. Review the Service Landscape: The ERP Replacement Project's flexibility supports continuous service improvement and adaptation to meet the evolving needs of the community. The system can be easily customised and updated, ensuring that services remain relevant, effective, and responsive to changing demands.



4. **Invest in Transformation:** The ERP Replacement Project aligns with the city's goal of investing in new infrastructure and technologies through its focus on digital transformation. By adopting modern, cloud-based solutions, the system enhances operational efficiency, reduces costs, and delivers better services to the community.
5. **Robust Financial Management:** The ERP Replacement Project provides robust financial management tools and reporting capabilities that ensure the responsible and transparent use of public funds. The system offers real-time financial data, detailed reports, and analytics, enabling the council to make informed and accountable financial decisions.
6. **Prioritise Advocacy & Partnerships:** The ERP Replacement Project's enhanced communication tools support better advocacy and foster stronger partnerships with community stakeholders. By offering platforms for collaboration, feedback, and engagement, the system helps the council strengthen relationships with residents, businesses, and other key partners.



3. Addressing the Problem

3.1 Current Platform and State

The City of Yarra (CoY) has been utilising a series of different products to meet its core business systems requirements. Whilst there have been some upgrades to the systems environment of the years, the major components have been in place since 1998.

The systems environment consists of:

- Financials for Financial Management
- Customer Request Management System
- Property, Rating and Receipting functions
- Enterprise Asset Management for Asset Management
- Records Management
- Human Resources & Payroll functions



3.1.2 Yarra City Council Municipal Monitor's report dated 28 September 2022

In the Yarra City Council Municipal Monitor's report dated 28 September 2022, the imperative for the transformation program was clearly articulated.

"The challenges the CEO faces should not be under-estimated. They will require significant changes in the service mix provided by the Council, a restructuring of the organisation both in lines of accountability and culture, major investments in IT to improve the quality and efficiency of internal business processes, the implementation of a contemporary asset management system and improved processes for community interactions with Council. In short, significant reform is required to create a modern service-orientated organisation."

3.1.3 Platform Status

There are a number of risks relating to current platforms' transition to end of life, ongoing development of the systems from their suppliers reduces towards a zero-maintenance position. This impacts suppliers' capabilities to react to and address:

- Functional enhancement to meet new legislative requirements, introducing further manual processes and workarounds
- Functional/operational issues that may be identified through City of Yarra's continued use of the system/s
- Cyber security and general security concerns
- Data management and integrity challenges through continued use, or deployment of additional 3rd party systems to address gaps in current software operations.

City of Yarra's operational software suite faces growing risks that threaten its ability to maintain service delivery and business continuity.



3.2 Market Scan and Gap Analysis

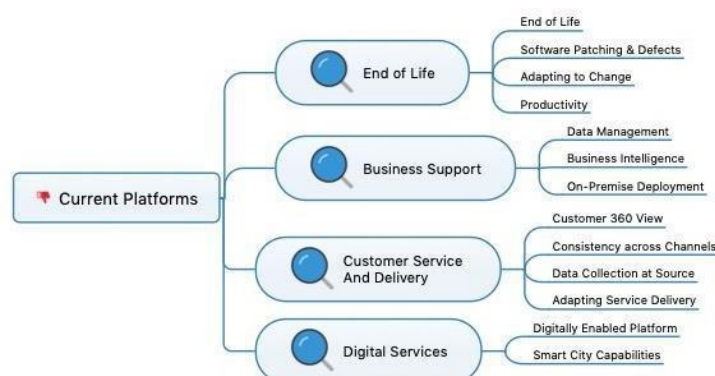
Council engaged the development of a Market Scan and Gap Analysis of its business requirements. This identified that of the 48 core functions supported by the core business systems, none of the business functions are adequately meeting base business without significant manual workaround. All functions are classified operating below base business requirements. 93% of the business functions are operating systems with a high to severe risk assessment, and 16% with extreme risks.



3.3 Risk of Doing Nothing


3.3.1 Risk Assessment Overview

Current systems platforms present significant risks across four major areas:




All these risks are mitigated by transitioning to a modern software platform offering inherent capabilities to support the business requirements of CoY, as well as providing ongoing product support and development through a strong and proven R&D commitment.



3.3.2 End of Life Programs

Risk	Rating	Discussion	Mitigated By
End of Life Platforms		<p>Current platforms are reaching end of life.</p> <p>Continuing to operate the current platforms presents significant risks to the business and is not sustainable without a program in place to replace the current platform.</p>	<p>Deployment of new software platforms utilising new technologies in a SaaS environment will address this risk, bringing City of Yarra onto a platform that is fully supported and maintained.</p>





Risk	Rating	Discussion	Mitigated By
Software Defect Patching		<p>As these products are transitioning to end of life, ongoing development of systems reduces towards a zero-maintenance position. This impacts suppliers' capabilities to react to – and thus patch software for – any of:</p> <ul style="list-style-type: none"> • Functional enhancement to meet new legislative requirements, presenting significant operational risk to the CoY business • Functional/operational issues that may be identified through CoY's continued use of the system/s • Cyber security and general security concerns that may arise • Data management and integrity challenges that may arise through continued use, or deployment of additional 3rd party systems to address gaps in current software operations. 	<p>Deployment of a SaaS based solution ensures that software defects identified will be addressed as per contractual requirements.</p> <p>Closes the risk identified in external audits around patching not being applied in a timely manner.</p>




Risk	Rating	Discussion	Mitigated By
Adjusting and Adapting to Changes		With the lack of ongoing development of new functionality in the current systems, CoY's ability to adjust and adapt to changes – relating to legislative changes and/or business practices – is significantly impaired. Suppliers will not be able to provide assurance/s that any necessary core changes will be delivered in the current products and will be increasingly recommending CoY moves to the newer version/s to access changed functionality.	<p>Transition to new technologies with modern best-practice business process support and delivery will radically alter the ability of CoY business units to respond to new challenges and requirements.</p> <p>Simplification of currently business processes – often with manual workarounds in place to support current requirements – will address key risks relating to adapting to new requirements and changes.</p>
Productivity in Current Systems		<p>Business processes and practices imbedded in systems date to implementation in and around 1998.</p> <p>Whilst legislative requirements, combined with evolving business requirements and expectations, have continued to change in the ensuing period, few of the business systems have evolved to meet these requirements. This has resulted in disjointed, often manual, business processes requiring significant resource commitment from staff to meet the current expectations.</p> <p>Over time, such systems can only add on business service delivery, either through add-on processes, manual workarounds, additional product implementations or any combination of these approaches. Some core components – particularly current Human Resources and Regulatory/Compliance functions – exhibit clear evidence of these approaches to keep current systems meeting evolving business requirements.</p> <p>Productivity and efficiency are impacted when these types of approaches to service delivery need to be adopted.</p>	<p>Transition to new technologies with modern best-practice business process support and delivery will radically alter the ability of CoY business units to implement modern business processes that represent modern expectations and requirements.</p> <p>Furthermore, utilisation of current best-practice processes will offer a radical overhaul of current business processes, equipping Council officers with the capabilities to deliver more modern, digital focused, business services to CoY's customers.</p>




Platform Related Business Risks

Risk	Rating	Discussion	Mitigated By
Data Management		<p>Data Management of key entities relevant to a Council business – such as Customer, Property, Records and Assets – is often spread across multiple sources, with multiple responsibilities within the CoY operation responsible for individual components. This approach presents significant data management and integrity risks, where key data sources need to be updated and managed in different source systems where manual processes are used to maintain integrity.</p> <p>The lack of a single source of truth for these entities also presents significant service challenges moving forward, as customer-facing digital systems either are either deployed with limited capabilities, or not at all. Resolution of these core data management challenges at a system level is not possible where multiple ageing systems lack any capability to integrate and consolidate their various data sources.</p>	<p>Modern ERP platforms offer a central data store for customer, property, and other related entities, as well as capabilities for linking 3rd party systems to the central store as may be required.</p> <p>Management tools for effective management of single sources of truth for these entities are inherent the modern platform.</p>
Business Intelligence Layer		<p>Data-driven decision making – fully supported by an active Business Intelligence capability which presents data in context – is a core strategic capability of the modern local government business.</p> <p>The current suite of ageing systems was designed and deployed in environments where Business Intelligence capabilities were virtually non-existent, meaning there is little capability to present information to a Business Intelligence layer. This inhibits CoY's ability to deploy any form of intelligent business reporting and analysis capability which supports data-driven decision systems.</p> <p>The vast array of transactional and related information remains locked away in the various business systems and can only be unlocked through transformation of the environment to business systems which include native support for Business Intelligence toolsets and capabilities.</p>	<p>Incorporating Business Intelligence capabilities as core components of the product, an ERP platform includes provision of integrated Business Intelligence and Dashboards capabilities. Productivity gains identified because of manual processing.</p> <p>Offering wider capabilities for integration via modern web services and open standards, the product suite also provides a basis for use of 3rd party industry standard intelligence products such as Microsoft BI.</p>






Risk	Rating	Discussion	Mitigated By
On-Premise Deployment		<p>Deployment of systems on premise locks CoY into a mode of ICT service delivery which is focused on hardware and infrastructure deployment and management. Extensive resources in the ICT team are currently focused on supporting and managing infrastructure, with limited resourcing dedicated to business support and improvement through the effective use of the business systems.</p> <p>As systems are modernised and transitioned to SaaS based deployments, internal resources can be re-focused on more active business engagement and deployment of systems to effectively met business requirements.</p>	Most ERP platforms is fully SaaS serviced, meaning that no onsite deployment of infrastructure is required.

3.3.3 Customer Service Delivery Expectations



Risk	Rating	Discussion	Mitigated By
Lack of 360 Degree View		<p>Existing business systems lack the focus on the customer at the center of the service delivery function – the core componentry of systems include Property (for Regulatory functions), Services (Aged Care Services), Leisure Memberships and Event activities. Few of these current systems focus on the customer as a central aspect to the service delivery.</p> <p>This is reinforced through current systems creating their own view/s of customer information and data, with little linkage back to a core customer record and single source of truth for customer information.</p> <p>There is little scope for the establishment of this single view of customer across all systems – some existing systems have seen some integration (Customer Service and Property/Rates at this stage) but extending this through all systems is problematic or will not be possible at all.</p>	<p>An ERP platform offers a complete 360-degree view of customer information, as well as a centralised customer management capability.</p> <p>Inherent in the system is capabilities to record and manage communications with customers across all integrated modules, providing a clear and complete record of customer interactions.</p> <p>Customers will benefit from the convenience of accessing council services anytime</p>



Risk	Rating	Discussion	Mitigated By
Inconsistent Customer Service across channels		<p>Customer's experience with CoY's customer service delivery will be radically different depending on the mode of the original enquiry, and the customer service channel that is used – even down to different business systems inside CoY being used to deliver the service.</p> <p>Customer service activities initiated by in-person or phone will be managed in the customer management system, but correspondence related service will be managed via the records management system. Web based customer enquiries – typically managed by the web site management software - will be managed depending on the specific processes of the business, and the format that these requests are received in.</p>	An ERP platform provides the capability to bring consistency to the management of service delivery to all CoY customers, regardless of the channel/method used to initiate the service activity.
Information Collection at Source		<p>Current systems collect different, and sometimes only basic, information at the source of the customer service event. This can trigger manual process, additional information requests and overall inconsistent approaches to service delivery.</p> <p>This results in inefficient processing within CoY, as well as below-expectation services from the customers perspective, as often repeated requests for information are needed.</p>	Collection of all information – in a consistent format and in accordance with data integrity rules and requirements – can be established using ERP platforms.
Adapting Service Delivery		<p>Current business systems do not provide a digital platform that is suitable for adapting changing business requirements – noting that such changes can be driven by legislative, business improvement and simplification programs, or customer-driven demand.</p> <p>Typically, changes to current systems – where possible – are delivered with any combination of significant external consulting cost, manual process interventions, duplication of data entry, compromised end-to-end processing or localised customisation of integration or interfacing processes.</p>	An ERP platform offers end-to-end process management and configuration which can be effectively managed with localised resourcing and capabilities.





3.3.4 Digital Services Capability

Risk	Rating	Discussion	Mitigated By
Digitally Enabled City and Services		<p>Current system platforms do not provide a platform for the delivery of digitally enabled services moving forward.</p> <p>Digitally enabled business systems are vital to ensure CoY is positioned to exploit digital and city services initiatives as they become available, affordable, and implementable. Without a platform that is digitally enabled, interim, ad-hoc platforms will need to be in place between the digital city and business systems supporting service delivery, thereby adding further complexity and manual/intervening processes to already complicated service delivery processes.</p>	<p>An ERP platform supports technologies necessary for a digitally enabled platform and systems.</p> <p>Digital and city services initiatives will be able to 'plug-in' to the platform through open integration capabilities.</p>
Smart City Capabilities		<p>The lack of a platform for digitally enabled services ensures that smart-city initiatives implementations will be limited in capability and scope. Such initiatives require a platform that can be 'plugged into', which cannot be provided by the current platforms.</p>	<p>An ERP platform supports technologies necessary for smart-city initiatives to 'plug-in' to the platform through open integration capabilities.</p> <p>E.g.: Smart traffic management systems in Melbourne have reduced travel times by up to 20%, enhancing overall traffic efficiency and reducing congestion</p>




3.3.5 Compliance

Risk	Rating	Discussion	Mitigated By
Compliance Issues for existing for existing and new requirements		<p>Ongoing product development from suppliers is often necessary to meet existing and developing compliance requirements. Where products are not actively maintained, achieving continued compliance becomes problematic.</p> <p>The current platforms are actively struggling to meet key compliance requirements through areas such as Statutory Planning, VBA Building, Local Government Reporting and Infringements. Manual workarounds, manual data collection and inefficient processes proliferate through the CoY business to achieve basic compliance with these (and other) functions.</p>	<p>A modern system will provide inherent integration and support for these compliance challenges or will support effective process and reporting functions to incorporate the functions.</p> <p>Furthermore, being on the current development version/s will ensure that continued development of products to meet new and emerging requirements will be provided as part of the ongoing service by the ERP provider.</p>

Risk	Rating	Discussion	Mitigated By
Compliance Issues for current platform		<p>Ongoing product development from suppliers is often necessary to meet existing and developing compliance requirements. Where products are not actively maintained, achieving continued compliance becomes problematic.</p> <p>The current platforms are actively struggling to meet key compliance requirements through areas such as Statutory Planning, VBA Building, Local Government Reporting and Infringements. Manual workarounds, manual data collection and inefficient processes proliferate through the CoY business to achieve basic compliance with these (and other) functions.</p>	<p>A modern system will provide inherent integration and support for these compliance challenges or will support effective process and reporting functions to incorporate the functions.</p> <p>Furthermore, being on the current development version/s will ensure that continued development of products to meet new and emerging requirements will be provided as part of the ongoing service by the ERP provider.</p>



Risk	Rating	Discussion	Mitigated By
Meeting new compliance requirements		Ongoing product development from suppliers is often necessary to meet new and emerging compliance requirements. Older end-of-life platforms are less likely to see enhancements and modifications to meet new requirements.	Operating the current development version/s will ensure that continued development of products to meet new and emerging requirements will be provided as part of the ongoing product delivery.

3.4 Benchmarking

Many other councils – both similar to CoY, and other larger councils – have found themselves in the same situation having deployed similar systems at different times. Many of these councils have embarked on programs to uplift and transform their customer service delivery, as well as addressing the significant technical and operational issues presented by ageing technology platforms.

There is a general trend towards enterprise-wide approaches, although some councils have opted for best-of-breed solutions or partial implementations. The implementation timelines typically span between two to three years. Some councils have chosen to appoint implementation partners, while others have chosen to manage the process with internal resources.

Budgets for these councils have ranged from \$20M to \$35M depending on scope and timing. When comparing CoY implementation budget over the 3 years for Option 1 the total estimated is \$34.04M which is comparable to similar projects.



3.5 Guiding Principles and Foundation

3.5.1 Business Drivers

Business Drivers will inform the technical requirements of the business solutions sought, as well as assisting in measuring the capabilities of current platforms. CoY has identified the following key business drivers for the project:









This business case and supporting documentation includes consideration of the business and operational risks presented by the current platforms, as well as considering the impacts of these drivers on both current and future systems.



3.5.2 Architecture

The architecture of a modern technological solution informs the target state of the business systems platform and environment:

APPROACH	RATIONALE AND DESCRIPTION
 Enterprise Capability	<ul style="list-style-type: none"> • End to End Business Process aligned to best practice • Single point of data entry with data sourced from a single source • Consolidated system capabilities and features in a single integrated platform • Consistent User Interface and presentation
 Cloud Services	<ul style="list-style-type: none"> • Ability to scale up and down as demand for services changes • Minimised local infrastructure and management overhead
 Customer Focus	<ul style="list-style-type: none"> • Single view of Customer across all services • Ensure system/s are customer focused for on-demand service delivery • Consistent customer service experience
 Business Intelligence	<ul style="list-style-type: none"> • Generate and deliver information via dashboards with minimal technical effort • Meaningful and customised reports and dashboards to support data driven business decision making • Empower management through data-driven decisions
 Digital First Delivery	<ul style="list-style-type: none"> • Designing and delivering services to customers to support both digital and traditional modes • New and modified service delivery digitally in first instance
 Adapt Business Processes	<ul style="list-style-type: none"> • Adapt best-practice industry-led processes to service delivery • Efficiency and productivity improvements through simplified but enhanced processes and service delivery



3.6 Market Scan Best-Fit Analysis

The Market Scan and Gap Analysis commissioned by CoY identified several options available to CoY. Whilst examined in detail in that report, a best-fit analysis was included:

Major advantages of ERP solution considered for Single Source Tender identified by the market scan included:

- Higher level of fit for business requirements, primarily because of the breadth of coverage of the modules available with the product
- A lower risk profile through the deployment of a single platform for all functional components, as opposed to some other ERP solutions requiring the use of 3rd party products for some components – such as Payroll, Electronic Records Management System/s, and others
- Availability of a templated ‘best-practice’ set of system configurations as part of the solution, in place for all functional components of the solution.



3.7 ERP Core Team

3.7.1 Specialist Resourcing

CoY will undertake a separate process to seek specialist resourcing to assist with the project. The approach will be a combination of Tender and Request for Quotation Processes.

The Core Team includes:

Resource	Description
Program Management	Specialist resource to lead the overall ERP Program, with experience in leading complex projects such as the proposed project.
Organisational Change Management	Leads the organisational change management activities across all aspects of the project, including key tasks such as communications, business readiness, training and process redesign.
Enterprise Architecture	An ERP enterprise architect provides strategic guidance on ERP technology solutions, ensures the new ERP system aligns with the organisation's IT landscape, defines ERP-specific technical standards, ensures system scalability, oversees integration with existing systems, and supports solution design to meet future business needs.
Business Benefit Management	A business benefits plan in an ERP project outlines the expected advantages and value the organisation aims to achieve, including improved efficiency, cost savings, enhanced data accuracy, increased productivity, better resource management, regulatory compliance, and improved customer experience.

3.7.2 Internal Business Support Resourcing

In the development of this business case, initial scoping of the likely resourcing required from the business has been undertaken. This has identified the following general pool of resources that may be expected to be assigned to the project, with these resources effectively back-filled to ensure they are released from normal business-as-usual activities. The approach will be a combination of Tender and Request for Quotation Processes. A detailed resource plan will be developed as part of Mobilisation.



Resource	Description
ERP Delivery Manager	Overall management of the program, including Council side program and project management activities.
Solution Architect	Responsible for ensuring the delivered solution is consistent across the various modules and functions and best meets Council's business requirements.
Change and Communications	Specialist internal resource working with Change Management Lead. Will be primarily responsible for internal change impact assessments, communications and training needs analysis in the first instance.
Subject Matter Experts	<p>Generally, at least one (and in some cases, multiple) people will be required to work with functional leads for each of the module areas. Resources are expected to be assigned to the project full-time for the period of the implementation of their specific modules.</p> <p>These resource/s will be responsible for key activities such as validation of configuration, data migration assistance, testing and training material development/s, process review and change activities specific to the modules.</p>



4. Options Analysis

4.1 Options Scope – Overview

The full scope of the business systems to be replaced are:

1. Financial Management system
2. HR and Payroll Functions
3. Customer Service and Customer Management
4. Property, Rating, Receipting and Debtor Management
5. Regulatory – including Planning, Building, Local Laws, Animal Control, Infringements, Enforcements and other related functions
6. Asset Management including Asset Data, Works Maintenance, Inspections & Defects, In-field activities and Strategic Asset Management
7. Records Management incorporating compliance with CoY's Public Records Office Victoria (PROV) data management standards.

Whilst there is a variety of potential deployment options that could be considered, the following have been considered as potentially viable for consideration in this business case:

Options	Description
Option 1 – Full scope (3y)	All modules originally defined in scope.
Option 2 – Retire current software system (2y)	Minimum scope to migrate current software system functions to cloud hosted platform. Excludes Customer Management & Strategic Asset Management, Project Lifecycle Mgt, Contract Mgt, HR, Payroll and full replacement of Content Manager.
Option 3 – Option 2 with CRM & SAM (2y)	Option 2 with Customer Management & Strategic Asset Management functions embedded in existing releases. Excludes Project Lifecycle Mgt, Contract Mgt, HR, Payroll and full replacement of Content Manager.
Option 4 – Full scope (4y)	All modules originally defined in scope.
Option 5 – Option 3 scope with additional release (3y)	Option 3 scope but Customer Management & Strategic Asset Management functions as individual release. Objective is to reduce release 1 & 2 costs. Excludes Project Lifecycle Mgt, Contract Mgt, HR, Payroll and full replacement of Content Manager.



4.2 Option 1: Full-Scope 3 Year

4.2.1 Scope

This option includes Software Licensing using a Software as a Service model, delivered via an ERP SaaS service, which incorporates ongoing Maintenance services. It also includes implementation services from the software provider - consisting of base system configuration, training, testing and data migration assistance services. Implementation services to support the implementation are sourced from external 3rd party suppliers combined with internal resources and is subject to a separate business case.

The scope of the business systems includes implementation of replacement systems for:

- Financial Management system
- HR and Payroll Functions
- Customer Service and Customer Management
- Property, Rating, Receipting and Debtor Management
- Regulatory – including Planning, Building, Local Laws, Animal Control, Infringements, Enforcements and other related functions
- Asset Management including Asset Data, Works Maintenance, Inspections & Defects, In-field activities and Strategic Asset Management
- Records Management incorporating compliance with CoY's Public Records Office Victoria (PROV) data management standards.

4.2.2 Planned Schedule

The budget estimates have been developed based on a 3-year implementation program which has been developed with industry knowledge based on current best practice:

2025/26				2026/27				2027/28			
Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun
Release 1				Release 2				Release 3			
Financials including Enterprise Budgeting											
Supply Chain Management (SCM)											
Asset Management, Maintenance and Financials											
				Debtors							
				Property, Rating and Receipting							
				Regulatory & Compliance							
				Customer Management & Customer Request Management							
								Project Lifecycle Management			
								Contract Management			
Strategic Asset Management											
HR Organisation Structure and Personnel								HR Recruitment, Transitions, Performance Mgt			
								Payroll			
				Records Compliance							
								ECM			



4.2.3 Other Option Considerations

Component	Description
Savings	Specific savings have been factored into the cost model, which consider already budgeted expenditure for licenses for module/s that will be retired gradually through the implementation project. License costs for existing ERP, CRM, HRM and Records Management will be removed from current budgets under this model.
Cost Avoidance	Specific costs have been considered in the cost model should existing functions do not require further upgrades/updates because of their replacement by the ERP solution. Noting that the cost modelling is using a 10-year window, this option would eliminate the need for separate upgrades/updates to the existing modules during that period.
Benefits Plan	The Benefits Plan will have some benefits that may only apply to this option or may have altered impacts based on this model. The Benefits Plan reflects this with each benefit including consideration of its relevance to this option.
Risk Management Plan	The Risk Management Plan will have some risks that may only apply to this option or may have altered application based on this model. The Risk Management Plan reflects this with each risk including consideration of its relevance to this option.

4.3 Option 2: Retire Current ERP System Components

4.3.1 Scope

Focusing on the retirement of the existing ERP components only, this option reduces the scope, timing and likely investment costs.

This option includes Software Licensing using a Software as a Service model, which incorporates ongoing Maintenance services. It also includes implementation services from the software supplier, consisting of base system configuration, training, testing and data migration assistance services. Implementation services to support the implementation are sourced from external 3rd party suppliers combined with internal resources and is subject to a separate business case.

The scope of the business systems includes implementation of replacement systems for:

- Financial Management system
- Property, Rating, Receipting and Debtor Management
- Regulatory – including Planning, Building, Local Laws, Animal Control, Infringements, Enforcements and other related functions
- Asset Management including Asset Data, Works Maintenance, Inspections & Defects, In-field activities.



Integration with remaining systems – HRM (and associated modules), Records management, GIS and other functions – will be required. If the current CRM system is not retired (pending decision on options) then it will need to be integrated with other systems.

4.3.2 Planned Schedule Option 2

The budgetary estimates have been developed based on a 2-year implementation program which has been developed with industry knowledge based on current best practice:

2025/2026				2026/2027			
Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun
Release 1				Release 2			
Financials including Enterprise Budgeting							
Supply Chain Management (SCM)							
Asset Management, Maintenance and Financials							
				Debtors			
				Property, Rating and Receipting			
				Regulatory & Compliance			
				Records Compliance			

4.3.3 Other Option Considerations

Component	Description
Integrations	Integrations will need to be developed during the project for a wider range of applications – such as CRM, HRM and Records Management at least. This has been factored into the cost model as increases to integration and 3 rd party costs.
Savings	Specific savings have been factored into the cost model, which consider already budgeted expenditure for licenses for module/s that will be retired gradually through the implementation project. License costs for existing ERP systems have been factored into this model, noting other components costs will continue
Benefits Plan	The Benefits Plan will have some benefits that may only apply to this option or may have altered impacts based on this model. The Benefits Plan reflects this with each benefit including consideration of its relevance to this option.
Risk Management Plan	The Risk Management Plan will have some risks that may only apply to this option or may have altered application based on this model. The Risk Management Plan reflects this with each risk including consideration of its relevance to this option.



4.4 Option 3: Current ERP components plus CRM & Assets Extensions

4.4.1 Scope

Primarily focusing on the retirement of the existing ERP components with the addition of CRM and Strategic Asset Management, this option reduces the scope, timing and likely investment costs.

This option includes Software Licensing using a Software as a Service model, which incorporates ongoing Maintenance services. It also includes implementation services from the software supplier consisting of base system configuration, training, testing and data migration assistance services. Implementation services to support the implementation are sourced from external 3rd party suppliers combined with internal resources and is subject to a separate business case.

The scope of the business systems includes implementation of replacement systems for:

- Financial Management system
- Property, Rating, Receipting and Debtor Management
- Customer Service and Customer Management
- Regulatory – including Planning, Building, Local Laws, Animal Control, Infringements, Enforcements and other related functions
- Asset Management including Asset Data, Works Maintenance, Inspections & Defects, In-field activities, and Strategic Asset Management.

Integration with remaining systems – HRM (and associated modules), Content Manager, GIS and other functions – will be required.

4.4.2 Planned Schedule Option 3

The budgetary estimates have been developed based on a 2-year implementation program which has been developed with industry knowledge based on current best practice.



4.4.3 Other Option Considerations

Component	Description
Integrations	Integrations will need to be developed during the project for a wider range of applications – such as HRM and Records Management at least. This has been factored into the cost model as increases to integration and 3 rd party costs.
Savings	Specific savings have been factored into the cost model, which consider already budgeted expenditure for licenses for module/s that will be retired gradually through the implementation project. License costs for existing ERP software and CRM have been factored into this model, noting other components costs will continue
Benefits Plan	The Benefits Plan will have some benefits that may only apply to this option or may have altered impacts based on this model. The Benefits Plan reflects this with each benefit including consideration of its relevance to this option.
Risk Management Plan	The Risk Management Plan will have some risks that may only apply to this option or may have altered application based on this model. The Risk Management Plan reflects this with each risk including consideration of its relevance to this option.

4.5 Option 4: Full Scope (4 Years)

4.5.1 Scope

This option includes Software Licensing using a Software as a Service model, which incorporates ongoing Maintenance services. It also includes implementation services from the software provider - consisting of base system configuration, training, testing and data migration assistance services. Implementation services to support the implementation are sourced from external 3rd party suppliers combined with internal resources and is subject to a separate business case.

The scope of the business systems includes implementation of replacement systems for:

- Financial Management system
- HR and Payroll Functions
- Customer Service and Customer Management
- Property, Rating, Receipting and Debtor Management
- Regulatory – including Planning, Building, Local Laws, Animal Control, Infringements, Enforcements and other related functions
- Asset Management including Asset Data, Works Maintenance, Inspections & Defects, In-field activities and Strategic Asset Management
- Records Management incorporating compliance with CoY's Public Records Office Victoria (PROV) data management standards.

Integration with remaining systems –GIS and other functions – will be required.



4.5.2 Planned Schedule

The budgetary estimates have been developed based on a 4-year implementation program which has been developed with industry knowledge based on current best practice:

2025/26		2026/27		2027/28		2028/29	
Jul - Dec	Jan-June	Jul-Dec	Jan-Jun	Jul-Dec	Jan-Jun	Jul-Dec	Jan-Jun
Release 1		Release 2		Release 3		Release 4	
Financials including EB							
Supply Chain Management (SCM)							
Asset Mgt, Maint and Financials							
		Debtors					
		Property, Rating and Receipting					
		Regulatory & Compliance					
				Customer Mgt & CRM			
						Project Lifecycle Management	
						Contract Management	
				Strategic Asset Mgt			
						Human Resources Mgt	
						Payroll	
		Records Compliance					
						ECM	

4.5.3 Other Option Considerations

Component	Description
Integrations	Integrations will need to be developed during the project for a wider range of applications – such as CRM, HRM and Records Management at least. This has been factored into the cost model as increases to integration and 3 rd party costs.
Savings	Specific savings have been factored into the cost model, which consider already budgeted expenditure for licenses for module/s that will be retired gradually through the implementation project. License costs for existing ERP solution have been factored into this model, noting other components costs will continue
Benefits Plan	The Benefits Plan will have some benefits that may only apply to this option or may have altered impacts based on this model. The Benefits Plan reflects this with each benefit including consideration of its relevance to this option.
Risk Management Plan	The Risk Management Plan will have some risks that may only apply to this option or may have altered application based on this model. The Risk Management Plan reflects this with each risk including consideration of its relevance to this option.



4.6 Option 5: Current ERP Components plus CRM & Assets Extensions Scope (3 Year)

4.6.1 Scope

Primarily focusing on the retirement of the existing ERP components with the addition of CRM and Strategic Asset Management, this option reduces the scope, timing and likely investment costs.

This option includes Software Licensing using a Software as a Service model, which incorporates ongoing Maintenance services. It also includes implementation services from the software supplier - consisting of base system configuration, training, testing and data migration assistance services. Implementation services to support the implementation are sourced from external 3rd party suppliers combined with internal resources and is subject to a separate business case.

The scope of the business systems includes implementation of replacement systems for:

- Financial Management system
- Property, Rating, Receipting and Debtor Management
- Customer Service and Customer Management
- Regulatory – including Planning, Building, Local Laws, Animal Control, Infringements, Enforcements and other related functions
- Asset Management including Asset Data, Works Maintenance, Inspections & Defects, In-field activities, and Strategic Asset Management.

Integration with remaining systems – HRM (and associated modules), Content Manager, GIS and other functions – will be required.

4.6.2 Planned Schedule

The budgetary estimates have been developed based on a 3-year implementation program which has been developed with industry knowledge based on current best practice:

2025/26				2026/27				2027/28			
Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun
Release 1				Release 2				Release 3			
Financials including Enterprise Budgeting											
Supply Chain Management (SCM)											
Asset Management, Maintenance and Financials											
				Debtors							
				Property, Rating and Receipting							
				Regulatory & Compliance							
								Customer Management & Customer Request Management			
								Strategic Asset Management			
				Records Compliance							



4.6.3 Other Option Considerations

Component	Description
Integrations	Integrations will need to be developed during the project for a wider range of applications – such as HRM and Records Management at least. This has been factored into the cost model as increases to integration and 3 rd party costs.
Savings	Specific savings have been factored into the cost model, which consider already budgeted expenditure for licenses for module/s that will be retired gradually through the implementation project. License costs for existing ERP software and CRM have been factored into this model, noting other components costs will continue
Benefits Plan	The Benefits Plan will have some benefits that may only apply to this option or may have altered impacts based on this model. The Benefits Plan reflects this with each benefit including consideration of its relevance to this option.
Risk Management Plan	The Risk Management Plan will have some risks that may only apply to this option or may have altered application based on this model. The Risk Management Plan reflects this with each risk including consideration of its relevance to this option.

4.7 Mobilisation

Mobilisation is included in all options as the initiation phases of the project.

Many mobilisation activities have been completed, which includes procurement, legal, commercial confirmation and related activities for the new ERP SaaS platform. As part of this process, a tender is currently in progress for external assistance from a single implementation partner.

Other activities yet to be undertaken include:

- Development of a detailed Statement of Work – including detailed resource plans, finalised implementation phasing and confirmed implementation costs for each of the phases of the project
- Contracting and mobilisation of external Implementation Partner resourcing
- Contracting and mobilisation of external resourcing to augment internal seconded staff
- Mobilisation of the internal staff members to be seconded to the project
- Identification and establishment of supporting project activities, costs and effort not covered by Implementation Partner or current staff skills.

CoY establishment period is 12 weeks inclusive of recruitment and consultant engagement.



4.8 Business Readiness and Change Management

Our Future. Building It Together Strategy was the outcome of workshops across the organisation to develop a strategic framework and action plan to address the many challenges facing the organisation such as the impact of the pandemic and related financial pressures as well as adjusting to rapidly changing communities, environment, technology, and workplaces.

Five key pillars were identified from this work, with the supported pillar committing to “having what we need to do our best work”. with “simple and effective processes, tools and systems to help not hinder us.” A key action identified in the Supported pillar is “Drive the successful delivery of the digital transformation program so that our IT systems are faster, talk to one another and do what they are supposed to do and respond to issues the organisation faces.”



A change management plan will be developed for the ERP Project to facilitate a smooth transition and minimise any adverse impacts of change on the organisation will include the following key components:

- Establishing a clear vision and purpose for change (complete – see above)
- Assessing the organisation's readiness for change
- Undertaking an impact assessment to teams by functional area
- Stakeholder identification and analysis
- Defining roles and responsibilities within the change process
- Creating a clear communication strategy addressing stakeholders identified
- Building a comprehensive training and support system
- Measuring progress and evaluating the success of change initiatives
- Ensuring continuous improvement and refinement of change processes



5. Project Investment Proposal

5.1 Investment Costs and Funding Overview

5.1.1 Costs Summary

This business case includes detailed assessment of various options for the initial 3-year implementation plus initial mobilisation costs and 10-year operating costs and assessed against allocations in CoY's 10 year financial plan. The recommended Option 1 delivers the lowest cost option and is well below the funds allocated in Council's 10 year financial plan.

Note that a low and high scenario, based on a range of cost estimates for the ERP Implementation Partner and other third-party consultants has been included.

NPC 10 year	Low Scenario \$000's	High Scenario \$000s
Option 1	30,274	34,163
Option 2	44,911	47,620
Option 3	45,822	48,531
Option 4	44,895	48,664
Option 5	47,720	50,787

Considering a full 10-year business case for this project, the overall 10-year investment scenarios can be summarised as:

Option 1 is the lowest cost option by a significant margin. This is due to two key factors of avoided costs / savings over the 10 years related to license fees, maintenance and upgrade of systems being replaced.

The options were also assessed against the allowance for this project plus operating costs for associated licensing that has been included in the 10-year financial plan.

The assessment against the current allowances again show that Option 1 is the lowest cost option. All options would result in less expenditure over 10 years than is currently budgeted other than the high-cost scenario for Option 5 which shows an unfavorable variance.

All options could be accommodated within financial plan allocation other than the high-cost scenario for Option 5 which showed an unfavourable variance. Option 1 provided the highest favourable variance.



5.2 NPC Model Components

5.2.1 Use of Net Present Cost (NPC)

Net Present Cost (NPC) modelling is a capital budgeting tool used to assist in the decision-making process. For this business case, NPC has been used to provide a comparison of the 5 options discussed in Section 4.

NPC considers the time value of money, in that a dollar today is worth more than a dollar in the future. Each option generates a cash outflow being the cost of implementation and the ongoing licensing costs. The cash outflows have been indexed and discounted to determine the net present cost of each of the 5 options. Refer to Section 5.2.3 for the rates used for this step.

An NPC calculation on the allowances for the ERP implementation and ongoing licensing in the adopted Financial Plan has been included to provide further comparison.

As the 5 options discussed in Section 4 all have differing impacts on implementation and licensing costs a period of 10 years has been used for the calculation of NPC to ensure consistency and align with Council's adopted Financial Plan. The 10 year period generates large dollar estimates which incorporates not only the one-off costs of implementation, but also the various ongoing licensing costs.

While the NPC model provides for greater comparison, it does have some limitations in that it relies heavily on estimates, is driven by quantitative inputs and does not consider nonfinancial benefits.



5.2.2 Cost Model Lines

Detailed cost models have been included as attachments to this business case, with summary costs presented in this document. The various lines included in the business case are detailed below:

Component	Description
SaaS licensing fees	10-year ongoing costs of Software Licensing including maintenance and cloud software provision. Additional environment options have been added to ensure at least 3 (and potentially 4) environments are included in the costing.
Implementation Services	Includes specific once-off supplier implementation costs that will be incurred for the implementation process.
Implementation Partner	Implementation partner costs are estimated based on an average of responses from implementation partners. Estimated costs based on current open tender process have been used.
Integration Platform	Costs associated with the establishment of an Integration Platform to support the development and deployment of integrations. Scope and size of the resource commitment will vary for each option.
PM & DTS Backfill	Estimated internal resourcing costs including Project Governance, Delivery (including testing and training), Integration Development, and other services potentially provided by DTS.
Internal Resourcing	Backfill costs for Subject Matter Experts and other internal (non DTS) employees that are expected to be seconded to the project.
Third Party Partners	Includes ongoing assistance from 3 rd parties such as CSS (Project Oversight), Court Health (Probity) and other 3 rd party costs.
Contingency	Contingency costs based on estimates necessary to support a project of this type. It is expected that contingency will not be applied to licensing costs but should be in place to support variations and additional resourcing costs that could apply.
Licensing Reallocation	Current Licensing costs for current products are incorporated into the adopted Financial Plan budget allocations for DTS. Retirements of current products are shown as licensing reallocations aligned to the likely retirement timing of the current system depending upon options.
Platform Upgrades	In a 10-year model, any options that contemplate maintaining current systems (such as CRM for several options) will need to consider costs associated with potential upgrade and related activities, as these systems would need to be maintained for a 10 year period. Estimated costs and timing for possible major upgrades of the current platforms have been included as a cost line for option/s where this would apply.



5.2.3 Indexation and Discounting Factor

Costs for 2025/26 onward have had a 3% inflation cost factor applied to them using the *All Groups – Melbourne CPI* for the 12 months to September 2024, published by the Australian Bureau of Statistics in October 2024. To get to the Net Present Cost, these amounts have been discounted using Treasury Bond rates published by the Reserve Bank Australia (F16 Indicative Mid Rates of Selected Australian Government Securities)

6. ERP Replacement Benefit Management and Realisation Plan

6.1 Summary

Effective benefits management is an integral aspect of project and Council success. It encompasses identifying, analysing, planning, and realising both tangible and intangible benefits derived each of the new capabilities delivered to the managers in the City of Yarra. By recognising and optimising these benefits, City of Yarra can achieve enhanced stakeholder satisfaction, increased efficiency, and long-term sustainable growth.

Below is the high-level benefit management framework proposed to support the delivery of each business capabilities associated with ERP Replacement Project.



6.2 Tangible Benefits

Tangible benefits are quantitative and measurable. Tangible benefits are broken into two types:

1. Financial
2. Non-Financial

Below both types are broken down into their benefits with an example measure to be utilised in the ERP Replacement Project replacement.

6.1.1 Tangible - Financial

Benefit	Example Measure
B1 - Cost Saving/Avoidance - Does your solution reduce or avoid costs incurred to council (benefit)? Or will it incur additional cost (disbenefit)	Reduced financial discrepancies by up to 30% through automated reconciliations
B2 - Revenue Uplift - How much revenue do you expect the solution to generate (benefit)? Or will it mean revenue loss (disbenefit)?	Improve on-time payments by 25%, increasing cash flow reliability
B3 - Revenue Diversification – does the change generate revenue through multiple and possibly new channels, placing less pressure on rate (benefit)? Or will the change make rates a higher proportion of revenue (disbenefit)?	Identify revenue growth opportunities, contributing to a 5–10% increase in council revenue
B4 – Cost avoidance – Does your solution reduce or avoid additional staff to support a growing population.	A good Customer Satisfaction Score (CSAT) target for a council to aim for is 85% or higher. This means that at least 85% of citizens should rate their satisfaction with council services as positive

6.1.2 Tangible – Non-Financial Benefits

Benefit	Example Measure
B4 - Customer Satisfaction - Your change addresses a customer pain point and/or leads to an improved customer experience (benefit)? Or will change adversely impact customer experience (disbenefit)?	Increase in customer satisfaction score
B5 - Service Levels - How will your change impact performance of respective business function (reference SLAs, KPIs etc. where possible)	Reduction of inefficient time (hrs)
B6 - Employee Engagement - Will your project lead to positive or adverse outcomes (e.g. morale) for current and prospective employees?	Increase in employee engagement score
B7 – Community Trust – Will your project lead to a positive or adverse outcome on Community Trust in Council?	Increase in Community Trust
B8 - Risk Mitigation - Level to which the severity of item(s) reduces on Council's strategic risk register* (benefit) or makes severity worse (disbenefit).	Reduce project risks by 20–25% with predictive modelling

The ability to measure tangible benefits ensures accountability and provides clear evidence of success. Tangible benefits directly contribute to financial performance, making them crucial for return on investment (ROI) analyses and decision-making processes.

6.3 Intangible Benefits

Intangible benefits are qualitative and not readily quantifiable with a numeric value. Below the intangible benefits are outlined by types with an example measure to be utilised in the ERP Replacement Project replacement.

Benefit	Example Measure
B8 - Risk Mitigation - Level to which the severity of item(s) reduces on Council's strategic risk register* (benefit) or makes severity worse (disbenefit).	Reduce project risks by 20–25% with predictive modelling
B9 - Compliance - Your solution helps council to be more compliant, whether that be from legislative, external regulatory or internal policy perspective	Reference to any regulation, Local Government Act and other and any other governance framework
B10 Natural Environment - How does your project impact natural environment whether that be positive or negative?	Align 100% of projects with sustainability goals
B11 Community Wellbeing & Social Impact	Increase access to affordable housing

Unlike tangible benefits, intangible benefits are difficult to measure, often requiring indirect methods such as surveys, sentiment analysis, or case studies. Their long-term nature also complicates immediate validation.

6.3.1 Differences Between Tangible and Intangible Benefits

Aspects	Tangible Benefits	Intangible Benefits
Measurement	Quantifiable	Non-quantifiable
Timeframe	Short to medium-term impact	Long-term impact
Examples	Cost reduction, revenue growth	Community trust Employee Engagement
Validation Methods	Financial reports Metrics	Surveys Anecdotal evidence

6.4 Benefit Management Approach

The Benefits Management approach consists of 3 stages:

1. **Benefits Capture** – The initial capture process that involves identifying the benefits, analysing how it will be measured, and assigning the appropriate ownership and responsibilities of the expected benefit.
2. **Benefits Tracking** – The tracking process begins with the Benefit Owner's confirmation and commitment to the benefits captured; and once accepted, logged into our Corporate Systems for ongoing tracking. On a quarterly basis, reviews are held with the appropriate stakeholders to assess **actual** performance against the forecasted **target** to determine whether a benefit is still on track to be realised.
3. **Benefits Realisation** – When a benefit is ready to be realised, the Benefit Owner will confirm the reassignment of the benefit to the appropriate entity for ongoing management for endorsement by ELT.

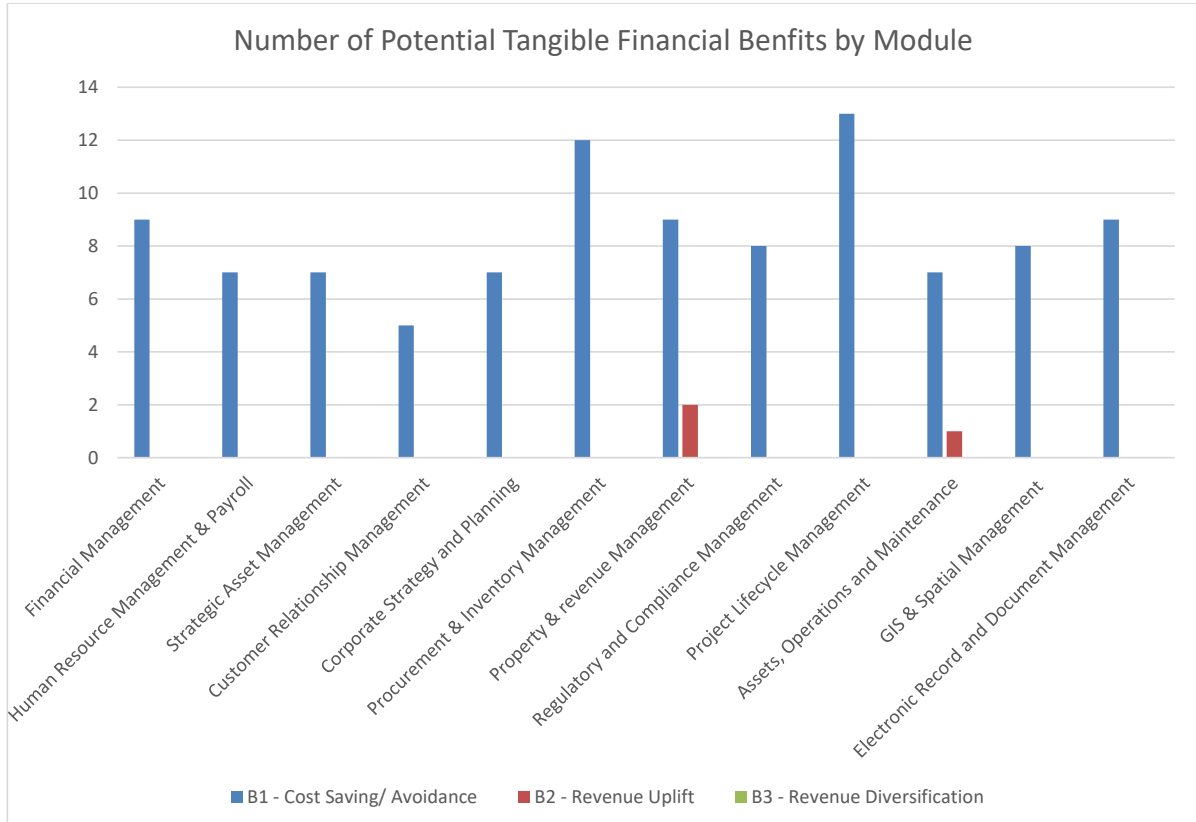
Below each of the steps is broken down into the approach that will be implemented on this Program. It is important to note that we are current in Step 1: Benefit Identification.

Stage	Process Step	Overview
Benefit Capture	Benefit Identification	Begins with the identification and categorisation of the expected benefits delivered from a specific project, initiative or service
	Benefits Profile Building	Involves analysing and defining who (the Benefit Owners, and other key stakeholders), how (the measures and baselines), and when (the profiling and sequencing) of the benefit that will be used to track and measure against.
	Benefit Owner Decision Point	Benefit Owner to determine where any non-financial and financial benefit will be assigned to (e.g., financial benefits, will they be banked or redistributed to further TX delivery work). Steerco to confirm
Benefit Tracking	Program Benefits Tracking & Reporting	Involves confirming and committing to the benefits identified in Step 3.0 and mobilising teams for the tracking and reporting of actual against target performance data completed via regular quarterly reviews with key stakeholders.
	“Baking In” Benefits to Corporate Systems e.g. Budgets, CAMMs Performance Management Systems	Involves adding the agreed benefits into our Corporate Systems so they are aligned to the priorities for leaders and staff
Benefit Realisation	Steering Committee Decision Point	Once the benefit is ready to be realised the benefit owners will reconfirm the assignment of the benefit and seek endorsement from the Steerco
	Executive Leadership Team Endorsement	ELT will need to endorse the benefit allocation
	Benefits realisation allocation as per ELT endorsement	Finance (financial) and service owners (non-financial/risk mitigation) to implement benefit allocation into the corporate system

Currently, the ERP Replacement Project Program has is completing Step 1. Benefit Identification in the Benefits Capture Stage and has identified approximately 250 potential benefits. It is important to note these benefits now need to be analysed and Benefit Owners identified to determine how the measures and baseline will be captured.

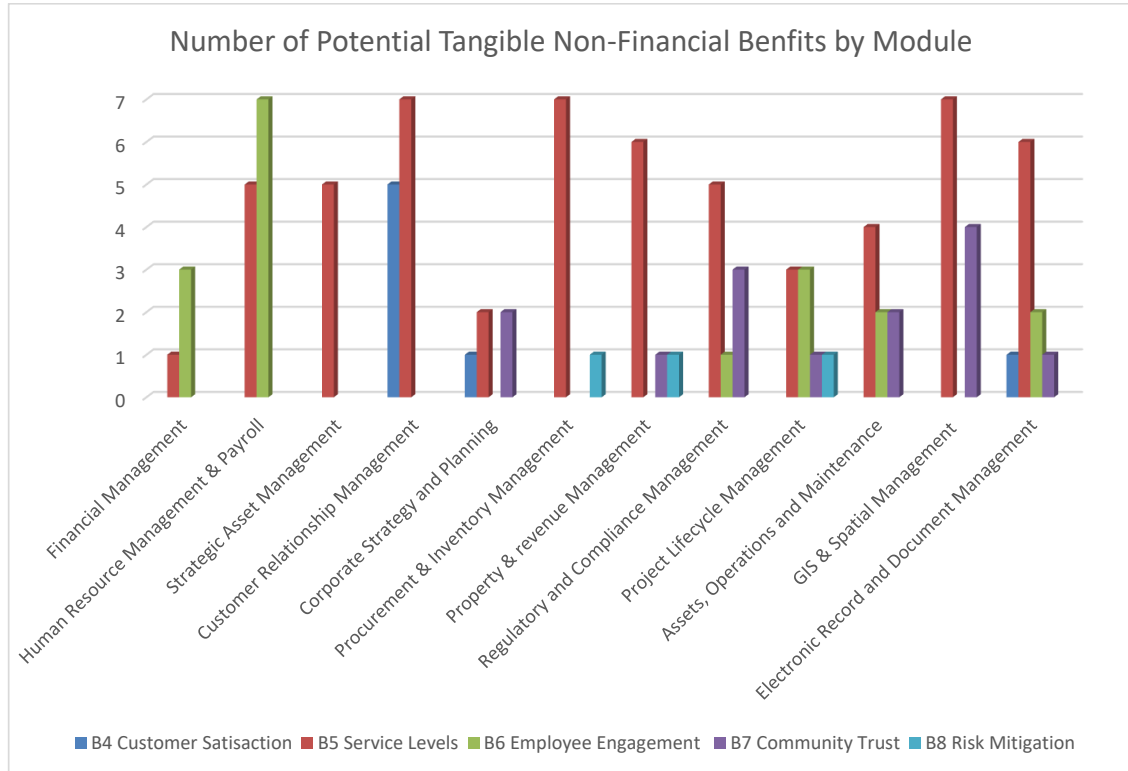
6.4.1 Potential Tangible – Financial Benefits by Module

Below a breakdown of potential tangible financial benefits by module. As you can see from the data below there is potential benefits in costs savings across all modules. Both the Property and Revenue Management and Asset, Operations and Maintenance modules have potential Revenue Uplift benefits that will need to be explored and validated.



6.4.2 Potential Tangible – Non-Financial Benefits by Module

Below a breakdown of potential tangible non-financial benefits by module. As you can see from the data below there is numerous potential benefits in service level improvements, employee engagement uplifts across all modules. Equally important is the potential benefits in customer satisfaction and community trust.



6.5 Next Steps

The next steps in the benefits management approach are to work with relevant stakeholders to fully analyse the benefits to determine who, how, and when the benefits are expected to be realised – to build a Benefits Profile to track against in Step 3.0.

6.5.1 The role of the benefit owner

One of the most critical aspects of managing Benefits in Local Council is the role of the Benefit Owner. Typically, benefit owners are held at the Director level and in some instances with the CEO. In the process outlined above to finalise the Benefits Capture Phase, the Benefit Owners needs to sign up for the benefits that have been identified and commit to ensuring these agreed benefits are delivered.

Below are the core responsibilities for the Benefit Owners:

- Single point of accountability for delivery of assigned Focus Area(s) to scope, schedule, cost and benefits
- Approves the preparation and quality of key program documents
- Sources resources to support the program
- Responsible for the realisation of identified benefits and initiative targets
- Accountable for delivery of assigned benefits
- Acts as a key integrator across the business – to ensure the right business units / stakeholders are engaged and involved at the right times to deliver the targeted benefits.
- Provides support to the Program Director and Sponsor and uses reach and remit of their division to support Transformation objectives and outcomes.
- Acts as a key advocate and champion of Transformation amongst the ELT and organisation
- A key decision maker and influencer in the steering committee to drive value across the full program

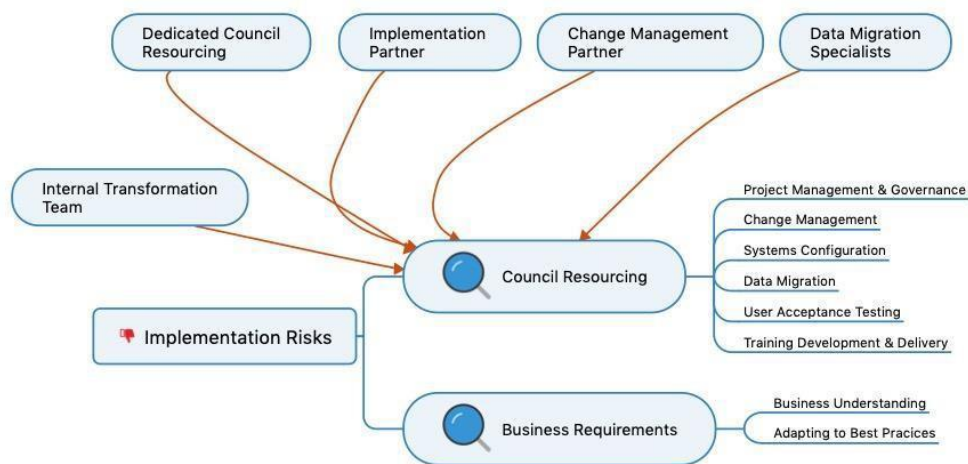
6.6 Conclusion

- **Benefit Identification:** Each benefit, whether measurable (e.g., cost savings, time reductions) or qualitative (e.g., improved user satisfaction), will be clearly defined and documented in the Benefits Register.
- **Baseline Metrics:** Establish baseline metrics for each benefit to measure progress against. This includes current performance levels and targets for improvement.
- **Regular Updates:** The Benefits Register will be regularly updated with data from various sources, such as user feedback, performance reports, and financial records, to track the realisation of benefits.
- **Performance Dashboards:** Configured dashboards will display performance metrics, offering real-time insights into the status of each benefit. This visual representation will help stakeholders quickly identify areas of success and those needing attention.
- **Periodic Reviews:** Scheduled reviews will be conducted to assess the progress of benefit realisation. These reviews will involve key stakeholders and project team members to ensure accountability and transparency.
- **Adjustments and Improvements:** Based on the insights gained from monitoring, necessary adjustments will be made to strategies and processes to maximise the realisation of benefits.
- By adopting this structured approach, we can ensure that the ERP Replacement Program delivers sustainable value, with both measurable outcomes and qualitative gains being realised and maintained over time.

7. Project Risk Management

7.1 Summary

Large scale digital transformation implementations bring a specific set of risks that need to be carefully managed. Primary risks relate to resourcing the change, configuration, and data migration efforts in the project:



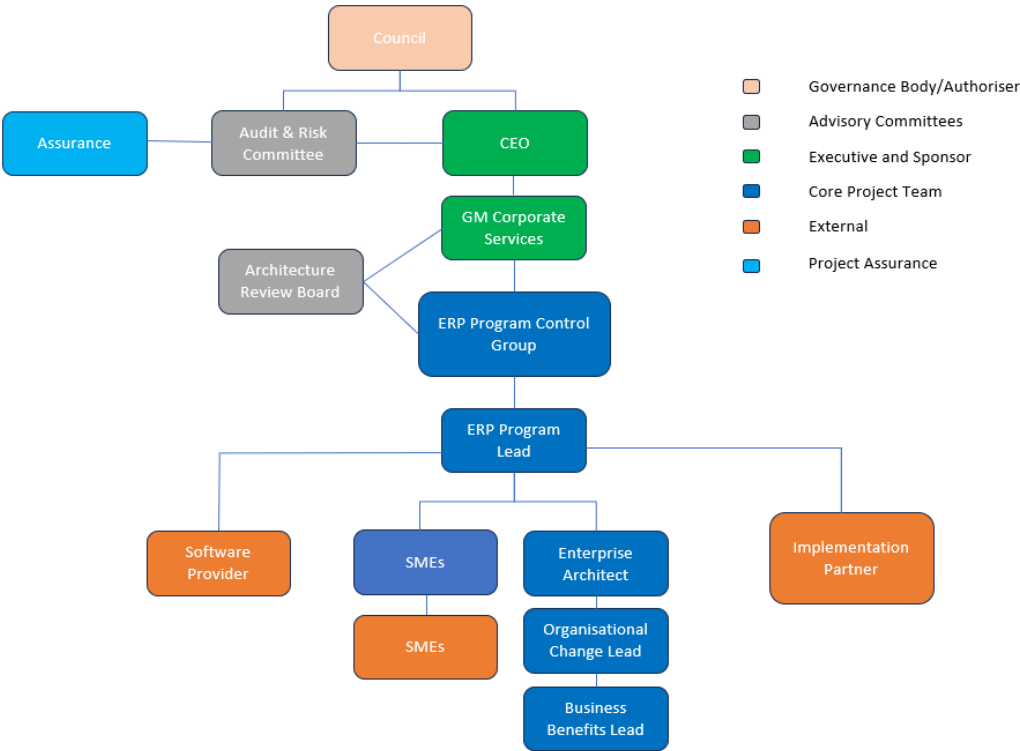
Through a well-developed resourcing plan, these resourcing risks can be mitigated effectively. Dedicated resourcing from CoY Transformation Team and Subject Matter Experts, combined with outsourcing specialist change, data migration and implementation skills will bring the major risks to manageable levels within the project. Note that a detailed risk register has been developed by Council as part of the preparation of this business case.

Furthermore, the risk plan will be a live document and will be managed throughout the life of the project implementation, with suitable adaption where required,

The table/s below provide a summary of the detailed risk management plan.

7.2 Project Governance

The following project governance is in place to provide oversight of the project and mitigate the risks identified in the risk management plan.



Internal Audit

We will engage internal auditors to oversight the project and provide quarterly reports to the Audit and Risk Committee to provide assurance around:

Project Costs

- Evaluation of the controls and procedures to ensure the project is being executed within the project budget
- Evaluating the projects budgeting, forecasting, cost tracking and variance processes to ensure they are adequate and effective
- Examining procurement practices to ensure they are in accordance with Council's procurement policy and are deriving best value for the project
- Analysing project scope changes on the overall project cost and ensuring proper approval procedures are followed

System configuration and controls:

- Assessing the system's setup for data validation, authorisation levels, and segregation of duties across different modules.
- Reviewing security settings and user access controls to prevent unauthorized data manipulation.
- Evaluating the system's workflow processes for accuracy and efficiency.
- **Data integrity and accuracy:**
 - Verifying the accuracy and completeness of data within the ERP system across different modules.
 - Testing data reconciliation processes between different systems and the ERP.
 - Assessing the system's ability to detect and flag potential data errors.

- **Compliance with regulations:**
 - Reviewing the ERP system's capabilities to comply with relevant laws and regulations (e.g., financial reporting standards, data privacy laws).
 - Assessing controls in place to ensure compliance with internal policies and procedures.
- **Implementation and change management:**
 - Evaluating the effectiveness of the ERP implementation process, including project management, user training, and change management strategies.
 - Assessing the impact of any recent system upgrades or modifications on data integrity and functionality.
- **Performance analysis:**
 - Analysing key performance indicators (KPIs) within the ERP system to identify areas for improvement in operational efficiency.
 - Assessing the system's ability to generate accurate reports and provide meaningful insights for decision-making.
- **User adoption and satisfaction:**
 - Evaluating user experience and training to ensure proper utilization of the ERP system features.
 - Assessing feedback from users regarding system usability and functionality

7.3 Risks

Title	Risk	Option L/Hood	Cons.	Rating	Action Plan	Status	Timeframe	
Project Management & Governance	IF establishment of effective and appropriate Project Management (and Governance) does not take place THEN project risks failing, scope creep, budget creep or other project risks	All	Unlikely	Major	Medium	<div>1. Quarterly reporting to Audit and Risk Advisory Committee</div> <div>2. ELT-level ownership of the project through the Project Control Group</div> <div>3. Resourcing existing Project Management capability within the business to meet the requirements of this project.</div> <div>4. Integration of Council's ICT Operating Model review into the overall Project Governance and delivery.</div>	Open	Ongoing

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Title	Risk	Option	L/Hood	Cons.	Rating	Action Plan	Status	Timeframe
Ongoing Project Assurance	IF the project assurance does not take place, THEN this may affect budget, conflict of interest and unsuccessful go lives.	All	Unlikely	Major	Medium	The project's ongoing assurance coverage, will focus on costs, governance, and high-risk controls. It will highlight the crucial role of the internal auditors and will conduct regular audits and assurance activities, ensuring thorough checks before going live, and managing financial risks. The assurance process will be independent of the implementation partner to avoid conflicts of interest. Additionally, we will leverage experienced from other council who have previously conducted assurance for similar projects.	Open	Ongoing
Change Management	IF Organisational Change Management (OCM including training) is not effective, THEN cut over activities (per release) may have an impact on business operations.	All	Likely	Major	High	CoY has sought external assistance for: 1. Development of the Change Management Plan 2. Leading the execution of all aspects of the plan 3. Providing CoY with ongoing advice and overall management activities.	Open	Ongoing
Benefits Realisation	IF Benefits are not developed as part of project initiation, THEN ongoing monitoring of the project against expected outcomes will be impacted	All	Unlikely	Major	Medium	1. High-level Benefits Planning included in the business case 2. Detailed benefits planning (with external resourcing) being undertaken to support business engagement	Open	Ongoing

7.4 Budget

Title	Risk	Option	L/Hood	Cons.	Rating	Action Plan	Status	Timeframe
Solution Scoping	IF the project planning phase does not capture all required project activities with the corresponding resources and costs allocated, THEN the budget may not adequately support the desired business outcome.	All	Possible	Major	High	<ol style="list-style-type: none"> 1. Detailed business case preparation has included detailed cost modelling based on solid assumptions 2. Cost models will be verified and updated as procurement processes are completed 	Open	May 2025

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Title	Risk	Option	L/Hood	Cons.	Rating	Action Plan	Status	Timeframe
Whole of Life Budgeting	IF the project planning identifies the current scope forecast exceeds the budget allocation and additional funds cannot be secured THEN additional work on options will be required impacting time to complete the business case, and other impacts such as software provider contract negotiations and implementation partner tender scope / timeline.	All	Possible	Major	High	<ol style="list-style-type: none"> 1. Detailed business case preparation has included detailed options modelling based on potentially viable options 2. Cost models have considered 10 year window for modelling of costs 3. Cost models will be verified and updated as procurement processes are completed 4. Opportunity to review timing and option models with suppliers as procurement processes are completed. 	Open	May 2025
Schedule Prolongation	If the project does not adhere to the schedule duration, THEN the project forecast would be increased to accommodate duration based resource cost increases.	All	Possible	Moderate	Medium	<ol style="list-style-type: none"> 1. Schedule options considered and agreed with business and vendors as part of business case development. 2. Project is a multi-year project with unspent costs in years rolling into next year where appropriate. 3. Project contingency in place 	Open	May 2025

7.5 Implementation Program

Title	Risk	Option	L/Hood	Cons.	Rating	Action Plan	Status	Timeframe
Adapting to Best-Practice Processes	If the project does not adhere to adopt best-practice processes where possible THEN the project benefits may not be meet,	All	Possible	Moderate	Medium	<p>Directions from project governance to ensure users understand the preferred approach for adapting business operations to recommended processes wherever possible.</p> <p>Ensuring key decisions through the project delivery are managed through project governance to monitor.</p>	Open	Ongoing
Systems Configuration	IF during the implementation phase it is discovered that the system does not meet the defined requirements, THEN there may be additional time and costs to meet the requirements, possibly post the project life.	All	Possible	Moderate	Medium	<p>Mitigations include:</p> <ol style="list-style-type: none"> 1. External resourcing through CoY's Implementation Partner will provide lead roles for CoY responsible tasks. 2. Secondment of internal Subject Matter Experts (SMEs) from relevant business units for the duration of their implementation component. 3. Resources from the DTS team will be involved in all aspects of the project. 	Open	Ongoing

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Title	Risk	Option L/Hood	Cons.	Rating	Action Plan	Status	Timeframe	
SME Engagement	IF SME Engagement for Implementation Activities is impacted THEN Implementation activities of the ERP will be severely compromised.	All	Unlikely	Major	Medium	<div>1. Effective Budget to support backfills and/or secondment processes for SME members (WIP)</div> <div>2. Ensure PCG members are supportive of business SMEs commitments to the project</div>	Open	Ongoing
Business Engagement	IF Business Engagement for Implementation Activities is inadequate THEN Implementation activities of the ERP will be severely compromised.	All	Unlikely	Major	Medium	<div>1. Ensure PCG members are supportive of business SMEs commitments to the project</div> <div>2. Change manager to define a list of key contacts by business area</div> <div>3. Engagement of Change Manager for Change Impact Analysis early in Project</div> <div>4. Development of Business Change Plans to support change management within the business</div>	Open	Ongoing

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Title	Risk	Option	L/Hood	Cons.	Rating	Action Plan	Status	Timeframe
Data Migration	IF the data migration activity is more complex than anticipated, THEN additional effort may be required to transform the data and possibly source missing data impacting the project timelines and costs.	All	Unlikely	Major	Medium	<div><div>1.</div><div>Ensure the Implementation partner SOW includes adequate details (sources and highlight potential data quality issues)</div><div>2.</div><div>Budget to include an allowance for current system support partners to participate in the activity (WIP)</div><div>3.</div><div>Data Cleansing activities to be planned as part of initiation and to be carried through all stages of implementation</div></div>	Open	Ongoing
User Acceptance Testing (UAT)	IF the testing process is not undertaken thoroughly, THEN go live effectiveness of new systems will be impacted.	All	Possible	Major	High	<div><div>1.</div><div>External resourcing through CoY's Implementation Partner will provide lead roles for CoY responsible tasks.</div><div>2.</div><div>Secondment of internal Subject Matter Experts (SMEs) from relevant business units to assist in all UAT processes</div><div>3.</div><div>Resources from the DTS team will be involved the UAT cycles for the project.</div></div>	Open	Ongoing

Ordinary Council Meeting Agenda - 8 April 2025

Title	Risk	Option	L/Hood	Cons.	Rating	Action Plan	Status	Timeframe
Training Program	IF the training program for all user processes is not undertaken thoroughly, THEN go live effectiveness of new systems will be impacted.	All	Possible	Major	High	<ol style="list-style-type: none"> 1. External resourcing through CoY's Implementation Partner will provide lead roles for CoY responsible tasks. 2. Secondment of internal Subject Matter Experts (SMEs) from relevant business units to assist in all training activities processes 	Open	Ongoing
Implementation Timetables	IF council select implementation options running for additional years than THEN Implementation Fatigue and Change Fatigue could become significant issues	4 5	Possible	Major	High	None in place at this point pending outcomes of business case.	Open	March 2025

7.6 Technology Partner

7.6.1 SaaS ERP Platform

Title	Risk	Option	L/Hood	Cons.	Rating	Action Plan	Status	Timeframe
Legislative Compliance	IF the solution is unable to continue comply with Legislative requirements, THEN Council risks ongoing compliance and reputational risks	All	Rare	Catastrophic	Medium	<ol style="list-style-type: none"> Software provider commitment to compliance with Legislative Framework Engagement with Governance Team 	Open	Ongoing
Alternate Solution	IF an alternative platform solution emerges soon, THEN the project may be challenged why the sole source approach was taken.	All	Possible	Major	High	<ol style="list-style-type: none"> Experience indicates that this is not likely to occur in the medium term at least Extensive Market Scan undertaken to support the Sole Source Procurement process 	Closed	March 2025

7.6.2 Multi-Partner Platform

Title	Risk	Option	L/Hood	Cons.	Rating	Action Plan	Status	Timeframe
Multiple Partner Compliance	IF parts of the solution are unable to continue comply with Legislative requirements because of differing levels of commitment from suppliers THEN Council risks ongoing compliance and reputational risks	2 3 5	Unlikely	Catastrophic	High	1. Ongoing commitment to update all existing products in place, which has been factored into the budget estimates for relevant options. 2. Major upgrades planned for all non-current software provider products.	Open	Ongoing
Integrations	IF the integration solution (based on current information) is more complex than estimated, THEN cost and time of the implementation may be increased	2 3 5	Likely	Major	High	1. Integration platform and costs are built into the project budgets.	Open	Ongoing

7.7 Implementation Partner

Title	Risk	Option	L/Hood	Cons.	Rating	Action Plan	Status	Timeframe
Partner Performance	IF the Implementation Partner selected fails to meet expectations, THEN overall project delivery will be impacted	All	Unlikely	Catastrophic	High	1. Robust tendering process being undertaken for partner selection. 2. Strong contractual arrangements including performance monitoring with partner.	Open	Ongoing

7.5. Paid Parking Fees Implementation of Richmond Shopping Strip Parking Pilot Program

Author Aoife Mulligan – Manager Parking and Compliance

Authoriser General Manager City Sustainability and Strategy

Executive Summary

This report responds to two Notice of Motions

Notice of motion from Council Meeting 26 November 2024;

28. That a report be presented to the March 2025 Council meeting cycle detailing:

- (a) Costings for the proposal for 1-hour of free parking at Yarra's activity centres;
- (b) Costings for the first eligible parking permit for free for residents of wider Richmond and the eastern corridor of Yarra which incorporates Boulevard, Lennox, Melba and Langridge wards;
- (c) Opportunities for the introduction of a Yarra wide residential short-term user pays multi-pass, discount bulk purchase packs to provide cost effective short visitation options for visitors to families and friends in Yarra; and
- (d) Information for the period from January to December 2024 parking enforcement requests, parking ticket complaints by residents and local traders, enforcement revenue and costs, tickets issued on 'Big Game Nights' and other major events, and holiday periods such as Christmas Day and Australia Day. This data should be broken down into zones and also include (but not limited to) residential street permit only zones, disabled parking, Swan Street, Bridge Road and Victoria Street shopping strips, (2) two and (4) four hour and all day zoned parking areas within the wider Richmond and eastern corridor region of Yarra which incorporates Boulevard, Lennox, Melba and Langridge wards.

It is noted that (b), (c) and (d) of above NOM have been responded to at the March Council meeting.

Notice of motion from Council meeting 11 March 2025, No.2 of 2025 – Implementation of Richmond Shopping Street Parking Pilot Program:

That Council:

1. Requests a council officer report considering resources, budget, traffic enforcement, potential local business and services benefits and resident amenity implications of a proposal to implement a 1-HR FREE Richmond Shopping Strip Parking Pilot Program and the feasibility of a trial commencing on 1 July 2025.

Officer Recommendation

That Council:

1. Resolves to retain the current parking arrangements and makes no change to the current fee structure.
2. Resolves to prepare and complete a Kerbside and Parking Strategy, including community engagement prior to making any further decisions relating to paid parking fees and pricing policy for Council's Activity centres.

History and background

1. Parking controls are in place to manage our limited parking spaces, benefiting residents, businesses and visitors to Yarra.
2. Council enforces parking conditions to promote fair access to the limited kerbside parking supply and to maintain equitable and safe access for all users.
3. Parking Services is also a crucial element of City of Yarra's revenue stream.
4. A total of \$34,042,502.72 was raised from parking permits, paid parking and infringement revenue in the 2024 calendar year. This income supports Councils' service delivery and is key for Councils long-term financial sustainability.
5. Paid parking data is not linear in its delivery of income due to factors such as time of day, location, demand fluctuations, special events, weather and pricing structures that all create irregular patterns in usage and revenue. The total paid parking revenue across the whole municipality during 2024 was over \$14 Million.
6. The table below shows the split of revenue received between traditional meters and the pay stay application which are the platforms used to support paid parking across the municipality.

Table 1: Revenue

1 January 2024 – 31 December 2024	
Total PayStay Revenue	\$6,611,651
Total Meter Revenue	\$7,640,151

Discussion

7. Paid parking exists in all of the major activity centres across Yarra.
8. In support of these centres, parking controls are in place to manage our limited parking spaces, benefiting residents, businesses and visitors to Yarra.
9. Council enforces parking conditions to promote fair access to the limited kerbside parking supply and to maintain equitable and safe access for all users.
10. When Council is considering fee changes on dedicated streets/centres Council must consider fairness to all shopping strips across the municipality.
11. It is noted that whilst the Notice of Motion only references Richmond, Officers acknowledge that requests from other activity centres to waive or reduce parking costs have been received. There is a real risk to Council in implementing changes in Richmond strips only, it may be perceived negatively by other strips.

Economic Development

12. In order to monitor the vibrancy of Council's activity centres, an important data source is the annual vacancy rates survey provided by Council's Economic Development team. The table below outlines vacancy rates between 2019 – 2024 (excluding COVID years).

Table 2: Vacancy Rates

	2016	2017	2018	2019	2022	2023	2024
Bridge	13%	17%	16%	17%	21%	19%	18%
Brunswick	8%	8%	7%	8%	16%	14%	11%
Gertrude	3%	3%	7%	7%	9%	6%	9%
Smith	7%	10%	10%	7%	13%	10%	11%
Swan	9%	14%	13%	13%	15%	14%	14%
Victoria	10%	11%	11%	18%	24%	23%	19%
Church	5%	7%	6%	7%	16%	18%	14%
Johnston	14%	13%	13%	13%	21%	21%	21%
Nicholson Village	10%	10%	9%	12%	19%	17%	11%
Rathdowne	2%	1%	3%	6%	3%	7%	10%
Queens Parade	5%	12%	10%	7%	15%	15%	17%
Fitzroy North (Scotchmer St surrounds)	9%	10%	7%	9%	14%	11%	7%

13. The data presented above shows a general trend down in vacancy rates since the peak in 2022 (except for Johnston Street which remains high and Rathdowne and Queens Parade which have seen increases in vacancy rates). To supplement this data, Council officers also review other inputs into ensuring conditions for these centres can support growth and vibrancy.
14. Contrary to common perceptions, research indicates that availability of on-street parking does not directly translate to increased spending on a street.
15. A study of Lygon Street in Carlton (comparable to many of Yarra's main streets) examined the economic impact of different transport modes.
16. The research (URBIS, Alison Lee, 2022) found as a comparison that while individual cyclists spend an average of \$16.20 per hour in these centres, compared to \$27.00 per hour for car drivers, the space occupied by a single car can accommodate six bicycles. As a result, one car space generates \$27.00 per hour in retail spending, whereas six bicycle spaces generate a combined \$97.20 per hour.
17. Beyond cycling, other transport modes, including public transport, carshare/taxi services, and walking also contribute significantly to local spending.
18. More generally it is important to acknowledge that e commerce and online retail trade is impacting all brick and mortar locations globally.
19. According to BWP Advisors founder Richard Jenkins (Feb 2025) in Victoria "the biggest change in the strips has been the growth of services-based occupiers which now account

for 21% of all shops and has now overtaken Clothing and Footwear retailers, whereas 25 years ago, clothing accounted for 33% of all shops in the strips.”

Bridge Road: Case Study

20. In 2018, Council implemented for Bridge Road only a variable parking rate that saw the first 30 minutes of parking effectively half-price, with the second 30 minutes free, while the second hour maintained its standard flat rate. The intent behind this change was to assist traders and to invigorate an activity centre that appeared to be in decline. (Table below shows vacancy rates for Bridge Road only)

Table 3: Vacancy Rates – Bridge Road Only

	2019	2022	2023	2024
Bridge Road	17%	21%	19%	18%

21. Council has been monitoring the impact of this change, and the table below shows occupancy rates of the parking bays for Bridge Road which only considered that post parking fee changes.
22. In ground sensors were installed across City of Yarra between 2017 and 2018, consistent data reporting commenced as of 2019 which has been included within this report. .

Table 4: Occupancy Rates – Bridge Road Only

Table: Average Parking Occupancy (%) on Bridge Road, 8:00–22:00, 2019–2024				
Hour	2019	2022	2023	2024
8:00-9:00	25.44	26.29	27.16	23.53
9:00-10:00	34.18	37.16	34.77	31.34
10:00-11:00	48.33	51.33	51.82	48.66
11:00-12:00	56.68	59.06	60.30	57.33
12:00-13:00	62.51	63.66	65.64	64.36
13:00-14:00	63.02	65.72	67.68	66.00
14:00-15:00	57.48	60.41	61.78	59.51
15:00-16:00	48.84	50.56	50.56	45.99
16:00-17:00	42.36	44.15	41.03	37.15
17:00-18:00	40.84	42.33	43.72	39.96
18:00-19:00	50.65	53.25	54.45	53.01
19:00-20:00	62.35	64.77	65.27	66.54
20:00-21:00	58.34	60.19	61.50	60.18
21:00-22:00	45.50	46.59	46.81	44.05

Analysis of Bridge Road Case Study – post change to now:

23. Parking occupancy on Bridge Road between the hours of 8:00–22:00 has shown a mixed trend since the fee reduction in 2019. Some points to note:
- (a) Comparing 2019 and 2022 a slight increase in occupation was noted between the hours of 0800 – 22:00 specifically:
 - (i) a slight increase in occupation was noted between the hours between 10:00 and 15:00;

- (ii) a slight increase in occupation was noted between the hours between 18:00 and 21:00; and
- (iii) a slight decrease in occupation was noted between the hours of 08:00 and 10:00.

24. The above information shows some improvement to occupancy rates but this is not considered to be significant.

Amenity Implications:

- 25. Whilst there are no known amenity implications from the introduction of free paid parking, it can be assumed that driver behavior may change. Some of these risks are further detailed in below sections.
- 26. Any changes to activity centers should include a review of all parking restrictions including loading zones and accessible parking bays during any trial process. This will be to ensure the areas are correctly serviced for all the community.

Options

- 27. There are a number of options for Council to consider with three outlined below. It should be noted that the cost analysis has been based on 2024 calendar year for revenue collected from both PayStay & Meters.
- 28. Further, the parking restrictions on these mentioned streets are 2p restricted.

Option 1	NO CHANGE - Retain existing paid parking fees and consider pricing as part of the Parking and Kerbside Strategy work scheduled for 25/26.
	Recommended

- 29. The three Richmond shopping centres being considered as part of this report are distinctly different. In addition to concerns about financial sustainability as a result of impact to income, there is no evidence to suggest that the changes proposed via the NOM's are required and/or that they would be beneficial.

Victoria Street

- 30. There are many factors influencing the long term decline of the Victoria Street precinct including structural issues, reluctance to reinvest, online and large-format retail dominance, public safety, and challenges such as drug-related activity.
- 31. As part of a separate report to this meeting, Officers have recommended that Council endorses the development of the Victoria Street Revitalization Plan as a locally led initiative aimed at delivering short, medium and long-term targeted interventions in partnership with residents, businesses, and private sector stakeholders.
- 32. Over time, whether parking arrangements should change could be considered as part of this work as part of the identification of a holistic, evidence led response.
- 33. It is considered that introducing parking changes in isolation at this time would have negligible benefits to the Centre.

Swan Street

34. Swan Street is one of Yarra's busiest, most successful strips with a wide variety of retail, service and hospitality offerings. It benefits from proximity to the CBD, Melbourne's sporting and arts precincts, public transport and significant areas of employment (i.e. Cremorne).
35. New investment in Swan Street continues with significant new development occurring in the precinct. The construction of the Australia Post headquarters (\$460m) is a recent example.
36. Changes to parking arrangements should be informed by evidence and considered in an holistic, whole of city manner.
37. It is unclear what the "problem" is that is driving a desire for change to the parking arrangements for Swan Street and in turn how a change is justified.

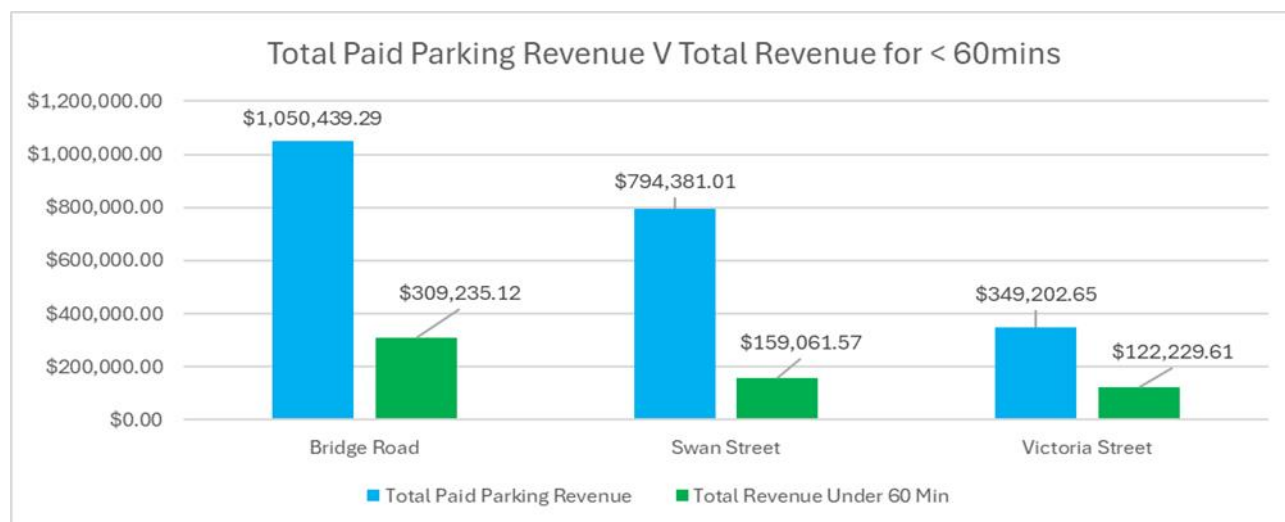
Bridge Road

38. Although Bridge Road vacancies have reduced overtime the centre still has high vacancy rates.
39. As outlined previously, changes to parking management arrangements (still in place) previously implemented in Bridge Road have had a negligible impact.

Option 2 Implementation of a 1-hour free parking across Richmond Shopping Strips (Bridge Road, Swan Street and Victoria Street), for a 12 month period

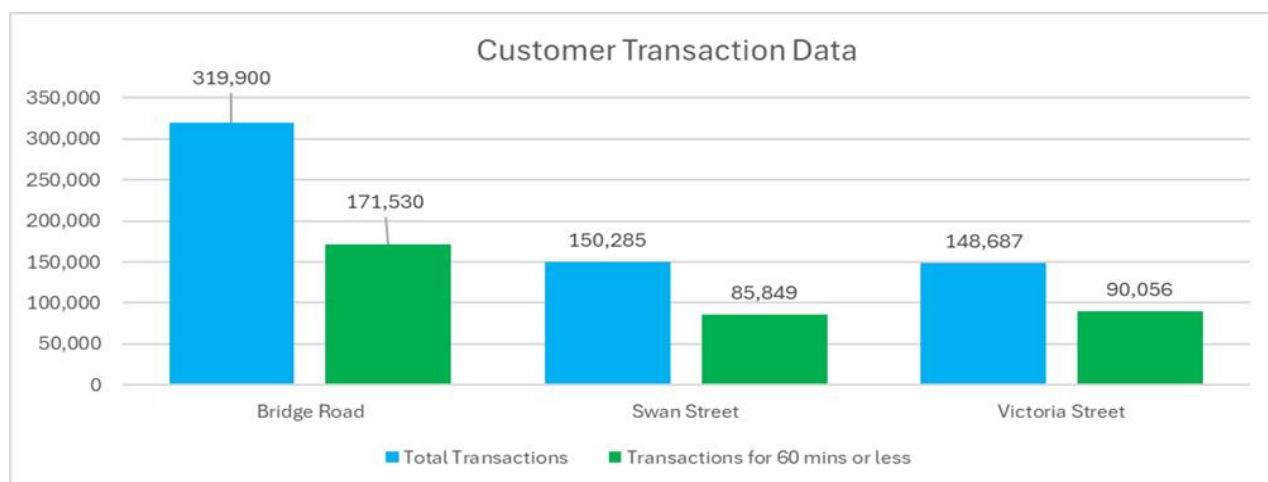
40. Option 2 models cost for implementation of 1-hour free parking. The data shows that between 20%-30% of total revenue collected applies to parking fees for less than 1-hour of parking.

Graph 1: Outlines revenue data



41. The data shows that between 53% – 61% of all transactions are for 1-hour or less.

Graph 2: Outlines transaction data



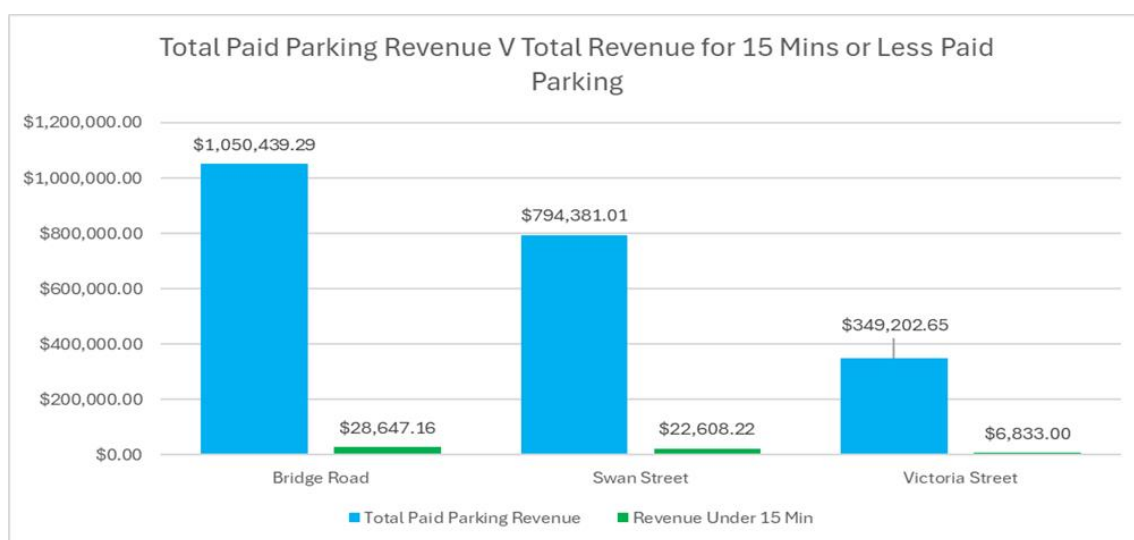
42. Based on applying option 1 across the 3 centres, the loss in revenue would be approximately **\$590,000** per annum.

Option 3 Implementation of 15-minute free parking across Richmond Shopping Strips (Bridge Road, Swan Street & Victoria Street), for a 12-month period.

Not Recommended

43. Option 3 models cost for implementation of 15-minute or of less paid parking. The modelling of this options allows for incidental parking needs.
44. The data shows that between 2-3% of total revenue collected applies to parking fees for less than 15 min of parking.

Graph 3. Total Paid Parking Revenue V Total Revenue for 15 Mins or Less Paid Parking



45. Based on applying option 2 across the 3 centres, the loss in revenue would be approximately \$58,000 per annum.

Analysis

46. The table below shows the percentage of transactions along each of the centres in Richmond over a 12-month period, with table 2 combining both transaction and revenue detail.

Table 5: Percentage of overall transactions for < 60 minutes and < 15 minutes

Street	< 60 mins	< 15 mins
Bridge Road	53%	15%
Swan Street	57%	20%
Victoria Street	61%	13%

Table 6. All data combined for 12 months.

Street	Total Transactions	Total Revenue	Transactions Under 60 Min	Revenue Under 60 Min	Transactions Under 15 Min	Revenue Under 15 Min
Bridge Road	319,900	\$1,050,439.29	171,530	\$309,235.12	50766	\$28,647.16
Swan Street	150,285	\$794,381.01	85,849	\$159,061.57	31401	\$22,608.22
Victoria Street	148,687	\$349,202.65	90,056	\$122,229.61	20058	\$6,833.00
Total	618,872	\$2,194,022.95	347,435	\$590,526.30	102225	\$58,088.38

Table 7. Risk Assessment

Risk/Benefit	< 60 mins	< 15 mins
Possible Risks		
Loss of revenue		
Increased congestion		
Decrease in turnover of parking spaces		
Car spaces being utilized by carshare providers (Uber/Didi) while waiting for next ride.		
Required technology updates incl infrastructure changes such as signs		
Infringement revenue		
Reputational		
Possible benefits		
Allows quick visits (although this is possible now)		
Localised support		

47. Officers have also completed preliminary benchmarking; however, this was not an extensive exercise.

Table 8. Benchmarking.

Council	Paid Parking Incentives	Status
City of Melbourne	Free 15 mins (EasyPark app only)	Active
City of Sydney	Free 15 mins in shopping precincts	Active
City of Perth	Free 15 mins in shopping precincts Free 1hr in shopping precincts	Past Trials

48. It is currently not known what the costs would be to implement technology changes to accommodate free parking for these centres. This would be resolved with our providers.

49. Additionally, officers will need to test any changes to the system to ensure this is adequate to manage customer experience but anticipate that should Council support the implementation of free parking in Richmond that this could be implemented by 1 July 2025.
50. As mentioned within the report, a full project management plan will need to be prepared ahead of the change, including a communication plan to engage the community.

Community and stakeholder engagement

51. If changes were approved, a communication plan would be prepared ahead of implementation.

Strategic Analysis

Alignment to Council Plan

Strategic Objective three - Local economy

- 3.1 Support Yarra's employment precincts and drive economic development opportunities
- 3.2 Revitalise local retail, arts and culture and night-time economy to enhance Yarra as an economic destination and extend our reach through partnerships and advocacy
- 3.5 Manage access, safety and amenity to enhance people's experience when visiting Yarra

Strategic Objective six - Democracy and governance

- 6.2 Manage our finances responsibly and improve long-term financial management planning

Climate emergency

52. This report discusses impacts of paid parking fee structures which may influence peoples travel choices.

Community and social implications

53. It is unknown at this stage if there are any community and social implications.

Economic development implications

54. The report provides comments in relation to this topic.

Human rights and gender equality implications

55. This project has been assessed under The Charter of Human Rights and Responsibilities Act 2006 and Gender Equality Act 2020 and no implications have been identified.

Finance and Resource Impacts and Interdependencies

56. The draft budget 25/26 has been prepared based on the current fees and charges.
57. If Council resolves to implement new parking pricing, the draft budget will need to be amended to reflect reduced income.

- 58. Implementing free parking for durations of 60 minutes across Bridge Road, Swan and Victoria Street for a 12-month period, would result in a revenue loss of approximately \$590,526.30 (\$6 Million cumulatively over 10 years). This figure is based on the previous 12 months data.
- 59. Implementing free parking for durations of 15 minutes or less across Bridge Road, Swan Street and Victoria Street for a 12-month period, would result in a revenue loss of approximately. \$58,000.

Legal and Legislative obligations

Conflict of interest disclosure

- 60. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates.

Risks Analysis

- 61. A risks and benefit analysis has been considered earlier in the report.

Report attachments

Nil

7.6. Property Strategy 2025 - 2030

Author Fadi Fakhoury – Manager Property Services
Authoriser General Manager Infrastructure and Environment

Executive Summary

Yarra City Council is the custodian of a significant and valuable property portfolio. In managing the portfolio, Council undertakes a range of property management functions including the leasing/licensing, investment, acquisition, operation, maintenance, and disposal of properties.

This report presents a new Property Strategy for adoption. The strategy builds upon the 2018 Property Strategy to provide a guiding framework for how Council will manage its property portfolio over the next five years. The Property Strategy aims to:

- (a) Provide a detailed understanding of the context in which Council makes decisions about its properties;
- (b) Set clear strategic objectives that will guide property related decisions; and
- (c) Establish a clear and transparent direction that governs Council's:
 - (i) Decisions about use of property;
 - (ii) Acquisition of new property;
 - (iii) Allocation of policy through leasing and licensing of Council premises;
 - (iv) Strategic investments and property related partnerships; and
 - (v) Disposal of property.

Officer Recommendation

That Council:

1. Notes the feedback received in relation to the draft property strategy and thanks the community for their involvement.
2. Adopts the final Property Strategy 2025-2030 as included in Attachment 1.

History and background

1. The overarching objectives of the Local Government Act 2020 are to ensure Councils adhere to sound financial practices, put in place long-term planning and effective risk management frameworks to support the financial sustainability of Council and act in the best interests of the community, including future generations. Establishing a property strategy to guide operational decision making supports these objectives.
 2. Yarra's inaugural property strategy was formally adopted by Council in March 2018 with aspirations to:
 - (a) Build and support a safe, healthy, and cohesive community;
 - (b) Support a sustainable city with responsive and flexible community infrastructure; and
-

- (c) Embed a holistic approach in planning and delivery.
- 3. The Property Strategy is due for renewal. Over the last eighteen months officers have undertaken a review of current property operations and benchmarked the policy documents of 25 Australian local governments to develop a new Property Strategy that builds upon the foundations of the 2018 version.
- 4. In December 2023 Council adopted Yarra's *Financial Sustainability Strategy*. One of the key actions of the *Financial Sustainability Strategy* is the development of a Property Strategy.
- 5. When considering the direction of a new Property Strategy, officers identified several opportunities to address gaps in the previous strategy and to improve on practice. These opportunities include:
 - (a) Provide a governing framework for lease and licensing arrangements:

By integrating a lease and licensing policy into the Property Strategy, Council is promoting transparency and consistency in how decisions are made about who is provided access to community facilities through leases and licenses, what they pay for that access and how long they have these entitlements.
 - (b) Explain the criteria that will be applied to make property related decisions including any acquisitions and disposals:

The current strategy provides headings for property assessment criteria. Expanding on this to clearly explain what factors are considered when making decisions about properties creates greater transparency;
 - (c) Respond to community feedback that Council should be reviewing underutilized properties:

Importantly, the Property Strategy responds to feedback obtained through the community vision, Council Plan and *Financial Sustainability Strategy* consultation processes, which asked Council to consider how to best use and activate properties it holds. The Property Strategy provides a property assessment tool to help guide decision making about individual property use and provides the remit for officers to act when an opportunity to improve property management practice is identified;
 - (d) Provide the authorizing environment for property related transactions:

The revised strategy aims to provide clarity regarding roles and responsibilities; and
 - (e) Consolidate all property related policies and frameworks into a single strategy that provides cohesive direction:

Other local governments typically have a collection of policies, procedures and other documents that collectively govern property management. Best practice benchmarks consolidate multiple policies into a single governing strategy.

Discussion

Council's property portfolio

- 6. Yarra City Council manages a property portfolio valued at over \$1.2 billion on behalf of the community. Excluding roads and laneways, this portfolio comprises more than 300 properties across the city's 19.5 square kilometer area.
 - 7. The portfolio includes:
-

- (a) Freehold proprieties where Council is the owner;
 - (b) Land under Council's ownership or control as granted by legislation, such as roads;
 - (c) Crown Land where Council is appointed as the Committee of Management; and
 - (d) Tenancies where Council is the tenant in various private and government owned properties.
8. Council properties can be classified into five broad categories:
- (a) Civic use – town halls, libraries, arts centers, administration spaces, recreation centers, aquatic centers;
 - (b) Commercial property - shop fronts, office accommodation, service infrastructure;
 - (c) Community service infrastructure - neighborhood houses, senior citizen centers, kindergartens, community centers, maternal child health centers;
 - (d) Open space - parks, reserves, sports grounds, playgrounds, path networks; and
 - (e) Transport infrastructure - roadways, laneways, rights of way, footpaths.
9. The list of properties Council owns or is responsible for is appended at Attachment 2. This is constantly being updated by Council's property team as circumstances change or as Council makes decisions.

Strategically managing our portfolio

10. Council's role in managing property is multi-faceted and needs to balance an array of competing interests:
- (a) As a service provider, Council uses property assets to enable the delivery of quality community services to our residents;
 - (b) As the authority responsible for a prosperous future Yarra, Council must leverage its property portfolio to improve financial sustainability;
 - (c) As a planning authority for future Yarra, Council must make long term strategic decisions about land and property use; and
 - (d) As a community property manager, Council must make short and medium-term decisions about the use and allocation of property.
11. Grounded in a comprehensive understanding of our overarching context, the Property Strategy outlines Council's strategic property objectives for the next five years. These objectives are:
- (a) Realizing maximum community benefit;
 - (b) Ensuring we have the right properties in the right locations;
 - (c) Working towards financial sustainability;
 - (d) Maximizing property utilization and activation;
 - (e) Ensuring transparent and equitable property allocation; and
 - (f) Ensuring good governance in property decision making.

Options

Option 1 – Adopt the Property Strategy 2025 - 2030

Recommended

12. The Property Strategy was developed using insights from over 25 documents from organisations across Australia. It was also presented to the community, with feedback incorporated into this final version.
13. The strategy includes a review mechanism at the end of the first year to assess its effectiveness and provide an opportunity for any necessary amendments.

Option 2 – Do not adopt the Property Strategy and/or request changes

Not recommended

14. Council may choose not to adopt the strategy at this stage and instead request further refinements.
15. If Council identifies specific concerns or areas for improvement, these could be addressed through targeted amendments rather than delaying adoption.

Community and stakeholder engagement

16. In addition to using a plethora of strategic documents from other Victorian and Australian Councils, officers conducted thorough internal and external consultation to ensure the draft strategy supports Council's various operations.
17. Officers sought feedback on the draft property strategy through a community engagement process.
18. Community consultation on the draft property strategy opened on 31 May 2024 and closed on 24 June 2024. The following sections of this report detail the activities that occurred as part of the consultation.
19. Officers received 369 responses during the consultation period. One additional submission was also received after the closing time through Council's customer request management system, bringing the total number of responses to 370. The total number of unique participants was 360.
20. The data was reviewed to ensure data integrity. As part of this process:
 - (a) Six blank responses were deleted from the analysis; and
 - (b) Four responses were consolidated. Where multiple responses have been submitted from the same email address with the same demographic data, it was assumed that the individual has provided multiple pieces of feedback through separate entries, and these entries have been consolidated and counted as a single response.
21. Officers have considered the 360 responses from participants in the data analysis.
22. In addition, 49 customer enquiries relating to the draft property strategy were received through customer service channels. In most cases, these enquiries were from participants of the formal consultation who sought to reiterate their view via email or phone call. All these enquiries related to feedback on the proposed officer delegations. These responses

have not been considered in the analysis of the consultation data as it would have duplicated their Your Say feedback.

23. The engagement was promoted through the following communication activities:
 - (a) Your Say Yarra Page;
 - (b) Social media posts on LinkedIn, Facebook and Instagram (both organic and paid);
 - (c) Yarra Life EDM newsletter;
 - (d) Yarra Leisure EDM newsletter;
 - (e) An in-person engagement activity at Gleadell Street market in Richmond on 15 June 2024;
 - (f) Targeted emails to over 100 recreation and leisure stakeholders;
 - (g) Bicultural Liaison Officers (BLOs) at the pop-ups;
 - (h) Digital screens;
 - (i) Yarra News (general YSY engagement promotion);
 - (j) CALD radio ads with 3ZZZ;
 - (k) News item on corporate website;
 - (l) Postcards at pop up events and placed at reception of 19 Council buildings; and
 - (m) Poster with QR code at pop up event.
24. The draft property strategy on Your Say Yarra was viewed 1924 times during the consultation period.
25. Most participants who completed this survey said they live in the City of Yarra (94.15%).
26. Feedback was sought on whether the draft strategy sets the right direction, matches community priorities regarding the seven strategic levers, and sought feedback on the cash reserves approach. The community was also asked whether there was anything else that should be considered in the strategy or to achieve the financial sustainability goals outlined.
27. The key community feedback themes included:
 - (a) Officer delegation:

Most participants commented on the proposed delegation for property acquisition and disposal decisions. In response, the strategy has been updated to ensure all such decisions remain with the elected Council;
 - (b) Concerns about asset sales:

Some feared the strategy could be used to sell assets to reduce Council debt. Officers clarified that sale proceeds will be used by Council to support strategic priorities and initiatives, so no changes were required;
 - (c) Community consultation & transparency:

Concerns were raised about significant properties being sold without consultation. To address this, the strategy explicitly outlines consultation requirements and

directly references Section 114 of the Local Government Act to ensure transparency;

(d) Property sales approach:

Views on selling Council property varied—some opposed any sales, while others supported selling under-utilized assets to fund new infrastructure. The strategy includes clear disposal criteria and confirms that all decisions will rest with the elected Council; and

(e) Clarity and Length of Strategy:

Some felt the strategy was too long. However, merging all property-related policies into a single document is best practice, so no changes were made.

28. The community engagement report detailing the particulars of the engagement response is included as Attachment 3.
29. Additional changes were undertaken to refine some parts of the strategy and improve its clarity.

Strategic Analysis

Alignment to Council Plan

Strategic Objective six - Democracy and governance

- 6.1 Provide opportunities for meaningful, informed and representative community engagement to inform Council's decision-making
- 6.2 Manage our finances responsibly and improve long-term financial management planning
- 6.3 Maximize value for our community through efficient service delivery, innovation, strategic partnerships and advocacy
- 6.4 Practice good governance, transparency and accountable planning and decision-making
30. The development of the Property Strategy is action 2.2 of the adopted *Financial Sustainability Strategy*.
31. The 2024/25 *Annual Plan* also has an action to officers to develop, and for Council to endorse, a property strategy.

Climate emergency

32. While the draft strategy does not have direct implications for climate change and sustainability, it is informed by the Yarra Climate Emergency Plan, which serves as a critical lens for evaluating and future-proofing decisions.

Community and social implications

33. The improved decision-making framework and well-defined strategic objectives are anticipated to greatly enhance community access, benefits, and perceptions of properties owned and managed by Council. This enhancement will foster a more inclusive and beneficial relationship between the community and these assets.
34. Over the medium to long term, these changes are also expected to significantly enhance the social value of the property portfolio, contributing positively to the community's overall wellbeing and cohesion.

Economic development implications

35. Throughout the strategy there are references to using Council-owned assets to activate properties, precincts and activity centers. High utilization of Council's facilities will contribute to positive economic development.

Human rights and gender equality implications

36. The draft property strategy will help contribute to financial sustainability, to meet the needs of Yarra's diverse community, now and into the future. It will take account of the Victorian Charter of Human Rights and Responsibilities Act 2006, Yarra's Social Justice Charter and gender equality legislation.

Finance and Resource Impacts and Interdependencies

37. The strategy aims to better direct and utilize our extensive property portfolio, valued at over \$1.2 billion — with the majority in land assets worth approximately \$1 billion and the remainder in property assets valued at \$200 million.
38. This strategy will also have a positive impact on the achievement of the Financial Sustainability Strategy and its objectives.
39. From an asset management perspective, this strategy is aligned with our asset plan and will play a pivotal role in guiding the development of the 10-year capital work plan and the Community Infrastructure Plan.

Legal and Legislative obligations

Conflict of interest disclosure

40. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

41. This draft property strategy is developed to minimize Council's risks and exposures by developing a robust strategic decision-making framework. This will enable Council to make property decisions fairly, transparently and strategically while maximizing the value extracted out of its property portfolio.

Implementation Strategy

Timeline

42. Should the strategy be adopted, implementation will begin immediately by undertaking a full review of Council's property portfolio against the principles and criteria set by the strategy.

Communication

43. Upon adoption, the Yarra community will be notified of the adoption and where further information can be found. Any further community engagement activities will be

undertaken in accordance with Council's Community Engagement Policy and legislative requirements.

Report attachments

1. 7.6.1 Attachment 1 - Draft Property Strategy 2025 - 2030
2. 7.6.2 Attachment 2 - Property Register March 2025
3. 7.6.3 Attachment 3 - Property Strategy Engagement Report

Property Strategy

2025-2030

Draft for -Councillor Workshop

March 2025



Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra. We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra. We pay our respects to Elders from all nations and to their Elders past, present and future.

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Executive summary

Purpose of this strategy

Yarra City Council is the custodian of a significant and valuable property portfolio on behalf of the community. We are responsible for the full spectrum of property management functions including the investment, acquisition, operation, maintenance, and disposal of properties. The purpose of this property strategy is to serve as the guiding framework for how Council will manage its property portfolio over the next five years. It defines what we are working towards in the medium term and provides useful instruction on how we will make operational decisions that will lead to the achievement of our strategic property objectives.

Context

We operate in an evolving and complex environment where there are competing demands for property use, a myriad of potential choices for allocation and competitive market conditions that make our property assets one of Council's most valuable. As a portfolio manager, we need to respond to, and balance, a wide range of strategic and operational considerations in our decision making.



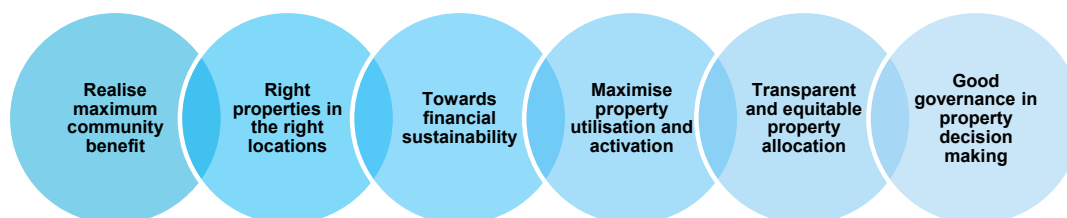
It is in this context that we need to:

- Make strategic decisions about land and property use.
- Make operational decisions about short term property allocation.
- Leverage our property portfolio to improve our financial sustainability.

We need to do this in a way that is proactive, future focused, aligned and evidence based.

Our strategic property objectives

In response to the opportunities and challenges presented by our macro and operating environments, we are focusing our efforts to advance six strategic property objectives:



Decision making framework

To deliver on our strategic objectives, we need to make operational decisions that align with our medium and long-term goals. To achieve this, we have adopted policy positions across all of our key property management functions: portfolio management, leasing and licensing, acquisitions, disposals and strategic partnerships and investments. The below table summarises our key policy positions.

Property function	Our key policy positions
Portfolio management	<ul style="list-style-type: none"> We actively review property holdings to ensure they match our needs and are performing to the greatest potential. We will classify our properties into three categories to help designate their use: civic, premier and community properties. We will give Council first opportunity to designate a property as a civic property to hold for Council use, to support effective service delivery. We will require market rent for premier properties. We will give first preference to organisations that demonstrate community benefits and capacity to pay market rent. We will apply a priority of access framework to allocate community properties.
Leasing and licensing	<ul style="list-style-type: none"> We will apply priority of access principles to make decisions about property allocation. We will consider our community service priorities, community impact, property utilisation and activation, and each users capacity to pay. We will promote shared access to Council facilities by preferencing licenses over exclusive leases. We will implement transparent rent structures, that are proportionate to a user's capacity to pay. We will ask the community groups that benefit from accessing our properties to share in the maintenance of the facilities they occupy, to create a more sustainable model. We will implement standards for maximum agreement terms, to give us greater flexibility. We will ask our tenants and licensees to regularly acquit against community benefits, to make sure the outcomes we anticipated at the time of decision making are being realised.
Acquisitions	<ul style="list-style-type: none"> We look to actively acquire properties we know we need. We will establish a strategic acquisition fund to finance the purchase of property we need.
Disposals	<ul style="list-style-type: none"> We will make recommendations to Council to dispose of properties that are underperforming or that could be exchanged for better value. We use the income we generate from disposals to fund future land purchases.
Strategic partnerships and investments	<ul style="list-style-type: none"> We will only enter strategic partnerships or investments that clearly align to the achievement of a goal defined in a Council plan or strategy. We will only enter partnerships or invest in opportunities that are in the best interest of current and future Yarra residents. We will steer away from partnerships and investments that result in cost shifting or that are not clearly aligned to a Council adopted plan or strategy.

Purpose of this strategy

Yarra City Council is the custodian of a significant and valuable property portfolio on behalf of the community. We operate in an evolving and complex environment where there are competing demands for property use, a myriad of potential choices for allocation and a profound need to develop a long-term plan for community infrastructure and service delivery. It is in this context that this document aims to provide a clear and robust framework to guide all property related decisions to make sure that we are generating maximum public value.

Purpose and application

This property strategy is to serve as a guiding framework for how Council will manage its property portfolio over the next five years. It aims to define what we are working towards in the medium term and provide useful instruction on how we will make operational decisions that will lead to the achievement of our strategic property objectives.

Why does Council need a property strategy?

One of the key actions of *Yarra's Financial Sustainability Strategy* is to develop a property strategy to ensure that the way we make decisions about Council's property portfolio aligns and enables the achievement of Council's broader strategic goals and objectives. It is in this light that this strategy provides clear and meaningful policy positions that help to guide day to day decision making about property. By creating a transparent and structured approach to decision making, we will maximise the value we create through the management of Council's property assets.

Structure

This strategy is divided into three parts:

Part	Purpose	Scope
Part 1: Context	<i>To provide background on Council's role in property management, how we are currently situated and where we need to respond to be effective in our role</i>	<ul style="list-style-type: none">• Outlines Council's roles and responsibilities in relation to property management• Canvases the current state of Council's property.• Explores the macro and operating environments in which we make property related decisions.
Part 2: Strategic objectives	<i>To establish the focus areas for our property management efforts for the next five years</i>	<ul style="list-style-type: none">• Articulates the strategic objectives we will work towards over the next five years.• Communicates why these objectives are important in the context in which this property strategy is situated.• Defines what success looks like.
Part 3: Decision making framework	<i>To provide practical guidance on how we make operational decisions that lead us to achieve our strategic objectives</i>	<ul style="list-style-type: none">• Adopts policy positions in each area of property management that align to our strategic objectives.• Provides decision-making processes that apply these policy positions.• Establishes the authorising environment for different property related decisions.

Review of this strategy

This strategy will be reviewed after one year of application.

From time to time, administrative updates may be made to reflect changes in legislation, role titles or other items that do not materially impact the intent of the strategy.

Any material change to this strategy that impacts decision making and practical application must be approved by the elected Council.

Part 1: Context

Council is entrusted by the Yarra community to manage its diverse property portfolio in a strategic and contemporary way. We are responsible for the full spectrum of property managing functions including the investment, acquisition, operation, maintenance, and disposal of properties. This section of the property management strategy provides an overview of Council's property portfolio and Council's obligations in relation to its management.

What is Council property?

Yarra's portfolio is diverse and includes a range of property types. In the context of this strategy, property refers to any land, buildings and improvements that Council has interest in as the property as the manager or the occupant. It includes:

- freehold properties where Council is the owner
- Land under Council's ownership or control as granted by legislation, such as roads
- Crown Land where Council is appointed as the Committee of Management
- tenancies where Council is the tenant in various private and government owned properties.

Property categories

Our properties can be classified into five broad categories:

Property	Examples
<i>Civic use</i>	Town halls, libraries, administration spaces, recreation centres, aquatic centres, operations depots
<i>Commercial property</i>	Shop fronts, office accommodation, service infrastructure
<i>Community service infrastructure</i>	Neighbourhood houses, senior citizen centres, kindergartens, community centres, maternal and child health centres, public toilets
<i>Open space</i>	Parks, reserves, sports grounds and pavilions, playgrounds, path networks
<i>Transport infrastructure</i>	Roadways, laneways, rights of way, footpaths

Creating public value

In all our property dealings we strive to create value for our community by:

- using our properties to deliver community services
- enabling and sustaining community led connections and creative opportunities
- facilitating community access to properties to participate in programs and connect with others
- contributing to Council's long term financial sustainability
- creating a resilient and prosperous community

How has Council obtained its property portfolio?

Yarra City Council's current property portfolio has been shaped by many different events over the City's history.

- Through the local government amalgamations of 1994, Yarra City Council was vested ownership of the property assets previously owned by the former cities of Richmond, Collingwood and Fitzroy.
- Over time Council has been vested ownership of new parcels of land and properties as a result of land transfers and exchanges with state government.
- Council has purchased property to add to its portfolio and equally, divested of property that is no longer required.

Each of these events contribute to the current composition of Yarra's property portfolio.

What does Council do with property?

Council's properties are used in many and varied ways. The current portfolio is used to:

- Enable Council's service delivery by providing buildings to operate services like kindergartens, maternal child health services, family services, libraries and council customer service.
- Support community organisations and other parties to deliver community services.
- Facilitate recreational, leisure and sporting activities.
- Provide places of community connection and participation in outdoor open space and in built facilities like community centres, neighbourhood houses and arts and cultural venues.
- Provide transport connections and other critical infrastructure.
- Generate revenue

An overview of Yarra's property portfolio

As at March 2025, Yarra City Council manages a property portfolio valued at over \$1.2 billion on behalf of the community. Excluding roads and laneways, this portfolio comprises more than 300 properties across the city's 19.5 square kilometres area. – making our portfolio one of Yarra's most valuable assets.

An overview of our property types

Number	Property types
3	Town halls
5	Libraries
25	Family, youth and children's centres
31	Community halls, rooms and centres
36	Leisure centres, sporting pavilions and grandstands
13	Commercial and office buildings
25	Public toilets
177	Public Space

An overview of current management arrangements

Number	Measure
103	Land parcels owned and managed by Yarra City Council
69	Buildings owned and managed by Yarra City Council
113	Parcels of Crown Land managed by Yarra City Council
30	Buildings owned by others where Council is the tenant

Strategic alignment

Council's property portfolio is a high value, strategic asset that we can leverage to support and achieve our community vision:

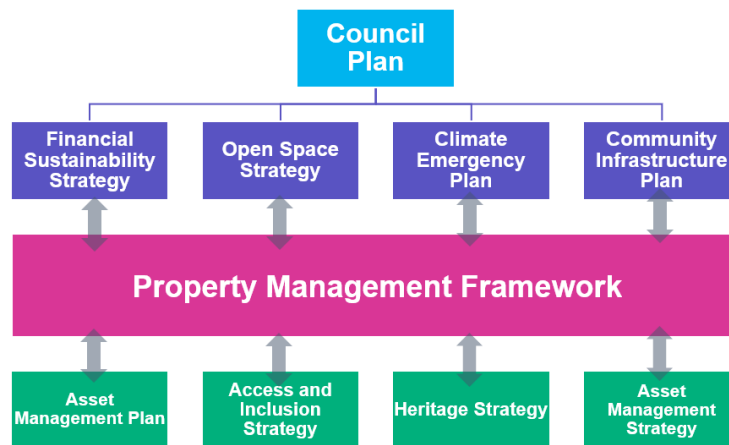
Yarra is a vibrant, safe and inclusive environment. We celebrate and embrace our diversity and connection to each other and the land. Our community is empowered to work together and support one another with trust and respect.

This property management strategy *enables* the achievement of our strategic goals as set out in:

- Council Plans
- Open Space Strategy
- Community Infrastructure Plan
- Financial Sustainability Strategy
- Climate Emergency Plan

In turn, this property management strategy is *informed by* Council plans and policies including:

- Asset Management Policy and Asset Plan
- Access and Inclusion Strategy
- Heritage Strategy
- Arts and Culture Strategy
- Gender Equality Action Plan



This strategy is also supported by a range of operational tools that aim to translate the principles and parameters established in this strategy into practice and to provide further detail and clarity about the way we approach property management.

Council's roles and responsibilities in managing property

Council's role in managing property

- Council's role in managing property is multi-faceted and we need to balance competing interests.
- As a service provider, we need to use our assets to provide quality community services to our residents.
- As the authority responsible for a prosperous future Yarra, we need to leverage our property portfolio to improve our financial sustainability.
- As a planning authority for future Yarra, we need to make long-term strategic decisions about land and property use.
- As a community property manager, we need to make short and medium-term decisions about use and allocation of property.
- As an asset owner, we need to ensure our assets are adequately managed, maintained, and – at the appropriate time – renewed

Council's responsibilities

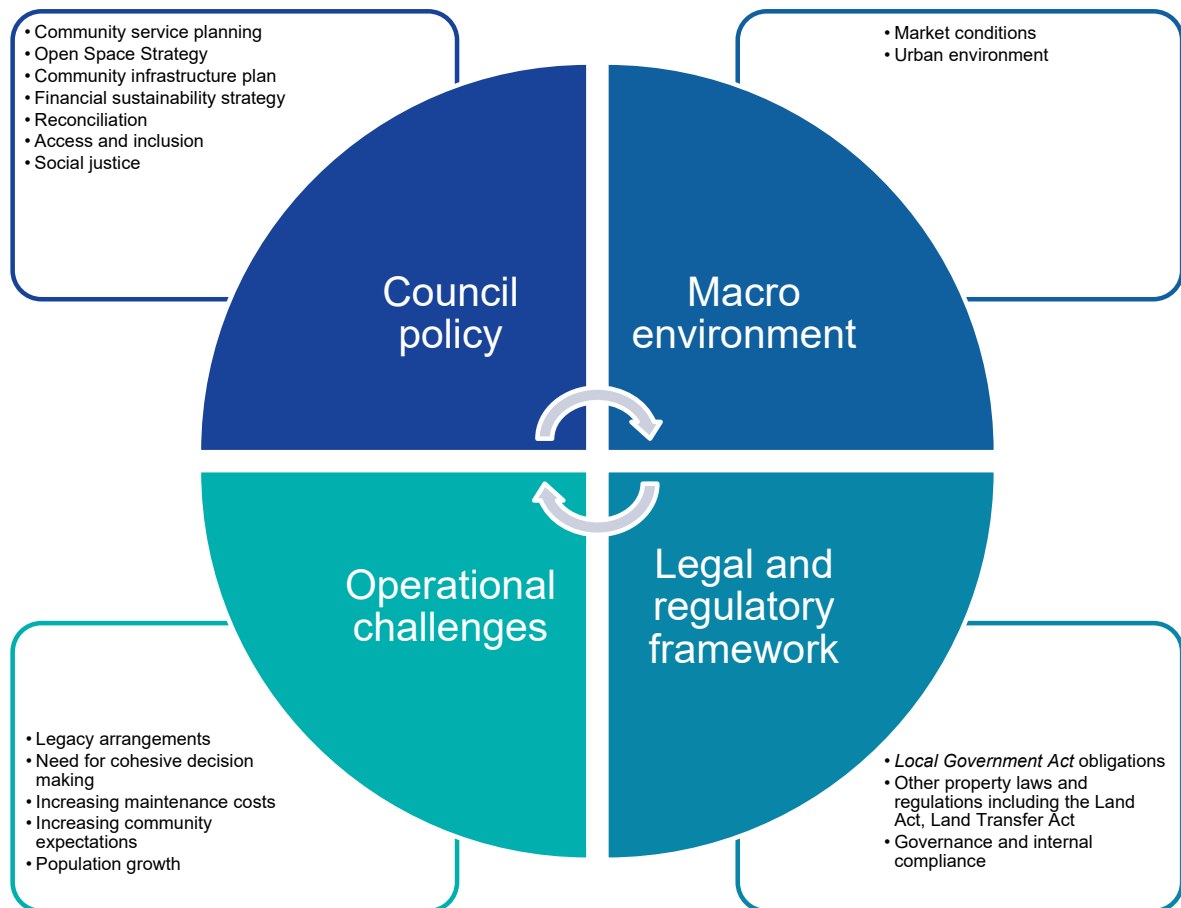
- To make strategic decisions that will result in intergenerational benefits for communities of Yarra.
- To conserve heritage, environment and cultural significance.
- To make financially responsible decisions.
- To promote social justice, community participation, access and inclusion through all Council decisions and services.
- To ensure our assets are working hard for our community.
- To comply with all governing laws, regulations and internal processes.
- To ensure our properties are safe, compliant and fit for purpose.
- To consult with the community on significant property related decisions.

Values underpinning our approach

- *Future focused* - Ensuring our decisions are strategic and in the best interests of current and future Yarra residents
- *Aligned* - Connecting our operational actions and decisions to our strategic objectives
- *Active* - Constantly reviewing our portfolio, seeking out opportunities and taking action
- *Evidence based* - Using our best data and insights to make the best decisions we can

Our strategic environment

The way we manage Yarra's property portfolio needs to take into account and balance an array of different, and often competing factors. Our decision making needs to respond to an ever-changing external environment as well as address operational challenges. This section of the property strategy canvasses the different strategic and operational opportunities and challenges that inform our property management approach.



Council policy

Community vision

Yarra 2036 Community Vision (Vision) is our first-ever community vision. It sets out the community's hopes, aspirations and priorities for the next 15 years. It is an important, long-term strategic document that guides all planning and decision making for Council and the community.

Vision statement:

Yarra is a vibrant, safe, and inclusive environment. We celebrate and embrace our diversity and connection to each other and the land. Our community is empowered to work together and support one another with respect and trust.

Our changing community

When we compare the current demographic profile of Yarra against the demographic profile predicted for the future, we can see that our community is changing. We know that:

- Yarra is set to experience population growth. Our population is predicted to increase by 49,850 people between 2023 and 2041, representing an almost 63 per cent increase.
- Equally, it is predicted that the number of residential dwellings in Yarra will grow from 49,961 in 2021 to 77,416 in 2041.
- Community infrastructure demands associated with a growing population will increase, so too will the need to renew and upgrade existing assets during a period of escalating construction costs.
- Changes in land use are on the horizon. Many former industrial and manufacturing areas are being redeveloped to mixed use precincts with a combination of residential, commercial, and business use.
- Yarra will retain a higher proportion of share houses and fewer families compared to greater Melbourne.
- 10% of Yarra residents currently live in public housing.
- A significant proportion of Yarra households do not own a car at double the Victorian average.
- Approximately 20.4% of households in Yarra live at the lowest end of the socio-economic scale, experiencing hardship and social disadvantage. In contrast, 25.8% of households earn an income of \$2,000 or more per week.

- Yarra has 25.3m² of open space per person, expected to reduce to 20m² per person with population growth.
- Over one quarter of the community was born overseas. In 2021, there were 18,025 non-English speakers living in the City of Yarra. Approximately 20% of residents speak a language other than English at home. Vietnamese, Greek, Mandarin, Italian and Cantonese are the top languages spoken at home, other than English.

Our evolving service profile

Council delivers a wide range of inclusive and accessible services and programs. These include childcare, recreation facilities, libraries, arts and cultural initiatives, services for older persons and people living with a disability. The businesses of local governments are diverse and subject to change. To keep pace with community expectations, changes in service markets and state and federal government policy, we are continuously reviewing the services that we offer as a council and the way we deliver them. Subsequently, our property portfolio needs to constantly adapt to match our service offering.

Understanding our future community infrastructure needs

We are developing a new community infrastructure plan which will give us important insights on how we can align our property portfolio with our community infrastructure requirements. Strategic analysis like the community infrastructure plan is key to ensuring that the property decisions we make now create intergenerational benefits. Shared use of public space and flexible community infrastructure is a means to manage community needs whilst the city grows and thrives.

Open space deficits

Our *Open Space Strategy* tells us that we need to create more open and green spaces to create a more liveable and sustainable Yarra that is fit for the future. The strategy sets the ambition to provide open space within easy walking distance for the majority of the community. We know that there are gap areas in all of our precincts, and that some areas within Yarra require a significant investment to achieve this target.

Managing Country

Council recognises that all land in the City of Yarra is Wurundjeri Woi Wurrung Country that was never ceded. The City of Yarra actively supports self-determination. We will work in partnership to advocate for and support opportunities to advance the land management interests of Traditional Owners.

Financial sustainability

In December 2023 Council adopted our *Financial Sustainability Strategy*. The strategy highlights a range of challenges we face to ensure our community is thriving and prosperous now and into the future. Importantly in the context of our property management, the strategy commits us to:

- optimising revenue generating assets, including property.
- taking a careful and fiscally responsible approach towards the use of reserves for strategic property acquisitions and major projects that will provide intergenerational community benefit.
- establishing and investing in new cash reserves for to enable future investment in community infrastructure and to address risk for unforeseen events.
- ensuring user fees and charges reflect the true cost of service.
- ensuring new community infrastructure investment is informed by evidence of need and is undertaken in a financially sustainable manner with the right blend of renewals and new infrastructure.
- ensuring the right level of services are provided to the community and effectively plan for future and changing community needs.
- strengthening Yarra's advocacy and partnerships to achieve a better share of, and weather the storm of declining government grants and subsidies.

Macro environment

Our urban environment

We are an inner-city local government where we are constrained for greenfield land and property is expensive. The result is that use of land and affordable property is highly contested. Many organisations look to Council for assistance to access property to enable the delivery of community services. High property prices are a barrier to some community organisations servicing Yarra and its residents.

Leveraging the value of our property portfolio

Yarra is well connected to the CBD and stands alone as a vibrant economic and cultural hub within Greater Melbourne. Our property portfolio is high value and diverse in its array of land and buildings. Many of our buildings have strong cultural, heritage and architectural character whilst our open spaces are beloved land assets accessed by residents of Yarra and visitors from beyond our boundaries.

Market conditions

Like any player in the market, Council needs to be considerate of broader conditions and trends in real estate. Interest rates, rising and falling property values and supply and demand trends all impact the decisions we make about how we use and hold property.

Inheriting assets and cost shifting

Through legacy arrangements or land transfers, Council sometimes formally or informally takes on the responsibility for new property assets on behalf of other tiers of government. Rarely, these arrangements are supported by ongoing funding to resource the maintenance and management of the new assets. This results in pressure on Yarra's operating budgets to absorb these costs.

Responding to the climate emergency

The climate emergency represents an unprecedented challenge – both globally and locally – with devastating consequences now and in the immediate future. The climate crisis is impacting people's health, wellbeing, and livelihoods and our natural and built environments. We need to consider how we manage our property portfolio to reduce our climate risk exposure while meeting the changing community needs.

Operational challenges

Legacy management arrangements

Some longstanding property management arrangements have been in place for many years without review. In some cases, arrangements have evolved to include sub-letting of Council property that hasn't always resulted in a fair return to Yarra. To make sure that we are generating optimum community benefits from our property management we need to implement a framework that regularly measures performance of our arrangements to make sure that we are realising the community benefits that were intended at the commencement of the arrangements.

Vacant or single occupation properties

Across our portfolio we have a number of properties that are sitting vacant or that are only being used by a single party. In a landscape where resources are finite, we need to make sure that each and every property is working hard and achieving maximum utilisation.

Need for cohesive decision making

We know that our property management would benefit from a more strategic approach to decision making. The volume of assets we manage, a lack of meaningful data on how property is used and the complex inter-dependencies that surround our property management present challenges to our decision making. We need to have a considered approach to make sure we are investing our efforts into the decisions and actions that will generate the most benefits. Opportunity costs are a significant risk to Council, as without a well-considered, tactical approach to portfolio management we are at risk of making uniformed or isolated decisions.

Increasing costs to maintain and manage property

Our assets are ageing, some of the land we manage is contaminated and building material and labour costs are rising. All of these factors contribute to increasing maintenance, insurance and management costs which burden Council's overall financial position. Finding a way for parties who benefit from access to Council's properties to

share in the ongoing costs of property maintenance is key to success.

Legal and regulatory compliance

The Local Government Act 2020

The *Local Government Act 2020* sets out Council's powers in relation to land. Part 4, Division 4 of the Act details Council's powers and obligations regarding:

- acquisitions and compensation
- creation of easements
- restrictions on power to sell or exchange land
- lease of land
- transfer, exchange, or lease of land without consideration.

Other laws and regulations

In addition, as both a landowner and land manager we must understand and comply with our obligations under numerous legislation including the following:

- *Children's Services Act 1996*
- *Crown Land (Reserves) Act 1978 (Vic)*
- *Emergency Management Act 1986 (Vic)*
- *Heritage Act 2017*
- *Land Act 1958*
- *Transfer of Land Act 1958*
- *Retail Leases Act 2003*
- *Occupational Health and Safety Act 2004*
- *Planning and Environment Act 1987*
- *Road Management Act 2004*
- *Subdivision Act 1988*
- *Environment Protection Act 2017*
- *Building Act 1993*
- *Local Government Best Practice Guideline for the Sale, Exchange, and Transfer of Land 2009*

Internal governance and compliance

In addition to these legislative obligations, the purchase or sale of land must also be undertaken in accordance with Council's relevant Instruments of Delegation, namely the Instrument of Delegation from Council to the Chief Executive Officer as amended from time to time, and the Instrument of Sub-delegation from the Chief Executive Officer to Council staff.

Part 2: Our strategic property objectives

To respond to the challenges and opportunities presented in operating environments, we need to be targeted in our property management approach. This section of the strategy sets our strategic objectives for the next five years and defines what successful property management looks like.

Over the next five years, the residents of the City of Yarra will elect a new Council, develop a new Council Plan, create a new community infrastructure plan and continue to deliver our day to day services to the community. Amongst this, we need to make strategic decisions about our property portfolio, and make operational decisions about short term use. While we need to have a flexible framework that responds to our changing environment, we also need to be clear about what we are trying to achieve in the medium term. It is in this context, that we have developed our six strategic property objectives.



Realise maximum community benefit

Our community is at the heart of all we do. In the first instance, we are committed to leveraging our properties to create and facilitate community benefit.

What success looks like:

- We facilitate community access to property to community groups and not for profit organisations, that each offer a specific and diverse value proposition to the Yarra community that is in demand and clearly benefits our residents.
- We secure value for money outcomes where Council is a tenant of a property.
- We can clearly articulate the value we are generating from each property use and allocation. We can demonstrate how each and every property use or allocation is contributing to the achievement of our broader goals and objectives.
- Our tenants and licensees acquit against community benefit regularly, so we know that the community benefits are being realised.
- Our allocation of property advances Council policy, including our commitment to social justice, community participation, cultural enrichment, economic development, climate emergency and access and inclusion. We focus on how we can create social dividends through our property allocation.

Right properties in the right locations

Our properties are a key enabler of our service delivery and provide the infrastructure to support quality community service. With service needs, levels and mixes constantly changing, we need to be able to respond to ensure our property portfolio is aligned.

What success looks like:

- We hold the properties that add the most value to our portfolio and divest of those that don't enhance our strategic position or can be exchanged for better value.
- We act on opportunities to grow or enhance our portfolio where it provides significant strategic or financial benefit.
- Our property holdings match our current and future community infrastructure needs.
- We show healthy activity in the market as we regularly review, dispose and acquire property to match our holdings with service need.
- Our decisions take into consideration the climate emergency risks
- All our properties are fit for purpose for the allocated use.

Towards financial sustainability

Our *Financial Sustainability Strategy* underscores the need for us to review all facets of Council service delivery and operations to ensure we are fit to thrive into the future. As one of our highest value assets and a significant area of expense, our property management approach must live the values of the strategy.

What success looks like:

- The ongoing costs of maintaining our portfolio are financially sustainable.
- We divest of property that is surplus to need and re-invest the funds we generate back into our community infrastructure network.
- Our portfolio includes a combination of management arrangements that balance market rent and subsidised rent arrangements.
- The users that benefit from accessing our properties share in the reasonable ongoing maintenance costs of the properties they access.
- We classify some properties as premier properties, leveraging them to generate income for Council.
- We are innovative in how we work with others to create public value. We pursue partnerships that provide a financial advantage to the Yarra community as a means to achieve community benefits in a value for money way.

Maximise property utilisation and activation

Our property resources are finite and highly valued, and we need to make sure that all our assets are working the hardest that they can.

What success looks like:

- We have no medium-term or ongoing property vacancies.
- Our properties are generally used every day, at all times of the day, all year round.
- Our occupancy and utilisation arrangements provide the greatest possible opportunity for the greatest number of people and groups to access our properties.
- Our use of properties promotes the activation and preservation of our activity centres and major precincts.

Transparent and equitable property allocation

Use of Council property is in high demand, and we need to make difficult decisions about how we prioritise access. This property strategy and our supporting operational practices need to be clear so that all interested parties know how and why we make our decisions.

What success looks like:

- The way we allocate use of property reflects our priorities and we make deliberate decisions to allocate property to parties that help achieve our broader strategic goals and objectives.
- Our community has full transparency on how we make decisions about property allocation.
- Our occupancy agreements and rental structures are consistent and equitable.

Good governance in property decision making

As the custodian of Yarra's property portfolio, we need to champion best practice governance in all of our decision making. We need to be clear about the process for making decisions and who is authorised to make various property related decisions.

What success looks like:

- Our property decisions are based on evidence, and we use the information we have at hand to make strategic, long-term decisions.
- This strategy and supporting operating policies enable well considered and timely decision making and property transactions.
- We consult with the community on decisions of significance through targeted engagement, in accordance with *Yarra's Community Engagement Policy*. Specifically, we will:
 - Give notice of any proposal to dispose of property on Council's website.
 - As required, conduct other engagement through direct mail, Yarra Life bulletins and signage to inform the community when Council is contemplating a property disposal.
 - Engage in a targeted consultation process when Council is contemplating any decisions of significance. Such decisions might include:
 - Where the decision will result in a change to the current or historic use of the property
 - Where the decision relates to a heritage property or a property of cultural significance
 - Where the decision is financially significant
 - Publish any property acquisitions on Council's website.
- All property transactions are compliant with the legislation, regulations and delegations that govern them.

Part 3: Decision making framework

This final section of the property strategy provides a framework for decision-making across each of the key property functions of Council. This section establishes policy principles to guide our operational decision-making results and ensure it is linked to the achievement of our strategic objectives.

Property management functions

As a property manager, Council undertakes a wide range of functions to manage property. The below table summarises the choices presented to Council when making decisions about the current and future uses and allocations of properties.

Property management function	Council's role
<i>Portfolio management</i>	Carefully curating Council's property holdings to make sure we have the right properties, divest of liabilities and that we allocate use appropriately.
<i>Property assessments</i>	Reviewing and assessing the value, purpose and use of individual property holdings and clusters of property, to aid decision making.
<i>Hold and occupy</i>	Hold the property as part of the portfolio and directly use it for Council operations to deliver a Council service.
<i>Hold and lease or license</i>	Hold the property as part of the portfolio and provide a third party with access to the property through a lease or license.
<i>Hold for future development</i>	Holding the property where evidence supported development opportunities are possible.
<i>Dispose</i>	Selling, transferring or otherwise divesting of a property asset to free Council of ongoing management and generating a financial return.
<i>Acquire</i>	Purchasing or leasing new property, accepting gifted properties, or accepting ongoing management responsibility for a new property.
<i>Develop</i>	Making the intentional decision to invest resources to improve a property asset through the Asset Management Plan. This includes constructing new assets on Council property.
<i>Partner</i>	Working with another external organisation (private or government) to develop land or property.

Portfolio management choices

Relevant strategic objectives



Portfolio management principles

To help us make the right choices about what we do with our properties, we need to regularly review and assess our property holdings. The following principles will be applied when we are making choices about what we do with properties within our portfolio.

1. Active review of our properties

We will be active in managing our property portfolio. This means we will regularly review our properties, to make sure we are making the best decisions possible about use and allocation. The following events will trigger a review of an individual property, or of a cluster of properties in a specific geographic area:

- New insights into community needs, such as a new Council plan or strategy supported by evidence.
- A change in community service profile e.g. evidence of increasing unmet demand for a service or evidence of a diminishing need.
- A property vacancy.
- Nearing expiration of an occupancy agreement.
- A strategic or commercial proposition is presented to Council by a third party.
- Changes in regulatory and legislative requirements.

2. Balancing different types of property use

When determining what to do with a specific property, Council faces a range of choices. Wherever we can, we will strive to make decisions that are aligned with or work towards achievement of multiple Council goals. However, sometimes this is not possible. Sometimes we are faced with situations where we need to make a deliberate decision to advance one Council goal, understanding that it might compromise the achievement of another. For example, sometimes we will make a decision to accept a highly subsidised market rental to provide a community organisation access to a property to deliver an in-demand community service with the understanding that Council will absorb the cost of holding and maintaining that property in exchange for the community service. In this case, Council will miss out on a revenue opportunity. Equally, sometimes we will make a deliberate decision to designate a property as a commercial opportunity to generate income, with the goal to deliver on our *Financial Sustainability Strategy* and understanding that commercial occupancy will preclude community use.

To help us prioritise and make these choices, we will classify each of our property types and apply a hierarchy of use to each category. This is summarised in the below table:

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Classification	Civic properties	Premier properties	Community properties
<i>Description</i>	Any property Council deems it requires to deliver its operations and services	Properties with high value attributes that make it a valuable asset in the real estate market	All other properties in Council's portfolio that are not civic or premier properties
<i>The process for deciding how the property will be used</i>	Council is given first preference to designate a property as a civic property	Market rental is required for use of premier properties. <ol style="list-style-type: none"> 1. First preference for use is given to community organisations with capacity to pay market rent 2. Second preference is given to commercial organisations with capacity to pay market rent 	Allocation of use is assessed against the priority of access principles included later in this policy, but summarised as: <ul style="list-style-type: none"> • community service priority • community impact • utilisation and activation • users' capacity to pay

Civic properties

Civic properties are those that Council holds to deliver its core services and operations. These services might be delivered directly by Council or by a third party with the support or partnership of Council. When considering what to do with a property, Council will have first pass opportunity at designating it a civic property for Council's use. If it is not required by Council, it will proceed to be designated as a premier property or community property.

Premier properties

As noted earlier in this strategy, Council is the custodian of a highly valuable group of assets in its property portfolio. Our premier properties are those that meet the following criteria:

- properties in areas of high real estate demand
- properties in activity centres or other in demand localities
- newly renovated or developed properties
- properties with street frontage

We need to make sure we make our most valuable assets work hard for us. Accordingly, where a property is designated to be a premier property, we will apply the following hierarchy of use:

- First preference will be given to community organisations with capacity to pay market rent.
- Second preference will be given to commercial or private organisations with capacity to pay market rent.
- Only where there is no interest, or there is a strong business case proving a profound community benefit, will a subsidised rent structure be offered.

Community properties

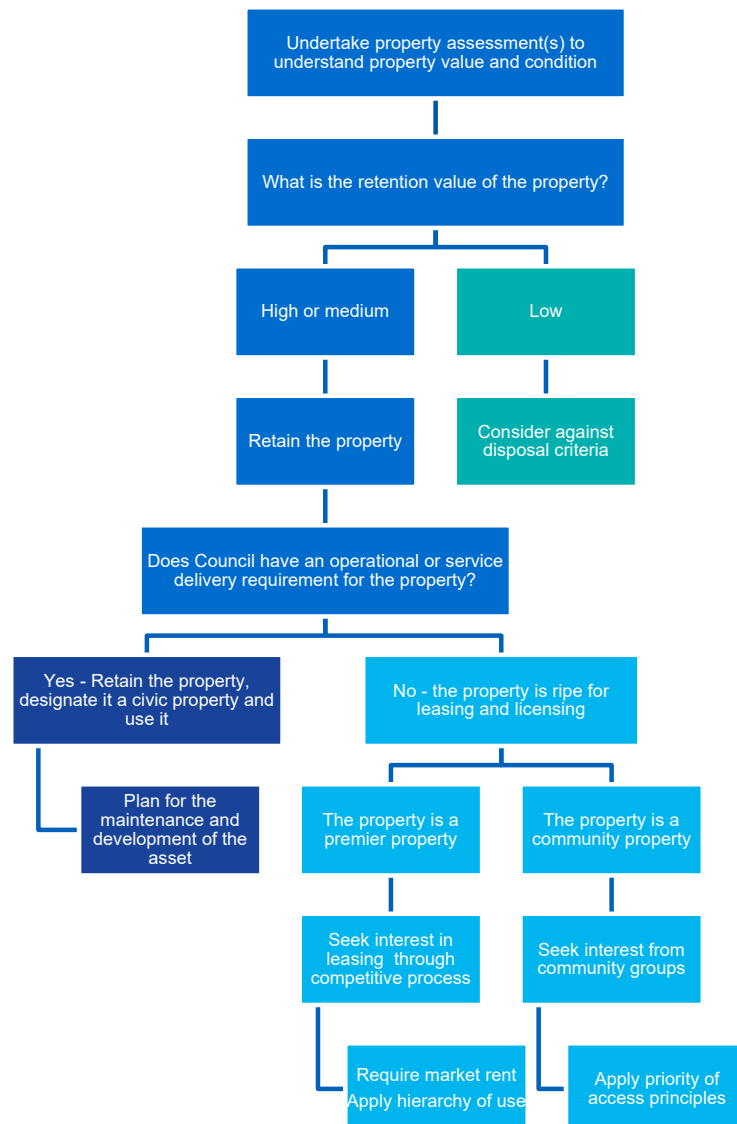
Community properties are all those that are not classified as civic or premier properties. We will allocate the use of these properties based on the priority of access principles outlined in the leasing and licensing section of this strategy.

Property assessment roles and responsibilities

Role	Responsibilities
<i>Manager Property</i>	Regularly reviewing our property holdings Classifying properties as civic, premier or community in accordance with this strategy
<i>Service managers</i>	Communicating community service and property requirements Providing advice to inform decision making about property use

Decision making guidelines

The following decision-making process puts our portfolio management principles into action.



Leasing and licensing

Relevant strategic objectives



Leasing and licensing policy principles

To achieve our strategic objectives, we will apply the following policy principles to all leasing and licensing decisions:

1. Application of priority of access principles to guide property allocation

Where Council has a property available and suitable for leasing or licensing to a community organisation, we will apply the following priority of access principles to determine which applicant is the best fit for the opportunity:

Priority of access principle	Our evaluation framework preferences
<i>Community service priority</i>	<ul style="list-style-type: none"> Organisations that deliver a service that meets a service gap. Organisations that would benefit from co-location with other community services. Organisations that will help Council achieve a goal in an adopted plan or strategy.
<i>Community impact</i>	<ul style="list-style-type: none"> Organisations that will directly benefit residents of Yarra. Organisations that will benefit community members that are under-represented, marginalised or at risk.
<i>Utilisation and activation</i>	<ul style="list-style-type: none"> Organisations that can demonstrate high property utilisation. Service offerings that will attract people to the property and result in the activation of the property and broader geographical precinct. Organisations that are agreeable to shared access with other organisations.
<i>Users' capacity to pay</i>	<ul style="list-style-type: none"> Organisations financial capacity to contribute to Council's costs of holding the property. Organisations that offer a financial benefit to Council.

Whilst the priority of access principles remain the same for most assessments, the weightings of each criterion are subject to change based on the nature of the property and Council's aspirations for it. Additional principles may be considered by the Property Services team where required to account for special circumstances and requirements (e.g. heritage and environmental conservation)

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The assessment matrix leans towards the following the outcomes:

Priority level	Community organisation attributes
<i>High priority</i>	Organisations that: <ul style="list-style-type: none"> offer a service that is in high demand in Yarra and will help meet a service gap. directly benefits local Yarra residents. deliver a service that benefits members of the community that are under-represented, marginalised or at risk. is conducive to shared facility access and would benefit from co-location with other complementary services. will continue to the activation of the property, activity centre or priority precinct. have capacity to contribute to the costs of holding and maintaining the property.
<i>Moderate priority</i>	Organisations that: <ul style="list-style-type: none"> offer a discretionary community service. have reasonable opportunity to secure property access in the private market.
<i>Low priority</i>	Community organisations that: <ul style="list-style-type: none"> offer a service that is over supplied or already well represented in Yarra. are not servicing the local Yarra community. benefit a small representation of the community.
<i>Not supported</i>	Community organisations that: <ul style="list-style-type: none"> contradict Council's policy positions e.g. electronic gaming machines or fossil fuel. hold values that do not align with Yarra City Council.

2. Preference for agreements that facilitate multi-party access to Council facilities

To maximise utilisation, and to promote activation of Council facilities, we will always preference occupancy arrangements that facilitate multiple parties to access Council facilities. Typically:

- Council's preferred form of occupancy agreement will be a licence (non-exclusive).
- A lease (exclusive use occupancy agreement) will only be considered in circumstances where:
 - the property is fit for purpose for a bespoke use.
 - there are no reasonable opportunities to make the property multi-purpose.
 - there is no other demand for the property.
 - the proposed tenant is offering investment into a property that improves the asset and creates benefit for Yarra.
 - there is commercial benefit for Council.

Although Council aims to ensure that all facilities are highly utilised, tenants or licensees must not sublet, hire or assign the premises without the prior written approval of Council. Where Council does permit sub-letting or casual hire of the facility by the tenant or licensee, Council reserves the right to amend the rental amount to ensure that Council shares in the financial return of any arrangement.

3. Rental fees proportionate to community benefit and capacity to generate income

Council expects the tenants and licensees that benefit from access to community facilities to share in the reasonable costs of maintaining those facilities. We also recognise that each organisations capacity to generate income differs, depending on their organisational structure and purpose. Ensuring property use is affordable to community organisations who share Council's strategic objectives is a key priority. To ensure an equitable approach, we will apply the following principles to determining rental fees, to ensure our fees are proportionate to the organisation's capacity to generate income and the value they offer the Yarra community.

Rental category	Structure	Eligibility and application
<i>Market rent</i>	Full market rent as set by an independent valuation or competitive market testing	<p><u>Default position for all properties</u></p> <p>Applicable to all for profit organisations accessing Council property</p> <p>May be applicable to not-for-profit organisations that receive substantial external funding or fees for service</p>
<i>Discounted market rent</i>	<p>A discount of 25% - 75% off the market rent may be applied where access to the property yields community benefit.</p> <p>The rate of discount will be proportionate to the organisation's capacity to generate income and the value of community benefits derived for the City of Yarra.</p>	<p>Any not-for-profit organisation that:</p> <ul style="list-style-type: none"> receives meaningful government funding (ongoing or significant value grants) has some income generating capacity through endeavours like: <ul style="list-style-type: none"> membership fees retail sales liquor trading. payment for services demonstrates that paying market rent would have an adverse impact on community benefits achieved. Provides a meaningful and valuable service to the community.
<i>Short term, non-exclusive use</i>	The minimum hire fee as outlined in Council's annual fees and charges and maintenance contribution (where not already reflected in the hire fees)	<p>Any not-for-profit community-based organisation that:</p> <ul style="list-style-type: none"> casually hires Council facilities and venues. has a seasonal agreement in place for shared use of a Council facility.

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Rental category	Structure	Eligibility and application
<i>Peppercorn</i>	<p>Minimal rental as negotiated with the organisation</p> <p>The rental fee is heavily subsidised to take into consideration the significant community benefit yielded</p>	<p>Any community organisation that provides an essential and high-value service, addressing a clear community need or service gap, and has limited capacity to generate income. Generally, these organisations:</p> <p>Are primarily operated by volunteers</p> <p>Do not charge for their services</p> <p>Do not collect membership fees</p> <p>Provide support or programs that would otherwise be unavailable or inaccessible to the community</p>

Transitional period

The above rental structures apply to any new leases or licenses entered after the adoption of this strategy. In the case of an expiring agreement, the existing tenants or licensees will be provided with six months' notice of any change to the rental structure brought about by this strategy.

4. Maximum terms that enable flexibility

In an environment that is constantly changing, Council requires flexibility in its occupancy agreements to be able to respond to evolving conditions. To provide this flexibility, our standard length of a lease or license agreement will be a maximum of five years. This may be extended – at Council's absolute discretion - only in situations where at least one of the following criteria is met:

- The organisation is paying market rental.
- The organisation has a long-term service agreement in place with Council for service delivery.
- The organisation is making a capital contribution to improve the property.
- The organisation has a long-term presence and investment.

5. Lease and licence renewal

A lease or licence may be renewed for an existing tenant, subject to the following:

- Approval from the General Manager Infrastructure and Environment.
- Endorsement from the relevant internal Service Manager, confirming that the renewal aligns with Council's strategic objectives and community priorities.
- Submission of a formal lease renewal application demonstrating that the tenant:
 - Has maintained an exemplary tenancy record, including compliance with all lease obligations, financial responsibilities, and community benefit commitments.
 - Continues to be the most suitable occupant for the property, providing services or benefits that align with Council's vision and priorities.
- Evidence that a change of tenant would have an adverse impact on the property's use, the continuity of services, or the community benefit derived from the space.

Renewals will be assessed on a case-by-case basis to ensure that Council properties continue to be allocated in a way that maximises public value, promotes equitable access, and upholds good governance in property management.

6. Sharing in maintenance and outgoings obligations

All tenants and licensees will be responsible for their share of the property's maintenance and general costs which at minimum include:

- utilities outgoings
- rates (if charged)
- GST and stamp duty

7. Regular reviews to ensure outcomes are achieved

All tenants and licensees must complete an annual accountability report to measure how the community benefits are being achieved. The report will consider the type of service delivered by the organisation and will generally comment on:

- building utilisation
- financial performance of the organisation
- participation rates and reach of service
- community outcomes achieved
- actions and effort made to support the climate emergency plan

8. Good governance in leasing and licensing

Council officers will implement a competitive process to ascertain interest in the property and make a decision on allocation by assessing each proposal against the principles in this strategy. On some occasions negotiation may be considered a better method to secure a beneficial outcome. Any exemption to not undertake a competitive process to offer access to a property must be authorised by the General Manager Infrastructure and Environment.

Council will comply with its obligations as outlined in Sections 115 and 116 of the *Local Government Act 2020* which states:

- *A Council's power to lease any land to any person is limited to leases for a term of 50 years or less.*
- *Subject to any other Act, and except where section 116 applies, if a Council leases any land to any person subject to any exceptions, reservations, covenants and conditions, it must comply with this section.*
- *A Council must include any proposal to lease land in a financial year in the budget, where the lease is:*
 - a) for one year or more and—*
 - i. the rent for any period of the lease is \$100 000 or more a year; or*
 - ii. the current market rental value of the land is \$100 000 or more a year; or*
 - b) for 10 years or more.*
- *If a Council proposes to lease land that is subject to subsection (3) and that was not included as a proposal in the budget, the Council must undertake a community engagement process in accordance with the Council's community engagement policy in respect of the proposal before entering into the lease.*

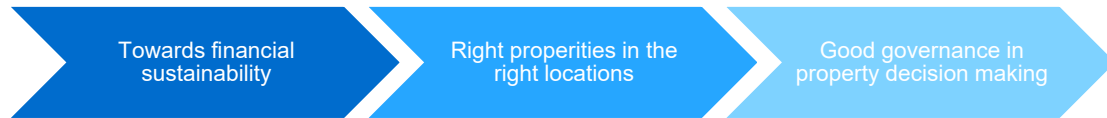
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Leasing and licensing management roles and responsibilities

Role	Authorisation
<i>Community service managers</i>	<ul style="list-style-type: none"> • Advisory role to help assess community benefit and advise on current and future properties. • Advise on community outcomes and KPIs to be included in occupancy agreements. • Review, assess and report on tenants and licensees' performance and compliance with pre-set requirements. • Authority to make recommendations and participate in evaluation.
<i>Manager Property</i>	<ul style="list-style-type: none"> • Authority to determine the rent structure based on the nature of the organisation. • Authority to determine the appropriate rate of discount applied to a community organisation based on the evidence presented. • Authority to offer a five-year lease or license to a community organisation following an evaluation process provided the value of annual market rental is under \$50,000. • Authority to designate a premier property for which market rent will be demanded.
<i>General Manager Infrastructure and Environment</i>	<ul style="list-style-type: none"> • Authority to offer a five-year lease or license to a community organisation following an evaluation process provided the value of annual market rental is under \$100,000 • Authority to offer a lease or licence via direct negotiation, without a competitive process taking place. • Authority to approve sub-letting or casual hire of a Council property by a tenant or licensee.
<i>Chief Executive Officer</i>	<ul style="list-style-type: none"> • Authority to offer a premier property at less than market rental. • Authority to offer a lease or licence term beyond five years and up to ten years. • Authority to offer a five-year lease or license to a community organisation following an evaluation process provided the value of annual market rental is over \$100,000 but under \$1 million. • Authority to determine that a decision is significant and warrants targeted community consultation.
<i>Council</i>	<ul style="list-style-type: none"> • Authority to award a lease for longer than 10 years. • Any exemption to this policy.

Acquisitions

Relevant strategic objectives



How Council acquires property

Council may acquire land through:

- a private agreement
- as a result of a development outcome
- acting on compulsory acquisition rights
- engaging in the open marketplace
- land transfers or exchanges

Acquisition policy principles

To achieve our strategic objectives, we will apply the following policy principles to all acquisitions:

1. Active acquisitions to secure properties we need

We will actively seek to acquire property where:

- There is an identified current or future need for property holdings to facilitate community services as evidenced in Yarra's Community Infrastructure Plan (including Yarra's Kindergarten Infrastructure and Service Plan) or other Council adopted plans or strategies.
- Acquisition will provide for the expansion of open space, particularly in areas of shortfall identified in Yarra's Open Space Strategy.
- Acquisition will improve the development potential or use of existing property holdings.
- There is a relatively low risk, commercial opportunity that will lead to income generating opportunities and contribute to Council's long-term financial sustainability.

2. Accessing reserve funds for strategic acquisitions

As outlined in the *Financial Sustainability Strategy*, we will establish a financial reserve to enable the purchase of new community land in locations where we know it will aid our service delivery and generate community benefit. The following principles apply to all expenditure from the fund:

- There must be a supportive acquisition assessment in favour of the purchase.
- There must be budget available within cash reserves to enable the acquisitions.
- Funds obtained through the disposal of property assets will be re-invested for the purchase of new property or community infrastructure. That is, funds generated from property asset disposal won't be accessed for any other purpose than to improve our community infrastructure network and property portfolio.

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Acquisition roles and responsibilities

The following roles within Council have responsibilities in relation to strategic acquisitions:

Role	Authorisation	Financial Delegation
<i>Manager Property</i>	<ul style="list-style-type: none"> To actively seek opportunities to acquire land To conduct strategic acquisition assessments To engage independent advice to inform acquisitions assessments To make recommendations on acquisitions 	No financial delegation
<i>Council</i>	Authority to approve strategic property acquisitions	Any decision to acquire new property will be a decision of the elected Council

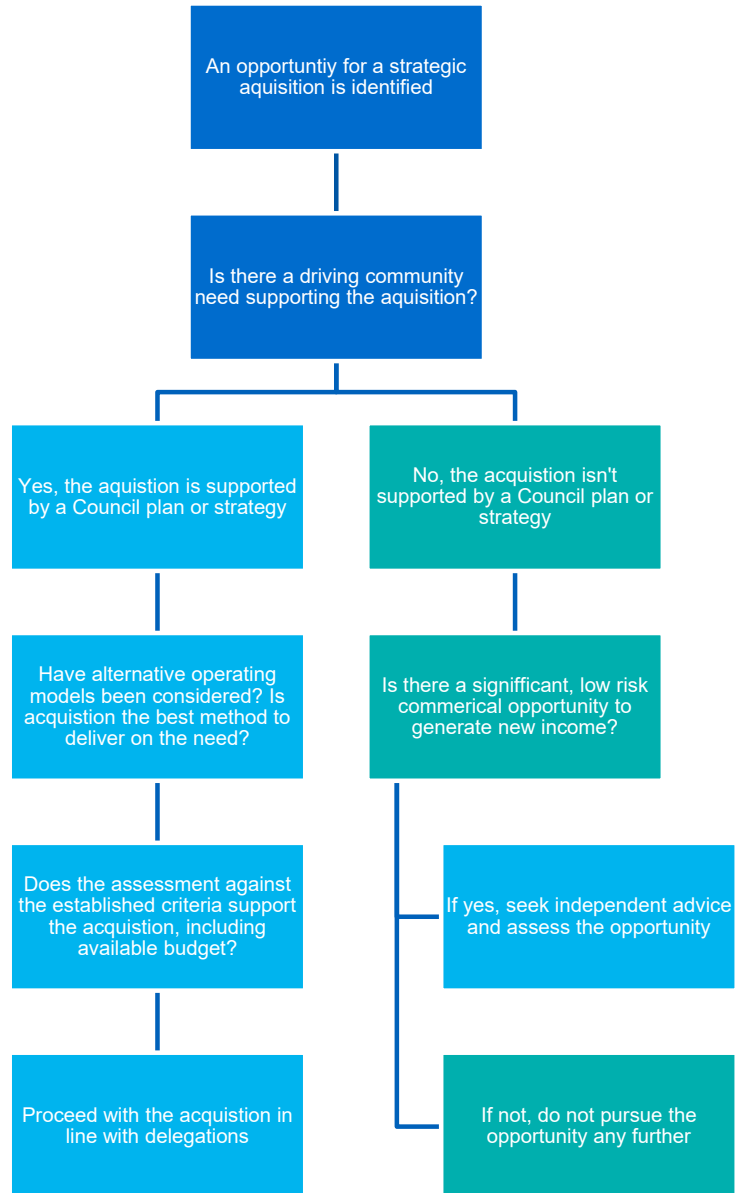
Decision making guidelines

Acquisitions assessment criteria

Criteria	Conditions that support acquisition
<i>Strategic need</i>	<ul style="list-style-type: none"> There a clear, strategic need for the property holding that is directly aligned to a Council plan, policy, or strategy. Acquisition been determined as the best method of facilitating access to property. Other options (such as Council leasing or licensing a property from an external party) have been explored and are not preferred.
<i>Fit for purpose</i>	<ul style="list-style-type: none"> No or limited works would need to be complete to the property to make it fit for the strategic need. If works are required, there is an available funding source. There are no restrictive covenants that would limit the use of the property for its intended purpose.
<i>Financial viability</i>	<ul style="list-style-type: none"> The acquisition is affordable, and Council has the available cash reserves to fund the purchase. The property will generate financial value for future Yarra as it is predicted to have underlying capital growth potential. The property can be acquired at a reasonable cost compared to the market valuation and the purchase represents value for money.
<i>Ongoing management</i>	<ul style="list-style-type: none"> There is a plan and budget for ongoing management of the property The property that requires minimal ongoing management and maintenance
<i>Legal and risk assessment</i>	<ul style="list-style-type: none"> Will the acquisition result in Council being burdened by risk? Examples might include unacceptable levels of contamination. The land is free from encumbrances. Town planning, land zoning and other requirements are appropriate for Council's intended use or can easily be amended to fit.

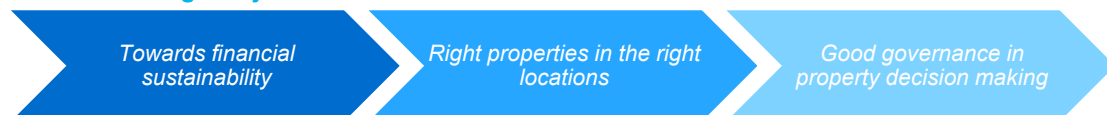
Decision making process

The following decision-making process puts our acquisition principles into action.



Disposals

Relevant strategic objectives



How Council disposes property

Council can dispose of property by:

- selling it
- exchanging it
- transferring it to another party

Disposal policy principles

To achieve our strategic objectives, we will apply the following policy principles to all disposal decisions:

1. **Actively disposing properties that are underperforming or could be exchanged for better value**

Holding property that isn't being used to its full potential is costly to Council. Ongoing maintenance, administration and opportunity costs all present risk to Council, and disposing of property can help us reduce our liabilities as well as provide income to fund the pursuit of other endeavours. We will dispose of properties that:

- add no strategic value to the portfolio.
- are not required for future community infrastructure.
- surplus to need to deliver Council's core services.
- are underperforming or under-utilised.
- attract unsustainable ongoing maintenance or management costs.
- do not meet current regulatory or legislative requirements
- pose high future risk

In addition, we won't, without strategic justification and consultation, dispose of property:

- for under market value.
- that results in a net loss of quality open space.
- that is of significant cultural value.
- that is of significance to Traditional Land Owners..

2. **Management of disposal process**

The following principles will be applied to managing the sale of property:

- a competitive process will be the default method of sale. such as a public auction, public tender or public registration or expression of interest. From time to time, sale of exchange may take the form of private treaty or exchange of land of equivalent value, where there is a clear value proposition for the City of Yarra.
- when considering offers for the purchase of Council land, Council will give the highest weighting to the financial benefit returned to Council. Council will also give weight to the proposed future use of the property, and how this might advance Council's social, cultural and economic goals.

3. **Use of property sale proceeds**

Funds generated from the disposal of property will be allocated to support strategic initiatives, such as the acquisition, development of property or other investments that align with community needs. However, Council may consider alternative allocations on a case-by-case basis at its discretion.

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Disposal roles and responsibilities

Role	Authorisation	Financial Delegation
<i>Manager Property</i>	<ul style="list-style-type: none"> To actively seek opportunities to dispose land To conduct disposal assessments To procure independent advice to inform disposal decisions To make recommendations on disposals 	No financial delegation
<i>Council</i>	Authority to approve property disposals	Any decision to dispose of a property (irrespective of value) will be a decision of the elected Council

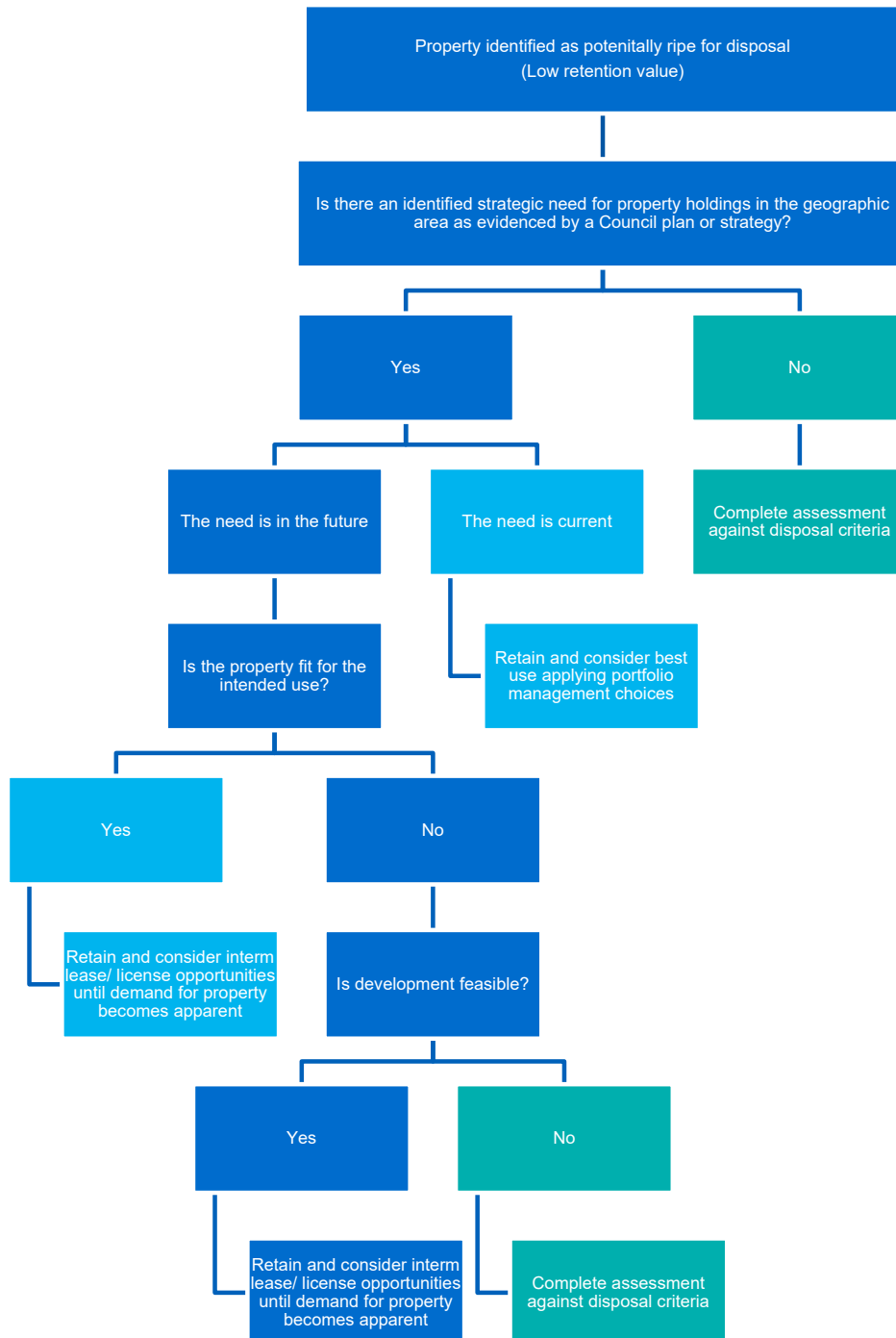
Decision making guidelines

Disposals assessment criteria

Criteria	Conditions that support disposal
<i>No strategic need</i>	<ul style="list-style-type: none"> There is no identified strategic need for the property in a Council plan or strategy. The property is currently unutilised or under-utilised. Disposal won't disadvantage future generations of Yarra. The land is not of significance to Traditional Owners, or Traditional Owners have been consulted appropriately.
<i>Commercial viability</i>	<ul style="list-style-type: none"> Financial benefit will be realised from the sale as there is a strong likelihood Council will secure a financial return at or higher than the market value of the property. Disposal will result in a lesser burden on Council's operating and maintenance budgets.
<i>Ongoing management</i>	<ul style="list-style-type: none"> The property is at the end of its life and the cost of renewal outweighs the potential community benefit that could be generated. The costs of holding the property are unreasonable when balanced against the benefit it has potential to facilitate.
<i>Legal and risk assessment</i>	<ul style="list-style-type: none"> Council has the appropriate authority to dispose of the property. Disposing the property will reduce risk to Council.

Decision making process

The following decision-making process puts our disposal principles into action.



Property disposal procedure

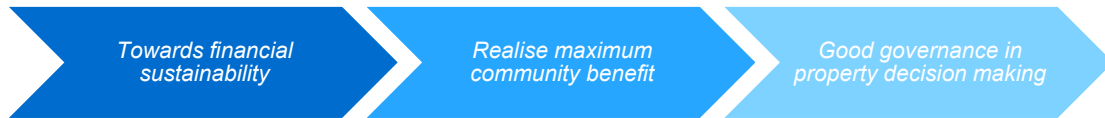
Any decision to dispose of property will be a decision of the elected Council.

In disposing of any property assets, Council will comply with the requirements of *Section 114 of the Local Government Act – Restriction on power to sell or exchange land*, that states:

- 1) *Except where section 116 applies, if a Council sells or exchanges any land it must comply with this section.*
- 2) *Before selling or exchanging the land, the Council must—*
 - a) *at least 4 weeks prior to selling or exchanging the land, publish notice of intention to do so—*
 - (i) *on the Council's Internet site; and*
 - (ii) *in any other manner prescribed by the regulations for the purposes of this subsection; and*
 - b) *undertake a community engagement process in accordance with its community engagement policy; and*
 - c) *obtain from a person who holds the qualifications or experience specified under section 13DA(2) of the Valuation of Land Act 1960 a valuation of the land which is made not more than 6 months prior to the sale or exchange.*

Strategic partnerships and investments

Relevant strategic objectives



How Council enters into partnerships and investments

Council is sometimes presented with opportunities to join other government agencies, not for profit or private sector organisations in the pursuit of community benefits. Commonly these arrangements involve Council contributing funding, assets or other resources to a project. These arrangements can take the form of:

- land exchanges or transfers
- section 173 Agreements
- joint ventures
- Public Private Partnerships
- memorandums of understanding with other government organisations
- developer contribution agreements

Strategic investments policy principles

To achieve our strategic objectives, we will apply the following policy principles to all strategic investment and partnerships decisions:

1. Pursuing opportunities that are in the interest of Yarra

We will enter partnerships and investments only where there is clear public value for the Yarra community. We will consider opportunities that:

- are directly linked to the achievement of Council's goals and strategic objectives.
- have a strong value proposition for the residents of Yarra.
- produce a financial advantage such as the private sector sharing in the cost of community infrastructure.
- are sustainable for Yarra in the long term.
- are future focused and will create intergenerational benefits.
- will facilitate an innovative way to deliver community infrastructure.

We will steer away from opportunities that:

- aren't a priority for Council.
- should be reasonably provided by other tiers or governments or community organisations. That is, they aren't the core service of councils.
- result in cost shifting.
- financially burden the current and future residents of Yarra.
- pose unacceptable levels of risk to Yarra.
- result in Council inheriting an unusable or limited use asset.

Strategic partnerships roles and responsibilities

Role	Authorisation	Financial Delegation
<i>Manager Property Services and General Managers</i>	Authority to negotiate partnerships and strategic investment opportunities that align with the principles of this strategy	No approval authority
<i>Chief Executive Officer</i>	Authority to enter operational partnerships and make investments within normal financial delegations Authority to reject a land transfer or exchange that does not comply with the principles of this strategy	Up to \$1 million
<i>Council</i>	Authority to enter into long-term partnerships and make strategic investments	Over \$1 million

Appendices

Appendix 1: Property assessment tool

Criteria for property assessments

When we are making decisions about what to do with a property, we will consider the risks and opportunities from multiple angles. The below framework will help us consider all aspects of the decision.

Criteria	Considerations
<i>Property value</i>	<ul style="list-style-type: none"> What value attributes does the property hold? Is it of cultural, environmental or heritage significance? Does the property have heritage character and protections? Is the property of significance to Traditional Owners?
<i>Locality</i>	<ul style="list-style-type: none"> Does the property have street frontage? Does the property have close proximity to or a strategic location within an activity centre? How accessible is the property? Is it well connected to the broader infrastructure network?
<i>Potential use</i>	<ul style="list-style-type: none"> How has the property been used historically? What purposes or functions is the property suitable for currently? What is the historical utilisation? What future community infrastructure is demanded in the property's locality? Is there opportunity to facilitate shared access to the facility and make it multi-purpose? What are the other potential uses and whether these should be given more weight? What is the status of existing occupancy agreements and what scope do we have to review arrangements? What is the cost of facilitating a potential use? How does this compare to the property's overall useful life?
<i>Physical condition</i>	<ul style="list-style-type: none"> What is the property condition? How much building life remains? What is the building's replacement value? What maintenance and renewal is required to ensure the property is compliant? What level of risk does the physical condition pose? Are these risks able to be easily remediated or are they acceptable? What climate risks is the property exposed to?
<i>Future Yarra</i>	<ul style="list-style-type: none"> How will this property holding help or hinder future residents of Yarra? Is there a future community infrastructure need in the geographic area in the future?

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Criteria	Considerations
<i>Development potential</i>	<ul style="list-style-type: none"> • What is the land zoning and overlays? • What site constraints would impact future development? • What is the status of adjoining properties? • What are the opportunities for expansion? • What are the opportunities to consolidate properties within the area?
<i>Financial viability</i>	<ul style="list-style-type: none"> • What is the land value? • What is the building value? • What is the market rental value? • Is underlying capital growth predicted for the property? • Does holding the property result in opportunity costs?
<i>Portfolio alignment</i>	<ul style="list-style-type: none"> • How does this property sit within the broader portfolio? • What other similar properties exist within the portfolio? • What other properties are within the same geographic precinct?
Assessment	
Retention value	Low/moderate/ high
Property classification	Civic/ premier/ community
Potential uses	Civic use Commercial property Community service infrastructure Open space Transport infrastructure
Best fit potential use	
Other comments	

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NO.	PROPERTY NAME	PROPERTY TYPE	SUBURB	OWNERSHIP CATEGORY	OWNER
1	Carpark - Rear Collingwood Town Hall	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
2	Collingwood Town Hall	Town halls	Abbotsford	Buildings owned and managed by Yarra City Council	Council
3	Fitzroy Town Hall	Town halls	Fitzroy	Buildings owned and managed by Yarra City Council	Council
4	Fitzroy Town Hall - Fitzroy Library	Libraries	Fitzroy	Buildings owned and managed by Yarra City Council	Council
5	Fitzroy Town Hall - Fitzroy Police Station	Community halls, rooms and centres	Fitzroy	Buildings owned and managed by Yarra City Council	Council
6	Collingwood Police Station	Community halls, rooms and centres	Abbotsford	Buildings owned and managed by Yarra City Council	Council
7	Former Pioneers Hall Site	Community halls, rooms and centres	Abbotsford	Buildings owned and managed by Yarra City Council	Council
8	Gahans Reserve (Collingwood T H prec.)	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
9	Maternal Child Health Centre - Gahan's Reserve	Family, youth and children's centres	Abbotsford	Buildings owned and managed by Yarra City Council	Council
10	Brick Factory 117 Vere	Community halls, rooms and centres	Abbotsford	Buildings owned and managed by Yarra City Council	Council
11	Brick Factory 119-123 Vere street	Community halls, rooms and centres	Abbotsford	Buildings owned and managed by Yarra City Council	Council
12	Public Car Park	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	
13	Eddy Court Reserve	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
14	Soldiers & Sailors Memorial Hall - ex RSL	Community halls, rooms and centres	Abbotsford	Buildings owned and managed by Yarra City Council	Council
15	Collingwood Library	Libraries	Abbotsford	Buildings owned and managed by Yarra City Council	Council
16	Stanton Street Carpark - EV Charging Site	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
17	Stanton St Hall	Community halls, rooms and centres	Abbotsford	Properties owned by others where Council is the tenant	Vic Track
18	Clarke St Park	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
19	Dight Falls Park	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
20	Dight Falls Park - Public toilets	Public toilets	Abbotsford	Buildings owned and managed by Yarra City Council	Council
21	Dight Falls Park - Carpark	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
22	Flockhart Reserve	Public Space	Abbotsford	Parcels of Crown Land managed by Yarra City Council	Crown Land
23	Flockhart Reserve - Carpark	Public Space	Abbotsford	Parcels of Crown Land managed by Yarra City Council	Crown Land
24	Victoria Park	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
25	Victoria Park - Bob Rose / Social Club	Leisure centres, sporting pavilions and grandstands	Abbotsford	Buildings owned and managed by Yarra City Council	Council
26	Victoria Park - Caretakers Residence/Bob's House	Community halls, rooms and centres	Abbotsford	Buildings owned and managed by Yarra City Council	Council
27	Victoria Park - Sherrin Stand excluding Offices	Leisure centres, sporting pavilions and grandstands	Abbotsford	Buildings owned and managed by Yarra City Council	Council
28	Victoria Park - Ryder Stand	Leisure centres, sporting pavilions and grandstands	Abbotsford	Buildings owned and managed by Yarra City Council	Council
29	Victoria Park - Storage Sheds	Leisure centres, sporting pavilions and grandstands	Abbotsford	Buildings owned and managed by Yarra City Council	Council
30	Brealey Reserve - Bath St (Victoria Park)	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
31	Mayfield St Park - Yarra River reserve at end of Mayfield St - River bank	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
32	Bath St Park/Trenerry Crescent Reserve	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
33	Maugie St Reserve	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
34	Brown's Reserve	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
35	Studley St Playground	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
36	Studley Street Park (Johnston St Road Reserves)	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
37	Nelson St Carpark (multiple titles)	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
38	Yarra Darebin Streamside	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Crown Land
39	Collingwood Children's Farm Toilet	Public toilets	Abbotsford	Buildings owned and managed by Yarra City Council	Council
40	Public Toilet (Exeloo)- Victoria St	Public toilets	Abbotsford	Buildings owned and managed by Yarra City Council	Council
41	Lourdes Site	Public Space	Abbotsford	Parcels of Crown Land managed by Yarra City Council	Crown Land
42	Yarralea Kindergarten	Family, youth and children's centres	Alphington	Buildings owned and managed by Yarra City Council	Council
43	Alphington Park	Public Space	Alphington	Land parcels owned and managed by Yarra City Council	Council
44	Alphington Bowling Club	Leisure centres, sporting pavilions and grandstands	Alphington	Buildings owned and managed by Yarra City Council	Council

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45	Alphington Park Kevin Crehan Pavilion, Grand Stand & Oval	Leisure centres, sporting pavilions and grandstands	Alphington	Land parcels owned and managed by Yarra City Council	Council
46	Alphington Park Public toilets (Blue Stone Public Toilets)	Public toilets	Alphington	Buildings owned and managed by Yarra City Council	Council
47	Alphington Park Memorial & Carpark	Public Space	Alphington	Land parcels owned and managed by Yarra City Council	Council
48	Alphington Park Dog Obedience Club Pavilion (Northcote Obedience Dog Club)	Leisure centres, sporting pavilions and grandstands	Alphington	Buildings owned and managed by Yarra City Council	Council
49	Coate Park	Public Space	Alphington	Land parcels owned and managed by Yarra City Council	Council
50	Coate Park- Access Track- Cm Coate & Rex St	Public Space	Alphington	Properties owned by others where Council is the tenant	Private
51	Rudder Grange	Public Space	Alphington	Land parcels owned and managed by Yarra City Council	Council
52	Yarraford Avenue Path	Public Space	Alphington	Land parcels owned and managed by Yarra City Council	Council
53	Alphington Primary School - Courts	Leisure centres, sporting pavilions and grandstands	Alphington	Properties owned by others where Council is the tenant	Dep't of Education
54	Burnley Neighbourhood House (Backyard) - (49 Tudor St.)	Community halls, rooms and centres	Burnley	Buildings owned and managed by Yarra City Council	Council
55	Burnley Golf Course	Leisure centres, sporting pavilions and grandstands	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
56	Burnley Golf Course - Carpark	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
57	Burnley Golf Course - Lot 58 - Land only leased from VicTrack	Leisure centres, sporting pavilions and grandstands	Burnley	Properties owned by others where Council is the tenant	Crown Land
58	Burnley Park	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
59	Burnley Park Oval	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
60	Burnley Park Circus Site	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
61	Kevin Bartlett Reserve	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
62	Kevin Bartlett Reserve - Gillon Pavilion	Leisure centres, sporting pavilions and grandstands	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
63	Kevin Bartlett Reserve - Johnston/Saunders/Loughnan Pavilion	Leisure centres, sporting pavilions and grandstands	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
64	Kevin Bartlett Reserve - Bastow Oval	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
65	Kevin Bartlett Reserve - Loughnan Oval	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
66	Kevin Bartlett Reserve - Fletcher Oval	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
67	Kevin Bartlett Reserve - Toilet Block & Sewer Treatment	Public toilets	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
68	Kevin Bartlett Reserve - Malcolm Graham Pavilion	Leisure centres, sporting pavilions and grandstands	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
69	Ryan's Reserve Tennis Court and Pavilion/Mary Rogers Pavilion	Leisure centres, sporting pavilions and grandstands	Burnley	Properties owned by others where Council is the tenant	Dep't of Education
70	Athol J Brown Reserve	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
71	Golden Square Bicentennial Park	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
72	Plantation reserve betw. Swan and Railway	Public Space	Burnley	Land parcels owned and managed by Yarra City Council	Council
73	Loys Paddock (Yarra)	Public Space	Burnley	Parcels of Crown Land managed by Yarra City Council	Crown Land
74	Madden Grove Median Strip	Public Space	Burnley	Land parcels owned and managed by Yarra City Council	Council
75	Twickenham Crescent Reserve	Public Space	Burnley	Land parcels owned and managed by Yarra City Council	Council
76	Twickenham Crescent and Gibdon Street Reserve	Public Space	Burnley	Land parcels owned and managed by Yarra City Council	Council
77	Barkley Ave and Gibdon St Reserve	Public Space	Burnley	Land parcels owned and managed by Yarra City Council	Council
78	Public toilets	Public toilets	Carlton North	Buildings owned and managed by Yarra City Council	Council
79	Carlton North Library	Libraries	Carlton North	Buildings owned and managed by Yarra City Council	Council
80	North Carlton Child Care Centre Kindergarten	Family, youth and children's centres	Carlton North	Buildings owned and managed by Yarra City Council	Council
81	North Carlton Maternal Child Health Centre	Family, youth and children's centres	Carlton North	Buildings owned and managed by Yarra City Council	Council
82	Dancehouse/Carlton Hall	Community halls, rooms and centres	Carlton North	Buildings owned and managed by Yarra City Council	Council
83	Lady Gowrie Child Care Centre	Family, youth and children's centres	Carlton North	Buildings owned and managed by Yarra City Council	Council
84	Curtain Square Park	Public Space	Carlton North	Parcels of Crown Land managed by Yarra City Council	Crown Land
85	Curtain Square Public Toilets	Public toilets	Carlton North	Parcels of Crown Land managed by Yarra City Council	Crown Land
86	Shakespeare Street Park	Public Space	Carlton North	Land parcels owned and managed by Yarra City Council	Council
87	Inner Circle Linear Park - Brunswick Street to St Georges Road	Public Space	Carlton North	Parcels of Crown Land managed by Yarra City Council	Crown Land
88	Inner Circle Linear Park - Bowen Crescent to Lygon Street	Public Space	Carlton North	Parcels of Crown Land managed by Yarra City Council	Crown Land
89	Canning Street Median Strip	Public Space	Carlton North	Land parcels owned and managed by Yarra City Council	Council

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90	Drummond St Median Strip	Public Space	Carlton North	Land parcels owned and managed by Yarra City Council	Council
91	Rathdowne St Median Strip	Public Space	Carlton North	Land parcels owned and managed by Yarra City Council	Council
92	Park Street Reserve	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
93	Darling Gardens	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
94	Darling Gardens - Public Toilet & Tool store	Public toilets	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
95	Collingwood Depot/Clifton Hill Depot	Commercial and office buildings	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
96	Collingwood Leisure Centre	Leisure centres, sporting pavilions and grandstands	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Council
97	Leisure Centre Carpark - Licence BO197	Public Space	Clifton Hill	Properties owned by others where Council is the tenant	Vic Roads
98	Ramsden Reserve	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
99	Ramsden Reserve Pavilion & Public Toilets	Public toilets	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
100	Ramsden St Oval	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
101	Ramsden Street Oval Carpark	Public Space	Clifton Hill	Land parcels owned and managed by Yarra City Council	Council
102	Mayors Park	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
103	Mayors Park - Tennis and Netball Courts	Leisure centres, sporting pavilions and grandstands	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
104	Coulson Reserve	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
105	Coulson Reserve Carpark	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
106	Coulson Reserve Pavilion & Toilets	Leisure centres, sporting pavilions and grandstands	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
107	George Knott Reserve	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
108	Knott Reserve Athletic Track	Leisure centres, sporting pavilions and grandstands	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
109	George Knott - Ray Coverdale Pavilion	Leisure centres, sporting pavilions and grandstands	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
110	Knott Reserve -Carpark	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
111	Knott Reserve Public Toilet	Public toilets	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
112	Hall Reserve	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
113	Hall Reserve - Walker Street Soccer Pitch	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
114	Raines Reserve	Public Space	Clifton Hill	Land parcels owned and managed by Yarra City Council	Council
115	Clifton St Park / Playground	Public Space	Clifton Hill	Land parcels owned and managed by Yarra City Council	Council
116	Gray Street Reserve	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
117	Merri Streamside - Between Queens Pde & Railway East Side Crown Land Tenure ID 1204511	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
118	Quarries Park/Hall Reserve	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
119	Quarries Park - Skate Park	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
120	Quarries Park - Yambla St Pavilion & Public Toilets	Leisure centres, sporting pavilions and grandstands	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
121	Quarries Park - Yambla St Soccer Pitch	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
122	Quarries Park Carpark	Public Space	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
123	Commemorative Garden - near C.H. Station	Public Space	Clifton Hill	Properties owned by others where Council is the tenant	Metro Trains
124	Alexandra Pde from Hoddle St to Nicholson Street	Public Space	Clifton Hill	Properties owned by others where Council is the tenant	Vic Roads
125	Alexandra Pde east of Hoddle Street to Yarra River intersection	Public Space	Clifton Hill	Properties owned by others where Council is the tenant	Vic Roads
126	Heidelberg Rd/Queens Pde Reserves	Public Space	Clifton Hill	Land parcels owned and managed by Yarra City Council	Council
127	Clifton Hill Scout Hall	Community halls, rooms and centres	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
128	Walker Street Community Kindergarten	Family, youth and children's centres	Clifton Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
129	Alexander Reserve	Public Space	Clifton Hill	Land parcels owned and managed by Yarra City Council	Council
130	Alexander St Reserve	Public Space	Collingwood	Land parcels owned and managed by Yarra City Council	Council
131	Grant st Median Strip	Public Space	Clifton Hill	Land parcels owned and managed by Yarra City Council	Council
132	Peel Street Park	Public Space	Collingwood	Land parcels owned and managed by Yarra City Council	Council
133	Peel Street Office Building	Commercial and office buildings	Collingwood	Buildings owned and managed by Yarra City Council	Council
134	Peel St Public Toilets	Public toilets	Collingwood	Buildings owned and managed by Yarra City Council	Council
135	Gold Street Child Care	Family, youth and children's centres	Collingwood	Buildings owned and managed by Yarra City Council	Council

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136	Otter St public Toilets	Public toilets	Collingwood	Buildings owned and managed by Yarra City Council	Council
137	Keele Street Child Care Centre	Family, youth and children's centres	Collingwood	Buildings owned and managed by Yarra City Council	Council
138	Cambridge St Reserve	Public Space	Collingwood	Land parcels owned and managed by Yarra City Council	Council
139	Mollison Street Pocket Park	Public Space	Collingwood	Land parcels owned and managed by Yarra City Council	Council
140	McNamara Reserve	Public Space	Collingwood	Land parcels owned and managed by Yarra City Council	Council
141	Ballarat St Plantation Reserve - Next to freeway	Public Space	Collingwood	Properties owned by others where Council is the tenant	Head, Transport for Victoria
142	Hoddle St Road Reserves	Public Space	Collingwood	Land parcels owned and managed by Yarra City Council	Council
143	Oxford Street Park	Public Space	Collingwood	Parcels of Crown Land managed by Yarra City Council	Crown Land
144	57 Wellington Street	Community halls, rooms and centres	Collingwood	Buildings owned and managed by Yarra City Council	Council
145	Adolph St Carpark (Council portion - multi title)	Public Space	Cremorne	Land parcels owned and managed by Yarra City Council	Council
146	Chestnut St Reserve (S. side Railway Cres)	Public Space	Cremorne	Land parcels owned and managed by Yarra City Council	Council
147	Charles Evans Reserve	Public Space	Cremorne	Parcels of Crown Land managed by Yarra City Council	Crown Land
148	Dover St Reserve (Stephenson Street Reserve)	Public Space	Cremorne	Land parcels owned and managed by Yarra City Council	Council
149	Stephenson St Carpark (station end next to carpark)	Public Space	Cremorne	Land parcels owned and managed by Yarra City Council	Council
150	White St Park	Public Space	Cremorne	Land parcels owned and managed by Yarra City Council	Council
151	Shakespeare Pl Carpark	Public Space	Cremorne	Land parcels owned and managed by Yarra City Council	Council
152	Royal St Carpark	Public Space	Cremorne	Land parcels owned and managed by Yarra City Council	Council
153	Railway Place Carpark (Directly Adjoining Railway)	Public Space	Cremorne	Land parcels owned and managed by Yarra City Council	Council
154	Gwynne Street Pocket Park	Public Space	Cremorne	Land parcels owned and managed by Yarra City Council	
155	Fairfield Park/River Pavillion	Leisure centres, sporting pavilions and grandstands	Fairfield	Parcels of Crown Land managed by Yarra City Council	Crown Land
156	Fairfield Park - Amphitheatre	Public Space	Fairfield	Parcels of Crown Land managed by Yarra City Council	Crown Land
157	Fairfield Park - Boathouse & Tearooms, Residence , Garage	Commercial and office buildings	Fairfield	Parcels of Crown Land managed by Yarra City Council	Crown Land
158	Fairfield Park- Public Toilets Main	Public toilets	Fairfield	Parcels of Crown Land managed by Yarra City Council	Crown Land
159	Fairfield Park - Panther Pavilion/Ivanhoe/Northcote Canoe Club	Leisure centres, sporting pavilions and grandstands	Fairfield	Parcels of Crown Land managed by Yarra City Council	Crown Land
160	Fairfield Park - Oval Carpark Maxwell Sutherland Pavilion/Fairfield Pavillion	Public Space	Fairfield	Parcels of Crown Land managed by Yarra City Council	Crown Land
161	Fairfield Park - Maxwell Sutherland Pavilion/Fairfield Pavillion and Porter Shed	Leisure centres, sporting pavilions and grandstands	Fairfield	Parcels of Crown Land managed by Yarra City Council	Crown Land
162	Fairfield Park - Kiosk	Leisure centres, sporting pavilions and grandstands	Fairfield	Parcels of Crown Land managed by Yarra City Council	Crown Land
163	TH Westfield Reserve	Public Space	Fairfield	Parcels of Crown Land managed by Yarra City Council	Crown Land
164	TH Westfield Reserve - Public Toilet	Public toilets	Fairfield	Parcels of Crown Land managed by Yarra City Council	Council
165	TH Westfield Reserve - Carpark	Public Space	Fairfield	Parcels of Crown Land managed by Yarra City Council	Council
166	Alexandra Pde Road Reserves	Public Space	Fitzroy	Properties owned by others where Council is the tenant	Vic Roads
167	Shop - 241 Brunswick St	Commercial and office buildings	Fitzroy	Buildings owned and managed by Yarra City Council	Council
168	Community Housing - Brunswick Street	Commercial and office buildings	Fitzroy	Properties owned by others where Council is the tenant	DHHS
169	Richmond Town Hall	Town halls	Richmond	Buildings owned and managed by Yarra City Council	Council
170	Young Street - Office/Moor Street Office (Florence Peel)	Community halls, rooms and centres	Fitzroy	Buildings owned and managed by Yarra City Council	Council
171	Richmond Town Hall - Public Toilets	Public toilets	Richmond	Buildings owned and managed by Yarra City Council	Council
172	Fitzroy Pool - Leisure Centre	Leisure centres, sporting pavilions and grandstands	Fitzroy	Buildings owned and managed by Yarra City Council	Council
173	Fitzroy Pool - Former Senior Citizens Centre	Community halls, rooms and centres	Fitzroy	Buildings owned and managed by Yarra City Council	Council
174	Triangular Park opposite Fitzroy Pool (Reyes Park)	Public Space	Fitzroy	Parcels of Crown Land managed by Yarra City Council	Crown Land
175	Fitzroy Child Care Cooperative - East West	Family, youth and children's centres	Fitzroy	Buildings owned and managed by Yarra City Council	Council
176	Community Early Childhood Centre - E M Dauber Building	Family, youth and children's centres	Fitzroy	Buildings owned and managed by Yarra City Council	Council
177	Yarra Community Youth Centre	Family, youth and children's centres	Fitzroy	Buildings owned and managed by Yarra City Council	Council
178	Condell St Public Toilets	Public toilets	Fitzroy	Buildings owned and managed by Yarra City Council	Council
179	Carpark at Napier Street - Smith Reserve	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
180	Atherton Gardens	Public Space	Fitzroy	Parcels of Crown Land managed by Yarra City Council	Crown Land

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181	Fitzroy Adventure Playground - Atherton Gardens Fitzroy Adventure Playground	Family, youth and children's centres	Fitzroy	Parcels of Crown Land managed by Yarra City Council	Crown Land
182	Atherton Gardens Kindergarten & OOSH- Cm Rowy	Family, youth and children's centres	Fitzroy	Properties owned by others where Council is the tenant	Director of Housing
183	Condell St Medium Strip / Carpark	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
184	Smith Reserve Park	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
185	Frank King Park	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
186	George Street Reserve (Charles Street Reserve)	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
187	Greeves St park	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
188	Peel Reserve (King William Reserve)	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
189	Garry Owen Park	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
190	Vacant Land NE CNR. NAPIER & CONDELL ST's	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
191	Connie Benn Centre - Maternal and Child Health	Family, youth and children's centres	Fitzroy	Properties owned by others where Council is the tenant	Director of Housing
192	Public Toilets - Smith st/Kerr St Exeloo	Public toilets	Fitzroy	Buildings owned and managed by Yarra City Council	Council
193	Public Toilets - Brunswick Street	Public toilets	Fitzroy	Buildings owned and managed by Yarra City Council	Council
194	Whitlam Place	Public Space	Fitzroy	Land parcels owned and managed by Yarra City Council	Council
195	North Fitzroy Childcare Cooperative	Family, youth and children's centres	Fitzroy North	Buildings owned and managed by Yarra City Council	Council
196	North Fitzroy Neighbourhood House (Holden Street)	Community halls, rooms and centres	Fitzroy North	Buildings owned and managed by Yarra City Council	Council
197	Clifton Childcare Cooperative	Family, youth and children's centres	Fitzroy North	Buildings owned and managed by Yarra City Council	Council
198	Merri Streamside - Between Queens Pde & Railway West Side	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
199	Batman Reserve	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
200	Edinburgh Gardens Cricket Players Room	Leisure centres, sporting pavilions and grandstands	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
201	Edinburgh Gardens- Fitzroy Victoria Bowling and Sports Club Incorporated	Leisure centres, sporting pavilions and grandstands	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
202	Edinburgh Gardens - Toilets (North)	Public toilets	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
203	Edinburgh Gardens - Cricket Players Room/Alfred Crescent Pavillion	Leisure centres, sporting pavilions and grandstands	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
204	Edinburgh Gardens - Juniors Oval & Pavillion/Alfred Crescent Pavillion	Leisure centres, sporting pavilions and grandstands	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
205	Edinburgh Gardens - Emely Baker Infant Welfare Centre	Community halls, rooms and centres	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
206	Edinburgh Gardens - Fitzroy Community Rooms	Community halls, rooms and centres	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
207	Edinburgh Gardens - WT Peterson Oval Pavillion & Grandstand/Fitzroy Football club	Leisure centres, sporting pavilions and grandstands	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
208	Edinburgh Gardens - Toilets (South)	Public toilets	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
209	Edinburgh Gardens - Tennis Club	Leisure centres, sporting pavilions and grandstands	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
210	Public Toilet - Queens Pde	Public toilets	Fitzroy North	Buildings owned and managed by Yarra City Council	Council
211	Rushall Recreation Reserve	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown / Vic Track
212	Batson Reserve - Rushall Station Open Space RAILWAY LOT 28	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
213	Edwards Place Reserve	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
214	Holden St Reserve cnr Byrne St.	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
215	Porter St Park	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
216	Merri Streamside - Ottery Reserve	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
217	Langdon Reserve	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
218	65 Queens Parade Reserve	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
219	Rae St Mini Park	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
220	Liverpool Street Park	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
221	Triangular Reserve - Piedemonte	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
222	Alexandra Parade Road Reserve Centre Medium	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
223	Inner Circle Linear Park	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
224	Inner Circle Linear Park - Mark Street Hall	Community halls, rooms and centres	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land

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225	Inner Circle Linear Park - Mark Street Reserve	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
226	Inner Circle Linear Park - Janet Millman Reserve - Nicholson to Rae	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
227	Inner Circle Linear Park - Thomas Kidney Reserve - Bennett to Rushall St	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
228	Inner Circle Linear Park - St Georges to Scotchmer	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
229	Inner Circle Linear Park - Rae to Brunswick St N	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
230	Inner Circle Linear Park - Applerly Reserve	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
231	Inner Circle Linear Park - Reserve cnr Byrne St.	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
232	Inner Circle Linear Park - St Georges to Bennett	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
233	Inner Circle Linear Park - Carpark	Public Space	Fitzroy North	Parcels of Crown Land managed by Yarra City Council	Crown Land
234	Pigdon St Median Strip	Public Space	Princes Hill	Land parcels owned and managed by Yarra City Council	Council
235	Wilson St Median Strip	Public Space	Princes Hill	Land parcels owned and managed by Yarra City Council	Council
236	Inner Circle Linear Park - Wilson to Lygon	Public Space	Princes Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
237	McKean St Median - Boundary fence	Public Space	Fitzroy North	Properties owned by others where Council is the tenant	Vic Track
238	Bargoonga Nganijin - North Fitzroy Library	Libraries	Fitzroy North	Buildings owned and managed by Yarra City Council	Council
239	Reid Street Reserve	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
240	Brookes Crescent Reserve	Public Space	Fitzroy North	Land parcels owned and managed by Yarra City Council	Council
241	Bundara St Reserve	Public Space	Fitzroy North	Properties owned by others where Council is the tenant	Melbourne Water
242	North Carlton Railway Station Neighbourhood House	Community halls, rooms and centres	Princes Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
243	Gallagher Reserve	Public Space	Princes Hill	Parcels of Crown Land managed by Yarra City Council	Crown
244	Gallagher Reserve- North Carlton Railway Station- Bocce Rink	Community halls, rooms and centres	Princes Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
245	Princes Hill MCHC	Family, youth and children's centres	Princes Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
246	Princes Hill Kindergarten	Family, youth and children's centres	Princes Hill	Parcels of Crown Land managed by Yarra City Council	Crown Land
247	Richmond Library	Libraries	Richmond	Buildings owned and managed by Yarra City Council	Council
248	Charlotte St Carpark (adj Carringbush Library)	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
249	Jim Loughnan Hall	Community halls, rooms and centres	Richmond	Buildings owned and managed by Yarra City Council	Council
250	Richmond Senior Citizens Centre	Community halls, rooms and centres	Richmond	Buildings owned and managed by Yarra City Council	Council
251	Chas Farquhar Complex - The Stables	Community halls, rooms and centres	Richmond	Buildings owned and managed by Yarra City Council	Council
252	Richmond Pre-school	Family, youth and children's centres	Richmond	Buildings owned and managed by Yarra City Council	Council
253	Richmond Kindergarten	Family, youth and children's centres	Richmond	Buildings owned and managed by Yarra City Council	Council
254	Yarraberg Child Care Centre	Family, youth and children's centres	Richmond	Buildings owned and managed by Yarra City Council	Council
255	Docker Street Carpark	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
256	Docker Street Public Toilets	Public toilets	Richmond	Buildings owned and managed by Yarra City Council	Council
257	Bridge Road Public Toilets/Exeloo	Public toilets	Richmond	Buildings owned and managed by Yarra City Council	Council
258	St Phillips Park (next to Town Hall) / Town Hall Reserve	Public Space	Abbotsford	Land parcels owned and managed by Yarra City Council	Council
259	Willowview Adult Day Care - Rear Collingwood Town Hall	Community halls, rooms and centres	Abbotsford	Buildings owned and managed by Yarra City Council	Council
260	Ex Richmond Police Station	Community halls, rooms and centres	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
261	Portable Building - rear of Richmond Offices (ex Richmond Police Station)	Commercial and office buildings	Richmond	Buildings owned and managed by Yarra City Council	
262	345 Bridge Road Council Office/Level 2	Commercial and office buildings	Richmond	Buildings owned and managed by Yarra City Council	Council
263	Royal Flying Doctors Services/Level 1	Commercial and office buildings	Richmond	Buildings owned and managed by Yarra City Council	Council
264	RSEA/Groundfloor	Commercial and office buildings	Richmond	Buildings owned and managed by Yarra City Council	Council
265	Gleadell Street Multi Storey Carpark - 45 free spaces	Commercial and office buildings	Richmond	Properties owned by others where Council is the tenant	Bridge Church
266	Citizens Park	Public Space	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
267	Citizens Park - - Air Raid Pavilion/Jack Dyer Pavilion	Community halls, rooms and centres	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
268	Citizens Park - Richmond Oval	Public Space	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
269	Citizens Park - Richmond Multi-cultural Children's Centre	Family, youth and children's centres	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
270	Citizens Park - Offices	Community halls, rooms and centres	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
271	Citizens Park - Public Toilet	Public toilets	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
272	Burnley St Depot	Commercial and office buildings	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land / Freehold
273	Barkly Gardens/Allan Bain Reserve	Public Space	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land

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274	Barkly Gardens - Pavilion / Toilet	Public toilets	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
275	Richmond Recreation Centre	Leisure centres, sporting pavilions and grandstands	Richmond	Buildings owned and managed by Yarra City Council	Council
276	Richmond Recreation Centre - Netball / Tennis Courts	Leisure centres, sporting pavilions and grandstands	Richmond	Land parcels owned and managed by Yarra City Council	Council
277	Williams Reserve	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
278	Williams Reserve - Community Room	Community halls, rooms and centres	Richmond	Properties owned by others where Council is the tenant	Victoria Gardens Dev
279	Mary Street Pavilion	Leisure centres, sporting pavilions and grandstands	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
280	O'Connell Reserve	Public Space	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
281	Belgium Avenue Neighbourhood House Playground	Family, youth and children's centres	Richmond	Land parcels owned and managed by Yarra City Council	Council
282	Dame Nellie Melba Park	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
283	Lennox Street Park	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
284	Cairns Reserve	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
285	McConchie Reserve	Public Space	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
286	Annette's Place - River St Land	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
287	Thomas St Carpark aka Judd St Carpark	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
288	Richmond Primary School (joint use agreement)	Leisure centres, sporting pavilions and grandstands	Richmond	Properties owned by others where Council is the tenant	Dep't of Education
289	Studio 1 - GTV 9	Community halls, rooms and centres	Richmond	Buildings owned and managed by Yarra City Council	Council
290	Victoria Street Gateway Lot No B0194 & B0197	Public Space	Richmond	Properties owned by others where Council is the tenant	Vic Roads
291	Church Street Park (old Off ramp)	Public Space	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
292	Durham Street Park	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
293	Riverbank Reserve	Public Space	Richmond	Parcels of Crown Land managed by Yarra City Council	Crown Land
294	Peppercorn Park & Rotunda	Public Space	Richmond	Properties owned by others where Council is the tenant	United Church Of Australia
295	Mary Rogers Square	Public Space	Richmond	Properties owned by others where Council is the tenant	Vic Roads
296	Urban Arts Square	Public Space	Richmond	Properties owned by others where Council is the tenant	Vic Track
297	Stewart Street Reserve	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
298	Learning Bank - 124 Victoria St Richmond	Community halls, rooms and centres	Richmond	Properties owned by others where Council is the tenant	Private
299	Pathway Between Mary St and Durham St	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
300	Car Park	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
301	Pathway between durham and brighton st	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
302	Capital City Trail - Bike/Walk Track	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
303	Egan Place Reserve	Public Space	Richmond	Properties owned by others where Council is the tenant	DHHS
304	Murphy Street Reserve	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	Council
305	Rooney St to Burnley St Trail	Public Space	Richmond	Land parcels owned and managed by Yarra City Council	
306	Collingwood College Kindergarten	Family, youth and children's centres	COLLINGWOOD	Properties owned by others where Council is the tenant	Dep't of Education
307	Railway Lot 4 at Collingwood (Land only)	Community halls, rooms and centres	COLLINGWOOD	Properties owned by others where Council is the tenant	Vic Track
308	Pocket park near East Richmond Railway Station	Public Space	EAST RICHMOND	Properties owned by others where Council is the tenant	Vic Track
309	69-73 River St	Public Space	RICHMOND	Land parcels owned and managed by Yarra City Council	Council
310	Airspace above Gibbons Street - Pedestrian Bridge	Commercial and office buildings	CREMORNE	Land parcels owned and managed by Yarra City Council	Council
311	Road encroachment /part of the footpath adjoining 41 Lord Street, Richmond	Commercial and office buildings	RICHMOND	Land parcels owned and managed by Yarra City Council	Council
312	Part Normanby Place	Public Space	RICHMOND	Land parcels owned and managed by Yarra City Council	Council
313	Cnr Erin & Normanby Place, Richmond	Public Space	RICHMOND	Land parcels owned and managed by Yarra City Council	Council
314	Fairlea Reserve Netball and Tennis Courts and Pavilion	Leisure centres, sporting pavilions and grandstands	Alphington	Properties owned by others where Council is the tenant	Parks Vic/DEECA
315	Richmond Youth Hub	Family, youth and children's centres	Richmond	Properties owned by others where Council is the tenant	DHHS

Draft Property Strategy Community Engagement Report



This report details the specifics of the property strategy community engagement and evaluates the participation. The consultation opened on 31 May and was live until Monday 24 June 2024.

Why we ran this consultation?

Yarra City Council manages a significant property portfolio on behalf of its community. We are responsible for all property management functions for buildings owned by Council. This includes investment, acquisition, operation, maintenance, and sale of properties.

Council adopted its first property strategy in 2018. The new draft Property Strategy builds on our existing objectives and aims to provide more transparent and equitable approaches to property management in Yarra. It has been informed through detailed benchmarking, as well as previous community feedback received through the development of existing documents like the Council Plan, Community Vision and Financial Sustainability Strategy. We have previously heard from our community that is a strong desire for all of our properties to be well utilised which has been addressed through the inclusion of a property assessment tool. We have also included a more robust decision-making framework which will enable Council to be more transparent about how community access and pay for the use of our community facilities.

Objectives of this engagement

1. To inform the community about the draft Property Strategy and the more proactive property management approaches included.
2. To seek community feedback on the draft Property Strategy, specifically to see if there is anything missing or if there are any other comments related to the Strategy.
3. To capture the voices of Yarra's diverse community in the community consultation.
4. To share how feedback will help inform the final Property Strategy.

Level of Community influence

1. The community could influence and help us to understand community priorities in relation to Yarra's property management.
2. The community could influence and help us to consider if there was anything missing from the draft Strategy, where applicable and in line with the Strategic Property Objectives.

What did we ask?

Participants were asked:

- Have we missed anything in the draft Property Strategy that you think is important to include?
- Do you have any other comments about the draft Property Strategy?

Methods included:

- An online survey tool on the Your Say Yarra web page
- Hard copy surveys available to complete at an in-person pop up

Engagement Reach

370 responses were received by 360 participants as part of this community consultation. 369 responses were received through the Your Say Yarra online project page and in person, and one was received through Council's customer request management system and was included after the consultation closed by request.

Of the 370 responses:

- 6 responses were incomplete and only provided demographic information, these were removed.
- 8 sets of duplicate email data was found and consolidated, reducing the total responses by 4.

Therefore, this report considers 360 responses received from participants.

Engagement and Communications Activity
1 x place-based pop-up at the Gleadell Street market <ul style="list-style-type: none">• Support from Bicultural Liaison Officers at the pop up
Your Say Yarra (YSY) page
Social media posts and ads <ul style="list-style-type: none">• Across LinkedIn, Facebook and Instagram
Email newsletters <ul style="list-style-type: none">• Yarra Life, Your Say Yarra email newsletters, and emails to current participants
100 targeted emails to representatives of Yarra's recreation and leisure organisations
49 enquiries through Council's customer service channels (email and phone)
400 Postcards distributed primarily across 19 Council-run facilities
News item on the corporate website
Digital screens at Council facilities
CALD radio ads with 3ZZZ

What did we hear?

The open text responses received were analysed and categorised into key themes. We heard seven key themes of feedback throughout the engagement:

1. Feedback on the proposed officer delegations for the acquisition and disposal of property
2. Concern that properties will be sold to generate income and repay Council debt
3. Concern that community properties will be sold without consultation
4. Suggestion that the 2018 Yarra Property Strategy does not need to be updated
5. Varying views on whether Council should sell property
6. Unique suggestions on how we could improve the strategy
7. Support for the property strategy

Feedback on officer delegations proposed in the strategy	
What did we hear	Our response
<p>Participants expressed that they did not support the proposal to delegate the CEO authority to approve property acquisitions and disposals up to the value of \$10 million.</p> <ul style="list-style-type: none"> Participants expressed that they feel all decisions regarding property acquisitions and disposals should be a decision of the elected Council, irrespective of value. Participants expressed that the CEO should have authority to approve property acquisitions and disposals in line with the CEO procurement expenditure delegation of \$1 million. A small number of participants supported increasing this to \$2 million for property related decisions. Participants expressed the view that decisions regarding property disposals should be made by democratic vote of all Yarra community members. <p>This was the most prevalent theme of feedback, with 316 participants expressing a view on the proposed officer delegations.</p>	<p>As a result of the feedback we received around officer delegations and the acquisition and sale of properties we have updated the draft Property Strategy to be clear that any sale or acquisition of property will be a decision of the elected Council and not the CEO.</p>
Concern that the property strategy will result in community property being sold to fund debt	
What did we hear	Our response
<p>Participants expressed concern that the intent of the property strategy is to sell properties to generate income to repay Council debt.</p>	<p>The draft Property Strategy states that Funds generated from the disposal of property will be allocated to support strategic initiatives, such as the acquisition, development of property or other investments that align with community needs. However, Council may consider alternative allocations on a case-by-case basis at its discretion. Any disposal or acquisition of property will be a decision of the elected Council.</p>
Concern that significant community properties will be disposed without consultation	

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What did we hear	Our response
Participants expressed concern that community infrastructure like kindergartens, libraries and recreation centres will be sold without consultation.	<p>The draft Property Strategy provides a robust framework for making decisions about property disposals. We recognise that property can only be sold once, and we need to make sure that any decision to sell a property is well considered. We have developed clear criteria to help guide decisions about property disposals as part of the development of this Strategy.</p> <p>The Strategy also states that we consult with the community on decisions of significance through targeted engagement, in accordance with Yarra's Community Engagement Policy. We have also updated the latest version of the Strategy to be clear about how we will consult on property related decisions.</p>
Suggestion that the 2018 Yarra Property Strategy does not need to be updated	
What did we hear	Our response
A small number of respondents suggested that the 2018 property strategy doesn't need to be updated	<p>The 2018 Yarra Property Strategy is due for renewal. In considering the direction of an updated property strategy, we identified opportunities to strengthen our decision-making criteria and processes, to provide greater clarity about how decisions about property are made.</p> <p>The current draft Property Strategy is a step towards better governance of Yarra's property portfolio. The draft Strategy provides a greater level of transparency compared to the existing strategy and will provide clear guidance for officers (under Council's supervision) to make operational decisions regarding leasing, licensing, acquisitions, disposals and partnerships.</p>
Varying views on whether Council should sell property	
What did we hear	Our response
<p>Participants expressed varying views on whether Council should sell property.</p> <p>Some participants stated that Council should be conservative in disposing of property or shouldn't sell property assets at all.</p> <p>Other participants expressed support to sell under-utilised property assets to allow investment in new infrastructure.</p>	<p>The draft Property Strategy provides a robust framework for making decisions about property disposals. We recognise that property can only be sold once, and we need to make sure that any decision to sell a property is well considered. We have developed clear criteria to help guide decisions about property disposals as part of the development of this Strategy.</p> <p>The draft Strategy also states that we consult with the community on decisions of significance through targeted engagement, in accordance with Yarra's Community Engagement Policy. We have also updated the latest version of the draft Strategy to be clear about how we will consult on property related decisions.</p>
Suggestions on how we could improve the strategy	
What did we hear	Our response

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We heard some ideas and suggestions about things we can do to improve the property strategy, and our approach to property management. These included:

1. A suggestion that Council should have a property listing available for community viewing.
2. A suggestion that the typical term for a lease or a license should be more than three years, to give tenants and licensees more stability.
3. A suggestion that adjoining landowners should have first pass opportunity to purchase any laneway or road that Council may sell that abuts their private property.
4. A few suggestions that the property strategy is too long.

1. We are working on developing a property register that lists all of Council's properties. When this is ready, we will share it on Council's website.
2. We agree and after benchmarking different councils policies, we have increased the typical lease or license term from three years to five years.
3. We are currently mapping our road discontinuance and sales process. We have deferred this suggestion to this process.
4. We recognise that the draft Property Strategy 2024-2029 is longer than the current strategy. This is primarily because the strategy also includes policy on portfolio management, leasing and licensing, acquisitions, disposals and strategic partnerships and investments. Consolidation of all property related governing frameworks into a single strategy is considered best practice.

Support for the draft property strategy

What did we hear

Participants expressed support for the draft Property Strategy. Specifically, participants stated that the strategic objectives resonated and that they were pleased to see that strategy provided a framework for lease and licensing of Council facilities.

Who did we hear from?

Demographic data was collected in person and through our online engagement platform from 359 participants.

Demographic data for the single submission received through Council's customer request management system was not collected.

What's your connection to Yarra? Participants were able to select more than one category	Numbers	Percentage
I live in Yarra	338	94.15%
I work in Yarra	87	24.23%
I visit Yarra	17	4.74%
I study in Yarra	6	1.67%
I own a property or mortgage in Yarra	218	60.72%
I rent in Yarra	13	3.62%
I own a business in Yarra	33	9.19%

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What gender do you identify as? Participants were able to select only one category	Numbers	Percentage
Man	132	36.77%
Woman	191	53.20%
Self-described	3	0.84%
I prefer not to say	33	9.19%
What is your age range? Participants were able to select only one category	Numbers	Percentage
Under 11	0	0%
12 to 17	0	0%
18 to 24	2	0.56%
25 to 34	19	5.29%
35 to 49	66	18.38%
50 to 59	70	19.50%
60 to 69	73	20.33%
70 to 84	90	25.07%
85 and older	3	0.84%
I prefer not to say	36	10.03%
What suburb do you live in Participants were able to select only one category	Numbers	Percentage
Abbotsford	11	3.06%
Alphington	3	0.84%
Burnley	5	1.39%
Carlton North	14	3.90%
Clifton Hill	64	17.83%
Collingwood	13	3.62%

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Cremorne	4	1.11%
Fairfield	2	0.56%
Fitzroy	51	14.21%
Fitzroy North	108	30.08%
Princes Hill	1	0.28%
Richmond	76	21.17%
I live outside of Yarra	7	1.95%

Select all that apply. I am..... Participants were able to select more than one category	Numbers	Percentage
Someone who speaks a language other than English at home.	23	8.88%
A person living with a disability.	26	10.04%
A member of the LGBTIQA+ community.	29	11.20%
Someone of Aboriginal or Torres Strait Islander descent.	3	1.16%
None of the above.	226	87.26%
I prefer not to say.	69	26.64%

Evaluating the engagement

Objective	Evaluation
Inform the community: Informing the Yarra community about the draft Property Strategy and the more proactive property management approach included.	<ul style="list-style-type: none"> We ensured that all information provided was relevant, timely and accurate The consultation was promoted through a variety of channels and methods to reach a wide audience: <ul style="list-style-type: none"> Your Say Yarra page received 1924 views across the consultation period We reached 4981 people on our social media posts 18,057 people saw our social media ad at least once Email campaigns were sent to 13,322 people and was opened by 7863 people Approximately 25 people attended our in person pop up session at Gleadell Street Market
Seek community feedback: To seek feedback on the draft Property Strategy, specifically to see if there is anything missing or if there are any other comments related to the Strategy.	<ul style="list-style-type: none"> Responses received related to the content in the draft Strategy and can be used by the project team to help finalise the Property Strategy and gain an understanding of the community's sentiments
Ensure that the engagement is accessible and inclusive: To capture the voices of Yarra's diverse community in the community consultation.	<ul style="list-style-type: none"> We used plain English descriptions Bicultural Liaison Officers (BLOs) were present at the pop-up session at the Gleadell Street Market in Richmond 3ZZZ radio ads were run in 5 languages over the course of the consultation
Share how feedback will help inform the final Property Strategy.	<ul style="list-style-type: none"> Participants have been updated at the close of the engagement to acknowledge and respond to the large amount of feedback relating to officer delegations and the acquisition and sale of properties Participants will be updated on the progress of the Final Property Strategy and informed how their feedback has influenced the development of the Strategy This report will be uploaded to the Your Say Yarra page and content on the page will be updated after the consultation and review concludes

7.7. C247yara - Uses at 21 Northumberland Street and 26 Wellington Street, Collingwood

Author	Joerg Langeloh – Project & Policy Coordinator, Strategic Planning
Authoriser	General Manager City Sustainability and Strategy Chief Executive Officer

Executive Summary

Amendment C247yara – 21 Northumberland Street and 26 Wellington Street Collingwood (C247) seeks to allow existing illegal residential uses on the site whilst ensuring they do not adversely impact the surrounding Gipps Street Major Employment precinct.

The purpose of this report is for Council to consider the key issues raised in submissions, the Officers' recommendations in response to submissions and whether or not to progress the amendment towards approval.

This report recommends Council adopt the Amendment as per officers' recommendations and seek approval from the Minister for Planning.

Officer Recommendation

That Council:

1. Note and consider all submissions regarding Amendment C247yara to the Yarra Planning Scheme, in accordance with section 22(1) of the of the Planning and Environment Act 1987 (**the Act**) (Vic).
2. Note the officer report and Attachments 1 to 4 in relation to the Amendment;
3. Adopt Amendment C247yara as set out in Attachment 4 to this report, in accordance with section 29(1) of the Act.
4. Authorise officers to submit the adopted Amendment, together with the prescribed information, to the Minister for Planning for approval, in accordance with section 31(1) of the Act.
5. Delegate authority to the Manager City Strategy to finalise the Amendment documentation in accordance with Council's resolution including any administrative or formatting changes to the amendment documentation and mapping required to give effect to Council's resolution.
6. Authorise officers to write to:
 - (a) All submitters to the Amendment;
 - (b) Owners and occupiers of land that Council believes may be materially affected by the Amendment; and
 - (c) To any other person, Minister, public authority or municipal council, who received notice of the Amendment in accordance with section 19(1) of the Act, to advise of Councils decision.

History and background

1. Two planning permits were granted to the site in 1996 and 1997 to facilitate a mix of office, warehouse and caretaker dwellings and to facilitate the reuse of the Victorian Heritage Register listed distillery building. There are a total of 29 lots on the Site, 24 lots have caretaker permits approved and 5 lots have permits for commercial uses only.
2. In 2017, due to a formal objection that was lodged against a nearby commercial (office) planning permit application, Council had to commence enforcement action after becoming aware of illegal residential uses within the Site.
3. As a result of this action, on 26 March 2018, Council received a formal request from Best Hooper lawyers on behalf of a consortium of owners to consider an amendment to the Yarra Planning Scheme. The purpose was to permit the illegal residential uses for selected lots on the Site.
4. This request was carefully considered by officers namely in response to the broader impact of legitimising residential uses in a Commercial 2 context where dwellings are prohibited. To support the amendment, the proponents, submitted detailed technical reports and a peer review were undertaken. Subsequently, refinements to the Amendment were made to address concerns raised by officers.
5. Due to the sites previously industrial history, the Environment Protection Authority (EPA) was involved in the process who made a number of requirements for it to be satisfied that the Amendment could proceed and the site to be considered suitable for residential use.
6. Amendment C247yara to the Yarra Planning Scheme (the Amendment/C247) seeks to apply the Specific Controls Overlay (SCO22) to 21 Northumberland Street and 26 Wellington Street, Collingwood, and to introduce an incorporated document.
7. The incorporated document would allow identified lots within the development to be used as a dwelling and ensure that these dwellings would not adversely impact the operation of the surrounding Gipps Street Major Employment Precinct (Gipps Street MEP).
8. In summary, C247:
 - (a) Amends the Schedule to Clause 45.12 (Specific Controls Overlay/SCO) to list 21 Northumberland Street and 26 Wellington Street, Collingwood, as an Incorporated Document;
 - (b) Amends the Schedule to Clause 72.04 (Incorporated documents) to include 21 Northumberland Street and 26 Wellington Street, Collingwood as an Incorporated Document; and
 - (c) Inserts planning scheme map No. 06SCO to apply the Specific Controls Overlay to 21 Northumberland Street and 26 Wellington Street, Collingwood.
9. The purpose of the Incorporated Document is to:
 - (a) Allow the Identified Lots to be used as a dwelling in accordance with site specific controls set out in the document; and
 - (b) Ensure that the permitted residential uses do not adversely impact the normal operations of the surrounding employment land uses within the Gipps Street MEP.
10. The Incorporated Document would place the following conditions on the identified lots so the permitted uses can be managed:

- (a) An expiry condition to ensure current residents have security in tenure for as long as they remain at the Site, while requiring the lots to transition back to the intended commercial use should they decide to vacate the site. This condition is similar to those awarded in the Scheme to parties with existing use rights;
 - (b) A formal agreement would be required to ensure realistic amenity expectations are held by current and future residents within the Site;
 - (c) Ensure that the identified lots may need to make reasonable adjustments to their properties at their own cost to minimise noise impacts from surrounding employment uses; and
 - (d) Ensure that potential land contamination is managed.
11. At the Council Meeting on 18 June 2024, Council resolved to seek authorisation from the Minister for Planning to exhibit C247.

Exhibition

12. Conditional authorisation to exhibit the amendment was obtained from the Department of Transport and Planning (under delegation from the Minister for Planning) on 30 August 2024. The conditional authorisation required officers to:
- (a) Give notice of the amendment to the Environment Protection Authority; and
 - (b) Exhibit technical reports as supporting documents to the amendment.
13. The Amendment was exhibited between 14 November and 16 December 2024.

Site Context

14. C247 applies to the land at 21 Northumberland Street and 26 Wellington Street, Collingwood (the Site). The Site is located within the Gipps Street MEP and is included within the Commercial 2 Zone (C2Z).
15. The purpose of the C2Z is to 'encourage commercial areas for offices, appropriate manufacturing and industrial, bulky goods retailing, other retail uses, and associated business and commercial services'. Specifically, the C2Z prohibits residential uses.
16. The Site is a L-shaped parcel of land that extends from Wellington Street to Northumberland Street and is approximately 2790 m² (see Image 1). The Site consists of various buildings, including four silos that are associated with the historic brewing use, common areas and a car park.



Image 1: Aerial Map - 21 Northumberland Street and 26 Wellington Street Collingwood (red)

Discussion

Submissions, issues and responses

17. A total of 3 submissions were received during the exhibition period.
18. None of the submissions opposed the Amendment, two requested changes. Attachment 1 includes the submissions and detailed officer responses to the submissions.
19. Attachment 2 provides a summary of the key issues raised in submissions (structured by topic), officer responses and recommended changes to the Amendment.
20. Officers were successful in resolving all issues, so a time and resource intensive panel hearing is not required.

Submission 1 Department of Energy, Environment and Climate Action

21. The submission from the DEECA stated they did not oppose the Amendment and no change was required.

Submission 2 Environment Protection Authority

22. The submission from the EPA supported the Amendment process and did not request substantial changes to it. They noted that this reflected Council's early engagement with the EPA and supported Council's process in managing the issue.
23. The EPA requested minor changes to the Explanatory Report and Incorporated Document to be made. Officers support the recommendations made by the EPA and have made those changes.
24. The EPA later confirmed that their submission had been resolved.

Submission 3 Proponent

25. The submission from the Proponent supports the intent of the Amendment and the planning controls.

26. As part of their submission, the Proponent attached an amended version of the Incorporated Document with their recommendations in track changes (see Attachment 1).
27. The changes made to the Incorporated Document by the Proponent generally do not undermine the purpose of it. A series of drafting refinements are proposed, with some comprehensive restructuring of the Incorporated Document.
28. Officers have considered the proposed changes requested by the Proponent and broadly agree as they will deliver the intended outcome of the Amendment. In responding to the Proponent's submission, officers have sought legal advice to determine the appropriateness of their proposed changes.
29. Officers have accepted some of the changes proposed and have made some adjustments to the Proponent's version of the Incorporated Document.
30. Attachment 3 shows the officers' recommended version of the Incorporated Document compared to the exhibited version. Attachment 4 includes the 'clean' version for consideration, along with other formal amendment documents.

Table 2: Summary of issues raised by Submitter 3 and officers' responses

Summary of issue raised in submission	Officer responses to submission
<p><u>Expiry conditions within the incorporated document</u></p> <p>The proponent has proposed to relocate conditions from Section 6 Conditions Table (Conditions) to Section 4 (Expiry of this specific control).</p> <p>The Proponent proposes this mechanism is better addressed under Section 4.</p>	<p>Officers support moving conditions from the Condition Table (Section 6) to Section 4 (Expiry of this specific control) with some changes.</p> <p>Council is required to use a State Government template when preparing a new Incorporated Document. The template is drafted to manage the expiry of the entire control, rather than individual lots. The exhibited version of the Incorporated Document left Section 4 unchanged and managed expiry of individual lots under Section 6 (conditions).</p> <p>It is logical to include conditions linked to the expiry of individual lots under this section, even though it is a deviation from the template. Officers are satisfied that the proposal still achieves the intended outcome and have proposed to include this in the Officers preferred version in Attachment 3. This also applies to moving the changes for the expiry conditions linked to the land contamination conditions.</p>
<p><u>Expiry conditions within the incorporated document</u></p> <p>The Proponent has proposed to move the expiry condition linked to the land contamination conditions (Section 7) to Section 4 (Expiry of this specific control).</p>	<p>Officers support moving the expiry condition from the Section 7 (Requirements for an Environmental Audit Statement) to Section 4 (Expiry of this specific control) for the reasons noted above.</p> <p>Officers are satisfied that the proposal still achieves the intended outcome and have included this in the Officers preferred version in Attachment 3.</p>
<p><u>Noise mitigation conditions</u></p> <p>The Proponent has proposed that the noise mitigation condition not be linked to the expiry of the permitted use.</p>	<p>Officers support retaining noise mitigation as a condition but not to have it connected to the expiry of the control.</p> <p>The exhibited version of the Incorporated Document includes the noise mitigation condition under the Conditions Table which is required to be met to use the identified lot as a dwelling. In a scenario where it has been identified that noise levels are greater than those outlined in the Noise Protocol, the owner would need to make necessary adjustments to their property. Officers acknowledge that making these adjustments may need to consider a range of design solutions and take time to implement. It is reasonable to remove the connection to the expiry to ensure that owners are not unnecessarily in conflict with the Incorporated Document while a solution is determined.</p>
<p><u>Drafting of the condition for section 173 agreements managing amenity expectations</u></p> <p>The Proponent has redrafted the condition for Section 173 agreements that manage amenity expectations. They have removed reference to the specifications of the scope of these agreements.</p> <p>While it is not clear in their submission, it is assumed a draft Section 173 agreement would become part of C247 and then be signed by parties at a later date. This document includes the</p>	<p>Officers do not support the drafting approach by the Proponent.</p> <p>The draft S173 agreement includes a range of new content that has not been exhibited as part of this Amendment. If it was to be included as part of the Amendment further consultation would be required as it is a significant change to version exhibited.</p> <p>While most of the content officers are generally in agreement with, there are some elements which are not supported by officers.</p>

same drafting as Council's exhibited version of the Incorporated Document.	Officers propose reintroducing the scope of the S173 agreements managing amenity to the Incorporated Document as shown in Attachment 1 and 2.
<p><u>Timeframes of Section 173 agreements (amenity expectations)</u></p> <p>The Proponent has proposed different timeframes for when section 173 agreements are required to be actioned. They have increased the timeframes from 3 months to 6 months.</p>	<p>Officers do not support increasing the timeframe of the Section 173 agreement that manage amenity expectations to 6 months (from 3 months).</p> <p>Any delay in time has the potential to impact surrounding properties should they choose to undertake renovations, new uses or redevelop. The Incorporated Document provides flexibility if owners require further time from the Responsible Authority if needed.</p>
<p><u>Timeframes of Section 173 agreements (land contamination)</u></p> <p>The Proponent has proposed different timeframes for when section 173 agreements are required to be actioned. They have increased the timeframes from 6 months to 12 months.</p>	<p>Officers do not support increasing the timeframe of the Section 173 agreement that manage land contamination to 12 months (from 6 months months).</p> <p>Through preliminary work it is know there is some level of contamination on the site. While concerns have been managed in the short term, it is imperative that a comprehensive audit (or equivalent) is undertaken to ensure safety to human health. The Incorporated Document provides flexibility if owners require further time from the Responsible Authority if needed.</p>
<p><u>Gross floor area of lots</u></p> <p>The Proponent has not included the condition that ensures a lot does not increase its gross floor area.</p>	<p>Officers do not support the removal of this condition. The submission does not include rationale for why it has been removed.</p> <p>This condition has been reinserted to officers recommended version of the Incorporated Document.</p>

Options

31. Council has three options to consider.

Option 1 – Adopt the Amendment without changes **Recommended**

32. Adopt the Amendment as per officers' recommendations and seek approval from the Minister for Planning.
33. This is recommended given all issues in submissions have been resolved and the amendment could proceed to the final step of the process.

Option 2 – Make changes to the recommended Amendment **Not recommended**

34. Depending on the extent of changes, there are two outcomes that would need to occur at a future Council Meeting:
- (a) If submitters confirm the changes proposed by Council are still resolved then Council can proceed to adopt the Amendment; and
 - (b) If submitters determine that the changes conflict with the issues raised, Council would be required to refer the Amendment to an Independent Planning Panel.
35. This is not recommended given all issues raised in submissions have been resolved and it would take extra time and cost to the process.

Option 3 – Abandon the Amendment

Not recommended

36. If Council resolved to abandon the Amendment, Council would be required to notify the Minister for Planning and parties of Council's decision. This is not recommended as enforcement action would recommence and property owners would need to prove existing use rights or compliance with their permit.

Community and stakeholder engagement

37. Prior to seeking authorisation, officers had undertaken extensive engagement with the Proponent, internal stake holders and State Government Departments/Authorities.
38. Public exhibition of Amendment C247yara occurred on Thursday 14 November 2024 to Monday 16 December 2024 and received three submissions to the Amendment.
39. Council officers have taken a targeted approach in the notification of the Amendment reflecting the site-specific nature of the changes.
40. Council officers met with the proponent and other parties multiple times during the process, including during the exhibition period.
41. Notice of C247 included:
- (a) Letter notification to all owners and occupiers within the site;
 - (b) Letter notification to owners and occupiers of surrounding properties bound by Wellington Street, Glasgow Street, Rokeby Street and Victoria Parade;
 - (c) Notice in the Victorian Government Gazette;
 - (d) Notice in The Age (31 July 2023); and
 - (e) Notification of Ministers prescribed by the Planning and Environment Act 1987; and the Environment Protection Authority.
42. Webpage on the corporate website (Your Say Yarra) containing:
- (a) Formal amendment documents and background reports;
 - (b) Frequently Asked Questions;
 - (c) Contact details and information on how to make a submission;
 - (d) An online submission form; and
 - (e) A news article on the main Yarra website.

Strategic Analysis

Alignment to Council Plan

Strategic Objective three - Local economy

- 3.1 Support Yarra's employment precincts and drive economic development opportunities

43. It does this by ensuring the impacts on the Gipps Street MEP are minimised and managed through the introduction of the incorporated document.

Climate emergency

44. Progressing C247 would not have any implications on Yarra City Council's commitment to addressing the climate emergency or have any known negative sustainability outcomes.

Community and social implications

45. There are no adverse broader community or social implications in progressing Amendment C247 to the Yarra Planning Scheme.

Economic development implications

46. The economic impact of allowing the identified lots to be used as a residential dwelling is likely to be minimal in the context of the wider Gipps Street Major Employment Precinct.
47. If the amendment were to progress it would implement a range of conditions to ensure the functioning of the Gipps Street Major Employment Precinct is protected. It would also apply an expiry date to these uses to enable the future transition from residential back to the intended commercial uses over time.

Human rights and gender equality implications

48. There are no known human rights or gender equality implications for progressing Amendment C247 to the Yarra Planning Scheme.

Finance and Resource Impacts and Interdependencies

49. The costs associated with either the adoption of the Amendment or if this proceeded to a Planning Panel statutory fees and panel fees would be met by the proponent as outlined in the Planning and Environment (Fees) Regulations 2016.
50. Council's legal advice and representation throughout the process is met via the Governance budget.

Legal and Legislative obligations

Conflict of interest disclosure

51. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.
52. The Amendment would be processed and considered in accordance with the provisions of the Planning and Environment Act 1987.
53. If Council were to abandon the Amendment, Council would be required to continue enforcement action under both the Planning and Environment Act 1987 and the Building Act 1993.

Risks Analysis

54. If Council progresses the Amendment with changes to officers' recommendation, it could lead to significant additional financial and resourcing requirements for both Council and the Proponent.

55. If Council resolved to abandon the Amendment, enforcement action would recommence. This would result in owners who do not have existing use rights being instructed to vacate their properties. There would be increased financial and personal burden on these owners while they search for alternative residences. Legal proceedings and costs could also be a result of this option.

Implementation Strategy

56. Should Council support the officer recommendation, C247 would be submitted to the Minister for Planning for consideration of approval. Approval timeframes are not known to officers.
57. Submitters will be notified of Council's decision.

Report attachments

1. 7.7.1 Attachment 1 - C247yara Submissions and Officer Responses to Submisison 3
2. 7.7.2 Attachment 2 - C247yara Responses to Submissions
3. 7.7.3 Attachment 3 - C247yara Recommended Incorporated Document with track changes
4. 7.7.4 Attachment 4 - C247yara Scheme Amendment Documents

C247yara - Submission #1



Department of Energy, Environment and Climate Action

8 Nicholson Street
EAST MELBOURNE, VICTORIA 3001
Email: pe.assessment@deeca.vic.gov.au
deeca.vic.gov.au

Ref: 7054

Manager City Planning
Yarra City Council
333 Bridge Road
RICHMOND VIC. 3121

By email: strategicplanning@yarracity.vic.gov.au

Dear [REDACTED]

REFERENCE NUMBER: AM C247YARA
PROPOSAL: INTRODUCE A SPECIFIC CONTROL OVERLAY AND NEW
INCORPORATED DOCUMENT
ADDRESS: 21 NORTHUMBERLAND AND 26 WELLINGTON STREET,
COLLINGWOOD

Thank you for your correspondence of 18 November 2024 pursuant to Section 19 of the *Planning and Environment Act 1987*.

Council has given the Department of Energy, Environment and Climate Action (DEECA) notice of a proposed planning scheme amendment that seeks to introduce a site specific exemption into the Yarra Planning Scheme to regularise the continued use of the site for dwellings – a use which has occurred within the former industrial complex for the last 20 years.

The Environment Portfolio of DEECA has considered the above application and does not oppose the amendment.

If you have any queries regarding this matter, please contact [REDACTED] on [REDACTED] or at pe.assessment@deeca.vic.gov.au.

Yours sincerely

[REDACTED]

Senior Planning Officer
Planning Services (Central East)
DEECA Planning and Environment Assessment

27/11/2024

Any personal information about you or a third party in your correspondence will be protected under the provisions of the *Privacy and Data Protection Act 2014*. It will only be used or disclosed to appropriate Ministerial, Statutory Authority, or departmental staff in regard to the purpose for which it was provided, unless required or authorized by law. Enquiries about access to information about you held by the Department should be directed to foi.unit@delwp.vic.gov.au or FOI Unit, Department of Energy, Environment and Climate Action, PO Box 500, East Melbourne, Victoria 8002.



OFFICIAL

C247yara - Submission #2

From: [REDACTED]
To: [REDACTED]
Subject: RE: Amendment C247yara to the Yarra Planning Scheme - Notice of preparation of amendment
Date: Friday, 29 November 2024 3:04:49 PM
Attachments: [image002.png](#)
[image003.png](#)
[image004.png](#)
[image005.png](#)
[image006.png](#)
[image008.png](#)
[image009.png](#)

OFFICIAL

Good afternoon [REDACTED]

I hope you're well. Thanks for the opportunity to provide further comment on C247.

