



Ordinary Meeting of Council Agenda

**to be held on Tuesday 31 October 2017 at 7.00pm
Richmond Town Hall**

Arrangements to ensure our meetings are accessible to the public

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

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

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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 Amanda Stone (Mayor)
- Cr Danae Bosler
- Cr Misha Coleman
- Cr Jackie Fristacky
- Cr Stephen Jolly
- Cr Mike McEvoy
- Cr Daniel Nguyen
- Cr James Searle

Council officers

- Vijaya Vaidyanath (Chief Executive Officer)
- Ivan Gilbert (Group Manager - CEO's Office)
- Stewart Martin (Acting Director - Corporate, Business and Finance)
- Lucas Gosling (Acting Director - Community Wellbeing)
- Jane Waldock (Acting Director - Planning and Place making)
- Chris Leivers (Acting Director - City Works and Assets)
- Fred Warner (Group Manager – People, Culture and Community)
- Mel Nikou (Governance Officer)

Leave of absence

- Cr Mi-Lin Chen Yi Mei

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

4. Confidential business reports

Item

- 4.1 Matters relating to legal advice
- 4.2 Matters relating to legal advice
- 4.3 Matters relating to legal advice

Confidential business reports

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

RECOMMENDATION

1. That the meeting be closed to members of the public, in accordance with section 89 (2) of the *Local Government Act 1989*, to allow consideration of matters 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 17 October 2017 be confirmed.

6. Petitions and joint letters

7. Public question time

Yarra City Council welcomes questions from members of the community.

Public question time procedure

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

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

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

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

When you are invited by the meeting chairperson to ask your question, please come forward and take a seat at the microphone and:

- state your name clearly for the record;
- direct your questions to the chairperson;
- ask a maximum of two questions;
- speak for a maximum of five minutes;
- refrain from repeating questions that have been asked previously by yourself or others; and
- remain silent following your question unless called upon by the chairperson to make further comment or to clarify any aspects.

8. General business

9. Delegates' reports

10. Questions without notice

11. Council business reports

Item		Page	Rec. Page	Report Presenter
11.1	Proposed Extension of Clearways: Hoddle Street	8	15	Jane Waldock – Acting Director Planning and Place Making
11.2	Amendment C220 - Johnston Street Rezoning and DDO Proposal (Revised Amendment for Exhibition)	25	34	David Walmsley – Manager City Strategy
11.3	Draft Public Toilet Strategy	88	97	David Walmsley – Manager City Strategy
11.4	Disability Advisory Committee Terms of Reference	120	123	Adrian Murphy – Manager Aged and Disability Services
11.5	Submission to the Standing Committee on Legal and Social Issues Inquiry into the Public Housing Renewal Program	130	134	Malcolm McCall – Unit Manager Social Policy and Research
11.6	Quarterly Financial Report - September 2017	148	150	Ange Marshall - Chief Financial Officer

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

Public submissions procedure

When you are invited by the meeting chairperson to make your submission, please come forward and take a seat at the microphone and:

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

12. Notices of motion

Item		Page	Rec. Page	Report Presenter
12.1	Notice of Motion No. 21 of 2017 - Acacia Child Care Centre Wall Mural, Fitzroy	169	169	Stephen Jolly - Councillor

13. Urgent business

Nil

11.1 Proposed Extension of Clearways: Hoddle Street

Executive Summary

Purpose

The purpose of this report is for Council to consider, and endorse the draft Yarra submission to VicRoads regarding the proposal to extend clearways on Hoddle Street/Punt Road to be 24/7 between the Eastern Freeway and the Yarra River. The VicRoads proposal also includes extending Clearway periods to be 24/7 along Swan Street between Punt Road and Lennox Street.

Key Issues

VicRoads has requested that Council provide “in principle” support for the proposal. Information to support the proposal has been assessed by Council officers when preparing the submission. Council officers consider that:

- (a) the work is not sufficiently comprehensive and raises more questions about the merits, benefits and costs of the proposal than it answers;
- (b) the traffic modelling is difficult to interpret and contains a number of anomalies;
- (c) insufficient information is provided on anticipated benefits to buses and the 17,000 passengers in each direction that use them each day;
- (d) impacts on east west public transport services could be significant but are not understood;
- (e) the work undertaken to date does not address a number of concerns expressed by the business community, particularly those on the east side of Hoddle Street between the Eastern Freeway and Victoria Parade, regarding the need for and effectiveness of 24 hour clearways;
- (f) claims that the proposals will reduce accidents do not stand up to scrutiny; and
- (g) the work presented lacks an option assessment process to see if satisfactory benefits can be obtained without permanently removing all on street parking which will have impacts for business.

On this basis, the draft submission states that Council is not in a position to provide in principle support for the project at this time due to the above concerns. The request for in principle support could be revisited by Council subsequent to this submission, after VicRoads has considered the various submissions, and put forward a final proposal.

PROPOSAL

That Council notes the report and at this point in time do not provide in principle support and advise relevant Ministers and VicRoads.

11.1 Proposed Extension of Clearways: Hoddle Street

Trim Record Number: D17/158959

Responsible Officer: Assistant Director Planning and Place Making

Purpose

1. The purpose of this report is for Council to consider and endorse the draft submission to VicRoads regarding the proposal to extend clearways on Hoddle Street/Punt Road to be 24/7 between the Eastern Freeway and the Yarra River. The VicRoads proposal also includes extending Clearway periods to be 24/7 along Swan Street between Punt Road and Lennox Street.

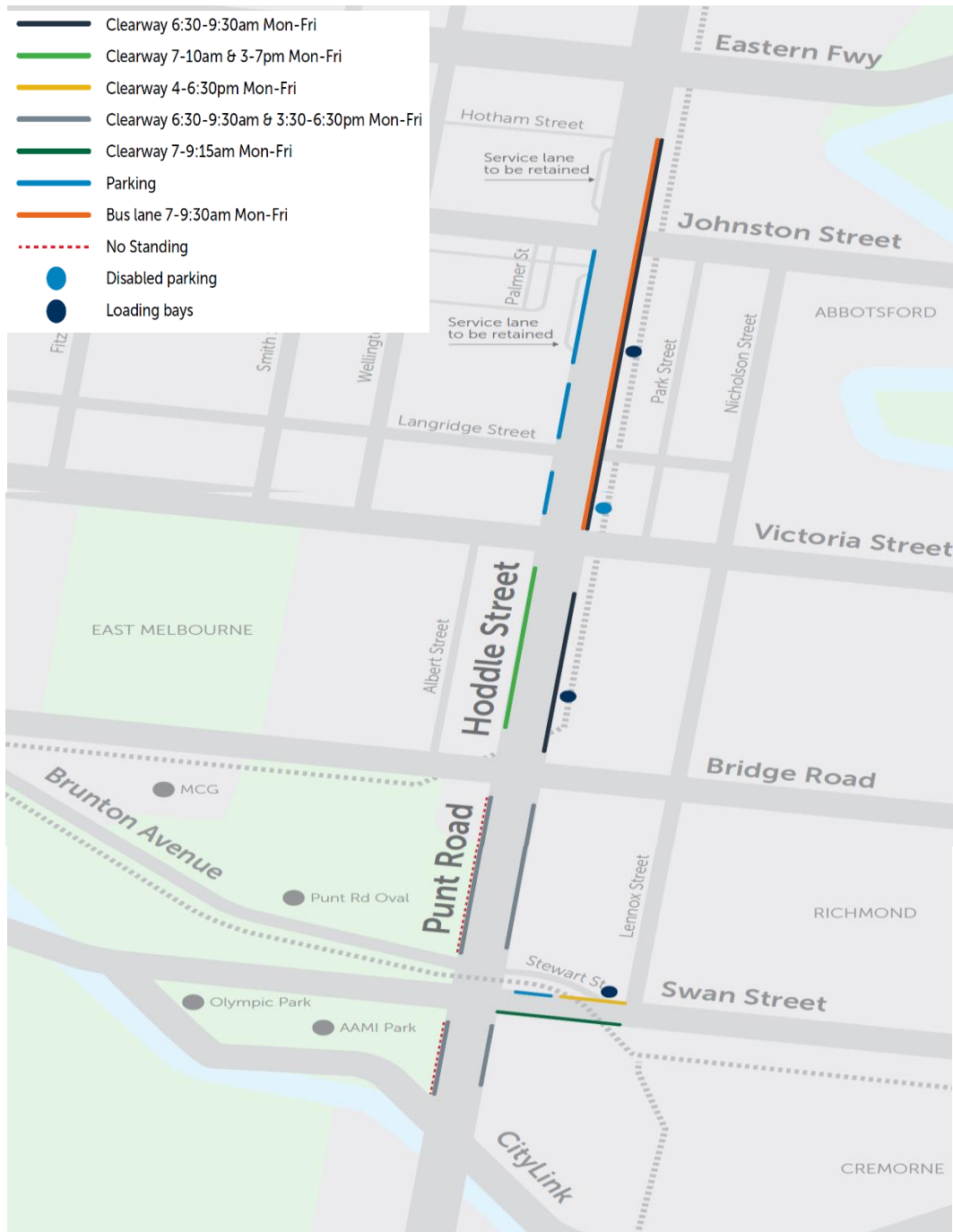
Background

2. VicRoads has defined Hoddle Street as '*a major north-south arterial that links the Eastern and Monash Freeways. It has multiple strategic functions, including connecting people to jobs, linking people and freight with key destinations across Melbourne and local connections and amenity for residents*'.
3. The proposed extension of clearways on Hoddle Street/Punt Road forms part of the Streamlining Hoddle Street project. A clearway is a section of road where parking and stopping is not allowed at the times shown on the clearway sign. A vehicle parked in the clearway will be towed and receive an infringement notice.
4. The Streamlining Hoddle Street Study aims to improve the reliability and safety for the approximately 130,000 people who journey along Hoddle Street each day, mainly by public transport or car. This equates to around 1,000 buses and 90,000 vehicles a day. In addition, approximately 200,000 people cross Hoddle Street via its intersections, with around half of these travelling by public transport. This project is being led by VicRoads.
5. The project study area extends from Queens Parade in the north to the Yarra River in the south which is a distance of approximately 4.7km. The stated project objectives are to:
 - (a) increase person throughput:
 - (i) along Hoddle Street for north-south cross town travel i.e. bypassing Central Melbourne; and
 - (ii) east-west across Hoddle Street on key public transport corridors; and
 - (b) improve travel times and reliability for bus services operating along Hoddle Street;
 - (c) allow better prediction and comparison of journey times for vehicles that may need to travel along Hoddle Street, including bus travel times;
 - (d) improve local amenity and sustainable transport on adjacent corridors;
 - (e) reduce the risk of casualty crashes; and
 - (f) provide value for money.

The VicRoads Proposal

6. Clearways are currently in operation along the Hoddle Street/Punt Road corridor during peak periods with the specific clearway operation time varying depending on the section of road.
7. Peak period clearways also are in place along Swan Street between Punt Road and Lennox Street.
8. Parts of the Hoddle Street corridor are not currently subject to clearways; while other sections of the corridor are only subject to clearways during one or both peak periods.

9. The diagram below shows existing clearways.



10. The VicRoads proposal is:

- (a) to standardise the clearways so that they all operate on a 24/7 basis;
- (b) create a 24/7 clearway along the entire corridor on both sides of Hoddle Street/Punt Road; and
- (c) create a 24/7 clearway along Swan Street between Punt Road and Lennox Street.

11. The diagram below shows the proposal.



12. As part of the consultation process, VicRoads has formally requested that submissions be made by stakeholders, including members of the public, regarding the proposal. The deadline for submissions is 5 November 2017.
13. Council has received a number of submissions from residents, businesses and landowners on Hoddle Street (all located on the east side, between the Eastern Freeway and Victoria Street) raising concerns and/or objecting to the proposal. These submissions are summarised as follows:
- (a) levels of consultation with local businesses have been insufficient;
 - (b) businesses have been given insufficient notice of proposed changes to clearways;
 - (c) businesses need parking and parking that is being lost is not being adequately replaced;
 - (d) parking on surrounding streets is limited;
 - (e) 24/7 clearways do not address the issue of Hoddle Street going from four lanes down to two at Punt Road; and

- (f) landowners will be impacted financially by the removal of parking from a commercial perspective, and the proposed change will lead to the loss of existing tenants and closure of businesses.
14. The following supporting documents have been supplied to Council by VicRoads and form the basis of this submission:
- (a) *the Streamlining Hoddle Street Information Update September 2017*; and
 - (b) *Stakeholder Reference Group – Summary Report*.
15. This supporting information has been assessed by Council officers when preparing the submission. Council officers consider that:
- (a) the work is not sufficiently comprehensive and raises more questions about the merits, benefits and costs of the proposal than it answers;
 - (b) the modelling is difficult to interpret and contains a number of anomalies;
 - (c) insufficient information is provided on anticipated benefits to buses and the 17,000 passengers in each direction that use them each day;
 - (d) impacts on east west public transport services could be significant but are not understood. Officers are concerned that the proposed clearways could increase traffic volumes on Hoddle Street and intersecting roads, which could delay tram and bus services operating in mixed traffic conditions for much of the day on Swan Street, Bridge Road, Victoria Street and Johnston Street;
 - (e) the work undertaken to date does not address a number of concerns expressed by the business community regarding the need for and effectiveness of clearway extensions. For example it is perceived that junctions are the bus bottleneck, not off-peak on street parking;
 - (f) claims that the proposals will reduce accidents do not stand up to scrutiny; and
 - (g) the work presented lacks an option assessment process to see if satisfactory benefits can be obtained without permanently removing all on street parking which will have impacts for business.
16. VicRoads has separately requested that Council provide “in principle” support for the proposal. On the basis of the comments above, the draft submission states that Council is not in a position to provide in principle support for the project at this time.
17. A copy of the draft submission is attached to this report.

The Proposal in the Context of the Transport Integration Act (TIA)

18. The Act came into effect on 1st July 2010 and is Victoria's principal transport statute and replaced major parts of the Transport Act 1983. The Act requires that all decisions affecting the transport system be made within the same integrated decision-making framework and support the same objectives.
19. Yarra City Council as a planning body is defined as an interface body in the Act. When making transport and land-use related decisions the Act requires that Yarra pay due regard to:
- (a) the six transport system objectives (as set out in Part 2 Division 2 of the TIA);
 - (b) the eight decision making principles (as set out in Part 2 Division 3 of the TIA); and
 - (c) any statement of policy principles issued by the Minister administering the Act.
20. The transport system objectives relate to social and economic inclusion, prosperity, sustainability, efficiency, coordination, reliability, safety, health and wellbeing. The decision making principles focus on integrated decision making, triple bottom line assessment, impacts on the environment, consultation, and transparency in communication and decision making.

21. The Act is a principles based piece of legislation: it is detailed enough to provide clear direction but is also flexible enough to accommodate the different roles and responsibilities of the various agencies and interface bodies. The weight given to each objective and principle is a matter for the agency in the particular circumstances of each decision.
22. The section of Hoddle Street between Victoria Parade and the Eastern Freeway moves 16,000 people per day by bus and is one of the most patronised bus corridors in Australia. These buses provide the sole public transport link between the suburbs of Manningham and the central city which is an employment and economic hub of national significance. To the south of Victoria Parade, Hoddle Street – Punt Road has less of a public transport function although bus route 246 which operates in this section is strategically important and plugs a key gap in the rail network.
23. The provision of clearways and the extension of their operating time to improve conditions for buses are in alignment with a number of the transport system objectives as specified in the TIA. Specifically those objectives relating to:
 - (a) the efficient and effective access for persons and goods to places of employment, markets and services; *(by moving large numbers of people by bus to an economic hub more efficiently);*
 - (b) increasing efficiency through reducing costs and improving timeliness; *(by reducing bus journey times and allowing more people to be transported using the existing bus fleet);*
 - (c) promoting forms of transport which have the least impact on the natural environment *(improving bus priority will encourage more people to use buses instead of cars); and*
 - (d) network-wide efficient, coordinated and reliable movements of persons and goods at all times. *(improving bus priority will make the network more efficient and reliable).*
24. Where the proposal appears to encourage car use by increasing road capacity and reducing journey times, alignment with TIA objectives is less obvious.

Consultation

25. VicRoads has held a number of workshops to discuss the Streamlining Hoddle Street study over the last 24 months. A briefing to Councillors was provided on 14th August 2017.
26. VicRoads has provided a project hub at 2 Swan Street (the former car wash site) where members of the public have been invited to go and discuss the project with VicRoads officers. An information sheet issued in September provides a physical address and an email address for people to provide submissions. Submissions can also be provided via the website which contains a survey.

Financial Implications

27. There are no financial implications to Council in lodging a submission prepared by officers.

Economic Implications

28. There are no economic implications to Council in lodging a submission.

Sustainability Implications

29. There are no sustainability implications other than those outlined above in paragraph 23 – 24 inclusive.

Social Implications

30. See paragraph 23 and 24 above. Some owners/occupiers of premises have outlined concerns to their individual circumstances.

Human Rights Implications

31. There are no known implications.

Communications with CALD Communities Implications

32. There are no direct CALD community's implications.

Council Plan, Strategy and Policy Implications

33. Council policies support integrated transport and sustainable transport. The support of local businesses is also a core aspect of the Council Plan.

Legal Implications

34. There are no known legal implications.

Options

35. The options are as follows:

- (a) Council does not provide a submission;
- (b) Council provides the submission as attached; and
- (c) Council provides an amended version of the submission that is attached.

Conclusion

36. VicRoads has requested that Council provide in principle support for the proposal. VicRoads has stated that the project will generate a number of benefits including: better traffic flow and more reliable journeys; moving more people through intersections; improvements to safety; faster trams; and dedicated bus lanes. Council officers have considered the proposal and the information provided to support it.
37. Officers have formed the view that the supporting information does not necessarily substantiate these claims. Officers do not believe that the information provided in support of the project to date is sufficiently clear and comprehensive to withstand scrutiny. On this basis, the draft submission states that Council is not in a position to provide in principle support for the project at this time.
38. Officers propose that the draft submission be formally endorsed by Council and submitted to VicRoads by 5th November.
39. Officers also propose that copies of Yarra's submission be provided to:
- (a) Hon Luke Donnellan, Minister for Roads;
 - (b) The Hon Jacinta Allan MP (Minister for Public Transport, Minister for Employment);
 - (c) The Hon Marlene Kairouz MP (Minister for Local Government);
 - (d) The Hon Richard Wynne MP (Minister for Planning, member for Richmond); and
 - (e) And Mr John Merritt (CEO, VicRoads).
40. It is noted that the request for in-principle support can be re-considered subsequent to this submission, after VicRoads has assessed the various submissions, provided a final proposal and sought formal approval from the Minister for Transport for any revised proposal. A further report would be brought to Council at that time.

RECOMMENDATION

1. That Council notes the officer report on the proposal by VicRoads to introduce 24/7 Clearways along Hoddle Street/Punt Road between the Eastern Freeway and the Yarra River, and also at Swan Street between Punt Road and Lennox Street.
2. That Council note the analysis of officers based on the information provided by VicRoads.
3. That Council notes that, it is the officers' opinion that at this point in time, there is insufficient information to make an informed judgement.
4. That Council advise VicRoads that it does not provide in principle support for the proposal at this time.
5. That Council endorses the draft submission to be sent to the VicRoads project team by 5th November with a copy also going to:
 - (a) Hon Luke Donnellan, Minister for Roads;
 - (b) The Hon Jacinta Allan MP (Minister for Public Transport, Minister for Employment);
 - (c) The Hon Marlene Kairouz MP (Minister for Local Government);
 - (d) The Hon Richard Wynne MP (Minister for Planning, member for Richmond); and
 - (e) Mr John Merritt (CEO, VicRoads).
6. That Council authorise the CEO to finalise the submission.

CONTACT OFFICER: Simon Exon
TITLE: Strategic Transport Coordinator
TEL: 9205 5781

Attachments

- 1 Clearways on Hoddle Street - Submission to VicRoads - Memo



Yarra City Council

Draft Submission to VicRoads

Streamlining Hoddle Street – Proposed Extension of Clearways on Hoddle Street/Punt Road and Swan Street

Yarra City Council

November 2017

Attachment 1 - Clearways on Hoddle Street - Submission to VicRoads - Memo



Memo

**To: Clearways Proposal Team
VicRoads Metro Projects Division**

teamwork

CC:

1. **Hon Luke Donnellan**, Minister for Roads;
2. **The Hon Jacinta Allan MP**, Minister for Public Transport, Minister for Employment;
3. **The Hon Marlene Kairouz MP**, Minister for Local Government;
4. **The Hon Richard Wynne MP** Minister for Planning, member for Richmond; and
5. **Mr John Merritt**, CEO, VicRoads.

integrity

respect

accountability

innovation

From: Amanda Stone, Mayor City of Yarra

Date: 1 November 2017

Subject: Streamlining Hoddle Street – Proposed Extension of Clearway

Preamble

The following submission is made regarding the proposal to extend the clearways as part of the Streamlining Hoddle Street study. This submission has been drafted by officers and formally endorsed by Council.

Introduction

Council understands that population growth and travel demand growth are putting pressure on the road infrastructure network which is now being used more intensely than ever. In Melbourne, average car occupancy rates are 1.1 people per car and it is widely accepted that cars are not a space efficient method of moving large numbers of people particularly in inner city areas like Yarra where transport demand is very high and rising and the space to accommodate this is limited and finite.

Holistic approaches which encourage the use of public transport, walking and cycling are commonly recognised as the best way of meeting Melbourne’s transport needs in the short, medium and longer term. Non-car modes of transportation are consistently stated as a priority across all Government transport related policy documents including Council’s Strategic Transport Statement.

The street network particularly in inner Melbourne is highly contested and is used by multiple modes of transport for multiple purposes. The proposal to

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extend clearways will reassign road space. In this case, space currently allocated for use by parked vehicles (for most of a 24 hour period) will be reallocated to moving buses and cars. In terms of net vehicle numbers the road, space reallocation will primarily be about moving more cars, given that car traffic makes up at least 90 per cent of the total traffic flow along the whole corridor. In the vast majority of cases, any measure that seeks to change the operation and/or design of an existing road network to benefit one transport mode and/or trip type will have adverse impacts on other modes and/or other trip types.

On the basis of the above there are a number of sensitivities around road reallocation projects with a diverse range of views and interests expressed along given transport corridors. It is also important to note that road space reallocation on a corridor may have impacts on other corridors in the local area. These impacts can be intentional or unintentional, but still create winners and losers for people using these corridors.

Council is broadly supportive of any measure which encourages people to use non-car modes of transportation and notes that mode shift to public transport is increasing by between 4 and 10% per annum, while vehicle use per capita is stagnant and declining.

Council also supports its community and the businesses that operate within it, who have various interests. Through its policies and programs Council recognises that local business play a key role in generating local economic activity, providing local employment opportunities and promoting a sense of community.

Council is required to take a holistic approach that considers a diverse set of transport and non-transport factors when drafting submissions regarding transport proposals. This includes thorough consideration of submissions made by the community and businesses that may be impacted directly or indirectly by a given project.

A key requirement in this process is for Council to clearly understand the rationale of the project, including its benefits and impacts. Specifically it is necessary for Council to understand:

- The options that have been considered;
- The rationale for the *preferred* option;
- The problem the preferred option addresses, and the extent to which it addresses the problem;
- Any mitigation proposed for impacted parties; and
- Economic, socio and environmental benefits and impacts at the local and strategic levels.

The following supporting documents have been supplied to Council by VicRoads and form the basis of this submission:

- The Streamlining Hoddle Street Information Update September 2017; and
- Stakeholder Reference Group – Summary Report.

The sensitivities and range of views that exist around this project mean that it is critical for the supporting documentation to give Council the information it needs

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to have an informed position that can stand up to scrutiny from its community.

The information provided in support of the project to date does not allow Council to have an informed position that is able to withstand such scrutiny. On this basis, Council is not in a position to provide in-principle support for the project at this time.

The remainder of this submission contains officer comments on the material received by Council in support of the proposal.

General Comments

The proposal is for 24 hour clearways in both directions broadly between City Link to the South and the Eastern Freeway to the north.

The stated benefits of the project as stated by VicRoads are:

- Better traffic flow and more reliable journeys;
- Moving more people through intersections;
- Improvements to safety;
- Faster trams; and
- Dedicated bus lanes.

At this moment in time the supporting information does not substantiate these claims. There is also a lack of information that clearly justifies the proposals for 24/7 clearways along this sections of road identified.

Council has received a number of submissions from businesses and landowners on Hoddle Street who have raised concerns and/or objections to the proposal. These submissions are summarised as follows:

- Levels of consultation with local businesses have been insufficient;
- Businesses have been given insufficient notice of proposed changes to clearways;
- Businesses need parking and parking that is being lost is not being adequately replaced;
- Parking on surrounding streets is limited;
- 24/7 clearways do not address the issue of Hoddle Street going from lanes down to two at Punt Road; and
- Landowners will be impacted financially by the removal of parking from a commercial perspective and the measure will lead to the loss of existing tenants and closure of businesses.

Better traffic flow and more reliable journeys

It is assumed that better traffic flow means shorter journey times on Hoddle Street/Punt Road and increased traffic capacity. There is a significant amount of suppressed demand for travel on Hoddle Street/Punt Road and any measure which 'improves' traffic flow will result in higher traffic flows along this corridor. The vast majority of this traffic will be people in cars. Yarra's transport policies discourage projects which increase traffic and encourage car use. Increasing traffic capacity on Hoddle Street is also likely to increase traffic volumes on roads in the surrounding area. This will worsen traffic queues on Johnson Street, Victoria Street, Langridge Street and other streets that intersect with Hoddle Street/Punt Road. Increased traffic volumes and car queuing on these roads will reduce amenity and make a number of existing issues worse. These issues include a hazardous and intimidating environment for cyclists and delays to east west public transport services.

The modelling work supplied to Council suggests that traffic volumes will not increase significantly as a result of the proposal, and in some cases it will

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actually decrease. Given the role of Hoddle Street and wider travel demand growth factors these model results do not stand up to scrutiny and lack credibility.

There is a perception in the community that junctions are a key bottleneck on Hoddle Street and that 24 clearways will merely move more cars more quickly to these bottle necks. VicRoads state that removing parked cars will allow more left turning vehicles to pass through a junction. However, this would appear to simply speed more vehicles to a traffic queue that will exist on the side road itself at the next intersection.

In the case of Bridge Road for example, in the off peak this would place more cars in the tram lane in the area of road between Punt Road and Lennox Street. In such a situation cars would go from delaying other cars and one bus service on Punt Road, to delaying other cars and two tram services on Bridge Road if the 24 hour clearways are introduced. Council would need to be convinced that undesirable and/or unintended outcomes like this would not occur if it was to support any proposal of this nature.

The supporting work undertaken to date does not provide a clear argument that challenges these concerns that exist regarding changes to clearways and their effectiveness.

Proposals to extend clearways to the south of Victoria Street will primarily be for the benefit of people traveling in cars. Encouraging travel by car does not align with Council's strategic transport policies. It is recognised that route 246 operates along this section, but only to a maximum service frequency of 6 buses per hour. Council has requested previously that this service be upgraded to a Smartbus to increase the public transport function of this section of road. This request has not been actioned. Council has also previously requested that parking at the MCG be ceased as this is a major cause of delays to northbound buses during events. This request was also not actioned.

The proposal includes extension of clearway times to 24/7 on Swan Street. The supporting documentation does not provide a justification for this. Swan Street has a strong evening economy with high levels of parking demand due to the nature of venues in the area. The requirement for clearways to operate in the evening when traffic flows are low yet precinct activity and demand for parking is high will need to be clearly articulated as local businesses will be sensitive to these changes.

It is recognised that proposals for new tram stops outside Richmond Station probably form part of this need; however it is not clear why clearway changes are required in advance of this. Synergies with the proposal for continuous flow intersections on Swan Street also need to be made clear. Impacts to route 246 buses on Hoddle Street would need to be assessed as part of this as an increase in left turning south bound traffic would appear to place more cars in the nearside lane which will potentially increase delays to buses.

Council is unable to support claims that the proposal will improve traffic flow and make journeys more reliable at this time.

Improvements to safety

It is stated that rear end crashes account for 40% of accidents along the Hoddle

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Street corridor, and that 24/7 clearways will reduce accidents caused by stop start movements and sudden merging. This statement may prove to be true but it is not clear how it has been derived and it does not currently stand up to scrutiny. The amount and location of merging that occurs under the existing and with clearway changes is not stated. It is not clear how shunt crashes will be reduced, as large number of vehicles will continue to stop and start.

The proposed changes to Hoddle Street/Punt Road will increase traffic capacity and by default the number of vehicles continually stopping and starting. All other things being equal, this would suggest that the net number of accidents would increase. In such a case this would eradicate any safety gains made by the reduced weaving in the kerbside lane. Council recognises that safety is a key factor for any project however it is not currently in a position, given the information presented, to support claims that the proposal will increase safety and reduce accidents.

Faster Trams

The impacts of the proposals on most of the east west tram corridors are not detailed so the faster tram claim cannot be substantiated. It is not clear how a project which 'improves' traffic flow and provides additional traffic capacity will provide benefits to tram services, particularly when for much of the time they operate in mixed traffic environments in the Hoddle Street area. Large numbers of people travel east-west across Hoddle Street and Punt Road on buses and trams each day. The impacts of the proposal on people using these services needs to be clearly assessed. Any gains made by having improved bus priority along a single corridor (Hoddle Street) could be more than wiped out by additional delays to passengers on the five east-west tram/bus routes. Council does not support projects that have a net negative effect on public transport in and through Yarra, particularly where this is the result of measures to improve the flow of cars.

Dedicated Bus Lanes

Council is generally supportive in principle of any measure which encourages more people to use buses. The proposal is for the installation of 24/7 clearways to provide dedicated bus lanes. However, this will require parking to be permanently removed which will have significant implications for various businesses and property owners on Hoddle Street. There is no assessment which justifies the requirement for 24/7 clearways, and options for various other clearways times do not appear to have been considered. There is a perception amongst some community members, particularly those that are impacted by the removal of car parking, that 24 hour clearways cannot be justified as buses have low patronage outside the peak. There are also perceptions that clearways merely speed buses to the Victoria Parade south bound right turn bottle neck and that car traffic is the main beneficiary of the project.

The supporting documentation does not currently provide a satisfactory response to such perceptions. The material states that VicRoads will work closely with these businesses and residents impacted by parking changes to develop solutions. No potential solutions or mitigation measures have been identified by VicRoads to date. On this basis, it is not possible for Council to state that these arrangements are to its satisfaction or to the satisfaction of impacted community members.

The terminology in the material is also misleading, as the bus lanes to the north of Victoria Parade are not technically 'dedicated' given that cars can drive down

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them to turn left. To the south of Victoria Parade there will be no form of bus lane with the clearways providing an additional traffic lane that would also be used by buses. It is noted that about half of the proposed net clearway distance will not deliver a bus lane by any definition.

The clearways proposal forms part of the wider Streamlining Hoddle Street study. From the material provided it is not possible to have a clear understanding of:

- The cost benefit of just extending the clearways
- The cost benefit of just implementing continuous flow intersections
- The cost benefit of continuous flow and clearway extensions
- The synergies between the two projects

Economic Impact

The section of Hoddle Street between the Eastern Freeway and Victoria Street is a thriving business precinct. Many of the businesses operate on the weekends as well as weekdays, and consider that a critical part of their business success is the ability for clients and customers to park on Hoddle Street. These businesses, located on the east side of Hoddle Street, understand the value of the current am peak Clearway period, but are deeply concerned that any extension of the Clearways period would cause great damage to their businesses, potentially requiring them to close.

These businesses employ between 5 and 40 employees each, and a number only have effective access from Hoddle Street for loading purposes; noting that it is impossible for vehicles delivering their stock to gain access along the narrow rear streets. These views have been also supported by customers of these businesses who note the difficulty in finding parking in residential streets, and depend on Hoddle Street for access.

A common concern is that there remain significant impediments to bus transit further along the route, negating any gains which might be delivered by a full time clearway along Hoddle Street

Property owners associated with these same businesses have also advised that any extension of Clearways periods would dramatically affect their rental ability, and greatly undermine their property values. Many business owners work in excess of 60 hours per week, and many property owners struggle with escalating land tax obligations.

Amenity Impact

Residents of streets to the east of Hoddle Street have also expressed concerns that the complete removal of parking on Hoddle Street will exacerbate the problems they already experience when looking for parking near their homes.

Residents on Hoddle Street have expressed concern that they rely on the non-clearway period to be able to park their cars. There are private homes located between Vere Street and Stafford Street.

Financial Impact

It is noted that there are 22 metered parking bays located along this section of Swan Street which would be impacted by the proposed 24/7 Clearway on Swan Street. A further 34 bays are un-metered. This proposal would have revenue implications for Council at a time when rate capping is placing a considerable strain on Council budgets.

The metered bays provide \$12,000 per annum income for Council, and over \$50,000 in Parking Infringement fees per annum is derived from this section of

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Swan Street. This loss of income to Council's annual budget is considered to be non-trivial under current rate capping conditions.

The Proposal in the Context of the TIA

The Act came into effect on 1st July 2010 and is Victoria's principle transport statute and replaced major parts of the Transport Act 1983. The Act requires that all decisions affecting the transport system be made within the same integrated decision-making framework and support the same objectives.

Yarra City Council as a planning body is defined as an interface body in the Act. When making transport and land-use related decisions the Act requires that Yarra pay due regard to:

- The six transport system objectives (as set out in Part 2 Division 2 of the TIA);
- The eight decision making principles (as set out in Part 2 Division 3 of the TIA); and
- Any statement of policy principles issued by the Minister administering the Act.

The transport system objectives relate to social and economic inclusion, prosperity, sustainability, efficiency, coordination, reliability, safety, health and wellbeing. The decision making principles focus on integrated decision making, triple bottom line assessment, impacts on the environment, consultation, and transparency in communication and decision making.

The proposal appears to encourage car use by increasing road capacity and reducing journey times, and catering to sole occupant vehicles, which should not be given priority over the viability of businesses. It is not clear how such a measure is in alignment with TIA objectives.

Conclusion

The City Of Yarra has considered the proposal to install 24/7 Clearways along both sides of Hoddle Street/Punt Road between the Eastern Freeway and the Yarra River, and on Swan Street between Punt Road and Lennox Street.

VicRoads has stated that the project will generate a number of benefits including better traffic flow and more reliable journeys, moving more people through intersections, improvements to safety, faster trams and dedicated bus lanes.

The supporting information does not currently substantiate these claims. The need for 24/7 clearways along this corridor is also not clear. Other clearway operation options which might reduce the impacts on local business do not appear to have been considered.

There are a number of sensitivities and range of views that exist around this project in the community which Council has to consider and manage. The information provided in support of the project contains a number of gaps and makes some questionable statements. It does not provide the platform from which Council can provide in-principle support for the project at this time.

Council is firmly of the view that the proposal to install 24/7 Clearways on Hoddle Street extending from the Yarra River to the Eastern Freeway, and on Swan Street between Punt Road and Lennox Street is not justified that

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VicRoads will act on the content of this submission and address the concerns raised.

Council will reassess its position on providing in principle support for the project once VicRoads has assessed and responded to the various submissions, provided a final proposal and sought approval from the Minister for Transport.

11.2 Amendment C220 - Johnston Street Rezoning and DDO Proposal (Revised Amendment for Exhibition)

Trim Record Number: D17/92609

Responsible Officer: Senior Coordinator Strategic Planning

Purpose

1. The purpose of this report is for Council to consider:
 - (a) endorsing for exhibition, the recommended changes to Amendment C220 to the Yarra Planning Scheme for the Johnston Street activity centre to meet the “*conditional authorisation*” received from the Minister for Planning; and
 - (b) requesting the Minister for Planning in accordance with Section 8 (1) (b) and 20 (4) of the *Planning and Environment Act 1987*, to introduce Design and Development Overlay Schedule 15 (DDO15) as an interim Planning Scheme Amendment.

Background

2. In May 2016, Council resolved to seek authorisation to prepare and exhibit Amendment C220 from the Minister for Planning. The Amendment sought to implement the Johnston Street Local Area Plan (JSLAP), which was adopted by Council in December, 2015.
3. The Amendment considered by Council in May 2016 proposed to:
 - (a) rezone sections of Johnston Street and Sackville Street from Commercial 2 Zone to Commercial 1 Zone;
 - (b) apply Design Development Overlay Schedule 15 (DDO15);
 - (c) introduce a Local Policy at Clause 22 that sets out the preferred future land use and character for the Johnston Street activity centre;
 - (d) The amendment proposes a new Heritage Overlay (HO505 – Johnston Street East) to cover the section of Johnston Street between Hoddle Street and the railway bridge (including the railway bridge). A background report was prepared by Context heritage consultants in early 2016 to support the inclusion of the proposed HO as part of Amendment C220; and
 - (e) Introduction of an Environmental Audit Overlay (EAO) over land being rezoned.
4. The proposed DDO contained mandatory controls, including mandatory building heights, across the entire activity centre.

Conditional Authorisation for the Amendment

5. Conditional authorisation from the Minister for Planning was received in March 2017 (Attachment 1). It advised that the amendment could be prepared and exhibited if particular conditions were met around the extent of mandatory controls.
6. The conditional authorisation (Attachment 1) states that:

In accordance with section 8A of the Planning and Environment Act 1987 (the Act), I authorise your Council as planning authority to prepare the amendment subject to the following condition;

 - *Council must limit the application of mandatory controls to confined locations where there are exceptional circumstances as outlined in Practice Note 60 – Height and Setback controls for Activity Centres.*
7. In addition to the key condition outlined above, the conditional authorisation letter provides the following advice:

In addition to the above condition, Council may consider the following:

In locations where discretionary controls are applied, Council could nominate both a preferred maximum height and an absolute mandatory maximum height and outline the requirements which must be met to enable development to exceed the preferred maximum height.

8. It continues to say:

*“The preferred height nominated should be **no lower** than the heights nominated in Council’s authorisation request. The extent of difference between the preferred maximum height and absolute maximum height should be determined by Council and **be based on the strategic context of the location**.*

*For example in many locations the extent of variation may allow an incremental increase in height variation e.g. 30 per cent. In strategic redevelopment areas such as to the east of Victoria Park Station, a greater difference should be applied.” – **emphasis added**.*

9. Since receiving the conditional authorisation, officers have been undertaking further built form analysis to identify where mandatory controls may meet the exceptional circumstances stated in *Practice Note 60 – Height and setback controls for activity centres* (PN60) and other comments within the conditional authorisation letter from the Minister for Planning.
10. This has informed the preparation of a revised Amendment C220 that is ready to be exhibited to enable community consultation and engagement.

Discussion

11. PPN60 states that mandatory height and setback controls will only be considered in exceptional circumstances. It lists the following as potential exceptional circumstances that may be identified for individual locations or specific and confined precincts:
- (a) *sensitive coastal environments where exceeding an identified height limit will unreasonably detract from the significance of the coastal environment;*
 - (b) *significant landscape precincts such as natural waterways, regional parks and areas where dense tree canopies are the dominant feature;*
 - (c) *significant heritage places where other controls are demonstrated to be inadequate to protect unique heritage values;*
 - (d) *sites of recognised State significance where building heights can be shown to add to the significance of the place, for example views to the Shrine of Remembrance and major waterways; and*
 - (e) *helicopter and aeroplane flight paths and other aeronautical needs.*

12. It adds:

*“Even where exceptional circumstances are identified, mandatory height and setback controls should only be applied where they **are absolutely necessary** to achieve the built form objectives or outcomes identified from the comprehensive built form analysis. Where mandatory controls are proposed, it will need to be demonstrated that discretionary controls could result in an unacceptable built form outcome.” **(emphasis added)***

Built Form Analysis

13. Further built form analysis was undertaken in response to the conditional authorisation and these key statements in PN60. It had close regard to the principles that underpin the JSLAP to ensure that the amendment remains true to the adopted JSLAP, including to:
- (a) manage the impact on the heritage streetscape and heritage buildings;
 - (b) manage the relationship with adjoining low scale residential areas; and
 - (c) minimise the amenity impacts of new development.
14. The analysis also had regard to recently approved permits where the JSLAP and appropriate building heights were closely considered.

15. Mandatory height controls have been applied to areas of intact heritage streetscapes and to areas that directly adjoin low scale residential areas. The sensitivity of these locations and the potential adverse impact that taller built form could have on their character and on the amenity of residents is considered to meet the tests of PN60.

The Revised Amendment C220

16. The revised Amendment C220 contains two key changes:
- (a) a revised Design and Development Overlay (Attachment 2); and
 - (b) a new Clause 21 Local Policy that replaces the proposed Clause 22 (Attachment 3).
17. There are no changes to the remainder of the amendment.

The Draft Revised DDO

18. To meet the conditional authorisation the revised DDO includes both *preferred* and *mandatory* provisions.
19. The proposed preferred maximum building heights are the same as the maximum building heights in the original version of the DDO that was considered by Council in May 2016. This reflects the advice in the conditional authorisation.
20. The revised DDO includes the following controls:
- (a) *mandatory minimum setbacks above the street wall* in heritage overlay areas;
 - (b) *mandatory maximum street wall heights* in all precincts, with the exception of precinct 1B; and
 - (c) *mandatory maximum building heights* in – see Map 1:
 - (i) the area between Wellington Street and Hoddle Street on the southern side of Johnston Street which has some highly intact heritage streetscape including a high number of individually and contributory buildings, and interfaces with low scale residential – shown as 1C and 1D; and
 - (ii) the areas that interface with low scale residential zoned land east of the rail corridor – shown as 2D, 2E and 2F.
21. The mandatory minimum *setbacks* above the street wall in heritage overlay areas and the mandatory maximum *street wall heights* are considered necessary to maintain the prominence of the heritage street wall and to achieve a high quality pedestrian environment at street level. Mandatory maximum street wall heights are not proposed in Precinct 1B because it is not considered that the tests of PN60 could be met in this location.
22. The maximum *building height* in the locations proposed for mandatory controls principally allows for an additional 1 to 2 storeys above the preferred heights – See Table 1.

