



Agenda

Council Meeting

6.30pm, Tuesday 12 September 2023

Richmond Town Hall

Council Meetings

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

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

Question Time

Yarra City Council welcomes questions from members of the community.

Registration

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

Asking your question

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

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

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

Comments not allowed

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

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

Addressing the Council

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

Registration

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

Addressing the Council

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

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

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

Comments not allowed

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

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

Arrangements to ensure our meetings are accessible to the public

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

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

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

Recording and Publication of Meetings

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

Order of business

1. **Acknowledgement of Country**
2. **Attendance, apologies and requests for leave of absence**
3. **Announcements**
4. **Declarations of conflict of interest**
5. **Confirmation of minutes**
6. **Question time**
7. **Council business reports**
8. **Notices of motion**
9. **Petitions and joint letters**
10. **Questions without notice**
11. **Delegates' reports**
12. **General business**
13. **Urgent business**
14. **Confidential business reports**

1. Acknowledgment of Country

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

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

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

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

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

2. Attendance, apologies and requests for leave of absence

Attendance

Councillors

- Cr Claudia Nguyen Mayor
- Cr Edward Crossland Deputy Mayor
- Cr Michael Glynatsis Councillor
- Cr Stephen Jolly Councillor
- Cr Herschel Landes Councillor
- Cr Anab Mohamud Councillor
- Cr Bridgid O’Brien Councillor
- Cr Amanda Stone Councillor
- Cr Sophie Wade Councillor

Council staff

Chief Executive Officer

- Kerry McGrath Chief Executive Officer (Acting)

General Managers

- Brooke Colbert Governance, Communications and Customer Experience
- Sam Hewett Infrastructure and Environment
- Malcolm McCall Community Strengthening (Acting)
- Mary Osman City Sustainability and Strategy
- Jenny Scicluna Corporate Services and Transformation

Governance

- Phil De Losa Manager Governance and Integrity
- Rhys Thomas Senior Governance Advisor
- Mel Nikou Governance Officer

3. Announcements

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

4. Declarations of conflict of interest

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

5. Confirmation of minutes

RECOMMENDATION

That the minutes of the Council Meeting held on Tuesday 15 August 2023 be confirmed.

6. Question time

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

7. Council business reports

Item		Page	Rec. Page	Report Presenter
7.1	Revised Cremorne Urban Design Framework and Proposed Interim and Permanent Planning Provisions	9	38	Leonie Kirkwood – Community Infrastructure Planner
7.2	Amendment C286yara - Open Space Contributions	826	832	Leonie Kirkwood – Community Infrastructure Planner
7.3	Transport Action Plan - Exhibition Draft	999	1002	Simon Exon – Unit Manager Strategic Transport
7.4	Electrical Line Clearance Advocacy	1025	1028	Brett Grambau – Manager City Works
7.5	Proposed Food Organics & Garden Organics kerbside rollout	1029	1037	Lisa Coffa – Senior Advisor Waste Minimisation
7.6	Richmond Youth Hub evaluation report and funding advocacy	1038	1043	Malcolm Foard – Acting GM Community Strengthening
7.7	Governance Report - September 2023	1102	1105	Rhys Thomas – Senior Governance Advisor
7.8	2022/23 Annual Plan Report - June 2023	1225	1231	Wei Chen - Chief Financial Officer
7.9	2022/2023 Annual Financial Statements and Performance Statement Adoption in Principle	1275	1279	Wei Chen - Chief Financial Officer
7.10	Draft Financial Sustainability Strategy	1371	1376	Jenny Scicluna – GM Corporate Services and Transformation
7.11	Microsoft Licensing Enterprise Agreement Renewal - 2023-2026	1416	1419	Jonathan Merriweather - Technology Services Lead

8. Notices of motion

Item		Page	Rec. Page	Report Presenter
8.1	Notice of Motion No. 4 of 2023 - E-scooters in Yarra	1420	1422	Herschel Landes - Councillor
8.2	Notice of Motion No. 5 of 2023 - Developer contact and gift disclosure	1423	1423	Sophie Wade - Councillor

9. Petitions and joint letters

An opportunity exists for any Councillor to table a petition or joint letter for Council's consideration.

10. Questions without notice

An opportunity is provided for Councillors to ask questions of the Mayor or Chief Executive Officer.

11. Delegate's reports

An opportunity is provided for Councillors to table or present a Delegate's Report.

12. General business

An opportunity is provided for Councillors to raise items of General Business for Council's consideration.

13. Urgent business

An opportunity is provided for the Chief Executive Officer to introduce items of Urgent Business.

14. Confidential business reports

Nil

7.1 Revised Cremorne Urban Design Framework and Proposed Interim and Permanent Planning Provisions

Executive Summary

Purpose

The purpose of this report is for Council to consider the feedback received on the draft Cremorne Urban Design Framework (UDF), responses to the feedback and a revised UDF.

The recommendation is that Council request the Minister for Planning to approve interim built form provisions via a Ministerial amendment and request consent to formally exhibit permanent planning provisions, including policy changes, built form controls and parking overlay, to start the planning scheme amendment process.

A further round of consultation is proposed to finalise the UDF and exhibit the proposed permanent planning provisions. The report also outlines the process to engage with the community on the revised Cremorne Urban Design Framework and the proposed planning provisions.

Key Issues

Cremorne is identified as an 'enterprise precinct' – a key location for employment and has emerged as Australia's premier destination for tech, digital and creative businesses. It also includes residential neighbourhoods and mixed use precincts.

It is experiencing development pressure due to its good access to Melbourne CBD, proximity to public transport and other employment and activity centres.

The draft Cremorne Urban Design Framework (UDF) was prepared to provide a strategic framework for Cremorne. It identifies improvements to its streets, public spaces and transport connections and provides the strategic basis for future advocacy work, capital works bids and new planning provisions in the Yarra Planning Scheme to guide better development outcomes.

The draft UDF was the subject of community engagement in November – December 2022.

Officers have reviewed the findings of the engagement and undertaken additional work in response to feedback from the community.

A revised UDF and a suite of proposed planning controls have now been prepared.

The new planning provisions seek to manage the scale and design of developments and provide clarity and certainty for Council, landowners and the community. The new planning provisions aim to balance accommodating employment growth with protecting the precinct's valued character and heritage fabric and minimising amenity impacts.

There is strong community interest in finalising and implementing the UDF and progressing planning provisions.

Financial Implications

\$20,000 is required this financial year for exhibition / notification of the planning scheme amendment and consult on if consent to exhibit/notify the amendment is obtained from the Department of Transport and Planning (DTP). \$4,128 would be required to request a Ministerial amendment to apply interim controls. These are budgeted for in Strategic Planning's 2023/24 budget.

PROPOSAL

In summary, that Council:

- (a) Considers community feedback on the draft Cremorne Urban Design Framework;

- (b) Endorses the revised version of the UDF for further consultation, the consultation to take place at the same time as the exhibition of the draft planning scheme amendment;
- (c) Requests the Minister for Planning approve a Ministerial amendment, Amendment C317yara, to apply interim built form controls to Commercial 2 zoned land in Cremorne while permanent planning provisions are progressed; and
- (d) Seeks consent from the Minister for Planning to prepare and notify Draft Amendment C318 – which implements permanent planning provisions for Cremorne.

7.1 Revised Cremorne Urban Design Framework and Proposed Interim and Permanent Planning Provisions

Reference	D23/322623
Author	Leonie Kirkwood - Project and Planning Coordinator
Authoriser	General Manager City Sustainability and Strategy
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. The purpose of this report is to:
 - (a) Consider the feedback received on the *Draft Cremorne Urban Design Framework* (UDF) in November - December 2022;
 - (b) Consider the revised version of the Cremorne Urban Design Framework and proposed interim and permanent planning provisions for Cremorne;
 - (c) Request to the Minister for Planning approve interim built form controls while the permanent provisions are progressed and seek consent to exhibit permanent planning provisions (including policy changes, built form controls and parking overlay); and
 - (d) Outline the next steps in the process to progress the planning controls and the Cremorne Urban Design Framework.

Critical analysis

History and background

2. Council endorsed the *Draft Cremorne Urban Design Framework* for consultation on 25 October 2022.
 3. The draft UDF, an action of the *Cremorne Place Implementation Plan 2020* (CPIP), provides detailed directions for the future of Cremorne to meet the changing needs of residents, businesses and visitors. It details how Cremorne's precincts might look and feel in the future.
 4. It includes:
 - (a) Ten Key Moves - the key directions of the draft Cremorne UDF and outline some of the 'big ideas';
 - (b) objectives and actions for each of the five themes:
 - (i) Theme 1: A place to create, innovate and live;
 - (ii) Theme 2: A leading sustainable and climate resilient precinct;
 - (iii) Theme 3: Connected and accessible Cremorne;
 - (iv) Theme 4: Spaces for people;
 - (v) Theme 5: Quality design that builds on Cremorne's precinct identity;
 - (c) vision statement and design objectives for three commercial precincts and the strategic sites; and
 - (d) an overview of the next steps required to implement the UDF.
 5. The draft UDF was informed by four background studies:
 - (a) *Cremorne Built Form Review and Recommendations* (Hodyl & Co, May 2022) (**Attachment 1**);
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- (b) *Heritage Review and Recommendations – Cremorne Enterprise Precinct* (Trethowan, October 2021) (**Attachment 2**);
 - (c) *Cremorne Streets and Movement Strategy* (Martyn Group & Hansen Partnerships, June 2020) (**Attachment 3**); and
 - (d) *Parking Controls Review – Cremorne Enterprise Precinct* (Traffix Group, July 2020) (**Attachment 4**).
6. Engagement on the draft UDF was undertaken from 7 November to 12 December 2022.
7. ChatterBox Projects was engaged to assist with the design and delivery of the engagement process.
8. The overall reach of communications was extensive with information reaching approximately 32,000 people. This includes formal letters, web page hits, social media interactions and Council e-newsletter recipients. Noting some people may have interacted with more than one method of communication channel.
9. Engagement activities included an online survey, three pop-ups within Cremorne, workshops and meetings with groups and individuals.
10. Highlights included:
- (a) Engagement activities were effective in seeking feedback with written feedback from 182 participants (144 survey responses and 38 written submissions);
 - (b) Over 100 people attended the pop-ups; and
 - (c) 17 meetings were held with residents, community groups, advisory groups, businesses and state government agencies.
11. A high level summary of the engagement is at **Attachment 5** – Community Engagement Report. The *Draft Cremorne UDF - Consultation Findings Report* (ChatterBox Projects) at **Attachment 6** summarises key findings from the survey, written submissions and pop-ups.

[Discussion](#)

Summary of consultation

12. The key findings from the engagement were:
- (a) General support for the UDF and its objectives and actions, as well as different views on different aspects;
 - (b) Views differed depending on whether feedback was from a resident/ business owner/ commercial landowner/ developer:
 - (i) A high proportion of local residents filled in surveys – approximately 63%; and
 - (ii) Development interests mainly responded via written submissions;
 - (c) Residents were concerned with the commercial / business focus of the UDF;
 - (d) There was strong support for the 10 Key Moves, particularly retaining residential neighbourhoods and reconnecting Cremorne with the Yarra River and surrounding network of open spaces;
 - (e) Support for the objective to make Cremorne an exemplary sustainable precinct;
 - (f) Support for creating more green space and plantings but also including a range of public spaces;
 - (g) Mixed views on transport and accessibility:
 - (i) A desire for more pedestrian and cycling friendly transport options and improving existing footpaths to accommodate all users;
 - (ii) Support improvements and access to public transport; and

- (iii) Some support and some concern around the street network changes – impacts including rat running, traffic congestion and delays and loss of on-street parking; and
- (h) Differing views around built form controls:
 - (i) Residents supported lower heights. Developers sought higher heights on specific sites; and
 - (ii) Protection of heritage and residential amenity were strong concerns.

Response to feedback and proposed updates to the UDF

13. Detailed responses to the feedback are provided in two attachments:
 - (a) Community Feedback – Response to Key Issues (**Attachment 7**) – provides a summary of the key issues raised in the feedback (structured by theme and topic), a response to the key issues and recommended changes to the UDF; and
 - (b) Community Feedback – Response to Written Submissions (**Attachment 8**) – provides a detailed summary of individual written submissions.
14. The survey responses, written submissions, verbal comments received at the pop-ups and comments from meeting notes have been considered in responding to the feedback.
15. The majority of issues identified in the individual submissions are addressed in the Key Issues summary at Attachment 7. However, where an issue is very specific or has not been responded to in a key issue, a response and any recommended changes are provided in Attachment 8.
16. The revised version of the draft Cremorne Urban Design Framework (**Attachment 9**) has been prepared. It includes changes in response to the feedback.

Theme 1: A place to create, innovate and live

17. There were relatively few comments received in regards to this aspect of the draft UDF.
18. The survey found that maintaining the residential character was the most important component of this theme, with supporting employment uses being the second most important. This correlates with the high number of Cremorne residents who filled out the survey compared to workers.
19. Key issues raised in the feedback, written submissions and meetings and the officer responses are outlined below.

Table 1 – Summary of feedback and officer responses – Land use

Key issues raised	Officer response
<p>Focus on commercial development</p> <p>Residents are concerned there is too much focus on commercial development in the UDF.</p> <p>Stressed the need to retain Cremorne’s unique neighbourhoods.</p>	<p>Change proposed – Action included to continue to retain the character of residential precincts.</p> <p>Cremorne is identified as an enterprise precinct in State and local policy. This is reflected in Cremorne’s zoning where most of the land is zoned for commercial uses only.</p> <p>The draft UDF acknowledges Cremorne’s position as a global innovation precinct which includes a variety of land uses. The UDF seeks to ensure that Cremorne continues to operate and thrive as a key commercial hub.</p> <p>The draft UDF does not propose to apply new planning provisions to the residential precincts - Wellington Street Precinct, Cremorne Precinct and Green Street Precinct. These areas are predominantly covered by a Heritage Overlay. There are sufficient planning provisions in place to guide development in these areas. However, an action addressing the residential precincts that was accidentally omitted in the draft UDF will be added.</p>

Key issues raised	Officer response
	<p>The purpose of the draft UDF is to guide the growth, development, and character of the commercial precinct of Cremorne. The draft UDF also considers the impacts of development on its residential precincts. This will help ensure the area meets the need of Cremorne’s growing population while remaining an attractive and vibrant area to live and work in.</p> <p>While there is a focus in the draft UDF on the commercial areas of Cremorne, actions in the UDF to provide greater open space, public realm improvements and improved walking and cycling connections, benefit both businesses and residents.</p>
<p>Impacts of COVID</p> <p>The impacts of COVID were also highlighted as concerns. Issues included increased rents and loss of small businesses.</p> <p>Other feedback questioned the need for office space due to trends for working from home.</p>	<p>No change proposed.</p> <p>The role of the office has changed since the beginning of the COVID-19 pandemic began in 2020. While working from home has become a part of the contemporary working environment, the office still plays an important role for collaboration. There is a strong demand for new office space, especially in city fringe areas such as Cremorne. New office space is being constructed to reflect modern commercial demands.</p> <p>Increasingly there is a demand for office space with high sustainable credentials. It is typically easier for new development to meet these new demands over older commercial spaces in the CBD. This is placing further demand for new office spaces in places like Cremorne.</p>
<p>Affordable and diverse workspaces</p> <p>Concerns that increased commercial development will drive out smaller businesses.</p> <p>Affordability was key to the area’s early success.</p>	<p>Minor change proposed.</p> <p>Council’s ability to directly facilitate affordable workspaces is limited. However, planning policy encourages them.</p> <p>The draft UDF identifies Council’s role as largely as an advocate for affordable workspaces.</p> <p>The Theme 1 and the <i>Cremorne Place Implementation Plan (CPIP)</i> include a series of actions which require action and support from the State Government.</p> <p>However, encouraging the provision of affordable workspaces is included in the proposed planning policy for Cremorne.</p>
<p>Changes to zoning</p> <p>A few comments suggested rezoning some of the commercial land to residential.</p> <p>One submitter wished to be able to live and work in their property (residential is prohibited in the Commercial 2 Zone).</p> <p>Others suggested it enliven the precinct after office hours and supports a wider range of activities including more night-time uses.</p>	<p>No change proposed.</p> <p>The draft UDF supports the retention of Commercial 2 Zone (C2Z) (which prohibits new residential development). The C2Z has been integral to Cremorne’s success by providing certainty for business growth and investment.</p> <p>Rezoning land in Cremorne from commercial to a commercial zone that permitted residential uses was considered and dismissed by Council in 2009 through Planning Scheme Amendment C97yara.</p> <p>This amendment was abandoned as it was determined that the future focus of the precinct should be on retaining business and employment growth. Other concerns about residential uses included impacts on the ability of businesses to operate, increased traffic generation, limited community facilities and potential contamination.</p> <p>Since Amendment C97yara, both state and local policy has continued to elevate the importance of Cremorne as a commercial area of regional importance.</p> <p>Further consideration of rezoning of Cremorne is not supported by officers or state, regional and local planning policy. The retention of commercial land is considered essential.</p>

Theme 2 – A leading sustainable and climate resilient precinct

20. The feedback supported the objective to make Cremorne an exemplary sustainable precinct.

21. The survey found the two stand-out actions were to provide more trees and encourage green roofs, walls and facades.
22. Key issues raised in the feedback, written submissions and meetings and the officer responses are outlined below.

Table 2 – Summary of feedback and officer responses – Environmentally sustainable development

Key issues raised	Officer response
<p>Net zero carbon emissions and greening buildings</p> <p>Commercial landowners are concerned with mandating net zero carbon emissions. It is onerous on property owners, could limit development in the area and fails to acknowledge the existing sustainability leadership of developers.</p> <p>Include performance criteria in planning controls that allows development to exceed built form parameters where ESD targets are met.</p> <p>Place greater emphasis on optimising passive design of buildings.</p>	<p>Minor change proposed – clarification of changes to the planning scheme in relation to zero carbon development.</p> <p>Yarra Council declared a climate emergency across the whole municipality releasing the <i>Yarra Climate Emergency Plan</i> in 2020. Part of the delivery of this plan is to introduce zero carbon standards for new commercial and residential developments.</p> <p>Cremorne presents an opportunity to be an ambitious, leading climate resilient precinct as it grows and evolves.</p> <p>The early integration of zero-carbon elements into the design of a building reduces the emissions of a commercial building, long term.</p> <p>Yarra together with the Council Alliance for a Sustainable Built Environment (CASBE) and 24 other Victorian Councils have prepared a planning scheme amendment that includes requirements for low to zero carbon developments. Amendment C309yara, a municipality wide amendment, is currently awaiting authorisation from the Minister for Planning to exhibit.</p> <p>Action 2.1.1 has been updated to clarify the zero carbon amendment is municipality wide and part of the Elevating Environmental Standards planning scheme amendment.</p> <p>See Theme 5 – Building heights for proposed criteria that applies where proposals exceed preferred heights.</p>
<p>Greening streets (urban forest) and buildings</p> <p>Residents believe the greening policy should be stronger.</p> <p>New development should maximise green cover by incorporating understorey and canopy planting to maximise cooling.</p> <p>Suggestions to expand tree and garden plantings.</p>	<p>No change proposed.</p> <p>The draft UDF includes actions around greening the public realm and increasing street tree planting to increase Yarra’s canopy. Themes 3 and 4 of the UDF identify a range of streets and locations in Cremorne for public realm improvements, including plantings.</p> <p>Yarra’s <i>Urban Forest Strategy (2017)</i> guides the planting and management of tree, plants and grasses in Yarra. Greening streets is a high priority in mitigating the urban heat island across the whole municipality.</p> <p>During the past six years, Council has undertaken substantial tree planting in Cremorne. Some additional streets are on hold due to nearby construction sites and access requirements for large vehicles.</p> <p>The UDF seeks to encourage new developments to include green infrastructure (such as green roof, walls and facades) through the use of the Green Factor Tool. Proposed Amendment C309yara includes the Green Factor Tool and requires the delivery of green infrastructure. The proposed built form provisions (Design and Development Overlays) for Cremorne also include a requirement for greening.</p>
<p>Local food production</p> <p>Land should be donated to create a community garden centre to store water and grow vegetables.</p> <p>See also Community Gardens in Theme 4.</p>	<p>No change proposed.</p> <p>Yarra’s <i>Urban Agriculture Strategy 2019-2023</i> aims to ‘facilitate access to space for people to grow and recycle food’.</p> <p>The proposed ESD amendment – C309yara also includes a provision to encourage on site food production in new developments.</p> <p>See also the response in Theme 4 on community gardens.</p>
<p>Impacts on biodiversity</p> <p>The bright lights associated with new and existing buildings near the Birrarung (Yarra River) are impacting the life of nocturnal animals.</p>	<p>No change proposed.</p> <p>No additional provisions are considered necessary.</p> <p>The impacts of lighting are taken into account where development is affected by the Design and Development Overlay 1 (DDO1) – Yarra (Birrarung) River Corridor, which applies to sites along the Yarra River.</p>

Key issues raised	Officer response
	The <i>Yarra Open Space Strategy</i> (Technical Report) includes 'Guidelines for provision of lighting in open space' which includes guidelines to minimise the impact on native flora and fauna.

Theme 3: Connected and accessible Cremorne

23. A large proportion of the feedback received on the draft UDF focussed on Theme 3 and transport. There was support for active and public transport but mixed views on street network changes – some support and some concern.
24. As this aspect of the draft UDF received a considerable amount of feedback with a range of conflicting views, following the consultation officers engaged Stantec (transport consultants) to undertake a review of the draft UDF from a transport perspective.
25. The *Cremorne Urban Design Framework - Transport Review* (Stantec Australia, August 2023) (**Attachment 10**) outlines a series of short to long term interventions prepared in line with the transport mode hierarchy in Yarra's *Transport Strategy 2022- 2032* placing emphasis on walking and cycling over car-based travel.
26. This review has informed updates to Theme 3.
27. Key issues raised in the feedback, written submissions and meetings and the officer's responses are outlined below.

Table 3 – Summary of feedback and officer responses – Transport

Key issues raised	Officer response
<p>Street network</p> <p>Mixed views on street network changes – some support and some concern.</p> <p>Street changes and closures will impact on residents, visitors and businesses through increased rat running, traffic congestion and delays.</p> <p>Suggestions to adopt other traffic management methods such as tolls, rather than street closures and network changes.</p>	<p>Change proposed – A revised Future Movement Network, street sections and updated Hotspot designs</p> <p>The growth of the precinct will present significant challenges on the adjacent road and public transport networks. There is a need to identify longer-term vision to integrate the precinct with surrounding areas and networks.</p> <p>The Transport Review provided further analysis of proposed changes to the street network in the draft UDF.</p> <p>A Future Movement Network has been developed using elements of feedback received from the community in conjunction with professional expertise.</p> <p>It is based on a series of transport changes that can be delivered over time. These changes place an emphasis on walking and cycling – making Cremorne easy to get around by walking, wheeling, cycling or on micromobility devices while reducing through traffic.</p> <p>The Future Transport Network proposes the following:</p> <ul style="list-style-type: none"> • Retains the five hotspot intersections as priority redesign, though there are changes to these designs in response to feedback. This still includes a signalised intersection at Kelso Street and Punt Road. • Separated bikeways along Cremorne Street, Balmain Street and Kelso Street. • Reallocates one direction of traffic in the Balmain Street and Dunn Street underpasses to create spaces for people walking and cycling. • Changes to sections of the following streets to one-way to create a loop in Cremorne: <ul style="list-style-type: none"> - Cremorne Street – one way southbound (to Balmain Street) - Balmain Street - one way eastbound (west of Green Street) - Kelso Street – one way westbound - Gough Street – one way eastbound • Enhancing Cremorne, Kelso, Balmain, Stephenson and Church Streets as pedestrian routes. • Applying blanket 30kph speed limits on all streets.

Key issues raised	Officer response
	<ul style="list-style-type: none"> Identifying pedestrian priority and local residential streets where pedestrians and bikes will share the road with low speed traffic. Reallocating some on-street car parking in strategic locations to give priority to cycle routes, improve street amenity or provide local traffic access. <p>These changes would not occur immediately or all at once. In the short term, the focus will be reducing traffic travelling east to west through Cremorne. Changes such as pinch points and other traffic calming measures could be rolled out in the short term. Trials, pop-ups and pilots will also be undertaken to test proposals. The Future Network Plan and proposed changes to the street network will form a key focus of future consultation.</p>
<p>Active transport – Walking and cycling</p> <p>A desire for more pedestrian and cycling friendly transport options and improving infrastructure to support this.</p> <p>Both pedestrian and cyclist safety was raised as a concern.</p> <p>Improve existing footpaths to accommodate all users.</p> <p>Suggestions for shared streets.</p> <p>Some opposition to improving or encouraging active transport – not convenient for families, not enough cyclists to warrant the changes.</p> <p>Various suggestions to improve cycle routes.</p>	<p>Change proposed – reorder Objectives 3.2 and 3.3 and ensure Cremorne’s streets access for all abilities</p> <p>The Transport Review suggested reordering the objectives in the UDF to reflect the transport hierarchy in Council’s Transport Strategy by renumbering and relocating Objective 3.3 – Deliver a safe and attractive cycling and pedestrian network which connects strategic corridors, major trails and key destinations to Objective 3.2.</p> <p>Pedestrian priority streets are identified in the updated Streets Network Plan. They would form a network of safe streets throughout the commercial areas of Cremorne where people who are walking, cycling and scooting share the street with people driving. Over time, streets would be redesigned to remove kerbs and include tree planting and other amenities.</p>
<p>Public transport</p> <p>Many of the respondents acknowledged the importance of public transport in getting to Cremorne.</p> <p>Improvements are needed to encourage people to use public transport - particularly employees who work in Cremorne:</p> <ul style="list-style-type: none"> Increase frequency of public transport. Support revitalising stations to encourage the use of public transport. Reopen the former Cremorne Railway Station. 	<p>No change proposed.</p> <p>The provision of public transport is the responsibility of the State Government and relevant State Agencies.</p> <p>The draft UDF acknowledges Council’s important role in advocating for change and includes a wide range of actions that identify improvements to the public transport network and improving access to it:</p> <ul style="list-style-type: none"> Increased frequency and reliability of services Improved connections to the South Yarra Station via an improved pedestrian and cycle bridge link New public spaces around the Richmond and East Richmond Stations and tram stops Accessible tram stops on Church Street. <p>Reopening the Cremorne Station is not supported. An additional station within the relatively short distance between the Richmond and South Yarra Station would slow speeds and impact service delivery. The infrastructure for the station no longer exists.</p> <p>Action 3.2.4 has been updated to identify the need to work with Department Transport and Planning, VicTrack and the City of Stonnington to improve the existing link to South Yarra.</p>
<p>Off-street parking</p> <p>Support for reduced rates that would potentially reduce traffic but concerns about impacts on on-street parking.</p> <p>Other suggestions included requiring all parking to be provided on-site, charging a financial levy for each parking space that is provided, target businesses to reduce car dependence and provide central car parking facilities for the precinct.</p>	<p>Changes proposed – Increased bike parking requirements.</p> <p><u>Car parking</u></p> <p>The draft UDF proposes to introduce car parking maximum rates for retail and office uses to promote more sustainable modes of transport. This will be applied through the application of a Parking Overlay.</p> <p>Green travel plans are required as part of planning permit process for new developments. Green travel plans provide a suite of initiatives and services to encourage travel mode behaviour change and to promote the use of sustainable transport in preference to single occupant car trips.</p>

Key issues raised	Officer response
	<p>Central car parking facilities are generally not supported as they encourage car use.</p> <p>The impacts of changes to the off-street parking rates on on-street parking will be monitored.</p> <p><u>Bike parking</u></p> <p>The Transport Review identified a gap in the UDF for bike parking rates. It recommended increased minimum bicycle parking and end-of-trip facilities are applied.</p> <p>The UDF has been updated to reference rates above those required in the planning scheme.</p>
<p>On-street parking</p> <p>Some concerns about the impact of the loss of on-street car parking on residents, visitors and employees. Others support removal to improve pedestrian and bicycle options – widening footpaths, new bike lanes. Suggestions were made to discourage driving into Cremorne, including more timed and metered parking, permit-only areas for residents and metered parking. Other suggestions include basement/precinct car parks.</p>	<p>Change proposed – a revised Future Movement Network, street sections and updated Hotspot designs.</p> <p>Reprioritising Cremorne's transport network to accommodate walking and cycling trips to connect it to the external transport network more effectively, requires the road space reallocation towards walking and cycling at a precinct level.</p> <p>The updated hotspot designs and street sections identify some potential changes to on-street parking, replacing parking with improved walking and cycling facilities, tree planting and other public realm improvements. However, these concepts will require further investigation and consultation. Consultation in line with Council's community engagement policies and strategies will occur with the community on any changes.</p> <p>The provision of parking spaces for people with disabilities will be monitored if on-street parking is reduced in specific locations.</p> <p>Providing on-street loading zones for the servicing of businesses will also need to be provided for and managed in Cremorne. New developments should provide on-site loading facilities, where possible.</p> <p>On-street car share provision will continue to be provided in accordance with the City of Yarra Car Share Policy.</p> <p>Council is about to begin a parking strategy for the whole municipality. This will create a municipality-wide approach to managing car parking in Yarra.</p>
<p>Hotspots - General</p> <p>Mixed views on the proposed hotspot designs. Many elements were supported, however, some aspects were not.</p>	<p>Changes proposed.</p> <p>Five 'hotspots' are identified in Cremorne. These locations experience the highest intensity of competing demands for on-road space, connect Cremorne to the surrounding road network and provide access to regional public transport. They play an important role in shaping access to and within Cremorne.</p> <p>The Transport Review (by Stantec) reviewed the hotspots with 'fresh eyes'. Their review recommended some changes to the hotspots to tie-in with the changes to the movement network.</p> <p>Three of the five hotspots are located on arterial roads (i.e. Swan Street, Church Street and Punt Road) and will have significant implications on the functioning of these arterial roads.</p> <p>The changes to arterial roads will require Department of Transport and Planning approval and Yarra Trams support. These changes will require additional modelling and options testing. Some interventions on local streets will also require approval from the Department of Transport and Planning.</p> <p>Consultation in line with Council's community engagement policies and strategies will occur with the community on any changes.</p>
<p>Hotspot 1 – Kelso Street and Punt Road Intersection</p> <p>General support for a pedestrian and bike crossing of Punt Road. Comments mainly focused on the impacts of limiting traffic access to Kelso Street and parking impacts. Concerns about support from the Department of Transport and Planning.</p>	<p>Changes proposed.</p> <p>Changes to the street network will reduce traffic movements through Cremorne including the number of vehicles entering and exiting the precinct.</p> <p>The key benefit of the signalisation of Kelso Street and Punt Road is that it relocates traffic exiting the precinct away from the Swan Street/Cremorne Street intersection.</p> <p>It also enables reprioritisation of road space elsewhere e.g. in Cremorne Street.</p>

Key issues raised	Officer response
	<p>Additionally, it elevates cycling to and from the precinct and creates greater walking and cycling connectivity.</p> <p>The key changes to the hotspot concept design are:</p> <ul style="list-style-type: none"> • A shared user path on the western side of Punt Road. • A priority crossing of the CityLink off-ramp to connect the path network along the west side of Punt Road.
<p>Hotspot 2 – Cremorne Street and Kelso Street Intersection</p> <p>Concern from local residents about potential negative impacts including increased rat running in smaller streets and lack of access.</p> <p>Concerns about the closure of the entrance to CityLink.</p>	<p>Changes proposed.</p> <p>The modal filter (closure of Cremorne Street to cars) proposed in the draft UDF has been deleted. The Transport Review considered the filter is not necessary and potentially creates other unintended issues e.g. it cuts off use of the proposed Kelso Street signals for a significant proportion of the precinct, undermining its purpose.</p> <p>Other alternatives to reduce through-traffic such as a local narrowing and "give-way to oncoming traffic" (also known as pinch points) will be considered for Cremorne Street in the short term.</p> <p>The closure of the entrance to CityLink is not proposed in the UDF.</p> <p>The key changes to the hotspot concept design are:</p> <ul style="list-style-type: none"> • Deletion of the modal filter (closure of Cremorne Street) • Extending the raised table at the intersection to provide for zebra crossings.
<p>Hotspot 3 – Cremorne Street and Swan Street Intersection</p> <p>Received the most survey feedback. Generally supported the need for pedestrian priority (e.g. via a scramble crossing) and more public space in this area.</p> <p>Some operational concerns around trams.</p>	<p>Changes proposed.</p> <p>Changes to the intersection were strongly supported to address the high volumes of pedestrians moving between Richmond Station and Cremorne Street. Updates to the intersection also provide an opportunity to address access issues and changes in the footpath levels.</p> <p>Care must also be taken to avoid negatively impacting tram journey times.</p> <p>Council would continue to advocate to State Government to create enhanced public spaces on government land.</p> <p>The key changes to the hotspot concept design are:</p> <ul style="list-style-type: none"> • Widening and realigning pedestrian crossings to all legs of the intersection. A scramble crossing is one option that could be considered. • Reducing Cremorne Street to one vehicle lane exiting to Swan Street. A long term option is to change the road to one lane of traffic southbound. • Providing better cycling facilities at the intersection. • Inclusion of a new pedestrian and cycling link under the elevated railway line to provide links to the north. <p>Further plans would be developed to incorporate a two-way bikeway on Cremorne Street, long term.</p>
<p>Hotspot 4 – Balmain Street Plaza (west of the underpass)</p> <p>Recognised as having a speeding and pedestrian safety issues.</p> <p>Support for improving the pedestrianisation of this area.</p> <p>Residents raised concerns about trucks in Gwynne and Munro Streets accessing the Rosella site.</p>	<p>Changes proposed.</p> <p>Traffic volumes and vehicle speeds are high through the Balmain Plaza. The underpass is unattractive, unsafe and discourages active travel movement.</p> <p>Changes are proposed to reduce traffic use and deal with the barrier caused by the underpass.</p> <p>The key changes to the hotspot concept design are:</p> <ul style="list-style-type: none"> • Narrow the roadway to 5.5m opposite Cherry Tree Hotel and remove centreline. • In the longer term, close one side of the underpass to eastbound traffic. Reallocate space to walking and cycling. • Enable a true shared space in the heart of the plaza by requiring all westbound traffic to turn into Stephenson Street.
<p>Hotspot 5 – Balmain Street and Church Street Intersection</p> <p>Concerns about making Cotter Street one way and removal of car parking.</p>	<p>Changes proposed.</p> <p>The proposed hotspot design provides benefits for cyclists, pedestrians and tram users. It will require reallocation of parking to</p>

Key issues raised	Officer response
Support for streetscape improvements to Church Street. Some operational concerns around trams.	<p>provide for bikes.</p> <p>Council is working on changes to the intersection of Church, Balmain and Cotter Streets in Cremorne to improve walking and cycling safety and accessibility.</p> <p>The key changes to the hotspot concept design are:</p> <ul style="list-style-type: none"> • Changes focused on delivering DDA-compliant tram stops and better bicycle facilities on all approach roads. • Further plans can be developed for the long-term potential of incorporating a two-way bikeway.

Theme 4: Spaces for people

28. Feedback was generally supportive of the direction for public spaces in the draft UDF, with other additional locations suggested.
29. In the survey, the top actions selected as most important were: improving connections to the river and surrounding open spaces; pursuing new open space opportunities on government and private land; and creating streets that are more friendly for pedestrians and cyclists.
30. Key issues raised in the feedback, written submissions and meetings and the officer's responses are outlined below.