EPA has no substantial further comment on the Amendment, which reflects Council's early engagement with EPA and continued efforts to resolve the matters raised in our MD19 response. Some final remarks:

- EPA supports the assessment processes that was undertaken to understand potential risks of harm to current users of the land, and Council's proposed controls for managing potentially contaminated land in the Incorporated Document.
- In the Explanatory Report:
 - Consider updating references from "Environmental Protection Agency" to "Environment Protection Authority"
 - In line with Clause 4 of MD19, it would be beneficial to include a short description of how the amendment responds to EPA's written views. For example:
 - Collaboration between EPA and Council on understanding potential risks of harm to current users of the land.
 - Discussion around appropriate controls and specific wording of the Incorporated Document.
- Regarding the references to "for a sensitive use (high)" in the Incorporated Document, consider whether the terminology is consistent with the land use categories under *Environment Reference Standard 2021* as this is what the auditor will be drawing conclusions on. These are simply outlined in the [PRSA statement proforma](#). For example, this might read closer to 'Sensitive use – high density'

All the best progressing the amendment.

Many thanks,

[REDACTED]



E [REDACTED]

Ordinary Council Meeting Agenda - 8 April 2025

P
A

epa.vic.gov.au



[Redacted]

EPA acknowledges Aboriginal people as the first peoples and Traditional custodians of the land and water on which we live work and depend. We pay respect to Aboriginal Elders past and present and recognise the continuing connection to and aspirations for the Country. This email (and any attachments) is for the intended recipient only and may contain privileged, confidential or copyright information. If you are not the intended recipient, any use of this email is prohibited, please notify the sender immediately or contact us at 1300 372 842, or contact@epa.vic.gov.au and delete the original. EPA does not warrant that this email or any attachments are error or virus free and accepts no liability for computer viruses, data corruption, delay or interruption, unauthorised access or use. Any personal information in this email must be handled in accordance with the Privacy and Data Protection Act 2014 (Vic).



From: [Redacted]
Sent: Friday, 15 November 2024 9:23 AM
To: EPA Strategic Planning [Redacted]
Cc: [Redacted]
Subject: Amendment C247yara to the Yarra Planning Scheme - Notice of preparation of amendment

Some people who received this message don't often get email from [Redacted] [Learn why this is important](#)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Good morning,

We have sent through a notice of preparation of Amendment C247yara to the Yarra Planning Scheme on 12 November 2024 via post.

I am mindful that these letters take time to work through the mailing room to our desks/computers.

Please see an electronic version of the letter sent to your team.

Any questions don't hesitate to reach out.

Thanks,

[Redacted]
[Redacted]
[Redacted]

Ordinary Council Meeting Agenda - 8 April 2025

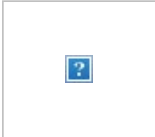
PO BOX 168 Richmond VIC

T: [REDACTED]

E: [REDACTED]

W: www.yarracity.vic.gov.au

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Yarra City Council acknowledges the Wurundjeri Woi Wurrung as the Traditional Owners of this country,

pays tribute to all Aboriginal and Torres Strait Islander people in Yarra,
and gives respect to the Elders past and present.

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C247yara - Submission #3

From: [REDACTED]
To: [mbxStrategicPlanning](#)
Cc: [REDACTED]
Subject: C247yara Submission (71667)
Date: Monday, 16 December 2024 3:02:47 PM
Attachments: [image001.jpg](#)
[image002.jpg](#)
[Letter to Yarra City Council.pdf](#)
[Section 173 Agreement SCO 12 Dec 24.docx](#)
[C247yara_20240618 - Incorporated document \(Clean\).docx](#)
[C247yara_20240618 - Incorporated document \(Tracked\).docx](#)

Dear Sir/Madam,

On behalf of [REDACTED] please see submission in relation to the above amendment attached.
Attachments referred to within are also attached.

Kind regards,

[REDACTED] Legal Secretary

On behalf of [REDACTED]

Direct Tel: (03) [REDACTED]

Reply to: [REDACTED]

A Level 12, 10 Queen Street
Melbourne, Victoria, 3000



We work flexibly at Best Hooper. This email is being sent at a time that works for me. Please respond at a time that works for you.

Wishing all Victorians a happy holiday period.

We will be closed from Tuesday 24 December 2024 and will reopen Thursday 9 January 2025.

Warning: To minimise the risk of cyber fraud, we will always require verbal verification of bank account details prior to any transfer. You should not transfer funds to us or any third party without first obtaining verbal verification of the correct bank account details. **Disclaimer:** The content of this e-mail is intended solely for the use of the individual or entity to whom it is addressed. If you have received this communication in error please notify the author immediately and be aware that forwarding it, copying it, or in any way disclosing its content to any other person, is strictly prohibited.

C247yara - Submission #3

Part 1 - Incorporated Document in track change



21 Northumberland Street and 26
Wellington Street, Collingwood

City of Yarra, June 2024

YARRA PLANNING SCHEME

Incorporated Document

This document is an incorporated document in the
Yarra Planning Scheme pursuant to section 6(2)(j)
of the Planning and Environment Act 1987



OFFICIAL

1.0 INTRODUCTION

This document is an Incorporated Document in the schedules to Clause 45.12 - Specific Controls Overlay (SCO) and Clause 72.04 - Incorporated Documents of the Yarra Planning Scheme (scheme).

The land identified in Clause 2.0 of this document may be used and developed in accordance with the ~~site specific controls~~ conditions contained in Clauses 6.0 of this document.

~~Despite any provision to the contrary in the Scheme, pursuant to Clause 51.01 of the Scheme the land identified in this incorporated document may be used and developed in accordance with the specific controls contained in this document.~~

~~In the event of any inconsistency between the specific controls contained in this document and any provision of the Scheme, the specific controls contained in this document will prevail.~~

Commented [RD1]: Delete because it is captured in clause 3.0 (as per the template)

2.0 LAND DESCRIPTION

This document applies to ~~21 Northumberland Street and 26 Wellington Street, Collingwood known as 'the land' being all of the land within SCO22, 21 Northumberland Street and 26 Wellington Street, Collingwood Incorporated Document.~~

~~The controls in this document apply to the lots identified in Table 1 below ("Identified Lots"), which are all located on the land generally described as 26 Wellington Street and 21 Northumberland Street, Collingwood, as shown on Plan of Subdivision PS404294 PS404294 ('the land') being all of the land within SCO, Schedule 22.~~

Commented [RD2]: Merged to respond template and provide clarity that the SCO applies more particularly to the identified lots within the greater land holding address

A reference in this document to the Identified Lots includes a reference to any part thereof. In this document, unless the context admits otherwise, the singular includes the plural and vice versa.

Table 1 - Identified lots that this incorporated document applies to and associated car park in brackets.

3B (41)	11C (32 and 33)	11H (Pt 11H)	11N (Pt 11N)
5C (57)	11D (24 and 44)	11J (Pt 11J)	13 (43 and 54)
5D (58)	11E (29, 53 and 60)	11K (Pt 11K)	14 (37 and 51)
5F (42)	11F (52)	11L (Pt 11L and 45)	15
11B (Pt 11B)	11G (34)	11M (Pt 11M)	16 (46)



Figure 1 – Map of land subject to this Incorporated Document as outlined in red.

3.0 APPLICATION OF PLANNING SCHEME PROVISIONS

Despite any provision to the contrary or any inconsistent provision in the scheme, pursuant to Clause ~~51.0145-1.42~~ of the scheme the land identified in the incorporated document may be used and developed in accordance with the specific controls contained in this document.

In the event of any inconsistency between the specific controls contained in this document and general provisions of the scheme, the specific controls contained in this document will prevail.

4.0 EXPIRY OF THIS SPECIFIC CONTROL

~~The use-specific controls contained in this document will lapse in respect of any Identified Lot permitted under this Incorporated Document expire if all Identified Lots expire as subject to the Clause 6.0 Conditions if any of the following events occur in respect of any such lot:~~

- The use of an Identified Lot as a dwelling has stopped for a continuous period of 2 years or has stopped for two or more periods which together total 2 years in any period of 3 years; or
- The Identified Lot is consolidated with another lot unless the lots to be consolidated are also an Identified Lot; or
- The number of dwellings within the Identified Lot at the date of this document is incorporated into the planning scheme is increased; or
- A Section 173 Agreement pursuant to the Planning and Environment Act 1987 ('PE Act') substantially in accordance with the terms of the agreement at Schedule 1 to this document is not executed by the owner of an Identified Lot and submitted to the Responsible Authority within 6 months of this document being incorporated into the planning scheme; or
- A PRSA in accordance with clause 8(a) of this document or an Environmental Audit

Commented [RD3]: Replaced clause to reference the correct clause which was included in the introduction

Commented [RD4]: Moved conditions to expiry provision due to Council preference given a breach to condition results in enforcement/prosecution/fine not expiry

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Statement in accordance with clause 8(b) of this document is not issued within 12 months of this document being incorporated into the planning scheme, unless the time is extended with the written consent of the Responsible Authority); or

- f) If an agreement under section 173 is required under clause 8 of this document and the owner of an Identified Lot does not submit to the Responsible Authority a 173 Agreement pursuant to the PE Act, executed by it, within 12 months of the date of the Environmental Audit Statement, unless the time is extended with the written consent of the Responsible Authority.

Upon expiry of the specific control, the land may be used and developed only in accordance with the provisions of the planning scheme in operation at that time.

5.0 PURPOSE

The purpose of this Incorporated Document is:

- To permit the use of the Identified Lots as dwellings ~~subject to the Clause 6.0 conditions of this document;~~ and
- To ensure the permitted uses do not adversely impact ~~on~~ the normal operation of the surrounding non-residential land uses and the future development of the Gipps Street Major Employment Precinct, Collingwood.

6.0 CONDITIONS

The following conditions apply to the use allowed by this incorporated document.

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Site ~~specific~~ **Management Plan** ~~controls~~

- Within 3 months of this document being incorporated into the planning scheme, or such other time as the Responsible Authority may approve in writing, written confirmation of compliance with the provisions, recommendations and requirements of the "Site Management Plan – SMP 21 Northumberland Street and 26 Wellington Street Collingwood Victoria 3066 August 2021" (SMP) must be provided by a suitable qualified environmental consultant or other suitable person acceptable to the Responsible Authority. Any recommendations or requirements of the SMP must be implemented on an on-going basis. A register of works including any Safe Work Method Statements must be maintained.
- This condition does not apply if a preliminary risk screen assessment statement ('PRSA') or an environmental audit statement under Part 8.3 of the *Environment Protection Act 2017* ('Environmental Audit Statement') in accordance with Clause 8.0 of this incorporated document state that the SMP is not required.

Commented [RD5]: Retained a condition but modified to remove quarterly reporting as that is not a requirement of the SMP or a standard requirement in planning permits

7.0 NOISE ATTENUATION

The owner of any Identified Lot may, at its own cost, undertake noise attenuation to that Identified Lot in the event that noise generated by a non-residential use, when measured at that Identified Lot, is greater than that outlined in the Noise Protocol under the *Environment Protection Regulations 2017* (as amended from time to time) and the Environment Reference Standard (Victoria Government Gazette S245, 26 May 2021) (as amended from time to time).

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~~The use of any Identified Lot for a dwelling may continue provided all the below conditions are met to the satisfaction of the responsible authority (unless the responsible authority considers that a condition is not relevant to the Identified Lot).~~

Condition number	Condition
1	The use of the Identified Lot as a dwelling has not been unoccupied for a continuous period of 2 years or for 2 or more periods which together total 2 years in any period of 3 years.
2	The use of the Identified Lot as a dwelling must be conducted within the gross floor area of the dwelling existing on the Identified Lot at the date a notice is published in the Victorian Government Gazette for the approval of Amendment C247yara.
3	The Identified Lot must not be consolidated with any other Identified Lot unless the lots to be consolidated are subject to this incorporated document.
4	The number of dwellings within the Identified Lot at the date a notice is published in the Victorian Government Gazette for the approval of Amendment C247yara to the Scheme must not be increased.

Commented [RD6]: Moved to expiry

5	<p>Written confirmation of compliance with the provisions, recommendations and requirements of the "Site Management Plan—SMP 21 Northumberland Street and 26 Wellington Street Collingwood Victoria 3066 August 2021" (SMP) must be provided by a suitable qualified environmental consultant or other suitable person acceptable to the responsible authority. To the extent any provisions, recommendations or requirements of the SMP are required to be implemented on an on-going basis, written confirmation of ongoing compliance must be provided by a suitably qualified environmental consultant or suitable person acceptable to the responsible authority at least quarterly (or at an interval otherwise agreed by the responsible authority)</p> <p>Condition 5 does not apply if an Environmental Audit Statement in accordance with Clause 7.0 of this incorporated document is required, and the Environmental Audit Statement states that the SMP is no longer required.</p>
6	<p>The registered proprietor of any Identified Lot must at its own cost, undertake noise attenuation to that Identified Lot in the event that noise generated by a non-residential use, when measured at that Identified Lot, is greater than that outlined in the Noise Protocol under the <i>Environment Protection Regulations 2017</i> (as amended from time to time) and the Environment Reference Standard (Victoria Government Gazette S245, 26 May 2021) (as amended from time to time).</p>
7	<p>Within 3 months of the date a notice is published in the <i>Victorian Government Gazette</i> for the approval of Amendment C247yara to the Scheme, the registered proprietor of the Identified Lot has entered into an agreement with the responsible authority under section 173 of the <i>Planning and Environment Act 1987</i> (P&E Act 1987) providing for the following:</p> <ul style="list-style-type: none"> • An agreement by the owner that if an application for a permit for land within the Gipps Major Street Employment Precinct, Collingwood, is lodged with the responsible authority, the owner/occupier will not object to the application relying upon use of the Identified Lots for residential purposes, and if a notice of decision to grant a permit for the application is issued by the responsible authority, the owner/occupier will not lodge an application for review with the Victorian Civil and Administrative Tribunal in respect of the notice of decision relying upon use of the Identified Lots for residential purposes. • An acknowledgement by the owner of the expiry conditions set out in Clause 6.0 of the incorporated document. • An acknowledgement by the owner that: <ul style="list-style-type: none"> • The amenity in the dwelling may be minimised due to its location within the Gipps Street Major Employment Precinct, Collingwood. • Future planning applications under the P&E Act 1987 may not take into consideration impact on residential amenity, including but not limited to overshadowing, overlooking, odour and noise, in the same way that an application in a residential zone would take those matters into account, and has paid the responsible authority's reasonable costs of the preparation, execution and registration of the section 173 agreement.

7.08.0 REQUIREMENT FOR AN ENVIRONMENTAL AUDIT STATEMENT OR PRSA

As soon as reasonably practicable after the date a notice is published in the *Victorian Government Gazette* for the approval of Amendment C247yara:

- a) A ~~proliminary risk screen assessment statement (PRSA)~~ in accordance with the *Environment Protection Act 2017* must be issued stating that an environmental audit is not required for a sensitive use (high density); or
- b) An ~~Environmental A-audit Sstatement under Part 8.3 of the Environment Protection Act 2017 (environmental audit statement)~~ must be issued stating that the Identified Lots are suitable for a sensitive use (high density).

~~Unless with the written consent of the responsible authority, if a PRSA in accordance with clause 7.0(a) or an Environmental Audit Statement in accordance with clause 7.0(b) is not issued within 6 months of the date Amendment C247yara to the Scheme is approved this control will expire.~~

The following requirements apply if an Environmental Audit Statement in accordance with clause 8.7.0(b) is issued:

- If the Environmental Audit Statement contains any recommendations, written confirmation of compliance with any recommendations of the Environmental Audit Statement must be provided as soon as reasonably practicable by a suitably qualified environmental consultant or other suitable person acceptable to the responsible authority. Compliance sign off must be in accordance with any requirements in the Environmental Audit Statement recommendations regarding verification of works.
- If the Environmental Audit Statement contains recommendations of an ongoing nature, the owners of all affected Identified Lots must enter into an agreement as soon as reasonably practicable with the responsible authority under section 173 of the P&E Act 1987 which gives effect to those recommendations and an application must be made to the Registrar of Titles to register the section 173 agreement on the titles to the affected Identified Lots under section 181 of the PE Act.
- The owners of the affected Identified Lots must pay the responsible authority's reasonable costs of the preparation, execution and registration of the section 173 agreement.

~~Unless with the written consent of the responsible authority, if an agreement under section 173 is required under this clause and is not registered on the titles to all affected Identified Lots within 6 months of the date of the Environmental Audit Statement, this control will expire.~~

8.09.0 EXEMPTION FROM NOTICE AND REVIEW

Any application to construct a building or construct or carry out works under this incorporated document is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the P&E Act 1987.

END OF DOCUMENT

OFFICIAL

Page 7 of 7

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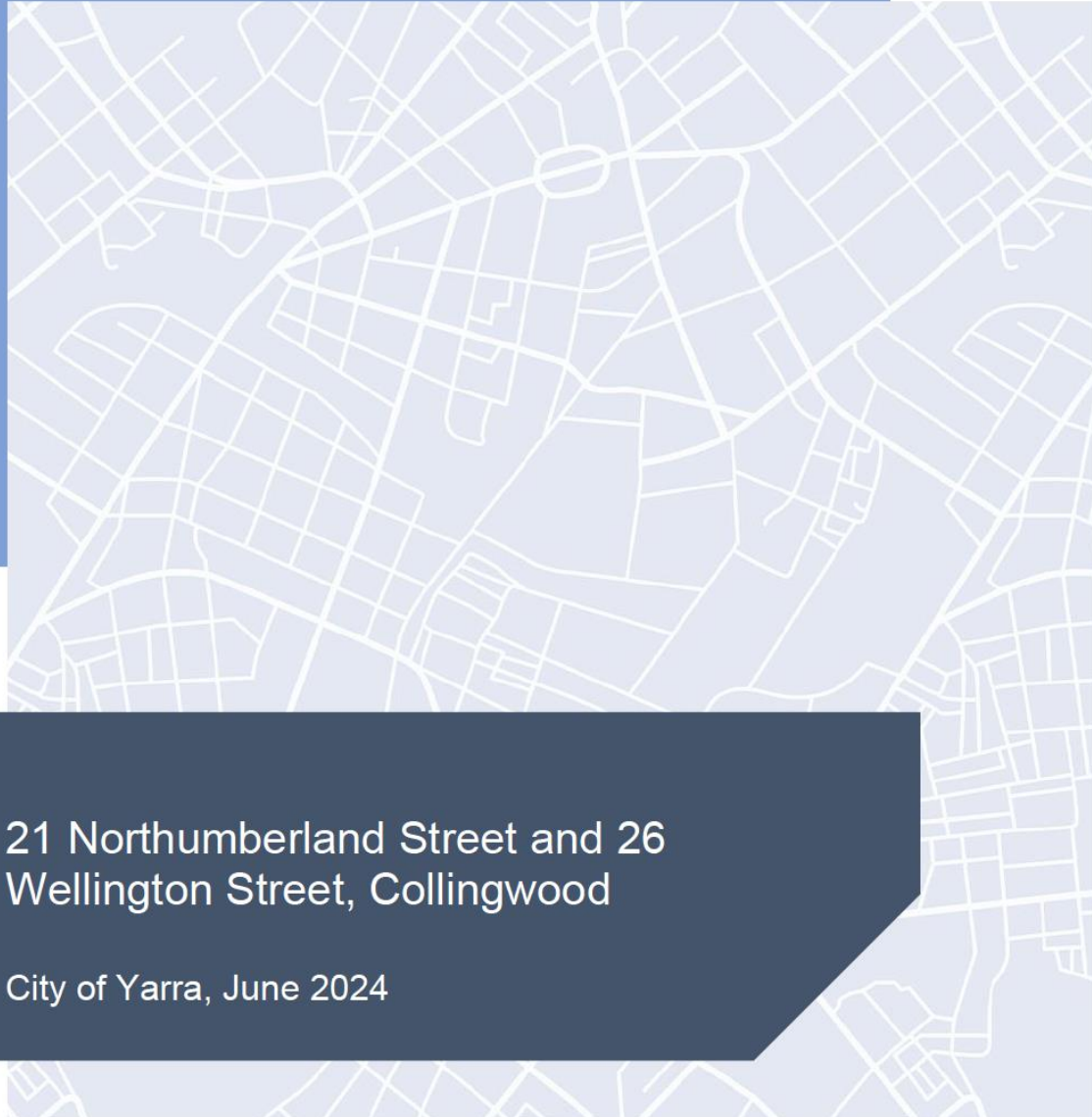
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C247yara - Submission #3
Part 2 - Incorporated Document clean



YARRA PLANNING SCHEME

Incorporated Document

This document is an incorporated document in the Yarra Planning Scheme pursuant to section 6(2)(j) of the Planning and Environment Act 1987



OFFICIAL

1.0 INTRODUCTION

This document is an Incorporated Document in the schedules to Clause 45.12 - Specific Controls Overlay (SCO) and Clause 72.04 - Incorporated Documents of the Yarra Planning Scheme (scheme).

The land identified in Clause 2.0 of this document may be used and developed in accordance with the conditions contained in Clause 6.0 of this document.

2.0 LAND DESCRIPTION

This document applies to the lots identified in Table 1 below ('Identified Lots'), which are all located on the land generally described as 26 Wellington Street and 21 Northumberland Street, Collingwood, as shown on Plan of Subdivision PS404294 PS404294 ('the land') being all of the land within SCO, Schedule 22.

A reference in this document to the Identified Lots includes a reference to any part thereof. In this document, unless the context admits otherwise, the singular includes the plural and vice versa.

Table 1 - Identified lots that this incorporated document applies to and associated car park in brackets.

3B (41)	11C (32 and 33)	11H (Pt 11H)	11N (Pt11N)
5C (57)	11D (24 and 44)	11J (Pt 11J)	13 (43 and 54)
5D (58)	11E (29, 53 and 60)	11K (Pt 11K)	14 (37 and 51)
5F (42)	11F (52)	11L (Pt 11L and 45)	15
11B (Pt11B)	11G (34)	11M (Pt 11M)	16 (46)



Figure 1 – Map of land subject to this Incorporated Document as outlined in red.

3.0 APPLICATION OF PLANNING SCHEME PROVISIONS

Despite any provision to the contrary or any inconsistent provision in the scheme, pursuant to Clause 51.01I of the scheme the land identified in the incorporated document may be used and developed in accordance with the specific controls contained in this document.

In the event of any inconsistency between the specific controls contained in this document and general provisions of the scheme, the specific controls contained in this document will prevail.

4.0 EXPIRY OF THIS SPECIFIC CONTROL

The specific controls contained in this document will lapse in respect of any Identified Lot if any of the following events occur in respect of any such lot:

- a) The use of an Identified Lot as a dwelling has stopped for a continuous period of 2 years or has stopped for two or more periods which together total 2 years in any period of 3 years; or
- b) The Identified Lot is consolidated with another lot unless the lots to be consolidated are also an Identified Lot; or
- c) The number of dwellings within the Identified Lot at the date of this document is incorporated into the planning scheme is increased; or
- d) A Section 173 Agreement pursuant to the *Planning and Environment Act 1987* ('PE Act') substantially in accordance with the terms of the agreement at Schedule 1 to this document is not executed by the owner of an Identified Lot and submitted to the Responsible Authority within 6 months of this document being incorporated into the planning scheme; or
- e) A PRSA in accordance with clause 8(a) of this document or an Environmental Audit Statement in accordance with clause 8(b) of this document is not issued within 12 months of this document being incorporated into the planning scheme, unless the time is extended with the written consent of the Responsible Authority); or
- f) If an agreement under section 173 is required under clause 8 of this document and the owner of an Identified Lot does not submit to the Responsible Authority a 173 Agreement pursuant to the PE Act, executed by it, within 12 months of the date of the Environmental Audit Statement, unless the time is extended with the written consent of the Responsible Authority.

Upon expiry of the specific control, the land may be used and developed only in accordance with the provisions of the planning scheme in operation at that time.

5.0 PURPOSE

The purpose of this Incorporated Document is:

- To permit the use of the Identified Lots as dwellings; and
- To ensure the permitted uses do not adversely impact the normal operation of the surrounding non-residential land uses and the future development of the Gipps Street Major Employment Precinct, Collingwood.

6.0 CONDITIONS

The following conditions apply to the use allowed by this incorporated document.

Site Management Plan

- Within 3 months of this document being incorporated into the planning scheme, or such other time as the Responsible Authority may approve in writing, written confirmation of compliance with the provisions, recommendations and requirements of the “*Site Management Plan – SMP 21 Northumberland Street and 26 Wellington Street Collingwood Victoria 3066 August 2021*” (SMP) must be provided by a suitable qualified environmental consultant or other suitable person acceptable to the Responsible Authority. Any recommendations or requirements of the SMP must be implemented on an on-going basis. A register of works including any Safe Work Method Statements must be maintained.
- This condition does not apply if a preliminary risk screen assessment statement (‘PRSA’) or an environmental audit statement under Part 8.3 of the *Environment Protection Act 2017* (‘Environmental Audit Statement’) in accordance with Clause 8.0 of this incorporated document state that the SMP is not required.

7.0 NOISE ATTENUATION

The owner of any Identified Lot may, at its own cost, undertake noise attenuation to that Identified Lot in the event that noise generated by a non-residential use, when measured at that Identified Lot, is greater than that outlined in the Noise Protocol under the *Environment Protection Regulations 2017* (as amended from time to time) and the Environment Reference Standard (Victoria Government Gazette S245, 26 May 2021) (as amended from time to time).

8.0 REQUIREMENT FOR AN ENVIRONMENTAL AUDIT STATEMENT OR PRSA

As soon as reasonably practicable after the date a notice is published in the *Victorian Government Gazette* of the approval of Amendment C247yara:

- a) A PRSA in accordance with the *Environment Protection Act 2017* must be issued stating that an environmental audit is not required for a sensitive use (high density); or
- b) An Environmental Audit Statement must be issued stating that the Identified Lots are suitable for a sensitive use (high density).

The following requirements apply if an Environmental Audit Statement in accordance with clause 8.0(b) is issued:

- If the Environmental Audit Statement contains any recommendations, written confirmation of compliance with any recommendations of the Environmental Audit Statement must be provided as soon as reasonably practicable by a suitably qualified environmental consultant or other suitable person acceptable to the responsible authority. Compliance sign off must be in accordance with any requirements in the Environmental Audit Statement recommendations regarding verification of works.
- If the Environmental Audit Statement contains recommendations of an ongoing nature, the owners of all affected Identified Lots must enter into an agreement as soon as reasonably practicable with the responsible authority under section 173 of the PE Act which gives effect to those recommendations and an application must be made to the Registrar of Titles to register the section 173 agreement on the titles to the affected Identified Lots under section 181 of the PE Act.

- The owner of the affected Identified Lots must pay the responsible authority's reasonable costs of the preparation, execution and registration of the section 173 agreement.

9.0 EXEMPTION FROM NOTICE AND REVIEW

Any application to construct a building or construct or carry out works under this incorporated document is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the PE Act 1987.

END OF DOCUMENT

C247yara - Submission #3
Part 3 - Proposed Section 173 Agreement

YARRA CITY COUNCIL

Council

- and -

[insert]

the Owner

**Agreement under Section 173 of the Planning and
Environment Act 1987**

Subject Land: Lot/s **[insert]** on Plan of Subdivision PS404294.

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PLANNING AND ENVIRONMENT ACT 1987

SECTION 173 AGREEMENT

THIS AGREEMENT is made the day of **[insert]**

BETWEEN:

Yarra City Council
of 333 Bridge Road, Richmond in the State of Victoria

(“Council”)

- and -

[insert]

(“the Owner”)

INTRODUCTION

- A. The Council is the Responsible Authority for the Planning Scheme under the Act.
- B. The Owner is or is entitled to be registered as the proprietor of the Subject Land.
- C. On **[insert]** a Specific Control Overlay, Schedule **[insert]** was incorporated into the Planning Scheme (“SCO”). The Specific Control Overlay, Schedule **[insert]** applies to the Subject Land and provides, at Clause 4(d):

“A Section 173 Agreement pursuant to the Planning and Environment Act 1987 (PE Act) substantially in accordance with the form of agreement at Schedule 1 to this document is not executed by the owner of an Identified Lot and submitted to the Responsible Authority within 6 months of this document being incorporated into the planning scheme.”

- D. As at the date of this Agreement, the Subject Land is encumbered by Mortgage No. **[insert]** in favour of the Mortgagee. The Mortgagee has consented to the Owner entering into this Agreement with respect to the Subject Land.
- E. The parties enter into this Agreement:
 - (a) To give effect to the requirements of the SCO; and
 - (b) To achieve and advance the objectives of planning in Victoria and the objectives of the Planning Scheme in respect of the Subject Land.

IT IS AGREED:

1. DEFINITIONS

In this Agreement the words and expressions set out in this clause have the following meanings unless the context admits otherwise:

- 1.1 **“the Act”** means the *Planning and Environment Act 1987* (Vic).
- 1.2 **“this Agreement”** means this agreement and any agreement executed by the parties expressed to be supplemental to this Agreement.
- 1.3 **“Council”** means Yarra City Council as the Responsible Authority for the Planning Scheme and any subsequent person or body which is the Responsible Authority for the Planning Scheme.
- 1.4 **“Gipps Major Street Employment Precinct”** means the industrial zoned land within the area bound by Wellington Street, Victoria Parade, Hoddle Street and Vere Street, Collingwood.
- 1.5 **“Mortgagee”** means the person or persons registered or entitled from time to time to be registered by the Registrar of Titles as Mortgagee of the Subject Land or any part of it.
- 1.6 **“Owner”** means the person or person registered or entitled from time to time to be registered by the Registrar of Titles as proprietor or proprietors of an estate in fee simple of the Subject Land or any part of it and includes a Mortgagee-in-possession.
- 1.7 **“party”** or **“parties”** means the Owner and Council under this Agreement as appropriate.
- 1.8 **“Planning Scheme”** means the Yarra Planning Scheme and any other planning scheme which applies to the Subject Land.
- 1.9 **“Subject Land”** means the land situated at **[insert]** being the land comprised in Certificate of Title Volume **[insert]** Folio **[insert]** and any reference to the Subject Land in this Agreement will include a reference to any lot created by the subdivision of the Subject Land or any part of it.

2. INTERPRETATION

In this Agreement unless the context admits otherwise:

- 2.1 The singular includes the plural and vice versa.
- 2.2 A reference to a gender includes a reference to each other gender.
- 2.3 A reference to a person includes a reference to a firm, corporation or other corporate body and that person's successors in law.
- 2.4 If a party consists of more than one person this Agreement binds them jointly and each of them severally.

- 2.5 A reference to an Act, Regulation or the Planning Scheme includes any Acts, Regulations or amendments amending, consolidating or replacing the Act, Regulation or Planning Scheme.
- 2.6 The introductory clauses to this Agreement are and will be deemed to form part of this Agreement.
- 2.7 A term used in this Agreement has its ordinary meaning unless that term is defined in this Agreement. If a term is not defined in this Agreement and it is defined in the Act it has the same meaning as defined in the Act.
- 2.8 The obligations of the Owner under this Agreement, will take effect as separate and severally covenants which are annexed to and run at law and equity with the Subject Land PROVIDED THAT if the Subject Land is subdivided, this Agreement must be read and applied so that each subsequent owner of a lot is only responsible for those covenants and obligations which relate to that owner's lot.

3. SPECIFIC OBLIGATIONS AND ACKNOWLEDGMENTS OF THE OWNER

The Owner covenants and agrees that:

- 3.1 It will not submit or procure another person or entity to submit, as a basis of objection to any planning permit application or amendment to a planning permit with the Council in respect of any land included within the Gipps Major Street Employment Precinct, reliance on the Subject Land being used for residential purposes;
- 3.2 It will not submit or procure another person or entity to submit, as a basis of a statement of ground or application for review of any planning permit application or amendment to a planning permit by the Victorian Civil and Administrative Tribunal in respect of any land included within the Gipps Major Street Employment Precinct, reliance on the Subject Land being used for residential purposes; and
- 3.3 Clause 4.0 of the Specific Control Overlay, Schedule [insert] sets out the circumstances upon which the Specific Control Overlay, Schedule [insert] can expire for the Subject Land.

The Owner acknowledges that:

- 3.4 In considering planning permit applications within the Gipps Major Street Employment Precinct, the Council may not take into account impacts on residential amenity, including but not limited to overshadowing, overlooking, odour and noise, in the same way that it would for a planning permit application in a residential zone; and
- 3.5 The amenity of the dwelling on the Subject Land may be reduced due to its location within the Gipps Street Major Employment Precinct.
- 3.6 **Council's Costs to be Paid**

the Owner must pay to the Council, the Council's reasonable costs and expenses (including legal expenses on a party/party basis) of and incidental to the preparation, drafting, review, finalisation, engrossment, execution and

registration of this Agreement and until those costs are paid they will remain a debt of the Owner to the Council.

4. ACKNOWLEDGMENT AND COVENANTS OF COUNCIL

- 4.1 The Council acknowledges that the Owner's covenants in this Agreement satisfies clause 4(d) of the Specific Control Overlay, Schedule [insert].
- 4.2 The Council acknowledges that it is required to forthwith apply to register this Agreement pursuant to Section 181 of the Act.

5. FURTHER OBLIGATIONS OF THE OWNER

The Owner further covenants and agrees that:

5.1 Notice of Registration

the Owner will bring this Agreement to the attention of all prospective purchasers, mortgagees, transferees and assigns;

5.2 Further actions

- 5.2.1 the Owner will do all things necessary, including signing any further agreements, undertakings, covenants and consents, approvals or other documents necessary for the purpose of ensuring that the Owner carries out the Owner's covenants under this Agreement and to enable the Council to enforce the performance by the Owner of such covenants and undertakings;
- 5.2.2 the Owner will consent to the Council making application to the Registrar of Titles to make a recording of this Agreement in the Register on the Certificate of Title of the Subject Land in accordance with Section 181 of the Act and do all things necessary to enable the Council to do so including signing any further agreement, acknowledgment or document or procuring the consent to this Agreement of any mortgagee or caveator to enable the recording to be made in the Register under that Section;

6. AGREEMENT UNDER SECTION 173 OF THE ACT

The Council and the Owner agree that without limiting or restricting their respective powers to enter into this Agreement and, insofar as it can be so treated, this Agreement is made pursuant to Section 173 of the Act, however if this Agreement is held not to be valid as an agreement made pursuant to Section 173 of the Act or is unenforceable under the Act it remains a contract between the parties and is enforceable as a contract against the Owner or the Council, as the case may be.

7. OWNERS WARRANTIES

Without limiting the operation or effect which this Agreement has, the Owner warrants that apart from the Owner and any other person who has consented in writing to this Agreement, no other person has any interest, either legal or equitable, in the Subject Land which may be affected by this Agreement.

8. SUCCESSORS IN TITLE

Without limiting the operation or effect which this Agreement has, the Owner must ensure that, until such time as a memorandum of this Agreement is registered on the title to the Subject Land, successors in title shall be required to:

- 8.1 give effect to and do all acts and sign all documents which will require those successors to give effect to this Agreement; and
- 8.2 execute a deed agreeing to be bound by the terms of this Agreement.

9. GENERAL MATTERS

9.1 Notices

A notice or other communication required or permitted to be served by a party on another party must be in writing and may be served:

- 9.1.1 by delivering it personally to that party;
- 9.1.2 by sending it by prepaid post addressed to that party at the address set out in this Agreement or subsequently notified to each party from time to time;
- 9.1.3 by sending it by facsimile provided that a communication sent by facsimile shall be confirmed immediately in writing by the sending party by hand delivery or prepaid post; or
- 9.1.4 by sending it by email provided that the receiving party has consented to receipt of notices by email and has provided an email address for that purpose.

9.2 A notice or other communication is deemed served:

- 9.2.1 if delivered, on the next following business day;
- 9.2.2 if posted, on the expiration of two business days after the date of posting;
- 9.2.3 if sent by facsimile, on the next following business day unless the receiving party has requested retransmission before the end of that business day; or
- 9.2.4 if sent by email, at the time of receipt in accordance with the *Electronic Transactions (Victoria) Act 2000*.

9.3 No Waiver

Any time or other indulgence granted by the Council to the Owner or any variation of the terms and conditions of this Agreement or any judgement or order obtained by the Council against the Owner will not in any way amount to a waiver of any of the rights or remedies of the Council in relation to the terms of this Agreement.

9.4 Severability

If a court, arbitrator, tribunal or other competent authority determines that a word, phrase, sentence, paragraph or clause of this Agreement is

unenforceable, illegal or void then it must be severed and the other provisions of this Agreement will remain operative.

9.5 No Fettering of the Council's Powers

It is acknowledged and agreed that this Agreement does not fetter or restrict the power or discretion of Council to make any decision or impose any requirements or conditions in connection with the granting of any planning approval or certification of any plans of subdivision applicable to the Subject Land or relating to any use or development of the Subject Land.

9.6 Counterparts

This Agreement may be executed in counterparts, all of which taken together constitute one document.

9.7. Counterparts (Electronic Execution)

The parties consent to the electronic execution of this Deed and this Deed may be executed electronically in any number of counterparts all of which taken together constitute one instrument

10. COMMENCEMENT OF AGREEMENT

Unless otherwise provided in this Agreement, this Agreement commences from the date of this Agreement.

11. ENDING OF AGREEMENT

- 11.1 This Agreement ends if Specific Control Overlay, Schedule [insert] no longer forms part of the Planning Scheme.
- 11.2 Clauses 3.1, 3.2, 3.3 and 3.4 of this Agreement end if the Gipps Major Street Employment Precinct is rezoned.
- 11.3 This Agreement may be ended by agreement between Council and the Owner.
- 11.4 As soon as reasonably practicable after the Agreement has ended, Council will, at the request and at the cost of the Owner, make application to the Registrar of Titles under Section 183(1) of the Act to cancel the recording of this Agreement on the register.

EXECUTED by the parties on the date set out at the commencement of this Agreement.

Insert Council, owner ad any mortgagee/caveator execution clauses

C247yara - Submission #3 with officer responses



21 Northumberland Street and 26
Wellington Street, Collingwood

City of Yarra, June 2024

YARRA PLANNING SCHEME

Incorporated Document

This document is an incorporated document in the
Yarra Planning Scheme pursuant to section 6(2)(j)
of the Planning and Environment Act 1987



OFFICIAL

1.0 INTRODUCTION

This document is an Incorporated Document in the schedules to Clause 45.12 - Specific Controls Overlay (SCO) and Clause 72.04 - Incorporated Documents of the Yarra Planning Scheme (scheme).

The land identified in Clause 2.0 of this document may be used and developed in accordance with the ~~site specific controls/conditions~~ contained in Clauses 6.0 of this document.

~~Despite any provision to the contrary in the Scheme, pursuant to Clause 51.01 of the Scheme the land identified in this incorporated document may be used and developed in accordance with the specific controls contained in this document.~~

~~In the event of any inconsistency between the specific controls contained in this document and any provision of the Scheme, the specific controls contained in this document will prevail.~~

Commented [YCC1]: Officers agree to changes proposed by Submitter 3. They are captured in Clause 3.0 as per State Government Template.

Commented [YCC2]: Officers agree to changes proposed by Submitter 3. They are captured in Clause 3.0 as per State Government Template.

2.0 LAND DESCRIPTION

This document applies to ~~21 Northumberland Street and 26 Wellington Street, Collingwood known as 'the land' being all of the land within SCO22, 21 Northumberland Street and 26 Wellington Street, Collingwood Incorporated Document.~~

~~The controls in this document apply to~~ the lots identified in Table 1 below ("Identified Lots"), which are all located on the land generally described as 26 Wellington Street and 21 Northumberland Street, Collingwood, as shown on Plan of Subdivision PS404294 PS404294 ('the land') being all of the land within SCO, Schedule 22.

Commented [YCC3]: Officer agree with the changes proposed by Submitter 3. The paragraphs have been merged and provide clarity that the SCO applies more particularly to the identified lots.

Commented [YCC4]: Officer agree with the changes proposed by Submitter 3. The paragraphs have been merged and provide clarity that the SCO applies more particularly to the identified lots.

A reference in this document to the Identified Lots includes a reference to any part thereof. In this document, unless the context admits otherwise, the singular includes the plural and vice versa.

Table 1 - Identified lots that this incorporated document applies to and associated car park in brackets.

3B (41)	11C (32 and 33)	11H (Pt 11H)	11N (Pt11N)
5C (57)	11D (24 and 44)	11J (Pt 11J)	13 (43 and 54)
5D (58)	11E (29, 53 and 60)	11K (Pt 11K)	14 (37 and 51)
5F (42)	11F (52)	11L (Pt 11L and 45)	15
11B (Pt11B)	11G (34)	11M (Pt 11M)	16 (46)



Figure 1 – Map of land subject to this Incorporated Document as outlined in red.

3.0 APPLICATION OF PLANNING SCHEME PROVISIONS

Despite any provision to the contrary or any inconsistent provision in the scheme, pursuant to Clause ~~5.1.0145~~¹⁴² of the scheme the land identified in the incorporated document may be used and developed in accordance with the specific controls contained in this document.

In the event of any inconsistency between the specific controls contained in this document and general provisions of the scheme, the specific controls contained in this document will prevail.

4.0 EXPIRY OF THIS SPECIFIC CONTROL

~~The use-specific controls contained in this document will lapse in respect of any Identified Lot permitted under this Incorporated Document expire if all Identified Lots expire as subject to the Clause 6.0 Conditions if any of the following events occur in respect of any such lot:~~

- ~~The use of an Identified Lot as a dwelling has stopped for a continuous period of 2 years or has stopped for two or more periods which together total 2 years in any period of 3 years; or~~
- ~~The Identified Lot is consolidated with another lot unless the lots to be consolidated are also an Identified Lot; or~~
- ~~The number of dwellings within the Identified Lot at the date of this document is incorporated into the planning scheme is increased; or~~
- ~~A Section 173 Agreement pursuant to the Planning and Environment Act 1987 ('PE Act') substantially in accordance with the terms of the agreement at Schedule 1 to this document is not executed by the owner of an Identified Lot and submitted to the Responsible Authority within 6 months of this document being incorporated into the planning scheme; or~~
- ~~A PRSA in accordance with clause 8(a) of this document or an Environmental Audit~~

Commented [YCC5]: Officers do not support. This is a deviation from the State Government Template and references the incorrect Clause.

Commented [YCC6]: Officers support this amendment. See Attachment 2 regarding the restructure of expiry provisions.

Commented [YCC7]: Officers support moving conditions to expiry section of Incorporated Document.

Commented [YCC8]: Do not support. See Attachment 2 regarding drafting of Section 173 agreements for Amenity.

Statement in accordance with clause 8(b) of this document is not issued within 12 months of this document being incorporated into the planning scheme, unless the time is extended with the written consent of the Responsible Authority); or

f) If an agreement under section 173 is required under clause 8 of this document and the owner of an Identified Lot does not submit to the Responsible Authority a 173 Agreement pursuant to the PE Act, executed by it, within 12 months of the date of the Environmental Audit Statement, unless the time is extended with the written consent of the Responsible Authority.

Upon expiry of the specific control, the land may be used and developed only in accordance with the provisions of the planning scheme in operation at that time.

Commented [YCC9]: Officers support moving conditions to expiry section of Incorporated Document.

5.0 PURPOSE

The purpose of this Incorporated Document is:

- To permit the use of the Identified Lots as dwellings ~~subject to the Clause 6.0 conditions of this document;~~ and
- To ensure the permitted uses do not adversely impact ~~on~~ the normal operation of the surrounding non-residential land uses and the future development of the Gipps Street Major Employment Precinct, Collingwood.

6.0 CONDITIONS

The following conditions apply to the use allowed by this incorporated document.

Site specific Management Plan controls

- Within 3 months of this document being incorporated into the planning scheme, or such other time as the Responsible Authority may approve in writing, written confirmation of compliance with the provisions, recommendations and requirements of the "Site Management Plan – SMP 21 Northumberland Street and 26 Wellington Street Collingwood Victoria 3066 August 2021" (SMP) must be provided by a suitable qualified environmental consultant or other suitable person acceptable to the Responsible Authority. Any recommendations or requirements of the SMP must be implemented on an on-going basis. A register of works including any Safe Work Method Statements must be maintained.
- This condition does not apply if a preliminary risk screen assessment statement (PRSA) or an environmental audit statement under Part 8.3 of the *Environment Protection Act 2017* ('Environmental Audit Statement') in accordance with Clause 8.0 of this incorporated document state that the SMP is not required.

Commented [YCC10]: Officers support with changes, this being a stand alone condition with modifications to remove quarterly reporting though wording about written confirmation of ongoing compliance will be reinserted.

7.0 NOISE ATTENUATION

The owner of any Identified Lot may, at its own cost, undertake noise attenuation to that Identified Lot in the event that noise generated by a non-residential use, when measured at that Identified Lot, is greater than that outlined in the Noise Protocol under the *Environment Protection Regulations 2017* (as amended from time to time) and the Environment Reference Standard (Victoria Government Gazette S245, 26 May 2021) (as amended from time to time).

Commented [YCC11]: Officers support keeping noise mitigation condition but disconnecting it from the expiry condition. Please see Attachment 2.

~~The use of any Identified Lot for a dwelling may continue provided all the below conditions are met to the satisfaction of the responsible authority (unless the responsible authority considers that a condition is not relevant to the Identified Lot).~~

Commented [YCC12]: Officers support the restructuring of conditions.

Condition number	Condition
1	The use of the Identified Lot as a dwelling has not been unoccupied for a continuous period of 2 years or for 2 or more periods which together total 2 years in any period of 3 years.
2	The use of the Identified Lot as a dwelling must be conducted within the gross floor area of the dwelling existing on the Identified Lot at the date a notice is published in the Victorian Government Gazette for the approval of Amendment C247yara.
3	The Identified Lot must not be consolidated with any other Identified Lot unless the lots to be consolidated are subject to this incorporated document.
4	The number of dwellings within the Identified Lot at the date a notice is published in the Victorian Government Gazette for the approval of Amendment C247yara to the Scheme must not be increased.

Commented [YCC13]: Officers do not support the removal of this condition from the Incorporated Document.

5	<p>Written confirmation of compliance with the provisions, recommendations and requirements of the "Site Management Plan—SMP 21 Northumberland Street and 26 Wollington Street Collingwood Victoria 3066 August 2021" (SMP) must be provided by a suitable qualified environmental consultant or other suitable person acceptable to the responsible authority. To the extent any provisions, recommendations or requirements of the SMP are required to be implemented on an on-going basis, written confirmation of ongoing compliance must be provided by a suitably qualified environmental consultant or suitable person acceptable to the responsible authority at least quarterly (or at an interval otherwise agreed by the responsible authority)</p> <p>Condition 5 does not apply if an Environmental Audit Statement in accordance with Clause 7.0 of this incorporated document is required, and the Environmental Audit Statement states that the SMP is no longer required.</p>
6	<p>The registered proprietor of any Identified Lot must at its own cost, undertake noise attenuation to that Identified Lot in the event that noise generated by a non-residential use, when measured at that Identified Lot, is greater than that outlined in the Noise Protocol under the <i>Environment Protection Regulations 2017</i> (as amended from time to time) and the Environment Reference Standard (Victoria Government Gazette S245, 26 May 2021) (as amended from time to time).</p>
7	<p>Within 3 months of the date a notice is published in the <i>Victorian Government Gazette</i> for the approval of Amendment C247 to the Scheme, the registered proprietor of the Identified Lot has entered into an agreement with the responsible authority under section 173 of the <i>Planning and Environment Act 1987</i> (P&E Act 1987) providing for the following:</p> <ul style="list-style-type: none"> • An agreement by the owner that if an application for a permit for land within the Gipps Major Street Employment Precinct, Collingwood, is lodged with the responsible authority, the owner/occupier will not object to the application relying upon use of the Identified Lots for residential purposes, and if a notice of decision to grant a permit for the application is issued by the responsible authority, the owner/occupier will not lodge an application for review with the Victorian Civil and Administrative Tribunal in respect of the notice of decision relying upon use of the Identified Lots for residential purposes. • An acknowledgement by the owner of the expiry conditions set out in Clause 6.0 of the incorporated document. • An acknowledgement by the owner that: <ul style="list-style-type: none"> • The amenity in the dwelling may be minimised due to its location within the Gipps Street Major Employment Precinct, Collingwood. • Future planning applications under the P&E Act 1987 may not take into consideration impact on residential amenity, including but not limited to overshadowing, overlooking, odour and noise, in the same way that an application in a residential zone would take these matters into account, and has paid the responsible authority's reasonable costs of the preparation, execution and registration of the section 173 agreement.

Commented [YCC14]: Officers do not support the removal of this agreement.

**7.08.0 REQUIREMENT FOR AN ENVIRONMENTAL AUDIT STATEMENT OR
PRSA**

As soon as reasonably practicable after the date a notice is published in the *Victorian Government Gazette* ~~for~~of the approval of Amendment C247yara:

- a) A ~~preliminary risk screen assessment statement (PRSA)~~ in accordance with the *Environment Protection Act 2017* must be issued stating that an environmental audit is not required for a sensitive use ~~(high density)~~; or
- b) An ~~Environmental A-audit Sstatement under Part 8.3 of the Environment Protection Act 2017 (environmental audit statement)~~ must be issued stating that the Identified Lots are suitable for a sensitive use ~~(high density)~~.

~~Unless with the written consent of the responsible authority, if a PRSA in accordance with clause 7.0(a) or an Environmental Audit Statement in accordance with clause 7.0(b) is not issued within 6 months of the date Amendment C247yara to the Scheme is approved this control will expire.~~

The following requirements apply if an Environmental Audit Statement in accordance with clause ~~8.7.0~~(b) is issued:

- If the Environmental Audit Statement contains any recommendations, written confirmation of compliance with any recommendations of the Environmental Audit Statement must be provided as soon as reasonably practicable by a suitably qualified environmental consultant or other suitable person acceptable to the responsible authority. Compliance sign off must be in accordance with any requirements in the Environmental Audit Statement recommendations regarding verification of works.
- If the Environmental Audit Statement contains recommendations of an ongoing nature, the owners of all affected Identified Lots must enter into an agreement as soon as reasonably practicable with the responsible authority under section 173 of the P&E Act ~~4987~~ which gives effect to those recommendations and an application must be made to the Registrar of Titles to register the section 173 agreement on the titles to the affected Identified Lots under section 181 of the PE Act.
- The owners of the affected Identified Lots must pay the responsible authority's reasonable costs of the preparation, execution and registration of the section 173 agreement.
- ~~Unless with the written consent of the responsible authority, if an agreement under section 173 is required under this clause and is not registered on the titles to all affected Identified Lots within 6 months of the date of the Environmental Audit Statement, this control will expire.~~

Commented [YCC15]: Officers support change in response to Submission 2 from the EPA.

Commented [YCC16]: Officers support change in response to Submission 2 from the EPA.

Commented [YCC17]: Officers support deletion, content moved to expiry clause.

Commented [YCC18]: Officers support deletion, content moved to expiry clause.

8.09.0 EXEMPTION FROM NOTICE AND REVIEW

Any application to construct a building or construct or carry out works under this incorporated document is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the P&E Act 1987.

END OF DOCUMENT

Attachment 2 – C247 Responses to Submissions



Summary of submissions and officer responses

The following table provides a summary of the individual submissions received to Amendment C247yara.

To comply with the requirements of the Planning and Environment Act 1987 and Privacy and Data Protection Act 2014 (PDP Act) Council has removed all personal information regarding a submitter (including their name) from the table below because this table will be published online as part of the Council report. Submitters can contact a strategic planning officer to find out their particular submission number if necessary.

Sub No.	Interest	Summary of submission	Response to submission
1	State Government Department	<p>Council has given the Department of Energy, Environment and Climate Action notice of Amendment C247yara.</p> <p>Has considered the Amendment and does not oppose the amendment.</p>	Noted.
2	State Government Authority	<p>EPA supports the assessment processes that was undertaken to understand potential risks of harm to current users of the land, and Council's proposed controls for managing potentially contaminated land in the Incorporated Document.</p> <p><u>Explanatory Report</u></p> <p>Recommends updating the Explanatory Report to change references from "Environmental Protection Agency" to "Environment Protection Authority".</p> <p>Recommends updating the Explanatory Report to include a short description in line with Clause 4 of MD19, of how the amendment responds to EPA's written views. For example:</p> <ul style="list-style-type: none"> • Collaboration between EPA and Council on understanding potential risks of harm to current users of the land. • Discussion around appropriate controls and specific wording of the Incorporated Document. <p><u>Incorporated Document</u></p> <p>Recommends changing references to "for a sensitive use (high)" in the Incorporated Document to terminology that is</p>	<p><u>Explanatory Report</u></p> <p>Officers support updating the Explanatory Report to change references from "Environmental Protection Agency" to "Environment Protection Authority".</p> <p><u>Incorporated Document</u></p> <p>Officers support aligning the Incorporated Document to use language consistent with the Environment Reference Standard 2021. The reference has been amended to "high density" within the Incorporated Document.</p>

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		consistent with the land use categories under <i>Environment Reference Standard 2021</i> .	
3	Proponent	<p>Supports the Specific Control Overlay as a suitable planning tool.</p> <p>Asserts that the supporting material and reports justify the amendment.</p> <p><u>Incorporated Document</u></p> <p>There are a number of drafting changes proposed to facilitate the changes summarised below within the Incorporated Document. These are outlined in Attachment ## to this report.</p> <p><u>Expiry conditions within the incorporated document</u></p> <p>The Proponent has proposed to move the expiry condition linked to the land contamination conditions (Section 7) to Section 4 (Expiry of this specific control).</p> <p><u>Noise mitigation conditions</u></p> <p>The Proponent has proposed that the noise mitigation condition not be linked to the expiry of the permitted use.</p> <p><u>Drafting of the condition for section 173 agreements managing amenity expectations</u></p> <p>The Proponent has redrafted the condition for Section 173 agreements that manage amenity expectations. They have removed reference to the specifications of the scope of these agreements.</p> <p><u>Timeframes of Section 173 agreements (amenity expectations)</u></p> <p>The Proponent has proposed different timeframes for when section 173 agreements are required to be actioned. They have increased the timeframes from 3 months to 6 months.</p> <p><u>Timeframes of Section 173 agreements (land contamination)</u></p> <p>The Proponent has proposed different timeframes for when section 173 agreements are required to be actioned. They have increased the timeframes from 6 months to 12 months.</p>	<p><u>Incorporated Document</u></p> <p>Officers have outlined a response to changes in Attachment 1 to this report in detail.</p> <p><u>Expiry conditions within the incorporated document</u></p> <p>Officers support moving conditions from the Condition Table (Section 6) to Section 4 (Expiry of this specific control) with some changes.</p> <p>Officers support moving the expiry condition from the Section 7 (Requirements for an Environmental Audit Statement) to Section 4 (Expiry of this specific control) for the reasons noted above.</p> <p>Council is required to use a State Government template when preparing a new Incorporated Document. The template is drafted to manage the expiry of the entire control, rather than individual lots. The exhibited version of the Incorporated Document left Section 4 unchanged and managed expiry of individual lots under Section 6 (conditions).</p> <p>It is logical to include conditions linked to the expiry of individual lots under this section, even though it is a deviation from the template. Officers are satisfied that the proposal still achieves the intended outcome and have proposed an Officer preferred version in Attachment 4. This also applies to moving changes of the expiry conditions linked to the land contamination conditions.</p> <p><u>Noise mitigation conditions</u></p> <p>Officers support retaining noise mitigation as a condition but not to have it connected to the expiry of the control.</p> <p>The exhibited version of the Incorporated Document includes the noise mitigation condition under the Conditions Table which is required to be met to use the identified lot as a dwelling. In a scenario where it has been identified that noise levels are</p>

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		<p><u>Gross floor area of lots</u></p> <p>The Proponent has not included the condition that ensures a lot does not increase its gross floor area.</p>	<p>greater than those outlined in the Noise Protocol a owner would need to make necessary adjustments to their property. Officers acknowledge that making these adjustments may need to consider a range of design solutions and take time to implement. It is reasonable to remove the connection to the expiry to ensure that owners are not unnecessarily in conflict with the Incorporated Document while a solution is determined.</p> <p><u>Drafting of the condition for Section 173 Agreements managing amenity expectations</u></p> <p>Officers do not support the drafting approach by the Proponent.</p> <p>The draft Section 173 Agreement includes a range of new content that has not been exhibited as part of this Amendment. If it was to be included as part of the Amendment further consultation would be required as it is a significant change to version exhibited.</p> <p>While most of the content officers are generally in agreement with, there are some elements which are not supported by officers.</p> <p>Officers propose reintroducing the scope of the Section 173 Agreements managing amenity to the Incorporated Document as shown in Attachment 3 and 4.</p> <p><u>Timeframes of Section 173 agreements (amenity expectations)</u></p> <p>Officers do not support increasing the timeframe of the Section 173 agreement that manage amenity expectations to 6 months (from 3 months).</p> <p>Any delay in time has the potential to impact surrounding properties should they choose to undertake renovations, new uses or redevelop. The Incorporated Document provides flexibility if owners require further time from the Responsible Authority if needed.</p> <p><u>Timeframes of Section 173 Agreements (land contamination)</u></p>
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			<p>Officers do not support increasing the timeframe of the Section 173 agreement that manage amenity expectations to 6 months (from 3 months).</p> <p>Any delay in time has the potential to impact surrounding properties should they choose to undertake renovations, new uses or redevelop. The Incorporated Document provides flexibility if owners require further time from the Responsible Authority if needed.</p> <p><u>Gross floor area of lots</u></p> <p>Officers do not support the removal of this condition. The submission does not include rationale for why it has been removed. It was later confirmed by the Proponent as an oversight and has agreed for it to be reinserted.</p> <p>This condition has been reinserted to Officers recommended version of the Incorporated Document.</p>
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21 Northumberland Street and 26
Wellington Street, Collingwood

City of Yarra, June 2024

YARRA PLANNING SCHEME

Incorporated Document

This document is an incorporated document in the
Yarra Planning Scheme pursuant to section 6(2)(j)
of the Planning and Environment Act 1987



OFFICIAL

1.0 INTRODUCTION

This document is an Incorporated Document in the schedules to Clause 45.12 - Specific Controls Overlay (SCO) and Clause 72.04 - Incorporated Documents of the Yarra Planning Scheme (scheme).

The land identified in Clause 2.0 of this document may be used and developed in accordance with the site specific controls contained in Clauses 6.0 of this document.

~~Despite any provision to the contrary in the Scheme, pursuant to Clause 51.01 of the Scheme the land identified in this incorporated document may be used and developed in accordance with the specific controls contained in this document.~~

~~In the event of any inconsistency between the specific controls contained in this document and any provision of the Scheme, the specific controls contained in this document will prevail.~~

2.0 LAND DESCRIPTION

This document applies to ~~21 Northumberland Street and 26 Wellington Street, Collingwood~~ the lots identified in Table 1 below ('Identified Lots'), which are all located on the land generally described as 26 Wellington Street and 21 Northumberland Street, Collingwood, as shown on Plan of Subdivision PS404294 known as 'the land' being all of the land within SCO22, 21 Northumberland Street and 26 Wellington Street, Collingwood Incorporated Document.

~~The controls in this document apply to the lots identified in Table 1 below ("Identified Lots"), which are all located on the land generally described as 26 Wellington Street and 21 Northumberland Street, Collingwood, as shown on Plan of Subdivision PS404294.~~

A reference in this document to the Identified Lots includes a reference to any part thereof. -In this document, unless the context admits otherwise, the singular includes the plural and vice versa.

Table 1 - Identified lots that this incorporated document applies to and associated car park in brackets.

3B (41)	11C (32 and 33)	11H (Pt 11H)	11N (Pt11N)
5C (57)	11D (24 and 44)	11J (Pt 11J)	13 (43 and 54)
5D (58)	11E (29, 53 and 60)	11K (Pt 11K)	14 (37 and 51)
5F (42)	11F (52)	11L (Pt 11L and 45)	15
11B (Pt11B)	11G (34)	11M (Pt 11M)	16 (46)



Figure 1 – Map of land subject to this Incorporated Document as outlined in red.

3.0 APPLICATION OF PLANNING SCHEME PROVISIONS

Despite any provision to the contrary or any inconsistent provision in the scheme, pursuant to Clause 45.12 of the scheme the land identified in the incorporated document may be used and developed in accordance with the specific controls contained in this document.

In the event of any inconsistency between the specific controls contained in this document and general provisions of the scheme, the specific controls contained in this document will prevail.

4.0 EXPIRY OF THIS SPECIFIC CONTROL

The specific controls contained in this document will cease to apply in respect of an Identified Lot if any of the following circumstances arise in respect of that Identified Lot:

- a) The use of an Identified Lot as a dwelling has stopped for a continuous period of 2 years or has stopped for two or more periods which together total 2 years in any period of 3 years; or
- b) The Identified Lot is consolidated with another lot unless the lots to be consolidated are also an Identified Lot; or
- c) The number of dwellings within the Identified Lot at the date of this document is incorporated into the planning scheme is increased; or
- d) A Section 173 Agreement pursuant to the *Planning and Environment Act 1987* ('PE Act') is not executed by the owner of an Identified Lot and submitted to the Responsible Authority within 3 months of this document being incorporated into the planning scheme, unless the time is extended with the written consent of the Responsible Authority; providing for the following
 - a. It will not submit or procure another person or entity to submit, as a basis of objection to any planning permit application or amendment to a planning permit with the Council in respect of any land included within the Gipps

Street Major Employment Precinct, reliance on the Subject Land being used for residential purposes;

- b. It will not submit or procure another person or entity to submit, as a basis of a statement of ground or application for review of any planning permit application or amendment to a planning permit by the Victorian Civil and Administrative Tribunal in respect of any land included within the Gipps Street Major Employment Precinct, reliance on the Subject Land being used for residential purposes; and
- c. In considering planning permit applications within the Gipps Major Street Employment Precinct, the Council may not take into account impacts on residential amenity, including but not limited to overshadowing, overlooking, odour and noise, in the same way that it would for a planning permit application in a residential zone; and
- d. The amenity of the dwelling on the Subject Land may be reduced due to its location within the Gipps Street Major Employment Precinct.
- e. An acknowledgement by the owner of the expiry conditions set out in Clause 4.0 of the incorporated Document
- e) A PRSA stating that an environmental audit is not required for a sensitive use (high density) in accordance with clause 7(a) of this document or an Environmental Audit Statement which concludes that the Identified Lot is suitable for a sensitive use (high density) in accordance with clause 7(b) of this document is not issued within 6 months of this document being incorporated into the planning scheme, unless the time is extended with the written consent of the Responsible Authority); or
- f) If an agreement under section 173 is required under clause 7 of this document and the owner of an Identified Lot does not submit to the Responsible Authority an agreement providing for the required matters and executed by the owner and any mortgagee, within 6 months of the date of the Environmental Audit Statement, unless the time is extended with the written consent of the Responsible Authority.

Upon this incorporated document ceasing to apply to an Identified Lot, the Identified Lot may be used and developed only in accordance with the provisions of the planning scheme in operation at that time.

~~The use permitted under this Incorporated Document expire if all Identified Lots expire as subject to the Clause 6.0 Conditions.~~

5.0 PURPOSE

The purpose of this Incorporated Document is:

- To permit the use of the Identified Lots as dwellings subject to the Clause 6.0 conditions of this document; and
- To ensure the permitted uses do not adversely impact on the normal operation of the surrounding non-residential land uses and the future development of the Gipps Street Major Employment Precinct, Collingwood.

6.0 CONDITIONS

All conditions in this incorporated document must continue to be met.

The use of any Identified Lot for a dwelling may continue provided all the provisions in this incorporated document continue to be met.

Floor area used for dwelling must not be increased

The use of the Identified Lot as a dwelling must be conducted within the gross floor area of the dwelling existing on the Identified Lot at the date a notice is published in the Victorian Government Gazette for the approval of Amendment C247yara.

Site Management Plan

- a) Within 3 months of the date a notice is published in the Victorian Government Gazette for the approval of Amendment C247yara, or such other time as the Responsible Authority may approve in writing, written confirmation of compliance with the provisions, recommendations and requirements of the "Site Management Plan – SMP 21 Northumberland Street and 26 Wellington Street Collingwood Victoria 3066 August 2021" (SMP) must be provided by a suitably qualified environmental consultant or other suitable person acceptable to the Responsible Authority. Any recommendations or requirements of the SMP must be implemented on an on-going basis. Written confirmation of ongoing compliance must be provided by a suitably qualified environmental consultant or suitable person acceptable to the responsible authority on the request of the responsible authority. A register of works including any Safe Work Method Statements must be maintained.
- b) This condition does not apply if a preliminary risk screen assessment statement ('PRSA') or an environmental audit statement under Part 8.3 of the *Environment Protection Act 2017* ('Environmental Audit Statement') in accordance with Clause 7.0 of this incorporated document state that ongoing compliance with the SMP is not required.

Noise attenuation

The owner of any Identified Lot must, at its own cost, undertake noise attenuation to that Identified Lot in the event that noise generated by a non-residential use, when measured at that Identified Lot, is greater than that outlined in the Noise Protocol under the *Environment Protection Regulations 2017* (as amended from time to time) and the Environment Reference Standard (Victoria Government Gazette S245, 26 May 2021) (as amended from time to time).

The following conditions apply to the use allowed by this incorporated document.

Site specific controls

The use of any Identified Lot for a dwelling may continue provided all the below conditions are met to the satisfaction of the responsible authority (unless the responsible authority considers that a condition is not relevant to the Identified Lot).

Condition number	Condition
1	<u>The use of the Identified Lot as a dwelling has not been unoccupied for a continuous period of 2 years or for 2 or more periods which together total 2 years in any period of 3 years.</u>
2	<u>The use of the Identified Lot as a dwelling must be conducted within the gross floor area of the dwelling existing on the Identified Lot at the date a notice is published in the <i>Victorian Government Gazette</i> for the approval of Amendment C247yara.</u>

3	The Identified Lot must not be consolidated with any other Identified Lot unless the lots to be consolidated are subject to this incorporated document.
4	The number of dwellings within the Identified Lot at the date a notice is published in the Victorian Government Gazette for the approval of Amendment C247yara to the Scheme must not be increased.
5	<p>Written confirmation of compliance with the provisions, recommendations and requirements of the "Site Management Plan—SMP 21 Northumberland Street and 26 Wellington Street Collingwood Victoria 3066 August 2021" (SMP) must be provided by a suitable qualified environmental consultant or other suitable person acceptable to the responsible authority. To the extent any provisions, recommendations or requirements of the SMP are required to be implemented on an on-going basis, written confirmation of ongoing compliance must be provided by a suitably qualified environmental consultant or suitable person acceptable to the responsible authority at least quarterly (or at an interval otherwise agreed by the responsible authority)</p> <p>Condition 5 does not apply if an Environmental Audit Statement in accordance with Clause 7.0 of this incorporated document is required, and the Environmental Audit Statement states that the SMP is no longer required.</p>
6	The registered proprietor of any Identified Lot must at its own cost, undertake noise attenuation to that Identified Lot in the event that noise generated by a non-residential use, when measured at that Identified Lot, is greater than that outlined in the Noise Protocol under the Environment Protection Regulations 2017 (as amended from time to time) and the Environment Reference Standard (Victoria Government Gazette S245, 26 May 2021) (as amended from time to time).

7	<p>Within 3 months of the date a notice is published in the <i>Victorian Government Gazette</i> for the approval of Amendment C247yara to the Scheme, the registered proprietor of the Identified Lot has entered into an agreement with the responsible authority under section 173 of the <i>Planning and Environment Act 1987</i> (P&E Act 1987) providing for the following:</p> <ul style="list-style-type: none"> • An agreement by the owner that if an application for a permit for land within the Gipps Major Street Employment Precinct, Collingwood, is lodged with the responsible authority, the owner/occupier will not object to the application relying upon use of the Identified Lots for residential purposes, and if a notice of decision to grant a permit for the application is issued by the responsible authority, the owner/occupier will not lodge an application for review with the Victorian Civil and Administrative Tribunal in respect of the notice of decision relying upon use of the Identified Lots for residential purposes. • An acknowledgement by the owner of the expiry conditions set out in Clause 6.0 of the incorporated document. • An acknowledgement by the owner that: <ul style="list-style-type: none"> • The amenity in the dwelling may be minimised due to its location within the Gipps Street Major Employment Precinct, Collingwood. • Future planning applications under the P&E Act 1987 may not take into consideration impact on residential amenity, including but not limited to overshadowing, overlooking, odour and noise, in the same way that an application in a residential zone would take those matters into account, and has paid the responsible authority's reasonable costs of the preparation, execution and registration of the section 173 agreement.
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7.0 REQUIREMENT FOR AN ENVIRONMENTAL AUDIT STATEMENT OR PRELIMINARY RISK SCREEN ASSESSMENT

As soon as reasonably practicable after the date a notice is published in the *Victorian Government Gazette* for the approval of Amendment C247yara:

- a) A PRSA in accordance with the Environment Protection Act 2017 must be issued stating that an environmental audit is not required for a sensitive use (high density);
or
- b) An Environmental Audit Statement must be issued stating that the Identified Lots are suitable for a sensitive use (high density).
- a) ~~A preliminary risk screen assessment statement (PRSA) in accordance with the Environment Protection Act 2017 must be issued stating that an environmental audit is not required for a sensitive use (high); or~~
- b) ~~An environmental audit statement under Part 8.3 of the Environment Protection Act 2017 (environmental audit statement) must be issued stating that the Identified Lots are suitable for a sensitive use (high).~~

~~Unless with the written consent of the responsible authority, if a PRSA in accordance with clause 7.0(a) or an Environmental Audit Statement in accordance with clause 7.0(b) is not issued within 6 months of the date Amendment C247yara to the Scheme is approved this control will expire.~~

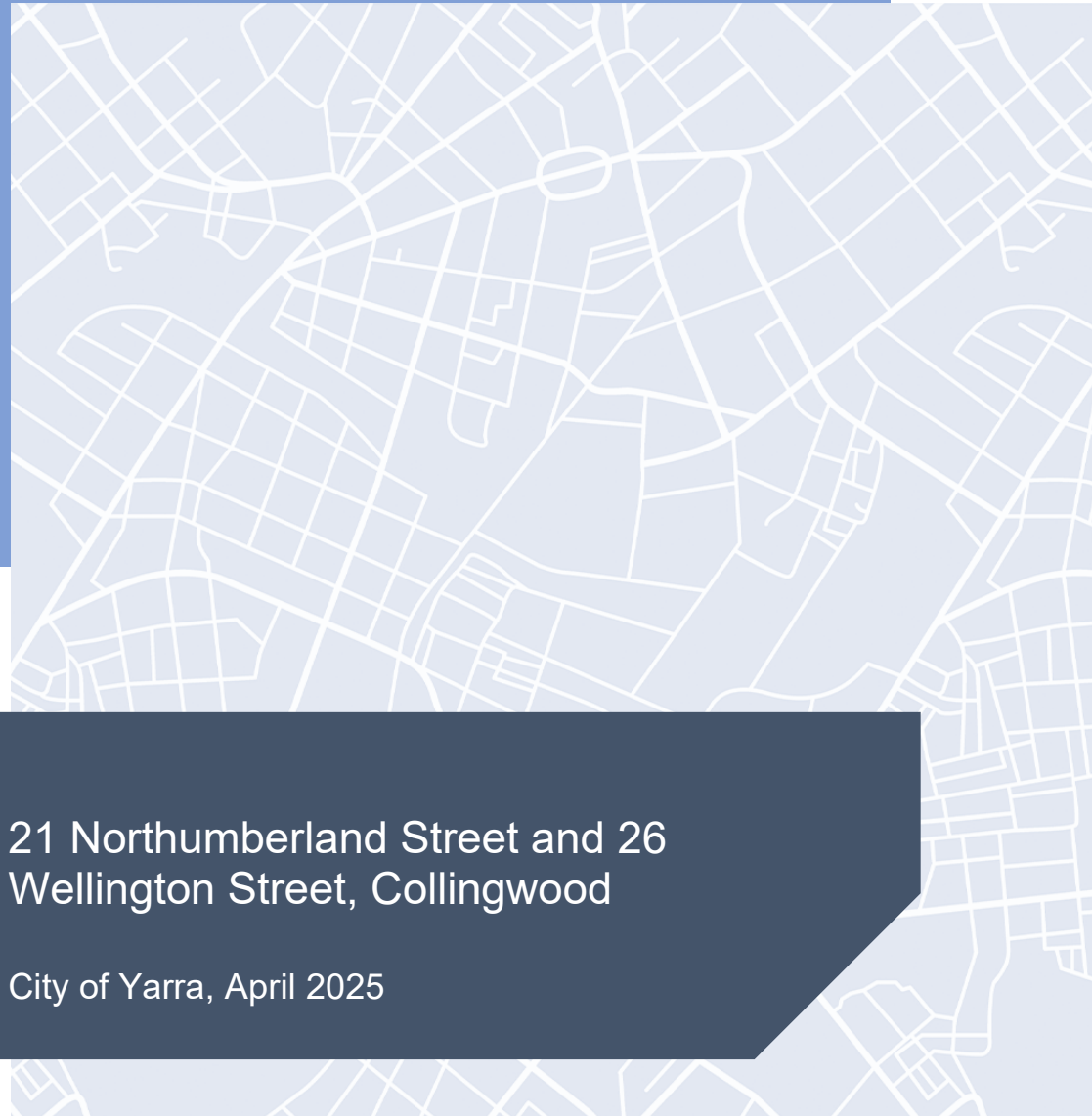
The following requirements apply if an Environmental Audit Statement in accordance with clause 7.0(b) is issued:

- If the Environmental Audit Statement contains any recommendations, written confirmation of compliance with any recommendations of the Environmental Audit Statement must be provided as soon as reasonably practicable by a suitably qualified environmental consultant or other suitable person acceptable to the responsible authority. Compliance sign off must be in accordance with any requirements in the Environmental Audit Statement recommendations regarding verification of works.
- If the Environmental Audit Statement contains recommendations of an ongoing nature, the owners of all affected Identified Lots must enter into an agreement as soon as reasonably practicable with the responsible authority under section 173 of the P&E Act 1987 which gives effect to those recommendations and an application must be made to the Registrar of Titles to register the section 173 agreement on the titles to the affected Identified Lots under section 181 of the PE Act.
- The owners of the affected Identified Lots must pay the responsible authority's reasonable costs of the preparation, execution and registration of the section 173 agreement.
- ~~Unless with the written consent of the responsible authority, if an agreement under section 173 is required under this clause and is not registered on the titles to all affected Identified Lots within 6 months of the date of the Environmental Audit Statement, this control will expire.~~

8.0 EXEMPTION FROM NOTICE AND REVIEW

Any application to construct a building or construct or carry out works under this incorporated document is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the P&E Act 1987.

END OF DOCUMENT



21 Northumberland Street and 26
Wellington Street, Collingwood

City of Yarra, April 2025

YARRA PLANNING SCHEME

Incorporated Document

This document is an incorporated document in the
Yarra Planning Scheme pursuant to section 6(2)(j)
of the Planning and Environment Act 1987



OFFICIAL

1.0 INTRODUCTION

This document is an Incorporated Document in the schedules to Clause 45.12 - Specific Controls Overlay (SCO) and Clause 72.04 - Incorporated Documents of the Yarra Planning Scheme (scheme).

The land identified in Clause 2.0 of this document may be used and developed in accordance with the site specific controls contained in Clauses 6.0 of this document.

2.0 LAND DESCRIPTION

This document applies to the lots identified in Table 1 below ('Identified Lots'), which are all located on the land generally described as 26 Wellington Street and 21 Northumberland Street, Collingwood, as shown on Plan of Subdivision PS404294 known as 'the land' being all of the land within SCO22, *21 Northumberland Street and 26 Wellington Street, Collingwood Incorporated Document*.

A reference in this document to the Identified Lots includes a reference to any part thereof. In this document, unless the context admits otherwise, the singular includes the plural and vice versa.

Table 1 - Identified lots that this incorporated document applies to and associated car park in brackets.

3B (41)	11C (32 and 33)	11H (Pt 11H)	11N (Pt11N)
5C (57)	11D (24 and 44)	11J (Pt 11J)	13 (43 and 54)
5D (58)	11E (29, 53 and 60)	11K (Pt 11K)	14 (37 and 51)
5F (42)	11F (52)	11L (Pt 11L and 45)	15
11B (Pt11B)	11G (34)	11M (Pt 11M)	16 (46)



Figure 1 – Map of land subject to this Incorporated Document as outlined in red.

3.0 APPLICATION OF PLANNING SCHEME PROVISIONS

Despite any provision to the contrary or any inconsistent provision in the scheme, pursuant to Clause 45.12 of the scheme the land identified in the incorporated document may be used and developed in accordance with the specific controls contained in this document.

In the event of any inconsistency between the specific controls contained in this document and general provisions of the scheme, the specific controls contained in this document will prevail.

4.0 EXPIRY OF THIS SPECIFIC CONTROL

The specific controls contained in this document will cease to apply in respect of an Identified Lot if any of the following circumstances arise in respect of that Identified Lot:

- a) The use of an Identified Lot as a dwelling has stopped for a continuous period of 2 years or has stopped for two or more periods which together total 2 years in any period of 3 years; or
- b) The Identified Lot is consolidated with another lot unless the lots to be consolidated are also an Identified Lot; or
- c) The number of dwellings within the Identified Lot at the date of this document is incorporated into the planning scheme is increased; or
- d) A Section 173 Agreement pursuant to the *Planning and Environment Act 1987* ('PE Act') is not executed by the owner of an Identified Lot and submitted to the Responsible Authority within 3 months of this document being incorporated into the planning scheme, unless the time is extended with the written consent of the Responsible Authority; providing for the following:
 - a. It will not submit or procure another person or entity to submit, as a basis of objection to any planning permit application or amendment to a planning permit with the Council in respect of any land included within the Gipps Street Major Employment Precinct, reliance on the Subject Land being used for residential purposes;
 - b. It will not submit or procure another person or entity to submit, as a basis of a statement of ground or application for review of any planning permit application or amendment to a planning permit by the Victorian Civil and Administrative Tribunal in respect of any land included within the Gipps Street Major Employment Precinct, reliance on the Subject Land being used for residential purposes;
 - c. In considering planning permit applications within the Gipps Street Major Employment Precinct, the Council may not take into account impacts on residential amenity, including but not limited to overshadowing, overlooking, odour and noise, in the same way that it would for a planning permit application in a residential zone;
 - d. The amenity of the dwelling on the Subject Land may be reduced due to its location within the Gipps Street Major Employment Precinct;
 - e. An acknowledgement by the owner of the expiry conditions set out in Clause 4.0 of the incorporated Document.
- e) A PRSA stating that an environmental audit is not required for a sensitive use (high density) in accordance with clause 7(a) of this document or an Environmental Audit Statement which concludes that the Identified Lot is suitable for a sensitive use (high density) in accordance with clause 7(b) of this document is not issued within 6 months of this document being incorporated into the planning scheme, unless the

time is extended with the written consent of the Responsible Authority); or

- f) If an agreement under section 173 is required under clause 7 of this document and the owner of an Identified Lot does not submit to the Responsible Authority an agreement providing for the required matters and executed by the owner and any mortgagee, within 6 months of the date of the Environmental Audit Statement, unless the time is extended with the written consent of the Responsible Authority.

Upon this incorporated document ceasing to apply to an Identified Lot, the Identified Lot may be used and developed only in accordance with the provisions of the planning scheme in operation at that time.

5.0 PURPOSE

The purpose of this Incorporated Document is:

- To permit the use of the Identified Lots as dwellings subject to the Clause 6.0 conditions of this document; and
- To ensure the permitted uses do not adversely impact on the normal operation of the surrounding non-residential land uses and the future development of the Gipps Street Major Employment Precinct, Collingwood.

6.0 CONDITIONS

All conditions in this incorporated document must continue to be met.

The use of any Identified Lot for a dwelling may continue provided all the provisions in this incorporated document continue to be met.

Floor area used for dwelling must not be increased

The use of the Identified Lot as a dwelling must be conducted within the gross floor area of the dwelling existing on the Identified Lot at the date a notice is published in the Victorian Government Gazette for the approval of Amendment C247yara.

Site Management Plan

- a) Within 3 months of the date a notice is published in the Victorian Government Gazette for the approval of Amendment C247yara, or such other time as the Responsible Authority may approve in writing, written confirmation of compliance with the provisions, recommendations and requirements of the "*Site Management Plan – SMP 21 Northumberland Street and 26 Wellington Street Collingwood Victoria 3066 August 2021*" (SMP) must be provided by a suitably qualified environmental consultant or other suitable person acceptable to the Responsible Authority. Any recommendations or requirements of the SMP must be implemented on an on-going basis. Written confirmation of ongoing compliance must be provided by a suitably qualified environmental consultant or suitable person acceptable to the responsible authority on the request of the responsible authority. A register of works including any Safe Work Method Statements must be maintained.
- b) This condition does not apply if a preliminary risk screen assessment statement ('PRSA') or an environmental audit statement under Part 8.3 of the *Environment Protection Act 2017* ('Environmental Audit Statement') in accordance with Clause 7.0 of this incorporated document state that ongoing compliance with the SMP is not required.

Noise attenuation

The owner of any Identified Lot must, at its own cost, undertake noise attenuation to that Identified Lot in the event that noise generated by a non-residential use, when measured at that Identified Lot, is greater than that outlined in the Noise Protocol under the *Environment Protection Regulations 2017* (as amended from time to time) and the Environment Reference Standard (Victoria Government Gazette S245, 26 May 2021) (as amended from time to time).

7.0 REQUIREMENT FOR AN ENVIRONMENTAL AUDIT STATEMENT OR PRELIMINARY RISK SCREEN ASSESSMENT

As soon as reasonably practicable after the date a notice is published in the *Victorian Government Gazette* for the approval of Amendment C247yara:

- a) A PRSA in accordance with the Environment Protection Act 2017 must be issued stating that an environmental audit is not required for a sensitive use (high density); or
- b) An Environmental Audit Statement must be issued stating that the Identified Lots are suitable for a sensitive use (high density).

The following requirements apply if an Environmental Audit Statement in accordance with clause 7.0(b) is issued:

- If the Environmental Audit Statement contains any recommendations, written confirmation of compliance with any recommendations of the Environmental Audit

Statement must be provided as soon as reasonably practicable by a suitably qualified environmental consultant or other suitable person acceptable to the responsible authority. Compliance sign off must be in accordance with any requirements in the Environmental Audit Statement recommendations regarding verification of works.

- If the Environmental Audit Statement contains recommendations of an ongoing nature, the owners of all affected Identified Lots must enter into an agreement as soon as reasonably practicable with the responsible authority under section 173 of the P&E Act 1987 which gives effect to those recommendations and an application must be made to the Registrar of Titles to register the section 173 agreement on the titles to the affected Identified Lots under section 181 of the PE Act.
- The owners of the affected Identified Lots must pay the responsible authority's reasonable costs of the preparation, execution and registration of the section 173 agreement.

8.0 EXEMPTION FROM NOTICE AND REVIEW

Any application to construct a building or construct or carry out works under this incorporated document is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the P&E Act 1987.

END OF DOCUMENT

Ordinary Council Meeting Agenda - 8 April 2025

YARRA PLANNING SCHEME

18/04/2019
C225

SCHEDULE TO CLAUSE 45.12 SPECIFIC CONTROLS OVERLAY

1.0

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Proposed C247yara



Specific controls

PS Map Ref	Name of incorporated document
SCO1	351-353 Church Street, Richmond – Incorporated Document, February 2019
SCO2	520 Victoria Street, 2A Burnley Street and 2-30 Burnley Street, Richmond, Burnley Street West Precinct, Incorporated Plan, 2012
SCO3	10 Bromham Place, Richmond Incorporated Document, February 2013
SCO4	Fitzroy Former Gasworks Site Incorporated Document, February 2018
SCO5	Caulfield Dandenong Rail Upgrade Project, Incorporated Document, April 2016
SCO6	Flying Fox Campsite, Yarra Bend Park, December 2004
SCO7	Tramway Infrastructure Upgrades Incorporated Document, May 2017
SCO9	Specific Site and Exclusion – Lot 2 on PS433628L (452 Johnston Street, Abbotsford)
SCO12	North East Link Project Incorporated Document, December 2019 (amended September 2023)
SCO13	Walk Up Village, 81-89 Rupert Street, Collingwood – September 2022
SCO14	462-482 Swan Street, Richmond Incorporated Document, September 2020
SCO15	36-52 Wellington Street, Collingwood – September 2020
SCO16	Victorian Institute of Forensic Mental Health Thomas Embling Hospital Incorporated Document, August 2020 (updated August 2022)
SCO17	Alphington Link Incorporated Document, May 2022
SCO18	484 - 490 Swan Street, Richmond Incorporated Document, May 2023
SCO19	560 Church Street, Cremorne, Incorporated Document (Department of Transport and Planning, August 2024)
SCO20	Richmond Power Station Renewal Project: 300/658 Church Street, Cremorne (Department of Transport and Planning, April 2024)
SCO21	27 & 31 Victoria Parade, Fitzroy (Department of Transport and Planning, February 2024)
SCO22	21 Northumberland Street and 26 Wellington Street, Collingwood (City of Yarra, April 2025)

YARRA PLANNING SCHEME - LOCAL PROVISION AMENDMENT C247yara



LEGEND

-  SCO22 - Specific Controls Overlay - Schedule 22
-  Local Government Area

Disclaimer

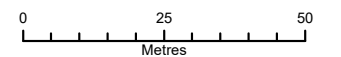
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Planning Group

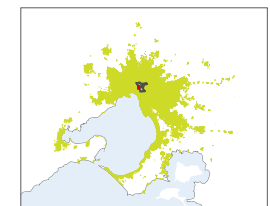
Print Date: 08/12/2023

Amendment Version: 2



Department of Transport and Planning

Part of Planning Scheme Map 6SCO



Ordinary Council Meeting Agenda - 8 April 2025

YARRA PLANNING SCHEME

15/01/2024
VC249

SCHEDULE TO CLAUSE 72.04 INCORPORATED DOCUMENTS

1.0

Proposed C247yara

Incorporated documents

Name of document	Introduced by:
<i>5-15 Mayfield Street, Abbotsford Incorporated Document</i> (October 2018)	C188
<i>10 Bromham Place, Richmond Incorporated Document</i> (February 2013)	C171
<i>18-62 Trenerry Crescent, Abbotsford Incorporated Plan</i> (May 2018)	C218
<i>21 Northumberland Street and 26 Wellington Street, Collingwood (City of Yarra, April 2025)</i>	C247yara
<i>27 & 31 Victoria Parade, Fitzroy</i> (Department of Transport and Planning, February 2024)	C324yara
<i>32-68 Mollison Street, Abbotsford Incorporated Plan</i> (February 2022)	C280yara
<i>36-52 Wellington Street, Collingwood Incorporated Document</i> (September 2020)	C285yara
<i>351-353 Church Street, Richmond Incorporated Document</i> (February 2019)	C225
<i>462-482 Swan Street, Richmond Incorporated Document</i> (September 2020)	C282yara
<i>484 - 490 Swan Street, Richmond Incorporated Document</i> (May 2023)	C316yara
<i>520 Victoria Street, 2A Burnley Street and 2-30 Burnley Street, Richmond Burnley Street West Precinct Incorporated Plan</i> (2012)	C150
<i>560 Church Street, Cremorne,</i> (Department of Transport and Planning, August 2024)	C319yara
<i>Alphington Link Incorporated Document</i> (May 2022)	C300yara
<i>Atherton Gardens Fitzroy Incorporated Document</i> (September 2010)	C136
<i>Caulfield Dandenong Rail Upgrade Project Incorporated Document</i> (April 2016)	GC37
<i>Chandler Highway Upgrade Incorporated Document</i> (March 2016, Amended December 2017)	GC80
<i>City of Yarra Database of Heritage Significant Areas</i> (City of Yarra, March 2024)	C308yara
<i>Cremorne Balmain Dover Street Project</i>	NPS1
<i>Crown Land Car Park Works, Burnley</i> (August 2005)	C92
<i>Fitzroy Former Gasworks Site Incorporated Document</i> (February 2018)	C242
<i>Flying Fox Campsite, Yarra Bend Park</i> (December 2004)	C90
<i>Hurstbridge Rail Line Upgrade Incorporated Document</i> (January 2017)	GC60
<i>Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions</i> (July 2014)	C178
<i>Local Policy "Protection of Biodiversity" Sites of Remnant Vegetation</i> (Biosis 2001)	C49
<i>M1 Redevelopment Project</i> (October 2006)	C86
<i>Melbourne City Link Project, Advertising Sign Locations</i> (November 2003)	VC20
<i>Melbourne Metro Rail Project: Upgrades to the Rail Network Incorporated Document</i> (May 2018)	GC96
<i>North East Link Project Incorporated Document</i> (December 2019, Amended September 2023)	GC223
<i>Planning and Design Principles for the Richmond Maltings Site, Cremorne</i> (November 2007)	C101

Ordinary Council Meeting Agenda - 8 April 2025

YARRA PLANNING SCHEME

Name of document	Introduced by:
<i>Richmond Power Station Renewal Project: 300/658 Church Street, Cremorne</i> (Department of Transport and Planning, April 2024)	C322yara
<i>Richmond Walk Up Estate Redevelopment Incorporated Document</i> (September 2010)	C136
<i>Social housing redevelopment; Atherton Gardens Estate, Fitzroy, and Richmond Public Housing Estate, Richmond, for which the Minister for Planning is the Responsible Authority</i> (May 2010)	C135
<i>Specific Site and Exclusion – Lot 2 on PS433628L, 452 Johnston Street, Abbotsford</i>	C56
<i>Swan Street Works, Burnley</i> (June 2005)	C91
<i>Tramway Infrastructure Upgrades Incorporated Document</i> (May 2017)	GC68
<i>Victoria Gardens Comprehensive Development Plan</i> (Department of Transport and Planning, April 2024)	C307yara
<i>Victorian Institute of Forensic Mental Health Thomas Embling Hospital Incorporated Document</i> (August 2020, Updated August 2022)	C311yara
<i>Walk Up Village, 81-89 Rupert Street, Collingwood</i> (September 2022)	C310yara
<i>Yarra Gardens Precinct Plan</i> (Urbis LHD, December 2009)	C126
<i>Yarra Development Contributions Plan 2017</i> (HillPDA, December 2023)	VC249
<i>Yarra High Streets (Queens Parade) Statements of Significance Incorporated Document</i> (Yarra City Council, March 2020)	C231yaraPt1yara
<i>Yarra High Streets (Victoria Street and Bridge Road) Statements of Significance Incorporated Document</i> (Yarra City Council, May 2020)	C245yara

Planning and Environment Act 1987

Yarra Planning Scheme

Amendment C247yara

Explanatory Report

Overview

The amendment applies the Specific Controls Overlay (SCO22) to 21 Northumberland Street and 26 Wellington Street, Collingwood, and introduces an incorporated document to allow the identified lots to be used as a residential dwelling and ensure that the existing use does not adversely impact the operation of the surrounding current and future non-residential land uses. The incorporated document is required to include conditions on the identified lots to manage the existing use within the development.

Where you may inspect this amendment

The amendment can be inspected free of charge at the Yarra City Council website at www.yarracity.vic.gov.au/amendmentC247yara

The amendment is available for public inspection, free of charge, during office hours at the following places:

Richmond Town Hall, Service Desk, 333 Bridge Road, Richmond VIC 3121

The amendment can also be inspected free of charge at the Department of Transport and Planning website at <http://www.planning.vic.gov.au/public-inspection> or by contacting the office on 1800 789 386 to arrange a time to view the amendment documentation.

Details of the amendment

Who is the planning authority?

The amendment has been prepared by the Yarra City Council, which is the planning authority for the amendment.

The amendment has been made at the request of the Victorian Silos and Distillery Consortium.

Land affected by the amendment

The amendment applies to land at 21 Northumberland Street and 26 Wellington

Unofficial

Street, Collingwood as shown in Figure 1.

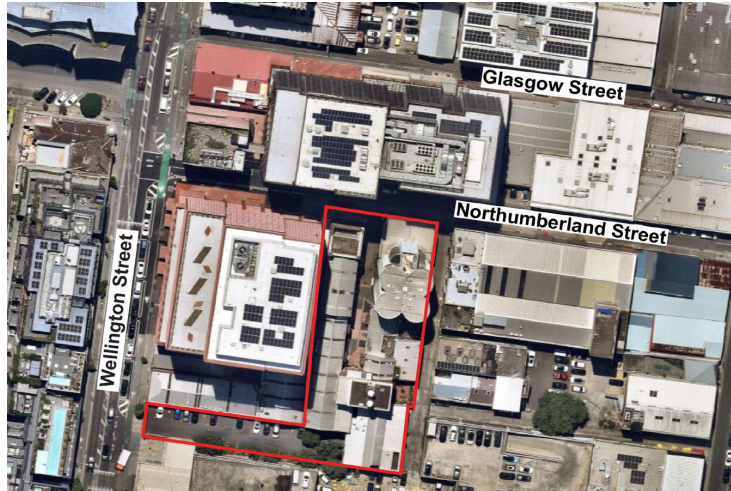


Figure 1 - Land affected by the amendment within the red line at 21 Northumberland Street and 26 Wellington Street, Collingwood.

What the amendment does

The amendment applies the Specific Controls Overlay (SCO22) to 21 Northumberland Street and 26 Wellington Street, Collingwood, and introduces an incorporated document to allow the identified lots to be used as a residential dwelling and ensure that the existing use does not adversely impact the operation of the surrounding current and future non-residential land uses. The incorporated document is required to include conditions on the identified lots to manage the existing use within the development. Specifically, the amendment:

- Amends the Schedule to Clause 45.12 (Specific Controls Overlay) to list 21 Northumberland Street and 26 Wellington Street, Collingwood, as an incorporated document.
- Amends the Schedule to Clause 72.04 (Incorporated documents) to include 21 Northumberland Street and 26 Wellington Street, Collingwood as an incorporated document.
- Inserts planning scheme map No. 06SCO to apply the Specific Controls Overlay to 21 Northumberland Street and 26 Wellington Street, Collingwood.

Strategic assessment of the amendment

Why is the amendment required?

The amendment is required to ensure the use of each individual lot within 21 Northumberland Street and 26 Wellington Street, Collingwood, may continue as a residential dwelling within the existing development. The amendment is required to

Unofficial

ensure that the existing use does not adversely impact the operation of the surrounding current and future non-residential land uses.

Two planning permits were issued for the development of the site in 1995 and 1997, which included a number of caretaker dwellings that would unlikely be supported under the current planning scheme requirements in the Commercial 2 Zone. Over time, some of these caretaker dwellings were used as residential dwellings. Under the Commercial 2 Zone, residential dwellings are prohibited.

Currently, there are no planning controls which apply to the land to manage the potential conflict between residential and commercial uses within the precinct and risk to human health.

The amendment strikes a balance between ensuring the potential impact on the Gipps Street Major Employment Precinct are minimised and managed while providing existing residents security of tenure.

The amendment is required to apply the Specific Controls Overlay (SCO22) to 21 Northumberland Street and 26 Wellington Street, Collingwood and introduce an incorporated document to allow the identified lots to be used as a residential dwelling and ensure that the uses do not adversely impact the operation of the surrounding current and future non-residential land uses.

The incorporated document is required to introduce conditions to manage the existing residential use for each of the identified lots. This includes conditions including but not limited to:

- Placing an expiry on the existing use.
- Ensuring realistic amenity expectations are understood and accepted by residents within the employment precinct.
- Ensuring the identified lots may need to make reasonable adjustments to individual properties at their own cost to minimise noise impacts from surrounding uses.
- Ensuring land contamination is appropriately managed.

How does the amendment implement the objectives of planning in Victoria?

The amendment implements the objectives in section 4 of the *Planning and Environment Act 1987*, in particular:

- To provide for the fair, orderly, economic and sustainable use, and development of land.
- To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.
- To balance the present and future interests of all Victorians.

How does the amendment address any environmental, social and

economic effects?

The amendment is consistent with the overarching goal in the planning scheme to:

'Integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.'

Environmental

The amendment ensures that land contamination and risk to human health are managed through the conditions set out in the incorporated document.

The amendment will require the preparation and implementation of an environmental audit for the site. The amendment also introduces conditions that manage potential noise conflict from existing and future commercial uses.

Social

The amendment applied conditions to assist in managing the residential uses within an employment precinct. This will provide a framework for existing residential and commercial uses within and surrounding the Site to operate without conflict.

Economic

The amendment applies an expiry condition to the affected lots. This is to ensure current residents have security in tenure for as long as they wish to remain at the property while allowing for a potential transition to the intended commercial use should the site be vacated.

The amendment also introduces conditions to manage the residential uses and their amenity expectation. This ensures that residential uses will not adversely impact the normal operations of existing and future commercial uses.

Does the amendment address relevant bushfire risk?

The land affected by the amendment is not located within an area of identified bushfire risk.

Does the amendment comply with the requirements of any other Minister's Direction applicable to the amendment?

Ministerial direction 1 – Potentially contaminated land

The amendment complies with *Ministerial Direction No. 1 (Potentially contaminated land)* under section 12 of the *Planning and Environment Act 1987*.

The relevant assessments have been undertaken prior to the responsible authority giving notice under section 17, 18 and 19 of the Act. The landowners of the land at 21 Northumberland Street and 26 Wellington Street have implemented the recommendations of the preliminary risk assessment and site management plan. The incorporated document includes conditions that set out the steps the landowners must take to obtain an environmental audit which has been informed by advice from

the Environment Protection Authority (EPA).

Ministerial direction 9 – Metropolitan strategy

The amendment complies with *Ministerial Direction No. 9 (Metropolitan strategy)* under section 12 of the *Planning and Environment Act 1987*.

- Direction 1.1 - *Create a city structure that strengthens Melbourne's competitiveness for jobs and investment which seeks to strengthen the competitiveness of Melbourne's employment areas.*

The amendment supports the direction by introducing planning controls to manage residential use within a Major Employment Precinct. It strikes a balance between ensuring the impacts on the Gipps Street Employment Precinct are minimised and managed while providing existing residents security of tenure.

Ministerial direction 11 – Strategic assessment of amendments

The amendment complies with *Ministerial Direction No. 11 (Strategic Assessment of Amendments)* under section 12 of the *Planning and Environment Act 1987*. The amendment is consistent with this direction which ensures a comprehensive strategic evaluation of a planning scheme amendment and the desired objective.

Ministerial direction 19 – Amendments that may result in impacts on environment, amenity and human health

The amendment complies with *Ministerial Direction No. 19 (Amendments that may result in impacts on environment, amenity and human health)* under section 12 of the *Planning and Environment Act 1987*.

The views of the

Environment Protection Authority have been sought prior to the preparation and exhibition of the amendment. These views have been incorporated into the conditions set out in the incorporated document.

How does the amendment support or implement the Planning Policy Framework and any adopted State policy?

Clause 13.05 (Noise)

- Clause 13.05-1S (Noise management) - *To assist the management of noise effects on sensitive land uses.*

The amendment supports the objectives of clause 13.05 through the conditions in the incorporated document. The condition ensures that the owners of the residential dwellings make reasonable adjustments to their properties in response to noise conflict. This will ensure that the current and future commercial uses can operate with minimal interruption.

Clause 13.07 (Amenity, human health and safety)

- Clause 13.07-1S (Land use compatibility) - *To protect community amenity,*

Unofficial

human health and safety while facilitating appropriate commercial, industrial, infrastructure or other uses with potential adverse off-site impacts.

- Clause 13.07 -1L (Caretakers house) - *Protect business and industry by preventing the establishment of dwellings unassociated with a business and industry in industrial and commercial zones where a dwelling is prohibited.*

The amendment supports the objectives of clause 13.07 through the introduction of an incorporated document. The incorporated document includes conditions to manage potentially contaminated land and manage risk to human health. This includes conditions to ensure that an environmental audit is conducted and implemented for the site within a timeframe. A condition has been applied that requires residents to enter a section 173 agreement with the responsible authority (council) to properly manage land contamination and human health of residents.

Clause 17.01 (Employment)

- Clause 17.01-1S (Diversified economy) - *To strengthen and diversify the economy.*
- Clause 17.01.1L (Employment) - *To maintain and grow employment in the Cremorne and Gipps Street major employment precincts, as identified in clause 02.04 (Strategic Framework Plan).*

The amendment supports the objectives of clause 17.01 through the introduction of an incorporated document. The incorporated document includes conditions that support the functioning of the Gipps Street Major Employment Precinct. This includes an expiry condition on the identified lots. A condition has been applied that requires residents to enter a section 173 agreement with the responsible authority (council) to properly manage the amenity expectations of residents within the employment precinct.

Clause 17.03 (Industry)

- Clause 17.03-1S (Industrial land supply) - *To ensure availability of land for industry.*
- Clause 17.03-3R (Regionally significant industrial land) - *To protect industrial land of regional significance and facilitate continual growth in freight, logistics and manufacturing investment.*

The amendment supports the objective of clause 17.03 through the introduction of an incorporated document which includes conditions to support the operation of the Gipps Street Major Employment Precinct.

The Melbourne Industrial and Commercial Land Use Plan (MICLUP) identifies the precinct as regionally significant industrial land. The amendment acknowledges that there are lots which have existing use rights while others do not. The amendment applies conditions to manage these conflicting land uses while enabling a potential for transition the land to its intended commercial use.

How does the amendment support or implement the Municipal Planning Strategy?

The Municipal Planning Strategy identifies the importance of Yarra's employment areas and seeks to support the importance of Major Employment Precincts such as the Gipps Street Employment Precinct. The MPS also seeks:

- *To minimise pressure for residential conversion of employment precincts.*
- *Ensure sensitive land uses (such as residential uses) are designed and located to minimise the potential conflict with existing surrounding employment uses (including existing retail, commercial, hospitality, nighttime economy, creative and cultural uses).*

The amendment strikes a balance between ensuring the impact on the precinct are minimised and managed while providing existing residents security of tenure. The incorporated document will ensure that residents are able to continue to live at their residence, which provides clarity in relation to amenity expectations and allows the potential for the land to transition to commercial use in accordance with the zone.

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment uses the most appropriate VPP tool to achieve its objective. The application of the Specific Controls Overlay and introduction of an incorporated document are appropriate to permit the existing residential dwelling use within the Commercial 2 Zone.

How does the amendment address the views of any relevant agency?

The EPA has been informed of the amendment and provided advice prior to Council seeking authorisation as well as during the amendment process.

Based on EPA advice, a Site Management Plan and Vapour Risk Assessment was completed to ensure potential land contamination did not pose an immediate risk to human health.

Following discussions with the Proponent, the EPA and Council officers, it was determined that an environmental audit could be provided following the planning scheme amendment process.

The EPA advised Council during the drafting of amendment documentation and conditions set out in the incorporated document.

The views of relevant agencies will be obtained during exhibition of the amendment. Does the amendment address relevant requirements of the Transport Integration Act 2010?

The amendment is consistent with the requirements of the *Transport Integration Act 2010* and facilitates development outcomes that promote the principles of transit-oriented development.

Particular consideration has been given to ensuring vehicular movements do not impact the Principal Public Transport Network (PPTN).

Resource and administrative costs

What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

The amendment will have minimal impact on the general operation of council's Statutory Planning Department and can be accommodated within existing resources.

Planning and Environment Act 1987

Yarra Planning Scheme

Amendment C247yara

Instruction sheet

The planning authority for this amendment is the Yarra City Council.

The Yarra Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of one attached map sheet.

Overlay Maps

1. Amend Planning Scheme Map No 6 SCO is in the manner shown on the attached map marked "Yarra Planning Scheme, Amendment C247yara".

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

2. In **Overlays** – Clause 45.12, replace the Schedule with a new Schedule in the form of the attached document.
3. In **Operational Provisions** – Clause 72.04, replace the Schedule with a new Schedule in the form of the attached document.

End of document

7.8. Draft Planning Scheme Amendment C273yara – Heidelberg Road Permanent Built Form Provisions

Author	Joerg Langeloh – Project & Policy Coordinator, Strategic Planning
Authoriser	General Manager City Sustainability and Strategy Chief Executive Officer

Executive Summary

The independent Yarra Activity Centre Standing Advisory Committee (SAC) has finalised its recommendations relevant to the draft Planning Scheme Amendment C273yara (C273). This report outlines the officer responses to the suggested changes for Council's endorsement.

Council needs to consider the SAC recommendations and officer responses and form a final position on Amendment C273yara (C273). This report recommends Council adopts C273 with the officer recommended responses.

Officer Recommendation

That Council:

1. Notes the officer report regarding draft Amendment C273yara (the Amendment), officer recommendations and Attachments 1 to 10.
2. Notes the public release of the Standing Advisory Committee Report for the Amendment under Section 40 of the Yarra Activity Centres Standing Advisory Committee Terms of Reference.
3. Having considered the Standing Advisory Committee report and officer recommendations, adopts the Amendment and associated documents with the changes as set out in Attachments 5 to 10 to this report.
4. Delegates to the Manager City Strategy the authority to finalise the Amendment in accordance with Council's resolution on C273yara, and to make any administrative or formatting changes to the Amendment documentation and maps required to give effect to Council's resolution.
5. Submits the Amendment to the Minister for Planning and requests they prepare, adopt, and approve a formal planning scheme amendment in the same form as the adopted Amendment, in accordance with section 20(4) of the Planning and Environment Act 1987 (the Act).
6. Notifies all submitters of this Council resolution.

History and background

Yarra Activity Centre Standing Advisory Committee

1. The Yarra Activity Centre Standing Advisory Committee (SAC) was initiated by the Minister for Planning to speed up the processing of multiple planning scheme amendments in Yarra. The SAC functions similarly to an independent planning panel.

Draft Amendment C273yara

2. Draft Amendment C273yara (C273) proposes to introduce permanent built form provisions within commercially zoned land along Heidelberg Road in Fairfield and Alphington.
3. In summary, the draft Amendment:
 - (a) Inserts updated policy on the Heidelberg Road Neighbourhood Activity Centre at Clause 11.03-1L Activity Centres to guide built form within the activity centre;
 - (b) Replaces interim Design and Development Overlay Schedule 18 (interim DDO18) with permanent Design and Development Overlay Schedule 18 (DDO18 – see Figure 1 and 2) which applies to commercially zoned land (C1Z and C2Z) along Heidelberg Road;
 - (c) Applies two new Heritage Overlays to properties at 730–734 and 760 Heidelberg Road, Alphington, incorporating new Statements of Significance for these properties;
 - (d) Deletes Heritage Overlay HO362 from 2 Killop Street, Alphington; and
 - (e) Amends the Schedule to Clause 72.08 Background Documents to include relevant background documents to the amendment.
4. DDO18 applies to four precincts along Heidelberg Road (see Figures 1 and 2 below).

Figure 1 – Extent of DDO18 – Precincts 1 and 2

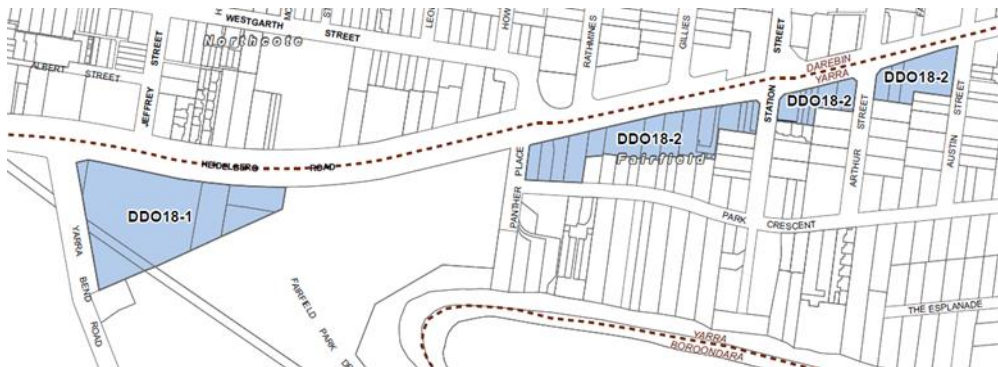
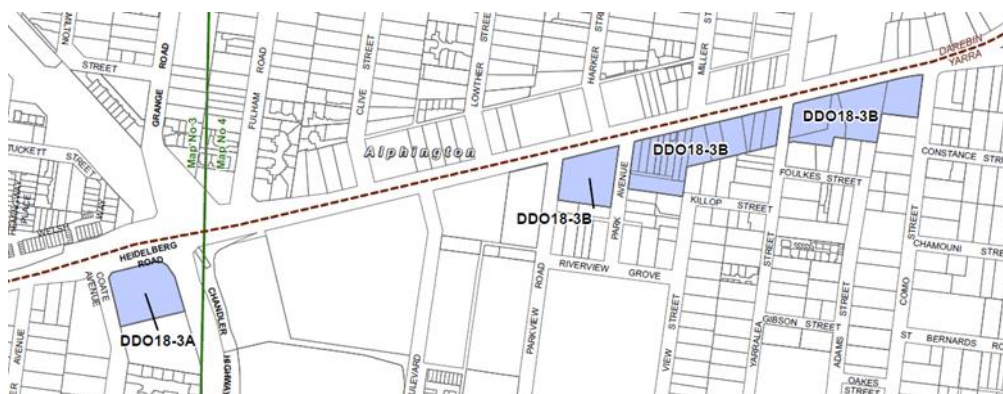


Figure 2 – Extent of DDO18 – Precincts 3A and 3B



5. Amendment C273 was exhibited between 31 July and 28 August 2023, with 4 extra weeks given to the notified community in Precinct 2.

6. On 12 December 2023, Council considered the submissions received, resolved to make some changes and requested the Minister refer the amendment and submissions to the SAC.
7. Additional notice was sent out to submitters and landowners to advise them of proposed changes that Council adopted (i.e. increase in rear ground floor setback from 3 to 5 metres in Precincts 2 and 3B).
8. Council received no further submissions in response to the additional notice.

Standing Advisory Committee hearing

9. The SAC hearing was held over four days between 14 October and 18 October 2024. Two landowners participated in the hearing.
10. Council's submission to the SAC was based on the position adopted by Council on 12 December 2023.
11. Council provided evidence from experts in the field of:
 - (a) Urban design;
 - (b) Heritage architecture;
 - (c) Planning;
 - (d) Traffic; and
 - (e) Floorspace capacity analysis.
12. At the close of the hearing, Council was directed to submit a final version of DDO18, indicating the changes suggested by submitters and experts during the hearing that officers supported.
13. The SAC considered all submissions, amendment documentation, expert statements, Council's position from 12 December 2023 Council meeting and Council's final day of hearing edited version of the DDO after the hearing.

Discussion

Standing Advisory Committee recommendations and officer responses

14. The SAC Report was received by Council on 2 January 2025 and publicly released on 15 January 2025. A copy of the C273 SAC Report can be viewed at Attachment 1.
15. The SAC Report outlines the discussion from the hearing and its recommendations. The report must be read in conjunction with the Yarra Activity Centres Standing Advisory Committee Report 1 (Version 2) – 'Overarching Report' (see Attachment 2).
16. The SAC recommended the Amendment should proceed, subject to changes as outlined in the Report. It concluded that C273:
 - (a) Is well founded, strategically justified;
 - (b) Will deliver a net community benefit and sustainable development; and
 - (c) Supports and responds to local planning policy, provides a framework for coordinating growth while responding to values and opportunities.

17. Appendix D of the SAC Report shows most of the SAC's recommended changes are generally based on the final hearing day version of DDO18. Other changes are outlined in separate recommendations.
18. Attachment 3 shows the officer responses against the SAC Report Appendix D version of DDO18.
19. For detailed officer responses against all SAC recommendations, see Attachment 4.
20. The main SAC recommendations and officers' recommended responses are summarised in Table 1 below.
21. It is noteworthy that the SAC did not make any recommendations to change the exhibited local policy.

Table 1: Summary of SAC Recommendations and Recommended Responses

SAC recommendation summary	Recommended responses and changes to the DDO18
<p>Increasing the building heights in Precincts 1, 2 and 3B to align them with the Built Form Framework from 2019</p>	<p>Officers do not support the SAC's recommendations relating to building height increases.</p> <p>The exhibited building heights in DDO18 were first adopted by Council on 4 February 2020 and the Minister for Planning approved them in the interim DDO request. In the officers' view, the exhibited heights strike a balance between accommodating change and responding to the valued characteristics and sensitive residential context.</p> <p>The heights adopted by Council for the exhibition and its position during SAC hearing align with the design objectives of the Built Form Framework and the DDO18 requirements.</p> <p>Furthermore, the expert who undertook the capacity analysis supports the proposed DDO18 and it is unlikely that the exhibited height would contradict achieving released State Government housing targets. The proposed heights are discretionary (subject to conditions) and will support additional housing on underutilised land.</p>
<p>Change all mandatory DDO18 requirements to be discretionary/preferred</p>	<p>Officers do not support this SAC recommendation.</p> <p>The DDO contains a mix of 'mandatory' controls and 'preferred' controls. The application of mandatory controls has been carefully considered and applied selectively. They are not proposed to apply across all precincts, neither to all requirements in DDO18.</p> <p>Mandatory controls are proposed to apply to:</p> <ul style="list-style-type: none"> • Building heights in Precincts 3A • Front / street setbacks in Precincts 1, 2 and 3A and parts of 3B – mainly along Heidelberg Road

	<ul style="list-style-type: none">• Street wall heights in Precinct 2, 3A on Coate Avenue and 3B on Heidelberg Road• Upper level setbacks in Precinct 3A on Coate Avenue and in Precinct 3B between Parkview Street and Yarralea Street.• Rear interface controls (landscaped ground floor setback and 45 degree angle above the rear boundary wall) in all precincts. <p>Mandatory controls are necessary to minimise impacts on sensitive residential interfaces and the public realm.</p> <p>Their use was supported by Council's experts, albeit not uniformly. The urban design and planning experts supported the use of mandatory controls regarding the 45 degree angle but differed on the ground level setback requirement from the rear boundary (i.e. 3m vs 5m).</p> <p>These proposed controls in DDO18 are not aimed at restricting development but are designed to protect key elements such as sensitive rear interfaces and limiting overshadowing whilst still allowing for appropriate land use and built form outcomes.</p> <p>Therefore, officers are of the view that the inclusion of selective mandatory controls in the DDO18 is appropriate and reflects best practice for achieving balanced built form outcomes.</p>
Remove the proposed two new heritage overlays from C273	<p>Officers do not support the SAC's recommendations relating to the removal of the heritage overlays from C273.</p> <p>The report states that the SAC was unable to establish the importance of interwar shops and factories to the City of Yarra. Further, it stated that the comparative analysis that supports the proposed heritage overlay did not provide any comparable individually significant places within the City of Yarra or elsewhere.</p> <p>The heritage report that informed the preparation of C273 included in-depth analysis to inform the Statement of Significance. During the SAC hearing the heritage expert expressed support for their inclusion in the heritage overlay. Additional comparative analysis has been undertaken to address the SAC's recommendation and further support this element of C273yara.</p> <p>The places identified for inclusion may not represent the majority of heritage places for Yarra but were still found to be of significance.</p>

	<p>No submission questioned the significance or requested their removal from C273.</p> <p>Council officers do not support the removal of the two heritage overlays from C273 and recommend they remain part of C273, as exhibited.</p>
<p>Reducing the rear ground level setback from 5 metres to 3 metres in Precincts 2 and 3B</p>	<p>Officers do not support this recommendation.</p> <p>In response to submissions during the exhibition, Council resolved to increase the ground floor rear setback from 3 to 5 metres. Owners and occupiers along these precincts were notified of this change. No further submissions were received.</p> <p>A 5 metre ground level setback to the rear improves landscaping opportunities between new development and residential boundaries, assists to retain the area's treed character and mitigate visual bulk. The urban design evidence at the SAC hearing supported this change as it improves the rear setback profile, creates a landscape buffer and promotes urban greening.</p>
<p>Increase the rear boundary wall height from 5 metres back to 8 metres in Precinct 2 as exhibited</p>	<p>Officers support this recommendation.</p> <p>In response to submissions from the community around Precinct 2, the rear boundary wall height was reduced from 8 to 5 metres.</p> <p>Commercial buildings require flexibility in floor-to-ceiling heights and a 5-metre rear wall height may restricts this unreasonably. The 5 metre rear ground level setback in combination with the mandatory 45 degree envelope above the rear boundary wall provide a sufficient transition between new development and the adjacent residential properties.</p> <p>During the hearing, the urban design and planning experts did not support the reduction of the rear boundary wall height from 8 to 5 metres.</p>
<p>Make other drafting and structural refinements to DDO18, such as:</p> <ul style="list-style-type: none"> – Relocate precinct specific objectives from the main body of the DDO into the design objectives at Clause 1; – Make mapping clarifications such as stating 'indicative viewline' for the view cone 	<p>Officers partially support these recommendations.</p> <p>Relocating the precinct specific objectives into the design objectives in Clause 1 of DDO18 is not possible due to the form and content requirements from State Government to only include a maximum of 5 objectives.</p> <p>Officers support the recommended mapping clarifications.</p> <p>Officers do not support specifying which size canopy tree should be allowed within the front setback. A case-by-case approach, through detailed design, is sufficient to determine the appropriate tree size. This will retain the</p>

<p>towards the heritage chimney at Precinct 1 and showing setback distances on Map 2</p> <ul style="list-style-type: none"> – Specifying ‘small’ canopy trees within front setbacks due to balconies overhanging – Wording clarifications to some requirements and deletion of duplication or unnecessary requirements – Exempting telecommunication facilities from a permit under DDO18 	<p>flexibility to accommodate larger canopy trees where possible.</p> <p>Officers generally support the other recommendations relating to simple wording clarifications and deletion of a duplicate design requirement regarding fine grain shop fronts (unless stated otherwise).</p> <p>Officers support the recommendation to exempt telecommunication towers from a planning permit under DDO18 as they are controlled through Clause 52.19.</p>
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22. Attachment 5 shows all officer recommended changes to DDO18 against the version last adopted by Council before the SAC Hearing.
23. Attachment 6 includes a ‘clean’ version of DDO18 (as in Attachment 5 but without track changes).
24. Attachment 7 includes the additional comparative analysis by an independent heritage expert to address the SAC’s recommendation to remove the proposed heritage overlays.
25. Attachment 8 includes the local policy (Clause 11.03-1L Activity Centres), heritage overlay schedule and statements of significance other formal planning scheme amendment documents that are consequential to the proposed changes described above.
26. Attachment 9 includes the strategic heritage and traffic analysis that has informed the amendment and will become part of the background documents to the planning scheme.
27. The built form framework (Attachment 10) has generally informed C273. Due to differences in heights, rear requirements and mandatory vs. preferred requirements between the framework, expert evidence during the hearing and the proposed DDO18, the framework is no longer proposed to be a formal background document.
28. This is consistent with the approach taken in C231 Queens Parade. It would pose potential for confusion if it were included as a background document.

Options

29. Council has three options.

Option 1 – Adopt C273 without changes to the officer's recommendation and request the Minister prepare and approve a Section 20(4) Amendment

Recommended

30. This is recommended as adopting C273 with the officer recommended responses provides greater consistency with the amendment that was exhibited and includes the clarifications that the SAC recommended be made.

Option 2 – Adopt C273 with changes to the officer’s recommendation and request the Minister prepare and approve a Section 20(4) Amendment

Not recommended

31. Depending on the changes made, it could undermine the integrity of C273 due to a lack of strategic justification or contradicting the reasons applied to prepare DDO18.

Option 3 - Abandon C273 and request the Minister to not pursue it

Not recommended

32. Abandoning C273 would mean the interim DDO18 would expire in June 2025. An extension to its expiry date without progressing the amendment is unlikely to be supported by the Minister for Planning. This option is not recommended.

Community and stakeholder engagement

33. Awareness of proposed built form provisions was first raised with an interim DDO18 request as part of C272yara in 2020 and community engagement in 2021.
34. Public exhibition of C273 included a wide-spread engagement effort, including notice in the Age, direct letter to 700 owners and occupiers, contacting previous submitters and community groups, social media posts, e-newsletter articles to 13,000 subscribers and dedicated webpages.

Strategic Analysis

Alignment to Council Plan

Strategic Objective three - Local economy

- 3.5 Manage access, safety and amenity to enhance people’s experience when visiting Yarra

Strategic Objective four - Place and nature

- 4.4 Protect, promote and maintain our unique heritage and ensure development is sustainable
35. C273 would assist in achieving these objectives as it would provide greater built form and design consistency, set clear expectations for new development in terms of built form and design and how to respond to public and residential interfaces.

Climate emergency

36. The amendment will help facilitate sustainable development in locations with good access to employment, public transport and other amenities.
37. Policy and other provisions elsewhere in the Yarra Planning Scheme respond specifically to the climate emergency, namely Clause 15.01-2L-01 Environmentally Sustainable Development (ESD) in the Local Planning Policy section.

Community and social implications

- 38. There are no adverse community or social implications resulting from the proposed permanent built form provisions for the Neighbourhood Activity Centre and commercial areas along Heidelberg Road.
- 39. Improved built form provisions would help provide clarity around the anticipated future development of the centre and in the commercial areas.

Economic development implications

- 40. There are no economic development implications for the permanent built form provisions for the centre and surrounding area.
- 41. An amendment may aid in providing further stimulus to the retail/commercial precincts.

Human rights and gender equality implications

- 42. There are no known human rights implications for requesting the Minister for Planning to approve the permanent DDO18 and HO provisions.

Finance and Resource Impacts and Interdependencies

- 43. The fee associated with requesting the Minister for Planning to prepare and approve a Section 20(4) amendment are covered within the Strategic Planning budget.

Legal and Legislative obligations

Conflict of interest disclosure

- 44. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates.
- 45. The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.
- 46. The amendment would be progressed in accordance with the provisions of the Planning and Environment Act 1987 and Yarra Activity Centres Standing Advisory Committee Terms of Reference issued by the Minister for Planning on 10 June 2021.
- 47. Council must ensure natural justice to all parties and to maintain the integrity of the Amendment process per Section 32 of the Terms of Reference.

Risks Analysis

- 48. There are no risks associated with adopting C273.
- 49. Abandoning C273 would result in a risk that the interim DDO18 that currently applies to the area would expire and no locally specific built form guidance would exist.

Implementation Strategy

Timeline

- 50. Assuming Council adopts C273, Council would request the Minister for Planning prepare, adopt and approve C273 as adopted under Section 20(4) of the Act.
-

Communication

51. Participants to the SAC Hearing would be notified of Councils decision.
52. Should C273 be approved by the Minister for Planning, the amendment would become part of the Yarra Planning Scheme upon notice in the Victorian Government Gazette.

Report attachments

1. 7.8.1 Attachment 1 - C273 Yarra Activity Centres SAC - Report on draft Amendment
2. 7.8.2 Attachment 2 - C273 Yarra Activity Centres SAC - Overarching Report
3. 7.8.3 Attachment 3 - C273 Officer Response to SAC Report Appendix D - DDO18
4. 7.8.4 Attachment 4 - C273 Officer Response to SAC Recommendations
5. 7.8.5 Attachment 5 - C273 DDO18 Track Changes in latest Council Adopted Version
6. 7.8.6 Attachment 6 - C273 DDO18 for Adoption
7. 7.8.7 Attachment 7 - C273 Additional Comparative Heritage Analysis
8. 7.8.8 Attachment 8 - C273 Other Amendment Documents
9. 7.8.9 Attachment 9 - C273 Heritage and Traffic Background Documents
10. 7.8.10 Attachment 10 - C273 Heidelberg Road Built Form Framework

**Planning
Panels
Victoria**

**Draft Yarra Planning Scheme Amendment C273yara
Heidelberg Road**

Yarra Activity Centres Standing Advisory Committee Report 4

Planning and Environment Act 1987

2 January 2025



Ordinary Council Meeting Agenda - 8 April 2025

Planning Panels Victoria acknowledges the Wurundjeri Woi Wurrung People as the traditional custodians of the land on which our office is located. The Heidelberg Road activity centre is also located on the lands of the Wurundjeri Woi Wurrung People. We pay our respects to their Elders past and present.

Planning and Environment Act 1987

Yarra Activity Centres Standing Advisory Committee Report 4 pursuant to section 151 of the *Planning and Environment Act 1987*

Draft Yarra Planning Scheme Amendment C273yara: Heidelberg Road

2 January 2025



Lisa Kendal, Chair



John Roney, Member

**Planning
Panels
Victoria**

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Glossary and abbreviations

APM	Alphington Paper Mill
Built Form Framework	<i>Part 2: Heidelberg Road Built Form Framework – Design Strategy and Recommendations</i> , Hodyl & Co, November 2019
C1Z	Commercial 1 Zone
C2Z	Commercial 2 Zone
Committee	Yarra Activity Centres Standing Advisory Committee
Committee Report 1 V2	Yarra Activity Centres Standing Advisory Committee Report 1 (Version 2) – Overarching Report
Council	Yarra City Council
DDO	Design and Development Overlay
DDO18	Design and Development Overlay Schedule 18
draft Amendment	draft Planning Scheme Amendment C273yara
DTP	Department of Transport and Planning
Heritage Review Stage 1	<i>Heidelberg Road Heritage Review (Stage 1)</i> , RBA Architects Conservation Consultants 2019
Heritage Review Stage 2	<i>Heidelberg Road Heritage Review (Stage 2)</i> , RBA Architects Conservation Consultants 2019
HNAC	Heidelberg Road Neighbourhood Activity Centre
Housing Strategy	<i>Yarra Housing Strategy</i> (2018)
HRCLAP	Heidelberg Road Corridor Local Area Plan
Minister	Minister for Planning
PAO1	Public Acquisition Overlay Schedule 1
Planning Scheme	Yarra Planning Scheme
Porta	Porta Investments Pty Ltd
PPN59	Planning Practice Note 59: Mandatory Provisions in Planning Schemes, August 2023
PPN60	Planning Practice Note 60: Height and setback controls for activity centres, September 2018
PPTN	Principal Public Transport Network
SEES	<i>Yarra Spatial Economic and Employment Strategy</i> (August 2018)
Traffic Assessment	<i>Traffic and Vehicle Access Assessment, Heidelberg Road, Fairfield/Alphington</i> , Traffix Group, November 2019
Urban Context Analysis	<i>Part 1: Heidelberg Road Built Form Framework – Urban Context Analysis</i> , Hodyl & Co, July 2019
VCAT	Victorian Civil and Administrative Tribunal

Ordinary Council Meeting Agenda - 8 April 2025

Draft Yarra Planning Scheme Amendment C273yara | Yarra Activity Centres Standing Advisory Committee Report 4 | 2 January 2025

Overview

Amendment summary	
The Amendment	Draft Yarra Planning Scheme Amendment C273yara
Common name	Heidelberg Road
Brief description	<p>Proposes to:</p> <ul style="list-style-type: none">- introduce permanent built form controls by applying a Design and Development Overlay Schedule 18 to land in the Commercial 1 Zone and Commercial 2 Zone along the south side of Heidelberg Road- apply the Heritage Overlay to 730-734 Heidelberg Road (HO451) and 760-764 Heidelberg Road, Alphington (HO455) and delete the Heritage Overlay from 2 Killop Street, Alphington (HO362)
Subject land	See Figure 1
Council	Yarra City Council
Planning Authority	Minister for Planning
Consent to give notice of the draft Amendment	7 March 2023, with conditions
Notice	31 July to 28 August 2023
Submissions	Number of Submissions: 117

Committee process	
The Committee	Lisa Kendal (Chair) and John Roney
Supported by	Georgia Thomas and Chris Brennan, Project Officers, Planning Panels Victoria
Directions Hearing	At Planning Panels Victoria and by video conference, 12 August 2024
Committee Hearing	At Planning Panels Victoria and by video conference, 14, 15, 17 and 18 October 2024
Site inspections	Unaccompanied, 8 October 2024
Parties to the Hearing	<p>Department of Transport and Planning, represented by Alex Antoniadis</p> <p>Yarra City Council, represented by Maria Marshall of Maddocks, who called expert evidence on:</p> <ul style="list-style-type: none">- economics from Julian Szafraniec of SGS Economics and Planning- planning from John Glossop of Glossop Town Planning- heritage from Anthony Hemmingway of RBA Architects and Conservation Consultants- traffic from Leigh Furness of Traffix Group- urban design from Leanne Hodyl of Hodyl & Co <p>Porta Investments Pty Ltd, represented by Tiphonie Acreman of Counsel instructed by Rhodie Anderson of Rigby Cooke Lawyers</p> <p>Margaret Stewart, represented by Pauline Stewart</p>
Citation	Yarra Activity Centres SAC Yarra C273yara (SAC) [2025] PPV
Date of this report	2 January 2025

Executive summary

Activity centres in the City of Yarra will continue to accommodate most the City's growth due to their close proximity to infrastructure and services. There is an identified need to manage change in these areas and the City of Yarra is undertaking a significant program of strategic work to plan for future development of its activity centres.

Draft Yarra Planning Scheme Amendment C273yara (draft Amendment) seeks to introduce permanent built form provisions in the form of Design and Development Overlay Schedule 18 (DDO18) to commercial land along Heidelberg Road. An interim DDO18 currently applies to the land.

The draft Amendment also proposes to:

- insert new local policy Clause 11.03-1L Activity Centres
- apply the Heritage Overlay to a group of three properties at 730-734 Heidelberg Road (HO451) and one property at 760-764 Heidelberg Road, Alphington (HO455)
- delete the Heritage Overlay from 2 Killop Street, Alphington (HO362)
- make other associated changes to the Yarra Planning Scheme (Planning Scheme).

The Minister for Planning (Minister) appointed the Yarra Activity Centres Standing Advisory Committee (Committee) on 10 June 2021 to advise on referred planning matters and associated draft Planning Scheme provisions for activity centres and other areas of urban change. On 2 July 2024, the Minister referred the draft Amendment to the Committee. This is the third referral to the Committee.

Notice was given of the draft Amendment from 31 July to 28 August 2023, and 117 submissions were received. Key issues raised in submissions include:

- urban consolidation/accommodating growth
- mandatory versus discretionary provisions
- building height
- building setbacks and separation
- interface/amenity concerns
- heritage
- traffic and transport
- precinct specific issues
- drafting of DDO18
- other issues including land use and zoning, climate change, property values, protection of views and impacts on infrastructure.

Strategic context

The Committee is satisfied the draft Amendment supports and responds to the Planning Policy Framework and Plan Melbourne, and should proceed subject to the Committee's recommendations.

The draft Amendment is underpinned by the *Part 2: Heidelberg Road Built Form Framework – Design Strategy and Recommendations*, Hodyl & Co, November 2019 (Built Form Framework) and a range of other relevant background studies. The proposed DDO18 provides a framework for coordinating growth of commercially zoned land along Heidelberg Road, while responding to

values and opportunities. The scale of growth envisaged is consistent with current policy and context of the area.

The draft Amendment is generally consistent with the relevant Ministerial Directions and planning guidance and will deliver net community benefit and sustainable development.

Preliminary issues

The Committee considered four preliminary issues that set the scene for consideration of other specific issues raised in submissions. Preliminary matters included:

- mandatory versus discretionary provisions
- integration with the north side of Heidelberg Road
- DDO18 Design objectives
- heritage.

The Minister specifically sought the Committee's advice on three of these matters; mandatory provisions, impact of the draft Amendment across municipal boundaries (the north side of Heidelberg Road is in the City of Darebin), and application of the Heritage Overlay.

The Committee concluded:

- Mandatory built form provisions should not be included in DDO18, primarily due to discrepancies between the Built Form Framework recommendations and the DDO18 regarding mandatory and discretionary provisions.
- The draft Amendment is consistent with the draft Heidelberg Road Corridor Local Area Plan and will assist in guiding the growth and function of the area across municipal boundaries.
- The DDO18 Clause 1.0 'Design objectives' should be amended to comply with the Ministerial Direction on Form and Content of Planning Schemes, as recommended by the Committee. Design objectives should refer to all precincts as mid-rise.
- The Heritage Overlay should not be applied to 730-734 Heidelberg Road, Alphington (HO451) and 760-764 Heidelberg Road, Alphington (HO455) because there is inadequate justification to apply the Heritage Overlay as individually significant places.

Common issues across precincts

The Committee considered four issues common across precincts, including:

- residential interface requirements for Precincts 2 and 3B
- building separation
- balconies
- traffic.

The Committee concluded:

- The residential interface provisions in Precincts 2 and 3B in Council's Final Day DDO18 are appropriate, subject to the changes recommended by the Committee.
- Council's proposed DDO18 changes to building separation requirements are generally acceptable.
- Balconies should be able to encroach into the street wall front setback along Heidelberg Road, and it is appropriate to include additional requirements regarding the circumstances where balconies may encroach into the street wall front setback along Heidelberg Road.

- Traffic, parking and other transport related matters have been adequately considered, subject to minor changes to DDO18 as proposed by Council.

Precinct specific issues

The Committee concluded the following in relation to the proposed built form provisions for each precinct:

- Precinct 1
 - The building heights in Precinct 1 should have discretionary maximum building heights consistent with the Built Form Framework.
 - The overshadowing requirement is appropriate, subject to the Committee's recommendations.
 - The Porta chimney view lines are appropriate, subject to the Committee's recommendations.
- Precinct 2
 - The building heights in Precinct 2 should have a discretionary maximum building height consistent with the Built Form Framework.
- Precinct 3A
 - The built form metrics in Precinct 3A are consistent with the recommendations in the Built Form Framework and are appropriate.
 - Map 3A (Precinct 3A) should be modified to clearly define the width of areas fronting Chandler Highway with preferred maximum building heights of 17.6 metres and 8 metres.
- Precinct 3B
 - The built form provisions in Precinct 3B should be consistent with the Built Form Framework, apart from:
 - the single property in Precinct 3B fronting Park Avenue (east side) which should have a maximum preferred maximum building height of 11.2 metres, as exhibited
 - between Como Street and Yarralea Street where the discretionary ground floor street setback should be 3 metres, as exhibited.
 - It is acceptable to exempt the construction of a telecommunications facility from the need for a planning permit under DDO18.
 - Notice of an application for a permit is appropriately dealt with through existing provisions in the *Planning and Environment Act 1987* and Yarra Planning Scheme.
 - The specific precinct requirement stating "*Buildings should achieve a fine-grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy*" should be deleted.

Recommendations

Based on the reasons set out in this Report, the Committee recommends that Yarra Planning Scheme Amendment C272yara be prepared and approved under section 20(4) of the *Planning and Environment Act 1987* as exhibited subject to the following:

1. **Amend the Design and Development Overlay Schedule 18, as shown in the Committee preferred version in Appendix D, and:**
 - a) on Map 1 for Precinct 1:

- show preferred maximum building height of 27 metres for the Porta site and 20 metres for the balance of the site
 - amend the legend to state 'indicative chimney view line'
 - b) on Map 2 for Precinct 2, show preferred maximum building height of 24 metres
 - c) on Map 3A for Precinct 3A, show dimensions for the width of frontage to Chandler Highway for land that is subject to a maximum preferred building heights of 8 and 17.2 metres
 - d) add the term 'ground floor' to relevant setbacks
 - e) make any other consequential changes resulting from recommendations in this Report.
2. Delete the Heritage Overlay from:
- a) 'Post Office and the group of shops on Heidelberg Road', 730-734 Heidelberg Road, Alphington (HO451).
 - b) 'Cooper Knitting Factory (former)', 760-764 Heidelberg Road, Alphington (HO455).

1 Introduction

This Report must be read with the Yarra Activity Centres Standing Advisory Committee Report 1 (Version 2) – Overarching Report (Committee Report 1 V2).

1.1 Referral to the Committee

- 10 June 2021

The former Minister for Planning (Minister) appointed the Yarra Activity Centres Standing Advisory Committee (Committee) to advise on referred planning matters and associated draft Yarra Planning Scheme (Planning Scheme) provisions for activity centres and other areas of urban change. Further details and the Committee’s Terms of Reference are provided in *Yarra Activity Centres Standing Advisory Committee Report 1 (V2) – Overarching Report* (Committee Report 1 V2).
- 12 December 2023

Yarra City Council (Council) resolved to request the Minister refer draft Planning Scheme Amendment C273yara (draft Amendment) to the Committee.
- 2 July 2024

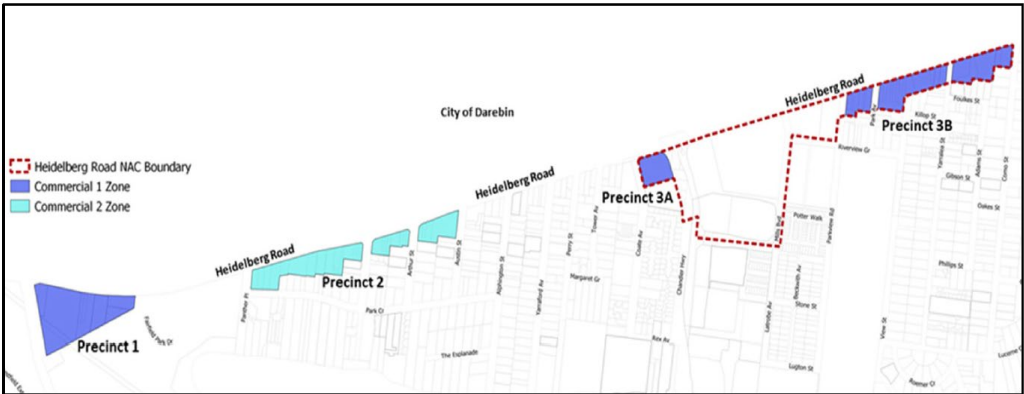
The Minister referred the draft Amendment to the Committee. A copy of the letter of referral is included in Appendix A.

1.2 The proposal

(i) Subject land

The draft Amendment applies to land zoned Commercial 1 Zone (C1Z) and Commercial 2 Zone (C2Z) land along the south side of Heidelberg Road, Fairfield/Alphington in the City of Yarra (see Figure 1). The draft Amendment applies to parts of the Heidelberg Road Neighbourhood Activity Centre (HNAC).

Figure 1 Subject land



Source: Council Part A submission (Document 11)

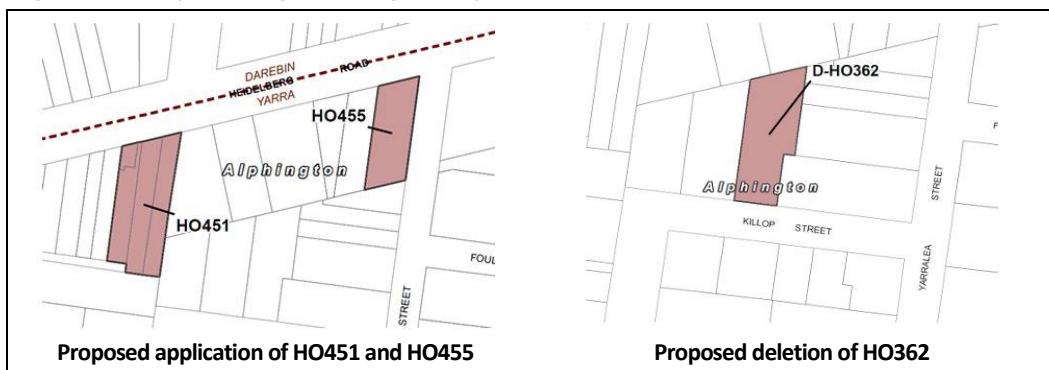
(ii) The draft Amendment

The draft Amendment proposes to introduce permanent built form provisions in the form of Design and Development Overlay Schedule 18 (DDO18) across four precincts (see Figure 1). An interim DDO18 currently applies to the land.

The draft Amendment also proposes to:

- insert new local policy Clause 11.03-1L Activity Centres¹
- apply the Heritage Overlay to a group of three properties at 730-734 Heidelberg Road (HO451) and one property at 760-764 Heidelberg Road, Alphington (HO455)
- delete the Heritage Overlay from 2 Killop Street, Alphington (HO362)
- amend the Clause 72.04 (Incorporated Documents) Schedule to introduce new Statements of Significance for the new HO451 and HO455 and update the *City of Yarra Database of Heritage Significant Areas* (April 2022)
- amend the Clause 72.08 (Background Documents) Schedule to include:
 - *Part 2: Heidelberg Road Built Form Framework – Design Strategy and Recommendations*, Hodyl & Co, November 2019 (Built Form Framework)
 - *Traffic and Vehicle Access Assessment, Heidelberg Road, Fairfield/Alphington*, Traffix Group, November 2019 (Traffic Assessment)
 - *Heidelberg Road Heritage Review (Stage 1)*, RBA Architects Conservation Consultants 2019 (Heritage Review Stage 1)
 - *Heidelberg Road Heritage Review (Stage 2)*, RBA Architects Conservation Consultants 2019 (Heritage Review Stage 2)
- make associated changes to Planning Scheme maps.

Figure 2 Proposed changes to Heritage Overlay



1.3 Background

The Explanatory Report says:

The draft amendment has been requested by Yarra City Council to provide strategic guidance and greater certainty on the future land use planning and development outcomes of the commercial areas along the Heidelberg Road corridor, between the Darebin and Merri Creeks. The draft amendment responds to the development pressures being experienced

¹ The exhibited draft Amendment also included local policy Clause 21.08 Neighbourhoods, which is no longer required due to the approval of Yarra Planning Scheme Amendment C269yara which introduced the new planning policy framework (see Committee Report 1 V2)

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along the corridor and the continuing need to provide for Melbourne's housing and economic growth.

The scale and density of development approved and currently being proposed along Heidelberg Road has increased substantially in recent years. The most influential development being the 'redevelopment' of the former Alphington Paper Mill (APM) site on the south-east corner of the Chandler Highway and Heidelberg Road. The redevelopment is already driving new development proposals in the Heidelberg Road Neighbourhood Activity Centre and is likely to continue to be a catalyst for further development and land use changes along Heidelberg Road.

The Minister for Planning gazetted Amendment C272yara to the Yarra Planning Scheme to apply an interim built form control (DDO18) to the area. The interim control came into effect on 22 October 2021 and has been used to manage development while a permanent control was progressed.

To ensure appropriate and orderly planning, Council has undertaken a review of the interim built form control to test its suitability for translation into a permanent provision and recommend refinements.

Table 1 provides an overview of the chronology of events.

Table 1 Chronology of events

Date	Event / Description
Background and interim DDO18	
4 September 2018	Council adopted the Yarra Housing Strategy (2018) and the Yarra Spatial Economic and Employment Strategy (August 2018)
2019	<p>Council prepared:</p> <ul style="list-style-type: none"> - <i>Part 1: Heidelberg Road Built Form Framework – Urban Context Analysis</i>, Hodyl & Co, July 2019 - Heritage Review Stage 1 and Stage 2 - <i>Heidelberg Road Corridor – Background Issues and Discussion Paper</i>, October 2019 - Traffic Assessment - Built Form Framework - Heidelberg Road Corridor Local Area Plan
4 February 2020	<p>Council resolved to adopt the draft Heidelberg Road Corridor Local Area Plan and request the Minister for Planning to:</p> <ul style="list-style-type: none"> - introduce an interim DDO18 - apply interim HO451 and HO455 to the land at 730-734 Heidelberg Road, Alphington and 760-764 Heidelberg Road, Alphington (subsequently not approved)
12 September 2021	The Minister approved Amendment C272yara to introduce interim DDO18 with changes to make all the built form provisions discretionary
22 October 2021	The interim DDO18/Amendment C272yara was gazetted into the Planning Scheme
30 November 2022	Council wrote to the Minister requesting the interim DDO18 be extended by 12 months
8 March 2023	The Minister wrote to Council confirming the interim DDO23 had been extended to 22 April 2024 (Amendment C312yara)

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Date	Event / Description
Background and interim DDO18	
22 February 2024	The Director of State Planning Services wrote to Council confirming the interim DDO18 has been extended further to 30 June 2025 (Amendment C323yara)
Draft Amendment	
31 July – 28 August 2023 Exhibition of the draft Amendment	
28 August – 22 September 2023	Formal exhibition extended for owners and occupiers near Precinct 2 (as a result of a request to Council)
12 December 2023	Council resolved to: <ul style="list-style-type: none">- endorse the officer response to the issues raised by submissions- adopt the recommended changes to the draft Amendment for the purposes of Council's advocacy position before the Committee- refer all submissions, responses to submissions and preferred draft Amendment to the Minister with a request to refer the draft Amendment to the Committee
18 December 2023	Letters were sent to owners and occupiers to notify them of Council's Resolution 1(d), which proposed to change the DDO18 at Clause 2.2.4 (Interface and rear setback requirements) (see Chapter 1.5)
8 January 2024	Council referred the draft Amendment to the Committee
6 February 2024	Letters were sent to owners and occupiers to notify them of a change adopted by Council in response to submissions that relates to a property in or nearby Precinct 2 and Precinct 3B of proposed DDO18
2 July 2024	The Minister referral the draft Amendment to the Committee

1.4 Submissions and key issues

A total of 117 submission were received including:

- 112 from residents in the surrounding area, including 70 proforma submissions
- three from owners of large landholdings/developers
- two from agencies (Melbourne Water and Darebin City Council).

Key issues raised in submissions were:

- urban consolidation/accommodating growth
- mandatory versus discretionary provisions
- building height
- building setbacks and separation
- interface/amenity concerns
- heritage
- traffic and transport
- precinct specific issues
- drafting of DDO18
- other issues including land use and zoning, climate change, property values, protection of views and impacts on infrastructure.

1.5 Proposed post exhibition changes

In response to submissions, at its meeting on 12 December 2023, Council resolved to endorse changes to the draft Amendment for the purposes of the Committee process. The Minister asked the Committee to advise on Council's recommended changes to the draft Amendment endorsed on 12 December 2023.

Council proposed further changes during the Committee Hearing process which are discussed in the relevant chapters of this Report.

1.6 Procedural issues

(i) Evidence

At the Directions Hearing, Council advised it would call five experts. It confirmed details and order of appearance in writing on 15 August 2024 (Document 6), noting it would call Mr Furness to appear at the Hearing if required by the Committee. The Committee confirmed on Day 1 of the Hearing it intended to ask questions of Mr Furness.

In response to a direction from the Committee, Council provided a summary of its responses to expert recommendations with its closing submissions (Document 44).

(ii) Other Yarra Planning Scheme amendments

At the request of the Committee, the Department of Transport and Planning (DTP) provided a brief and verbal written submission (Document 25) at the start of the Hearing, including:

- a high-level summary of the process and roles and responsibilities of different organisations, government departments and the Committee
- an explanation of the conditions of consent issued to Council for consultation of the draft Amendment.

At the Directions Hearing, representatives of DTP advised that other Planning Scheme amendments considered by the Committee had recently been approved and it would update the Committee and parties on these in its Hearing submission.

The Committee appreciates DTP's participation in the Hearing.

(iii) Party comments on new information and Council's Final Day DDO18

In closing the Hearing the Committee issued further directions (Document 55) for:

- Council to circulate its Final Day DDO18 by Monday, 28 October 2024
- any party wishing to comment on Council's Final Day DDO18 to circulate comments by Friday, 1 November 2024
- Council to circulate any comments in reply by Friday, 8 November 2024.

In response to these directions, the Committee received a request from Margaret Stewart to provide further information regarding its submission and the telecommunications facility at 750 Heidelberg Road. The request related to new material provided by Council as part of its closing submission, Document 51. The Committee directed Ms Stewart to provide any further information by Friday 1 November 2024, and for Council to provide reply comments by Friday 8 November 2024. The Committee also encouraged Ms Stewart to engage directly with Council to discuss the matter and refine the issues.

The following documents were circulated to the Committee and parties:

- Council's response to further directions, and clean and marked up versions of Final Day DDO18 (Documents 56, 57a and 57b)
- Porta's comments on Council's Final Day DDO18 (Document 59)
- Ms Stewart's further information (Document 60)
- Council submissions in reply to comments and further information and updated Final Day DDO18 (Documents 61 and 62).

1.7 The Committee's approach

(i) Assessment

The Committee has assessed the draft Amendment against the principles of net community benefit and sustainable development, as set out in Clause 71.02-3 (Integrated decision making) of the Planning Scheme.

The Committee considered all written submissions made in response to the exhibition of the draft Amendment, observations from site visits, and submissions, evidence and other material presented to it during the Hearing. It has reviewed a large volume of material, and has had to be selective in referring to the more relevant or determinative material in the Report. All submissions and materials have been considered by the Committee in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

(ii) This Report and recommendations

This Report deals with the issues under the following headings:

- Introduction
- Strategic context
- Preliminary issues
 - Mandatory versus discretionary provisions
 - Integration with the north side of Heidelberg Road
 - DDO18 Design objectives
 - Heritage
- Common issues across precincts
 - Residential interface requirements in Precincts 2 and 3B
 - Building separation
 - Balconies
 - Traffic
- Precinct specific issues
 - Precinct 1
 - Precinct 2
 - Precinct 3A
 - Precinct 3B
- Drafting issues
- The Amendment process.

The Committee has based its recommendations on Council's Final Day version of DDO18.

Unless otherwise specified in this Report, the Committee supports Council's Final Day changes to DDO18 (Document 62).

The Committee has not addressed issues out of scope of the draft Amendment, specifically relating to rezoning land, property values, protecting views from private properties and impacts on infrastructure.

(iii) Response to Terms of Reference and letter of referral

Clause 35 of Committee's Terms of Reference includes details of what the Committee's Report must include (see Committee Report 1 V2). The Minister's letter of referral also requests specific advice (see Appendix A). Table 2 provides details of these matters and where they are addressed in the Report.

Table 2 Response to Terms of Reference and letter of referral

	Relevant chapter of Committee Report
Terms of Reference – Clause 35 response	
a. consideration of the matters outlined in these Terms of Reference	Chapters 2, 3, 4, 5, 6 and 7
b. an assessment of the proposed draft planning scheme amendment and any recommended changes to the proposed provisions	Chapters 2, 3, 4, 5 and 6
c. an assessment of submissions to the Committee and any other relevant matters raised in the course of the Committee process	Chapters 2, 3, 4, 5 and 6
d. advice on any relevant strategic planning matters	Chapters 2, 3, 4 and 5
e. a recommendation on whether the draft planning scheme amendment is strategically justified and could be approved by the Minister without notice, using his powers under section 20(4) of the Act	Chapter 2 and 7
f. a recommendation on whether the draft planning scheme amendment or any part of it should be subject to the requirements of sections 17, 18 and 19 and the regulations of the Act and processed as a 'standard' amendment	Chapter 2 and 7
g. a record of the date, location, attendees and purpose of any forum, meeting or workshop it held	Overview table
h. a list of persons who made submissions to the Committee.	Appendix B
Letter of referral specific advice	
The application of mandatory provisions in accordance with <i>Planning Practice Note 59: The role of mandatory provisions in planning schemes</i> and whether the built form and shadow modelling prepared by the council supports the application of mandatory provisions. This will involve assessment of whether exceptional circumstances exist to warrant the application of mandatory interface requirements such as setbacks and heights along rear boundaries.	Chapter 3.1

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Letter of referral specific advice

The strategic justification to include 730-734 Heidelberg Road, Alphington (HO451) and 760-764 Heidelberg Road, Alphington (HO455) in the Heritage Overlay and whether changes to the intactness of these places has compromised their heritage significance.	Chapter 3.4
The impact of the amendment on the area and growth and function of the centre across municipal boundaries (Darebin and Yarra).	Chapter 3.2
The council's recommended changes to the amendment endorsed on 12 December 2023.	Chapters 3, 4, 5, 6 and 7

2 Strategic context

This Chapter should be read in conjunction with Committee Report 1 V2.

2.1 Local Planning Policy

The following local planning policies are relevant the subject land and draft Amendment.

Clause 11.03-1L Activity Centres includes strategies relating to HNAC as follows:

Support the expansion of the activity centre by directing taller development to its western end within the Alphington Paper Mill major regeneration area.

Support moderate built form on land outside of the Alphington Paper Mill major regeneration area.

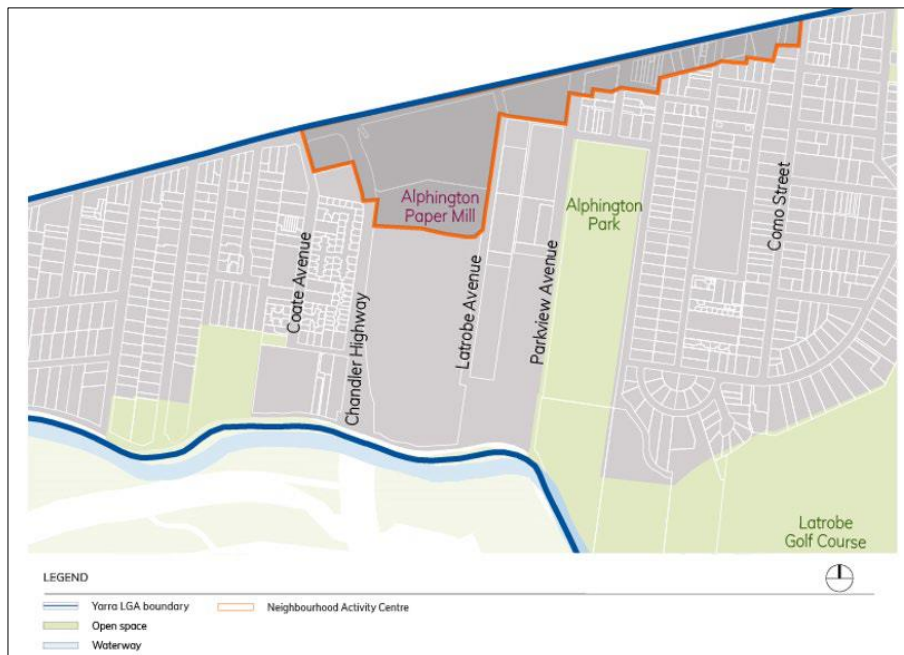
Enhance the quality of the public realm at the intersection of Heidelberg Road and the Chandler Highway.

Minimise direct vehicle access onto Heidelberg Road.

Support development along Heidelberg Road, east of Parkview Avenue that achieves fine grain building frontages and contributes to a positive pedestrian street environment, through appropriate street wall height, upper level setbacks and landscaping.

Figure 3 shows the HNAC Plan.

Figure 3 Heidelberg Road Neighbourhood Activity Centre Plan

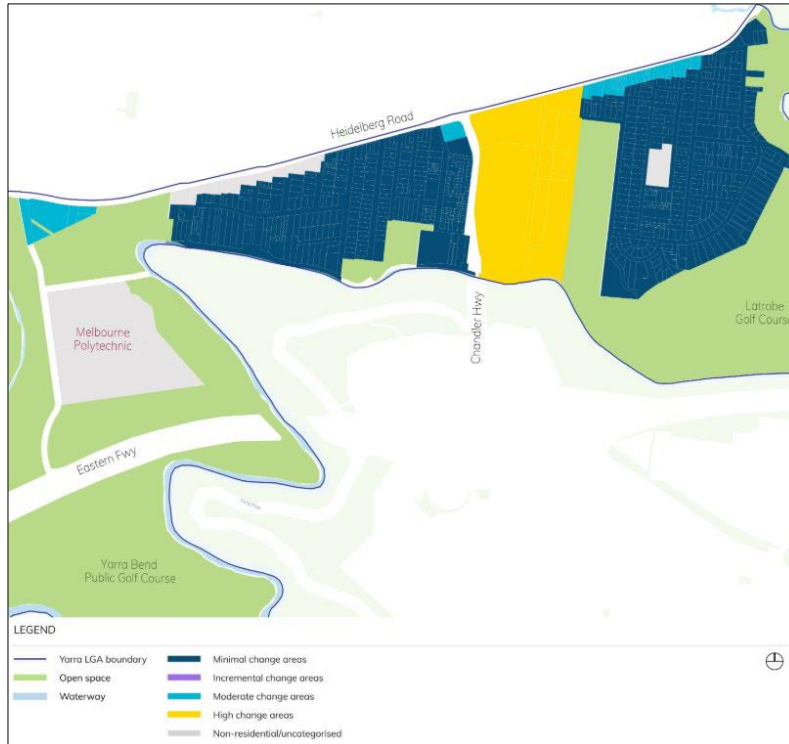


Source: Clause 11.03-1L Activity Centres

Clause 12.03-1L (Yarra River, Darebin and Merri Creek corridors) includes the objective to recognise the importance of the Yarra River as a multifunctional open space and protecting and enhancing its environment.

Clause 16.01-1L (Location of Residential Development) identifies Precincts 1, 3A and 3B as moderate change areas (see Figure 4).

Figure 4 Strategic housing framework plan – Fairfield and Alphington



Source: Clause 16.01-1L

2.2 Planning Scheme provisions

A common zone and overlay purpose is to implement the Municipal Planning Strategy and the Planning Policy Framework. The subject land is zoned either C1Z or C2Z (see Figure 1), and the following overlays apply:

- DDO18
- Heritage Overlay
- Environmental Audit Overlay, applies to land in Precinct 1 and Precinct 3B
- Public Acquisition Overlay Schedule 1 (PAO1) at 738 to 804 Heidelberg Road, Alphington in Precinct 3B.

Table 3 includes relevant zone and overlay purposes.

Table 3 Zone and overlay purposes

Planning Scheme provision	Purpose
Zones	
Commercial 1 Zone	<p>To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.</p> <p>To provide for residential uses at densities complementary to the role and scale of the commercial centre.</p>

Zones

Commercial 2 Zone	To encourage commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing, other retail uses, and associated business and commercial services. To ensure that uses do not affect the safety and amenity of adjacent, more sensitive uses.
--------------------------	---

Overlays

Design and Development Overlay	To identify areas which are affected by specific requirements relating to the design and built form of new development.
Heritage Overlay	To conserve and enhance heritage places of natural or cultural significance. To conserve and enhance those elements which contribute to the significance of heritage places. To ensure that development does not adversely affect the significance of heritage places. To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.
Environmental Audit Overlay	To ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.
Public Acquisition Overlay	To identify land which is proposed to be acquired by a Minister, public authority or municipal council. To reserve land for a public purpose and to ensure that changes to the use or development of the land do not prejudice the purpose for which the land is to be acquired. To designate a Minister, public authority or municipal council as an acquiring authority for land reserved for a public purpose.

2.3 Background studies

(i) Built Form Framework and Urban Context Analysis

The *Part 1: Heidelberg Road Built Form Framework – Urban Context Analysis*, Hodyl & Co, July 2019 (Urban Context Analysis) provides in-depth analysis of the planning and urban context for the study area, including physical and character attributes of each precinct. It informed the Built Form Framework which provides the strategic basis for the built form provisions proposed in DDO18.

The Built Form Framework includes principles and guidance for future planning of the precincts, which are intended to be implemented through planning provisions relating to building heights, street wall heights, setbacks, solar access and building design. The precincts in the Built Form Framework include (see Figure 1):

- Precinct 1: C1Z land, bounded by Yarra Bend Road, Heidelberg Road and the T.H. Westfield Reserve
- Precinct 2: C2Z land fronting Heidelberg Road between Panther Place and Austin Street

Precinct 3A: One C1Z zoned site bounded by Coate Avenue, Heidelberg Road and Chandler Highway

Precinct 3B: C1Z land fronting Heidelberg Road between Parkview Road and Como Street.²

(ii) Heritage Review

The Heidelberg Road Heritage Review Stage 1 involved a preliminary assessment of heritage places and a built form review.

The Heidelberg Road Heritage Review Stage 2 recommended additions to the Heritage Overlay and provided citations for the properties proposed for application of the Heritage Overlay.

The Heritage Review included a number of built form parameters that describe outcomes for heritage buildings, including to ensure that alterations and additions to heritage buildings are visually recessive, retain the primacy of the three-dimensional form of the heritage building as viewed from the public realm to avoid 'facadism', and retain the visual prominence of the return façades of buildings on corner sites.

The recommendations of the Heritage Review informed the preparation of the Built Form Framework. In particular, it the recommended requirements to achieve suitable transitions from new development to heritage buildings and the recommended provisions for building height, street wall heights, upper level setbacks and front setbacks for land within and abutting Heritage Overlay.

(iii) Traffic Assessment

The Traffic Assessment includes:

- a high level assessment of the future traffic conditions and performance of Heidelberg Road and local street network, in the context of planned future development
- an access and movement plan showing the location and form of new, altered and retained access arrangements and laneways required to provide appropriate access to future developments
- advice on the content of the future built form provisions to facilitate appropriate access and movement through new development
- a review of the existing public transport, bicycle and pedestrian infrastructure.

The Traffic Assessment focussed on identifying changes required to achieve safe and efficient vehicular and pedestrian access on Heidelberg Road and the local street network in Alphington and Fairfield as the areas are developed in accordance with the anticipated level of change in the area.

(iv) Draft Heidelberg Road Corridor Local Area Plan

The draft Heidelberg Road Corridor Local Area Plan (HRCLAP) was prepared by Council in conjunction with Darebin City Council in 2019/2020. It was informed by the *Heidelberg Road Corridor: Background Issues and Discussion Paper*, Heritage Review Stage 1 and Stage 2, Urban Context Analysis, Built Form Framework and Traffic Assessment.

² Council's Part A Submission (Document 11)

The HRCLAP provides a strategic framework for the corridor and proposed the introduction of an interim DDO18 and new Heritage Overlays. It sets out preferred outcomes, objectives and strategic actions, and provides key directions for future land use, transport, built form, public realm and housing change in the commercial and industrial areas on both sides of Heidelberg Road.

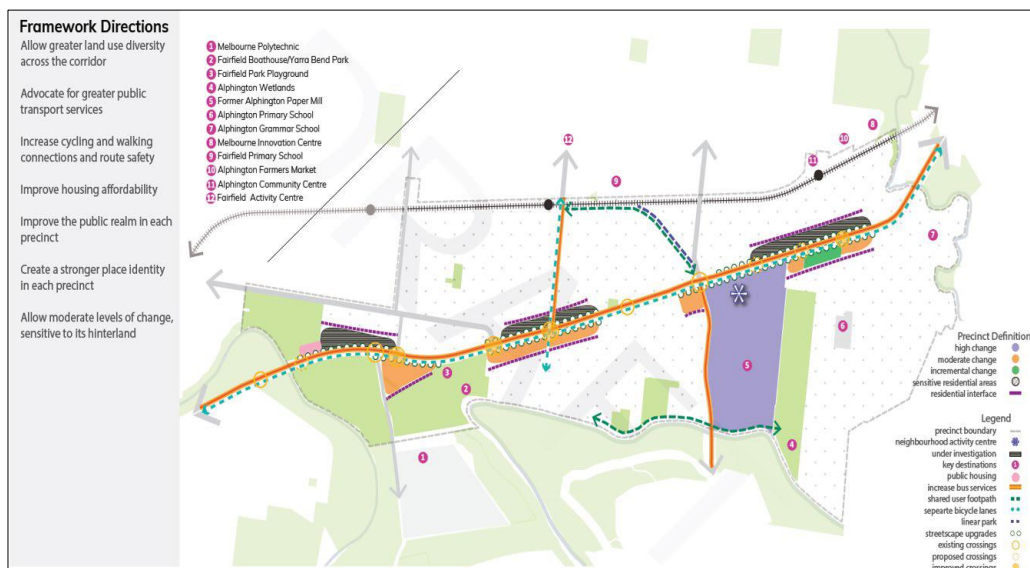
The HRCLAP envisages that *“the Heidelberg Road corridor will be a greener, better connected, more pedestrian friendly and vibrant place”* and focuses on three commercial precincts along the corridor (see Figure 5), including:

- Precinct 1 – Yarra Bend Park
- Precinct 2 – Station Street
- Precinct 3 – Heidelberg Road Neighbourhood Activity Centre.

Outcomes in the HRCLAP for each precinct relate to:

- higher economic vibrancy
- community well-being
- improved transport services and accessibility
- individual precinct identity.

Figure 5 Heidelberg Road Framework Directions plan



Source: HRCLAP, page 7

(v) Other background documents

Other relevant background documents, including the *Yarra Housing Strategy* (2018) (Housing Strategy) and the *Yarra Spatial Economic and Employment Strategy* (August 2018) (SEES), are explained in Committee Report 1 V2.

2.4 Strategic justification

(i) Evidence and submissions

No submissions raised issues relating to strategic justification of the draft Amendment. Some submissions raised issues relating to:

- the ability of the area to accommodate the projected growth, with potential impacts on neighbourhood character, existing services and traffic
- sustainability of the proposal with regard to Council's commitment to addressing the climate emergency.

DTP provided an overview of development activity and housing capacity in the City of Yarra. It stated:

...current development capacity and dwellings approvals in the City of Yarra exceed the VIF2023 targets.

Since the release of VIF2023, draft housing targets have been released as part of 'A Plan for Victoria'. Yarra is to provide capacity for an additional 48,000 dwellings from 2023 to 2051. This would represent an increase of 91 per cent above the current 52,600 number of dwellings in Yarra (2023). As these are draft targets which may be subject to change, this information is provided for context.

Council submitted the draft Amendment was strategically justified. It relied on the Explanatory Report and its Part A submission which described the strategic basis and background documents and assessments underpinning the proposal. Council explained how the draft Amendment responded to the Municipal Planning Strategy, Planning Policy Framework and policies in Plan Melbourne including:

- Policy 2.2.3 which supports new housing in activity centres and other places that offer good access to jobs, services and public transport
- Policy 5.1.2 which supports a network of vibrant neighbourhood activity centres.

Council explained the draft Amendment "*provides a real opportunity to deliver a coordinated approach to built form along Heidelberg Road*".³ Further, the draft Amendment is intended to complement and build on the natural evolution of HNAC, which encourages housing and employment opportunities in a manner that responds appropriately to values and sensitive parts of the centre and surrounds, including heritage.

In summary, Council said:

- strategic planning for commercial land along Heidelberg Road had been a long and comprehensive process
- the strategic assessments are recent and address areas including housing and employment needs, heritage, transportation and built form
- the draft Amendment is sound and appropriately identifies where intensified development outcomes can be achieved within the HNAC and other commercially zoned land along Heidelberg Road.

Regarding accommodating growth, Council submitted:

- the subject land is attractive for new development due to its good access to Melbourne's Central Business District, public transport, jobs and services

³ Council Part B submission, Document 27, page 15

- Planning Scheme policy seeks to reinforce the importance of the HNAC and surrounding commercial areas, and limit change in established residential areas
- the draft Amendment is consistent with the objective of the Victorian Government's Housing Statement to direct appropriate levels of growth and housing to neighbourhood activity centres
- the draft Amendment aims to provide a balanced approach by guiding different levels of potential development across the precincts.

Regarding climate change, Council explained:

- the draft Amendment contributes to addressing the climate emergency by supporting development in well serviced locations
- DDO18 is not the right planning tool to prescribe environmental sustainability standards, and other parts of the Planning Scheme address environmental sustainability.

With reference to Planning Practice Note 60: Height and setback controls for activity centres, September 2018 (PPN60), Council considered the Design and Development Overlay (DDO) the appropriate planning tool to facilitate preferred built form outcomes. PPN60 advises the DDO is the preferred planning provision for implementing height and setback provisions when the Activity Centre Zone is not used in an activity centre.

Council called John Glossop as an expert in planning. He stated the draft Amendment was principally underpinned by the Built Form Framework which provided the urban design and strategic basis for the draft Amendment. With regard to relevant planning policy (activity centres, housing, urban and building design) he said:

...it is fair to say that there is clear support for intensifying development in activity centres and other well located land, but only to a degree which is compatible with its strategic and physical context.⁴

Mr Glossop explained that housing policy is particularly relevant to the draft Amendment, particularly in the context of the Housing Statement. He confirmed that local policy anticipates some *"growth and change but limited to a degree that also respects the lower order of the activity centre and what is an immediate interface to established, mostly lower scale dwellings"*.⁵ He considered the draft Amendment was consistent with local policy by:

- supporting and strengthening the vibrancy and local identity of Yarra's activity centres
- establishing parameters for future growth in commercial areas south of Heidelberg Road, including defining mid-rise and moderate change anticipated for the area.

With consideration of land supply for housing, in the context of the Housing Strategy and SEES Mr Glossop advised:

- significant housing growth is anticipated in Yarra's activity centres
- most of C22 land should be retained unless further strategic work supports change (noting the C22 land in the draft Amendment is shown on Map 5: Inner Metro Region Commercial Land, in the Melbourne Industrial and Commercial Land Use Plan introduced via Amendment VC215).

⁴ Expert Witness Statement, Glossop Document 15, page 7

⁵ Expert Witness Statement, Glossop, Document 15, page 9

- to accommodate the additional housing growth to 2031 identified in the Housing Strategy, Yarra does not need to further rezone employment land (other than that approved or proposed).

Council called Julian Szafraniec as an expert on economics, particularly in relation to the demand and realisation of residential and commercial development. For context, Mr Szafraniec explained he had included the recently released draft Housing Target for the City of Yarra in his revised population forecast, however as it is currently unclear how it should be interpreted and used he had not translated the draft Housing Target into requirements for HNAC.

In response to a question from the Committee, Mr Szafraniec provided an addendum to his expert report. The addendum clarified and corrected employment floorspace data in his evidence statement, noting the additional information did not change his overall opinion in relation to the draft Amendment.

Mr Szafraniec advised that based on his Residential Capacity in Activity Centres model (developed by SGS):

- the City of Yarra will need to support growth of between 13,300 – 19,300 net additional dwellings, which translates to 248 – 496 net additional dwellings for the study area, from 2021 to 2036
- capacity analysis indicates the study area can accommodate between 690 – 860 additional dwellings based on the proposed DDO18, and there is an appropriate supply buffer (with 70 per cent of capacity needing to be realised over the 15 year period for the tightest alignment scenario).

Further, based on the SEES and more recent employment trends, the study area will not need to accommodate significant additional employment floorspace.

(ii) Discussion

The Committee is satisfied the draft Amendment supports and responds to the Planning Policy Framework and Plan Melbourne. It is underpinned by the Built Form Framework and a range of relevant background studies that have informed the proposal (see Chapter 2.3).

The proposed DDO18 provides a framework for coordinated growth of commercially zoned land along Heidelberg Road, while responding to values and opportunities. The scale of growth envisaged is consistent with current policy and context of the area. While Victoria's Housing Statement and draft Housing Targets have established a pressing and evolving policy imperative relating to housing supply across the State, the Committee anticipates any identified need to meet greater demand will be addressed through a process separate to the draft Amendment.

In the context of the current state of knowledge, the draft Amendment:

- has appropriately considered population forecasts and demand for dwellings and employment floor space
- will provide sufficient capacity to facilitate expected residential and employment growth over the next 15 years.

The DDO is the appropriate planning tool to guide built form and development opportunities on the subject land.

The Committee agrees with Council that supporting development in well serviced locations, such as the subject land, contributes to addressing climate change. Environmental sustainability development standards are addressed in other parts of the Planning Scheme.

2.5 Conclusions

For the reasons set out above, the Committee concludes the draft Amendment:

- is well founded and strategically justified
- is supported by, and implements, the relevant sections of the Planning Policy Framework, including Plan Melbourne
- is generally consistent with the relevant Ministerial Directions and Practice Notes
- will deliver net community benefit and sustainable development, as required by Clause 71.02-3
- should proceed subject to the Committee's recommendations.

3 Preliminary issues

3.1 Mandatory versus discretionary provisions

(i) Background

Planning practice notes

A mandatory provision is a requirement or control that must be met and provides no opportunity to vary the requirement.

A performance-based provision (also called a discretionary provision) provides for flexibility in the method or measure used to achieve a required outcome.

Victorian planning schemes largely consist of performance-based provisions that require an assessment to decide whether a proposal meets relevant planning objectives and achieves an appropriate balance between competing planning policies.

Performance-based provisions can facilitate variation and innovation in how a use or development is planned. They also accommodate unforeseen circumstances for a particular planning permit application.

Planning Practice Note 59: Mandatory Provisions in Planning Schemes

Planning Practice Note 59: Mandatory Provisions in Planning Schemes, August 2023 (PPN59) sets out criteria that can be used to decide whether a mandatory provision is appropriate in a planning scheme. It states:

While mandatory provisions only provide fixed planning outcomes, there are circumstances where they are warranted. Mandatory provisions provide greater certainty and ensure a preferred outcome and more efficient process. Although mandatory provisions are the exception, they may be used to manage:

- areas of high heritage value
- areas of consistent character
- sensitive environmental locations such as along the coast
- building heights in some activity centres.

A balance must be struck between the benefits of a mandatory provision in the achievement of an objective against any resulting loss of opportunity for flexibility in achieving the objective.

...

Mandatory provisions usually specify a maximum or minimum built form requirement. Most mandatory provisions are for building heights, but they can also relate to:

- site coverage
- plot ratio
- setbacks to buildings
- lot sizes
- open space areas
- sight lines.

Mandatory provisions may be considered if it can be demonstrated, through a detailed assessment and evidence-base, that discretionary provisions are insufficient to achieve desired outcomes.

PPN59 includes criteria as a guide for assessing the appropriateness of a proposed mandatory control. The three key criteria include:

- strategic support
- appropriateness of departing from performance based approach
- facilitates required outcome.

Questions to be considered under each criterion include:

Is the mandatory provision strategically supported?

- Does the proposed mandatory provision have a solid strategic objective while having regard to the planning objective?
- Does the proposed mandatory provision implement planning policy (state, regional or local)?

Is the mandatory provision an appropriate substitute for a performance-based provision?

- Will most proposals that contravene the proposed mandatory provision lead to unacceptable planning outcomes?
- Has the proposed mandatory provision been drafted to limit any unnecessary loss of the flexibility and opportunity available through a performance-based approach?
- Have all other relevant performance-based provision options been explored?
- Would policy or performance-based measures lead to the outcome prescribed by the proposed measure in most cases?
- Is there evidence of adverse existing or proposed use or development that justifies the proposed control?

Does the mandatory provision provide for the preferred outcome?

- Is the proposed mandatory provision limiting? Does it only lead to one outcome from a number of suitable ones that would deliver on related planning policy?
- Does the proposed mandatory provision avoid the risk of adverse outcomes in a way that a performance-based approach cannot?

PPN59 notes:

The planning authority should also consider whether the proposed mandatory provision reduces costs for councils, applicants and the community.

...

The Design and Development Overlay is the most appropriate tool to implement mandatory built form requirements. Opportunities may also exist in some other zones and overlays to mandate controls.

Planning Practice Note 60: Height and setback controls for activity centres

PPN60 provides guidance on the preferred approach to the application of height and setback provisions for activity centres and is to be read in conjunction with PPN59. It states:

Height and setback controls can be appropriate so long as they are not aimed at restricting the built form, but at facilitating good design outcomes.

Proposed height and setback controls must be soundly based on the outcomes of strategic research and background analysis that demonstrates consistency with state and regional policy and includes a comprehensive built form analysis.

...

Any built form controls introduced into a planning scheme should provide for development that is in line with a structure plan or comprehensive built form analysis for the activity centre. These controls could be discretionary or mandatory, or a combination of both.

In some instances mandatory height or setback controls may be appropriate in only particular sections of an activity centre and not the entire activity centre. In these instances, it

may be appropriate to include a mix of discretionary and mandatory height and setback controls.

When to apply discretionary controls

The application of discretionary controls, combined with clear design objectives and decision guidelines is the preferred form of height and setback controls.

Discretionary controls are more likely to facilitate appropriate built form outcomes rather than mandatory controls by providing more flexibility to accommodate individual or unique circumstances. Innovative or exemplary design is not of itself reasonable justification to exceed discretionary building height and setback requirements. When appropriate height and setback controls are identified, they should be included in the relevant planning scheme as discretionary controls with clear design objectives and decision guidelines.

Councils may wish to include a range of heights across an activity centre or at individual sites. Where this is done, design objectives and decision guidelines need to be clear and easily understood to provide clarity as to how the range of heights are to be applied and assessed.

When to apply mandatory controls

Mandatory height and setback controls (that is, controls that cannot be exceeded under any circumstance) will only be considered where they are supported by robust and comprehensive strategic work or where exceptional circumstances warrant their introduction.

Mandatory height or setback controls should only be applied where:

- exceptional circumstances exist; or
- council has undertaken comprehensive strategic work and is able to demonstrate that mandatory controls are appropriate in the context, and
- they are absolutely necessary to achieve the preferred built form outcomes and it can be demonstrated that exceeding these development parameters would result in unacceptable built form outcomes.

(ii) What does the draft Amendment propose?

The draft Amendment proposes a mix of mandatory and discretionary built form provisions. The proposed mandatory provisions are summarised in Table 4.

Table 4 Summary of mandatory requirements (as exhibited)

Precinct	Provision	Requirement
1	Front setback to street	3 metres to Heidelberg Road (except for heritage buildings) and Yarra Bend Road
	Maximum rear interface height	14.4 metres at park interface
	Upper level setbacks (above rear interface)	Envelope to be contained within 45 degree angle above
	Minimum rear boundary setback	3 metres ground floor rear boundary setback from park
2	Street wall height	16 metres to Heidelberg Road 8 metres to Park Crescent
	Front setback to street	3 metres to Heidelberg Road and Park Crescent
	Maximum rear interface height	8 metres if built on the boundary adjoining a residential property outside DDO18 [#]
	Upper level setbacks (above rear interface)	Envelope to be contained within 45 degree angle above

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Precinct	Provision	Requirement
	Minimum rear boundary setback	3 metres ground floor rear boundary setback if the dwelling on the adjacent residential property is located less than 15 metres from the property boundary*
3A	Building height	27.2 metres at corner of Heidelberg Road and Chandler Highway 17.6 metres at centre of site 11.2 metres fronting Coate Avenue 8 metres along southern boundary
	Street wall height	11.2 metres along Coate Avenue
	Front setback to street	3 metres to Heidelberg Road and Chandler Highway 4.5 metres to Coate Avenue
	Minimum upper level setback	10 metres from Coate Avenue street wall and a further 10 metres above secondary street wall
	Maximum rear interface height	8 metres
	Upper level setbacks (above rear interface)	Envelope to be contained within 45 degree angle above
	Minimum rear boundary setback	4.5 metres
3B	Street wall height	14.4 metres at 700-718 Heidelberg Road 8 metres on Heidelberg Road between Park Avenue and Yarralea Street 14.4 metres on Heidelberg Road between Yarralea Street and Como Street
	Front setback to street	3 metres to Heidelberg Road between Parkview Road and Park Avenue 3 metres to Heidelberg Road between Yarralea Street and Como Street
	Minimum upper level setback	6 metres along Heidelberg Road between Parkview Road and Yarralea Street
	Maximum rear interface height	8 metres if built on the boundary adjoining a residential property outside DDO18
	Upper level setbacks (above rear interface)	Envelope to be contained within 45 degree angle above
	Minimum rear boundary setback	3 metres ground floor rear boundary setback if the dwelling on the adjacent residential property is located less than 15 metres from the property boundary*

Source: Exhibited DDO18

Note: Following consideration of submissions, Council proposed to:

- * amend these requirements to:
 - delete reference to the distance to a dwelling on the adjoining land

- require a 5 metres landscape setback where a development site directly abuts a rear boundary of an adjacent residential lot (mandatory)

- require a 3 metres landscape setback where a development site directly abuts a side boundary of an adjacent residential lot (mandatory).

amend this requirement to 5 metres (mandatory).

(iii) The issue

The Minister asked the Committee to advise on whether the Built Form Framework supports the application of mandatory provisions.

The issue is whether it is appropriate to apply mandatory built form provisions.

(iv) Evidence and submissions

Submitters

Some submitters submitted there was no sound strategic justification for applying mandatory provisions. They considered mandatory provisions would stifle growth and are inconsistent with the planning approach necessary in a housing crisis.

Porta Investments Pty Ltd (Porta) objected to applying mandatory provisions in Precinct 1, stating they are inappropriate to achieve the DDO18 design objectives. It considered that Council had not adequately justified the mandatory provisions, in the context where Council's urban design expert, Ms Hodyl, recommended the provisions be discretionary.

Some submitters submitted there should be more mandatory provisions and noted that Precinct 3A is the only precinct to have mandatory maximum building height limits. The submitters were concerned that discretionary provisions invite development of unrestricted height.

Council

Council submitted it had applied mandatory provisions where it is necessary to minimise impacts on sensitive residential interfaces and the public realm, to deliver a uniform street edge and enhance the pedestrian experience along Heidelberg Road. It acknowledged that mandatory provisions are more restrictive than performance based discretionary provisions, but said such an approach is necessary and balanced and provides a level of certainty for both owners of land affected by the provisions as well as the owners and occupiers of adjacent residential and sensitive land.

Council submitted:

- discretionary and mandatory provisions are increasingly common in activity centre DDO schedules across planning schemes in Victoria, particularly in the City of Yarra
- the mandatory provisions proposed in DDO18 seek to protect valued elements, enabling good land use and urban design outcomes while being sensitive to heritage, residential interfaces and high valued areas of public open space.
- some mandatory provisions were required across all precincts, within the context of physical attributes of each precinct and all areas being identified for 'moderate change'
- the presence of small lots, sensitive residential and parkland interfaces and heritage characteristics for the whole of the land included in the draft Amendment requires mandatory provisions to limit the extent of new built form.

Council noted that PPN59 applies to all precincts in the draft Amendment and PPN60 only applies to Precincts 3A and 3B, which form part of the HNAC. Regarding PPN59, Council submitted:

- the mandatory provisions are strategically supported through the detailed work in the Built Form Framework, the Heritage Review and the Traffic Assessment
- it has applied mandatory provisions where discretionary provisions would result in unacceptable outcomes for example:
 - the *“intact heritage streetscapes along Heidelberg Road”*⁶
 - the sensitive residential and open space interfaces to the rear of precincts
 - where it is important to achieve consistency of streetscapes along Heidelberg Road
- the mandatory provisions ensure the preferred outcome and provide certainty to address community concerns and protect residential amenity, public open spaces and valued heritage character.

Regarding PPN60, Council submitted the proposed mandatory provisions are:

- warranted based on exceptional circumstances because of:
 - heritage qualities in Precinct 1 and Precinct 3B
 - consistency of the street wall along Heidelberg Road
 - protection of the amenity of the adjacent land in terms of overshadowing to the streetscape, private and public realm
- based on robust and comprehensive strategic work that:
 - included three dimensional modelling and extensive analysis of alternative scenarios and development outcomes including shadowing testing
 - is current and has been subject to extensive consultation through the draft Amendment process
 - demonstrates there is sufficient capacity to accommodate future anticipated demand for residential and commercial floor space
 - is consistent with State and local policy, and is supported by the HRCLAP
- absolutely necessary to achieve the preferred built form outcomes and exceeding these development parameters would result in unacceptable built form outcomes.

In response to Committee directions, Council provided:

- an update of permit activity and recent construction relating to the draft Amendment land since preparation of the Built Form Framework
- a copy of the desktop review that explained variations between the built form provisions in the Built Form Framework and DDO18.⁷

Council explained it proposed a range of mandatory provisions in Precinct 3A, when the Built Form Framework recommended discretionary provisions because:

- unlike the former APM site on the opposite side of Chandler Road, this site is not identified as a ‘high change area’ in the Strategic Housing Framework Plan (see Figure 4)
- any new development must strike a balance between providing a response to the very wide road corridors, the site’s location in the HNAC near the former APM site and the sensitive low-rise residential areas to the south and west

⁶ Document 40, page 3

⁷ Referred to in the letter of consent to give notice of the draft Amendment, Document 26

- mandatory building heights ensure heights adequately step down from the former APM site towards the low-rise residential area
- mandatory street wall height and upper level setbacks along Coate Avenue will ensure new development respects the low-rise residential character in the minimal change area on the opposite side of Coate Avenue
- most proposals not in accordance with the mandatory provisions will impact on the achievement of DDO18 built form objectives
- administrative costs will potentially be reduced.

Council explained why the land at 700-718 Heidelberg Road in Precinct 3B included mandatory requirements for street wall height and upper level setback, when the Built Form Framework recommended mandatory provisions. It added that mandatory provisions are needed to ensure:

- an acceptable transition from the development context of the former APM site to the west, towards the existing valued character of HNAC to the east which includes some heritage buildings
- street wall heights provide for a lower street wall edge fronting the narrower section of Heidelberg Road and a taller street wall where the road widens
- well-proportioned buildings, where the upper levels form a recessed, lighter element above a solid base building form
- outcomes sought by the Built Form Framework and objectives of proposed DDO18 are achieved
- consistency and avoiding unacceptable outcomes.

Council did not propose any changes to the mandatory provisions in response to the evidence presented at the Hearing. It submitted there is a sound basis for all of the proposed mandatory provisions in the draft Amendment.

Experts

Mr Glossop stated:

- applying mandatory built form provisions in a DDO schedule is a typical and unremarkable response in situations where a planning authority wishes to achieve a higher level of certainty and control
- planning schemes have moved away from a uniformly performance-based approach to a system that where mandatory provisions are commonplace
- the move towards greater prescription is not confined to 'sensitive' areas, such as heritage precincts, coastal locations or in areas of high landscape value
- the use of mandatory provisions must be properly justified
- the planning practice notes draw a distinction between the blanket application of a mandatory control at a 'centre-wide' level to a targeted, precinct-level mandatory provision that seeks to respond to the unique features of the land or the precinct
- in a neighbourhood activity centre context like this, there will be circumstances where a mandatory provision may be preferred over a discretionary control such as for interface provisions
- there is nothing inherently wrong from a town planning perspective with the principle of applying mandatory provisions in lower order centres

- it is relevant that Heidelberg Road is in a moderate change area and the extent of change here is limited by other factors (like the presence of small lots) and that the centre has edge conditions and built form characteristics that limit change.

Mr Glossop explained:

Broadly speaking, I consider that this is a context where the use of mandatory controls (in a blend with discretionary controls) is supported by the practice guidance. I also consider that the planning context (a small NAC [Neighbourhood Activity Centre], that generally abuts minimal change, residential land) is also acceptable.

That said, Mr Glossop noted the various inconsistencies in Precinct 3A and 3B between the recommendations in the Built Form Framework and exhibited DDO18. He considered there was no justification for applying mandatory provisions for these matters, and the street wall height, upper level setback and overall height provisions for Precinct 3A should be discretionary.

Regarding 700-718 Heidelberg Road in Precinct 3B, he was not sure why the street wall height facing Heidelberg Road needed to be mandatory, although suggested it could be for consistency with the remainder of the precinct (but he noted that the interface with the APM site does not have a mandatory street wall height requirement).

Mr Glossop raised concerns with the mandatory front setback requirements including:

- its intended purpose
- whether there is a demonstrated need for a front landscape setback along Heidelberg Road
- the difficulty in achieving front landscaping in commercial areas particularly if it reduces the visual and functional relationship between tenancies and the footpath.

Mr Glossop stated there appeared to be a disconnect between the intended landscape outcomes for the new setback areas and the guidelines in the Built Form Framework, and further work is required to develop more specific policy in DDO18 to resolve this tension.

Ms Hodyl stated the Heidelberg Road corridor is characterised by a disparate mix of building scales, uses and street interfaces, with renewal of the APM site transforming the central part of the corridor. She noted the precincts are stretched along Heidelberg Road and interspersed with low-scale housing and the APM site. This results in a lack of a cohesive urban character and a place which is generally considered uninviting and uncomfortable due to the dominance of traffic and poor quality pedestrian experience.

Ms Hodyl explained the draft Amendment proposes a significant revitalisation of the other commercial precincts along the south side of the corridor while carefully balancing the need for development intensification with a contextually appropriate response. She considered the proposed built form provisions adequately consider potential amenity impacts on existing residential properties and open spaces south of the corridor through mandatory rear setback requirements, including the inclusion of a landscaped buffer and setbacks to protect solar access.

Ms Hodyl did not support Council's proposed post exhibition change to the mandatory maximum building height at the rear interface of properties in Precinct 2 from the 8 metres to 5 metres. She said the change had not been tested, may impact yield and was not justified.

Ms Hodyl considered the mandatory 3 metre ground floor street setback necessary to improve the pedestrian amenity of the street and activation of the public realm. She explained it is a core part of the design strategy along Heidelberg Road to soften the harshness of this road corridor and

provide greening opportunities. She considered the increase in proposed residential densities further emphasises the need to create a high-quality, walkable public realm.

Ms Hodyl was generally satisfied with the range of discretionary provisions in DDO18 even though some of these were recommended as mandatory provisions in the Built Form Framework. She also recommended converting the following provisions from mandatory to discretionary:

- Precinct 1:
 - the park interface provisions because, on further assessment, mandatory provisions would unnecessarily constrain design flexibility in developing a contextually appropriate design outcome
 - the 3 metre setback to Yarra Bend Road
- Precinct 3A:
 - the proposed building height provisions and the street wall heights and upper level setbacks in Coate Avenue, to align with the discretionary provisions in the Built Form Framework
- Precinct 3B:
 - the proposed street wall heights and upper level setbacks at 700-718 Heidelberg Road.

Council called Anthony Hemmingway as an expert on heritage. He noted the DDO18 design objectives appropriately respond to heritage values by seeking *“recessive upper level development, a legible transition in scale from taller building form towards the interface with heritage buildings, and retains the prominence of and key view lines to the former ‘Porta’ chimney and heritage factory”*. He stated:

I believe these are the key heritage issues and they have been clearly articulated at the outset of the DDO18 so that there should be no doubt that a sympathetic approach is required to balancing development potential within the specific parameters outlined below and the need to respond to the significant heritage fabric of the existing and proposed heritage overlays.

Mr Hemmingway was comfortable with the mix of proposed discretionary and mandatory provisions regarding heritage matters. He explained:

The building height requirements have been tested with the modelling undertaken for the BFF [Built Form Framework]. In the vicinity of the existing and proposed HOs, they would result in a balance between responding to the significant fabric and allowing for development that would not overwhelm the former.

With respect to the mandatory heritage related provisions he stated:

- Precinct 1 – the proposed mandatory minimum ground level street setback of 3 metres along Heidelberg Road adjacent to the heritage fabric would have a positive heritage outcome allowing for a visible return of the side walls so the building is not reduced to a mere façade
- Precinct 3B:
 - the proposed mandatory maximum street wall height of 8 metres will ensure that existing and proposed Heritage Overlay listings in this area would not be overwhelmed
 - between Parkview Road and Yarralea Street the proposed mandatory minimum upper level setback of 6 metres is appropriate because of smaller more sensitive heritage sites in this area (compared with the discretionary 6 metres upper level setback

proposed in Precinct 1, which is appropriate because there is less need to be prescriptive on the large site).

(v) Discussion

The Minister's letter of referral seeks assessment against PPN59 and notes *"this will involve assessment of whether exceptional circumstances exist to warrant the application of mandatory interface requirements such as setbacks and heights along rear boundaries"*.

The Committee notes the 'exceptional circumstances' test is only referenced in PPN60 relating to activity centres, as described in Chapter 3.1(i) above. The Committee has had regard to PPN59 which applies to all the precincts, and PPN60 which applies to the land in HNAC.

Critically, PPN59 says mandatory *"provisions may be considered if it can be demonstrated, through a detailed assessment and evidence-base, that discretionary provisions are insufficient to achieve desired outcomes"*. PPN60 supports application of mandatory provisions when either:

- exceptional circumstances exist, or
- they are supported by robust and comprehensive strategic work and are absolutely necessary to achieve the desired outcomes.

With regard to the planning practice note guidance, the Committee considers there is insufficient justification to apply any mandatory provisions to any of the precincts. Reasons are discussed below.

The Committee's assessment of specific metrics are discussed in other chapters of this Report.

Consistency between Built Form Framework and DDO18

The Committee acknowledges the extensive strategic planning work associated with the draft Amendment. This includes modelling and the use of shadow diagrams to understand the impact of various development types on the surrounding area, particularly the sensitive residential interfaces to the south of Precinct 2, 3A and 3B and the public open space south of Precinct 1. However, there are significant discrepancies between the recommendations in the Built Form Framework and the proposed DDO18 regarding mandatory and discretionary provisions.

There are instances where the Built Form Framework recommended discretionary or mandatory provisions but the opposite has been applied in the in DDO18. The lack of consistency raises questions about the strategic basis for applying mandatory provisions.

To justify applying mandatory provisions, there needs to be a strong alignment between the strategic work underpinning the draft Amendment and the proposed provisions. This alignment is not evident between the Built Form Analysis and exhibited DDO18.

Interface between commercial and residential areas

While the interface between the commercial areas and the adjoining residential areas to the south needs to be carefully managed, this can be adequately addressed through discretionary provisions in conjunction with the proposed design objectives, requirements and decision guidelines. There are, for example, a range of requirements that play an important role in assessing a permit application that proposes to exceed a specific metric. These provisions provide a sound basis to manage the impacts of development on the adjoining low scale residential development and the Committee is confident that discretionary requirements will not result in unacceptable outcomes.

In addition to requirements with specific metrics for heights and setbacks, there are other interface and rear setback requirements in DDO18 that provide performance based standards. For example:

Development should respond to existing secluded private open spaces by setting back at upper levels to create a sense of separation, minimise overshadowing and reduce building bulk.

Development should not visually dominate adjoining residential sites outside this overlay.

The extensive list of 'Other design requirements' also addresses qualitative design outcomes.

Further, there are requirements relating to the consideration of a proposal that exceeds a preferred metric, for example:

- **Building height:**

A permit should only be granted to construct a building or construct or carry out works which exceeds the preferred maximum building height shown on Maps 1, 2 and 3B where, in addition to other requirements of this DDO, all the following requirements are met to the satisfaction of the responsible authority:

- the built form outcome satisfies the Overshadowing and Daylight Access Requirements in Clause 2.2.5;
- the proposal will achieve each of the following:
 - greater building separation than the minimum requirements in this schedule; and
 - no additional overshadowing impacts on secluded private open space to residentially zoned properties or adjacent parkland or reserves, beyond that which would be generated by a proposal that complies with the preferred building height.

- **Street wall height:**

Development should not exceed the preferred maximum street wall heights as shown on Maps 1, 2, 3A and 3B unless all the following requirements are met, to the satisfaction of the Responsible Authority:

- the proposed street wall height provides an appropriate transition, scaling down to the interface with a heritage building;
- the proposed street wall height does not visually overwhelm the adjoining heritage building; and
- the proposed street wall height provides an appropriate transition, scaling down to the interface with low rise residential areas.

Precincts 2, 3A and 3B include properties with a range of lot sizes and shapes. Similarly, residential development to the south of these areas consist of a variety of lot sizes, shapes and dwelling locations. The impact of development will be different depending upon the circumstances. In this context, it is inappropriate to require all development respond to a mandatory set of provisions. There may be many instances where this level of restriction is not necessary.

The Committee makes this assessment based on both the exhibited and Council modified versions of the mandatory rear interface provisions.

Interface with public open space

The public open space south of Precinct 1 includes a range of conditions, including substantial areas of paved car parking, high boundary walls and tall trees. The Committee considers the context and characteristics of the 'open space' is a highly relevant factor in assessing whether mandatory provisions are required to manage this interface. That is not to say that issues of building bulk, massing, height and setbacks are not relevant considerations along the southern boundary of Precinct 1. Rather, it is appropriate that these provisions are discretionary. The Committee is satisfied that the design objectives, requirements and decision guidelines can

adequately guide decision makers when considering whether an application to vary a preferred metric is acceptable.

Approved development

The Committee notes that the recent examples of approved planning permits provided by Council were for developments that include various design metrics that do not comply with the proposed mandatory provisions but still result in acceptable built form outcomes.⁸ These examples demonstrate that mandatory provisions are not necessary to achieve the DDO18 objectives.

Street setbacks

The Committee considers mandatory street setbacks along Heidelberg Road are not appropriate. While the Committee supports the objective to improve pedestrian amenity along Heidelberg Road it is not necessary to require a mandatory 3 metre setback to achieve this. Additional landscaping and other improvements along Heidelberg Road will enhance pedestrian amenity and improve walkability and safety, however this does not necessitate a mandatory 3 metre wide ground floor street setback. A more nuanced design approach will produce acceptable outcomes. The Committee's reasons are explained further below.

The existing footpath width along Heidelberg Road varies considerably and the Committee observed there are many places where the existing public realm could be improved through landscaping and other works to improve the appearance and amenity for pedestrians without the need for additional land.

The Committee shares Mr Glossop's concern about the disconnect between the desired landscaping outcomes and the Built Form Framework guidelines, and the practicality and utility of extensive landscaping in front of commercial premises, particularly in Precinct 2. The Built Form Framework included examples of cafes and restaurants with outdoor tables located within the ground floor street setback as precedents for "*front landscaped setback for street activation*". While outdoor dining can help to activate the street, it is unrealistic to expect extensive outdoor dining along all the precincts in Heidelberg Road. Alternative design and use of the land in the ground floor street setback do not seem to have been comprehensively explored in the Built Form Framework.

In the context that the proposed precincts are dispersed and separated by large distances, with varying land uses and building typologies, and the centrally located APM site with no 3 metre wide landscaped street setback, the mandatory requirement is unlikely to provide a cohesive and unifying urban structure to the area. Precinct 3B proposed to include a significant section with no street setback for heritage reasons. As discussed in Chapter 5.4, while the Committee does not support the proposed Heritage Overlay (see Chapter 3.4) it does support applying no setback. This results in two different street setback requirements in Precinct 3B and further adds to the Committee's rationale for not supporting the mandatory street setback provision.

Further, Council advised it has committed to establishing permanent bicycle lanes along Heidelberg Road. This will assist with separating pedestrian and vehicle traffic, improving amenity of the footpath and providing a safer environment for cyclists (consistent with recommendations

⁸ Precinct 1 (262 Heidelberg Road), Precinct 3B (700 Heidelberg Road and 802 Heidelberg Road) and for land within the Alphington Paper Mill Development Plan (outside the draft Amendment area but adjoining Precinct 3A)

in the Built Form Framework), and may provide opportunities for landscaping along and in between the precincts that are subject of this draft Amendment.

Heritage considerations

The Committee considers the heritage character of Heidelberg Road is overstated and is not a suitable justification for mandatory provisions. There are only two properties where the Heritage Overlay currently applies within the 2.3 kilometres extent of the draft Amendment streetscape. These are the Porta factory in Precinct 1 at 224 Heidelberg Road in the south (HO421) and a shop in Precinct 3B at 756-758 Heidelberg Road in the north (HO71). The Australian Paper Mills Boiler House at 626 Heidelberg Road (HO70) and Fairfield Park (HO147) sit outside the draft Amendment area. The draft Amendment proposes to apply the Heritage Overlay to a further two heritage places in Precinct 3B, which the Committee does not support (see Chapter 3.4). Heidelberg Road is not an intact heritage streetscape.

The proposed objectives, discretionary design requirements and decision guidelines in DDO18 provide adequate direction regarding the protection of heritage places (in addition to the respective Statements of Significance and the requirements in the Heritage Overlay). The Committee is satisfied that discretionary provisions will be able to appropriately manage development of heritage properties and the adjoining properties.

(vi) Conclusion and recommendation

The Committee concludes that DDO18 should not include mandatory built form provisions.

The Committee recommends:

Amend the Design and Development Overlay Schedule 18, as shown in Appendix D, to convert all mandatory requirements to discretionary requirements.

3.2 Integration with the north side of Heidelberg Road

(i) The issue

The Minister asked the Committee to advise on the impact of the draft Amendment on the area and growth and function of the centre across municipal boundaries.

The issue is whether the draft Amendment is consistent with the future planning on the north side of Heidelberg Road.

(ii) Evidence and submissions

No submitters raised concerns regarding the impact of the draft Amendment on the north side of Heidelberg Road. The City of Darebin made a very brief submission stating:

Officers have reviewed the Amendment documentation and understand that the proposed policy is generally consistent with the draft Heidelberg Road [Corridor] Local Area Plan [HRCLAP].

Council submitted the draft Amendment was consistent with the HRCLAP and represented implementation of those parts of the plan where a planning scheme amendment is necessary (built form and heritage provisions) in the City of Yarra.

The 'Framework Directions' plan in the HRCLAP identifies land within the City of Darebin as 'under investigation'.

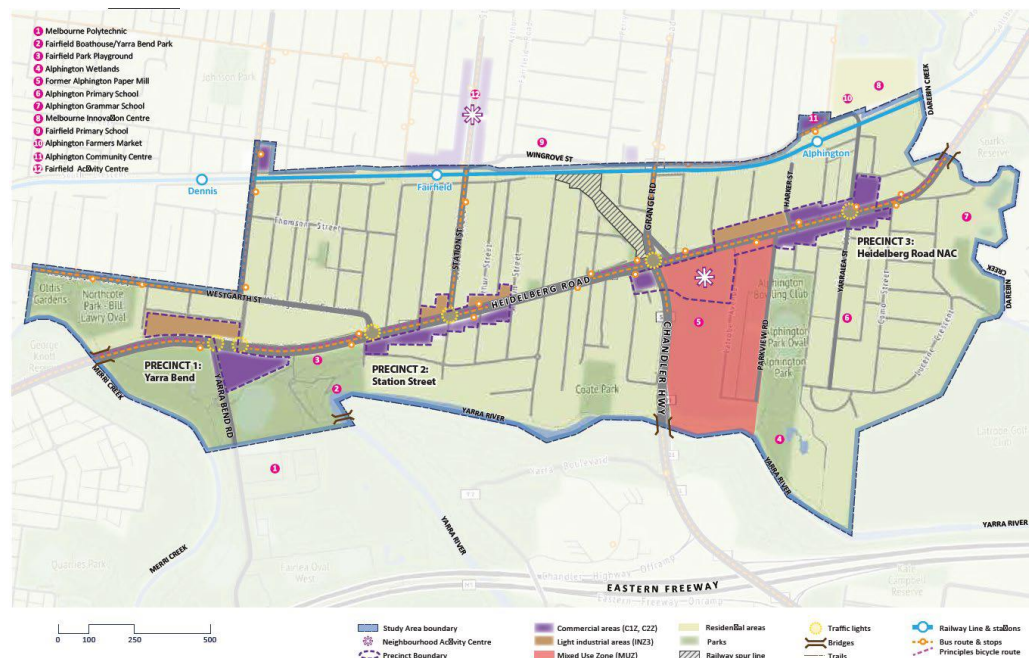
Council submitted that the HRCLAP will be finalised upon completion of detailed background work by the Darebin City Council. No further information was provided to the Committee regarding the timing or status of work on the north side of Heidelberg Road by the City of Darebin.

(iii) Discussion

Heidelberg Road forms the municipal boundary between the City of Yarra (south side) and the City of Darebin (north side).

On the south side of Heidelberg Road, the HRCLAP precincts broadly align⁹ with the precincts in the draft Amendment. Land in the HRCLAP precincts on the north side of Heidelberg Road is generally opposite the land in the draft Amendment (see Figure 6).

Figure 6 Heidelberg Road Corridor Context Plan



Source: HRCLAP, page 17

The HRCLAP is a strategic plan for the area that outlines the role, function, opportunities and future growth of the Heidelberg Road corridor in broad terms. Several of the key background reports that informed the HRCLAP also informed the draft Amendment. The Committee is satisfied the draft Amendment is generally consistent with the HRCLAP, and that the draft Amendment will assist in guiding the growth and function of the area.

Council is commended for working collaboratively with the City of Darebin to ensure the planning for this corridor is comprehensive and co-ordinated between the two municipalities. This should result in mutually beneficial outcomes for the Councils and community.

The Committee notes the 'Implementation' chapter of the HRCLAP states:

⁹ HRCLAP Precinct 3: Heidelberg Road Neighbourhood Activity Centre includes Precinct 3A and 3B in the draft Amendment and part of the Alphington Paper Mill site which is not in the draft Amendment

Some of the objectives and strategic actions can be pursued jointly between Yarra and Darebin City Councils, whereas others are likely to be independent projects involving a consultative approach with the other Council. Advocacy work is more likely to be successful when undertaken collaboratively. Whereas built form work and heritage investigations can be undertaken independently, in consultation with the other Council, and in alignment with the key outcomes and objectives of this Plan.

The vision of this Local Area Plan will be achieved by ensuring that future private and public projects are guided by the Plan's actions and outcomes.

The draft Amendment is first stage of the implementation of the HRCLAP in the Planning Scheme. City of Darebin may ultimately implement built form provisions for the land on the north side of Heidelberg Road, however this is not absolutely clear. The progress of the draft Amendment may help inform the City of Darebin in the finalisation of its work.

(iv) Conclusion

The Committee concludes the draft Amendment is consistent with the draft HRCLAP and will assist in guiding the growth and function of the area across municipal boundaries.

3.3 DDO18 Design objectives

(i) What does the draft Amendment propose?

The proposed DDO18 includes Clause 1.0 'Design objectives':

To ensure development supports the character, built form and design outcomes, and precinct design requirements.

To ensure development delivers a high quality landscaped interface that incorporates canopy trees (where appropriate), openness and a significantly improved pedestrian amenity along Heidelberg Road providing passive surveillance and activated, pedestrian-oriented façades.

To ensure development responds to heritage fabric through recessive upper level development, a legible transition in scale from taller building forms towards the interface with heritage buildings, and retains the prominence of and key view lines to the former 'Porta' chimney and heritage factory at 224-256 Heidelberg Road, Fairfield.

To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a legible transition to low-rise residential areas and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing.

In addition, under the heading '2.3 Precinct Design Requirements', DDO18 includes a 'Precinct objective' for each precinct as follows:

- Precinct 1:
A new mid-rise contemporary character with buildings providing a street wall to frame Heidelberg Road and a transition in building scale down towards each of the adjacent parklands in Precinct 1.
- Precinct 2:
An emerging low-rise commercial character which comprises development set behind a landscape strip, with a consistent street wall, and recessive upper levels along Heidelberg Road in Precinct 2.
- Precinct 3A:
A new contemporary mid-rise development in Precinct 3A that addresses the prominent corner location, without competing with the adjacent high-rise development on the east side of Chandler Highway, and which provides perimeter landscape setbacks as well as street wall and building heights that transition down in scale to the adjacent low rise forms in Coate Avenue.

- Precinct 3B:

A new low-rise character with a mix of retained heritage and complementary street wall heights along Heidelberg Road, and a landscape setback between Yarralea Street and Como Street in Precinct 3B.

(ii) The issue

The issue is whether the DDO18 Clause 1.0 'Design objectives' are appropriate.

(iii) Evidence and submissions

Porta submitted the first design objective inappropriately references the design requirements. It said design requirements exist to give effect to objectives and they cannot form objectives to a provision.

In response, Council proposed to modify the first design objective as follows:

~~To ensure development supports the character, built form and design outcomes, and precinct design requirements.~~ To ensure development contributes to the creation of identified preferred built form character, while responds to the existing surrounding low-scale residential and parkland character.

Ms Hodyl considered the first design objective should state:

To ensure that development contributes to the creation of the preferred built form character in each precinct, while responding to the existing low-scale residential and parkland context.

Mr Glossop stated that although the design objectives could be *"tightened and improved"*, changes were not necessary to achieve his support.

The Committee asked Mr Glossop whether the number of objectives in DDO18 was consistent with the maximum number of objectives (five) permitted in the Schedule in accordance with the Ministerial Direction on the Form and Content of Planning Schemes.

Mr Glossop said there were only four design objectives in DDO18 and the precinct objectives should be considered as 'requirements' rather than objectives as they are located under the heading 'Precinct Design Requirements'.

Porta questioned the reference to 'identified preferred built form character' in Council's amended first design objective, stating:

- there is no expression of identified built form character anywhere in DDO18
- it is unclear how this objective might be used when it comes to exercising discretion and assessing compliance
- this design objective could be improved by referring to the preferred built form character similar to the existing interim control first dot point
- a purpose of the design objectives should be to identify the preferred built form character
- the latter part of the objective is repetitive and unnecessary as it is encompassed by the fourth design objective.¹⁰

It suggested the following wording for the first design objective:

To ensure development supports a new contemporary low-rise character in Precincts 2 and 3B and mid-rise character in Precincts 1 and 3A.

¹⁰ Document 59

Council did not support this change in its Final Day DDO18 (Document 62).

Council proposed to modify the precinct objective for Precinct 1 to provide more clarity around development outcomes as follows:

A new mid-rise contemporary character with buildings providing a street wall to frame Heidelberg Road, retaining the prominence of the former Porta chimney and factory and creating a transition in building scale down towards each of the adjacent parklands in Precinct 1.

No party commented in this proposed change.

(iv) Discussion

The Committee agrees with Porta that the exhibited and Council-amended versions of the first design objective are inappropriate. The design objective should describe the preferred built form character and neither of these versions do. As drafted, the design objective relies on the work of the precinct objectives in Clause 2.3 of DDO18. The Committee considers this is problematic for several reasons as discussed below.

If the precinct objectives are considered in the same context as the design objectives in DDO18 Clause 1.0, then there are eight objectives and this is inconsistent with the Ministerial Direction on the Form and Content of Planning Schemes, which mandates a maximum of five objectives.

Further, the Committee does not agree with Mr Glossop that the precinct objectives should be treated as 'requirements'. Although they are listed under the heading 'Precinct Design Requirements', they are clearly expressed as objectives rather than as a requirement. A requirement should be expressed with either a 'should' (discretionary) or 'must' (mandatory). The precinct objectives do not include either of these expressions. The parent DDO clause only provides the power to include requirements under the heading 'Buildings and works'.

The Committee prefers the content of the precinct objectives to be treated as objectives rather than requirements. This will ensure appropriate guidance when assessing a planning permit application. This necessitates relocation of the precinct objectives to sit in Clause 1.0 'Design objectives', and the first design objective should read:

To ensure development supports:

- A new mid-rise contemporary character with buildings providing a street wall to frame Heidelberg Road retaining the prominence of the former Porta chimney and factory and creating a transition in building scale down towards each of the adjacent parklands in Precinct 1.
- An emerging low-rise commercial character which comprises development set behind a landscape strip, with a consistent street wall, and recessive upper levels along Heidelberg Road in Precinct 2.
- A new contemporary mid-rise development in Precinct 3A that addresses the prominent corner location, without competing with the adjacent high-rise development on the east side of Chandler Highway, and which provides perimeter landscape setbacks as well as street wall and building heights that transition down in scale to the adjacent low rise forms in Coate Avenue.
- A new low-rise character with a mix of retained heritage and complementary street wall heights along Heidelberg Road, and a landscape setback between Yarralea Street and Como Street in Precinct 3B.

This is consistent with the format in interim DDO18, with a single design objective with four parts, and complies with the Ministerial Direction on Form and Content.

The Committee accepts the minor modification proposed by Council to the precinct objective for Precinct 1.

While not the subject of submissions, the Committee notes:

- The last design objective only relates to development providing a legible transition to low-rise residential areas. This means that this objective does not relate to managing the sensitive public open space interface in Precinct 1. The Committee considers the last design objective should be amended to read:
 - To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a legible transition to low-rise residential areas and public open space and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing.
- The design objectives refer to 'landscape strip' and 'landscape setback/s'. For consistency these should be amended to landscape setback (noting the Built Form Framework includes design guidelines for landscape setbacks and the Committee supports this as a discretionary control).
- The 'Design strategy' for each precinct in the Built Form Framework refers to creating a mid-rise precinct or character. The Committee has concluded that building heights in each precinct should conform with the Built Form Framework, and predominantly these reflect mid-rise development. Given this, it is more accurate and appropriate for the design objectives for all precincts to refer to mid-rise rather than low-rise development.

(v) Conclusions and recommendation

The Committee concludes:

- The first design objective should be amended to better reflect the intended preferred built form character by relocating the precinct objectives to Clause 1.0 and formatting in similar way to the first design objective in interim DDO18.
- The (relocated) precinct objective for Precinct 1 should be amended to include reference to retaining the prominence of the former Porta chimney and factory.
- The last design objective should be amended to include reference to development providing legible transition to low rise residential areas and public open space.
- Design objectives should refer to all precincts as mid-rise.

The Committee recommends:

Amend Design and Development Overlay Schedule 18, as shown in Appendix D, to:

- a) amend first and last design objectives
- b) delete the precinct objectives.

3.4 Heritage

(i) What does the draft Amendment propose?

The draft Amendment proposes to apply the Heritage Overlay to the:

- Post Office and the group of shops on Heidelberg Road at 730-734 (including 730A) Heidelberg Road, Alphington (HO451)
- Cooper Knitting Factory (former) at 760-764 Heidelberg Road, Alphington (HO455).

The exhibited Statement of Significance for each place is reproduced below.

The draft Amendment also proposes:

- to delete HO362 (Alphington East Precinct) from land at 2 Killop Street, Alphington
- include a range of heritage related objectives, built form requirements and decision guidelines in DDO18.

Table 5 Exhibited Statement of Significance HO451

Post Office and the group of shops on Heidelberg Road Statement of Significance	
Heritage Place: 730-734 (including 730A) Heidelberg Road, Alphington	PS ref no: HO451
	
Figure 1: The Post Office, 730 Heidelberg Road, Alphington	



Figure 2: 730A (right), 732 (Centre) and 734 (left) Heidelberg Road, Alphington

What is significant?

The group of three Interwar period shops at 730-734 Heidelberg Road, Alphington, constructed circa 1922.

Significant aspects of the shops include the brick walls and parapets (now painted), hipped roof forms (largely concealed), street canopies including original soffit linings, the configuration of the shopfronts, shopfront joinery and finishes, tiled mouldings to the west end of no. 732, the recessed entrance of no. 730 including floor tiles, mouldings, pressed metal ceiling and toplights with textured glass. In addition, the original side access to no. 730 (now 730A) as it extends to the depth of the front hipped roof of no.732, where the intact (unpainted) return walls remain visible.

How is it significant?

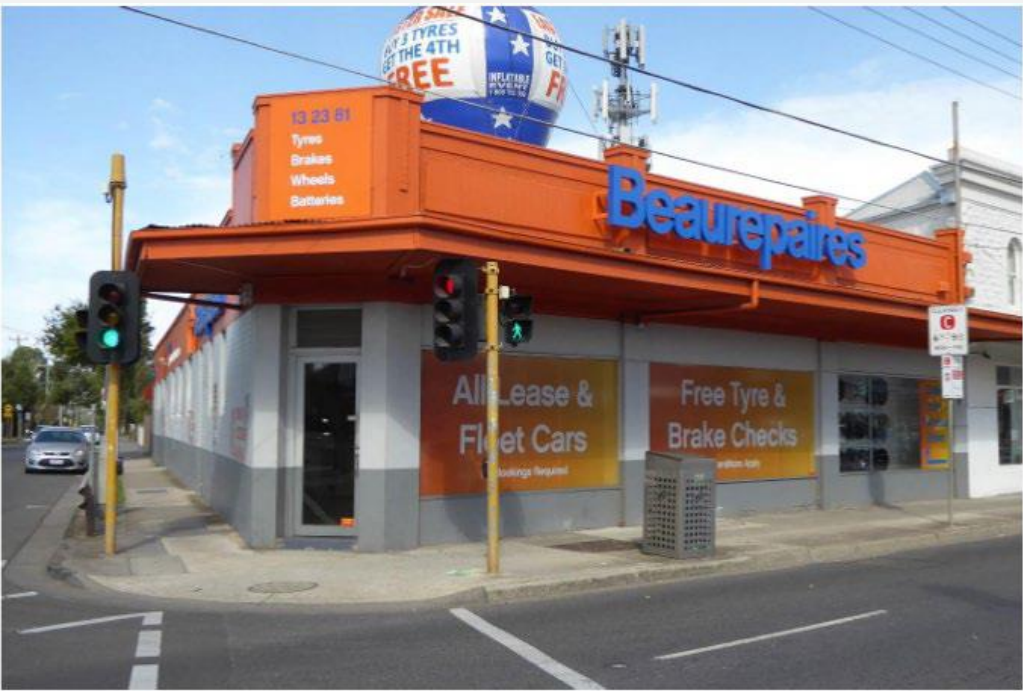
The group of three shops at 730-734 Heidelberg Road, Alphington are of local historical and aesthetic significance to the City of Yarra.

Why is it significant?

The group of three shops at 730-734 Heidelberg Road, Alphington are of historical significance to the City of Yarra as one of the few remnant intact buildings that denote the Interwar period phase of development in this part of Heidelberg Road area (Alphington Village) during the early 1920s, when building activity increased, including much redevelopment, and the area's commercial function was consolidated. Whilst no. 734 was not purpose built as a post office, it has functioned as such for about half a century. **(Criterion A)**

The group of three shops are aesthetically significant as an intact group of single-storey, brick Interwar period commercial buildings. Whilst modest in scale, they retain their original parapets and unusually their original shopfronts, two of which were manufactured by Duff (nos 732-734), with the other (no. 730) being notable for intact canopy, the copper finish to its framing and green tiles to the stallboard. **(Criterion E)**

Table 6 Exhibited Statement of Significance HO455

Cooper Knitting Factory (former) Statement of Significance	
Heritage Place: 760-764 Heidelberg Road, Alphington	PS ref no: HO455
	
What is significant?	
<p>The single storey brick building at 760-764 Heidelberg Road, Alphington, constructed 1922, with additions made during the late 1930s and early 1940s.</p> <p>Significant aspects include the Heidelberg Road and Yarralea Street facades including brick parapet, visible gable roof sections (primarily to the east side), chamfered corner entrance, concrete lintels, pattern of openings and shopfronts, canopy, and remnant wall moulding (west end of north elevation).</p>	
How is it significant?	
<p>The single storey building at 760-764 Heidelberg Road, Alphington – the former A. Cooper Knitting factory - is of local historical and aesthetic significance to the City of Yarra.</p>	
Why is it significant?	
<p>Initially constructed as three premises in 1922, the single storey building at 760-764 Heidelberg Road, Alphington was expanded and later consolidated by A. Cooper Knitting Manufacturer. It is representative of the commercial and industrial development that occurred during the Interwar period along Heidelberg Road, and in particular was one of a few knitting enterprises that were established along Heidelberg Road at this time. The rapid expansion of the building during the late 1930s and early 1940s is indicative of the important role of the local knitting industry during WWII. (Criterion A)</p> <p>The single storey building is aesthetically significant as an intact example of an Interwar period building constructed on a prominent corner site. The brick building is distinguished by its parapet and projecting piers</p>	

articulated with a combination of smooth and roughcast render contrasting with variations in the brickwork. The original pattern of openings, shopfront division, and canopy remains mostly intact. **(Criterion E)**

(ii) The issues

The Minister asked the Committee to advise on strategic justification for applying the Heritage Overlay (HO451 and HO455).

The issues are whether:

- it is appropriate to apply the Heritage Overlay to 730-734 Heidelberg Road, Alphington (HO451) and 760-764 Heidelberg Road, Alphington (HO455)
- the heritage related built form requirements in DDO18 are appropriate and justified.

(iii) Evidence and submissions

Several submitters supported the proposal to apply the Heritage Overlay to 730-734 Heidelberg Road, Alphington (HO451) and 760-764 Heidelberg Road, Alphington (HO455). No submissions were received from the owners of these properties and no submissions objected to applying the Heritage Overlay to these properties.

No submissions objected to removing the Heritage Overlay from 2 Killop Street, Alphington.

Ms Stewart objected to the general street wall height requirement that states:

Infill development adjoining a heritage building should match the parapet height of the adjoining building for a minimum of 6 metres in length.

Ms Stewart explained that 750-754 Heidelberg Road (Precinct 3B) is south of a shop in the existing Heritage Overlay at 756-758 Heidelberg Road (HO71). A narrow laneway separates the two properties. Ms Stewart submitted:

The idea of discrete heritage buildings dictating the height of adjoining development is not supported. This is a prescriptive requirement without a clear heritage basis. In our submission, the preferred outcome is to allow flexibility of design in relation to the height of a building adjacent to a heritage building which, given the varied nature of the heritage buildings in Heidelberg Road, is appropriate in the circumstances.

It is requested that this general requirement be deleted.

Porta made detailed submissions regarding the heritage requirements in DDO18 relating to Precinct 1. These matters are discussed in Chapter 5.4.

Council submitted the strategic justification for the various heritage related matters in the draft Amendment is a two-stage heritage assessment. It explained the combination of the Heritage Overlay and DDO18 will ensure that important heritage characteristics of the area are protected whilst allowing new development to occur in an activity centre location, consistent with State and local policy.

Council relied on the evidence of Mr Hemmingway.

Mr Hemmingway recommended the Heritage Overlay be applied to both heritage places (HO451 and HO455).

Regarding the Post Office and group of shops at 730-734 Heidelberg Road, Alphington (HO451), Mr Hemmingway stated:

- the place consists of three buildings constructed circa 1922 and is of local historical and aesthetic significance
- a range of business have occupied the various premises:

- bootmaker, E J March was listed at 730 from 1924-31 and at 734 from 1933 until at least 1960
- ironmongers and estate agents occupied 732 in 1924 and 1925
- newsagency G E A Richardson occupied 734 in 1926-27
- small commercial businesses continued to operate from the subject sites subsequently
- around 1968 the Alphington Post Office was relocated to 730 Heidelberg Road and this building continues to function as a Post Office
- the Post Office and the group of shops are an intact group of single-storey, brick Interwar period commercial buildings and feature original parapets and shopfronts
- the brick building at 730 Heidelberg Road has a symmetrical façade and is the most elaborate of the three shops, with a stepped brick parapet (overpainted) that conceals a metal clad hipped roof and features a square pediment and capped brick piers at either end
- the Post Office is highly intact and retains the original configuration with recessed entry and finishes (green tiling, copper finish framing) which are indicative of the Interwar period
- 732-734 Heidelberg Road is a pair of brick shops with a plain brick parapet (overpainted) that conceals two hipped roofs clad with corrugated sheeting and for the most part retain original shopfronts including the badge of the manufacturer, Duff.

Regarding the former Cooper Knitting Factory (HO455), Mr Hemmingway explained:

- the place is of local historical and aesthetic significance
- the front part of the building was constructed in 1922 and initially comprised three premises, which were consolidated and redeveloped by A Cooper Knitting Manufacturer who occupied the site from 1938
- in April 1939, the A T Cooper and Co Pty Ltd – ‘knitting mill proprietor and manufacturers of woollen goods and warehouseman’ was established
- by 1940 Cooper had expanded their knitting manufacturing business and a narrow building was constructed on the south half of the site
- by 1945 Cooper had further expanded and the rear building had been extended north to form the extant gable roof on the east side of the site and a smaller building had been constructed in the south-west corner of the site
- in 1952 ownership of the site was transferred to A T Cooper & Company Pty Ltd, who retained it until 1969
- the Cooper Knitting Factory (Former) building is an intact example from the Interwar period on a prominent corner site and:
 - the brick parapet extends the length of the Heidelberg Road frontage with partial return to the Yarralea Street
 - the Heidelberg Road façade is divided into three sections (relating to the original three premises) defined by capped brick piers
 - the original form of contrasting materials and textures – red brick against grey smooth and roughcast render, remains evident.

In response to Ms Stewart’s submission, he stated it is good and typical heritage practice that the parapet of adjoining buildings is matched and the metric of 6 metres has been adopted because it

corresponds to the typical width of an historic shopfront as evidenced at 730-734 (proposed HO451), though he acknowledged that the width of existing HO71 and proposed HO455 is wider.

In response to questions from the Committee, Mr Hemmingway was not able to identify any documentation relating to the significance of the Interwar period in the City of Yarra.

While not the subject of submissions, Mr Hemmingway advised the property at 2 Killop Street, Alphington should be deleted from the existing Heritage Overlay (Alphington East Precinct HO362) because:

- the Statement of Significance refers to the heritage precinct consisting of late Victorian-era and early 20th century consistent and well preserved house groups in the Italianate, Federation and Californian Bungalow suburban styles
- the heritage precinct generally includes pitched gabled and hipped roof forms
- 2 Killop Street is a single storey house constructed during the late 20th century and is not related to the significance of the heritage precinct.

Mr Hemmingway supported the various built form provisions relating to heritage matters in DDO18, including minor changes in Council's Day 1 version.

(iv) Discussion

The Committee is not satisfied the threshold of local significance is adequately justified to warrant applying the Heritage Overlay (HO451 and HO455). The Committee's reasons are detailed below.

HO451 and HO455 relate to Interwar shops and an Interwar factory respectively. The citations do not identify whether the Interwar period has been identified in any thematic environmental history for the City of Yarra, nor was Mr Hemmingway able to identify any such reference or documentation. Without this information, the Committee is unable to establish the importance of Interwar shops and factories to the City of Yarra, and specifically the properties relating to HO451 and HO455.

Mr Hemmingway said there were 'a lot' of Interwar shops in the City of Yarra but agreed these may have been generally included in precincts where the significance of the precinct was associated with Victorian and Federation era buildings.

The citation for HO451 includes comparative analysis with existing heritage places and states:

Interwar period shops have not been well assessed across the municipality as many such buildings are located within precincts whose significance primarily relates to the late 19th century (Victorian) and possibly early 20th century (Federation) phases of development and so have tended to be graded non-contributory.

The comparative analysis for HO451 includes two non-contributory comparators in the City of Yarra and one contributory comparator in the City of Darebin. No comparable individually significant places have been identified in the City of Yarra or elsewhere. This analysis fails to adequately demonstrate that the shops at 730-734 Heidelberg Road are individually significant.

The comparative analysis for HO455 includes two individually significant Interwar factories within the City of Yarra but these are of a type and scale that is completely different to the more modest example at 760-764 Heidelberg Road. The comparators of Interwar factories within existing heritage precincts include:

- two examples (MacRobertson and London Baby Carriage Manufacturers) of factories in the modern style, which is not comparable to HO455
- a factory in Clifton Hill which is identified as not significant to its precinct

- the Pelaco Factory and Sign which is a very large industrial complex that is of a different scale and type to HO455.

Planning Practice Note 1 (Applying the Heritage Overlay) states:

The thresholds to be applied in the assessment of significance will be State significance and Local significance. Local significance includes those places that are important to a particular community or locality.

...

To apply a threshold, some comparative analysis will be required to substantiate the significance of each place. The comparative analysis should draw on other similar places within the study area, including those previously included in a heritage register or overlay.

Places identified to be of potential State significance should undergo analysis on a broader statewide comparative basis.

With this in mind, the comparative analysis for both HO451 and HO455 is inappropriate and insufficient to justify the categorisation of the places as individually significant.

The threshold for an individually significant place in the City of Yarra is high because there are many individually significant heritage places within the municipality. Both HO451 and HO455 do not reach the required threshold to satisfy the application of Criterion A (historical significance) or Criterion E (aesthetic significance) as individually significant heritage places. If the buildings formed part of a broader Interwar precinct then, at best, it may have been appropriate to categorise the buildings as contributory to that precinct. They are not, however, individually significant.

The Committee accepts it is appropriate to delete 2 Killop Street, Alphington from the Alphington East Precinct (HO362) as exhibited.

In considering the DDO18 requirement, the parapet of a new building to match the height of an adjoining heritage building for a minimum of 6 metres in length, this is good planning practice and typical of many other similar provisions in DDO schedules, including in the City of Yarra. The Committee considers this appropriate as a discretionary provision.

(v) Conclusions and recommendation

The Committee concludes:

- The Heritage Overlay should not be applied to 730-734 Heidelberg Road, Alphington (HO451) and 760-764 Heidelberg Road, Alphington (HO455) because they have been insufficiently justified as individually significant places.
- The discretionary requirement in DDO18 that infill development adjoining a heritage building should match the parapet height of the adjoining building for a minimum of 6 metres in length is appropriate and justified.

The Committee recommends:

Delete the Heritage Overlay from:

- a) **'Post Office and the group of shops on Heidelberg Road', 730-734 Heidelberg Road, Alphington (HO451).**
- b) **'Cooper Knitting Factory (former)', 760-764 Heidelberg Road, Alphington (HO455).**

4 Common issues across precincts

4.1 Residential interface requirements in Precincts 2 and 3B

(i) What does the draft Amendment propose?

Precincts 2 and 3B adjoin existing low scale residential development to the south with generally north facing rear yards. The draft Amendment includes a variety of requirements to help manage interface impacts.

Development in Precincts 2 and 3B must provide a minimum 3 metre ground floor rear setback if the dwelling on the adjacent residential property is located less than 15 metres from the property boundary. Other requirements include:

Interface and rear setback requirements

Development adjoining a residential property outside this overlay must not exceed a maximum boundary wall height of 8 metres.

Upper levels above a rear boundary wall must be set back from the rear boundary and be contained within a 45 degree setback envelope. The envelope's angle is to be measured perpendicular to the development site's boundary, taken from the centre of the boundary.

Upper level setbacks above the rear boundary wall should be contained within a maximum of two steps (including the setback above the boundary wall below as one step) or be contained within a sloped façade to avoid repetitive stepping of individual levels.

Development should respond to existing secluded private open spaces by setting back at upper levels to create a sense of separation, minimise overshadowing and reduce building bulk.

Development should not visually dominate adjoining residential sites outside this overlay.

Overshadowing and daylight access requirements

Development should meet the objective of Clause 55.04-5 Overshadowing for adjoining land within a residential zone, including where separated by a laneway.

Several of these requirements are proposed as mandatory. The Committee has already concluded that all requirements should be discretionary (see Chapter 3.1). This Chapter focusses on whether the proposed requirements are appropriate assuming they are discretionary requirements.

(ii) The issue

The issue is whether residential interface provisions in Precincts 2 and 3B are appropriate.

(iii) Evidence and submissions

Most submitters to the draft Amendment were residents south of Precinct 2. There were no submissions from those living south of Precinct 3B.

These submissions raised a variety of issues including:

- development would be visually prominent from backyards of residential areas
- overshadowing and reduced access to natural sunlight to indoor and outdoor spaces with concerns relating to:
 - operation of solar panels
 - wildlife and vegetation
 - vegetable gardens and pets
 - well-being and quality of life

- loss of privacy from overlooking of backyards and houses.

Submissions from landowners in Precincts 2 and 3B:

- did not support the 45 degree setback envelope applied to the rear of properties
- raised concerns about the clarity of the proposed wording regarding the 45-degree angle requirement, especially in determining the point from which the angle should be measured
- considered the requirements are unduly restrictive and should provide flexibility for alternate design solutions
- noted the varied size of properties in Precinct 3B and that prescriptive requirements will reduce opportunities for design solutions.

Council submitted the Built Form Framework provided the strategic basis for the exhibited requirements in DDO18. All of the exhibited requirements are based on recommendations in the Built Form Framework.

In response to submissions, Council's proposed Day 1 changes to some of the rear interface requirements, including:

- clarifying that the maximum height refers to the 'rear wall height' of a building and not the 'boundary wall height'
- changing the wording where the upper level setback is measured from
- clarifying that the minimum setback distance is a 'landscape' setback, not just a 'ground floor setback'
- changing the landscape (exhibited as ground floor) setback distance to:
 - 5 metres where a development site directly abuts a rear boundary of an adjacent residential lot
 - 3 metres where a development site directly abuts a side boundary of an adjacent residential lot
- changing the maximum rear wall height for a building in Precinct 2 from 8 metres to 5 metres.

Ms Hodyl generally supported most of Council's Day 1 changes, noting:

- a landscape setback of 5 metres provides sufficient space for significant canopy trees which would be difficult to achieve within a 3 metres buffer
- increasing the landscape setback from 3 metres to 5 metres will have a marginal impact on yield and all sites that could have reached the exhibited preferred maximum building heights could still do so with a 5 metres landscape setback when applying the 45 degree building envelope requirement (noting that there were four sites that could not reach the preferred maximum building heights when a 3 metres setback was applied)
- the original reference to 15 metres distance from adjacent houses creates an overcomplicated method of managing potential impacts on amenity.

Ms Hodyl explained the revised wording of where the upper level setback is measured from was confusing and suggested the following wording:

Upper levels along a rear boundary must be contained within a 45 degree setback envelope that is measured from the rear setback line and perpendicular to the applicable site boundary (as shown in Figure 1: Indicative Cross Section and Measurements).

Ms Hodyl did not support a maximum rear wall height of 5 metres for Precinct 2, stating:

- no design testing had been provided to illustrate the impacts of this change

- the reduction in rear wall height from 8 metres to 5 metres would result in the 45 degree setback envelope 'setting off' from a lower height which would impact the potential yield on the site
- a maximum wall height of 5 metres is not required to protect amenity of residential properties to the south
- the proposed 5 metre landscape setback will provide a sufficient transition between new development and the existing adjacent residential properties.

Ms Hodyl said the Built Form Framework carefully assessed overshadowing impacts assessed for every adjacent residential property. This demonstrated the overshadowing requirements of Clause 54 and 55 could be met on adjacent residential properties when an 8 metres high wall was built on the boundary. Upper level setbacks that align with a 45 degree envelope will largely retain this sunlight access. This means these properties will receive an amount of sunlight that is deemed acceptable in a suburban context.

Ms Hodyl stated the Built Form Framework demonstrated an 8 metres high wall on the rear boundary had unacceptable *visual impacts* on the adjoining residential properties. A landscape setback was assessed and demonstrated to be effective at reducing the impact of visual bulk on rear residential property boundaries. The Built Form Framework proposed a setback of 3 metres.

Upon further consideration, Ms Hodyl considered that 3 metres is insufficient space to plant a canopy tree that will grow to a scale that contributes to a 'leafy' neighbourhood character, and provide meaningful screening of the new development. She ultimately supported an increase to the rear setback from 3 metres to 5 metres where development sites interface with a rear boundary of a residential property.

Mr Glossop stated planning schemes offer little quantifiable assistance in considering an appropriate built form interface between commercial and residential land. The objectives and standards of Clause 55 are listed as decision guidelines for development in the C1Z, although they only capture development of up to 4 storeys. He said it was "*sensible and good practice*" for DDO18 to include provisions that protect the amenity of residential land.

Mr Glossop generally supported the proposed rear interface requirements in Precincts 2 and 3B but stated:

Requiring a 3 metres (or 5 metres) setback to only a single or double storey building, and a 45 degree setback after that is substantially more burdensome than required in a residential zone.

My reading of the Built Form Framework is that development that meets the exhibited setback requirements will ensure that overshadowing is managed in accordance with Standard B21 in Clause 55. It would be unusual for these residential properties to expect or be able to obtain a 'higher' standard of overshadowing protection.

The additional setback requirements made post-exhibition significantly exceed the requirement that would need to be met under Standard B17 (which are in the order of 3.09 metres for an 8 metre rear wall or 1.42 metres for a 5 metre wall).

Given that the land subject to the amendment is identified for moderate change and that the properties in the Neighbourhood Residential Zone already abut commercially zoned land, it is difficult to reconcile expectations for higher amenity standards.

I am not satisfied that the post-exhibition changes in relation to the increased setback and reduced rear wall heights strike the appropriate balance having regard to the strategic context for the land.

In my view, it would be strategically undesirable to require such significant setbacks to be achieved.¹¹

In response to evidence and submissions during the Hearing, Council proposed further minor modifications to the rear interface provisions as part of its Final Day DDO18. For example, where the words 'rear wall' or 'rear boundary' are used they have been replaced with 'rear interface', consistent with the exhibited definition (Clause 2.1) that states "*Rear interface is the rear wall of any proposed building or structure whether on the property boundary or set back from the property boundary*".

Council partly adopted the changes proposed by Ms Hodyl, but did not reconsider the suitability of requirements in response to Mr Glossop's evidence. Council's Final Day DDO18 converted some requirements to be presented in a table and refined Figure 1: Indicative Cross Section. Final Day requirements included:

Development must provide minimum landscape setbacks between the rear interface and the boundary as shown in Table 3.