Table 1 – Proposed Revised Building Heights

Original DDO		Revised DDO		
Precinct	Mandatory Maximum Height	Precinct	Preferred Maximum Height	Absolute Maximum Height
1A	6-7 storeys (23m)	1A	24m (7 storeys)	-
		1AA	28m (8 storeys)	-
		1B	24m (7 storeys)	-
1B	6 storeys (20m)	1C	21m (6 storeys)	28m (8 storeys)
		1D	-	21m (6 storeys)
2A	6 storeys (20m)	2A	21m (6 storeys)	-
		2B	21m (6 storeys)	-
2B	8-10 storeys (32m)	2C	34m (10 storeys)	-
2C	6-7 storeys (23m)	2D	24m (7 storeys)	31m (9 storeys)
2D	6 storeys (20m)	2E	21m (6 storeys)	24m (7 storeys)
		2F	-	21m (6 storeys)

Map 1 – Proposed DDO Precincts



23. The preferred maximum building heights are considered to be the most appropriate in achieving the preferred future built form character for Johnston Street. However, it is considered that the additional 1 to 2 storeys could also be acceptable subject to good design. Further, the setback controls in the DDO mean that these additional storeys should have minimal additional amenity impacts or visual impacts on these sensitive areas when viewed from Johnston Street or from the adjoining residential properties.
24. Mandatory maximum building heights are not proposed in areas that have a rear or side interface with commercially zoned land (non- sensitive interfaces) and in areas around the train station.
25. Mandatory street wall heights and setbacks would still apply in heritage areas to protect the heritage significance of the building.
26. The interfaces outlined in paragraph 24 and the ability to manage the impacts on heritage through other controls means that Precincts 1A, 1AA, 1B, 2A and 2C would not meet the requirements of PN60. Specifically, the following are considered to be key reasons for retaining preferred heights in these precincts:
 - (a) Precinct 1A – the small number of contributory and individually significant buildings in this precinct do not form an intact heritage streetscape. Heritage significance in this area can be protected through controls for the mandatory street wall height and upper level setback. In addition, the commercial interface provides flexibility to accommodate height with minimal external amenity impacts;
 - (b) Precinct 1AA includes sites that are very deep and have a largely commercial interface. The lot depth and the interface provide flexibility to accommodate height without adverse impacts and without the need for mandatory height controls, particularly with the mandatory street wall heights and upper level setbacks proposed in the DDO;
 - (c) Precinct 1B - is not within a heritage overlay. It is located to the south of residential development and is well separated from residences by Sackville Street. It interfaces with commercial property to the rear. This orientation and the separation from residential properties help to protect these residential properties from the overshadowing and visual bulk impacts of taller form. Its commercial interface adds further flexibility to manage these impacts on residential properties without the need for a mandatory height control;
 - (d) Precinct 2A – is proposed to be covered by a heritage overlay and includes some intact areas of streetscape, however it interfaces with non-sensitive land (commercial zoning), meaning that residential amenity issues are not relevant. Heritage buildings and heritage streetscape without the need for a mandatory height control, particularly as there would be mandatory street wall heights and upper level setbacks proposed in the DDO. It is also located immediately adjoining the train station making it a preferred location for higher density development;
 - (e) Precinct 2B – is proposed to be covered by a heritage overlay and includes some intact areas of streetscape. It interfaces with commercial zoned land, although some of these are currently residences. This interface provides flexibility to accommodate additional height and still protect the heritage buildings and heritage streetscape without the need for a mandatory height control, particularly as there would be mandatory street wall heights and upper level setbacks proposed in the DDO. It is also located immediately adjoining the train station making it a preferred location for higher density development; and
 - (f) Precinct 2C includes some individually significant buildings however it interfaces with non-sensitive land (commercial zoning), meaning that residential amenity issues are not relevant. Heritage buildings and heritage streetscape can be considered and addressed without the need for a mandatory height control, particularly as there would be mandatory street wall heights and upper level setbacks proposed in the DDO. It is also located immediately adjoining the train station making it a preferred location for higher density development.

27. Importantly, for all development proposing to exceed the preferred maximum building height, applicants would need to address the criteria in Clause 2.2.1 of the revised DDO and the objectives of the DDO. This includes requirements aimed at:
- (a) preserving the valued heritage character of the streetscape;
 - (b) ensuring new development achieves a mid-rise character of 5 to 12 storeys and that the overall scale and form of new buildings provides a suitable transition to residential streets and interfaces;
 - (c) providing housing for diverse households types, including people with disability, older persons, and families, through the inclusion of varying dwelling sizes; and
 - (d) ensuring minimal additional amenity impacts to residentially zoned properties, beyond that which would be generated by a proposal that complies with the preferred building height.
28. The structure of the DDO has been changed to reflect the conditional authorisation but also to reflect the updated Ministerial Direction on Form and Content of Planning Schemes. Notable changes include:
- (a) reducing the number of objectives to the new maximum allowed five objectives;
 - (b) introducing clearer controls relating to changes to the preferred controls; and
 - (c) removing duplication with other parts of the Yarra Planning Scheme.
29. The changes to the DDO are considered to reflect the intent of the conditional authorisation letter, in particular the use of preferred and absolute maximum building heights. The recommended provisions may ultimately not be supported by a planning panel or the Minister for Planning, particularly when judged against the PPN60.

The Draft Revised Local Policy

30. The Amendment previously proposed to include a new policy in Clause 22 of the Yarra Planning Scheme. To reflect the proposed structure identified as part of the Yarra Planning Scheme rewrite, this policy is now proposed to be a new policy within the Municipal Strategic Statement section of the Yarra Planning Scheme.
31. Changes have been made to reflect this change and to simplify this policy.

Options

32. Council is currently in a position to exhibit the amendment before Christmas for a little over the statutory minimum period of one month (16th November to 18th December 2017) because it already has a conditional authorisation from the Minister for Planning – see below.
33. Under Section 20(4) of *the Planning and Environment Act 1987* Council can request the Minister for Planning to prepare, adopt and approve a DDO on an interim basis whilst the permanent controls are progressed through the full exhibition process.
34. Council has three options to progress an amendment:
- (a) Option A - Not seek interim controls and exhibit the revised full amendment in November/ December;
 - (b) Option B – Request interim controls and delay the exhibition of the revised full amendment until after the Minister for Planning has made his decision on interim controls; and
 - (c) Option C – Request interim controls and exhibit the revised full amendment in November/December.
35. Option A would allow the amendment process to progress and for the community and stakeholders to comment on the amendment. Although the controls would not immediately come into effect, they start to be considered with some weight towards being '*seriously entertained*' controls after exhibition. The extent to which they are considered '*seriously entertained*' increases as the amendment process proceeds through planning panel and then gazettal.

36. Option B avoids confusion in the community about the two related processes. This option however, would result an additional delay (3 months). There are two risks with this option, firstly, it is important to note that the Minister for Planning would determine the final content of the interim DDO and may make changes. Secondly, the Minister for Planning may not support interim controls.
37. Option C is considered the preferred approach. If the interim controls were supported by the Minister for Planning, it would introduce the controls immediately and ensure that new development is assessed against the proposed DDO15. This would assist in protecting against inappropriate development which may compromise the orderly planning and significant heritage character of the activity centre whilst the full amendment is progressed through the exhibition and panel process. However, in the event that it is not supported, Option C ensures that no unnecessary delay occurs and the community have the opportunity to submit on the amendment. Whilst this option may lead to some confusion about the two processes, this confusion could be minimised through effective communication in the form of fact sheets, website updates etc.

External Consultation

Previous Consultation

38. The JSLAP was subject to consultation through three phases: initial consultation in the form of workshops in October 2011 to February 2012; consultation on a draft plan in June to July 2012; and consultation on a revised plan in early 2015. At each stage approximately 30 to 40 submissions were received on the draft plans.
39. When Council resolved to make the first draft available for public comment, it also resolved to amend the draft plan to lower the recommended heights to 6 storeys throughout the centre.
40. Thirty one submissions were received on the first draft. Comments ranged from being very positive, particularly in relation to the land use recommendations that would begin to activate the street environment and enhance the commercial function of the street, to concerns about the future character of the area in terms of the design and scale of buildings and preserving heritage character. The proposed heights received mixed support during the consultation with some submissions considering the 6 storey height to be too high and others not high enough.
41. In response to these mixed submissions, further design analysis and recent VCAT approvals, officers recommended that the heights be increased in some locations above 6 storeys.
42. During the consultation on the revised draft, 35 submissions were received. The submissions provided a range of views and feedback on the Plan. No changes were recommended to be made to the proposed building heights as a result of that round of consultation as lower heights were not considered to be justifiable.

Exhibition Process

43. It is important to note if Council supports exhibiting the revised Amendment C220, the community would be given the opportunity to make submissions during the exhibition period (a little over a month) - 16 November until 18 December 2017.
44. Notification letters detailing information (including Fact Sheets) about the proposed amendment and how to make a submission would be sent to each affected resident and property owner.
45. Information sessions would be arranged for the community and stakeholders to meet with officers. These would run by prior appointment ensuring that the community can obtain information and have questions answered.

46. The community would be advised that they can make submissions if they support or object to the amendment. These submissions would be considered by officers and reported to Council in accordance with the requirements of the Planning and Environment Act 1987. If submissions cannot be resolved by changes to the amendment, Council would have the opportunity to refer the submissions to a Planning Panel or to abandon the amendment. If the amendment is referred to the Planning Panel, all submitters would be given the opportunity to outline their submission to the Planning Panel who would make recommendations in a report to Council.
47. The Panel report would be presented to Council for consideration and a recommendation for adoption (with or without changes) or abandonment of the amendment.

Internal Consultation (One Yarra)

48. Both the strategic and statutory planning teams in Council have been involved in the preparation of the proposed revised amendment documentation.

Financial Implications

49. The costs for the amendment relate to exhibition and progressing the amendment through a planning panel process. The panel process includes the engagement of experts who provide evidence on behalf of Council, legal representation and the cost of the Panel itself which is budgeted for in the Strategic Planning budget.

Economic Implications

50. There are no economic implications of requesting the interim DDO and exhibiting the full amendment.

Sustainability Implications

51. There are no sustainability implications of requesting the interim DDO and exhibiting the full amendment.

Social Implications

52. There are no economic implications of requesting the interim DDO and exhibiting the full amendment.

Human Rights Implications

53. There are no known human right implications of requesting the interim DDO and exhibiting the amendment.

Communications with CALD Communities Implications

54. The proposed exhibition of the planning scheme amendment would involve specifically allow consultation in accordance with the Planning and Environment Act and also Council's consultation policies.

Council Plan, Strategy and Policy Implications

55. The DDO supports the following strategy in the Council Plan:

- (a) *Manage change in Yarra's built form and activity centres through community engagement, land use planning and appropriate structure planning processes.*

Legal Implications

56. The approach outlined in this report is in accordance with the requirements of the Planning and Environment Act 1987.

Conclusion

57. Amendment C220 proposes to implement the Johnston Street Local Area Plan through rezoning of the Commercial 2 zoned land to the Commercial 1 Zone, introducing a Local Area policy and applying a Design and Development Overlay (DDO) to all land within the Johnston Street Activity Centre (identified as Precincts 1 and 2 in the JSLAP).

58. The conditional authorisation to exhibit the amendment received in March 2017 has required changes to the DDO. A revised DDO has been prepared that provides a balance of mandatory and discretionary building height controls in line with the intent of the condition and the advice in the authorisation letter.
59. Council is recommended to request the Minister for Planning introduce DDO15 as an interim control in the Yarra Planning Scheme whilst progressing with the exhibition of the full amendment from 16 November 2017 to 18 December 2017.

RECOMMENDATION

1. That Council:
 - (a) notes the officer report on the Johnston Street Activity Centre;
 - (b) note the earlier conditional authorisation by the Minister for Planning as a prerequisite condition of any public exhibition of a proposed Planning Scheme Amendment in relation to Johnston Street;
 - (c) note the additional urban design and heritage analysis undertaken by officers outlined in the report to address these requirements of the Minister for Planning;
 - (d) note the strategic intent of the Amendment in seeking to manage growth and development pressures in Johnston Street broadly consistent with the adopted Local Area Plan (December 2015);
 - (e) endorses the revised Amendment C220 comprising a revised Design Development Overlay (DDO15) and the replacement of the proposed Clause 22.18 with a new Clause 21.11-1; and
 - (f) request the Minister for Planning in accordance with Section 8 (1) (b) and 20 (4) of the *Planning and Environment Act 1987*, to introduce the revised Design and Development Overlay Schedule 15 on an interim basis.
2. That Council, having considered the report and the requirements of the Minister for Planning's conditional authorisation and the further work of officers, now authorise officers to exhibit the revised Amendment C220 in accordance with Section 19 of the *Planning and Environment Act 1987* in the following manner:
 - (a) public exhibition of the proposed amendment for a minimum of four weeks in accordance with the requirements of the *Planning and Environment Act 1987*;
 - (b) notification letters detailing information about the proposed amendment and how to make a submission sent to each affected resident and property owner;
 - (c) provision of fact sheets with information about the amendment and the consideration process;
 - (d) community consultation sessions facilitated by Council officers with ward Councillors invited;
 - (e) consideration of community submissions with a report provided to Council; and
 - (f) hearing community submissions and consideration of any recommended changes at a Council meeting.

CONTACT OFFICER: Andrew Johnson
TITLE: Coordinator Strategic Planning
TEL: 9205 5311

Attachments

- 1 Amendment C220 Condition authorisation letter
- 2 Amendment C220 Draft DDO15 Johnston Street
- 3 Amendment C220 Johnston Street Clause 21.11
- 4 Amendment C220 Background Analysis (part 1)
- 5 Amendment C220 Background Analysis (part 2)

Attachment 1 - Amendment C220 Condition authorisation letter



Hon Richard Wynne MP
Minister for Planning

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Ref: MBR032538



Ms Vijaya Vaidyanath
Chief Executive Officer
Yarra City Council
PO Box 168
RICHMOND VIC 3121

Att: Evan.burman@yarracity.vic.gov.au

Dear Ms Vaidyanath

**PROPOSED YARRA PLANNING SCHEME AMENDMENT C220
JOHNSTON STREET ACTIVITY CENTRE**

I refer to your council's application for authorisation to prepare Amendment C220 to the Yarra Planning Scheme to implement the land use and built form objectives and strategies of the *Johnston Street Local Area Plan*.

In accordance with section 8A of the *Planning and Environment Act 1987* (the Act), I authorise your council as planning authority to prepare the amendment subject to the following condition;

- Council must limit the application of mandatory controls to confined locations where there are exceptional circumstances as outlined in Planning Practice Note 60 -Height and setback controls for Activity Centres.

In addition to the above condition, Council may consider the following:

- In locations where discretionary controls are applied, Council could nominate both a preferred maximum height and an absolute mandatory maximum height and outline the requirements which must be met to enable development to exceed the preferred maximum height.

This places the onus on the applicant to demonstrate that a proposal which exceeds discretionary controls:

- a) achieves the objectives of the Design and Development Overlay;
- b) provides a demonstrable community benefit specified by Council e.g public realm improvements, environmentally sustainable design, affordable housing; and
- c) is limited to a specified height.

The preferred height nominated should be no lower than the heights nominated in Council's authorisation request. The extent of difference between the preferred maximum height and absolute maximum height should be determined by Council and be based on the strategic context of the location.



Attachment 1 - Amendment C220 Condition authorisation letter

For example in many locations the extent of variation may allow an incremental increase in height variation e.g 30 per cent. In strategic redevelopment areas such as to the east of Victoria Park Station, a greater difference should be applied.

These controls will allow council to direct and accommodate growth to its higher order activity centres, while allowing flexibility for site-specific design.

Please note that DELWP has recently commenced work on a pilot project with Moonee Valley City Council to review the role of mandatory and discretionary height controls in the Moonee Ponds Activity Centre. Following this process, I will consider how the lessons learnt from the pilot can be applied to other activity centres across metropolitan Melbourne. I encourage City of Council to engage with DELWP officers on this program in the coming months.

Amendment C220 must be submitted to me for approval.

The authorisation to prepare the amendment is not an indication of whether or not the amendment will ultimately be supported.

Please note that Ministerial Direction No. 15 sets times for completing steps in the planning scheme amendment process. This includes council:

- giving notice of the amendment within 40 business days of receiving authorisation; and
- before notice of the amendment is given, setting Directions Hearing and Panel Hearing dates with the agreement of Planning Panels Victoria. These dates should be included in the Explanatory Report. Practice Note 77: Pre-setting panel hearing dates provides information about this step).

The Ministerial Direction also sets out times for subsequent steps of the process following exhibition of the amendment.

I may decide to grant an exemption from requirements of this Direction. Each exemption request will be considered on its merits. Circumstances in which an exemption may be appropriate are outlined in Advisory Note 48: Ministerial Direction No.15 – the planning scheme amendment process.

In accordance with sections 17(3) and (4) of the Act the amendment must be submitted to me at **least 10 business days** before council first gives notice of the amendment.

Please submit the amendment electronically to planning.amendments@delwp.vic.gov.au.

If you have any queries, please contact Alison Glynn, Director, State Planning Service, Department of Environment, Land, Water and Planning on (03) 8392 5511.

Yours sincerely



HON RICHARD WYNNE MP
Minister for Planning

8 / 3 / 17

Attachment 2 - Amendment C220 Draft DDO15 Johnston Street

--/--/20- SCHEDULE 15 TO THE DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO15**.

JOHNSTON STREET ACTIVITY CENTRE

1.0 Design objectives

- /--/20-
- To preserve the valued heritage character of the streetscape and ensure that the predominantly two storey Victorian and Edwardian-era heritage street-wall remains the visually prominent built form of Johnston Street west of the railway line bridge.
 - To ensure that the overall scale and form of new buildings is mid-rise (5 to 12 storeys) and provides a suitable transition to low scale residential areas, protecting surrounding residential properties from unreasonable loss of amenity through visual bulk, overlooking and overshadowing.
 - To activate the street edge, provide passive surveillance opportunities and accommodate commercial activity at the lower levels of new development.
 - To enhance the public realm through high quality buildings and protect footpaths and public spaces on the southern side of Johnston Street from loss of amenity from overshadowing.
 - To provide for equitable development outcomes through built form design that responds to the development opportunities of neighbouring properties, and through the consolidation of finer grain sites.

2.0 Buildings and Works

2.1 Definitions

Street wall height is measured as the vertical distance between the footpath at the centre of the frontage and the highest point of the building at the street edge, with the exception of architectural features and building services.

Rear interface is the rear wall of any proposed building or structure whether on the property boundary or set back from the property boundary.

Building height is measured as the vertical distance between the footpath at the centre of the frontage and the highest point of the building. It does not include architectural features and service equipment including plant rooms, lift overruns, structures associated with green roof areas and other such equipment provided that the following criteria are met:

- Less than 50% of the roof area is occupied by the equipment (other than solar panels);
- any equipment is located in a position on the roof so as to avoid additional overshadowing;
- any equipment does not extend higher than 3.6 metres above the maximum building height; and
- any equipment and any screening is integrated into the design of the building to the satisfaction of the Responsible Authority.

Setback is the shortest horizontal distance from a building, including projections such as balconies, building services and architectural features, to the property boundary.

Upper Level Development refers to the levels of buildings that are above the street wall.

2.2 Design Requirements

2.2.1 Building Heights and Setbacks (including street-wall height and rear interface Height)

- /--/20- The building height and setback requirements are set out at Table 1 of this schedule.

Attachment 2 - Amendment C220 Draft DDO15 Johnston Street

A development must comply with the mandatory building heights and street wall heights, and the mandatory minimum setbacks outlined in Table 1.

A permit may be granted to exceed the preferred maximum height specified in Table 1 if the following criteria are met to the satisfaction of the Responsible Authority:

- the built form outcome as a result of the proposed variation satisfies the objectives of Clause 1.0 and the provisions of Clause 21.12-1 are satisfied;
- the proposed building height is consistent with the preferred mid-rise character for Johnston Street of generally 5 to 12 storeys;
- the proposal will achieve each of the following:
 - housing for diverse household types, including people with disability, older persons, and families, through the inclusion of varying dwelling sizes and configurations;
 - universal access, and communal and/or private open space provision that exceeds the minimum standards in Clauses 55.07 and 58;
 - excellence for environmental sustainable design measured as a minimum BESS project score of 70% or 5 Star Green Standard;
 - minimal additional amenity impacts to residentially zoned properties, beyond that which would be generated by a proposal that complies with the preferred building height;
 - for *Contributory* or *Individually Significant* buildings under the Heritage Overlay, the proposed development enhances the heritage fabric of the building (primarily through full restoration of the front façade and external features visible from the street).

A permit may be granted to vary the preferred maximum street wall height and preferred minimum setbacks requirements in Table 1 if the development meets the Design Objectives to the satisfaction of the Responsible Authority.

In addition to the overall building height requirements specified in Table 1 and Map 1, development above 18m (5 storeys) must be on a site, consisting of one or more titles, that has the following parameters:

- A minimum lot depth of 20m
- A minimum street frontage width of 10m

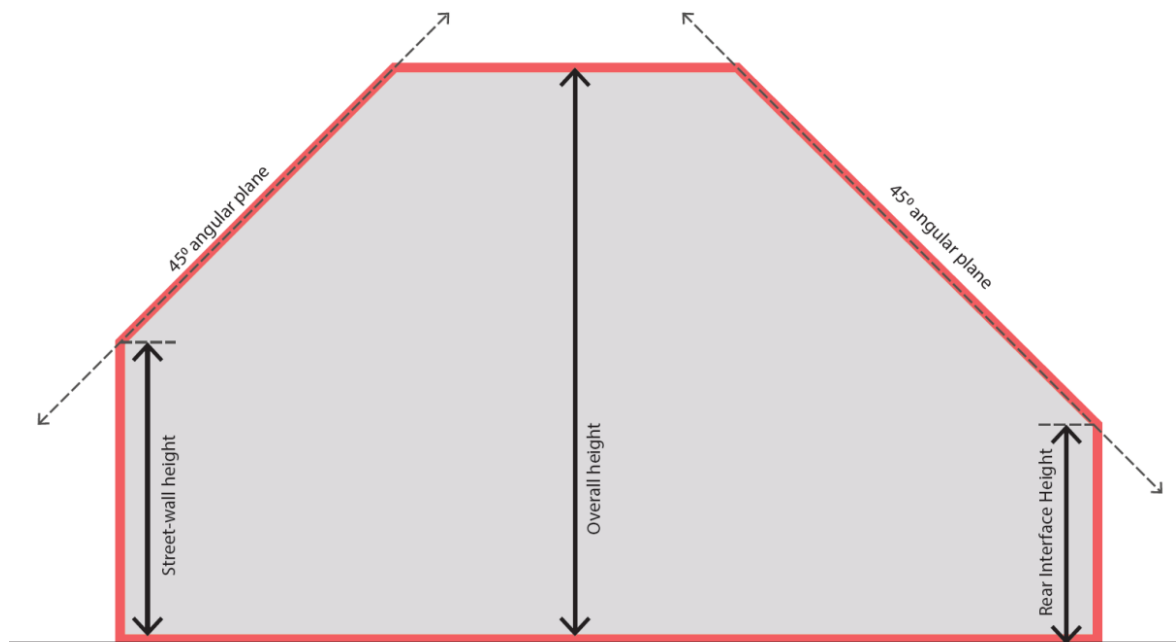
In addition to the setbacks required by Table 1, new development on sites with a north-south orientation fronting either Johnston or Sackville Street, should be setback within a 45-degree envelope measured from above the street-wall height and the rear interface height to the maximum overall height as shown in Figure 1. This does not apply to development in Precincts 1A, 1B, 2A and 2C (for the site on the northern side of Johnston Street), where new development should be setback within a 45-degree envelope from the primary street frontage only.

In Precincts 1A, 1B and 2B, the rear interface of new development should be designed to enable daylight and/or solar access to primary outlooks for existing or potential future residential development and to consider future development opportunities on neighbouring sites.

Development should avoid repetitive stepped form within the 45-degree envelope.

Attachment 2 - Amendment C220 Draft DDO15 Johnston Street

Figure 1 – Upper Level Setback Requirement



2.2.3 Building Separation

Development should be setback from common side boundaries to provide separation between buildings at the upper levels to avoid a “wall” of development above the street-wall when viewed from the opposite side of Johnston Street and Sackville Street:

- a minimum of 4.5m from the side boundary where a habitable room window is proposed
- a minimum of 3m from the side boundary where a non-habitable room window or commercial window is proposed.

Where the common side boundary is a laneway, the setback is measured from the centre of the laneway.

2.2.4 Overshadowing and Solar Access

New development must not overshadow the southern footpath of Johnston Street, measured as 3.0m from the boundary of Johnston Street, between 10am and 2pm at September 22.

Development in Sub-Precincts 1C, 1D, 2E and 2F should be designed to minimise additional overshadowing of residential zoned properties to the south measured from 10am to 2pm at the equinox (September 22).

2.2.5 Street Frontages

New development should:

- be built to the front property boundary on in-fill sites along Johnston Street.
- address the primary street frontage and, where heritage elements are not a constraint, incorporate design elements that contribute to the provision of a continuous, visible and active frontage at ground level.
- provide passive surveillance from upper levels.
- be designed to allow for commercial activity at the lowest two levels (as a minimum) incorporating commercial floor to floor heights of at least 4m, where heritage elements are not a constraint.

Attachment 2 - Amendment C220 Draft DDO15 Johnston Street

- be designed to locate service entries/access doors away from the primary street frontage, or where not possible, be sensitively designed to integrate into the façade of the building.

West of the railway line bridge, new infill development should ensure that heritage facades remain the visually dominant feature in the streetscape. Facade treatments and articulation of new infill development within this area should:

- respond to the rhythm and pattern of the heritage streetscape and adjoining heritage buildings
- match the parapet height of a neighbouring *Contributory* or *Individually Significant* buildings identified under the Heritage Overlay.

In Precincts 2C, 2D, 2E and 2F, new development should:

- contribute to a new, well-designed, contemporary urban character that provides articulated façades, reinforcing a finer grain street pattern
- provide a transitional street wall height on sites that are adjacent to *Individually Significant* heritage properties and respect the scale and character of the heritage building.

New development on Sackville Street should be setback 3m to accommodate landscaping, or incorporate a high quality public realm treatment into the design of the building to address and improve the amenity of the streetscape.

2.2.6 Upper Level Development

Within areas, and on individual properties covered by the Heritage Overlay, upper level development should:

- Ensure that heritage facades remain the visually prominent feature within the streetscape when viewed from ground level.
- Be visually recessive in mass, scale and materiality, incorporating materials and finishes that are sympathetic and in keeping with the character of the heritage streetscape.

Upper level development should be designed so that side walls are articulated and read as part of the overall building design not detract from the streetscape when viewed from direct and oblique views along the streetscape.

2.2.7 Vehicle Access and Car Parking

New development should be designed to:

- Avoid providing vehicle access from Johnston Street and provide access from a side street or laneway where practical.
- Conceal the provision of car parking within the building or by providing basement car parking.
- Avoid providing recessed parking spaces at the ground floor level of buildings and onsite parking spaces at the front of properties.

3.0 Application Requirements

The following buildings and works requirements apply to an application to construct a building or construct or carry out works:

- For development proposals of 4 storeys and above, a 3D model of the development and its surrounds in conformity with the Department of Environment, Water, Land and Planning Advisory Note – 3D Digital Modelling. Where substantial modifications are made to the proposed building envelope, a revised 3D digital model must be submitted to the Responsible Authority.
- A heritage impact assessment (statement) prepared by a suitably qualified heritage consultant for both *Contributory* and *Individually Significant* graded buildings.

Attachment 2 - Amendment C220 Draft DDO15 Johnston Street

- For residential development, an acoustic report prepared by a suitably qualified acoustic engineer, demonstrating how the requirements of the State Environment Protection Policy (Control of Noise from Commerce, Industry and Trade) No. N-1, the State Environment Protection Policy (Control of Music Noise from Public Premises) No. N-2, sleep disturbance criteria and any other relevant Australian Standards, as applicable, will be met.
- A waste management plan prepared by a suitably qualified waste management expert.
- A traffic and parking report that includes a Green Travel Plan prepared by a suitably qualified person outlining site-specific initiatives and actions to encourage the use of more sustainable transport options.
- A wind assessment report

The application requirements can be varied with the written consent of the Responsible Authority.

4.0 Decision guidelines

--/--/20-

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- The extent to which the proposal satisfies the Design Objectives at Clause 1.0.
- The architectural quality of the proposal, which includes the design, scale, height, materials, mass and visual bulk of the development in relation to the surrounding built form.
- How the proposal responds to the presence of heritage buildings either on, or in close proximity to the site.
- The design response at the interface with existing low-scale residential properties.
- Whether the proposal provides an active street interface to Johnston Street and contributes positively to the pedestrian environment and other areas of the public realm.
- Whether new buildings cause overshadowing of southern side footpaths and public spaces along the south side of Johnston Street when measured 10am to 2pm at the spring equinox (September 22).
- Whether the proposal provides an active street interface to Johnston Street and contributes positively to the pedestrian environment.

5.0 Reference Documents

Johnston Street Local Area Plan – December, 2015

Attachment 2 - Amendment C220 Draft DDO15 Johnston Street

Map 1: Johnston Street Sub-Precincts Plan



Table 1: Building Height and Setback Requirements (subject to the criteria outlined at Clause 2.2.1 of this schedule)

Sub-Precinct	Preferred Maximum Building Height	Mandatory Maximum Building Height	Preferred Street-Wall Height	Mandatory Maximum Street-Wall Height	Preferred Minimum Setback (for upper levels from Street Wall Facade)	Mandatory Minimum Setback (for upper levels from Street Wall Facade)	Preferred Maximum Rear Interface Height (on boundary)
1A	24m	—	8m (Min)	11m	—	6m	—
1AA	28m	—	11m (fronting Sackville St.)	11m (fronting Johnston St.)	3m (fronting Sackville St.)	6m (fronting Johnston St.)	—
1B	24m	—	11m (Max)	—	3m	—	—
1C	21m	28m	8m (Min)	11m	—	6m	8m
1D	—	21m	8m (Min)	11m	—	6m	8m
2A	21m	—	8m (Min)	11m	—	6m	11m
2B	21m	—	8m (Min)	11m	—	6m	8m
2C	34m	—	15m (Max)	18m	3m	—	15m
2D	24m	31m	15m (Max)	18m	3m	—	11m
2E	21m	24m	15m (Max)	18m	3m	6m (293 & 323-325 Johnston St.)	8m
2F	—	21m	15m (Max)	18m	3m	—	8m

* This plan is intended to be read in colour

Attachment 3 - Amendment C220 Johnston Street Clause 21.11

21.12 LOCAL AREAS

--/20- This Clause focuses on the local area implementation of the objectives and strategies set out in the MSS. Each Section relates to a particular precinct within the municipality and should be read in conjunction with the rest of the Municipal Strategic Statement and not in isolation.

The sections are organised under the Local Area headings.

21.12-1 Johnston Street Activity Centre (east of Smith Street)

--/ This policy applies to the section of Johnston Street shown on Map 1 to this schedule, extending east from Smith Street through to the Yarra River, which is characterised by a range of commercial activities including a mix of service industries, offices, artist studios, galleries, retail, cafés and bars. Higher density residential uses are starting to emerge within the Commercial 1 Zone and this trend is expected to continue.

Vision

Johnston Street will continue to evolve into a vibrant activity centre that serves the day to day needs of the local community whilst supporting employment, business and creative opportunities. The area will accommodate a diverse and growing population, well connected by sustainable forms of transport, with activity focussed around Victoria Park Station.

High quality corner buildings at the intersection of Johnston and Hoddle Streets will create a point of entry into Precincts 1 and 2, complemented by streetscape improvements.

Table 1 – Precinct Vision Statements

Precinct	Precinct Vision Statement
<p>Precinct 1: Johnston Street Central</p>	<p>The celebrated Victorian and Edwardian-era heritage character will remain the prominent feature of the streetscape west of Hoddle Street, with taller built form set back from the street edge to provide separation between the heritage streetscape and newer built form.</p> <p>Precinct 1 will continue to become a vibrant, mixed-use precinct which comprises medium scale (mid-rise) buildings that contribute positively to the active footpaths of Johnston Street. New buildings will respect the heritage qualities of the precinct and reinforce a consistent street edge through generous building setbacks from the street-wall.</p> <p>A mix of uses including cafes, bars, retail shops, offices and gallery/studio spaces will provide activity and visual engagement for people on the street.</p>
<p>Precinct 2: Johnston Street East</p>	<p>The celebrated Victorian and Edwardian-era heritage character will remain the prominent feature of the streetscape between Hoddle Street and the railway line, with taller built form set back from the street edge to provide separation between the heritage streetscape and newer built form.</p> <p>East of the railway line bridge at Victoria Park Station, a more prominent, well-designed and contemporary built form character will emerge with well-designed buildings with well-activated ground floor frontages and articulated façades. Taller built form set back from the main façades.</p> <p>The vibrant mixed-use strip will link Hoddle Street to Victoria Park Station and through to the Yarra River and associated activities of the Abbotsford Convent and Collingwood Children’s Farm.</p>

Attachment 3 - Amendment C220 Johnston Street Clause 21.11

	A vibrant hub of shops, residential, commercial and entertainment activities, cafes and bars will contribute to the lively street environment, particularly around the train station entrance.
--	--

Local area implementation

Ensure that any proposed use or development within the Johnston Street Activity Centre is generally consistent with the following policy objectives:

Land Use and Character

Heritage Character

- Protect the celebrated Victorian and Edwardian-era heritage streetscape character of Johnston Street as a significant part of its urban fabric, where the Heritage Overlay is present.
- Encourage the sensitive, adaptive re-use and restoration of heritage buildings.

Commercial and Creative Industries

- Promote Johnston Street as an economically viable activity centre.
- Foster new business opportunities and facilitate spaces for creative industries.
- Strengthen the role of Johnston Street in providing employment and business opportunities.
- Foster and support education, arts and community based activities at 35 Johnston Street (Collingwood Arts Precinct).
- Encourage commercial uses at the lower levels of new development, in addition to ground floor commercial uses.

Population and Mix of Uses

- Accommodate a growing population by integrating higher density residential and commercial uses as part of new mixed use developments.
- Provide a range of retail, entertainment and services that cater for local residents.
- Encourage land uses that generate street activity and increase pedestrian engagement.
- Discourage residential activity at the ground floor of new or existing buildings.

Access and Amenity

- Facilitate development close to Victoria Park Station that enhances the role and function of the station.
- Provide active interfaces and passive surveillance of public spaces, as part of new development close to the station.
- Reinforce connections and access to public transport stops and stations through well designed ground floor frontages, accommodating active uses.
- Improve pedestrian amenity along the length of Johnston Street and adjoining side streets through well designed ground floor frontages, accommodating active uses.
- Improve interfaces along the southern side of Sackville Street through improved building design and/or landscape treatments.
- Minimise potential conflicts between residential amenity and commercial uses.
- Limit vehicle access to new development from Johnston Street and discourage car parking in developments that only have access from Johnston Street.
- Encourage sustainable transport measures in new development.

Equitable Development

- Ensure that new development considers the future development opportunities of adjacent properties.
- Encourage consolidation of finer grain sites to achieve more efficient and equitable built form outcomes.

Attachment 3 - Amendment C220 Johnston Street Clause 21.11

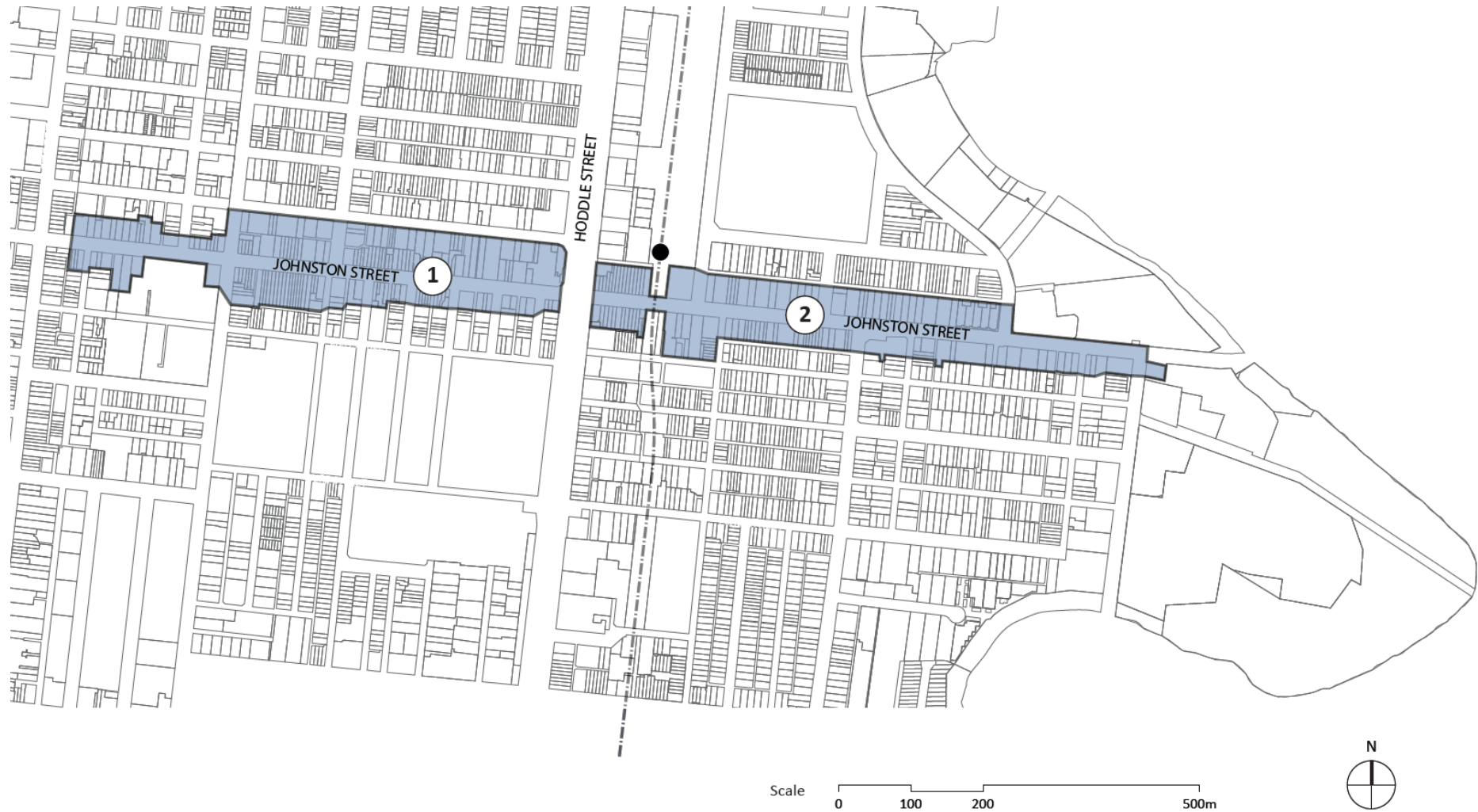
- Ensure that built form is spaced appropriately at the upper levels to maintain views to the sky from adjacent residential areas.

Reference Documents

Johnston Street Local Area Plan – December, 2015

Attachment 3 - Amendment C220 Johnston Street Clause 21.11

Map 1 – Johnston Street Local Area Plan (Precincts 1 and 2)



Attachment 4 - Amendment C220 Background Analysis (part 1)



JOHNSTON STREET LOCAL AREA PLAN

AMENDMENT C220 SUPPORTING DOCUMENT

OCTOBER 2017

Attachment 4 - Amendment C220 Background Analysis (part 1)

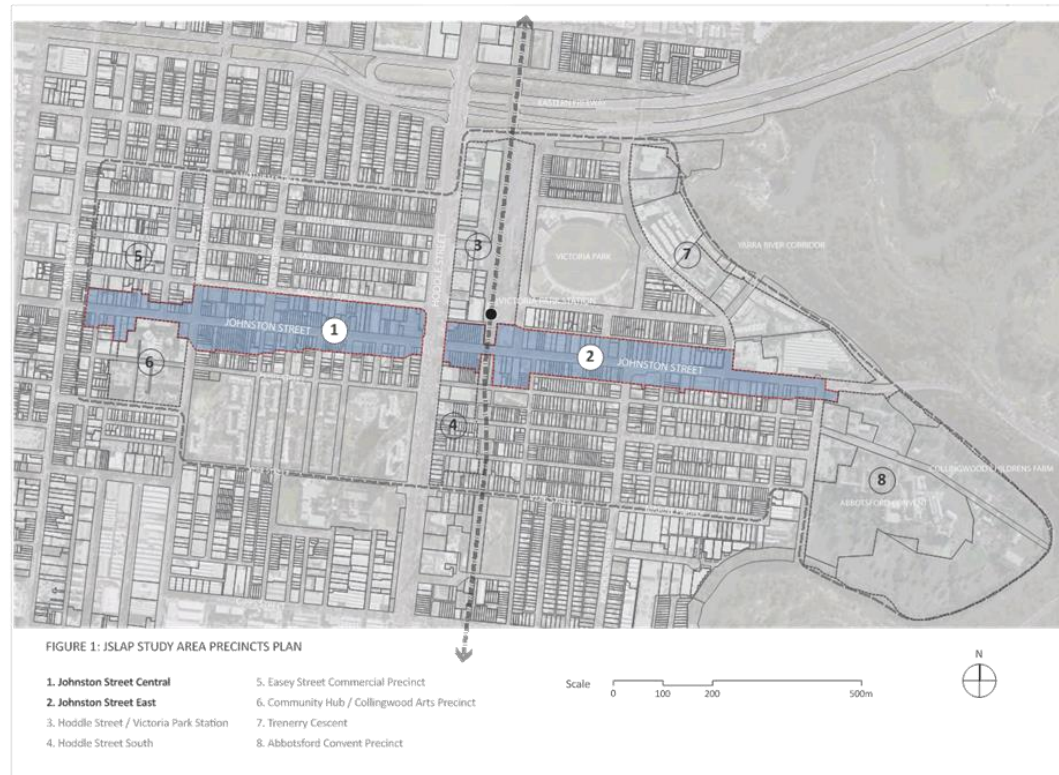
1.0 PURPOSE

The purpose of this document is to respond to the conditions and commentary in the authorisation letter received from the Minister for Planning in March, 2017, and to provide support to Amendment C220 in addition to the Johnston Street Local Area Plan (adopted in December, 2015)

This background document provides a more detailed contextual analysis of the Precincts and Sub-Precincts that are discussed in the Johnston Street Local Area Plan (JSLAP) and Appendix B to the Plan. The intention of this document is to analyse the varying lot and interface conditions found in Precincts 1 and 2.

Precincts 1 and 2 within the JSLAP are comprised predominantly of the properties that front onto Johnston Street and part of Sackville Street, which form the core of the Johnston Street activity centre, east of Smith Street. Precincts 1 and 2 within the JSLAP are distinguished as having either a heritage or non-heritage streetscape character, with Hoddle Street forming a boundary between the two Precincts.

