



Ordinary Meeting of Council Agenda

**to be held on Tuesday 8 March 2016 at 7.00pm
Fitzroy Town Hall**

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- Entrance ramps and lifts (off Moor Street at Fitzroy, entry foyer at Richmond)
- Hearing loop (Richmond only), the receiver accessory may be accessed by request to either the Chairperson or the Governance Officer at the commencement of the meeting, proposed resolutions are displayed on large screen and Auslan interpreting (*by arrangement, tel. 9205 5110*)
- Electronic sound system amplifies Councillors' debate
- Interpreting assistance (*by arrangement, tel. 9205 5110*)
- Disability accessible toilet facilities

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Order of business

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

1. Statement of Recognition of Wurundjeri Land

"Welcome to the City of Yarra."

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

2. Attendance, apologies and requests for leave of absence

Anticipated attendees:

Councillors

- Cr Roberto Colanzi (Mayor)
- Cr Geoff Barbour
- Cr Misha Coleman
- Cr Sam Gaylard
- Cr Simon Huggins
- Cr Stephen Jolly
- Cr Amanda Stone
- Cr Phillip Vlahogiannis

Council officers

- Vijaya Vaidyanath (Chief Executive Officer)
- Ivan Gilbert (Group Manager – CEO's Office)
- Andrew Day (Director - Corporate, Business and Finance)
- Chris Leivers (Director - Community Wellbeing)
- Bruce Phillips (Director - Planning and Place Making)
- Guy Wilson-Browne (Director – City Works and Assets)
- Mel Nikou (Governance Officer)

Leave of absence

- Cr Jackie Fristacky

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

4. Confidential business reports

Item

- 4.1 Proposed developments
- 4.2 Matters prejudicial to Council and/or any person
- 4.3 The personal hardship of a resident or ratepayer
- 4.4 Contractual matters
- 4.5 Matters relating to legal advice; AND Matters prejudicial to Council and/or any person
- 4.6 Matters prejudicial to Council and/or any person
- 4.7 Proposed developments

Confidential business reports

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

RECOMMENDATION

1. That the meeting be closed to members of the public, in accordance with section 89 (2) of the *Local Government Act* 1989, to allow consideration of:
 - (a) proposed developments;
 - (b) matters prejudicial to Council and/or any person;
 - (c) the personal hardship of a resident or ratepayer;
 - (d) contractual matters; and
 - (e) matters relating to legal advice.
2. That all information contained within the Confidential Business Reports section of this agenda and reproduced as Council Minutes be treated as being and remaining strictly confidential in accordance with the provisions of sections 77 and 89 of the *Local Government Act* 1989 until Council resolves otherwise.

5. Confirmation of minutes

RECOMMENDATION

That the minutes of the Ordinary Council Meeting held on Tuesday 16 February 2016 be confirmed.

6. Petitions and joint letters

7. Public question time

Yarra City Council welcomes questions from members of the community.

Public question time is an opportunity to ask questions, not to make statements or engage in debate.

Questions should not relate to items listed on the agenda. (Council will consider submissions on these items separately.)

Members of the public who wish to participate are to:

- (a) state their name clearly for the record;
- (b) direct their questions to the chairperson;
- (c) ask a maximum of two questions;
- (d) speak for a maximum of five minutes;
- (e) refrain from repeating questions that have been asked previously by themselves or others; and
- (f) remain silent following their question unless called upon by the chairperson to make further comment.

8. General business

9. Delegates' reports

10. Questions without notice

11. Council business reports

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11.2 Yarra Libraries Collection Development Policy 2015	14	16	Margherita Barbante – Manager Yarra Libraries
11.3 Review of Neighbourhood House Funding Model 2015	41	44	Aldo Malavisi – Community Partnerships Unit Manager
11.4 Joining the Alliance for Gambling Reform	88	91	Malcolm McCall – Coordinator Social Policy and Research
11.5 Amendment C173 (part 2) to the Yarra Planning Scheme, Doonside Industrial Precinct	92	98	Sherry Hopkins – Coordinator Strategic Planning
11.6 1 and 1A South Terrace and 160 Gold Street, Clifton Hill VIC 3068 - Planning Permit Application No. PLN14/0678	119	165	Matthew Cohen – Acting Manager Statutory Planning
11.7 Events in Public Spaces Policy	188	191	Siu Chan – Business Unit Manager Arts, Culture and Venues
11.8 Assigning a name to the right of way between 4 Mary St and 318-328 Bridge Rd Richmond	214	217	Ivan Gilbert - Group Manager Chief Executive's Office
11.9 Appointment of Council Delegate to Collingwood Children's Farm	218	219	Ivan Gilbert - Group Manager Chief Executive's Office
11.10 Report on Assemblies of Councillors Held - December 2015 to March 2016	220	221	Ivan Gilbert - Executive Manager - Chief Executive's Office
11.11 Chandler Highway - VicRoads Response	225	226	Bruce Phillips - Director Planning and Place Making
11.12 Rate Capping Variation 2016/2017	234	236	Andrew Day - Director Corporate Business and Finance

Public submissions procedure

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

When the chairperson invites verbal submissions from the gallery, members of the public who wish to participate are to:

- (a) state their name clearly for the record;
- (b) direct their submission to the chairperson;
- (c) speak for a maximum of five minutes;
- (d) confine their remarks to the matter under consideration;
- (e) refrain from repeating information already provided by previous submitters; and
- (f) remain silent following their submission unless called upon by the chairperson to make further comment.

12. Notices of motion

Nil

13. Urgent business

Nil

11.1 Cladding on High-rise Buildings in Yarra

Trim Record Number: D16/15127

Responsible Officer: Manager Construction Management

Purpose

1. To determine the implications for Council on the problems associated with the use of combustible cladding on multi-storey buildings in the inner Melbourne area.

Background

2. On 25 November 2014, a fire occurred on the eighth floor balcony of the Lacrosse apartment building in Docklands. An unextinguished cigarette ignited a plastic container on a timber table and the flames ignited the external wall cladding of the building. The wall cladding contained combustible material which aided the fire to quickly spread to the top of the 23 storey building. The fire caused the evacuation of hundreds of residents.
3. The building had an internal sprinkler system which prevented the fire spreading into the building, thereby protecting the occupants. No sprinklers were installed on the balconies.
4. The Metropolitan Fire Brigade (MFB) stated they were unable to contain such a fire due to the speed with which it spread up the building.
5. It was later confirmed that the wall cladding installed was not approved for this high risk type of building. Non-compliant aluminium composite panelling (ACP) had been installed which contributed to the spread of the fire. The ACP used is normally only approved for use on low risk building.
6. The residents were later allowed to return to the building and continue to occupy the building today. The Municipal Building Surveyor (MBS) of City of Melbourne has served all owners of the building (some 470) with building orders to bring the building into compliance.

Action Taken

7. The Victorian Building Authority (VBA) using its '*coercive powers*' has undertaken an audit of 170 buildings within the City of Melbourne.
8. The audit has identified 83 buildings where potentially non-compliant cladding was used. The 83 matters have been referred to the MBS of the City of Melbourne for appropriate action under the Building Act. The MBS estimates it will take six month to complete the investigations.
9. On 18 February 2016 the VBA notified Councils, including City of Yarra, that one of the key findings of the audit was '*the noncompliance rate was 51% but the buildings continue to be safe to occupy although rectification work may be required;*'
'the VBA will be in contact with your Council soon to discuss potential compliance issues in your local government area which may require audit, investigation or rectification. This is an important next step to ensure that all Victorians can have confidence that the building they live and work in are compliant with BCA and safe for ongoing occupation.'
10. Council Officers will be in contact with the VBA to ascertain details of the audit and will undertake the appropriate action to bring the buildings into compliance.

Authority of Relevant Agencies

11. The VBA are the lead agent in these matters and have authority and '*coercive powers*' to establish if a building is potentially compliant or not. Any non-compliance is referred by the VBA to the relevant MBS for action under the Building Act.
12. The VBA may take action against Building Practitioners involved which may lead to disciplinary action or prosecution.

13. The MBS has the authority under the Building Act to take the appropriate action to obtain compliance where evidence of non-compliance or danger exists. The MBS does not have the 'coercive powers' or authority of the VBA.

Potential Issues within Yarra

14. Buildings above 25 metres in height are required to have internal fire sprinkler systems.
15. Low to medium level buildings, not greater than 25 metres in height, are not required to have a fire sprinkler system and potentially pose a higher risk to occupants if non-compliant cladding was installed on the building.
16. Council's records indicate potentially a total of 109 buildings (low, medium and high) in Yarra may need to be audited. Early action by the VBA to audit City of Yarra buildings will enable their safety to be addressed.
17. Council's Building Services Unit has already worked with the builder and private building surveyor for the Icon Development in Swan Street (Dimmeys site) where a small amount of non-compliant cladding was used.
18. Through fire engineering principles it was determined that there was no safety risk to the occupants or the building. The cladding had only been used in the low rise part of the development.

External Consultation

19. VBA's Jarrod Edwards, Director Technical and Regulation and John Shaw, Principal Technical Advisor, whom gave advice on the VBA audit.
20. City of Melbourne, Geoff Lawler, Director, City Planning and Infrastructure and Joseph Genco, MBS who advised of the risk management process they have undertaken.

Internal Consultation (One Yarra)

21. Community Partnership Branch who provided information regarding communication with CALD communities.
22. Communication Advocacy and Engagement Branch to inform of the potential issues that an audit may identify and to engage assistance for community advice where required.
23. Strategic Planning Unit who provided statistical information.

Financial Implications

24. A potential audit of 109 buildings may have financial implications for Council as extra resources may be required to undertake the investigations and follow action.

Economic Implications

25. Buildings may need to be upgraded to resolve deficiencies in fire safety performance.

Sustainability Implications

26. Buildings are required to meet energy efficiency provisions of the Building Code of Australia.

Social Implications

27. Dependent upon audit findings there may be a need to evacuate buildings due to concerns for life and safety. No audited building has been evacuated to date.

Human Rights Implications

28. There are no known Human Rights implications.

Communications with CALD Communities Implications

29. Appropriate information will be provided to affected owners and residents.

Council Plan, Strategy and Policy Implications

30. Making Yarra more liveable. The work of Council's Building Services Unit within the Construction Management Branch focusses on building safety and compliance.

Legal Implications

31. The provisions of section 212 of the Building Act cause Council to be responsible for the administration and enforcement of Parts, 3, 4, 5, 7, and 8 and the building regulations.
32. Matters identified by the VBA audit as being non-compliant, will be referred the MBS for investigation and appropriate enforcement action to bring the buildings into compliance.
33. Owners may take civil action against building practitioners who have failed to meet regulatory provisions.

Risk Management

34. Council's Building Services team has a robust risk management process which records and responds to all building complaints. Formal access to properties and enforcement procedures are prescribed in the Building Act. All authorised building officers follow the established procedure.
35. Council officers have been in contact with Melbourne City Council to try and identify ways we can improve our risk management process.
36. Melbourne City Council's MBS in collaboration with the MFB and VBA developed a risk matrix to manage the non-compliant buildings being identified in the VBA audit. Buildings were assessed by a desk top audit and onsite visits to appraise risk to occupants and action to be taken.
37. Council officers are currently reviewing Melbourne City Council's risk matrix with a view to adopting a similar methodology.

Conclusion

38. The VBA are the lead agent in these matters and have authority and '*coercive powers*' to establish if a building is potentially compliant or not. Any non-compliance is then referred to the relevant MBS for action under the Building Act.
39. The MBS has the authority under the Building Act to take the appropriate action to obtain compliance where evidence of non-compliance or danger exists. The MBS does not have the authority or '*coercive powers*' of the VBA
40. In the interest of public safety Council will work collaboratively with the VBA regarding the audit of the buildings within the City of Yarra.

RECOMMENDATION

1. That Council:
 - (a) notes the report; and
 - (b) receive a further report following the Victorian Building Authority audit of multi-storey buildings in Yarra to identify those that have may have combustible cladding.

CONTACT OFFICER: Steven McMurray
TITLE: Manager Construction Management
TEL: 9205 5004

Attachments

- 1 VBA External Wall Cladding Audit Report Media Report

Attachment 1 - VBA External Wall Cladding Audit Report Media Report



Media Release

17 February 2016

VBA Releases External Wall Cladding Audit Report

The Victorian Building Authority (VBA) **External Wall Cladding Audit** has found Melburnians can continue to have confidence in the safety of the buildings they live in and use but that non-compliance in the use of external wall cladding materials is unacceptably high.

The VBA launched the Audit, the first of its kind in Australia, following a fire at the Lacrosse Apartments in Melbourne's Docklands in November 2014. In April 2015, the MFB Post Incident Analysis of the fire found that the use of non-compliant aluminium composite panelling (ACP) had contributed to the spread of the fire.

Appropriate use of external wall cladding is detailed in the Building Code of Australia but the Lacrosse Apartment's use of its external cladding was not compliant raising the question of how many other buildings may have a similar cladding issue.

"The VBA External Wall Cladding Audit worked through thousands of documents relating to some 170 high rise residential and public buildings in the Melbourne CBD and immediately surrounding suburbs. We worked closely with the City of Melbourne (CoM) and the Metropolitan Fire Brigade (MFB) to ensure that where non-compliance was detected, the risk to building occupants was quickly understood," said VBA CEO Prue Digby.

"The non-compliance rate found by the VBA Audit was 51 per cent. However, working with its regulatory partners, the CoM and the MFB, it was determined that the buildings' non-compliance did not pose a risk to the safety of occupants. Only one other building, the Harvest Apartments in Clarendon Street, South Melbourne, required immediate emergency action."

All buildings, including Lacrosse and Harvest, continue to be occupied.

The VBA will now consider further actions including the investigation of building practitioners involved in multiple instances of non-compliance identified through the VBA Audit and an extension of the Cladding Audit to areas beyond the criteria used in the original VBA Audit.

"The VBA continues to take action and work to give Victorians confidence in the buildings they occupy and use," said Ms Digby.

The VBA investigation into the conduct of the building practitioners involved in the Lacrosse Apartments is progressing.

Ends

Media enquiries

Communications Manager – John Rees – 03 9618 9316 - John.Rees@vba.vic.gov.au



Attachment 1 - VBA External Wall Cladding Audit Report Media Report

External Wall Cladding Audit Report

FACT SHEET

Key findings from the VBA Audit and the VBA's proposed action to address the findings include:

Audit Finding

The rate of non-compliance was 51%.

VBA Action

Of the building permits audited, 51% of them were assessed by the VBA as non-compliant. Of these, 101 have been published to date on the VBA website. The remainder are with the relevant MBS to independently determine whether any other remedial action is required. These will be progressively published on the VBA's website as the relevant MBS completes their work. The VBA, CoM MBS and MFB working group have determined that none of these buildings posed a safety issue that required immediate action.

Audit Finding

In addition to the Lacrosse building, only one other building required an immediate emergency order to be issued by the MBS.

VBA Action

An emergency order was issued by the City of Port Phillip MBS in relation to the Harvest Apartments at 144-150 Clarendon Street, Southbank. Remedial action has already been undertaken to comply with the order.

Audit Finding

No single category of practitioner involved in the design, approval or construction of the buildings audited was consistently responsible for the use of cladding components of external walls that did not comply with the BCA.

VBA Action

Practitioners who were identified in the VBA Audit as being involved in multiple instances of non-compliance will be the subject of further investigation and audit activity.

Audit Finding

Practitioner understanding of the BCA:

- Decisions made by different practitioners at different stages – during design, material specification, design approval and construction – appear to have contributed to cladding being used as a component of external walls in ways that do not comply with the BCA;
- The VBA Audit identified that practitioners have differing degrees of understanding of the requirements of the BCA and the specification for components of an external wall.

VBA Action

The VBA is publishing a technical document for use by practitioners that clearly explains BCA requirements. The advice provides guidance particularly in relation to when cladding is required to be non-combustible and when and in what circumstances a combustible material can be used as an attachment (such as a sign or lining) to an external wall.

Future audits will include a focus on the application of the technical advice published by the VBA.



Attachment 1 - VBA External Wall Cladding Audit Report Media Report

Audit Finding

Permit documentation issues:

- In the VBA Audit, the VBA requested documentation relating to the external wall cladding, but overall noted that the nature and scope of design detail contained in drawings and specifications forming part of a building permit appears in some instances to be inadequate. The detail was occasionally ambiguous for the purpose of determining compliance with the BCA and for issuing a compliant building permit;
- The documentation received by the VBA to illustrate materials and methods of construction used by the builder was sometimes inconsistent with the approved building permit or inadequate to demonstrate the “as built” building complied with the building permit.

VBA Action

The VBA will:

- Assess the documentation provided as part of the building permit process to ensure that sufficient detail is provided. This will be done as part of the VBA’s ongoing audit program.
- Issue further information and guidance in relation to documentation that reflects the findings of its audit.
- Work with industry bodies to inform relevant building practitioners of the requirements in relation to documentation.

END



11.2 Yarra Libraries Collection Development Policy 2015

Trim Record Number: D16/213

Responsible Officer: Director Community Wellbeing

Purpose

1. To seek Council's approval for the attached revised Yarra Libraries Collection Development Policy following a four week community consultation period in November 2015.

Background

2. The purpose of a Collection Development Policy (CDP) is to define the principles and processes guiding the development and management of print, media based and online collections within the context of Yarra Libraries overall mission. It provides an objective framework for building a balanced collection in accordance with community needs and diversity formats for accessing information.
3. The Yarra Libraries Collection Development Policy in Attachment 1 is a revision of the CDP 2009. The CDP defines the principles and methodology that characterise all aspects of the collection from selection and access to evaluation.
4. The CDP is a key document in the strategic framework of a public library. It is vital to the development of collections, which remain the primary reason people visit public libraries. It is an essential management tool enabling responsible asset management.
5. The collection and its use must be continually developed and monitored to ensure that it meets evolving community needs. The collection requires ongoing assessment to take advantage of potential developments and enhancements to offer a high level of responsiveness to information needs. It aims to make resources available in the most appropriate and cost-effective way.
6. The CDP includes guidance on eliminating aged and non-value-added collection items, identifying relevant collection items and securing the financial resources needed to acquire these items on a timely basis.

Part A: Collection Development Policy

7. Part A is the core policy document, featuring the policy rationale, its context and the professional references that provide the framework of a public library CDP. Web references are given for these, but where not accessible online they are provided in the appendices at the end of the document. This is supported by Collection Development Plans that inform the methodology of collection building and maintenance. Over the life of the current strategic plan, the Yarra Libraries collection requires significant work to ensure it is current and consistent with contemporary practice.

Part B: Collection Management Process

8. Part B outlines the life cycle process of collection management. This will be supported by Collection Development Plans to be reviewed and revised on an annual basis.

Part C: Yarra Libraries Collection

9. Part C comprises of a summary of the Yarra Libraries collections for youth and adult, CALD collections, local history and online resources.
10. Parts B and C are an important aspect of a collection development that underpin all public library collection development policies.

Consultation

11. The draft Yarra Libraries Collection Development Policy was released for a four week community consultation period in November 2015. The draft policy was made available in hard copy at all five Yarra Libraries branches and via the City of Yarra website for community comment.
12. The draft Yarra Libraries Collection Development Policy was also circulated to the Yarra Libraries Advisory Committee for feedback for the same period.
13. No community feedback was received in relation to the CDP during the four week consultation period.

Financial Implications

14. Yarra Libraries collection acquisitions functions within the City of Yarra Annual Capital Renewal budget.

Economic Implications

15. There are no economic implications inherent in this report.

Sustainability Implications

16. There are no sustainability implications inherent with this report.

Social Implications

17. The CDP will ensure current and accessible collections in relevant formats including print, online and languages appropriate to the community needs. The collection supports the community in meeting their educational, informational and recreational needs.

Human Rights Implications

18. Through the Library Policy and the Collection Development Policy and the provision of collections and activities, Yarra Libraries actively supports the Charter of Human Rights and Responsibilities Act 2006, listing 20 substantive rights, notably those of direct relevance to the role and function of public libraries including freedom of thought, conscience, religion and belief, freedom of expression, taking part in public life and cultural life.

Communications with CALD Communities Implications

19. Lifelong learning and access to information and cultural resources has a place in the lives of all people, and Yarra Libraries has a valuable role to play in supporting our community as they learn, discover, imagine and engage.
20. Yarra Libraries is committed to 'Inform, Engage, Consult and Build Community Discovery' for Yarra's CALD and hard to reach communities, by providing an environment that values diversity and fosters a strong sense of community.
21. These four elements position Yarra Libraries to meet the needs of the culturally and linguistically diverse community in Yarra:
 - (a) Inform: Provide information and resources in community languages which are accessible and culturally appropriate. The delivery of programs and services that engage value and promote cultural diversity within the community;
 - (b) Engage: Provide programs and services that are relevant and respond to the needs of Yarra's diverse community;
 - (c) Consult: Seek and encourage input from community groups and individuals; demonstrate a willingness to learn and adapt; and
 - (d) Build Community Discovery: Yarra Libraries actively invests in capacity building to develop stronger communities to empower individuals and groups Council Plan, Strategy and Policy Implications.

Council Plan, Strategy and Policy Implications

22. The Collection Development Policy is a key action of the Yarra Libraries Strategic Plan 2013-2016 which impacts significantly on all Collection related actions.

Legal Implications

23. There are no legal implications for this report.

Other Issues

24. There are no other issues with this report.

Options

25. Nil.

Conclusion

26. The revised Collection Development Policy provides the library service with a framework that guides the development and management of Yarra Library collections. It is informed by professional standards, driven by community need and the strategic planning process, the Collection Development Policy defines the parameters of the collection and a framework for its acquisition and allocation as well as de-selection. The revised policy takes into account new technology and changing collection formats.
27. The Collection Development Policy has been reviewed by the Yarra Libraries Advisory Committee.
28. No community feedback was received in relation to the Yarra Libraries Collection Development Policy.

RECOMMENDATION

1. That Council approve the attached Yarra Libraries Collection Development Policy 2015.

CONTACT OFFICER: Margherita Barbante
TITLE: Manager Library Services
TEL: 9205 5389

Attachments

- 1 Yarra Libraries - Collection Development Policy 2015 - 10 July 2015

Yarra Libraries Collection Development Policy 2015



Attachment 1 - Yarra Libraries - Collection Development Policy 2015 - 10 July 2015

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Attachment 1 - Yarra Libraries - Collection Development Policy 2015 - 10 July 2015

PART A: COLLECTION DEVELOPMENT POLICY

1. INTRODUCTION

The Yarra Libraries Collection Development Policy provides the framework for development of its collections. This document is the revised Collection Development Policy, based on the 2009 Collection Development Policy.

Yarra Libraries provides library and information services to residents, workers and visitors to the City of Yarra at its five branch libraries. Our service is enhanced by the Yarra Libraries Virtual Library, providing access to national and global digital resources.

The print and digital collections of Yarra Libraries are its lifeblood and a core reason for being. In addition, Yarra Libraries provide a range of ancillary activities and services. Use and loan of the collection resources remains the reason for the majority of library visits. Therefore, the Collection Development Policy is essential to ensure the maintenance of a current, visually inviting and accessible collection that meets information, recreation, educational and cultural needs of the Yarra community.

The contemporary world of global information, digital services and prolific publishing provides the ability to develop a current, relevant and accessible collection: an essential success factor for the public library. The collection and its use must be continually monitored and developed to ensure that it meets evolving needs. A key long-term success factor is to make significant investments in eliminating aged and non value-adding collection items, identifying relevant collection items and securing the financial resources needed to acquire these items on a timely basis.

Yarra Libraries is committed to ensuring that new trends and developments are introduced in a timely and efficient manner to enable the community access to up to date technology and resources. Information sharing with other industry professionals and staff maintaining awareness and application of worldwide trends and developments in digital and information provision are vital to effective service delivery. Yarra Libraries' online systems will be continually assessed to take advantage of potential developments and enhancements to offer a high level of responsiveness to meet information needs.

2. THE COMMUNITY

Yarra Libraries recognizes that demographic statistics are an invaluable planning tool in the delivery of a quality library service and that it is important to plan services according to the profile of our diverse community.

The Yarra resident population is in excess of 86,000 and continuing to grow. A vibrant inner city community, it is characterized by educational, arts, industrial and retail precincts. The resident population is augmented on a daily basis by thousands of people visiting or working in the City of Yarra. Comprehensive current data on the City of Yarra population can be found online on [Council's website](http://www.yarracity.vic.gov.au/About-Yarra/profile-demographic/).

<http://www.yarracity.vic.gov.au/About-Yarra/profile-demographic/>

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Attachment 1 - Yarra Libraries - Collection Development Policy 2015 - 10 July 2015

3. THE LIBRARIES

Yarra Libraries provide services and collections from five public libraries located at Carlton, Collingwood, Fitzroy, North Fitzroy and Richmond. Each branch features a core collection of print and online lending resources tailored to the needs of that local community. Collection allocation to branches is determined according to collection profiles, branch library capacity and budget parameters. The sixth branch of the library service is the Yarra Libraries Virtual Library, providing continuous online access to digital services.

4. COLLECTION DEVELOPMENT POLICY RATIONALE

The Collection Development Policy is an essential component of effective public library collection management. Informed by professional standards, driven by community need and the strategic planning process, the Collection Development Policy defines the parameters of the collection and a framework for its development.

This policy document has been developed by Yarra Libraries specialist Co-ordinators and Team Leaders according to professional industry guidelines, which can be found in the references section of this document. Responsibility for collection development and delivery and digital resources sits with the Co-ordinator Resources & Technology. This role reports to the Manager Library Services, who is responsible for policy delivery.

The Collection Development Policy:

- Supports the development and delivery of identified strategic objectives and actions
- Supports the identification and allocation of collection funds for current and future priorities
- Ensures that objectivity and professional rigor inform the selection and weeding processes
- Provides guidelines for the collection, including subject profiles, depth of coverage and resource formats
- Provides an essential tool for induction, reference and ongoing staff training

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5. POLICY CONTEXT

5.1. COUNCIL PLAN

The strategic intent of the Yarra Libraries Plan 2013-2016 is notably characterized by three of the five strategic objectives of the [City of Yarra Council Plan 2013 – 2017](#).

<http://www.yarracity.vic.gov.au/DownloadDocument.aspx?DocumentID=9066>

These are:

- Celebrating Yarra's Uniqueness
- Supporting Yarra's Community
- Leading Local Government

Council's Plan informs library collections planning thus:



Yarra Libraries will respond to changes in Council's policy framework and will continue to set new strategic goals as those changes arise. Collection development will continue to be an important element of service provision.

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5.2. YARRA LIBRARIES STRATEGIC PLAN 2013-2016

Adopted by Council in December 2012, the [Yarra Libraries Strategic Plan 2013-2016](#) has been developed in alignment with Council’s strategic planning framework.

<http://www.yarracity.vic.gov.au/DownloadDocument.ashx?DocumentID=8325>

It provides policy context and existing library services, an analysis of future trends and challenges, and a strategy for action. The strategy includes strategic objectives and actions relative to the development and delivery of the library collection. The objectives of the Plan are:

Build community capacity	<ul style="list-style-type: none"> • Develop and deliver programs and activities for reader development, lifelong learning, and participation for all. • Partner and implement initiatives that optimise Yarra Libraries' capacity to support social inclusion.
Develop dynamic collections	<ul style="list-style-type: none"> • Develop and provide high-quality library collections that accord with community need and direction in new media options.
Create inviting spaces	<ul style="list-style-type: none"> • Provide well designed, welcoming and comfortable branch libraries, with spaces that adapt to a range of group and quiet activities.
Realise value from technology	<ul style="list-style-type: none"> • Introduce relevant new technology and support community capacity for digital literacy.
Invest in our people	<ul style="list-style-type: none"> • Yarra Libraries staff will be skilled, agile and informed in the application and community benefit of emerging trends in public library services.
Extend our reach	<ul style="list-style-type: none"> • Advocate on behalf of Yarra Libraries to achieve funding and collaborative opportunities to benefit the Yarra community.

The actions we take in order to develop dynamic collections are:

- Develop collections that are comprehensive and balanced, while also reflecting the needs of specific communities of Yarra, based on current demographic data
- Consult with the community about their experiences and expectations of Yarra Libraries
- Purchase popular, best-selling as well as classic and enduring works
- Make available resources in a variety of formats in order to meet the needs of specific groups

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- Ensure resources are current, relevant and meet high standards of quality in presentation and durability
- Actively collect, preserve and organize material relating to the local area
- Develop collections embracing a wide range of ages and interests
- Select material based on merit
- Consider value for money in purchasing

Progress with the *Yarra Libraries Strategic Plan 2013-2016* actions are reported to Council annually.

5.3. PROFESSIONAL POLICY CONTEXT

The Yarra Libraries Collection Management Policy draws on a wide range of standard professional policy documents, which are listed in the [References](#) section of this document.

6. COLLECTION DEVELOPMENT FRAMEWORK

6.1. COLLECTION PRINCIPLES

The following principles underpin the Yarra Libraries Collection Development Policy:

- *Access* - Yarra Libraries will provide free, adequate and convenient access to all resources
- *Equity* - Yarra Libraries will make available resources to all people regardless of gender, age, disability, ethnic origin or economic status
- *Participation* - Yarra Libraries actively encourages community participation and feedback
- *Human rights* - Yarra Libraries recognises that access to information and ideas through books and other formats is a basic human right
- *Cultural relevance* - Yarra Libraries will collect resources which support the library-related needs of all sectors of the Yarra communities
- *Quality and range* - Yarra Libraries will provide a wide range of materials with a strong focus on quality in terms of content and presentation
- *Information and learning* - Yarra Libraries will support lifelong learning with the provision of up-to-date and accessible library resources in a variety of formats
- *Language* – the library supports the learning of English as a second language. It also recognizes that a multilingual community is a national asset and supports the right of people to maintain their first language

Yarra Libraries does not attempt to duplicate the services and materials offered by other library providers. Through co-operative agreements with the State Library of Victoria, academic libraries and other municipal libraries, the resources of these libraries are available to Yarra Libraries members through inter-library loan. Current inter-library loan capacity in Victorian public libraries is facilitated by access to

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collection resources of SWIFT Consortium libraries and most Victorian public libraries through the LibraryLink Service. Materials from the State Library of Victoria are not available for individual loan but may be requested for viewing at local libraries.

Yarra Libraries acknowledges the educational needs of students of all ages and the role of lifelong learning as an individual pursuit for intellectual and creative wellbeing. Text books and curriculum related materials are provided only where these materials also serve the general public or where they provide information not otherwise available.

Legal and medical works will be acquired for the collection only to the extent that they are useful to the general community.

6.2. FUNDING AND MANAGEMENT

Sustainable funding for the purchase of library materials is critical to the development of the Yarra Libraries capital collections, and collections such as periodicals and online databases that do not have a capitalized value. There are a range of relevant performance indicators for library materials funding which can be found in the Annual Survey of Victorian Public Libraries submission to the State Government.

Specific collection plans are reviewed annually by the Library Leadership Team, taking into account usage levels, community trends, special collection needs and projects and emerging formats. The Co-ordinator Resources & Technology is responsible for managing and monitoring expenditure of these plans over the financial year. Responsibility for delivery of the Collection Development Policy implementation and outcomes rests with the Manager Library Services.

Ewing Trust

The Fitzroy Library is the recipient of bequest funding from the Thomas, Samuel and George Ewing Trust. The bequest funding has been in place since 1985 and is specifically for the Fitzroy Library only. A portion of this bequest is allocated for the purchasing of materials to enhance the Fitzroy Library collections.

The criteria for selection reflect that it:

- is in line with the stated purpose of the Trust,
- enhances service and collection priorities and in no way substitutes funding from the Yarra Libraries budget, and
- reflects current and future priorities of Yarra Libraries.

6.3. COMMUNITY AND STAKEHOLDER ENGAGEMENT

Current community need and diversity are essential components of public library collection development. Knowledge of these components is derived from data on community demographics and communication with our community, supported by adherence to professional standards, reference to professional literature and vigilant awareness of contemporary industry trends.

Yarra Libraries has a commitment to engaging with the community and uses a range of community consultation mechanisms. Patrons are welcome to provide suggestions and feedback by advising staff directly, biannual customer surveys, by acquisitions suggestions and feedback forms available at each branch and via the

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website.

6.4. ENSURING ACCESS

6.4.1. Yarra Collection Access

Yarra Libraries ensures collection access by:

- Providing knowledgeable, friendly and helpful staff
- Offering well-designed, internally and externally well-signposted and accessible buildings
- Providing an online catalogue accessible within libraries and via the library website, offering 24/7 service
- Providing free reservations
- Purchasing multiple copies of items in line with demand and within budgetary constraints
- Providing access to databases and links to authoritative resources to support information literacy
- Offering free access to digital resources at libraries and via the library website
- Delivering regular programs to promote the collections and encourage reading. These include author talks, workshops, homework support programs, culturally specific events, children’s storytimes and holiday activities
- Rotating collections between libraries on occasion
- ‘Floating’ collections - items in a floating collection do not permanently belong to one library branch - if an item is borrowed from one library and returned to another, the item remains where it has been returned

6.4.2. Statewide Access: SWIFT Consortium and LibraryLink Victoria

Membership of the Swift Consortium shared collections and participation in LibraryLink greatly expand the volume of materials available to library members. Materials can be selected at any branch or via internet, and are delivered to the member’s most convenient branch via a daily delivery service running between all libraries.

6.4.3. Extended Access: Inter-Library loans

Yarra Libraries obtains items for library users not available via Swift or on inter library loan from other libraries in Australia. These items may be unavailable or inappropriate for purchase. Yarra Libraries incurs charges for some books that are obtained from university, special or interstate libraries. These charges will be passed on with prior consultation with the patron.

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6.5. POLICY REVIEW

A review of the Collection Management Policy, including a public feedback process, will be conducted every three years to ensure that collections are managed in accordance with contemporary professional practice, draw on current industry initiatives and are in line with community expectations.

Yarra Libraries specialist staff may review any section on an ongoing basis to identify areas needing updating.

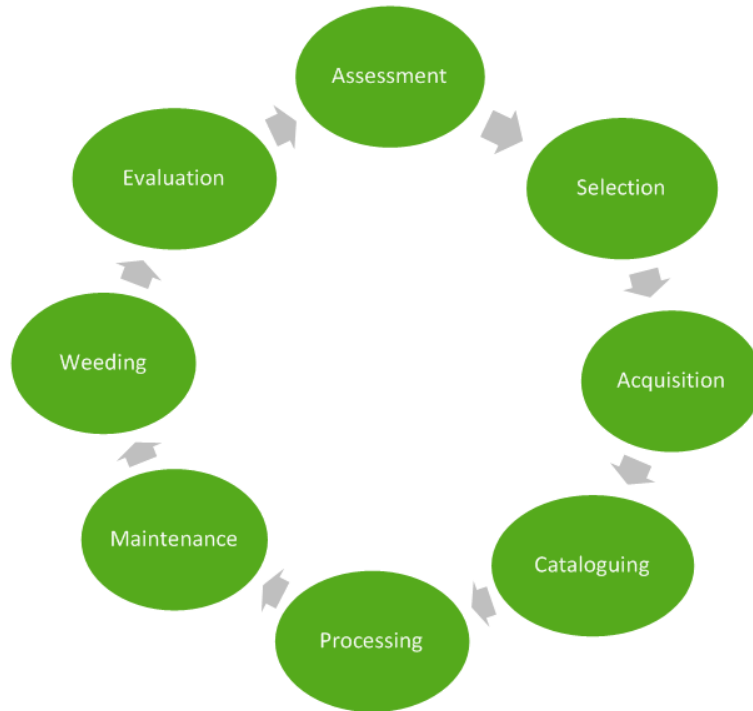
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PART B: THE COLLECTION MANAGEMENT PROCESS

7. COLLECTION MANAGEMENT PROCESS

The process of managing a public library collection is cyclical. It consists of the following key steps:



7.1. ASSESSMENT

Yarra Libraries aims to provide library services for all community members. We do this by defining who they are, determining their needs and tailoring collections accordingly.

We are aware of changing demographics of the local community and trends in the broader library and global environments. Demographic information, the profile of library users as indicated by the patron database, loans statistics, stock turnover rates, survey results, collection plans and current trends and priorities assist in collection development.

Libraries need to be able to anticipate trends as user needs change and new formats and technology emerge. Continuous training in information technology and digital resources is essential for librarians as their educational role in information literacy becomes more complex.

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New collections are identified by emerging needs and confirmed by statistical data if available. Grant funding may be used for the initial development of collections.

7.2. SELECTION

7.2.1. Responsibility

Collection Coordinators and Team Leaders are responsible for all collection formats within their specialist areas. Other library staff also have significant areas of subject, local knowledge or language expertise which may be drawn upon.

7.2.2. Selection criteria

The following criteria are used to determine whether items are purchased. Their importance and application will vary from one collection to another according to criteria relevance:

- Popular interest
- Community need and potential use
- Currency
- Authority and reputation of author, publisher, producer or illustrator
- Physical format
- High quality presentation
- Literary merit (Awards/shortlist items)
- Long term relevance
- Suitability for different age levels
- Local emphasis
- Cost
- Favourable reviews
- Availability in other libraries
- Relationship to items already in the collection
- Representative of cultural diversity
- Supplier recommendation

In general books are purchased only if they have been published in the last 3 years. Exceptions to this may include the replacement of damaged or lost items, classic titles or core items as required.

Yarra Libraries does not generally purchase self-published works unless they have significant local history value.

Additional selection criteria for digital resources are:

- Content
- Statistics

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- Vendor support
- Technical considerations (in particular, authentication)
- Community need and potential use
- Cost
- Ease of use
- Technical features
- Age of resource and frequency of updates

7.2.3. Selection tools

There are a range of tools that support selection of collection resources:

- Trade and other journals
- Online databases
- Staff expertise
- Bibliographies
- Reviews
- Bestseller listings
- E-lists
- Library professional referral and advice

Advice is also sought from professional experts in particular subject areas.

7.2.4. Requests from library users

Yarra Libraries encourages recommendations for items not already in the collection. Recommendation forms are available on the library website and catalogue. Requests can also be made in person by contacting staff at the local libraries. Items will be purchased where appropriate, in line with selection guidelines and budget considerations. Resources will be allocated to a Yarra Libraries branch by the appropriate Collections specialist and will then generally float between all branches.

7.2.5. Donations

Donations are not generally accepted unless they are particularly noteworthy or of local importance. Yarra Libraries reserves the right to allocate donated material to any collection or branch, to dispose of donated material that it does not need, or to reject unsolicited donations of unsuitable materials.

7.2.6. Controversial resources

Yarra Libraries aims to provide a representative collection on all subjects of interest to the community, with the exception of items prohibited by law. Yarra Libraries upholds the [Statement on Free Access to Information](#) produced by the Australian Library and Information Association.

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<https://www.alia.org.au/about-alia/policies-standards-and-guidelines/statement-free-access-information>

It is recognised that many materials are controversial and that a particular item may offend some members of the community. Powers of censorship are vested in Federal and State governments and material will not be rejected on moral, political, racial or religious grounds if it otherwise meets the selection guidelines. Materials prohibited by law will not be included in the collection.

Items including DVDs and CDs are lent in accordance with classifications allocated by the Australian Classification Board, the Australian Record Industry Association (ARIA) and the Australian Music Retailers Association (AMRA). Items with an "R18+ - Restricted" classification cannot legally be lent to a library member under 18 years of age. Items with an "MA15+ - Mature Accompanied" classification cannot legally be lent to a library member under 15 years of age. Responsibility for the reading, listening, and viewing of library materials by children rests with their parent or guardian, rather than with library staff.

7.2.7. Complaints / requests for inclusion reviews

From time to time patrons may be offended by opinions expressed in materials in the collection. All complaints or requests for review of a selection decision are to be submitted in writing. The queried title will be re-evaluated by the Specialist Team Leaders using criteria presented in the Collection Development Policy. The complainant will be informed of the decision to retain, withdraw or re-allocate the item to another collection. Should the complainant wish to challenge the decision, the matter will be then referred to the Manager Library Services.

7.3. ACQUISITION

Acquisition is the term used to describe the process of selecting and purchasing items for the collection. The process involves selection of suppliers, placing of orders, receiving items and handling invoices.

7.3.1. Tendering

Yarra Libraries has a process of tendering and contracting for suppliers for acquisition of collection stock in compliance with legal requirements and to obtain the best value for money without compromising the quality of the collection. Contracts are monitored on an ongoing basis. Contract processes are required to be conducted every three to five years.

7.3.2. Consortium purchasing

Yarra Libraries pursues consortium purchasing of materials when appropriate. Currently Yarra Libraries is part of Swift Consortium, which offers opportunities to acquire digital resources at reduced cost.

7.3.3. Standing orders

The standing order process is an effective mechanism for automatically acquiring items of predictable popularity. Some areas of the collection are particularly suitable for this method of acquisition. These include popular adult fiction, children's and young adult popular series, non-fiction such as travel guides, and other items that are regularly updated.

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Standing order lists are reviewed on a regular basis, at least annually.

7.3.4. Pre-publication ordering

Yarra Libraries aims to order material prior to publication to ensure new material is available for loan in our libraries as soon as possible.

7.3.5. Electronic ordering

Yarra Libraries uses electronic ordering with selected suppliers and is committed to maximizing the use of this ordering method. To process patron requests, library staff select and order material online and order records are placed on the library catalogue. The process of electronic ordering enables a faster and more efficient service.

7.4. CATALOGUING, PROCESSING AND MAINTENANCE

The majority of capitalised library resources are catalogued and processed by external suppliers in accordance with SWIFT Consortium contracted specifications. A small number of specialist and local history resources are catalogued in-house according to Resource Description and Access Standards. Periodicals are catalogued and processed in-house.

7.4.1. Cataloguing

All new items are catalogued to ensure they are as accessible as possible to library users via the library catalogue, which is available in the libraries and via the library website. The standard classification, the Dewey Decimal System, is used for Yarra Libraries and all public library services across the state.

7.4.2. Processing

All new items are processed to ensure they are:

- Identified as belonging to Yarra Libraries
- Preserved in as good physical condition for their practicable lifespan
- As accessible as possible to library users e.g. clear spine labels indicating collection and location within the library
- RFID tagged for security and identification purposes

7.4.3. Maintenance

Damaged items are assessed for relevance and if relevant, replacement copies are purchased where available and appropriate.

7.4.4. Weeding

Weeding is the term used to describe the process by which an item is withdrawn from the collection. Collection weeding is a routine process that supports the collection's

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currency, relevance, attractiveness and accessibility. It ensures space is available for new resources and facilitates browsing capacity of the collection.

Criteria for weeding consideration include:

- Currency of information
- Physical condition of the item
- Potential future use
- Unnecessary duplication
- Online availability
- Capacity of library buildings
- Age
- Format

These criteria may not be equally relevant for all collections. For example, the Yarra Libraries Local History collection is exempt from standard weeding processes and has a Collection Development Policy that complements this document.

Some formats, notably audio-visual items, have a shorter practicable life than other hard copy resources.

7.5. EVALUATION

7.5.5. Stocktaking

Stock taking is undertaken to ensure that the database and collections are as closely matched as possible. They are a means of identifying collections where loss is a problem. With the introduction of RFID stocktaking will be carried out regularly due to the increased efficiency of the technology.

7.5.6. Discarded items

Discarded items may be:

- Given free of charge to charitable or not-for-profit organisations
- Sold
- Recycled or otherwise disposed of where they have reached the end of their practicable life

Requests by individuals for particular library resources are not able to be accommodated.

7.5.7. Evaluation methods

Yarra Libraries evaluates its collections by a variety of means including collection plans, statistical analysis, feedback from library users and staff assessment. Specialist staff identify collection gaps to support collection building.

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Statistics are regularly reviewed. Useful statistics include loans and turnover rates. The turnover rate for a collection is calculated by dividing the total collection number by the total number of loans for that collection in a given period. In general, very high and very low turnover rates indicate potential problems which need to be addressed.

Feedback from library users advises on satisfaction or dissatisfaction with the collection and informs decision making.

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PART C: YARRA LIBRARIES COLLECTION

8. COLLECTION PROFILING

All Yarra Libraries collections are available for loan to library members unless otherwise indicated. Library membership is free and open to all people in accordance with Yarra Libraries guidelines.

The majority of the Yarra Libraries collection floats. Floating collections refer to items that move from branch to branch. When a patron returns a floating item to a different location from where it was borrowed, it is shelved at the new location instead of being returned to a 'home'.

This process supports provision of more equitable access to materials, cuts the volume of delivery among libraries and reduces ergonomic strain on staff. The physical size of the library becomes less of a limiting factor since the collection is constantly refreshed through patron activity.

8.1. ADULT COLLECTION

8.1.8. Adult Fiction

The adult fiction collections include General Fiction and Genre Fiction. These collections cater for a wide range of reading needs. Patrons may read for leisure, escapism, to further understanding of human behaviour and the world we live in, or for insights into other worlds. Fiction takes the form of novels and short stories across a variety of genres.

8.1.9. Adult Non Fiction

This collection includes items containing material of a factual, reality-based and informational nature, arranged under broad subject categories. This collection provides information on a wide range of topics of interest to adult library users, and is also used by patrons for recreational reading. Adult non fiction has a strong emphasis on recently published material and Australian content.

8.1.10. Adult Large Print

This collection consists of books which have been printed in larger fonts that are at least 18 points in size. The adult large print collection includes both fiction and non fiction works in this format specifically for library patrons who have poor vision and have difficulty reading standard print. The collection mirrors the adult fiction and non fiction collections as far as possible.

8.1.11. Language Kits

This collection contains material for learning languages other than English, including language kits on CD and DVD. There is a strong emphasis on kits (books that come together with a CD or DVD), an acknowledgement that language learning requires a combination of listening, speaking, reading and writing.

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8.2. JUNIOR COLLECTION

8.2.12. Board Books

Board books are durable books containing high-contrast, simple illustrations and may be textured or contain flaps or tabs. They are intended for babies and toddlers who are beginning to explore their world. Board books help to promote essential pre-reading skills such as eye focus, and gross and fine motor skills.

8.2.13. Easy Readers

Easy readers are short books designed for children who are learning to read; they introduce letter sounds (phonics), sentence construction and vocabulary. Easy Readers are divided into three levels of difficulty.

8.2.14. Picture Books

Picture books are books that contain illustrations which are at least as important, if not more important, than the words of the story. They are written for children who are of pre-school or junior primary school age, with some stories of greater complexity suitable for children of upper primary school age. Picture books support the development of literacy and numeracy. There is a strong emphasis on Australian authors and illustrators, as well as on other titles published in English.

8.2.15. Junior Fiction

The junior fiction collection is comprised of a variety of chapter books aimed largely at primary school children. Length and complexity varies widely, from short illustrated stories to longer, challenging novels. The collection contains both hardback and paperback formats, and includes recent editions of 'classics', popular series and Australian authors and award winners, as well as international titles.

8.2.16. Junior Non Fiction

This collection contains informational books on topics of general interest to young people. Junior non fiction includes some material to support the school curriculum, particularly with respect to school projects and homework, but there is also a strong emphasis on reading for leisure. School textbooks are not generally collected.

8.3. YOUTH COLLECTION

8.3.17. Young Adult Fiction

Young adult fiction contains a wide range of genres and sub-genres with a predominance of realistic 'issues' fiction and fantasy fiction, both urban and traditional. The young adult fiction audience is broad, and includes teenagers, adults and pre-teens.

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8.4. GRAPHIC NOVELS

The graphic novel collections contain books whose narratives are told through a combination of text and illustrations, usually in comic strip style. Young adult graphic novels, aimed at teenagers, and adult graphic novels may contain a single story or many shorter ones. Subject matter and style vary widely. Series running to many parts are common. Junior graphic novels are aimed at primary school children, and have simple and often humorous themes. All three graphic novel collections include manga (Japanese-style comics).

8.5. MAGAZINES

The magazine collections contain frequently issued periodicals. Adult magazines cover a wide range of both broad and specific popular topics and culture. Magazines are also available in languages other than English (LOTE).

8.6. AUDIO VISUAL COLLECTION

8.6.18. DVDs

The DVD collections aim to provide a broad range of creative film and television. Adult DVDs include English and foreign language feature films, art house films, classic films, television series, musicals, documentaries, anime and Nigerian ('Nollywood') films. The collection is intended to provide an alternative resource to mainstream materials. Junior DVDs include feature films, television programs and education material, and are generally rated either G or PG. Australian content and book adaptations are also included.

8.6.19. Music CDs

The music collections are in compact disc format. Adult CDs cover a wide range of music styles, including classical, jazz, popular and world music. Junior music CDs contain music for pre-school and primary school aged children. They feature nursery rhymes and songs by children's performers, lullabies and peaceful music for babies, and music that ties in with children's television programs. Some junior music CDs include an education element.

8.6.20. Audiobooks

Audiobooks are books read aloud or dramatized on CD. Adult audiobooks include English books across both fiction and non fiction. Fiction includes general fiction, classic literature and genre fiction. Junior audiobooks and young adult audiobooks contain recorded fiction books for their respective age groups and can be used to support literacy.

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8.7. LANGUAGES OTHER THAN ENGLISH (LOTE) COLLECTION

The LOTE collection contains extensive material in the following community languages:

- Arabic
- Chinese (Mandarin and Cantonese)
- Greek
- Italian
- Spanish
- Turkish
- Vietnamese

Materials in the LOTE collections include adult fiction and non fiction, magazines and newspapers, junior fiction, adult and junior DVDs and music CDs, as well as English bilingual picture books, which have text in both English and a second language. Community languages are selected through consideration of data from the Australian Bureau of Statistics and City of Yarra demographic research.

8.8. ENGLISH LANGUAGE LEARNING COLLECTION

This collection includes both English as a Second Language (ESL) and adult literacy material. The collection covers a broad range of abilities, with emphasis on beginners' material and International English Language Testing System (IELTS) material. Priority is generally given to Australian publications and material with an audio visual component and covers a range of areas, including dictionaries, and items dealing with grammar, punctuation, spelling, writing composition and numeracy. Adult literacy material is suitable for many different levels of ability.

8.9. LOCAL HISTORY COLLECTION

The local history collection provides information about the development of the suburbs of Yarra. Each library houses a collection pertaining to their local area with North Fitzroy's collection being housed at Fitzroy Library.

The print collection is for library use only. The digital collection, which contains scanned documents and images, can be accessed online from anywhere.

The [Yarra Libraries Local History Collection Development Policy 2014](#) contains comprehensive information on this valuable collection.

<http://www.yarracity.vic.gov.au/DownloadDocument.ashx?DocumentID=11569>

8.10. REFERENCE COLLECTION

Reference consists of non lending material across a wide range of subjects. The collection includes atlases, dictionaries, directories, encyclopaedias and handbooks. As use of digital and online resources increases, this collection is expected to become greatly reduced in size.

8.11. ONLINE RESOURCES COLLECTION

Digital formats enhance the print collection and are an essential tool in providing current information. Online resources include database subscriptions and electronic

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reference books. The vast majority of this collection can be used remotely by library members at any time and location where internet access is available.

Subjects cover a wide range of topics, including health information (including multilingual health information) English language learning, language tutorials, genealogy, children’s literacy and self-paced computer training tutorials.

8.12. ECOLLECTION

The eCollection includes all downloadable collections and streaming platforms. Downloadables include eMagazines, eBooks and eAudiobooks purchased from a range of vendors, which provide access to digitized magazines, fiction and non-fiction books and audiobooks. Other emerging platforms include music streaming and film streaming.

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PART D: REFERENCES

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<https://www.alia.org.au/about-alia/policies-standards-and-guidelines/alia-core-values-statement>

[ALIA, Libraries and information services and Indigenous peoples](#)

<https://www.alia.org.au/about-alia/policies-standards-and-guidelines/libraries-and-information-services-and-indigenous-peoples>

[ALIA, Libraries and information services for people with a disability](#)

<https://www.alia.org.au/about-alia/policies-standards-and-guidelines/library-and-information-services-people-disability>

[Attorney-General's Department, Information for libraries lending films and playing computer games](#)

<http://www.classification.gov.au/Public/Resources/Documents/fact%20sheets/Information%20for%20Libraries%20%20%20Lending%20Films%20and%20Playing%20Computer%20Games%20%20Public%20Affairs%20comments.pdf>

[Australian Classification Board](#)

<http://www.classification.gov.au/Pages/Home.aspx>

[City of Yarra Council Plan 2013 – 2016](#)

<http://www.yarracity.vic.gov.au/DownloadDocument.ashx?DocumentID=9066>

[City of Yarra Demographic and Economic Profiles](#)

<http://www.yarracity.vic.gov.au/About-Yarra/profile-demographic/>

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Attachment 1 - Yarra Libraries - Collection Development Policy 2015 - 10 July 2015

[IFLA Internet Manifesto 2014](http://www.ifla.org/publications/node/224)

<http://www.ifla.org/publications/node/224>

[IFLA Multicultural Library Manifesto 2009](http://www.ifla.org/files/assets/library-services-to-multicultural-populations/publications/multicultural_library_manifesto-en.pdf)

http://www.ifla.org/files/assets/library-services-to-multicultural-populations/publications/multicultural_library_manifesto-en.pdf

[IFLA/UNESCO Public Library Manifesto 1994](http://www.ifla.org/publications/iflaunesco-public-library-manifesto-1994)

<http://www.ifla.org/publications/iflaunesco-public-library-manifesto-1994>

[Ministerial Council on Public Libraries, Tomorrow's Library Review](http://www.dtpli.vic.gov.au/local-government/public-libraries/tomorrows-library-stage-1-and-2)

<http://www.dtpli.vic.gov.au/local-government/public-libraries/tomorrows-library-stage-1-and-2>

[PLVN, statement on internet filtering and content regulation](http://www.plvn.net.au/sites/default/files/PLVN%20statement%20on%20Internet%20filtering%20and%20content%20regulation.2012_0.docx)

http://www.plvn.net.au/sites/default/files/PLVN%20statement%20on%20Internet%20filtering%20and%20content%20regulation.2012_0.docx

[Yarra Libraries Local History Collection Development Policy 2014](http://www.yarracity.vic.gov.au/DownloadDocument.ashx?DocumentID=11569)

<http://www.yarracity.vic.gov.au/DownloadDocument.ashx?DocumentID=11569>

[Yarra Libraries Strategic Plan 2013- 2016](http://www.yarracity.vic.gov.au/DownloadDocument.ashx?DocumentID=8325)

<http://www.yarracity.vic.gov.au/DownloadDocument.ashx?DocumentID=8325>

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11.3 Review of Neighbourhood House Funding Model 2015

Trim Record Number: D16/19533

Responsible Officer: Community Partnerships Unit Manager

Purpose

1. To note the “*Review of Neighbourhood House Funding Model 2015*” and seek endorsement of the responses to the recommendations made in the review.

Background

2. For the past four years, Council has used a new funding model, adopted in February 2012, in allocating its annual funding to the nine Neighbourhood Houses and Learning Centres (Houses). The model incorporates a number of components that recognise individual circumstances of the Houses whilst providing a base funding. The components of the funding model include: base funding, rental refund, maintenance refund, higher needs client loading and special project funding.
3. As identified in the funding model, Council committed to undertake a review of the model every four years. In August 2015 an independent consultant (Capire) was engaged by Council to undertake the first four year review of the current funding model.
4. The consultant engaged with all nine Houses and network representatives to review the effectiveness and mechanics of the funding model. The level of funding was to remain the same so it was not considered in this review and thus considered out of scope.
5. The report focuses on the success of the current model, possible improvements and the issues and opportunities for the future of the funding model (*Attachment One*).
6. The report also identifies ideas for collaboration and partnerships to better respond to changing community needs and increase the sustainability and viability of neighbourhood houses in Yarra.

External Consultation

7. The review was undertaken in consultation with each of the nine Houses and their management committee representatives as well as network representatives.

Internal Consultation (One Yarra)

8. There was no internal consultation for this review. The focus of the first four year funding review was to assess the success of the current model and examine the formula components and their relevance to each of the houses so it was very specific to the neighbourhood houses.

Financial Implications

9. In 2015/2016, Council has allocated \$650,968 to Yarra’s nine Houses through the Neighbourhood House Funding Program.
10. There will be no financial implications arising from the review, though it must be noted that the process of exploring partnership opportunities and collaborations with a view to financial and organisational sustainability may bear a slight initial cost though long-term saving.
11. Council’s Neighbourhood House Funding Program provides a contribution towards core funding for all nine Houses. This is subject to normal review and budget approval processes.
12. Further to the Neighbourhood House Funding Program, Council has a capital responsibility as landlord to three of the Houses situated over four properties: Holden Street Neighbourhood House, North Carlton Railway Neighbourhood House, Richmond Community Learning Centre and Burnley Backyard. Further to this Council is also part-landlord (land) to Belgium Avenue Neighbourhood House.