Upper levels above a rear interface must be contained within a 45 degree setback envelope that is measured from the top of the rear interface taken from the centre of the boundary (as shown in Figure 1: Indicative Cross Section).

Upper level setbacks above the rear interface wall should be contained within a maximum of two steps (including the setback above the interface below as one step) or be contained within a sloped façade to avoid repetitive stepping of individual levels.

(iv) Discussion

It is appropriate for DDO18 to include requirements to address the impact of development on sensitive residential interfaces to the south of Precincts 2 and 3B. The proposed requirements have been based on generally sound strategic work in the Built Form Framework, including modelling and shadowing analysis.

The Built Form Framework recommended different requirements depending upon the conditions:

- Condition 1 (rear to rear boundary where the adjacent dwelling is sited more than 15 metres from the boundary):
 - maximum boundary wall height of 8 metres
 - above this, all upper levels to be setback at a 45 degree angle.
- Condition 2 (rear to rear or rear to side boundary where the adjacent dwelling is sited less than 15 metres from the boundary):
 - minimum 3 metre ground floor setback from the boundary
 - maximum building height of 8 metres located at the setback distance
 - above this, all upper levels to be setback at a 45 degree angle.

The Committee agrees with Ms Hodyl and Council that differentiating provisions on the basis of whether a dwelling on an adjoining lot is more or less than 15 metres from the rear boundary is overly complex, and conditions on the residential land may change in the future. It is preferable to apply a universal discretionary setback. Based on the analysis in the Built Form Framework this should be a rear to rear or rear to side minimum setback of 3 metres. This should help reduce the visual impact of larger buildings on the adjoining residential land, noting that this setback may not

¹¹ Document 15

be required in all circumstances. There may be instances where the height of a proposed building and/or the extent of development to the south could warrant a reduced setback.

In accordance with the Built Form Framework and Ms Hodyl's view, the primary purpose of the proposed landscape setback is to ensure visual impacts are acceptable. The Built Form Framework demonstrated that an 8 metres high wall on the boundary would satisfy reasonable shadowing requirements. A discretionary 3 metres landscape setback is sufficient to enable canopy trees that would help soften the appearance of taller buildings. A 5 metre wide landscape strip is not necessary to achieve this outcome.

It is not appropriate to reduce the maximum wall height from 8 metres to 5 metres at the rear interface for Precinct 2. There is no strategic justification for this requirement; it was not tested or recommended in the Built Form Framework and it does not strike the right balance when determining reasonable amenity protection and the growth expectations for the precincts. No analysis has been completed to understand the impact of a 5 metre maximum rear interface height in combination with the landscape setback (either at 3 metres or 5 metres) and the 45 degree upper level setback envelope. The Committee is concerned that a 5 metres maximum rear wall height will unreasonably impact the development potential of the land, noting that 8 metres represents the height of two commercial floors.

It is not clear why Council proposed to modify the maximum rear interface height for Precinct 2 but retained a maximum rear interface height of 8 metres for Precinct 3B.

The Committee accepts Council's Final Day version of the requirement regarding the rear interface 45 degree setback envelope. The application of the term 'rear interface' is supported as this helps clarify the intent of the exhibited requirement. This is more clear than the version suggested by Ms Hodyl.

The proposed shadowing requirements are appropriate.

In summary, the Committee considers the combination of discretionary minimum 3 metre wide rear interface landscape setback, maximum 8 metres high rear interface wall, upper levels above the rear interface contained within a 45 degree setback envelope and the proposed overshadowing requirements will adequately manage the impact of development on adjoining residential land.

DDO18 includes rear interface requirements that require a transition in scale to minimise amenity impacts on surrounding areas, including overshadowing and visual bulk. The proposed approach balances reasonable development outcomes while reducing amenity impacts to residential properties.

The Committee notes DDO18 includes a design objective:

To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a legible transition to low-residential areas and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing.

Further, DDO18 states that:

A permit should only be granted to construct a building or construct or carry out works which exceeds the preferred maximum building height ... where, in addition to other requirements of this DDO, all the following requirements are met to the satisfaction of the responsible authority:

- the built form outcome satisfies the Overshadowing Requirements in Clause 2.2.5

- the proposal will achieve each of the following:
 - ...
 - no additional overshadowing impacts on secluded private open space to residentially zoned properties or adjacent parkland or reserves, beyond that which would be generated by a proposal that complies with the preferred building height.¹²

Taken together, the objectives and requirements in DDO18 appropriately protect the amenity of the adjoining residential properties to the south, subject to the changes outlined above.

(v) Conclusion and recommendation

The Committee concludes the residential interface provisions in Precincts 2 and 3B in Council's Final Day DDO18 are appropriate, subject to the changes recommended by the Committee.

The Committee recommends:

Amend Design and Development Overlay Schedule 18, as shown in Appendix D, to require in Precincts 2 and 3B:

- a) three metre rear to rear or rear to side minimum landscape setback**
- b) maximum rear interface height of 8 metres.**

4.2 Building separation

(i) What does the draft Amendment propose?

The 'Building separation and amenity' requirements include:

Where development shares a common boundary within the overlay, upper level development should:

- for buildings up to 14.4 metres (or 16 metres in the Commercial 2 Zone), be setback 4.5m from the common boundary, where a habitable window or balcony facing the common boundary is proposed on the subject site and/or exists on the adjoining property; and
- for buildings up to 14.4 metres (or 16 metres in the Commercial 2 Zone), be setback 3.0m from the common side boundary where a commercial or non-habitable window facing the common boundary is proposed on the subject site and/or exists on the adjoining property.

Where the common boundary is a laneway, the setback is measured from the centre of the laneway.

Where development consists of multiple buildings and/or separate upper levels, upper level development should:

- be setback a minimum of 9m from each other, where a habitable window or balcony is proposed; and
- be setback a minimum of 6m from each other where a commercial or non-habitable window is proposed.

In addition, the 'Building heights requirement' states that a permit should only be granted to construct a building that exceeds the preferred maximum height where (in addition to other things) when greater building separation than the minimum requirement is provided.

(ii) The issue

The issue is whether the building separation requirements are satisfactory.

¹² Day 1 version, clause 2.2.3

(iii) Evidence and submissions

Ms Stewart submitted the proposed building separation provisions would limit development. She expressed concerns that without consolidating with neighbouring sites, many properties would not achieve the requirement. Ms Stewart said in order to assist retaining fine grain development in Heidelberg Road the provision should not apply to narrow properties.

Council submitted that discretionary building separation requirements were proposed to enhance privacy, break up building mass and allow daylight access to buildings. It noted that narrow sites could develop to 4 storeys (street wall height) or in some circumstances may be able to build to the boundary, depending on individual context and the design response.

Mr Glossop noted that the exhibited provisions regarding building separation appeared to be different to the recommendations in the Built Form Framework. Specifically, there are no required setbacks for buildings above 4 storeys. He recommended the provisions be reviewed.

In response to Mr Glossop's evidence, Council's Day 1 DDO18 proposed:

Where development shares a common boundary within the overlay, upper level development should:

- ~~for buildings up to 14.4 metres (or 16 metres in the commercial 2 Zone),~~ be setback 4.5m from the common boundary, where a habitable window or balcony facing the common boundary is proposed on the subject site and/or exists on the adjoining property; and
- ~~for buildings up to 14.4 metres (or 16 metres in the commercial 2 Zone),~~ be setback 3.0m from the common side boundary where a commercial or non-habitable window facing the common boundary is proposed on the subject site and/or exists on the adjoining property.

...

Mr Glossop was satisfied with these changes and noted that the revised provisions were generally in accordance with the approach applied in DDO15 (Johnston Street Activity Centre).

Ms Hodyl did not object to the building separation requirements presented in the Day 1 version.

(iv) Discussion

The Committee considers the revised building separation requirements proposed by Council in its Day 1 DDO18 are satisfactory and are generally consistent with other similar provisions applied in activity centres, including in the City of Yarra.

The provisions are discretionary and the Committee accepts Council's advice that depending on the circumstances narrow sites could be developed to 4 storeys or potentially to the boundary.

(v) Conclusion

The Committee concludes that Council's Day 1 DDO18 building separation requirements are generally acceptable. This is captured in the Committee's preferred version of the DDO18 at Appendix D.

4.3 Balconies

(i) What does the draft Amendment propose?

The 'Other design requirements' include:

Development should achieve good urban design outcomes and architectural excellence by including, but not being limited to:

- ...
- ensuring projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback and do not visually dominate the façade.

...

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies and balustrades should not protrude into a street wall and an upper level setback, except for terraces directly above a podium, as applicable.

(ii) The issue

The issue is whether balconies should be permitted to protrude beyond the street wall and upper level setbacks.

(iii) Evidence and submissions

Council's Day 1 DDO18 included a change to 'Other design requirements' as follows:

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies and balustrades should not protrude into a street ~~setback wall~~ and an upper level setback, except for terraces directly above a podium, as applicable.

Council explained this change was an "*officer clarification*".

Ms Hodyl found that balconies are acceptable protrusions into the setbacks along Heidelberg Road. She stated this was the intent of the Built Form Framework when it recommended a 3 metre street setback along Heidelberg Road.

Ms Hodyl considered that lightweight balconies could project into the 3 metre setback without undermining the objectives of the setback provision.

It is not, however, intended that the inclusion of balconies within this setback results in a default acceptable outcome of a continuous zero upper level setback. These balconies should also only be allowed for the second floor and above to support the inclusion of canopy trees within the 3m setback zone.¹³

Mr Glossop noted there was an inconsistency between the Built Form Framework, which "*implies that upper levels may overhang the setback areas*", and DDO18 which "*does not appear to allow balcony overhangs*". He suggested the DDO18 should be modified to clarify the intent.

In response to this issue, Council submitted as part of its closing submission:

Whilst it remains Council's primary position and strong preference that balconies should not protrude into the setbacks identified at 2.3, it also recognises that there may be certain circumstances where on balance, such an intrusion into discretionary setbacks can still achieve an acceptable planning outcome. Importantly, Council does not support balcony intrusions for inclusion in mandatory setbacks.¹⁴

Council said that if, contrary to Council's primary position, the Committee was inclined to allow balconies to intrude into setbacks, then DDO18 should specify the preferred form of balcony. Council's Final Day DDO18 included the following new 'Street wall height and street setback requirement':

Balconies at the street wall levels may protrude into a street wall front setback along the sections of Heidelberg Road ... if the following requirements are met, to the satisfaction of the Responsible Authority:

¹³ Document 16

¹⁴ Document 56

- The balconies do not restrict the ability to provide space for circulation, canopy trees and landscaping
- Balconies are not located at the ground level
- Balconies do not protrude greater than 2m into the setback
- Balconies do not present as a second street wall when viewed from the opposite side of the street and at oblique angles
- Balconies are not enclosed (excepting balustrades); and
- Balustrades are designed to be visually permeable.

It also proposed to modify the 'Other design requirements' to cross reference the new requirement as follows:

Development should achieve good urban design outcomes and architectural excellence by including, but not being limited to:

- ...
- ensuring projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback except those identified in Clause 2.3 [sic] and do not visually dominate the façade.

Council acknowledged that it is common in activity centres, or along high street environments such as Heidelberg Road for balconies to overhang or extend into setbacks. It said it was important that the circumstances around any projections should be clearly outlined in DDO18 to avoid unacceptable impacts of inappropriate building massing, stating:

... it would be counter productive to achieve the street wall setback along Heidelberg Road if it were also the case that relatively solid balcony projections then dominated the setback area. This would detract from the prominence of the street wall along Heidelberg Road which has been advocated for by Council. The inclusion of the specific balcony projections in the Final DDO18 recognises that sometimes it will be appropriate to allow projections to extend into the setback, provided the design is appropriate.¹⁵

In response to Council specifying its preferred form of balcony in 'Street wall height and street setback requirements', Porta said the control was "*an inappropriate micromanaging of design*".¹⁶

The revised provisions were not put to Mr Glossop or Ms Hodyl.

(iv) Discussion

The Committee agrees with Ms Hodyl that DDO18 should enable balconies to be constructed within the street setback on Heidelberg Road. This is consistent with recommendations in the Built Form Framework.

The Committee considers the proposed changes to Clause 2.3 'Street wall height and street setback requirements' in Council's Final Day DDO18 regarding balconies are generally appropriate. These provisions help to guide the expectation of the type of balcony that may encroach into the front setback. The Committee notes the Built Form Framework design guidelines refers to the inclusion of 'small canopy trees' within the space. The first dot point should be modified as follows:

- The balconies do not restrict the ability to provide space for circulation, small canopy trees and landscaping.

¹⁵ Document 56

¹⁶ Document 59

The Committee has also made suggested drafting changes in its preferred version of DDO18 at Appendix D.

The Committee supports the consequential change proposed by Council to the first provision in 'Other design requirements'. This eliminates any inconsistency between the provisions in DDO18 Clauses 2.3 and 2.14. It is appropriate to include an exemption for terraces directly above a podium. The following further change is recommended:

Development should achieve good urban design outcomes and architectural excellence by including, but not being limited to:

- ...
- ensuring projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback except those identified in Clause 2.3 and do not visually dominate the façade and terraces directly above a podium.

The following requirement in 'Other design requirements' duplicates the similar provision in the same Clause and should be deleted.

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies and balustrades should not protrude into a street setback and an upper level setback, except for terraces directly above a podium, as applicable.¹⁷

(v) Conclusions and recommendation

The Committee concludes:

- Balconies should be able to encroach into the street wall front setback along Heidelberg Road.
- It is appropriate to include additional requirements regarding the circumstances where balconies may encroach into the street wall front setback along Heidelberg Road.

The Committee recommends:

Amend the Design and Development Overlay Schedule 18, as shown in Appendix D, to add a new requirement under 'Street wall height and street setback requirements' and amend the 'Other design requirements'.

4.4 Traffic

(i) What does the draft Amendment propose?

The exhibited draft Amendment includes a range of 'Access, parking and loading requirements'.

(ii) The issues

The issues are whether:

- traffic, parking and other transport related matters have been adequately considered
- the 'Access, parking and loading requirements' in DDO18 are appropriate.

¹⁷ Day 1 version

(iii) Evidence and submissions

Many submitters raised concerns regarding the impact of development on the road network, car parking and public transport. Issues included:

- existing congestion on arterial roads such as Heidelberg Road and Chandler Highway, and local streets such as Park Crescent
- a lack of on-street car parking for residents and visitors
- new bicycle lanes on Heidelberg Road have further increased congestion and reduced the availability of on-street parking
- the impact of construction vehicles associated with the development of the area on traffic and parking
- the need to improve existing traffic and parking infrastructure before any further commercial or residential development of the area
- the area has poor public transport and further development will place additional strain on the network
- there are conflicting vehicle access requirements regarding the co-location of vehicle access points on Heidelberg Road (Clause 2.2.10).

Council submitted that the recommended guidelines in the Traffic Assessment are reflected in proposed DDO18.

In response to submissions, Council explained:

- the draft Amendment directs housing growth to an area that is well serviced by public transport, cycle routes, services and jobs
- all land affected by the proposed amendment is on the Principal Public Transport Network (PPTN) and included in the PPTN area, noting the PPTN reflects the routes where high-quality public transport services are or will be provided
- the provision of public transport services is the responsibility of the state government and relevant state-level agencies
- Council continually advocates for improved public transport services and pursues improvements to bicycle infrastructure
- the management of on-street parking is a matter for Council and is outside the planning process
- all new developments since 2003 are not entitled to on-street car parking permits
- the draft HRCLAP includes actions to improve transport and accessibility such as advocating to DTP to extend the hours of bus route 546, provide a new bus service to Kew and Burnley, provide additional crossings and investigating options to limit overflow of car parking from new development into existing residential areas.

Council called Leigh Furness as an expert on traffic. He considered the traffic impacts of the development can be accommodated by the surrounding transport network through a combination of mode shift and selected transport improvements. This was consistent with the recommendations in the Traffic Assessment which addressed:

- pedestrian improvements
- access management policies
- laneway management
- improved cycling connections
- car parking management, including reduced car parking provisions

- various policy support and advocacy actions.

Mr Furness reviewed the Traffic Assessment and was satisfied the recommendations were still current and support Council's sustainable transport objectives, mode shift and the growth of the Activity Centre. He said each development application will have its car parking assessed at the time of planning permit application under Clause 52.06.

Mr Furness reviewed each of the 'Access, parking and loading requirements' in DDO18. He recommended a few minor changes to improve the clarity and intent of several specific requirements, including merging some requirements as shown in Table 7.

Table 7 Modifications to 'Access, parking and loading requirements' recommended by Mr Furness

Proposed requirement	Mr Furness proposed wording
Bicycle ingress/egress should be provided directly from adjacent bicycle lanes and paths.	Bicycle ingress/egress <u>points</u> should be <u>provided directly clearly identifiable from adjacent bicycle lanes and paths the street frontage.</u>
Vehicle ingress/egress points should be spaced apart from other existing and/or proposed ingress/egress points to avoid wide crossover points.	Development should not provide new vehicular access from Heidelberg Road and avoid disruptions to bicycle lanes. Where crossovers currently exist or new crossovers are unavoidable along Heidelberg Road, development should <u>consolidate multiple vehicle access points along Heidelberg Road, where applicable provide only one vehicle access point to Heidelberg Road to retain active frontages and minimise disruption to cycling and pedestrian activity.</u>
Development should not provide new vehicular access from Heidelberg Road and avoid disruptions to bicycle lanes.	Vehicle <u>ingress/egress access</u> points should be spaced apart from <u>other existing and/or proposed ingress/egress neighbouring access</u> points to avoid wide <u>expanses of crossover points.</u>
Where crossovers currently exist or new crossovers are unavoidable along Heidelberg Road, development should consolidate multiple vehicle access points along Heidelberg Road, where applicable.	Properties on the inside corner of bends in laneways <u>or at the intersections between two laneways</u> should provide a minimum 3m x 3m splay to facilitate vehicle access <u>at the intersection of the two abutting laneways or otherwise demonstrate suitable vehicle access around the corner.</u>
Properties on the inside corner of bends in laneways or at intersections between two laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.	

Source: Document 17

Regarding the proposed changes Mr Furness stated:

- The requirement regarding bicycle access should be modified because the word 'directly' could imply crossovers or more sophisticated access points from Heidelberg Road when an easy to find entrance is all that is required. Council agreed.
- Three requirements regarding vehicle access to Heidelberg Road should be consolidated and re-ordered to provide a clearer intent. The requirement regarding the spacing of access points should relate to the crossovers at neighbouring properties rather than on a development site. Council generally agreed but recommended amended wording as follows:

Development should not provide new vehicular access from Heidelberg Road and avoid disruptions to bicycle lanes.

Where crossovers currently exist or new crossovers are unavoidable along Heidelberg Road, development should consolidate multiple vehicle access points along Heidelberg Road, where applicable.

Vehicle access ingress/egress points should be spaced apart from neighbouring ~~other existing and/or proposed ingress/egress points~~ to avoid wide crossover points.¹⁸

- The requirement regarding splays in laneways only applies to one laneway that abuts properties at 416 to 432 Heidelberg Road. The only property on the inside corner of the bend where a splay would apply is at 420 Heidelberg Road. He noted the Traffic Assessment suggested this laneway (in the north/south direction) could be widened to provide two-way movements in which case the corner splay would not be needed. Council did not support this change.

(iv) Discussion

The draft Amendment adequately considers traffic, parking and other transport related matters. The Traffic Assessment is a thorough and comprehensive report that identifies a range of transport matters to be addressed when managing the future growth and development of the area. Some of these matters are addressed in the draft DDO18 requirements while others are beyond the scope of the draft Amendment. Council is advocating for improvement to transport infrastructure and services provided by the State government and the Traffic Assessment provides a sound strategic basis for this advocacy.

The Committee acknowledges the concerns of residents regarding car parking in the area. Appropriate amounts of off-street car parking will be assessed for each development at the planning permit stage. This will include assessment against the provisions in Clause 52.06 (Car parking). Council manages on-street car parking through separate parking policies including time restrictions and resident permits outside of the planning process.

The Committee is generally satisfied the range of the 'Access, parking and loading requirements' in the proposed DDO18 are appropriate. These are consistent with the recommendations in the Traffic Assessment and they are all discretionary. This will provide appropriate flexibility to apply the requirements as necessary.

The minor modifications to several of the requirements as proposed in Council's Final Day DDO18 are supported. These changes will help to clarify the intent of the provisions.

The Committee agrees with Council that no change is necessary to the requirement regarding splays in laneways. Although Mr Furness suggested that there were no circumstances where two lane ways intersect, reference in the requirement to properties on the inside corner of bends in laneways or at intersections between two laneways covers all circumstances and is supported. It is possible that additional laneways may be proposed in the future. It is not necessary to state "*or otherwise demonstrate suitable vehicle access around the corner*" because the requirement is discretionary and if a splay is not provided then it will be on the basis that suitable alternative vehicle access is provided.

¹⁸ Document 57

(v) Conclusions and recommendation

The Committee concludes:

- Traffic, parking and other transport related matters have been adequately considered.
- The access, parking and loading requirements in DDO18 are appropriate subject to some minor modifications to improve the clarity and intent of the requirements, as proposed by Council.

The Committee recommends:

Amend the Design and Development Overlay, as shown in Appendix D, to amend 'Access, parking and loading requirements'.

5 Precinct specific issues

5.1 Precinct 1

(i) Background

Precinct 1 is a triangular site zoned C1Z with frontage to Heidelberg Road to the north and Yarra Bend Road to the west. The land directly interfaces with T.H. Westfield Reserve, Yarra Bend Park Oval and Yarra River to the south, and Yarra Bend Park is located to the west, both zoned Public Park and Recreation Zone.

Current land uses include large manufacturing, medical, four storey apartment block, offices, and some car parking. A crown land water mains reserve runs north west – south east across the land.

Porta has owned and operated a timber mill and timber components manufacturing business, including head office, on the site since the 1950s. Heritage Overlay (HO421) applies to the Porta factory building and Porta chimney.

The Built Form Framework for Precinct 1 includes (with reference to locations shown on Figure 7):

- a 'Design strategy':

Creation of a mid-rise precinct that frames Heidelberg Road and steps down towards the adjacent parks to maintain the prominence of the landscape setting. The Porta heritage building is retained, views to the brick chimney are enhanced through sensitive redevelopment and a new north-south pedestrian connection links Heidelberg Road to the park..
- 'Design objectives':

Respect and enhance the setting of the Porta heritage building and brick chimney by framing the building with mid-rise development (4-8 storeys) - Location 1.

Improve the pedestrian experience on Heidelberg Road and Yarra Bend Road through a 3 metre front setback - Location 2.

Provide a positive interface (visual interest and passive overlooking) to the park edges in a building scale that does not visually dominate or unreasonably overshadow TH Westfield Reserve and Yarra Bend Park Oval - Location 3.

Provide a diverse range of housing types on the strategic development site (Porta site) - Location 4.

Improve the character of Heidelberg Road by creating a comfortable sense of enclosure and definition to the street - Location 5.

Minimise the impact of vehicular crossovers to Heidelberg Road and Yarra Bend Road - Location 6.

Further design requirements specific to Precinct 2 include:

Development along Heidelberg Road should:

- achieve an active commercial façade
- create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Development with dual frontages to Heidelberg Road and Park Crescent should create a street wall behind a front setback towards Park Crescent to not dominate the low, residential character of Park Crescent.

Figure 7 Precinct 1 Design Strategy



Source: Built Form Framework, page 23

(ii) What does the draft Amendment propose?

Table 8 compares the built form recommendations for Precinct 2 in the Built Form Framework and the DDO18, and Figure 8 shows the mapped building and street wall heights for Precinct 1.

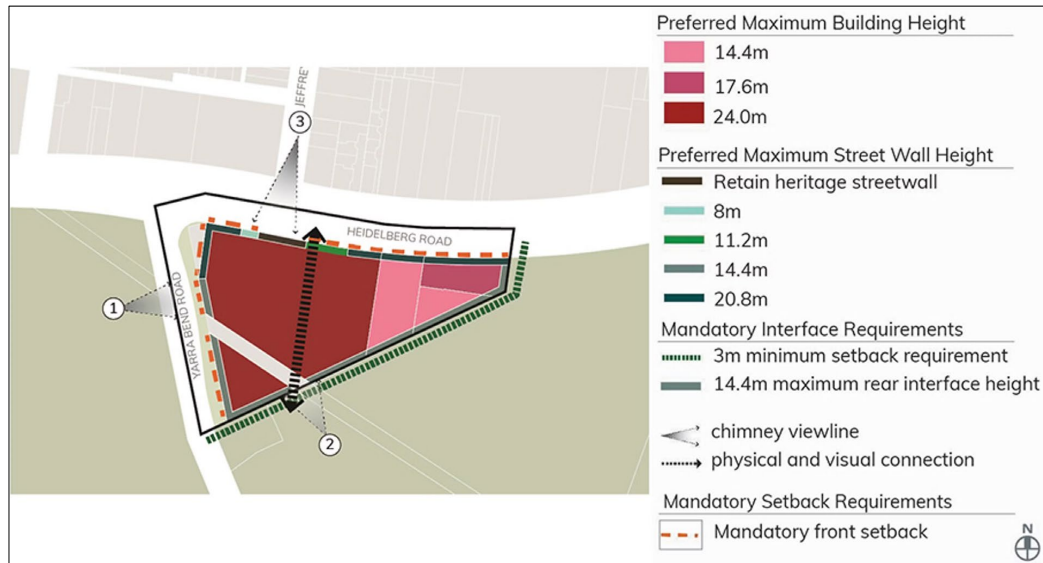
Table 8 Precinct 1: Comparison of Built Form Framework and exhibited draft DDO18

Issue	Built Form Framework	DDO18
Maximum building height		
Porta site	8 storeys (27 metres)	24 metres
North east corner	-	17.6 metres
Balance of the precinct	6 storeys (20 metres)	14.4 metres
Maximum street wall/ rear interface height		
Heidelberg Road	2, 3 and 4 – 6 storeys (8 - 24 metres)	8, 11.2, 20.8 metres and heritage wall
Yarra Bend Road	4 – 6 storeys (16 - 24 metres)	14.4 and 20.8 metres
Yarra Bend Park	4 storeys (16 metres)	14.4 metres
Minimum ground floor front/ rear setback		
Heidelberg Road	3 metres or 0 metres (heritage)	3 metres
Yarra Bend Road	3 metres or 0 metres (north western corner)	3 metres
Yarra Bend Park	3 metres	3 metres

Issue	Built Form Framework	DDO18
Minimum upper level front setback		
Heidelberg Road	6 metres	6 metres
Yarra Bend Road	6 metres	6 metres

Source: Built Form Framework and exhibited draft DDO18

Figure 8 Precinct 1: building and street wall requirements (Map 1 in exhibited DDO18)



(iii) The issues

The issues are whether the following built form provisions for Precinct 1 are appropriate:

- building height provisions and 45 degree setback envelope
- Porta chimney view lines.

(iv) Evidence and submissions

Submitter

Porta submitted it objected to the discretionary maximum building height of 24 metres, rather than 27.2 metres, stating that nothing in Council's submissions or expert evidence supported departure from the discretionary heights recommended in the Built Form Framework.

It also raised issues with:

- the static view lines to the Porta chimney, marked on Map 1 (views 1 and 2)
- the apparent intention of the Built Form Framework to require an unobstructed view of the base of the chimney from the south (view 2).

Porta submitted that its site was an important strategic development site in the City of Yarra, and its land was the largest site affected by the proposed DDO18. The site presents an excellent opportunity to achieve policy objectives, including those relating to housing and urban consolidation to *"deliver a significant increase in new and diverse housing for a growing population"*.

Porta described the distinguishing attributes of the site including its inner urban location, significant size, double street frontage, close proximity to public open space and it does not have an interface with adjoining low scale residential. Moderating factors include the bisecting crown reserve, visibility from public open space, heritage values, amenity expectations of residents on adjoining four storey apartment and environmental factors relating to industrial land use.

Porta did not accept Council's proposition that reducing the maximum height limit was justified to guard against maximising provisions, stating that *"is simply not the case here as the history of the application demonstrates"*. Porta detailed the history of a permit application for the site since 2019, noting its original proposal preceded the interim DDO18 and had to retrofit around a new interim provisions after commencement of the VCAT application which had been under design and development for years. It submitted:

The case does not provide justification for Council's position that preferred maximum heights for Precinct 1 should be reduced compared to the heights recommended in the Built Form Framework.

Porta submitted that in the context of planning policy currently focused on supply (including Victoria's Housing Statement and draft Housing targets), it was not appropriate for built form provisions on the site to depart from the Built Form Framework. In relation to the Porta site it said:

As a relatively large site which was previously designated as an [Strategic Redevelopment Site] SRS and is one of a few of that status which remains undeveloped in the Municipality, the Porta site presents an opportunity which ought not be curtailed without strong strategic justification.

In response to Council's submissions, Porta considered the interim DDO18 preferred maximum height does not provide adequate justification to depart from the Built Form Framework. The exhibited preferred maximum building heights mirror the interim DDO18.

Porta objected to the 45 degree setback envelope (see Figure 1 in DDO18, Appendix D), stating this will be difficult to manage in terms of floorplate design, and was a particular concern for the south-west triangular portion of the site. It said the *"45 degree angle of repose"* is not strategically justified in this context, and the Built Form Framework focused *"on the interface with other precincts with fine-grained residential land to propose this provision"*. Porta was of the view a more flexible approach was needed for Precinct 1, stating:

A significant portion of the interface is to a Council car park, the remainder of the interface is to a pathway between two car parks. Unlike the TH Westfield Reserve to the west, these areas are more utilitarian in nature. They serve a different function and are used in a different way than the park proper.

The extent to which the interface with parkland is a limiting factor is not equal across the Porta site – it is dependent upon the location of any building within the site relative to other buildings, and relative to different view points.

Porta suggested drafting changes to ensure the overshadowing requirements considered the less sensitive car park areas abutting the southern interface of the Porta site.

Regarding views to and from the heritage Porta chimney, Porta sought changes to DDO18 to:

- provide for views 1 and 2 to the *"indicative view lines"*
- indicate that the location of views may be moved to:
 - achieve a preferred design outcome, provided appropriate views to the chimney from the west and south are preserved, and heritage objectives continue to be achieved
- note it is not necessary to create a clear view to the base of the chimney for view 2 provided the view is appropriately framed.

Porta said these changes were justified in the context of heritage evidence, the static approach to view lines in the Built Form Framework, current lack of views to the chimney from view 2 and the need for flexibility to accommodate multiple design challenges.

Council

Council identified Precinct 1 as providing a *“real opportunity...to provide additional support for growth of the HNAC”* and *“an opportunity to enhance the retail and residential offering in the corridor”*.

Council did not agree with its experts Ms Hodyl and Mr Glossop that heights in the DDO18 should be *“precisely commensurate”* with the Built Form Framework. Council submitted the Built Form Framework provided a foundation the DDO18 provisions, and emphasised the lower height limits included in the DDO18 were to guard against maximisation of those provisions and to manage impact on the private and public realms while still achieving necessary growth. Council explained it had used the interim DDO18 heights as a guide. During the Hearing, it said there is some logic in adopting a lower limit as there is pressure for the discretionary height to be considered the ‘floor and not the ceiling’.

Council stated:

The approach to height in Precinct 1 is a response to the specific heritage character of the land and the influence of the Yarra River corridor and adjacent parklands to the immediate south. Whilst the Porta site is a large site which is capable of accommodating a greater built form than other examples in the HNAC and balance of the Heidelberg Road Commercial Land, the future built form outcome is also tempered by heritage and interface constraints.

It said that Precinct 1 is also covered by DDO1 - Yarra (Birrarung) River corridor, with design objectives including:

To ensure buildings are presented at a variety of heights, avoid visual bulk, are stepped back from the frontage of the Yarra River and adjacent public open space and use colours and finishes which do not contrast with the natural landscape setting.

To ensure sufficient space is provided between buildings to maintain views to the Yarra River and allow for the planting and growth of vegetation, including large canopy trees.

Council submitted the interface with the parklands to the south is important and requires a considered approach to visual bulk, mass and overshadowing. It referred to Clauses 12.03-1R (Yarra River protection) and 12.03-1L as relevant to guide protection and enhancement of the Yarra River Corridor.

Council explained the basis for proposing lower building height limits in Precinct 1, stating:

- it proposed discretionary height provisions on the site
- the previous development proposal proposed to exceed the interim DDO18 provisions
- the reduction of 3 metres compared to the Built Form Framework is not a significant reduction in overall height
- it has included requirements for height exceedances in the proposed DDO18, that were not included in the interim DDO18.

Council relied on the evidence of Mr Hemmingway that a 7 storey outcome would provide an improved outcome, stating:

The primacy of the heritage fabric on that site is an important feature of the heritage character on Heidelberg Road and within the HNAC. The protection of such fabric is strongly encouraged in State and local planning policy and as such, it is important that the built form controls which are applied are cognisant of this important interface .

Council said it did not agree with Porta that the 45 degree setback envelope was not appropriate. It relied on the observations of the VCAT, noting the site was a *“sensitive one in a built form sense”*.

The VCAT decision:

- referred to the adjacency of the Yarra River Corridor as a key influence and noted planning policy seeks to limit visible built form above the tree canopy from locations in the Yarra River corridor
- concluded *“the discretionary height limit of 24.0 metres, along with the Design objective that seeks a transition in building scale on the review site towards the adjacent parklands, encourages a more tempered built form interface to the Yarra River corridor”*, and the proposal comprises buildings of an inappropriate height.

Council submitted it did not support altering the viewpoints to the chimney in Precinct 1, noting they are intended to be discretionary. It explained the viewpoints:

...already have an inherent degree of flexibility that may allow lower portions of the chimney to be obscured in circumstances where on balance, a decision maker considered a proposal to achieve an acceptable planning outcome. This has been clarified in the key to the Precinct 1 map in the Final DDO18 document.¹⁹

Council referred to the precinct objective which includes *“retaining the prominence of the former Porta chimney and factory”* and amended wording of the ‘Other design requirement’ to:

...achieve open view lines to the chimney from the Fairfield Park to the south, opposite footpath on Yarra Bend Road and the corner of Jeffrey Street and Heidelberg Road, as shown on Map 1.

Experts

For Precinct 1, Mr Hemmingway explained:

- the exhibited DDO18 was appropriate as it maintained primacy of the Porta chimney and factory, and the key design requirements were appropriate
- in response to the Porta submission:

As previously discussed, the modelling in the BFF depicts the impact of maximum building height of 10 and 12 storeys across the Porta site as compared to 8 storeys. With the former options, the significant fabric of the chimney and factory would be overwhelmed whereas with the latter, it would generally retain its primacy.

DDO18 would allow for a preferred maximum building height at the Porta site of 24m or 7 storeys, with varying street wall heights, which is one less than that recommended in the BFF and in the findings of a VCAT hearing relating to the site. This would ensure even greater primacy of the significant fabric at the Porta site.

...

I believe views to the chimney from multiple points is appropriate as currently the chimney, which is a local landmark, is visible to the north, west and south, though the extent of visibility varies depending on the amount of fabric in the foreground. Given Precinct 1 is surrounded on two sides by parkland – to the west and south – I recommend that there should be ongoing opportunities to interpret it from both these viewpoints.

In response to questions from Porta during the Hearing, Mr Hemmingway confirmed that not all view cones in Map 1 aligned with the actual views, and agreed that view lines to the chimney could be expressed as indicative. He also agreed the view to the chimney had been somewhat obscured since around 1951. He said the view from the north was the critical one, but was possible to be more flexible with the views from the south and the west.

¹⁹ Council response to further directions (Document 56)

Ms Hodyl considered the building heights for Precinct 1 should align with the Built Form Framework. She said the 45 degree setback envelope combined with the 4 storey wall height would manage potential overshadowing impacts and visual bulk. She explained:

It is unclear from DDO18 whether the mandatory 45 degree upper level setback angle is intended to apply along the park interface as it applies to a 'rear boundary'.

I consider that the broad urban design proposition for Precinct 1 is still valid.

...

This setback profile has been demonstrated to achieve the precinct objectives and should be retained, however, alternate massing strategies could be explored through further design resolution.

In response to questions from Porta during the Hearing, Ms Hodyl:

- did not agree that the 45 degree setback envelope would limit design solutions
- agreed it would not be unreasonable for development of the site to overshadow the existing car parks along the southern boundary
- agreed that only a small part of the chimney is visible from the south, and noted view cone 2 could be better calibrated from the south, including being located further south.

Mr Glossop stated that where building heights are proposed to be discretionary there "*is some logic*" in adopting a slightly lower figure than the Built Form Framework. In response to questions from the Committee, Mr Glossop said the lower figure represented a "*starting point*" in the negotiation of a development proposal but accepted that this approach was not without some challenges.

Regarding Precinct 1 Mr Glossop deferred to Ms Hodyl regarding the built form metrics. He did however advise that the interface of Precinct 1 with the adjoining parkland is sensitive and warrants protection from the excessive intrusion of new buildings. Further:

DDO18 identifies that development should not increase shadow across either Yarra Bend Park or TH Westfield Reserve above existing conditions between 10am and 2pm on 22 September. This appears to be at odds with the Framework, which appears to suggest that shadows associated with a four storey interface wall would be acceptable. Relevantly, there is no modelling of the shadow outcomes of what are discretionary 24m building heights within Precinct 1. I generally support the presence of overshadowing controls for public open space, but the apparent differences between the Framework and DDO18 require explanation.

In response to questions of cross examination from Porta:

- Mr Szafraniec said the residential capacity model may have overestimated the yield for Precinct 1 but the modelling is not a tool to predict yield for an individual site.
- Mr Glossop agreed that housing supply is a current policy focus in the context of the Housing Statement and the draft Housing Targets, and in this context the balance for the Porta site is shifted towards optimising opportunities for provision of housing and commercial space.

(v) Discussion

Building heights

The Committee discusses building heights on the basis it recommends they are discretionary.

The testing and analysis in the Built Form Framework provides a sound justification for building heights of 27 and 20 metres. There is no justification for lowering the height to 24, 17.6 or 14.4 metres as shown in the exhibited DDO18. The Committee does not consider this to be a minor

departure from the recommendations in the Built Form Framework which clearly prefers an 8 storey option with varied 4 – 6 storey street wall and 6 metre upper level setback. The reduced heights will unnecessarily constrain development in the precinct, in the context of an increased policy focus on housing supply.

While the VCAT decision stated, for the specific proposal before it, that the building heights were inappropriate, the Committee considers the discretionary heights combined with other DDO18 provisions, including those relating to building height exceedance, and planning policy considerations will provide adequate guidance for appropriate decision making.

Public open space interface

With regard to determining development scale to the park interface, the Built Form Framework says:

Overshadowing falls predominantly on the car park to the south and Yarra Bend Road reserve...

An appropriate balance between providing an urban edge and activation and overlooking of the car park area and ensuring that the buildings are set within the landscape and are not the dominant feature - this is demonstrated effectively by the existing four-storey apartment development which sits within the scale of the large canopy trees.

The preferred development scale that achieves this outcome is:

- A 4 storey building height along the park interface
- Above 4 storeys, upper level setbacks are determined by a 45 degree angle.²⁰

While the Built Form Framework provided details of the need for the 45 degree setback envelope predominantly in the context of the residential interface to the south of Precincts 2, 3A and 3B, it relied on the envelope to appropriately manage development scale in Precinct 1. DDO18 includes guidance on upper level setbacks for the two street frontages, but not for upper level setbacks for the rear of the site. In this context, the proposed 45 degree setback envelope requirement is important.

The 45 degree setback envelope is discretionary, and the Committee agrees with Ms Hodyl that a designer will be able to apply the provisions and still achieve a nuanced and flexible approach, as required.

The Committee accepts Council's amended wording to the overshadowing requirement to include reference to the four storey interface as provided in its Final Day DDO18, noting this responds to the concerns raised by Mr Glossop. Further, in light of with Ms Hodyl's evidence, it is reasonable for the DDO18 to explicitly state that overshadowing of the abutting car parks and associated access ways is acceptable. The Committee's preferred version of DDO18 includes this addition.

Combined, these and other requirements will:

- achieve a suitable transition in scale to the interface with public open space
- ensure development does not visually dominate public open space
- provide for passive surveillance from upper and lower levels of the building
- provide a positive interface (visual interest and passive overlooking) to surrounding open space that does not visually dominate the landscape setting
- not unreasonably increase the amount of overshadowing to surrounding public open space.

²⁰ Built Form Framework, page 27

Chimney view lines

It is clear through expert reports and response to questions that there can be some flexibility in how views to the Porta chimney are achieved and protected. The Committee accepts the advice of experts that exhibited Map 1 in the DDO18 does not accurately depict or explain how view lines should be addressed.

While discretionary, it is possible the view lines as shown on Map 1 may be interpreted as more fixed than intended. Council's Final Day changes to Map 1 go some way to improving guidance, such as renumbering the view lines and amending the legend to include the requirement under 'Precinct specific requirements'. To avoid any confusion, the legend should be revised to state "*indicative chimney view line*". The Committee suggests an additional requirement to clarify it is not to create a clear view to the base of the chimney as follows:

- Ensure views to the Porta chimney include sufficient built form to understand and appreciate the heritage significance and landmark qualities of the chimney.

These changes, combined with relevant design objectives and other written requirements, provide appropriate guidance for assessing the impact of a development proposal on views to the Porta chimney.

As the Committee has recommended relocating precinct objectives to Clause 1.0 'Design objectives' (see Chapter 3.3), this has resulted in some duplication of content relating to Precinct 1 and protection of view lines to the Porta chimney and factory. The Committee has amended the design objectives in its preferred version of DDO18 to remove this duplication.

(vi) Conclusions and recommendation

The Committee concludes:

- The building heights in Precinct 1 should have preferred maximum building heights consistent with the Built Form Framework.
- The overshadowing requirement should state:
Development should not increase the amount of overshadowing to Yarra Bend Park, TH Westfield Reserve and surrounding public open space, except the car parks and associated access ways abutting the southern boundary of Precinct 1, as beyond that caused by a 14.4m wall set back 3m from the property boundary, measured between 10am and 2pm on 22 September.
- The Porta chimney view line requirements are appropriate, subject to the Committee's recommendations.

The Committee recommends:

Amend the Design and Development Overlay 18, as shown in Appendix D, and:

a) on Map 1 for Precinct 1:

- show preferred maximum building height of 27 metres for the Porta site and 20 metres for the balance of the site
- amend the legend to state '*indicative chimney view line*'.

5.2 Precinct 2

(i) Background

The land in Precinct 2 is zoned C2Z and has an interface to Fairfield Park to the west. All properties in Precinct 2 have a frontage to Heidelberg Road and some at the western end have a dual frontage to Park Crescent.

Existing businesses include large format retail outlets, automotive businesses and warehouses. Some large format showrooms incorporate extensive glass shopfront areas and contemporary building design.

Most properties have an interface to either the side or rear of residential dwellings in the Neighbourhood Residential Zone. These dwellings are typically 1 to 2 storeys in height.

Residential side streets include large mature trees and setbacks.

The Built Form Framework for Precinct 2 includes:

- a 'Design strategy':
Creation of a mid-rise, commercial precinct that frames Heidelberg Road with active uses and additional greening opportunities
- 'Design objectives':
Improve the pedestrian experience on Heidelberg Road through a 3 metre front setback
Improve the character of Heidelberg Road by creating a comfortable sense of enclosure and definition to the street.
Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas.
Minimise the impact of vehicular crossovers to Heidelberg Road and Yarra Bend Road.

(ii) What does the draft Amendment propose?

Table 9 compares the built form recommendations for Precinct 2 in the Built Form Framework and the DDO18, and Figure 9 shows the mapped building and street wall heights for Precinct 2.

Table 9 Precinct 2: Comparison of Built Form Framework and exhibited draft DDO18

Issue	Built Form Framework	DDO18
Maximum building height		
Heidelberg Road:		
Panther Place to 422 Heidelberg Road	6 storeys (24 metres)	20 metres
432 Heidelberg Road to Station Street	6 storeys (24 metres)	16 metres
Station Street to Arthur Street	6 storeys (24 metres)	16 metres
Arthur Street to Austin Street	6 storeys (24 metres)	20 metres
Maximum street wall height		
Heidelberg Road	4 storeys (16 metres)	16 metres
Park Crescent	2 storeys (8 metres)	8 metres
Side streets	4 storeys (16 metres)	16 metres
Minimum ground floor front setback		
Heidelberg Road	3 metres	3 metres
Park Crescent	3 metres	3 metres

Issue	Built Form Framework	DDO18
Minimum upper level front setback		
Heidelberg Road	6 metres	6 metres
Park Crescent	6 metres	6 metres

Source: Built Form Framework and exhibited draft DDO18

Figure 9 Precinct 2: building and street wall requirements (Map 2 in exhibited DDO18)



Specific 'Design requirements' for Precinct 2 include:

Development along Heidelberg Road should:

- achieve an active commercial façade
- create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Development with dual frontages to Heidelberg Road and Park Crescent should create a street wall behind a front setback towards Park Crescent to not dominate the low, residential character of Park Crescent.

(iii) The issues

The Committee has discussed issues relevant to Precinct 2 in:

- Chapter 3.1 – mandatory or discretionary requirements
- Chapter 3.3 – precinct objectives
- Chapter 4.1 – rear interface requirements.

The issues are whether the exhibited maximum building heights in Precinct 2 are appropriate.

(iv) Evidence and submissions

Most submissions regarding Precinct 2 objected to the proposed maximum building heights for the precinct. There was no consensus of what the maximum height should be, however most sought heights no greater than 4 storeys or 16 metres. Some suggested maximum heights as low as 2 storey or 8 metres.

Other submitters considered the maximum heights were too low and should enable development of up to 27 metres.

Council submitted the Built Form Framework for Precinct 2:

- includes massing diagrams that demonstrate building heights of 6 storeys are acceptable in conjunction with other built form envelope requirements, and will result in buildings

that are appropriately setback so that access to daylight and a transition from the low rise residential area to the south can be achieved

- identifies a preferred development outcome of 6 storeys with a 4 storey street wall and an upper level setback of 6 metres
- assumes all storeys are 4 metres high, consistent with the commercial zoning of the land.

Council submitted the exhibited DDO18 includes a preferred maximum building height ranging from 16 metres to 20 metres (or between 4 and 5 storeys) which was *“a minor departure from the recommended heights in the Built Form Framework”*. It stated:

... the lots in Precinct 2 are characterised by a fine grain subdivision pattern, as is the residential area to the south of this precinct. It is also intersected by a number of side streets which are residential and low-scale in character. In this context Council considered it appropriate for the DDO18 to incorporate a lower, but still discretionary, height than that recommended in the Built Form Framework.

Council reiterates that the adoption of a discretionary height control, as opposed to a mandatory height control in this location ensures that flexibility in terms of height is retained for future built form outcomes. The heights which Council has incorporated into the proposed DDO18 are consistent with the design objective in the Built Form Framework to create a low to mid-rise commercial precinct that does not visually dominate or unreasonably overshadow the private open spaces in adjacent residential areas.²¹

Council did not support any changes to the maximum building heights suggested by Ms Hodyl.

Ms Hodyl did not support lowering the maximum building height and recommended modifying DDO18 to accord with the building heights specified in the Built Form Framework. She said although the Built Form Framework had recommended a mandatory maximum building height it was acceptable to apply a discretionary 24 metres maximum building height to the entire precinct. She considered this was sufficient to guide development towards acceptable outcomes.

Mr Glossop noted the inconsistency between the heights in the Built Form Framework and DDO18 and observed that the requirement had gone from mandatory to discretionary.

(v) Discussion

The Committee discusses heights on the basis it recommends they are discretionary.

The testing and analysis in the Built Form Framework provides a sound justification for a building height of 24 metres. There is no justification for lowering the height to 20 or 16 metres and the Committee does not consider this to be a minor departure from the recommendations in the Built Form Framework. The reduced heights will unnecessarily constrain development in the precinct.

The Committee does not agree with Mr Glossop that building heights in DDO18 should be lower than the Built Form Framework where they have been recategorised from mandatory to discretionary. This is inconsistent with evidence based strategic planning.

The modelling in the Built Form Framework was completed having regard to the subdivision patterns and the prevailing low-rise residential character to the south. It demonstrated that satisfactory outcomes could be achieved with buildings at a height of 24 metres. It is inconsistent for Council to argue that a lower height is needed because of the subdivision pattern and the sensitive residential area to the south. These are matters that were clearly assessed in the Built Form Framework.

²¹ Document 27

(vi) Conclusion and recommendation

The Committee concludes the building heights in Precinct 2 should have a preferred maximum building height consistent with the Built Form Framework.

The Committee recommends:

Amend the Design and Development Overlay 18, as shown in Appendix D, and:

- a) on Map 2 for Precinct 2, show preferred maximum building height of 24 metres.**

5.3 Precinct 3A

(i) Background

Precinct 3A comprises one large property (582 Heidelberg Road), which is bound by Coate Avenue, Heidelberg Road and Chandler Highway. The land is within the C1Z and is currently developed with an office building. Precinct 3A is within the HNAC (see Figure 1).

The land has a direct interface to a low-rise medium density residential development to the south. Coate Avenue to the west is a residential street that incorporates predominantly 1-2 storey buildings with front landscaped gardens. The surrounding residential land to the west and south is within the Neighbourhood Residential Zone Schedule 2.

The precinct is located on a major intersection and is opposite the APM site – which has a constructed apartment building that is 17 storeys high (58.6 metres).

In June 2019, VCAT refused the grant of a permit to redevelop the site with a 13 storey mixed use building, raising issues with inadequate transition in scale at the residential interface.

The Built Form Framework for Precinct 3A includes:

- a 'Design strategy' to:
 - Provide a well-designed mid-rise, mixed-use building that marks the prominent corner location and respects the character of the neighbourhoods to the south and west.
 - Incorporate a landscape setback to all boundaries to provide an attractive, garden setting to Coate Avenue and the southern boundary and to significantly improve the pedestrian experience to Heidelberg Road and Chandler Highway.
- 'Design objectives':
 - Improve the pedestrian experience on Heidelberg Road and Chandler Highway through a 3 metre front setback.
 - Ensure the development integrates with the existing character of Coate Avenue through inclusion of a 4.5 metre setback and 3 storey street wall height.
 - Respond to the prominent intersection with a taller form located at the corner that transitions in height down towards the west and south.
 - Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas.
 - Locate vehicular crossover from Coate Avenue.

(ii) What does the draft Amendment propose?

Table 10 compares the built form recommendations in the Built Form Framework and the DDO18 for Precinct 3A, and Figure 10 shows the mapped building and street wall heights for Precinct 3A.

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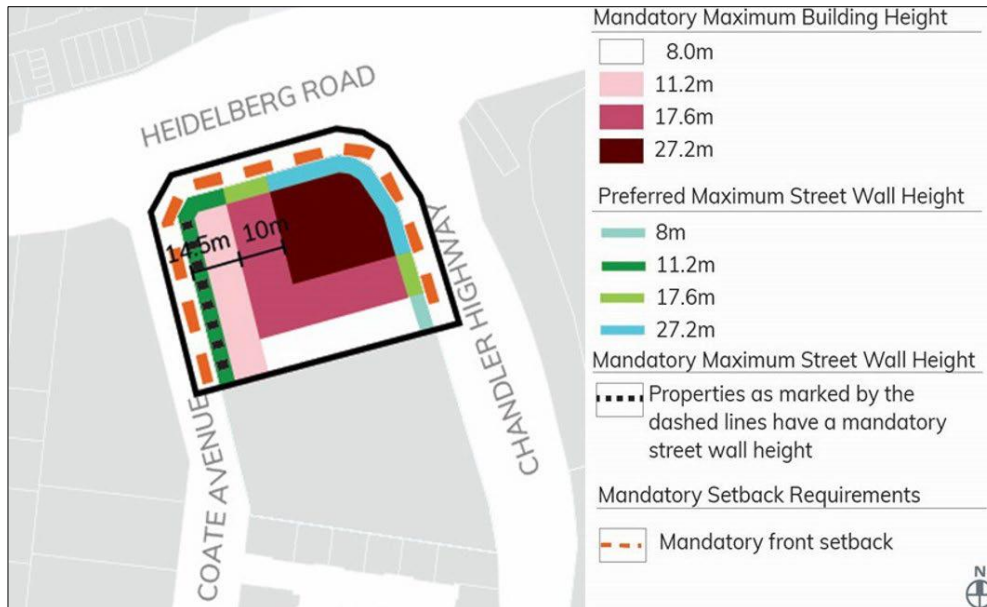
Draft Yarra Planning Scheme Amendment C273yara | Yarra Activity Centres Standing Advisory Committee Report 4 | 2 January 2025

Table 10 **Precinct 3A: Comparison of Built Form Framework and exhibited draft DDO18**

Issue	Built Form Framework	DDO18
Maximum building height		
Corner Heidelberg Road/Chandler Hwy	8 storeys (27.2 metres)	27.2 metres
Centre of site	5 storeys (17.6 metres)	17.6 metres
Coate Avenue	3 storeys (11.2 metres)	11.2 metres
Southern portion fronting Chandler Hwy	2 storeys (8 metres)	8 metres
Maximum street wall height		
Corner Heidelberg Road/Chandler Hwy	8 storeys (27.2 metres)	27.2 metres
Centre of site	5 storeys (17.6 metres)	17.6 metres
Coate Avenue	3 storeys (11.2 metres)	11.2 metres
Southern portion fronting Chandler Hwy	2 storeys (8 metres)	8 metres
Minimum ground floor street setback		
Heidelberg Road	3 metres	3 metres
Chandler Hwy	3 metres	3 metres
Coate Avenue	4.5 metres	4.5 metres
Minimum upper level setback		
Heidelberg Road	6 metres	6 metres
Chandler Hwy	6 metres	6 metres
Coate Avenue	10 metres above 3 storeys/additional 10 metres above 5 storeys	10 metres and additional 10 metres above second step
Maximum rear interface height		
	2 storeys (8 metres)	8 metres
Rear interface landscape setback		
	4.5 metres	4.5 metres

Source: Built Form Framework and exhibited draft DDO18

Figure 10 Precinct 3A: building and street wall requirements (Map 3A in exhibited DDO18)



Other than the minimum ground floor landscape setback at the rear interface, Precinct 3A has building envelope and overshadowing requirements that are generally the same as those applied to the residential interface in Precincts 2 and 3B (see Chapter 4.1)

Specific 'Design requirements' for Precinct 3A include:

Development along Heidelberg Road and Chandler Highway should:

- achieve a fine grain, activated commercial building façade at the street wall levels.
- create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Along Coate Avenue, development should achieve a fine-grain, lower residential character to blend in with the character of the street.

Development should achieve a sense of openness by providing strong separation of upper levels from Coate Avenue and residential properties to the rear.

Front setbacks should be designed and landscaped to include canopy trees and blend in with the residential character of the street.

(iii) The issues

The Committee has discussed issues relevant to Precinct 3A in:

- Chapter 3.1 – mandatory or discretionary requirements
- Chapter 3.3 – precinct objectives.

The issue is whether the built form requirements specific to Precinct 3A are appropriate.

(iv) Evidence and submissions

No submissions were made by the owner of 582 Heidelberg Road, residents in Coate Avenue or the residential development immediately to the south of the precinct.

Fourteen submissions were received from residents in the apartments on the south-west corner of Heidelberg Road and Chandler Highway (the APM development). These submissions were

concerned about the impact of the proposed Precinct 3A building heights on their amenity including reduced sunlight, increased traffic congestion and noise, impact on views, shadowing, loss of privacy and noise from construction. Submitters wanted maximum building heights in Precinct 3A to be between 3 and 5 storeys.

Council submitted the Built Form Framework:

- confirmed that an overall building height in the order of 8 storeys that steps down to 5, then 3 storeys at Coate Avenue provides a balance between supporting development intensification and managing the visual impact on local character
- recommended ground floor and upper level setbacks along Coate Avenue to protect the existing residential character on the west side of the road
- noted the special characteristics of the residential land to the south of the precinct:

The neighbouring residential properties all incorporate a single private open space that is located at either the front or rear of each building. The primary outlook and main light/sunlight source for the main living spaces front these outdoor areas.

While sunlight is only required to be provided at the equinox according to the current level of provision required in Clause 54 and 55 of the planning scheme, inclusion of a 4.5 metre landscape setback and 2 storey building height on this interface will ensure that some winter sunlight reaches the northern dwellings.²²

Council provided details of the findings of the Victorian Civil and Administrative Tribunal (VCAT) in *Churches of Christ Vic/Tas v Yarra CC* [2019] VCAT 842 (The Churches), where the VCAT refused an application for a 13 storey mixed use development on the site. The VCAT observed:

- although the Alphington Paper Mill Development Plan identifies a 'landmark' building to provide a more prominent visual form on the north-western corner of the former APM site to assist with wayfinding and orientation, this does not translate to the construction of another very tall building at 582 Heidelberg Road
- the former APM site is a very large site in a designated 'high change' area whereas the land at 582 Heidelberg Road is smaller and within a 'moderate change' area in the Strategic Housing Framework Plan
- 582 Heidelberg Road abuts land in the Neighbourhood Residential Zone and the overall scale and height of the development contributes to the visual bulk which will impact the adjacent residential character.

Ms Hodyl stated:

- Precinct 3A is a single large site that is relatively less constrained
- while the Built Form Framework metrics had been applied in the DDO18, the building heights should be discretionary because "*alternate height propositions may be acceptable*"

She made similar comments with respect to street wall heights and upper level setbacks to Coate Avenue.

Ms Hodyl noted the circumstances along the southern boundary of the precinct were different to residential interfaces in other precincts and warranted a different ground floor setback. She said the size and location of the private open space in the adjoining properties and the modelling in the Built Form Framework justified a 4.5 metre ground level setback to ensure reasonable amenity for these residents.

²² Built Form Framework, page 47

Mr Glossop agreed with Ms Hodyl's assessment. He recommended the dimensions on Map 3A (Precinct 3A) in DDO18 should be clarified.

Council agreed that the dimensions on Map 3A could be clarified and provided an updated version in its Final Day DDO18.

(v) Discussion

The Built Form Framework provides a sound basis for the proposed metrics in DDO18. The proposed requirements also address some of the key principles that emerged from the VCAT decision regarding The Churches case.

The proposed built form provisions for Precinct 3A will facilitate development of the site in accordance with moderate growth expectations while balancing the need to ensure residential character and amenity of adjoining properties is appropriately managed and protected. As explained in Chapter 3.1, the Committee supports the application of discretionary provisions.

The interface with land to the west side of Coate Avenue and south of Precinct 3A requires careful planning. The proposed building heights, setbacks and other requirements along these boundaries provide sound guidance for the sensitive development of these parts of the site. There may be circumstances where it could be appropriate to have modest additional building height or encroach into these setback areas depending upon the particular circumstances of a proposed design. The various design objectives and other guidelines in DDO18 will assist applicants and decision makers to understand and achieve the intent of the preferred outcome.

Maximum building heights of only 3 to 5 storeys for the precinct are not reasonable or realistic. The proposed preferred maximum building height for the precinct is less than half of the 17 storey apartment tower on the corner of Heidelberg Road and Chandler Highway.

Issues regarding traffic, noise, shadowing, privacy disruption caused during construction and other matters will be addressed at the planning permit application stage.

While Council's Final Day DDO18 improves the clarity of Map 3A, it could be further improved by adding metrics to the width sections fronting Chandler Highway that are subject to a building height of 17.6 metres and 8 metres. This would help to communicate the width of these 'steps' shown in the Built Form Framework, as Council has done for the steps fronting Heidelberg Road (see Figure 11).

Figure 11 Map 3A excerpt



(vi) **Conclusions and recommendation**

The Committee concludes:

- The built form metrics in Precinct 3A are consistent with the recommendations in the Built Form Framework and are appropriate.
- Map 3A (Precinct 3A) should be modified to clearly define the width of areas fronting Chandler Highway with preferred maximum building heights of 17.6 metres and 8 metres.

The Committee recommends:

Amend Design and Development Overlay Schedule 18, as shown in Appendix D, and:

- a) on Map 3A for Precinct 3A, show dimensions for the width of frontage to Chandler Highway for land that is subject to a maximum preferred building heights of 8 and 17.2 metres.

5.4 Precinct 3B

(i) **Background**

Precinct 3B is in the C2Z and includes a mix of lot sizes and configurations. Most lots face Heidelberg Road and back onto residential dwellings to the south. Precinct 3B is in the HNAC (see Figure 1).

There is a:

- large lot between Parkview Road and Park Avenue (700-718 Heidelberg Road) that has a permit to develop an 8 storey mixed use development
- relatively recently constructed 4 storey mixed use development at the eastern end (806 Heidelberg Road).

Existing development between Park Avenue and Yarralea Street includes a range of businesses, some on traditional fine grain lots. The Heritage Overlay (HO71) applies to 756-758 Heidelberg Road.

The PAO1 has been applied to a narrow strip of land between Como Street and 738 Heidelberg Road (approximately half way between Park Avenue and Yarralea Street) or future road widening of Heidelberg Road (see Figure 12).

The Built Form Framework for Precinct 3B includes:

- a 'Design strategy' to:
 - Develop a new mid-rise character for the existing neighbourhood centre which complements the scale and facilities in the former Alphington Paper Mills site. Enhance the setting of heritage buildings and the fine-grain development patterns through a low-street wall height.
- 'Design objectives':
 - Introduce a generous landscape setback in the block bounded by Como Street and Yarralea Street.
 - Respond to existing valued character, including heritage buildings and fine-grain shopfronts on the block bounded by Yarralea Street and Park Avenue.
 - Improve the quality of Heidelberg Road by creating a comfortable sense of enclosure and definition to the street.
 - Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas.
 - Minimise the impact of vehicular crossovers.

Figure 12 Precinct 3B, application of POA1



Source: Council's Part B submission, Document 27

(ii) What does the draft Amendment propose?

Table 11 compares the built form recommendations for Precinct 3B in the Built Form Framework and the DDO18, and Figure 13 shows the mapped building and street wall heights for Precinct 3B.

Table 11 Precinct 3B: Comparison of Built Form Framework and exhibited draft DDO18

Issue	Built Form Framework	DDO18
Maximum building height		
700-718 Heidelberg Road	7 storeys (24 metres)	17.6 metres
Park Avenue to Yarralea Street	6 storeys (20.8 metres)	17.6 metres
Park Avenue (rear of Heidelberg Road)	6 storeys (20.8 metres)	11.2 metres
Yarralea Street to Como Street	6 storeys (20.8 metres)	14.4. metres – 17.6 metres

Issue	Built Form Framework	DDO18
Maximum street wall height		
700-718 Heidelberg Road	4 storeys (14.4 metres)	14.4 metres
Park Avenue to Yarralea Street	2 storeys (8 metres)	8 metres
Yarralea Street to Como Street	4 storeys (14.4 metres)	14.4 metres
Minimum ground floor street setback		
700-718 Heidelberg Road	3 metres	3 metres
Park Avenue to Yarralea Street	0 metres	0 metres
Yarralea Street to Como Street	12 metres	3 metres
Minimum upper level setback		
Heidelberg Road	6 metres	6 metres

Source: Built Form Framework and exhibited draft DDO18

Figure 13 Precinct 3B: building and street wall requirements (Map 3B in exhibited DDO18)



Specific 'Design requirements' for Precinct 3B include:

Buildings should achieve a fine-grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy.

Development along Heidelberg Road should provide active frontages to improve pedestrian amenity, safety and the vibrancy of the area.

Front setbacks east of Yarralea Street should be designed to include canopy trees and soft landscaping to create a more pedestrian-friendly environment and avoid the dominance of car parking areas.

(iii) The issues

The Committee has discussed issues relevant to Precinct 3B in:

- Chapter 3.1 – mandatory or discretionary requirements
- Chapter 3.3 – precinct objectives
- Chapter 3.4 – heritage
- Chapter 4.1 – rear interface requirements.

The issues are whether:

- the built form requirements are appropriate
- it is appropriate to incorporate the PAO1 into the front street setback requirement
- a telecommunications tower should be exempt from the requirements of DDO18

- it should be mandated that the owners of the telecommunications tower are notified of a development in the surrounding area that may impact on the operations of the tower.

(iv) Evidence and submissions

Submitters

A submission on behalf of the owners of 700-718 Heidelberg Road considered:

- the proposed DDO18 provisions are inconsistent with approved development for the site²³
- the proposed preferred maximum building height of 17.6 metres is significantly less than the approved height of 8 storeys (26.97 metres)
- a recent VCAT decision regarding 8 storey development of the land expressed concerns that Council sought lower (and mandatory) height inconsistent with its own strategic work, and found the site could support taller building form on Heidelberg Road but needed to transition to smaller scale towards the east.

The owner of 750 Heidelberg Road (between Park Avenue and Yarralea Street), raised concerns about the:

- inconsistency between the preferred maximum building height for the site in the Built Form Framework and the DDO18 (6 storeys or 20.8 metres and 5 storeys or 17.6 metres respectively)
- application of a minimum 6 metres upper level setback, suggesting it should be a minimum of 3 metres
- impact of the PAO1 on the proposed provisions and future development of the area
- impact of DDO18 on the existing telecommunications tower on the site including:
 - limitations on future potential upgrades to the tower
 - future development having an adverse effect on operation of the tower.

The submitter sought an exemption for telecommunications towers from the height limits in DDO18 and greater assurance that Council it would provide direct notice to the owner of the telecommunications facility regarding any planning permit application that may impact the operation of the tower.

No submissions were received from any residents to the south of Precinct 3B.

Council

Council submitted it is appropriate to reduce some of the maximum building heights specified in the Built Form Framework because it *“is of the view that the sensitive interface to the rear necessitates a more considered approach in terms of building height”*.²⁴

Regarding 700-718 Heidelberg Road, Council said a discretionary maximum height of 5 storeys was appropriate and provided *“opportunity for flexibility”*. It noted the VCAT decision²⁵ that approved an 8 storey development on the site demonstrated that an acceptable planning outcome can be achieved at a greater height, provided the proposal is well resolved and sufficiently responds to the individual characteristics of the site.

²³ Planning Permit No. PLN19/0911, issued by the City of Yarra on 29 January 2021 at the direction of VCAT

²⁴ Document 27

²⁵ *LX Nominees Pty Ltd v Yarra CC* [2021] VCAT 69

Council submitted the building heights and setbacks in the section of Heidelberg Road between Park Avenue and Yarralea Street has regard to the heritage character of this area and the advice of Mr Hemmingway.

It added that a 6 metre upper level setback will ensure the sense of openness currently experienced in the Heidelberg Road corridor is retained and will deliver well-proportioned buildings with recessed upper levels providing clear differentiation between the lower and upper levels. This approach is consistent with several other activity centres in the City of Yarra.

Regarding the PAO1, Council submitted:

- the PAO1 was applied for long-term transport planning reasons
- the Department of Planning and Transport has not provided specific comments regarding the need or timing of any road widening works
- the setbacks applied in DDO18 are measured from the property boundary and are not on top of any setback required as a result of the PAO
- in contrast with the Built Form Framework recommendations, a 3 metre ground floor setback should be applied.

Council explained the Planning Scheme includes an exemption from a planning permit to increase the height of a telecommunications tower, construct a new tower or replace the tower, provided the preconditions for exemption are met as outlined in Clauses 52.19 (Telecommunications facility) and 62.02-1 (Buildings and works not requiring a permit). Council ultimately agreed with Ms Stewart, however, that DDO18 should be modified to expressly state that a permit is not required to construct or carry out works to a telecommunications facility in accordance with DDO18, and therefore the height provisions would not apply. This was reflected in Council's Final Day DDO18.

Council submitted that the impact of new development on the operation of the telecommunications tower was a matter the responsible authority could consider when deciding on a permit application for land in the surrounding area. It did not agree that any special requirement for mandating notification to the owner of the telecommunications tower was necessary. Council said the extent of notification of any future planning permit application for development in the surrounding area will be completed in accordance with the requirements of the *Planning and Environment Act 1987* and relevant parts of the Planning Scheme.

Experts

Ms Hodyl stated the proposed building heights in Precinct 3B were based on detailed testing and analysis contained in the Built Form Framework. She considered the heights in DDO18 should be updated to reflect those recommended in the Built Form Framework. As noted in Chapter 3.1, Ms Hodyl was comfortable with discretionary maximum building heights in the precinct.

Ms Hodyl stated:

- The approved development at 700-718 Heidelberg Road allowed an 8 storey building which transitions down to 2-3 storey townhouses. This aligns with the broad design strategy to support taller forms along Heidelberg Road that transition to protect the amenity of residents to the south. She did not support aligning the preferred heights in DDO18 with the approved development.
- The 12 metres ground floor setback for the area between Yarralea Street and Como Street was based on the width of the PAO1.

- If there were no heritage properties in the section of Heidelberg Road between Park Avenue and Yarralea Street then it would be appropriate to apply a 4 storey (14.4 metres) street wall, consistent with the proposed street wall height for the balance of the precinct.

Mr Glossop agreed with Ms Hodyl that the maximum building height for 700-718 Heidelberg Road should be modified to 7 storeys (24 metres) to reflect the Built Form Framework.

Mr Glossop stated that a permit is required to demolish a building and to construct a building or carry out works on land affected by the PAO1. He said the grant of a permit is at the discretion of the acquiring authority, in this case VicRoads (now the DTP) and in practice the construction of new buildings is rarely permitted on land in a Public Acquisition Overlay. The presence of the PAO1 will necessarily influence the siting of new buildings in Precinct 3B in the future.

Mr Glossop assumed the 3 metre street setback for properties fronting Heidelberg Road between Yarralea Street and Como Street was not in addition to the 'setback' required by the PAO1 and also assumed it would apply in the event the PAO1 is removed at some point in the future.

(v) Discussion

Building height

The Built Form Framework provides a generally sound basis for preferred maximum building heights in Precinct 3B. The recommended building heights are based on appropriate testing and the Committee considers the heights result in acceptable built form outcomes for the precinct.

There is no strategic justification for a maximum building height of 17.6 metres for 700-718 Heidelberg Road when the Built Form Framework recommended 24 metres. The Committee does not accept the Council's rationale for applying such a low maximum building height. This is contrary to evidence based strategic planning. The Committee considered the merits of applying the height of the recently approved development for the site (27 metres) but on balance accepts that 24 metres is the height that has been tested in the Built Form Framework. A height of 27 metres is clearly acceptable where good design has enabled additional height in part of the site. This reinforces the benefit of discretionary provisions.

The Committee agrees with Ms Hodyl that a preferred maximum building height of 20.8 metres, consistent with the Built Form Framework, should be applied for the balance of Precinct 3B.

The section of Heidelberg Road from Park Avenue to Yarralea Street is not predominantly a fine grain pattern of commercial development and includes a majority of large lots. While Map 3B in DDO18 appears to show a cluster of narrow lots at the western end, several of these have been consolidated and redeveloped into a large office development. The character of this section of Heidelberg Road is limited to a single property (see Chapter 3.4). In this context, the Committee sees no reason to limit the building height to 17.6 metres or the street wall height to a maximum of 8 metres. The preferred maximum building height should be 20.8 metres and the discretionary maximum street wall height should be 14.4 metres. Development of and adjacent to the heritage property at 756-758 Heidelberg Road can be appropriately managed through the various heritage related design requirements in DDO18.

The section of Heidelberg Road from Yarralea Street to Como Street should also have a discretionary maximum building height of 20.8 metres, consistent with the recommendations in the Built Form Framework. It appears that the property at the eastern end of this section (802

Heidelberg Road) has a 14.4 metres maximum building height in DDO18 because it matches the approved height of the planning permit for the site. This unnecessarily limits the future potential of the site and the discretionary height should be based on the analysis in the Built Form Framework.

Further, while inconsistent with the Built Form Framework, the Committee agrees with Council that the single property in Precinct 3B fronting Park Avenue (east side) should have a maximum discretionary maximum building height of 11.2 metres, as exhibition. It would not be appropriate for a single property of this size, shape and orientation fronting a side street to have a height of 20.8 metres. The property shares a sideage with a dwelling to the south and it is unclear how a 6 storey development of the land could satisfactorily address this interface.

Setbacks

The Built Form Framework states the *“generous landscape setback between Como Street and Yarralea Street”* was on the basis that the existing PAO1 *“requires buildings to setback from the street in the order of 12 metres”*. It did not recommend the continuation of this setback west of Yarralea Street because of the heritage buildings in that area.

It is inappropriate to apply a 12 metre ground floor street setback for this section of Heidelberg Road based on the width of the PAO1. The ground floor setback should be applied without regard to PAO1. The implications of the PAO1 on the future development of the land will be determined by the acquiring authority when a planning permit application is considered for the land. This may include compensation if land is required for a public purpose. A discretionary ground floor street setback of 3 metres is acceptable.

The Built Form Framework notes there are potentially five heritage properties (existing HO71 and proposed HO451 and HO455) in the section of Heidelberg Road between Yarralea Street and Park Avenue that are built to the frontage. The Built Form Framework recommended no setback in this section to continue the character along this street interface. While the Committee does not recommend applying HO451 and HO455, it is satisfied the Built Form Framework assessed this setback as appropriate and as included in the exhibited DDO18.

The Committee considers that a discretionary minimum 6 metre upper level setback for all properties fronting Heidelberg Road is appropriate in the circumstances. Upper level setbacks create a more pedestrian friendly environment at street level and reduce the ‘canyon effect’ of very high street walls. The metric of 6 metres is at the upper end for this type of setback, however it is acceptable on the basis it is a discretionary requirement. This provides sufficient flexibility to enable a reduced upper level setback, if appropriate. It is noted that the approved development at 700-718 Heidelberg Road has no upper level setback on the corner of Heidelberg Road and Parkview Road and a 3 metre upper level setback on other parts fronting Heidelberg Road.

Telecommunications tower

The Committee accepts the proposal by Council for DDO18 to exempt the need for a planning permit to construct a telecommunications tower. The Committee cannot see any disadvantage to including the exemption in the context that Council was satisfied with the change, it will provide greater clarity to all parties and other planning scheme provisions will manage the associated use and development as required.

The Committee also agrees with Council that it is not appropriate to include a requirement to notify the owner of the telecommunications tower of a surrounding development application.

Notice of an application for a permit is appropriately dealt with through existing provisions in the *Planning and Environment Act 1987* and the Planning Scheme.

Specific requirement

DDO18 includes the following requirement specific to Precinct 3B:

Buildings should achieve a fine-grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy.

In the Final Day DDO18, Council relocated this requirement to Clause 2.14 'Other design requirements'.

The Committee considers this requirement unnecessary and inappropriate because:

- reference to 'fine grain' development is made in other requirements and it is unnecessary to repeat this again
- built form provisions do not relate to land use and so it is inappropriate to require 'retail character along Heidelberg Road'
- requiring a stall riser, pilasters, a verandah or canopy and clerestory window above the verandah or canopy are detailed design requirements that do not relate to the existing character of the precinct and are not adequately justified.

Some of these matters appear to have been derived from the 'heritage character' of the land between Park Avenue and Yarralea Street. The Committee does not consider there is sufficient heritage fabric in Precinct 3B to warrant application of these detailed design requirements (see Chapter 3.4).

(vi) Conclusions and recommendation

The Committee concludes:

- The built form provisions in Precinct 3B should be consistent with the Built Form Framework, as shown in Table 11, apart from:
 - the single property in Precinct 3B fronting Park Avenue (east side) which should have a maximum preferred maximum building height of 11.2 metres, as exhibited
 - between Como Street and Yarralea Street where the discretionary ground floor street setback should be 3 metres, as exhibited.
- It is acceptable for DDO18 to exempt the construction of a telecommunications facility from the need for a planning permit.
- Notice of an application for a permit is appropriately dealt with through existing provisions in the *Planning and Environment Act 1987* and the Planning Scheme.
- The specific precinct requirement stating "*Buildings should achieve a fine-grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy*" should be deleted.

The Committee recommends:

Amend the Design and Development Overlay Schedule 18, as shown in Appendix D, to:

- a) amend 'Building and works' to not require a permit for a telecommunications facility**
- b) delete the following requirement:**
 - **Buildings should achieve a fine-grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy.**

6 Drafting issues

(i) DDO18 Format

Council made significant formatting changes to its Final Day DDO18. Generally these improve legibility of the provision.

In its Final Day version of DDO18, Council proposed to integrate the specific 'Precinct requirements' into other provisions, and introduced front street setback requirements in new Table 1. The Committee accepts these changes improve drafting.

Council also proposed to introduce tables relating to upper level setbacks and rear setbacks and interface heights. Subject to the Committee's drafting suggestions in its preferred version of DDO18, these changes improve drafting and are supported.

The Built Form Framework refers to ground floor and upper level setbacks. The DDO18 specifies upper level setbacks but refers to ground floor setbacks as front, street or landscape setbacks. To assist with clarity and legibility, the Committee suggests it would be helpful to add 'ground floor' to the setback description where relevant.

(ii) Maps and figures

Council's Final Day DDO18 included:

- amended Figure 1 to remove unnecessary content
- new Figure 2 to explain the landscape setbacks proposed for Precincts 2 and 3B
- amended precinct maps to improve clarity and legibility of the requirements.

The Committee accepts these changes improve drafting.

Council's Final Day DDO18 integrates the specific 'Precinct requirements' into other provisions, and the Committee recommends including the precinct objectives in Clause 1.0 'Design objectives'. This leaves no content under the precinct specific chapters other than the maps. It is not clear why the maps are currently located in the middle of the provisions. Locating the maps close to the beginning of the DDO18 will assist with legibility of the provisions. It would improve legibility of the DDO18 if the precinct maps are consolidated under one heading 'Precinct maps' located after 'General requirements' and before the range of built form requirements.

In its preferred version of DDO18 at Appendix D, the Committee has revised the clause headings to consolidate precinct maps under one heading, but has not reordered the provisions. If Council chooses to reorder the provisions, then numbers will need to be changed accordingly.

Council revised all map titles from 'Building and Street Wall Heights for Precinct x' to 'Precinct x objective and overall building height, street wall and setback map'. The maps include a range of building height, street wall, setback/interface and other provisions. The Committee suggests the map titles should be simplified to refer to just to the precinct map, as shown in its preferred version of DDO18 at Appendix D.

Council changed the map numbering between the exhibited and Final Day versions of DDO18, however not all consequential changes were made in the DDO18 provisions. The Committee has used the original map numbers in this Report and suggests the original map numbers be used in the DDO18. The Committee's preferred version of DDO18 at Appendix D is amended accordingly.

(iii) Other drafting issues

The Committee suggests some drafting refinements in its preferred version of DDO18:

- in response submissions and submitter comments on Council's Final Day DDO18
- to reduce duplication, correct errors and to improve clarity and legibility of the provisions.

Refinements include:

- street wall height and street setback requirements to ensure the requirement relates to the desired outcome
- landscape setback requirements to remove 'clear line of sight' as this may not align with landscaping objectives for the setback
- decision guidelines to replace 'design excellence' with 'high quality design'
- building height requirements to clarify that equipment/structures exceeding the preferred maximum height can include a lift overrun if higher than 2.6 metres
- other design requirements to remove the following on the basis it duplicates other provisions in the DDO18 and at Clause 11.03-1L (Activity Centres):
 - achieving fine-grain commercial façade design at ground floor for development in the Commercial 1 Zone.

(iv) Recommendation

The Committee recommends:

Amend the Design and Development Overlay Schedule 18, as shown in the Committee preferred version in Appendix D, and:

- a) add the term 'ground floor' to relevant setbacks
- b) make any other consequential changes resulting from recommendations in this Report.

7 The Amendment process

The Terms of Reference require the Committee's report include:

A recommendation on whether the draft planning scheme amendment is strategically justified and could be approved by the Minister without notice, using his powers under section 20(4) of the Act.

A recommendation on whether the draft planning scheme amendment or any part of it should be subject to the requirements of sections 17, 18 and 19 and the regulations of the Act and processed as a 'standard' amendment.

The letter of referral asks the Committee for advice on whether the Minister:

... should proceed with the Council's preferred version of the draft Amendment to the Yarra Planning Scheme under section 20(4) of the *Planning and Environment Act 1987*.

No party made submissions with respect to this issue.

As detailed by Council in its Part A submission, it:

- gave notice of the draft Amendment and made supporting documents available, including extended notice for owners and occupiers in Precinct 2 in response to an identified notification issue
- consulted with relevant government departments and agencies
- received 117 submissions
- proposed some changes to the DDO18 that have been considered by the Committee.

The Committee has made recommendations on issues raised in submissions and Council proposed changes to DDO18.

The Committee has determined the draft Amendment is strategically justified (see Chapter 1.7(i)), has been subject of notice and submissions, and the Committee can see no reason it couldn't be approved by the Minister. Requiring a 'standard' planning scheme amendment process at this stage would unnecessarily duplicate the process already undertaken and is unlikely to be of benefit or change the outcome.

Subject to its recommendations, the Committee considers it appropriate to proceed with the draft Amendment under section the Minister's 20(4) of the *Planning and Environment Act 1987*.

(i) Recommendation

The Committee recommends:

Yarra Planning Scheme Amendment C272yara be prepared and approved under section 20(4) of the *Planning and Environment Act 1987* as exhibited subject to the Committee's recommendations.

Appendix A Letter of referral



The Hon Sonya Kilkenny MP

Minister for Planning
Minister for the Suburbs

1 Spring Street
Melbourne, Victoria 3000 Australia

Ref: BMIN-1-24-258

Mr Con Tsotsoros
Chair of the Yarra Activity Centres Standing Advisory Committee
Planning Panels Victoria
Level 5, 1 Spring Street
MELBOURNE VIC 3000
planning.panels@delwp.vic.gov.au

Dear Mr Tsotsoros

REFERRAL OF DRAFT AMENDMENT C273YARA (HEIDELBERG ROAD) TO THE YARRA ACTIVITY CENTRES STANDING ADVISORY COMMITTEE

On 12 December 2023, Yarra City Council resolved to request that I refer draft Amendment C273yara to the Yarra Activity Centres Standing Advisory Committee (SAC) for consideration and advice.

The amendment proposes to apply the Design and Development Overlay (DDO18) to commercial land along Heidelberg Road on a permanent basis, apply the Heritage Overlay to two places and make other associated changes to the Yarra Planning Scheme.

The council has requested referral of Amendment C273yara including changes endorsed on 12 December 2023, submissions and the council's response to submissions to the SAC in accordance with Stage 2 of the SAC Terms of Reference (10 June 2021). Stage 1 of the process included the preparation and notification of the amendment.

The council received a total of 117 submissions including 112 submissions from residents (70 proforma submissions), three submissions from landowners and a submission each from Melbourne Water and Darebin City Council.

I have decided to refer the amendment including recommended changes endorsed by the council, submissions and the council's response to submissions to the SAC for consideration and to provide recommendations on whether I should proceed with the council's preferred version of the amendment to the Yarra Planning Scheme under section 20(4) of the *Planning and Environment Act 1987*.

Ordinary Council Meeting Agenda - 8 April 2025

I request your specific advice on the following matters for the amendment:

- The application of mandatory provisions in accordance with Planning Practice Note 59: The role of mandatory provisions in planning schemes and whether the built form and shadow modelling prepared by the council supports the application of mandatory controls. This will involve assessment of whether exceptional circumstances exist to warrant the application of mandatory interface requirements such as setbacks and heights along rear boundaries.
- The strategic justification to include 730-734 Heidelberg Road, Alphington (HO451) and 760-764 Heidelberg Road, Alphington (HO455) in the Heritage Overlay and whether changes to the intactness of these places has compromised their heritage significance.
- The impact of the amendment on the area and growth and function of the centre across municipal boundaries (Darebin and Yarra).
- The council's recommended changes to the amendment endorsed on 12 December 2023.

I recommend the SAC refer to the provisions approved via Amendment C269yara (Planning Policy Framework translation) in the Yarra Planning Scheme to ensure the current ordinance is tracked in the SAC report, if necessary.

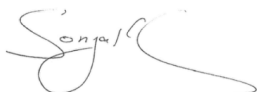
For your information, interim Design and Development Overlay (DDO18), which applies to the land affected by the amendment, was due to expire on 22 April 2024. Amendment C323yara has been approved to extend the expiry date of DDO18 to 30 June 2025. The amendment will come into effect when notice of its approval is published in the *Victoria Government Gazette*.

Any new or modified submissions received will be referred to the SAC by DTP before the scheduled directions hearing.

The amendment documents, submissions and council's response to the submissions are enclosed for your consideration.

If you would like more information, please contact Stuart Menzies, Director State Planning Services, DTP, on email [REDACTED].

Yours sincerely



The Hon Sonya Kilkenny MP
Minister for Planning

Date: 2 July 2024

Enc: Amendment documents, submissions and the council's response to submissions.

Appendix B Submitters to the Amendment

No.	Submitter	No.	Submitter
1	Lucy Nelms	60	Vija Pattison
2	Kirsten Muir	61	Jacqui Lumsden
3	Liza Bruce	62	Alison McClelland
4	Penelope Clark	63	Irma Giuliani
5	Panayota & Terry Miller	64	Arianna Benson
6	Hans Hollerer	65	Mike Gotts
7	Terri Brooks	66	Rachel Carlisle
8	Phillip Tierney	67	Hilary Collett
9	Christine Scott	68	Pauline Lyon
10	Jirrah & Stephanie Macarthur	69	Andrew McLean
11	Lyndell Price	70	Ingrid & Gordon Campbell
12	Jackie McWilliam	71	Margherita Cerra
13	Helen Schapper	72	Serafino Cerra
14	Dayne Maddocks	73	Lesley Rowlands
15	Ming-Heng Ko	74	Deborah Amott
16	Ondine Spitzer	75	Margaret Buck
17	Cas O'Neill	76	Susan Camilleris
18	John & Moira Schulze	77	Robin Mullen
19	Giovanni & Stefania Sorrentino	78	Darryl Middleton
20	Peter Barber	79	Jim Glaspole
21	Sue Wilkinson & Susan Townsend	80	Josephine Yeatman
22	Javal Williams	81	Alexandra Griffeth
23	Tanya Kilgower	82	Karen Heidtmann
24	Michael Taylor	83	Jake Allen
25	Ashleigh Keenan	84	Lucy Marks
26	Joy Stratford	85	Oscar Strangio
27	Mary Rogers	86	Brett Little
28	Nicole Duncan	87	Steve Bone
29	Colin Maddocks	88	Craig Allen
30	Porta Investments Pty Ltd	89	Gareth Parton
31	Giancorp Property Group Pty Ltd	90	Louissa Rogers

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No.	Submitter	No.	Submitter
32	Margaret Stewart	91	Erica Bowe
33	City of Darebin	92	Rebecca May
34	Peter Fry	93	Bob Firth
35	Ken Northwood & Jill Blyth	94	Bella Alekna
36	Charles Nikakis	95	Chris Seeling
37	Jim Hammerton	96	Alexander Linke
38	Harriet Searcy	97	Evan Dyer
39	Tim Westcott	98	Erin Cogan
40	Marlene Bevan	99	Stuart Hohnen
41	Nina Tory-Henderson	100	Dijana Topaloska
42	Sasha Reid	101	Jeff Stewart
43	Paul Daniel Healy	102	Lachlan Currie
44	Bronwyn Pearcy	103	Henry Alekna
45	Janet Stevens	104	Gail Humphreys
46	Jennifer Nabben	105	Linda Stern
47	Sally Inglis	106	Elizabeth Chandler
48	Tony Moclair	107	Pamela Westwood
49	Katharine Schmitt	108	Kelsey Beechler
50	Jacqui Flynn	109	Stephen Farrell
51	Jes Clayton	110	Rachel Nolan
52	Meryl Karlson	111	Max Milne
53	Angela Vermiglio	112	John Mulqueeney
54	Andrew Penman	113	Melbourne Water
55	Brett Simpson	114	Confidential
56	Michael Barnes	115	Alexandra Folie & Charles Watson
57	Anna Kretev	116	Jane Moylan
58	James Johnson	117	Laura & Robert Firth
59	Mary Mercuri		

Appendix C Document list

No	Date	Description	Provided by
1	10 Jun 2021	Terms of Reference	Minister for Planning
2024			
2	2 Jul	Letter of Referral	Minister for Planning
3	16 Jul	Letter – Directions Hearing notification	Committee
4	8 Aug	Letter – Draft Directions and requests to be heard	Committee
5	8 Aug	Email correspondence to all submitters regarding requests to be heard	Committee
6	15 Aug	Letter – Expert witnesses and proposed schedule	Council
7	19 Aug	Directions and Hearing Timetable version 1	Committee
8	20 Aug	Hearing Timetable version 2	Committee
9	27 Aug	Submitter location map	Council
10	6 Sep	Hearing Timetable version 3	Committee
11	30 Sep	Part A Submission	Council
12	30 Sep	Document 11 Attachment A – Chronology of events	Council
13	30 Sep	Document 11 Attachment B – Summary of issues table	Council
14	30 Sep	Document 11 Attachment C – Planning permits & development status booklet	Council
15	30 Sep	Expert witness statement of John Glossop	Council
16	30 Sep	Expert witness statement of Leanne Hodyl	Council
17	30 Sep	Expert witness statement of Leigh Furness	Council
18	30 Sep	Expert witness statement of Anthony Hemmingway	Council
19	30 Sep	Expert witness statement of Julian Szafraniec	Council
20	2 Oct	Site inspection request	Margaret Stewart
21	8 Oct	Bespoke Development Group Pty Ltd v Merri-bek CC [2023] VCAT 758	Council
22	9 Oct	Letter from Indara Digital Infrastructure dated 30 Sep 2024	Margaret Stewart
23	9 Oct	Maps showing land affected by draft DDO18	Margaret Stewart
24	9 Oct	Email – Committee questions for Council	Committee
25	10 Oct	Background submission	DTP Planning
26	11 Oct	Condition 1 response desktop review	Council
27	11 Oct	Part B Submission	Council

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No	Date	Description	Provided by
27a	11 Oct	Day 1 Version of Clause 11.03-1L	Council
27b	11 Oct	Day 1 version - Database of Heritage Significant Areas (Excel)	Council
27c	11 Oct	Day 1 version - Database of Heritage Significant Areas (PDF)	Council
27d	11 Oct	Day 1 version - Explanatory Report	Council
27e	11 Oct	Day 1 version – Instruction Sheet	Council
27f	11 Oct	Day 1 version – Schedule 18 to Clause 43.02 Design and Development Overlay	Council
27g	11 Oct	Day 1 version - Schedule to Clause 43.01 Heritage Overlay C273yara excerpt	Council
27h	11 Oct	Day 1 version - Schedule to Clause 72.04 C273yara	Council
27i	11 Oct	Day 1 version - Schedule to Clause 72.08	Council
28	11 Oct	Letter – Expert witnesses (filed on 10 October)	Council
29	11 Oct	Hearing Timetable and distribution list (version 4)	PPV
30	13 Oct	Email – Questions for Ms Hodyl, Council and DTP	Margaret Stewart
31	14 Oct	Expert witness statement of Julian Szafraniec – corrected	Council
32	14 Oct	Submission presentation	Council
33	14 Oct	Amended Plans prepared by Hayball dated 21 December 2021	Porta Investments Pty Ltd
34	15 Oct	LX Nominees Pty Ltd v Yarra CC (Corrected) [2021] VCAT 69	Council
35	15 Oct	Porta Investments Pty Ltd v Yarra CC [2022] VCAT 336	Council
36	15 Oct	The Churches of Christ Vic Tas v Yarra CC [2019] VCAT 842	Council
37	16 Oct	Presentation of Leanne Hodyl	Council
38	17 Oct	Addendum statement of Julian Szafraniec	Council
39	17 Oct	Updated response to PPN59 – Mark up	Council
40	17 Oct	Updated response to PPN59 – Clean	Council
41	17 Oct	Submission	Porta Investments Pty Ltd
42	17 Oct	Vicplan planning property report for 224-256 Heidelberg Road, Fairfield	Porta Investments Pty Ltd
43	17 Oct	Comments on Council Day 1 version of DDO18	Porta Investments Pty Ltd
44	17 Oct	Summary of Council officer position on each expert recommendation	Council
45	18 Oct	Pfarr v Campaspe SC [2014] VCAT 872	Council
46	18 Oct	Rand v Casey CC [2018] VCAT 970	Council

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No	Date	Description	Provided by
47	18 Oct	Savoy Towers Pty Ltd v Moonee Valley CC [2023] VCAT 1396	Council
48	18 Oct	Development Victoria v Knox CC [2024] VCAT 152	Council
49	18 Oct	Barker v Nillumbik SC [2024] VCAT 584	Council
50	18 Oct	Knox C184knox (PSA) [2024] PPV 15 (14 April 2024) (page 31)	Council
51	18 Oct	Response to Ms Stewart (Submitter 32) concerns regarding telecommunications tower	Council
52	18 Oct	Email - filing DDO18 (Final Hearing Day version)	Council
53	18 Oct	Council redrafted Day 1 Version DDO18 for Final Hearing Day	Council
54	18 Oct	Victorian in Future population and household projections data to 2036	Porta Investments Pty Ltd
55	22 Oct	Email – Further Directions	Committee
56	28 Oct	Comments responding to Further Directions	Council
57	28 Oct	Council further final DDO18 in response to Further Directions	Council
58	29 Oct	Email – Committee direction granting opportunity for Ms Stewart (Submitter 32) to provide additional information	PPV
59	1 Nov	Comments on final DDO18	Porta Investments Pty Ltd
60	6 Nov	Additional information, enclosing letter from Indara dated 4 November 2024	Margaret Stewart
61	8 Nov	Submission in reply to Documents 59 and 60	Council
62	8 Nov	Final DD018 including telecommunications additions	Council

Appendix D Committee preferred version of the Design and Development Overlay Schedule 18

This Committee preferred version of the DDO18 shows recommendations based on Council's Final Day version (Document 62).

Note: The Committee does not support mandatory provisions (see Chapter 3.1). Precinct maps need to be amended to replace reference to 'Mandatory' with 'Preferred'. Precinct maps also need to be updated to:

- align with metrics recommended by the Committee in Chapters 4 and 5 of this Report
- renumber in accordance with the exhibited DDO18.

The Committee has made other suggestions regarding drafting in Chapter 6.

[Tracked Added](#)

~~Tracked Deleted~~

SCHEDULE 18 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO18**.

HEIDELBERG ROAD PRECINCTS

1.0 Design objectives

- * To ensure development ~~supports; contributes to the creation of identified preferred built form character, while responds to the existing surrounding low scale residential and parkland character.~~
 - A new mid-rise contemporary character in Precinct 1 with buildings providing a street wall to frame Heidelberg Road retaining the prominence of and key view lines to the former Porta chimney and heritage factory and creating a transition in building scale down towards each of the adjacent parklands.
 - An emerging mid-rise commercial character in Precinct 2 which comprises development behind a landscape setback, with a consistent street wall, and recessive upper levels along Heidelberg Road.
 - A new contemporary mid-rise development in Precinct 3A that addresses the prominent corner location, without competing with the adjacent high-rise development on the east side of Chandler Highway, and which provides perimeter landscape setbacks as well as street wall and building heights that transition down in scale to the adjacent low rise forms in Coate Avenue.
 - A new mid-rise character in Precinct 3B with a mix of retained heritage and complementary street wall heights along Heidelberg Road, and a landscape setback between Yarralea Street and Como Street.
- To ensure development delivers a high quality landscaped interface that incorporates canopy trees (where appropriate), openness and a significantly improved pedestrian amenity along Heidelberg Road providing passive surveillance and activated, pedestrian-oriented façades.
- To ensure development responds to heritage fabric through recessive upper level development ~~and~~ a legible transition in scale from taller building forms towards the interface with heritage buildings ~~and retains the prominence of and key view lines to the former 'Porta' chimney and heritage factory at 224-256 Heidelberg Road, Fairfield.~~

- To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a legible transition to low-rise residential areas [and public open space](#) and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing.

2.0 Building and works

A permit is not required to:

- extend a ground floor at the rear provided:
 - the maximum building height is not more than 4 metres above ground level.
- alter an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - in a C1Z, at least 80 per cent of the building facade at ground floor level is maintained as an entry or window with clear glazing.
- construct an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager
- construct or carry out works to a telecommunications facility.

2.1 Definitions

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant (including properties on the Victorian Heritage Register).

Laneway means a road reserve of a public road 9 metres or less wide.

Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at the street boundary or if a front or street setback is required in this DDO, the front of the building.

Street wall height means the height of the street wall measured at the vertical distance between the footpath at the centre of the frontage and the highest point of the building at the street wall, with the exception of architectural features and building services.

Upper level means development above the height of the street wall.

Upper level setback means the minimum distance between the development above the height of the street wall (including projections such as balconies, building services and architectural features) and the street wall.

Street boundary means the boundary between the public street and the private property.

Rear interface is the rear wall of any proposed building or structure whether on the property boundary or set back from the property boundary.

2.2 General requirements

The requirements below ~~(including both the General Requirements and Precinct Design Requirements)~~ apply to an application to construct a building or construct or carry out works. ~~A permit cannot be granted to vary a requirement expressed with the term 'must' or listed in a 'mandatory' column of a table or map.~~

2.3 Street wall height and street setback requirements

~~Development must not exceed the mandatory maximum street wall heights as shown on Maps 2, 3A, 3B.~~

Development should not exceed the preferred maximum street wall heights as shown on Maps 1, 2, 3A and 3B unless all the following [built form outcomes are achieved](#) ~~requirements are met~~, to the satisfaction of the Responsible Authority:

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- ~~the proposed street wall height provides~~ an appropriate transition, scaling down to the interface with a heritage building;
- ~~the proposed street wall height does not~~ avoid visually overwhelming the adjoining heritage building; and
- ~~the proposed street wall height provides~~ an appropriate transition, scaling down to the interface with low rise residential areas.

Infill development abutting ~~adjoining~~ a heritage building should match the parapet height of the adjoining building for a minimum of 6 metres in length.

The street wall on corner buildings should continue the main frontage street wall height for a minimum of 8 metres to the side street, but then transition down in height to match the rear or side interface as required.

Development of non-heritage buildings on street corners should provide a corner splay at minimum of 1 x 1 metre at the site's corner boundaries.

Development should retain the visual prominence of:

- the heritage street wall in the vistas along the street;
- heritage fabric of the return facades of heritage buildings on corner sites.

Street setbacks (as identified in Clause 2.3 and Maps 1 to 3B4 in Clauses 2.7 to 2.10) should be designed to create a sense of openness ~~and clear line of sight~~ at pedestrian level between the public footpath and street wall.

Front setback design should provide a high quality landscaped interface that significantly enhances the pedestrian experience along Heidelberg Road.

Development with dual frontages to Heidelberg Road and Park Crescent should create a street wall behind a street setback towards Park Crescent to not dominate the low, residential character of Park Crescent.

Front or street setbacks for Precincts 3A and Precinct 3B (between Yarralea Street and Como Street) should be designed to include canopy trees and soft landscaping to:

- Blend in with the residential character of Precinct 3A
- Create a more pedestrian-friendly environment and avoid the dominance of car parking areas for Precinct 3B (between Yarralea Street and Como Street).

Development should ~~must~~ be setback to provide:

- for space for circulation, canopy landscaping for all streets shown in Table 1 and Maps 1-3B4; and
- better separation for the sections of Heidelberg Road shown in Table 1 and Maps 1-3B4.

Balconies at the street wall levels may protrude into a street wall front setback along the sections of Heidelberg Road shown in Table 1 and Map 1-3B4 if the following requirements are met, to the satisfaction of the Responsible Authority:

- ~~The~~ balconies:
 - do not restrict the ability to provide space for circulation, small canopy trees and landscaping;
 - ~~Balconies~~ do not protrude greater than 2m into the setback;
 - ~~Balconies~~ do not present as a second street wall when viewed from the opposite side of the street and at oblique angles;
 - ~~Balconies~~ are not enclosed (excepting balustrades); and
- bBalustrades are designed to be visually permeable.

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Table 1 ~~Preferred~~ ~~Mandatory~~ Street Setbacks

Precinct	Location	Preferred Mandatory minimum street setback
Precinct 1	Heidelberg Road (excluding heritage properties) and Yarra Bend Road	3m
Precinct 2	Heidelberg Road and Park Crescent	3m
Precinct 3	Heidelberg Road and Chandler Highway Coate Avenue	3m 3m
Precinct 3B	Heidelberg Road between: <ul style="list-style-type: none"> Parkview Road and Park Avenue Yarralea Street and Como Street Heidelberg Road between: <ul style="list-style-type: none"> Parkview Road and Park Avenue 	3m 0m

2.4 Upper level front and side setback requirements

Upper levels of development are set back above the street wall as shown in Table 2:

Table 2 Upper level setbacks

Precinct	Location	Mandatory minimum upper level setback	Preferred minimum upper level setback
Precinct 1	Heidelberg Road and Yarra Bend Road	None specified.	6m
Precinct 2	Heidelberg Road and Park Crescent	None specified.	6m
	Other side streets	None specified.	3m
Precinct 3A	Heidelberg Road and Chandler Highway	None specified.	6m
	Coate Avenue	10 metres; and an additional minimum of 10 metres above the secondary step	None specified. <u>10 metres; and an additional minimum of 10 metres above the secondary step</u>
Precinct 3B	Heidelberg Road between Parkview Road and Yarralea Street	6m	None specified. <u>6m</u>
	Heidelberg Road between Yarralea Street and Como Street.	None specified.	6m
	Other side streets	None specified.	3m

Upper levels should:

- be visually recessive when viewed from the public realm to ensure development does not overwhelm the streetscape and minimises upper level bulk;
- contain upper level setbacks above the street wall within a maximum of two steps (including the setback above the street wall below as one step) to avoid repetitive steps in the built form.

Development should achieve a sense of openness by providing strong separation of upper levels from Coate Avenue and residential properties to the rear.

Upper levels above heritage buildings should be setback in excess of the minimum upper level setback requirements where:

- it would facilitate the retention of a roof form and/or chimneys that are visible from the public realm, or a roof or any feature that the relevant statement of significance identifies as contributing to the significance of the heritage building or streetscape;
- it would maintain the perception of the three-dimensional form and depth of the building;
- a lesser setback would detract from the character of the streetscape when viewed directly or obliquely along the street.

2.5 Building height requirements

~~Development must not exceed the mandatory maximum building heights shown on Map 3A.~~

Development should not exceed the preferred maximum building heights shown on Maps 1, 2, [3A](#) and 3B.

A permit should only be granted to construct a building or construct or carry out works which exceeds the preferred maximum building height shown on Maps 1, 2, [3A](#) and 3B where, in addition to other requirements of this DDO, all the following requirements are met to the satisfaction of the responsible authority:

- the built form outcome satisfies the Overshadowing ~~and Daylight Access~~ Requirements in Clause 2.2.5;
- the proposal will achieve each of the following:
 - greater building separation than the minimum requirements in this schedule; and
 - no additional overshadowing impacts on secluded private open space to residentially zoned properties or adjacent parkland or reserves, beyond that which would be generated by a proposal that complies with the preferred building height.
 - Architectural features (except service equipment or structures) may exceed the ~~mandatory or~~ preferred maximum building height.
 - Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, roof terraces, shading devices, plant rooms, lifts, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the ~~mandatory or~~ preferred maximum height provided that:
- the equipment/structures do not cause additional overshadowing of secluded private open space to residential land, opposite footpaths, kerb outstands or planting areas in the public realm; and
- the equipment/structures, ~~other than a lift overrun~~, are no higher than 2.6 metres above the ~~mandatory or~~ preferred maximum height; and
- the equipment/structures (other than solar panels, green roofs and roof terraces) occupy less than 50 per cent of the roof area

2.6 Interface and rear setback requirements

Development ~~should~~ ~~must~~ provide minimum landscape setbacks between the rear interface and the boundary as shown in Table 3.

Development in Precinct 1 (as shown on Map 1) along Fairfield Park or in Precincts 2, 3A and 3B adjoining a residential property outside this overlay ~~should~~ **must** not exceed a maximum rear interface height as shown in Table 3.

Table 3 Preferred ~~Mandatory~~ minimum rear landscape setbacks and preferred ~~mandatory~~ maximum rear interface heights

Precinct	Preferred Mandatory minimum rear landscape setback	Preferred Mandatory maximum rear interface height
Precinct 1	3 metres (as shown on Map 1)	14.4m
Precinct 2	5 metres where a development site directly abuts a rear boundary (see Figure2) of an adjacent residential lot.	8.5m
	3 metres where a development site directly abuts a rear or side boundary (see Figure2) of an adjacent residential lot.	
Precinct 3A	4.5 metres (as shown on Map 3A)	8m
Precinct 3B	5 metres where a development site directly abuts a rear boundary (see Figure2) of an adjacent residential lot.	8m
	3 metres where a development site directly abuts a rear or (see Figure2) side boundary (see Figure 2) of an adjacent residential lot.	

Upper levels above a rear interface ~~should~~ **must** be contained within a 45 degree setback envelope that is measured from the top of the rear interface taken from the centre of the boundary (as shown in Figure 1: Indicative Cross Section).

Upper level setbacks above the rear interface wall should be contained within a maximum of two steps (including the setback above the interface below as one step) or be contained within a sloped façade to avoid repetitive stepping of individual levels.

Development should respond to existing secluded private open spaces by setting back at upper levels to create a sense of separation, minimise overshadowing and reduce building bulk.

Development should not visually dominate adjoining residential sites outside this overlay.

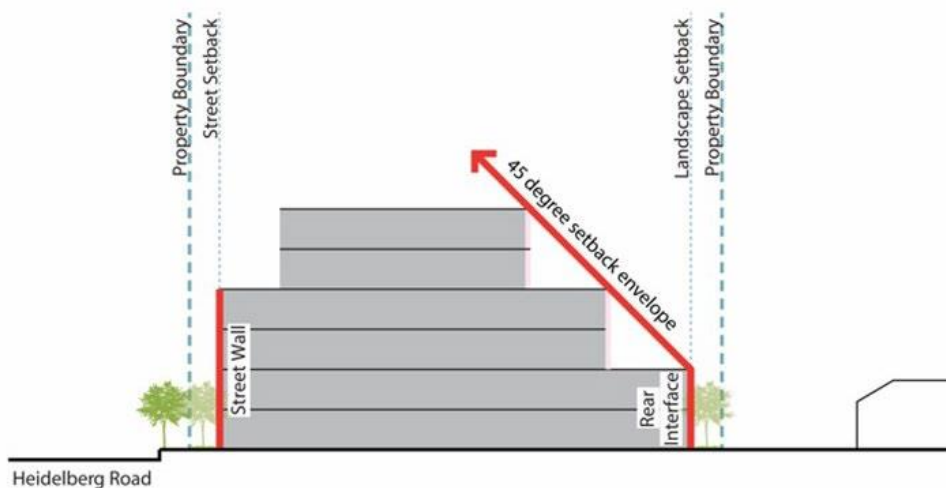


Figure 1 Indicative Cross Section

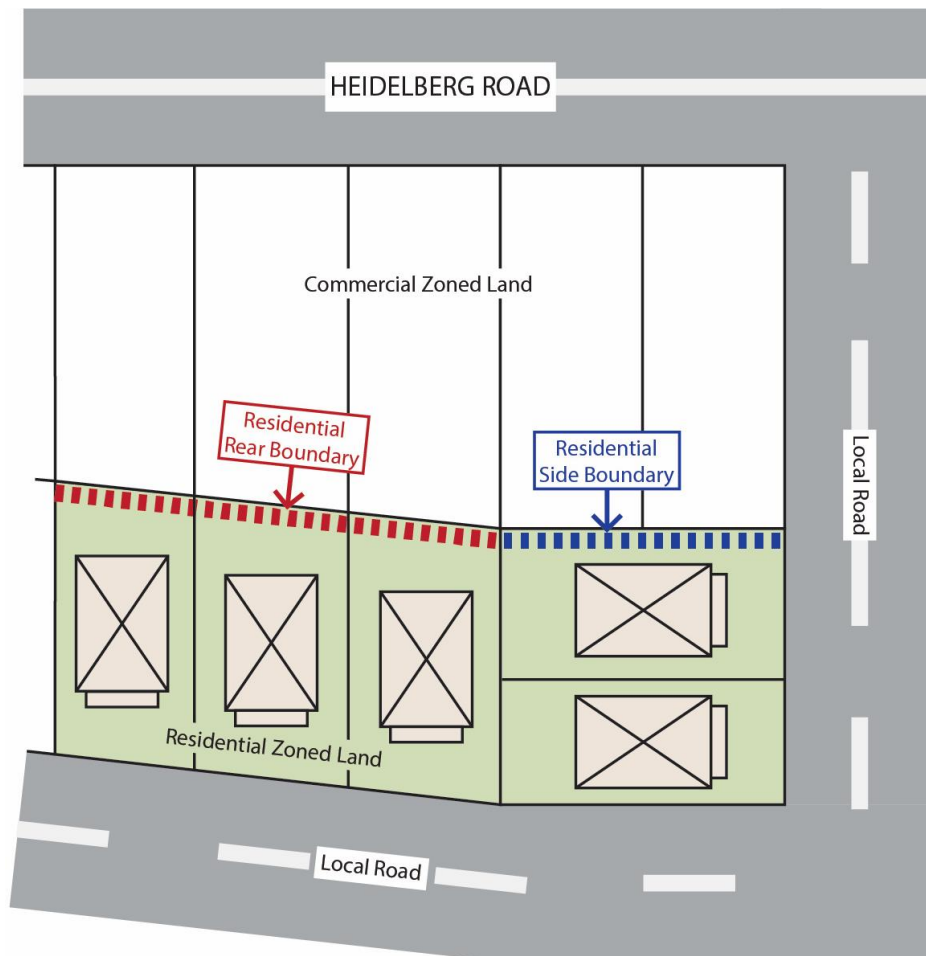
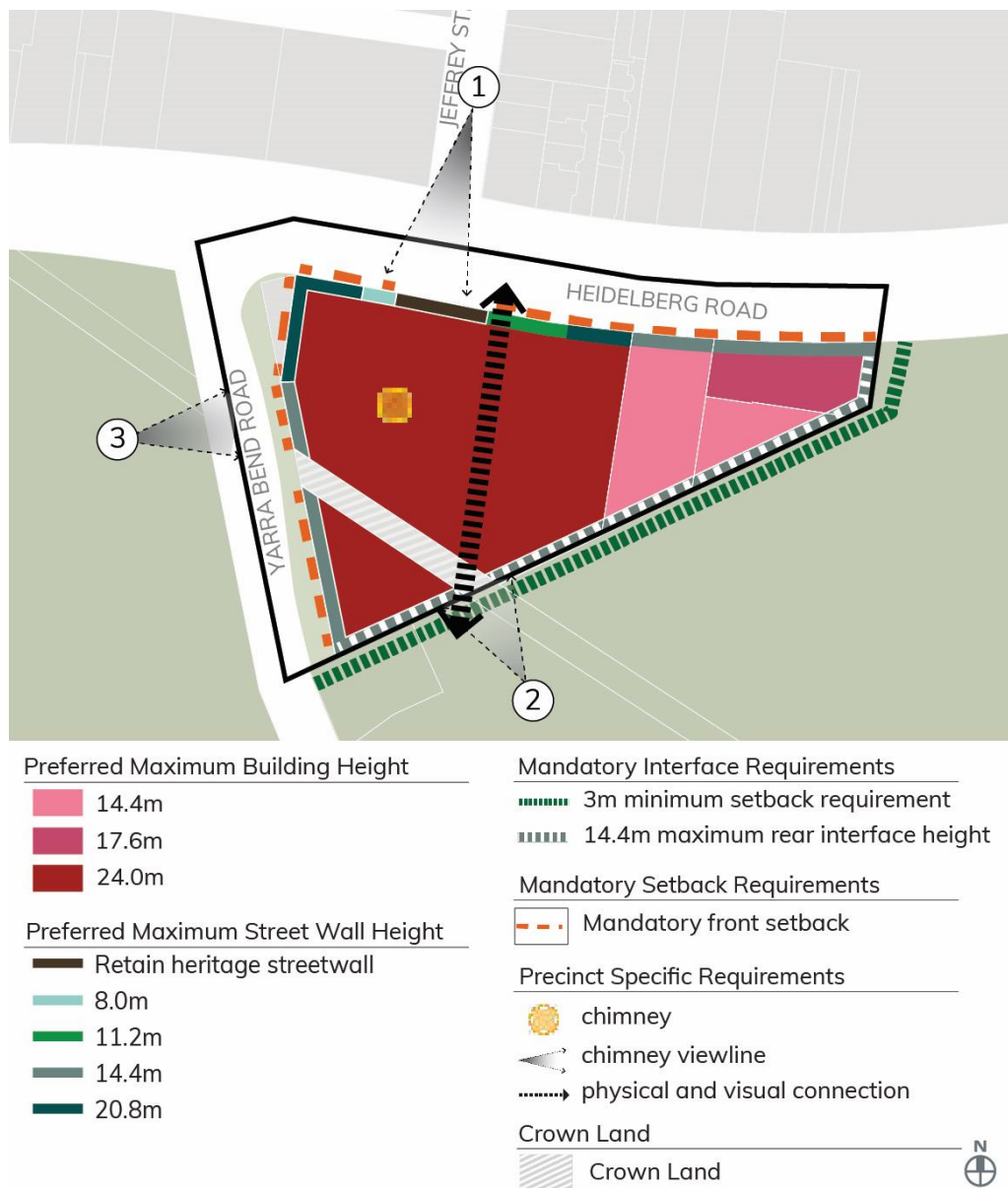


Figure 2 Residential rear and side boundaries diagram

2.7 Precinct [Maps](#) ~~4-objective-and-overall-building-height,-street-wall-and-setback-map-~~

Precinct objective

~~A new mid-rise contemporary character with buildings providing a street wall to frame Heidelberg Road, retaining the prominence of the former Porta chimney and factory and creating a transition in building scale down towards each of the adjacent parklands in Precinct 1.~~

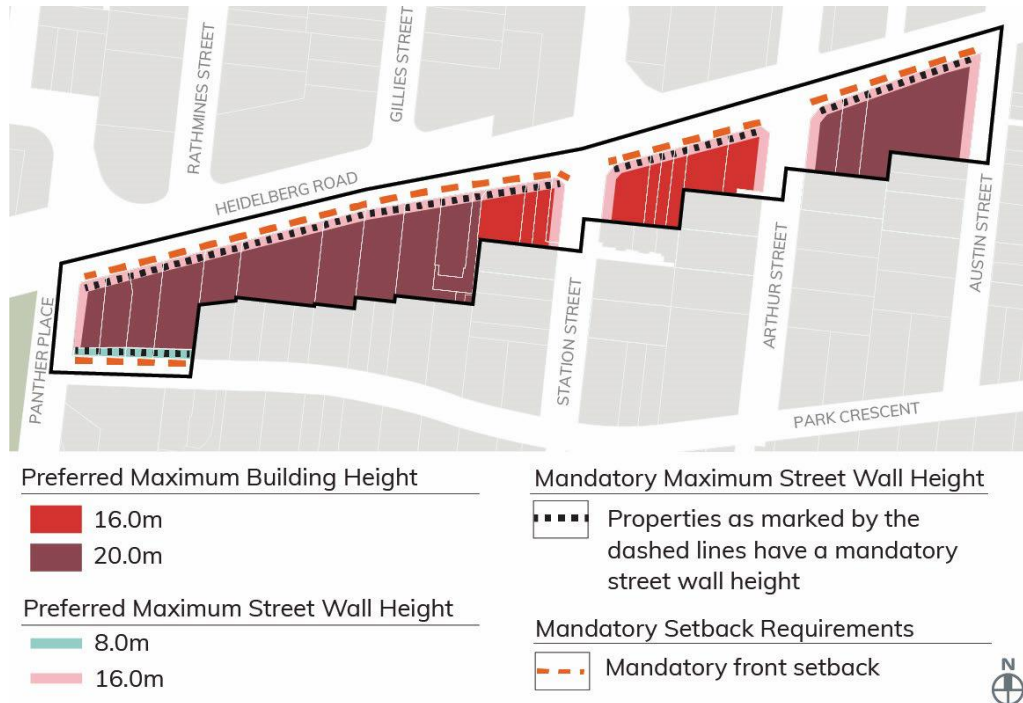


Map 1 Precinct 1 overall building height, street wall and setback map

2.8 Precinct 2 objective and overall building height, street wall and setback map.

Precinct objective

An emerging low rise commercial character which comprises development set behind a landscape strip, with a consistent street wall, and recessive upper levels along Heidelberg Road in Precinct 2.

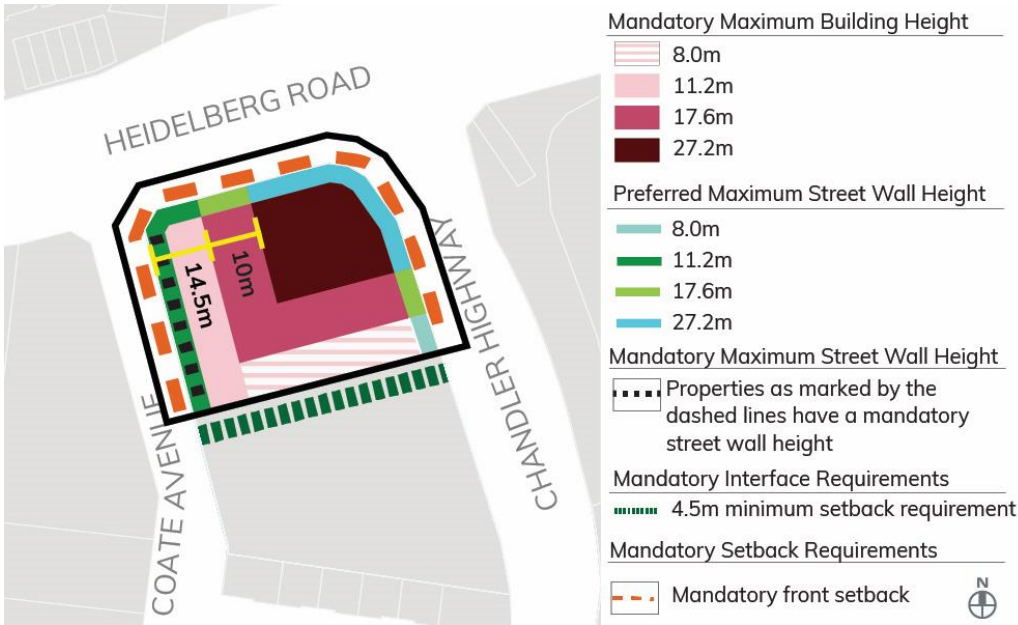


Map 2 Precinct 2 ~~overall building height, street wall and setback map~~

2.9 ~~Precinct 3A objective and overall building height, street wall and setback map.~~

~~Precinct objective~~

~~A new contemporary mid-rise development in Precinct 3A that addresses the prominent corner location, without competing with the adjacent high-rise development on the east side of Chandler Highway, and which provides perimeter landscape setbacks as well as street wall and building heights that transition down in scale to the adjacent low-rise forms in Coate Avenue.~~



Map 3A Precinct 3A overall building height, street wall and setback map

2.10 Precinct 3B objective and overall building height, street wall and setback map.

Precinct objective

A new low-rise character with a mix of retained heritage and complementary street wall heights along Heidelberg Road, and a landscape setback between Yarralea Street and Como Street in Precinct 3B



Map 3B4 Precinct 3B overall building height, street wall and setback map

2.11 Overshadowing requirements

Development should meet the objective of Clause 55.04-5 Overshadowing for adjoining land within a residential zone, including where separated by a laneway.

Development should not overshadow:

- the opposite footpath of a side street, from property boundary to kerb between 10 am and 2 pm on 22nd September; and
- any opposite kerb outstands, seating and/or planting areas (as applicable), between 10am and 2pm on 22 September.

Development should not increase the amount of overshadowing to Yarra Bend Park, TH Westfield Reserve and surrounding public open space, [except the car parks and associated access ways abutting the southern boundary of Precinct 1](#), as beyond that caused by a 14.4m wall set back 3m from the property boundary, measured between 10am and 2pm on 22 September.

2.12 Building separation, and amenity requirements

Where development shares a common boundary within the overlay, upper level development should:

- be setback 4.5m from the common boundary, where a habitable window or balcony facing the common boundary is proposed on the subject site and/or exists on the adjoining property; and
- be setback 3.0m from the common side boundary where a commercial or non-habitable window facing the common boundary is proposed on the subject site and/or exists on the adjoining property.

Where the common boundary is a laneway, the setback is measured from the centre of the laneway.

Where development consists of multiple buildings and/or separate upper levels, upper level development should:

- be setback a minimum of 9m from each other, where a habitable window or balcony is proposed; and
- be setback a minimum of 6m from each other where a commercial or non-habitable window is proposed.

2.13 Building layout requirements

Lower levels of development should:

- Be designed to accommodate commercial activity at the ground floor, incorporating a commercial floor height of approximately 4 metres floor to floor height;
- Incorporate adaptable commercial and residential floor layouts, demonstrating how each could be combined or divided so as to allow for a variety of uses over time.

2.14 Other design requirements

Development should achieve good urban design outcomes and architectural excellence by including, but not being limited to:

- achieving active frontage design at ground level to create a pedestrian-oriented environment and passive surveillance towards the public realm;
- ~~achieving fine grain commercial façade design at ground floor for development in the Commercial 1 Zone;~~
- creating an appropriate ratio of solid and void elements;
- creating visual interest through the arrangement of fenestration, balconies and the application of architectural features including external shading devices, windowsills;
- maintaining an appropriate level of design simplicity by avoiding overly busy facades that rely on a multitude of materials and colours;
- maintaining existing openings and the inter-floor height of a heritage building and avoid new floor plates and walls cutting through historic openings;
- avoiding highly reflective glazing in openings of heritage buildings;
- encouraging the retention of solid built form behind retained heritage facades and avoid balconies behind openings so as to avoid facadism;
- not competing with the more elaborate detailing of the heritage building(s) on the subject site or adjoining land;
- avoiding large expanses of glazing with a horizontal emphasis; and
- ensuring projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback except those identified in Clause 2.3 and do not visually dominate the façade and terraces above a podium.

Lower levels of development should:

- avoid large expanses of facades with floor to ceiling glazing and limited entries at the ground floor;
- allow unobstructed views through openings into the ground floor of buildings;

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- on sites where no street setback requirement is identified and where abutting narrow footpaths of less than 1.8 metres, provide for street setbacks and/or generous, recessed building entrances to provide space for pedestrian circulation and include space for landscaping, outdoor trading, seating and/or visitor bicycle parking;
- locate building service entries/access doors and cabinets away from the primary street frontage, or where not practically possible, they should be sensitively designed to integrate into the façade of the building and complement the street frontage and character.

The design of upper levels of development should:

- distinguish between the lower and upper levels through materials and articulation, with visually lightweight materials and colours applied above the street wall;
- be designed so that side walls are articulated and read as part of the overall building design and not detract from the streetscape when viewed from direct and oblique views along the streetscape.

Development should avoid blank walls visible to the public realm, including from side streets.

Side walls in a mid-block location which are visible permanently or temporarily from adjoining residential sites and/or the public realm should be designed to provide visual interest to passing pedestrians through colour, texture, materials and/or finishes.

~~Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies and balustrades should not protrude into a street setback and an upper level setback, except for terraces directly above a podium, as applicable.~~

Development interfacing with areas of public open space should:

- provide a suitable transition in scale to the interface with the public open space; ensure that development does not visually dominate the public open space;
- provide passive surveillance from lower and upper levels of the building.

Development [in Precinct 1](#) should:

- be separated into multiple buildings and provide a fine grain subdivision pattern.
- achieve a character that resembles a mix of old industrial and new commercial towards Heidelberg Road and fine-grain residential development that is sensitive to the surrounding parklands including Fairfield Park, TH Westfield Reserve and surrounding open space.
- create a sense of openness around the heritage [Porta](#) factory building and chimney by gradually stepping down towards the factory and creating a clear, physical separation from the chimney.
- achieve open view lines to the [Porta](#) chimney from the Fairfield Park to the south, opposite footpath on Yarra Bend Road and the corner of Jeffrey Street and Heidelberg Road, as shown on Map 1.
- [Ensure views to the Porta chimney include sufficient built form to understand and appreciate the heritage significance and landmark qualities of the chimney.](#)
- consider the adaptive re-use of the heritage buildings and/or integrate them with any new buildings on the site.
- provide a physical and visual connection from Heidelberg Road through to Fairfield Park to the south, on land to the east of the building affected by Heritage Overlay 421 ensuring the connection is publicly accessible 24 hours a day and is open to the sky.
- provide for a communal space next to the building affected by Heritage Overlay 421 that is located to minimise overshadowing.
- provide a positive interface (visual interest and passive overlooking) to Fairfield Park, TH Westfield Reserve and surrounding open space that does not visually dominate the landscape setting.
- provide for canopy trees throughout the site to create a stronger connection with the surrounding parklands, provide for shade and to help reduce the heat island effect.

- utilise natural materials and colours to minimise the dominance of its bulk and blend in with the surrounding parklands, including vertical greening.

Development along Heidelberg Road, Chandler Highway and Coate Avenue (Precincts 2, 3A and 3B), should achieve active frontages to create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Development within Precinct 3A:

- along Heidelberg Road and Chandler Highway should achieve a fine grain, activated commercial building façade at the street wall levels.
- ~~Along Coate Avenue, development~~ should achieve a fine-grain, lower residential character to blend in with the character of the street.

~~Buildings should achieve a fine grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy.~~

2.15 Access, parking and loading area requirements

Pedestrian access to buildings should be achieved via streets and avoid primary access from laneways. Where pedestrian access from a laneway is appropriate, the building setback should include a pedestrian refuge or landing.

Ensure pedestrian entrances are clearly visible, secure, well lit and have an identifiable sense of address.

Residential and commercial pedestrian entrances should be distinguishable from each other.

The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and naturally ventilated.

Car parking should be located within a basement or concealed from the public realm.

Bicycle parking should be provided to the rates and design guidelines recommended in the Built Environment Sustainability Scorecard (BESS) tool.

Bicycle ingress/egress points should be clearly identifiable from the street frontage.

Resident and staff bicycle parking should be located, preferably at ground floor, and designed to be secure and conveniently accessible from the street and associated uses.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high standard of pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity and avoid adversely impacting the continuity of the public realm.

Development should not provide new vehicular access from Heidelberg Road and avoid disruptions to bicycle lanes.

Where crossovers currently exist or new crossovers are unavoidable along Heidelberg Road, development should consolidate multiple vehicle access points, where applicable.

Vehicle access points should be spaced apart from neighbouring [access](#) points to avoid wide crossovers.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

Where a ground level setback is provided to achieve practicable vehicle access to a laneway, a minimum headroom clearance of 3.6 metres should be provided to any overhang of the first floor and careful consideration given to create a safe pedestrian environment.

Properties on the inside corner of bends in laneways or at intersections between two laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

Development in Precinct 1 should:

- locate car parking in basements, where possible.
- ensure building entrances are designed to be safe and are accessible from a public thoroughfare.

3.0 Subdivision

None specified.

4.0 Signs

None specified.

5.0 Application requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A site analysis and urban design context report which demonstrates how the proposal achieves the Design Objectives and requirements of this schedule;
- A desktop wind effects assessment for proposed development over 16 metres in height to assess the impact of wind on:
 - the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing; and
 - the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that demonstrates how the development:
 - minimises impacts on the level of service, safety and amenity of the arterial road network (including bicycle lanes);
 - reduces car dependence and promotes sustainable transport modes, and
 - assesses the impacts of traffic and parking in the Precincts including an assessment of the ongoing functionality of laneway/s, where applicable.
- A landscaping plan.

6.0 Decision guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which ~~should~~ **must** be considered, as appropriate, by the responsible authority:

- whether the proposal provides a high-quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface, and contributes positively to the pedestrian environment and other areas of the public realm;
- whether the development retains the prominence of the heritage street wall in the vistas along the primary street frontage;
- whether heritage buildings on street corners retain their prominence, including their three-dimensional form, when viewed from the opposite side of the primary and secondary street;
- whether upper level development above the heritage street wall is visually recessive and does not visually overwhelm the heritage buildings;
- whether a clear sense of separation between upper levels and street walls is achieved when viewed from the opposite side of the street;
- whether the proposal responds to the presence of heritage buildings either on, or in close proximity to the site through a suitable transition in scale of street-wall, upper level setbacks and building height;
- whether the development delivers ~~high quality design~~ **design-excellence**, including but not limited to building siting, scale, massing, articulation and materials;
- whether upper side and rear setbacks are sufficient to limit the impact on the amenity of existing dwellings, limit bulk of new development and retain a sense of openness;

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- does the design respond to the interface with existing low-scale residential properties, including avoiding additional overshadowing of secluded private open space;
- whether proposed buildings and works will minimise overshadowing of footpaths and public spaces;
- whether the proposed built form mitigates negative wind effects created by the development;
- the impact of development on traffic and parking in the nearby area, including on the functionality of laneways and bicycle lanes;
- whether the layout and appearance of areas set aside for vehicular access, loading, unloading and the location of any proposed car parking is practicable, safe and supports a pedestrian-oriented design outcome.

Planning Panels Victoria

Overarching Report – Version 2

Yarra Activity Centres Standing Advisory Committee Report 1

Planning and Environment Act 1987

2 January 2025




Planning and Environment Act 1987

Yarra Activity Centres Standing Advisory Committee Report pursuant to section 151 of the PE Act

Report 1 - Overarching Report – Version 2

2 January 2025



Con Tsotsoros, Chair



Sarah Raso, Deputy Chair



John Roney, Deputy Chair



Sally Conway, Member



Lisa Kendal, Deputy Chair

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Glossary and abbreviations

Activity Centres Report	<i>Activity Centres Roles and Boundaries Report</i> , October 2019
Amendment C269yara	Yarra Planning Scheme Amendment C269yara
Committee	Yarra Activity Centres Standing Advisory Committee
Council	Yarra City Council
Heritage Strategy	<i>Yarra Heritage Strategy 2019-2030</i> , November 2019
Housing Strategy	<i>Yarra Housing Strategy</i> , September 2018
MPS	Municipal Planning Strategy
MSS	Municipal Strategic Statement

PE Act	<i>Planning and Environment Act 1987</i>
Plan Melbourne	<i>Plan Melbourne 2017-2050</i>
Planning Scheme	Yarra Planning Scheme
PPF	Planning Policy Framework
PPN	Planning Practice Note
Yarra	City of Yarra
YSEES	<i>Yarra Spatial Economic and Employment Strategy, August 2018</i>

Report 1 register

Report 1 should be read in conjunction with the separate reports for specific activity centres and precincts in response to referrals from the Minister for Planning summarised in Table 1.

Table 1 Report 1 register

Report number	Referrals from the Minister for Planning	Report 1 version number	Report 1 version date of issue
2	Yarra C293yara (Collingwood South Precinct)	1	19 May 2022
3	Yarra C291yara (Swan Street and Victoria Street Activity Centres)	1	19 May 2022
4	Yarra C273yara (Heidelberg Road)	2	2 January 2025

1 Introduction

1.1 The Committee

The former Minister for Planning appointed the Yarra Activity Centres Standing Advisory Committee (Committee) on 10 June 2021 to advise on referred planning matters and associated draft Yarra Planning Scheme (Planning Scheme) provisions for activity centres and other areas of urban change. The Committee was reconstituted on 30 January 2022 and 27 August 2024.

The former Minister for Planning issued Terms of Reference for the Committee on 10 June 2021. A copy of the Terms of Reference is included in Appendix A.

1.2 Background

(i) Terms of Reference

The Terms of Reference note:

- 5 The City of Yarra is experiencing ongoing significant development pressure, primarily directed to activity centres, and other areas of urban change, such as the municipality's employment precincts.
- 6 The City of Yarra has a well-established network of activity centres, each with its own role and identity including:
 - a. Major activity centres of Bridge Road, Brunswick Street, Smith Street, Swan Street and Victoria Street which are identified in Plan Melbourne 2017-2050 and provide a wide range of goods and services, some serving larger sub-regional catchments.
 - b. Neighbourhood activity centres of Carlton North, Gertrude Street, Heidelberg Road Alphington, Johnston Street, Nicholson Street, North Fitzroy, North Fitzroy/Clifton Hill, Queens Parade, Rathdowne Street and St Georges Road which provide access to local goods, services and employment opportunities to serve the needs of the surrounding community.
 - c. Local activity centres which provide a more limited range of goods, services and employment opportunities and largely serve the adjoining local community.
- 7 Activity centres in the municipal area are experiencing development pressure with the addition of midrise commercial development and apartments. They will continue to accommodate most of city's growth because of their proximity to transport infrastructure, shops and services making them the most suitable locations for development.
- 8 The City of Yarra has capacity for employment growth and the council is committed to supporting this growth in its employment areas in preference to residential development in these areas. There is an identified need to manage pressure for residential conversion of employment land to protect opportunities for economic growth. These areas include the municipality's health and education precincts, Cremorne and the Gipps Street precinct in Collingwood.
- 9 A key challenge in planning for this development pressure is the need to accommodate new development in a built form that is sensitive to the context of the area which includes heritage significance, character and scale of the surrounding area. This needs to

be balanced with opportunities to allow for new built form character in major regeneration areas. Protecting heritage buildings and streetscapes while still allowing appropriate development is a key driver in the municipal area.

- 10 Yarra City Council has already set much of its high-level strategic direction for its city through the Yarra Housing Strategy and the Yarra Spatial, Economic and Employment Strategy, both of which were adopted in 2018. The council is currently seeking to implement these strategies by amending its Planning Policy Framework via Yarra Planning Scheme Amendment C269yara which was exhibited between September to December 2020.
- 11 While the council has carried out a significant amount of strategic work in recent years and has successfully introduced built form and heritage controls to activity centres including Johnston Street and Queens Parade, there is a need to provide an appropriate planning framework for other areas and activity centres to provide certainty to the community and proponents about appropriate height, built form and decision criteria to manage new development.

(ii) Built form work program

Council has conducted built form analysis for the following activity centres and precincts:

- Alexandra Parade
- Bridge Road
- Brunswick Street
- Collingwood South
- Cremorne
- Fitzroy West
- Gertrude Street
- Gipps Street
- Heidelberg Road
- Johnston Street
- Smith Street
- Victoria Parade
- Victoria Street.

1.3 The Committee's approach

The Committee has included introductory information and planning context common to all referred matters in this Report.

This Report may be updated over time depending upon the need to include additional information relevant to a specific referral.

Some aspects of the planning context chapter may not be relevant to all matters referred to the Committee, however they are included for completeness.

Subsequent reports consider issues raised in specific activity centres and precincts in response to referrals from the Minister for Planning.

2 Planning context

2.1 Planning objectives

The Committee has considered the objectives in Section 4 of the *Planning and Environment Act 1987* (the PE Act), in particular:

- a) to provide for the fair, orderly, economic and sustainable use, and development of land;
...
- c) to secure a pleasant, efficient and safe working, living and recreational environment; and
- d) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;
- e) to protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community;
...
- g) to balance the present and future interests of all Victorians.

2.2 Planning policy framework

(i) Amendment C269yara

Yarra Planning Scheme Amendment C269yara (Amendment C269yara) was gazetted and introduced in the Planning Scheme on 21 December 2023. It replaced the Municipal Strategic Statement (MSS) at Clause 21 and Local Planning Policies at Clause 22 of the Planning Scheme with a Municipal Planning Strategy (MPS) and local policies within the Planning Policy Framework.

Amendment C269yara implements findings of the Yarra Planning Scheme Review 2014 and other strategic work, and facilitates transition to the new Planning Policy Framework introduced by Amendment VC148 to make planning schemes more efficient, accessible and transparent.

This Report has been updated to reflect the content of Amendment C269yara.

(ii) Planning context

This chapter provides an overview of relevant planning policies. Table 2 includes the Municipal Planning Strategy and Table 3 includes the Planning Policy Framework.

Table 2 Municipal Planning Strategy overview

Municipal Planning Strategy
02.03 Strategic Directions
02.03-1 Settlement, Activity Centres
<ul style="list-style-type: none"> - Strengthen and support the vibrancy and local identity of Yarra's activity centres by reinforcing them as compact, pedestrian-oriented, mixed-use communities that provide walkable access to daily and weekly shopping and service needs and are well-served by different modes of transport. - Activity centres that contain buildings and streetscapes that are subject to the Heritage Overlay must balance the requirements for growth with the retention of heritage significance.
02.03-4 Built environment and heritage
<ul style="list-style-type: none"> - Conserve and enhance the municipalities highly valued heritage places to retain and promote Yarra's distinctive character and sense of history. - Manage the scale, intensity and form of development in activity centres to protect highly intact heritage

streetscapes and buildings.

02.03-5 Housing

- Yarra will continue to manage the scale, intensity and form of residential growth. This will continue to differ across the municipality depending on the capacity of sites to accommodate housing growth and the physical and strategic context of each site.

02.03 Strategic Directions

- Yarra has capacity for employment growth and is committed to supporting this growth in its employment areas in preference to residential development in these areas. There is an identified need to manage pressure for residential conversion of employment land to protect opportunities for economic growth.

02.04 Strategic Framework Plan

- Yarra's major, neighbourhood and local activity centres are shown in Clause 02.04 (Figure 1). The framework plan should be read in conjunction with the strategic directions in Clause 02.03.

Figure 1 Strategic Framework Plan

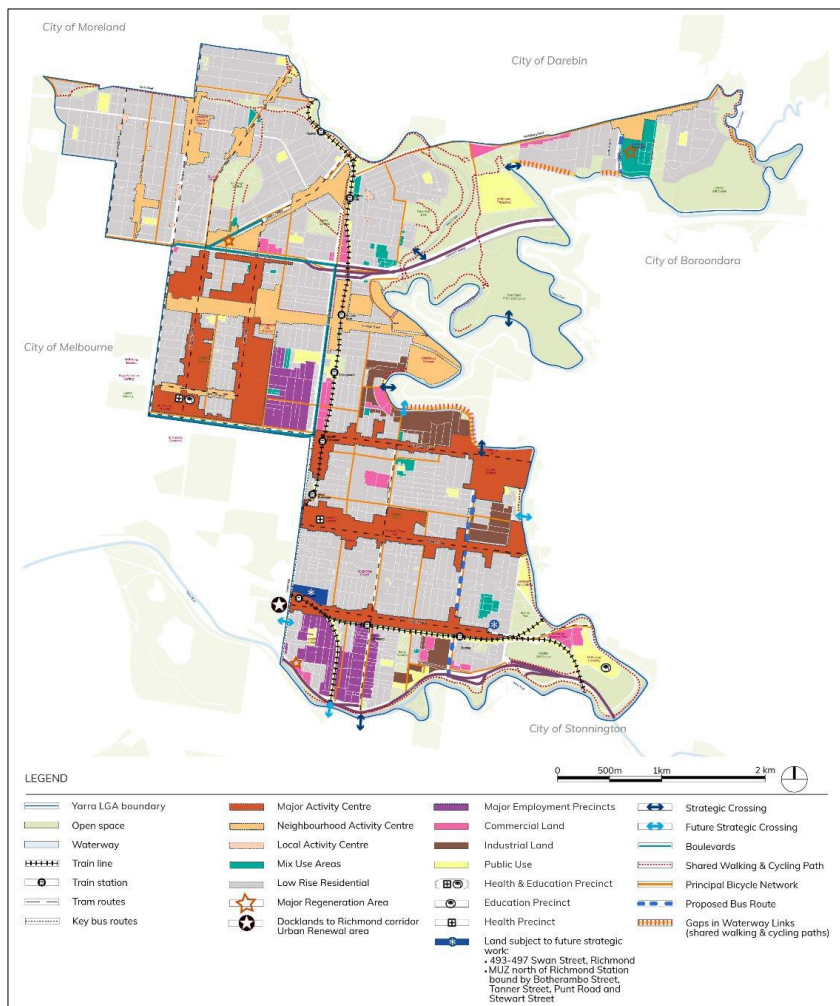


Table 3 Planning Policy Framework overview

Planning Policy Framework
State policy
11 Settlement Provides context and implements the key principles of Plan Melbourne 2017- 2050, which include providing for housing choice and affordability by planning for expected housing needs and providing for reduced ongoing living costs by increasing housing supply near public transport and services. It also encourages: <ul style="list-style-type: none"> - the consolidation of residential activities within existing urban areas and development in existing residential areas - structure planning to facilitate the orderly development of urban areas.
12 Environmental and landscape values Seeks for planning to: <ul style="list-style-type: none"> - protect the health of ecological systems and the biodiversity they support and conserve areas with identified environmental and landscape values - implement environmental principles for ecologically sustainable development.
13 Environmental risks and amenity Seeks to ensure that planning strengthens the resilience and safety of communities by adopting a best practice environmental and risk management approach. This Clause ensures that contaminated and potentially contaminated land is used and developed safely.
15 Built Environment and Heritage Seeks to create good quality urban environments that contribute positively to local character and sense of place and are functional, accessible, safe and diverse through the appropriate location of use and development and through high quality buildings and urban design. This Clause also sets out the importance of ensuring the conservation of places which have identified heritage significance.
16 Housing Emphasises the importance of providing enough quality and diverse housing that meets the growing diverse needs of Victorians in locations in or close to activity centres and sites that offer good access to jobs, services and transport. It requires councils to identify areas that offer opportunities for more medium and high-density housing near employment and transport in Metropolitan Melbourne.
17 Economic development Seeks to encourage development which meets the community's needs for retail, entertainment, office and other commercial services and provides a net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.
18 Transport Promotes the creation of a safe and sustainable transport system and promotes the use of sustainable personal transport.
Local policies
11.03-1L Activity Centres Seeks to manage a sustainable network of activity centres that facilitate appropriate economic and housing growth and provide attractive places for social and community interaction. Strategies include to: <ul style="list-style-type: none"> - encourage uses and development in activity centres that support the employment areas, health and education precincts shown in Clause 02.04

Planning Policy Framework

- support development within activity centres that is consistent with the capacity for each centre as identified in Clause 16.01-1L (Strategic Housing Framework Plan)
- support high quality mid-rise buildings in major and neighbourhood activity centres
- support development that improves the built form character of activity centres, while conserving heritage places, streetscapes and views to identified landmarks
- support use and development which contribute to the night-time economies of activity centres, while limiting adverse amenity impacts within the centres and surrounding residential neighbourhoods
- support development that sensitively transitions to interfaces with low-rise residential neighbourhoods
- promote use and development that support street level activation and passive surveillance of the public realm
- support development that improves the public realm and positively contributes to the streetscape environment within activity centres
- Promote the metropolitan and local retail and commercial roles of each activity centre.

12.01-1L Biodiversity

Seeks to protect and enhance the natural environment and seek to increase the quality and quantity of the city's biodiversity.

12.03-1L Yarra River, Darebin and Merri Creek corridors

Seeks to recognise the strategic importance of the Yarra River and Darebin and Merri Creek corridors as multi-functional open spaces and protecting and enhancing their environments.

13.07-1L-01 Interfaces and amenity

Seeks to:

- protect the operation of business and industrial activities from new residential use and development
- provide a reasonable level of amenity to new residential development within or adjacent to land in commercial and industrial zones
- support the growth and operation of surrounding non-residential development and uses.

15.01-1L Urban Design

Strategies relate to public realm, wind, weather protection, projections over a public realm, development adjoining land in a Heritage Overlay, laneways, boulevards and development adjacent to a public open space.

15.01-2L Building design

Strategies relate to building form, building heights, building setbacks, walls on boundaries, site coverage, internal amenity, impact of development on adjoining properties, roof form, materials, landscaping, pedestrian access, frontages, front fences and gates, carparking, loading facilities and outbuildings and service equipment.

15.01-2L-01 Environmentally Sustainable Design

Seeks to achieve best practice in environmentally sustainable development from the design stage through to construction and operation.

15.01-2L-02 Landmarks

Seeks to maintain the visual prominence of and protect primary views to Yarra's valued landmarks.

Planning Policy Framework

15.03-1L Heritage

Seeks to:

- conserve and enhance Yarra's natural and cultural heritage
- preserve the scale and pattern of streetscapes in heritage places
- ensure the adaptation of heritage places is consistent with the principles of good conservation practices
- promote signs that conserve and enhance the significance of a heritage place.

16.01-1L Location of Residential Development

Seeks to encourage new housing development to locations in a major or neighbourhood activity centre or major regeneration area as shown in Clause 02.04. Includes Clause 16.01-1L-01 Housing diversity.

16.01-2L Housing affordability

Seeks to facilitate the provision of affordable housing and social housing (public and affordable community housing), including new social housing and upgrades to existing social housing.

17.01-1L Employment

Strategies relate to supporting development that provides high quality amenity for workers, supporting a wide range of enterprises and providing services for workers.

17.02-1L Retail

Strategies relate to enhancing the sustainability and vitality of activity centres and improving the quality and appearance of the built environment.

18.01-3L Sustainable transport

Seeks to facilitate an environmentally sustainable transport system that is safe and supports health and wellbeing.

18.02-1L Walking

Seeks to improve the walking network and create high-quality pedestrian environments.

18.02-2L Cycling

Seeks to facilitate an efficient and safe bicycle network and increase the proportion of trips made by cycling.

18.02-4L Road system

Strategies relate to improving reliability and safety of all road users and the public realm. Includes Clause 18.02-4L-01 Car parking which seeks to ensure car parking is supplied and managed consistent with promoting travel by sustainable modes.

19.02-6L Open space

Seeks to protect and enhance existing public open space, increase the quantity and quality of open space and provide a linked network that meets existing and future community needs.

2.3 Relevant planning strategies and policies

(i) Plan Melbourne

Plan Melbourne 2017-2050 (Plan Melbourne) sets out strategic directions to guide Melbourne's development to 2050, to ensure it becomes more sustainable, productive and liveable as its population approaches 8 million. It is accompanied by a separate implementation plan.

Plan Melbourne is structured around seven Outcomes, which set out the aims of the plan. The Outcomes are supported by Directions and Policies, which outline how the Outcomes will be achieved.

Key relevant Directions are:

- Direction 1.1 – Create a city structure that strengthens Melbourne’s competitiveness for jobs and investment seeks to strengthen the competitiveness of Melbourne's employment land.
- Direction 1.2 - Improve access to jobs across Melbourne and closer to where people live is also relevant.
- Direction 2.1 - Manage the supply of new housing in the right locations to meet population growth and create a sustainable city.
 - Policy 2.1.2 – Facilitate an increased percentage of new housing in established areas to create a city of 20-minute neighbourhoods close to existing services, jobs and public transport.
 - Policy 2.1.4 – Provide certainty about the scale of growth in the suburbs.
- Direction 2.2 – Deliver more housing close to jobs and public transport.
 - Policy 2.2.3 – Support new housing in activity centres and other places that offer good access to jobs, services and public transport.
- Direction 4.3 – Achieve and promise design excellence.
 - Policy 4.3.1 – Promote urban design excellence in every aspect of the built environment.
- Direction 4.4 – Respect Melbourne’s heritage as we build for the future.
 - Policy 4.4.1 – Recognise the value of heritage when managing growth and change.
- Direction 5.1 – Create a city of 20-minute neighbourhoods.
 - Policy 5.1.1 – Create mixed-use neighbourhoods at varying densities.
 - Policy 5.1.2 – Support a network of vibrant neighbourhood activity

(ii) Victoria’s Housing Statement and draft Housing Targets

The State government released *Victoria’s Housing Statement – The Decade Ahead 2024-2034* in September 2023. It includes a target of 800,000 new homes over the ten year period.

The draft Housing Target for the City of Yarra is to provide Planning Scheme capacity for an additional 48,000 dwellings from 2023 to 2051. This represents an increase of 91 per cent above the number of dwellings in Yarra in 2023. At the time of writing this report the Department of Transport and Planning was considering feedback from consultation on the draft targets and the numbers are not finalised.

(iii) Yarra Housing Strategy

The Yarra Housing Strategy (Housing Strategy):

- is a housing growth framework that sets a preferred vision for Yarra over 15 years
- aims to ensure clear policy direction about where residential development will be focused, and where it will be limited, in order to meet the changing needs of the Yarra community
- recognises the importance of heritage in the context of managing growth and specifically calls for future growth to respond to places of heritage significance within activity centres

- was prepared in the context of State and regional policy, including Plan Melbourne, and is based on demographic profiling and housing trends
- identifies land opportunities for over 13,000 new dwellings over 15 years, and highlights that 805 hectares of land is zoned residential, accounting for 41 per cent of all land in Yarra
- identifies that current or proposed strategic land use planning is or will be underway for all its major and neighbourhood activity centres.

Four strategic directions are articulated, outlining the preferred growth strategy as follows:

- Strategic Direction 1 – Monitor population growth and evolving development trends in Yarra to plan for future housing growth and needs
- Strategic Direction 2 – Direct housing growth to appropriate locations
- Strategic Direction 3 – Plan for more housing choice to support Yarra's diverse community
- Strategic Direction 4 – Facilitate the provision of more affordable housing in Yarra.

The Housing Strategy includes a Strategic Housing Framework Plan that identifies four housing change areas applied across the municipality including:

- Minimal change
- Incremental change
- Moderate change
- High change.

The Housing Strategy describes the typical characteristics, level of growth and the type of development that is likely for each housing change area. It notes that the scale and form of residential growth may differ across a change area and development proposals will need to appropriately respond to their context and the capacity of an individual site to accommodate housing growth.

Council adopted the Housing Strategy on 4 September 2018 and is proposed to be introduced as a Background Document in the Planning Scheme through Amendment C269yara.

(iv) Yarra Spatial Economic and Employment Strategy

The Yarra Spatial Economic and Employment Strategy (YSEES) seeks to understand and capitalise on Yarra's economic strengths and respond to key trends and economic drivers over the next 10 to 15 years. The YSEES:

- provides guidance on managing growth and change in employment and economic activity
- has been prepared having regard to planning contextual considerations, capacity for employment growth and trends and drivers
- identifies Yarra's stock of employment land as a strategic resource that accommodates a large and diverse range of business and jobs and provides employment opportunities
- includes six key strategies, including:
 - support employment growth in activity centres
 - retain and grow Yarra's major employment precincts
 - identify preferred locations for housing growth
 - support the expansion of health related employment and services in Yarra's health precincts

- retain other Commercial 2 zoned precincts
- retain Yarra's existing industrial precincts for manufacturing and urban services.

The YSEES was adopted by Council in September 2018 and is proposed to be introduced as a Background Document in the Planning Scheme through Amendment C269yara.

(v) Yarra Heritage Strategy 2019-2030

The City of Yarra Heritage Strategy 2019-2030 (Heritage Strategy) defines Council's strategic approach to managing heritage. It defines key priorities that are important for developing and promoting a greater understanding of heritage within the community and recommends key actions and measures intended to better protect and manage the City's heritage places and assets.

Council adopted the Heritage Strategy on 12 November 2019.

(vi) Activity Centres Roles and Boundaries

The *Activity Centres Roles and Boundaries* report, October 2019, (Activity Centres Report):

- assesses the policy context for the system of activity centres in Yarra
- reviews the planning scheme provisions and analyses the roles, extent and boundaries of all the activity centres
- provides the basis for revisions in the Planning Scheme re-write (Amendment C296yara) and adds explicit boundaries to local policy
- addresses the level of change and new development anticipated in the Major, Neighbourhood and Local activity centres.

Amendment C269yara proposed to more accurately delineate the boundaries of activity centres in Yarra with reference to the criteria contained in Planning Practice Note 58 (Structure Planning for Activity Centres) (PPN58). An assessment against PPN58 for all activity centres was undertaken in the Activity Centres Report.

The Activity Centres Report is proposed to be introduced as a Background Document in the Planning Scheme through Amendment C269yara.

2.4 Planning scheme provisions

Details of relevant zoning, overlay and other provisions specific to each activity centre or precinct are provided in subsequent reports.

2.5 Ministerial Directions

The following Ministerial Directions are relevant to the draft amendments being considered by the Committee.

- Ministerial Direction 1: Potentially Contaminated Land
- Ministerial Direction 9: Metropolitan Planning Strategy
- Ministerial Direction 11: Strategic Assessment of Planning Scheme Amendments
- Ministerial Direction 15: The Planning Scheme Amendment Process.

2.6 Planning Practice Notes

The following Planning Practice Notes are relevant to the draft amendments being considered by the Committee:

(i) Planning Practice Note 30 – Potentially contaminated land, July 2021

PPN30 provides guidance on how to identify potentially contaminated land, the appropriate level of assessment of contamination in different circumstances, appropriate provisions in planning scheme amendments and appropriate conditions on planning permits.

(ii) Planning Practice Note 46 – Strategic assessment guidelines, September 2022

Minister's Direction 11 (Strategic Assessment of Planning Scheme Amendments) requires a planning authority to evaluate and discuss how an amendment addresses a number of strategic considerations. This Practice Note explains what should be considered as part of the direction.

(iii) Planning Practice Note 58 – Structure planning for activity centres, September 2018

PPN58 provides guidance on the activity centre structure planning process. Covers the reasons for structure planning in activity centres, the policy context, and possible inputs and outputs of the process.

(iv) Planning Practice Note 59 – The role of mandatory provisions in planning schemes, August 2023

PPN59 sets out criteria that can be used to decide whether a mandatory provision is appropriate in a planning scheme. It states:

While mandatory provisions only provide fixed planning outcomes, there are circumstances where they are warranted. Mandatory provisions provide greater certainty and ensure a preferred outcome and more efficient process. Although mandatory provisions are the exception, they may be used to manage:

- areas of high heritage value
- areas of consistent character
- sensitive environmental locations such as along the coast
- building heights in some activity centres.

A balance must be struck between the benefits of a mandatory provision in the achievement of an objective against any resulting loss of opportunity for flexibility in achieving the objective.

...

Mandatory provisions usually specify a maximum or minimum built form requirement. Most mandatory provisions are for building heights, but they can also relate to:

- site coverage
- plot ratio
- setbacks to buildings
- lot sizes
- open space areas
- sight lines.

Mandatory provisions may be considered if it can be demonstrated, through a detailed assessment and evidence-base, that discretionary provisions are insufficient to achieve desired outcomes.

It includes criteria which should be used as a guide for assessing the appropriateness of a proposed mandatory control. The criteria include:

- strategic support
- appropriateness of departing from performance-based approach

- facilitates required outcome.

(v) Planning Practice Note 60 – Height and setback controls for activity centres, September 2018

PPN60 provides guidance on the preferred approach to the application of height and setback controls for activity centres, including more specific guidance regarding the application of mandatory controls in activity centres:

Mandatory height or setback controls should only be applied where:

- exceptional circumstances exist; or
- council has undertaken comprehensive strategic work and is able to demonstrate that mandatory controls are appropriate in the context, and
- they are absolutely necessary to achieve the preferred built form outcomes and it can be demonstrated that exceeding these development parameters would result in unacceptable built form outcomes.

In relation to 'exceptional circumstances', PPN60 states:

Exceptional circumstances may be identified for individual locations or specific and confined precincts, and might include:

- ...
- significant heritage places where other controls are demonstrated to be inadequate to protect unique heritage values
- significant physical features, such as views to or from the activity centre or topography, where it can be demonstrated that discretionary controls would be inadequate to deliver the desired built form objectives or outcomes for the activity centre
- sites of recognised State significance where building heights can be shown to add to the significance of the place, for example views to the Shrine of Remembrance
- ...

Where exceptional circumstances are identified, mandatory height and setback controls should only be applied where they are absolutely necessary to achieve the built form objectives or outcomes identified from the comprehensive built form analysis. Where mandatory controls are proposed, it will need to be demonstrated that discretionary controls could result in an unacceptable built form outcome.

Where a Council is relying on 'comprehensive strategic work' to justify mandatory controls this should be assessed against:

- consistency with State and regional policy
- currency of the work
- the capacity to accommodate growth within the activity centre.

(vi) Planning Practice Note 93 – Wind impacts in apartment developments, December 2021

PPN93 provides guidance on the requirements of Clause 58.04-4 which relate to wind impacts for an apartment development of five or more storeys.

Appendix A Terms of Reference

Yarra Activity Centres Standing Advisory Committee

Standing Advisory Committee appointed under Part 7, section 151 of the *Planning and Environment Act 1987* (the Act) to advise the Minister and Yarra City Council on referred planning matters and associated draft Yarra planning scheme provisions for activity centres and other areas of urban change.

Name

The Advisory Committee is to be known as the 'Yarra Activity Centres Standing Advisory Committee'.

1. The Advisory Committee is to have members with the following skills:
 - a. Strategic and statutory planning
 - b. Built form, heritage and urban design
 - c. Economic development and urban geography
 - d. Traffic and transport planning.
2. The Advisory Committee will include a Chair, a Deputy Chair and not less than two other appropriately qualified members.
3. The Advisory Committee may engage specialist advice as required.

Purpose

4. The purpose of the Committee is to provide timely advice to the Minister for Planning and Yarra City Council on any relevant matters referred to it relating to strategic and built form work undertaken in relation to its activity centres and other areas of urban change, and any associated draft planning scheme amendments.

Background

5. The City of Yarra is experiencing ongoing significant development pressure, primarily directed to activity centres, and other areas of urban change, such as the municipality's employment precincts.
6. The City of Yarra has a well-established network of activity centres, each with its own role and identity including:
 - a. Major activity centres of Bridge Road, Brunswick Street, Smith Street, Swan Street and Victoria Street which are identified in Plan Melbourne 2017-2050 and provide a wide range of goods and services, some serving larger sub-regional catchments.
 - b. Neighbourhood activity centres of Carlton North, Gertrude Street, Heidelberg Road Alphington, Johnston Street, Nicholson Street, North Fitzroy, North Fitzroy/Clifton Hill, Queens Parade, Rathdowne Street and St Georges Road which provide access to local goods, services and employment opportunities to serve the needs of the surrounding community.
 - c. Local activity centres which provide a more limited range of goods, services and employment opportunities and largely serve the adjoining local community.
7. Activity centres in the municipal area are experiencing development pressure with the addition of midrise commercial development and apartments. They will continue to accommodate most of the city's growth because of their proximity to transport infrastructure, shops and services making them the most suitable locations for development.
8. The City of Yarra has capacity for employment growth and the council is committed to supporting this growth in its employment areas in preference to residential development in these areas. There is an

identified need to manage pressure for residential conversion of employment land to protect opportunities for economic growth. These areas include the municipality's health and education precincts, Cremorne and the Gipps Street precinct in Collingwood.

9. A key challenge in planning for this development pressure is the need to accommodate new development in a built form that is sensitive to the context of the area which includes heritage significance, character and scale of the surrounding area. This needs to be balanced with opportunities to allow for new built form character in major regeneration areas. Protecting heritage buildings and streetscapes while still allowing appropriate development is a key driver in the municipal area.
10. Yarra City Council has already set much of its high-level strategic direction for its city through the Yarra Housing Strategy and the Yarra Spatial, Economic and Employment Strategy, both of which were adopted in 2018. The council is currently seeking to implement these strategies by amending its Planning Policy Framework via Yarra Planning Scheme Amendment C269 which was exhibited between September to December 2020.
11. While the council has carried out a significant amount of strategic work in recent years and has successfully introduced built form and heritage controls to activity centres including Johnston Street and Queens Parade, there is a need to provide an appropriate planning framework for other areas and activity centres to provide certainty to the community and proponents about appropriate height, built form and decision criteria to manage new development. An initial list of areas the council has conducted built form analysis for is attached at Appendix A.
12. The objective of the Yarra Activity Centres Standing Advisory Committee is to provide consistent advice in a transparent, simpler, more timely and cost-efficient process on any proposed new planning provisions referred to it by the Minister.
13. It is important that this process complements the council's commitment to community engagement and addresses the requirements of section 4(2)(h) of the Act which outlines the critical standard for any planning approval process, which is to meet the objective of establishing a clear procedure for amending planning schemes, with appropriate public participation in decision making.
14. Where community engagement, formal or informal public notice or consultation under section 20(5) of the Act has occurred before or as part of the advisory committee process, planning scheme amendments for matters considered by the Committee may be recommended to be approved under the provisions of section 20(4) of the Act.

Method

15. The Minister for Planning may refer one or more proposals for changes to planning controls to the advisory committee, including, but not limited to those areas specified in Appendix A.
16. The Committee must comprise a quorum of at least two members, one of whom must be the Chair or the Deputy Chair, for any forums, hearings, meetings or workshops conducted by the advisory committee.
17. The Committee can undertake its proceedings in stages, including considering and reporting on any draft planning scheme amendments referred to it either separately or together.
18. The Committee may apply to the Minister for Planning to vary these Terms of Reference in any way it sees fit.
19. The Committee may conduct any briefing, forum, hearing, meeting or workshop by electronic means.
20. The Committee will be provided with a background information, material and reports by the Department of Environment, Land, Water and Planning (DELWP) and Yarra City Council, including:
 - a. Strategic work undertaken by the council for the activity centres subject to existing or proposed interim planning controls;

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- b. Recent panel reports and VCAT decisions in the City of Yarra and other places relevant to planning scheme provisions for the activity centres the Yarra City Council requests to be referred to the advisory committee; and
 - c. Other relevant strategic work undertaken by either council or DELWP.
- 21. The Committee may invite DELWP, the council and any other party to identify or address any preliminary matters through forums, meetings, workshops or written comments.

Stage 1 – Notice and submissions

- 22. Yarra City Council may seek the written consent of the Minister or the Minister's delegate to prepare and give notice of a draft planning scheme amendment.
- 23. As directed by the Minister, Yarra City Council will prepare and give notice of a draft planning scheme amendment and receive submissions. The Yarra City Council will consider all submissions and where possible seek to resolve issues with submitters prior to requesting matters be referred to the Committee.
- 24. When preparing documentation for public notice, the Yarra City Council must liaise with the Committee to agree to:
 - a. A Directions Hearing date
 - b. The public hearing datesThe agreed dates are to be included on all notices for public exhibition.
- 25. When preparing documentation for public notice, the Yarra City Council must liaise with DELWP to agree to:
 - a. The type of notice
 - b. The extent of notice
 - c. The public exhibition dates.
- 26. The Advisory Committee is not expected to carry out any additional public referral or notice but may do so if it considers it to be appropriate.
- 27. Petitions and pro-forma letters will be treated as a single submission and only the first name to appear on the first page of the submission will receive correspondence on Advisory Committee matters.

Stage 2 - Referral

- 28. Once all submissions are considered by the council, it will provide a copy of all submissions received in response to notice and a detailed response to those submissions including a copy of council's preferred draft amendment in a request for the Minister to refer the proposal to the Advisory Committee.
- 29. The Minister will consider requests to refer planning matters to the Advisory Committee and may seek advice on any relevant strategic planning matters in the City of Yarra. Once a decision has been made, the Minister will provide a letter of referral to the Committee Chair, seeking its advice on particular matters or unresolved submissions and/or any other relevant matter. The letter of referral will be a public document.

Stage 3 – Hearings and consideration of planning scheme amendments

- 30. Following referral from the Minister, including receipt of submissions and Yarra City Council's response, the Advisory Committee may undertake any of the following:
 - a. a directions hearing
 - b. a public hearing and provide an opportunity for submitters to be heard

- c. forums, meetings or workshops with one or more submitters or any other party
 - d. a review of submissions based 'on the papers'.
- 31. The Committee must conduct a hearing and provide an opportunity for submitters to be heard if requested by any submitter, including Yarra City Council.
- 32. The Committee must afford natural justice to all participants in the hearing.
- 33. The Committee may limit the time of parties appearing before it and may prohibit or regulate cross examination.
- 34. The Committee must not consider submissions or evidence on a matter that a planning authority is prevented from considering under section 22(3) of the Act.

Stage 4 – Advisory committee report and recommendations

- 35. For each planning matter referred to it, the Advisory Committee must produce a written report for the Minister for Planning and Yarra City Council. The report must include:
 - a. consideration of the matters outlined in these Terms of Reference
 - b. an assessment of the proposed draft planning scheme amendment and any recommended changes to the proposed provisions
 - c. an assessment of submissions to the Committee and any other relevant matters raised in the course of the Committee process
 - d. advice on any relevant strategic planning matters
 - e. a recommendation on whether the draft planning scheme amendment is strategically justified and could be approved by the Minister without notice, using his powers under section 20(4) of the Act
 - f. a recommendation on whether the draft planning scheme amendment or any part of it should be subject to the requirements of sections 17, 18 and 19 and the regulations of the Act and processed as a 'standard' amendment
 - g. a record of the date, location, attendees and purpose of any forum, meeting or workshop it held
 - h. a list of persons who made submissions to the Committee.
- 36. The Committee may address more than one draft amendment and/or relevant strategic planning matters and combine its assessment of the draft amendments in a report.
- 37. The Committee may inform itself in any way it sees fit, but must consider all relevant matters including but not limited to:
 - a. the provisions of the Act, including Ministerial Directions, advisory and practice notes and Plan Melbourne,
 - b. the provisions of the Yarra Planning Scheme, including any adopted plans, strategies or planning scheme amendments (including Yarra Amendment C269 and any panel report for the amendment),
 - c. all submissions and evidence received,
 - d. all relevant material provided to the it by all participating parties

Submissions and records of forums, meetings or workshops are public documents

- 38. The Committee must retain a library of any written submissions or other supporting documentation provided to it, or used or tabled in any forum, meeting or workshop, until a decision has been made on its report or five years has passed from the time of its appointment.

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39. Any written submissions or other supporting documentation provided to the Advisory Committee must be available for public inspection until the submission of its report, unless the Advisory Committee specifically directs that the material is to remain 'in camera'.

Timing

40. The Committee is required to commence its process by issuing a written notice for the referral of a matter from the Minister to all submitters, Yarra City Council and DELWP no later than 10 business days from the date of any specific letter of referral received.
41. The Committee is required to submit each report to the Minister and Yarra City Council under Stage 3 no later than 40 business days from the final day of its proceedings, tabling of submissions or consultation process whichever is final.
42. Yarra City Council must release the report of the Advisory Committee online to the council's website within 10 days of its receipt.

Fee

43. The fee for the Committee will be set at the current rate for a Panel appointed under Part 8 of the Act.
44. The costs of the Committee and any associated public consultation notification will be met by Yarra City Council unless an alternative is specified in the letter of referral from the Minister to the Advisory Committee.



Richard Wynne MP

Minister for Planning

Date: 10 / 06 / 2021

Appendix D Committee preferred version of the Design and Development Overlay Schedule 18

This Committee preferred version of the DDO18 shows recommendations based on Council's Final Day version (Document 62).

Note: The Committee does not support mandatory provisions (see Chapter 3.1). Precinct maps need to be amended to replace reference to 'Mandatory' with 'Preferred'. Precinct maps also need to be updated to:

- align with metrics recommended by the Committee in Chapters 4 and 5 of this Report
- renumber in accordance with the exhibited DDO18.

The Committee has made other suggestions regarding drafting in Chapter 6.

[Tracked Added](#)

~~Tracked Deleted~~

SCHEDULE 18 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as DDO18.

HEIDELBERG ROAD PRECINCTS

1.0 Design objectives

- To ensure development ~~supports; contributes to the creation of identified preferred built form character, while responds to the existing surrounding low scale residential and parkland character.~~
 - ~~A new mid-rise contemporary character in Precinct 1 with buildings providing a street wall to frame Heidelberg Road retaining the prominence of and key view lines to the former Porta chimney and heritage factory and creating a transition in building scale down towards each of the adjacent parklands.~~
 - ~~An emerging mid-rise commercial character in Precinct 2 which comprises development behind a landscape setback, with a consistent street wall, and recessive upper levels along Heidelberg Road.~~
 - ~~A new contemporary mid-rise development in Precinct 3A that addresses the prominent corner location, without competing with the adjacent high-rise development on the east side of Chandler Highway, and which provides perimeter landscape setbacks as well as street wall and building heights that transition down in scale to the adjacent low rise forms in Coate Avenue.~~
 - ~~A new mid-rise character in Precinct 3B with a mix of retained heritage and complementary street wall heights along Heidelberg Road, and a landscape setback between Yarralea Street and Como Street.~~
- To ensure development delivers a high quality landscaped interface that incorporates canopy trees (where appropriate), openness and a significantly improved pedestrian amenity along Heidelberg Road providing passive surveillance and activated, pedestrian-oriented façades.
- To ensure development responds to heritage fabric through recessive upper level development, ~~and~~ a legible transition in scale from taller building forms towards the interface with heritage buildings, ~~and retains the prominence of and key view lines to the former 'Porta' chimney and heritage factory at 224-256 Heidelberg Road, Fairfield.~~

Commented [YCC1]: Do not support. Refer to Attachment 4 Committee Rec # 1. f).

Commented [YCC2]: Do not support. Refer to Attachment 4 Committee Rec # 1. g).

Commented [YCC3]: Do not support. Refer to Attachment 4 Committee Rec # 1. g).

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- To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a legible transition to low-rise residential areas and public open space and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing.

Commented [YCC4]: Support. Refer to Attachment 4 Committee Rec # 1. f).

2.0 Building and works

A permit is not required to:

- extend a ground floor at the rear provided:
 - the maximum building height is not more than 4 metres above ground level.
- alter an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - in a C1Z, at least 80 per cent of the building facade at ground floor level is maintained as an entry or window with clear glazing.
- construct an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager
- construct or carry out works to a telecommunications facility.

2.1 Definitions

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant (including properties on the Victorian Heritage Register).

Laneway means a road reserve of a public road 9 metres or less wide.

Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at the street boundary or if a front or street setback is required in this DDO, the front of the building.

Street wall height means the height of the street wall measured at the vertical distance between the footpath at the centre of the frontage and the highest point of the building at the street wall, with the exception of architectural features and building services.

Upper level means development above the height of the street wall.

Upper level setback means the minimum distance between the development above the height of the street wall (including projections such as balconies, building services and architectural features) and the street wall.

Street boundary means the boundary between the public street and the private property.

Rear interface is the rear wall of any proposed building or structure whether on the property boundary or set back from the property boundary.

2.2 General requirements

The requirements below ~~(including both the General Requirements and Precinct Design Requirements)~~ apply to an application to construct a building or construct or carry out works. ~~A permit cannot be granted to vary a requirement expressed with the term 'must' or listed in a 'mandatory' column of a table or map.~~

Commented [YCC5]: Do not support. Refer to Attachment 4 Committee Rec # 1. g).

Commented [YCC6]: Do not support. Refer to Attachment 4 Committee Rec # 3.

2.3 Street wall height and street setback requirements

~~Development must not exceed the mandatory maximum street wall heights as shown on Maps 2, 3A, 3B.~~

Development should not exceed the preferred maximum street wall heights as shown on Maps 1, 2, 3A and 3B unless all the following built form outcomes ~~are achieved~~ ~~requirements are met~~ to the satisfaction of the Responsible Authority:

Commented [YCC7]: Do not support. Refer to Attachment 4 Committee Rec # 1. a), 1. b) and 3.

Commented [YCC8]: Support. Wording clarification.

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- ~~the proposed street wall height provides~~ an appropriate transition, scaling down to the interface with a heritage building;
- ~~the proposed street wall height does not avoid~~ visually overwhelming the adjoining heritage building; and
- ~~the proposed street wall height provides~~ an appropriate transition, scaling down to the interface with low rise residential areas.

Commented [YCC9]: Support. Minor wording clarification.

Infill development ~~abutting~~ ~~adjoining~~ a heritage building should match the parapet height of the adjoining building for a minimum of 6 metres in length.

Commented [YCC10]: Support. Wording clarification.

The street wall on corner buildings should continue the main frontage street wall height for a minimum of 8 metres to the side street, but then transition down in height to match the rear or side interface as required.

Development of non-heritage buildings on street corners should provide a corner splay at minimum of 1 x 1 metre at the site's corner boundaries.

Development should retain the visual prominence of:

- the heritage street wall in the vistas along the street;
- heritage fabric of the return facades of heritage buildings on corner sites.

Street setbacks (as identified in Clause 2.3 and Maps 1 to 3B4 in Clauses 2.7 to 2.10) should be designed to create a sense of openness ~~and clear line of sight~~ at pedestrian level between the public footpath and street wall.

Commented [YCC11]: Support. Minor drafting changes.

Front setback design should provide a high quality landscaped interface that significantly enhances the pedestrian experience along Heidelberg Road.

Development with dual frontages to Heidelberg Road and Park Crescent should create a street wall behind a street setback towards Park Crescent to not dominate the low, residential character of Park Crescent.

Front or street setbacks for Precincts 3A and Precinct 3B (between Yarralea Street and Como Street) should be designed to include canopy trees and soft landscaping to:

- Blend in with the residential character of Precinct 3A
- Create a more pedestrian-friendly environment and avoid the dominance of car parking areas for Precinct 3B (between Yarralea Street and Como Street).

Development ~~should must~~ be setback to provide:

Commented [YCC12]: Do not support. Refer to Attachment 4 Committee Rec # 3.

- for space for circulation, canopy landscaping for all streets shown in Table 1 and Maps 1-3B4; and
- better separation for the sections of Heidelberg Road shown in Table 1 and Maps 1-3B4.

Commented [YCC13]: Support. Minor drafting changes.

Balconies at the street wall levels may protrude into a street wall front setback along the sections of Heidelberg Road shown in Table 1 and Map 1-3B4 if the following requirements are met, to the satisfaction of the Responsible Authority:

- ~~The~~ balconies:
 - do not restrict the ability to provide space for circulation, ~~small~~ canopy trees and landscaping;
 - ~~Balconies~~ do not protrude greater than 2m into the setback;
 - ~~Balconies~~ do not present as a second street wall when viewed from the opposite side of the street and at oblique angles;
 - ~~Balconies~~ are not enclosed (excepting balustrades); and
- ~~B~~Balustrades are designed to be visually permeable.

Commented [YCC14]: Support. Minor drafting changes.

Commented [YCC15]: Do not support. Refer to Attachment 4 Committee Rec # 5.

Commented [YCC16]: Support. Minor drafting changes.

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Table 1 ~~Preferred~~ ~~Mandatory~~ Street Setbacks

Precinct	Location	Preferred Mandatory minimum street setback
Precinct 1	Heidelberg Road (excluding heritage properties) and Yarra Bend Road	3m
Precinct 2	Heidelberg Road and Park Crescent	3m
Precinct 3	Heidelberg Road and Chandler Highway Coate Avenue	3m 3m
Precinct 3B	Heidelberg Road between: ▪ Parkview Road and Park Avenue ▪ Yarralea Street and Como Street Heidelberg Road between: ▪ Parkview Road and Park Avenue	3m 0m

Commented [YCC17]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC18]: Do not support. Refer to Attachment 4 Committee Rec # 3.

2.4

Upper level front and side setback requirements

Upper levels of development are set back above the street wall as shown in Table 2:

Table 2 Upper level setbacks

Precinct	Location	Mandatory minimum upper level setback	Preferred minimum upper level setback
Precinct 1	Heidelberg Road and Yarra Bend Road	None specified.	6m
Precinct 2	Heidelberg Road and Park Crescent	None specified.	6m
	Other side streets	None specified.	3m
Precinct 3A	Heidelberg Road and Chandler Highway	None specified.	6m
	Coate Avenue	10 metres; and an additional minimum of 10 metres above the secondary step	None specified. 10 metres; and an additional minimum of 10 metres above the secondary step
Precinct 3B	Heidelberg Road between Parkview Road and Yarralea Street	6m	None specified. 6m
	Heidelberg Road between Yarralea Street and Como Street	None specified.	6m
	Other side streets	None specified.	3m

Commented [YCC19]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC20]: Do not support. Refer to Attachment 4 Committee Rec # 3.

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Upper levels should:

- be visually recessive when viewed from the public realm to ensure development does not overwhelm the streetscape and minimises upper level bulk;
- contain upper level setbacks above the street wall within a maximum of two steps (including the setback above the street wall below as one step) to avoid repetitive steps in the built form.

Development should achieve a sense of openness by providing strong separation of upper levels from Coate Avenue and residential properties to the rear.

Upper levels above heritage buildings should be setback in excess of the minimum upper level setback requirements where:

- it would facilitate the retention of a roof form and/or chimneys that are visible from the public realm, or a roof or any feature that the relevant statement of significance identifies as contributing to the significance of the heritage building or streetscape;
- it would maintain the perception of the three-dimensional form and depth of the building;
- a lesser setback would detract from the character of the streetscape when viewed directly or obliquely along the street.

2.5 Building height requirements

~~Development must not exceed the mandatory maximum building heights shown on Map 3A.~~

Development should not exceed the preferred maximum building heights shown on Maps 1, 2, ~~3A~~ and 3B.

A permit should only be granted to construct a building or construct or carry out works which exceeds the preferred maximum building height shown on Maps 1, 2, ~~3A~~ and 3B where, in addition to other requirements of this DDO, all the following requirements are met to the satisfaction of the responsible authority:

- the built form outcome satisfies the Overshadowing ~~and Daylight Access~~ Requirements in Clause 2.2.5;
- the proposal will achieve each of the following:
 - greater building separation than the minimum requirements in this schedule; and
 - no additional overshadowing impacts on secluded private open space to residentially zoned properties or adjacent parkland or reserves, beyond that which would be generated by a proposal that complies with the preferred building height.
 - Architectural features (except service equipment or structures) may exceed the ~~mandatory or~~ preferred maximum building height.
 - Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, roof terraces, shading devices, plant rooms, lifts, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the ~~mandatory or~~ preferred maximum height provided that:
- the equipment/structures do not cause additional overshadowing of secluded private open space to residential land, opposite footpaths, kerb outstands or planting areas in the public realm; and
- the equipment/structures, ~~other than a lift overrun~~, are no higher than 2.6 metres above the ~~mandatory or~~ preferred maximum height; and
- the equipment/structures (other than solar panels, green roofs and roof terraces) occupy less than 50 per cent of the roof area

2.6 Interface and rear setback requirements

Development ~~should must~~ provide minimum landscape setbacks between the rear interface and the boundary as shown in Table 3.

Commented [YCC21]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC22]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC23]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC24]: Support. To be removed to align with the title of Clause 2.2.5.

Commented [YCC25]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC26]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC27]: Do not support. Consistent with DDO23.

Commented [YCC28]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC29]: Do not support. Refer to Attachment 4 Committee Rec # 3 and 4. a).

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Development in Precinct 1 (as shown on Map 1) along Fairfield Park or in Precincts 2, 3A and 3B adjoining a residential property outside this overlay **should must** not exceed a maximum rear interface height as shown in Table 3.

Table 3 Preferred Mandatory minimum rear landscape setbacks and preferred mandatory maximum rear interface heights

Precinct	Preferred Mandatory minimum rear landscape setback	Preferred Mandatory maximum rear interface height
Precinct 1	3 metres (as shown on Map 1)	14.4m
Precinct 2	5 metres where a development site directly abuts a rear boundary (see Figure2) of an adjacent residential lot.	
	3 metres where a development site directly abuts a rear or side boundary (see Figure2) of an adjacent residential lot.	8.5m
Precinct 3A	4.5 metres (as shown on Map 3A)	8m
Precinct 3B	5 metres where a development site directly abuts a rear boundary (see Figure2) of an adjacent residential lot.	
	3 metres where a development site directly abuts a rear or (see Figure2) side boundary (see Figure 2) of an adjacent residential lot.	8m

Upper levels above a rear interface **should must** be contained within a 45 degree setback envelope that is measured from the top of the rear interface taken from the centre of the boundary (as shown in Figure 1: Indicative Cross Section).

Upper level setbacks above the rear interface wall should be contained within a maximum of two steps (including the setback above the interface below as one step) or be contained within a sloped façade to avoid repetitive stepping of individual levels.

Development should respond to existing secluded private open spaces by setting back at upper levels to create a sense of separation, minimise overshadowing and reduce building bulk.

Development should not visually dominate adjoining residential sites outside this overlay.

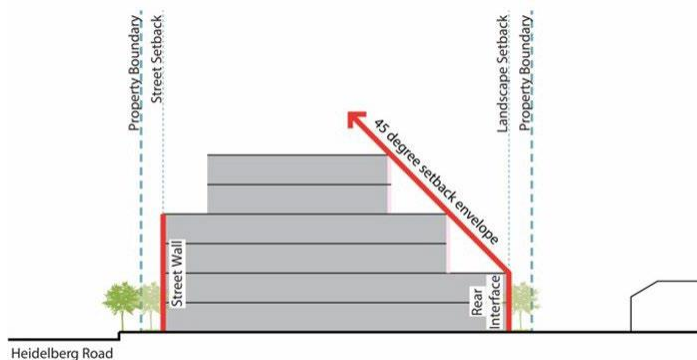


Figure 1 Indicative Cross Section

Commented [YCC30]: Support. Minor drafting addition for further clarification.

Commented [YCC31]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC32]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC33]: Support. Minor drafting addition for further clarification.

Commented [YCC34]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC35]: Do not support. Refer to Attachment 4 Committee Rec # 4. a).

Commented [YCC36]: Support. Refer to Attachment 4 Committee Rec # 4. b).

Commented [YCC37]: Do not support. Refer to Attachment 4 Committee Rec # 4. a).

Commented [YCC38]: Do not support. Refer to Attachment 4 Committee Rec # 3.

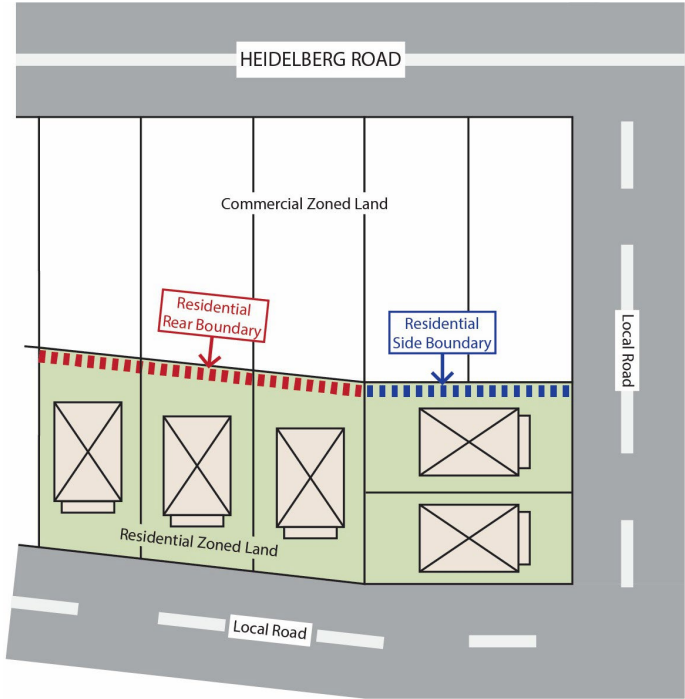


Figure 2 Residential rear and side boundaries diagram

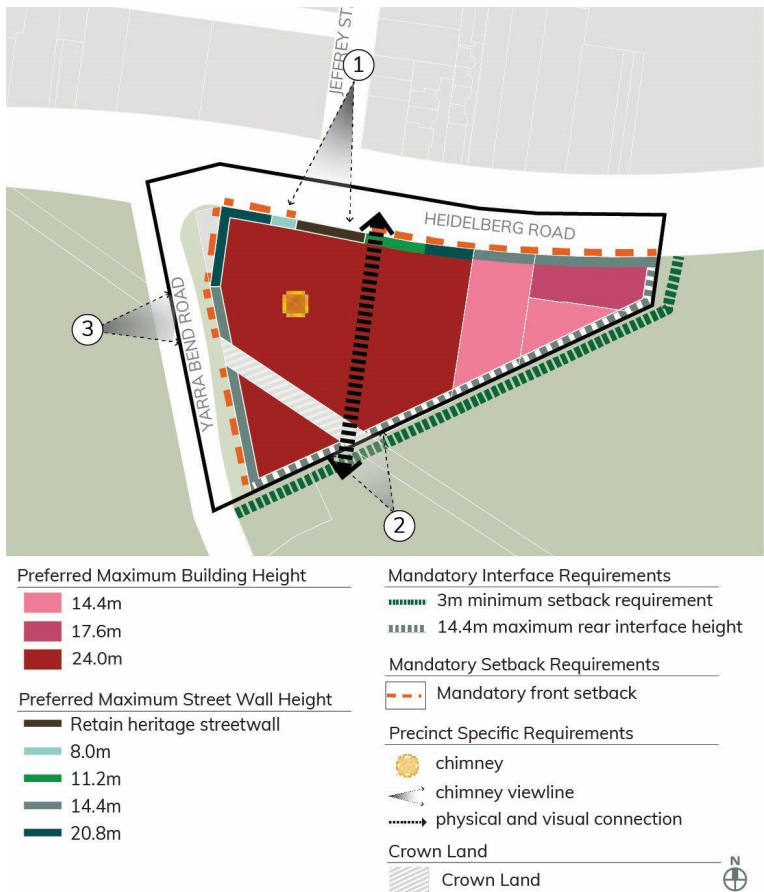
2.7 Precinct [Maps 1-objective and overall building height, street wall and setback map.](#)

Precinct objective

A new mid-rise contemporary character with buildings providing a street wall to frame Heidelberg Road, retaining the prominence of the former Porta chimney and factory and creating a transition in building scale down towards each of the adjacent parklands in Precinct 1.

Commented [YCC39]: Partially Support. Officers do not support removal of Precinct number, given the removal of precinct objectives below is not supported.

Commented [YCC40]: Do not support. Refer to Attachment 4 Committee Rec # 1. g).



Map 1 Precinct 1 ~~overall building height, street wall and setback map~~

2.8 ~~Precinct 2 objective and overall building height, street wall and setback map.~~

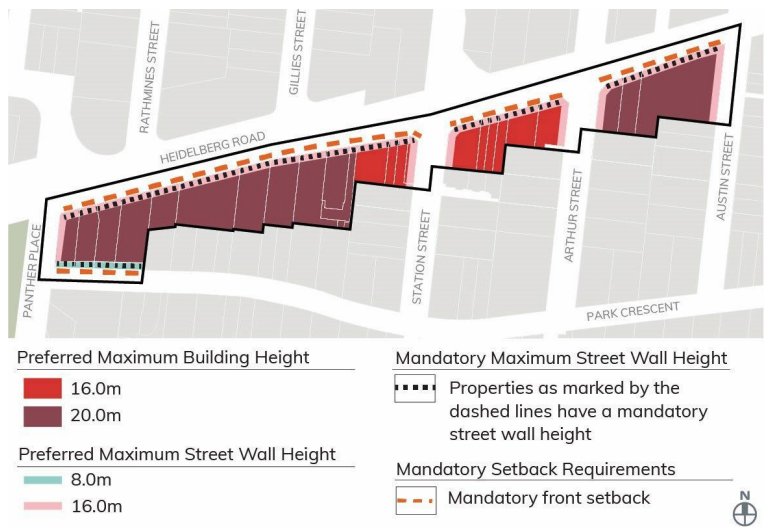
~~Precinct objective~~

~~An emerging low-rise commercial character which comprises development set behind a landscape strip, with a consistent street wall, and recessive upper levels along Heidelberg Road in Precinct 2.~~

Commented [YCC41]: Support. Minor drafting change.

Commented [YCC42]: Partially Support. Officers do not support removal of Precinct number, given the removal of precinct objectives below is not supported.

Commented [YCC43]: Do not support. Refer to Attachment 4 Committee Rec # 1. g).



2.9 Precinct 3A objective and overall building height, street wall and setback map.

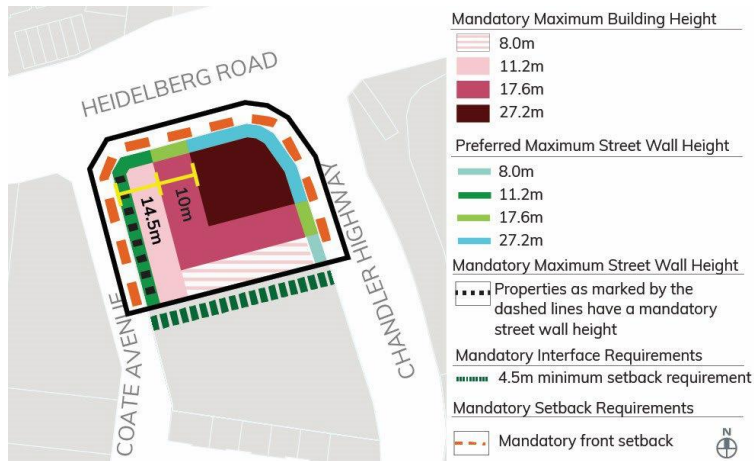
Precinct objective

A new contemporary mid-rise development in Precinct 3A that addresses the prominent corner location, without competing with the adjacent high-rise development on the east side of Chandler Highway, and which provides perimeter landscape setbacks as well as street wall and building heights that transition down in scale to the adjacent low-rise forms in Coate Avenue.

Commented [YCC44]: Support. Minor drafting change.

Commented [YCC45]: Partially Support. Officers do not support removal of Precinct number, given the removal of precinct objectives below is not supported.

Commented [YCC46]: Do not support. Refer to Attachment 4 Committee Rec # 1. g).



Map 3A Precinct 3A overall building height, street wall and setback map

2.10 Precinct 3B objective and overall building height, street wall and setback map.

Precinct objective

A new low-rise character with a mix of retained heritage and complementary street wall heights along Heidelberg Road, and a landscape setback between Yarralea Street and Como Street in Precinct 3B.

Commented [YCC47]: Support. Minor drafting changes.

Commented [YCC48]: Partially Support. Officers do not support removal of Precinct number, given the removal of precinct objectives below is not supported.

Commented [YCC49]: Do not support. Refer to Attachment 4 Committee Rec # 1. g).



Map 3B4 Precinct 3B overall building height, street wall and setback map

Commented [YCC50]: Support. Minor drafting change.

2.11 Overshadowing requirements

Development should meet the objective of Clause 55.04-5 Overshadowing for adjoining land within a residential zone, including where separated by a laneway.

Development should not overshadow:

- the opposite footpath of a side street, from property boundary to kerb between 10 am and 2 pm on 22nd September; and
- any opposite kerb outstands, seating and/or planting areas (as applicable), between 10am and 2pm on 22 September.

Development should not increase the amount of overshadowing to Yarra Bend Park, TH Westfield Reserve and surrounding public open space, except the car parks and associated access ways abutting the southern boundary of Precinct 1, as beyond that caused by a 14.4m wall set back 3m from the property boundary, measured between 10am and 2pm on 22 September.

Commented [YCC51]: Support. The change retains the intent of this requirement.

2.12 Building separation, and amenity requirements

Where development shares a common boundary within the overlay, upper level development should:

- be setback 4.5m from the common boundary, where a habitable window or balcony facing the common boundary is proposed on the subject site and/or exists on the adjoining property; and
- be setback 3.0m from the common side boundary where a commercial or non-habitable window facing the common boundary is proposed on the subject site and/or exists on the adjoining property.

Where the common boundary is a laneway, the setback is measured from the centre of the laneway.

Where development consists of multiple buildings and/or separate upper levels, upper level development should:

- be setback a minimum of 9m from each other, where a habitable window or balcony is proposed; and
- be setback a minimum of 6m from each other where a commercial or non-habitable window is proposed.

2.13 Building layout requirements

Lower levels of development should:

- Be designed to accommodate commercial activity at the ground floor, incorporating a commercial floor height of approximately 4 metres floor to floor height;
- Incorporate adaptable commercial and residential floor layouts, demonstrating how each could be combined or divided so as to allow for a variety of uses over time.

2.14 Other design requirements

Development should achieve good urban design outcomes and architectural excellence by including, but not being limited to:

- achieving active frontage design at ground level to create a pedestrian-oriented environment and passive surveillance towards the public realm;
- achieving fine-grain commercial façade design at ground floor for development in the Commercial 1 Zone;
- creating an appropriate ratio of solid and void elements;
- creating visual interest through the arrangement of fenestration, balconies and the application of architectural features including external shading devices, windowsills;
- maintaining an appropriate level of design simplicity by avoiding overly busy facades that rely on a multitude of materials and colours;
- maintaining existing openings and the inter-floor height of a heritage building and avoid new floor plates and walls cutting through historic openings;
- avoiding highly reflective glazing in openings of heritage buildings;
- encouraging the retention of solid built form behind retained heritage facades and avoid balconies behind openings so as to avoid facadism;
- not competing with the more elaborate detailing of the heritage building(s) on the subject site or adjoining land;
- avoiding large expanses of glazing with a horizontal emphasis; and
- ensuring projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback except those identified in Clause 2.3 and do not visually dominate the façade and terraces above a podium.

Lower levels of development should:

- avoid large expanses of facades with floor to ceiling glazing and limited entries at the ground floor;
- allow unobstructed views through openings into the ground floor of buildings;

Commented [YCC52]: Support. Refer to Attachment 4 Committee Rec # 9. b).

Commented [YCC53]: Support. Further wording clarification.

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- on sites where no street setback requirement is identified and where abutting narrow footpaths of less than 1.8 metres, provide for street setbacks and/or generous, recessed building entrances to provide space for pedestrian circulation and include space for landscaping, outdoor trading, seating and/or visitor bicycle parking;
- locate building service entries/access doors and cabinets away from the primary street frontage, or where not practically possible, they should be sensitively designed to integrate into the façade of the building and complement the street frontage and character.

The design of upper levels of development should:

- distinguish between the lower and upper levels through materials and articulation, with visually lightweight materials and colours applied above the street wall;
- be designed so that side walls are articulated and read as part of the overall building design and not detract from the streetscape when viewed from direct and oblique views along the streetscape.

Development should avoid blank walls visible to the public realm, including from side streets.

Side walls in a mid-block location which are visible permanently or temporarily from adjoining residential sites and/or the public realm should be designed to provide visual interest to passing pedestrians through colour, texture, materials and/or finishes.

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies and balustrades should not protrude into a street setback and an upper level setback, except for terraces directly above a podium, as applicable.

Development interfacing with areas of public open space should:

- provide a suitable transition in scale to the interface with the public open space; ensure that development does not visually dominate the public open space;
- provide passive surveillance from lower and upper levels of the building.

Development in Precinct 1 should:

- be separated into multiple buildings and provide a fine grain subdivision pattern.
- achieve a character that resembles a mix of old industrial and new commercial towards Heidelberg Road and fine-grain residential development that is sensitive to the surrounding parklands including Fairfield Park, TH Westfield Reserve and surrounding open space.
- create a sense of openness around the heritage Porta factory building and chimney by gradually stepping down towards the factory and creating a clear, physical separation from the chimney.
- achieve open view lines to the Porta chimney from the Fairfield Park to the south, opposite footpath on Yarra Bend Road and the corner of Jeffrey Street and Heidelberg Road, as shown on Map 1.
- Ensure views to the Porta chimney include sufficient built form to understand and appreciate the heritage significance and landmark qualities of the chimney.
- consider the adaptive re-use of the heritage buildings and/or integrate them with any new buildings on the site.
- provide a physical and visual connection from Heidelberg Road through to Fairfield Park to the south, on land to the east of the building affected by Heritage Overlay 421 ensuring the connection is publicly accessible 24 hours a day and is open to the sky.
- provide for a communal space next to the building affected by Heritage Overlay 421 that is located to minimise overshadowing.
- provide a positive interface (visual interest and passive overlooking) to Fairfield Park, TH Westfield Reserve and surrounding open space that does not visually dominate the landscape setting.
- provide for canopy trees throughout the site to create a stronger connection with the surrounding parklands, provide for shade and to help reduce the heat island effect.

Commented [YCC54]: Support. Refer to Attachment 4 Committee Rec # 5.

Commented [YCC55]: Support. Further wording clarification.

Commented [YCC56]: Support. Further wording clarification.

Commented [YCC57]: Support. Further wording clarification.

Commented [YCC58]: Partially Support. Reword to ensure new built form ensures the outcome as views themselves cannot achieve it per se. Council officers suggestion reads:

"Ensure new built form achieves sufficient separation towards the Porta chimney, allowing the appreciation of its heritage significance and landmark qualities when viewed from the indicative view lines on Map 1."

- utilise natural materials and colours to minimise the dominance of its bulk and blend in with the surrounding parklands, including vertical greening.

Development along Heidelberg Road, Chandler Highway and Coate Avenue (Precincts 2, 3A and 3B), should achieve active frontages to create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Development within Precinct 3A:

- along Heidelberg Road and Chandler Highway should achieve a fine grain, activated commercial building façade at the street wall levels.
- ~~Along Coate Avenue, development should achieve a fine-grain, lower residential character to blend in with the character of the street.~~

~~Buildings should achieve a fine-grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy.~~

Commented [YCC59]: Support. Minor drafting changes.

Commented [YCC60]: Support. Refer to Attachment 4 Committee Rec # 9. b).

2.15 Access, parking and loading area requirements

Pedestrian access to buildings should be achieved via streets and avoid primary access from laneways. Where pedestrian access from a laneway is appropriate, the building setback should include a pedestrian refuge or landing.

Ensure pedestrian entrances are clearly visible, secure, well lit and have an identifiable sense of address.

Residential and commercial pedestrian entrances should be distinguishable from each other.

The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and naturally ventilated.

Car parking should be located within a basement or concealed from the public realm.

Bicycle parking should be provided to the rates and design guidelines recommended in the Built Environment Sustainability Scorecard (BESS) tool.

Bicycle ingress/egress points should be clearly identifiable from the street frontage.

Resident and staff bicycle parking should be located, preferably at ground floor, and designed to be secure and conveniently accessible from the street and associated uses.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high standard of pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity and avoid adversely impacting the continuity of the public realm.

Development should not provide new vehicular access from Heidelberg Road and avoid disruptions to bicycle lanes.

Where crossovers currently exist or new crossovers are unavoidable along Heidelberg Road, development should consolidate multiple vehicle access points, where applicable.

Vehicle access points should be spaced apart from neighbouring [access](#) points to avoid wide crossovers.

Commented [YCC61]: Support. Refer to Attachment 4 Committee Rec # 6.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

Where a ground level setback is provided to achieve practicable vehicle access to a laneway, a minimum headroom clearance of 3.6 metres should be provided to any overhang of the first floor and careful consideration given to create a safe pedestrian environment.

Properties on the inside corner of bends in laneways or at intersections between two laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

Development in Precinct 1 should:

- locate car parking in basements, where possible.
- ensure building entrances are designed to be safe and are accessible from a public thoroughfare.

3.0 Subdivision

None specified.

4.0 Signs

None specified.

5.0 Application requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A site analysis and urban design context report which demonstrates how the proposal achieves the Design Objectives and requirements of this schedule;
- A desktop wind effects assessment for proposed development over 16 metres in height to assess the impact of wind on:
 - the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing; and
 - the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that demonstrates how the development:
 - minimises impacts on the level of service, safety and amenity of the arterial road network (including bicycle lanes);
 - reduces car dependence and promotes sustainable transport modes, and
 - assesses the impacts of traffic and parking in the Precincts including an assessment of the ongoing functionality of laneway/s, where applicable.
- A landscaping plan.

6.0 Decision guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which ~~should~~ **must** be considered, as appropriate, by the responsible authority:

- whether the proposal provides a high-quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface, and contributes positively to the pedestrian environment and other areas of the public realm;
- whether the development retains the prominence of the heritage street wall in the vistas along the primary street frontage;
- whether heritage buildings on street corners retain their prominence, including their three-dimensional form, when viewed from the opposite side of the primary and secondary street;
- whether upper level development above the heritage street wall is visually recessive and does not visually overwhelm the heritage buildings;
- whether a clear sense of separation between upper levels and street walls is achieved when viewed from the opposite side of the street;
- whether the proposal responds to the presence of heritage buildings either on, or in close proximity to the site through a suitable transition in scale of street-wall, upper level setbacks and building height;
- whether the development delivers **high quality design design-excellence**, including but not limited to building siting, scale, massing, articulation and materials;
- whether upper side and rear setbacks are sufficient to limit the impact on the amenity of existing dwellings, limit bulk of new development and retain a sense of openness;

Commented [YCC62]: Do not support. Refer to Attachment 4 Committee Rec # 3.

Commented [YCC63]: Support. Further wording clarification.

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- does the design respond to the interface with existing low-scale residential properties, including avoiding additional overshadowing of secluded private open space;
- whether proposed buildings and works will minimise overshadowing of footpaths and public spaces;
- whether the proposed built form mitigates negative wind effects created by the development;
- the impact of development on traffic and parking in the nearby area, including on the functionality of laneways and bicycle lanes;
- whether the layout and appearance of areas set aside for vehicular access, loading, unloading and the location of any proposed car parking is practicable, safe and supports a pedestrian-oriented design outcome.

Attachment 4 – C273yara Heidelberg Road

Standing Advisory Committee
Recommendations and Officer
Responses



Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra. We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra. We pay our respects to Elders from all nations and to their Elders past, present and future.

Introduction

The following table provides the officer responses to the Standing Advisory Committee (SAC) recommendations.

Table 1

Committee Rec #	Change recommended by the Committee		Officer response
1. a)	Amend the Design and Development Overlay Schedule 18, as shown in the Committee preferred version in Appendix D, and:	<p>on Map 1 for Precinct 1:</p> <ul style="list-style-type: none"> show preferred maximum building height of 27 metres for the Porta site and 20 metres for the balance of the site 	<p>Officer Recommendation: Do not support</p> <p>The SAC recommended to increase the maximum building height to align with the built form framework from 2019. It did not see the interim DDO18 and exhibited heights as justified.</p> <p>The proposed exhibited heights in Precinct 1 of DDO18 were adopted by Council on 4 February 2020 and approved by the Minister for Planning in the interim DDO request. They strike a balance between accommodating change and responding to the valued characteristics and amenity of the area.</p> <p>The approach to the proposed heights in Precinct 1 reflects the heritage building on site and the influence of the Yarra River corridor and adjacent parklands. Whilst the Porta site is a large site which is capable of accommodating a greater built form than other sites in the amendment area, the future built form outcome needs to respond sensitively to the heritage fabric and the public land to the south and west. Council officers maintain that a lower discretionary height for the Porta site is appropriate. It aligns with the design</p>

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			<p>objectives of the Built Form Framework (BFF) and the DDO18 requirements allow for flexibility with strong checks and balances regarding height.</p> <p>Such approach is consistent with other existing and proposed DDOs within the City of Yarra. It recognises the sensitive interface of the Porta site to the parklands and the need to reduce visual bulk and amenity impacts.</p> <p>During the hearing Council's heritage expert supported the exhibited height to acknowledge the heritage fabric on the site. The expert stated in his evidence that it is important that built form controls such as height are cognisant of this important interface.</p> <p>A lower height as exhibited is appropriate and therefore, council officers do not support the recommendation made by the SAC to increase the heights in Precinct 1.</p>
1. a)		<p>on Map 1 for Precinct 1:</p> <ul style="list-style-type: none"> amend the legend to state 'indicative chimney view line' 	<p>Officer Recommendation: Support</p> <p>Officers accept the SAC's recommendation to aid in readability and clarity.</p> <p>The Committee has also recommended the inclusion of an additional design guideline regarding the indicative view line, clarifying that it should not create a clear view to the base of the chimney. Whilst officers accept this addition made by the Committee in Appendix D, the wording has been revised by officers.</p> <p>Refer to the Report and Attachment 3 for the detailed officer response to the changes made in Appendix D of the Committee Report.</p>
1. b)		<p>on Map 2 for Precinct 2, show preferred maximum building height of 24 metres</p>	<p>Officer Recommendation: Do not support</p> <p>The SAC recommended to increase the maximum building height to align with the built form framework from 2019. It did not see the interim DDO18 and exhibited heights as justified.</p> <p>No submissions were received by submitters to increase heights in Precinct 2.</p> <p>The proposed exhibited heights in Precinct 2 of DDO18 were adopted by Council on 4 February 2020 and approved by the Minister for Planning in the interim DDO request. They strike a balance between accommodating change and responding to the finer grain subdivision and sensitive low scale residential area to the south.</p> <p>The exhibited heights align with the BFF's design objectives for a low to mid-rise commercial precinct. Therefore, Council officers do not support the SAC recommendation to increase the heights in Precinct 2.</p>

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1. c)		on Map 3A for Precinct 3A, show dimensions for the width of frontage to Chandler Highway for land that is subject to maximum preferred building heights of 8 and 17.2 metres	Officer Recommendation: Support Officers accept the recommendation to include the dimensions for the width of the frontage to Chandler Highway. These dimensions have been made to the DDO18 to aid in clarity.
1. d)		add the term 'ground floor' to relevant setbacks	Officer Recommendation: Support Officers accept the recommendation and have made the changes to the DDO18 to aid in readability and clarity.
1. e)		make any other consequential changes resulting from recommendations in this Report.	Officer Recommendation: Partially Support Officers partially support the Committee's recommendation to make consequential changes resulting from the recommendations in this report. Where officers support these changes, they have been incorporated into the DDO18 (Attachments 5 and 6). For a detailed response to the changes made, please refer to the Council Meeting report and Attachment 3, which outlines the officer response to the SAC's recommended changes as in Appendix D of the SAC Report.
1. f)		amend first and last design objectives	Officer Recommendation: Partially Support The SAC recommended relocating the precinct objectives into Clause 1.0 of the DDO. As a result of relocating the Precinct objectives to Clause 1.0, the third objective requires modification, as shown by the Committee in Appendix D to the SAC report. Council officers do not support this recommendation, see 1. g) below for detailed reasons. The SAC recommended altering the fifth design objective to include reference for development to respond to public open space. Council officers support this recommendation. The exhibited DDO18 only related to development providing a legible transition to low-residential areas and did not relate to managing the sensitive public open space interface in Precinct 1.
1. g)		delete the precinct objectives.	Officer Recommendation: Do not support The SAC recommended to relocate the 'Precinct objectives' to sit into Clause 1.0 'Design objectives' as sub points to the first objective. Council officers do not support this as the

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			conditional consent by the Department of Transport and Planning (DTP) to exhibit C273 required the removal of sub points. This is due to it being inconsistent with the Ministerial Direction on the Form and Consent of Planning Schemes.
2. a)	Delete the Heritage Overlay from:	'Post Office and the group of shops on Heidelberg Road', 730-734 Heidelberg Road, Alphington (HO451).	<p>Officer Recommendation: Do not support</p> <p>The SAC recommended to remove the proposed heritage overlay as it did not see the inclusion as justified. The report states that the SAC was unable to establish the importance of interwar shops and factories to the City of Yarra. Further, it stated that the comparative analysis that supports the proposed heritage overlay did not provide any comparable individually significant places within the City of Yarra or elsewhere.</p> <p>The heritage report that informed the preparation of C273 included in-depth analysis to inform the Statement of Significance for 730-734 Heidelberg Road. During the SAC hearing the heritage expert expressed support for their inclusion in the heritage overlay.</p> <p>Additional comparative analysis has been undertaken by Council's heritage expert to address the SAC's recommendation and further support this element of C273.</p> <p>The places identified for inclusion may not represent the majority of heritage places for Yarra but were still found to be of significance.</p> <p>Given this, Council officers do not support the removal of the two heritage overlays from C273 and recommend they remain part of C273, as exhibited.</p>
2. a)		'Cooper Knitting Factory (former)', 760-764 Heidelberg Road, Alphington (HO455).	<p>Officer Recommendation: Do not support</p> <p>The SAC recommended to remove the proposed heritage overlay as it did not see the inclusion as justified. The report states that the SAC was unable to establish the importance of interwar shops and factories to the City of Yarra. Further, it stated that the comparative analysis that supports the proposed heritage overlay did not provide any comparable individually significant places within the City of Yarra or elsewhere.</p> <p>The heritage report that informed the preparation of C273 included in-depth analysis to inform the Statement of Significance for 760-764 Heidelberg Road. During the SAC hearing the heritage expert expressed support for their inclusion in the heritage overlay.</p> <p>Additional comparative analysis has been undertaken by the Council's heritage expert to address the SAC's recommendation and further support this element of C273.</p> <p>The places identified for inclusion may not represent the majority of heritage places for Yarra but were still found to be of significance.</p>

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			Given this, Council officers do not support the removal of the two heritage overlays from C273 and recommend they remain part of C273, as exhibited.
3	Amend the Design and Development Overlay Schedule 18, as shown in Appendix D, to convert all mandatory requirements to discretionary requirements.	<p>Officer Recommendation: Do not support</p> <p>The DDO contains a mix of 'mandatory' controls and 'preferred' controls. The application of mandatory controls has been carefully considered and applied selectively. They are not proposed to apply across all precincts neither to all requirements in proposed DDO18.</p> <p>Mandatory controls are proposed to apply to:</p> <ul style="list-style-type: none"> • Building heights in Precincts 3A • Front / street setbacks in Precincts 1, 2 and 3A and parts of 3B – mainly along Heidelberg Road • Street wall heights in Precinct 2, 3A on Coate Avenue and 3B on Heidelberg Road • Upper-level setbacks in Precinct 3A on Coate Avenue and in Precinct 3B between Parkview Street and Yarralea Street. • Rear interface controls (landscaped ground floor setback and 45-degree angle above the rear boundary wall) in all precincts. <p>Mandatory controls are necessary to minimise impacts on sensitive residential interfaces and the public realm.</p> <p>The application of mandatory controls has been guided by PPN59 and PPN60. Mandatory controls have been strategically applied where necessary to minimise impacts on sensitive residential and park interfaces, ensure a uniform street edge and enhance the pedestrian experience along Heidelberg Road.</p> <p>Extensive strategic work, including the built form framework, Heritage Review and expert evidence from urban designers, planning and heritage during the SAC Hearing supported their use.</p> <p>Many submissions were concerned about the interface of new development with existing residential land.</p> <p>These proposed controls in DDO18 are not aimed at restricting development but are designed to protect key elements whilst still allowing for appropriate land use and built form outcomes.</p> <p>Mandatory controls are necessary to achieve a uniform street edge and to enhance the pedestrian experience along Heidelberg Road. Mandatory rear interface controls are necessary to balance development intensification and protect residential amenity throughout the precincts, similar to DDO16 along Queens Parade as in C231yara.</p>	

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			<p>Council officers also rely on the expert evidence of Mr Glossop who supports the use of mandatory controls in this context, particularly for the rear interface areas, to achieve greater certainty and control.</p> <p>Therefore, Council officers are of the view that the inclusion of selective mandatory controls in the DDO18 is appropriate and reflects best practice for achieving balanced built form outcomes.</p>
4. a)	Amend Design and Development Overlay Schedule 18, as shown in Appendix D, to require in Precincts 2 and 3B:	three metre rear to rear or rear to side minimum landscape setback	<p>Officer Recommendation: Do not support</p> <p>During exhibition, many submitters raised concerns about visual bulk, overshadowing and overlooking towards the rear interface. In response, Council adopted to increase the landscape setback from 3m to 5m where development interfaces with the rear boundary of adjacent residential lots.</p> <p>A 5-metre ground level setback to the rear improves landscaping opportunities between new development and residential boundaries, assists to retain the area's treed character and mitigate visual bulk. The urban design evidence at the SAC hearing supported this change as it improves the rear setback profile, creates a landscape buffer and promotes urban greening.</p> <p>In February 2024, letters were sent to property owners and occupiers in Precinct 2 and 3B notifying them of this change. No objections were received. These changes apply only to Precincts 2 and 3B, with tailored setbacks proposed for Precinct 1 and 3A.</p> <p>As a result, officers do not support the SAC's recommendation to reduce the ground level rear setback from 5 to 3 metres in Precincts 2 and 3B.</p>
4. b)		maximum rear interface height of 8 metres.	<p>Officer Recommendation: Support</p> <p>At the Council Meeting on 12 December 2023, Council amended the maximum rear wall height in Precinct 2 from 8 metres to 5 metres.</p> <p>Commercial buildings require flexibility in floor-to-ceiling heights and a 5-metre rear wall height may restricts this unreasonably. The 5-metre rear ground level setback in combination with the mandatory 45-degree envelope above the rear boundary wall provide a sufficient transition between new development and the adjacent residential properties.</p> <p>The urban design and planning experts did not support the reduction of the rear boundary wall height from 8 to 5 metres either. They stated that the change was not tested and did not strike an appropriate balance given the strategic context for the land.</p>

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			For the reasons above, officers accept the Committee's recommendations to retain the rear boundary wall height as exhibited and increase it back to 8m in Precinct 2.
5.	Amend the Design and Development Overlay Schedule 18, as shown in Appendix D, to add a new requirement under 'Street wall height and street setback requirements' and amend the 'Other design requirements'.		<p>Officer Recommendation: Partially Support</p> <p>Officers do not support the Committee's change to the 'Street wall height and street setback requirements', specifically the addition of "small" canopy trees in the front setback areas. This change could unnecessarily restrict the potential for planting canopy trees in some instance. A case-by-case approach, through detailed design, is sufficient to determine the appropriate tree size. This will retain the flexibility to accommodate larger canopy trees where possible.</p> <p>Officers support the recommendations in Appendix D regarding 'Other design requirements', specifically the deletion of a provision that was deemed redundant due to duplicating a similar provision within the same clause.</p>
6.	Amend the Design and Development Overlay, as shown in Appendix D, to amend 'Access, parking and loading requirements'.		<p>Officer Recommendation: Support</p> <p>Officers support the Committee's minor recommendations in Appendix D regarding change to 'Access, parking and loading requirements'. The changes will ensure greater clarity.</p>
7.	Amend the Design and Development Overlay 18, as shown in Appendix D, and: on Map 2 for Precinct 2, show preferred maximum building height of 24 metres.		<p>Officer Recommendation: Do Not Support</p> <p>See response and reasons in 1(b) above. Officers do not support this recommendation.</p>
8.	Amend Design and Development Overlay Schedule 18, as shown in Appendix D, and: on Map 3A for Precinct 3A, show dimensions for the width of frontage to Chandler Highway for land that is subject to a maximum preferred building heights of 8 and 17.2 metres.		<p>Officer Recommendation: Support</p> <p>See response and reasons in 1(c) above. Officers support this recommendation.</p>
9. a)	Amend the Design and Development Overlay Schedule 18, as shown in Appendix D, to:	amend 'Building and works' to not require a permit for a telecommunications facility	<p>Officer Recommendation: Support</p> <p>This change to not require a permit under DDO18 for a telecommunication facility was supported by officers during the hearing in response to Submission 32. Telecommunication facilities are already guided by a State-wide planning scheme provision in Clause 52.19. Officers support this recommendation.</p>

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9. b)		delete the following requirement: Buildings should achieve a fine-grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy.	<p>Officer Recommendation: Support</p> <p>This requirement was discussed as more suited to other areas in Yarra with a main street character. The other design requirements in DDO18 ensure that good design outcomes are achieved along Heidelberg Road. Officers support this recommendation.</p> <p>Whilst it was not a formal recommendation made by the Committee, it was concluded that the Built Form Provisions in Precinct 3B should be consistent with the Built Form Framework, besides the height of one single property and the ground floor setback between Como Street and Yarralea Street which should remain as exhibited. It is likely that the omission of this recommendation was an accidental oversight by the Committee. Regardless, officers have recommended that the exhibited Built Form Provisions be retained as previously adopted by the Council.</p>
10. a)	Amend the Design and Development Overlay Schedule 18, as shown in the Committee preferred version in Appendix D,	add the term 'ground floor' to relevant setbacks	<p>Officer Recommendation: Support</p> <p>See response and reasons in 1(d). Officers support this recommendation.</p>
10. b)		make any other consequential changes resulting from recommendations in this Report.	<p>Officer Recommendation: Partially Support</p> <p>See response and reasons in 1(e). Officers partially support this recommendation.</p> <p>Refer to the Council Meeting report and Attachment 3, which outlines the officer response to the SAC's recommended changes as in Appendix D of the SAC Report.</p>
11.	Yarra Planning Scheme Amendment C272yara be prepared and approved under section 20(4) of the Planning and Environment Act 1987 as exhibited subject to the Committee's recommendations.		<p>Officer Recommendation: Partially Support</p> <p>Officers support the recommendation to the Minister for Planning to approve Amendment C273yara under section 20(4) of the Planning and Environment Act 1987, subject to the officer recommendations in response to the SAC report.</p>

SCHEDULE 18 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

TRACK CHANGES FROM DECEMBER 2023 COUNCIL MEETING DDO18
TO RECOMMENDED FINAL DDO18 FOLLOWING C273YARA HEARING
YARRA CITY COUNCIL

Red – Insertion and deletion of
text/images.

Green – Relocation of
text/images.

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SCHEDULE 18 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as DDO18.

HEIDELBERG ROAD PRECINCTS

1.0 Design objectives

- To ensure development contributes to the creation of identified preferred built form character, while responds to the existing surrounding ~~built form and parkland character~~ low scale residential and parkland character.
- To ensure development delivers a high quality landscaped interface that incorporates canopy trees (where appropriate), openness and a significantly improved pedestrian amenity along Heidelberg Road providing passive surveillance and activated, pedestrian-oriented façades.
- To ensure development responds to heritage fabric through recessive upper level development, a legible transition in scale from taller building forms towards the interface with heritage buildings, and retains the prominence of and key view lines to the former 'Porta' chimney and heritage factory at 224-256 Heidelberg Road, Fairfield.
- To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a legible transition to low-rise residential areas and public open space and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing

2.0 Building and works

A permit is not required to:

- extend a ground floor at the rear provided:
 - the maximum building height is not more than 4 metres above ground level.
- alter an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - in a C1Z, at least 80 per cent of the building facade at ground floor level is maintained as an entry or window with clear glazing.
- construct an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager
- construct or carry out works to a telecommunications facility.

2.1 Definitions

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant (including properties on the Victorian Heritage Register).

Laneway means a road reserve of a public road 9 metres or less wide.

YARRA PLANNING SCHEME

Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at the street boundary or if a front or street setback is required in this DDO, the front of the building.

Street wall height means the height of the street wall measured at the vertical distance between the footpath at the centre of the frontage and the highest point of the building at the street wall, with the exception of architectural features and building services.

Upper level means development above the height of the street wall.

Upper level setback means the minimum distance between the development above the height of the street wall (including projections such as balconies, building services and architectural features) and the street wall.

Street boundary means the boundary between the public street and the private property.

Rear interface is the rear wall of any proposed building or structure whether on the property boundary or set back from the property boundary.

2.2 General requirements

The requirements below (including both the General Requirements and Precinct Design Requirements) apply to an application to construct a building or construct or carry out works.

A permit cannot be granted to vary a requirement expressed with the term ‘must’ or listed in a ‘mandatory’ column of a table or map.

2.3 Street wall height and street setback requirements

Development must not exceed the mandatory maximum street wall heights as shown on Maps 2, 3A, 3B.

Development should not exceed the preferred maximum street wall heights as shown on Maps 1, 2, 3A and 3B unless all the following built form outcomes are achieved~~requirements are met~~, to the satisfaction of the Responsible Authority:

- ~~the proposed street wall height provides~~ an appropriate transition, scaling down to the interface with a heritage building;
- ~~the proposed street wall height does not avoid~~ visually overwhelming the adjoining heritage building; and
- ~~the proposed street wall height provides~~ an appropriate transition, scaling down to the interface with low rise residential areas.

Infill development abutting~~adjoining~~ a heritage building should match the parapet height of the adjoining building for a minimum of 6 metres in length.

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The street wall on corner buildings should continue the main frontage street wall height for a minimum of 8 metres to the side street, but then transition down in height to match the rear or side interface as required.

Development of non-heritage buildings on street corners should provide a corner splay at minimum of 1 x 1 metre at the site's corner boundaries.

Development should retain the visual prominence of:

- the heritage street wall in the vistas along the street;
- heritage fabric of the return facades of heritage buildings on corner sites.

Street setbacks (as identified for each precinct in Clause 2.3 and Maps 1 to 3B in Clause 2.7 to 2.10-Precinct Design Requirements under the heading 'street setback requirements') should be designed to create a sense of openness and clear line of sight at pedestrian level between the public footpath and street wall.

Front setback design should provide a high quality landscaped interface that significantly enhances the pedestrian experience along Heidelberg Road.

Development with dual frontages to Heidelberg Road and Park Crescent should create a street wall behind a street setback towards Park Crescent to not dominate the low, residential character of Park Crescent.

Front or street setbacks for Precincts 3A and Precinct 3B (between Yarralea Street and Como Street) should be designed to include canopy trees and soft landscaping to:

- Blend in with the residential character of Precinct 3A
- Create a more pedestrian-friendly environment and avoid the dominance of car parking areas for Precinct 3B (between Yarralea Street and Como Street).

Development must be setback to provide.

- for space for circulation, canopy landscaping for all streets shown in Table 1 and Maps 1-3B; and
- better separation for the sections of Heidelberg Road shown in Table 1 and Maps 1-3B.

Balconies at the street wall levels may protrude into a street wall front setback along the sections of Heidelberg Road shown in Table 1 and Map 1-3B if the following requirements are met, to the satisfaction of the Responsible Authority:

- balconies:
 - do not restrict the ability to provide space for circulation, canopy trees and landscaping;
 - do not protrude greater than 2m into the setback;
 - do not present as a second street wall when viewed from the opposite side of the street and at oblique angles;
 - are not enclosed (excepting balustrades); and
- balustrades are designed to be visually permeable.

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Table 1 Mandatory Street Setbacks

<u>Precinct</u>	<u>Location</u>	<u>Mandatory minimum street setback</u>
<u>Precinct 1</u>	<u>Heidelberg Road (excluding heritage properties) and Yarra Bend Road</u>	<u>3m</u>
<u>Precinct 2</u>	<u>Heidelberg Road and Park Crescent</u>	<u>3m</u>
<u>Precinct 3A</u>	<u>Heidelberg Road and Chandler Highway</u>	<u>3m</u>
	<u>Coate Avenue</u>	<u>4.5m</u>
<u>Precinct 3B</u>	<u>Heidelberg Road between:</u> <ul style="list-style-type: none"> ▪ <u>Parkview Road and Park Avenue</u> ▪ <u>Yarralea Street and Como Street</u> 	<u>3m</u>

2.4

Upper level front and side setback requirements

Upper levels above the Heidelberg Road, Yarra Bend Road, Park Crescent, Chandler Highway and Coate Avenue street walls:

- must be setback by a minimum of 6 metres in Precinct 3B from Heidelberg Road between Parkview Road and Yarralea Street;
- must be setback by a minimum of 10 metres from Coate Avenue in Precinct 3A and must be set back an additional minimum of 10 metres above the secondary step;
- should be set back by a minimum of 6 metres in:
 - Precinct 1
 - Precinct 2
 - Precinct 3A from Heidelberg Road and Chandler Highway
 - Precinct 3B from Heidelberg Road between Yarralea Street and Como Street

Development should be setback at upper levels a minimum of 3 metres above a side street wall.

Upper levels of development are set back above the street wall as shown in Table 2:

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Table 2 Upper level setbacks

<u>Precinct</u>	<u>Location</u>	<u>Mandatory minimum upper level setback</u>	<u>Preferred minimum upper level setback</u>
<u>Precinct 1</u>	<u>Heidelberg Road and Yarra Bend Road</u>	<u>None specified.</u>	<u>6m</u>
<u>Precinct 2</u>	<u>Heidelberg Road and Park Crescent</u>	<u>None specified.</u>	<u>6m</u>
	<u>Other side streets</u>	<u>None specified.</u>	<u>3m</u>
<u>Precinct 3A</u>	<u>Heidelberg Road and Chandler Highway</u>	<u>None specified.</u>	<u>6m</u>
	<u>Coate Avenue</u>	<u>10 metres; and an additional minimum of 10 metres above the secondary step</u>	<u>None specified.</u>
<u>Precinct 3B</u>	<u>Heidelberg Road between Parkview Road and Yarralea Street</u>	<u>6m</u>	<u>None specified.</u>
	<u>Heidelberg Road between Yarralea Street and Como Street.</u>	<u>None specified.</u>	<u>6m</u>
	<u>Other side streets</u>	<u>None specified.</u>	<u>3m</u>

Upper levels should:

- be visually recessive when viewed from the public realm to ensure development does not overwhelm the streetscape and minimises upper level bulk;
- contain upper level setbacks above the street wall within a maximum of two steps (including the setback above the street wall below as one step) to avoid repetitive steps in the built form.

Development should achieve a sense of openness by providing strong separation of upper levels from Coate Avenue and residential properties to the rear.

Heritage Buildings:

~~Should be setback in excess of the minimum upper level setback requirements where:~~

Upper levels above heritage buildings should be setback in excess of the minimum upper level setback requirements where:

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- it would facilitate the retention of a roof form and/or chimneys that are visible from the public realm, or a roof or any feature that the relevant statement of significance identifies as contributing to the significance of the heritage building or streetscape;
- it would maintain the perception of the three-dimensional form and depth of the building;
- a lesser setback would detract from the character of the streetscape when viewed directly or obliquely along the street.

2.5 Building height requirements

Development must not exceed the mandatory maximum building heights shown on Map 3A.

Development should not exceed the preferred maximum building heights shown on Maps 1, 2, and 3B.

A permit should only be granted to construct a building or construct or carry out works which exceeds the preferred maximum building height shown on Maps 1, 2 and 3B where, in addition to other requirements of this DDO, all the following requirements are met to the satisfaction of the responsible authority:

- the built form outcome satisfies the Overshadowing Requirements in Clause 2.2.5;
- the proposal will achieve each of the following:
 - greater building separation than the minimum requirements in this schedule; and
 - no additional overshadowing impacts on secluded private open space to residentially zoned properties or adjacent parkland or reserves, beyond that which would be generated by a proposal that complies with the preferred building height.

Architectural features (except service equipment or structures) may exceed the mandatory or preferred maximum building height.

Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, roof terraces, shading devices, plant rooms, lifts, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the mandatory or preferred maximum height provided that:

- the equipment/structures do not cause additional overshadowing of secluded private open space to residential land, opposite footpaths, kerb outstands or planting areas in the public realm; and
- the equipment/structures are no higher than 2.6 metres above the mandatory or preferred maximum height; and
- the equipment/structures (other than solar panels, green roofs and roof terraces) occupy less than 50 per cent of the roof area.

2.6 Interface and rear setback requirements

~~Development adjoining a residential property outside this overlay must not exceed a maximum rear wall height of:~~

~~• 5 metres in Precinct 2~~

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~~8 metres in all other Precincts~~

Development along the parkland interface in Precinct 1 must not exceed a maximum building height of 14.4 metres (as shown on Map 1).

Development must provide minimum landscape setbacks between the rear interface and the boundary as shown in Table 3.

Development in Precinct 1 (as shown on Map 1) along Fairfield Park or in Precincts 2, 3A and 3B adjoining a residential property outside this overlay must not exceed a maximum rear interface height as shown in Table 3.

Table 3 Mandatory minimum rear landscape setbacks and mandatory maximum rear interface heights

<u>Precinct</u>	<u>Mandatory minimum landscape setback</u>	<u>Mandatory maximum rear interface height</u>
<u>Precinct 1</u>	3 metres (as shown on Map 1)	14.4m
<u>Precinct 2</u>	5 metres where a development site directly abuts a rear boundary (see Figure 2) of an adjacent residential lot.	85m
	3 metres where a development site directly abuts a side boundary (see Figure 2) of an adjacent residential lot.	
<u>Precinct 3A</u>	4.5 metres (as shown on Map 3)	8m
<u>Precinct 3B</u>	5 metres where a development site directly abuts a rear boundary (see Figure 2) of an adjacent residential lot.	8m
	3 metres where a development site directly abuts a (see Figure 2) side boundary of an adjacent residential lot.	

Upper levels above a rear ~~boundary wall interface~~ must ~~be set back from the rear boundary and~~ be contained within a 45 degree setback envelope. ~~The envelope's angle is to be measured perpendicular to the applicable site boundary or setback, taken from the centre of the boundary.~~ that is measured from the top of the rear interface taken from the centre of the boundary (as shown in Figure 1: Indicative Cross Section).

Upper level setbacks above the rear ~~boundary interface~~ wall should be contained within a maximum of two steps (including the setback above the interface below as one step) or be contained within a sloped façade to avoid repetitive stepping of individual levels.

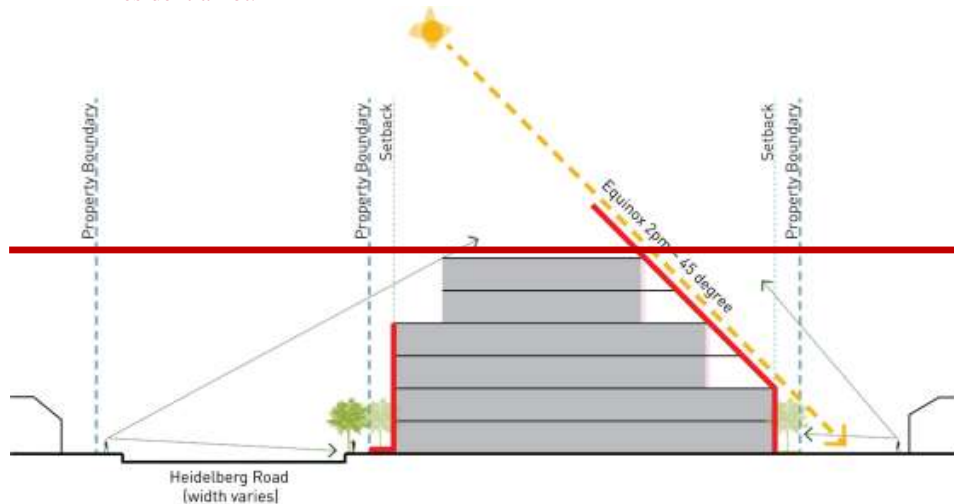
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Development should respond to existing secluded private open spaces by setting back at upper levels to create a sense of separation, minimise overshadowing and reduce building bulk.

Development should not visually dominate adjoining residential sites outside this overlay.

~~Development must provide minimum landscape setbacks to the rear boundary as follows:~~

- ~~*—Precinct 1: 3 metres (as shown on Map 1);~~
- ~~*—Precinct 3A: 4.5 metres;~~
- ~~*—Precinct 2 and Precinct 3B:~~
 - ~~— 5 metres where a development site directly abuts a rear boundary of an adjacent residential lot.~~
 - ~~- 3 metres where a development site directly abuts a side boundary of an adjacent residential lot.~~



(This above Figure 1 was removed and replaced with the Figure 1 below).

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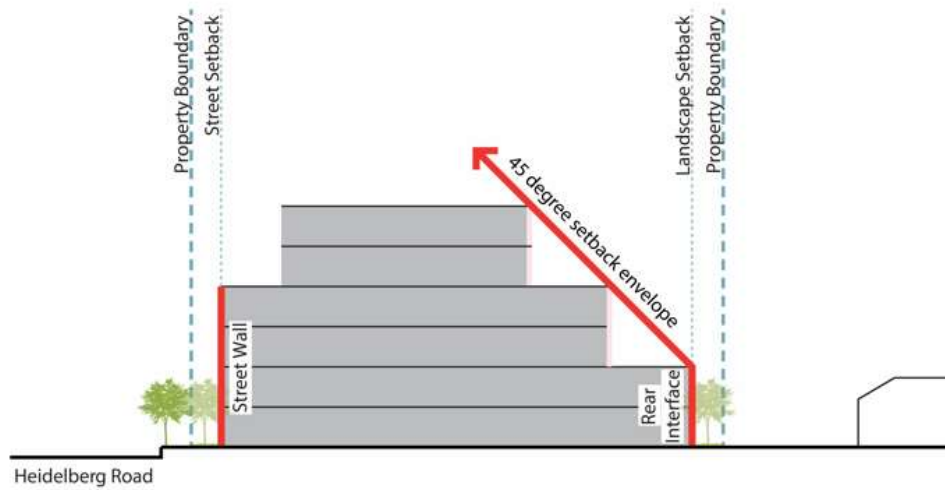


Figure 1 Indicative Cross Section

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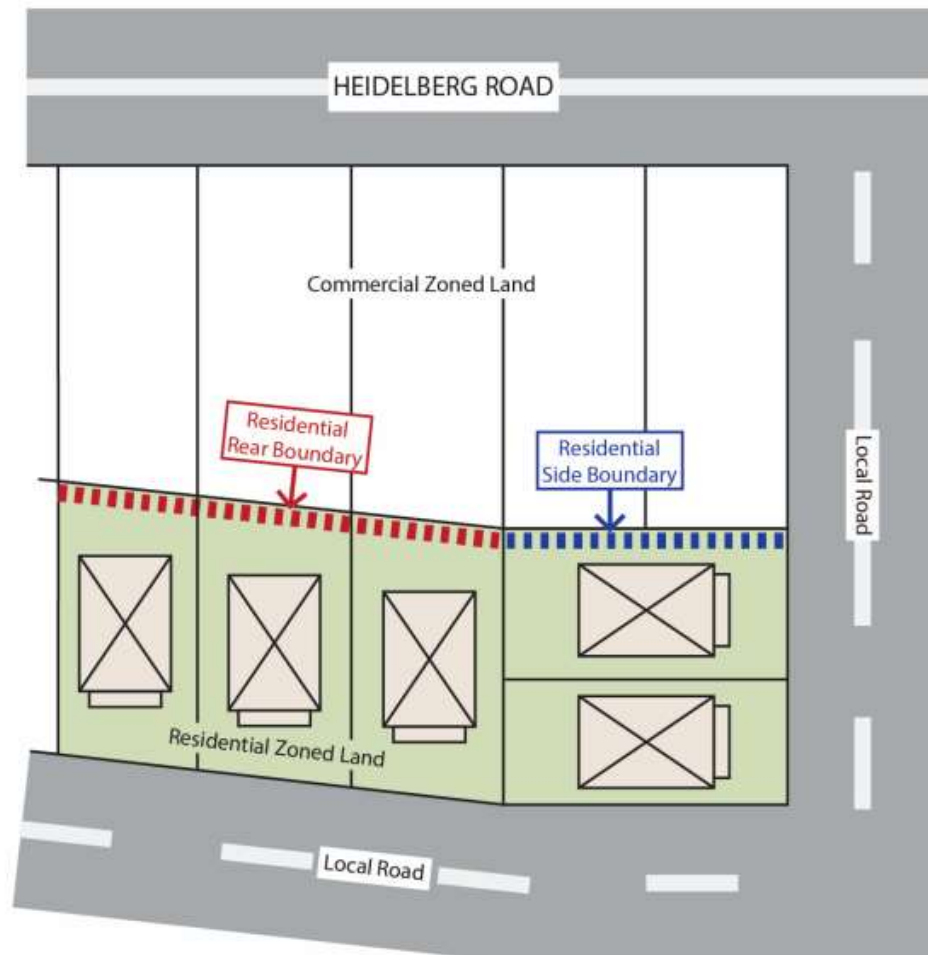


Figure 2 Residential rear and side boundaries diagram

2.74.1 Overshadowing requirements

Development should meet the objective of Clause 55.04-5 Overshadowing for adjoining land within a residential zone, including where separated by a laneway.