Table 4 – Summary of feedback and officer responses – Open space

Key issues raised	Officer response
<p>Open space development</p> <p>General support for the proposals in the UDF.</p> <p>Suggested a range of open space formats – not just parks and playgrounds, including:</p> <ul style="list-style-type: none"> • a floating park on the Yarra River (Birrarung) • a wetland at Lake Billabong • community gardens • large open spaces rather than public plazas. 	<p>Change proposed - Working with Traditional owners to recognise the presence of the former billabongs.</p> <p>The draft UDF proposes a network of open spaces to cater to the needs of the growing worker and resident community. New spaces on large sites and pocket plazas provide a diverse range of spaces and green relief.</p> <p>The draft UDF proposes green links will be developed on key east-west and north-south streets to link Cremorne with existing open spaces; Goschs Paddock to the west, parklands along the river to the west and south, and Barkly Gardens, Alan Bain Reserve, and McConchie Reserve.</p> <p>Open space opportunities in Cremorne have been guided by Yarra's <i>Open Space Strategy</i>. The strategy identifies larger open spaces in proximity to Cremorne and the draft UDF seeks to improve connections to these spaces. The gap analysis in the strategy did not identify the need for large open spaces in Cremorne but rather smaller spaces varying from 0.03 to 0.49ha.</p> <p>A floating park on the Yarra is not specifically identified in the UDF however it includes actions to advocate to Melbourne Water and Parks Victoria for additional access to the river, improved facilities and new open space opportunities.</p> <p>A series of billabongs were located along the river. Much of this land is completely built on. A new action is proposed to work with Traditional Owners to recognise the location of the former billabongs. This could include landscape treatments such as planting, use of water and public art.</p> <p>No specific locations are identified in the UDF for community gardens. Council is open to considering opportunities in Cremorne.</p>
<p>Specific locations for new open space/ public spaces</p> <p>Suggestions for new open space on government land such as Oddys Lane, beneath the CityLink overpass, at East Richmond Station and the carpark at 69 Cremorne Street (at Bendigo Kangan Institute).</p> <p>Suggestions for open space on private land.</p>	<p>No changes proposed.</p> <p>There are major gaps in the existing open space network in Cremorne and existing open spaces are small in size.</p> <p>With the forecast substantial increase in the resident and worker population in Cremorne, and lack of open space west of Church Street, a key recommendation of the <i>Yarra Open Space Strategy</i> is to provide new Small Neighbourhood, Local and Small Local open space reserves in Cremorne to cater to the nearly 10,000 additional workers and residents. The draft UDF includes the potential open space locations identified in the <i>Yarra Open Space Strategy</i>.</p>

Key issues raised	Officer response
<p>Some commercial landowners and VicTrack objected to open space on their land.</p>	<p>Council will continue to liaise with the State Government and private landowners to identify and advocate for open space in these and other locations.</p> <p>State Government land would also play a key role in delivering public spaces and open space.</p> <p>The draft UDF identifies open space opportunities at Oddys Lane, the CityLink underpass and land adjacent to East Richmond Station. It also identifies the land around the former Cremorne Primary School within the Bendigo Kangan Institute (BKI) site as an open space opportunity.</p> <p>Council is also progressing Amendment C268yara which proposes to apply an increased public open space contribution rate from the 4.5 per cent rate. This rate would apply to all subdivisions – residential, commercial and industrial.</p>
<p>Public realm improvements</p> <p>Respondents support enhancing Cremorne as a pedestrian-friendly environment.</p> <p>Current footpaths are inadequate for pedestrians and inaccessible for pushers and wheelchairs.</p> <p>Suggestions were made to improve footpaths.</p>	<p>No changes proposed.</p> <p>The draft UDF identifies a number of actions to improve the public realm, including key walking routes: Church Street, Cremorne Street, Stephenson Street, Balmain Street / Cotter Street and Kelso Street.</p> <p>Actions include new and improved pedestrian crossings at mid-block locations and key intersections, widening footpaths (where possible), increased whole building setbacks, removing clutter on footpaths and undergrounding of powerlines (where possible), providing trees and plantings, installing street furniture and traffic calming and lowering of speed limits.</p>
<p>Community facilities and spaces</p> <p>Several respondents (particularly residents) identified a desire for a community space in Cremorne. They suggested the space was important for wellbeing and will help build a village feel. BKI suggested as location for community space.</p> <p>Further suggestions for community facilities included a boat ramp or jetty, play and gym equipment and barbecues.</p>	<p>No change proposed.</p> <p>The draft UDF identifies the opportunity to support Bendigo Kangan Institute (BKI) as a creative and digital education and community hub. BKI or the Department of Education have not commented on this idea. Council would need to work closely with BKI and Department of Education to determine the practicality and feasibility.</p> <p>Parks Victoria regulates water-based recreational use.</p> <p>Locations for barbecues, play and gym equipment will be considered through Council's <i>Open Space Strategy</i> and <i>Play Space Strategy</i> (to be developed this financial year.)</p>
<p>Connections to the Yarra River</p> <p>Submitters supported reconnecting Cremorne to the Yarra River and the Main Yarra trail.</p>	<p>No change proposed.</p> <p>The UDF seeks to reconnect Cremorne to the river in collaboration with traditional owners. Council will continue to liaise with Parks Victoria and the Department of Transport and Planning to advocate for opportunities for reconnection and improved access.</p> <p>Stonnington City Council has expressed interest in improving access from South Yarra to Cremorne. Officers will seek to work with Stonnington on this issue.</p>

Theme 5: Quality design that builds on Cremorne's precinct identity

31. Built form was a key concern in the feedback:
 - (a) Residents expressed concerns about the scale of commercial development and its impacts on neighbourhood character; and
 - (b) Developers provided site specific responses – mostly concerned about building heights and street wall heights.
32. Officers have tested some of the changes suggested in the feedback and written submissions. The testing concluded that the built form parameters in the draft UDF achieve a balance between supporting new high-quality office and commercial developments, ensure development enhances the quality and character of Cremorne's streets and public spaces, and protects heritage buildings and the amenity of adjoining residential precincts.
33. Key issues raised in the feedback, written submissions and meetings and the officer's responses are outlined below.

Table 5 – Summary of feedback and officer responses – Built form

Key issues raised	Officer response
<p>Building heights Mixed views on heights. Residents generally wanted lower heights, though there was some support for the heights proposed in the draft UDF. Commercial landowners sought higher heights:</p> <ul style="list-style-type: none"> Proposed heights are too restrictive and could hinder development opportunities. Heights should be increased in line with recent development approvals. A clearer rationale should be provided for the proposed heights Extent of 40m/32m heights is too narrow for deeper sites on Church Street and Cremorne Street. 	<p>Change proposed – addition of criteria to assess preferred heights.</p> <p>The proposed building heights range between 3 and 10 storeys (12m-40m). All heights are proposed to be preferred (discretionary) heights (i.e. they can be varied where they meet specific criteria).</p> <p>Building heights are taller along main streets (Cremorne Street, northern end of Stephenson Street and Church Street).</p> <p>Lower heights of 7 storeys are proposed away from the main activity spines. This is in response to the narrow width of streets and laneways. Heights are further reduced towards low-scale residential zoned areas, where interface controls apply.</p> <p>While some constructed developments and approvals exceed the built form parameters in the draft UDF, it is not considered these developments undermine the UDF's key built form principles.</p> <p>Proposals to extend the 40m and 32m heights fronting Church and Cremorne Streets, respectively, further into deep sites are not supported. The extent of these heights generally aligns with the depth of lots bound by north-south side streets to the rear. They provide for a taller building of 20m-30m depth.</p> <p>The stepping down in heights proposed in the UDF provides a clear transition in height down the narrow east-west side streets to reduce the canyon effect in the east-west streets and the building bulk from residential areas.</p> <p>No changes are proposed to building heights themselves, however, criteria to assess preferred heights have been included within proposed planning provisions.</p> <p>The criteria includes design excellence, the retention of character buildings, inclusion of ground level setbacks and/or public spaces, increased building separation, best practice ESD standards, reduced overshadowing impacts and end of trip facilities.</p>
<p>Large sites A number of landowners sought higher building heights and increased street walls on larger sites where there are few interfaces.</p>	<p>No change proposed.</p> <p>Officers do not support changes to proposed heights and upper setbacks for large sites. The draft UDF has taken the approach of determining heights on a precinct/area basis rather than on a site by site basis.</p> <p>The maximum heights proposed in the draft UDF and draft DDO are preferred (discretionary) heights. Applicants will need to demonstrate design excellence, exceptional ESD and public realm outcomes, and minimal impacts on residential precincts, where greater building height is sought.</p>
<p>Ground floor and whole of building setbacks Calls for setbacks to be applied more comprehensively to provide for more seating, planting, areas to walk etc. Other respondents did not support proposed setbacks – especially mandatory setbacks on Cremorne Street. They noted existing buildings prevent this and it would constrain development.</p>	<p>Change proposed – encourage street setbacks for all sites.</p> <p>The draft UDF includes recommendations to apply building setbacks to:</p> <ul style="list-style-type: none"> Cremorne Street (mandatory requirements) Sites with a frontage greater than 30 metres. <p>Opportunities to expand the public realm through inset building entrances and integrated seating are also encouraged throughout Cremorne.</p> <p>The proposed setbacks provide increased opportunities to enhance the public realm and accommodate building entrances, spaces for outdoor dining, street level bike parking and landscaping.</p> <p>Cremorne Street is identified as one of two key activity spines providing an activated and leafy pedestrian and cycle friendly spine. The proposed setback reinforces this outcome.</p> <p>The proposed built form controls have been expanded in the DDOs to encourage building setbacks and entrance insets for all sites across Cremorne (rather than being limited sites with large frontages or located Cremorne Street).</p>

Key issues raised	Officer response
<p>Street walls and upper level setbacks</p> <p>Mixed views from commercial landowners.</p> <p>Some supported the proposals, others sought lesser upper setbacks and greater street walls especially where three storey street walls were proposed in narrow streets.</p>	<p>No change proposed.</p> <p>Street wall heights of between 3 and 4 storeys (12m and 16m) are proposed to respond to the street network in Cremorne and to maintain solar access to key streets.</p> <p>Higher heights of 4 storeys apply on wider streets - Cremorne Street and Church Street.</p> <p>Lower street wall heights of 2 storeys / street walls that match the height of heritage buildings are proposed for sites that include or are adjacent to heritage buildings.</p> <p>Upper level setbacks of 3m and 5m are generally proposed to provide a clear delineation between the street wall and upper levels. They also help to reinforce a comfortable scale for pedestrians at street level while ensuring access to daylight and views to the sky. Upper level setback requirements increase as buildings get taller.</p> <p>No changes are proposed to street wall heights and upper level setbacks. As preferred (discretionary) requirements, there is some flexibility for higher street walls or lesser upper level setbacks where objectives around creating a human scale at street level and reducing the dominance of upper levels can still be achieved.</p>
<p>Building separation</p> <p>Concerns from commercial landowners that the proposed building separation provisions would result in highly constrained development.</p> <p>Some suggestions of lesser setbacks e.g. 1-3m setbacks.</p>	<p>Change proposed – limit development to construction on one side wall only on narrow sites.</p> <p>The proposed built form controls in the draft UDF require that buildings on sites with frontages of 20m or greater should be set back at the upper levels from side and rear boundaries.</p> <p>Buildings on narrow sites may be built to boundary in some circumstances where they avoid creating blank unarticulated walls and a continuous wall of buildings.</p> <p>Where buildings are constructed / partially to the boundary, visible side walls should be well designed and articulated to avoid sheer blank pre-cast walls.</p> <p>Changes are proposed to the built form controls for narrow sites i.e. less than 20m wide. To avoid the creation of a wall of buildings, buildings will be permitted to build to one boundary only.</p>
<p>Residential amenity</p> <p>Residents / community members expressed concerns about the impacts of development on residential amenity.</p> <p>Some residents commented that stronger controls were needed, e.g. winter solstice controls and not equinox.</p> <p>Some submissions from commercial landowners considered the proposed provisions too onerous, commenting they were stronger than ResCode.</p>	<p>No change proposed.</p> <p>Where properties abut one of Cremorne’s residential precincts, built form controls that require a transition in scale apply to minimise amenity impacts on surrounding areas, including overlooking, overshadowing and visual bulk.</p> <p>Properties within the C2Z are not afforded the same level of amenity protections as sites in residential zones.</p> <p>No changes to the proposed built form controls are proposed.</p>
<p>Mandatory versus discretionary planning controls</p> <p>Varying opinions whether controls should be mandatory or preferred (discretionary).</p> <p>Commercial landowners/ developers support discretionary controls as they allow for design innovation. Many opposed the proposed mandatory elements in the UDF.</p> <p>Community members /residents considered building heights and setbacks should be mandatory.</p>	<p>No change proposed.</p> <p>The majority of planning controls in Cremorne are proposed as preferred (discretionary), reflecting Cremorne’s role as an enterprise precinct.</p> <p>Key provisions are proposed as mandatory controls:</p> <ul style="list-style-type: none"> • overshadowing of the Cremorne Street, Church Street and Balmain Street footpaths • protection of views to the Slade Knitwear (currently dismantled) and Nylex signs • upper level setbacks on the Slade Knitwear site and sites to the south to retain blue sky behind the sign • street setbacks on Cremorne Street.

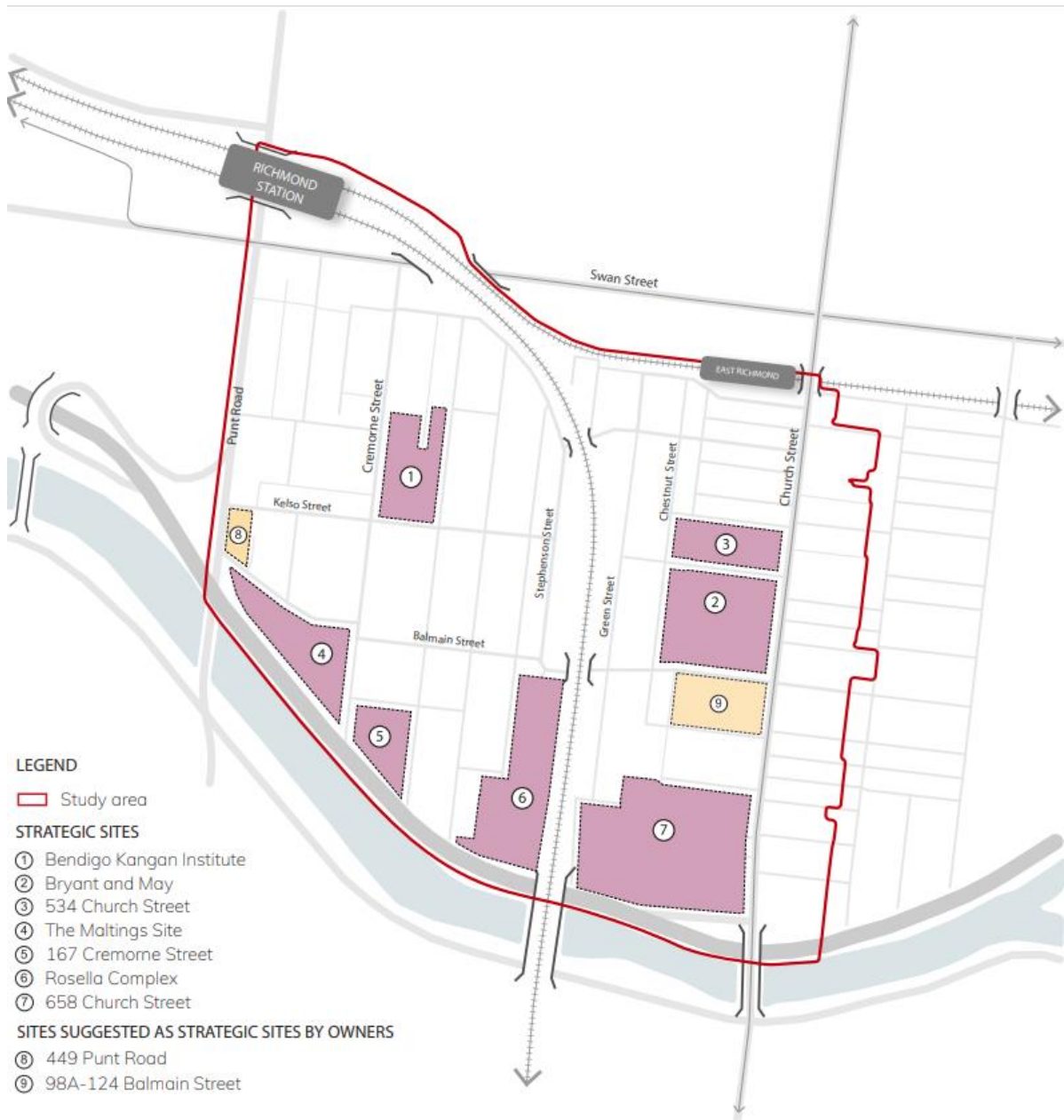
Key issues raised	Officer response
	<p>Building heights have not been proposed as mandatory heights however a list of criteria have been developed to guide when additional heights may be appropriate.</p> <p>Note: The Slade Knitwear sign has been dismantled due to safety reasons. Council is continuing conversations with the owner of the site to have the sign restored and reinstated.</p>
<p>Interim planning controls</p> <p>Residents support Council progressing interim planning controls to guide development in the area.</p> <p>Interim planning controls not supported by most respondents with development interests. Interim controls will limit the ability for landowners to develop their sites and may halt development in the Enterprise Precinct.</p> <p>Commercial landowners also supported the application of transitional provisions to ensure proposed planning provisions do not apply to applications that are halfway through the process.</p>	<p>No change proposed.</p> <p>Interim planning controls are necessary to address development pressures and realise important public realm outcomes while the permanent controls are being progressed.</p> <p>Landowners and the wider community will have the opportunity to comment on the permanent controls through a draft amendment process.</p> <p>Transitional provisions are not supported. They have not been applied in any other Yarra's other planning controls. They would be inconsistent with the purpose of the proposed planning controls i.e. to ensure planning applications do not undermine the strategic work while an amendment is progressed.</p> <p>It is noted that the discretionary nature of the proposed controls will allow for some flexibility on a site by site basis.</p> <p>Planning controls without transitional provisions do not prevent existing permits from being amended.</p>
<p>Impacts on the public realm</p> <p><u>Overshadowing</u></p> <p>Sunlight controls to Church, Cremorne and Balmain Streets were strongly supported.</p> <p>Submissions from several commercial landowners who did not support the proposed mandatory overshadowing provisions.</p> <p>Some comments that winter controls should be applied to prevent overshadowing of Church Street and other streets in winter.</p> <p><u>Wind</u></p> <p>Concerns that increasing building heights will create wind.</p>	<p>No change proposed.</p> <p><u>Overshadowing</u></p> <p>The built form recommendations in the UDF seek to ensure solar access will be maximised on key streets to ensure streets remain comfortable, sunny public spaces that encourage people to meet and linger.</p> <p>Mandatory controls apply, preventing the overshadowing of the footpaths of Cremorne Street and Church Street for 3 hours between 10am and 2pm at the Spring Equinox.</p> <p>The application of the mandatory requirement preserves solar access and the amenity to the primary street within the precinct.</p> <p>Overshadowing protections also apply to Balmain Street. Balmain Street is a key east-west pedestrian corridor in Cremorne. The standards along Balmain Street vary depending on the context.</p> <p>Spring equinox requirements align with current policy in the planning scheme.</p> <p>The built form recommendations also seek to protect existing public spaces from additional overshadowing and include a requirement that massing and heights of buildings should consider the location of potential new open space.</p> <p><u>Wind</u></p> <p>The wind impacts of development are considered in the UDF and are included in the draft DDOs. Development over 15 metres in height will be required to be accompanied by a wind study analysis to assess the impact of wind on the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing. This is consistent with the approach taken in other built form controls in Yarra.</p>
<p>Heritage</p> <p>Feedback was received from one owner of heritage property in Yarra Street and owners of Strategic Sites. See Strategic Sites.</p> <p>Comments were received from Heritage Victoria on Strategic Sites.</p> <p>Heritage Victoria suggested Council should consider a desktop survey of potential historic archaeological sites.</p>	<p>Change proposed – desktop survey of potential historic archaeological site.</p> <p><u>Heritage buildings</u></p> <p>While there are relatively few heritage buildings and places in Cremorne, many are located on corners and have prominent positions on the street. The UDF includes built form recommendations (including maximum building heights, street wall heights and upper level setbacks) designed to ensure heritage buildings retain their prominence.</p>

Key issues raised	Officer response
<p>Cremorne has the potential to contain historical archaeological sites that are relevant to various phases of activity in the area.</p>	<p>The proposed built form controls also apply front setbacks, upper level setbacks and side setbacks as required to sites adjacent to the heritage buildings and places to ensure an appropriate transition to the heritage building and its setting.</p> <p><u>Historic archaeological sites</u></p> <p>Historical archaeological sites in Cremorne could include the site of the former Cremorne Pleasure Gardens and asylum, pubs, industrial complexes and areas of dwellings/cottages.</p> <p>It is recommended that the UDF includes an action to undertake a study to identify sites of potential historical archaeological significance. This could provide a pilot for a broader municipal approach. This would be in the form of a desktop survey and would make a representative selection, based on levels of historical significance and likely condition/intactness.</p>
<p>Character buildings</p> <p>No comments were received about character buildings or owners of sites as they were not identified in the draft UDF.</p>	<p>Change proposed – identification of character buildings to be retained.</p> <p>Character buildings include pubs, factories, warehouses and offices which are not protected through the heritage controls in the planning scheme however contribute to Cremorne’s visual identity and character.</p> <p>The draft UDF provides criteria to help identify character buildings however did not identify them.</p> <p>Officers have now identified and mapped 44 character buildings. The map is in the revised UDF and proposed planning controls. Both the revised UDF and proposed built form provisions seek to ensure the retention and reuse of these buildings as part of any redevelopment.</p>

Strategic sites

34. The draft UDF identifies seven strategic sites which are large and complex sites that present development opportunities.
35. These sites present opportunities to realise community benefits including through site links, new walking and cycling connections and opportunities for much needed open space.
36. The draft UDF flags that further work will be undertaken with landowners to inform more detailed master planning of the sites. This would further explore built form parameters and consider planning scheme mechanisms.
37. Built form controls have not been developed for these sites as part of the draft UDF. However, the draft UDF includes design objectives for each site which address important structural elements which would guide the redevelopment of the site.

Map 1 – Strategic Sites



- 38. Detailed feedback and/or submissions were received on five of these sites.
- 39. Heritage Victoria provided detailed comments mainly focussed on three strategic sites with State significant heritage buildings – Bryant and May site, 658 Church Street (the former Richmond Power Station) and Bendigo Kangan Institute (former Cremorne Primary School).
- 40. Two submissions from commercial landowners suggested their sites should be identified as strategic sites. These include:
 - (a) 449 Punt Road (CarSales site); and
 - (b) 98A-124 Balmain Street.
- 41. These sites are not proposed to be included as strategic sites:
 - (a) 449 Punt Road contains the CarSales building which was constructed in 2009. However, planning controls which reflect the current development have been included in the UDF and draft DDO to address a gap; and

- (b) 118-124 Balmain Street has a current planning permit for a development of 9 storeys. An amended permit is being sought for 10 storeys. It is understood development is proposed for the westerly site. As a planning permit has been issued for half the site and another is mooted, there is no opportunity for master planning this site. It is therefore not recommended for inclusion as a strategic site.

42. Key issues raised in the feedback, written submissions and meetings and officer's responses are outlined below.

Table 5 – Summary of feedback and officer responses – Strategic sites

Strategic site and key issues raised	Officer response
<p>Level of development</p> <p>The draft UDF identifies strategic sites which present development opportunities.</p> <p>Heritage Victoria supports master planning of these sites but is concerned that sites on Victorian Heritage Register (VHR) are not appropriate for intensive development.</p>	<p>Change proposed.</p> <p>The UDF will be updated to reflect that there may be lower development expectations for strategic sites with heritage places on the VHR.</p> <p>NOTE – Some of the changes sought by Heritage Victoria for specific sites are considered too detailed for inclusion in the UDF and proposed planning policy. Detailed testing has not been undertaken in relation to some of the issues raised. These detailed issues could be addressed through a master planning process and through the heritage permit process required for places on the VHR. As a result, changes to the Design Objectives are proposed to highlight the issue without being prescriptive.</p>
<p>Through site linkages and open space</p> <p>Consultation with owners should take place about proposed locations for open space and through site linkages.</p>	<p>No change proposed.</p> <p>The location of through site linkages and open space are indicative and would be considered as part of the master planning process.</p> <p>Commercial landowners were consulted on the draft UDF and will have the opportunity to further comment on the updated UDF and planning controls.</p>
<p>Bendigo Kangan Institute (BKI) Strategic Site</p> <p>No formal submissions were received from the Department of Education or BKI.</p> <p>The submission from Heritage Victoria sought:</p> <ul style="list-style-type: none"> • Greater front setbacks to the street around the former school • Clearly defined heights to retain the prominence of the school (especially north of the school to provide a transition) • Removal of the contemporary connections to the heritage buildings. <p>Heritage Victoria supported the proposed east-west links and open space.</p> <p>Survey respondents suggested other uses for the site: a South Melbourne style market, a community space (indoor and outdoor) and bike repair/café space.</p>	<p>Change proposed – updates to design objectives.</p> <p>Planning controls do not apply to the BKI site as the land is owned by the Department of Education and is exempt from the planning controls. However, the inclusion of the Design Objectives in the UDF and planning policy is considered helpful to guide future development.</p> <p>New Design Objectives are proposed to address some of the comments by Heritage Victoria. These include:</p> <ul style="list-style-type: none"> • Providing a transition in height on the northern portion between the broader Cremorne West Precinct and the former Cremorne Primary School. • In addition to a setback on Cremorne Street, providing a setback on Dover Street to retain the prominence of the school buildings in the streetscape.

Strategic site and key issues raised	Officer response
<p>Bryant and May Strategic Site</p> <p>Submissions were received from the two owners. Support for some design objectives with changes suggested to others.</p> <p>The owners:</p> <ul style="list-style-type: none"> • Do not support restrictive provisions • Did not support the role of Adelaide Street as a shared zone (as it needs to accommodate services) and instead wishes to develop Russell Place as new green street. • Consider the UDF should support higher buildings on the site. • Did not support a landscape setback on Balmain or Chestnut Streets or retention of tennis courts and pavilion. <p>Heritage Victoria comments included:</p> <ul style="list-style-type: none"> • Add a reference to historic signs on the site in Design Objective 1. • Limit heights on the northern half of the site to no higher than the parapet of the main factory. • Break up any building massing on the north-west corner of the site to retain views to the chimney and clock tower. • Limit built form on the southern half of the site with no development larger than the contemporary development and no built form west of the pavilion. <p>Heritage Victoria supported the proposed east-west links and proposed open space in the south-west corner of the site.</p>	<p>Change proposed - updates to design objectives.</p> <p>Changes are proposed for the Design Objectives to address the comments by the landowners and Heritage Victoria. These include:</p> <ul style="list-style-type: none"> • Expanding Design Objective 1 to reference buildings and signage. • Including a new objective to develop Russell Street as a landscaped pedestrian corridor and series of public spaces with very limited or no vehicle access. • Expanding Design Objective 7 to describe expected outcomes for the Adelaide Street shared zone i.e. human scale development, consolidated vehicle entrances and generous building setbacks to enhance the public realm. • Including a new objective to design new street walls to align with the site's heritage podiums. • Including a new objective to ensure new built form presents as well-designed companion buildings which respond to the heritage place: <ul style="list-style-type: none"> – On the northern portion of the site – the scale of new built form does not dominate the main factory building. – At the north-west corner – built form retains visual and physical permeability through the site. – On the southern half of the site – new built form is setback from Church Street and is less extensive, especially west of the pavilion. • Including the objective from the 534 Church Street Strategic Site to protect views the clocktower and chimney from Chestnut Street.
<p>534 Church Street Strategic Site</p> <p>No feedback / submission from owners.</p> <p>Heritage Victoria provided comments on this site:</p> <ul style="list-style-type: none"> • The scale of any new built form must have regard for the state heritage significance of Former Bryant & May and provide a transition. • Protecting the prominence of views to the site as a whole, not just to the clocktower and chimney features. • Consider a setback on Church Street to retain prominence for the factory building when looking south. 	<p>Change proposed - updates to design objectives.</p> <p>Updated objectives have been included to clarify the design of Adelaide Street as a shared zoned. These changes align with changes to Bryant and May Design Objectives as both sites abut Adelaide Street.</p> <p>Changes are proposed for the Design Objectives to address some of the comments by Heritage Victoria, include:</p> <ul style="list-style-type: none"> • Adding a new Design Objective that ensures the scale and siting of any new built form has regard to the State heritage significance of the former Bryant & May buildings. • Updating Design Objective 5 to protect the prominence of views to the site as a whole as well as clocktower and chimney. <p>A further addition has been to include a new Design Objective to redevelop the site in a campus style rather than as one large building.</p>

Strategic site and key issues raised	Officer response
<p>Rosella Strategic Site</p> <p>Three owners provided comments. Supported the designation as a strategic site but did not support some of the design objectives:</p> <ul style="list-style-type: none"> The proposed location of open space conflicts with the location of a car park (a requirement of a S173 agreement). Pedestrianising Palmer Parade is not supported – it is used for loading, access and servicing. <p>A number of residents commented on the use of southern portion of Gwynne Street by trucks to accessing the site.</p>	<p>Change proposed – update to map.</p> <p>No changes are proposed to the Design Objectives.</p> <p>The map in the UDF will be updated to reflect an alternative location for open space.</p> <p>The landowner concerns about the role of Palmer Parade are noted, however the pedestrianisation of Palmer Street refers a desirable future outcome. No change is recommended.</p>
<p>658 Church Street Strategic Site</p> <p>Heritage Victoria provided comments on retaining and reinstating the prominence of the former power station:</p> <ul style="list-style-type: none"> Ensure the former power station is retained as the tallest building on the western side of the site. Expand the list of key views to the former power station. Provide space around the building to ensure it is viewed as a free-standing building. Maintain visual connections between the western façade and railway line. Reinstate historic materials generally and remove graffiti and reinstate brickwork on western façade. <p>A further submission noted:</p> <ul style="list-style-type: none"> the draft UDF encourages height on the northern portion of the site, the opposite to the <i>Cremorne Built Form Review</i> (Hodyl & Co). Owners of the site are pursuing a multimillion dollar investment to extend and upgrade public spaces on the site. This should be recognised. Improvements to walking and cycling connections and the public realm are needed along Oddys Lane. 	<p>Change proposed - updates to design objectives.</p> <p>Changes are proposed for the Design Objectives to address some of the comments by Heritage Victoria, including:</p> <ul style="list-style-type: none"> Retaining views to the former Power Station from Green Street, Electric Street, Hargreaves Street, Oddys Lane and Dale Street Retaining the former Power Station as the tallest building on the west side of the site to ensure it can be read as a free standing landmark building. Maintaining visual connections between the west decorative façade of the Former Richmond Power Station and the railway line to provide a link between the historic uses. Undertaking conservation works as part of any redevelopment of the former Richmond Power Station. <p>The reinstatement of materials is considered too detailed.</p> <p>The draft UDF includes actions that seek to improve walking and cycling connections to and across the Yarra River (Birrarung) via Oddys Lane.</p>

43. The updated design objectives from the UDF are included in proposed planning policy at 11.03-6L. This will help guide the master planning process and provide guidance should a planning permit be applied for to redevelop a site before a master plan or planning controls have been developed.

Other changes to the UDF

44. Other changes to the UDF include:

- (a) Part 1: Introduction:
 - (i) Changes to reflect State Government updates to planning policy and provide updated information on the Digital Hub;
 - (ii) Updates to 'Developing the Framework' to include a summary of the draft UDF consultation;
 - (iii) Reference to an additional background study – Transport Review;
- (b) Part 3: Precincts:
 - (i) Updates to the Precinct Visions and Framework Plans to reflect changes in other parts of the document;
- (c) Part 4: Implementation and glossary:
 - (i) Updates to advocacy and planning scheme amendment text; and
 - (ii) Updates to State Government Department titles.

Proposed Planning Controls

- 45. A comprehensive suite of planning controls implementing the revised UDF have been prepared.
- 46. The following planning controls are proposed:
 - (a) Three Design and Development Overlays to guide built form (Schedules 51-53 to Clause 42.03 Design and Development Overlay);
 - (b) Updated planning policy (at Clause 11.03-6 – Regional and Local Places);
 - (c) Parking Overlay to implement a maximum parking rate for offices and retail (Schedule 2 to Clause 45.09 Parking Overlay);
 - (d) Correction of two zoning anomalies; and
 - (e) Inclusion of background documents (at Schedule to Clause 72.08 Background Documents).

Amendment C317yara – Interim built form provisions

- 47. It is proposed to request the Minister for Planning approve Amendment C317yara, which would apply the three Design and Development Overlays as interim built form controls.
- 48. These controls would apply for 24 months, while the permanent controls are publicly exhibited and make their way through a full planning scheme amendment process.
- 49. It is proposed that Council request the Minister for Planning to apply the interim provisions through a Ministerial amendment under section 20(4) of the *Planning and Environment Act 1987* (the Act). The exhibition and notification requirements of sections 17, 18 and 19 of the Act do not apply to this form of amendment.
- 50. A Ministerial amendment is sought to address development pressures and realise important public realm outcomes while the permanent provisions are being progressed.
- 51. Documentation for Amendment C317yara, including the three DDOs and explanatory report is at **Attachment 11**.

Draft Amendment C318yara – Permanent planning provisions

- 52. Permanent planning controls would consist of:
 - (a) three Design and Development Overlays;
 - (b) updated planning policy;
 - (c) Parking Overlay; and
 - (d) zoning changes to two sites.

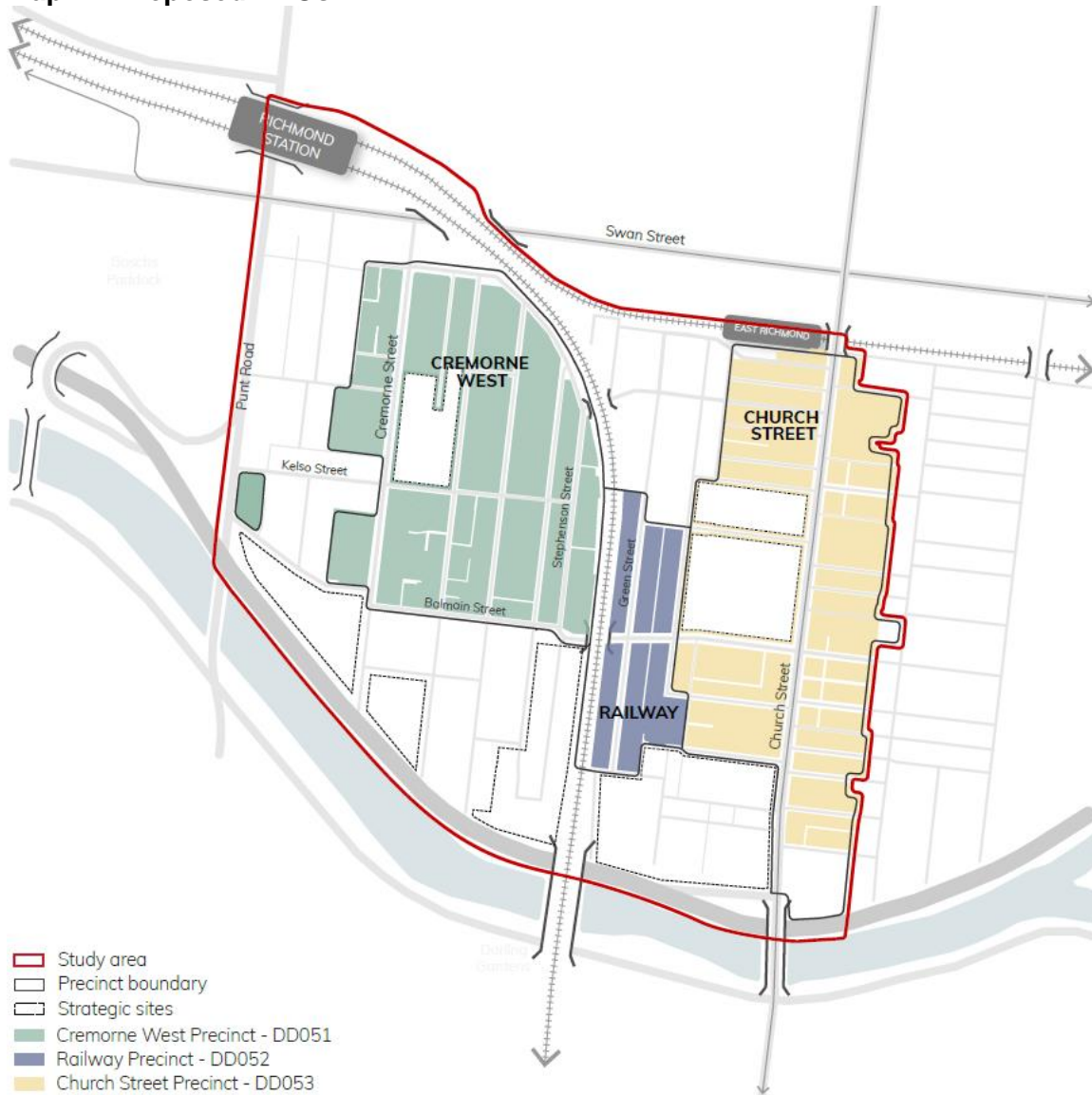
It is proposed the permanent planning controls are implemented through Draft Amendment C318yara.

53. The explanatory report and other amendment documents for Draft Amendment C318yara – permanent planning provisions are at **Attachment 12**.

Design and Development Overlays

54. Three Design and Development Overlays (DDOs) have been developed for Cremorne's three Commercial 2 zoned precincts:
- (a) Cremorne West Precinct – DDO51;
 - (b) Railway Precinct – DDO52; and
 - (c) Church Street Precinct – DDO53.

Map 2 – Proposed DDOs



55. The DDOs at **Attachment 13** reflect the strategies in the revised UDF. Noting some updates have been made in response to feedback from the community and landowners and internal comments.
56. New controls are proposed for Cremorne's commercial precincts to manage the scale and design of development of land and provide clarity and certainty for Council, landowners and the community. They aim to balance accommodating employment growth with protecting the precinct's valued character and heritage fabric and minimising amenity impacts.