Economic Implications

13. The direct and indirect economic implications that Yarra's Houses have on the Yarra community and businesses are primarily around the adult education that occurs within the Houses. This provides opportunities for adults to learn new skills and creates pathways for transition into the workforce, education or further training. This includes the English classes, programs and activities that assist and empower newly arrived communities to participate fully in their local community and develop a better understanding of life in Australia.
14. In addition, the Houses provide a variety of part time employment for teachers, childcare workers, administrative, financial and IT staff and are important sources of local employment.
15. Yarra's Houses have a high volunteer participation rate. This contribution to Yarra's economy is significant in terms of economic and social capital.

Sustainability Implications

16. All Houses are currently providing a range of educational programs and initiatives on environmental sustainability and climate change issues.
17. Council has a critical role in educating and supporting Houses in their sustainability initiatives and reducing their carbon footprint.
18. Burnley Backyard has a critical role in providing indoor and outdoor opportunities such as community gardens and a range of other sustainability initiatives that represent local community needs.

Social Implications

19. The Houses play a key role in the development of the community through: building knowledge, developing skills, increasing levels of resilience, mutuality and trust within the community. Offering accessible, affordable education, skill development and life-long learning opportunities and employment pathways, are a core part of the Houses business to the most disadvantaged and marginalised communities.
20. Community Development is a key function of the Houses. They have a strong connection with the local community and play a critical role in promoting social inclusion and responding to the diverse needs of the Yarra community.

Human Rights Implications

21. The work of the Neighbourhood Houses and Council's partnership with the Houses is strongly aligned with the Charter of Human Rights and Responsibilities Act 2006 and is a demonstration of Council's commitment to the Charter.

Communications with CALD Communities Implications

22. There are no implications for the way the Houses already communicate, engage with or deliver services to their culturally and linguistically diverse (CALD) communities. All Houses provide a range of programs, services and activities to CALD communities.

Council Plan, Strategy and Policy Implications

23. The review of the funding model takes place within the context of Council's ongoing partnership with Neighbourhood Houses and Learning Centres. There are two documents that provide this context and they are the Memorandum of Understanding 2013–2017 between Yarra City Council and Yarra Neighbourhood Houses and Learning Centres and the Yarra City Council Neighbourhood Houses and Learning Centres Partnerships Strategy 2014-2017.
24. Council's partnership with the Neighbourhood Houses and Learning Centres relates to all five Strategic Objectives in the Council Plan 2013-2017: Celebrating Yarra's uniqueness; Supporting Yarra's community; Making Yarra more liveable; Ensuring a sustainable Yarra; and Leading Local Government.

Legal Implications

25. No legal implications.

Other Issues

26. The report “*Review of Neighbourhood House Funding 2015*” makes 12 recommendations. Paragraphs 27 – 35 address these recommendations.
27. In response to Recommendation 1, Council expands the criteria for the “maintenance refund” to include capital works where the House has two or more years left on its lease subject to any relevant Council building approval processes.
28. In response to Recommendation 2, Council explore the costs and benefits of incorporating a multi-site loading into the funding model.
29. In response to Recommendation 3, Council investigate the cost of accommodating the Belgium Ave request for including the portable classroom and garden in Council’s maintenance schedule.
30. In response to Recommendations 4 and 9, Council continue to support the peak body Neighbourhood Houses Victoria Inc (NHVic) to develop and implement an advocacy strategy for an increase in the Coordination Program funding from the State Government.
31. In response to Recommendations 5, 6 and 8, Council acknowledges the sharing of some resources would be advantageous for the long term sustainability of all Yarra Houses. Council supports a conversation to begin with the Yarra Neighbourhood House Network around developing centralised neighbourhood house support systems and building capacity through skill sharing with NHVic and the North East Neighbourhood House Network (NENHN).
32. In response to Recommendation 7, Council continues to provide publicity and marketing support for Houses via Yarra News and other appropriate means in a way which recognises the expanding demographic and diverse needs.
33. In response to Recommendation 10, Council does fund Occasional Care Centres (OCC) in Leisure Centres and the Connie Benn centre. Council has provided some ad-hoc funding for OCC in neighbourhood houses in the past but does not annually fund OCC services in neighbourhood houses.
34. In response to Recommendation 11, Council currently provides training for community groups and individuals through the Skills Training for Community Organisations program.
35. In response to Recommendation 12, Council acknowledges the sharing of some resources would be advantageous for the long term sustainability and viability of all Yarra Houses. Council, therefore, supports a conversation to begin between the Houses, relevant Council branches and other possible venue providers around flexible and creative use of space to improve access for diverse user groups.
36. The increasing complexity of client needs was consistently highlighted in the consultation. The funding allocation for “higher needs clients” acknowledges that a percentage of clients require significantly more assistance due to the complex nature of their needs and that the amount does not reflect the true cost.

Conclusion

37. The review highlighted the integral role Council plays in supporting the Houses to provide programs, activities, education, environmental initiatives, social support and direct services to the diverse and changing Yarra communities.
38. Additionally the report identified a number of opportunities for collaboration and partnerships to improve the financial and operational capacity of Houses. Some of these included centralised administrative and financial support and partnerships between the Houses to generate economies of scale e.g. shared service and program delivery through shared objectives.

RECOMMENDATION

1. That Council:

- (a) note the *Review of Neighbourhood House Funding Model 2015*; and
- (b) endorse the following responses:
 - (i) *Recommendation 1* - Council expands the criteria for the “maintenance refund” to include capital works where the House has two or more years left on its lease subject to any relevant Council building approval processes;
 - (ii) *Recommendation 2* - Council explore the costs and benefits of incorporating a multi-site loading into the funding model;
 - (iii) *Recommendation 3* - Council investigate the cost of accommodating the Belgium Ave request for including the portable classroom and garden in Council’s maintenance schedule;
 - (iv) *Recommendations 4 and 9* - Council continue to support the peak body Neighbourhood Houses Victoria Inc (NHVic) to develop and implement an advocacy strategy for an increase in the Coordination Program funding from the State Government;
 - (v) *Recommendations 5, 6 and 8* - Council acknowledges the sharing of some resources would be advantageous for the long term sustainability of all Yarra Houses. Council supports a conversation to begin with the Yarra Neighbourhood House Network around developing centralised neighbourhood house support systems and building capacity through skill sharing with NHVic and the North East Neighbourhood House Network (NENHN);
 - (vi) *Recommendation 7* - Council continues to provide publicity and marketing support for Houses via Yarra News and other appropriate means in a way which recognises the expanding demographic and diverse needs;
 - (vii) *Recommendation 10* - Council does fund Occasional Care Centres (OCC) in Leisure Centres and the Connie Benn centre. Council has provided some ad-hoc funding for OCC in neighbourhood houses in the past but does not annually fund OCC services in neighbourhood houses;
 - (viii) *Recommendation 11* - Council currently provides training for community groups and individuals through the Skills Training for Community Organisations program; and
 - (ix) *Recommendation 12* - Council acknowledges the sharing of some resources would be advantageous for the long term sustainability and viability of all Yarra Houses. Council, therefore, supports a conversation to begin between the Houses, relevant Council branches and other possible venue providers around flexible and creative use of space to improve access for diverse user groups.

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Attachments

- 1 Review of Neighbourhood House Funding Model 2015

REPORT



Review of neighbourhood house funding

Prepared for Yarra City Council

Final, 6 October 2015

capire

Attachment 1 - Review of Neighbourhood House Funding Model 2015

Attachment 1 - Review of Neighbourhood House Funding Model 2015

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Attachment 1 - Review of Neighbourhood House Funding Model 2015

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

1 Introduction

1.1 Project background

Yarra City Council (Council) currently supports nine neighbourhood houses across the municipality. Council's relationship with the houses is outlined in a Memorandum of Understanding (MOU). One of Council's core support areas is the Neighbourhood House Funding Program.

In 2011 Council commissioned Capire Consulting Group to undertake a review of neighbourhood house funding arrangements and develop a more equitable funding model. Council's support funding was previously based on historical agreements with individual houses. The 2011 review identified the following guiding principles for developing the new funding model:

- The model is based on Council providing funding towards the cost of operating a neighbourhood house.
- The model is based on equity, rather than parity of funding. The base funding is equal across the houses to reflect the cost of operating a neighbourhood house in Yarra (excluding coordination hours).
- Neighbourhood houses have varied individual operating circumstances which have been taken into account, however the model was formulated to ensure that the administrative component for both Council and the neighbourhood houses is straightforward and not time intensive.
- Individual components of the model can be easily adjusted to reflect changes in the circumstances of individual neighbourhood houses or changes in the funding available through Council.
- An annual reporting component was incorporated to ensure transparency and accountability, as well as to increase the profile of neighbourhood houses both within Yarra City Council and the local community.
- A rotating project fund was introduced to allow each house to plan new or bigger projects with certainty and to eliminate the administration required to apply for, and report on small project grants from Council.
- The tenancy arrangements for each neighbourhood house vary. Some pay rent and/or have significant maintenance costs. This was accounted for in the model.

Following the review Council adopted the current funding model. Table 1 provides a summary of the components of the funding model, a brief description and which neighbourhood house receives each of the components. A more detailed explanation of the components is provided in Appendix A.

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

Table 1: Components of current funding model (summary)

Components	Description	Carlton Neighbourhood Learning Centre	Belgium Avenue Neighbourhood House	Collingwood Neighbourhood House	Fitzroy Learning Network	Holden Street Neighbourhood House	Richmond Community Learning Centre	Finbar Neighbourhood House	Alphington Community Centre	Nth Carlton Railway Neighbourhood House
Base funding	\$45,000 Based on an analysis of operating costs.		✓	✓	✓	✓	✓	✓		✓
60% of base funding	\$27,000 Applicable for houses that service more than one municipality.	✓							✓	
Refund for rent	Applicable for neighbourhood houses that pay significant rent.				✓					
Refund for maintenance	\$6,000 To assist neighbourhood houses that cover their own maintenances costs.	✓			✓			✓		
High needs clients loading	\$3.30 per high needs clients. Acknowledges that some of the houses have a high proportion of clients that require significantly more assistance and resourcing.	✓	✓	✓	✓	✓	✓		✓	✓
Project fund	\$20,000 every two years Annual fund that allows neighbourhood houses to plan for, and undertake additional programs/ projects with certainty.	✓	✓	✓	✓	✓	✓	✓	✓	✓
Annual presentation	Each neighbourhood house is required to conduct an annual verbal presentation on its achievements that year.	✓	✓	✓	✓	✓	✓	✓	✓	✓

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Components	Description	Carlton Neighbourhood Learning Centre	Belgium Avenue Neighbourhood House	Collingwood Neighbourhood House	Fitzroy Learning Network	Holden Street Neighbourhood House	Richmond Community Learning Centre	Finbar Neighbourhood House	Alphington Community Centre	Nth Carlton Railway Neighbourhood House
Indexation	The overall funding figure is increased by 3.5% per annum depending on Council budget process.	✓	✓	✓	✓	✓	✓	✓	✓	✓
Funding review	A review of the funding model is to be undertaken every four years to reflect the Council election cycle.	✓	✓	✓	✓	✓	✓	✓	✓	✓

1.2 Purpose of this report

As identified in the funding model, Council has committed to undertaking a review of the model every four years. Capire was commissioned by Council to undertake the first four-year review. The objectives of the review were to:

- Analyse the fairness, equity, sustainability and viability of the funding model in the context of changing demand and use patterns.
- Examine the formula components and their relevance to each of the houses.
- Identify issues and opportunities relating to the financial sustainability applicable to all neighbourhood houses and specific to individual neighbourhood houses.

This report has been informed by the following activities:

1. Consultation with each of the neighbourhood houses and network representatives.
2. Review of the last three years of financial reports for each of the neighbourhood houses.

The structure of this report is focused around the success of the current model, the issues and opportunities for the future of the funding model, as well the general sustainability of neighbourhood houses. Section 3 summarises ideas for collaboration and partnerships to better respond to community needs and increase the sustainability of neighbourhood houses.

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

2 Success of the current funding model

Typical of neighbourhood houses across Victoria, the review identified that the neighbourhood houses in Yarra continue to grapple with both financial and operational challenges. Overall, the neighbourhood houses identified Yarra City Council as a key partner and generally provided positive feedback on the funding model. Many of the houses acknowledged that Yarra City Council provides a higher level of financial support than other municipalities. This is highly valued by each of the houses and significantly contributes to both the operational and community development role of the houses.

This section summarises the key findings of the review relating specifically to the funding model.

Base level funding

All houses identified that they would ideally like the base level funding to increase, but many also recognise that in comparison to other local governments Yarra’s funding contribution is significant. Since the adoption of the current funding model the overall profitability of the houses has increased. This has also been as a result of improved financial management of the neighbourhood houses, which was highlighted as a key success during the consultation.

Table 2 compares the profitability of the neighbourhood houses in the three years prior to the adoption of the current funding model (2008, 2009 and 2010) and the most recent three years (2012, 2013 and 2014). Prior to the adoption of the current funding model there was an overall loss of \$47,972 over the three year period. Over the last three years there has been a total profit of \$270,678.

Table 2: Profitability of each of the neighbourhood houses

	Profitability of three-year period	
	Three-years prior to adoption of current funding model	Last three years (2012-2014)
Carlton Neighbourhood Learning Centre	\$63,490	\$36,804
Belgium Avenue and Collingwood Neighbourhood Houses	- \$6,450	\$92,370
Fitzroy Learning Network	- \$135,089	\$36,246
Holden Street Neighbourhood House	- \$6,569	\$69,142
Richmond Community Learning Centre	\$19,159	\$37,078

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

	Profitability of three-year period	
	Three-years prior to adoption of current funding model	Last three years (2012-2014)
Finbar Neighbourhood House	- \$7,813	\$48,677
Alphington Community Centre	\$43,533	- \$25,145
North Carlton Railway Neighbourhood House	- \$18,188	- \$23,943
Total across all nine houses	- \$47,927	\$271,229

Note: Profitability has been calculated using the difference between income and expenditure for a particular year. It does not include profits carried forward.

The base level funding is calculated according to an analysis of operation costs of the neighbourhood houses and increases each year by CPI plus an additional 0.5 per cent to reflect increases in costs. Table 3 compares the percentage growth in expenditure against growth in income over the last three financial years. The table illustrates that on average expenditure has increased by 12.5% per cent across the neighbourhood houses while income only increased by 8.5% percent¹. As the table illustrates there are a number of houses where expenditure growth was significantly higher than growth in income.

Table 3: Comparison of growth in expenditure and income between 2012 and 2014

Neighbourhood House	Growth in expenditure as a percentage	Growth income as a percentage
Carlton Neighbourhood Learning Centre	+ 0.5%	- 1%
Belgium Avenue and Collingwood Neighbourhood Houses	+ 8%	+ 4%
Fitzroy Learning Network	+ 18%	+ 16%
Holden Street Neighbourhood House	+ 13%	+ 5%
Richmond Community Learning Centre	+ 345%	+ 335%
Finbar Neighbourhood House	+ 20%	+ 5%
Alphington Community Centre	+ 12%	+ 14%
North Carlton Railway Neighbourhood House	+ 16%	+ 16%

¹ Richmond has been excluded from the average given the significant increase in expenditure and income from the BBY program start-up.

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

Special project fund

There was strong support for the continuation of the project fund. A number of houses noted that the project fund increases the house's capacity to respond to changes in demand through specific projects and also provides incentive for houses to invest money in community development projects that may have been spent on general operational costs or maintenance.

Some of the houses identified issues with the criteria for the special project fund. It was suggested that more clarification is required in regard to what the fund can be used for and more justification around why the funding cannot be used for certain activities. Another house highlighted the need for the fund to maintain a broad scope and be flexible.

Several houses noted that although they highly value the special project fund, it restricts their ability to apply for Council's general community grants. In the past some projects had relied on these grants, particularly programs where the participants cannot afford to pay a fee.²

Maintenance refund

Five of the houses presently receive a refund for maintenance. This was seen as a valuable component of the funding model as it targeted the funding towards maintaining the neighbourhood houses. Some found the refund restrictive as the money cannot be put towards capital works and improvements which could improve the function and use of the facilities. This issue also tied in with the criteria for the special project fund which stipulates that it is not to be used for facility improvements. It was noted that it is difficult to get funding for specific maintenance projects.

For those houses that do not receive the funding, there was some discussion around the challenges in relying on council to maintain the facilities. One house suggested the need for a clearer understanding and more consistency across council departments with regard to council's maintenance role and the responsibilities of the houses. Belgium Avenue Neighbourhood House is owned by the Office of Housing which maintains the facility, however the house also has a portable on the land next to the main house which is on council-owned land. The house pays peppercorn rent for the land and has to cover the maintenance of the land and building itself. It does not receive any maintenance work or funding from council for this site.

Review of the financial records highlighted that the average spend on maintenance over the last three financial years, across all the neighbourhood houses was \$5,211.20, slightly below the maintenance refund available to houses that are required to cover their own maintenance costs.

² Council's response to this comment: neighbourhood houses have always been ineligible for Council's annual community grants even prior to the implementation of the current funding model. Neighbourhood houses have only been able to auspice community groups or organisations to apply for grants.

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

High needs client loading

Almost all of the houses receive this funding to a varied extent. However, not all the houses were clear on how the loading is calculated. A number of houses commented on the increasing complexity of client needs and the number of complex clients. As a result clients are requiring more one-on-one time with house employees. Specifically, Belgium Avenue and Collingwood Neighbourhood House noted the increasing need for bilingual interpreters for clients, which has added costs to the house. Also, the challenging nature of some clients means that Collingwood Neighbourhood House must have two employees there at all times for safety, which again increases operating costs. It was intended that the number of high needs clients and therefore the loading would be reviewed each year. In order to minimise the additional reporting and administration required of each of the houses to undertake this task, the loading has remained unchanged since the implementation of the current funding model.

Additional factors for consideration in the funding model

The houses suggested additional components for consideration in the funding model:

- A number of houses have significant demand for free or low cost programs and activities. This reduces the ability for these houses to run fee-paying programs and therefore impacts on their overall capacity to generate income from program delivery. It was therefore suggested that the funding model include additional consideration for these houses.
- A number of houses are restricted in their ability to hire their facility out due to physical restrictions or the significant demand for house run or supported programs and activities. This again impacts on the ability of the house to generate income.
- There have been significant reductions in funding for occasional childcare services at both the state and local government level. Due to the decrease in funding, services are now operating without a financial buffer and have had to reduce service provision in order to cover costs. It was suggested that an additional load be provided for houses providing childcare so that they can continue to provide for low income families.
- Some of the neighbourhood houses operate over two or more sites. This has generally resulted in increased time spent traveling between sites, and managing the operations and activities at each of the sites. It was suggested that the funding model should include consideration for these challenges.

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

3 Issues and opportunities

A number of additional issues and opportunities arose through the consultation around the changing role of neighbourhood houses, ongoing operation and financial management, and future collaboration and partnerships to improve the sustainability of neighbourhood houses.

There were a number of issues and opportunities relating to specific neighbourhood houses which is captured in Appendix C: Detailed consultation findings.

3.1 Operational barriers

There were a number of operational barriers identified, outside of the financial constraints experienced by neighbourhood houses. These are summarised below:

- Physical space – a number of the neighbourhood houses operate from physically constrained facilities. Many of the facilities are ageing and need ongoing maintenance and repair. Some houses are also operating at capacity in regard to programming space and must hire external spaces to operate programs and activities. These come at a cost to the house. Facility hire is significant income for some houses, however, several houses are restricted in their ability to offer hire due to facility layout and size.
- Number of staff and volunteers – many of the houses have a significant volunteer base and large numbers of part-time and casual employees. This places significant pressure on coordinators to manage human resources such as performance appraisals and providing adequate support. There are also issues regarding lack of office space in most houses to accommodate the number of staff they require.
- Reporting requirements – the majority of houses commented on the time and cost associated with the reporting required of neighbourhood houses and that the Yarra City Council requirement was an addition to already cumbersome reporting. Some houses have had to employ a full-time person for reporting purposes, however, other houses do not have the financial resources to do this. Houses indicated that there is a high level of reporting required for ACFE funding as well as general grant and council funding. A number of houses made the suggestion that council could provide more support to assist with neighbourhood house reporting. This could be through the provision of a support person that works across all the houses.

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

3.2 Cost of operating

As identified in Table 3, the costs of operating houses is increasing. A number of issues were discussed during the consultation and are summarised below.

- Lack of core funding – Consultation identified that there are no planned increases in core funding for neighbourhood houses at a state level. Other than CPI, core funding has not increased in the last six years. The majority of funding opportunities for neighbourhood houses are program specific but as many of the clientele can't afford classes the cost of the programs are being subsidised by core funding.
- Increases to staff wages – State funding and council funding does not cover the full cost of wages as some centres operate for more hours than they are funded. Consultation also highlighted that a review has been undertaken of neighbourhood house sector pay conditions and as a result there is likely to be a significant pay increase, which while good for employees may have a significant impact on the financial viability of houses.
- Decrease in childcare funding – Occasional care funding is no longer provided by council and Take-a-break funding has also changed, which has impacted on the financial viability of the existing childcare programs operating from two of the houses. Services are operating without a buffer and are therefore having to restrict operation.

3.3 Roles and perception of neighbourhood houses

Community development is a key function of each of the neighbourhood houses. They have strong connections with the local community and promote social inclusion. For some houses this function prevents their ability to run programs that may generate income, particularly fee-for-service programs and in some cases prevents the house's ability to hire the facility for additional income. Ideally programs should be cost-neutral, however, for a number of houses this is not possible and additional funds are coming out of core funding.

Consultation also highlighted that there is still a perception that neighbourhood houses are for disadvantaged community members. This again impacts on the houses ability to generate enough demand to operate fee-for-service programs.

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3.4 Changing demands

Many houses noted that there has not been any significant changes in demand over the last four years, with many of the core programs remaining the same. However, the following highlights the comments made in relation to demand for programs and activities:

- High needs clients – houses are continuing to service a large number of high needs clients, however, the complexity of client needs have been increasing and therefore the time required with clients has increased. The majority of houses continue to support migrants, homeless or at risk of homelessness, pensioners, family violence victims and culturally and linguistically diverse community members. As a result the majority of programs need to operate with little to no fee.
- Continuing increase for community development programs – as previously mentioned, many of the houses are operating at capacity and are continuously being approached with community development program opportunities. Houses are now having to turn down programs due to the lack of financial, staff and physical capacity.
- Increase in demand for health and wellbeing programs – a number of houses have identified the need for health and wellbeing programs including exercise classes, recreation programs and healthy eating.
- Increase in environmental initiatives and programs – there is increasing demand for programs targeted around environmental education such as recycling and waste management. Network representatives commented on the success of the Yarra neighbourhood houses in promoting environmental sustainability in how they operate and the programs they run.
- Increase in demand for extended operating hours - some houses noted that there has been a slight increase in demand for programs outside of standard operating hours, specifically in the morning for wellbeing classes, such as yoga. A number of the houses identified a desire to promote more use of the space outside traditional hours to improve access and target different user groups.
- Increase in support for the unemployed – some of the houses identified an increase in demand for unemployment services including opportunities to upskill and training around looking for and applying for employment.
- Increase in social action groups – one house identified a significant increase in the number of social action groups forming within the local community and accessing resources through the neighbourhood houses. Participants run the groups themselves and are seeking to achieve positive change, building on the community development role of the facility.
- Increase in families with young children – some houses noted that there are has been an increase in the number of families staying in Yarra to raise their children.

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Therefore there has been an increase in demand for children's programs, playgroups, toy library and space for children's birthday parties.

- Increase in demand for men's sheds – a number of houses noted an increase in demand for both existing men's sheds and the need for additional men's sheds.
- Increase in disability user groups – specifically there has been an increase in demand for programs that support clients with a disability. These are often delivered in partnership with other service providers.
- Increasing demand for room for hire – this was in regard to both regular facility hire for service providers to deliver classes and as well as ad hoc venue hire for private functions, community meetings and information sessions. Further increases in apartment living are likely to further increase demand for venue hire.

3.5 Opportunities for collaboration and partnerships to increase the sustainability of neighbourhood houses

A number of opportunities for collaboration and partnerships were identified through consultation that could improve the financial and operational capacity of neighbourhood houses. These are summarised below.

- Centralised neighbourhood house support – this opportunity was identified as a potential new role for council to provide or facilitate, where a single administrative worker supports each of the neighbourhood houses in financial management.
- Shared service and program delivery across neighbourhood houses – a number of houses run similar programs and services and there is an opportunity for one person to coordinate the program across several houses (where demand exists) rather than each house coordinating individual programs. This will potentially reduce coordination responsibilities and time.
- Partnerships between neighbourhood houses to generate economies of scale – there is an opportunity for houses to work together to achieve economies of scale with the resources that they commonly require. It could be as simple as obtaining basic office supplies at a reduced cost.
- A community development worker that works across a number of neighbourhood houses. Not all the neighbourhood houses can afford a community development officer.
- Partnerships to respond to changing demand – the houses need more capacity to plan and fund new programs and there is a potential opportunity to work with council and other service providers to identify gaps and address them through shared objectives and programs.

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- Building the capacity of the community to deliver programs - one house suggested the concept of creating more opportunities for local community groups to own programs and activities by providing them with the resources they need. This would reduce pressure on neighbourhood houses and build the capacity of the local community. The resources could include training, mentoring, funding or space to operate from.
- Increase opportunities for youth within neighbourhood houses – a number of houses identified the need to provide for young people in the community. This could be achieved through partnerships with council youth services accessing space for programs and activities, partnering with other houses and services to deliver events or fund a youth development worker.
- Review of the Yarra Neighbourhood House Network – it was suggested in consultation that a review of the network would be useful to explore more meaningful partnerships which focus on shared objectives and meeting community needs.
- Partnerships with business and corporations – consultation highlighted that there has been a significant increase in companies promoting corporate social responsibility. There is an opportunity to increase sponsorship and partnership opportunities with both local business and larger scale corporations to deliver programs and events.
- Social enterprise opportunities – a number of the houses identified that they are looking to investigate social enterprise opportunities to increase the financial sustainability of the house while supporting the local community.
- Deductible gift recipient (DGR) status – the network recently received DGR status which each of the houses can access through the network. This opens additional opportunities to partner with and obtain income through philanthropic trusts which a number of the houses are planning to investigate further.

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4 Recommendations

The review highlighted that the integral role Yarra City Council plays in supporting neighbourhood houses in supporting them to provide for local communities. It is recommended that council continues to fund neighbourhood houses at the current funding level. However, there are opportunities to amend the funding model:

1. Consider expanding the criteria for the maintenance refund to allow the funding to be used for capital works in the event that the capital works are to improve access and usability of the facility for the community. The funding would only be applicable if the house has a substantial amount of time left on its lease (time to be agreed).
2. Consider an additional loading for services that operate across two or more sites to reflect the increased time and effort required to manage staff, facilities, programs and activities and the time spent travelling between sites. Both the Alphington Community Centre and Richmond Community Learning Centre are in the process of developing a multi-site hub model and Carlton Neighbourhood Learning Centre has also identified a desire to move to a similar model with a site located at the housing estate.
3. Review the existing facility arrangement with Belgium Avenue Neighbourhood House. As discussed above, Belgium Avenue Neighbourhood House currently pays peppercorn rent for a site next to its existing site (on Office of Housing land). The Office of Housing cover the maintenance of the main building and site however, Council does not maintain its site and the neighbourhood houses currently does not receive the maintenance refund. The site has a portable classroom and garden area.

The increasing complexity of client needs was consistently highlighted in the consultation. As identified in the previous 2011 *Neighbourhood House Funding Review*, the current high needs client loading is calculated using the assumption that each high needs client requires five minutes of extra staff time, however if the extra time was calculated as 10 minutes, the high needs loading would increase to almost \$200,000 across the network per year and therefore would require significant decreases in base-funding to balance the shortfall.

Other recommendations outside the scope of this study are detailed below.

4. Continue to advocate for increased State Government Neighbourhood House Coordination Program funding.
5. Undertake further investigation into partnership opportunities between houses to increase the long-term viability of each of the houses for example shared program delivery, collective funding, and opportunities to generate economies of scale.
6. Further investigate a central support role for each of the neighbourhood houses to assist in managing finances, reporting requirements and human resources.

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7. Work with the neighbourhood houses to increase the profile of neighbourhood houses with the purpose of changing community perceptions that neighbourhood houses are only for older community members and low income households.
8. Work with those houses that find it difficult to run fee for service programs in order to find an appropriate balance of community development and income opportunities.
9. Following on from the 2012 review of neighbourhood house sector agreements, further investigation should be undertaken to determine the full effects of the wage increase for each neighbourhood house. Consider these impacts in advocating for State Government funding increases.
10. Assess the benefits and Council's role in supporting neighbourhood houses to provide occasional care and ensure this is clearly articulated to the houses.
11. Work with neighbourhood houses to assist them to shift ownership of some community development program and activities to community members or groups through capacity building, training opportunities and provision of resources and facilities.
12. Consider undertaking a review of how neighbourhood houses operate from individual facilities. A number of houses identified issues with their existing facilities and challenges in operating across several sites. Carlton Neighbourhood Learning Centre is looking to operate over a number of sites and Fitzroy Learning Network identified a preference for a new facility. North Carlton Railway Neighbourhood House is also currently restricted by its current facility and is looking to increase outreach programs and activities.

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Appendix A: Detailed description of current funding model components

The following table describes the components of the funding model, as well as details the methodology that was used to calculate each component. This table was prepared as part of 2011 *Review of Neighbourhood House Funding (Capire)* prepared for the City of Yarra that informed the development of the current model.

Component of the funding model	Description	Calculation
Base funding	Base funding has been calculated according to an analysis of operating costs of the neighbourhood houses in Yarra over a three-year period and is equal for all houses. Carlton and Alphington Neighbourhood Houses receive 60 per cent of the base funding of the other neighbourhood houses. This calculation is comprised of 50 per cent due to these houses also servicing neighbouring municipalities, and an additional 10 per cent to acknowledge the duplication of the Coordinator’s administration workload (e.g. attending network meetings in two municipalities).	This is the basic cost to a neighbourhood house of opening its doors every year, minus staffing, rent and more significant project costs (such as those associated with ACFE provision).
High needs clients loading	<p>The model acknowledges that some of the neighbourhood houses have high percentages of clients that require significantly more assistance and resourcing.</p> <p>A high needs client has been defined as having one or more of the following needs:</p> <ul style="list-style-type: none"> • English skills below Certificate 2 level • Has a physical or intellectual disability that requires staff assistance in order to participate in programs/activities • Requires NH staff to provide one-on-one advice/assistance/referral for issues the client is experiencing e.g. seeking employment, tenancy/homelessness related issues • Requires staff to spend a comparatively large amount of one-on-one time with them compared to other clients due to loneliness/isolation/ mental health issues • Uses a comparatively larger proportion of NH resources to meet personal needs e.g. phone calls, photocopying/printing • Requires more extensive assistance on the telephone than a general enquiry about programs/activities 	<p>Each neighbourhood house was asked to calculate the proportion of high needs clients over a four-week period (excluding school holidays).</p> <p>An hour of staff time as a cost to a neighbourhood house was calculated as \$40. Assuming each high needs client requires five minutes of additional staff time, the cost per high needs client was allocated as \$3.30 per client.</p>

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Component of the funding model	Description	Calculation
Project fund	<p>This is an annual fund that allows neighbourhood houses to plan for, and undertake additional programs/projects with certainty. The recipients of the fund rotate on a two-yearly basis.</p> <p>The Project Fund is entirely flexible in terms of its use. The only restriction is that it cannot be used to undertake capital works on facilities unless there is five years or more remaining on the lease.</p>	Not applicable.
Annual presentation	<p>Each neighbourhood house is required to conduct an annual verbal presentation on its outcomes achievements that year. Yarra City Council staff, Councillors and relevant stakeholders are to be invited to the presentation.</p> <p>The presentation is for the purpose of Council being able to assess the extent to which neighbourhood houses are contributing to social outcomes for Yarra residents and to raise the profile of neighbourhood houses.</p>	Not applicable.
Indexation	<p>The overall funding figure is to increase by CPI + 0.5% per annum to reflect increases in costs.</p>	<p>CPI increases are not proportional to increases in costs, therefore an additional 0.5% has been recommended.</p>
Funding review	<p>A review of the overall funding model is to be undertaken every four years to reflect the Council election cycle. The review is to commence one year after Council elections.</p> <p>High need client loading is to be reviewed annually in line with Council's budget process, with the current year's high needs numbers informing funding for the following year.</p>	Not applicable.

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Appendix B: Overview of major income and expenditure

The following tables provide an overview of the major income and expenditure items for each neighbourhood house where information was made available.

	Holden Street Neighbourhood House		
	2012/2013	2013/2014	2014/2015
INCOME			
Funding income			
Funding income – DET	33,346	36,347	31,349
Funding income - DHS	84,540	145,401	111,407
Funding income - other	56,717	4,174	12,342
Funding income - City of Yarra	80,749	74,544	69,816
Total Funding Income	252,352	260,466	224,914
Ordinary income			
Class fees/program income	22,596	30,099	35,808
Childcare fees	134,864	153,461	166,063
House hire fees	9,233	6,995	6,488
Donations and fundraising	8,728	11,192	12,459
Other income	13,901	38,332	23,343
Total ordinary income	189,322	240,079	244,161
TOTAL INCOME	444,674	500,545	469,075
EXPENDITURE			
Operating expenditure			
Rent	208	208	104
Repairs and maintenance	2,355	6,955	7,071
Program costs	18,567	16,901	12,505
Depreciation	10,130	12,877	11,058
Electricity/gas/water	3,269	3,622	4,404
Other operating expenditure	53,793	59,287	74,697
Total operating expenditure	88,322	99,850	109,839
Payroll expenditure			
Salaries and wages	313,426	371,045	347,258
Other payroll expenditure	5,343	5,531	4,538
Total payroll expenditure	318,769	376,576	351,796
TOTAL EXPENDITURE	407,091	476,426	461,635
Profit before income tax	37,583	24,119	7,440
Income tax expense	0	0	0
Profit after income tax	37,583	24,119	7,440
Retained profits at the beginning of the year	86,358	123,941	148,060
Retained profits at the end of the year	123,941	148,060	155,500

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	Carlton Neighbourhood Learning Centre		
	2012/2013	2013/2014	2014/2015
INCOME			
Funding income			
Funding income – DET	255,326	306,067	258,123
Funding income - DHS	110,003	83,064	88,323
Funding income - other	321,130	276,313	312,115
Funding income - City of Yarra	66,318	66,525	67,794
Total Funding Income	752,777	731,969	726,355
Ordinary income			
Class fees/program income	Not itemised	28,018	159,57
Childcare fees	n/a	n/a	n/a
House hire fees	Not itemised	4254	8051
Donations and fundraising	Not itemised	Not itemised	Not itemised
Other income	47,565	34,303	38,555
Total ordinary income	47,565	66,575	62,563
TOTAL INCOME	800,342	798,544	788,918
EXPENDITURE			
Operating expenditure			
Rent	530	Not itemised	Not itemised
Repairs and maintenance	5,650	Not itemised	Not itemised
Program costs	22,874	27,993	34,603
Depreciation	15,762	12,099	13,008
Electricity/gas/water	3,710	Not itemised	Not itemised
Other operating expenditure	151,804	159,139	179,190
Total operating expenditure	200,330	199,231	226,801
Payroll expenditure			
Salaries and wages	570,993	586,658	548,357
Other payroll expenditure	7,559	3,473	7,598
Total payroll expenditure	578,552	590,131	555,955
TOTAL EXPENDITURE	778,882	789,362	782,756
Profit before income tax	21,460	9,182	6,162
Income tax expense	0	0	0
Profit after income tax	21,460	9,182	6,162
Retained profits at the beginning of the year	185,612	207,072	216,254
Retained profits at the end of the year	207,072	216,254	222,416

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	Alphington Community Centre		
	2012/2013	2013/2014	2014/2015
INCOME			
Funding income			
Funding income – DET	241	Not itemised	Not itemised
Funding income - DHS	57,976	Not itemised	Not itemised
Funding income - other	27,359	Not itemised	Not itemised
Funding income - City of Yarra	35,937	Not itemised	Not itemised
Total Funding Income	121,512	134,514	143,776
Ordinary income			
Class fees/program income	22,672	31,332	23,409
Childcare fees	n/a	n/a	n/a
House hire fees	7,178	Not itemised	Not itemised
Donations and fundraising	Not itemised	591	1,024
Other income	0	1,830	4,834
Total ordinary income	29,850	33,753	29,267
TOTAL INCOME	151,362	168,267	173,043
EXPENDITURE			
Operating expenditure			
Rent	0	0	0
Repairs and maintenance	5,782	1,529	1,204
Program costs	41,438	35,844	28,723
Depreciation	1,264	Not itemised	2,228
Electricity/gas/water	4,593	4,799	4,459
Other operating expenditure	8,064	43,514 ³	17,789
Total operating expenditure	61,140	62,729	54,403
Payroll expenditure			
Salaries and wages	82,935	84,764	102,133
Other payroll expenditure	9,684	20,674	16,398
Total payroll expenditure	92,619	105,438	118,531
TOTAL EXPENDITURE	153,758	168,167	172,934
Profit before income tax	- 2,396	- 22,857	109
Income tax expense	0	0	0
Profit after income tax	- 2,396	- 22,857	109
Retained profits at the beginning of the year	56,741	54,346	31,489
Retained profits at the end of the year	54,346	31,489	31,598

³ Includes the \$22,957 which were noted in the 2014/2015 annual report as 'Prior Year Expenses not show in prior years'.

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	Belgium Avenue and Collingwood Neighbourhood Houses		
	2012/2013	2013/2014	2014/2015
INCOME			
Funding income			
Funding income – DET	24,109	18,293	19,848
Funding income - DHS	156,165	98,615	138,793
Funding income - other	0	0	0
Funding income - City of Yarra	170,157	153,013	165,649
Total Funding Income	350,431	269,921	324,290
Ordinary income			
Class fees/program income	20,826 ⁴	19,810	10,465
Childcare fees	n/a	n/a	n/a
House hire fees	0	0	0
Donations and fundraising	19,592	25,374	19,395
Other income	296,254 ⁵	523,587	363,409
Total ordinary income	336,673	568,771	393,269
TOTAL INCOME	687,103	838,692	717,559
EXPENDITURE			
Operating expenditure			
Rent	114	208	104
Repairs and maintenance	2,641	6,312	4,602
Program costs	Not itemised	68,867	48,404
Depreciation	6,136	4,672	6,183
Electricity/gas/water	9,542	11,545	10,524
Other operating expenditure	175,881	88,836	107,123
Total operating expenditure	493,416	540,281	565,591
Payroll expenditure			
Salaries and wages	452,824	499,484	510,857
Other payroll expenditure	40,592	40,797	54,734
Total payroll expenditure	493,416	540,281	565,591
TOTAL EXPENDITURE	687,730	720,721	742,531
Profit before income tax	- 627	117,971	- 24,973
Income tax expense	0	0	0
Profit after income tax	- 627	117,971	- 24,973
Retained profits at the beginning of the year	130,640	130,012	247,983
Retained profits at the end of the year	130,012	247,983	223,011

⁴ Refers to Belgium Avenue’s catering program income only.

⁵ Includes special project income

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	Finbar Neighbourhood House		
	2012/2013	2013/2014	2014/2015
INCOME			
Funding income			
Funding income – DET	Not itemised	Not Itemised	Not Itemised
Funding income - DHS	Not itemised	Not Itemised	Not Itemised
Funding income - other	57,976	63,346	65,122
Funding income - City of Yarra	66,840	64,186	69,817
Total Funding Income	124,816	127,531	134,938
Ordinary income			
Class fees/program income	11,846	14,107	15,754
Childcare fees	n/a	n/a	n/a
House hire fees	5,236	4,340	5,327
Donations and fundraising	5,070	5,270	5,824
Other income	14,275	10,139	8,109
Total ordinary income	36,428	33,856	35,015
TOTAL INCOME	161,244	161,388	169,954
EXPENDITURE			
Operating expenditure			
Rent	0	0	0
Repairs and maintenance	10,576	16,446	21,615
Program costs	2,880	2,241	4,198
Depreciation	Not itemised	Not itemised	Not itemised
Electricity/gas/water	4,884	4,715	4,198
Other operating expenditure	23,011	26,936	27,384
Total operating expenditure	41,351	50,338	57,758
Payroll expenditure			
Salaries and wages	77,095	74,988	82,060
Other payroll expenditure	16,679	21,794	21,845
Total payroll expenditure	93,774	96,783	103,905
TOTAL EXPENDITURE	135,125	147,121	161,663
Profit before income tax	26,119	14,267	8,290
Income tax expense	0	0	0
Profit after income tax	26,119	14,267	8,290
Retained profits at the beginning of the year	-24,642	1,477	15,744
Retained profits at the end of the year	1,477	15,744	24,034

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	North Carlton Railway Neighbourhood House		
	2012/2013	2013/2014	2014/2015
INCOME			
Funding income			
Funding income – DET	Not itemised	Not Itemised	Not Itemised
Funding income - DHS	Not itemised	Not Itemised	Not Itemised
Funding income - other	Not itemised	Not Itemised	Not Itemised
Funding income - City of Yarra	Not itemised	Not Itemised	Not Itemised
Total Funding Income	150,025	132,523	158,945
Ordinary income			
Class fees/program income	16,624	18,498	18,061
Childcare fees	n/a	n/a	n/a
House hire fees	18,669	20,989	31,434
Donations and fundraising	133	262	5,727
Other income	3,037	2,512	3,736
Total ordinary income	38,463	42,261	58,958
TOTAL INCOME	188,488	174,784	217,903
EXPENDITURE			
Operating expenditure			
Rent	0	0	208
Repairs and maintenance	458	1,467	1,863
Program costs	1,007	2,490	916
Depreciation	2,388	2,726	2,580
Electricity/gas/water	1,007	2,490	916
Other operating expenditure	68,723	47,243	49,948
Total operating expenditure	74,025	54,598	57,510
Payroll expenditure			
Salaries and wages	103,263	132,609	144,796
Other payroll expenditure	10,148	12,817	15,373
Total payroll expenditure	113,411	145,426	160,169
TOTAL EXPENDITURE	187,436	200,024	217,678
Profit before income tax	1,052	- 25,240	225
Income tax expense	0	0	0
Profit after income tax	1,052	- 25,240	225
Retained profits at the beginning of the year	76,398	77,450	52,210
Retained profits at the end of the year	77,450	52,210	52,435

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	Fitzroy Learning Network		
	2012/2013	2013/2014	2014/2015
INCOME			
Funding income			
Funding income – DET	218,972	255,038	102,077
Funding income - DHS	107,916	75,117	101,602
Funding income - other	0	107,446	208,354
Funding income - City of Yarra	112,826	106,019	102,094
Total Funding Income	439,714	543,620	514,126
Ordinary income			
Class fees/program income	1871	1,792	7747
Childcare fees	n/a	n/a	n/a
House hire fees	Not itemised	Not itemised	Not itemised
Donations and fundraising	168,848	181,444	171,734
Other income	24,278	21,943	41,347
Total ordinary income	194,997	205,197	220,828
TOTAL INCOME	634,711	748,800	734,954
EXPENDITURE			
Operating expenditure			
Rent	29,630	31,976	31,207
Repairs and maintenance	1,366	6,904	26,304
Program costs	5,805	19,453	14,465
Depreciation	23,827	26,332	20,843
Electricity/gas/water	6,047	4,933	5,940
Other operating expenditure	91,762	71,194	83,873
Total operating expenditure	158,437	160,792	182,632
Payroll expenditure			
Salaries and wages	321,437	482,755	572,645
Other payroll expenditure	165,157	29,846	8,517
Total payroll expenditure	486,594	512,601	581,116
TOTAL EXPENDITURE	645,031	673,393	763,794
Profit before income tax	- 10,320	75,406	- 28,840
Income tax expense	0	0	0
Profit after income tax	- 10,320	75,406	- 28,840
Retained profits at the beginning of the year	153,149	163,469	238,876
Retained profits at the end of the year	163,469	238,876	210,036

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	Richmond Community Learning Network		
	2012/2013	2013/2014	2014/2015
INCOME			
Funding income			
Funding income – DET	19,097	13,426	16,776
Funding income - DHS	63,376	48,248	51,741
Funding income - other	8,085	5,167	6,675
Funding income - City of Yarra	59,487	180,313 ⁶	76,931
Total Funding Income	150,045	247,154	152,123
Ordinary income			
Class fees/program income	Not itemised	Not itemised	4,070
Childcare fees	Not itemised	Not itemised	88,737
House hire fees	Not itemised	Not itemised	13,780
Donations and fundraising	Not itemised	Not itemised	1,014
Other income	Not itemised	Not itemised	940,884 ⁷
Total ordinary income	129,899	123,435	1,064,516
TOTAL INCOME	279,944	370,589	1,216,639
EXPENDITURE			
Operating expenditure			
Rent	208	208	312
Repairs and maintenance	1,755	1,770	2,807
Program costs	Not itemised	Not itemised	Not itemised
Depreciation	7,977	11,494	7,219
Electricity/gas/water	3,258	3,140	2,533
Other operating expenditure	69,658	144,294	960,703
Total operating expenditure	82,856	160,906	973,574
Payroll expenditure			
Salaries and wages	181,831	188,713	219,943
Other payroll expenditure	59,83	4,137	12,151
Total payroll expenditure	187,814	192,850	232,094
TOTAL EXPENDITURE	270,670	353,756	1,205,668
Profit before income tax	9,274	16,833	10,971
Income tax expense	0	0	0
Profit after income tax	9,274	16,833	10,971
Retained profits at the beginning of the year	145,350	154,624	171,457
Retained profits at the end of the year	154,624	171,457	182,428

⁶ Includes BBY income which is for set-up.

⁷ Includes income from BBY of \$940,884

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Appendix C: Detailed consultation findings

	Carlton Neighbourhood Learning Centre	Finbar Neighbourhood House	Holden Street Neighbourhood House	Belgium Avenue Neighbourhood House and Collingwood Neighbourhood House
When thinking about your agency what are the three top successes?	<p>Well established, high quality and diverse training and education provider.</p> <p>Community development role – diversity of programs and activities, advocacy, networking, and opportunities for social connection.</p> <p>Staff team – long-term quality and caring staff.</p>	<p>Very friendly and welcoming environment.</p> <p>Good and supportive committee. Always willing to give things a good go.</p> <p>Good attendance with a significant increase over the last year due to an increase in playgroups using the house.</p>	<p>Stable staff team.</p> <p>‘Strong base better future’ program funded by Clifton and North Fitzroy Community Bank – capacity building project that allowed for the house to rebrand and improve the houses identity.</p> <p>Recent undertaken a lot of back of house work to streamline processes and strategic planning.</p> <p>Percentage of self-income is very good.</p> <p>Variety and number of programs – more joint programs and events across the different programs in the house. More people connecting with each other.</p> <p>Environmental aspects.</p> <p>Occasional care program has managed to continue to operate with no funding from state and local government.</p> <p>Cultural attitude – work well together and good balance between being responsive and reactive.</p>	<p>Maintaining financially accessible programs for the community. Most participants can’t to pay fees for programs. The houses provide programs that can be funded by the house at a low or no fee.</p> <p>Ability to develop meaningful working relationships with other organisations.</p> <p>Engaging with the community across a wide variety of cultures.</p> <p>High cultural diversity amongst volunteers.</p> <p>Catering service – doesn’t make a profit but provides training and experience for participants.</p>

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	Carlton Neighbourhood Learning Centre	Finbar Neighbourhood House	Holden Street Neighbourhood House	Belgium Avenue Neighbourhood House and Collingwood Neighbourhood House
<p>What are the biggest operating barriers? How have these barriers changed in the last four years?</p>	<p>Physical space – high maintenance and repairs. VicRoad own the site and charge peppercorn rent. Other than Council’s maintenance rebate, the house covers all maintenance costs. There is also a lack of space resulting in the house having to hire other spaces to run programs which adds costs and time lost in travelling.</p> <p>Need a full time community development officer to support Carlton and surrounding suburbs.</p> <p>Reporting requires a large amount of time. The centre employs a full time person to report for education and training funding.</p> <p>Income – there are a lot of different sources to keep track of.</p> <p>Wages – currently staff levels are operating above industry standard ratios to improve level of service and workload. PACCT award hasn’t changed since 2010 and is overdue for a review.</p>	<p>No major barriers. Generally happy with the facility however, extra room could reduce set-up and pack-up times.</p> <p>Wish list – extra room for health and wellbeing classes such as exercise, yoga etc. Preference for extra room on current site.</p>	<p>Physical space – not enough space and size of the rooms is limiting. Multi-purpose room design has help but set-up and pack up times are time consuming.</p> <p>Occasional care service has had to decrease provision by 33%. Limited opportunities on multi-purpose use of the occasional care room.</p> <p>Large number of staff work only a few hours each week – 13 staff working equivalent to 4 EFT staff members. Results in more relationships to manage, performance appraisals, adequate support etc. The positive is that the mix brings a lot of ideas and attitudes, but struggle with logistics and office space.</p> <p>Trouble engaging with the wealthy community. Fee for service programs are difficult to get up and running. Need to change perceptions of what a neighbourhood houses is for. They should be a great overlapping space for cross culture and socio-economic status etc.</p> <p>Funding – lack of funding. Put a lot of effort into applying for grants. Risk of getting all grants at once and then having to deliver on all the projects at once.</p>	<p>Funding – lack of parity because we can’t run fee for service.</p> <p>Can’t offer venues for hire –having to turn groups away as the venues are fully booked for programs and activities.</p> <p>2 full-time staff and 23 part-time and casual staff. Two sites means more opportunities for part-timers. Challenges in managing large number of staff.</p>

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	Carlton Neighbourhood Learning Centre	Finbar Neighbourhood House	Holden Street Neighbourhood House	Belgium Avenue Neighbourhood House and Collingwood Neighbourhood House
Are there any future plans which seek to address any operational barriers experienced by the neighbourhood house?	<p>There is a sub-committee currently working on a strategic plan which is updated every 4 years. Plan focuses on continuing to deliver education and training programs</p> <p>Looking to operate over a number of sites through a hub model.</p> <p>Strategic plan seeks to respond to demographic need through provision of free and low cost programs. In the past fee paying programs have not been successful.</p>	<p>Sent out surveys to house members to test the interesting offering programs off site at the GTV9 community facility. Overwhelming opposition. Very strong connecting to the current facility.</p> <p>Looking to increase utilisation of outside areas for classes such as health and wellbeing class and art classes in warmer months.</p> <p>Currently have a small community garden – would like to take over the current school plots located on the neighbourhood houses site. They have volunteers willing to commit hours and resources to develop a larger community garden and food donation program for the community. The gardens are not currently well utilised by the school.</p>	<p>Hoping to have the end of Railway Road closed so they can extend their yard. The extension would provide space for a community garden as safe access for children. Potential to then extend occasional care room into current playground space and return the occasional care room to house programming space.</p> <p>Looking to upgrade kitchen to improve usability.</p> <p>Continue to write submissions for grants.</p> <p>Constantly looking at the house's promotions to get new people involved and engage with the wealthy and younger community members and potential fee-paying opportunities.</p>	<p>Investigate philanthropic opportunities.</p> <p>Looking into crowd funding opportunities for core/specific programs and activities.</p> <p>More partnerships with businesses for donations including donations of basic house supplies e.g. coffee, tea, toilet paper etc.</p> <p>Looking to undertake a venue review to maximise the best out of each venue.</p>
In the last four years, have you experienced any significant demand?	<p>Still continuing to see a large number of high needs clients however, the complexity of clients needs have increased.</p> <p>High number of pensioners, homeless, domestic violence victims, newly arrived migrants and CALD community members.</p> <p>There has been an increase in the demand for earlier classes.</p> <p>Demand for hire of the venue continues for community groups. Current centre policy limits house hire to groups who have public liability insurance. The house encourages</p>	<p>Significant increase in people just 'dropping-in', looking for social connections, coffee, place to read a book, watch TV, homely environment etc.</p> <p>A lot of programs have been running for many years and continue to have good attendance. Every term there are a couple of people who indicate desire for a new program. The house empowers them to find a tutor/volunteer to get the class up and running.</p>	<p>Childcare demand dropped in 2014 and the house had to reduce the service because of a lack of financial buffer to cover costs.</p> <p>Increase in people using the space as a drop-in space.</p> <p>Seen a response to the house initiative in increasing exercise and wellbeing opportunities through the provision of programs focused around exercise and recreation, trend is up and down but there is a slight upturn in the last 4 years.</p>	<p>Currently have a strategic purpose behind the venue to guide use and venue of hire options.</p>

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	Carlton Neighbourhood Learning Centre	Finbar Neighbourhood House	Holden Street Neighbourhood House	Belgium Avenue Neighbourhood House and Collingwood Neighbourhood House
	groups to operate as part of the neighbourhood house instead, however, this sometimes turns groups away.	Increases in house hire – most weekends are booked including Christmas. House hire is a significant income source and keeps the house going. Majority of hirers are local community members. Lots of playgroup participants hire the house for children’s parties that then leads to more from party attendees.		
How do you think demand will change over the coming 5 years?	Still predominantly a community development role. New garden expansion will increase program and hire opportunities and likely to see an increase in programs focused around sustainability.	Increase in people unemployed that need to be re-trained – recently started offering one-on-one service to assist people in applying for jobs. Not a structure program at this stage. House staff have trained themselves to assist clients.	With an increase in more shared housing and single occupancy households there is likely to be an increase in people wanting venue hire and also people looking for social connection (drop-in space).	Change in population in the estate. More African community members. Working more with young people and youth. Mens shed has really ramped up in the last four years.
How are you planning to respond to future demand?	Looking to undertake a needs analysis at the end of the year. Recently arranges for a local agency to come every Thursday afternoon in response to the large demand for referral services for homelessness. The house is currently over delivering. Having to limit the number of community development projects due to lack of resources and funds. More awareness of diversity and inclusion and promotion of social connections.	Remain flexible in order to be able to respond to changing demand.	Looking to increase programs and activities outside of hours. Looking to promote our selves as a venue. Continue to increase outdoor activities. Investigate NDIS funding. Increase social media promotion. Develop next strategic plan – existing plan is coming to an end. Use project funding to leverage additional funding, match dollar for dollar for from another funding source. Investigate ways to increase more fee paying participants.	Continue to be up to date with Office of Housing and Council to identify and respond to changes in demand. Regular reviews against housing estate survey and council plans. Last year ran a survey with the house about what is working and what isn’t. House will continue to have an art focus and the link between art and health and wellbeing. Community development tool.