Development should not overshadow:

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- ~~the opposite footpath of a side street, from property boundary to kerb between 10 am and 2 pm on 22nd September; and~~
- ~~any opposite kerb outstands, seating and/or planting areas (as applicable), between 10am and 2pm on 22 September.~~

~~Development should not increase the amount of overshadowing to Yarra Bend Park, TH Westfield Reserve and surrounding public open space, as beyond that caused by a 14.4m wall set back 3m from the property boundary, measured between 10am and 2pm on 22 September.~~

2.81.1 Building separation, and amenity requirements

~~Where development shares a common boundary within the overlay, upper level development should:~~

- ~~for buildings up to 14.4 metres (or 16 metres in the Commercial 2 Zone), be setback 4.5m from the common boundary, where a habitable window or balcony facing the common boundary is proposed on the subject site and/or exists on the adjoining property; and~~
- ~~for buildings up to 14.4 metres (or 16 metres in the Commercial 2 Zone), be setback 3.0m from the common side boundary where a commercial or non-habitable window facing the common boundary is proposed on the subject site and/or exists on the adjoining property.~~

~~Where the common boundary is a laneway, the setback is measured from the centre of the laneway.~~

~~Where development consists of multiple buildings and/or separate upper levels, upper level development should:~~

- ~~be setback a minimum of 9m from each other, where a habitable window or balcony is proposed; and~~
- ~~be setback a minimum of 6m from each other where a commercial or non-habitable window is proposed.~~

2.81.1 Building layout requirements

~~Lower levels of development should:~~

- ~~Be designed to accommodate commercial activity at the ground floor, incorporating a commercial floor height of approximately 4 metres floor to floor height;~~
- ~~Incorporate adaptable commercial and residential floor layouts, demonstrating how each could be combined or divided so as to allow for a variety of uses over time.~~

2.10 Street setback design requirements

~~Street setbacks (as identified for each precinct in Clause 2.3 Precinct Design Requirements under the heading 'street setback requirements') should be designed to create a sense of openness and clear line of sight at pedestrian level between the public footpath and street wall.~~

~~Front setback design should provide a high quality landscaped interface that significantly enhances the pedestrian experience along Heidelberg Road.~~

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~~2.11.1.1~~ Other design requirements

~~Development should achieve good urban design outcomes and architectural excellence by including, but not being limited to:~~

- ~~▪ achieving active frontage design at ground level to create a pedestrian-oriented environment and passive surveillance towards the public realm;~~
- ~~▪ achieving fine grain commercial façade design at ground floor for development in the Commercial 1 Zone;~~
- ~~▪ creating an appropriate ratio of solid and void elements;~~
- ~~▪ creating visual interest through the arrangement of fenestration, balconies and the application of architectural features including external shading devices, windowsills;~~
- ~~▪ maintaining an appropriate level of design simplicity by avoiding overly busy facades that rely on a multitude of materials and colours;~~
- ~~▪ maintaining existing openings and the inter-floor height of a heritage building and avoid new floor plates and walls cutting through historic openings;~~
- ~~▪ avoiding highly reflective glazing in openings of heritage buildings;~~
- ~~▪ encouraging the retention of solid built form behind retained heritage facades and avoid balconies behind openings so as to avoid facadism;~~
- ~~▪ not competing with the more elaborate detailing of the heritage building(s) on the subject site or adjoining land;~~
- ~~▪ avoiding large expanses of glazing with a horizontal emphasis; and~~
- ~~▪ ensuring projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback except those identified in Clause 2.3 and do not visually dominate the façade.~~

~~Lower levels of development should:~~

- ~~▪ avoid large expanses of facades with floor to ceiling glazing and limited entries at the ground floor;~~
- ~~▪ allow unobstructed views through openings into the ground floor of buildings;~~
- ~~▪ on sites where no street setback requirement is identified and where abutting narrow footpaths of less than 1.8 metres, provide for street setbacks and/or generous, recessed building entrances to provide space for pedestrian circulation and include space for landscaping, outdoor trading, seating and/or visitor bicycle parking;~~
- ~~▪ locate building service entries/access doors and cabinets away from the primary street frontage, or where not practically possible, they should be sensitively designed to integrate into the façade of the building and complement the street frontage and character.~~

~~The design of upper levels of development should:~~

- ~~▪ distinguish between the lower and upper levels through materials and articulation, with visually lightweight materials and colours applied above the street wall;~~

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- ~~• be designed so that side walls are articulated and read as part of the overall building design and not detract from the streetscape when viewed from direct and oblique views along the streetscape.~~

~~Development should avoid blank walls visible to the public realm, including from side streets.~~

~~Side walls in a mid-block location which are visible permanently or temporarily from adjoining residential sites and/or the public realm should be designed to provide visual interest to passing pedestrians through colour, texture, materials and/or finishes.~~

~~Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies and balustrades should not protrude into a street setback and an upper level setback, except for terraces directly above a podium, as applicable.~~

~~Development interfacing with areas of public open space should:~~

- ~~• provide a suitable transition in scale to the interface with the public open space;~~
- ~~• ensure that development does not visually dominate the public open space;~~
- ~~• provide passive surveillance from lower and upper levels of the building.~~

2.121.1 Access, parking and loading area requirements

~~Pedestrian access to buildings should be achieved via streets and avoid primary access from laneways. Where pedestrian access from a laneway is appropriate, the building setback should include a pedestrian refuge or landing.~~

~~Ensure pedestrian entrances are clearly visible, secure, well lit and have an identifiable sense of address.~~

~~Residential and commercial pedestrian entrances should be distinguishable from each other.~~

~~The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and naturally ventilated.~~

~~Car parking should be located within a basement or concealed from the public realm.~~

~~Bicycle parking should be provided to the rates and design guidelines recommended in the Built Environment Sustainability Scorecard (BESS) tool.~~

~~Bicycle ingress/egress points should be clearly identifiable from the street frontage.~~

~~Resident and staff bicycle parking should be located, preferably at ground floor, and designed to be secure and conveniently accessible from the street and associated uses.~~

~~Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high standard of pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity and avoid adversely impacting the continuity of the public realm.~~

~~Development should not provide new vehicular access from Heidelberg Road and avoid disruptions to bicycle lanes.~~

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~~Where crossovers currently exist or new crossovers are unavoidable along Heidelberg Road, development should consolidate multiple vehicle access points, where applicable.~~

~~Development with redundant vehicle access points should reinstate the kerb, line marked parking bays, and relocate any parking signs.~~

~~Where a ground level setback is provided to achieve practicable vehicle access to a laneway, a minimum headroom clearance of 3.6 metres should be provided to any overhang of the first floor and careful consideration given to create a safe pedestrian environment.~~

~~Properties on the inside corner of bends in laneways or at intersections between two laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.~~

~~Development in Precinct 1 should:~~

- ~~• locate car parking in basements, where possible.~~
- ~~• ensure building entrances are designed to be safe and are accessible from a public thoroughfare.~~

2.432.7 Precinct 1 objective and overall building height, street wall and setback map.

Precinct objective

A new mid-rise contemporary character with buildings providing a street wall to frame Heidelberg Road, retaining the prominence of the former Porta chimney and factory and creating a transition in building scale down towards each of the adjacent parklands in Precinct 1.

Design requirements

Development should:

- ~~• be separated into multiple buildings and provide a fine grain subdivision pattern.~~
- ~~• achieve a character that resembles a mix of old industrial and new commercial towards Heidelberg Road and fine grain residential development that is sensitive to the surrounding parklands including Yarra Bend Park, TH Westfield Reserve and surrounding open space.~~
- ~~• create a sense of openness around the heritage factory building and chimney by gradually stepping down towards the factory and creating a clear, physical separation from the chimney.~~
- ~~• achieve open view lines to the chimney from the TH Westfield Reserve to the south, opposite footpath on Yarra Bend Road and the corner of Jeffrey Street and Heidelberg Road, as shown on Map 1.~~
- ~~• consider the adaptive re-use of the heritage buildings and/or integrate them with any new buildings on the site.~~
- ~~• provide a physical and visual connection from Heidelberg Road through to TH Westfield Reserve to the south, on land to the east of the building affected by Heritage Overlay 421 ensuring the connection is publicly accessible 24 hours a day and is open to the sky.~~

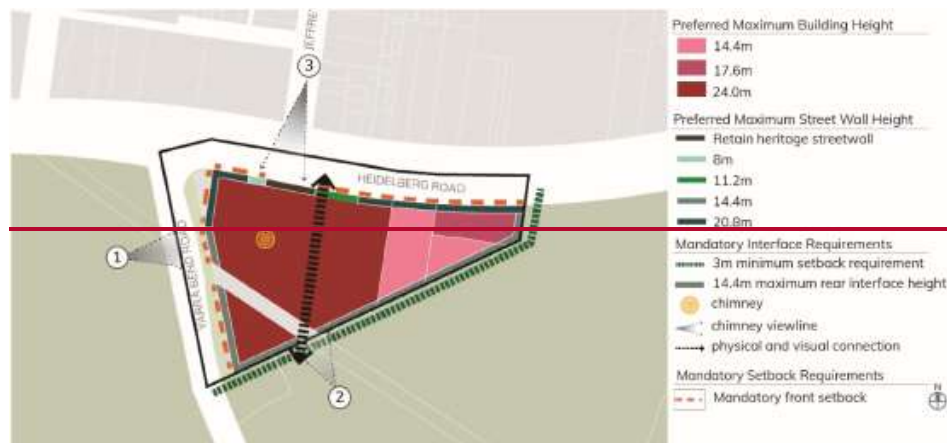
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- provide for a communal space next to the building affected by Heritage Overlay 421 that is located to minimise overshadowing.
- provide a positive interface (visual interest and passive overlooking) to Yarra Bend Park, TH Westfield Reserve and surrounding open space that does not visually dominate the landscape setting.
- provide for canopy trees throughout the site to create a stronger connection with the surrounding parklands, provide for shade and to help reduce the heat island effect.
- utilise natural materials and colours to minimise the dominance of its bulk and blend in with the surrounding parklands, including vertical greening.
- locate car parking in basements, where possible.
- ensure building entrances are designed to be safe and are accessible from a public thoroughfare.

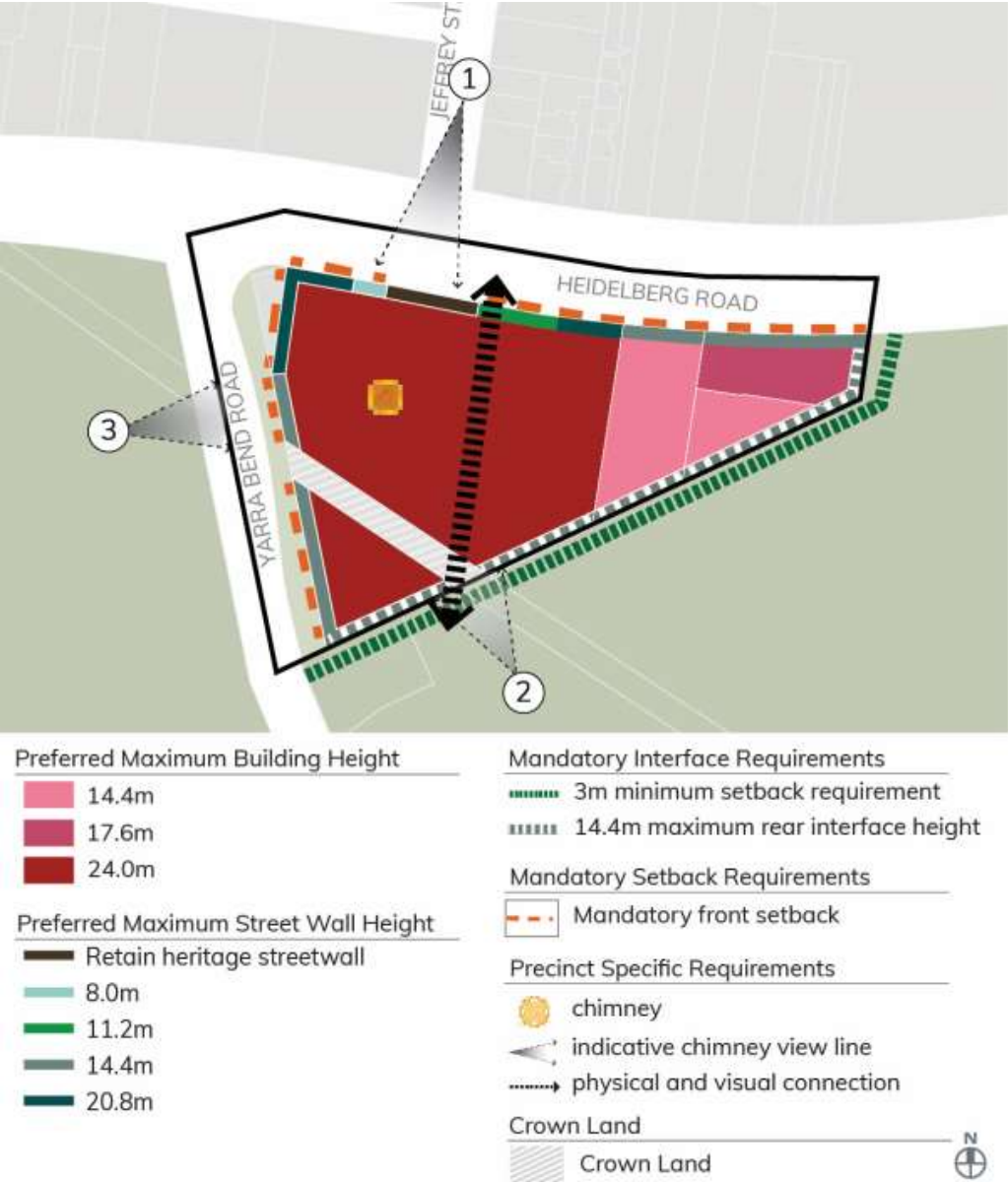
Street setback requirements

Development in Precinct 1 must be set back by a minimum of 3 metres to Heidelberg Road (except for heritage buildings) and must be set back by a minimum of 3 metres to Yarra Bend Road to provide better separation with Heidelberg Road and space for circulation and canopy landscaping.

Map 1: Building and Street Wall Heights for Precinct 1



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~~2.1/2.8~~ Precinct 2 ~~objective and overall building height, street wall and setback map.~~

Precinct objective

An emerging low-rise commercial character which comprises development set behind a landscape strip, with a consistent street wall, and recessive upper levels along Heidelberg Road in Precinct 2.

Design requirements

Development along Heidelberg Road should:

- ~~• achieve an active commercial façade.~~
- ~~• create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.~~

Development with dual frontages to Heidelberg Road and Park Crescent should create a street wall behind a street setback towards Park Crescent to not dominate the low, residential character of Park Crescent.

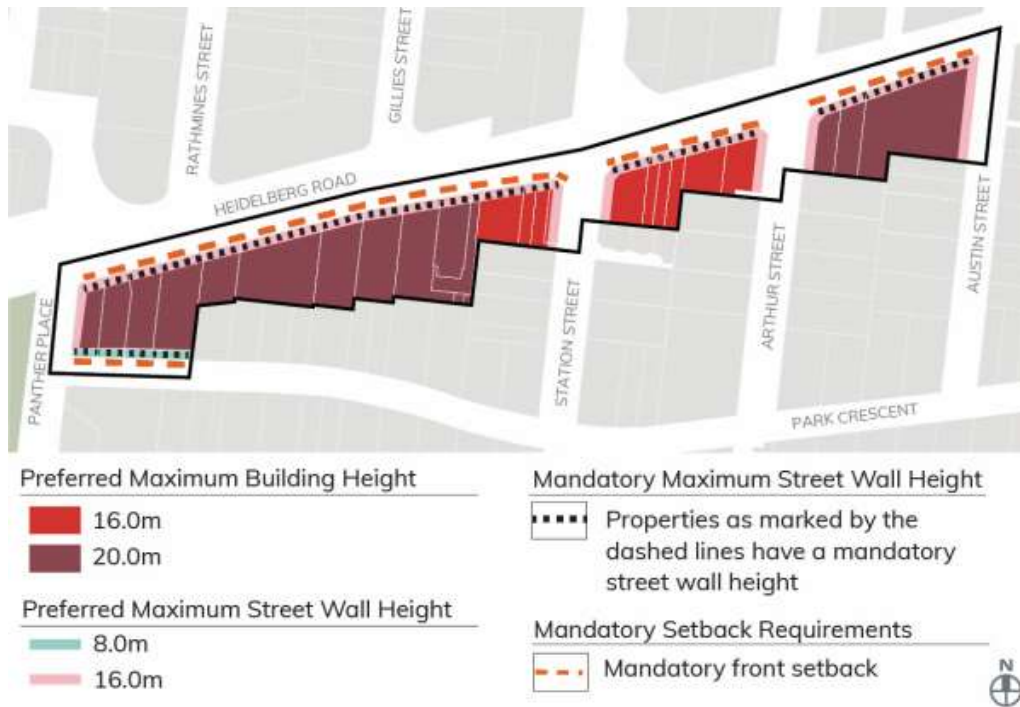
Street setback requirements

Development in Precinct 2 must be set back by a minimum of 3 metres to Heidelberg Road and must be set back by a minimum of 3 metres to Park Crescent to provide better separation with Heidelberg Road and space for circulation and landscaping.

Map 2: Building and Street Wall Heights for Precinct 2



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Map 2 Precinct 2 ~~overall building height, street wall and setback map~~

~~2.452.9 Precinct 3A objective and overall building height, street wall and setback map.~~

Precinct objective

A new contemporary mid-rise development in Precinct 3A that addresses the prominent corner location, without competing with the adjacent high-rise development on the east side of Chandler Highway, and which provides perimeter landscape setbacks as well as street wall and building heights that transition down in scale to the adjacent low rise forms in Coate Avenue.

Design requirements

Development along Heidelberg Road and Chandler Highway should:

- *—achieve a fine grain, activated commercial building façade at the street wall levels.
- *—create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Along Coate Avenue, development should achieve a fine grain, lower residential character to blend in with the character of the street.

Development should achieve a sense of openness by providing strong separation of upper levels from Coate Avenue and residential properties to the rear.

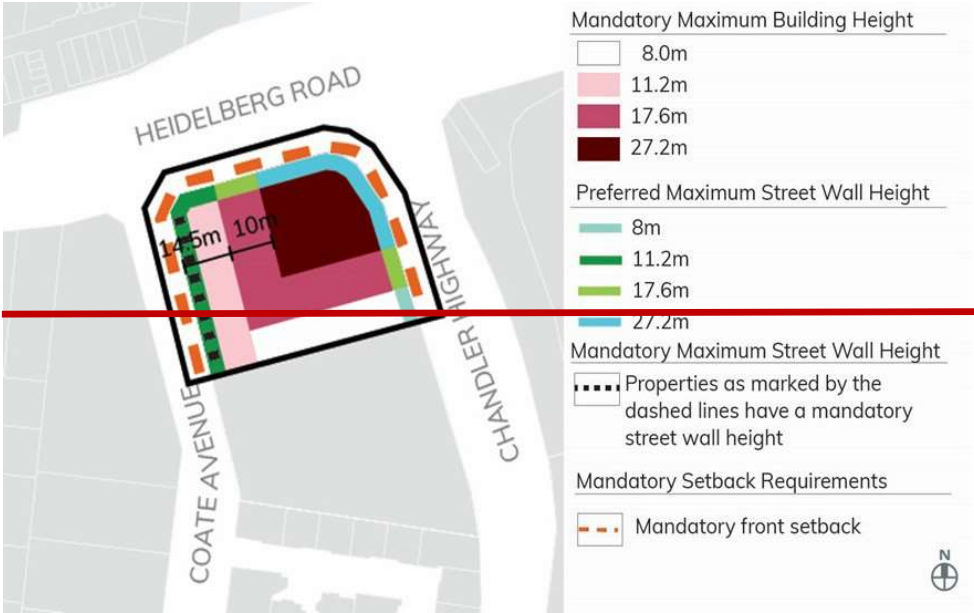
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Front or street setbacks should be designed and landscaped to include canopy trees and blend in with the residential character of the street.

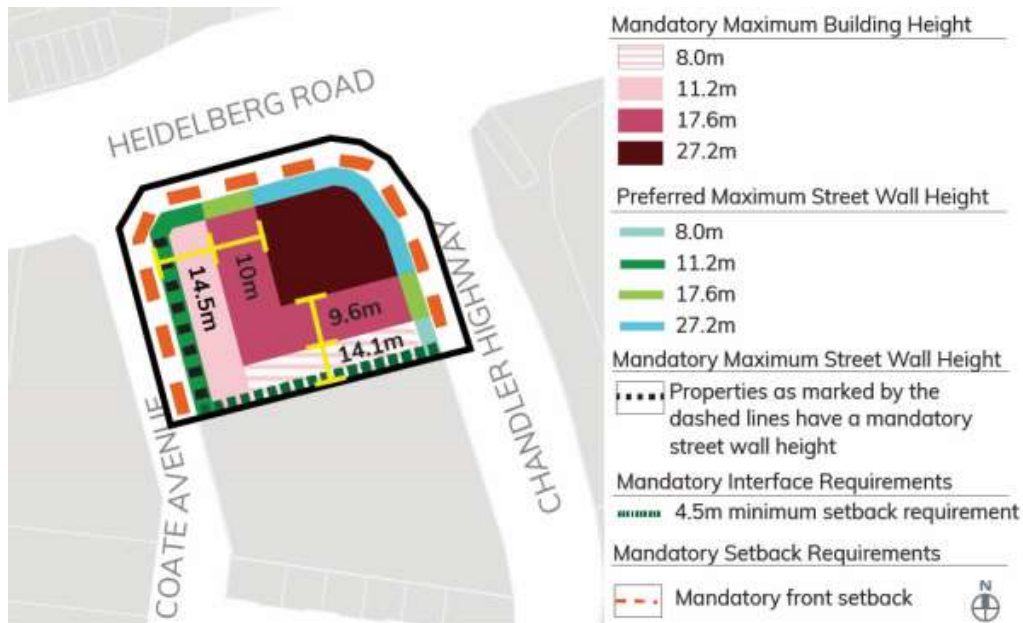
Street setback requirements

Development in Precinct 3A must be set back by a minimum of 3 metres to Heidelberg Road and Chandler Highway and must be set back by a minimum of 4.5 metres to Coate Avenue to provide better separation with Heidelberg Road and space for circulation and canopy landscaping.

Map 3A: Building and Street Wall Heights for Precinct 3A



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Map 3A Precinct 3A overall building height, street wall and setback map

2.4.62.10 Precinct 3B objective and overall building height, street wall and setback map.

Precinct objective

A new low-rise character with a mix of retained heritage and complementary street wall heights along Heidelberg Road, and a landscape setback between Yarralea Street and Como Street in Precinct 3B

Design requirements

Buildings should achieve a fine grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy.

Development along Heidelberg Road should provide active frontages to improve pedestrian amenity, safety and the vibrancy of the area.

Front or street setbacks east of Yarralea Street should be designed to include canopy trees and soft landscaping to create a more pedestrian friendly environment and avoid the dominance of car parking areas.

Street setback requirements

Development in Precinct 3B must be set back by a minimum of 3 metres to Heidelberg Road between Parkview Road and Park Avenue and between Yarralea Street and Como Street to provide

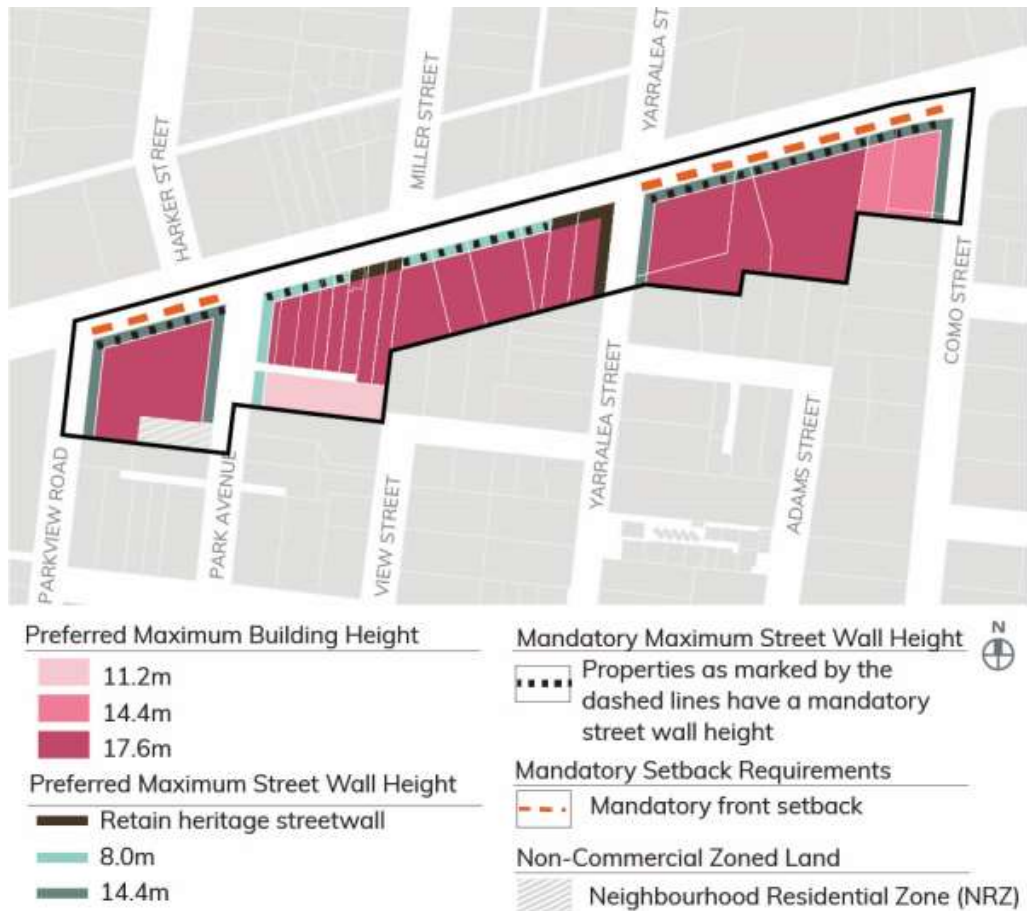
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~~better separation with Heidelberg Road and space for circulation and canopy landscaping-~~
~~No front setback to Heidelberg Road should be provided between Park Avenue and Yarralea Street.~~



Map 3B: Building and Street Wall Heights for Precinct 3B

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Map 3B4 Precinct 3B overall building height, street wall and setback map

2.11 Overshadowing requirements

Development should meet the objective of Clause 55.04-5 Overshadowing for adjoining land within a residential zone, including where separated by a laneway.

Development should not overshadow:

- the opposite footpath of a side street, from property boundary to kerb between 10 am and 2 pm on 22nd September; and
- any opposite kerb outstands, seating and/or planting areas (as applicable), between 10am and 2pm on 22 September.

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Development should not increase the amount of overshadowing to Yarra Bend Park, TH Westfield Reserve and surrounding public open space, ~~except the car parks and associated access ways abutting the southern boundary of Precinct 1~~, as beyond that caused by a 14.4m wall set back 3m from the property boundary, measured between 10am and 2pm on 22 September.

2.12 Building separation, and amenity requirements

Where development shares a common boundary within the overlay, upper level development should:

- ~~for buildings up to 14.4 metres (or 16 metres in the Commercial 2 Zone)~~, be setback 4.5m from the common boundary, where a habitable window or balcony facing the common boundary is proposed on the subject site and/or exists on the adjoining property; and
- ~~for buildings up to 14.4 metres (or 16 metres in the Commercial 2 Zone)~~, be setback 3.0m from the common side boundary where a commercial or non-habitable window facing the common boundary is proposed on the subject site and/or exists on the adjoining property.

Where the common boundary is a laneway, the setback is measured from the centre of the laneway.

Where development consists of multiple buildings and/or separate upper levels, upper level development should:

- be setback a minimum of 9m from each other, where a habitable window or balcony is proposed; and
- be setback a minimum of 6m from each other where a commercial or non-habitable window is proposed.

2.13 Building layout requirements

Lower levels of development should:

- Be designed to accommodate commercial activity at the ground floor, incorporating a commercial floor height of approximately 4 metres floor to floor height;
- Incorporate adaptable commercial and residential floor layouts, demonstrating how each could be combined or divided so as to allow for a variety of uses over time.

2.14 Other design requirements

Development should achieve good urban design outcomes and architectural excellence by including, but not being limited to:

- achieving active frontage design at ground level to create a pedestrian-oriented environment and passive surveillance towards the public realm;
- creating an appropriate ratio of solid and void elements;
- creating visual interest through the arrangement of fenestration, balconies and the application of architectural features including external shading devices, windowsills;
- maintaining an appropriate level of design simplicity by avoiding overly busy facades that rely on a multitude of materials and colours;

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- maintaining existing openings and the inter-floor height of a heritage building and avoid new floor plates and walls cutting through historic openings;
- avoiding highly reflective glazing in openings of heritage buildings;
- encouraging the retention of solid built form behind retained heritage facades and avoid balconies behind openings so as to avoid facadism;
- not competing with the more elaborate detailing of the heritage building(s) on the subject site or adjoining land;
- avoiding large expanses of glazing with a horizontal emphasis; and
- ensuring projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback except those identified in Clause 2.3 and do not visually dominate the façade and terraces above a podium.

Lower levels of development should:

- avoid large expanses of facades with floor to ceiling glazing and limited entries at the ground floor;
- allow unobstructed views through openings into the ground floor of buildings;
- on sites where no street setback requirement is identified and where abutting narrow footpaths of less than 1.8 metres, provide for street setbacks and/or generous, recessed building entrances to provide space for pedestrian circulation and include space for landscaping, outdoor trading, seating and/or visitor bicycle parking;
- locate building service entries/access doors and cabinets away from the primary street frontage, or where not practically possible, they should be sensitively designed to integrate into the façade of the building and complement the street frontage and character.

The design of upper levels of development should:

- distinguish between the lower and upper levels through materials and articulation, with visually lightweight materials and colours applied above the street wall;
- be designed so that side walls are articulated and read as part of the overall building design and not detract from the streetscape when viewed from direct and oblique views along the streetscape.

Development should avoid blank walls visible to the public realm, including from side streets.

Side walls in a mid-block location which are visible permanently or temporarily from adjoining residential sites and/or the public realm should be designed to provide visual interest to passing pedestrians through colour, texture, materials and/or finishes.

~~Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies and balustrades should not protrude into a street setback and an upper level setback, except for terraces directly above a podium, as applicable.~~

Development interfacing with areas of public open space should:

- provide a suitable transition in scale to the interface with the public open space;
- ensure that development does not visually dominate the public open space;
- provide passive surveillance from lower and upper levels of the building.

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Development in Precinct 1 should:

- be separated into multiple buildings and provide a fine grain subdivision pattern.
- achieve a character that resembles a mix of old industrial and new commercial towards Heidelberg Road and fine-grain residential development that is sensitive to the surrounding parklands including Yarra Bend Park, TH Westfield Reserve and surrounding open space.
- create a sense of openness around the heritage Porta factory building and chimney by gradually stepping down towards the factory and creating a clear, physical separation from the chimney.
- achieve open view lines to the Porta chimney from the TH Westfield Reserve to the south, opposite footpath on Yarra Bend Road and the corner of Jeffrey Street and Heidelberg Road, as shown on Map 1.
- ensure new built form achieves sufficient separation towards the Porta chimney, allowing the appreciation of its heritage significance and landmark qualities when viewed from the indicative view lines on Map 1.
- consider the adaptive re-use of the heritage buildings and/or integrate them with any new buildings on the site.
- provide a physical and visual connection from Heidelberg Road through to TH Westfield Reserve to the south, on land to the east of the building affected by Heritage Overlay 421 ensuring the connection is publicly accessible 24 hours a day and is open to the sky.
- provide for a communal space next to the building affected by Heritage Overlay 421 that is located to minimise overshadowing.
- provide a positive interface (visual interest and passive overlooking) to Yarra Bend Park, TH Westfield Reserve and surrounding open space that does not visually dominate the landscape setting.
- provide for canopy trees throughout the site to create a stronger connection with the surrounding parklands, provide for shade and to help reduce the heat island effect.
- utilise natural materials and colours to minimise the dominance of its bulk and blend in with the surrounding parklands, including vertical greening.

Development along Heidelberg Road, Chandler Highway and Coate Avenue (Precincts 2, 3A and 3B), should achieve active frontages to create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrance of the area.

Development within Precinct 3A:

- along Heidelberg Road and Chandler Highway should achieve a fine grain, activated commercial building façade at the street wall levels.
- along Coate Avenue, should achieve a fine-grain, lower residential character to blend in with the character of the street.

Buildings should achieve a fine grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or

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~~canopy:~~

2.15 Access, parking and loading area requirements

Pedestrian access to buildings should be achieved via streets and avoid primary access from laneways. Where pedestrian access from a laneway is appropriate, the building setback should include a pedestrian refuge or landing.

Ensure pedestrian entrances are clearly visible, secure, well lit and have an identifiable sense of address.

Residential and commercial pedestrian entrances should be distinguishable from each other.

The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and naturally ventilated.

Car parking should be located within a basement or concealed from the public realm.

Bicycle parking should be provided to the rates and design guidelines recommended in the Built Environment Sustainability Scorecard (BESS) tool.

Bicycle ingress/egress points should be clearly identifiable from the street frontage.

Resident and staff bicycle parking should be located, preferably at ground floor, and designed to be secure and conveniently accessible from the street and associated uses.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high standard of pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity and avoid adversely impacting the continuity of the public realm.

Development should not provide new vehicular access from Heidelberg Road and avoid disruptions to bicycle lanes.

Where crossovers currently exist or new crossovers are unavoidable along Heidelberg Road, development should consolidate multiple vehicle access points, where applicable.

Vehicle access points should be spaced apart from neighbouring access points to avoid wide crossovers.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

Where a ground level setback is provided to achieve practicable vehicle access to a laneway, a minimum headroom clearance of 3.6 metres should be provided to any overhang of the first floor and careful consideration given to create a safe pedestrian environment.

Properties on the inside corner of bends in laneways or at intersections between two laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

Development in Precinct 1 should:

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- locate car parking in basements, where possible.
- ensure building entrances are designed to be safe and are accessible from a public thoroughfare.

3.0 Subdivision

None specified.

4.0 Signs

None specified.

5.0 Application requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A site analysis and urban design context report which demonstrates how the proposal achieves the Design Objectives and requirements of this schedule;
- A desktop wind effects assessment for proposed development over 16 metres in height to assess the impact of wind on:
 - the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing; and
 - the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that demonstrates how the development:
 - minimises impacts on the level of service, safety and amenity of the arterial road network (including bicycle lanes);
 - reduces car dependence and promotes sustainable transport modes, and
 - assesses the impacts of traffic and parking in the Precincts including an assessment of the ongoing functionality of laneway/s, where applicable.
- A landscaping plan.

6.0 Decision guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

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- whether the proposal provides a high-quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface, and contributes positively to the pedestrian environment and other areas of the public realm;
- whether the development retains the prominence of the heritage street wall in the vistas along the primary street frontage;
- whether heritage buildings on street corners retain their prominence, including their three-dimensional form, when viewed from the opposite side of the primary and secondary street;
- whether upper level development above the heritage street wall is visually recessive and does not visually overwhelm the heritage buildings;
- whether a clear sense of separation between upper levels and street walls is achieved when viewed from the opposite side of the street;
- whether the proposal responds to the presence of heritage buildings either on, or in close proximity to the site through a suitable transition in scale of street-wall, upper level setbacks and building height;
- whether the development delivers ~~design-excellence~~high quality design, including but not limited to building siting, scale, massing, articulation and materials;
- whether upper side and rear setbacks are sufficient to limit the impact on the amenity of existing dwellings, limit bulk of new development and retain a sense of openness;
- does the design respond to the interface with existing low-scale residential properties, including avoiding additional overshadowing of secluded private open space;
- whether proposed buildings and works will minimise overshadowing of footpaths and public spaces;
- whether the proposed built form mitigates negative wind effects created by the development;
- the impact of development on traffic and parking in the nearby area, including on the functionality of laneways and bicycle lanes;
- whether the layout and appearance of areas set aside for vehicular access, loading, unloading and the location of any proposed car parking is practicable, safe and supports a pedestrian-oriented design outcome.

SCHEDULE 18 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

CLEAN VERSION OF DDO18 FOLLOWING C273YARA HEARING
YARRA CITY COUNCIL

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SCHEDULE 18 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO18**.

HEIDELBERG ROAD PRECINCTS

1.0 Design objectives

- To ensure development contributes to the creation of identified preferred built form character, while responds to the existing surrounding low scale residential and parkland character.
- To ensure development delivers a high quality landscaped interface that incorporates canopy trees (where appropriate), openness and a significantly improved pedestrian amenity along Heidelberg Road providing passive surveillance and activated, pedestrian-oriented façades.
- To ensure development responds to heritage fabric through recessive upper level development, a legible transition in scale from taller building forms towards the interface with heritage buildings, and retains the prominence of and key view lines to the former 'Porta' chimney and heritage factory at 224-256 Heidelberg Road, Fairfield.
- To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a legible transition to low-rise residential areas and public open space and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing

2.0 Building and works

A permit is not required to:

- extend a ground floor at the rear provided:
 - the maximum building height is not more than 4 metres above ground level.
- alter an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - in a C1Z, at least 80 per cent of the building facade at ground floor level is maintained as an entry or window with clear glazing.
- construct an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager
- construct or carry out works to a telecommunications facility.

2.1 Definitions

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant (including properties on the Victorian Heritage Register).

Laneway means a road reserve of a public road 9 metres or less wide.

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Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at the street boundary or if a front or street setback is required in this DDO, the front of the building.

Street wall height means the height of the street wall measured at the vertical distance between the footpath at the centre of the frontage and the highest point of the building at the street wall, with the exception of architectural features and building services.

Upper level means development above the height of the street wall.

Upper level setback means the minimum distance between the development above the height of the street wall (including projections such as balconies, building services and architectural features) and the street wall.

Street boundary means the boundary between the public street and the private property.

Rear interface is the rear wall of any proposed building or structure whether on the property boundary or set back from the property boundary.

2.2 General requirements

The requirements below (including both the General Requirements and Precinct Design Requirements) apply to an application to construct a building or construct or carry out works.

A permit cannot be granted to vary a requirement expressed with the term ‘must’ or listed in a ‘mandatory’ column of a table or map.

2.3 Street wall height and street setback requirements

Development must not exceed the mandatory maximum street wall heights as shown on Maps 2, 3A, 3B.

Development should not exceed the preferred maximum street wall heights as shown on Maps 1, 2, 3A and 3B unless all the following built form outcomes are achieved, to the satisfaction of the Responsible Authority:

- an appropriate transition, scaling down to the interface with a heritage building;
- avoid visually overwhelming the adjoining heritage building; and
- an appropriate transition, scaling down to the interface with low rise residential areas.

Infill development abutting a heritage building should match the parapet height of the adjoining building for a minimum of 6 metres in length.

The street wall on corner buildings should continue the main frontage street wall height for a minimum of 8 metres to the side street, but then transition down in height to match the rear or side interface as required.

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Development of non-heritage buildings on street corners should provide a corner splay at minimum of 1 x 1 metre at the site's corner boundaries.

Development should retain the visual prominence of:

- the heritage street wall in the vistas along the street;
- heritage fabric of the return facades of heritage buildings on corner sites.

Street setbacks (as identified in Clause 2.3 and Maps 1 to 3B in Clause 2.7 to 2.10) should be designed to create a sense of openness at pedestrian level between the public footpath and street wall.

Front setback design should provide a high quality landscaped interface that significantly enhances the pedestrian experience along Heidelberg Road.

Development with dual frontages to Heidelberg Road and Park Crescent should create a street wall behind a street setback towards Park Crescent to not dominate the low, residential character of Park Crescent.

Front or street setbacks for Precincts 3A and Precinct 3B (between Yarralea Street and Como Street) should be designed to include canopy trees and soft landscaping to:

- Blend in with the residential character of Precinct 3A
- Create a more pedestrian-friendly environment and avoid the dominance of car parking areas for Precinct 3B (between Yarralea Street and Como Street).

Development must be setback to provide.

- for space for circulation, canopy landscaping for all streets shown in Table 1 and Maps 1-3B; and
- better separation for the sections of Heidelberg Road shown in Table 1 and Maps 1-3B.

Balconies at the street wall levels may protrude into a street wall front setback along the sections of Heidelberg Road shown in Table 1 and Map 1-3B if the following requirements are met, to the satisfaction of the Responsible Authority:

- balconies:
 - do not restrict the ability to provide space for circulation, canopy trees and landscaping;
 - do not protrude greater than 2m into the setback;
 - do not present as a second street wall when viewed from the opposite side of the street and at oblique angles;
 - are not enclosed (excepting balustrades); and
- balustrades are designed to be visually permeable.

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Table 1 Mandatory Street Setbacks

Precinct	Location	Mandatory minimum street setback
Precinct 1	Heidelberg Road (excluding heritage properties) and Yarra Bend Road	3m
Precinct 2	Heidelberg Road and Park Crescent	3m
Precinct 3A	Heidelberg Road and Chandler Highway	3m
	Coate Avenue	4.5m
Precinct 3B	Heidelberg Road between: <ul style="list-style-type: none"> ▪ Parkview Road and Park Avenue ▪ Yarralea Street and Como Street 	3m

2.4 Upper level front and side setback requirements

Upper levels of development are set back above the street wall as shown in Table 2:

Table 2 Upper level setbacks

Precinct	Location	Mandatory minimum upper level setback	Preferred minimum upper level setback
Precinct 1	Heidelberg Road and Yarra Bend Road	None specified.	6m
Precinct 2	Heidelberg Road and Park Crescent	None specified.	6m
	Other side streets	None specified.	3m
Precinct 3A	Heidelberg Road and Chandler Highway	None specified.	6m

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	Coate Avenue	10 metres; and an additional minimum of 10 metres above the secondary step	None specified.
Precinct 3B	Heidelberg Road between Parkview Road and Yarralea Street	6m	None specified.
	Heidelberg Road between Yarralea Street and Como Street.	None specified.	6m
	Other side streets	None specified.	3m

Upper levels should:

- be visually recessive when viewed from the public realm to ensure development does not overwhelm the streetscape and minimises upper level bulk;
- contain upper level setbacks above the street wall within a maximum of two steps (including the setback above the street wall below as one step) to avoid repetitive steps in the built form.

Development should achieve a sense of openness by providing strong separation of upper levels from Coate Avenue and residential properties to the rear.

Upper levels above heritage buildings should be setback in excess of the minimum upper level setback requirements where:

- it would facilitate the retention of a roof form and/or chimneys that are visible from the public realm, or a roof or any feature that the relevant statement of significance identifies as contributing to the significance of the heritage building or streetscape;
- it would maintain the perception of the three-dimensional form and depth of the building;
- a lesser setback would detract from the character of the streetscape when viewed directly or obliquely along the street.

2.5 Building height requirements

Development must not exceed the mandatory maximum building heights shown on Map 3A.

Development should not exceed the preferred maximum building heights shown on Maps 1, 2, and 3B.

A permit should only be granted to construct a building or construct or carry out works which exceeds the preferred maximum building height shown on Maps 1, 2 and 3B where, in addition to other requirements of this DDO, all the following requirements are met to the satisfaction of the responsible authority:

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- the built form outcome satisfies the Overshadowing Requirements in Clause 2.2.5;
- the proposal will achieve each of the following:
 - greater building separation than the minimum requirements in this schedule; and
 - no additional overshadowing impacts on secluded private open space to residentially zoned properties or adjacent parkland or reserves, beyond that which would be generated by a proposal that complies with the preferred building height.

Architectural features (except service equipment or structures) may exceed the mandatory or preferred maximum building height.

Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, roof terraces, shading devices, plant rooms, lifts, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the mandatory or preferred maximum height provided that:

- the equipment/structures do not cause additional overshadowing of secluded private open space to residential land, opposite footpaths, kerb outstands or planting areas in the public realm; and
- the equipment/structures are no higher than 2.6 metres above the mandatory or preferred maximum height; and
- the equipment/structures (other than solar panels, green roofs and roof terraces) occupy less than 50 per cent of the roof area.

2.6 Interface and rear setback requirements

Development must provide minimum landscape setbacks between the rear interface and the boundary as shown in Table 3.

Development in Precinct 1 (as shown on Map 1) along Fairfield Park or in Precincts 2, 3A and 3B adjoining a residential property outside this overlay must not exceed a maximum rear interface height as shown in Table 3.

Table 3 Mandatory minimum rear landscape setbacks and mandatory maximum rear interface heights

Precinct	Mandatory minimum landscape setback	Mandatory maximum rear interface height
Precinct 1	3 metres (as shown on Map 1)	14.4m
Precinct 2	5 metres where a development site directly abuts a rear boundary (see Figure 2) of an adjacent residential lot.	8m
	3 metres where a development site directly abuts a side boundary (see Figure 2) of an adjacent residential lot.	

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Precinct 3A	4.5 metres (as shown on Map 3)	8m
Precinct 3B	5 metres where a development site directly abuts a rear boundary (see Figure 2) of an adjacent residential lot.	8m
	3 metres where a development site directly abuts a (see Figure 2) side boundary of an adjacent residential lot.	

Upper levels above a rear interface must be contained within a 45 degree setback envelope that is measured from the top of the rear interface taken from the centre of the boundary (as shown in Figure 1: Indicative Cross Section).

Upper level setbacks above the rear interface wall should be contained within a maximum of two steps (including the setback above the interface below as one step) or be contained within a sloped façade to avoid repetitive stepping of individual levels.

Development should respond to existing secluded private open spaces by setting back at upper levels to create a sense of separation, minimise overshadowing and reduce building bulk.

Development should not visually dominate adjoining residential sites outside this overlay.

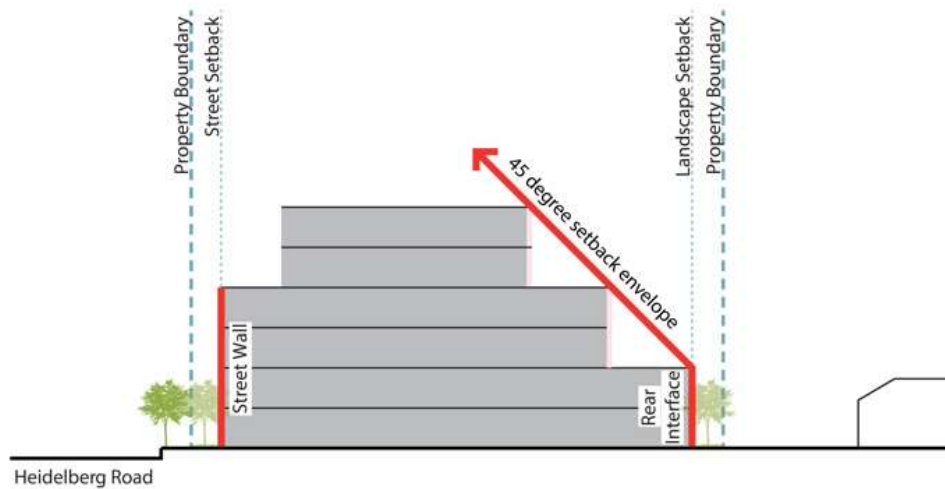


Figure 1 Indicative Cross Section

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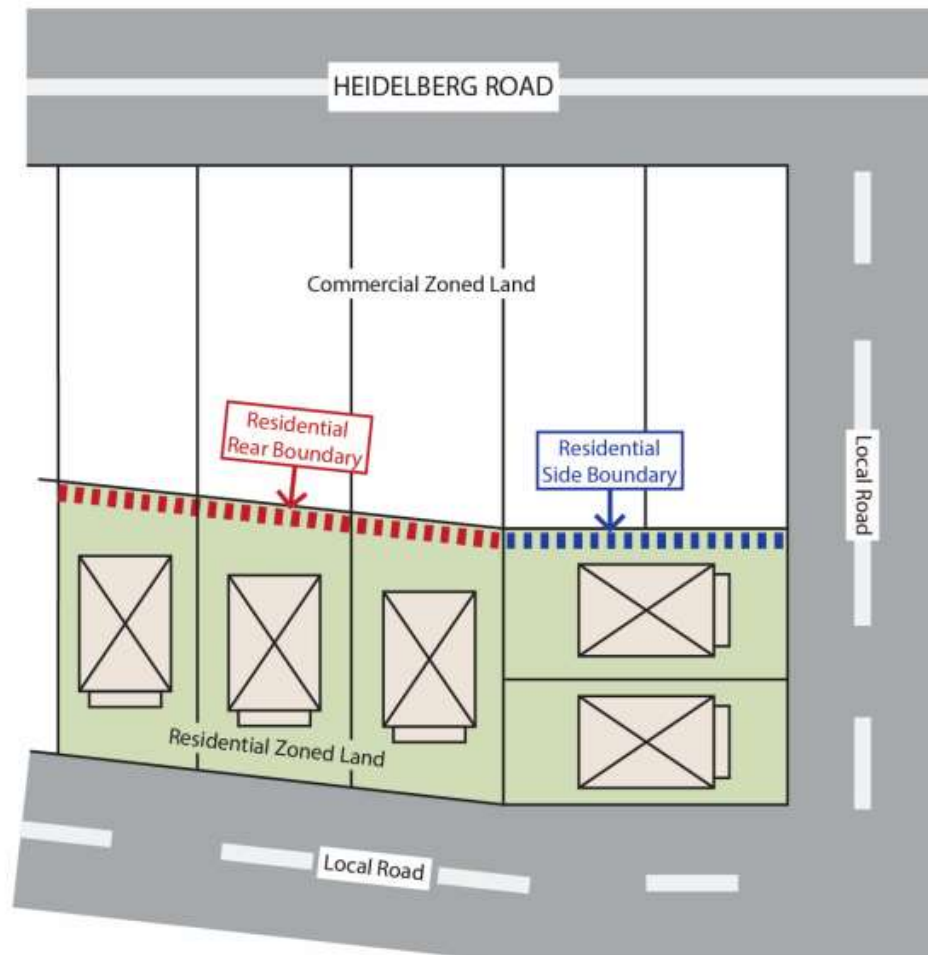


Figure 2 Residential rear and side boundaries diagram

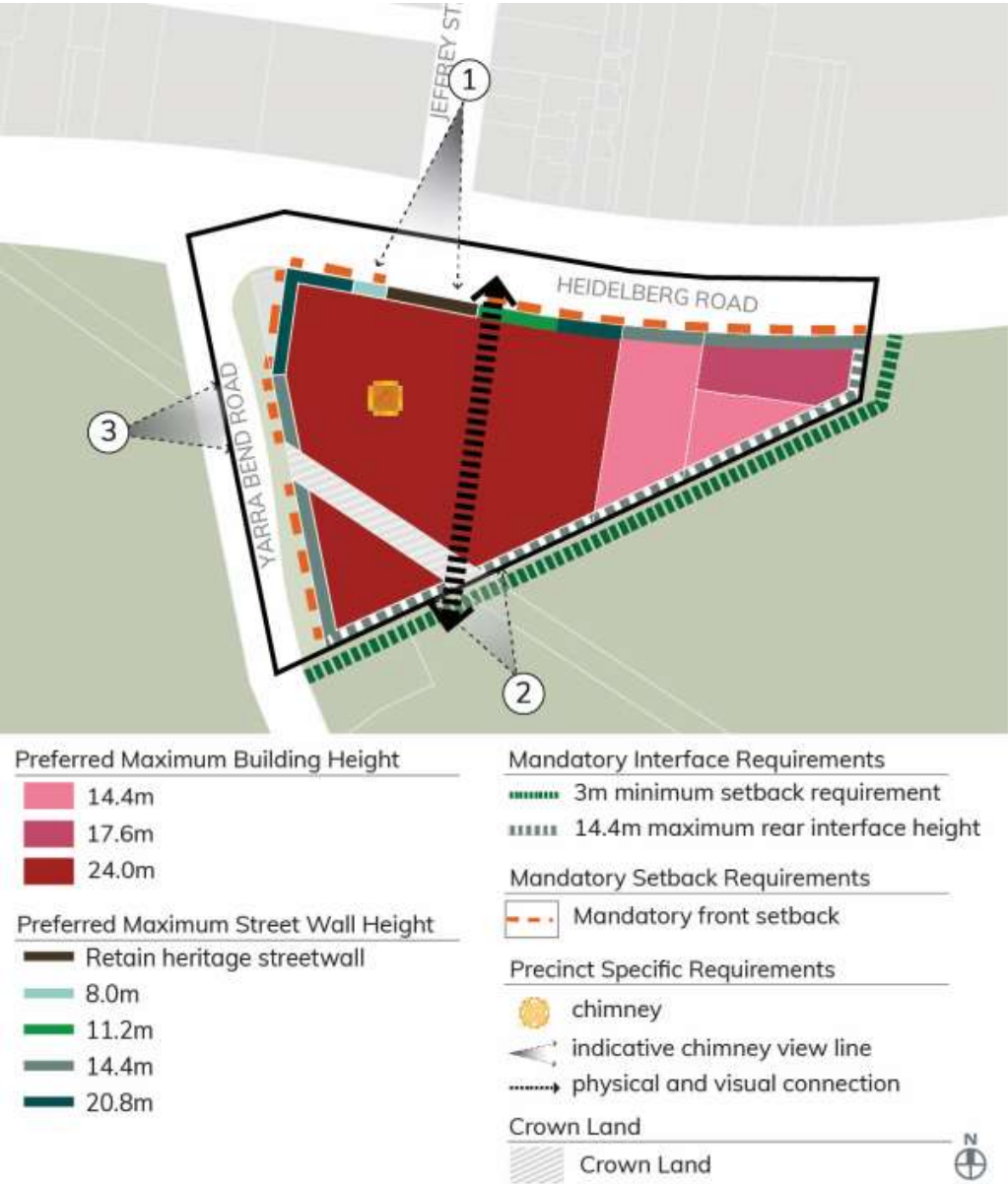
2.7

Precinct 1

Precinct objective

A new mid-rise contemporary character with buildings providing a street wall to frame Heidelberg Road, retaining the prominence of the former Porta chimney and factory and creating a transition in building scale down towards each of the adjacent parklands in Precinct 1.

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Map 1 Precinct 1

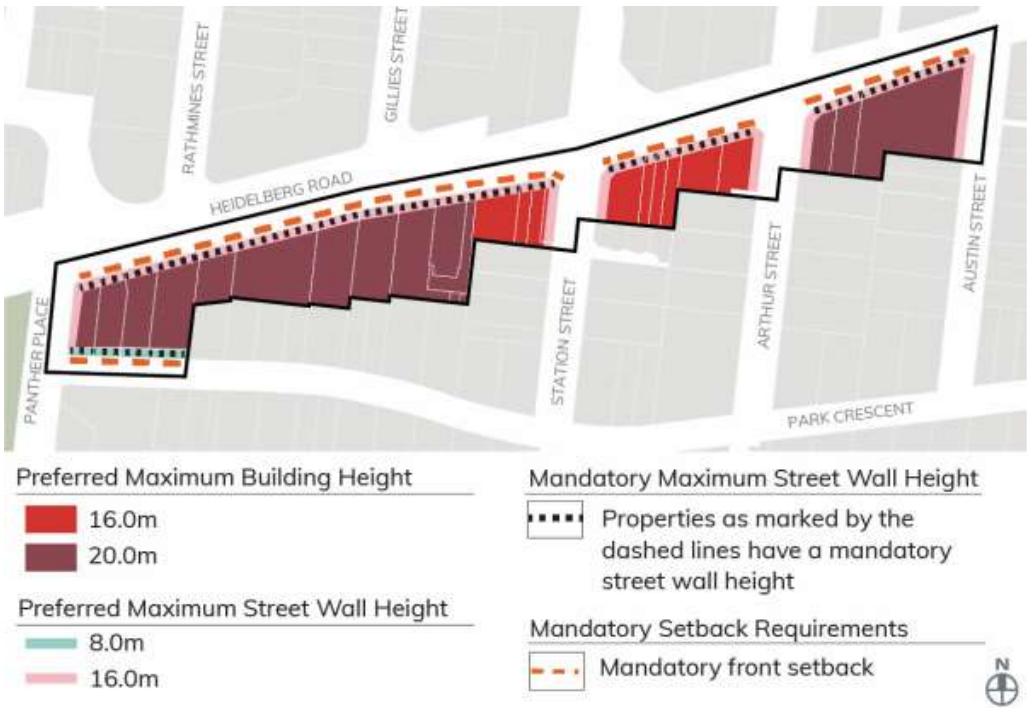
YARRA PLANNING SCHEME

2.8

Precinct 2

Precinct objective

An emerging low-rise commercial character which comprises development set behind a landscape strip, with a consistent street wall, and recessive upper levels along Heidelberg Road in Precinct 2.



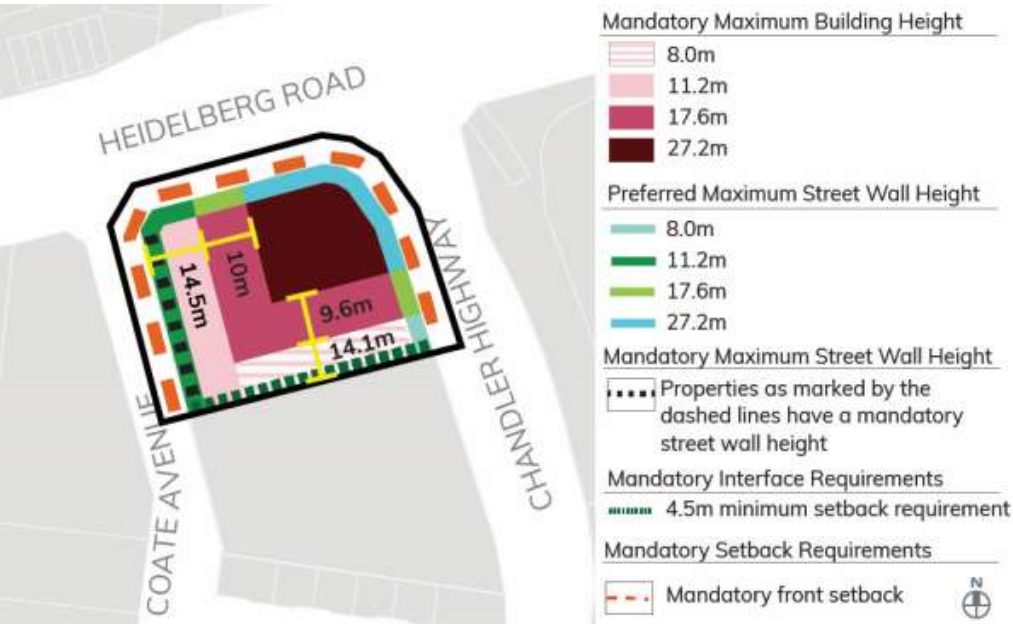
Map 2 Precinct 2

YARRA PLANNING SCHEME

2.9

Precinct 3A
Precinct objective

A new contemporary mid-rise development in Precinct 3A that addresses the prominent corner location, without competing with the adjacent high-rise development on the east side of Chandler Highway, and which provides perimeter landscape setbacks as well as street wall and building heights that transition down in scale to the adjacent low rise forms in Coate Avenue.



Map 3A Precinct 3A

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2.10 **Precinct 3B**
Precinct objective

A new low-rise character with a mix of retained heritage and complementary street wall heights along Heidelberg Road, and a landscape setback between Yarralea Street and Como Street in Precinct 3B



Map 3B Precinct 3B

2.11 **Overshadowing requirements**

Development should meet the objective of Clause 55.04-5 Overshadowing for adjoining land within a residential zone, including where separated by a laneway.

YARRA PLANNING SCHEME

Development should not overshadow:

- the opposite footpath of a side street, from property boundary to kerb between 10 am and 2 pm on 22nd September; and
- any opposite kerb outstands, seating and/or planting areas (as applicable), between 10am and 2pm on 22 September.

Development should not increase the amount of overshadowing to Yarra Bend Park, TH Westfield Reserve and surrounding public open space, except the car parks and associated access ways abutting the southern boundary of Precinct 1, as beyond that caused by a 14.4m wall set back 3m from the property boundary, measured between 10am and 2pm on 22 September.

2.12 Building separation, and amenity requirements

Where development shares a common boundary within the overlay, upper level development should:

- be setback 4.5m from the common boundary, where a habitable window or balcony facing the common boundary is proposed on the subject site and/or exists on the adjoining property; and
- be setback 3.0m from the common side boundary where a commercial or non-habitable window facing the common boundary is proposed on the subject site and/or exists on the adjoining property.

Where the common boundary is a laneway, the setback is measured from the centre of the laneway.

Where development consists of multiple buildings and/or separate upper levels, upper level development should:

- be setback a minimum of 9m from each other, where a habitable window or balcony is proposed; and
- be setback a minimum of 6m from each other where a commercial or non-habitable window is proposed.

2.13 Building layout requirements

Lower levels of development should:

- Be designed to accommodate commercial activity at the ground floor, incorporating a commercial floor height of approximately 4 metres floor to floor height;
- Incorporate adaptable commercial and residential floor layouts, demonstrating how each could be combined or divided so as to allow for a variety of uses over time.

2.14 Other design requirements

Development should achieve good urban design outcomes and architectural excellence by including, but not being limited to:

YARRA PLANNING SCHEME

- achieving active frontage design at ground level to create a pedestrian-oriented environment and passive surveillance towards the public realm;
- creating an appropriate ratio of solid and void elements;
- creating visual interest through the arrangement of fenestration, balconies and the application of architectural features including external shading devices, windowsills;
- maintaining an appropriate level of design simplicity by avoiding overly busy facades that rely on a multitude of materials and colours;
- maintaining existing openings and the inter-floor height of a heritage building and avoid new floor plates and walls cutting through historic openings;
- avoiding highly reflective glazing in openings of heritage buildings;
- encouraging the retention of solid built form behind retained heritage facades and avoid balconies behind openings so as to avoid facadism;
- not competing with the more elaborate detailing of the heritage building(s) on the subject site or adjoining land;
- avoiding large expanses of glazing with a horizontal emphasis; and
- ensuring projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback except those identified in Clause 2.3 and do not visually dominate the façade and terraces above a podium.

Lower levels of development should:

- avoid large expanses of facades with floor to ceiling glazing and limited entries at the ground floor;
- allow unobstructed views through openings into the ground floor of buildings;
- on sites where no street setback requirement is identified and where abutting narrow footpaths of less than 1.8 metres, provide for street setbacks and/or generous, recessed building entrances to provide space for pedestrian circulation and include space for landscaping, outdoor trading, seating and/or visitor bicycle parking;
- locate building service entries/access doors and cabinets away from the primary street frontage, or where not practically possible, they should be sensitively designed to integrate into the façade of the building and complement the street frontage and character.

The design of upper levels of development should:

- distinguish between the lower and upper levels through materials and articulation, with visually lightweight materials and colours applied above the street wall;
- be designed so that side walls are articulated and read as part of the overall building design and not detract from the streetscape when viewed from direct and oblique views along the streetscape.

Development should avoid blank walls visible to the public realm, including from side streets.

Side walls in a mid-block location which are visible permanently or temporarily from adjoining residential sites and/or the public realm should be designed to provide visual interest to passing pedestrians through colour, texture, materials and/or finishes.

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Development interfacing with areas of public open space should:

- provide a suitable transition in scale to the interface with the public open space;
- ensure that development does not visually dominate the public open space;
- provide passive surveillance from lower and upper levels of the building.

Development in Precinct 1 should:

- be separated into multiple buildings and provide a fine grain subdivision pattern.
- achieve a character that resembles a mix of old industrial and new commercial towards Heidelberg Road and fine-grain residential development that is sensitive to the surrounding parklands including Yarra Bend Park, TH Westfield Reserve and surrounding open space.
- create a sense of openness around the heritage Porta factory building and chimney by gradually stepping down towards the factory and creating a clear, physical separation from the chimney.
- achieve open view lines to the Porta chimney from the TH Westfield Reserve to the south, opposite footpath on Yarra Bend Road and the corner of Jeffrey Street and Heidelberg Road, as shown on Map 1.
- ensure new built form achieves sufficient separation towards the Porta chimney, allowing the appreciation of its heritage significance and landmark qualities when viewed from the indicative view lines on Map 1.
- consider the adaptive re-use of the heritage buildings and/or integrate them with any new buildings on the site.
- provide a physical and visual connection from Heidelberg Road through to TH Westfield Reserve to the south, on land to the east of the building affected by Heritage Overlay 421 ensuring the connection is publicly accessible 24 hours a day and is open to the sky.
- provide for a communal space next to the building affected by Heritage Overlay 421 that is located to minimise overshadowing.
- provide a positive interface (visual interest and passive overlooking) to Yarra Bend Park, TH Westfield Reserve and surrounding open space that does not visually dominate the landscape setting.
- provide for canopy trees throughout the site to create a stronger connection with the surrounding parklands, provide for shade and to help reduce the heat island effect.
- utilise natural materials and colours to minimise the dominance of its bulk and blend in with the surrounding parklands, including vertical greening.

Development along Heidelberg Road, Chandler Highway and Coate Avenue (Precincts 2, 3A and 3B), should achieve active frontages to create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrance of the area.

Development within Precinct 3A:

- along Heidelberg Road and Chandler Highway should achieve a fine grain, activated commercial building façade at the street wall levels.

YARRA PLANNING SCHEME

- along Coate Avenue, should achieve a fine-grain, lower residential character to blend in with the character of the street.

2.15 Access, parking and loading area requirements

Pedestrian access to buildings should be achieved via streets and avoid primary access from laneways. Where pedestrian access from a laneway is appropriate, the building setback should include a pedestrian refuge or landing.

Ensure pedestrian entrances are clearly visible, secure, well lit and have an identifiable sense of address.

Residential and commercial pedestrian entrances should be distinguishable from each other.

The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and naturally ventilated.

Car parking should be located within a basement or concealed from the public realm.

Bicycle parking should be provided to the rates and design guidelines recommended in the Built Environment Sustainability Scorecard (BESS) tool.

Bicycle ingress/egress points should be clearly identifiable from the street frontage.

Resident and staff bicycle parking should be located, preferably at ground floor, and designed to be secure and conveniently accessible from the street and associated uses.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high standard of pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity and avoid adversely impacting the continuity of the public realm.

Development should not provide new vehicular access from Heidelberg Road and avoid disruptions to bicycle lanes.

Where crossovers currently exist or new crossovers are unavoidable along Heidelberg Road, development should consolidate multiple vehicle access points, where applicable.

Vehicle access points should be spaced apart from neighbouring access points to avoid wide crossovers.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

Where a ground level setback is provided to achieve practicable vehicle access to a laneway, a minimum headroom clearance of 3.6 metres should be provided to any overhang of the first floor and careful consideration given to create a safe pedestrian environment.

Properties on the inside corner of bends in laneways or at intersections between two laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

YARRA PLANNING SCHEME

Development in Precinct 1 should:

- locate car parking in basements, where possible.
- ensure building entrances are designed to be safe and are accessible from a public thoroughfare.

3.0 Subdivision

None specified.

4.0 Signs

None specified.

5.0 Application requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A site analysis and urban design context report which demonstrates how the proposal achieves the Design Objectives and requirements of this schedule;
- A desktop wind effects assessment for proposed development over 16 metres in height to assess the impact of wind on:
 - the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing; and
 - the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that demonstrates how the development:
 - minimises impacts on the level of service, safety and amenity of the arterial road network (including bicycle lanes);
 - reduces car dependence and promotes sustainable transport modes, and
 - assesses the impacts of traffic and parking in the Precincts including an assessment of the ongoing functionality of laneway/s, where applicable.
- A landscaping plan.

6.0 Decision guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

YARRA PLANNING SCHEME

- whether the proposal provides a high-quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface, and contributes positively to the pedestrian environment and other areas of the public realm;
- whether the development retains the prominence of the heritage street wall in the vistas along the primary street frontage;
- whether heritage buildings on street corners retain their prominence, including their three-dimensional form, when viewed from the opposite side of the primary and secondary street;
- whether upper level development above the heritage street wall is visually recessive and does not visually overwhelm the heritage buildings;
- whether a clear sense of separation between upper levels and street walls is achieved when viewed from the opposite side of the street;
- whether the proposal responds to the presence of heritage buildings either on, or in close proximity to the site through a suitable transition in scale of street-wall, upper level setbacks and building height;
- whether the development delivers high quality design, including but not limited to building siting, scale, massing, articulation and materials;
- whether upper side and rear setbacks are sufficient to limit the impact on the amenity of existing dwellings, limit bulk of new development and retain a sense of openness;
- does the design respond to the interface with existing low-scale residential properties, including avoiding additional overshadowing of secluded private open space;
- whether proposed buildings and works will minimise overshadowing of footpaths and public spaces;
- whether the proposed built form mitigates negative wind effects created by the development;
- the impact of development on traffic and parking in the nearby area, including on the functionality of laneways and bicycle lanes;
- whether the layout and appearance of areas set aside for vehicular access, loading, unloading and the location of any proposed car parking is practicable, safe and supports a pedestrian-oriented design outcome.

HERITAGE MEMORANDUM

PROJECT Amendment C273yara - additional heritage analysis in relation to HO451 and HO455

LOCATION Heidelberg Road, Alphington

CLIENT [REDACTED] Strategic Planning, City of Yarra

PROJECT NO. 2019.16C

DATE ISSUED 17/03/2025

PURPOSE

This report has been prepared by RBA Architects + Conservation Consultants for the City of Yarra to undertake additional analysis following the issuing of the Standing Advisory Council (SAC) report relating to Amendment C273yara.

The purpose has been to undertake further comparative analysis to sufficiently justify the categorisation of the places as individually significant and support the connection of these heritage places to the City of Yarra's Thematic Environmental History or equivalent justification to support their inclusion into the Heritage Overlay.

BACKGROUND

Amendment C273yara seeks to introduce a range of new planning controls to the commercial areas along Heidelberg Road.

Regarding heritage C273yara proposes to apply the Heritage Overlay to two places:

- 730-734 (including 730A) Heidelberg Road, Alphington (HO451) Post Office and the group of shops
- 760-764 Heidelberg Road, Alphington (HO455) Cooper Knitting Factory (former).

A Standing Advisory Council (SAC) hearing was held in October 2024 to consider the Amendment, where Anthony Hemingway from RBA appeared as an expert. The SAC report was issued in January 2025.

The SAC has recommended the Heritage Overlay not be applied to both places identified above as they found there was insufficient justification to include them as individually significant places under the Heritage Overlay. The SAC's discussion focused on the connection to Yarra's thematic environmental history and the comparative analysis.

Thematic Environmental History (Page 51 of the C273yara SAC Report)

- HO451 and HO455 relate to Interwar factory respectively. The Committee conclude the citations do not identify whether the Interwar period has been identified in any thematic environmental history for the City of Yarra, nor was Mr Hemmingway [sic] able to identify any such reference or documentation.
- Without this information, the Committee was unable to establish the importance of Interwar shops and factories to the City of Yarra, and specifically HO451 and HO455.

Comparative Analysis (Page 51 and 52 of the C273yara SAC Report)

- The comparative analysis for HO451 does not provide any comparable individually significant places within the City of Yarra or elsewhere. The Committee concludes that this analysis fails to adequately demonstrate that the shops at 730-734 Heidelberg Road are individually significant.
- The comparative analysis for HO455 does include two individually significant Interwar factories within the City of Yarra, but these are of a type and scale that is completely different to the more modest example at 760-764 Heidelberg Road.
- To summarise, the Committee states the comparative analysis for both HO451 and HO455 to be inappropriate and insufficient to justify the categorisation of the places as individually significant.

HO451- 730-734 (INCLUDING 730A) HEIDELBERG ROAD, ALPHINGTON

The group of three shops are comprised of the Post Office (no 730/730A) and the pair (no 732-734) and were all built about 1922.

Key elements at the Post Office are the copper framing, green tiles, double leaf timber doors, and face brick to parapet (stepped and piers and projecting coping), now overpainted.



730 Heidelberg Road, Alphington

Key elements of the pair at nos 732-734 are the face brick parapet with soldier coursing to the penultimate course (difficult to discern due to the amount of overpainting) and piers defining the outer edges, and largely intact timber-framed shopfronts, manufactured by Duff.



734 (left) and 732 (right) Heidelberg Road, Alphington.

H0455 - 760-764 HEIDELBERG ROAD, ALPHINGTON

The front part of the former Cooper Knitting Factory was also built in 1922 but enlarged to the rear during the late 1930s and early 1940s.

The key elements are the parapet with piers, panelling with contrasting render (smooth and roughcast) and face brick (all overpainted), partly intact shopfront, and long concrete lintel to side wall with original openings though non-original windows.



760-764 Heidelberg Road, Alphington

ADDITIONAL WORK

In discussion with Council officers it was decided to undertake further comparative analysis of similar places within the precincts in Yarra identified as being from the Interwar period 'City Of Yarra Review Of Heritage Overlay Areas 2007 Appendix 8' (Revised March 2020) and nearby in the City of Darebin, given that the two places on Heidelberg Road, Alphington are located on the northern fringe of the City of Yarra.

SHOPS IN YARRA


The following survey of places was developed by Council Officers and images have been generated from Google Street View. It provides an analysis of places hitherto identified interwar period shops from some of the main commercial precincts as well as some mixed residential/commercial precincts in Yarra. All these precincts were established during the Victorian period, or late 19th century, but included several places from the Federation (c1900 to c 1915) and/or Interwar (c1915 to c1940) periods. The various buildings have generally been assessed as being Contributory to the significance of their respective precincts.





The review of this group of places is informative and assists in confirming the suitability for HO451 and HO455 to be included in the Schedule to the Heritage Overlay.






Among the group, approximately half were single storey and half were two storey. The two storey examples were inevitably grander or more impressive as there was greater opportunity for articulation than for the single storey examples. Whilst the latter were more modest due to their scale, they nonetheless contribute to the diversity of building types in their respective precincts. It is worth noting that some of the single storey examples have been recently demolished whereas none of the two storey examples have been lost.





The parapet was necessarily the focus of elaboration on the single storey examples. During the 1920s, typical approaches were to employ piers at the outer edges, often with a projecting cap to the upper margin and/or some panelling. They might also have a stepped profile centrally. A rendered finish was more common than face brick, though a few have a combination of the two (though usually now overpainted). A few original, or largely original, shopfronts survived to the two storey examples but none to the single storey buildings.

In terms of the parapet detailing, the shops at 237 Church Street, Richmond and 320-330 Park Street, North Carlton are the best comparators however they both lack original shopfronts. Hence, the group of 3 shops at 730-734 (including 730A) Heidelberg Road, Alphington (HO451) are distinguished by being more intact and 'complete'.





NAME	ADDRESS	GRADING	PRECINCT	DETAILS	IMAGE
Eleanor, Shop & residence	37 Bridge Road, Richmond	Contributory	HO310 Bridge Road	1922 Arts & Crafts influence Face brick and roughcast render Non-original shopfront	

NAME	ADDRESS	GRADING	PRECINCT	DETAILS	IMAGE
Shop, offices	117-121 Bridge Road, Richmond	Contributory x 2	HO310	1930s Moderne/Functional ist Face brick (overpainted), steel-framed windows Original shopfronts	
Shop	207 Bridge Road, Richmond	Contributory	HO310	Recently demolished	
Lipari, Shop & residence	486-488 Bridge Road, Richmond	Contributory	HO310	1917 + 1924 Freestyle Red brick and cement render 1 original shopfront, 1 non-original shopfront	
Shop & offices	386+388 Brunswick Street, Fitzroy	Contributory	HO311 Brunswick Street	1930s (or PW) Moderne/Functional ist Rendered, band of windows Non-original shopfronts	

NAME	ADDRESS	GRADING	PRECINCT	DETAILS	IMAGE
Shop & residence	237 Church Street, Richmond	Contributory	HO315 Church Street	1920s Panelled parapet Altered/non-original shopfront Some similarities with 760-764 Heidelberg Road, Alphington but less elaborate	
Shops x 4	239-245 Church Street, Richmond	Contributory x 4	HO315	Demolished, part of group of 5 with no. 237	
Factory/workshop	405 Fitzroy Street, Fitzroy	Contributory	South Fitzroy	1920s Stepped parapet Face brick, rendered lintel, etc., steel-framed windows	
Shop & residence	143 Johnston Street, Collingwood	Contributory	HO324 Johnston Street	1930s Moderne influence Rendered, stepped parapet Non-original shopfront	
Shops & residences	986-988 Lygon Street, North Carlton	Contributory	HO326 North Carlton	c1930 Rendered parapet, possibly altered Shops in front of Victorian row houses Non-original shopfronts	

NAME	ADDRESS	GRADING	PRECINCT	DETAILS	IMAGE
Shop & residence	483 Nicholson Street, North Carlton	Contributory	HO326	1920s Red brick, stepped parapet Non-original shopfront	
Shop	695 Nicholson Street, North Carlton	Contributory	HO326	1930s Jazz influenced Stepped parapet Non-original shopfront	
Shop & residence	705 Nicholson Street, North Carlton	Contributory	HO326	Late 1920s Red brick with clinker brick soldier coursing Original shopfront	
Parkway Buildings, Shops	320-330 Park Street, North Carlton	Contributory x 6	HO326	1920s Red brick parapet, central curved section, frieze of soldier coursing Non-original shopfronts	

NAME	ADDRESS	GRADING	PRECINCT	DETAILS	IMAGE
Shop & residence	402 Queens Parade, North Fitzroy	Contributory	HO330 Queens Parade	1920s Roughcast render, boxed frame window Altered shopfront	
Shop & residence	633-635 Rathdowne Street, North Carlton	Contributory	HO326 North Carlton	Non-original shopfronts	
Shop & residence	278 Smith Street, Collingwood	Contributory	HO333 Smith Street	Non-original shopfront	
Shop & residence	324-328 Smith Street, Collingwood	Contributory x 3	HO333	possibly 1930s altered Non-original shopfronts	
Shop & residence	347 St Georges Road, North Fitzroy	Contributory	HO327 North Fitzroy	1930s Rendered parapet, curvilinear profile Non-original shopfronts	

NAME	ADDRESS	GRADING	PRECINCT	DETAILS	IMAGE
Shops & flats	353-359 St Georges Road, North Fitzroy	Contributory x 4	HO327	Late 1930s Functionalist Cream brick with brown brick trim, horizontal glazing bars Non-original shopfronts	
Shop	363-365 St Georges Road, North Fitzroy	Contributory	HO327	1930s Stepped parapet, mostly rendered Altered (possibly postwar) shopfront	
Shop	366-368 St Georges Road, North Fitzroy	Contributory x 2	HO327	1920s Stepped parapet, band of dogtooth Non-original shopfronts	
Shop/offices	203 Swan Street, Richmond	Contributory	HO335 Swan Street	1930s Functionalist Rendered, altered windows Non-original shopfronts	

FACTORIES/WAREHOUSES




The following group of comparable factories and warehouse is relatively small. Generally, they date to the late interwar period, 1930s, or Postwar 1940s and 1950s. As such, among this group there is no ready comparison with 760-764 Heidelberg Road, Alphington (A Cooper Knitting Manufacturer) as the front part dates to 1922, though the rear parts date to the 1930s and 1940s. The latter is more of a hybrid, less common type, with its large front windows and might be better defined as a showroom and factory.

In terms of its façade detailing, it can be more readily compared with shops at 730-734 (including 730A) Heidelberg Road, Alphington (HO451), albeit on a larger scale.

The degree of elaboration of the parapet at 760-764 Heidelberg Road also has no ready comparison and as such can be said to be a fine example, especially when combined with the strong linear expression of the east elevation (Yarra Street) with its regular fenestration pattern sitting under the long concrete lintel, which admittedly is hard to discern due to the overpainting.

The limited pool of comparators among Yarra's heritage overlays should not preclude the ability to consider the potential heritage significance of 760-764 Heidelberg Road on its own terms.

ADDRESS	NAME	HO + GRADING	DETAILS	IMAGE
14-20 Best Street, North Fitzroy	Purina Grain Foods P/L cereal manufacturers. factory, former	HO327 Not assessed	1936 Moderne style Rendered with speed lines, steel-framed windows	
11 Chapel Street, South Fitzroy	Factory, warehouse	HO334 Contributory	Postwar (1940- 1955) Functionalist style/Modernist Red brick, stepped parapet, steel-framed windows	
64-66 Keele Street, Collingwood	Arena Concrete Paving Company Factory/wareho use	HO321 Contributory	1940-1955 Rendered, blank wall with no windows	
71 (or 75?) Little Oxford Street, Collingwood	Factory/wareho use	HO333 Contributory	1920s (not 1950- 1970) Red brick with concrete lintels, gable roof	
14-16 Peel Street, Collingwood	Factory	HO318 Not contributory but individually significant	Probably 1930s (not 1950-1960) Demolished Functionalist style Red brick with speed lines	

ADDRESS	NAME	HO + GRADING	DETAILS	IMAGE
92 Roseneath Street, Clifton Hill	Zig Zag Paper Pty. Ltd. factory former, part	HO316 Contributory	Postwar (1935-1955) Modernist Red brick, steel-framed windows	
30 Wangaratta Street, Richmond	Factory/warehouse use	HO332E Contributory	1935-1955 Moderne/Functionalist style Rendered, steel-framed windows	
32 Wangaratta Street, Richmond	Factory/warehouse use	HO332E Contributory	1935-1955 Functionalist style Face brick (overpainted), steel-framed windows	

SHOPS IN DAREBIN

Given that the two proposed heritage overlays are on the northern fringe of the municipality, it was thought appropriate to consider comparative examples in the nearby parts of the City of Darebin, especially in Fairfield but also in some other suburbs.

As compared to Yarra, much more of the fabric in the historic commercial zones in Darebin that have heritage protection date to the early 20th century rather than the late 19th century, as is the case in Yarra.

There is a stark contrast in scale as the majority of the following examples are single storey, rather than two storey.

Many of the buildings date to the early part of the Interwar period (late 1910s and 1920s) and similar approaches to the elaboration of the parapet as seen in Yarra are evident with piers at the outer edges, stepped centrally with a projecting cap or similar to the upper margin. Some panelling is common and many have a rendered finish rather than face brick (though often overpainted).

Several original shopfronts survive – either with an exposed timber-framed or clad in metal. Two examples also retained sections of original tiling - 5-5a and 25 Railway Place, Fairfield. These two examples were the strongest comparators for the 730-734 (including 730A) Heidelberg Road, Alphington (HO451) Post Office and the group of shops.





The less common format of central entry with double doors at the Post Office at 730-730A Heidelberg Road can only be found at 25 Railway Place (and none are evident in Yarra). They both also feature a pronounced copper finish to the shopfront which is not apparent in any of the other examples in either Yarra or Darebin.



The original timber windows at 25 Railway Place have format similar to the paired circumstance at 732-734 Heidelberg Rd, albeit smaller, which does not commonly survive.

In conclusion, whilst there are more comparators for the shops in Darebin, both HO451 and HO455, overall have few close comparisons and are among the finest examples of their type/s from the early Interwar period.

ADDRESS	LOCALITY	HO	DETAILS	IMAGE
5-5a Railway Place	Fairfield	HO315	c.1920-21 Stepped, rendered parapet with brick coping Original, timber windows, format similar to 732-734 Heidelberg Rd	
11 Railway Place	Fairfield	HO315	c.1919 Stepped parapet, rendered, panelled Original shopfront, recessed entry	
17 Railway Place	Fairfield	HO315	1910s Curvilinear parapet, more typical of Federation period Original shopfront, recessed entry	
21-23 Railway Place	Fairfield	HO315	c1920 Stepped parapet with piers, rendered Altered shopfront	

ADDRESS	LOCALITY	HO	DETAILS	IMAGE
25 Railway Place	Fairfield	HO315	c1920 Stepped parapet, face brick, Shopfront similar to 730 Heidelberg Rd	
76 Station Street	Fairfield	HO315	c1920 stepped parapet with piers, Altered shopfront	
78 Station Street	Fairfield	HO315	Curvilinear parapet Altered shopfront	
82-86 Station Street	Fairfield	HO315	1920s Stepped rendered parapet with brick piers, Shopfronts - 82+ 84 original, 86 altered	

ADDRESS	LOCALITY	HO	DETAILS	IMAGE
88 or 90 Station Street	Fairfield		Curved, rendered parapet Non-original shopfront/s	
262+ 264 Wingrove Street	Fairfield		1920s parapet with piers (262 currently concealed, image from 2014) Non-original shopfronts	
268 Wingrove Street	Fairfield		Victorian/federation period	
278 Wingrove Street	Fairfield		Spanish mission house	
282 Wingrove Street	Fairfield		c1920 stepped parapet, brick coping Altered shopfront	
519-531 Plenty Road	Preston	HO307	1926-1930 curved parapet with piers 2 original shopfronts, 1 altered, 3 non-original	

ADDRESS	LOCALITY	HO	DETAILS	IMAGE
533-541 Plenty Road	Preston		1920s face brick (red and clinker, 3 overpainted) and roughcast render 2 original shopfronts, 2 non-original	
682-688 High Street	Reservoir	HO241	c1930 triangular parapet, rendered with brick highlight, 1 original shopfront, 2 altered	

COMMENT ON THE THEMATIC HISTORY

The 'Thematic History' for the City of Yarra was prepared in 1998 by Allom Lovell & Associates as part of the Yarra Heritage Review (Vol. 1) and provides little, if any, discussion of the relevant typologies from the Interwar period across the municipality. This circumstance is indicative of the time in which it was prepared, that is, over a quarter of a century ago and should not discount consideration of the early 20th century phase of development in the municipality and the potential for places from that time to be of heritage significance.

The two proposed HOs relate to themes outlined in chapter 4 'Developing local Economies'.

Section 4.2 - Secondary industry – concentrates on large scale manufacturing operations with minimal reference to the Interwar period or smaller examples such as at 760-764 Heidelberg Road, Alphington.

Section 4.4 - Smaller retail: Strip Shopping – also is mainly focused on the 19th century phase with no discussion of the early 20th century consolidation during the Federation or Interwar periods. Furthermore, there is no reference to shopfronts whatsoever.

In terms of locality, there is no discussion about Heidelberg Road in Alphington and Fairfield.

In the revised Citations and Statements of Significance however for several commercial precincts in Yarra, the contribution of elements from the interwar period, including shopfronts in some instances, have been identified, such as those referred to in the first table in this report.

YARRA PLANNING SCHEME

11.03
31/07/2018
VC148

PLANNING FOR PLACES

Attachment 8 - C273yara

- Local Activity Centre Policy
- Heritage Overlay
- Statements of Significances
- Explanatory Report
- Instruction Sheet
- Schedule to Clause 72.04 Incorporated Documents
- Schedule to Clause 72.08 Background Documents
- C273yara Database of Heritage Significant Areas
(March 2025)

YARRA PLANNING SCHEME

11.03-1S

03/02/2022
VC199

Activity centres

Objective

To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.

Strategies

Build up activity centres as a focus for high-quality development, activity and living by developing a network of activity centres that:

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

Support the role and function of each centre in the context of its classification, the policies for housing intensification, and development of the public transport network.

Undertake strategic planning for the use and development of land in and around activity centres.

Give clear direction on preferred locations for investment.

Encourage a diversity of housing types at higher densities in and around activity centres.

Reduce the number of private motorised trips by concentrating activities that generate high numbers of (non-freight) trips in highly accessible activity centres.

Improve access by walking, cycling and public transport to services and facilities.

Support the continued growth and diversification of activity centres to give communities access to a wide range of goods and services, provide local employment and support local economies.

Encourage economic activity and business synergies.

Improve the social, economic and environmental performance and amenity of activity centres.

Policy documents

Consider as relevant:

- *Urban Design Guidelines for Victoria* (Department of Environment, Land, Water and Planning, 2017)
- *Apartment Design Guidelines for Victoria* (Department of Environment, Land, Water and Planning, 2021)
- *Precinct Structure Planning Guidelines* (Victorian Planning Authority, 2021)

YARRA PLANNING SCHEME

11.03-1R

31/07/2018
VC148

Activity centres - Metropolitan Melbourne

Strategies

Support the development and growth of Metropolitan Activity Centres by ensuring they:

- Are able to accommodate significant growth for a broad range of land uses.
- Are supported with appropriate infrastructure.
- Are hubs for public transport services.
- Offer good connectivity for a regional catchment.
- Provide high levels of amenity.

Locate significant new education, justice, community, administrative and health facilities that attract users from large geographic areas in or on the edge of Metropolitan Activity Centres or Major Activity Centres with good public transport.

Locate new small scale education, health and community facilities that meet local needs in or around Neighbourhood Activity Centres.

Ensure Neighbourhood Activity Centres are located within convenient walking distance in the design of new subdivisions.

YARRA PLANNING SCHEME

11.03-1L

Proposed C273yara

Activity Centres

Highlighted text = Additions/changes
made as part of C273yara

Neighbourhood Activity Centres

Heidelberg Road, Alphington

Support the expansion of the activity centre by directing taller development to its western end within the Alphington Paper Mill major regeneration area (Yarra Bend Developments).

Support moderate built form on land outside of the Alphington Paper Mill major regeneration area.

Enhance the quality of the public realm and pedestrian experience along Heidelberg Road, side streets and Chandler Highway.

Support the increase of sustainable modes of transport.

Minimise direct vehicle access onto Heidelberg Road.

Create a greater mix of uses within Precinct 3A of DDO18 (582 Heidelberg Road), including residential and offices to complement the existing shopping strip in the neighbourhood activity centre.

Support Precinct 3B as a diverse precinct consisting of restaurants, cafes, shops and residential uses which complements the facilities in the former Alphington Paper Mill site (Yarra Bend Development).

Yarra Bend Development (Alphington Paper Mill regeneration area – between Chandler Highway and Parkview Road)

Create a mixed-use precinct located towards Heidelberg Road that complements the existing shopping strip in the neighbourhood activity centre.

Support convenience retailing services and community facilities within walking distance of residential uses, with commercial employment opportunities along main road frontages.

Encourage walking and cycling to/from and around the site in all directions that provides an easy and pleasant experience and facilitate links with public transport.

Allow for a prominent development at the intersection of Chandler Highway and Heidelberg Road as a sole marker to the area, stepping down in height towards residential interface to the east and towards the Yarra River Corridor to maintain the prominence of the landscape setting to the south and low-rise residential setting to the east.

Retain links to the site's industrial past and encourage the adaptive reuse of existing significant heritage buildings for shared community and/or cultural uses.

YARRA PLANNING SCHEME

Heidelberg Road Neighbourhood Activity Centre Plan



11.03-2S
04/05/2022
VC210

Growth areas

Objective

To locate urban growth close to transport corridors and services and provide efficient and effective infrastructure to create sustainability benefits while protecting primary production, major sources of raw materials and valued environmental areas.

Strategies

Concentrate urban expansion into growth areas that are served by high-capacity public transport.

Implement the strategic directions in the Growth Area Framework Plans.

Encourage average overall residential densities in the growth areas of a minimum of 15 dwellings per net developable hectare, and over time, seek an overall increase in residential densities to more than 20 dwellings per net developable hectare.

Deliver timely and adequate provision of public transport and local and regional infrastructure and services, in line with a preferred sequence of land release.

Ordinary Council Meeting Agenda - 8 April 2025

YARRA PLANNING SCHEME

--/--/----
Proposed C273yara

SCHEDULE TO CLAUSE 43.01 HERITAGE OVERLAY

1.0 Application requirements

--/--/----
Proposed C273yara

None specified.

2.0 Heritage places

--/--/----
Proposed C273yara

The requirements of this overlay apply to both the heritage place and its associated land.

PS map ref	Heritage place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Solar energy system controls apply?	Outbuildings or fences not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
HO1	40 ABBOTSFORD STREET ABBOTSFORD Timber Cottage Incorporated plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	Yes	No	No	Yes	No	No	No	No
HO2	42 ABBOTSFORD STREET ABBOTSFORD Gothick House Incorporated plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	Yes	No	No	Yes	No	No	No	No
HO3	2-4 BOND STREET ABBOTSFORD Former Grosvenor Common School	-	-	-	-	-	Yes Ref No H654	No	No
HO4	31-35 CHURCH STREET ABBOTSFORD	Yes	No	No	Yes	No	No	No	No

Ordinary Council Meeting Agenda - 8 April 2025

YARRA PLANNING SCHEME

Highlighted text = Additions/changes made as part of C273yara

PS map ref	Heritage place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Solar energy system controls apply?	Outbuildings or fences not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
	Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014								
HO451	730-734 (including 730A), Heidelberg Road, Alphington Statement of significance: The Post Office and the group of shops on Heidelberg Road	No	No	No	No	No	No	No	No
HO452	HIGHETT, EGAN & MUIR STREETS AND JIKA PLACE RICHMOND West Richmond Railway Station complex Incorporated plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	Yes	No	No	Yes	No	No	No	No
HO453	Building Society Cottages Precinct, Richmond Incorporated plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	No	Yes	No	No	No	No
HO454	Church Street North Precinct, Richmond Incorporated plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	Yes	No	No	Yes	No	No	No	No

Ordinary Council Meeting Agenda - 8 April 2025

YARRA PLANNING SCHEME

Highlighted text = Additions/changes made as part of C273yara

PS map ref	Heritage place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Solar energy system controls apply?	Outbuildings or fences not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
HO455	760-764 Heidelberg Road, Alphington Statement of significance: Cooper Knitting Factory (former)	No	No	No	No	No	No	No	No
HO456	Gardner Street Precinct, Richmond Incorporated plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	No	Yes	No	No	No	No
HO457	Highbury Street Precinct, Richmond Incorporated plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	No	Yes	No	No	No	No
HO458	Lincoln Street Precinct, Richmond Incorporated plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	No	Yes	No	No	No	No
HO459	Wells Street Precinct, Richmond Incorporated plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	No	Yes	No	No	No	No
HO460	Yarraberg Precinct, Richmond	No	No	No	Yes	No	No	No	No

YARRA PLANNING SCHEME

The Post Office and the group of shops on Heidelberg Road Statement of Significance

Heritage Place:	730-734 (including 730A) Heidelberg Road, Alphington	PS ref no:	HO451
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Figure 1: The Post Office, 730 Heidelberg Road, Alphington



Figure 2: 730A (right), 732 (Centre) and 734 (left) Heidelberg Road, Alphington

What is significant?

The group of three Interwar period shops at 730-734 Heidelberg Road, Alphington, constructed circa 1922.

Significant aspects of the shops include the brick walls and parapets (now painted), hipped roof forms (largely concealed), street canopies including original soffit linings, the configuration of the shopfronts, shopfront joinery and finishes, tiled mouldings to the west end of no. 732, the recessed entrance of no. 730 including floor tiles, mouldings, pressed metal ceiling and toplights with textured glass. In addition, the original side access to no. 730 (now 730A) as it extends to the depth of the front hipped roof of no. 732, where the intact (unpainted) return walls remain visible.

How is it significant?

The group of three shops at 730-734 Heidelberg Road, Alphington are of local historical and aesthetic significance to the City of Yarra.

Why is it significant?

The group of three shops at 730-734 Heidelberg Road, Alphington are of historical significance to the City of Yarra as one of the few remnant intact buildings that denote the Interwar period phase of development in this part of Heidelberg Road area (Alphington Village) during the early 1920s, when building activity increased, including much redevelopment, and the area's commercial function was consolidated. Whilst no. 734 was not purpose built as a post office, it has functioned as such for about half a century. (Criterion A)

The group of three shops are aesthetically significant as an intact group of single-storey, brick Interwar period commercial buildings. Whilst modest in scale, they retain their original parapets and unusually their original shopfronts, two of which were manufactured by Duff (nos 732-734), with the other (no. 730) being notable for intact canopy, the copper finish to its framing and green tiles to the stallboard. (Criterion E)

Primary source

Heidelberg Road Heritage Review (stage 2) 2019 – recommendations & citation for proposed heritage overlays

YARRA PLANNING SCHEME

Cooper Knitting Factory (former) Statement of Significance

Heritage Place:	760-764 Heidelberg Road, Alphington	PS ref no:	HO455
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Figure 1: 760-764 Heidelberg Road, Alphington

What is significant?

The single storey brick building at 760-764 Heidelberg Road, Alphington, constructed 1922, with additions made during the late 1930s and early 1940s.

Significant aspects include the Heidelberg Road and Yarralea Street facades including brick parapet, visible gable roof sections (primarily to the east side), chamfered corner entrance, concrete lintels, pattern of openings and shopfronts, canopy, and remnant wall moulding (west end of north elevation).

How is it significant?

The single storey building at 760-764 Heidelberg Road, Alphington – the former A. Cooper Knitting factory - is of local historical and aesthetic significance to the City of Yarra.

Why is it significant?

Initially constructed as three premises in 1922, the single storey building at 760-764 Heidelberg Road, Alphington was expanded and later consolidated by A. Cooper Knitting Manufacturer. It is representative of the commercial and industrial development that occurred during the Interwar period along Heidelberg Road, and in particular was one of a few knitting enterprises that were established along Heidelberg Road at this time. The rapid expansion of the building during the late 1930s and early 1940s is indicative of the important role of the local knitting industry during WWII. (Criterion A)

The single storey building is aesthetically significant as an intact example of an Interwar period building constructed on a prominent corner site. The brick building is distinguished by its parapet and projecting piers articulated with a combination of smooth and roughcast render contrasting with variations in the brickwork. The original pattern of openings, shopfront division, and canopy remains mostly intact. (Criterion E)

Primary source

Heidelberg Road Heritage Review (stage 2) 2019 – recommendations & citation for proposed heritage overlays

Planning and Environment Act 1987

Yarra Planning Scheme

Amendment C273yara

Explanatory Report

Overview

The draft Amendment proposes to replace interim Schedule 18 to the Design and Development Overlay (DDO18) with a permanent DDO18 for commercial areas along Heidelberg Road, Alphington/Fairfield. The draft Amendment also proposes to include new policy at Clause 11.03-1L Activity Centres, apply the Heritage Overlay (HO) to two places and delete the HO from one property. Schedule to Clause 72.04 Incorporated Documents and Schedule to Clause 72.08 Background Documents will be amended accordingly as part of this Amendment.

Where you may inspect this amendment

The amendment can be inspected free of charge at the Yarra City Council website at www.yarracity.vic.gov.au/AmendmentC273yara.

The amendment is available for public inspection, free of charge, during office hours at the following places:

Richmond Town Hall

333 Bridge Road

RICHMOND VIC 3121

The amendment can also be inspected free of charge at the Department of Transport and Planning website at <http://www.planning.vic.gov.au/public-inspection> or by contacting the office on 1800 789 386 to arrange a time to view the amendment documentation.

Details of the amendment

Who is the planning authority?

This amendment has been prepared by the Yarra City Council on behalf of the Minister for Planning who is the planning authority for this amendment.

The amendment has been made at the request of the Yarra City Council.

Land affected by the amendment

The amendment applies to land currently within interim Design and Development Overlay – DDO18 along the south side of the Heidelberg Road corridor in Yarra, specifically:

- Commercial 1 Zone and Commercial 2 Zone land along Heidelberg Road as shown in figure 1 & 2; and
- 730-734 Heidelberg Road, Alphington (Lot 1 & 2 PS643181, Lot 1 & 2 LP38884) and 760-764 Heidelberg Road, Alphington (Lot 1 TP596569) as shown on figure 3.

The draft amendment also applies to:

- 2 Killop Street, Alphington (Lot 2 PS626210) as shown in figure 4; and
- Parts of the Yarra Bend Development (Alphington Paper Mill regeneration area – between Chandler Highway and Parkview Road) that are within the Heidelberg Road Neighbourhood Activity Centre as shown in Clause 11.03-1L Activity Centres.

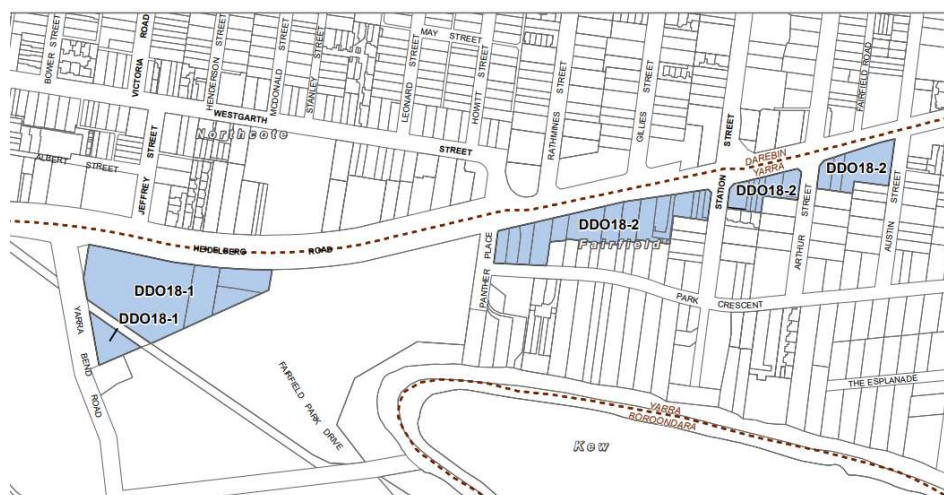


Figure 1: Proposed Design and Development Overlay along Heidelberg Road.

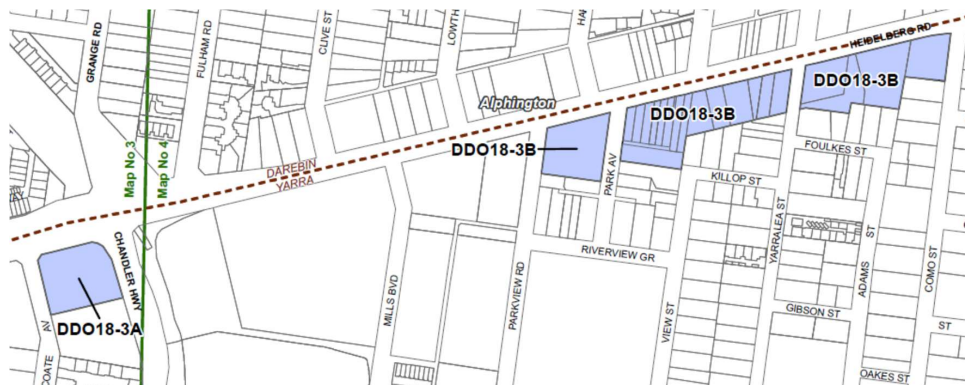


Figure 2: Proposed Design and Development Overlay along Heidelberg Road.

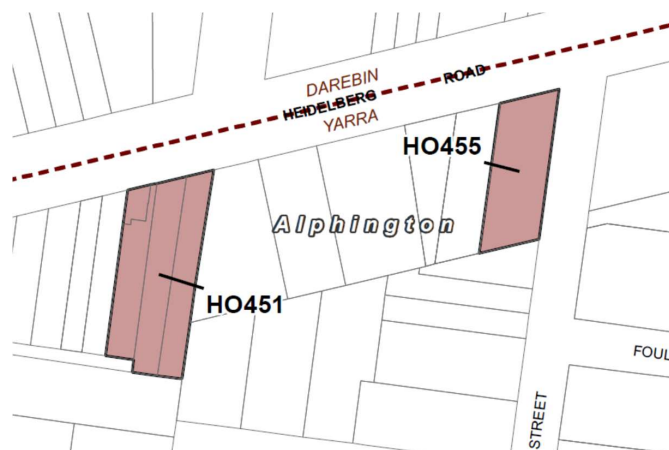


Figure 3: Apply Heritage Overlay at 730-734 & 760-764 Heidelberg Road, Alphington.

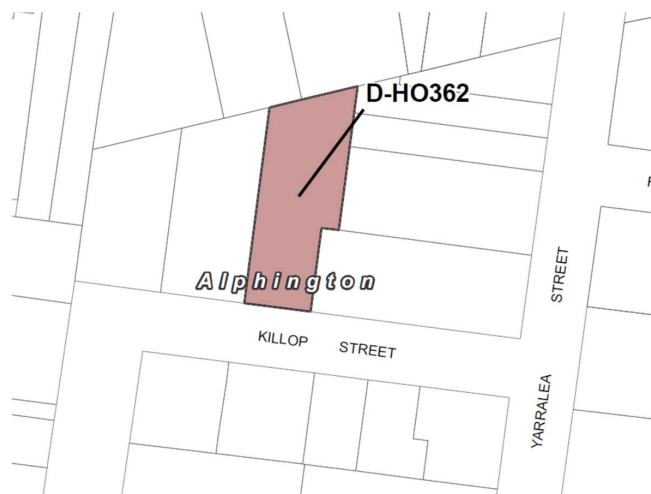


Figure 4: Delete Heritage Overlay (part of HO 362) at 2 Killop Street, Alphington.

What the amendment does

Interim Design and Development Overlay – DDO18 currently applies along the south side of the Heidelberg Road corridor in Yarra.

Council has undertaken a review of the interim DDO to test its suitability for translation into a permanent provision and recommend necessary refinements.

The draft amendment implements the recommendations of the following strategic planning work:

- *Heidelberg Road Heritage Review (Stage 1), RBA Architects Conservation Consultants 2019;*
- *Heidelberg Road Heritage Review (Stage 2), RBA Architects Conservation Consultants 2019;*
- *Part 2: Heidelberg Road Built Form Framework – Design Strategy and Recommendations, Hodyl & Co, November 2019; and*
- *Traffic and Vehicle Access Assessment, Heidelberg Road, Fairfield/Alphington, Traffix Group, November 2019.*

The draft amendment seeks to:

- Include new policy at Clause 11.03-1L Activity Centres to provide general directions for the Heidelberg Road Neighbourhood Activity Centre.
- Replace interim Design and Development Overlay Schedule 18 (interim DDO18) with permanent Design and Development Overlay Schedule 18 (DDO18) which applies to the land zoned Commercial (C1Z and C2Z) along Heidelberg Road.
- Apply Heritage Overlay HO451 to the properties at 730-734 Heidelberg Road, Alphington.
- Apply Heritage Overlay HO455 to the property at 760-764 Heidelberg Road, Alphington.
- Delete Heritage Overlay HO362 from the property at 2 Killop Street, Alphington.
- Amend the Schedule to Clause 43.01 Heritage Overlay to include HO451 and HO455.
- Amend the Schedule to Clause 72.04 Incorporated Documents to include “The Post Office and the group of shops on Heidelberg Road Statement of Significance” and “Cooper Knitting Factory (former) Statement of Significance” and update the “City of Yarra Database of Heritage Significant Areas”.
- Amend the Schedule to Clause 72.08 Background Documents to include:
 - *Heidelberg Road Heritage Review (Stage 1), RBA Architects Conservation Consultants 2019;*
 - *Heidelberg Road Heritage Review (Stage 2), RBA Architects Conservation Consultants 2019;*
 - *Traffic and Vehicle Access Assessment, Heidelberg Road,*

Fairfield/Alphington, Trafix Group, November 2019.

- Amend Planning Scheme Map Nos. 3DDO and 4DDO by replacing interim DDO18 with a permanent DDO18.
- Amend Planning Scheme Map No. 4HO by applying HO451 and HO455 and deleting HO362 from the property at 2 Killop Street, Alphington.

Strategic assessment of the amendment

Why is the amendment required?

The draft amendment has been requested by Yarra City Council to provide strategic guidance and greater certainty on the future land use planning and development outcomes of the commercial areas along the Heidelberg Road corridor, between the Darebin and Merri Creeks. The draft amendment responds to the development pressures being experienced along the corridor and the continuing need to provide for Melbourne's housing and economic growth.

The scale and density of development approved and currently being proposed along Heidelberg Road has increased substantially in recent years. The most influential development being the 'redevelopment' of the former Alphington Paper Mill (APM) site on the south-east corner of the Chandler Highway and Heidelberg Road. The redevelopment is already driving new development proposals in the Heidelberg Road Neighbourhood Activity Centre and is likely to continue to be a catalyst for further development and land use changes along Heidelberg Road.

The Minister for Planning gazetted Amendment C272yara to the Yarra Planning Scheme to apply an interim built form control (DDO18) to the area. The interim control came into effect on 22 October 2021 and has been used to manage development while a permanent control was progressed.

To ensure appropriate and orderly planning, Council has undertaken a review of the interim built form control to test its suitability for translation into a permanent provision and recommend refinements.

Design and Development Overlay Schedule 18

Draft Amendment C273yara generally implements the built form recommendations of the Part 2: Heidelberg Road Built Form Framework – Design Strategy and Recommendations, 2019 by introducing Schedule 18 to the Design and Development Overlay (DDO18) on a permanent basis. The built form work was prepared by Hodyl & Co (urban design) with input from RBA Architects Conservation Consultants (heritage), and Trafix Group (access and movement). These reports provide a strong strategic basis for the future planning of the area.

Permanent DDO18 aims to provide a balanced approach by guiding different levels of potential development across the Heidelberg Road Precincts. It aims to ensure that new buildings will respond to heritage fabric and minimise impacts on sensitive

residential interfaces such as backyards, and public spaces like footpaths, kerb outstands and parklands.

The built form and design requirements are split into 'General Requirements' that apply across the Precincts and 'Precinct Design Requirements' that are specific to each Precinct. The requirements cover elements such as street wall height, upper level front and side street setbacks, building height, interface and rear setbacks, overshadowing and daylight access, front setbacks to street(s), building separation, building layout and access, parking and loading bay requirements.

Permanent DDO18 includes a mix of mandatory maximum requirements and preferred maximum requirements.

The permanent provision is required to ensure that new development within the commercial areas along Heidelberg Road is appropriately guided and that certainty on planning outcomes is increased. The provision is based on sound strategic background work and learnings from recent amendments.

It is proposed that the background work is listed in the Schedule to Clause 72.08 Background Documents.

Heritage Overlays (HO451 and HO455)

Draft Amendment C273yara implements the heritage recommendations of the Heidelberg Road Heritage Review (Stage 1 & 2), RBA Architects Conservation Consultants 2019 by applying the Heritage Overlay to the properties 730-734 Heidelberg Road, Alphington (group of 3 shops) and 760-764 Heidelberg Road, Alphington.

The Statement of Significance for these sites are proposed to be listed as incorporated documents in the Schedule to Clause 72.04 Incorporated Documents. It is also proposed to update the "City of Yarra Database of Heritage Significant Areas" (listed as an incorporated document in the Schedule to Clause 72.04) to show these changes. The Heritage Reviews (Stage 1 and 2) are proposed to be listed as background documents in the Schedule to Clause 72.08.

The amendment also deletes the Heritage Overlay (HO362) from 2 Killop Street, Alphington. The late 20th century house was determined to be an anomaly at the edge of the Alphington East Precinct largely characterised by Victorian, Edwardian and Interwar houses with pitched, gabled or hipped roofs. It varies greatly to the graded building stock in the precinct and it was recommended by the heritage advisor to be removed from the precinct on this basis.

Clause 11.03-1L Activity Centres

Updating Clause 11.03-1L Activity Centres under the Heidelberg Road, Alphington subheading would include strategies to reinforce expectations around use and development in the Neighbourhood Activity Centre. The updates are informed by the built form framework, development plan for the former Alphington Paper Mill site and draft Local Area Plan. Note: this update is to the adopted Amendment C269 planning

policy framework which is not yet approved. This update could also be applied to existing Clause 21.08 Neighbourhoods, subheading Fairfield – Alphington.

How does the amendment implement the objectives of planning in Victoria?

The draft amendment implements the objectives in Section 4 of the *Planning and Environment Act 1987* (the Act), in particular:

- a) to provide for the fair, orderly, economic and sustainable use, and development of land;
- b) to secure a pleasant, efficient and safe working, living and recreational environment;
- c) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value; and
- d) to balance the present and future interests of all Victorians.

The draft amendment facilitates housing growth as well as economic growth and creates more economically viable mixed-use precincts in the commercial zoned land along Heidelberg Road.

How does the amendment address any environmental, social and economic effects?

The draft amendment is consistent with the overarching goal in the planning scheme to:

Integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.

The draft amendment is expected to generate positive social and economic benefits as it will facilitate development within the area, providing opportunities for economic development, housing and employment growth.

Does the amendment address relevant bushfire risk?

The land affected by the draft amendment is not located within an area of identified bushfire risk.

Does the amendment comply with the requirements of any other Minister's Direction applicable to the amendment?

The draft amendment complies with Ministerial Direction No. 9 in addressing and responding to the Metropolitan Planning Strategy, Plan Melbourne 2017-2050.

The draft amendment complies with the Ministerial Direction on the Form and Content of Planning Schemes.

The draft amendment C273yara is consistent with the following Directions contained

in Plan Melbourne 2017-2050:

Direction 1.1 - Create a city structure that strengthens Melbourne's competitiveness for jobs and investment, which seeks to strengthen the competitiveness of Melbourne's employment land. The draft amendment provides appropriate policy direction for the planning and development of the Commercial 1 and Commercial 2 Zone land along Heidelberg Road including the Heidelberg Road Neighbourhood Activity Centre.

Direction 5.1 - Create a city of 20-minute neighbourhoods which aims to cluster new housing in activity centres and other places that offer good access to jobs, services and public transport and includes policy for local governments to prepare structure plans for activity centres to accommodate growth. The draft amendment will facilitate renewal of the Commercial 1 and Commercial 2 Zone land along Heidelberg Road including the Heidelberg Road Neighbourhood Activity Centre, which will improve local employment, housing and commercial opportunities.

How does the amendment support or implement the Planning Policy Framework and any adopted State policy?

The draft Amendment supports and implements the Planning Policy Framework in responding to the following clauses:

Clause 11 – Settlement

Clause 11 provides context and implements the key principles of Plan Melbourne 2017-2050, which includes providing for housing choice and affordability by planning for expected housing needs and providing for reduced ongoing living costs by increasing housing supply near public transport and services. It also encourages the consolidation of residential activities within existing urban areas and development in existing residential areas. The amendment provides a framework for the orderly planning and high-quality development of commercially zoned land along Heidelberg Road in a manner consistent with the directions of Plan Melbourne 2017-2050.

Clause 11.02-1S Supply of urban land

To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.

Clause 11.03-1S Activity Centres:

To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.

Clause 11.03-1L Activity Centres

To manage a sustainable network of activity centres that facilitate appropriate economic and housing growth and provide attractive places for social and community interaction.

The amendment supports this clause and local objective by including built form provisions that seek to guide the growth of the centre, facilitating both employment and housing, and encouraging good urban design outcomes.

Clause 15 – Built Environment and Heritage

Clause 15 seeks to create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity. This Clause also sets out the importance of ensuring the conservation of places, which have identified heritage significance. The amendment supports this clause by providing appropriate built form guidance to ensure that development is site responsive and appropriate. The amendment also protects heritage significant buildings by applying the Heritage Overlay.

Clause 15.01-1S Urban design

To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.

Clause 15.01-1L Urban design:

The amendment supports this clause by including built form provisions that encourage pedestrian orientated and high-quality urban design outcomes, improved street activation, passive surveillance, protection of open space and ensuring they are not overshadowed. The provisions introduced through the amendment also support local policy strategies within this clause that provide guidance on development adjoining land in a Heritage Overlay and development abutting laneways.

Clause 15.01-2L Building design

The amendment supports this clause by introducing a range of built form requirements for street wall heights, street setbacks, building heights, overshadowing and solar access, building separation, amenity, access, and design considerations that respond to the heritage character and residential interfaces.

Clause 15.01-2S Building design

To achieve building design and siting outcomes that contribute positively to the local context, enhance the public realm and support environmentally sustainable development.

Clause 15.01-5S Neighbourhood character

To recognise, support and protect neighbourhood character, cultural identity, and sense of place.

Clause 15.03-1S Heritage Conversation

To ensure the conservation of places of heritage significance.

Clause 15.03-1L Heritage

The amendment supports this clause and local objectives to 'conserve and enhance

Yarra's natural and cultural heritage' and 'preserve the scale and pattern of streetscapes in heritage places' by including built form provisions such as height, street setback and upper level setback requirements for heritage places and developments adjoining heritage places to ensure the prominence of heritage places

Clause 16 – Housing

Clause 16 emphasises the importance of providing enough quality and diverse housing that meets the growing diverse needs of Victorians in locations in or close to activity centres and sites that offer good access to jobs, services and transport. It requires councils to identify areas that offer opportunities for more medium and high-density housing near employment and transport in Metropolitan Melbourne. The amendment provides strategic guidance on the appropriate scale of development.

Clause 16.01-1S Housing supply

To facilitate well-located, integrated and diverse housing that meets community needs.

Clause 16.01-1L Location of residential development:

To amendment will manage new medium density housing and mix-use development a neighbourhood activity centre and moderate change areas. The scale proposed in the built form requirements is appropriate to both its physical location and strategic context that is responsive the existing character and heritage places.

Clause 17 – Economic Development

Clause 17 seeks to encourage development which meets the community's needs for retail, entertainment, office and other commercial services and provides a net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities. The amendment supports this clause by facilitating opportunities for a mix of office, retail, and residential uses in the commercially zoned land along Heidelberg Road.

Clause 17.01-1S Diversified economy

To strengthen and diversify the economy.

Clause 17.01-1L Employment

The amendment supports this clause by introducing built form provisions that provide guidance on the scale, intensity and form of development, facilitating opportunities for commercial, retail and other services.

Clause 18 – Transport

Clause 18 promotes the creation of a safe and sustainable transport system and promotes the use of sustainable personal transport. The amendment implements the objectives of this clause by facilitating development, which is well serviced by public transport.

Clause 18.02-4S Roads

To facilitate an efficient and safe road network that integrates all movement networks and makes best use of existing infrastructure.

Clause 18.02-4L Road system

The amendment supports this clause as it provides guidance on the location and design of vehicle crossings that direct access from Heidelberg Road and support pedestrian friendly design of vehicle entry.

How does the amendment support or implement the Municipal Planning Strategy?

The Municipal Planning Strategy (MPS) acknowledges the importance of accommodating new development in the City of Yarra that is sensitive to the context of the area, including heritage, character, and scale.

Clause 02.03 – Strategic Directions

Clause 02.03-1 (Settlement – Activity centres)

Support and strengthen the vibrancy and local identity of Yarra’s network of activity centres.

The amendment plans for the expected housing and commercial needs of the Municipality by applying built form requirements that will achieve a midrise outcome. The amendment provides a framework for the orderly planning and high-quality development of commercially zoned land along Heidelberg Road.

Clause 02.03-4 (Built environment and heritage):

Manage development and growth in Yarra to maintain and enhance the unique character and heritage of the city.

The amendment applies built form requirements within a Neighbourhood Activity Centre that guide new development to be designed to contribute to a new midrise built form outcome. The requirements balance the future needs for growth, with the existing character of area and the retention of heritage places.

Clause 02.03-5 (Housing)

Plan for future housing growth and for more housing choice to support Yarra’s diverse community.

The amendment applies built form requirements that would facilitate a midrise built form outcome. The types of housing expected will provide diversity that compliments other housing options surrounding the Activity Centre. The controls balance the need for new housing while managing the scale and form of new development.

Clause 02.03-6 (Economic development):

Promote Yarra as an attractive location for economic activities and an important part of Melbourne’s inner city economy.

The amendment provides certainty to commercial businesses and residents by applying built form requirements to commercial land. The requirements allow for future growth of commercial uses while managing conflict with surrounding residential areas.

Does the amendment make proper use of the Victoria Planning Provisions?

The draft amendment uses the most appropriate VPP tools to achieve its objectives. A Design and Development Overlay (DDO) is the best tool to control future built form and the Heritage Overlay is used to protect places of heritage significance.

How does the amendment address the views of any relevant agency?

Council sought the views of the Department of Environment, Land, Water and Planning (DELWP) and the Department of Transport in drafting the Amendment while preparing the interim controls.

Further views of relevant agencies will be sought during exhibition of the draft amendment C273yara.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The draft amendment is consistent with the requirements of the Transport Integration Act 2010 and will facilitate development outcomes that promote the principles of transit oriented development.

Particular consideration has been given to ensuring that vehicular movements do not impact on the Principal Public Transport Network.

Resource and administrative costs

What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

The draft amendment will have some impact on the general operation of Council's statutory planning department as it will facilitate some new forms of development and land use.

The application of planning controls is considered to provide a more consistent assessment of planning permit applications. This is considered to ultimately reduce costs by providing more certainty to the community.

Planning and Environment Act 1987

YARRA PLANNING SCHEME

AMENDMENT C273YARA

INSTRUCTION SHEET

The planning authority for this amendment is the Minister for Planning.

The Yarra Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of 4 attached map sheets.

Overlay Maps

Amend Planning Scheme Map Nos. 3DDO, 4DDO, and 4HO in the manner shown on the 4 attached maps marked "Yarra Planning Scheme, Amendment C273yara".

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

1. In **Planning Policy Framework** – insert new Clause 11.03-1L Activity Centres in the form of the attached document.
2. In **Overlays** – Clause 43.01, replace Schedule with a new Schedule in the form of the attached document.
3. In **Overlays** – Clause 43.02, replace Schedule 18 with a new Schedule 18 in the form of the attached document.
4. In **Operational Provisions** – Clause 72.04, replace the Schedule with a new Schedule in the form of the attached document.
5. In **Operational Provisions** – Clause 72.08, replace the Schedule with a new Schedule in the form of the attached document.

End of document

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YARRA PLANNING SCHEME

15/01/2024
VC249

SCHEDULE TO CLAUSE 72.04 INCORPORATED DOCUMENTS

1.0

Incorporated documents

30/08/2024
6949yara Proposed C273yara

Name of document	Introduced by:
5-15 Mayfield Street, Abbotsford Incorporated Document (October 2018)	C188
10 Bromham Place, Richmond Incorporated Document (February 2013)	C171
18-62 Trenerry Crescent, Abbotsford Incorporated Plan (May 2018)	C218
27 & 31 Victoria Parade, Fitzroy (Department of Transport and Planning, February 2024)	C324yara
32-68 Mollison Street, Abbotsford Incorporated Plan (February 2022)	C280yara
36-52 Wellington Street, Collingwood Incorporated Document (September 2020)	C285yara
351-353 Church Street, Richmond Incorporated Document (February 2019)	C225
462-482 Swan Street, Richmond Incorporated Document (September 2020)	C282yara
484 - 490 Swan Street, Richmond Incorporated Document (May 2023)	C316yara
520 Victoria Street, 2A Burnley Street and 2-30 Burnley Street, Richmond Burnley Street West Precinct Incorporated Plan (2012)	C150
560 Church Street, Cremorne, (Department of Transport and Planning, August 2024)	C319yara
Alphington Link Incorporated Document (May 2022)	C300yara
Atherton Gardens Fitzroy Incorporated Document (September 2010)	C136
Caulfield Dandenong Rail Upgrade Project Incorporated Document (April 2016)	GC37
Chandler Highway Upgrade Incorporated Document (March 2016, Amended December 2017)	GC80
City of Yarra Database of Heritage Significant Areas (City of Yarra, March 2024)	C308yara
Cooper Knitting Factory (former) Statement of Significance	C273yara
Cremorne Balmain Dover Street Project	NPS1
Crown Land Car Park Works, Burnley (August 2005)	C92
Fitzroy Former Gasworks Site Incorporated Document (February 2018)	C242
Flying Fox Campsite, Yarra Bend Park (December 2004)	C90
Hurstbridge Rail Line Upgrade Incorporated Document (January 2017)	GC60
Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions (July 2014)	C178
Local Policy "Protection of Biodiversity" Sites of Remnant Vegetation (Biosis 2001)	C49
M1 Redevelopment Project (October 2006)	C86
Melbourne City Link Project, Advertising Sign Locations (November 2003)	VC20
Melbourne Metro Rail Project: Upgrades to the Rail Network Incorporated Document (May 2018)	GC96
North East Link Project Incorporated Document (December 2019, Amended September 2023)	GC223

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Name of document	Introduced by:
<i>Planning and Design Principles for the Richmond Maltings Site, Cremorne (November 2007)</i>	C101
<i>Richmond Power Station Renewal Project: 300/658 Church Street, Cremorne (Department of Transport and Planning, April 2024)</i>	C322yara
<i>Richmond Walk Up Estate Redevelopment Incorporated Document (September 2010)</i>	C136
<i>Social housing redevelopment; Atherton Gardens Estate, Fitzroy, and Richmond Public Housing Estate, Richmond, for which the Minister for Planning is the Responsible Authority (May 2010)</i>	C135
<i>Specific Site and Exclusion – Lot 2 on PS433628L, 452 Johnston Street, Abbotsford</i>	C56
<i>Swan Street Works, Burnley (June 2005)</i>	C91
<i>The Post Office and the group of shops on Heidelberg Road Statement of Significance</i>	C273yara
<i>Tramway Infrastructure Upgrades Incorporated Document (May 2017)</i>	GC68
<i>Victoria Gardens Comprehensive Development Plan (Department of Transport and Planning, April 2024)</i>	C307yara
<i>Victorian Institute of Forensic Mental Health Thomas Embling Hospital Incorporated Document (August 2020, Updated August 2022)</i>	C311yara
<i>Walk Up Village, 81-89 Rupert Street, Collingwood (September 2022)</i>	C310yara
<i>Yarra Gardens Precinct Plan (Urbis LHD, December 2009)</i>	C126
<i>Yarra Development Contributions Plan 2017 (HillPDA, December 2023)</i>	VC249
<i>Yarra High Streets (Queens Parade) Statements of Significance Incorporated Document (Yarra City Council, March 2020)</i>	C231yaraPt1yara
<i>Yarra High Streets (Victoria Street and Bridge Road) Statements of Significance Incorporated Document (Yarra City Council, May 2020)</i>	C245yara

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YARRA PLANNING SCHEME

21/12/2023
C269yara

SCHEDULE TO CLAUSE 72.08 BACKGROUND DOCUMENTS

1.0

Background documents

22/08/2024
C269yara Proposed C273yara

Name of background document	Amendment number - clause reference
<i>Activity Centres Roles and Boundaries</i> (City of Yarra, April 2022)	C269yara Clause 11.03-1L
<i>Brunswick Street and Smith Street Built Form Review: Collingwood Built Form Framework</i> (Hansen Partnership, June 2018)	C293yara Clause 43.02
<i>Built Environment Sustainability Scorecard 'BESS'</i> (Council Alliance for a Sustainable Built Environment 'CASBE')	C269yara Clause 15.02-1L
<i>Building for Diversity – Social and Affordable Housing Strategy</i> (City of Yarra, November 2019)	C269yara Clause 16.01-4L
<i>Burra Charter The Australia ICOMOS Charter for Places of Cultural Significance</i> (Australia ICOMOS, 2013)	VC155yara Clause 15.03-1L
<i>Collingwood Mixed Use Pocket, Heritage Analysis & Recommendations</i> (GJM Heritage, 2018)	C245yara Clause 15.03-1L Clause 43.02
<i>Community Infrastructure Plan</i> (City of Yarra, April 2018)	C269yara Clause 19.03-2L
<i>Council Plan 2021-2025</i> (City of Yarra, 2021)	C269yara Clause 02.02 Clause 02.03
<i>Fitzroy Urban Conservation Study Review</i> (Allom Lovell and Associates, November 1992)	C085yara Clause 15.03-1L
<i>Green Star</i> (Green Building Council of Australia)	C133yara Clause 15.02-1L
<i>Guidelines - Managing noise impacts in urban development</i> (City of Yarra, March 2022)	C269yara Clause 13.07-1L
<i>Heidelberg Road Heritage Review (Stage 1)</i> , RBA Architects Conservation Consultants 2019	C273yara Schedule 18 to Clause 43.02
<i>Heidelberg Road Heritage Review (Stage 2)</i> , RBA Architects Conservation Consultants 2019	C273yara Schedule 18 to Clause 43.02
<i>Heritage Citation 112-124 Trenerry Crescent, Abbotsford</i> (GJM Heritage, July 2016)	C219yara Clause 15.03-1L
<i>Heritage Citation 20-60 Trenerry Crescent, Abbotsford</i> (GJM Heritage, July 2016)	C218yara Clause 15.03-1L
<i>Heritage Citation: 18-22 Derby Street, Collingwood</i> (Anthemion Consultancies, June 2018)	C245yara Clause 15.03-1L
<i>Heritage Citation: 33-45 Derby Street, Collingwood</i> (GJM Heritage, 2018)	C245yara Clause 15.03-1L

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Name of background document	Amendment number - clause reference
<i>Heritage Citation: Queens Parade, Fitzroy North Street Trees</i> (John Patrick Landscape Architects, 2018)	C245yara Clause 15.03-1L
<i>Heritage Conservation Study, Carlton, North Carlton and Princes Hill</i> (Nigel Lewis and Associates, July 1984)	C085yara Clause 15.03-1L
<i>Heritage Conservation Study, Collingwood</i> (Andrew Ward and Associates, April 1989)	C085yara Clause 15.03-1L
<i>Heritage Conservation Study Review, Collingwood</i> (Andrew Ward and Associates, May 1995)	C269yara Clause 15.03-1L
<i>Heritage Conservation Study, Northcote</i> (Graeme Butler Architect, February 1982)	C085yara Clause 15.03-1L
<i>Heritage Conservation Study, North Fitzroy</i> (Jacob Lewis Vines Architects, July 1978)	C085yara Clause 15.03-1L
<i>Heritage Conservation Study, Richmond</i> (J & T O'Connor and Coleman and Wright Architects, January 1985)	C085yara Clause 15.03-1L
<i>Heritage Conservation Study, South Fitzroy</i> (Jacob Lewis Vines Architects, March 1979)	C085yara Clause 15.03-1L
<i>Heritage Gaps: An Overview</i> (Graeme Butler & Associates, 2004, updated March 2013)	C157yara Clause 15.03-1L
<i>Heritage Gaps Review One</i> (City of Yarra/Graeme Butler, 2013)	C157yara Clause 15.03-1L
<i>Heritage Gap Review One; Incorporated Plan, Methodology Report</i> (Lovell Chen, 2014)	C178yara Clause 15.03-1L
<i>Heritage Gap Review Two Methodology Report</i> (Lovell Chen, 2012)	C157yara Clause 15.03-1L
<i>Heritage Gap Study Review of 17 Precincts Stage 2 Report</i> (Context, August 2014, Revised 16 October 2016)	C173yara Clause 15.03-1L
<i>Heritage Gap Study Review of Central Richmond, Stage 2 Final Report</i> (Context, November 2014)	C183yara Clause 15.03-1L
<i>Heritage Gap Study Review of Johnston Street East</i> (Context, April 2016)	C237yara Clause 15.03-1L
<i>Heritage Gap Study Stage 1</i> (Graeme Butler and Associates, 2008)	C149yara Clause 15.03-1L
<i>Heritage Gap Study Stage 2</i> (Graeme Butler and Associates, 2009)	C149yara Clause 15.03-1L
<i>Heritage Gaps Study – Smith Street South</i> (Anthemion Consultancies, July 2014)	C173yara Clause 15.03-1L
<i>Heritage Gaps Study 233-251 Victoria Street, Abbotsford</i> (Anthemion Consultancies, October 2012)	C163yara Clause 15.03-1L
<i>Heritage Overlay Areas, Review of, Appendix 7</i> (Graeme Butler and Associates, 2007, Updated 2013)	C085yara Clause 15.03-1L

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Name of background document	Amendment number - clause reference
<i>Heritage Policy – Residential</i> (Context, October 2019)	C269yara Clause 15.03-1L
<i>Heritage Policy - Industrial</i> (GJM Heritage, October 2019)	C269yara Clause 15.03-1L
<i>Heritage Review</i> (Allom Lovell & Associates, July 1998)	C085yara Clause 15.03-1L
<i>Heritage Review of Predefined Areas in Abbotsford & Collingwood Stage 2 Report</i> (Context, July 2015)	C198yara Clause 15.03-1L
<i>Inner Melbourne Action Plan 2016-2026</i> (August 2016)	C084yara Clause 15.03-1L
<i>Johnston Street Local Area Plan</i> (City of Yarra, 2015)	C220yara Clause 11.03-2L Schedule 15 to Clause 43.02
<i>Licensed Premises Policy - Background Document</i> (Public Place & 10 Consulting Group, December 2015)	C209yara Clause 13.07-1
<i>Lower Yarra River Corridor Study - Recommendations Report</i> (Department of Environment, Land, Water and Planning, 2016)	VC197 Schedule 1 to Clause 42.03 Schedule 1 to Clause 43.02
<i>Model for Urban Stormwater Improvement Conceptualisation 'MUSIC'</i> (Melbourne Water)	C117yara Clause 15.01-2L
<i>Nationwide House Energy Rating Scheme 'NatHERS'</i> , (Department of Climate Change and Energy Efficiency)	C133yara Clause 15.01-2L
<i>Noise and vibration considerations - Discussion report</i> (City of Yarra, March 2022)	C269yara Clause 13.07-1L
<i>State Environment Protection Policy (Waters)</i> (Environment Protection Authority, 2018)	C117yara Clause 15.02.1L
<i>Stormwater Treatment Objective - Relative Measure 'STORM'</i> (Melbourne Water)	C133yara Clause 15.02.1L
<i>Supplementary Heritage Report: Collingwood South (Mixed Use) Precinct</i> (GJM Heritage, May 2021)	C293yara Clause 43.02
<i>Sustainable Design Assessment in the Planning Process</i> (IMAP, 2015).	C269yara Clause 15.02.1L
<i>Swan Street Built Form Study, Heritage Assessment and Analysis</i> (GJM Heritage, October 2017)	C191yara Clause 11.03-2L Schedule 17 to 43.02
<i>The Middle Yarra Concept Plan – Dights Falls to Burke Road</i> (Melbourne Parks and Waterways, 1990)	VC197 Schedule 1 to Clause 42.03
<i>The Lower Yarra Concept Plan – Dights Falls to Punt Road</i> (Melbourne Metropolitan Board of Works, 1986)	VC197 Schedule 1 to Clause 42.03

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Name of background document	Amendment number - clause reference
<u>Traffic and Vehicle Access Assessment, Heidelberg Road, Fairfield/Alphington, Traffix Group, November 2019</u>	<u>C273yara</u> <u>Schedule 18 to Clause 43.02</u>
Urban Stormwater Best Practice Environmental Management Guidelines, (CSIRO, 1999)	C117yara Clause 15.02-1L Clause 19.03-3L
Victoria Street East Precinct, Richmond - Urban Design Framework (MGS Architects and Jones & Whitehead, November 2005)	C075yara Clause 11.03-6L
WSUD Engineering Procedures: Stormwater (Melbourne Water, June 2005)	C117yara Clause 19.03-3L
World Heritage Environs Area Strategy Plan - Royal Exhibition Building & Carlton Gardens (Lovell Chen, October 2009)	C118yara Clause 15.03-1L
Yarra City Council Gaming Policy Framework (Coomes Consulting Group, November 2008)	C109yara Schedule to Clause 52.28
Yarra Housing Strategy (City of Yarra, September 2018)	C269yara Clause 16.01-1L Clause 16.01-2L
Yarra High Streets (Swan Street) Statement of Significance: Reference Document (GJM Heritage, December 2020)	C191yara Clause 15.03-1L
Yarra High Streets (Victoria Street and Bridge Road) Statements of Significance: Reference Document (May 2020)	C245yara Clause 15.03-1L
Yarra Open Space Strategy 2020 (Thompson Berrill Landscape Design in association with Environment & Land Management Pty Ltd, September 2020)	C286yara Clause 19.02-6L-01 Schedule to Clause 53.01
Yarra Open Space Strategy 2020 Technical Report (Thompson Berrill Landscape Design in association with Environment & Land Management Pty Ltd, July 2020)	C286yara Clause 19.02-6L-01 Schedule to Clause 53.01
Yarra Spatial Economic and Employment Strategy (SGS Economics and Planning, August 2018)	C269yara Clause 17.01-1L Clause 17.02-1L Clause 17.03-1L Clause 17.04-1L
Yarra Bend Park Strategy Plan (Parks Victoria, 1999)	VC197 Schedule 1 to Clause 42.03

CITY OF YARRA

Database of Heritage Significant Areas

March 2025

Formerly

'Appendix 8 - City of Yarra review of Heritage Overlay Areas, Graeme Butler and Associates (2007)'



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City of Yarra - Database of Heritage Significant Areas

The following is an extract from the City of Yarra Heritage Database listing the heritage status of properties within each Heritage Overlay. As requested by the City of Yarra, the table is arranged in heritage overlay number order and then address order within that group. Victorian Heritage Register (VHR) properties have a second listing within Heritage Overlay Areas as recognition of their contribution to each area.

Data fields in City of Yarra Heritage Database extract

Name

Typically as place type only i.e. *Shop and Residence*, if not a house/residence or with no known historical name

Address

Street name and number, suburb

City of Yarra property number

The current City of Yarra Property number

Significance

(From given range as below)

Significance	Definition
Unknown	Insufficient data to allow an assessment from the public domain.
Not Contributory	Not contributory to the identified cultural values of the heritage overlay area as stated in the Statement of Significance.
Contributory	Contributory to the identified cultural values of the heritage overlay area as stated in the Statement of Significance.
Individually Significant	A heritage place in its own right. Where an individually significant place is part of a broader heritage precinct, the individually significant place may also be contributory to the broader precinct.
Victorian Heritage Register	Included in the Victorian Heritage Register as aesthetically, archaeologically, architecturally, culturally, historically, scientifically, and/or social significant at the State level.

Date range

Estimated primary creation date of typically publicly visible fabric only.

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HQ361	Palmer	Street	10	Fitzroy		266345	Contributory	1870-1890
HQ361	Royal	Lane	3	Fitzroy	Stables	1	Individually significant	1860-1890
HQ362								
HQ362	Adams	Street	7	Alphington	First Alphington Boy Scout Hall Number 20	272735	Individually Significant	1930-1940
HQ362	Adams	Street	38	Alphington		271295	Not contributory	Unknown
HQ362	Chamouni	Street	1	Alphington		273755	Contributory	1915-1925
HQ362	Chamouni	Street	2	Alphington		273740	Contributory	1915-1925
HQ362	Chamouni	Street	3	Alphington		273760	Contributory	1920-1930
HQ362	Chamouni	Street	4	Alphington		273745	Contributory	1900-1915
HQ362	Chamouni	Street	5	Alphington		273765	Not contributory	1930-1940
HQ362	Chamouni	Street	6	Alphington		273750	Contributory	1915-1925
HQ362	Chamouni	Street	7	Alphington		280830	Not contributory	1980-1900
HQ362	Como	Street	1	Alphington		274340	Contributory	1915-1925
HQ362	Como	Street	2	Alphington		273870	Contributory	1880-1890
HQ362	Como	Street	3	Alphington		274345	Contributory	1900-1915
HQ362	Como	Street	1/5	Alphington	L'espoir	335330	Contributory	1850-1890
HQ362	Como	Street	2/5	Alphington	L'espoir	335340	Contributory	1850-1890
HQ362	Como	Street	6	Alphington		273880	Not contributory	1930-1940
HQ362	Como	Street	7	Alphington	Gladore	274355	Contributory	1880-1890
HQ362	Como	Street	8	Alphington		273885	Not contributory	1950-1960
HQ362	Como	Street	9	Alphington	Berkeley	274360	Contributory	1890-1900
HQ362	Como	Street	10	Alphington		273890	Not contributory	1940-1950
HQ362	Como	Street	11	Alphington		274365	Not contributory	1950-1960
HQ362	Como	Street	12-14	Alphington		273895	Not contributory	1960-1970
HQ362	Como	Street	13	Alphington	Lewis House	274370	Individually Significant	1980-1995
HQ362	Como	Street	15	Alphington	Verona	274375	Contributory	1890-1900
HQ362	Como	Street	16	Alphington		273905	Contributory	1900-1915
HQ362	Como	Street	18	Alphington	Vacant	273915	Not contributory	Unknown
HQ362	Como	Street	21	Alphington	Darrabyn	283430	Individually Significant	1900-1915
HQ362	Como	Street	22	Alphington		273945	Contributory	1880-1890
HQ362	Como	Street	23	Alphington		274390	Not contributory	1990-2000
HQ362	Como	Street	1/24	Alphington		273965	Not contributory	1960-1970
HQ362	Como	Street	2/24	Alphington		273975	Not contributory	1960-1970
HQ362	Como	Street	3/24	Alphington		273985	Not contributory	1960-1970
HQ362	Como	Street	4/24	Alphington		273995	Not contributory	1960-1970
HQ362	Como	Street	5/24	Alphington		274005	Not contributory	1960-1970
HQ362	Como	Street	6/24	Alphington		274015	Not contributory	1960-1970
HQ362	Como	Street	7/24	Alphington		274025	Not contributory	1960-1970
HQ362	Como	Street	8/24	Alphington		274035	Not contributory	1960-1970
HQ362	Como	Street	9/24	Alphington		274045	Not contributory	1960-1970
HQ362	Como	Street	10/24	Alphington		274055	Not contributory	1960-1970
HQ362	Como	Street	11/24	Alphington		274065	Not contributory	1960-1970
HQ362	Como	Street	12/24	Alphington		274075	Not contributory	1960-1970
HQ362	Como	Street	25	Alphington	Willisau	274395	Contributory	1880-1890
HQ362	Como	Street	26	Alphington		274085	Contributory	1900-1915
HQ362	Como	Street	27	Alphington		274400	Contributory	1915-1925

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HQ362	Como	Street	28	Alphington		274095	Contributory	1890-1900
HQ362	Como	Street	29	Alphington		274405	Contributory	1915-1925
HQ362	Como	Street	30	Alphington		274105	Contributory	1900-1915
HQ362	Como	Street	30a	Alphington		274115	Not contributory	1980-1990
HQ362	Como	Street	30 (rear)	Alphington	Glasshouse	274105	Individually Significant	1880-1910
HQ362	Como	Street	31	Alphington		274410	Not contributory	1970-1980
HQ362	Como	Street	34	Alphington		274140	Contributory	1890-1900
HQ362	Como	Street	35	Alphington		274420	Not contributory	1915-1925
HQ362	Como	Street	36	Alphington		274145	Contributory	1890-1900
HQ362	Como	Street	37	Alphington		301330	Not contributory	1990-2000
HQ362	Como	Street	38	Alphington		274155	Contributory	1880-1890
HQ362	Como	Street	39	Alphington		274430	Not contributory	1940-1950
HQ362	Como	Street	40	Alphington		274165	Contributory	1880-1890
HQ362	Como	Street	41	Alphington		274435	Individually Significant	1915-1925
HQ362	Como	Street	42	Alphington		274175	Contributory	1880-1890
HQ362	Como	Street	43	Alphington		274440	Contributory	1915-1925
HQ362	Como	Street	44	Alphington		274185	Contributory	1880-1890
HQ362	Como	Street	45	Alphington		274445	Contributory	1925-1935
HQ362	Como	Street	46	Alphington		274195	Contributory	1915-1925
HQ362	Como	Street	47	Alphington		274450	Contributory	1915-1925
HQ362	Como	Street	1/48	Alphington		274205	Not contributory	1960-1970
HQ362	Como	Street	2/48	Alphington		274220	Not contributory	1960-1970
HQ362	Como	Street	3/48	Alphington		274230	Not contributory	1960-1970
HQ362	Como	Street	4/48	Alphington		274240	Not contributory	1960-1970
HQ362	Como	Street	5/48	Alphington		274250	Not contributory	1960-1970
HQ362	Como	Street	6/48	Alphington		274260	Not contributory	1960-1970
HQ362	Como	Street	7/48	Alphington		274270	Not contributory	1960-1970
HQ362	Como	Street	8/48	Alphington		274280	Not contributory	1960-1970
HQ362	Como	Street	9/48	Alphington		274290	Not contributory	1960-1970
HQ362	Como	Street	10/48	Alphington		274295	Not contributory	1960-1970
HQ362	Como	Street	11/48	Alphington		274305	Not contributory	1960-1970
HQ362	Como	Street	12/48	Alphington		274315	Not contributory	1960-1970
HQ362	Como	Street	49	Alphington		274455	Contributory	1900-1915
HQ362	Como	Street	52	Alphington		274320	Not contributory	1960-1970
HQ362	Como	Street	54	Alphington		274325	Contributory	1915-1925
HQ362	Como	Street	56	Alphington		274330	Contributory	1900-1915
HQ362	Como	Street	58	Alphington		274335	Contributory	1925-1930
HQ362	Killop	Street	2	Alphington		271895	Contributory	1915-1925
HQ362	Lucerne	Crescent	2	Alphington		291115	Individually Significant	1900-1915
HQ362	Lucerne	Crescent	8	Alphington		272260	Contributory	1915-1925
HQ362	Lucerne	Crescent	10	Alphington		272265	Contributory	1930-1940
HQ362	Lucerne	Crescent	30	Alphington		272280	Contributory	1880-1890
HQ362	Lucerne	Crescent	32	Alphington		272285	Not contributory	1960-1970
HQ362	Lucerne	Crescent	34	Alphington		272290	Contributory	1915-1925
HQ362	Lucerne	Crescent	36	Alphington		272295	Contributory	1915-1925
HQ362	Lucerne	Crescent	37	Alphington	Loddon Lea	272490	Individually Significant	1900-1915
HQ362	Lucerne	Crescent	48	Alphington		272315	Contributory	1900-1915

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HQ362	Lucerne	Crescent	50	Alphington		272320	Not contributory	1960-1970
HQ362	Lucerne	Crescent	50a	Alphington		272325	Not contributory	Unknown
HQ362	Lucerne	Crescent	52	Alphington		272330	Contributory	1915-1925
HQ362	Lucerne	Crescent	56	Alphington	Frater House And Studio	272340	Individually Significant	1915-1925
HQ362	Lucerne	Crescent	60	Alphington		272345	Contributory	1915-1925
HQ362	Lucerne	Crescent	67	Alphington	Loddon Lee	272545	Contributory	1900-1915
HQ362	Lucerne	Crescent	69	Alphington		272550	Not contributory	1960-1970
HQ362	Lucerne	Crescent	73	Alphington		272555	Contributory	1915-1925
HQ362	Lucerne	Crescent	85	Alphington		272575	Contributory	1915-1925
HQ362	Lucerne	Crescent	87	Alphington		272580	Contributory	1900-1915
HQ362	Lucerne	Crescent	91	Alphington	Mona	272585	Contributory	1900-1915
HQ362	Lucerne	Crescent	95	Alphington		272595	Contributory	1915-1925
HQ362	Lucerne	Crescent	97	Alphington		272600	Contributory	1915-1925
HQ362	Park	Avenue	9	Alphington		274100	Contributory	1925-1935
HQ362	Parkview	Road	28	Alphington		273610	Contributory	1900-1915
HQ362	Phillips	Street	2	Alphington		273725	Contributory	1915-1925
HQ362	Phillips	Street	4	Alphington		273730	Contributory	1900-1915
HQ362	Riverview	Grove	1	Alphington		274060	Contributory	1915-1925
HQ362	Riverview	Grove	3	Alphington		274070	Contributory	1915-1925
HQ362	Riverview	Grove	1/5	Alphington		286480	Not contributory	1970-1980
HQ362	Riverview	Grove	2/5	Alphington		286485	Not contributory	1970-1980
HQ362	Riverview	Grove	7	Alphington		274090	Contributory	1915-1925
HQ362	Riverview	Grove	11	Alphington		274110	Contributory	1915-1925
HQ362	Riverview	Grove	13	Alphington		274120	Not contributory	1930-1940
HQ362	Roemer	Crescent	2	Alphington		274130	Contributory	1915-1925
HQ362	Roemer	Crescent	4	Alphington		274135	Contributory	1915-1925
HQ362	Roemer	Crescent	5	Alphington		274225	Contributory	1880-1890
HQ362	Roemer	Crescent	6	Alphington		274150	Contributory	1915-1925
HQ362	Roemer	Crescent	8	Alphington		274160	Contributory	1915-1925
HQ362	Roemer	Crescent	10	Alphington		274170	Contributory	1915-1925
HQ362	Roemer	Crescent	12	Alphington		274180	Contributory	1915-1925
HQ362	Roemer	Crescent	14	Alphington		274190	Not contributory	1915-1925
HQ362	Roemer	Crescent	16	Alphington		274200	Contributory	1915-1925
HQ362	St Bernards	Road	5	Alphington		270040	Contributory	1890-1900
HQ362	St Bernards	Road	7	Alphington		270045	Contributory	1890-1900
HQ362	St Bernards	Road	9	Alphington		270050	Contributory	1890-1900
HQ362	St Bernards	Road	11	Alphington		270055	Contributory	1890-1900
HQ362	St Bernards	Road	13	Alphington	Elimatta	270060	Contributory	1890-1910
HQ362	St Gothards	Road	1	Alphington		270145	Contributory	1900-1915
HQ362	St Gothards	Road	1a	Alphington		270150	Not contributory	Unknown
HQ362	St Gothards	Road	2	Alphington		270110	Contributory	1915-1925
HQ362	St Gothards	Road	3	Alphington		270160	Individually Significant	1900-1915
HQ362	St Gothards	Road	3a	Alphington		270155	Contributory	1930-1940
HQ362	St Gothards	Road	4	Alphington		270115	Contributory	1915-1925
HQ362	St Gothards	Road	5	Alphington		270165	Contributory	1915-1925
HQ362	St Gothards	Road	6	Alphington		270120	Contributory	1915-1925
HQ362	St Gothards	Road	7	Alphington		270170	Not contributory	1990-2000

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HQ362	St Gothards	Road	8	Alphington		270125	Contributory	1915-1925
HQ362	St Gothards	Road	9	Alphington		270175	Individually Significant	1900-1915
HQ362	St Gothards	Road	10	Alphington		270130	Not contributory	Unknown
HQ362	St Gothards	Road	12	Alphington		270135	Contributory	1890-1900
HQ362	St Gothards	Road	14	Alphington	Inleggarra	270140	Contributory	1890-1910
HQ362	View	Street	2	Alphington		271040	Contributory	1915-1925
HQ362	View	Street	4	Alphington		271045	Contributory	1920-1935
HQ362	View	Street	6	Alphington		271050	Contributory	1930-1940
HQ362	View	Street	8	Alphington		271055	Contributory	1930-1940
HQ362	View	Street	10	Alphington		271060	Contributory	1915-1925
HQ362	View	Street	12	Alphington		271065	Contributory	1915-1925
HQ362	View	Street	14	Alphington		271070	Contributory	1930-1940
HQ362	View	Street	16	Alphington		271075	Contributory	1930-1940
HQ362	View	Street	18	Alphington		271080	Contributory	1930-1940
HQ362	View	Street	20	Alphington		271085	Contributory	1930-1940
HQ362	View	Street	22	Alphington		271090	Contributory	1930-1940
HQ362	View	Street	24	Alphington		271095	Contributory	1930-1940
HQ362	View	Street	26	Alphington		271100	Contributory	1930-1940
HQ362	View	Street	28	Alphington		271115	Contributory	1925-1930
HQ362	View	Street	30	Alphington		271120	Contributory	1925-1930
HQ362	View	Street	32	Alphington		271130	Contributory	1915-1925
HQ362	View	Street	34	Alphington		271140	Contributory	1925-1930
HQ362	View	Street	36	Alphington		271150	Contributory	1930-1940
HQ362	View	Street	38	Alphington		271160	Contributory	1930-1940
HQ362	View	Street	40	Alphington		271170	Contributory	1930-1940
HQ362	View	Street	42	Alphington		271180	Contributory	1925-1930
HQ362	View	Street	44	Alphington		271195	Contributory	1930-1940
HQ362	View	Street	48	Alphington		271200	Contributory	1915-1925
HQ362	Yarralea	Street	2	Alphington		271730	Contributory	1925-1930
HQ362	Yarralea	Street	3	Alphington		272105	Contributory	1915-1925
HQ362	Yarralea	Street	4	Alphington		271735	Contributory	1915-1925
HQ362	Yarralea	Street	5	Alphington		272110	Contributory	1915-1925
HQ362	Yarralea	Street	6	Alphington		271740	Not contributory	1930-1940
HQ362	Yarralea	Street	7	Alphington		272115	Contributory	1915-1925
HQ362	Yarralea	Street	8	Alphington		271745	Contributory	1915-1925
HQ362	Yarralea	Street	9	Alphington		272120	Contributory	1915-1925
HQ362	Yarralea	Street	11	Alphington		272125	Contributory	1915-1925
HQ362	Yarralea	Street	15	Alphington		272130	Contributory	1915-1925
HQ362	Yarralea	Street	17	Alphington		272135	Not contributory	1970-1980
HQ362	Yarralea	Street	19	Alphington		272140	Contributory	1915-1925
HQ362	Yarralea	Street	21	Alphington		272145	Contributory	1915-1925
HQ362	Yarralea	Street	23	Alphington		272150	Contributory	1915-1925
HQ362	Yarralea	Street	25	Alphington		272155	Not contributory	1925-1930
HQ362	Yarralea	Street	26	Alphington	Alphington State School	271910	Contributory	1915-1925
HQ362	Yarralea	Street	27	Alphington		272160	Contributory	1915-1925
HQ362	Yarralea	Street	29	Alphington		272165	Contributory	1915-1925
HQ362	Yarralea	Street	33	Alphington		272170	Not contributory	1970-1980

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HO362	Yarralea	Street	35	Alphington		272175	Contributory	1915-1925
HO362	Yarralea	Street	37	Alphington		272180	Not contributory	1915-1925
HO362	Yarralea	Street	39	Alphington		272185	Not contributory	1915-1925
HO362	Yarralea	Street	42	Alphington		271970	Contributory	1900-1915
HO362	Yarralea	Street	43	Alphington		272190	Contributory	1900-1915
HO362	Yarralea	Street	44	Alphington		271975	Contributory	1900-1915
HO362	Yarralea	Street	45	Alphington		272195	Contributory	1915-1925
HO362	Yarralea	Street	46	Alphington		271980	Contributory	1900-1915
HO362	Yarralea	Street	47	Alphington		272200	Contributory	1900-1915
HO362	Yarralea	Street	48	Alphington		271985	Contributory	1900-1915
HO362	Yarralea	Street	1/49	Alphington		272205	Not contributory	1970-1980
HO362	Yarralea	Street	2/49	Alphington		272210	Not contributory	1970-1980
HO362	Yarralea	Street	3/49	Alphington		272215	Not contributory	1970-1980
HO362	Yarralea	Street	4/49	Alphington		272220	Not contributory	1970-1980
HO362	Yarralea	Street	53	Alphington		272225	Contributory	1915-1925
HO362	Yarralea	Street	55	Alphington		272230	Contributory	1915-1925
HO362	Yarralea	Street	57	Alphington		299305	Contributory	1970-1980
HO362	Yarralea	Street	59	Alphington		272240	Individually Significant	1915-1925
HO363								
HO363	Bennett	Street	1	Richmond		152025	Not contributory	1915-1925
HO363	Bennett	Street	1a	Richmond		152030	Contributory	1920-1930
HO363	Bennett	Street	2	Richmond		151720	Contributory	1900-1915
HO363	Bennett	Street	2a	Richmond		151725	Contributory	1915-1925
HO363	Bennett	Street	2aa	Richmond		151715	Contributory	1915-1925
HO363	Bennett	Street	3	Richmond		152020	Contributory	1900-1915
HO363	Bennett	Street	4	Richmond		151730	Contributory	1915-1925
HO363	Bennett	Street	5	Richmond		152015	Contributory	1915-1925
HO363	Bennett	Street	6	Richmond		151735	Contributory	1915-1925
HO363	Bennett	Street	1/7	Richmond		151990	Not contributory	1970-1980
HO363	Bennett	Street	2/7	Richmond		151995	Not contributory	1970-1980
HO363	Bennett	Street	3/7	Richmond		152000	Not contributory	1970-1980
HO363	Bennett	Street	4/7	Richmond		152005	Not contributory	1970-1980
HO363	Bennett	Street	5/7	Richmond		152010	Not contributory	1970-1980
HO363	Bennett	Street	8	Richmond		151740	Not contributory	1915-1925
HO363	Bennett	Street	9	Richmond		151985	Contributory	1915-1925
HO363	Bennett	Street	10	Richmond		151745	Contributory	1915-1925
HO363	Bennett	Street	11	Richmond		151980	Contributory	1915-1925
HO363	Bennett	Street	12	Richmond		151750	Contributory	1915-1925
HO363	Bennett	Street	13	Richmond		151975	Contributory	1915-1925
HO363	Bennett	Street	14	Richmond		151755	Contributory	1915-1925
HO363	Bennett	Street	15	Richmond		151970	Contributory	1915-1925
HO363	Bennett	Street	16	Richmond		151760	Contributory	1915-1925
HO363	Bennett	Street	17	Richmond		151965	Contributory	1915-1925
HO363	Bennett	Street	18	Richmond		151765	Contributory	1915-1925
HO363	Bennett	Street	19	Richmond		151960	Contributory	1915-1925
HO363	Bennett	Street	20	Richmond		151770	Contributory	1915-1925

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HO450	Regent	Street	46-50 (Unit 7)	Richmond	Henry Walters' Boot Factory (Paragon Shoes)	281610	Individually Significant	1900-1915
HO450	Regent	Street	46-50 (Unit 8)	Richmond	Henry Walters' Boot Factory (Paragon Shoes)	281615	Individually Significant	1900-1915
HO450	Regent	Street	46-50 (Unit 9)	Richmond	Henry Walters' Boot Factory (Paragon Shoes)	281620	Individually Significant	1900-1915
HO450	Regent	Street	46-50 (Unit 10)	Richmond	Henry Walters' Boot Factory (Paragon Shoes)	281625	Individually Significant	1900-1915
HO450	Regent	Street	46-50 (Unit 11)	Richmond	Henry Walters' Boot Factory (Paragon Shoes)	281630	Individually Significant	1900-1915
HO450	Regent	Street	46-50 (Unit 12)	Richmond	Henry Walters' Boot Factory (Paragon Shoes)	281630	Individually Significant	1900-1915
HO450	Regent	Street	46-50 (Unit 13)	Richmond	Henry Walters' Boot Factory (Paragon Shoes)	281635	Individually Significant	1900-1915
HO450	Regent	Street	46-50 (Unit 14)	Richmond	Henry Walters' Boot Factory (Paragon Shoes)	281635	Individually Significant	1900-1915
HO450	Regent	Street	46-50 (Unit 15)	Richmond	Henry Walters' Boot Factory (Paragon Shoes)	281640	Individually Significant	1900-1915
HO451								
HO451	Heidelberg	Road	730	Alphington	The Post Office and the group of shops on Heidelberg Road	359780	Individually Significant	1922
HO451	Heidelberg	Road	730A	Alphington	The Post Office and the group of shops on Heidelberg Road	359790	Individually Significant	1922
HO451	Heidelberg	Road	732	Alphington	The Post Office and the group of shops on Heidelberg Road	270910	Individually Significant	1922
HO451	Heidelberg	Road	734	Alphington	The Post Office and the group of shops on Heidelberg Road	270915	Individually Significant	1922
HO452								
HO452	Egon	Street	(No Land Parcel Number In Landvic)	Richmond	West Richmond Station - Rail Bridge And Former Station Yard	0	Individually Significant	1900-1910
HO453								
HO453	Lincoln	Street	48	Richmond		154290	Contributory	1850-1890
HO453	Lincoln	Street	50	Richmond		154285	Contributory	1850-1890
HO453	Lincoln	Street	52	Richmond		154280	Not contributory	1950-1970
HO453	Lincoln	Street	54	Richmond		154275	Contributory	1850-1890
HO453	Lincoln	Street	56	Richmond		154270	Contributory	1850-1890
HO453	Lincoln	Street	58	Richmond		154265	Contributory	1850-1890
HO453	Lincoln	Street	60	Richmond		154260	Contributory	1850-1890
HO453	Lincoln	Street	62	Richmond		154255	Contributory	1850-1890
HO454								
HO454	Church	Street	97	Richmond		150965	Contributory	1850-1890
HO454	Church	Street	99	Richmond		150970	Contributory	1850-1890
HO454	Church	Street	101	Richmond		150975	Contributory	1850-1890
HO454	Church	Street	103	Richmond	Shop & Residence	150980	Contributory	1850-1890
HO454	Church	Street	105	Richmond	Shop & Residence	150985	Contributory	1850-1890
HO454	Church	Street	107	Richmond	Shop & Residence	150990	Contributory	1850-1890
HO454	Church	Street	109-111	Richmond	Prince Of Wales Hotel	150995	Contributory	1850-1890
HO454	Church	Street	123-125	Richmond		151005	Contributory	1900-1915
HO454	Church	Street	127	Richmond	Shop & Residence	151010	Contributory	1850-1890
HO454	Church	Street	129	Richmond	Shop & Residence	151015	Contributory	1850-1890
HO454	Church	Street	133	Richmond	Queens Arms Hotel, Later Shop & Residence	151020	Contributory	1850-1890
HO454	Church	Street	135	Richmond	Bristol Hotel, Former	151025	Individually Significant	1860-1880
HO454	Church	Street	137	Richmond	Bakers Shop & Residence	151030	Contributory	1850-1890
HO454	Church	Street	139	Richmond	Vacant Site	151035	Not contributory	Unknown
HO454	Church	Street	141	Richmond	Shop & Residence	151040	Contributory	1850-1890

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HO454	Church	Street	143	Richmond	Shop & Residence	151045	Contributory	1850-1890
HO454	Church	Street	145	Richmond	Shop & Residence	151050	Contributory	1850-1890
HO454	Church	Street	147-149	Richmond	Motor Garage	151055	Not contributory	1930-1940
HO454	Church	Street	156-162	Richmond	James Jones General Store, Shop & Residence, Former	150520	Contributory	1850-1890
HO454	Church	Street	164	Richmond	Naughten's Hotel, Later Citizens Park Hotel, And Dt's	189695	Individually Significant	1870-1890
HO454	Church	Street	166-170 (Unit 1)	Richmond	Weatherill's Butcher's Shop & Residence, Former?	282715	Not contributory	1860-2000
HO454	Church	Street	166-170 (Unit 2)	Richmond		282720	Not contributory	1990-2000
HO454	Church	Street	166-170 (Unit 3)	Richmond		282725	Not contributory	1990-2000
HO454	Church	Street	166-170 (Unit 6)	Richmond		282740	Not contributory	1990-2000
HO454	Church	Street	166-170 (Unit 7)	Richmond		282745	Not contributory	1990-2000
HO454	Church	Street	166-170 (Unit 8)	Richmond		282750	Not contributory	1990-2000
HO454	Church	Street	176	Richmond	House	356760	Contributory	1880-1890
HO454	Church	Street	176A	Richmond		360580	Not contributory	2000-2010
HO454	Church	Street	176A (First Floor)	Richmond		360590	Not contributory	2000-2010
HO454	Church	Street	178 (Ground Floor)	Richmond	James Lentell Building, Later Confectioner And Bakery	189710	Individually Significant	1870-1880
HO454	Church	Street	178 (First Floor)	Richmond	James Lentell Building, Later Confectioner And Bakery	189715	Individually Significant	1870-1880
HO455								
HO455	Heidelberg	Road	760-764	Alphington	Cooper Knitting Factory (former)	352660	Individually Significant	1922
HO456								
HO456	Allans	Place	1	Richmond		292575	Not contributory	2000-2010
HO456	Allans	Place	2	Richmond		313470	Not contributory	2000-2010
HO456	Allans	Place	3	Richmond		292580	Not contributory	2000-2010
HO456	Allans	Place	4	Richmond		313480	Not contributory	2000-2010
HO456	Allans	Place	6	Richmond		192965	Not contributory	2000-2010
HO456	Allans	Place	8-10	Richmond		192960	Not contributory	2000-2010
HO456	Buckingham	Street	95	Richmond		154780	Contributory	1870-1890
HO456	Buckingham	Street	97	Richmond		154785	Contributory	1870-1890
HO456	Buckingham	Street	99	Richmond		154790	Contributory	1870-1890
HO456	Buckingham	Street	100	Richmond		155090	Contributory	1870-1890
HO456	Buckingham	Street	101	Richmond		154795	Contributory	1870-1890
HO456	Buckingham	Street	102	Richmond		155085	Contributory	1870-1890
HO456	Buckingham	Street	103	Richmond		154800	Contributory	1870-1890
HO456	Buckingham	Street	104	Richmond		155080	Contributory	1870-1890
HO456	Buckingham	Street	105	Richmond		154805	Contributory	1870-1890
HO456	Buckingham	Street	106	Richmond		155075	Contributory	1870-1890
HO456	Buckingham	Street	107	Richmond		154810	Not contributory	1870-1890
HO456	Buckingham	Street	108	Richmond		155070	Contributory	1870-1890
HO456	Buckingham	Street	110	Richmond		155065	Contributory	1870-1890
HO456	Buckingham	Street	111	Richmond		154815	Not contributory	Unknown
HO456	Buckingham	Street	112A	Richmond		155055	Not contributory	1990-2000
HO456	Buckingham	Street	112B	Richmond		155060	Not contributory	1990-2000
HO456	Buckingham	Street	113	Richmond		154820	Contributory	1870-1890
HO456	Buckingham	Street	114	Richmond		155050	Contributory	1870-1890
HO456	Buckingham	Street	115	Richmond		154825	Contributory	1925-1930
HO456	Buckingham	Street	116	Richmond		155045	Contributory	1870-1890



No.756-758



No. 358

Heidelberg Road Heritage Review (Stage 1) 2019

Stage 1 Report

City of Yarra

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Project No.	Version	Issued to	Date Issued
2019.16	Draft	Joerg Langeloh Peter Mollison	19 July 2019
2019.16	Draft	Joerg Langeloh Peter Mollison	26 July 2019

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1 INTRODUCTION

1.1 Brief

This report, the *Heidelberg Road Heritage Review 2019*, has been prepared by RBA Architects + Conservation Consultants for the City of Yarra. It relates to the building stock within the Commercial 1 and Commercial 2 Zones along (the south side of) Heidelberg Road between the Merri and Darebin creeks.

The brief was to undertake the following:

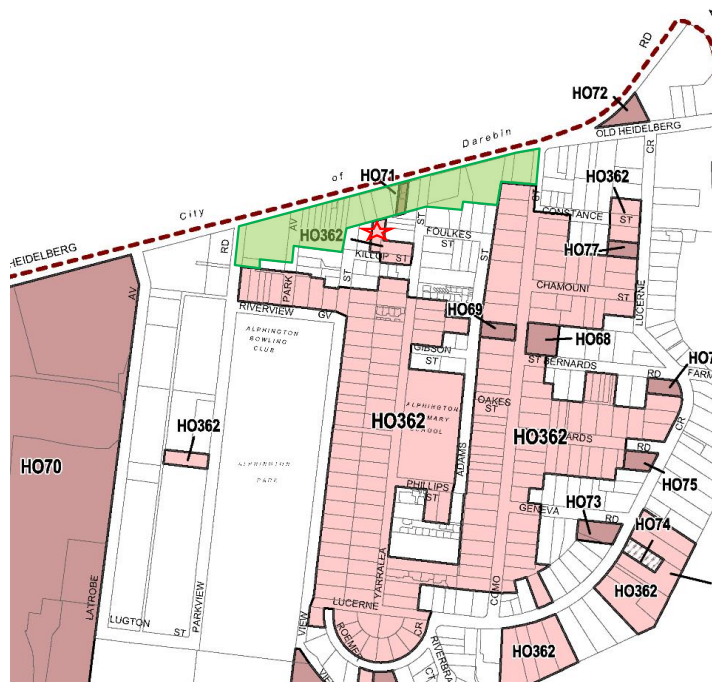
- Review the heritage values of HO 71 (756-758 Heidelberg Road, Alphington) and the currency of its citation,
- Determine whether 2 Killop Street, Alphington should be included in HO362 (Alphington East Precinct),
- Identify any sites of potential heritage value in the study area,
- Provide recommendations for built form controls for any existing and recommended heritage overlays.

1.2 Location

The study area primarily relates to the commercial zones along the south side of Heidelberg Road and extends across parts of the suburbs of Fairfield (western part) and Alphington (eastern part).



Map No. 3HO
Existing HO421 (Porta)
Western part of study area (Commercial 1 and 2 Zones) shown in green



Map No. 4HO showing existing HO71 and 2 Killop Street, Alphington (identified with a star, part of HO362)
Eastern part of study area (Commercial 1 and 2 Zones) is shown in green

1.3 Background

Previous Heritage Studies

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8, prepared by Graeme Butler and Associated, revised May 2017
- City of Yarra Heritage Review, Thematic History Volume 1, prepared by Allom Lovell & Associates, July 1998
- City of Northcote Urban Conservation Study prepared by Graeme Butler, revised February 1983

Existing Listings

There are three sites in the study area listed in the Schedule to the Heritage Overlay:

- HO421 – Porta factory, Heidelberg Road, 224 Heidelberg Road. Existing citation not to be reviewed.
- HO70 – Australian Paper Mills Boiler House, 626 Heidelberg Road. This building has been the subject of a previous amendment and will not be considered as part of this project.
- HO71 – Shops, 756-758 Heidelberg Road – basalt building constructed circa 1860. Existing citation to be reviewed.

1.4 Acknowledgements

The authors are grateful for the assistance provided by the City of Yarra officers.

2 METHODOLOGY

2.1 Introduction

The methodology adopted in undertaking this phase of Heidelberg Road Heritage Review (stage 1) was in accordance with the processes and criteria outlined in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance*, known as the *Burra Charter* (Australia ICOMOS, 2013). The key tasks included:

- Site inspections - largely limited to a visual assessment of each property from the perimeter and were undertaken during April 2019.
- Preliminary historical research and analysis of the extant fabric in relation to documentary evidence where applicable.
- Preparing data sheets.
- A preliminary assessment of the significance of each place based on the research and the extant fabric, and with reference to the relevant HERCON criteria.

2.2 Research

Primary sources were mainly employed and have included:

- Photographs, including aerial photographs, held by:
 - Landata (aerial),
 - Darebin Archives,
 - National Archives of Australia (NAA),
 - State Library of Victoria (SLV),
 - University of Melbourne (aerial).
- Drainage plans (Yarra Valley Water),
- Melbourne Metropolitan Board of Works (MMBW) Plans, held by the State Library Victoria,
- Sands & McDougall's street directories,
- Plans (SLV, etc),
- Various newspapers (*Age*, *Argus*, *Herald*, etc).

2.3 Data Sheets + Citation

A data sheet was prepared for individual buildings, or groups of buildings, of potential significance within the study area. A citation was prepared for HO71.

Within the data sheets/citation the following are provided:

- Name (usually relating to the original owners or purpose),
- Address,
- Summary history – including date of construction and period (Federation, Interwar, Post WWII),
- Summary description – including assessment of condition and intactness (poor, fair, good),
- Comparative – examples of similar places,
- Relevant HERCON Criteria,
- Recommendation.

2.4 Preliminary Assessment of Significance

For heritage professionals generally in Australia dealing with post-contact cultural heritage, the process outlined in the *Burra Charter* underpins the approach to heritage assessment and conservation adopted by the authors of this report.

Burra Charter

The methodology adopted in the assessment of the significance (or heritage values) has been in accordance with the process outlined in the *Burra Charter* (or The Australia ICOMOS Charter for Places of Cultural Significance). As outlined in the *Burra Charter*, the criteria considered include aesthetic (including architectural), historical, scientific (or technical), social and spiritual values. These values have been translated into the HERCON Criteria, discussed below.

2.5 Applying the Heritage Overlay

'Applying the Heritage Overlay' August 2018 (Planning Practice Note 1) provides guidance about the use of the Heritage Overlay, including the following:

- What places should be included in the Heritage Overlay?
- What are recognised heritage criteria?
- Writing statements of significance.

The practice note indicates that the HERCON criteria are to be employed when assessing heritage significance.

HERCON Criteria

These widely used criteria were adopted at the 1998 Conference on Heritage (HERCON) and are based on the earlier, and much used, Australian Heritage Commission (now Australian Heritage Council, AHC) criteria for the Register of the National Estate (RNE).

The HERCON criteria are essentially a rationalised (more user-friendly) version of the AHC Criteria (which included different sub-criteria for cultural or natural heritage). It is also noted in the aforementioned practice note that 'The adoption of the above criteria does not diminish heritage assessment work undertaken before 2012 using older versions of criteria.' Reference to the relevant HERCON criteria is outlined at the end of the data sheets. The definition of these criteria are outlined in the following table.

Criterion	Definition
A	Importance to the course, or pattern, of our cultural or natural history (historical significance).
B	Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).
C	Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential)
D	Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness)
E	Importance in exhibiting particular aesthetic characteristics (aesthetic significance).
F	Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).
G	Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance)
H	Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

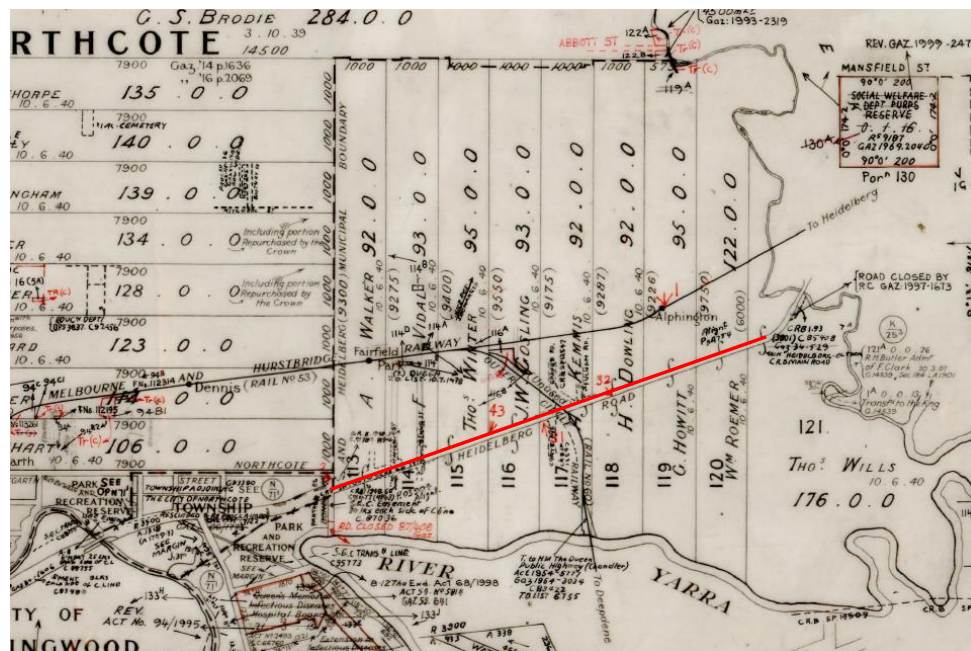
3 STUDY AREA – Overview of Development

3.1 Introduction

The existing heritage studies provide scant information regarding the residential and commercial development within the Heidelberg Road study area, particularly during the 20th century. Due to the lack of background information a brief historical overview has been produced, outlining what is evident from historical aeries and MMBW plans.

3.2 Historical Overview

The study area along Heidelberg Road is located in what was the Parish of Jika Jika. The area includes sections of what is now Fairfield, Alphington and Northcote. During the 1840s the land was divided into a series of narrow allotments with frontages to the Yarra River or Darebin Creek.¹



Part of Parish of Jika Jika J16(5)
Section of Heidelberg Road within study area (red line)
(Source: Landata)

From the mid to late 1800s Heidelberg Road functioned as the main thoroughfare for visitors en route to the town of Heidelberg and the shops served those travelling as well as local residents.² This included Fulham Grange, an early farm and vineyard owned by the Perry Brother's and "Alphington Village," a resting place for travellers west of the Darebin Creek crossing, established by William Manning in 1854.

In 1900 several shops and retailers occupied the south side of Heidelberg Road. At that time the section of road between Grange Road and Como Street included a butcher, general store, post office and telephone office.³

1 City of Darebin
2 City of Yarra Heritage Review, Allom Lovell & Associates, 1998
3 Sands & McDougall directory, 1900

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By 1914, as evident in the following MMBW, some parts of Heidelberg Road had been fairly developed, though other sections were sparsely developed. Early houses and buildings along Heidelberg Road were either timber or masonry (brick or stone), often with smaller outbuildings to the rear.



1914 MMBW Detail Plan 1318
Showing east end of Heidelberg Road - about Yarralea Street, Alphington
(Source: SLV)

By 1931, there was considerable development along Heidelberg Road. For instance, the land between Panther Place and Grange Road consisted of typically narrow, rectangular allotments with some larger, vacant lots.



1931 Aerial, Heidelberg Road - west end of study area (between Panther Place and Grange Road)
(Source: Landata, 1931 Nov - Maldon Prison, Proj. No. 1931, Run 15, Frame 2741)

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By 1945, according to the following aerials, a number of light commercial buildings (a combination of shops and warehouses) had been constructed on the south side in this section of the Heidelberg Road. Some smaller parcels had been consolidated into larger sites.



1945 Aerial, Heidelberg Road – west end of study area (between Panther Place and Austin Street)
(Source: Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59,529)



1945 Aerial, Heidelberg Road – east end of study area (between Parkview Road and Lucerne Crescent)
The northern half of Alphington East Precinct (HO362) is evident
(Source: Landata)

By 1956, the concentration of commercial/light industrial sites along parts of Heidelberg Road, similar to the current circumstance, had been established. A number of previously vacant sites had been developed with small warehouses, etc.



1956 Aerial, Heidelberg Road – study area
(Source: Landata, Melbourne Outer Suburbs Project, Pro. No. 250, Run 13, Frame 146)

A 1978 aerial highlights the large number of light commercial buildings that had been constructed along the south side of Heidelberg Road by that time, including at the Paper Mills site.



1978 Aerial, Heidelberg Road – study area
(Source: Landata)

4 FINDINGS

4.1 Introduction

This section outlines the findings regarding the following:

- HO71,
- Places of Potential Heritage Value,
- Other Sites Considered,
- 2 Killop Street, Alphington.

4.2 HO71

It was confirmed that the basalt building at 756-758 Heidelberg Road (HO71) more than adequately meets threshold for local significance.

An updated citation was prepared for HO71 that meets the contemporary standard, refer to Appendix A.

4.3 Places of Potential Heritage Value

Datasheets (refer to Appendix B) have been prepared for five individual places which were considered to be of potential heritage significance. Details of these five sites are outlined in the following table. Of these, three were considered to have strong potential to meet the threshold for local heritage significance (those at nos 358, 730-734, and 760-764), with the other two (nos 460, 774) less so.



On further discussion with Council, only three have been recommended for further work in Stage 2 and were reviewed in regards to built form analysis and recommended controls.

Address – No. (Heidelberg Rd)	Name	Date/Period	Details
358	House & Tyre Outlet	Late 1950s/Postwar	House – Modernist influence Unusual combination of house and adjoining tyre outlet
460	Duncan Rubber Co. Showroom & Warehouse	1956/Postwar	Sawtooth roof forms Intact facades
730-734	Group of 3 shops	1933/Interwar	Single storey buildings with intact shopfronts
760-764	A Cooper Knitting Manufacturer	Mid-1930s/Interwar	Single storey building with intact parapet and most original openings
774	Former Ampol Service station	By 1965/Late 20 th century	Stages of construction not certain Original frame (sign) survives

4.4 Other Sites Considered

The following table outlines the other buildings in the study area which were noted for their potential heritage value. A data sheet was not prepared for this group as they were generally assessed as not having sufficient potential to reach the threshold for local heritage significance.





Of this group, the earlier buildings had been altered to varying degrees, whereas the two late 20th century buildings were largely intact. The latter two, whilst good examples, are difficult to assess in regards to other similar building stock in the municipality as there are few, if any, from this time that have been assessed as having heritage value. This is in part because many such buildings are located within precincts whose significance primarily relates to late 19th century (Victorian), and possibly early 20th century (Federation and/or Interwar) phases of development and so have tended to be graded non-contributory. These two buildings might warrant consideration as part of a latter 20th century review of similar buildings across the municipality.


No.	Details	Image
276	<p>Office building (Wellways)</p> <p>Brutalist style – constructed in 1975 (Yarra Valley sewerage plan). Architect unknown.</p> <p>From 1965 until at least 1971 - occupied by Collins Motors (The Age).</p> <p>Large two storey Brutalist building with a bold rectangular form, bands of textured concrete, and metal-framed windows with brise-soleil (sunshade) to upper level with some intervening textured, cream brick piers to side and rear.</p> <p>Some yellow/gold tinted glass – possibly Stopray range, manufactured by the Glaverbel (Industries) or similar.</p> <p>Intact, good example but only 45 years old and limited appreciation for this type of architecture</p>	
388	<p>Shop/Warehouse (Beds for Backs)</p> <p>Interwar/Art Deco brick garage – ca late 1930s</p> <p>From at least 1933 (Sands) 388-394 is occupied by Elite Knitting Co Pty Ltd</p> <p>1935 MMBW – extant building not evident. Subject site consists of four lots (brick building to two west sites and timber buildings to east side)</p> <p>1945 aerial – extant building evident</p> <p>Curved entrance with original brick steps, JD emblem, rendered parapet, steel hopper windows to recessed west section.</p> <p>Roof truss/sawtooth roof evident through vehicular opening.</p> <p>Façade is considerably altered</p>	

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No.	Details	Image
402	<p>Shop (Platform Commercial Furniture)</p> <p>Interwar/brick garage – ca 1940</p> <p>1931 Aerial – structure with a similar building footprint and gabled roofs as extant building</p> <p>From at least 1933 (Sands) – 402-406 is occupied by F W Smith, motor garage</p> <p>1935 MMBW – one brick and one timber building on the front of the site</p> <p>1945 aerial – extant buildings evident</p> <p>Brick parapet with brick capping</p> <p>Large openings introduced to façade, much altered</p> <p>Short return at east end intact</p>	
728	<p>Shop (Take shape)</p> <p>Interwar period</p> <p>Prior to 1945 – no. 728 not listed</p> <p>1945 aerial – site appears vacant</p> <p>1955 – no. 728 is listed and included in nos 726-730</p> <p>1968 image (NAA) – originally had a stepped parapet with steel framed hopper windows. Rosmear Engineering Co. P/L, plumber's requisites, occupy the building (Sands)</p> <p>Much altered facade</p>	
750-754	<p>Pair of shops</p> <p>Federation period – by 1914, possibly earlier</p> <p>1898 – site is possibly occupied by Mrs H Schmidt bakery and occupied by Wm Johnson, baker in 1904 (Sands)</p> <p>1914 MMBW – extant building footprint evident (timber building)</p> <p>1916 – site (then no. 373) is listed as vacant</p> <p>Single storey pair with pyramidal/hip roof. Pair of curved parapets and capped piers, altered openings.</p> <p>Relatively early, distinctive form, but partly altered facades</p>	
782	<p>Factory/Head Office (Machinery Forum)</p> <p>Contemporary two storey brick building constructed in 1981 (Yarra Valley sewerage plan). Architect unknown.</p> <p>1954 – previous factory on subject (782-788) with bluestone buildings</p> <p>1962 – previous factory on subject site. Auction for 'modern factory, store, offices</p> <p>1978 aerial - vacant but site configuration suggested</p> <p>Unusual L-shaped plan and form dictated by site configuration which wraps around no. 774.</p> <p>Distinctive undulating façade to the north west and south west corner. Arched entry door and 'lozenge'-shaped window on the east facade</p>	

No.	Details	Image
	<p>Machinery Forum, since 1956 (website)</p> <p>Intact Late 20th century building with distinctive form, and broadly reflective of Brutalist style</p> <p>Good example but less than 40 years old and limited appreciation for this type of architecture</p>	

4.5 2 Killop Street, Alphington

2 Killop Street is located in the north end of the Alphington East Precinct Heritage Overlay (HO362). This residential precinct is broadly bound by Lucerne Crescent (to the east), Romer Crescent (to the south) and View Street (to the west), however there are some smaller outlier sections.

2 Killop is located in one of the small peripheral sections of HO362 that also includes 59 Yarralea Street. The latter is a weatherboard-clad bungalow with a distinctive oblong opening to the porch.

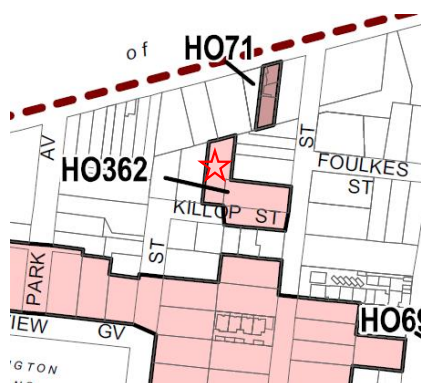
The statement of significance for Alphington East Precinct Heritage Overlay (HO362) is as follows:

Why is it significant?

The precinct is historically and aesthetically significant as a residential enclave, physically contained by the early transport route of Heidelberg Road and the natural barrier of the Yarra River, which was built up in the late Victorian-era and early 20th century as consistent and well preserved house groups in the Italianate, Federation and Californian Bungalow suburban styles, differing to most other parts of the City by their garden setting and deep garden setback. (Criteria A & E)

The precinct is aesthetically significant for the distinctive street layout arising from Manning's early Alphington village subdivision, with its curving base in the form of Roemer Crescent at the Yarra River. (Criterion E)

The precinct is historically significant for the artistic associations of the area as the chosen domain (along with the adjoining Ivanhoe and Heidelberg areas) of many prominent artists and businessmen linked with art and artisan pursuits from the late 19th and early 20th centuries. (Criterion A)



HO362 and 2 Killop Street (star)



2 Killop Street (Nearmap 2019)

2 Killop Street is a single storey house constructed during the late 20th century and consists of a series of rendered cubic forms with a parapet concealing the roof. The colour palette is relatively plain and with teal accents to the trims

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and mouldings. The street façade features a curved bay window and a small entrance canopy but is dominated by a double width garage.

To the west at 4 Killop Street is a much altered timber building, probably dating to the Interwar period, which is appropriately not included in the heritage overlay.

The house at 2 Killop Street is an anomaly at the edge of the Alphington East Precinct largely characterised by Victorian, Edwardian and Interwar houses with pitched, gabled or hipped roofs. Prevailing wall types include weatherboard, face pressed brick and stucco wall cladding. Street facing timber verandahs supported by timber posts are also common.⁴ 2 Killop Street was constructed during a latter period and varies greatly in style, form and materials to the graded building stock in the precinct. The building is not related to the significance of the precinct (HO362) and should be omitted.



2 Killop Street – façade/south elevation, included in HO362



4 Killop Street – not included in HO362



59 Yarralea Street – east elevation, included in HO362



59 Yarralea Street – south elevation, included in HO362

⁴ Statement of Significance, Alphington East Precinct (VHD)

5 BUILT FORM REVIEW

5.1 Introduction

Built form guidelines have been developed for the following five sites, two of which are existing heritage overlays (HO71 + HO421) and three proposed heritage places.

- Porta Factory - 224 Heidelberg Road, Fairfield (HO421)
- House (Valeema) & Tyre Outlet - 358 Heidelberg Road, Fairfield
- Group of 3 Shops - 730-734 Heidelberg Road, Alphington
- Former Butcher Shop - 756-758 Heidelberg Road, Alphington (HO71)
- A Cooper Knitting Manufacturer - 760-764 Heidelberg Road, Alphington

5.2 Porta Factory - 224 Heidelberg Road, Fairfield (HO421)

Existing Conditions

The Porta Factory was constructed during the 1920s. The original roof consists of three narrow, gabled roofs and a tall corniced chimney stack in exposed face brick to the south of the building. On the west face is the word 'PORTA', vertically displayed in cream bricks. The Heidelberg Road façade retains the original stepped parapet and consists of a moulded brick capping and paired corbels. The street level façade has four original window openings with multi-paned timber-framed windows, concrete lintels and moulded brick sills and a single course brick plinth. The east (side) elevation retains an original window and moulded brick sill. Nearby is a small, original dormer roof section.

A sympathetic, narrow brick addition (relating to the vehicular entry) constructed after 1945, has been built to the west of the original building extending past and enclosing the area around the brick chimney. The detailing on the street facing parapet matches that of the original section and also includes a corbelled brick eave to the west end. The façade has a single timber-framed window with matching moulded brick sill and a double timber door with vertical boards and concrete lintel. To the west side is a small skillion roofed addition.

The entire street façade has been painted.

The Porta Factory is included within DDO1-j (Map No. 3DDO) of the Yarra Planning Scheme and part of the site constitutes heritage overlay HO421. The heritage overlay includes a small section of the more recently constructed metal clad building to the west. This section is not considered to have heritage significance.

Recommendations

- Retain original, three narrow gable roofs including dormer roof in the north-west corner,
- Retain brick chimney stack including iron bands,
- Maintain a view/sightline of the original cream brick 'PORTA' sign integrated into the west face of the chimney. The sightline would ideally be from the north-west corner of the site and from Heidelberg Road.
- Generally, retain an open space to the rear of the building to allow interpretation of the original roof forms,
- Retain street facades including original stepped parapet and detailing, openings, concrete lintels, multi-paned timber-framed windows and moulded brick sills. Encourage removal of paint to reveal original face brick finish.
- Maintain visibility of the single window on the east (side) elevation. Retain a 5-metre setback from Heidelberg Road and about a 3-metre separation from the east (side) elevation.
- Retain post-1945 narrow, gable roofed brick addition to the west including parapet, openings, windows and doors, and parapet on the street façade. Allow removal of small skillion-roofed structure on the west side.
- Maintain a 3-metre setback from Heidelberg Road and a 3-metre separation from the west (side) elevation of the post-1945 brick addition.

- Allow the removal of the recently constructed metal clad building to the west



Retain single window, lintel and sill on east elevation



Retain view/sightline of integrated 'PORTA' sign on chimney from the street

5.3 House (Valeema) & Tyre Outlet, 358 Heidelberg Road, Fairfield

Existing Conditions

The two storey L-shaped house was built in two stages and consists of the rectangular east half of the building constructed circa late 1950s, and the subsequent west wing and entry porch. The parts are highly intact and integrated. The strong form of the building is most visible from Panther Place from the south and west, where the gable roofs and blank west wall are most evident. Openings and steel-framed windows on the south and west elevations are original elements.



Panther Place (west elevation) – building form and original openings



Park Crescent (south elevation) – original openings

The single storey tyre outlet building is visible from the intersection of Heidelberg Road and Panther Place. The original parapet roof of the tyre outlet and prominent gable roof of the house are visible. On the north-east corner of the tyre outlet building is a chamfered brick corner with original raised street numbers. The upper section of the brick façade features brick courses in a header configuration and a horizontal, shallow recessed panel on the north façade.

Below this is an original garage opening and rendered concrete lintel. On the west façade of the tyre outlet is an original timber door and two large original steel windows. To the front of the site are the location of the petrol bowers is evident.



Heidelberg Road – original parapet roof, openings, doors and windows of tyre outlet. Original bowser pipes to front of site (indicated).



Heidelberg Road – original roof form of house is visible

Recommendations

House (Valeema)

- Limited opportunity for alterations and additions,
- Retain existing building form including gable roofs and entry portico,
- Retain original glazed roof tiles,
- Retain original openings and steel-framed windows,
- Retain existing pattern of openings and minimal window to wall/ratio, to maintain the bold yet restrained aesthetic of the house.

Tyre outlet

- Limited opportunity for alterations and additions,
- Retain original brick parapet,
- Additions should maintain a 2-metre setback from the edge of the parapet,
- Additions should maintain a 2-metre setback from the north face of the house, ensuring the original roof form remains legible,
- Retain original brick detailing including header and rowlock course configurations, shallow recessed panel and small chamfered brick corner with raised signage to the north-west corner,
- Retain original openings, concrete lintel and timber door and steel framed windows on the west façade,
- Retain indications of bowzers to the front of the site,
- Allow removal of lightweight canopy to the west side,
- Retain original street numbers reading '358' and possibly 'Bridgestone tires' sign,
- Opportunity to extensively glaze-in open parts of the site.

5.4 Group of 3 Shops - 730-734 Heidelberg Road, Alphington

Existing Conditions

The group of three shops maintain intact parapets that are visible from Heidelberg Road. The single storey post office building at no. 730 has an original square pediment and capped brick piers, which have been painted. The original hipped roof to the rear of the parapet is visible from Heidelberg Road. Nos 732 and 734 have original plain parapets

that have also been painted. A narrow walkway between no. 730 and no. 732 enables visibility of the east parapet return of no. 730 and the west parapet return of no. 732. The original red brick walls are also evident.



No. 730 – the original parapet, east return and hipped roof are visible from Heidelberg Road



No. 732 – the original parapet and west return are visible from Heidelberg Road

The shopfront of no. 730 is highly intact and retains the original shopfront and symmetrical configuration. This consists of the original recessed entry floor tiles with pressed metal ceiling above, dark green wall tiles and mouldings to the lower section, copper-finish shopfronts and toplight windows with textured/patterned glass.

Nos 732 and 734 retain original shopfronts bearing the name of the manufacturer (Duff) however these have been overpainted. A section of the original horizontal moulding to the west end of no. 732 also survives.



No. 730 – original shopfront



No. 730 – original section of roof visible from Heidelberg Road indicated by the dotted line. Visible parapet returns of nos 730 and 732 indicated by the red arrows (Source: Nearmap)

Recommendations

General

- Retain brick parapets. Encourage paint removal to expose original red brick,
- Retain walkway/separation to front between no. 730 and no. 732 to maintain visibility of the east parapet return of no. 730 and the west parapet return of no. 732. Allow removal/replacement of the brick wall and door leading to the walkway.
- Retain original canopies.

No. 730

- Maintain original gable roof form and visibility from Heidelberg Road. Additions to the first floor and above should retain a 6-metre setback from the street parapet,
- Retain original shopfront configuration and finishes including recessed entry, original floor tiles, pressed metal ceiling, wall tiles and mouldings, copper finish shopfronts and toplight windows with translucent glass.

Nos 732 and 734

- Additions to the first floor and above should retain a 6-metre setback from the street parapet,
- Retain original shopfront joinery. Encourage removal of paint to expose original finishes.

5.5 Former Butcher Shop, 756-758 Heidelberg Road, Alphington (HO71)

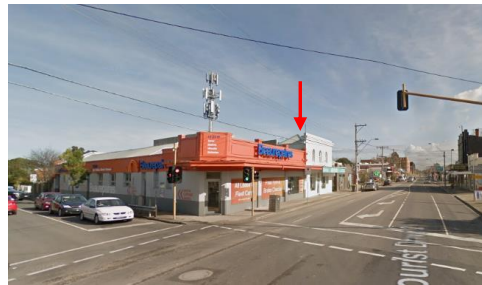
Existing Conditions

The two storey building was constructed circa 1860 and is the oldest surviving commercial building of the Alphington Village. The former Butcher Shop has original basalt walls (now overpainted), hipped roof form, rendered moulded parapet, three semi-circular arched windows with brick dressings and keystones to the first level street façade, and a single window with brick dressings to the west (side) elevation.

The building is located at the west end of Heidelberg Road and has a prominent street presence. This is partly due to the low scale massing of the adjacent buildings. The street façade, original parapet and hipped roof are widely visible from the street and the west (side) elevation remains exposed.



The entire west (side) elevation of the former Butcher Shop (HO71) remains exposed



The prominence of the former Butcher Shop (HO71) is evident from the intersection of Heidelberg Road and Yarralea Street
(Source: googlemaps)

Recommendations

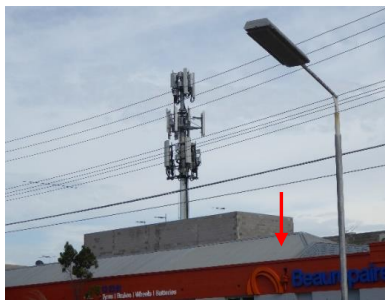
- Retain form and visibility of the original hipped roof.
- Retain original basalt walls and plinth. Encourage removal of paint to reveal basalt and brick.
- Retain two storey street façade including three arched openings and timber-framed windows to the first floor with brick dressings and keystones, and moulded parapet and cornice.
- Retain single arched opening and timber-framed window to the first floor of the western (side) elevation.
- A maximum of three storeys to the rear to retain the prominence of the subject building.
- Maintain a minimum 3-metre separation from the west (side) elevation to enable visibility of the original basalt wall and window opening, and legibility of the original building form.
- Retain shopfront wall tiles (contributory element) and encourage removal of paint to expose original finishes.

5.6 A Cooper Knitting Manufacturer, 760-764 Heidelberg Road, Alphington

Existing Conditions

The former factory building is located adjacent to the former Butcher Shop (HO71), in the south-west corner of the intersection of Heidelberg Road and Yarralea Street. The original brick parapet of the former factory building has been painted and consists of capped brick piers and small sections of roughcast render. Sections of original soldier course detailing have been retained below the parapet edge.

A remnant section of an early brick wall to the front of the site is visible from Yarralea Street. The original eastern plane of the narrow, gable roof beyond is also visible from street level.



The original form is visible from the intersection of Heidelberg Road and Yarralea Street



Original roof form and openings along Yarralea Street

The Heidelberg Road façade retains the original chamfered entrance in the north-east corner, three original window openings and timber frames to the east and west window. An original moulding at the west end also survives. The Yarralea Street façade retains original concrete lintels and door and window openings, although three windows at the south end have been truncated and glass bricks added. The timber windows and doors are either original or early additions.



Retain eastern plane of narrow, gable roof
(Source: Nearmap)



Encourage removal of paint and fixed rendered panels on parapet

Recommendations

- Retain original form of parapet and brick detailing,
- Encourage removal of paint on brick walls and parapet to reveal earlier finishes. Encourage removal of non-original panels on parapet,
- Maintain a 6-metre setback from Heidelberg Road,

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- Retain front gable roof section,
- Retain the eastern plane of the long, gable roof along Yarralea Street,
- A maximum of three storeys to the rear of the building to retain the prominence of the former Butcher Shop, adjacent to the subject site,
- Maintain street facades including the chamfered entrance, original concrete lintels, openings, timber windows, timber shopfront frames and mouldings, and concrete lintels on the street facades,
- Retain shop canopy,
- Allow the removal/modification of buildings to the west half of the site that are not visible from the road.

APPENDIX A - HO71 Citation

FORMER BUTCHER SHOP (H071)

Address	756-758 Heidelberg Road, Alphington
Significance	Local
Construction Dates	c. 1860
Period	Early Victorian
Date Inspected	2019



Statement of Significance

What is Significant?

The two storey Former Butcher Shop at 756-758 Heidelberg Road, Alphington, constructed circa 1860. Significant aspects include the basalt walls, both front and side elevations (now overpainted), hipped roof, rendered moulded parapet, three semi-circular arched windows to the upper level façade with basalt sills, brick quoining and keystones, and a single window with basalt sill and brick quoining to the west side.

The tiling to the shop front (now overpainted) dates to the early 20th century and is a contributory element. The canopy dates to the mid-20th century and is also a contributory element.

How is it Significant?

The Former Butcher Shop at 756-758 Heidelberg Road, Alphington, is of local historical and aesthetic significance to the City of Yarra.

Why is it Significant?

The Former Butcher Shop is of historical significance as the oldest surviving commercial building of the original Alphington Village, established in the 1850s and 1860s. The village was a small enclave along the main road and served as a stopping point

en-route to Heidelberg. The building was occupied by a succession of butchers from the 1860s to the early 1930s. (Criterion A)

The Former Butcher Shop is of aesthetic significance as a largely intact (apart from the shop front) early-Victorian period commercial building of basalt construction. The building is designed in the Regency style and features a well-composed, symmetrical façade of elegant proportions with pronounced classical detailing such as quoining and keystones (in light of much contemporary architecture). The building demonstrates restrained classical detailing largely in basalt - walls of rock-faced ashlar blocks contrasting with plain-faced (smooth) elements (prominent keystones, sills and the moulded parapet), in combination with brick (possibly cream) quoining to the windows. (Criterion E)

Description

The building at 756-758 Heidelberg Road, Alphington, is a two-storey building with predominantly basalt walls designed in the Regency style. The façade is symmetrically composed and consists of a basalt plinth, three arched windows at first floor and a prominent moulded parapet and cornice that conceals a metal-clad hipped roof.

The Regency style refers to the era in the early 19th century when George IV was Prince Regent and is stylistically characterised by a simplified and restrained elegance. Facades were symmetrically composed and typically consisted of a parapet concealing the roof beyond. This is evident in the balanced arrangement of arched openings and prominent moulded cornice. While stucco was the main material, external masonry walls were often finished in face brickwork with refined and subtle brick detailing. This is reflected in the subtle projections of brick quoining to the windows and outer edges of the facade and visual contrast of brick (possibly cream) and basalt.



Symmetrical first floor features three original arched windows



Shop front

The first floor windows are intact and feature brick quoining, keystones and projecting basalt sills with a smooth finish that contrasts with the rough basalt wall. Projecting keystones and expressed basalt quoining to the edges of the façade, demonstrate a restrained elegance indicative of the Regency style.

The west (side) elevation is exposed and features a single segmental arched window with brick quoining and smooth basalt sill. The timber sash windows are not original however are consistent with the aesthetic of the building. The façade, including the basalt parapet and side elevations have been painted, however it is likely the brick quoining to the windows was originally cream coloured.

The shop front of the subject building has undergone substantial alterations, probably multiple times. The entrance is off centre and there are large timber-framed windows to either side. The lower part of the wall consists of overpainted tiles dating from the early 20th century and the upper section has been rendered. A cantilevered canopy dating from the mid-20th century has replaced the earlier verandah.

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View from east



West elevation

Possible Architect

Given the refinement of the façade, it is likely the subject building was architect designed. The possible application of cream brick quoining to windows and doors is a stylistic device evident in the work of prominent Melbourne architects, Crouch and Wilson. The practice was responsible for the design of a number of noted buildings during the Victorian period, including 12 Jolimont Terrace in East Melbourne constructed in 1868. The two storey basalt residence is similar to that of the former Butcher Shop and consists of cream brick quoining and lintels to windows and doors.

The partnership of Crouch & Wilson was formed in 1858 by Thomas James Crouch (1832-89) and Ralph Wilson. Crouch was born in Hobart and was trained by Alexander Dawson. In 1852 he moved to Melbourne and in 1859 formed a partnership with Ralph Wilson. Due to Crouch's Wesleyan background, the practice was engaged to design some 40 churches throughout Victoria, Tasmania and New Zealand. They are particularly noted for their use of brickwork, both polychrome and in combination with basalt.⁵

History

The subject site formed part of Crown Portion 120, Parish of Jika Jika, comprised of 122 acres purchased by Sydney based merchant Charles William Roemer in 1840.⁶ In 1852, the property was acquired by Charles Montagu Manning (Solicitor General of Sydney) who saw potential for establishing a resting place on the way to Heidelberg. Manning subdivided the land into 130 lots of varying sizes, including provision for shops on both sides of Heidelberg Road.⁷ From 1853, lots from the 'Alphington Estate' were being offered for sale.⁸

This fine estate is about three miles from Melbourne, on the high road to Heidelberg. It contains 122 acres of land, subdivided into lots to suit purchasers; and is particularly well adapted for market gardens, villas, etc.⁹

The land was slow to sell however, with only 16 sales by the end of 1856.¹⁰ The map below shows that by 1855 a few buildings had been constructed in Alphington either side of Heidelberg Road. Amongst the earliest buildings were a general store with post office, the Wesleyan Chapel (extant) in Darebin, a bakery, a butcher (subject site) and at least two hotels.¹¹

⁵ Elva Errey, 'Victorian Architectural Ornament 1880-1920', Melbourne University 1972, p332

⁶ Roemer also purchased other land in the Port Phillip District, totalling 847 acres (343 hectares) - A F Pike, 'Charles William Roemer 1799-1874', Australian Dictionary of Biography

⁷ Andrew Lemon, *The Northcote Side of the River*, 1983, p48

⁸ The Alphington Estate was named after Alphington (near Exeter) in Devonshire, England, the birthplace of Charles Montagu Manning. *The Argus*, 5 April 1854, p9.

⁹ *The Argus*, 8 August 1853, p8

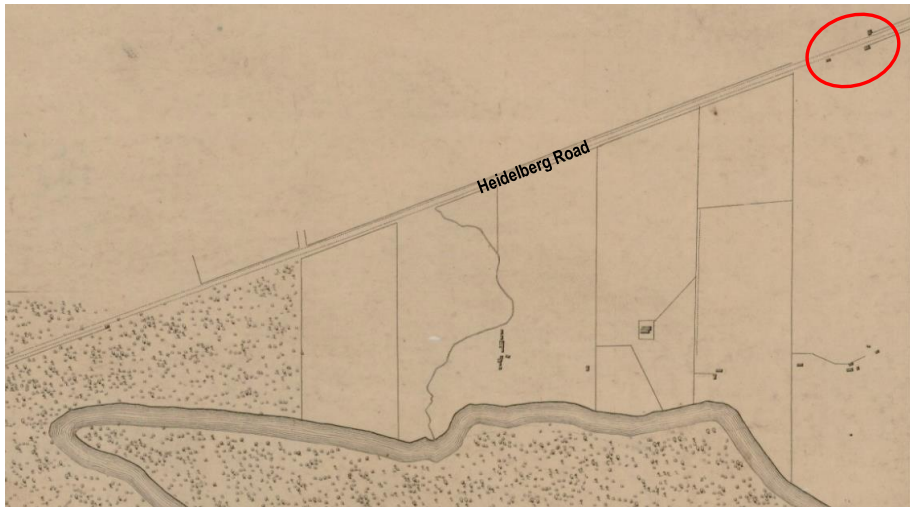
¹⁰ A Lemon, *The Northcote Side of the River*, p48

¹¹ A Lemon, *The Northcote Side of the River*, p48

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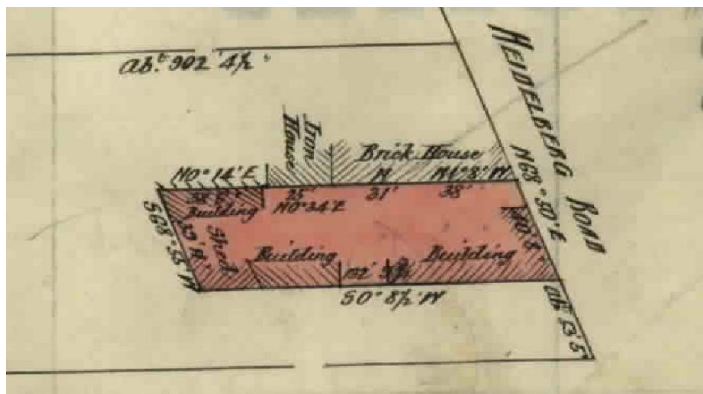


'Melbourne and its suburbs' (compiled by James Kearney, 1855).

Map dated 1855 showing a section of Heidelberg Road in Fairfield and Alphington. The map shows Heidelberg Road largely undeveloped, apart from three buildings (indicated) in the vicinity of the subject site.

(Source: State Library of Victoria)

Land containing the subject site was purchased by John Mason in 1855. The extant two storey basalt building was constructed in the late 1850s or early 1860s. By 1863 it was owned and occupied by the butcher Thomas King(s), and there was a slaughter house and yards to the east.¹² It appears that King also worked as a baker for a period during the 1860s.¹³ During the 1860s, King placed various advertisements for staff in the newspaper, including for 'a steady man as butcher' (February 1863), 'a young lad that can kill and dress sheep' (March 1865), and 'a steady baker' (April 1865).¹⁴ The building is said to have undergone improvements in 1865 and in 1868.¹⁵



Plan of the subject site in 1887 (Heidelberg Road is at right). Hatching indicates the location of buildings.

(Source: Certificate of Title, Vol. 1886 Fol. 194)

¹² Graeme Butler, *City of Northcote Urban Conservation Study*, 1982 (Building Reference Number: 49)

¹³ *The Argus*, 25 April 1865, p1; Sands and McDougall's Street Directories 1866+1867

¹⁴ *The Argus*, 3 February 1863, p1 (the reference to 'J' C King in the advertisement appears to be in error); *The Argus*, 8 March 1865, p1; *The Argus*, 25 April 1865, p1.

¹⁵ Graeme Butler, *City of Northcote Urban Conservation Study*, 1982 (Building Reference Number: 49)

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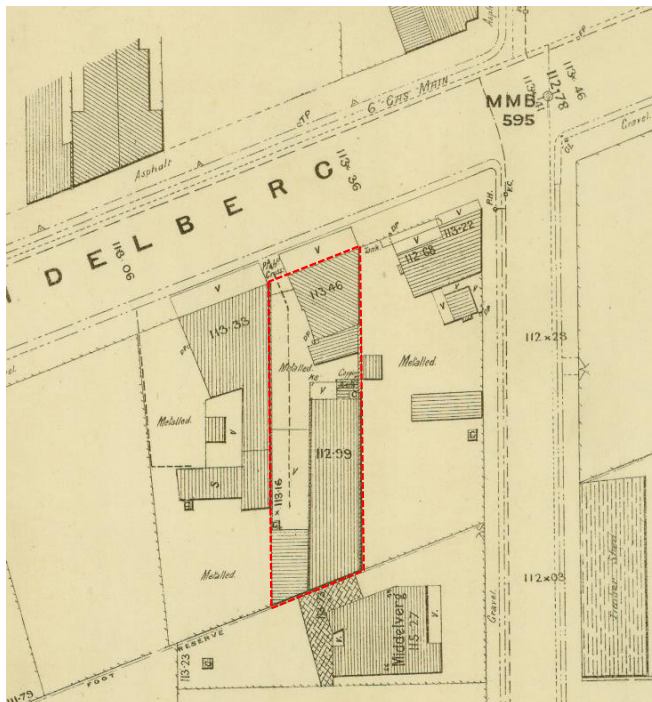
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Around 1879, the subject site was purchased by John Woolcock, butcher of Johnston Street Collingwood¹⁶ - the Torrens title was obtained by Woolcock in 1887.¹⁷ The 1887 title plan shows a building at the front of the site in the location of the subject building, as well as buildings on the east boundary and a building at the rear on the west boundary.

It appears that John Woolcock occupied the building for several years following the purchase. John Woolcock died in 1912, and the property was retained by members of the Woolcock family until 1959, after which time there have been various owners.¹⁸

From about 1890 to the early 1930s, the shop was leased to various butchers, including Ferrar Phillips (c.1890-1904), Charles W Phillips (1905-1912), Frederick R Vizard (1913-1915), Alfred Helm (1917-1919), and A E Wortley (1920-c.1930). After this time, the use of the site changed – in the 1930s and 1940s it was occupied by fruiterers, first William Eldridge and later L Buffington, and from the 1950s to the 1970s by confectioners including S C Gailey, S Brown, B Gaynor, I S Martin and K Papas.¹⁹

The MMBW plan of 1914 shows the footprints of the buildings at the subject site at that time. The extant basalt building is shown with a front verandah and additional masonry and timber sections attached behind (probably single storey, now removed). Large timber buildings and a covered area are shown in the rear yard, with access from Heidelberg Road provided on the west side of the site. The building footprints are consistent with those in the 1945 aerial photograph.

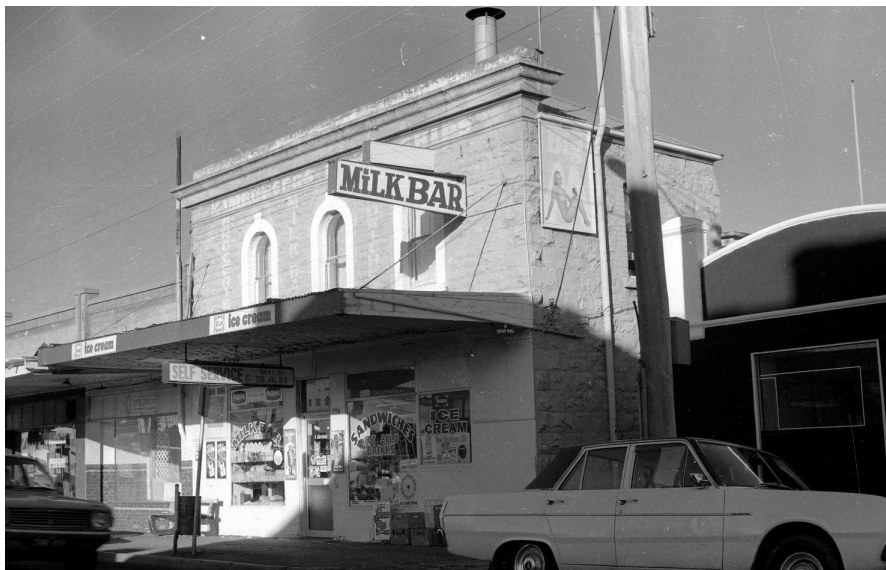


MMBW Detail Plan No. 1318, dated 1914
(Source: State Library of Victoria)

- ¹⁶ Graeme Butler, *City of Northcote Urban Conservation Study*, 1982 (Building Reference Number: 49)
- ¹⁷ Certificate of Title, Vol. 1886 Fol. 194
- ¹⁸ Certificate of Title Vol. 5698 Fol. 563
- ¹⁹ Sands and McDougall's Street Directories



Aerial photograph dated December 1945
(Source: Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523)



Photograph dated 1982
(Source: Darebin Archives LHRN3652)

By the 1980s, the front verandah had been replaced with a cantilevered canopy and the basalt walls had been painted. Between 2013 and 2016, the rear part of the site behind the basalt building was redeveloped.

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Comparative Analysis

Details of most of the buildings dating to the 1850s and 1860s with an individual heritage overlay in the City of Yarra are summarised in the following table. Several are constructed in basalt with others being of brick and timber. Only a few display the influence of the Regency style, primarily HO183 + HO121 (both houses), or have some classicising detailing. The main shop buildings on Victoria Street, Abbotsford (Nos 295+511) are less articulated examples. In light of this, it can be said that the subject building is a rare and distinguished example of its type in the municipality.

HO	Name & Address	Date	Details
HO3 (VHR H654)	Former Grosvenor Common School 2 Bond Street, Abbotsford	1863	Two storey brick with some basalt to ground floor
HO227	House 6 Bosisto Street, Richmond	1858	Single storey basalt, coursed and quarry faced, cornice and parapet. Some Regency style influence
HO102	House 10-16 Derby Street, Collingwood	1868-69	Two storey bi-chrome brick, rendered cornice/parapet
HO13	House 13 Grosvenor Street, Abbotsford	1867	Single storey brick cottage, gable roof
HO14	House 19 Grosvenor Street, Abbotsford	Pre-1864	Single storey timber cottage, gable roof
HO268	Roeberry House 3 Hull Street, Richmond	1861	Two storey rendered stone with some classicising detailing
HO270	House 72 Kent Street, Richmond	1865	Single storey basalt cottage, gable roof Later verandah detailing
HO27	House 233 Langridge Street, Richmond	Pre-1870	Single storey brick, hipped roof, symmetrical Has some Italianate detailing including cornice
HO275	Warehouse 41 Madden Grove, Richmond	Circa 1860s (?)	Single storey basalt with red and cream brick detailing
HO115	Houses x2 12 Napoleon Street, Collingwood	Pre-1858 (?)	Single storey basalt, rendered façade, hipped roof
HO38	Houses x2 39 Nicholson Street, Abbotsford	1868-69	Part single, part two storey basalt with rendered façade, gable roofs
HO183 (VHR H172)	Royal Terrace 50-68 Nicholson street, Fitzroy	Circa 1860	Three storey, Regency style – basalt and render
HO121	Houses 37 Oxford Street, Collingwood	1869	Two storey brick, brown brick with cream brick quoining + dressings, concealed roof. Regency style
HO122	Houses 39-41 Oxford Street, Collingwood	Pre-1858	Pair of single, storey timber cottages with gable roofs
HO56	Shop 295 Victoria Street, Abbotsford	1868	Two storey, rendered masonry corner building with parapet concealing roof, limited detailing
HO61	Shop 511 Victoria Street, Abbotsford	1860	Two storey, red-brown brick corner building, with rendered parapet concealing roof, limited detailing

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Condition

Good

Integrity

Largely intact

Previous Assessment

City of Northcote Urban Conservation Study (Graeme Butler, 1982) – Recommended for state and local listing.

City of Yarra Heritage Review (Allom Lovell and Associates, 1998) – Graded 'B'²⁰ and recommended for heritage overlay controls

Heritage Overlay Schedule Controls

External Paint Controls No

Internal Alteration Controls No

Tree Controls No

Outbuildings and/or Fences No

Extent of Heritage Overlay

The proposed extent of the heritage overlay would be to maintain the current heritage overlay (HO71) as indicated.



Recommended extent of Heritage Overlay
(Source: Nearmap, April 2019)

²⁰

Three gradings were used in the study: 'A' (primary significance – state level), 'B' (primary significance – local level) and 'C' (contributory significance – local level)

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APPENDIX B – Data Sheets

No.	Address	Name
1	358 Heidelberg Road, Fairfield	House (<i>Valeema</i>) & Tyre Outlet
2	460 Heidelberg Road, Fairfield	Duncan Rubber Co. Showroom & Warehouse
3	730-734 Heidelberg Road, Alphington	Group of 3 shops
4	760-764 Heidelberg Road, Alphington	A Cooper Knitting Manufacturer
5	774 Heidelberg Road, Alphington	Former Ampol Service station

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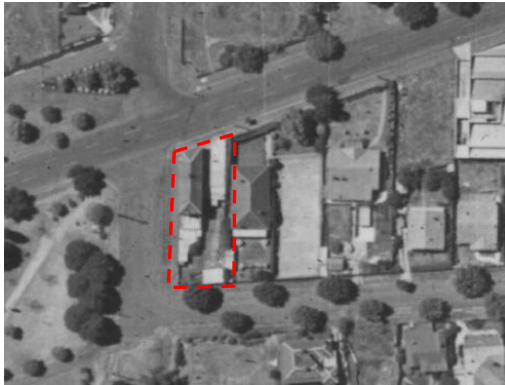
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HOUSE (VALEEMA) & TYRE OUTLET

Address 358 Heidelberg Road, Fairfield

Previous Assessment N/A



1945 aerial showing earlier timber buildings on the subject site
(Source: Landata)



Nearmap 2019

History

- In 1935 several timber framed buildings (probably a house and outbuildings) were located on the subject site. At that stage Panther Place was known as Bond Street. In 1938 no. 358 was occupied by Miss A R Williams, confectioner.¹
- In 1945 several structures are apparent on the site however the extant buildings are not evident.²
- In 1945 no. 358 was occupied Mrs E F Chappel and in 1950 was occupied by Chas H Chappell.³ The garage is not listed in 1950.
- By 1955 no. 358 had two listings - Lincoln Tyre Service, motor tyres and Mrs E Z Chappell.⁴
- The extant house and tyre outlet were constructed in stages. It is likely the first part of the house and tyre service were constructed during this period.
- A 1956 aerial⁵ shows part of the extant house to the south of the site and part of the extant tyre outlet to the north of the site.
- In 1960 no. 358 is listed as Fairfield Tyre Service. R A Cutts is also listed as occupying the site.⁶
- Alterations: A western wing and entrance gable have been added to the house and the tyre outlet may have been extended to the south. Painted signage has been added to the street facades of the tyre outlet.

¹ Sands & McDougall directory, 1938

² 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59529

³ Sands & McDougall directory, 1945-1950

⁴ Sands & McDougall directory, 1955

⁵ 1956 Feb - Landata, Melbourne Outer Suburbs Project, Pro. No. 250, Run 13, Frame 146

⁶ Sands & McDougall directory, 1960

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Appendix B: Data Sheet no. 1



Panther Street (west) elevation



House – Park Crescent (primary) façade
Junction between original (right) and additions (left)



Tyre outlet



Tyre outlet

Description

- No. 358 is located at the intersection of Heidelberg Road and Panther Place. A two storey Post-WWII period dwelling with an L-shaped footprint is located to the south of the site with frontages to Panther Place and Park Crescent. The painted brick building is indicative of the period with its uncomplicated form and consists of two low-pitched intersecting gable roofs and a single storey entrance gable on the Park Crescent façade with a small sign 'Valeema'.⁷ Original elements such as the steel windows and glazed roof tiles remain.
- It is likely that the house was built in two stages as discerned by the slightly different colour tiling to the roof sections (west wing and entry porch) and a break in the brickwork.
- A single storey garage/tyre outlet adjoins the dwelling to the north. The brick building is largely rectangular in footprint, with a chamfered north-west corner. The brick walls and parapet roof have been painted. Large steel framed windows and roller door openings are located on the north and west facades. A brick flange at the north-east corner accommodates a street number (probably original). awning/carport extends from the south end of the west façade.
- A frame mounted 'Bridgestone tires' sign has been installed on the roof (possibly at an early stage). Original bowser pipes remain to the front of the site.
- Condition: poor ☐ fair ☐ good ☒
- Intactness: poor ☐ fair ☐ good ☒

Comparative

- No ready comparison for this combination.

⁷ The derivation of the name is uncertain, possibly an adaptation of Walima – banquet part of traditional Islamic wedding.

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Appendix B: Data Sheet no.1

- 28-30 Johnston Street, Collingwood (part of HO324, Johnston Street Precinct). Not significant. Basic brick garage constructed in 1960s-70s.

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	The two storey brick house and tyre outlet are representative of the Post-WWII period activity along the Heidelberg Road, which has long been a major thoroughfare with pockets of commercial/industrial development.
E	Aesthetic	Intact and unusual example of a combined house and adjoining tyre outlet on a prominent corner site, probably built in stages during the 1950s.

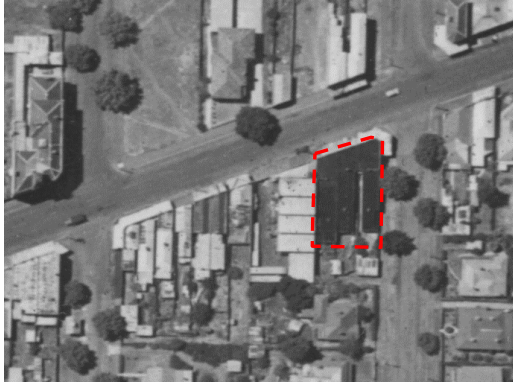
Recommendations

It is considered that the place has strong potential to meet the threshold for local significance and is recommended for further assessment during Stage 2.

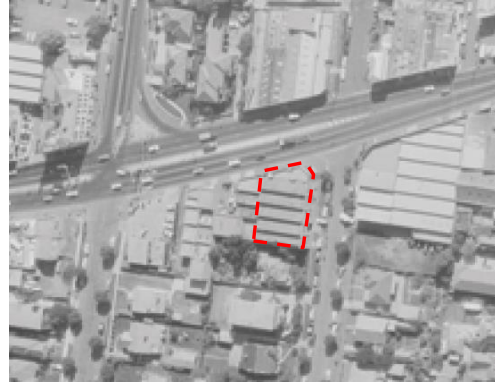
DUNCAN RUBBER CO. SHOWROOM & WAREHOUSE

Address 460 Heidelberg Road, Fairfield

Previous Assessment N/A



1945 aerial showing earlier buildings on the subject site
(Source: Landata)



1978 aerial showing the extant building
(Source: Landata)

History

- In 1945 the site was occupied by three small buildings with verandahs along Heidelberg Road, and larger rectangular sections with chimneys to the rear.¹
- From 1945 to 1950, nos 460-464 (the subject site) was occupied by various individuals and retail shops. In 1945 Mrs L A Crocker, fruiterer is listed at no. 460 and Mrs S Connor, a grocer, is listed at no. 464. In 1950 T Robbins occupied a factory situated at no. 464 and rubber goods manufacturer, Duncan Rubber Co. occupied no. 462.
- From 1955 to 1965 nos. 460-464 (the subject site) was occupied solely by rubber goods manufacturers, Duncan Rubber Co Py Ltd.² The site appears vacant in a 1956 aerial of the site,³ and it is likely the extant building was constructed soon after for the company.
- The extant building is evident in a 1978 aerial.⁴
- Alterations: The original materials have been painted and tile cladding has been added to the chamfered corner entry at street level.

¹ 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523

² Sands & McDougall directory, 1955-1965

³ 1956 Feb - Landata, Melbourne Outer Suburbs Project, Pro. No. 250, Run 13, Frame 146

⁴ 1978 Apr - Landata, Western Port Foreshores, Proj. No. 1716, Run 3, Frame 105

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Appendix B: Data Sheet no. 2



Heidelberg Road (north) elevation



Arthur Street (east) elevation



Sawtooth roof forms from Heidelberg Road



Steel framed windows on the Arthur Street (east) facade

Description

- The two storey brick building is located at the intersection of Heidelberg Road and Arthur Street and is currently occupied by a tile company. The entrance to the building is located on a chamfered corner to the north-east edge of the site. The Heidelberg Road facade has a brick sections at either end with a partial return to Arthur Street.
- The Heidelberg Road façade is divided into four bays by a series of steel girders. The ground floor features four large rectangular windows while the first floor consists of four large tripartite timber windows with wide mullions. Unusually horizontal timber board cladding spans between the steel girders. The chamfered corner is articulated in a similar manner.
- The original cream brick colour employed to the street elevations has been recently painted (evident on Google streetview). Original openings with multi-paned steel framed windows and brick sills remain at ground and first floor level and prominent rainwater heads are recessed at street level. The rear (south) façade retains the original red brick facade and cream brick quoining to the south west corner of the building.
- The sawtooth roofs are highly visible and highlight the function of the building, and is unusual in this largely suburban context.
- Condition: poor ☐ fair ☐ good ☒
- Intactness: poor ☐ fair ☐ good ☒

Comparative

- Few buildings of the Post WWII period are probably noted as contributory but several are located in precincts whose significance relates to earlier periods (Victorian, Federation and Interwar).
- An example at 409-429 Gore Street, Fitzroy (part of HO334, South Fitzroy Precinct). Not contributory. Two storey, brick factory, now painted also, constructed during 1960s. It has long banks of metal framed windows and recessed glazed entry.

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Appendix B: Data Sheet no. 2

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	Representative of the Post-WW II period and the expansion of commercial development in the Heidelberg Road area during the 1950s.
E	Aesthetic	Intact example of a two-storey Postwar period factory built on a prominent corner site with sawtooth roof forms. The brick building is distinguished by the expression of steel girders, large expanses of glazing and combination of materials including timber boards. Original openings, timber and steel windows remain intact.

Recommendations

It is considered that the place has potential to meet the threshold for local significance and could be further assessed during Stage 2.

GROUP OF 3 SHOPS

Address 730-734 Heidelberg Road, Alphington

Previous Assessment N/A



1945 Aerial
(Source Landata)



Nearmap 2019

History

- In 1933 the subject site at nos 730-734 was vacant.¹
- In 1933, nos 730-734 were listed as occupied.² This includes R Nickless, fruiterer at no. 730 and E J March, bootmaker at no. 734.
- The extant buildings at nos 730-734 appear in a 1945 aerial.³ A hipped gable roof is situated to the front of the three sites with narrower buildings and minor structures to the south of no. 732 and 734.
- By 1968, the Alphington Post Office was located no. 730.⁴ The building continues to operate as a Post Office.



Heidelberg Road elevation – no. 734 (left) and no. 732 (right)



Heidelberg Road elevation – no. 730 (left) and no. 728 (right)

¹ MMBW Plan 116, dated ca 1933
² Sands & McDougall directory, 1933
³ 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523
⁴ National Archives of Australia, 1968



1968 Heidelberg Road elevation – no. 730 (Alphonso Post Office)
(Source: NAA)



Shopfront – no. 730



Description

- The group of three Interwar period shops at nos 730-734 Heidelberg Road are each located on a narrow allotment.
- Nos 732-734 are a single storey brick pair of shops with a plain parapet that conceals two metal clad hipped gable roofs. To the rear of no. 732 is a narrow outbuilding and a timber shed. The two structures appear in a 1945 aerial and are possibly original.
The street facades are identical and for the most part retain original shopfronts. The badge of the manufacturer (Duff) survives on each shopfront however these have been overpainted. The configuration of the shopfronts and detailing of the parapet is typical of the Interwar period and despite having been painted, are intact.
- No. 730 is single storey brick building and is more elaborate than nos. 732-734. The stepped parapet features a square pediment and capped brick piers at either end. The original configuration of the shopfront remains and features a central recessed tiled entry with pressed metal ceiling, copper-finish shopfronts and dark green tiles and mouldings to the lower section.
- Condition: poor ☐ fair ☐ good ☒
- Intactness: poor ☐ fair ☐ good ☒

Comparative

- Interwar period shops have probably not been well assessed in some precincts if the period of significance relates primarily to earlier periods, Victorian and Federation.
- 207 Bridge Road, Richmond (part of HO310, Bridge Road Precinct). Not contributory. Single storey brick shop constructed in 1930. Altered shopfront though Roman brown brick pier intact.
- 160 Johnston Street, Collingwood (part of HO324, Johnston Street Precinct). Not contributory. Single storey brick, paired shops with stepped parapet and recessed shopfronts. Largely intact.

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	Representative of the Interwar period and the expansion of commercial development in the Heidelberg Road area.
E	Aesthetic	Intact group of single-storey Interwar period buildings. The brick buildings feature original parapets and intact shopfronts.

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Appendix B: Data Sheet no. 3

Recommendations

It is considered that the place has strong potential to meet the threshold for local significance and is recommended for further assessment during Stage 2.

A COOPER KNITTING MANUFACTURER

Address 760-764 Heidelberg Road, Alphington

Previous Assessment N/A



1945 Aerial



Nearmap, 2019

History

- In 1914 the subject site at the intersection of Heidelberg Road and Yarra Street (now Yarralea Street) was occupied by timber-framed structures with a frontage to Heidelberg Road.¹ Smaller timber structures were situated to the middle of the site.
- Mrs Mary Kennedy, grocer, occupied no. 383 (the subject site) from at least 1916 to 1921.²
- Various occupants are listed as occupying no. 383 during the 1920s – early 1930s. In 1922, no. 383 is occupied by Ryan James, hairdresser and tobacconist. The building later functions as a billiard saloon from 1925-1931.³
- The timber structures remained on the site until at least 1933.⁴ (At this stage Yarra Street had been renamed Sutton Street however Street Directories maintain Yarra Street until 1942 at which stage it is renamed Yarralea Street).
- In 1933, no. 383 was renumbered as nos 760-764. No. 760 was listed as vacant while no. 762 and no. 764 were occupied by D Nicholson, hairdresser and J Harris, billiard saloon.⁵ In 1935 no. 760 was occupied by F Fletcher, boot repairer, no. 762 was listed as vacant and no. 764 was occupied by D Nicholson, hairdresser.⁶
- A Cooper, knitted goods manufacturer occupied no. 764 in 1938 and 1945⁷ for who the extant building was probably constructed.
- The extant building, with the exception of a few minor structures to the west of the site is evident in a 1945 aerial of the site.⁸ The site consisted of small gabled roof forms to the north of the site with narrower gabled roof forms to the rear.
- Alterations: The central window on the Heidelberg Road façade has been modified and the original façade has been repainted. Rendered panels have been added to the parapet. The southern windows on the east elevation have been truncated in height.

¹ MMBW Detail Plan 1318, dated 1914

² Sands & McDougall directory, 1919-1921

³ Sands & McDougall directory, 1925-1931

⁴ MMBW Plan 116, dated ca 1933

⁵ Sands & McDougall directory, 1933

⁶ Sands & McDougall directory, 1935

⁷ Sands & McDougall directory, 1938, 1945

⁸ 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523

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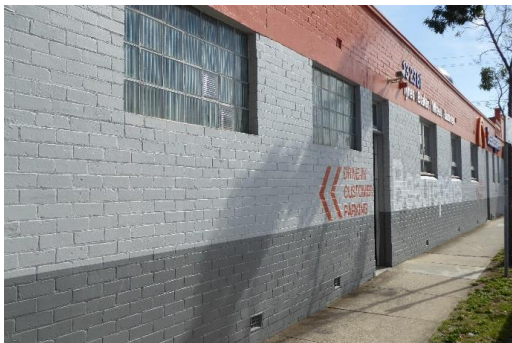
Appendix B: Data Sheet no. 4



Heidelberg Road (north) elevation



1982 image – showing original parapet detailing



Yarralea Street (east) elevation



Yarralea Street (east) elevation

Description

- The single storey brick building is located on the corner of Heidelberg Road and Yarralea Street. The entrance is located on a chamfered north-east corner.
- The building consists of diverse roof sections indicating some staged construction on the site and typically clad with metal sheeting.
- A brick parapet features on the Heidelberg Road facade with a partial return to Yarralea Street. The parapet consists of capped brick piers that extend through the parapet and small sections of roughcast render. Original contrasting brick elements such as soldier course detailing below the parapet edge has been painted. The south and east facades are relatively plain.
- Concrete lintels and the original pattern of openings remain on the street facades and the outermost windows on the Heidelberg façade retain their original timber mouldings. The north end of the Yarralea Street façade features original timber windows with brick sills. Further south glass bricks have been introduced into the truncated openings.
- Condition: poor ☐ fair ☐ good ☒
- Intactness: poor ☐ fair ☐ good ☒

Comparative

- Interwar period factories/warehouses have probably not been well assessed in some precincts if the period of significance relates primarily to earlier periods, Victorian and Federation.
- 33 Spensley Street, Clifton Hill (part of HO316, Clifton Hill East Heritage Overlay). Not significant. Brick factory/warehouse, now units constructed in 1925. Façade largely intact.

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Appendix B: Data Sheet no. 4

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	Representative of the Interwar period and commercial development in the Heidelberg Road area during the late 1930s.
E	Aesthetic	Intact example of a single-storey Interwar period building built on a prominent corner site. The brick building is distinguished by its parapet and projecting piers, and articulated with a combination of smooth and rough cast render. Original pattern of openings remains intact with some change to the windows.

Recommendations

It is considered that the place has strong potential to meet the threshold for local significance and is recommended for further assessment during Stage 2.

FORMER AMPOL SERVICE STATION

Address 774-780 Heidelberg Road, Alphington

Previous Assessment N/A



1978 Aerial



Nearmap, 2019

History

- In 1933¹ several timber-framed structures were located on the subject site and by 1945² multiple structures were evident on the site. Some of the structures are visible in 1954.³
- In 1955, no. 774 is not listed.
- In 1956 several structures were situated on the east half of the site while the remainder of the site consisted of a large grassed area. The extant building is not evident.⁴
- In 1960 Richardson & Kirwan Pty Ltd operated a 'used trucks' business from the site⁵
- In 1965 no. 778 is listed as Ampol Service Station.
- The subject building is evident in a 1978 aerial of the site.⁶ The roof form is slightly different from the existing roof however the building footprint is the same. The entire site appeared to be paved.

¹ MMBW Plan 116, dated ca 1933

² 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523

³ 1954 Mar - Landata, Melbourne and Metropolitan Project No. 3, Proj. No. 174, Run 19, Frame 42

⁴ 1956 Feb - Landata, Melbourne Outer Suburbs Project, Pro. No. 250, Run 13, Frame 146

⁵ Sands & McDougall directory, 1960

⁶ 1978 Apr - Landata, Western Port Foreshores, Proj. No. 1716, Run 3, Frame 105

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Appendix B: Data Sheet no. 5



Yarralea Street (west) elevation



Heidelberg Road - west wing



Heidelberg Road – east end



Signage in north-west corner

Description

- The single storey Postwar service station is located on the corner of Heidelberg Road and Yarralea Street. The building is located to the rear south-east corner of the site and comprises an east and a west wing. A sign, whose frame is probably original, is located in the north-west corner of the site while the remainder of the site is concreted.
- The skillion roof forms are a distinctive feature of the building. The west wing consists of a metal-clad roof and external wall that 'wraps' around the building while the east wing consists of a cantilevered roof supported on thin columns, forming a carport. The north facades have a combination of infill panelling and glazing.
- The original brick wall on the south facade remains however some openings have been modified.
- Condition: poor ☐ fair ☐ good ☒
- Intactness: poor ☐ fair ☐ good ☒

Comparative

- It seems no service station has been identified as contributory to a precinct, or individually significant, in the municipality. This may be the most intact, relatively early example.
- 206-208 Johnston Street, Fitzroy (part of HO334, South Fitzroy Precinct). Not contributory. Had been a similar type but altered/rebuilt.
- 786-794 Nicholson Street, Fitzroy North (part of HO327, North Fitzroy Precinct). Not contributory. Similar scale/type which may be (partly) intact.