57. They include built form parameters including building heights, street wall heights, upper level setbacks and building separation and other design requirements based on the revised UDF.
58. The majority of the proposed provisions are preferred/discretionary controls. Guidance on the application of mandatory controls is provided in the State Government Planning Practice Note 59. The application of mandatory controls has been carefully considered and applied selectively to key elements.
59. The Commercial 2 Zone includes a provision that exempts planning applications from third party notice and appeal rights, except where the site is within 30 metres of a residential zone, education centre or hospital. It is proposed to include the same exemption in the proposed DDOs to ensure consistency between the zone and overlay and reflects the precinct's status as an enterprise precinct.

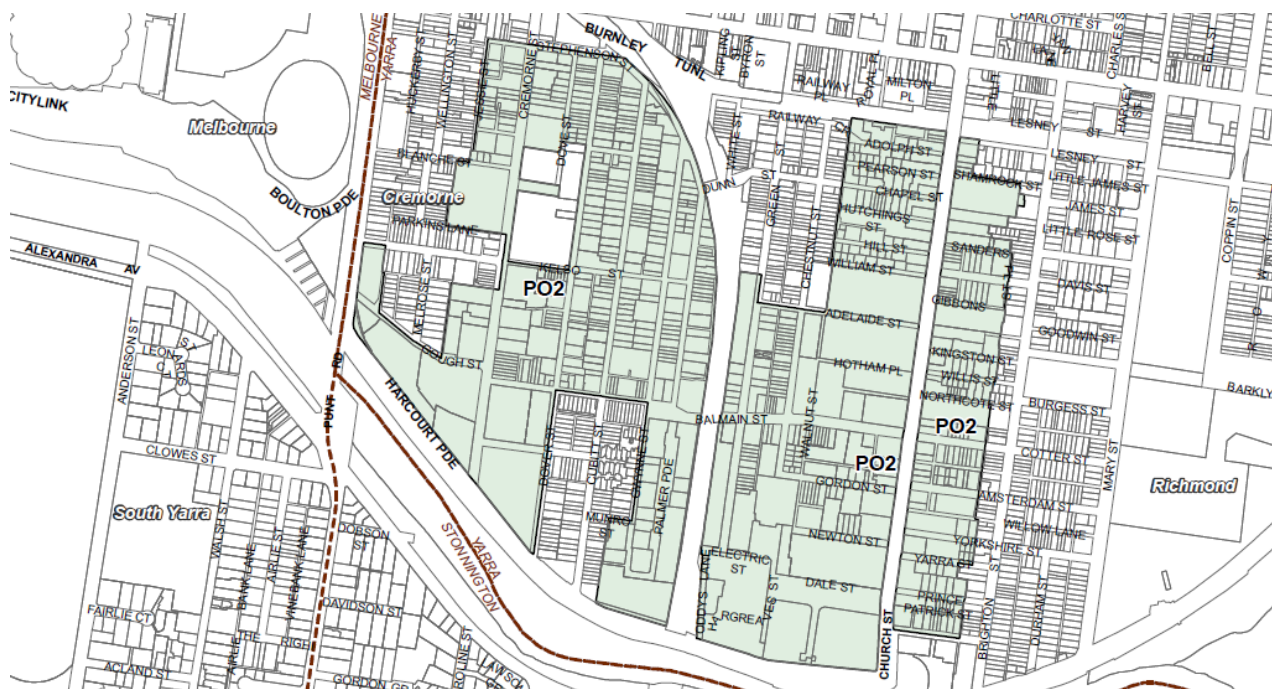
Planning policy

60. A further aspect of the draft planning controls is the updated local policy at Clause 11.03-6L – Regional and Local Places. This introduces a place-based policy that supports Cremorne as a vibrant, diverse, accessible and high amenity enterprise precinct and includes specific policy on land use, built form, access and movement, open space and the public realm (**Attachment 14**).
61. The proposed planning policy also includes policy on the seven strategic sites drawn from design objectives in the UDF.
62. Should the new planning policy framework, as adopted in Amendment C269yara, not be approved by the time a draft amendment is exhibited, the proposed changes to Clause 11.03-6L would be included as new policy within the current Clause 21.12 Local Areas.

Parking Overlay

63. To promote more sustainable modes of transport in Cremorne, a reduction in the provision of off-street car parking is required. This is proposed through changes to the parking rates in the Yarra Planning Scheme.
64. The current provisions in Clause 52.06 require all applications for a new use, or an increase in the existing use, to provide the minimum car parking rate, unless an exemption applies.
65. The schedule to the Parking Overlay allows Council to vary the standard number of car parking spaces required under Clause 52.06 by specifying a maximum provision of car parking for particular uses.
66. This would mean that a permit would not be required for an application to reduce (including reducing to zero) the number of car parking spaces as required under Clause 52.06-5. This change would help to protect Cremorne from an oversupply of parking which would generate more traffic congestion.
67. Draft Amendment C318yara proposes to insert a new Schedule to the Parking Overlay. The schedule proposes to apply a maximum car parking rate of 1 parking space per 100sqm of net floor area for new office and retail uses.
68. The Parking Overlay (**Attachment 15**) is proposed to apply to land in C2Z, including the strategic sites and land in the Comprehensive Development Zone such as the Richmond Maltings.

Map 3 – Proposed extent of the Parking Overlay

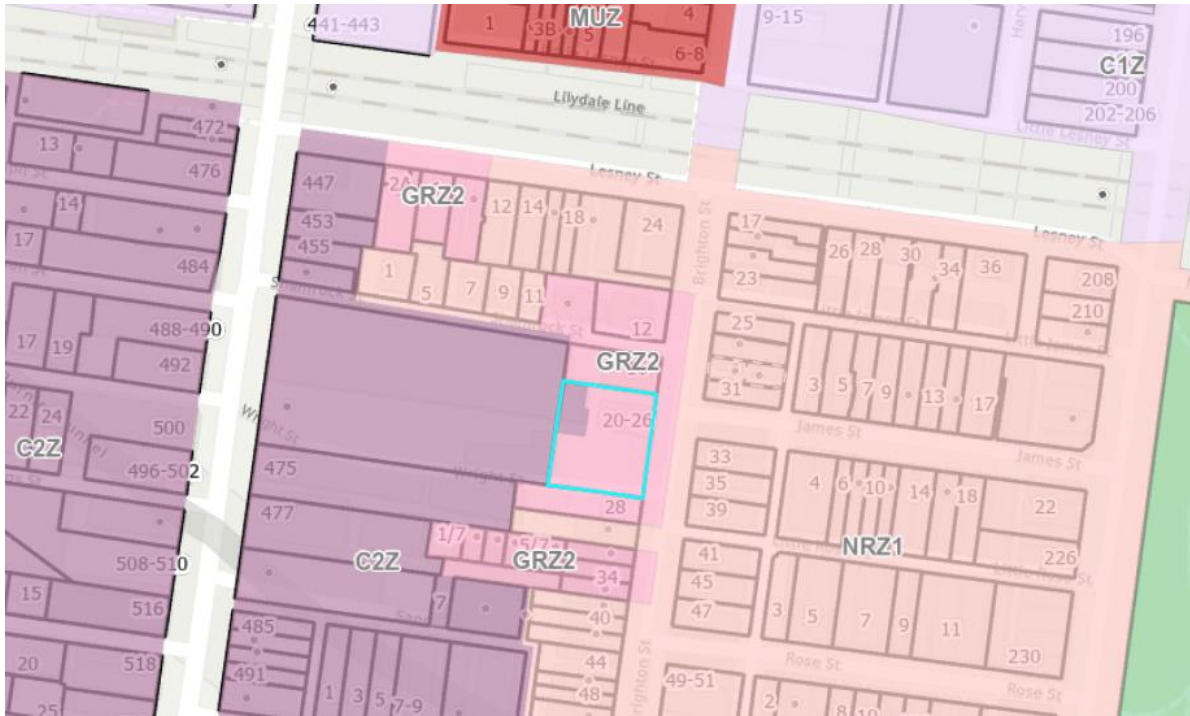


69. In late 2020, Council lodged Amendment C281yara to apply a Parking Overlay in Cremorne as a request for a Ministerial Amendment.
70. The Department of Transport and Planning (DTP) responded in December 2020 and requested additional analysis and/or modelling to test the impacts of applying different alternative maximum car parking rates.
71. This amendment has not been pursued, as it was determined that the Parking Overlay should form part of a comprehensive planning scheme amendment for Cremorne.
72. The need for any additional modelling will be addressed at the Planning Panel / Standing Advisory Committee hearing.

Zoning Anomalies

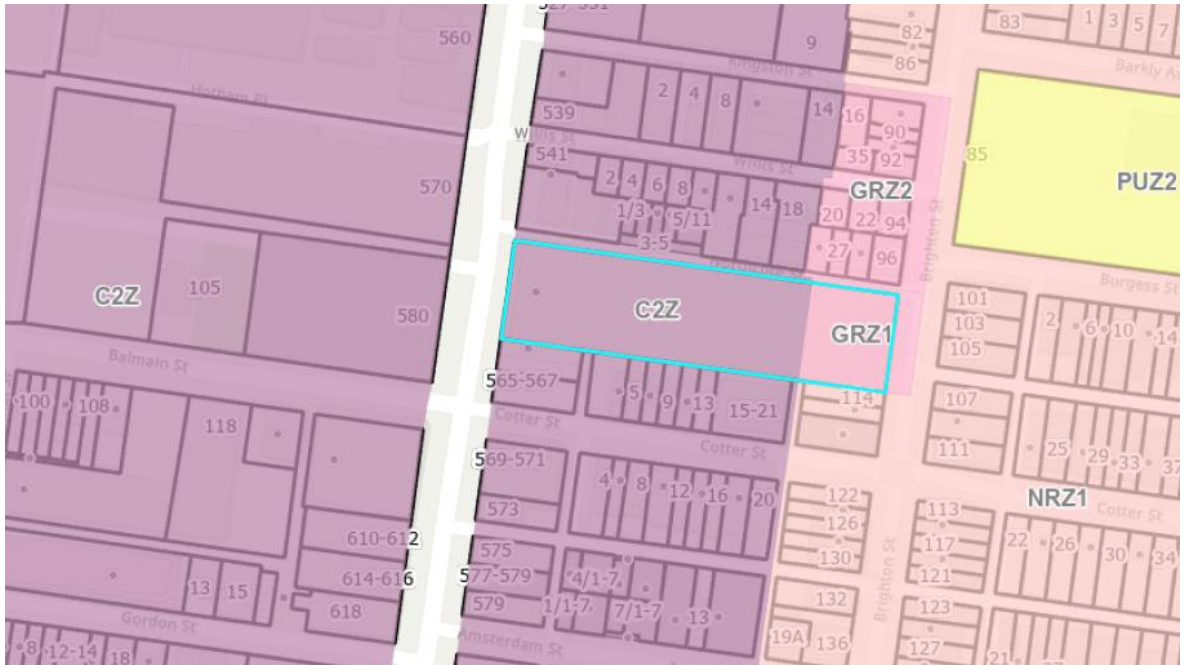
73. There are two identified zoning anomalies in Cremorne, where two zones apply to a single site i.e. the General Residential Zone Schedule 2 (GRZ2) and Commercial 2 Zone (C2Z).
74. The draft UDF recommends rezoning two properties to align with the proposed development of the land and ensure consistency of zoning. Draft Amendment C318yara would implement these changes (**Attachment 16**).
75. The first property is at 20-26 Brighton Street. It is proposed to rezone the entire parcel to GRZ2. A small section of the site is in C2Z. This site is part of an approved development at 459-471 Church Street. The rear of this site will accommodate a three storey childcare facility as part of a commercial building project. A childcare centre is a section 2 use (i.e. requires a planning permit) under both GRZ2 and C2Z.

Map 4 – Zoning anomaly - 20-26 Brighton Street



76. The second property at 549-555 Church Street and proposed to rezone a portion of this site from GRZ2 to C2Z to align the zoning and its current use as a warehouse site. The site would be subject to a 12 metre maximum height and street wall controls.

Map 5 – Zoning anomaly - 549-555 Church Street



Background documents

77. Draft Amendment C318yara also proposes to amend the Schedule to Clause 72.08 Background Documents to include new background documents in the planning scheme:
- (a) *Cremorne Built Form Review and Recommendations* (Hodyl & Co, May 2022);
 - (b) *Heritage Review and Recommendations – Cremorne Enterprise Precinct* (Trethowan, October 2021);

- (c) *Cremorne Streets and Movement Strategy* (Martyn Group & Hansen Partnerships, June 2020);
- (d) *Parking Controls Review – Cremorne Enterprise Precinct* (Traffix Group, July 2020);
- (e) *Cremorne Urban Design Framework - Transport Review* (Stantec Australia, August 2023); and
- (f) *Revised Cremorne Urban Design Framework* (City of Yarra, September 2023).

78. The background documents, including the revised Cremorne Urban Design Framework form the basis of the amendment.

Next steps – Exhibition of the revised UDF and proposed amendment

79. The following next steps are proposed to progress the UDF and planning provisions:
- (a) Request the Minister for Planning approve a Ministerial amendment, Amendment C317yara, to apply interim built form controls to Commercial 2 zoned land in Cremorne while permanent planning provisions are progressed;
 - (b) Seek consent from the Minister for Planning to prepare and notify draft Amendment C318 – the permanent planning provisions for Cremorne inclusive of DDOs, new policy and parking overlay (as per the Terms of Reference for the *Yarra Activity Centre Standing Advisory Committee - SAC*); and
 - (c) Consult on the revised UDF at the same time as the exhibition of the permanent planning scheme amendment.
80. Given the proposed changes to the transport aspects of the UDF, further engagement with the community on the revised UDF is proposed. This would provide the landowners and the wider community with the opportunity to comment on the revised UDF and proposed planning provisions at the same time.
81. In 2021, the Minister for Planning set up the *Yarra Activity Centres Standing Advisory Committee (SAC)*. The objective of the committee is to provide consistent advice in a transparent, simpler, more timely and cost-efficient process on any proposed new planning provisions referred to it by the Minister. The Cremorne Enterprise Precinct is identified in the SAC's Terms of Reference.
82. To date, the Committee has considered two planning scheme amendments – Amendment C291yara – Bridge Road and Victoria Street Built Form Provisions and Amendment C293yara – Collingwood South Mixed Use Precinct Permanent Built Form Provisions. The amendments are awaiting approval by the Minister for Planning.
83. Under the SAC amendment process, the draft amendment is notified and publicly exhibited.
84. Following exhibition, submissions would be considered by Council and referred to the independent Standing Advisory Committee.
85. Council then receives and considers the Committee's report and provides its final position to the Minister for Planning.

Options

86. Two key options are available to Council at this stage of the process:
- (a) Option 1 - Progress the revised UDF and permanent and interim planning controls as outlined above; OR
 - (b) Option 2 - Delay or abandon the process.
87. Option 1 is recommended. There is strong community interest in finalising and implementing the UDF. Progressing planning controls for development is also a priority for the precinct as development pressure continues.

Community and stakeholder engagement

88. A five week engagement with the Cremorne community on the draft UDF and its actions was held between 7 November to 12 December 2022.
89. The online survey was left open for a further week for any additional responses from key stakeholders on Balmain Street. These properties were impacted by Council's resolution on 25 October 2022 which sought to apply greater overshadowing and setback controls to northern properties on the Balmain Street Plaza.
90. Officers have coordinated with statutory planners and urban designers on the proposed planning controls. Officers have also worked closely with:
 - (a) the Traffic Engineering and Sustainable Transport teams on transport issues and the Transport Review;
 - (b) urban designers and open space planners on public spaces; and
 - (c) Council's Environmentally Sustainable Design Advisor on the environmentally sustainable development aspects of the UDF.
91. The timing of the exhibition of the revised UDF and Draft Amendment C318yara – the permanent planning provisions will depend on when consent is provided by the Minister for Planning.
92. The exhibition of the amendment and consultation on the revised UDF will occur for a minimum of four weeks and target:
 - (a) Local Cremorne residents (owners and occupiers);
 - (b) Local workers;
 - (c) Students and staff at Bendigo Kangan Institute;
 - (d) Cremorne / Richmond based community groups;
 - (e) Yarra-wide community groups;
 - (f) Small to medium businesses and co-working space users;
 - (g) Large key businesses;
 - (h) Landowners and developers; and
 - (i) State Government Departments and agencies such as the Department of Transport and Planning, VicTrack, Department of Jobs, Skills, Industry and Regions, Melbourne Water, Parks Victoria, BKI, Environmental Protection Authority and Heritage Victoria and neighbouring Councils.
93. Officers will use a wide range of communication channels to formally notify the amendment and promote the exhibition to ensure we connect with the diverse stakeholders listed above. A detailed engagement plan, including communications activities, will be developed in line with our Community Engagement Policy if Council resolves to proceed to the next steps with the planning provisions.

Policy analysis

Alignment to Community Vision and Council Plan

94. The Cremorne Urban Design Framework supports the following themes in the Yarra 2036 Community Vision:
 - (a) *Priority 4.4 – Environmental Sustainability* – A transport system that is innovative, efficient, sustainable and accessible;
 - (b) *Priority 6.1 – Thriving Local Economy* – Create broad economic and employment opportunities by utilising existing physical spaces and facilitating partnership;

- (c) *Priority 7.4 – Shared Spaces* – Increase availability and diversify use of open spaces to address existing shortages and respond to population growth;
- (d) *Priority 8.1 – Growing Sustainably* – Advocate for development and planning design that is shaped by and meets our community's future needs; and
- (e) *Priority 8.2 – Growing Sustainably* – Keep our heritage visible while we encourage innovative and sustainable growth.

95. It implements the following objectives in the Yarra Council Plan 2021-25, including:

- (a) *Strategic Objective 3 – Local Economy* – 'Manage access, safety and amenity to enhance people's experience when visiting Yarra'; and
- (b) *Strategic Objective 4 – Place and nature* – 'Protect, promote and maintain our unique heritage and ensure development is sustainable'.

Climate emergency and sustainability implications

96. The UDF aligns with the actions of the *Yarra Climate Emergency Plan 2020-2024*. It seeks to promote Cremorne as an opportunity to develop a leading sustainable and climate-resilient precinct.
97. This aspect of the UDF will also be strengthened by the Elevating Environmental Standards project, which Council is working on with CASBE and 24 other Councils to introduce new environmentally sustainable development standards into the planning scheme.

Community and social implications

98. The UDF includes actions which provide for improved pedestrian and cycling routes.
99. It also includes actions to improve existing open spaces and identifies opportunities for new public spaces in Cremorne.
100. It also proposes a series of actions to improve the public realm to make Cremorne a more accessible neighbourhood for all abilities.

Economic development implications

101. The UDF aligns with the *Yarra Economic Development Strategy 2020-2025*, in particular:
- (a) Strategy 2: Retaining and growing Yarra's employment precincts and unlock development opportunities through strategic planning process; and
 - (b) Strategy 3: Support and encourage innovative and entrepreneurial activities across Yarra's employment precincts.
102. The UDF supports the Cremorne Enterprise Precinct and protects its employment role by retaining the existing commercial zoning. It also seeks to make the area attractive to existing and future businesses, visitors and residents by identifying opportunities for public realm improvements and improved walking and cycling links and access to public transport.

Human rights and gender equality implications

103. There are no known human rights implications anticipated from the UDF or the proposed planning controls.
104. The UDF complies with the *Victorian Charter of Human Rights and Responsibilities Act 2006*.

Operational analysis

Financial and resource impacts

105. \$20,000 is required this financial year for exhibition / notification of the planning scheme amendment if consent to exhibit/notify the amendment is obtained from the Department of Transport and Planning (DTP).
106. \$4,128 is required to request a Ministerial amendment to apply interim controls.
107. These two amounts are budgeted for in Strategic Planning's 2023/24 budget.

Legal Implications

108. There are no known legal implications at this stage of the process.
109. Any future planning scheme amendments which implement interim or permanent planning provisions will need to meet the requirements of the *Planning and Environment Act 1987* and Terms of Reference for the Standing Advisory Committee.

Conclusion

110. Community engagement on the draft UDF occurred in November and December 2022. The engagement showed general support for the UDF and its objectives and actions, but different views on different aspects.
111. Officers have reviewed the detailed findings from the engagement and updated the UDF.
112. Additional work has been undertaken on transport as this aspect of the draft UDF received a considerable amount of feedback with a range of conflicting views.
113. A comprehensive suite of planning provisions has been developed to implement the UDF.
114. The interim and permanent provisions are essential to manage new development and ensure the need to accommodate new development is balanced with protecting the precinct's valued character and heritage fabric, minimising amenity impacts and realising public realm outcomes.
115. Officers recommend Council requests consent from the Minister for Planning to prepare and exhibit draft Amendment C318yara and approve interim built form provisions, Amendment C317yara while the permanent planning provisions are progressed.
116. Further consultation on the revised UDF would occur concurrently with the exhibition of a planning scheme amendment.

RECOMMENDATION

1. That Council:
 - (a) notes the officer report and the attachments considering the feedback to the draft Cremorne Urban Design Framework, updates to the document and introducing proposed interim permanent provisions for Cremorne;
 - (b) adopts the documents listed below and at Attachments 1, 2, 3, 4, 9 and 10 as background documents and the general basis for Draft Amendment C318 to the Yarra Planning Scheme:
 - (i) *Cremorne Built Form Review and Recommendations* (Hodyl & Co, May 2022);
 - (ii) *Heritage Review and Recommendations – Cremorne Enterprise Precinct* (Trethowan, October 2021);
 - (iii) *Cremorne Streets and Movement Strategy* (Martyn Group & Hansen Partnerships, June 2020);
 - (iv) *Parking Controls Review – Cremorne Enterprise Precinct* (Traffix Group, July 2020);
 - (v) *Cremorne Urban Design Framework - Transport Review* (Stantec Australia, August 2023); and
 - (vi) *Revised Cremorne Urban Design Framework* (City of Yarra, September 2023);
 - (c) requests consent from the Minister for Planning to prepare and notify Draft Amendment C318yara (Attachments 12-16) as per the *Terms of Reference for the Yarra Activity Centre Standing Advisory Committee*, appointed under Section 151 of the *Planning and Environment Act 1987*;

- (d) determines that should the Minister for Planning decide not to provide consent under the *Terms of Reference for the Yarra Activity Centre Standing Advisory Committee*, Council as the Planning Authority, apply to the Minister for Planning (Minister) under section 8A of the Planning and Environment Act 1987, for authorisation to prepare and exhibit the amendment;
- (e) requests the Minister for Planning to prepare, adopt and approve Amendment C317yara to the Yarra Planning Scheme, in accordance with the Minister's powers under sections 8(1)(b) and section 20(4) of the Planning and Environment Act 1987 to apply Schedules 51, 52, 53 to the Design and Development Overlays (Attachment 11) on an interim basis for 24 months while the permanent provisions are formally considered;
- (f) authorises officers to consult with the Minister, in accordance with sections 8(1)(b) and 20(4) of the Act, to assist the Minister to prepare, adopt and approve the interim provisions;
- (g) endorses the *Revised Cremorne Urban Design Framework* at Attachment 9 for consultation;
- (h) notes a detailed community engagement plan to seek community feedback on the revised Cremorne Urban Design Framework and form the basis for the exhibition of Draft Planning Scheme Amendment C318yara will be developed; and
- (i) authorises the CEO to make any minor adjustments required to meet the intent of the resolution.

Attachments

- [1](#) Attachment 1 - Cremorne Built Form Review and Recommendations (Hodyl & Co, May 2022)
- [2](#) Attachment 2 - Heritage Review and Recommendations - Cremorne Enterprise Precinct (Trethowan, October 2021)
- [3](#) Attachment 3 - Cremorne Streets and Movement Strategy (Martyn Group & Hansen, June 2020)
- [4](#) Attachment 4 - Parking Controls Review - Cremorne Enterprise Precinct (Traffix Group, July 2020)
- [5](#) Attachment 5 - Community Engagement Report (March 2023)
- [6](#) Attachment 6 - Draft Cremorne UDF - Consultation Findings Report (Chatterbox, March 2023)
- [7](#) Attachment 7 - Draft Cremorne UDF - Community Feedback - Response to key issues
- [8](#) Attachment 8 - Draft Cremorne UDF - Community Feedback - Response to written submissions
- [9](#) Attachment 9 - Revised Cremorne Urban Design Framework (September 2023)
- [10](#) Attachment 10 - Cremorne Urban Design Framework - Transport Review (Stantec, August 2023)

- 11** [↓](#) Attachment 11 - Amendment C317yara - Design and Development Overlays, Explanatory Report and other amendment documents
- 12** [↓](#) Attachment 12 - Draft Amendment C318yara - Explanatory Report and other amendment documents
- 13** [↓](#) Attachment 13 - Draft Amendment C318yara - Schedules 51,52 and 53 to the Design and Development Overlay
- 14** [↓](#) Attachment 14 - Draft Amendment C318yara - Planning Policy (Clause 11.03-6L)
- 15** [↓](#) Attachment 15 - Draft Amendment C318yara - Schedule to the Parking Overlay
- 16** [↓](#) Attachment 16 - Draft Amendment C318yara - Zoning anomalies

Hodyl & Co

Cremorne Built Form Review

Prepared for the City of Yarra
May 2022



All due care has been taken in the preparation of this report. Hodyl & Co, however, are not liable to any person or entity for any damage or loss that has occurred, or may occur, in relation to that person or entity taking or not taking action in respect of any representation, statement, opinion or advice referred within this report.

Prepared by Hodyl & Co for the City of Yarra

Project team:

Leanne Hodyl, Bec Fitzgerald, Huei-Han Yang and Alice Fowler

May 2022

Version C

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Hodyl & Co—Cremorne Built Form Review



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Executive summary

Project purpose

The purpose of the Built Form Review is to set a built form strategy for growth and change in Cremorne and to provide greater clarity and certainty for the future of development. The built form review is driven by an understanding of the urban context and underpinned by rigorous analysis. The outcomes of the project will inform the preparation of the broader Urban Design Framework and the proposed built form controls for the Cremorne.

Method

A mixed methodology was used to develop the recommendations which included site visits, a policy review, spatial analysis, sectional analysis, a development capacity review and 3D testing. The method also included the integration of independent heritage advice by heritage architecture specialists - Trethowan.

Design strategies

Five design strategies were established for Cremorne with each underpinned by an analysis of the existing context to inform place-specific design objectives and built form controls. These were:

1. Building on Cremorne's valued character
2. Creating a comfortable and engaging public realm
3. Delivering high-quality sustainable buildings
4. Ensuring buildings are responsive to context
5. Improving the setting of heritage buildings

Sub-precincts

The Built Form Review study area includes areas of commercial land use as defined by Commercial 2 Zoned land in Cremorne.

The four sub-precincts (Figure 1 and Figure 2) and several strategic sites were identified through an urban structure analysis of Cremorne.

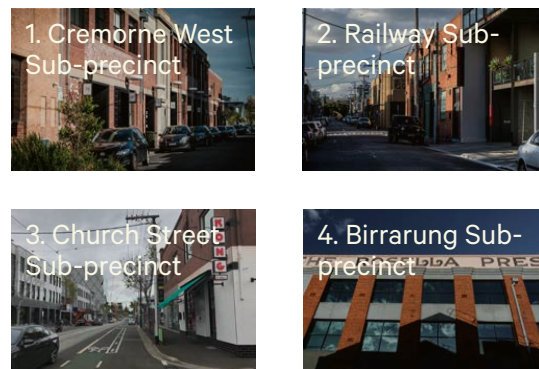


Figure 1. Four sub-precincts.

Recommendations

The built form review recommends introducing design objectives and built form controls to guide design outcomes in Cremorne. The following built form controls are proposed:

- Building heights
- Street wall heights
- Maximum boundary wall heights
- Upper-level setbacks
- Building separation requirements
- Residential zone interface requirements
- Solar access controls

These place-specific built form controls implement the vision for Cremorne and are supported by design objectives to guide the qualitative outcomes sought.



Figure 2. Cremorne sub-precincts map.

Introduction

‘Cremorne is a global innovation precinct with a vibrant village feel, new sustainable development, quality public spaces, active transport options, set within narrow streets and historic industrial buildings and workers cottages.’

— Vision from the Cremorne Place Implementation Plan¹

Project purpose

The purpose of the Built Form Review is to set a built form strategy for growth and change in Cremorne to provide greater clarity and certainty for the future of development. The built form review is grounded in a strong understanding and rigorous analysis of the urban context. The outcomes of the project will inform the preparation of the broader Urban Design Framework and proposed built form controls for the commercial areas of Cremorne.

The Built Form Review must deliver the vision for Cremorne established in the Draft Cremorne Place Implementation Precinct² which sets out the overarching strategic direction for Cremorne. The Built Form Review is one part of a broader program of work intended to inform a coordinated set of actions in the Urban Design Framework.

Project objectives

- To analyse the existing and emerging urban and built form character and provide recommendations that achieve high-quality built form outcomes that contribute to the success of the Enterprise Precinct.
- To identify opportunities for development to contribute to the function, amenity, quality, character and safety of the public and private realm and deliver public benefits such as open space.
- To provide greater certainty around development outcomes in Cremorne through built form recommendations that can be translated into future planning scheme built form controls.
- To provide logic and evidence to support the introduction of built form controls into the Yarra Planning Scheme.

¹ Victorian Planning Authority, 2020

² Victorian Planning Authority, 2020

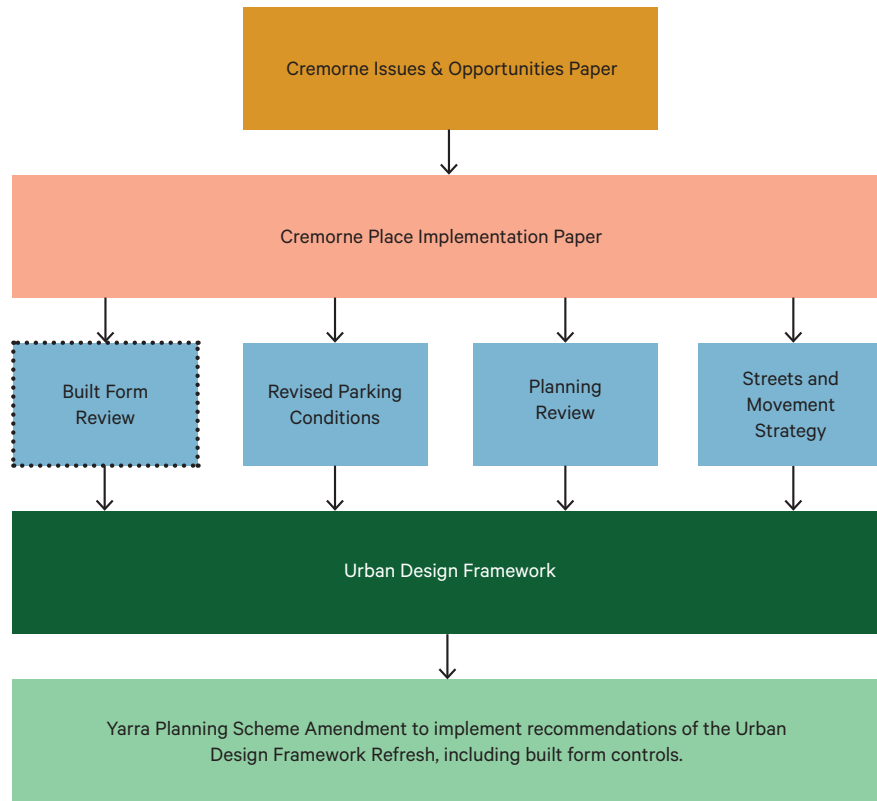


Figure 3. Integration with broader program for the Cremorne Enterprise Precinct.

Methodology

Figure 4 provides an overview of the report structure and the method for undertaking the built form review. The report is structured into three sections - context, design strategies and sub-precincts.

Understanding the context

A context analysis was undertaken to understand the vision for the Cremorne Precinct, the existing commitments in State and Local Government policies, the factors driving enterprise precincts and emerging trends in contemporary office development.

Design strategies

Five design strategies were established for Cremorne (see Figure 4). Each of these design strategies were underpinned by an analysis of the existing context to inform place-specific design objectives and built form controls for the Cremorne Precinct. This mixed methodology of analysis included:

- Multiple site visits to analyse the existing and emerging character of Cremorne.
- A policy review of existing visions and strategies for the Cremorne Precinct.
- A spatial analysis to assess the urban structure, public realm, site typologies, heritage character and interface characteristics.
- A sectional analysis of recent development applications to identify transition issues and to determine an appropriate design response at sensitive interfaces.
- Built form modelling to test solar impacts and to determine the appropriate built form typology to respond to the urban structure of Cremorne.
- The integration of independent heritage advice by heritage architecture specialists - Trethowan.

This comprehensive analysis led to the development of design objectives and built form controls. These include general design objectives which apply to the Cremorne Precinct, place-specific design objectives which apply to identified locations and sub-precinct-specific objectives which are tailored to each of the four sub-precincts.

Sub-precincts

The four sub-precincts and several strategic sites were identified in the design strategy 1 - Building on Cremorne's valued character. These were identified based on an urban structure analysis of Cremorne. The existing conditions of each of the sub-precincts was analysed and this analysis was used to inform the sub-precinct character statements and design objectives.

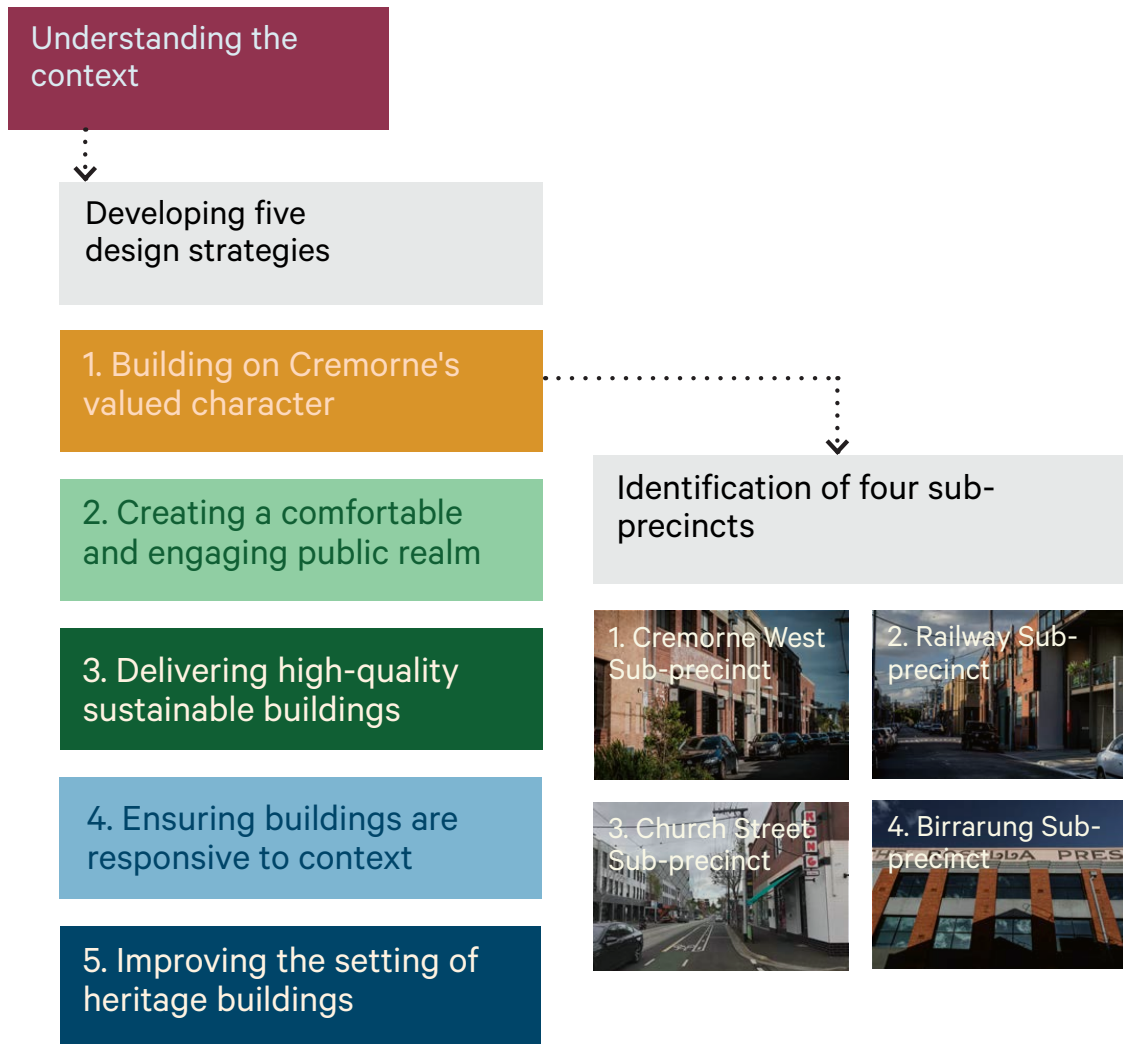


Figure 4. Report structure and methodology.