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	Carlton Neighbourhood Learning Centre	Finbar Neighbourhood House	Holden Street Neighbourhood House	Belgium Avenue Neighbourhood House and Collingwood Neighbourhood House
Have there been any significant changes in income sources in the last 4 years?	<p>City of Melbourne now provides funding which has enabled the centre to employ a community development officer.</p> <p>\$200,000 in state funding for development of the gardens.</p>	<p>Yarra City Council funding has increased.</p> <p>DHS funding does not cover wages as the house operates 5 days a week.</p> <p>Increase in competitiveness for grants.</p>	<p>Core funding has dropped over the years and childcare has disappeared from council and state funding - \$10,000 from Yarra lost. Yarra did a review of occasional care – never heard outcome of the review but stopped all together 2 year ago.</p> <p>ACVI – occasional care funding has changed (family learning support funding) – you only get the funding if you use the service that means the funding is no longer a guarantee. Service is current operating without a budget. Service is currently operating without a budget.</p> <p>House is still recovering from a fraudulent employee who took over \$60,000 over several years.</p>	<p>Wage increases – increased pressure on budgets.</p> <p>Increase use of venues resulting in increased expenses - maintenance and consumables.</p> <p>Changing thinking around the groups that rely heavily on the house to assist with fundraising.</p> <p>Most fee paying groups the fee covers the tutor but not the venue.</p> <p>Currently only 3 fee paying programs.</p>
Are you anticipating any changes in income sources in the next five years?	<p>Hoping to start up a large scale social enterprise which could also provide income for the centre.</p> <p>Currently 2/3rd of referrals for the centre's education and training programs come from Centrelink and Job Actives. Proposed federal government changes may reduce the number of referrals made as the focus has been shifted to getting people employed rather than trained.</p>	<p>No specific worries,</p> <p>Change of government is always a concern.</p>	<p>Currently applying for lots of small grants.</p> <p>Access to GDR may provide additional income opportunities.</p> <p>Functional fundraising – all volunteer run at the moment.</p>	<p>Increase in ACVI funding.</p> <p>CPI from council.</p> <p>No opportunities for core funding just project specific. The clientele can't afford to pay for programs. Difficult to judge who can afford and who can't.</p> <p>No decreases in funding anticipated.</p> <p>HACC Funding –not currently covering costs.</p> <p>Always at a deficit with core funding.</p>

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How do you think the current components of council's neighbourhood house funding model are working (or not working)?	<p>Working fine.</p> <p>\$6,000 maintenance fund is much appreciated.</p> <p>Special project fund – needs to maintain broad brush and be flexible.</p> <p>Although they receive high needs client loading they are not sure how the loading is calculated.</p>	<p>Special project criteria is not specific. Money is not allowed for infrastructure improvements e.g. the house needs new windows.</p> <p>Difficult to get funding for specific maintenance projects - improvements are not covered by maintenance. Criteria is very restricting.</p> <p>House runs a fete each year and see it as a community project as it provided education, social connection, activities, meet and greet and a day out for families. However, the project fund cannot be used for the fete.</p> <p>In the past neighbourhood houses were able to obtain general council community grants however, the current funding model restricts the neighbourhood houses applying for general council grants. In the past there were programs that relied on those grants to operate and now they need to be funded through core funding.</p> <p>The house has a minimum fee structure. Generally works well as there is enough people who can pay to cover the cost of classes for those who can't.</p> <p>Maintenance component works well however it is difficult when there is large</p>	<p>Special project funding has been a significant bonus – has enabled the house to respond to changes. Funding used for Holden Street After Dark Program providing for more outreach and networking opportunities and helped raise the profile for the house. Funding allows for a new person to come in and run the project. This has been working really well.</p> <p>Childcare should be considered as separate funding model component for those house which provide childcare. Need to go back and discuss a load for those who are providing childcare in order for houses to provide fee subsidy for people on a lower income.</p>	<p>Special project funding highly valued. Planning includes 15% of the project money is allocated for admin and used to develop a business model for a community studio.</p> <p>Model needs more consideration for the houses who can't do fee for service.</p> <p>More high needs clients coming through the door and need to employ bilingual interpreters that comes at an increased cost. More complex needs and more time spent with clients.</p> <p>Often need two staff on at Collingwood for safety as a result of challenging clients.</p> <p>Office of Housing own main site at Belgium Avenue, however, the second block is council owned. The house pays council peppercorn rent and doesn't receive any maintenance support from council.</p>

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		<p>maintenance items such as replacing the gutters (\$4,000).</p> <p>Forms and reporting is time consuming and complicated but they are working through this by setting up new process to streamline reporting.</p>		
<p>Do you think there are existing or future partnership opportunities between neighbourhood houses and other local services in the area?</p>	<p>Would be interested in obtaining space on the housing estate to run targeted programs and activities.</p> <p>The house was recently approached to see if they would be interested in operating a community grocer program at the housing estate but concerned about finances and resourcing as to whether they can assist.</p> <p>Potential social enterprise partnership to generate income for the house and strengthen community development opportunities.</p>	<p>Good partnership between the houses – sharing resources such as literature, forms etc.</p> <p>New partnership with the toy library starting up on site.</p> <p>Existing partnership with Inclusion in Prahran (service for people with a disability) – Tuesday afternoons are devoted to this service. Finbar provide space and tutor and Inclusion cover client fees.</p> <p>Good relationship with the school. Run combined activities throughout the year. Recently they partnered on the Stephanie Alexander School garden program by the program dropped off. The house is keen to explore another opportunity to start up a new program with the garden in partnership with the school. They also hold morning teas for the prep parents and on open days they offer morning tea and child minding while parents look around the school.</p> <p>Referral partnership with other houses, particularly Belgium Avenue. Also Finbar</p>	<p>Partnerships with local businesses – would be good to include neighbourhood houses into the economic development programs, and network breakfasts to assist in developing this partnership.</p> <p>Link us with the unexpected programs, services, networks – e.g. Brunswick network provided the opportunity to meet local businesses.</p> <p>More with local library through sharing resources and funding opportunities. Opportunity to run class off site at the library which would increase promotional opportunities. Currently run some activities with them such as Movies in the Park. Holden Street after dark is facilitating the program – now they have a CD worker which has increase the potential for more partnership opportunities.</p> <p>Communication with Yarra neighbourhood house reps are good but not great with other areas in council there is some inconsistent and not so well informed. Some of the things they do well is the</p>	<p>Shared grant application support for all the houses. Strong network of neighbourhood houses. A little up in the air at the moment due to new coordinators.</p> <p>Good cross referral for programs and activities between houses and other service providers.</p> <p>Strong partnership with Office of Housing. Lead agency with the Harvest Festival and café nights which are all part of our core agenda.</p> <p>Looking to work more with the Brotherhood St Laurence particularly student placements, starting WFD – match works at Collingwood, again under a different model. Use to partner with WISE.</p> <p>Partnerships are generally formed around a specific project.</p> <p>Partnership with council is great. Council are really accessible – great team with Kathy and Aldo – good relationships with most</p>

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		<p>won't run programs that Belgium run really well such as English as a second language.</p>	<p>celebration of volunteers, and use of their community bus is invaluable there would be a huge loss of the bus wasn't available.</p> <p>Community training for committees of governance (Aldo's area) - needs for more opportunity to help provide resources to the committees.</p> <p>North East Neighbourhood House network – regional dinners at St Georges (training facility).</p> <p>Funds for a volunteer coordinator- initial work around recruiting, background information finding suitable programs and activities. For those volunteers.</p> <p>Helping building bridges between neighbourhood houses and businesses.</p> <p>Ramp up advertising around neighbourhood houses being for everyone – get the information out there – promotion add, maybe there is someone in comms and marketing who can lend their skills.</p> <p>Help celebrate our successes – celebrating neighbourhood houses – music from the houses program does this in part.</p>	<p>councillors. Strong relationship with Adam Bandt and Richard Win.</p> <p>Get approached a lot by other groups and agencies to assist them in connecting with the community but it takes a lot of time and resources to assist in engagement.</p> <p>Other future partnership opportunities with the houses could look at shared use of facilities, capacity building, cross referral, sharing information, sharing resources and funding opportunities.</p>

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	North Carlton Railway Neighbourhood House	Alphington Community centre	Richmond Community Learning Centre	Fitzroy Learning Network
When thinking about your agency what are the three top successes?	<p>Staff commitment to the programs.</p> <p>Engagement of people – building relationships in the community.</p> <p>Community involvement – people who use the services and volunteers, committee of management. They provide a foundation for the whole place.</p> <p>Location – in the park, although it is small, there is the housing estate on one side (African families) and wealthy on the other side which provides an opportunity to work with diverse groups.</p>	<p>The house was part of the good practice guideline pilot project which positioned the house as a role model for compliance.</p> <p>Improved appearance with upgrades to signage, gardens, noticeboard, storage, internal configuration and DDA compliant. Have successfully created a welcoming place.</p> <p>Program delivery – previously the house was more a space for hire however, there is now a stronger community development focus.</p>	<p>Currently transitioning to a multi-site model.</p> <p>Undertaking management of Burnley Backyard.</p> <p>Co-managing Studio One.</p> <p>Strong financial management through staff and committee of management to manage resource requirements.</p>	<p>Local community has an enormous trust in us. Trust translates into aspirations and what they need and trust for us to provide and support them in education.</p> <p>We have created in a short time a great work culture where staff are interesting in doing their best not just the job and transferring into the organisation and level of commitment to deliver ethical services</p> <p>Holistic model where our community's need are at the centre, focused around health, financial support, understand systems and processes and access to information.</p> <p>Holistic education supporting the whole person and the variety needs not just education.</p>
What are the biggest operating barriers? How have these barriers changed in the last four years?	<p>House is located right on the boundary of Moreland, Melbourne and Yarra but currently don't receive any funding from either Melbourne or Yarra.</p> <p>Lack of core funding – DHS and Yarra core funding is too low. \$60,000 from Yarra Council too low. However, the house is pretty good at maintaining it and ensuring good value for money.</p> <p>Other sources of funding include short term grants for projects, house hire and fundraising – which have increased in the</p>	<p>Operating across 2 municipalities (Darebin and Yarra). This creates additional admin time, meetings, reporting, compliance and different strategic plans.</p> <p>Funding and money – particularly to pay for staff. Part-timers and working full time loads. Sector pay rise will see an increase in wages by 45% over 8 years. Funding is not responding to this increase.</p> <p>Impacts of the AMCOR development. The community are feeling quite anxious about</p>	<p>Moving the focus to be more children focused has meant they have not been able to help as many people as they have wanted to.</p> <p>Transitioning to a multi-purpose approach has been time consuming and meant they haven't been as focused on programs as they have been in the past.</p> <p>Multi-site approach is likely to push maintenance costs beyond the cost of one site, and the delay in building has also delayed income. First 6 months will be looking at patterns of operating before they</p>	<p>Poor systems and infrastructure.</p> <p>Storage.</p> <p>Systems to abide with statutory requirements in relation to storing document. Previous systems have been dysfunctional and time consuming for funding information.</p> <p>DET and DHHS don't understand the demographic who the house is providing service for and therefore don't understand their needs. There is a lack of understanding and it sets people up to fail.</p>

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	North Carlton Railway Neighbourhood House	Alphington Community centre	Richmond Community Learning Centre	Fitzroy Learning Network
	<p>last 18 months. The house is constantly looking for funds.</p> <p>Reporting requirements – they understand they are needed but stretches the manager’s position. Larger organisations can afford to employ a dedicated person to undertake reporting. Potential for a central admin support.</p> <p>Finding a balance between fee paying programs and free programs. Programs are sometimes subsidised but there is a cut off where the program has to be cancelled because of the cost to the house. There needs to be balance.</p> <p>The house has a fee structure and is based on programs and affordability. There is quite a few programs where people pay and the house employs someone to run the program. There are other programs where there is no fee such as the homework club and other target groups.</p>	<p>the development and also feel neglected. With uncertainty comes friction.</p>	<p>know what the ongoing operating costs will be.</p> <p>Lack of state funding.</p> <p>Demographic profile has reduce opportunities for additional funding (affluent community – with clusters of disadvantaged groups).</p>	<p>They can’t fill in a form as it is overwhelming so they just give up.</p> <p>Being effective and practical with budgets, e.g. human resources. CALD people have 2 hours to fill in a form without consultation and no provision to assess people with high needs. There needs to be more focus on meeting clients needs.</p> <p>Need to create and set-up a smart database of all the information and use it in different ways into the one database.</p> <p>Facility is old and lacks storage, filing options and seating.</p> <p>Cooling and heating is poor.</p> <p>Asbestos in storage area.</p> <p>Poor disabled access.</p>
<p>Are there any future plans which seek to address any operational barriers experienced by the</p>	<p>Promotion of more social action groups to help people develop their own groups and programs. The social action groups also help gather information about the community, local issues and opportunities. Takes financial pressure off the house to deliver the programs.</p>	<p>Developing a satellite facility model with a multi-purpose facility proposed as part of the AMCOR site development. Facility will provide a low cost space for hire, opportunity to welcome and connect new residents and bridge new and old residents. The facility will both a community development and room for hire role.</p>	<p>Direct response to meet community needs/ demand.</p> <p>Received lots of local community support for GTV nine and Burnley Backyard.</p> <p>Need for establishing flexible adult classes and improved site access to reduce the perception of the site as being purely a children focus.</p>	<p>More storage.</p> <p>More filing units</p> <p>Making do on a tight shoestring</p> <p>Working with Town Hall training room one. 8.00-1.00pm once a week and a partnership with Atherton gardens room (dirty and poor quality).</p>

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neighbourhood house?				Driven by demand and it's impossible to meet demand given the high needs of the residents nearby.
In the last four years, have you experienced any significant demand?	<p>Open Monday to Thursday during the day – which means they mainly attract mothers and older adults.</p> <p>Significant increase in the use of the space including the overall number of people using the space. Still run core programs likely yoga.</p> <p>Increase in social action groups and programs targeting disadvantaged people and asylum seekers in the last year. Very positive change, strengthening the community development role of the house.</p> <p>The social action group participants organise themselves and run by volunteers. Really focused on improving outcomes for the community and don't put pressure on the house to delivery activities. The house just supports the groups where it can, particularly in setting the groups up.</p> <p>House has a real focus on supporting asylum seekers, now run a food drop-off programs for asylum seekers which is run with BSL by a volunteer here.</p>	<p>Increase in programs to support disability user groups.</p> <p>Increase in retirees – asset rich and income poor. Increase in demand for healthy ageing programs e.g. safe driving, dementia, men's sheds etc.</p> <p>Increase in men – there is a need for more men's sheds. There is a new men's shed at Alphington Park</p> <p>Increase in low income clients.</p> <p>Increase in families and playgroups.</p> <p>Increase in demand for more programs to support 14-16 year olds.</p> <p>Increase in demand for large indoor space (300 plus people), space for parties, space for community group meetings and council activities etc.</p> <p>AMCORE site and Jikka site will generate a significant population increase and increased diversity.</p>	<p>Change in demographics.</p> <p>Community house demographic is being isolated. The broader community is becoming more affluent with more single person dwellings. Only likely to increase.</p> <p>There are families choosing to stay and are need to support services locally. Families with children under 5 is the biggest growth. Couples are staying in Richmond to raise their families. Increase in families living in apartments.</p> <p>Rate of development.</p> <p>Increasing demand for access to open space and local childcare.</p> <p>Talk of increased access to high school is helping families stay on.</p>	<p>Neighbourhood house clients</p> <p>36 students previously, has increased to 159 students in 18-months.</p> <p>More people dropping in for a tea and for socialising.</p> <p>Practice English, learning English, nitty gritty of English language</p> <p>Need to increase cultural understanding about how to get a job.</p> <p>Mix of people highly educated to those that are illiterate.</p> <p>Support with material aid food, myki, strong ethical strength based approach,</p> <p>Cultural understanding of Australian life</p> <p>Service support domestic violence, crisis support</p> <p>Spaces for hire (indoor and outdoor)</p> <p>Computers for adults. Important as people learning to be involved, LinkedIn, facebook, social media, emails to loved ones etc.</p> <p>Single mothers not enough childcare- not enough service</p>

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	North Carlton Railway Neighbourhood House	Alphington Community centre	Richmond Community Learning Centre	Fitzroy Learning Network
				Demand for weekend programs, especially youth and trying to get a youth program up and running.
How do you think demand will change over the coming 5 years?	Need to reach young people around employment and training – need to run things at night and off site. Currently most programs operate onsite but they run many community events in the park.	Further increase in retirees. Increase in mental health issues and drug related violence.	Increase in isolated community members. <i>“You only get to meet other people living in Richmond if you have a dog or a baby.”</i>	Youth focused activities and activities for parents to support children. Education and employment service. Skills programs and technology. Digital literacy.
How are you planning to respond to future demand?	Looking at running more programs and activities in the evening to increase access for young people. Looking in to getting a dedicated youth worker to run outreach programs. Focus around development a program that is run by youth with support from the house. Strategic plan looks are reaching disadvantage groups – whether it is outreach, night courses, activities in the housing estate e.g. Harmony Day got relocated to the housing estate and they got more people (planned with Princess Hill Community Centre). More partnerships with council to tap into existing group and communities e.g. council youth outreach worker to come to youth BBQ on Friday nights.	More training to better support the community centre to help people through outreach and referral. ASRC drop-off centre.	Creating opportunities for more people to connect and meet one another other both indoor and outdoor. First term of 2016 will look at establishing level of need.	Partner with MIT. Partnerships with ethical shops. Current patterns with holistic alternative health service.

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

	North Carlton Railway Neighbourhood House	Alphington Community centre	Richmond Community Learning Centre	Fitzroy Learning Network
Have there been any significant changes in income sources in the last 4 years?	<p>Core business- supporting asylum seekers who currently far below the poverty line.</p> <p>Significant increase in grants over the last year, prior to which the house was making a loss.</p> <p>Increase in fundraising.</p> <p>Increase in house hire.</p>	<p>Small amount of project funding.</p> <p>Funding from Darebin Council (\$18,000 – 50% of \$36,000). Currently being review for next council budget.</p>	<p>Capital funding for the new sites</p> <p>Operating funding has increased for studio one and Burnley. This is misleading as this funding is for set-up.</p> <p>Centre income through centre hire.</p>	<p>Lack of government grants.</p> <p>Cost of living has gone up and they are running out of money.</p>
Are you anticipating any changes in income sources in the next five years?	<p>Not anticipating any changes but need to look at long term funding.</p>		<p>Unlikely but will depends how the Burnley Backyard and Studio 1 go.</p>	<p>No.</p> <p>Maybe some philanthropic groups.</p>
How do you think the current components of council's neighbourhood house funding model are working (or not working)?	<p>Currently can't apply directly for City of Yarra's community development fund to develop a project. Could they get this in the past?</p> <p>Can auspice groups such as the multicultural playgroup which get 6-12 month funding, however, this is short-term and restricts the planning of the group. Suggested that either core funding goes up or neighbourhood houses should be able to obtain this funding.</p> <p>Special project fund has worked well.</p>	<p>Special project fund works well.</p> <p>Need to review once AMCOR site is up and running and they may need to be funded separately.</p> <p>Need to recalculate high needs client loading for Alphington.</p> <p>Reporting good and council's team are approachable.</p> <p>Pay increase needs to be factored into review of the funding model.</p>	<p>Special project fund currently works well and means there is access to a flexible budget for marketing and activities you wouldn't normally be able to afford.</p> <p>Maintenance component – council own the facility and it is hard to get some work done e.g. plumbing is the responsibility of the house. Need clearer and more consistent understanding about council's maintenance as well as council officer's attitudes to get work done.</p> <p>Age of building means there is lots to maintain.</p>	<p>Rent refund – Lease has increased in price. Landlord is the Catholic Church, \$40,000 per year. Always waiting for something else to be free. Would prefer a to have a community facility.</p>

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

	North Carlton Railway Neighbourhood House	Alphington Community centre	Richmond Community Learning Centre	Fitzroy Learning Network
	Work with some council staff in an excellent way. There is some good individual relationships.		<p>Community development support is excellent.</p> <p>Need to improve asset management and consistent internal policies.</p> <p>Not sure how the funding model will respond to the numerous sites. Although Burnley Backyard is not a neighbourhood houses there will be implications around working across both sites. Need acknowledgment that there will be extra costs.</p> <p>Studio 1 is be co-managed with care takers and managers on site. Co-worker, main admin to move. This will lead to increase in costs given the management across two sites, time management of two sites and time to move across two sites.</p>	
Do you think there are existing or future partnership opportunities between neighbourhood houses and other local services in the area?	<p>Role of neighbourhood houses has changed – need for more programs and opportunities for young people – need more capacity to plan and fund new programs and then the potential to work together. For example Princess Hill Community Centre shared funding to deliver programs.</p> <p>There needs to be a proper review of neighbourhood houses. Need stronger partnerships and potential amalgamation to</p>	<p>Community groups.</p> <p>Residents – through community luncheons ad facilitated discussions e.g. #3078 website.</p> <p>Share facilities and equipment with local groups such as scouts, bowls club, toy library, men’s shed etc.</p> <p>More partnerships with retail/small business.</p>	<p>Yes, mainly with other Richmond services such as Brotherhood St Laurence and Finbar Neighbourhood House.</p> <p>Have existing strong partnerships with a number of services and community groups including: gardening group and 3000 acres.</p>	<p>Atherton Gardens.</p> <p>Fitzroy library.</p> <p>TAFE.</p> <p>Socialist studio- social enterprises</p> <p>Alternative health group- school of therapist- free health for students.</p> <p>St Vincents Hospital- unit for mental issues especially high risk.</p>

Attachment 1 - Review of Neighbourhood House Funding Model 2015

REVIEW OF NEIGHBOURHOOD HOUSE FUNDING, FINAL, 6 OCTOBER 2015

	North Carlton Railway Neighbourhood House	Alphington Community centre	Richmond Community Learning Centre	Fitzroy Learning Network
	<p>improve efficiencies. For example if you are running courses run them across all houses where there is demand. All houses struggle to get people apart of programs this could be improved if programs were run across all the houses. Who is doing it best? And how can we support them? We don't always have to be the owner.</p> <p>The review should include reviewing the purpose of the network and why coordinators are giving up their time for network meetings. Houses should be working together on social issues such as social housing and asylum seekers (e.g. joint fundraisers).</p> <p>Need a new way to think about neighbourhood house – what is the role of neighbourhood houses? Still need to run core programs and fund them but there is an opportunity to draw people in and then let them run their own programs and activities focused around social and community action.</p>			<p>Foundation House- share same clients. DHHS, DET, and DoJ. Homelessness- oxford street 3 cases with emergency accommodation. Domestic violence support services Local courts- legal system Local schools, Brunswick- Jacinta training radio production. Friends' of the Mesiu- refugees experience. Melbourne university- placements. No cost. ACU placement- counsellors DET positive albeit administration is a mess- James Merino- to visit soon. Advocate in human rights to understand cohort requirements. We need to think of neighbourhood houses as giving everyone a "fair and just share of the world". Measure of successes should be the positive confidence of the students.</p>

11.4 Joining the Alliance for Gambling Reform

Trim Record Number: D16/9635

Responsible Officer: Director Planning and Place Making

Purpose

1. To seek Council endorsement for joining the Alliance for Gambling Reform.

Background

2. The Yarra Mayor and CEO were invited by the Victorian Local Government Association (VLGA) and Municipal Association of Victoria (MAV) to an exclusive briefing on the Alliance for Gambling Reform held in August this year.
3. Yarra has had an on-going commitment to reducing the harm related to gambling. There are 318 Electronic Gaming Machines (EGMs) located across eight gaming venues in Yarra. It is ranked 29 out of 70 Local Government Areas in gaming machine losses per capita, (with rank 1 having the highest losses).
4. In 2010, Amendment C109 of the Yarra Planning Scheme was introduced to discourage EGMs in areas of high social and economic disadvantage and also to prohibit EGMs in Richmond Plaza and Victoria Gardens shopping complexes. This prohibition has effectively stopped the applications for new EGMs. Nevertheless, Yarra residents and visitors are still able to use the existing EGMs and the risk of problematic gaming remains in the municipality.
5. In 2014, a number of Councils participated in the state-wide local government campaign, *Enough Pokies*, which successfully mobilised over 70 councils, the Municipal Association of Victoria (MAV), the Victorian Local Governance Association (VLGA), the Salvation Army and secured financial contributions from 13 foundation councils. Yarra was not one of the Councils which provided support to that campaign, but those who did join gave in-kind contributions to the campaign.
6. The campaign was timed to coincide with the November 2014 state election, and its aim was to raise awareness of the predatory conduct of the major gaming operators which are increasingly targeting and exploiting some of Victoria's most disadvantaged communities with the placement of their poker machines. The campaign sought to highlight the frustrations of councils and communities across the state with the current inadequate regulatory framework for poker machine licensing in Victoria, and the uneven playing field which exists at the Victorian Commission for Gambling and Liquor Regulation (VCGLR) and the Victorian Civil and Administrative Tribunal (VCAT).
7. *Enough Pokies* was successful in bringing together an unprecedented coalition of councils advocating for pokies licensing system reform. The campaign was assisted by a specialist communications firm and achieved significant media coverage including in The Age, the Herald Sun, the Guardian and the ABC. The campaign also commissioned an experienced barrister to draft legislative amendments proposing improvements to the *Gambling Regulation Act* to better protect vulnerable communities from the targeted exploitation of the big gaming operators.
8. Campaign events included a launch held at the Salvation Army, two localised road shows at Whittlesea and Greater Dandenong councils and eight roundtable meetings were rotated across councils in Melbourne. The campaign attracted 16,000 pledges of community support across the state.
9. Building on the work of *Enough Pokies* is a key part of the mission of the Alliance. The Alliance is a collaboration of organisations with a concern about the harmful effect of gambling on the Australian community. Victorian local government is a key driving force behind the Alliance with the MAV and VLGA involved in supporting and assisting it. Other organisations also supporting the Alliance are:

- (a) The VLGA;
 - (b) The MAV;
 - (c) The Salvation Army;
 - (d) The Uniting Church in Australia;
 - (e) The Reichstein Foundation;
 - (f) Victorian Inter-Church Gambling Taskforce;
 - (g) Australian Churches Gambling Taskforce;
 - (h) Whittlesea Inter-agency Taskforce on Gambling (WITOG); and
 - (i) Gambling Impact Society (NSW).
10. Dr Charles Livingstone from the School of Public Health and Preventive Medicine at Monash University is also involved in the Alliance. He was also a key adviser to the Enough Pokies campaign.
 11. The Alliance represents the first time that key organisations have attempted to collaborate and pool their respective efforts, resources and talents to seek important reform in this area. Alliance board membership is comprised of leading experts and public spokespeople in gambling prevention, representing agencies across Victoria and Australia. Among others, it includes Tim Costello who has been the most publicly prominent advocate for gambling reform over the past two decades.
 12. The first campaign goal of the Alliance is to lower the maximum bet on poker machines in Victoria to \$1 per bet by the end of 2018, complemented by a suite of policies that reduce the harm caused by poker machines. This \$1 bet campaign goal was also one of the goals identified by councils and pursued through the *Enough Pokies* campaign.
 13. The Alliance also seeks to partner with Councils to advocate for regulatory changes to the licensing system for the location and placement of poker machines, as sought through the *Enough Pokies* campaign.
 14. Alliance campaign activity commenced in August 2015 and is seeking support from Councils through assisting with coordinating localised community campaigns and events aligning with the national campaign. There are currently 50 Alliance supporters, including 21 Councils. At this stage it is not clear how much in-kind support would be expected from Councils but some Councils are organising community screenings of the documentary 'Ka-Ching: Pokie Nation' as a trigger for community debate about the gaming industry.
 15. The Alliance board will oversee the implementation of the Alliance campaign plan, and a National Campaign Manager has been engaged to implement and execute the campaign. The funding for the Alliance is from individuals and foundations that do not have any ties with the gambling industry.

Consultation

16. Officers have consulted with a number of the stakeholders on this issue including Victorian Responsible Gambling Foundation, Gamblers Help and Gamblers Awareness Speakers Bureau, Centre for Culture, Ethnicity and Health and the North West Primary Care Partnership. These agencies have confirmed that there are significant issues with problematic gaming in Yarra. A stakeholder consultation was held on 11 February 2016 where it was agreed that Council's advocacy position would be invigorated and strengthened through joining the Alliance.

Financial Implications

17. There are no direct financial implications associated with Council becoming an Alliance Supporter. It is envisaged that there could be some staff in-kind support from time to time associated with supporting the activity of the Alliance which would be consistent with, as well as in line with, Council's previous work on gambling issues and advocacy. However, this support is not mandatory, and any requests for assistance would be determined on a case by case basis at the time.

Economic Implications

18. According to the Victorian Commission for Gambling and Liquor Regulation, the community of Yarra faces economic losses related to gambling, with Yarra machine users losing \$31M on EGM machines in 2014/2015. This equates to \$408 per adult. As of July 2015, a total of \$2.726M was lost from EGMs in Yarra, compared to \$2.563 in the same time last year. It also affects the wider economy as money is channelled into the venues that have EGMs rather than into other local businesses.

Sustainability Implications

19. There are no sustainability implications associated with this potentially joining the Alliance for Gambling Reform.

Social Implications

20. Problematic gaming has been associated with family violence, criminal behaviour, drug and alcohol abuse and mental illness. Problematic gambling can affect people from all backgrounds.

Human Rights Implications

21. People who suffer harm associated with EGMs have a right to participate in social and economic activities which enhance their quality of life. EGM venues have been shown to target people with problematic gaming behaviours.

Communications with CALD Communities Implications

22. There are a number of culturally and linguistically diverse (CALD) communities in Yarra who have specific needs in relation to problematic use of EGMs. A forum run by the Victorian Responsible Gambling Foundation on 'Gambling and CALD Communities' held on 15 October 2015 heard from a range of organisations including the Australian Vietnamese Women's Association which reported there were up to 110 clients with gambling problems in their counselling program.

Council Plan, Strategy and Policy Implications

23. 'Yarra's Gaming Strategy: A Community Wellbeing Approach 2011-2015' is the primary framework for articulating Council and community expectations and positions on EGMs. The Council Plan also includes a number of initiatives which align with this work. Its second Strategic Objective 'Supporting Yarra's Community' includes an initiative to conduct an advocacy campaign on Yarra's diverse socio-economic profile and social justice issues'. It also highlights Council's role in creating a city that reduces isolation and builds social connections, with initiatives such as a volunteering strategy and Yarra's Health Plan leading to increased opportunities for people to engage in alternative actions.

Legal Implications

24. There are no legal implications associated with potentially joining the Alliance for Gambling Reform.

Other Issues

25. There are no other issues associated with this matter.

Conclusion

26. The Alliance campaigns for reforms to the gambling industry to reduce harm from poker machines and to protect communities from the impacts of increasing numbers of poker machines.
27. Membership of the Alliance would complement Yarra's continuing efforts to minimise the harms of electronic gaming.

RECOMMENDATION

1. That Council:
 - (a) notes the report of officers regarding the Alliance for Gambling Reform;
 - (b) joins the Alliance for Gambling Reform, publically supports the campaign, and promotes the campaign to existing networks;
 - (c) indicates to the Alliance for Gambling Reform that it reserves the right to withdraw membership of the Alliance should membership require financial contribution or pose any conflict of interest for Council business; and
 - (d) requests a further report or reports be brought to Council should any requests with financial or resource implications be received from the Alliance for Gambling Reform.

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Attachments

There are no attachments for this report.

11.5 Amendment C173 (part 2) to the Yarra Planning Scheme, Doonside Industrial Precinct

Trim Record Number: D16/12769

Responsible Officer: Director Planning and Place Making

Purpose

1. For Council to consider its position in relation to amendment C173 (part 2).
2. In particular, this report outlines a matter brought on at VCAT by Salta Properties Pty Ltd pursuant to section 39 of the *Planning and Environment Act 1987 (the P&E Act)*.
3. The report seeks consideration of an approach for pursuing Amendment C173 (Part 2) which provides the community with a timely and final resolution to this strategic planning process which was commenced in the second half of 2014.
4. The report outlines the background to Amendment C173 and provides discussion on the issue that needs resolution.

Background

5. Authorisation to prepare Amendment C173 was received on 20 October 2014 and the amendment has been exhibited in accordance with the provisions of the P&E Act.
6. At its meeting on 17 February 2015, Council considered submissions and split the amendment into two parts.
7. Amendment C173 (Part 1), included the Smith Street South portion of the Amendment. As no submissions about this part of the Amendment were received, it was submitted to the Minister of Planning and has been approved recently.
8. Amendment C173 (Part 2) included the remainder of the Amendment. Council previously requested the Minister of Planning to appoint a Planning Panel to consider submissions in accordance with section 23 of the P&E Act.
9. The panel hearing regarding Amendment C173 (Part 2) was held between 29 April and 1 May 2015 at Planning Panels Victoria with submissions heard from Council and 13 affected parties.
10. The purchaser of a property affected by Amendment C173 (Part 2) had received a misleading Planning Certificate from the Department of Environment, Land, Water and Planning (**DELWP**) that did not include any reference to Amendment C173. The affected party subsequently lodged a submission with Planning Panels Victoria and DELWP after the completion of the initial panel hearing.
11. In July 2015, Salta Properties Pty Ltd, as a purchaser of the property at 61-63 Burnley Street, Richmond, lodged an application with the Tribunal under section 39 of the P&E Act (**First Section 39 Application**). That application sought an order preventing Council from adopting any part of the Amendment that related to land at 61-63 Burnley Street until:
 - (a) the Minister had directed the Panel to reconvene to hear submissions from Salta Properties Pty Ltd and a hearing had been conducted;
 - (b) the Panel, having considered the further submission of Salta Properties Pty Ltd, had reported its findings to Council; and
 - (c) Council had considered the Panel's report.
12. Other property owners, who had similarly received incorrect planning certificates, were notified by DELWP of Amendment C173 (2) and were provided with an opportunity to make a submission. In total, four submissions were received including submissions from property owners that claimed that they were not notified of the amendment. The four submitter properties were:

- (a) 67 Lincoln Street, Richmond;
 - (b) 61-63 Burnley Street, Richmond;
 - (c) 77-79 Burnley Street, Richmond; and
 - (d) 1-9 Doonside Street, Richmond.
13. Three of these properties are located within the proposed Doonside Industrial Precinct: 61-63 Burnley Street, 77-79 Burnley Street, and 1-9 Doonside Street.
 14. On 22 July 2015, the Minister's delegate confirmed to Council that the Planning Panel for Amendment C173 (Part 2) had been directed to reconvene to consider the additional submissions.
 15. Following a directions hearing held on the 23 July 2015 at Planning Panels Victoria, a further hearing was scheduled on 25 November 2015 to consider the four post-hearing submissions.
 16. In response to the four post-hearing submissions, additional heritage advice was obtained by Council regarding the Doonside Industrial Precinct, which supported a revised precinct boundary.
 17. The additional heritage advice was considered by Council at its meeting on 10 November 2015, and Council resolved:
 - “1. *That Council, having considered the four additional submissions received and further heritage advice, resolve to advise the Planning Panels Victoria that Council's position is to support the removal of the following properties from Yarra Planning Scheme Amendment C173 (Part 2):*
 - (a) 61-63 Burnley Street, Richmond;
 - (b) 65 Burnley Street, Richmond, and
 - (c) 67 Burnley Street, Richmond.
 2. *That officers present the Council position at the reconvened Panel Hearing for Amendment C173 (Part 2) commencing on 25 November, 2015.”*
 18. This position was subsequently conveyed to the Panel and post-hearing submitters on behalf of Council.
 19. The reconvened panel hearing commenced on 25 November 2015. At the request of the post-hearing submitters, the panel hearing was further adjourned on that day.
 20. On 3 December 2015, the Panel provided further directions arising from the 25 November 2015 hearing. The reconvened panel hearing for Amendment C173 (Part 2) was scheduled to continue on 7 March 2016. Although costs were sought against Council by post-hearing submitters, no costs were ordered to be paid by Council.
 21. Shortly before Christmas, the representatives of Salta Properties Pty Ltd wrote to the Panel requesting a further adjournment to the March hearing dates as a result of a further application made by Salta Properties Pty Ltd under section 39 of the *Planning and Environment Act 1987* (**Second Section 39 Application**).
 22. The Second Section 39 Application takes issue with the Panel's directions of 3 December 2015 and seeks an order preventing Council from adopting any part of Amendment C173 (Part 2) that relates to land within the proposed Doonside Industrial Precinct until:
 - (a) a new Panel has been appointed; and
 - (b) the new Panel has considered all submissions made with respect to properties within the proposed Doonside Industrial Precinct and has given a reasonable opportunity to be heard to any person who the Minister has directed the Panel to hear.
 23. The Panel has since confirmed that it will adjourn the 7 March 2016 Panel hearing insofar as it relates to the properties within the proposed Doonside Industrial Precinct. On 8 March 2016 the Panel will sit to hear a post-hearing submission on behalf of the owner of 67 Lincoln Street, Richmond.

24. The First Section 39 Application and Second Section 39 Application will not be heard until the end of July this year, with a determination to follow. Any further hearing of post-hearing submissions relating to properties within the Doonside Industrial Precinct will not take place until the second half of 2016.
25. Council must advise the Tribunal and the parties to the Second Section 39 Application of Council's grounds for contesting the Second Section 39 Application by 11 March 2016.
26. Council needs to consider options for the further progress of Amendment C173 (Part 2) given the delays caused by the section 39 applications.
27. It is worth noting that interim heritage controls apply to 77-79 Burnley Street, under HO500, which expire on 31 May 2016. No current interim heritage controls apply to 1-9 Doonside Street, Richmond.

Planning Panels Victoria and VCAT

28. Of the four additional submissions directed to be heard by the panel by the Minister of Planning, three are concerned with the proposed Doonside Industrial Precinct (61-63 Burnley Street, 77-79 Burnley Street and 1-9 Doonside Street) being one (discrete) part of Amendment C173 (Part 2).
29. In the time since the initial controversy about faulty planning certificates issued by DELWP, the three submitter properties within the Doonside Precinct have been consolidated under one owner, being Salta Properties Pty Ltd.
30. The additional remaining submitter for 67 Lincoln Street, Richmond, is not party to either the First Section 39 Application or the Second Section 39 Application.
31. The VCAT proceedings are currently separated into two separate appeals, with reference numbers P1443/2015 and P2661/2015.
32. The First Section 39 Application (P1443/2015) is seeking orders for:
 - (a) a declaration that Council failed to give notice of the amendment;
 - (b) direction that Council not adopt any part of C173 (part 2) until:
 - (i) the panel has been reconvened;
 - (ii) a hearing has been completed;
 - (iii) the Panel has reported its findings to Council; and
 - (iv) Council has considered the Panel's report.
33. The Second Section 39 Application (P2661/2015) seeks orders for:
 - (a) a declaration that the Amendment has been changed by Council (the properties at 61-63, 65 and 67 Burnley Street no longer form part of the Amendment from Council's resolution at its meeting on 10 November 2015);
 - (b) a declaration that the Panel has failed to comply with its statutory obligations to provide a reasonable opportunity to be heard and to afford natural justice to the further submitters; and
 - (c) an order that Council be restrained from adopting any part of the Amendment insofar as it relates to the Doonside Precinct unless a newly constituted Panel is appointed.
34. As noted above, the reconvened Panel hearing with respect to properties within the proposed Doonside Industrial Precinct is adjourned until after the resolution of the section 39 applications. This cannot take place until the second half of 2016.
35. The reconvened Panel hearing remains scheduled to continue in March 2016 with respect to the submission for 67 Lincoln Street, Richmond.
36. The ongoing VCAT appeals threaten to continue to delay the progress of the entirety of Amendment C173 (Part 2) affecting a substantial number of properties in Richmond and Cremorne.

37. The additional submissions to be heard by the reconvened panel relate to only four properties. However, the balance of properties within C173 (Part 2) cannot proceed to further consideration by Council or the Minister without a Panel report, which presently will not be finalised until the four late submissions have been considered. On present projections, this may not be provided to Council until late 2016 (or early 2017).
38. The ongoing delay of Amendment C173 (Part 2), and additional related proceedings, has resulted in a significant additional burden and cost to Council, as well as creating considerable delay and resulting uncertainty for all the other property owners affected by Amendment C173 (Part 2).

Discussion

39. Council needs to consider the present situation facing the Amendment. The ongoing legal proceedings with respect to properties within the proposed Doonside Industrial Precinct threaten to delay or significantly hinder the progression of the overall Amendment. If the current VCAT applications are successful, it could have the effect of requiring a reconstituted panel to hear the submissions with respect to properties within the proposed Doonside Industrial Precinct, resulting in further inevitable delays for the entire Amendment.
40. The strategic planning process with respect to Amendment C173 was commenced in the middle of 2014. Until the section 39 applications brought by Salta Properties Pty Ltd are resolved, the Amendment cannot be finalised. This creates an unacceptable level of uncertainty for residents of the City of Yarra directly affected by Amendment C173 (Part 2) and for the wider community.
41. It is important to recognise the size of the Doonside Industrial Precinct (in terms of the properties effected), relative to the size of Amendment C173 (Part 2). The proposed Doonside Industrial Precinct (as resolved at Council's meeting on 10 November 2015), would include 3 properties. By contrast, Amendment C173 (Part 2) includes a total of 830 properties affected by the amendment. In this context, the Doonside Precinct represents a relatively small section of the overall Amendment.
42. The options available to Council at this time are:
 - (a) proceed to engage with the First Section 39 Application and the Second 39 Application, accepting delays to the overall Amendment; or
 - (b) adopt a course of action which accedes to the relief sought in the applications to VCAT. That is, resolve to not adopt any part of Amendment C173 (Part 2) insofar as it relates to properties within the proposed Doonside Industrial Precinct.
43. If Council was predisposed to adopting the second course of action, it would be prudent to now seek authorisation for a separate amendment to the Planning Scheme seeking to introduce heritage controls for properties within the proposed Doonside Industrial Precinct.
44. It is considered that there is merit in pursuing heritage controls for the Doonside Industrial Precinct based on the documentation produced by both Context consultants, and GJM Heritage for Amendment C173 (Part 2) which has shown that existing heritage fabric justifies protection in the area.
45. A new amendment would include a proposed Doonside Industrial Precinct, 77-79 Burnley Street, Richmond; 81-95 Burnley Street, Richmond; and 1-9 Doonside Street, Richmond.
46. It is likely that a Council resolution to not adopt any part of Amendment C173 (Part 2) insofar as it relates to the Doonside Precinct would finalise the VCAT proceedings regarding Amendment C173 (Part 2).
47. This resolution would not prevent Council from adopting a Panel recommendation with respect to the property at 67 Lincoln Street, Richmond. This submission is scheduled to be heard on 8 March 2016.
48. Council's resolution would enable the Panel to finish its hearing and provide a report to Council for its consideration.

49. Additionally Council's resolution would enable a consent order to be pursued at the Tribunal, dismissing the current VCAT proceedings against Council.

The revised amendment (Amendment C214)

50. The specific details of the new amendment, including affected properties are outlined in a map consistent with Council's resolution at its meeting on 10 November 2015 at **Attachment 1**. A list of places is included at **Attachment 2** and within the Explanatory Report at **Attachment 3**.
51. The amendment proposes:
- (a) including two new properties under the Heritage Overlay, including 77-79 Burnley Street, Richmond and 1-9 Doonside Street, Richmond;
 - (b) to place three properties within a new heritage precinct (the Doonside Industrial Precinct) including 77-79 Burnley Street, Richmond, 1-9 Doonside Street, Richmond and 81-95 Burnley Street, Richmond;
 - (c) updating the existing Appendix 8 Incorporated Document to include the addresses and gradings of all new and revised places; and
 - (d) amending the Schedule to Clause 43.01 (Heritage Overlay) and planning scheme maps.

Strategic assessment of the amendment

52. The Department of Environment, Land, Water and Planning (**DELWP**) requires planning scheme amendments to be assessed against strategic guidelines. A response to each guideline is located in the Explanatory Report at **Attachment 3**. Amendment C214 meets the requirements of these guidelines.
53. Section 12(2) of the *Planning and Environment Act 1987* (the Act) was amended on 28 October 2013 to state that "*In preparing a planning scheme or amendment, a planning authority:*
- (c) *must take into account its social effects and economic effects (previously it said may).*"
54. To address this change, a separate report has been prepared that specifically examines the social and economic impacts of the amendment. This is located at **Attachment 4**.

Consultation

55. Under the provisions of the Act, Council is required to *seek authorisation* from the Minister for Planning to prepare amendments to its Planning Scheme. If Amendment C214 receives authorisation from the Minister, Council is required to give notice of the amendment for the exhibition period in accordance with the provisions of section 19 of the Act. This would include giving notice to prescribed Ministers and public authorities and owners and occupiers of land considered to be materially affected by the amendment.
56. The relevant section of Council's website would be updated to include information on the amendment and all of the amendment documentation. Notice of the amendment would also be provided in local papers.
57. Consultation would also include information sessions about the amendment to allow people the opportunity to discuss the amendment including background reports in detail with the heritage consultants and Council staff.

Financial Implications

58. The costs associated with the amendment are being covered by the Strategic Planning operational budget. Council is also seeking costs from DELWP regarding fees from the reconvened panel hearing and associated fees.

Economic Implications

59. A detailed assessment of economic implications is provided at **Attachment 4**.

Sustainability Implications

60. The retention of heritage places reduces building waste and conserves embodied energy in existing buildings. However, older buildings are potentially less energy efficient than new buildings and the amendment may limit opportunities for future development of sustainable buildings.

Social Implications

61. A detailed assessment of social implications is provided at **Attachment 4**.

Human Rights Implications

62. While heritage controls are a legitimate element of Planning Schemes, they do involve some restrictions on properties.

Communications with CALD Communities Implications

63. Notification of the amendment would advise of the interpreter service that Council has available to ensure that all affected parties have an opportunity to understand the proposal and associated processes. The process would also involve steps outlined in the Council engagement strategy.

Council Plan, Strategy and Policy Implications

64. The value of heritage to Council and the community is identified in many parts of the Council Plan 2013-2017. The amendment would protect additional places of heritage significance, yet allow development and improvements through a planning process.

Legal Implications

65. Initiation of the process for Amendment C214 is part of a strategy aimed at substantially reducing significant legal issues (and legal costs) created by the Minister's direction that the Panel reconvene to hear further submissions as part of Amendment C173 (part 2).

Conclusion

66. Amendment C173 (Part 2) to the Yarra Planning Scheme proposes to apply the Heritage Overlay over a number of places predominantly in Richmond. Issues predominantly surrounding the Doonside Industrial Precinct have substantially hindered the progress of the amendment.
67. Two VCAT appeals (regarding process) have been lodged with the Tribunal with respect to Amendment C173 (Part 2).
68. Council needs to consider:
- (a) options to address the significant delay to Amendment C173 (Part 2) as a result of the VCAT applications; and
 - (b) the risk of significant additional costs associated with participating in legal proceedings ancillary to the actual Amendment.
69. By adopting a course of action which makes redundant the section 39 applications brought by Salta Properties Pty Ltd, Council has the opportunity to deliver planning certainty to hundreds of property owners within the City of Yarra in a timely manner.
70. It is recommended that Council:
- (a) resolve not to adopt any part of Amendment C173 (Part 2) insofar as it relates to properties within the proposed Doonside Industrial Precinct; and
 - (b) seek authorisation to prepare a separate amendment to the Planning Scheme for the purpose of introducing heritage controls to buildings at 77-79 Burnley Street and 1-9 Doonside Street.
71. It is also recommended to pursue interim heritage controls over 1-9 Doonside Street, Richmond, to protect any heritage fabric in light of the new amendment.

RECOMMENDATION

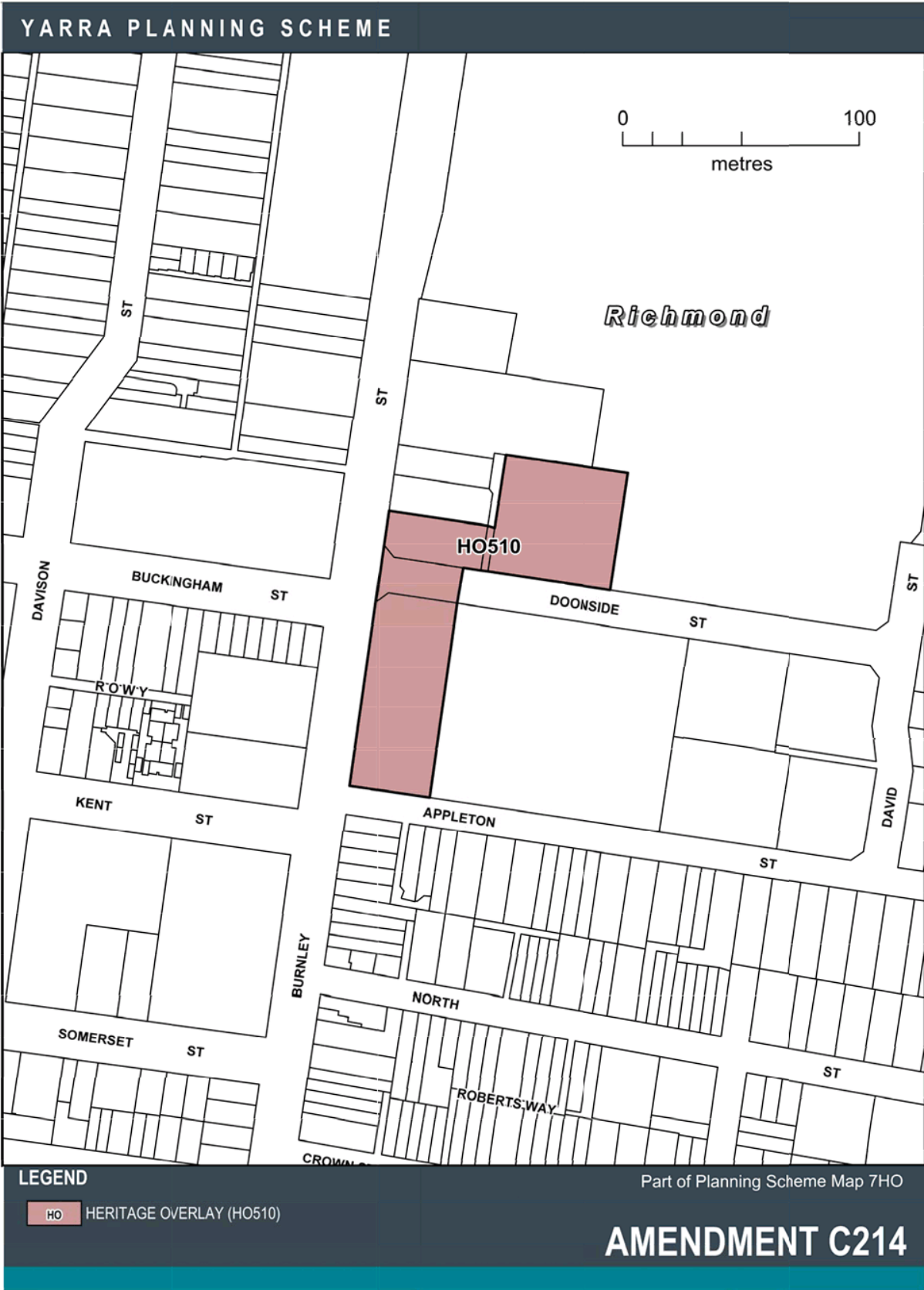
1. That Council:
 - (a) note the officer's report in relation to the progress of Amendment C173 to the Yarra Planning Scheme;
 - (b) resolve that it will not adopt any part of Amendment C173 (Part 2) insofar as it relates to the following properties:
 - (i) 61-63 Burnley Street, Richmond;
 - (ii) 65 Burnley Street, Richmond;
 - (iii) 67 Burnley Street, Richmond;
 - (iv) 77-79 Burnley Street, Richmond;
 - (v) 1-9 Doonside Street, Richmond; and
 - (vi) 81-95 Burnley Street, Richmond.
 - (c) resolve to seek authorisation from the Minister for Planning to prepare Amendment C214 to the Yarra Planning Scheme pursuant to section 8A of the *Planning and Environment Act 1987* (the Act) for a new heritage precinct including 77-79 Burnley Street, Richmond; 81-95 Burnley Street, Richmond; and 1-9 Doonside Street, Richmond;
 - (d) if authorisation is granted by the Minister for Planning, that officers prepare and exhibit Amendment C214 in accordance with the provisions of the Act;
 - (e) seek an interim Heritage Overlay to 1-9 Doonside Street, Richmond; and
 - (f) pursue a consent order at the tribunal regarding the dismissal of VCAT appeals P1442/2015 and P2661/2015 against Council.

CONTACT OFFICER: David Cameron
TITLE: Statutory Planner
TEL: 92055330

Attachments

- 1 Doonside Precinct Map
- 2 List of properties - Amendment C214
- 3 Explanatory Report - Amendment C214
- 4 Social and Economic impact assessment - Amendment C214

Attachment 1 - Doonside Precinct Map



| Planning Mapping Services |
 | Planning Information Services |
 | Planning |



002

Attachment 2 - List of properties - Amendment C214

LIST OF PROPERTIES INCLUDED IN AMENDMENT C214

HO Number	Precinct/Place Name	Streets Included within Precinct
Creation of 1 HO Precinct		
HO510	Doonside Industrial Precinct	HO510 to include: 77-79 Burnley Street, Richmond, 81-95 Burnley Street, Richmond and 1-9 Doonside Street, Richmond

Attachment 3 - Explanatory Report - Amendment C214

Planning and Environment Act 1987

YARRA PLANNING SCHEME

AMENDMENT C214

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the Yarra City Council, which 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 in Richmond, and applies to three properties only, including 77-79 Burnley Street, Richmond; 81-95 Burnley Street, Richmond; and 1-9 Doonside Street, Richmond.

What the amendment does

The amendment proposes to make the following changes to the Yarra Planning Scheme:

- Apply the Heritage Overlay over 3 places (forming one new precinct).
- Removal of an existing Heritage Overlay over 1 place (HO375) from 81-95 Burnley Street, Richmond.

Precinct name	Provisions under the HO schedule?	Number of places being added to the precinct that are already in the HO	Number of new places being added to the HO in the precinct (excluding places already in the HO)
Doonside Industrial	Yes - paint controls	1	2

- Amend the existing Appendix 8 incorporated document listed in the schedule to clause 81.01 to include the addresses and gradings of all new and revised places
- Rename the existing Appendix 8 incorporated document in Clause 22.02 and in the schedule to clause 81.01 to refer to the new revised date
- Amend the schedule to Clause 43.01 (Heritage Overlay)
- Amend one Planning Scheme Map

Strategic assessment of the amendment

Why is the amendment required?

The amendment is required to formally protect places of local heritage significance in the Yarra Planning Scheme.

Attachment 3 - Explanatory Report - Amendment C214

The places in the amendment are at risk of potential demolition and the amendment will ensure that a planning permit is required for their demolition and development.

How does the amendment implement the objectives of planning in Victoria?

The amendment implements the following applicable objectives for planning in Victoria as outlined in section 4 of the *Planning and Environment Act 1987*:

- *To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.*
- *To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria; and*
- *To balance the present and future interests of all Victorians.*

How does the amendment address any environmental, social and economic effects?

Environmental

The amendment will not have detrimental impacts on the environment. The retention of heritage places significantly reduces building waste and conserves embodied energy in existing buildings.

Social and Economic

The amendment will have positive social effects through retaining and protecting places of heritage significance for present and future generations. These places are valued by the community and contribute to Yarra's character.

The amendment will increase the number of sites subject to the Heritage Overlay provisions in the Yarra Planning Scheme, potentially increasing planning applications. However, the economic effects of the amendment will be offset by the public benefit from the heritage places to the broader community over many generations. Furthermore, Council has recently added an Incorporated Plan to the Yarra Planning Scheme with planning permit exemptions for certain minor works triggered by the Heritage Overlay. Amendment C178, which include the Incorporated Plan was approved by the Minister for Planning and came into effect on 23 April 2015.

The Heritage Overlay does not prohibit development, but instead requires the significance of a place to be considered when assessing applications. There are many parts of the municipality not subject to heritage controls. Data demonstrates that significant development has occurred in the City of Yarra both within and outside of Heritage Overlay areas.

A report (titled *Amendment C214 to the Yarra Planning Scheme - Consideration of social and economic impacts*) has been prepared to accompany this Explanatory Report.

Does the amendment address relevant bushfire risk?

There is no relevant bushfire risk associated with the amendment.

Does the amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The amendment complies with the requirements of Ministerial Direction 9: Metropolitan Planning Strategy and Ministerial Direction 11: Strategic Assessment of Amendments.

Attachment 3 - Explanatory Report - Amendment C214

Ministerial Direction No. 9 - Metropolitan Planning Strategy.

In preparing the amendment, regard has been given to the Metropolitan Planning Strategy. In particular:

Direction 4.7 - Respect our heritage as we build for the future

The amendment will not compromise the implementation of the Metropolitan Planning Strategy.

Ministerial Direction No. 11 - Strategic Assessments of Amendments

The amendment is consistent with this direction which ensures a comprehensive strategic evaluation of planning scheme amendments and the outcomes they produce.

How does the amendment support or implement the State Planning Policy Framework and any adopted State policy?

The amendment provides for the fair, orderly, economic and sustainable use and development of land and as such gives effect to the State Planning Policy Framework (SPPF).

The SPPF at Clause 10.03 (Application) specifies that policies in the SPPF:

- *....must be taken into account when preparing amendments to this scheme or making decisions under this scheme.*
- *Planning and responsible authorities must take account of and give effect to the policies applicable to issues before them to ensure integrated decision making.*

The State Planning Policy Framework is structured around the following themes:

- Settlement
- Environmental and landscape values
- Environmental risk
- Natural resource management
- Built environment and heritage
- Housing
- Economic development
- Transport
- Infrastructure

The proposed amendment is consistent with, and gives effect to, the State Planning Policy Framework (SPPF), particularly:

Clause 15 - Built Environment and Heritage which seeks to ensure that development appropriately responds to its landscape, valued built form and cultural context, and that places and sites with significant heritage, architectural, aesthetic, scientific and cultural value are protected. Furthermore the policy includes:

- Clause 15.01-1 which seeks to create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.
- Clause 15.01-5 which seeks to recognise and protect cultural identity, neighbourhood character and sense of place.
- Clause 15.03-1 which seeks to ensure the conservation of places of heritage significance. Specifically, a strategy of this clause is to identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme.