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Appendix B: Data Sheet no. 5

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	Representative of the Postwar period and the expansion of commercial development in the Heidelberg area during the early 1960s.
E	Aesthetic	Intact example of a Postwar period service station built on a prominent corner site. The building is distinguished by its skillion roof forms which are evocative of the period.

Recommendations

It is considered that the place has potential to meet the threshold for local significance and could be assessed during Stage 2.



No.760-764



No. 730-734

Heidelberg Road Heritage Review (Stage 2) 2019

Stage 2 Report (recommendations & citations for proposed heritage overlays)

City of Yarra

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Project No.	Version	Issued to	Date Issued
2019.16	Draft	Joerg Langeloh Peter Mollison	17 September 2019
2019.16	Final	Joerg Langeloh Peter Mollison	23 September 2019
2019.16	Final	Joerg Langeloh Peter Mollison	7 September 2019

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1 INTRODUCTION

1.1 Overview

This report, the *Heidelberg Road Heritage Review 2019*, has been prepared by RBA Architects + Conservation Consultants for the City of Yarra.

It provides recommendations and citations for the following three proposed heritage overlays within the Commercial 1 and Commercial 2 Zones along (the south side of) Heidelberg Road between the Merri and Darebin creeks.

- No. 358 – House (*Valeema*) & Service Centre
- No. 730-734 – Group of 3 shops
- No. 760-764 – A. Cooper Knitting Factory (Former)

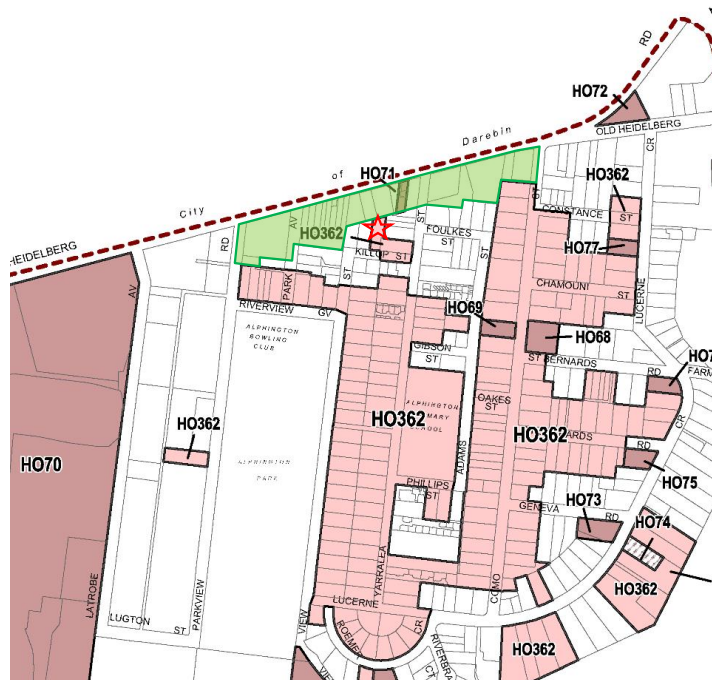
In addition, an overview of the development along Heidelberg Road has been prepared to assist with the preparation of the citations and the attribution of significance.

1.2 Location

The study area primarily relates to the commercial zones along the south side of Heidelberg Road and extends across parts of the suburbs of Fairfield (western part) and Alphington (eastern part).



Map No. 3HO
Existing HO421 (Porta)
Western part of study area (Commercial 1 and 2 Zones) shown in green



Map No. 4HO showing existing HO71 and 2 Killop Street, Alphington (identified with a star, part of HO362). Eastern part of study area (Commercial 1 and 2 Zones) is shown in green.

1.3 Background

Previous Heritage Studies

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8, prepared by Graeme Butler and Associated, revised May 2017
- City of Yarra Heritage Review, Thematic History Volume 1, prepared by Allom Lovell & Associates, July 1998
- City of Northcote Urban Conservation Study prepared by Graeme Butler, revised February 1983

Existing Listings

There are three sites in the study area listed in the Schedule to the Heritage Overlay:

- HO421 – Porta factory, Heidelberg Road, 224 Heidelberg Road.
- HO70 – Australian Paper Mills Boiler House, 626 Heidelberg Road.
- HO71 – Shops, 756-758 Heidelberg Road – basalt building constructed circa 1860. Existing citation was reviewed in Stage 1.

1.4 Acknowledgements

The authors are grateful for the assistance provided by the City of Yarra officers.

2 METHODOLOGY

2.1 Introduction

The methodology adopted in undertaking this phase of Heidelberg Road Heritage Review (stage 2) was in accordance with the processes and criteria outlined in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance*, known as the *Burra Charter* (Australia ICOMOS, 2013). The key tasks included:

- Site inspections - largely limited to a visual assessment of each property from the perimeter.
- Historical research and analysis of the extant fabric in relation to documentary evidence.
- Preparation of a physical description.
- Assessment of the significance of each site based on the research and the extant fabric.
- Preparation of citations (statement of significance, history and description) for those places warranting heritage protection, with reference to the relevant HERCON criteria.

2.2 Research

A combination of primary and secondary sources were consulted as follows.

Primary sources were mainly employed and have included:

- Photographs, including aerial photographs, held by:
 - Landata (aerial),
 - Darebin Archives,
 - National Archives of Australia (NAA),
 - State Library of Victoria (SLV),
 - University of Melbourne (aerial).
- Drainage plans (Yarra Valley Water),
- Melbourne Metropolitan Board of Works (MMBW) Plans, held by the State Library Victoria,
- Sands & McDougall's street directories,
- Plans (SLV, etc),
- Various newspapers (*Age*, *Argus*, *Herald*, etc.).

2.3 Citations

A citation was prepared for 3 individual buildings, or groups of buildings, of potential significance within the study area.

Within the citations the following are provided:

- Name (usually relating to the original owners or purpose),
- Address,
- History – including date of construction and period (Federation, Interwar, Post WWII),
- Description – including assessment of condition and intactness (poor, fair, good),
- Comparative – examples of similar places,
- Relevant HERCON Criteria,
- Recommendation.

2.4 Assessment of Significance

Each statement of significance is provided in the recognised, three part format of:

- What is significant?
- How is it significant?
- Why is it significant?

Burra Charter

For heritage professionals generally in Australia dealing with post-contact cultural heritage, the process outlined in the *Burra Charter* underpins the approach to heritage assessment and conservation adopted by the authors of this report.

The methodology adopted in the assessment of the significance (or heritage values) has been in accordance with the process outlined in the *Burra Charter* (or The Australia ICOMOS Charter for Places of Cultural Significance). As outlined in the *Burra Charter*, the criteria considered include aesthetic (including architectural), historical, scientific (or technical), social and spiritual values. These values have been translated into the HERCON Criteria, discussed below.

2.5 Applying the Heritage Overlay

'Applying the Heritage Overlay' August 2018 (Planning Practice Note 1) provides guidance about the use of the Heritage Overlay, including the following:

- What places should be included in the Heritage Overlay?
- What are recognised heritage criteria?
- Writing statements of significance.

The practice note indicates that the HERCON criteria are to be employed when assessing heritage significance.

HERCON Criteria

These widely used criteria were adopted at the 1998 Conference on Heritage (HERCON) and are based on the earlier, and much used, Australian Heritage Commission (now Australian Heritage Council, AHC) criteria for the Register of the National Estate (RNE).

The HERCON criteria are essentially a rationalised (more user-friendly) version of the AHC Criteria (which included different sub-criteria for cultural or natural heritage). It is also noted in the aforementioned practice note that 'The adoption of the above criteria does not diminish heritage assessment work undertaken before 2012 using older versions of criteria.' Reference to the relevant HERCON criteria is outlined at the end of the data sheets. The definition of these criteria are outlined in the following table.

Criterion	Definition
A	Importance to the course, or pattern, of our cultural or natural history (historical significance).
B	Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).
C	Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential)
D	Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness)
E	Importance in exhibiting particular aesthetic characteristics (aesthetic significance).
F	Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).
G	Strong or special association with a particular community or cultural group for social, cultural or

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Criterion	Definition
	spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance)
H	Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

3 STUDY AREA – Overview of Development

3.1 Introduction

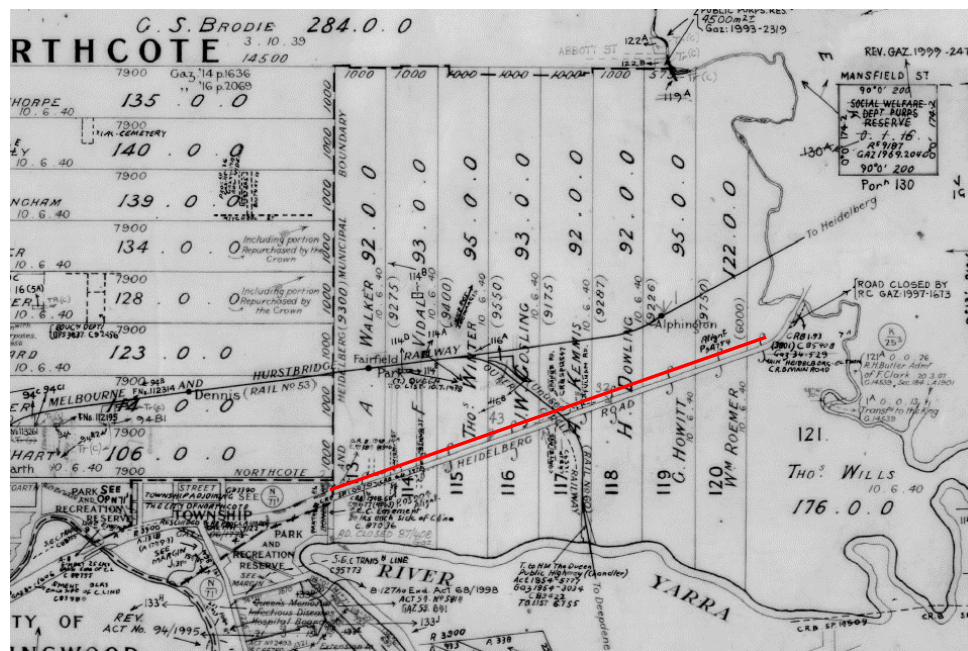
Heidelberg Road has a distinct history as it was established as a major thoroughfare early in Melbourne's history and has accommodated some industrial activity in an otherwise largely residential/suburban part of Melbourne.

This preliminary overview of development of the relevant part of Heidelberg Road has been prepared given the lack of specific detail regarding it in the Thematic History (Allom Lovell & Associates, *City of Yarra Heritage Review*, vol. 1, 1998). This is partly due to the study area being located on the periphery of the municipality, and over the last 150 years of European development, Heidelberg Road has typically formed the barrier between municipalities, such that its history has been traditionally fragmented by this artificial division.

3.2 Historical Overview

The study area along Heidelberg Road is located in what was the Parish of Jika Jika. During the 1840s the land was initially divided into a series of large but generally narrow (about 90-100 acres) Crown allotments with frontages to the Yarra River or Darebin Creek. The rich soil, topography of the land, and close proximity to the Yarra River was considered desirable.¹ The area includes sections of what is now Fairfield, Alphington and Northcote.

Heidelberg Road was developed along the line of an earlier track leading to Heidelberg via a crossing point on the Darebin Creek (now Alphington). The Heidelberg area attracted wealthy settlers from the late 1830s. Despite the road being well used by those travelling to and from Heidelberg, development along the road (in today's Alphington and Fairfield region) was initially slow.²



Part of Parish of Jika Jika J16(5)
Section of Heidelberg Road within study area (red line) (Source: Landata)

¹ City of Darebin

² Andrew Lemon, *The Northcote Side of the River*, 1983, p35-36

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Alphington Village was established by William Montagu Manning (Solicitor General of Sydney) who acquired Charles William Roemer's original Crown Allotment 120 in 1852 and, seeing potential for a resting place on the way to Heidelberg, subdivided the land into 130 lots of varying sizes, including provision for shops on both sides of Heidelberg Road.³ The allotments were distributed around a north-south access road called Yarra Street (now Yarralea Street) which extended towards the Darebin Creek.⁴

From 1853, lots from the 'Alphington Estate' were offered for sale.⁵ The land was slow to sell however, with only 16 sales by the end of 1856.⁶ Amongst the earliest buildings in Alphington were a general store with post office, a bakery, and at least two hotels.⁷ The former butcher shop at 756-8 Heidelberg Road was built circa 1860 and is the oldest surviving commercial building of the original Alphington Village. The Wesleyan Chapel constructed circa 1859 on the north side of Heidelberg Road also remains. (City of Darebin)



'Melbourne and its suburbs' (compiled by James Kearney, 1855).

Map dated 1855 showing a section of Heidelberg Road in Fairfield and Alphington with only a few buildings recorded (indicated).
(Source: State Library of Victoria)

While the Fairfield-Alphington area remained sparsely settled it was not unproductive and local farms were able to provide local produce to travellers passing through the area.⁸ 'Fulham Grange' was an early farm and nursery located halfway between Fairfield and Alphington and along the Yarra River. Established in 1849 by Richard Perry, the portion of land consisted of 75 acres on the north side of Heidelberg Road and 25 acres of land on the south side of the Heidelberg Road, which was bound by the Yarra River.⁹ Fulham Grange was captured by painter Eugene von Guerard in 1855 and depicted the untamed bush and 'real Australian trees... with a degree of care and accuracy of scientific value.'¹⁰ A farmhouse, vegetable garden, vineyard, carriage and birdhouse are evident in von Guerard's painting '...a pocket of cultivation nestled cosily in the bush.'¹¹

³ A Lemon, *The Northcote Side of the River*, p48

⁴ Graeme Butler, *City of Northcote Urban Conservation Study*, revised February 1983, p5

⁵ The Alphington Estate was named after Alphington (near Exeter) in Devonshire, England, the birthplace of William Montagu Manning. *The Argus*, 5 April 1854, p9.

⁶ A Lemon, *The Northcote Side of the River*, p48

⁷ A Lemon, *The Northcote Side of the River*, p48

⁸ A Lemon, *The Northcote Side of the River*, p48

⁹ *Leader*, 24 December 1875, p9

¹⁰ A Lemon, *The Northcote Side of the River*, p48

¹¹ A Lemon, *The Northcote Side of the River*, p48

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The nursery expanded in 1869 to include a jam factory with fruit cultivated in the extensive gardens, supplying various fruit preserves, bottled fruits and the like.¹²



1855 The farm of Mr Perry on the Yarra. Painted by Eugene von Guerard
(Source: www.bonhams.com/auctions/21362/lot/17/)

The land boom of the 1880s saw prominent land speculators Charles Henry James and Percy Dobson acquire large sections of land along Heidelberg Road, and large housing estates were established in the Fairfield-Alphington area. Many of the estates were created from early farms lining the Yarra River such as Fulham Grange.

James and Dobson were responsible for housing estates such as Fulham Grange Estate, Fairfield Park and St James Park. 95 allotments in the Fulham Grange Estate were auctioned as early as March 1883 at a 'most successful sale' held by Gemmell, Tuckett and Co.¹³

In April of that year, further allotments in the Fulham Grange Estate with frontages to the Yarra River were advertised and catered to affluent buyers.

'To Gentlemen Seeking Suitable Land for the Erection of Villa Residences, Speculators, Builders, and Others.
Fulham Grange Estate. Heidelberg Road. Perry's Nurseries.
... All that valuable block of land, situated on the Heidelberg-road, and known as the
Fulham Grange Estate,
being that portion of the estate having frontages to the
River Yarra'

'Subdivided into 75 full sized building allotments... being only about four miles from the City of Melbourne, commanding most charming and lovely views as far as the eye can reach.'

'The whole of this land had been in a high state of cultivation for a great many years. Sections of land sold at £100 per acre were planted with ornamental trees and shrubs as well as fruit trees of every description... within a very short distance of the Clifton-hill omni-buses and equal distance from the Alphington and Fairfield park railway stations.'

A further 47 allotments in the Fulham Grange Estate Extension No. 3 were auctioned in September 1884.¹⁴ 30 of those allotments were located along the newly named Grange Road and Fulham Road. In September 1885 'valuable village sites' fronting Heidelberg Road were advertised.¹⁵

¹² www.bonhams.com/auctions/21362/lot/17/ accessed 5 September 2019; 'Messrs. Perry Brothers' Jam Factory,' *Cornwall Chronicle*, 15 May 1869, p2

¹³ Real Estate, *Herald*, 5 March 1883, p3. It is likely the 1883 auction included allotments with Heidelberg frontages, however due to poor image quality this could not be verified.

¹⁴ Land Sale at Fulham Grange, *Age*, 1 September 1884, p6

¹⁵ Sales by Auction, *Argus*, 2 May 1883, p6

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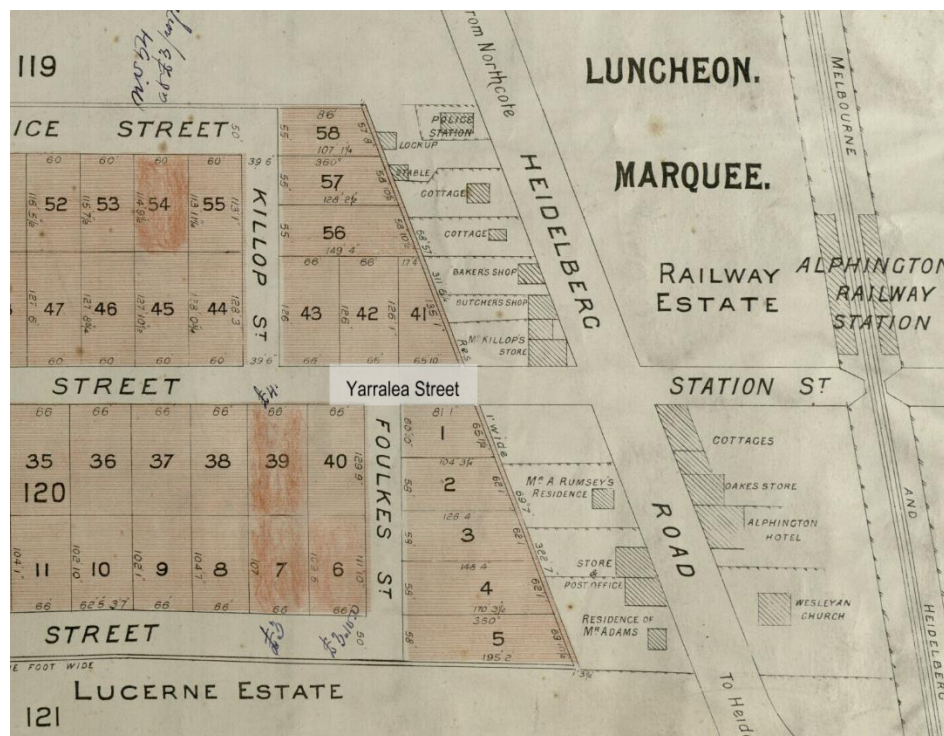
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'Valuable villa sites' situate in Fulham Grange Estate on the south side of the Heidelberg Road, Alphington and being the pick of the land in Perry's Nursery.
Having frontages to the Heidelberg Road, Fulham Road, Grange Road.
Each allotment having good frontages and noble depths.'

Many of the housing estates in the Fairfield-Alphington area were viewed as being largely remote. Despite auction notices advertising the convenience of the nearby Alphington and Fairfield park railway stations along Heidelberg Road, the stations were not officially opened until 1888.¹⁶ The opening of the Fulham Grange Railway Station in March 1891, near the intersection of Grange Road and Heidelberg Road, was a failed attempt to improve public transport in the area as the route was closed two years later.¹⁷ Despite the establishment of street facing allotments along Heidelberg Road, many of those allotments about Grange Road, remained undeveloped and vacant.¹⁸

In 1885 a large section of the Lucerne Estate, east of Alphington Village, was sold at auction. The estate formed part of Crown portion 121 purchased by Thomas Wills in 1840 who had erected a bluestone mansion called 'Lucerne' (demolished in 1962).¹⁹

In 1887 '58 splendid villa sites' were advertised in the auction notice for Knockando Estate, south of the Alphington Village. At that stage the village was well established, catering to travellers as well as local residents. The village consisted of several small shops including a baker, butcher, Mr. Killop's store, Oakes store, small cottages and residences. There was also a police station, post office, Alphington Hotel and the Wesleyan Church.



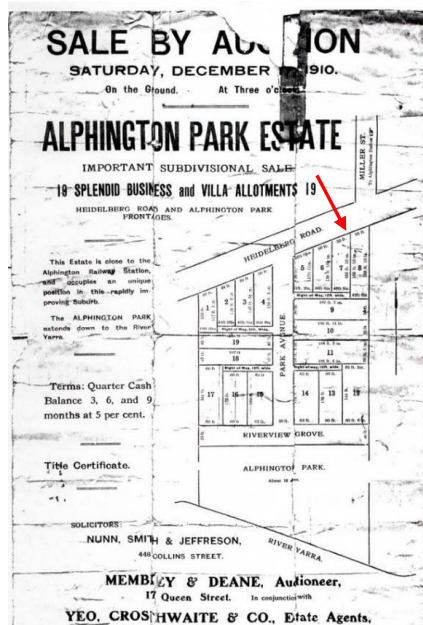
Extract from an auction notice for Knockando Estate in Alphington dated 1887, showing the development existing along Heidelberg Rd at that time. Yarra Street is to the centre of the image and Lucerne Estate is to the bottom of the image.
(Source: State Library of Victoria)

- 16 Yarra City Council
- 17 Yarra City Council
- 18 1910 MMBW Detail Plan 1315
- 19 Darebin City Council

The *Alphington East Residential Precinct* (HO362) captures this early phase of residential development and is described as ‘a residential enclave physically contained by the early transport route of Heidelberg Road and the natural barrier of the Yarra River that includes Victorian, Federation and Interwar houses, with garden allotments.’²⁰ A number of notable artists resided in the area during the early 20th century, such as William Frater (56 Lucerne Crescent - now demolished) and William McInnes (54 Lucerne Crescent).

Several institutional buildings were constructed at the west end of Heidelberg Road (Fairfield) during the late 19th century such as the Yarra Bend Asylum Lodge and the Infectious Diseases Hospital. The Grand View Hotel (HO36) at 429 Heidelberg Road was constructed in 1888 and by the turn of the century a modest strip of shops had been erected along Heidelberg Road, between the Merri Creek and Austin Street.²¹ This included several grocers, a laundry, dairy, news agent, bootmaker, fruiterer and wood merchants and saw mills.

In 1910 ‘19 splendid business and villa allotments’ in the Alphington Park Estate on the south side of Heidelberg Road were advertised.²² The subdivision centred around Park Avenue and was bound by Riverview Grove to the south. The subdivision consisted of eight business allotments, each with an approximately 50-foot frontage to Heidelberg Road.



Auction notice for Alphington Park Estate in Alphington dated 1910, showing eight rectangular allotments with frontage to Heidelberg Road.
(Source: State Library of Victoria)

By 1914 several buildings in the original Alphington Village had been demolished and new buildings erected.²³ Some buildings such as the former butcher shop remained although additional structures had been constructed to the rear. Small groups of timber houses had been constructed south of the street facing allotments while some lots remained vacant.

²⁰ Statement of Significance, Alphington East Precinct, VHD.
²¹ Sands & McDougall directory, 1900, p286
²² Auction Notice dated 1910, State Library of Victoria
²³ 1914 MMBW Detail Plan 1318, SLV

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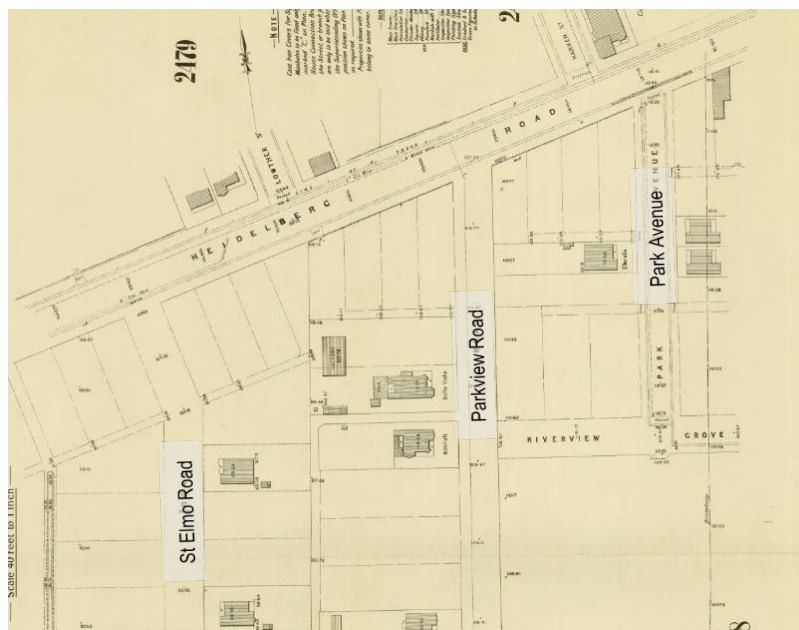
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1914 MMBW Detail Plan 1318
Showing Alphington Village at the east end of Heidelberg Road - about Yarralea Street, Alphington
(Source: SLV)

Some sections along Heidelberg Road remained largely undeveloped as evident in the following MMBW dated 1914. Allotments directly to the west of the Alphington Village between St Elmo Road (now Latrobe Avenue) and Park Avenue were vacant while some development (four masonry public buildings) had occurred on the north side of Heidelberg Road.²⁴



1914 MMBW Detail Plan 1317
Showing the east end of Heidelberg Road - about Parkview Road, Alphington
(Source: SLV)

²⁴

Trevor Westmore, MMBW Plans – Terms and abbreviations, September 2018

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By 1919 the Fairfield-Alphington region had experienced a steady increase in the number of commercial and residential buildings. The north side of Heidelberg Road consisted of primarily residential buildings while the south side consisted of a combination of primarily small commercial premises, including grocers, cycle builders, a confectioner, and a bootmaker, with some residential buildings.²⁵

During the 1920s a number of businesses related to the motor vehicle industry were being established along Heidelberg Road, e.g. garages, engineers, motor body parts were being built.²⁶ In 1921, there was one motor garage, along Heidelberg Road, located between Parkview Road and Park Avenue.²⁷ By 1923 this had been renamed the G H Underwood Alphington Central Motor Garage.²⁸ By 1926 three motor garages were listed on the north side of Heidelberg Road and two were listed on the south side.²⁹

The following MMBW dated 1931, shows the development along the west end of Heidelberg Road, Fairfield between Panther Place and Grange Road. The south side of the road consisted of typically narrow, rectangular allotments with some larger, vacant lots. The west end by Panther Place was considerably developed and consisted of narrow commercial buildings while the east end by Grange Road was sparsely developed and consisted of residential buildings.



1931 Aerial, Heidelberg Road - west end of study area (between Panther Place and Grange Road)
(Source: Landata, 1931 Nov - Maldon Prison, Proj. No. 1931, Run 15, Frame 2741)

During the mid-1920s/early 1930s a small number of light commercial/manufacturing businesses were constructed along Heidelberg Road. In 1924 knitting manufacturer, F G Stirling was first listed on the south side of Heidelberg Road, close to Bond Street and in 1933 the Elite Knitting Co Pty Ltd was listed in a similar location.³⁰ During the late 1930s there was an increased demand for wool textile manufacturing in a bid to aid in Australia's war effort. In 1935 the Alpha Spinning Mills are listed at 714-716 Heidelberg Road and in 1938 A Cooper, knitting manufacturer is listed at no. 760.

The following aerials dated 1945, show a number of light commercial buildings (a combination of shops and warehouses) had been constructed along parts of Heidelberg Road. Some smaller parcels had been consolidated into larger sites and warehouse buildings constructed.

²⁵ Sands & McDougall directory, 1919, p104
²⁶ Sands & McDougall directory, 1930, p312
²⁷ Sands & McDougall directory, 1921, p92
²⁸ Sands & McDougall directory, 1923, p97
²⁹ Sands & McDougall directory, 1926, various
³⁰ Sands & McDougall directory, 1924, p375, 1933, p313

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1945 Aerial, Heidelberg Road, Fairfield - west end of study area (between Panther Place and Austin Street)
(Source: Landata, Melbourne and Metropolitan Area Project, No. 5, Run 27, Frame 59,529)



1945 Aerial, Heidelberg Road, Alphington – east end of study area (between Parkview Road and Lucerne Crescent)
The northern half of Alphington East Precinct (HO362) is evident
(Source: Landata, Melbourne and Metropolitan Area Project, No. 5, Run 27, Frame 59,523)

Some allotments in the former Alphington Village had also been subdivided and narrow buildings constructed while some adjacent sites remained vacant.

By 1956, the concentration of commercial/light industrial sites to the far east and west ends of Heidelberg Road, similar to the current circumstance, had been established. A number of previously vacant sites had been developed with small warehouses, etc.



1956 Aerial, Heidelberg Road – study area
(Source: Landata, Melbourne Outer Suburbs Project, No. 250, Run 13, Frame 146)

A 1978 aerial highlights the large number of light commercial buildings that had been constructed along the south side of Heidelberg Road by that time, including at the Paper Mills site.



1978 Aerial, Heidelberg Road – study area
(Source: Landata, Western Port Foreshores, Project No. 1716, Run 3, Frame 105)

4 STAGE ONE – PRELIMINARY REVIEW AND BUILT FORM GUIDELINES

4.1 Components

The stage one report related to the following:

- HO71 – review of heritage value and citation,
- Preliminary assessment of places of potential heritage value,
- 2 Killop Street, Alphington.
- Built form review

4.2 HO71

It was confirmed that the basalt building at 756-758 Heidelberg Road (HO71) more than adequately meets threshold for local significance. An updated citation was prepared for HO71 that meets the contemporary standard.

4.3 Places of Potential Heritage Value

Datasheets were prepared for five individual places which were considered to be of potential heritage significance. Details of these five sites are outlined in the following table. Of these, three were considered to have strong potential to meet the threshold for local heritage significance (those at nos 358, 730-734, and 760-764), with the other two (nos 460, 774) less so.

On further discussion with Council, only three have been recommended for further work in Stage 2 and were reviewed in regards to built form analysis and recommended controls.

Address – No. (Heidelberg Rd)	Name	Date/Period	Details
358	House (<i>Valeema</i>) & Tyre Outlet	Late 1950s/Postwar	House – Modernist influence Unusual combination of house and adjoining service centre
460	Duncan Rubber Co. Showroom & Warehouse	1956/Postwar	Sawtooth roof forms Intact facades
730-734	Group of 3 shops	1933/Interwar	Single storey buildings with intact shopfronts
760-764	A. Cooper Knitting Manufacturer	Mid-1930s/Interwar	Single storey building with intact parapet and most original openings
774	Former Ampol Service station	By 1965/Late 20 th century	Stages of construction not certain Original frame (sign) survives

Other Sites Considered

Seven other buildings in the study area which were noted for their potential heritage value and were assessed as not having sufficient potential to reach the threshold for local heritage significance at this time: nos 276, 388, 402, 728, 750-754, and 782 Heidelberg Road.

Of this group, the earlier buildings had been altered to varying degrees, whereas the two late 20th century buildings were largely intact but difficult to assess in regards to other similar building stock in the municipality as there are few, if any, from this time that have been assessed as having heritage value.

4.4 2 Killop Street, Alphington

A review of 2 Killop Street, located in the north end of the Alphington East Precinct Heritage Overlay (HO362), was undertaken.

2 Killop Street is located in one of the small peripheral sections of HO362 that also includes 59 Yarralea Street. The latter is a weatherboard-clad bungalow with a distinctive oblong opening to the porch. The late 20th century house at 2 Killop Street was determined to be an anomaly at the edge of the Alphington East Precinct largely characterised by Victorian, Edwardian and Interwar houses with pitched, gabled or hipped roofs. It varies greatly to the graded building stock in the precinct and it was recommended to be removed from the precinct on this basis.

4.5 Built Form Review

Built form guidelines have been developed for the following five sites, two of which are existing heritage overlays (HO71 + HO421) and three proposed heritage places.

- Porta Factory, 224 Heidelberg Road, Fairfield (HO421).
- House (*Valeema*) & Service Centre, 358 Heidelberg Road, Fairfield.
- Group of 3 Shops, 730-734 Heidelberg Road, Alphington.
- Former Butcher Shop, 756-758 Heidelberg Road, Alphington (HO71).
- A. Cooper Knitting Factory (Former), 760-764 Heidelberg Road, Alphington.

5 STAGE TWO – CITATIONS FOR PROPOSED HERITAGE OVERLAYS

5.1 Recommendations

Further research and analysis undertaken during 2019 has confirmed that the three proposed heritage overlays warranted recommendation for inclusion in the Schedule to the Heritage Overlay in the Yarra Planning Scheme. The proposed citations for these places are included in the Appendix A.

Address – No. (Heidelberg Rd)	Name	Date/Period	Details
358	House (<i>Valeema</i>) & Service Centre	House – 1955 (east wing), c.1980 (west wing) Service centre – 1955 Postwar	House – Modernist influence Unusual combination of house and adjoining service centre
730-734	Group of 3 shops	c.1922 Interwar	Single storey buildings with intact shopfronts
760-764	A. Cooper Knitting Factory (Former)	1922 Interwar	Single storey building with intact parapet and mostly original openings

5.2 Locations

The three proposed heritage overlays are indicated in the maps below-

- 358 Heidelberg Road – House (*Valeema*) & Service Centre



358 Heidelberg Road is located to the west end of the subject area at the intersection of Heidelberg Road and Panther Place
(Source: Nearmap 2019)

- 730-734 Heidelberg Road – Group of 3 shops
- 760 Heidelberg Road – A. Cooper Knitting Factory (Former)



730-734 Heidelberg Road and 760 Heidelberg Road (at the intersection of Yarralea Street) are located to the east end of the subject area.

(Source: Nearmap 2019)

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APPENDIX – Citations

	Address – No. (Heidelberg Rd)	Name
1	358	House (<i>Valeema</i>) & Service Centre
2	730-734	Group of 3 shops
3	760-764	A. Cooper Knitting Factory (Former)

HOUSE (VALEEMA) & SERVICE CENTRE

Address	358 Heidelberg Road, Fairfield
Significance	Local
Construction Dates	House (<i>Valeema</i>) 1955 (east wing) and c.1980 (west wing); Service centre 1955
Period	Postwar
Date Inspected	Early 2019



Statement of Significance

What is Significant?

The two storey house (*Valeema*) constructed in 1955 (main part/east wing) and circa 1980 (addition/west wing), and the single storey service centre constructed also in 1955, at 358 Heidelberg Road, Fairfield.

Significant aspects of the two storey house include the form of the building, gable roofs (including original glazed tiles), brick walls, steel-framed windows and minimal window to wall ratio. The 'Valeema' name plate and light fittings on the entry porch are contributory elements.

As the brick walls of the building have a bagged/painted finish, it is appropriate to have paint controls so that future colour schemes and finishes are complementary.

Significant aspects of the single storey service centre building include the original parapet, brick walls including the small projection at the north-east corner (with the original street number '358'), original openings, including concrete lintel to the north

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elevation, glazed timber door and steel-framed windows on the west elevation, and roof-mounted 'Bridgestone' and 'tires' signage. The bowser platforms to the front of the site are contributory elements. The lightweight canopy to the west side is not significant.

How is it Significant?

The House (*Valeema*) and Service Centre at 358 Heidelberg Road, Fairfield are of local historical and aesthetic significance to the City of Yarra.

Why is it Significant?

The House (*Valeema*) and Service Centre at 358 Heidelberg Road, Fairfield are of historical significance to the City of Yarra as a long-standing combined commercial and residential site from the late 19th century onwards, that represents a key phase of development during the Post-WWII period. The combined function of house and tyre service centre was established on the site in 1953, operating from two Victorian period buildings on the northern part of the site. During 1955, the whole site was extensively redeveloped whilst retaining the dual function of house and service centre though in two distinct buildings. (Criterion A)

The House (*Valeema*) and Service Centre are aesthetically significant as an unusual and intact combination of house and service centre that are expressed as two distinct entities and designed in the Postwar period. The design of the house and service centre reflect the Modernist aesthetic and consist of bold yet restrained forms that are enhanced by the prominent corner site. The low-pitched gable roof of the house is indicative of the Melbourne Regional Modernist style, which is uncommon in the municipality. (Criterion E)

Description

The site at 358 Heidelberg Road has three street frontages – Heidelberg Road (north), Panther Place (west) and Park Crescent (south). The house is located at the southern end of the site and the service centre at the north. A high brick fence, painted and with a timber gate, separates the two parts of the site. The prominent corner site overlooks Yarra Bend Park.

The two storey L-shaped house was designed in the Postwar period. It is a substantial house that was built in two stages and consists of the likely architect designed main rectangular, eastern section constructed in 1955, and the subsequent west wing and entry porch constructed circa 1980. The two parts are intact and well integrated as they have been designed in a similar mode but the junction between the two parts is evident to the south elevation.

The entrance to the house fronts Park Crescent, though the building is most visible from Panther Place to the west. A high timber fence has been erected along the south boundary and part way along the west boundary of the site. The south (front) yard and west (side) yard are grassed.

The main part of the house has a bold rectangular form and the west wing is a smaller version of it, both with prominent gabled ends that address the street. The low-pitched gable roofs of the extant house are clad in glazed tiles with minimal eaves overhang. The brick walls have been painted a neutral white colour with a bagged finish, enhancing the bold yet restrained aesthetic of the building.



House - façade, south elevation



House – south elevation, window openings and portico. The junction between the original eastern section and later west wing is evident.

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The strong volumetric expression of the building is evident from Park Crescent and Panther Place. The south facing elevation is articulated by a series of rectangular openings (original as well as later additions) that maintain a minimal window to wall ratio pattern across the facades. The windows are typically steel-framed casement windows with a horizontal mullion to the upper section and brick sills. At ground floor is a brick entry porch addition constructed circa 1980 that mirrors the low-pitched slope of the main gable and the bagged finish of the brick walls. The porch features a steel entry grille and light fittings to either side. Above the door is a name plate that reads 'Valeema.'

The west wing presents a blank wall to the street boundary, which heightens the bold form of the building. The addition has been sympathetically designed and maintains the aesthetic evident in the original part of the house.

The upper section of the north facing gable end is visible above the garage from Heidelberg Road and Panther Place. There are vents to the roof space, visible in the upper part of the wall. At each end of the original wing is a narrow slit with a wider vent to the west wing.

Awning blinds have been added to various windows at the north-west corner of the wings.



House – west elevation



Service centre and house beyond – north-west corner from Heidelberg Road. Note 'Bridgestone' signage mounted to parapet.

The single storey service centre building at the front of the site at the intersection of Heidelberg Road and Panther Place was constructed at the end of the Postwar period and its cuboid form also reflects the Modernist aesthetic.

The building has an elongated footprint that is angled to Heidelberg Road but more so than that of the street itself. The front part of the site is paved and there is vehicular access from both roads. There are two concrete platforms, indicating the location of former petrol bowsers, to the front of the site. A brick wall defines the east boundary in front of the garage.

The brick building and parapet have been painted however the original openings and brick detailing is evident beneath. The north elevation has a large garage opening with (rendered) concrete lintel. The upper section of the brick façade features brick courses in a header configuration and a horizontal, shallow recessed panel on the north façade. There are original raised street numbers to the pier at the north-west corner and the small projection at the upper end of the of the service centre building in the north-east corner.

On the west façade of the service centre is an original glazed, timber-framed door and two large multi-paned steel windows. Awning blinds have been added above the openings and a lightweight canopy has been added to the garage opening at the south end.

A large 'Bridgestone' tyres sign has been mounted on the roof of the west side of the building and 'tires' to the east side, the latter being the preferred spelling in the North America. Their date has not been confirmed but the signage may date to the early 1960s as imported Bridgestone tyres were available in Australia from 1961.¹

¹ Age, 20 December 1961, p26. Bridgestone is a leading Japanese tyre manufacturer but an Australian division existed from 1980 to 2007 (<https://en.wikipedia.org/wiki/Bridgestone>, accessed 04.09.19)

Three flagpoles have been mounted on the building and are located on the front section of the roof, the north elevation and west elevation.



Service centre – north-east corner elevation
Note 'tires' signage mounted to parapet and small projection with street number (highlighted)



Service centre – west elevation

The house and service centre are indicative of the Modernist aesthetic which evolved from the late-1920s in Europe. The style was adopted internationally, in Australia primarily after WWII with several regional versions of Modernism evolving in various parts of the country.² Elements of the Modernist style include the use of geometric and bold forms and restrained facades with minimal, if any, ornamentation. Roofs concealed by parapets, contrasting angular forms, an emphasis on the horizontal, and the use of large steel-framed windows are typical of the Modernist style.

The design of the house is indicative of what has been identified as the Melbourne Regional version of Modernism which characteristically integrated a low-pitched roof – a broad gable or skillion - a familiar traditional roof form rather than the flat roofs of the International Modernist style.

History

The subject site formed part of Crown portion 113, Parish of Jika Jika, which was comprised of 92 acres purchased by A Walker in 1840.³ It was one of several similarly narrow allotments with frontages to the nearby creeks and the Yarra River.⁴ The rich soil, topography of the land, and close proximity to the Yarra River was considered desirable.⁵ Heidelberg Road was located to the south of the allotments and was developed along the line of an earlier track leading to Heidelberg. The road served as an early transport route for those travelling to and from Heidelberg and includes sections of what is now Fairfield and Alphington.

The land boom of the 1880s saw prominent land speculators Charles Henry James and Percy Dobson acquire large sections of land along Heidelberg Road. In 1883 a large section of Crown portion 113 that included the subject site, was transferred to James and Dobson and the land to the north of Park Crescent was subdivided.⁶ The allotments facing Heidelberg Road were of varying widths and depths. The subject site was located in the north-west corner of the subdivision.

² Apperly, Richard & Reynolds, Peter L & Irving, Robert, 1926- & Mitchell, Solomon (1989). A pictorial guide to identifying Australian architecture : styles and terms from 1788 to the present (3rd ed). Angus & Robertson, Sydney p218

³ Landata, Parish of Jika Jika J16(5)

⁴ A Lemon, *The Northcote Side of the River*, p7

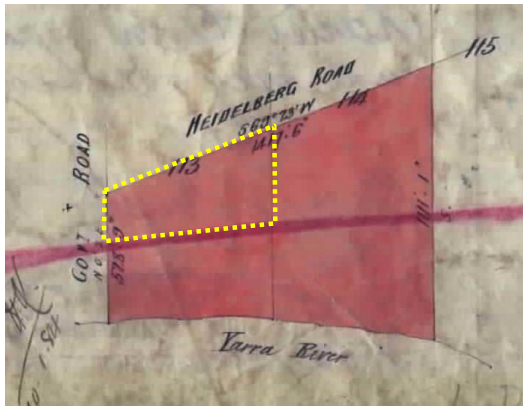
⁵ City of Darebin, www.darebin.vic.au

⁶ Certificate of Title, vol.1515/folio 977

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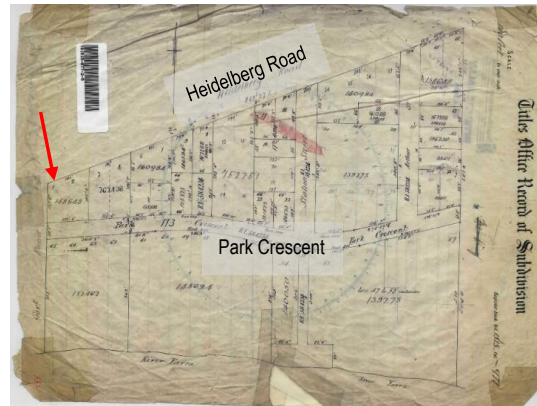
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Appendix A: Citation no. 1



Plan of part of Crown portion 113 and 114, Park Crescent is roughly indicated. The approximate area of the 1883 subdivision is shown dashed.

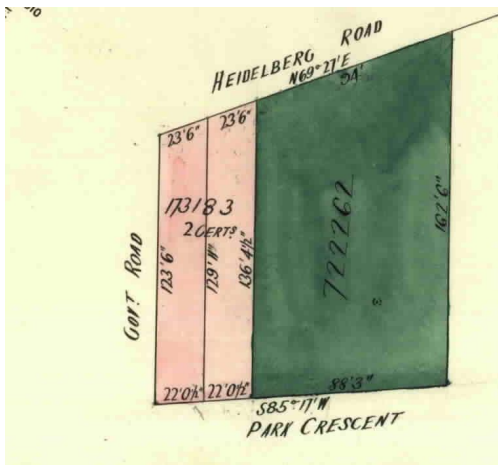
(Source: Certificate of Title, vol.1515/folio 977)



Plan of subdivision in 1883. The location of the subject site is indicated by the red arrow.

(Source: Certificate of Title, vol.1515/folio 977)

In 1885 land containing the subject site was transferred to salesman, Frederick William Oehr.⁷ Oehr further subdivided the land to form two narrow allotments and in 1886 the western allotment was transferred to grocer, John Dickson.⁸ At that stage the south side of Heidelberg Road remained sparsely developed with only five commercial premises between Bond Street (what is now Panther Place) and Austin Street.⁹ The western allotment was occupied by several grocers during the late 19th and early 20th century including Freeman Bros. (1897-1900), Charles Ponsford (1904 - grocery and hay and corn store), George H Osborne (1912), Edward G Ball (1913) and Walter L Newnham & Co. (1914).



In 1885 two narrow allotments with northern frontage to Heidelberg Road and southern frontage to Park Crescent were formed.

(Certificate of Title, vol.1767/folio 376)

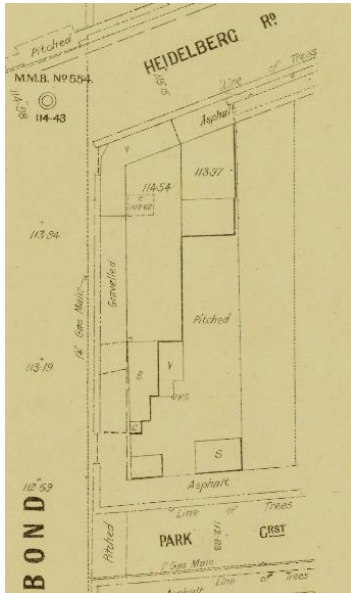
⁷ Certificate of Title, vol.1767/folio 376
⁸ Certificate of Title, vol.1840/folio 367801
⁹ Sands & McDougall directory, 1897, p221

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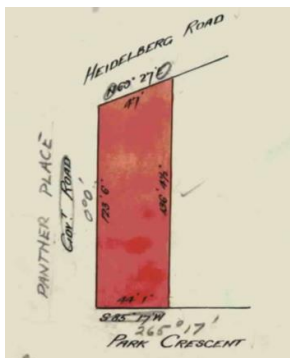
Appendix A: Citation no. 1

In 1909 buildings with a narrow footprint and a north-west corner verandah are evident on the subject site.¹⁰



In 1909 there were narrow buildings on the subject site.
(MMBW Detail Plan 1270, SLV)

In 1919 the two narrow allotments were consolidated to form the extant subject site, which had a 47 foot frontage to Heidelberg Road, 123.5 foot frontage to Panther Place and about a 44 foot frontage to Park Crescent. That year the site was transferred to grocers, Walter Lachlan Newnham and Charles Herbert Fullard, who continued to occupy the site until at least 1923.¹¹ At that stage there were 15 commercial premises on the south side of the road between Panther Place and Arthur Street. This included a blacksmith, saddler, cycle builder and bootshop.¹² During the 1920s the subject site was primarily occupied by grocers and produce dealers.¹³



In 1919 the two narrow allotments were consolidated to form the extant subject site.
(Certificate of Title, vol.4181/folio 836140)

¹⁰ MMBW Detail Plan 1270, dated 1909

¹¹ Certificate of Title, vol.4181/folio 836140

¹² Sands & McDougall directory, 1919, p104, 326. The subject site is listed as 121-123 Heidelberg Road. Newnham & Son are listed as coachbuilders and occupy 221-223 Heidelberg Road at the intersection of Arthur Street.

¹³ Sands & McDougall directory, 1925, p390

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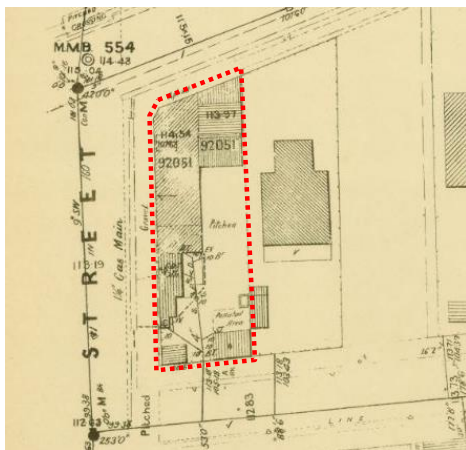
Appendix A: Citation no. 1

From the 1920s, several motor vehicle related businesses such as garages, engineers and motor body parts, were being established along Heidelberg Road, being a major thoroughfare.¹⁴ By 1931, the allotments on the south side of Heidelberg Road consisted of light commercial buildings with some vacant lots and Panther Place had been renamed Bond Street. The subject site was occupied by H Stewart, grocer, and thereafter occupied by various produce merchants throughout the 1930s and early 1940s.¹⁵



Aerial photograph dated 1931, with subject site indicated
(Source: Landata, Maldon Prison Proj. No. 1931, Run 15, Frame 2741)

The MMBW plan dated 1935 shows that the front building was constructed of brick or stone with a hipped roof (and possible chimney) and the structures to the east side and south (rear) were constructed of timber.¹⁶



MMBW Detail Plan No. 1314, dated 1935
(Source: State Library of Victoria)

¹⁴ Sands & McDougall directory, 1930, p312

¹⁵ Sands & McDougall directory, 1931, p313

¹⁶ MMBW Detail Plan No. 1314, dated 1935

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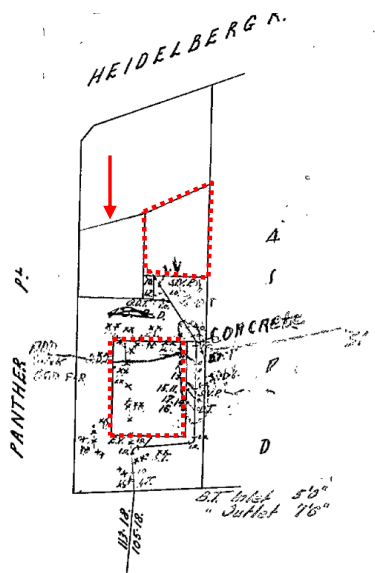
Appendix A: Citation no. 1

In 1945 the function of the site shifted from a commercial to residential purpose when it was occupied solely by Mrs E F Chappel, and then Charles H Chappell in 1950.¹⁷

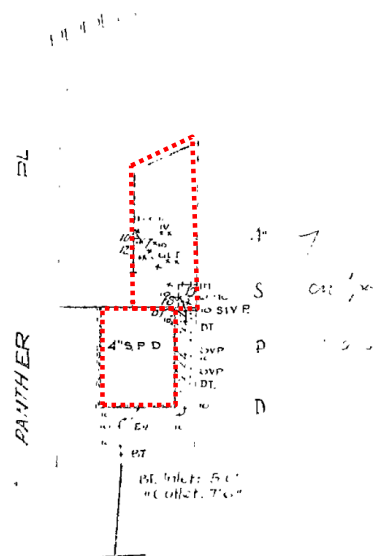
The combination of house and service centre was first established on the site in 1953 when it was purchased by George Bertram Stringer and Harry John King, who had recently become owners of the Lincoln Tyre Service.¹⁸ By 1955 the two independent functions were re-instated at the site when the front part was operating as the Lincoln Tyre Service and the rear house was being occupied by Mrs E Z Chappell.¹⁹

In 1955 the site was however completely redeveloped though henceforth continued to serve the dual function of a house and service centre. In June and July of that year, the Lincoln Tyre Service advertised for a few staff members.²⁰ By August 1955 the earlier structures had been demolished and replaced by the main part of the house and the front section of the service centre, as evident in the Property Sewerage Plan.²¹ Initially there was probably a canopy to the west side of the service centre building.²²

In 1959 the subject site was purchased by tyre dealer, Retford Alexander Cutts who occupied the residence and further developed the site.²³ The site operated as the Lincoln Tyre Service until 1960 at which stage it was listed as Fairfield Tyre Service.²⁴ By 1966 the service centre had been extended south to coincide with the existing footprint.²⁵ The canopy/structure to the west side had been removed and the extant courtyard wall between the service centre and house had been erected.



Property Sewerage Plan of subject site dated 1955. The main part of the house and the front section of the extant service centre are indicated and dashed red. To the west side of the service centre was probably a lightweight structure or canopy.
(Source: Yarra Valley Water, Plan No. 92051-1)



Property Sewerage Plan of subject site dated 1966. The main part of the house and the extant service centre are indicated and dashed red.
(Source: Yarra Valley Water, Plan No. 92051-2)

¹⁷ Sands & McDougall directories, various

¹⁸ Certificate of Title, vol.7842/folio 155

¹⁹ Sands & McDougall directory, 1955, p359

²⁰ Argus, 1955, various

²¹ Yarra Valley Water, Property Sewage Plan dated 1955, Plan No. 92051-1

²² The buildings are likely to have been designed by an architect however this has not been confirmed, in part because the building file for the subject site could not be located.

²³ Certificate of Title, vol.8218/folio 609

²⁴ Sands & McDougall directory, 1960, p376

²⁵ Yarra Valley Water, Property Sewage Plan dated 1966, Plan No. 92051-2

The main part of the house and service centre (as it stands today) are evident in 1969.²⁶ The south face of the house is blank with the exception of a single window at first floor level. The building has a light and monochromatic colour palette. The front of the site is paved and includes the extant bowser platforms. Cutts occupied the subject site until at least 1974.²⁷



Aerial photograph dated 1969, showing the main rectangular form of the extant house and extant service centre. The extant bowser platforms are evident to the front of the site.

(Source: Landata, 1969 Eastern Freeway Project, Proj. No.754, Run 4, Frame 143)

The existing lightweight canopy on the west side of the service centre had been constructed by 1979 while the extant west wing addition and entry porch of the house were constructed after this period.²⁸ The western face of the addition was designed in an aesthetic similar to the original house and remained blank to the street. Windows were likely added to the south face of the main part of the house at this stage.

The service centre currently operates as the Fairfield Alignment & Tyre Service.

Lincoln Tyre Service

Lincoln Tyre Service was established as a Lincoln Retreads P/L in 1933 with £5000 capital and £1 shares being offered. The original directors were John Herbert Rudge and Ian Wischer.²⁹ Their operations relocated over the years, commencing at 430 Riversdale Road Hawthorn, and later moving to 490 Toorak Road, Burwood.³⁰ By 1952, Stringer and King owned the company and had changed the trading name to Lincoln Tyre Service.³¹ The following advertisement, issued soon after the renaming of the company, indicates that they also supplied other garages.

²⁶ 1969 - Eastern Freeway Project, Proj. No.754, Run 4, Frame 143

²⁷ Sands & McDougall directory, 1974, p382

²⁸ Aerial photograph dated 1979, Landata, Heytesbury North Project, Proj. No. 793, Run 3, Frame 157 – image not reproduced due to poor quality

²⁹ 'New Companies', *Herald*, 20 July 1933, p38

³⁰ Sands & McDougall directory, 1950, p2756

³¹ *Age*, 31 July 1952, p9



(Source: *Mountain District Free Press*, 26 November 1953, p4)

Thematic Context/Comparative Analysis

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8 (revised May 2017)
- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 7: Individually significant places not from the main development era (revised May 2008)
- City of Yarra Heritage Review (Allom Lovell and Associates, 1998)
- City of Northcote Urban Conservation Study (Graeme Butler, revised February 1983)

Known comparable places in the City of Yarra

There are no ready comparisons for this combination across the municipality. Postwar buildings with individual overlays built after WWII are primarily ecclesiastical buildings and do not make for ready comparison.

There are no examples of Modernist houses or garages with individual overlays built after WWII as many such buildings are located within precincts whose significance primarily relates to the late 19th century (Victorian), and possibly early 20th century (Federation and/or Interwar) phases of development and so have tended to be graded non-contributory.

- 28-30 Johnston Street, Collingwood (part of HO324, Johnston Street Precinct). Not significant. Constructed in the 1960s-70s, the basic single storey brick building has a central, garage opening.
- 2 St Georges Road, Fitzroy North (part of HO327, North Fitzroy Precinct). Not contributory. Constructed between 1950-1965 the single storey brick motor garage has a rectangular form with a chamfered entrance and large garage openings. The garage has a parapet roof and large over painted, multi-paned steel windows.
- 310 St Georges Road, Fitzroy North (part of HO327, North Fitzroy Precinct). Not contributory. Group of four interlocking, two-storeyed brick units. Each unit has a rectangular form and a hip roof and the north and south walls of each unit remain blank. While the function of the building differs from the subject building, a similar Modernist aesthetic is evident.
- 50 Westbank Terrace, Burnley (part of HO331 Racecourse Precinct, Richmond). Not contributory. Constructed between 1950-1960 the single storey 'neighbourhood house' consists of two gable roofed structures with a blank north wall and minimal openings. While the function of the building differs from the subject building, a similar Modernist aesthetic has been utilised.

Condition

Good

Integrity

Mostly intact

Previous Assessment

N/A

Heritage Overlay Schedule Controls

External Paint Controls	Yes
Internal Alteration Controls	No
Tree Controls	No
Outbuildings and/or Fences	No

Extent of Heritage Overlay

The proposed extent of the heritage overlay would be the parcel of land associated with 358 Heidelberg Road, Fairfield.



Recommended extent of heritage overlay
(Source: Nearmap, August 2019)

GROUP OF 3 SHOPS

Address	730-734 (including 730A) Heidelberg Road, Alphington
Significance	Local
Construction Dates	circa 1922
Period	Interwar
Date Inspected	Early 2019



No. 730



Side access no. 730A (right), no. 732 (centre) and no. 734 (left)

Statement of Significance

What is Significant?

The group of three Interwar period shops at 730-734 Heidelberg Road, Alphington, constructed circa 1922.

Significant aspects of the shops include the brick walls and parapets (now painted), hipped roof forms (largely concealed), street canopies including original soffit linings, the configuration of the shopfronts, shopfront joinery and finishes, tiled mouldings to the west end of no. 732, the recessed entrance of no. 730 including floor tiles, mouldings, pressed metal ceiling and toplights with textured glass. In addition, the original side access to no. 730 (now 730A) as it extends to the depth of the front hipped roof of no. 732, where the intact (unpainted) return walls remain visible.

How is it Significant?

The group of three shops at 730-734 Heidelberg Road, Alphington are of local historical and aesthetic significance to the City of Yarra.

Why is it Significant?

The group of three shops at 730-734 Heidelberg Road, Alphington are of historical significance to the City of Yarra as one of the few remnant intact buildings that denote the Interwar period phase of development in this part of Heidelberg Road area (Alphington Village) during the early 1920s, when building activity increased, including much redevelopment, and the area's commercial function was consolidated. Whilst no. 734 was not purpose built as a post office, it has functioned as such for about half a century. (Criterion A)

The group of three shops are aesthetically significant as an intact group of single-storey, brick Interwar period commercial buildings. Whilst modest in scale, they retain their original parapets and unusually their original shopfronts, two of which were manufactured by Duff (nos 732-734), with the other (no. 730) being notable for intact canopy, the copper finish to its framing and green tiles to the stallboard. (Criterion E)

Description

The group of three shops at nos 730-734 Heidelberg Road were constructed during the Interwar period. The shops are located in a commercial strip on the south side of Heidelberg Road between Park Avenue and Yarralea Street, and are each situated on a narrow allotment. No. 730 is separated from nos 732-734 by a narrow side access (part of no. 730A). The shops are single-storied and feature original parapets and shopfronts.

The subject shops are typical of the Interwar period and feature relatively plain parapets with little ornamentation and street canopies. The brick shop at no. 730 has a symmetrical façade and is the most elaborate of the three shops. The shop has a stepped brick parapet (overpainted) that conceals a metal clad hipped roof and features a square pediment and capped brick piers at either end. The east parapet return has been retained and the original red brick wall is evident. The combination of face brick to the parapet section and render to the lower section was common during the Interwar period.

The shopfront is highly intact and retains the original configuration and finishes which are indicative of the Interwar period. This consists of the recessed entry, floor tiles with pressed metal ceiling above, dark green wall tiles and mouldings to the stallboard, copper-finish shopfronts, and framing with highlights (often overpainted). The toplight windows have textured/patterned glass which is also indicative of the Interwar period. The canopy is clad in corrugated metal sheeting and has a plaster board lined soffit with thin metal battens and a small 'Post Office' sign mounted on the lower edge of the fascia.

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Nos 730-734 Heidelberg Road



730 Heidelberg Road – parapet and shopfront



No. 730 Heidelberg Road – typical Interwar shopfront configuration



No. 730 Heidelberg Road – recessed entry including original tiles and pressed metal ceiling

Nos 732-734 are a pair of brick shops with a plain brick parapet (overpainted) that conceals two hipped roofs clad with corrugated sheeting. The west parapet return of no. 732 has been retained and the original red brick wall is evident. The east (side) brick wall of no. 734 has been painted.

The street facades are identical and for the most part retain original shopfronts. The badge of the manufacturer (Duff) survives on each shopfront however the framing has been painted on no. 732. Tiled mouldings to the west end of no. 732 also survive. The configuration of the shopfronts and detailing of the parapet is typical of the Interwar period and despite having been painted, are intact. The canopies have been slightly modified however the original metal corrugated lined soffit no. 732 remains.



Nos 732-734 Heidelberg Road - shopfronts



No. 734 Heidelberg Road – original badge of manufacturer (Duff)

The original side access (no.730A) extends the depth of the hipped roof of no. 732. This separation provides visibility of the intact side parapets of nos. 730 and 732. The front brick wall and door have more recently been added to the laneway and are not significant. To the rear of no.730A is a narrow outbuilding and a small shed (not inspected, evident from aerial). To the rear of no. 732 is a narrow outbuilding which appears in a 1922 sewerage plan of the site and is possibly original. To the rear of this is a detached timber shed which appears in a 1945 aerial.

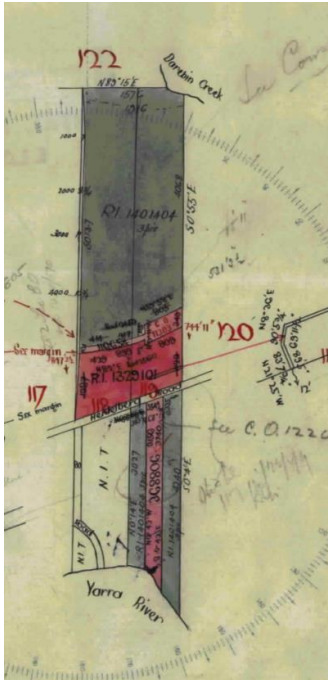
History

The subject site formed part of Crown Portion 119, Parish of Jika Jika, which comprised of 95 acres purchased by G Howitt in 1840.¹ It was one of several similarly narrow allotments with frontages to the nearby creeks and the Yarra River.² The rich soil, topography of the land, and close proximity to the Yarra River was considered desirable.³ Heidelberg Road was located to the south of the allotments and was developed along the line of an earlier track leading to Heidelberg. The road served as an early transport route for those travelling to and from Heidelberg and included sections of what is now Fairfield and Alphington.

In 1852 Alphington Village was established by William Montagu Manning (Solicitor General of Sydney) serving as a resting place for travellers. The village, located east of the subject site, included the extant former butcher shop at no. 760 constructed circa 1860.

The land boom of the 1880s saw prominent land speculators acquire large sections of land along Heidelberg Road. In 1885 land containing the subject sites was purchased by Albert Miller.⁴ Land to the south side of Heidelberg Road was subsequently divided into narrow allotments extending to the Yarra River.⁵ In 1896 land containing the subject site was transferred to Edith Maud Bancroft.⁶

¹ Landata, Parish of Jika Jika J16(5)
² A Lemon, *The Northcote Side of the River*, p7
³ City of Darebin, www.darebin.vic.au
⁴ Certificate of Title, vol.1424/folio 284790
⁵ Record of Subdivision vol.1424/folio 284790
⁶ Certificate of Title, vol 2608/folio 521464



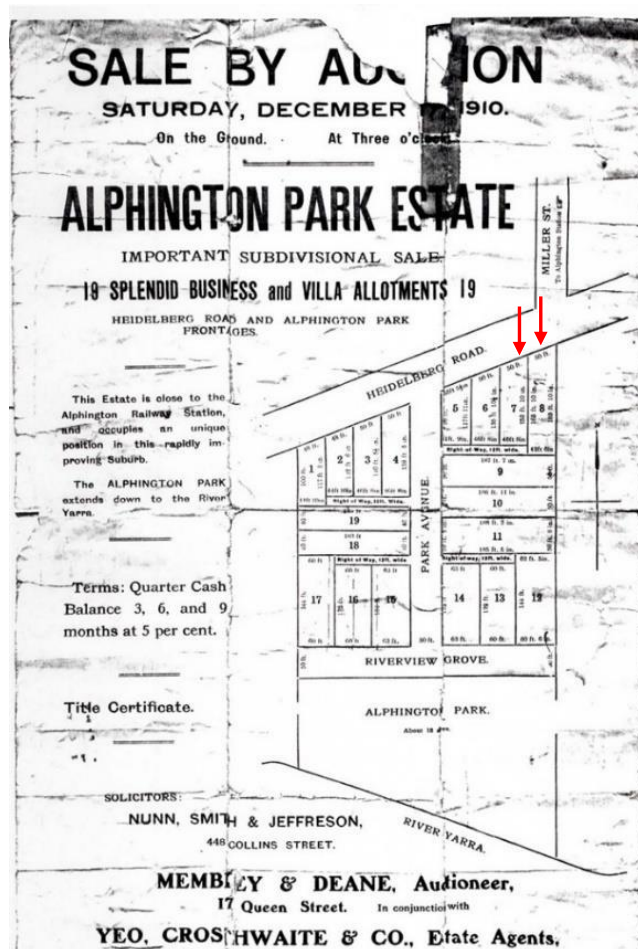
Plan of subdivision in 1885. Land including the subject site was subdivided into narrow allotments
(Source: Certificate of Title, vol.1424/folio 284790)

In 1910 the section of land between Riverview Grove and Heidelberg Road was acquired by George Robert Bennet, James Eldridge Rowe and George Washington Whitcher, and subdivided to form the 'Alphington Park Estate'.⁷

The Estate was subdivided into '19 splendid business and villa allotments'.⁸ The allotments were roughly rectangular and included eight business allotments, each with an approximately 50-foot frontage to Heidelberg Road. Part of the subject site (no. 730) formed part of allotment 7, while the remainder of the site (nos 732 and 734) comprised allotment 8, which was slightly longer.

⁷ Certificate of Title, vol.3475/folio 694831

⁸ Auction notice for Alphington Park Estate in Alphington dated 1910



Auction notice for Alphington Park Estate in Alphington dated 1910, showing eight rectangular allotments with frontage to Heidelberg Road. The approximate location of subject sites 730-734 Heidelberg Road is indicated. Alphington Village is located directly east of the estate. (Source: State Library of Victoria)

The following MMBW plan dated 1914 shows the buildings that had been constructed nearby in Alphington Village to the east of the subject site and prior to its development. Early houses and buildings were either timber or masonry (brick or stone), often with smaller outbuildings to the rear. Amongst the earliest buildings in Alphington were a general store with post office, butcher, Wesleyan Chapel, a bakery, and at least two hotels.⁹ A police station was located adjacent to the subject site. Residential development had occurred to the south of Alphington Village while a large majority of the street allotments along Heidelberg Road (including the subject sites) remained vacant.¹⁰

⁹ A Lemon, *The Northcote Side of the River*, p48

¹⁰ 1914 MMBW Detail Plan 1317

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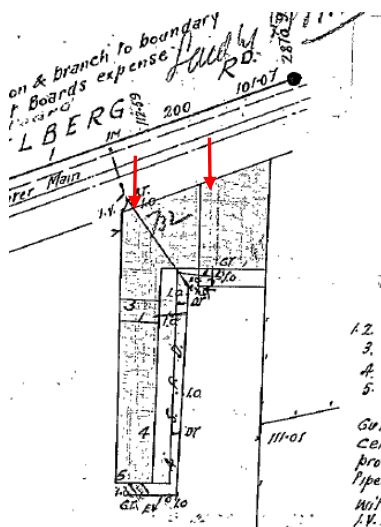


1914 MMBW Detail Plan 1318

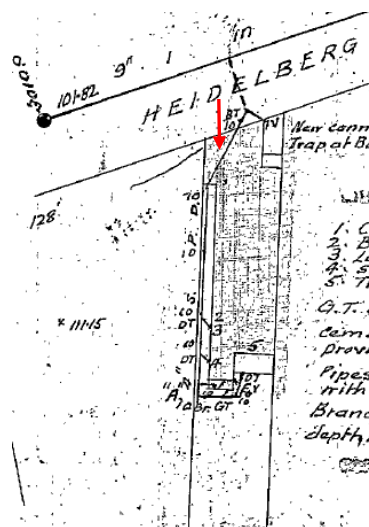
Showing the Alphonso Village at the east end of Heidelberg Road - about Yarralea Street, Alphonso. The approximate boundaries of the subject site is indicated and the sites are vacant. The police station is indicated by an arrow. (Source: SLV)

In 1916 allotment 8 (nos 732 and 734) was acquired by Thomas Trevena, tailor, which included the right of carriage way to the south of the site.¹¹ Nos 732 and 734 had been constructed by 1923.¹² Both buildings were roughly square in footprint with a chamfered corner however no. 732 included a narrow section that extended to the rear of the site.

The subject building at no. 730 had been constructed by 1924 and had a long narrow rectangular footprint with a stepped section, providing side access.¹³ All three building footprints are similar to the extant footprints on the site.



Plan of nos 732 & 734 dated 1923. The building footprint is almost identical to the extant buildings
(Source: Yarra Valley Water, Plan No. 131291-2)



Plan of no. 730 dated 1924. The building footprint is almost identical to the extant buildings
(Source: Yarra Valley Water, Plan No. 136627-6)

¹¹ Certificate of Title, vol.3966/folio 793102
¹² Yarra Valley Water, Plan No. 131291-2 dated 1923
¹³ Yarra Valley Water, Plan No. 136627-6 dated 1924

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In 1924 the subject shops were occupied by various commercial businesses. Bootmaker, E J March is listed as occupying no. 730 from 1924-31 and no. 734 from 1933 until at least 1960.¹⁴ Ironmongers and estate agents appear to have occupied no. 732 in 1924 and 1925 and news agency G E A Richardson, appear to have occupied no. 734 in 1926 and 1927.¹⁵ Small commercial businesses continued to operate from the subject sites throughout the 1930s. A Nicholes, a tailor, occupied no. 732 from 1931 to 1933 and the adjacent site at no. 730 from 1935 to 1945.¹⁶

The subject buildings are evident in a 1945 aerial. A hipped gable roof as well as the canopies are evident to the front of the three buildings with narrower sections and minor structures to the rear of nos 730 and 732.



Aerial photograph, December 1945. 730-734 Heidelberg Road is indicated.
(Source: Landata, Melbourne and Metropolitan Area Project, Project No. 5, Run 27, Frame 59523)

In 1948 no. 730 was transferred to Robert Dunstan McMullen, engineer and Norma Eileen Cattermole, married woman.¹⁷

In 1948 drawings for a proposed brick factory to the rear of the no. 734 were submitted to the City of the Heidelberg.¹⁸ At this time, the occupier of the building was Mr G H Bryant and the owner of the property was J P Monro.¹⁹ The factory was constructed for Goodwear Plating, an electro plating and metal polishing business, however the building no longer survives.

Circa 1968 the Alphington Post Office was relocated to no. 730.²⁰ A historic photograph dated 1968 shows the unpainted brick parapet, canopy, shopfront configuration and wall tiles.²¹ In 2010 no. 730 was subdivided into two lots, no. 730 (front shop) and no. 730A (rear lot including side access). No. 730 continues to function as a Post Office.

¹⁴ Sands & McDougall directory, various. E J March is listed as occupying no. 359 from 1924-1931. In 1933 the street numbers are modified and March occupies the subject site at no. 730.

¹⁵ In 1924, ironmonger R S Witcher occupies no. 357 and Land & estate agents occupy no. 357a. G E A Richardson occupies no. 355.

¹⁶ Sands & McDougall directory, various. In 1931 A Nicholes occupies no. 357 which is listed as no. 732 in 1933.

¹⁷ Certificate of Title, vol.7554/folio 047

¹⁸ VPRS 010150, P 0000, Unit 000114

¹⁹ VPRS 010150, P 0000, Unit 000114

²⁰ Sands & McDougall directory, 1970, p5. The Alphington Post Office occupied 724 Heidelberg Road from at least 1942 to circa 1968.

²¹ B5919, 20, NAA



1968 - No. 730 (Alphington Post Office) and adjacent side access (front of 730A).
(Source: B5919, 20, NAA)

Thomas Duff & Bros. Pty Ltd.

Thomas Duff & Bros., was a family enterprise and one of Melbourne's well-known shopfitters, operating from circa 1910 until at least 1942.²² Duff operated from West Melbourne in the 1920s, relocating to Port Melbourne in the 1930s and North Melbourne in the early 1940s. They manufactured a variety of shop fittings including 'partitions, desks, chairs, tables, screens, showcases, shopfronts, etc.' Duff are responsible for the remodelling of the London Stores at the corner of Elizabeth and Bourke Streets, renovated at the end of the 1930s. The substantial shopfronts featured large display windows that integrated recent lighting methods.²³ Thomas Duff died in May 1921 at his residence in Carlisle Street, Balclutha.²⁴

Thematic Context/Comparative Analysis

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8 (revised May 2017)
- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 7: Individually significant places not from the main development era (revised May 2008)
- City of Yarra Heritage Review (Allom Lovell and Associates, 1998)
- City of Northcote Urban Conservation Study (Graeme Butler, revised February 1983)

Known comparable places in the City of Yarra

Interwar period shops have not been well assessed across the municipality as many such buildings are located within precincts whose significance primarily relates to the late 19th century (Victorian) and possibly early 20th century (Federation) phases of development and so have tended to be graded non-contributory.

- 207 Bridge Road, Richmond (part of HO310, Bridge Road Precinct). Not contributory. Constructed in 1930, the single storey brick shop has an altered shopfront though the Roman brown brick pier is intact.
- 160 Johnston Street, Collingwood (part of HO324, Johnston Street Precinct). Not contributory. The single storey brick, paired shops have a stepped parapet and recessed shopfronts. The shops are largely intact.

²² Sands & McDougall directory, various; Sands & McDougall directory, various; Sands & McDougall directory, 1942, p2173

²³ 'Building and Architecture: Modern Shopfronts,' Age, 26 December 1929, p4

²⁴ Herald, 13 January 1922, p10

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Other municipalities

- 684-690 High Street, Reservoir (part of High Street (Reservoir) Commercial Precinct, City of Darebin). Contributory.
Constructed in 1928, the Interwar period group of shops have original parapets. No. 682 has an original recessed shopfront.

Condition

Good

Integrity

Mostly intact

Previous Assessment

N/A

Heritage Overlay Schedule Controls

External Paint Controls	Yes
Internal Alteration Controls	No
Tree Controls	No
Outbuildings and/or Fences	No

Extent of Heritage Overlay

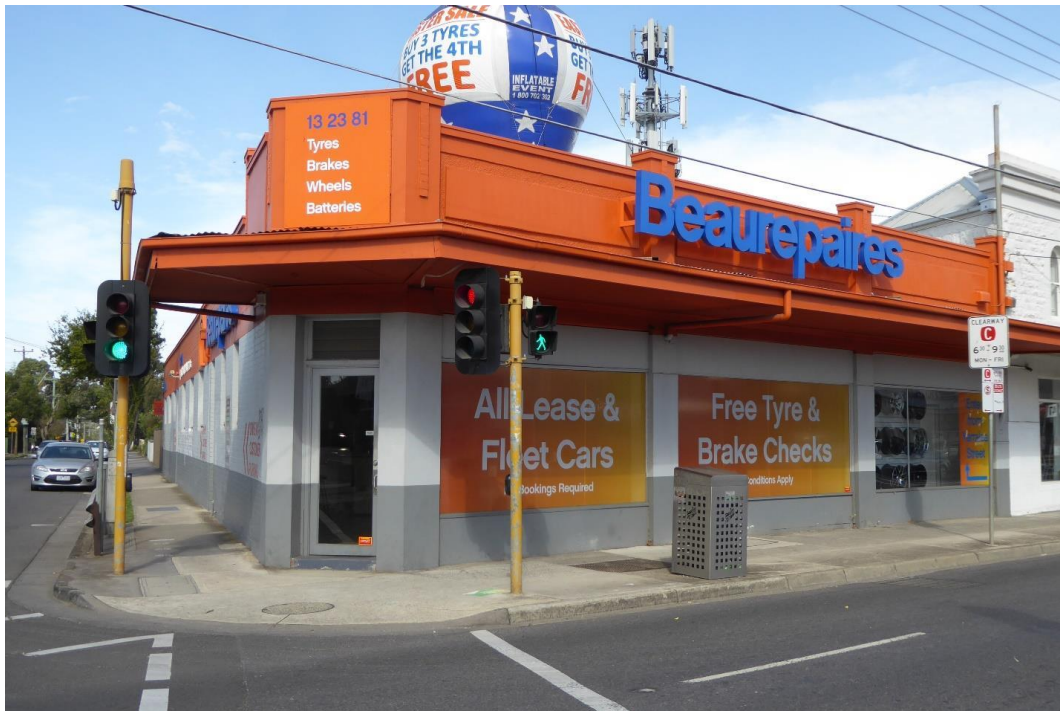
The proposed extent of the heritage overlay would be the parcels of land associated with 730, 730A, 732 and 734 Heidelberg Road, Alphington.



Recommended extent of heritage overlay
(Source: Nearmap 2019)

A. COOPER KNITTING FACTORY (FORMER)

Address	760-764 Heidelberg Road, Alphington
Significance	Local
Construction Dates	1922 (front part), 1930s-1940s additions
Period	Interwar
Date Inspected	Early 2019



Statement of Significance

What is Significant?

The single storey brick building at 760-764 Heidelberg Road, Alphington, constructed 1922, with additions made during the late 1930s and early 1940s.

Significant aspects include the Heidelberg Road and Yarralea Street facades including brick parapet, visible gable roof sections (primarily to the east side), chamfered corner entrance, concrete lintels, pattern of openings and shopfronts, canopy, and remnant wall moulding (west end of north elevation).

How is it Significant?

The single storey building at 760-764 Heidelberg Road, Alphington – the former A. Cooper Knitting factory – is of local historical and aesthetic significance to the City of Yarra.

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Why is it Significant?

Initially constructed as three premises in 1922, the single storey building at 760-764 Heidelberg Road, Alphington was expanded and later consolidated by A. Cooper Knitting Manufacturer. It is representative of the commercial and industrial development that occurred during the Interwar period along Heidelberg Road, and in particular was one of a few knitting enterprises that were established along Heidelberg Road at this time. The rapid expansion of the building during the late 1930s and early 1940s is indicative of the important role of the local knitting industry during WWII. (Criterion A)

The single storey building is aesthetically significant as an intact example of an Interwar period building constructed on a prominent corner site. The brick building is distinguished by its parapet and projecting piers articulated with a combination of smooth and roughcast render contrasting with variations in the brickwork. The original pattern of openings, shopfront division, and canopy remains mostly intact. (Criterion E)

Description

The single storey brick building is located on the corner of Heidelberg Road and Yarralea Street. The entrance is located at the chamfered north-east corner. The building consists of various roof sections indicating some staged construction on the site and typically clad with metal sheeting.

A brick parapet extends the length of the Heidelberg Road facade with a partial return to Yarralea Street and its detailing is indicative of Interwar period design. It is divided into three sections (relating to the original three premises) defined by capped brick piers. The parapet has been overpainted but the original format of contrasting materials and textures remains evident (refer historic photograph below) – red brick against grey smooth and roughcast render. The piers mostly have a smooth rendered finish with a central brick strap and the intervening areas are mostly roughcast render (the panels are fixed over) defined by a soldier brick course above (but below the rendered parapet edge) and stretcher courses below (the upper one of which is projecting). Similar detailing is evident to the lower short return on Yarralea Street however the parapet to the chamfered corner is differentiated by having a smooth rendered finish.



Heidelberg Road (north) elevation



Yarralea Street (east) elevation

The shopfronts are typical of the Interwar period and consist of a recessed entry, large shopfront windows with lower masonry stallboard, framing with highlights (often overpainted) and a cantilevered awning, whose soffit is lined with a narrow corrugated sheet metal. The outermost windows on the Heidelberg façade retain curved sections of timber mouldings (possibly original) and there is an original section of moulded tiling to the pier/wall at the west end of the façade.

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Yarralea Street (east) elevation – parapet detailing



Yarralea Street (east) elevation

The Yarralea Street elevation has a much lower parapet so that the long gable roof section, clad in corrugated sheet metal, is widely visible. The brick walls in stretcher bond are painted and a concrete lintel extends above all the openings except for the vehicular entry at the southern end.

The regular pattern of openings remains intact consisting of two doorways and several windows. To the north end, there are timber windows with brick sills though at the southern end the windows have been truncated and glass bricks have been introduced. The doorways have a toplight and largely glazed timber-framed door. The extant joinery to the windows and doors are likely not original but possibly indicative of the original types.

History

The subject site formed part of Crown Portion 120, Parish of Jika Jika, comprised of 122 acres purchased by Sydney based merchant Charles William Roemer in 1840.¹ It was one of several similarly narrow allotments with frontages to the nearby creeks and the Yarra River.² The rich soil, topography of the land, and close proximity to the Yarra River was considered desirable.³ Heidelberg Road was located to the south of the allotments and was developed along the line of an earlier track leading to Heidelberg. The road served as an early transport route for those travelling to and from Heidelberg and includes sections of what is now Fairfield and Alphington.

Development along Heidelberg Road remained sparsely settled.⁴ Alphington Village was established by William Montagu Manning (Solicitor General of Sydney) who acquired Roemer's original Crown Allotment 120 in 1852 and, seeing potential for a resting place on the way to Heidelberg, subdivided the land into 130 lots of varying sizes, including provision for shops on both sides of Heidelberg Road.

From 1853, lots from the 'Alphington Estate' were offered for sale. The land was slow to sell however, with only 16 sales by the end of 1856. Amongst the earliest buildings in Alphington were a general store with post office, a bakery, and at least two hotels. The former butcher shop at 756-8 Heidelberg Road was built circa 1860 and is the oldest surviving commercial building of the original Alphington Village. The Wesleyan Chapel constructed circa 1859 on the north side of Heidelberg Road also remains.

A building had been erected on the subject site by 1887 and was acquired by storekeeper, John McKillop who continued to occupy the building until at least 1900.⁵ That same year, land to the south of Alphington Village was subdivided and advertised as Knockando Estate which comprised of '58 splendid villa sites.'⁶ The following auction notice shows the subdivision and buildings in Alphington Village about Yarralea Street. The village catered to travellers as well as local residents and consisted of

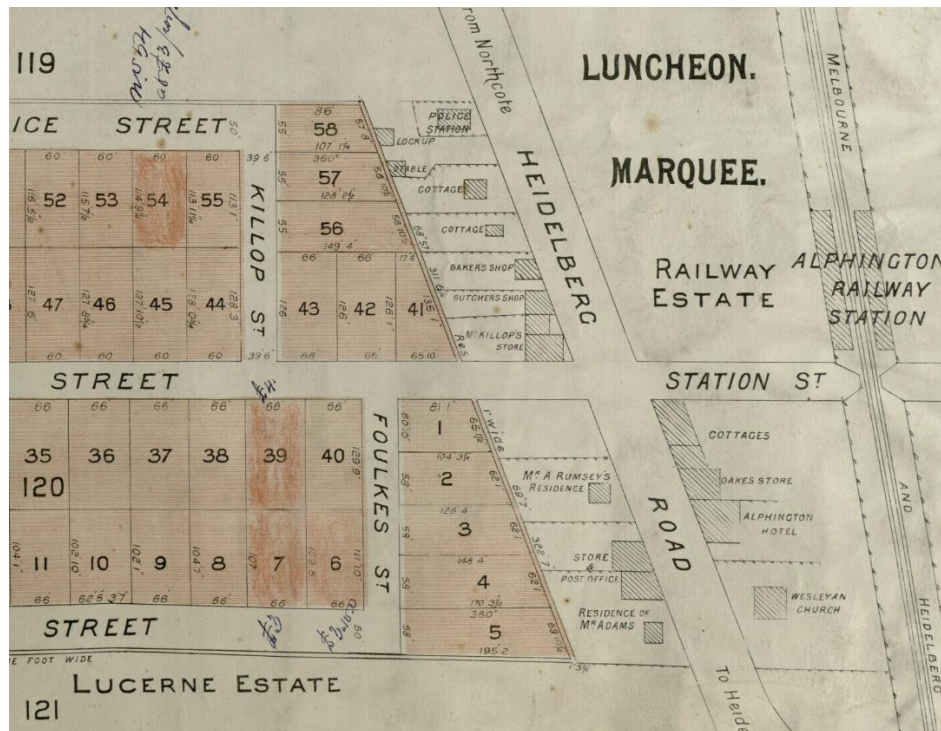
- ¹ Landata, Parish of Jika Jika J16(5)
- ² A Lemon, The Northcote Side of the River, p7
- ³ City of Darebin, www.darebin.vic.gov.au
- ⁴ A Lemon, The Northcote Side of the River, p50
- ⁵ Auction Notice dated 1887, State Library of Victoria; Certificate of Title, vol.1886/folio 096, 1st edition – McKillop died in 1902; Sands & McDougall directory, 1900, p80
- ⁶ Auction Notice dated 1887, State Library of Victoria

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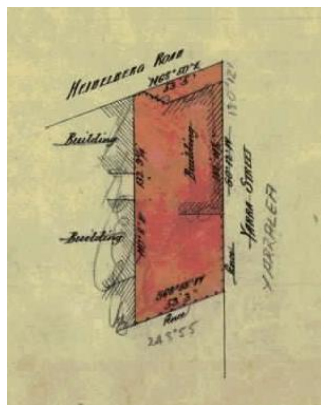
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several small shops including a baker, butcher, store, small cottages and residences. There was also a police station, post office, Alphington Hotel and the Wesleyan Church.



Extract from an auction notice for Knockando Estate in Alphington dated 1887, showing the development existing along Heidelberg Rd at that time. Yarra Street is to the centre of the image and Lucerne Estate is to the bottom of the image.
(Source: State Library of Victoria)

An 1887 plan provides further detail about the subject site. The Heidelberg Road frontage measured about 53.5 feet while the Yarra Street (now Yarralea Street) frontage measured 160 feet. McKillop's store is positioned at the front of the site and has an angled street façade. The extant former butcher shop is also evident.



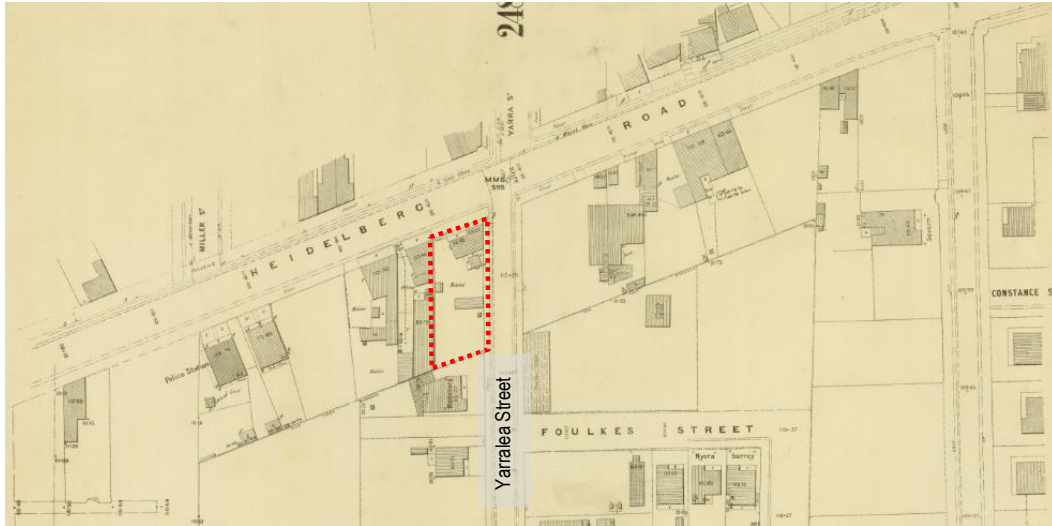
Plan of the subject site in 1887
(Source: Certificate of Title, Vol.1886 Fol. 096)

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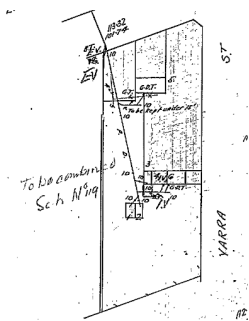
By 1914 some of the buildings on the south side of Alphington Village had been demolished. Some buildings such as the former butcher shop remained with additional structures constructed to the rear. The earlier McKillop's store at the subject site had been demolished and replaced with several timber buildings with verandahs, fronting Heidelberg Road.⁷ Smaller timber structures were situated in the middle of the site.



1914 MMBW Detail Plan 1318 showing Alphington Village at the east end of Heidelberg Road - about Yarralea Street, Alphington. The subject site is indicated and consists of several timber structures. (Source: SLV)

Grocer, Mrs Mary Kennedy, occupied the subject site from at least 1916 to 1921 at which stage it was transferred to James Ryan, a hotelkeeper of Heidelberg Road.⁸ James Ryan, hairdresser and tobacconist, was listed at the site in 1922 (then no. 383).⁹

In September 1922, Henry Thomas Rust – a farmer residing nearby at 19 Yarra Street, Alphington – acquired the site.¹⁰ It is not certain whether Ryan or Rust redeveloped the site, but at this time the original timber structures were replaced by the front part of the extant building, which was then comprised of three sections – two small premises and a larger corner premises (refer following).



Property Sewerage Plan dated September 1922. The footprints of the three original shops are outlined. (Source: Yarra Valley Water, Plan No. 101207-3)

⁷ MMBW Detail Plan No. 1318, dated 1914.

⁸ Certificate of Title, vol. 1886/folio 096; Sands & McDougall directory, 1916-1921. The subject site is listed as no. 383.

⁹ Sands & McDougall directory, 1922-1923

¹⁰ Certificate of Title, vol. 1886/folio 096, 1st edition

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In 1923, H T Rust was identified at the site as a hairdresser and tobacconist (possibly an error) and in 1924, H T Rust was listed again as such, in addition to an adjoining unnumbered premises with a draper, John Foley. In 1925, H T Rust was identified as an estate agent at no. 381 as well as A Leithoff, hairdresser and tobacconist, and Phillip V McGavin, billiard saloon, both at no. 383.¹¹ A year prior, a billiard license had been transferred from Rust to McGavin.¹² The billiard saloon continued to operate at the site until 1931.¹³

By the early 1920s the Fairfield-Alphington region had experienced a steady increase in the number of residential and commercial buildings. The south side consisted of a combination of primarily small commercial premises, including grocers, cycle builders, a confectioner, and a bootmaker, with some residential buildings.¹⁴ During the 1920s to early 1930, other occupants at the site included a bootmaker and fruiterer.¹⁵ From about 1935 to 1965 the shop at no. 760 was leased to several boot repairers including F Fletcher from circa 1935 to 1950. The central shop at no. 762 was leased to a confectioner, Mrs D Stevens in 1938 before operating as a cake shop from circa 1942 to 1955.

In June 1938, Hilda Mary Cooper of Cedric Street, Ivanhoe acquired the site.¹⁶ From that time until circa 1970, the corner premises at no. 764 was occupied by knitted goods manufacturer, A. Cooper. For over a decade though (from 1938 to 1950) it seemed to also accommodate a hairdresser.¹⁷ In April 1939, the A T Cooper and Co P/L – 'knitting mill proprietor and manufacturers of woollen goods and warehouseman' – was established with £3000 capital. The two subscribers were Alan T Cooper, manufacturer of 16 Station Street, Aspendale and Robert N Vreland, solicitor of 430 Little Collins Street, Melbourne.¹⁸ In the 1937, Alan Theophilus Cooper had been identified as a mechanic living in Cedric Street, Ivanhoe, in the same street/at the same address as Hilda Mary.¹⁹

The late 1930s saw an increase in wool textile manufacturing in a bid to aid in Australia's war effort.²⁰ Local woollen mills intensified production to meet the demand for woollen goods such as blankets, rugs, hosiery and other knitted goods. It is not known what products the newly created company of A. Cooper sold however his business would have been impacted by the wartime demands that were placed on the textile industry. By 1940 Cooper had expanded their knitting manufacturing business and a narrow building was constructed on the south half of the site.²¹

By 1945 Cooper had further expanded, as evident in a historic aerial.²² The rear building had been extended north to form the extant gable roof on the east side of the site and a smaller building had been constructed in the south west corner of the site. The gable roof, skillion roof and street canopies of the three shops in the north part of the site are also evident.

¹¹ Sands & McDougall directory, note that the listings were typically delayed by a year

¹² 'Law Notices', *Age*, 14 March 1924, p6

¹³ Sands & McDougall directory, 1925-1933. In 1933 the building is renumbered as no. 764.

¹⁴ Sands & McDougall directory, 1919, p104

¹⁵ Sands & McDougall directory, 1922, p96

¹⁶ Certificate of Title, vol.1886/folio 096, 1st edition

¹⁷ Sands & McDougall directory, 1938, 1945

¹⁸ 'New Companies', *Herald*, 29 April 1939, p2

¹⁹ Electoral Role 1937, subdivision of Ivanhoe, p19

²⁰ 'Local woollen mills helping in war effort.' *Herald*, 22 June 1940, p6

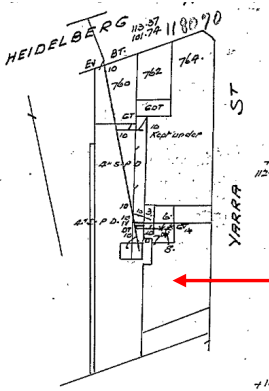
²¹ Yarra Valley Water, Property Sewerage Plan, Plan No. 101207-0

²² Landata, Melbourne and Metropolitan Area Project, Project No. 5, Run 27, Frame 59523, 1945

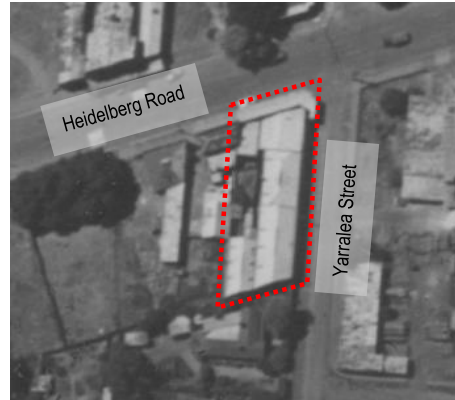
Ordinary Council Meeting Agenda - 8 April 2025

Heidelberg Road Heritage Review 2019 – City of Yarra

Appendix A: Citation no. 3



The Property Sewerage Plan dated 1940 shows a second building was constructed to the rear of the site indicating the expansion of knitted goods manufacturer, A T Cooper Pty Ltd.
(Source: Yarra Valley Water, Plan No. 101207-0)



An aerial photograph dated December 1945
(Source: Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523)

In 1952, ownership of the site was transferred to A T Cooper & Company P/L, who retained it until 1969, when it was sold to Lawrence Valentine Rigby, used car proprietor and Doreen Muriel Rigby.²³ In 1970, A T Cooper, drapers were listed at no. 760 with TAB of Victoria at no. 762 and State Savings Bank (SSB) at no. 764. Both TAB and SSB were listed in 1974 but Cooper was not listed at no. 760.²⁴

Subsequently the three premises have been consolidated and the Heidelberg Road shopfront entrances modified. Despite changes to the original shopfronts, the division of the three premises and early timber mouldings remain. Toplights are likely concealed by extant sheeting and other early building fabric beyond this may survive.

A historic photograph dated 1982 shows the original presentation of the parapet. Render with contrasting red brick soldier course detail is evident below the parapet edge.²⁵



Photograph dated 1982 showing original presentation of parapets
(Source: Darebin Archives LHRN3652)

²³ Certificate of Title, vol.1886/folio 096, 1st and 2nd editions

²⁴ Sands & McDougall directory, 1974, p11

²⁵ A soldier course is a set of bricks laid vertically with the narrow face exposed.

Thematic Context/Comparative Analysis

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8 (revised May 2017)
- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 7: Individually significant places not from the main development era (revised May 2008)
- City of Yarra Heritage Review (Allom Lovell and Associates, 1998)
- City of Northcote Urban Conservation Study (Graeme Butler, revised February 1983)

Known comparable places in the City of Glen Eira

To date, many Interwar period factories and warehouses that have been included as an individual overlay consist of iconic landmark factories or complexes that are often built on a much larger scale than the subject building:

- Dimmeys, 140-160 Swan Street, Cremorne (HO335). The grand two storey drapery store was built in stages between 1907 and 1918 and extended in 1986. The brick building was designed in the American Romanesque style by notable architects H W & F B Tompkins and consists of large plate glass windows (that have replaced original display cases at ground floor) and a four storey clock tower surmounted by a dome.²⁶ The ground floor functions as a showroom, similar to the subject building.
- Rosella Factory Complex Precinct, 57 & 64 Balmain Street, Cremorne (HO349). The Rosella complex was designed by architect J E Burke and established in 1905 with subsequent buildings constructed during the 1920s. Elements include parapets and saw-tooth roofs, large window openings at street level (previously with multi-paned glazing) rendered concrete lintels and a combination of timber and steel-framed doors and windows.²⁷

Interwar period factories/warehouses/showrooms have also been included as individually significant or contributory buildings within precincts:

- MacRobertson Pty Ltd, confectionary works offices, former, 214 Argyle Street, Fitzroy (part of HO334 South Fitzroy Precinct). The single storey factory building was constructed in 1937 for manufacturer MacRobertson Pty. Ltd. Designed in the Moderne style the rendered façade features a banded parapet, overpainted brick work detailing and large steel framed multi-paned windows.
- London Baby Carriage Manufacturers Pty Ltd, Factory and showroom, 151-161 Bridge Road, Richmond (part of HO310 Bridge Road Precinct). The factory and showroom was built in 1941 for Hilda and Ruby Wrixon and is located on a corner site. The single storey brick building was designed in the Moderne style and features a parapet with horizontal banding which has been painted. The street façade consists of large expansive window openings.
- 33 Spensley Street, Clifton Hill (part of HO316, Clifton Hill East Heritage Overlay). Not significant. Brick factory/warehouse, now units constructed in 1925. Façade largely intact.
- Pelaco Factory (& Sign), Former, 21-31 Goodwood Street, Richmond (part of HO332C Richmond Hill Precinct). Individually significant. Large industrial complex associated with Australian shirt manufacturer, Pelaco constructed circa 1922. The utilitarian four storey brick building consists of a rendered upper floor, large steel framed windows and an early neon sign\

Condition

Good

Integrity

Mostly intact

Previous Assessment

N/A

²⁶ Statement of Significance, Dimmeys, VHD.

²⁷ Statement of Significance, Rosella Factory Complex Precinct, VHD.

Heritage Overlay Schedule Controls

External Paint Controls	Yes
Internal Alteration Controls	No
Tree Controls	No
Outbuildings and/or Fences	No

Extent of Heritage Overlay

The proposed extent of the heritage overlay would be the parcel of land associated with 760-764 Heidelberg Road, Alphington



Recommended extent of heritage overlay
(Source: Nearmap 2019)

The logo for Traffix Group, featuring the company name in a white, sans-serif font. The background of the entire slide is a dark blue with a pattern of lighter blue diagonal stripes and a large, stylized white 'T' shape.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield / Alphington

Prepared for
City of Yarra

November 2019

G27460R-01B

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Heidelberg Road, Fairfield/Alphington

Document Control

Our Reference: G27460R-01B

Issue No.	Type	Date	Prepared By	Approved By
A	Draft	25/11/19	M. Woollard	L. Furness
B	Final	22/11/2019	M. Woollard	L. Furness

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1. Introduction

Yarra City Council has completed a Built Form Framework study for the Heidelberg Road Corridor in Fairfield and Alphington. This Built Form Framework defines the preferred future built form character of the precincts and include principles, guidelines and requirements to guide future development and to manage the level of change. Importantly, this framework will inform the preparation of Design and Development Overlay (DDO) controls and policy for the area.

The study area is detailed in the following figure, as set out within the Urban Design Strategy – Summary Plan (prepared by Hodyl & Co), and comprises Heidelberg Road between Merri Creek and Darebin Creek, development/access to C1Z, C2Z and MUZ areas on the south side of Heidelberg Road (the Yarra CC side of the road) as well as impacts to the adjacent local road network. We note that the study area does not include the Former Alphington Paper Mill Site.



The current use of the land within the study area is currently predominantly commercial in nature. This will change towards a greater proportion of residential development within the commercially zoned land.

The likely increase in residential development throughout the area poses transport challenges for all modes along the Heidelberg Road Corridor and the immediate area. Specific issues which have arisen as part of the local area plan insofar as they relate to transport matters include:

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- The increase in overall traffic movements is likely to exacerbate existing issues, including potentially increasing conflicts with other vulnerable road users, increase to bus travel times. The development of the Alphington Paper Mill site is likely to further exacerbate these issues.
- The limited bus operating times, lack of bus shelters and lack of priority movements along Heidelberg Road and at intersections are likely detractors from utilising bus services.
- Inconsistent, shared nature and non-existent provision of bicycle lanes along Heidelberg Road through the precinct discourages bicycle riders (particularly less confident riders).
- A lack of separation from fast moving traffic, lack of crossing opportunities and short traffic light cycles and associated long waiting times for pedestrians make walking less attractive, limit accessibility to services and reduce the potential synergies between businesses on either side of Heidelberg Road.
- Uncertainty with regard to the intention of the Public Acquisition Overlay to potentially widen Heidelberg Road.
- Challenges with regard to vehicle access to potential development sites which do not have frontages to local roads or laneways.

While the traffic impacts of growth along the Heidelberg Road Corridor is acknowledged as a consideration, there is strategic policy support to facilitate increased commercial and residential development in this area. In considering the planning of similar centres across Melbourne, Planning Panels have acknowledged that “future congestion should not stifle development” and the “challenge of managing the road network should not prevent the Amendment from progressing”.

It is important that this project recognises the network constraints, the strong strategic support for development in the precinct, and the approach of Planning Panels in the discussion and advice on the future traffic conditions and future performance of Heidelberg Road and the local road network. In particular, this project must help to ensure that future consideration of traffic issues is focused on how best to manage the impacts of future development through improved access arrangements and measures to promote sustainable and active modes of travel through new development.

Traffic Group has been engaged by Yarra City Council to undertake a high level assessment of the future traffic conditions and performance of Heidelberg Road and the local street network taking into account the planned future development, prepare access and movement plans and provide input into the content of the future Design and Development Overlay to facilitate appropriate access and movement throughout the Heidelberg Road Corridor. The objective of the access and movement plans and the DDO is to facilitate ‘best practice’ access controls to properties abutting Heidelberg Road.

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2. Scope & Methodology

The purpose of this study is to provide:

- a high level assessment of the future traffic conditions and performance of Heidelberg Road and local street network, with the planned future development,
- access and movement plan for the study area showing the location and form of new, altered and retained access arrangements and laneways required to provide appropriate access to future developments,
- advice on the content of the future Design and Development Overlay to facilitate appropriate access and movement through new development, and
- undertake a review of the existing public transport, bicycle and pedestrian considerations and infrastructure within the study area.

2.1. Methodology

The adopted methodology for undertaking this study was as follows:

- Undertake a case study of Victoria Street, which is a similar nearby inner urban area which has experienced significant growth in residential development along the corridor over the past 10 years, focusing on the “before” and “after” data for key transport measures, including traffic volumes, bicycle usage and public transport changes.
- Use the Victoria Street example as a basis for assessing the potential impacts additional development may have on the transport network, including the network performance of Heidelberg Road and the local road network as well as increased public transport use and the like.
- Undertake thorough site inspections of the entire study area to document and map:
 - existing access arrangements for each individual property,
 - existing traffic management treatments for all arterial and local roads and laneways/carriageway easements within the study area,
 - existing configuration of each road and laneway/carriageway easement within the study area (including carriageway width and road reservation width), and
 - foreseeable access constraints to each individual property should development occur.
- Liaise with representatives from Council to understand the relevant concerns and desirable access outcomes having regard to the potential impact on the safety and efficiency of the road network.
- Prepare “access” maps showing the preferred location and form of new, altered and retained access arrangements and laneways required to provide appropriate access to future developments, in consultation with Council.
- Review the traffic engineering and transport aspects of the future Design and Development Overlay, which sets out design objectives and outcomes, permit application requirements, and decision guidelines for assessing future planning permit applications, based on the desired access outcomes for future development.

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2.2. Reference documents

The following reference documents were used in relation to this assessment

- Heidelberg Road Built Form Framework, Urban Context Analysis - Part 1, prepared by Hodyl & Co (dated September, 2019),
- Heidelberg Road Built Form Framework, Design Strategy & Recommendations - Part 2, prepared by Hodyl & Co (dated September, 2019),
- Heidelberg Road Corridor – Background Issues and Discussion Paper (dated 10th September, 2019),
- Heidelberg Road Corridor Draft Local Area Plan (dated 15th August, 2019), and
- Heidelberg Road – Transport Relevant Sections of proposed interim Design and Development Overlay.

3. Policy Context

3.1. Plan Melbourne 2017-2050

Plan Melbourne is the State Government plan that will guide the growth of Melbourne city for the next 35 years. It sets the strategy for supporting jobs, housing and transport, while building on Melbourne's legacy of distinctiveness, liveability and sustainability.

The plan includes a number of key transport and urban planning objectives that are relevant to the Heidelberg Road Corridor. The most relevant objectives are listed in the table below.

Table 1: Key Objectives of Plan Melbourne in relation to the Heidelberg Road Corridor

Outcome	Directions	Policy
Outcome 2 Melbourne provides housing choice in locations close to jobs and services.	Manage the supply of new housing in the right locations to meet population growth and create a sustainable city.	Facilitate an increased percentage of new housing in established areas to create a city of 20-minute neighbourhoods close to existing services, jobs and public transport.
	Deliver more housing closer to jobs and public transport.	Facilitate well-designed, high-density residential developments that support a vibrant public realm in Melbourne's central city. Direct new housing and mixed-use development to urban renewal precincts and sites across Melbourne. Support new housing in activity centres and other places that offer good access to jobs, services and public transport Provide support and guidance for greyfield areas to deliver more housing choice and diversity.

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Outcome	Directions	Policy
Outcome 3 Melbourne has an integrated transport system that connects people to jobs and services and goods to market.	Transform Melbourne's transport system to support a productive city.	Provide high-quality public transport access to job-rich areas. Improve arterial road connections across Melbourne for all road users. Provide guidance and certainty for land use and transport development through the Principal Public Transport Network and the Principal Freight Network. Improve the efficiency of the motorway network. Support cycling for commuting.
	Improve local travel options to support 20-minute neighbourhoods.	Create pedestrian-friendly neighbourhoods. Create a network of cycling links for local trips. Improve local transport choices.
Outcome 5 Melbourne is a city of inclusive, vibrant and healthy neighbourhoods.	Create a city of 20-minute neighbourhoods.	Create mixed-use neighbourhoods at varying densities. Support a network of vibrant neighbourhood activity centres.
	Create neighbourhoods that support safe communities and healthy lifestyles.	Improve neighbourhoods to enable walking and cycling as a part of daily life.

3.2. State Planning Policy Framework (SPPF)

Clause 18 of the SPPF details state-wide objectives, strategies and policy guidelines relating to transport, including land use and transport planning, the transport system, walking, cycling, the principal public transport network, management of the road system, car parking ports, airports and freights.

The SPPF Transport objectives that are relevant to Yarra are set out in Table 2 below.

Table 2: SPPF Transport Objectives

Clause	Objectives
18.01-1 Land Use and Transport Planning	To create a safe and sustainable transport system by integrating land-use and transport.
18.01-2S Transport System	To coordinate development of all transport modes to provide a comprehensive transport system.
18.02-1S Sustainable Personal Transport	To promote the use of sustainable personal transport.
18.02-2S Cycling	To integrate planning for cycling with land use and development planning and encourage as alternative modes of travel.

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Clause	Objectives
18.02-2R Principal Public Transport Network	To upgrade and develop the Principal Public Transport Network and local public transport services in Metropolitan Melbourne to connect activity centres, link activities in employment corridors and link Melbourne to the regional cities.
18.02-3S Management of the Road System	To manage the road system to achieve integration, choice and balance by developing an efficient and safe network and making the most of existing infrastructure.
18.02-4S Car Parking	To ensure an adequate supply of car parking that is appropriately design and located.

Detailed state-wide requirements in relation to car parking, loading and bicycle parking are set out at Clause 52.06, 65.01 and 52.34 of the Planning Scheme respectively.

3.3. Local Planning Policy Framework

While Clause 18 sets out the state-wide planning policy in relation to transport, each Council also sets its own local policies at Clauses 20, 21 and 22 of the Planning Scheme.

Clause 21 sets out the Municipal Strategic Statement (MSS).

Clause 21.03 sets out the vision for the municipality, as follows:

Land Use

- *The City will accommodate a diverse range of people, including families, the aged, the disabled, and those who are socially or economically disadvantaged.*
- *Yarra will have increased opportunities for employment.*
- *There will be an increased provision of public open space.*
- *The complex land use mix characteristic of the inner City will provide for a range of activities to meet the needs of the community.*
- *Yarra's exciting retail strip shopping centres will provide for the needs of local residents, and attract people from across Melbourne.*

Built Form

- *Yarra's historic fabric which demonstrates the development of metropolitan Melbourne will be internationally recognised.*
- *Yarra will have a distinctive identity as a low-rise urban form, with areas of higher development and highly valued landmarks.*
- *People will safely get together and socialise in public spaces across the City.*
- *All new development will demonstrate design excellence.*

Transport

- *Local streets will be dominated by walkers and cyclists.*

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- Most people will walk, cycle and use public transport for the journey to work.

Environmental sustainability

- Buildings throughout the City will adopt state-of-the-art environmental design.
- Our natural environment will support additional species of flora and fauna.

This vision is pursued by the objectives and strategies set out in the land use, built form, transport, environmental sustainability and neighbourhood sections under Clauses 21.04-21.08.

Clause 21.06 sets out Yarra's detailed local Transport policy. The preamble states the following:

Yarra needs to reduce car dependence by promoting walking, cycling and public transport use as viable and preferable alternatives. This is also a key message of Melbourne 2030 and fundamental to the health and well-being of the community.

While the scope of the planning scheme in managing an integrated transport system is limited, Council will work towards improving the quality of walking and cycling infrastructure as a priority. Note that the term "walking" includes people who use wheelchairs.

Parking availability is important for many people, however in Yarra unrestricted car use and parking is neither practical nor achievable. Car parking will be managed to optimise its use and to encourage sustainable transport options.

The specific objectives and strategies for Transport management in Yarra are detailed in Table 3 below.

Table 3: LPPF Transport Objectives & Strategies

Clause	Objective	Strategies
21.06-1 Walking & Cycling	To provide safe and convenient pedestrian and bicycle environments.	30.1 Improve pedestrian and cycling links in association with new development where possible. 30.2 Minimise vehicle crossovers on street frontages. 30.3 Use rear laneway access to reduce vehicle crossovers.
21.06-2 Public Transport	To facilitate public transport usage.	31.1 Require new development that generates high numbers of trips to be easily accessible by public transport.
21.06-3 The Road System & Parking	To reduce the reliance on the private motor car.	32.1 Provide efficient shared parking facilities in activity centres. 32.2 Require all new large developments to prepare and implement integrated transport plans to reduce the use of private cars and to encourage walking, cycling and public transport.
	To reduce the impact of traffic.	33.1 ensure access arrangements maintain the safety and efficiency of the arterial and local road networks. 33.2 Ensure the level of service needed for new industrial and commercial operations does not

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Clause	Objective	Strategies
		prejudice the reasonable needs of existing industrial and commercial operations to access Yarra's roads.

The City of Yarra is currently undertaking a review of a number of Municipal Strategic Statement (MSS) policy themes, including Transport.

Yarra's Planning Scheme Review – Report on Findings (October 2014) sets out the following in relation to the current Transport policy in the Planning Scheme:

An effective and efficient transport network is at the heart of a vibrant, equitable and prosperous municipality. In inner city environments, the management of the limited road and transport space and resources can require balancing of a number of objectives. This is a particular challenge in Yarra, due to the travel demands generated by:

- *the strategic location of the municipality on the edge of the central city*
- *the significant and growing mobile population, and*
- *the presence and proximity of major event attractors.*

Transport is currently addressed separately in the Context and Vision provisions of the Scheme as well as in strategy at Clause 21.06. It is also addressed in some specific policies such as the parking, access and traffic provisions of Built Form and Design Policy (Clause 22.10).

The current policy expresses a preference to reduce car dependency and encourage walking, cycling and public transport use. This appears to have had some success, with Yarra having a higher bicycle use rate than other parts of Melbourne.

There are still, however, inconsistencies regarding the requirement for Green Travel Plans, the use of car share schemes and reductions or waiving of on-site car parking.

Carparking was considered a particularly contested political issue in the initial consultation; any position or strategy regarding carparking is unlikely to satisfy all stakeholders. The Parking Strategy and Local Area Transport Management Policy provides a framework for the development of local area traffic management schemes.

The Scheme would be assisted with clear direction about how Council seeks to facilitate greater use of public transport, walking and cycling, and how and in what circumstances this will translate into reduced car parking, car sharing schemes and the like. The approach should include consideration of car parking in activity centres on a precinct wide basis (rather than site-by-site) as well as strategies relating to visitor car parking and increased bicycle parking.

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3.3.1. Clause 22.07 – Development Abutting Laneways

The City of Yarra has a specific policy in relation to development abutting laneways.

The local policy identifies the need to retain existing laneways and enhance their amenity. It also states that, where appropriate, laneway access for vehicles is to be used in preference to street frontages to reduce vehicle crossovers.

Objectives

- *To provide an environment which has a feeling of safety for users of the laneway.*
- *To ensure that development along a laneway acknowledges the unique character of the laneway.*
- *To ensure that where development is accessed off a laneway, all services can be provided to the development.*
- *To ensure that development along a laneway is provided with safe pedestrian and vehicular access.*

Policy

It is policy that:

- *Where vehicular movement in the laneway is expected to cause a material traffic impact, a traffic impact assessment report be provided to demonstrate that the laneway can safely accommodate the increased traffic.*
- *Where alternative street frontage is available, pedestrian access from the street be provided.*
- *Pedestrian entries be separate from vehicle entries.*
- *Pedestrian entries be well lit to foster a sense of safety and address to a development. Existing lights may need to be realigned, or have brackets or shields attached or additional lighting may be required.*
- *Lighting be designed to avoid light spill into adjacent private open space and habitable rooms.*
- *Vehicle access be provided to ensure ingress and egress does not require multiple vehicular movements.*
- *Windows and balconies overlook laneways but do not unreasonably overlook private open space or habitable rooms on the opposite side of the laneway.*
- *Development respect the scale of the surrounding built form*
- *Development not obstruct existing access to other properties in the laneway.*
- *Doors to car storage areas (garages) not protrude into the laneway.*
- *The laneway not be used for refuse storage.*
- *All laneway upgrades which provide improved access to the development be funded by the developer.*
- *The laneway meet emergency services access requirements.*

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Relevant additional policies and studies (which do not form part of the Planning Scheme) are summarised below.

3.3.2. Council Transport Statement 2006

City of Yarra's Strategic Transport Statement 2006 sets out a clear desire to reduce car dependence in the City of Yarra by promoting walking, cycling and public transport use as viable and preferable alternatives.

The Strategic Transport Statement sets out the following hierarchy of transport modes which forms the basis for decision making and actions related to transport in the City:

1. Pedestrians (including wheelchairs and walking with prams)
2. Cyclists
3. Tram
4. Bus/train
5. Taxi users/car sharers
6. Freight vehicles
7. Motorcyclists
8. Multiple occupants local traffic
9. Single occupants local traffic
10. Multiple occupants through traffic
11. Single occupants through traffic

The vision of Council's Transport Statement 2006 is ... *"to create a city which is accessible to everyone irrespective of levels of personal mobility and where a fulfilling life can be had without the need for a car"*.

There are seven key Strategic Transport Objectives (STO) to achieve this vision.

Of particular relevance is STO 5, which is to ... *"ensure Council's response to parking demand is based on Yarra's hierarchy and sustainable transport principles"*.

3.3.3. Transport Statement Review 2012

The City of Yarra's Strategic Transport Statement was reviewed in 2012.

Relevant key actions include the following:

- *Develop guidelines for assessing planning permit applications for car parking dispensation.*
- *Develop guidelines for car share operators that address the issues of location, number of bays and signage so that operators are clear as to the process and responsibilities.*

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3.3.4. Yarra Parking Management Strategy

The Yarra Parking Management Strategy provides the framework around Yarra's policies for parking permit schemes, parking enforcement, the provision of disability access parking, managing parking around shopping strips, signage and all other parking-related issues and topics.

Council's website states that the fundamental aims of the Strategy are:

- to reduce the number of cars parking in Yarra,
- to promote public transport as an alternative to driving, and
- to ensure visitors contribute to the cost of providing Yarra's parking infrastructure.

A key aim underpinning this strategy is Council's desire to promote sustainable travel, such as cycling, walking and public transport.

Action Area 4 of Council's Parking Management Strategy is an integrated approach for Municipal Parking Strategy and in particular identifies a need to further develop Yarra's policy to provide a disincentive to car ownership and use by working with other sections of Council to promote behaviour change, sustainable transport and introduce more sustainable transport infrastructure.

3.3.5. Liveable Yarra Project

In 2015 Council undertook an extensive community engagement process known as the "Liveable Yarra Project". The consultation consisted of a number of elements including a People's Panel, Advisory Committees, and Targeted Community Workshops, and covered a range of topics, one of which was "Access and Movement".

The "engagement summary" document prepared by Capire Consulting Group (January 2016) summarised the consultation in relation to access and movement as follows:

"Access and movement received the highest number of priority votes at 64. Actions around the improvement of cycling, walking and non-automotive transport modes were strongly supported. Panel members suggested trialling street closures to "reclaim" street share for cyclists and pedestrians. The trade-off of busier arterials was seen as largely acceptable pending the trials. Panel members were very supportive of Council efforts to lobby for public transport upgrades."

The specific Access and Movement recommendations which were summarised in the "engagement summary" document are as set out in Table 4 below.

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Table 4: Summary of Parking Recommendations from Liveable Yarra Project

Action No.	Action	Support from People's Panel
1	Articulate targets for street share. Develop a municipality wide plan for transport and access.	86% support 12% not sure 2% disagree
2	Close local (residential) streets to through traffic including living streets.	36% support 48% not sure 16% disagree
3	Increase space for pedestrians and bikes, dedicated lanes/corridors. Decrease car space on the streets.	63% support 22% not sure 15% disagree
4	Require better bicycle parking as part of major development.	76% support 14% not sure 10% disagree
5	Reduce barriers that discourage riding, improve safety, connections, lighting. Council to provide additional cycling infrastructure – a comprehensive network that consistently provides a good level of service.	75% support 18% not sure 7% disagree
6	Move away from a “predict and provide” approach to providing car parking in new development.	86% support 12% not sure 2% disagree
7	Continue to work with State Government to improve performance of current public transport infrastructure assets.	36% support 48% not sure 16% disagree
8	Continue lobbying for improved public transport (new infrastructure and services).	63% support 22% not sure 15% disagree

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4. Existing Conditions

4.1. Study Area

The study area extends for an approximately 1.2km long section of Heidelberg Road between Yarra Bend Road and Como Street as shown in the locality plan provided on the following page at Figure 1. The total study area is spread out along this stretch of Heidelberg Road and comprises of 4 precincts (Precincts 1, 2, 3a and 3b). The study area straddles City of Yarra and City of Darebin with Heidelberg Road separating the two municipalities.

Land within the study area is generally zoned either 'Commercial 1 Zone' or 'Commercial 2 Zone', as detailed in the Land Use Zoning Map at Figure 2.

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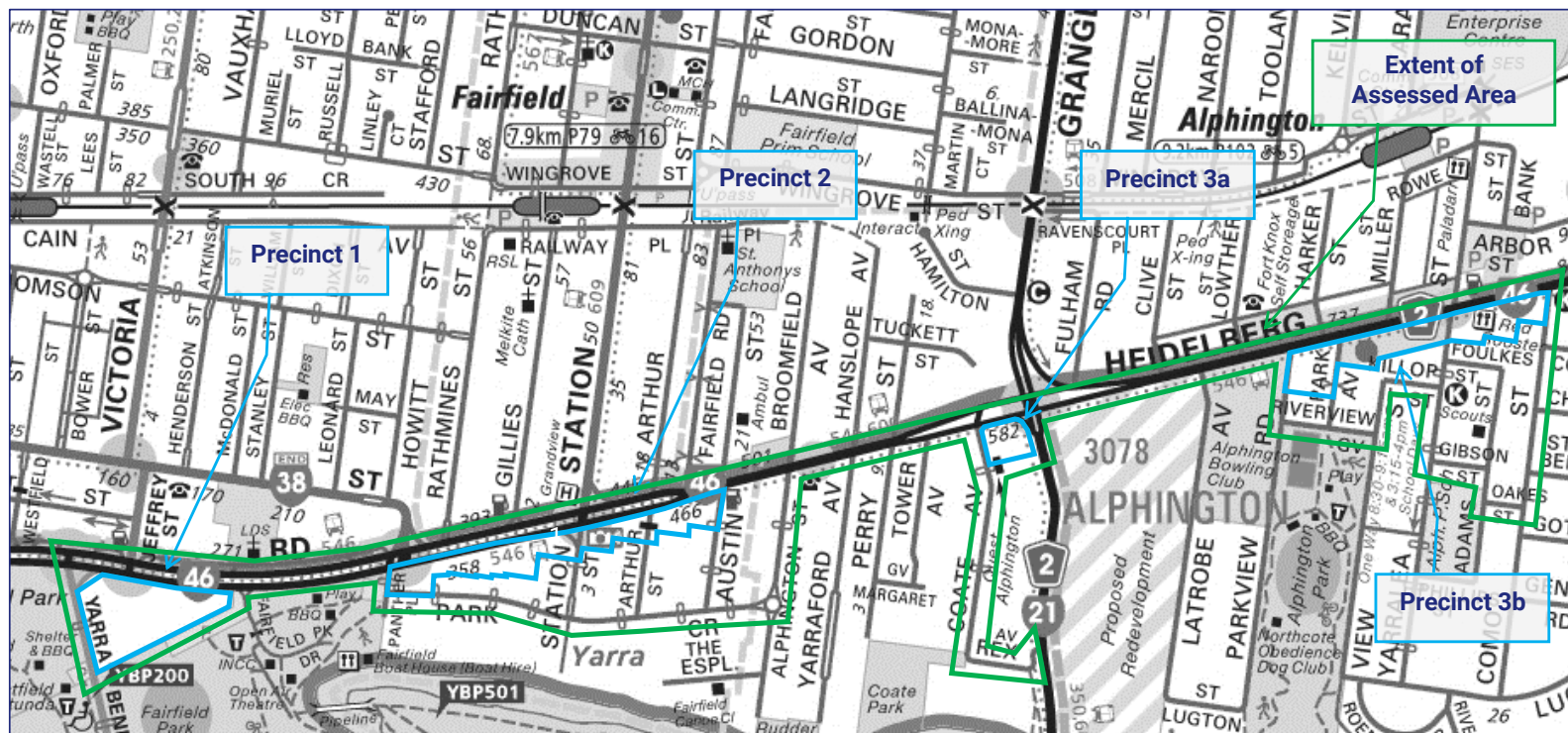


Figure 1: Locality Map

Source: Melway

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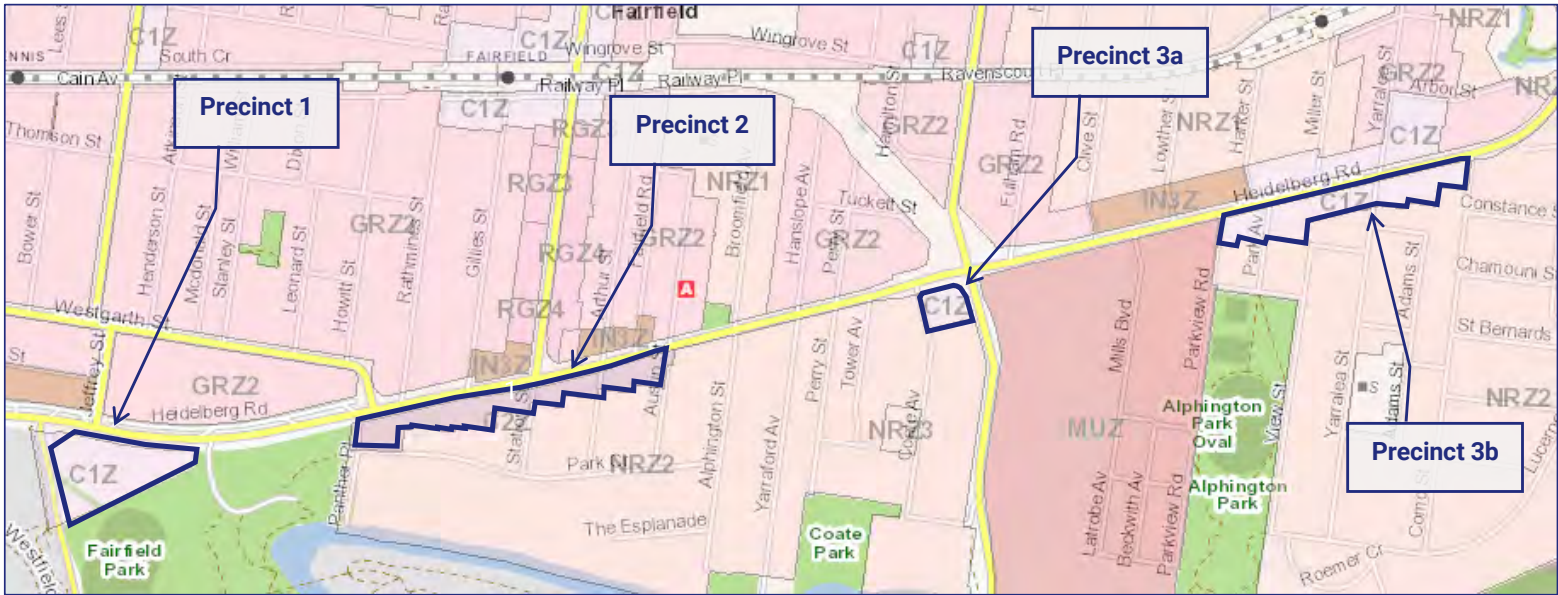


Figure 2: Land Use Zoning Map

Source: VicPlan

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Land use within the study area generally comprises a mixture of commercial and industrial use along Heidelberg Road and residential areas immediately north and south of Heidelberg Road.

Key features and land uses located in close proximity of the study area include:

- Alphington Station, located at the north-east corner of the study area.
- Fairfield Station, located west of Station Street and centrally north of the study area.
- Former Alphington Paper Mill, a proposed redevelopment of a mixed use precinct within Precinct 3a on the corner of Chandler Highway and Heidelberg Road.
- Alphington Park, located at the intersection of Parkview Road and Riverview Grove.
- Fairfield Park, located west of Panther Place.
- Yarra Bend Park, located west of Yarra Bend Road.
- Yarra River, located south of the study area.
- Heidelberg Road Neighbourhood Activity Centre is located at the east end of the study area.
- Fairfield Village Neighbourhood Activity Centre is located approximately 450m north of Heidelberg Road.
- Eastern Freeway, located approximately 1km south of the study area.

All of these areas are readily accessible from various parts of the study area via walking, cycling or a short public transport trip.

4.2. Alphington Paper Mill Site

Whilst not located within the study area, the former Alphington Paper Mills site is located in between Precinct 3a and 3b, and accordingly the considerations of the associated development plan for this site is relevant to our assessment of the overall study area.

The Development Plan for the former Alphington Paper Mills site was endorsed in May, 2016, with the following key elements included within the overall plan (quoted from Council's website):

- *4.5% open space*
- *1700 square metres of community facilities and multi-purpose sports court*
- *30 metre wide buffer to the Yarra River*
- *5% affordable housing provision*
- *13,500 square meters of retail and commercial floor space*
- *Estimated 2500 dwelling in the form of town houses and apartments.*

The development plan has been informed by the following objectives (as set out within the overview of the Development Plan documentation:

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- *A vibrant community that retains links to the former Alphington Paper Mill and industrial structures of heritage significance. These structures will be adapted and / or interpreted where practical to maintain a visual link to the site's industrial history.*
- *Thriving mixed use precincts, including a well-connected town centre, a village piazza and a community and learning hub. Provide increased live / work opportunities, education and community uses, affordable housing, higher density housing, retail and hospitality.*
- *An increased range of dwelling types that contribute to increased diversity within the local area and respond to changing household sizes, includes 5 per cent of the total dwellings as affordable housing.*
- *A traditional street pattern that efficiently utilises the existing street network, provides a street frontage to the heritage structures to be retained and responds to the topography of the site.*
- *A landscape character relative to the scale of development proposed, which brings the leafy character of Alphington Park and streets into the site before transitioning to the main street landscape envisioned for the northwest corner of the site. North / south corridors link to an industrial heritage landscape and the Yarra River as well as the 'Paper Trail' linear park. These distinctive landscapes contribute to the identification of a series of neighbourhoods with diverse identities and character.*

4.3. Road Network

The following describes the higher order roads within close proximity to the study area, and which have a direct impact on the study area. This study has also reviewed the local roads and laneways within the study area and a detailed review of the existing conditions of these streets is included at Appendix A of this report.

Due to the location of the Yarra River, and associated lack of north-south routes, travelling to and from the south from the Heidelberg Road corridor is somewhat restricted and can only be provided via Chandler Highway. This has impacts on all modes of transport, particularly on cycling and walking

The configuration of **Heidelberg Road** varies considerably throughout each of the precincts. Along its entirety, Heidelberg Road is a VicRoads declared arterial road and Road Zone Category 1 and extends throughout the study area in an east-west direction.

At **Precinct 1**, Heidelberg Road is configured with three lanes in each direction separated by a central median. The westbound carriageway accommodates a kerbside bicycle lane/car parking lane. The westbound carriageway accommodated a kerbside bicycle lane and a service road accommodating one lane for eastbound traffic and kerbside car parking.

The speed limit within this precinct is 60km/h.

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Figure 3: Precinct 1 – Heidelberg Road – view east



Figure 4: Precinct 1 – Heidelberg Road – view west

At **Precinct 2**, Heidelberg Road is generally configured with three lanes in each direction separated by a central median with the kerbside lanes accommodating on-street car parking outside of Clearway times. Localised widening occurs at the signalised intersections to accommodate turn lanes. Towards the east end of the precinct, Heidelberg Road narrows to two-lanes in each direction.

The speed limit within this precinct is 60km/h.



Figure 5: Precinct 2 – Heidelberg Road – view east



Figure 6: Precinct 2 – Heidelberg Road – view west

Either side of **Precinct 3a**, Heidelberg Road is configured with two lanes in each direction, with the kerbside lanes accommodating on-street car parking outside of Clearway times. Localised widening occurs at the signalised intersection with Chandler Highway to accommodate three lanes and turn lanes.

The speed limit within this precinct is 60km/h.

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Figure 7: Precinct 3a – Heidelberg Road – view east



Figure 8: Precinct 3a – Heidelberg Road – view west

At **Precinct 3b**, Heidelberg Road is configured with two lanes in each direction, with the kerbside lanes accommodating on-street car parking outside of Clearway times. Localised widening occurs at the signalised intersection with Yarralea Street to accommodate right turn lanes from Heidelberg Road.

The speed limit within this precinct is generally 60km/h, with a 40km/h limit applying west of Park Avenue, relating to roadwork.



Figure 9: Precinct 3b – Heidelberg Road – view east

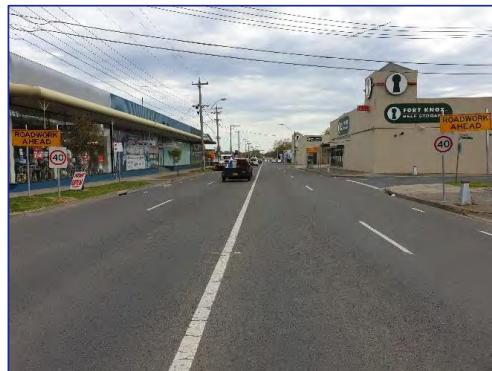


Figure 10: Precinct 3b – Heidelberg Road – view west

Chandler Highway is a VicRoads declared arterial road and Road Zone Category 1 which extends in a north-south direction between Heidelberg Road in the north (where it continues as Grange Road) and the Earl Street in the south (where it continues as Princess Street).

Chandler Highway is separated by a central median and typically provides three through traffic lanes in each direction, with kerbside bicycle lanes on both sides. No Stopping restrictions apply along both sides of Chandler Highway.

A posted speed limit of 60km/h applies to Chandler Highway in the vicinity of the study area.

Within the study area (south of Heidelberg Road), **Station Street** is a local road¹ which extends in a north-south direction between Heidelberg Road in the north, where it becomes a VicRoads declared arterial road and Road Zone Category 1, and a dead end in the south.

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Station Street typically provides one through traffic lane in each direction with indented kerbside parallel parking on both sides. On-street parking is typically short-term (2P).

A posted speed limit of 40km/h applies to Station Street south of Heidelberg Road.



Figure 11: Station Street - view north



Figure 12: Station Street - view south

Westgarth Street is a VicRoads declared arterial road and Road Zone Category 1 which extends in an east-west direction between Heidelberg Road in the east and Merri Parade in the west.

Westgarth Street typically provides one through traffic lane in each direction, with dedicated bicycle lane on both sides. Kerbside parking is provided adjacent to the bicycle lanes on both sides. On-street parking is generally unrestricted.

A posted speed limit of 60km/h applies to Westgarth Street.

Yarra Bend Road is a local road¹ which extends in a north-south direction between Heidelberg Road in the north and a loop road to the south, which provides access to the parklands.

Yarra Bend Road provides one through traffic lane in each direction. No kerbside parking is provided on both sides of Yarra Bend Road and limited indented parking are provided on the west side of the road.

The default suburban speed limit of 50km/h applies to Yarra Bend Road.

¹ As defined in the City of Yarra Road Management Plan Register of Public Roads, dated 4th July, 2017.

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Figure 13: Yarra Bend Road - view north



Figure 14: Yarra Bend Road - view south

4.3.1. Arterial Road Traffic Volumes

The following table sets out the Average Annual Daily Traffic Volumes of the arterial roads within the study area. This information is sourced from the VicRoads Arterial Road Database (April, 2018).

Table 5: Arterial Road Traffic Volumes (Source: VicRoads Arterial Road Database – April 2018)

Road Name	Average Annual Daily Traffic Volume (two-way)
Heidelberg Road (each precinct)	
Btw Westfield St/Jeffrey St (Precinct 1)	30,000
Btw Jeffery St/Westgarth St (Precinct 1)	30,000
Btw Westgarth St/Station St (Precinct 2)	29,000
Btw Station St/Chandler Hwy (Precinct 3a)	28,000
Chandler Highway	
Btw Heidelberg Rd/Yarra Bvd	40,000
Grange Road	
Btw Chandler Hwy/Separation St	22,000
Station Street	
Btw Heidelberg Rd/Separation St	16,900
Westgarth Street (north and south)	
Btw Heidelberg Rd/Jeffrey St	6,400

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4.3.2. Existing Parking Conditions

On-street parking within the study area is a mixture of short-term (2P or less), medium-term (3 & 4P), unrestricted and permit zone restrictions.

Parking along the south side of Heidelberg Road within the study area is generally unrestricted outside of Clearway 6:30am-9:30am Mon-Fri times, with some short-term parking within Precinct 3b.

Parking within the local streets in the vicinity of the study area is generally controlled by short-term restrictions.

A map detailing the various car parking restrictions throughout each precinct is provided at Appendix B.

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4.4. Public Transport

The study area has access to a number of public transport services including rail and bus services within walking distance of the study area.

The existing public transport services within close proximity of the study area are shown on the Public Transport Map at Figure 15 and a summary provided at Table 6.

The study area is partially located within the PPTN Area, as detailed in the map at Figure 16.

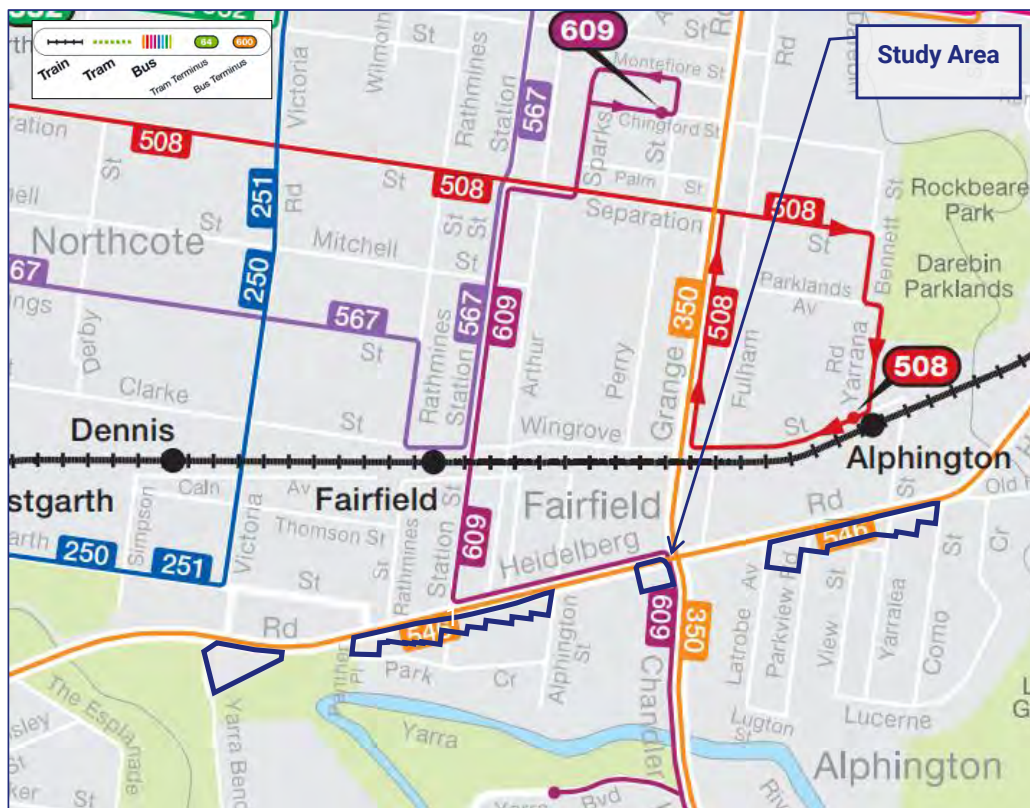


Figure 15: Public Transport Map

Source: Public Transport Victoria

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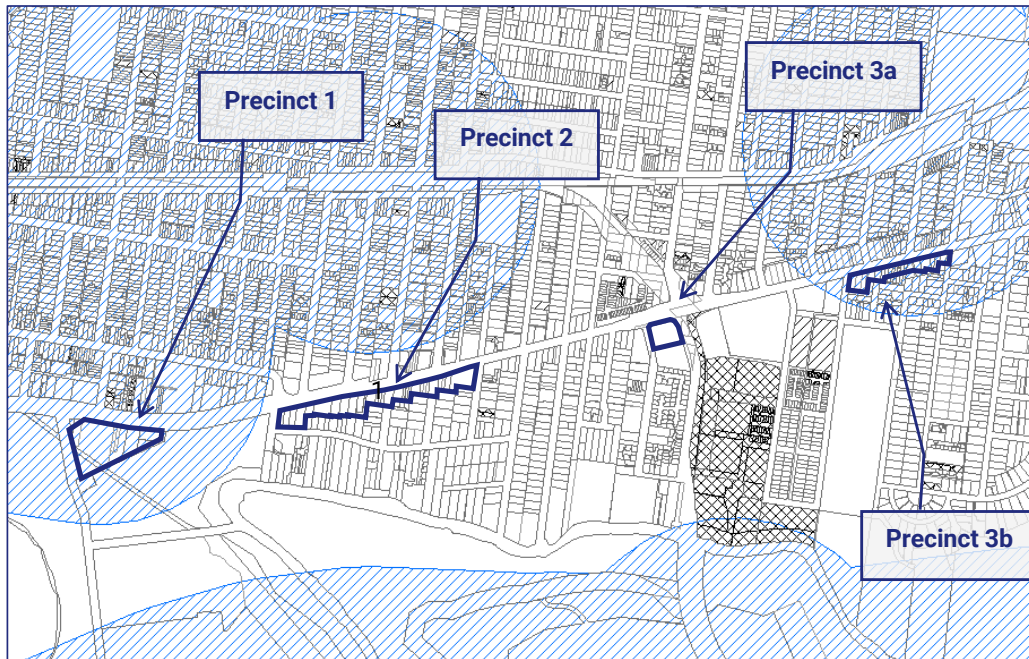


Figure 16: PPTN Map

Table 6: Summary of Public Transport Services

Service	Between	Via	Operating Times (Frequency)		
			Weekday	Saturday	Sunday
Dennis Station, Fairfield Station and Alphington Station – located north of study area					
Hurstbridge Line	Hurstbridge & City	Alphington	Operate at high frequency		
Heidelberg Road – operates through the study area					
Bus Route 546	Heidelberg Station & Queen Victoria Market	Clifton Hill & Carlton	6:20am-6:50pm 30 minutes	Does Not Operate	
Bus Route 609	Hawthorn & Fairfield	Kew	8:05am-1:55pm 60 minutes	Does Not Operate	
Grange Road – located north of the study area					

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Service	Between	Via	Operating Times (Frequency)		
			Weekday	Saturday	Sunday
Bus Route 350	La Trobe University & City	Eastern Freeway	7:05am-6:30pm 20 minutes	Does Not Operate	
Westgarth Street – located north of the study area					
Bus Route 250	La Trobe University & City	Westgarth	5:30am-11:20pm 20-30 minutes	6:15am-11:45pm 30-40 minutes	6:40am-10:45pm 30 minutes
Bus Route 251	Northland SC & City	Westgarth	6:50am-8:50pm 20 minutes	7:20am-7:10pm 30-40 minutes	8:25am-5:45pm 40 minutes
Wingrove Street – located north of the study area					
Bus Route 508	Alphington Railway Station & Moonee Ponds	Northcote & Brunswick	5:30am-10:35pm 10-20 minutes	6am-11:35pm 30-60 minutes	8:20am-10:40pm 40-60 minutes

We note that the bus services which travel south, along Chandler Highway, do not operate on the weekend and as such, it is not possible to travel south of the Yarra river efficiently on the weekends.

Similarly, the bus routes which operate along the Heidelberg Road throughout the study area do not operate on the weekends.

The remaining bus services do not operate at high frequency during peak or off-peak times.

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4.5. Sustainable Travel Modes

The study area is served by an adequate network of bicycle routes, albeit with some discontinuity and functionality issues. Figure 17 below shows the Travel Smart Map for the study area.



Figure 17: Travelsmart Map

Source: City of Yarra

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4.5.1. Cycling

Heidelberg Road provides on-road bicycle lane between Yarra Bend Road/Station Street and Coates Avenue/Chandler Highway. The other sections of Heidelberg Road within the study area are nominated as an informal bicycle route. The bicycle lanes along Heidelberg Road within the study area are disconnected and inconsistent. They are relatively unsafe and not well suited to less experienced cyclists. While there are dedicated bike lanes in some sections many parts of Heidelberg Road either have no bike lane or one shared with parked cars outside the clearway times. In practice the discontinuous route will be of little value to inexperienced cyclists.

On-road bicycle lanes are provided on several of the north-south streets which intersect the study area including Westgarth Street, Station Street, and Chandler Highway. Key off-road bicycle routes include the Capital City Trail to the west, the Main Yarra Trail along the Yarra River to the south and a bicycle trail which extends along the Eastern Freeway.

Chandler Highway provides a good connection from the study area to the south, via dedicated on-street bicycle lanes from Heidelberg Road to the Eastern Freeway. To the south of the Eastern Freeway an off-road shared path continues to the south-east.

4.5.2. Car Share

As shown on the TravelSmart map at Figure 17, two car share vehicles located north of the study area, in the vicinity of Fairfield Railway Station.

4.5.3. Walking

The study area is somewhat walkable where only some services and destinations are within a convenient walking distance. The Walkscore² map for Fairfield and Alphington is illustrated in Figure 18, with a score of 69. This is a measure of the level of accessibility to local services by walking. The score is classified as 'Somewhat Walkable', which states that some errands can be accomplished on foot.

We note that the main pedestrian connection to local services within close proximity to the study area is via Heidelberg Road. The main shopping precinct in close proximity to the study area is Fairfield Village, which is located at least 500m from Precinct 2 of the study area, with greater walking distance for the remaining precincts. We note that level of accessibility to local services within the study area will increase when the development at Alphington Paper Mill site is complete. Upon completion, the development will add additional services including retail shops, restaurant, banks, post office and commercial uses.

The following railway stations are within close proximity to the study area:

- **Dennis Station**, located approximately 750m walking distance from Precinct 1 (10 minutes walk).
- **Fairfield Station**, located approximately 700m walking distance from Precinct 2 (10 minutes walk).

² <https://www.walkscore.com/AU-VIC/Melbourne/Alphington>

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- **Alphington Station**, located approximately 850m walking distance from Precinct 3a and 550m walking distance from the east end of Precinct 3b (7-10 minutes walk).

The study area also has access to several walking routes including The Main Yarra Trail along the Yarra River and walking paths through Coate Park and Alphington Park.

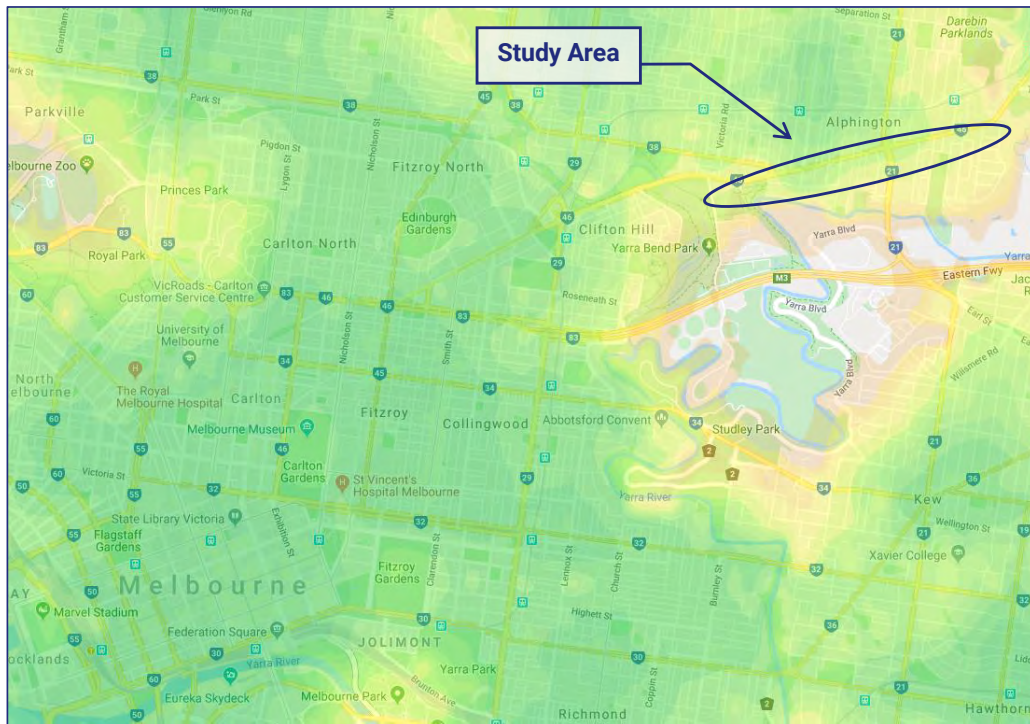


Figure 18: Walkscore Map - Fairfield & Alphington

4.6. Demographics

4.6.1. Car Ownership Statistics

The majority of new dwellings within the study area will be apartment style dwellings. A review of car ownership statistics for 'flats units and apartments' within the suburbs of Fairfield and Alphington and the City of Yarra highlights the following average car ownership statistics. This data was recorded by the Australian Bureau of Statistics (ABS) in the 2016 census.

We note that the sample size for these suburbs is quite limited, as the housing stock is still mostly semi-detached and detached dwellings, rather than apartments. However, the level of apartments is expected to increase in the near future.

These statistics indicate that the parking requirements for dwellings set out under Clause 52.06-5 of the Planning Scheme are generally higher than the car ownership statistics for one and three-apartments in this locality.

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Table 7: ABS Census Car Ownership Statistics (2016) – Flat/Unit/Apartment

Type of Dwelling	Number of Cars	Alphington Suburb	Fairfield Suburb	Yarra LGA
1 bedroom Flat/Unit/Apartment in one or more storey block	Average no. of cars per dwelling	0.9	0.8	0.7
	0 cars	20%	28%	38%
	1 car	71%	67%	55%
	2 or more cars	9%	5%	7%
2 bedroom Flat/Unit/Apartment in one or more storey block	Average no. of cars per dwelling	1.2	1.2	0.9
	0 cars	13%	15%	26%
	1 car	56%	61%	56%
	2 or more cars	31%	24%	19%
3 bedroom Flat/Unit/Apartment in one or more storey block	Average no. of cars per dwelling	1.8	1.6	1.2
	0 cars	8%	0%	20%
	1 car	22%	37%	48%
	2 or more cars	70%	63%	33%

4.6.2. Journey to Work Data

A review of Journey to Work data for the suburbs of Alphington and Fairfield, the City of Yarra and the Greater Melbourne highlights the following statistics. This data was recorded by the Australian Bureau of Statistics (ABS) in the 2016 Census.

This data highlights a stronger reliance on public transport, walking and cycling for those living (in particular) within the study area compared with the Melbourne metropolitan area.

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Table 8: ABS Census Journey to Work Data (2016)

% mode of travel for 'journey to work' trip	Live within the area (i.e. place of residence)				Work within the area (i.e. place of employment)		
	Alphington	Fairfield	City of Yarra	Greater Melb.	Alphington-Fairfield SA2*	City of Yarra	Greater Melb.
Car as driver	48.3%	43.4%	32.8%	60.2%	68.8%	48.5%	59.8%
Public Transport	22.2%	27.4%	28%	15.4%	6.9%	23.7%	15.8%
Walking	2.6%	3.2%	12.4%	3%	3.5%	5.9%	3.1%
Cycling	6.4%	6.5%	8.6%	1.4%	1.9%	4.3%	1.4%
Other (car passenger, motorcycle, taxi)	3.3%	3.3%	2.9%	4.5%	3.4%	3.4%	4.4%
Other Data (worked at home, did not go to work, mode not stated)	15.6%	14.4%	13.1%	13.8%	14.5%	12.5%	13.9%

4.7. Traffic Management

A detailed review of the existing traffic management measures within the study area is provided at Appendix C. The following map summarises the traffic management measures along or immediately adjacent to Heidelberg Road.

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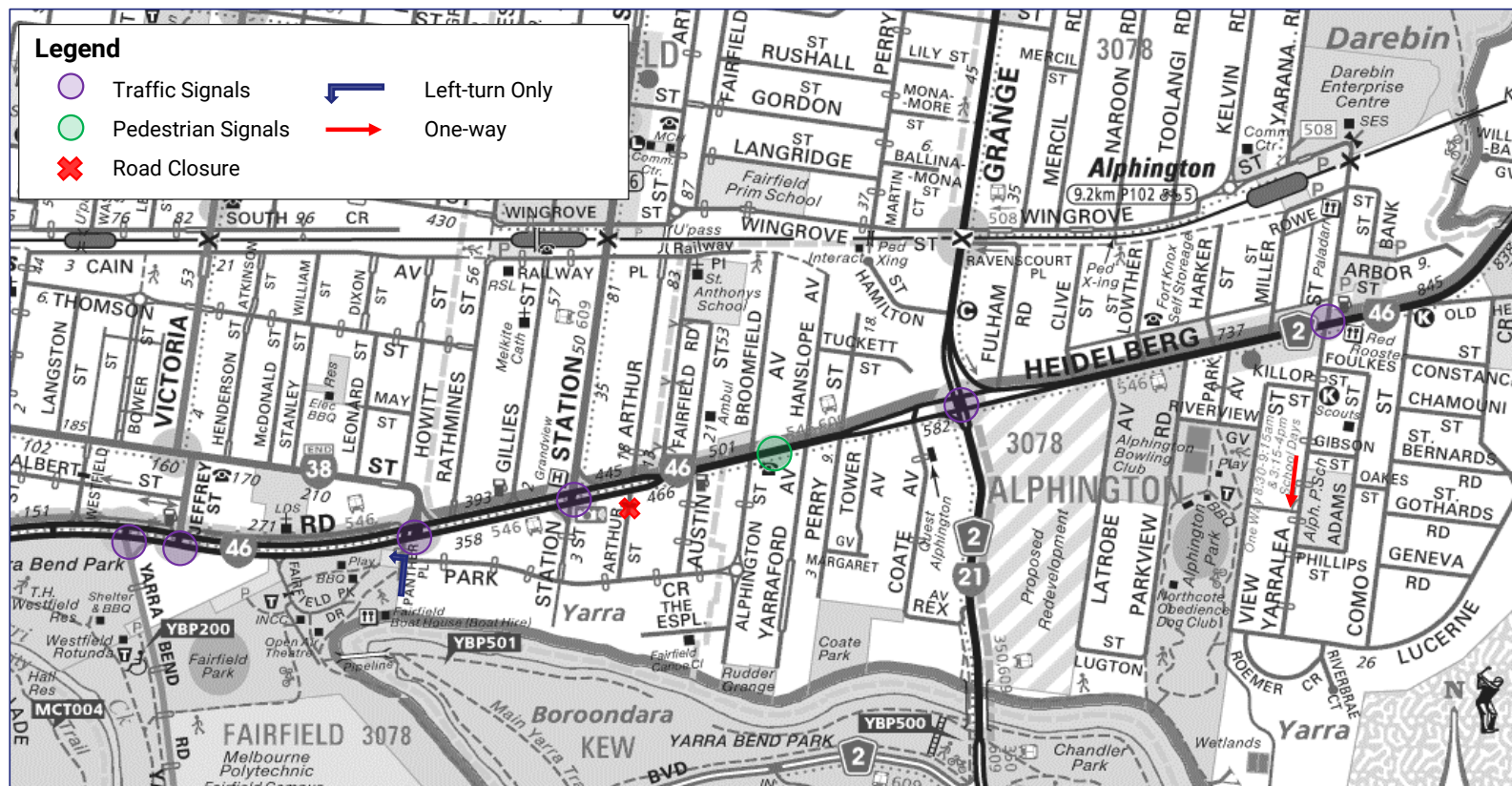


Figure 19: Traffic Management Map

Source: Melway

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5. Transport Impacts

The primary purpose of this study is to review the traffic engineering implications of the implementation of the Design and Development Overlay, which introduces a range of built form controls to the Yarra Planning Scheme. This amendment is required to implement the recommendations of the Heidelberg Road Built Form Framework prepared by Hodyl & Co in order to allow for more intense development along the Heidelberg Road Corridor.

The key transport engineering impact of the proposed controls is the direction to use local roads and rear laneways for vehicle access to new developments wherever possible and avoid new crossovers to Heidelberg Road. As a result, the use of the laneways and local roads within the study area will increase. This study reviews the potential impacts of new development and makes recommendations to manage the increased use of local roads and laneways.

The following sections provide:

- An overview of the likely traffic impacts of increased development along Heidelberg Road, by reviewing a case study of Victoria Street, Richmond.
- A discussion regarding access to Heidelberg Road being avoided if possible, for vehicle access.
- Identification of locations which may require additional analysis to be completed as part of a development application.
- Recommendations for provision of car parking within each precinct.
- Analysis of potential capacity of the road network to accommodate on-street parking generated from developments.

This study does not seek to undertake detailed traffic modelling of Heidelberg Road or its key intersections. Traditional traffic modelling relies on estimates of future growth of land use intensity and assumptions about future trip generation rates and transport mode choice to assess the impact on a transport network. In our view, these critical modelling assumptions cannot be determined with any certainty for this area.

There are a number of factors that mean that preparing a detailed traffic model for this Activity Centre is not possible. At this time, Yarra City Council has not completed a detailed study regarding possible increases in dwelling numbers or commercial floor space on specific sites, which is an essential requirement of any model.

Future policy on car parking provision is expected to move away from a 'predicted and provide' approach to car parking provision (as identified by the Liveable Yarra Project) towards using car parking as a tool to encourage sustainable transport choices. Car parking provision rates are expected to be lower than have historically been required. The provision of car parking can have a significant impact on the traffic generated by a development site and the mode choice of trips generated by any development and this will greatly affect any assessment of future traffic conditions.

Fundamentally though, a detailed traffic model would not assist in achieving the key objectives of this study, which is to best manage the transport challenges posed by new

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development. This is primarily achieved by applying best principles access management techniques to manage this new development.

This study aims to promote alternative transport modes in the following key ways:

Public Transport

- Maximise the accessibility of public transport, including fixed rail and bus services

Walking

- Provide a high quality pedestrian environment, including minimising the impact of vehicle access points along key pedestrian routes, especially Heidelberg Road
- To protect and enhance pedestrian connectivity to key destinations
- Promote public transport by providing good pedestrian and cycling links to public transport stops

Cycling

- Promote a safe cycling environment by minimising the number of conflict points with vehicles

Key outcome of this assessment is an Access and Movement Plan for properties abutting Heidelberg Road. This plan applies best practice vehicle access management techniques to properties abutting Heidelberg Road to manage the impacts of vehicle access to abutting properties on these three modes and maximise the efficiency of the arterial road network. A detailed model of traffic movement along Heidelberg Road would be of no assistance to this assessment. These techniques would be recommended notwithstanding any traffic model.

To take a historical example, a detailed traffic model of the Swan Street/Lennox Street intersection or Swan Street/Church Street intersection would have no impact on vehicle access locations adopted for the Dimmeys redevelopment at 140 Swan Street. Vehicle access to the rear and side of the property, rather than directly to Swan Street was chosen on best practice access management principles.

This report does include a detailed review of Victoria Street, Richmond, as a case study of how traffic conditions on Heidelberg Road are likely to change over time. Victoria Street has a number of parallels with Heidelberg Road and has and will experience some significant development. This case study provides a high level overview of how additional development on Heidelberg Road will change the transport conditions along Heidelberg Road. In our view, this case study provides a better guide to the likely future transport conditions along Heidelberg Road than any mathematical model, which would be based on highly uncertain assumptions regarding development scale, future trip generation rates and mode choices.

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5.1. Traffic impacts along Heidelberg Road

In order to assess the likely traffic impacts of increased development along Heidelberg Road, we have undertaken a case study and review of Victoria Street, Richmond. The review generally covers the period between 2006 and 2016.

In April, 2010, Yarra City Council adopted the Victoria Street Structure Plan, a document that built on planning work that occurred between 2002 and 2010. Since that time, significant redevelopment has occurred, particularly within the eastern and western precincts identified by this structure plan.

The following reviews the changes to Victoria Street and the changes in transport along Victoria Street as a model for how Heidelberg Road may evolve over time.

It should be noted that there are some similarities and differences between Heidelberg Road and Victoria Street. Both are key arterial roads located within inner Melbourne providing important routes for travel from outer areas through to the CBD. However, a distinction needs to be made in comparing between Victoria Street as it is now and Heidelberg Road as it is currently.

Victoria Street does perform better in a number of areas compared to Heidelberg Road in terms of its sustainable transport characteristics. This includes closeness to the CBD, the availability of on-road public transport services, walkability and availability of local services. However, access to metropolitan rail services is higher for most of Heidelberg Road than Victoria Street. This provides a different level of public transport access to the CBD (and wider Melbourne).

However, it should be recognised that many of Victoria Streets sustainable transport characteristics have improved markedly in the last 20 years, including increased tram services, number and quality of bicycle connections and changing land use all occurred over the review period.

Heidelberg Road has significant scope for improvement in the areas of cycling, walking and access to local services. This includes the provision of increased on-road public transport services, where there is significant scope to extend the frequency and hours of operation of existing bus services. The full development of the Paper Mill site will provide a much higher level of access to local services within a walkable distance than at present. There are also opportunities to increase the walking and cycling environment along Heidelberg Road.

From a transport perspective, the study area has considerable potential to improve in the key areas that have assisted in achieving the shift in travel patterns seen in Victoria Street.

5.2. Case Study – Victoria Street

In order to assess the likely traffic impacts of increased development along Heidelberg Road, we have undertaken a case study and review of Victoria Street, Richmond. The review generally covers the period between 2006 and 2016. '

The case study is provided in detail at Appendix D.

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Heidelberg Road, Fairfield/Alphington

5.2.1. Summary of Case Study

Based on the study, the following conclusions can be drawn from the development of Victoria Street over the last 10 years:

- Victoria Street has experienced significant development over the last 10 years, with over 3,000 new dwellings being constructed on properties that directly abut Victoria Street.
- The daily volume of traffic on Victoria Street has decreased, in some sections by up to 25%.
- Sustainable transport modes for journey to work purposes have significantly increased within the City of Yarra and Richmond for both residents and employees in Richmond.
- Public transport services (trams) on Victoria Street have doubled.
- Bicycle usage has increased significantly as a transport mode within Richmond and Victoria Street.
- Alternative transport modes such as car share vehicles have become available over time.

From the review of case study data, a modal shift is certainly occurring and it is modal shift that is accommodating the increased transportation activity within Richmond. While the population and development intensity along Victoria Street has increased, the daily traffic volumes along Victoria Street and parallel traffic routes has reduced over time and been taken up by alternative transport modes.

It is not evident from the arterial road volume data that non-local traffic is dispersing to other routes. The traffic volumes on Victoria Street, Bridge Road and Swan Street have all fallen over the last 10 years. While, locally generated traffic within Richmond would be displacing non-local or through traffic, however the main shift appears to be towards sustainable transport modes.

A key driver of this change is due to:

- Changes in land use over time along Victoria Street with a shift away from manufacturing towards service and professional industries.
- An increasing mix of land uses including a significant increase in dwellings and new mix of commercial uses in place of industrial uses.
- A change in demographic with the gentrification of Richmond. Residents of Richmond are increasingly younger persons employed in professional industries who live and work locally (including the CBD and nearby Activity Centres). Travel by private car is not necessarily the most convenient mode of travel for many trips to either work or everyday destinations (shopping, etc.). The increased number of dwellings on Victoria Street are well served for everyday needs by a short walk to Victoria Gardens.

5.3. Traffic Impacts to Local Road Network

The following sets out our high level review of the potential traffic impacts to local roads within the study area generated by the proposed height controls and level of development that could potentially occur within the area. The following highlights any locations that should be further analysed during the application process for vehicle access to certain streets.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

5.3.1. Precinct 1

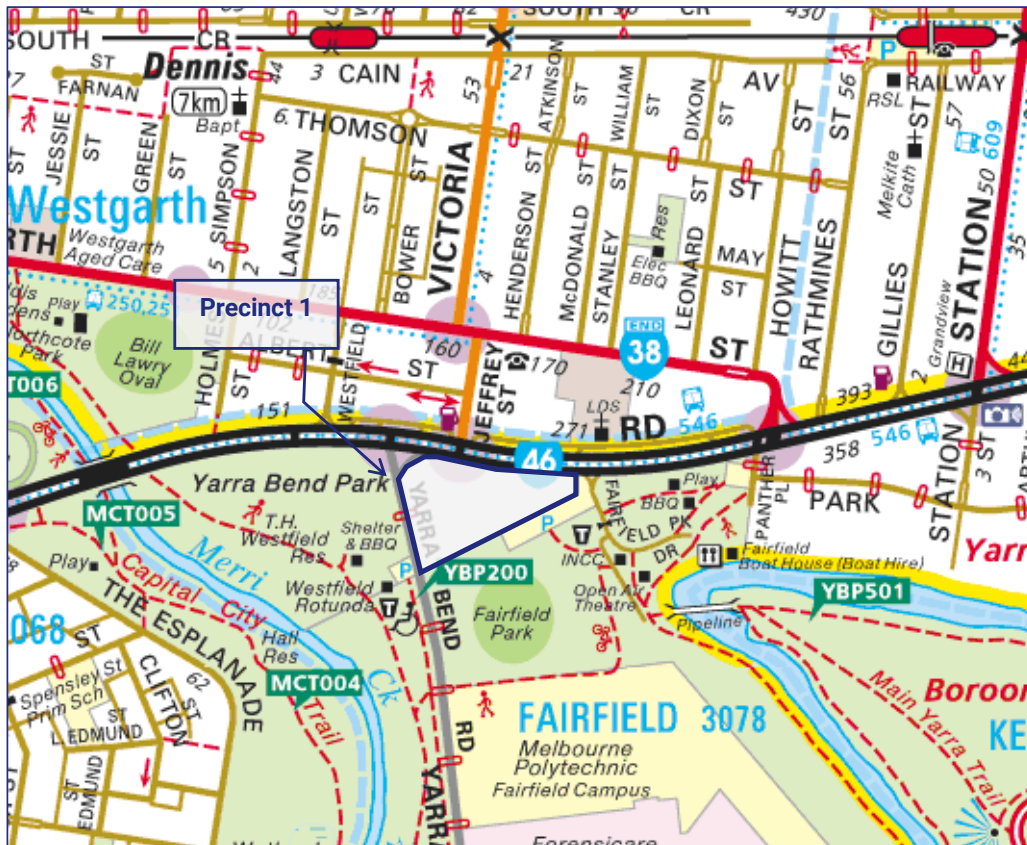


Figure 20: Precinct 1 Map

We understand that the redevelopment of the land in this precinct is likely to be largely residential, with a small amount of commercial. Based on the access and movement plan detailed in Section **Error! Reference source not found.**, vehicle access for the western part of the precinct should be undertaken via Yarra Bend Road, with the remaining properties accessing Heidelberg Road directly.

Existing usage of Yarra Bend Road includes recreational uses associated with Yarra Bend Park, as well as Melbourne Polytechnic and the Thomas Embling Hospital.

We are satisfied that the level of traffic likely to be generated by Precinct 1 to Yarra Bend Road is expected to be able to be accommodated by Yarra Bend Road, particularly given that the Yarra Bend Road/Heidelberg Road intersection is controlled by traffic signals.

Further, the portion of the precinct which will take vehicle access to Yarra Bend Road is currently occupied by industrial uses, which are likely to be generators of traffic and would include heavy vehicle traffic.

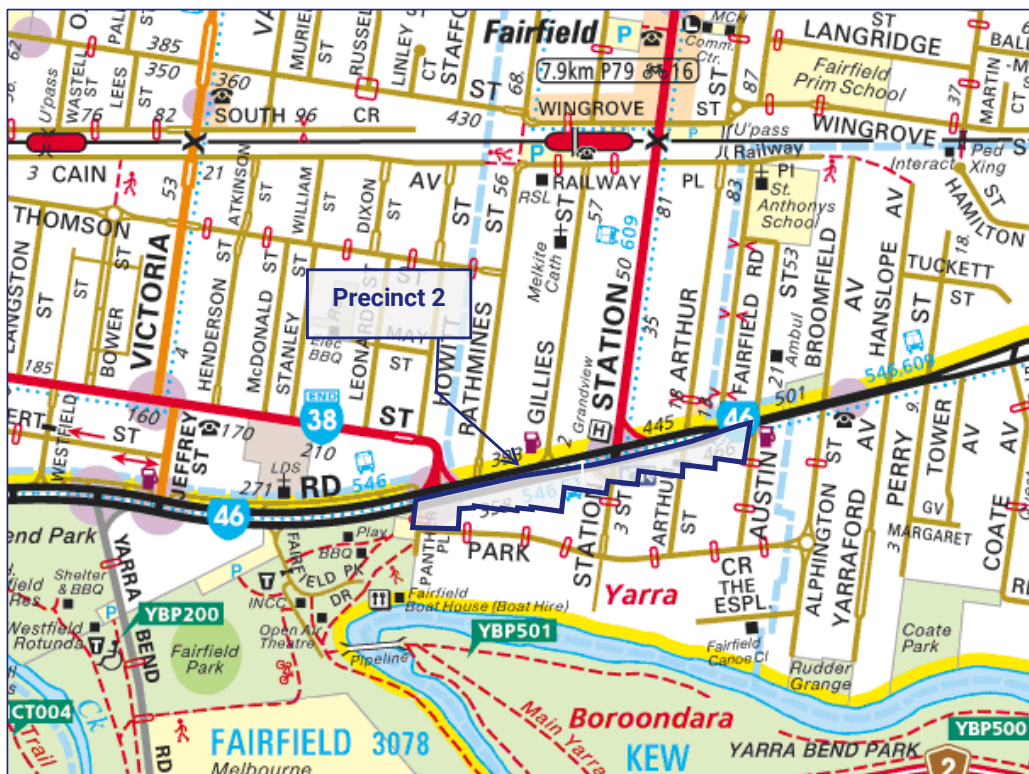
Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

Accordingly, we do not believe the level of traffic generated by the level of development proposed for this precinct will pose a significant issue for the operation of Yarra Bend Road or its intersection with Heidelberg Road.

For any redevelopment of this site utilising Yarra Bend Road for access, the application material would need to include detailed traffic analysis including Sidra analysis of the intersection to ensure that the capacity of the intersection is not exceeded.

5.3.2. Precinct 2



The level of traffic generated as a result of the development proposed for this precinct of a 5 storey height limit is not expected to be significant. We do not expect that the level of traffic will increase to a detrimental level on any of the adjoining local roads.

The block bound by Panther Place and Station Street includes a significant number of properties which will be required to either continue to take vehicle access directly to Heidelberg Road, or not provide parking on the site. The remaining properties accessing the local road network directly do not have the development potential to cause a detrimental impact to Panther Place or Station Street.

We note that Panther Place and Station Street are both controlled by traffic signals at their intersections with Heidelberg Road.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

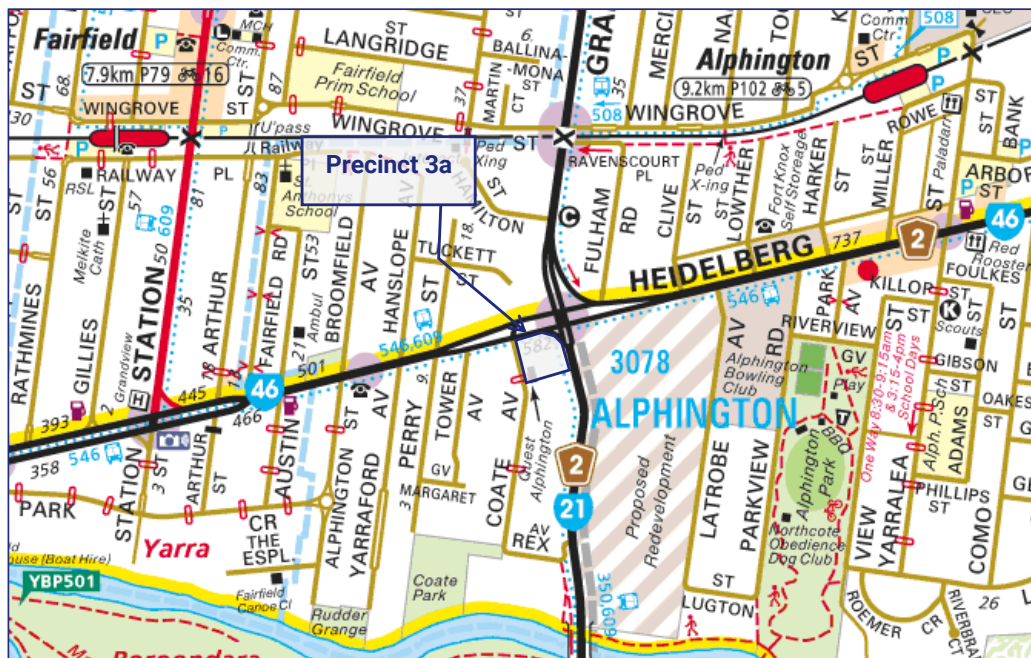
Arthur Street includes a road closure which is located close to the intersection with Heidelberg Road. This road closure will only allow for the properties within the DDO area to access Heidelberg Road. All other properties to the south (and outside the study area) cannot access Heidelberg Road from Arthur Street. Accordingly, it will only be the two sites on either side of Arthur Street which will take access to this section of Arthur Street.

Arthur Street is restricted to left-in/left-out and accordingly, we are satisfied that the likely traffic increase to the intersection will be minor and accommodated by the left-in/left-out nature of the road.

The Heidelberg Road Built Form Framework does not indicate that the intention is for vehicle access to be undertaken via Austin Street. In the access maps discussed at Section 6.3.1 and attached at Appendix F, we are satisfied that vehicle access could be taken to Austin Street and it would be beneficial to do so for the block bound by Austin Street and Arthur Street.

If vehicle access were taken to Austin Street we do not believe this would have a significant impact to Austin Street, as the current use of the site as a car dealership with service centre included would generate a level of traffic which would be potentially comparable to the development potential of this land.

5.3.3. Precinct 3a



The level of traffic impact from any redevelopment of this site would need to be assessed as part of any development proposal submitted.

The level of development is potentially quite significant and given there is only one option for vehicle access, to Coate Avenue, this would need to be critically assessed.

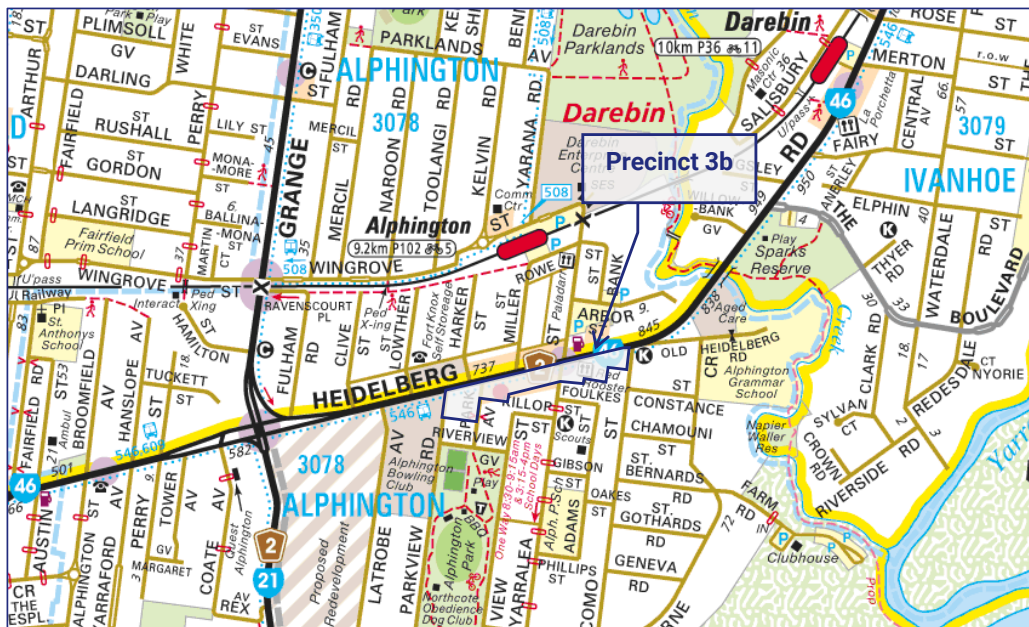
Traffic and Vehicle Access Assessment

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However, given the Coate Avenue/Heidelberg Road intersection is downstream from the Chandler Highway intersection, there are large gaps in the traffic which can be used by vehicles to enter (via right turn) or exit via left or staged right turn during the large breaks in the traffic.

The site is already occupied by a two-storey office development with associated carpark (94 spaces). Accordingly, it is likely that this development is already generating a moderate level of traffic. Any traffic surveys and analysis should ensure that the existing traffic generated by this site is taken into account during the assessment.

5.3.4. Precinct 3b



The level of traffic generated as a result of the level of development proposed for this precinct, of a mostly 5 storey height limit, is not expected to have a significant traffic impact to local roads. We do not expect that the level of traffic will increase to a detrimental level on any of the adjoining local roads.

The block bound by Parkview Road and Park Avenue, known as 700-718 Heidelberg Road has received a Planning Permit from VCAT (Aleks Nominees Pty Ltd v Yarra CC [2018] VCAT 1315) for an 8 storey mixed use building over 3 levels of basement parking. The building is to contain 2 retail tenancies, 105 dwellings and 153 car spaces, accessed via both Parkview Road and Park Avenue.

The traffic associated with the use of this land will effectively be split between two local roads. We do not believe that either of these roads will be greatly impacted by this development, or similar development in the event an amended permit was to be issued.

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The block bound by Park Avenue and Yarralea Street includes a significant number of properties which will be required to either continue to take vehicle access directly to Heidelberg Road (due to no alternative), or not provide car parking on the site. The remaining properties accessing the local road network directly do not have the development potential to cause a detrimental impact to Park Avenue or Yarralea Street. We note that Yarralea Street is controlled by traffic signals at its intersection with Heidelberg Road.

Property No's 774 and 782 will each have vehicle access to Yarralea Street. Given that the intersection of Yarralea Street is controlled by a set of traffic signals we do not believe there would be a detrimental impact to Yarralea Street as vehicle access to Heidelberg Road is controlled already. However, for any redevelopment of this site utilising Yarralea Street for access, the application material would need to include detailed traffic analysis, including Sidra analysis of the intersection to ensure that the capacity of the intersection is not exceeded.

We do not expect any further increase to traffic along Como Street as the only site which would require vehicle access already provides what is described under the design strategy as 'Existing medium-density, mid-rise housing'. This is a relatively new development and is highly unlikely to be redeveloped further in the short/medium term.

5.3.5. Summary

Overall, we are satisfied that the traffic generated as a result of this fairly moderate level of development across each of the precincts will not have a detrimental impact to the operation of the local road network.

Given the level of development potential and number of properties which are served, the locations that may require intersection analysis to form part of any application material are:

- the Yarra Bend Road/Heidelberg Road intersection,
- the Coate Avenue/Heidelberg Road intersection, and
- the Yarralea Street/Heidelberg Road intersection.

5.4. Parking Impacts to Local Road Network

The following sets out the general approach to parking demands within each of the different precincts. Each of the precincts has different locational attributes which would be more or less conducive to allowing for car parking reductions.

Precinct 1 and 3b are located within the PPTN area and as such are more conducive to allowing for car parking reductions. Whereas, Precincts 2 and 3a are not, and may be less conducive.

Maps detailing the on-street car parking restrictions within the study area are provided at Appendix B.

The below recommendations assume that an improvement to the overall bicycle connectivity is improved generally in line with the recommendations set out within Section 7

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Heidelberg Road, Fairfield/Alphington

5.4.1. Precinct 1

Whilst located within the PPTN area, the sites located within Precinct 1 are located 700m from the nearest railway station (Dennis Railway Station). The site is located within the PPTN due to its proximity to Westgarth Street, where Bus Routes 250 and 251 operate. These bus routes only operate at 20 minute frequencies during the peak periods and as such does not offer a high level of service.

Accordingly, whilst located within the PPTN, we do not believe there is much scope for properties within this area to receive a car parking reduction for long term parking (staff or residents).

Accordingly, consideration can be given to potential car parking reductions in this precinct. However, an application would need to include a robust assessment of the likely car parking demand so as the proposed use.

For general retail uses, such as shops, food and drink or restaurants, a car parking reduction could be granted for the customer components (i.e. short term users), whereas the staff component should generally be provided.

Under existing conditions, the on-street carparking along Heidelberg Road in this precinct is unrestricted outside of Clearway Times. During our site inspection these car spaces were in high demand and were likely associated with long-term car parking for staff of the commercial/industrial uses of the precinct.

The residential uses permitted within this precinct will generate visitor car parking demands. These demands do not need to be provided on the sites as they are located within the PPTN, where there is no requirement for visitor parking. Accordingly, the most proximate area for visitor parking is along the site's frontage to Heidelberg Road. If this is occupied by long-term car parking which is not turning over during the day, there will be limited capacity for visitor or customer parking to occur and visitors will overflow into the car parking for Fairfield Park and Yarra Bend Park.

This should be avoided, and as such Council should explore restricting car parking along Heidelberg Road to short-term parking.

5.4.2. Precinct 2

Precinct 2 is located within a commercial precinct which comprises a mixture of retail and restricted retail uses. Accordingly, any redevelopment of this precinct will include an intensification of the commercial uses on the site.

The general approach to finer grain retail uses on narrower sites would be to ensure that staff parking is provided on the site, with all customer car parking accommodated on-street within the area consistent with a centre based approach to parking demands.

However, for larger sites and for bulky goods (i.e. restricted retail uses) an on-site customer car parking provision may be beneficial for a specific use which includes picking up of goods. Short term loading spaces could be included within the design of a specific site.

Generally speaking, customer car parking demands can be accommodated off-site in the nearby area.

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For sites which do not have car parking along their site's frontage, it may be appropriate to require some level of on-site visitor parking to be provided. The provision of visitor car parking should be considered for property numbers 358 to 376, on the corner of Panther Place and Heidelberg Road, where the only street frontage with on-street parking is Park Crescent, a residentially sensitive area.

The remainder of the block between Panther Place and Station Street may also need to provide some level of visitor parking, as there is limited availability of on-street parking available to these sites. The majority of these sites are quite deep with limited street frontage and therefore limited car parking availability directly adjacent. Accordingly, the overflow generated by their development potential is likely to exceed the on-street parking adjacent to the land.

The remainder of the precinct has access to a higher number of street frontages and therefore on-street car parking. Accordingly, these sites could potentially achieve a higher level of car parking reduction for visitor and customer car parking.

The block between Station Street and Arthur Street includes a number of fine-grained sites and as such may not be conducive to providing on site car parking, particularly for visitors or customers. In some cases, commercial uses could also be provided without or with very limited car parking.

On narrow sites that are difficult to provide parking on, the inability to provide car parking should not be a limiting factor in the development potential of a site. Rather, the provision of alternative travel modes, such as bicycles, motorcycles and scooter parking should be explored as an alternative to car parking.

For example, the space that is required for a single car space, can accommodate up to 8 bicycle spaces (potentially more if you take into account the space required for manoeuvrability of a car), as detailed below. Accordingly, for some developments this may be more beneficial to providing a very small number of car spaces.

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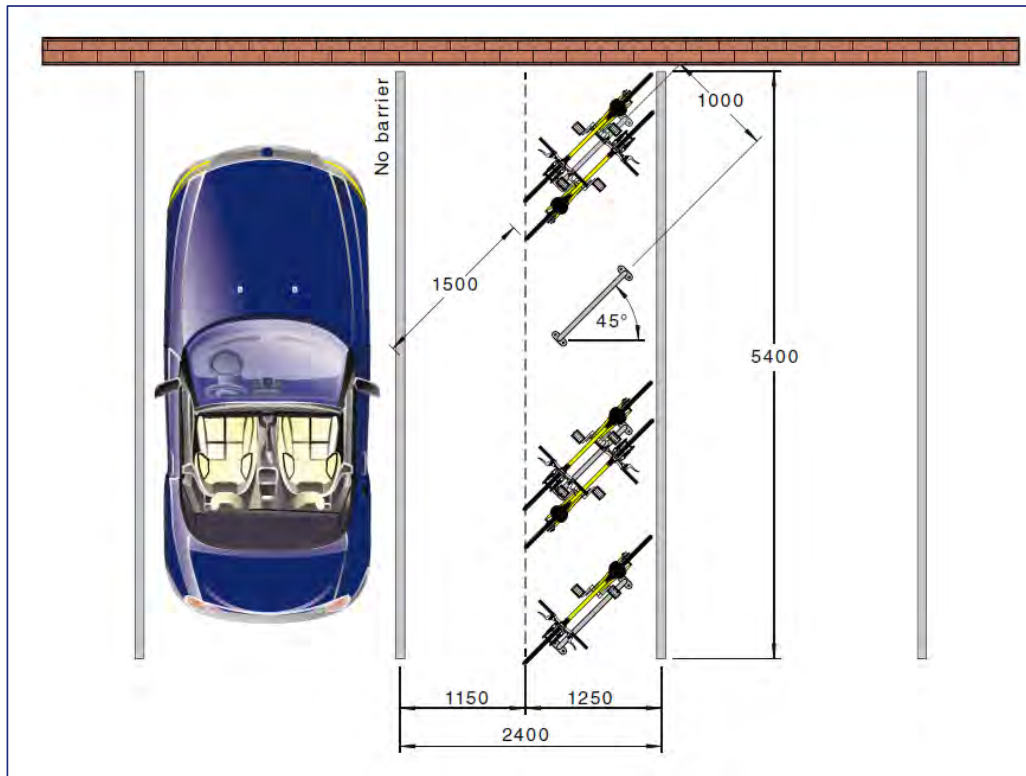


Figure 21: Conversion of Car Space to Bicycle Spaces (AS2890.3-2015)

5.4.3. Precinct 3a

The site located within Precinct 3a has only one street frontage that can accommodate on-street parking, Coate Avenue. The remaining street frontages are Heidelberg Road and Chandler Highway which do not provide for on-street car parking in this location.

The adjoining land uses to the south of the site are residential in nature. Accordingly, any overflow car parking demand should be confined to along the site's frontage to Coate Avenue, such that the car parking impact is limited.

Accordingly, the car parking demand generated by the site should be accommodated on the site, with a short-term overflow which is limited to the number of car spaces which can be accommodated along the site's frontage.

5.4.4. Precinct 3b

Precinct 3b is located within a commercial precinct which comprises a mixture of retail and restricted retail uses. Accordingly, any redevelopment of this precinct will include a retail presence on the ground floor and potentially residential uses above.

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The general approach to finer grain retail uses on narrower sites would be to ensure that all staff parking is provided on the site, with all customer car parking accommodated on-street within the area consistent with a centre based approach to parking demands.

However, for larger sites and for bulky goods (i.e. restricted retail uses) an on-site customer car parking provision may be beneficial for a specific use which includes picking up of goods. Short term loading spaces could be included within the design of a specific site.

Visitor demands generally peak at opposing times to retail uses, with retail customers typically peaking during the day, whilst residential visitor parking typically peaks during the evening and on weekends. Accordingly, the sharing of the on-street car parking resources is appropriate in this case and can be accommodated within the area, without significant encroachment into residentially sensitive areas.

The precinct is located within the PPTN Area and as such, no residential visitor car parking is required on any of these sites.

The block between Park Avenue and Yarralea Street includes a number of fine-grained sites and as such may not be conducive to providing on site car parking. In some cases, depending on the site constraints and limitations, dwellings and retail uses could also be provided without or with very limited car parking.

On narrow sites that are difficult to provide parking on, the inability to provide car parking should not be a limiting factor in the development potential of a site. Rather, the provision of alternative travel modes, such as bicycles, motorcycles and scooter parking should be explored as an alternative to car parking.

The local streets to the south of Precinct 3b includes significant 'unrestricted' car parking. Accordingly, once development increases along the corridor, overflow car parking may encroach into these residentially sensitive areas.

Council could consider introducing short-term car parking for these residentially sensitive areas to protect existing residents from significant encroachment from new development, where unrestricted car parking prevails.

5.4.5. Summary

Overall, we are satisfied that the parking impacts of the redeveloped sites will not have a detrimental impact to the parking availability of the area.

Generally speaking all long-term car parking demand should be provided on the site, with short-term car parking accommodated on-street. Short-term car parking may be required to be provided on the site if:

- the site does not have access to on-street car parking adjacent to the site,
- any overflow car parking would encroach significantly into residentially sensitive areas, or
- access for customers to collect goods for larger retail uses.

We note that visitor parking cannot be requested to be provided on sites within the PPTN Area.

The residential areas which abut the commercial areas to the south generally have car parking restrictions which protect these areas from parking associated with the commercial

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precincts. i.e. short/medium term and permit zones. Accordingly, these parking restrictions will continue to protect the residential areas when development increases along the corridor.

Those on-street car parking areas which are not currently protected by timed or 'Permit Zone' restrictions should be contemplated by Council.

A reduction of long-term car parking for staff or residents could be considered for fine grained sites where vehicle access would be required to Heidelberg Road or if the provision would be low due to the width of the site or other access constraints.

This would be appropriate in this area, as the area is served by fixed rail and it is not necessary that each individual development achieve an exact mix of parking rates as some will be able to readily provide parking and some will not.

6. Access and Movement Plans

A map of existing vehicle access points to properties within the study area is included at Appendix E of this report.

The following section sets out our recommended Access and Movement Plans for all properties within the study area. The detailed Access and Movement Plans are attached at Appendix F.

6.1. Access Management Principles

VicRoads generally adopts the AustRoads Guide to Traffic Management with regard to its access management principles for managing the arterial road network. In particular, the AustRoads Guide to Traffic Management Part 5: Road Management sets out the following relevant guiding principles:

- *Transport and other functions served by roads, the needs of abutting land use, along with wider government strategic objectives, all influence how roads are managed. The functional classification of a road relates to its role within the road network. There are two main functions of road networks and roads:*
 - *'mobility' that is concerned with the movement of through traffic and focussed on the efficient movement of people and freight, and*
 - *'access' that relates to the ease with which traffic from land abutting roads can enter or leave the road.*
- *Recent developments in policy and strategic planning initiatives are aimed at giving greater recognition to walking activity in road and transport planning. This has arisen from policy settings in the transport and health sectors recognising the need to move towards more sustainable forms of transport (by foot, bicycle or public transport) and towards healthier activity (walking, cycling) by the community generally (AustRoads 2013a).*
- *This has led to recognition of the need for planning and providing a road network which caters for the potential increase in active travel such as walking and cycling. This is a fundamental factor for consideration in striving for balance between the mobility and access functions of roads in the network.*

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Importantly, in the context of the Heidelberg Road corridor, as an inner area, the move to sustainable forms of transport (foot, bicycle or public transport) has more than just health benefits. It is an integral component to the success of the implementation of the Heidelberg Road corridor DDO, having regard to the capacity constraints of Heidelberg Road to accommodate additional vehicle movements.

Accordingly, it is imperative that the planning for an increase in the density of development is accompanied by an access management strategy that recognises the importance of these sustainable transport modes, and also plans for the inevitable increase in pedestrians and cyclists as well as improvements to the public transport network along this important corridor.

The AustRoads Guide to Traffic Management Part 5: Road Management states the following in relation to the role of different road types:

- *The primary function or balance of different functions may be reflected in the classification of a road. In its purest form, road classification may consist of two basic road types which have fundamentally different traffic and environmental goals:*
 - *arterial roads, the main function of which is to provide for the safe and efficient movement of people and freight, and*
 - *local roads, which provide direct access to abutting land uses and which contribute to the overall functioning of areas bounded by arterial roads or other barriers. The basic function of a local road is to provide a good environment in which to live or conduct a business and to enable vehicular access to abutting land.*
- *The need for access planning and management arises because vehicle movements generated by abutting properties can potentially create interruptions in the traffic flow along a road. On many roads, these interruptions are of little or no concern. However, on arterial roads carrying high traffic volumes or fast moving traffic, where traffic efficiency is of greater importance, these interruptions can create a greater risk of crashes, inefficiencies and other costs to the community. An effective access management strategy for a road or site contributes to the best outcome for the community by protecting the level of traffic service on important through traffic routes while providing road users with safe and appropriate access to adjacent land.*

Heidelberg Road is an arterial road (Road Zone Category 1) and accordingly it has an important role in the broader arterial road network context to provide for through traffic. Heidelberg Road is also located on the Principle Bicycle Network (PBN).

The role of Heidelberg Road creates an environment which is not conducive to providing direct vehicular access to properties which could create interruptions in the flow of both vehicular and pedestrian traffic along Heidelberg Road.

Accordingly, taking into account Heidelberg Road's primary purpose, and noting that within the study area the majority of properties have alternative access potential (generally via local roads and some laneways/carriageway easements), there should be strong policy support within any Planning Scheme amendment (such as the DDO) to guide future access to development to be via the lower order road network.

Safety

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Part 13 of the AustRoads Guide to Traffic Management addresses Road Environment Safety, as follows:

- *Managing safety in the road environment means managing the risk that injury will occur, whether it arises from the behaviour of road users, the performance of vehicles or the characteristics of the road environment. Making roads safer means reducing the risk. This applies to all road users – vehicle drivers, riders, passengers, cyclists, and pedestrians.*
- *Safe operation of the road and traffic system is a fundamental goal for road designers and traffic engineers who have a prime responsibility for addressing the safety factors related directly to the road environment itself.*

Fundamental principles for managing safety in road design, traffic management and remedial treatment practice include:

- speed management,
- conflict management,
- hazard management, and
- road user information management.

In the context of managing vehicular access to Heidelberg Road, conflict management is the primary safety principle which can be influenced.

Notably, it is important to provide a continuous safe environment for pedestrians at-grade along the Heidelberg Road public realm, and this can be achieved by minimising private property access points.

Policy Support

Council's Strategic Transport Statement sets out the following hierarchy of transport modes which forms the basis for decision making and actions related to transport in the City:

1. Pedestrians (including wheelchairs and walking with prams)
2. Cyclists
3. Tram
4. Bus/train
5. Taxi users/car sharers
6. Freight vehicles
7. Motorcyclists
8. Multiple occupants local traffic
9. Single occupants local traffic
10. Multiple occupants through traffic
11. Single occupants through traffic

Council's transport modal hierarchy for decision making places pedestrians and cyclists in the top 2, and places vehicular traffic at the bottom.

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This hierarchy recognises the importance of sustainable modes into the future, and supports the recommended access management strategy to utilise lower order roads for vehicle access wherever possible, with direct access to Heidelberg Road being a last resort (with consideration for “no parking provision” potentially being preferable for some individual sites).

6.2. Benefits of Limiting Vehicle Access to Heidelberg Road

The principle of limiting direct vehicle access to Heidelberg Road provides the following key benefits:

- It promotes a safe and friendly pedestrian walking environment, by reducing breaks in the footpath, reducing pedestrian-vehicle conflict points and increasing the amount of active street frontage along Heidelberg Road. It also eliminates instances of vehicles blocking the footpath.
- It limits vehicle access to Heidelberg Road to public road intersections, where Council and VicRoads have a greater degree of control in the implementation of traffic management measures. This improves the efficiency and safety of the road network for all users.
- The reduced number of intersections allows the concentration of effort of traffic management measures and safety improvements at a limited number of locations.

However, the benefits of limiting vehicle access to Heidelberg Road need to be tempered against other competing demands, including:

- Some sites do not have alternative access options and have existing access points to Heidelberg Road. It is not possible to deny access to sites that already have direct access to Heidelberg Road and do not have viable alternatives. However, upon redevelopment these accesses can include new controls to limit their impact, in particular left-in/left-out restrictions. A left-in/left-out restrictions results in the smallest impact on the arterial road network from an efficiency and safety perspective. Noting that most sites (except in Precinct 3b) are opposite a central median separating east and west-bound movements and will need to be left-in/left-out regardless.
- For some land uses (such as supermarkets), convenient and direct access to the arterial road network is important for the viability of the use and to minimise impact on local roads.

6.3. Access and Movement Plans

The detailed access and movement plans are attached at Appendix F.

To implement these plans will require some changes to the existing traffic management treatments and the configuration of public roads and laneways. This includes widening laneways to accommodate additional vehicle movements, specifically to accommodate simultaneous two-way traffic flow. This would involve developments abutting certain laneways being required to setback at ground level (although the building could extend over the laneway at upper levels).

Proposed access management plans attached at Appendix F show the recommended traffic management changes and instances where laneways should be widened, to accommodate a rear outcome for redevelopment sites fronting Heidelberg Road.

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The plans classify road frontages into three categories:

- **Access prohibited (unless there is no reasonable alternative)** – this category is where vehicle access is not desirable or supported. This classification generally relates to Heidelberg Road frontages (or Chandler Highway, in Precinct 3a).
- **Access not preferred** – this category relates to locations where access is not preferred in favour of alternatives. However, these sites may not have reasonable alternative access locations (i.e. vehicle access to these sections may be the only option available to the site). Vehicle access solutions that do not involve access to these locations are encouraged. This may include consolidation of sites that allow vehicle access to a preferred location or the non-provision of car parking for smaller development sites.
- **Access preferred** – vehicle access to these frontages is supported and encouraged.

It is noted that there are a number of areas, where access is not currently available via either a side (local) road or a rear laneway or are otherwise constrained, as follows:

6.3.1. Precinct 2

- Location 1: corner of Heidelberg road and Panther Place (property numbers 358 to 376)
- Location 2: south-west corner of Heidelberg road and Station Street (property numbers 416 to 438)
- Location 3: south-east corner of Heidelberg road and Station Street (property numbers 440 to 452)
- Location 4: block between Arthur Street and Austin Street (property numbers 468 to 484, currently occupied by Mercedes car dealership)

6.3.2. Precinct 3b

- Location 5: block between Parkview Road and Park Avenue (property number 712)
- Location 6: south-east corner of Park Avenue and Heidelberg Road (property numbers 720-734)
- Location 7: property numbers 754 and 756

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The following sets out our review of each of the abovementioned areas.

Location 1 - corner of Heidelberg road and Panther Place (property numbers 358 to 376)

Location 1 is shown in the figure below, indicated by the yellow line.



Figure 22: Aerial Photo – Location 1

Source: Nearmap

Property number 358 has three street frontages with a wide frontage to Panther Place, and two narrow frontages to Heidelberg Road and Park Crescent. This site currently has 3 vehicle access points, including one to Heidelberg Road and two to Panther Place.

The site is also noted as “Sensitive redevelopment of existing & potential heritage buildings” as set out within the Urban design strategy. Accordingly, any redevelopment of the site needs to also take into consideration the heritage aspects of the building and associated constraints.

The following discussion is undertaken purely from a traffic engineering and access planning perspective.

Vehicle access should not be permitted to Heidelberg Road as the intention of the DDO is to limit the number of vehicle access points to Heidelberg Road. The question then becomes where is the best location for vehicle access along Panther Place or Park Crescent. The options for vehicle access are as follows:

1. The northern most existing access location to Panther Place.
2. The existing approximate mid-block crossover to Panther Place.
3. Creating a new crossover at the eastern boundary of the site to Park Crescent.
4. Consolidating the site with the adjacent site at No. 364 and creating a new crossover at the site’s consolidated eastern boundary.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

Table 9: Review of Access Options – Location 1

Option		Advantages	Disadvantages/Challenges	Recommendation
1.	The northern most existing access location to Panther Place	<ul style="list-style-type: none"> No impact to Heidelberg Road frontage. 	<ul style="list-style-type: none"> Unable to turn right out of the site due to the location of infrastructure associated with the traffic signals Limited sight distance to the Heidelberg Road intersection Difficult location to provide access whilst maintaining active street frontage to Heidelberg Road 	<p>Discard.</p> <p>The safety impacts associated with the limited sight distance is not acceptable.</p>
2.	The existing approximate mid-block crossover to Panther Place.	<ul style="list-style-type: none"> No impact to Heidelberg Road frontage. Location with the best sight distance for this site. Facilitates safest vehicle access to this site 	<ul style="list-style-type: none"> Difficulty in turning right out of the site, due to likely queues forming across the access from Heidelberg Road. Keep Clear line marking could be provided to ensure that egress from the site can be provided Otherwise, may be required to be left-out only. Difficult location to maintain street presence to Heidelberg Road 	<p>Consider.</p> <p>May be problematic for building design reasons.</p>
3.	New crossover at the eastern boundary of the site to Park Crescent	<ul style="list-style-type: none"> No impact to Heidelberg Road frontage. Maintains street presence at Heidelberg Road 	<ul style="list-style-type: none"> Limited sight distance to the bend at Panther Place/Park Crescent Will require removal of vegetation along verge on Park Crescent. 	<p>Discard.</p> <p>The safety impacts associated with the limited sight distance is not acceptable.</p>

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

Option		Advantages	Disadvantages/Challenges	Recommendation
4.	Consolidating with the adjacent site and new crossover at eastern boundary.	<ul style="list-style-type: none"> No impact to Heidelberg Road frontage. Maintains street presence at Heidelberg Road Acceptable sight distance to the bend to the west 	<ul style="list-style-type: none"> Will require removal of vegetation along verge on Park Crescent. Complexity with regard to agreements between the two sites with regard to consolidation. 	<p>Preferred option.</p> <p>But only if Council deems it appropriate to consider approaching land owners regarding consolidation.</p>

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

Property No's 364 and 376 should both create vehicle access to Park Crescent, in preference to Heidelberg Road.

The vehicle access points to No. 364 is too close to the Heidelberg Road/Panther Place/Westgarth Street intersection and as such should be removed and reinstated as kerb and channel. Entering traffic in this location would reduce the efficiency of through vehicle movements (including bicycles) through the intersection.

Similarly, access to and from the site would be problematic, as when accessing the site from the west (i.e. from the city) would require a vehicle to travel past the site and perform a U-Turn at the Station Street/Heidelberg Road intersection, impacting this intersection.

If vehicle access to this site is provided to Park Crescent, the issues regarding access from the west would be removed as access from the west could be facilitated via the right turn movement at Panther Place.

The Design Strategy for Precinct 2 indicates that the existing access to No. 376 should be retained for a redeveloped site. Our preferred access to this site is to Park Crescent. Whilst there is an existing two-way accessway to Heidelberg Road in this location, the crossover is of a substandard design and includes a street pole in the centre of the access, separating entry and exit movements. This is problematic in terms of clearances to the pole, particularly for larger vehicle access. The figure below shows this arrangement.



Figure 23: Existing Vehicle Access to No. 376

Maintaining access to Heidelberg Road for No. 376 creates the same issues with regard to vehicle access as described for No. 364

The preferred access location to Park Crescent is the existing crossover to this site, which is located at the eastern boundary.

This access location will increase traffic along Park Crescent. However, given this area is indicated as suitable for moderate redevelopment intensification for a height limit of 5 storeys, the associated traffic impact is expected to be low. We also expect traffic to be distributed to the east and west depending on direction of travel.

Vehicle access to Heidelberg Road for loading requirements may be maintained if cannot be facilitated to Park Crescent.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

Location 2 - south-west corner of Heidelberg road and Station Street (property numbers 416 to 438)

Location 2 is shown in the figure below, indicated by the yellow line, with the indicative location of the ROW shown in green.



Figure 24: Aerial Photo – Location 2

Property No's 416 to 432 each have frontages to the ROW which extends in an L-shape from Heidelberg Road to the south-east corner of No. 416.

Each of these sites currently have vehicle access to the ROW, either by property access or by car parking within a setback arrangement.

Our recommendation is that vehicle access to the ROW continues, post redevelopment of each of these sites.

The ROW is currently provided at a width of 5.0m as it connects to Heidelberg Road. Under the ultimate arrangement of the ROW, it should be at least 6.1m wide to accommodate two-way movements.

The logical way to ensure that this occurs is to require sites No. 420 and No. 432 to set back their buildings equally to ensure that the necessary widening occurs and is equally distributed between the two sites. The necessary widening is detailed in the figure below.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

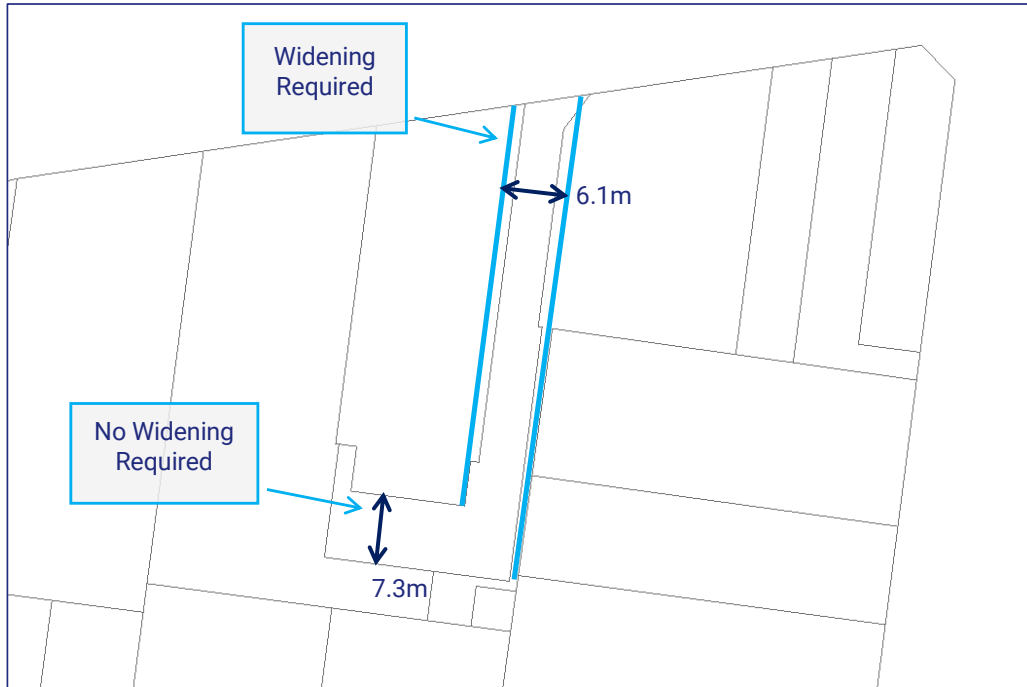


Figure 25: Require Lane Widening

We note that the current width of the lane is sufficient to provide for constrained two-way movements. Accordingly, we do not believe there will be an issue arising with regard to the order with which the site develop. For example, if No. 416 develops before the other two, the laneway will practically operate as allowing for two-way movements, such that the environmental capacity of the laneway will not be exceeded.

We understand that through discussions with Council that Property No 434-438 are likely to be developed as one consolidated site due to the ownership of the land. Accordingly, the access to the site should be provided to Station Street as far south as possible.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

Location 3 - south-east corner of Heidelberg road and Station Street (property numbers 440 to 452)

Location 3 is shown in the figure below, indicated by the yellow line, with the indicative location of the carriageway easement shown in green.



Figure 26: Aerial Photo – Location 3

We understand that a carriageway easement is provided in favour of each of the properties detailed below. Under existing conditions each of these properties have vehicle access to the carriageway easement either via property access or by car parking within a setback arrangement.

We recommend that each of these properties, upon redevelopment, continue to rely on this carriageway easement for vehicle access.

Given the level of development that is identified within this precinct, we do not expect these sites to generate the level of traffic that would necessitate the need for widening the easement to accommodate two-way movements (i.e. over 30 movements per peak hour), particularly given the size of No's 448, 450 and 452.

However, if No. 440 did develop beyond the 5 storey height limit and generate significant traffic that would cause the easement to exceed its environmental capacity, this may necessitate the need to, at a minimum, create a passing opportunity along this property's

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

frontage. As the largest site, with access to the easement, No. 440 is the driver as to whether widening of the laneway were to be required.

It may not be possible to provide for a passing area at the entrance to the carriageway easement due to the presence of a significant street tree which may need to be preserved (others to advise on).

However, a passing bay along the frontage to No. 440 would suffice if this situation arose. It is highly unlikely that the development of No's 448, 450 and 452 would be the driving force behind widening the easement.

As discussed at Section 5.4, given their width, No's 448, 450 and 452 are ideally dimensioned for the provision of low or no parking to be provided. Accordingly, if this were the case, no traffic impacts would result.

Vehicle access to Heidelberg Road should be prohibited for each of the abovementioned sites.

Location 4 - block between Arthur Street and Austin Street (property numbers 468 to 484, currently occupied by Mercedes car dealership)

We note that the Design Strategy details vehicle access to No's 468 to 484 is to Arthur Street, but not to Austin Street.

From an accessibility perspective, vehicle access to Austin Street is a more preferable option. The Austin Street/Heidelberg Road intersection allows for all movements, as opposed to the Arthur Street/Heidelberg Road intersection, which is restricted to left-in/left-out movements.

Whilst either location would be acceptable for access to No's 468 to 484, from an access perspective Austin Street would be preferable.

Location 5 - block between Parkview Road and Park Avenue (property number 700-718)

We note that the Design Strategy does not detail an access location to No. 700-718. This site has three street frontages, including Heidelberg Road, Park Avenue and Parkview Road.

Heidelberg Road would not be acceptable from a vehicle access perspective, given.

The former Paper Mills site development site lies directly to the west of this land parcel, and has vehicle access to Parkview Road. The Paper Mills development site is significant and will accordingly generate significant traffic to the network

Accordingly, it would be preferential if vehicle access to No. 712 were to occur to Park Avenue, rather than Parkview Road in order to distribute traffic throughout the network rather than concentrate it to Parkview Road.

However, both local streets would be appropriate for vehicle access provided the necessary capacity analysis was completed for the Parkview Road.

We note that this site received a Planning Permit from VCAT (Aleks Nominees Pty Ltd v Yarra CC [2018] VCAT 1315) for an 8 storey mixed use building over 3 levels of basement parking. The building is to contain 2 retail tenancies, 105 dwellings and 153 car spaces, accessed via both Parkview Road and Park Avenue. This is a satisfactory arrangement and is likely to distribute the traffic appropriately.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

Location 6 - south-east corner of Park Avenue and Heidelberg Road (property numbers 720-734)

Location 6 is shown in the figure below, indicated by the yellow line, with the ROW location shown in green.



Figure 27: Aerial Photo – Location 6

Properties 720 to 732 each have vehicle access to the laneway which extends to Park Avenue under exiting conditions. In addition to these properties, the carpark (accommodating approximately 23 car spaces) located on the south side of the laneway associated with the office on the north side also has vehicle access to the laneway.

We recommend that each of these properties, upon redevelopment, continue to rely on this laneway for vehicle access.

Assuming the continuing use of the carpark (or redevelopment of the carpark maintaining vehicle access to the ROW) and taking into account the development potential of the sites on the north side of the ROW, it is likely that the ROW will require a passing area to be provided at the entrance to the ROW.

This would increase the capacity such that vehicle access to each of the sites can be accommodated.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

The passing area should be designed such that a vehicle can enter the ROW, prop clear of the footpath and allow another vehicle to pass. It should be a minimum of 6.1m wide to accord with AS2890.1-2004 for two-lane, two-way access.

As discussed at Section 5.4, given their width and challenges associated with providing adequate access to Heidelberg Road, No's 728, 730, 732 and 734 are suited for consideration for a zero-parking solution. Accordingly, if this were the case, no traffic impacts would result.

Vehicle access to Heidelberg Road should be prohibited for each of the abovementioned sites.

Location 7 - property numbers 754 and 756

Location 7 is shown in the figure below, indicated by the yellow line.



Figure 28: Aerial Photo – Location 7

As discussed at Section 5.4, given their width and challenges associated with providing adequate access to Heidelberg Road, a Road Zone Category 1, No's 754 and 756 are ideally suited for the provision of no parking to be provided. Accordingly, if this were the case, no traffic impacts would result.

These sites are particularly difficult to provide access to, as an accessway would need to be at least 6.1m wide (assuming that over 10 car spaces are provided, being the threshold for a two-way accessway to a Road Zone).

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

Accordingly, the majority of their 12-14m frontages would be occupied by vehicle accessways, within close very close proximity, which would compromise the pedestrian experience/safety and other non-traffic engineering related considerations.

There is added complexity associated with No. 756 as it also identified as 'Sensitive redevelopment of existing & potential heritage buildings', as well as being restricted by an existing heritage overlay.

The option of providing a development with zero parking may be preferential to providing vehicle access to Heidelberg Road.

We also note that this site is located within 400m of Alphington Railway Station and is one of the most well located with respect to public transport in the study area.

7. Alternative Transport

7.1. Bicycle Infrastructure

As set out within Section 4.5.1, the current bicycle conditions throughout the study area vary at different points along Heidelberg Road and is discontinuous. Accordingly, this results in a confusing and potentially dangerous environment for cyclists, which discourages use of bicycles along Heidelberg Road.

The bike lanes through the corridor commonly share the kerb space with parked vehicles outside of Clearway times. Accordingly, outside of Clearway times, the bicycle lanes are not able to be used.

We note that during clearway times in some locations, the bicycle lanes are narrow, resulting in cyclists travelling quite close to adjacent traffic lanes.

The treatments at signalised intersections is inconsistent throughout the study area. This ranges between a high level at the Heidelberg Road/Chandler Highway intersection which includes kerbside bicycle lanes on the arrival and departure lanes, head-start areas and hook turn storage boxes, compared with a very poor level of infrastructure at a number of intersections.

In each of the precincts all redevelopment should provide for bicycle parking with provisions at least in line with Clause 52.34 of the Planning Scheme. If dwellings without car parking are provided, additional bicycle parking should be provided to ensure no dwelling is at a transport disadvantage.

The design of the bicycle parking facilities should be provided in accordance with the requirements of AS2890.3-2015, including the provision of 20% of spaces designed as a floor mounted space.

Any development within the study area should ensure that bicycles are logically placed with respect to the bicycle paths and bicycle lanes to ensure easy access to designated bicycle routes.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

7.1.1. Precinct 1

The sites located within Precinct 1 are particularly well located with respect to bicycle infrastructure, with bicycle lanes located adjacent the site on Heidelberg Road (both directions) and off-road shared paths located to the south of the site throughout the parklands.

There are also good cycling connections from the site to Dennis Railway Station via Jeffrey Street and Victoria Street.

The design strategy for Precinct 1 demonstrates that the bicycle lanes will be maintained along Heidelberg Road.

Whilst the existing infrastructure is suitable, some improvements can be made in some areas. We recommend liaising with the relevant authorities, i.e. Department of Transport (PTV and VicRoads) and Darebin City Council in relation to considering the following, which is currently lacking:

- head-start areas for bicycles at the Heidelberg Road/Yarra Bend Road and Heidelberg Road/Jeffrey Street intersections, and
- additional bicycle parking for Dennis Railway Station to encourage bicycle access to the railway station.

7.1.2. Precinct 2

The bicycle lanes which extend along Heidelberg Road within Precinct 2 do not continue through the intersection with Station Street creating an unsafe arrangement. This is a deterrent for bicycle travel along this stretch of Heidelberg Road.

Bicycle lanes are provided along Westgarth Street and Station Street, providing for convenient bicycle access to Dennis Railway Station (via Westgarth Street and Victoria Street) and Fairfield Railway Station via (Station Street).

The existing bicycle infrastructure is lacking in this area. We recommend liaising with the relevant authorities, i.e. Department of Transport (PTV and VicRoads) and Darebin City Council in relation to the following:

- bicycle consideration at the Station Street/Heidelberg Road intersection to redesign the intersection to incorporate high quality bicycle infrastructure to encourage bicycle usage and increase safety at the intersection for cyclists, and
- additional bicycle parking for Fairfield Railway Station to encourage bicycle access to the railway station.

7.1.3. Precinct 3a

The recent upgrade to the intersection of the Heidelberg Road/Chandler Highway intersection has included significant provisions for bicycles including kerbside bicycle lanes on the arrival and departure lanes, head-start areas and hook turn storage boxes. Accordingly, the bicycle infrastructure in this precinct is good.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

7.1.4. Precinct 3b

Bicycle lanes extend along Heidelberg Road within the western portion of Precinct 3b, but do not continue east of Miller Street and through the intersection with Yarralea Street and then do not continue to the east of this intersection. The non-provision of bicycle lanes in this area and restriction of bicycle lanes outside of clearway times by parked cars acts as a deterrent for bicycle travel along this stretch of Heidelberg Road.

Similarly, bicycle lanes are not present on Yarralea Street to assist access to Alphington Railway Station.

The existing bicycle infrastructure is lacking in this precinct. We recommend liaising with the relevant authorities, i.e. Department of Transport (PTV and VicRoads) and Darebin City Council in relation to considering the following, which is currently lacking:

- investigate the provision of bicycle lanes if the Public Acquisition Overlay is acted upon by the Department of Transport,
- bicycle consideration at the Yarralea Street/Heidelberg Road intersection to redesign the intersection to incorporate high quality bicycle infrastructure to encourage bicycle usage and increase safety at the intersection for cyclists, and
- additional bicycle parking for Alphington Railway Station to encourage bicycle access to the railway station.

7.1.5. Summary

Overall the bicycle infrastructure within the study area is lacking in most areas and should be improved. We recommend liaising with the relevant authorities, i.e. Department of Transport (PTV and VicRoads) and Darebin City Council in relation to considering the following, which is currently lacking:

- bicycle consideration at signalised intersections within the study area, intersection to redesign intersections to incorporate high quality bicycle infrastructure to encourage bicycle usage and increase safety at the intersection for cyclists. This could include continuous bicycle lanes through the intersection or head start areas for bicycles,
- additional bicycle parking at Dennis, Fairfield and Alphington Railway Stations to encourage bicycle access to the railway station, and
- creating a be a continuous safe bike lane which is not interrupted at intersections or by parked vehicles.

7.2. Public Transport

7.2.1. Fixed Rail

The study area has access to three railway stations within close proximity, including Dennis, Fairfield and Alphington Railway Stations. These railway stations are located on the Hurstbridge line and offer a high level of service to and from the City with services operating every 5-10 minutes during peak periods and every 20 minutes during off-peak times.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

We do note however, that there appears to be a lack of bicycle parking at these railway stations which could create a detraction for potential users of the train services, given the lack of car parking at the stations.

As stated on Metro Train's website:

Parkiteer bike cages provide a convenient, undercover and secure place to park your bike, allowing fast access to the station to continue your journey by public transport.

Accordingly, providing a secure undercover space to park a bicycle would potentially attract additional users of fixed rail for the existing population, as well as any new residents to the area.

7.2.2. Bus Services

A detailed summary of the bus routes available within close proximity to the study area is provided at Section 4.4. The majority of the bus services provided within the study area do not provide a high level of service, with services ranging from every 20 minutes to every 60 minutes during the peak periods. Some services do not operate on the weekend, including along Heidelberg Road. i.e. on the weekend no bus services operate along Heidelberg Road.

Furthermore, there is a lack of bus shelters provided along Heidelberg Road which could be a detractor for potential users of the services.

We recommend liaising with PTV to increase the frequency of services for the existing bus routes within the area and potentially for services to operate during the weekend. Particularly Bus Route 546, which could create a convenient connection through the study area, enabling access to the retail and community services which will be offered as part of the redevelopment of the former Paper Mills site.

We also recommend liaising with the Department of Transport in relation to incorporating considerations for buses within any widening of Heidelberg Road, as well as additional bus shelters at regular intervals along Heidelberg Road.

7.2.3. Walking

The study area is somewhat walkable where only some services and destinations are within a convenient walking distance. We note that the main pedestrian path connecting the study area to local services in close proximity is via Heidelberg Road.

We also note that access to the nearest railway stations within the study area is not ideal, with Precinct 3a located at least 850m walking distance to the nearest railway station. Given its greater distance, this could discourage potential users of the train services.

Accordingly, providing a possible pedestrian link to Fairfield Station along the disused Outer Circle train line can improve pedestrian connectivity to Precinct 2 and 3a (both of which are located outside the PPTN area). This could potentially attract additional users of the train services and Fairfield Village shopping precinct for the existing population, as well as any new residents to the area. This is consistent with the recommendation put forward in the Alphington Paper Mill Development Plan.

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

8. Interim Design and Development Overlay – Working Draft

The following table sets out our discussion and recommendations for the transport engineering aspects of the interim Design and Development Overlay. This Extract is provided at Appendix G.

Table 10: Review of Design and Development Overlay

Current Text from Working Draft	Comments	Potential Re-Wording
Access, parking and loading areas requirements Car parking should be located within a basement or concealed from the main and side streets.	Agree	-
Providing recessed parking spaces at the ground floor of buildings and onsite parking spaces at the front of properties should be avoided, except for development east of Yarralea Street, Alphington.	There will be some instances where car parking may be recessed on the ground level from laneways or carriageway easements. We assume that the reasoning behind providing no parking within the front setbacks of buildings east of Yarralea Street is due to the PAO, which if enforced, would need to be removed. Accordingly, any car parking which is provided within the front setbacks in these areas should be of little consequence to the overall viability of the developments, and should include car spaces such as visitors or customers. Rather than resident or staff parking.	Providing recessed parking spaces at the ground floor of buildings and onsite parking spaces at the front of properties should be avoided, except for <u>development which includes vehicle access to laneways and for</u> development east of Yarralea Street, Alphington.
Pedestrian access to buildings should be achieved via Heidelberg Road or side streets and must be clearly visible, secure and have an identifiable sense of address. Residential and commercial entrances should be distinguishable from each other. Primary access from laneways should be avoided.	Agree.	-

Traffic and Vehicle Access Assessment

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Current Text from Working Draft	Comments	Potential Re-Wording
The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and ventilated.	Agree.	-
Bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.	Agree.	-
Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high quality pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity.	Agree.	-
Development must not provide new vehicular access from Heidelberg Road.	As detailed extensively at Section 6.3, there will be instances when vehicle access to Heidelberg Road is the only viable option for vehicle access. The word 'must' does not allow for any variation to allow for access to Heidelberg Road in the aforementioned situations.	Development must not provide new vehicular access from Heidelberg Road, <u>unless there is no reasonable alternative.</u> <u>In the event that access is taken to Heidelberg Road, only one crossover to a development site will be permitted to Heidelberg Road.</u>
Development with redundant vehicle access points to Heidelberg Road should reinstate the kerb, linemarked parking bays, and relocate any parking signs.	Agree.	-

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

Current Text from Working Draft	Comments	Potential Re-Wording
<p>Application Requirements</p> <p>The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:</p> <p>A Traffic and Parking Assessment Report which includes an assessment of the cumulative impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.</p>	<p>We agree with these requirements for an application. We also recommend that the cumulative impact should extend to any other developments which may not be located within the precinct, but would still impact upon the proposed development.</p> <p>As well as the functionality of laneway/s, the assessment should also assess the impact to any relevant intersections with Heidelberg Road.</p>	<p>A Traffic and Parking Assessment Report undertaken <u>by a suitable qualified traffic engineer</u> which includes an assessment of the cumulative impacts of traffic and parking in the <u>nearby area</u> including an assessment of the ongoing functionality of laneway/s, <u>any relevant intersection and local roads</u> where applicable.</p>
<p>Decision Guidelines</p> <p>The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:</p> <p>The cumulative impact of development on traffic and parking in the nearby area, including on the functionality of laneway's.</p>	<p>See above.</p>	<p>The cumulative impact of development on traffic and parking in the nearby area, including on the functionality of laneways, <u>any relevant intersection and local roads</u>.</p>

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield/Alphington

9. Conclusions and Recommendations

Traffix Group has been engaged by Yarra City Council to undertake the following:

- a high level assessment of the future traffic conditions and performance of Heidelberg Road and local street network with the planned future development,
- access and movement plans for the study area showing the location and form of new, altered and retained access arrangements and laneways required to provide appropriate access to future developments,
- advice on the content of the future Design and Development Overlay to facilitate appropriate access and movement through new development, and
- undertake a review of the existing public transport, bicycle and pedestrian considerations and infrastructure within the study area.

The assessment of future traffic conditions is in the form of a case study regarding the changes to transport patterns over the last 10 years along Victoria Street, where significant development has been undertaken. This review found that there has been a significant mode shift in the area, resulting in reduction in traffic on the arterial road network. This is due to a combination of factors including changes in land use patterns, the changing demographics of Richmond and additional residents working and living locally.

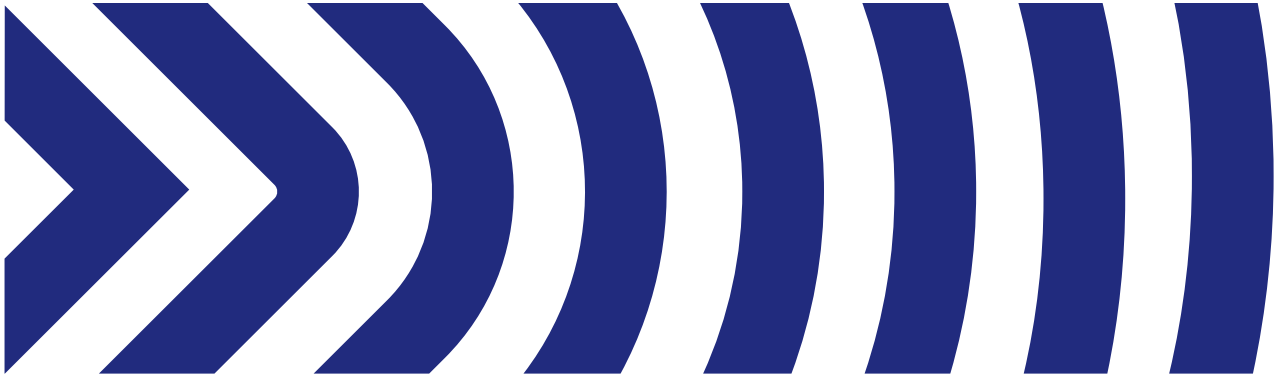
The Heidelberg Road corridor is placed to encourage each of these outcomes. Heidelberg Road is readily accessible by public transport and alternative transport modes and can readily encourage local living through a greater diversity of land uses. As such, we are satisfied that the traffic impacts of new development on Heidelberg Road can be managed, with a large proportion of the new trips generated, being taken up by travel modes other than private car.

Access and Movement Plans have been prepared for all properties abutting Heidelberg Road to map out how vehicle access to new developments can be managed to reduce the impact of vehicle access directly to Heidelberg Road. Suitably designed and controlled vehicle access is a key component in achieving the objectives of maximising the efficiency of Heidelberg Road for vehicles, cyclists and providing a high quality pedestrian environment.

Additional studies may be required for some locations to determine whether laneway widening is required as a result of some development. Additional studies may also be required to determine any detrimental impacts on signalised intersections within the precincts.

Recommendations have been made in relation to liaising with other stakeholders in relation to upgrading bicycle infrastructure throughout the precincts, improving the connectivity to nearby railway stations and improving the level of service for buses within the area.

This report also undertakes a review of the transport related aspects of the interim Design and Development Overlay and outlines any alterations required in this regard.