Amendment C220 further identifies the section of Johnston Street between Hoddle Street and the railway line as having an important heritage character (supported by a recent heritage study that underpins that part of the amendment) and proposes a new Heritage Overlay for that section of Johnston Street.



Attachment 4 - Amendment C220 Background Analysis (part 1)

2.0 BACKGROUND

Amendment C220 Conditional Authorisation

Amendment C220 received conditional authorisation in March, 2017. The condition within that authorisation stated the following:

Council must limit the application of mandatory controls to confined locations where there are exceptional circumstances as outlined in Practice Note 60 – Height and Setback controls for Activity Centres.

This analysis is specifically in response to the authorisation letter, to determine if and where mandatory heights are warranted. The definition of exceptional circumstances in the Practice Note provides a challenging requirement to meet and for the purpose of this analysis, an exceptional circumstance has been defined as follows:

- A situation where a built form proposal could pose a threat to the character of a historical (heritage protected) streetscape that has definable historical and built form qualities; and
- Situations where low-scale residential properties (and their occupants) would be subject to unacceptable amenity impact from visually dominant built form and/or from unreasonable overshadowing impacts.

The methodology used in this document is specifically targeted at reducing and avoiding the potential for those circumstances to occur through the application of building envelopes that allow reasonable development (in terms of height) to occur on a range of sites throughout Precincts 1 and 2 of the Activity Centre.

3.0 METHODOLOGY

The following approach was undertaken to prepare this document:

- Review of relevant amendments and planning permits;
- Desk-top analysis;
- 3d modelling to test visual bulk and overshadowing impacts;
- Section diagrams to understand lot depth, interface conditions and potential building heights; and
- Site visits.

This analysis has also been informed by urban design advice from Hansen Partnership and heritage advice from GJM Heritage.

3.1 Built Form Elements Being Tested

The following 3 elements are derived from Appendix B and the four principles opposite (Figures 3-6) expand upon how to address these 3 elements:

1. Street wall facade

A key aspect in developing a streetscape with a sense of enclosure and human scale. The street wall is typically the most dominant built form element in the street.

2. Upper levels

The design response will determine whether the upper levels are 'visually recessive' within the streetscape and surrounding area. Potential offsite amenity impacts must also be carefully considered.

3. Residential interface

Most of the precincts within the Johnston Street Local Area Plan have interfaces with residential areas. It is crucial that the design response addresses this condition and provides an appropriate interface to these residential areas.

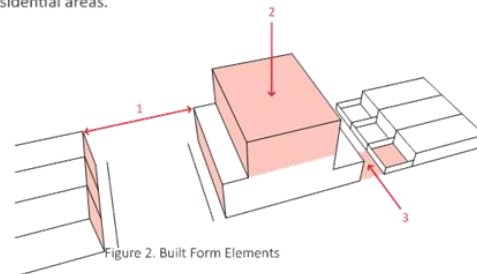


Figure 2. Built Form Elements

The following 4 principles are referenced in Appendix B to the JSLAP and provide the basis for the testing undertaken at Section 7 of this report.

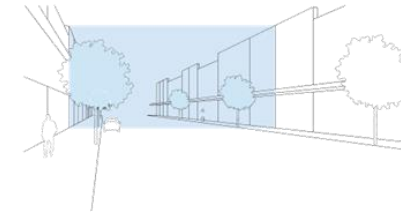


Figure 3. Human scale and street proportion

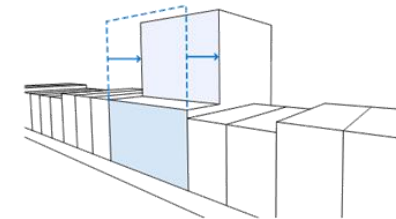


Figure 4. Taller development set back and visually recessive

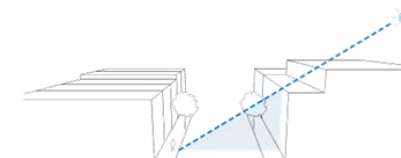


Figure 5. Microclimate and sun access

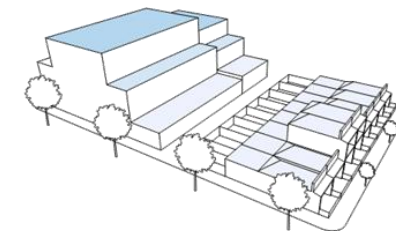


Figure 6. Fine grained residential interface

Attachment 4 - Amendment C220 Background Analysis (part 1)

3.2 PRECINCT TESTING

Appendix B (JSLAP – Built Form Analysis and Recommendations) is a principles based urban design analysis that provides strong support for the JSLAP and proposed built form controls.

In order to determine appropriate building heights, setbacks and interface heights, a more targeted analysis is required to address the various site conditions present in Precincts 1 and 2.

The application of an angled envelope (in this case 45 degrees), as illustrated in Figures 8 and 9, is a simple and effective way to determine overall building height, in order to reduce amenity impacts. The two diagrams illustrate how the angled envelope is used in both a heritage streetscape context and non-heritage context, the difference being the street-wall height can be greater in a non-heritage streetscape which enables development to push the building volume towards the main street, and addressing amenity concerns at sensitive interfaces with low-scale residential properties.

Figures 7, 8 and 9 illustrate the evolution of the principle of building height transition towards sensitive interfaces through the application of an angled envelope.

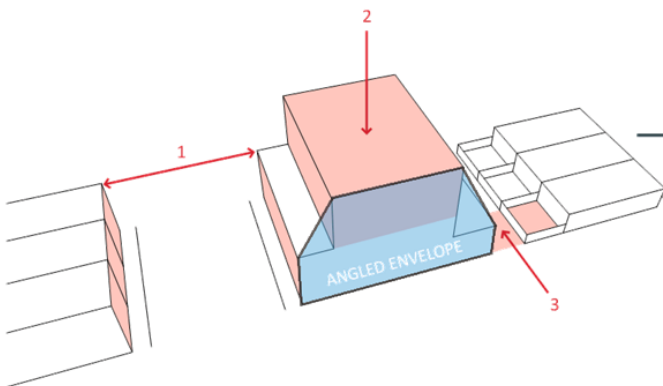


Figure 7. Built Form Elements Diagram (Appendix B - JSLAP)

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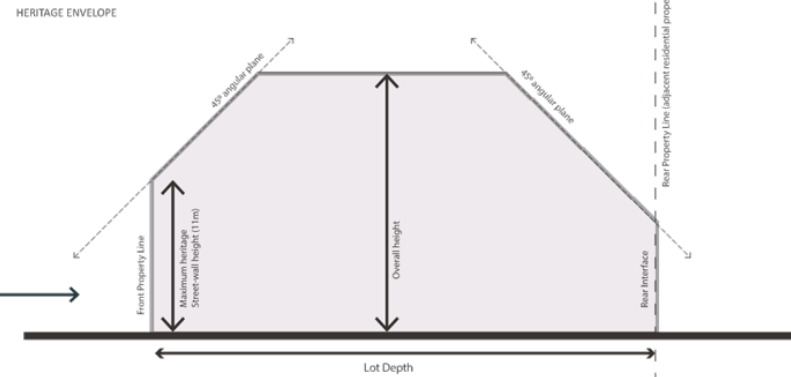


Figure 8. Angled building envelope (heritage streetscape)

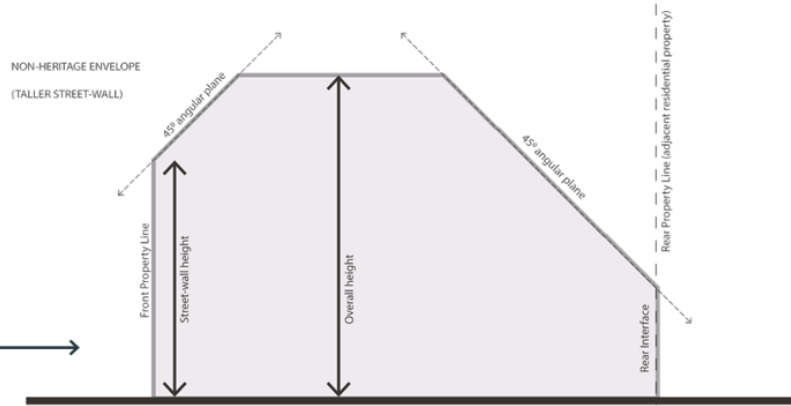


Figure 9. Angled building envelope (non-heritage streetscape)

Attachment 4 - Amendment C220 Background Analysis (part 1)

3.3 ANALYSING LOT DEPTH & INTERFACES TO DETERMINE BUILDING HEIGHT

Due to the east-west orientation of Johnston Street, lot depth is considered to be a key determinant of building height, to enable sufficient setbacks (to upper levels) from both sensitive interfaces and heritage facades.

The development potential of sites is dependent on lot characteristics (width, depth and orientation) and the likely off-site amenity impacts that would result from test-able built form outcomes (envelopes).

The use of 45° angled envelopes to determine building envelopes is an effective way to address the following amenity and/or character concerns:

- Protecting the character of the heritage streetscape in terms of close-up and distant (oblique) views;
- Avoiding overshadowing of southern side footpaths and public spaces (during most months of the year)
- Avoiding overshadowing of private open space and north-facing windows of residential dwellings
- Minimising the visual impact of taller buildings in close proximity to, and at the direct interface with, existing low-scale dwellings

In their urban design advice to Council, Hansen identify that a minimum apartment depth should be no less than 10m. Therefore, the heights determined throughout this document are derived from this assumption. However, it is not the only consideration when determining appropriate heights as amenity impacts and heritage character are also key concerns.

Figures 10 to 13 illustrate the gradual increase in building height (within a heritage envelope) as lot depths increase. Figure 13 illustrates a 50m lot depth scenario in which the theoretical height a building might get to (above 8 storeys). This however must be tested in context to take into account the amenity impacts in terms of visual bulk and overshadowing of properties to the south.

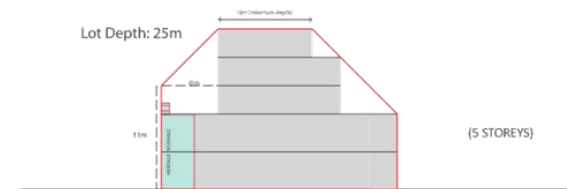


Figure 10. 25m lot depth

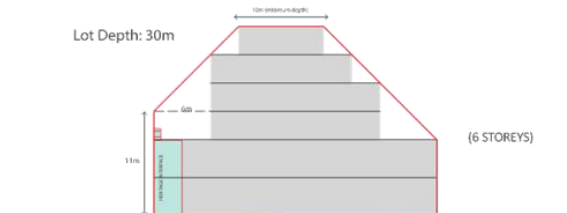


Figure 11. 30m lot depth

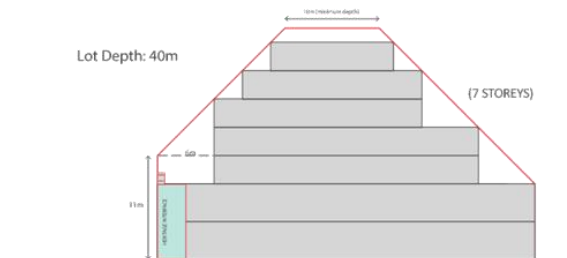


Figure 12. 40m lot depth

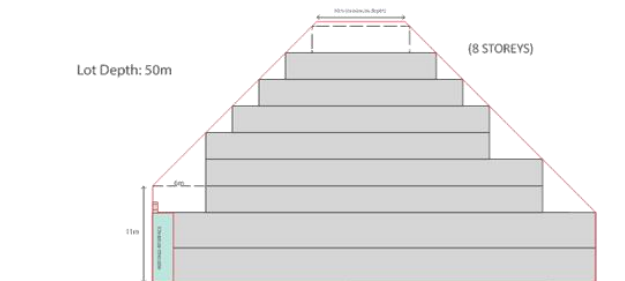


Figure 13. 50m lot depth

Attachment 4 - Amendment C220 Background Analysis (part 1)

4.0 KEY LESSONS FROM RECENT PERMIT APPLICATIONS

Johnston Street continues to experience development pressure and there are a number of current and approved permit applications to consider in this analysis. In the absence of a DDO for Johnston Street, planning permit applications tend to “push the envelope” in terms of preferred building heights, setbacks, and interface heights. However, some of the past applications demonstrate that built form proposals on constrained sites naturally reach a height limit beyond which amenity and other impacts become apparent, particularly in Sub-Precincts 1C an 1D, on the southern side of Johnston Street.

An assessment of recent planning permit activity provides an insight the approved development proposals/outcomes. The locations of the planning permits that are used in this analysis are found in Figure 2.

4.1 Precinct 1 – Collingwood

There has been minimal development (or applications for development) along the north side of Johnston Street in Precinct 1, mainly due to the commercial zoning, which prohibits residential land use. The largest scale application approved in the last 12 months was at 80-90 Johnston Street for a 9 storey office building (equal to or greater than a 10 storey residential building). Other proposals, particularly along the south side of Johnston Street have been smaller in scale, reflecting the constrained nature of sites generally found on the south side in Precinct 1.

The following are recent proposals that have either been approved or constructed in Precinct 1:

- 2 Johnston Street (6 storey residential)
- 80-90 Johnston Street (9 storey commercial)
- 105-107 Johnston Street (3-4 storey residential)
- 145 Johnston Street (4 storey residential)
- 183 Johnston Street (3 storey residential)
- 203-205 Johnston Street (5 storey residential)
- 64 Johnston Street (4 storey commercial)

Permit No.	Address	Proposal	Approval process	Heights and Setbacks	Compliance with proposed DDO
PLN11/1014	2 Johnston Street	6 storey mixed-use	VCAT approved with minor conditions in the permit set aside	6m setback from single storey heritage frontage 6 storey overall height	The building complies with the 6m setback and overall building height Less sensitive northern interface to commercial area means greater height and less setbacks
PLN16/0337	80-90 Johnston and 59-63 Johnston Street	9 Storey Office Building	External urban design and negotiated outcome through VCAT mediation	The front façades match the parapet heights of existing neighbouring buildings. The interface to Stafford Street is 3 storeys.	The proposal demonstrates that through the application of an angled envelope, an appropriate height is reached for this deep site (60m achieved through amalgamation)
PL09/0606	105-107 Johnston Street	3-4 storey residential	Refused by Council and approved by VCAT	Single storey heritage façade with zero setback for first upper level to match two storey height of neighbouring buildings Two consolidated sites which still only achieved less than 10m in width	Height less than proposed DDO Front setback less than proposed DDO Rear interface one storey higher than preferred 8m (wide laneway)
PLN15/0963	145 Johnston St	4 storey residential	Proposal reduced in height and approved by Council	Single storey heritage façade with 3.5m setback to upper levels Overall height 15.25m (4 storeys plus roof deck)	Front setback less than 6m but steps away at an angle that is acceptable to reduce visual impact of upper levels Overall height less than DDO maximum.
PLN10/0828	183 Johnston Street	3 storey residential	Approved by Council.	Proposal reaches 3 storeys, half the mandatory maximum height. Setback to upper level is greater than 6m. Angled envelope applied from single storey rear interface to side boundary.	Proposal complies with proposed DDO, demonstrating a good design response on a constrained site.
PLN15/0294	203-205 Johnston Street		Approved by Council.	The heritage buildings were demolished (poor condition, structurally unsound) and site redeveloped with 3 storey street wall.	The proposal would not comply with the required setbacks from either the heritage streetscape or rear interface.
PLN15/0077	64 Johnston St	4 storey office	Approved by Council.	The approved permit allowed for a 4 storey building with 6m front setback from 11m street-wall (not-contributory building was demolished) The floor to ceiling heights are low and more typical of a residential building	Complies with street-wall height (11m) and front setback (6m) proposed by DDO Overall height less than DDO

Table 1. Precinct 1 Permit Assessment

Attachment 4 - Amendment C220 Background Analysis (part 1)

4.1.1 Key Lessons

The nature and range of development proposals received is consistent with the varying lot conditions found within Precinct 1 (as well as the current zoning) and the analysis and identification of sub-precincts and their characteristics, further reinforces this observation.

There haven't been many proposals along the northern side of Johnston Street, due to the current zoning as Commercial 2 Zone. The proposed office building at 80-90 Johnston Street (and 59-63 Sackville St) demonstrates the potential for sites running between Sackville Street to be consolidated (or amalgamated) and to accommodate additional height. (Sub-Precincts 1A, 1AA and 1B which are identified on the Building Height Framework Plan at Figure 60).

Another important example is 2 Johnston Street (the property immediately west of Precinct 1) which demonstrates an outcome that is consistent with the proposed DDO for Johnston Street, in terms of the initial setback and overall height.

Proposals along the south side of Johnston Street (east of Wellington Street) demonstrate that building height is significantly constrained by lot size and the presence of heritage fabric, as well as rear interface conditions. New buildings have generally been in the range of 3-4 storeys, significantly lower than heights set as preferred maximums in the proposed DDO.

The observable differences in lot conditions (lot width, size and rear interface conditions) leads to a conclusion about where building heights are logically constrained and where greater height can be achieved. This also leads to a conclusion about where a mandatory building height is warranted – Sub-Precincts 1C and 1D.



FIGURE 14: DEVELOPMENT PROPOSALS (COLLINGWOOD)



Johnston St. Collingwood

1. 2 Johnston Street (6 storeys - built)
- 1A. 64 Johnston Street (4 storeys built)
2. 80-90 Johnston & 59-63 Sackville Street (9 storeys - commercial/office)
3. 105-107 Johnston St. (3-4 storeys - built)
4. 145 Johnston St. (4 storeys approved)
5. 183 Johnston St. (3 storeys built)
6. 203 & 205 Johnston St. (5 storeys approved)
- 6A. 23-33 Johnston St. (12 storeys - current application)

Attachment 4 - Amendment C220 Background Analysis (part 1)

4.2 Precinct 2 – Abbotsford

Precinct 2 has a mix of Commercial 1 and Commercial 2 zoned land which has influenced where development is occurring along that section of Johnston Street. The northern side of Johnston Street, identified as Sub-Precinct 2D has seen a number of permit applications with varying heights and street-wall heights.

Notably, in the absence of a DDO the JSLAP has been relied upon to a certain extent to provide guidance as to the scale of development that should be occurring and has influenced some approvals. The following recent applications demonstrate the trend in terms of the scale that is either applied for or approved via an involved assessment process:

- 247-259 Johnston Street (12 storey mixed-use/residential)
- 288-298 Johnston Street (8 storey mixed-use/residential)
- 316-322 Johnston Street (7 storey mixed-use/residential)
- 344 Johnston Street (7 storey mixed-use/residential)
- 283 Johnston Street (5 storey mixed-use/residential)
- 370 Johnston Street (6 storey mixed-use/residential)
- 312 Johnston Street (7 storey mixed-use/residential)

Permit No.	Address	Proposal	Approval process	Heights and Setbacks	Compliance with proposed DDO
PLN15/0612	247-259 Johnston	18 storey mixed use	Council approved an 11 storeys building An 18 storey building was initially proposed but ultimately VCAT approved 12 storeys	The heritage building establishes the street-wall height and there is only a design relief (vertically spaced) with no setback to upper levels of the building from the heritage element Rear interface is higher than preferred (4 storeys)	The proposal complies with the DDO in terms of being an acceptable increase in height from the proposed DDO. The approved proposal is not consistent with external heritage advice on appropriate setbacks for an Individually Significant heritage building
PLN16/0301	288-298 Johnston	8 storey mixed use	Approved by Council at 7 storeys with VCAT setting aside Council's decision to remove one level	The proposal has a prominent but appropriate street-wall height wrapping the corner of Johnston and Lullie Streets	Building height is one storey higher than preferred height of 7 storeys (DDO) and street-wall height also one storey higher. Non-compliant with 45 degree envelope that is preferred.
PLN16/0644	316-322 Johnston	10 storey mixed use	Reduced in height to 7 storeys through mediation at VCAT	The rear interface height is acceptable but doesn't transition very far from the laneway to reach the ultimate height of seven storeys.	Building height, street-wall height and 3m setback comply with DDO. Rear interface height also compliant. Non-compliant with 45 degree envelope that is preferred.
PLN16/0471	344 Johnston	8 storey mixed use	Approved at 7 storeys by Council and accepted by applicant	Generally the development has acceptable street-wall, rear interface and overall height of 7 storeys	Building height, street-wall height and 3m setback comply with DDO. Rear interface height also compliant. Non-compliant with 45 degree envelope that is preferred.
PLN17/0369	283 Johnston	5 storey mixed use	Current application	The development demonstrates the constrained nature of sites on the southern side of Johnston Street	Five storey height and street-wall height comply with DDO. Rear interface non-compliant.
PL11/0770	370 Johnston	6 storey mixed use	Constructed	A constructed example that demonstrates the significant visual impact of a six storey building (below the proposed DDO height) along this section of Johnston Street	Six storey height and street-wall height comply with DDO. Rear interface non-compliant.
PLN16/1155	312 Johnston	7 storey mixed use	Application withdrawn		Building height complied with DDO but not the front and rear interfaces
PLN16/1188	329 Johnston St	9 Storey mixed-use (residential hotel)	Current proposal	The proposal is very high for this location.	The building is significantly non-compliant with the proposed DDO in terms of height and rear interface

Table 2. Precinct 2 Permit Assessment

Attachment 4 - Amendment C220 Background Analysis (part 1)

4.2.1 Key Lessons

With the exception of 247-259 Johnston Street, development proposals submitted to Council are close to the preferred heights outlined in the JSLAP, in the range of 7-10 storeys along the northern side of Johnston Street within Precinct 2.

The generous street wall height of 4-5 storeys (outlined in the JSLAP) and less sensitive rear laneway interface affecting properties along the northern side of Johnston Street, allows development to achieve a reasonable building volume whilst respecting and addressing amenity concerns for residential properties to the north and to consider the overshadowing impacts of taller built form on the southern side footpath of Johnston Street.

The southern side of Johnston Street, east of Park Street has not experienced the same level of development pressure but the small amount of development that has occurred has been modest in scale, well below the maximum height outlined in the JSLAP and proposed DDO. Lot width and depth, again, are the determinants of building height, based on design considerations and amenity impacts.



FIGURE 15: DEVELOPMENT PROPOSALS (ABBOTSFORD)



Abbotsford

- 7. 247-259 Johnston St. (Proposed 18 storeys / Approved 12 storeys)
- 8. 288-298 Johnston St. (Approved 8 storeys)
- 9. 316-322 Johnston St. (Proposed 10 storeys / Approved 8 storeys)
- 10. 344 Johnston St. (Proposed 8 storeys / Approved 7 storeys)
- 11. 370 Johnston St. Approved & Built 6 storeys
- 12. 329 Johnston St. (Proposed 9 storeys - serviced apartments)
- 13. 283 Johnston Street (Proposed 5 storeys)
- 14. 329 Johnston Street (Proposed 9 storeys residential hotel)

Attachment 4 - Amendment C220 Background Analysis (part 1)

5.0 RELEVANT PLANNING SCHEME AMENDMENTS (OTHER MUNICIPALITIES)

The analysis in this document draws upon work by other Councils in the form of amendments. Other Councils (Darebin and Moreland) have sought the inclusion of mandatory provisions through DDOs addressing:

- Overall building height
- Street-wall heights (in relation to heritage streetscapes)
- Setbacks from the street-wall
- Building Design and Lot Width

The panel reports for Amendment C134 (Moreland) and Amendment C136 (Darebin) have provided commentary on these issues which have been used in this analysis.

5.1 Amendment C134 – Moreland

Amendment C134 proposed to apply mandatory street-wall height and overall height controls along Sydney Road and other parts of the activity centre. Street-wall height and setbacks formed part of the overall discussion and an 11m mandatory street wall height was proposed as part of the Amendment, in response to the heritage streetscape which ranged in height between 4m and 11m (approximately).

The Key issues explored through this Panel were:

- Mandatory heights
- Mandatory street-wall heights (for the heritage streetscape)
- Defining a “mid-rise” character in the DDO

The panel expressed that it did not generally support the use of mandatory heights and especially when it did not meet the threshold criteria outlined in PPN59. The Panel did support the use of mandatory street-wall heights based on the evidence put forward by Mark Sheppard and David Helms:

“...the street wall is an important contributory feature of the character and heritage significance of the street which justifies a mandatory street wall height.”

A height of 11m was accepted by the Panel as the basis for a mandatory height for in-fill sites within a heritage streetscape because it is generally higher than most of the existing two storey heritage parapets and accommodates a contemporary 3 storey building with commercial floor heights for two of the three levels.

Mid-Rise Character (and the application of 45 degree angled planes to determine height)

During the Panel there was discussion about the term “mid-rise character” and whether this was appropriate and should/could be expressed a height range within a DDO.

The Panel supported the concept of using the term “mid-rise” as a means to define the scale of development described in the DDO. The Panel did seem to confuse street-wall height with overall height as Mark Sheppard’s evidence discusses the 1:1 ratio as meaning the distance from the opposite side of the street to the highest part of a building on the other side of the street including the setback distance:

“The character recommended by the SFP seeks to strike a balance between the competing aspirations. It is based on the “1:1 principle”—that is, buildings remain below a 45° angle from the opposite street boundary.”

Key lessons relevant for this analysis:

- A mandatory street-wall of 11m within a typical heritage streetscape is considered appropriate to maintain the consistency of the heritage streetscape
- The mid-rise character aspiration is related to achieving a scale of development that approximates a 1:1 ratio of building height to the distance to the opposite property boundary (across the road) as illustrated in Figure 16.

- Mandatory building heights are generally not accepted unless they comply with the criteria set out in PPN59/PPN60

5.2 Amendment C136 – Darebin

Amendment C136 proposed to apply a DDO with mandatory heights to the St Georges Road corridor which some very sensitive interface conditions to address at the rear of properties.

The Key issues explored through this Panel were:

- Mandatory heights
- Addressing sensitive interfaces through angled envelopes from the rear boundary
- Minimum lot width and site consolidation

Managing rear interfaces through use of angles envelopes

This issue was explored through the Planning Panel for Amendment C136. Council explained that angled envelopes were necessary to manage sensitive interfaces where an activity centre corridor has an interface with low-scale residential areas. It was highlighted by experts and acknowledged by the Panel that there is a policy void in addressing interface conditions for taller development within activity centres as they are not adequately addressed by the *Higher Density Residential Development Guidelines*.

The Panel supported this approach for a 45 degree envelope, stating:

“The Panel agrees that the rear interface between the taller corridor buildings and adjoining low rise residential housing is important to manage and, in principle, supports rear setback provisions that manage the visual and amenity impact of taller buildings on adjoining lower scale housing... The Panel also supports the 45 degree rear setback requirement as a way of dealing with the offsite impacts of taller buildings that approximates Clause 55 Standard B17.”

Attachment 4 - Amendment C220 Background Analysis (part 1)

Mandatory Building Heights

Mandatory building heights were proposed and ultimately approved through this amendment on the basis that the St. George's Road corridor is a Neighbourhood Activity Centre and there was sufficient analysis in the form of a Housing Strategy and Urban Design Framework. The Panel found that:

"...maximum building heights are appropriate as mandatory provisions but rear setback envelopes, lot width, and ESD measures and other provisions are not."

Key lessons relevant for this analysis:

- Amendment C136 introduces mandatory maximum heights through similar analysis undertaken within this document.
- Mandatory heights are used because of the potential amenity impacts on residential properties that abut properties along the St. George's Road corridor.
- The impacts are addressed by applying appropriate angled envelopes (30 and 45 degrees) to ensure that development provides a transition away from those interfaces.
- The transition upwards in height, and away from sensitive interface, arrives at a logical and inevitable maximum height.
- The testing for Johnston Street also arrives at similar conclusions through the application of 45 degree angled envelopes. The more sensitive interfaces that could potentially have severe adverse amenity impacts are where mandatory heights are considered to be appropriate and warranted.

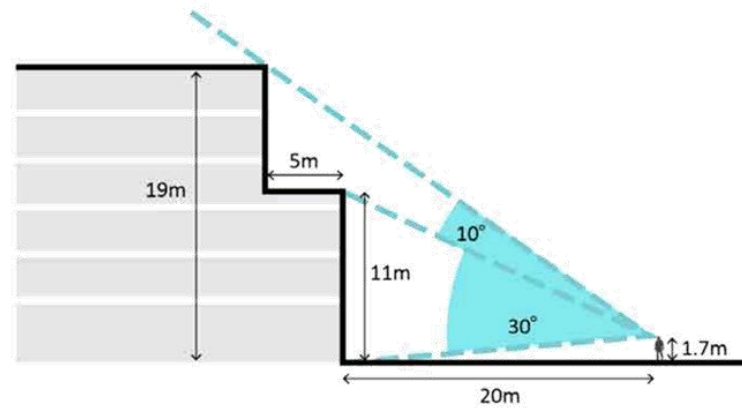


Figure 16: Extract from Expert advice form Mark Sheppard illustrating 11m street and upper level setbacks to achieve 1:1 mid-rise urban form

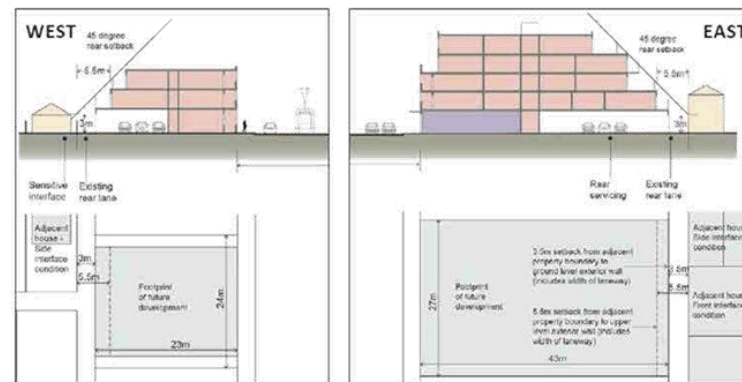


Figure 17: Extract from St Georges Rd and Plenty Rd Urban Design Framework (Darebin)

Attachment 4 - Amendment C220 Background Analysis (part 1)

6.0 ANALYSIS OF EXISTING CONTEXT

6.1 Existing Zones

A range of zones apply across the JSLAP study area. Johnston Street is predominantly within the Commercial 1 and Commercial 2 Zones, with the Neighbourhood and General Residential Zones applying to areas north and south of the activity centre.

Commercial 1 Zone ■

The Commercial 1 Zone encourages retail uses (shops), as well as residential uses above shops and other ground floor uses such as offices.

Commercial 2 Zone ■

The Commercial 2 Zone encourages a range of commercial based activity such as offices, manufacturing, retail, warehouses, and light industry, and prohibits residential uses.

Neighbourhood Residential Zone ■

The Neighbourhood Residential Zone applies to the existing low scale residential areas generally within the Heritage Overlay.

General Residential Zone ■

The General Residential Zone caters for existing residential areas allowing for incremental levels of new development.

Mixed Use Zone ■

The Mixed Use Zone caters for a mix of activity including higher density residential uses and currently affects 35 Johnston Street, Collingwood - the former Collingwood TAFE site.

Special Use Zone ■

The Special Use Zone applies to the land on which the Abbotsford Convent is located and any development must comply with the Abbotsford Convent Masterplan and the provisions of Schedule 4 to the Special Use Zone.

Public Use Zone ■

The Public Use Zone applies to railway land managed by VicTrack, as well as public utilities and institutions such as Collingwood College and the Collingwood Town Hall.

Public Park and Recreation Zone ■

The PPRZ applies to areas of public open space.



Figure 18: Zone Map

Attachment 4 - Amendment C220 Background Analysis (part 1)

6.2 Heritage Overlays

There are a number of heritage overlays within the study area covering precincts and individual buildings. This includes residential, commercial and industrial buildings. Figures 19 & 20 illustrate the Heritage Overlay precincts within the study area and the gradings of properties (respectively). There is an extensive spread of Heritage Overlays both within and beyond the study area and Council has been undertaking further work to identify areas and buildings that have heritage significance and require heritage protection.

The central section of Johnston Street, west of Hoddle Street is covered by Heritage Overlay (HO324) reflecting the historical role of the street as a (former) retail and commercial strip. Johnston Street previously had a tram running down the centre of the street and development followed the tram route, typical of most activity centres (shopping strips) in inner Melbourne.

6.2.1 HO324 - Johnston Street Precinct (Statement of Significance)

The Johnston Street Heritage Overlay Area is significant as a good demonstration of mainly Victorian and Edwardian-era commercial and retail development in Collingwood, including hotels, a former theatre, former shops with residences over, small industrial buildings and some residential development, that represents the second and major generation of settlement that occurred in the area in the late nineteenth century, promoted by the establishment of a cable tram service there in 1887.

Johnston Street was well established as a major east-west thoroughfare through Collingwood by the 1880s, when the Melbourne Tramway and Omnibus Cos. (known as the (Melbourne Tramway Cos. from 1900) began a cable tram service along Johnston Street. The service operated from 1887 until 1939, when the service was replaced by buses. This transport service would have promoted and supported the continuing prosperity of many commercial ventures along the strip, including those as diverse as John Wren's legendary tote at 148 Johnston St (since replaced in part by an Edwardian-era shop).

Source: Victoria Heritage Database (VHD website)

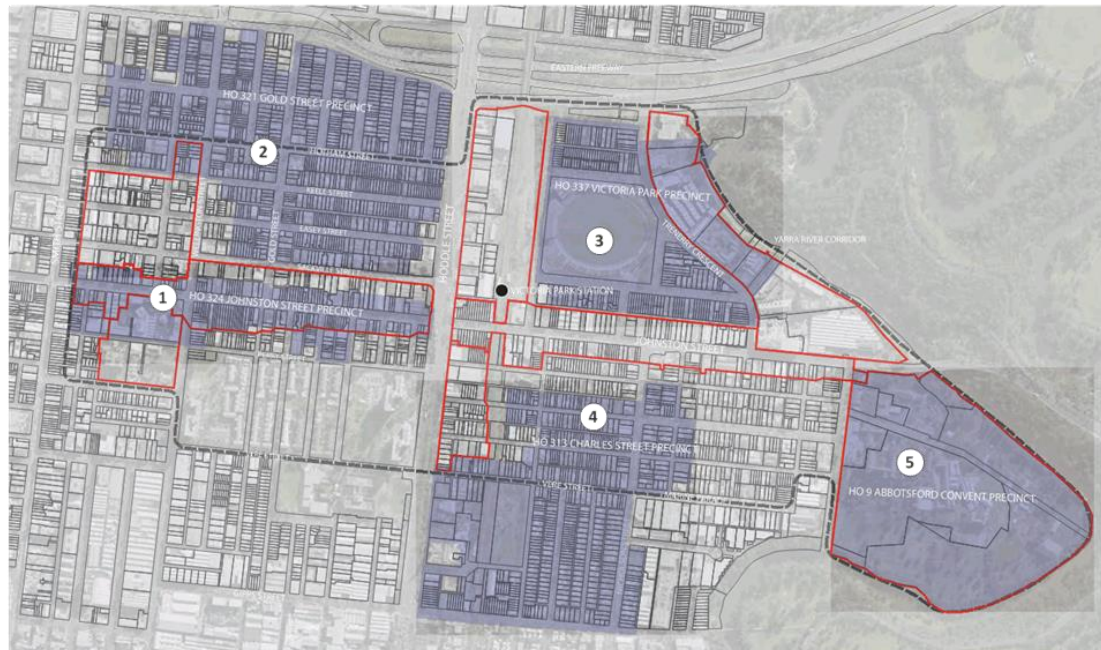
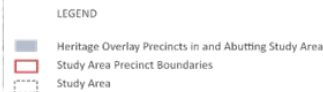


Figure 19: Zone Map



Scale 0 100 200 500m



Attachment 4 - Amendment C220 Background Analysis (part 1)

6.2.2 Heritage Grading

Figure 20 (opposite) illustrates the grading of heritage buildings within the study area. Buildings within heritage overlays are classified into either individually significant, contributory or not contributory. Most of the heritage buildings along Johnston Street are concentrated to the west of Hoddle Street with only a small number of sites east of Hoddle Street. Many of the fine grained residential areas have significant concentrations of heritage buildings. Well known heritage buildings in the study area include the former Collingwood TAFE site, the Abbotsford Convent and Victoria Park. Buildings on the Victorian Heritage Register include Victoria Park and the Abbotsford Convent.

6.2.3 Heritage Streetscape

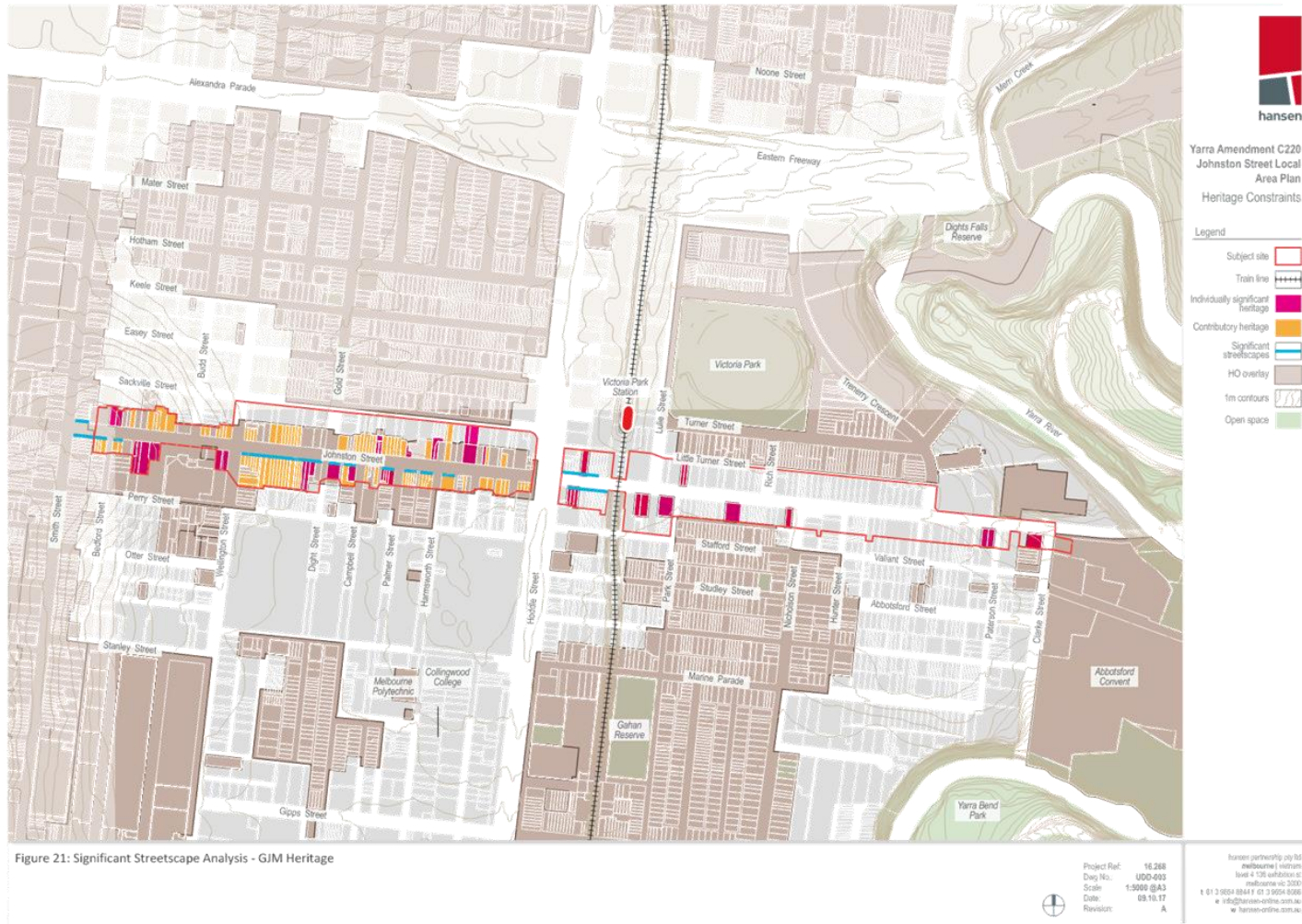
Preserving the character of the heritage streetscape is important not only from a heritage perspective but also from an urban design perspective. The established 2 storey Victorian streetscape should be retained and reinforced through new development that conforms to this scale of development at the main street interface. The separation between street-wall and upper levels is important in distinguishing between the overall heritage streetscape and new development.

Heritage advice from GJM Heritage provides an assessment of the significance of the heritage streetscape in terms of consistency and intactness, in addition to the grading that already exist.

Figure 21 analyses the streetscape and identifies those sections that have the greatest consistency and intactness and are therefore identified as a Significant Heritage Streetscape by GJM heritage. It's important to note that this does not discount the importance of preserving the character of the entire streetscape that is covered by HO324. A consistent approach is favourable to ad hoc built form outcomes with varying setback distances from heritage buildings.



Attachment 4 - Amendment C220 Background Analysis (part 1)



Attachment 4 - Amendment C220 Background Analysis (part 1)

6.3 Lot width and depth

Precincts 1 and 2 have a wide variety of lot conditions and hence, the two Precincts have been further divided into sub-precincts to address the varying lot and interface conditions, as illustrated in Figures 22 and 23.

Generally, there are larger lots on the northern side of Johnston Street than the southern side which provides an obvious starting point as to the development potential of sites throughout Precincts 1 and 2. Further analysis throughout this document then identifies variations in conditions, combining factors such as heritage fabric and sensitive residential interfaces, specific lot depth and widths.

Lot width has been analysed due to the very fine-grain nature of many of the heritage facades. Many of the heritage buildings found within Precincts 1 and 2 have a frontage less than 5m in width. Heritage street frontages should be preserved in terms of the finer grain rhythm of the streetscape.



Figure 22: Lot Depths



Figure 23: Lot Widths (Frontages) <10m

Attachment 4 - Amendment C220 Background Analysis (part 1)

6.4 Interfaces

The wide variety of interface conditions are illustrated in Figure 24. Importantly, there are seven key interface conditions that influence future development.

Key Considerations

- Residential properties to the north will not be overshadowed by future development but will be impacted by the visual presence of taller built form
- Low-scale residential properties along the southern boundaries create a highly sensitive interface and consideration must be given to both the visual bulk and overshadowing impacts when preparing built form controls in Sub-Precincts 1C, 1D, 2E and 2F
- Low-scale residential development to the north is subject to a Heritage Overlay and as such would have minimal change in character in the future, and the response needs to be sensitive to these minimal change areas, particularly for Sub-Precinct 2D
- There are laneways in some locations that separate the Activity Centre from surrounding low-scale residential properties and provides a moderate buffer between the two
- Commercial interfaces provide flexibility for future built form as there are lower amenity expectations than for residential interfaces (Sub-Precincts 1B, 2A, 2B and 2C)



Attachment 5 - Amendment C220 Background Analysis (part 2)

7.0 TESTING THE SUB-PREINCTS

This section analyses each sub-precinct in terms of the elements that will influence built form outcomes, which have been identified as:

- Lot depth
- Key interfaces: North / South / Residential / Commercial
- Heritage streetscape

The sections for each shown sub-precinct illustrate the principle of applying the 45 degree envelope to each interface condition in order to draw conclusions about building heights.