Attachment 3 - Explanatory Report - Amendment C214

The amendment has also given consideration to other parts of the SPPF, particularly clauses that facilitate development. Data demonstrates (refer to the Amendment C214 - Consideration of social and economic impacts report) that significant development has occurred in the City of Yarra both inside and outside of Heritage Overlay areas and the amendment will not unreasonably affect development opportunities within the municipality.

Accordingly, the amendment has appropriately balanced conflicting objectives and is considered to have a net community benefit.

How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

This amendment is consistent with the objectives and strategies outlined in the Local Planning Policy Framework of the Yarra Planning Scheme. The importance of the cultural and natural heritage of Yarra is highlighted within the Municipal Strategic Statement (MSS). Clause 21.05-1 - Heritage seeks to protect and enhance Yarra's heritage places.

Additionally, Local Policy at Clause 22.02 - Development Guidelines for Sites Subject to the Heritage Overlay has an objective to conserve Yarra's natural and cultural heritage and to conserve the historic fabric and maintain the integrity of places of cultural heritage significance.

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment makes proper use of the Victoria Planning Provisions (VPPs) by using appropriate planning tools to implement the objectives and planning strategies of the Yarra Planning Scheme. The Heritage Overlay is the appropriate tool for the protection of places of local heritage significance, as indicated in the Planning Practice Note *Applying the Heritage Overlay (revised September 2012)*.

How does the amendment address the views of any relevant agency?

The exhibition of the amendment will provide the opportunity for relevant agencies to comment on the proposed amendment. The amendment does not propose to create any new referral authority or referral requirements. Additionally, all interested people and parties will have the opportunity to comment and make submissions through the statutory exhibition process.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The amendment will not have a significant impact on or undermine the functionality of the existing transport system.

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 increase the number of sites subject to the Heritage Overlay provisions in the Yarra Planning Scheme, therefore potentially resulting in more planning applications and broader assessment requirements for some applications. The anticipated increase in planning applications is not expected to have a significant impact on resource and administrative costs.

Attachment 3 - Explanatory Report - Amendment C214

Furthermore, to manage this impact, Council changed the planning scheme (Amendment C178) to introduce an Incorporated Plan under Clause 43.01-2 (Heritage Overlay schedule) of the Yarra Planning Scheme to introduce planning permit exemptions for certain minor works under the Heritage Overlay. This was approved April 2015.

Where you may inspect this Amendment

The amendment is available for public inspection, free of charge, during office hours at the following places:

- City of Yarra
Richmond Town Hall
333 Bridge Road, Richmond

The amendment can also be inspected free of charge at the Department of Transport, Planning, and Local Infrastructure website at <http://www.dtpli.vic.gov.au/publicinspection> and on Council's website at <http://www.yarracity.vic.gov.au/planning--building/Yarra-planning-scheme/Planning-Scheme-Amendments/>

Submissions

Any person who may be affected by the amendment may make a submission to the planning authority. Submissions about the amendment must be received by **to be confirmed**

A submission must be sent to the following (either by email or mail):
StrategicPlanning@yarracity.vic.gov.au

Yarra City Council, Strategic planning
PO Box 168 Richmond 3121

Panel hearing dates

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing: **To be confirmed**
- panel hearing: **To be confirmed**

Attachment 4 - Social and Economic impact assessment - Amendment C214

February 2016

Amendment C214 to the Yarra Planning Scheme -

Consideration of social and economic impacts

1. Strategic Assessment Guidelines for preparing and evaluating planning scheme amendments (July 2014).....	2
2. Economic and social benefits of heritage.....	2
3. Individual vs community wide social and economic impacts.....	4
4. State and local policy support for heritage places.....	5
Plan Melbourne.....	5
Yarra Council Plan (2013-2017).....	6
Yarra Planning Scheme.....	6
5. Planning scheme review - Clause 22.02 - Development Guidelines for Sites Subject to the Heritage Overlay.....	7
6. Development in inner Melbourne Heritage Overlay areas.....	8
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Heritage Overlay areas.....	8
Zoning.....	9
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8. Amendment C214 methodology.....	11
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Attachment 4 - Social and Economic impact assessment - Amendment C214

1. Strategic Assessment Guidelines for preparing and evaluating planning scheme amendments (July 2014)

When assessing social and economic considerations, the *Strategic Assessment Guidelines for preparing and evaluating planning scheme amendments (July 2014)*¹ states:

An environmental, social and economic assessment should include an evaluation of the costs and benefits to businesses and the community arising from any requirement of the amendment.

The guidelines outline the types of broad effects that may need to be considered at the amendment stage, depending on the nature and scale of the amendment. Those considered relevant to Amendment C214 include:

- *The likely effect on sites with significant historic, architectural, aesthetic, scientific and cultural values*
- *The likely effect on the economic wellbeing of the community*
- *Potential changes to the economic and social life of the existing community*
- *The vitality and viability of existing agriculture, industry, tourism and commercial or retail activity in surrounding areas*
- *The likely effect on future public and private sector investment in the immediate and surrounding areas*
- *The likely effect on potential capacity for growth of the immediate and surrounding areas, including the likely effect on the opportunities for expansion, improvement or redevelopment*
- *Potential changes to the attractiveness and physical condition of the immediate and surrounding areas*
- *The likely effect on the attractiveness, amenity and safety of the public realm*
- *The achievement of high quality urban design and architecture*

The guidelines state that *the normal way of assessing the social and economic effects is to consider whether or not the amendment results in a net community benefit*. All of the above matters have been considered in preparing Amendment C214 and have been addressed in the various sections of this report. This report demonstrates that Amendment C214 will result in a net community benefit.

2. Economic and social benefits of heritage

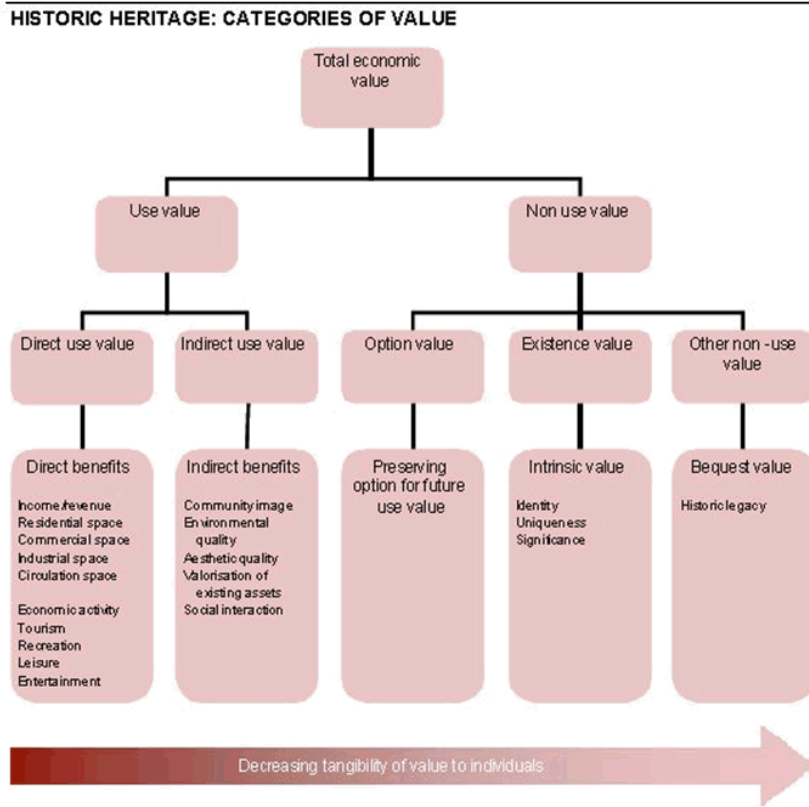
A 2005 report by The Allen Consulting Group titled *Valuing the Priceless: The Value of Historic Heritage in Australia*² identifies numerous examples of approaches utilised to assess both economic and social heritage value.

The report identifies how the various categories of value can be considered as shown in the figure below:

¹ Available from: http://www.dpcd.vic.gov.au/_data/assets/pdf_file/0020/135623/PPN46-Strategic-Assessment-Guidelines.pdf

² Available from: <http://www.environment.gov.au/heritage/info/pubs/valuing-priceless.pdf>

Attachment 4 - Social and Economic impact assessment - Amendment C214



Note 1: 'Valorisation' can be described as the process of disseminating and exploiting outcomes with a view to optimising their value, enhancing their impact and integrating them into broader practices.
 Note 2: While some may view the bequest value as being quite tangible, it is shown as being relatively more intangible because the value of the historic legacy cannot accurately be determined today (i.e. the value of existing conservation activities will only be accurately determined by future generations).
 Source: I. Serageldin 1999, *Very Special Places: The Architecture and Economics of Intervening in Historic Cities*, The World Bank, Washington.

Figure 1 - Various categories of heritage value

Amendment C214 will have both direct and indirect social and economic benefits. In assessing these benefits, the report notes that the distinction between personal and social benefits is important when considering economic value because it can affect how the merit of protecting heritage places is viewed. In regards to social value, the report notes that historic environments have a key role to play in contributing towards the goal of sustainable communities and enhancing social capital by providing:

- *A flourishing local economy to provide jobs and wealth*
- *A safe and healthy local environment with well-designed public and green space*
- *Buildings – both individually and collectively – that can meet different needs over time, and that minimise the use of resources*
- *A well-integrated mix of decent homes of different types and tenures to support*
- *A range of household sizes, ages and incomes*

Attachment 4 - Social and Economic impact assessment - Amendment C214

- *A diverse, vibrant and creative local culture, encouraging pride in the community and cohesion within it*
- *A 'sense of place'*

A report titled *Older, Smaller, Better - measuring how the character of buildings and blocks influences urban vitality* (2014)³ demonstrates the unique and valuable role that older, smaller buildings play in contributing to robust local economies and distinctive liveable communities. The report notes that these buildings provide flexible, affordable and attractive settings for businesses, diverse housing choices for people, and ensure human-scaled places for walking, shopping and social interaction. Key relevant conclusions from the case studies provided include:

- Older commercial and mixed use areas contain hidden density
- The creative economy thrives in older, mixed use neighbourhoods
- Old buildings are highly sought after by younger people
- Older, mixed used neighbourhoods are more walkable

While the report is specifically focused on American cities, the findings are adaptable to the heritage areas in inner Melbourne. The report highlights the value of heritage buildings and their unique characteristics.

Furthermore the way in which heritage contributes to tourism in the City of Yarra is well recognised. Council's Tourism Strategy (2011-2016)⁴ identifies Yarra's local character and vibe, the natural environment and heritage buildings as being key assets that highly influence the attractiveness of the City. The strategy acknowledges the need to preserve local character and amenity, and supports the protection of natural and built heritage.

3. Individual vs community wide social and economic impacts

Section 12(2) of the Planning and Environment Act 1987 (the Act) was amended on 28 October 2013 to state that:

In preparing a planning scheme or amendment, a planning authority-

(c) must take into account its social effects and economic effects

Before 28 October 2013 the Act stated at section 12(2)(c) that a planning authority in preparing an amendment *may take into account its social effects and economic effects*.

The panel for Amendment C207 to the Melbourne Planning Scheme⁵ was the first panel hearing relating to a heritage amendment that specifically considered the changes to the Act. In summary, the panel members in their report concluded that:

- *...that the social and economic effects most likely to be relevant at the Amendment stage are those of a broad community nature rather than of a personal kind.*

³ Available from: http://www.preservationnation.org/information-center/sustainable-communities/green-lab/oldersmallerbetter/report/NTHP_PGL_OlderSmallerBetter_ExecSummary.pdf

⁴ Available from: <http://www.yarracity.vic.gov.au/DownloadDocument.ashx?DocumentID=2974>

⁵ Available from: [http://dsewebapps.dse.vic.gov.au/Shared/ats.nsf/\(attachmentopen\)/803E7AFADB7186F9CA257C8300053021/\\$File/Melbourne+C207+Panel+Report.pdf?OpenElement](http://dsewebapps.dse.vic.gov.au/Shared/ats.nsf/(attachmentopen)/803E7AFADB7186F9CA257C8300053021/$File/Melbourne+C207+Panel+Report.pdf?OpenElement)

Attachment 4 - Social and Economic impact assessment - Amendment C214

Personal economic and social impacts, as against effects for the community as a whole, are generally not matters taken into account in planning decisions

- *While the submitters raised social and more particularly economic effects which were designed to persuade the Panel that the heritage controls should not be applied, clearly there are or can be offsetting positive effects of this kind assuming the listing leads to the conservation of significant places. Examples might be that property values can be enhanced by heritage 'character' when recycling of industrial buildings or warehouses for residential use when compared with a modern rebuild. This private economic effect would of course have to be capable of translating into a community-wide benefit such as rate revenue to be a proper consideration.*
- *In many instances, however, the positive effects, particularly the social effects, are qualitative and not capable of quantification. They include the benefits ascribed to heritage places in the Explanatory Report such as 'recognising building fabric that represents the layers of development in the North and West Melbourne and Kensington area' and adding 'character, appeal and interest to our city'. Other often cited benefits of heritage conservation include affording a sense of place and providing a physical key to an understanding of past values and practices.*

It is considered that the above statements equally apply in Yarra's context and similar statements were made in previous Yarra panel reports for heritage related planning scheme amendments (Amendment C149⁶ and Amendments C157/C163⁷). While it is acknowledged that Amendment C214 may have social and economic impacts for owners of heritage places, there are substantial broader community benefits that have been considered as outlined in this report.

4. State and local policy support for heritage places

State and local policy and strategies highlight the importance of heritage and a commitment to and recognition of the value of heritage protection.

*Plan Melbourne*⁸

The most relevant direction is *Direction 4.7 - Respect our heritage as we build for the future*. Within this direction there are the following initiatives:

- *Initiative 4.7.1 Value heritage when managing growth and change*
- *Initiative 4.7.2 Respect and protect our city's aboriginal heritage*
- *Initiative 4.7.3 Create incentives for heritage conservation*
- *Initiative 4.7.4 Encourage place names that honour local identity and history*

⁶ Available from:

[http://dsewebapps.dse.vic.gov.au/Shared/ats.nsf/\(attachmentopen\)/AAAF36F397ADEE5BCA257B69007E0C0C/\\$File/Yarra+C149+Panel+Report.pdf?OpenElement](http://dsewebapps.dse.vic.gov.au/Shared/ats.nsf/(attachmentopen)/AAAF36F397ADEE5BCA257B69007E0C0C/$File/Yarra+C149+Panel+Report.pdf?OpenElement)

⁷ Available from:

[http://dsewebapps.dse.vic.gov.au/shared/ats.nsf/\(attachmentopen\)/B10B06D2308E1033CA257BA90004CF4F/\\$File/Yarra+C157+&+C163+Panel+Report.pdf?OpenElement](http://dsewebapps.dse.vic.gov.au/shared/ats.nsf/(attachmentopen)/B10B06D2308E1033CA257BA90004CF4F/$File/Yarra+C157+&+C163+Panel+Report.pdf?OpenElement)

⁸ Available from: http://www.planmelbourne.vic.gov.au/_data/assets/pdf_file/0016/131362/Plan-Melbourne-May-2014.pdf

Attachment 4 - Social and Economic impact assessment - Amendment C214

Yarra Council Plan (2013-2017)⁹

The value of Yarra's heritage and character to both Council and the community is identified in many parts of the Council Plan (2013-2017). The Council Plan acknowledges that *Yarra has a remarkably high proportion of heritage-listed buildings.*

Strategic Objective 1: celebrating Yarra's uniqueness contains the following relevant strategies:

- *Protect heritage and the Yarra River corridor.*
- *Recognise the value of Yarra's Aboriginal cultural heritage.*

Yarra Planning Scheme¹⁰

Council's Municipal Strategic Statement (MSS) identifies the following key characteristics for heritage in Yarra:

Yarra's traditional owners are the Wurundjeri people of the Kulin Nation. The Kulin nation comprised five distinct language groups. There is some dispute as to the exact boundaries between the various clans and groups. However it is clear that the area around central Melbourne was a significant meeting place for the Kulin clans. The area that is now known as Richmond, Collingwood and Fitzroy was the land of the Wurundjeri people.

Yarra is formed from the former Cities of Fitzroy, Richmond, Collingwood and the suburbs of Princes Hill, North Carlton, Alphington, and part of Fairfield. In the years after European settlement, Fitzroy became Melbourne's first suburb and today is an excellent example of the building fabric of the 1850s and 1860s. The history of development can be traced in the transition of the heritage fabric across Yarra. While Yarra is mostly known for its Victorian and Edwardian streetscapes, there are pockets of significant interwar fabric.

Many significant public, civic and private buildings can be found throughout the municipality and large areas are of post colonial cultural heritage significance.

The 'World Heritage Environs Area' (WHEA) surrounds the World Heritage listed Royal Exhibition Building and Carlton Gardens, Carlton. The WHEA, which includes land within South Fitzroy, acts as a buffer zone for the World Heritage property and provides a setting and context of significant historic character for the World Heritage property.

Guidance for development of heritage places is provided in state and local sections of the planning scheme as outlined below.

State policy

Clause 15.03 Heritage

Clause 15.03-1 Heritage conservation

Objective

To ensure the conservation of places of heritage significance.

Strategies

⁹ Available from: <http://www.yarracity.vic.gov.au/DownloadDocument.ashx?DocumentID=9066>

¹⁰ Available from: <http://planningschemes.dpcd.vic.gov.au/schemes/yarra>

Attachment 4 - Social and Economic impact assessment - Amendment C214

- *Identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme.*
- *Provide for the protection of natural heritage sites and man-made resources and the maintenance of ecological processes and biological diversity.*
- *Provide for the conservation and enhancement of those places which are of, aesthetic, archaeological, architectural, cultural, scientific, or social significance, or otherwise of special cultural value.*
- *Encourage appropriate development that respects places with identified heritage values and creates a worthy legacy for future generations.*
- *Retain those elements that contribute to the importance of the heritage place.*
- *Encourage the conservation and restoration of contributory elements.*
- *Ensure an appropriate setting and context for heritage places is maintained or enhanced.*
- *Support adaptive reuse of heritage buildings whose use has become redundant.*

Local policy

Clause 22.02 - Development Guidelines for Sites Subject to the Heritage Overlay

This policy has the following objectives:

22.02-4 Objectives

- *To conserve Yarra's natural and cultural heritage.*
- *To conserve the historic fabric and maintain the integrity of places of cultural heritage significance.*
- *To retain significant view lines to, and vistas of, heritage places.*
- *To preserve the scale and pattern of streetscapes in heritage places.*
- *To encourage the preservation, maintenance, restoration and where appropriate, reconstruction of heritage places.*
- *To ensure the adaptation of heritage places is consistent with the principles of good conservation practice.*
- *To ensure that additions and new works to a heritage place respect the significance of the place.*
- *To encourage the retention of 'individually significant' and 'contributory' heritage places.*
- *To protect archaeological sites of cultural heritage significance.*

5. Planning scheme review - Clause 22.02 - Development Guidelines for Sites Subject to the Heritage Overlay

Council has recently finalised a review of the Yarra Planning Scheme. Council will shortly proceed with the rewrite phase of this project surrounding the Yarra Planning Scheme. The purpose of the review was to assess whether the scheme provisions, including local planning policies, zones, overlays and schedules have been efficient and effective in achieving the objectives and strategies of the planning scheme. The review acknowledges that the current planning controls relating to heritage could be improved. In particular, the review notes that providing improved development guidance for non-residential and strategic redevelopment sites would strengthen Council's ability to support high quality design responses and innovative adaptive reuse of sites in heritage areas. The rewriting phase is scheduled to commence in 2016.

Attachment 4 - Social and Economic impact assessment - Amendment C214

6. Development in inner Melbourne Heritage Overlay areas

A presentation by SGS Economics and Planning titled *Housing development in heritage locations*¹¹ identified that:

- In Inner Melbourne, dwellings constructed under the Heritage Overlay had a higher site density than those outside (42 dwellings per hectare (dph) compared to 35dph). In Yarra the average site density in heritage locations developed from 2004-2009 was 54dph compared to 42dph outside of Heritage Overlay areas
- A detailed analysis of higher density development from 2004-2009 showed that density was higher with increased accessibility to public transport, activity centres and jobs, that inner areas which have better accessibility also have more extensive Heritage Overlays and that heritage features can have a higher aesthetic value and property value
- Development is driven in these locations by the relatively higher levels of amenity and accessibility, which is typical of the older inner suburbs of Melbourne
- Whilst Heritage Overlay areas have restrictions on development, there is a high level of demand for housing in high amenity and highly accessible inner city locations and development continues to take place in these locations

Importantly the presentation concluded that:

- The Heritage Overlay does not discourage development, rather it prevents inappropriate development
- A tension arises where heritage buildings are readapted for new use or if the buildings are especially significant. This is tied to a public perception that heritage areas experience no change or increase in density – however the analysis has shown that this is not the case

7. Development in Yarra

Heritage Overlay areas

Between 2004 and 2012 a total of 5,208 net new dwellings were built across Yarra. Around a third of this recent housing growth has occurred within Yarra’s heritage areas as demonstrated in Figure 2.

Planning context	Constructed dwellings 2004-2012	Percent of constructed dwellings	Housing stock 2012	Percent of stock
Heritage Overlay	1,737	33.4%	24,092	62.4%
Not subject to Heritage Overlay	3,471	66.6%	14,493	37.6%

Figure 2 - Housing development within and outside the Heritage Overlay (2004-2012)

While dwelling yield is lower in Heritage Overlay areas compared to areas without heritage controls, development is still occurring where the Heritage Overlay is in place. Many sites within the Heritage Overlay will continue to have significant yields due to their capacity for development and adaptive reuse.

¹¹ Available from: <http://www.sgsep.com.au/assets/insights/AHRC2012-Jovanovic-Final.pdf>

Attachment 4 - Social and Economic impact assessment - Amendment C214

Zoning

A significant proportion of Yarra’s residential growth has occurred in areas zoned Commercial 1 (C1Z) and Mixed Use (MUZ), including along Yarra’s shopping strips and on strategic redevelopment sites. Together these zones have accommodated over half of Yarra’s housing growth for the 2004-2012 period as shown in Figure 3. In comparison, a smaller overall percentage of dwellings were constructed in the former Residential 1 Zone (R1Z) and this is likely to continue with the introduction of the new residential zones. The R1Z was replaced by a mix of the Neighbourhood Residential Zone (NRZ) and General Residential Zone (GRZ) during 2014 and earlier in 2015.

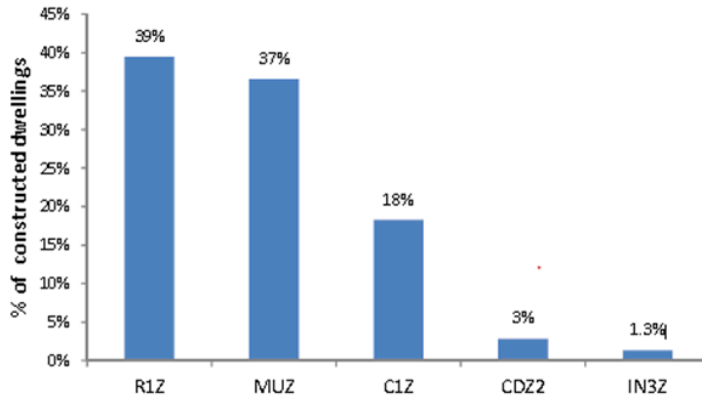


Figure 3 - Yarra net new dwellings by zone (2004-2012)

The majority of new dwellings in Yarra result from larger scale projects. While a high number of developments occurred in the R1Z, the vast majority of projects in this zone yield a small number of dwellings as demonstrated in Figure 4.

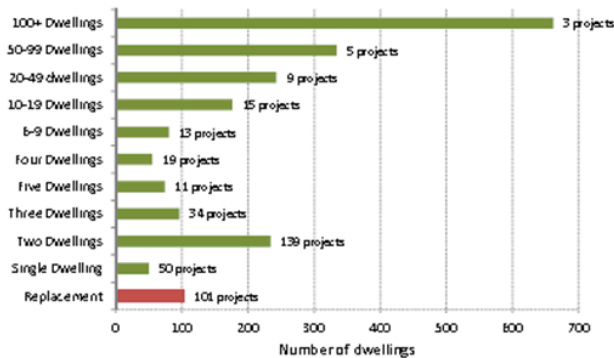


Figure 4 - Yarra net new dwellings - Residential 1 Zone (2004-2012)

It is expected that some of the growth across Yarra will occur in the areas where the new residential zones; NRZ and GRZ apply (former R1Z areas), however this will predominantly take place in smaller developments.

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Data demonstrates that there is sufficient capacity within the existing MUZ and C1Z land to accommodate future housing needs in Yarra. A recent capacity report¹² shows that while MUZ areas make up only 12% of residentially zoned land in Yarra, they will have the capacity to accommodate more than 74% of Yarra’s projected housing needs to 2031.

Richmond, Collingwood and Abbotsford

Amendment C214 affects three properties in Richmond. A total of 5208 net new dwellings were constructed in Yarra between 2004 and 2012, with nearly 50% of these occurring in Richmond (2,146 new dwellings) as demonstrated in Figure 5. Fitzroy and Collingwood also experienced high levels of housing growth with over 600 net dwellings constructed in each suburb.

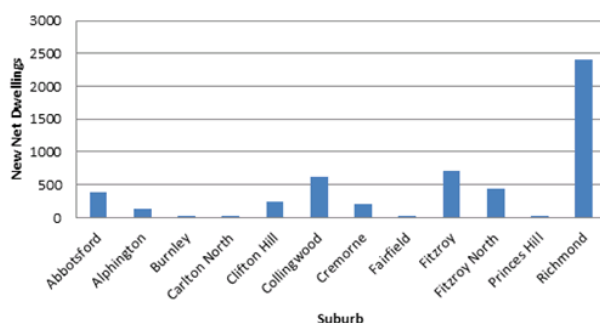


Figure 5 - Dwelling yield by suburb (2004 -2012)

The majority of projects that yielded more than 100 dwellings in Yarra within this time period were constructed in Richmond. These projects alone account for much of the growth that has occurred in the suburb, and have predominantly occurred in the C1Z, as well as the MUZ located in proximity to activity centres.

Housing diversity

Yarra has a very different housing structure to the Metropolitan average as demonstrated in Figure 6. Retaining buildings with heritage value is an important element in protecting housing diversity within the municipality.

Just 20.6% of dwellings in Yarra are classified as a separate house, which is very much lower than the Greater Melbourne average of 71.1%. Contrastingly, 52.1% of dwellings are medium density and 26.2% are high density, compared to 21.1% and 7.2% respectively for Greater Melbourne. Two bedroom dwellings are the most prevalent in Yarra at 41.7%, which is notably higher than the Greater Melbourne average of 19.3%. Three and four bedroom dwellings represent a much smaller number of dwellings than the Greater Melbourne average at 27.7% and 6.1% compared to 43.8% and 22%.

¹² Yarra Mixed Zones Review, Planisphere, June 2014

Attachment 4 - Social and Economic impact assessment - Amendment C214

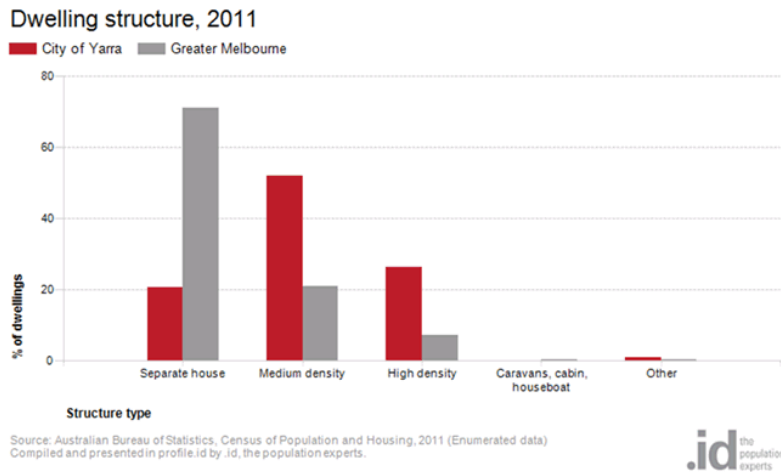


Figure 6 - Percentage of dwelling types

The Heritage Overlay will help to protect much of this diversity of dwellings from demolition, and therefore assist in retaining diverse housing stock across Yarra, including properties that are appropriately sized for families.

8. Amendment C214 methodology

The methodology associated with Amendment C214 is thorough and sound, ensuring that the amendment is limited only to places that meet the necessary thresholds. In accordance with Heritage Victoria guidelines, the study was prepared using the Australia ICOMOS Charter for Places of Cultural Heritage Significance (the Burra Charter, 2013¹³) and its guidelines. The methodology and approach to the study and its recommendations were also guided by:

- The VPP Practice Note Applying the Heritage Overlay (2012)¹⁴
- Comments made by relevant Independent Panel reports, particularly the Advisory Committee appointed to undertake the Review of Heritage Provisions in Planning Schemes
- Guidelines for using the HERCON criteria and significance thresholds prepared by Heritage Victoria and the Queensland Heritage Council

The study that informed the recommendations in Amendment C214 was undertaken by heritage consultants Context Pty Ltd in two stages and additional study by GJM Heritage. The key tasks associated with Stage 1 of the study were:

- Inception and preliminary analysis
- Fieldwork
- Detailed analysis

The key tasks associated with Stage 2 of the study were:

¹³ Available from: <http://australia.icomos.org/publications/burra-charter-practice-notes/>

¹⁴ Available from: http://www.dtpli.vic.gov.au/data/assets/pdf_file/0009/238689/PN01-Applying-the-heritage-overlay-published-1-Oct-2012.pdf

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- Historic research
- Comparative analysis
- Fieldwork
- Description
- Assessment of significance
- Statutory recommendations

GJM Heritage assessed the previous work completed by Context Planning and provided updated recommendations for Council.

The final recommendations and citations for precincts and individual places, along with a detailed methodology form part of the reference document for the amendment.

9. Zoning of properties in Amendment C214

Mixed Use Zone – Two of the sites in Amendment C214 are currently within the Mixed Use Zone (MUZ). The MUZ came into effect on 26 November 2009 and replaced the former Industrial 3 Zone.

Industrial 3 Zone – One property (with an existing heritage overlay) continues to lie within the Industrial 3 Zone.

As outlined previously, residential zoned areas have yielded a smaller overall number of total net new dwellings both inside and outside of Heritage Overlay areas when compared to the C1Z and MUZ. This trend is likely to continue.

10. Council initiatives that provide support to people responsible for places in the Heritage Overlay

Victorian Heritage Restoration Fund

Since 2010 Yarra has participated in the Victorian Heritage Restoration Fund, providing \$50,000 a year, which is then matched by the Fund. This money is used to provide grants to Yarra property owners (who have properties in a Heritage Overlay) to undertake restoration and reconstruction works to their properties. This has benefits for the property owner as it enables them to do works to their property, which they otherwise may not be able to afford, whilst also having wider community benefits as it improves heritage streetscapes in Yarra.

Incorporated Plan

Council has recently added an Incorporated Plan to the Yarra Planning Scheme with planning permit exemptions for certain minor works triggered by the Heritage Overlay. Amendment C178, which include the Incorporated Plan was approved by the Minister for Planning and came into effect on 23 April 2015.

The exemptions in the Incorporated Plan apply to all places (both residential and non-residential) unless otherwise stated and to individual sites and places in precincts. The exemptions do not apply to places on the Victorian Heritage Register as Heritage Victoria considers heritage matters for these sites and issues permits. The Incorporated Plan, was developed by heritage consultants, Lovell Chen, with assistance from Council staff. The Incorporated Plan outlines exemptions for works in ten different areas, with the exemptions varying depending on the level of significance of the heritage place. The areas in which the exemptions will apply are:

- Repairs and maintenance

Attachment 4 - Social and Economic impact assessment - Amendment C214

- Roofing
- Painting
- Modifications and alterations
- Outbuildings
- Pergolas, verandahs and decks
- Fences and roller doors
- Domestic services normal to a dwelling, utility installations and rainwater tanks
- Domestic swimming pool and spa
- Signage

The Incorporated Plan will have positive social and economic implications through an improved planning system that will allow people responsible for heritage places to undertake certain minor works without the need for a planning permit, saving time and money associated with preparing application material and permit fees.

11.6 1 and 1A South Terrace and 160 Gold Street, Clifton Hill VIC 3068 - Planning Permit Application No. PLN14/0678 - Development of the land for demolition and construction of a four-storey residential aged care facility and removal of easements.

Executive Summary

Purpose

This report provides Council with an assessment of Planning Permit Application PLN14/0678 and recommends approval subject to conditions.

Key Planning Considerations

Key planning considerations include:

- Clause 16.02-3 – Residential aged care facilities;
- Clause 22.02 - – Design guidelines for site subject to the heritage overlay;
- Clause 32.08 – General Residential Zone (Schedule 3); and
- Clause 43.01 – Heritage Overlay.

Key Issues

The key issues for Council in considering the proposal relate to:

- Heritage impacts, neighbourhood character building height and design;
- Off-site amenity impacts including visual bulk, overshadowing and overlooking;
- Traffic and car parking impacts; and
- Landscaping and tree removal.

Objector Concerns

At the time of writing, 59 objections to the application have been received. These can be summarised as:

- demolition of the existing church on site at 160 Gold Street and loss of space for community uses;
- the proposal does not integrate with the heritage overlay or neighbourhood character;
- excessive height and overdevelopment of the site;
- unreasonable off-site amenity impacts (loss of daylight, overshadowing, overshadowing etc.);
- lack of detail on plans;
- lack of compliance with applicable Rescode standards (setbacks, height, overshadowing);
- not enough space provided for the number of residents and issues with emergency access with the use of lifts;
- unreasonable internal amenity for occupants;
- concerns with viability of proposed landscaping, along with concerns with degree of vegetation removal;
- potential issues with vehicle access to the site;

- lack of provision for bicycles;
- potential structural impacts during the construction phase, along with issues with the length/timing of construction and traffic and car parking impacts;
- impacts on surrounding traffic and parking;
- impacts on energy efficiency of adjacent sites; and
- unexplained and unjustified expansion of Clifton Hill/Gold Street Primary.

Supporter comments

At the time of writing, 10 letters of support have been received. These are summaries below:

- the development will provide upgraded facilities for increasing population including school aged children;
- the proposed building is an appropriate design for the area;
- will assist in providing extra space needed for the Clifton Hill Primary School;
- social and community benefits from greater amount of affordable accommodation for the elderly and additional space for the Clifton Hill Primary School, as well as intergenerational interaction and education between school students and residents of the aged care facility;
- the development would allow people to stay in the area as they age;
- will increase diversity in the area; and
- the existing church is an eye sore and can be demolished.

Conclusion

Based on the following report, the proposal is considered to comply with the relevant planning policy and should therefore be supported.

CONTACT OFFICER: James Sutherland
TITLE: Principal Statutory Planner
TEL: 9205 5046

11.6 1 and 1A South Terrace and 160 Gold Street, Clifton Hill VIC 3068 - Planning Permit Application No. PLN14/0678

Trim Record Number: D16/10307

Responsible Officer: Director Planning and Place Making

Proposal:	Development of the land for demolition and construction of a four-storey residential aged care facility and removal of easements.
Existing use:	Aged care facility, dwelling and disused church
Applicant:	The Brotherhood Of St Laurence (AgedSrvs) C/- Hollerich Town Planning Pty Ltd
Zoning / Overlays:	General Residential Zone, Schedule 3 Heritage Overlay, Schedule 317
Date of Application:	24 July 2014
Application Number:	PLN14/0678

Planning History

1. Planning permit PLN12/0975 was issued on 6 June 2013 for part demolition of the existing aged care building and construction of a ground floor extension.

Background

Zoning of the land

2. The application was lodged on 24 July 2014 at which time the land was located in the General Residential Zone, Schedule 1 (GRZ1) being a straight translation from the former Residential 1 Zone. At this time a permit was required to demolish the existing buildings on the land, construct the proposed building and to remove easements registered on the relevant titles. The GRZ1 did not require a planning permit to use the land for the proposed purpose (residential aged care facility) and did not contain any mandatory height restrictions.
3. On 30 April 2015, the land was re-zoned to General Residential Zone, Schedule 3 (GRZ3) via amendment C176 to the Yarra Planning Scheme. However, the change in zone did not alter the permit requirements listed above and did not introduce any mandatory height restrictions.
4. In late 2015, Council initiated Amendment C197 that among other things, proposed to re-zone to the land to the General Residential Zone, Schedule 2 (GRZ2). The GRZ2 includes a mandatory maximum building height of 9m but would not introduce any additional planning permit triggers to those outlined earlier.
5. Amendment C197 has been formally exhibited under relevant the provisions of the Planning and Environment Act 1987. Two objecting submissions to the re-zoning of the subject site have been received. On 16 February, 2016, Council considered a comprehensive report on Amendment C197, including these two submissions; the report also noted the planning application and objections received in relation to that explanation; Council resolved to abandon the part of the amended that relates to the rezoning of the land, leaving it as GRZ3.
6. Officers have elected to put this application to full Council for formal consideration.

Amended plans

7. Following the initial round of public notification of the planning permit application, the applicant formally amended the proposal under Section 57a of the Planning and Environment Act on two occasions. These second set of amended plans have been re-advertised and form the basis for the assessment in this report. In summary, the amendments made include:

- (a) addition of a third floor (fourth storey) and increase in height from 13.3m to 14.17m;
- (b) increase in the number of bedrooms from 83 to 117;
- (c) increased setbacks from the north, east and southern boundaries;
- (d) modifications to the building façade;
- (e) alteration to the vehicle access and increase in number of on-site car parking spaces from 26 to 35; and
- (f) the applicant suggests the intensified development was necessary to ensure it was financially viable.

Existing Conditions

Subject Site

- 8. The site is located on the south-eastern corner of South Terrace and Gold Street in Clifton Hill. The land has a width of 59.41m (frontage to South Terrace) and a depth of 64.68m (eastern boundary) and 61.63m (frontage to Gold Street). There is a 4.31m long splay at the corner north-western corner. The site area is 4037sqm and slopes from north down to south with a fall of approximately 2m. There is a 3m wide drainage easement along the southern part of the eastern boundary that also extends west into the site for approximately 17m. The titles also contain a drainage and way easement at the north-eastern corner forming the existing splay and an easement of 'support' (this refers to support of a wall or structure similar to a party wall easement) along the driveway of the Sambell Lodge building.
- 9. The land contains three buildings including the existing 3 storey Sambell Lodge aged care facility generally at the north-west corner, a single storey dwelling fronting South Terrace at the eastern end of the site and a single storey former church building fronting Gold Street at the southern end of the site.
- 10. The site contains a number of trees and shrubs planted throughout with two large trees located toward the south-eastern corner that are up to 11m in height. Other taller trees are between 10 and 17m high.

Restrictive Covenants

- 11. There are no restrictive covenants registered on the certificate of title lodged with the application

Surrounding Land

Immediately adjoining properties

- 12. To the north of the site is the Darling Gardens, a popular public park containing open grassed areas, large canopy trees, and formal paths and seating areas.
- 13. To the north-west are dwellings fronting South Terrace and Gold Street, generally with a 1-2 storey scale. Dwellings are mixed in style including period terraces and larger houses, with some walk-up flats and modern townhouses.
- 14. To the south is a townhouse development with areas of secluded private open space abutting the common boundary. Several habitable room windows at ground and first floor also face north toward the subject site. These dwellings are modern (being granted planning permission in 2003) with flat roofs and painted render walls. These are set behind an original dwelling that is Victorian in character and are two storey (6.3m) in height.
- 15. In the south-eastern corner of the site is a laneway and the rear (secluded private open space) of a dwelling fronting Peckville Street.
- 16. To the east is a double storey terrace style dwelling with an area of secluded private open space including a swimming pool. Several habitable room windows within the dwelling face west toward the subject site.
- 17. To the west across Gold Street is the Gold Street/Clifton Hill Primary School outdoor play areas beyond which are school buildings (both original and modern) which are 2-3 storeys in height.

Wider area

- (a) The Clifton Hill train station 700 metres to the north;
- (b) Tram stops on Queens Parade, approximately 300 metres north;
- (c) Bus services on Hoddle Street, North Terrace and Queens Parade;
- (d) Shops and services on Queens Parade, approximately 300 metres to the north; and
- (e) Collingwood Swim Centre, approximately 400 metres to the north.

The Proposal

18. The application proposes demolition of all buildings on the site and construction of a new part three and four storey building to be used as a residential aged care facility. The applicant has also requested removed of several easements register on the title.

Demolition

19. All buildings on the land are proposed to be removed. However, the existing aged care facility would be retained until the new building is completed and residents transferred.

New Buildings/construction

20. The proposed building would be between three and four storeys and used as a 117 bedroom, aged care facility. The new building would be constructed in an 'L' shape around the existing facility with frontages to Gold Street and South Terrace.

Area Description

21. Basement to contain vehicle access ramp, 35 car spaces, service areas including a kitchen, laundry, storage, gym, hairdresser, water tanks and bins.
22. The ground floor would include the main pedestrian entry and foyer on Gold Street, 29 bedrooms, offices and staff facilities, communal rooms (meals, activities, café, lounge etc.). Externally the main outdoor area would be located on the northern side. There would also be a walking path on the southern and eastern sides of the building. There would be an electrical substation in the south-west corner.
23. The first and second floors would contain 35 bedrooms each and common areas.
24. The third floor (fourth storey) would contain 18 bedrooms and common areas.

Heights and Setbacks

25. The building would be three storeys to each street frontage with a maximum height of 11.1m to South Terrace and 10.6m on Gold Street.
26. The height of the fourth storey would be up to 14.7m.
27. From the northern boundary, the building would be setback by between 4.1m at ground floor and 11.4m at the third floor.
28. On the eastern side, setbacks would range from 4.2m at the ground floor to 10.5m at the third floor. On the southern side, 5m at ground floor to 10.9m at the third level. On the western side, between 2.7m at ground level and 9.7m at third floor level.
29. It is noted that given the 'L' shape of the building, much of the north facing element is setback from South Terrace by at least 35.4m and much of the west facing element from Gold Street by at least 39m, resulting in much of the building appearing as predominantly three storeys.

Appearance, materials and finishes

30. The proposed building would be modern in appearance with shallow pitched roofs to each street frontage. Each frontage would be vertically articulated through projecting features with window forms generally vertically orientated rectangles. Juliet balconies would be used with material variations between face brick (light and dark) and light render.

31. The northern and western faces of the building that would be set in from the street forming the 'L' shape would have a similar appearance except for the inner part of the northern face that would be primarily glass. The southern and eastern sides facing adjoining properties would be face brick (Indigo, cream and back), white render with a large number of windows with external screening.

Car access, parking and bikes

32. Vehicle access would be from a new 3.8m wide crossover on South Terrace near the eastern boundary of the site with a single lane ramp to 35 car parking spaces at basement level. The basement would also provide an informal loading area although no 'loading zone' is required by the Yarra Planning Scheme.
33. A bike parking area of approximately 10.5sqm is shown on the southern side of the basement but the number of spaces has not been specified.

Landscaping and tree removal

34. 23 trees would be removed from the site as well as a trees tree on South Terrace to facilitate the new basement access. No trees require a planning permit to be removed thus their details are not relevant. However, a permit may be required under the Clause 8 of the Yarra City Council Environment Local Law, No. 3 of 2012.
35. Key features of the landscaping proposed as part of the new development includes:
- (a) trees, shrubs and hedging within the South Terrace and Gold Street setbacks as well as along the eastern and southern boundaries;
 - (b) a central open common area with a 12m high tree; and
 - (c) a walking path would be constructed along part of the eastern boundary at the rear extending along the southern boundary, past the main entrance on Gold Street, connecting to the primary outdoor area on the northern side of the building.

Planning Scheme Provisions

Zoning

General Residential Zone, Schedule 3

36. Pursuant to clause 32.08-1 of the Yarra Planning Scheme, no planning permit is required for the use of the land for a residential aged care facility.
37. Pursuant to clause 32.08-4, a permit is required to construct a residential building (which includes an aged care facility). Under this clause, development must meet the requirements of Clause 55. A discretionary, 9m height limit is suggested.
38. Schedule 3 to the General Residential Zone does not contain any additional requirements.
39. The purposes of the zone are:
- (a) *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies;*
 - (b) *To encourage development that respects the neighbourhood character of the area;*
 - (c) *To implement neighbourhood character policy and adopted neighbourhood character guidelines;*
 - (d) *To provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport; and*
 - (e) *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*

Overlays

Heritage Overlay

40. Pursuant to clause 43.01-1 a permit is required to demolish or remove a building and to construct a building or carryout works including a fence and vehicle crossover.
41. Decision guidelines are contained at clause 43.01-4 and relevantly include:
 - (a) *The State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies;*
 - (b) *The significance of the heritage place and whether the proposal will adversely affect the natural or cultural significance of the place;*
 - (c) *Any applicable statement of significance, heritage study and any applicable conservation policy;*
 - (d) *Whether the location, bulk, form or appearance of the proposed building will adversely affect the significance of the heritage place;*
 - (e) *Whether the location, bulk, form and appearance of the proposed building is in keeping with the character and appearance of adjacent buildings and the heritage place;*
 - (f) *Whether the demolition, removal or external alteration will adversely affect the significance of the heritage place; and*
 - (g) *Whether the proposed works will adversely affect the significance, character or appearance of the heritage place.*

Particular Provisions

Clause 52.02 - Easements, Restrictions and Reserves

42. Pursuant to clause 52.02 a permit is required before a person proceeds:
 - (a) Under Section 23 of the Subdivision Act 1988 to create, vary or remove an easement or restriction or vary or remove a condition in the nature of an easement in a Crown grant.
43. The applicant proposes to remove a drainage and sewerage easement and easement of support, thus a planning permit is required. The easement of support refers to support of a wall similar to a party wall easement.

Clause 52.06 – Car Parking

44. Clause 52.06-1 requires that prior to a new use commencing, the car parking spaces required under Clause 52.06-5 must be provided on the land or as approved under Clause 52.06-3 to the satisfaction of the responsible authority.
45. Unless a schedule to the Parking Overlay or the schedule to Clause 52.06 specifies otherwise, a permit may be granted to:
 - (a) reduce (including reduce to zero) the requirement to provide the number of car parking spaces required under this clause; and
 - (b) allow some or all of the required number of car parking spaces to be provided on another site.
46. The car parking requirement for a residential aged care facility is specified as 0.3 spaces per lodging room. For 117 bedrooms, this equates to a car parking requirement of 35 spaces. The plans show 35 spaces being provided and as such, no permit is required under this clause.
47. Clause 52.06-8 provides design standards for car parking which will be discussed in this report.

Clause 52.34 – Bicycle facilities

48. Pursuant to clause 52.34-1, a new use must not commence until the required bicycle facilities and associated signage has been provided on the land.

49. Table 1 to clause 52.34-3 states that for a residential building (aged care facility), that 1 space per 10 lodging/bedrooms is required for residents and the same number for visitors. Given 117 bedrooms are proposed, at total of 24 (rounding up) spaces are provided.
50. The applicant has not specified an exact number of spaces to be provided on the plans but has stated in their Town Planning report that 24 would be proposed in the basement in an area of 10.5sqm which is nominated. It is therefore considered that no permit is required to reduce the bike parking requirement.
51. Clause 52.34-3 also requires that:
 - (a) a bicycle space for an employee or resident must be provided either in a bicycle locker or at a bicycle rail in a lockable compound;
 - (b) a bicycle space for a visitor, shopper or student must be provided at a bicycle rail;
 - (c) a shower be provided at a rate of 1 for the first five employee bike spaces, plus one to each 10 bike spaces thereafter. The 12 space requirement equates to 2 showers (rounding up); and
 - (d) change rooms be provided at a rate of one per shower – equates to a requirement of two change rooms.
52. Female and male change rooms are shown at basement level that could accommodate showers. This is considered to meet the requirement.
53. Clause 52.34-5 requires signage is bike spaces are required. No signage is indicated on the plans but this could be required by way of planning permit condition, should Council support the application.

Clause 52.36 – Integrated Public Transport Planning

54. Clause 52.36-1 requires an application for a residential building containing more than 60 lodging rooms to be referred to the Public Transport Development Authority (currently known as Public Transport Victoria) under section 55 of the Planning and Environment Act 1987.
55. Pursuant to clause 66.03 of the Scheme, Public Transport Victoria (PTV) is a ‘determining referral authority’.
56. The application was referred during both rounds of advertising. A response was only provided to the first round, being that PTV did not object.

Clause 55 - Two or more dwellings on a lot and residential buildings

57. Pursuant to Clause 55 of the Yarra Planning Scheme, the provisions apply for the construction of residential building four storeys or less.

General Provisions

58. The Decision Guidelines of Clause 65 of the Yarra Planning Scheme are relevant to this application and require consideration to be given to a variety of matters including the Planning Scheme policies, the purpose of the zone, orderly planning and the impact on amenity.

State Planning Policy Framework (SPPF)

Clause 10.02 – Goal

59. The State Planning Policy Framework seeks to ensure that the objectives of planning in Victoria (as set out in Section 4 of the Planning and Environment Act 1987) are fostered through appropriate land use and development planning policies and practices which integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development. The objectives of planning in Victoria are:
 - (a) *To provide for the fair, orderly, economic and sustainable use, and development of land;*
 - (b) *To provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity;*

- (c) *To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;*
- (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 facilities for the benefit of the community;*
- (f) *To facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d) and (e); and*
- (g) *To balance the present and future interests of all Victorians.*

Clause 11.04-2 – Housing choice and affordability

60. The objective of the clause is:

- (a) *To provide a diversity of housing in defined locations that cater for different households and are close to jobs and services.*

61. Strategies are:

- (a) *understand and plan for expected housing needs;*
- (b) *reduce the cost of living by increasing housing supply near services and public transport;*
- (c) *facilitate the supply of social housing; and*
- (d) *facilitate the supply of affordable housing.*

Clause 15.01-1 – Urban Design

62. This clause has the following objective:

- (a) *To create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.*

63. Relevant strategies include:

- (a) *Promote good urban design to make the environment more liveable and attractive;*
- (b) *Ensure new development or redevelopment contributes to community and cultural life by improving safety, diversity and choice, the quality of living and working environments, accessibility and inclusiveness and environmental sustainability;*
- (c) *Require development to respond to its context in terms of urban character, cultural heritage, natural features, surrounding landscape and climate; and*
- (d) *Encourage retention of existing vegetation or revegetation as part of subdivision and development proposals.*

Clause 15.01-2 – Urban Design Principals

64. The objective of this clause is:

- (a) *To achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.*

Clause 15.01-4 – Design for safety

65. The objective of this clause is:

- (a) *To improve community safety and encourage neighbourhood design that makes people feel safe.*

66. Relevant strategies include:

- (a) *ensure the design of buildings, public spaces and the mix of activities contribute to safety and perceptions of safety; and*
- (b) *support initiatives that provide safer walking and cycling routes and improved safety for people using public transport.*

Clause 15.01-5 – Cultural identity and neighbourhood character

67. The objective of this clause is:
- (a) To recognise and protect cultural identity, neighbourhood character and sense of place.
68. The strategies are:
- (a) *ensure development responds and contributes to existing sense of place and cultural identity;*
 - (b) *ensure development recognises distinctive urban forms and layout and their relationship to landscape and vegetation; and*
 - (c) *ensure development responds to its context and reinforces special characteristics of local environment and place by emphasising:*
 - (i) *the underlying natural landscape character;*
 - (ii) *the heritage values and built form that reflect community identity; and*
 - (iii) *the values, needs and aspirations of the community.*

Clause 15.02 – Sustainable Development

69. The objective of the clause is:
- (a) *To encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.*
70. Relevant strategies include:
- (a) *improve efficiency in energy use through greater use of renewable energy; and*
 - (b) *support low energy forms of transport such as walking and cycling.*

Clause 15.03-1 – Heritage conservation

71. The objective of the clause is:
- (a) *To ensure the conservation of places of heritage significance.*
72. Relevant strategies include:
- (a) *provide for the conservation and enhancement of those places which are of, aesthetic, archaeological, architectural, cultural, scientific, or social significance, or otherwise of special cultural value;*
 - (b) *encourage appropriate development that respects places with identified heritage values and creates a worthy legacy for future generations;*
 - (c) *retain those elements that contribute to the importance of the heritage place;*
 - (d) *encourage the conservation and restoration of contributory elements;*
 - (e) *ensure an appropriate setting and context for heritage places is maintained or enhanced; and*
 - (f) *support adaptive reuse of heritage buildings whose use has become redundant.*

Clause 16.01-1 Integrated housing

73. The objective of the clause is:
- (a) *To promote a housing market that meets community needs.*
74. Relevant strategies include:
- (a) *increase the supply of housing in existing urban areas by facilitating increased housing yield in appropriate locations, including under-utilised urban land;*
 - (b) *ensure that the planning system supports the appropriate quantity, quality and type of housing, including the provision of aged care facilities;*

- (c) *ensure housing developments are integrated with infrastructure and services, whether they are located in existing suburbs, growth areas or regional towns;*
- (d) *encourage housing that is both water efficient and energy efficient; and*
- (e) *facilitate the delivery of high quality social housing to meet the needs of Victorians.*

Clause 16.01-2 – Location of residential development

75. The objective of the clause is:

- (a) *To locate new housing in or close to activity centres and employment corridors and at other strategic redevelopment sites that offer good access to services and transport.*

76. Relevant strategies include:

- (a) *increase the proportion of housing in Metropolitan Melbourne to be developed within the established urban area, particularly at activity centres, employment corridors and at other strategic sites, and reduce the share of new dwellings in greenfield and dispersed development areas.³;*
- (b) *ensure an adequate supply of redevelopment opportunities within the established urban area to reduce the pressure for fringe development;*
- (c) *facilitate residential development that is cost-effective in infrastructure provision and use, energy efficient, incorporates water efficient design principles and encourages public transport use; and*
- (d) *identify opportunities for increased residential densities to help consolidate urban areas.*

Clause 16.01-4 Housing Diversity

77. The objective of the clause is:

- (a) *To provide for a range of housing types to meet increasingly diverse needs*

78. Relevant strategies include:

- (a) *ensure housing stock matches changing demand by widening housing choice, particularly in the middle and outer suburbs. Encourage the development of well-designed medium-density housing which:*
 - (i) *respects the neighbourhood character;*
 - (ii) *improves housing choice;*
 - (iii) *makes better use of existing infrastructure;*
 - (iv) *improves energy efficiency of housing; and*
 - (v) *support opportunities for a wide range of income groups to choose housing in well serviced locations.*

Clause 16.01-5 – Housing affordability

79. The objective of the clause is:

- (a) *To deliver more affordable housing closer to jobs, transport and services.*

80. Relevant strategies include:

- (a) *Improve housing affordability by:*
 - (i) *...*
 - (ii) *Increasing choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes and to support diverse communities.*
 - (iii) *Promoting good housing and urban design to minimise negative environmental impacts and keep down costs for residents and the wider community.*
 - (iv) *...*

Clause 16.02-3 – Residential aged care facilities

81. The objective of the clause is:
- (a) *To facilitate the timely development of residential aged care facilities to meet existing and future needs.*
82. Strategies include:
- (a) *Ensure local housing strategies, precinct structure plans, and activity centre structure plans provide for residential aged care facilities.*
 - (b) *Encourage planning for housing that:*
 - (i) *Delivers an adequate supply of land or redevelopment opportunities for residential aged care facilities.*
 - (ii) *Enables older people to live in appropriate housing in their local community.*

Clause 16.02-4 – Design and location of residential aged care facilities

83. The objective of the clause is:
- (a) *To encourage well-designed and appropriately located residential aged care facilities.*
84. Strategies include:
- (a) *Recognise that residential aged care facilities contribute to housing diversity and choice, and are an appropriate use in a residential area.*
 - (b) *Recognise that residential aged care facilities are different to dwellings in their purpose and function, and will have a different built form (including height, scale and mass).*
 - (c) *Provide for a mix of housing for older people with appropriate access to care and support services.*
 - (d) *Ensure that residential aged care facilities are located in residential areas, activity centres and strategic redevelopment areas, close to services and public transport.*
 - (e) *Ensure that:*
 - (i) *Proposals to establish residential aged care facilities early in the life of a growth area are in locations that will have early access to services and public transport.*
 - (ii) *Residential aged care facilities are designed to respond to the site and its context.*
 - (iii) *Residential aged care facilities aspire to high urban design and architectural standards.*

Local Planning Policy Framework (LPPF)

Municipal Strategic Statement (MSS)

Clause 21.04-1: Accommodation and housing

85. Clause 21.04-1 describes the challenges facing housing in Yarra this includes:
- (a) *The diverse population of Yarra is valued by the community. In land use terms this will be managed by encouraging the provision of housing for all household structures, and for people with diverse needs. As the population ages, disabilities are becoming more prevalent and a wider range of housing is required. Provision needs to be made for housing that can be adapted to cater for people with disabilities and older persons.*
86. In accommodating new development, the following are under threat and, where possible, must be retained:
- (a) *Housing appropriate for families with children;*
 - (b) *A continued supply of good quality affordable housing. This includes both existing housing stock and new development;*
 - (c) *Rooming house accommodation; and*

(d) *Private and public housing stock and residential care to cater for an ageing population.*

87. Relevant objectives include:

(a) *Objective 1: To accommodate forecast increases in population:*

(i) Strategy 1.1: Ensure that new residential development has proper regard for the strategies applicable to the neighbourhood in question identified in clause 21.08.