Understanding the context

'Cremorne is a vibrant and diverse inner urban suburb home to over 2,000 residents, 700 businesses and 10,000 workers.'

— Cremorne Place Implementation Plan¹

The suburb now known as Cremorne had been inhabited by Aboriginal people for tens of thousands of years prior to European settlement in 1835. The Wurundjeri People are the Traditional Owners of the land. They used to camp on both banks of the Birrarung (Yarra River) and catch eels in fish traps in the swamps and lagoons.² The Wurundjeri People continue to be the custodians of the land and water of Cremorne.

Today, Cremorne is a maturing suburb with distinct pockets of residential and commercial land. It's commercial areas are a destination for technology and creative industries. The suburb has a history of creative production, a diversity of building types available and an authenticity that is a key attractor to the area. The precinct has an annual contribution of \$4 billion to the Victorian economy.³ This success has in part been driven by its heritage, its location, its accessibility and the adaptability of its built form. The suburb has excellent access to public transport, the Swan Street Major Activity Centre and a rich industrial and residential heritage that is highly valued by those that live and work there.

Post settlement history

Cremorne was originally the site of the Cremorne Gardens (now the site of the Rosella Complex), founded by James Ellis and named after gardens of the same name in London. The Cremorne Gardens consisted of 4 hectares of ornamental planting and features including a theatre, menagerie, artificial lake, maze, pavilion for dancing, fountains, grottoes and bowling alleys.⁴ The Cremorne Gardens eventually closed in 1863 and was later subdivided in 1898. By this time, there was considerable settlement in Cremorne including a church and three schools.⁵

¹ Victorian Planning Authority, 2020

² Yarra River Business Association, 2020

³ REMPLAN Yarra Economy Profile, 2018

⁴ City of Yarra Thematic History, 1988

⁵ Victorian Places, 2021

Large factories were then constructed along with neighbouring cottages to house Cremorne's new workers. Some of these factories still stand including the Richmond Power Station (built in 1891), the Bryant and May match factory (built in 1909) and the Rosella Complex (built in 1905). There were also smaller garment factories around the railway station. Several of these large scale manufacturing operations closed in the 1980s and 1990s.

These larger scale industries eventually moved out of Cremorne and by the mid-century light industry became more prevalent. The suburb continues to evolve as a space for technology and creative industries and was identified as a Enterprise Precinct in 2018 by the State Government.

Study area

Cremorne is a relatively small Melbourne suburb (approximately 70 ha) located to the south-east of Richmond and on the north bank of the Yarra River. The suburb is bounded by Punt Road to the west, Swan Street to the north and the Yarra River to the south. It is divided into two parts by the railway line which runs north-south through the middle of the suburb.

The focus of the Built Form Review is the areas of commercial land use (defined by Commercial 2 Zoned land) in Cremorne (see Figure 5). The study area excludes certain areas within Cremorne including -

- Residential land.
- Public Park and Recreation Zones.
- Public Use Zones.
- Land affected by the Swan Street Design and Development Overlays (DDO25 - DDO28).
- Richmond and East Richmond Station.
- Major development sites which are already completed or under construction.

The project will consider the interface to these locations but no direct recommendations will be made to affect change in these areas.



Figure 5. Study area of the built form review.

Understanding the context



Image 1. Typical industrial buildings found in Cremorne.

‘Enterprise precincts are typically dense, accessible and amenity-rich urban areas that provide fertile ground for business formation and ideas development and innovation’

— Cremorne Place Implementation Plan¹

¹ Victorian Planning Authority, 2020

Factors driving Enterprise Precincts

The State Government launched the 'Unlocking Enterprise in a Changing Economy'² in 2018 to provide a framework to identify and support enterprise precincts. 'Enterprise Precincts' are hubs for the emerging knowledge economy focused on job creation, responding to changes in the economy and evolving new ways of working.

This policy document identified Cremorne as an Enterprise Precinct and an area suitable for growing a knowledge and service-based economy as Melbourne's competitive advantage shifts from large-scale manufacturing to inner-city knowledge-based jobs. A key strategic objective of the Cremorne Urban Design Framework is to deliver the vision to develop a world-class Enterprise Precinct.

² State Government, 2018

To assess the potential of enterprise precincts, 'Unlocking Enterprise in a Changing Economy' includes a checklist of 9 factors that drive their success -

1. Quality of place
2. Diversity and inclusion
3. Affordability
4. Critical mass
5. Infrastructure
6. Accessibility
7. Anchor institutions
8. Competitive advantage
9. Collaboration

The criteria promote a holistic approach to developing enterprise precincts and assess the comparative strengths of different enterprise precincts. Quality of place is a factor that has attracted many industries to locate in Cremorne. Quality of place is when areas have a distinct character and offer high quality experience in the public and private realm. Cremorne's ability to retain and improve this quality will be essential to its ongoing success as an Enterprise Precinct. The quality of buildings will be integral to achieving quality of place, both in terms of their contribution to the character and amenity of Cremorne and their individual quality as places.

Increasing popularity of Cremorne

There are multiple major commercial offices in Cremorne including Carsales, MYOB, Uber, Tesla Motors, Red Energy and REA Group. Seek and Reece are also building major commercial offices signifying Cremorne's ongoing popularity as a location for commercial headquarters.

By 2020, MYOB will become the largest commercial resident in Cremorne, occupying the office precinct of the new Malt District at the iconic Nylex site.³

The Bendigo Kangan Institute is the major educational anchor in Cremorne with an educational focus on Fashion and Creative Industries. The campus has over 800 local and international students involved in a range of different programs including fashion, millinery and textiles.⁴

³ Property Council, 2018

⁴ Kangan Institute, 2021



Image 2. Red Energy offices design by Carr Architects. A heritage adaptation of the Bryant & May factory. Source: Carr Architects.

A need for certainty

While there are specific built form and character policies relating to the Yarra River corridor and to landmarks in Cremorne, there are no specific design policies or built form controls for much of the commercial area in Cremorne, such as those typically found in a Design and Development Overlay. In the absence of specific design policy and built form controls, decision makers (Yarra City Council and VCAT) increasingly have to negotiate improved development outcomes on a site-by-site basis, through conditions on permits and other legal agreements, which has delayed the planning approval process. A lack of certainty also results in a mismatch of expectations between residents and investors in the precinct.

Understanding the context

'13 Cremorne is a seven storey 2900m² commercial project with retail on ground floor and a penthouse event space situated near Richmond Train Station'

— Architects EAT

Demand for progressive workplaces

Cremorne needs high-quality buildings if it is to continue to support the progressive workplaces that have been attracted to the sub-precinct during its recent period of growth. According to the Property Council, organisations are increasingly using flexible, progressive workplace strategies to attract talent, boost productivity and retain staff.

This has led to a shift in the commercial office market to place an increased importance on a range of factors (other than floorplate size which has traditionally been a key driver). These include:

- End of trip facilities including bike racks, lockers and change rooms.
- Environmentally sustainable office environments.
- Digital connectivity.
- Integrated services such as gyms, dry cleaning and childcare.
- Dynamic and flexible fit-outs with an emphasis on agile and collaborative workplace.¹

There are many small and medium scale sites in Cremorne which are suitable for the provision of smaller building floorplates that are focused on the quality of experience rather than traditional large-floorplate office buildings. 13 Cremorne Street is an example of a smaller scale commercial building that has an active ground floor and a mixture of indoor and outdoor spaces to create a high-quality experience for its workers.



Image 3. 13 Cremorne Street by Architects EAT, featured in Australian Design Review AR159.

¹ Property Council, 2020

Responding to Covid-19

Thousands of Australian businesses and their workers have begun working from home as Covid-19 continues to fundamentally reshape the ways we live and work. Many large corporate tenants in Melbourne have started giving up office space and weighing up their long-term workplace needs. Since January, Melbourne's CBD office vacancy rate has almost doubled from 3.2% to 5.8%.¹ Increasingly, tasks traditionally done in physical offices are now being done elsewhere. This will lead companies to reconsider the best value use of physical office spaces and the ongoing role of digital work and collaboration.²

Adapting to the way we work

Companies will now be starting to focus on both physical and digital worlds to create an integrated workplace ecosystem. Physical spaces will have an emphasis on human connection as the space in which collaborators come together. It is predicted that repetitive tasks done in the physical office, especially those done at a computer, are unlikely to continue in the long-term. Deloitte has established a series of principles to guide the shift to future-oriented workplaces summarised as follows -

- A focus on wellbeing, mental health and inclusivity.
- Continuity between physical and virtual experiences.
- Sense of place to develop community and productivity in everyday routines.
- Increased focus on informal and formal collaborative workspaces over individual work stations.
- A focus on learning and collaboration in physical workplaces.
- Rapid testing and piloting of new spaces and technologies to determine what works.

These principles indicate that there will be an increasing focus on well-designed commercial spaces that are focused on collaboration. High-quality buildings will be needed that support the values, culture and work activities of workplaces as employees become increasingly distributed.³

'There is a growing appetite for smaller [building] footprints that minimise environmental and visual scale impacts. With a renewed focus on workplace culture, small footprint commercial towers are becoming not just viable but increasingly desirable.'

— Andrew Cortese (Grimshaw), 2020

1 The Urban Developer, 2018

2 Deloitte, 2020

3 Deloitte, 2020

Design strategies

The five strategies.

There are five proposed design strategies to guide growth and change in the Cremorne context. These overarching design strategies are supported by additional objectives for the four identified character sub-precincts. These can be found in the character sub-precincts chapter (see pages 66-93).

These five strategies were informed by the vision for the Cremorne Precinct, State and Local Government strategic policy guidance and best-practice approaches to urban design policy. Each strategy is underpinned by a series of design objectives and built form controls which will help realise the vision for the Cremorne Precinct as a vibrant and diverse inner urban suburb.

1. Building on Cremorne's valued character

2. Creating a comfortable and engaging public realm

3. Delivering high-quality sustainable buildings

4. Ensuring buildings are responsive to context

5. Improving the setting of heritage buildings

Image to the right is of a park at the southern end of Church Street.



1. Building on Cremorne's valued character

Existing conditions

Cremorne is continuing to evolve as a unique employment precinct within Melbourne. It has a valued industrial character and a mixture of building types set within a network of narrow streets. Views of heritage landmarks such as the Bryant and May clocktower can be seen from different locations throughout Cremorne. Large areas of Cremorne are not covered by the Heritage Overlay but nonetheless have a strong neighbourhood character that reflects the area's industrial history. The area is currently under significant development pressure and much of the ageing building stock is being replaced with contemporary office buildings. As Cremorne changes, it is important that new buildings contribute to the character and amenity of Cremorne, respecting its existing qualities while celebrating emerging contemporary design.

Urban structure

Figure 6 visualises the overarching urban structure in Cremorne. Blocks to the west of Chestnut Street are oriented north-south whereas blocks to the east are oriented east-west. This creates a different character in the east and west of Cremorne. The blocks that interface the railway line are oriented north-south and are shallower in depth, creating a fine-grain block structure in the centre of the study area.

Low-scale context

At the interface of the study area there is a clear change in scale and use to low-scale residential uses. The Neighbourhood Residential Zone (NRZ) and the General Residential Zone (GRZ) apply to these areas and very little redevelopment has occurred over the last decade. Any development is typically in the form of low-rise infill development, additions to existing dwellings and small-scale apartment developments. As well as sites at the interface of the study area, there are a number of low-scale heritage clusters within the Commercial 2 Zone.

Heritage places

Cremorne has a number of heritage places that play an important role as anchors in the urban fabric. These heritage places include the former Richmond Primary School on Cremorne Street, the Bryant and May Complex on Church Street, the Rosella Complex on Balmain Street, the Richmond Power Station on Green Street and the Slade Knitwear sky sign at the intersection of Kelso Street and Dover Street.

Public realm

The public realm is limited in Cremorne due to the narrow width of the streets and the minimal extent of open space. There are some examples of buildings that have provided ground floor setbacks in order to create well-defined building entrances and seating areas. There are four small public open spaces in Cremorne: Stephenson Street Reserve, White Street Park, Charles Evans Reserve and Dale Street Reserve.

Key streets

Cremorne is a relatively disconnected precinct, there are limited entry streets into the area. The railway line creates a barrier to the north and to the centre of the study area. The main streets that connect the east and west parts of the precincts are Balmain Street and Stephenson/Dunn Street. Cremorne Street is the key street in the west connecting to Richmond Station in the north. Church Street is the key north-south street in the east and connects to South Yarra via the Church Street bridge.

High visibility interfaces

Cremorne can be viewed from the southern side of the river and from the railway line which cuts through the centre of the precinct. That means that buildings interfacing the railway and river corridor are very visible from the river's edges and when travelling through Cremorne on the train. Views from these corridors form an important part of the character of Cremorne.

Strategic sites

There are some very large strategic sites in Cremorne that have significant design potential due to their scale. These are:

- The Bendigo Kangan Institute
- 167 Cremorne Street
- The Rosella Complex
- 658 Church Street
- The Bryant and May Complex
- 534 Church Street

Three of these sites include heritage buildings that are on the Victorian Heritage Register - The Bendigo Kangan Institute, the Bryant and May Complex and 658 Church Street. The Rosella Complex has a series of individually significant and contributory heritage buildings. The redevelopment of these sites has the potential to significantly change the character of the area.

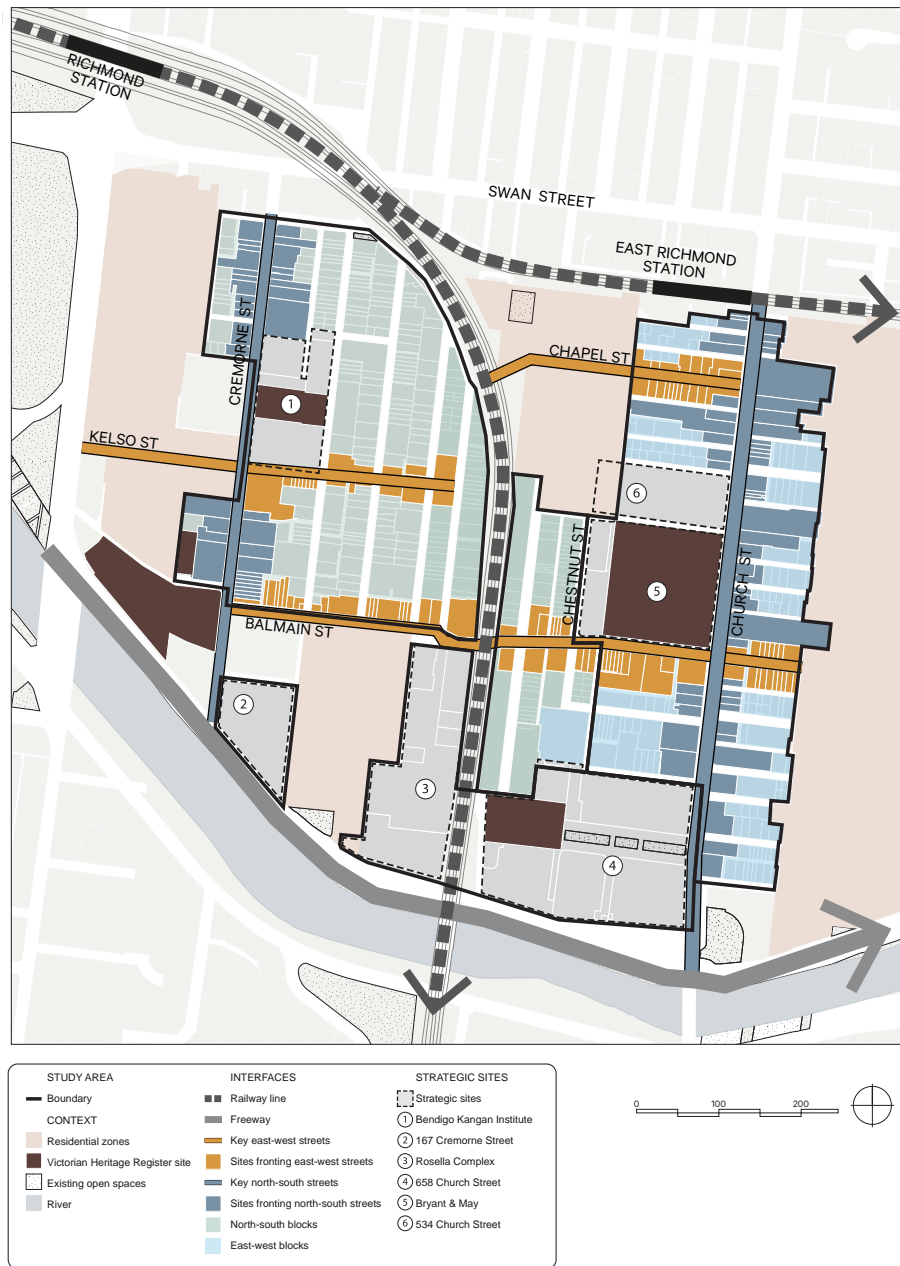


Figure 6. Urban structure analysis.

1. Building on Cremorne's valued character



Image 4. Townhouse and industrial typology buildings along narrow Kelso Street.



Image 5. A mixture of buildings typologies on Church Street.



Image 6. Low-scale residential typologies at 143 Cremorne Street.



Image 7. Heritage landmark on Cremorne Street, the former Richmond Primary School.



Image 8. The Slade Knitwear sign as viewed from the Dover Street and Kelso Street intersection.



Image 9. A view of the Richmond Power Station on Green Street.



Image 10. White Street Park, one of the few open spaces in Cremorne.



Image 11. Looking south along Church Street towards South Yarra. Church Street is a key street that connects Cremorne to surrounding areas.



Image 12. View of the narrow footpath along Cremorne Street.



Image 13. Balmain Street Plaza.



Image 14. The southern interface of Cremorne directly interfaces the freeway which limits connections to the south.



Image 15. Mix of residential and commercial buildings along Cotter Street.

1. Building on Cremorne's valued character

The urban structure analysis of Cremorne was used to identify four character sub-precincts - Cremorne West, Railway, Church Street and Birrarung.

The block structure was a key driver in identifying the four different sub-precincts. The blocks structure changes markedly between the east, west and south of Cremorne which creates changes in character as you move through the precinct (see Figure 7).

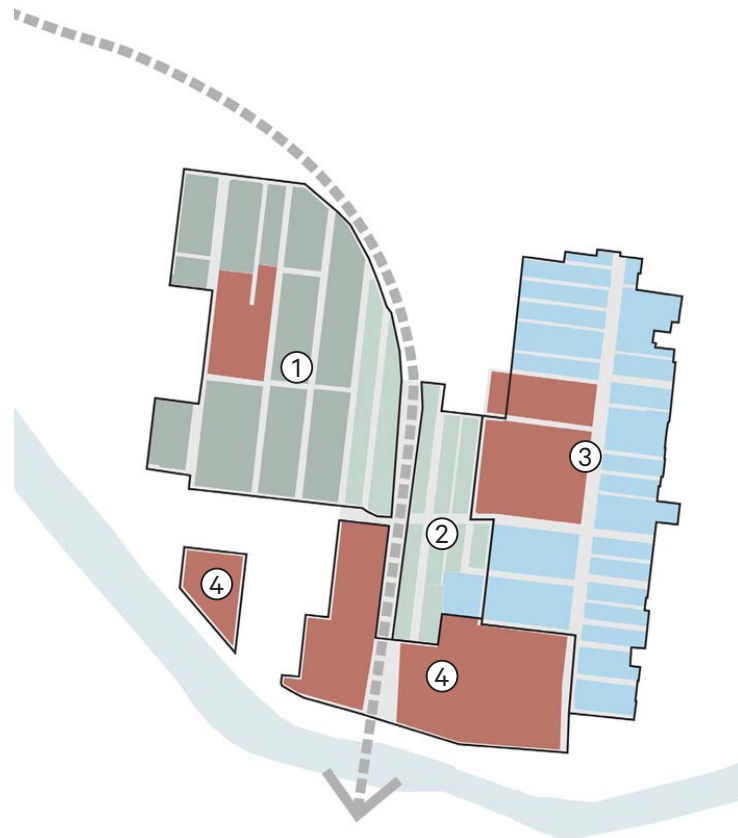


Figure 7. Block structure diagram.

- Wide north-south oriented blocks
- Narrow north-south oriented blocks
- East-west oriented blocks
- Strategic sites

The main corridors in Cremorne were also key drivers in determining the different sub-precincts. These were the two main streets - Cremorne Street and Church Street and the two corridors - the railway corridor and the river corridor (see Figure 8).

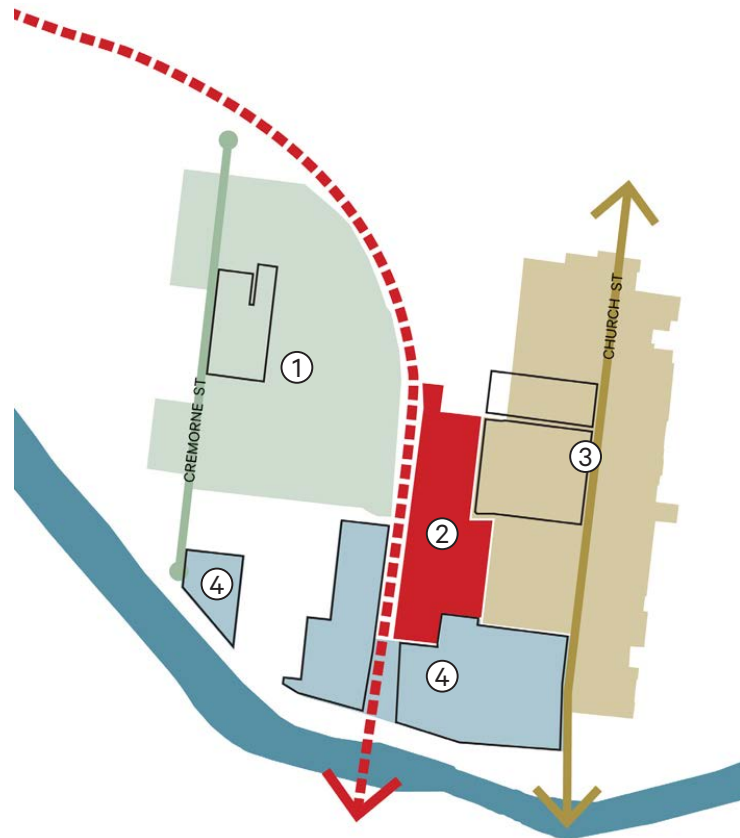


Figure 8. Key Sub-precinct drivers diagram.

- 1. Cremorne West Sub-precinct - Cremorne Street
- 2. Railway Sub-precinct - Railway line
- 3. Church Street Sub-precinct - Church Street
- 4. Birrarung Sub-precinct - Yarra river
- Strategic sites

1. Building on Cremorne's valued character

The four sub-precincts.

Each of the four identified sub-precincts have different character considerations. The sub-precincts chapter outlines the existing conditions, place-specific character statements and design objectives for each of these sub-precincts (see pages 66-93).



Cremorne West is south of Richmond Station. It is bound by Stephenson Street in the north, Jessie Street and Cremorne Street in the west, Balmain Street in the south and the railway line in the east. The Bendigo Kangan Institute is the key strategic site within the Cremorne West sub-precinct.



The Railway Sub-precinct is directly east of the railway line. It is bounded by Adelaide Street in the north, the railway line in the west, Electric Street in the south and Walnut Street in the east. There are no strategic sites in the Railway sub-precinct but the Richmond Power Station is visible when looking south along Green Street.



The Church Street Sub-precinct is south of East Richmond Station. It is bounded by the railway line to the north, Walnut Street to the west, Newton Street and Howard Street to the south and Brighton Street to the east. There are two strategic sites in the Church Street Sub-precinct - the Bryant & May Complex and 534 Church Street.



The Birrarung Sub-precinct consists of three large strategic sites that interface the Yarra River and the freeway - the Rosella Complex, 658 Church Street and 167 Cremorne Street.



Figure 9. Cremorne sub-precincts map.

2. Creating a comfortable and engaging public realm

Existing conditions

There is limited public space in Cremorne, however, the public space that is available is well used by local workers and residents. The lack of access to traditional open space has led people to inhabit other public spaces that are available to them including car parks, streets, underpasses, kerbsides and ledges built into buildings. While this creative response to using these spaces is effective in the short term, for Cremorne to retain its quality of place, it will need to increase public space in order to meet the increasing demand of residents and workers.

Open space

Cremorne's open space quota is well below best practice provision, at 2m² per person, it is the lowest level of open space provision in Melbourne.¹ This figure also doesn't account for the demands of the worker population which brings 10,000 additional people into Cremorne during the working week. There are three small open spaces at the periphery of the study area - Church Street Park, Charles Evans Reserve and White Street Park. These are supplemented by very small open spaces and seating areas across the study area including some within private land. These are insufficient to meet the needs of the population and on the whole, there is a severe lack of open space.

Streets

As well as having limited open space, the majority of streets in Cremorne are very narrow, and as a result, most footpaths are less than 1.5 metres wide. These footpaths are often obstructed by lights, poles and bins which forces many people to walk in the centre of the road alongside cars and bikes. Many of these narrow streets have no street trees which is common for former industrial suburbs in inner Melbourne.

Streets that have been identified as having the greatest importance in the public space network are Balmain Street, Cremorne Street and Church Street. These streets support a higher concentration of shops and cafes and are key connector streets for public transport, walking and cycling.

Laneways

Cremorne has a network of narrow laneways, originally introduced to provide rear access to properties. Some of these continue to provide a servicing role, while others are too narrow to support the servicing requirements of new higher-density buildings. As well as supporting servicing requirements, these laneways create a fine-grain pedestrian movement network.

Yarra River

Cremorne is on the north bank of the Yarra River but is disconnected from the banks by the freeway. The construction of the freeway alongside the Yarra River has meant that much of the natural significance of the river has been severely degraded on the north side. The Main Yarra Trail is accessible from Cremorne with access provided by a pedestrian crossing at Harcourt Parade/Punt Road or via a bridge and steps from Oddy's Lane and Church Street.

Schedule 1 to the Design and Development Overlay (DDO1), the Yarra (Birrarung) River Corridor Protection overlay, introduced an overshadowing requirement onto three of the strategic sites interfacing the river:

- 167 Cremorne Street
- The Rosella Complex (57 Balmain Street)
- 658 Church Street

This DDO does not specify mandatory or discretionary requirements regarding buildings height, however buildings must not cast any additional shadow across the Yarra River between 11:00am and 2:00pm on 22 June. Building facades that interface the Yarra are highly visible from the public realm, however, no additional guidance is provided on the appropriate design response at the interface to the Yarra River.

Emerging issues

The street interface has the most significant impact on the quality of the public realm as it is the most visible part of the building from the public realm. The following emerging issues have been identified in Cremorne:

- Building frontages dominated by car parking entrances, roller doors or carparking located at the ground level.
- Buildings with glazing at ground level which don't create meaningful engagement with the street.
- Buildings that have poor wayfinding with difficult to find entrances.
- Buildings that have carparking at the ground level rather than commercial uses.

¹ Cremorne Place Implementation Plan, 2020

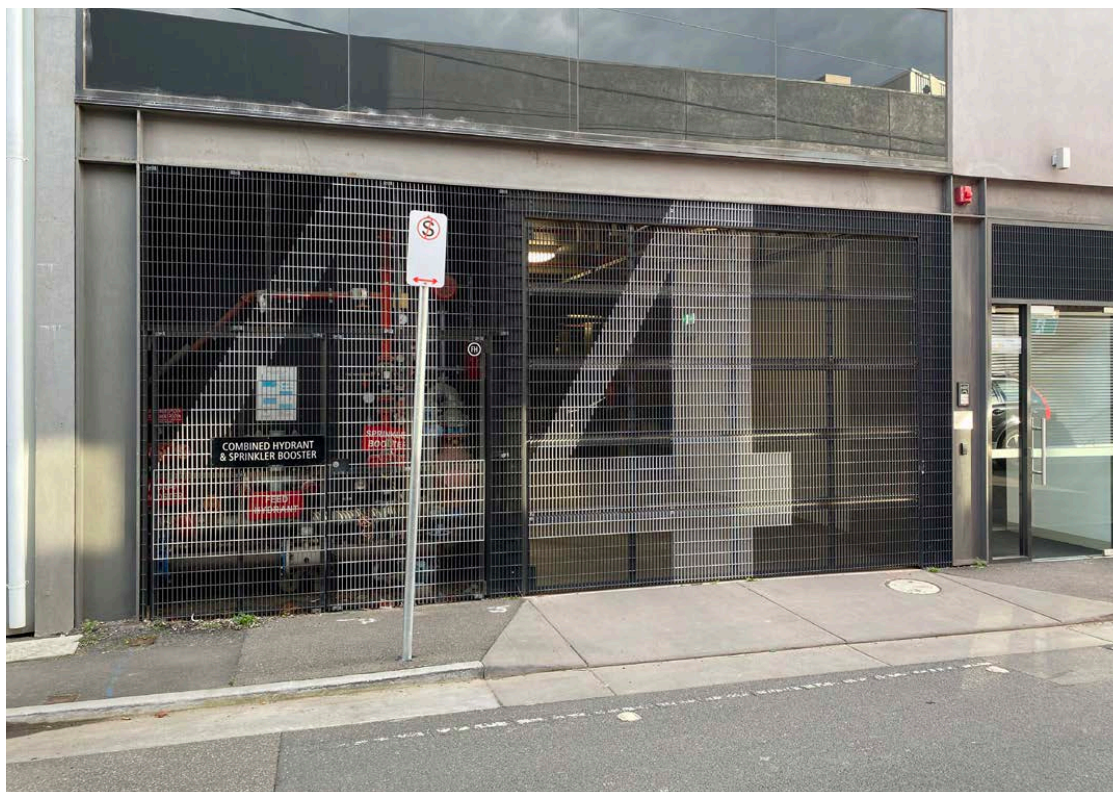


Figure 10. Development at 44 Gwynne Street with approximately 80% of the ground floor dedicated to servicing and carparking resulting in a poor-quality street interface.

- Buildings that visually dominate and overshadow the street due to the height of the street wall.
- Increased scale of buildings leading to overshadowing of the public realm.
- Buildings built to the boundary with minimal space for circulation around building entrances.

Proposed changes by Council to apply a maximum car parking rate of 1/100m² per leaseable floor area (office and retail) will result in reduced carparking requirements and have a positive impact on these constrained sites.

A key challenge when designing the ground floor of buildings is minimising the impact of inactive uses such as carparking and servicing. This is particularly challenging on small sites with narrow frontages which can become dominated by carparking entrances and service requirements (see Figure 10). Many of the sites in Cremorne have rear vehicle access but there are also areas with small sites that have no rear access for vehicles. This results in much less flexibility in how the ground floor is designed and generally results in a poor interface with the street.

2. Creating a comfortable and engaging public realm



Image 16. Example of a chamfered building corner at the intersection of Kelso Street which has the benefit of creating additional public space at the entrance to the building and at the intersection.



Image 17. Building setback at the ground level on Cremorne Street to allow for outdoor seating at the street level.



Image 19. Poor example of ground floor design on Church Street with floor to ceiling glazing and limited architectural detailing.



Image 18. Good example of an inset building entrance with integrated seating on Gwynne Street.

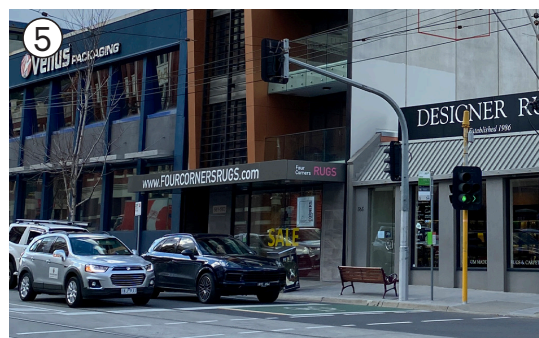


Image 20. Inconsistent awning provision on Church Street with some awnings designed in a manner that provides limited shelter to the street.

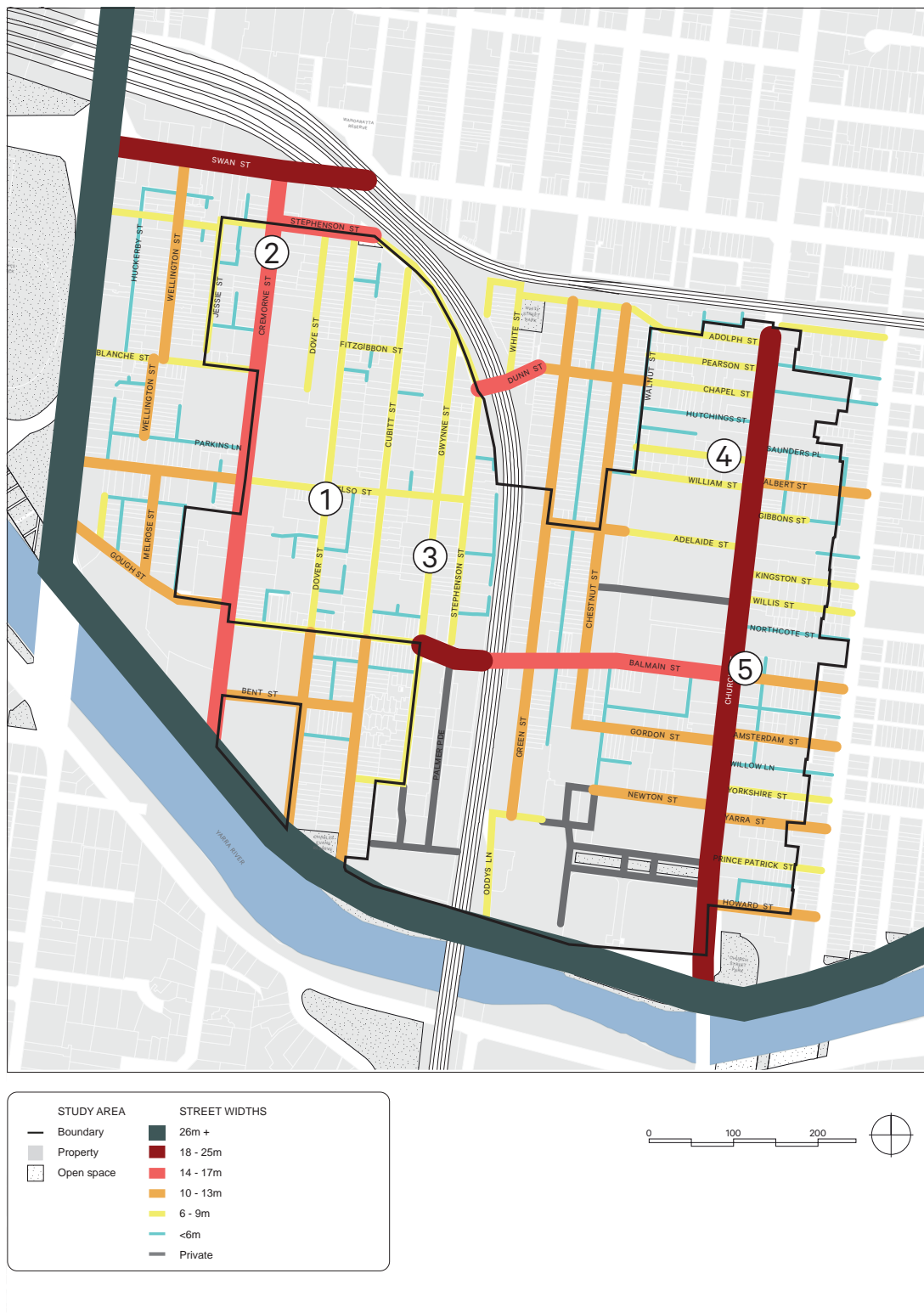


Figure 11. Street widths.

2. Creating a comfortable and engaging public realm

Design objectives

Each building must contribute to the creation of a comfortable and engaging public realm and encourage people to inhabit streets and public spaces. The following overarching objectives are required to ensure that buildings contribute to the creation of a comfortable and engaging public realm:

General objectives

- To allow for solar access to the footpaths along key streets; Church, Cremorne and Balmain.
- To design safe and engaging ground floors that contribute to the expansion of the public realm.
- To minimise the negative impacts of servicing and carparking on the public realm.
- To provide floor-to-ceiling heights that allow for commercial uses to be located at the ground level.
- To provide well-designed entrance spaces that create a transition between the public and private realm and encourage activity to occur at the street interface.
- To provide a higher level of design detail at the ground floor and lower levels of buildings.

Further to these general objectives, the design response to the public realm should vary based on the specific opportunities afforded on sites based on their size and location. For example, sites on keys streets are required to make a more significant contribution to the public realm as there are more people anticipated to use these streets. Figure 12 identifies place-specific opportunities for sites to contribute to the public realm:

Specific objectives

STREETS AND SPACES

- To provide chamfered building corners at intersections of streets (where appropriate) to create additional public space at points of pedestrian congestion.
- To contribute to an expanded public realm through inset building entrances and the integration of seating and landscape.
- To ensure that the southern footpath along Balmain Street (a minimum of 3m) is not overshadowed between 11am and 2pm at the spring equinox.