Figures 25 and 26 illustrate the generic envelope (that was discussed at 3.1) that can be applied to most of the sub-precincts. Sub-Precincts 1A, 1B and 2C (on the northern side of Johnston Street) show that the 45 degree envelope only needs to be applied to the primary street frontage because of the absence of a sensitive rear interface.

There are no typical lots but each Sub-Precinct has approximately the same lot depth (on average) and a sample site has been selected.

The rationale for whether heights and setbacks should be mandatory is explained within the analysis and conclusions for each sub-precinct. As a general rule, properties with a more sensitive rear interface to the south are recommended to have a mandatory height limit within the proposed DDO due to the potential overshadowing and amenity impacts that taller built form will impose on low-scale residential properties. This applies to Sub-Precincts 1C, 1D, 2E and 2F.

A mandatory height (in addition to the preferred height) is also proposed for Sub-Precinct 2D where there is the potential for significant amenity impacts from the visual impact of taller built form, for low-scale residential properties on Turner Street.

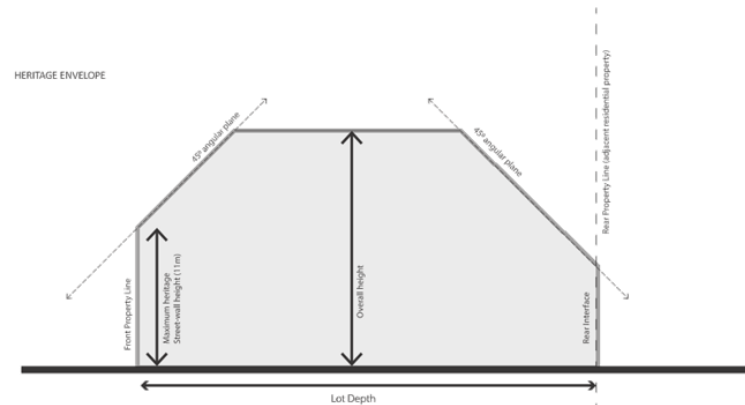


Figure 25. Generic Building Envelope (Heritage)

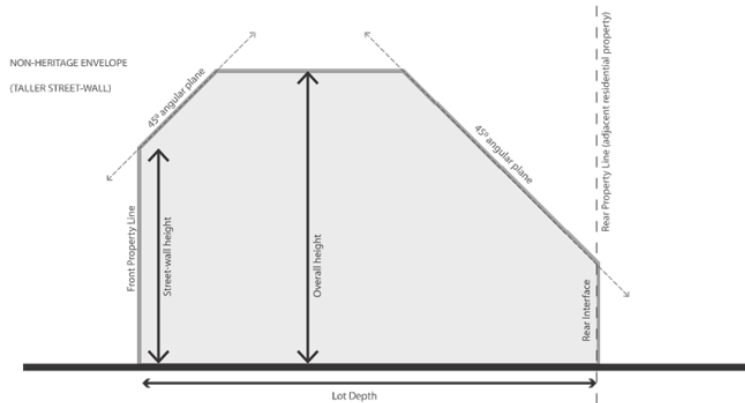


Figure 26. Generic Building Envelope (Non-Heritage)

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.1 SUB-PRECINCT 1A

Key Characteristics

- Street width: 20m
- Variation in lot depth (generally between 25m and 30m)
- Variation in lot width (<5m to >20m)
- A current non-sensitive interface (proposed to be rezoned to C1Z that allows residential) between Sub-Precinct 1A and 1B
- A heritage interface (depending on the grading but should maintain consistency with heritage streetscape)

Johnston Street generally has a 1-2 storey heritage interface, characterised by some prominent heritage facades with detailed parapets, as well as less elaborate and modest single storey heritage facades. Sub-Precinct 1A also has a mix of older and newer commercial buildings mixed into the predominantly heritage streetscape.

Properties fronting Johnston Street (on the northern side) have a rear interface with commercial properties to the north.

East of Wellington Street, these properties are proposed to be rezoned to Commercial 1 Zone and interfaces should be designed to consider the development opportunities on neighbouring sites, from a higher density residential perspective.



Figure 27. Sub-Precinct 1A

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 28 demonstrates the following:

- The 45 degree envelope measured from the maximum 11m street-wall, reduces the visual impact of upper levels on the heritage streetscape and produces a very similar outcome to the 1/3 : 2/3 rule that is often applied when assessing upper levels behind the heritage streetscape.
- The 6m setback works well within the 45 degree envelope (due to the floor to floor heights) by allowing for five storeys until further levels need to be set back within the 45 degree plane.
- For a 30m deep lot, built form achieves a height of seven storeys within the 45 degree envelope before other issues need to be considered (such as rear interface conditions and apartment depth).
- Sites less than 30m in depth may be more constrained in terms of the height that can be achieved (refer to the generic envelopes on page 5)
- The 3D modelling shown at Figure 29 demonstrates that the 45 degree envelope ensures that there is minimal overshadowing of the streetscape at the equinox.
- The heritage streetscape (up to a maximum 11m) ensures that overshadowing is not a significant issue. However, upper levels that are set too close to the street will start to have an impact at heights above 5 storeys.

CONCLUSIONS

- Applying the 45 degree angle from a height of 11m along the heritage streetscape reduces the visual impact of upper levels whilst still allowing for taller built form of approximately 7 storeys
- The 45 degree envelope also ensures that overshadowing of the southern side footpath is avoided from upper level development
- Therefore, a preferred height limit of 7 storeys (derived from the 45 degree envelope) is considered appropriate to allow for variation in site conditions and building design

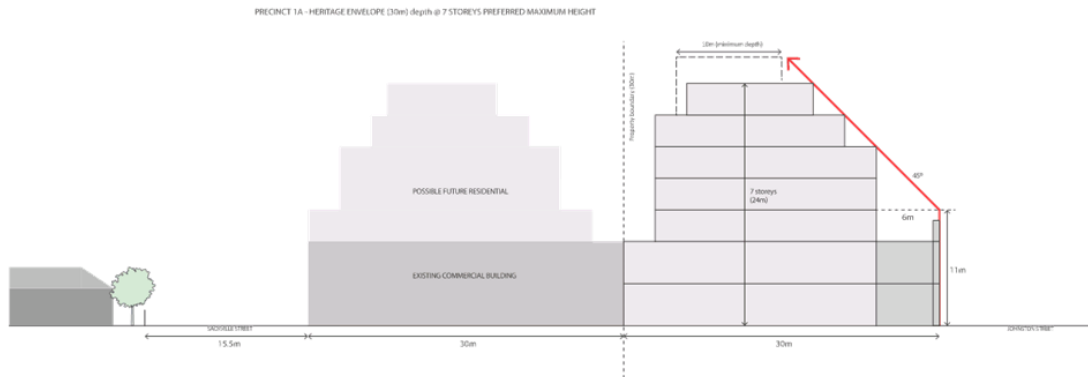


Figure 28. Sub-Precinct 1A - Section

EQUINOX / PRECINCT 1A - PREFERRED HEIGHT (7 STOREYS)



Figure 29. Sub-Precinct 1A - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.2 SUB-PRECINCT 1B

Sub-Precinct 1A Characteristics

Key Characteristics:

- No Heritage Overlay
- Reasonably wide residential street (15.5m) with Heritage Overlay area to the north
- Mix of smaller and larger lot sizes containing low-scale commercial buildings and poor, inactivated street interfaces
- Some dwellings on smaller lots
- Approximate lot depth: 30m (with some variation)
- Lot widths relatively wide (some >20m)
- Rear interface to commercial properties to the south which are proposed to be rezoned to allow higher density residential

Sackville Street accommodates predominantly low-scale commercial buildings of varying quality in terms of design and street interface. An example of a well-designed contemporary office building is the Clarke Hopkins Clarke architectural offices, which incorporates landscaping that softens the streetscape and glass facades. This is in stark contrast to some of the other commercial/warehouse buildings that present blank walls and roller doors with a front setback for car parking - not ideal from an urban design perspective.



Figure 30. Sub-Precinct 1B

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 31 demonstrates the following:

- The street width of 15.5m can accommodate a taller street wall in terms of an appropriate street width to height ratio (in the range of 0.75:1 and 1:1)
- Therefore, a 14m height from which to apply a 45 degree envelope has been adopted for this analysis as 11m is the nominated preferred height
- The 45 degree envelope reduces the visual impact of upper levels for the residential properties on the north side of Sackville Street that are covered by the Heritage Overlay and within the Neighbourhood Residential Zone (NRZ)
- The 45 degree envelope allow development in excess of 7 storeys depending on the design of the rear interface, solar access (and equitable development) considerations for properties to the south, yet to be developed

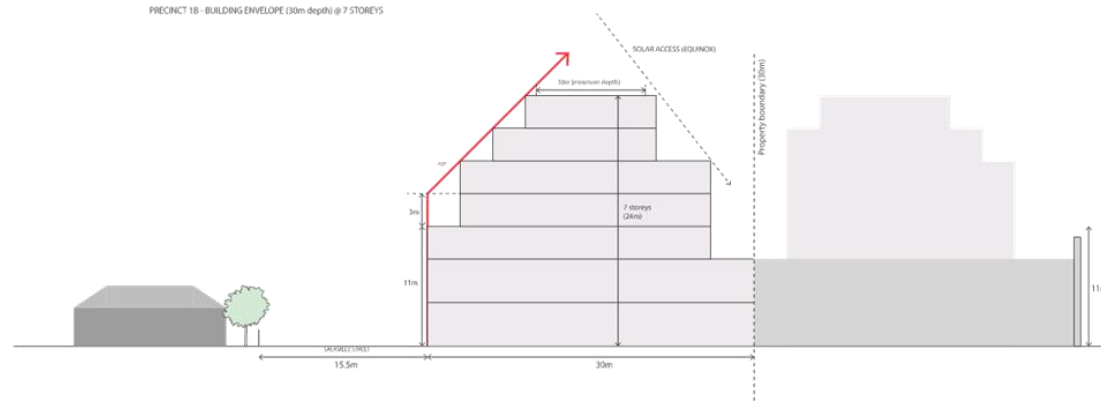


Figure 31. Sub-Precinct 1B - Section

CONCLUSIONS

- The north-facing aspect of Sackville Street allows for a taller street wall height with less amenity impacts than other areas
- 3-4 storeys is appropriate for the street-wall in this location and the envelope should be measured from 14m
- Applying the 45 degree angle from a height of 14m reduces the visual impact of upper levels whilst still allowing for taller built form of approximately 7-8 storeys
- Therefore, a preferred height limit of 7 storeys (derived from the 45 degree envelope) is considered appropriate to allow for variation in site conditions and building design (particularly at the rear interface)



Figure 32. Sub-Precinct 1B - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.3 SUB-PRECINCT 1AA

Key Characteristics

Sites extending from Johnston to Sackville Street

- Lot depth = 60m
- A mix of highly intact heritage and not-contributory buildings that present significant opportunities due to the lot depth
- Sites present as the rear of properties to Sackville Street, opportunities to address and improve the interface

23-33 Johnston Street

- 3 consolidated sites
- Lot depth >50m for two of the sites
- Has a direct interface with the Collingwood Arts Precinct site now within the Special Use Zone
- The consolidation of the 3 allotments provides for a significant development opportunity

Sub-Precinct 1AA consists of sites that either extend from Johnston Street through to Sackville Street or that have a unique interface condition (23-33 Johnston Street). The development opportunities for both warrant different considerations in terms of their development potential.

23-33 Johnston Street (at the time of creating this report) is subject to a current VCAT hearing in which a proposal for a twelve storey building is to be considered.



Figure 33. Sub-Precinct 1AA

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

- The site conditions for this sub-precinct are essentially a combination of 1A and 1B without the rear interface condition of those two sub-precincts (for the sites that run between Johnston Street and Sackville Street)
- The heritage interface principles apply along Johnston Street, whilst the less sensitive interface along Sackville Street allowing the 45 degree envelope to be applied
- Figure 34 illustrates a building envelope that extends to a depth of 60m set back within a 45 degree envelope between the front and rear interfaces
- If there were no other considerations, the overall height would be in the range of 11 storeys. However, there are the following considerations: the visual impact of development for the residential properties along Sackville Street and the impact on the heritage streetscape as viewed along Johnston Street
- 23-33 Johnston Street has been included in Sub-Precinct 1AA because it has various rear and side interface conditions as well as a heritage frontage to Johnston Street
- The site consists of 3 consolidated properties and is the subject of a current planning permit application
- The two deeper sites are more than 50m in depth unlike the sites in 1A and have to be considered differently
- The site to the east is considered "non-sensitive" but has interface issues to address in terms of activities on that site (Collingwood Arts Precinct)

CONCLUSION

- The conclusions for Sub-Precincts 1A and 1B apply to 1AA also in terms of the application of a 45 degree envelope to minimise visual impacts on the both the low-scale residential streetscape/interface and the heritage streetscape
- The ability to accommodate taller built form is acknowledged here but the visual impacts become far greater above the preferred height of 8 storeys

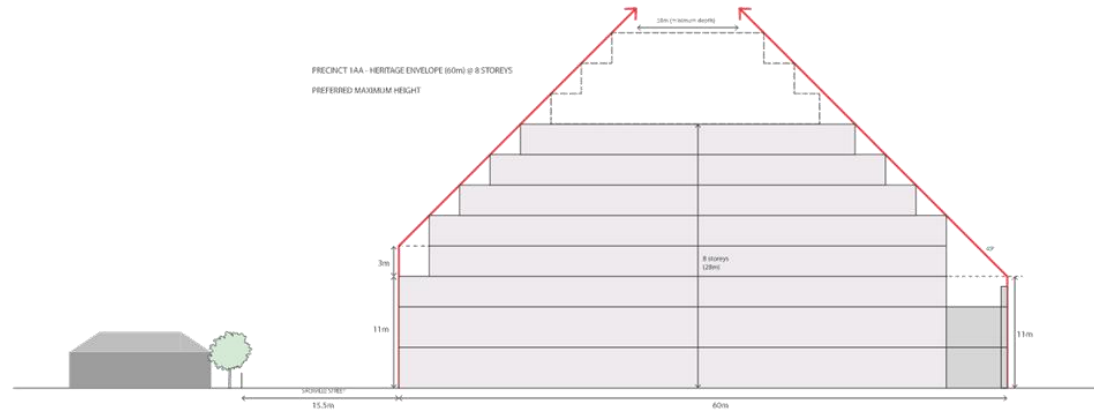


Figure 34. Sub-Precinct 1AA - Section

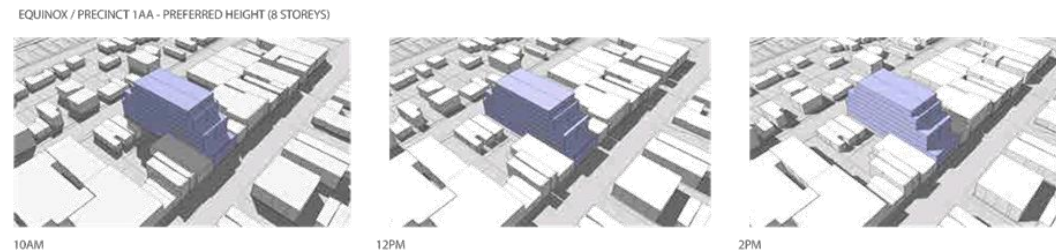


Figure 35. Sub-Precinct 1AA - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.4 SUB-PRECINCT 1C

Sub-Precinct 1C Characteristics

Johnston Street generally has a 1-2 storey heritage interface, characterised by some prominent heritage facades with detailed parapets, as well as less elaborate and modest single storey heritage facades. Sub-Precinct 1C has a consistent and intact heritage character to the street with very narrow frontages. Properties in this sub-precinct are very deep and narrow, and have a southern rear interface with a laneway to the rear which separates commercial and low-scale residential properties in the General Residential Zone.

Key Characteristics:

- Heritage Overlay (one and two storey Victorian) shopfronts
- Consistent and intactness of heritage streetscape
- Approximate lot depth: 50m
- Lot widths vary from <5m to <10m
- Rear interface to laneway provides separation from low-scale residential to the south



Figure 36. Sub-Precinct 1C

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 37 demonstrates the following:

- The depth of sites (in section) suggests that taller built form outcomes (above six storeys) are possible. The narrowness of lots however is a factor that will mediate building height and the modelling in Figure 37 illustrates that even consolidated sites would result in very narrow built form given the depth of the sites
- The rear interface condition to the laneway provides a buffer to the residential properties to the south but much taller built form will have both visual bulk and overshadowing impacts
- The application of a 45 degree envelope from both front and rear interfaces achieves reduction of visual impacts from both the heritage streetscape and the rear interface
- The envelope also reduces overshadowing from taller built form as demonstrated by the 3D modelling in Figure 38
- The impacts in winter become more severe and this further justifies the 45 degree envelope being applied

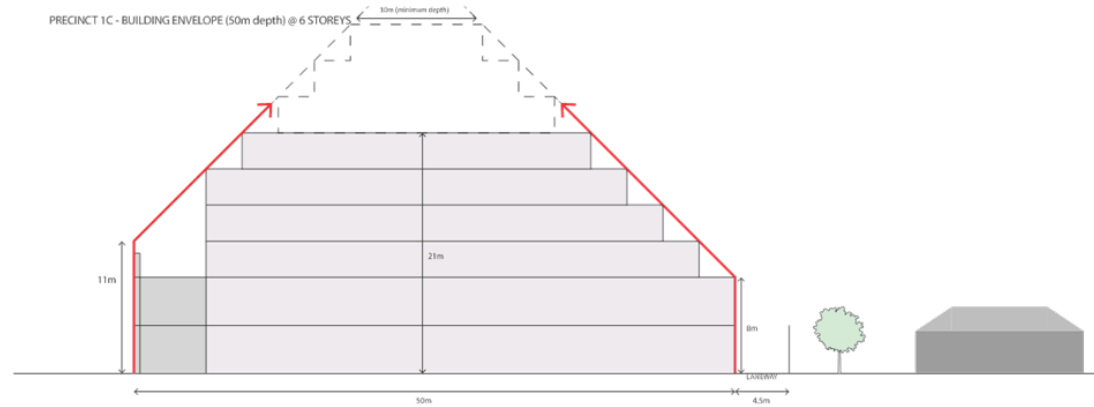


Figure 37. Sub-Precinct 1C - Section

CONCLUSION

- The analysis demonstrates that the application a 45 degree envelope is necessary to reduce the visual impact and overshadowing issues at the rear interface
- The increase in height from six storeys increases the potential for unreasonable amenity impacts at the southern interface to residential properties due to the proximity of the rear interface (even with a 4.5m laneway) to residential properties to the south
- The upper limit of 8 storeys is reasonable and unlikely to be achievable unless a number of sites are consolidated to achieve an acceptable built form outcomes

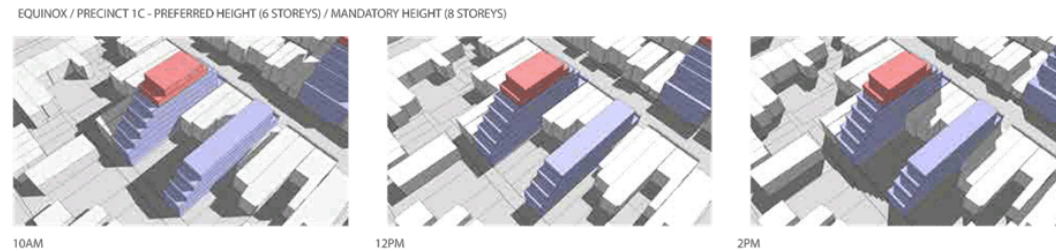


Figure 38. Sub-Precinct 1C - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.4 SUB-PRECINCT 1D

Key Characteristics

- Lot Depth = between 20m and 30m
- Properties fronting Johnston Street are identified by GJM Heritage as forming a “significant heritage streetscape”
- Rear interfaces are to the side boundary of residential properties
- Mix of single and double storey heritage frontages to Johnston Street

Sub-Precinct 1D consists of predominantly finer grain, shallow lots that have a mix of heritage buildings (Contributory, Not-contributory and Individually Significant).

Properties generally have an interface with a side boundary to a residential property. Properties to the south are predominantly within the General Residential Zone. There are a number of state government owned properties that provide social housing.



Figure 39. Sub-Precinct 1D

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 40 demonstrates the following:

- The 45 degree envelope measured from the maximum 11m street-wall, reduces the visual impact of upper levels on the heritage streetscape
- The (shallow) depth of lots and presence of the heritage frontage significantly reduces the development potential of sites in this sub-precinct
- The application of the 45 degree envelope from a rear interface height of 8m reduces the potential amenity impacts from visual bulk and overshadowing
- Buildings reach a logical maximum building height of 4-5 storeys (as demonstrated through recent permit applications)
- The minimum depth of 10m is reached at 5 storeys or less for most sites



Figure 40. Sub-Precinct 1D - Section

CONCLUSION

Sites in this sub-precinct represent an “exceptional circumstance” as described on page 3.

A mandatory maximum street-wall height, (minimum) setback and overall height should be implemented to reduce:

- The visual impact of upper levels on the heritage streetscape
- The visual impact of development on properties to the south of Johnston Street
- The potential for overshadowing of private open space and windows of residential properties to the south



Figure 41. Sub-Precinct 1D - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.5 SUB-PRECINCT 2A

Sub-Precinct 2A Characteristics

Key Characteristics:

- Lot Depth = 40m (northern side), 30m (southern side)
- Lot widths vary from <5m to <10m
- Heritage Overlay (one and two storey Victorian) shopfronts
- Varied heritage streetscape with some sections of highly intact heritage buildings
- Rear interface to laneway and commercial area to the north
- Interface with commercial property to the south

Sub-Precinct 2A is proposed to be applied with a new heritage overlay to preserve the heritage character of this forgotten part of Johnston Street. The buildings in this section are similar in character to sections west of Hoddle Street, presenting a mix of fine-grain, single and double storey Victorian shopfronts.

The northern side of Johnston Street has deeper lots extending 40m with a laneway and commercial interface to the north. Whilst the frontage to Johnston Street should be protected through visually recessive upper levels, the northern interface is less sensitive.

The south side of Johnston Street comprises lots that are equal or lesser than 30m with an interface to commercial properties to the rear.



Figure 42. Sub-Precinct 2A

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 43 demonstrates the following:

- The 45 degree envelope measured from the maximum 11m street-wall, reduces the visual impact of upper levels on the heritage streetscape and also reduce the potential for overshadowing from upper levels
- The depth of lots (40m) allows for taller development, particularly towards the northern interface with a laneway and commercial area
- The lack of sensitivity of the northern interface means that the 45 degree envelope is unnecessary and therefore minimal setbacks and increased building height at this interface is acceptable

CONCLUSION

- A mandatory maximum street-wall height and minimum setback from the street-wall should be implemented to reduce the visual impact of upper levels on the significant heritage streetscape
- A 45 degree envelope should be applied from the primary street interface only to address the heritage aspects as well as reduce the potential for overshadowing the southern side footpath
- A preferred height and rear interface height is recommended to allow for varying site conditions and design responses, given the depths of sites and lack of sensitive interface to the north

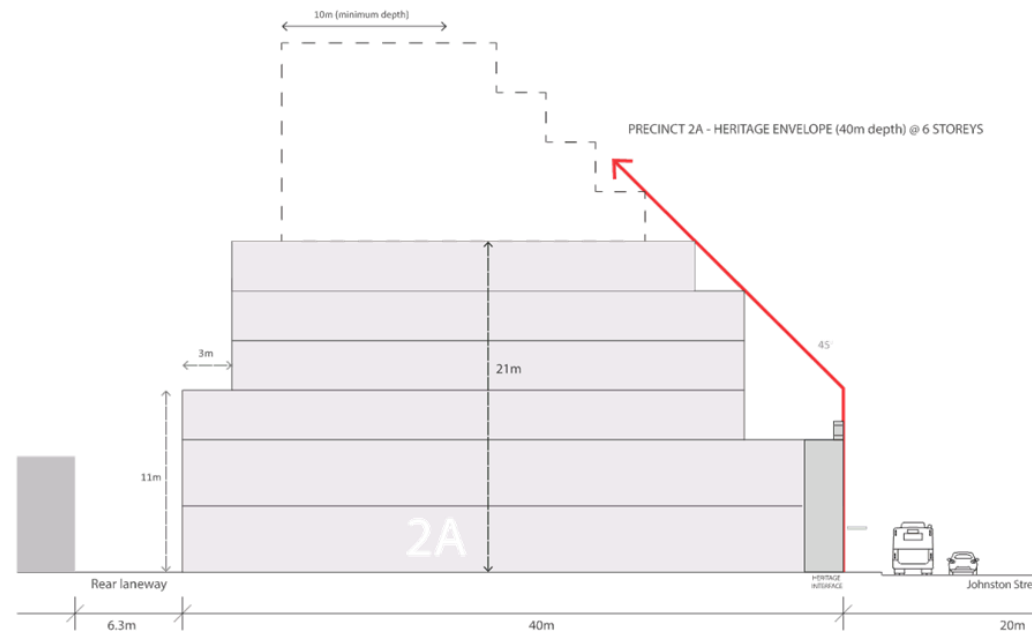


Figure 43. Sub-Precinct 2A - Section

EQUINOX / PRECINCT 2A AND 2B - PREFERRED HEIGHT (6 STOREYS)

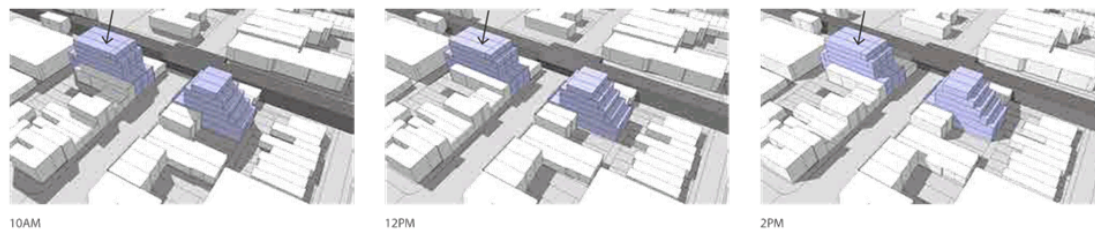


Figure 44. Sub-Precinct 2A - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.6 SUB-PRECINCT 2B

Sub-Precinct 2B Characteristics

Key Characteristics:

- Lot Depth = approximately 30m (slightly greater than)
- Lot widths vary from <5m to <10m
- Heritage Overlay (one and two storey Victorian) shopfronts
- Varied heritage streetscape with some sections of highly intact heritage buildings
- Rear interface to residential properties to the south in the Commercial 2 Zone

Sub-Precinct 2B is proposed to be applied with a new heritage overlay to preserve the heritage character of this forgotten part of Johnston Street. The buildings in this section are similar in character to sections west of Hoddle Street, presenting a mix of fine-grain, single and double storey Victorian shopfronts.

The southern side of Johnston Street has shallower lots extending approximately 30m (slightly more) with an interface to residential properties to the south. The area to the south is zoned as Commercial 2 Zone and without a heritage overlay and therefore presents redevelopment opportunities in the future.

However, amenity impacts for current residential properties should be considered in terms of appropriate built form outcomes.



Figure 45. Sub-Precinct 2B

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 46 demonstrates the following:

- The 45 degree envelope measured from the maximum 11m street-wall, reduces the visual impact of upper levels on the heritage streetscape and also reduce the potential for overshadowing from upper levels
- The depth of lots (approximately 30m) constrains opportunities for taller development, however the southern interface is to a commercial property within the Commercial 2 Zone
- The lack of sensitivity of the northern interface means that the 45 degree envelope is unnecessary and therefore minimal setbacks and increased building height at this interface is acceptable

CONCLUSION

- A mandatory maximum street-wall height and minimum setback from the street-wall should be implemented to reduce the visual impact of upper levels on the significant heritage streetscape
- A 45 degree envelope should be applied from the primary street interface only to address the heritage aspects as well as reduce the potential for overshadowing the southern side footpath
- A preferred height and rear interface height is recommended to allow for varying site conditions and design responses, given the lack of sensitive interface to the north

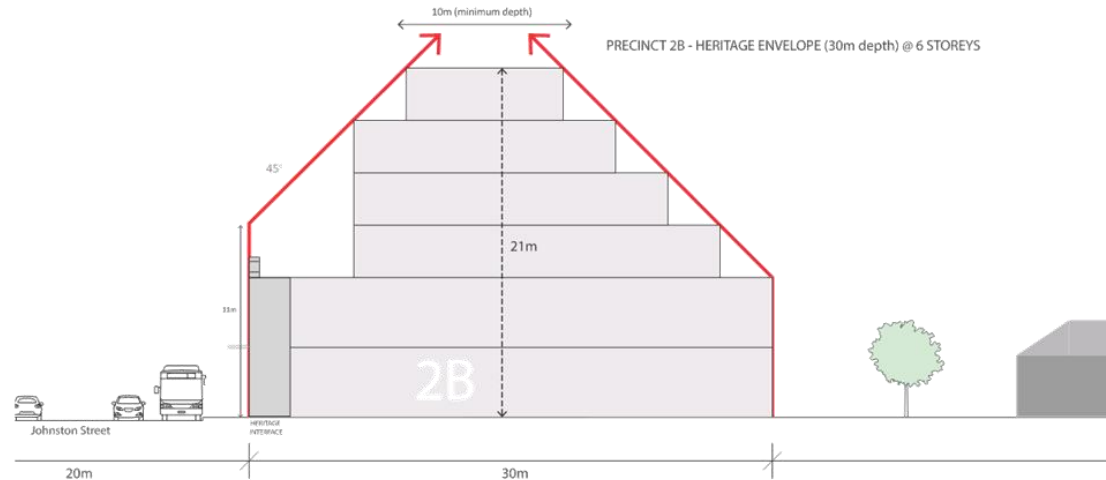


Figure 46. Sub-Precinct 2B - Section

EQUINOX / PRECINCT 2A AND 2B - PREFERRED HEIGHT (6 STOREYS)

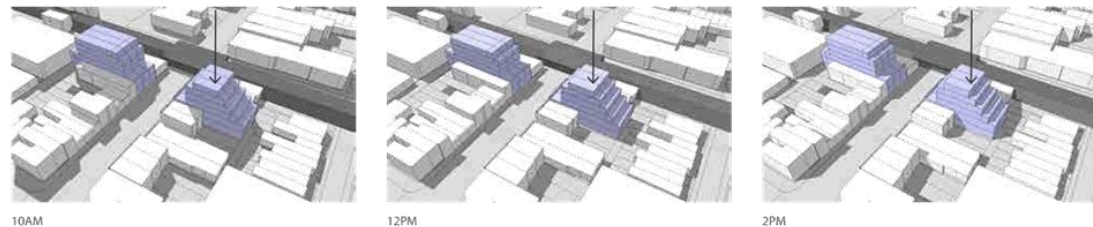


Figure 47. Sub-Precinct 2B - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.7 SUB-PRECINCT 2C

Key Characteristics:

- Deep sites - 40m (northern side) and >60m (southern side)
- Virtually unconstrained at the northern interface
- Close proximity to Victoria Park Station
- Residential Street to the south of sub-precinct

Sub-Precinct 2C consists of larger sites with more significant development potential than other sites east of Hoddle Street. The site on the northern side of Johnston Street is virtually unconstrained at the northern interface, which is an identified Strategic Redevelopment site in the current Yarra Planning Scheme and is land owned by VicTrack. Its future use and development is dependent on the infrastructure requirements of Public Transport Victoria. The site also presents highly convenient access to Victoria Park Station. Future development of this site and the Victrack land should consider access and integration with the train station

247-259 Johnston Street has an approved planning permit for a twelve storey mixed-use building. It has a southern interface to Stafford Street with social housing immediately to the south. The property to the west has similar characteristics but presents a narrower frontage to both Johnston and Stafford Streets.

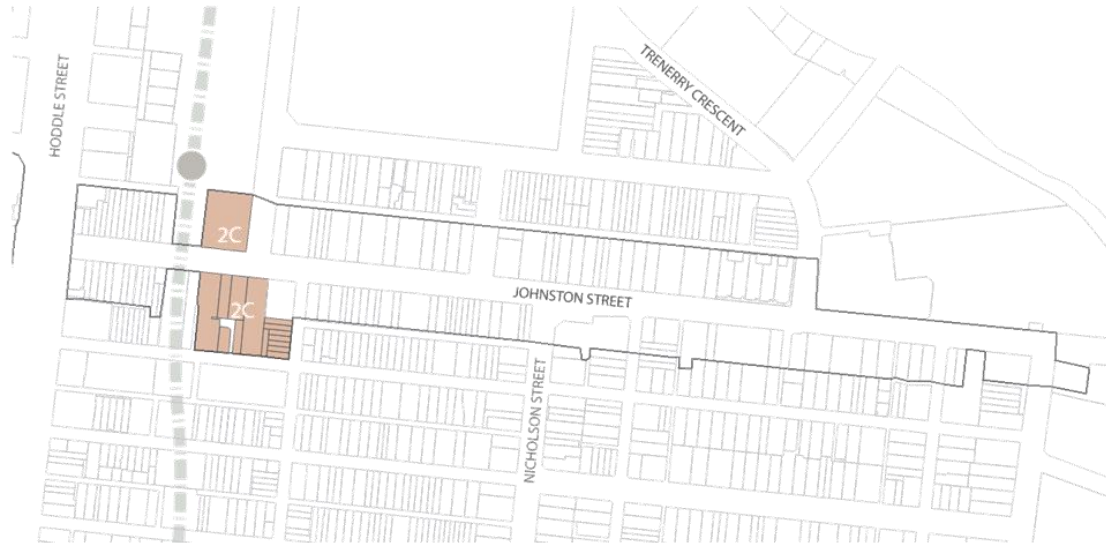


Figure 48. Sub-Precinct 2C

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 49 demonstrates the following:

- The property on the north side of Johnston Street (service station) has a 40m depth and a northern boundary to vacant land, identified as a strategic redevelopment site, offering significant development opportunities
- There is sufficient space one site to accommodate taller development after applying a 45 degree envelope from the primary street interface (to reduce the visual impact of upper levels) and setting taller built form deeper into the site
- A 4-5 storey street wall is considered appropriate in this location due to the lack of heritage constraints and ability to frame the streetscape closer to a 1:1 ratio. This also allows the concealment of upper levels beyond that more easily than within the heritage streetscape
- The properties on the south side are particularly deep and the 45 degree envelope should be applied from both interfaces to reduce the visual impact of upper levels as this still allows significant upper level development
- There are residential properties to the south of Stafford Street that benefit from the application of the 45 degree envelope

CONCLUSION

- Sites within this Sub-Precinct have significant development potential
- The preferred maximum height of 10 storeys is consistent with the JSLAP and with the approved permit for 247-259 Johnston Street (which has been approved at 12 as expected)
- A 45 degree envelope measured from 17m above street level would ensure that overshadowing impacts are avoided from taller built form on the northern side of Johnston Street and that visual impacts are reduced for sites on either side of Johnston Street
- The 45 degree envelope should be applied to the rear interface of properties on the south side of Johnston Street only

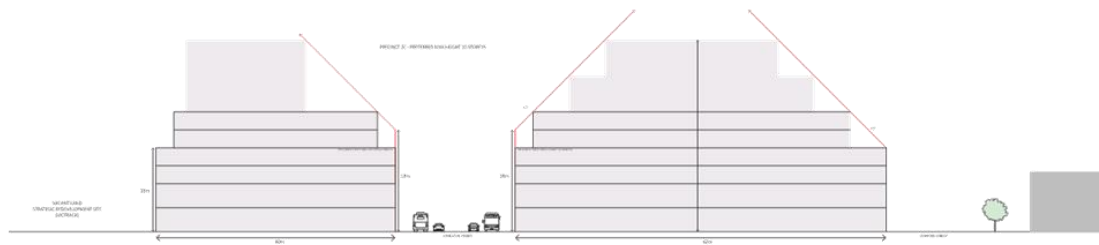


Figure 49. Sub-Precinct 2C - Section



Figure 50. Sub-Precinct 2C - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.8 SUB-PRECINCT 2D

Key Characteristics

- Lot Depth = 40m
- Laneway interface to the north separating the rear of low-scale residential properties
- Medium to wider frontages

Sub-Precinct 2D consists of sites with a consistent 40m depth, rear northern interface to a laneway and lack of a heritage overlay with the exception of properties at 300-302 Johnston Street. The sites are generally occupied by low-scale commercial buildings.



Figure 51. Sub-Precinct 2D

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 52 demonstrates the following:

- Sites are 40m deep and have a rear northern interface to a laneway
- A 45 degree envelope is required to limit the amenity impacts of taller development above the preferred 11m at the rear interface
- As with 2C, a 4-5 storey street wall is considered appropriate in this location allowing the concealment of upper levels beyond that, more easily than within the heritage streetscape
- There is the potential for height beyond seven storeys within the 45 degree envelope which could have adverse visual/amenity impacts on properties to the north and overshadowing of the southern footpath to the south
- Figure 52 illustrates overshadowing at the equinox from built form within the 45 degree envelope at 7 storeys

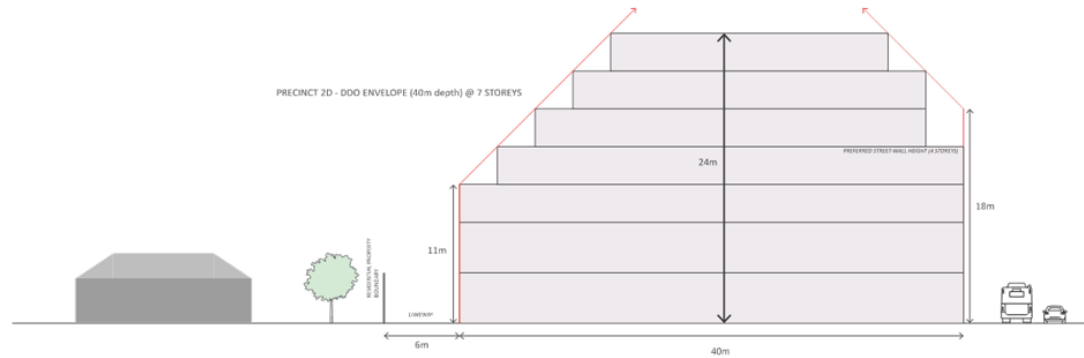


Figure 52. Sub-Precinct 2D - Section

CONCLUSION

- The location and size of sites within this sub-precinct provides opportunities for taller development
- A 4-5 storey street-wall height allows development to be “pushed” towards the main street interface, protecting the amenity of residents to the north
- A 45 degree envelope measured from 17m above street level would ensure that overshadowing impacts are avoided from taller built form on the northern side of Johnston Street and that visual impacts are reduced for sites on either side of Johnston Street
- A preferred 7 storeys (where amenity impacts are already apparent) with a 9 storey mandatory limit is considered appropriate because of the unacceptable amenity impacts that become apparent beyond this, as assessed by the “exceptional circumstances” criteria on page 3.

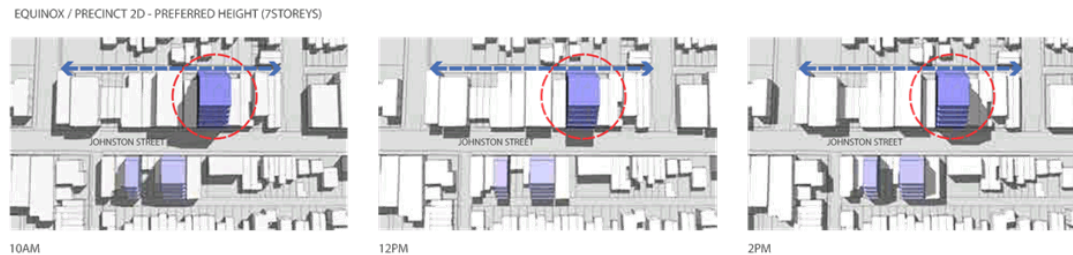


Figure 53. Sub-Precinct 2D - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.9 SUB-PRECINCT 2E

Key Characteristics

- Lot Depth = 30m
- Southern interface to laneway
- No precinct heritage overlay
- Presence of Individually Significant buildings

Sub-Precinct 2E mainly comprises properties that are approximately 30m with a southern interface to a laneway at the rear, beyond which are low-scale residential properties.

The laneway separating the rear of residential properties from the commercial interface is 6m in width

There are three Individually Significant heritage overlays covering four properties in total that should be considered in terms the street-wall height of neighbouring properties.



Figure 54. Sub-Precinct 2E

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 55 demonstrates the following:

- A 4-5 storey street wall is considered appropriate in this location allowing the concealment of upper levels beyond that, more easily than within the heritage streetscape
- The rear interface condition to the laneway provides a buffer for the residential properties to the south
- A 45 degree envelope assists in providing a transition away from this interface up to an achievable height of 6 storeys
- Amenity and overshadowing impacts are considerably greater beyond this point

CONCLUSION

- Lot size and the presence of low-scale residential properties to the south constrains development opportunities
- A 4-5 storey street-wall height allows development to be “pushed” towards the main street interface, protecting the amenity of residents to the south by applying a 45 degree envelope from the rear interface
- A 45 degree envelope measured from 17m above street level would ensure that visual impacts are reduced for sites on the south side of Johnston Street
- A preferred 6 storeys (where amenity impacts are already apparent) with a 7 storey mandatory limit is considered appropriate because of the unacceptable amenity impacts that become apparent beyond this, as assessed by the “exceptional circumstances” criteria on page 3.