(b) *Objective 2: To retain a diverse population and household structure:*

(i) Strategy 2.2: Encourage residential development which allows people to age in their existing homes and communities by supporting a range of housing types; and

(ii) Strategy 2.3 Support the development of new residential care facilities.

Clause - 21.04-5 Parks, gardens and public open space

88. Relevant objective includes:

(a) Objective 13 To provide an open space network that meets existing and future community needs.

(i) Strategy 13.3 Ensure new development does not have a negative impact on adjoining open space.

Clause 21.05-1 - Heritage

89. Relevant objectives include:

(a) Objective 14 To protect and enhance Yarra's heritage places.

(i) Strategy 14.1 Conserve, protect and enhance identified sites and areas of heritage significance including pre-settlement ecological heritage;

(ii) Strategy 14.2 Support the restoration of heritage places;

(iii) Strategy 14.3 Protect the heritage skyline of heritage precincts;

(iv) Strategy 14.4 Protect the subdivision pattern within heritage places;

(v) Strategy 14.5 Protect the significant landscape and heritage within streets, parks, gardens, waterways or other open spaces;

(vi) Strategy 14.6 Protect buildings, streetscapes and precincts of heritage significance from the visual intrusion of built form both within places and from adjoining areas; and

(vii) Strategy 14.8 Apply the Development Guidelines for sites subject to a Heritage Overlay policy at clause 22.02.

Clause 21.05-2 – Urban Design

90. The relevant objective is:

(a) *Objective 16 To reinforce the existing urban framework of Yarra:*

(i) *Strategy 16.2: Maintain and strengthen the preferred character of each Built Form Character Type within Yarra.*

(b) *Objective 17 To retain Yarra's identity as a low-rise urban form with pockets of higher development:*

(i) *Strategy 17.1: Ensure that development outside activity centres and not on Strategic redevelopment Sites reflects the prevailing low-rise urban form.*

(c) *Objective 19 To create an inner city environment with landscaped beauty:*

(i) *Strategy 19.1 Require well resolved landscape plans for all new development;*

(ii) *Strategy 19.2 Encourage opportunities for planting suitable trees and landscape areas in new development;*

- (iii) *Strategy 19.3 Encourage the retention of mature vegetation; and*
- (iv) *Strategy 19.4 Protect mature and healthy flora species where they have heritage value or are a valued part of the character of an area; and*
- (d) *Objective 20: To ensure that new development contributes positively to Yarra's urban fabric:*
 - (i) *Strategy 20.1: Ensure development is designed having particular regard to its urban context and specifically designed following a thorough analysis of the site, the neighbouring properties and its environs; and*
 - (ii) *Reflect the fine grain of the subdivision pattern in building design where this is part of the original character of the area.*

Clause 21.05-4 - Public environment

91. The relevant objective is:

- (a) *Objective 28 To provide a public environment that encourages community interaction and activity:*
 - (i) *Strategy 28.1 Encourage universal access to all new public spaces and buildings. Strategy;*
 - (ii) *28.2 Ensure that buildings have a human scale at street level;*
 - (iii) *Strategy 28.3 Require buildings and public spaces to provide a safe and attractive public environment;*
 - (iv) *Strategy 28.4 Require new development to consider the opportunity to create public spaces as part of new development;*
 - (v) *Strategy 28.5 Require new development to make a clear distinction between public and private spaces; and*
 - (vi) *Strategy 28.9 Apply the Public Open Space Contribution policy at clause 22.12.*

Clause 21.06-1 – Transport: Walking and Cycling

92. The objective of this Clause is:

- (a) *To provide safe and convenient pedestrian and bicycle environments with the following strategies:*
 - (i) *Strategy 29.1 - Improve pedestrian and cycling links in association with new development where possible;*
 - (ii) *Strategy 29.2 - Minimise vehicle crossovers on street frontages; and*
 - (iii) *Strategy 29.3 - Use rear laneway access to reduce vehicle crossovers.*

Clause 21.06-2 – Transport: Public Transport

93. This objective is

- (a) *To facilitate public transport usage with the following strategy:*
 - (i) *Strategy 30.1 - Require new development that generates high numbers of trips to be easily accessible by public transport.*

Clause 21.06-3 – Transport: The road system and parking

94. This objective seeks to:

- (a) reduce the reliance on the private motor car and to reduce the impact of traffic with the following strategies:
 - (i) *Strategy 32.1 - Ensure access arrangements maintain the safety and efficiency of the arterial and local road networks.*

Clause 21.07.1 – Environmental Sustainability: Ecological Sustainable Development

95. The objective of the clause is:

- (a) *Objective 34 To promote environmentally sustainable development:*
 - (i) *Strategy 34.1 Encourage new development to incorporate environmentally sustainable design measures in the areas of energy and water efficiency, greenhouse gas emissions, passive solar design, natural ventilation, stormwater reduction and management, solar access, orientation and layout of development, building materials and waste minimisation; and*
 - (ii) *Strategy 34.3 Apply the Environmentally Sustainable Development policy at clause 22.17.*

Clause 21.08 - Neighbourhoods

Clause 21.08-4 Clifton Hill

96. The subject site is included in the Clifton Hill Neighbourhood which is relevantly described as follows:

- (a) *this largely residential neighbourhood has good public open space including the parklands associated with the Yarra River and Merri Creek to its east and Darling Gardens and Mayors Park located within the neighbourhood. Clifton Hill has two neighbourhood activity centres. The Spensely Street centre is a small convenience centre based around the intersection of Spensely and Berry streets. The centre has a village atmosphere and an attractive streetscape and landscaping. There is limited scope for more intense development of this centre. The Queens Parade centre is a mixed use centre with strong convenience retailing. There is an opportunity to create stronger linkages between the community facilities to the east and the centre.*

97. The implementation of built form strategies in clause 21.05 includes:

- (a) *supporting development that maintains and strengthens the preferred character of the relevant Built Form Character type; and*
- (b) *maintaining the visual prominence of the Spire of St Johns and the Shot Tower.*

98. Figure 12 – Built form character map: Clifton Hill shows the site within a Heritage Overlay area. The relevant objective is to ensure than development does not adversely affect the significance of the heritage place.

Relevant Local Policies

Clause 22.02 – Development Guidelines for Sites Subject to the Heritage Overlay

99. The subject site is located within the South Fitzroy Heritage Precinct. The 2007 City of Yarra Review of Heritage Overlay Areas study by Graeme Butler & Associates lists the former church building at 160 Gold Street as ‘contributory’ to the precinct. The buildings at 1 and 1A South Terrace are graded ‘not contributory’.

The relevant objectives of this Clause are:

- (a) *to conserve Yarra’s natural and cultural heritage;*
- (b) *to conserve the historic fabric and maintain the integrity of places of cultural heritage significance;*
- (c) *to retain significant view lines to, and vistas of, heritage places;*
- (d) *to preserve the scale and pattern of streetscapes in heritage places; and*
- (e) *to ensure that additions and new works to a heritage place respect the significance of the place.*

100. Clause 22.02-5.1 Demolition (Full demolition or Removal of a Building) outlines that it is policy to (relevantly):

- (a) generally encourage the retention of a building in a heritage place, unless:

- (i) the building is identified as a contributory building, and*
 - (ii) new evidence has become available to demonstrate that the building does not possess the level of heritage significance attributed to it in the incorporated document, City of Yarra Review of Heritage Areas 2007 Appendix 8, revised September 2015; and*
 - (b) the building does not form part of a group of similar buildings;*
 - (c) Note: The poor condition of a heritage place should not, in itself, be a reason for permitting demolition; and*
 - (d) an application for demolition is to be accompanied by an application for new development.*
101. Clause 22.02-5.7 (New Development, Alterations or Additions) outlines that it is policy to (relevantly):
- (a) encourage the design of new development and alterations and additions to a heritage place or a contributory element to a heritage place;*
 - (b) respect the pattern, rhythm, orientation to the street, spatial characteristics, fenestration, roof form, materials and heritage character of the surrounding historic streetscape;*
 - (c) be articulated and massed to correspond with the prevailing building form of the heritage place or contributory elements to the heritage place;*
 - (d) be visually recessive and not dominate the heritage place;*
 - (e) be distinguishable from the original historic fabric;*
 - (f) not remove, cover, damage or change original historic fabric;*
 - (g) not obscure views of principle façades;*
 - (h) consider the architectural integrity and context of the heritage place or contributory element;*
 - (i) encourage setbacks from the principal street frontage to be similar to those of adjoining contributory buildings; where there are differing adjoining setbacks, the greater setback will apply; and*
 - (j) encourage similar façade heights to the adjoining contributory elements in the street. Where there are differing façade heights, the design should adopt the lesser height.*
102. Clause 22.02-5.7.2 Specific Requirements (where there is a conflict or inconsistency between the general and specific requirements, the specific requirements prevail):
- (a) corner sites and sites with dual frontages:*
 - (i) encourage new building and additions on a site with frontages to two streets, being either a corner site or a site with dual street frontages, to respect the built form and character of the heritage place and adjoining or adjacent contributory elements to the heritage place; and*
 - (ii) encourage new buildings on corner sites to reflect the setbacks of buildings that occupy other corners of the intersection; and*
 - (b) front fences and gates:*
 - (i) encourage front fences and gates to be designed to:*
 - a. allow views to heritage places or contributory elements from surrounding streets;*
 - b. be a maximum of 1.2 metres high if solid or 1.5 metres high if more than 50% transparent (excluding fence posts); and*
 - c. be consistent with the architectural period of the heritage place or contributory element to the heritage place; and*

- (c) *ancillaries and services:*
- (i) *encourage ancillaries or services such as satellite dishes, shade canopies and sails, access ladders, air conditioning plants, wall and roof top mounted lighting, roof top gardens and their associated planting, water meters, and as far as practical aerials, to contributory or significant buildings, to be concealed when viewed from street frontage;*
 - (ii) *where there is no reasonable alternative location, ancillaries and services which will reduce greenhouse gas emissions or reduce water consumption, such as solar panels or water storage tanks, or provide universal access (such as wheel chair ramps), may be visible but should be sensitively designed;*
 - (iii) *encourage ancillaries or services in new development to be concealed or incorporated into the design of the building; and*
 - (iv) *encourage ancillaries or services to be installed in a manner whereby they can be removed without damaging heritage fabric.*

Clause 22.03 – Landmarks and tall structures

103. The objective of the policy is:
- (a) *to maintain the prominence of Yarra's valued landmarks and landmark signs.*
104. It is policy at clause 22.03-3 to:
- (a) *maintain the prominence of Yarra's valued landmark signs;*
 - (b) *protect views to the silhouette and profile of Yarra's valued landmarks to ensure they remain as the principal built form reference; and*
 - (c) *ensure the profile and silhouette of new tall structures adds to the interest of Yarra's urban form and skyline.*
105. The shot tower on Alexandra Parade, Clifton Hill is nominated at clause 22.03-4 as a landmark for the purposes of this policy. The shot tower is located approximately 200m south of the subject site.

Clause 22.16 Stormwater Management (Water Sensitive Urban Design)

106. Clause 22.16-3 requires the use of measures to “improve the quality and reduce the flow of water discharge to waterways”, manage the flow of litter from the site in stormwater and encourage green roofs, walls and facades in buildings where practicable.

Clause 22.17 Environmentally Sustainable Design

107. The overarching objective of this clause is that development should achieve best practice in environmentally sustainable development from the design stage through to construction and operation. Clause 22.17-2 outlines particular elements that that should be addressed in satisfying the overarching objective including (each element containing their own objectives):
- (a) energy performance;
 - (b) water resources;
 - (c) indoor environmental quality;
 - (d) stormwater management;
 - (e) Transport;
 - (f) Waste Management; and
 - (g) Urban Ecology.

108. It is noted that clause 22.17-7 states that the application requirements of clause 22.17-4, do not apply to applications received before the requirement was introduced into the Yarra Planning Scheme. That date was 19 November 2015. Given the application was received on 23 October 2014, this 'transitional arrangement' applies. Notwithstanding the transitional arrangement, the applicant has provided an SMP and the remainder of the clause i.e. the objectives and decision guidelines are relevant considerations.

Relevant Reference Documents

Plan Melbourne: Metropolitan Planning Strategy

109. Plan Melbourne provides a series of directions for the growth of the city into the future. Relevant directions are:
- (a) *Direction 1.1 Define a new city structure to deliver an integrated land use and transport strategy for Melbourne's changing economy;*
 - (b) *Direction 1.5 Plan for jobs closer to where people live;*
 - (c) *Direction 1.6 Enable an investment pipeline of transit oriented development and urban-renewal;*
 - (d) *Direction 2.1 Understand and plan for expected housing need;*
 - (e) *Direction 2.2 Reduce the cost of living by increasing housing supply near services and public transport;*
 - (f) *Direction 4.7 Respect our heritage as we build for the future; and*
 - (g) *Direction 4.8 Achieve and promote design excellence.*

Advertising

110. The application was advertised twice under the provisions of Section 52 of the *Planning and Environment Act, 1987* by letters sent to surrounding owners and occupiers and by a sign displayed on site. The first round of advertising involved 69 letters being sent with three signs on site. The second round involved 105 letters being sent and again, three signs on site.
111. At the time of writing, Council had received 59 objections to the application. The grounds of the objections are summarised as follows:
- (a) demolition of the existing church on site at 160 Gold Street loss of space for community uses;
 - (b) the proposal does not integrate with the heritage overlay or neighbourhood character;
 - (c) excessive height and overdevelopment of the site;
 - (d) unreasonable off-site amenity impacts (loss of daylight, overshadowing, overshadowing etc.);
 - (e) lack of detail on plans;
 - (f) lack of compliance with applicable Rescode standards (setbacks, height, overshadowing);
 - (g) not enough space provided for the number of residents and issues with emergency access with the use of lifts;
 - (h) unreasonable internal amenity for occupants;
 - (i) concerns with viability of proposed landscaping, along with concerns with degree of vegetation removal;
 - (j) potential issues with vehicle access to the site;
 - (k) lack of provision for bicycles;
 - (l) potential structural impacts during the construction phase, along with issues with the length/timing of construction and traffic and car parking impacts;
 - (m) impacts on surrounding traffic and parking;

- (n) impacts on energy efficiency of adjacent sites; and
 - (o) unexplained and unjustified expansion of Clifton Hill/Gold Street Primary.
112. At the time of writing, Council has received 10 letters of support were also received. Reasons for support include:
- (a) the development will provide upgraded facilities for increasing population including school aged children;
 - (b) the proposed building is an appropriate design for the area;
 - (c) will assist in providing extra space needed for the Clifton Hill Primary School;
 - (d) social and community benefits from greater amount of affordable accommodation for the elderly and additional space for the Clifton Hill Primary School, as well as intergenerational interaction and education between school students and residents of the aged care facility;
 - (e) the development would allow people to stay in the area as they age;
 - (f) will increase diversity in the area; and
 - (g) the existing church is an eye sore and can be demolished.

Referrals

External Referrals

Public Transport Development Authority (currently known as Public Transport Victoria (PTV))

113. PTV commented that they did not object to the originally adverted proposal and did not respond to a referral for the amended proposal.

City West Water

114. The application was sent to City West Water as part of the public notification process (not a formal referral under Section 55 of the Planning and Environment Act) given the proposed removal of a sewerage easement.
115. City West Water did not object but recommended a number of conditions. These relate to entering agreements with the water authority for the removal of sewage and fresh water supply. Given the site is in an established residential area, it is considered that these services can readily be provided and these conditions are not required to be placed on any permit issued.

Heritage Consultant – Mr Geoff Ashley, Director – Context P/L

116. An external heritage consultant was commissioned by Council to provide a 'second opinion' on the proposed demolition of the former church building. This was undertaken at the request of objectors and considered appropriate given the 'contributory' grading of the building and complexities regarding evident modifications and associated impacts. This external advice compliments that of Council's Heritage Advisor which is also provided in this report.

Comments

Background

117. *This heritage advice report was requested to provide an assessment and opinion as to whether the building at 160 Gold Street Clifton Hill should retain its current Contributory status, as per the City of Yarra Review of Heritage Overlay Areas 2007.*
118. *We understand the building is currently part of a permit application that includes the full demolition of this building. The current Contributory listing resulted from evidence to the C85 Panel by consultant Graeme Butler who concluded that the original Heritage Review 2007 assessment of Not Contributory should be changed to Contributory, based on new evidence.*
119. *The Heritage Advice by Diahnn McIntosh for PLN14/0678 dated 29 December 2014 concludes that the 2008 assessment is erroneous and that the status be amended to Not Contributory.*

Methodology

120. *This advice has been prepared by Geoff Ashley, Director, Context Pty Ltd and is based on the following:*
- (a) *review of relevant reports;*
 - (b) *a site inspection of both the exterior and interior of the building; and*
 - (c) *some additional research.*

Findings

121. *In our opinion, there is abundant physical evidence to conclude that the building is the St Andrews Sunday School that was constructed in 1905 and that it had minor modifications made in the late twentieth century for adaptive reuse as a church following the demolition of the 1885-1916 St Andrews Church in 1975. There is also stylistic evidence and other documentary evidence (including from our brief research) that we believe supports this assessment. This assessment supports the report by Graeme Butler that the work to the c1905 building was undertaken in 1975 to the design of LV Connell when the hall was converted for use as a church.*
122. *The recent re-assessment in the permit application advice report appears to rely on a Water Board plan dated 1901 (p2 of the report) superimposed over a current aerial photo to show that they cannot be the same building. While it is true and they are not the same, this is because the weatherboard building shown on site in 1901 was most likely removed for the construction of new brick St Andrews Sunday School in 1905 that still substantially exists.*
123. *Our opinion is that the St Andrews Sunday School was adapted to be a church in c1975 by the modification of its gable street frontage to create a recessed entrance (Figure 7), new windows added towards the rear of the south side and new windows and a door added to the north side associated with an brick wall enclosed courtyard. The roofing and roof sheeting and gutters were renewed at that time and the interior modified with plasterboard walls to create toilets and kitchen to support the church use (Figure 8).*
124. *It is our opinion, not only does the building have Contributory value as evidence of the former St Andrews Church complex, it is also significant as the only remaining structure from that complex and one that was converted for use as a church when the earlier church was demolished. It is therefore possible that the building could be found to be Individually Significant.*

Basis of Assessment

Foundation Stone

125. *There is a foundation stone (Figure 1) at the Gold Street frontage of the building for the St Andrews Sunday School October 1905—this appears to be in its original location.*
126. *On the opposite side of the entrance is the relocated foundation stone and with an additional explanatory sign for the St Andrews Church 1916 that was demolished in 1975 for the new hostel (Figure 2).*

Stylistic Assessment

127. *The building is a classic early twentieth century brick church hall with its use of a rectangular gable roofed form of austere neo-classical design and with semicircular headed windows (Figure 3).*

Brickwork

128. *The bricks are typical of early twentieth century face red bricks with a slight sheen on the surface. The use of Colonial Bond coursing is an indicator of a solid brick wall without a cavity, as would have been typical if it was constructed in the later twentieth century. Also the mortar is medium hard with a high proportion of sand and other impurities and not hard cement mortar that is found on the stretcher bond entrance area that has tooled hard mortar and stretcher bond brickwork. There are also angled bricks at the base of the walls that are typical Federation period details (Figure 4). Where the new windows have been inserted (see below) thin floor tiles are used at the foundation step out at ground level.*

Window Joinery

129. *The original window joinery has rounded mouldings of the Federation period windows (see Figure 2).*

Paint Layers

130. *In the rear north room of the church the internal window sill has many layers of paint—the lowest being a mid-stone colour typical of the Federation period (Figure 5). The white paint generally on internal walls has a patina of age whereas the white painted sections of new work, such as the entry, are over a cement wash.*

Documentary Evidence—Historic Photographs

131. *The photo of the 1916 St Andrews Church on p2 of the PLN heritage advisors report shows the Sunday School building at the right hand side – its gable form and narrow vertical windows are very similar to what is still there.*
132. *A 1940s aerial photo in the State Library of Victoria has been enlarged as shown in Figure 6 – while not very clear it shows the regular rectangular form of the current building (Figure 6)*

Building Changes

133. *As noted above, hard mortar is used in new brickwork – this is visible where the gable has been cut out to form an entrance (Figure 7). Interior changes include the new side windows at the rear having semi-circular headed windows whereas the originals are square headed windows inside a curved opening (see Figure 8).*

Recommendations:

- (a) *retain the Contributory status for 160 Gold Street Clifton Hill within the City of Yarra Planning Scheme;*
- (b) *undertake further historic research to more specifically identify the changes made to the building in c1975; and*
- (c) *advise the applicant for PLN14/0678 of the finding that confirms its heritage status and request that on this basis that they consider revision of the scheme to retain the former St Andrews Sunday School, later St Andrews Church, 160 Gold Street Clifton Hill.*

Internal Referrals

Heritage Advisor

Assessment of Proposed Works:

Comments Regarding Proposed Demolition:

134. *The extent of demolition proposed by this application has not changed. All of the existing built structures on the site are to be demolished.*
135. *The key consideration for assessing this aspect of the works is whether the proposed demolition will adversely affect the significance of the broader heritage precinct.*
136. *The main development period evident in the heritage overlay is that of the Victorian-era with a substantial contribution from the Edwardian-period. There is also a contribution from some well-preserved inter-war buildings and individually significant places of all eras.*

137. *The main hostel building and the associated vicarage appear to date from the 1970s and are of no heritage significance. Demolition of these structures is of no heritage concern.*
138. *The oldest building on the site is the former St Andrews Sunday School Hall that fronts Gold Street. The red gable-roofed building, which was constructed in 1905, has been identified as being of contributory significance. It replaced the earlier school room constructed in the 1870s. The hall was modified in 1975 when it was converted to a church. The modifications included a number of external changes including a new western facing street façade, alterations to the roof and changes to various window openings.*
139. *The Lovell Chen assessment suggests that due to the extent of changes to its facade, the former hall, now church, does not currently present to the street as a building of c.1905 architectural character. Instead, it claims that the building presents as a modified heritage building with a substantial change to its principal façade. Although it acknowledges that the building provides a link to the history of the St Andrews church site, the Lovell Chen statement claims that the loss of all the other church buildings on the site has diminished the significance of the modified building to be understood as part of a complex.*
140. *The Context assessment suggests that the extent of changes to the former hall is far more minor in nature. It similarly identifies the building as being the only remaining structure from the former St Andrews Church complex however it claims conversely that this makes the building more historically significant.*
141. *The main points of difference between the various heritage assessments that have been prepared in regard the former St Andrews Sunday School Hall are:*
 - (a) *the impact of the various modifications carried out in 1975; and*
 - (b) *the significance of the building as the last remaining structure associated with the former St Andrews church complex.*
142. *While its form, scale and materials may be generally reflective of its Edwardian origins, it is cannot be denied that the current appearance of the church building makes a contemporary contribution to the historic character of Gold Street. Those building details that actually help to identify the building as an Edwardian building are not generally visible from the street. In this regard, it is considered that due to the extent of changes that have been carried out on its façade, the subject building makes a very limited contribution to the historic character and appearance of the street or the precinct as a whole.*
143. *In regard to its historical significance, it is accepted that the church building is the last remaining component of the former St Andrew church complex. Without any other original associated church buildings, it is however considered difficult to appreciate this aspect of the building's significance. The building's contemporary appearance also does little to promote the history of the site.*
144. *In conclusion, it is considered that the full demolition of the former St Andrews Sunday School Hall, together with all other built structures on the site, will have little, if any, impact on the significance of the heritage precinct which is predominantly characterised by Victorian style buildings with a substantial contribution from the Edwardian-period.*

Comments regarding new development:

145. *The extent of new works proposed by this application includes development of four-storey nursing facility.*
146. *The key consideration for assessing this aspect of the works is whether the proposed development will:*
 - (a) *adversely affect the significance of the broader heritage precinct; and*
 - (b) *be in keeping with the character and appearance of nearby buildings of contributory significance.*

Setbacks:

147. *The amended front setback for the new development will be about 6 metres from South Terrace and about 3.3 metres from Gold Street.*

148. *Along South Terrace the front setbacks of the adjacent properties vary between 4.3 and 9 metres. The average along this part of South Terrace is 6 metres. It is therefore considered that the proposed setback of 6 metres from South Terrace as amended is appropriate.*
149. *Along Gold Street, the front setbacks of the adjacent properties vary between 1 and 5 metres. The average along this part of South Terrace is 3 metres. The proposed setback of 3.3 metres at ground level is unchanged from the previous proposal and continues to remain acceptable.*
150. *The proposed side setback for the new development at ground level will vary between about 4.2 and about 5.0 metres from the adjoining properties. These setbacks continue to be acceptable on the basis that there is no distinct pattern of side setbacks amongst the adjacent properties and historically, the buildings that originally stood on the subject site were not attached to the side boundaries.*

Scale/height:

151. *The scale of the amended development has been increased to four-stories.*
152. *From the street frontage, the proposed development will continue to have a predominantly three-storey presence that will be consistent with the existing hostel building on the site. The proposed setback of the additional fourth floor level has been designed to minimise its visibility within both streetscapes, although it will at least partially visible from more distant viewing points on the opposite sides of the streets, such as from the Darling Gardens and the Clifton Hill school grounds.*
153. *The immediately adjoining properties along both street frontages are predominantly single-storey, although there is a scattering of two-storey properties along South Terrace. The only three-storey development in the area (other than the existing hostel building) is located nearby at 195-199 Gold Street that has been designed to look like a two-storey building with roof attics. There are no four-storey buildings in the area.*
154. *Ideally, the proposed new development should adopt a façade height that is generally consistent with adjacent buildings of contributory heritage value. Given that there is a mix of single and double-storey buildings, a façade height equivalent to a typical two-storey building would appear to be most appropriate, at least closer to the street frontage and the side boundaries where the dramatic change in height would be most evident.*
155. *NOTE: It is acknowledged that the previous proposal included a three-storey built height adjacent to the single-storey dwelling along Gold Street. This dramatic change of scale was less apparent in drawings associated with the previous proposal. It is therefore preferable for the south-west corner of the proposed new building to be reduced in scale to provide a transition between the differing building heights. The proposed setback from the southern boundary does however go some way towards reducing the impact of the proposed three-storey built height.*
156. *The image below shows a suggestion on how the massing and heights of the proposed new development might provide a better transition to the heights of the adjacent heritage properties. It is also considered that the visual impact of the fourth floor level from further afield should be reduced to a greater degree by increasing the setbacks from the street frontages.*



Above: Suggested scale and massing

Appearance:

157. The amended facade detailing for the development is considered less institutional in appearance than the previous proposal. The introduction of face brickwork as a second wall material has broken the visual impact of the building mass done to some degree although the extent of dark coloured rendered wall finishes needs to be minimised to ensure that it does not dominate the streetscape.

Recommendations:

158. On heritage grounds, the proposed works as amended in this application should be modified prior to further consideration. Suggested changes are:
- (a) that the scale and massing of the proposed new development should consider responding to the adjacent contributory properties by creating a transition from both the front and side boundaries;
 - (b) that the fourth floor level must be further setback to minimise or preferably eliminate its visibility from the nearby school grounds and the public gardens; and
 - (c) the façade treatment of the proposed new building must minimise the extent of dark coloured render wall finishes, especially fronting the streets.

Other comments:

159. As previously indicated, it is considered that full details of what is proposed for the area currently occupied by the three-storey building are missing from this application.

Urban Design Unit

Summary

160. This proposal is generally supported in its current form. However, the following modifications should be considered and/or additional information provided:
- (a) it should be noted that an indicative plan and/or 3D model for the redevelopment of the entire site including the intent for the area of land currently occupied by Sambell Lodge would allow for a more thorough review of the current proposal;
 - (b) increase the extent of ground level glazing to the Gold Street frontage which would further enhance passive surveillance;
 - (c) greater consistency and clarification of the façade design and streetscape fit; and

(d) changes to the material and colour, in particular the use of dark render.

161. There are no capital works approved or proposed within the area of the subject site.

Built form and massing

162. The application proposes full demolition of the existing buildings in phases and construction of a four storey residential aged care facility located behind the existing Sambell Lodge. The built form and massing comprises an 'L' shaped form along the eastern and southern site boundaries with a series of shallow pitched roofs. The building height is approximately 12.8m however the maximum building height is difficult to determine as RL's are only provided for the ground floor level which does not take account of the fall across the site.

163. Compared to the previous application, the basement area has increased and there are relatively minor modifications to the ground, first and second floor plans with the most significant change being the inclusion of an additional level. While this increases the overall building height, the additional massing is located towards the centre of the site with significant setbacks from South Terrace, Gold Street and the site boundaries abutting neighbouring properties. Further articulation of the built form and massing is provided through steps, projections and setbacks in the plan.

164. Given that there is little change at the lower levels and the additional upper level includes significant setbacks, the built form and massing are generally acceptable.

Building layout and interface

165. The building layout and interface are generally acceptable. Setbacks to South Terrace and Gold Street respond to both the Sambell Lodge frontages and the pattern of front setbacks to residential dwellings within the immediate surrounds. The primary entrance from Gold Street is clearly legible with a separate vehicle entrance from South Terrace. While the upper levels provide opportunities for passive surveillance of the street, consideration should be given to increasing the extent of ground level glazing to the Gold Street frontage which would further enhance passive surveillance.

Façade design and streetscape fit

166. Further consideration should be given to the façade design and streetscape fit. The use of vertical elements on the north elevation (South Terrace) is successful in establishing a façade rhythm that responds to the subdivision pattern of adjoining properties. However, on the west elevation (Gold Street) there is less consistency in the use and extent of the vertical elements which only occur between the first and second floor. It is recommended that a consistent approach to establishing a vertical façade rhythm is developed for both street elevations.

167. Additionally, the 3D view (Artists Impression SOUTH TERRACE) indicates that the vertical elements extend to the underside of the soffit whereas the elevations indicate that they terminate in line with the top of the window frames at level 2. Clarification should be provided given that terminating the vertical elements prior to the underside of the soffit will result in a less consistent vertical subdivision of the façade.

Material and colour

168. While the use of face brickwork is supported, further consideration should be given to the material and colour. The use of different materials within one vertical 'bay' somewhat undermines the façade rhythm that is established by the vertical fins.

169. Additionally, the use of dark render should be reconsidered, especially adjacent to 158 Gold Street. This street interface has the greatest variation in height between the proposed development and the existing dwelling. While this transition is acceptable given the 5m side setback, the dark render places emphasis on the corner of the façade adjacent to 158 Gold Street and should therefore be replaced with a lighter colour (e.g. refer to the use of material and colour at the interface with 2 South Terrace).

Internal/external amenity

170. The internal/external amenity is generally acceptable.

Engineering Services Unit

Car Parking Provision and Development Traffic

- 171. The proposed aged care facility would accommodate 117 beds and 35 on-site car parking spaces.
- 172. Under the provisions of Clause 52.06-5 of the Yarra Planning Scheme, the development’s parking requirements are as follows:

Proposed Use	Quantity/Size	Statutory Parking Rate	No. of Spaces
Residential Aged Care Facility	117 rooms	0.3 spaces per lodging room	35 spaces

- 173. The statutory car parking requirements for the aged care facility will be met on-site and hence a dispensation in car parking is not required.
- 174. To determine the traffic generation of the site, Traffix Group has used the RTA NSW Guide to traffic generating developments (issue 2.2) – a reputable source. Daily vehicle trip generation ranges from 1 to 2 trips per dwelling per day and the evening peak hour would range from 0.1 to 0.2 trips per dwelling per day.
- 175. The proposed development is expected to generate 117 to 234 vehicle trips per day, including 12 to 23 vehicle trips per evening peak hour. As indicated by Traffix Group, this traffic will not all be new traffic, as it would also incorporate the existing 43 residents currently on site.
- 176. If the upper end of the range is adopted, there could be up to 23 vehicles entering and exiting the development during evening peak hour. It is agreed that the level of traffic generated by this site should not adversely impact on the traffic operation of the surrounding road network.

Access Arrangements

Vehicle Crossing

- 177. The Ground Floor Plan prepared by Baumgart Clark Architects (Drawing No. 1516.03 Revision F dated 5 October 2015) shows the position of the new vehicle crossing clear of the existing road hump and kerbed islands. To confirm the adequacy of turning movements into and out of the property, swept path diagrams using the B99 design vehicle should be provided.
- 178. The construction of a new vehicle crossing on the south side of South Terrace must be constructed in accordance with Council’s Standard Drawings and engineering requirements.
- 179. The edges of the new vehicle crossing must be perpendicular to the road alignment of South Terrace. The eastern edge of the vehicle crossing must be clear of the existing cable stay of the electricity pole.
- 180. In providing a new vehicle crossing for the site, the applicant will be required to prepare a detailed cross sectional drawing of the new vehicle crossing, the actual road profile and the ramped driveway. The cross sectional drawing and ground clearance check must be submitted to Council’s Construction Management branch for assessment and approval.

Pedestrian Sight Lines at Development Entrance

- 181. The western edge of the entrance contains a visibility splay as required in Design standard 1 – Accessways of Clause 52.06-8 of the Yarra Planning Scheme. However, on the eastern edge, the full extent of the splay falls short due to the eastern boundary fence.
- 182. Traffix Group has suggested that the eastern boundary fence be a height less than 900 mm for the first 1.0 metre inside the property. Alternatively, it was suggested that a mirror be installed. There no objection to either of these suggested items in order to optimise pedestrian sight lines along the South Terrace footpath.

Ramped Driveway

- 183. *The ramped driveway comprises a flat section angled for the first 4.0 metres inside the property, followed by a 5.0 metre section at a grade of 1 in 10, a 10 metre long section at 1 in 5 and a 5.0 metre long section at 1 in 10. The driveway has a clear width of 3.0 metres with additional 300 mm kerbs on either side.*
- 184. *The ramp grades and changes of grade satisfy Design standard 3: Gradients.*
- 185. *The width of the driveway satisfies the Australian/New Zealand Standard AS/NZS 2890.1:2004.*
- 186. *Although stated in the Traffix Group report, the minimum headroom clearances at critical points along the ramp should be depicted on the drawings.*

Internal Layout

- 187. *Although the Traffix Group report indicates that the parking bays and aisle satisfy the Yarra Planning Scheme, the spaces and aisles have not been dimensioned on the drawings. These items should be dimensioned on the drawings.*
- 188. *Column setbacks from the aisle have not been dimensioned or specified.*
- 189. *The opening between spaces 7 and 8 has not been dimensioned.*
- 190. *The blind aisle extension at the north end of the car park has not been dimensioned.*
- 191. *The disabled car parking space appears to have been designed in accordance with the superseded standard that is no longer in use. The disabled parking space must be designed in accordance with the Pa*
- 192. *The swept path diagrams provided for space 18 at the south blind aisle end are considered satisfactory. The width of this end bay must be dimensioned on the drawings.*
- 193. *Headroom clearance should be shown within the car park, especially for space 34 which has a flight of stairs above.*

Access Ramp Signalling System

- 194. *The traffic signal system described in the Traffix Group report is considered satisfactory and there is no objection to its use.*
- 195. *Summary of design items to be addressed*

Item	Details
Ground Clearance - Vehicle Crossing and Ramped Driveway	<i>The applicant must prepare and submit a 1 in 20 scale cross sectional drawing of the development's vehicular entrance, showing the actual reduced levels (not interpolated levels from the application drawings) of the South Terrace road profile, including the building line, lip, invert and top of kerb levels. The existing road profile of South Terrace (centre line to south side) and the driveway inside the property must be accurately drawn. The applicant must demonstrate by way of a ground clearance check that vehicles can traverse the new vehicle crossing and driveway without scraping or bottoming out. The 1 in 20 scale cross sectional drawing must be submitted to Council's Construction Management branch for assessment and approval.</i>
Vehicle Crossing	<i>The edges of the new vehicle crossing must be perpendicular to the alignment of South Terrace. The crossing width must be dimensioned on the drawings. Swept path diagrams using the B99 design vehicle should be submitted for vehicle turning movements into and out of the crossing/driveway.</i>

<i>Cable Stay of Electricity Pole</i>	<i>The vehicle crossing must be clear of the electrical pole's cable stay.</i>
<i>Eastern Boundary Fence</i>	<i>To be at a height lower than 900 mm for the first 1.0 metres inside the property as per the Traffix Group report. If this cannot be achieved, a mirror could be installed.</i>
<i>Redundant Vehicle Crossings</i>	<i>All redundant vehicle crossings must be depicted on the drawings with an annotation to have them demolished and reinstated by the Permit Holder and to Council's satisfaction.</i>
<i>Headroom Clearance</i>	<i>Headroom clearance at critical points along the ramped driveway and within the car park should be dimensioned on the drawings.</i>
<i>Parking Spaces and Aisles</i>	<i>Must be dimensioned on the drawings and satisfy Design standard 2: Car parking spaces of Clause 52.06-8. This includes width of Bay 18.</i>
<i>Column Setbacks from Aisle</i>	<i>The column setbacks should satisfy Diagram 1 Clearance to parking spaces in Clause 52.06-8 and be dimensioned or annotated on the drawings.</i>
<i>Blind Aisle Extension and Opening to Car Park</i>	<i>The blind aisle extension at the north end of the car park and the opening between spaces 7 and 8 should be dimensioned.</i>
<i>Disabled Car Parking Space</i>	<i>The disabled car parking space and associated shared area must be designed in accordance with the Australian/New Zealand Standard AS/NZS 2890.6:2009.</i>

Capital Works Programme

196. A check of the Capital Works Programme for 2015/2016 indicates that no infrastructure works have been approved or proposed within the area of the site at this time.

Building Works and Impact on Council Road Assets

197. The construction of the new building, the provision of underground utilities and construction traffic servicing and transporting materials to the site will impact on Council assets. Trenching and areas of excavation for underground services invariably deteriorates the condition and integrity of footpaths, kerb and channel, laneways and road pavements of the adjacent roads to the site.

198. It is essential that the developer rehabilitates/restores laneways, footpaths, kerbing and other road related items, as recommended by Council, to ensure that the Council infrastructure surrounding the site has a high level of serviceability for residents and visitors of the site.

Engineering Conditions

199. The following items must be included in the Planning Permit for this site:

Pedestrian Entrances

200. All pedestrian access must be constructed to a level no steeper than 1 in 40 from the building line to the top of kerb.

Civil Works – South Terrace

201. Upon the completion of all building works and connections for underground utility services, the footpath immediately outside the property's South Terrace road frontage must be reconstructed to Council's satisfaction and at the Permit Holder's expense.

Civil Works – Gold Street

202. Upon the completion of all building works and connections for underground utility services, the footpath immediately outside the property's Gold Street road frontage must be reconstructed to Council's satisfaction and at the Permit Holder's expense.
203. The existing concrete kerb and channel (from southern boundary of the site to the kerb extension at the intersection with South Terrace) must be demolished and replaced with a bluestone kerb and channel to Council's satisfaction and at the Permit Holder's expense.
204. The existing side entry pit on the property's Gold Street frontage (located some 6.0 metres north of the site's southern boundary) be made safe and to the satisfaction of Council. The cost of these pit repair works shall be borne by the Permit Holder.

Redundant Vehicle Crossings

205. All redundant vehicle crossings along the property's road frontages must be demolished and reinstated with paving, kerb and channel to Council's satisfaction and the Permit Holder's cost.

Cross Sectional Drawing and Ground Clearance Check of Development Entrance

206. The applicant must prepare and submit a 1 in 20 scale cross sectional drawing of the development's vehicular entrance, showing the actual reduced levels (not interpolated levels from the application drawings) of the South Terrace road profile, including the building line, lip, invert and top of kerb levels. The existing road profile of South Terrace (centre line to south side) and the driveway inside the property must be accurately drawn. The applicant must demonstrate by way of a ground clearance check that vehicles can traverse the new vehicle crossing and driveway without scraping or bottoming out. The 1 in 20 scale cross sectional drawing must be submitted to Council's Construction Management branch for assessment and approval.

Construction Management Plan

207. A Construction Management Plan must be prepared and submitted to Council. The Plan must be approved by Council prior to the commencement of works. A detailed dilapidation report should detail and document the existing and post construction conditions of surrounding road infrastructure and adjoining private properties.
208. The Construction Management Plan for the site must also take the following into account:
- (a) If any existing public lighting assets require temporary disconnection, alternative lighting must be provided to maintain adequate lighting levels. A temporary lighting scheme can only be approved by Council and relevant power authority.
 - (b) Existing public lighting could only be disconnected once temporary alternative lighting scheme becomes operational.
 - (c) A temporary lighting scheme must remain operational until a permanent lighting scheme is reinstated.

Road Asset Protection

209. Any damaged roads, footpaths and other road related infrastructure adjacent to the development site as a result of the construction works, including trenching and excavation for utility service connections, must be reconstructed to Council's satisfaction and at the developer's expense.

Public Lighting

210. *The developer must ensure that light projected from any existing, new or modified lights does not spill into the windows of any new dwellings or any existing nearby residences. Any light shielding that may be required shall be funded by the Permit Holder.*

Impact of Assets on Proposed Development

211. *Any services poles, structures or pits that interfere with the proposal must be adjusted, removed or relocated at the owner's expense after seeking approval from the relevant authority.*

Drainage

212. *The applicant must apply for a Legal Point of Discharge under Regulation 610 – Stormwater Drainage of the Building Regulations 2006 from Yarra Building Services unit. Any storm water drainage within the property must be provided and be connected to the nearest Council pit of adequate depth and capacity (legal point of discharge), or to Council's satisfaction under Section 200 of the Local Government Act 1989 and Regulation 610.*
213. *Areas must be provided inside the property line and adjacent to the footpath to accommodate pits and meters. No private pits, valves or meters on Council property will be accepted.*

Environmental Sustainable Development Advisor

214. *I have reviewed the updated SMP and current design for the above application and most of the concerns that I initially raised have not been addressed in this current iteration of the application. Thankfully the revised SMP does exceed the minimum BCA requirements for energy efficiency.*
215. *Additional detail is requested specifically to address the following deficiencies;*

Shading

216. *There are significant expanses of glazing to the east, west and north that are exposed to summer solar heat gain. SMP states that shading will provided to east facing glazing to common areas, however shading systems cannot be identified on the architectural drawings. Strongly recommended provided additional external adjustable shading systems, to suit the orientation of the building, to east, west and north facing glazing exposed to summer solar heat gain.*

Stormwater

217. *An updated STORM rating of 101% has been received, relying on a min 28,000 litre tank(s) plumbed to a minimum of 90 toilets (bedrooms) onsite. The architectural drawings clearly show rainwater tank "room", but no tank size, volume or location can be identified. Please clearly show the rainwater tank size, volume, location and connections on the architectural drawings.*
218. *The following Outstanding Information and ESD Improvement Opportunities from my original advice are still relevant:*
- (a) *Consider a solar PV array on the roof to contribute to electricity consumption in the building. There is a large suitable north facing roof area.*
 - (b) *Consider providing retractable drying racks/lines, energy efficient heat pump or heat recovery system, or other similar low energy clothes drying facilities.*
 - (c) *Please include change lockers to support staff to cycle to work.*
 - (d) *Check Waste Management Plan to ensure adequate recycling systems will be in place. Council recommends a composting system will be provided.*

Open Space Unit/Arborist

219. *Trees 26 and 31 in the Arborist report do not appear on the existing conditions plan.*

220. *Street tree 34 although outside the current area proposed to be developed, should be made mention of in the General Overview, Tree Retention & Design, and Conclusion sections of the arborist report.*
221. *The increased setbacks from the north, east and south boundaries offer greater landscape amelioration opportunities to these interfaces. However, our previous comment relating to the east boundary, in particular, still stands. That is, the proposed evergreen screen to 6-7m high will lead to further overshadowing of habitable windows of the neighbouring property. The proposed height of the bamboo screen should be reviewed in relation to neighbouring windows. Likewise the proposed height of the pleached deciduous trees on the south boundary should be reviewed in relation to the adjoining open space areas immediately north of the existing townhouses.*
222. *The previous comments from our Streetscapes Unit remain relevant to the amended application:*
223. *A copy of the tree protection plan should be submitted for all trees to be retained on the site.*
224. *Tree protection zones should be included on the landscape plan for trees numbered #13, #14, #15, #16, #17, #18, #19, #20 which are in the vicinity of demolition works*
225. *Tree#39 proposed for removal. For this mature footpath tree to be removed, Council would require \$3,500 to be paid into the Open Space account prior to the permit being issued. This will cover the following:*
- (a) removal of footpath tree (by Council Contractor);*
 - (b) replacement planting of 2 footpath trees by Council Contractor (replacement tree locations and species are to be determined by Council Arboriculture and Streetscape staff); and*
 - (c) two years establishment maintenance by Council Contractor.*
226. *With respect to proposed capital works, Open Space Planning have budget in this year's capital work program for the design of a new playground in Darling Gardens (in accordance with the approved master plan). Funding is being sought for 2016/17 for playground construction.*

Aged and Disability Services

227. *I refer to your request for comment regarding the development of the above site for a 117 bed aged care home.*
228. *The National operational planning targets set by the federal Department of Social Services for residential aged care beds are 80 per 1000 people aged 70 years and over. These targets are to be met by 2021-2022. Yarra's projected population for people aged 70 and over for 2015 was 5,855. According to the required ratio and based on our population, the City of Yarra should have some 470 beds to meet the target. Currently there are only 304, meaning a shortfall of 166.*
229. *By 2025, the population estimated to be 70 and over is 7,516 requiring some 610 beds to meet the national operational planning targets. To meet this target, Yarra will need 306 more beds than there are currently.*
230. *Based on the above figures, the proposed re-development of Sambell Lodge will help provide the number of beds required under the national operating planning targets. The operation of the facility by the Brotherhood of St Laurence will also cater for a growing need to support older people on low incomes. Provision of additional residential care homes within Yarra will support 'ageing in place', meaning that residents have the choice to continue living in Yarra and remain connected to their local community and established friendships.*

OFFICER ASSESSMENT

231. The primary considerations for this application are as follows:
- (a) strategic planning policy context;
 - (b) Heritage (demolition);

- (c) neighbourhood character and heritage (including Rescode);
- (d) off-site amenity (Rescode);
- (e) on-site amenity and Environmentally Sustainable Design (Rescode);
- (f) landscaping and vegetation (Rescode);
- (g) car parking, traffic, bike parking, waste removal and infrastructure (including Rescode);
- (h) removal of easements; and
- (i) objector concerns.

Strategic planning policy context

- 232. There is strong strategic planning policy support for the development of aged care facilities on the subject site. Clause 16.01-1 (Integrated housing), 16.01-4 (Housing diversity) and 16.01-5 (Housing affordability) all seek to facilitate and encourage a diversity of housing types that meet the changing needs of the community. Strategies include to increase choice in housing type, tenure and cost to meet the needs of households at different stages of life including the provision of aged care facilities.
- 233. The need for aged care facilities is clearly defined by clause 16.02-3 which has the objective to *facilitate the timely development of residential aged care facilities to meet existing and future needs*.
- 234. This need is outlined in the local Yarra context at clause 21.04-1 where it is noted that *as the population ages, disabilities are becoming more prevalent and a wider range of housing is required. Provision needs to be made for housing that can be adapted to cater for people with disabilities and older persons*. It is also identified at this clause that private and public housing and residential care catering for aging population is and accommodate type under threat and must be retained.
- 235. Objective 2 of the clause is to *retain a diverse population and household structure* to be achieved in part by the *development of new residential care facilities (Strategy 2.3)*.
- 236. These policies are aimed at catering for an aging population and to cater for the predicted need in Yarra for another 306 aged care beds by 2025 under National Operational Planning Targets.
- 237. In respect of the location of aged care facilities, clause 16.02-4 identifies that *residential aged care facilities contribute to housing diversity and choice, and are an appropriate use in a residential area*. This is obvious through the zoning of the site under which a planning permit is not required to use the land for such purposes. Policy at clause 16.02-3 and 16.02-4 also recognise that it is important to ensure aged care facilities are located to enable older people to live in their local community close to care and support services and public transport.
- 238. The subject site clearly achieves these locational requirements being within an established residential area close to buses on Hoddle Street, the Clifton Hill train station and trams and shopping areas on Queens Parade. Public open space is located immediately to the north and the site is well connected to major arterial roads including the Eastern Freeway.
- 239. Having regard to the above, the development of the land for an aged care facility is considered to have clear strategic planning policy support.

Heritage (demolition)

Relevant policy

- 240. State and local policy as well as the Heritage Overlay generally seek to conserve places of heritage significance (clauses 15.03-1, 21.05-1 and 43.01) but do not provide specific guidance on in what circumstances demolition would be acceptable. Clause 43.01-4 does require consideration of the effect on the significance of the place and any Statement of Significance for the place.
- 241. Local policy at Clause 22.02-5.1 does provide this guidance stating that full demolition of a contributory building is discouraged unless:

- (a) new evidence has become available to demonstrate that the building does not possess the level of heritage significance attributed to it in the incorporated document, City of Yarra Review of Heritage Areas 2007 Appendix 8, revise September 2015; and
- (b) the building does not form part of a group of similar buildings.

Building grading and significance

- 242. The subject site is graded 'contributory' within the Yarra Planning Scheme which is defined at clause 22.02-3 as meaning, the place is a contributory element within a larger heritage place. A contributory element could include a building, building groups and works, as well as building or landscape parts such as chimneys, verandahs, wall openings, rooflines and paving.
- 243. Whilst all the land is graded contributory it is evident through the various heritage assessments that have been undertaken, that the former church building at 160 Gold Street is the key element that has precipitated the applicable level of significance.
- 244. The Statement of Significance of the Clifton Hill Western Precinct identifies the main development period as the Victorian era, with contributory buildings being typically detached and attached Victorian and Edwardian single storey houses. Reasons why it is significance focus on its development during the Victorian period including the subdivision pattern, street and public reserves, Victorian-era churches, school and factories and strong industrial theme.

Relevant advice

- 245. Council's Heritage Advisor has said that the building has been substantially modified via an alteration to the façade in 1975 where the original gable end was cut out to provide a new recessed entry with hipped metal roof above and a stain glass window installed at roof level (setback from the façade). The modifications are highly visible from the street and centrally located so that the impression of the original roof pitch and form is removed (when viewed from the front). Council's Heritage Advisor considers that given the extent of these changes, the building makes a limited contribution to the heritage significance of the street and wider Clifton Hill precinct.
- 246. During the course of the application, Council commissioned an independent review of the proposed demolition which was conducted by Geoff Ashley of Context P/L. The conclusion of this review was that the church building maintains sufficient evidence of its period of construction to warrant its retention and could be found to be 'individually significant'. Noted elements include the original 1905 foundation stone, semi-circular windows, bricks and brickwork, rounded moulding window joinery and paint layers. The importance of the building as the last remaining from the St Andrews Church complex is also cited.

Objector concerns

- 247. A number of objectors have also raised the social significance of the former church which has been used for childcare, dancing and social events and as a community meeting place. They say this significance will be lost if the building is demolished.

Assessment

- 248. Although State and local planning policy seek to conserve and enhance heritage places, there is also a recognised place for the removal of buildings where the significance will not be unreasonably eroded. Planning must also consider the matter in the context integrated decision making that balances competing objectives in favour of net community benefit and sustainable development (clause 10.04).
- 249. This principle allows consideration of the benefits following the demolition of the building rather than an assessment on solely on whether the demolition is acceptable in respect of heritage conservation matters. The ability was confirmed in a recent decision of the Victorian Supreme Court in *Boroondara City Council v 1045 Burke Road Pty Ltd*.
- 250. Having regard to the above, the demolition of the buildings as proposed is considered acceptable on the following grounds:

- (a) buildings other than the former church on the land at 160 Gold Street do not make a contribution to the significance of the Clifton Hill Heritage Overlay precinct;
- (b) the main development period of the area was Victorian and the Statement of Significance identifies that the features of houses from this period as well as other Victoria era urban development elements are the defining reasons why the area is significant. By contrast, the church building is from the Edwardian period and has been significantly modified at the front with its gable end roof form removed. Accordingly, the contribution the building makes to the area is lower than if it were a dwelling or other building from the Victorian period and its removal would have a lesser impact;
- (c) the building is not in a row or group of similar buildings as required by clause 22.02-5.1, thus its removal would not disrupt a cohesive/intact streetscape;
- (d) the removal of the building would facilitate the development of an aged care facility which would provide upgraded accommodation and additional capacity for an accommodation type that is specifically encouraged by both State and local planning policy;
- (e) the development would enhance housing diversity in locations close to transport and services which is encouraged by State and local policy;
- (f) the aged care facility is to be developed by the Brotherhood of St Laurence which provides accommodation and care for low income individuals. This would contribute to the provision of affordable housing which is encouraged by State and local policy; and
- (g) the demolition would facilitate the transfer of residents from the existing building to the new building. The Brotherhood of St Laurence is currently negotiating with the State Government/Department of Education for the land where the existing building is to be sold so that it can be development and used as part of the Gold Street/Clifton Hill Primary School. The additional land and buildings are needed to accommodate a predicted increase in children aged 5-14 from 5033 in 2011 to 10,995 in 2031.

Summary

251. The demolition of the former church building would have an impact on the heritage significance of the area given its remnant Edwardian features and numerous connections community members have to its past. However, that impact is considered to be limited and acceptable given evident modifications to the building's form, the primary significance features of the area, the contribution the new development would make to a range of important State and local strategic planning imperatives, opportunity to provide additional land to a public primary school.

Neighbourhood character and heritage impacts

Neighbourhood character principles and aged care facilities

252. The relevant purpose of the General Residential Zone is to encourage development that respects the neighbourhood character of the area. Clause 55.02-1 (Neighbourhood character) contains the same objective.
253. The General Practice Note December 2001, defines neighbourhood character as:
- (a) *neighbourhood character is essentially the combination of the public and private realms. Every property, public place or piece of infrastructure makes a contribution, whether great or small. It is the cumulative impact of all these contributions that establishes neighbourhood character.*
254. It also has contains a description of what 'respect' means:
- (a) *respecting character does not mean preventing change. The neighbourhood character standard is not intended to result in the replication of existing building stock or stop change;*
 - (b) *in simple terms, respect for the character of a neighbourhood means that the development should try to 'fit in'. Depending on the neighbourhood, there are two broad approaches to respecting character:*

- (i) *respecting the scale and form of surrounding development; and*
- (ii) *respecting the architectural style of surrounding development; and*
- (c) *determining whether either or both approaches should influence the design response will depend on the features and characteristics identified in the neighbourhood and site description.*

255. For an aged care facility, State policy provides specific guidance at clause 16.02-4 (Design and location of residential aged care facilities) stating that in addition to ensuring that they respond to their site and context and aspiring to high urban design and architectural standards that, residential aged care facilities are different to dwellings in their purpose and function, and will have a different built form (including height, scale and mass).