Appendix A

Road Network

Appendix E - Existing Access Conditions

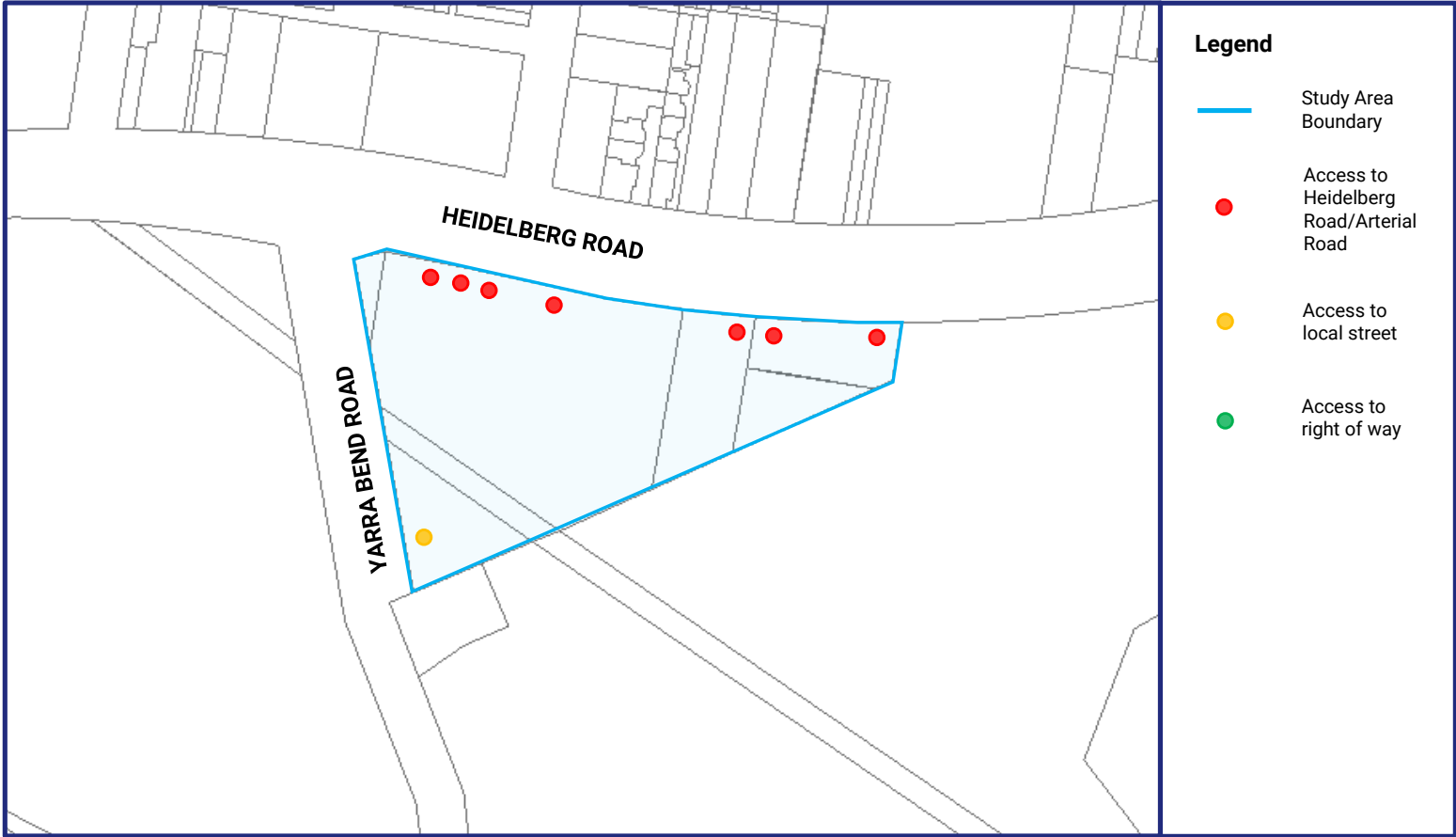


Figure E1: Precinct 1



Appendix E - Existing Access Conditions

Traffix Group

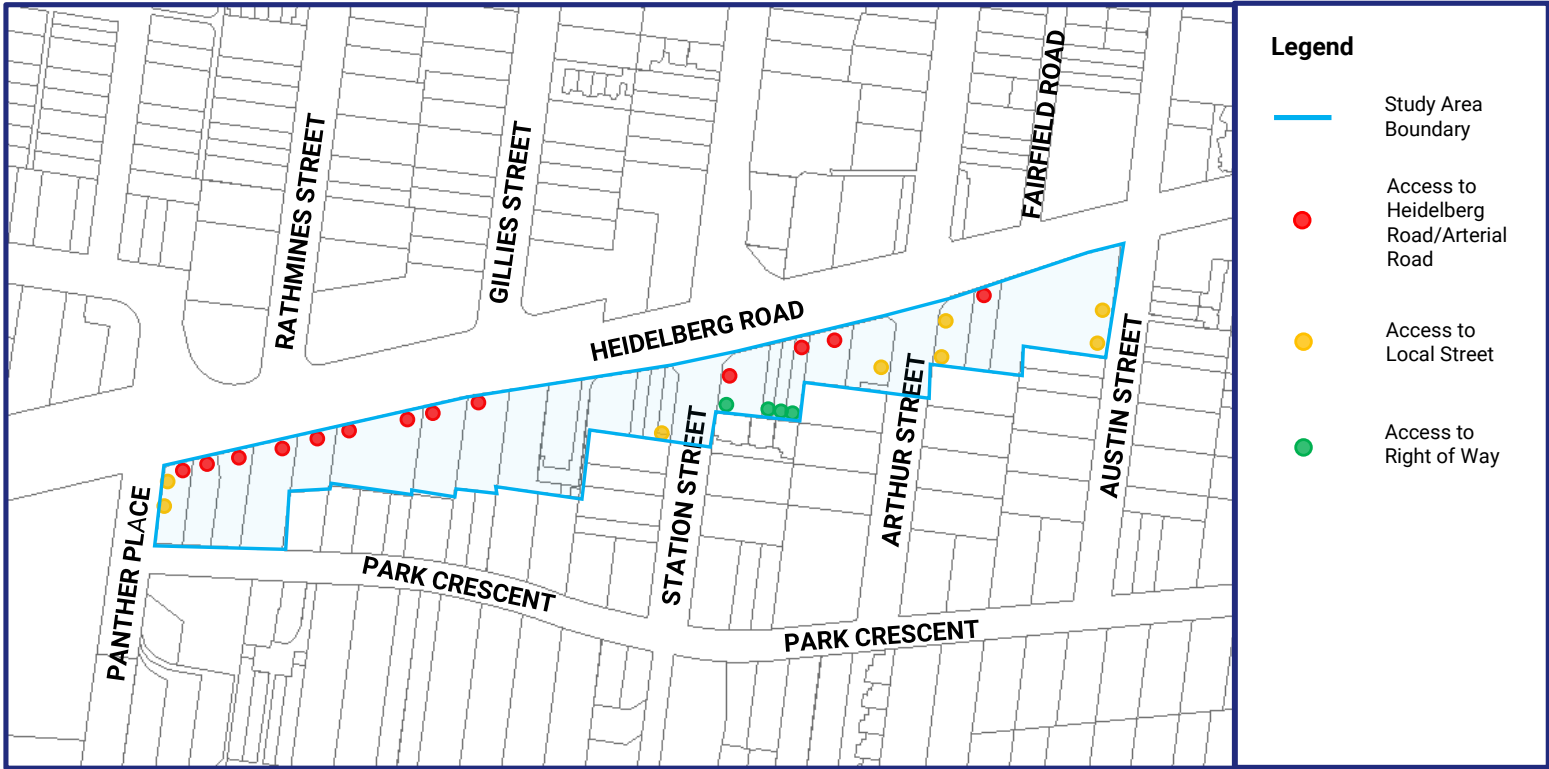


Figure E2: Precinct 2



Appendix E - Existing Access Conditions

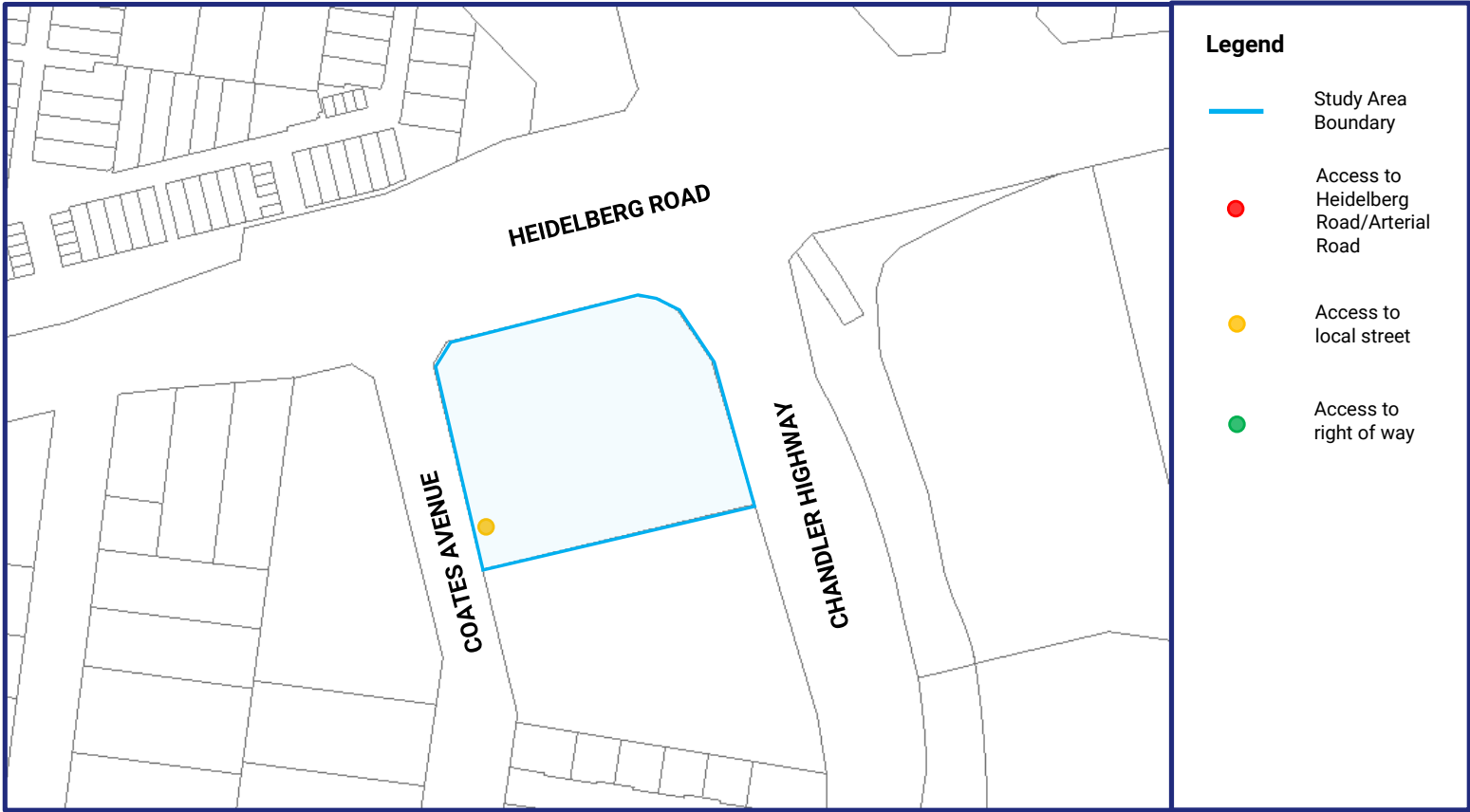


Figure E3: Precinct 3a



Appendix E - Existing Access Conditions

Traffix Group

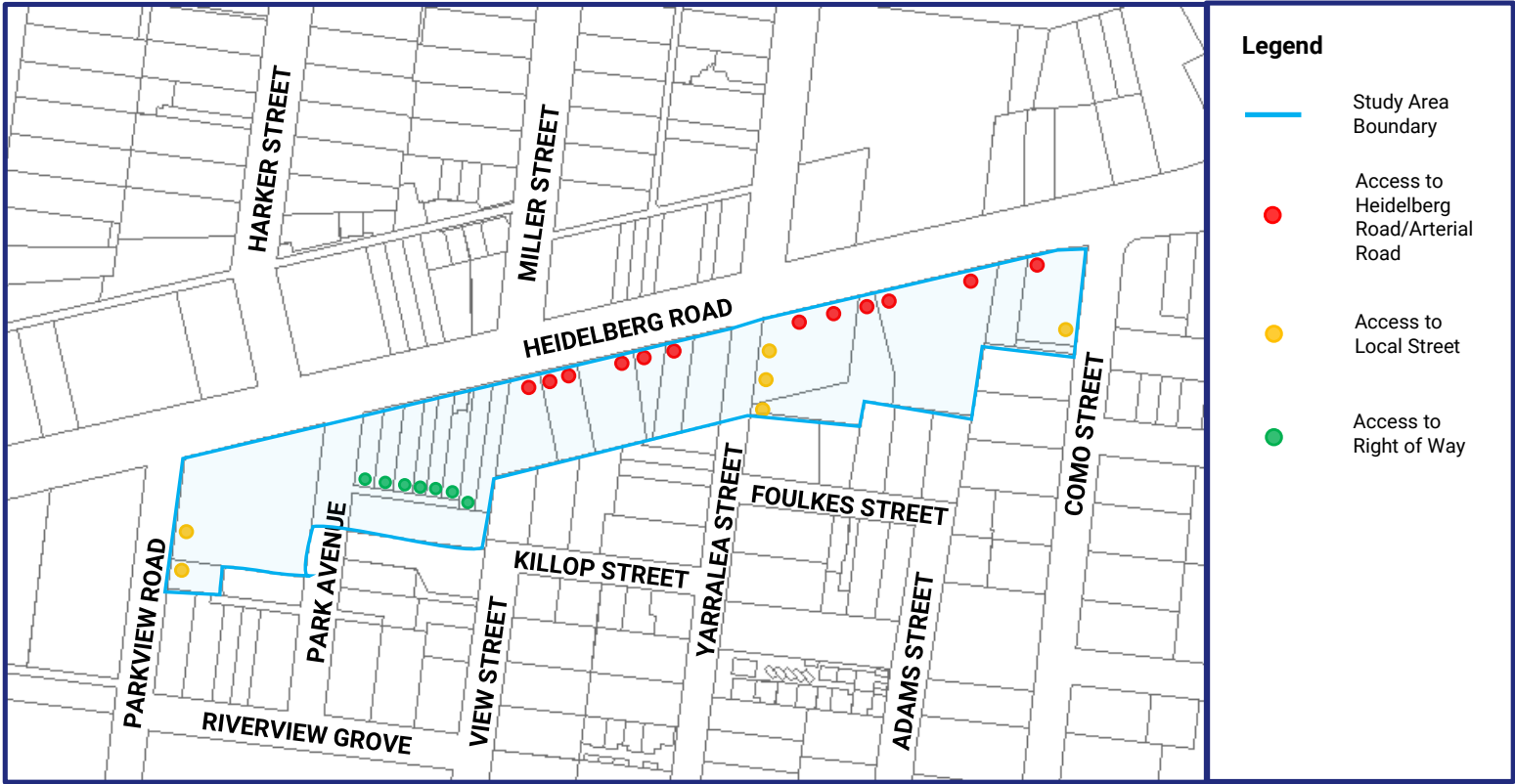
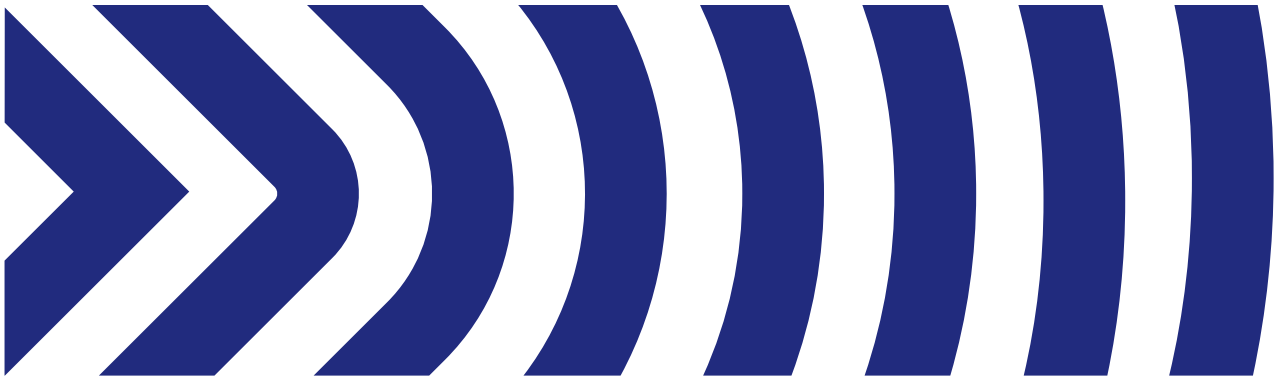


Figure E4: Precinct 3b





Appendix B

Existing Car Parking Restrictions

Appendix B - Existing Parking Conditions

Traffix Group

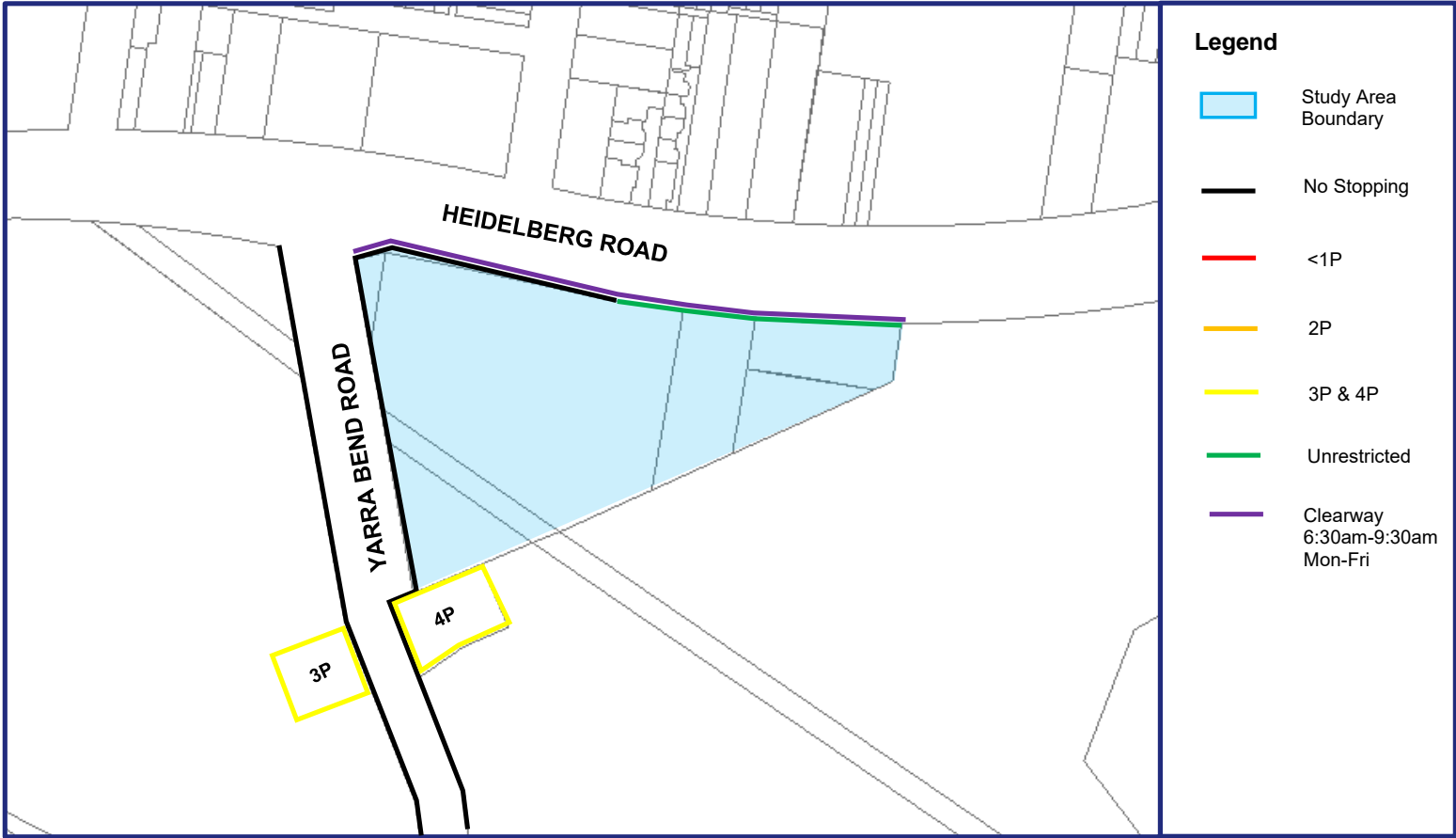


Figure B1: Precinct 1



Appendix B - Existing Parking Conditions

Traffix Group

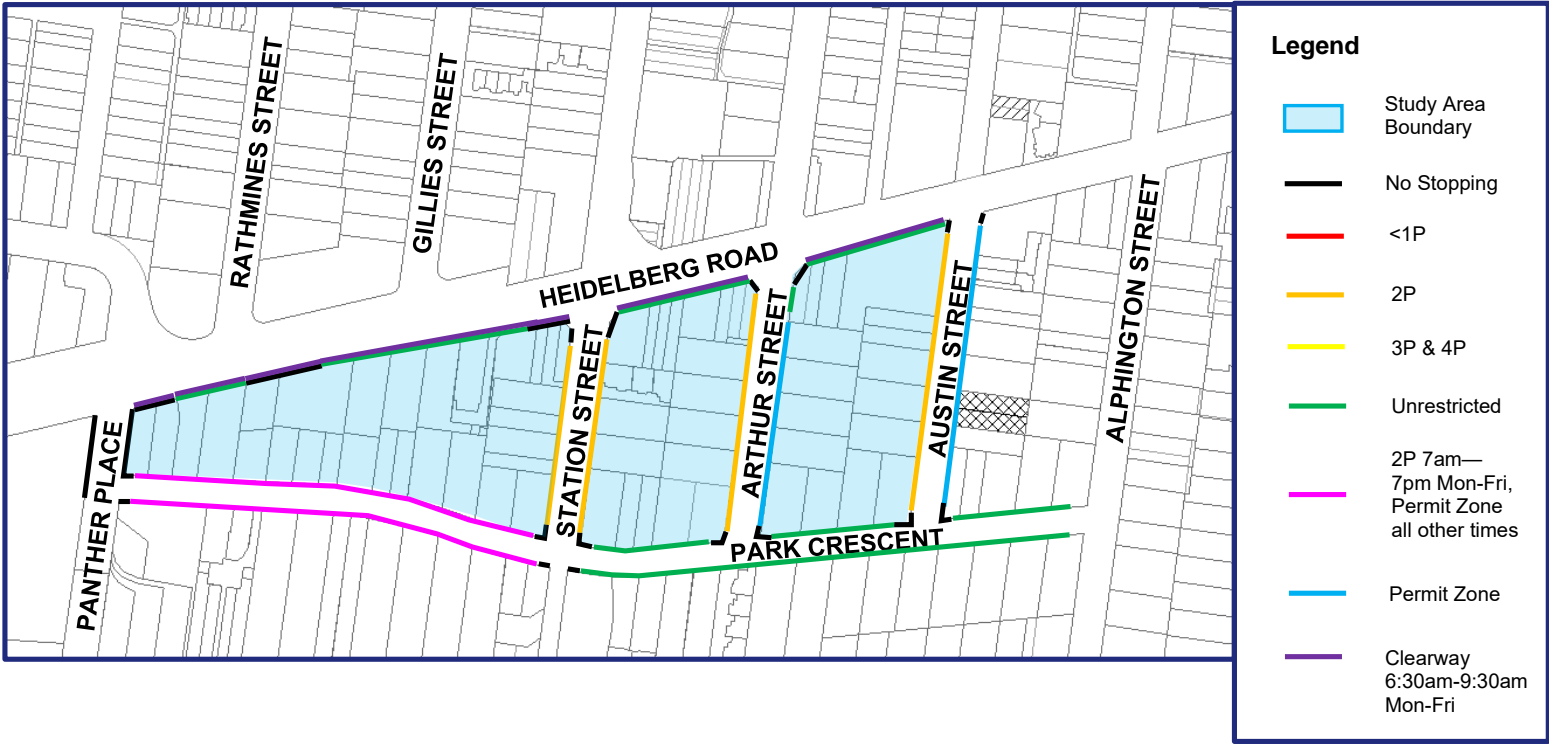


Figure B2: Precinct 2



Appendix B - Existing Parking Conditions

Traffix Group

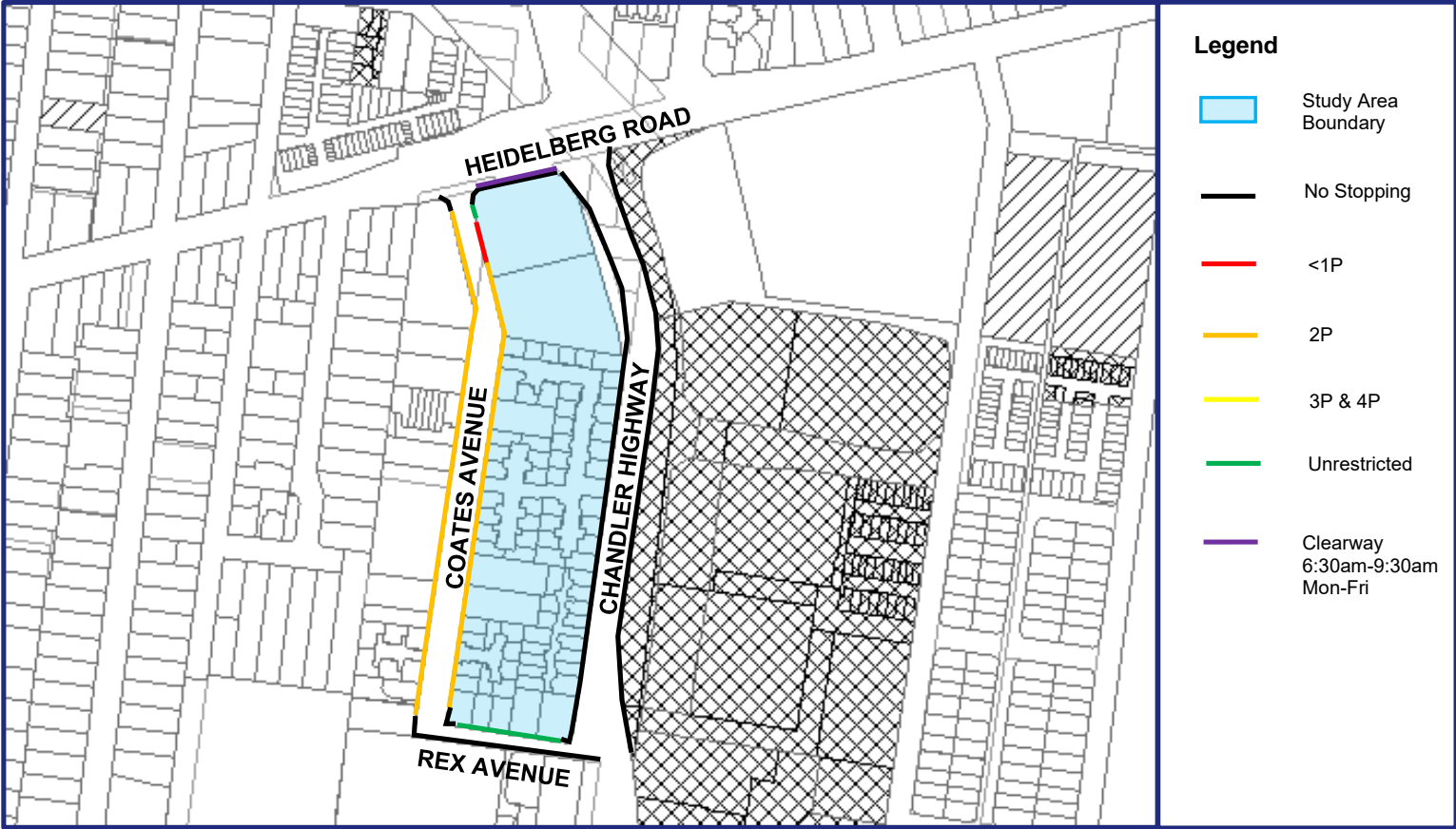


Figure B3: Precinct 3A



Appendix B - Existing Parking Conditions

Traffix Group

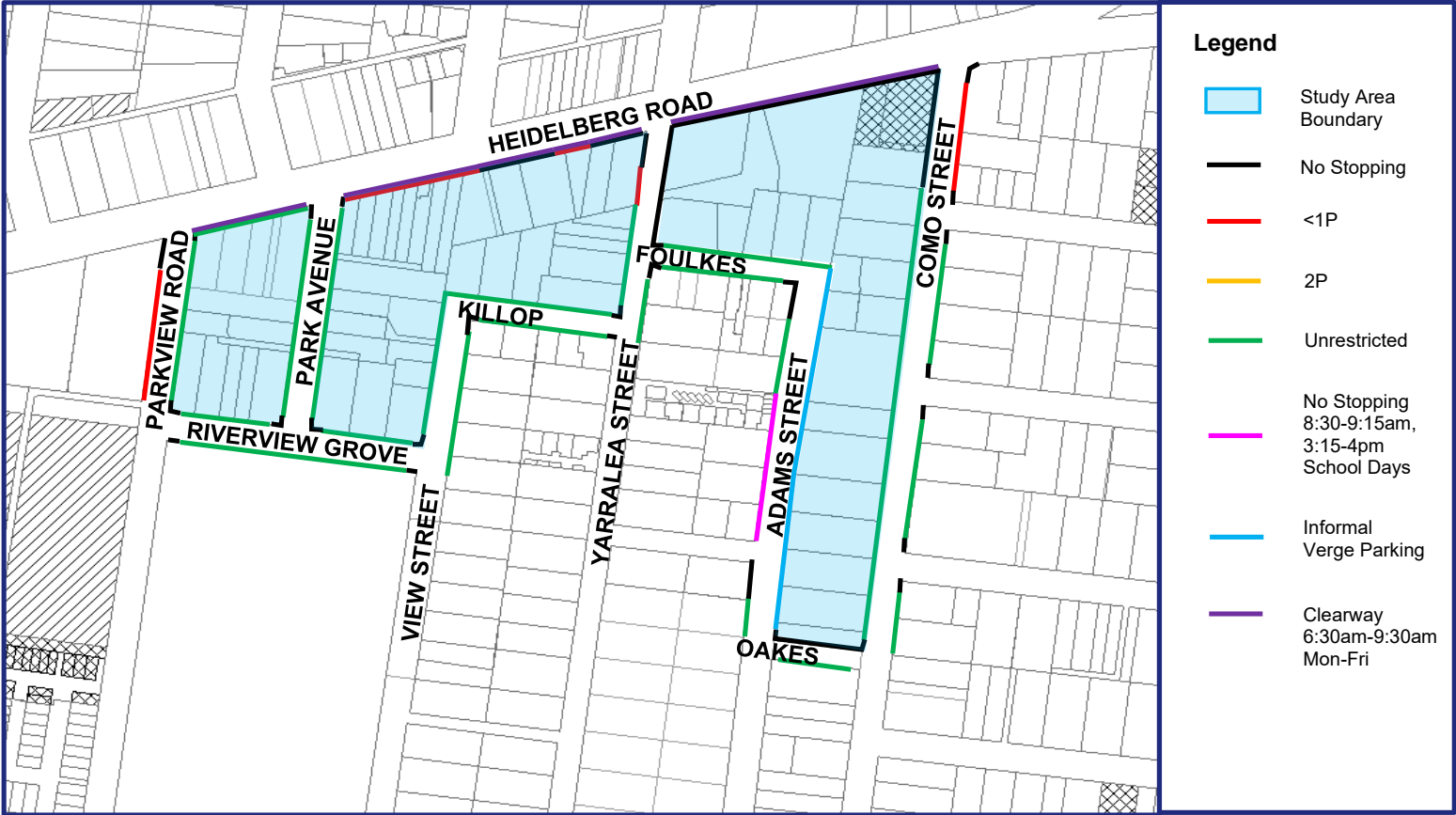


Figure B4: Precinct 3B





Appendix C

Existing Traffic Management

Appendix C - Existing Traffic Management Conditions



Figure C1: Precinct Area 1



Appendix C - Existing Traffic Management Conditions



Figure C2: Precinct 2



Appendix C - Existing Traffic Management Conditions



Figure C3: Precinct 3A



Appendix C - Existing Traffic Management Conditions

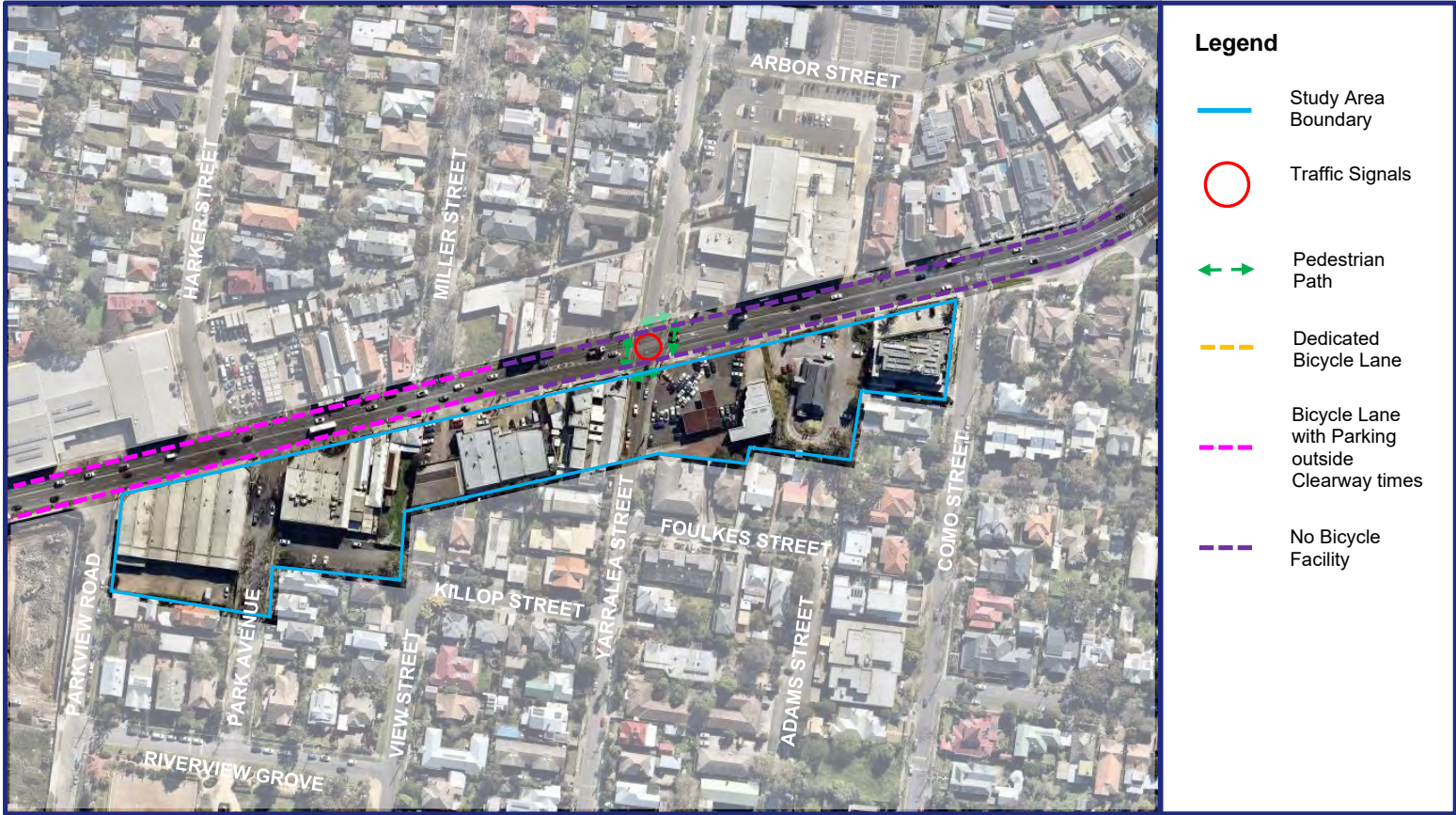


Figure C4: Precinct 3B





Appendix D

Victoria Street Case Study

Appendix D Case Study - Victoria Street

Victoria Street Description

Victoria Street is similar to Heidelberg Road in many respects, including:

- It is a parallel east-west transport route between Melbourne's inner eastern suburbs and the CBD.
- It has a large number of intersections with minor local roads.
- Land use is a mixture of residential, commercial and industrial land uses.

In April, 2010, Yarra City Council adopted the Victoria Street Structure Plan, a document that built on planning work that occurred between 2002 and 2010. Since that time, significant redevelopment has occurred, particularly within the eastern and western precincts identified by this structure plan.

The following reviews the changes to Victoria Street and the changes in transport along Victoria Street as a model for how Heidelberg Road may evolve over time.

Increase in Activity along Victoria Street

The number of people living within the Richmond Statistical Local Area has increased from 23,797 people in 2001 to 26,121 in 2011, which is a 9.7% increase over that time period.

Yarra City Council has provided data on the increased development that has occurred directly adjacent to Victoria Street in the last 10 years. This data was sourced from the valuation and permit information data by Council and Housing Dwelling Development data provided by the State Government.

Table D1 sets out the change in dwelling numbers along Victoria Street and Table D2 sets out the change in commercial floor space along Victoria Street.

Table D1: Change in Dwelling Numbers along Victoria Street – 2007-2016

Year	Total Dwellings	Yearly Change	Net Change Since 2007
2007	135		
2008	139	+4	+4
2009	200	+61	+65
2010	254	+54	+119
2011	347	+93	+212
2012	626	+279	+491
2013	1499	+873	+1364
2014	2119	+620	+1984
2015-2016	2490	+371	+2355

Appendix D Case Study - Victoria Street

The change in dwelling density is highlighted in the following two maps.



Figure D1: Change in dwelling density – 2007-2016

Appendix D Case Study - Victoria Street

Table D2: Change in Commercial Floor Space along Victoria Street – 2007-2013

Year	Commercial Floor Space	Yearly Change	Net Change Since 2007
Pre-2007	46,737m ²		
2009	45,006m ²	-1,731m ²	-1,731m²
2010	46,609m ²	1,603m ²	-128m²
2013	42,814m ²	-3,795m ²	-3,923m²

Review of Arterial Road Traffic Volumes

The following presents a review of arterial road traffic volumes over the last 10 years of available data for the three key parallel traffic routes through Richmond, Swan Street, Victoria Street and Bridge Road. This is set out in detail in Table D3.

Table D3: Arterial Road Traffic Volumes (Source: VicRoads Arterial Road Database - Feb 2017)

Road Name	Two-Way Annual Average Daily Traffic Volume ¹ by Year					
	2006	2013	2014	2015	2016	Change 2006-2016
Swan Street						
Btw Church/Lennox	18,000	17,800	17,300	17,200	17,200	-800
Btw Coppin/Church	21,000	21,000	20,600	20,300	20,300	-700
Btw Burnley/Coppin	19,600	20,300	20,200	20,300	20,200	+600
Btw Madden/Burnley	15,300	15,600	15,600	15,600	15,200	-100
Victoria Street						
Btw Church/Hoddle	22,700	18,600	18,300	18,200	18,000	-4,700
Btw Burnley/Church	22,000	20,000	18,800	18,500	18,300	-3,700
Btw High/Burnley	24,000	23,000	23,000	23,000	23,000	-1,000

Ordinary Council Meeting Agenda - 8 April 2025

Appendix D Case Study - Victoria Street

Road Name	Two-Way Annual Average Daily Traffic Volume ¹ by Year					
	2006	2013	2014	2015	2016	Change 2006-2016
Bridge Road						
Btw Hoddle/Lennox	20,000	18,400	18,300	18,300	17,900	-2,100
Btw Lennox/Church	19,500	18,700	18,500	18,400	18,200	-1,300
Btw Church/Coppin	22,000	20,800	19,500	19,500	18,600	-3,400
Btw Coppin/Burnley	23,000	20,700	20,600	20,600	20,600	-2,400
Btw Burnley/Yarra	27,000	24,000	24,000	23,000	23,000	-4,000
Note: Annual Average Daily Traffic Volume is the sum of all traffic over the year divided by 365						

The above illustrates that arterial road traffic volumes have generally fallen between 2006 and 2016. Traffic volumes on Victoria Street in particular have fallen substantially over the last 10 years. There has not been a significant change to the traffic carrying capacity of these streets within this time period.

Furthermore, this decrease in traffic volumes is also reflected at key intersections during the commuter peak hours. Table D4 provides a comparison between current and historical data for two key intersections along Victoria Street and illustrates a drop in traffic volumes at these locations during peak hours. The Burnley Street/Victoria Street and Flockhart Street/Victoria Street intersections are the closest signalised intersections to where the highest level of development has occurred.

Table D4: Review of Peak Hour Traffic on Victoria Street

Intersection & Year of Survey	Two-Way Peak Hour Traffic Volume on Victoria Street	
	AM Peak	PM Peak
Flockhart Street (west of)		
2006 ¹	2,203	2,267
2015 ²	1,827	1,957
Change	-376 (-21%)	-310 (-16%)
Burnley Street (east of)		
2012 ³	1,933	1,831
2016 ⁴	1,709	1,649
Change	-224 (-13%)	-182 (-11%)

Appendix D Case Study - Victoria Street

Notes:

1. Data collected by Grogan Richards dated 11th July, 2006.
2. Data sourced from VicRoads by Cardno, dated 11-15th May, 2015.
3. Data sourced from VicRoads by Traffix Group, dated 7th June, 2012.
4. Data collected by Ratio Consultants dated 14th April, 2016.

Review of Travel to Work Behaviour

The follow tables review the journey to work data sourced from the Australian Bureau of Statistics for the period from 2001 to 2016.

Table D5 presents data for journey to work based on place of residence within the City of Yarra.

Table D6 presents data for journey to work for people working within the Richmond Statistical Local Area (workers do not necessarily need to reside within Richmond).

The data indicates a clear trend over time for a decrease in the mode share of private cars. For people living within the City of Yarra, this decrease is realised by an increase in bicycle and walking trips. This is a strong indication of local living and working locally.

For people working within Richmond, the decrease in mode share of cars is higher. The change has resulted in a significant increase in public transport use (a relative 60% increase) and to a lesser extent walking and cycling. This is reflective of residents outside of Richmond travelling further and accordingly cycling and walking in particular are not a suitable mode for these longer trips.

Table D5: Journey to Work Data - Place of Residence within City of Yarra

Mode of Travel	Year				Change 2001-2016
	2001	2006	2011	2016	
Car as Driver	48%	43%	40%	38%	-10%
Car as Passenger	4%	3%	3%	2%	-2%
P/Trans	30%	28%	30%	32%	+2%
Motorcycle	1%	1%	1%	1%	-
Bicycle	5%	8%	10%	10%	+5%
Walked	11%	15%	13%	14%	+3%
Other	1%	2%	3%	3%	+2%
Total	100%	100%	100%	100%	

Table D6: Journey to Work Data - Place of Work within Richmond SLA

Mode of Travel	Year				Change 2001-2016
	2001	2006	2011	2016	
Car as Driver	73%	67%	61%	41%	-32%
Car as Passenger	5%	4%	4%	2%	-3%
P/Trans	15%	19%	24%	34%	+19%
Motorcycle	0%	1%	1%	1%	+1%
Bicycle	1%	2%	3%	6%	+4%
Walked	5%	6%	6%	14%	+9%
Other	1%	1%	1%	2%	-
Total	100%	100%	100%		

Change in Public Transport Services

The key public transport service for Victoria Street is tram services that run the length of the Activity Centre. Victoria Street is currently serviced by the following tram routes:

- Route 109 – service between Box Hill and Port Melbourne via the CBD.
- Route 12 – service between Victoria Gardens and St Kilda. This route commenced operation in July, 2014.

The changes in July, 2014 doubled the number of services between Victoria Street, Richmond and the CBD. While Tram Route 24 was removed at the same time, this service only operated during the AM and PM peak periods (approximately 7-9am and 4:30-6:30pm).

On Church Street, the peak hour only service Route 79 was terminated with Route 78 being extended to operate more than 18 hours per day.

Bus Route 684 used to operate along Victoria Street, however this service did not stop along Victoria Street (service between the CBD and Eildon via Healesville).

The key public transport service on Victoria Street is the tram services along Victoria Street and these have significantly improved in frequency over the last 10 years.

Increase in Bicycle Use

As set out above, the mode share of bicycles for journey to work purposes has increased from 5% to 10% by residents of Yarra and increased from 1% to 6% for employees within Richmond.

For Victoria Street, the Super Tuesday bicycle counts undertaken by Bicycle Network illustrate an increase in cycling numbers. The Super Tuesday counts are undertaken on an annual basis over the surveyed two hour, 7-9am commuter peak hour.

For the intersection of Victoria Street/Burnley Street/Walmer Street (which connects to the Capital City Trail along the Yarra River), the number of cyclists increased from 298 to 483 cyclists over the two hour period between 2011 and 2015 (62% increase).

Rise of Car Share

Car sharing schemes provide an alternative to car ownership for residents and actively encourage the use of alternative transport modes. Residents within Richmond do not need a car for everyday trips as they have easy access to public transport and are within convenient walking and cycling distance of many activities within the Melbourne CBD and Activity Centres. Car share vehicles provide a car on demand for those trips that specifically require a vehicle.

A study by Phillip Boyle & Associates (dated 18th June, 2015) was recently completed on behalf of the City of Melbourne, which reviewed car share policy in the City of Melbourne. This review found that car share significantly reduced car ownership and car use by members. The review identified that each new car share vehicle results in residents disposing of 10 privately owned vehicles (a net reduction of nine vehicles).

The study found that car ownership is reduced by:

- People replacing a private car with a car share membership as it is more cost-effective if you travel low kilometres (less than 15,000km per annum) and use alternative modes for many trips, and
- People who do not own a car, postpone or avoid purchasing a car by using a car share service.

In 2006, car share was in its infancy. The two leading car share company's today in Melbourne are Fleixcar (founded in 2004) and GoGet (arrived in Melbourne in 2004).

There are now multiple car share pods operated by three companies within close proximity of Victoria Street. The availability of these car share pods supports residents who do not own a car and businesses by providing a share car for work-based business trips (which allows employees not to drive to work).



Appendix E

Existing Vehicle Access Points

Appendix E - Existing Access Conditions

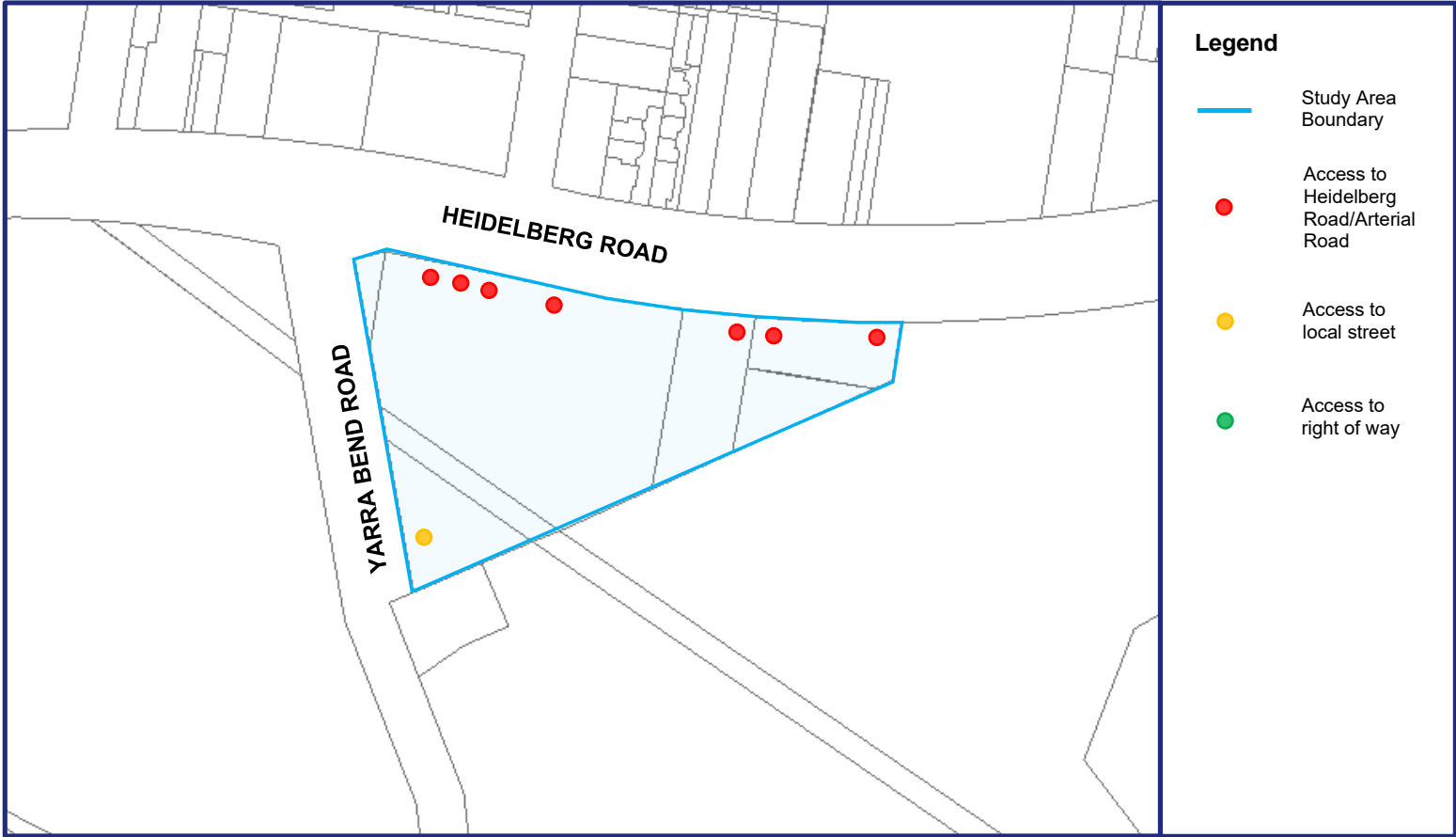


Figure E1: Precinct 1



Appendix E - Existing Access Conditions

Traffix Group

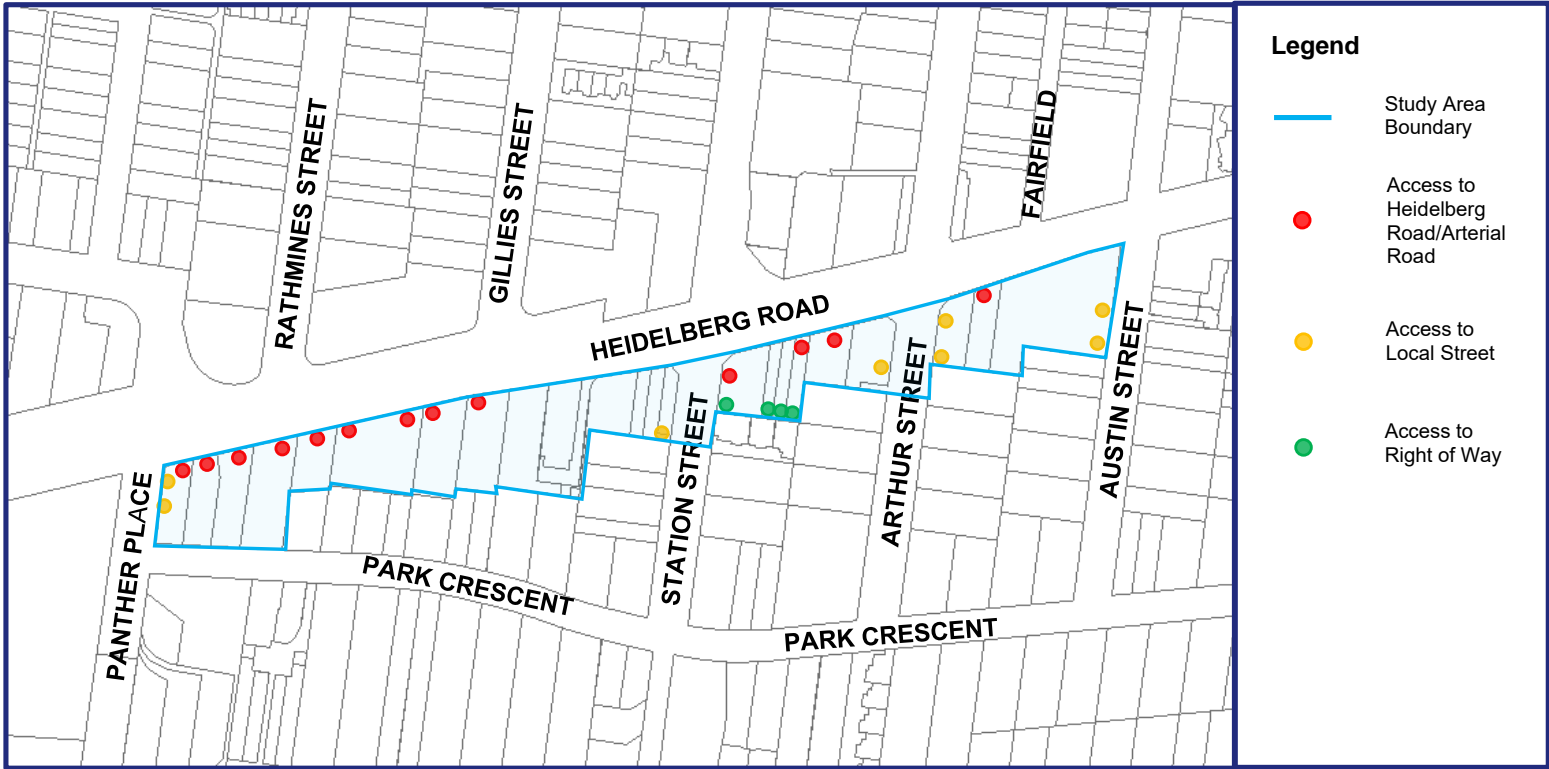


Figure E2: Precinct 2



Appendix E - Existing Access Conditions

Traffix Group

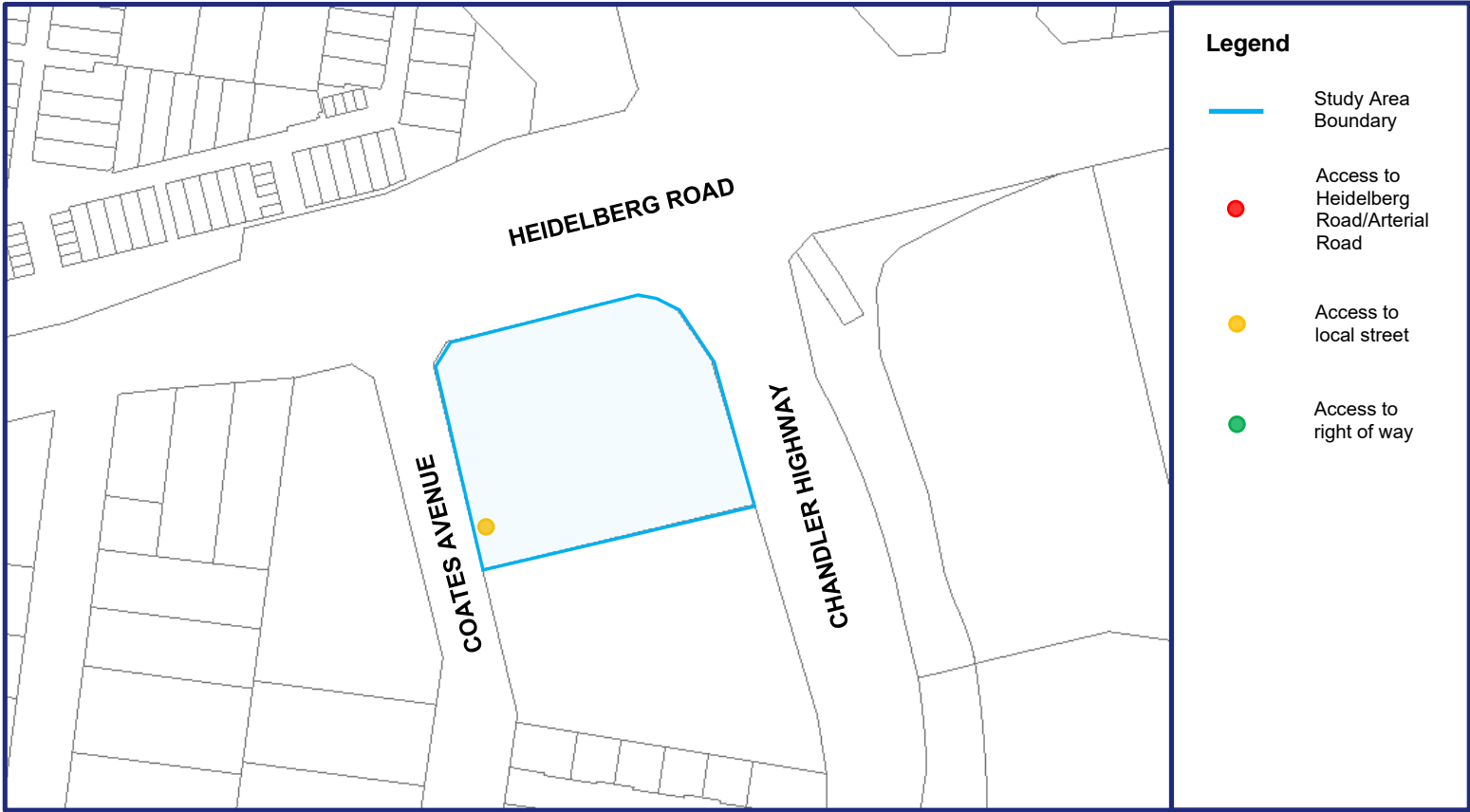


Figure E3: Precinct 3a



Appendix E - Existing Access Conditions

Traffix Group

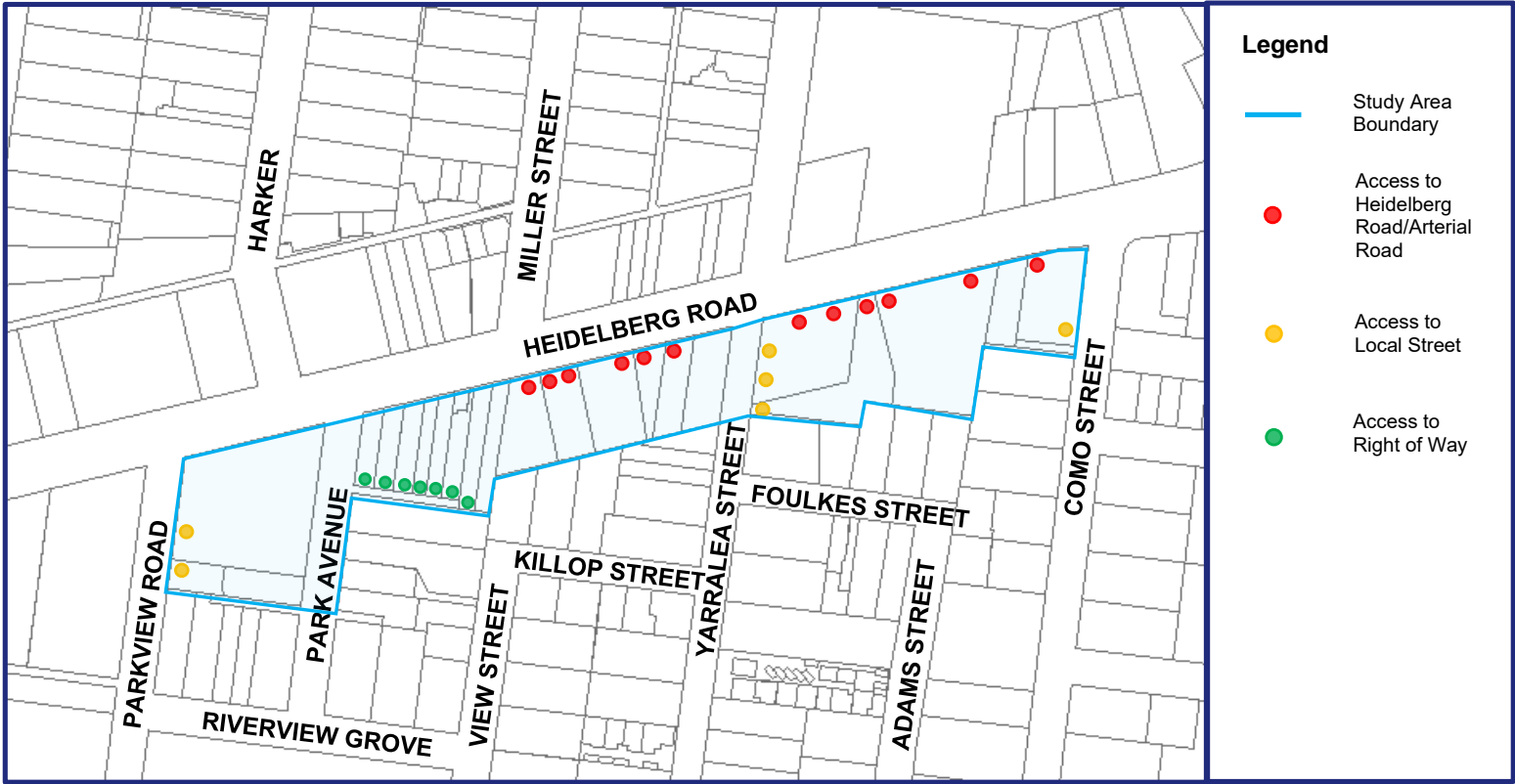
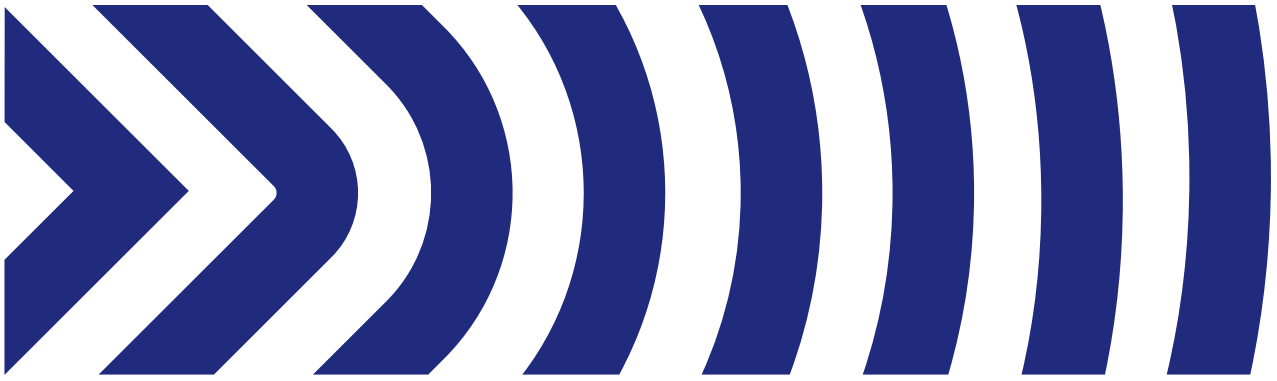


Figure E4: Precinct 3b





Appendix F

Access and Movement Plans

Appendix F - Access Maps

Traffix Group

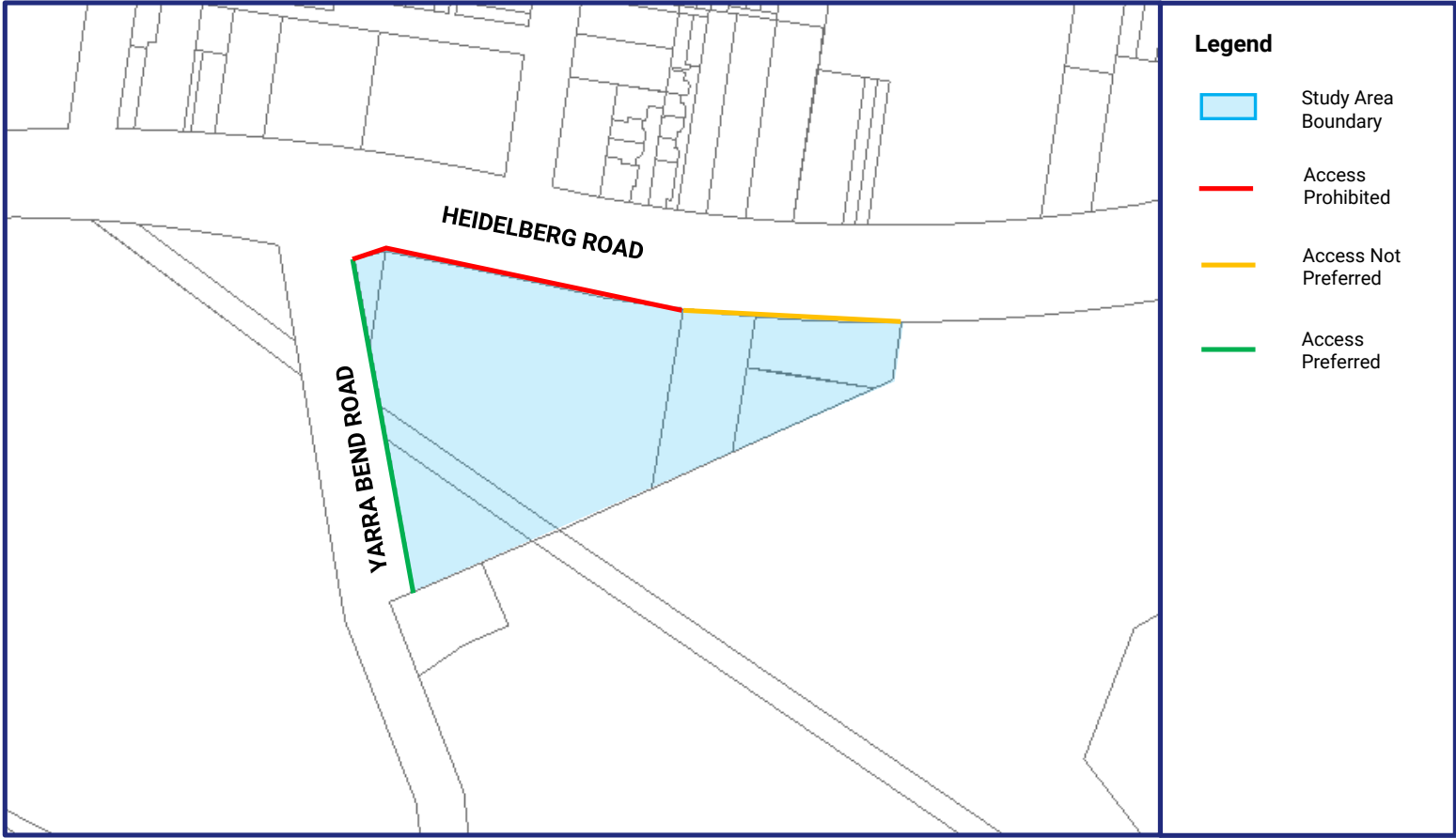


Figure F1: Precinct Area 1



Appendix F - Access Maps

Traffix Group

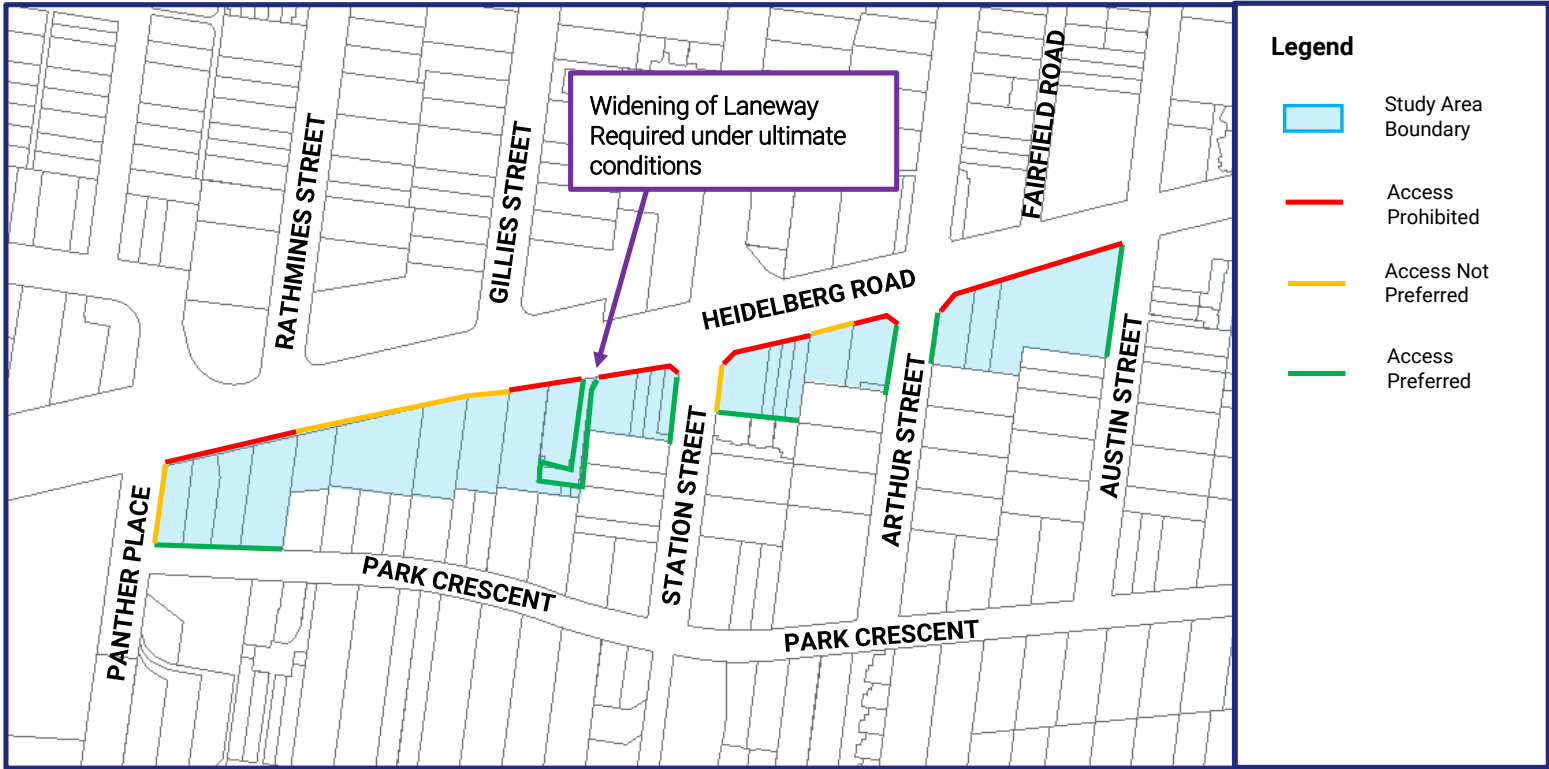


Figure F2: Precinct 2



Appendix F - Access Maps

Traffix Group

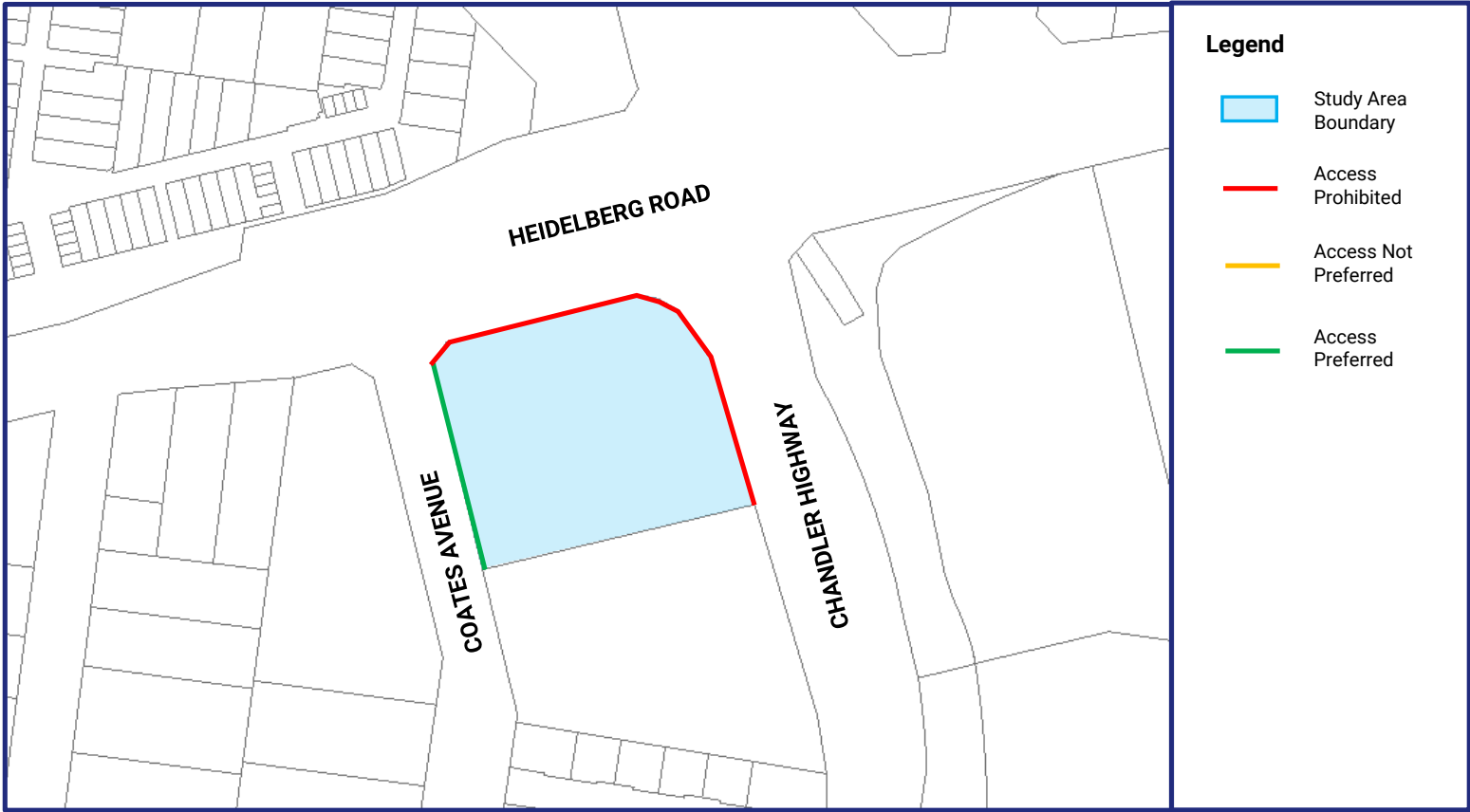


Figure F3: Precinct 3A



Appendix F - Access Maps

Traffix Group

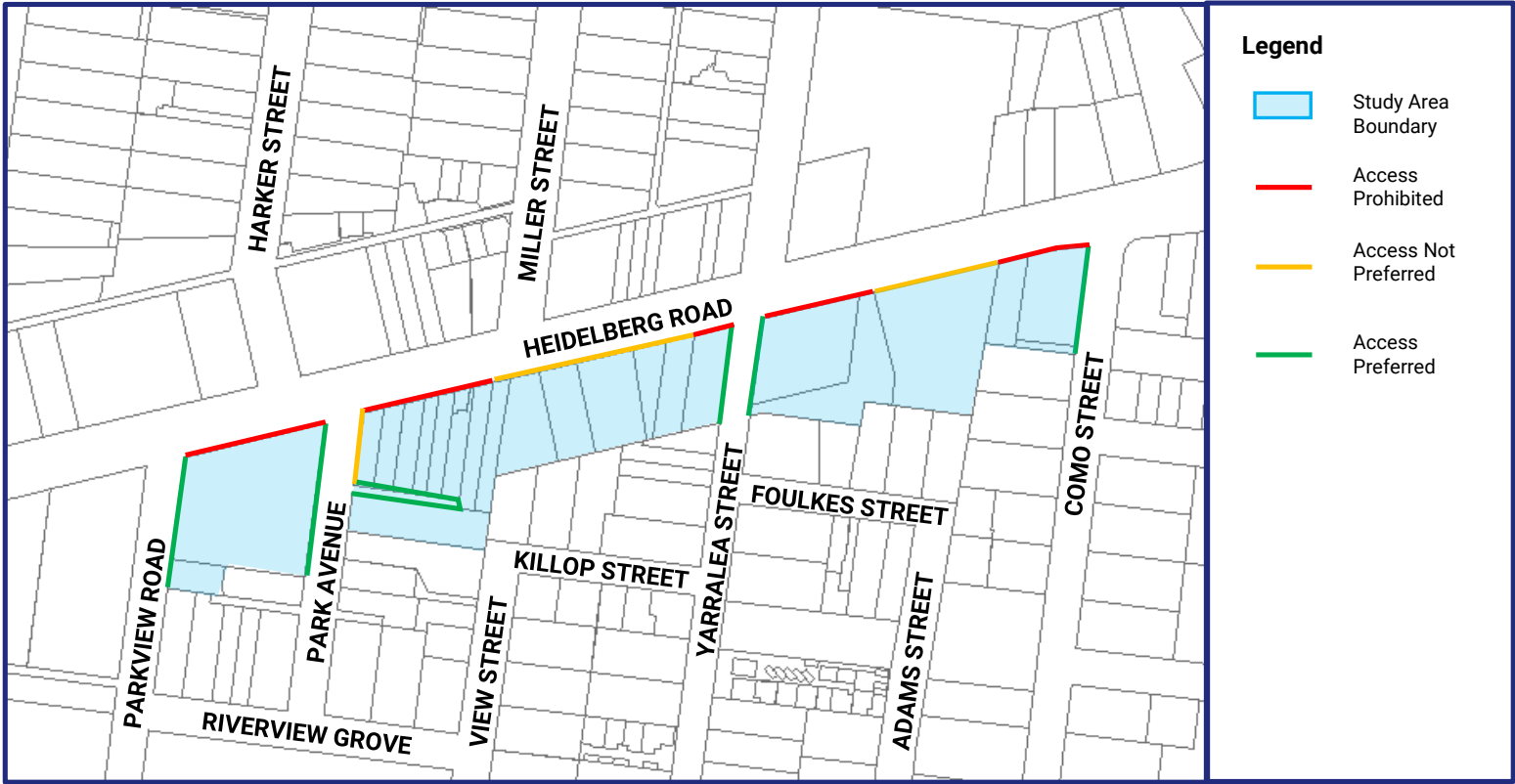


Figure F4: Precinct 3B





Appendix G

Interim Design and Development Overlay

Heidelberg Road – Transport Relevant Sections of an interim Design and Development Overlay

The below is an extract from the working draft of the proposed interim Design and Development Overlay that, if Council adopts it, would apply to the Commercial 1 Zone areas within the City of Yarra along Heidelberg Road.

The most transport-relevant passages have been extracted.

Objectives

Provide a greater sense of openness towards the Heidelberg Road footpath via small front setbacks and still achieves activated, pedestrian-oriented façades and passive surveillance.

Definitions

Laneway means a road reserve of a public highway 9 metres or less wide.

Road boundary means the boundary between the public road and the private property.

Shared zone means a road or network of roads where pedestrians, cyclists, and vehicles share the roadway.

Street-wall means the facade of a building at the street boundary, or, if the existing heritage building is set back from the street boundary, the front of the existing building.

General Requirements

A permit cannot be granted under this Design and Development Overlay to vary a requirement expressed with the term 'must'.

The below requirements apply to an application to construct a building or construct or carry out works.

Street Wall Height and Boundary Set Back Requirements

Towards Heidelberg Road, development

- in Precincts 1 and 3A must achieve a minimum 3 metres front setback, including side boundary walls, to provide better separation with Heidelberg Road and space for circulation and canopy landscaping
- in Precincts 2 should achieve a minimum 3 metres front setback, including side boundary walls, to provide better separation with Heidelberg Road and space for circulation and canopy landscaping.
- in Precinct 3B, between Park Avenue and Yarralea Street, should achieve a continuous street wall with no front setback.

Front Setback Design Requirements

Front setbacks should be designed to create a sense of openness and clear line of sight at pedestrian level between the public footpath and street wall and include:

- unobstructed access by avoiding steps, fences and narrow spaces between planting areas
- canopy trees
- creating a subtle distinction towards the public realm, including but not limited to different paving material, pattern and/or placement of planting.

Access, parking and loading areas requirements

Car parking should be located within a basement or concealed from the main and side streets.

Providing recessed parking spaces at the ground floor of buildings and onsite parking spaces at the front of properties should be avoided, except for development east of Yarralea Street, Alphington.

Pedestrian access to buildings should be achieved via Heidelberg Road or side streets and must be clearly visible, secure and have an identifiable sense of address. Residential and commercial entrances should be distinguishable from each other. Primary access from laneways should be avoided.

The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and ventilated.

Bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high quality pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity.

Development must not provide new vehicular access from Heidelberg Road.

Development with redundant vehicle access points to Heidelberg Road should reinstate the kerb, linemarked parking bays, and relocate any parking signs.

Application Requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A site analysis and urban design context report which demonstrates how the proposal achieves the Design Objectives and Requirements of this schedule.
- To the satisfaction of the Responsible Authority, development proposals should be accompanied by a wind study analysis to demonstrate that pedestrian spaces, balconies, communal areas and secluded private open spaces will not be adversely affected by wind effects.

- A Traffic and Parking Assessment Report which includes an assessment of the cumulative impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.

Decision Guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- Whether the design of the streetscape interface makes a positive contribution to an active, pedestrian-oriented street environment and/or public realm.
- The design of the retail streetscape interface along the main street frontage.
- Whether the development delivers design excellence, including but not limited to building siting, scale, massing, articulation and materials.
- Whether the development mitigates negative wind effects for the public realm and surrounding sites.
- The cumulative impact of development on traffic and parking in the nearby area, including on the functionality of laneway's.

Part 2: Heidelberg Road Built Form Framework

DESIGN STRATEGY & RECOMMENDATIONS
PREPARED FOR THE CITY OF YARRA



FINAL November 2019

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This independent report has been prepared for the City of Yarra. All due care has been taken in the preparation of this report. Hodyl + Co, however, are not liable to any person or entity for any damage or loss that has occurred, or may occur, in relation to that person or entity taking or not taking action in respect of any representation, statement, opinion or advice referred within this report.

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Bec Fitzgerald



November 2019

Version E

Contents

This is **Part 2** of the Built Form Framework prepared for the Heidelberg Road Corridor on behalf of the City of Yarra. It incorporates the development of an urban design strategy and specific built form recommendations for the commercial zoned land on the southern side of the road corridor in Fairfield and Alphington.

Part 1 incorporates the urban context analysis that informs the development of this strategy and provides further background to the recommendations included in this Part 2 Report.

Part 1 incorporates:

- The existing strategic planning context for the study area (Section 2)
- The existing local planning context (Section 3)
- The existing physical and character attributes of each precinct (Section 4).

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Overview

Delivering on strategic objectives

Heidelberg Road is a major arterial road that connects the suburbs of Fairfield and Alphington to the central city in the south-west and to the north-eastern suburbs. The road is dominated by heavy traffic and characterised by a generally poor public realm with indistinctive low-rise warehouses and commercial buildings lining the street.

The exception is found within the Heidelberg Road Neighbourhood Centre which includes intact shopfronts and a small number of heritage buildings, as well as the Porta site in the west, which includes a heritage warehouse and brick chimney which is an important landmark within the precinct.

The study area for this report includes three precincts:

- Precinct 1 - Yarra Bend
- Precinct 2 - Fairfield Commercial
- Precinct 3 - Heidelberg Road Neighbourhood Activity Centre

Strategic and design objectives have been established for the corridor. These have been applied and tested within this report to determine appropriate development controls within each precinct.

This study only considers land on the southern side of the street, within the City of Yarra.

The following strategic objectives have been established which guide the overall scale of development along the corridor.

1. Recognise that the development scale on the former Alphington Paper Mills site is strategically positioned as the highest scale of development intensification along the corridor.
2. Recognise the sites to the immediate east and west of the former paper mills site as strategic sites given the proximity to this urban renewal area, access to multiple street frontages and site size.
3. Recognise the Porta site as a strategic site due to its large size and capacity to support multiple buildings, housing diversity and new pedestrian connections to the park.
4. Support a 'moderate' scale of development intensification on all other sites within Precincts 1 and 3.
5. Support a 'moderate' scale of development intensification for commercial uses only in Precinct 2.
6. Deliver well-designed, durable and adaptable developments on all sites, including support for commercial uses in the lower floors of all buildings.

This is summarised in Figure 1.

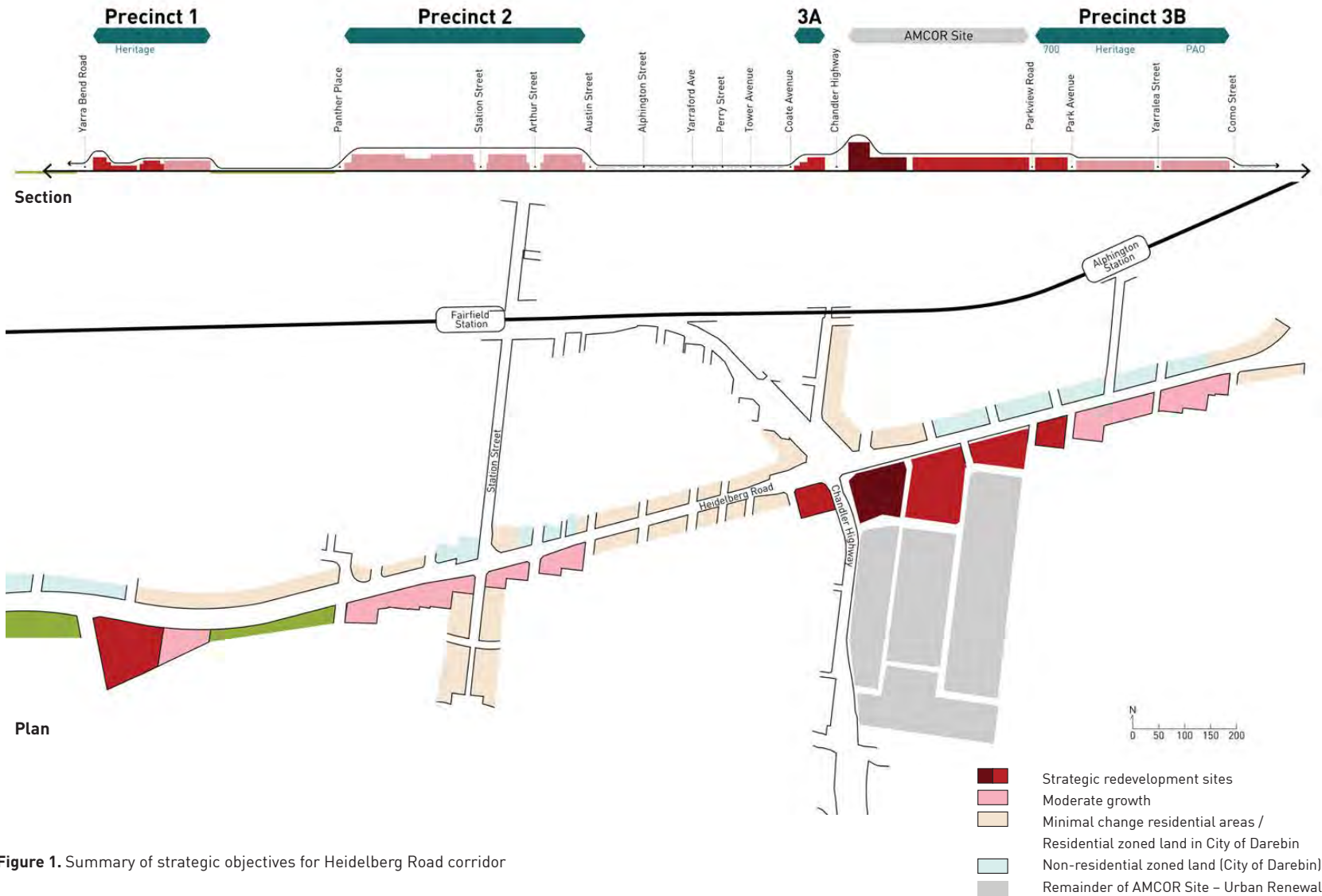


Figure 1. Summary of strategic objectives for Heidelberg Road corridor

Delivering good quality design outcomes

The following design objectives have been established which guide the form (heights and setbacks) and design quality of new buildings.

1. Improve the quality of the public realm through increased activation and enhancement of the pedestrian environment.
2. Establish a new preferred character for each precinct that responds to the existing context.
3. Carefully manage the impact of new development on sensitive land uses to the south.

These design objectives have been considered at two scales:

- Corridor-wide considerations where common attributes that occur along the whole corridor are assessed and proposed controls developed that can apply generally across all new development.
- Precinct-specific considerations where the locally specific context must be taken into account to determine appropriate development controls.

The range of considerations and the planning controls proposed to respond to them are articulated in Figure 2.

Precinct-specific considerations

Create a new **positive street character** by framing the street with high-quality buildings while maintaining a sense of openness, ensuring that buildings are not visually dominant when viewed from within the street.

This is achieved by applying **street wall height and upper level setback** controls that respond to specific conditions within each precinct, including the need to respond to the scale and design of existing heritage buildings and street widths.

Recommended street wall heights vary from **2 to 6 storeys**. Above this a **6 metre setback** is proposed (with additional upper levels setback at a 45 degree angle in Precinct 3B).

Corridor-wide considerations which generally apply to all development across the study area.

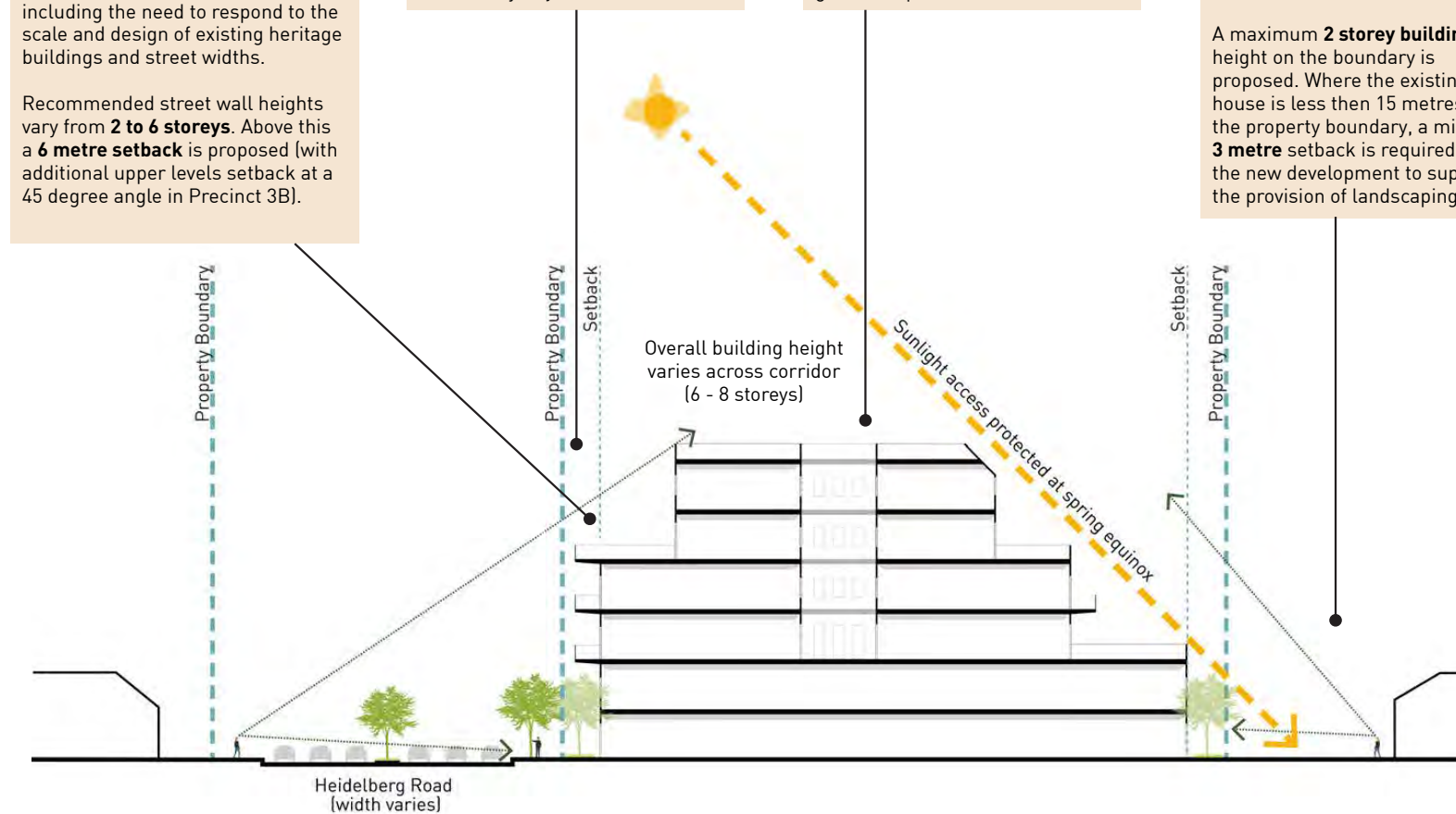
Create a more **welcoming and attractive street** through the inclusion of a **front setback control**. This requires developers to setback new buildings from the street to create more pedestrian space, opportunities for additional tree planting and more street-based activity.

A **3 metre setback** is recommended for the majority of the corridor.

Create **liveable apartments and office buildings** with good levels of natural light, outlook and privacy. **Building setback and separation controls** ensure that there is adequate distance between buildings on the same or adjacent properties. Setback distances are related to the building height and internal use, with primary living spaces and balconies requiring greater separation.

Protect the **amenity of adjacent residential areas**, addressing potential impacts from overshadowing, visual bulk and reductions in privacy, through the inclusion of a **rear interface control**. This designates the form of new buildings (heights and setbacks) along the property boundary that directly interfaces with existing residential sites to the south.

A maximum **2 storey building** height on the boundary is proposed. Where the existing house is less than 15 metres from the property boundary, a minimum **3 metre setback** is required within the new development to support the provision of landscaping.



What determines overall building heights?

Overall building heights are determined by the integration of the strategic objectives and design objectives (corridor-wide and precinct-specific design considerations) including:

- Supporting the preferred overall scale of development (based on strategic planning context).
- Establishing a preferred character within Heidelberg Road.
- Mitigating the visual impact of upper levels when viewed from adjacent residential sites.

A significant amount of built form testing has been included within this report. The following building heights are proposed for each development scale:

- Strategic redevelopment sites - 8 storeys.
- Moderate growth sites - 6 storeys.

Figure 2. Summary of design objectives and recommended planning controls.

1. Developing a built form framework

1.1 Establishing strategic objectives

The study area is a linear corridor of single-depth sites that front directly to Heidelberg Road¹. It includes three precincts:

Precinct 1 - Yarra Bend
Commercial 1 zoned (CZ1) land that is immediately adjacent to large parklands which front the Yarra River. The site includes the Porta construction site which includes a large heritage industrial warehouse and distinctive brick chimney.

Precinct 2 - Fairfield Commercial
Commercial 2 zoned (CZ2) land in relatively close proximity to the Fairfield Neighbourhood Activity Centre. The areas to the immediate south are zoned Neighbourhood Residential and include predominantly 1-2 storey, detached housing.

Precinct 3 - Encompasses the Heidelberg Road Neighbourhood Activity Centre and is in close proximity to the Alphington train station. The precinct has two distinct sub-areas:

- Precinct 3A - Alphington West**
A single, large site to the west of the former Alphington Paper Mill site on the corner of Chandler Highway and Heidelberg Road. The site is zoned Commercial 1 and interfaces directly with Neighbourhood Residential zoned areas to the west and south. The Yarra Housing Strategy identifies this site as the western extension of the Neighbourhood Activity Centre.

- Area 3B - Existing Heidelberg Road Neighbourhood Activity Centre**
This includes a number of heritage, narrow-fronted buildings. It is also affected by an existing Public Acquisition Overlay (PAO) that requires front setbacks from the road reserve in the order of 12 metres.

The Heidelberg Road corridor is located in relatively good proximity to public transport, community facilities and the Yarra River recreational corridor. The redevelopment of the former paper mill site will significant transform the character of the area, bringing a significant number of new residents and expanding the extent of and overall activation within the Heidelberg Road Neighbourhood Activity Centre.

The Commercial 1 zoned precincts (Precincts 1 and 3) are therefore suitably zoned and located to support a greater level of development intensification, in particular for mixed-use developments that incorporate commercial or retail uses at the Heidelberg Road ground floor interface with apartments above.

The Commercial 2 zoned precinct (Precinct 2) supports a greater intensification of commercial uses.

All precincts are relatively undeveloped with 1-3 storey large format showrooms, offices and warehouses. There are two existing 4-storey residential apartment buildings (one in Precinct 1 and one in Precinct 3).

Planning context

There are a number of relevant planning policies and decisions that influence the context of this study.

Clause 21.05 – Built form in the Yarra Planning Scheme

Clause 21.05 provides guidance on the preferred urban design outcomes sought in the municipality, including building heights. Specifically it includes:

- Objective 17 - To retain Yarra’s identity as a low-rise urban form with pockets of higher development. Within this objective is included:
 - Strategy 17.1 - Ensure that development outside of activity centres and not on Strategic Redevelopment Sites reflects the prevailing low-rise urban form.
 - Strategy 17.2 - Development on strategic redevelopment sites or within activity centres should generally be no more than 5-6 storeys unless it can be demonstrated that the proposal can achieve specific benefits.

Commercial and residential zoning interfaces

It is an established position through VCAT decisions that residential properties next to commercial or industrial zones cannot expect the same level of residential amenity as properties which are located in the middle of a residential zone. Similarly, owners of commercial or industrial properties immediately adjacent to residential properties have to take into consideration amenity impacts on

residential properties. The **City of Yarra’s Housing Strategy** (2018) supports the delivery of a ‘moderate’ scale of housing within the Commercial 1 Zoned precincts. This includes support for increased residential densities and housing diversity through a mix of infill and shop-top apartment developments.

Of specific relevance to the Heidelberg Road Corridor the study notes:

- Heidelberg Road is anticipated to take a significant amount of residential growth. The majority of this will be concentrated within the former Alphington Paper Mill site.
- The former paper mill site is identified as a ‘High change area’ on the Strategic Housing Framework Plan.
- The CZ1 land is identified as ‘Moderate change area’.
- The C2Z area is designated a ‘Non-residential area’.
- The residential zoned areas surrounding the corridor are noted as ‘Minimal change area’.

The **City of Yarra’s Spatial Economic and Employment Strategy** (SEES), 2018, identifies the changing nature of the local economy as it shifts from a manufacturing and industrial hub to a knowledge, services and creative industries driven economy.

The strategy includes a strategic direction to retain Commercial 2 zoned land to support a diversity of business and employment opportunities.

Recent planning applications

Planning applications have recently been made for two mixed-use developments at 582 and 718 Heidelberg Road (both in Precinct 3). Both applications were considered at VCAT following Council’s objections. A range of issues were identified including that both buildings were considered too tall for the specific local context.

- The application at 718 Heidelberg Road, a site of approximately 3,000m² immediately to the east of the former Alphington Paper Mill site, was approved with a condition that it be reduced from 8 to 5 storeys. The relationship of the 8 storey building to the existing residential context was considered unacceptable as it ‘presents as overwhelming in scale and approaches too close to its neighbours to the south’². The VCAT decision also notes that Council’s condition to reduce the building to 5 storeys was ‘possibly too conservative’.
- 582 Heidelberg Road, a site of approximately 3,700m² immediately to the west of the former paper mill site, was refused a permit for a 13-storey high building. A taller building was supported on the corner of Chandler Highway and Heidelberg Road, however, the visual bulk of the proposed development was considered to detrimentally affect the ‘character and ‘feel’ of that neighbourhood.³

In both cases, however, support for mixed-use developments and a degree of development intensification was supported.

Strategic Objectives

The overarching built form response to the corridor is therefore driven by the following objectives:

- Recognise that the development scale on the former Alphington Paper Mills site is strategically positioned as the highest scale of development intensification along the corridor.
- Recognise the sites to the immediate east and west of the former paper mills site as strategic sites given the proximity to this urban renewal area, access to multiple street frontages and each site size.
- Recognise the Porta site as a strategic site due to its large size, and capacity to support multiple buildings, housing diversity and new pedestrian connections to the park.
- Support a ‘moderate’ scale of development intensification on all other sites within Precincts 1 and 3.
- Support a ‘moderate’ scale of development intensification for commercial uses only in Precinct 2.
- Deliver well-designed, durable and adaptable developments on all sites, including support for commercial uses in the lower floors of all buildings.

The application of these objectives within all precincts is the core subject of this report and will determine the scale and form of new development.

1 There is one property within the study area that fronts Park Avenue and not Heidelberg Road.
2 Tribunal decision: Aleks Nominees Pty Ltd v Yarra CC VCAT 1315 (22 October 2018 - PLN17/0040)
3 The Churches of Christ Vic Tas v Yarra CC (2019) VCAT 842 - PLN17/0858. Disclosure: Leanne Hodyl provided expert urban design evidence to Yarra CC for this case.
6 Heidelberg Road Built Form Framework | Hodyl + Co

1.2 Determining design objectives & principles

Design Objectives

The urban design approach is founded on 3 key objectives which respond to the analysis of the existing physical context which is included in the Part 1 report. These are:

- 1. Improve the quality of the public realm through increased activation and enhancement of the pedestrian environment.
- 2. Establish a new preferred character for each precinct that responds to the existing context.
- 3. Carefully manage the impact of new development on sensitive land uses to the south.

For each objective, the existing context is outlined and the design principles to deliver on the objective in response to these existing conditions are articulated.

These design principles guide the development of corridor-wide and precinct-specific design controls.

1. Improve the quality of the public realm through increased activation and enhancement of the pedestrian environment.

Existing context

The current quality of the public realm is poor across all three precincts due to the:

- Dominance of traffic along the corridor. At present, it is foremost a vehicular thoroughfare, with limited qualities that invite people to spend time in each precinct.
- Narrow footpaths in many locations that are unsuitable to support development intensification.
- Limited on-street parking which means pedestrians are often immediately adjacent to fast-moving vehicles.
- Limited street activation.
- Multiple vehicular crossovers which compromise pedestrian comfort and safety.
- Minimal street tree planting to mitigate the negative impacts of high traffic volumes and narrow footpaths.
- Limited pedestrian weather protection.

A number of sites have landscaped ground floor setbacks which do improve the pedestrian experience by providing some visual relief within the street, opportunities for planting and additional pedestrian circulation space.



Figure 3. Example of minimal street tree planting, limited weather protection and immediate proximity of footpaths to high traffic volumes.



Figure 4. Example of a landscape setback which provides some visual relief and opportunities for greening to improve the quality of the pedestrian experience.



Figure 5. Example of poor street activation - at grade car parks front directly onto street.

Design principles

Without a significant reduction in traffic volumes there are major constraints within the road corridor to improve the quality of the public realm. The following design approaches are therefore imperative to improve the quality of the public realm.

- Increase activation of Heidelberg Road by requiring active street edges in all precincts.
- Improve pedestrian comfort and accessibility through inclusion of ground floor setbacks to the street where the existing conditions for pedestrians are poor and heritage fabric is not compromised.
- Provide additional opportunities for greening of the street within the front setback.

- Incorporate weather protection at entrances within the front setback and continuous weather protection in the Heidelberg Road Neighbourhood Activity Centre.
- Locate all future carparking underground in basements.
- Locate vehicular crossovers from rear lanes or side streets where possible.
- Rationalise the number of existing crossovers to Heidelberg Road where multiple crossovers exist on single sites.
- No additional vehicular crossovers are supported on Heidelberg Road.

2. Establish a preferred character along Heidelberg Road for each precinct that responds to the existing context.

Existing context

Heidelberg Road is fronted by predominantly 1-3 storey commercial buildings, including large format retail, warehouses and offices. There are two, four-storey residential buildings. The lot sizes and shapes vary significantly along the corridor. They include rows of narrow, traditional 'shopfront' sites as well as wide, larger sites that accommodate large format commercial and industrial uses.

The Heidelberg Road Neighbourhood Activity Centre includes traditional fine-grain shopfronts which is distinct from the remainder of the study area.

There are a small number of heritage buildings located within Precincts 1 and 3.

The existing character of the corridor varies within each precinct, however common attributes include:

Positive attributes

- Leafy residential side-streets which provide attractive green street views at intersections.
- Some sites have ground floor setbacks which include landscape treatments such as paving, understorey planting and small trees.

Negative attributes

- Poorly defined street edges, with generally low-scale development and inconsistent street setbacks.
- Sites with at-grade car parking directly fronting the street.
- Generally low-medium quality building design and materials, including a lack of articulation and visual interest.



Figure 6. Example of leafy side street that interfaces with Heidelberg Road (Precinct 2).



Figure 7. Example of a positive attribute - landscape setbacks that create more room for pedestrian movement and landscape treatments, as well as negative attributes - low-medium quality building materials with low levels of street activation and visual interest.



Figure 8. Traditional shop-fronts and heritage detailing in Precinct 3 which contribute to the positive character of the street.

Design Principles

In each precinct:

- Protect existing heritage buildings and support sensitive redevelopment where appropriate.
- Identify & enhance the specific existing valued attributes in each precinct while supporting a moderate level of development.
- Identify the preferred building typologies that align with the preferred new character area and the preferred future uses.
- Frame Heidelberg Road with high-quality development.
- Balance a sense of enclosure and openness within the street through appropriately scaled street wall heights and sufficient upper level setbacks. This will vary in each context.
- Transition buildings heights at corner sites from the Heidelberg Road frontage down to the existing residential side-streets.
- Separate upper level buildings sufficiently to deliver good levels of internal amenity (outlook, privacy and access to daylight and sunlight).
- On deep, narrow lots, party wall construction and the inclusion of generous light-wells are encouraged.

The preferred Heidelberg Road character is further articulated within each precinct proposal to achieve these design principles.

3. Carefully manage the impact on sensitive residential uses and parkland to the south.

Existing context

Precinct 1 immediately interfaces to large parkland areas.

All sites within Precincts 2 and 3 directly interface with residential properties to the south. These properties are within Neighbourhood Residential Zones where limited change in character is anticipated and where a maximum building height of 9 metres applies.

Design Principles

In Precinct 1 ensure development does not visually dominate or unreasonably overshadow the parklands to the south of Precinct 1.

In Precincts 2 and 3:

- Upper levels to be visually recessive when viewed from the private open space of adjacent dwellings.
- Sky-views from within the private secluded open space of dwellings to the south are provided above recessed upper levels.
- Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas.

1.3 Urban design strategy

The following plan illustrates the application of the strategic and design objectives as an urban design strategy for the study area.

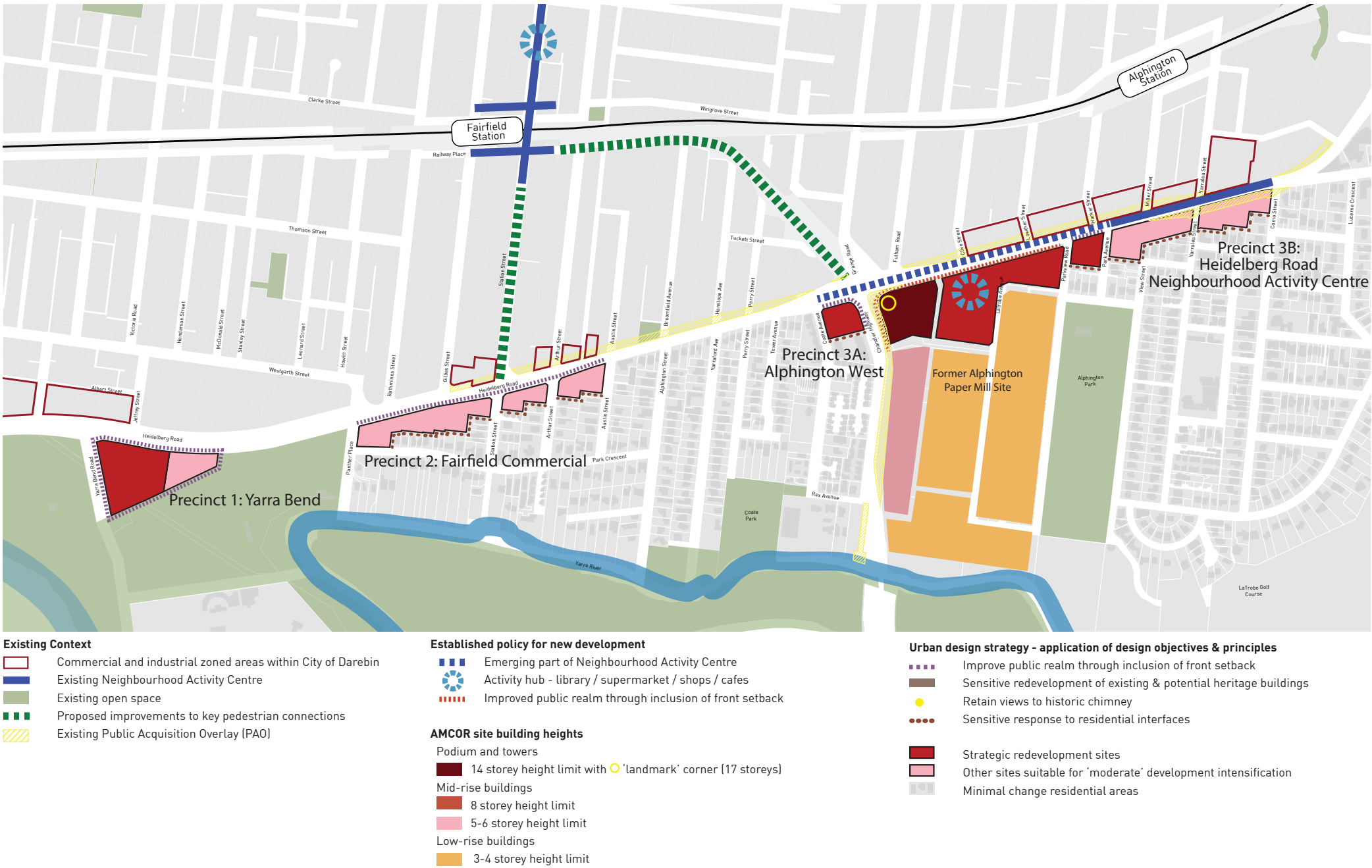


Figure 9. Urban design strategy

2. Corridor-wide considerations

The development of a Built Form Framework for Heidelberg Road can be considered in regards to:

- Corridor-wide considerations that are common along the corridor that occur within each precinct
- Precinct-specific considerations.

The corridor-wide considerations are considered in this chapter. They include:

1. Determining the appropriate standard rear-interface controls that are needed to protect the amenity of existing sensitive residential interfaces to the immediate south.
2. Determining front setback provisions that will improve the quality of the public realm in Precincts 1 and 2 and the western end of Precinct 3.
3. Determining appropriate building separation and upper side setback conditions that will ensure good levels of internal amenity for building occupants.

2.1. Consideration 1 - Rear-interface controls

The study area is defined by the single line of commercially zoned properties that front the southern side of Heidelberg Road and which interface directly with residential zoned properties to the south.¹

There is often tension created when planning policy objectives that support development intensification in commercial zoned areas seemingly conflict with other planning policies that support the protection of high levels of amenity within residentially zoned areas.

The east-west orientation of Heidelberg Road exacerbates this tension as overshadowing impacts will be more significant than in other orientations.

The key issues that must be addressed when determining appropriate design responses along this interface include:

- Mitigating the impacts of overshadowing
- Minimising the visual impact of bulky or tall buildings
- Ensuring reasonable levels of privacy are delivered.

This must be assessed for two types of interface arrangements:

- Rear to rear boundaries which is the typical condition for mid-block sites
- Rear to side boundaries which is the typical condition for corner sites.

The key building elements that impact the visual, overshadowing and privacy amenity impacts are:

- Height of walls on rear boundaries
- Requirement for ground level rear setbacks
- Setbacks of upper levels from the rear boundary
- Overall building heights.

These elements can be considered for the whole length of the study area as there is a generally consistent relationship between site orientation and interface conditions.

Mitigating the impacts of overshadowing

The Yarra Planning Scheme articulates the minimum sunlight access requirements for secluded private open space within a residential zone. These are defined in Clauses 54 and 55 which designate that 'at least 75 per cent, or 40 square metres with a minimum dimension of 3 metres, whichever is the lesser area, of the secluded private open space should receive a minimum of five hours of sunlight between 9am and 3pm on 22 September'.

To test appropriate interface responses to existing sensitive uses to the south (parkland in Precinct 1 and residential uses in Precincts 2, 3A and 3B) detailed overshadowing modelling was undertaken to measure and assess that these minimum requirements can be met.

Boundary wall heights of 4 metres, 7.2 metres (4m commercial + 3.2 residential floor heights), 8 metres (2 commercial floors) and 12 metres (3 commercial floors) were tested. This modelling is illustrated in Appendix A.

The modelling demonstrates that boundary wall heights of up to 8 metres in height can generally meet the overshadowing requirements as specified in the planning scheme.

A summary of the overshadowing impacts of an 8 metre boundary wall height is demonstrated in Figure 10. This illustrates that due to the orientation of rear property boundaries to the direction of sunlight that the depth of shadow into the southern residential properties is generally consistent across the day.

This figure illustrates that adjacent sites that have a deep backyard greater than 11 metres (8 metres, plus the minimum 3 metre depth for sunlight access) can easily meet the minimum Clause 54/55 requirements.

On sites with shallow backyards, the sunlight requirements are either met through sunlight access to a large secluded side yard, or through a ground floor setback within the development site. This is necessary to ensure that the minimum 3 metre depth of sunlight is provided within the secluded private open space immediately adjacent to the dwelling.

In order to understand how upper levels above the boundary wall height might affect overshadowing it is necessary to consider the angle of the sun at the September equinox. There will be an additional overshadowing impact if development is constructed that intrudes into the direct line of the sun coming over the boundary wall height.

Figure 11 demonstrates the angle of the sun above the horizon at the September equinox (called the altitude). Between 11 and 2pm (which meets 3 hour minimum requirement) the lowest angle of the sun is 45 degrees (at 2pm).

Before 11am and after 2pm the altitude angle drops below 45 degrees however the direction of sunlight is coming from a more easterly direction (before 11am) and more westerly direction (after 2pm) with the longer shadows therefore falling on adjacent properties that front Heidelberg Road rather than the residential properties to the south.

¹ There is one property within the study area that fronts Park Avenue and not Heidelberg Road.

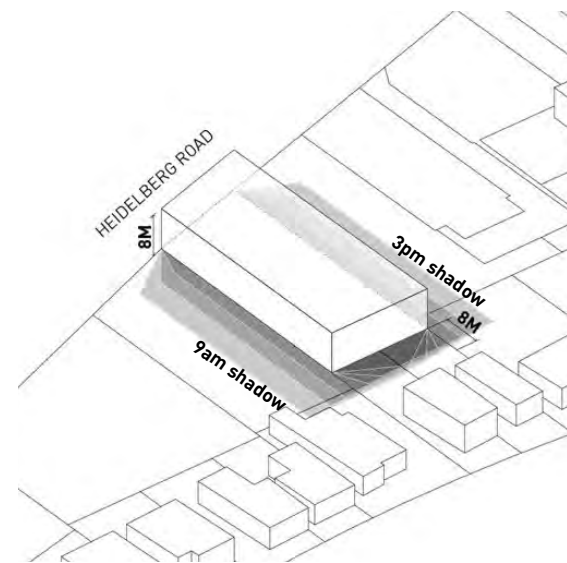
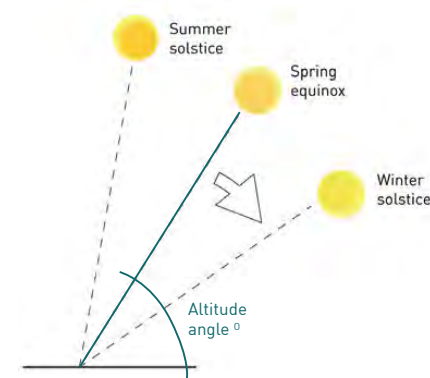


Figure 10. Extent of overshadowing of a 8 metre high wall on boundary at the September equinox. The cumulative overshadowing impacts between 9am and 3pm are demonstrated. The overshadowing impacts generally meet the minimum requirements of Clause 54 and 55 on all sites and interfaces.



Time	Azimuth [°]	Altitude [°]
9:00	61.8	32.2
10:00	47.4	41.9
11:00	28.6	49.2
12:00	5.3	52.7
13:00	34.1	51.2
14:00	320.1	45.4
15:00	304	36.6

Figure 11. Sunlight angles in Melbourne at the equinox. Between 11am and 2pm the sun altitude angle is above 45 degrees. This is when the direction of the shadow from the boundary wall height falls most directly on the adjacent residential properties (as shown in Figure 10)

Minimising the visual impact of bulky or tall buildings

There are two conditions that have been tested within the modelling:

- Condition 1 - where the adjacent dwelling is setback from the rear property boundary by 15 metres
- Condition 2 - where the adjacent dwelling is setback from the rear property boundary by 11 metres.

Condition 1 represents a small number of properties within the study area. Condition 2 is the more common condition.

Condition 1: Adjacent dwelling is setback 15 metres from the rear boundary.

The visual impact of boundary wall heights of 4 metres, 7.2 metres, 8 metres and 12 metres were assessed, together with three alternate setback provisions for upper levels:

- 6 metre setback
- 45 degree angle setbacks
- 12 metre setback.

Two overall height limits have been tested for each scenario - 5 storeys and 8 storeys. This modelling is included in Appendix B.

The modelling demonstrates and emphasises that the distance that the upper levels are setback and the overall height of the upper levels has a direct bearing on the visual amenity impact from within the private

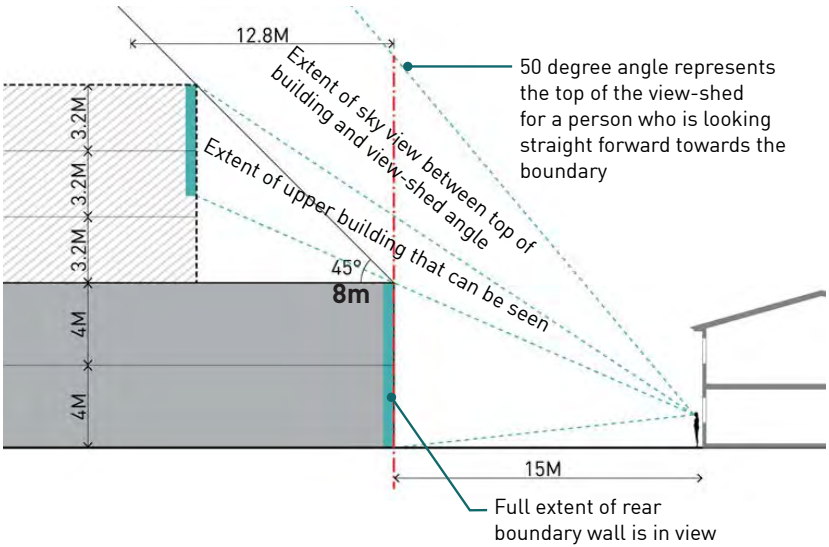


Figure 12. Acceptable degree of visual impact for 5 storey buildings where the adjacent dwelling is 15 metres from the boundary.

secluded open space within the residential properties to the south.

Each scenario was considered against the proposed design principles (see section 1.2) that include:

- Upper levels are to be visually recessive when viewed from within the private secluded open space.
- Sky-views from within the private secluded open space of dwellings to the south are to be maintained above recessed upper levels.

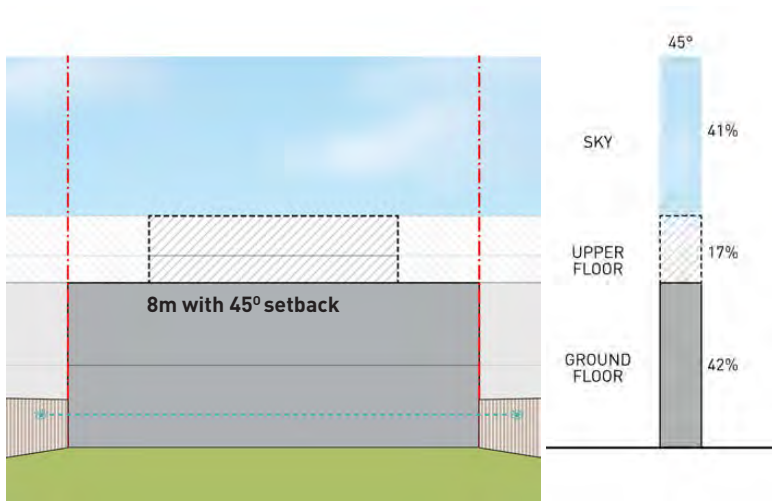
The following conclusions can be drawn from the modelling. For 5 storey high buildings:

- A 6 metre setback above the boundary wall height is not considered acceptable as upper levels are too visually dominant. (This would also compromise

the maximum overshadowing requirements).

- A boundary wall height of 8 metres is not too visually dominant at this distance and meets the design principles.
- A 45 degree setback above an 8 metre boundary wall height does meet the design principles.
- A 12 metre setback for a five storey building does meet the design principles. This is a very similar outcome to the 45 degree angle setback.

Collectively they demonstrate that an overall 5 storey height limit is acceptable with either a 45 degree or 12 metre setback when considering the visual impact on adjacent sites.



For **8 storey** high buildings only one condition met the design principles:

- An 8m boundary wall height with a 45 degree setback for all upper levels.

This is demonstrated in Figure 13.

Condition 2: Adjacent dwelling is setback 11 metres from the rear boundary.

The same scenarios were tested for condition 2. The following conclusions can be drawn from the modelling. For **5 storey** high buildings:

- A 6 metre setback above the boundary wall height is not considered acceptable and upper levels are too visually dominant. (This would also compromise the maximum overshadowing requirements).
- A boundary wall height of 8 metres is not acceptable as it is too visually dominant.
- A boundary wall height of 7.2

metres is only just acceptable. If the viewpoint was taken from any closer than 11 metres this would no longer be acceptable.

- A 45 degree setback above an 8 metre boundary wall height does meet the design principles.
- A 12 metre setback for a five storey building does meet the design principles.

The key difference between Condition 1 and 2 is the impact of the boundary wall height.

Recent VCAT cases highlight the effectiveness of mitigating the visual impact of the development at ground level through the inclusion of a landscape setback.

This approach was supported in the VCAT cases for 718 and 582 Heidelberg Road. In the case of 718 Heidelberg Road the following position was taken by the tribunal:

- Acceptance that a 3 metre setback could provide sufficient landscape buffer to adjacent dwellings as it

can accommodate canopy trees.

- Support for an increased buffer to improve the useability of the landscape space for occupants of the new development.

In the case of 582 Heidelberg Road a 4.5 metre landscape setback was proposed adjacent to a 2.5 storey building height and was generally supported by the applicant, Council, all expert witnesses and the VCAT panel.

Inclusion of a 3 metre setback has been tested in the modelling (see Figure 14) and illustrates the effectiveness of this in reducing the visual impact of the development.

Delivering good design

It is important that good architectural design is also achieved. Within the setback envelope, development should step back in a maximum of two steps to avoid 'wedding cake' outcomes.

Key recommendation

The following rear interface development controls are proposed for all developments sites with direct residential interface. These ensure that overshadowing, visual impact of the boundary wall and upper levels are taken into consideration.

Condition 1 - Rear to rear boundary condition where the adjacent dwelling is sited 15 metres from the boundary:

- Maximum boundary wall height of 8 metres.
- Above this, all upper levels to be setback at a 45 degree angle.

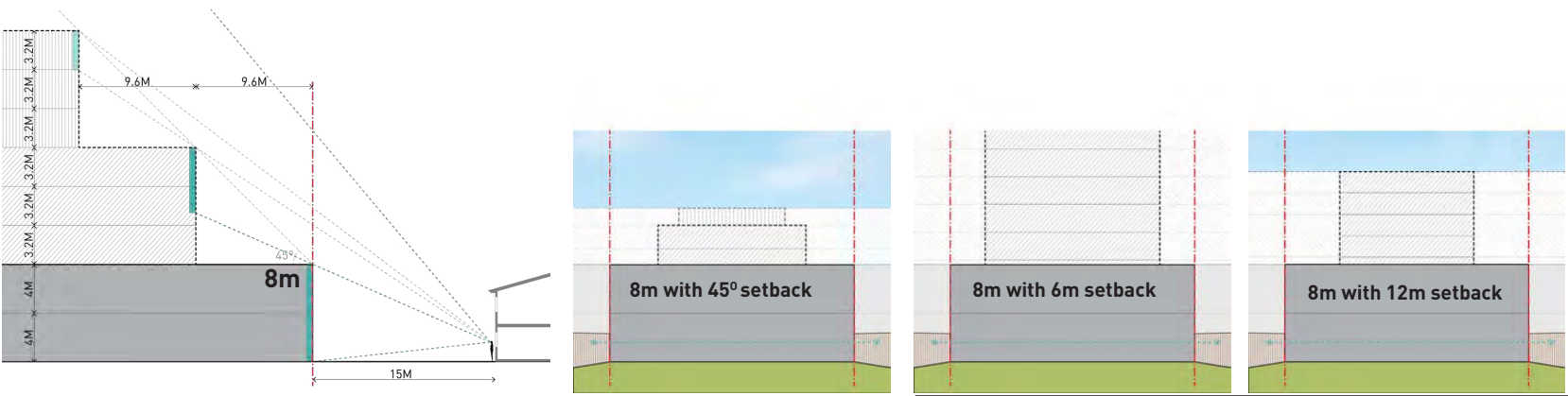
Condition 2 - Rear to rear or rear to side boundary conditions where the adjacent dwelling is sited less than 15 metres from the boundary:

- Minimum 3 metre ground floor setback from the boundary.
- Maximum building height located at the setback distance of 8 metres.
- Above this, all upper levels to be setback at a 45 degree angle.

On all sites, the minimum sunlight access requirements as stipulated in Clause 54 and 55 apply to adjacent secluded private open space and must be considered.

These controls are demonstrated in Figure 15.

For comparative purposes only, the setback requirements of Clause 54 and 55 are also illustrated.



Preferred scenario:
Maximum 8 metre high wall on boundary with upper levels setback at 45 degree angle

Unacceptable scenarios: Maximum 8 metre high wall on boundary with upper levels setback only 6 (left) or 12 (right) metres

Figure 13. Visual impact of 8 storey height limit with different upper level setbacks applied. Note: All views are drawn in one point perspective.

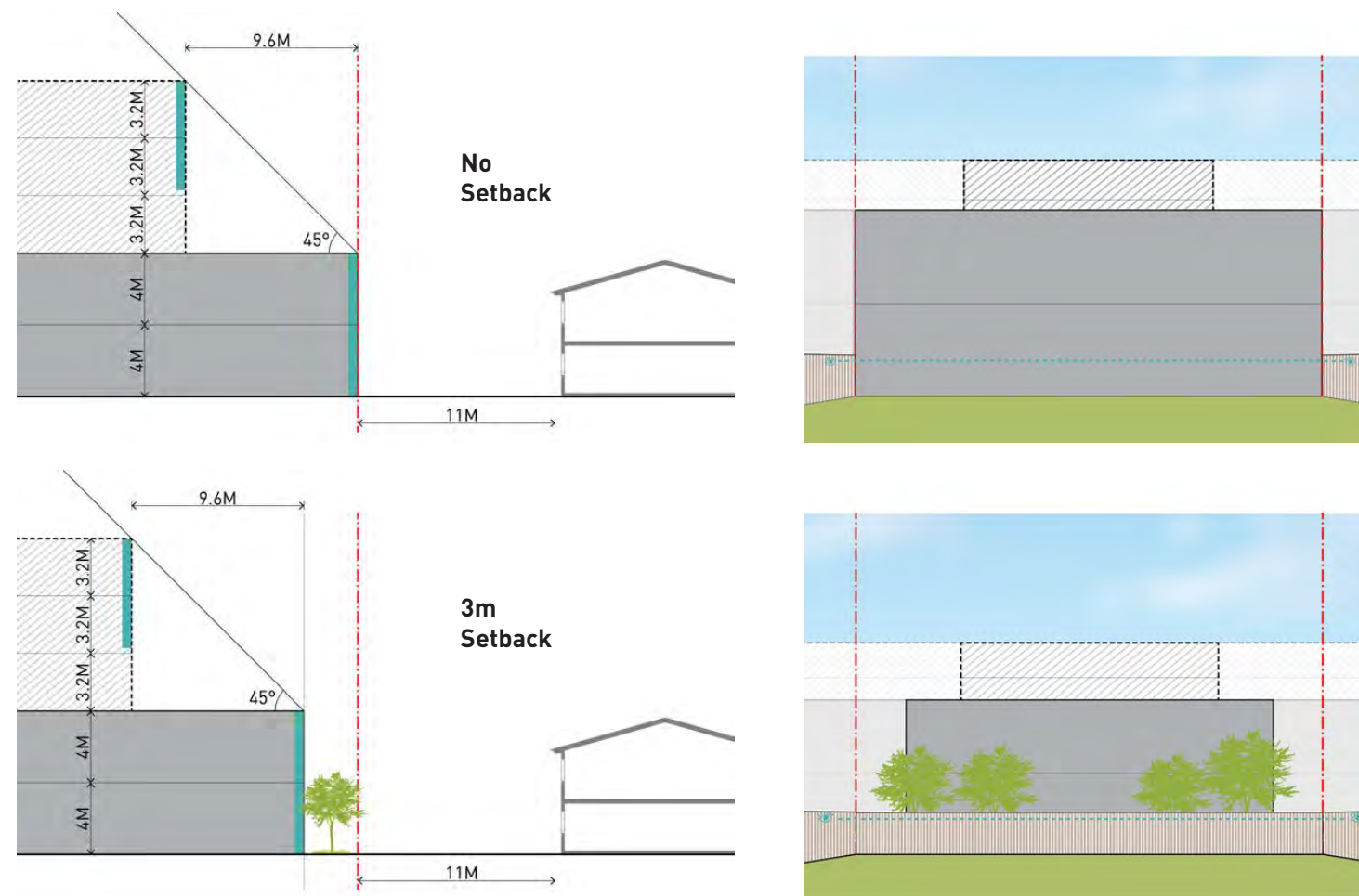


Figure 14. View from 11 metres - no ground level setback (above) and a 3 metre ground level setback (below)

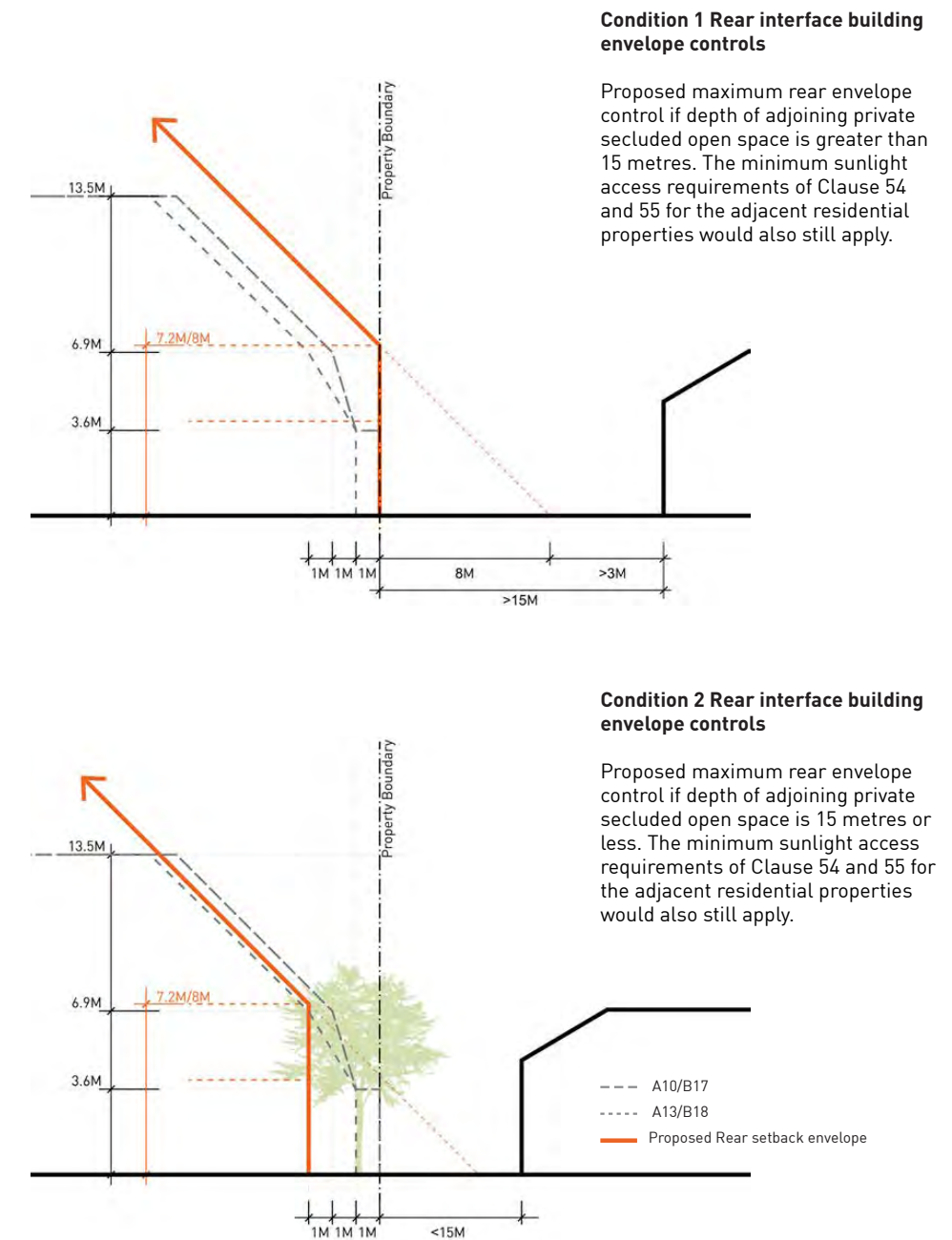


Figure 15. Proposed rear interface controls for Condition 1 and Condition 2. These are proposed as mandatory on all sites.

2.2 Consideration 2 - Front setback requirements

Existing conditions

There are three different footpath and setback conditions across the study area:

- 1-3 metre wide footpaths within Precincts 1, 2 and 3A (with varied building setbacks). There is little opportunity to improve the quality of the public realm within the road reserve as traffic volumes (and therefore carriageways) are unlikely to be reduced.
- The existing fine-grain shopfront area with 1.5-4m wide footpaths and not setbacks in Precinct 3. A setback is not desirable as it will compromise existing valued character and the retention of heritage buildings.

- The areas within Precinct 3 that are affected by the existing Public Acquisition Overlay (PAO) which requires a building setback in the order of 12 metres (east of Yarralea Street) and which narrows west of Yarralea Street.

The existing setback conditions are illustrated in Figures 16 - 29.

Determining appropriate ground floor setbacks in Precincts 1 & 2.

The existing footpath widths in Precincts 1 and 2 vary from 1 to 3 metres. The continuous clear pathway is in the order of 1-2m (clear from tree planting and other street furniture). This is considered too narrow considering the scale of development intensification that is anticipated on the street, and the increased pedestrian volumes that this will introduce.

The poor pedestrian conditions and environment is exacerbated by the high traffic volumes and the lack of on-street parking which means pedestrians are walking immediately adjacent to fast-moving traffic (60km/hr).

Inclusion of a front ground floor setback provides the opportunity to significantly improve this interface as well as provide for better internal amenity, which will support greater development intensification.

The setback distance should be informed by providing sufficient depth to:

- Support further activation of the street through inclusion of outdoor seating space and trading & display space.
- Improve pedestrian access into and out of building entrances and along Heidelberg Road.
- Opportunities to introduce greening into the front setback to soften the streetscape environment.

A modest setback of 3 metres is considered appropriate to achieve these aims (refer Figure 30).

Examples of landscape setbacks are demonstrated through existing developments within the study area (refer Appendix C). While they vary significantly in design quality, they do illustrate an improvement to the pedestrian experience through the creation of more space at the ground floor interface.

Support for ground floor setbacks have also been considered in two of the recent VCAT case:

- Support for a ground floor setback was included in the VCAT decision for 582 Heidelberg Road.
- The VCAT decision for 718 Heidelberg Road noted that a setback could be considered and could add value however would need to be considered through more detailed re-design.

Precinct 1 Existing interface to street



Figure 16. Section location plan

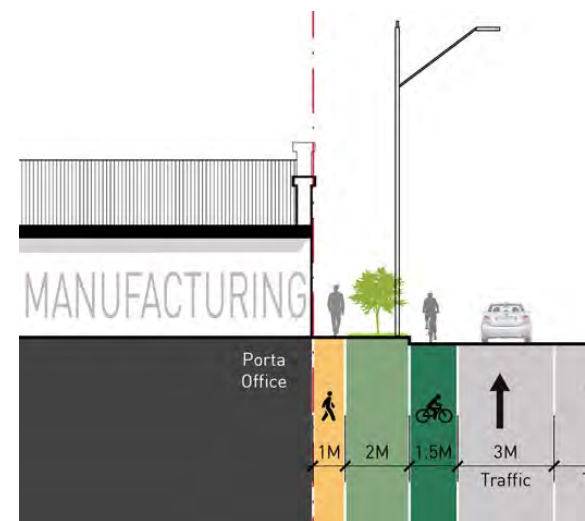


Figure 17. Existing street interface at location 1

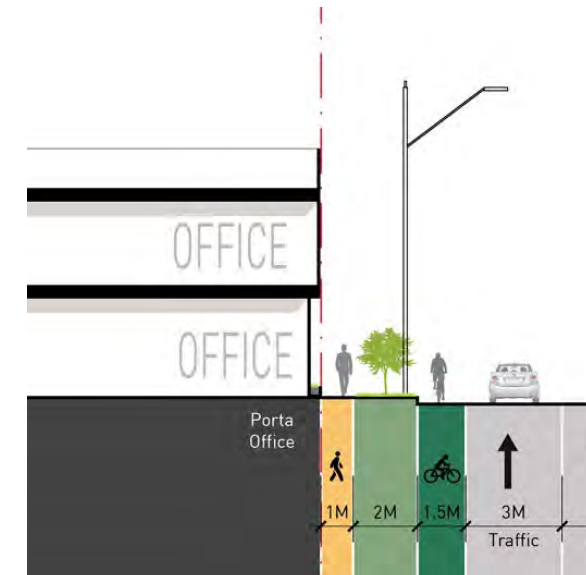


Figure 18. Existing street interface at location 2

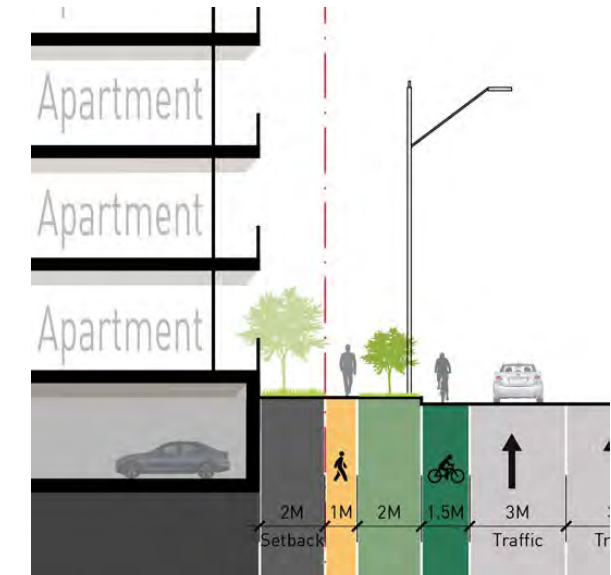


Figure 19. Existing street interface at location 3

Precinct 2 Existing interface to street



Figure 20. Section location plan

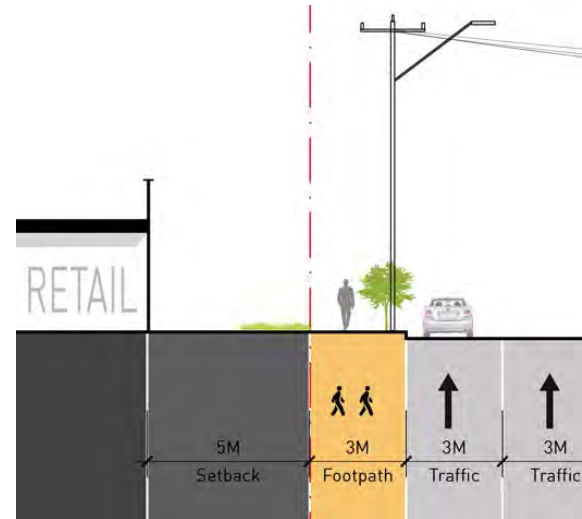


Figure 21. Existing street interface at location 1

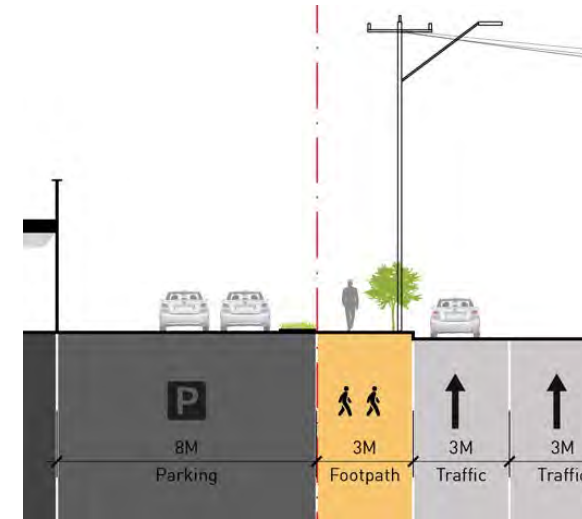


Figure 22. Existing street interface at location 2

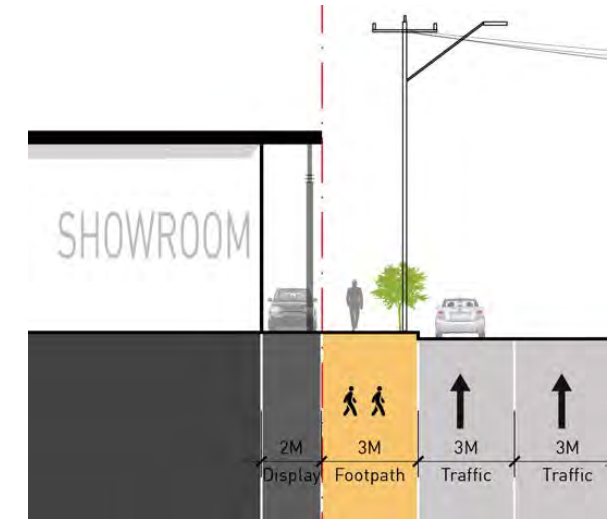


Figure 23. Existing street interface at location 3

Precinct 3A Existing interface to street



Figure 24. Section location plan

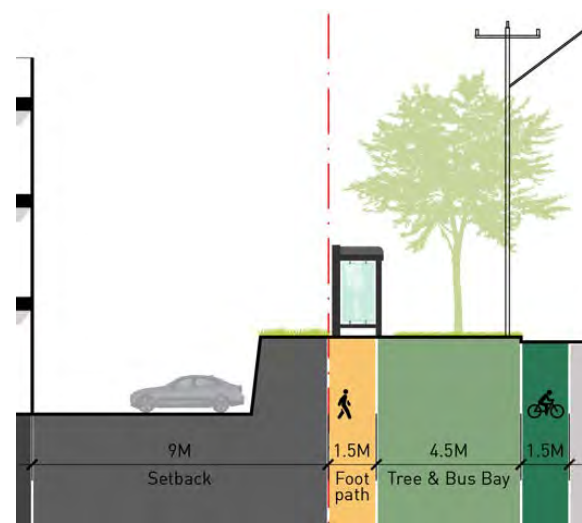
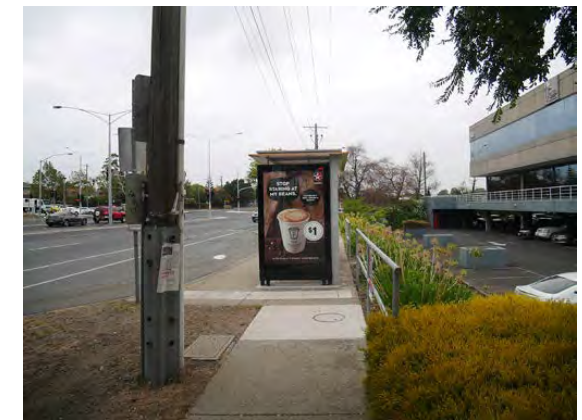


Figure 25. Existing street interface at location 1



Precinct 3B Existing interface to street



Figure 26. Section location plan

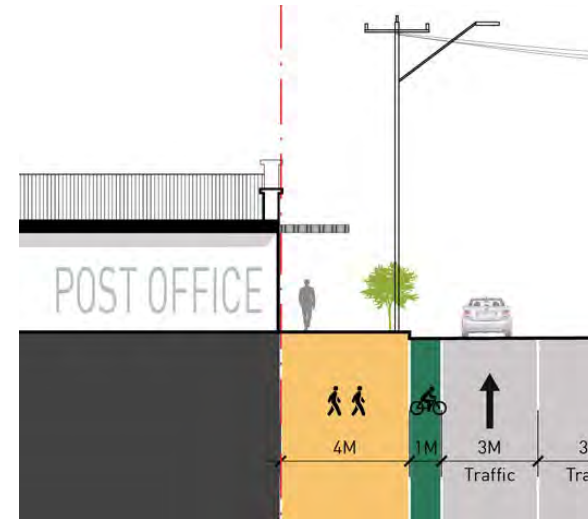


Figure 27. Existing street interface at location 1

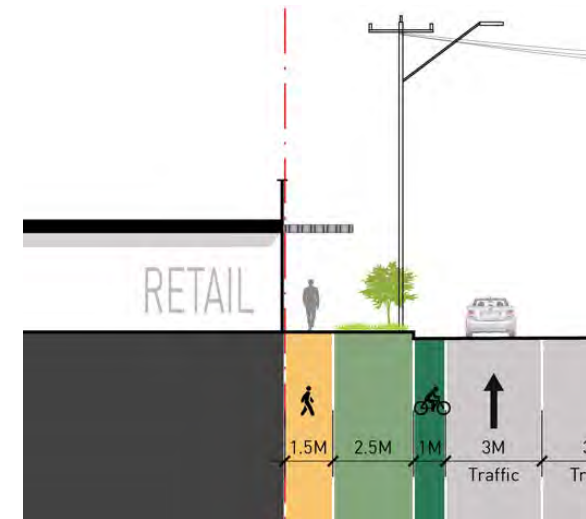


Figure 28. Existing street interface at location 2

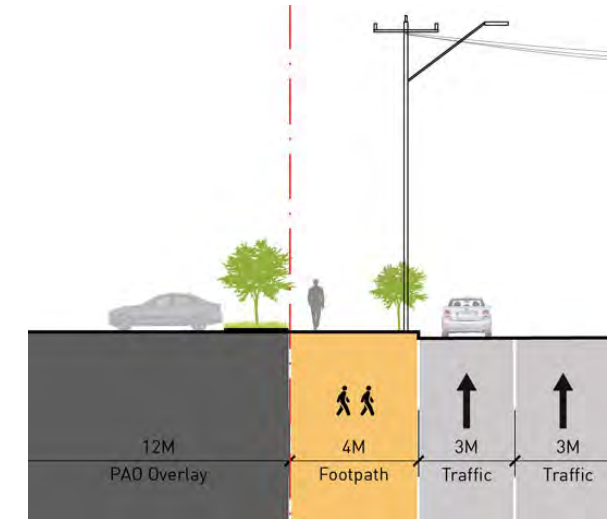


Figure 29. Existing street interface at location 3

Examples of opportunities to improve street quality and activation through the front setback.

Inclusion of a 3 metre setback will widen the amount of space for public and semi-public use to 4-4.5 metres on the road corridor in Precincts 1 and 3A and to 6 metres in Precinct 2.

This creates a more comfortable balance between the space dedicated to making the street more attractive, comfortable and safe and the space committed to the traffic requirements of the arterial corridor.

A 3 metre setback will only have a modest impact on development potential while the positive impacts to the public realm will be significant. At upper levels balconies and other building protections can protrude into this space and still achieve the design objective.

Importantly, the setback should be consistent to create a continuous street wall alignment that will support the creation of an active commercial street. This will also address the current poor character outcomes that are created by the existing diversity of setbacks and street interfaces.

Key recommendation

Adopt a consistent 3 metre building setback from the front boundary within Precincts 1, 2 and 3A where the existing public realm conditions are poor and there are limited heritage constraints.

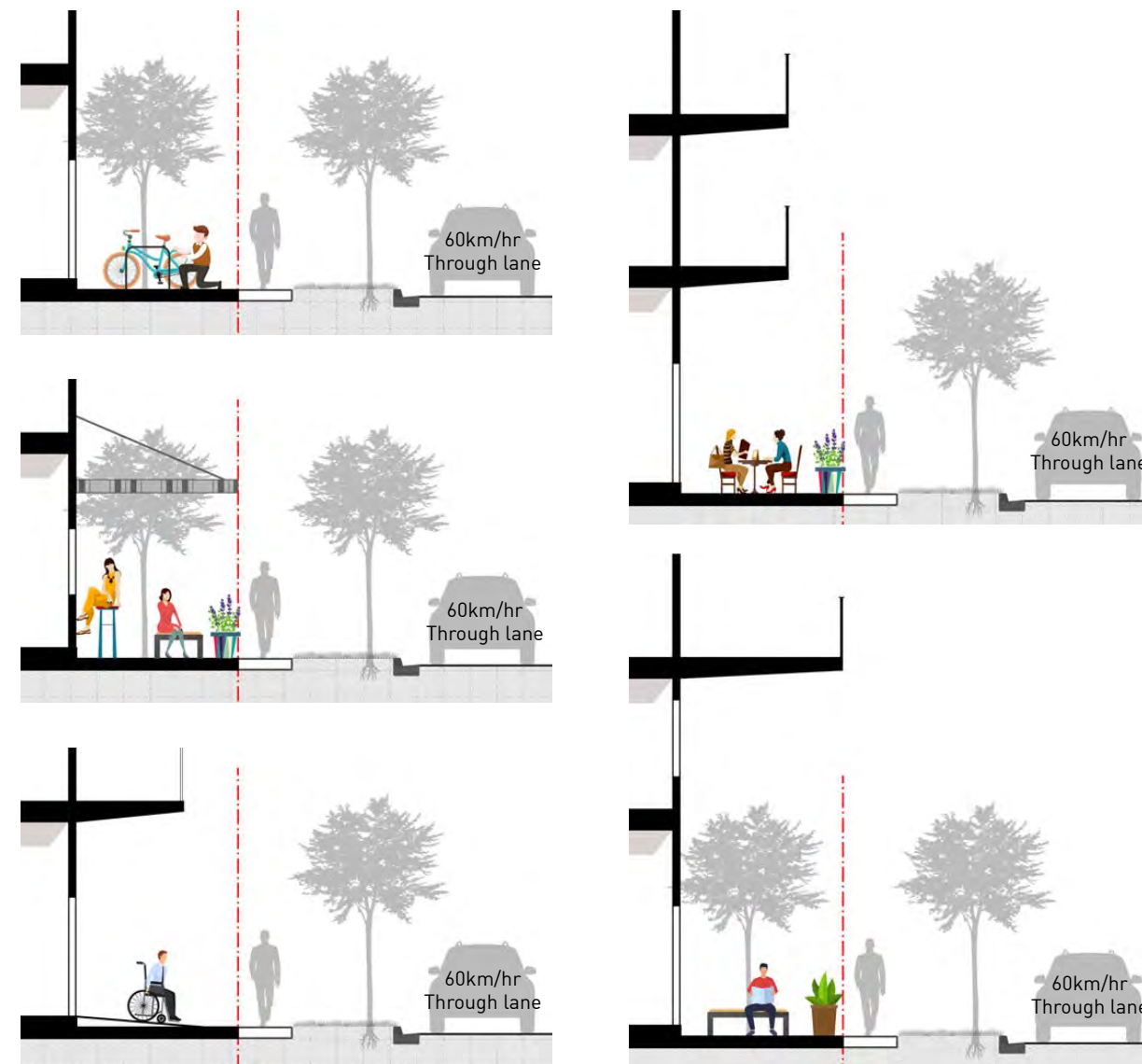


Figure 30. Illustration of 3 metre setback within the context of existing conditions on Heidelberg Road

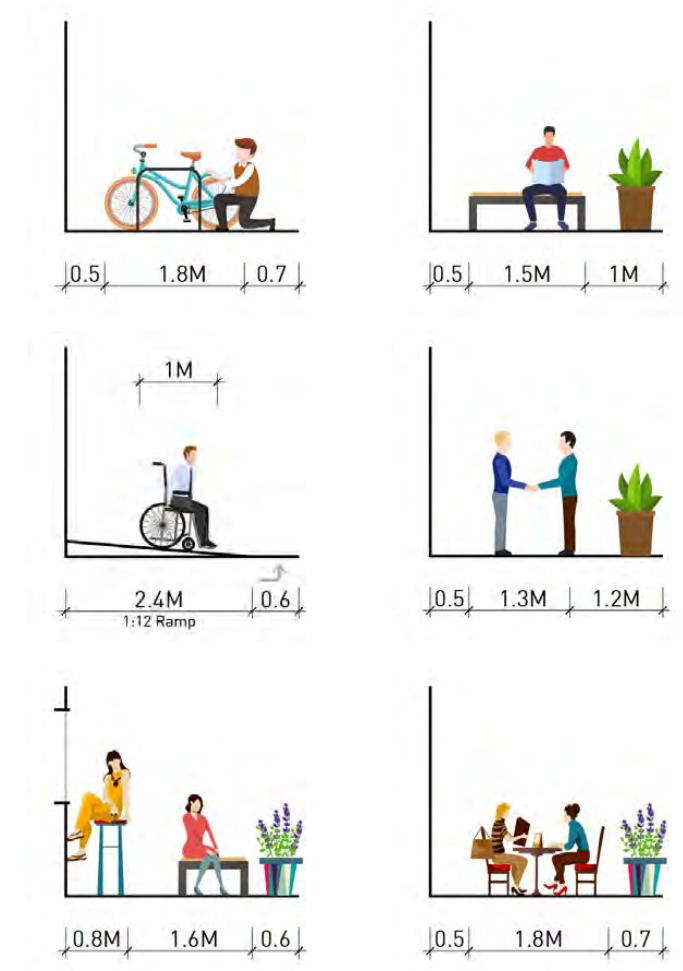


Figure 31. Dimensions for improving activation and access within 3 metre setback.



Figure 32. Precedent of front landscaped setback for street activation



Figure 33. Precedent of front setback for street activation

Design guidelines for landscape setback

- External spaces to be at the same grade as the footpath.
- External spaces to be predominantly hard-paved areas with some planting opportunities.
- Paving materials to be complementary to the existing streetscape design.
- Unobstructed access should be provided, avoiding the use of steps and narrow spaces between planting areas.
- The inclusion of small canopy trees is encouraged.

2.3 Consideration 3 - Building separation and side setback controls

Preferred building typologies

Generally party walling is encouraged across the study area. This prioritises the provision of internal amenity (access to daylight, sunlight, outlook and privacy) from the street and rear boundaries.

On narrow and small-medium sites, a party wall outcome is strongly preferred - side setbacks will not be possible without significantly diminishing the amount of development that can be achieved on each site or creating poor amenity outcomes for building occupants.

On larger sites, where a party wall outcome is not adopted, setbacks from side boundaries will need to be carefully considered to ensure that development equity and good levels of internal amenity are provided.

Side/rear setbacks and building separation

The Better Apartment Design Standards emphasise the importance of good building separation to deliver good quality apartment living. They do not specify metrics for setback requirements to achieve this outcome.

A number of planning scheme amendments for a range of high-density urban contexts, however, have recently considered the appropriate minimum distances that provide a minimal acceptable standard in medium-high density contexts.

A key attribute of many of these amendments is the importance of linking building separation with building height. That is, as buildings become taller, they should be set further apart.

The distinction between the amenity required from a residential primary living space/balcony to other internal uses, including commercial buildings as well as to bedrooms, kitchens and bathrooms in apartments is also considered.

The following proposed setbacks from side boundaries draw on these recent amendments and are proposed for the study area. These apply if buildings are not built on the side boundary.

Building height	Preferred separation (Suitable if there is a primary living space/balcony facing the boundary)	Minimum separation (Suitable when the use is not a primary living space or balcony facing the boundary)
Up to 4 storeys	4.5m	3m
5-8 storeys	6m	3m

Within sites, these setback distances are doubled to achieve sufficient building separation.

3. Precinct-specific considerations

3.1 Consideration 1 - Determining the preferred interface to Heidelberg Road

The preferred scale of development on Heidelberg Road is driven by the design principles to:

- Protect existing heritage buildings and support sensitive redevelopment where appropriate.
- Identify & enhance the specific existing valued attributes in each precinct while supporting a moderate level of development.
- Identify the preferred building typologies that align with the preferred new character area and the preferred future uses.
- Frame Heidelberg Road with high-quality development.
- Balance a sense of enclosure and openness within the street through appropriately scaled street wall heights and sufficient upper level setbacks. This will vary in each context.
- Support the design of well-proportioned buildings where the lower and upper levels form a well-balanced massing composition.
- Transition buildings heights at corner sites from the Heidelberg Road frontage down to the existing residential side-streets.

Street wall heights

This can be achieved through the introduction of a street wall height that:

- Steps down to existing single storey heritage buildings (Precinct 1)
- Street wall heights that align with existing valued heritage street character (relevant to Precinct 3B)
- Creates a well-defined street edge but which does not visually dominate. This is related to the overall street width.

Considering the poor quality of the street environment this balance is particularly important to achieve. Buildings that are visually overwhelming will exacerbate the impact of heavy traffic on the pedestrian experience.

To determine appropriate street wall heights, modelling of street views from the opposite side of the street was tested to consider various scenarios.

Overall building heights

The following criteria are to be met:

- Overall building heights do not visually dominate within the street.
- Upper levels above the street wall are setback to mitigate the visual impact of upper levels.
- Integration of overall heights with existing heritage buildings and streetscapes.

The design response to Heidelberg Road needs to be considered within each precinct as the conditions vary along the length of the corridor.

Additional assessment

This study does not consider the wind impacts from new developments. The scale and design of each development should ensure that negative wind impacts are not created that reduce the safety and comfort of pedestrians within the street.

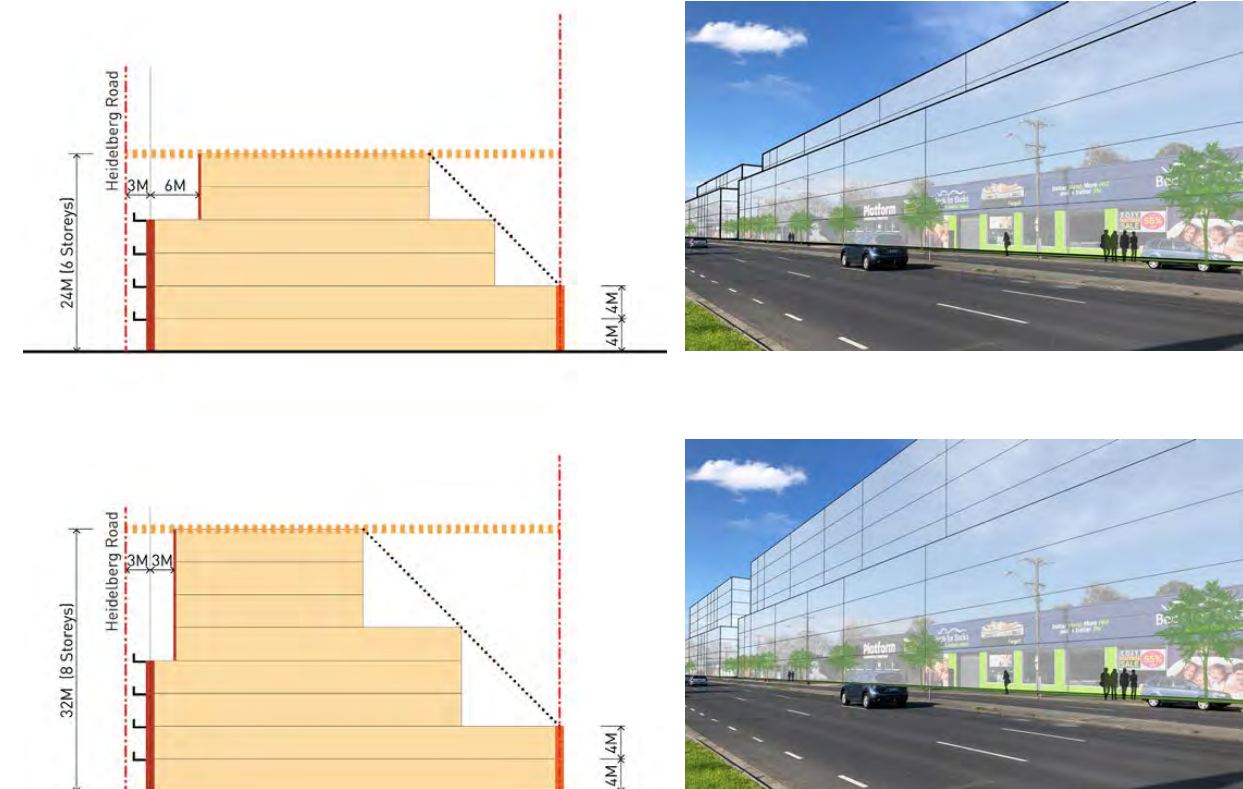


Figure 34. Examples of Heidelberg Road built form testing which considers alternate street and rear interface conditions

3.2 Summary of the key factors determining the preferred building envelope in each precinct

A summary of the key drivers determining the preferred built form controls is illustrated below.

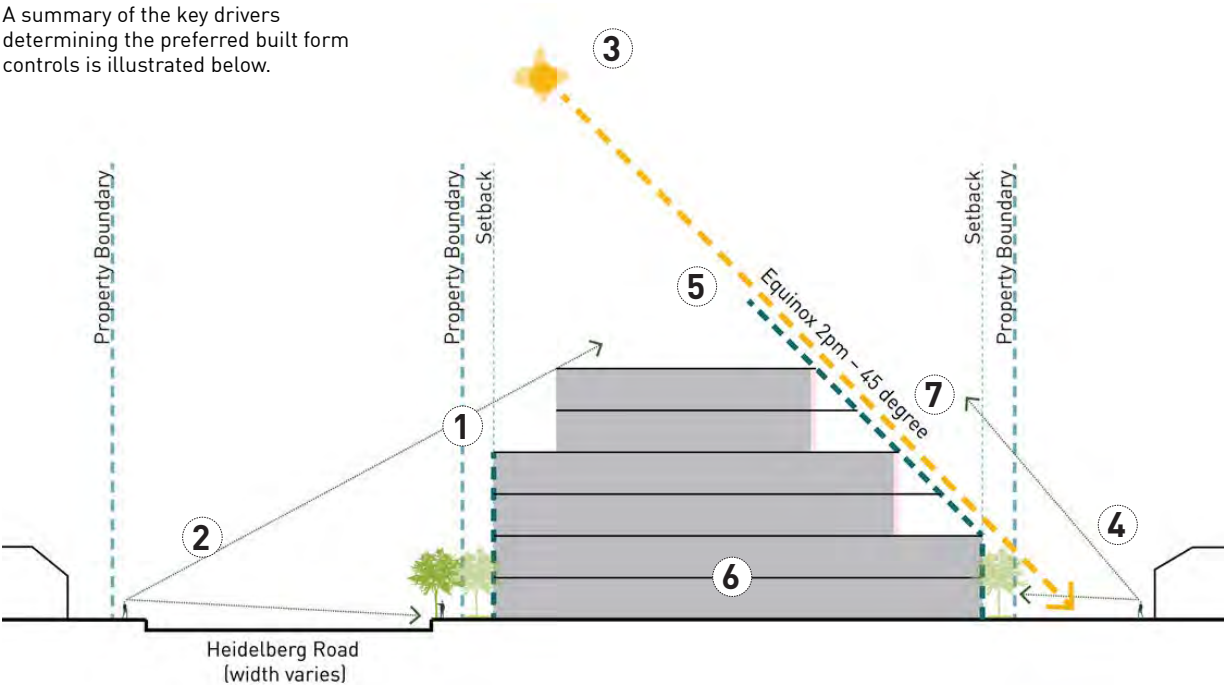


Figure 35. Summary of key drivers determining the development of the built form framework

1. Opportunities to improve the quality of Heidelberg Road for pedestrians identified with proposals to include ground level setbacks.

2. Street wall heights determined by consideration of the experience of the pedestrian in Heidelberg Road. Proposed controls balance the desire to improve street enclosure and definition without creating a overly dominant built form - a 'canyon' effect. This is particularly critical considering the poor quality of the street environment created by the heavy traffic conditions.

3. Sunlight access to private open space protected at the equinox to meet Clause 54 and 55 of the Yarra Planning Scheme.

4. Visual bulk and privacy concerns addressed by two-storey boundary wall height, upper levels setbacks and ground level setbacks (where adjacent dwellings are within 15 metres of the site boundary).
5. Overall building height determined by:
 - Preferred overall scale of development (based on strategic planning context).
 - Preferred character within Heidelberg Road.
 - Mitigating impact of upper levels when viewed from residential sites.

6. Ensure commercial development is supported in the lower two floors of buildings in Commercial 1 Zone and all floors in Commercial 2 zone.

7. Within the rear setback envelope a maximum of 2 steps within the building massing to avoid a 'wedding cake' architectural response.

Built form testing was undertaken for representative sites within each precinct to test the effectiveness of the controls and to illustrate the potential design of new buildings.

Built form testing

The following assumptions have been used to develop and test the built form proposals in this project.

Residential building design

Building depth

Minimum building depth of 10m.

Preferred maximum of 18m. This aligns with the construction of a double-loaded corridor and good provision of natural light to apartments.

Maximum of 24m. This is based on meeting the Better Apartment Design Standards which allows a living room depth (including a kitchen) of 9m and allows for a central corridor (approx. 1.5-2.5 metres) and balconies (min. depth of 1.8m).

Building length

A maximum length of 50m has been adopted to avoid wide, visually dominant or bulky buildings.

Floor to floor heights
4m bottom two floors, 3.2m above.

Floorplates

Minimum of 600sqm to reflect development feasibility (unless site size is smaller, or the floor is the top floor which 'caps' a building)

Maximum floorplates are related to building height to ensure that large towers floorplates are not visually dominant or too bulky.

- Buildings up to 10 storeys - No maximum applied, building designs determined by building depth and length requirements. For example, a L-shaped building could be 50 x 50 metres with a 10-24m building depth.
- Buildings greater than 10 storeys - Not applicable

Floor to floor heights

4m ground floor
3.2m upper levels

Office building design

Building depth

Minimum depth of 10m.

Preferred maximum of 30m to enable good natural daylight to all floors.

Maximum of 50m to avoid wide, visually dominant or bulky buildings.

Building length

A maximum length of 50m has been adopted to avoid wide, visually dominant or bulky buildings.

Floor to floor heights
4m all floors

Development feasibility is considered through assumptions for minimum floorplates and building depths.

Precinct 1 - Yarra Bend

A. Key valued character attributes



Figure 36. Precinct 1 - Aerial image with precinct-specific character attributes identified

1. 262 Heidelberg Road (view from park) - 4 storey interface to the park creates a building scale that is diminutive to the large, existing canopy trees.
2. 262 Heidelberg Road (view from road) - 4 storey interface setback from street by a landscape buffer enhances sense of street definition without creating overly dominant built form. Additional upper floors set back above this height could be accommodated without compromising this outcome.
3. View along Heidelberg Road - existing landscape design is of varying quality, however provides visual relief and additional space for pedestrians within the heavily trafficked street.

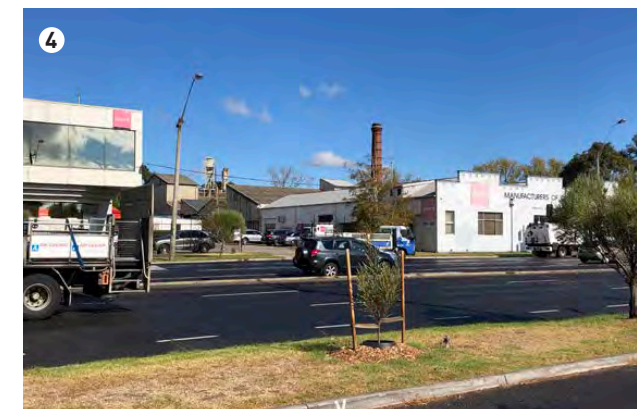


Figure 37. Key character attributes

4. Existing industrial heritage building (Porta), including single storey warehouses and brick chimney.
5. Precinct is surrounded by significant parkland setting, including existing landscape along Yarra Bend Road and expanses of open space.
6. Existing easement which precludes development above.
7. Existing 1970s office building.

Precinct 1

B. Precinct specific design strategy

Creation of a mid-rise precinct that frames Heidelberg Road and steps down towards the adjacent parks to maintain the prominence of the landscape setting. The Porta heritage building is retained, views to the brick chimney are enhanced through sensitive redevelopment and a new north-south pedestrian connection links Heidelberg Road to the park.

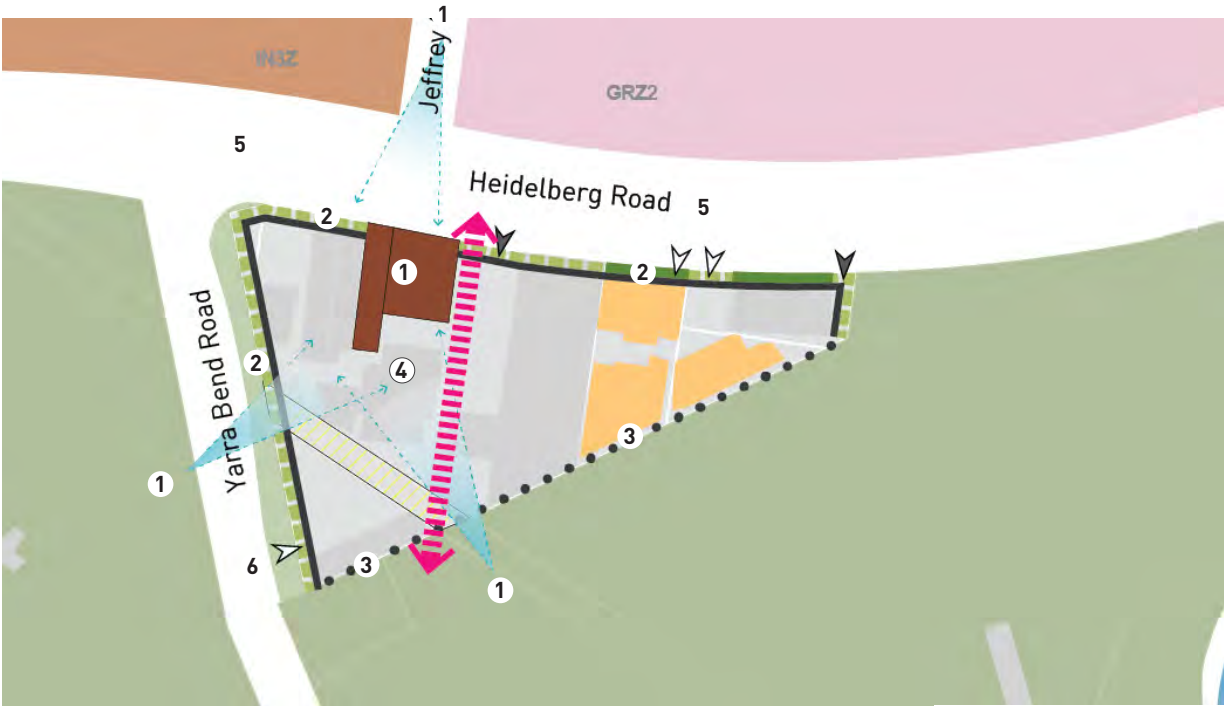


Figure 38. Design Strategy

- Existing heritage buildings
- Existing medium-density, mid-rise housing
- Existing vehicular access (retained/consolidated)
- Vehicular access (removal preferred)
- Existing landscape character and landscape setback (retained)
- Proposed 3m landscape setback
- Proposed 4 storey building height at interface to park
- Create urban street wall and activated edges along Heidelberg Road
- Proposed future public pedestrian link
- Yarra Valley Water easement
- View lines to chimney from Jeffrey Street & adjacent parks

Precinct-specific design objectives

Respect and enhance the setting of the Porta heritage building and brick chimney by framing the building with mid-rise development (4-8 storeys) - Location 1.

The Porta site includes a significant heritage warehouse building and a brick chimney which is an identifiable landmark in the precinct viewed from within the park and from Jeffrey Street. These are important attributes of the existing character, providing a connection to the social and economic history of the area and should be retained and adapted for re-use.

Views to the chimney from within Jeffrey Street and the park should be provided to maximise opportunities for the broader public to view and enjoy the heritage attributes of the site. Sufficient separation distances from the chimney to other new buildings should be provided to ensure that the chimney remains a prominent feature within the site. The overall scale of new development respects these existing heritage qualities and responds to the scale and features of the existing heritage building (refer to Figure 48).

Improve the pedestrian experience on Heidelberg Road and Yarra Bend Road through a 3 metre front setback - Location 2.

The existing landscape setback within the front of some properties improves the quality of the pedestrian experience by greening the otherwise largely asphalt landscape and by providing additional sense of openness/relief for pedestrian movement.

Provide a positive interface (visual interest and passive overlooking) to the park edges in a building scale that does not visually dominate or unreasonably overshadow TH Westfield Reserve and Yarra Bend Park Oval - Location 3.

Precinct 1 is located directly onto TH Westfield Reserve and new development must not unreasonably overshadow the park. The park area is significant in size and the area immediately to the south of the private land is currently an asphalt car park (i.e. a less sensitive use).

The existing 4 storey developments at 262 & 264 Heidelberg Road are successful demonstrations of an appropriately scaled building to the park edge.

A four-storey high building creates a positive interface to the park - it doesn't visually dominate the landscape setting - large canopy trees and open grassed areas retain their prominence - and the inclusion of balconies and doors to the park provides visual interest and improves safety.

Additional upper levels above 4 storeys should not increase overshadowing impacts onto the park.

Provide a diverse range of housing types on the strategic development site (Porta site) - Location 4.

The Porta site provides the opportunity to deliver a greater diversity of housing than is possible on other sites in the study area, many of which have significant site constraints. The inclusion of multiple buildings with internal communal courtyards to support high quality mid-rise developments is strongly encouraged.

Improve the character of Heidelberg Road by creating a comfortable sense of enclosure and definition to the street - Location 5.

This can be achieved through the introduction of a street wall height that provides a positive interface to the street but which does not visually dominate. This balance is particularly important to achieve considering the poor quality of the street environment. Buildings that are visually overwhelming will exacerbate the impact of heavy traffic on the pedestrian experience.

Minimise the impact of vehicular crossovers to Heidelberg Road and Yarra Bend Road - Location 6.

Vehicular access to most sites is provided from Heidelberg Road. This includes shared access for a number of sites. No additional vehicular crossovers are supported.

Precinct 1 - Yarra Bend

C. Determining Heidelberg Road development scale

Heidelberg Road varies in width along its length. In Precinct 1 it is in the order of 40 metres wide.

Precinct 1 includes a strategic site (the Porta site) and areas where a 'moderate scale' of development is supported through existing planning policy. The existing four-storey apartment building demonstrates the benefit of increasing the street wall height to provide greater definition to the street.

A range of scenarios for potential street wall and overall building heights have been tested, including:

8 storey developments with:

- 4 storey street wall and 3 metre upper level setback.
- 6 storey street wall with 3 metre setback.
- 6 storey street wall with 6 metre setback.
- 8 storey street wall height

6 storey developments with:

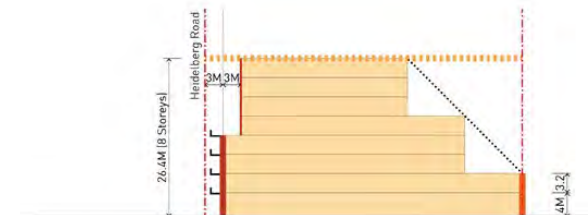
- 4 storey street wall and 3 metre upper level setback.
- 6 storey street wall with 3 metre setback.
- 6 storey street wall with 6 metre setback.

In each option, the 3 metre ground level front setback has been adopted.

An assessment of each option is provided against the design principles. The scenario that best delivers the design principles is the 8 Storey high building - Option 3. This includes a varied 4 - 6 storey street wall with upper 2 storeys set back by 6 metres.

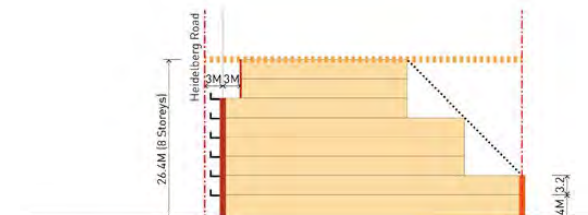
8 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres



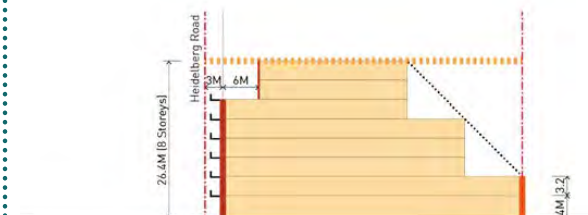
8 Storeys - Option 2

Street wall: 6 storeys
Upper level setback: 3 metres



8 Storeys - Option 3

Street wall: 4-6 storeys
Upper level setback: 6 metres



- Effectively frames Heidelberg Road with the potential for high-quality development.
- Provides an improved sense of enclosure within the street due to upper levels. The four-storey street wall could be considered too low considering the wide road width.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.



- Effectively frames Heidelberg Road with the potential for high-quality development.
- The six-storey street wall provides a more balanced street wall height against the wide street.
- Supports the design of well-proportioned buildings where the upper levels are a recessed, lighter element above a stronger base building form.



Preferred development outcome

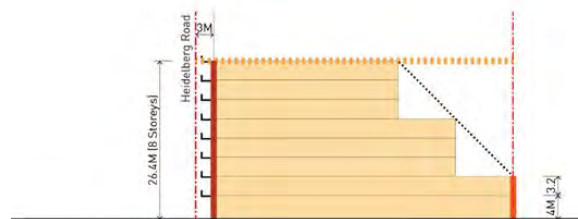
- Effectively frames Heidelberg Road with the potential for high-quality development.
- The six-storey street wall provides a more balanced street wall height against the wide street.
- Including 4 storey elements provides better integration with existing apartment building.
- Supports the design of well-proportioned buildings where the upper levels are a recessed, lighter element above a stronger base building form. The increased upper level setback to 6 metres provides a marginal improvement on the 3 m setback as the base building form becomes more prominent and the upper levels less visible.

Figure 39. Testing of 8 storey developments with varied street wall heights and upper level street setbacks.

Precinct 1

8 Storeys - Option 4

Street wall: 8 storeys
Upper level setback: N/A



- The eight-storey street wall is too visually dominant. Together with the high levels of traffic this could create a poor quality public realm.

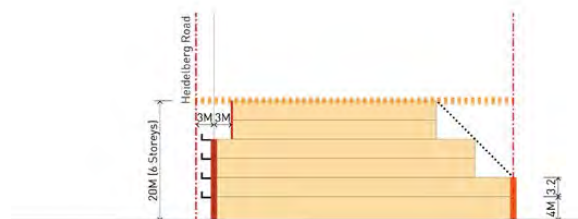
Key recommendation

Introduce an 8 storey building height control in Precinct 1 with a varied 4 - 6-storey street wall height and upper levels to be setback 6 metres.

The sites at 274 -276 cannot achieve an 8 storey height as the sites are too shallow. The application of the rear interface control mean that a six storey height can be achieved and is therefore proposed for these two sites.

6 Storeys - Option 1

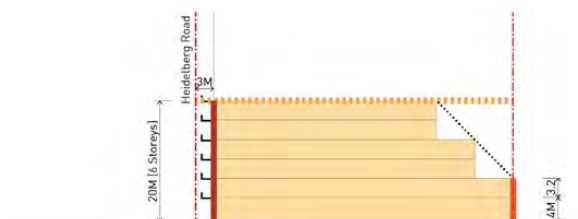
Street wall: 4 storeys
Upper level setback: 3 metres



- Effectively frames Heidelberg Road with the potential for high-quality development.
- Provides an improved sense of enclosure within the street due to upper levels. The four-storey wall and overall six storey building height could be further increased on the 40m wide road corridor.
- Supports the design of well-proportioned buildings where the upper levels are a recessed, lighter element above a stronger base building form.

6 Storeys - Option 2

Street wall: 6 storeys
Upper level setback: N/A



- Effectively frames Heidelberg Road with the potential for high-quality development.
- The six-storey street wall provides a more balanced street wall height against the 40m wide street.
- Additional upper levels could be included and support the design of well-proportioned buildings as long as the base building remained prominent to support the delivery of a mid-rise building character.

Figure 41. Testing of 6 storey developments with varied street wall heights and upper level street setbacks.

APARTMENT
APARTMENT
APARTMENT
APARTMENT
APARTMENT
RETAIL

Property Boundary

3M Setback
1M
2M Buffer
1.5M
3M Traffic
3M Traffic
3M Traffic
3M Turning Lane
5M Median
3M Traffic
3M Traffic
3M Traffic
1.5M
4M Buffer
2.5M Drive Way
2.5M Car Parking
2M Foot path

40M
Heidelberg Road (Area 1)

Property Boundary

City of Darebin

Figure 42. Section location

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Precinct 1

D. Determining development scale to park interface

The following outcomes are considered acceptable to meet the design principles and precinct-specific design objective:

- Overshadowing falls predominantly on the car park to the south and Yarra Bend Road reserve (see Figure 45).
- An appropriate balance between providing an urban edge and activation and overlooking of the car park area and ensuring that the buildings are set within the landscape and are not the dominant feature - this is demonstrated effectively by the existing four-storey apartment development which sits within the scale of the large canopy trees.

The preferred development scale that achieves this outcome is:

- A 4 storey building height along the park interface
- Above 4 storeys, upper level setbacks are determined by a 45 degree angle.

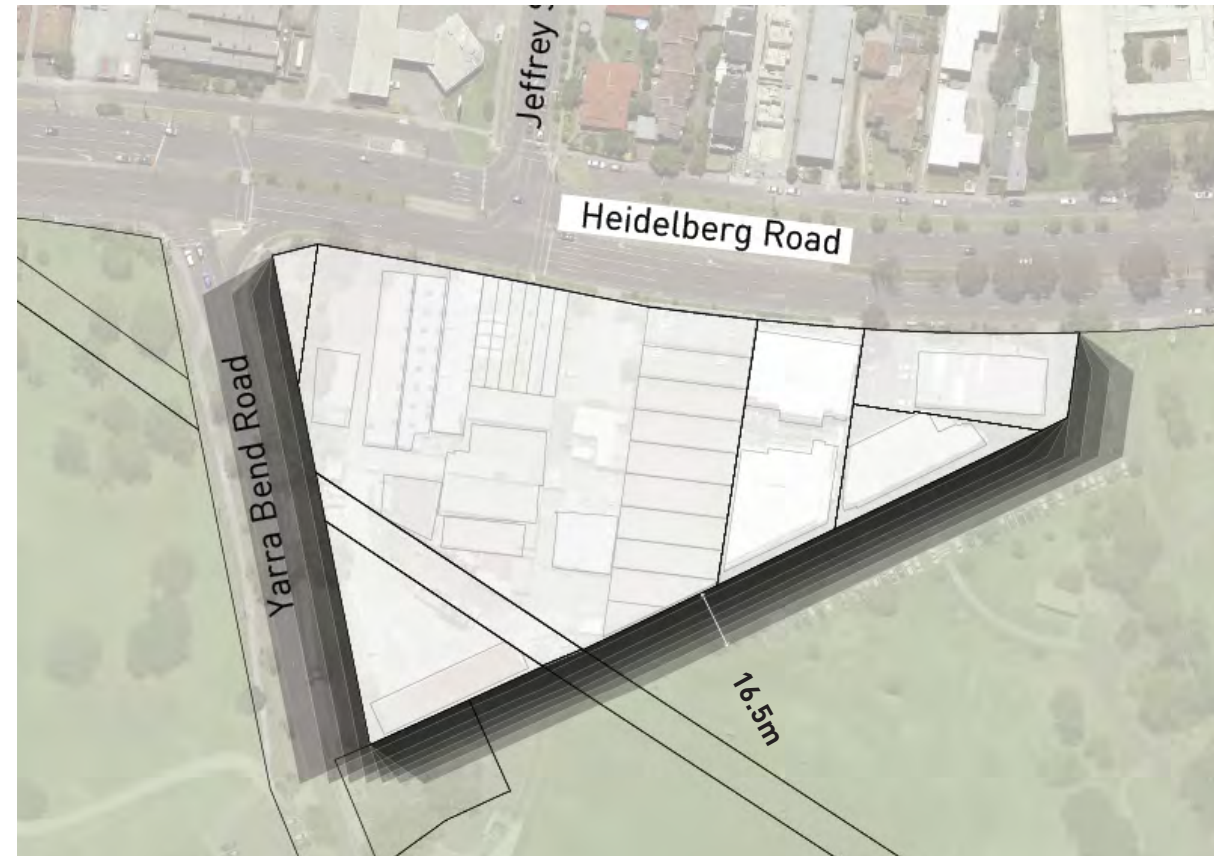


Figure 45. Extent of shadow for a 4 storey high building.

Precinct 1 - Yarra Bend

E. Building envelope controls

The following building envelopes are proposed for Precinct 1.

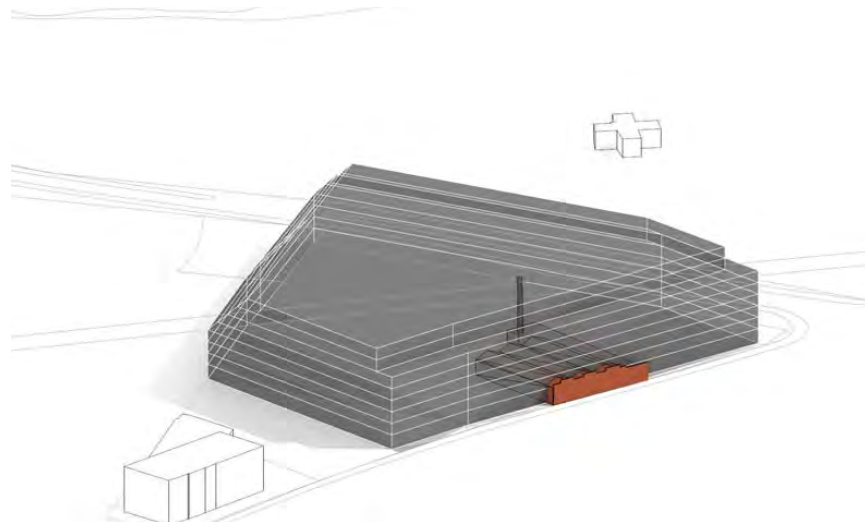


Figure 46. Demonstration of the 3d building envelope controls applied to the Porta site
*Note: the full heritage building is to be retained. Envelope for the whole site shown for illustrative purposes only.

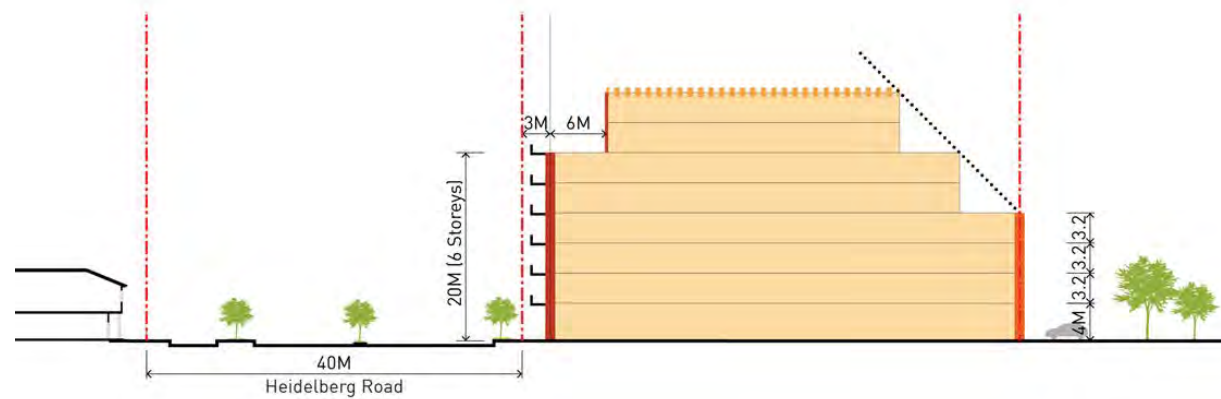


Figure 47. Proposed built form envelope controls (section)



The building envelope controls have been determined considering the overall precinct conditions. The existing heritage building warrants a more tailored response to the street wall condition to ensure that any proposed new development respects the existing qualities and presence of the heritage building. A step down in street wall height and introduction of a new public pedestrian link through the site will give the heritage building more prominence.

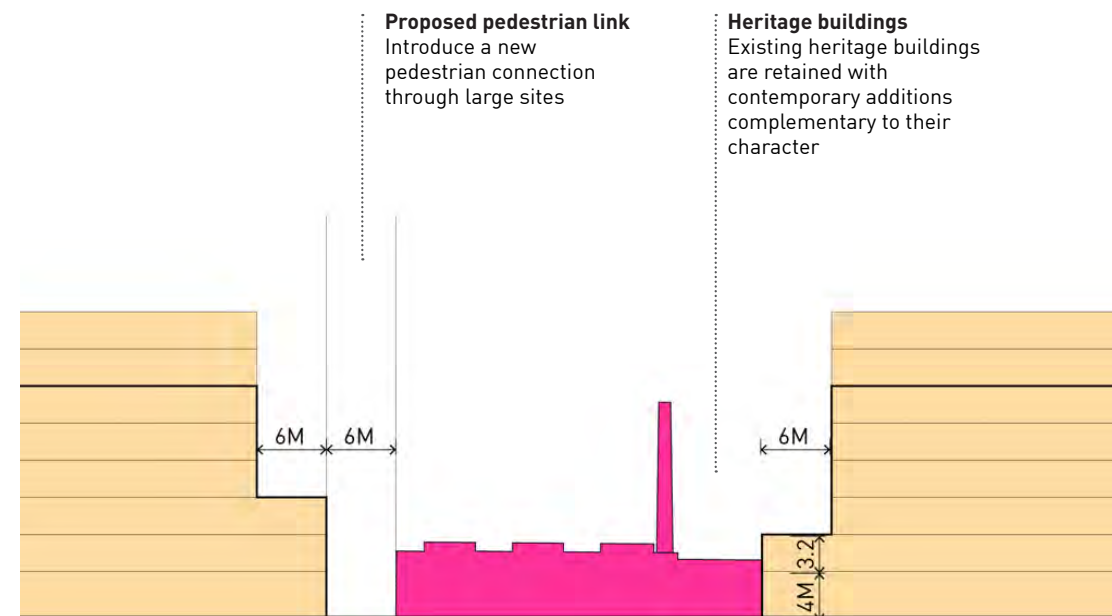


Figure 48. Proposed built form envelopes (elevation) in response to existing heritage building

Precinct 1

F. Precedent examples - Precinct 1



Figure 49. Proposal for 342-348 Victoria Street - Brunswick [Source: Fieldworks Architects]

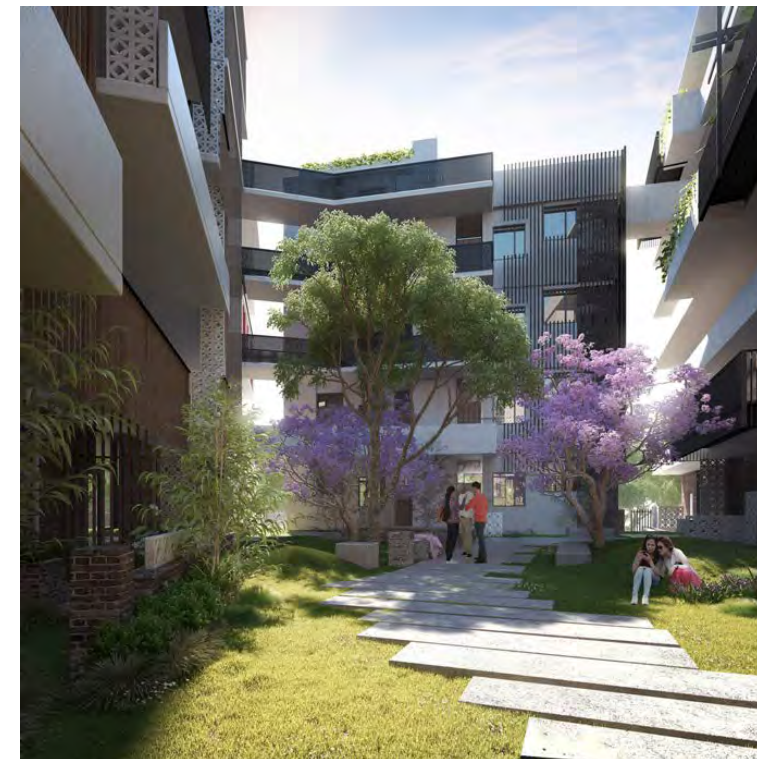


Figure 51. Hawke & King Street development, North Melbourne [Source: Six Degrees Architects]



Figure 50. Proposal for 342-348 Victoria Street - Brunswick [Source: Fieldworks Architects]



Precinct 1 - Yarra Bend

G. Built form testing of proposed building envelopes

Testing site

Built form testing has been undertaken for the Porta site to both assess and communicate the proposed built form controls.

Additional sensitivity testing of taller forms were also assessed (see figures 57 - 65). Taller forms above 8 storeys are considered to be too visually dominant adjacent to the existing heritage chimney. 10 storey buildings become too visually dominant when viewed from within Heidelberg Road.

Location:
224-256 Heidelberg Road

Site area:	Lot width:	Lot depth:	Characters:
11,725m ²	125M	40-135M	Heritage overlay Include easement

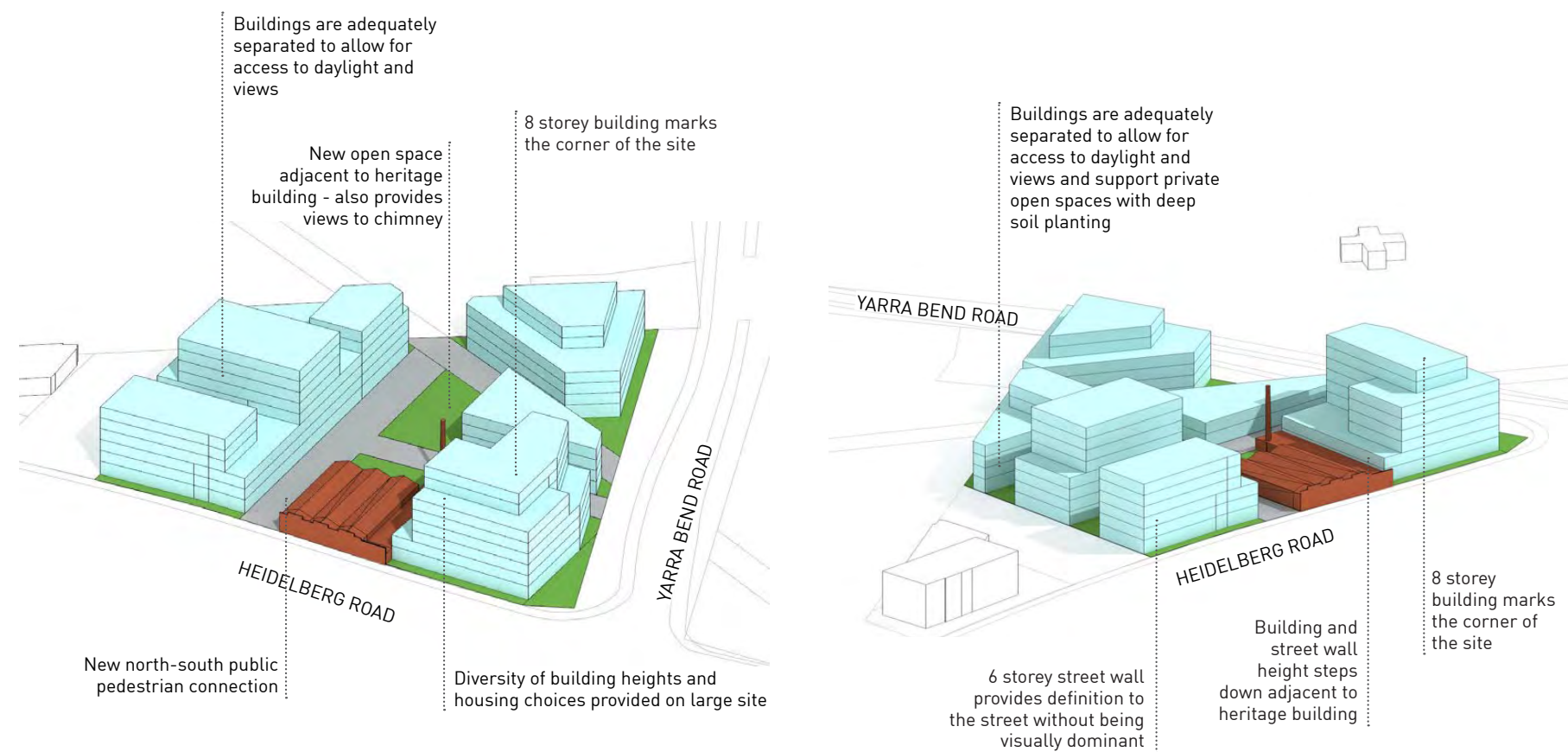


Figure 52. Built form testing - perspective views

Precinct 1

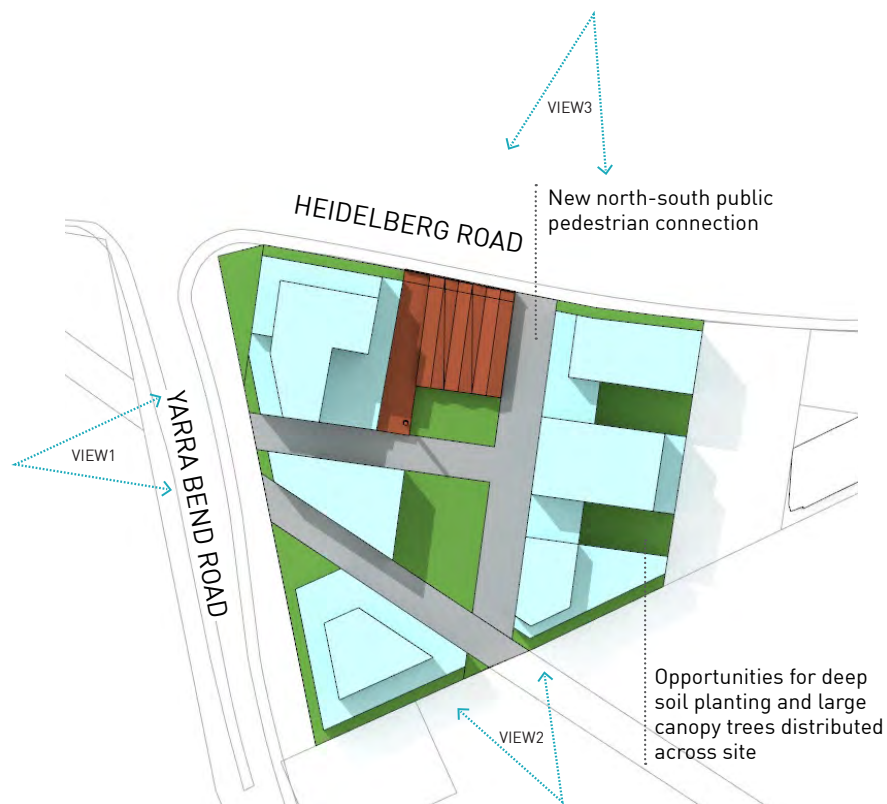


Figure 53. Built form testing - plan view with 2pm shadow at the equinox

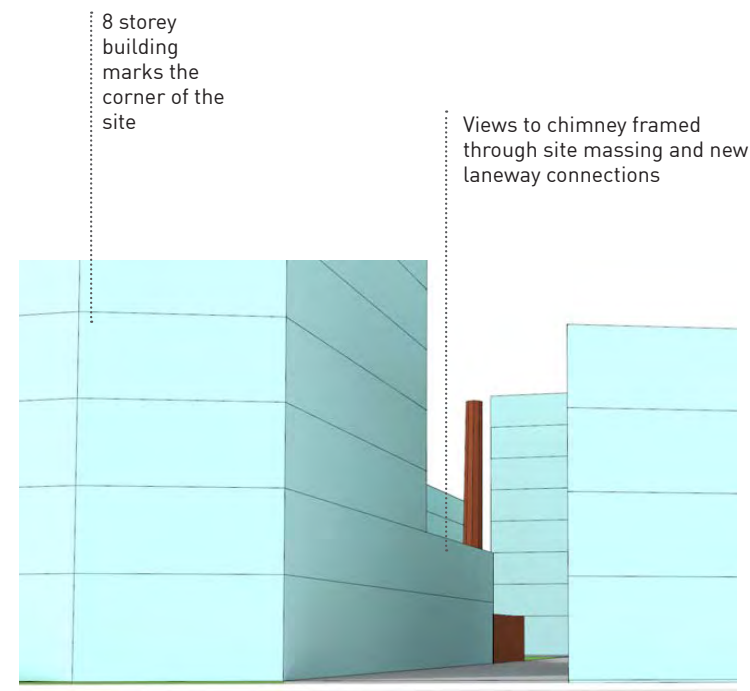


Figure 54. View 1 - View to chimney from TH Westfield Reserve

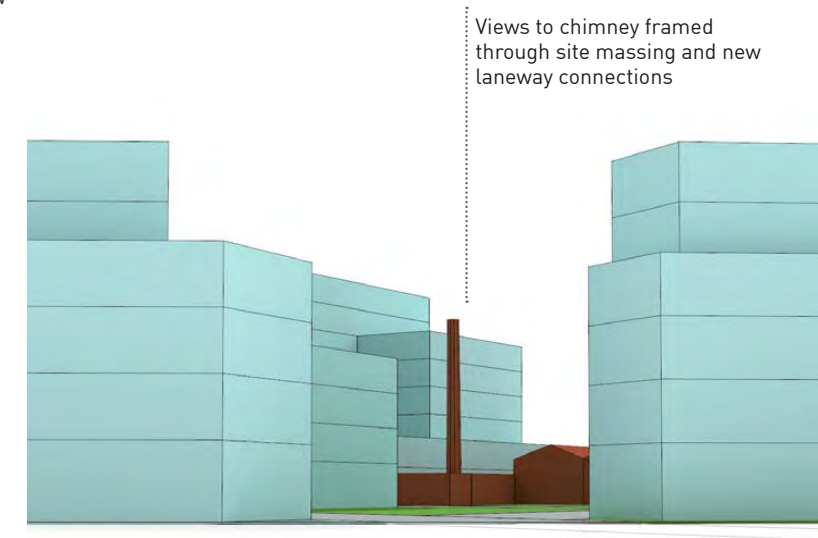


Figure 55. View 2 - View to chimney from Yarra Bend Park

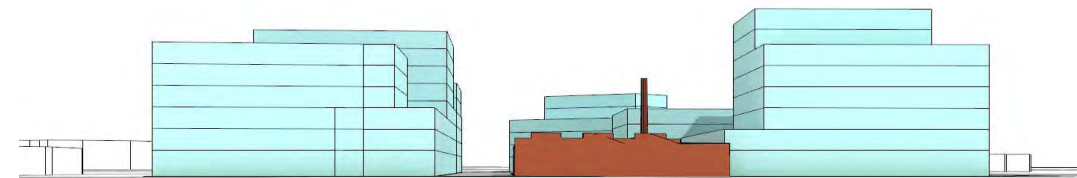


Figure 56. View 3 - View to chimney from Jeffrey Street retains prominence

Precinct 1 - Yarra Bend

Maximum building height: 8 storeys



Figure 57. Perspective view

Composition of heritage building and surrounding new development is in balance.



Figure 58. View A - View from Jeffrey Street

Overall scale of development sits comfortably within the streetscape.



Figure 59. View from location B

Maximum building height: 10 storeys



Figure 60. Perspective view

New development is visually dominant over the heritage building.



Figure 61. View A - View from Jeffrey Street

Overall scale of development becomes more visually dominant in the streetscape.



Figure 62. View from location B

Maximum building height: 12 storeys



Figure 63. Perspective view

New development is visually dominant over the heritage building.



Figure 64. View A - View from Jeffrey Street

New development is visually dominant within the streetscape.



Figure 65. View from location B

Precinct 1

H. Proposed built form controls

The proposed building envelope controls for Precinct 1 are illustrated in the following plans.

Considering the unique site attributes and the need to support design flexibility with certainty that minimum amenity standards are met, a mix of mandatory and discretionary controls are proposed as follows:

Discretionary

- Overall height limits
- Street wall heights to Heidelberg Road and Yarra Bend Road
- Upper level setbacks from Heidelberg Road and Yarra Bend Road

Mandatory

- 3 metre front setback to Heidelberg Road, Yarra Bend Road and the park.
- 4 storey building height at the park interface with all upper levels setback with a 45 degree angle.

Building heights

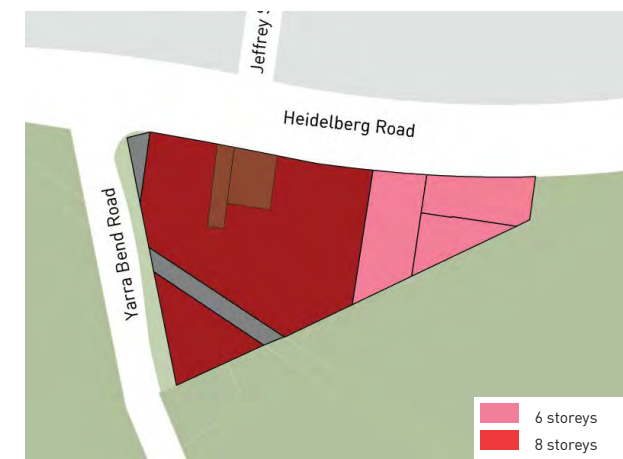


Figure 66. Precinct 1 - Proposed overall building heights

Street wall height



Figure 67. Precinct 1 - Proposed street wall heights / building heights along park interface boundaries

Ground floor setbacks



Figure 68. Precinct 1 - Proposed ground floor setbacks

Precinct 2 - Fairfield Commercial

A. Key valued character attributes



Figure 69. Precinct 2 - Aerial image

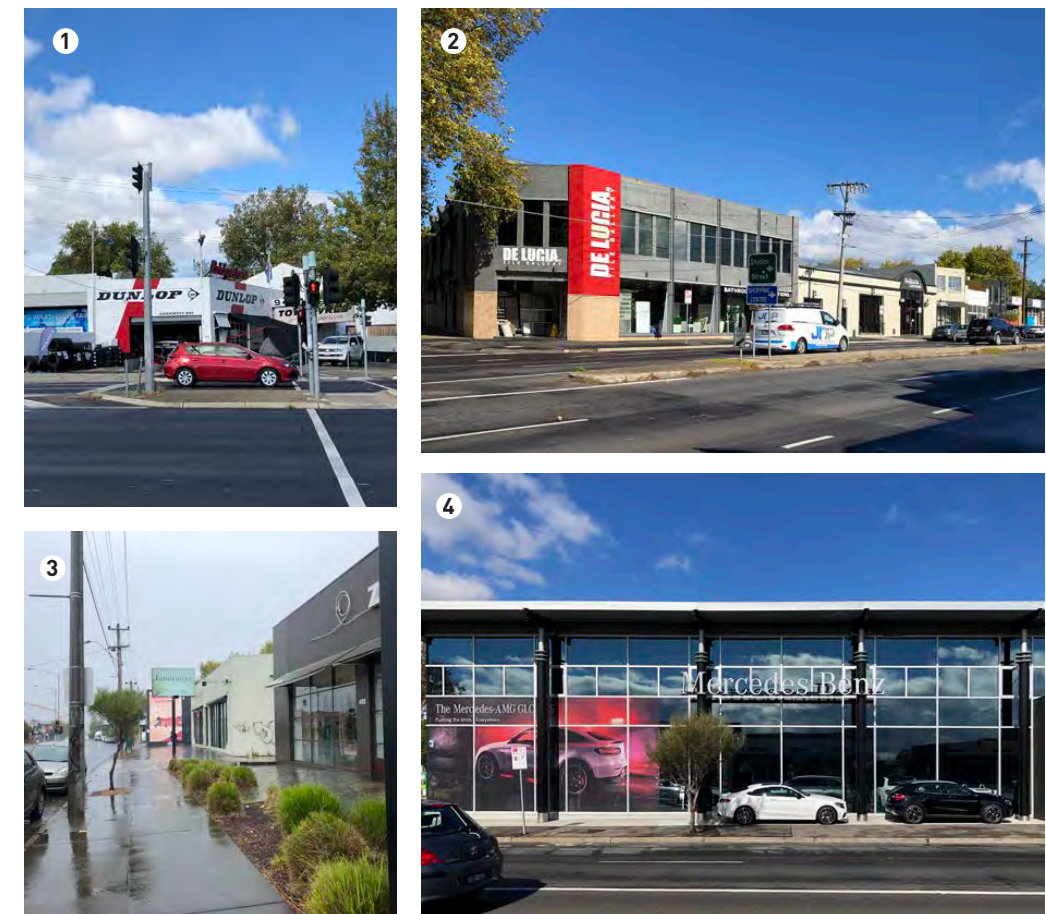


Figure 70. Key character attributes

The Commercial 2 zone area along Heidelberg Road plays an important economic role within the City of Yarra. The existing businesses include large format retail outlets, automotive businesses and warehouses. The existing character reflects this pattern of use.

1. Potential heritage building (including automotive business).
2. Large format showrooms which support the cluster of restricted retail outlets.

3. View along Heidelberg Road - existing landscape design is of varying quality, however provides visual relief and additional space for pedestrians within the heavily trafficked street.

4. Large format showrooms which incorporate large glass shopfront areas and contemporary building design.

5. Residential side streets, including large mature trees and significant setbacks.

B. Design Strategy

Creation of a mid-rise, commercial precinct that frames Heidelberg Road with active uses and additional greening opportunities.

Design Objectives

Improve the pedestrian experience on Heidelberg Road through a 3 metre front setback - Location 1.

The existing landscape setback within the front of some properties improves the quality of the pedestrian experience by greening the otherwise largely asphalt landscape and by providing additional sense of openness/relief for pedestrian movement.

Improve the character of Heidelberg Road by creating a comfortable sense of enclosure and definition to the street - Location 2.

This can be achieved through the introduction of a street wall height that provides a positive interface to the street but which does not visually dominate. This balance is particularly important to achieve considering the poor quality of the street environment. Buildings that are visually overwhelming will exacerbate the impact of heavy traffic on the pedestrian experience.

Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas - Location 3.

The neighbouring residential properties all incorporate private open space at the rear of each dwelling. Sunlight should be provided at the equinox according to the current level of provision required in Clause 54 and 55 of the planning scheme.

Minimise the impact of vehicular crossovers to Heidelberg Road and Yarra Bend Road - Location 4.

Vehicular access to most sites is provided from Heidelberg Road. This includes shared access for a number of sites. No additional vehicular crossovers are supported. Where possible vehicular access from residential side streets should be provided.



Figure 71. Design Strategy

- Potential heritage buildings
 - Existing vehicular access (retained/consolidated)
 - Vehicular access (removal preferred as alternate access is available)
 - Existing landscape setback (retained)
 - Proposed 3m landscape setback
 - Create urban street wall and activated edges along Heidelberg Road
- Minimise visual bulk, overshadowing and privacy on the sensitive interface:
- Rear to rear boundary condition
 - Rear to side boundary condition
 - Side to side boundary condition

Precinct 2 - Fairfield Commercial

C. Determining Heidelberg Road development scale

Heidelberg Road varies in width along its length. In Precinct 2 it reduces to approximately 27 metres in width.

A 'moderate scale' of development is supported through existing planning policy.

The potential street wall and overall building heights are tested. This demonstrates the following scenarios:

8 storey developments with:

- 4 storey street wall and 3 metre upper level setback.
- 6 storey street wall with 3 metre setback.
- 6 storey street wall with 6 metre setback.
- 8 storey street wall height.

6 storey developments with:

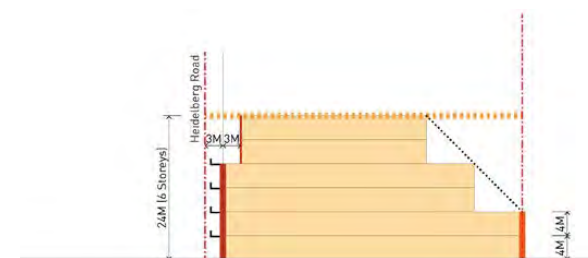
- 4 storey street wall and 3 metre upper level setback.
- 4 storey street wall with 6 metre setback.
- 6 storey street wall height.

In each option, the 3 metre ground level front setback has been adopted.

An assessment of each option is provided against the design principles. The scenario that best delivers the design principles is 6 Storey - Option 2. This includes a 4 storey street wall with upper 2 storeys set back 6 metres.

6 Storeys - Option 1

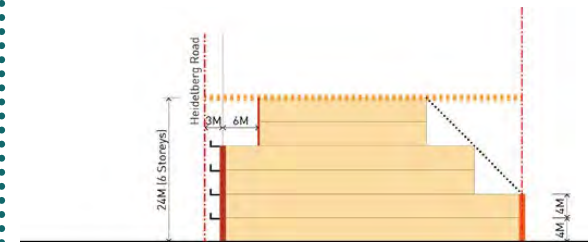
Street wall: 4 storeys
Upper level setback: 3 metres



- Effectively frames Heidelberg Road with the potential for high-quality development.
- The 4-storey street wall provides a balanced street wall height against the street width.
- The 3 metre setback provides a negligible improvement on reducing the upper level dominance.

6 Storeys - Option 2

Street wall: 4 storeys
Upper level setback: 6 metres

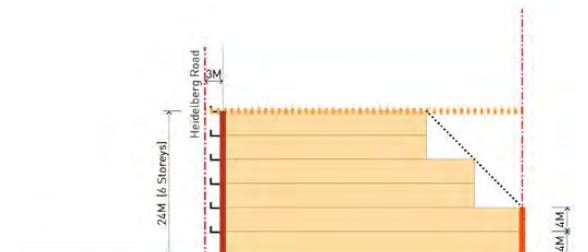


Preferred development outcome

- Effectively frames Heidelberg Road with the potential for high-quality development.
- The 4-storey street wall provides a balanced street wall height against the street width.
- Supports the design of well-proportioned buildings where the upper levels are a recessed, lighter element above a stronger base building form. The increased upper level setback to 6 metres provides a marginal improvement on the 3 m setback as the base building form becomes more prominent and the upper levels less visible.

6 Storeys - Option 3

Street wall: 6 storeys
Upper level setback: N/A



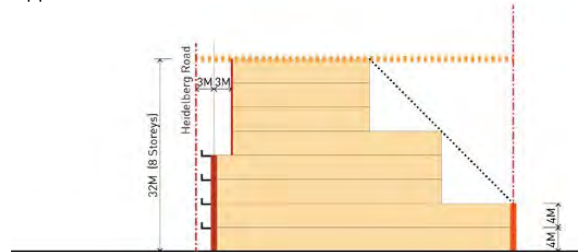
- The 6-storey street wall is too visually dominant. Together with the high levels of traffic this could create a poor quality public realm.

Figure 72. 6 storey built form testing to Heidelberg Road

Precinct 2

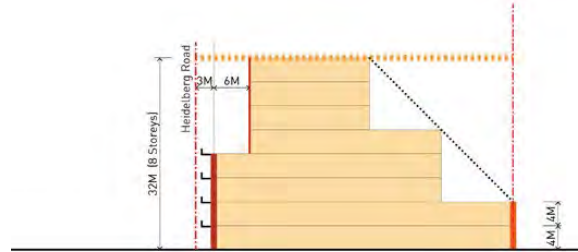
8 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres



8 Storeys - Option 2

Street wall: 4 storeys
Upper level setback: 6 metres



8 Storeys - Option 3

Street wall: 6 storeys
Upper level setback: 3 metres

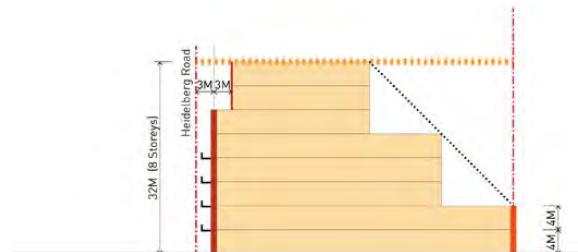


Figure 73. 8 storey built form testing to Heidelberg Road



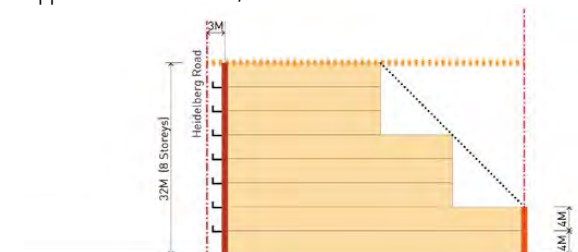
- 8 storey buildings are visually dominant, creating a wall of development.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.

- 8 storey buildings are visually dominant.
- The 6 metre setback provides a negligible improvement on reducing this dominance.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.

- The 6-storey street wall is too visually dominant. Together with the high levels of traffic this could create a poor quality public realm.

8 Storeys - Option 4

Street wall: 8 storeys
Upper level setback: N/A



- The eight-storey street wall is too visually dominant. Together with the high levels of traffic this could create a poor quality public realm.

Key recommendation

Introduce a 6-storey building height control in Precinct 2 with a 4-storey street wall height and upper 2 levels to be setback 6 metres.

Precinct 2 - Fairfield Commercial

The proposed relationship to Heidelberg Road of the proposed built form outcome is illustrated below.

This demonstrates a balanced degree of enclosure to the 27 metre wide street, without creating visually dominant buildings, and the benefit of the 3 metre front setback on improving the composition of the street and the quality of the pedestrian environment at ground level.

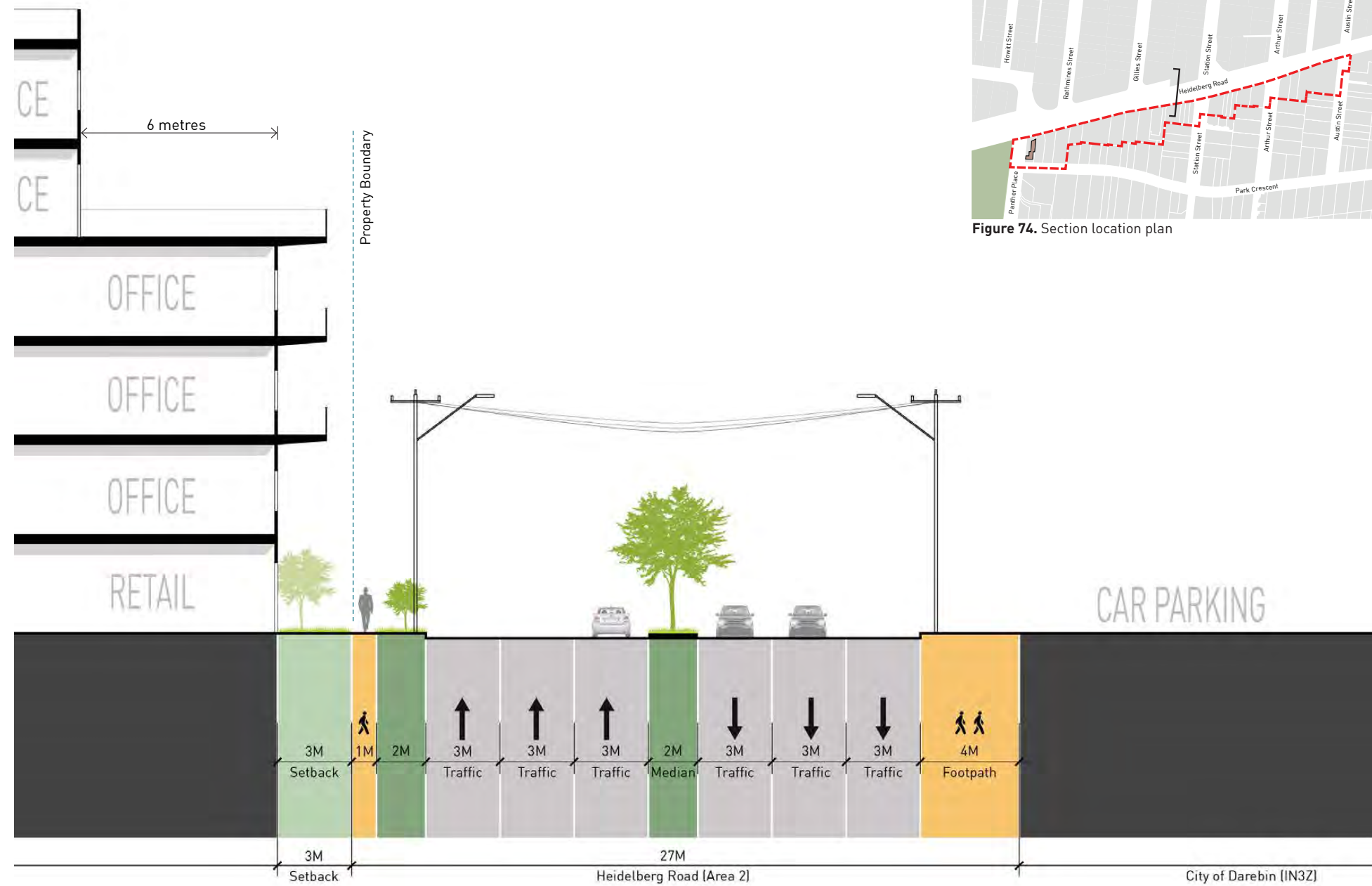


Figure 75. Proposed street section - full street section

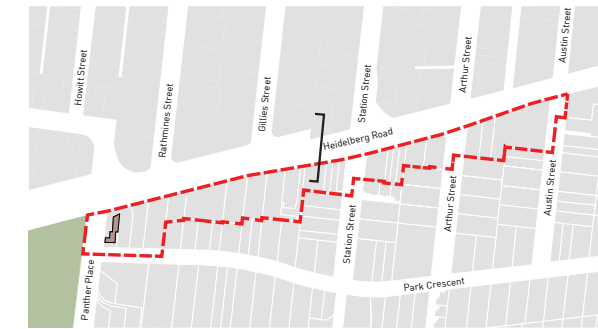


Figure 74. Section location plan

Precinct 2

D. Confirming overshadowing requirements

Figure 76 illustrates how the introduction of an 8 metre high boundary wall condition at the rear interface of new development will enable the overshadowing requirements of Clause 54 and 55 to be met.

Note, that this does not mean that the visual impact requirements are also met (refer Chapter 2 which provides detailed guidance on rear interface conditions).



Figure 76. Cumulative shadow impact of 8 metre high boundary wall condition

Private open space has more than 5 hours sunlight between 9 am and 3 pm on 22 September
Shadow between 9 am and 3 pm on 22 September

Note: Assessment utilises the building footprints that are documented in Council's GIS mapping.

Precinct 2 - Fairfield Commercial

E. Building envelope controls

The following building envelope is proposed for Precinct 2.

The application of the rear interface and the Heidelberg Road interface result in a maximum 5-6 storey building height.

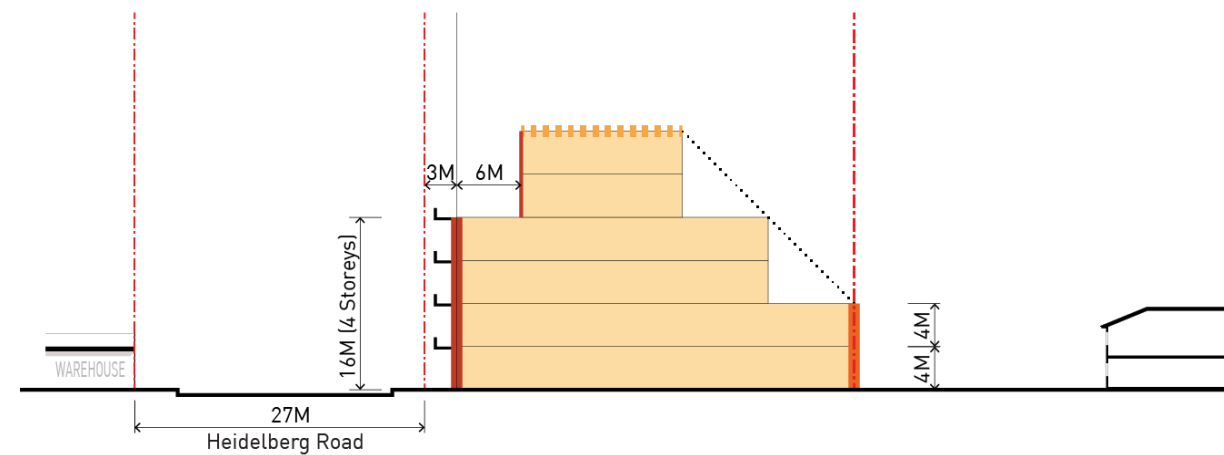
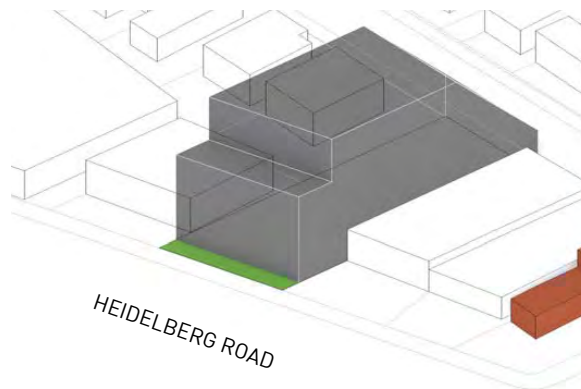


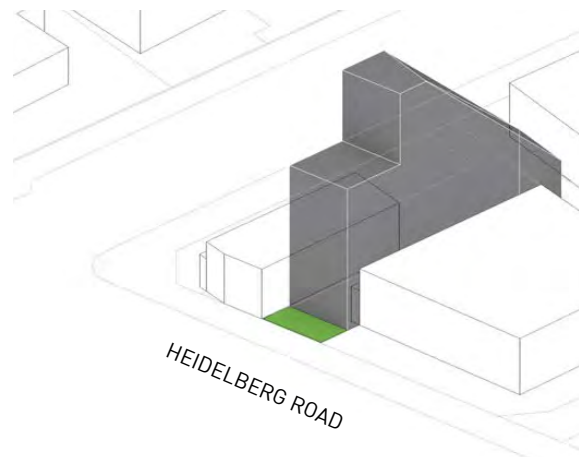
Figure 77. Proposed building envelope controls in Precinct 2

Note: Ground level setback to rear boundary may be required depending on relationship to existing dwelling location (refer to Figure 15 on page 13)

Testing site 2-1



Testing site 2-2



Testing site 2-3

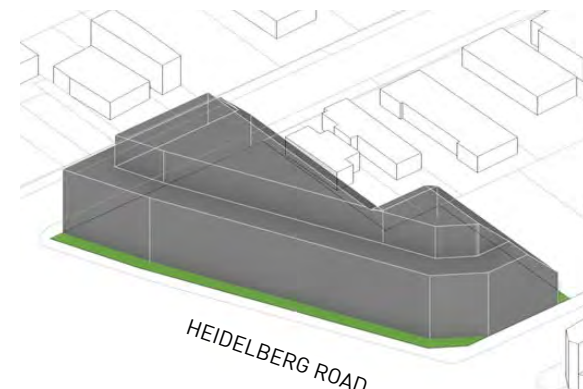


Figure 78. Demonstration of the 3d building envelope controls applied to the selected testing sites (refer over page)

Precinct 2

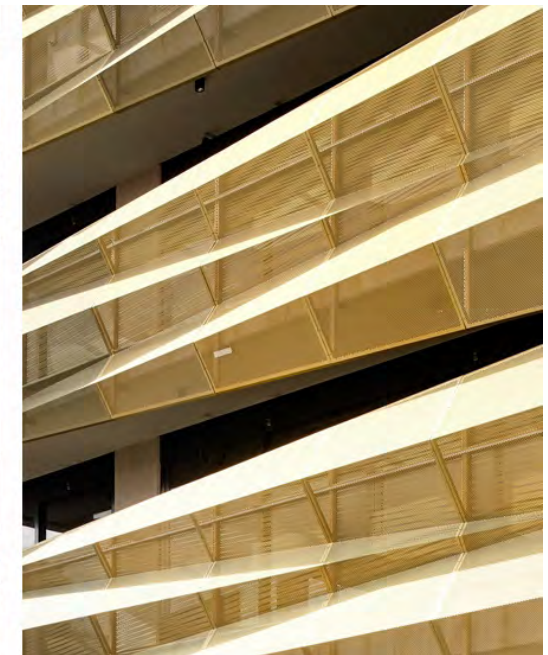
F. Precedent examples - Precinct 2



Figure 80. 9-15 Inkerman Street, St Kilda [Source: Neometro]



Figure 79. Commercial development in Cremorne [Source: EAT Architects]



Precinct 2 - Fairfield Commercial

G. Built form testing of proposed building envelopes

Testing site

Built form testing has been undertaken for three sites in Precinct two to both assess and communicate the proposed built form controls.

This includes a range of site sizes and mid-block and corner sites.

Testing site 2-1

Location: 376 Heidelberg Road			
Site area: 1,080m ²	Lot width: 21.9M	Lot depth: 50M	Character/use: Large format retail Vehicular access



Testing site 2-2

Location: 434 Heidelberg Road			
Site area: 203m ²	Lot width: 6.5M	Lot depth: 31.5M	Character/use: Vacant



Testing site 2-3

Location: 484 Heidelberg Road			
Site area: 3,640m ²	Lot width: 90M	Lot depth: 33-55M	Character/use: 3 Point Motors Large showroom



Precinct 2

Testing site 2-1

376 Heidelberg Road

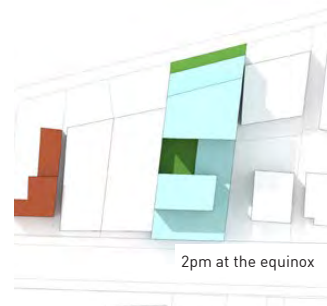


Figure 81. Built form testing – plan and perspective view

Key positive features:

- Buildings are adequately separated to allow for access to daylight and views within generous internal light well
- Building transitions to the lower residential areas to the south
- 4 storey street wall provides definition and enclosure to the street without being visually dominant.

This testing demonstrates that a height of 6 storeys is possible on this site due to rear interface and Heidelberg Road street wall height and setback requirements.

Testing site 2-2

434 Heidelberg Road

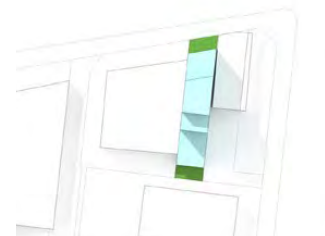


Figure 82. Built form testing – plan and perspective view

Key positive features:

- 3 metre ground floor setback at rear at interface to side boundary of existing dwelling.
- 4 storey street wall provides definition and enclosure to the street without being visually dominant.

This testing demonstrates that a height of 5 storeys is possible on this site due to rear interface and Heidelberg Road street wall height and setback requirements.

Testing site 2-3

484 Heidelberg Road



Figure 83. Built form testing – plan and perspective view

Key positive features:

- 3 metre ground floor setback at rear at interface to side boundary of existing dwelling.
- 4 storey street wall provides definition and enclosure to the street without being visually dominant.

This testing demonstrates that a height of 6 storeys is possible on this site due to rear interface and Heidelberg Road street wall height and setback requirements.

Precinct 2 - Fairfield Commercial

The study area is intersected by a number of side streets which are residential and low-scale in character. It is important that any taller buildings on the corners of Heidelberg Road and the side streets interface with these more sensitive, character environments appropriately. The requirement for a 45 degree angle above a two storey interface provides an appropriate transition in building scale (refer Figure 52).

Testing site 2-3

484 Heidelberg Road (rear view from Austin Street)

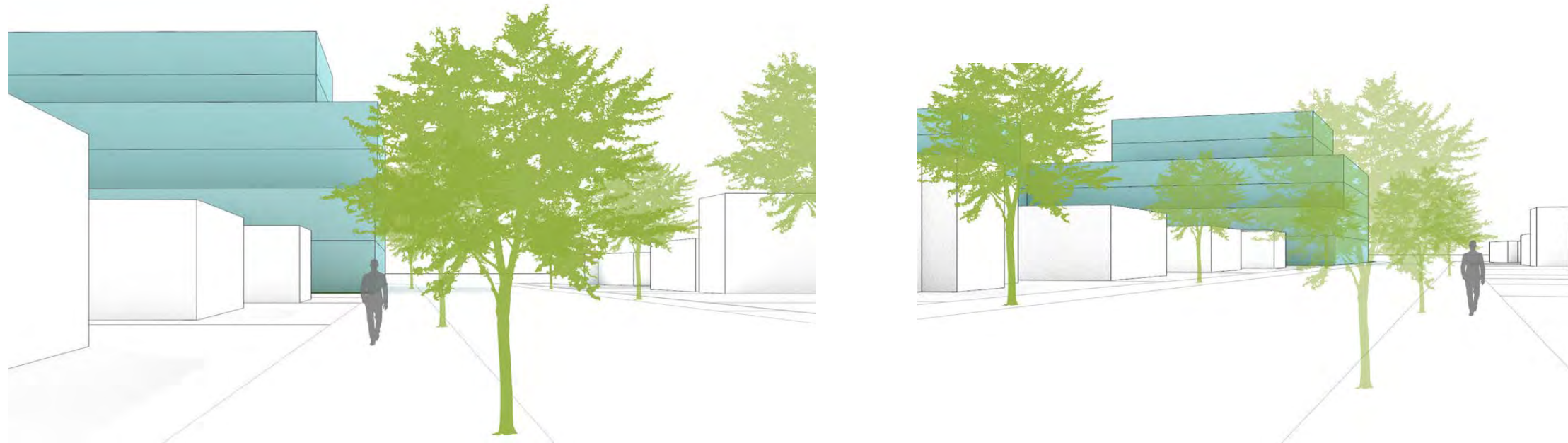


Figure 84. 3d modelling of the transition between a corner site and a low-scale residential side street. The transition from a 6-storey building height to a 2 storey interface is illustrated in a view from across the street (right) and on the same side of the street (left)

Existing heritage buildings
Potential heritage buildings

Precinct 2

H. Proposed built form controls

The proposed building envelope controls are illustrated in the following plans.

Considering the consistent site attributes and constraints and a high degree of certainty that the proposed controls have been tailored to maximise development potential while considering the amenity of residential areas to the south, all development controls are proposed as mandatory.

Ground floor setbacks



Figure 87. Precinct 2 - Proposed ground floor setbacks

Building heights

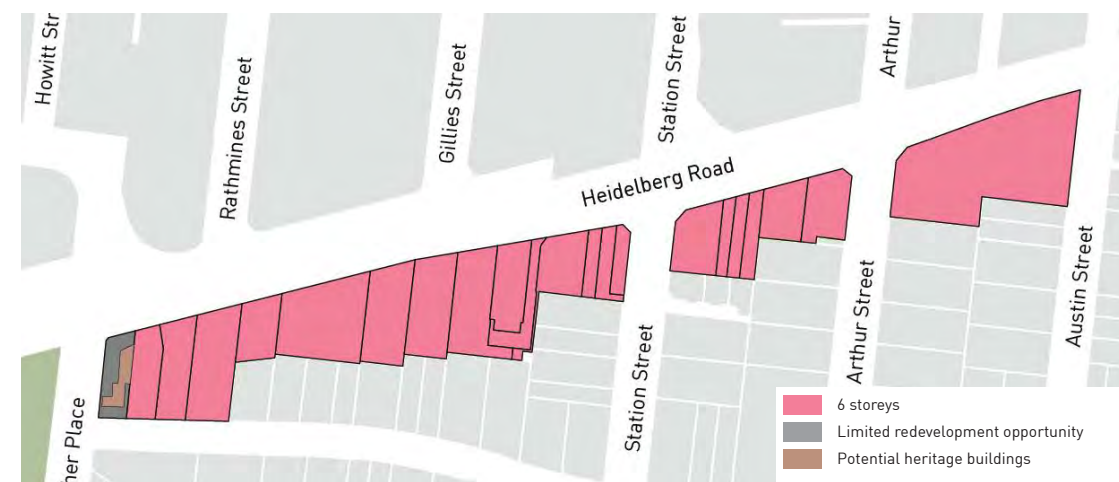


Figure 85. Precinct 2 - Proposed overall building heights

Street wall heights

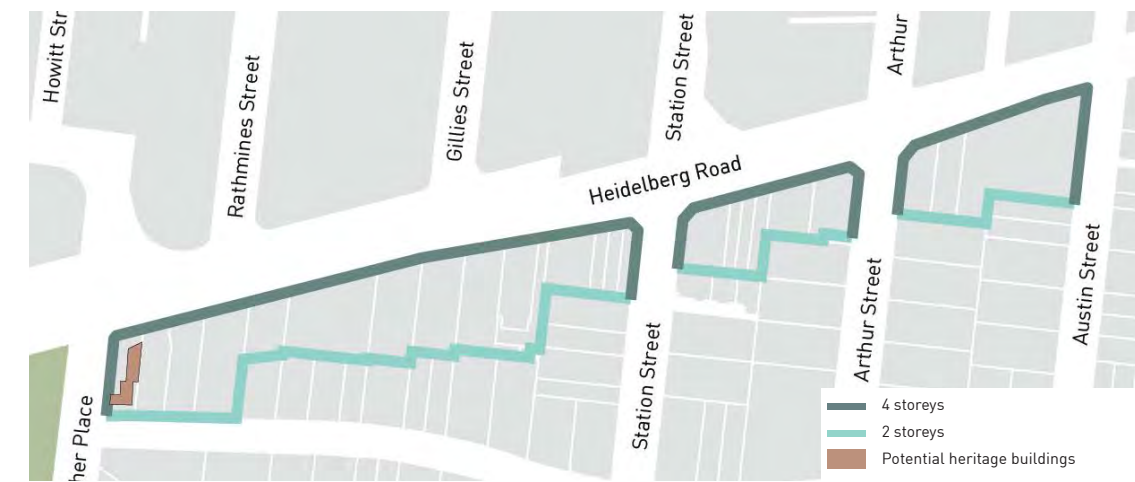


Figure 86. Precinct 2 - Proposed street wall heights / building heights along residential interface boundaries

Precinct 3A - Alphington West

A. Key valued character attributes



Figure 88. Precinct 3A - Aerial image

1. Prominent location on major road intersection provides the opportunity to introduce a taller building that holds the corner with a high quality, well-designed building. The site is immediately adjacent to the Alphington Paper Mills site - the opposite corner site has an approved permit for a 17 storey building.
2. Larger street trees along Heidelberg Road frontage provide greening of Heidelberg Road.
3. The site fronts Coate Avenue to the west, a quiet residential street that incorporates predominantly 1-2 storey buildings with front landscaped gardens.
4. The existing landscape setback to Heidelberg Road and Chandler Highway provides visual relief within the streetscape and a more pedestrian-friendly environment.

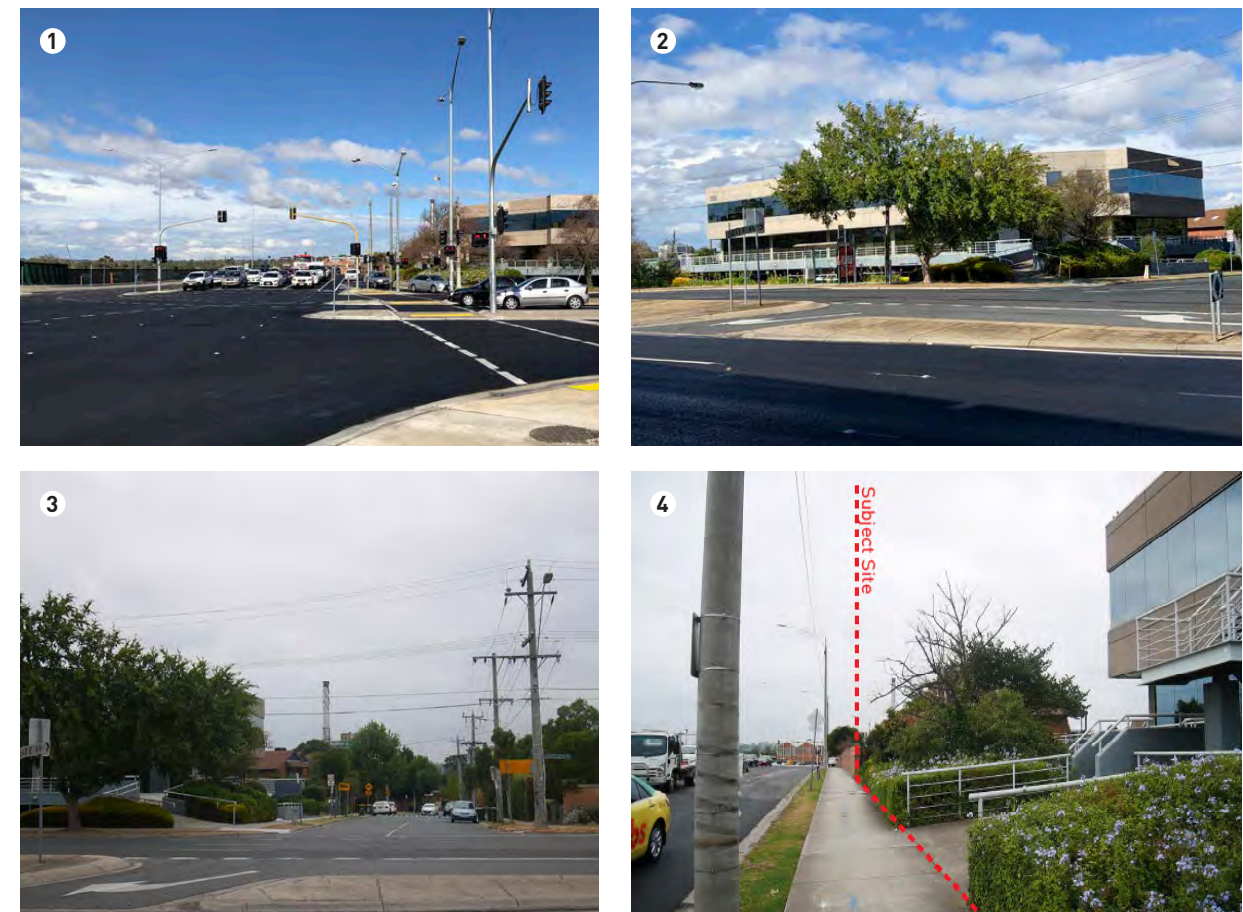


Figure 89. Key character attributes

Precinct 3A

B. Design Strategy

Provide a well-designed mid-rise, mixed-use building that marks the prominent corner location and respects the character of the neighbourhoods to the south and west. Incorporate a landscape setback to all boundaries to provide an attractive, garden setting to Coate Avenue and the southern boundary and to significantly improve the pedestrian experience to Heidelberg Road and Chandler Highway.