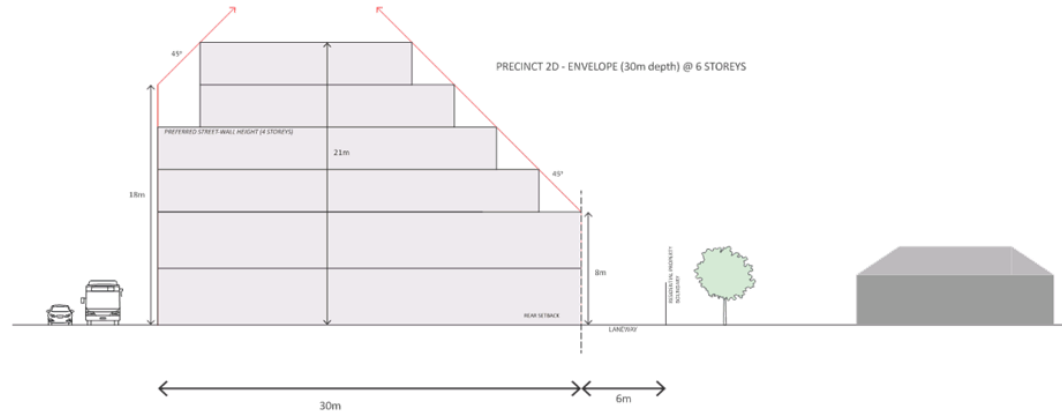


Figure 55. Sub-Precinct 2E - Section

EQUINOX / PRECINCT 2E - PREFERRED / MANDATORY HEIGHT (6 STOREYS / 7 STOREYS)



Figure 56. Sub-Precinct 2E - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

7.10 SUB-PRECINCT 2F

Key Characteristics

- Lot Depth = 30m
- Direct interface to the rear of a residential property
- No precinct heritage overlay
- Presence of Individually Significant buildings

Sub-Precinct 2F comprises properties that are approximately 30m with a direct interface to the rear of a residential property within the Neighbourhood Residential Zone.

There are three Individually Significant heritage overlays covering three properties in total that should be considered in terms the street-wall height of neighbouring properties.

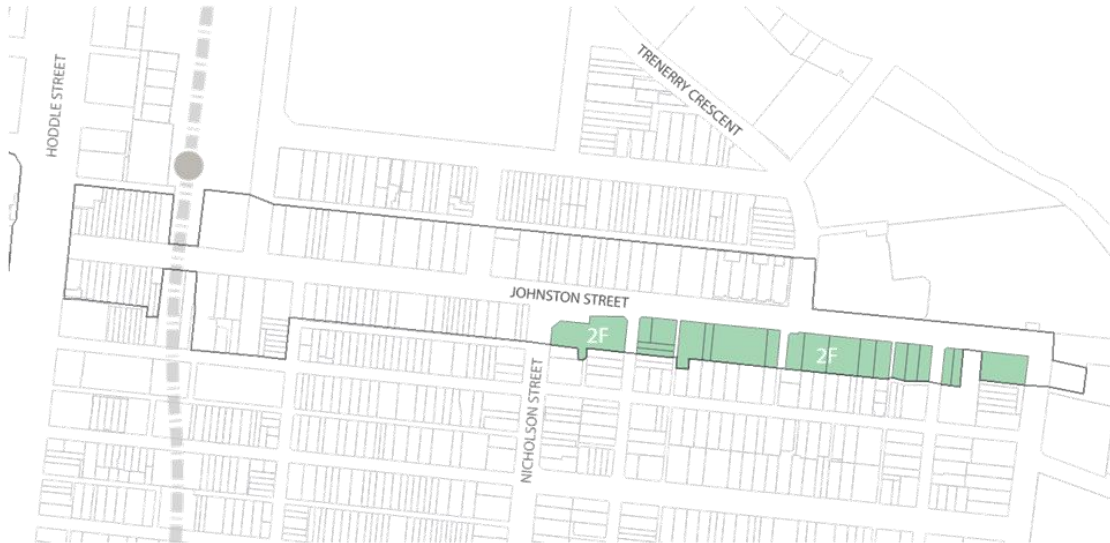


Figure 57. Sub-Precinct 2F

Attachment 5 - Amendment C220 Background Analysis (part 2)

ANALYSIS

Figure 58 demonstrates the following:

- A 4-5 storey street wall is appropriate in this location allowing the concealment of upper levels beyond that, more easily than within the heritage streetscape
- The direct rear interface condition to the private open space of a low-scale residential property is considered to be an “exceptional circumstance” and there is the potential for severe and adverse amenity impacts in this location
- A 45 degree envelope is necessary in providing a transition away from this interface up to an achievable (mandatory) height of 6 storeys
- Building heights should not be exceeded in this location
- Figure 58 demonstrates the presence of overshadowing from an 8m rear interface

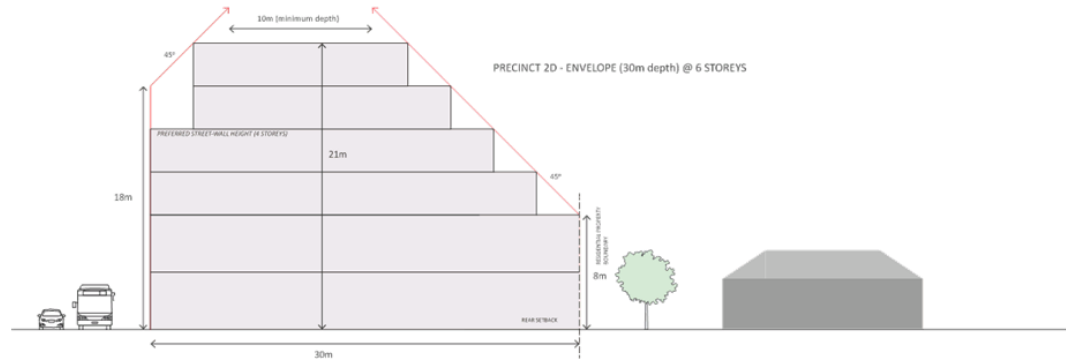


Figure 58. Sub-Precinct 2F - Section

CONCLUSION

- Lot size and the presence of a direct interface with low-scale residential properties to the south constrains development opportunities
- An 8m maximum rear interface with a 45 degree envelope applied will manage the potential for adverse amenity impacts
- A 4-5 storey street-wall height allows development to be “pushed” towards the main street interface, protecting the amenity of residents to the south by applying a 45 degree envelope from the rear interface
- A 45 degree envelope measured from 17m above street level would ensure that visual impacts are reduced for sites on the south side of Johnston Street
- A mandatory height limit of 6 storeys is considered necessary to manage amenity impacts.
- The mandatory height limit is considered appropriate because of the unacceptable amenity impacts that become apparent beyond this, as assessed by the “exceptional circumstances” criteria on page 3.

EQUINOX / PRECINCT 2F - MANDATORY HEIGHT 6 STOREYS



Figure 59. Sub-Precinct 2F - shadows @ equinox

Attachment 5 - Amendment C220 Background Analysis (part 2)

8.0 BUILDING HEIGHTS FRAMEWORK PLAN

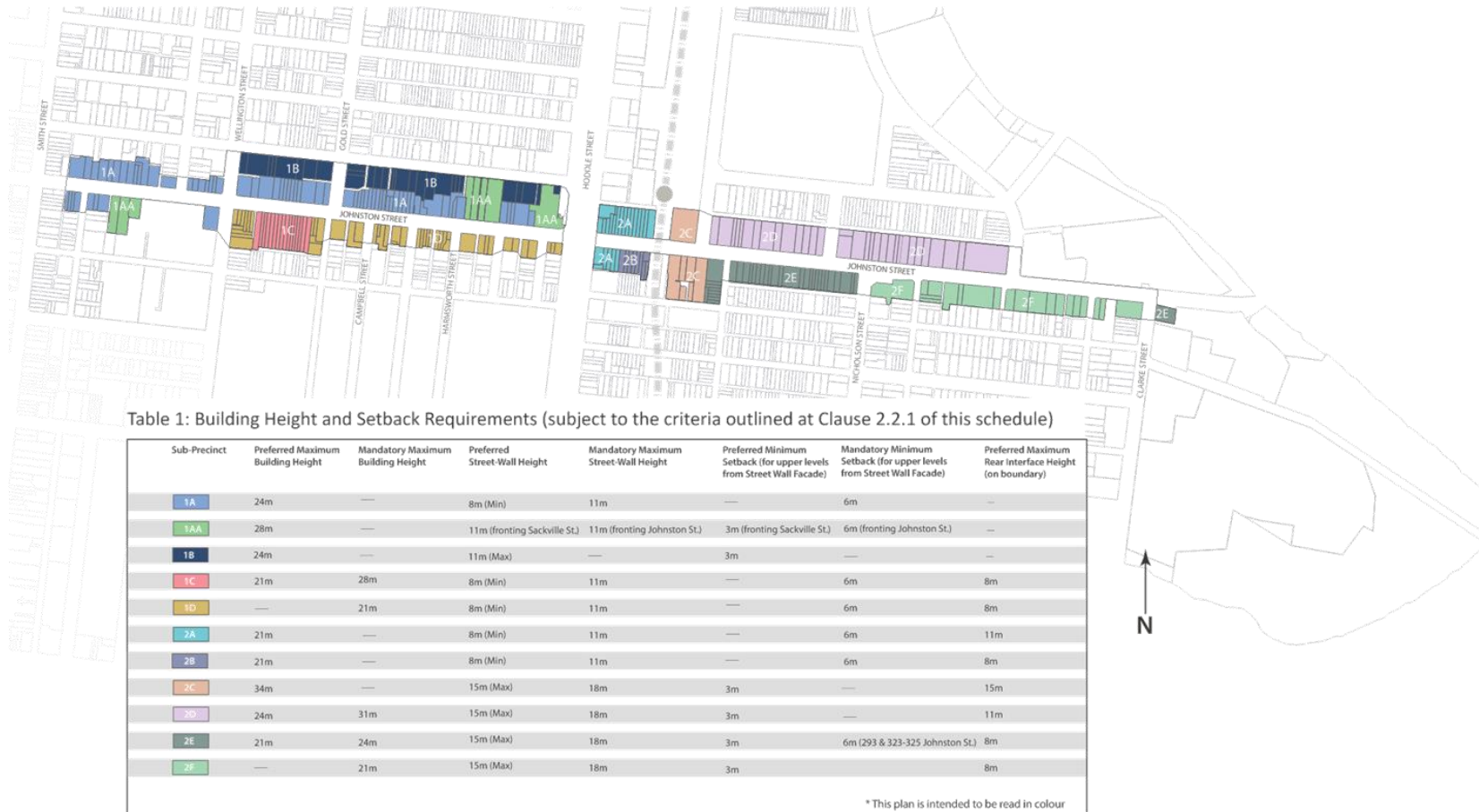


Figure 60: Building Heights and Setbacks Plan

11.3 Draft Public Toilet Strategy

Trim Record Number: D17/163769

Responsible Officer: Senior Coordinator Design and Place Making

Purpose

1. To consider and adopt a new Public Toilet Strategy 2017-2027.

Background

2. In 1999, Council adopted a Public Toilet Strategy. In 2008, this strategy was reviewed and updated to address community concerns around safety, accessibility, functionality aspects and lack of public toilets in shopping precincts. The strategy also identified a 10 year Capital Works program for installation of new toilets in high profile activity centres and key shopping precincts.
3. A summary of the implementation of the 2008 strategy is listed below:
 - (a) Five (5) new public toilet facilities including new toilets as part of pavilion upgrades were installed at the following locations:
 - (i) Queens Parade (corner of Michael Street in North Fitzroy);
 - (ii) Brunswick Street (corner of Victoria Street in Fitzroy);
 - (iii) Ramsden Street Reserve Pavilion (Clifton Street);
 - (iv) Burnley Park Pavilion (Burnley); and
 - (v) Edinburgh Garden Pavilion (Fitzroy North); and
 - (b) Two (2) existing public toilet facilities were demolished and replaced with new toilets at the following locations:
 - (i) Peel Street (corner of Smith Street in Collingwood); and
 - (ii) Edinburgh Gardens (Fitzroy North); and
 - (c) One (1) existing public toilet facility was demolished at the following location:
 - (i) Stanton Street (near Collingwood Town Hall in Abbotsford).
4. The City of Yarra currently provides 35 public toilets that are owned and maintained by Council.
5. The need to review the Public Toilet Strategy 2008 was identified in 2014 so that a new forward capital works program can be prepared to serve the growing population and changing needs of the community.
6. The draft Strategy is a high level document and aims to set an overarching framework for future new toilets, refurbishments and/or replacements.
7. The draft Public Toilet Strategy 2017-2027 has been developed following:
 - (a) An internal audit of the issues, objectives and strategies stated in the 2008 strategy;
 - (b) An understanding of the issues and requests by the community over the past few years;
 - (c) Consideration of the issues faced by the Council in provision and maintenance of toilets;
 - (d) Consideration to current and potential future growth areas and night time entertainment precincts; and
 - (e) Active consultation with representatives from various departments and focused discussions with some committees (as listed in Internal and External Consultation section).

External Consultation

8. The draft strategy was presented and circulated for feedback from the Disability Advisory Committee. The feedback received and issues raised during the presentation have been addressed in the Strategy.
9. The strategy was also circulated to seek feedback from Council's contact officers for the following committees:
 - (a) Active Ageing Advisory Committee;
 - (b) Early Years Reference Group;
 - (c) Yarra Multicultural Advisory Committee; and
 - (d) Youth Advisory Committee.
10. Considering the Strategy is a high level guiding document for the planning of the provision of new toilets in Yarra, it is believed that an external community consultation at this stage is not necessary. Officers have been able to gain an understanding of community needs and expectations through consultation across Yarra advisory groups and committees as outlined in this report (see paragraphs 9 and 12).
11. It is noted that extensive community engagement would occur for every proposed new toilet facility at the design and implementation stages. This would include residents and traders within a 400m radius of the location of the proposed facility. Consultation would occur via Your Say Yarra, social media, letters, and where necessary, focused discussions or in person.

Internal Consultation (One Yarra)

12. A number of Council units from different divisions were consulted as part of development of this draft strategy. This includes:
 - (a) City Works and Assets – Building Assets, Traffic and Special Projects and Engineering and Asset Management;
 - (b) Planning and Place Making - Recreation and Open Space, Economic Development and Strategic Planning;
 - (c) Community Wellbeing - Social Policy and Research and Arts, Culture and Venues; and
 - (d) People, Culture and Communication – Community Partnership (including Gender Equity and Housing and Homelessness), Human Resource Services and LGBTIQ Working Group.
13. Building Assets and the Recreation and Open Space teams have been actively involved in the development of the 'Implementation and Management Framework' section of the draft Strategy. The draft Implementation and Management Framework sets out a prioritisation plan which would guide the delivery of public toilets in Yarra over the next 10 years.

Revised Draft Public Toilet Strategy

14. The draft Public Toilet Strategy provides a vision, strategic basis and a forward programme to meet the needs of the growing businesses and pedestrian activities. The purpose of this strategy is to:
 - (a) establish a series of objectives and strategies that outline the way to achieve the vision;
 - (b) provide direction on the appropriate location for new public toilets in high pedestrian activity areas;
 - (c) provide strategies for replacement and refurbishment of existing toilets and the provision of new facilities in activity centres, public open spaces and other areas; and
 - (d) provide a forward programme for new toilets, replacements and refurbishments (see *proposed Strategy for criteria and decision guidelines*).

15. The objectives and strategies have been designed to achieve the vision and to inform decisions in regard to the provision of proposed new public toilets, and the replacement or refurbishment of existing toilets. It is intended that the strategy would be used to guide Council's Capital Works and Recurrent Budget programme as well as trigger discussions on planning applications of new major developments containing supermarkets and large retail complexes where toilet provision accessible to the community could occur.
16. The objectives and strategies are grouped under the following themes:
 - (a) Provision;
 - (b) Safety;
 - (c) Accessibility;
 - (d) Management;
 - (e) Environmental Sustainability; and
 - (f) Retention of Existing Toilets.
17. The Strategy is based largely on locational aspects which are illustrated in the figures of the draft Strategy (see attachment).
18. To ensure that the vision is achieved, a draft Implementation Framework has been prepared that sets out a list of priorities for new toilets, replacements and refurbishments over the next 10 years. The implementation of the framework is, however, subject to annual budget allocation and approval.
19. The Building and Assets and Recreation and Open Space team along with other relevant departments depending on the site location, are accountable for leading the implementation of the recommended actions.

Financial Implications

20. The implementation of the Strategy would require significant funding commitment by the Council over the next 10 years.
21. The total capital cost of a new unisex, accessible, self-cleansing public toilet facility along the retail strips ranges from \$360k-\$460k for each facility at current dollar value. This includes approximately \$180k for the product purchase, \$180k-280k for design and installation stage. The design and installation stage includes a number of components like siting and design study, site surveys, community consultation, transportation, plumbing and construction.
22. The cost may vary depending on individual site conditions and the relevant community consultation process and these costs cannot be quantified at this time. The potential annual escalation figure for these projects is 2.5% per annum.
23. The following three lists provide a proposed order of priority for the 10 year Capital Works Program for provision of new toilets, replacement and refurbishments. It is proposed that each project would be designed, costed and consulted in one year and construction would commence in the next.
24. The proposed broad locations and timeframes outlined below would be included in the capital work program and also subject to annual budget approval. Provision of new public toilets along activity centres are encouraged to be within major developments that contain uses such as supermarket and large retail complexes that are publically accessible.

Proposed priority list of broad locations for new toilets

Proposed Priority¹	Location²	Product Purchase Price	Installation including design³	TOTAL
1	Edinburgh Gardens (South), Fitzroy North	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
2	Nicholson Street - between Richardson Street and Linear Park Reserve	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
3	Brunswick Street - between Johnston Street and Alexandra Parade	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
4	Swan Street – between Edinburgh Street and Bendigo Street	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
5	Collingwood Town Hall Precinct, Abbotsford	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
6	Heidelberg Road – between Park Avenue and Grange Road	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
7	Bridge Road - between Burnley Street and River Street	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
8	Johnston Street – between Lulie Street and Trenerry Crescent	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
9	Church Street – between Swan Street and Yarra River	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
10	Gertrude Street – between Nicholson Street and George Street	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
TOTAL		Say \$3.6-\$4.6 million over 10 years		

Proposed priority list of locations for replacement of existing toilets

25. The following are toilets recommended for replacement:

Proposed Priority¹	Location²	Product Purchase Price	Installation including design³	TOTAL
1	Condell Street, Fitzroy	\$180,000	\$100,000-\$150,000	\$280,000-\$330,000
2	Richmond Town Hall (off ROW)	\$180,000	\$100,000-\$150,000	\$280,000-\$330,000
3	Curtain Square, Carlton North	\$180,000	\$20,000-\$50,000	\$200,000-\$230,000
4	Victoria Park, Abbotsford	\$180,000	\$180,000-\$280,000	\$360,000-\$460,000
TOTAL		\$1.1-\$1.3 million		

Proposed priority list of locations for refurbishment of existing toilets

26. The following are toilets recommended for refurbishment:

Proposed Priority ¹	Location ²	Product Purchase Price	Refurbishment including design ³
1	Fairfield Park, Fairfield	Not Applicable	\$50,000-\$60,000
2	Kevin Bartlett Reserve, Burnley		\$100,000-\$150,000
3	Darling Gardens, Clifton Hill		\$100,000-\$150,000
4	Burnley Park, Burnley		\$100,000-\$150,000
TOTAL			\$0.3-\$0.5 million

Notes:

1 *The proposed priority list will be implemented subject to Council’s annual budget approval*

2 *Exact locations yet to be determined subject to investigation of traffic and transport requirements and underground services and community consultation.*

3 *Total estimated budgets include a number of components involved in installation of public toilets. These include siting and design study, site surveys, community consultation, transportation, plumbing and construction.*

4 *The priority lists for refurbishments should be considered in conjunction with the list of maintenance and minor upgrades that Council prepares annually.*

Comments

- 27. The above recommended refurbishment list needs to be considered in conjunction with the list of maintenance and minor upgrades that Council prepares annually as this work is based on regular audits and requests from users or recommendations from Council officers and contractors.
- 28. If implemented in full, the updated 10 year Capital Works Program for provision of public toilet facilities at new sites would be expected to have a total capital cost of approximately \$3.6-\$4.6M at current dollar value over the next ten (10) years.
- 29. Council is currently in the process of preparing a Development Contributions Plan (DCP) for the whole of Yarra which will be based on the projects listed in 10 year capital works plan. It is intended that the DCP will obtain contributions from future developments through the levy for the delivery of community facilities such as public toilets and other community buildings.
- 30. The Strategy also encourages exploring of opportunities with businesses to maximise accessibility to safe, accessible and well maintained public toilets that meet Australian Standards. This will require negotiations with private developers, particularly for major developments that contain uses such as supermarket and large retail complexes that are publically accessible. This approach is particularly appropriate where there are gaps in the provision of existing toilets within walkable catchments around high pedestrian activity areas.

Economic Implications

- 31. Provision of additional public toilets would provide direct and indirect economic benefit by encouraging people’s active participation in mainstream economic, social and recreational activities along the key shopping strips and parks.
- 32. The provision of public toilet facilities would also facilitate the Night Time Economy Strategy by supporting the operation of the night time entertainment precincts.

33. Additional toilets can contribute to reducing the broader anti-social behaviour of public urination and the associated impacts. These issues particularly arise in the night time entertainment precincts, and at times, the residential areas in their vicinity (e.g. Brunswick Street). Public urination can also lead to poor image and lower community satisfaction.

Sustainability Implications

34. The objectives and strategies identified in the draft Strategy have been developed with a commitment to create more environmentally sustainable facilities. This includes strategies to ensure public toilets are compliant with Yarra's ESD Building Policy.

Social Implications

35. Accessibility of public toilets can influence someone's daily mobility and hence their engagement with their local community. It is an important infrastructure particularly for the disability and aged and LGBTIQ communities. Hence, provision of a network of safe, accessible, well maintained and unisex public toilets would encourage the diverse communities and people of all abilities to visit the key shopping strips and parks.
36. The objectives and strategies identified in the draft Strategy are developed to maximise safety in the selection of locations as well as the design of public toilets. It also provides guidelines to ensure the functionality and maintenance of these toilets meet the needs of the users. This is an important factor in maximising the usage of public toilets.
37. The recommended locations identified in the strategy are in areas with high levels of existing and future public activities and along public transport infrastructure. Provision of community facilities like public toilets can contribute to an active lifestyle by encouraging walking and cycling.

Human Rights Implications

38. There are no known human right implications; however, daily mobility for all community members is enhanced with toilet provision that is accessible around the city.

Communications with CALD Communities Implications

39. The strategy was circulated to Council's contact officer for Yarra Multicultural Advisory Committee for seeking feedback. During community engagement for proposed new toilets the information will be tailored for CALD groups to ensure participation.

Council Plan, Strategy and Policy Implications

40. Provision of public toilet facilities would complement a number of Yarra's Strategies like 2017-2021 Council Plan, Night Time Economy Strategy, Inclusion for All – Access and Inclusion Plan, Positive Ageing Strategy, Open Space Strategy and others.
41. The *Inclusion for All - Access and Inclusion Plan 2014-2017* provides direction for Council to enable people with a disability to fulfil their potential. The main objective of the plan is to provide equitable and accessible opportunities for people with a disability to engage in cultural and social activities and events. A measurable outcome to achieve this objective is a commitment to the installation of an increased number of accessible public toilets. NB It also provides an action to identify projects that can accommodate a changing place equipped with hoist and adult changing bench within toilet facilities.
42. The *Positive Ageing Strategy 2007-2016* includes an Action Plan of resourcing the social and physical infrastructure to effectively manage the population impact in terms of community services and others. One of the six key objectives developed in the strategy include ensuring accessibility and mobility of facilities for older people throughout the municipality.
43. The *Early Years Strategy 2015-2018*, *Middle Years Strategy 2014-2017* and *Youth Policy 2013-2016* seeks Council to provide and manage community facilities that meet the needs of age groups from birth to 25 years and promotes health and wellbeing.

44. The *Strategic Community Infrastructure Framework 2016* and *Multicultural Partnership Plan 2015-2018* intends to ensure community infrastructure is distributed equitably, efficiently and effectively with the growing population and increasing multicultural communities.
45. The *Night Time Economy Strategy 2014-2018* identifies key immediate actions including a review of existing public toilet strategy and provision of adequate public amenities and infrastructure such as public toilets to support the operation of night time entertainment precincts.

Legal Implications

46. Provision of new public toilets should be in accordance with all the relevant acts and legislations such as the Disability Discrimination Act, Victorian Disability Act, Disability Standards, Building Regulations, Planning Environment Act, Building Code of Australia and Australian Standards.
47. Provision of temporary toilets for large events, markets and festivals should be provided in accordance with the National Construction Code 2016, Building Code of Australia requirements (Vic H102.4 Sanitary and amenity facilities).
48. Council is required to regularly maintain the public toilet facilities.

Rationale for Strategy direction

49. The existing public toilet facilities provided by Council and other organisations (PTV, Parks Victoria, petrol station and others) are mapped on page 9 of the draft strategy. This is based on 400m walkable catchment (5min walking distance). This analysis clearly identifies the current gaps in the provision of toilet facilities in City of Yarra. The priority list for provision of new toilet in the Strategy is based on an assessment of:
 - (a) Current gap in the provision of existing toilets in high pedestrian activity areas (Figure 1);
 - (b) Current and potential future growth areas;
 - (c) Community and Traders Concerns; and
 - (d) Additional requirements due to high demand and limited accessibility to existing provisions.
50. The priority list for replacement or refurbishments of existing public toilets is based on an assessment of:
 - (a) the existing facility does not meet the majority of objectives, strategies and design guidelines outlined in the Strategy;
 - (b) the existing facility is not 'fit for purpose' and does not meet user requirements or disability access; and
 - (c) the existing facility is in a poor physical condition.
51. Figure 5 maps the proposed priority list for provision of new toilets and illustrates how some of current gaps are addressed.
52. The recommended list of priorities for replacement and refurbishments of existing public toilets are based on Council building conditions reports and 'fit for purpose' assessment.

Recommended new provision of toilets

53. The rationale for recommending the list of priorities for construction of new public toilets over the next 10 years is as follows:

- (a) Edinburgh Gardens is one of Yarra’ largest parks covering approximately 24 hectares and is highly used not just by the local community but by people from all over Melbourne. The Southern end of the Gardens is activated by sports; cricket, basketball and tennis, dog off leash area, playground and picnic area and a busy shared trail running through; all this activity draws large numbers of visitors. The northern end of the gardens provides nine unisex toilet facilities serving that part of the open space and the broader community as its location is very accessible and visible from St Georges Road. This increased the overall number of toilets in the reserve. The sports pavilion in southern end provides two toilet facilities that replaced four toilets at the same location. These toilets are facing major capacity issues as there is a high demand for toilets in the southern end of the park. Council currently provides temporary toilets during summer due to heavy usage of park during that time of the year. The hire of these temporary toilets currently costs \$8,000 for the period between January and April. Hence, the provision of new public toilet facility adjacent to existing facility has been listed as a highest priority;
- (b) Nicholson Village doesn’t have a Council owned public toilet along the retail strip. The closest public toilets are in Edinburgh Gardens which is approximately 500m away from the street. The strip is an active centre that includes business and community facilities with convenience retailing, restaurant and cafes. However, the absence of public toilet has raised concerns by a number of traders as they have non-patrons using their toilets. Hence, the provision of a public toilet facility has been listed as a higher priority ahead of other retail strips;
- (c) Brunswick Street is an entertainment precinct with dynamic night time activities. It currently provides one public toilet on the corner of Victoria St and Brunswick St and one near the Fitzroy Town Hall. However, the northern end of Brunswick Street has a very vibrant night life with a number of restaurants and bars. The recent survey undertaken for Brunswick Street Streetscape Master Plan highlights the lack of public toilets as a major concern. More than 60% respondents said there are not enough public toilets along Brunswick Street and public urination was a major issue as people use laneways and residential streets for urinating. The table below summarises the results from 2016 Brunswick Street Streetscape Master Plan Survey. The issue was also raised by the traders during consultation for Rose Street project;

Brunswick Street has enough public toilets: To what extent do you agree or disagree with the following statements?				
	Residents	Traders	TOTAL	Percentage
Strongly Disagree	38	6	44	16%
Disagree	99	20	119	45%
Neither	63	6	69	26%
Agree	24	3	27	10%
Strongly Agree	7	0	7	3%

- (d) Swan Street doesn't have a Council owned public toilet in the eastern end that is within a comfortable walking distance from other facilities. Swan Street is an entertainment precinct with a number of restaurants, cafes, retailing and community facilities. It is well connected with Melbourne's sports precinct, Cremorne and provides access to three train stations, tram route and a potential future bus route along Burnley Street. Further, Swan Street is a major activity centre and further urban consolidation is expected along the street. Ryan's Reserve is used by number of sports people and contributes to the pedestrian traffic in the eastern section of Swan Street. There are approximately 12 mixed-use developments at different stages (proposed, approved, under construction/constructed) on the east of Church Street. Some of these developments include a supermarket, retail complexes, and office spaces which will further increase the pedestrian volume along the street;
- (e) The Collingwood Town Hall (CTH) Precinct is not part of an activity centre, however, there are number of community facilities along the street including Gahan Reserve, Collingwood Library, Town Hall, Police Station and the train station which contributes to the pedestrian traffic in the area. The community facilities provide toilets but some have a control point and have limited operational hours. Previously there was a public toilet at the rear of Collingwood Town Hall that has been incorporated in the redevelopment of CTH and converted into rooms. Further, officers have received a request from community members to build a public toilet in this area. It was suggested that it is very inconvenient to not have a public toilet in a park, especially for families with children using Gahan Reserve;
- (f) Heidelberg Road doesn't have a Council owned public toilet along the strip. Heidelberg Road has a neighbourhood activity centre that contains some convenience stores, retail and office spaces. With the redevelopment of the former Amcor site the area will soon include Melbourne's largest urban infill project consisting approximately 2,500 new homes, supermarket, speciality shops, restaurants and a primary school. This will increase the pedestrian footfall in the area and potentially between Alphington Station and Heidelberg Road neighbourhood activity centre;
- (g) Bridge Road doesn't have a Council owned public toilet in the eastern end that is within a comfortable walking distance from other facilities. Bridge Road is an entertainment precinct which provides access to number of community facilities and is well serviced by a train station, tram route and a potential future bus route along Burnley Street. Further, Bridge Road is a major activity centre and the eastern end of Bridge Road is increasingly becoming busy in the evenings with a number of restaurants, bars and cafes. There is currently a public toilet near the Richmond Town Hall but is hidden away from view from the public spaces, non-DDA compliant and has some safety issues making it less usable. Compared to other centres there is lower growth and pedestrian activity in the eastern end of Bridge Road. Hence, provision of public toilet in this area is placed lower on the list of priorities;
- (h) Johnston Street doesn't have a Council owned public toilet along the strip. It is an activity centre and well served by public transport. There are approximately six mixed-use developments at different stages (proposed, approved, under construction/constructed) on east of Hoddle Street;
- (i) Church Street is a commercial corridor with good access to public transport. This precinct plays an important role in accommodating future employment and housing growth. There are approximately five office developments at different stages (proposed, approved, under construction/constructed) on south of Swan Street, hence increasing the pedestrian volume in this area. Currently a BP petrol station provides a toilet, hence provision of public toilet in this area is placed lower on the list of priorities; and

- (j) Gertrude Street doesn't have a Council owned public toilet along the strip. Gertrude Street is a night time entertainment precinct with number of cafes, restaurants, art galleries and is well served by public transport. The street is also increasingly becoming popular with the projection festival bringing people from all over Melbourne to the area. The street is in proximity to Brunswick Street and Smith Street; which does have access to public toilets. Hence, provision of public toilet on this street is placed lower on the list of priorities.

Conclusion

- 54. The revised draft Public Toilet Strategy provides objectives and strategies to achieve the vision and a 10 year forward programme to meet the needs of growing pedestrian activities and businesses and diverse community of Yarra. It also provides a recommended priority list and strategies for replacement and refurbishments of existing toilets to meet the new standard requirements.
- 55. Extensive community engagement would occur for every toilet at the design and implementation stages.
- 56. A new public toilet strategy is needed and the proposed strategy provides a methodology for where these should be broadly located.
- 57. The Strategy is a high level document to help guide decision making at the planning and operational level. It has been developed following significant internal consultation and consultation with the Disability Advisory Committee.

RECOMMENDATION

- 1. That Council note:
 - (a) the officer report on the proposed Public Toilet Strategy;
 - (b) the proposed Public Toilet Strategy as shown in Attachment 1; and
 - (c) the proposed Public Toilet Strategy has six themes which provide a basis for the provision of new toilets in locations where they are lacking, including design criteria relating to safety, accessibility and management aspects, and also criteria in relation to the replacement and refurbishment of existing public toilets.
- 2. That Council, having regard to the proposed strategy as a high level guidance document, determine to adopt the strategy in the context that future proposed locations would involve public consultation processes and further Council determinations based on the six themes of the strategy and the design guidance provisions.

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Attachments

- 1 DRAFT Public toilet strategy October 2017



**DRAFT PUBLIC TOILET STRATEGY
2017-2027**

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Public Toilet Strategy 2017

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Chapter 1: Introduction

Yarra City Council (Yarra) is committed to the provision of local amenities and protecting, improving and developing the city's infrastructure and assets to enhance social activities within the municipality. As part of this, Council is keen to provide accessible and safe public toilets to serve the local community and visitors. As noted in the Council Plan 2017-2021 Yarra is experiencing rapid growth and there is a need to ensure services meet changing community needs and preferences. This strategy applies to all toilets owned and managed by Yarra City Council and acknowledges that there are privately owned and maintained toilets which are accessible by the general public.

1.1 Purpose

This City of Yarra Public Toilet Strategy provides a vision, strategic basis and a 10 year forward programme to meet the needs of the growing businesses and pedestrian activities. The purpose of this strategy is to:

- Establish a series of objectives and strategies that outline the way to achieve the vision.
- Provide direction on the appropriate location for new public toilets in high pedestrian activity areas.
- Provide strategies for replacement and refurbishment of existing toilets and the provision of new facilities in activity centres, public open spaces and other areas.
- Provide a forward programme for new toilets, replacements and refurbishments.

1.2 Council's Role

The Local Government Act 1989 states that the function of a Council should include planning for and providing and maintaining services and facilities to best meet the needs of the local community and ensuring that these facilities are accessible and equitable.

The Council Plan 2017-2021 notes Council's role as identifying future community infrastructure needs and providing facilities in the right locations for a growing population. It is Council's objective to develop an integrated approach to ensure the provision of clean, well maintained, safe and accessible facilities throughout the municipality. Council is committed to providing and maintaining public toilet facilities as a key service provision to the community.

1.3 Definition of Public Toilets

A public toilet can be defined as a toilet that is freely available for the general public to use. Public toilets are primarily toilets delivered, maintained and owned by Public Agencies (in this case the Council).

With the changing requirements and perceptions around public toilets it is becoming increasingly important to consider facilities that are provided outside the jurisdiction of Council. Privately owned toilets located within shopping centres and major mixed use developments make a major contribution to the local amenities and hence are considered within this strategy. These toilets are privately owned and maintained but are accessible by the general public.



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Chapter 2: Background

2.1 Policy Context

A range of Council policies and strategies have informed the development of this Public Toilet Strategy. In turn, the Strategy will act as a tool to implement some elements of those policies and strategies.

2.1.1 PUBLIC TOILET STRATEGY 2008

In 2008 Council developed a public toilet strategy that provided a set of objectives, strategies and priorities. The three key objectives provided in the 2008 strategy included:

- Safety
- Accessibility
- Functionality

The strategy also took into consideration the objectives, strategies and actions of the Public Toilet Strategy 1999 and addressed the gaps. It is noted that the 2008 Strategy does not provide guidance on preferred locations of future toilets or guidance on replacement of toilets. It also does not provide guidance on provision of facilities to meet new standards including consideration of night time entertainment precincts and the emerging needs of diverse communities.

2.1.2 LOCAL 2017-2021 COUNCIL PLAN

The Council Plan is the primary plan to provide guidance to Councillors, staff, community, state and others on how Council aims to respond to the opportunities and challenges facing the municipality over the next four years.

The following strategic objectives identified in the Plan inform the development of the Public Toilet Strategy:

- Objective 1: A healthy Yarra
- Objective 2: An inclusive Yarra
- Objective 4: A liveable Yarra

The Plan identifies a number of strategies that commit to providing the infrastructure and facilities required for maintaining and improving community wellbeing and active living, including provision of public toilets. The Plan seeks an appropriate access to community infrastructure in areas that are the focus for development to manage community needs and future growth. It also identifies initiatives to integrate strategic community infrastructure framework in Council planning, particularly the major projects that demonstrate consideration of Infrastructure Planning Framework,



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2.1.3 NIGHT TIME ECONOMY STRATEGY 2014-2018

The Strategy provides a four year program of activities to improve entertainment precincts and the way services are delivered outside business hours. According to surveys undertaken by Council it was identified that existing toilets require improvements in and around Yarra's night time entertainment precincts to avoid anti-social behaviour like public urination. It was also identified that there is a need to provide more toilets in these precincts.

Key immediate actions this strategy proposes include the review of the existing public toilet strategy and the provision of adequate public amenities and infrastructure such as public toilets to support the operation of night time entertainment precincts.

2.1.4 INCLUSION FOR ALL - ACCESS AND INCLUSION PLAN 2014-2017

The Access and Inclusion Plan provides direction for Council to enable people with a disability to fulfil their potential as equal citizens. The main objective of the plan is to provide equitable and accessible opportunities for people with a disability to engage in cultural and social activities and events. A measurable outcome to achieve this objective is a commitment to the installation of an increased number of accessible public toilets and to accommodate measures to ensure existing toilets are accessible. It also provides an action to identify projects that can accommodate a changing place equipped with hoist and adult changing bench within toilet facilities.

2.1.5 YARRA OPEN SPACE STRATEGY 2006

The Strategy aims to provide guidance for future provision, planning, design and management of parks, open spaces and other reserves that make up Yarra's open space network. Lack of accessible, safe and clean public toilets was identified as a key issue from the consultation undertaken during the preparation of the Open Space Strategy. It was identified that such concerns discourage visits to open spaces and at times prevents use of some reserves.

The Strategy provides a set of recommendations in the section on 'Major Built Infrastructure in Open Space' which provides a list of criteria to be considered when siting and designing future toilet facilities in open space. Other recommendations include conducting a thorough assessment of the condition of public toilets and the development of an implementation plan for the demolition, replacement and potential provision of public toilet facilities. The Strategy also identifies that there is a need to improve the design of public toilets including increased natural light, visibility, safety, usability and suitability for cleaning.

2.1.6 EARLY YEARS STRATEGY 2015-2018

The Strategy focuses on children aged from birth to eight years. The Strategy provides direction about how Yarra's services and activities will be planned and delivered to ensure that young children feel safe, welcomed and confident as they move about their City of Yarra. One of the six key principles developed in the strategy include delivering a physical environment and infrastructure to promote young children's health and wellbeing.

Attachment 1 - DRAFT Public toilet strategy October 2017

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2.1.7 MIDDLE YEARS STRATEGY 2014-2017

The Strategy focuses on middle years children and young people aged eight to twelve years. The Strategy provides direction about how services and programs need to be planned and delivered for this age group to ensure that all children in Yarra grow into healthy and resilient young people. It identifies that it is Council's role to provide and manage community facilities that meet the needs of middle year's children and young people.

2.1.8 YARRA YOUTH POLICY 2013-2016

The Policy focuses on young people aged 12 to 25 years. The Policy intends to guide the planning and delivery of services and programs to provide a roadmap for navigating future challenges and opportunities for young people and others. It identifies that it is Council's role to provide and manage community facilities that meet the needs of young people.

2.1.9 THE RIVER OF LIFE – POSITIVE AGEING STRATEGY 2007-2016

The Strategy focuses on population aged 70 years and over. The Strategy includes an Action Plan that provides a tool to strategically plan the resourcing of social and physical infrastructure to effectively manage the population impact in terms of community services and others. One of the six key objectives developed in strategy include ensuring accessibility and mobility for older people throughout the municipality.

2.1.10 STRATEGIC COMMUNITY INFRASTRUCTURE FRAMEWORK 2016

The Framework intends to ensure community infrastructure is distributed equitably, efficiently and effectively with the growing population and changing community needs. A key principle developed through the framework encourages creation of integrated community infrastructure network that responds to the needs of the service catchments. It also seeks that Council should recognise the changing nature within Council to provide accessible, innovative and adaptable facilities that reflect the universal design and meet multiple service needs.

2.1.11 MULTICULTURAL PARTNERSHIPS PLAN 2015-18

The Plan provides strategies and guidance on how to accommodate interactions with multicultural communities. One of the strategies identified in the Plan includes providing information and services that are easily accessible to multicultural communities.



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2.2 Toilet Typology

Using a building typology, five types of toilets have been identified across the municipality:

2.2.1 FREE STANDING TRADITIONAL TOILETS

The most common type of toilet is the traditional brick toilet block or the green metal mesh blocks that provide basic facilities of male and female toilets with hand basins, mirror and natural lighting. The typical older style blocks are predominantly located in parks and open spaces and can be isolated from other facilities and/or activities. Many of these toilets do not comply with the disability requirements.



2.2.2 FREE STANDING AUTOMATED TOILETS

These are the automated toilets supplied and installed by private providers, located along our activity centres that contain high foot traffic. These toilets are disability compliant and provide additional facilities of automated door opening and locking, syringe disposal bins, baby change table, self-cleansing function and nonslip flooring. After ten minutes a warning sound is made and the door automatically opens for safety.

The standard footprint of a single automated toilet is 2.2m x 4.5m. The exterior form of the building is generally a contemporary stainless steel design with the exception of a cast iron heritage design in North Fitzroy designed in response to feedback during community consultation. These are generally found suitable in places where there are space constraints e.g. activity centres. The shortcoming of these toilets is that they provide only one pan and can result in long waiting queues in busy areas.





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2.2.3 TOILETS ASSOCIATED WITH COMMUNITY FACILITIES

Across Yarra there are public toilets located within community buildings such as town halls and libraries that are available for general public use. These services are available only during the business hours of these facilities. Some of these buildings have a control point to pass through to access these toilets.

2.2.4 TEMPORARY TOILETS FOR EVENTS

The City of Yarra is home to many events, festivals and markets. With increasing demand, there is an expectation for events to be more professionally organised to ensure public safety and to protect local amenity. Hence it is important to provide portable toilet facilities that are accessible, safe and clean for large events. The Arts, Culture & Venues Branch is responsible for ensuring that adequate facilities are available for all. For example, temporary toilets are provided during summer in Edinburgh Garden due to heavy usage of park during that time of the year.

2.2.5 TOILETS PROVIDED BY OTHER ORGANISATIONS

The National Public Toilet Map provides the location and important information about public toilet facilities across Australia. The toilets included for analysis in this strategy incorporate all the toilets within City of Yarra that are provided by Council and other organisations which are included in the national public toilet map. These include privately owned toilets located within shopping centres, petrol stations, as well as toilets owned by other government organisations like Parks Victoria and Public Transport Victoria (toilets at train stations), that make a contribution to the local amenities. It should be noted that toilets at some train stations may be locked like the East Richmond station toilet.