256. This principle has been clearly articulated in numerous decisions of the Victorian Civil and Administrative Tribunal including in *Molloy v Whitehorse CC* where the Tribunal made the following comments:

[10] *The proposed built form (as with the existing buildings) will always be different to traditional residential developments. As set out in Riley & Ors v Whitehorse CC [2012] VCAT 1409:*

The planning scheme recognises that residential aged care facilities are different to dwellings in their purpose and function, and will have a different built form (including height, scale and mass). I therefore find the capacity and need for this development to fully address this preferred neighbourhood character is limited due to the function of the building and the specific site context.

257. In another decision, this issue was further discussed in response to analysis of expert evidence on the matter in the decision of *Estia Health Pty Ltd v Glen Eira CC* where the Tribunal stated:

[19] *We agree with Mr Sheppard that the footprint, height, scale and dimensions of the building is atypical in this locality, but that because of the institutional use of the building this is an almost inevitable outcome. Mr Sheppard put to us therefore, that the starting point for our assessment of the acceptability of the building, should be that the proposed development cannot be expected to match the neighbourhood's existing character but that it should respond to the character of the area. We agree with this evidence. :*

Character of the area

258. South Terrace contains two main features, the Darling Gardens on the north side and dwellings on the south. The gardens provide an open, leafy feel with numerous canopy trees spread throughout as well as open grassed areas. There are also street trees in median and on southern side footpath. The southern side of the street also contains dwellings with a diversity of heights, styles and types. There are examples of Victorian and Edwardian era houses both one and two storey with parapet walls and pitched roof. There are modern 'walk-up' unit developments between two and three storeys. Sites often contain planting in the front setback both low shrubs as well as medium sized canopy trees. Fencing is generally low in height (less than 1.5m) and varies in style but is mostly open including timber picket and metal 'palisade' design. Dwellings have front setbacks that vary between 10.2m and 3.5m and are generally setback from one if not both side boundaries.

259. Page Street (continuation of South Terrace) to the west of the site contains a three storey townhouse development with pitched roofs on the northern side and single storey Victorian and Edwardian cottages on the southern side. These dwellings are to the north and of the school which sits behind them and at the western end of Page Street.

260. Gold Street to the north of the site also contains a mix of dwellings including a modern complex of townhouses at the corner of South Terrace, a three storey 'walk-up' unit development as well as several two storey Victorian era terraces and some single storey dwellings. This mix is reflected in roof form (pitched and parapet walls), front setbacks (1.5m-9m), fencing is again generally low and open and front gardens are formally planted with a variety of low and medium scale trees and shrubs.

261. Gold Street to the south has a different character including the Clifton Hill/Gold Street Primary School playground occupying a length of 62m. Dwellings are generally single storey with pitched roofs and a row of four parapet style houses and one shop building at the corner of Gold and Noone Streets. Dwellings are set closer to the street (no greater than 5m) and are commonly built on one or both side boundaries.

Building height

262. Clause 55.03-2 is relevant to this consideration and the objective is to ensure the height respects the existing or preferred neighbourhood character. The relevant Standard B7 says buildings should not be more than 9m. Clause 22.02-5.7.1 encourages development to be visually recessive and to incorporate façade heights that are similar to adjoining contributory elements. The proposed development has a maximum height of 14.7 at the fourth storey and 11.1m to the South Terrace frontage and 10.6m to the Gold Street frontage.
263. Council's Heritage Advisor has commented that a two storey height is preferable or a transition down from three storeys to two storeys where the new building interfaces with adjoining dwellings. Council's Urban Design Unit raised no concerns with the height.
264. As noted above the heights of buildings in the area is varied. Given this diversity, and accepting that the proposed development will depart from the character of the area in its height, the three and four storey form is acceptable.
265. The proposed building would provide a reasonable transition to the dwellings to the east and south by presenting a three storey height to the street with the fourth level setback 13.8m to South Terrace and 9.7m-10.6m to Gold Street. These setbacks would ensure the building presents as primarily three storeys, a height that is common within the area. The setbacks from the adjoining buildings (5.07m on the east side up to the third storey and 10.5m at the fourth storey and 5m -10.9m on the southern side) would provide a reasonable graduation and transition to lower forms encouraged under Standard B7.
266. Having regard to the above, the proposed development would acceptably respect the existing character other area and would sit 'comfortably' within the streetscape.

Street setbacks

267. Clause 55.03-1 (Street setback objective) seeks to ensure that setbacks respect the existing or preferred character. Standard B6 requires the building to be setback from Gold Street (the front), the same distance as the adjoining dwelling. The South Terrace frontage setback should be a minimum of 2m (being the side setback) for the purposes of clause 55.03-1.
268. Clause 22.02-5.7.2 encourages development on corner sites to reflect the setbacks of other buildings on the corner.
269. The proposed setback to Gold Street is 3.3m. To South Terrace it is 4m-6m.
270. Council's Heritage Advisor has commented that both front and side setbacks are acceptable.
271. The building to the south of the subject site fronting Gold Street is setback 5.1m with a 1.3m overhanging verandah. Other buildings on the corner are setback 3m-7.1m.
272. Whilst the proposed 3.3m setback to Gold Street doesn't meet Standard B6 (for front setbacks), it is acceptable given it would generally match the line of the building to the south (verandah) and it is reflective of setbacks of buildings on the corner.
273. The setback to South Terrace (side setback) would be at least 4m which meets Standard B6 (2m minimum) and steps back to 6m which reflects setbacks along South Terrace.

Setbacks from the east and south

274. Setbacks from the east and southern boundaries are proposed to be at least 5m. These are greater than is common in the area and are considered adequate to respect the existing rhythm and spatial characteristics of the two streetscapes as required by clause 22.02-5.7.1.

Design/appearance, materials and finishes

275. Clause 55.06-1 and clause 22.02-5.7.1(Detail design objective) seek to encourage design detail that respects the existing or preferred neighbourhood character, including façade articulation, window and door openings, roof forms and materials.
276. Council's Heritage Advisor has commented that the façade detailing is acceptable including the use of brickwork and render helping to break-up the mass of the building, although the dark render on the Gold Street frontage should be reduced. Council's Urban Designer has commented that façade design is generally acceptable except that the vertical articulation on the gold Street frontage should be extended to the ground level
277. In terms of the roof form, it is a sloping skillion on the South Terrace side and a combination of gentle sloping pitches on the Gold Street side. This is considered to respect the mix of roof styles in the area that are a combination of gable and hipped ends as well as decorative parapets.
278. Likewise, the use of red brick and render reference contributory elements within the area, provide visual interest and as noted help to reduce the mass particularly on the Gold Street side. However, at this interface and as noted by Council's Heritage Advisor, additional vertical articulation should be introduced by extending the projecting fins to the ground floor and up to the underside of the eaves. Additionally, as recommended by Council's Heritage Advisor, the dark render on the gold Street façade should be reduced and replaced with a lighter colour to soften its appearance within the streetscape. These changes can be required by permit condition, should Council support the application.
279. In respect of windows, they are generally vertically divided rectangles which are reflective and respectful of the style of openings within the surrounding area. The use of solid walls between windows as opposed to fully glazed walls and vertical Juliet balcony balustrading is also considered to respond to the heritage significance of the area and contributory design features of Victorian and Edwardian dwellings.

Impact on views of the Alexandra Parade shot tower

280. Clause 22.03-3 encourages the prominence of this noted landmark to be retained by ensuring views to it are protected. It is acknowledged that the height and location of the new building will limit some views of the shot tower over the site when standing in the Darling Gardens to the north. However, view to the shot tower will be maintained down Gold Street and over other lower forms on the south side of South Terrace when viewed from the park. This is considered acceptable given the limited impact from one specific viewing point which and other long range views down streets would be maintained.

Other Rescode/Clause 55 neighbourhood character and infrastructure considerations

Clause 52.02-2 – Residential policy objectives

281. The development is considered to meet the objectives of this clause being consistent with State and local housing policies as well as supporting the facility in an area that has good access to public transport and services. The objectives of this clause are met.

Clause 55.02-3 - Dwelling diversity objective

282. This clause does not apply since the proposal is not for dwellings.

Clause 55.02-4 – Infrastructure objectives

283. The proposed development is located in an established area where it can be connected to all utility services. The objectives of this clause are met.

Clause 55.02-5 - Integration with the street objective

284. The development is appropriately integrated with streets having frontages to each interface, low fencing and only one vehicle crossover which is common in the area. The objective of this clause is met.

Clause 55.03-3 - Site coverage objective

285. The objective of this clause *to ensure that the site coverage respects the existing or preferred neighbourhood character and responds to the features of the site.*
286. The proposed site coverage (once the development is complete and the all existing buildings have been removed would be 41.17% which is below the maximum 60% specified at this clause. The site coverage is therefore acceptable and meets the objective.

Clause 55.03-6 - Open space objective

287. The objective of this clause is to *integrate the layout of development with any public and communal open space provided in or adjacent to the development.*
288. Communal private open space is provided within the development with a central courtyard on the northern side and walking and sitting areas on the east, south and west sides. These areas are well integrated within the development, provide outlook for all rooms and are highly accessible and useable being located off internal common spaces. The Objective of the clause is met.

Clause 55.03-7 - Safety objective

289. The objective of this clause is to *ensure the layout of development provides for the safety and security of residents and property.*
290. The main entrance to the facility is highly visible from Gold Street as is the car park from South Terrace. Adequate fencing would be provided to demarcate the public and private realm and all communal spaces would be highly visible from accommodation rooms. The Objective of the clause is met.

Clause 55.06-1 – Design detail

291. The objective of this clause is to *encourage design detail that respects the existing or preferred neighbourhood character.* These matters have been discussed above and the development is considered to meet the objective and is acceptable.

Clause 55.06-2 - Front fences objective

292. The objective of this clause is to encourage front fence design that respects the existing or preferred neighbourhood character. The proposed fencing to both frontages is 1.8m in height and is shown on the plans as and open style vertical picket. Whilst the height exceeds the Standard which requires a 1.5m fence it is considered acceptable given the need to provide a secure environment for the use of the land. Additionally, the open style would ensure the building is not closed off from the street and there is an element of passive surveillance achieved. However, full details of the fencing including materials should be required by way of planning permit condition, should Council support the application.

Off-site amenity impacts

293. Off-site amenity is guided by relevant clauses of Rescode (clause 55).

Clause 55.04-1 Side and rear setbacks

294. The required setbacks under Standard B17 are outlined below:

Wall/area	Wall height (m)	Required setback (m)	Proposed setback (m)	Variance (m)
East facing Ground – second floor (third storey)	10.1-11.1m (front to rear)	5.19-6.19	5.07-7.22	-0.12 - +1.11
East facing third floor (fourth storey)	13.6	8.69	10.55-11.98	+1.86-+3.29

South facing ground floor	3.8-5	1.06-1.42	5	+3.94-+3.58
South facing ground – second floor (front of building)	10	5.09	5	-0.09
South facing first – second floor wall (middle-rear of building)	10.5	5.59	7	+1.41
South facing third floor wall	14	9.09	10.9	+1.81

295. The proposed setbacks provide a high level of compliance with the requirements and provide a good level of separation to adjoining dwellings to the south and east. On the east side in particular, this dwelling has a large area of open space with very open northern, eastern and southern aspects that would ensure a good level of amenity is maintained.

296. On the southern side, the townhouses and small north facing courtyards that would look directly towards the proposed development. However, the separation achieved through the exceedance of the setback requirements as well as the well-articulated façade, ensure the building would not visually dominate these areas. Moreover, due to the proposed setbacks, the fourth storey would be concealed from views in secluded private open space and habitable room windows.

Clause 55.04-2 Walls on boundaries

297. The proposed development does not propose the construction of any walls on boundaries of the site.

Clause 55.04-3 Daylight to existing windows

298. The objective of this clause is to allow adequate daylight into existing habitable room windows. The Standard requires windows on adjoining lots to be provided with a 3sqm light court and for new walls opposite habitable room windows to be setback half the height of the wall.

Dwelling to the east

299. There are two habitable room windows within the dwelling to the east at ground floor level and two at first floor level. They are setback from the boundary by approximately 1m from the boundary. The wall heights and setback requirements are outlined below.

Wall/area	Wall height (m)	Required setback (m)	Proposed setback (m)	Variance (m)
Ground – second floor	10.1	5.05	6.07	+1.02
Third floor	13.6m	6.8	11.55	+4.75

Dwellings to the south

300. On the southern side, habitable room windows are setback from the boundary at ground and first floor level by 3m. The wall heights and setback requirements are outlined below.

Wall/area	Wall height (m)	Required setback (m)	Proposed setback (m)	Variance (m)
Ground floor	5	2.5	8	+5.5

First-second floor	10.5	5.25	7	+1.75
Third floor	14	7	10.9	+3.9

301. Having regard to the above, the proposed wall height and setbacks exceed the requirements and are acceptable meeting both the Standard and the Objective of the clause.

Clause 55.04-4 North facing habitable room windows

302. The objective of this clause is to allow adequate solar access to existing north-facing habitable room windows.

303. The dwellings to the south have north facing habitable room windows at ground floor level the windows are setback 3m-4m from the shared boundary. The proposed building heights and setbacks are outlined below with a comparison to the requirements of the clause.

Wall/area	Wall height	Required boundary setback	Proposed setback	Variance
Ground floor	3.8-5	1.12-1.84	5	+3.88-+3.16
First – second floor wall (middle-rear of building)	10.5	6.58	7	+0.42
South facing third floor wall	14	10.08	10.9	+0.81

304. Having regard to the above, the proposed development meets the Standard and Objective of the clause and is acceptable.

Clause 55.04-5 Overshadowing open space

305. The objective of this clause is to ensure buildings do not significantly overshadow existing secluded private open space.

Dwellings to the south

306. The dwellings to the south have secluded private open space abutting the subject site in the form of courtyards. The two middle dwellings have courtyards of approximately 24.6sqm is impacted by existing shadows so that they do not meet the minimum requirement under this Standard. Accordingly, overshadowing should not be reduced.

307. Under proposed conditions, the two courtyards would lose approximately 5sqm of direct sun at 9am (reducing the total to 2.5sqm) and 2.5sqm at 10am (reducing the total to 7.5sqm). After 10am, they would not be impacted and would receive direct sunlight until 3pm 12.5sqm at 2pm. Whilst overshadowing is increased, it is considered acceptable for the following reasons:

- (a) the impact would be for only a limited period between 9am and 10am after which overshadowing would revert to no more than under existing conditions. Maintenance of the direct sunlight through the middle part of the day and afternoon is ensured;
- (b) the area provided with sunlight is directly accessible and next to the main living areas, thus the open space would maintain a good degree of amenity; and
- (c) the proposed development meets side and rear setback requirements, as well as daylight to windows and north-facing habitable room’s windows, thus provide an overall design response that has sufficient regard to the amenity of dwellings to the south.

Dwelling to the east

308. The dwelling to the east has a rear secluded private open space area of approximately 147sqm. This area would maintain direct sunlight in accordance with the Standard (at least 40sqm for five hours between 9am and 3pm at 22 September) notwithstanding a small increase at 2pm and significant increase at 3pm. The impact is therefore acceptable and meets the objective of the clause.

Clause 55.05-5 - Overlooking objective

309. The objective of this clause is to limit views into existing secluded private open space and habitable room windows. According to the Standard, habitable room windows or balconies should be screened to limit views within 9m. This does not apply to a window to a room where the floor level is less than 800mm above ground level at the boundary and there is at least a 1.8m high boundary fence.

East facing windows

310. Windows on the eastern side would have views into habitable room windows at ground and first floor level within the dwelling to the east, as well as secluded private open space at the rear of the dwelling.
311. At ground level, all the windows north of (and including) the dining area would face the 1.8m high boundary fence and do not need to be screened. All windows south of the dining room would have a floor level greater than 800mm above the ground and therefore should be screened. This can be required by way of planning permit condition should Council support the application.
312. The plans show many of the first and second floor windows being screened up to 1.7m above floor level. However, not all windows are screened and this should be required by planning permit condition should Council support the application.
313. Additionally, details of the screens are not clear including whether they meet the no more than 25% transparency requirement. These details should be required by way of planning permit condition should Council support the application.
314. At the third floor, the setback of the windows would ensure downward views to the east are limited (i.e. blocked by the roof below). They are also more than 9m from the boundary and are not required to be screened.

South facing windows

315. All the south facing windows east of the front three rooms (ground floor) and front two rooms are screened up to a height of 1.7m above floor level. This would meet the Standard at this clause and is acceptable.
316. The unscreened rooms have limited views into the secluded private open space areas to the south given the height of boundary walls (3.9m) at the western end, and distance (more than 9m) for courtyards within dwellings further east.
317. Windows at the third level are more than 9m from the boundary and do not require screening under the standard.

Clause 55.05-7 - Noise

318. The objective of this clause is to contain noise sources in developments that may affect existing dwellings.
319. Noise associated with residents (which would be low if any given the nature of an aged care facility) would be acceptable as it would be associated with a residential use within a residential area. There would only be one external balcony, at level 3 facing the street. This is likely to be used primarily during the day and is setback from the east boundary by 10.55m and would have a limited impact on the adjoining dwelling.
320. The location of air conditioners, heating units and other plant has not been specified. This should be required by planning permit condition should Council support the application to ensure it is sensitively located to avoid unreasonable impacts on adjoining dwellings.

321. Having regard to the above the objective of the clause is met.

Other off-site amenity issues

322. The impact of lights from bedrooms would be limited given the nature of the use and likelihood that extensive use of lights beyond normal hours would not be required. Moreover, most of the bedrooms on the even and southern sides have some form of screening that would limit light spill even further.

On-site amenity

323. This section is guided by Clause 55.05.

Clause 55.05-1 – Accessibility objective

324. The objective of this clause is to encourage the consideration of the needs of people with limited mobility in the design of developments.

325. The building would be accessible to people with limited mobility via the main entry which has double doors to increase width and does not have stairs. There would be lift access to all levels and 2m wide corridors throughout to enhance ease of movement.

326. The objective of the clause is met.

Clause 55.05-2 – Dwelling entry objective

327. The objective of the clause is to provide each dwelling or residential building with its own sense of identity.

328. The proposed building would have a clear sense of address with the main entry in a prominent location on Gold Street that would have cantilevered levels above to provide pedestrian shelter.

329. The objective of the clause is met.

Clause 55.03-3 - Daylight to new windows objective

330. The objective of the clause is to allow adequate daylight into new habitable room windows.

331. All habitable rooms would have access to daylight through windows that meet the standard of this clause.

Clause 55.05-4 – Private open space objective

332. The objective of the clause is to provide adequate private open space for the reasonable recreation and service needs of residents.

333. The development would have private open space on all sides with a primary area of secluded private open space centrally located on the north. This space is in the order of 180sqm and includes decked areas, grass areas, paths and garden beds. This would be complemented by landscaped areas along the northern, eastern, southern and north-western boundary that contain walking paths and seating. This open space provision meets the objective of the clause.

Clause 55.05-5 - Solar access to open space objective

334. The objective of the clause is to allow solar access into the secluded private open space of new dwellings and residential buildings.

335. The primary area of open space is located on the north side of the building in accordance with the Standard at this clause and is acceptable.

Clause 55.05-6 - Storage objective

336. The objective of this clause is to provide adequate storage facilities for each dwelling.

337. No dedicated storage is provided except for cupboards in each accommodation room. This is considered adequate given the proposed use of the building for aged care where storage requirements would be limited and the objective of the clause is met.

Environmentally Sustainable Design (ESD)

338. The objective of clause 55.03-5 is to achieve and protect energy efficient dwellings and residential buildings and to ensure the orientation and layout of development reduce fossil fuel energy use and make appropriate use of daylight and solar energy. Clauses 22.16 and 22.17 and 55.03-4 (Permeability objectives) seek similar outcomes including through stormwater treatments to improve water quality and limit the impact of stormwater flows. Clause 55.03-4, permeability objectives.
339. Key features of the design and ESD commitments include:
- (a) exceeding the minimum 6 star BCA energy efficiency requirement;
 - (b) natural daylight and ventilation levels to all accommodation rooms;
 - (c) gas boosted solar hot water systems;
 - (d) 5 star energy efficient heating systems;
 - (e) 4-6 star rated toilets, urinals and taps. 3 star rated shower heads;
 - (f) 28,000L water tank connected to toilets (achieves a 101% STORM rating meeting the requirement of clause 22.16); and
 - (g) site permeability of 2374.8sqm or 58% (exceeds the 20% minimum at clause 55.03-4).
340. Council's ESD Advisor has commented that further modifications are made to increase external shading on the north, east and west sides and to nominate the size of the water tank on the plans. These matters can be addressed by planning permit condition in conjunction with the following which was also recommended:
- (a) solar panels to off-set common area lighting and lifts;
 - (b) specification of rubbish recycling systems; and
 - (c) lockers for staff riding to work.
341. Subject to these changes (except for the rubbish and recycling details which are addressed with the Waste Management Plan) the development meets the objectives and requirements of clauses 55.03-4, 55.03-5, 22.16 and 22.17 and is acceptable.

Landscaping and vegetation

342. Clause 55.03-8 (Landscaping objectives) seeks to encourage a development to respect the landscape character of the area, provide appropriate landscaping, retain mature trees on the site and maintain habitats in locations of importance.
343. A total of 23 trees would be removed from the site (including two Box Elders 14m-19m high) as well as a street tree on South Terrace. Some pruning of a tree overhanging the eastern boundary would also be necessary. 10 trees would be retained, some of which would require specific street protection during construction to ensure they were not damaged.
344. The applicant has provided an arborist report and landscape plan that provide an assessment of the trees on the site as well as the proposed landscaping including all tree and shrub species and plant numbers. Key elements of it include:
- (a) four trees within the South Terrace frontage with mature heights between 6m and 10m. This area would also include hedging and garden beds;
 - (b) two trees between 5 and 7m high on the Gold Street frontage with hedging and garden beds along the street;
 - (c) on the eastern side, boundary planting would include bamboo to 6-7m in height as well as a 5m high tree at the southern end of the vehicle ramp and areas of planting with mature heights up to 6m;
 - (d) the southern boundary would also include various trees and shrubs including deciduous and evergreen varieties up to 5m in height; and

- (e) within the central common area on the northern side of the building, a deciduous Canadian Maple tree would be planted with a mature height of 12m. Areas of lawn and decking would be provided with a 4m high hedge on the northern side.
345. Having regard the above and Objectives and Standards of clause 55.03-8, the proposed landscaping outcome is acceptable (subject to conditions) for the following reasons:
- (a) the landscape character of the area is typically defined by planting in the front setback of dwellings which the proposed development would provide with various trees and shrubs;
 - (b) some larger lots include trees and shrubs with rear open space or along site boundaries. The development would respond to this with extensive planting along the eastern and southern boundaries;
 - (c) the two large Box Elder trees are centrally located in the site and their retention would unreasonably constrain development. Moreover their removal (and removal of other trees) is off-set by the planting of 50 trees/shrubs reaching between 5m and 12m in height; and
 - (d) Council's Open Space Unit reviewed the proposed development and raised no concern with the removal of trees. They did raise concern regarding the impact of planting on daylight into adjoining properties. This however, is not a consideration under the Planning Scheme and could be self-managed between the two neighbours.
346. Conditions could be included on any planning permit issued regarding the protection of specified trees, removal and replacement of the street tree on South Terrace as well as the construction and maintenance of proposed planting should Council support the application.

Car parking, car parking design and access, traffic, bike parking, waste removal, loading and infrastructure

Car parking

347. Pursuant to clause 52.06-6, the car parking requirement for a residential aged care facility is specified as 0.3 spaces per lodging room. For 117 bedrooms, this equates to a car parking requirement of 35 spaces. The plans show 35 spaces being provided. Accordingly, no permit is required to reduce the number of spaces provide on-site and the car parking provision is acceptable.

Car parking design and access

348. Council's Engineering Services Unit has commented that additional plan dimensions are required to demonstrate the car parking layout is satisfactory including headroom clearances, bay dimensions and column and wall setbacks. These could be required by planning permit condition should Council support the application.
349. The single land access ramp also requires a signalling system that has been specified and is acceptable. Engineering Services recommended that to increase pedestrian visibility at the ramp entrance/exit, that either the eastern boundary fence be no more than 900mm for the first 1m or a convex mirror be installed. This can also be required by planning permit condition. The provision of only one crossover also meets the requirements of clause 55.03-9 (Access objective) at which the Standard states that crossovers should not exceed 33% of the frontage (19m).
350. On the access point, it would require the removal of a street tree which has not been objected to by Council's Open Space Unit. They have recommended that the applicant contribute \$3,500 which would provide for the removal of the tree and planning and maintenance of two replacement trees. This is considered acceptable and can be required by permit condition should Council support the application. Council's Engineering Services Unit has also assessed the entry point and commented that is acceptable, providing adequate space for vehicles to enter and exit.

Traffic impacts

351. Council's Engineering Services Unit has assessed the predicted traffic impact of 1-2 trips per day per accommodation room (117-234 car movements) on the surrounding streets and commented that it agrees with the permit applicants engineering assessment that it would not have an adverse impact. This is supported by the following:
- (a) not all traffic would be new given the existing use of the land would generate 43-86 trips per day;
 - (b) the entrance to the car parking area is on South Terrace, well separated from the main entrance to the primary school on Gold Street. Whilst the main entrance to the new development would be on Gold Street opposite the school no car parking entrance is provide on that side;
 - (c) car movements for the facility would be spread out across the day with the peak being only 12-24 in the evening peak. This would result in a limited impact on school traffic which peaks 8-9.30am and 2.30-4pm; and
 - (d) the primary school has a main entry from Wellington Street and another from South Terrace approximately 148m west of the proposed car parking entry. These alternative entrances would help spread school traffic including drop-offs well away from the proposed car parking entry.

Bike parking

352. Clause 52.34 requires 24 bike parking spaces for the proposed development. A bike parking area is shown in the basement but the number of spaces not specified. This could be required by way of planning permit condition given no reduction has been formally applied for, should Council support the application.
353. To support the use of bikes, male and female change rooms are provided within the basement which should be required to include at least one shower each as per requirements at clause 52.34-3. Council's ESD advisor has also recommended that lockers be provided for staff. Given the use of the land which would include a number of staff, this should be required by way of planning permit condition at a rate of one per bike space (24). Bike parking signage as required by clause 52.34-5 could also be required through planning permit condition, should Council support the application.
354. Subject to the conditions outlined above, bike parking provision is acceptable.

Waste removal

355. Waste is proposed to be stored and collected within the basement and by private contractor this includes separating rubbish from recycling and two sets of bins are proposed. Council's Contract Services Unit has reviewed the proposed Waste Management Plan for the development and commented that it is acceptable subject to confirmation that trucks can enter/exit the basement. This can be required by planning permit condition along with endorsement of the Waste Management Plan, should Council support the application.

Loading

No dedicated on-site loading bay is required by the Yarra Planning Scheme. However, informal loading could be undertaken within the basement car parking area if required and is considered adequate.

Infrastructure

356. Council's Engineering Services Unit have recommended that a number of conditions be included on any planning permit issued regarding matters such as works within the road/footpath as well as a Construction Management Plan. For a development of this size, these works are considered necessary to ensure public assets are not impacted by the development or repaired/replaced as required before the development is completed.

Removal of easements

357. The applicant proposes to remove drainage and sewerage easement location on the eastern boundary towards the south-eastern corner and which extends west into the site making an 'L' shape.
358. The application was referred to both Council's Engineering Services Unit and City West Water who did not object to the easement removal.
359. Given no relevant authorities have raised concern with the removal, it is considered acceptable.
360. The removal of the easement of support relates to an existing building on the land that would be removed. Given the easement would no longer be required and would have no impact on adjoining properties, its removal is acceptable. The removal should be noted on the plans and can be required by planning permit condition, should Council support the application.

Objector Concerns

361. Matter relating to demolition of the buildings on the site are addressed at paragraphs 241 – 252.
362. Matters relating to the impact of the proposed development on the heritage significance and neighbourhood character are addressed at paragraphs 253 – 293.
363. Matters relating to off-site amenity impacts are addressed at paragraphs 294 – 323.
364. Matters relating to internal amenity are addressed at paragraphs 324 – 338.
365. Matters relating to energy efficiency are addressed at paragraphs 339-342.
366. Matters relating to tree removal and landscaping are addressed at paragraphs 343 – 347.
367. Matters relating to car parking and traffic are addressed at paragraphs 348 – 358.
368. In terms of emergency services access, the site has frontages and is well connected to the surrounding road networks. This would provide adequate access for emergency services.
369. The expansion of the Gold Street/Clifton Hill Primary School would be subject to State Government approval/involvement. This application does not give approval for any expansion although it may help facilitate it. If the State government approves an expansion, there is an obvious need and community benefit. However, a planning permit would not be required for development of a State School.
370. Structural impacts associated with the development are not planning matters and would be addressed through the building permit process. However, a Construction Management Plan could be required by way of planning permit condition to manage amenity impacts during the process should Council support the application.

Conclusion

371. Based on the above report, the proposal is considered to substantially comply with the relevant planning policy and therefore should be supported subject to conditions.

RECOMMENDATION

1. That Council, having considered all relevant planning policies, resolves to issue a **Notice of Decision to Grant Planning Permit (PLN14/0678)** for the development of the land for demolition and construction of a four-storey residential aged care facility (no permit required for use) and removal of easements at 1 and 1A South Terrace and 160 Gold Street, Clifton Hill generally in accordance with the decision plans received by Council on 12 October 2015 and subject to the following conditions:

Amended plans

2. Before the development starts, amended plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and will then form part of the permit. The plans must be drawn to scale with dimensions and three copies must be provided. The plans must be generally in accordance with the decision plans but modified to show:
 - (a) at least 24 bike parking spaces on the site;
 - (b) signage in accordance with clause 52.34-5 of the Yarra Planning Scheme;
 - (c) the capacity (at least 28,000L) of the water tank noted on the plans;
 - (d) solar panels to off-set common area lighting and lifts as well as any associated with the gas boosted solar hot water system;
 - (e) external adjustable shading systems to all north, east and west facing windows;
 - (f) the elevation plans updated to clearly show the fourth storey including colours, windows and all other building elements;
 - (g) the vertical fins on the western façade (Gold Street) extended to the underside of the eaves and the bottom of the wall;
 - (h) the 'Black Diamond' brick on the western façade (Gold Street) altered to a lighter colour;
 - (i) all accommodation rooms and the casual lounge south of the dining room facing the eastern boundary screened in accordance with the Standard of clause 55.05-5 of the Yarra Planning Scheme;
 - (j) all first and second floor accommodation rooms facing east screened in accordance with the Standard of clause 55.05-5 of the Yarra Planning Scheme;
 - (k) the location of all external heating and cooling units adequately screened from streets and surrounding properties;
 - (l) at least 24 lockers for staff;
 - (m) the details of all screening to windows demonstrating they are no more than 25% transparent;
 - (n) the removal of the easement of support noted including its location;
 - (o) a 1 in 20 scale cross sectional drawing of the development's vehicular entrance, showing the actual reduced levels (not interpolated levels from the application drawings) of the South Terrace road profile, including the building line, lip, invert and top of kerb levels. The existing road profile of South Terrace (centre line to south side) and the driveway inside the property must be accurately drawn;
 - (p) the width of the new vehicle crossover to South Terrace;
 - (q) swept path diagrams showing the B99 design vehicle can enter and exit the site;
 - (r) either a convex mirror at the ramp entry/exit or the eastern boundary fence at a height of less than 900mm for the first 1m inside the northern boundary;
 - (s) headroom clearances for the entry/exit ramp noted;

- (t) the disabled car parking space shown in accordance with Australian/New Zealand Standard AS/NZS 2890.6:2009 and be provided with an associated shared area;
 - (u) the basement plan updated to show dimensions of:
 - (i) Car parking spaces (including typical bays and bay 18);
 - (ii) Access aisles;
 - (iii) Basement entry between spaces 7 and 8;
 - (iv) The headroom clearance for car space 34; and
 - (v) Column setbacks and blind aisle extension at the north end of the basement; and
 - (v) all crossovers to be removed noted as being reinstated by the Permit Holder and to Council's satisfaction; and
 - (w) details of all fencing along South Terrace and Gold Street including height and materials. Fencing must be an open style.
3. The development as shown on the endorsed plans must not be altered (unless the Yarra Planning Scheme specifies that a permit is not required) without the prior written consent of the Responsible Authority.
 4. Before the development is occupied, or by such later date as approved in writing by the Responsible Authority, all screening and other measures to prevent overlooking as shown on the endorsed plans must be installed to the satisfaction of the Responsible Authority. Once installed the screening and other measures must be maintained to the satisfaction of the Responsible Authority.

Environmentally Sustainable Design

5. Before the development commences, an amended Sustainable Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Sustainable Management Plan will be endorsed and will form part of this permit. The amended Sustainable Design Assessment must be generally in accordance with the Sustainable Management Plan prepared by Cundall and dated 20 October 2015 but modified to include or show:
 - (a) solar panels to off-set common area lighting and lifts; and
 - (b) an external shading strategy for all north, east and west facing windows.
6. The provisions, recommendations and requirements of the endorsed Sustainable Design Assessment must be implemented and complied with to the satisfaction of the Responsible Authority.

Waste Management

7. Before the development commences, an amended Waste Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Waste Management Plan will be endorsed and will form part of this permit. The amended Waste Management Plan must be generally in accordance with the Waste Management Plan prepared by Cundall and dated October 2015, but modified to include:
 - (a) swept path diagrams demonstrating that the rubbish/recycling vehicle can enter and exit the basement in forward direction; and
 - (b) Section 5 updated to state that waste collection 'must' be undertaken by private collection rather than 'should'.
8. The provisions, recommendations and requirements of the endorsed Waste Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.

Landscaping

9. Before the development commences, an amended Landscape Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Landscape Plan will be endorsed and will form part of this permit. The amended Landscape Plan must be generally in accordance with the Landscape Plan prepared by Ben Scott Garden Design and dated 29 September 2015, but modified to include (or show):
 - (a) tree protection zones for trees 13, 14, 15, 16, 17, 18, 19, 20 (tree numbers as noted in the Arboricultural Assessment report prepared by Tree Logic, dated 21 October 2015 (report ref: 14_5698)).
10. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the landscaping works shown on the endorsed Landscape Plan must be carried out and completed to the satisfaction of the Responsible Authority. The landscaping shown on the endorsed Landscape Plan must be maintained by:
 - (a) implementing and complying with the provisions, recommendations and requirements of the endorsed Landscape Plan;
 - (b) not using the areas set aside on the endorsed Landscape Plan for landscaping for any other purpose; and
 - (c) replacing any dead, diseased, dying or damaged plants, to the satisfaction of the Responsible Authority.
11. Before the development commences, a Tree Management Plan to the satisfaction of the Responsible Authority must be prepared by a suitably qualified Arborist and must be submitted to and approved by the Responsible Authority. When approved the Tree Management Plan will be endorsed and will form part of this permit. The Tree Management Plan must make recommendations for:
 - (a) the protection of trees 13, 14, 15, 16, 17, 18, 19, 20, 27, 36, 37 and 38 as noted in the Arboricultural Assessment report prepared by Tree Logic, dated 21 October 2015 (report ref: 14_5698):
 - (i) pre-construction;
 - (ii) during construction; and
 - (iii) post construction; and
 - (b) the provision of any barriers;
 - (c) any pruning necessary; and
 - (d) watering and maintenance regimes, to the satisfaction of the Responsible Authority.
12. The provisions, recommendations and requirements of the endorsed Tree Management Plan must be complied with and implemented to the satisfaction of the Responsible Authority.
13. Before the development commences, the permit holder must make a one off contribution of \$3,500 to the Responsible Authority to be used for replacement street tree plantings that are required as a result of the development.

Civil works

14. Within 2 months of the completion of the development, or by such later date as approved in writing by the Responsible Authority, any redundant vehicular crossing must be demolished and re-instated as standard footpath and kerb and channel:
 - (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.

15. Within 2 months of the completion of the development, or by such later date as approved in writing by the Responsible Authority, any damage to Council infrastructure resulting from the development must be reinstated (including the side entry pit on the Gold Street frontage):
 - (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.
16. Within 2 months of the completion of the development, or by such later date as approved in writing by the Responsible Authority, the footpath along the site's South Terrace and Gold Street frontages must be reconstructed:
 - (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.
17. Except with the prior written consent of the Responsible Authority, Council assets must not be altered in any way.

Construction management and noise

18. Before the development commences, a Construction Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plan will be endorsed and will form part of this permit. The plan must provide for:
 - (a) a pre-conditions survey (dilapidation report) of the land and all adjacent Council roads frontages and nearby road infrastructure;
 - (b) works necessary to protect road and other infrastructure;
 - (c) remediation of any damage to road and other infrastructure;
 - (d) containment of dust, dirt and mud within the land and method and frequency of clean up procedures to prevent the accumulation of dust, dirt and mud outside the land;
 - (e) facilities for vehicle washing, which must be located on the land;
 - (f) the location of loading zones, site sheds, materials, cranes and crane/hoisting zones, gantries and any other construction related items or equipment to be located in any street;
 - (g) site security;
 - (h) management of any environmental hazards including, but not limited to:
 - (i) contaminated soil;
 - (ii) materials and waste;
 - (iii) dust;
 - (iv) stormwater contamination from run-off and wash-waters;
 - (v) sediment from the land on roads;
 - (vi) washing of concrete trucks and other vehicles and machinery; and
 - (vii) spillage from refuelling cranes and other vehicles and machinery; and
 - (i) the construction program;
 - (j) preferred arrangements for trucks delivering to the land, including delivery and unloading points and expected duration and frequency;
 - (k) parking facilities for construction workers;
 - (l) measures to ensure that all work on the land will be carried out in accordance with the Construction Management Plan;
 - (m) an outline of requests to occupy public footpaths or roads, or anticipated disruptions to local services;

- (n) an emergency contact that is available for 24 hours per day for residents and the Responsible Authority in the event of relevant queries or problems experienced; and
 - (o) the provision of a traffic management plan to comply with provisions of AS 1742.3-2002 Manual of uniform traffic control devices - Part 3: Traffic control devices for works on roads.
19. The development must comply at all times with the State Environment Protection Policy – Control of Noise from Commerce, Industry and Trade (SEPP N-1).
20. Except with the prior written consent of the Responsible Authority, demolition or construction works must not be carried out:
- (a) Monday to Friday (excluding public holidays) before 7 am or after 6 pm;
 - (b) Saturdays and public holidays (other than ANZAC Day, Christmas Day and Good Friday) before 9 am or after 3 pm; or
 - (c) Sundays, ANZAC Day, Christmas Day and Good Friday at any time.
21. This permit will expire if:
- (a) the development is not commenced within two years of the date of this permit; or
 - (b) the development is not completed within four years of the date of this permit.

The Responsible Authority may extend the periods referred to if a request is made in writing before the permit expires or within six months afterwards for commencement or within twelve months afterwards for completion.

NOTES:

This site is subject to a Heritage Overlay. A planning permit may be required for any external works.

Provision must be made for drainage of the site to a legal point of discharge. Please contact Council's Building Services on 9205 5095 for further information.

A building permit may be required before development is commenced. Please contact Council's Building Services on 9205 5585 to confirm.

A local law permit (e.g. Asset Protection Permit, Road Occupation Permit) may be required before development is commenced. Please contact Council's Construction Management Branch on Ph. 9205 5585 to confirm.

The permit holder must obtain approval from the relevant authorities to remove and/or build over the easement(s).

All future property owners, residents, business owners and employees within the development approved under this permit will not be permitted to obtain resident, employee or visitor parking permits.

A local law permit may be required for tree removal. Please contact Council's Compliance Branch on 9205 5063.

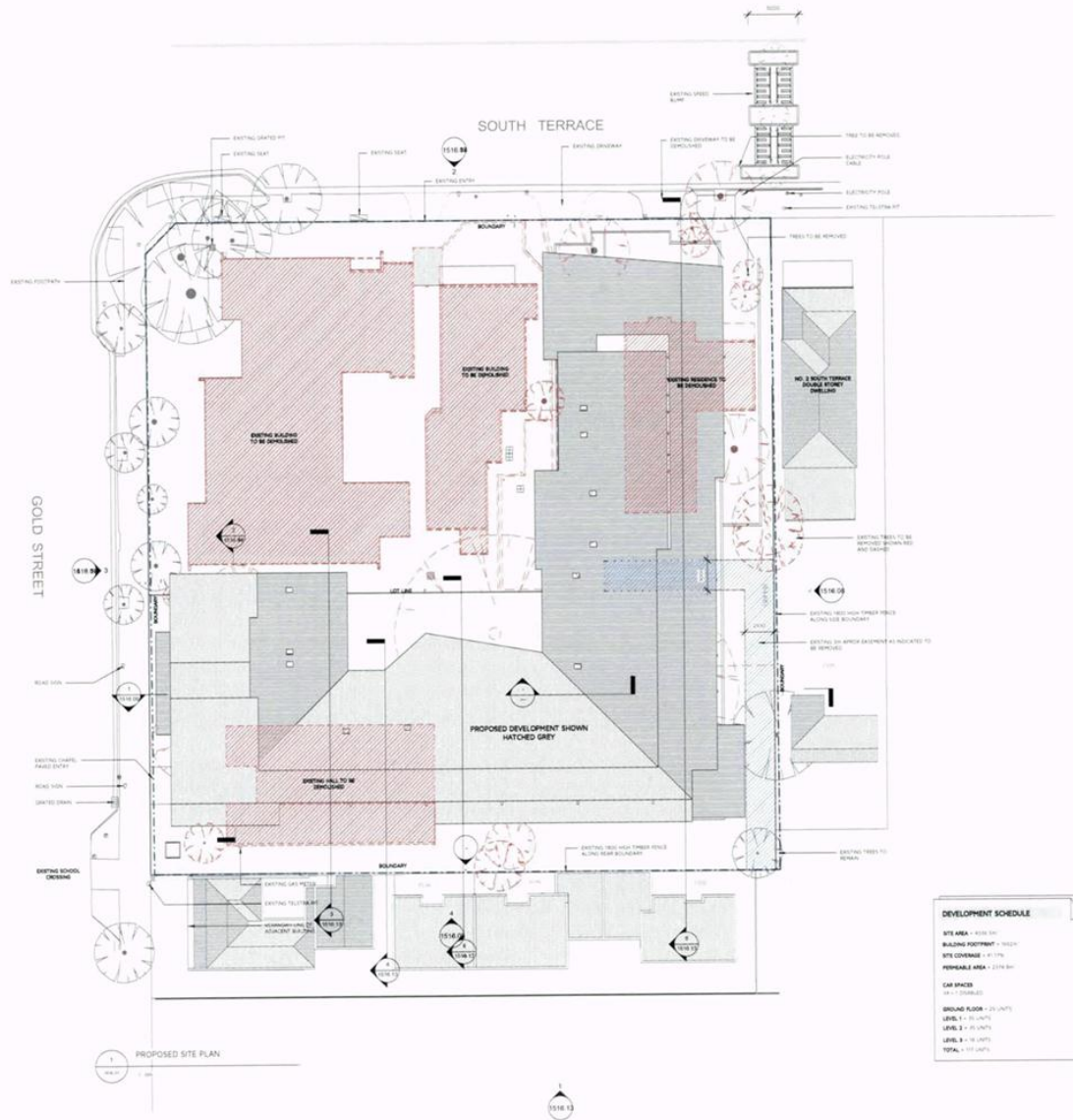
A vehicle crossing permit is required for the construction of the vehicle crossing(s). Please contact Council's Construction Management Branch on 9205 5585 for further information.

CONTACT OFFICER: James Sutherland
TITLE: Principal Statutory Planner
TEL: 9205 5046

Attachments

- 1 Demolition plan, floor plans, elevations and existing shadows.
- 2 Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.

Attachment 1 - Demolition plan, floor plans, elevations and existing shadows.



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REVISIONS #

No.	Description	Date
A	ISSUED FOR INFORMATION	15/09/14
C	GENERAL UPDATE	20/03/15
E	ISSUED FOR INFORMATION	16/04/15
F	AMENDED TOWN PLANNING APPLICATION	05/10/15

PROJECT #
1 SOUTH TCE CLIFTON HILL SAMBELL LODGE SITE REDEVELOPMENT

CLIENT #
BROTHERHOOD OF ST LAURENCE

PROJECT NO #
1516

TITLE #
PROPOSED SITE PLAN

SCALE # DATE # DRAWN BY #
As indicated 28/09/15 PH

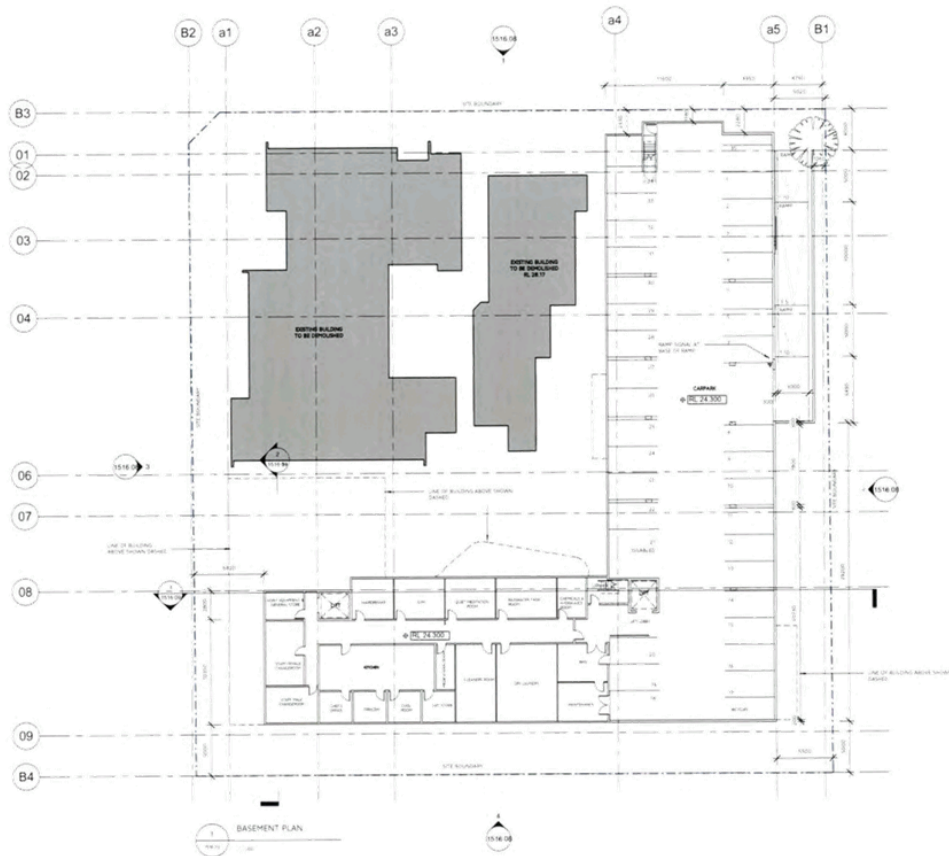
DRAWING NO #
1516.01

ABN 53 507 051 743

DEVELOPMENT SCHEDULE

SITE AREA	4,100.00m ²
BUILDING FOOTPRINT	1,000.00m ²
SITE COVERAGE	24.39%
PERMEABLE AREA	2,210.00m ²
CAR SPACES	107 (7.50/m ²)
GROUND FLOOR	25 UNITS
LEVEL 1	25 UNITS
LEVEL 2	25 UNITS
LEVEL 3	25 UNITS
TOTAL	100 UNITS

Attachment 1 - Demolition plan, floor plans, elevations and existing shadows.



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REVISIONS #

No.	Description	Date
1	AMENDED TOWN PLANNING APPLICATION	15/10/15

PROJECT #
1 SOUTH TCE CLIFTON HILL SAMBELL LODGE
SITE REDEVELOPMENT

CLIENT #
BROTHERHOOD OF ST LAURENCE

PROJECT NO #
1516

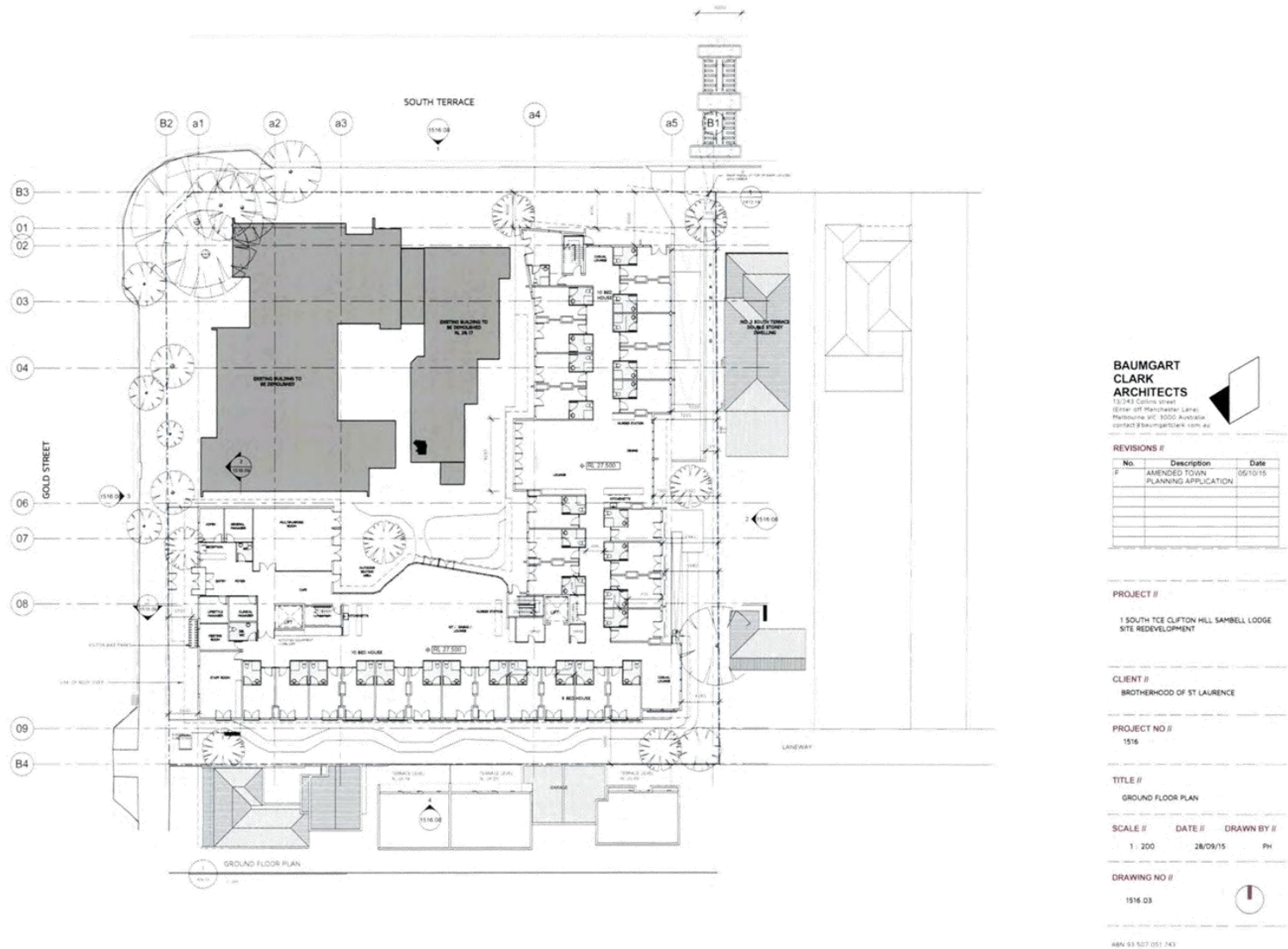
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BASEMENT PLAN

SCALE # DATE # DRAWN BY #
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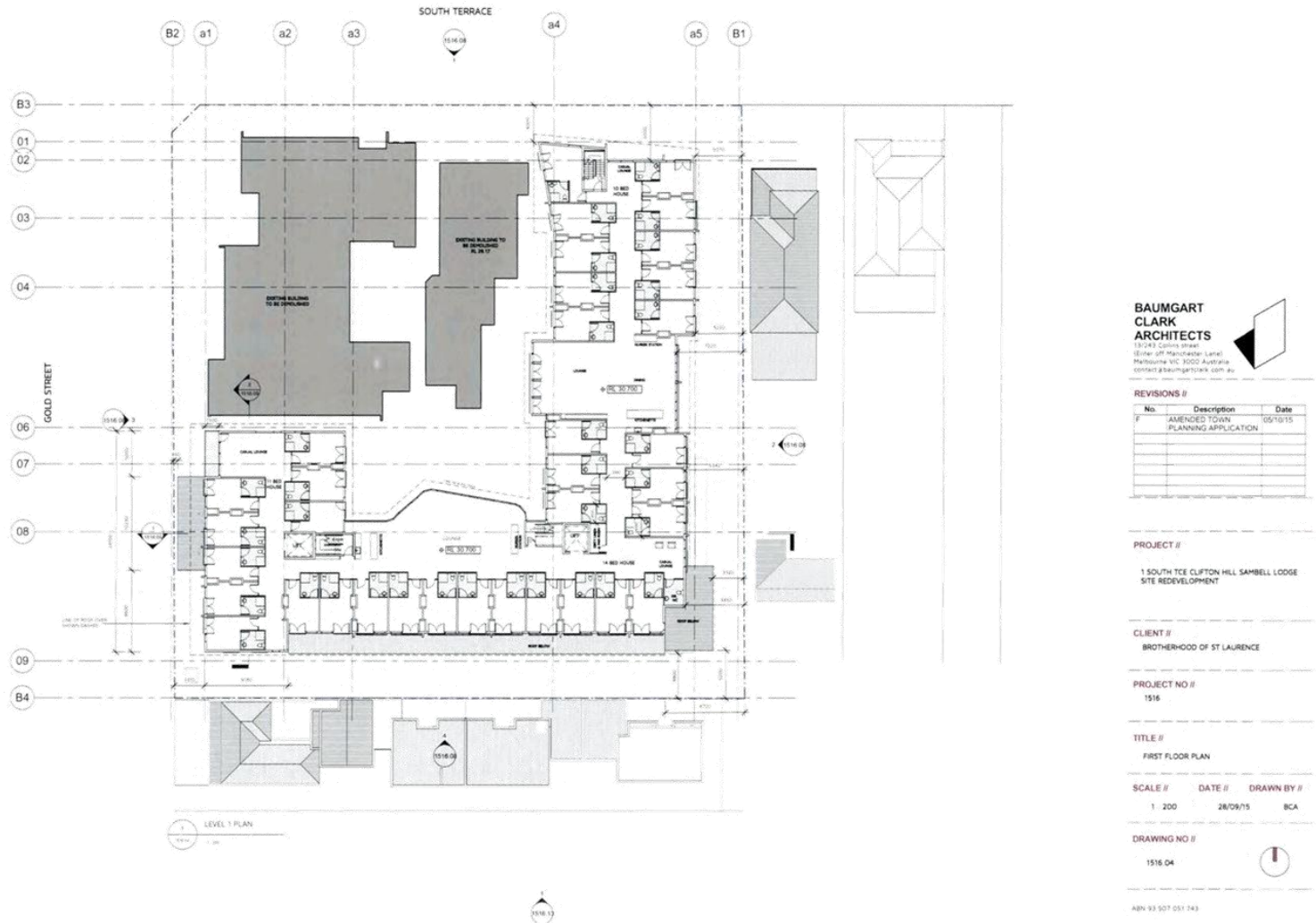
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ABN 93 507 251 743

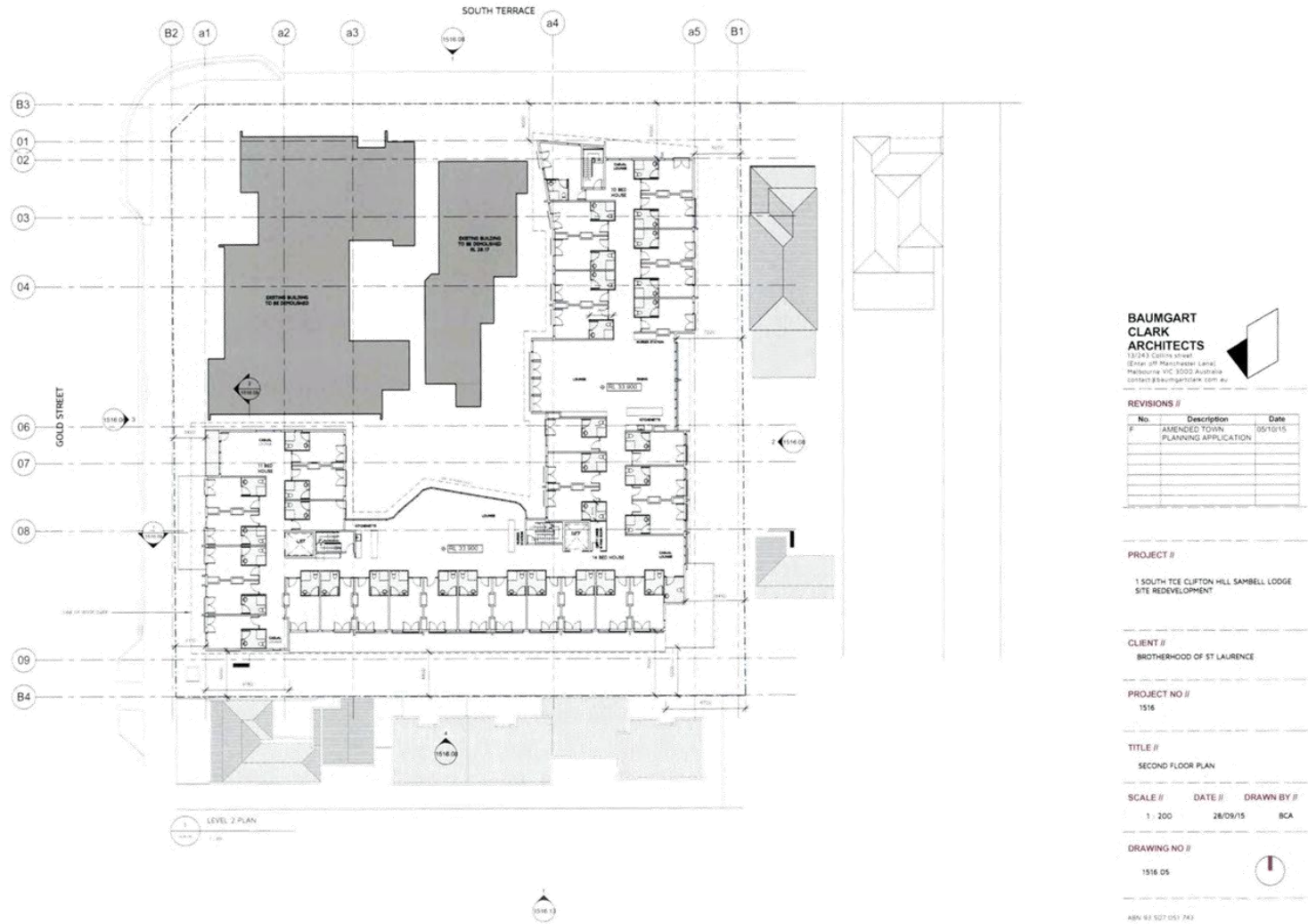
Attachment 1 - Demolition plan, floor plans, elevations and existing shadows.