Figure 90. Design Strategy

- Existing vehicular access (retained/consolidated)
- Proposed 3m landscape setback
- Proposed 4.5m landscape setback to Coate Avenue and the southern boundary
- Create urban street wall and activated edges along Heidelberg Road
- Minimise visual bulk, overshadowing and privacy on the sensitive interface (Rear to side boundary condition)

Design Objectives

Improve the pedestrian experience on Heidelberg Road and Chandler Highway through a 3 metre front setback - Location 1

The existing landscape setback improves the quality of the pedestrian experience by greening the otherwise largely harsh, asphalt landscape and by providing additional sense of openness/relief for pedestrian movement.

Ensure the development integrates with the existing character of Coate Avenue through inclusion of a 4.5 metre setback and 3 storey street wall height - Location 2

Coate Avenue is fronted by 1-3 storey dwellings that incorporate a front garden setback of approximately 4.5 metres. This is a consistent and valued character.

Introducing a three storey street wall behind this setback will ensure that development integrates with the existing context. Upper levels above this height should be setback at a 45 degree angle from the rear neighbourhood boundary and 30 degree angle from Coate Avenue to minimise the impact of visual bulk above this height.

Respond to the prominent intersection with a taller form located at the corner that transitions in height down towards the west and south - Location 3

The tallest building element should be located on the intersection of Heidelberg Road and Chandler Highway and step down in height to the lower scale residential neighbourhoods.

The site needs to accommodate a transition from the 17 storey development context to the east and the single storey context to the west. A building height in the order of 8 storeys on the corner would provide this transition. This is a similar approach to transition that is adopted within the Paper Mill site which transitions from 14 storeys (the Heidelberg Road and Chandler Highway intersection), to 6-8 storeys and down to low-rise building (3 – 4 storeys) within the centre, eastern and southern portions of the Alphington Paper Mill site.

Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas - Location 4

The neighbouring residential properties all incorporate a single private open space that is located at either the front or rear of each building. The primary outlook and main light/sunlight source for the main living spaces front these outdoor areas.

While sunlight is only required to be provided at the equinox according to the current level of provision required in Clause 54 and 55 of the planning scheme, inclusion of a 4.5 metre landscape setback and 2 storey building height on this interface will ensure that some winter sunlight reaches the northern dwellings.

Locate vehicular crossover from Coate Avenue - Location 5

Locate a singular vehicular access from Coate Avenue. The width of the vehicular entry should be minimised.

Precinct 3A - Alphington West

C. Determining appropriate development scale - all interfaces

Heidelberg Road varies in width along its length. In Precinct 3A it broadens to approximately 44 metres in width.

This site was recently considered at VCAT where acceptance of a taller built form on the corner of the Chandler Highway and Heidelberg Road interface was accepted. The need to step down in height from this intersection towards the west and south towards the existing residential areas was also supported. The lack of an appropriate transition and the visual dominance of the proposed 13 / 8 storey building when viewed from within Coate Avenue, however, was considered to have a negative impact on local, valued character and led to a VCAT decision that supported Council's refusal to grant a planning permit.

Figures 64-66 demonstrate the proposed development that was considered at VCAT, alternate proposal provided by the applicant's expert witness and the proposal supported by Leanne Hodyl as Council's expert witness.

Further testing has been undertaken to consider the appropriate scale of building transition to the west and south. The visual impact of different building proposals are illustrated in figures 97-100.

They confirm that an overall building height in the order of 8 storeys that steps down to 5, then 3 storeys at Coate Avenue provides a balance between supporting development intensification and managing the visual impact on local character.

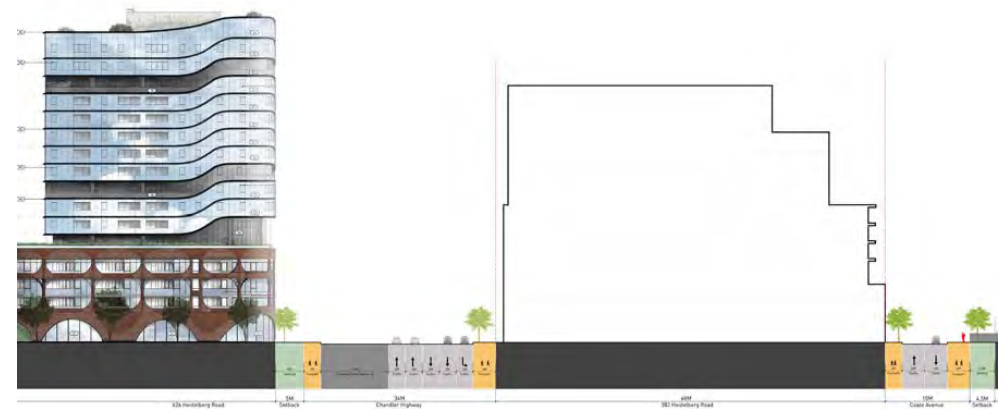


Figure 91. Building envelope of development proposal not supported at VCAT - An overall building height of 13 storeys that transitions to 11, 7 and then 3 storeys at Coate Avenue.



Figure 92. Alternate proposal supported by the applicant's expert witness for increasing the upper level setbacks on Coate Avenue to 5.5 metres

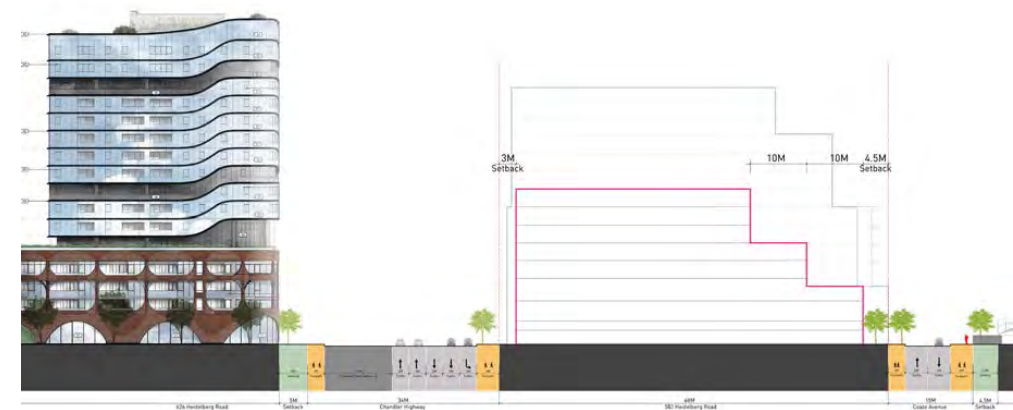


Figure 93. Alternate proposed supported by Leanne Hodyl (Council's expert witness) for reducing the overall building height and increasing the setbacks from Coate Avenue.

Precinct 3A

8 Storeys - Option 1

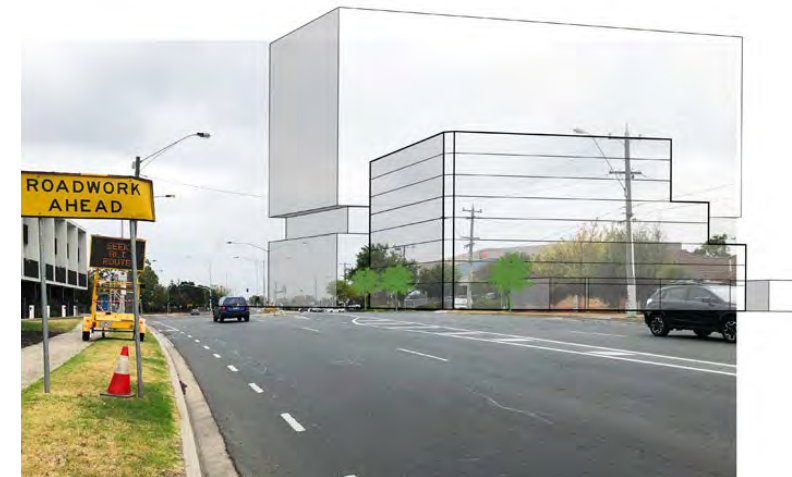
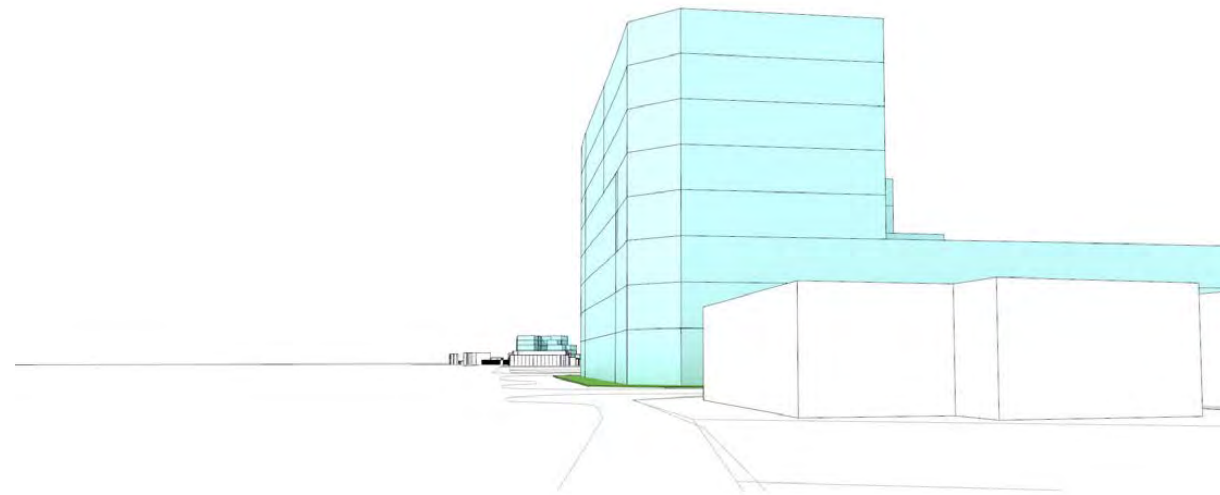


Figure 94. 8 storey street wall height along the full length of Heidelberg Road viewed from south side of street (left) and from across the street further to the west - looking east (right)

8 Storeys - Option 2

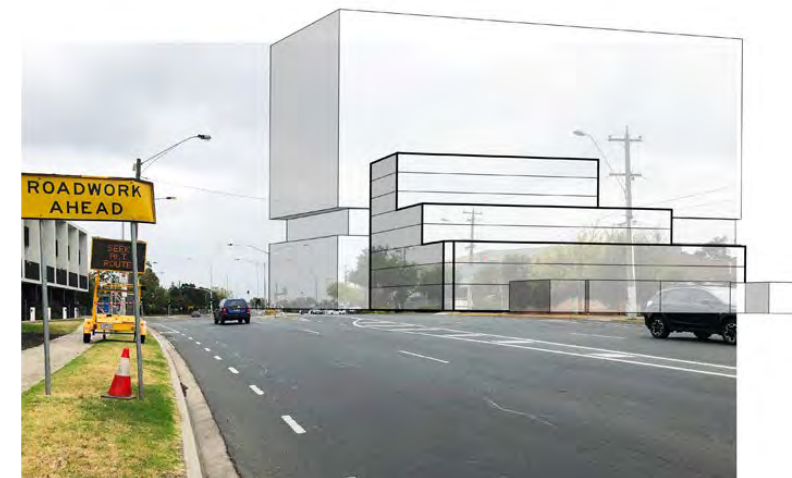
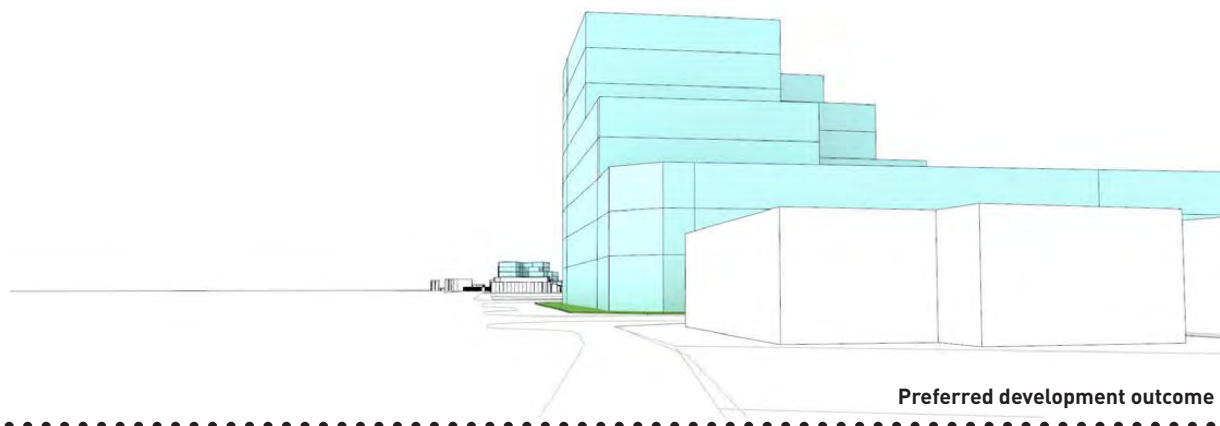


Figure 95. 8 storey street wall height stepping down to 5 then 3 storeys viewed from south side of street (left) and from across the street further to the west - looking east (right)

Precinct 3A - Alphington West

Upper level setback - 8 Storeys - Option 1

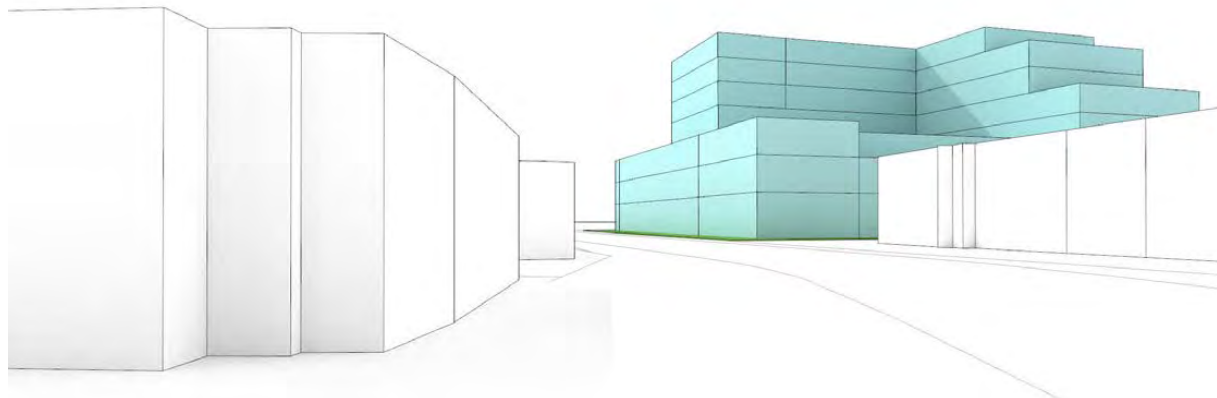


Figure 96. View from Coate Avenue - 8 storey development stepping directly to a 3 storey interface at Coate Avenue
The upper levels of the building become visually dominant in the street.

Upper level setback - 10 Storeys - Option 3

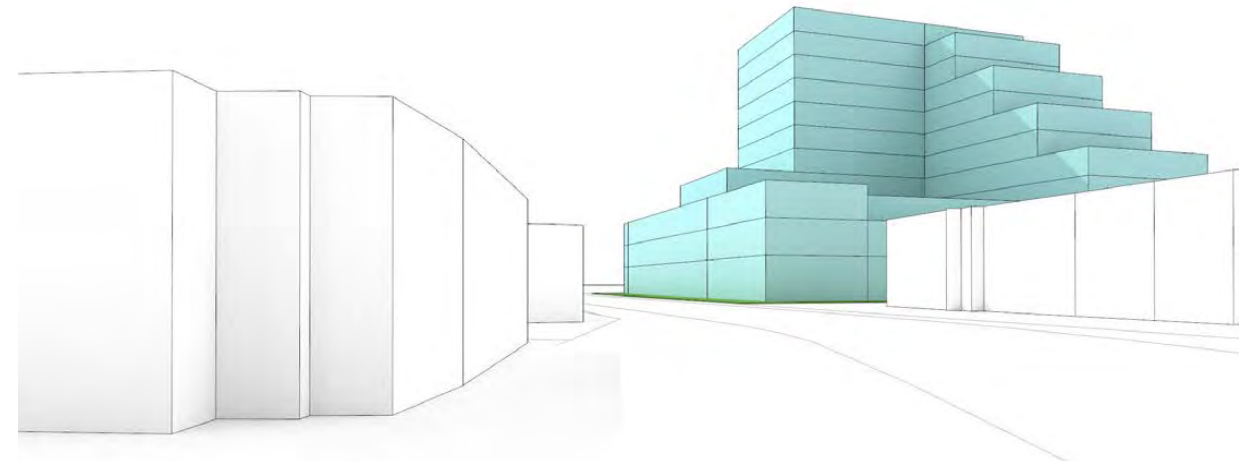
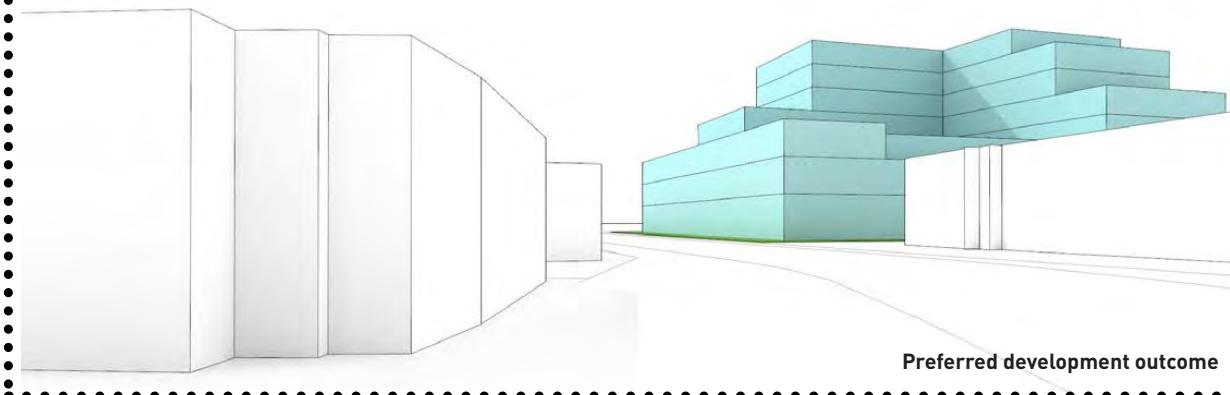


Figure 98. View from Coate Avenue - 10 storey development stepping to 5, then 3 storeys at Coate Avenue
The upper levels of the building become visually dominant in the street.

Upper level setback - 8 Storeys - Option 2



Preferred development outcome

Figure 97. View from Coate Avenue - 8 storey development stepping to 5, then 3 storeys at Coate Avenue
The upper levels of the building become part of the overall building composition and are not visually dominant.

Upper level setback - 10 Storeys - Option 4

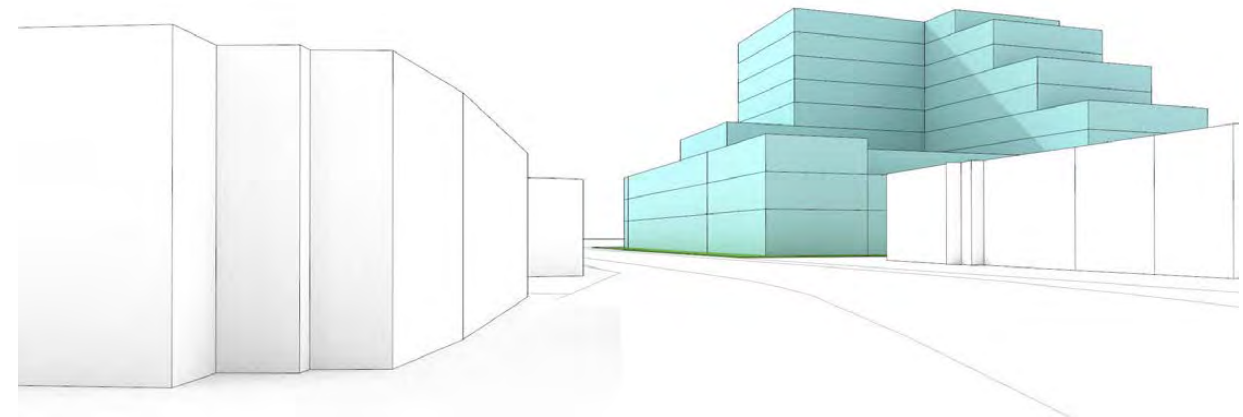


Figure 99. View from Coate Avenue - 10 storey development stepping to 5, then 3 storeys at Coate Avenue
The upper levels of the building become visually dominant in the street.

Precinct 3A

Key recommendation

Introduce a discretionary 8 storey height control, requiring the building to step down to 3 storeys at Coate Avenue and to 2 storeys on the southern boundary.

Upper levels to be set back at a 45 degree angle from the southern boundary.

Upper levels to be set back 10 metres above the 3rd floor on Coate Avenue, with an additional setback of 10 metres about the 5th floor.

Interface to Heidelberg Road

The proposed relationship to Heidelberg Road (at the intersection with Chandler Highway) is illustrated below.



Figure 101. Proposed street section - full street section

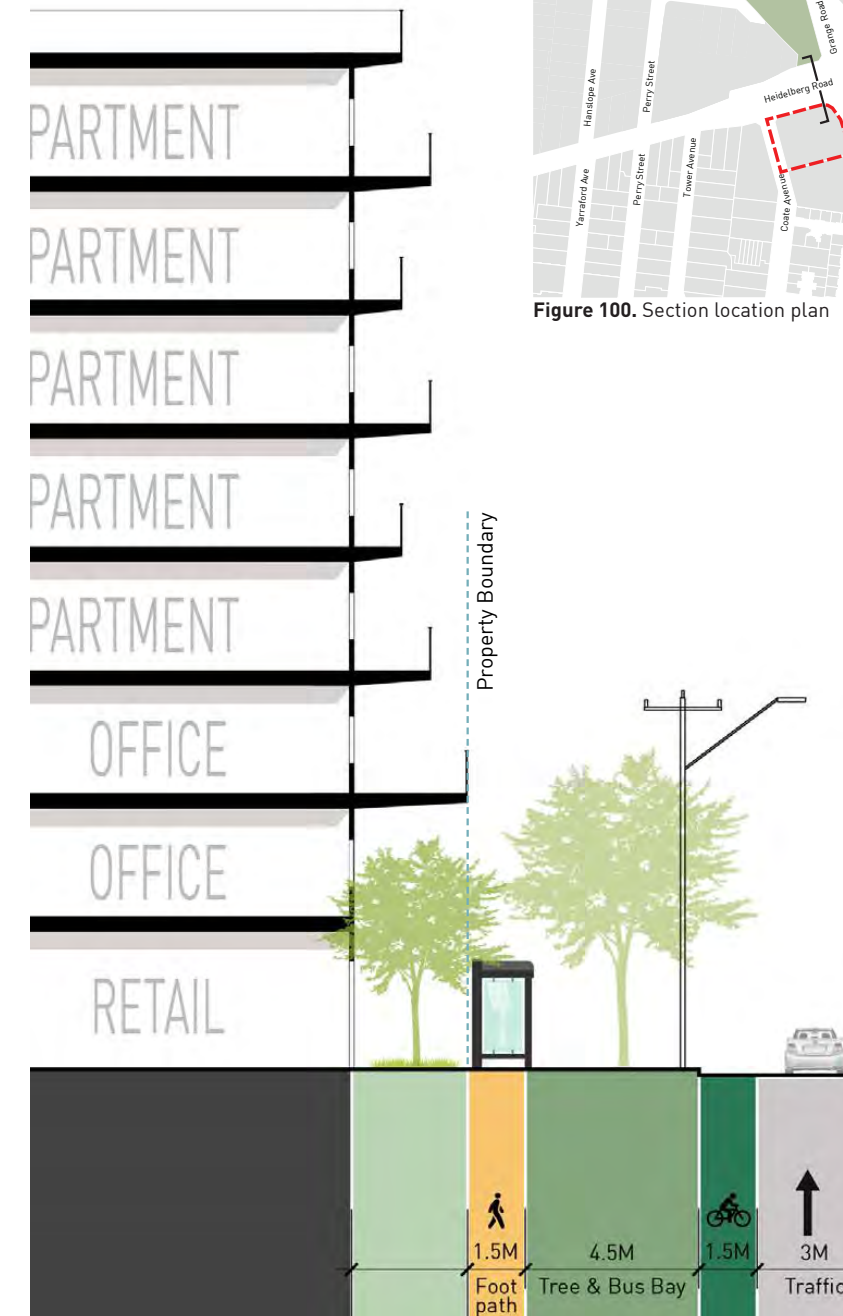
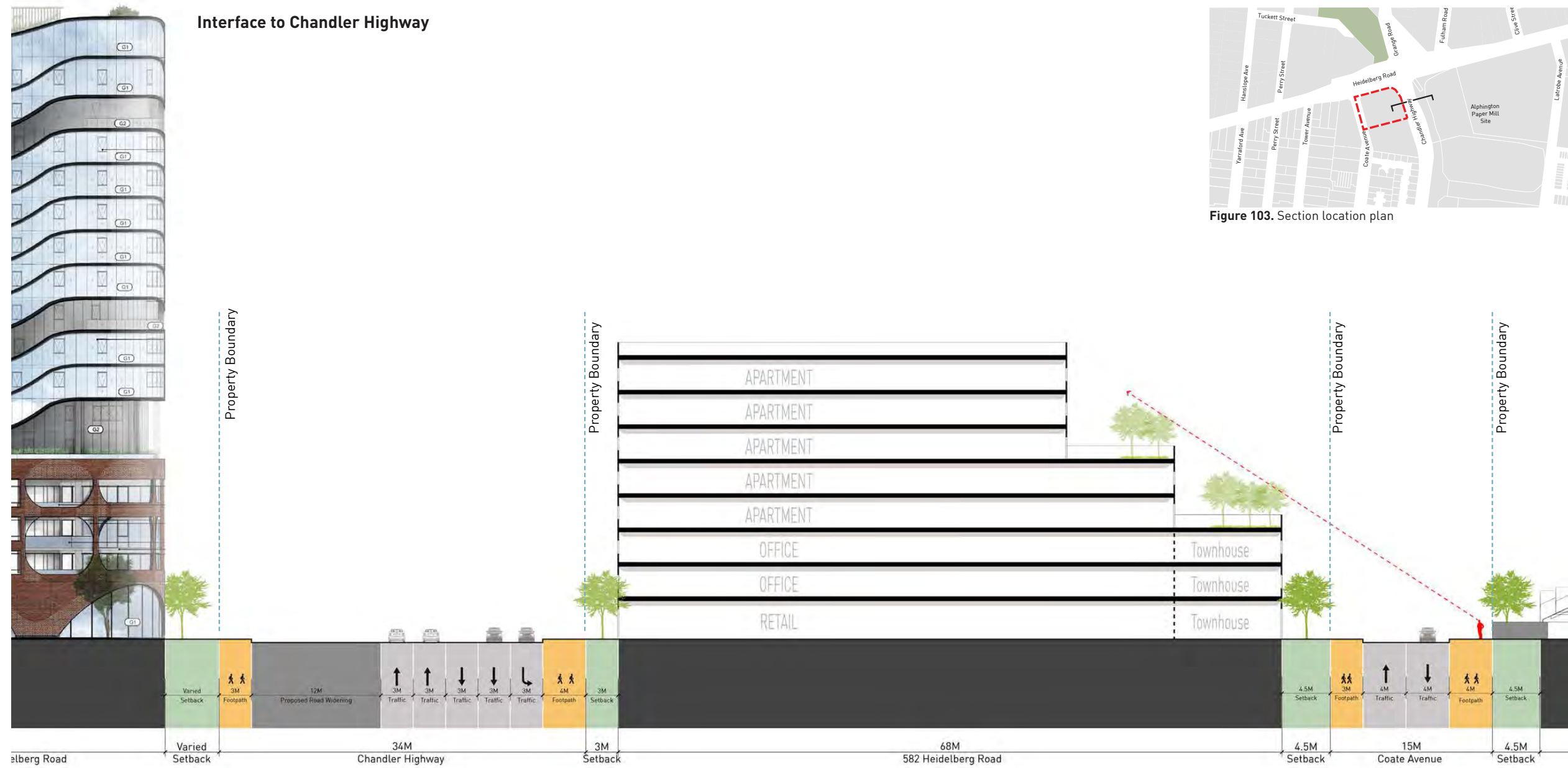


Figure 102. Proposed street section - detailed street section



Figure 100. Section location plan

Precinct 3A - Alphington West



Precinct 3A

D. Confirming overshadowing requirements



Figure 105. Cumulative shadow impact of 8 metre high boundary wall condition

Private open space has more than 5 hours sunlight between 9 am and 3 pm on 22 September
Shadow between 9 am and 3 pm on 22 September
Note: Assessment utilises the building footprints that are documented in Council's GIS mapping.

E. Building envelope controls

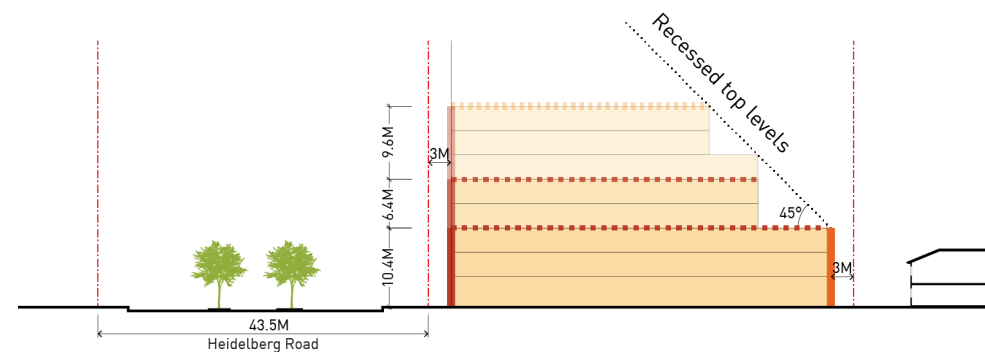


Figure 106. Proposed built form envelopes (section A-A) with indicative floor levels illustrated within this envelope for reference only. These are not intended to illustrate acceptable building designs.

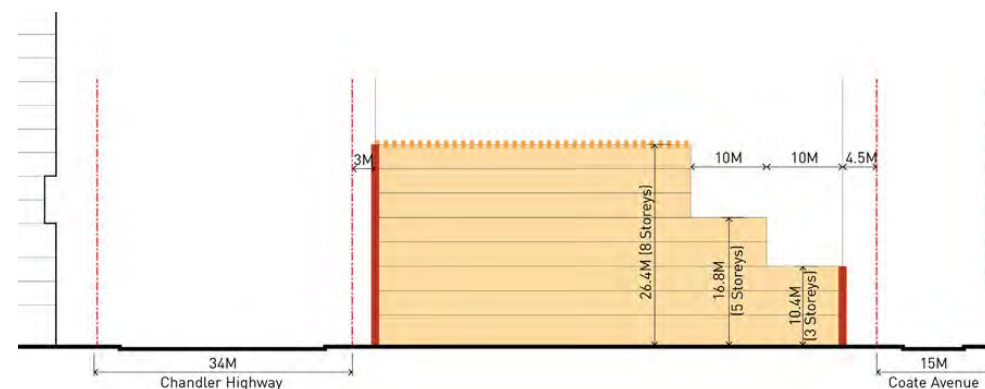


Figure 107. Proposed built form envelopes (section B-B) with indicative floor levels illustrated within this envelope for reference only. These are not intended to illustrate acceptable building designs.

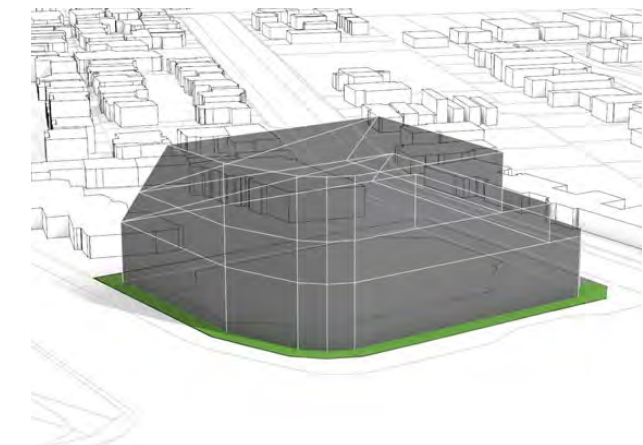


Figure 108. Demonstration of the 3d building envelope controls

Precinct 3A - Alphington West

F. Precedent examples - Precinct 3A

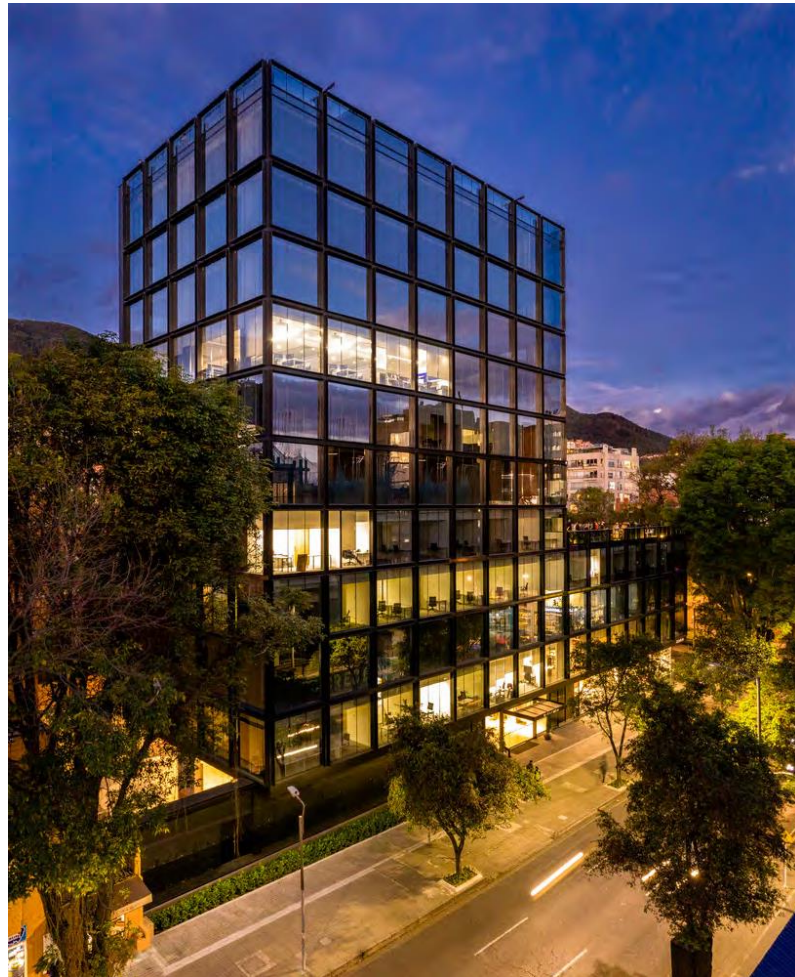


Figure 109. 80-ONCE Business & Living (Source: Sestral S.A)



Figure 111. Peel Street, Collingwood (Source: DKO Architecture)



Figure 110. Proposal for 342-348 Victoria Street - Brunswick (Source: Fieldworks Architects)

Precinct 3A

G. Built form testing of proposed building envelopes

Testing site 3A

Location: 582 Heidelberg Road			
Site area: 3,729m ²	Lot width: 68M	Lot depth: 56M	Characters: Singular site

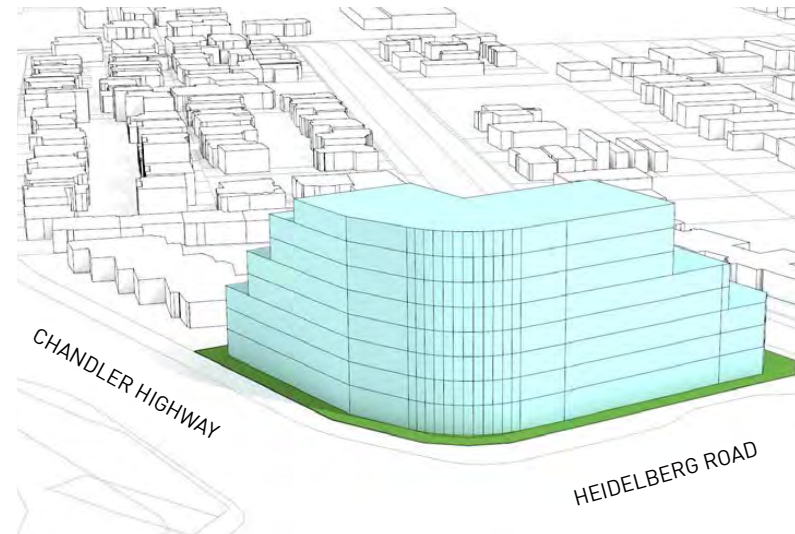


Figure 112. Built form testing - perspective view

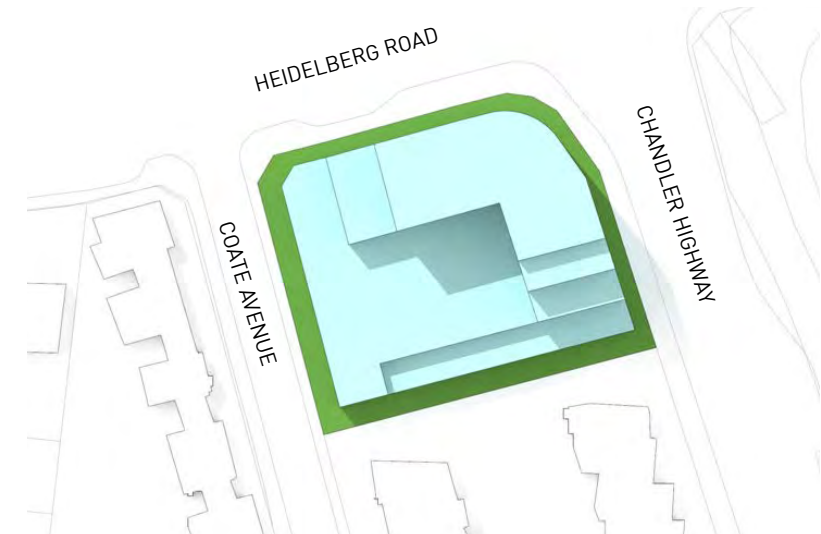


Figure 113. Built form testing - plan view



Figure 115. Existing building

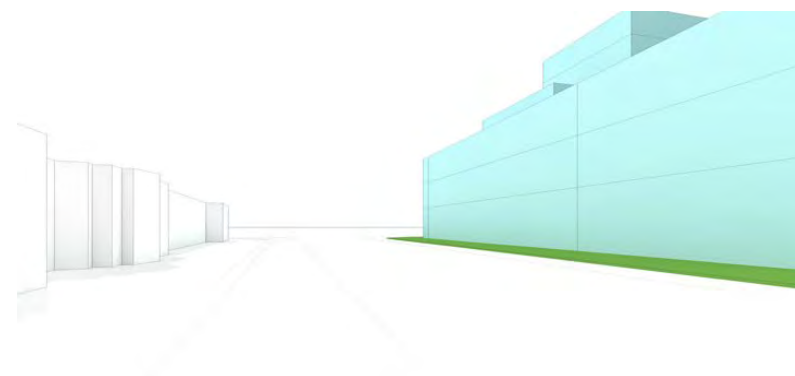


Figure 114. View from Coate Avenue illustrating the benefits of a three storey street wall height with significant upper level setbacks that ensure the building is not visually dominant in the street.

Precinct 3A - Alphington West

H. Proposed built form controls

The proposed building envelope controls are illustrated in the following plans.

- Rear interface controls (maximum rear interface heights, ground level and upper level setbacks)

Considering the unique site attributes and the need to support design flexibility with certainty that minimum amenity standards are met, a mix of mandatory and discretionary controls are proposed as follows:

Discretionary

- Overall height limits
- Street wall heights to Heidelberg Road, Chandler Highway and Coate Avenue
- Upper level setbacks from street

Mandatory

- Front setbacks to all streets

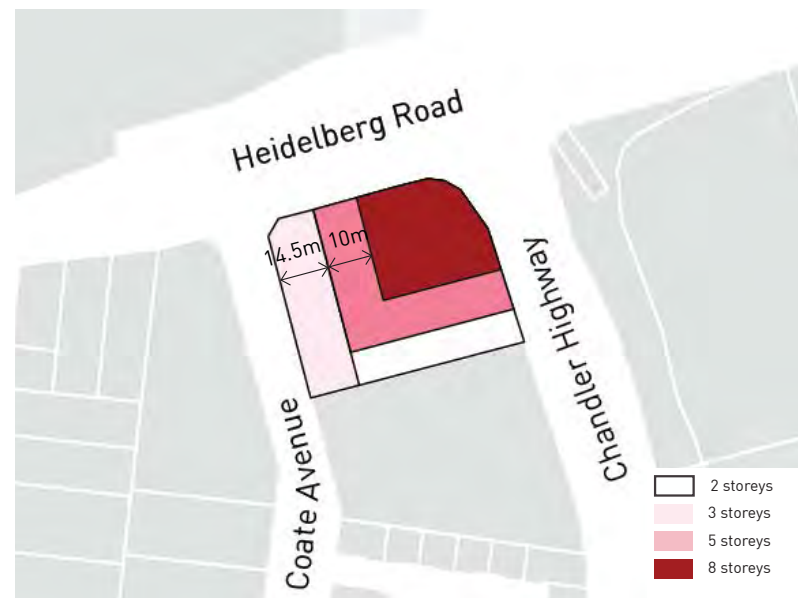


Figure 116. Precinct 3A - Proposed overall building heights



Figure 117. Precinct 3A - Proposed ground floor setbacks



Figure 118. Precinct 3A - Proposed street wall heights / building heights along residential interface boundaries

Precinct 3B - Heidelberg Road Neighbourhood Activity Centre

A. Key valued character attributes



Figure 119. Precinct 3B - Aerial image



Figure 120. Key character attributes

1. Recent mixed-use development - the overall height and massing responds to the urban context. The significant setback incorporates large trees and low-storey planting and improves the quality of the pedestrian environment.
2. Existing fine-grain shopfronts provide a pedestrian-friendly environment. This occurs in the block bounded by Yarralea Street and Park Avenue.
3. Existing and potential heritage buildings are located within this block. PAO applies in the corner and overlays five sites including an existing heritage building.
4. Smaller frontages/shops, narrow footpath, and verandahs give more sense of traditional and enclosure.
5. Residential side streets, including large mature trees and significant setbacks.



Precinct 3B - Neighbourhood Activity Centre

B. Design Strategy

Develop a new mid-rise character for the existing neighbourhood centre which complements the scale and facilities in the former Alphington Paper Mills site. Enhance the setting of heritage buildings and the fine-grain development patterns through a low-street wall height.

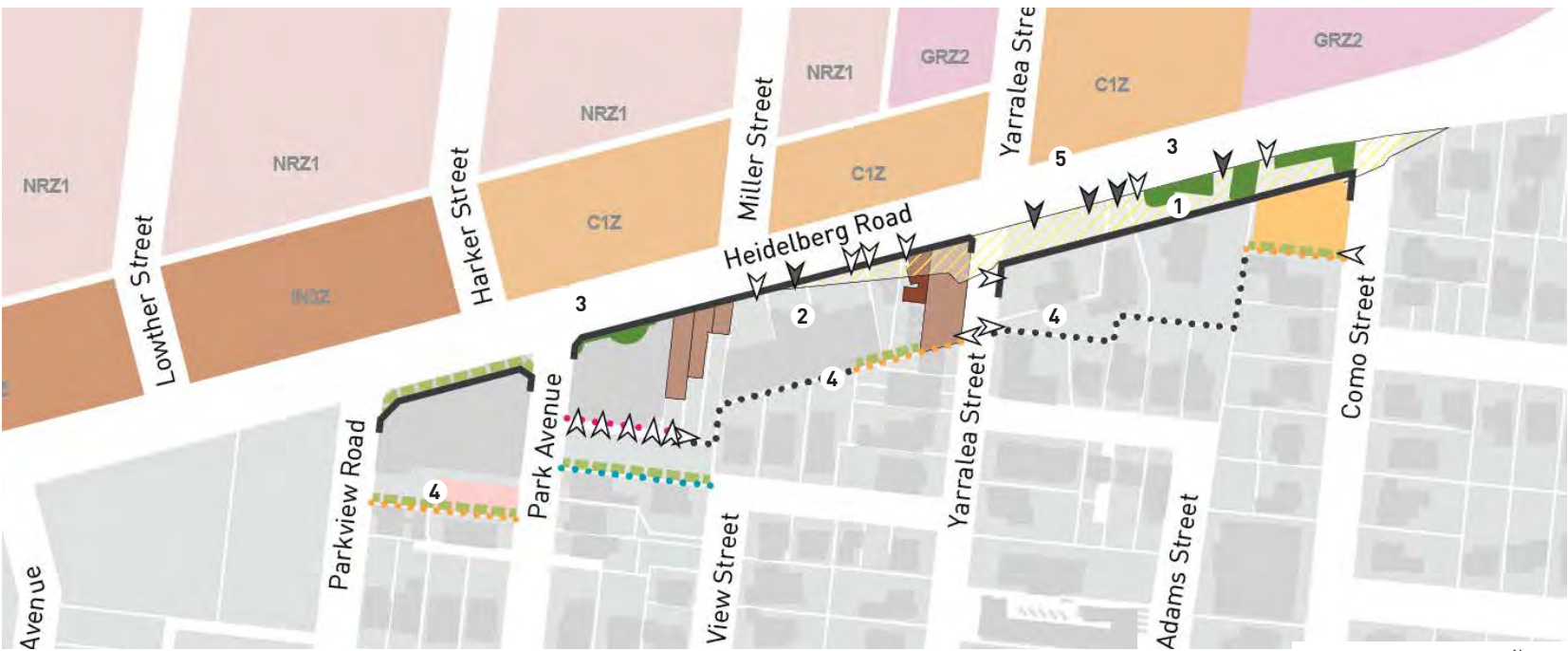


Figure 121. Design Strategy

- Existing heritage buildings
- Potential heritage buildings
- Existing medium-density, mid-rise housing
- Existing vehicular access (retained/consolidated)
- Vehicular access (removal preferred)
- Existing landscape setback
- Proposed 3m landscape setback
- Create urban street wall and activated edges along Heidelberg Road
- PAO overlay
- Neighbourhood Residential Zone

Minimise visual bulk, overshadowing and privacy on the sensitive interface:

- Rear to rear boundary condition
- Rear to side boundary condition
- Side to side boundary condition
- Rear to laneway boundary condition

Design Objectives

Introduce a generous landscape setback in the block bounded by Como Street and Yarralea Street - Location 1.

The existing PAO in this location requires buildings to setback from the street in the order of 12m. This provides an opportunity to create a landscape setback that could provide opportunities for retail, cafes (outdoor dining) that is setback from the traffic of Heidelberg Road.

West of Yarralea Street this opportunity has not been pursued as the location of existing heritage buildings conflict with the PAO location.

Respond to existing valued character, including heritage buildings and fine-grain shopfronts on the block bounded by Yarralea Street and Park Avenue - Location 2.

There are potentially five sites of heritage significance that have a zero metre setback to the street. This character should be continued along this street interface.

Improve the quality of Heidelberg Road by creating a comfortable sense of enclosure and definition to the street - Location 3.

This can be achieved through the introduction of a street wall height that provides a positive interface to the street but which does not visually dominate. This balance is particularly important to achieve considering the poor quality of the street environment. Buildings that are visually overwhelming will exacerbate the impact of heavy traffic on the pedestrian experience.

Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas - Location 4.

The neighbouring residential properties all incorporate private open space at the rear of each dwelling.

Sunlight should be provided at the equinox according to the current level of provision required in Clause 54 and 55 of the planning scheme.

Minimise the impact of vehicular crossovers - Location 5.

Vehicular access to most sites is provided from Heidelberg Road. This includes shared access for a number of sites. There are five existing crossovers where alternative access can be provided. No additional vehicular crossovers are supported.

Precinct 3B

C. Determining Heidelberg Road development scale

700-718 Heidelberg Road

8 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres

- 8 storey buildings are visually dominant, creating a wall of development.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.



8 Storeys - Option 2

Street wall: 4 storeys
Upper level setback: 6 metres

- 8 storey buildings are visually dominant.
- The 6 metre setback provides a negligible improvement on reducing this dominance.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.



8 Storeys - Option 3

Street wall: 4 storeys
Upper level setback: 45 degree angle

- Creates awkward building forms that are uncomfortably proportioned.



Figure 122. Built form testing on 718 Heidelberg Road

Preferred development outcome

7 Storeys - Option 4

Street wall: 4 storeys
Upper level setback: 6 metres

- The 4-storey street wall provides a balanced street wall height against the street width.
- The 6m setback reduces the visual dominance of upper levels and supports heights of 7 storeys.

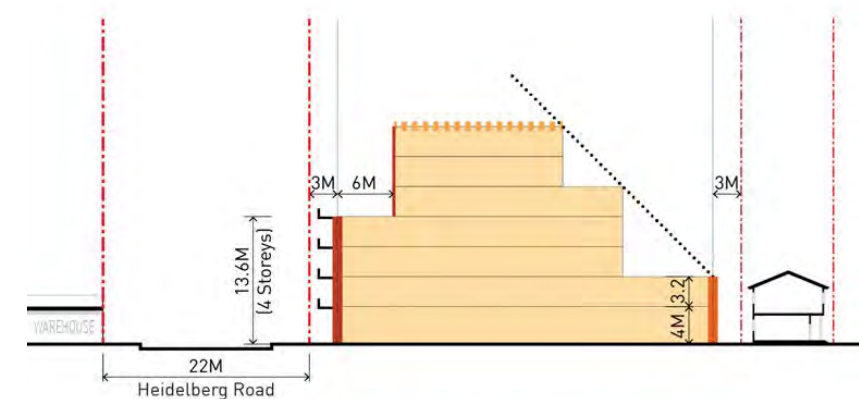


Figure 123. Proposed building envelope controls for Precinct 3B (718 Heidelberg Road)

Note: Ground level setback to rear boundary may be required depending on relationship to existing dwelling location (refer to Figure 15 on page 13)

Precinct 3B - Neighbourhood Activity Centre

Between Park Avenue and Yarralea Streets

6 Storeys - Option 1

Street wall: 1-2 storeys
Upper level setback: 3 metres

- 6 storey buildings are visually dominant, creating a wall of development.
- Upper levels are too dominant for the context.
- Creates an uncomfortably proportioned building above existing heritage buildings.



6 Storeys - Option 2

Street wall: 1-2 storeys
Upper level setback: 6 metres

- 6 storey buildings are visually dominant, creating a wall of development.
- Upper levels are too dominant for the context.
- Creates an uncomfortably proportioned building above existing heritage buildings.



6 Storeys - Option 3

Street wall: 1-2 storeys
Upper level setback: 45 degree angle

- Creates awkward building forms that are uncomfortably proportioned.



Figure 124. Built form testing on heritage block

Preferred development outcome

6 Storeys - Option 4

Street wall: 1-2 storeys
Upper level setback: 6 metres & 45 degree angle (above 5th floor)

- Overall 5 storey height frames the street without being overly visually dominant. The 6m setback creates a more distinctive street wall which enhances the existing character and heritage buildings.
- Creates a comfortably proportioned building where the lower levels support integration with the existing heritage buildings within the street.

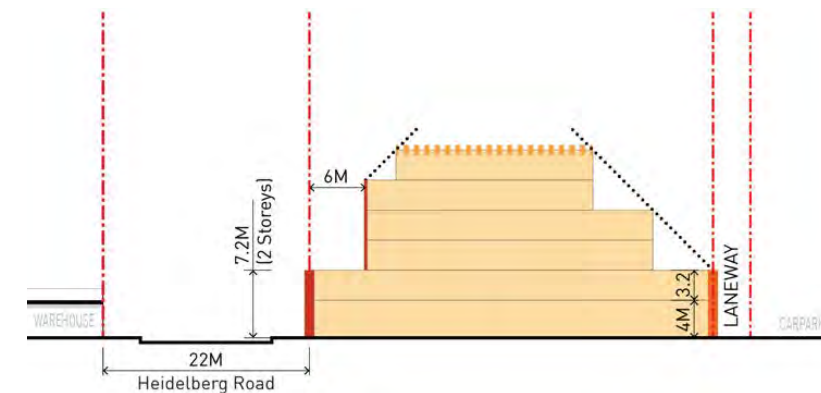


Figure 125. Proposed building envelope controls for Precinct 3B (heritage block)

Note: Ground level setback to rear boundary may be required depending on relationship to existing dwelling location (refer to Figure 15 on page 13)

Proposed built form envelopes (section) with indicative floor levels illustrated within this envelope for reference only. These are not intended to illustrate acceptable building designs.

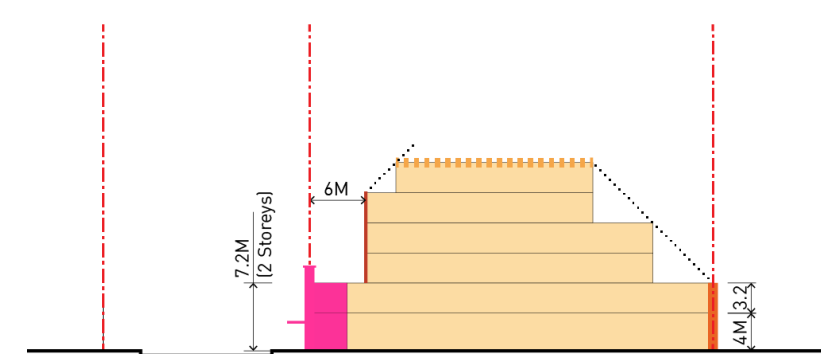


Figure 126. Proposed built form envelopes (section) in response to existing heritage building

Precinct 3B

Between Yarralea Street and Como Street (with PAO overlay)

6 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres

- Overall 6 storey height frames the street without being overly visually dominant.
- Creates a comfortably proportioned building where the lower levels support integration with the existing heritage buildings within the street.



Preferred development outcome

6 Storeys - Option 2

Street wall: 4 storeys
Upper level setback: 6 metres

- Overall 6 storey height frames the street without being overly visually dominant. The 6m setback creates a more distinctive street wall.
- Creates a comfortably proportioned building where the base of the building is prominent and upper levels are recessed.



6 Storeys - Option 3

Street wall: 6 storeys
Upper level setback: N/A

- Street wall height is too dominant for the context.



Figure 128. Built form testing for Precinct 3B (eastern block)

D. Building envelope controls

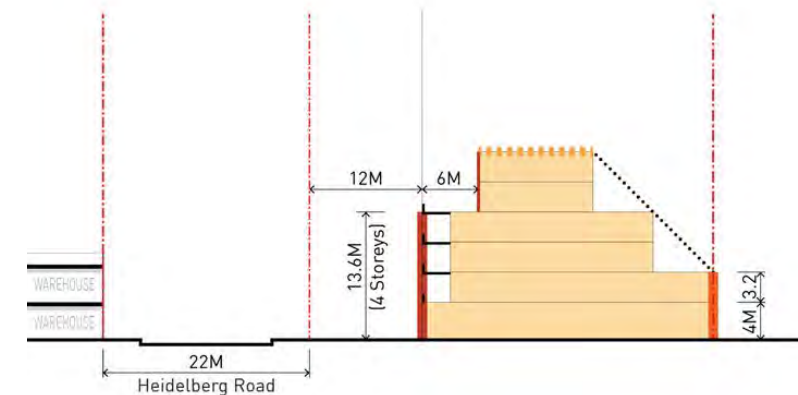


Figure 127. Proposed building envelope controls for Precinct 3B (eastern block)

Note: Ground level setback to rear boundary may be required depending on relationship to existing dwelling location (refer to Figure 15 on page 13)

Key recommendation

Precinct 3 - 700-718 Heidelberg Road

Introduce a 8-storey building height control in Precinct 3 (718 Heidelberg Road) with a 4 storey street wall and 6 metre setback. Above six storeys additional setbacks are required at a 45 degree angle.

Precinct 3 - Between Park Avenue and Yarralea Streets

Introduce a 5-storey building height control with a 2 storey street wall and 6 metre setback. Above five storeys additional setbacks are required at a 45 degree angle.

Precinct 3 - Between Yarralea Street and Como Street (with PAO overlay)

Introduce a 6-storey building height control with a 4 storey street wall and 6 metre setback.

Precinct 3B - Neighbourhood Activity Centre

Interface to Heidelberg Road – 718 Heidelberg Road

The proposed relationship to Heidelberg Road is illustrated below.

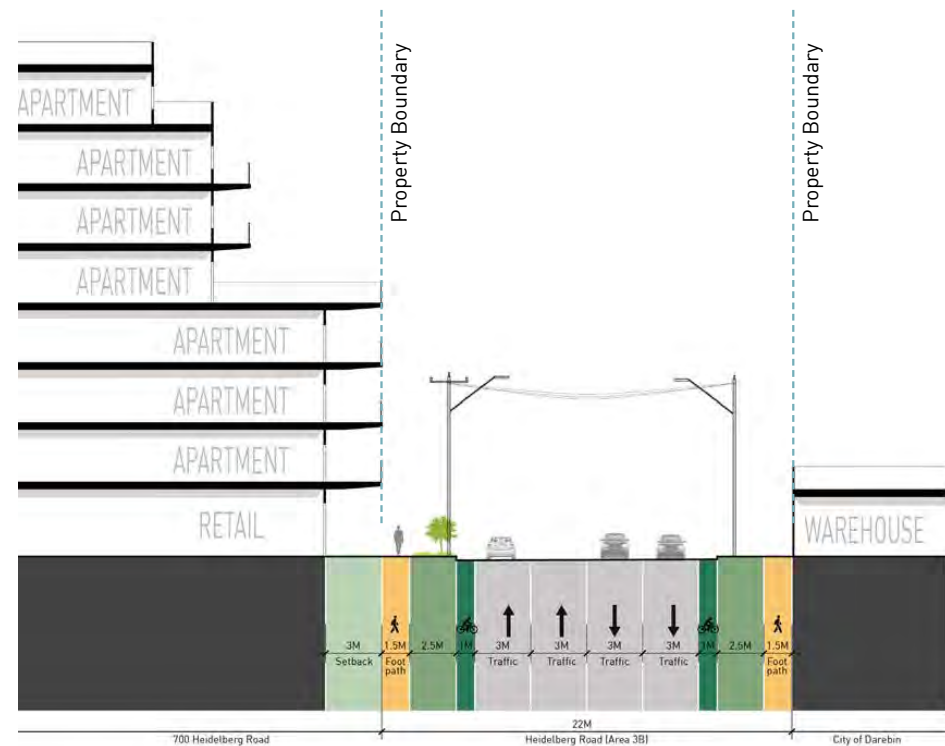


Figure 130. Proposed street section - full street section

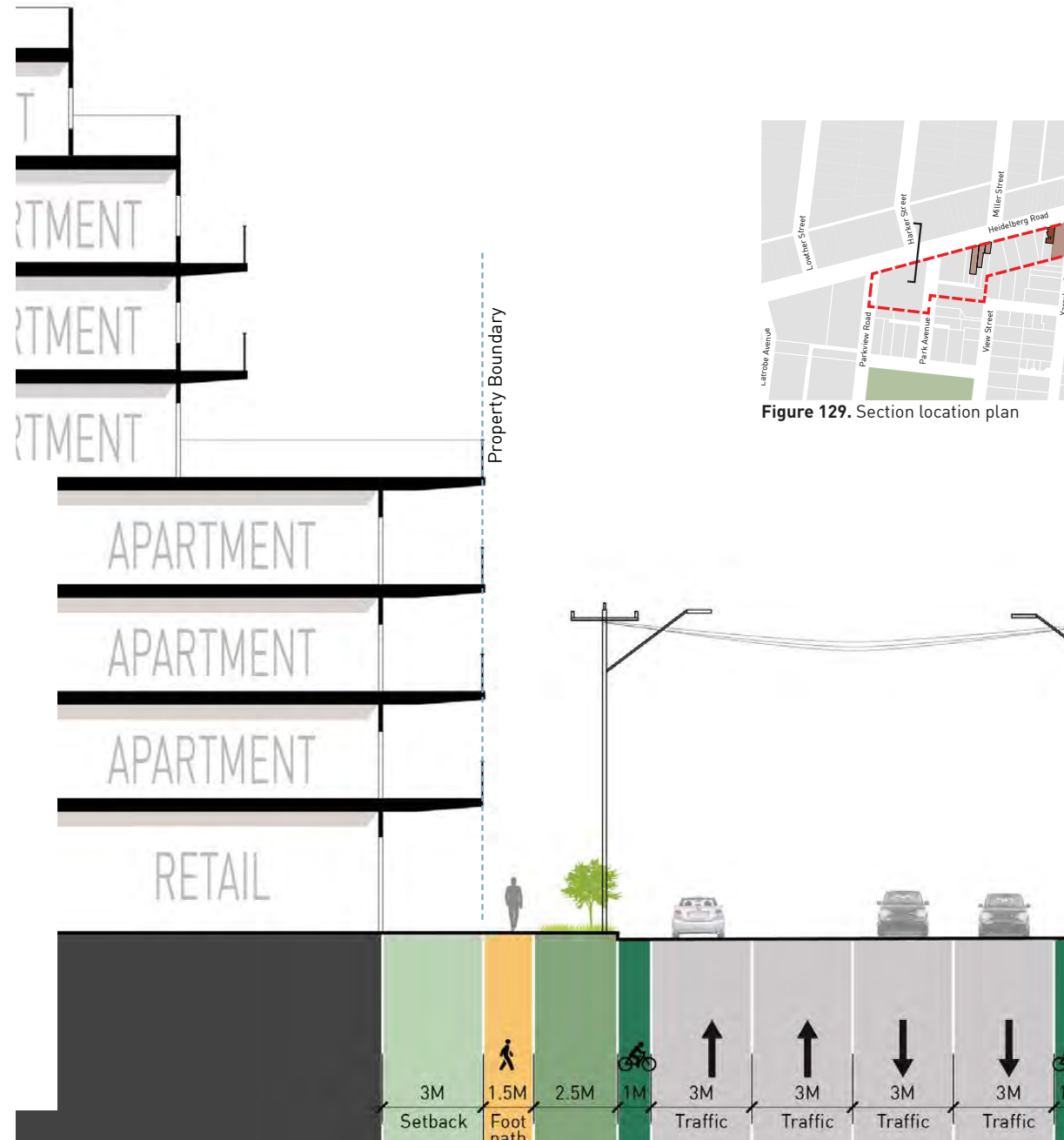


Figure 131. Proposed street section - detailed street section

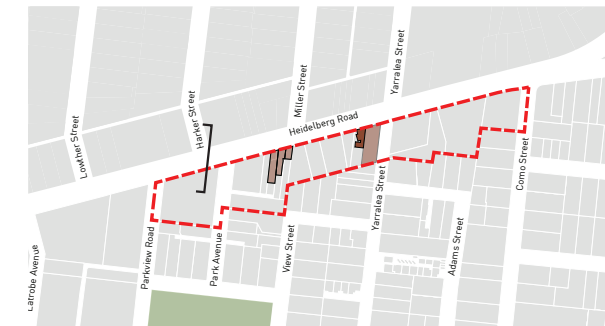


Figure 129. Section location plan

Precinct 3B

Interface to Heidelberg Road – Between Park Avenue and Yarralea Street

The proposed relationship to Heidelberg Road is illustrated below.

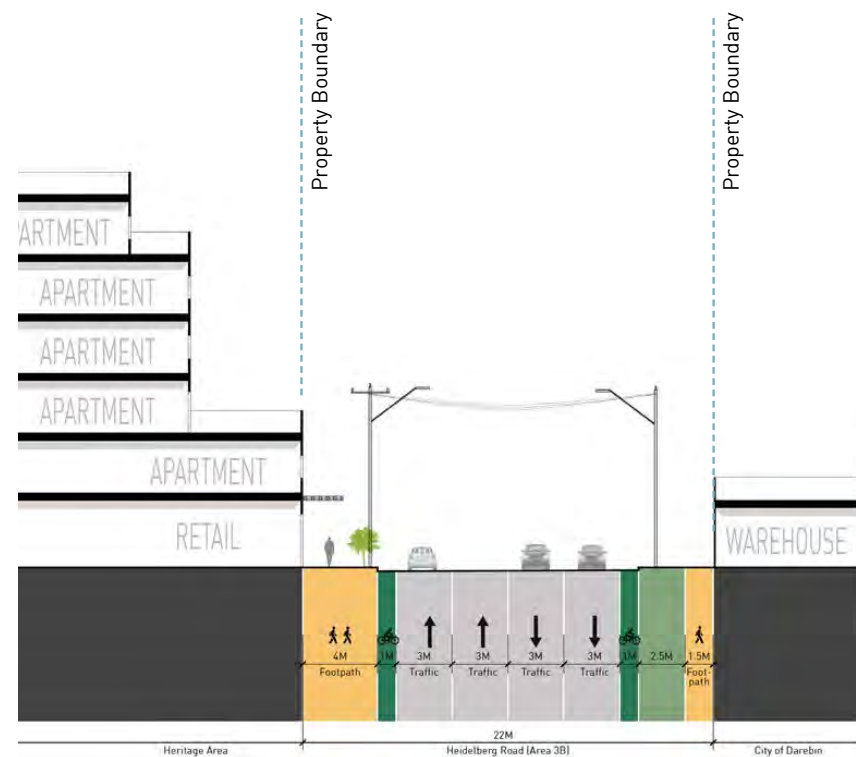


Figure 133. Proposed street section - full street section

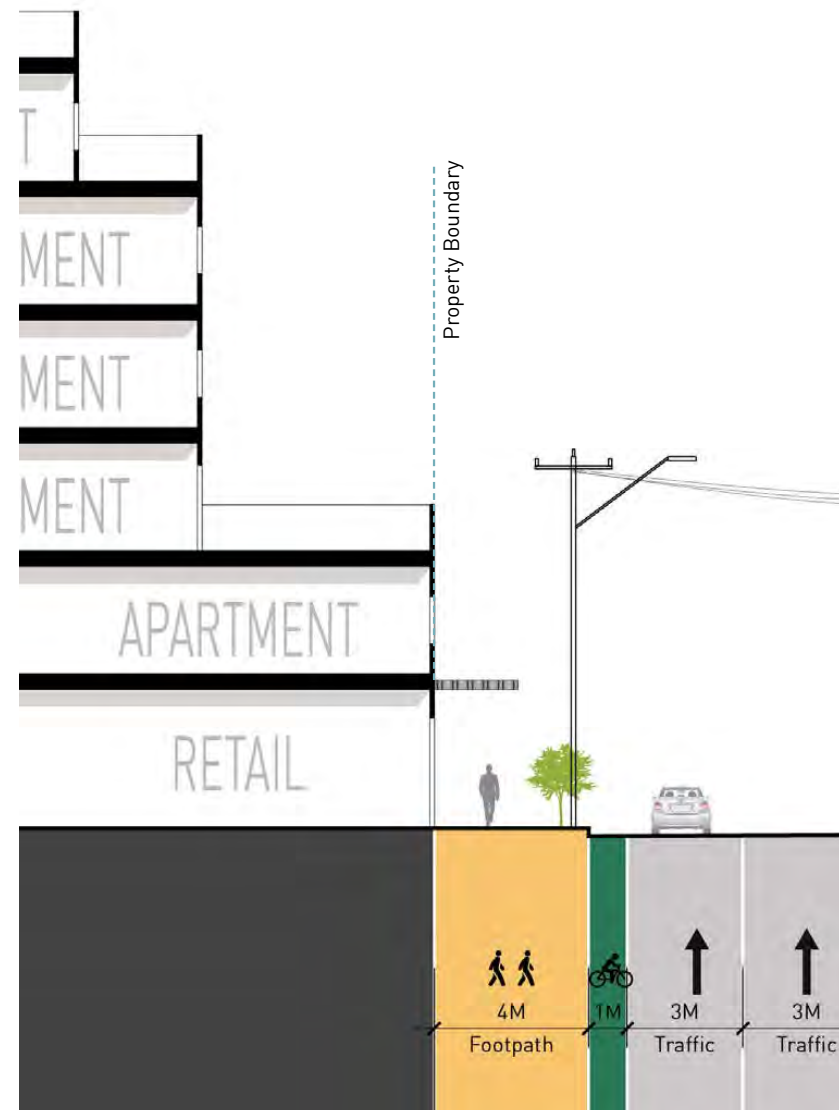


Figure 134. Proposed street section - detailed street section

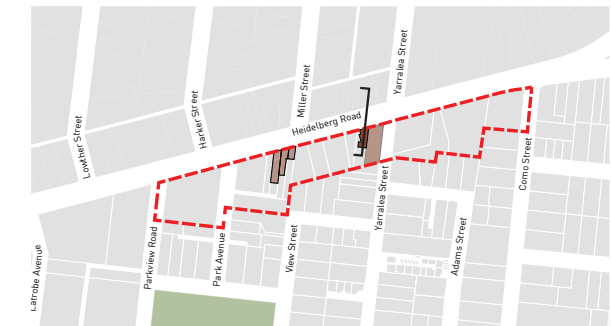


Figure 132. Section location plan

Precinct 3B - Neighbourhood Activity Centre

Interface to Heidelberg Road – East of Yarralea Street (PAO overlay)

The proposed relationship to Heidelberg Road is illustrated below.

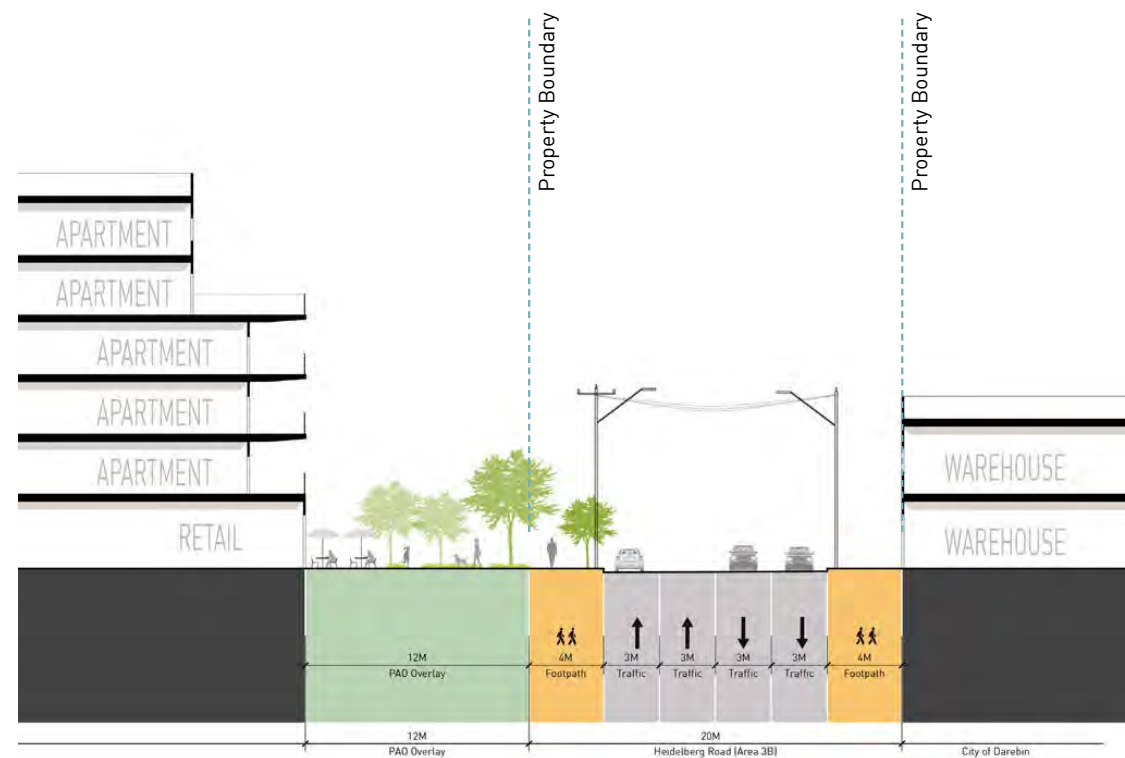


Figure 136. Proposed street section - full street section

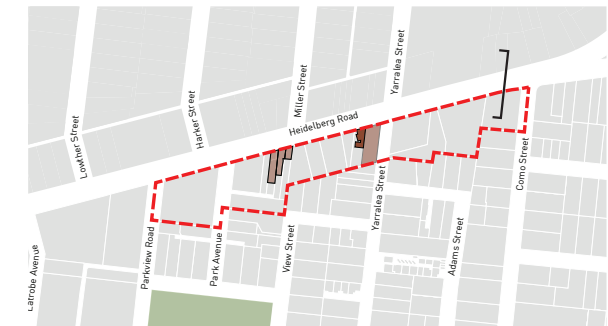


Figure 135. Section location plan

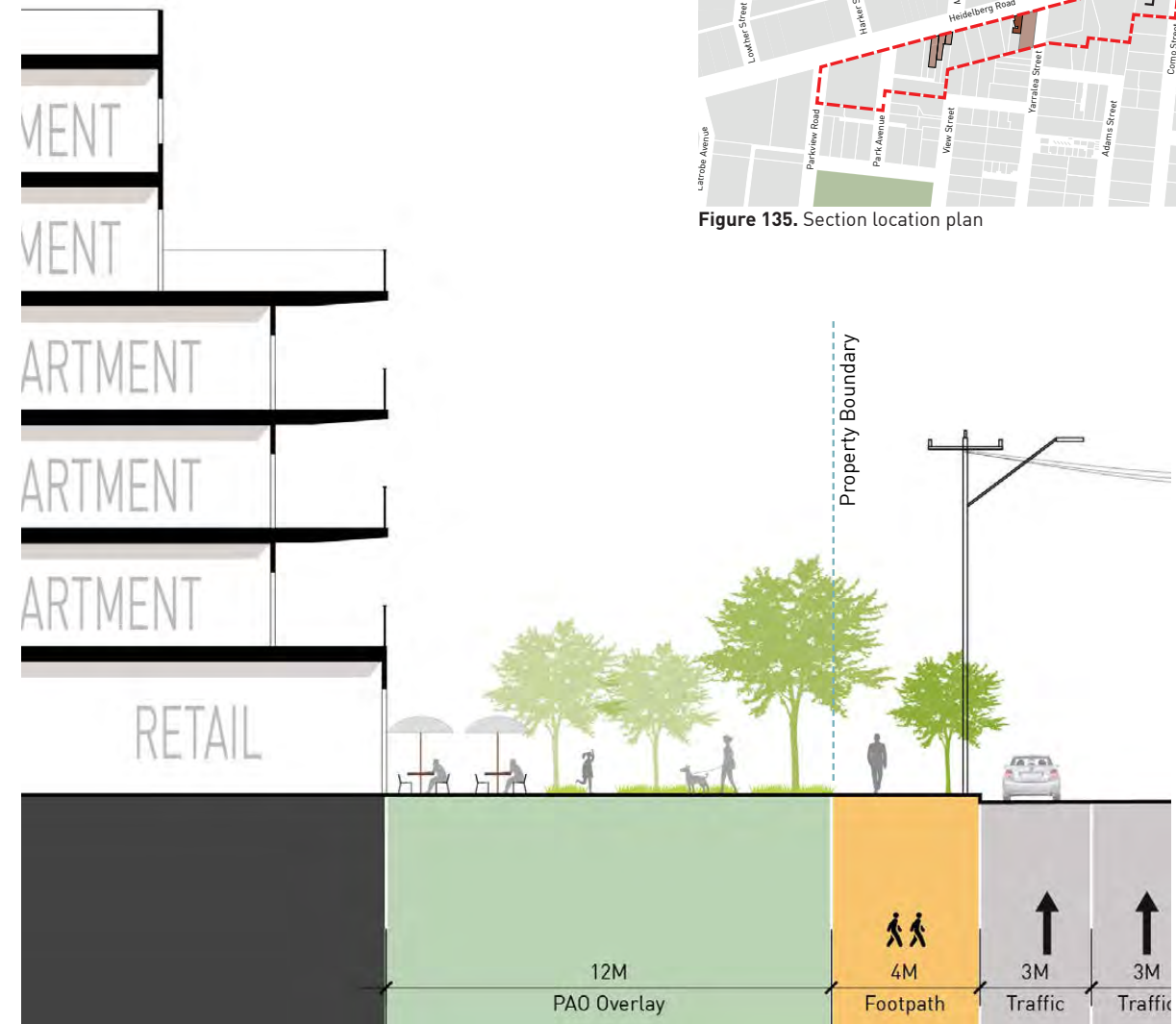


Figure 137. Proposed street section - detailed street section

Precinct 3B

E. Confirming overshadowing requirements



Figure 138. Cumulative shadow impact of 8 metre high boundary wall condition

- Private open space has more than 5 hours sunlight between 9 am and 3 pm on 22 September
- Shadow between 9 am and 3 pm on 22 September

Note 1: Assessment utilises the building footprints that are documented in Council's GIS mapping.

Precinct 3B - Neighbourhood Activity Centre

F. Precedent examples - Precinct 3B



Figure 139. Nine Smith St, Fitzroy [Source: Neometro]



Figure 140. George Corner, Fitzroy [Source: Neometro]



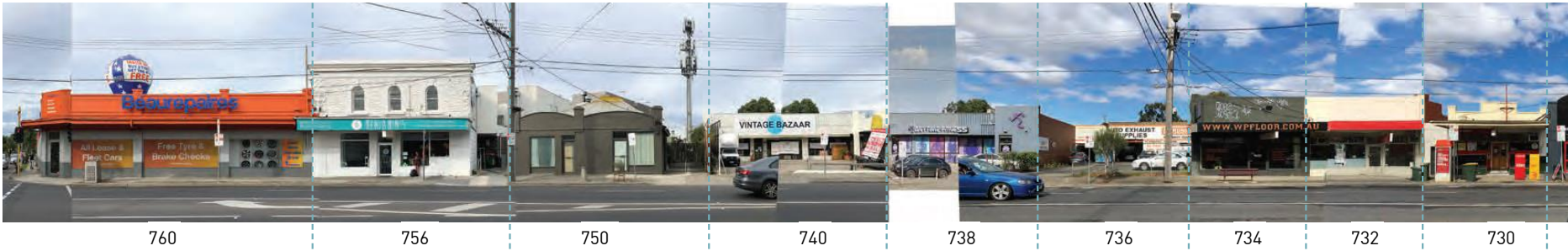
Figure 141. Nightingale 1, Brunswick [Source: Breathe Architecture]

Precinct 3B

G. Built form testing of preferred envelope controls

Testing site 3B-1 – the block between Yarralea Street and Parkview Avenue

Location: 730 Heidelberg Road			
Site area: 348m ²	Lot width: 6.4M	Lot depth: 50M	Character/use: Narrow and deep site Potential heritage site
Location: 732 Heidelberg Road			
Site area: 370m ²	Lot width: 8M	Lot depth: 53M	Character/use: Narrow and deep site Potential heritage site
Location: 734 Heidelberg Road			
Site area: 363m ²	Lot width: 7.3M	Lot depth: 56M	Character/use: Narrow and deep site Potential heritage site
Location: 736 Heidelberg Road			
Site area: 740m ²	Lot width: 12M	Lot depth: 38M	Character/use: Automotive service
Location: 738 Heidelberg Road			
Site area: 600m ²	Lot width: 16M	Lot depth: 38M	Character/use: Fitness
Location: 740 Heidelberg Road			
Site area: 864m ²	Lot width: 24M	Lot depth: 38M	Character/use: Warehouse
Location: 750 Heidelberg Road			
Site area: 316m ²	Lot width: 14M	Lot depth: 38M	Character/use: Electricity
Location: 756 Heidelberg Road			
Site area: 450m ²	Lot width: 12M	Lot depth: 38M	Character/use: Heritage overlay
Location: 760 Heidelberg Road			
Site area: 611m ²	Lot width: 16M	Lot depth: 38M	Character/use: Potential heritage site



Precinct 3B - Neighbourhood Activity Centre

Testing site 3B-1

732 Heidelberg Road

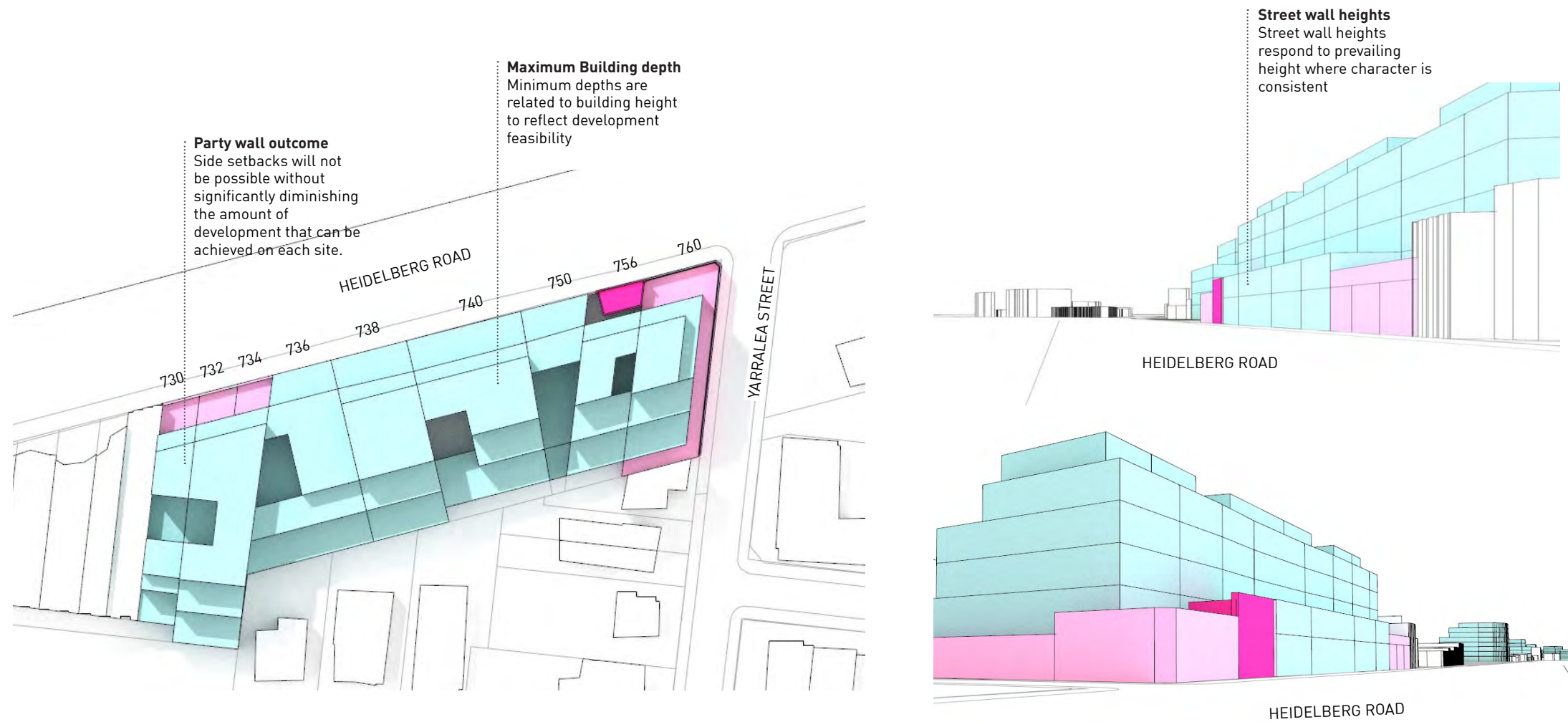


Figure 142. Built form testing – plan and perspective views

Precinct 3B

Testing site 3B-2 – PAO overlay site

Location: 800 Heidelberg Road			
Site area: 2,260m ²	Lot width: 53M	Lot depth: 55M	Characters: Red Rooster PAO overlay

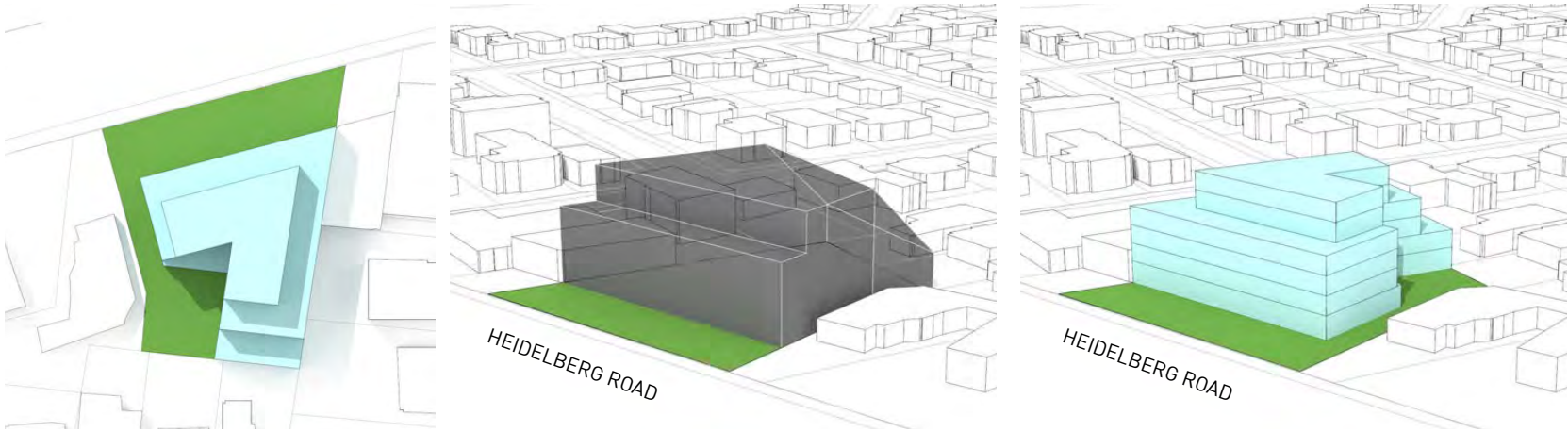


Figure 143. Built form testing – plan, built form envelope and perspective view)

Precinct 3B - Neighbourhood Activity Centre

H. Proposed built form controls

The proposed building envelope controls are illustrated in the following plans.

700-718 Heidelberg Road

Considering the unique site attributes and the need to support design flexibility with certainty that minimum amenity standards are met, a mix of mandatory and discretionary controls are proposed on 718 Heidelberg Road which is identified as a strategic site as follows:

Discretionary

- Overall height limit
- Street wall heights
- Upper level setback to street

Mandatory

- Front setbacks to all streets
- Rear interface controls (maximum rear interface heights, ground level and upper level setbacks)

Remaining sites in Precinct 3B

On all other sites, mandatory controls are proposed for all envelope controls.

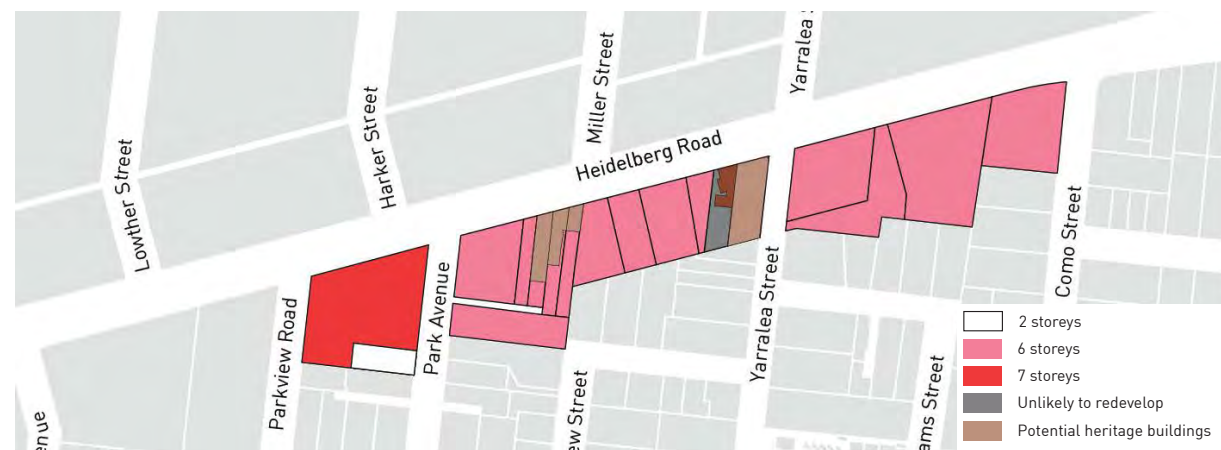


Figure 144. Precinct 3B - Proposed overall building heights



Figure 146. Precinct 3B - Proposed ground floor setbacks

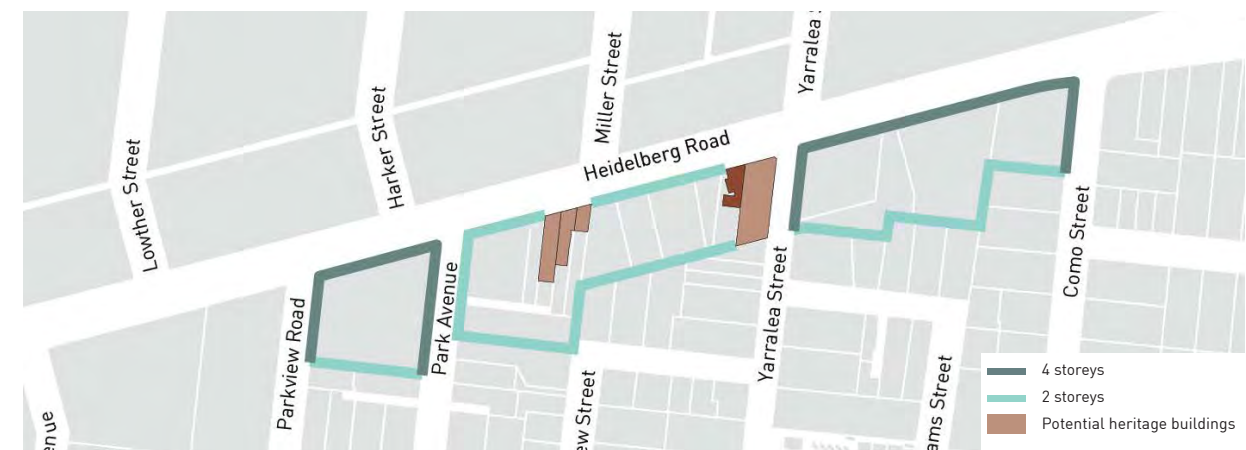


Figure 145. Precinct 3B - Proposed street wall heights / building heights along residential interface boundaries

4. Summary of recommendations

4.1 Summary of proposed controls

The following development controls are recommended within this report:

- Maximum building heights (refer Figure 147 and Table 1)
- Minimum ground floor setbacks (refer Figure 148 and Table 1)
- Maximum street wall heights (refer Figure 149 and Table 1)
- Minimum upper level setbacks from street (refer Table 1)
- Maximum rear interface building height (refer Table 1)
- Minimum upper level setbacks above the rear boundary building height (refer Table 1)
- Minimum rear boundary ground level setback (refer Table 1)
- Overshadowing requirements to residential interfaces (refer Table 1)
- Upper level building setbacks from side boundaries (refer Table 2)
- Building separation within sites (refer Table 2)
- Design principles (refer Table 3).

Proposed building heights

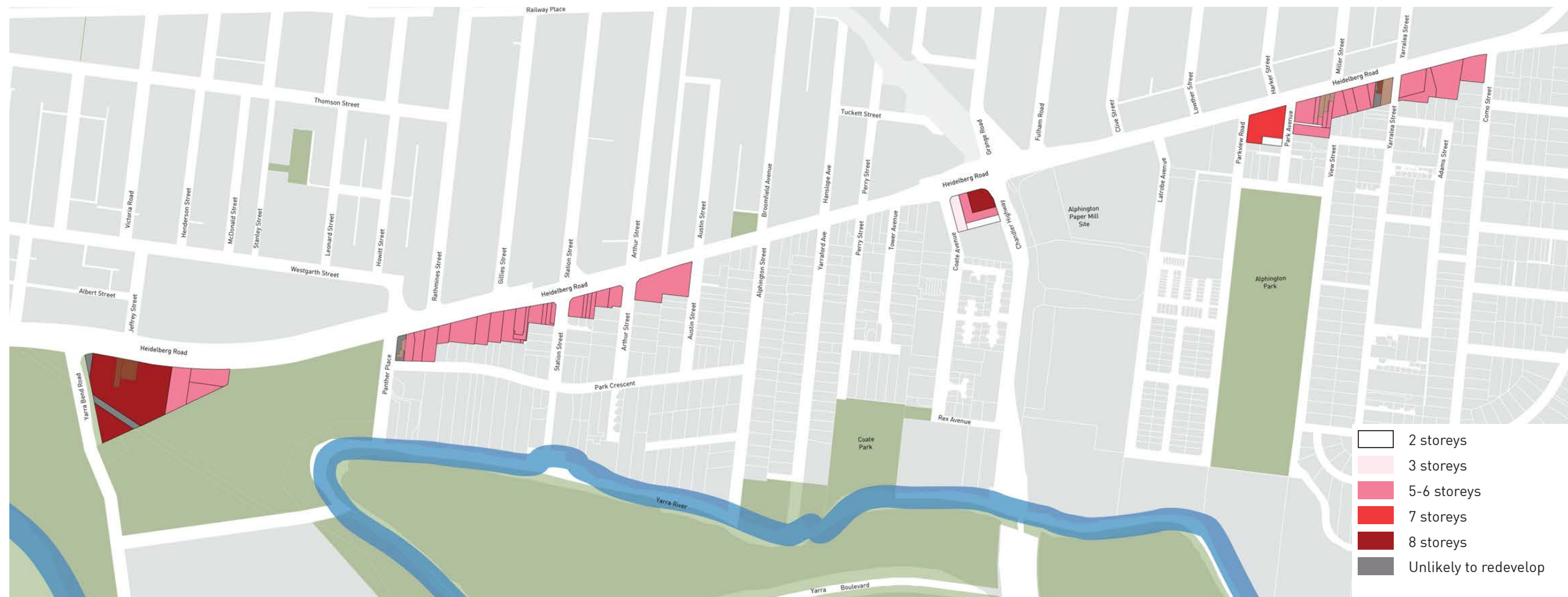


Figure 147. Proposed building heights (all precincts)

Proposed Ground Floor Setbacks



Figure 148. Proposed ground floor setbacks (all precincts)

Proposed street wall height and rear interface building heights



Figure 149. Proposed street wall heights (all precincts)

Summary of development controls (all precincts)

Precinct	Maximum building height	Preferred street wall height	Maximum street wall height	Ground floor setback to street(s)	Minimum upper level setback from street(s)	Maximum rear interface height	Upper level setbacks (above rear interface)	Minimum rear boundary setback	Overshadowing
Precinct 1	6 / 8 storeys (20m/27m)	4-6 storeys	6 storeys	3 metres	6 metres	4 storeys (park)	A setback of 45 degrees applies about the maximum rear interface building height. A maximum of two steps within the buildings are strongly encouraged.	3 metres (to park)	Overshadowing of adjacent residential properties to comply with Clause 54 and 55 of the Yarra Planning Scheme.
Precinct 2	6 storeys (20m)		4 storeys	3 metres	6 metres	2 storeys (8 metres)		0 metres (if adjacent dwelling is located 15m or more from the property boundary) 3 metres (if adjacent dwelling is located less than 15m from the property boundary)	
Precinct 3A	8 storeys (27m)		On Heidelberg Road, 3-8 storeys from Coate Avenue to Chandler Highway	3 metres to Heidelberg Road and Chandler Highway 4.5 metres to Coate Avenue	6 metres to Heidelberg Road and Chandler Highway 14.5 metres to Coate Avenue above 3rd storeys	2 storeys (8 metres)		4.5 metres	
Precinct 3B – 700-718 Heidelberg Road	7 storeys (24m)		4 storeys	3 metres	6 metres	2 storeys (8 metres)		0 metres (if adjacent dwelling is located 15m or more from the property boundary) 3 metres (if adjacent dwelling is located less than 15m from the property boundary)	
Precinct 3B – Between Park Avenue and Yarralea Street	6 storeys (20m)		2 storeys	0 metres	6 metres, with an additional 45 degree angle setback above level 5	2 storeys (8 metres)		0 metres (if adjacent dwelling is located 15m or more from the property boundary) 3 metres (if adjacent dwelling is located less than 15m from the property boundary)	
Precinct 3B – Between Yarralea Street and Como Street	6 storeys (20m)		4 storeys	12 metres	6 metres	2 storeys (8 metres)		0 metres (if adjacent dwelling is located 15m or more from the property boundary) 3 metres (if adjacent dwelling is located less than 15m from the property boundary)	

Table 1. Summary of building envelope controls for all precincts (excluding upper level building setbacks and building separation within a site)

Building height	Preferred separation (Suitable if there is a primary living space/ balcony facing the boundary)	Minimum separation (Suitable when the use is not a primary living space or balcony facing the boundary)	Design principles
Up top 4 storeys	4.5m	3m	Active ground floor frontages required to all sites fronting Heidelberg Road
5-8 storeys	6m	3m	Multiple entrances to buildings on large sites is encouraged
			Weather protection at entrances to buildings within Precincts 1, 2 and 3A (within 3 metre ground floor setback)
			Continuous weather protection provided within Precinct 3B
			Incorporate weather protection at entrances within the front setback and continuous weather protection in the Heidelberg Road Neighbourhood Activity Centre.
			Locate all future carparking underground in basements.
			Locate vehicular crossovers from rear lanes or side streets where possible.
			Rationalise the number of existing crossovers to Heidelberg Road where multiple crossovers exist on single sites.
			No additional vehicular crossovers are supported on Heidelberg Road.

Table 3. Design principles - all sites

4.2 Extent of mandatory controls

The role of mandatory controls is guided through planning practice notes 59 and 60 (refer call-out box).

The detailed testing within this report leads to a recommendation for a combination of discretionary and mandatory controls on strategic sites, and mandatory controls on all other sites.

This is considered appropriate as:

- The mandatory controls support strategic objectives for development intensification.
- The rear interface controls for all development have been rigorously tested, are appropriate for the majority of proposals and provide for the preferred balance between development intensification and protection of amenity.
- The mandatory controls provide an efficient outcome - considering the interface between commercial and sensitive residential precincts, without certainty there will continue to be a significant number of objections and lack of clarity on the preferred development outcome. This has already been demonstrated through 3 recent VCAT cases.
- The majority of proposals not in accordance with the mandatory provisions will be clearly unacceptable. Considering the combination of a poor quality, heavily trafficked arterial and sensitive residential interfaces, the detailed testing in this report demonstrates the limited range of circumstances that provide a positive outcome to both interfaces.

Planning practice note 59: The role of mandatory provisions in Planning Schemes

This practice note sets out the criteria that can be used to decide whether mandatory provisions may be appropriate in planning schemes in Victoria.

It acknowledges that Victorian planning schemes are predominantly performance-based, with schemes specifying a clear objective and often a preferred development outcome while providing a degree of flexibility on how the objective is achieved.

Mandatory provisions are noted as the exception, however in circumstances where a mandatory provision will provide certainty and ensure a preferable and efficient outcome they can be supported.

The criteria that must be addressed include:

- Is the mandatory provision strategically supported (is there strategic basis)?
- Is the mandatory provision appropriate to a majority of proposals?
- Does the mandatory provision provide for the preferred outcome?
- Will the majority of proposals not in accordance with the mandatory provision be clearly unacceptable?
- Will the mandatory provision reduce administrative costs?

Planning practice note 60: Height and setback controls for activity centres

This practice note provides guidance on the state government's preferred approach to the application of height and setback controls for activity centres. It has been updated in response to the preliminary findings from the recent Activity Centre Pilot program.

It acknowledges the need to support development intensification. It notes that 'height and setback controls can be appropriate so long as they are not aimed at restricting the built form, but at facilitating good design outcomes'. The application of height and setback controls must be 'soundly based on the outcomes of strategic research and background analysis that demonstrates consistency with state and regional policy and includes a comprehensive built form analysis.'

The Practice Note states that a combination of discretionary and mandatory height and setback controls may be appropriate. Discretionary height and setback controls are preferred, with mandatory provisions supported when they are justified by robust and comprehensive strategic work, or where exceptional circumstances warrant their introduction.

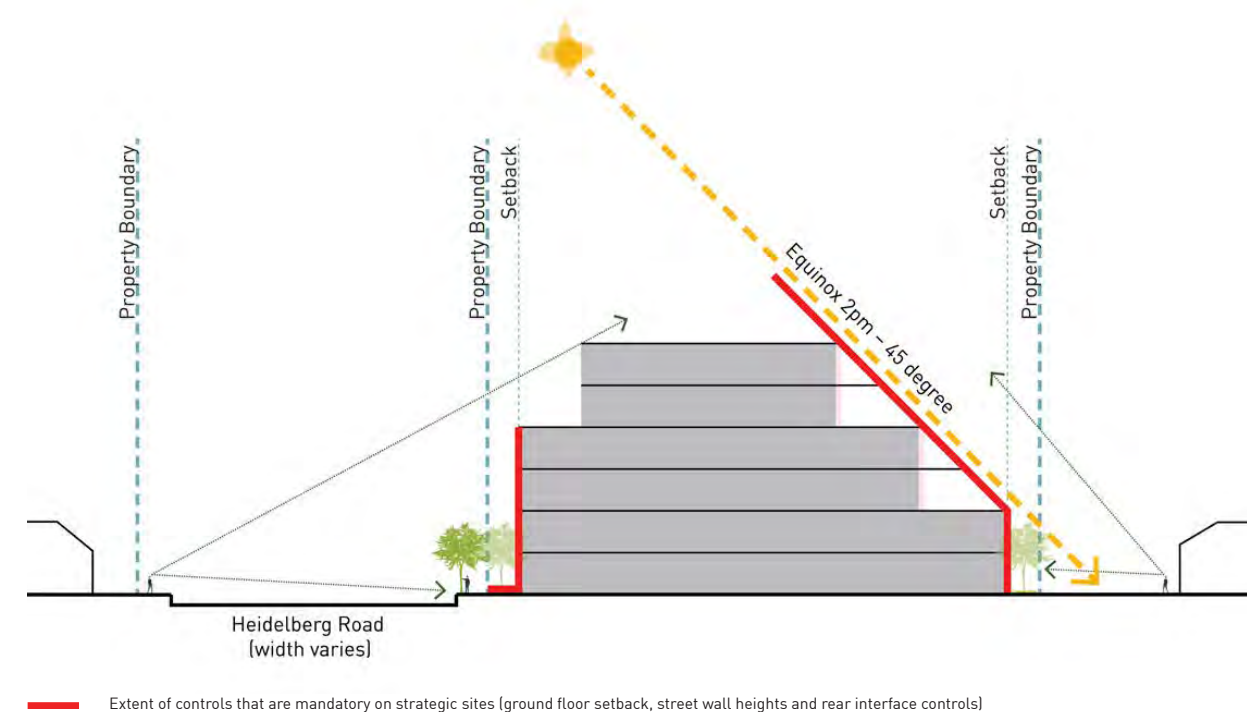


Figure 150. Summary of mandatory controls on strategic development sites. All controls are proposed as mandatory on all other sites

Appendix A - Overshadowing assessment

The overarching urban design strategy adopts the position that protecting existing secluded private open space to meet the requirements of Clause 54 and 55 is appropriate.

The following boundary wall heights have been tested to determine the maximum wall height that delivers this requirement.

- 4 metres
- 7.2 metres (4m commercial with one floor above)
- 8 metres (2 x 4m commercial floors)
- 12 metres (3 x 4m commercial floors)

The impact of these different boundary wall heights at the summer and winter solstice have been provided for illustrative purposes only.

Shadow study – Spring

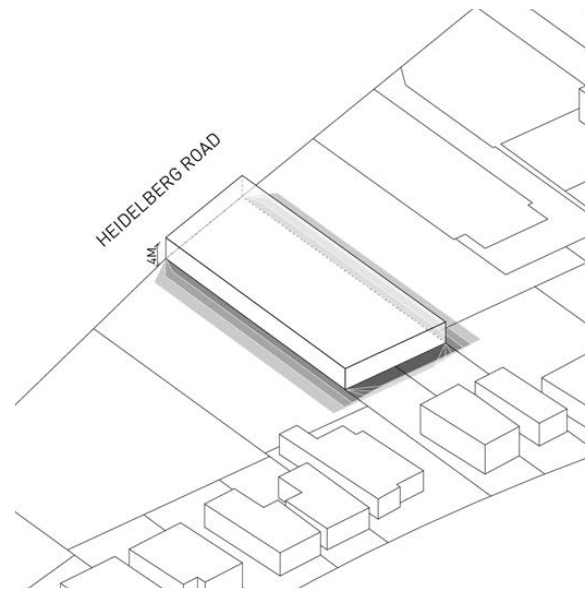


Figure 151. Extent of overshadowing of a 4 metre high wall on boundary. The overshadowing impacts are minimal.

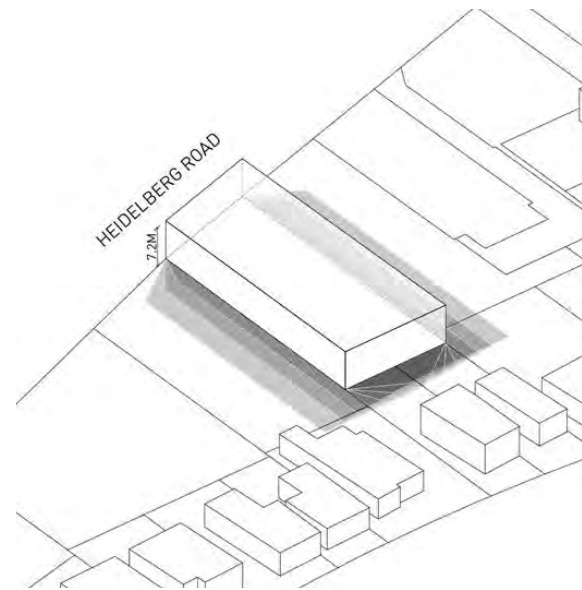


Figure 153. Extent of overshadowing of a 7.2 metre high wall on boundary. The overshadowing impacts are increased, however the minimum requirements of Clause 54 and 55 can be met.

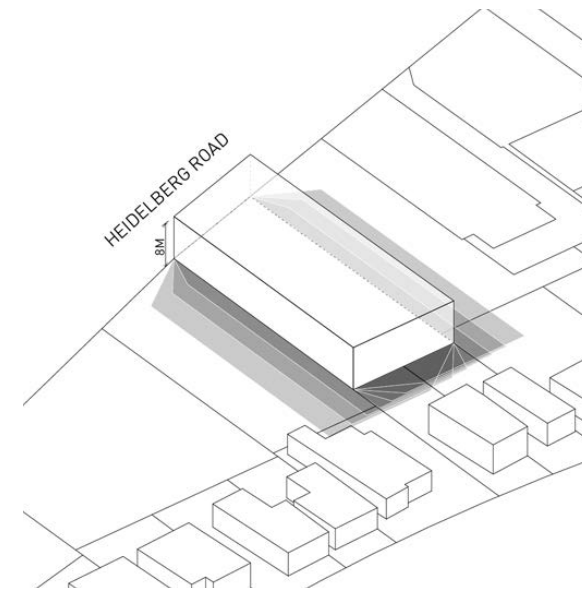


Figure 152. Extent of overshadowing of a 8 metre high wall on boundary. The overshadowing impacts are increased, however the minimum requirements of Clause 54 and 55 can be met.

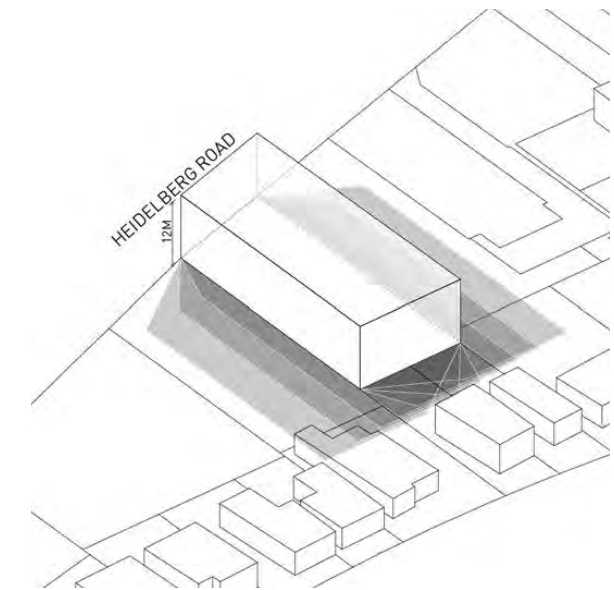


Figure 154. Extent of overshadowing of a 12 metre high wall on boundary. The overshadowing impacts are increased and the minimum requirements of Clause 54 and 55 can no longer be met.

Shadow study – Winter

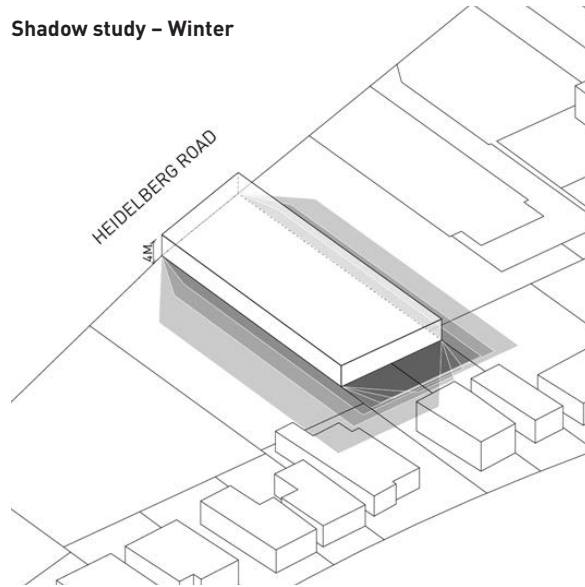


Figure 155. 4 metre high boundary wall

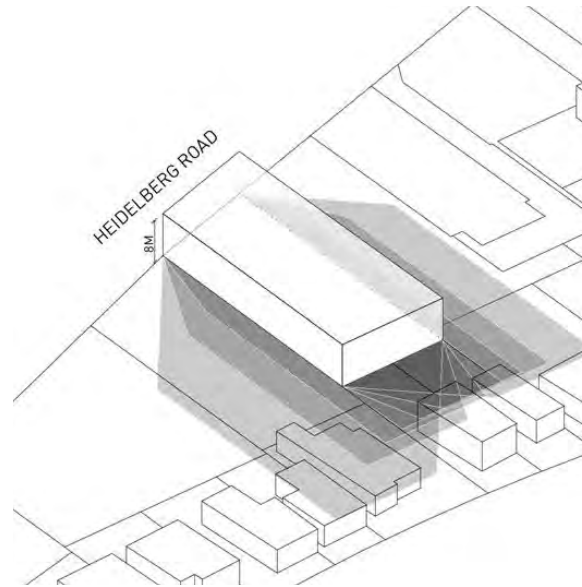


Figure 156. 7.2 metre high boundary wall

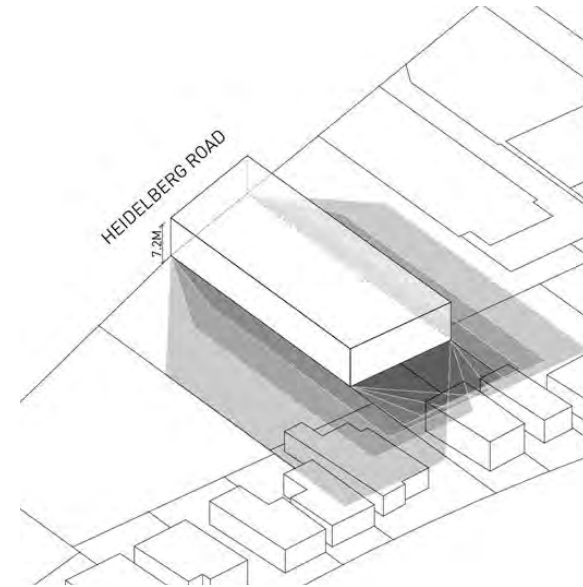


Figure 157. 8 metre high boundary wall

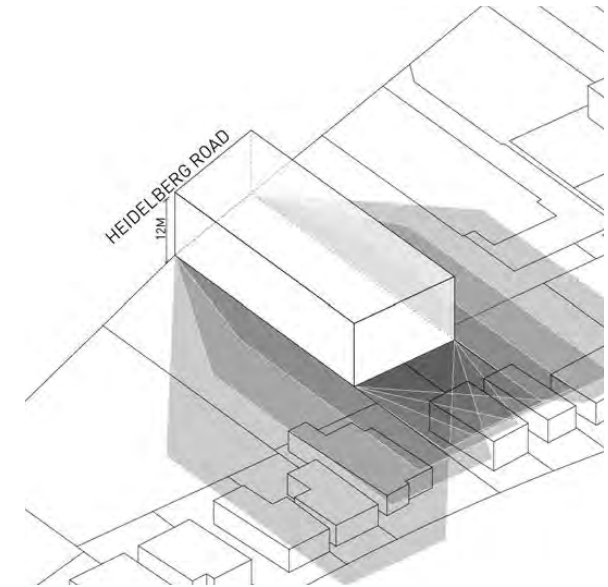


Figure 158. 12 metre high boundary wall

Shadow study – Summer

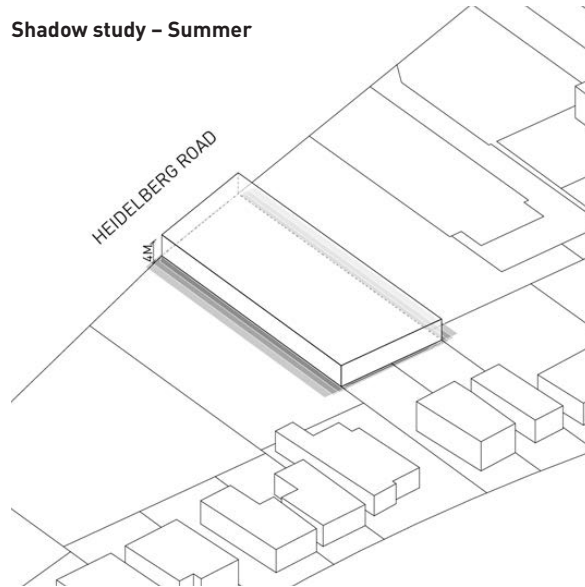


Figure 159. 4 metre high boundary wall

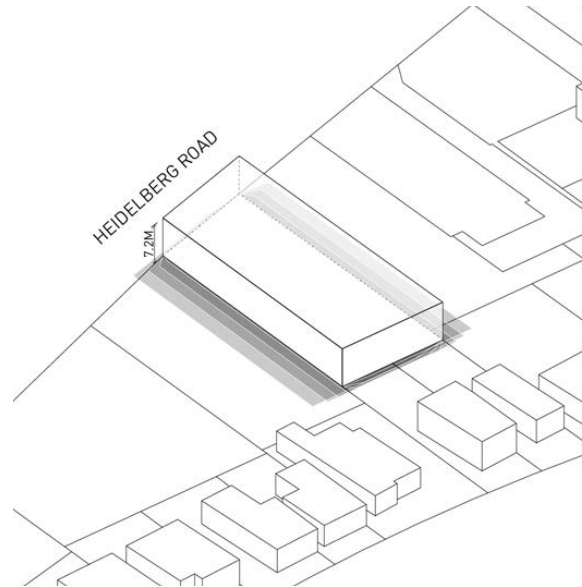


Figure 161. 7.2 metre high boundary wall

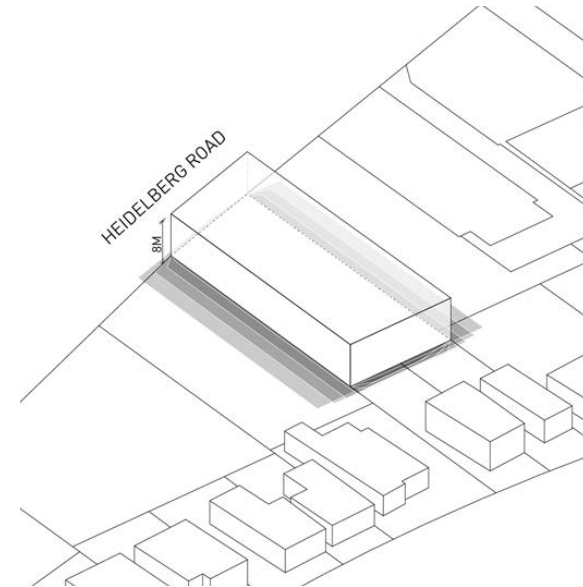


Figure 160. 8 metre high boundary wall

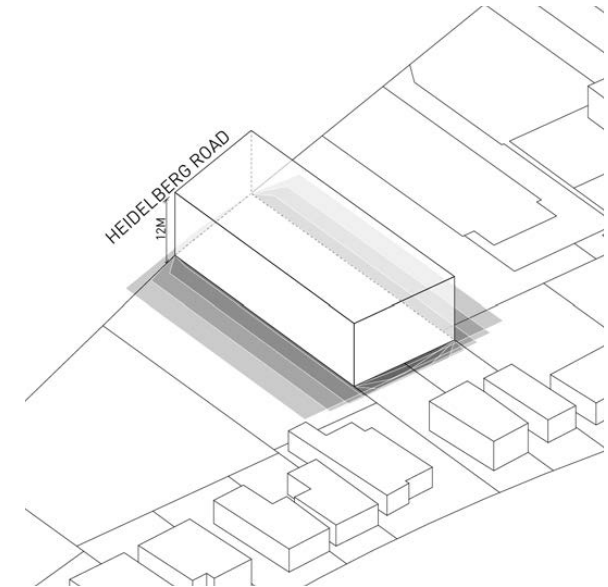


Figure 162. 12 metre high boundary wall

Precinct 1

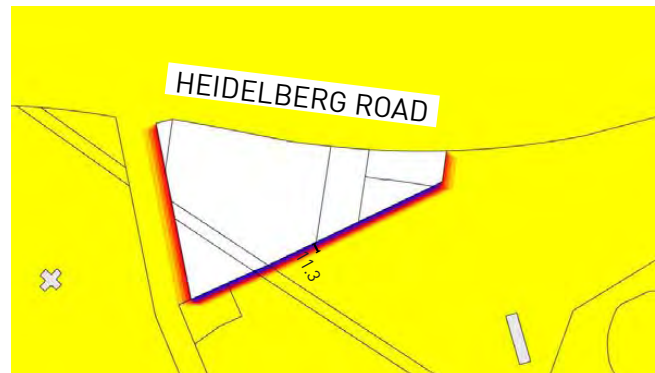


Figure 166. 7.2 metres rear street wall height

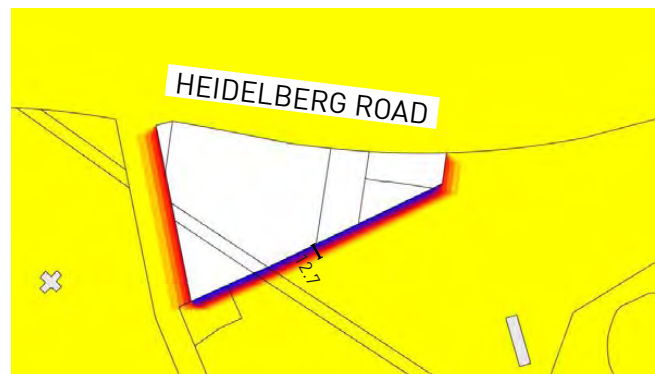


Figure 167. 10.4 metres rear street wall height

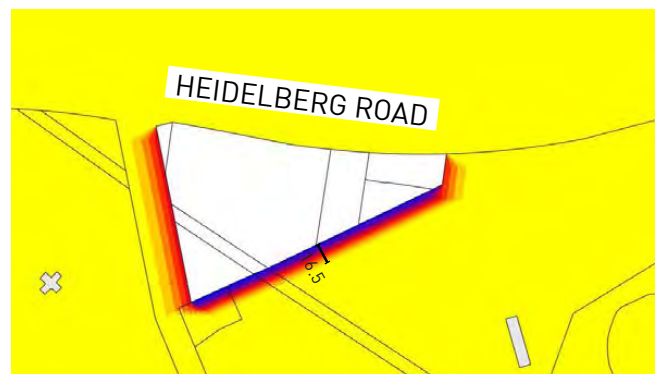


Figure 168. 13.6 metres rear street wall height

Precinct 3B

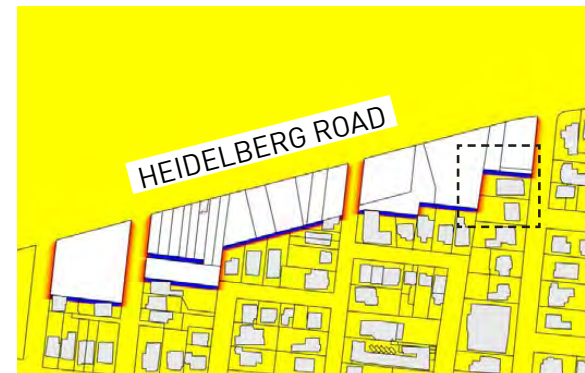


Figure 163. 4 metres rear street wall height



Figure 164. 7.2 metres rear street wall height with setback

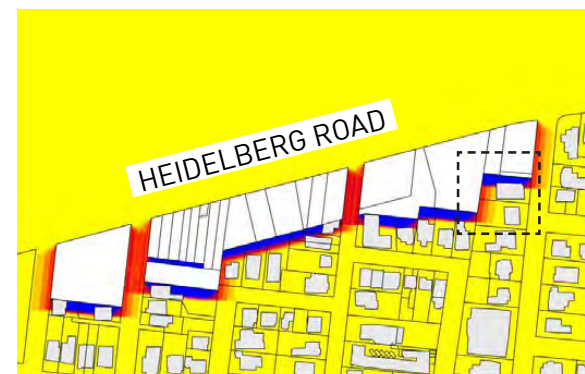


Figure 165. 10.4 metres rear street wall height

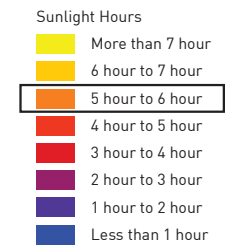
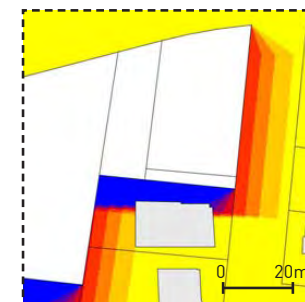
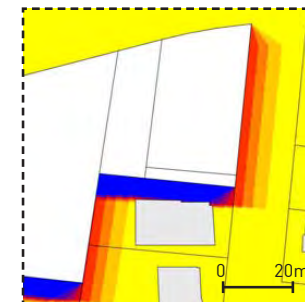
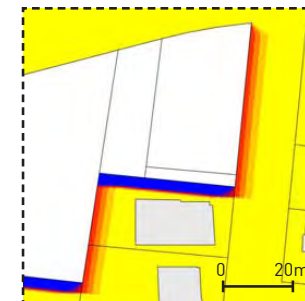




Figure 171. Sunlight hours analysis against Clause 54/55 requirements - 8 metres rear boundary wall height (D=7.7 metres)

Floor heights:
Ground floor - 4M (Commercial)
Upper floors - 4M (Commercial)

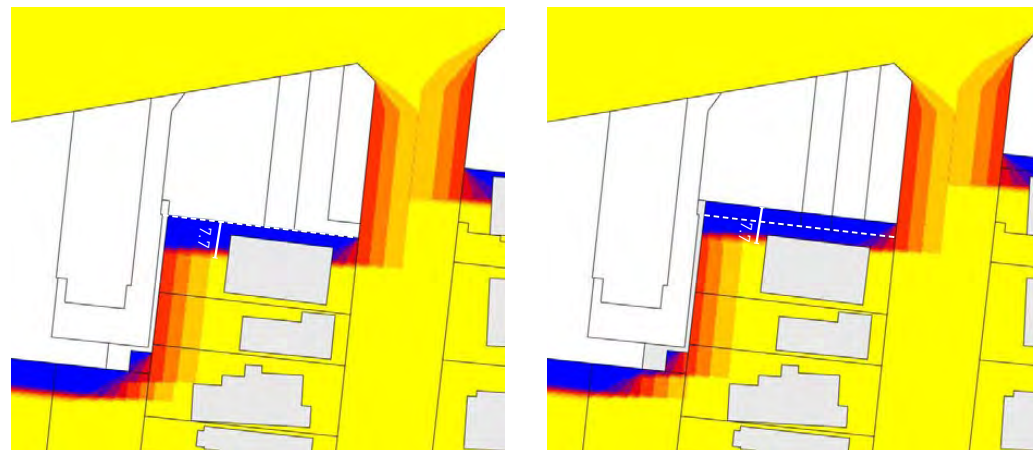


Figure 172. Comparison setback option on rear to side boundary - no setback (left) & 3 metres setback (right)

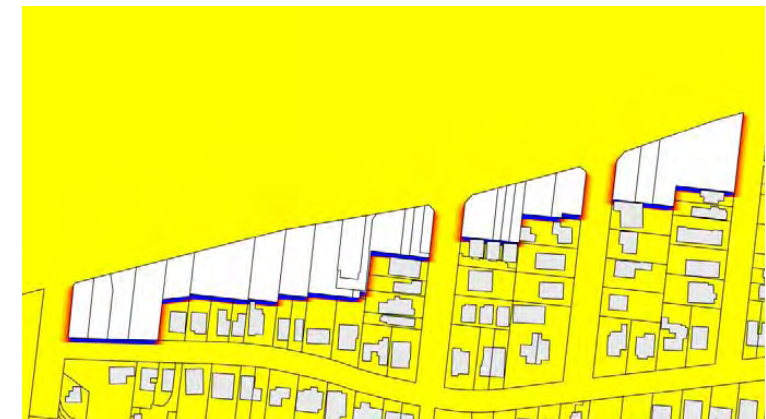


Figure 169. 4 metres rear street wall height (D=3.9 metres)

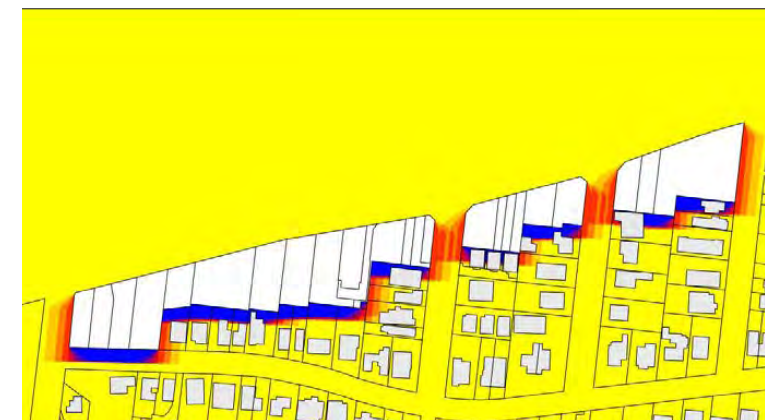


Figure 170. 12 metres rear street wall height (D=11.6 metres)

Precinct 3A



Figure 176. Sunlight hours analysis - 10.4 metres rear street wall height with 4.5m setback

Floor height:
Ground floor – 4M (Commercial)
Upper floors – 3.2M (Residential)

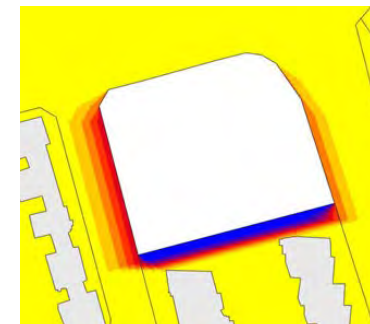


Figure 173. 7.2 metres rear street wall height

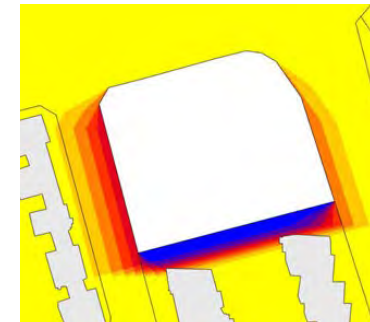


Figure 174. 10.4 metres rear street wall height

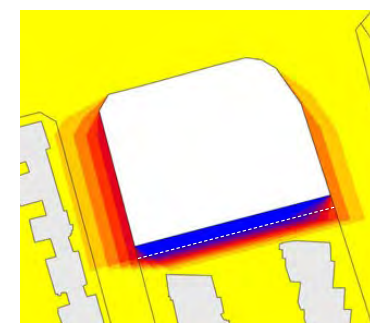
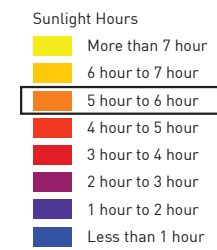


Figure 175. 10.4 metres rear street wall height with 3m setback

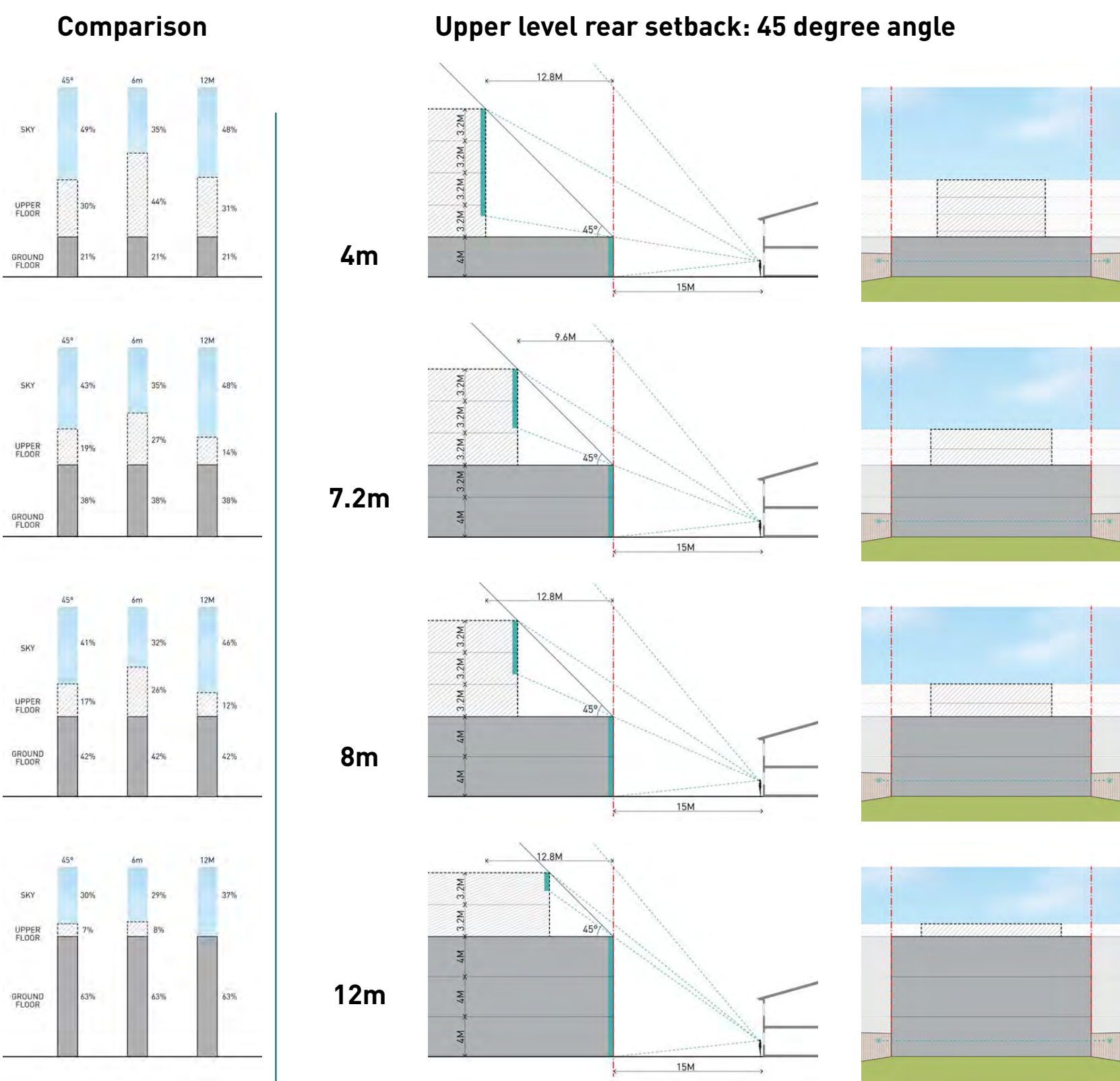


Appendix B - Visual Impact Assessment

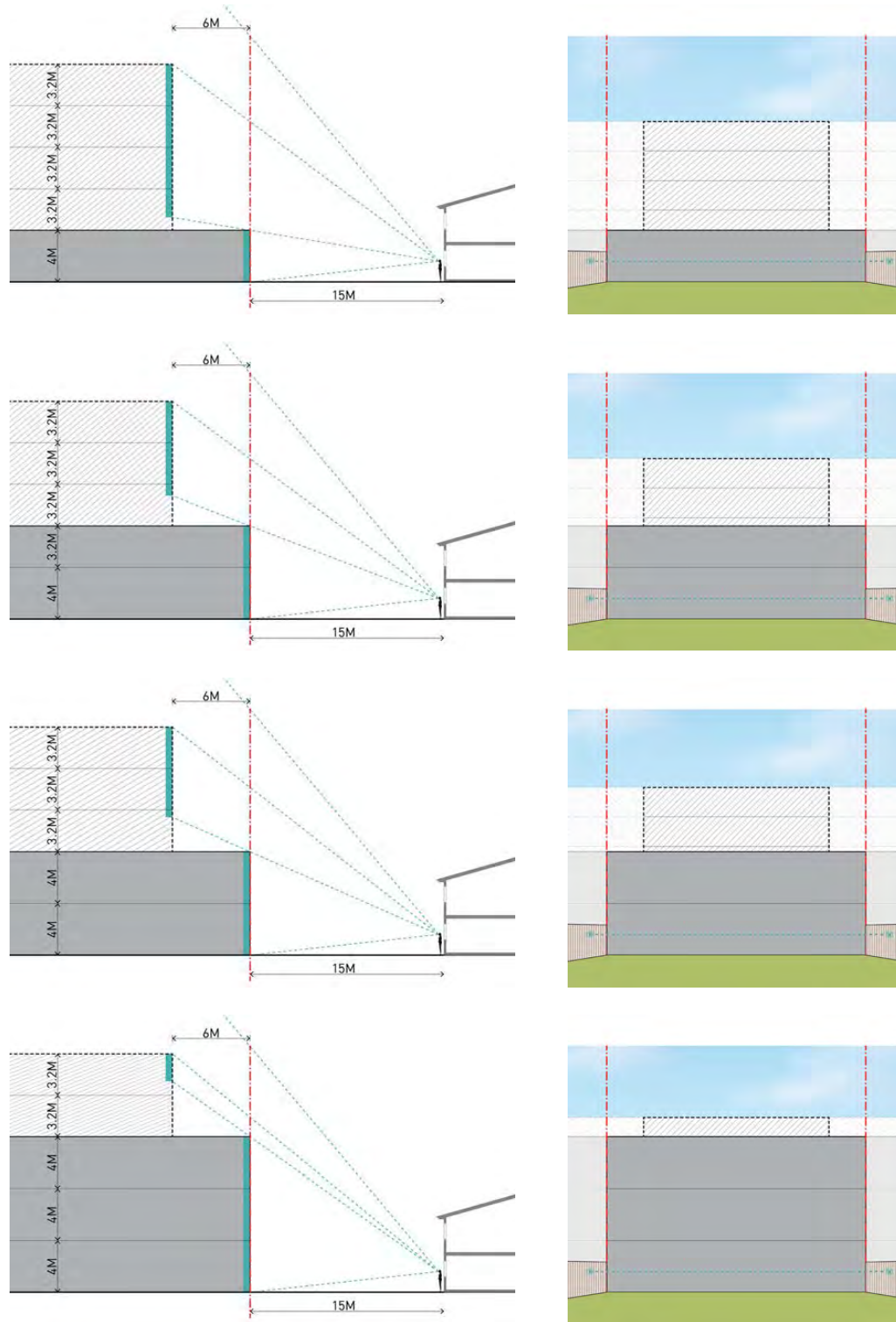
Visual impact – 5 storeys (view from 15m)

Table 4. Visual impact assessment of each scenario (5 storeys - view from 15m)

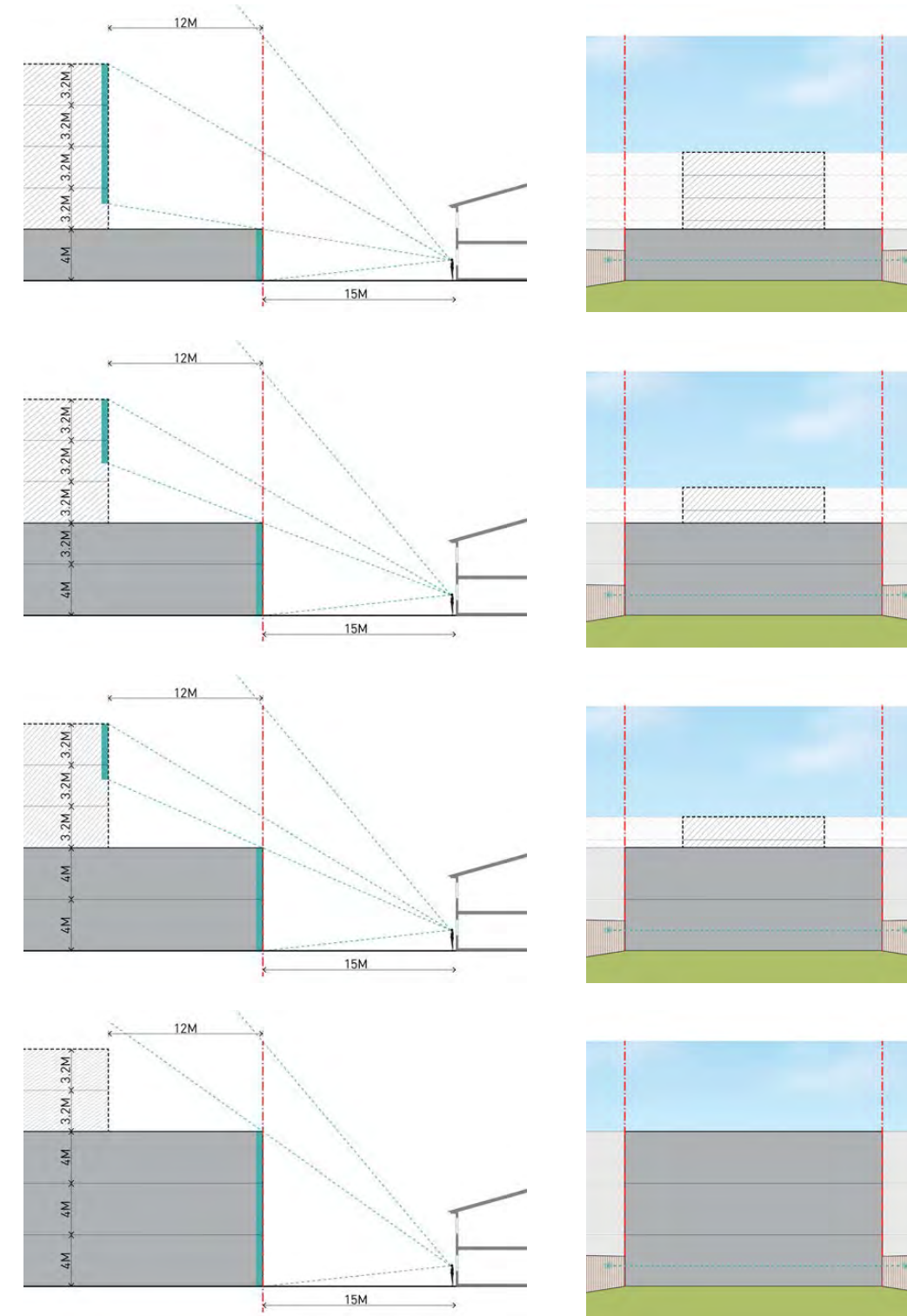
	45 degree angle	6 metre setback	12 metre setback
Urban Design Principle	4m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Achieved	Achieved
Urban Design Principle	7.2m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Achieved	Achieved
Urban Design Principle	8m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Achieved	Achieved
Urban Design Principle	12m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Achieved



Upper level rear setback: 6 metres



Upper level rear setback: 12 metres

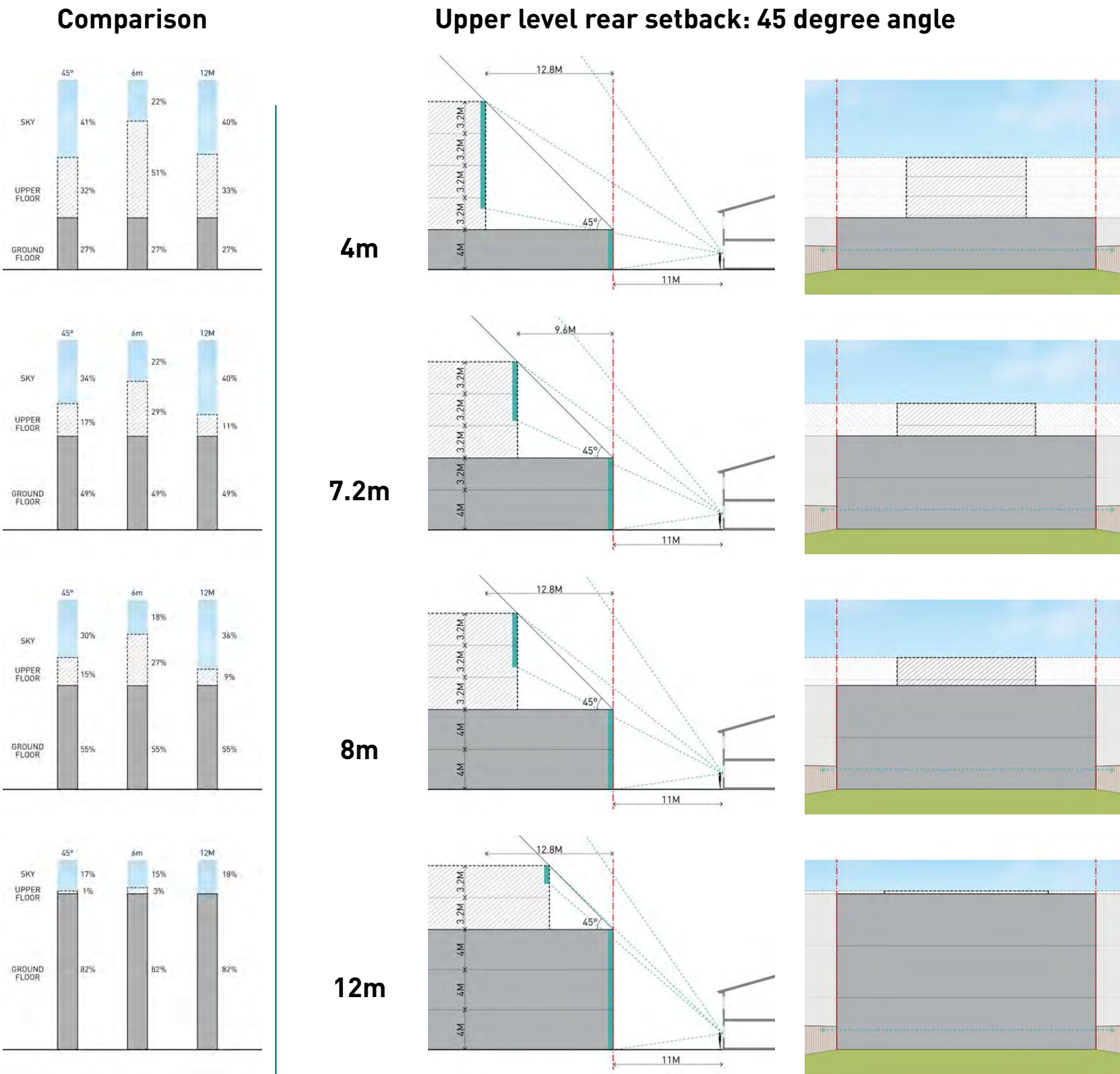


Appendix B - Visual Impact Assessment

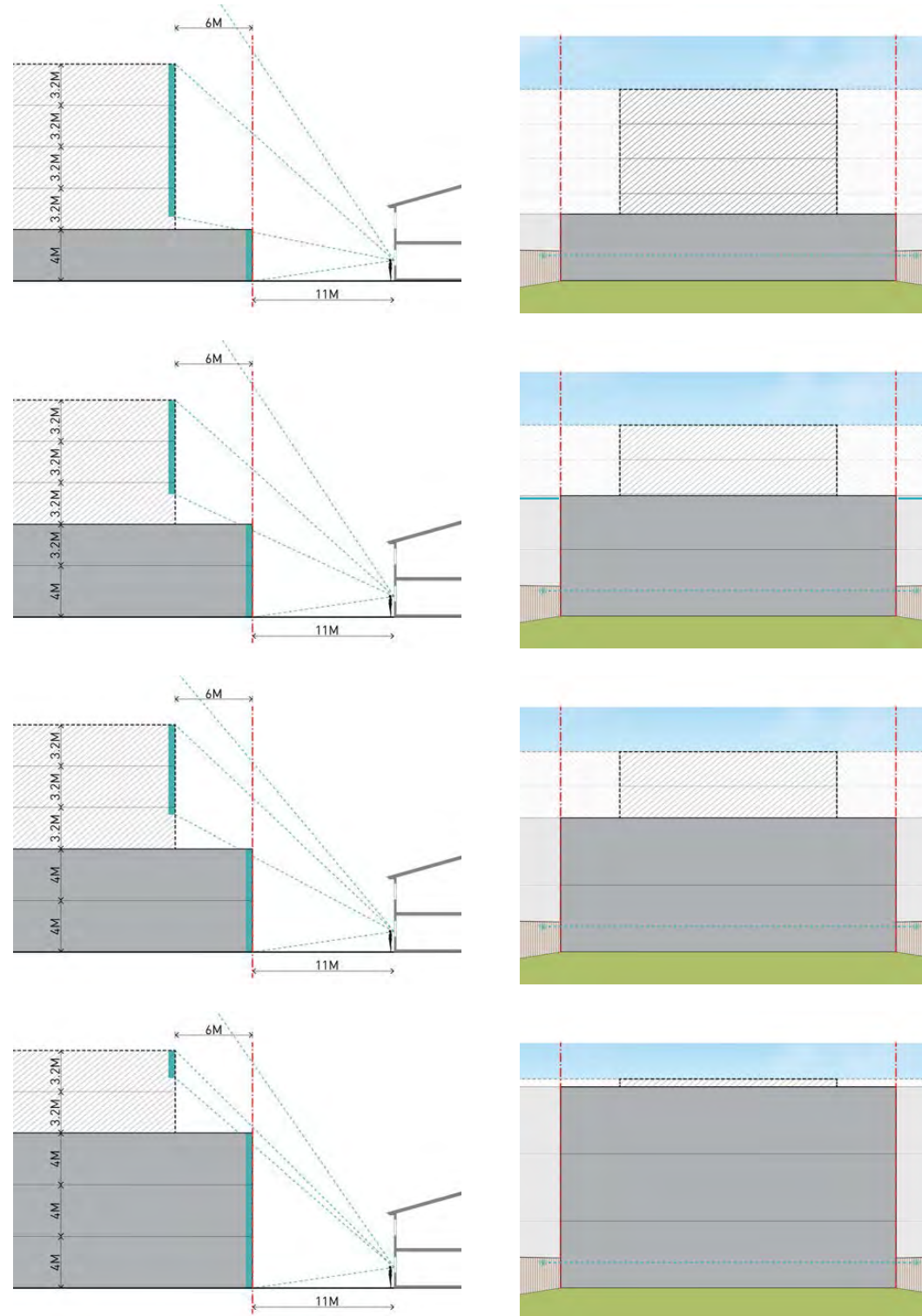
Visual impact – 5 storeys (view from 11m)

Table 5. Visual impact assessment of each scenario (5 storeys - view from 11m)

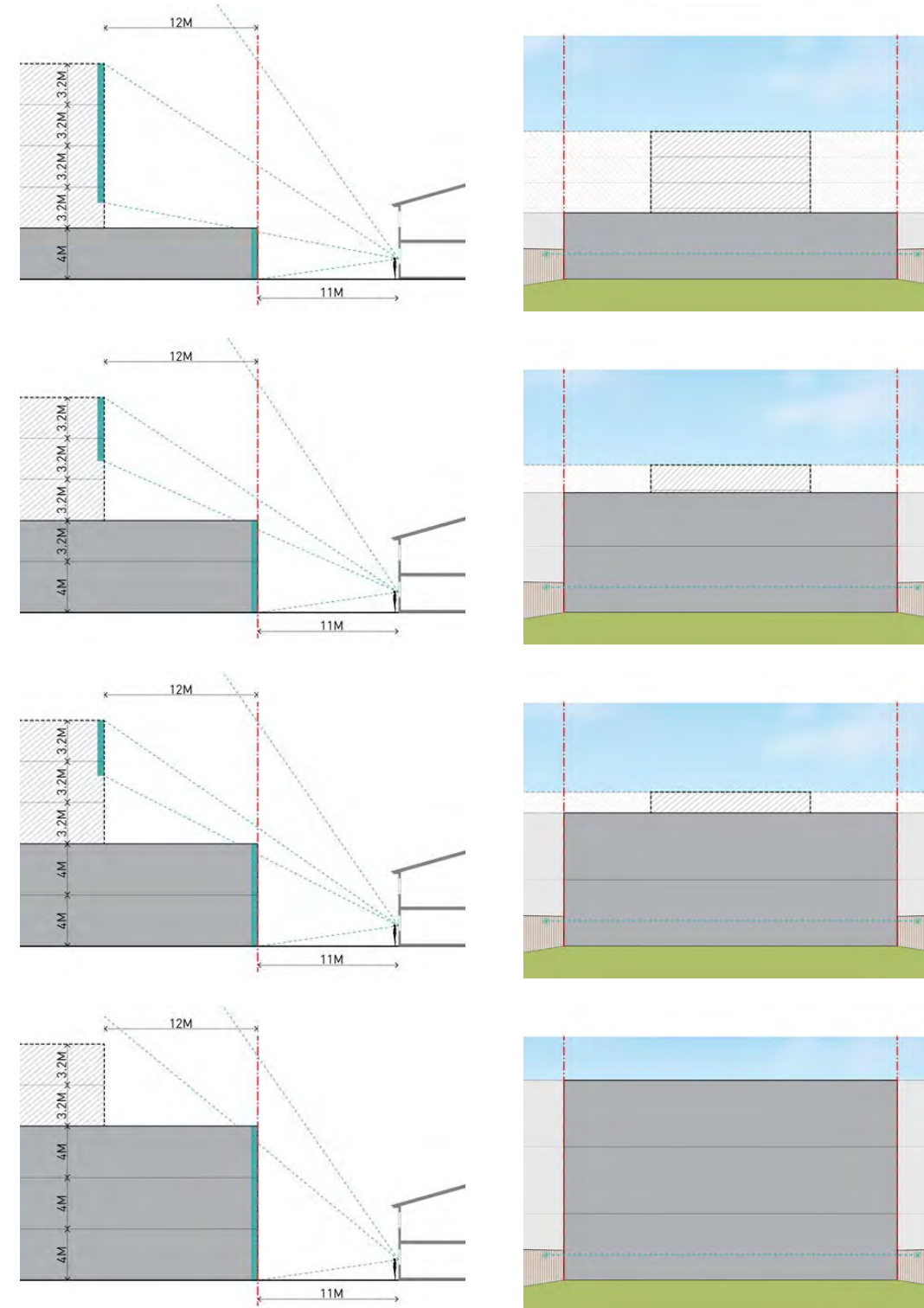
	45 degree angle	6 metre setback	12 metre setback
Urban Design Principle 4m boundary wall height condition			
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Not achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Achieved
Urban Design Principle 7.2m boundary wall height condition			
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Not achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Achieved
Urban Design Principle 8m boundary wall height condition			
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Achieved
Urban Design Principle 12m boundary wall height condition			
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved



Upper level rear setback: 6 metres



Upper level rear setback: 12 metres



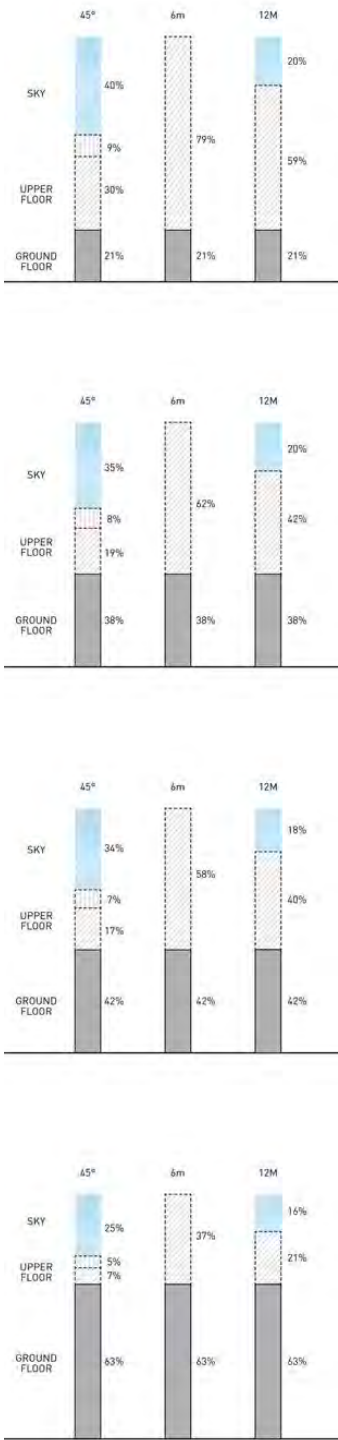
Appendix B - Visual Impact Assessment

Visual impact – 8 storeys (view from 15m)

Table 6. Visual impact assessment of each scenario (8 storeys - view from 15m)

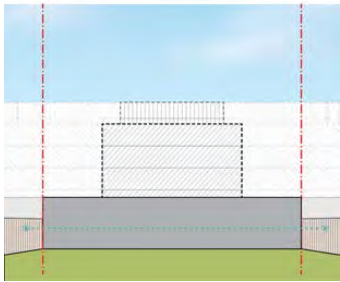
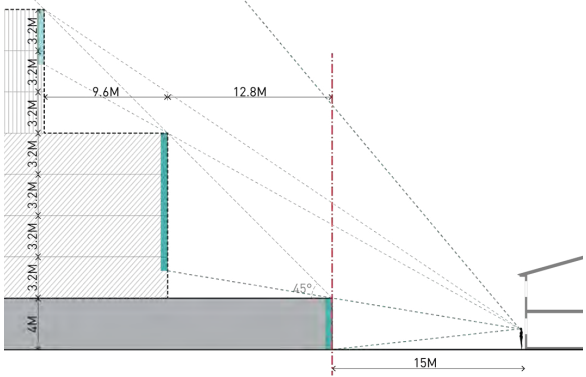
	45 degree angle	6 metre setback	12 metre setback
Urban Design Principle	4m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Not achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Not achieved
Urban Design Principle	7.2m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Not achieved
Urban Design Principle	8m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Not achieved
Urban Design Principle	12m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved

Comparison

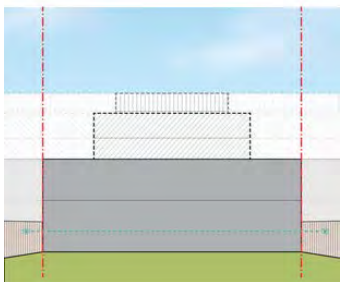
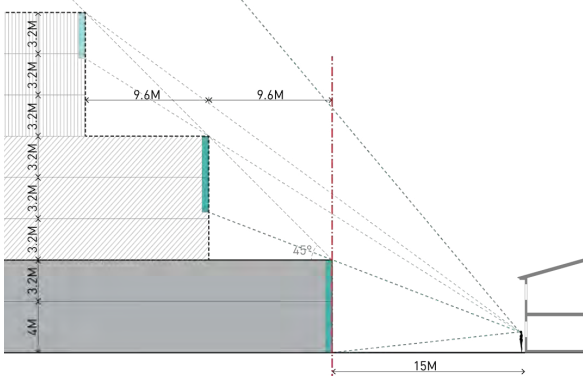


Upper level rear setback: 45 degree angle

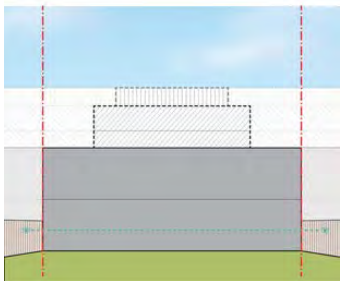
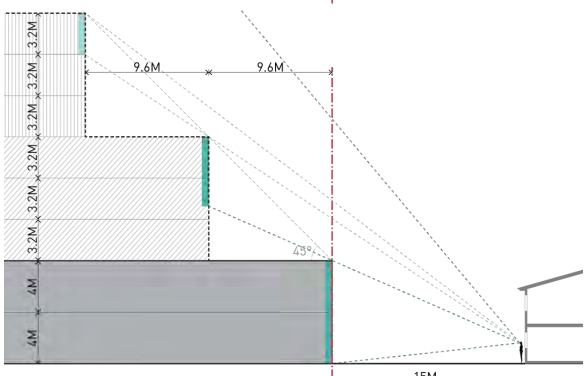
4m



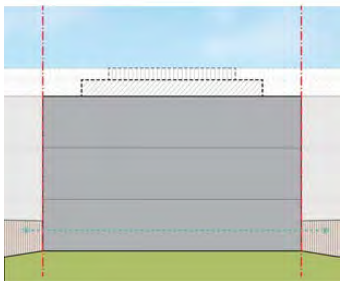
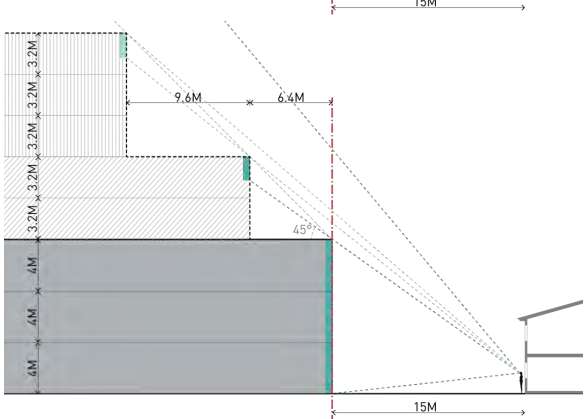
7.2m



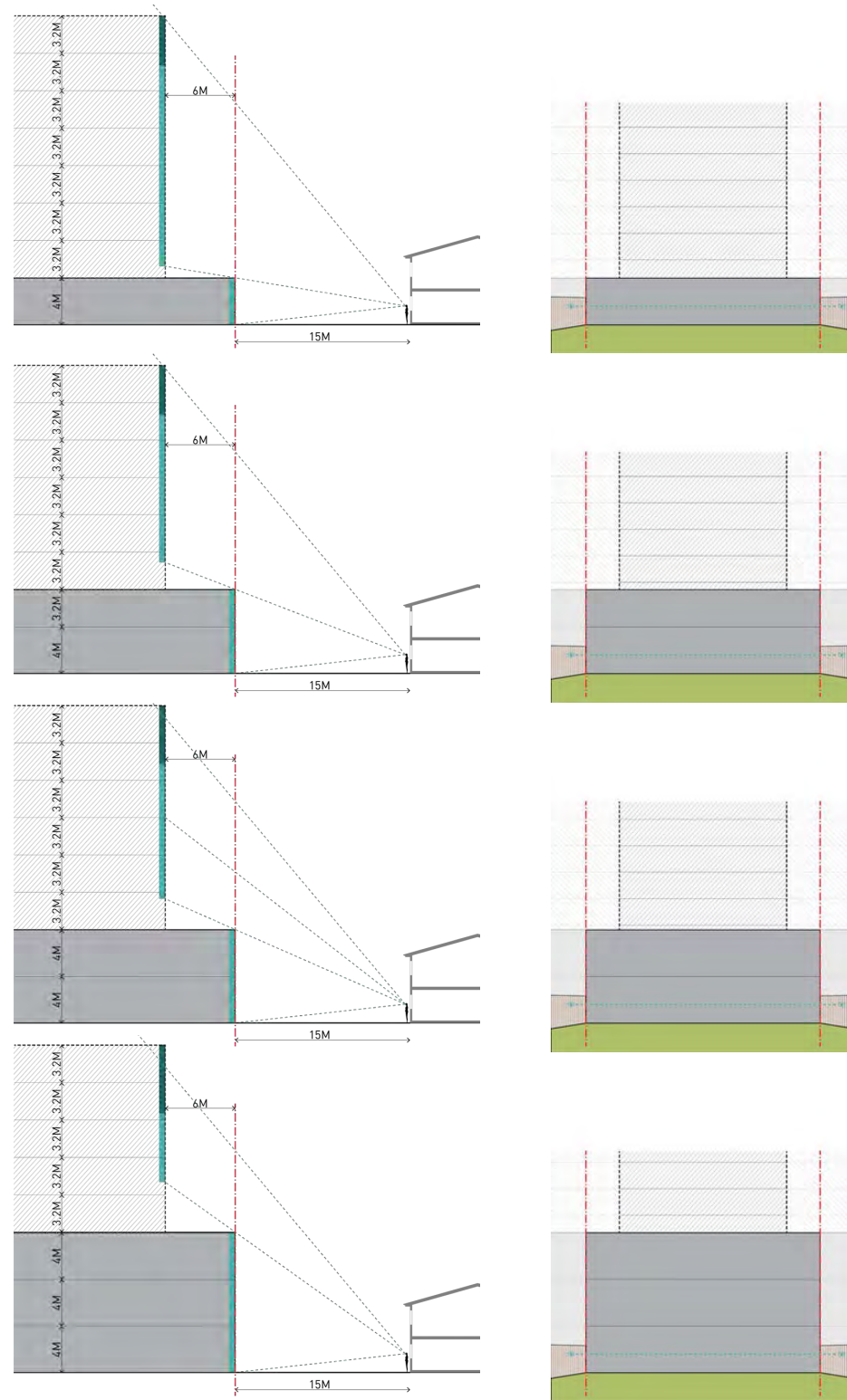
8m



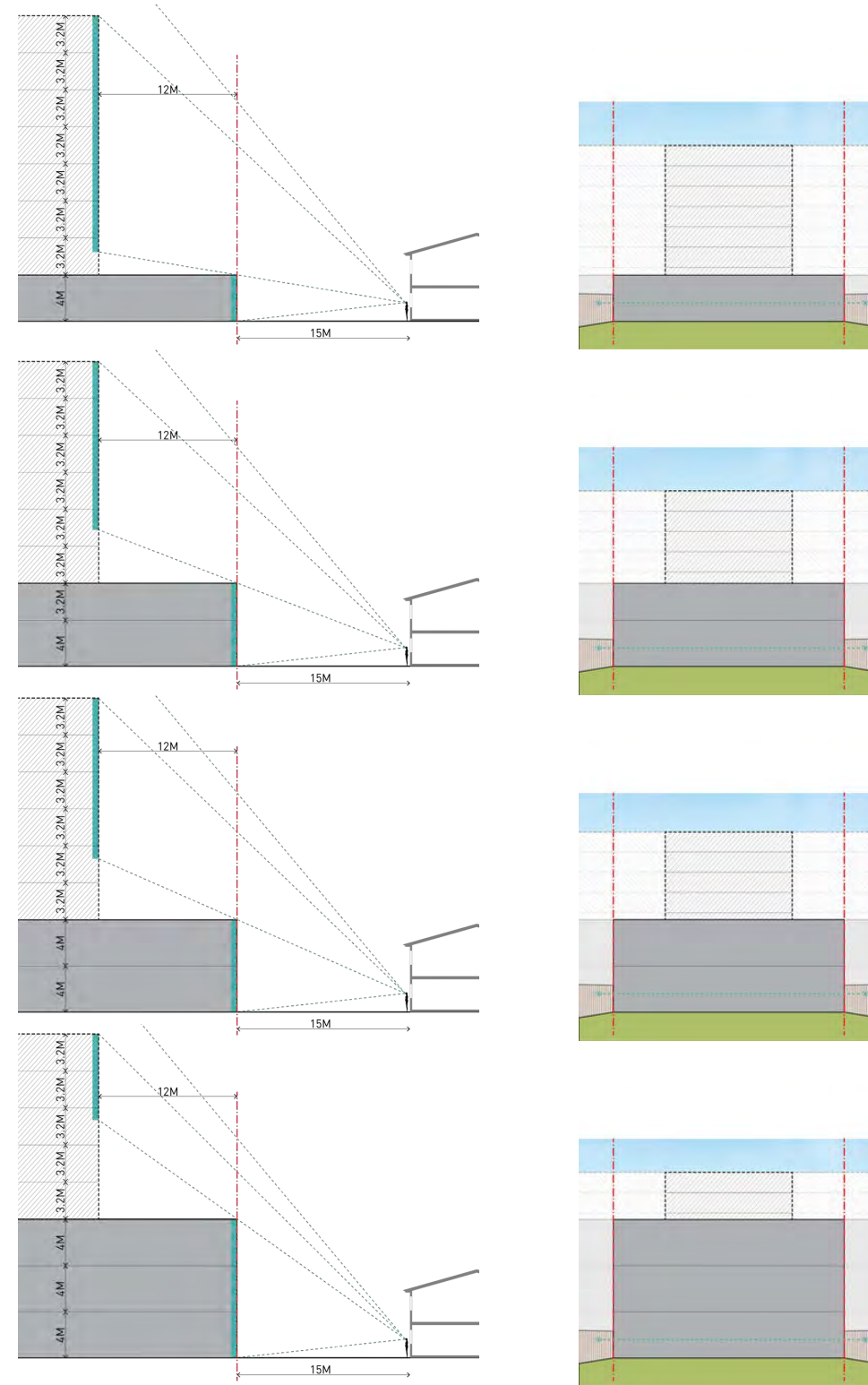
12m



Upper level rear setback: 6 metres



Upper level rear setback: 12 metres



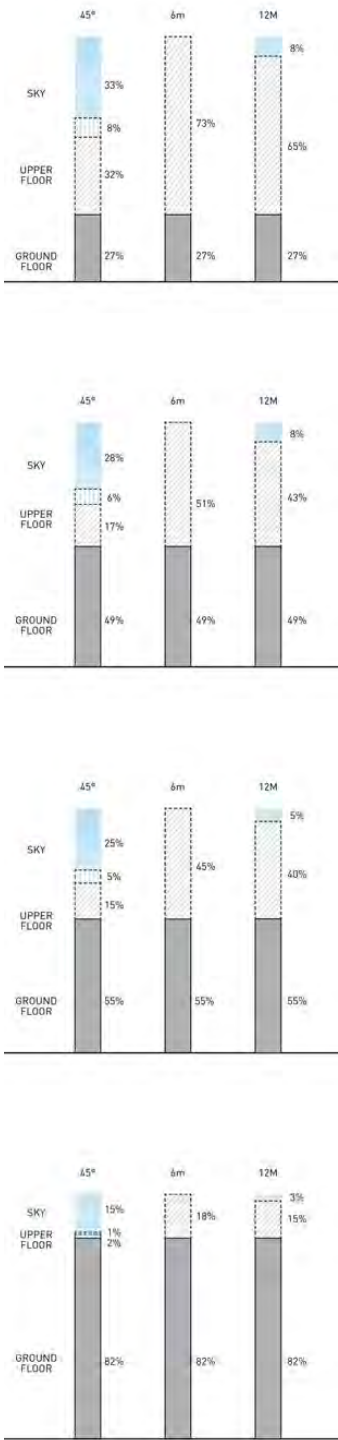
Appendix B - Visual Impact Assessment

Visual impact – 8 storeys (view from 11m)

Table 7. Visual impact assessment of each scenario (8 storeys - view from 11m)

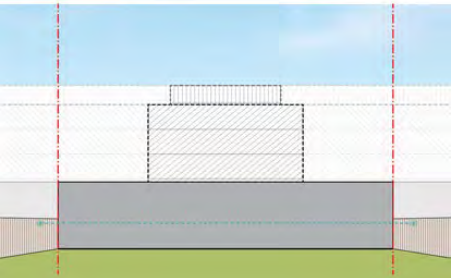
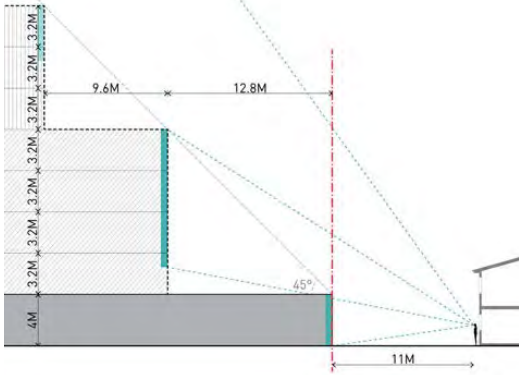
	45 degree angle	6 metre setback	12 metre setback
Urban Design Principle	4m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Not achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Not achieved
Urban Design Principle	7.2m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved
Urban Design Principle	8m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved
Urban Design Principle	12m boundary wall height condition		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved

Comparison

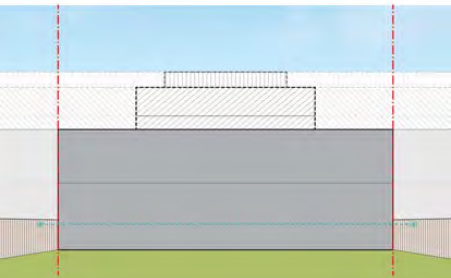
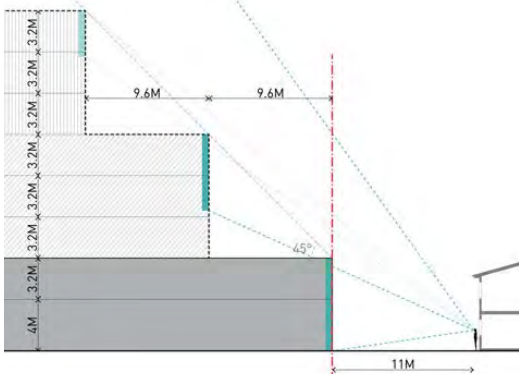


Upper level rear setback: 45 degree angle

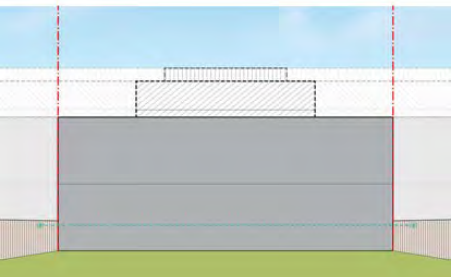
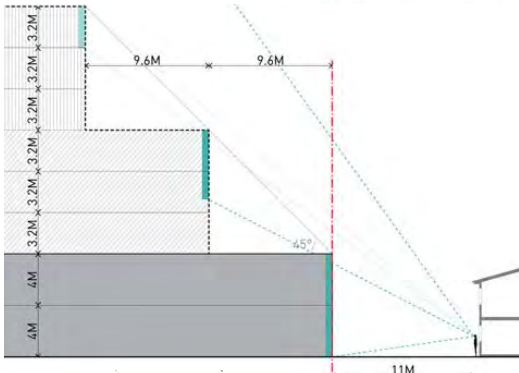
4m



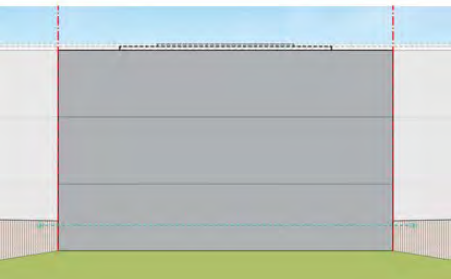
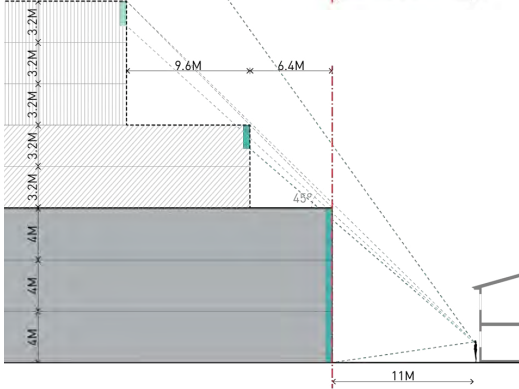
7.2m



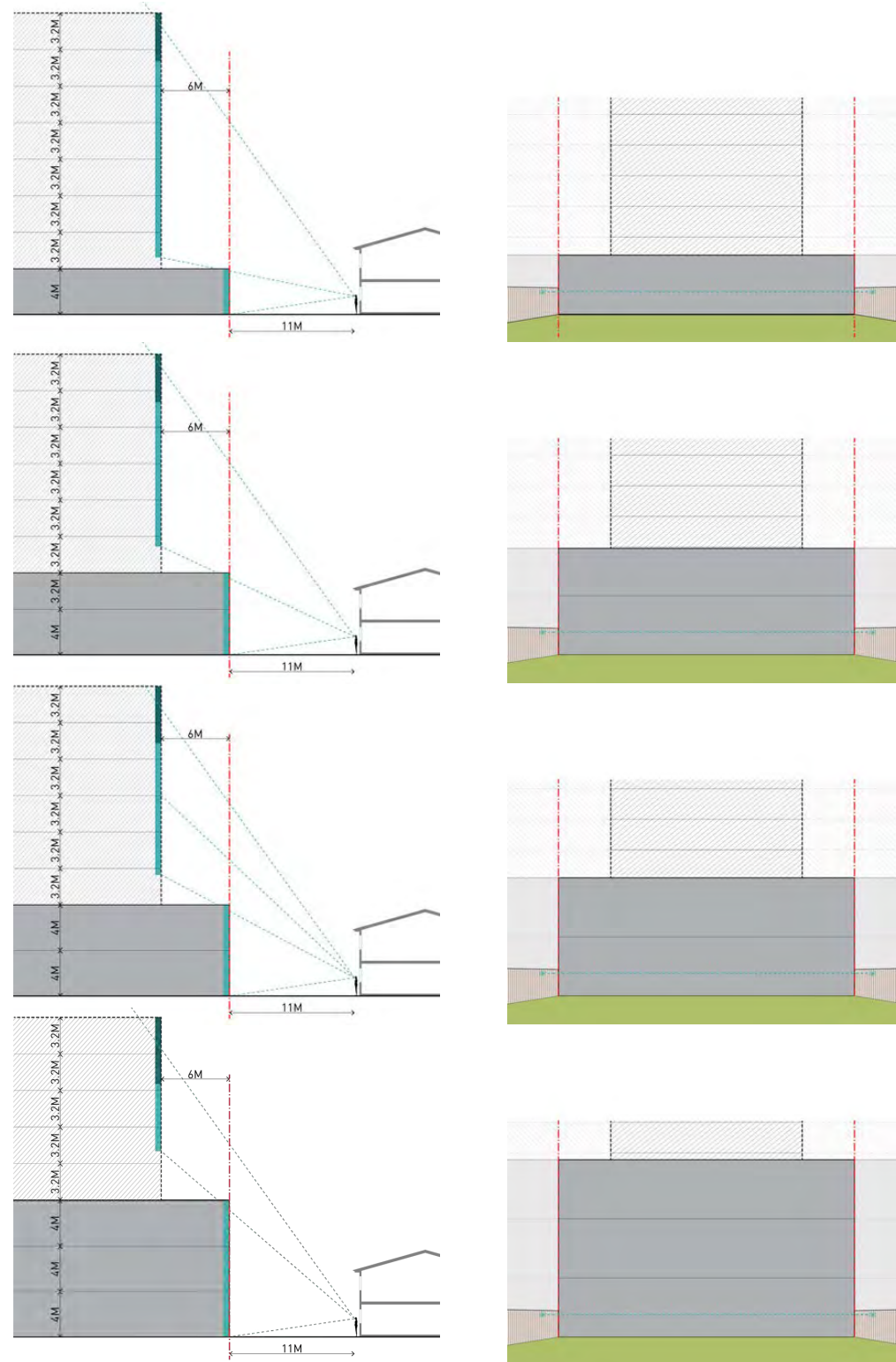
8m



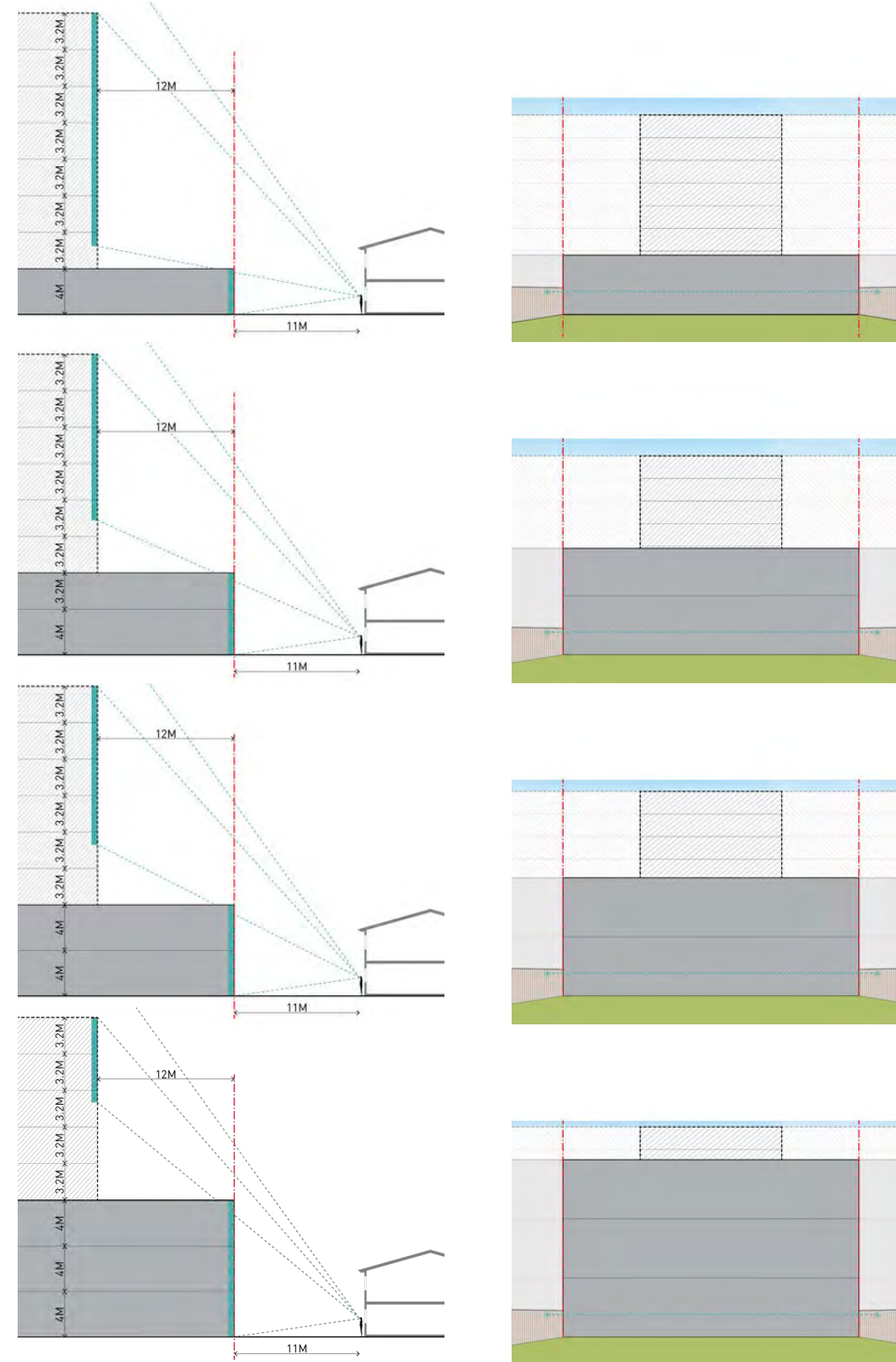
12m



Upper level rear setback: 6 metres

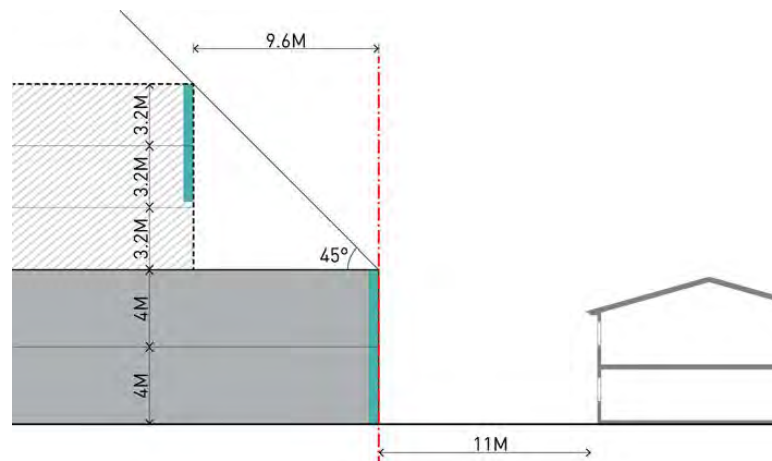


Upper level rear setback: 12 metres

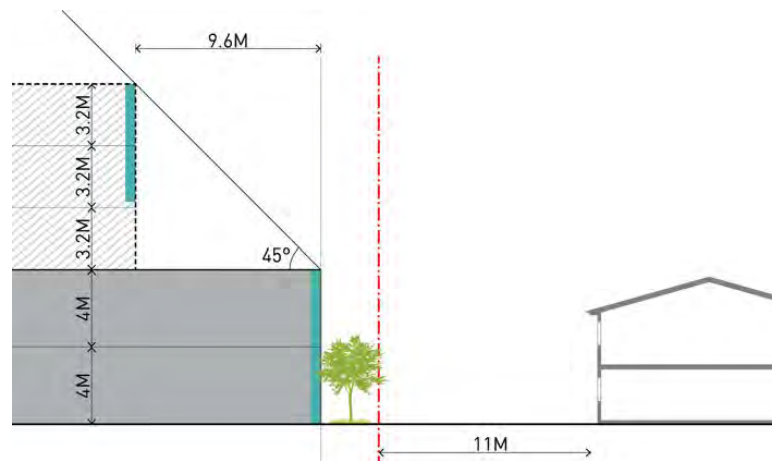


Visual impact – Introduction of a 3 metre setback

**No
Setback**



**3m
Setback**



View from 11 metres

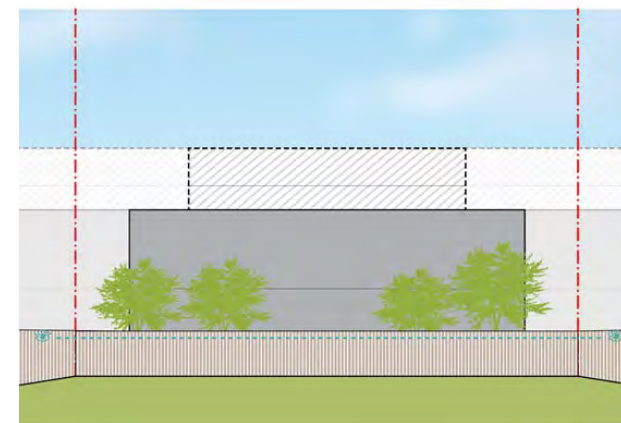
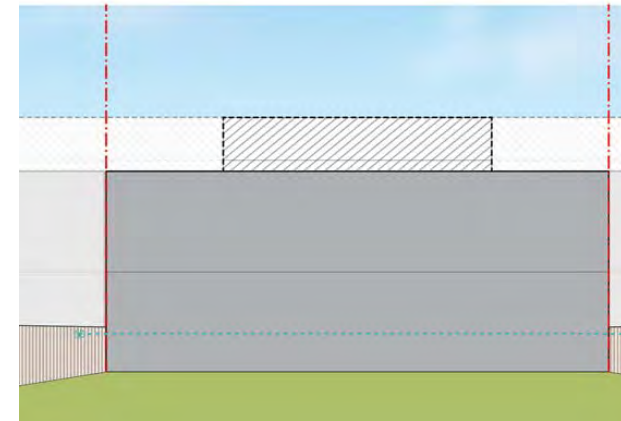


Figure 177. Impact of no setback at ground floor and introduction of a 3m setback

Appendix C - Existing examples of front ground floor setbacks

The existing range of setback conditions provides guidance on the appropriate landscape setback that should be incorporated into private development to improve the quality of the streetscape.

On balance, a 3 metre setback provides the opportunity for sufficient volume of landscape (in depth and height) to make a meaningful contribution to the street while also provide a 'hard' urban edge to provide overall street definition.



0 METRE

Appropriate to align with heritage buildings and existing shopfronts in Precinct 3.



2 METRES

This example demonstrates that a 2 metre setback can provide meaningful amount of landscape, however the opportunity to plant medium sized trees is compromised by the insufficient depth with the street canopy intruding into the footpath space to a great degree.

Increasing this to 3 metres will improve the volume of space available for a tree planting.



4 METRES

Increasing the setback to approximately 4 metres starts to diminish street definition as the building is located too far from the footpath edge.



5 METRES

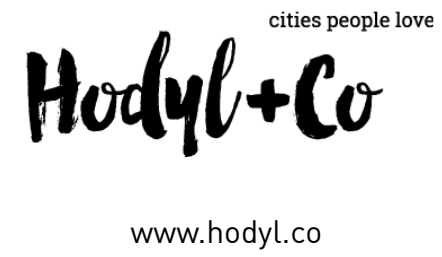
The loss of an defined edge to the street is further exacerbated by increasing the setback to 5 metres.



9/12 METRES

Larger setbacks create the opportunity for semi-public open space that can be utilised for more active uses such as outdoor eating, socialising or community events. These examples include at grade car parking which is not desirable in the street frontage.

All setbacks distances are approximate, rounded to the nearest metre.



7.9. Governance Rules Review

Author Patrick O'Gorman – Senior Governance Coordinator

Authoriser General Manager Governance, Communications and Customer Service

Executive Summary

In response to Notice of Motion November 2024 a review to amend various provisions of the Governance Rules (the Rules) has been conducted. The proposed changes are:

- (a) Repealing the requirement for community members to submit a question in advance for public question time at Council Meetings, and
- (b) Requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised.

Council has completed the statutory requirements including conducting community consultation with the feedback presented in this report. A detailed document of the community consultation feedback is found in Attachment Two.

The results of the community engagement were generally supportive of the amended Rules. Therefore, it is recommended that Council adopt the Rules as provided in Attachment One.

Officer Recommendation

1. That Council, having considered feedback from community consultation, adopt the Governance Rules as amended in Attachment one.

History and background

1. At its meeting held on **17 December 2024**, Council resolved:

That Council proceed to community engagement in accordance with section 60 (4) of the Governance Rules with the following amendments to clause 53 of Council's Governance Rules:

53 – Question Time

53.1 – Unless Council resolves to the contrary, there must be a Question Time at every Ordinary Council Meeting to enable members of the public to ask questions of Council:

53.2 - During public question time:

53.2.1 - the Chair must offer the person lodging the question the opportunity to ask their question.

53. 2.2 - the time permitted for asking a question will be three minutes.

53. 2.3 - the Chair, or a person nominated by the Chair must provide a succinct response to the question.

53. 2.4 - if required, the Chair must offer the person asking the question a further one minute to ask a question of clarification that relates to the prior question asked.

53. 2.5 - the Chair, or a person nominated by the Chair shall provide a further response to the question of clarification.

53. 2.6 - A person asking a question will be asked to provide their contact details for the purpose of any necessary follow-up response to the matter raised.

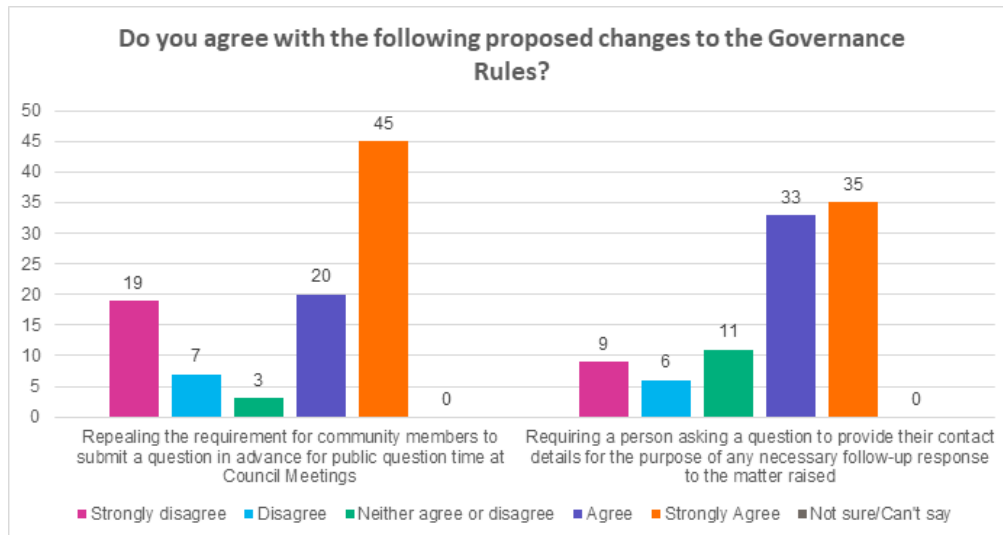
Discussion

Community engagement process

2. Council must ensure that a process of community engagement is followed in developing or amending the Rules, in accordance with section 60(4) of the Local Government Act 2020 (the Act).
3. Community engagement on the proposed changes to the Governance Rules commenced on 28 January 2025 and concluded on 24 February 2025. Feedback on the Rules was available via Your Say Yarra.
4. Consultation was promoted via:
 - (a) Council's social media channels (reaching over 4,200 people);
 - (b) Council email newsletters including Yarra Life and Your Say Yarra email newsletter (reaching more than 8,406 subscribers), and
 - (c) News story on Council's website and promotion on Council's homepage.

Results of community consultation

5. The Your Say Yarra page had 335 views from 246 visitors, resulting in 95 responses.
6. The consultation provided the following proposition on the proposed amendments to the Governance Rules; "Do you agree with the following proposed changes to the Governance Rules? Please indicate your level of agreement from 'Strongly disagree' to 'strongly agree':"
 - (a) Repealing the requirement for community members to submit a question in advance for public question time at Council Meetings; and
 - (b) Requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised (for example, where a complete response may not be able to be provided at the Council Meeting).
7. Members of the public were also invited to provide any additional feedback on the proposed changes. The results are as follows:



8. The most significant amount of feedback 'agree' and 'strongly agree' (69%) with repealing the requirement for community members to submit a question in advance for public question time at Council meetings.
9. The most significant amount of feedback 'agree' and 'strongly agree' (72%) with requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised.

Options

Option 1 – Amend the Rules as proposed **Recommended**

10. This option is recommended as it will comply with the legislative process of amending the Rules and considering the community feedback provided.

Option 2 – Make slight amendments to the Rules as proposed **Not recommended**

11. Council may resolve to partly amend the Rules on the provisions that were out for public exhibition, however Council cannot resolve to make amendments to other sections of the Rules without first resolving to proceed to another community engagement process on any further changes.

Option 3 – Do not amend the Rules as proposed **Not recommended**

12. Council is not obligated to amend the Rules as proposed under the Act, however this is not recommended as it would be contrary to the community engagement process and Council would not be acting in accordance with the community feedback provided. In the interests of best practice, a resolution of Council must be sought should Council wish to not make changes to the Rules.

Community and stakeholder engagement

13. Community members were invited to provide additional feedback in which they could comment on their feedback provided. In total, 43 comments were provided. The

comments have been analyzed and broken down into recurring themes of feedback and an officer response where appropriate has been provided below.

14. Attachment two provides further information on the individual responses provided to Council.

Repealing the requirement for community members to submit a question in advance for public question time at Council Meetings	
Issues raised:	Officer response:
Desire for prepared responses	Should the proposed changes to the Governance Rules be amended, there will be no rules that would limit the ability for Council to provide an option for questions to be submitted in advance, therefore prepared responses may be provided (subject to time of submission).
General support for change	Responses noted.
Support a combination of prepared and questions in the moment	Should the proposed changes to the Governance Rules be amended, there will be no rules that would limit the ability for Council to provide an option for questions to be submitted in advance, therefore prepared responses may be provided (subject to time of submission).
Concern meeting will become longer/too long	Responses noted.
Desire to participate in the meeting online	The Governance Rules do not allow participation of community members by electronic means of communication.
Amendment may disrupt Council Meetings or encourage poor behaviour	The Chair may order the removal of any person who disrupts any meeting under section 68.1 of the Rules.
Requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised	
General support for the change	Responses noted.
Support for using contact details to verify resident/ratepayers	Responses noted.
Request ability to provide contact details confidentially	All contact details provided will be managed and stored in accordance with Council's Information Privacy Policy and the Privacy and Data Protection Act 2014.
Request making the requirement for contact details optional	Contact details will only be sought should any necessary follow up is required.

Strategic Analysis

Alignment to Council Plan

Strategic Objective six - Democracy and governance

- 6.4 Practice good governance, transparency and accountable planning and decision-making

15. Council is committed to upholding its statutory obligations under the Act by proceeding with community engagement on the draft Rules, prior to formal consideration at the April Council meeting.

Climate emergency

16. Not applicable to this report.

Community and social implications

17. Not applicable to this report.

Economic development implications

18. Not applicable to this report.

Human rights and gender equality implications

19. Not applicable to this report.

Finance and Resource Impacts and Interdependencies

20. Not applicable to this report.

Legal and Legislative obligations

Conflict of interest disclosure

21. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

22. Council may run the risk of negatively impacting its reputation should it not proceed as proposed and not respond to the feedback given by the community.
23. Conversely, should Council resolve to implement the amendments to the Rules, the Chair will need to carefully manage the questions asked without notice and ensure their compliance with section 53.6 of the Rules, with a particular regard to sub-Rules 53.6.3, 53.6.5 and 53.6.6:

53.6: A question may be disallowed by the Chair if the Chair determines that it:

53.6.1 relates to a matter to be considered by Council at the meeting at which the question is proposed to be asked;

53.6.2 relates to a matter outside the duties, functions and powers of Council;

53.6.3 is defamatory, indecent, abusive, offensive, irrelevant, trivial or objectionable in language or substance;

53.6.4 deals with a subject matter already answered;

53.6.5 is aimed at embarrassing a Councillor or a member of Council staff;

53.6.6 includes or relates to confidential information; or

53.6.7 relates to a matter that is subject (or, in the opinion of the Chair, potentially subject) to legal proceedings

24. Consideration must also be given to the risk that questions may need to be taken on notice by officers, given they may not have the knowledge or background at hand to sufficiently answer a question provided. In addition, officers may open themselves up to reputational risk, should they provide an answer that in hindsight may not appropriately answer the question.
25. Officers have created a process to collect contact details from community members in this instance where a necessary follow-up response is required. This process complies with Council's obligations under the Privacy Policy, however Council may need to mitigate concerns of community members' private information being collected.
26. Council cannot make changes to the Governance Rules that were not subject to the consultation Should Council wish to make further changes to the Rules then a new process of community consultation would need to occur.

Implementation Strategy

Communication

27. The adopted Governance Rules will be published on Council's website and will take effect from the May Council meeting.

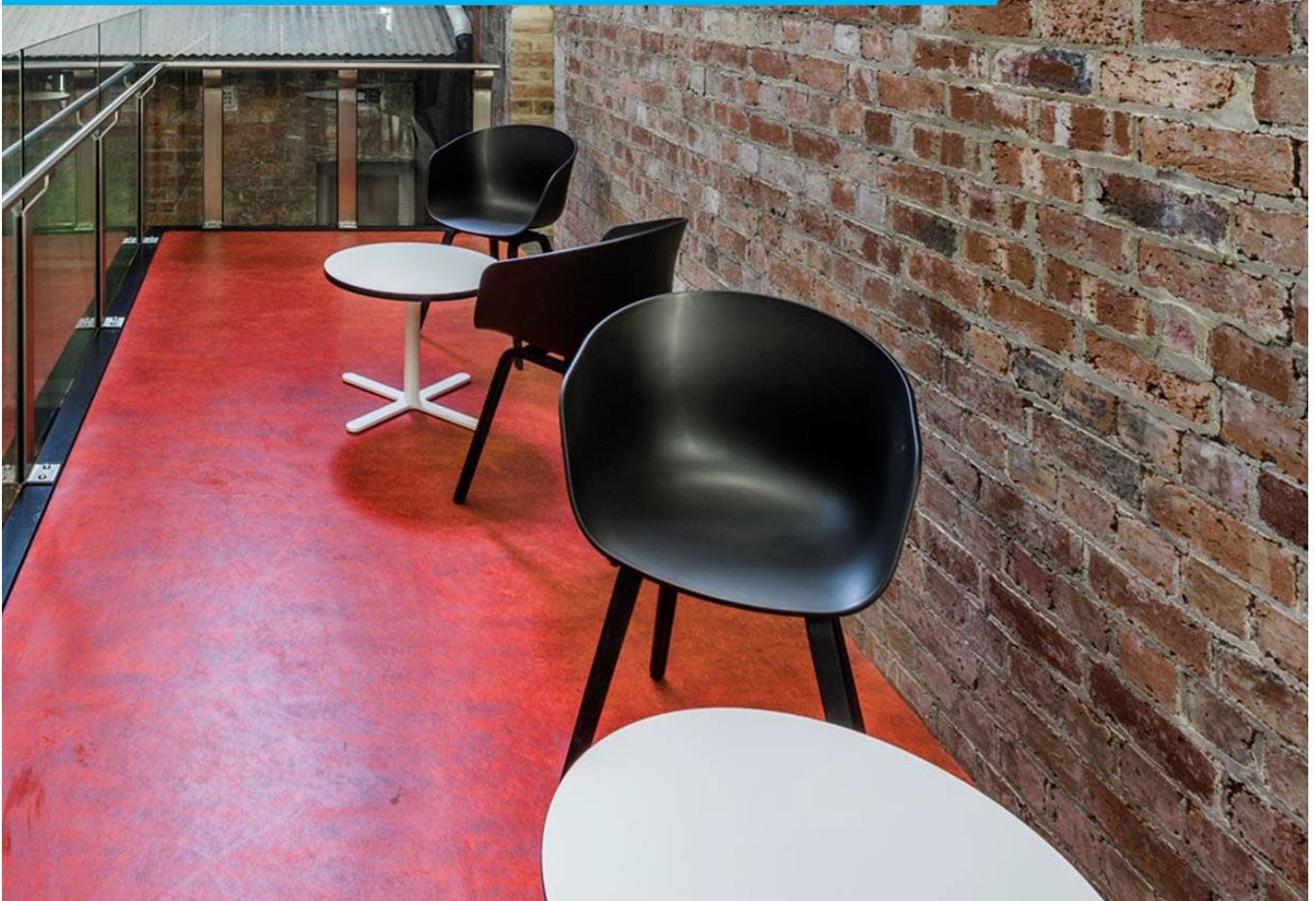
Report attachments

1. 7.9.1 Governance Rules April Council Meeting Amendments 2025
2. 7.9.2 Governance Rules Review 2025 - Engagement Report



Governance Rules

Incorporating the Election Period Policy



Title	Governance Rules
Description	This policy constitutes the Governance Rules required by section 60 of the Local Government Act 2020 and is to be read in addition to the requirements of that Act.
Category	Governance
Type	Policy
Approval authority	Council
Responsible officer	Senior Governance Advisor
Approval date	8 April 2025
Review cycle	Every ten years
Review date	23 August 2032
Document Reference	D20/137840
Human Rights compatibility	This policy has been assessed and is compatible with the Victorian Charter of Human Rights and Responsibilities

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CHAPTER ONE - INTRODUCTION

Part A - Preliminary

1. Nature of rules

- 1.1 These are the Governance Rules of Yarra City Council, made in accordance with section 60 of the *Local Government Act 2020*.

2. Date of commencement

- 2.1 These Governance Rules commence on 8 April 2025.

3. Contents

- 3.1 These Governance Rules are divided into the following Chapters:

- 3.1.1 Chapter 1 - Introduction
- 3.1.2 Chapter 2 - Council Meetings
- 3.1.3 Chapter 3 - Delegated Committee Meetings
- 3.1.4 Chapter 4 - Disclosure of Conflicts of Interest
- 3.1.5 Chapter 5 – Confidential Information
- 3.1.6 Chapter 6 – Election Period Policy

4. Definitions

- 4.1 In these Governance Rules, unless the context suggests otherwise the following words and phrases mean:
- 4.1.1 'Act' means the Local Government Act 2020;
 - 4.1.2 '*agenda*' means the notice of a meeting setting out the business to be transacted at the meeting;
 - 4.1.3 '*applicant*' means a person who has submitted an application for permit in accordance with section 47 of the Planning and Environment Act 1987 (or their representative);
 - 4.1.4 '*Chair*' means the chair of a meeting and includes a Councillor who is appointed by resolution to chair a meeting under section 61(3) of the *Act*;
 - 4.1.5 '*Chief Executive Officer*' includes an acting chief executive officer;
 - 4.1.6 '*Community Engagement Policy*' has the same meaning as in the *Act*;
 - 4.1.7 '*confidential information*' has the same meaning as in the *Act*;
 - 4.1.8 '*Council meeting*' has the same meaning as in the *Act*;

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- 4.1.9 *'Council'* means Yarra City Council;
- 4.1.10 *'Delegated Committee'* means a delegated committee established under section 63 of the *Act* or a joint delegated committee established under section 64 of the *Act*;
- 4.1.11 *'election period'* has the same meaning as in the *Act*;
- 4.1.12 *'electoral material'* has the same meaning as in the *Act*;
- 4.1.13 *'electoral matter'* has the same meaning as in the *Act*;
- 4.1.14 *'Extraordinary Council Meeting'* means a *Council meeting* called under Chapter Two, Rule 10 of *these Rules*;
- 4.1.15 *'Mayor'* means the Mayor of Council;
- 4.1.16 *'meeting conducted under the auspices of Council'* means a meeting of the kind described in section 131(1) of the *Act* and includes a meeting which:
 - (a) is scheduled or planned for the purpose of discussing the business of *Council* or briefing Councillors;
 - (b) is attended by a majority of Councillors;
 - (c) is attended by at least one member of *Council* staff; and
 - (d) is not a *Council meeting* or *Delegated Committee* meeting;
- 4.1.17 *'meeting rules'* means the rules for the conduct of *Council meetings* set out at Chapter Two of *these Rules*;
- 4.1.18 *'member of a Delegated Committee'* includes a Councillor;
- 4.1.19 *'municipal district'* means the municipal district of *Council*;
- 4.1.20 *'notice of motion'* means a notice setting out the text of a motion, which it is proposed to move at the next relevant meeting;
- 4.1.21 *'notice of rescission'* means a *notice of motion* to rescind a resolution made by *Council*;
- 4.1.22 *'objector'* means a person who has submitted an objection to an application for permit in accordance with section 57 of the Planning and Environment Act 1987 (or their representative);
- 4.1.23 *'Ordinary Council Meeting'* means a *Council meeting* called under Chapter Two, Rule 9 of *these Rules*;
- 4.1.24 *'Planning Decisions Committee'* means the *Delegated Committee* by that name established by *Council* for the purpose of considering planning permits and related matters;
- 4.1.25 *'these Rules'* means these Governance Rules; and

4.1.26 '*written*' includes duplicated, lithographed, photocopied, printed and typed, and extends to both hard copy and soft copy form, and *writing* has a corresponding meaning.

4.2 Introductions to parts, headings and notes are explanatory notes and do not form part of *these Rules*. They are provided to assist understanding.

5. Context

5.1 *These Rules* should be read in the context of and in conjunction with:

5.1.1 the overarching governance principles specified in section 9(2) of the *Act*; and

5.1.2 any relevant policies adopted or approved by *Council*:

6. Decision making

6.1 In any matter in which a decision must be made by *Council* (including persons acting with the delegated authority of *Council*), *Council* must consider the matter and make a decision:

6.1.1 fairly, by giving consideration and making a decision which is balanced, ethical and impartial; and

6.1.2 on the merits, free from favouritism or self-interest and without regard to irrelevant or unauthorised considerations

6.2 *Council* must, when making any decision to which the principles of natural justice apply, adhere to the principles of natural justice (including, without limitation, ensuring that any person whose rights will be directly affected by a decision of *Council* is entitled to communicate their views and have their interests considered).

CHAPTER TWO - COUNCIL MEETINGS

The purpose of this Chapter is to provide for the election of the Mayor and Deputy Mayor, provide for the appointment of any Acting Mayor; and provide for the procedures governing the conduct of Council meetings.

Part A – Election of Mayor

This Part is concerned with the annual election of the Mayor. It describes how the Mayor is to be elected.

1. Election of the Mayor
 - 1.1 The *Chief Executive Officer* must facilitate the election of the *Mayor* in accordance with the provisions of the *Act*.
2. Method of voting
 - 2.1 The election of the *Mayor* must be carried out by a show of hands or by such other means as the *Chief Executive Officer* lawfully permits.
3. Determining the election of the Mayor
 - 3.1 The *Chief Executive Officer* must open the meeting at which the *Mayor* is to be elected, and invite nominations for the office of *Mayor*.
 - 3.2 Any nominations for the office of *Mayor* must be:
 - 3.2.1 moved by a Councillor; and
 - 3.2.2 accepted by the nominee, either in person at the meeting or in writing.
 - 3.3 Once nominations for the office of *Mayor* have been received, the *Chief Executive Officer* must confirm that no further nominations can be accepted. At that point, nominees become candidates for election and their candidature cannot be withdrawn.
 - 3.4 Each nominee must then be provided up to five minutes to address *Council*, in the order in which their nominations were received.
4. When there are three or more candidates
 - 4.1 If there are three or more candidates (or three or more remaining candidates after the completion of the process in this Rule) for the office of *Mayor*, the following provisions will govern the election of the *Mayor*:
 - 4.1.1 The Councillors present at the meeting must vote for one of the candidates;
 - 4.1.2 In the event of a candidate receiving an *absolute majority* of the votes, that candidate is declared to have been elected;

- 4.1.3 If no candidate receives an *absolute majority* of the votes, the candidate with the fewest number of votes is declared defeated; and
 - 4.1.4 If two or more candidates have an equal lowest number of votes the defeated candidate is determined by lot in accordance with the following provisions:
 - (a) the name of each candidate is placed in a receptacle;
 - (b) the *Chief Executive Officer* draws one name from the receptacle; and
 - (c) the candidate whose name is drawn is declared defeated.
 - 4.2 Following the declaration of a candidate as a defeated candidate, all previous votes are declared void, and the process returns to this Rule 4 or Rule 5 (as applicable) with all remaining candidates.
- 5. When there are two candidates
 - 5.1 If there are two candidates (or two remaining candidates after the completion of the process in Rule 4) for the office of *Mayor*, the following provisions will govern the election of the *Mayor*:
 - 5.1.1 The Councillors present at the meeting must vote for one of the candidates;
 - 5.1.2 In the event of a candidate receiving an absolute majority of the votes, that candidate is declared to have been elected;
 - 5.1.3 If there are two candidates remaining and neither candidate receives an absolute majority of votes, the votes are declared void and a further round of voting is conducted immediately; and
 - 5.1.4 If, after a second round of voting, neither candidate receives an absolute majority of votes, the election is declared void and the *Council* must resolve to:
 - (a) conduct a further election immediately; or
 - (b) conduct a further election at a later time or date as soon as practicable but no later than seven days after the current meeting.
- 6. When there is one candidate
 - 6.1 If there is only one candidate for the office of *Mayor*, that candidate must be declared to be duly elected;
- 7. Election of Deputy Mayor and chairs of Delegated Committees
 - 7.1 Any election for:
 - 7.1.1 any office of Deputy Mayor; or
 - 7.1.2 the chair of a *Delegated Committee*

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- 7.2 will be regulated by Rules 1 to 6 (inclusive) of this Chapter, as if the reference to the:
 - 7.2.1 *Chief Executive Officer* is a reference to the *Mayor*; and
 - 7.2.2 *Mayor* is a reference to the Deputy Mayor or the *Chair* of the *Delegated Committee* (as the case may be).

8. Appointment of Acting Mayor

- 8.1 If it becomes necessary to appoint an Acting Mayor, *Council* can do so by:
 - 8.1.1 resolving that a specified Councillor be so appointed; or
 - 8.1.2 following the procedure set out in Rules 1 to 6 (inclusive) of this Chapter,
- 8.2 at its discretion.

Part B – Meetings procedure

This Part is divided into a number of Divisions. Each Division addresses a distinct aspect of the holding of a meeting. Collectively, the Divisions describe how and when a meeting is convened, when and how business may be transacted at a meeting.

Division 1 – Notices of meetings and delivery of agendas

9. Ordinary Council Meetings

- 9.1 The dates and times of *Ordinary Council Meetings* will be fixed by *Council* from time to time.
- 9.2 The location of *Ordinary Council Meetings* will be fixed by the *Chief Executive Officer*.

10. Extraordinary Council Meetings

- 10.1 The *Mayor* or at least three Councillors may by a *written* notice call, or *Council* may by resolution call, an *Extraordinary Council meeting*.
- 10.2 The *Chief Executive Officer* may, by a *written* notice within 14 days of the result of a *Council* election or by-election being declared, call an *Extraordinary Council Meeting*.
- 10.3 The *written* notice or resolution must specify the date and time of the *Extraordinary Council meeting* and the business to be transacted.
- 10.4 The *Chief Executive Officer* must convene the *Extraordinary Council meeting* as specified in the *written* notice or resolution.
- 10.5 Unless all Councillors are present and unanimously agree to deal with any other matter, only the business specified in the *written* notice or resolution can be transacted at the *Extraordinary Council meeting*.

11. Determination of meeting format

It is Council's view that while there is a place for the use of electronic means of communication in formal meetings, a move away from in person meetings as the primary decision-making forum would be detrimental to good governance and transparent decision-making. Further, the sole reliance on electronic meeting platforms would disenfranchise members of the public who would otherwise be able to participate.

- 11.1 *Council meetings* must be conducted in person except in circumstances where the *Chief Executive Officer* determines that:
 - 11.1.1 a meeting held in person may be unable to achieve and maintain a quorum;
 - 11.1.2 a meeting held in person presents a risk to the health and safety of Councillors, staff or the community;
 - 11.1.3 all or part of the meeting is planned to be closed to members of the public under section 66(2) of the *Act*;
 - 11.1.4 the orderly conduct of a meeting held in person may not be possible; or
 - 11.1.5 suitable meeting facilities may not be available.
- 11.2 in which case, the *Chief Executive Officer* may determine that the meeting will be held by electronic means of communication.

12. Meetings conducted in person

- 12.1 At a meeting conducted in person, a Councillor may lodge a request with the *Chief Executive Officer* to participate in the meeting by electronic means of communication if:
 - 12.1.1 they are not lawfully permitted to physically attend due to an order or direction made under the Public Health and Wellbeing Act 2008;
 - 12.1.2 they are satisfied that they are fit to conscientiously perform the role of a Councillor; and
 - 12.1.3 the request is lodged at least two hours before the commencement of the meeting.
- 12.2 The *Chief Executive Officer* must grant permission to any Councillor who has lodged a request that satisfies the requirements of sub-Rule 12.1, and make arrangements to facilitate the participation by that Councillor in the meeting by electronic means of communication.
- 12.3 At a meeting conducted in person, a Councillor who has been granted permission to participate by electronic means of communication:
 - 12.3.1 will be able to participate by electronic means of communication according to arrangements facilitated by the *Chief Executive Officer*; and
 - 12.3.2 is subject to the provisions of Rule 13 in so far as they are applicable.

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- 12.4 At a meeting conducted in person, a Councillor who has not been granted permission to participate by electronic means of communication must:
 - 12.4.1 be physically present in order to participate; and
 - 12.4.2 not be recorded as having been present at the meeting if they are present only by electronic means of communication.

13. Meetings conducted by electronic means of communication

- 13.1 At meetings conducted by electronic means of communication, the following modifications to the application of the Rules in this Chapter are to be made:
 - 13.1.1 references to a Councillor being present at a meeting shall be a reference to a Councillor being able to both hear and see other members in attendance and be heard and be seen by other members in attendance;
 - 13.1.2 momentary absences (of less than one minute) will not be recorded as absences for the purposes of the meeting minutes, unless a vote or the *Chair's* request for the declaration of conflicts of interest occurs during the absence;
 - 13.1.3 casting a vote may occur by a Councillor either raising their hand in view of their camera such that it can be seen by other members in attendance or, at the *Chair's* request, verbally stating their vote;
 - 13.1.4 in the event of the absence of a Councillor during a vote due to an apparent technical failure, a Councillor or member of staff may bring this to the attention of the meeting *Chair*, who may briefly adjourn the meeting to enable the Councillor to re-join the meeting. Should the Councillor be unable to reconnect within five minutes, the meeting may resume in the Councillor's absence; and
 - 13.1.5 in the event of a Councillor being required to leave a meeting due to the declaration of a conflict of interest, the Councillor may leave the meeting by disconnecting from the online meeting platform.
- 13.2 The *Chair* may, with the consent of the meeting, modify the application of any of the Rules in this Chapter to facilitate the more efficient and effective transaction of the business of a meeting which is conducted by electronic means of communication.

14. Notice of meeting

- 14.1 A notice of meeting, incorporating or accompanied by an *agenda* of the business to be dealt with, must be delivered or sent electronically to every Councillor for all *Council meetings* at least 24 hours before the meeting.
- 14.2 Reasonable notice of each *Council meeting* must be provided to the public. *Council* may do this by publishing details of the meeting on its website as soon as practicable after the meeting has been scheduled.

15. Rescheduling or cancelling meetings

- 15.1 *Council* may reschedule or cancel any *Council meeting* which has been fixed by it.
- 15.2 The *Chief Executive Officer* may reschedule or cancel any *Council meeting* by giving such notice by electronic means to Councillors as soon as is reasonably practicable, where the *Chief Executive Officer* is satisfied that the cancellation or postponement is warranted because:
 - 15.2.1 of an emergency;
 - 15.2.2 a quorum will not be achieved due to apologies received ahead of the *Council meeting*;
 - 15.2.3 there is insufficient material in the *agenda* to justify a *Council meeting* being held;
 - 15.2.4 holding the *Council meeting* would give rise to a risk to health and / or safety; or
 - 15.2.5 of other circumstances having arisen which make the holding of the *Council meeting* undesirable.
- 15.3 If a meeting is rescheduled or cancelled, Rule 14 applies to the extent that is reasonably practicable.

Division 2 – Quorums

16. Inability to obtain a quorum

- 16.1 If after 30 minutes from the scheduled starting time of any *Council meeting*, a quorum cannot be obtained:
 - 16.1.1 the meeting will be deemed to have lapsed;
 - 16.1.2 the *Mayor* must convene another *Council meeting*, the *agenda* for which will be identical to the *agenda* for the lapsed meeting; and
 - 16.1.3 the *Chief Executive Officer* must give all Councillors *written* notice of the meeting convened by the *Mayor*.

17. Inability to maintain a quorum

- 17.1 If during any *Council meeting*, a quorum cannot be maintained then Rule 16 will apply as if the reference to the meeting is a reference to so much of the meeting as remains.
- 17.2 Sub-Rule 17.1 does not apply if the inability to maintain a quorum is because of the number of Councillors who have a conflict of interest in the matter to be considered.

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18. Adjourned meetings

- 18.1 *Council* may adjourn any meeting to another date, time or place.
- 18.2 The *Chief Executive Officer* must give *written* notice to each Councillor of the date, time and place to which the meeting stands adjourned and of the business remaining to be considered.
- 18.3 If it is impracticable for the notice given under sub-Rule 18.2 to be in *writing*, the *Chief Executive Officer* must give notice to each Councillor by telephone or in person.

19. Time limits for meetings

- 19.1 A *Council meeting* must not continue after 11.00pm unless a majority of Councillors present vote in favour of it continuing.
- 19.2 Each continuance can be up to a further 30 minutes, although there is no limit on the number of such continuances.
- 19.3 In the absence of such continuance, the meeting must stand adjourned to a time, date and place announced by the *Chair* immediately prior to the meeting standing adjourned. In that event, the provisions of Sub-Rules 18.2 and 18.3 apply.

Division 3 – Business of meetings

20. Agenda and the order of business

- 20.1 The *agenda* and order of business for a *Council meeting* is to be determined by the *Chief Executive Officer* so as to facilitate and maintain open, efficient and effective processes of government.

21. Change to order of business

- 21.1 Once an *agenda* has been sent to Councillors, the order of business for that *Council meeting* may be altered with the consent of *Council*.

22. General Business

- 22.1 If the *agenda* for a *Council meeting* makes provision for General Business, motions may only be admitted as General Business where they:
 - 22.1.1 call for a report to be prepared for subsequent consideration by *Council* or a *Delegated Committee*;
 - 22.1.2 arise from a matter considered by an Advisory Committee and are presented as part of a Delegate's Report;
 - 22.1.3 seek *Council* to undertake advocacy in relation a matter of established *Council* policy (such as sending a letter setting out *Council's* position on a matter); or

- 22.1.4 are symbolic or ceremonial in nature (such as a condolence motion or motion to congratulate a member of the public upon the receipt of an award).
- 22.2 General Business motions cannot be considered where they:
 - 22.2.1 would require an expenditure or commitment of *Council* resources of greater than \$1,000;
 - 22.2.2 establish *Council* policy; or
 - 22.2.3 are beyond *Council's* powers to implement.
- 22.3 Where, in the opinion of the *Chief Executive Officer*, taking action on an item of General Business would be contrary to these provisions or the interests of *Council*, implementation of that resolution must be placed on hold and a further report must be brought to *Council* as soon as practicable to seek further direction.

23. Delegate's Reports

- 23.1 A Delegate's Report provides an opportunity for a Councillor to update *Council* and provide advice or other information in relation to the activities of:
 - 23.1.1 an Advisory Committee;
 - 23.1.2 an Interest Group; or
 - 23.1.3 an external organisation
- 23.2 to which the Councillor has been appointed by *Council* as its delegate.
- 23.3 If the *agenda* for a *Council meeting* makes provision for Delegate's Reports, a Councillor may submit a report by:
 - 23.3.1 tabling a *written* report; or
 - 23.3.2 providing an oral report to the meeting.
- 23.4 The full text of any Delegate's Report tabled in *writing* must be included in the minutes of the meeting.

24. Urgent business

- 24.1 If the *agenda* for a *Council meeting* makes provision for urgent business, business can only be admitted as urgent business if:
 - 24.1.1 it is proposed for admission by the *Chief Executive Officer* after the *Chief Executive Officer* has consulted the *Mayor*;
 - 24.1.2 the *Chair* has been given *written* notice and portent of the proposed matter to be raised and has approved the admission of the item;
 - 24.1.3 it relates to or arises out of a matter which has arisen since distribution of the *agenda*; and

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- 24.1.4 it cannot safely or conveniently be deferred until the next *Council meeting*.
- 24.2 A Councillor may submit an item intended for inclusion as an item of urgent business to the *Chief Executive Officer* for consideration in accordance with this Rule 24.

25. Notices of motion

- 25.1 Councillors may ensure that an issue is listed on an *agenda* by lodging a *notice of motion*.
- 25.2 A *notice of motion* must be in *writing* signed by a Councillor, and be lodged with or sent to the *Chief Executive Officer* six clear days before the scheduled commencement of the meeting.

By way of example. If a Council Meeting were scheduled for a Tuesday evening, the latest time a notice of motion could be submitted for consideration at that meeting would be 11.59pm on the previous Tuesday. This would provide six clear days (Wednesday, Thursday, Friday, Saturday, Sunday and Monday) before the day of the meeting.

- 25.3 A *notice of motion* must call for a *Council* report if the *notice of motion* proposes any action that:
 - 25.3.1 impacts the levels of *Council* service; or
 - 25.3.2 commits *Council* to expenditure that is not included in the adopted *Council* Budget.
- 25.4 The *Chief Executive Officer* may reject any *notice of motion* which:
 - 25.4.1 is vague or unclear in intention;
 - 25.4.2 does not satisfy the requirements of sub-Rule 25.3;
 - 25.4.3 is beyond *Council's* power to pass; or
 - 25.4.4 if passed would result in *Council* otherwise acting unlawfully
- 25.5 but must, if it is practicable to do so:
 - 25.5.1 give the Councillor who lodged it an opportunity to amend it prior to rejection, if an amendment is, in the circumstances, practicable; and
 - 25.5.2 notify in *writing* the Councillor who lodged it of the rejection and reasons for the rejection.
- 25.6 The full text of any *notice of motion* accepted by the *Chief Executive Officer* must be included in the *agenda*.
- 25.7 The *Chief Executive Officer* must cause all *notices of motion* to be dated and numbered in the order in which they were received.
- 25.8 Except by leave of *Council*, each *notice of motion* before any meeting must be considered in the order in which they were received.

- 25.9 If a Councillor who has given a *notice of motion* is absent from the meeting or fails to move the motion when called upon by the *Chair*, any other Councillor may move the motion.
- 25.10 If a *notice of motion* is not moved at the *Council meeting* at which it is listed, it lapses.

Division 4 – Motions and debate

26. Chair's duty

- 26.1 Any motion which is determined by the *Chair* to be:
 - 26.1.1 defamatory;
 - 26.1.2 objectionable in language or nature;
 - 26.1.3 vague or unclear in intention;
 - 26.1.4 outside the powers of *Council*; or
 - 26.1.5 irrelevant to the item of business on the *agenda* and has not been admitted as Urgent Business, or purports to be an amendment but is not,must not be accepted by the *Chair*.

27. Introducing a motion or an amendment

- 27.1 The procedure for moving any motion or amendment is:
 - 27.1.1 the mover must state the motion without speaking to it or table the wording of the motion in *writing*;
 - 27.1.2 the motion must be seconded and the seconder must be a Councillor other than the mover. If a motion is not seconded, the motion lapses for want of a seconder; and
 - 27.1.3 if a motion or an amendment is moved and seconded and no Councillor other than the mover or seconder indicates a desire to speak to it, the *Chair* may put the motion to the vote without discussion.
- 27.2 The procedure for debating the motion or amendment is:
 - 27.2.1 if a Councillor other than the mover or seconder of a motion indicates a desire to speak to it, then the *Chair* must call on the mover to address the meeting;
 - 27.2.2 after the mover has addressed the meeting, the seconder may address the meeting; and
 - 27.2.3 after the seconder has addressed the meeting (or after the mover has addressed the meeting if the seconder does not address the meeting), the *Chair* must invite speakers for and against the motion alternately until this is

exhausted. Then the *Chair* may invite any Councillor who has not spoken and wishes to speak to the motion to do so.

28. Right of reply

- 28.1 The mover of a motion has a right of reply to matters raised during debate, except:
 - 28.1.1 a motion where no Councillor other than the mover and seconder have spoken to the motion;
 - 28.1.2 a motion that has been amended; and
 - 28.1.3 an amendment.
- 28.2 If a right of reply exists, the mover must first be invited to speak to the motion and then the motion must immediately be put to the vote without any further comment, discussion or debate.
- 28.3 If no right of reply exists, the motion must immediately be put to the vote without any further comment, discussion or debate.

29. Moving an amendment

- 29.1 Subject to sub-Rule 29.2, a motion which has been moved and seconded may be amended by leaving out or adding words. Any added words must be relevant to the subject of the motion.
- 29.2 A motion to confirm a previous resolution of *Council* cannot be amended.
- 29.3 An amendment must not be contrary to the motion.

30. Who may propose an amendment

- 30.1 An amendment may be proposed or seconded by any Councillor, except the mover or seconder of the original motion.
- 30.2 Any one Councillor cannot move more than two amendments in succession.

31. How many amendments may be proposed

- 31.1 Any number of amendments may be proposed to a motion but only one amendment may be accepted by the *Chair* at any one time.
- 31.2 No second or subsequent amendment, whether to the motion or an amendment of it, may be taken into consideration until the previous amendment has been dealt with.

32. An amendment once carried

- 32.1 If the amendment is carried, the motion as amended then becomes the motion before the meeting.

33. Foreshadowing motions

- 33.1 At any time during debate a Councillor may foreshadow a motion so as to inform *Council* of their intention to move a motion at a later stage in the meeting.

34. Withdrawal of motions

- 34.1 Before any motion is put to the vote, it may be withdrawn by the mover or seconder.
- 34.2 If a motion is withdrawn, the *Chair* may invite another Councillor to move or second the motion, as the case requires.
- 34.3 If a Councillor moves or seconds the motion, then debate resumes.
- 34.4 If no Councillor moves or seconds the motion, then it lapses.

35. Separation of motions

- 35.1 Where a motion contains more than one part, a Councillor may request the *Chair* to put the motion to the vote in separate parts.

36. Chair may separate motions

- 36.1 The *Chair* may decide to put any motion to the vote in several parts.

37. Priority of address

- 37.1 In the case of competition for the right of speak, the *Chair* must decide the order in which the Councillors concerned will be heard.

38. Motions in writing

- 38.1 For clarity and to enable electronic display, the *Chair* may require that any motion be submitted in *writing*.
- 38.2 *Council* may adjourn the meeting while the motion is being *written* or *Council* may defer the matter until the motion has been *written*, allowing the meeting to proceed uninterrupted.

39. Repeating motion and/or amendment

- 39.1 The *Chair* may request the person taking the minutes of the *Council meeting* to read the motion or amendment to the meeting before the vote is taken.

40. Debate must be relevant to the motion

- 40.1 Debate must always be relevant to the motion before the *Chair*, and, if not, the *Chair* must request the speaker to confine debate to the motion.

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- 40.2 If after being requested to confine debate to the motion before the *Chair*, the speaker continues to debate irrelevant matters, the *Chair* may direct the speaker not to speak further in respect of the motion then before the *Chair*.

41. Speaking times

- 41.1 A Councillor must not speak longer than the time set out below, unless granted an extension by the *Chair*:
- 41.1.1 the mover of a motion or an amendment: three minutes;
 - 41.1.2 any other Councillor: three minutes; and
 - 41.1.3 the mover of a motion exercising a right of reply: two minutes.

42. Mode of addressing

- 42.1 If the *Chair* so determines:
- 42.1.1 any person addressing the *Chair* must refer to the *Chair* as:
 - (a) Mayor; or
 - (b) Deputy Mayor; or
 - (c) Acting Mayor; or
 - (d) Chair,
 - 42.1.2 as the case may be;
- 42.2 all Councillors, other than the *Mayor and Deputy Mayor*, must be addressed as:
- 42.2.1 Cr(name); and
- 42.3 all members of *Council* staff, must be addressed by name as appropriate or by their official title.

43. Right to ask questions

- 43.1 At any time before the debate has commenced, a Councillor may, when no other Councillor is speaking, ask any question concerning or arising out of the motion or amendment before the *Chair*.
- 43.2 The debate has commenced when a Councillor addresses the meeting under sub-Rule 27.2 in relation to a motion or an amendment (as the case may be).
- 43.3 The *Chair* has the right to limit questions and direct that debate be commenced.

Division 5 – Procedural motions

44. Procedural motions

- 44.1 Unless otherwise prohibited, a procedural motion may be moved at any time and must be dealt with immediately by the *Chair*.
- 44.2 Procedural motions require a seconder.
- 44.3 Notwithstanding any other provision in this Chapter, procedural motions must be dealt with in accordance with the following table:

Procedural motion	Adjournment of debate to later hour and/or date	Adjournment of debate indefinitely	The closure
Form	That this matter be adjourned to *am/pm and/or *date	That this matter be adjourned until further notice	That the motion be now put
Mover and seconder	Any Councillor who has not moved or seconded the original motion or otherwise spoken to the original motion	Any Councillor who has not moved or seconded the original motion or otherwise spoken to the original motion	Any Councillor who has not moved or seconded the original motion or otherwise spoken to the original motion
When motion prohibited	(a) During the election of a <i>Chair</i> ; (b) When another Councillor is speaking	(a) During the election of a <i>Chair</i> ; (b) When another Councillor is speaking; or (c) When the motion would have the effect of causing <i>Council</i> to be in breach of a legislative requirement	During nominations for a <i>Chair</i>
Effect if carried	Motion and amendment is postponed to the stated time and/or date	Motion and any amendment postponed but may be resumed at any later meeting if on the <i>agenda</i>	Motion or amendment in respect of which the closure is carried is put to the vote immediately without debate of this motion, subject to any Councillor exercising the right to ask any question concerning or arising out of the motion
Effect if lost	Debate continues unaffected	Debate continues unaffected	Debate continues unaffected
Debate permitted on motion	Yes	Yes	No

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Division 6 – Rescission motions

45. Notice of rescission

It should be remembered that a notice of rescission is a form of notice of motion. Accordingly, all provisions in this Chapter regulating notices of motion equally apply to notices of rescission

- 45.1 A Councillor may propose a *notice of rescission* provided the *notice of rescission*:
 - 45.1.1 has been signed and dated;
 - 45.1.2 is delivered to the *Chief Executive Officer* by 11.00am on the day after the meeting at which the resolution sought to be rescinded was made;
 - 45.1.3 identifies the meeting and date when the resolution was made;
 - 45.1.4 identifies the resolution sought to be rescinded; and
 - 45.1.5 sets out the reasons for the *notice of rescission*.
- 45.2 The *Chief Executive Officer* is not required to accept a notice of rescission and must reject it if the resolution proposed to be rescinded has been acted on;
- 45.3 A resolution will be deemed to have been acted on if:
 - 45.3.1 its contents have or substance has been communicated in *writing* to a person whose interests are materially affected by it; or
 - 45.3.2 a statutory process has been commencedso as to vest enforceable rights in or obligations on *Council* or any other person.
- 45.4 The *Chief Executive Officer* or an appropriate member of *Council* staff must defer implementing a resolution which:
 - 45.4.1 has not been acted on; and
 - 45.4.2 is the subject of a *notice of rescission* which has been delivered to the *Chief Executive Officer* in accordance with sub-Rule 45.1.1,unless deferring implementation of the resolution would have the effect of depriving the resolution of efficacy.

By way of example, assume that, on a Monday evening, Council resolves to have legal representation at a planning appeal to be heard on the following Monday. Assume also that, immediately after that resolution is made, a Councillor lodges a notice of motion to rescind that resolution. Finally, assume that the notice of rescission would not be dealt with until the next Monday evening (being the evening of the day on which the planning appeal is to be heard).

In these circumstances, deferring implementation of the resolution would have the effect of depriving the resolution of efficacy. This is because the notice of rescission would not be debated until after the very thing contemplated by the resolution had come and gone. In

other words, by the time the notice of rescission was dealt with the opportunity for legal representation at the planning appeal would have been lost.

Sub-Rule 45.4 would, in such circumstances, justify the Chief Executive Officer or an appropriate member of Council staff actioning the resolution rather than deferring implementation of it.

- 45.5 Following receipt of a notice of rescission, the *Chief Executive Officer* must provide a copy to all Councillors and ask that they indicate whether they support the notice of rescission.
- 45.6 If, after a period of 24 hours has elapsed since the notification of Councillors under sub-Rule 45.5, less than three Councillors (including the Councillor who submitted the notice, whose support is to be presumed) have indicated to the *Chief Executive Officer* that they support it, the notice of rescission lapses and must not be placed on the *agenda* for the next meeting.
- 46. If not moved
 - 46.1 If a motion for rescission is not moved at the meeting at which it is listed, it lapses.
- 47. May not be amended
 - 47.1 A motion for rescission listed on an *agenda* may be moved by any Councillor present but may not be amended.
- 48. When not required
 - 48.1 A motion for rescission is not required where *Council* wishes to change policy.

Division 7 – Points of order

49. Valid points of order

Expressing a difference of opinion or to contradict a speaker is not a point of order

- 49.1 A point of order may be raised in relation to a statement or behaviour which is:
 - 49.1.1 irrelevant, meaning it does not relate to the matter under consideration or is outside the powers of *Council*;
 - 49.1.2 improper, meaning it constitutes improper behaviour or is offensive;
 - 49.1.3 misleading, meaning it is an untrue or false assertion or statement;
 - 49.1.4 disorderly, being an act that disrupts or distracts from the orderly operation of the meeting; or
 - 49.1.5 contrary to *these Rules*, meaning it is contrary to the provisions set out in this Chapter.

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50. Procedure for point of order

- 50.1 A Councillor raising a point of order must state that the statement or behaviour is:
 - 50.1.1 irrelevant;
 - 50.1.2 improper;
 - 50.1.3 misleading;
 - 50.1.4 disorderly; or
 - 50.1.5 contrary to *these Rules* (in which case the Councillor must identify the Rule that is being contravened).
- 50.2 A Councillor raising a point of order under this clause is not deemed to be speaking to the motion or amendment before the meeting.

51. Chair to decide

- 51.1 The *Chair* must decide all points of order without entering into any discussion or comment.
- 51.2 In deciding a point of order, the *Chair* is to have regard to their obligation under section 18(1)(e) of the *Act* to “promote behaviour among Councillors that meets the standards of conduct set out in the Councillor Code of Conduct”.
- 51.3 The *Chair’s* ruling on a point of order is final.

52. Chair may adjourn to consider

- 52.1 The *Chair* may adjourn the meeting to consider a point of order but otherwise must rule on it as soon as it is raised.
- 52.2 All other questions before the meeting are suspended until the point of order is decided.

Division 8 – Public participation in Council meetings

It is Council’s view that public participation in Council decision making processes makes a significant and positive contribution to the process of democratic governance.