All toilet typologies except Temporary Toilets are mapped in the Section 2.3 Existing Provision section.



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2.3 Existing Provision

The City of Yarra has 35 public toilets that are owned and maintained by Council. The majority of public toilets are located along our activity centres and in public open spaces that are highly utilised public realm spaces. The availability of toilets to users of activity centres include free patron access to private toilets in the many cafes, hotels, businesses, supermarkets and retail shops. Public toilet facilities are located in a variety of locations depending on the demand and availability of space. Facilities located in activity centres are generally on streets and are highly visible from the streetscape. Toilets located in open spaces can be in isolated locations and are used more during weekends or events.

The map at figure 1 shows the location and distribution of existing toilets available for public use within the municipality. These include the Council owned toilets and toilets provided by other organisations that are included in the National Toilet Map only. Toilets in Richmond Plaza (Bridge Road) and Hive (Victoria Street) are not listed in the national toilet map, but as of 2017 these are available to the public and hence shown in the map.

The map shows all of the public toilets accessible within a 400m catchment which is considered to be a 5minute walking distance.

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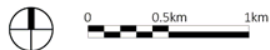
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LEGEND

- YARRA CITY COUNCIL BOUNDARY
- TRAIN LINE
- TRAIN STATION
- TRAM LINE
- ROAD NETWORK
- SHOPPING STRIPS
- PUBLIC OPEN SPACE
- GOLF COURSES



EXISTING PUBLIC TOILET FACILITIES

- FREE STANDING TRADITIONAL TOILETS
- FREE STANDING AUTOMATED TOILETS

TOILETS ASSOCIATED WITH COMMUNITY FACILITIES

- ① NORTH CARLTON NEIGHBOURHOOD HOUSE
- ② CARLTON LIBRARY
- ③ BARGOONGA NGANJIIN NORTH FITZROY LIBRARY
- ④ ALFRED CRESCENT OVAL AND PAVILION
- ⑤ YAMBLA RESERVE AND PAVILION
- ⑥ RAMSDEN STREET OVAL AND PAVILION
- ⑦ FITZROY TOWN HALL AND LIBRARY
- ⑧ COLLINGWOOD TOWN HALL AND LIBRARY

- ⑨ RICHMOND TOWN HALL
- ⑩ RICHMOND LIBRARY
- ⑪ BURNLEY PARK OVAL AND PAVILION
- ⑫ ALAN BAIN RESERVE AND PAVILION
- 400M CATCHMENT FROM COUNCIL PROVIDED TOILETS
- TOILETS PROVIDED BY OTHER ORGANISATIONS
- 400M CATCHMENT FROM TOILETS PROVIDED BY OTHER ORGANISATIONS
- TOILETS OUTSIDE YARRA CITY COUNCIL
- 400M CATCHMENT FROM TOILETS OUTSIDE YARRA CITY COUNCIL

Figure 1: Yarra City Council Existing Public Toilet Locations

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2.4 Methodology and Consultation

The Public Toilet Strategy has been developed following:

- an internal audit of the issues, objectives and strategies stated in the 2008 Strategy
- an understanding of the issues and requests by the community over the past few years
- consideration of the issues faced by the Council in provision and maintenance of public toilets in Yarra
- consideration to current and potential future growth areas and night time entertainment precincts
- an active consultation with representatives from various departments which has guided the development of this strategy.

Yarra’s Annual Customer Satisfaction Survey (ACSS) 2017 found that the level of satisfaction with public toilets has a minor drop down as compared to 2015. The survey indicates that majority of the reasons of dissatisfaction were associated with cleanliness of the toilets.

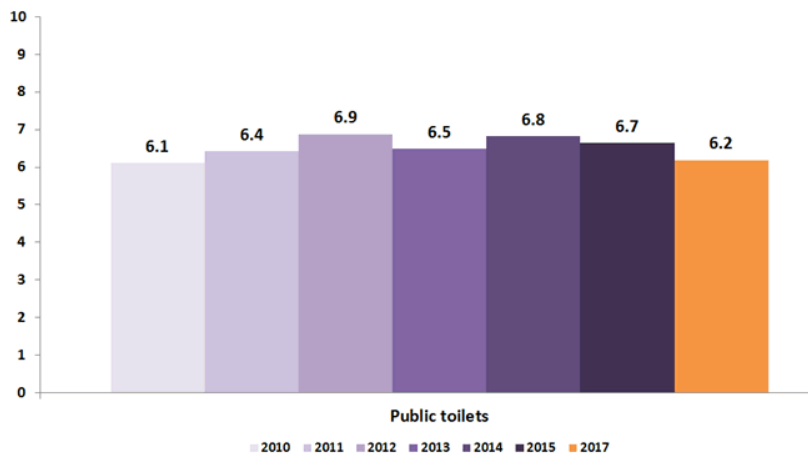


Figure 2: Satisfaction with public toilets (time-series)

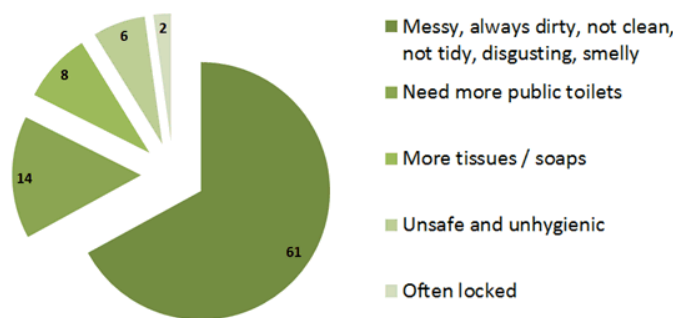


Figure 3: Reasons for dissatisfaction with public toilets

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The survey also identified that there is a disconnect between satisfaction and importance of public toilets as shown in figure 4. This issue was particularly highlighted in the suburbs of Fitzroy, Abbotsford and Richmond.

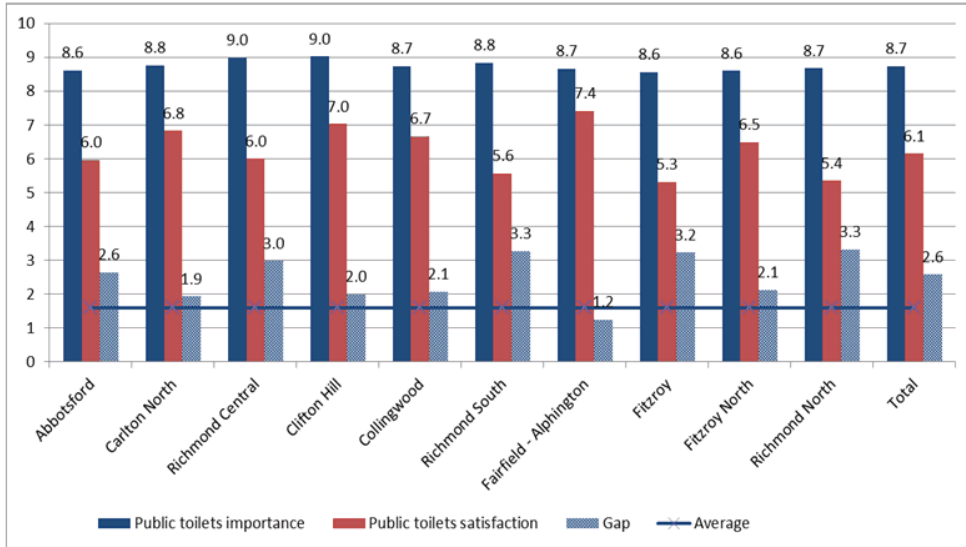


Figure 4: Importance vs Satisfaction with public toilets (time-series)



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Chapter 3: Issues and Opportunities

Yarra faces a number of issues and challenges in regard to public toilets. The key on-going issues are outlined below. These have emerged from the growing population and increasing night time economy, the provision and capacity of existing facilities, operational hours, disability access and LGBTIQ (Lesbian, Gay, Bisexual, Transgender, Intersex and Queer) facilities. Toilets located within the existing activity centres face different issues to those located in open spaces.

PROVISION

With increasing population and activities there is clearly an increasing community demand for public toilets. With more night time activities an increased number of public toilets with longer operational hours are required. Currently there is a lack of safe and accessible public toilets in a number of areas within the Council, for example there are no public toilets along Nicholson Street (Fitzroy) and very few along Bridge Road, Johnston Street, Swan Street and Victoria Street.

There is a need to provide new public toilets in activity centres and open spaces where high levels of pedestrian and cycling activities exist. Toilets within other facilities like shopping centres, retail stores, cafes, restaurants, train stations are spread throughout the municipality and these have the potential to be more available for public use. It is important to explore opportunities for availability to the existing toilet facilities to achieve net community benefit.

SAFETY

Safety is one of the key issues that impacts the usage of public toilets. There are increasing community concerns about the level of illicit drug use within these facilities. This has led to concerns for the personal safety of the community wishing to use the facilities.

Other factors which contribute to the decrease in the perception of safety include the use of public toilets for shelter by homeless people, vandalism, anti-social behaviour and lack of surveillance.

The location of public toilet facilities has a direct impact on community safety and accessibility. Perception of safety is decreased where facilities are located in places with less natural surveillance, lack of lighting and away from busier areas.

ACCESSIBILITY

Accessibility of public toilets by people of different ages and abilities is an important consideration. Factors that contribute to poor accessibility are limited operational hours, inequitable distribution throughout the municipality, non DDA compliance and lack of signage. Over 37% of Yarra's population are children and elderly people and it is important to cater to this population. The 2008 Strategy had identified that the Disability Advisory Committee and Aged and Disability Committee had concerns about the night time closure of some facilities and this is still an issue.

Yarra also has a significant influx of workers and visitors to the municipality. This requires an increase in the provision of public toilets within or closer to the train stations and other key public transport nodes.

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MANAGEMENT

The key areas of concern in relation to the management of toilets include their capacity, regular maintenance and upkeep. Even though there are regular scheduled clean-ups of all the public toilets in the municipality, many of the toilets are very old and present poorly. There is a need to assess the existing conditions of toilets to identify opportunities for major refurbishments. There is also a need to design new toilets to cater to the increasing demands and to minimise maintenance and cleaning costs.

ENVIRONMENTAL SUSTANABILITY

Existing toilets in Yarra incorporate limited measures to ensure environmental sustainability. Even though the automated toilets reduce maintenance and cleaning requirements, they use a lot of water in the self-cleaning process. Further investigations are required in regard to minimising water usage through recycled water and rainwater options. Treatment of grey water for the irrigation of trees and plantings should also be considered.

Factors that contribute towards sustainable practice include maximising use of natural light and ventilation. Many of the traditional toilet designs do provide openings that make use of light in the day, however there are number of existing traditional and automated toilets that rely on artificial lighting and ventilation.

The other considerations include usage of recyclable and renewable materials within the toilet design and reuse of existing materials when refurbishing toilets.

RETENTION OF EXISTING TOILETS

Yarra provides highly vibrant activity centres and with growing businesses and increasing night time economy, retention of existing public toilets is fundamental. Even though toilets are part of essential infrastructure it can be challenging to retain the existing toilets and find locations for new toilets. This is because the community and traders raise concerns with toilets located in proximity to shops, restaurants and private properties due to perceptions of safety around public toilets.



Chapter 4: Strategic Plan

4.1 Vision

The vision for this Public Toilet Strategy is:

Yarra has access to a network of safe, accessible, well maintained and sustainable toilet facilities.

4.2 Objectives and Strategies

The objectives and strategies have been designed to achieve the vision and to inform decisions in regard to the provision of new public toilets, and the replacement or refurbishment of existing toilets. It is intended that the strategies will be used to guide Council's Capital Works and Recurrent Budget programme as well as trigger discussions on planning applications of new major developments containing supermarket and large retail complexes.

The following key objectives and strategies should be taken into consideration when determining the location and design of new toilets or replacing and/or refurbishing existing toilets. These are grouped under the following themes:

- Provision
- Safety
- Accessibility
- Management
- Environmental Sustainability
- Retention of Existing Toilets

4.2.1 OBJECTIVE 1 OPTIMISE PROVISION OF NEW PUBLIC TOILETS

With increasing population and day/night activities there is a clear demand for new public toilets with longer operational hours. Following an analysis of existing public activities and identification of areas with increasing levels of growth, the following locations have been identified to ensure access to clean and safe public toilets:

- Activity centres
- Parks, gardens and other reserves
- Areas near key pedestrian and cycle routes connecting important destinations
- Civic and community facilities including town halls, recreation centres, libraries, etc.
- Temporary toilets for events, markets and festivals.

Strategies that should be considered in the provision of new and temporary public toilets:

- Provision of new public toilet facilities as identified in the Implementation and Management Framework (Chapter 6) of this Strategy
- Provision of safe, accessible and well-maintained public toilets including changing place facilities in new major developments that contain uses such as supermarket and retail.

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- Provision of more toilet cubicles (as single toilets may not serve the need at all locations) if required depending on population, usage and demand
- Provision of temporary toilets for large events, markets and festivals should be provided in accordance with the National Construction Code 2016, Building Code of Australia requirements (Vic H102.4 Sanitary and amenity facilities). To ensure full accessibility to all participants a changing places facility (compliant with Changing Places Australia) should be provided, where possible.
- Desirable walking distance to public toilets should be 400m in high pedestrian activity areas such as activity centres
- Explore opportunities with businesses to maximise accessibility to safe, accessible and well maintained public toilets that meet Australian Standards.
- Explore opportunities for availability of public toilets in other government facilities.

4.2.2 OBJECTIVE 2A LOCATE NEW PUBLIC TOILET FACILITIES TO MAXIMISE SAFETY

Public toilet facilities need to be located in publicly visible places to maximise usage as safety is considered to be the most important factor for people to access these facilities. Accessibility, maintenance or design may be ineffective if toilet location is inappropriate.

Safety strategies that need to be considered when locating and siting public toilets include:

- In shopping areas, toilets should be located within full view of public spaces, ensuring clear sight lines to the toilet entry/exit
- In parks and reserves, either integrate toilets with other buildings eg sporting pavilions or locate them at the edge closer to roads and car parks etc
- In other areas, locate them close to roads, footpaths, bicycle routes or nearby a building or facility that provides opportunity for casual surveillance eg a hospital or a busy tram stop etc.
- Comply with Crime Prevention through Environmental Design (CPTED) principles

Design Guidance:

- Avoid locating toilets:
 - Where the prominent public views to the toilet entry will be blocked
 - Where hidden or unusable areas are created around the toilet facility
 - Orient entrance towards areas which are well lit

OBJECTIVE 2B ENSURE THAT THE EXTERIOR AND INTERIOR OF PUBLIC TOILETS ARE WELL DESIGNED TO MAXIMISE PUBLIC SAFETY

The internal and external design of the toilet facility is a key consideration to increase a sense of security and maximise usage.

Strategies that should be considered in the design of public toilets to maximise public safety include:

- Identify opportunities to improve safety in and around existing toilets for all community members



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- Scheduled audit of existing toilets to ensure they meet safety requirements
- Design toilets to integrate into the surrounding public realm and reflect the local character
- Use components and materials that are appealing and maximise visibility.

Design Guidance:

- Design of facility should not allow any concealed areas that could be used for inappropriate congregation or loitering or hiding drugs
- Avoid provision of barriers or vision screen at the entry to provide a clear view of the interior and cubicles from the external public space
- Provision of lighting inside and outside the toilets for clear visibility
- Installation of sharps disposal units to avoid littering of syringes
- Use of fresh and appealing colours for the walls and flooring
- Include public or community art to provide an artistic design expression, community ownership and reflect the character of the area.

4.2.3 OBJECTIVE 3 PUBLIC TOILETS TO BE ACCESSIBLE BY PEOPLE OF ALL ABILITIES

Ensuring that public toilets are accessible and meet the requirements of all residents of Yarra is important to ensure an equitable future. Accessibility of public toilets can influence someone's daily mobility and hence their engagement with their local community.

The following strategies should be considered in order to make public toilets more accessible:

- Provide public toilets that are fully accessible and contain facilities to serve all users across Yarra, where possible
- Provide disability access in accordance with the Federal Disability Discrimination Act, Victorian Disability Act, the Disability Standards and other Australian Standards
- Consider the application of the Universal Design Principles in the design of new, replacement and refurbishment public toilets.
- Provide gender neutral public toilets to ensure convenience for LGBTIQ groups, families with young children and elder people with carers.
- Comply with Building Regulations, Building Code of Australia and Australian Standards.
- Consider extending toilet opening hours based on a needs analysis for the principal night time precincts identified in the Night Time Economy Strategy and open spaces during peak demands.

Design Guidance:

- Access to a designated parking bay for people with disabilities should be considered. If it is not possible to do so, the shortest, most convenient and uninterrupted path of travel that complies with Australian standards should be provided from the car to the facility
- Provide required clearances around the facility for access for people with disabilities and maintenance personnel as well as to accommodate associated amenities such as a new drinking fountain and bike hoops
- Provision of clear, inclusive and informative signage to include direction, distance (including nearest disability accessible toilet), opening hours and telephone number to contact. Signage for people with vision impairment should also be provided



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- Inclusion of graphics and visual symbols to serve the culturally and linguistically diverse (CALD) communities
- Provision of additional facilities like parent rooms, baby change tables and changing places facilities for people who have special access requirement should be considered based on the location and availability of space. It is important to consider provision of baby changing places facilities in both men and women toilets, if they are provided separately
- Provision of gender neutral toilets over single sex toilets to serve for Yarra's diversified community and to accommodate carers and parents to accompany individuals as required
- Provision of 24 hour access to facilities closer to important public transport nodes which also serve the homeless community may contribute to addressing anti social behaviours
- Provision of wider doorways to ensure access of mobility devices such as wheelchairs and mobility scooters
- Provision of semi-automatic doors which allows for both automatic and manual functions

4.2.4 OBJECTIVE 4 ALL PUBLIC TOILET FACILITIES SHOULD BE MANAGED TO ENSURE THEY FUNCTION TO MEET THE NEEDS OF THE USERS

Cleaning, maintenance, graffiti and vandalism have high impact on the image and usability of public toilets. It is important to maintain the toilet facility as well as the surrounding public realm and infrastructure to maximise the usage of public toilets.

Management strategies that need to be considered to ensure the functionality of public toilets include:

- Scheduled audits to ensure the facilities meet high standards of functionality based on 'fit for purpose' analysis. These include whether the facilities meet community expectations, user requirements, disability access and other current standards
- Scheduled audits to ensure the facilities are regularly maintained in response to demand and usage
- Consider more intense cleaning regime for locations identified with high usage and/or major community concerns
- Set high performance measurements for contractors maintaining the public toilets
- Provision of facilities with larger capacity depending on the usage.

Design Guidance

- Use of material to minimise maintenance requirements
- Impermeable internal material and finishes to be used to reduce odour
- Installation of sharps disposal units. Areas with increasing number of sharps discarded within the facilities should provide a larger capacity sharps disposal unit
- Use of fittings and materials that require minimum maintenance and cleaning like vandal resistant materials. Life cycle costs such as maintenance, management, surveillance, etc also need to be considered
- Provision of items to minimise risk of transmittable health hazards such as automatic soap dispenser and hand wash
- Graffiti resistant external finishes
- Provision of natural and well-ventilated environment to minimise issues with odour or presence of vermin.



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4.2.5 OBJECTIVE 5 PUBLIC TOILETS TO BE MORE ENVIRONMENTALLY SUSTAINABLE

Yarra City Council is committed to creating more sustainable facilities which incorporate measures to achieve sustainability through all aspects of governance and implementation.

The strategy to be followed to ensure public toilets are environmentally sustainable is:

- Compliance with Yarra's ESD Buildings Policy - Specification Tool for Building Minor Works.

Design Guidance

- Provision of natural light through skylights to minimise use of artificial lighting during the day. Use low energy lighting such as LED or solar powered lighting or sensor lights for interior use
- Provision of natural ventilation to minimise use of energy
- Consider measures to minimise water usage in the self-cleaning process of the automated toilets
- Use 100 percent recycled paper or post-consumer waste paper
- Reuse waste water like using basin water to nature strips, water gardens, and parklands
- Explore using recycled, recyclable and renewable materials for the structure

4.2.6 OBJECTIVE 6 PUBLIC TOILETS TO BE RETAINED WHEREVER POSSIBLE

With increasing population and activities there is always a demand for new toilets. The biggest challenge to provide new toilets in Yarra is to find sites in the busy activity centres. Hence, removal of existing toilets can only be considered if there are plans and budget to replace them with an improved facility at the same location. If the same location is not considered appropriate removal should be allowed once new location is established and agreed upon by the community.

Anti-social behaviour such as drug use, vandalism, loitering or sexual related activities in and around toilet areas can create a serious unsafe environment resulting in an unusable facility. Only in this case can removal be considered in conjunction with plans for replacement in a more suitable location.

The following key strategies should be taken into consideration when determining the removal, closure or reducing number of hours of an existing public toilet:

- Conduct community consultation and maintenance audits to understand the importance and issues with the existing facility
- Require substantial justification for any removal of a public toilet
- Ensure upgrades or refurbishments are done to meet the objectives and strategies identified in Section 5.2.2 to improve safety
- Where serious anti-social behaviour is consistent and cannot be remedied through upgrades/refurbishments, removal should be considered.



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Chapter 5: Implementation and Management Framework

The Implementation Framework sets out a prioritisation plan to guide the delivery of public toilets in Yarra over the next 10 years.

Prioritisation of the provision of new public toilets is based on an assessment of the following criteria:

- Where there is a gap in the provision of existing toilets in high pedestrian activity areas (based on 400m walkable catchment, refer Figure 5).

Also, having particular regard to:

- The current (proposed/approved/under construction/constructed) and potential future growth areas that is, having regard to provisions of the Yarra Planning Scheme and Plan Melbourne;
- Community and Traders Concerns; and
- Additional requirements due to
 - high demand
 - limited accessibility because of operational hours.

Prioritisation of the provision of replacement or refurbishments of existing public toilets is based on an assessment of the following criteria:

- The existing facility does not meet the majority of objectives, strategies and design guidelines outlined in the Strategy;
- The existing facility is not 'fit for purpose' and does not meet user requirements or disability access; and
- The existing facility is in a poor physical condition.

The *Building and Assets* and *Recreation and Open Space* teams along with other relevant departments depending on the site location will lead the implementation of the strategy and the reporting of outcomes and status to Council.

Provision of new public toilets recommended along activity centres should be encouraged within major developments that contain uses such as supermarket and large retail complexes that are publically accessible.

The proposed locations and priorities outlined below are for consideration in the 10 year capital works program and are subject to annual budget approval. It is proposed that each project will be designed, costed and consulted in one year and construction will commence in the next.

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Proposed priority list of broad locations for new toilets

Proposed Priority ¹	Location ²	Product Purchase Price	Installation including design ³	TOTAL
1	Edinburgh Gardens (South), Fitzroy North	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
2	Nicholson Street - between Richardson Street and Linear Park Reserve	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
3	Brunswick Street - between Johnston Street and Alexandra Parade	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
4	Swan Street – between Edinburgh Street and Bendigo Street	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
5	Collingwood Town Hall Precinct, Abbotsford	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
6	Heidelberg Road – between Park Avenue and Grange Road	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
7	Bridge Road -between Burnley Street and River Street	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
8	Johnston Street – between Lulie Street and Trenerry Crescent	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
9	Church Street – between Swan Street and Yarra River	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
10	Gertrude Street – between Nicholson Street and George Street	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
TOTAL			\$3.6-\$4.6 million	

Proposed priority list of locations for replacement of existing toilets

Proposed Priority ¹	Location ²	Product Purchase Price	Installation including design ³	TOTAL
1	Condell Street, Fitzroy	\$180,000	\$100,000- \$150,000	\$280,000- \$330,000
2	Richmond Town Hall (off ROW)	\$180,000	\$100,000- \$150,000	\$280,000- \$330,000
3	Curtain Square, Carlton North	\$180,000	\$20,000- \$50,000	\$200,000- \$230,000
4	Victoria Park, Abbotsford	\$180,000	\$180,000- \$280,000	\$360,000- \$460,000
TOTAL			\$1.1-\$1.3 million	

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Proposed priority list of locations for refurbishment of existing toilets⁴

Proposed Priority ¹	Location ²	Product Purchase Price	Refurbishment including design ³
1	Fairfield Park, Fairfield	Not Applicable	\$50,000-\$60,000
2	Kevin Bartlett Reserve, Burnley		\$100,000-\$150,000
3	Darling Gardens, Clifton Hill		\$100,000-\$150,000
4	Burnley Park, Burnley		\$100,000-\$150,000
TOTAL			\$0.3-\$0.5 million

Notes:

1 The proposed priority list will be implemented subject to Council's annual budget approval

2 Exact locations yet to be determined subject to investigation of traffic and transport requirements and underground services and community consultation.

3 Total estimated budgets include a number of components involved in installation of public toilets. These include siting and design study, site surveys, community consultation, transportation, plumbing and construction.

4 The priority lists for refurbishments should be considered in conjunction with the list of maintenance and minor upgrades that Council prepares annually

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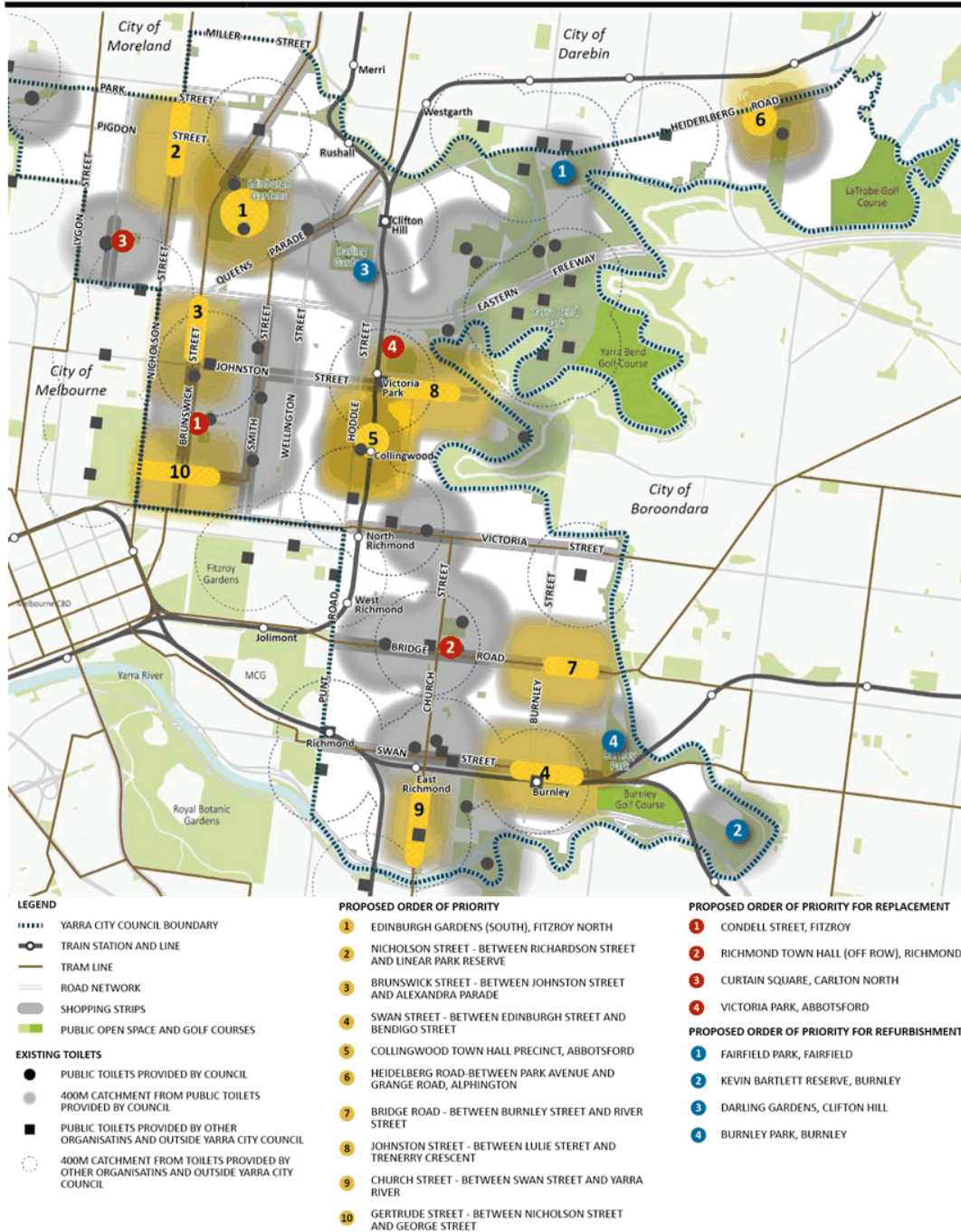


Figure 5: Map showing proposed order of priority of broad locations for new toilets, replacement and refurbishments of existing public toilet facilities

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11.4 Disability Advisory Committee Terms of Reference

Trim Record Number: D17/157764

Responsible Officer: Acting Director Community Wellbeing

Purpose

1. To propose revised Terms of Reference for the Disability Advisory Committee (DAC) for Council's consideration and endorsement.

Background

2. The DAC provides advice and support to Yarra City Council on how Council can improve the wellbeing of people with disability and their careers. This includes providing advice on:
 - (a) Council's Access and Inclusion Policy and Strategy;
 - (b) Universal access and inclusion principles;
 - (c) Best practice in Council core activities; and
 - (d) Assisting in Council's advocacy role to promote access and inclusion at the broader level.
3. The DAC's membership includes people with disability, carers or family members of people with disability, and other people able to represent the views of Yarra residents with disability.
4. As a formal advisory committee to Council, Councillors Mike McEvoy and Daniel Nguyen chair alternate DAC meetings.
5. The DAC's Terms of Reference were last updated and endorsed by Council in 2006, and the proposed amendments developed in consultation with the DAC are aligned to the following key Council plans, strategies and emerging trends.
 - (a) Council Plan 2017-21 (specifically Objective 2: An inclusive Yarra);
 - (b) Access and Inclusion Plan 2014-2017;
 - (c) Human Rights approach; and
 - (d) Current directions arising from the National Disability Strategy 2010-2020 and the National Disability Insurance Scheme (NDIS) social reforms.

Proposed Changes

6. The following provides background information on the proposed key changes:
 - (a) **Purpose Section** - the amended version is re-shaped to reflect a stronger Human Rights approach and current trends arising from the National Disability Strategy 2010 – 2020 and the NDIS social reform. The proposed amendments to the DAC Terms of Reference includes:
 - (i) provide information, advice and guidance to Council at both a strategic and operational level on universal access and mainstream participation of people with disability; and
 - (ii) provide ongoing support to Council in ensuring that disability rights are integrated into the core business of Council.
 - (b) **Principles Section** – these have been re-shaped and expanded to emphasise the social benefits of realising disability rights. The Principles included in the proposed amendment to the DAC Terms of Reference aim to improve the opportunities, status and influence of people with disability within the community by:
 - (i) realising disability rights is beneficial for the whole community as reduced physical, structural and attitudinal barriers lead to full participation by everyone;

- (ii) equalising opportunities to improve the quality of life of people living with disability requires the cooperation and collaboration of all levels of government in partnership with the whole community; and
 - (iii) the DAC gives the citizens of Yarra a means for direct participation in Council's decision making processes.
- (c) **Membership and Composition Section** – membership of service providers (and of paid carers) has been removed from DAC's composition. This is to strengthen the community interests of people with disability, rather than interests of service providers (or paid carers). Historically the DAC has focused on community representation rather than being a forum for service providers. Additionally, the proposed amendment to the Terms of Reference (under Membership and Composition) states that:
- (i) As far as practicable the composition of community members will reflect the widest access and inclusion perspective of people with disability, and their families and carers, including:
 - people with disability from the Aboriginal and Torres Strait community; and
 - people with disability from Culturally, Religiously and Linguistically diverse (CRALD) backgrounds.
- (c) **Selection Criteria Section** – this has been expanded to reflect the updated membership composition, and to highlight skills and aptitudes required of committee members. The proposed changes provides clear governance regarding:
- (i) Membership and composition;
 - (ii) Selection criteria, term of appointment, selection process and vacancies;
 - (iii) Clearly defines the role of Observers and Chairperson; and
 - (iv) Clearly defines the role of DAC, which is an advisory body (not a decision making body).
- (d) **Term of Appointment Section** – considerable changes are proposed to the appointment of members. Instead of advertising every two years – and having half of the committee stepping down at that point, it is proposed to appoint members for the full Council tenure with an opportunity to re-nominate. This proposed change is intended to enable members to participate more effectively and provide continuity over the term;
- (e) **Vacancies Section** – the proposed changes reflect the *Appointment of Members to Council Committees* Policy provisions adopted by Council subsequent to the DAC's original Terms of Reference being endorsed in 2006; and
- (f) **Meeting Guidelines Section** – this is a new section added to the proposed Terms of Reference. It outlines general and procedural rules and processes for conducting meetings. These become necessary to clarify roles and responsibility of all involved.

7. Attached to this report are the proposed, amended Terms of Reference.

External Consultation

8. The DAC were closely involved in the review of the Terms of Reference and are Council's main disability advisory body. The DAC is supportive of the proposed changes.

Internal Consultation (One Yarra)

9. Council's Governance Unit have been consulted in the review of these Terms of Reference to ensure they align overall with Council's Plan and Community Health and Wellbeing Plan and governance policies.

Financial Implications

10. The proposed changes to the DAC Terms of Reference do not result in any specific financial implications. Financing of DAC will be from within the existing budget allocated to resource the DAC and associated activities.

Economic Implications

12. There are no specific implications arising from the proposed amendment to the Terms of Reference.

Sustainability Implications

12. There are no specific implications arising from the proposed amendment to the Terms of Reference.

Social Implications

13. The proposed amendments to the DAC Terms of Reference strengthens the principles underpinning the function of DAC. The Principles included in the proposed amendment to the DAC Terms of Reference aim to improve the opportunities, status and influence of people with disability within the community.

Human Rights Implications

14. The proposed amendment to the Terms of Reference is consistent with the Disability Discrimination Act 1992, and the Victorian Charter of Human Rights and Responsibilities Act 2006. The DAC Terms of Reference respects and promotes universal access and mainstream participation of people with disability.

Communications with CALD Communities Implications

15. Communications with CALD communities will be addressed as part of community engagement activities undertaken by DAC.

Council Plan, Strategy and Policy Implications

16. The proposed amendments to the DAC Terms of Reference is consistent with policy statements made within the Council Plan. Specifically Objective 2 - An Inclusive Yarra supports an inclusive and diverse community and recognises the importance of Human Rights and the Disability Discrimination legislation in guiding Council's commitment. Strategy 2.2. states: *Remain a highly inclusive Municipality, proactive in advancing and advocating for the rights and interests of specific groups in the community and community issues.*

Legal Implications

17. The proposed amendments to the Terms of Reference is consistent with the Disability Discrimination Act 1992, and the Victorian Charter of Human Rights and Responsibilities Act 2006. There are no specific implications arising from the amendment to the Terms of Reference.

Other Issues

18. Following the adoption of the revised Terms of Reference it is intended to complete recruitment to a number of current casual vacancies and to implement the new process relating to the full Term of Appointment in line with the Council cycle.

Conclusion

19. The Terms of Reference have been reviewed in light of changes to Council's Governance processes and also aligned with the purpose of the Human Rights approach, emerging trends and to include a more thorough appointment process for new members.
20. The proposed amendments clearly articulate the purpose of and strengthen the principles underpinning DAC. They also provide clear governance regarding:
 - (a) Membership and composition;
 - (b) Selection criteria, term of appointment, selection process and vacancies;
 - (c) Role of Observers and Chairperson;
 - (d) Clearly defines the role of DAC, which is an advisory body (not a decision making body); and
 - (e) Meeting Guidelines, including general and procedural rules

RECOMMENDATION

1. That Council endorse the attached revised Terms of Reference.

CONTACT OFFICER: Cheryle Gray
TITLE: Coordinator Community Planning
TEL: 9205 5175

Attachments

- 1 Terms of Reference (revised September 2017) Disability Advisory Committee

Attachment 1 - Terms of Reference (revised September 2017) Disability Advisory Committee



Disability Advisory Committee

Terms of Reference

September 2017

Purpose

The role of the Disability Advisory Committee (DAC) is to:

- (a) Provide information, advice and guidance to Council at both a strategic and operational level on universal access and mainstream participation of people with disability; and
- (b) Provide ongoing support to Council in ensuring that disability rights are integrated into the core business of Council.

The DAC may provide advice and be consulted on the following:

- The provision of forums for the discussion of contemporary issues affecting the well-being of people with disabilities and their carers;
- Any proposed strategies, programs, services and initiatives developed by all levels of Government and Non-Government Organisations to respond to access and inclusion issues;
- Community development initiatives across the City of Yarra;
- Systemic advocacy issues;
- Development, implementation and review of Council's Access and Inclusion Policy and Strategy;
- Review of Council's plans, strategies and policies;
- Accessible and inclusive Council services, programs and events;
- Council's major capital works and infrastructure;
- Influence community attitude and perceptions

Principles

The function of the DAC is underpinned by the following principles:

Attachment 1 - Terms of Reference (revised September 2017) Disability Advisory Committee

- (a) Realising disability rights is beneficial for the whole community as reduced physical, structural and attitudinal barriers lead to full participation by everyone.
- (b) Equalising opportunities to improve the quality of life of people with disability requires the cooperation and collaboration of all levels of government in partnership with the whole of the community.
- (c) The DAC gives the citizens of Yarra a means for direct participation in Council's decision making processes.
- (d) The DAC will be flexible with regard to multiple non attendances by members, acknowledging the health and support needs associated with active citizen participation.
- (e) Experiential learning allows DAC members to acquire skills and gain confidence in providing advice to Council and assist Council with advocacy for disability rights.
- (f) Operation of the DAC is based on the *Meeting Guidelines* incorporated into these Terms of Reference.

Membership and Composition

The Disability Advisory Committee will comprise;

- (a) Two Councillors; and
- (b) Up to twelve non-Council Community Representatives.

As far as practicable the composition of the community members will reflect the widest access and inclusion perspectives of people with a disability¹, and their families and carers, including:

- (a) People with disability from the Aboriginal and Torres Strait community;
- (b) People with disability from Culturally, Religiously and Linguistically Diverse (CRALD) backgrounds;
- (c) People with disability from the Lesbian, Gay, Bisexual, Transgender, Intersex (LGBTI) community;
- (d) People with disability from a variety of life stages.

A quorum for passing formal motions will consist of four (4) Community Representatives and the Chairperson.

¹ The definition of "disability" as outlined in the Disability Discrimination Act 1992 includes:

- Physical
- Intellectual
- Psychiatric
- Sensory
- Neurological, and
- Learning disabilities, as well as
- Physical disfigurement, and
- The presence in the body of disease-causing organisms.

Attachment 1 - Terms of Reference (revised September 2017) Disability Advisory Committee

Selection Criteria

Community representatives can be someone who resides, works, studies or receives services in Yarra.

Community members will be eligible for selection if they;

- Have a disability; or
- Are a carer or a family member of a person with a disability; and
- Have experience, knowledge and understanding of disability issues; and
- Are able to represent the views of other Yarra residents with disability; and
- Demonstrate ability to work effectively as a member of an Advisory Committee.

Staff members who are (paid) workers of disability service provider organisations, should not be considered for DAC appointment.

Term of Appointment and Selection process

The term of appointment is four years following a public advertising process. Community Representatives can sit on the DAC throughout Council tenure, with an opportunity to formally reapply, and that this process can be supported. This would allow Community members, as representatives on DAC sufficient time to be able to translate their lived experience into processes on policy decision making. Experiential learning enables members to acquire skills and gain confidence in providing advice to Council; and assist Council with advocacy for disability rights.

The DAC will be flexible with regards to multiple non attendances by members, acknowledging the health and support needs associated with active citizen participation.

Vacancies

Where casual vacancies occur, the Council Officer responsible for the committee shall advise the Chief Executive Officer (CEO) of the vacancy. The CEO shall determine whether the vacancy requires filling, giving regard to the committee's capacity to fulfil its Terms of Reference, and represent communities in different disability areas.

If a new appointment is necessary, the Chief Executive will determine the most appropriate recruitment process as per the *Appointment of Members to Council Committees Policy*. This may involve identification of an appropriate candidate who satisfies the eligibility criteria from Council's existing networks, including invitation of an Expression of Interest through a public advertising process.

Following this, a selection panel made up of two DAC members, the Chairperson and the Disability Planning Officer will be set up to assess the EOI applications, and interview applicants if necessary. Recommended candidates will commit to attend at least four meetings as Observers, for the purpose of familiarisation with rules, processes, roles and responsibilities during the proceedings.

The selection panel determines the most suitable applicants and makes recommendations to the CEO.

Attachment 1 - Terms of Reference (revised September 2017) Disability Advisory Committee

The CEO shall notify all Councillors of the intention to make an appointment, and provide them with relevant details of the recommended appointee(s). Unless any Councillor raises objection within seven days, the CEO shall appoint the recommended appointee(s) to the committee. If objection is raised, the CEO may submit the candidate to a Council Meeting for Council's determination; or identify an alternative candidate; or abandon the process and not appoint a candidate.

Observers

Community members are welcome to attend DAC meetings in the capacity of Observers. The role of an Observer is to become familiar with the style, issues and procedures of this Committee.

Where casual vacancies exist Observers who meet eligibility criteria and follow the DAC's *Meeting Guidelines*, may qualify for appointment as set out above.

If Observers are not appointed following a casual vacancy recruitment round, they could continue attendance as Observers.

Chairperson

The Chairperson and the Deputy Chairperson are Councillors appointed annually by Council. The Chairperson will act as the public face of the committee and will present advice and reports to the Council and other bodies on behalf of the committee.

Decision Making

The Disability Advisory Committee is not a decision making body.

As far as practicable the Disability Advisory Committee will provide advice based on the collective wisdom of the Committee and the best available information provided by Council Officers.

Any formal advice provided by the Committee will be reached by consensus. Only Community Representatives are entitled to vote or use other decision making mechanisms for reaching consensus.

However, a diversity of differing views may be expressed by the Committee from time to time. These views will be reflected in any reports and statements issued by the committee.

Representation of Views

The Chairperson will represent the views of the Committee and may, as delegated by the Mayor from time to time, make public statements to the media if required.

If members of the Committee wish to make statements to the media on issues discussed at the Committee meetings, they are encouraged to discuss this with the Disability Planning Officer and the Chairperson beforehand.