Attachment 1 - Demolition plan, floor plans, elevations and existing shadows.



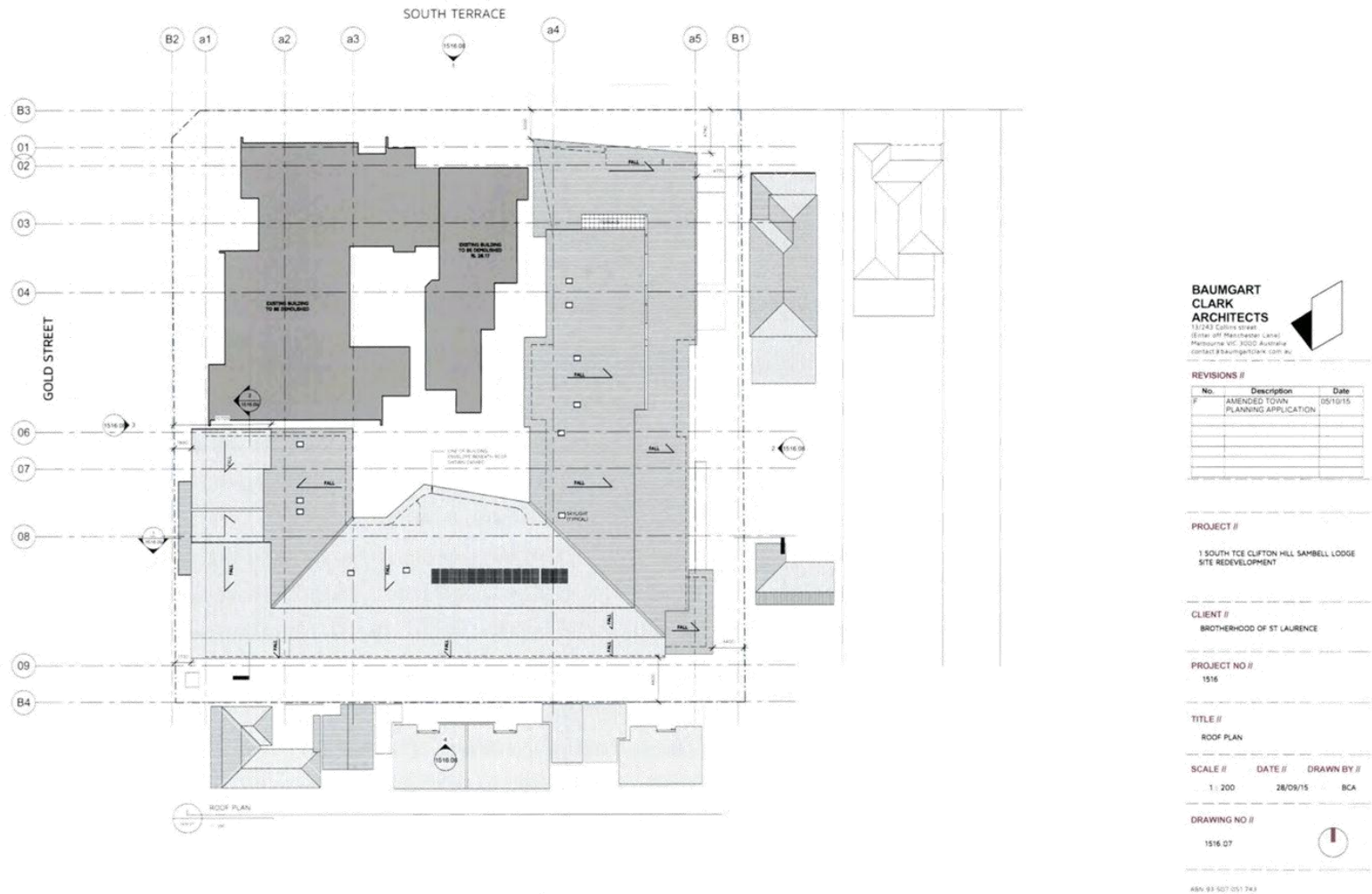
Attachment 1 - Demolition plan, floor plans, elevations and existing shadows.



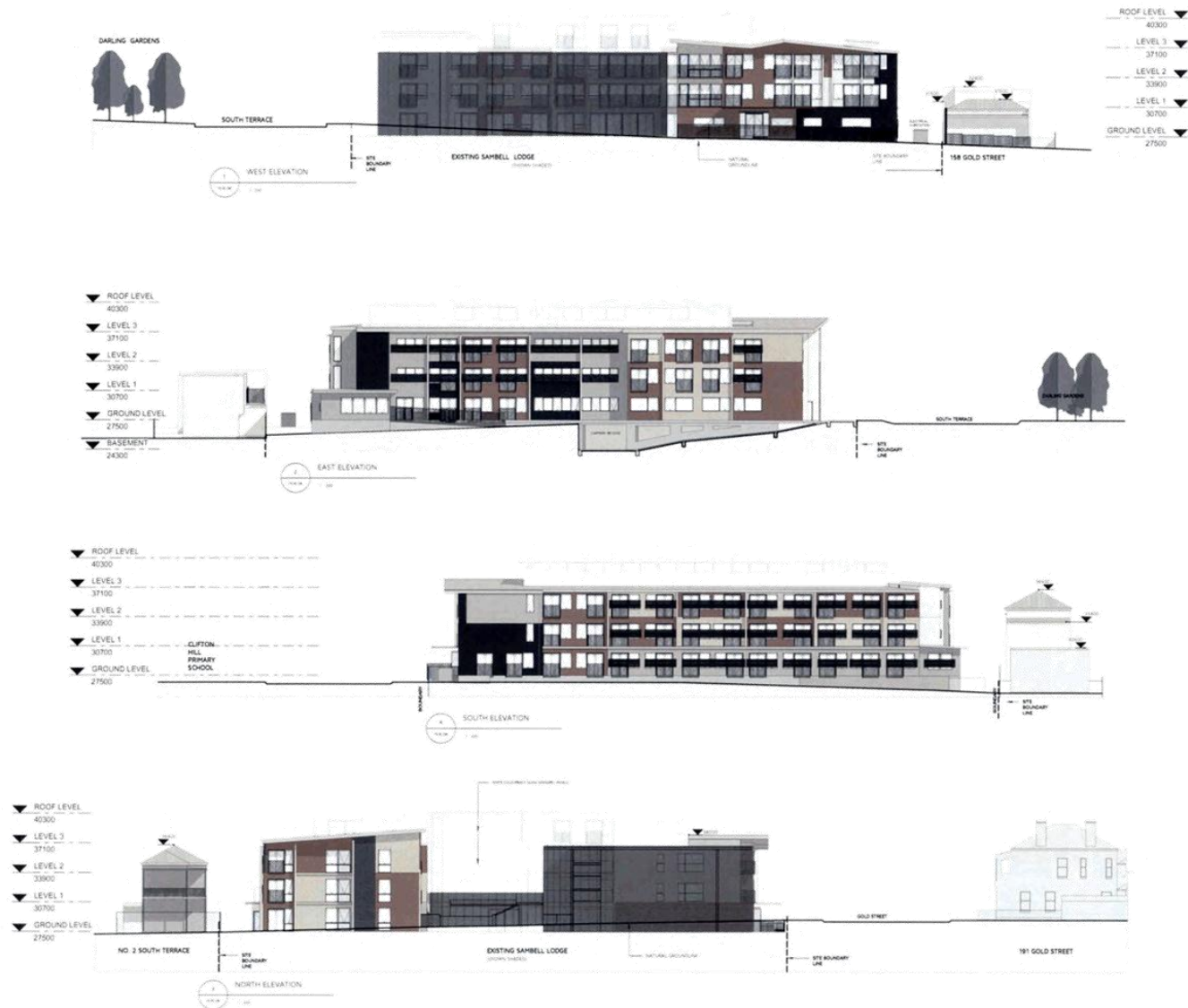
Attachment 1 - Demolition plan, floor plans, elevations and existing shadows.



Attachment 1 - Demolition plan, floor plans, elevations and existing shadows.



Attachment 1 - Demolition plan, floor plans, elevations and existing shadows.



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REVISIONS #

No.	Description	Date
1	AMENDED TOWN PLANNING APPLICATION	05/10/15

PROJECT #

1 SOUTH YEE CLIFTON HILL SAMBELL LODGE SITE REDEVELOPMENT

CLIENT #

BROTHERHOOD OF ST LAURENCE

PROJECT NO #

1516

TITLE #

ELEVATIONS

SCALE #

1 : 200

DATE #

28/09/15

DRAWN BY #

BCA

DRAWING NO #

1516.08

ABN 91 507 051 743

Attachment 1 - Demolition plan, floor plans, elevations and existing shadows.



BAUMGART CLARK ARCHITECTS
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REVISIONS #

No.	Description	Date
1	AMENDED TOWN PLANNING APPLICATION	05/10/15

PROJECT #
1 SOUTH TCE CLIFTON HILL SAMBELL LODGE SITE REDEVELOPMENT

CLIENT #
BROTHERHOOD OF ST LAURENCE

PROJECT NO #
1516

TITLE #
EXISTING SHADOW DIAGRAMS

SCALE # **DATE #** **DRAWN BY #**
1 : 500 28/09/15 BCA

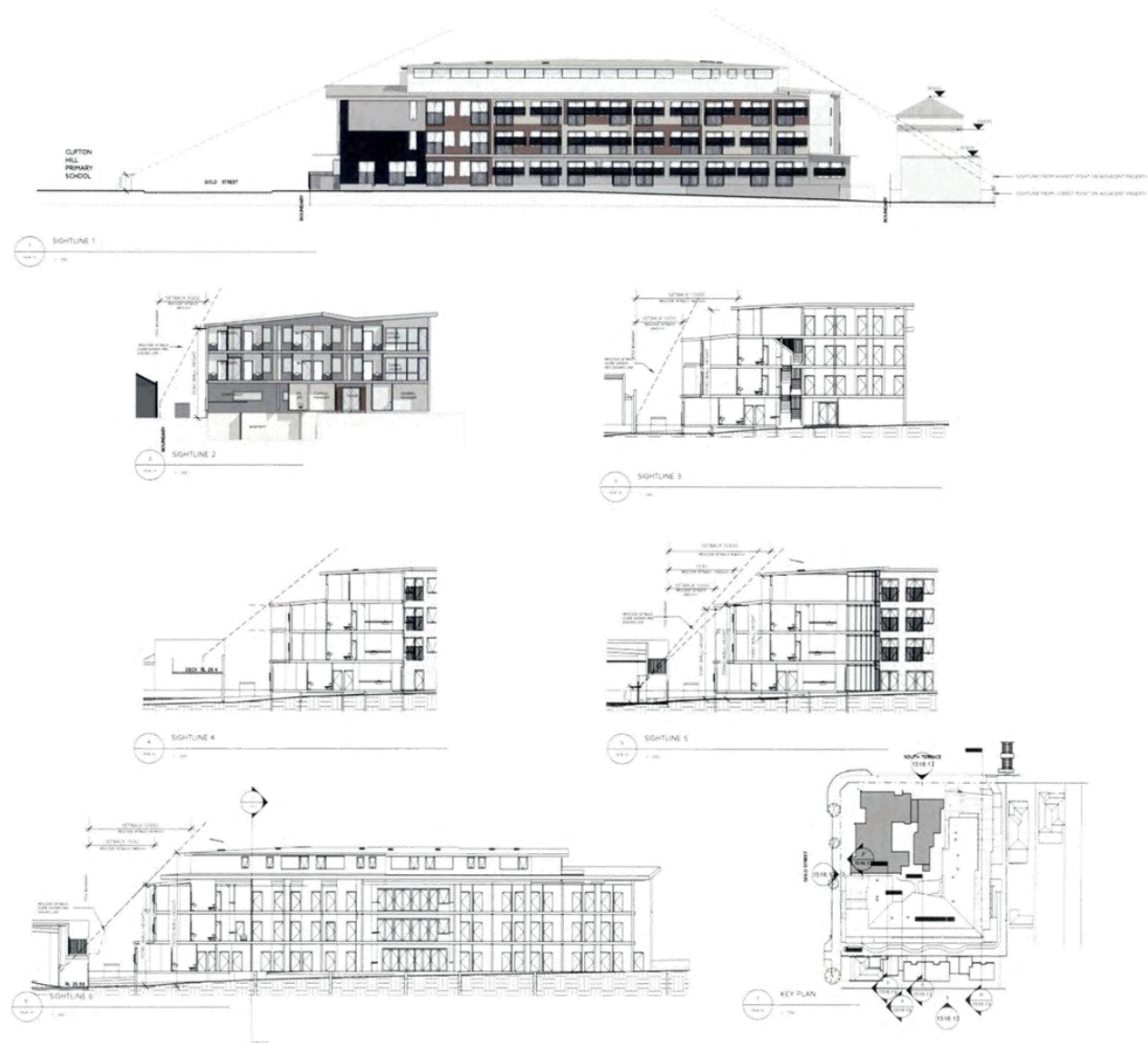
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1516.11

ABV 93 507 051 743

Attachment 2 - Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.



Attachment 2 - Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.



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REVISIONS //

No.	Description	Date
F	AMENDED TOWN PLANNING APPLICATION	05/10/15

PROJECT //

1 SOUTH TCE CLIFTON HILL SAMBELL LODGE
SITE REDEVELOPMENT

CLIENT //

BROTHERHOOD OF ST LAURENCE

PROJECT NO //

1516

TITLE //

SIGHTLINES

SCALE //

As indicated

DATE //

28/09/15

DRAWN BY //

Author

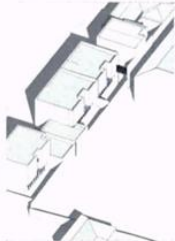
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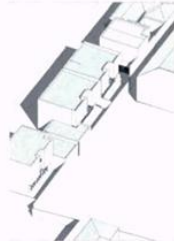
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Attachment 2 - Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.

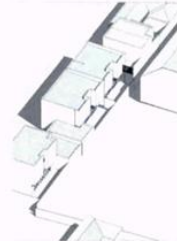
EXISTING SHADOWS ON SOUTH BOUNDARY



9am - EXISTING SHADOWS ON SOUTH BOUNDARY



10am - EXISTING SHADOWS ON SOUTH BOUNDARY



11am - EXISTING SHADOWS ON SOUTH BOUNDARY



12pm - EXISTING SHADOWS ON SOUTH BOUNDARY



1pm - EXISTING SHADOWS ON SOUTH BOUNDARY

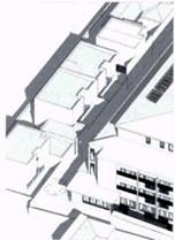


2pm - EXISTING SHADOWS ON SOUTH BOUNDARY



3pm - EXISTING SHADOWS ON SOUTH BOUNDARY

SHADOWS OF PROPOSED BUILDING ON SOUTH BOUNDARY



9am - SHADOWS OF PROPOSED BUILDING ON SOUTH BOUNDARY



10am - SHADOWS OF PROPOSED BUILDING ON SOUTH BOUNDARY



11am - SHADOWS OF PROPOSED BUILDING ON SOUTH BOUNDARY



12pm - SHADOWS OF PROPOSED BUILDING ON SOUTH BOUNDARY



1pm - SHADOWS OF PROPOSED BUILDING ON SOUTH BOUNDARY



2pm - SHADOWS OF PROPOSED BUILDING ON SOUTH BOUNDARY



3pm - SHADOWS OF PROPOSED BUILDING ON SOUTH BOUNDARY

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REVISIONS //

No.	Description	Date
1	AMENDED TOWN PLANNING APPLICATION	05/10/15

PROJECT //

1 SOUTH TEE CLIFTON HILL SAMBELL LODGE SITE REDEVELOPMENT

CLIENT //

BROTHERHOOD OF ST LAURENCE

PROJECT NO //

1516

TITLE //

SHADOW STUDY

SCALE // DATE // DRAWN BY //

28/09/15 BCA

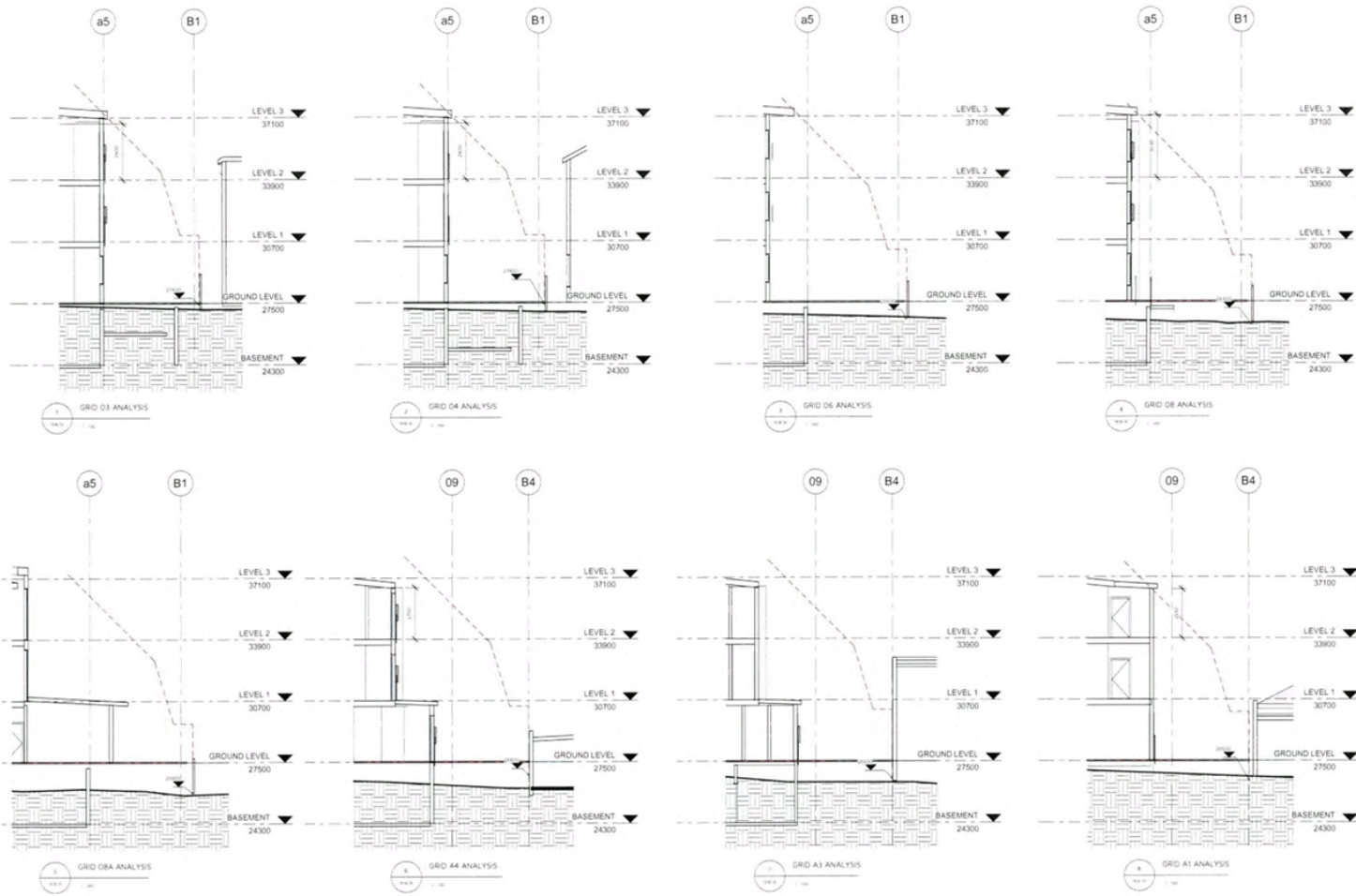
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ABN 93 507 051 743

Attachment 2 - Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.



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REVISIONS //		
No.	Description	Date
1	AMENDED TOWN PLANNING APPLICATION	05/10/15

PROJECT #
1 SOUTH TICE CLIFTON HILL SAMBELL LODGE SITE REDEVELOPMENT

CLIENT #
BROTHERHOOD OF ST LAURENCE

PROJECT NO #
1516

TITLE #
BOUNDARY PROFILE ANALYSIS

SCALE # DATE # DRAWN BY #
1 : 100 28/09/15 Author

DRAWING NO #
1516.15

ABN 93 527 051 743

Attachment 2 - Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.



1 VIEW FROM SOUTH TERRACE



2 GOLD ST VIEW LINE



3 ADJACENT PROPERTY VIEW LINE

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CLARK
ARCHITECTS**
 11 Park Collins Street
 (Enter off Manchester Lane)
 Melbourne VIC 3000 Australia
 contact@baumgartclark.com.au



REVISIONS #

No.	Description	Date
1	AMENDED TOWN PLANNING APPLICATION	05/10/15

PROJECT #

1 SOUTH TCE CLIFTON HILL SAMBELL LODGE
 SITE REDEVELOPMENT

CLIENT #

BROTHERHOOD OF ST LAURENCE

PROJECT NO #

1516

TITLE #

VIEW FROM STREETS

SCALE # DATE # DRAWN BY #

28/09/15 Author

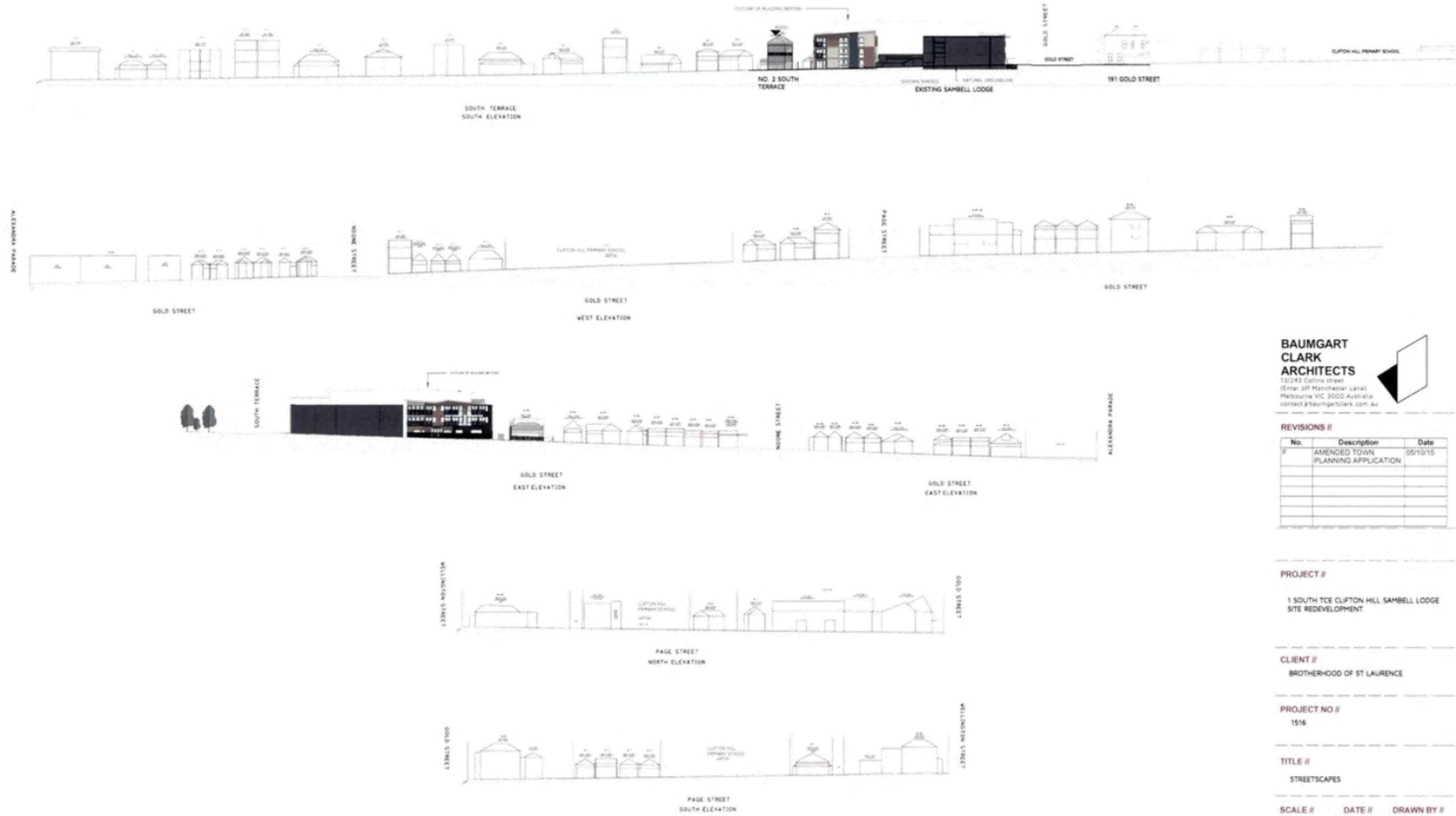
DRAWING NO #

1516.16



48x 43 507 051 743

Attachment 2 - Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.



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REVISIONS #

No.	Description	Date
1	AMENDED TOWN PLANNING APPLICATION	05/10/15

PROJECT #
1 SOUTH TCE CLIFTON HILL SAMBELL LODGE
SITE REDEVELOPMENT

CLIENT #
BROTHERHOOD OF ST LAURENCE

PROJECT NO #
1516

TITLE #
STREETSCAPES

SCALE # DATE # DRAWN BY #
1 : 500 28/09/15 BCA

DRAWING NO #
1516.17

ABN 92 507 051 743

Attachment 2 - Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.



Ben Scott Garden Design
14/15 Melbourne Rd, Camberwell VIC 3161
Ph: 03 9581 8880
www.benscottgardendesign.com.au

LANDSCAPE CONSULTANT
PROJECT NO. 16856 - 16857
DATE: 10/05/2016

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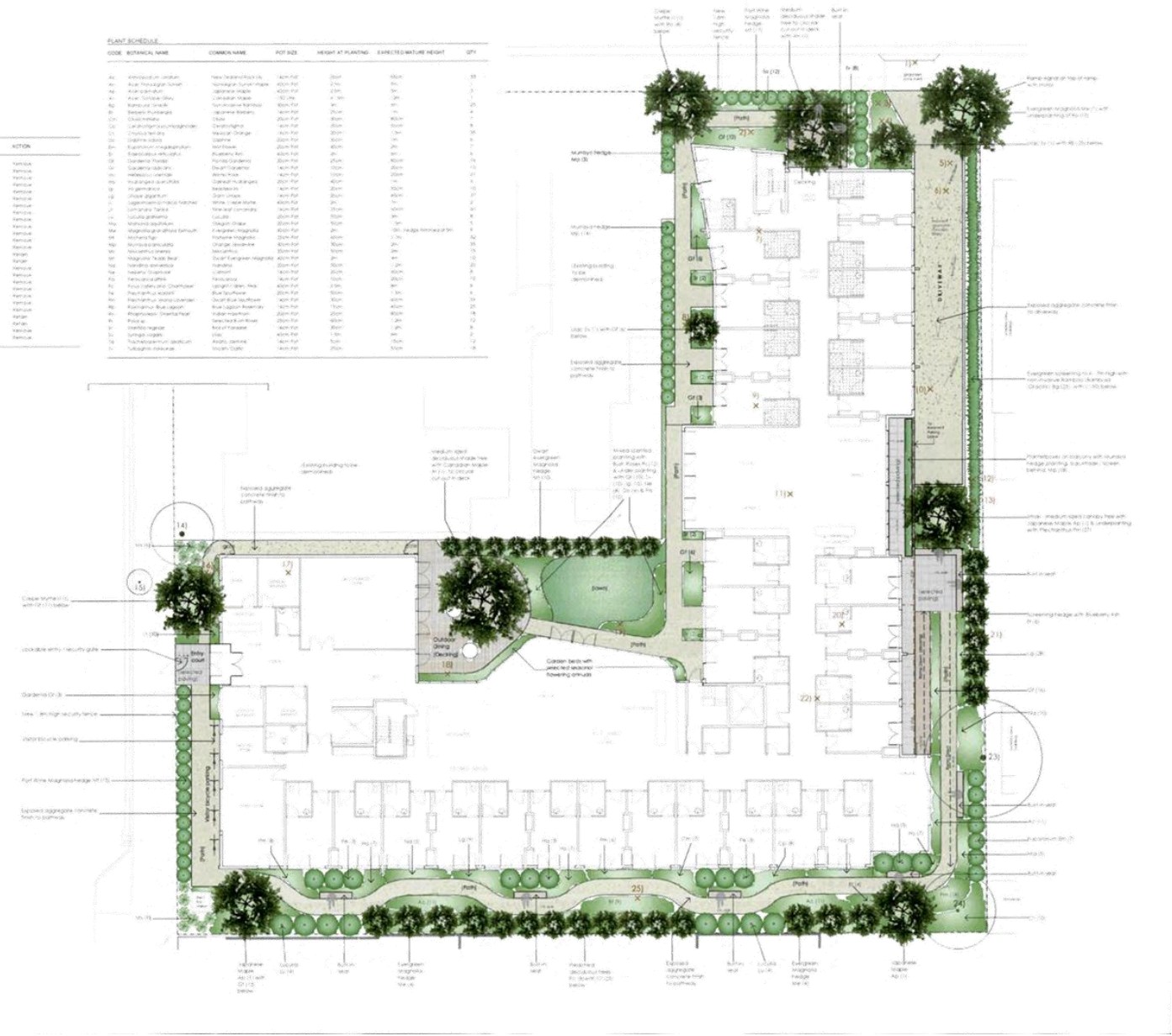
TREES TO BE REMOVED/RETAINED

TREE #	BOTANICAL NAME	SIZE At 10'	HEALTH	ACTION
1	Yucca filifera	5' x 4'	Fair	Remove
2	Yucca filifera	5' x 4'	Fair	Remove
3	Yucca filifera	5' x 4'	Fair	Remove
4	Yucca filifera	5' x 4'	Fair	Remove
5	Yucca filifera	5' x 4'	Fair	Remove
6	Yucca filifera	5' x 4'	Fair	Remove
7	Yucca filifera	5' x 4'	Fair	Remove
8	Yucca filifera	5' x 4'	Fair	Remove
9	Yucca filifera	5' x 4'	Fair	Remove
10	Yucca filifera	5' x 4'	Fair	Remove
11	Yucca filifera	5' x 4'	Fair	Remove
12	Yucca filifera	5' x 4'	Fair	Remove
13	Yucca filifera	5' x 4'	Fair	Remove
14	Yucca filifera	5' x 4'	Fair	Remove
15	Yucca filifera	5' x 4'	Fair	Remove
16	Yucca filifera	5' x 4'	Fair	Remove
17	Yucca filifera	5' x 4'	Fair	Remove
18	Yucca filifera	5' x 4'	Fair	Remove
19	Yucca filifera	5' x 4'	Fair	Remove
20	Yucca filifera	5' x 4'	Fair	Remove
21	Yucca filifera	5' x 4'	Fair	Remove
22	Yucca filifera	5' x 4'	Fair	Remove
23	Yucca filifera	5' x 4'	Fair	Remove
24	Yucca filifera	5' x 4'	Fair	Remove
25	Yucca filifera	5' x 4'	Fair	Remove
26	Yucca filifera	5' x 4'	Fair	Remove
27	Yucca filifera	5' x 4'	Fair	Remove
28	Yucca filifera	5' x 4'	Fair	Remove
29	Yucca filifera	5' x 4'	Fair	Remove
30	Yucca filifera	5' x 4'	Fair	Remove

CODE	BOTANICAL NAME	COMMON NAME	POT SIZE	HEIGHT AT PLANTING	EXPECTED MATURE HEIGHT	SPY
01	Anemone pulsatilla	New Zealand Poppy	40cm Pot	30cm	150cm	3
02	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
03	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
04	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
05	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
06	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
07	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
08	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
09	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
10	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
11	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
12	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
13	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
14	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
15	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
16	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
17	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
18	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
19	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
20	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
21	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
22	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
23	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
24	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
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27	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
28	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
29	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3
30	Aspidistra	Spotted Plantain	40cm Pot	30cm	150cm	3

NOTES:

- SOIL WORKS:** Existing garden levels to be re-confirmed to a depth of 300mm. Areas to be re-graded with new concrete to level 100mm. New soil to be added to depth of 300mm. Areas that have been excavated for existing structures will have soil brought up from the existing ground level. If the soil is not suitable for planting, it should be replaced with topsoil.
- RETAINING:** Retaining walls to be installed where necessary to maintain existing ground levels. Retaining walls to be installed where necessary to maintain existing ground levels. Retaining walls to be installed where necessary to maintain existing ground levels.
- PLANTING:** An approved landscape architect will be responsible for the design and planting of the garden. The client will be responsible for the supply and installation of the plants and materials. The client will be responsible for the supply and installation of the plants and materials.
- IRRIGATION:** An approved irrigation system will be installed to provide water to the garden. The client will be responsible for the supply and installation of the irrigation system.
- SECURITY:** The client will be responsible for the supply and installation of any security systems. The client will be responsible for the supply and installation of any security systems.



Attachment 2 - Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.



© 2015 BAUMGART CLARK Architects - Artists Impression GOLD STREET

Attachment 2 - Proposed shadows, sightlines, cross sections, landscape plan and 3D perspectives.



© 2015 BAUMGART CLARK Architects - Artists Impression SOUTH TERRACE

11.7 Events in Public Spaces Policy

Trim Record Number: D16/21374

Responsible Officer: Director Community Wellbeing

Purpose

1. To present the Events in Public Spaces Policy for consideration by Council.

Background

2. In December 2015, Council considered and endorsed for the Events in Public Places Policy to be placed on public exhibition with the intent to present this to Council for consideration in 2016, following consultation. The exhibition period has now closed and the Policy is ready for Council consideration.
3. The Policy is to provide:
 - (a) a formal mechanism for dealing with requests for all events;
 - (b) a differentiation of events based on type and scale;
 - (c) a process for managing event proposals;
 - (d) guiding Principles and an assessment matrix for the evaluation of proposals;
 - (e) a list of Yarra's open spaces and reserves including characteristics and use classification for each; and
 - (f) a list of Yarra's fees and charges.
4. Council does not currently have a single comprehensive policy that deals with events in Yarra's public spaces; it has a range of permits with related charges for specific activities, such as: filming, amplified music permit and high level strategic documents such as the Yarra Open Spaces Strategy.
5. As such, there has not been a single department managing event proposals. In identifying this service improvement opportunity, the Venues and Events Unit have been trialling a "one stop shop" approach to responding to event requests in public places since 2015, while the Policy was being developed.
6. From 1 November 2015 to 25 February 2016, Council Officers have processed 316 bookings of public spaces. Ninety-six of these required permits which were facilitated via the new 'one stop shop' methodology.
7. Council has also approved the Gleadell Rag Trade Market for a six month trial to inform Council's management of markets and recurring events. This trial will end in May 2016.
8. The experience of managing these event proposals has been invaluable in informing the development of the Policy and its implementation.
9. The policy will provide clarity for all event proponents. It proposes the trigger for an event permit when organised activities meet one or more of the following criteria:
 - (a) 50 people or more;
 - (b) ticketing for the participants;
 - (c) amplified Music;
 - (d) infrastructure being erected on the public space; and
 - (e) a reservation of public spaces (for 'exclusive' use).
10. The process recommended for reviewing the applications is differentiated by scale (if over 1,000 people) and by nature (if the events are recurring in nature - such as markets - or if the event involves a road closure of Yarra Boulevard).

11. Essentially, events will be separated into two categories: (a) those requiring a detailed proposal process, where the scale and longevity of the proposed event merits an Expression of Interest (EOI), or (b) smaller scale events where Officers are able to use a matrix criteria for assessment to review the proposals at any time (rolling applications).
12. The Expression of Interest process is designed to enable Council to consider significant event proposals collectively; this enables better coordination of events across the municipality.
13. Events that involve a Yarra Boulevard Road closure have been identified as meriting an EOI process given the number of sporting activities that occur in the surrounding parks and because of the popularity of this site.
14. The Policy does not seek to promote any spaces for events, nor does it rule out any spaces for event proposals. It is the intention of the Policy to assess the proposal according to the nature of the event, its appropriateness for the proposed space and the impact on the community. It is conceivable that spaces such as footpaths can be used for promotional activities and small pocket parks may be used for small gatherings of 50 people, or indeed where an installation maybe placed, such as temporary artwork. It is the intention of the Policy to recognise each space is different and blanket rules may not best achieve this Policy's purpose.
15. The proposed introduction of an event permit system is not intended to override any existing permits or licenses, but as an overarching permit that incorporates other permits where the event demands.
16. The proposed "one stop shop" approach in applying this Policy assumes Venues and Events will take a coordinating role in the permits process. This has been confirmed by internal and external consultation as an important feature in managing Events permits in future.

External Consultation

17. The Events in Public Spaces Policy was on public exhibition for eight weeks on both the City of Yarra corporate website as well City of Yarra, Arts website. Feedback was also sought from customers and residents who had applied to hold an event in 2015.
18. Council only received two formal responses; one of these was from a commercial event organiser and the other a local social enterprise that holds an annual event in Yarra.
19. Both commented on the service improvements of providing a single point of entry for applicants.
20. The other central themes of this feedback are captured in the verbatim responses below:
 - (a) *"It all seems nice and clear. It gives event organisers a clear process to follow and an idea of how it all works"*
 - (b) *"The event/permit fee structure needs to be reviewed particularly for events being organised by community organisations for the benefit of the community and who aren't receiving any funding/support for their events. These types of events are what strengthen the local community and increase engagement & participation amongst varying groups. These are the types of events that Council should be encouraging."*

Internal Consultation (One Yarra)

21. The following Council business units have contributed to the policy:
 - (a) Arts, Culture and Venues;
 - (b) Building and Property;
 - (c) Compliance Management;
 - (d) Construction Management;
 - (e) Economic Development; and
 - (f) Open Space & Recreation.

Financial Implications

22. The new event permit and associated fees is to be applied with a two-tiered fee structure with the option for Council to “subsidise” the event permits, using a parallel mechanism to the “subsidised venues grant”. It is anticipated that those eligible for a subsidised permit will not pay any fees and will acknowledge Council for the support received in recognition of this subsidy.
23. An application fee is proposed as a way of recovering costs, as experience has revealed that there is significant workload in the initial review of an event.
24. A proposed discount is set at a 60% flat rate of the full fee for eligible groups (not for profits and community groups). This is consistent with the current application of discounts for use of Council managed venues and open space.
25. An additional staff resource is required to manage the Events permit process; the experience of the last few months reveals about 24 requests per month. This resource will be accommodated within existing operational budgets.
26. There are no changes to existing fees and charges proposed, and it is recommended these are reviewed in accordance with the annual fees and charges review.
27. Some examples of the application of the proposed permits and fees can be found as Attachment 2 of this report.

Economic Implications

28. The policy is intended to provide clarity and improve the processes for community and business groups seeking permission to organise events in Yarra. Council has received a number of requests for food and goods markets and the policy is expected to enable some of these to establish and operate across Yarra.
29. Other organised event such as fun runs, cultural events and community events also have the capacity to stimulate visitation and cultural tourism to the City.

Sustainability Implications

30. The proposed policy includes consideration of related policies that address sustainability issues, including landcare and management, waste management and sustainable transport.

Social Implications

31. The policy addresses organised activities, and in particular those involving 50 people or more.

Human Rights Implications

32. The policy respects the right of people to meet and congregate, and puts in place a mechanism to ensure this also considers other people’s access to public space and public safety.

Communications with CALD Communities Implications

33. This is an important policy that will be of interest to a wide group of people and as such easy access documents, such as “frequently asked questions” and quick fact sheets will be produced and translated.
34. The streamlined and centralised approach proposed should make it easier for all community groups to organise compliant events.

Council Plan, Strategy and Policy Implications

35. The following Acts, Policies and Strategies are considered:

- (a) *Building Act 1993*;
- (b) *Crown Land (Reserves) Act 1978*;
- (c) *Environmental Protection Act 1970*;
- (d) *Filming Approval Act 2014*;

- (e) *Food Act 1984*;
- (f) *Fundraising Act 1998*;
- (g) *Liquor Control Reform Act 1998*;
- (h) *Local Government Act 1989*;
- (i) *Major Sporting Events Act 2009*;
- (j) Municipal Emergency Management Plan;
- (k) *Occupational Health and Safety Act 2004*;
- (l) *Planning and Environment Act 1987*;
- (m) *Road Management Act 2004*;
- (n) Victorian Legislation;
- (o) *Working with Children Act 2005*;
- (p) Yarra Arts and Culture Strategy 2015-2020;
- (q) Yarra Economic Development Strategy;
- (r) Yarra Local Laws; and
- (s) Yarra Open Space Strategy 2006-2016.

Legal Implications

36. There are no legal implications.

Other Issues

37. Council is currently reviewing its Local Law.

Options

- 38. Council may defer the policy consideration should it wish to highlight particular areas for further work, or proceed to adoption of the policy and enable its implementation.
- 39. It is hoped that a new policy will be in place to enable Officers to have a framework to manage future events requests and begin the EOI process for markets and applicable events.

Conclusion

- 40. Recent experience demonstrates a real need for a simple, clear process for the community to seek permission for organised events in the municipality.
- 41. A policy framework is important to articulate a clear and transparent process to manage these requests.
- 42. The management of events between local authorities differ, but there is a trend towards introducing policies and processes. This proposed policy is a first for Yarra and given the number of areas of Council involved in managing events and the variation of events it may deal with, a watching brief is proposed with a review of the policy in managing events and recommended within 12 months.

RECOMMENDATION

- 1. That Council adopt the Events in Public Spaces Policy for immediate implementation.

CONTACT OFFICER: Siu Chan
TITLE: Unit Manager Arts, Culture and Venues
TEL: 9205 5045

Attachments

- 1 DRAFT EVENTS IN PUBLIC PLACES POLICY
- 2 EXAMPLES OF EVENTS AND THE RELEVANT PERMITS AND FEES TO BE APPLIED

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY

YARRA CITY COUNCIL

EVENTS IN PUBLIC SPACES POLICY

1. INTRODUCTION

The City of Yarra is home to many of Melbourne's most highly prized parks, gardens and reserves, as well as many of its busy and significant streets and transport paths. These spaces provide unique locations and opportunities for markets, events, community festivals and functions.

Some of Yarra's iconic street based events include Johnston St Fiesta and Victoria St Lunar Festival, whilst Council also actively encourages small local celebrations such as street parties. Yarra's streets are popular locations for film shoots, the Gleadell Street Market is our oldest street based regular market, and our parks used for regular events such as fun runs and summer circus seasons.

The demand for outdoor spaces to function as temporary venues for commercial and community activities is increasing; it is a trend that is mirrored across wider Melbourne. Alongside this, a growing population has led to increased pressure on parks and reserves for quiet enjoyment. At the same time, there are increased expectations from the community for events to be more professionally organised to ensure public safety and to protect local amenity.

These changes have created a need for an Events in Public Spaces Policy to be established, this will provide a clear framework under which event proposals are to be considered and how these events will be managed.

Council recognises that coordinated responses and clear guidelines are important for event organisers and getting this right will increase Council's effectiveness in managing events in public spaces.

2. SCOPE

The Policy applies to outdoor events and activities which are of a size and nature that may impact on residents and businesses and are to be conducted on public spaces and roadways under the care and control of Yarra City Council.

This Policy does not apply to ongoing sporting fixtures on sportsgrounds and events that occur on private property.

This Policy applies to all events whether they are organised by not for profit community organisations, commercial entities and Council.

The Policy applies to the type of events as described below:

- Festivals
- Markets

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY

- Health, fitness and sports (but not seasonal sports booked on sports grounds)
- Arts and cultural events
- Weddings and celebrations
- Street parties
- Balloon landings
- Promotions
- Filming
- Other social events

The Policy applies for events that involve:

- 50 people or more
- Ticketing for the participants
- Amplified Music
- Infrastructure being erected on the public space
- A reservation of public spaces

3. WHAT IS AN EVENT?

For the purpose of this Policy an event can be considered as any organised activity that takes place wholly or partly on Council owned or managed land (including roads, footpaths, parks, gardens, reserves and sports grounds,) that requires approval from Council and/or other government agencies.

Events range from small functions to those involving thousands of people with temporary infrastructure and complex logistical arrangements. Events can be private affairs with attendance by invitation or public occasions with attendance open or by ticketed.

The scale and nature of the event are the triggers for an Event Permit, whilst some events may require a Planning Permit. Events involving less than 50 people that are not ticketed, where amplified sound equipment are not used (e.g. family picnics and small parties) will not require a permit.

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY

4. WHAT ARE PUBLIC SPACES?

For the purpose of this Policy, public spaces refers to parks, playing fields, gardens, reserves, river and creek frontages, streets, footpaths, nature strips, public transport stops and stations which are owned or managed by Council. It does not include privately owned land or Council-owned or managed buildings used for events or gatherings.

Council has identified a list of public parks and gardens that may be potentially used for events and activities; these are itemized in the appendix.

Council recognises public spaces across Yarra have their own unique characteristics and distinct neighbourhood character, and as such events proposed for these spaces need to be individually assessed to ensure the event is the right fit for the proposed location.

5. COUNCIL'S ROLE IN EVENTS MANAGEMENT

Council wishes to facilitate well-managed events that will contribute to and benefit the local community whilst ensuring local amenity and public safety are duly considered and managed

Council has three roles in the management of events in public spaces:

1. As an organiser of public events.
2. As a manager public land use.
3. As a statutory authority on a number of areas that are associated with the operation of events, such as statutory planning, building regulation, occupational health and safety, food safety, public safety etc.

In setting out this Policy, Council recognises events are important to our community; they contribute to the liveability, economy and vibrancy of the City. Council also recognises the importance of adopting a clear framework that balances the residential amenity of our neighbourhoods whilst enabling activities and events to occur.

6. GUIDING PRINCIPLES

In assessing applications for events in Council managed public spaces, Council will adopt the following guiding principles:

- To ensure Council property and assets are protected.
- To strike a balance between enabling events to occur and residents' right to quiet enjoyment of public spaces.
- To make it easier for event applicants and offer a coordinated response to event proposals.
- To strike a balance between equity of access and fair dealings for all event proponents and system that responds in a timely manner to new event proposals.

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY

- To ensure better management of events by adopting a coordinated approach between all areas of Council and external stakeholders.
- To apply a variable fee structure for event permits that considers cost recovery and community benefit.

7. EVENT APPLICATIONS & COUNCIL PROCESSES

All events covered by this Policy will require an **Event in Public Spaces Permit** to operate and depending on the nature and scale of the event, other approvals, permits and licenses may be required. Council will assist with the identification of other approvals required but it will be the responsibility of the applicant to arrange any additional permits for the event.

Types of events	Application process	Processing time	Approvals
Events for more than 1,000 people.	Expression of Interest	Council will accept applications biannually	Director Approval
Recurring Markets.	Expression of Interest	Council will accept applications annually	Director Approval
Yarra Boulevard Road Closure.	Expression of Interest	Council will accept applications biannually	Officer delegation
<ul style="list-style-type: none"> • Any events for less than 1,000 people • Promotional events • Filming • One-off markets 	Rolling applications (applications anytime)	Varies from 2 weeks to 6 months depending on nature of event	Officer delegation

7.1 EXPRESSION OF INTEREST

Council will accept public submissions for all events identified above on set closing dates, with permits issued for no more than two years in length.

A 5 step process will be used:

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY

1. Submission of Proof of Concept
2. Submission of Detailed Proposal
3. In Principle Approval
4. Community Consultation
5. Event in Public Spaces approved and permit issued

7.1.1 Proof of Concept

A preliminary proposal that includes a description of the proposed activity, proposed site, frequency, and relevant experience of the applicant.

The proposal that meet Council's criteria are invited to submit a detailed proposal for consideration.

7.1.2 Detailed Proposal

The detailed proposal will need to include: analysis of the event impact on the surrounding residents, businesses and the environment; detailed site plans; noise management plan; safety management plan; waste plan; traffic management plan; evidence of community support and certificate of insurances.

7.1.3 In Principle Approval

Applications that are recommended will be given "in principle approval" and then may be subject to any requirements for public notification before the permit is finally issued.

7.1.4 Community Consultation

Council will notify impacted residents and businesses of the approved event; this may also involve notification to the broader community should the impact of the event merits a general notification.

7.1.5 Event in Public Spaces Permit issued

The applicant will be offered a Permit and once all documentation is complete and all fees and charges paid, the Permit will be issued.

7.2 ROLLING APPLICATIONS

For all others events, applicants need to follow the 5 step processes outlined below for approval:

1. Event Permit application submitted
2. Event Permit application assessed, further documentation identified and timelines for approval identified
3. Submission and review of event plan documentation
4. Event in Public Spaces Permit approved, payment of any fees and charges

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY

5. Event in Public Spaces Permit issued

7.3 ASSESSMENT CRITERIA

Council will consider applications using the following criteria to evaluate event proposals.

Community Benefits [weighted at 20%]

- Improving health and wellbeing
- Inclusive of the broad community and contribute to the cultural vibrancy and diversity of the City of Yarra community.
- Respect and publicly acknowledge the local indigenous heritage and traditions.
- Delivery of social, community or cultural outcomes
- Informing, educating or engaging the community
- Engaging, connecting and including all people in our community
- Partnerships with local clubs, cultural groups and community organisations
- Providing healthy, enjoyable and safe experience
- Foster local talent, recognise artistic and cultural strengths within the municipality
- Support the unique identity of different parts of the municipality

Economic Benefits [weighted at 10%]

- Positive economic impact for the local community
- Engagement of local goods and service providers
- Partnerships with local businesses
- Stimulating economic activity through use of little used sites

Community Impact [weighted at 20%]

- Managing competing demands for use of the public domain, so a balance of opportunities are provided for the whole community
- Limited disruptions for local community accessing space
- Minimising impacts on local community as far as practicable

Capacity to produce an event [weighted at 20%]

- Relevant experience of event organisers

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY

Environmental Considerations [weighted at 15%]

- Minimal and temporary impact on site
- Protection of fauna, flora and Council assets
- Avoiding overuse of any open space
- Sustainable event practices (waste management, sustainable transport, etc.)

Site suitability [weighted at 15%]

- Access to suitable amenities
- Appropriateness of event on site; determined by size, layout, activities and potential risks or impacts

Other Requirements

- Council will not permit markets that include stalls that trade in illegal, toxic or counterfeit goods and products that are clearly sourced from 'unfair' trade labour operators.
- Council will not permit events that promote or are associated with smoking and gambling.
- Events must meet all legal requirements, including (but not limited to) obtaining approvals related to building occupancy, health, and liquor licensing.
- Council Officers will, where appropriate consult other agencies, including Victoria Police and VicRoads, in considering applications and applying conditions.
- Road closures and on-road events require a traffic management plan and may be subject to approval from a Council Traffic Engineer.
- All major events require public liability insurance of \$20 million indemnifying Council, and other events require minimum insurance cover of \$10 million or as requested by officers.

8. COUNCIL AUTHORITY AND INSPECTION

All events will be subject to regular inspections by Council officers to ensure compliance with the provision and conditions of the issued permit and all other relevant government legislation including Occupation, Health and Safety.

9. TERMINATION

The Council reserves the right to terminate a permit if:

- a. Permit conditions are breached
- b. Any laws are broken
- c. A misrepresentation is identified in the application.

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY

10. OTHER RELEVANT LAWS AND POLICIES

Events must meet all legal requirements, including (but not limited to) obtaining approvals related to building occupancy, health, and liquor licensing.

Council officers may consult other agencies, including Victoria Police and VicRoads, in considering applications and applying conditions.

Road closures and on-road events require a traffic management plan and may be subject to approval from a Council Traffic Engineer.