Image 21. Outdoor seating area at the corner of Balmain Street and Gwynne Street which supports social activity in the public realm.

- To ensure that the eastern/western footpath along Cremorne Street and Church Street (a minimum of 3m) is not overshadowed between 10am and 2pm at the spring equinox for a minimum of 3 hours.
- To increase the width of existing laneways and streets to a minimum of 6m where a property extends the full length of the laneway or street.

STRATEGIC SITES

- To provide publicly accessible open spaces on identified strategic sites.
- To provide ground floor setbacks where appropriate that integrate landscape, generous entrance spaces and seating and contribute to a sense of openness.

HIGHLY VISIBILITY INTERFACES

- To provide well-resolved facade strategies at the interface to the railway line and to the Yarra River.

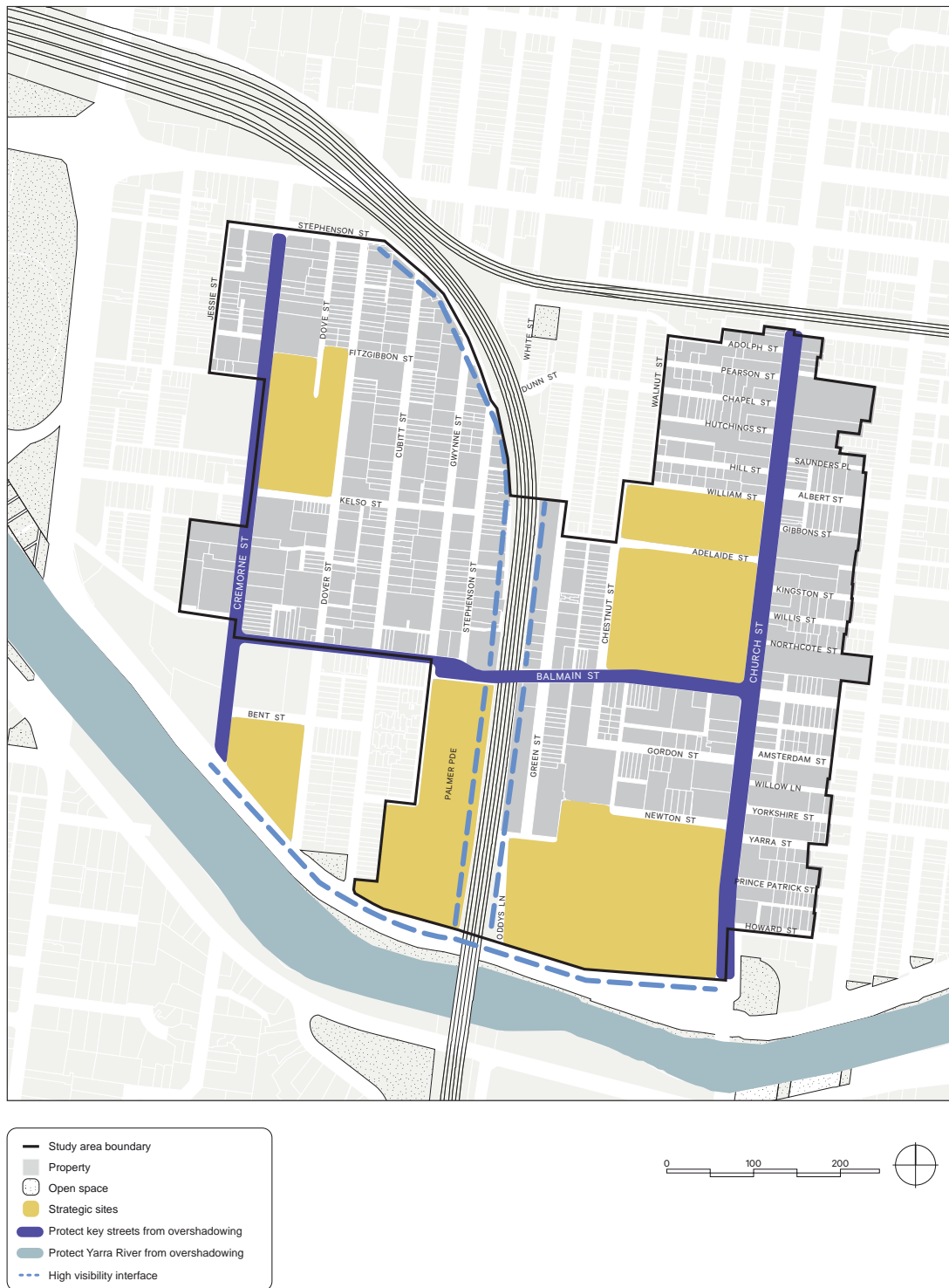


Figure 12. Public realm strategy.

3. Delivering high-quality sustainable buildings

Key urban design considerations

Delivering sustainable office environments is integral if Cremorne is to continue to attract progressive businesses to the sub-precinct. Sustainable, high-quality building design leads to reductions in energy costs and healthier workplace environments. The following are key urban design considerations when delivering sustainable, high-quality office buildings:

Daylight access

Buildings with good daylight access reduce their reliance on artificial light and therefore reduce their energy demand. Access to daylight also contributes to the improved health and wellbeing of employees. Buildings with shallow floorplates, adequate light-wells, separation between buildings, sufficient windows and adequate floor to floor ceiling heights are required to provide better access to daylight (see Figure 13).

Natural ventilation

Buildings with good natural ventilation can be cooled down without relying on artificial cooling. Cross-ventilation is the optimal approach to achieving natural ventilation. Incorporating operable openings allows them to be closed or opened based on the heating/cooling requirements of a building at any given time (see Figure 14).

Facade design

The design of building facades can improve the thermal performance of a building. Each facade should be treated differently based on its orientation. The design should consider the windows to wall ratio; the size, height and depth of windows; and whether the use of shading elements is required (vertical or horizontal). The type of glazing treatments used is also an important consideration. For example, double glazing can be used which reduces the need for cooling, helps to manage noise pollution and increases comfort levels (see Figure 15).

Green infrastructure

Buildings that integrate green infrastructure can have a better thermal performance. For example, the use of leafy plants on north and west facing walls can help to minimise heat gain in summer. Green roofs also have multiple benefits including reduced stormwater run-off, recreational and amenity uses, maximised thermal insulation and contribution to biodiversity and habitat. Cool roofs are a lower cost way to achieve lower roof temperatures and reduce heat gain. Ground level planter boxes increase greening at street level and can be integrated with seating in order to expand the public realm (see Figure 16).

Water resources

Managing water resources is more sustainable and reduces water costs. This can be achieved through the use of water efficient fittings and fixtures, by creating on-site water storage (grey and rainwater harvesting systems) and by maximising use of rainwater (i.e. for flushing toilets and for irrigation (see Figure 17).

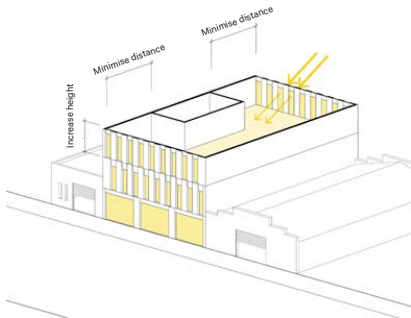


Figure 13. Daylight access

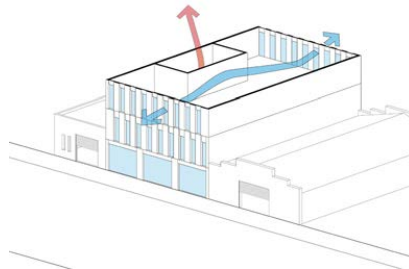


Figure 14. Natural ventilation

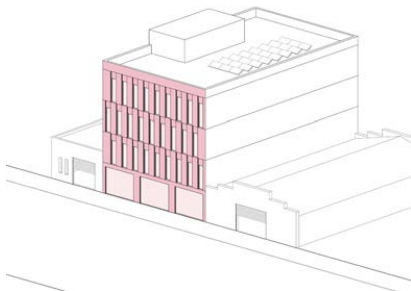


Figure 15. Facade design

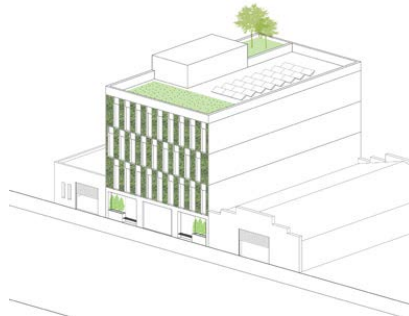


Figure 16. Green infrastructure

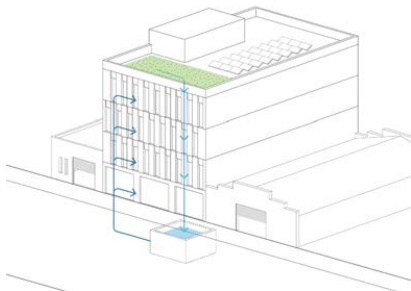


Figure 17. Water resources

3. Delivering high-quality sustainable buildings

Design objectives

Delivering high-quality sustainable buildings requires sustainability to be treated as integral to the design of buildings rather than as a last-minute addition. The following overarching objectives are required to guide the delivery of sustainable buildings:

- To design building footprints which maximise access to daylight through windows, lightwells, shallow floorplates, adequate floor to ceiling heights and building separation.
- To provide adequate floor to ceiling heights to allow floorplates to be adapted to different uses over time.
- To separate buildings adequately in order to achieve access to daylight, natural ventilation, high-quality outlook and development equity between neighbouring sites (see Figure 20 - Figure 25).
- To achieve optimal thermal comfort, including through natural ventilation, high performance insulation and the integration of green infrastructure.
- To design facades that are responsive to orientation to achieve optimal thermal comfort.
- To implement systems that allow water to be managed efficiently and sustainably.
- To encourage active transport through the provision of well-designed bicycle infrastructure and end-of-trip facilities.

These objectives are not place-specific and should apply to all buildings as a minimum standard.

Case study

17 William Street

Cremorne Studios won the Yarra Sustainability Award for Building Design and Development in 2018. The six storey building is a highly sustainable, energy efficient, commercial development. The building was modelled on the world-class German sustainability standards of Passivhaus. Materials were used in their pure form for easy reuse at the end of the building's life cycle.¹

Optimal thermal comfort was achieved through high performance insulation, highly efficient glazing, heating, ventilation and air conditioning. High levels of daylight mean that workplace lighting is almost unnecessary and high-quality cycling facilities encourage active, healthy commutes to work.²



Figure 18. Elevated view of Cremorne Studios, photographed by Peter Bennett. Source: Layan Architecture.



Figure 19. View of Cremorne Studios from the street, photographed by Peter Bennett. Source: Layan Architecture.

1 City of Yarra Website, 2021

2 City of Yarra Website, 2021

3. Delivering high-quality sustainable buildings

Why do buildings need to be separated?

Adequate building separation distances are required to ensure that good levels of daylight and sunlight enter into buildings. Building separation also ensures that an outlook is provided from within buildings to connect occupants to the outside world and that privacy between neighbouring buildings is managed.

Building separation is also important to provide development equity, ensuring that the way one site is developed does not diminish the potential to deliver a well-designed building on the adjacent site. This is achieved by setting buildings back from side and rear boundaries and by separating buildings within sites.

Determining building separation

Building separation is a common issue that has been tested through a range of different contexts in Victoria and elsewhere. The recommendation to introduce building separation requirements does not seek to investigate this aspect from a 'first principles' basis but instead adopts commons metrics that have been adopted in mixed use contexts to achieve adequate building separation for built outcomes of different scales:

- A 3m setback to achieve a separation of between 3m and 6m.
- A 4.5m setback to achieve a separation of between 4.5m and 9m.
- A 6m setback to achieve a separation of between 6m and 12m.

These building separations requirements are consistent with those used in mixed use and residential contexts. A reduction in these metrics is not proposed due to the commercial context. These are considered suitable to a commercial context if resilient and adaptable built form outcomes are to be delivered that deliver a commensurate quality of outlook than those found in residential buildings.

Adapting to the Cremorne context

Typically, the overall heights of buildings have been used to determine the building setback requirements that should apply to a site. This is based on the assumption that the taller a building is, the further away the lower levels of the building are from the direct light source. Therefore, building separation must increase as buildings increase in height to allow more light to penetrate the lower levels of the building. The problem with this logic is that it assumes that each level of the building requires access to light from the side or rear boundary. However, buildings are frequently built to side boundaries at the lower levels in Cremorne and therefore light penetration at these levels is not required.

A more flexible control is required that is responsive to the built form character of Cremorne in which a number of buildings are built to the boundary.

Proposed building separation

The proposed control recommends using the no. of levels of the building above the ground or boundary wall to determine the building separation requirement (see Table 1 and Figure 20 to Figure 25). This requirement should be applied at property boundaries and at laneway interfaces (measured from the laneway centreline).

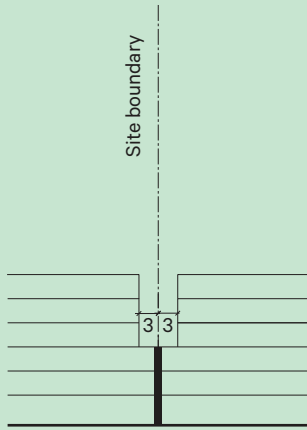
NO. OF LEVELS ABOVE THE GROUND OR BOUNDARY WALL	MINIMUM SETBACK FROM SIDE/ REAR BOUNDARY OR LANEWAY CENTRELINE
1-3	3m
4-5	4.5m
6+	6m

Table 1. Required building separation between sites.

On some larger sites, multiple buildings or tower forms may be proposed within a site. Table 2 outlines the recommended building separation controls for these sites.

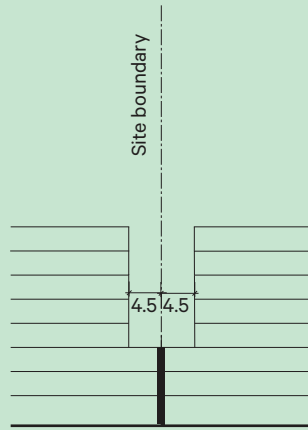
NO. OF LEVELS ABOVE THE GROUND OR BOUNDARY WALL	BUILDING SEPARATION WITHIN SITES
1-3	6m
4-5	9m
6+	12m

Table 2. Recommended building separation within sites.



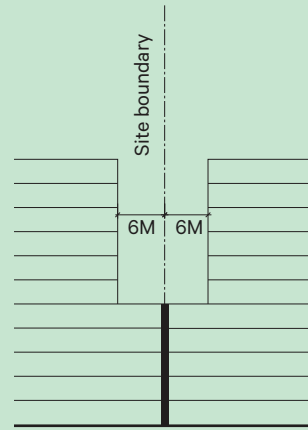
Up to 3 storeys (12m)
above party wall

Figure 20. Building separation requirements for storeys built up to 3 storeys above the party wall



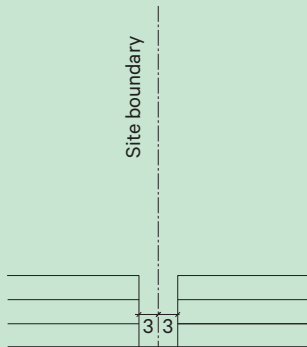
Between 4 and 5 storeys
(16m-20m) above party wall

Figure 21. Building separation requirements for storeys built between 4 and 5 storeys above the party wall



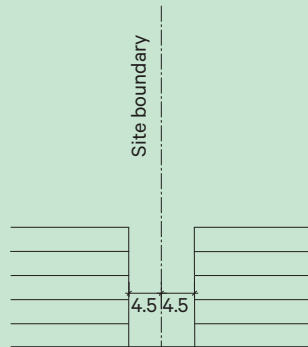
6+ storeys (24m) above
party wall

Figure 22. Building separation requirements for storeys built to 6 storeys above the party wall



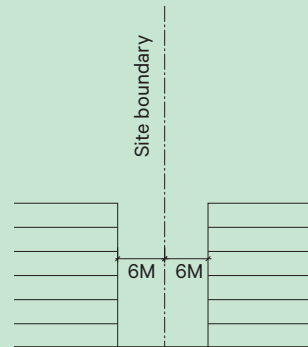
Up to 3 storeys (12m)
above ground level

Figure 23. Building separation requirements for storeys built up to 3 storeys above ground level



Between 4 and 5 storeys
(16m-20m) above ground level

Figure 24. Building separation requirements for storeys built between 4 and 5 storeys above ground level



6+ storeys (24m) above
ground level

Figure 25. Building separation requirements for storeys built up to 6 storeys and above, above ground level

4. Ensuring buildings are responsive to context

Existing conditions

Cremorne is an interesting mix of industrial heritage, institutional buildings, contemporary office buildings, low-scale terrace houses, showrooms and higher density residential apartments. The juxtaposition of these different buildings is an important characteristic of Cremorne which is known for its eclectic urban form.

While juxtaposition is a valued characteristic, it is still important that new buildings are responsive to their context. The existing buildings in Cremorne are predominantly 1-3 storeys but more recent developments have been 10+ storeys. This change in building scale can create challenges when managing the amenity of existing buildings within Cremorne and the amenity of buildings at the edges of the study area.

There are several factors that inform the development of suitable built form envelopes that are suitable for the context:

- Urban structure
- Heritage context
- Size of sites
- Low-scale residential zones at the edges

Urban structure

The streets in Cremorne are very narrow with the majority of streets between 6m and 13m wide. This means that any taller buildings need to be carefully designed to ensure that they don't visually dominate the street. This can be achieved through providing a lower street wall height and then setting back the upper levels of buildings. Street wall heights of 3 storeys (12m) in the Cremorne context would create a roughly 1:1 (see Figure 27) to 2:1 (see Figure 26) relationship between the width of the streets and the street wall height of buildings in Cremorne. This is widely accepted as creating a comfortable 'human-scale' as experienced from the street.

The overall heights of buildings must also be carefully considered to ensure that the scale of buildings is complementary to the urban structure of Cremorne. Streets that are wider can typically accommodate taller buildings without compromising the experience at street level. Building heights that are complementary to urban structure reduce visual bulk at the street level, maintain access to sunlight at the street level and are responsive to site size.

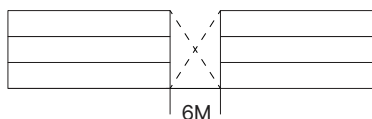


Figure 26. A 2:1 ratio where the street wall is twice the width of the street.

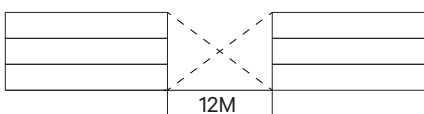


Figure 27. A 1:1 ratio where the street wall is equal to the width of the street.

Heritage context

There are sites with heritage overlays in Cremorne that may only be able to accommodate minor increases in heights due to their heritage sensitivity. For example, single-storey heritage buildings with a residential typology. Further to this, there are buildings with state-wide heritage significance that require a tailored design response to allow heritage buildings to remain prominent.

Size of sites

The size of sites has an influence on the overall scale of building that can be supported on a site. Larger sites can sometimes accommodate increased heights while still sufficiently managing the impacts on the public realm and providing sufficient building separation to neighbouring sites. Discretionary building heights allow minor increases (e.g. 1-2 storeys) to be supported if it can be sufficiently demonstrated that the design objectives have been met.

Sites are predominantly small-scale within Cremorne (up to 1,500m²) but there are some larger scale sites (1,500m²+) distributed across the study area (see Figure 28). Sites are typically 26m-28m deep and vary in width. Strategic sites are most likely to be able to accommodate the greatest heights within Cremorne due to their significant scale. However, this must be balanced with maintaining the prominence of heritage landmarks within these strategic sites.

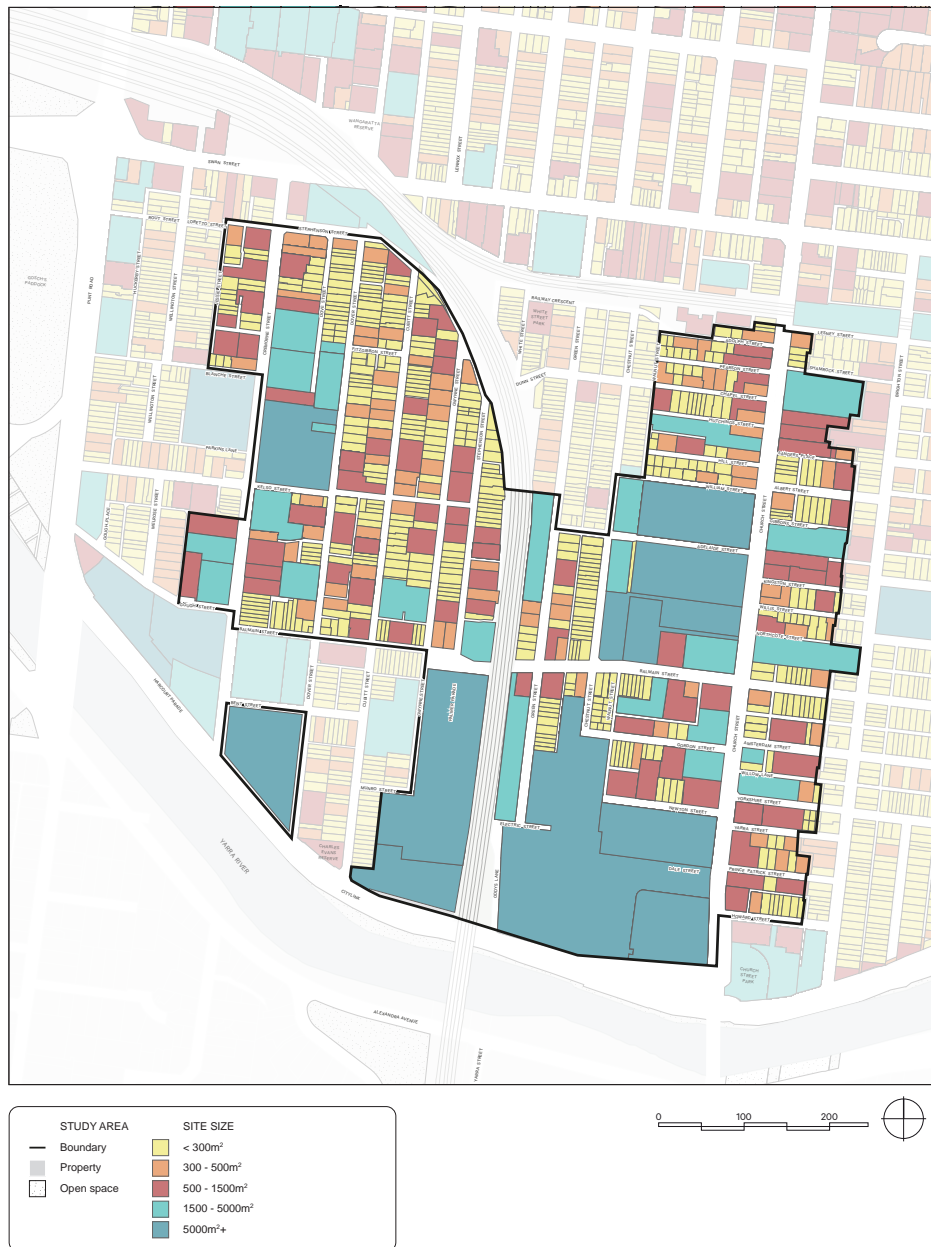


Figure 28. Site size.

4. Ensuring buildings are responsive to context

Low-scale typologies at the edges

There are four residential zoned areas that interface the study area. It is important that built form transitions in scale at these sensitive interfaces in order to minimise amenity impacts on surrounding areas. Three of these residential zoned areas have heritage value and are covered by Heritage Overlays. There is no major anticipated change in these areas in the future and it is therefore important that new buildings in the Commercial 2 Zone adequately respond to this low-scale context. There are three different types of interfaces, each of which requires particular consideration:

- Direct interfaces where properties share a common boundary. The majority of these are rear to rear interfaces with a few sites with rear to side interfaces.
- Laneway interfaces where properties are separated by a laneway.
- Street interfaces, where properties are separated by a street.

There is a need to provide a good design response at these edges to ensure that the quality and amenity of these interfacing residential areas are preserved. An analysis was undertaken of selected development applications to understand the approach that had been taken to date. This indicated the following:

- An varied approach was taken to managing the transition to low-scale areas.
- Transitional heights were often poorly resolved with building mass stepping back multiple times.
- A common approach to managing transition at interfaces is to apply a defined angle that a building must be built within above the street wall rather than a setback in metres (e.g. 45 degrees). This allows the requirement to be applied across multiple sites regardless of their varying overall height.
- There is a need to account for the different types of interfaces - direct, laneway and street interfaces (see Figure 29).

Direct interfaces are the most difficult to manage, followed by laneways and then streets. This is because streets provide the greatest extent of natural separation between built form of varying scale. The sectional analysis demonstrates the response that four recent development applications have taken to transitioning to low-scale areas (see Sections 1-4).

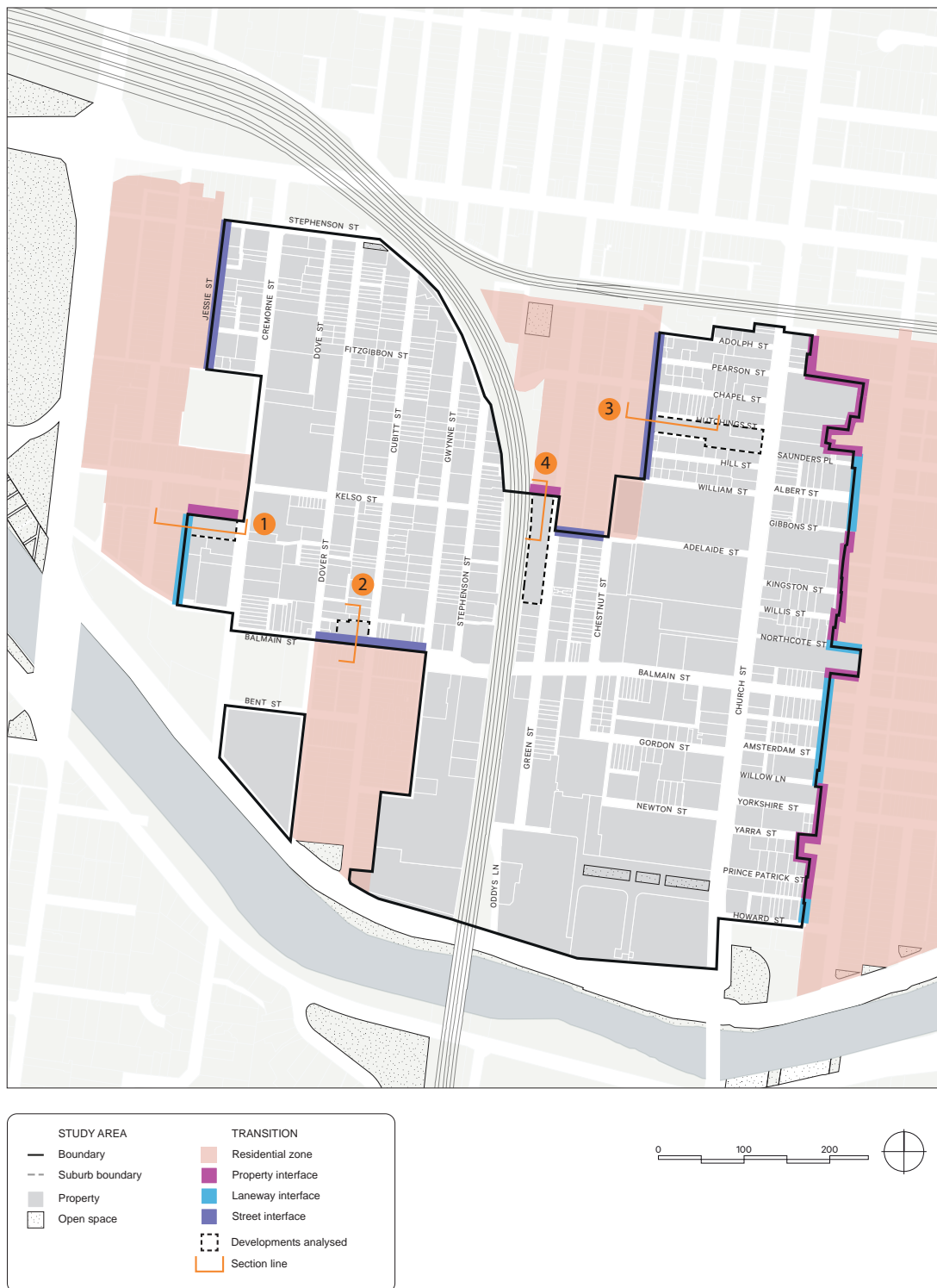
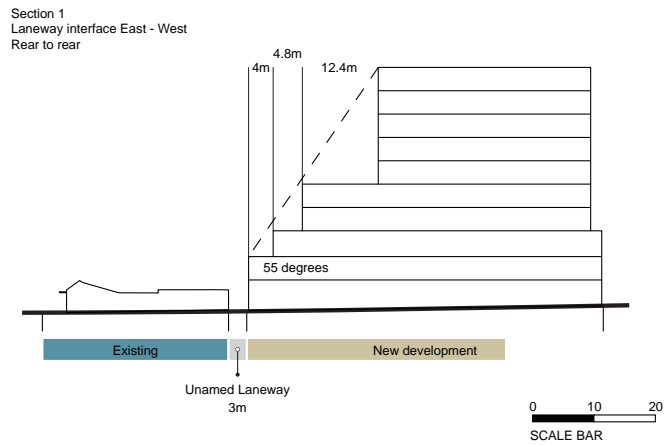


Figure 29. Low-scale typologies at the edges and interface types.

4. Ensuring buildings are responsive to context

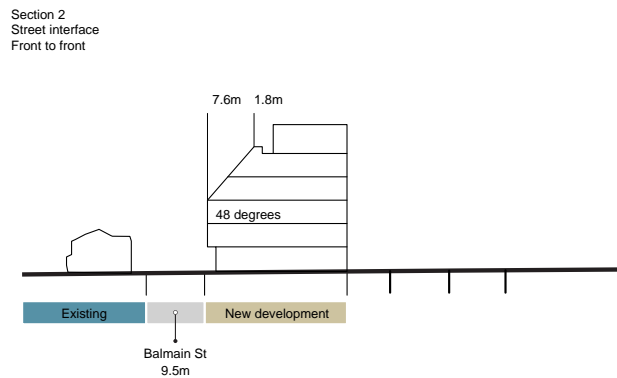
Section 1 - Laneway interface

Section 1 demonstrates a response to a laneway/rear to rear interface. A two storey street wall height is provided to the laneway and the building then steps back three times with a total setback of 21.2 metres. The angle of the overall setback above the street wall is 55 degrees. A two-storey street wall is considered acceptable at this interface. However, the multiple steps in form (three) is considered a poorly resolved outcome.



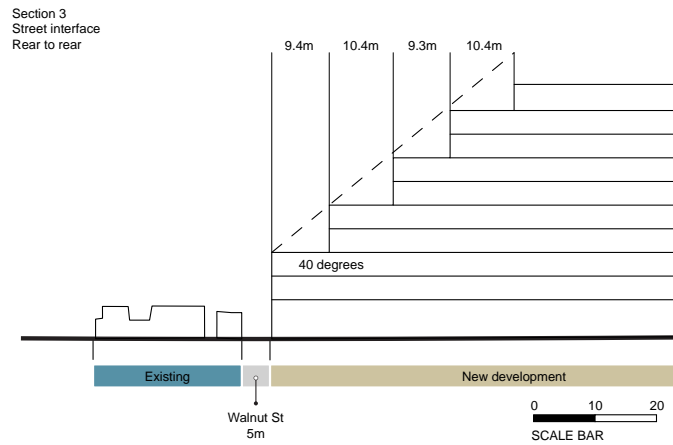
Section 2 - Street interface

Section 2 demonstrates a response to a street/front to front interface. A three storey street wall height is provided to the street. The three upper levels are then stepped back. The fourth and fifth level at an angle of 48 degrees with the sixth level setback an additional 3.1 metres.



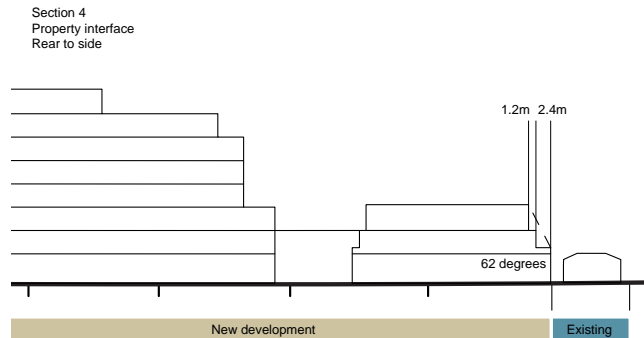
Section 3 - Street interface

Section 3 demonstrates a development response to a street/rear to rear interface. A three storey street wall height is provided to the laneway and the building then steps back four times with a total setback of 39.5 metres. The angle of the overall setback above the street wall is 40 degrees. A three-storey street wall is considered acceptable at this interface. However, the multiple steps in form (four) is considered a poorly resolved outcome.



Section 4 - Property interface

Section 4 demonstrates a development response to a property/rear to side interface. A two storey street wall height is provided at the interface with a balcony at the second level. The angle of the overall setback above the street wall is 62 degrees. The overall setback at the third level is 3.6 metres.



4. Ensuring buildings are responsive to context

Emerging heights

An analysis of emerging development applications identified the following overarching building height trends based on the 49 development applications that were under consideration, approved or being constructed -

- The majority of buildings (63% or 31/49) of buildings were between six and nine storeys.
- 22% (or 11/49) of buildings were up to 5 storeys and these were found in both the east and west of the study area.
- 14% (or 7/49) of buildings were above 10 storeys and these were predominantly located along Church Street - the widest street in the study area.



Figure 30. Buildings of between 2 and 6 storeys along Cremorne Street.



Figure 31. Buildings of between 1 and 6 storeys along Church Street.



Figure 32. Analysis of emerging heights, development applications as of June 2021.

4. Ensuring buildings are responsive to context

Design objectives

Each building must be responsive to its context including the neighbouring buildings, the character of the street and the broader Cremorne context. The following overarching objectives are required to ensure that buildings are responsive to their context:

- To design buildings that respond to the form of neighbouring buildings.
- To minimise visual bulk at street level by providing street walls, maximum boundary walls and overall heights that are responsive to the width and character of the street.
- To provide upper-level setbacks above the street wall that allow for a clear delineation between the street wall and the upper levels.
- To protect the amenity of properties in interfacing residential zones in terms of overshadowing of private open space and overlooking.
- To avoid expansive building forms that contribute to visual bulk by providing visual breaks, articulated massing and/or separation between building forms at street level and upper levels.

Sub-precinct height strategies



Buildings are between 4 and 8 storeys in height with street wall heights ranging from 2 to 4 storeys. The majority of the sub-precinct is 5-7 storeys with a 3 storey street wall to respond to the narrow width of the streets in Cremorne West.

The lowest buildings (4-5 storeys) are at the edges of the sub-precinct to manage the transition to residential areas in the west and south and the highest buildings (8 storeys) are along Cremorne Street as the widest street in Cremorne West.

Guidance on building form for the strategic sites is in the sub-precincts chapter.



Buildings are 5-7 storeys in height with street wall heights of 3 storeys to respond to the fine-grain streets and sites in the railway sub-precinct.

The lowest buildings are to the north edge of the sub-precinct to transition to the residential zone in the north.



Buildings are between 5 and 10 storeys in height with street wall heights of 3 to 4 storeys.

The majority of the sub-precinct is 5-7 storeys with a 3 storey street wall to respond to the fine-grain streets and sites in the Church Street sub-precinct.

The highest buildings (10 storeys) are along Cremorne Street as the widest street in the Church Street sub-precinct and the broader study area. The street wall height is 4 storeys.

Guidance on building form for the strategic sites is in the sub-precincts chapter.



Guidance on building form for the strategic sites is in the sub-precincts chapter.