Members are entitled to make comment on matters in their capacity as a member of another organisation or as private citizens; however it should be clear that those views are not expressed on behalf of the DAC or Council.

Attachment 1 - Terms of Reference (revised September 2017) Disability Advisory Committee

Meeting Times

The DAC meets 10 times through the year. Meeting dates will be published on Yarra's website at the beginning of each year.

Meetings will last for two hours.

Support for Meeting Attendance

Funding is available for members of the Committee who require attendant care, transport, carer support or an interpreter service. Support requirements must be advised to the DPO prior to the meeting.

Support for the Committee

The Disability Advisory Committee is supported and resourced by the Disability Planning Officer. The Disability Planning Officer is supported by the Coordinator Community Planning, and the Manager, Aged and Disability Services for the overall carriage of the access and inclusion activities of Council.

Council officers attend the Disability Advisory Committee meetings and provide the Committee advice and information in the area of their expertise.

Where Community Representatives on DAC contribute significant amounts of their time to activities such as interview panels, Council will acknowledge their contribution either financially or in-kind (e.g. transport, refreshments etc.)

An induction program will be provided to new committee members.

Attachment 1 - Terms of Reference (revised September 2017) Disability Advisory Committee

Meeting Guidelines

Disability Advisory Committee

The DAC operates in accordance with the Meeting Guidelines outlined below.

General rules

1. The Chairperson of the meeting has the sole discretion to vary the application of these Guidelines.
2. The general provisions of these Guidelines shall be made known to all involved before they attend a meeting.
3. Persons attending the meeting shall adhere to the Meeting Guidelines.
4. All participants are expected to contribute positively to the meeting, and conduct themselves in a respectful and collaborative manner.

Agenda and minutes

5. Agenda development:
 - (a) **Community Representatives** can raise agenda items with the Disability Planning Officer no later than 10 days before the meeting.
 - (b) **Observers** wishing to raise an agenda item at DAC meetings can do so through a current member, or by prior discussion with the Disability Planning Officer, no later than 10 days before the meeting.
 - (c) **Any late item** on an urgent matter may need to be addressed outside the meeting by a relevant Council Officer, or at the meeting with the approval of the Chair.
6. Minutes shall record names of attendees, apologies, concise summary of discussions, motions and actions.
7. Relevant documentation (i.e. agenda, minutes, papers) shall be circulated approximately one week before each meeting.

Procedural rules

8. Council Officers who sit on the Committee are required to declare any conflict of interest and leave the room before the start of discussion.
9. Where two or more members desire to speak at the same time, the Chairperson shall decide who will have priority and verbally acknowledge the order for those who have indicated they wish to speak.
10. Community Representatives who were already given the opportunity to speak give priority to other members.
11. Observers may contribute their views when invited by the Chairperson to do so.
12. People addressing the meeting shall confine themselves to the agenda item under consideration.
13. Any item raised outside the agenda can be noted, but not discussed until it is listed on the agenda.
14. No person when speaking can be interrupted.
15. No person shall use offensive or disorderly language and behaviour.
16. If actions of some persons are continually disruptive to the meeting the Chairperson may ask them to leave or, if necessary, suspend the meeting.

11.5 Submission to the Standing Committee on Legal and Social Issues Inquiry into the Public Housing Renewal Program

Trim Record Number: D17/161656

Responsible Officer: Acting Director Community Wellbeing

Purpose

1. To seek the approval of Councillors of the attached submission and letter to the Standing Committee on Legal and Social Issues Inquiry into the Public Housing Renewal Program.

Background

2. The Victorian Government has committed to a new Public Housing Renewal Program (the Renewal Program). The Government has committed \$185 million towards these efforts. Across metropolitan Melbourne and in regional centres of Victoria, ageing public housing estates will be redeveloped into “modern, mixed-tenure neighbourhoods”. Profits generated from the sale of the private dwelling will fund the replacement of ageing public housing stock and also enable a 10% increase of social housing homes at each location. Upon completion the majority of social housing dwellings will remain public housing, with the remainder owned and managed by community housing providers.
3. The Legislative Council of the Victorian Parliament has now tasked the Standing Committee on Legal and Social Issues to conduct an Inquiry into the Renewal Program with a requirement to report no later than 20 March 2018. The call for submissions is open until 3 November.
4. The Inquiry’s Terms of Reference (attached) include:
 - (a) the adequacy of a proposed 10 per cent increase in social housing at each site;
 - (b) the effects on current public housing tenants;
 - (c) the proposed allocation of parts of the sites between new public and private housing units;
 - (d) the proposed increase in density; and
 - (e) the removal of planning controls from local councils and planning implications for surrounding communities.
5. The Draft submission (attached) includes the following conclusions:
 - (a) these sites can only be sold once and the onus is on the state government to demonstrate that there are significant public benefits from the Public Housing Renewal Program. There are questionable benefits and many dangers in rushing the renewal of public housing estates;
 - (b) asset management data on the condition of these 1,100 dwellings (and future dwellings being considered) must be published. Until such information is published there is no way for the community to feel confident that refurbishments were unfeasible and the renewal program represents public value;
 - (c) the Victorian Government has failed to articulate, and evidence, how future development value – that is the uplift – is being captured by the government for public benefit. The assumptions, modelling and outcomes of this program should be transparent and able to withstand public scrutiny;
 - (d) together, the nine sites to be renewed constitute roughly sixteen hectares of prime residential real estate. At face value, the dwelling replacement plus ten percent increase seems to be a cheap price for any developer to pay given the uplift in value resulting from new planning scheme conditions which enable high dwelling yields;

- (e) it is probable that there will be sizable profits at most the sites. This raises a series of questions including: Where are these future profits going? How much will go to the developer? How much is going back to the Victorian Government and how will these funds be quarantined for social housing and not lost in consolidated revenue?
- (f) Council holds significant concerns on how vulnerable residents will be impacted during any redevelopment and possibly beyond. Housing is not just bricks and mortar – it is connection to place, including family, friends, employment, transport, health and community support services, and the informal networks that people build up during their lives;
- (g) a principal objective should enabling existing households to return to the respective estates. Therefore we would prefer to see a like-for-like housing commitment (i.e. replacing a three-bedroom with a three-bedroom dwelling) so that current households are not disadvantaged by the redevelopment and each has a genuine option to return;
- (h) private and social dwellings should be indistinguishable in appearance, quality or amenity and common areas should be genuinely shared by all residents. So called ‘salt and pepper’ approaches, where each building has mixed tenancies, remain preferable;
- (i) from previous examples in Melbourne and elsewhere, it cannot be concluded that changes in the tenure mix of redeveloped estates – the ‘social mix’ of private and public – does not ameliorate social disadvantage. Social mix can often be seen as ‘window dressing’ and it is not a substitute for authentic community development and social infrastructure which truly builds community;
- (j) Councils should be the Responsible Authority for any redevelopments as they are best placed to secure positive outcomes for the long-term benefit of the community. Councils are the custodians of the policies and strategies that contribute to community wellbeing and liveability such as the Council Plan, Municipal Strategic Statement, Open Space Strategy, Strategic Community Infrastructure Plan and Municipal Public Health and Wellbeing Plan; and
- (k) in the specific case of the renewal of the estate at Noone Street, Clifton Hill there are some additional considerations including:
 - (i) the design and consultation process is not providing Council officers sufficient opportunity to provide input to the possible planning and design options. The involvement of Council officers in the design process has been limited. It is currently unclear as to how much existing feedback to the Department is informing the development of design options;
 - (ii) there needs to be a more open and considered design based approach rather than rushing to a single design outcome. This requires a clear and genuine design process that provides time for considering advice and options. The involvement of a Design Review Panel from the Office of the State Architect is a welcome element to the design process, however their advice and how it is considered by project design teams needs to be more open; and
 - (iii) the justification for the proposed design was prepared in isolation and without regard to the strategic implications for the wider neighbourhood. It was acknowledged in discussions that preparation of a built form framework for the length of Alexandra Parade would be appropriate and manage any longer term consequences resulting from the redevelopment of the public housing. It would also provide a stronger strategic basis for any change in planning controls.

External Consultation

6. Council offers have conducted an extensive consultation to inform this submission given the tight time frame available. We received 5 written submissions (Michael Horn, Equity Justice Access, Eastern Alliance on Affordable Housing, Port Phillip Housing Association, Glenda Wilson), and 2 verbal (Victorian Public Tenants Association, and an AHA). Officers also facilitated a meeting on 18 October attended by 17 stakeholders with representatives from Registered Housing Associations, the Brotherhood of St Laurence, Darebin and Moreland Councils, the University of Melbourne and local residents. Yarra Mayor Cr Stone and Cr Fristacky were also in attendance.
7. The stakeholder consultation event was structured around the following issues:
 - (a) What are the impacts – positive and negative – on current tenant’s quality of life in both the short and longer term?
 - (b) Will the dwelling configurations, especially bedrooms, post renewal be suitable to the needs of current households and more broadly, for those already on public housing waiting and transfer list?
 - (c) Is social mix a desirable outcome and does the renewal program as described achieve social mix?
 - (d) Does the proposed increase of 10% social housing *in situ* justify the renewal program?
 - (e) What feasible alternatives are there to fund the renewal of public housing assets that are beyond basic repair and no longer fit for purpose? (e.g. DDA compliance, lack of internal amenities);
 - (f) What concerns are there with the statutory approvals process for the renewal?
 - (g) Is public value being adequately secured through the renewal program? Are there ways this process could be improved?
8. There was a general view arising from the consultation as well as written and verbal submissions that the sites should be redeveloped but that the current model misses the mark in terms of providing an inadequate social housing return. One submission also supported the redevelopment using the current model.

Internal Consultation (One Yarra)

9. Community Partnerships, Aged and Disability and City Strategy were involved in the consultation. Officers also met with the Active Ageing Advisory Committee to discuss the topic and invited the Disability Advisory Committee and Aboriginal Partnerships to be part of the stakeholder consultation event.

Financial Implications

10. There may be additional rates to Council from the increase in dwelling numbers as well as the longer-term increase in land values of adjoining properties.

Economic Implications

11. Improved access to public housing supports some of the highest need individuals in society, providing secure accommodation that enables better participation in economic and civic life.

Sustainability Implications

12. The new dwellings are required to comply with the Apartment Design Guidelines for Victoria, which include clear guidelines to increase energy efficiency.

13. The development of a more sustainable Melbourne entails providing housing for low income households in locations where they can benefit from access to transport, health and community support services. Yarra has significant locational advantages which mean developing housing for all has benefits beyond the Yarra municipality. Yarra has abundant transport, services, commercial and cultural assets, which means it is attractive for many people. The attraction of Yarra as a place to live has led to a corresponding demand for residential housing development and high land values. It also makes it an attractive location for lower-income households and those who require access to the many health and community support services located in the municipality.

Social Implications

14. The 2016 census showed that the proportion of households in Yarra living in social housing sits at 9.5%, down from 10.8% on 2011. Yarra is experiencing a decline in the availability of social housing and, as a consequence, the area's social and economic diversity is declining. In 2017, Yarra has around 4,765 government-owned dwellings and 653 Community Housing dwellings out of 44,907, residential dwellings. The total of 5,413 'social' (public and community') housing types represents 12% of dwellings.

Human Rights Implications

15. As of June 2017, there were 1097 households on the social housing waiting list for Fitzroy, Collingwood and Richmond areas. In March 2017, there were 2706 recipients of the Disability Support Pension living in Yarra and 4960 receiving the Age Pension and 1237 receiving the Carer Allowance. With the declining availability of social housing, it is likely that additional fixed income households will lack access to affordable housing in Yarra.

Communications with CALD Communities Implications

16. Many of the residents of public housing are from CALD backgrounds. The Department of Health and Human Services has consulted directly with residents as part of the overall consultation strategy.

Council Plan, Strategy and Policy Implications

17. The submission is consistent with a range of objectives within the Council Plan including:
 - (a) Objective 2: An inclusive Yarra a place where...Inclusion, diversity and uniqueness are welcomed, respected and celebrated and; and
 - (b) Objective 4: A liveable Yarra a place where ...Development and growth are managed to maintain and enhance the character and heritage of the city.
18. The Council plan contains two specific actions aimed at meeting the above objectives including:
 - (a) Strategy 2.2: Remain a highly inclusive Municipality, proactive in advancing and advocating for the rights and interests of specific groups in the community and community issues and; and
 - (b) Strategy 4.2: Actively plan for Yarra's projected growth and development and advocate for an increase in social and affordable housing.

Legal Implications

19. The Inquiry includes a focus on the removal of planning controls from local councils. The draft submission recommends that local councils be the Responsible Authority for the redeveloping of public housing sites.

Other Issues

20. Council has no current policy positions on public housing redevelopments since its response to the proposed Master Planning of the Atherton Gardens and North Richmond Estates in 2012 to 2014. In developing this submission, officers have sought input from community stakeholders who have provided a range of views to Council. The lessons from earlier redevelopments, especially those of Carlton and Kensington, suggest that careful management of the process and public accountability for the profits for the sale to developers should be paramount. The submission recognises the value of a redevelopment process that can demonstrate an increase in the quality and availability of social housing. However, it recommends further work is needed on the current model to maximise community benefit.

Conclusion

21. The redevelopment of public housing estates is a matter of significant public and community interest. This submission provides a comprehensive response to the Terms of Reference and offers Council a foundation for considering redevelopments now and in the future. The Inquiry will report no later than 20 March 2018.

RECOMMENDATION

1. That:
 - (a) Council endorse the attached submission and letter to the Inquiry into Public Housing, and note that the deadline for submissions to be received is 3 November 2017.

CONTACT OFFICER: Belinda Robson
TITLE: Senior Policy Advisor
TEL: 9205 5093

Attachments

- 1 TOR- Inquiry into the Public Housing Renewal Program
- 2 Yarra CC- Submission- Inquiry into the Public Housing Renewal Program- 3 Nov 2017

Attachment 1 - TOR- Inquiry into the Public Housing Renewal Program



STANDING COMMITTEE ON LEGAL AND SOCIAL ISSUES (Legislation and References)

Terms of Reference

58th Parliament

Inquiry into the Public Housing Renewal Program

On 9 August 2017, the Legislative Council agreed to the following motion:

That, pursuant to Sessional Order 6, this House requires the Legal and Social Issues Committee to inquire into, consider and report, no later than 20 March 2018, on the Victorian Government's plan to sell a majority of the public land on existing public housing estates for private development under the Department of Health and Human Services (DHHS) Public Housing Renewal Program (PHRP), and, in particular the Committee should consider –

1. the adequacy of a proposed 10 per cent increase in public housing (or 1,100 public units) on the sites given the size of the waiting list for public housing;
2. the ability to cater for all demographics including families, couples and singles with the proposed housing mix;
3. the effects on current public housing tenants, including:
 - a. whether they will be moved to accommodation that is secure, stable and fit for purpose;
 - b. whether they will be moved to accommodation that is close to existing social support networks, educational, health and welfare services;
 - c. whether current tenants will be able to return to the estates;
4. the allocation of parts of the sites between the proposed new public and private housing units;
5. the lack of public condition assessments of the estates or alternative options such as refurbishment of all or part of the existing housing units;
6. the proposed significant increase in density and heights and any local environmental impacts, such as the loss of open space and mature vegetation;
7. the removal of planning controls from local councils, and planning implications surrounding communities including existing neighbourhood character, traffic flow and provisions of services;
8. the proposed loss of third party appeal rights;

Attachment 1 - TOR- Inquiry into the Public Housing Renewal Program

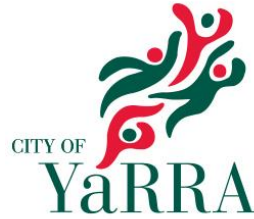
9. the transparency and genuine community consultation with affected residents, neighbouring communities and the broader Victorian community regarding the short, medium and long term implications of the PHRP model as currently proposed;
 10. public housing estates where similar models are envisaged or underway, including
 - a. Markham Avenue, Ashburton;
 - b. Koolkuna Lane, Hampton; and
 - c. the corner of Stokes Street and Penola Street, Preston;
 11. previous Victorian public housing renewal projects, including but not limited to the Kensington, Carlton and Prahran public housing estates;
 12. best practice models for the provision of public housing from within Australia and overseas;
- and any other matters the Committee considers relevant.

Attachment 2 - Yarra CC- Submission- Inquiry into the Public Housing Renewal Program- 3 Nov 2017

In reply please quote: D17/162196

Our ref: D17/162196

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3 November 2017

Mr Patrick O'Brien
The Secretary
Legal and Social Issues Committee
Parliament House, Spring Street
EAST MELBOURNE VIC 3002

Via email: phrp@parliament.vic.gov.au

Dear Mr O'Brien,

Yarra Council's Submission to the Inquiry into the Public Housing Renewal Program

Yarra Council welcomes this opportunity to respond to the Standing Committee on Legal and Social Issues' Inquiry into the Public Housing Renewal Program.

The redevelopment program has been a long-term plan of the Victorian state government to renew rundown and poor standard residential buildings on and around housing estates, especially "walk-up" stock, by introducing new private housing on site with the profits generated to pay to refurbish or replace dwellings.

Our Council has a long and proud tradition of advocating for the best housing outcomes for its community and is committed to working to increase the supply of housing suitable for households on low incomes within its municipality. The redevelopment of estates is one way to renew and expand social housing but is only acceptable only if done well.

Forfeiting state ownership of land and housing is something that the community is rightly concerned about. These sites can only be sold once and the onus is on the Victorian Government to demonstrate that there are significant public benefits from the Public Housing Renewal Program (the Program). To date, the Victorian Government has failed to articulate, and evidence, how this program is to the net advantage of tenants nor how the future development value (i.e. the uplift) is being captured by the government for public benefit. In terms of assumptions, modelling and outcomes, there is simply no transparency and based upon previous experiences of similar government efforts, we believe it would be imprudent to grant the government a free hand.

Attachment 2 - Yarra CC- Submission- Inquiry into the Public Housing Renewal Program- 3 Nov 2017

This Inquiry comes at an important time for our Council. We wish to see more action to expand the supply of social housing in the municipality and have recently released a draft 'Policy Guidance Note on Affordable Housing in Significant Redevelopments' to articulate our commitment to securing at least 5% affordable housing within new dwellings generated through re-zoned land. We look forward to working together with the state government to advance a joined-up approach to dealing with the affordable housing crisis.

Should you require further information please contact Lucas Gosling, Acting Director Community Wellbeing on 03 9205 5101 or at lucas.gosling@yarracity.vic.gov.au.

Yours sincerely

Cr Amanda Stone

MAYOR

**Attachment 2 - Yarra CC- Submission- Inquiry into the Public Housing Renewal Program- 3
Nov 2017**



**Submission: Inquiry into the Public Housing Renewal Program
November 2017**

CONTEXT

Due to constrained financial environment, DHHS and the community housing sector are increasingly looking to generate a mix of private, affordable and social housing when redeveloping public housing to enable an income stream to enable cross-subsidies of public housing.

The Public Housing Renewal Program (PHRP) is a \$185 million program led by the Department of Health and Human Services (DHHS) to redevelop ageing public housing estates into “modern, mixed-tenure neighbourhoods”. Profits generated from the sale of the private dwellings will fund the replacement of the public housing stock and also enable a 10% increase of social housing dwellings at each location. Final (redevelopment) models – yields, plans, dwelling mix to make for viable projects – will be determined through the Registration of Capability and Request for Proposals process (i.e. from the Special Purpose Vehicles (of partnerships between community housing providers and private developers). The PHRP currently includes the redevelopment of nine ageing public housing estates, principally “walk ups”, including Noone Street, Clifton Hill within the City of Yarra.

The PHRP also outlines plans to change the management arrangements of the renewed stock. Upon completion the majority of social housing dwellings will remain public housing, with the remainder owned and managed by community housing providers with rental and tenure arrangements comparable to those of public housing.

The resident population of the City of Yarra includes around 3,793 households living in social housing dwellings, mostly public, representing 9.5% of our household population – in Greater Melbourne only 2.6% of households living in social housing. Our Council sees itself as a leader in understanding and responding to the issues facing social housing tenants. Public housing stock within the municipality includes high-rise towers, lower-rise “walk up” estates and ‘spot purchased’ dwellings. The tenants of these homes are well-integrated in their local communities.

We are aware that from an asset management perspective, the local walk-up dwellings are in need of regular and substantial maintenance and that the costs borne by the state government are not insignificant. We are also aware that many dwelling are not DDA compliant and are unsuitable for tenants living with disabilities.

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For a considerable time now, renewal programs have been the preferred means by which Victorian Governments facilitate asset renewals and stock increases for social housing. The use of state-owned land is always of critical importance to the community and Council holds serious reservations about the renewal approach from a programmatic perspective and land use perspective, socially, economically and environmentally.

While there are estate renewal opportunities in Yarra, the mix of benefits for tenants and the wider community need to be balanced and any support rendered by Council is conditional on realising net positive benefits.

In 2012, Council supported Stage One of Fitzroy's Atherton Gardens Estate Renewal at 150 Brunswick Street as there were demonstrable benefits to both residents and the wider community through the breadth of appropriate housing options and the provision of a children and family services hub. However, in 2013 Council resolved to seek the deferral of the master planning of the public housing estates in Fitzroy and Richmond and to only support redevelopment if there were to be no net loss of open space or not net loss to the number of bedrooms.

Council also notes the learnings from other jurisdictions such as Tasmania, South Australia and Queensland where the opportunities and pitfalls of transferring public housing to community housing agencies are well understood. It views with optimism the potential financial benefits of these transfers for community housing and the sector's capacity to leverage these assets to increase public and community housing supply.²

We note a growing lack of trust in government delivering on the social benefits of 'public private partnerships' (PPPs) – instead of leading to material gains for the community, PPPs often generate quick political gains and short-term revenue relief. A pertinent example which recently resurfaced in the media is the financial black hole that followed the Kew Cottages redevelopment (The Age, 19 March 2017). The onus therefore lies on the state government to be open about the financial transactions they engage in and to convince the community that such transactions will have an enduring legacy towards a more equitable society.

THE INQUIRY'S TERMS OF REFERENCE

The Parliamentary Inquiry into the PHRP (the Inquiry) has defined 12 terms of reference which provides an opportunity for the community to consider the social, environmental and economic impacts of the program overall for the future of social housing in Victoria and the impacts of the proposed redevelopment on existing and future residents on the site and the proximate neighbourhoods. For Yarra, this Inquiry could have implications for future redevelopment of not just the walk up estate in Noone Street in Clifton Hill but for thousands of public housing dwellings across the city.

² Pawson, H., Martin, C., Flanagan, K. and Phillips, R. (2016) *Recent housing transfer experience in Australia: implications for affordable housing industry development*, AHURI Final Report No. 273, Australian Housing and Urban Research Institute Limited, Melbourne, <http://www.ahuri.edu.au/research/final-reports/273>, doi:10.18408/ahuri-7108101.

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We note that the Terms of Reference are silent on the role of community housing associations and their proposed management of new developments. This is a curious oversight as Council sees the issue of the transfer of management from the Department of Human Services to community housing providers as also having potentially serious implications for tenants.

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COUNCIL'S VIEW ON THE KEY ISSUES WITHIN THE TERMS OF REFERENCE

THE ADEQUACY OF THE PROPOSED 10% INCREASE IN SOCIAL HOUSING (OR 1,100 PUBLIC UNITS) ON THE SITES GIVEN THE SIZE OF THE WAITING LIST FOR PUBLIC HOUSING

Victoria has the lowest percentage of social housing of any of Australia's states and territories and unmet demand is sitting at around 35,000 households. The committed increase of ten percent in situ is therefore inadequate and far greater effort needs to be made by the Victorian Government to demonstrate the public benefits of selling off this land before any further progress is made.

We understand the appeal of setting an arbitrary increase in dwellings for social housing but each site has its own economic and locational assets that affect the potential profit to the developer and government. In many cases, 10% may be a very poor return to the social housing portfolio and we would like to see the sale, if it occurs, as generating as much new social housing as possible. In other words, we want to see less profit for the developer and more for the social housing purse.

The ten percent increase in social housing post renewal seems seriously inadequate. These nine sites constitute roughly sixteen hectares of prime residential real estate. The mere introduction of the development plan overlays and other associated planning scheme changes will generate dramatic increases in their future development value (i.e. the uplift). As this land is already for residential use, the costs in preparing this land for redevelopment (remediation, demolition and trunk infrastructure, etc.) should not, relatively, be exorbitant. The principal liability for any future developer is the replacement of the existing stock plus ten percent. It is therefore curious as to why the future yields are in the order of seven-to-eight times the current dwelling numbers when a multiplier of four-to-five might be sufficient to facilitate the delivery of the social housing component.

The question that must be asked is where are these future profits going? How much will go to the developer? In italics below is a section directly taken from the Registration of Capability. We note that the Victorian Government has stated that the profits to be made will be returned to the Proponent (DHHS Registration of Capability Public Housing Renewal Program 4.3.2) and proceeds exceeding an agreed benchmark will be returned to the state government. How much is going back to the Victorian Government and how will these be quarantined and not lost in consolidated revenue?

The Successful Proponent will be entitled to a return (if any) as developer of the private housing and any commercial developments. The sale price for each of the private housing and commercial developments will be required to include two components:

- a) land value: the land value component will reflect the land value and must meet a minimum threshold based on a market value mechanism agreed by the VGV in accordance with the policies and practices governing the divestment of public lands. This amount will be payable directly to the DOH on the earlier of settlement and an agreed sunset date*

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- b) development proceeds: the remainder of the sales proceeds (Development Proceeds). Where the return achieved by the Development Proceeds exceeds a benchmark, it is anticipated that there will be an agreed sharing of the excess.*

THE ABILITY TO CATER FOR ALL DEMOGRAPHICS INCLUDING FAMILIES, COUPLES AND SINGLES WITH THE PROPOSED HOUSING MIX.

A principal objective should be enabling existing households to return to the respective estates. Therefore we would prefer to see a like-for-like housing commitment (i.e. replacing a three-bedroom with a three-bedroom dwelling) so that current households are not disadvantaged by the redevelopment and each has a genuine option to return.

It is important to get the proposed the mix of dwelling sizes right in relation to the current and future needs of a diverse range of residents. Local government understands the local planning context and needs to be involved in discussions about how the housing needs of its community are best met.

THE EFFECTS ON CURRENT PUBLIC HOUSING TENANTS, INCLUDING:

- ***whether they will be moved to accommodation that is secure, stable and fit for purpose;***
- ***whether they will be moved to accommodation that is close to existing social support networks, educational, health and welfare services; and***
- ***whether current tenants will be able to return to the estates.***

We have significant concerns about the detrimental impacts of vulnerable residents during construction and possibly beyond. Housing is not just bricks and mortar – it is connection to place, including family, friends, employment, transport, health and community support services, and the informal networks that people build up during their lives. We understand and respect the concerns of current residents about the relocation process and would encourage a sensitive and flexible case-management approach that can respond to unexpected issues which may emerge during through what will be an unsettling experience.

THE ALLOCATION OF PARTS OF THE SITES BETWEEN THE PROPOSED NEW PUBLIC AND PRIVATE HOUSING UNITS

There is a significant body of work on the concept of ‘social mix’ in high density public/private developments. In essence, it is clear that changes in the tenure mix of redeveloped estates are not sufficient in and of themselves to generate the intended benefits of social mix: i.e. ameliorating disadvantage through the presence of the advantaged.

Private and social dwellings should not be able to be readily differentiated through either their appearance, quality or amenity or through the absence of genuinely shared common areas; and so called ‘salt and pepper’ approaches, where each building has mixed tenancies, remain preferable.

Lastly, rather than using social mix as ‘window dressing’ for what is in effect the privatisation of land, further resources should be put into community strengthening and local infrastructure that binds

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together residents of all backgrounds. This is the work of local Councils and something Yarra prides itself on achieving via it's innovate arts, leisure and community partnership work.

THE LACK OF PUBLIC CONDITION ASSESSMENTS OF THE ESTATES OR ALTERNATIVE OPTIONS SUCH AS REFURBISHMENT OF ALL OR PART OF THE EXISTING HOUSING UNITS.

The key ingredient here is 'public'. Until such information is in the public domain (i.e. published), there is no way for the community to feel confident in valuations and alternative measures to refurbish existing dwellings.

THE PROPOSED SIGNIFICANT INCREASE IN DENSITY AND HEIGHTS AND ANY LOCAL ENVIRONMENTAL IMPACTS, SUCH AS THE LOSS OF OPEN SPACE AND MATURE VEGETATION.

The role of councils is to manage change in the urban form in response to changing demographics and to secure the best local outcomes that it can for the long-term benefit of the community. We operate according to significant policy commitments to its community, such as the Council Plan, Housing Strategy, Municipal Strategic Statement, Open Space Strategy, Municipal Health and Wellbeing Plan, and these all need to be taken into account in shaping the proposed redevelopment. It is important that the long-term consequences of changes to the built form are carefully considered in relation to future implications to the surrounding community and municipal planning more broadly.

THE REMOVAL OF PLANNING CONTROLS FROM LOCAL COUNCILS, AND PLANNING IMPLICATIONS SURROUNDING COMMUNITIES INCLUDING EXISTING NEIGHBOURHOOD CHARACTER, TRAFFIC FLOW AND PROVISIONS OF SERVICES.

Our evidence suggests that Yarra Council role as a planning authority is trusted more by its community than the state government. Our Council conducted a randomised householder survey in 2015 (833 N) found that on average, Yarra residents had more confidence that Council was planning for the future than the state government. Councils should remain the Responsible Authority for all such re-developments. Councils know the local context, have access to upcoming development applications for the surrounding area and are also across the micro issues such as traffic flow, parking, license applications etc.

The expediency of have the Planning Minister the RA does not compensate for local councils retaining control of planning.

THE PROPOSED LOSS OF THIRD PARTY APPEAL RIGHTS.

Again, expediency is no excuse for diluting the democratic rights of affected parties to be able to participate in the natural justice of appeal. If appeals cannot be heard and dealt with, future social cohesion may be compromised, compromising any 'social mix' benefits ostensibly arising from the redevelopment.

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THE TRANSPARENCY AND GENUINE COMMUNITY CONSULTATION WITH AFFECTED RESIDENTS, NEIGHBOURING COMMUNITIES AND THE BROADER VICTORIAN COMMUNITY REGARDING THE SHORT, MEDIUM AND LONG TERM IMPLICATIONS OF THE PHRP MODEL AS CURRENTLY PROPOSED.

Meaningful community engagement and consultation should not be removed from the planning process. In fact, more information is required about the proposed models so that affected tenants and neighbouring communities can participate in a collaborative process to create the best outcomes for all. Local Councils are expert in this type of work and should be central to the place-making discussions. Genuine consultation takes time, so expediency measures should be replaced by community engagement and discussion to hear all views.

PUBLIC HOUSING ESTATES WHERE SIMILAR MODELS ARE ENVISAGED OR UNDERWAY, INCLUDING: MARKHAM AVENUE, ASHBURTON; KOOLKUNA LANE, HAMPTON; AND THE CORNER OF STOKES STREET AND PENOLA STREET, PRESTON.

PREVIOUS VICTORIAN PUBLIC HOUSING RENEWAL PROJECTS, INCLUDING BUT NOT LIMITED TO THE KENSINGTON, CARLTON AND PRAHRAN PUBLIC HOUSING ESTATES

BEST PRACTICE MODELS FOR THE PROVISION OF PUBLIC HOUSING FROM WITHIN AUSTRALIA AND OVERSEAS.

There are a range of public housing renewals envisaged or underway meaning it is difficult to generalise about best practice. The Carlton redevelopment led to a decrease in the actual number of public housing tenancies (but increase in dwelling numbers) because of smaller apartments replacing three bedroom apartments. Research conducted by Dr Kate Shaw has found that the social connections between public and private residents in the redeveloped estate has been very limited.

We do know from the Kensington redevelopment that a stronger 'Place Management' approach will assist to create better social outcomes, especially creating on-site businesses that offer employment as well as retail or café environments for tenants to mix.

CONCLUSIONS

1. These sites can only be sold once and the onus is on the state government to demonstrate that there are significant public benefits from the Public Housing Renewal Program. There are questionable benefits and many dangers in rushing the renewal of public housing estates.
2. Asset management data on the condition of these 1,100 and future dwellings must be published. Until such information is published there is no way for the community to feel confident that refurbishments were unfeasible and the renewal program represents public value.
3. The Victorian Government has failed to articulate, and evidence, how future development value – that is the uplift – is being captured by the government for public benefit. The assumptions, modelling and outcomes of this program should be transparent and able to withstand public scrutiny.

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4. Together, the nine sites to be renewed constitute roughly sixteen hectares of prime residential real estate. At face value, the dwelling replacement plus ten percent increase seems to be a cheap price for any developer to pay given the uplift in value resulting from new planning scheme conditions which enable high dwelling yields.
5. It is probable that there will be sizable profits at most the sites. Where are these future profits going? How much will go to the developer? How much is going back to the Victorian Government and how will these funds be quarantined for social housing and not lost in consolidated revenue?
6. Council holds significant concerns on how vulnerable residents will be impacted during any redevelopment and possibly beyond. Housing is not just bricks and mortar – it is connection to place, including family, friends, employment, transport, health and community support services, and the informal networks that people build up during their lives.
7. A principal objective should enabling existing households to return to the respective estates. Therefore we would prefer to see a like-for-like housing commitment (i.e. replacing a three-bedroom with a three-bedroom dwelling) so that current households are not disadvantaged by the redevelopment and each has a genuine option to return.
8. Private and social dwellings should be indistinguishable in appearance, quality or amenity and common areas should be genuinely shared by all residents. So called ‘salt and pepper’ approaches, where each building has mixed tenancies, remain preferable.
9. From previous examples in Melbourne and elsewhere, it cannot be concluded that changes in the tenure mix of redeveloped estates – the ‘social mix’ of private and public – does not ameliorate social disadvantage. Social mix can often be ‘window and it is not substitute for community development and social infrastructure which truly builds community.
10. Councils should be the Responsible Authority for any redevelopments as they are best placed to secure positive outcomes for the long-term benefit of the community. Councils are the custodians of the policies and strategies that contribute to community wellbeing and liveability such as the Council Plan, Municipal Strategic Statement, Open Space Strategy, Strategic Community Infrastructure Plan and Municipal Public Health and Wellbeing Plan.
11. In the specific case of the renewal of the estate at Noone Street, Clifton Hill:
 - (i) The design and consultation process is not providing Council officers sufficient opportunity to provide input to the possible planning and design options. The involvement of Council officers in the design process has been limited. It is currently unclear as to how much existing feedback to the Department is informing the development of design options.
 - (ii) There needs to be a more open and considered design based approach rather than rushing to a single design outcome. This requires a clear and genuine design process that provides time for considering advice and options. The involvement of a Design Review Panel from the Office of the State Architect is a welcome element to the design process, however their advice and how it is considered by project design teams needs to be more open.

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- (iii) The justification for the proposed design was prepared in isolation and without regard to the strategic implications for the wider neighbourhood. It was acknowledged in discussions that preparation of a built form framework for the length of Alexandra Parade would be appropriate and manage any longer term consequences resulting from the redevelopment of the public housing. It would also provide a stronger strategic basis for any change in planning controls.

11.6 Quarterly Financial Report - September 2017

Trim Record Number: D17/168254
Responsible Officer: Chief Financial Officer

Purpose

1. To provide a quarterly financial report for Yarra City Council (Council) for the period ending 30 September 2017.

Background

2. The 2017/18 Annual Budget was adopted by Council on 1 August 2017.
3. Council's quarterly financial report (refer Attachment 1) is being presented in accordance with Sections 137 and 138 of the *Local Government Act 1989* (the Act) and the *Local Government (Planning & Reporting) Regulations 2014* (the Regulations).
4. The financial report has been prepared on an accrual basis, to ensure accurate matching of income and expenditure, both operating and capital, for the period ending 30 September 2017.

External Consultation

5. No external consultation was required for this report.

Internal Consultation (One Yarra)

6. This report has been prepared in consultation with Branch managers across the organisation.

Financial Implications

7. The financial report contains information regarding Council operations and capital expenditure compared with Budget. Explanations of variations and commentary are also included.

Economic Implications

8. There are no economic implications.

Sustainability Implications

9. There are no sustainability implications.

Social Implications

10. There are no social implications.

Human Rights Implications

11. There are no human rights implications.

Communications with CALD Communities Implications

12. No communications with CALD Communities were required for this report.

Council Plan, Strategy and Policy Implications

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

Legal Implications

14. A quarterly financial report to Council is a statutory requirement as specified in the Act.

Other Issues

15. The financial result for Council is favourable to the year to date budget for the three months ending 30 September 2017 by \$3.44m. Income is favourable overall mainly due to supplementary rates being ahead of budget phasing, as well as higher than budgeted: parking infringement notices, town planning fees, commercial area occupation permits, and election fines income. Open space contributions are also ahead of budget at this point in time. Expenditure is favourable mainly due to employee cost savings from slower than anticipated expenditure across a number of branches, ongoing vacant positions, and the enterprise agreement negotiations continuing.
16. Council continues to work towards improving its cash position. The Budget Expenditure Review Committee (BERC) and Council's Finance Committee monitors budget vs. actuals and identifying any potential savings. The annual Service Level Efficiency Dividend (SLED) is required to be saved collectively from savings in materials and services. The 2017/18 SLED is \$500k.

Options

Operating Result – Budget

17. As at 30 September 2017 the year to date operating result is a surplus of \$85.28m as compared with the year to date (YTD) budget of \$81.84m, which is favourable by \$3.44m. This surplus is mainly due to recognising the annual rate income raised for the year. It is expected that the surplus at the end of the financial year will be \$8.88m. It is important to note that the surplus is not available cash. The surplus result is reflected in accordance with the accounting treatment required under the Australian Accounting Standards. Council's cash flow statement reflects the cash inflows and outflows, and the cash in the bank at the end of the reporting period.

Cash Position

18. Council's cash position at the end of September 2017 is \$31.58m, reflecting a net cash outflow of \$2.56m for the period to date.

Debtors

19. Rates debtors as at the end of September 2017 totalled \$101.5m of which \$3.1m relates to rates outstanding from previous rate years.
20. Parking debtors amounted to \$5.04m (net of doubtful debt provisions). Long term infringements are referred to the Infringements Court for collection. As collection activities improve, debt provision levels are expected to decrease.
21. Other debtors (net of doubtful debt provisions), including GST receivable, outstanding at the end of September 2017 was \$4.63m. This is mainly comprised of sundry debtors of \$1.2m, fines and costs of \$1m, GST clearing of \$0.9m. All areas of operation that carry debt will be reviewed in conjunction with branch managers and assessed for collection in accordance with Council's debtor management policy.

Capital Works Program

22. The September 2017 capital works report reflects expenditure of \$2.2m, compared with a year to date budget of \$4.7m, and represents 6.5% of the capital works program of \$33.49m (including 2016/17 carry forward projects).
23. The year-end capital works program is forecast to reach \$33.76m.

Conclusion

24. Council officers have prepared a quarterly financial report for the period ending 30 September 2017, in accordance with the Act. The report, in Attachment 1, is presented to Council for approval and adoption.

RECOMMENDATION

1. That Council approves and adopts the quarterly financial report for the period ending 30 September 2017, in accordance with sections 137 & 138 of the *Local Government Act 1989*.