- Building Act 1993
- Crown Land (Reserves) Act 1978
- Environmental Protection Act 1970
- Filming Approval Act 2014
- Food Act 1984
- Fundraising Act 1998
- Liquor Control Reform Act 1998
- Local Government Act 1989
- Major Sporting Events Act 2009
- Municipal Emergency Management Plan
- Occupational Health and Safety Act 2004
- Planning and Environment Act 1987
- Road Management Act 2004
- Victorian Legislation
- Working with Children Act 2005
- Yarra Local Laws

11. APPENDICES

- a) Yarra's Parks and Reserves
- b) Events in Public Spaces Permits Fees and Charges

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY**APPENDIX A: YARRA'S PARKS AND RESERVES as of 2015**

NAME	ADDRESS	FACILITIES	COMMENTS	SUITED FOR
Alphington Park	View Street, Fairfield 3078	Toilets Playground Barbeques Seating Dog-off lead area. Dogs may be exercised off lead before 9am and after 5pm. Picnic tables Drinking fountains Bike parking Off street parking	On the banks of the Yarra River and wetlands, Alphington Park was certified as one of Victoria's most environmentally sustainable parks.	Low to medium impact events
Annettes Place	River Street, Richmond 3121	Playground Seating Picnic tables Dog off-leash area On street parking	A small reserve in Richmond located along the Yarra River that provides access to the Main Yarra Trail.	Low impact events
Atherton Reserve	Napier Street, Fitzroy 3065	Soccer ground Dog off-leash area	A playing field and park area next to the Atherton Gardens Housing Estate in the heart of Fitzroy	Low to large impact events
Barkly Gardens	Mary Street, Richmond 3121	Toilets Playground Barbeques Seating Drinking fountains Pavilion Shelter Soccer ground Anzac Memorial Multi Zone. Dog off-leash area On street parking	19 th century residential garden square.	Low to medium impact events
Batman Street Reserve	Batman Street North Fitzroy 3068	No Toilets Barbeque Seating Picnic tables Drinking fountain	Small reserve in a residential area	Small social gatherings only
Ben Alexander Reserve	Berry Street and Hodgson Terrace, Richmond, 3121	Playground Seating Picnic tables	Small reserve in a residential area. It is a dog on leash park.	Low impact events

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Browns Reserve	Nicholson Street, Abbotsford	Playground Barbeque Seating Picnic tables Drinking fountains On street parking	Small reserve in a residential area. It is a dog on leash park.	Small social gatherings only
Burnley Park	Yarra Boulevard, Burnley 3121	Playground 3/4 size basketball court (two hoops) Picnic tables Barbeque Seating Dog off-lead area On street parking (including accessible space on Park Street)	Six hectares of land overlooking Yarra River.	Low to high impact events
Cairns Reserve	Lyndhurst Street, Richmond 3121	Playground Seating	Medium sized reserve in a residential area	Low impact events
Cambridge Street Reserve	Cambridge Street, Collingwood 3066	Barbeque Picnic tables Seating Drinking fountain	Small reserve in a residential area. It is a dog on leash park.	Social gatherings only
Charles Evans Reserve	Cubitt Street, Richmond 3121	Playground Drinking fountain Seating	Small reserve in a residential area. It is a dog on leash park.	Social gatherings only
Church Street Park	635 Church Street, Richmond 3121	Seating Feature light boxes Picnic and play areas Sculptures Table tennis table Viewing platform	A small green space built on a former freeway ramp and covers an area of 3000m2	Low to medium impact events
Citizens Park	Cr Church and Highett Streets, Richmond 3121	Toilet Playground Sports ground Pavilion Dog off-leash area Barbeque Picnic tables Drinking fountains Bike parking	Richmond's largest park where organized sports training occurs all seasons.	Low to high impact events
Coate Park	Yarraford Avenue, Alphington 3078	Multizone park	Environmental corridor	Low to medium impact events
Condell Reserve	Condell Street, Fitzroy 3065	Playground	Small reserve in a residential area of 1100m2. It is a dog on leash	Low to medium impact events

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			park.	
Curtain Square	Rathdowne Street, Carlton North 3054	Toilets Shelter Playground Seating Basketball court Drinking fountain On street parking	Medium sized park with a pavilion. Dogs are permitted off leash in the dog run	Low to medium impact events
Dame Nellie Melba Memorial Park	Coppin Street, Richmond 3121	Seating	Small reserve in a residential area. Dog off lead area.	Social gatherings only
Darling Gardens	Gold Street, Clifton Hill 3068	Toilets Playground Barbeque Sheltered areas Seating Picnic tables Dog off-leash area Multi Zone. Drinking fountains	Large gardens created in 1866 covering 7.2 hectares of land. There is a historic rotunda amongst other facilities.	Low to high impact events
Dights Falls	Trenerry Crescent, Abbotsford 3067	Toilets Sheltered areas Seating Drinking fountains Bike parking Off street parking	The Falls mark the point where salt water from the sea meets the fresh water of the Yarra River. The Wurundjeri people camped here before European settlement. Dight's Ceres Mill, Melbourne's oldest industrial site is also located on the Falls	Low impact events
Edinburgh Gardens	Alfred Crescent, Fitzroy North 3068	Toilets Two playgrounds Barbeque Sheltered areas Picnic tables Seating Dog off leash area. Multizone Park Drinking fountains Off street parking Bocce and lawn bowling rinks Table-tennis table	19 th century gardens over 24 hectares in size.	Low to high impact events

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		Tennis courts Basketball half court Community room Skate facility Rotunda Pavilions		
Egan Park	Corner of Egan Street and Egan Place, Richmond 3121	Playground Seating	Small reserve in a residential area. It is a dog on leash park.	Social gatherings only
Fairfield Park	Heidelberg Road, Fairfield 3078	Toilets Playground Sheltered areas Seating Ampitheatre	The park is a popular tourist attraction, with the Fairfield Boathouse and Amphitheatre located in its grounds. It is a dog off leash park.	Low to high impact events
Flockhart Reserve	Flockhart Street, Abbotsford	No Toilets Barbeque Seating Picnic tables Drinking fountains Off street parking	Small open space on the banks of the Yarra River. It is a dog off leash park.	Low to medium impact events
Gahan Reserve	Park Street, Abbotsford 3066	No Toilets Playground Barbeque Seating Picnic tables Drinking fountain Bike parking 1/4 Basketball Court Dog-off lead area Maternal and Child Health Service	Medium sized park, near Collingwood train station.	Low to medium impact events
Garryowen Park	Leicester Street, Fitzroy 3065	Playground Barbeque Seating Drinking fountain	Small reserve in a residential area. Named after Edmund Finn	Social gatherings only
George Knott Reserve	Heidelberg Road, Clifton Hill 3068	Soccer ground Athletics track Pavilion Toilet Playground Barbeque Seating Picnic tables Drinking fountains Bike parking	A reserve next to the Knotts Athletic Field and close to Coulsen Reserve.	Low to medium impact events only

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		Off-street parking		
Golden Square Bicentennial Park	Madden Grove, Burnley 3121	Playground Seating Barbeque Dog off-leash area Drinking fountains Bike parking	Small reserve in a residential area	Low impact events
Hall Reserve	The Esplanade, Clifton Hill	No Toilets Two playgrounds Picnic tables Seating Drinking fountains Bike parking Dog off-leash area	A large park located next to Quarries Park in Clifton Hill. It provides access to the Merri Creek Trail.	Low impact events only
Hardy Gallagher Reserve	Solly Avenue, Princess Hill 3054	Playground Seating Barbeque Picnic tables Bocce court Community Centre Drinking fountain Dog-off leash area On-street parking Bike parking Neighbourhood house.	Located near Princess Park and on the Capital City Trail.	Low to medium impact events only
Holden Byrne Reserve	Corner of Holden and Byrne Streets, North Fitzroy 3068	Playground Barbeque Seating Picnic tables	Small reserve in a residential area	Low impact events
Janet Millman Reserve	Brunswick Street, North Fitzroy 3068	No Toilets Barbeque Picnic tables Drinking fountain Shared cyclist/pedestrian path Off-street parking	A green strip between Nicholson and Rae Streets that forms the Capital City Trail.	Low impact event
Kevin Bartlett Reserve	Yarra Boulevard and F.R Smith Drive, Burnley 3121	Toilets Playground Barbeque area with shelter Seating Picnic tables Drinking fountains Cricket practice nets Bike parking Off street parking	Kevin Bartlett Reserve contains a soccer stadium which is currently the home of the Richmond Soccer Club. The Reserve is also used for cricket and AFL. In October 2010, new lights	Low to high impact events

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			were installed on two floodlight towers at Loughnan Oval.	
King William Reserve	King William Street, Fitzroy 3065	Playground Barbeque 1/2 Basketball Court Drinking fountain Seating	Small reserve in a residential area	Social gatherings only
Langdon Reserve	Corner Nicholson and Miller Street, North Fitzroy 3065	Playground Barbeque Seating Picnic tables	Small reserve in a residential area	Low impact events
Linear Park	Bowen Crescent to Alfred Crescent North Fitzroy 3068		The Inner Circle Railway Linear Park is set upon former railway parkland which extends from Bowen Crescent, North Carlton through to Alfred Crescent and Thomas Kidney Reserve, North Fitzroy	Low impact events
Loys Paddock Reserve	Gibdon Street, Burnley 3121	Dog off leash area Access to the Main Yarra Trail	Environmental corridor. No Parking, no power, no water, no toilets.	Low to medium impact events
Mayor's Park	Turnbull Street, Clifton Hill 3068	Toilets Playground Drinking fountains Seating Picnic tables Tennis Courts Netball Courts Bike parking Off street parking	Located with the Collingwood Leisure Centre.	Low impact events
McConchie Reserve	Mary Street, Richmond 3121	No Toilets Playground Seating	Small reserve in a residential area	Social gatherings only
McNamara Reserve	Corner Gold and Keele Streets, Collingwood 3066	No Toilets Playground Seating	Small reserve in a residential area	Social gatherings only
O'Connell	Bridge Road,	Sheltered areas	Reserve	Low impact

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Reserve	Richmond 3121	Two rotundas Seating Drinking fountains Bike parking	adjoining the Yarra River with access to the Main Yarra Trail and the Yarra River, including moorings.	events
Oxford Street Park - Collingwood	Oxford Street, between Langridge and Derby Streets, Collingwood 3066	Seating No Toilets	Pocket park in a residential area	Low impact events
Park Street Reserve	Park Street, between Bennett Street and St Georges Road, North Fitzroy, 3068	Playground Shelter Dog-off leash area Barbeques Picnic tables Seating 1/2 size basketball court.	A medium sized reserve with access to the Main Yarra Trail.	Low to medium impact events
Peel Street Park	Corner of Oxford and Peel Streets, Collingwood.	Seating Drinking fountain	Small park in a residential area	Low impact events
Peppercorn Park	Waltham Place, West Richmond 3121	No Toilets Seating	Small park in a residential area	Social gatherings only
Quarries Park	Ramsden Street, Clifton Hill 3068	Playground (AAA) Barbeques Sheltered areas Seating Picnic tables Skate facility Off street parking	A large network of parks and sports grounds linked by a shared path across Clifton Hill. Sporting matches are played on the open grassed areas during the year.	Low to high impact events
Ramsden Street Reserve	Ramsden Street, Clifton Hill 3068	Cricket nets Seating Picnic Tables Barbeque	An open space adjoining Quarries Park and includes the Ramsden Street Oval.	Low to medium events
Richmond Terrace and Docker Street	Richmond Terrace and Docker Street, Richmond 3121	No Toilets Paved "shared zone" Bicycle Parking Seating Drinking Fountain	Small park in a residential area of 600m2	Social gatherings only
Rushall Reserve	Holden St, North Fitzroy,	No Toilets Seating	Small park next to Merri Creek	Low to medium

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	3068		and north of Rushall Train Station.	impact events
Smith Reserve	Corner of Alexander Parade and George Street, Fitzroy 3068	Playground Barbeques Seating Picnic tables Drinking fountains Bike parking Dog off-leash area.	Small park next to the Fitzroy Pool.	Low to medium impact events
Studley Reserve	Studley Street, Abbotsford 3068	Playground Seating Drinking Fountain Barbeque	Small park in a residential area.	Social gatherings only
Thomas Kidney Reserve	Rushall Crescent, North Fitzroy 3068		A parkland that is part of Linear Park, named after Thomas Kidney a prominent local figure.	Low impact events
Victoria Park	Lulie Street, Abbotsford 3068	Barbeques Picnic Tables Seating Drinking Fountains Dog Off-leash area	A large recreation open space and VFL football games are played during the season.	Low to high impact events
White Street Reserve	Corner White Street and Railway Crescent, Richmond 3121	No Toilet Playground Seating	Pocket park in a residential area	Social gatherings only
Williams Reserve	Corner of Victoria and Davison Streets, Richmond 3121	Playground BBQ Seating Drinking fountain Picnic tables	Small park near Victoria Gardens. This is a dog on leash park.	Social gatherings only

Attachment 1 - DRAFT EVENTS IN PUBLIC PLACES POLICY**APPENDIX B: EVENTS IN PUBLIC SPACES PERMIT FEES AND CHARGES****2015/ 16 SCHEDULE OF FEES AND CHARGES**

It is proposed that with the Event in Public Spaces Permit, fees are to be charged.

THESE ARE THE PROPOSED NEW FEES AND CHARGES:

NAME	DETAILS	FEE	NOTES
Event in Public Places Permit Application	Charge for submitting a permit application	\$50 Full FREE Concession	One off fee
Event Permit	50 to 100 persons with no structures and minimum risks	\$100 Full FREE Concession	One off fee
Event Permit	101 to 500 person or with structures and moderate risks	\$250 Full \$100 Concession	This will require an officer to attend. One off fee.
Event Permit	501 to 1000 persons or with structures and significant risks.	\$350 Full \$140 Concession	This will require an officer to attend. One off fee.
Event Permit	1001 persons or more	\$350 Full \$140 Concession	This will require an officer to attend. One off fee
Market Permit		\$350 Full \$140 Concession	Per Permit. One off fee.
Public Space Occupancy Fee		\$2 for every 5m2 Full \$0.8 for every 5m2 Concession	Per day / per event i.e. for each market held

THESE ARE EXISTING CHARGES:**Construction Management Permits**

PERMIT NAME	DETAILS	FEES	NOTES
Road/ Footpath Occupation Permit		\$74 Basic Road Closure \$137 Commercial Street Party FREE Residential Street Party	One off fee
Road/ Footpath Occupation Permit	Fundraiser (Walkathon, Run or on-road cycling event, parade or other 'moving event')	\$394	Inspection fee (weekend or out of hours)
Filming permit	Commercial major impact	\$1071	One off fee
Filming permit	Commercial minor impact	\$359	One off fee
Filming permit	Not for profit	\$0	
Filming permit	Student filming	\$0	
Inspection Fees	Week day inspection fee	\$130	
Inspection Fees	Weekend and after hours inspection fee	\$394	
POPE	Up to 1000m2 Site, max 5 structures per 200m2	\$1353	One off fee

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POPE	1001m ² to 5000m ² Site, max 5 structures per 200m ²	\$1490	One off fee
POPE	5001m ² to 10,000m ² Site, max 5 structures per 200m ²	\$2250	One off fee
POPE	Greater than 10,001m ² Site, max 5 structures per 200m ²	\$3250	One off fee
Occupation of parking bays		\$53 First Day \$26 for subsequent days	Per Bay per day

Compliance Permits

PERMIT NAME	DETAILS	FEES	NOTES
Temporary Public Space Licence	Any activity on Council Land e.g. fundraising or promotional activity on Council property includes food stalls, sausage sizzles, distributing materials etc.	\$58.60	Short Term (1) < 7 days
Temporary Public Space Licence	Any activity on Council Land e.g. fundraising or promotional activity on Council property includes food stalls, sausage sizzles, distributing materials etc.	\$160.50	Short Term (2) where admin/detailed review
Busking Permit	Performances on Council land	\$12.10	per month
Footpath Trading permit (otherwise referred to as Public Space Permit)	This is needed if you wish to place tables and chairs, an advertising sign, display goods, planter boxes, umbrellas, screens or promotional items on the footpath on an ongoing basis	Fees start from \$14.50	Not permitted for events that occur on a road and require a road closure. Footpaths are kept clear for passage.
Streatrader Permit (refer to Public Health)		\$0	Streatrader is an online system for traders to register and notify temporary and mobile food premises and water transport vehicles in Victoria.

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Amplified Sound Permit	This is required if the event is having amplified sound or the use of a PA system for longer than 60 minutes	\$301.60 FREE for registered NFPs	
Temporary Mobile Food Vehicle Permit	This is required in addition to the Streatrader permit when a food vehicle is to be placed on Council land OR private property for a one off event	\$301.60 FREE for registered NFPs	Per vehicle inc. carts
Inspection Fees	Week day inspection fee	\$130	
Inspection Fees	Weekend and after hours inspection fee	\$394	

Parks and Open Spaces

RESERVATIONS	REASON REQUIRED	FEES	NOTES
Fairfield Amphitheatre	Basic Hire	\$300 Full \$120 Concession	Per Day
Burnley Circus Site	Basic Hire	\$800	Per Day
Other Parks and Open Spaces	Basic Hire	\$150 Full Free Concession	Per Day
Rotundas or gazebos	Basic Hire	\$150 Full Free Concession	Per Day
Power Access	Power Access	\$100 Full \$40 Concession	Per Day
Victoria Park	Booking	\$250 Commercial \$75 Concession 1 \$35 Concession 2 Free Concession 3	Per Hour
Citizens Oval, Alphington Park Oval	Booking	\$300 Commercial \$75 Concession 1 \$27 Concession 2 Free Concession 3	Commercial, per session, maximum 3 hours
Bastow Reserve No 2, Fletcher Reserve 2, Coulson Reserve, Edinburgh Gardens Back Oval, Walker Street, Alain Bain Reserve	Booking	\$150 Commercial \$42 Concession 2 \$14 Concession 2 Free Concession 3	Per Hour

Attachment 2 - EXAMPLES OF EVENTS AND THE RELEVANT PERMITS AND FEES TO BE APPLIED

EXAMPLES OF EVENTS AND THE RELEVANT PERMITS AND FEES TO BE APPLIED

Classification	Type	Location	Amount of people	Permit or request	Fees	Notes
Small	Wedding Ceremony	Edinburgh Gardens Rotunda	20	Park Reservation	\$150.00	Request for exclusive use; no infrastructure, no amplified sound
				Total	\$150.00	
Small	Children's birthday party	Edinburgh Gardens	40	No permit required	\$0.00	No structures, due to nature of event / activity no permit would be required.
Small	Private function	Edinburgh Gardens	80	Application fee	\$50.00	Event permit required as more than 50 people, no structures
				Event Permit	\$100.00	
				Total	\$150.00	
Medium	Commercial Business Christmas Function	Barkly Gardens	90 -100	Application fee	\$50.00	Amplified music would require assessment of potential impact on local amenity
				Reserve a specific area	\$150.00	
				Event Permit	\$250.00	
				Amplified Music	\$301.60	
				Total	\$751.60	
Medium	Community Day (Where the heart is)	Edinburgh Gardens	400	Application fee	\$0.00	Application required, but free as not for profit
				Event permit	\$0.00	Permit still required, but free as not for profit
				Reserve a specific area	\$0.00	Application required, but free as not for profit
				Mobile food truck	\$0.00	Permit still required, but free as not for profit
				Amplified Music	\$0.00	Permit still required, but free as not for profit
				Total	\$0.00	
Large	Commercial Market	Street	500+	Application fee	\$50.00	Commercial entity (One off fee)
				Market permit	\$350.00	One off fee
				Road Closure permit	\$74.00	One off fee

Attachment 2 - EXAMPLES OF EVENTS AND THE RELEVANT PERMITS AND FEES TO BE APPLIED

				Sub-total	\$474.00	Total one off charge for the market season
				Public Space Hire (Market)	\$580.00	Charge per sq metre per market
					\$3,480.00	
				Total	\$4,428.00	Total charge for 6 markets.

11.8 Assigning a name to the right of way between 4 Mary St and 318-328 Bridge Rd Richmond

Trim Record Number: D16/19141

Responsible Officer: Group Manager Chief Executive's Office

Purpose

1. For Council to formally declare its intention to assign a name to a currently unnamed right of way between 4 Mary Street and 318 to 328 Bridge Road, Richmond as shown in the following plan:



Background

2. Council received a request in November 2015 to have the right of way named. A planning permit for three new dwellings at the rear of a property fronting Bridge Road had been issued, thus requiring the assignment of a suitable property address.
3. Officers implemented the process as prescribed by the Street Naming Policy and at the close of submissions, two submissions have been received.
4. It is important to note that a direct approach was made to the Wurundjeri Tribe in relation to the naming proposal, but they did not identify any specific local connection to the site and declined to make a specific suggestion regarding a Woiwurrung name for the right-of-way.

Submission No 1 (the proponent)

5. **“Pandoleon Lane”**, to be named after the late John Pandoleon, who opened a delicatessen at 324 Bridge Rd, Richmond in 1976 and operated it with his children for 15 years. The delicatessen remains in family ownership and still operates from the same premises today. The property at 324 Bridge Road abuts the unnamed right-of-way.
6. Mr Pandoleon is described as a willing contributor to the then large Greek community in Richmond and the local community in general. He donated his time and money to many local causes and supported many clubs and groups. Mr Pandoleon was a supporter of Richmond Central Primary School, Holy Trinity Greek Orthodox Church, and East Richmond Jaguars Soccer Club and provided support for local support networks for migrants in the area and numerous other local community groups.
7. Mr Pandoleon passed away on 9 January 1994 and this naming proposal has the support of his descendants.

8. The proponent also submitted two alternative suggestions, “**Laikon Lane**” (named after the delicatessen opened by Mr Pandoleon and a Greek word meaning 'the local' or 'community') and “**Stamford Lane**” (after Stamford Block, the name of the heritage listed block of shops between 318 and 328 Bridge Road).

Submission No 2 (Richmond Historical Society)

9. “**Softley**” – in recognition of the contribution of Jack and Dorothy Softley, long term residents, Mayor and contributor to the Elderly Citizens centre in Hosie St, Committee members of the Community Health Centre, trustees of the Congregational Church in Burnley St, and secretary of the Burnley Boys Gymnastic Club for more than 30 years.
10. “**Meadows**” – in recognition of Kaye Meadows, former Mayor of the City of Yarra and local resident, described as a champion of local leadership and community development.
11. “**Morton**” – in recognition of Judy Morton, former Mayor of the City of Yarra.
12. “**Gillon**” – in recognition of Alex Gillon, former Commissioner of the City of Richmond.
13. Given the naming suggestions presented, Council officers have formed the view that:
 - (a) “Pandoleon Lane” is the preferred option, as it recognises the community contribution of a well-known and significant Richmond figure with an immediate and long standing connection to the site itself. Naming a right-of-way in recognition of Mr Pandoleon would also be a fitting way of acknowledging an example of the City of Yarra’s rich and diverse migrant history.
 - (b) “Laikon Lane” is not supported as it is readily identifiable with an existing business and would not satisfy the requirement of the Registrar of Geographic Place Names that “*naming authorities should not name places after commercial businesses*” (although it should be acknowledged that exemptions can be applied for where the business or organisation has had an association with the area over a substantial period of time and is held in strong regard by the community).
 - (c) “Stamford Lane” is supported as a second option, as it has an immediate local connection with the subject site. No research into the claim that the properties were known as Stamford Block has been conducted at this stage, and this would be required if Council were to support this alternative naming proposal.
 - (d) “Softley Lane” is not supported as Jack and Dorothy Softley’s contribution to the former City of Richmond has no direct connection with the right-of-way to be named. It is suggested that should a proposal to name the right-of-way nearer the Richmond Senior Citizen’s Centre (between 10 and 12 Hosie Street) be considered, the name “Softley Lane” be included for consideration at that time.
 - (e) “Meadows Lane” is not supported as Kaye Meadows is still alive, and therefore the use of her name would not satisfy the requirement of the Registrar of Geographic Place Names that “*the names of people who are still alive should be avoided*”.
 - (f) “Morton Lane” is not supported as Judy Morton is still alive, and therefore the use of her name would not satisfy the requirement of the Registrar of Geographic Place Names that “*the names of people who are still alive should be avoided*”.
 - (g) “Gillon Lane” is not supported, as despite being a Commissioner of the former City of Richmond, Alex Gillon is better known as a Councillor and Mayor of the former City of Brunswick and a long serving President of the Victorian Football Association. He served as a Commissioner of the former City of Sunshine for five years and the former City of Richmond from 1982 to 1988. Mr Gillon has already been recognised when the Brunswick Football Ground was renamed the A. G. Gillon Oval in his honour in early 1976.

External Consultation

14. Council officers consulted with the Registrar for Geographic Place Names and confirmed that a naming proposal for the entirety of the unnamed right-of-way (including the incorporation of the current Foster place to the East of Coppin Street) would not be supported as it is their view that each road segment be given a unique name to alleviate any confusion that road names could potentially cause particularly if divided or intersected by other roads. As a result of this advice, the naming proposal has been limited to that small section of the right-of-way west of Mary Street.
15. Council officers initiated consultation on the naming proposal from the Wurundjeri Tribe Land Cultural Heritage Council who did not identify any specific local connection to the site and declined to make a specific suggestion regarding a Woiwurrung name for the right-of-way.
16. In addition to the Wurundjeri Tribe, consultation was also initiated with other key stakeholders:
 - (a) on 27 November a letter was sent to the owners and occupiers and all abutting properties (24 letters in all);
 - (b) on 7 December 2015 a public notice calling for naming suggestions was published on the Council website and the Yarra Leader newspaper; and
 - (c) on 10 December 2015 an email was sent to the Richmond Historical Society.
17. Submissions were received until 23 December 2015.

Internal Consultation (One Yarra)

18. The author of this report consulted with the Statutory Planning department to confirm the issuance of a planning permit at the proponent's address which triggered the requirement for the street naming.
19. The author of this report consulted with Council's Valuations department regarding the future property addressing issues arising from the naming of this small section of right-of-way.

Financial Implications

20. There are no financial implications associated with the preparation of this report.

Economic Implications

21. There are no economic implications associated with the preparation of this report.

Sustainability Implications

22. There is no sustainability implications associated with the preparation of this report.

Social Implications

23. The assignment of a name to the right of way will play a positive role in further strengthening community identification by City of Yarra residents, who reside along the right of way.

Human Rights Implications

24. There are no Human Rights implications associated with the preparation of this report.

Communications with CALD Communities Implications

25. Although there was no targeted communications for our culturally and linguistically diverse communities, greater reliance was placed on a site plan to present and capture the interest of all residents on Council's website in accordance with the Street Naming Policy.

Council Plan, Strategy and Policy Implications

26. Council officers have complied with Council's Naming of Roads, Features and Localities Policy. The features of this Policy are its compliance with the Victorian Guidelines for Geographic Names and its strong emphasis on communication with key stakeholders, including the Wurundjeri community (via the Wurundjeri Tribe Land Cultural Heritage Council), local Historical Societies and the wider Yarra community.

Legal Implications

27. There are no legal implications associated with the preparation of this report.

Other Issues

28. When assessing the respective naming suggestions, Council officers have adopted the approach to match the name which is considered most reflective of the location, in terms of its related historical past.
29. Following Council's resolution, officers will notify all abutting landowners and place a public notice on Council's website in relation to the naming proposal. If there is no objection to the proposed name, officers will lodge the name with the Registrar of the Office of Geographic Names. If there are any objections to the proposed name, a further report will come back to Council and all submitters will be invited to be heard by Council if they wish.

Options

30. Council can accept the officer's recommendation or vary the name to be assigned.

Conclusion

31. It is recommended that Council support the Council officer's assessment and declare its intention to assign the name "**Pandoleon Lane**" to the unnamed right of way between 4 Mary Street and 318 to 328 Bridge Road, Richmond.

RECOMMENDATION

1. That Council:
- (a) having noted naming submissions for the unnamed right of way between 4 Mary Street and 318 to 328 Bridge Road, Richmond resolves its intention to assign the name "Pandoleon Lane" to this right of way; and
 - (b) requests the Chief Executive Officer to ensure that relevant officers:
 - (i) advertise Council's intention to name the unnamed right of way, "Pandoleon Lane" and invite submissions within 28 days of the notice appearing in the local papers;
 - (ii) inform all abutting property owners and residents of its intention;
 - (iii) arrange for the reception and hearing of any submissions and the presentation of a further report to Council (if necessary);
 - (iv) lodge the name "Pandoleon Lane" with the Registrar of the Office of Geographic Names, subject to there being no objections following the completion of 1(a) above; and
 - (v) advise the submitters of Council's decision.

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

Attachments

There are no attachments for this report.

11.9 Appointment of Council Delegate to Collingwood Children's Farm

Trim Record Number: D16/18092

Responsible Officer: Group Manager Chief Executive's Office

Purpose

1. To determine the appointment of a Councillor delegate to the Collingwood Children's Farm Management Committee.

Background

2. Council at its Ceremonial Meeting appointed delegates to a number of community and other organisations.
3. Cr Misha Coleman was appointed as a Councillors delegate to each of the Yarra Energy Foundation (YEF) and the Collingwood Children's Farm (CCF).
4. Unfortunately, the meeting schedule of both organisations fall on the same dates and the Organisations prefer to maintain the adopted meeting date schedule.
5. As Cr Coleman cannot represent Council at both organisations due to the clash of meeting dates, it will be necessary for Council to appoint an alternative delegate to the Collingwood Children's Farm Management Committee.
6. The CCF meetings clash with the YEF meeting dates for Feb, April, June, July, Sept and Nov 2016.
7. The CCF meets monthly on 4th Thursday from 6.00 p.m. at the Collingwood Children's Farm.

External Consultation

8. Not applicable.

Internal Consultation (One Yarra)

9. Not applicable.

Financial Implications

10. Not applicable.

Economic Implications

11. Not applicable.

Sustainability Implications

12. Not applicable.

Social Implications

13. It is important that Council maintain a collaborative working relationship with key community organisations.

Human Rights Implications

14. Not applicable.

Communications with CALD Communities Implications

15. Not applicable.

Council Plan, Strategy and Policy Implications

16. It is important that Council maintain a collaborative working relationship with key community organisations.

Legal Implications

17. None applicable.

Other Issues

18. None applicable.

Options

19. None applicable.

Conclusion

20. That Council nominate a new delegate to represent it on the Collingwood Children's Farm Management Committee.

RECOMMENDATION

That Council nominate a new delegate to represent it on the Collingwood Children's Farm Management Committee.

CONTACT OFFICER: Ivan Gilbert
TITLE: Group Manager Chief Executive's Office
TEL: 9205 5110

Attachments

There are no attachments for this report.

11.10 Report on Assemblies of Councillors Held - December 2015 to March 2016

Trim Record Number: D16/19793

Responsible Officer: Group Manager Chief Executive's Office

Purpose

1. To report on the number of Assemblies of Councillors held since the previous Report.

Background

2. The *Local Government Act 1989* (The Act) now requires that ...”The Chief Executive Officer must ensure that the written record of an assembly of Councillors is, as soon as practicable-
 - (a) reported at an ordinary meeting of the Council; and
 - (b) incorporated in the minutes of that Council meeting.....”.

Consultation

3. Not applicable.

Financial Implications

4. Not applicable.

Economic Implications

5. Not applicable.

Sustainability Implications

6. Not applicable.

Social Implications

7. Not applicable.

Human Rights Implications

8. Not applicable.

Communications with CALD Communities Implications

9. Not applicable.

Council Plan, Strategy and Policy Implications

10. Not applicable.

Legal Implications

11. Section 80A (2) of The Act, was amended and becoming operative from 24 September 2010 to now require the above information be reported to the next available Council Meeting and also be recorded into the Minutes of the Council.

Other Issues

12. Not applicable.

Options

13. Nil.

Conclusion

14. That Council formally note and record the Assemblies of Councillors report as detailed in Attachment 1 hereto.

RECOMMENDATION

1. That Council formally note and record the Assemblies of Councillors report as detailed in Attachment 1 hereto.

CONTACT OFFICER: Ivan Gilbert
TITLE: Group Manager Chief Executive's Office
TEL: 9205 5110

Attachments

- 1 Assemblies of Councillors Held

Attachment 1 - Assemblies of Councillors Held

Assemblies of Councillors Held - Period: December to February 2016

Reported to Council: Meeting: 8 March 2016

Assembly No. for Period	Date: Time: Venue:	Attendance: - Councillors - Officers	Conflict of Interest Disclosures	Briefing Items
1	14.12.2015 6.00pm Richmond Town Hall	Councillors: - Barbour - Coleman - Colanzi - Fristacky - Gaylard - Stone - Vlahogiannis Officers: - Chief Executive Officer - Group Manger Chief Executive's Office - Director Corporate, Business & Finance - Director Planning & Place Making - Assistant Director Planning & Place Making - Director City Works & Assets - Manager Engineering Operations - Coordinator Strategic Planning - Manager Parking Services - Chief Financial Officer External Guest: Professor Michael Buxton - RMIT Geoff Ward – Places Victoria Sarah Johnston – Yarra Energy Foundation	NO	Councillors Briefing No. 1 RMIT Centre for Urban Research Paper – Melbourne at 8 Million-Matching Land Supply to Dwelling Demand - Presentation No. 2 Confidential Matter No. 3 Yarra Energy Foundation Report-July to December 2015 - Presentation No. 4 Confidential Matter No.5 Development Pressures – Yarra Planning Scheme – Presentation No.6 Confidential Matter No.7 Confidential Matter No.8 Confidential Matter No.9 Review of Forward Report Schedule - verbal No.10 Agenda Review – verbal No.11 Confidential Matter No.12 Council General Elections
2	01.02.2016	Councillors: - Barbour - Coleman	NO	Councillors Briefing No. 1

Attachment 1 - Assemblies of Councillors Held

Assembly No. for Period	Date: Time: Venue:	Attendance: - Councillors - Officers	Conflict of Interest Disclosures	Briefing Items
	6.30pm Richmond Town Hall	<ul style="list-style-type: none"> - Colanzi - Fristacky - Gaylard - Huggins - Stone - Vlahogiannis <p>Officers:</p> <ul style="list-style-type: none"> - Chief Executive Officer - Group Manager Chief Executive's Office - Director Corporate, Business & Finance - Director Community Wellbeing - Director City Works & Assets - Director Planning & Place Making - Assistant Director Planning & Place Making - Group Manager Advocacy & Engagement - Chief Financial Officer - Manager City Strategy - Executive Planner Strategic Projects - Manager Engineering Operations - Manager Corporate Performance - Bicycle Strategy Project Manager - Engineering Operations Group Leader <p>External Guests:</p> <p>Dean McGowan – Victoria Police</p>		Confidential Matter No. 2 Alphington Paper Mill Site – Tree Removal No. 3 Amendment C197 – Yarra Planning Scheme No. 4 Planning Scheme Rewrite Update No. 5 Confidential Matter No.6 Confidential Matter No.7 Sale of Properties to Recover Outstanding Rates and Charges No.8 2015/2016 Quarterly Progress Report – December 2015 No.9 Moor Street Bicycle Advisory Line-marking No.10 Yarra River Corridor No.11 Confidential Matter No.12 Confidential Matter No.13 Confidential Matter No.14 Review of Forward Report - verbal No.15 Agenda Review – verbal

Attachment 1 - Assemblies of Councillors Held

Assembly No. for Period	Date: Time: Venue:	Attendance: - Councillors - Officers	Conflict of Interest Disclosures	Briefing Items
3	08.02.2016 6.30pm Richmond Town Hall	Councillors: <ul style="list-style-type: none"> - Colanzi - Fristacky - Gaylard - Stone - Vlahogiannis Officers: <ul style="list-style-type: none"> - Chief Executive Officer - Group Manager Chief Executive's Office - Director Community Wellbeing - Director City Works and Assets - Director Corporate Business and Finance - Director Planning & Place Making - Assistant Director Planning & Place Making - Group Manager Advocacy & Engagement - Group Manager People, Culture & Communications - Manager Building and Property Management 	NO	Special Councillors Briefing No. 1 Confidential Matter No. 2 Confidential Matter No.3 Confidential Matter No. 4 Confidential Matter No. 5 Confidential Matter No. 6 Amendment C173 No. 7 Confidential Matter
4	15.02.2016 6.30pm Richmond Town Hall	Councillors: <ul style="list-style-type: none"> - Barbour - Coleman - Colanzi - Fristacky - Stone - Vlahogiannis Officers: <ul style="list-style-type: none"> - Chief Executive Officer - Group Manager Chief Executive's Office - Director Corporate, Business & Finance - Director Community Wellbeing - Director City Works & Assets - Executive Planner Strategic Projects - Manager Engineering Services - Community Partnerships Unit Manager 	NO	Councillors Briefing No. 1 Confidential Matter No. 2 Consistent Parking restrictions in Yarra's shopping strips No. 3 Review of Neighbourhood House Funding Model 2015 No. 4 Confidential Matter No. 5 Review Forward Report Schedule – verbal No. 6 Agenda Review - Verbal

11.11 Chandler Highway - VicRoads Response

Trim Record Number: D16/22658
 Responsible Officer: Chief Executive Officer

Purpose

1. To provide Council with the written response from VicRoads in relation to the Chandler Highway Upgrade Project.

Background

2. At its meeting held on Tuesday 24 November, 2015 Council considered an officer report regarding this State Government project. The Council resolution in part said:

“..... That Council:

- (a) writes to VicRoads to seek further information regarding the following:*
 - (i) visual impacts of the project, including architectural and urban form considerations;*
 - (ii) environmental impacts of the project;*
 - (iii) impacts on the Yarra River of various options (including flood mitigation);*
 - (iv) noise impacts and mitigation, specifically for the impacted residents of west Alphington;*
 - (v) traffic impact on Chandler highway and the local and wider area;*
 - (vi) any proposed improvements to the local and wider road network impacted by the project;*
 - (vii) any proposed improvements to bus services in the area;*
 - (viii) any proposed bicycle and pedestrian network upgrades, including connections to the Anniversary Trail and the underpass of the Main Yarra Trail;*
 - (ix) the cost of the additional land acquisition for the eastern alignment;*
 - (x) the Benefit Cost Ratio of the options, and project justification;*
 - (xi) the visual impact of the proposed bridge for each of the alignment options;*
 - (xii) any proposals for native vegetation offset plantings;*
 - (xiii) community input from the consultation conducted by VicRoads and VicRoads responses;*
 - (xiv) project timelines, planning processes to be followed, future consultation and engagement with the community and Councils;*
 - (xv) details of a social impact assessment of all options; and*
 - (xvi) any proposal on how the project will align with a proposed construction of Doncaster Rail ...”*

3. A letter was sent to VicRoads on the 26 November, 2015, as required and provided under **Attachment 1**.
4. Council received a response to the above letter on the 24 February 2016; this is provided under **Attachment 2**.

External Consultation

5. Nil.

Internal Consultation (One Yarra)

6. Nil.

Financial, Economic, Sustainability and Social Implications

7. There are no implications associated with Council noting this report.

Human Rights Implications

8. There are no implications with Council noting this correspondence.

Communications with CALD Communities Implications

9. Nil.

Council Plan, Strategy and Policy Implications

10. The Council has considered this State Government project on a number of occasions. This report relates only to the response from VicRoads, dated 26 February, 2016.

Legal Implications

11. Nil in Council noting the letter.

Conclusion

12. This report provides the response of VicRoads to a number of questions from Council in November, 2015.

RECOMMENDATION

1. That Council note the response of VicRoads in relation to the Council letter dated 26 November, 2016.
2. That the VicRoads letter be posted on the Council website.

CONTACT OFFICER: Bruce Phillips
TITLE: Director Planning and Place Making
TEL: 9205 5300

Attachments

- 1 Letter to VicRoads CEO John Merritt re Chandler Highway Duplication Project [signed]
- 2 Reply from VicRoads Chandler Highway Upgrade Project (replacing D16/21436)

Attachment 1 - Letter to VicRoads CEO John Merritt re Chandler Highway Duplication Project [signed]

Our Ref: D15/153782
Contact: Barbara Higgins on 9205 5055



26 November 2015

Mr John Merritt
Chief Executive
VicRoads

Via email John.Merritt@roads.vic.gov.au

OFFICE OF THE COUNCILLORS

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W www.yarracity.vic.gov.au
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ABN 98 394 086 520

Dear Mr Merritt

Council resolution on Chandler Highway Duplication Project

I write further to Yarra City Council's previous correspondence dated 23 October regarding the Chandler Highway project. Council at its meeting on Tuesday 24 November considered an officer report regarding this State Government project. The Council resolution is outlined below:

That Council:

- (a) *notes the report of officers regarding the Chandler Highway project by the State Government;*
- (b) *resolves that at this time it is unable to make a fully informed and considered decision on the proposed Chandler Duplication alignment, as insufficient information and analysis on the impacts of the project and its options has been provided to date by VicRoads; and*
- (c) *expresses disappointment at the haste with which this project is being planned and therefore the lack of information and analysis provided;*
- (d) *reiterates its Council resolution of 20 October, specifically:*
 - (i) *the preferred design and locations would have an unacceptable impact on existing Alphington residents immediately to the west;*
 - (ii) *does not support the project for a six lane widening or a 6 lane bridge which will encourage traffic increase levels of congestion cause environmental damage and air pollution;*
 - (iii) *supports a road and bridge design that provides practical options for integrated public transport and better mobility for local residents requiring transport across the Yarra river and builds in future proofing, design options for the construction of the Doncaster rail*

Attachment 1 - Letter to VicRoads CEO John Merritt re Chandler Highway Duplication Project [signed]

- (e) writes to VicRoads to seek further information regarding the following:
- (i) visual impacts of the project, including architectural and urban form considerations;
 - (ii) environmental impacts of the project;
 - (iii) impacts on the Yarra River of various options (including flood mitigation);
 - (iv) noise impacts and mitigation, specifically for the impacted residents of west Alphington;
 - (v) traffic impact on Chandler highway and the local and wider area;
 - (vi) any proposed improvements to the local and wider road network impacted by the project;
 - (vii) any proposed improvements to bus services in the area;
 - (viii) any proposed bicycle and pedestrian network upgrades, including connections to the Anniversary Trail and the underpass of the Main Yarra Trail;
 - (ix) the cost of the additional land acquisition for the eastern alignment;
 - (x) the Benefit Cost Ratio of the options, and project justification;
 - (xi) the visual impact of the proposed bridge for each of the alignment options;
 - (xii) any proposals for native vegetation offset plantings;
 - (xiii) community input from the consultation conducted by VicRoads and VicRoads responses;
 - (xiv) project timelines, planning processes to be followed, future consultation and engagement with the community and Councils;
 - (xv) details of a social impact assessment of all options; and
 - (xvi) any proposal on how the project will align with a proposed construction of Doncaster Rail; and
- (f) that the Ministers of Roads, Public Transport, Planning and the Member for Northcote, and the Mayors of Darebin, Boroondara, and Banyule Councils, be advised of the Council resolution.

Council would appreciate a prompt response to the above requested information, to allow Council officers to further consider the matters and provide additional analysis to Council. Should you wish to further discuss the matter, please contact Bruce Phillips, Director Planning and Place Making on 9205 5300 or email Bruce.Phillips@yarracity.vic.gov.au

Yours sincerely


Cr Roberto Colanzi
Mayor

Attachment 2 - Reply from VicRoads Chandler Highway Upgrade Project (replacing D16/21436)



Please Quote: VRPC007263
(File No: PC026354)

Cr Roberto Colanzi
Mayor
City of Yarra
PO Box 168
RICHMOND VIC 3121

Dear Cr Colanzi

COUNCIL RESOLUTION ON CHANDLER HIGHWAY UPGRADE PROJECT

I refer to your letter dated 26 November 2015, regarding the Yarra City Council's resolution on the Chandler Highway Upgrade Project. I apologise for the delay in responding.

The Victorian Government has committed \$110 million to widen the Chandler Highway from Yarra Boulevard to Heidelberg Road in Alphington and build a new bridge over the Yarra River. The upgrade is designed to help ease congestion, improve reliability for drivers, and improve safety for all road users including cyclists and pedestrians.

After careful consideration of the overall impact to the road network and road users, residents and businesses, surrounding land, the environment and local heritage, the Victorian Government announced on 27 January 2016 the adoption of VicRoads preferred option. This includes building a new six-lane bridge to the west of the existing Chandler Highway Bridge and converting the existing bridge to a shared user path.

To assist in Council understanding the project in more detail, the following information is provided in response to the issues raised in Council's resolution.

(i) VISUAL IMPACTS

VicRoads will be undertaking urban design works in early 2016 and will engage with Yarra Council and the local community as part of this process. As part of the works, the prospective tenderers will be required to demonstrate strong urban design capabilities, which will be considered as part of the tender evaluation. VicRoads will be looking to achieve a high quality urban design outcome that is fitting for the environment and incorporates feedback from the community and local residents.

Metropolitan Operations
60 Denmark Street
Kew Victoria 3101

Telephone 03 9854 2666
Fax 03 9854 2500

vicroads.vic.gov.au



VicRoads ABN 61 760 960 480

PSL 110

Attachment 2 - Reply from VicRoads Chandler Highway Upgrade Project (replacing D16/21436)

(ii) ENVIRONMENTAL IMPACTS

The priority is to avoid and/or minimise impacts to trees and vegetation and to protect native or significant trees. An independent assessment found that the announced option would have less impact to significant native trees. The area to the east of the existing bridge contains more old, indigenous medium and large trees, compared to the small area of remnant vegetation on the western side. I also note that Council was provided the draft Flora and Fauna report on 30 October 2015. The table below compares the environmental impacts of the western and eastern options:

Alignment	Vegetation				Offset	
	Remnant patches (ha)	Scattered Trees	Total Extent (ha)^	Habitat Hectares	Amount (General Biodiversity Equivalence Units)	Minimum Strategic Biodiversity Score
West (4/6)	0.264	0	0.264	0.053	0.019	0.196
East (4/6)	0.000	14	0.985	0.197	0.060	0.162

^Where native vegetation includes scattered trees, each tree is converted into hectares using a standard area calculation of 0.071 hectares per tree.

(iii) IMPACTS ON YARRA RIVER

The new bridge is expected to be constructed in-line with the piers of the existing bridge. VicRoads expects that there will be no additional flood impacts. A hydrology assessment is currently being undertaken in accordance Melbourne Water requirements, for its approval. VicRoads and Melbourne Water will impose strict requirements on the contractor for works within the Yarra River floodplain. These requirements will be provided to Yarra Council when finalised.

(iv) NOISE IMPACTS AND MITIGATION

VicRoads commissioned an independent noise impact assessment in early 2015 to assess existing and future traffic noise levels for nearby properties and local residents. A copy of the noise modelling report is available on the VicRoads website, vicroads.vic.gov.au.

The report indicates that current noise levels are already high. VicRoads will use this opportunity to reduce noise impacts to the surrounding area as much as possible by implementing a suite of noise mitigation measures including noise walls and other physical treatments. VicRoads will continue to meet with impacted residents to discuss specific treatment options.

A detailed noise assessment will now be undertaken for the confirmed alignment.

(v) TRAFFIC IMPACTS

The Heidelberg Road intersection will be upgraded to include additional turning lanes and a slip lane for easier and safer access into Heidelberg Road and the Chandler Highway. The traffic lights at the intersection will be adjusted to provide a balanced amount of green time for drivers passing through the intersection.

Attachment 2 - Reply from VicRoads Chandler Highway Upgrade Project (replacing D16/21436)

Drivers will experience a safer driving environment and reduced traffic queues when travelling through the intersection.

A new set of traffic lights will also be installed at the Chandler Highway and Yarra Boulevard intersection, providing easier and safer access for all road users heading towards Yarra Boulevard and Guide Dogs Victoria.

Travel times are expected to be reduced by up to 8 minutes during the AM peak and 13 minutes during the PM peak. Full traffic modelling results are available on the VicRoads website, *vicroads.vic.gov.au*.

(vi) LOCAL ROAD IMPROVEMENTS

VicRoads notes the community concerns regarding the AMCOR developer's plans to close right turn movements out of Coate Avenue. VicRoads has undertaken a detailed analysis and will retain current access arrangements at Coate Avenue. Access into and out of Rex Avenue will be left-in and left-out only, as presented in all design options on display in October 2015.

VicRoads will also be undertaking a formal consultation process for the implementation of clearways along Princess Street in Kew, and Grange Road in Alphington / Fairfield. This was raised as a possible improvement during the community consultation process.

(vii) BUS IMPROVEMENTS

During the consultation period there were many requests for more public transport services in the area, including more frequent bus services and additional bus stops. VicRoads is continuing discussions with Public Transport Victoria (PTV) to ensure that at the time of opening there are more frequent and regular bus services in the area, and prioritising these services along the new lanes.

(viii) BICYCLE AND PEDESTRIAN IMPROVEMENTS

The preferred option will improve safety for cyclists and pedestrians, with a shared user path being built along Chandler Highway from Heidelberg Road to the Eastern Freeway. The shared user path will provide cyclists with a more direct and safer route to surrounding trails and paths, including the Main Yarra Trail. The shared user path will also link directly with the Chandler Highway and Yarra Boulevard intersection, giving cyclists safe opportunities to cross the highway and continue their journey along the Yarra River.

Cyclists will also enjoy more convenient and easier access to the Main Yarra Trail. The project involves providing an alternative to the 70 steps that are currently located along the Main Yarra Trail, which means cyclists will no longer have to dismount their bicycle to continue along the trail.

As a result of the consultation process the design is being refined, to include separated cycling lanes for cyclists travelling southbound, on-road facilities for cyclists travelling northbound, and a safe east-west crossing for pedestrians.

Attachment 2 - Reply from VicRoads Chandler Highway Upgrade Project (replacing D16/21436)

(ix) COST OF EASTERN ALIGNMENT

It is estimated that the adoption of an eastern alignment would require approximately 10,000 sq.m. from the Alphington Paper Mill site, as well as land from the Guide Dogs Victoria site and Willsmere Chandler Park. Including the value of this land pushes the cost of an eastern alignment option above \$140m, without including additional costs related to project delays, compensation and legal fees in the project cost.

(x) BENEFIT COST RATIO

Calculations to determine the Benefit Cost Ratio of various options are contained within the Business Case which is a Cabinet-in Confidence document.

(xi) OFFSETS AND REPLANTING

All offsets required for the removal of vegetation will be sourced and secured prior to construction. VicRoads is committed to consulting with the relevant Councils to determine suitable landscape plans for the site.

(xii) COMMUNITY INPUT AND RESPONSE

VicRoads has assessed this feedback and provided a response and commitment to the community, which is available on VicRoads' website, vicroads.vic.gov.au.

(xiii) PROJECT TIMELINES AND FUTURE PLANNING

With the State Government announcement of a preferred alignment VicRoads is now finalising future consultation plans for engagement with the community and Councils. This will include consultation with local residents regarding noise and visual impacts, cycling and pedestrian infrastructure, use of the existing bridge, clearways and the final design.

VicRoads expects construction to commence by mid-2017.

(xiv) SOCIAL IMPACT

It is acknowledged that the project will have impacts on the local and wider community. VicRoads is committed to understanding what matters to people and gain that appreciation by asking them directly.

Following the recent community consultation we understand the social impacts that matter to those living near the highway are:

- project proximity to homes
- loss of amenity and visual impact for those living close to the project
- noise and air quality
- local access in and around the area and local traffic movement

A Local Community Impact Overview summarises this and is available on the VicRoads website.

Attachment 2 - Reply from VicRoads Chandler Highway Upgrade Project (replacing D16/21436)

(xv) DONCASTER RAIL

The Fairfield rail spur/Chandler Highway option for the Doncaster Rail alignment was not listed as a preferred option, as it has a number of significant disadvantages when compared to other options. This was acknowledged in the Yarra City Council's Ordinary Meeting of Council Agenda dated 24 November 2015. Council officers also acknowledged that all Chandler Highway options provide for pedestrian and cyclist access to a potential railway station located in the median of the Eastern Freeway.

(xvi) ADDITIONAL INFORMATION

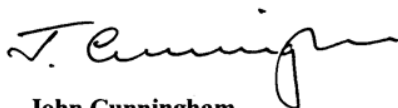
Additional information (that expands on the contents of this letter) is available on the VicRoads website. This includes the following reports:

- Community Feedback Analysis and Local Community Impact Overview;
- Traffic Modelling Reports;
- Heritage Impact Statement;
- Land Use Overview; and
- Traffic Noise Assessment.
- VicRoads response to community feedback

VicRoads will continue to work with the Yarra City Council, other key stakeholders and the community throughout the development of the Chandler Highway Upgrade design and during future construction of the works.

Should the Council require any additional information or clarification of the information provided, Mr Damien Afxentis, VicRoads' Project Director, Metropolitan Projects Western (Tel: 8572 7901), would be pleased to assist.

Yours sincerely



John Cunningham
Acting Executive Director- Metropolitan Operations

24 / 2 / 2016

11.12 Rate Capping Variation 2016/2017

Trim Record Number: D16/24875

Responsible Officer: Chief Executive Officer

Purpose

1. To:
 - (a) recommend that Council does not pursue a variation to the rate cap of 2.5% announced by the Minister for Local Government in December 2015; and
 - (b) seek authorisation for the Chief Executive Officer to write to the Essential Services Commission to notify the Commission of Council's resolution.

Background

2. The Victorian Government has the capping of municipal rates at the consumer price index as one of its key policy platforms relating to Local Government reform. The Essential Services Commission (ESC) has been formally given the task of developing the guidelines for rate capping in Victoria, providing advice to the Minister on rate capping and most importantly in the context of this report administering the process for Council's seeking to apply a different rate to 'the cap' announced by the Minister for Local Government. In late December 2015 the Minister for Local Government announced that municipal rates would be capped at 2.5%.
3. In December 2015, the ESC also released the document 'The Fair Go Rates System: Guidance for Councils (2016-2017), December 2015' which outlines the process and parameters for rate capping and applying to have a different rate to that set by the Minister.
4. Part of this process required Council's to notify the ESC by 31 January 2016 if they intended to seek a variation to the rate cap set by the Minister. This did not require a Council resolution, however the CEO sought the views of Council prior to Christmas and the consensus was to express intent as a 'place holder'. This has allowed Council to work through its early budget parameters in early 2016 and make a final decision prior to the 31 March 2016, as set down in the guidelines.
5. The Acting Chief Executive Officer wrote to the ESC on 18 January 2016 on behalf of Yarra City Council to lodge a notification of intent to submit to vary the rate cap in the 2016/2017 financial year. It was understood that the final submission, due by 31 March 2016, required Council approval (resolution) and that Council could withdraw its intent at any point.

Applying for a higher cap

6. According to the ESC guidelines, in the first year of the cap (2016/2017 financial year), the Commission will only consider approving higher caps that apply for a single year.
7. In considering whether to approve a higher cap, the Commission has stated it will have regard to:
 - (a) the proposed higher cap and the specified year(s) that it will apply;
 - (b) the reasons for which the council seeks the higher cap;
 - (c) how the views of ratepayers and the community have been taken into account in proposing the higher cap;
 - (d) how the higher cap is an efficient use of council resources and represents value for money;
 - (e) whether consideration has been given to reprioritising proposed expenditures and alternative funding options and why the Council does not consider those options to be adequate; and

- (f) that the assumptions and proposals in the application are consistent with the Council's long term strategy and financial management policies set out in the Council's planning documents and annual budget.
- 8. Officers have received the template for submitting to vary the cap, along with seeking further clarification from the ESC.
- 9. Having considered the criteria and the advice received, Officers are of the view that Council is not in a position to seek an exemption to the rates cap.

External Consultation

- 10. Given the time constraints set by the ESC, there has been no time to engage effectively with community in relation to this matter.

Internal Consultation (One Yarra)

- 11. This matter has been discussed with Council throughout briefings in 2015, more specifically at budget briefings in November 2015 and February 2016 in the context of developing the 2016/2017 draft budget and a long term financial strategy.

Financial Implications

- 12. Officers are still working though the impact of this on Council's immediate and longer term financial position and will be presenting this to Council in April 2016 for consideration when adopting the draft 2016/2017 budget for community consultation.
- 13. It should be noted that this report only relates to the 2016/2017 financial year and the option is still available to apply for a different rate to that set by the Minister in future years.

Economic Implications

- 14. The economic impacts in the short term in not applying for a variation in 2016/2017 whilst quite challenging, are able to be managed by re-arranging some priorities and/or deferral of some key projects. The longer term impact of rate capping on local economies is yet to be determined.

Sustainability Implications

- 15. The sustainability impacts in the short term in not applying for a variation in 2016/2017 are also expected to be manageable by deferral of some key projects. The longer term impact of rate capping on sustainability is yet to be determined.

Social Implications

- 16. The social impacts in the short term in not applying for a variation in 2016/2017 whilst quite challenging, are able to be managed by deferral of some key projects.

Human Rights Implications

- 17. There are no known restrictions or infringements of the substantive rights outlined in the Charter of Human Rights and Responsibilities Act 2006.

Communications with CALD Communities Implications

- 18. There are no specific implications on CALD communities identified as a result of this resolution.

Council Plan, Strategy and Policy Implications

- 19. The capping of rates at 2.5% does potentially place constraints around Council's capacity to deliver the actions currently identified in Council's range of strategies, policies and current service levels. This will need to be carefully considered and possibly reviewed in future years.

Legal Implications

- 20. Not applicable.

Other Issues

21. Not applicable.

Options

22. Council can choose to proceed and seek approval from the Minister for Local Government, via the ESC, to apply a rate higher than that set by the Minister. This would require officers to develop a detailed submission in the prescribed format, undertake community consultation and seek a Council resolution before the submission date of 31 March 2016. Given the tight timeframes this would require external advice and assistance that has not been quantified at this point.

Conclusion

23. The timeframes and options for seeking Ministerial approval via the Essential Services Commission are, in the view of Officers, not achievable for the City of Yarra for the 2016/2017 year.
24. Subject to Council endorsement, Officers will continue to prepare the draft budget and long term financial strategy in accordance with the rate cap announced by the Minister for 2016/2017.

RECOMMENDATION

1. That Council:
 - (a) note the report and Officer advice in relation to rate capping for 2016/ 2017; and
 - (b) authorise the Chief Executive Officer to write to the Essential Services Commission and notify the Commission that Yarra City Council will not be seeking to vary from the rate cap announced by the Minister for Local Government for the 2016/2017 year.

CONTACT OFFICER: Andrew Day
TITLE: Director Corporate, Business and Finance
TEL: 9205 5210

Attachments

There are no attachments for this report.