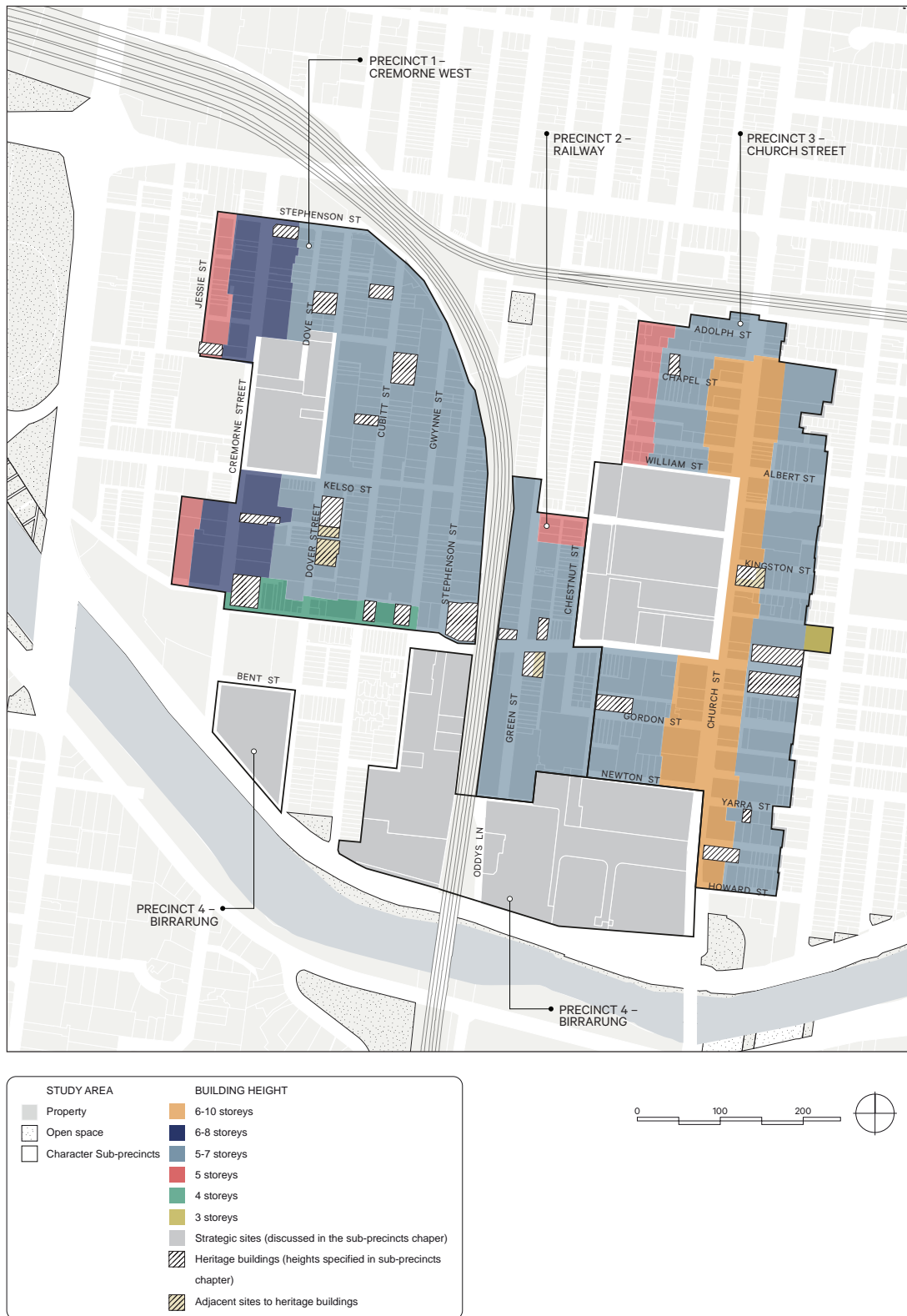


Figure 33. Building form strategy.

4. Ensuring buildings are responsive to context

Building typology

The built form controls provide guidance on key elements of building form - building height, maximum boundary wall height, street wall height and upper level setbacks. Figure 35 to Figure 39 demonstrate how the built form controls work together to deliver different design outcomes suitable to the Cremorne context.

BUILDING HEIGHTS

The proposed building heights range between 4 and 10 storeys (16m-40m). Building heights increase along main streets (Cremorne and Church Street) and decrease towards low-scale residential zoned areas. On sites in which two height controls apply, the height should begin to transition to a lower-scale after 30m at a maximum. In some instances, sites will be unable to reach the maximum building height if they are not wide enough to meet building separation requirements above the boundary wall, or, deep enough to meet the solar access requirements. In these instances, the maximum boundary wall height will become the maximum height.

STREET WALL HEIGHTS

Street wall heights are between 2 and 4 storeys (8m and 16m) to respond to the narrow street network in Cremorne and to maintain solar access to key streets. Lowering the height of the building at the street interface creates a comfortable 'human-scale' where the building is most directly experienced from the public realm.

MAXIMUM BOUNDARY WALL HEIGHTS

Maximum boundary wall heights supports the delivery of an infill typology while allowing sunlight to reach the street between buildings. This reduces the presence of tall, blank boundary walls at side interfaces and supports the delivery of varying heights across the sub-precincts based on the different typologies of sites.

UPPER LEVEL SETBACKS

Setting back the upper levels of buildings above the street wall enables the benefits of the preferred street wall height to be realised. Upper level setbacks of 3m and 5m are generally proposed. The upper level setback requirements increases as building get taller. This allows for a clear delineation between the street wall and the upper levels. Additional upper level setbacks will be required in specific locations in order to meet the solar access requirements (see Figure 34).

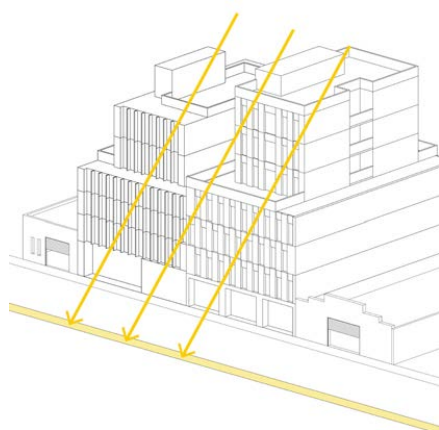
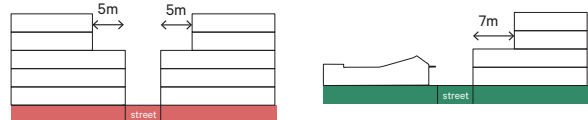


Figure 34. Solar diagram

Side elevation



Front elevation

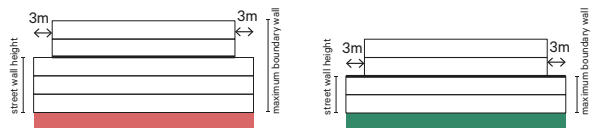


Figure 35. Diagram demonstrates the relationship between height, street wall height, boundary wall and building separation (5 storeys)

Figure 36. Diagram demonstrates the relationship between height, street wall height, boundary wall and building separation (4 storeys)

FIGURE	BUILDING HEIGHT	MAXIMUM BOUNDARY WALL	STREET WALL HEIGHT	UPPER-LEVEL SETBACKS
	6-10 storeys (24m-40m)	6 storeys (24m)	4 storeys (16m)	Minimum 5m (subject to solar controls)
	6-8 storeys (24m-32m)	6 storeys (24m)	4 storeys (16m)	Minimum 5m (subject to solar controls)
	5-7 storeys (20m-28m)	5 storeys (20m)	3 storeys (12m)	3m
	5 storeys (20m)	3 storeys (12m)	3 storeys (12m)	5m
	4 storeys (16m)	2 storeys (8m)	2 storeys (8m)	7m
	3 storeys (12m)	2 storeys (8m)	2 storeys (8m)	5m

Figure 40. Building form strategy. Indicative sections that demonstrate the built form controls at Figure 35 to Figure 39.

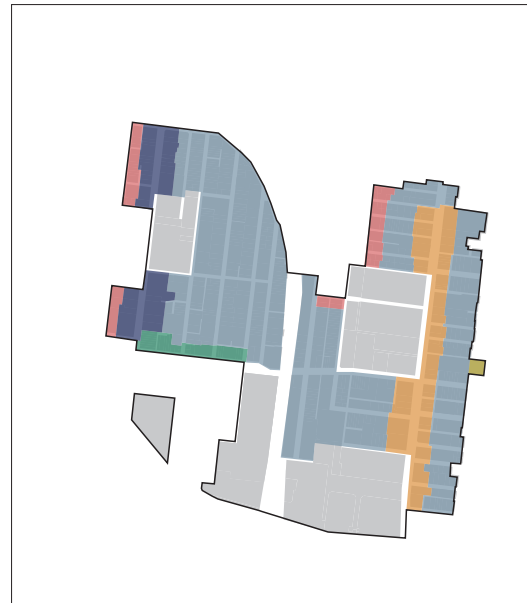


Figure 41. Building form strategy diagram

Side elevation

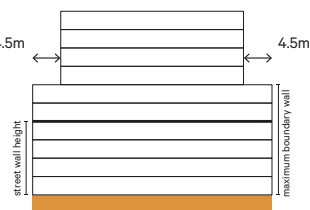
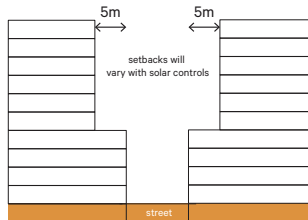


Figure 37. Diagram demonstrates the relationship between height, street wall height, boundary wall and building separation (6-10 storeys)

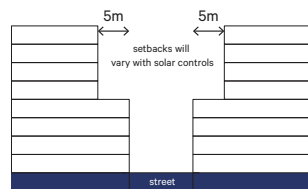


Figure 38. Diagram demonstrates the relationship between height, street wall height, boundary wall and building separation (6-8 storeys)

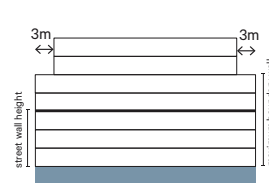
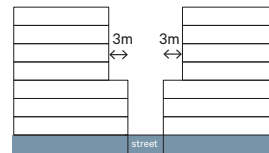


Figure 39. Diagram demonstrates the relationship between height, street wall height, boundary wall and building separation (5-7 storeys)

4. Ensuring buildings are responsive to context

Laneway/direct transition

A consistent approach to transitioning to residential zones at laneway and direct interfaces should be adopted. A consistent 2 storey (8m) street wall height with an upper level setback of 45 degrees (up to a minimum of 12m) will provide sufficient transition at these edges (see Figure 43 and Figure 44).

A ground floor setback of 3m should be provided at direct interfaces to create a buffer at these sensitive edges (see Figure 43). A maximum of two steps in building form should be provided to achieve the setback requirements to avoid creating a 'wedding-cake' outcome (see Figure 45).

FIGURE	GROUND FLOOR SETBACK	MAXIMUM BOUNDARY WALL	UPPER-LEVEL SETBACKS
	3m	2 storeys (8m)	45° to a distance of 12m
	N/A	2 storeys (8m)	45° to a distance of 12m

Figure 42. Building form interface controls. Indicative sections that demonstrate the built form controls at Figure 42 to Figure 43.

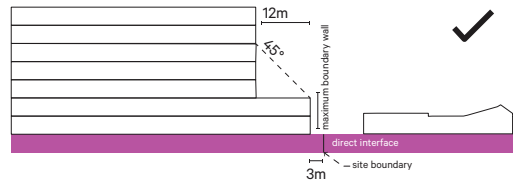


Figure 43. Direct interface transition.

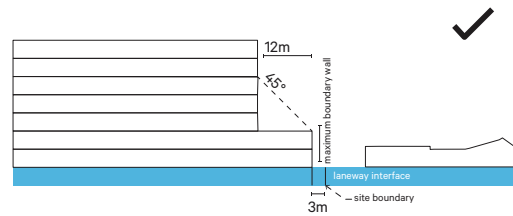


Figure 44. Laneway interface transition.

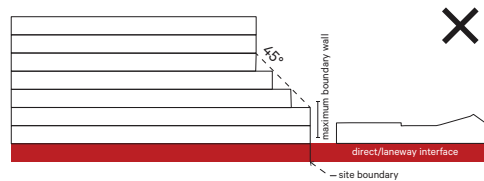


Figure 45. Unacceptable 'wedding cake' outcome.

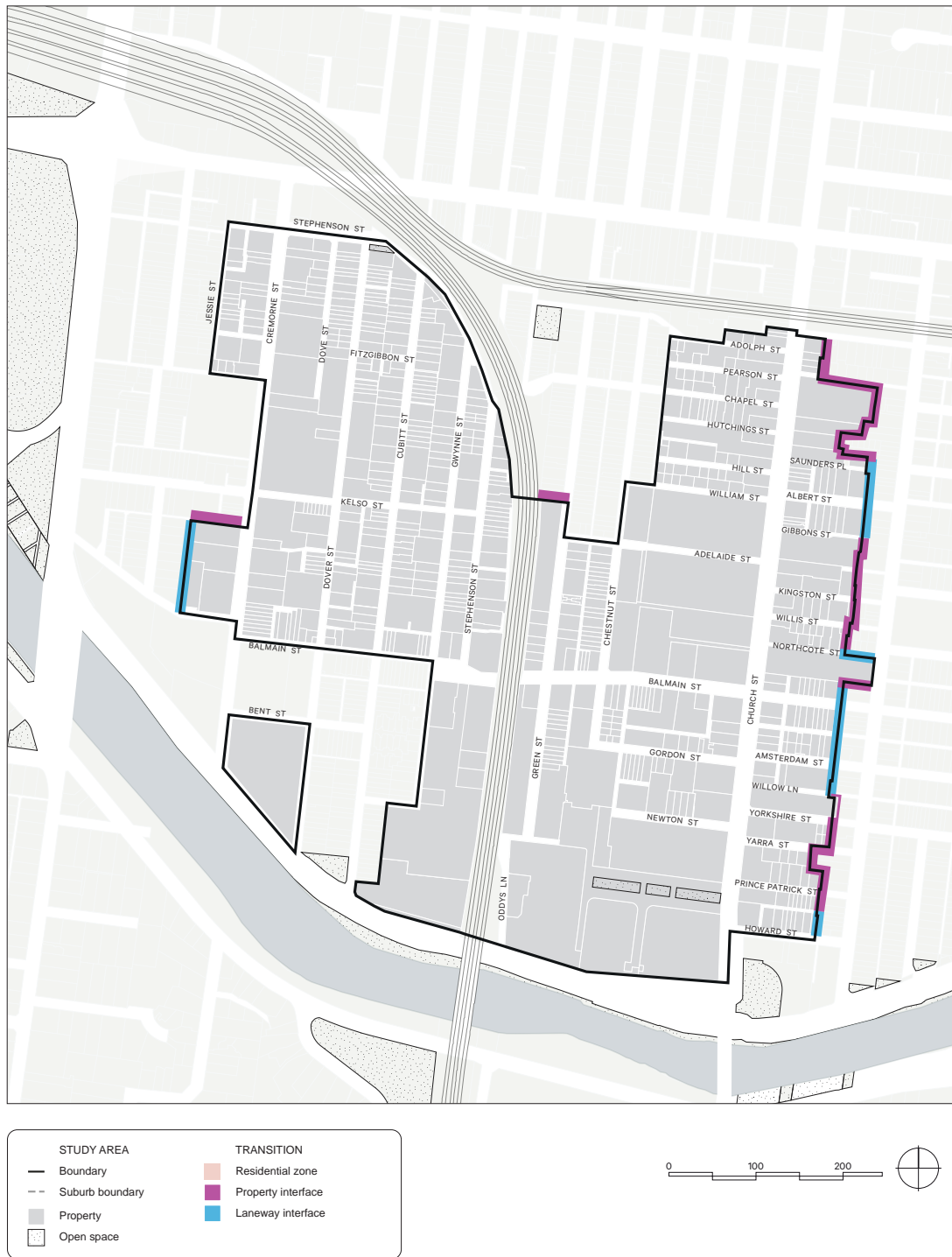


Figure 46. Low-scale typologies at the edges and interface types.

4. Ensuring buildings are responsive to context

Church Street solar testing

A 5m upper level setback (minimum) is recommended above the street wall height for Church Street. This allows for sunlight access to the adjacent footpath (for a minimum of 3m) to be protected between 10am and 2pm at the spring equinox for a minimum of 3 hours (see Figure 50 to Figure 54). In some instances, a minor increase in the upper level setback may be required in order to meet the solar access requirements.

The red line in the shadow diagrams indicates a 3m wide footpath.


FIGURE	BUILDING HEIGHT	MAXIMUM BOUNDARY WALL	STREET WALL HEIGHT	UPPER-LEVEL SETBACKS
	6-10 storeys (24m-40m)	6 storeys (24m)	4 storeys (16m)	Minimum 5m (subject to solar controls)

Figure 47. Building form strategy

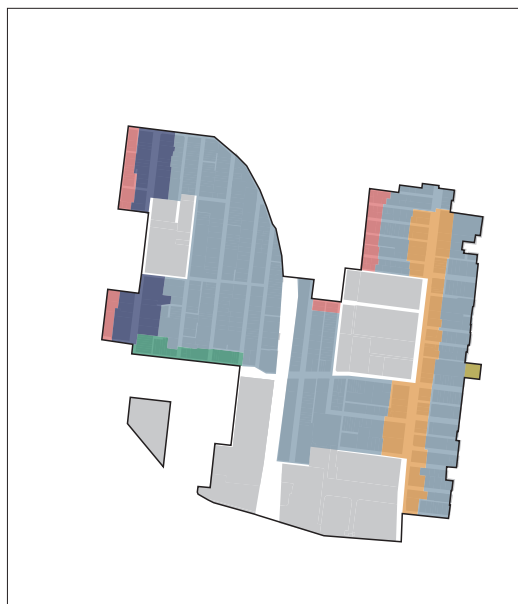


Figure 48. Building form strategy diagram

Side elevation

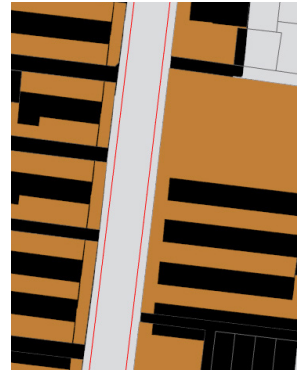
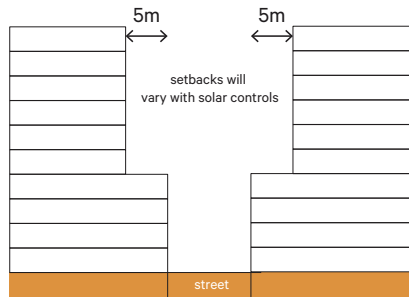


Figure 52. Solar access at 12pm

Figure 49. 6-10 storeys

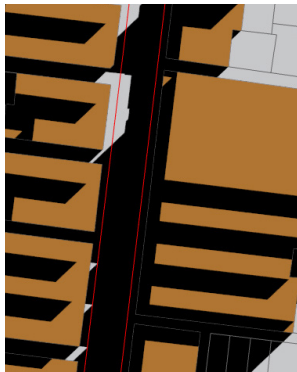


Figure 50. Solar access at 10am

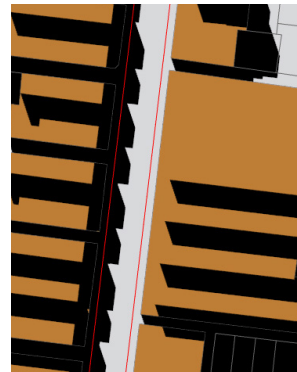


Figure 53. Solar access at 1pm

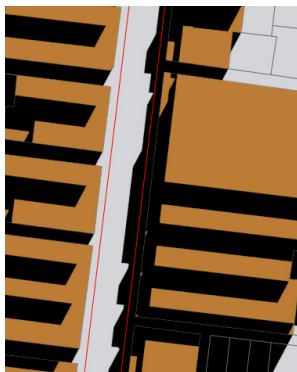


Figure 51. Solar access at 11am

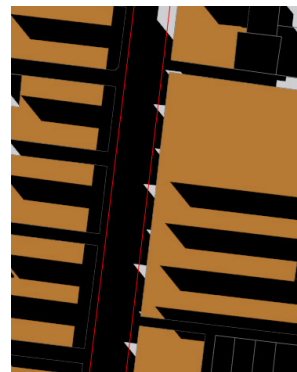


Figure 54. Solar access at 2pm

Cremorne Street solar testing

A 5m upper level setback (minimum) is recommended above the street wall height for Cremorne Street. This allows for sunlight access to the adjacent footpath (for a minimum of 3m) to be protected between 10am and 2pm at the spring equinox for a minimum of 3 hours (see Figure 50 to Figure 54). In some instances, a minor increase in the upper level setback may be required in order to meet the solar access requirements.

The red line in the shadow diagrams indicates a 3m wide footpath.


FIGURE	BUILDING HEIGHT	MAXIMUM BOUNDARY WALL	STREET WALL HEIGHT	UPPER-LEVEL SETBACKS
	6-8 storeys (24m-32m)	6 storeys (24m)	4 storeys (16m)	Minimum 5m (subject to solar controls)

Figure 55. Building form strategy

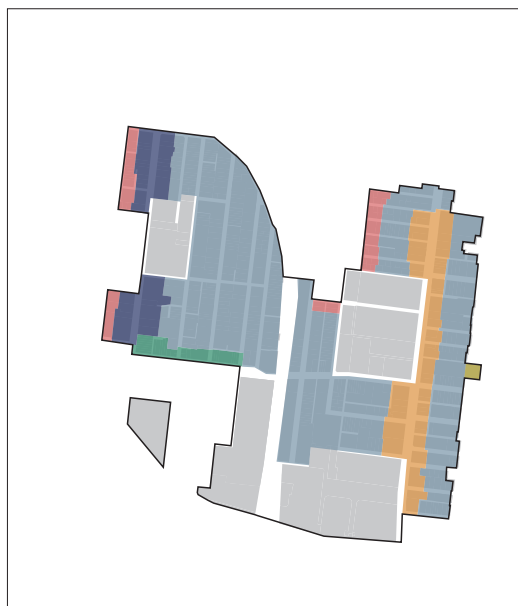


Figure 56. Building form strategy diagram

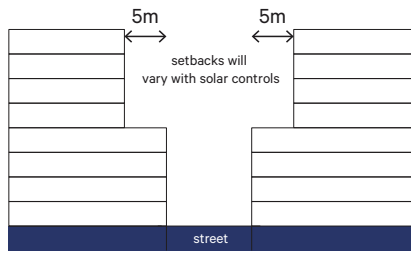


Figure 57. 6-10 storeys

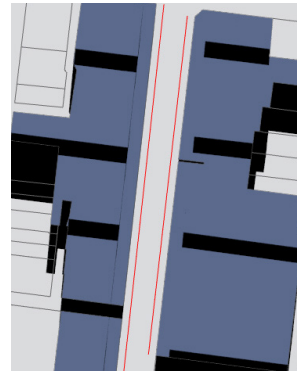


Figure 60. Solar access at 12pm

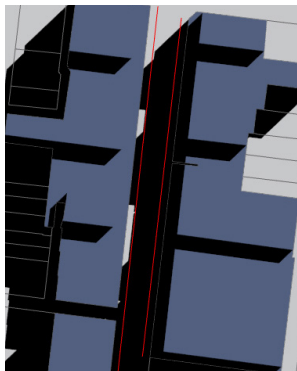


Figure 58. Solar access at 10am

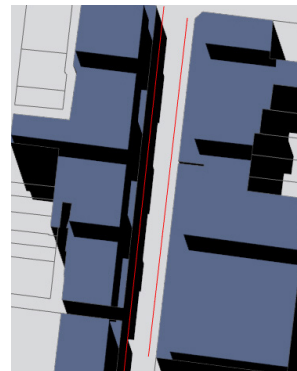


Figure 61. Solar access at 1pm



Figure 59. Solar access at 11am

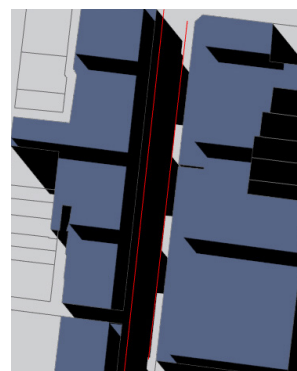


Figure 62. Solar access at 2pm

Balmain Street solar testing

A 7m upper level setback above the street wall height is proposed for Balmain Street. This allows for sunlight access to the adjacent footpath (for a minimum of 3m) to be protected between 11am and 2pm at the spring equinox (see Figure 65 to Figure 69). In some instances, a minor increase in the upper level setback may be required in order to meet the solar access requirements.

The red line in the shadow diagrams indicates a 3m wide footpath.


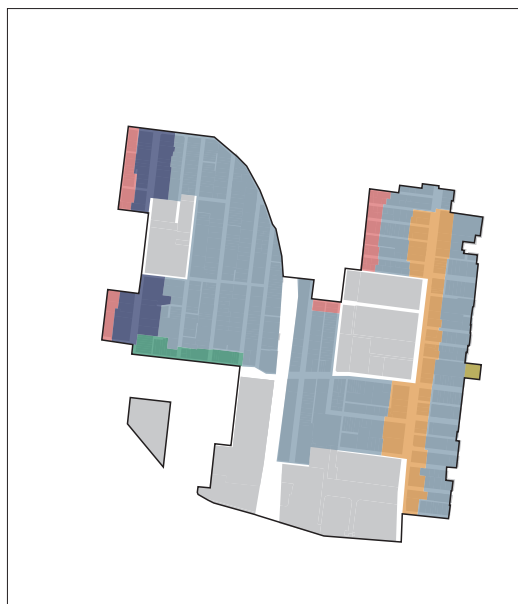
FIGURE	BUILDING HEIGHT	MAXIMUM BOUNDARY WALL	STREET WALL HEIGHT	UPPER-LEVEL SETBACKS
	4 storeys (16m)	2 storeys (8m)	2 storeys (8m)	7m

Figure 63. Building form strategy



Side elevation

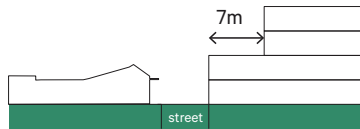


Figure 64. 4 storeys

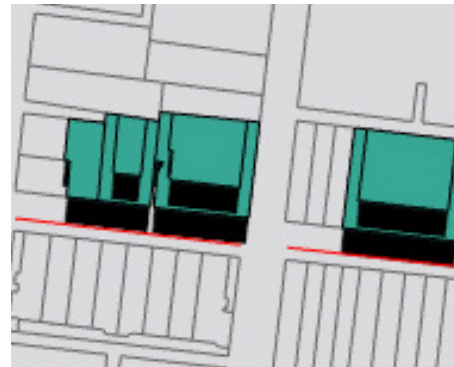


Figure 67. Solar access at 12pm.

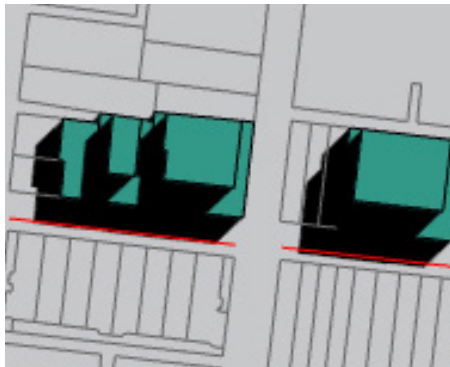


Figure 65. Solar access at 10am.

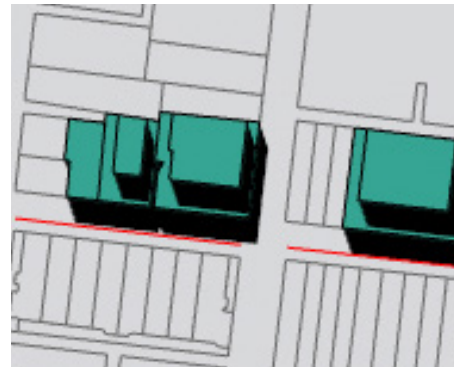


Figure 68. Solar access at 1pm.

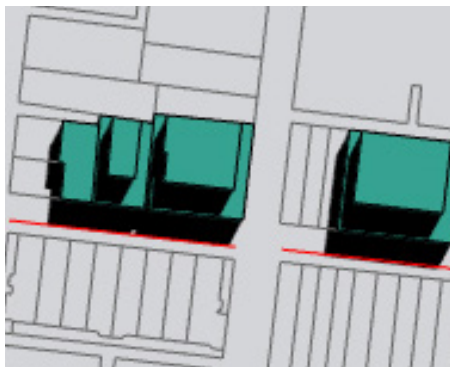


Figure 66. Solar access at 11am.

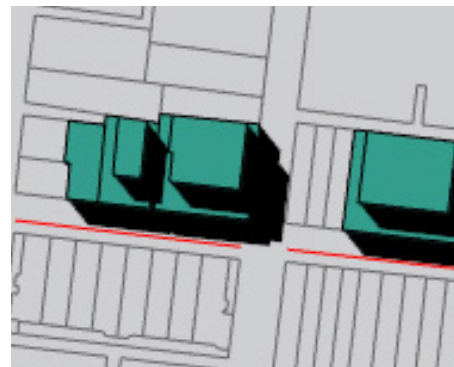


Figure 69. Solar access at 2pm.

5. Improving the setting of heritage buildings

Existing conditions

Cremorne has an eclectic mix of heritage architecture with buildings of varying sizes and character scattered throughout. There are a mixture of residential, commercial and industrial heritage typologies. There are also several buildings on the Heritage Victoria Register and a sky sign that is included in the landmarks and tall structures policy.

The appropriate response to heritage buildings will vary depending on the typology, size and status of heritage buildings and any built form guidance must respond to the many different types of heritage buildings in Cremorne.

Heritage Overlay Buildings

There are heritage buildings that are individually significant and contributory scattered throughout Cremorne. The former Yarra Hotel is an individually significant building as is the Slade Knitwear building of which the sign atop of the building is identified as a major landmark. There are also contributory buildings which are predominantly within the Rosella Complex and to the south along Balmain Street.

These different buildings require careful design responses that are tailored to the specific characteristics of different building typologies. For example, residential heritage buildings have ground floor street setbacks with front gardens, whereas industrial heritage buildings are built to the street edge.

Victorian Heritage Register buildings

There are four heritage buildings in the study area which have state-level cultural heritage significance. These sites are managed by Heritage Victoria under the Heritage Act 2017. Two of these buildings are in the Bryant and May site (Richmond South Post office and the former Bryant and May industrial complex), one is in the Bendigo Kangan Institute (former Richmond Primary School) and one is in the business park at 534 Church Street (former Richmond Power Station.)

Buildings on the Victorian Heritage Register are of state-significance and need to be assessed on a case-by-case basis by Heritage Victoria.

The Slade Knitwear Sign

The Slade Knitwear Sign is individually significant and is in the Landmarks and Tall Structures Policy which seeks to maintain the prominence of culturally valued landmarks and landmark signs. A viewing location has been identified to assess the visibility of the sky behind the Slade Knitwear Sign at the north-west corner of the intersection of Dover Street and Kelso Street.

Heritage precincts at the edges.

The residential pockets that interface the study area are covered by three large heritage precincts.

- The Wellington Street precinct is a well-defined area of Victorian and Edwardian-era houses that correspond with the major residential growth periods in Richmond's history.
- The Green Street Precinct is an intact cluster of modest, mainly late 19th century and some early 20th century housing that forms an island of residential buildings in an otherwise industrial area.
- The Cremorne Precinct is a well-preserved example of a residential area that demonstrates the two key phases in the development of Cremorne, comprising Victorian era housing, supplemented by Edwardian and interwar infill with commercial buildings on corner sites.

Emerging issues

There were 8 relevant VCAT cases provided by the Yarra City Council for review. Of these 8 development applications, two had existing heritage buildings. The concerns raised by heritage advisors included the minimal extent of heritage retained as well as the unreasonable impact of new development on retained heritage buildings. It was recommended that further guidance is provided on the desired extent of heritage retention and the appropriate response to heritage buildings and identified landmarks.

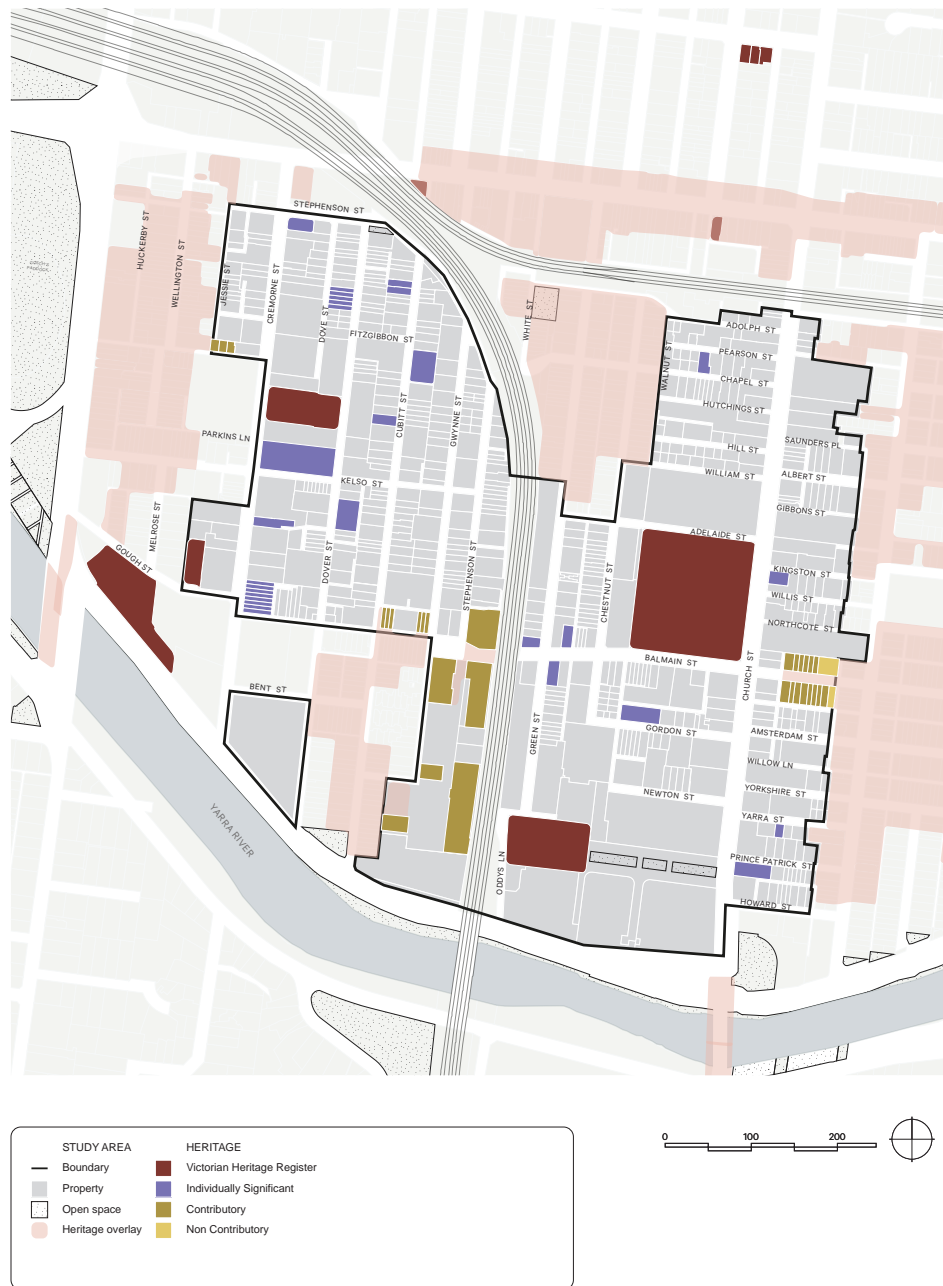


Figure 70. Heritage policy

5. Improving the setting of heritage buildings

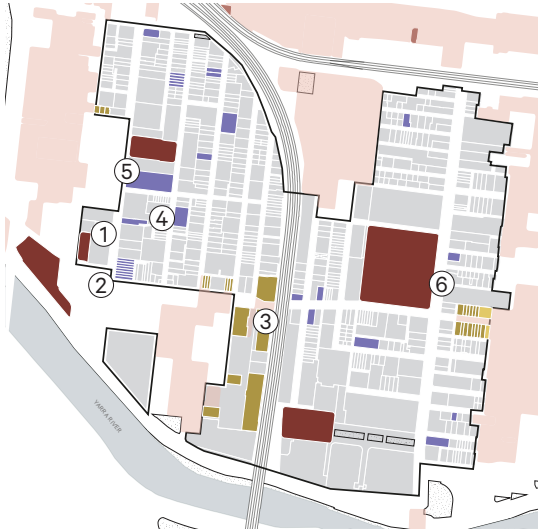


Figure 71. Heritage photo location map



Image 22. 119 Cremorne Street, Yarra Hotel identified as significant for its roof form, chimneys and decorative facade.



Image 23. 143 Cremorne Street, row of heritage houses with decorative facades and chimneys.



Image 24. Corner of Balmain Street and Green Street, Former Klembro Factory (1928).



Image 25. 105-115 Dover Street - Slade Knitwear sign.



Image 26. Former Richmond Primary School as viewed from Cremorne Street.



Image 27. Bryant and May building as viewed from Church Street.