CONTACT OFFICER: Ange Marshall
TITLE: Chief Financial Officer
TEL: 9205 5544

Attachments

- 1 Quarterly Finance Report - September 2017

Attachment 1 - Quarterly Finance Report - September 2017



Council Meeting

Year to Date Finance Report

for the period

1 July 2017 to 30 September 2017

Attachment 1 - Quarterly Finance Report - September 2017

YARRA CITY COUNCIL FINANCIAL REPORT 1 July 2017 to 30 September 2017									
Income Statement	Full Year Adopted Budget	Full year Adjusted Budget	YTD Adjusted Budget	YTD Actuals	YTD Variance Fav/(Unfav)	YTD Variance Fav/(Unfav)	Full year forecast	Variance to Full Year Adjusted Budget Fav/(Unfav)	Forecast variance Fav/(Unfav)
	\$'000	\$'000	\$'000	\$'000	\$'000	%	\$'000	\$'000	%
Revenue from ordinary activities									
Rates and charges	105,158	105,158	103,506	103,843	337	0.3%	105,158	-	0.0%
Statutory fees and fines	28,534	28,534	7,272	7,505	233	3.2%	28,559	25	0.1%
User Fees	27,064	27,064	7,295	8,146	851	11.7%	27,190	125	0.5%
Reimbursements	1,640	1,640	321	574	253	0.0%	1,922	282	17.2%
Grants - Operating	12,023	12,023	3,345	3,183	(162)	-4.8%	12,031	8	0.1%
Grants - Capital	1,195	1,195	68	20	(48)	-70.6%	1,257	62	5.2%
Contributions - monetary	4,300	4,300	572	1,812	1,240	216.8%	4,439	139	3.2%
Net gain/(loss) on disposal	300	300	75	58	(17)	-22.7%	300	-	0.0%
Other Income	1,207	1,207	264	774	510	193.2%	1,209	2	0.2%
Total Revenue	181,421	181,421	122,718	125,915	3,197	2.6%	182,065	643	0.4%
Expenses from ordinary activities									
Employee Costs	80,639	80,895	20,947	20,151	796	3.8%	80,933	(38)	0.0%
Materials and services	67,085	67,335	13,785	14,018	(233)	-1.7%	67,434	(99)	-0.1%
Bad and doubtful debts	2,010	2,010	445	590	(145)	-32.6%	2,010	-	0.0%
Depreciation & Amortisation	20,664	20,664	5,166	5,362	(196)	-3.8%	20,664	-	0.0%
Borrowing costs	2,139	2,139	535	510	25	4.7%	2,139	-	0.0%
Total Expenses	172,537	173,043	40,878	40,631	247	0.6%	173,180	(137)	-0.1%
Net Result	8,884	8,378	81,840	85,284	3,444	4.2%	8,885	506	6.0%

Cash Position	Full year Budget Target	Current period Result	Forecast result
Liquidity Ratio	1.07	3.73	1.07
VAGO Ranges for Liquidity	Low Risk	Medium Risk	High Risk
	3.8	3.1 - 0	4.9
Greater detail is included the VAGO Indicators section on page 8			

EFT	Full year Budget	Current period Result	Forecast result
Establishment	839	840.67	839
Vacant positions (included in above)		106.82	
Greater detail is included the EFT section on page 5			

Transfers to/from the Open Space Reserve	Balance as at 30/06/2017	Current period balance	Movement	Comments
	\$'000	\$'000	\$'000	
Open Space Reserve	482	1757	1275	Council has received \$1.53m to date, and a number of transfers for open space projects have been actioned in September.
Greater detail is included the Open Space Reserves section on page 6				

Borrowings	Balance as at 30/06/2017	Current period balance	Movement	Comments
	\$m	\$m	\$m	
Total borrowings	46.0	45.75	0.253	Principal repayment of \$0.253m YTD
Greater detail is included the Borrowings section on page 7				

Income Statement by Division	Full Year Adopted Budget	Full year Adjusted Budget	YTD Adjusted Budget	YTD Actuals	YTD Variance Fav/(Unfav)	YTD Variance Fav/(Unfav)	Full year forecast	Variance to Full Year Adjusted Budget Fav/(Unfav)	Forecast variance Fav/(Unfav)
	\$'000	\$'000	\$'000	\$'000	\$'000	%	\$'000	\$'000	%
Chief Executive Revenue	1,503	1,503	376	559	183	48.7%	1,503	-	0.0%
Chief Executive Expense	11,061	11,147	2,566	3,039	(473)	-18.4%	11,061	86	0.8%
Net (Exp)/Rev	(9,558)	(9,644)	(2,190)	(2,480)	(290)	-13.2%	(9,558)	86	0.9%
Corporate, Business and Finance Revenue	140,070	140,070	112,522	113,524	1,002	0.9%	140,300	230	0.2%
Corporate, Business and Finance Expense	60,390	59,658	15,037	14,987	50	0.3%	60,641	(683)	-1.6%
Net (Exp)/Rev	79,680	80,412	97,485	98,536	1,051	1.1%	79,659	(753)	-0.9%
Planning and Place Making Revenue	6,500	6,500	887	3,074	2,187	246.6%	6,925	424	6.5%
Planning and Place Making Expense	20,673	21,277	4,653	4,554	99	2.1%	20,855	422	2.0%
Net (Exp)/Rev	(14,173)	(14,777)	(3,766)	(1,480)	2,286	-60.7%	(13,930)	847	5.7%
Community Wellbeing Revenue	24,718	24,718	8,983	6,405	(878)	-8.3%	24,706	(12)	0.0%
Community Wellbeing Expense	43,270	43,694	9,968	9,838	130	1.3%	43,480	214	0.5%
Net (Exp)/Rev	(18,552)	(18,976)	(2,985)	(3,433)	(448)	-15.0%	(18,774)	202	1.1%
City Works and Assets Revenue	8,630	8,630	1,950	2,353	403	20.7%	8,630	-	0.0%
City Works and Assets Expense	37,142	37,267	8,654	8,212	442	3.1%	37,142	125	0.3%
Net (Exp)/Rev	(28,512)	(28,637)	(6,704)	(5,859)	845	-12.6%	(28,512)	125	0.4%
Total Net (Exp)/Rev	8,884	8,378	81,840	85,284	3,444	4.2%	8,885	506	6.0%

Debtors	Balance as at 30/06/2017	Current period balance	Movement	Comments
	\$'000	\$'000	\$'000	
Total Debtors	14,196	111,190	(96,994)	Rates debtors have increased due to raising of the 2017-18 rates notices in August 2017
Greater detail is included the Debtors section on page 4				

Legend:

- >= (\$5,000) and/or (5%) Unfavourable variance
- >= 50,000 and/or 5% Favourable variance
- No highlight indicates that the item is within tolerance

Attachment 1 - Quarterly Finance Report - September 2017

YARRA CITY COUNCIL FINANCIAL REPORT 1 July 2017 to 30 September 2017										
Variance Analysis +/- 5% or \$50,000										
Income Statement	Full Year Adopted Budget	Full year Adjusted Budget	YTD Adjusted Budget	YTD Actuals	YTD Variance Fav/(Unfav)	YTD Variance Fav/(Unfav)	Full year forecast	Variance to Full Year Adjusted Budget Fav/(Unfav)	Forecast variance Fav/(Unfav)	Variance Comments (including variance comments for adjusted budget changes)
	\$'000	\$'000	\$'000	\$'000	\$'000	%	\$'000	\$'000	%	
Revenue from ordinary activities										
Rates and charges	105,158	105,158	103,506	103,843	337	0.3%	105,158	-	0.0%	Supplementary rates are ahead of phasings.
Statutory fees and fines	28,534	28,534	7,272	7,505	233	3.2%	28,559	25	0.1%	Increased Parking Infringement notices being issued.
User Fees	27,064	27,064	7,295	8,146	851	11.7%	27,190	125	0.5%	Increased revenue received for town planning fees, and credit card surcharge, footpath advertising permit fees and commercial area occupation permits. The forecast for these items will be reviewed in future months.
Reimbursements	1,640	1,640	321	574	253	78.8%	1,922	282	14.7%	Reimbursements are ahead of YTD budget mainly due to the receipt of funds for planning support of the AMCOR project which were not budgeted.
Grants - Operating	12,023	12,023	3,345	3,163	(162)	-4.8%	12,031	8	0.1%	Due to the phasing of operating grants receipts. Phasing will be reviewed.
Grants - Capital	1,195	1,195	68	20	(48)	-70.6%	1,257	62	4.9%	Mainly due to the phasing of capital grants receipts. Phasing will be reviewed.
Contributions - monetary	4,300	4,300	572	1,812	1,240	218.6%	4,439	139	3.1%	Mainly due to the receipt of developer's contributions early in the financial year.
Net gain/(loss) on disposal	300	300	75	58	(17)	-22.7%	300	-	0.0%	Due to the budget phasing. Phasing will be reviewed.
Other Income	1,207	1,207	264	774	510	193.2%	1,209	2	0.2%	Mainly due to the sale of a right of way, and funds received from the State Revenue Office that were not budgeted. Income was also received from the VEC for penalty payments following the Council election.
Total Revenue	181,421	181,421	122,718	125,915	3,197	2.6%	182,065	643	0.4%	
Expenses from ordinary activities										
Employee Costs	80,639	80,895	20,947	20,151	796	3.8%	80,933	38	0.0%	Mainly due to slower than anticipated expenditure in employee expenses across a number of branches. This includes savings as a result of continuing vacant positions.
Materials and services	67,085	67,335	13,785	14,018	(233)	-1.7%	67,434	99	0.1%	Mainly due to the timing of payment of invoices
Bad and doubtful debts	2,010	2,010	445	590	(145)	-32.6%	2,010	-	0.0%	Increase in the provision for parking infringements raised in September. This is a non-cash item.
Depreciation & Amortisation	20,664	20,664	5,166	5,362	(196)	-3.8%	20,664	-	0.0%	Mainly due to higher than anticipated capitalisation from 2016-17. This is a non-cash item.
Borrowing costs	2,139	2,139	535	510	25	4.7%	2,139	-	0.0%	
Total Expenses	172,537	173,043	40,878	40,631	247	0.6%	173,180	137	0.1%	
Net Result	8,884	8,378	81,840	85,284	3,444	4.2%	8,885	506	5.7%	

Legend: > (50,000) and/or (5%) Unfavourable variance
 > = 50,000 and/or 5% Favourable variance
 No highlight indicates that the item is within tolerance

Note: The adopted budget bet result of \$8.884m has been adjusted for operational new initiatives of \$506k which were in the capital program. The capital program adjusted budget has reduced by the same amount.

Attachment 1 - Quarterly Finance Report - September 2017

**YARRA CITY COUNCIL
FINANCIAL REPORT
1 July 2017 to 30 September 2017**

Debtors

Rate Debtors Aging (years)	<1 \$'000	1 \$'000	2 \$'000	3+ \$'000	Total \$'000
Commercial	17,723	281	47	34	18,085
FSL - Commercial	5,061	93	15	7	5,175
Industrial	5,722	140	54	28	5,945
FSL - Industrial	2,262	29	15	5	2,311
Residential	61,700	1,254	414	566	63,935
FSL - Residential	5,566	108	35	23	5,732
FSL - Public Benefit	50	1	-	-	50
FSL - Vacant	23	1	0	-	23
FSL - Interest	5	13	3	1	21
Legal Fees	9	2	16	6	33
Bridge Road Special Charge	159	2	0	-	162
Garbage & Other	30	1	2	1	34
Sub Total	98,310	1,924	603	671	101,507

Parking Debtors	Balance as at 30/06/17 \$'000	Current period balance \$'000	Movement Inc/(Dec) \$'000	Comments
	4,839	5,045	205	Jul-Sep'17 additional infringement debtors raised less payments received and debt provision.

General/Sundry Debtors	Balance as at 30/06/17 \$'000	Current period balance \$'000	Movement Inc/(Dec) \$'000	Comments
	4,865	4,639	(226)	Jul-Sep'17 additional debtors raised including planning and building and sundry debtors - less payments received. No adjustment to debt provision at this time.

General/Sundry Debtors Aging

Aging (days)	Total \$'000	Current \$'000	30 \$'000	60 \$'000	90+ \$'000
Sundry Debtors (3250 / 3270)	1,289	947	88	48	207
Provision for Doubtful Debt (3252)	(973)	-	-	-	(973)
RAMs Debtors (3256)	4,713	1,716	292	66	2,639
Animal Debtors (3257)	10	-	1	-	10
PLUS Debtors (3258)	414	397	3	-	13
Local Laws Debtors (3259)	125	1	-	-	124
Building Debtors (3261)	641	23	42	28	548
Salary Sacrifice (3264)	4	4	-	-	-
Fines and Costs (3265)	1,047	42	27	16	962
Leisure Debtors (3266)	189	4	1	1	183
Child Care Debtors (3267)	679	99	18	6	557
Library Debtors (3268)	44	21	-	-	22
BAGS Control Debtors (3271)	170	2	5	7	156
Bin Debtors (3272)	15	-	1	1	14
MCC Superannuation (3250)	7	-	-	-	7
GST Clearing (3249 / 3255)	906	906	-	-	-
Workcover Wages / Receipts (3230 / 3232)	181	181	-	-	-
Perin Cheques - Parking (3273)	55	-	-	-	55
Services Contracts (3262)	(4,879)	-	-	-	(4,879)
Total	4,638	4,344	478	172	(356)

Attachment 1 - Quarterly Finance Report - September 2017

**YARRA CITY COUNCIL
FINANCIAL REPORT
1 July 2017 to 30 September 2017**

EFT	Balance as at 30/06/17	Current period balance	Movement Fav/(Unfav)	Comments
CEO Division	40.98	56.58	(15.60)	Increase is due to the transfer of Communications & Engagement into CEO Division and 1 new EFT in Governance Branch.
Corporate, Business & Financial Services	136.96	162.51	(25.55)	Increase is due to the transfer of Access Yarra into Corporate, Business & Finance Division; Two previously closed positions were reopened in Innovation.
Community Wellbeing	382.87	386.72	(3.85)	Increase is due to the transfer of Social Policy Unit into Community Wellbeing Division; Some minor reductions for Leisure casual and part-time staff.
City Works & Assets	140.28	138.08	2.20	EFT decrease due to movement of temporary positions across division, in particular student engineers.
Planning & Placemaking	95.18	96.78	(1.60)	Increase is due to the additional of 1 casual EFT in Planning & Placemaking Executive, and an increase of 0.6 EFT in City Strategy for temporary positions in Strategic Planning, and 1 EFT for a permanent position for a Public Space Designer; A temporary position in Statutory Planning was closed.
Advocacy & Engagement	41.65	-	41.65	Advocacy & Engagement was disbanded in July 2017 and EFT was distributed to other divisions.
Total	837.92	840.67	(2.75)	

Attachment 1 - Quarterly Finance Report - September 2017

**YARRA CITY COUNCIL
FINANCIAL REPORT
1 July 2017 to 30 September 2017**

Open Space Reserve

Council receives contributions specifically for Open Space as part of development permits. This reserve is then expended on open space projects. Transfers are received into Council's income statement first, as they are required to be recognised as revenue before being transferred into the reserve.

Open Space Reserve Account	Amount \$'000
Opening Balance as at 30 June 2017	482

Funds Received (Transfers to Reserve)	Amount \$'000
239-249 Johnson St Fitzroy (117 lot sub)	430
237-253 Napier St Fitzroy (52 lot sub)	437
114-118 Hoddle St Abbotsford (20 lot sub)	77
2 Hodgson St Richmond (4 lot sub)	124
416-422 Smith St Collingwood (83 lot sub)	400
54B Marine Pde Abbotsford (4 lot sub)	63
Total	1,531

Projects (transfers from Reserve)	Amount \$'000
Williams Reserve, Richmond	58
George Knott Reserve, Clifton Hill	36
Merri Ck Parklands - Bundara St Reserve, North Fitzroy	32
Minor Works Assets	31
Open Spaces Signage Renewal Program	20
Clark Street Reserve, Richmond	20
Alphington Park, Alphington	11
Darling Gardens, Clifton Hill	10
Yambla St Soccer, Clifton Hill	10
Darling Gardens, Clifton Hill	10
Merri Creek Trail - Coulson Reserve Path, Clifton Hill	4
Minor Works Assets	4
Minor Works Assets	4
Rushall Reserve shared path by-pass, North Fitzroy	3
Edinburgh Gardens, North Fitzroy	2
Open Space Children Services	1
Total	256

Open Space Reserve Account	Amount \$'000
Closing Balance as at 30 September 2017	1,757

Attachment 1 - Quarterly Finance Report - September 2017

YARRA CITY COUNCIL FINANCIAL REPORT 1 July 2017 to 30 September 2017								
Borrowings								
Amount \$m	Lender	Type	Term years	Maturing	Balance as at 30/06/17 \$m	Current period balance \$m	Movement	Comments
\$32.5M	NAB	Interest only	7	2021	32.5	32.5	-	Interest only
\$13.5M	CBA	P&I	10	2027	13.5	13.2	0.3	Principal component repayment \$278K

Attachment 1 - Quarterly Finance Report - September 2017

**YARRA CITY COUNCIL
FINANCIAL REPORT
1 July 2017 to 30 September 2017**

The indicators are designed to be used as a measure of sustainability at the end of a financial year. The results during the year will fluctuate.

VAGO Indicators		Current Period Result	VAGO Ranges		
Indicator/Description	Formula		Low Risk	Medium Risk	High Risk
Net Result (%)	Net Result / Total Revenue	68%	> 0%	-10% - 0%	< -10%
A positive result indicates a surplus, and the larger the percentage, the stronger the result. A negative result indicates a deficit. Operating deficits cannot be sustained in the long term. The net result and total revenue are obtained from the comprehensive operating statement.					
Liquidity (ratio)	Current assets / Current liabilities	3.73	> 1.0	0.75 - 1.0	< 0.75
This measures the ability to pay existing liabilities in the next 12 months. A ratio of one or more means there are more cash and liquid assets than short-term liabilities.					
Internal financing (%)	Net operating cash flow / Net capital expenditure	66%	> 100%	75% - 100%	< 75%
This measures the ability of Council to finance capital works from generated cash flow. The higher the percentage, the greater the ability for Council to finance capital works from their own funds. Net operating cash flow and net capital expenditure are obtained from the cash flow statement.					
Indebtedness (%)	Non-current liabilities / own-sourced revenue	38%	< 40%	40% - 60%	> 60%
Comparison of non-current liabilities (mainly comprising borrowings) to own-sourced revenue. The higher the percentage, the less Council is able to cover non-current liabilities from the revenues Council generates itself. Own-sourced revenue is used, rather than total revenue, because it does not include grants or contributions.					
Capital replacement (ratio)	Cash outflows for property, plant and equipment / Depreciation	1.2	> 1.5	1.0 - 1.5	< 1.0
Comparison of the rate of spending on infrastructure with depreciation. Ratios higher than 1:1 indicate that spending is faster than the depreciation rate. This is a long-term indicator, as capital expenditure can be deferred in the short term if there are insufficient funds available from operations, and borrowing is not an option. Cash outflows for infrastructure are taken from the cash flow statement. Depreciation is taken from the comprehensive operating statement.					
Renewal gap (ratio)	Renewal and upgrade expenditure/depreciation	0.4	> 1.0	0.5 - 1.0	< 0.5
Comparison of the rate of spending on existing assets through renewing, restoring, and replacing existing assets with depreciation. Ratios higher than 1.0 indicate that spending on existing assets is faster than the depreciation rate. Similar to the investment gap, this is a long-term indicator, as capital expenditure can be deferred in the short term if there are insufficient funds available from operations, and borrowing is not an option. Renewal and upgrade expenditure are taken from the statement of capital works. Depreciation is taken from the comprehensive operating statement.					

Local Government Performance Reporting Framework Indicators				
Indicator/Description	Measure	2016-17 Result	Current Period Result	Variance
Liquidity				
L1	Current assets compared to current liabilities	150.6%	372.8%	147.5%
L2	Unrestricted cash compared to current liabilities	63.6%	27.5%	-56.8%
Obligations				
O1	Asset renewal as a % of depreciation	98.8%	39%	-60.6%
O2	Loans and borrowings as a % of rates	45.4%	44.1%	-3.0%
O3	Loans and borrowings repayments as a % of rates	1.5%	0.4%	-75.3%
O4	Non-current liabilities as a % of own source revenue	29.4%	37.8%	28.6%
Operating Position				
OP1	Adjusted underlying surplus (or deficit) as a % of underlying revenue	6.3%	66.9%	960.8%

Attachment 1 - Quarterly Finance Report - September 2017

YARRA CITY COUNCIL FINANCIAL REPORT 1 July 2017 to 30 September 2017													
Adopted Budget Classification	Full Year Adopted Budget \$'000	Full year Adjusted Budget \$'000	YTD Adjusted Budget \$'000	YTD Actuals \$'000	YTD Variance Fav/(Unfav) \$'000	YTD Variance Fav/(Unfav) %	Full year forecast \$'000	Variance to Full Year Adjusted Budget \$'000	Forecast variance Fav/(Unfav) %	Carry Over \$'000	Deferred \$'000	Variance Analysis/Comments (including explanation of budget movements)	
Property													
Buildings	7,574	8,524	1,595	545	1,050	65.9%	8,540	(16)	-0.2%	-	-	The YTD variance is mainly due to the timing of payments of invoices.	
Total buildings	7,574	8,524	1,595	545	1,050	65.9%	8,540	(16)	-0.2%	(0)	0		
Total property	7,574	8,524	1,595	545	1,050	65.9%	8,540	(16)	-0.2%	(0)	0		
Plant and equipment													
Plant, Machinery & Equipment	2,457	2,457	475	92	382	80.5%	2,457	-	0.0%	-	-	The YTD variance is mainly due to the timing of payments of invoices and delays in the purchase of new vehicles due to a policy review.	
Computers & Telecommunications	3,207	3,176	492	125	367	74.5%	3,176	-	0.0%	-	-	The YTD variance is mainly due to the timing of payments of invoices.	
Total plant and equipment	5,664	5,633	967	218	749	77.5%	5,633	-	0.0%	-	-		
Infrastructure													
Roads	8,396	8,396	250	1,139	(889)	-35.6.3%	8,273	123	1.5%	130	-	The YTD variance is mainly due to the timing of invoices, as well as accruals reversing from 2016-17.	
Lanes	842	842	46	-	46	100.0%	842	-	0.0%	-	-	The YTD variance is mainly due to the timing of payments of invoices.	
Transport	872	872	15	43	(28)	-187.8%	1,245	(373)	-42.8%	-	-	The YTD variance is mainly due to the timing of payments of invoices.	
Waste Management	60	60	-	-	-	0.0%	60	-	0.0%	-	-		
Parks, Open Space And Streetscapes	8,066	8,066	1,777	256	1,521	85.0%	8,071	(5)	-0.1%	-	-	YTD variance is mainly due to the delay in payments for carry-forward projects.	
Street Furniture	330	330	-	-	-	0.0%	330	-	0.0%	-	-	Variance is due to phasing of budget	
Retail Strips	730	770	63	4	59	93.5%	770	-	0.0%	-	-	The YTD variance is mainly due to the timing of payments of invoices.	
Priority Projects	506	-	-	-	-	0.0%	-	-	0.0%	-	-	These projects were transferred to operating	
Provisional Carry Forwards	-	-	-	-	-	0.0%	-	-	0.0%	-	-	Carry-forward projects have been allocated to specific categories	
Total Infrastructure	19,802	19,336	2,150	1,442	708	33.0%	19,590	(255)	-1.3%	(0)	0		
Total capital works expenditure	33,040	33,493	4,712	2,204	2,508	53.2%	33,763	(271)	-0.8%	(0)	0		
Represented by:													
New asset expenditure	5,296	4,790	1,013	31	981	96.9%	4,799	(9)	-0.2%	-	-		
Asset renewal expenditure	27,205	27,514	3,284	2,085	1,199	36.5%	27,403	111	0.4%	130	-		
Asset upgrade expenditure	539	1,189	415	88	327	78.8%	1,562	(373)	-31.4%	-	-		
	33,040	33,493	4,712	2,204	2,508	53.2%	33,763	(271)	-0.8%	(0)	0		

Attachment 1 - Quarterly Finance Report - September 2017

**YARRA CITY COUNCIL
FINANCIAL REPORT
1 July 2017 to 30 September 2017**

**City of Yarra
Income Statement**

For Period 03 - September

	17/18 CL Actuals YTD \$'000	17/18 Bud Adjusted YTD \$'000	Actuals vs Budget YTD Variance \$'000	Actuals vs Budget YTD Variance %	17/18 CL Bud Adopted Full Year \$'000	17/18 Bud Adjusted Full Year \$'000	Current Forecast Full Year \$'000	Budget vs Forecast Full Year Variance \$'000
Revenue from ordinary activities								
Rates and charges	103,843	103,506	336	0%	105,158	105,158	105,158	0
Statutory fees and fines	7,505	7,272	233	3%	28,534	28,534	28,559	25
User Fees	8,146	7,295	851	12%	27,064	27,064	27,190	126
Reimbursements	574	321	253	79%	1,640	1,640	1,922	282
Grants - Operating	3,183	3,345	(163)	-5%	12,023	12,023	12,031	8
Grants - Capital	20	68	(48)	-71%	1,195	1,195	1,257	62
Contributions - monetary	1,812	572	1,240	217%	4,300	4,300	4,439	139
Net gain/(loss) on disposal of property, infrastructure, pla	58	75	(17)	-23%	300	300	300	0
Other Income	774	264	511	194%	1,207	1,207	1,209	1
	125,915	122,719	3,196	3%	181,421	181,421	182,065	643
Expenses from ordinary activities								
Employee Costs	20,151	20,947	796	4%	80,639	80,895	80,933	(38)
Materials and services	14,018	13,785	(233)	-2%	67,085	67,335	67,434	(99)
Bad and doubtful debts	590	445	(145)	-33%	2,010	2,010	2,010	0
Depreciation & Amortisation	5,362	5,166	(196)	-4%	20,664	20,664	20,664	0
Borrowing costs	510	535	25	5%	2,139	2,139	2,139	0
	40,630	40,877	247	1%	172,537	173,043	173,180	(137)
	85,285	81,842	3,443	4%	8,885	8,378	8,885	506

Attachment 1 - Quarterly Finance Report - September 2017

YARRA CITY COUNCIL FINANCIAL REPORT 1 July 2017 to 30 September 2017				
Balance sheet				
	Balance as at 30/06/2017	Balance as at period end	Movement Inc/(Dec)	Comments
ASSETS				
Current Assets				
Cash and cash equivalents	34,153	31,588	(2,565)	Payment of creditors
Receivables - Rates	4,492	101,507	97,015	Rates have been raised in August 2017
Receivables - Parking	4,839	5,045	205	Jul-Sep 17 infringement debtors raised less payments and debt provision.
Receivables - Other	4,865	4,639	(226)	Jul-Sep 17 planning and building debtors raised; sundry debtors also - less payments received.
Accrued income	169	19	(151)	Revenue raised in previous periods has been received in cash
Prepayments	202	93	(109)	Prepayments are expected to expire by the end of the FY in line with motor vehicle registration and insurance.
Inventories	128	128	-	
Assets Held for Resale	-	-	-	
Total Current Assets	48,849	143,017	94,168	
Non-Current Assets				
Non-current receivables	230	230	-	
Non-current investments	-	-	-	
Financial assets	5	5	-	
Property, infrastructure, plant and equipment	1,685,039	1,681,882	(3,157)	Payments for property, plant & equipment offset by accumulated depreciation.
Total Non-Current Assets	1,685,274	1,682,117	(3,157)	
TOTAL ASSETS	1,734,123	1,825,134	91,011	
LIABILITIES				
Current Liabilities				
Payables	7,905	753	(7,152)	Payments have been made which bring the payables figure down. This will vary during the financial year.
Fire Services Levy	4,907	15,282	10,375	Raised at the same time as Rate income.
Trust funds	3,499	3,778	279	The movement is mainly due to construction management and asset protection bonds received.
Accrued Expenses	2,261	4,494	2,233	Accruals raised for expenditure not yet paid. This will vary during the financial year.
Employee benefits	12,582	13,175	593	The movement is due to accrued leave benefits.
Income in advance	147	-	(147)	The movement is due to income received in advance used in 2017-18
Interest-bearing liabilities	1,133	880	(253)	Payment of loan principal.
Total Current Liabilities	32,434	38,362	5,928	
Non-Current Liabilities				
Non-current employee benefits	1,484	1,283	(201)	The movement is due to accrued long service leave benefits utilised.
Non-current interest bearing liabilities	44,867	44,867	-	
Non-current Trust Liability	225	225	-	
Total Non-Current Liabilities	46,576	46,375	(201)	
TOTAL LIABILITIES	79,009	84,737	5,728	
NET ASSETS	1,655,113	1,740,397	85,284	
Represented by:				
Accumulated surplus	581,267	597,499	16,232	
Asset revaluation reserves	1,035,678	1,035,678	-	
Other reserves	20,661	21,935	1,274	
Retained Earnings	17,507	85,285	67,778	
EQUITY	1,655,113	1,740,397	85,284	Current Period Result

Attachment 1 - Quarterly Finance Report - September 2017

**YARRA CITY COUNCIL
FINANCIAL REPORT
0**

Cash Flow Statement

	Balance as at period end
Cash Flows from Operating Activities	
Rates and Charges	16,973
Parking Revenue	6,100
Government Grants Received	2,568
Victoria Grants Commission	296
User Charges, Fees and Other Fines Received	9,037
Reimbursements and Contributions Received	560
Interest Revenue	174
Other Revenue	2,648
Payments to Suppliers	(15,785)
Payments to Employees	(18,600)
Net GST	275
Net Cash Provided by Operating Activities	4,246
Cash Flows from Investing Activities	
Proceeds from Sale of Property, Plant & Equipment	58
Payments for Infrastructure, Property Plant & Equipment	(6,487)
Net Cash (Used in) Investing Activities	(6,429)
Cash Flows from/(used in) Financing Activities	
Finance Costs	(129)
Proceeds from Borrowings/(Payments Towards)	(253)
Net Cash (Used In) Financing Activities	(382)
Cash Balances	
Change in Cash Held	(2,565)
Cash Control Balances	34,153
Cash at the End of the Financial Period	31,588
End of year Budgeted cash balance	26,247

Council needs to fund the following items from the current cash balance. This may include expenses associated with revenue received in a previous financial year (eg: grants)

Future items to be funded	\$'000
Grant Commission Funding (2017-18 funds received in 2016-17)	925
Capital Carry Forwards	959
Operating Carry Forwards:	171
Grants received in 2016-17 for expenditure in 2017-18	225
Operating Grant Income Received - to be taken back in 2017-18 (NDIS Funding Target Shortfall)	203
Total	2,483

Attachment 1 - Quarterly Finance Report - September 2017

**YARRA CITY COUNCIL
FINANCIAL REPORT
1 July 2017 to 30 September 2017**

Capital Works Statement

Adopted Budget Classification	Full Year Adopted Budget	Full year Adjusted Budget	YTD Adjusted Budget	YTD Actuals	YTD Variance Fav/(Unfav)	YTD Variance Fav/(Unfav)	Full year forecast	Variance to Full Year Adjusted Budget Fav/(Unfav)	Forecast variance Fav/(Unfav)	Carry Over	Deferred
	\$'000	\$'000	\$'000	\$'000	\$'000	%	\$'000	\$'000	%	\$'000	\$'000
Property											
Buildings	7,574	8,524	1,595	545	1,050	65.9%	8,540	(16)	-0.2%	-	-
Total buildings	7,574	8,524	1,595	545	1,050	65.9%	8,540	(16)	-0.2%	(0)	0
Total property	7,574	8,524	1,595	545	1,050	65.9%	8,540	(16)	-0.2%	(0)	0
Plant and equipment											
Plant, Machinery & Equipment	2,457	2,457	475	92	382	80.5%	2,457	-	0.0%	-	-
Computers & Telecommunications	3,207	3,176	492	125	367	74.5%	3,176	-	0.0%	-	-
Total plant and equipment	5,664	5,633	967	218	749	77.5%	5,633	-	0.0%	-	-
Infrastructure											
Roads	8,396	8,396	250	1,139	(889)	-356.3%	8,273	123	1.5%	130	-
Bridges	-	-	-	-	-	0.0%	-	-	0.0%	-	-
Lanes	842	842	46	-	46	100.0%	842	-	0.0%	-	-
Transport	872	872	15	43	(28)	-187.8%	1,245	(373)	-42.8%	-	-
Waste Management	60	60	-	-	-	0.0%	60	-	0.0%	-	-
Parks, Open Space And Streetscapes	8,066	8,066	1,777	256	1,521	85.6%	8,071	(5)	-0.1%	-	-
Street Furniture	330	330	-	-	-	0.0%	330	-	0.0%	-	-
Retail Strips	730	770	63	4	59	93.5%	770	-	0.0%	-	-
Priority Projects	506	-	-	-	-	0.0%	-	-	0.0%	-	-
Provisional Carry Forwards	-	-	-	-	-	0.0%	-	-	0.0%	-	-
Total infrastructure	19,802	19,336	2,150	1,442	708	33.0%	19,590	(255)	-1.3%	(0)	0
Total capital works expenditure	33,040	33,493	4,712	2,204	2,508	53.2%	33,763	(271)	-0.8%	(0)	0
Represented by:											
New asset expenditure	5,296	4,790	1,013	31	981	96.9%	4,799	(9)	-0.2%	-	-
Asset renewal expenditure	27,205	27,514	3,284	2,085	1,199	36.5%	27,403	111	0.4%	130	-
Asset upgrade expenditure	539	1,189	415	88	327	78.8%	1,562	(373)	-31.4%	-	-
	33,040	33,493	4,712	2,204	2,508	53.2%	33,763	(271)	-0.8%	(0)	0

Attachment 1 - Quarterly Finance Report - September 2017

**YARRA CITY COUNCIL
FINANCIAL REPORT
1 July 2017 to 30 September 2017**

2017-18 Grant Applications

Grant from	Grant Name/Details	Branch	Amount	Co-contribution from Yarra (Y/N?, how much?, Capital? Operating?)	Grant outcome-successful or not successful	Cash Received?
Vicroads	Infrastructure Black spot program Shelley Street Elizabeth Street Richmond and Nicholson Street Harpert Street Abbotsford: Intersection upgrades	Traffic	144,000		Successful	No
Sustainability Victoria	Closing the Loop on Yarra's Food Waste	Sustainability & Strategic Transport	500,000		Successful	No
Total			644,000			

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YARRA CITY COUNCIL FINANCIAL REPORT 1 July 2017 to 30 September 2017 BUDGET RESOLUTION TABLE						
Resolution element	Lead	Responsible Officer	Actions	Due date	Status	
2. (a) to articulate the following financial parameters for the 2017/18 budget and term of its new 4-year Council Plan, to be achieved by 30 June 2020, to improve Council's overall financial position;						
(i) continue to achieve improved operating efficiencies through measures including:						
1 a. reviewing management staffing levels and corporate structures	CEO with GM PC&C	CEO with GM PC&C	1. First draft for internal project team review 2. Initial Exec Review 3. Final Exec review 4. Present to Council as part of mid-term review	Sept 2017 Nov 2017 Dec 2017 Feb 2018	Completed On track On track On track	
2 b. further shared services and joint procurement	DCB&F	Manager Risk & Audit	1. Project control brief to be completed 2. Executive Review 3. Present to Council as part of mid-term review	Nov 2017 Dec 2017 Feb 2018	On track On track On track	
3 c. reducing the use and cost of external consultants (including legal services)	GM-CEO Office	Property Services Unit Manager	1. Initial Exec review 2. Final Exec review 3. Mid-term review	Nov 2017 Dec 2017 Feb 2018	On track On track On track	
4 with reporting to Council as part of the mid-term review in 2(a)(ix);	DCB&F/CFO	CFO	Report to Council on the 2017/18 Budget Resolution through the mid-year report.	20 Feb 2018	On track	
5 (ii) implementing more effective debtor management strategies with actions reported on quarterly	DCB&F/CFO	CFO	1. Review the current debtor management across the organisation. 2. Review the processes within each branch to ensure they are delivering efficient and effective debt management practices and maximising Council cash flow, and recommend changes if needed. 3. Implement recommended changes if endorsed by Exec and Council.	31 Dec 2018 31 Mar 2018 30 June 2018	On track On track On track	
6 (iii) complete the delivery of a comprehensive property management strategy with targets to increase revenue from more effective use of assets, and prudent management of assets surplus to Council's requirements	GM-CEO Office	Property Services Unit Manager	1. Final Exec review 2. Councillor Briefing	Aug 2017 Aug 2017	Completed Completed	

Attachment 1 - Quarterly Finance Report - September 2017

YARRA CITY COUNCIL FINANCIAL REPORT 1 July 2017 to 30 September 2017 BUDGET RESOLUTION TABLE						
	Resolution element	Lead	Responsible Officer	Actions	Due date	Status
7	(iv) that as part of the mid-term review in 2(a)(ix), Council receive a report, on how cash flow can be improved by setting a working capital ratio target over the next 4 years of 1.4 to be achieved by 30 June 2021	DCB&F/CFO	CFO & Exec CFO CFO & Exec	1. Work with the Executive on how to achieve cash savings or generate additional cash revenue of \$9M by June 2021 (all other parameters being equal). 2. Report to Council on how that will be achieved, via the mid-year report. 3. Implement recommended changes if endorsed by Exec and Council.	31 Dec 2017 20 Feb 2018 30 June 2018	On track On track On track
8	(v) continue advocacy to increase Council's external grants for 2017/18 and subsequent years	CEO	CEO	Continue to proactively advocate for grant funding for the City Of Yarra.	Ongoing	On track
9	(vi) increase the quality of communication with regards to open space contributions, by reporting quarterly on contribution income, expenditure and the running balance (through the quarterly financial reports);	DCB&F	CFO	Report quarterly through the Finance Report on contribution income, expenditure, and the running balance.	31 Oct 2017	Underway
10	(vii) complete the review of Council's fleet with the aim of reducing passenger fleet reliance;	DCW&A	Manager City Works	1. Prepare a report for Executive 2. Prepare a report for Council 3. Analyse trend data and re-review in 12 months' time	Oct 2017 Oct 2017 Oct 2018	Completed Completed Underway
11	(viii) that progress against the above parameters be reported in quarterly financial reports during this Council's 4-year term;	CFO	CFO	Report quarterly through the Finance Report on the 2017/18 Budget Resolution actions.	31 Oct 2017	Underway
12	(ix) that the Chief Executive Officer implement a rigorous review of the 2017/18 budget and that Council receive a comprehensive mid-term review by the first Council meeting of 2018 ;	CEO with DCB&F and CFO	CFO	1. Complete a review of 2015/16 and 2016/17 Budget vs Actuals for each Branch. 2. Assess this information against mid-year results and annual budget for 2017/18. 3. Report to Exec on the results. 4. Report to Council on the results 5. Implement recommended changes if endorsed by Council	30 Nov 2017 30 Nov 2017 31 Dec 2017 Feb 2018 Feb 2018	On track On track On track On track On track
	(b) to implement:					
13	(i) the approach to the planning of capital works, including renewals and maintenance, be communicated more effectively to the Yarra community	DCW&A	Manager Advocacy & Eng (MA&E)	Communications plan to be developed and implemented, outlining the capital works program process	Nov 2017 – Apr 2018	On Track

Attachment 1 - Quarterly Finance Report - September 2017

YARRA CITY COUNCIL FINANCIAL REPORT 1 July 2017 to 30 September 2017 BUDGET RESOLUTION TABLE						
Resolution element	Lead	Responsible Officer	Actions	Due date	Status	
14 (ii) the production of a supplementary plain language budget document that makes the budget more meaningful and accessible to the Community	DCB&F/CFO with Comms	CFO	1. Complete a supplementary plain language budget document.	28 Feb 18	On track	
		CFO/Comms	2. Engage the Comms team to trial its effectiveness.	28 Feb 18	On track	
		CFO/Exec	3. Engage with Exec to test the draft document.	15 Mar 18	On track	
		CFO/Council	4. Engage with Council to test the draft document.	31 Mar 18	On track	
		CFO	5. Engage with volunteers from the Yarra Community to test the draft document.	31 Mar 18	On track	
		CFO	6. Make any changes requested by Council and the community volunteers, and have document ready to be launched with Draft Budget.	Early Apr 2018	On track	
(iii) that considering Council's financial position and the need to review expenditure and/or find additional revenue, and further, considering impacts of changes in expenditure on the provision of services to the community;						
15 a Council call for a report outlining a proposed participatory/deliberative process to engage a representative sample of the Yarra population in the development of a Services Policy; this process may take the form of a panel, a citizen's jury or some other form;	A/DCWA A/MCP&P	MCP&P	1. Establish Project Control Group and Project working team	Sep 2017	On Track	
		MCP&P	2. Seek professional advice on cost and process for baseline market research and deliberative engagement	Oct 2017	On Track	
		MCP&P	3. Report to Executive to confirm expectations and timelines	Oct 2017	Not started	
		MCP&P	4. Report to Council outlining proposed participatory/deliberative engagement process and confirm expectations and timelines	Nov 2017	Not Started	
		MCP&P	5. Undertake baseline market research	Early 2018	Not started	
		MCP&P	6. Undertake deliberative engagement	Early 2018	Not started	
		MCP&P	7. Report to Council on outcomes of deliberative engagement process	June 2018	Not started	
		A/COP	8. Commence policy development	July 2018	Not started	
		A/COP	9. Complete policy	Dec 2018	Not started	
15 b that this Services Policy will guide the types of services and service levels Yarra will continue to provide within expected resources; and	DCB&F/ MCP&P	As above	As above			
15 c that the report to Council should include the costs and way to achieve a proposed participative/deliberative process for a Services Policy in 2017/18.	DCB&F/ MCP&P	As above	As above			
3. That Council:						

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YARRA CITY COUNCIL FINANCIAL REPORT 1 July 2017 to 30 September 2017 BUDGET RESOLUTION TABLE						
Resolution element	Lead	Responsible Officer	Actions	Due date	Status	
(a) having received and considered all submissions under Section 223 of the Local Government Act 1989 (the Act), resolves to incorporate the following amendments to the 2017/18 Budget:						
16 (iii) the Chief Executive Officer to establish dedicated in-house Heritage Advice from existing internal staffing resources on a 12-month trial;	DP&P	DP&P			Completed	
17 (iv) that as part of the mid-term review in 2(a)(ix), Council receive a report on options for deferring/reducing expenditure in areas that may include the following:	DCB&F/CFO	CFO	Report to Council on the 2017/18 Budget Resolution through the mid-year report.	Feb 2018	On track	
18 a. IT infrastructure, including but not limited to PC/laptop replacement, asset management system, mobile devices.	DCB&F/MIS	MIS	To be addressed in line with organisational needs identified within the new Information Services Strategy.	Nov 2017 and ongoing	On track	
19 b. Passenger car renewal	DCW&A	Manager City Works	<ol style="list-style-type: none"> 1. Prepare a report for Executive 2. Prepare a report for Council 3. Analyse trend data and re-review in 12 months' time 	Oct 2017 Oct 2017 Oct 2018	Completed Completed Underway	
20 c. Expenditure on building assets and Council owned premises	DCW&A	MB&AM	<ol style="list-style-type: none"> 1. Review the expenditure on Council properties and identify opportunities for consideration. 2. Prepare and present a report to Executive. 3. Report to Council through the mid-term review. 	Oct-Nov 2017 Dec 2017 Feb 2018	Underway On track On track	

12.1 Notice of Motion No. 21 of 2017 - Acacia Child Care Centre Wall Mural, Fitzroy

Trim Record Number: D17/169120

Responsible Officer: Group Manager Chief Executive's Office

I, Councillor Stephen Jolly, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on 31 October 2017:

1. "That Council references the Acacia Childcare Centre Wall Mural on Napier Street, Fitzroy and in particular, notes that while Fitzroy is home to many great pieces of street art:
 - (a) this artwork featuring animals, colours and shapes as well as its subtle features, touches on the multicultural fabric of Fitzroy, demonstrating both the great sensitivity as well as careful composition applied by local artists - Lucy Parkinson and Gonzalo Varela of Magic Lantern Studios;
 - (b) that the work comes together as an harmonious whole whilst offering so many elements, is remarkable;
 - (i) is frequently an interesting conversation point for visitors, passers-by and tourists alike, adding to the attractions that make this historical precinct vibrant and community-active; and
 - (ii) the mural is both a constant subject of photographers and engagement by local children; and
 - (c) it acknowledges that most neighbours in the immediate vicinity have commented or agreed that not only is it a pleasing and vast improvement on what was there before, but also agree that it is much nicer to look at out of their living and bedroom windows.
2. That Council extend appreciation and acknowledgement to the artists for their great work in adding to the community feel of this section of historical Fitzroy."

RECOMMENDATION

1. That Council references the Acacia Childcare Centre Wall Mural on Napier Street, Fitzroy and in particular, notes that while Fitzroy is home to many great pieces of street art:
 - (a) this artwork featuring animals, colours and shapes as well as its subtle features, touches on the multicultural fabric of Fitzroy, demonstrating both the great sensitivity as well as careful composition applied by local artists - Lucy Parkinson and Gonzalo Varela of Magic Lantern Studios;
 - (b) that the work comes together as an harmonious whole whilst offering so many elements, is remarkable;
 - (i) is frequently an interesting conversation point for visitors, passers-by and tourists alike, adding to the attractions that make this historical precinct vibrant and community-active; and
 - (ii) the mural is both a constant subject of photographers and engagement by local children; and
 - (c) it acknowledges that most neighbours in the immediate vicinity have commented or agreed that not only is it a pleasing and vast improvement on what was there before, but also agree that it is much nicer to look at out of their living and bedroom windows.
2. That Council extend appreciation and acknowledgement to the artists for their great work in adding to the community feel of this section of historical Fitzroy.