53. Question Time

- 53.1 Unless *Council* resolves to the contrary, there must be a Question Time at every *Ordinary Council Meeting* to enable members of the public to ask questions of *Council*.
- ~~53.2 Questions asked of *Council* must:~~
 - ~~53.2.1 be lodged in writing;~~

~~53.2.2 be lodged at least 24 hours prior to the scheduled commencement of the meeting at which they are to be asked; and~~

~~53.2.3 include the name and contact details of the person lodging the question.~~

53.2 If the person lodging the question is present at the meeting:

53.2.1 the *Chair* must offer the person lodging the question the opportunity to ask their question.

53.2.2 the time permitted for asking a question will be three minutes; and

53.2.3 the *Chair*, or a person nominated by the *Chair* must provide a succinct response to the question.

53.2.4 if required, the *Chair* must offer the person asking the question a further one minute to ask a question of clarification that relates to the prior question asked.

53.2.5 the *Chair*, or a person nominated by the *Chair* shall provide a further response to the question of clarification.

53.2.6 A person asking a question will be asked to provide their contact details for the purpose of any necessary follow-up response to the matter raised.

53.3 Aside from the follow up question described at sub-Rule 53.3.4, no person may ask more than one question at any one meeting.

53.4 If the *Chair* is of the opinion that the number of questions on the same subject makes it desirable to group like questions together for a combined response, they may make such reasonable adjustments to the process as may be necessary.

53.5 A question may be disallowed by the *Chair* if the *Chair* determines that it:

53.5.1 relates to a matter to be considered by *Council* at the meeting at which the question is proposed to be asked;

53.5.2 relates to a matter outside the duties, functions and powers of *Council*;

53.5.3 is defamatory, indecent, abusive, offensive, irrelevant, trivial or objectionable in language or substance;

53.5.4 deals with a subject matter already answered;

53.5.5 is aimed at embarrassing a Councillor or a member of *Council* staff;

53.5.6 includes or relates to *confidential information*; or

53.5.7 relates to a matter that is subject (or, in the opinion of the *Chair*, potentially subject) to legal proceedings.

53.6 The *Chair* has the discretion to allow such statements or questions of clarification as are necessary to facilitate the orderly and effective operation of Question Time.

53.7 No discussion may be allowed other than provided for at sub-Rules 53.3 and 53.7

54. Addressing Council meetings

- 54.1 There must be an opportunity for members of the public to address *Council* in relation to every matter included on the *agenda* at an *Ordinary Council Meeting*, with the exception of matters:
 - 54.1.1 that are subject to a statutory process that provides a right to make a submission or otherwise be heard (such as, but not limited to section 223 of the Local Government Act 1989);
 - 54.1.2 that are subject to an alternative process that provides an opportunity to make a submission or otherwise be heard (such as, but not limited to arrangements put in place in accordance with *Council's Community Engagement Policy*);
 - 54.1.3 being re-presented to the *Council* after having been deferred where the opportunity to address *Council* has already been provided, unless *Council* resolves otherwise; or
 - 54.1.4 considered at a *Council meeting* or part of a *Council meeting* closed to members of the public in accordance with section 66 of the *Act*.
- 54.2 Persons wishing to address *Council* must:
 - 54.2.1 register in *writing*;
 - 54.2.2 identify the item on the *agenda* about which they wish to address *Council*;
 - 54.2.3 register at least 24 hours prior to the scheduled commencement of the meeting at which the item is to be presented;
 - 54.2.4 provide their name and contact details to *Council*.
- 54.3 If the person registering to address *Council* is present at the meeting:
 - 54.3.1 the *Chair* must offer the person registering to address *Council* the opportunity to make a statement in relation to the matter to be considered; and
 - 54.3.2 the time permitted for each address will be three minutes or, where 10 or more people have registered to address *Council* in relation to that item, two minutes.
- 54.4 If the *Chair* is of the opinion that the number of registrations makes it desirable to limit the number of persons afforded the opportunity to address *Council* and invite a representative group to address *Council*, they may make such reasonable adjustments to the process as may be necessary.
- 54.5 An address may be disallowed by the *Chair* if the *Chair* determines that it:
 - 54.5.1 relates to a matter other than the matter being considered by *Council* at the time the address is being made;

- 54.5.2 is defamatory, indecent, abusive, offensive, irrelevant, trivial or objectionable in language or substance;
- 54.5.3 is aimed at embarrassing a Councillor or a member of *Council* staff;
- 54.5.4 includes or relates to *confidential information*; or
- 54.5.5 relates to a matter that is subject (or, in the opinion of the *Chair*, potentially subject) to legal proceedings.
- 54.6 Notwithstanding the exclusions in sub-Rule 54.1, *Council* may resolve to permit persons to address *Council* in relation to any matter to be considered at a *Council meeting*, subject to whatever process *Council* determines.

55. Petitions and joint letters

- 55.1 Every petition or joint letter presented to *Council* must:
 - 55.1.1 be in *writing* (other than pencil), typing or printing;
 - 55.1.2 contain the request of the petitioners or signatories;
 - 55.1.3 not be derogatory, defamatory, indecent, abusive or objectionable in language or substance; and
 - 55.1.4 be signed by at least 12 people.
- 55.2 Every petition or joint letter must be signed by the persons whose names are appended to it by their names or marks, and, except in cases of incapacity or sickness, by no one else and the address of every petitioner or signatory must be clearly stated.
- 55.3 Any signature appearing on a page which does not bear the text of the whole of the petition or request may not be considered by *Council*.
- 55.4 Every page of a petition or joint letter must be a single page of paper and not be posted, stapled, pinned or otherwise affixed or attached to any piece of paper other than another page of the petition or joint letter.
- 55.5 Petitions compiled using an online petition platform will not be received at a *Council meeting*, but, once lodged by the petition organiser, will be referred directly to the *Chief Executive Officer* for consideration.
- 55.6 If the petition or joint letter relates to any item already on the *agenda* for the *Council meeting* at which the petition or joint letter is lodged, the petition or joint letter will be treated as an address in relation to that *agenda* item.
- 55.7 Unless it is treated as an address under sub-Rule 55.6, a petition may be presented to a *Council meeting* by a Councillor.
- 55.8 It is incumbent on every Councillor presenting a petition or joint letter to acquaint themselves with the contents of that petition or joint letter, and to ascertain that it does not contain language disrespectful of *Council*.

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- 55.9 Every Councillor presenting a petition or joint letter to *Council* must confine themselves to a statement of the persons from whom it comes, the number of signatories to it, the material matters expressed in it and the text of the request.
- 55.10 A petition tabled by a Councillor at a *Council meeting* may be dealt with by a motion to accept and note the petition and refer it to the *Chief Executive Officer* for consideration and response.

Division 9 – Voting

56. How motion determined

- 56.1 To determine a motion before a meeting, the *Chair* must call for those in favour of the motion and then declare the result to the meeting.

57. Silence

- 57.1 Voting must take place in silence.

58. Recount

- 58.1 The *Chair* may direct that a vote be recounted to satisfy themselves of the result.

59. Casting vote

- 59.1 In the event of a tied vote, the *Chair* must, unless the *Act* provides otherwise, exercise a casting vote.

60. Method of voting

- 60.1 Voting on any matter is by show of hands or such other means as the *Chair* lawfully permits.

61. Procedure for a division

- 61.1 Immediately prior to, or immediately after any question is put to a meeting and before the next item of business has commenced, a Councillor may call for a division.
- 61.2 When a division is called for, any vote already taken must be treated as set aside and the division will decide the question, motion or amendment.
- 61.3 When a division is called for, the *Chair* must:
 - 61.3.1 ask each Councillor wishing to vote in the affirmative to raise a hand or otherwise signify their support;
 - 61.3.2 state, and the *Chief Executive Officer* or any *member of staff authorised by the Chief Executive Officer* must record, the names of those Councillors voting in the affirmative; and

61.3.3 declare the result.

61.4 The *Chief Executive Officer* or any member of staff authorised by the *Chief Executive Officer* must record the names of those Councillors present at the meeting during a division who, by virtue of section 61(5)(f) of *the Act*, are taken to have voted against the question.

62. No discussion once declared

62.1 Once a vote on a question has been taken, no further discussion relating to the question is allowed unless the discussion involves:

62.2 a Councillor requesting, before the next item of business is considered, that their opposition to a resolution be recorded in the minutes or a register maintained for that purpose; or

62.3 foreshadowing a *notice of rescission* where a resolution has just been made, or a positive motion where a resolution has just been rescinded.

By way of example, Rule 62 would allow some discussion if, immediately after a resolution was made, a Councillor foreshadowed lodging a notice of rescission to rescind that resolution.

Equally, Rule 62 would permit discussion about a matter which would otherwise be left in limbo because a notice of rescission had been successful. For instance, assume that Council resolved to refuse a planning permit application. Assume further that this resolution was rescinded.

Without a positive resolution – to the effect that a planning permit now be granted – the planning permit application will be left in limbo. Hence the reference, in Sub-rule 62.3, to discussion about a positive motion were a resolution has just been rescinded.

Division 10 – Minutes

63. Confirmation of minutes

63.1 A copy of the minutes of the previous meeting must be delivered to each Councillor no later than 24 hours before the meeting.

63.2 No discussion or debate on the confirmation of minutes is permitted except where their accuracy as a record of the proceedings of the meeting to which they relate is questioned.

63.3 If no Councillor indicates opposition, *Council* may consider a motion to confirm the minutes.

63.4 If one Councillor indicates opposition, they must specify the amendments required to those minutes and move a motion to confirm the minutes subject to those amendments.

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- 63.5 If more than one Councillor indicates opposition, the necessary amendments may be considered one at a time with such amendments incorporated by successive resolutions and then a final resolution to confirm the amended minutes.
 - 63.6 Once any agreed amendments are included and any necessary clerical corrections made, the minutes must, if practicable, be signed by the *Chair* of the meeting at which they have been confirmed
64. No debate on confirmation of minutes
- 64.1 No discussion or debate on the confirmation of minutes is permitted except where their accuracy as a record of the proceedings of the meeting to which they relate is questioned.
65. Deferral of confirmation of minutes
- 65.1 *Council* may defer the confirmation of minutes until later in the *Council meeting* or until the next meeting if considered appropriate.
66. Form and availability of minutes
- 66.1 The *Chief Executive Officer* (or other person authorised by the *Chief Executive Officer* to attend the meeting and to take the minutes of such meeting) must keep minutes of each *Council meeting*, and those minutes must record:
 - 66.1.1 the date, place, time and nature of the meeting;
 - 66.1.2 the names of the Councillors present and the names of any Councillors who apologised in advance for their non-attendance;
 - 66.1.3 the names of the members of *Council* staff present;
 - 66.1.4 any disclosure of a conflict of interest made by a Councillor, including the explanation given by the Councillor under Chapter 5;
 - 66.1.5 arrivals and departures (including temporary departures) of Councillors during the course of the meeting;
 - 66.1.6 each motion and amendment moved (including motions and amendments that lapse for the want of a seconder);
 - 66.1.7 the vote cast by each Councillor upon a division and the names of all Councillors present during the division
 - 66.1.8 the vote cast by any Councillor who has requested that their vote be recorded in the minutes;
 - 66.1.9 questions upon notice;
 - 66.1.10 the failure of a quorum;
 - 66.1.11 any adjournment of the meeting and the reasons for that adjournment;

- 66.1.12 the time at which standing orders were suspended and resumed; and
- 66.1.13 the proceedings of any vote for *Mayor*, Deputy Mayor or Acting Mayor, being:
 - (a) the name of each Councillor nominated as a candidate and the name of the Councillor nominating them;
 - (b) the name of each candidate eligible for election in each round of voting;
 - (c) the vote of each Councillor in each round of voting;
 - (d) the outcome of any drawing of lots conducted during the election;
 - (e) the outcome of the election.
- 66.2 The *Chief Executive Officer* must ensure that the minutes of any *Council meeting* are published on *Council's* website.
- 66.3 Nothing in sub-Rule 66.2 requires *Council* or the *Chief Executive Officer* to make public any minutes relating to a *Council meeting* or part of a *Council meeting* closed to members of the public in accordance with section 66 of the *Act*.

Division 11 – Behaviour

67. Right of address

- 67.1 Members of the public do not have a right to address *Council* and may only do so with the consent of the *Chair* or by prior arrangement.
- 67.2 Any member of the public addressing *Council* must extend due courtesy and respect to *Council* and the processes under which it operates and must take direction from the *Chair* whenever called on to do so.
- 67.3 A member of the public present at a *Council meeting* must not disrupt the meeting.

68. Chair may remove

It is intended that this power be exercisable by the Chair, without the need for any Council resolution. The Chair may choose to order the removal of a person whose actions immediately threaten the stability of the meeting or wrongly threatens the Chair's authority in chairing the meeting.

- 68.1 The *Chair* may order the removal of any person, other than a Councillor, who disrupts any meeting or fails to comply with a direction given under sub-Rule 67.2.

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69. Chair may close a meeting

- 69.1 If the *Chair* considers it necessary to close the meeting to the public for security reasons or considers it is necessary to do so to enable the meeting to proceed in an orderly manner and *Council* or the *Delegated Committee* has made arrangements to enable the proceedings of the meeting to be viewed by members of the public as the meeting is being held, they may close the meeting to the public and may order and cause the removal of any person, other than a Councillor.

70. Chair may adjourn a meeting

- 70.1 If the *Chair* is of the opinion that disorder at the *Council* table or in the gallery makes it desirable to adjourn the *Council meeting*, they may adjourn the meeting to a later time on the same day or to some later day as they think proper. In that event, the provisions of Sub-rules 18.2 and 18.3 apply.

71. Removal from chamber

- 71.1 The *Chair* may ask the *Chief Executive Officer* or a member of the Victoria Police to remove from the chamber any person who acts in breach of this Chapter and whom the *Chair* has ordered to be removed from the gallery under Rule 68.1.

Division 12 – Additional duties of chair

72. The chair's duties and discretions

- 72.1 In addition to the duties and discretions provided in this Chapter, the *Chair*:
- 72.1.1 must not accept any motion, question or statement which is derogatory, or defamatory of any Councillor, member of *Council* staff or member of the community; and
 - 72.1.2 must call to order any person who is disruptive or unruly during any meeting.

Division 13 – Suspension of standing orders

73. Suspension of standing orders

The suspension of standing orders should be used to enable full discussion of any issue without the constraints of formal meeting procedure.

Its purpose is to enable the formalities of meeting procedure to be temporarily disposed of while an issue is discussed.

- 73.1 To expedite the business of a meeting, *Council* may suspend standing orders.

- 73.2 The suspension of standing orders should not be used purely to dispense with the processes and protocol of the government of *Council*. An appropriate motion would be:
"That standing order be suspended to enable discussion on....."
- 73.3 No motion can be accepted by the *Chair* or lawfully be dealt with during any suspension of standing orders.
- 73.4 Once the discussion has taken place and before any motions can be put, the resumption of standing orders will be necessary. An appropriate motion would be:
"That standing orders be resumed."

Division 15 – Miscellaneous

74. Reasonable adjustments

- 74.1 To the extent practicable, the *Chair* must make reasonable adjustments to *these Rules* to accommodate the participation in meeting proceedings by persons with special needs or in exceptional circumstances. Such adjustments may include:
- 74.1.1 increasing the time available to address the meeting to enable the use of a translator or other assistance; and
 - 74.1.2 facilitating a question or address to *Council* in an alternative format by a person who cannot be present at the meeting due to a disability
- 74.2 To the extent practicable, the *Chief Executive Officer* must ensure that support is available to persons wishing to attend *Council meetings* who would, without this support, find it difficult to access the meeting on an equitable basis. Such support may include, but not be limited to:
- 74.2.1 operation of a hearing loop in the meeting venue;
 - 74.2.2 provision of translation services;
 - 74.2.3 provision of a sign language interpreter;
 - 74.2.4 accommodation for access to meeting facilities by persons with a wheelchair or other mobility equipment ; and
 - 74.2.5 provision of disability accessible toilet facilities.

75. Criticism of members of Council staff

- 75.1 The *Chief Executive Officer* may make a brief statement at a *Council meeting* in respect of any statement by a Councillor made at the *Council meeting* criticising them or any member of *Council* staff.
- 75.2 A statement under sub-Rule 75.1 must be made by the *Chief Executive Officer*, through the *Chair*, as soon as it practicable after the Councillor who made the statement has completed speaking.

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76. Procedure not provided in this chapter

- 76.1 In all cases not specifically provided for by this Chapter, resort must be had to the Standing Orders and Rules of Practice of the Upper House of the Victorian Parliament (so far as the same are capable of being applied to *Council* proceedings).

CHAPTER THREE – PLANNING DECISIONS COMMITTEE MEETINGS

1. Meeting procedure generally

- 1.1 All of the provisions of Chapter Two apply to meetings of the *Planning Decisions Committee*, with the exception of:
 - 1.1.1 Rule 22 (General Business);
 - 1.1.2 Rule 23 (Delegate's Reports);
 - 1.1.3 Rule 24 (Urgent Business);
 - 1.1.4 Rule 25 (Notices of Motion);
 - 1.1.5 Rule 53 (Question Time);
 - 1.1.6 Rule 54 (Addressing Council); and
 - 1.1.7 Rule 55 (Petitions and joint letters).
- 1.2 At meetings of the *Planning Decisions Committee*, any reference in Chapter Two to:
 - 1.2.1 a *Council meeting* is to be read as a reference to the *Planning Decisions Committee* meeting;
 - 1.2.2 a Councillor is to be read as a reference to a member of the *Planning Decisions Committee*; and
 - 1.2.3 the *Mayor* is to be read as a reference to the *Chair* of the *Planning Decisions Committee*.

2. Addressing the Planning Decisions Committee

- 2.1 There must be an opportunity for parties to address the *Planning Decisions Committee* in relation to every application for planning permit presented for consideration at a meeting of the *Planning Decisions Committee*, with the exception of:
 - 2.1.1 matters being re-presented to the *Planning Decisions Committee* after having been deferred where the opportunity to address the Committee has already been provided, unless the *Planning Decisions Committee* resolves otherwise; and
 - 2.1.2 matters considered at a meeting of the *Planning Decisions Committee* or part of a meeting of the *Planning Decisions Committee* closed to members of the public in accordance with section 66 of the *Act*.
- 2.2 Persons wishing to address the *Planning Decisions Committee* must:
 - 2.2.1 be either the *applicant* or an *objector*;
 - 2.2.2 register in writing;

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- 2.2.3 identify the item on the *agenda* about which they wish to address the *Planning Decisions Committee*;
 - 2.2.4 register at least 24 hours prior to the scheduled commencement of the meeting at which the item is to be presented; and
 - 2.2.5 provide their name and contact details to *Council*.
- 2.3 If the *applicant* registering to address the *Planning Decisions Committee* is present at the meeting:
 - 2.3.1 the *Chair* must offer the *applicant* the opportunity to address the *Planning Decisions Committee* in relation to the matter to be considered; and
 - 2.3.2 the time permitted for the address will be five minutes.
- 2.4 If the *objector* registering to address the *Planning Decisions Committee* is present in the gallery:
 - 2.4.1 the *Chair* must offer the *objector* the opportunity to address the *Planning Decisions Committee* in relation to the matter to be considered; and
 - 2.4.2 the time permitted for each address will be five minutes.
- 2.5 If the *Chair* is of the opinion that the number of registrations makes it desirable to limit the number of persons afforded the opportunity to address the *Planning Decisions Committee* and invite a representative group to address the *Planning Decisions Committee*, they may make such reasonable adjustments to the process as may be necessary.
- 2.6 An address may be disallowed by the *Chair* if the *Chair* determines that it:
 - 2.6.1 relates to a matter other than the matter being considered by the *Planning Decisions Committee* at the time the address is being made;
 - 2.6.2 is defamatory, indecent, abusive, offensive, irrelevant, trivial or objectionable in language or substance;
 - 2.6.3 is aimed at embarrassing a Councillor or a member of *Council* staff;
 - 2.6.4 includes or relates to *confidential information*; or
 - 2.6.5 relates to a matter that is subject (or, in the opinion of the *Chair*, potentially subject) to legal proceedings.

CHAPTER FOUR - DELEGATED COMMITTEE MEETINGS

1. Meeting procedure generally
 - 1.1 If *Council* establishes a *Delegated Committee*, it may determine which of the provisions of Chapter Two apply to meetings of the *Delegated Committee*.
 - 1.2 In the absence of a resolution under sub-Rule 1.1, all of the provisions of Chapter Two apply to meetings of the *Delegated Committee*.
 - 1.3 If *Council* establishes a *Delegated Committee*, any reference in Chapter Two to:
 - 1.3.1 a *Council meeting* is to be read as a reference to a *Delegated Committee* meeting;
 - 1.3.2 a Councillor is to be read as a reference to a member of the *Delegated Committee*; and
 - 1.3.3 the *Mayor* is to be read as a reference to the chair of the *Delegated Committee*.
2. Meeting procedure can be varied
 - 2.1 Notwithstanding Rule 1, if *Council* establishes a *Delegated Committee*:
 - 2.1.1 *Council* may; or
 - 2.1.2 the *Delegated Committee* may, with the approval of *Council*
 - 2.2 resolve which of the provisions of Chapter Two are to apply to a meeting of the *Delegated Committee*, in which case the provision or those provisions will apply until *Council* resolves, or the *Delegated Committee* with the approval of *Council* resolves, otherwise.
3. Planning Decisions Committee
 - 3.1 Nothing in this Chapter applies to the *Planning Decisions Committee*.

CHAPTER FIVE - DISCLOSURE OF CONFLICTS OF INTEREST

1. Disclosure at a Council meeting or meeting of a Delegated Committee
 - 1.1 A Councillor or member of a *Delegated Committee* who has a conflict of interest in a matter being considered at a *Council meeting* or meeting of a *Delegated Committee* at which they are present must, before the matter is considered at the meeting:
 - 1.1.1 disclose that conflict of interest by providing to the *Chief Executive Officer* a *written* notice in a form provided by or on behalf of the *Chief Executive Officer*:
 - (a) advising of the conflict of interest; and
 - (b) explaining the nature of the conflict of interest;
 - 1.1.2 announce to those present that they have a conflict of interest and that a *written* notice has been given to the *Chief Executive Officer* under this Rule; and
 - 1.1.3 leave the *Council meeting* or meeting of a *Delegated Committee* and not return to the meeting until after the matter has been disposed of.
2. Disclosure at a meeting conducted under the auspices of Council
 - 2.1 A Councillor who has a conflict of interest in a matter being considered by a *meeting conducted under the auspices of Council* at which they are present must:
 - 2.1.1 disclose that conflict of interest by explaining the nature of the conflict of interest to those present at the meeting before the matter is considered;
 - 2.1.2 absent themselves from any discussion of the matter; and
 - 2.1.3 as soon as practicable after the meeting concludes provide to the *Chief Executive Officer* a *written* notice recording that the disclosure was made and accurately summarising the explanation given to those present at the meeting.
3. Disclosure by a member of Council staff preparing reports for meetings
 - 3.1 A member of *Council* staff who, in their capacity as a member of *Council* staff, has a conflict of interest in a matter in respect of which they are preparing or contributing to the preparation of a report for the consideration of a:
 - 3.1.1 *Council meeting*;
 - 3.1.2 *Delegated Committee* meeting;
 - 3.2 must, immediately upon becoming aware of the conflict of interest, provide a *written* notice to the *Chief Executive Officer* disclosing the conflict of interest and explaining the nature of the conflict of interest.

- 3.3 The *Chief Executive Officer* must ensure that the Report referred to in sub-Rule 7.1 records the fact that a member of *Council* staff disclosed a conflict of interest in the subject-matter of the Report.
- 3.4 If the member of *Council* staff referred to in sub-Rule 3.1 is the *Chief Executive Officer*:
 - 3.4.1 the *written* notice referred to in sub-Rule 3.1 must be given to the *Mayor*; and
 - 3.4.2 the obligation imposed by sub-Rule 3.3 may be discharged by any other member of *Council* staff responsible for the preparation of the Report.
- 4. Disclosure by a member of Council staff in the exercise of delegated power
 - 4.1 A member of *Council* staff who has a conflict of interest in a matter requiring a decision to be made by the member of *Council* staff as delegate must, immediately upon becoming aware of the conflict of interest, provide a *written* notice to the *Chief Executive Officer* explaining the nature of the conflict of interest.
 - 4.2 If the member of *Council* staff referred to in sub-Rule 4.1 is the *Chief Executive Officer* the *written* notice must be given to the *Mayor*.
- 5. Disclosure by a member of Council staff in the exercise of a statutory function
 - 5.1 A member of *Council* staff who has a conflict of interest in a matter requiring a statutory function to be performed under an Act by the member of *Council* staff must, upon becoming aware of the conflict of interest, immediately provide a *written* notice to the *Chief Executive Officer* explaining the nature of the conflict of interest.
 - 5.2 If the member of *Council* staff referred to in sub-Rule 5.1 is the *Chief Executive Officer* the *written* notice must be given to the *Mayor*.
- 6. Retention of written notices
 - 6.1 The *Chief Executive Officer* must retain all *written* notices received under this Chapter for a period of three years.

CHAPTER SIX – CONFIDENTIAL INFORMATION

1. Confidential information

- 1.1 If the *Chief Executive Officer* is of the opinion that information relating to a meeting is *confidential information* within the meaning of the *Act*, they may designate the information as confidential and advise Councillors and/or members of *Council* staff in *writing* accordingly.
- 1.2 Information which has been designated by the *Chief Executive Officer* as *confidential information* within the meaning of the *Act*, and in respect of which advice has been given to Councillors and/or members of *Council* staff in *writing* accordingly, will be presumed to be *confidential information*.

CHAPTER SEVEN – ELECTION PERIOD POLICY

Part A – Preliminary

1. Policy objectives

- 1.1 The objectives of the Election Period Policy are to:
 - 1.1.1 ensure the highest standard of good governance is achieved by the incumbent Councillors and all members of *Council* staff; and
 - 1.1.2 ensure that *Council* elections are conducted in an environment that is open and fair to all candidates by outlining the use of *Council* resources, *Council* publications, functions and events, requests for information, liaisons with the media and Councillor expenditure in the lead up to an election; and
 - 1.1.3 supplement the requirements of the *Act* with additional measures to ensure that best practice is achieved in transparency and independence.

2. Definitions

- 2.1 For the avoidance of doubt, the *election period* in respect of:
 - 2.1.1 the 2024 *Council* Election commences at 12 noon on Tuesday 24 September and concludes at 6.00pm on Saturday 26 October 2024; and
 - 2.1.2 the 2028 *Council* Election commences at 12 noon on Tuesday 26 September and concludes at 6.00pm on Saturday 28 October 2028.

Part B – Application

3. Candidates for election

- 3.1 Councillors are expected to comply with this Policy, regardless of whether or not they have nominated as candidates for election.
- 3.2 Members of *Council* committees and advisory groups (other than Councillors) who are candidates for election are expected to comply with this Policy and in addition:
 - 3.2.1 submit apologies for any committee meetings or other committee activities held during the *election period*;
 - 3.2.2 return any *Council* equipment, documents or information which is not available to the public for the duration of the *election period*; and
 - 3.2.3 immediately resign from the committee upon election.
- 3.3 Members of *Council* staff who are candidates for election are expected to comply with this Policy and in addition:

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- 3.3.1 take leave from their duties for the duration of the *election period* (if not enough paid leave is accrued, unpaid leave will be available for this purpose);
 - 3.3.2 return any *Council* equipment (including, but not limited to, motor vehicles, telephones, computers, swipe cards and keys), documents or information which is not available to the public for the duration of the *election period*; and
 - 3.3.3 immediately resign upon election.
- 3.4 Other candidates for election are expected to voluntarily comply with the obligations of this Policy where they apply.
- 4. Other persons
 - 4.1 All Councillors, members of *Council* committees and members of *Council* staff are bound by this Policy in so far as it relates to the provision of support for candidates for election.
- 5. Application of the Staff Code of Conduct
 - 5.1 For the avoidance of doubt, the establishment of this Policy does not abrogate from the obligation of members of *Council* staff to adhere to the Staff Code of Conduct with respect to electoral activities. The Code of Conduct states that “a conflict of interest occurs where your personal, financial or other interest conflicts with the performance of your Council duties”. The provision of support to a candidate at the Yarra City Council election would constitute a conflict of interest under this Policy and is therefore prohibited.
 - 5.2 Such support includes, but is not limited to:
 - 5.2.1 providing advice to a candidate;
 - 5.2.2 distributing or preparing campaign material;
 - 5.2.3 fundraising;
 - 5.2.4 making a cash or in kind campaign donation; and
 - 5.2.5 permitting or placing electoral signage on their property.
 - 5.3 The Staff Code of Conduct does not limit the ability of a member of *Council* staff to support the candidature of a person in a different municipal election or in State or Federal elections.
 - 5.4 A member of *Council* staff may not support or participate in any campaign activity for any candidate standing for election at the Yarra City Council election.

Part C – Policy

6. Council resources

- 6.1 In accordance with section 69 of the *Act*, *Council* will ensure that probity is observed in the use of all *Council* resources during the *election period*, and members of *Council* staff are required to exercise appropriate discretion in that regard. In any circumstances where the use of *Council* resources might be construed as being related to a candidate's election campaign, advice will be sought from the *Chief Executive Officer*.
- 6.2 In determining whether the use of *Council* resources during the *election period* is appropriate, candidates will have regard to whether these same resources are available to other candidates at the election. These restrictions apply regardless of whether such use comes at no cost to *Council* and include, but are not limited to the use:
 - 6.2.1 by a candidate of a *Council* provided computer for the preparation of campaign material, which is not permitted apart from a publicly provided computer in a library or community facility;
 - 6.2.2 of a *Council* provided mobile telephone for making campaign related calls, messages, emails, photographs or social media, which is not permitted. While it is acknowledged that the receipt of communications cannot be controlled, candidates shall not encourage campaign related communication by this means;
 - 6.2.3 of a photograph in campaign materials that was taken by a member of *Council* staff or a photographer engaged by *Council*, which is not permitted; and
 - 6.2.4 of *Council* administrative facilities such as offices, meeting rooms, support staff, hospitality services, equipment and stationery in connection with any election campaign, which is not permitted.
- 6.3 Reimbursements of candidates' out-of-pocket expenses during the *election period* will only apply to costs that have been incurred in the performance of normal *Council* duties, and not for expenses that could be perceived as supporting or being connected with a candidate's election campaign.
- 6.4 No *Council* livery, including logos, publications, letterheads, or other Yarra City *Council* branding will be used for, or linked in any way to, a candidate's election campaign.
- 6.5 *Council* telephone numbers and email addresses are not to be used in candidate election material.
- 6.6 Members of *Council* staff will not assist in preparing candidate election material.

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- 6.7 Members of *Council* staff will not provide candidates with access to databases, contact lists, property counts, email addresses or any other information that would assist in mailing or other distribution of election material. Any such *Council* information already in the possession of candidates is subject to the provisions of the *Privacy and Data Protection Act 2014* and cannot be used for electoral purposes.

7. Information

- 7.1 *Council* recognises that all candidates have certain rights to information from the *Council* administration. However, it is important that sitting Councillors continue to receive information that is necessary to fulfil their elected roles. Neither Councillors nor candidates will receive information or advice from members of *Council* staff that might be perceived to support an election campaign.
- 7.2 Information and briefing material prepared by staff or the Victorian Electoral Commission during the *election period* will relate only to factual matters or to existing *Council* services. Such information will not relate to policy development, new projects or matters that are the subject of public or election debate or that might be perceived to be connected with a candidate's election campaign.
- 7.3 Public consultation of a limited kind, normally associated with the routine administration of planning, building, traffic, parking or other matters, will continue through the *election period*. However significant community or ward-wide consultation on major strategy or policy issues will not occur, or, if already commenced, will be suspended during the *election period*.

8. Council publications

- 8.1 *Council* must not print, publish or distribute or cause, permit or authorise to be printed, published or distributed, any *electoral material* during the *election period*.
- 8.2 *Council* will suspend the publication and distribution of *Yarra News* or any similar publication during the *election period*.
- 8.3 During the *election period*, *Council* will restrict Councillor details on the *Council* website to Councillor names, the ward they represent and their contact details.
- 8.4 For the avoidance of doubt, this Policy does not prevent candidates from publishing their own campaign material from their own funds outside *Council*, and not bearing any reference or inference that such material is from *Council*, or supported or endorsed by *Council* and nor bearing any *Council* identification (such as logos or similar). Candidates must ensure that such publications comply with the requirements of the *Act*.

9. Publicity

- 9.1 It is recognised that *Council* publicity is intended to promote *Council* activities and services. *Council* publicity will not be used in any way that might influence the outcome of an election.

- 9.2 During the *election period*, no member of *Council* staff may make any public statement as a spokesperson for *Council* that could be construed as influencing the election. This does not include statements of clarification that are approved by the *Chief Executive Officer*.
- 9.3 During the *election period*, publicity campaigns, other than for the purpose of conducting the election, will be avoided wherever possible. Where a publicity campaign is deemed necessary for a *Council* service or function, it must be approved by the *Chief Executive Officer*. In any event, *Council* publicity during the *election period* will be restricted to promoting normal *Council* activities.
- 9.4 Any requests for media advice or assistance from Councillors during the *election period* will be channelled through the *Chief Executive Officer*, or the *Chief Executive Officer's* designated delegate. In any event, no media advice or assistance will be provided in relation to election campaign matters, or in regard to publicity that involves specific Councillors.
- 9.5 Councillors will not use their position as an elected representative or their access to members of *Council* staff and other *Council* resources to gain media attention in support of an election campaign.

10. Decisions

- 10.1 *Council* must not make any decision during the *election period* for a general election that:
 - 10.1.1 relates to the appointment or remuneration of the *Chief Executive Officer* but not to the appointment or remuneration of an acting chief executive officer;
 - 10.1.2 commits *Council* to expenditure exceeding one per cent of the *Council's* income from general rates, municipal charges and service rates and charges in the preceding financial year; or
 - 10.1.3 *Council* considers could be reasonably deferred until the next *Council* is in place; or
 - 10.1.4 *Council* considers should not be made during an *election period*.
 - 10.1.5 *Council* must not make any decision during the *election period* for a general election or a by-election that would enable the use of *Council's* resources in a way that is intended to influence, or is likely to influence, voting at the election.
- 10.2 *Council* notes that the restriction on the making of decisions is not intended to delay the routine making of administrative and operational decisions by members of *Council* staff under delegation.

11. Conduct of Council meetings

- 11.1 The following modifications will be made to the conduct of *Council meetings* during the *election period*:
 - 11.1.1 Question Time will be suspended.
 - 11.1.2 Members of the public wishing to address *Council* in relation to a matter listed on the *agenda* must provide the text of their address to *Council* in writing at least 24 hours before the commencement of the meeting. Persons registering to address *Council* will be invited to address *Council* provided their address does not contain *electoral matter* and they do not stray from the previously provided wording.
 - 11.1.3 Councillors will limit their discussion during debate to the topic under consideration and will avoid raising *electoral matter* where possible.
 - 11.1.4 Councillors will not raise items of general business or questions without notice that contain or relate to *electoral matter*.
- 11.2 No officer report will be presented to *Council* during the *election period* unless it contains an express statement by the *Chief Executive Officer* that a decision on that matter would not be contrary to this Chapter.

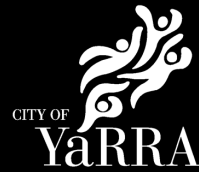
12. Events and functions

- 12.1 *Council* will suspend its program of ward meetings during the *election period*.
- 12.2 Councillors are able to continue to attend meetings, events and functions during the *election period* which are relevant to *Council* and the community.
- 12.3 *Council's* annual program of events will continue during the *election period* however speeches will be limited to a short welcome, and should not contain any express or implied reference to the election. Any publicity will be mindful of the controls on *electoral material* outlined in this Policy.
- 12.4 Councillors are able to attend events or functions conducted by external bodies during the *election period*, however when attending as a representative of *Council*, Councillors must be mindful that they do not use that opportunity to promote their election campaign.

13. Assistance to candidates

- 13.1 *Council* affirms that all candidates for the Yarra City Council election will be treated equally.
- 13.2 All election related inquiries from candidates will be directed to the Returning Officer or, where the matter is outside the responsibilities of the Returning Officer, to the *Chief Executive Officer*.

Governance Rules Review 2025 Community Engagement Report



This report provides information on the community consultation for the Governance Rules Review 2025 project and reports on the engagement outcomes. The consultation opened on Tuesday 28 January and closed at 9am on Monday 24 February 2025

Overview

Project background

At the Council Meeting on 26 November 2024, a motion was put forward looking to “commence community engagement to amend the Governance Rules to repeal the requirement for residents to submit a question in advance for public question time at Council meetings in Rule 53.” This motion was passed during the Meeting.

A report was presented to the Council Meeting on Tuesday 17 December for Council to endorse the revised version of the Governance Rules for engagement and the engagement approach to understand community sentiment on the proposed change to Public Question Time mentioned above, and the proposed change of requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised.

The final document will be presented to Council for adoption in 2025 alongside the results of this stage of engagement for a Council decision.

Objectives of this engagement

1. To inform the community of the purpose of the Governance Rules and the changes proposed within the revised Governance Rules.
2. To understand community agreement on the proposed change to Public Question Time in line with Notice of Motion 19 of 2024.
3. To understand community agreement on the proposed change of requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised.
4. To ensure the promotion of this consultation provides the opportunity for our broad community to participate.

Level of community influence

1. Community feedback informed Council's understanding of the community's level of agreement to repeal the requirement for residents to submit a question in advance for public question time at Council Meetings in Rule 53.
2. Community feedback informed Council's understanding of the community's level of agreement of requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised.

Engagement methods:

- Online survey tool hosted through Your Say Yarra engagement platform

Engagement questions:

- Do you agree with the following proposed changes to the Governance Rules? Please indicate your level of agreement from 'Strongly disagree' to 'Strongly agree'.
 - Repealing the requirement for community members to submit a question in advance for public question time at Council Meetings
 - Requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised (for example, where a complete response may not be able to be provided at the Council Meeting)
- Do you have any additional feedback on the proposed changes?
- (If free text response is answered) – Which of the proposed changes do your comments above refer to?
 - Repealing the requirement for community members to submit a question in advance for public question time at Council Meetings
 - Requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised (for example, where a complete response may not be able to be provided at the Council Meeting)

Engagement reach

Engagement promotion:

Social media channels reaching over 4,200 people.


Council email newsletters including Yarra Life and Your Say Yarra email newsletter.
This reached more than 8,406 subscribers.

News story on Yarra City Council's website and promotion on Council's homepage.

Your Say Yarra project page:

The success of the Your Say Yarra page is tracked against the following metrics:

- **Views** - The number of times the page was seen.
- **Visitors** – The number of unique visitors that saw the page.
- **Responses** – The number of feedback responses that were submitted.

Views	Visitors	Responses
335	246	

Duplication

- **2 survey form responses** were identified as duplicates and have been merged.
 - Therefore, there were **94 unique responses** to the survey tool

Long form responses

- **1 response** was received via email through generic customer service channels and did not contain demographic data or a clear response to question 1. Therefore, the data has been omitted from the demographic table below and Figure 1 below.
 - The content of the email was themed and logged alongside the other long form text responses.

Engagement results

Who did we hear from?

Demographic data was collected via the 94 online copies of the engagement tool.

What's your connection to Yarra? (Respondents could select multiple options here)	Numbers	Percentage
I live in Yarra	91	96.81%
I work in Yarra	28	29.79%
I visit Yarra	7	7.45%
I study in Yarra	1	1.06%
I own a property or mortgage in Yarra	51	54.26%
I rent in Yarra	5	5.32%
I own a business in Yarra	12	12.77%
What gender do you identify as?	Numbers	Percentage
Man	42	44.68%
Woman	44	46.81%
Self-described	0	0.00%
I prefer not to say	8	8.51%
What is your age range?	Numbers	Percentage
Under 11	0	0.00%
12 to 17	0	0.00%
18 to 24	0	0.00%
25 to 34	3	3.19%
35 to 49	21	22.34%
50 to 59	16	17.02%

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60 to 69	29	30.85%
70 to 84	19	20.21%
85 and older	0	0.00%
I prefer not to say	6	6.38%
What suburb do you live in	Numbers	Percentage
Abbotsford	7	7.45%
Alphington	4	4.26%
Burnley	0	0.00%
Carlton North	4	4.26%
Clifton Hill	9	9.57%
Collingwood	9	9.57%
Cremorne	1	1.06%
Fairfield	2	2.13%
Fitzroy	9	9.57%
Fitzroy North	13	13.83%
Princes Hill	0	0.00%
Richmond	34	36.17%
I live outside of Yarra	2	2.13%
Select all that apply. I am.... <i>(Respondents could select multiple options here)</i>	Numbers	Percentage
Someone who speaks a language other than English at home.	12	12.77%
A person living with a disability.	5	5.32%
A member of the LGBTIQA+ community.	13	13.83%
Someone of Aboriginal or Torres Strait Islander descent.	0	0.00%

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None of the above.	55	58.51%
I prefer not to say.	11	11.70%
Are you providing feedback on behalf of a community group?	Numbers	Percentage
Yes	0	0%
No	94	100%

What did we hear?

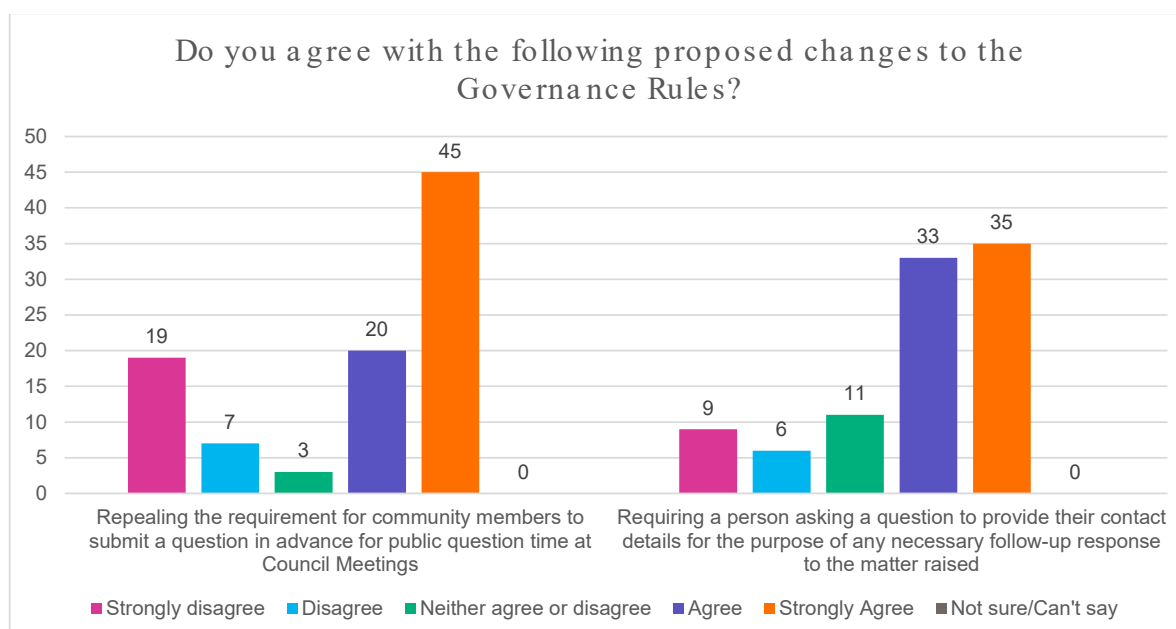


Figure 1 – Results from Question 1 of Governance Rules 2025 consultation (94 total responses).

Do you agree with the following proposed changes to the Governance Rules? 94 total responses.	Strongly disagree	Disagree	Neither agree or disagree	Agree	Strongly Agree	Not sure/Can't say	TOTAL
Repealing the requirement for community members to submit a question in advance for public question time at Council Meetings (Number)	19	7	3	20	45	0	94

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Repealing the requirement for community members to submit a question in advance for public question time at Council Meetings (Percentage)	20.21%	7.45%	3.19%	21.28%	47.87%	0.00%	100.00%
Requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised (Number)	9	6	11	33	35	0	94
Requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised (Percentage)	9.57%	6.38%	11.70%	35.11%	37.23%	0.00%	100.00%

Responses commenting on the proposed change:

“Repealing the requirement for community members to submit a question in advance for public question time at Council Meetings”

34 total comments. **Please note:** Responses could touch on multiple themes

Theme 1 - Desire for prepared responses (13 comments)

What did we hear	Our response
<ul style="list-style-type: none"> “The 24 hour window provides the council the opportunity to formulate a response in advance - which is wanted - rather than relying on the excuse of taking the question on notice and getting back in writing.” <i>(Disagree)</i> “The only comment I’ll make is that I believe if the 24-hour change is made there will be lots of I will get back to you via email and many questions will not be answered in the public forum” <i>(Neither agree or disagree)</i> “The chance anyone is present who can address the matter(s) raised is severely diminished. Continual deference of the 	Responses noted.

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<p>questions with the "have to get back to you on that", destroying community communications' transparency. This defeats the whole reason for questions on notice - to have someone ready to address the question that actually knows what they are talking about." (<i>Strongly Disagree</i>)</p>	
Theme 2 - General support for the change (9 comments)	
What did we hear	Our response
<ul style="list-style-type: none"> • "Support these as sensible changes" (<i>Strongly agree</i>) • "Pleased to see that this 24hr requirement is scheduled to be removed - quite how it was ever implemented is beyond me." (<i>Strongly agree</i>) • "I'm thrilled the council is seeking to reverse the outrageous change made to question time requiring people to submit questions in advance." (<i>Strongly agree</i>) • "These changes must occur. In the past questions have been asked, and pre-prepared answers given - which were not truthful, or misleading, or pure obfuscation." (<i>Strongly agree</i>) 	<p>Response noted.</p>
Theme 3 - Support a combination of prepared and questions in the moment (6 comments)	
What did we hear	Our response
<ul style="list-style-type: none"> • "Maybe consider having an option of submitting in advance for people that actually want a quick response and value efficiency, while also allowing questions not registered in advance?" (<i>Disagree</i>) • "There should also remain an option for questions to be lodged in writing, with these given priority. A time limit on question time is reasonable to prevent council meetings from running excessively late, but written questions should be prioritised to ensure they are heard and not overlooked due to time constraints." (<i>Strongly agree</i>) • "Suggest including an OPTIONAL category "Questions with Notice" to allow time for council officers time to prepare a response." (<i>Strongly agree</i>) 	<p>Should the proposed changes to the Governance Rules be amended, there will be no rules that would limit the ability for Council to provide an option for questions to be submitted in advance.</p>
Theme 6 - Concern meeting will become longer/too long (5 comments)	
What did we hear	Our response

<ul style="list-style-type: none"> • “If people don’t send questions in advance I think the meetings will become longer than they already are as residents have last minute queries or respond to other questions with one of their own” (<i>Strongly disagree</i>) • “I would actually also like to see identical questions only being asked and answered once so that the meetings don’t go on so long.” (<i>Strongly disagree</i>) • “Council meeting can be difficult at times. Requiring 24 hours notice is importance to give everyone a chance to think about their question and have it dealt with appropriately and in a timely manner. I’ve sat at Council meetings for over four hours and still not having my questions answered. I’ve also sat for hours waiting for question time to finish before the major business of Council is even attended to.” (<i>Strongly disagree</i>) 	Response noted.
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Theme 4 – Desire to participate in the meeting online (4 comments)

What did we hear	Our response
<ul style="list-style-type: none"> • “I think it is unfortunate that the person asking a question has to be physically present at the meeting and cannot participate in the meeting online. This was possible during Covid so why not now? As far as I am aware it is possible at other Councils.” (<i>Strongly agree</i>) • “Allowing people to ask questions online should be a standard practice. We implemented it during COVID, so it should still be available now. This approach ensures that individuals who cannot attend in person, or for whom physical attendance is not feasible, can still participate and ask questions.” (<i>Strongly agree</i>) • “More broadly, if the Governance Rules are to be altered, they should replace ‘in person public questions’ at council meetings with ‘online public questions’. This process would be more equitable and inclusionary because any person could submit a question at any time, either by email or via an online form, indicating that it is a ‘public’ question. All questions and answers would be stored in a database, and would be searchable and viewable via the council website.” (<i>Strongly disagree</i>) 	The Governance Rules do not allow participation of community members by electronic means of communication.

Theme 5 – Amendment may disrupt Council Meetings or encourage poor behaviour (4 comments)

What did we hear	Our response
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<ul style="list-style-type: none"> • “Increase in adverse behaviour around questioning used for other motives, or “sensationalism” questions threatening Council meetings – particularly live attendance. Is the aim to go to virtual Council meetings by making question time volatile?” (<i>Strongly disagree</i>) • “Some members of the community are not considerate and very indulgent of Council time.” (<i>Strongly disagree</i>) • “If the council cared about being more inclusive of those who want to ask questions then they would increase the ways questions could be asked eg via video or perhaps read out by a proxy etc etc – and ensure that questions continue to be provided ahead of time so staff have the time to get answers and also to reduce the poor intimidating behaviours of others turning up and hurling abuse.” (<i>Strongly disagree</i>) 	Response noted.
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The following themes were also identified  in responses to this change:

- Desire for the ability to ask follow up questions (**3 comments**)
- Unsure of the rationale behind this change (**3 comments**)
- Comment was unrelated to section 53 of the Governance Rules (**3 comments**)
- Desire for questions on notice to be documented and minuted (**2 comments**)
- Difficult to find a balance between bureaucracy and free speech (**2 comments**)
- Dissatisfaction with responses in the past (**2 comments**)
- Desire for a more comprehensive review of the Governance Rules overall (**1 comment**)
- Desire to have the speaker state their connection to Yarra when lodging a question (**1 comment**)
- Desire for all possible questions to be answered during the meeting (**1 comment**)
- Desire for councillors to have more power to challenge evasive or inadequate responses and request further clarification. (**1 comment**)
- Changes disempower community (**1 comment**)
- Will lead to minority groups dominating question time (**1 comment**)
- Proposed change conflict with other areas of the Governance Rules (**1 comment**)
- Introduce an option where Council Officers can read questions and responses on behalf of residents (**1 comment**)

Responses commenting on the proposed change:

“Requiring a person asking a question to provide their contact details for the purpose of any necessary follow-up response to the matter raised (for example, where a complete response may not be able to be provided at the Council Meeting)”

29 total responses. **Please note:** Responses could touch on multiple themes.

Theme 1 - General support for the change (8 comments)

What did we hear	Our response
<ul style="list-style-type: none"> • “These are common sense amendments, making for better governance. Access for members of the public to the processes of Council are important.” (<i>Agree</i>) 	Response noted.

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<ul style="list-style-type: none"> • “I definitely agree with providing contact details to avoid possible distractors from wasting council time. Obviously it may be necessary to follow-up on some questions.” (<i>Strongly agree</i>) • “Great, was really upset when the original changes were made. Glad to see it reversed.” (<i>Strongly agree</i>) 	
Theme 2 - Support for using contact details to verify resident/ratepayers (4 comments)	
What did we hear	Our response
<ul style="list-style-type: none"> • “It’s important that people can raise issues at meetings, however it’s also important to preserve the integrity and ensure that Councillors are aware whether questions are being raised by residents vs other interested parties.” (<i>Strongly agree</i>) • “Contact details makes sense to also ensure that the person making the question is a resident of Yarra or is not making vexatious disruptions” (<i>Strongly agree</i>) • “The contact details also ensures that people using council question time are ratepayers / live in the council area.” (<i>Strongly disagree</i>) 	<p>Response noted.</p>
Theme 3 - Request ability to provide contact details confidentially (4 comments)	
What did we hear	Our response
<ul style="list-style-type: none"> • “I am generally supportive of the proposed changes; however, contact details should be provided confidentially.” (<i>Strongly agree</i>) • “I only agree with people providing contact details if they do this confidentially. Nobody should state their contact details publicly in the meeting - this would go against council's commitment to keeping people safe from family and gendered violence. Council must help people be safe and only collect contact details in a safe way. This needs to be overt in the rules.” (<i>Neither agree or disagree</i>) • “If contact details are to be provided in a public meeting: <ul style="list-style-type: none"> ○ There is a high chance your will be in breach of the law for PPI. The amendment is poorly worded on how the details are provided and recorded in a public space - and great for thieves if the person is in the meeting and supplies their address!!!! 	<p>All contact details provided will be managed and stored in accordance with Council’s Information Privacy Policy and the Privacy and Data Protection Act 2014.</p>

<ul style="list-style-type: none"> ○ This will put fear into many who would want to ask a question robbing the community of an essential line of communications. Is that the intent?" (<i>Strongly disagree</i>) 	
Theme 4 - Unrelated to section 53 of the Governance Rules (4 comments)	
What did we hear	Our response
<ul style="list-style-type: none"> • "I remain unconfident that these feedback consultations are anything more than a box ticking exercise to say the council has had feedback, but then going on to do whatever they want anyway. You work for us, and you should tailor your systems to suit US" (<i>Neither agree or disagree</i>) • "CoY staff are a disgrace and have a political agenda" (<i>Neither agree or disagree</i>) • "We've had too many situations where resident interest has been overshadowed by outside interests and that has to stop" (<i>Strongly agree</i>) 	<p>Response noted.</p>
Theme 5 - Request making the requirement for contact details optional (4 comments)	
What did we hear	Our response
<ul style="list-style-type: none"> • "People should not have to register to speak, and I think it should be optional to provide contact information depending if that person wants follow up or not" (<i>Neither agree or disagree</i>) • A person asking a question should have the option to give their contact details for follow up but it should not be a requirement. (<i>Strongly disagree</i>) • "Not everyone feels comfortable sharing their contact details, or necessarily wants follow ups, and as such requiring these details to be shared could discourage participation. I would again suggest stating a preference for collecting contact details but making it optional." (<i>Strongly disagree</i>) 	<p>Contact details will only be sought should any necessary follow up is required.</p>

The following themes were also identified within responses to this change:

- Changes disempower community (**2 comments**)
- Dissatisfaction with Council responses in the past (**2 comments**)
- Difficult to find a balance between bureaucracy and free speech (**1 comment**)
- Desire to participate in the meeting online (**1 comment**)
- Request to clarify the terms of when contact details need to be provided (**1 comment**)
- Request that we provide the contact details of necessary officers (**1 comment**)
- Change is unnecessary (**1 comment**)

7.10. Proposed Discontinuance of Road abutting 99 - 101 Bridge Road Richmond

Author Kirti Madan – Property Project Officer

Authoriser General Manager Infrastructure and Environment

Executive Summary

This report seeks Council's authority to commence the statutory procedures pursuant to the Local Government Act 1989 (Vic) (Act) to discontinue the road abutting 99 - 101 Bridge Road, Richmond, being the land shown highlighted in red on the site plan attached as **Attachment 1** (site plan).

Officer Recommendation

That Council:

1. Acting under section 17(4) of the Road Management Act 2004 (RMA), resolves that the road abutting 99 - 101 Bridge Road, Richmond, being part of the land contained in certificate of title volume 6083 folio 496 and shown as the 12 square metre parcel on the title plan attached as **Attachment 2** (road), be removed from Council's Register of Public Roads on the basis that the road is no longer required for general public use; and
2. Acting under clause 3 of Schedule 10 of the Local Government Act 1989 (Act):
 - (a) Resolves that the required statutory procedures be commenced to discontinue the road;
 - (b) Directs that, under sections 207A and 223 of the Act, public notice of the proposed discontinuance be given in "The Age" newspaper;
 - (c) Resolves that the public notice should state that if the road is discontinued, Council proposes to sell the road to the adjoining owner for market value; and
 - (d) Authorises the General Manager Infrastructure and Environment to undertake the administrative procedures necessary to enable Council to carry out its functions under section 223 of the Act in relation to this matter.

History and background

1. The road is part of Council laneway number 641, and the road is shown as the 12 square metre parcel on the title plan, being part of the land contained in certificate of title volume 6083 folio 496 attached as **Attachment 3** to this report.
2. Epworth Medical Foundation Ltd (the applicant) is the registered proprietor of all adjoining properties being the whole of the land contained in certificates of title volume 11380 folio 899, known as 89 Bridge Road Richmond, volume 8139 folio 756, known as 99 Bridge Road Richmond and volume 8092 folio 211, known as 101 Bridge Road Richmond (adjoining properties) shown outlined in blue in the site plan (together, the Epworth Properties).
3. The applicant has requested that Council discontinue and sell the road to it (proposal).

4. The applicant has agreed to pay Council's costs and disbursements associated with the proposal together with the market value for the transfer of the discontinued road to the applicant.

Site Context

Road Status:

5. The road:
 - (a) comprises part of laneway 641 and of the land remaining in certificate of title volume 6083 folio 496;
 - (b) is shown on title as a 'road';
 - (c) has been registered in the name of Thelma Annesley since 23 October 1941;
 - (d) is shown as road 'R1' on plan of subdivision no. LP30030;
 - (e) is listed on Council's Register of Public Roads; and
 - (f) is a dead end and does not connect as a thoroughfare to any other public roads.
6. As the road is a 'road' for the purposes of the Act, Council has the power to consider discontinuing the road under sections 207A and 223 of the Act. If discontinued, the road will vest in Council.
7. A copy of the title search of the road is attached as **Attachment 3**.

Adjoining owners

8. As the applicant owns all properties which abut the road, the owner was not required by Council to seek the consent of any adjoining landowners to the proposal.

Site Inspection

9. A site inspection of the road was conducted by Madigan Surveying Pty Ltd on 7 October 2024. The site inspection report notes that:
 - (a) there are no obstructions within the road and there is only a drainage pit;
 - (b) the road is not required for general public access as it is dead-end;
 - (c) the surface of the road is a hardstand bitumen;
 - (d) currently, the road has a vehicular or pedestrian right of way but only provides access to the rear of 99 Bridge Road, Richmond, and an eastern side entrance to the Epworth Hospital at 89 Bridge Road, Richmond; and
 - (e) the remainder of the laneway, which is not being discontinued, will continue to provide access to the adjoining properties.
10. A copy of the site inspection report is attached as **Attachment 4** to this report.

Discussion

Removal of road from Council's Register of Public Roads

11. It is considered that the road is no longer reasonably required for general public use pursuant to section 17(4) of the RMA as the road:
 - (a) only provides access to the owner's adjoining properties; and

- (b) is a dead end and does not connect as a thoroughfare to any other public roads.

Public Authorities

12. The following statutory authorities have been advised of the proposal and have been asked to respond to the question of whether they have any existing assets in the road which should be saved under section 207C of the Act:
 - (a) Greater Western Water;
 - (b) CitiPower;
 - (c) Telstra;
 - (d) Optus;
 - (e) APA Gas; and
 - (f) Yarra City Council.
13. CitiPower, APA Gas and Greater Western Water have advised that they have no assets in or above the road and no objection to the proposal.
14. On 3 October 2024, Telstra has advised that it has no assets in or above the road and no objection to the proposal. A copy of the correspondence received from Telstra is attached as **Attachment 5** to this report.
15. The Council's internal teams have indicated that an easement over the parcel will be required to access Council assets should Council discontinue and sell the section of laneway.
16. Optus has advised that it has no assets in or above the road and no objection to the proposal.

Options

Option 1 – Commence statutory procedures to discontinue the road - Recommended

17. Council has the authority to commence the statutory procedures to discontinue the road pursuant to clause 3 of Schedule 10 of the Act. after which it may vest in Council or be sold to the adjoining owner. This option would allow the proposal to be formally considered through the statutory process, including public consultation.

Option 2 – Not commence the statutory procedures to discontinue the road - Not recommended

18. Council has the authority to decide not to commence the statutory procedures to discontinue the road. However, that is not recommended because:
 - (a) the owner requires that the road be discontinued to facilitate its development in accordance with the Planning Permit; and
 - (b) it will not allow the community the opportunity to make submissions to Council in respect of the proposal as part of the public notice process.

Community and stakeholder engagement

Public Notice

19. Before proceeding with the discontinuance, Council must give public notice of the proposal in accordance with section 223 of the Act. The Act provides that a person may, within 28 days of the date of the public notice, lodge a written submission regarding the proposal.
20. Where a person has made a written submission to Council requesting that he or she be heard in support of the written submission, Council must permit that person to be heard before a meeting of Council or a Committee which has delegated authority to hear those submissions, giving reasonable notice of the day, time and place of the meeting.
21. After hearing any submissions made, Council must determine whether the road is not reasonably required as a road for public use, in order to decide whether the road should be discontinued.
22. A decision about whether the submissions are to be heard at an Ordinary Council Meeting or an Extraordinary Council Meeting can be decided later.

Strategic Analysis

Alignment to Council Plan

Strategic Objective six - Democracy and governance

- 6.1 Provide opportunities for meaningful, informed and representative community engagement to inform Council's decision-making
- 6.2 Manage our finances responsibly and improve long-term financial management planning
- 6.4 Practice good governance, transparency and accountable planning and decision-making
23. Furthermore, the Management Policy for Laneways, Passageways, and Rights of Way in Yarra, adopted by Council on 17 December 2019, states: "Where there is no strategic or long-term municipal value, Council's preference is to discontinue the laneway or passageway and sell the land to a new owner at a price determined by Council's Property Services branch."

Climate emergency

24. There are no climate emergency and sustainability implications.

Community and social implications

25. There are no community or social implications.

Economic development implications

26. There are no economic development implications.

Human rights and gender equality implications

27. There are no human rights or gender implications.

Finance and Resource Impacts and Interdependencies

28. The owner has agreed to acquire the road for its market value (plus GST). An independent and qualified valuer will conduct a valuation before the second Council report, where the final decision on this matter will be made.
29. The preliminary estimate for the road is approximately \$100,000.
30. In addition to the market value of the road (plus GST), the owner has agreed to pay Council's costs and disbursements associated with the proposal.

Legal and Legislative obligations

Conflict of interest disclosure

31. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

32. The road is the final section of a dead-end laneway, providing access only to the applicant's properties. The remaining section of the laneway, which is not proposed for discontinuation, will continue to provide uninterrupted access to the adjoining properties and there will be no impact on traffic flow or functionality.
33. The proposal does not alter the function or accessibility of the remaining laneway and does not affect any existing property boundaries.
34. Based on the above considerations, the proposal presents minimal risk, with negligible to no impact on surrounding properties, infrastructure, or traffic flow.

Implementation Strategy

Timeline

35. Should Council decide to support the proposal, the public notice will be advertised as soon as possible allowing 28 days for any submissions. A second report will be brought back to Council in May/June 2025 which will include any submissions received from the community.
36. Council will then have to decide whether to discontinue the road or not. If the road is discontinued, the settlement and transfer of land will occur in July/August 2025.
37. Although not anticipated for this proposal, should Council receive a large number of submissions requesting to be heard, the above timeline may be impacted.

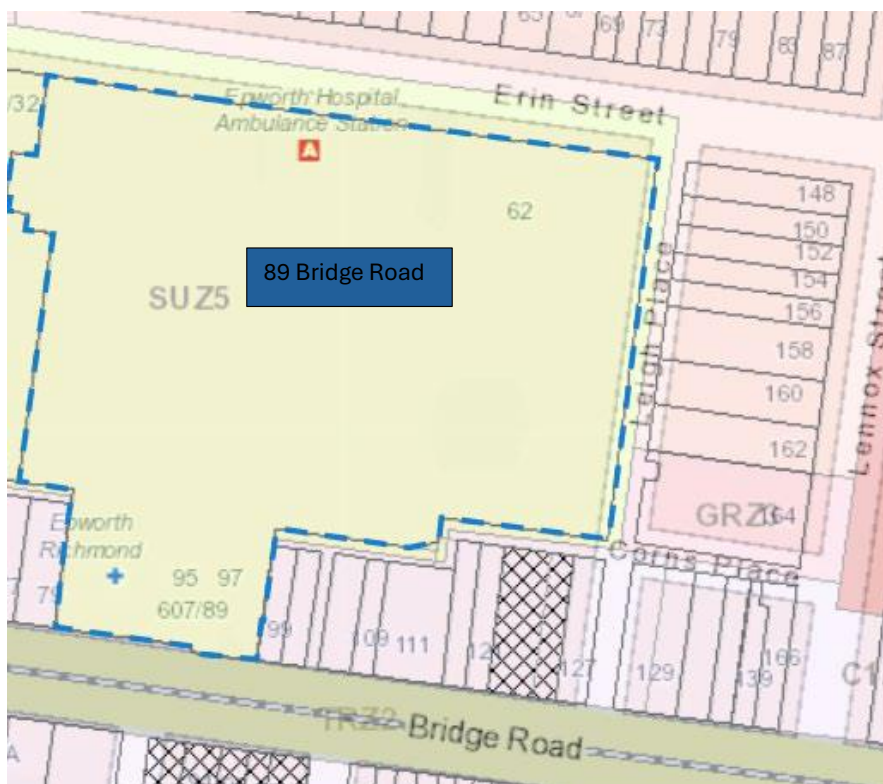
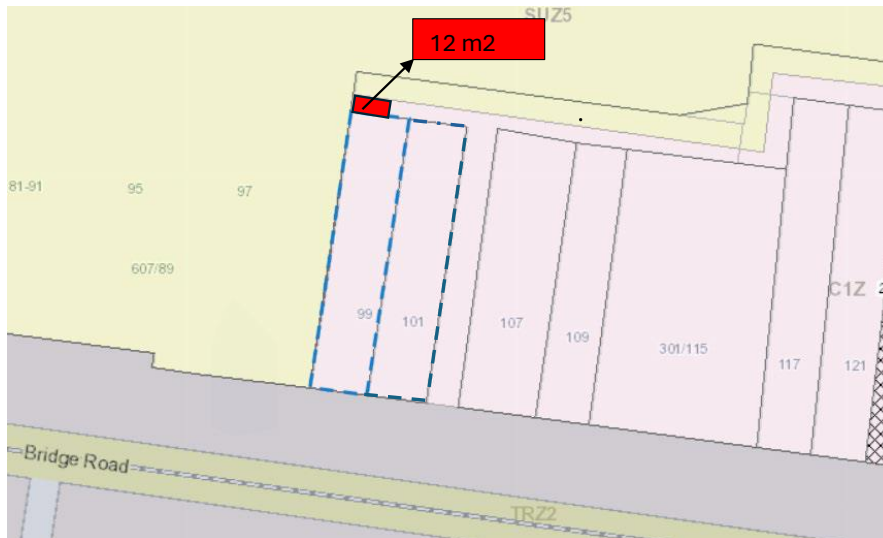
Communication

38. All communications with the community in relation to the proposal will be carried out in accordance with S223 of the Act and Council Community Engagement Policy.

Report attachments

1. 7.10.1 Attachment 1 - Site Plan
2. 7.10.2 Attachment 2 - Proposed Title Plan
3. 7.10.3 Attachment 3 - Title and Plan of the road
4. 7.10.4 Attachment 4 - Site inspection Report
5. 7.10.5 Attachment 5 - Response letter from Telstra

Attachment 1 – Site plan



TITLE PLAN		EDITION	TP 972869Q	
LOCATION OF LAND PARISH: JIKA JIKA CROWN PORTION: 37 (PART) MGA Co-ordinates (of approx centre of land in plan) E: 323 372 ZONE: 55 N: 5 812 529 GDA 2020 DEPTH LIMITATIONS: NIL		NOTATIONS		
EASEMENT INFORMATION				
LEGEND: A - Appurtenant Easement E - Encumbering Easement R - Encumbering Easement (Road)				
Easement Reference	Purpose	Width (Metres)	Origin	Land Benefited/In Favour Of
<div><div><div><div><div><div>89° 55'</div><div>10.95</div><div>3.37</div><div>3.56</div><div>12m²</div><div>3.37</div><div>269° 55'</div></div><div><div>3.56</div><div>180° 34'</div><div>7.58</div><div>ROAD (LANE No. 641)</div><div>3.56</div></div></div><div><div>0° 34'</div><div>25.40</div><div>0° 44'</div><div>ROAD (LANE No. 642)</div><div>105.33 APPROX.</div></div></div><div><div>LOT 4 LP 30030</div><div>BRIDGE ROAD</div><div>LENNOX STREET</div></div><div><div>APPROX TRUE NORTH</div></div></div></div>				
ORIGINAL SHEET SIZE: A3		CERTIFICATION BY SURVEYOR		SHEET 1 OF 1
SCALE 1:100	<div><div>101234</div><div>LENGTHS ARE IN METRES</div></div>			
SURVEYORS FILE REF: 10456 TP V01.DWG DATE: 3-09-24				
<div><div>MADIGAN SURVEYING</div><div><div>96 MORANG ROAD HAWTHORN 3122 PH. 9819 9599 FAX 9818 2322 EMAIL surveyors@madigan.com.au</div></div></div>		LICENSED SURVEYOR: TIMOTHY J BAIRD		
		REF: 10456 TP	VERSION: 01	

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The Victorian Government acknowledges the Traditional Owners of Victoria and pays respects to their ongoing connection to their Country, History and Culture. The Victorian Government extends this respect to their Elders, past, present and emerging.

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

Page 1 of 1

VOLUME 06083 FOLIO 496

Security no : 124121883903A
Produced 10/02/2025 01:36 PM

LAND DESCRIPTION

Road R1 on Plan of Subdivision 030030.
PARENT TITLE Volume 05897 Folio 235
Created by instrument 1632823 01/12/1936

REGISTERED PROPRIETOR

Estate Fee Simple
Sole Proprietor
THELMA ANNESLEY of 3 KYEAMBA GROVE TOORAK VIC 3142
1836926 23/10/1941

ENCUMBRANCES, CAVEATS AND NOTICES

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

DIAGRAM LOCATION

SEE LP030030 FOR FURTHER DETAILS AND BOUNDARIES

ACTIVITY IN THE LAST 125 DAYS

NIL

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30030

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LP 30030

EDITION 3
PLAN MAY BE LODGED 5/4/55

PLAN OF SUBDIVISION

OF PART OF CROWN PORTION 37

PARISH OF JIKA JIKA

COUNTY OF BOURKE

Measurements are in Feet & Inches

Conversion Factor

FEET X 0.3048 = METRES

V 6083 F 496



COLOUR CONVERSION

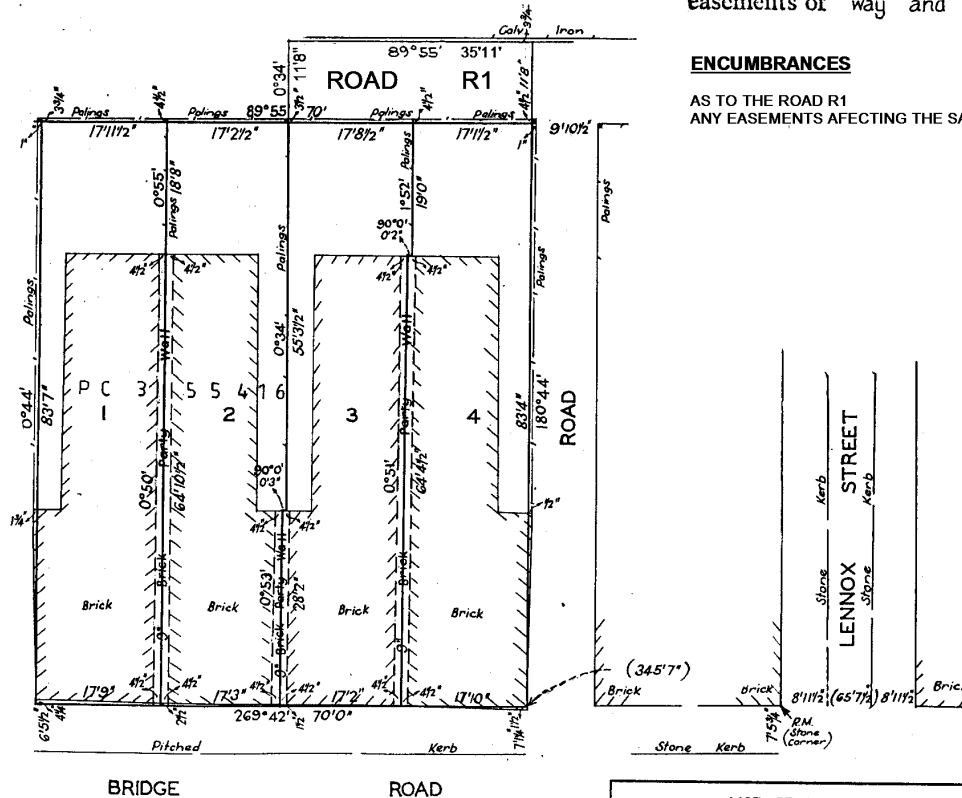
BLUE = E-1
BROWN = R1

APPROPRIATIONS

The land coloured BROWN
is appropriated or set apart for
easements of way and drainage,

ENCUMBRANCES

AS TO THE ROAD R1
ANY EASEMENTS AFFECTING THE SAME



LIST OF MODIFICATIONS				
LAND	MODIFICATION	DEALING No.	A.R.T.	NEW EDN.
	CLOSED ROAD	LCD 7119	Ⓢ	2
ROAD R1	EASEMENTS ENHANCES		A.D	3



REPORT

Epworth Health Care Nursing & Midwifery Academy

Dated:- 7th October 2024

**Regarding:- Rear Laneway No. 641
99 Bridge Road
Richmond, VIC. 3121**

**Western Part of Road R1 Plan of Subdivision LP 30030
Proposed Title Plan TP 972869Q (12 square metres)**

**Requested by:- Fontic
5A / 26 Wellington Street
Collingwood, VIC. 3220**

-1-

Map Base Site Information



-2-

Plan of Subdivision LP 30030

Delivered by LANDATA®, timestamp 08/05/2023 12:13 Page 1 of 1

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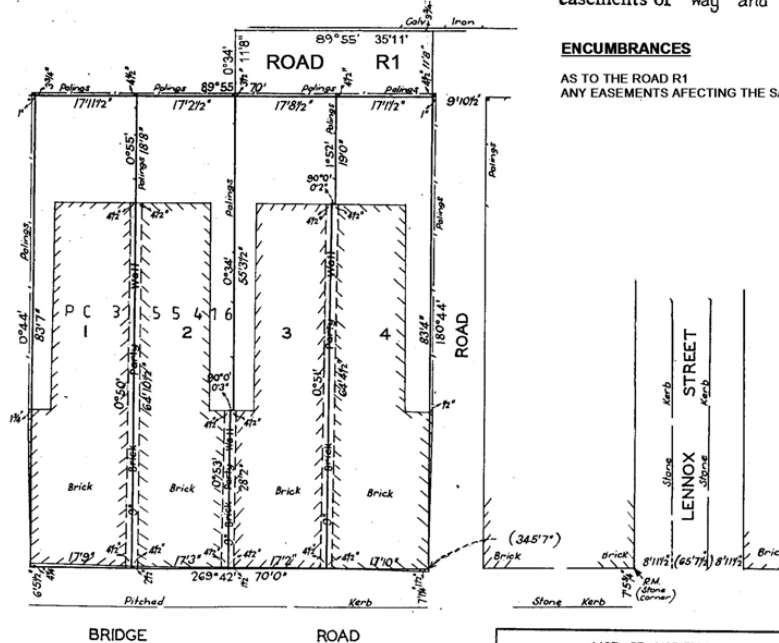
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	EASEMENTS ENHANCES		A.D.	3

-3-

(Proposed) Title Plan TP 972869Q (12 square metres)

TITLE PLAN		EDITION	TP 972869Q			
LOCATION OF LAND PARISH: JIKA JIKA CROWN PORTION: 37 (PART) MGA Co-ordinates (of approx centre of land in plan) E: 323 372 N: 5 812 529 ZONE: 55 GDA 2020 DEPTH LIMITATIONS: NIL			NOTATIONS			
EASEMENT INFORMATION						
LEGEND: A - Appurtenant Easement E - Encumbering Easement R - Encumbering Easement (Road)						
Easement Reference	Purpose	Width (Metres)	Origin	Land Benefited/In Favour Of		
ORIGINAL SHEET SIZE: A3		CERTIFICATION BY SURVEYOR		SHEET 1 OF 1		
SCALE 1:100 LENGTHS ARE IN METRES	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%; padding: 5px;"> SURVEYORS FILE REF: 10456 TP V01.DWG DATE: 3-09-24 </td> <td style="width: 50%; padding: 5px;"> LICENSED SURVEYOR: TIMOTHY J BAIRD REF: 10456 TP VERSION: 01 </td> </tr> </table>				SURVEYORS FILE REF: 10456 TP V01.DWG DATE: 3-09-24	LICENSED SURVEYOR: TIMOTHY J BAIRD REF: 10456 TP VERSION: 01
SURVEYORS FILE REF: 10456 TP V01.DWG DATE: 3-09-24					LICENSED SURVEYOR: TIMOTHY J BAIRD REF: 10456 TP VERSION: 01	
96 MORANG ROAD HAWTHORN 3122 PH 9819 9599 FAX 9818 2322 EMAIL: surveyors@madigan.com.au						

-4-

Item 1(a) Photographs of Road

Looking West – October 2024



-5-

Looking East – October 2024



-6-

Looking South To Bridge Road and Abutting Properties – October 2024



-7-

Looking South and West To Abutting Properties – October 2024



Item 1(b) Use of the Road by Public and Evidence of Use or Not Use

It is unlikely the public use the portion of road as it is a dead-end, and only provides access to the rear of 99 Bridge Road, Richmond, and an eastern side entrance to the Epworth Hospital.



-9-

Item 1(c) Any Obstructions such as fencing, bins, rubbish, vegetation, services etc.

There are no obstructions within the road; there is only a drainage pit. *(Refer Appendix A - Plan of Survey:- Ref 10456 003C F & L)*

Item 1(d) Type / Construction of the Road.

The surface of the road is a hardstand bitumen.

Item 1(e) Type of Traffic

Evidence of both pedestrian and vehicular traffic. *(Refer above photographs).*

Item 1(f) Provides Access To:-

Epworth Hospital, 89 Bridge Road, Richmond; and 99 Bridge Road, Richmond.

Item 1(g) Other Details of Suitable Means of Access.

Bridge Road and Erin Street, Richmond.

Item 1(h) Details of fences, building, landscaping etc.

Refer attached photographs.

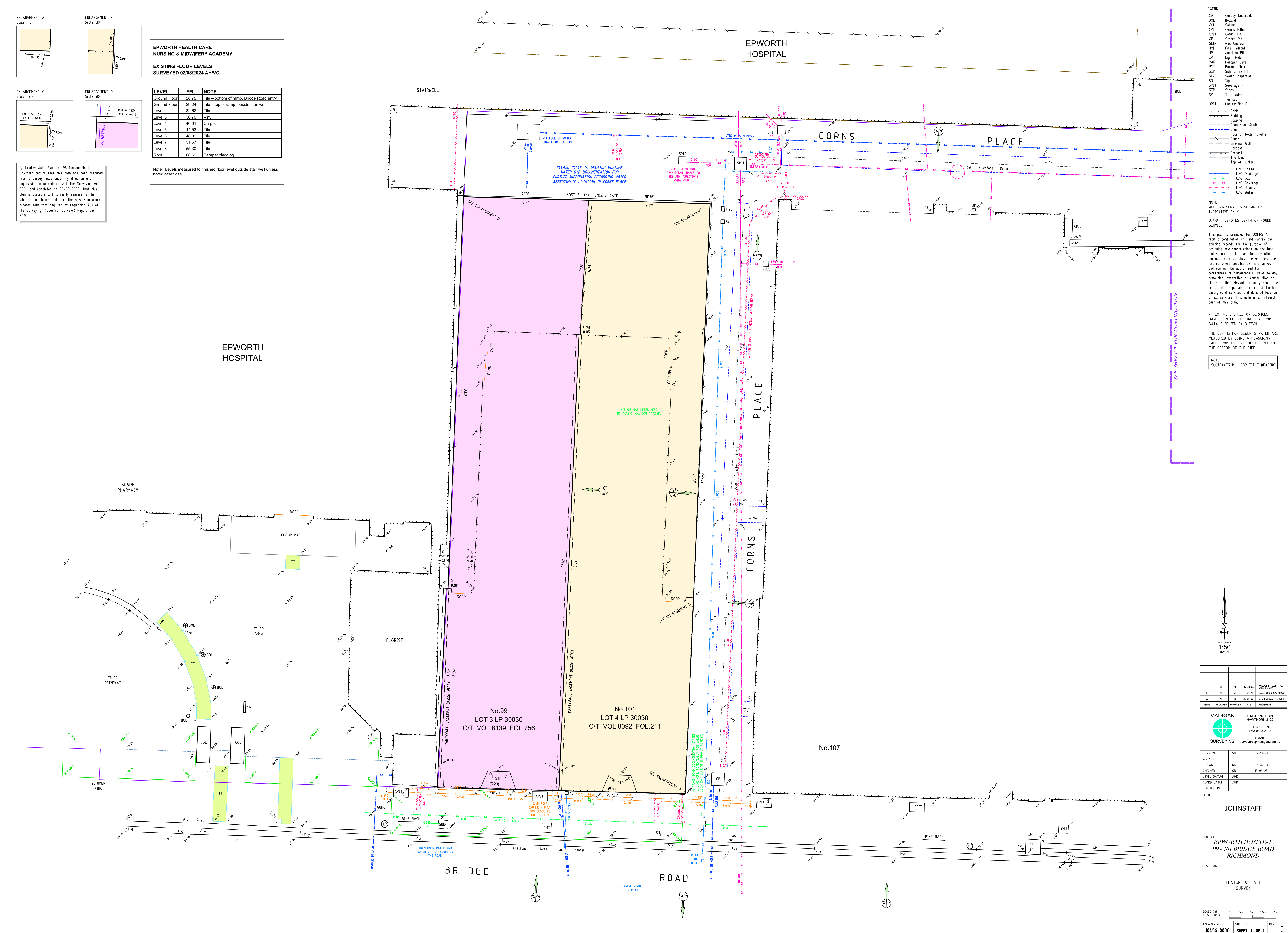
Item 1(i) Any Other Observations.

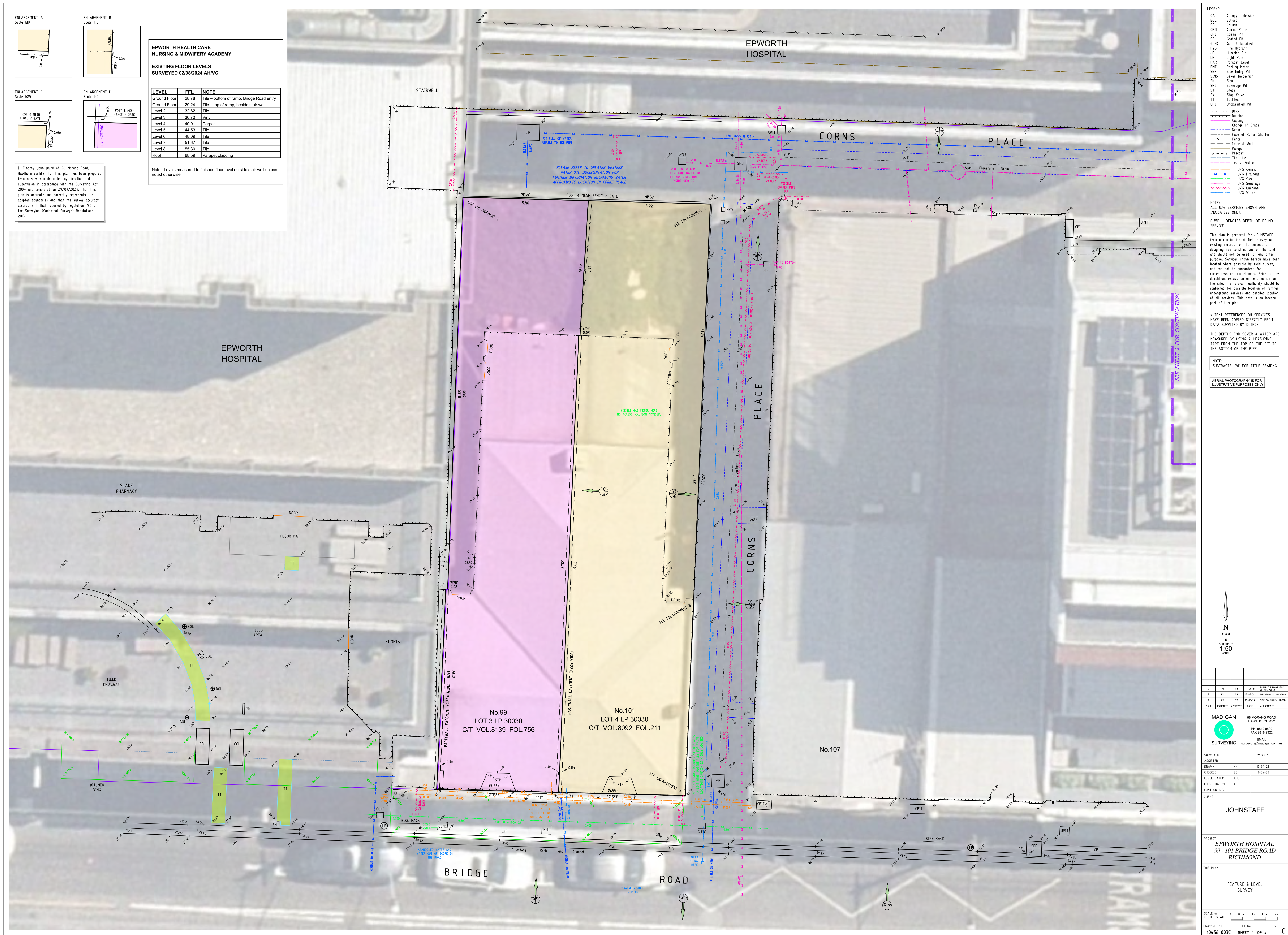
None.



Timothy J Baird
Licensed Surveyor

Appendix A
The Plan – Feature & Level Survey
Madigan Surveying Ref: 10456 003C F & L







Telstra Plan Services

Date **03/10/2024**

Your Ref: 10456
Our Ref: **MF584678-1**

Tim Baird
surveyors@madigan.com.au

Level 1, 275 George Street
Brisbane, QLD 4000

Postal Address:
275 George Street
Brisbane, QLD 4000

Email: F0501488@team.telstra.com

Dear Tim,

Re: oad Discontinuance / Epworth Health Care Nursing & Midwifery Academy

Thank you for your communication dated **03/09/2024** in relation to the location specified above.

Telstra's plant records indicate that there are no Telstra assets within the area of the proposal. Subject to your compliance with the below conditions, **Telstra has NO OBJECTIONS** to the **Road Closure**.

We note that our plant records merely indicate the approximate location of the Telstra assets and should not be relied upon as depicting a true and accurate reflection of the exact location of the assets. Accordingly, we note that all individuals have a legal "Duty of Care" that must be observed when working in the vicinity of Telstra's communication plant. It is the constructor's/land owner's responsibility to anticipate and request the nominal location of Telstra plant via the **Before You Dig Australia web site** www.BYDA.com.au. in advance of any construction activities in the vicinity of Telstra's assets.

On receipt of plans, notwithstanding the recorded location of Telstra's plant, the constructor/land owner is responsible for obtaining a Certified Locating Organisation (CLO) to perform cable location, potholing and physical exposure to confirm the actual location of the plant prior to the commencement of site civil work. Telstra reserves all rights to recover compensation for loss or damage caused by interference to its cable network or other property.

Telstra would also appreciate due confirmation when this proposed acquisition proceeds so as to update its Cadastre records. Information regarding acquisition of the land would be of benefit to us and should be directed to the following location:

Telstra - Cadastre Updates

PO Box 102
Toormina NSW 2452
Attention: - Matt Stuart
F1103453@team.telstra.com

Please pass all information contained in this communication to all parties involved in this proposed process. If you have any difficulties in meeting the above conditions or if you have any questions relating to them, please do not hesitate to contact us at F0501488@team.telstra.com.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Anthony Lebessis', with a stylized flourish at the end.

Anthony Lebessis

For

Manager – Peter Anestopoulos

Telstra Plan Services

F0501488@team.telstra.com

7.11. Responding to the Notice of Motion 19. 26 November 2024 New Direction for Yarra Part 7 - Celebrating our multicultural community

Author Vicky Guglielmo – Manager Libraries Arts & Events

Authoriser General Manager Community Strengthening

Executive Summary

This report responds to the Notice of Motion 19. of 26 November 2024 Part 7 'Celebrating our multicultural community' and the Notice of Motion endorsed on 18 June 2024 regarding a Council facilitated Eid event.

The report details the significant role of festivals and events in celebrating and recognising diversity and inclusion in our community. This includes their role in fostering local pride, intercultural connections, access to community learning, understanding and respecting diverse cultures and traditions.

The report also outlines Council's commitment in honouring and recognising First Peoples through significant events throughout the year, in collaboration with Traditional Owners, First Peoples organisations and First Peoples community members.

Officer Recommendation

That Council:

1. Notes the 2025 annual civic events calendar, which details festivals and events throughout 2025, that are inclusive of First Peoples and diverse communities represented in Yarra.

History and background

1. At its meeting held on 24 November 2024, Council resolved that a report be presented to the February 2025 Council meeting cycle, outlining the 2025 civic events calendar inclusive of all major events for all major diverse communities represented in Yarra, including but not limited to Muslim, Arabic, Jewish, Christian, Vietnamese, Chinese and the various African and LGBTIQ+ communities represented here in Yarra.
2. The report also responds to the Notice of Motion that Council endorsed on 18 June 2024 requesting a report exploring a Council facilitated Eid event in 2025.

Discussion

3. Council supports many community-led cultural events through the Community Grants Program. It also supports community led events through major events and delivers a range of festivals and events. Attachment 1 details the 2025 range of community led, and Council supported and produced events.
4. Attachment 1 is not inclusive of all events and initiatives occurring in Yarra during in 2025, but it provides a summary of the more significant public events.

5. Council funds three community organisations to deliver annual major festivals through the Celebrate Yarra Grants Program namely: Victoria Street Lunar Festival, Johnston Street Fiesta and Gertrude Street Projection Festival.
6. The three festivals each receive a \$35,000 grant as a fixed amount per annum supplemented by significant in-kind contribution by Council, including waste management, cleansing, permit waivers, risk and safety consultants, production support, equipment hire, communications and promotion.
7. In 2022, the Victorian Government funded the inaugural Victoria's Pride Street along Gertrude and Smith Streets, which now attracts over 50,000 attendees. This event is produced and delivered by the independent organisation Midsumma, with significant in-kind support from Council.
8. Council demonstrates its commitment to reconciliation, truth telling and honouring First Peoples in Yarra through supporting significant events, including 26 January, Reconciliation Week, National Sorry Day, NAIDOC Week and the Healing Ceremony at Abbotsford's Victoria Park in April.
9. Council also coordinates an annual Civic Events Calendar, which lists 82 Council-led events and campaigns. The Calendar, as contained in Attachment 2, ensures that Council recognises significant cultural and other civic dates through a proactive and coordinated approach.
10. In-person events and/or associated communication campaigns amplify and acknowledge Yarra's diverse communities in a range of ways across the calendar year.
11. Additionally, following 50 years of Vietnamese people arriving in Yarra, Council is celebrating this significant anniversary through a range of installations, projects and events. On 21 June 2025 during Refugee Week, Council will host a celebration event to acknowledge this significant anniversary, to be held at Collingwood Town Hall in partnership with the Australian Vietnamese Women's Association.
12. In relation to Eid, Council supports a number of community-led Eid events through the Community Grants Program and the provision of in-kind support. In addition, Yarra Youth Services continue to host the annual Eid Al-Fitr and Eid Al-Adha at Fitzroy Yarra Youth Services and the Richmond Youth Hub.
13. A Council led Iftar dinner event to mark Aid Al-Fitr was held on 20 March 2025, with invited key Muslim community organisations, leaders, groups and community members who came together to acknowledge and celebrate Eid.

Options

14. Not applicable

Community and stakeholder engagement

15. Council has strong connections to community organisations, leaders, and groups and community members that represent Yarra diverse and vibrant community. This includes connections with Traditional Owners, the Wurundjeri Woi Wurrung, and First Peoples organisations and community members in Yarra.
16. Longstanding relationships and active stakeholder engagement has informed the annual planning process and development of the 2025 Civic Events Calendar. This collaborative

approach has ensured events and campaigns are relevant, inclusive and meaningful to all members of the Yarra community. The program of events and campaigns aligns with Council Plan priorities and linked to key policies.

Strategic Analysis

Alignment to Council Plan

Strategic Objective three - Local economy

- 3.2 Revitalise local retail, arts and culture and night-time economy to enhance Yarra as an economic destination and extend our reach through partnerships and advocacy
17. Support for cultural festivals and civic events aligns with the current Council Plan including: Celebrate and respect culturally vibrant and socially diverse communities and: Support and provide opportunities to celebrate culturally significant days and events, bringing together diverse cultures and increasing intercultural understanding.
18. In 2024, Council adopted a Multicultural Partnerships Policy (Attachment 3), which identifies the objective of building a more resilient, inclusive, safe and connected community, which promotes social, physical and mental wellbeing and celebrates and respects culturally vibrant and socially diverse communities.
19. Priority 3 in the Multicultural Partnerships Policy outlines the following commitments:
 - (a) fostering connections and building relationships between groups that share cultural identities and/or language;
 - (b) facilitating opportunities for inter-cultural learning and celebration through programs and events;
 - (c) building relationships with our community and partners through participation and support of community events; and
 - (d) commemorating and celebrating significant dates for our multicultural community by honouring longstanding traditions while remaining responsive to our community's changing demographics and cultural identities.

Climate emergency

20. Major outdoor festivals have an environmental impact through noise, waste and carbon emissions.
21. Festivals can also be affected by extreme weather including significant heat, wind and rain particularly seasonally in spring and summer when more outdoor events are often scheduled. This impacts the operation of the festival and employees, contractors, patrons and vendors participating in these festivals. Patrons are less likely to attend outdoor festivals on days of extreme heat.
22. Council's Events in Public Spaces Policy (2022) outlines the actions to ensure more sustainable and adaptable events.
23. Council develops and shares resources to assist organisers to reduce the environmental impact of their events, covering areas such as procurement, reuse, energy, emissions and offsetting.

24. Through the introduction of staged compliance requirements and online guidance materials and advice, Council works with event organisers to incentivise improvements to event sustainability. Event Permits fees is a mechanism to encourage sustainable practices at events and festivals, including offering a rebate for events which meet Council's Sustainability criteria.

Community and social implications

25. According to the 2021 ABS Census, 68% of Yarra's overseas-born population speak a language other than English at home, with 29% of Yarra's total population born overseas.
26. Regarding religion, between 2016 and 2021, Christianity experienced a significant decline, whereas Islam had the highest rates of growth, with 2.4% of Yarra's population being Muslim.
27. Islam is the fifth most common religion in Yarra, accounting for 2.4% (2,188 people) of the population in Yarra. This compares to 5.3% in Greater Melbourne.
28. The Multicultural Partnerships Policy plays a key role in the development of the community through building relationships, developing skills, increasing awareness and resilience within the community. The main objectives of inclusiveness, visibility and participation ensure that multicultural communities can benefit from opportunities for capacity building and sharing culture, beliefs, experiences and stories.

Economic development implications

29. There are considerable economic implications for the City of Yarra to continue to host and support major cultural festivals and civic events through financial investment such as grants and permitting commercial and community events in its diverse outdoor spaces.
30. These events foster cultural tourism, economic stimulus for local traders and retail precincts and engage local musicians, artists and businesses in the operation and delivery of these events.

Human rights and gender equality implications

31. Council's Social Justice Charter acknowledges that the City of Yarra is a vibrant and diverse municipality. It is the traditional lands of the Wurundjeri Woi Wurrung and a place of special significance for First Peoples community members. The City of Yarra is also home to diverse communities, which Council is proud of and recognises as an asset.
32. Council has an important role in upholding and protecting its diverse population's human rights. The Multicultural Partnerships Policy states that Council will actively work to reduce barriers, so that all residents can participate in the community and access services and information regardless of age, gender, sex, sexuality, income, education, cultural background, language skills, religion or disability. The Guiding Principles and Commitments of the policy affirm a human rights perspective.

Finance and Resource Impacts and Interdependencies

33. The events and initiatives detailed in this report are included in the FY25 operating budget.

Legal and Legislative obligations

Conflict of interest disclosure

34. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

35. Major festivals held in Council's venues and outdoor spaces require comprehensive Risk Plans and permits to operate safely and in line with local laws and regulations.

Implementation Strategy

Timeline

36. The civic events and festivals occurring throughout 2025 are outlined in Attachments 1 and 2.

Communication

37. All Council produced events and festivals have communication plans designed to maximise reach and broad engagement across Yarra's diverse communities.

Report attachments

1. 7.11.1 Attachment 1 - Festivals and Events 2025
2. 7.11.2 Attachment 2 - 2025 Civic Events Calendar
3. 7.11.3 Attachment 3 - Multicultural Partnerships Policy June 2024

ATTACHMENT 1

Community produced public events of scale

Event	Organisation	Estimated numbers	Event Date(s)	Council supported	Description
Seventh Cinema	Seventh Gallery	1,000	From 30 January	Y	This program will run from January 2025, featuring curated film programs and activities in collaboration with a guest artist. Hosting a minimum of 6 screenings with 2 films per screening, creating an accessible space for artistic and social discourse in Citizens Park, enriching Richmond's cultural fabric.
Convent Kids 2025	Abbotsford Convent Foundation	5,000	1/1/25 - 31/10/2025	Y	Convent Kids at Melbourne's Abbotsford Convent offers interactive, educational activities that inspire creativity and engage children and families in collaborative art-making experiences.
ButohBAR 番狂わせ OUT of ORDER II	Butohout!	TBC by organiser	January - March	Y	ButohOUT! presents <i>ButohBAR: Out of ORDER II</i> , a nightclub experience blending dance, cabaret, poetry, and visual arts with Butoh, the Dance of Darkness. This unique event will feature at the AsiaTOPA festival in March 2025 at Melbourne's Abbotsford Convent.

Ordinary Council Meeting Agenda - 8 April 2025

Victoria Street Lunar Festival	Victoria Street Business Association	15,000	2/02/2025	Y	The Victoria Street Lunar Festival celebrates the Lunar New Year within Melbourne's Vietnamese community. This vibrant street festival features food stalls, live entertainment, and traditional Vietnamese cultural festivities, creating an immersive experience of food, music, and customs.
Victoria's Pride Street Party	Midsumma, on Behalf of the Victorian State Government	50,000-60,000.	9/02/2025	Y	Victoria's Pride, held on Gertrude and Smith Streets, celebrates and connects the LGBTQIA+ community in a historic hub. The event features live music, performances, street entertainment, community stalls, food trucks, and activations, offering opportunities for local businesses to engage through decorations, stalls, and special activities.
Pride KINection	Midsumma Festival Inc	New	9/02/2025	Y	The Pride KINection project, debuting at Victoria's Pride in February 2025, explores pride, kinship, and connection through dance, drag, theatre, and visual art. A highlight is a collaborative performance uniting emerging LGBTQIA+SB Yolŋu artists and local talent, showcasing diverse artistic expressions.

Ordinary Council Meeting Agenda - 8 April 2025

Johnston Street Fiesta	Hispanic And Latin American Festival and Cultural Association	40,000	22/02/2025 - 23/2/2025	Y	The Johnston Street Fiesta is a lively two-day festival in Fitzroy, celebrating Spanish and Latin American culture with vibrant food, dance, and music performances.
St Patrick's Family Fun Day	The Melbourne Irish Festival Committee	5,000	16/03/2025	Y	The St. Patrick's Family Fun Day is an annual, free event at Edinburgh Gardens, North Fitzroy, celebrating Irish culture with live music, Irish dancing, sports, and children's activities. Hosted by the Melbourne Irish Festival, it fosters community spirit and inclusivity.
Groove Tunes 2025: The Future of Music is Accessible	Dina Bassile	TBC by organiser	29/03/2025	Y	The 2025 Groove Tunes music festival, hosted by Tibi Access with the Corner Hotel, promotes accessibility in the music industry.
Healing Ceremony - A Tribute to Black Deaths in Custody	Nathan Lovett-Murray Auspiced By Sports Health Check Australia	TBC by organiser	12/04/2025	Y	ISN (Indigenous Sports Network) will host a 2025 Healing Ceremony at Vic Park, honouring Black Deaths in Custody. Featuring traditional dance, Indigenous music, healing markets, and community activities, this culturally significant event promotes healing, raises awareness, and fosters cultural resilience and unity within the community.
CODED: A night of Queer Storytelling	Amelia Jean O'Leary Auspiced By Auspicious Arts Projects Inc	TBC by organiser	13/04/2025	Y	A new First Nations femme queer contemporary dance work that explores the embedding of queerness within landscapes in fear of personification of physicalised queerness. To be held at Abbotsford Convent in April.

Ordinary Council Meeting Agenda - 8 April 2025

Reclink Community Cup	Reclink Australia	13,000	14/6/2025	Y	The Reclink Community Cup is an annual charity football match between musicians and media staff. Since 1993, Melbourne's event has united radio and music industry icons to raise awareness and funds for Australia's most disadvantaged, combining entertainment and community spirit for a meaningful cause.
Celebration of Muslim festival, Eid Al Adha, Festival of Sacrifice	Oromo Community Women's Group In City Of Yarra Inc	TBC by organiser	1/06/2025	Y	Annual Eid Al Adha celebration at Belgium Avenue Neighbourhood House. The event brings together whole families, the community and representatives of outside agencies, to break the fast during Ramadan.
Gertrude Street Projection Festival	Centre For Projection Art	50,000	July	Y	The Gertrude Street Projection Festival is a not-for-profit community arts event supporting Australia's new media artists for over a decade. Featuring projections, live events, and performances along Gertrude Street, it attracts 50,000 annual visitors and provides education, support, and a platform for artists to achieve their creative and professional potential.
Moon Lantern Festival	Victoria Street Business Association	1,000	September	Y	The Moon Lantern festival is a mid-Autumn festival marking a time of family reunions and celebrations. Previously held at Abbots Yard and other locations on Victoria Street, the event includes cooking classes for kids, cultural performances and lion dancing.

Ordinary Council Meeting Agenda - 8 April 2025

supercalifragilisticexpialidocious	Rawcus Theatre Company Inc	TBC by organiser	September	Y	Flow Fest 2025 will feature a collaboration between Lead Artist Jorlene Lim, a Deaf artist, and the award-winning Rawcus Ensemble. This national festival highlights Deaf culture and showcases the creative contributions of Deaf and Disabled artists through performances, exhibitions, and events, fostering inclusion and celebrating diverse artistic expression.
Luliepalooza	Cosmos Factory Pty Ltd (Lulie Tavern)	1,500	8/11/2025	Y	LuliePalooza is an annual arts and music festival held on Lulie Street and beneath the Victoria Park Grandstand in Abbotsford. Featuring local brewers, distillers, food vendors, and artists, the festival offers affordable access to world-class music. Since 2021, it has expanded annually, with larger crowds and diverse lineups.
Yarra Gala Ball	Collingwood Housing Estate Arts Committee (Cheac) Auspiced By Belgium Avenue Neighbourhood House Incorporated	TBC by organiser	5/12/2025	Y	The Yarra Gala Ball is an event designed to unite residents from the Collingwood and Richmond housing estates, fostering community connections through an evening of formal dining, entertainment, and social engagement.
LGBTQ+ Multicultural & Faith Events Program 2025	Thorne Harbour Health Ltd	New	Various	Y	LGBTQ+ Multicultural & Faith Events Program 2025 by Thorne Harbour health in various venues.

Ordinary Council Meeting Agenda - 8 April 2025

Social and cultural activities for Oromo women and their families in the City of Yarra	Oromo Community Women's Group in the City of Yarra	TBC by organiser	Various	Y	The program includes an Iftar during Ramadan, bringing together the Oromo community and the wider community to promote cultural exchange and understanding. It also features information sessions, fortnightly meetings, and various activities aimed at fostering community engagement, providing support, and strengthening social connections within and beyond the Oromo community.
Eid and community celebration 2025	Cohealth Limited	TBC by organiser	Various	Y	The planned activities include talks by religious and community leaders on diversity, history, and culture. The program features food, a BBQ, children's entertainment and face painting, and cultural activities such as an African coffee ceremony, fostering community engagement and celebrating cultural heritage.
Cubbies 50th birthday celebration	The Venny Inc	New	Various	Y	The Fitzroy Adventure Playground, known as Cubbies, was established in 1974 as Australia's first adventure playground and celebrates its 50th anniversary in 2024. The milestone will be marked with a community event featuring speakers, entertainment, music, food, and diverse cultural activities, reflecting the local community and emphasizing play opportunities.
Community Fun Days for Abbotsford and Fitzroy Toy Libraries	Collingwood Toy Library Inc	TBC by organiser	Various	Y	Community Fun Day – Abbotsford will transform the Bob Rose carpark at Victoria Park into a free celebration of play. Community Fun Day – Fitzroy Stay and Play highlights the recent establishment of the Fitzroy Library, offering family-focused activities tailored to the needs of the Atherton Gardens community.

Ordinary Council Meeting Agenda - 8 April 2025

Yarra Challenge Cup	The Gr8 M8S Foundation Incorporated	TBC by organiser	Various	Y	The Challenge Cup is an eight-a-side soccer program involving around 200 children and youths (ages 5-18) from Fitzroy, Richmond, and Collingwood public housing. Participants train and compete in a friendly tournament held four times a year, promoting teamwork, community engagement, and physical activity.
Women's Art Register 50th Anniversary Exhibition Programme	Women's Art Register	TBC by organiser	Various	Y	A program of five exhibitions and events will celebrate the 50th anniversary of the Women's Art Register. Highlights include exhibitions at ACU Gallery and George Paton Gallery, a zine workshop at the Australian Queer Archives, an archival installation at Richmond Library, and an Artist-in-Residence collaboration with Seventh Gallery.
Arts Projects 3065	Arts Projects 3065 Auspiced By Fitzroy Learning Network Inc.	TBC by organiser	Various	Y	The Bridges to Harmony Park Makeover at Condell Reserve will enhance community spaces, complemented by additional events promoting connection, cultural celebration, and inclusive community engagement initiatives.
3CR Community Radio Local Connections	Community Radio Federation Limited	TBC by organiser	Various	Y	4x different activities: Beyond the Bars, Disability Day, Local Connections and 3CR open day

Council produced public events of scale

Ordinary Council Meeting Agenda - 8 April 2025

Event	Estimated numbers	Event Date(s)	Description
Citizenship Ceremonies	Various	5 per year	In December 2022, the Federal Government reinstated Yarra City Council's right to hold citizenship ceremonies. The first ceremony after reinstatement was held in April 2023 at Collingwood Town Hall, welcoming migrants from various countries.
January 26 - Truth Telling Morning Tea	200	24/01/2025	Following consultations with the Wurundjeri Woi Wurrung, other Aboriginal and Torres Strait Islander peoples and the wider community, Council resolved in early 2017 to no longer celebrate Australia Day on January 26. This event provides a platform for truth-telling by creating an open and respectful dialogue about the history of colonisation, its enduring impacts, and the ongoing struggle for justice and reconciliation for Aboriginal and Torres Strait Islander Peoples.
Fairfield in Feb	1800	9/2/2025 & 16/2/2025	The summer concert series at the Fairfield Amphitheatre has showcased culturally diverse performances for over 20 years, supporting contributions from diverse communities through music, spoken word, and dance. Highlighting the Yarra River's natural beauty, it attracts local and Melbourne audiences. In February 2025, Vollyspot will collaborate with Music in Exile and cultural organisations to present two shows featuring local musicians and performers.
IDAHOBIT	Up to 100	17/05/2025	This event varies based on stakeholder input and typically includes staff and community participation, speeches, food, and entertainment. In 2024, it featured an LGBTQIA+ historical walk in Yarra, led by a community elder, highlighting significant sites, complemented by a drag performance and refreshments.

Ordinary Council Meeting Agenda - 8 April 2025

National Volunteer Week	100	19/5/2025 - 25/5/2025	A morning tea is held annually in May for approximately 80 Council volunteers and program officers. This key initiative recognises and celebrates volunteers, promoting and encouraging community volunteering in Yarra, as outlined in the Volunteer Policy.
Sorry Day	300	26/05/2025	In Yarra, Sorry Day is marked by community gatherings at the Stolen Generations Marker in Atherton Gardens, Fitzroy. This culturally significant site, titled 'Remember Me' and created by Kamilaroi/Gamilaroi artist Reko Rennie, honours the stories of the Stolen Generations and the broader Aboriginal community.
Vietnamese 50 Years Community Celebration	New - 400	21/06/2025	A Refugee Week event on 21 June 2025 at Collingwood Town Hall will celebrate Vietnamese community achievements with stage performances, cultural demonstrations, hawker stalls, and a panel discussion, open to all in the community.
NAIDOC Week	Various events across Yarra	July	Each year in Yarra the community comes together to celebrate Aboriginal and Torres Strait Islander histories, cultures and achievements during NAIDOC Week.
Leaps and Bounds Music Festival	14,000	July	Originally launched to support local venues, musicians, and businesses during winter, the festival has grown into a cornerstone of Yarra's cultural calendar. It showcases a diverse range of talent, from emerging artists to internationally acclaimed performers, highlighting the richness and creativity of the local music community.

Ordinary Council Meeting Agenda - 8 April 2025

Everyday Nicholson: Halloween Trick or Treat Trail	2,000	31/10/2024	Held on October 31, the annual Halloween Trick or Treat Trail, organised by Yarra's Economic Development team with Grosz CoLab and Traders, draws around 2,000 costumed participants. Featuring creative giveaways, street decorations, and engaged traders, the event fosters a festive, family-friendly atmosphere while activating and promoting the precinct.
Remembrance Day	200	11/11/2025	Remembrance Day is acknowledged annually on November 11 to honour those who served in wars and conflicts. The commemoration typically includes a ceremony at Richmond's War Memorial at Barkly Gardens in Richmond, featuring speeches by representatives from the Richmond RSL and the Yarra City Council, an official wreath-laying, and a minute's silence at 11 am.
Transgender Awareness Week	200	13/11/2025 - 19/11/2025 -	Transgender Awareness Week, observed annually from November 13 to 19, is a time dedicated to raising awareness about transgender and gender-diverse communities. In the City of Yarra, this week is marked by various events and initiatives aimed at celebrating transgender pride, educating the public, and promoting inclusivity.

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Transgender Day of Remembrance	200	20/11/2025	Transgender Day of Remembrance (TDOR) is observed annually on November 20 in the City of Yarra to honour the memory of transgender individuals lost to anti-transgender violence and discrimination. The day serves as a solemn reminder of the challenges faced by the transgender community and underscores the importance of promoting inclusivity and safety.
World AIDS Day	200	1/12/2025	The event, held at the AIDS Memorial Garden in Fairfield, is a collaboration between Thorne Harbour Health and Council, focusing on remembrance, awareness, and community engagement in support of those affected by HIV/AIDS.
Yarra Carols in Park	3,000	December	Carols in the Park is a free, family-friendly event featuring local school and community choirs, alongside professional musicians and performers. Held in either Edinburgh Gardens or Darling Gardens.
Yarra Community Awards	300	December	The Yarra Community Awards are annual accolades presented by the City of Yarra to honour individuals and groups who have made outstanding contributions to the community

Ordinary Council Meeting Agenda - 8 April 2025

New Year's Eve	2,500	31/12/2025	New Year's Eve at Edinburgh Gardens in Fitzroy North is a free, family-friendly event hosted by the City of Yarra. Festivities include outdoor film screenings, food trucks, and a countdown to midnight, providing a relaxed atmosphere for community members to welcome the new year.
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Attachment 2

2025 Council Civic Events Calendar

Awareness Date / Civic Event	Date
Lunar New Year	29 January
January 26	24 January
Citizenship Ceremony	January
Pride March	2 February
Anniversary of National Apology Day	13 February
Magha Puja	13 February
Library Lovers' Day	14 February
Council hosted Iftar Dinner	20 March
Clean Up Australia Day	2 March
International Women's Day	8 March
Ramadan	1 March
National Close the Gap Day	20 March
The International Day for the Elimination of Racial Discrimination	21 March
Citizenship Ceremony	March
Cultural Diversity Week	March
World Down Syndrome Day	21 March
Holi	25 March
Transgender Day of Visibility	31 March
Eid al Fitr	30-31 March
Autism Awareness and Acceptance Week	2 – 8 April
Nature Play Week	April
Australian Heritage Festival	April- May
Easter Sunday	20 April
Passover	12-20 April
ANZAC Day	25 April
National Road Safety Week	May
International Nurses Day	12 May
Vesak	12 May
IDAHOBIT	17 May
National Volunteer Week	19 – 25 May
National Sorry Day	26 May

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Reconciliation Week	27 May - 3 June
Citizenship Ceremony	June
Mabo Day	3 June
World Environment Day	5 June
Eid al Adha	6-7 June
World Elder Abuse Awareness Day	15 June
Refugee Week	15 - 21 June
World Refugee Day	20 June
Vietnamese 50 Years Community Celebration	21 June
Asalha Puja	10 July
NAIDOC Week	6 - 13 July
National Tree Day	27 July
Homelessness Awareness Week	August
National Day of Action against Bullying and Violence	August
Wear it Purple Day	30 August
National Child Protection Week	September
Early Childhood Educator's Day	3 September
Indigenous Literacy Day	1 September
International Literacy Day	8 September
R U OK Day	11 September
AFL Grand Final	26 September
Citizenship Ceremony	September
History Month	October
Buy Nothing New Month	October
National Carer's Week	October
Seniors Week / Seniors Month	October
Rosh Hashanah	22-24 September
Yom Kippur	1-2 October
International Walk to School Month	1 - 31 October
International Day of Older Persons	1 October
World Ageism Awareness Day	8 October
Aussie Backyard Bird Count	13 – 19 October
National Ride 2 Work Day	15 October
Children's Week	18-26 October
Diwali / Deepavali	1 November
World Town Planning Day/World Urbanism Day	8 November

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Remembrance Day	11 November
Transgender Awareness Week	13 - 19 November
Transgender Day of Remembrance	20 November
International Day for the Elimination of Violence against Women	25 November
16 Days of Activism	25 November - 10 December
AFLW Grand Final	29 November
National Recycling Week	8 – 14 November
Yarra Community Awards	December
Yarra Carols in Park	December
World AIDS Day	1 December
International Day of People with Disabilities	3 December
Citizenship Ceremony	December
International Human Rights Day	10 December
Christmas	25 December
New Year's Eve	31 December



Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra. We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra. We pay our respects to Elders from all nations and to their Elders past, present and future.

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A note on language

This document adopts the term *multicultural community* to refer to Yarra's population who speak English as a second language, are from non-English speaking countries and/or are from culturally diverse backgrounds. It also includes people born in Australia to parents of overseas descent or individuals from multi-faith backgrounds.

Overview

Purpose of this policy

The purpose of the Multicultural Partnerships policy is to guide the Council's support for the multicultural community within the City of Yarra. Through an extensive community engagement process, the priorities of this policy have been shaped by our key stakeholders, primarily our multicultural community.

The policy sets expectations for our approach, ensures transparency, and strives for best-practice and equitable outcomes in our work with and for the community. It aligns with and aims to complement existing strategies, policies, and plans, promoting a cohesive approach across various initiatives towards achieving common objectives for our community.

Scope

- This policy applies to Yarra City Council's work with our multicultural community.
- This policy applies to the whole of the Yarra City Council organisation.

An intersectional lens

The policy was developed with a strengths-based approach, highlighting our multicultural community's self-determination and valuable contributions to Yarra. It also acknowledges the complex challenges that arise from the intersection of cultural and racial marginalisation. Consequently, Council recognises that factors such as gender, sexuality, age, and disability can compound the marginalisation and discrimination experienced by members of our multicultural community.

Review of the policy

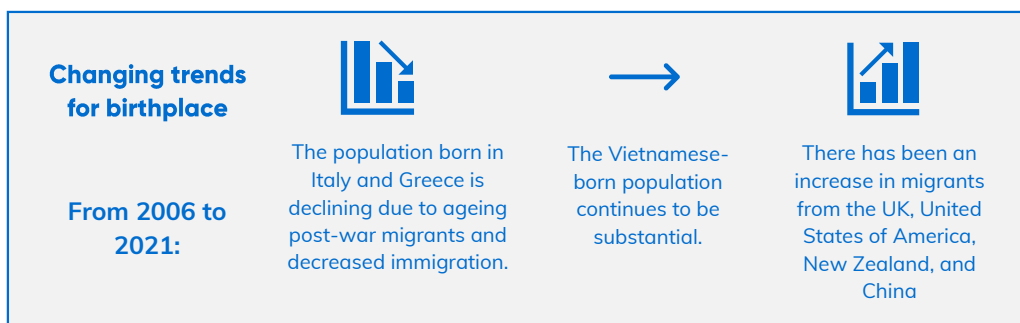
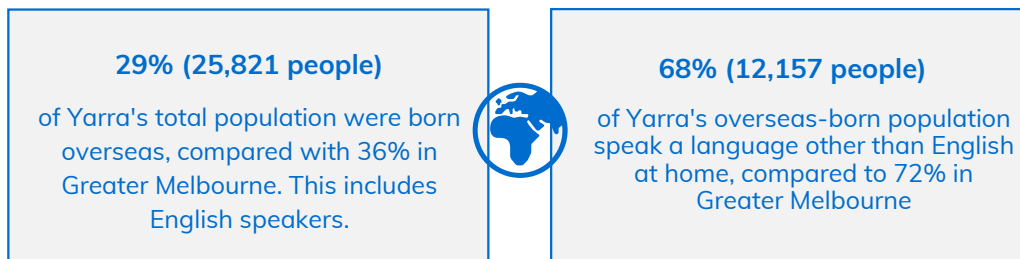
A review of the policy will occur at the point of major change to Council's policy context or the broader policy environment.

Our Community

Yarra respects and celebrates our multicultural community. Understanding data such as what languages people speak, changing trends in birthplace, and where people live helps us to respond and provide services that make a difference.

Demographics and analysis:^{1,2}

Overseas born population and languages spoken at home



¹ Demographic information is based on the 2021 ABS Census data and data from the Department of Home Affairs (requested in 2023)

Overseas born by suburb



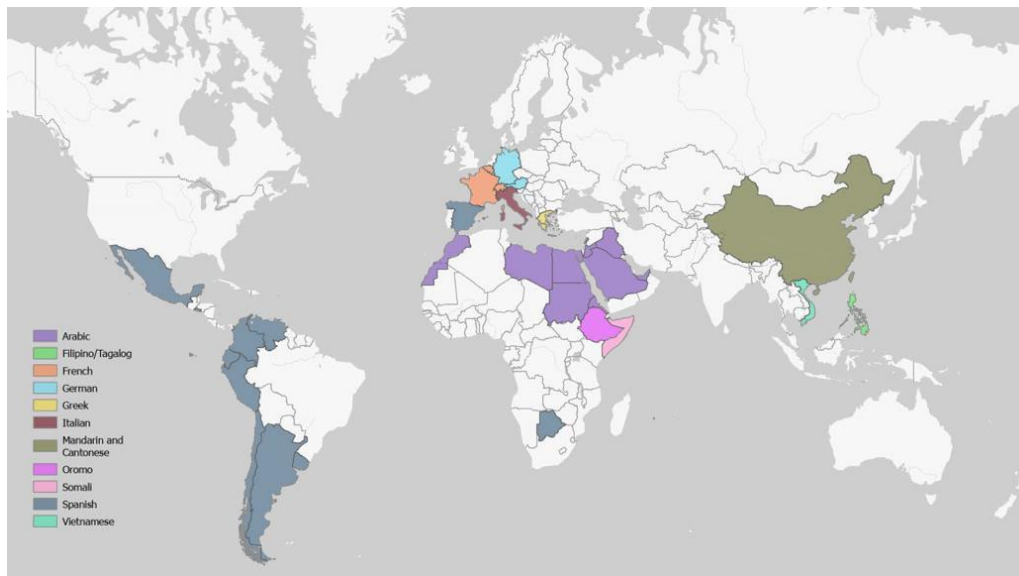
North Richmond is the most culturally diverse suburb, with 37% of its residents born overseas.

It's followed closely by Collingwood (35%) and Abbotsford (34%).

Clifton Hill is the least diverse, with 21% of its population born overseas.

Languages other than English spoken at home

Rank	Language	Number of people speaking language
1	Vietnamese	2,998
2	Greek	1,982
3	Mandarin	1,710
4	Italian	1,243
5	Cantonese	1,071
6	Spanish	865
7	French	607
8	Arabic	584
9	German	462
10	Somali	402
11	Oromo	330
12	Filipino/Tagalog	279



Top 12 Non-English Languages Spoken at Home and Country of Origin Approximated by Recorded Country of Birth

Migration streams



- Between Jan 2019 - Jul 2023 (averaged), 55% of migrants have arrived through the skilled stream, followed by those arriving through the family stream (43%).
- 23% of Yarra residents born overseas were recently arrived in Australia (2016-2021), a slightly higher proportion than that of Greater Melbourne (20%).

Top languages by social housing (including English speakers)



1. Vietnamese (22%)
2. Mandarin (6%)
3. Somali, Cantonese, Arabic (5%)
4. Oromo, Hakka (4%)
5. Turkish, Amharic, Tigryinya (2%)

The top 5 religions were:

Religion



60%

of Yarra's residents do not identify with a religion.

- Western (Roman) Catholic (14.2%)
- Anglican (3.9%)
- Buddhism (3.4%)
- Greek Orthodox (3%)
- Islam (2.4%)

Between 2016 and 2021, Christianity experienced a significant decline, whereas Islam had the highest rate of growth.

Need for assistance (non-English speakers)



10% of Yarra's non-English speaking residents indicated a need for assistance, compared to 4% of Yarra's total population

Residents aged 65 years and over accounted for 72.6% of this group, and increased between 2016 and 2021

Unpaid care and unpaid childcare (non-English speakers)



13% of Yarra's non-English speaking residents provide unpaid assistance to a person with a disability, long term illness or old age, compared to 10.5% of Yarra's total population. Residents aged 65 years accounted for 72.6% of this group.

19% of Yarra's non-English speaking residents provides unpaid childcare, compared to 16.5% of Yarra's total population

Policy Context

Yarra has a longstanding commitment to welcoming and supporting culturally diverse communities. Numerous waves of migrant communities have settled in Yarra and contributed to the diverse characters of our municipality. Council continues to recognise the important contributions that newly arrived communities make to our local community. Through inclusive spaces, tailored programs, and responsive services, we empower diverse groups to participate fully in our community and celebrate their invaluable contributions.

International	Federal	State
UN Convention & Protocol Relating to the Status of Refugees (1951)	The Racial Discrimination Act (1975)	Victorian Racial and Religious Tolerance Act (2001)
UN International Convention on the Elimination of All Forms of Racial Discrimination (1996)	Australian Human Rights Commission Act (1986)	Victorian Charter of Human Rights and Responsibilities Act (2006)
UNESCO Universal Declaration on Cultural Diversity (2001)	Multicultural Access and Equity Policy Guide (2018)	Equal Opportunity Act (2010)
UNESCO's International Coalition of Cities Against Discrimination in Asia and Pacific Ten Point Commitment Plan (2009)	Multicultural Framework Review (2024)	Multicultural Victoria Act (2011)
		The Victorian Multicultural Policy Statement (2017)

What Yarra does

Yarra City Council delivers a range of services and programs that engage our multicultural community on multiple levels. Our invaluable partnerships provide us with the ability to extend our reach, which ranges from individual and group support to advocacy.

Our key partners

We work closely with our partners to support our multicultural community. Our partners include neighbourhood houses, local schools, employment programs, health services, outreach and support services and tertiary institutions.

Yarra Networks

The Yarra Multicultural Advisory Group (YMAG) promotes dialogue between Council and its multicultural communities, ensuring a broad representation through its open membership for Yarra's diverse community members, organisations, and service providers. With representation from two elected Councillors and supported by Council staff, YMAG's core duties involve advising on multicultural policies, advocating for multicultural communities, championing cultural diversity, and facilitating resource sharing among community groups.

Additionally, the Council helps facilitate the Yarra Multicultural Services Network (YMSN). In this forum, agencies that provide services for refugees, people seeking asylum, and

newly arrived migrants in Yarra can collaborate, share resources, and exchange best practices to enhance the support and services they offer to the community. This collective effort aims to ensure a coordinated approach to address these groups' unique needs and challenges, promoting a more inclusive and supportive environment within the Yarra region.

Advocacy

We support and are active members of a range of initiatives that support our multicultural community. These initiatives include Welcoming Cities, the Mayoral Taskforce for People Seeking Asylum, the Refugee Welcome Zone, We Stand Together, the community racism reporting tool, "Racism. It Stops with Me", and Refugee Week. Our support is dynamic, and we will continue to support new initiatives as they emerge.

Welcoming Cities is an initiative aimed at fostering inclusive and welcoming communities for all, with a special focus on immigrants and refugees. It supports local governments in their efforts to create policies and practices that help newcomers integrate and participate fully in the social, economic, cultural, and civic life of their communities.

The **Mayoral Taskforce for People Seeking Asylum** is a collective effort led by city mayors to address the needs and challenges faced by people seeking asylum. It aims to provide coordinated support and advocacy to improve the living conditions, access to services, and rights of individuals seeking asylum within their jurisdictions.

A **Refugee Welcome Zone** is a commitment made by a local government to welcoming refugees into their community. It involves a pledge to uphold the rights of refugees, promote their inclusion and participation, and enhance cultural and social understanding within the community.

We Stand Together is an initiative aimed at promoting unity and combating discrimination and racism in communities. It encourages individuals and organisations to stand in solidarity against hate and prejudice, fostering a more inclusive and respectful society.

The **Community Racism Reporting Tool** is an online platform or service that allows individuals to report instances of racism they experience or witness in their community. It is designed to collect data on racist incidents, provide support to victims, and inform policy and community responses to racism.

"Racism. It Stops with Me" is a campaign that invites all Australians to reflect on what they can do to counter racism wherever it happens. It seeks to promote a clear message that racism is unacceptable, and it is the responsibility of individuals and organisations to take a stand against it.

Refugee Week is an annual event celebrated in many countries to acknowledge and celebrate the positive contributions of refugees to society. It aims to educate the public about refugee experiences, highlight their achievements, and advocate for their rights and protection.

Yarra programs and services

We deliver culturally-specific services and programs provided through:

Social support groups for seniors	Council and Neighbourhood House playgroups	The Yarra Youth Centre and Richmond Youth Hub	Yarra Libraries (including story times, LOTE collections, digital help, workshops, and events)
Sportsgrounds Allocations Policy sets rules for allocating infrastructure to clubs, emphasising inclusivity.	Children's Services	Family Services	Maternal and Child Health

We build community capacity through:

Providing a significant number of grants to multicultural communities and projects	Acessible community training to build community capacity	Providing support for applications and processes for grants, children's services, support agencies	Language and literacy programs (including digital literacy)
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We facilitate and strengthen connections and knowledge through:

Advisory Committee representation	Festivals, events and celebrations for our diverse community	Bi-Cultural Liasion Officer program
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We remove barriers through:

Bespoke approach to communication methods	Our Bi-Cultural Liasion Officer program	Using interpreters and translations	Providing training and alleviating administrative burdens for grant applications	Using trauma-responsive practice	Prioritising relevant services to groups such as people from refugee backgrounds and people seeking asylum
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Our Guiding Principles

The following statements are an affirmation of Council's ongoing commitment to the multicultural community it serves. The statements outline our values and underpin all facets of our work, from advocacy to policy development to service provision.

Multicultural Yarra

Yarra City Council:

- Affirms that Aboriginal and Torres Strait Islander peoples are the first custodians of this country and continue their traditional custodianship of this land. The Council recognises the pre-colonial cultural diversity with over 250 First Peoples nations and commits to actively promoting, contributing to, and celebrating this heritage.
- Recognises cultural, linguistic, and religious diversity as integral to Yarra's history and identity, acknowledging that this diversity enriches the community.
- Respects and promotes the expression of culture, language, and religion, advocating for these expressions to be free from vilification or discrimination, as these are basic human rights for all people.
- Acknowledges the intersections within multicultural communities that may increase the risk of further disadvantage for specific groups, including women, refugees, people seeking asylum, People of Colour, older individuals, members of the LGBTIQA+ community, and people with disabilities.
- Promotes an inclusive community where all individuals are enabled to fully participate in the municipality's social, cultural, economic, and political opportunities, regardless of race, gender, culture, language, or religion.
- Welcomes refugees, people seeking asylum, and other newly arrived migrants to the municipality with respect and compassion, which is pivotal in fostering a welcoming and socially cohesive community.
- Rejects all forms of racial and religious vilification, violence, harassment, and unlawful discrimination, working towards a community free from racism.

Welcoming Refugees & People Seeking Asylum

Yarra City Council:

- Recognises and welcomes all individuals who have arrived on humanitarian visas, those seeking asylum, and refugees who arrive on other visa types, including family migration and skilled migration.
- Adheres to the United Nations definition of a person seeking asylum as someone seeking international protection whose claim has not yet been fully decided.
- Acknowledges the challenging journeys of people seeking asylum, often fleeing war and human rights violations and emphasises treating them with dignity and compassion, recognising their strengths and resilience.
- Commits to providing opportunities for refugees and people seeking asylum to actively participate and contribute to community life.
- Advocates for the rights of refugees and people seeking asylum to be free from hardship and to actively participate in the community, while also challenging discriminatory beliefs and policies.
- Celebrates and acknowledges the contributions of refugees and people seeking asylum to Yarra, recognising these communities' inherent strengths and resilience.

Our Commitments

Our commitments are themed into five priority areas that have been formed through extensive community engagement with a range of stakeholders. Our policy objectives demonstrate how we will act as a Council to ensure the City of Yarra is an inclusive place for our multicultural community to live, work, and enjoy.

Priority 1: Standing Against Racism

We are committed to:	
1.1	A zero-tolerance approach against racism and discrimination to the wider community
1.2	Fostering partnerships to eliminate racism and discrimination (e.g. anti-racism research and projects)
1.3	Enabling community and staff to report racial abuse and vilification and for our staff to promptly address issues that occur in Council spaces in a manner that the person reporting feels heard and understood
1.4	Raising awareness in the community on issues of racism and discrimination and providing up-to-date information on where to find support
1.5	Strengthening workplace practices and processes that ensure cultural safety for our multicultural community and staff
1.6	Role-modelling inclusive recruitment practices to increase diversity in the workplace, including in leadership roles
1.7	Actively welcoming refugee and asylum seeker families to Yarra by ensuring inclusive and relevant programs and services that help them feel valued and supported as integral members of our community.

Priority 2: Effective Communication and Respectful Engagement

We are committed to:	
2.1	Ensuring our communications and information dissemination are accessible to our multicultural community (e.g. picture-based, plain language, translation)
2.2	Adopting a flexible and tailored approach to communications and engagement that caters to the diverse needs of our multicultural community (e.g. paper-based, digital-based, Bi-Cultural Liaison Officer, online social messaging platform)
2.3	Actively informing our multicultural community of relevant social, environmental, economic, and political issues where relevant to Council's remit
2.4	Streamlining council processes and systems to increase accessibility and participation (e.g. website, language services, planning)
2.5	Improving the community's trust and understanding towards local government through accountable and respectful engagement and relationship-building
2.6	Utilising the model of Bicultural Liaison (i.e. staff who use cultural knowledge, language skills, lived experience and community connections to elevate community voices), to engage with the community. We respect the skills, time, and diverse commitments of Bi-Cultural staff and are committed to ethical remuneration and professional development opportunities
2.7	Engagement practices that are ethical, genuine and meaningful and represent the diversity within the community, avoiding over-reliance on the same cohorts and closing the loop on consultations

NB. This Priority is aligned to our [Community Engagement Policy](#)

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Priority 3: Cultivating Connections

We are committed to:	
3.1	Working with our partners and stakeholders to deliver a wide range of services to the community, and seeking new opportunities where possible, responding to emerging issues as they arise
3.2	Fostering connections and building relationships between groups that share cultural identities and/or language
3.3	Facilitating opportunities for inter-cultural learning and celebration through programs and events
3.4	Building relationships with our community and partners through participation and support of community events,
3.5	Commemorating and celebrating significant dates for our multicultural community by honouring longstanding traditions while remaining responsive to our community's changing demographics and cultural identities.

Priority 4: Building Inclusive and Accessible Spaces

We are committed to:	
4.1	Working with our multicultural community on how Council parks, public spaces and facilities can be more accessible, representative, safe and liveable
4.2	Educating, advocating and supporting local businesses, service providers and sporting clubs to ensure programs and activities provided in Yarra are done so in an equitable and inclusive manner
4.3	Continuing the use of an inclusion and diversity lens when allocating sports grounds and facilities
4.4	Continuing to promote accessible Council services and programs that cater to the specific needs of our multicultural communities, developing further when they no longer meet the needs of the community
4.5	Building inclusive and accessible spaces, programs and events for our multicultural community that extends to considering intersecting identities. We recognise that individuals within our community may face unique barriers to access and participation.

Priority 5: Fostering Community Capacity

We are committed to:	
5.1	Working with partners to support learning, skills development, and employment opportunities for our multicultural communities
5.2	Building the capacity of community groups to establish and independently sustain community projects and/or programs beyond the initial Yarra grants.
5.3	Promoting and facilitating accessible volunteering and community training opportunities to enhance employment opportunities for our multicultural community
5.4	Supporting and guiding multicultural communities to navigate council systems (e.g. planning processes, grant applications)

Monitoring, Reporting and Updating

In 2023, the Council streamlined its quarterly progress reports to enhance clarity and transparency for Councillors and the community, focusing on reducing the number of reports while increasing transparency. The revised Quarterly Report consolidates updates on strategic goals, the Council Plan, the budget, and capital projects, aiming to simplify reporting and effectively highlight our achievements.

The strategy updates and highlights section of the Q1 Quarterly Report will include a feature on the Multicultural Partnerships Policy. Officers are tasked with monitoring and documenting how practices align with the policy's principles and how our initiatives propel its key priorities forward.

The Multicultural Partnerships Policy is intended for long-term application; however, it is acknowledged that significant changes in the social environment, the broader policy landscape or Council's own policies that may necessitate updates, which will be initiated as and when needed.

7.12. Contract award - C1794 Tree Planting and Establishment Services

Author Casey Ward – Coordinator Strategic Projects Delivery
Authoriser Chief Executive Officer

Executive Summary

This report recommends awarding a contract for C1794 for tree planting and establishment services following a public tender process.

Officer Recommendation

That Council:

1. Awards contract C1794 for the provision of tree planting and establishment services to _____ (ABN _____) and _____ (ABN _____) for a principal contract term of four years with one two-year option to extend.
2. Authorises the Chief Executive Officer to sign the contract documentation on behalf of Council.
3. Authorises the Chief Executive Officer to exercise the contract extension, where satisfactory performance has been demonstrated.
4. Approves annual expenditure of up to \$1,250,000 excluding GST against the contract, subject to available budget.

History and background

Current contract

1. At its meeting held on **1 September 2020**, Council awarded contract C1535 for the provision of tree and streetscape maintenance services. The contract included both tree planting and tree maintenance services.
2. The principal contract term has expired and two new contracts for the provision of these services have been tendered.

Provision of services

3. Yarra's *Urban Forest Strategy* sets the strategic direction for growing and caring for our trees. The strategy sets the ambitious target to increase tree canopy coverage across our city to 21.25% by 2040. To achieve this, Council funds tree planting programs each year.
4. Tree planting generally occurs between April and October each year, when planting conditions are optimal.
5. Over the last five years, Council has planted in excess of 5,000 trees.

Contract structure

6. Contract C1794 for tree planting and establishment services intends to engage suitably qualified and experienced contractors to undertake tree planting activities across Yarra. The scope of services includes the supply of trees, minor civil works to create new tree locations, planting and providing aftercare to each tree planted for two years.
7. The invitation to tender issued to the market advised that a limited panel of up to two suppliers may be awarded the contract.
8. The principal contract term is four years, with a single two-year option to extend to create a maximum contract term of six years.
9. The volume and nature of tree planting in Yarra is subject to the amount of funding allocated in each budget cycle. The contract structure provides flexibility for Council to set the scope of tree planting to be delivered under the contract at the beginning of each planting season.

Tender process

10. The tender for C1794 for tree planting and establishment services was advertised in The Age on Saturday 11 January 2025 to invite suitably qualified contractors to submit a response to the tender. The closing date for tenders was Friday 7 February 2025 at 2.00pm.
11. To complement the notification of a tender, Council's e-tendering system automatically notifies tenderers via email generated within this system. When a supplier registers to this portal, they are required to nominate the categories they specialise in. The information entered during the registration process then determines the notifications they receive when a tender is released to the market.

Tender evaluation process

12. The tender evaluation panel, the tender responses received, the detail of the evaluation process undertaken, and reference checks are included at **Confidential Attachment A**.
13. The following evaluation criteria were used to assess tender submissions;

Non-scored criteria

- (a) Consent to an independent financial viability check;
- (b) Appropriate occupational health and safety systems;
- (c) Required insurance coverage;
- (d) Completed statutory declaration;
- (e) Completed conflict of interest declaration; and
- (f) Completed child safety standards declaration.

Scored criteria

- (a) Price;
- (b) Experience and capability;
- (c) Service delivery methodology; and
- (d) Sustainability (environmental and social).

Discussion

Conformance assessment

14. The panel considered all tenderers' submissions for conformance to the non-scoring criteria. The outcomes of the assessment are detailed in Confidential Attachment A.

Qualitative assessment

15. Each tender was assessed against the scored criteria. The evaluation panel's scoring is documented in Confidential Attachment A.

Quantitative assessment (price)

16. Each tenderer's pricing was assessed and scored using a mathematical calculation. The methodology and the scoring is documented in Confidential Attachment A.

Financial assessment

17. Corporate Scorecard Pty Ltd was commissioned to perform an independent standard financial and performance assessment of shortlisted tenderers. The outcomes of the financial assessment are documented in Confidential Attachment A.

Probity

18. A probity advisor was not required during this evaluation process as the contract value was under \$10 million as per City of Yarra Procurement Policy.

Occupational health and safety requirements

19. The preferred tenderer has an OH&S management system that complies with the requirements of the *Occupational Health and Safety Act 2004* and this has been implemented throughout the organisation as per the requirements of the tender.

Options

Option 1 – Award contract to the recommended tenderer - Recommended

20. The recommended option is for Council to award the contract to the preferred tenderer from the evaluation process.

Option 2 – Award contract to a different tenderer - Not recommended

21. Council could choose to award the contract to a different tenderer.

Option 3 – Re-tender the contract - Not recommended

22. Council could choose to re-tender the contract.

Community and stakeholder engagement

23. Community consultation was not undertaken as part of the tender process. In carrying out tree planting activities, officers consult with the residents and property owners in impacted areas before undertaking planting.

Strategic Analysis

Alignment to Council Plan

Strategic Objective four - Place and nature

- 4.3 Protect and enhance the biodiversity values, connectivity and resilience of Yarra's natural environment

Climate emergency

24. Yarra's *Climate Emergency Plan* and *Urban Forest Strategy* set a target to increase tree canopy coverage for the whole municipality by 25% by 2040 (from a 17% baseline in 2014). Holding an effective contract for tree planting and establishment services is central to the progression of this goal.
25. The sustainable business practices and environmental impact of each tenderer were assessed as part of the tender evaluation.

Community and social implications

26. Sustainability, including corporate social responsibility, was a scored evaluation criterion.

Economic development implications

27. The tender evaluation criteria gave weight to local businesses and local economic contributions made by tenderers.

Human rights and gender equality implications

28. Tenderers were required to make declarations regarding ethical business practices as part of the tender process.

Finance and Resource Impacts and Interdependencies

29. Financial assessment of the preferred tender is included in Confidential Attachment A.

Legal and Legislative obligations

Conflict of interest disclosure

30. The General Manager Infrastructure and Environment has declared a material conflict of interest in relation to this contract. The General Manager Infrastructure and Environment has not been involved in any part of the tender evaluation process, including the review and approval of any report.
31. The contract will be governed by a Deed of Standing Offer prepared specifically for this contract. Further detail is included in Confidential Attachment A.

Risks Analysis

32. Tenderers were required to discuss risk mitigations, particularly in relation to managing overhead and underground services when carrying out tree planting, as part of the tender.

Implementation Strategy

33. All tenderers will be notified of Council's decision. The new contract will commence upon execution of the contract documentation.

Report attachments

1. CONFIDENTIAL -7.12.1 Confidential Attachment A C1794 Tree Planting and Establishment Services Tend (1)

This attachment is confidential information for the purposes of section 3(1) of the Local Government Act 2020 for the following reason:

- (g) private commercial information, being information provided by a business, commercial or financial undertaking that—relates to trade secrets; or if released, would unreasonably expose the business, commercial or financial undertaking to disadvantage.

7.13. Tender Report C1762-Drainage Cleaning and Maintenance Services

Author	Scott Carroll – Coordinator Drainage and Stormwater
Authoriser	General Manager Infrastructure and Environment

Executive Summary

The report recommends awarding contract C1762 – Drainage Cleaning and Maintenance Services, as per the recommendations of the Tender Evaluation Panel (TEP).

This service will enable the appointment of a contractor to inspect, clean and maintain the Council's underground drainage and stormwater network for the next 7 years (subject to satisfactory performance).

The total value of this contract can be up to \$1,000,000 per year (depending upon the demand for services offered by the contractor to other areas of Council e.g. building projects, building maintenance, open space maintenance and third-party development works etc). The proposed contract does not commit Council to any level of additional funding.

The contract is recommended for an initial term of 5 years with an option to extend by two further 1-year periods.

Officer Recommendation

That Council:

1. Awards contract C1762 Drainage Cleaning and Maintenance Services to _____ for the lump sum price of \$_____ (ex-GST) per annum plus additional drainage maintenance services under a schedule of rates (to a maximum annual contract spend of \$1,000,000 (ex-GST)) for an initial term of five years with options to extend by two further one-year periods.
2. Notes the contract will be subject to a CPI annual adjustment of the contract rates;
3. Authorises the General Manager Infrastructure and Environment to sign the contract documentation on behalf of Council.
4. Authorises the General Manager Infrastructure and Environment to extend the contract by two further one-year periods subject to satisfactory performance.
5. Authorises Council officers to advise the unsuccessful tenderers accordingly.

History and background

1. Council's drainage network is well maintained, functional and performs well.
 2. A tender for drainage cleaning and maintenance contract was advertised to engage a contractor for cleaning and maintaining Council's stormwater network.
 3. Council owns 180km of underground drainage assets and 11,000 stormwater pits.
 4. This contract responds to maintenance service needs of these underground assets. Council has other contracts which assists with the proper functioning of the entire network – e.g. street sweeping service contract.
-

5. The new contract will provide a comprehensive proactive and reactive approach to drainage and stormwater maintenance, by ensuring the effective performance and function of the drainage network, reducing flood risks and improving infrastructure resilience.
6. Drainage maintenance works are a key component of Council's role in maintaining a safe and functional drainage network to minimise the risk of flooding for private and commercial properties in the city.
7. There are a variety of specialised tasks that are included as part of this service contract:
 - (a) Proactive annual inspection and cleansing of 11,000 drainage pits;
 - (b) Proactive and reactive cleaning of drainage grates;
 - (c) CCTV inspections of pits and pipes;
 - (d) Vacuum cleaning of pits and pipes;
 - (e) Jet cleaning and power washing of pits and pipes;
 - (f) Manual cleaning of pits and pipes;
 - (g) Inspection and monitoring of any identified flooding hot spots (largely prior to rainfall events);
 - (h) Transport waste material to an approved disposal site (much of the material is recycled);
 - (i) Asset renewal assessments and recommendations;
 - (j) Pre and post inspections of developer works;
 - (k) Data collection and reporting;
 - (l) Robot pipe inspection and tree root cutting;
 - (m) Afterhours response and call outs to network issues; and
 - (n) Emergency response to network issues.
8. The call for tenders included the requirement to submit a lump sum for proactive works and an additional schedule of rates for additional services required to ensure the proper functioning of the network as those services are required.
9. The current drainage cleaning and maintenance contract expired on 31 March 2025.

Discussion

Tender

10. A public tender for contract C1762 for Drainage Cleaning and Maintenance Services was advertised in The Age on Saturday 19 October 2024 to invite suitably qualified contractors to submit a response to the tender.
11. The closing date for tenders was Tuesday 12 November 2024 at 2pm.

Tender evaluation process

12. The following evaluation criteria were used to assess tender submissions:

Non-scored criteria

- (a) Completed Statutory Declaration;
- (b) Insurance Coverage;
- (c) Occupational Health and Safety;
- (d) Financial Viability;
- (e) Tender Form & Pricing Schedules.

Scored criteria

Criteria
Experience & Capabilities
Capacity & Resource
Methodology
Pricing

13. Details on the response to Council's call for tenders, the tender evaluation panel, the assessment of tenders against Council's scored and non-scored criteria, value for money assessment, the shortlisting process, reference checking, financial checks and the best and final offer are included at **Confidential Attachment A** circulated under separate cover.

Probity

14. A probity advisor was not required during this evaluation process as the contract value was under \$10 million as per City of Yarra Procurement Policy.
15. All panel members completed a conflict-of-interest declaration prior to participating in the evaluation. No conflicts of interest were declared. Professional associations that exist due to previous working relationships (for example, previous contracts held with Yarra City Council) with some of the tenderers were documented for transparency reasons.
16. The Senior Procurement Officer chaired the evaluation process to maintain probity.

Occupational health and safety requirements

17. All tenderers have either provided valid accredited third-party certification for their Occupational Health and Safety (OH&S) systems.
18. The tender document contained occupational health and safety conditions which require the following prior to commencement:
- (a) a Risk Assessment (includes requirement for a Job Safety Analysis (JSA));
 - (b) a Health and Safety Plan (includes induction and safety training, safe work practices and procedures, occupational health and safety consultation, emergency procedures, incident reporting and investigation and occupational health and safety performance monitoring; and
 - (c) compliance with all Victorian occupational health and safety legislation (includes acts, regulations and codes of practice).
19. The TEP has verified that it is satisfied with the recommended contractor's previous history in respect of occupational health and safety claims or incidents. The contract will be managed by a Council officer who will ensure compliance with the health and safety plan monitoring of monthly performance, and JSA reports.

Options

Option 1 – Award contract to the recommended tenderer - Recommended

20. The recommended option is for Council to award the contract C1762 to the preferred tenderer for the provision of Drainage Cleaning and Maintenance Services as the standout tenderer from the evaluation process.

Option 2 – Award contract to a different tenderer - Not recommended

21. Council could choose to award the contract to a different tenderer. This is not recommended as the preferred tenderer has the required skills and capacity to undertake the services required by the contract. The other tenderers did not score as highly as the preferred tenderer and their tendered prices are significantly higher

Option 3 – Re-tender the contract - Not recommended

22. Council could choose to re-tender the contract. This is not considered necessary as the preferred tenderer yielded a highly competitive result.

Community and stakeholder engagement

23. Community consultation was not undertaken as part of the tender process. Council officers were involved in the development of the specifications and sought input from internal service areas that frequently require these services.

Strategic Analysis

Alignment to Council Plan

24. Strategic Objective four - Place and nature
- 4.2 Plan and manage community infrastructure that responds to growth and changing needs
25. Under the Road Management Act 2004, the Council is responsible for the management, maintenance and renewal of the Council's local road network. Drainage forms part of the road infrastructure. The engagement of this drainage maintenance contractor is a primary requirement for maintaining the Council's road infrastructure.

Climate emergency

26. The sustainable business practices and environmental impact of each tenderer were assessed as part of the tender evaluation.

Community and social implications

27. Sustainability, including corporate social responsibility, was included in the evaluation criterion.

Economic development implications

28. The contract items comprise of a lump sum price for pit inspections and cleaning, this provides council with certainty of costs for the majority of the contract duration. The

schedule of rates items (eductor (vacuum) pipe cleaning, CCTV inspections & emergency call outs) are essential and will only be applied as required.

Human rights and gender equality implications

29. The preferred tenderer employs ethical business practices and this was confirmed as part of the tender process.

Finance and Resource Implications

30. The total annual budget in 2024/2025 financial year for drainage cleansing and maintenance service works is approximately \$530,000. Council's draft operating budget includes \$550k for drainage maintenance for this contract in 25/26 (subject to Council's approval).
31. The total value of this contract may be up to \$1,000,000 per year (other areas of Council may also utilise this contract for building projects, building maintenance, open space maintenance and third-party development works etc). The proposed contract does not commit Council to any level of additional funding and officers will manage annual expenditure within the funding envelopes approved by Council.
32. The recommended tenderer has tendered a lump sum price for the core network inspection program.
33. Additional services may be commissioned as required to respond to unplanned emergency works, reactive maintenance, and additional drainage inspections to address unforeseen issues within the drainage network. The annual drainage maintenance budget may fluctuate annually due to extreme weather conditions, and other unexpected factors, necessitating additional response and maintenance efforts.

Legal and Legislative obligations

Conflict of interest disclosure

34. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

35. The preferred tenderer has detailed appropriate methodologies for managing Drainage Cleaning and Maintenance Services. It employs safe work practices and meets current standards in stormwater management.
36. It demonstrates strong project management skills, consistently meeting deadlines and maintaining effective communication with the Council, fostering a collaborative working relationship. The tenderer ensures compliance with safety standards.
37. The most significant risk Council faces is by not maintaining its drainage assets that therefore do not respond to rainfall events in the city. As the climate changes, Council can expect more severe weather events that makes stormwater asset management even more critical.

Implementation Strategy

38. All tenderers will be notified of Council's decision.
39. The new contract will commence upon execution of the contract documentation.

Report attachments

1. CONFIDENTIAL -7.13.1 Confidential Attachment A Contract award C1762 Drainage Cleaning and Maintenance

This attachment is confidential information for the purposes of section 3(1) of the Local Government Act 2020 for the following reason:

- (a) Council business information, being information that would prejudice the Council's position in commercial negotiations if prematurely released.
- (g) private commercial information, being information provided by a business, commercial or financial undertaking that—relates to trade secrets; or if released, would unreasonably expose the business, commercial or financial undertaking to disadvantage.

7.14. Yarra City Council Cash Reserves Policy

Author	Dennis Bastas – Manager Financial Services
Authoriser	General Manager Corporate Services

Executive Summary

Establishing and maintaining cash reserves has been identified as a key indicator for assessing Council's financial sustainability. Maintaining a healthy cash balance is important for financial sustainability.

Council's adopted Financial Sustainability Strategy (FSS) Strategic Lever 1 includes an action to develop a new cash reserves policy.

The attached Cash Reserves Policy outlines the identification, administration and use of restricted reserve accounts and establishes the requirements around the creation and management of reserves and the use of those funds.

The policy ensures Council meets its obligations under the Local Government Act 2020 to ensure the ongoing financial viability as well as meeting the objectives of the adopted FSS.

Officer Recommendation

That Council:

1. Adopt the Cash Reserves Policy.

History and background

1. Councils adopted Yarra's Financial Sustainability Strategy (FSS) 2023-2033 outlines a road map to achieve long term financial sustainability.
2. The FSS identifies seven strategic levers including plans to build reserve funds, responsible borrowing, optimisation of revenue, a focus on well-planned assets, ongoing reviews of the service landscape, digital transformation, robust financial management and a strengthening of advocacy and strategic partnerships. Each strategic lever identified a list of actions to assist with the implementation of the FSS.
3. Strategic Lever 1 Sustainable Cash Reserves and Responsible Borrowing identified one of the key indicators of assessing Council's financial sustainability being the ability to generate sufficient cash flows and the level of unrestricted cash held. Maintaining a healthy cash balance is important for financial sustainability. It provides Council with the ability to meet unforeseen or emergency expenses or to strategically fund priority projects and/or invest in infrastructure improvements without the need to borrow or disrupt essential services.
4. Action 1.1 of Strategic Lever 1 in the adopted FSS was to 'Develop a new Cash Reserves Policy'.

Discussion

Types of Cash Reserves

5. Council can hold funds in:
 - (a) Trust, restricted reserves (tied to a specific purposes) and intended allocations, such as developer contributions, statutory reserves or grant allocations that are set aside for specific purposes or obligations; or
 - (b) Discretionary cash reserves segregated from general revenue, based on Council direction, to finance future expenditure or to provide for a specific purpose or projects.

Statutory (Externally Restricted) Reserves

6. In addition to the Asset Revaluation Reserve, used to record the increased or net value of Council's assets over time, that is required by the Australian Accounting Standards, Yarra has the following two statutory reserves recorded in its financial statements:
 - (a) Public Open Space Reserve - contributions received as Public Open Space Levies pursuant to the provisions of Section 18 of the Subdivision Act 1988. This reserve is used to fund eligible open space capital works projects, and
 - (b) Parking Reserve – contributions received in lieu of the provision of parking spaces required for property developments. This reserve is used in the provision of additional car parking spaces as required.
7. A third statutory reserve is identified in the FSS being a Developer Contribution Plan (DCP) Reserve, part of the Yarra Planning Scheme via Amendment C238 on 1 February 2021. This levy applies to all residential, retail, commercial and industrial developments and helps to fund community infrastructure projects. This reserve is acquitted annually.

Discretionary Reserves

8. Two discretionary reserves were established from the adoption of the FSS being as follows.
9. Risk Mitigation Reserve – monies set aside to fund emergency or unplanned events that have significant financial impacts that if not addressed appropriately could have significant and long-lasting financial sustainability issues. Examples include funding calls on the Local Authorities Superannuation Defined Benefits Plan, significant projects related to emergency events or climate change impacts deemed as unavoidable. \$2.5 million was transferred to this reserve at 30 June 2024.
10. Strategic Growth Reserve – to fund future land acquisition and new major community infrastructure projects that provide direct benefit to the Yarra community informed by the Community Infrastructure plan and 10-year capital works plan. \$2.5 million was transferred to this reserve at 30 June 2024.
11. The policy aims to provide a control process around how and when funds can be transferred from these reserves (either as part of the budget adoption or via Council resolution). Actual transfers would not occur until 30 June each year to ensure sufficient funds are available.

Reserves – Governance

12. To be established, reserves will require Council approval via resolution clearly outlining the purpose of the reserve and where the funds to be transferred to the reserve will come from.
13. Actual transfers to reserves will occur at the end of the financial year during which the funds are received, or council approval of the transfer (via resolution) is obtained. This can be identified as part of the annual budget process or by Council resolution. This includes distribution of any operating surplus at the end of the financial year.
14. Transfers from reserves are limited to the agreed purpose of the reserve as outlined in legislation or council resolution at establishment. Expenditure subject to the transfer from the reserves will be approved as part of the budget process (or via Council resolution). Transfers from reserves cannot exceed the amount of the existing balance of the reserve at the time of transfer.
15. Reserves will be reconciled on an annual basis and reported with the audited financial statements. Reporting on Council reserves including any creation or closures of reserves, transfer of funds to or from, will be included as part of the quarterly financial reports.

Options

16. Officers recommend that the policy be adopted given the objectives of the FSS, and the importance of prudential financial management of Council's cash reserves.
17. Alternatively, Council could resolve not to adopt the policy.

Community and stakeholder engagement

18. Community engagement on the Financial Sustainability Strategy was undertaken from 15 September 2023 and closed 16 October 2023. The engagement utilised an online and hardcopy survey, two pop-up sessions and an online community information session.
19. A total of 51 individual responses were received during the consultation via online and hardcopies of the survey.
20. The survey asked respondents to rank the seven strategic indicators in order of priority. Sustainable Cash Reserves was ranked number three by the respondents.
21. The survey also asked respondents to indicate their level of agreement (agree or disagree) with the statement 'It is important for Council to have enough funds to set aside for emergency needs and unexpected events'. More than three quarters of respondents (79%) either agreed or strongly agreed with the statement.
22. The draft Cash Reserves Policy was tabled at the 11 December 2024 Audit and Risk Committee.

Strategic Analysis

Alignment to Council Plan

Strategic Objective six - Democracy and governance

- 6.2 Manage our finances responsibly and improve long-term financial management planning
 - 6.4 Practice good governance, transparency and accountable planning and decision-making
-

23. Adopting a cash reserves policy would complete one of the actions listed in the adopted Financial Sustainability Strategy which would assist with responsible financial management and long-term financial planning. The policy provides several controls and reporting requirements that ensures good governance, transparency and accountability.

Climate emergency

24. Section 1.2 of the Climate Emergency Plan notes that the climate emergency is a significant risk to the financial viability of local government which requires Council's risk and financial management processes to actively plan for and, where possible, minimise future costs and climate impacts. Cash reserves established and maintained under this policy, such as the Risk Mitigation reserve and Strategic Growth reserve, helps to achieve this.

Community and social implications

25. The Council Plan 2021-25 includes a Strategic Objective 'Social equity and health' that addresses community and social implications. The FSS, through managing cash reserves seeks to provide stability and predictability in the financial impact on the municipal community.

Economic development implications

26. The Council Plan 2021-25 includes a Strategic Objective 'Local Economy' that addresses economic implications. The FSS, through managing cash reserves financial risks must be monitored and managed prudently having regard to economic circumstances.

Human rights and gender equality implications

27. The Council Plan 2021-25 includes a Strategic Objective 'Social equity and health' that addresses equity, inclusion, wellbeing and human rights considerations. The Annual Plan includes twelve actions that respond to Initiatives in this Strategic Objective.

Finance and Resource Impacts and Interdependencies

28. The FSS confirms the aim for Council to:
- (a) 0-2 years: start to build the cash reserves for specific purposes;
 - (b) 3-5 years: have approximately \$20m available in fund reserves for risk and strategic growth; and
 - (c) Within 10 years: Ensure we have sufficient cash reserves (approximately \$30 million) to meet unforeseen or emergency expenses and support population growth without relying on borrowing or compromising essential services.
29. Reserves will allow a more relevant and accurate calculation of Unrestricted Cash and provide greater transparency and assurance around the intended use of Council's cash balances.
30. This policy aims to confirm processes and controls relating to the transfer of funds to and from reserves. This should form part of the annual budget development process with Council resolutions possible during the financial year.

Legal and Legislative obligations

Conflict of interest disclosure

31. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

32. Council's strategic risk register currently includes strategic risk #001 the Risk of becoming financially unsustainable.
33. The risk causes include:
- (a) Increasing population growth, customer expectations and demand for services exceeding funding capacity;
 - (b) Unplanned natural disasters and emergency events that are not adequately funded or insured; and
 - (c) Increasing climate change risks and community expectations on Yarra City Council to develop and implement climate change initiatives to tackle climate change that are not funded.
34. The key controls to mitigate the risk include:
- (a) Implementing the strategic levers and associated actions of the Financial Sustainability Strategy 2023-33 to address known future financial risks, reduce borrowings and improve Council's overall cash position;
 - (b) Build and sustain Council's cash reserve to enable investment in new infrastructure and support growing and changing community and respond to unexpected and urgent events; and
 - (c) Develop financial policies and processes.

Implementation Strategy

35. Information on reserves will be provided through development and publication of the 2025-26 budget. If adopted the Policy will be publicly available.

Report attachments

1. 7.14.1 Attachment 1 - Yarra City Council Cash Reserves Policy

CASH RESERVES POLICY



Responsible Business Unit	Finance
Responsible Officer	Chief Financial Officer
Approved By	General Manager Corporate Services
Approval Date	##/##/####
Review Cycle	Every four years
Review Date	##/##/####
Document Reference (Content Manager)	
Version Number	

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1. Purpose

The purpose of this policy is to ensure sustainable and responsible management of Yarra City Council's cash balances through a consistent and transparent approach. This includes the identification, administration and use of restricted reserve accounts and establish requirements around the creation and management of reserves and usage of those funds.

The policy also assists Council's commitment to the Financial Sustainability Strategy.

2. Scope

The policy is applicable to both Discretionary and Statutory cash reserves created to account for income received for Council for a specified future application.

Cash reserves are created where surplus operating cash and/or income from specific sources is allocated for committed future expenditure. The purpose of cash reserves is to identify monies held by Council that are linked to statutory requirements and long-term organisational objectives and strategies.

This policy excludes the Asset Revaluation Reserve that arises from the application of the Australian Accounting Standards as it relates to changes in asset values rather than the collection of funds.

3. Objectives

The following will be achieved under this policy to ensure sustainable, responsible and appropriate management of Council's cash balances and reserves:

- Ensure appropriate level of funds are available at the appropriate time to meet statutory and operating requirements and to prudently manage financial risk;
- Ensure Council's reserve activities are consistent with the Financial Sustainability Strategy and legislative, governance and prudent financial principles; and
- Ensure consistent processes around the management of cash reserves, including creation and classification, transfers of funds into and from reserves, reporting on the usage of funds in reserve and closure of reserves at the end of their useful life;

4. Financial Sustainability Strategy

Long-term financial sustainability is essential to ensuring that Council can continue providing the services and programs our community relies on. It is therefore crucial that decisions made today are forward-thinking and consider the evolving needs of our current and future community.

Council has adopted a Financial Sustainability Strategy, which has confirmed having adequate cash reserves is essential if Council is to be well positioned to respond to the unprecedented population growth that is projected for Yarra over the next 20 years. As the population grows, the demand for more infrastructure and services also grows.

Council's core goal is to build and sustain Council's cash reserves to enable investment in the new infrastructure needed to support a growing and changing community as well as respond to unexpected or urgent events.

5. Definitions

Term	Definition
Cash and Cash Equivalents	Cash on hand, cash at bank and term deposits with an original maturity date of less than 3 months.
Current Other Financial Assets	Term deposits with an original maturity date of 3 to 12 months.
Discretionary Reserve	Reserves established by the Council to record future obligations (known or unknown). The reserve is internally restricted and not subject to legal requirements governing the use of the funds.
Statutory Reserve	Reserve for which the purpose is subject to external restrictions. External restrictions generally relate to legislated conditions.

6. Policy

This policy is required to ensure a consistent and formalised process around the creation of reserves, transfer to reserves and subsequent expenditure of funds from these reserves.

Council will maintain both Statutory and Discretionary Reserves that acknowledge the receipt of funds from particular sources to be applied on programs that are consistent with the purposes of that reserve.

As per the Financial Sustainability Strategy, Council plans to strategically invest in cash reserves, and at the right time, use these investments for specified purposes such as funding new infrastructure for a growing population. Cash reserves are not designed to assist in general operations of Council, however, are a vital tool in mitigating financial risks such as meeting any unforeseen or emergency expenses outside of the control of Council.

To ensure prudent and transparent management of these funds, where possible, expenditure from these Reserves should form part of the Annual Budget program as approved by Council.

6.1 Statutory Reserves

- a) Statutory Reserves record revenues received where the purpose is subject to legislation or other legal requirements. This includes:
 - i. Contributions received under Developer Contribution Plans (DCP's). Restrictions apply as set out in both the DCP and under provisions outlined in the *Planning and Environment Act 1987*.
 - ii. Public Open Space contributions received as Public Open Space Levies pursuant to the provisions of *Section 18 of the Subdivision Act 1988*.
 - iii. Cash in Lieu of Car Parking contributions received for property developments as per the Yarra Planning Scheme.
- b) All Statutory Reserves are required to be 100% backed by either cash and cash equivalents and/or current other financial assets at the end of each financial year.

6.2 Discretionary Reserves

- a) Council may establish and maintain a discretionary reserve where:
 - i. Large expenditure needs to be funded over a period of time; or
 - ii. Funds are collected specifically for funding of a particular capital works project or non-recurrent operating project. For example, funds freed up via efficiency savings or received through insurance property settlements.
- b) All discretionary reserves should be 100% backed by cash and cash equivalents and/or current other financial assets at the end of each financial year. Flexibility between financial years may be required for the purposes of cash flow management but should demonstrate a return to 100% prior to when the funds are required for their initial purpose.
- c) Discretionary reserves will generally not be created where the funds are held for operational requirements or where the reserve balance will not reach \$500,000.
- d) Discretionary reserves are not subject to legal requirements governing the use of funds. The reserves are established for specific internal purpose and, if the purpose does not eventuate or Council changes its priorities, the funding can be diverted via a Council resolution.

7. Establishment of Reserves

- a) Council Officers will establish a (statutory) reserve for any value if there is a legal requirement or a requirement under the Australian Accounting Standards.
- b) To create new discretionary reserves, or transfer funds to an existing discretionary reserve, Council approval via resolution is required. The Council report seeking approval will include the following details as a minimum:
 - i. A clear and specific reason for why the reserve is required, including any statutory obligations;
 - ii. Where the funds to be transferred to the reserve will come from;
 - iii. What the funds will be expended on;
 - iv. When the funds expect to be expended;
 - v. The dollar value of expected funds to be transferred into the reserve; and
 - vi. The manner in which the reserve will be closed.

8. Transfers to Reserves

- a) Transfers to reserves will occur at the end of the financial year during which the funds are received or council approval of the transfer (via resolution) is obtained.
- b) Transfers to reserves are limited to funds received for the agreed purpose of the reserve outlined in legislation (statutory reserves), at establishment or subsequent resolution (discretionary reserves).

- c) Expected transfers to reserves will be identified as part of the budget process or by Council resolution.
- d) Distribution of any operating surplus at the end of the financial year to discretionary reserves shall be assessed under this policy, guided by the Financial Sustainability Strategy.

9. Transfer from Reserves

- a) Transfers from reserves are limited to the agreed purpose of the reserve as outlined in legislation (statutory reserves) or in the Council resolution at establishment (discretionary reserves).
- b) Expenditure subject to transfer from the reserves will be approved as part of the budget process.
- c) Transfers not approved through the budget process must be approved via Council resolution.
- d) No transfer from reserve shall exceed the amount of the existing balance of the reserve at the time of transfer.

10. Reporting and Management

- a) Council reserves will be reconciled at the end of each financial year and reported within the audited Financial Statements, which will be considered by Council at a Council Meeting as soon as practicable following the end of financial year.
- b) Reserve accounts will be closed at the end of their useful life by Council resolution or in the manner that was set out when the reserve was established.
- c) Reporting on Council reserves including any creation of reserves or closures, transfer of funds to or from will be included as part of the quarterly financial reports.

11. Related Documents

- Investment Policy 2021
- *Local Government Act 2020*
- *Planning and Environment Act 1987*
- *Subdivision Act 1988*
- Australian Accounting Standards
- City of Yarra Financial Sustainability Strategy 2023-2033
- City of Yarra Annual Adopted Budget and Financial Plan

7.15. Audit and Risk Committee Charter

Author Lucy Roffey – General Manager Corporate Services
Authoriser General Manager Corporate Services

Executive Summary

The purpose of this report is to recommend that Council adopt the updated Audit and Risk Committee Charter.

Officer Recommendation

That Council:

1. Adopts the updated Yarra City Council Audit and Risk Committee Charter.

History and background

1. The Audit and Risk Committee (ARC) Charter sets out the roles, functions and responsibilities of the Audit and Risk Committee. The current Charter was adopted by Council on 1 September 2020 and is due for review.
2. The ARC considered the proposed changes to the Charter at its meetings on 11 December 2024 and 27 March 2025. The ARC accepted the proposed changes to the Charter.

Discussion

3. As part of the review process, a benchmarking exercise was conducted using the ARC Charters of other councils for reference.
4. The revised ARC Charter is provided at **Attachment 1**. A marked up copy of the revised ARC Charter is provided at **Attachment 2**.
5. The recommended changes to the Charter are summarised below.

Current Charter	Proposed change
<p>Purpose</p> <p>1.1. The role of the Audit and Risk Committee (Committee) is to provide independent and objective assurance and assistance to the Yarra City Council (Council) and its Chief Executive Officer on Council's risk management, control and compliance framework, and its external financial and performance accountability and responsibilities.</p>	<p>To add: 'Internal controls, fraud prevention framework, review of relevant policies,'</p>
<p>2. Authority</p> <p>2.3.4. Request that Council Officers obtain external legal or other professional advice, as the Committee considers necessary to meet its responsibilities, at Council's expense; and</p>	<p>To add: 'subject to prior agreement with the CEO.'</p>

Current Charter	Proposed change
<p>2. Authority</p> <p>2.3.5. Require reports from Council Officers, the internal auditors and external auditors on any significant proposed regulatory, accounting or reporting issue, to assess the potential impact upon the Council's financial reporting process.</p>	<p>To remove: 'and external auditors'</p>
<p>2. Authority</p> <p>2.3. The Council authorizes the Committee, within the scope of its role and responsibilities to:</p>	<p>To add additional clause:</p> <p>'2.3.7 Endorse key documents and reports that must be approved by the Council including annual financial statements, performance statements, new or revised policies and risk and compliance frameworks.</p>
<p>3. Membership</p> <p>3.1 A Committee quorum shall be at least two independent members and at least one Councillor. The Chair of the Committee will be an independent member and will be appointed by the Committee annually. The nomination for the position of Chair will be submitted to Council for approval.</p>	<p>To separate quorum as a new clause (3.2)</p>
<p>3. Membership</p> <p>3.3 The process for appointing an Acting Chair, when required, will be facilitated by Council's Director, Corporate, Business and Finance at the commencement of a Committee meeting by calling for nominations.</p>	<p>If retained, update with General Manager Corporate Services title.</p>
<p>3. Membership</p> <p>3.5. The independent members shall collectively have expertise in financial management and risk; and experience in public sector management.</p>	<p>To add: 'Digital transformation and cyber risk management experience would be favorable.'</p>
<p>3. Membership</p> <p>3.9. To ensure the ongoing independence and refresh the Committee with new ideas, independent members may serve a maximum of three consecutive terms.</p>	<p>To add: 'Should the resignation or retirement of more than one independent member coincide then the Council may extend the remaining independent member's term by one year to ensure continuity'</p>
<p>3. Membership</p> <p>3.11. No management staff may be appointed to the Committee. However, the Chief Executive Officer shall be required to attend all meetings of the Committee. The Director Corporate, Business and Finance and Chief Financial Officer will attend all meetings of the Committee in an advisory capacity unless otherwise advised by the Committee Chair. Other Council Officers may be requested to attend meetings of the Committee by the Chief Executive Officer and/or Committee Chair.</p>	<p>To remove: 'However, the Chief Executive Officer shall be required to attend all meetings of the Committee. The Director Corporate, Business and Finance and Chief Financial Officer will attend all meetings of the Committee in an advisory capacity unless otherwise advised by the Committee Chair.'</p>
<p>4.3. Risk Management</p>	<p>To add under 4.3.6: 'Monitor and advise on the implementation of the risk and compliance frameworks, considering the effectiveness of the key control environment and reliability of assurance activities; particularly:</p> <ul style="list-style-type: none"> • strategic risk management, through review of strategic risk assurance activity and

Current Charter	Proposed change
	<p>implementation of the enterprise risk management system;</p> <ul style="list-style-type: none"> • compliance risk management, through compliance program assurance activity and oversight of the enterprise compliance management system implementation. • service disruption risk management, through review of the business continuity management system implementation and other activity undertaken to build organizational resilience; • conduct risk management, through review of the fraud management system implementation and monitoring application and reporting of integrity policies covering gifts, benefits & hospitality and conflicts of interest. o financial risk management through review of the insurance coverage and claims management relied on as a key mitigator of financial risk exposure
4.5.4. Review and approve proposed scopes for each review in the annual internal audit plan;	To add: 'Internal audit scopes may be issued for quorum approval via circular resolution.'
4.5.9 Internal Audit	<p>To update:</p> <p>Ensure that the Chair of the Committee is aware of and appropriately represented with regard to any proposed changes to the appointment of the internal audit service provider which may include input into the tender specification and performance criteria and be provided with the tender evaluation report and is satisfied with the information provided, the process undertaken and the recommendation of the appointment.</p>
4.6. External Audit	To add: '4.6.7 Seek resolution on any disagreements between management and the external auditors on financial reporting.'
4.7. Compliance Management	To add: '4.7.5 Review reports on Gifts, Benefits and Hospitality and receive reports on Councillor reimbursement of expenses and use of purchasing cards on notice.
5. Reporting 5.1.1. report twice annually, describing the activities of the Committee together with findings and recommendations.	To change wording 'twice annually' to 'biannual'
5. Reporting 5.1.2. provide a copy of the six monthly report to the Chief Executive Officer for tabling at the next Council meeting.	To change wording 'twice annually' to 'biannual'

Current Charter	Proposed change
<p>6.1. Committee Chair</p> <p>6.1.1. Attend and report at Councillor Briefings annually on the proceedings and outcomes of the Committee's activities and provide an opportunity for discussion between the Committee, other Councillors and Executive Officers regarding the Committee's activities, roles and responsibilities.</p>	<p>To update clause to:</p> <p>6.1.1 The role of the Audit and Risk Committee Chair includes, but is not limited to:</p> <ul style="list-style-type: none"> • Meet with Management before and after each Committee meeting to assist with ensuring agendas and meetings are prepared and conducted effectively covering all required matters. • Discuss with Management any proposed changes to the Committee members' roles and responsibilities before any reports proposing such changes are prepared for Committee consideration. • Chairing meetings of the Committee in accordance with the formal meeting agenda distributed by the Council's Legal and Governance Team. • Conduct meetings in a manner that promotes participation, communication, involvement, consensus, mutual respect and listening. • Providing time during Committee Meetings for any Committee member to raise any issue they believe relevant. • Review minutes of Committee meetings prior to their distribution to Committee members to ensure they accurately reflect agreed meeting outcomes. The Chair has no executive authority on behalf of the Council but can be consulted as required, as a sounding board by the Chief Executive Officer or the Manager Governance and Integrity.
<p>6.2. Councillors</p> <p>6.2.1. After each meeting of the Committee, prepare a Delegate's Report and present it to a public Council meeting. In circumstances where it is warranted, a separate report may be presented as an item of confidential business.</p>	<p>To remove this clause as it is covered in the biannual report and minutes.</p>
<p>6.3. All Committee Members</p>	<p>To add clauses:</p> <p>'6.3.2 Committee members will have access to information about the day to day operations of the Council including information that may be commercial in confidence. All reports tabled at the Committee meetings shall be considered as confidential reports. The requirements in Section 125 of the Local Government Act 2020 regarding confidential information apply to Committee members.</p> <p>6.3.2 Members of the Committee must be fully aware of their responsibilities regarding the management of their interests in relation to the discharge of their duties as members of the Committee. In particular</p>

Current Charter	Proposed change
	regarding the use or misuse of confidential information and the disclosure of conflicts of interest.'
6.3. All Committee Members 6.3.4. Declare any conflicts of interest at the start of each Committee meeting or upon discussion of the relevant agenda item or topic. Members have an obligation to consider the nature of any conflict of interest and exclude themselves from the meeting for the duration of that item where required under section Division 2 of Part 6 of the Local Government Act 2020 or where it is otherwise warranted.	To add: 'Receipt of biannual written declarations of Committee members by the CEO is confirmed. These declarations will state whether members have any pecuniary or other interests of a personal nature, that create a real or potential conflict of interest; that would preclude them from performing their duties as a member of the Committee'
7.1. Meetings	To add clause: '7.1.4 All Committee members are expected to attend each meeting in person. The Chair, in consultation with the Chief Executive Officer will determine when it is appropriate for member attendance through electronic means of communication.'
7.1. Meetings	To add clause: '7.1.5 Councillors who are not members of the Committee but have an interest in the business of the Committee may attend meetings in an observer capacity and may speak to an item when invited to do so.'
7.2. Secretariat 7.2.2. In addition, the Secretariat will: • Prepare an Annual Report summarizing the Committee's work for the year past and circulate to Committee members prior to presentation to Council.	To remove dot point as this is now replaced by the bi-annual reports as required by the Local Government Act and included in earlier clauses.
7.3 Meeting Procedure	To add: '7.3.1 The Chair may enforce formal meeting procedures when dealing with certain matters. In such instances, the following procedures shall apply: The Chairperson shall invite members to speak on a matter in the following order: a. mover b. seconder c. other members; d. Chairperson to summarise and advise committee of outcome and next steps.'
<u>New</u> 7.6 Performance Evaluation	To add: 7.6 Performance Evaluation The Committee will undertake a process to evaluate its performance annually and report the outcomes of the evaluation process to the Council through the Chief Executive Officer, including recommendations for any opportunities for improvement.

Current Charter	Proposed change
	<p>Membership</p> <p>The evaluation will include feedback from both Committee members and senior officers who have regular interactions with the Committee.</p>
<p><u>New</u></p> <p>8.0 Review of Charter</p>	<p>To add:</p> <p>8. Review of Charter</p> <p>8.1 The Committee shall review and assess the adequacy of the Charter and may make recommendations to the Council through the Chief Executive Officer regarding the Charter.</p> <p>8.2. Any changes to the Charter must be approved by the Council</p>

Options

Option 1 – Council adopts the ARC Charter with the inclusion of proposed changes Recommended

- Updating the ARC Charter in accordance with the review cycle ensures relevance and alignment with current regulatory requirements, industry standards and best practice.

Option 2 – Council adopts the current ARC Charter with no changes made Not recommended

- The ARC Charter was last reviewed in 2020. Adoption of the current ARC Charter with no changes may impact on the Audit and Risk Committee's ability to comply with its functions and responsibilities as outlined in the Local Government Act 2020.

Option 3 – Deferral of ARC Charter review

Not recommended

- The review of the ARC Charter was deferred due to the caretaker period last year. Deferring it further may put Council in a position of using an outdated Charter not aligned with best practice and the requirements of the Local Government Act 2020.

Community and stakeholder engagement

- The proposed changes were presented to the ARC in December 2024 and 27 March for input.
- The discussion and responses have been recorded in the following table:

ARC Feedback	Response
Consideration be given to the term of the chair be longer than appointment of an annual basis in section 3.0	Updated section 3.0 term of chair to three years
Consideration be given to the inclusion of digital cyber risk into the Charter as an oversight role	Updated section 3.6 to reflect digital cyber risk experience for independent members

ARC Feedback	Response
The Chief Executive Officer nominating independent members of the Committee to complete Personal Interest Returns	Updated section 3.9 for independent members to complete personal interests return declarations
Section 4.5.9 be refined to reflect current process being undertaken regarding the appointment of the Internal Audit provider	Updated section 4.5.9 to reflect the process undertaken regarding the appointment of the Internal Audit provider – including the chair's input into the tender specification and performance criteria and be provided with the tender evaluation report, and be satisfied with the information provided, the process undertaken and the recommendation for the appointment.
Ensuring the Charter reflects the Committee's responsibility under the Local Government Act 2020 including Councillor expense reporting	Updated section 4.7.4 to incorporate for the ARC to receive reports on gifts, benefits, and hospitality including reports on Councillor reimbursement of expenses and use of purchasing cards on notice
Potential inclusion of formal meeting procedures	Updated section 7.3 with formal meeting procedures

Strategic Analysis

Alignment to Council Plan

Strategic Objective six - Democracy and governance

6.4 Practice good governance, transparency and accountable planning and decision-making

Climate emergency

11. There are no climate emergency implications.

Community and social implications

12. There are no community and social implications.

Economic development implications

13. There are no economic development implications.

Human rights and gender equality implications

14. There are no human rights and gender equality implications.

Finance and Resource Impacts and Interdependencies

15. N/A

Legal and Legislative obligations

Conflict of interest disclosure

16. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The Officer reviewing this report, having

made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

17. The Audit and Risk Committee have an oversight role over the organisations risk framework. The Charter has been updated to strengthen the clauses relating to this responsibility as follows:
 - (a) Monitor and advise on the implementation of the risk and compliance frameworks, considering the effectiveness of the key control environment and reliability of assurance activities; particularly:
 - (i) strategic risk management, through review of strategic risk assurance activity and implementation of the enterprise risk management system;
 - (ii) compliance risk management, through compliance program assurance activity and oversight of the enterprise compliance management system implementation;
 - (iii) service disruption risk management, through review of the business continuity management system implementation and other activity undertaken to build organisational resilience; and
 - (iv) conduct risk management, through review of the fraud management system implementation and monitoring application and reporting of integrity policies covering gifts, benefits & hospitality and conflicts of interest. o financial risk management through review of the insurance coverage and claims management relied on as a key mitigator of financial risk exposure.

Report attachments

1. 7.15.1 Draft Audit and Risk Committee Charter 2025 (clean)
2. 7.15.2 Draft Audit and Risk Committee Charter 2025 - marked up

Audit and Risk Committee Charter

Title	Audit and Risk Committee Charter
Description	A Charter to set out the roles and responsibilities of the Yarra City Council Audit and Risk Committee.
Category	Governance
Type	Policy
Approval authority	Council
Responsible officer	General Manager Corporate Services
Approval date	08/04/2025
Review cycle	Every four years
Review date	April 2029
Document Reference	To be updated
Human Rights compatibility	This policy has been assessed and is compatible with the Victorian Charter of Human Rights and Responsibilities

1. Purpose

- 1.1. The role of the Audit and Risk Committee (Committee) is to provide independent and objective assurance and assistance to the Yarra City Council (Council) and its Chief Executive Officer on Council's risk management, control and compliance framework, Internal controls, fraud prevention framework, review of relevant policies and its external financial and performance accountability and responsibilities.
- 1.2. In addition, the Committee provides advice to Council that will assist Council in fulfilling its corporate governance and oversight responsibilities.

2. Authority

- 2.1. The Committee is an Advisory Committee to Council, pursuant to section 53(1) of the Local Government Act 2020 (the Act).
- 2.2. The Committee does not have executive powers or authority to implement actions in areas over which management has responsibility and does not have any delegated authority. The Committee does not have any management functions and is therefore independent of management.
- 2.3. The Council authorises the Committee, within the scope of its role and responsibilities to:
 - 2.3.1. Obtain any information it needs from any employee and/or external party (subject to their legal obligation to protect information);
 - 2.3.2. Discuss any matters with the external or internal auditor, or other

- external parties (subject to confidentiality considerations);
- 2.3.3. Request the attendance of any Council Officer (including the Chief Executive Officer), Councillors, and/or the internal and external auditors, at Committee meetings;
- 2.3.4. Subject to prior agreement with the CEO, request that Council Officers obtain external legal or other professional advice, as the Committee considers necessary to meet its responsibilities, at Council's expense; and
- 2.3.5. Require reports from Council Officers, the internal auditors on any significant proposed regulatory, accounting or reporting issue, to assess the potential impact upon the Council's financial reporting process.
- 2.3.6. Request that the Chief Executive Officer table a report from the Committee at a meeting of the Council.
- 2.3.7. Endorse key documents and reports that must be approved by the Council including annual financial statements, performance statements, new or revised policies and risk and compliance frameworks'

3. Membership

- 3.1. The Committee will consist of five members, comprising:
 - The Mayor or an appointed alternative Councillor;
 - One other Councillor; and
 - Three independent members.
- 3.2. A Committee quorum shall be at least two independent members and at least one Councillor.
- 3.3. The Chair of the Committee will be an independent member and will be appointed by the Committee annually (for three years). The nomination for the position of Chair will be submitted to Council for approval.
- 3.4. The process for appointing an Acting Chair, when required, will be facilitated by Council's General Manager Corporate Services at the commencement of a Committee meeting by calling for nominations.
- 3.5. The Committee members, taken collectively, will have a broad range of skills and experience relevant to the operations of Council. At least one member of the Committee should have accounting or related financial management experience with an understanding of accounting and auditing standards in a public sector environment.
- 3.6. The independent members shall collectively have expertise in financial management and risk; and experience in public sector management. Digital transformation and cyber risk management experience would be favourable.
- 3.7. It is important that individual Committee members are able to work collectively and make a strong contribution to Council's corporate governance culture.

- 3.8. Appointment of independent Committee members will be made by Council, following a publicly advertised expression of interest process managed by the Chief Executive Officer (or delegate). Ideally, the term of one independent member will conclude each year. New appointments shall be for a term of three years (or in the case of a casual vacancy, until the expiry of the departing member's term) or any other timeframe at the Council's sole discretion.
- 3.9. Independent members will be eligible for extension or re-appointment after a formal review of their performance, such review to be undertaken by the Chief Executive Officer (or delegate) and referred to Council.
- 3.10. To ensure the ongoing independence and refresh the Committee with new ideas, independent members may serve a maximum of three consecutive terms. Should the resignation or retirement of more than one independent member coincide then the Council may extend the remaining independent member's term by one year to ensure continuity.
- 3.11. Independent members are to complete personal interests return declarations. This information is confidential and is not required to be published on council's website.
- 3.12. Councillor members will be appointed to the Committee by the full Council on an annual basis, with Councillor appointees to be generally rotated after a minimum period of two years. The intent of the rotation system is to expose as many Councillors as possible to Committee membership and proceedings.
- 3.13. No management staff may be appointed to the Committee. Other Council Officers may be requested to attend meetings of the Committee by the Chief Executive Officer and/or Committee Chair.
- 3.14. Council's internal and external auditors cannot be appointed to the Committee. The internal auditor will be required to attend and present at all relevant meetings of the Committee. The external auditor to attend all relevant meetings of the Committee and also present to any meeting of the Committee on request.

4. Committee Responsibilities

The Committee's responsibilities are:

4.1. Financial and Performance Reporting

- 4.1.1. At least annually review significant accounting and external reporting issues, including complex or unusual transactions, transactions and balances in areas where judgement is required, changes to accounting policies, recent accounting, professional and regulatory pronouncements and legislative changes, and understand their effect on the annual financial report and the audit thereof;
- 4.1.2. At least annually review changes to the Local Government Performance Reporting Framework and understand the impact of those changes on Council's performance indicators;
- 4.1.3. Review the annual financial report and annual performance statement and consider whether they are complete, consistent with information known to Committee members, reflect appropriate accounting treatments and adequately disclose Council's financial performance and position;

- 4.1.4. Review with management and the external auditors the results of the audit, including any difficulties encountered by the auditors and how they were resolved;
 - 4.1.5. Recommend the adoption of the annual financial report and annual performance statement to Council; and
 - 4.1.6. Review the appropriateness of the format and content of periodic management financial reports and performance statements to Council as required.
- 4.2. **Internal Control Environment**
- 4.2.1. Review the adequacy and effectiveness of key policies, systems and controls for providing a sound internal control environment. This should be done on a rotational basis over a three to four year period;
 - 4.2.2. Determine whether systems and controls are reviewed regularly and updated where required;
 - 4.2.3. Monitor significant changes to systems and controls to assess whether those changes significantly impact Council's risk profile;
 - 4.2.4. Ensure that a program is in place to test compliance with systems and controls;
 - 4.2.5. Assess whether the control environment is consistent with Council's Governance Principles.
- 4.3. **Risk Management**
- 4.3.1. Review annually the effectiveness of Council's risk management framework;
 - 4.3.2. Review Council's risk appetite statement and the degree of alignment with Council's risk profile;
 - 4.3.3. Review Council's risk profile and the changes occurring in the profile from meeting to meeting;
 - 4.3.4. Review Council's treatment plans for significant risks, including the timeliness of mitigating actions and progress against those plans;
 - 4.3.5. Review the insurance program annually prior to renewal; and
 - 4.3.6. Review the approach to business continuity planning arrangements, including whether business continuity and disaster recovery plans have been regularly updated and tested.
'Monitor and advise on the implementation of the risk and compliance frameworks, considering the effectiveness of the key control environment and reliability of assurance activities; particularly:
 - strategic risk management, through review of strategic risk assurance activity and implementation of the enterprise risk management system;
 - compliance risk management, through compliance program assurance activity and oversight of the enterprise compliance management system implementation.

- service disruption risk management, through review of the business continuity management system implementation and other activity undertaken to build organisational resilience;
- conduct risk management, through review of the fraud management system implementation and monitoring application and reporting of integrity policies covering gifts, benefits & hospitality and conflicts of interest. o financial risk management through review of the insurance coverage and claims management relied on as a key mitigator of financial risk exposure

4.4. Fraud Prevention Systems and Controls

- 4.4.1. Review Council's Fraud Prevention policies and controls, including the Fraud Control Plan and fraud awareness programs at least very two years;
- 4.4.2. Receive reports from management about actual or suspected instances of fraud or corruption including analysis of the underlying control failures and action taken to address each event; and
- 4.4.3. Review reports by management about the actions taken by Council to report such matters to the appropriate integrity bodies.

4.5. Internal Audit

- 4.5.1. Review the Internal Audit Charter regularly to determine that it provides an appropriate functional and organisational framework to enable Council's internal audit function to operate effectively and without limitations;
- 4.5.2. Review and approve the three year strategic internal audit plan, the annual internal audit plan and any significant changes to them;
- 4.5.3. Review progress on delivery of annual internal audit plan;
- 4.5.4. Review and approve proposed scopes for each review in the annual internal audit plan. Internal audit scopes may be issued for quorum approval via circular resolution;
- 4.5.5. Review reports on internal audit reviews, including recommendations for improvement arising from those reviews;
- 4.5.6. Meet with the leader of the internal audit function at least annually in the absence of management;
- 4.5.7. Monitor action by management on internal audit findings and recommendations;
- 4.5.8. Review the effectiveness of the internal audit function and ensure that it has appropriate authority within Council and has no unjustified limitations on its work;
- 4.5.9. Ensure that the Chair of the Committee is aware of and appropriately represented with regard to any proposed changes to the appointment of the internal audit service provider, which may include input into the tender specification and performance criteria, and be provided with the tender evaluation report, and is satisfied with the information provided, the process undertaken and the recommendation of the appointment.

- 4.5.10. Recommend to Council, if necessary, the termination of the internal audit contractor.

4.6. External Audit

- 4.6.1. Annually review and approve the external audit scope and plan proposed by the external auditor;
- 4.6.2. Discuss with the external auditor any audit issues encountered in the normal course of audit work, including any restriction on scope of work or access to information;
- 4.6.3. Ensure that significant findings and recommendations made by the external auditor, and management's responses to them, are appropriate and are acted upon in a timely manner;
- 4.6.4. Review the effectiveness of the external audit function and ensure that the Victorian Auditor General's Office (VAGO) is aware of the Committee's views;
- 4.6.5. Consider the findings and recommendations of any relevant performance audits undertaken by VAGO and monitor Council's responses to them; and
- 4.6.6. Meet with the external auditor at least annually in the absence of management.
- 4.6.7. Seek resolution on any disagreements between management and the external auditors on financial reporting.

4.7. Compliance Management

- 4.7.1. Review the systems and processes implemented by Council for monitoring compliance with relevant legislation and regulations and the results of management's follow up of any instances of non-compliance;
- 4.7.2. Review the processes for communicating Council's Employee Code of Conduct to employees and contractors and for monitoring compliance with the Code;
- 4.7.3. Obtain briefings on any significant compliance matters;
- 4.7.4. Receive reports from management on the findings of any examinations by regulatory or integrity agencies (whether related to investigations at Council or other agencies), such as the Ombudsman, IBAC, Victoria Government Inspectorate, etc. and monitor Council's responses.
- 4.7.5. Review reports on Gifts, Benefits and Hospitality and receive reports on Councillor reimbursement of expenses and use of purchasing cards on notice.

5. Reporting

5.1. Financial and Performance Reporting

The Committee will:

- 5.1.1. report biannually , describing the activities of the Committee together with findings and recommendations.
- 5.1.2. provide a copy of the biannual report to the Chief Executive Officer for tabling at the next Council meeting.
- 5.1.3. As required, report to the Chief Executive Officer or Council any other matter that the Committee deems is of sufficient importance.
- 5.1.4. Monitor that open communication between the internal auditor, the external auditors, and Council occurs.

6. Committee member obligations

6.1. Committee Chair

6.1.1 The role of the Audit and Risk Committee Chair includes, but is not limited to:

- Meet with Management before and after each Committee meeting to assist with ensuring agendas and meetings are prepared and conducted effectively covering all required matters.
- Discuss with Management any proposed changes to the Committee members' roles and responsibilities before any reports proposing such changes are prepared for Committee consideration.
- Chairing meetings of the Committee in accordance with the formal meeting agenda distributed by the Council's Legal and Governance Team.
- Conduct meetings in a manner that promotes participation, communication, involvement, consensus, mutual respect and listening.
- Providing time during Committee Meetings for any Committee member to raise any issue they believe relevant.
- Review minutes of Committee meetings prior to their distribution to Committee members to ensure they accurately reflect agreed meeting outcomes. The Chair has no executive authority on behalf of the Council but can be consulted as required, as a sounding board by the Chief Executive Officer or the Executive Manager Legal and Governance

6.2. All Committee Members

- 6.2.1. Maintain a broad understanding of the legal requirements of the Local Government Act 1989 and the Local Government Act 2020. Contribute the time needed to study and understand the papers.
- 6.2.2. Committee members will have access to information about the day to day operations of the Council including information that may be commercial in confidence. All reports tabled at the Committee meetings shall be considered as confidential reports. The requirements in Section 125 of the Local Government Act 2020 regarding confidential information apply to Committee members.
- 6.2.3. Members of the Committee must be fully aware of their

responsibilities regarding the management of their interests in relation to the discharge of their duties as members of the Committee. In particular regarding the use or misuse of confidential information and the disclosure of conflicts of interest.'

- 6.2.4. Apply good analytical skills, objectivity and judgment.
- 6.2.5. Express opinions frankly, ask questions that go to the fundamental core of the issue and ask for further material if required.
- 6.2.6. Declare any conflicts of interest at the start of each Committee meeting or upon discussion of the relevant agenda item or topic. Members have an obligation to consider the nature of any conflict of interest and exclude themselves from the meeting for the duration of that item where required under section Division 2 of Part 6 of the Local Government Act 2020 or where it is otherwise warranted. Receipt of biannual written declarations of Committee members by the CEO is confirmed. These declarations will state whether members have any pecuniary or other interests of a personal nature, that create a real or potential conflict of interest; that would preclude them from performing their duties as a member of the Committee'

7. Administrative Arrangements

7.1. Meetings

- 7.1.1. The Committee will ordinarily meet five times per year; four quarterly meetings and one meeting to consider the Annual Financial Statements. The meeting schedule shall be agreed by the Committee in the development of its annual work program.
- 7.1.2. In addition, the Chair may call special meetings and is required to call a meeting of the Committee within a reasonable time of being requested to do so by any Committee Member, the Chief Executive Officer or the internal or external auditors.
- 7.1.3. An annual work program for the coming calendar year will be adopted by the Committee at the final meeting of the prior year, and reviewed by the Committee at each meeting. The plan will cover all of the Committee's responsibilities as detailed in this Charter.
- 7.1.4. All Committee members are expected to attend each meeting in person. The Chair, in consultation with the Chief Executive Officer will determine when it is appropriate for member attendance through electronic means of communication.
- 7.1.5. Councillors who are not members of the Committee but have an interest in the business of the Committee may attend meetings in an observer capacity and may speak to an item when invited to do so.

7.2. Secretariat

- 7.2.1. The Chief Executive Officer (or delegate) will appoint an officer to provide secretariat support to the Committee. The Secretariat will ensure the agenda for each meeting and supporting papers are circulated, at least one week before the meeting, and ensure the minutes of the meetings are prepared and maintained. Minutes must be approved by the Chair and shall be circulated to Committee members within a reasonable timeframe.
- 7.2.2. In addition, the Secretariat will:
- Maintain a record of when members' terms of appointment are due for possible renewal or termination;
 - Ensure that appropriate appointment processes are initiated when required;
 - Ensure that new members receive appropriate induction;

7.3 Meeting Procedure

- 7.3.1 The Chair may enforce formal meeting procedures when dealing with matters. In such instances, the following procedures shall apply:

The *Chairperson* shall invite *members* to speak on a matter in the following order:

- a) mover
- b) seconder
- c) other *members*;
- d) Chairperson to summarise and advise committee of outcome and next steps.

7.4. Independent Members Remuneration

- 7.4.1. Remuneration will be paid to each independent member of the Committee. Remuneration levels will be recommended by the CEO for Council approval from time to time and may be based on an annual fee with an additional amount paid to the chair, or a set fee per meeting, or another basis as appropriate.

7.5. Indemnity

- 7.5.1. Council will indemnify and keep indemnified each independent member of the Committee against all actions or claims whether arising during or after their term of office in respect of anything necessarily done or reasonably done or omitted to be done in good faith:
- 7.5.1.1. in the performance of a duty or a function or the exercise of a power under this Act, the regulations or a local law or any other Act; or
 - 7.5.1.2. in the reasonable belief that the act or omission was in the performance of a duty or a function or the exercise of a power under this Act, the regulations or a local law or any other Act.

7.6. Induction

- 7.6.1. All new Committee members will receive induction material and training to ensure they are cognisant with the administrative environment, operational profile and risk management processes of Council.

7.7 Performance Evaluation

- 7.7.1 The Committee will undertake a process to evaluate its performance annually and report the outcomes of the evaluation process to the Council through the Chief Executive Officer, including recommendations for any opportunities for improvement.
- 7.7.2 Membership
The evaluation will include feedback from both Committee members and senior officers who have regular interactions with the Committee.

8. Review of Charter

- 8.1 The Committee shall review and assess the adequacy of the Charter and may make recommendations to the Council through the Chief Executive Officer regarding the Charter.
- 8.2 Any changes to the Charter must be approved by the Council

Audit and Risk Committee Charter

Title	Audit and Risk Committee Charter
Description	A Charter to set out the roles and responsibilities of the Yarra City Council Audit and Risk Committee.
Category	Governance
Type	Policy
Approval authority	Council
Responsible officer	General Manager Corporate Services Director Corporate, Business and Finance
Approval date	Dd/mm/2025 1 September 2020
Review cycle	Every four years
Review date	Dd/mm/2029 1 September 2024
Document Reference	To be updated confirmed
Human Rights compatibility	This policy has been assessed and is compatible with the Victorian Charter of Human Rights and Responsibilities

1. Purpose

- 1.1. The role of the Audit and Risk Committee (Committee) is to provide independent and objective assurance and assistance to the Yarra City Council (Council) and its Chief Executive Officer on Council's risk management, control and compliance framework, [Internal controls, fraud prevention framework, review of relevant policies](#) and its external financial and performance accountability and responsibilities.
- 1.2. In addition, the Committee provides advice to Council that will assist Council in fulfilling its corporate governance and oversight responsibilities.

2. Authority

- 2.1. The Committee is an Advisory Committee to Council, pursuant to section 53(1) of the Local Government Act 2020 (the Act).
- 2.2. The Committee does not have executive powers or authority to implement actions in areas over which management has responsibility and does not have any delegated authority. The Committee does not have any management functions and is therefore independent of management.
- 2.3. The Council authorises the Committee, within the scope of its role and responsibilities to:
 - 2.3.1. Obtain any information it needs from any employee and/or external party (subject to their legal obligation to protect information);
 - 2.3.2. Discuss any matters with the external or internal auditor, or other

external parties (subject to confidentiality considerations);

2.3.3. Request the attendance of any Council Officer (including the Chief Executive Officer), Councillors, and/or the internal and external auditors, at Committee meetings;

2.3.4. Subject to prior agreement with the CEO, Request that Council Officers obtain external legal or other professional advice, as the Committee considers necessary to meet its responsibilities, at Council's expense; and

2.3.5. Require reports from Council Officers, the internal auditors ~~and external auditors~~ on any significant proposed regulatory, accounting or reporting issue, to assess the potential impact upon the Council's financial reporting process.

2.3.6. Request that the Chief Executive Officer table a report from the Committee at a meeting of the Council.

2.3.6.2.3.7. Endorse key documents and reports that must be approved by the Council including annual financial statements, performance statements, new or revised policies and risk and compliance frameworks.

3. Membership

3.1. The Committee will consist of five members, comprising:

- The Mayor or an appointed alternative Councillor;
- One other Councillor; and
- Three independent members.

3.2. A Committee quorum shall be at least two independent members and at least one Councillor.

3.2.3.3. The Chair of the Committee will be an independent member and will be appointed by the Committee for three years. The nomination for the position of Chair will be submitted to Council for approval.

3.3.3.4. The process for appointing an Acting Chair, when required, will be facilitated by Council's ~~Director, Corporate, Business and Finance~~ General Manager Corporate Services at the commencement of a Committee meeting by calling for nominations.

3.4.3.5. The Committee members, taken collectively, will have a broad range of skills and experience relevant to the operations of Council. At least one member of the Committee should have accounting or related financial management experience with an understanding of accounting and auditing standards in a public sector environment.

3.5.3.6. The independent members shall collectively have expertise in financial management and risk; and experience in public sector management. Digital transformation and cyber risk management experience would be favourable.

3.6.3.7. It is important that individual Committee members are able to work collectively and make a strong contribution to Council's corporate governance culture.

3.7.3.8. Appointment of independent Committee members will be made by Council,

following a publicly advertised expression of interest process managed by the Chief Executive Officer (or delegate). Ideally, the term of one independent member will conclude each year. New appointments shall be for a term of three years (or in the case of a casual vacancy, until the expiry of the departing member's term) or any other timeframe at the Council's sole discretion.

3.8.3.9. Independent members will be eligible for extension or re-appointment after a formal review of their performance, such review to be undertaken by the Chief Executive Officer (or delegate) and referred to Council.

3.10. To ensure the ongoing independence and refresh the Committee with new ideas, independent members may serve a maximum of three consecutive terms. Should the resignation or retirement of more than one independent member coincide then the Council may extend the remaining independent member's term by one year to ensure continuity.

3.9.3.11. Independent members are to complete personal interests return declarations. This information is confidential and is not required to be published on council's website.

3.10.3.12. Councillor members will be appointed to the Committee by the full Council on an annual basis, with Councillor appointees to be generally rotated after a minimum period of two years. The intent of the rotation system is to expose as many Councillors as possible to Committee membership and proceedings.

3.11.3.13. No management staff may be appointed to the Committee. ~~However, the Chief Executive Officer shall be required to attend all meetings of the Committee. The Director Corporate, Business and Finance and Chief Financial Officer will attend all meetings of the Committee in an advisory capacity unless otherwise advised by the Committee Chair.~~ Other Council Officers may be requested to attend meetings of the Committee by the Chief Executive Officer and/or Committee Chair.

3.12.3.14. Council's internal and external auditors cannot be appointed to the Committee. The internal auditor will be required to attend and present at all relevant meetings of the Committee. The external auditor to attend all relevant meetings of the Committee, and also present to any meeting of the Committee on request.

4. Committee Responsibilities

The Committee's responsibilities are:

4.1. Financial and Performance Reporting

4.1.1. At least annually review significant accounting and external reporting issues, including complex or unusual transactions, transactions and balances in areas where judgement is required, changes to accounting policies, recent accounting, professional and regulatory pronouncements and legislative changes, and understand their effect on the annual financial report and the audit thereof;

4.1.2. At least annually review changes to the Local Government Performance Reporting Framework and understand the impact of those changes on Council's performance indicators;

4.1.3. Review the annual financial report and annual performance statement and consider whether they are complete, consistent with information known to Committee members, reflect

appropriate accounting treatments and adequately disclose Council's financial performance and position;

4.1.4. Review with management and the external auditors the results of the audit, including any difficulties encountered by the auditors and how they were resolved;

4.1.5. Recommend the adoption of the annual financial report and annual performance statement to Council; and

4.1.6. Review the appropriateness of the format and content of periodic management financial reports and performance statements to Council as required.

4.2. Internal Control Environment

4.2.1. Review the adequacy and effectiveness of key policies, systems and controls for providing a sound internal control environment. This should be done on a rotational basis over a three to four year period;

4.2.2. Determine whether systems and controls are reviewed regularly and updated where required;

4.2.3. Monitor significant changes to systems and controls to assess whether those changes significantly impact Council's risk profile;

4.2.4. Ensure that a program is in place to test compliance with systems and controls;

4.2.5. Assess whether the control environment is consistent with Council's Governance Principles.

4.3. Risk Management

4.3.1. Review annually the effectiveness of Council's risk management framework;

4.3.2. Review Council's risk appetite statement and the degree of alignment with Council's risk profile;

4.3.3. Review Council's risk profile and the changes occurring in the profile from meeting to meeting;

4.3.4. Review Council's treatment plans for significant risks, including the timeliness of mitigating actions and progress against those plans;

4.3.5. Review the insurance program annually prior to renewal; and

4.3.6. Review the approach to business continuity planning arrangements, including whether business continuity and disaster recovery plans have been regularly updated and tested.

'Monitor and advise on the implementation of the risk and compliance frameworks, considering the effectiveness of the key control environment and reliability of assurance activities; particularly:

- strategic risk management, through review of strategic risk assurance activity and implementation of the enterprise risk management system;
- compliance risk management, through compliance program assurance activity and oversight of the enterprise compliance management system implementation.

- service disruption risk management, through review of the business continuity management system implementation and other activity undertaken to build organisational resilience;
- conduct risk management, through review of the fraud management system implementation and monitoring application and reporting of integrity policies covering gifts, benefits & hospitality and conflicts of interest. o financial risk management through review of the insurance coverage and claims management relied on as a key mitigator of financial risk exposure

4.4. Fraud Prevention Systems and Controls

- 4.4.1. Review Council's Fraud Prevention policies and controls, including the Fraud Control Plan and fraud awareness programs at least every two years;
- 4.4.2. Receive reports from management about actual or suspected instances of fraud or corruption including analysis of the underlying control failures and action taken to address each event; and
- 4.4.3. Review reports by management about the actions taken by Council to report such matters to the appropriate integrity bodies.

4.5. Internal Audit

- 4.5.1. Review the Internal Audit Charter regularly to determine that it provides an appropriate functional and organisational framework to enable Council's internal audit function to operate effectively and without limitations;
- 4.5.2. Review and approve the three year strategic internal audit plan, the annual internal audit plan and any significant changes to them;
- 4.5.3. Review progress on delivery of annual internal audit plan;
- 4.5.4. Review and approve proposed scopes for each review in the annual internal audit plan. Internal audit scopes may be issued for quorum approval via circular resolution;-
- 4.5.5. Review reports on internal audit reviews, including recommendations for improvement arising from those reviews;
- 4.5.6. Meet with the leader of the internal audit function at least annually in the absence of management;
- 4.5.7. Monitor action by management on internal audit findings and recommendations;
- 4.5.8. Review the effectiveness of the internal audit function and ensure that it has appropriate authority within Council and has no unjustified limitations on its work;
- 4.5.9. Ensure that the Chair of the Committee is aware of and appropriately represented with regard to any proposed changes to the appointment of the internal audit service provider, including which may include input into the tenders specification and performance criteria, and be provided with the tender evaluation report, and dissatisfied with the information provided, the process undertaken and the recommendation of the appointment. being appropriately briefed on the need for any

~~proposed change;~~

- 4.5.10. Recommend to Council, if necessary, the termination of the internal audit contractor.

4.6. External Audit

- 4.6.1. Annually review and approve the external audit scope and plan proposed by the external auditor;
- 4.6.2. Discuss with the external auditor any audit issues encountered in the normal course of audit work, including any restriction on scope of work or access to information;
- 4.6.3. Ensure that significant findings and recommendations made by the external auditor, and management's responses to them, are appropriate and are acted upon in a timely manner;
- 4.6.4. Review the effectiveness of the external audit function and ensure that the Victorian Auditor General's Office (VAGO) is aware of the Committee's views;
- 4.6.5. Consider the findings and recommendations of any relevant performance audits undertaken by VAGO and monitor Council's responses to them; and
- 4.6.6. Meet with the external auditor at least annually in the absence of management.
- 4.6.7. Seek resolution on any disagreements between management and the external auditors on financial reporting.

4.7. Compliance Management

- 4.7.1. Review the systems and processes implemented by Council for monitoring compliance with relevant legislation and regulations and the results of management's follow up of any instances of non-compliance;
- 4.7.2. Review the processes for communicating Council's Employee Code of Conduct to employees and contractors and for monitoring compliance with the Code;
- 4.7.3. Obtain briefings on any significant compliance matters; ~~and~~
- 4.7.4. Receive reports from management on the findings of any examinations by regulatory or integrity agencies (whether related to investigations at Council or other agencies), such as the Ombudsman, IBAC, Victoria Government Inspectorate, etc. and monitor Council's responses.
- 4.7.4.4.7.5. Review reports on Gifts, Benefits and Hospitality and receive reports on Councillor reimbursement of expenses and use of purchasing cards on notice.

5. Reporting

5.1. Financial and Performance Reporting

The Committee will:

- 5.1.1. report ~~biannually~~ twice annually, describing the activities of the Committee together with findings and recommendations.
- 5.1.2. provide a copy of the ~~biannual~~ six monthly report to the Chief Executive Officer for tabling at the next Council meeting.-
- 5.1.3. As required, report to the Chief Executive Officer or Council any other matter that the Committee deems of sufficient importance.
- 5.1.4. Monitor that open communication between the internal auditor, the external auditors, and Council occurs.

6. Committee member obligations

6.1. Committee Chair

- 6.1.1. ~~Attend and report at Councillor Briefings annually on the proceedings and outcomes of the Committee's activities and provide an opportunity for discussion between the Committee, other Councillors and Executive Officers regarding the Committee's activities, roles and responsibilities.~~

6.1.1 The role of the Audit and Risk Committee Chair includes, but is not limited to:

- Meet with Management before and after each Committee meeting to assist with ensuring agendas and meetings are prepared and conducted effectively covering all required matters.
- Discuss with Management any proposed changes to the Committee members' roles and responsibilities before any reports proposing such changes are prepared for Committee consideration.
- Chairing meetings of the Committee in accordance with the formal meeting agenda distributed by the Council's Legal and Governance Team.
- Conduct meetings in a manner that promotes participation, communication, involvement, consensus, mutual respect and listening.
- Providing time during Committee Meetings for any Committee member to raise any issue they believe relevant.
- Review minutes of Committee meetings prior to their distribution to Committee members to ensure they accurately reflect agreed meeting outcomes. The Chair has no executive authority on behalf of the Council but can be consulted as required, as a sounding board by the Chief Executive Officer or the Executive Manager Legal and Governance

6.2. Councillors

- 6.2.1. ~~After each meeting of the Committee, prepare a Delegate's Report and present it to a public Council meeting. In circumstances where it is warranted, a separate report may be presented as an item of confidential business.~~

~~6.3.6.2.~~ All Committee Members

- ~~6.3.1.~~ Maintain a broad understanding of the legal requirements of the Local Government Act 1989 and the Local Government Act 2020. Contribute the time needed to study and understand the papers.
- 6.2.1. Committee members will have access to information about the day to day operations of the Council including information that may be commercial in confidence. All reports tabled at the Committee

meetings shall be considered as confidential reports. The requirements in Section 125 of the Local Government Act 2020 regarding confidential information apply to Committee members.

6.2.2. Members of the Committee must be fully aware of their responsibilities regarding the management of their interests in relation to the discharge of their duties as members of the Committee. In particular regarding the use or misuse of confidential information and the disclosure of conflicts of interest.'

6.3.2.6.2.3. Apply good analytical skills, objectivity and judgment.

6.3.3.6.2.4. Express opinions frankly, ask questions that go to the fundamental core of the issue and ask for further material if required.

6.3.4.6.2.5. Declare any conflicts of interest at the start of each Committee meeting or upon discussion of the relevant agenda item or topic. Members have an obligation to consider the nature of any conflict of interest and exclude themselves from the meeting for the duration of that item where required under section Division 2 of Part 6 of the Local Government Act 2020 or where it is otherwise warranted. Receipt of biannual written declarations of Committee members by the CEO is confirmed. These declarations will state whether members have any pecuniary or other interests of a personal nature, that create a real or potential conflict of interest; that would preclude them from performing their duties as a member of the Committee'

7. Administrative Arrangements

7.1. Meetings

7.1.1. The Committee will ordinarily meet five times per year; four quarterly meetings and one meeting to consider the Annual Financial Statements. The meeting schedule shall be agreed by the Committee in the development of its annual work program.

7.1.2. In addition, the Chair may call special meetings and is required to call a meeting of the Committee within a reasonable time of being requested to do so by any Committee Member, the Chief Executive Officer or the internal or external auditors.

7.1.3. An annual work program for the coming calendar year will be adopted by the Committee at the final meeting of the prior year, and reviewed by the Committee at each meeting. The plan will cover all of the Committee's responsibilities as detailed in this Charter.

7.1.4. All Committee members are expected to attend each meeting in person. The Chair, in consultation with the Chief Executive Officer will determine when it is appropriate for member attendance through electronic means of communication.

7.1.3.7.1.5. Councillors who are not members of the Committee but have an interest in the business of the Committee may attend

meetings in an observer capacity and may speak to an item when invited to do so.

7.2. Secretariat

7.2.1. The Chief Executive Officer (or delegate) will appoint an officer to provide secretariat support to the Committee. The Secretariat will ensure the agenda for each meeting and supporting papers are circulated, at least one week before the meeting, and ensure the minutes of the meetings are prepared and maintained. Minutes must be approved by the Chair and shall be circulated to Committee members within a reasonable timeframe.

7.2.2. In addition, the Secretariat will:

- Maintain a record of when members' terms of appointment are due for possible renewal or termination;
- Ensure that appropriate appointment processes are initiated when required;
- Ensure that new members receive appropriate induction;
- ~~Prepare an Annual Report summarising the Committee's work for the year past and circulate to Committee members prior to presentation to Council.~~

7.3 Meeting Procedure

7.3.1 The Chair may enforce formal meeting procedures when dealing with matters. In such instances, the following procedures shall apply:

The Chairperson shall invite members to speak on a matter in the following order:

- a. mover
- b. seconder
- c. other members;
- d. Chairperson to summarise and advise committee of outcome and next steps.

7.3. Independent Members Remuneration

7.3.1. Remuneration will be paid to each independent member of the Committee. Remuneration levels will be recommended by the CEO for Council approval from time to time and may be based on an annual fee with an additional amount paid to the chair, or a set fee per meeting, or another basis as appropriate.

7.4. Indemnity

7.4.1. Council will indemnify and keep indemnified each independent member of the Committee against all actions or claims whether arising during or after their term of office in respect of anything necessarily done or reasonably done or omitted to be done in good faith:

- in the performance of a duty or a function or the exercise of a power under this Act, the regulations or a local law or any other Act; or

- in the reasonable belief that the act or omission was in the performance of a duty or a function or the exercise of a power under this Act, the regulations or a local law or any other Act.

7.5. Induction

- 7.5.1. All new Committee members will receive induction material and training to ensure they are cognisant with the administrative environment, operational profile and risk management processes of Council.

7.6 Performance Evaluation

7.6.1 The Committee will undertake a process to evaluate its performance annually and report the outcomes of the evaluation process to the Council through the Chief Executive Officer, including recommendations for any opportunities for improvement.

Membership

The evaluation will include feedback from both Committee members and senior officers who have regular interactions with the Committee.

8. Review of Charter

8.1 The Committee shall review and assess the adequacy of the Charter and may make recommendations to the Council through the Chief Executive Officer regarding the Charter.

8.2 Any changes to the Charter must be approved by the Council

7.16. Governance Report - April 2025

Author Patrick O'Gorman – Senior Governance Coordinator

Authoriser General Manager Governance, Communications and Customer Service

Executive Summary

The Governance Report is prepared as a periodic report to Council which provides a single reporting platform for a range of statutory compliance, transparency and governance related matters.

Officer Recommendation

That Council:

1. Adopt the Internal Resolution Procedure in Attachment One.
2. Authorise the following Councillors to attend the Australian Local Government Association National General Assembly in Canberra from 24-27 June 2025 in accordance with the Council Expenses and Support Policy:
 - (a) Cr Stephen Jolly, Mayor;
 - (b) Cr Sarah McKenzie, Deputy Mayor, and
 - (c) Cr Meca Ho.
3. Receive the report on Councillor Mandatory Induction training.
4. Apply Rule 54 of Council's Governance Rules at the 22 April 2025 Extraordinary Council meeting for the purpose of releasing the draft 2025/2025 Budget and draft Council Plan for community consultation.

History and Background

1. To ensure compliance with the Act and in accordance with best practice and good governance principles, transparency and accountability, this report consolidates a range of governance and administrative matters.

Discussion

Internal Resolution Procedure

2. The Councillor Conduct Framework outlined in the Local Government Act 2020 (the Act) requires Council to adopt an Internal Resolution Procedure (Procedure). The Procedure provides a mechanism for Councillors when dealing with alleged breaches of the Model Councillor Code of Conduct.
3. The Procedure is to apply to disputes in which one or more Councillors (the Complainant/s) alleges that another Councillor (the Respondent) has breached the Model Councillor Code of Conduct.

4. The intention of the Procedure is the first step to be followed for alleged breaches of the Model Council Code of Conduct to be managed in an informal manner between two Councillors or through a conciliation process, without having to proceed to a formal internal arbitration process as prescribed under section 141 of the Act. The Procedure prescribes two stages to manage alleged conduct between two or more Councillors and is outlined in Attachment one of this report.

Councillor attendance at the ALGA National General Assembly

5. The Australian Local Government Association National General Assembly is being held this year in Canberra from 24 to 27 June 2025. Council has, in recent years, sent a delegation to represent the City of Yarra at the assembly.
6. At the Council meeting on 11 March 2025, Council endorsed the following motion for submission to the National General Assembly:
"That the ALGA call on the Australian Government to increase its investment in maintaining, upgrading and creating new community infrastructure, to ensure that communities in all municipalities have access to community infrastructure that is fit for purpose and has adequate capacity to meet the needs of the community."
7. Council's Councillor Expenses and Support Policy provides that: "Conferences or seminars to be held interstate or overseas are subject to the provisions of clause 8 of this policy and may be attended following approval by the Council. Councillors are encouraged to nominate themselves as early as possible to enable the preparation of a report to a subsequent Council meeting. Where approval is granted, Council will meet associated expenses, subject to any conditions or limitations determined by the Council."
8. The costs associated with Councillor attendance are estimated at \$2,200 per Councillor, made up of \$979 for the conference fee, \$710 for flights and \$500 for accommodation for the duration of the four-day conference. The final actual costs are publicly reported in the Quarterly Councillor Expense Report.
9. It is noted that the Chief Executive Officer will accompany Councillors to the NGA and all costs for travel will be in accordance with Council's Staff Travel Policy.

Mandatory Mayor and Deputy Mayor training

10. Legislative changes to the Local Government Act 2020 (the Act) in June 2024 introduced mandatory Mayoral and Deputy Mayor induction training to be completed within one month of a Councillors election to the office of Mayor and Deputy Mayor respectively, in accordance with section 27A of the Act. This legislative deadline was Friday, 20 December 2024.
11. The matters to be delivered for the Mayor and Deputy Mayor is prescribed in the Local Government (Governance and Integrity) Regulations 2020. The Chief Executive Officer must –
 - (a) ensure that the Mayoral training is available to be taken within the relevant period specified in subsection (1) for a Mayor, Deputy Mayor or Acting Mayor; and
 - (b) provide reasonable assistance to a Mayor, Deputy Mayor or Acting Mayor to enable them to access the Mayoral training.
12. The Mayor, Cr Stephen Jolly and the Deputy Mayor Cr Sarah McKenzie completed the prescribed induction programs as Mayor and Deputy Mayor on 13 December 2024.

Mandatory Councillor Induction Training

13. Section 32 of the Act requires all Councillors to complete Councillor induction training within 4 months after the day the Councillor takes the oath or affirmation of office.
14. The matters to be delivered for the Councillor induction training is prescribed in the Local Government (Governance and Integrity) Regulations 2020. The Chief Executive Officer must –
 - (a) ensure that the Councillor induction training is available to be taken by a Councillor from the day the Councillor takes the oath or affirmation of office, and
 - (b) provide reasonable assistance to a Councillor to enable them to access the Councillor induction training.
15. All Councillors have now completed their mandatory induction training in accordance with the requirements of the Act.

Governance Rules

16. At the 26 November 2024 Ordinary Council meeting, Council set the schedule of Ordinary Council meetings for 2025. In addition to this, Council sets Extraordinary Council meetings for consideration of particular matters throughout the year.
17. Rule 54 of Council's Governance Rules provides an opportunity for members of the public to address Council in relation to every matter included on the agenda for Ordinary Council Meeting, with the exception of particular matters.
18. Considering that Rule 54 does not apply to Extraordinary Council meetings, there is currently no opportunity for community members to address Council at the 22 of April meeting which will considered the release of the draft Council Plan and draft 25/26 Budget for community feedback.
19. It is recommended that Council resolve to allow people to register to Council by applying Rule 54 of Council's Governance Rules to the Extraordinary Council meeting 22 of April.

Options

Internal Resolution Procedure

Option 1 – The Internal Resolution Procedure to proceed to the April Council meeting for adoption - Recommended

20. This option is recommended as it will ensure that Council complies with its statutory obligations under the Act.

Option 2 – Defer for further consideration at a later Council Meeting - Not recommended

21. Council must adopt a policy by 1 July 2025.

Attendance at ALGA

Option 1

Attendance of Councillors be confirmed by Council – recommended

22. Attendance of Councillors at the NGA will reflect Council's commitment to cooperation with Councils nationwide and greatly assist in Council's advocacy efforts.

Option 2

That no Councillors attend – not recommended

23. It is an expectation of ALGA that Councils who submit motions attend the NGA to move and speak to that motion if required.

Community and stakeholder engagement

24. Not applicable to this report.

Strategic Analysis

Alignment to Council Plan

Strategic Objective six - Democracy and governance

- 6.4 Practice good governance, transparency and accountable planning and decision-making

Climate emergency

25. Not applicable to this report.

Community and social implications

26. Not applicable to this report.

Economic development implications

27. Not applicable to this report.

Human rights and gender equality implications

28. Not applicable to this report.

Finance and Resource Impacts and Interdependencies

29. The costs associated with attendance at the ALGA National General Assembly are contained in the operating budget.

Legal and Legislative obligations

Conflict of interest disclosure

30. Section 130 of the Local Government Act 2020 requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any conflicts of interest in a matter to which the advice relates. The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

Risks Analysis

31. Council must adopt the Internal Resolution procedure by 1 July 2025.

Implementation Strategy

32. The Internal Resolution Procedure will take effect from the date of adoption.
-

Report attachments

1. 7.16.1 Draft Internal Resolution Procedure 2025



Internal Resolution Procedure

Title	Internal Resolution Procedure
Description	This Internal Resolution Procedure provides a mechanism for Councillors when dealing with alleged breaches of the Model Councillor Code of Conduct.
Category	Governance
Type	Guidelines
Approval authority	Council
Responsible officer	Manager Governance and Integrity
Approval date	8 April 2025
Review cycle	Every four years
Review date	8 April 2029
Document Reference (Trim)	x
Human Rights compatibility	This policy has been assessed and is compatible with the Victorian Charter of Human Rights and Responsibilities

1. Scope

This Internal Resolution Procedure applies to all Councillors of Yarra City Council.

2. Purpose

This Internal Resolution Procedure (Procedure) is adopted under and in accordance with section 140 of the Local Government Act 2020 (Act) and regulation 12A of the Local Government (Governance and Integrity) Regulations 2020.

This Procedure will be observed when dealing with alleged breaches of the Model Councillor Code of Conduct.

3. Internal Resolution Procedure

Disputes between Councillors may arise in a variety of circumstances. This Procedure is to apply to those disputes in which one or more Councillor/s (the Complainant/s) alleges that another Councillor (the Respondent) has breached the Model Councillor Code of Conduct.

This Procedure provides both parties to a dispute with support and encouragement to resolve the dispute in a manner that enables the Councillors to move forward and maintain effective working relationships.

This Procedure is designed to minimise cost and disruption of disputes to Council and individual Councillors and, where possible, avoid disputes escalating and becoming the subject of an internal arbitration.

It is acknowledged that this Procedure will not be suitable for resolution of all disputes between Councillors.

An overview of the Procedure is annexed, in the form of a flowchart.



Internal Resolution Procedure

4. First stage of Internal Resolution Procedure - Discussion

A Complainant is encouraged to raise their issue directly with the Respondent in a respectful and courteous manner, either in person or in writing, where they feel comfortable to do so.

Councillors are encouraged to recognise that:

- a) certain behaviours and communications may be perceived by others to be causing issues or offence that may not have been intended;
- b) it can provide useful insight to reflect on their own behaviour or motivation and possible contribution to the dispute, whether intended or not; and
- c) dealing with the dispute early is more likely to avoid the issue escalating and resolve it before it threatens the effective operation of Council.

It is useful to frame any issue from the Councillor's perspective (eg "I felt disrespected when you said / did ..."), rather than accusing another person of holding a particular position or taking a negative action deliberately. A Councillor should let the other Councillor know how they feel and ask for an explanation, rather than making accusations or assumptions.

5. Second Stage of Internal Resolution procedure - Conciliation

Where a direct conversation between Councillors has not been successful in resolving the dispute, or a Councillor does not feel comfortable communicating directly with another Councillor, the second stage of this Procedure is conciliation.

5.1 Initiation conciliation

A Complainant initiating conciliation must notify the Mayor and the Respondent of the dispute by completing a **Conciliation Application Form**. That form (see Attachment 1 to this Procedure) must:

- a) specify the names of the Complainant and Respondent;
- b) where this is more than one Complainant, specify the name of the Complainant who will participate in the conciliation;
- c) specify the provision (or provisions) of the Model Councillor Code of Conduct alleged to have been breached;
- d) detail what was said or done by the Respondent to constitute a breach of the Model Councillor Code of Conduct;
- e) attach any supporting information to provide examples of the behaviour complained of (eg screenshots or emails); and
- f) be dated and signed by the Complainant.

5.2 Participating in conciliation

Councillors are not obliged to engage in conciliation but should only decline to participate if they honestly and reasonably believe that their participation would adversely affect their health or wellbeing or would otherwise be unsafe.



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A Respondent declining to participate in the conciliation must advise the Complainant and the Mayor of their unwillingness to participate, and the reasons for it. That advice must be provided no more than one week after receiving the Conciliation Application Form.

5.3 Conduct of conciliation

Conciliation is to be conducted by the Mayor except when the Mayor is a party to the dispute or otherwise unavailable to conduct conciliation. In that case the Deputy Mayor will assume the role of the Mayor in the conciliation process. If both the Mayor and the Deputy Mayor are parties to the dispute or otherwise unavailable to conduct the conciliation, the role of the Mayor must be performed by a Councillor jointly chosen for the purpose by the parties.

When, in this Procedure, reference is made to the Mayor it includes:

- a) the Deputy Mayor; and
- b) a Councillor jointly chosen for the purpose by the parties,

when the Mayor and/or Deputy Mayor are parties to the dispute or otherwise unavailable to conduct a conciliation.

5.4 Roles and responsibilities

The role of the Mayor is to provide guidance to the parties to the dispute about the Standards of Conduct in the Model Councillor Code of Conduct, and actively explore whether the dispute can be resolved by agreement between them.

The role of the Complainant and Respondent is to explain their respective positions and, in a show of goodwill, actively explore the possibility of resolving the dispute by agreement.

All Councillors are responsible for conducting themselves in a courteous and respectful manner at all times during the conciliation.

The role of the Councillor Conduct Officer is to provide the Mayor with the administrative support necessary to arrange and conduct the conciliation.

5.5 Support from Council

Council, through the Councillor Conduct Officer, will provide administrative assistance to the Mayor when arranging a time and place for conciliation, including any technical assistance that may be required. Council will make a venue available to the Councillors within Council's offices that is private and suited to the conciliation process.

Council will not provide any substantive guidance or advice about the subject matter of the dispute, or pay the costs of legal advice or representation for any Councillor in connection with this Procedure. Parties to a dispute may seek their own legal or other advice at their own cost, if they choose to do so.

5.6 End or termination of conciliation

Conciliation will end or be terminated if any of the following occurs:

- a) the parties cannot jointly choose a Councillor to conduct the conciliation within one week of being asked to do so;



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- b) the Respondent notifies the Mayor that they do not wish to participate in conciliation, and the reasons for it, within one week of receiving the Conciliation Application Form;
- c) the Respondent does not respond to the Conciliation Application Form at all within two weeks of receiving it;
- d) conciliation has not occurred within four weeks of the Complainant submitting the Conciliation Application Form;
- e) conciliation has occurred and the parties have been unable to resolve the dispute; or
- f) the dispute has been resolved.

The time for conciliation may be extended by agreement between the parties to the dispute, whether or not the matter has been escalated to one of the formal dispute resolution procedures outlined in the Act.

5.7 Confidentiality

Parties and other participants are expected to maintain confidentiality concerning the dispute and the operation of this Procedure.

5.8 Record of outcome

The Mayor must document any agreement that is reached between the Complainant and Respondent. The agreement must be signed by the Complainant, Respondent and Mayor. Copies must be provided to the Complainant and Respondent, and the original must be retained by the Mayor. Again, parties and the Mayor are expected to maintain the confidentiality of the agreement reached.

6. Internal Resolution Procedure does not Apply in these Circumstances

The following disputes are not covered by this Procedure:

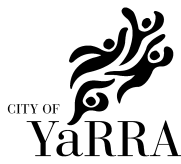
- a) differences between Councillors in relation to policy or decision making, which are appropriately resolved through discussion and voting in Council meetings;
- b) complaints made against a Councillor or Councillors by a member or members of Council staff, or by any other external person;
- c) allegations of sexual harassment;
- d) disclosures made about a Councillor under the *Public Interest Disclosures Act 2012*, which can only be made to the Independent Broad-based Anti-corruption Commission; and
- e) allegations of criminal misconduct, which should be immediately referred to Victoria Police or the relevant integrity authority.

7. Formal Dispute Resolution Procedure

This Procedure operates alongside, and does not replace, the formal dispute resolution procedures outlined in the Act.

The formal dispute resolution procedure applies to misconduct, serious misconduct and gross misconduct.

Section 141 of the Act provides for an internal arbitration process concerning a breach of the Standards of Conduct set out in the Model Councillor Code of Conduct.



Internal Resolution Procedure

8. Related Documents

- Model Councillor Code of Conduct
- Local Government Act 2020

9. Version History

Version	Change	Approved By	Approval Date
1.0	Nil	Council	

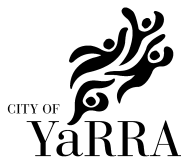


Internal Resolution Procedure

Attachment 1 Conciliation Application Form

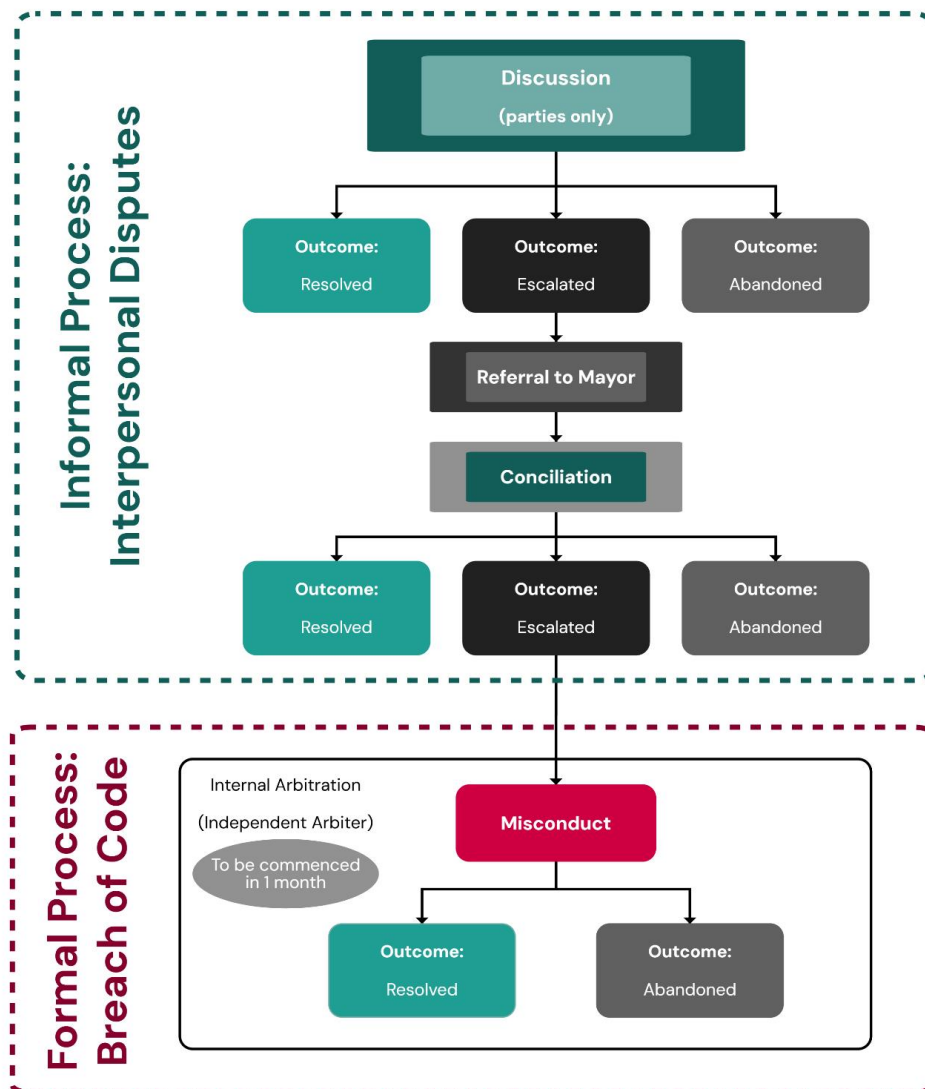
Complainant:	
Respondent:	
Provisions of Model Councillor Code of Conduct breached:	
Action constituting breach: (Include dates, times and detailed descriptions of the action complained of. Attach further documents as necessary.)	

Signed by)
on)



Internal Resolution Procedure

Annexure – Internal Resolution Procedure Flowchart



8. Notices of Motion

8.1. – Notice of Motion No.5 of 2025 - Waste Charges

Author	Councillor Jolly
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I, Councillor Jolly, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on Tuesday 8 April 2025:

Motion

That Council:

1. Renames the two Bin Taxes (Waste Charges) as the 'Public Waste Collection' and the 'Household Bin Collection'.
2. Receive a report on:
 - (a) the financial impact of both charges being capped at the same rate or less than the rate cap of the relevant financial year, to prevent Council from increasing the cost of waste services by higher than the rate cap; and
 - (b) what constitutes core waste services to be funded by the public bin collection rate.
3. Note Council's decision at the 17 December 2024 Council Meeting to undertake a Waste and Recycling Strategy in 2026/27 including detailed financial analysis on any changes to waste services and waste charges.

Report attachments

Nil

8.2. – Notice of Motion No.6 of 2025 - Encouraging Accessibility and Sustainability Improvements in Heritage Overlay Areas

Author	Councillor Crossland
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I, Councillor Crossland, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on Tuesday 8 April 2025:

Motion

That Council:

1. Requests that Officers review relevant rules and policies and prepare a report that identifies potential ways to encourage accessibility and sustainability improvements in heritage overlay areas.
2. The report should include but is not limited to:
 - (a) Public realm and streetscape materials and treatments that would allow for cooler streets, more greening, and the use of more sustainable materials;
 - (b) Greater uptake and ease of applying sustainability improvements to heritage buildings (such as solar panel installation); and
 - (c) Ease of facilitating accessibility improvements to allow for universal access for both the public realm and to buildings.

Report attachments

Nil

9. Petitions and Joint Letters

An opportunity is provided for Councillors to table or present a petition.

10. Questions without Notice

11. Delegates Reports

An opportunity is provided for Councillors to table or present a Delegate's Report.

12. General Business

An opportunity is provided for Councillors to raise items of General Business for Council's consideration.

13. Urgent Business

An opportunity is provided for the Chief Executive Officer to introduce items of Urgent Business.

14. Confidential Business Reports

Nil.