5. Improving the setting of heritage buildings

Design objectives

Heritage objectives are required to apply to heritage sites that are being redeveloped as well as new buildings that are adjacent to nominated heritage sites. The requirements for heritage sites and heritage adjacent sites may differ but ultimately are guided by the same overarching objectives:

- To enhance the setting of existing heritage buildings.
- To maintain the prominence of existing heritage buildings within sites.
- To retain the visibility of significant architectural features from the public realm.

Further to these overarching objectives, the design response to heritage buildings should vary depending on the specific characteristics of the heritage building in question. There are different design responses that can be used in combination to create a holistic design response that allows heritage buildings to remain prominent.

Architectural features

The architectural features present in Cremorne are varied and reflect the mixture of typologies in the precinct. They include:

- Rooflines
- Side gables
- Sky signs
- Parapets
- Chimneys
- Decorative urns
- Verandahs
- Decorative facades

Heritage Design Response

Design objectives are proposed which articulate a series of design responses that can be used if developing on a site with an existing heritage building or developing on a site that is adjacent to a heritage building.

EXISTING HERITAGE BUILDINGS

The following design responses, developed in conjunction with heritage advisors, are proposed as guidance for sites with existing heritage buildings:

- Set new developments back behind the heritage forms to avoid dominating the heritage place and avoid facadism.
- Adopt heights specific to the site characteristics in Table (Section 3.6) in the Trethowan Heritage Report to ensure the new development does not visually dominate the existing heritage building and the generally modest scale of residential forms.
- Facade heights of infill developments within the heritage overlay match the parapet height to ensure new built responds to heritage context.
- Retain existing heritage fabric to retain the three-dimensional form as viewed from the public realm and the original or early elements of the heritage fabric, its principal facade and primary roof form.
- Building additions that are distinguishable from the existing heritage fabric.
- Use of high-quality materials that are complementary to the materiality of the existing fabric heritage fabric.

SITES ADJACENT TO EXISTING HERITAGE BUILDINGS

The following design responses are proposed as guidance for sites adjacent to heritage buildings:

- Ground floor street setbacks that align with neighbouring buildings to retain oblique views along the street where identified.
- Side setbacks that allow heritage buildings with 'side' features to be viewed from the public realm where identified.
- Street wall heights that match the parapet height of adjacent heritage buildings to create a transition between forms.
- Upper level setbacks that allow significant architectural features to remain visible.
- Overall heights that create a transition between new buildings and existing buildings.
- Side interfaces that are designed to minimise visual bulk to adjacent heritage buildings.
- Use of high-quality materials that are complementary to the materiality of the existing heritage fabric.
- The design objectives provide high-level guidance on the design outcome sought.
- Further guidance has been provided by Trethowan Architecture on the recommended design response to specific heritage typologies. Table 6 on page 72 provides a summary of these recommendations.

While the intent of the Cremorne Built form Framework is to provide an overarching design strategy, given the identified heritage places are unique within Cremorne specific built form metrics are recommended by Trethowan Architecture to ensure acceptable heritage outcomes. Clear and specific metrics are warranted in these few instances to help retain the identified original elements of the fabric of these significant buildings, including the principal façade, primary roof form and chimneys etc.

COMMERCIAL		
BUILT FORM ELEMENT	RECOMMENDATION	RATIONALE
Retention of existing heritage fabric	Retain the full roof form and full volume of principal building form.	To retain the three-dimensional form as viewed from the public realm.
Upper-level setback (development within the Heritage Overlay)	Set new development back behind the heritage form.	To avoid dominating the heritage place and avoid facadism.
Building height (development within the heritage overlay)	Adopt heights specific to the site characteristics in Table (Section 3.6) in the Trethowan Heritage Report.	To ensure that new development does not visually dominate the existing heritage building.
Facade height (infill development within the Heritage Overlay)	Match the parapet height.	To ensure new built form responds to the heritage context.

Table 3. Commercial Typology

INDUSTRIAL		
BUILT FORM ELEMENT	RECOMMENDATION	RATIONALE
Retention of existing heritage fabric	Retain significant primary & secondary facades on corner sites.	To retain the three-dimensional form as viewed from the public realm.
Upper-level setback (development within the Heritage Overlay)	Set new development back behind the heritage form, retaining a section of roof form approx. two structural bays.	To avoid dominating the heritage place and avoid facadism.
Building height (development within the heritage overlay)	Adopt heights specific to the site characteristics in Table (Section 3.6)	To ensure that new development does not visually dominate the existing heritage building.

Table 4. Industrial Typology

RESIDENTIAL (DETACHED)		
BUILT FORM ELEMENT	RECOMMENDATION	RATIONALE
Retention of existing heritage fabric	Retain heritage fabric to a depth of two front rooms (approx. 9m).	To retain the original or early elements of the heritage fabric, its principal facade and primary roof form.
Upper-level setback (development within the Heritage Overlay)	Set new development back behind the heritage form, retaining at least first two room depth.	To avoid dominating the heritage place and avoid facadism.
Building height (development within the heritage overlay)	Maximum overall height of three storeys (12m) (discretionary).	To avoid new development dominating the generally modest scale of residential forms.

Table 5. Residential Typology (Detached)

RESIDENTIAL (TERRACES)		
BUILT FORM ELEMENT	RECOMMENDATION	RATIONALE
Retention of existing heritage fabric	Retain heritage fabric to a depth of two front rooms (approx. 9m).	To retain the original or early elements of the heritage fabric, its principal facade and primary roof form.
Upper-level setback (development within the Heritage Overlay)	Set new development back behind the heritage form, retaining at least first two room depth.	To avoid dominating the heritage place and avoid facadism.
Building height (development within the heritage overlay)	Maximum overall height of three storeys (12m) (discretionary).	To avoid new development dominating the generally modest scale of residential forms.

Table 6. Residential Typology (Terraces)

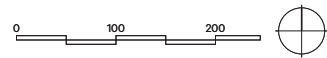
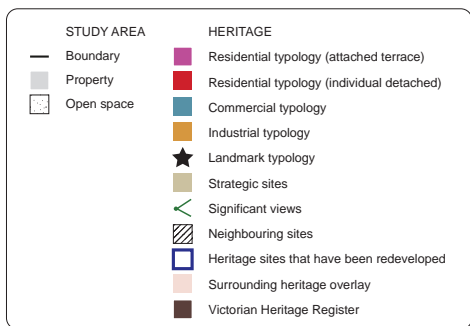
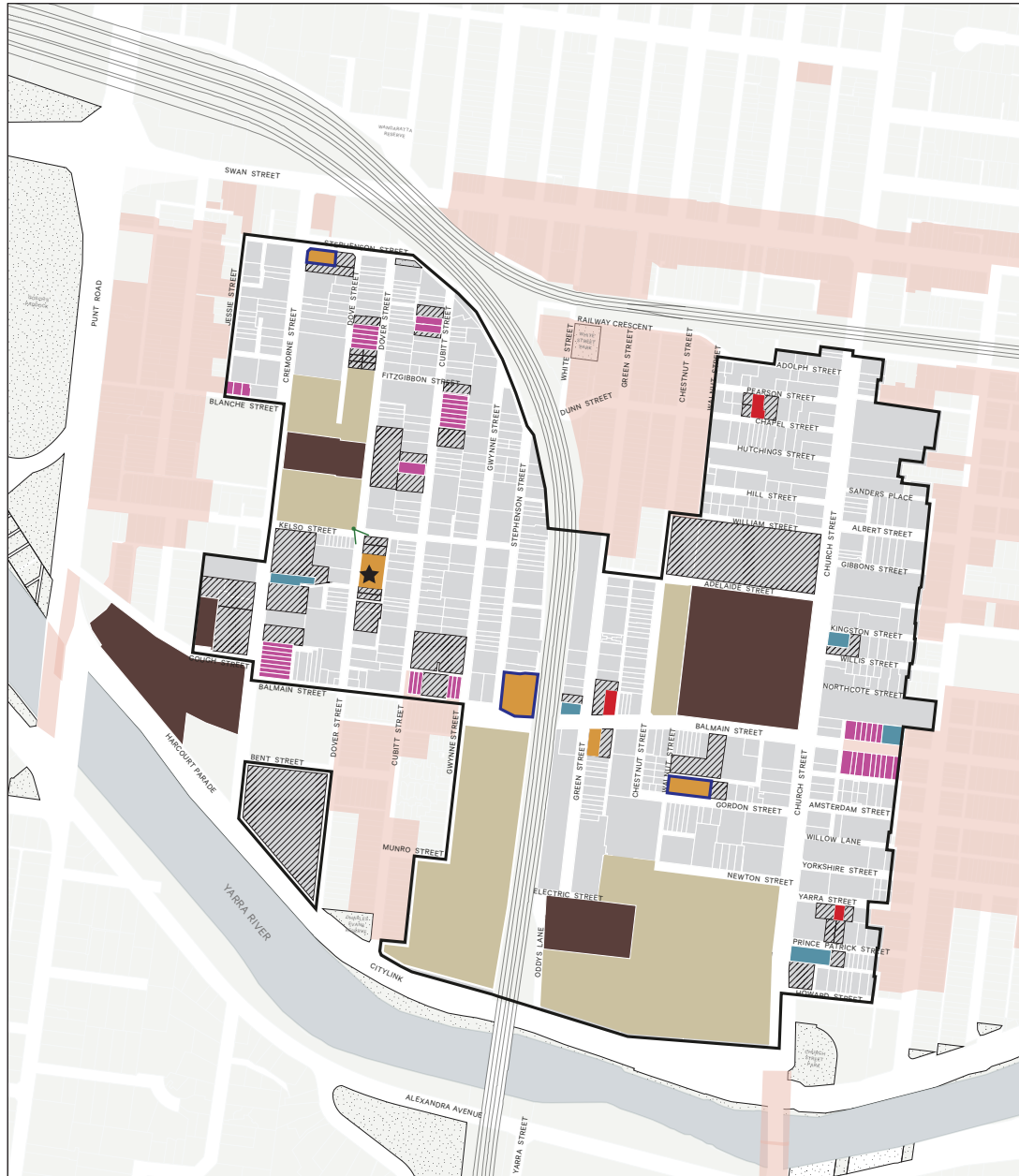


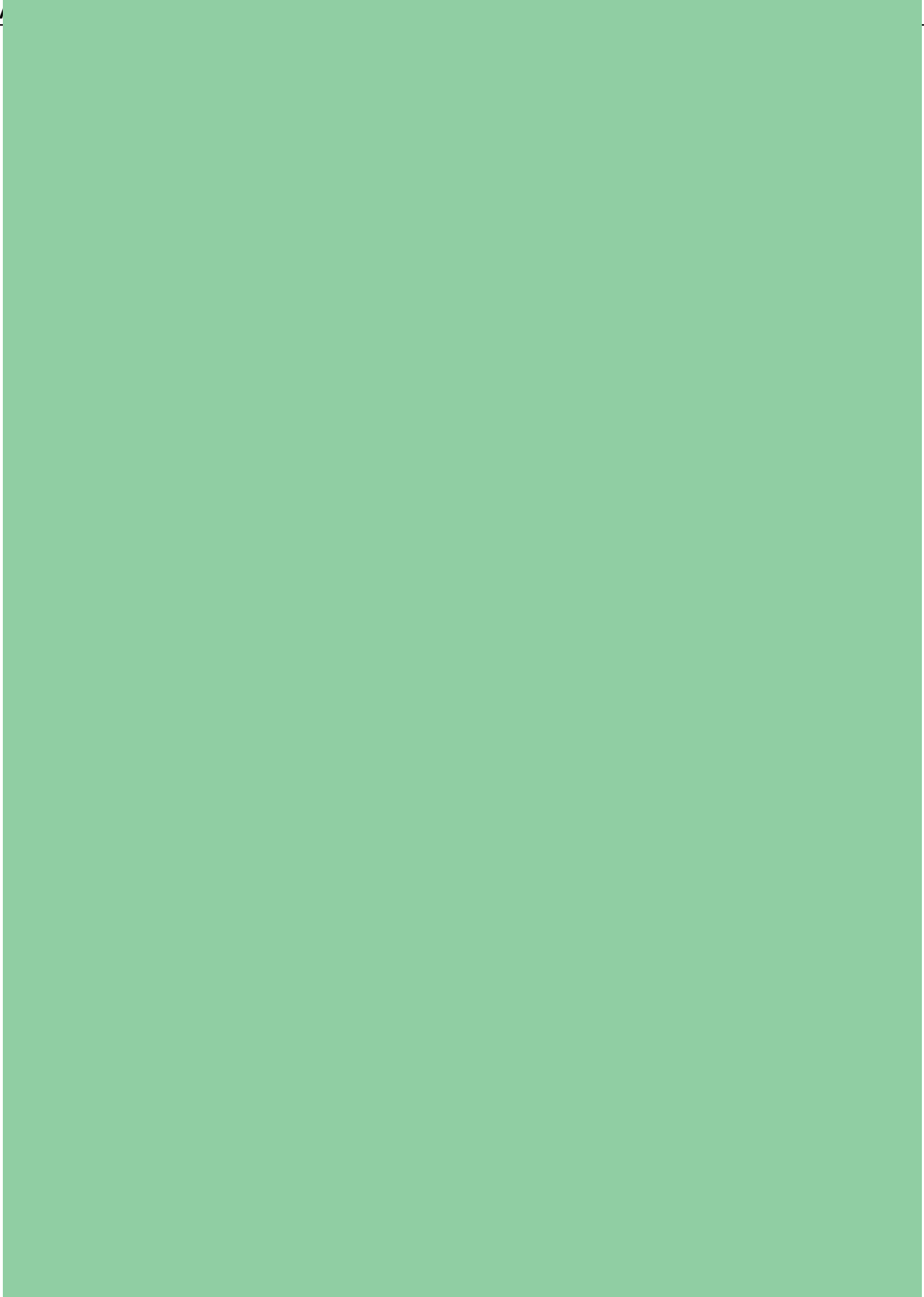
Figure 72. Heritage typologies and heritage adjacent sites.

Sub-precincts

Each of the four identified sub-precincts have different character considerations. This section establishes the existing conditions in each character precincts, a character statement to guide future character and design objectives for each of the sub-precincts and strategic sites based on the analysis in the design strategies section of the report. A summary is also provided of the built form controls that apply to each of the sub-precincts.



Figure 73. Cremorne sub-precinct aerial.





Cremorne West Sub-Precinct existing conditions

Cremorne West is a busy, compact sub-precinct that is in close proximity to Richmond Station and Swan Street activity centre. Cremorne Street, Kelso Street and Balmain Street are the key streets in the sub-precinct. Balmain Street and Stephenson Street connect through to the east. It has a network of narrow north-south streets and a fine-grain network of laneways. Key features are Richmond Station (directly north), the Bendigo Kangan Institute, the Slade Knitwear sign, the former Yarra Hotel and several clusters of heritage terraces.

The Cremorne West built form character is predominantly fine-grain, industrial buildings interspersed with low-scale residential typologies and contemporary office developments. The industrial buildings are often brick with roller doors, large steel-frame windows and interesting parapets. Contemporary developments generally use robust materials such as concrete and have a stark, industrial character.

Buildings generally range in height from 1 to 8 storeys and are usually built to the side boundary creating a compact urban form. The buildings about low-scale residential zones with predominantly 1-2 storey residential forms. Older building stock in the sub-precinct is 1-3 storeys, recent development ranges between 5-8 storeys with higher forms on key streets (Cremorne and Stephenson) and larger sites with broad frontages or multiple street frontages. The variable and contrasting height of the buildings is part of the character of the sub-precinct.

The public realm has an industrial character with narrow streets, limited landscaping and narrow footpaths. There is a small public space on Stephenson Street. The ground floor of buildings is often dominated by carparking. Small ground floor setbacks within some sites provide additional 'breathing room' in the public realm.

Recent development activity in the sub-precinct has shifted towards a higher scale of built form (up to a maximum of 10 storeys). A 9 storey development on Cremorne Street (Seek Headquarters) contrasts the existing fine-grain industrial buildings in this sub-precinct. The trend of consolidating smaller sites in order to deliver larger floorplate developments is anticipated to continue. These larger-scale sites have the potential to deliver more significant upgrades to the public realm. Retaining a mixture of small, medium and large-scale floorplates will be key to retaining the mix of employment uses supported in Cremorne West.

There is a significant shift in the scale of built form to the south of the sub-precinct adjacent to the freeway. The Richmond Maltings site is highly visible at 21 storeys. By contrast, the built form scales down to a single storey at the western interface and southern interface.

Bendigo Kangan Institute

The Bendigo Kangan Institute is a large site on Cremorne Street that plays an important role in the long-term strategic future of the area. The site includes a series of institutional buildings, including high-value heritage buildings, set within a carpark. This is in contrast to the predominant urban form in Cremorne West. There is a small open space at the Dover Street interface which is fenced and accessed through a gate. There are limited formal connections through the site although it is possible to walk through the at-grade carparks.



Image 28. Former Yarra Hotel (HO247) at 119 Cremorne Street.



Image 31. Narrow streets and a limited public realm as seen from the intersection of Kelso Street and Cubitt Street.



Image 29. Small existing open space within the Bendigo Kangan Institute.

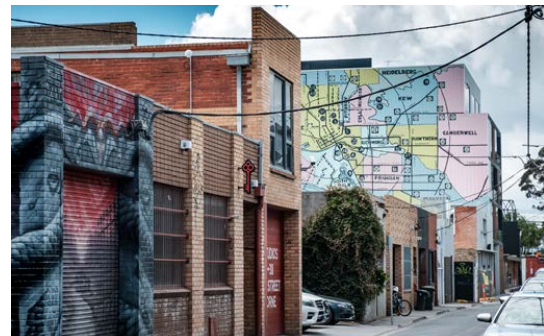


Image 32. Industrial buildings of varying heights on Gwynne Street.



Image 30. Cafe with outdoor seating on Cremorne Street.



Image 33. 105-115 Dover Street (HO343) - Slade Knitwear sign.



Character statement

Contemporary commercial buildings of up to 8 stories reinforce the industrial character of Cremorne West in their form and materiality. Buildings reduce in height at the street interface to create a human-scale environment along the narrow streets.

Cremorne Street and Balmain Street are the main streets in the sub-precinct and an expanded public realm attracts and encourages those living and working in the sub-precinct to gather along these streets.

The former Richmond Primary School and the Slade Knitwear sign are of heritage significance in the sub-precinct. The Slade Knitwear sign serves as a heritage landmark and therefore built form controls are proposed to protect significant views. New buildings celebrate, complement and enhance these landmarks by creating breathing space around them.



Figure 74. Slade Knitwear sign looking South, parapet of the neighbouring buildings to the south aligned with upper-level setbacks of 11m.

Sub-precinct design objectives

- To deliver buildings between 4 and 8 storeys (16m and 32m) with heights increasing along Cremorne Street and reducing in height at sensitive low-scale areas to the south and west.
- To provide a human-scale along streets and laneways through 2-4 storey (8m-16m) street wall and sufficient architectural detail at lower levels (e.g. materials, fenestration, lighting, awnings).
- To contribute to the industrial character of the sub-precinct through designs which use robust materials and reference industrial typologies.
- To expand the public realm through inset building entrances, integrated seating (where determined appropriate) and limit overshadowing of Cremorne Street and Balmain Street as key pedestrian streets within the sub-precinct.
- To enhance the setting of the former Richmond Primary School within the sub-precinct by providing an ample transition between new buildings and existing buildings and to maintain views to the Slade Knitwear sign as viewed from the intersection of Kelso Street and Dover Street.
- Maintain clear sky views Slade Knitwear sign with a 11m upper-level setback for the adjacent sites to the south, see Figure 74.

CREMORNE WEST

Solar access controls
No overshadowing of the southern footpath (minimum of 3m) of Balmain Street between 11am and 2pm at the spring equinox.

No overshadowing of the adjacent footpath (minimum of 3m) of Cremorne Street between 10am and 2pm at the spring equinox. Additional setbacks will be required at 6 storeys and above to meet the solar access requirements.

Heritage sites
Specific built form guidelines apply to heritage buildings and sites adjoining heritage buildings. These are included in the Heritage Review and Recommendations Report prepared by Trethowan.

	GROUND FLOOR SETBACK	MAXIMUM BOUNDARY WALL	STREET WALL HEIGHT	UPPER-LEVEL SETBACKS
LANEWAY INTERFACE	N/A	2 storeys (8m)	N/A	45° to a maximum distance of 12m

CREMORNE WEST	BUILDING HEIGHT	MAXIMUM BOUNDARY WALL	STREET WALL HEIGHT	UPPER-LEVEL SETBACKS
	6-8 storeys (24m-32m)	6 storeys (24m)	4 storeys (16m)	Minimum 5m (subject to solar controls)
	5-7 storeys (20m-28m)	5 storeys (20m)	3 storeys (12m)	3m
	5 storeys (20m)	3 storeys (12m)	3 storeys (12m)	5m
	4 storeys (16m)	2 storeys (8m)	2 storeys (8m)	7m

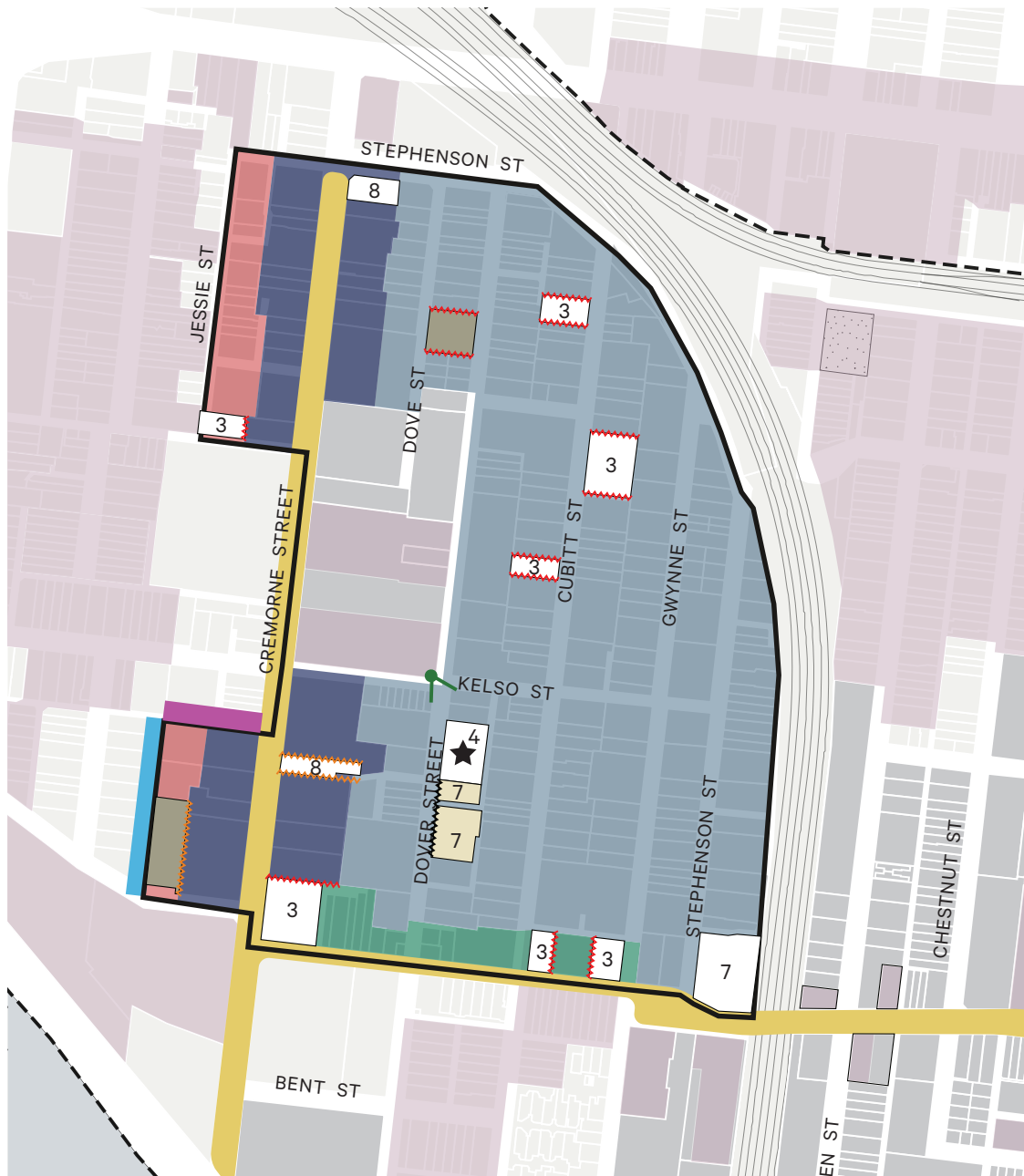
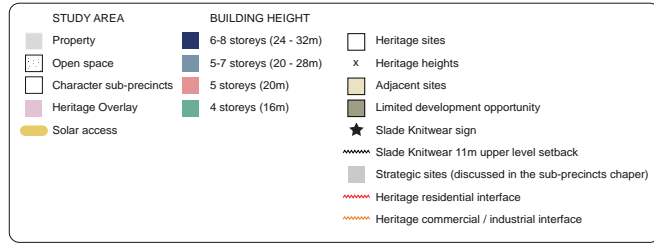


Figure 75. Cremorne West sub-precinct design objectives map



Character statement

The Bendigo Kangan Institute is a revitalized and vibrant campus that forms the civic heart of Cremorne West, where students, entrepreneurs and industry come to learn and collaborate. A series of contemporary buildings are designed and spaced to create a visually interesting skyline and streetscape around the former Richmond Primary School, whilst also being distinguishable as a coherent sub-precinct. Buildings are delivered that support the growth of the Bendigo Kangan Institute as a critical educational institution within Cremorne.

An open space is co-located to the south of the former Richmond Primary School and sufficient space is provided to the north of the building to allow its key features to remain prominent when viewed from the south. An internal laneway network is well-integrated into the surrounding street network drawing the public through the site.

BENDIGO KANGAN INSTITUTE	
Maximum boundary wall	6 storeys (24m)
Street wall height	3-4 storeys (12m-16m)
Upper-level setbacks	3-5m
Solar access controls	No overshadowing of the adjacent footpath (minimum of 3m) of Cremorne Street between 10am and 2pm at the spring equinox.
Ground floor setbacks	Minimum 6m ground floor setback to Cremorne Street. This does not apply where heritage buildings directly interface key streets.
Heritage sites	Specific heritage advice is included in the Heritage Review and Recommendations Report prepared by Trethowan.

Strategic site design objectives

- ① Buildings range in height with building massing carefully located to ensure that views to the roofline of the former Richmond Primary School remain prominent within the skyline.
- ② An open space is located to the south of the former Richmond Primary School (extending the full width of the building) that enhances and complements the existing building.
- ③ A new east-west link is provided to the north of the former Richmond Primary School (minimum 10m wide) and a secondary east-west link is provided alongside the future open space.
- ④ A ground floor setback is provided to Cremorne Street (minimum 6m) that aligns with the building line of the former Richmond Primary School and allows for the integration of seating and landscape at the street interface.
- ⑤ Public access to the existing open spaces within the site are improved.



Figure 76. Bendigo Kangan Institute design objectives map



Figure 77. Bendigo Kangan Institute aerial

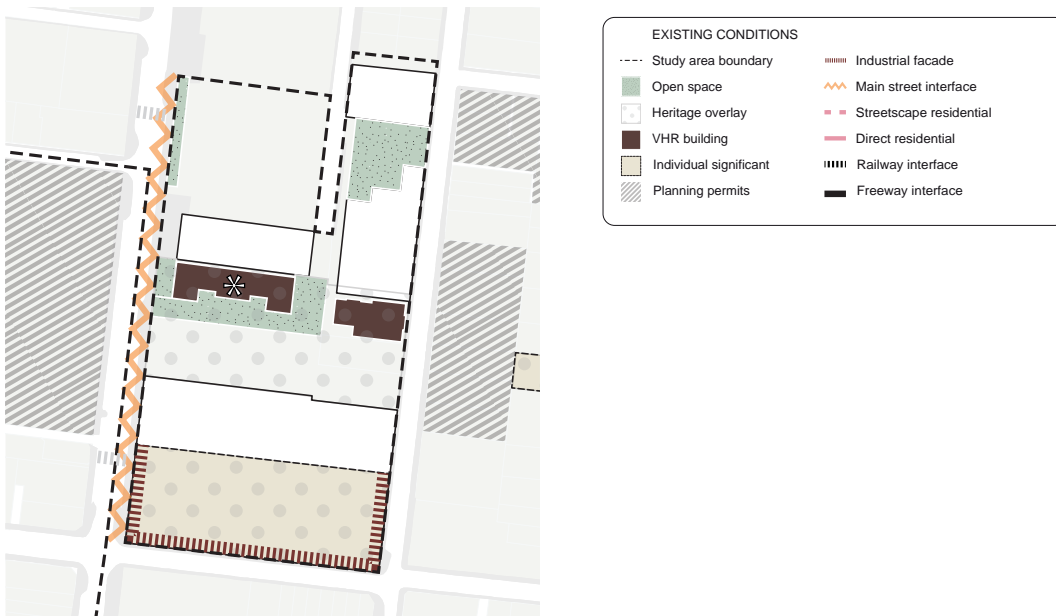


Figure 78. Bendigo Kangan Institute existing conditions



Railway Sub-Precinct existing conditions

The Railway Sub-Precinct is a low-scale (2-4 storeys) industrial sub-precinct with a fine-grain block structure. It centres around three narrow streets that run north-south: Green Street, Chestnut Street and Walnut Street. These streets transition to leafy residential areas to the north.

Key features of the sub-precinct are the small-scale warehouses, the long views north to the Dimmeys Clocktower, the railway corridor, the Balmain Street underpass and the Bryant & May industrial complex which can be seen from Chestnut Street and Balmain Street.

The built form character in the Railway Sub-precinct is defined by fine-grain industrial buildings interspersed with low-scale residential buildings and more contemporary style office development. These newer buildings range in height from 3-4 storeys. The majority of sites have two frontages, one to the street and one to a rear laneway.

The sub-precinct transitions into a low-scale residential, heritage precinct to the north along Green Street. Although there is a distinct change in character to the north, the fine-grain low scale character of the industrial and residential areas along these north-south streets make them feel cohesive in character.

The public realm has an industrial character with narrow streets, limited landscaping and narrow footpaths. The ground floor of buildings is often dominated by carparking. To the north of the sub-precinct, the public realm transitions to a landscaped character with street trees and landscaped front gardens.

The majority of sites in the sub-precinct are small scale with a few larger scale sites abutting the railway line. On a site to the north of the sub-precinct, there is an approved development application (9 storeys) and on a site to the south, an at-grade carpark that is owned by VicTrack. This carpark affords excellent views across the railway lines to the industrial heritage buildings in the Rosella Complex.

There are two Victorian Heritage Register buildings that are visible from the sub-precinct - The Richmond Power Station to the south of Green Street and the Bryant & May building to the east of Chestnut St. There are also three individually significant heritage buildings of varied character (residential, former factory and shop/residence) clustered around the intersection of Balmain Street and Green Street.



Image 34. Looking south along Green Street at a mixed typology of buildings.



Image 35. Looking across the railway line towards the Rosella Complex from the intersection of Electric Street and Oddy's Lane. Richmond Power Station to the left.



Image 36. Looking north along Green Street towards the intersection with Balmain Street.



Image 37. An industrial-style commercial building alongside a single storey building with a residential typology.



Image 38. Looking south along Green Street towards Richmond Power Station.



Image 39. Looking south along Chestnut Street which has a mix of commercial and residential building typologies.



Character statement

Contemporary small-scale buildings of up to 7 storeys reinforce the fine-grain industrial character of the Railway Sub-precinct. Buildings increase in height along the railway corridor and create a well-designed edge to Cremorne as viewed from the railway line.

The cluster of heritage buildings at the intersection of Green Street and Balmain Street is enhanced and views to the Richmond Power Station are well-framed.

Sub-precinct design objectives

- To deliver 5-7 storey (20 - 28m) buildings with a 3 storey (12m) street wall height with sufficient architectural detail to provide a human-scale along streets and laneways.
- To contribute to the industrial character of the sub-precinct through designs which use robust materials and reference industrial typologies.
- To limit overshadowing of the southern footpath of Balmain Street as the key pedestrian street within the sub-precinct.
- To enhance the setting of the heritage cluster at the intersection of Green Street and Balmain Street by providing an ample transition between new buildings and existing buildings.

RAILWAY		RAILWAY	BUILDING HEIGHT	MAXIMUM BOUNDARY WALL	STREET WALL HEIGHT	UPPER-LEVEL SETBACKS
Solar access controls	No overshadowing of the southern footpath (minimum of 3m) of Balmain Street between 11am and 2pm at the spring equinox.					
Heritage sites	Specific built form guidelines apply to heritage buildings and sites adjoining heritage buildings. These are included in the Heritage Review and Recommendations Report prepared by Trethowan.		5-7 storeys (20m-28m)	5 storeys (20m)	3 storeys (12m)	3m
			5 storeys (20m)	3 storeys (12m)	3 storeys (12m)	5m

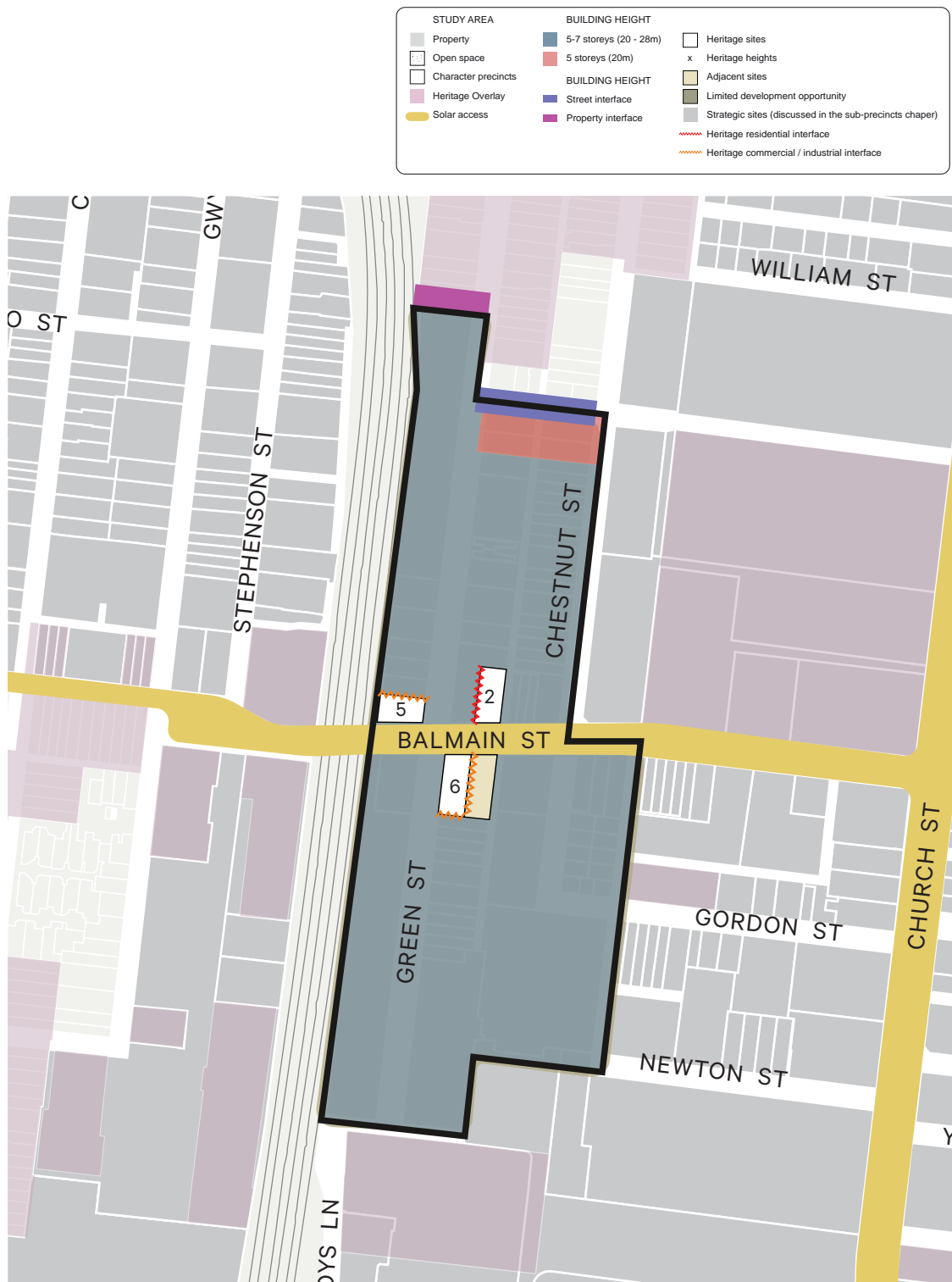


Figure 79. Railway sub-precinct design objectives maps



Church Street Sub-Precinct existing conditions

Church Street is a traditional linear high street along a tram corridor that has a mixed function with commercial, hospitality and retail uses found along the street. East Richmond Station is directly to the north of the sub-precinct. The built form character in the Church Street Sub-precinct is diverse and the style of architecture is markedly different to the architecture found on the east-west streets that extend from the corridor. Buildings are generally higher along Church Street and transition down to the east and west to lower-scale residential areas at the edge of the sub-precinct.

Church Street has a mixture of traditional shopfronts, corner pubs, heritage buildings, large-format retail stores and contemporary office buildings. The character is not cohesive and the architectural style varies from corner to corner. There is an opportunity to harness this eclectic character of Church Street and create a corridor that is a more comfortable and inviting place for people.

The built form character at the edges of Church Street is a mixture of industrial warehouses and residential buildings. Buildings on these side streets are generally smaller in scale and range between 1 and 4 storeys. There is a mixture of site sizes and site typologies which afford different types of development outcomes.

Recently approved developments in the sub-precinct range in height from between 3 storeys and 10 storeys. Many of these higher developments are visible from low-scale residential areas, particularly to the east.

The majority of east-west streets intersecting with Church Street are very narrow with a few wider streets to the east (Albert Street and Amsterdam Street). Improving the amenity of these side streets will ensure that they are comfortable in the long-term.

Bryant & May

The Bryant & May Former Industrial Complex site is a Victorian Heritage Registered site on Church St. The buildings represent an important part of Cremorne's industrial history as one of the first large-scale manufacturing businesses operating in Cremorne.

The Bryant and May Complex is a group of robust buildings set within grounds that are primarily dedicated to carparking. The site has recently been adapted to as the office for Red Energy. There is an opportunity on this large site to expand the public realm network and to better celebrate the valued heritage within the site. Taller elements such as the clocktower and chimney are highly visible from the immediate streets and contribute to the overall image of Cremorne.

534 Church Street

This site is a rectilinear, east-west site fronting four streets – Church, William, Adelaide and Chestnut. It is currently occupied by multiple buildings include a 7-storey office complex (fronting Church Street), single storey warehouses and a two-storey car park (fronting Chestnut Street). There is a limited amount of at-grade car parking within the site. There are no heritage overlays that apply to the site.



Image 40. Looking south along Church Street at the Bryant and May building.



Image 41. Mix of heritage and contemporary commercial buildings along Church Street.



Image 42. Contrast between new and old development on Howard St.

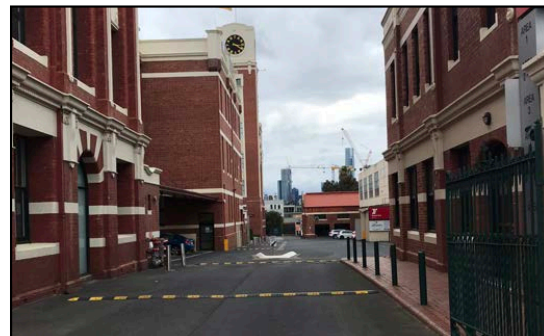


Image 43. Internal street within the Bryant and May Complex looking west towards Chestnut Street.



Image 44. Corner cafe at the intersection of Willis Street and Church Street, window details and awnings create interest at the ground level. The footpath width allows for outdoor dining.



Image 45. View of buildings of mixed architectural styles along Church Street with limited engagement with the street.



Character statement

The Church Street sub-precinct is a thriving commercial and retail sub-precinct with an eclectic mix of buildings between 6 and 10 storeys in height. Bryant & May is the landmark building within the sub-precinct and has a publically accessible open space which welcomes the broader community into the site.

The retail experience along Church Street is improved as buildings are designed to enhance pedestrian comfort at street level. A 4 storey street wall in robust materials creates a consistent human-scale experience at street level.

Buildings reduce in scale to the east, west and north to respond the narrow width of streets and laneways and the adjacent low-scale residential areas which include heritage precincts.

Sub-precinct design objectives

- To deliver buildings between 6 and 10 storeys (24 and 40m) with heights increasing along Church Street and reducing along narrow streets and laneways to the east and west.
- To create a human-scale along streets and laneways by providing a 3-4 storey (12m-16m) street wall with increased architectural detail at lower levels.
- To contribute to the high-street character of Church Street by designing engaging ground floors that integrate awnings at the ground level.
- To contribute to the industrial character of the sub-precinct along east west streets and laneways through designs which use robust materials and reference industrial typologies.
- To expand the public realm through awnings, inset building entrances, integrated seating and ground floor setbacks where determined appropriate and to limit overshadowing of Church Street and Balmain Street as key pedestrian streets within the sub-precinct.
- To retain the prominence of the Bryant & May building within the sub-precinct and enhance visibility of key features from surrounding streets.

CHURCH STREET		CREMORNE WEST	BUILDING HEIGHT	MAXIMUM BOUNDARY WALL	STREET WALL HEIGHT	UPPER-LEVEL SETBACKS	
Solar access controls	No overshadowing of the adjacent footpath (minimum of 3m) of Church Street between 10am and 2pm at the spring equinox. Additional setbacks will be required at 6 storeys and above to meet the solar access requirements.		6-10 storeys (24m-40m)	6 storeys (24m)	4 storeys (16m)	Minimum 5m (subject to solar controls)	
Heritage sites	Specific built form metrics apply to heritage buildings and sites adjoining heritage buildings. These are included in the Heritage Review and Recommendations Report prepared by Trethowan.		5-7 storeys (20m-28m)	5 storeys (20m)	3 storeys (12m)	3m	
			5 storeys (20m)	3 storeys (12m)	3 storeys (12m)	5m	
			3 storeys (12m)	2 storeys (8m)	2 storeys (8m)	5m	
			DIRECT INTERFACE	3m	2 storeys (8m)	N/A	45° to a distance of 12m
			LANEWAY INTERFACE	N/A	2 storeys (8m)	N/A	45° to a distance of 12m

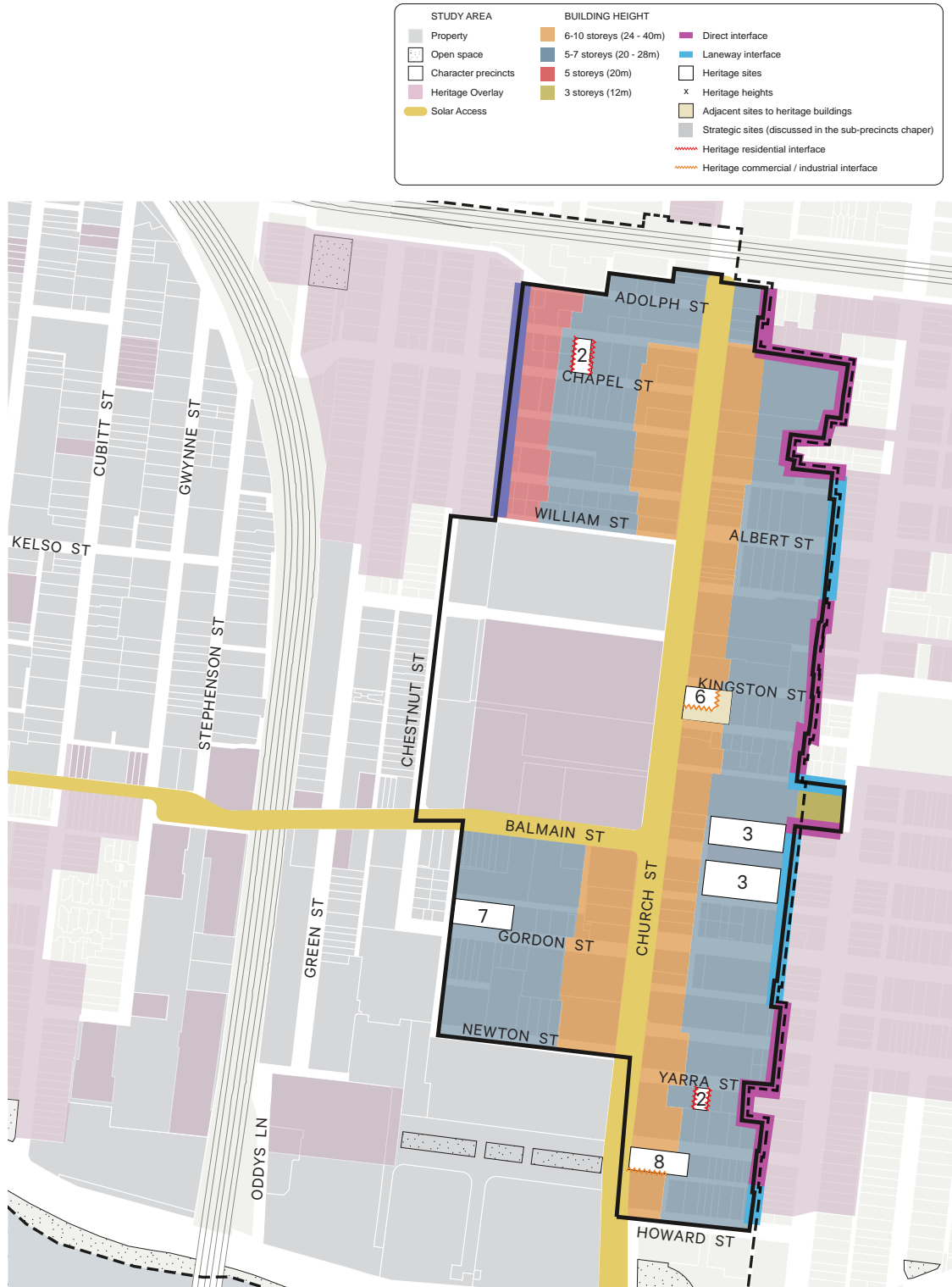


Figure 80. Church Street sub-precinct design objectives maps



Character statement

The Bryant & May Complex will host multiple high-quality contemporary buildings set within a network of publicly accessible streets, laneways and public spaces. The buildings are designed and spaced to create a visually interesting skyline and streetscape around the Bryant and May building, whilst also being distinguishable as a coherent sub-precinct.

Views to the Bryant and May complex are enhanced through upgrades to the public realm. Walnut, Willis and Northcote Street are extended through the site to knit the Bryant and May site into the broader urban fabric of the Church Street Sub-precinct.

BRYANT AND MAY COMPLEX	
Building height	To be determined through a masterplanning process.
Maximum boundary wall	6 storeys (24m)
Street wall height	3-4 storeys (12m-16m)
Upper-level setbacks	To be determined through a masterplanning process.
Solar access controls	No overshadowing of the adjacent footpath (minimum of 3m) of Cremorne Street between 10am and 2pm at the spring equinox. No overshadowing of the southern footpath (minimum of 3m) of Balmain Street between 11am and 2pm at the spring equinox.
Ground floor setbacks	Minimum 6m ground floor setback to Balmain Street.
Heritage sites	Specific heritage advice is included in the Heritage Review and Recommendations Report prepared by Trethowan.

Strategic site design objectives

- ① Building massing is carefully located to ensure that heritage features remain prominent within the sites including decorative facades, parapets and taller elements including the chimney and clocktower.
- ② Walnut Street, Willis Street and Northcote Street are extended through the site to create a publicly accessible and legible network of streets and laneways that are connected to the broader street network.
- ③ A new publicly accessible open space is provided to the west of the site which supports the retention of key views to the Bryant & May building.
- ④ A ground floor setback (minimum 6m) is provided at the Balmain Street interface which integrates seating and landscape and contributes to an expanded public realm.
- ⑤ Overshadowing to Church Street, Balmain Street and open spaces within the site is minimised.



Figure 81. Bryant & May design objectives map



Figure 82. Bryant & May aerial

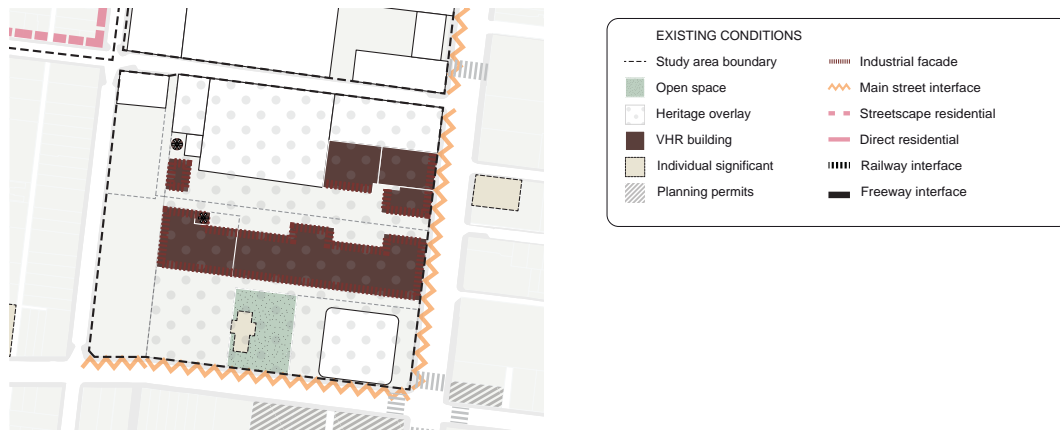


Figure 83. Bryant & May existing conditions



Character statement

534 Church Street is designed to complement the Bryant and May Complex to the south. A series of contemporary buildings between 6 and 10 storeys are set within a network of publicly accessible streets and laneways. Buildings are designed and spaced to create a visually interesting skyline and streetscape, whilst also being distinguishable as a coherent sub-precinct.

Building massing is carefully located to maintain the prominence of the Bryant and May building as viewed from Balmain Street and Chestnut Street.

534 CHURCH STREET	
Maximum boundary wall	6 storeys (24m)
Street wall height	3-4 storeys (12m-16m)
Upper-level setbacks	3-5m
Solar access controls	No overshadowing of the adjacent footpath (minimum of 3m) of Church Street between 10am and 2pm at the spring equinox.
Heritage sites	Specific heritage advice is included in the Heritage Review and Recommendations Report prepared by Trethowan.

Strategic site design objectives

- ① Buildings range in height with the highest scale buildings to Church Street interface transitioning down to the lower-scale character of the Chestnut Street Heritage Overlay and Yarra (overshadowing).
- ② Walnut Street is extended through the site and an additional north-south laneway is provided to the east of the site. These links are publicly accessible and used for servicing.
- ③ A new publicly accessible open space is delivered within the site that integrates landscape and seating.
- ④ A well-designed solid podium creates a human-scale, active interface to Church Street, Adelaide Street and William Street. The Church Street interface is the primary interfaces and incorporates awnings, inset building entrances and integrated seating. Overshadowing of the western footpath of Church Street is minimised.
- ⑤ Building massing is located to ensure that the Bryant & May clocktower and chimney remain prominent when viewed from Balmain Street and Chestnut Street.





Figure 84. 534 Church Street aerial

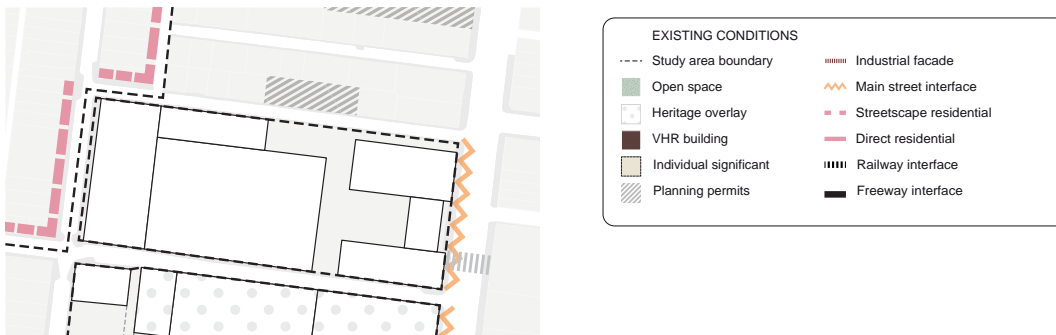
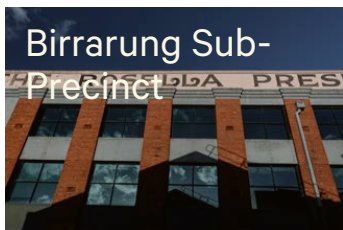


Figure 85. 534 Church Street existing conditions



Birraring Sub-Precinct existing conditions

The Birraring Sub-precinct is located in the south of Cremorne. The sub-precinct is made up of 3 key strategic sites; Rosella Complex, 658 Church Street and 167 Cremorne Street. These sites are all located along the Yarra River, bordering the freeway. Across these sites there are various buildings of heritage significance.

Rosella Complex

The Rosella site is a business park-style development directly adjacent to the railway line. The complex spans across both sides of Balmain Street and is bound by Gwynne Street in the west. There are a number of significant heritage buildings interspersed with non-heritage buildings on the site.

There is a large north-south oriented building to the south of the complex that directly interfaces the freeway. The existing building is surrounded by trees and at-grade car parks. There is a site within the Rosella Complex (to the north Balmain Street) that is currently under construction. This is a contemporary addition to the existing factory building.

658 Church Street

658 Church Street is a business park style development which sits alongside the railway line to the west and the freeway to the south. The site includes the Richmond Power Station which is a building of Victorian Heritage Significance. Other buildings within the site are of a mixed scale and character. Existing buildings are up to 5 storeys in height and more recent proposed buildings are up to 9 storeys in height.

The buildings within 658 Church Street are set within the landscape with significant tree coverage along most of the internal streets and within the car parks. There is a central linear open space along the primary internal street (Dale Street Reserve) which has two rows of established trees and a small courtyard green space to the north-west of the site.

167 Cremorne Street

167 Cremorne Street is a large warehouse with three street interfaces - Dover Street to the east, Bent Street to the north and Cremorne Street to the west. The freeway forms the southern interface of the site. The southern facade of the existing building is highly visible from the Main Yarra Trail on the southern side of the Yarra River.

The eastern interface of the site is predominantly fine-grain residential dwellings with landscaped setbacks. To the north-east of the site is a series of townhouses and to the north-west is a hybrid development with a series of buildings of varying heights situated around a courtyard. The hybrid development steps up in height to the west of Cremorne Street. The Maltings site to the west is a large-scale high-rise development of varying heights up to a maximum of 21 storeys.



Image 46. Adapted heritage building within the Rosella Complex site as viewed from Balmain Street.



Image 47. Existing buildings within the Rosella Complex looking south along Palmer Parade.



Image 48. 658 Church Street, looking south along Church Street.



Image 49. 658 Church Street, looking west along Dale Street.



Image 50. Existing building at 167 Cremorne Street along Dover Street (to the left) with adjacent low-scale residential buildings (to the right).



Image 51. Existing building at 167 Cremorne Street looking west along Bent Street.



Character statement

The Rosella Complex is an exemplary collection of industrial buildings recontextualised in a contemporary commercial setting. Additions to heritage buildings allow key heritage features to be retained and remain prominent.

A legible street network and a new publically accessible open space welcomes people into the site. High quality facades to the railway and river corridors create a positive image of Cremorne at key interfaces.

New infill buildings provide visual interest at the ground level and have forms and materials that are complementary to the heritage context.

ROSELLA COMPLEX	
Maximum boundary wall	6 storeys (24m)
Street wall height	3 storeys (12m)
Upper-level setbacks	3-5m

Strategic site design objectives

- ① Buildings range in height with the highest scale of buildings to the railway corridor and lower scale buildings to the west at the Gwynne Street interface. Overshadowing of the Yarra River is minimised in line with DDO1.
- ② A publicly accessible open space is delivered that is co-located with heritage buildings within the complex.
- ③ Contemporary buildings sit alongside carefully restored heritage buildings. Additions to existing heritage buildings are setback to allow heritage features to remain prominent.
- ④ The legibility of the internal street network is improved and Palmer Parade is redesigned as a pedestrian oriented street.
- ⑤ Buildings that interface the railway and river corridors are designed to enhance the setting at these interfaces and contribute to a positive image of Cremorne. Overshadowing of the Yarra River is minimised in line with DDO1.



Figure 86. Rosella Complex design objectives map



Figure 87. Rosella Complex design aerial

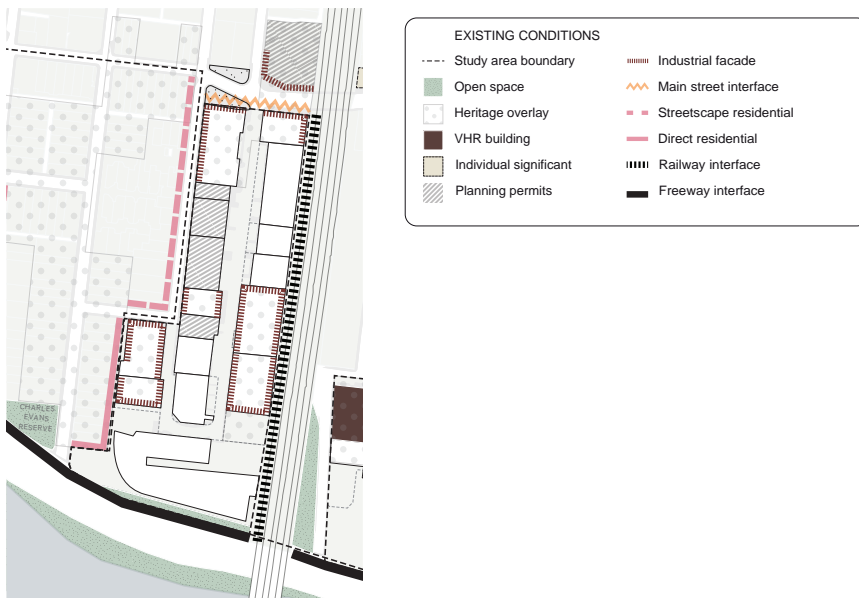


Figure 88. Rosella Complex existing conditions



Character statement

658 Church Street is a collection of contemporary office buildings within a landscape setting. The street network is legible, welcoming and well-connected to the surrounding streets.

Carparking is consolidated within the site to facilitate opportunities for an expanded public space network. Public spaces are sunny and comfortable places for people to gather outdoors.

Public realm interventions enhance the setting of The Richmond Power Station within the site.

658 CHURCH STREET	
Maximum boundary wall	6 storeys (24m)
Street wall height	3-4 storeys (12m-16m)
Upper-level setbacks	3-5m

Strategic site design objectives

- ① Buildings range in height with the highest scale buildings to the south of the site transitioning down to a lower-scale to the north of the site.
- ② The legibility of the street network is improved and streets are redesigned to prioritise pedestrians. Carparking is consolidated within the site to reduce negative impacts on the public realm and facilitate opportunities for an expanded public space network.
- ③ New publicly accessible open spaces are delivered that expand on the existing quality of spaces. Buildings are set within the landscape and mature trees are retained and integrated where possible.
- ④ The public realm is upgraded to enhance the setting of The Richmond Power Station. Building massing is carefully located to ensure that the building remains prominent when viewed from Green Street and Dale Street.
- ⑤ A well-designed podium creates a human-scale, active interface to Church Street. The Church Street interface is the primary interfaces and incorporates landscape, inset building entrances and integrated seating. Overshadowing of Church Street is minimised.
- ⑥ Buildings that interface the railway and river corridors are designed to enhance the setting at these interfaces and contribute to a positive image of Cremorne. Overshadowing of the Yarra River is minimised in line with DDO1.



Figure 89. 658 Church Street design objectives map



Figure 90. 658 Church Street aerial

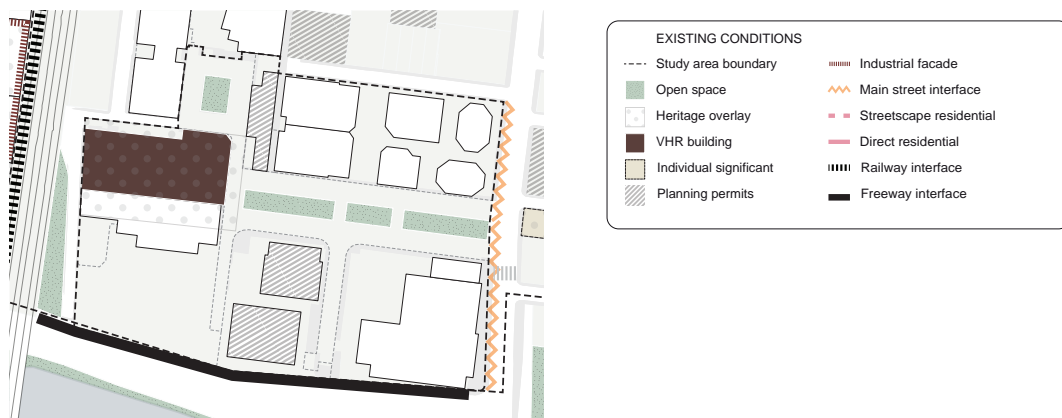


Figure 91. 658 Church Street existing conditions



Character statement

167 Cremorne Street is a collection of buildings that are designed to respond to the different conditions at the north, east, south and west interfaces through suitable changes in form and materiality.

Buildings range in height and decrease in height to the east to respond to the low-scale context and the Dover Street Heritage Overlay. The landscape character of Dover Street is enhanced through the provision of a landscaped ground floor setback at this interface.

Buildings to the south of the site are designed to enhance the setting of the river corridor. A new publically accessible open space is delivered within the site that serves residents and the broader community.

167 CREMORNE STREET	
Maximum boundary wall	6 storeys (24m)
Street wall height	3-4 storeys (12m-16m)
Upper-level setbacks	3-5m
Ground floor setbacks	A minimum of 3m at the Dover Street interface.

Strategic site design objectives

- ① Buildings range in height with the highest scale to the south-west and the lowest scale at the Dover Street interface.
- ② A lower-scale, fine-grain interface is provided at the Dover Street interface that responds to the low-scale residential context and the Dover Street Heritage Overlay.
- ③ A ground floor setback on Dover Street integrates landscape, generous entrance spaces and seating and contributes to a sense of openness.
- ④ New publicly accessible laneways are delivered through the site that improve connectivity to the Maltings site in the west.
- ⑤ A new public open space is delivered to the north-east of the site that serves residents and the broader community. The space is designed to have a public interface and provide passive surveillance of neighbouring streets.
- ⑥ Cremorne Street and Bent Street are the primary interfaces to the site and are designed with active interfaces at the ground floor and lower levels.
- ⑦ Buildings to the south of the site are designed to enhance the setting of the river corridor and contribute to a positive image of Cremorne. Overshadowing of the Yarra River is minimised in line with DDO1.



Figure 92. 167 Cremorne Street site design objectives map



Figure 93. 167 Cremorne Street aerial

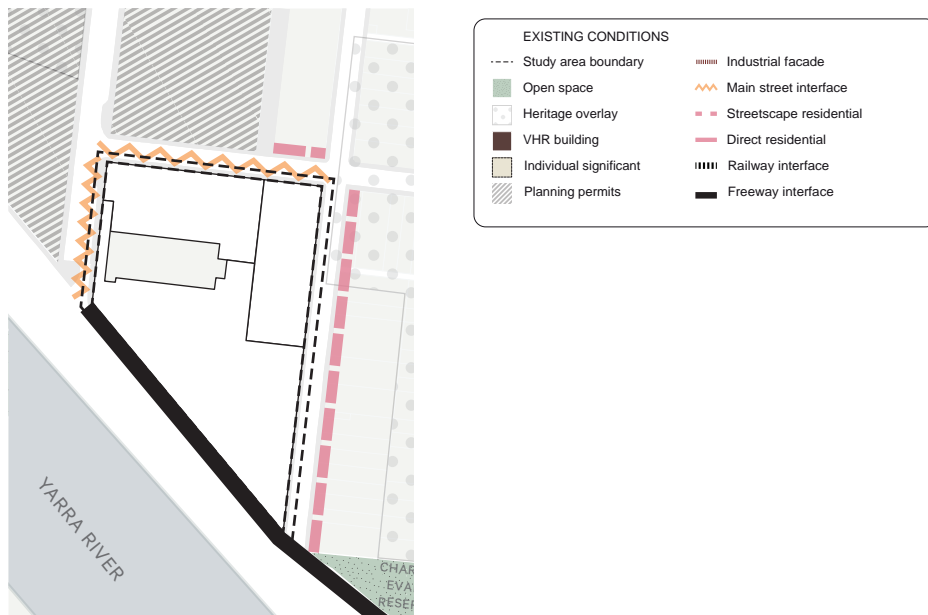
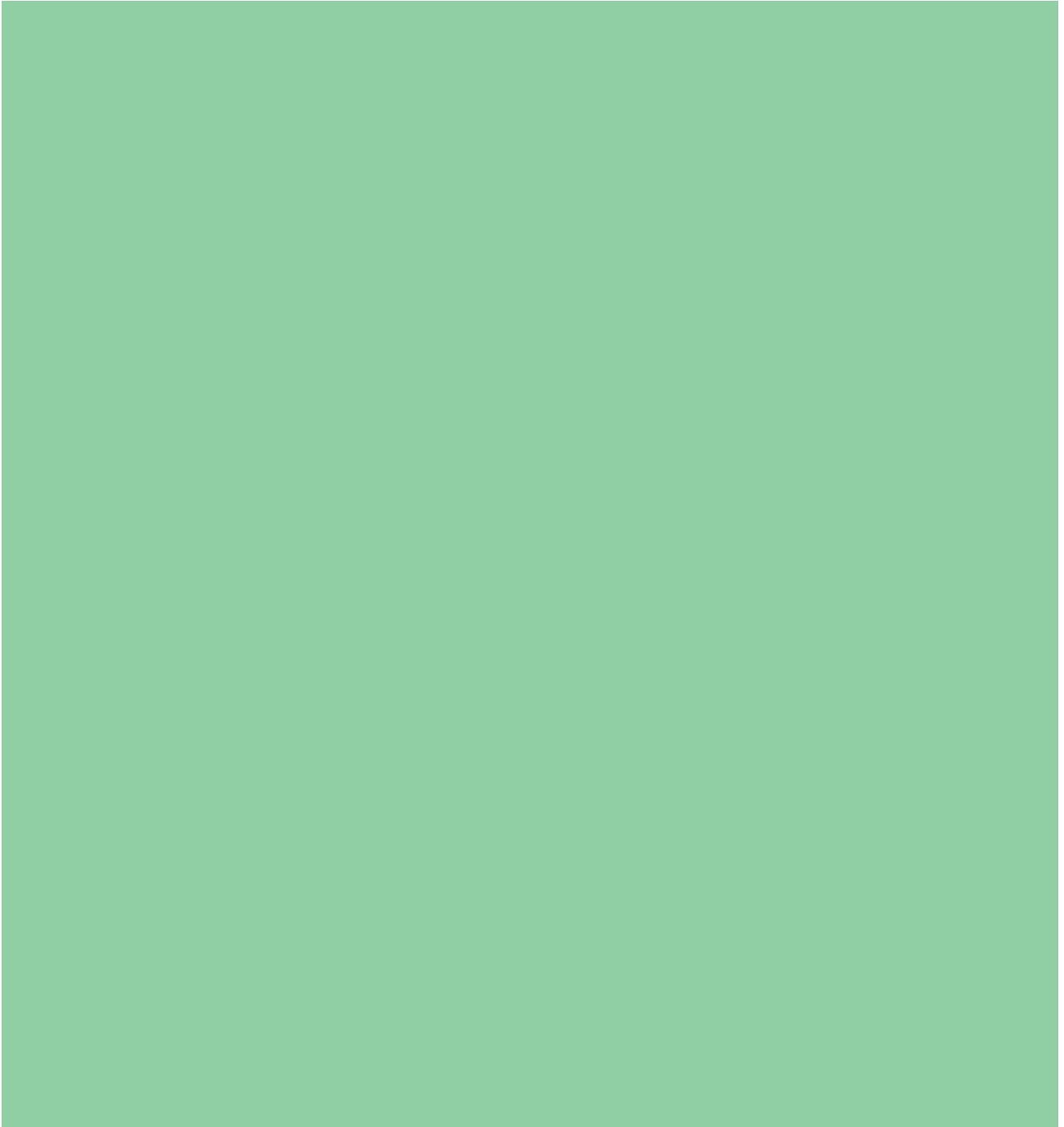


Figure 94. 167 Cremorne Street existing conditions.

Hodyl & Co





trethowan 

Heritage Review and Recommendations

Cremorne Enterprise Precinct

Built Form Review

Author Dr Aron Paul, Mark Stephenson and Brian Tseng
Trethowan Architecture

Date October 2021

ARCHITECTURE
INTERIORS
HERITAGE

Cover Image: Former Yarra Hotel. Source: Trethowan Architecture.

Glossary of Terms

CPIP – Cremorne Place Implementation Plan

HO – Heritage Overlay

UDF – Urban Design Framework

VCAT – Victorian Administrative Appeals Tribunal

VHR – Victorian Heritage Register

Revision	Description	Date	Issued To
1	Draft Report	7/7/2021	City of Yarra
2	Draft Report	3/9/2021	City of Yarra
3	Final Report	12/10/2021	City of Yarra



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1 Introduction

1.1 Project Scope

The purpose of the project is to establish a built form strategy for growth and change in Cremorne, providing greater clarity and certainty for the future of development. The purpose of this report is to provide expert heritage advice to inform the recommendations of the Cremorne Built Form Review, led by Hodyl & Co (Urban Design). The advice will help ensure that the built form recommendations appropriately consider Cremorne's heritage values and achieve acceptable outcomes.

The purpose of this project is *not* to review the suitability of existing Statements of Significance, the application and extent of the Heritage Overlay nor to identify heritage gaps.

Project Objectives

- To review the heritage buildings and streetscapes within the Built Form Study Area boundary.
- To identify architectural and heritage features (e.g. parapets, roofline treatments, view lines, corner sites) that are relevant to the consideration of built form recommendations.
- To undertake a review of the suitability of preliminary and final built form recommendations against the heritage fabric of the study area.
- To provide advice on the appropriate level of built form guidance for places included on the VHR.
- To ensure that the recommendations arising from the Cremorne Built Form Project – and then translated into controls – take full and proper account of Cremorne's heritage values, and achieve acceptable heritage built-form outcomes.
- To document the methodology used and provide logic and evidence to support any changes to the built form recommendations.



Figure 1. The BFR Study Area is outlined in red.

1.2 Methodology

The report was carried out through background analysis, identification of key architectural features and fieldwork. Recommendations were issued around the identified heritage features, and subsequently Trethowan reviewed Hodyl & Co 3D modelling around selected heritage sites during a series of online workshops and in person. Online workshops were held during the pandemic-related restrictions.

1.1.1 Background Analysis

Background analysis was carried out, comprising a Desktop review of relevant background information and existing planning policy affecting Cremorne. A summary of these was provided by Council, comprising:

- State Government policies, papers, reports and strategies, including:
 - *Cremorne Place Implementation Plan, December 2020*
- Local strategies and studies, including:
 - *Yarra Landmarks Policy, October 2019*
 - *Yarra Planning Scheme, heritage policy and overlay*
 - *City of Yarra Heritage Review (Appendix 8)*
 - *Heritage Gap Study: Review of 17 precincts, Stage 2 Report, August 2014*
 - *Heritage Gap Study: Review of Central Richmond, Stage 2 Final Report, November 2014*

The desktop review included of heritage places and precincts currently included in the Heritage Overlay and Victorian Heritage Register (VHR) in Cremorne. Recent developments, approvals and applications, including key VCAT decisions within the study area were considered, with a development summary provided by Council.

1.1.2 Identification of Key Architectural and Heritage Features of Cremorne

A key component of the work was then the site visits and on-site analysis to document the existing conditions and refine outcomes of background research. Site visits were undertaken on 30 and 31 July 2020. All buildings and structures within the study area were inspected from the public realm.

The objective of the fieldwork was to summarise the key architectural and heritage features (e.g. parapets, roofline treatments, view lines, corner sites) of buildings and streetscapes in Cremorne to be protected and emphasised.

1.1.3 Built Form Recommendations

Built form recommendations were then made based on the key heritage features and important views. These recommendations aimed to:

- Consider whether proposed (where relevant) ground floor setbacks, street wall height, upper level setbacks, interface response and overall building heights achieve acceptable heritage built form outcomes based on findings.
- Provide advice and recommend changes as necessary to ensure appropriate heritage outcomes.
- Provide any additional recommendations for heritage places, as necessary.

1.1.4 Built Form Modelling Testing

Hodyl & Co and Yarra Council officers carried out 3D modelling around key heritage sites. During the built form model testing and workshops with Council and Hodyl & Co, heritage guidance around individual sites of different typologies was clarified and input was also provided by City of Yarra's Heritage Advisor regarding heritage policy around industrial, residential and commercial typologies.



The built form modelling tested parameters (including overall heights and setbacks) for new development on heritage sites and adjacent sites to determine adequate protection of the identified heritage architectural elements.

1.1.5 Limitations

All site visits were undertaken on foot and any features identified were those seen from the street.

High level built form guidance was provided for places included on the VHR but it is acknowledged that discussions with Heritage Victoria are necessary as the responsible authority for places on the state Heritage Register.

Given the separate legislation for all Aboriginal matters, and the specialist nature of the archaeological considerations, Aboriginal and archaeological aspects have not been considered as part of this report.

2 Existing Conditions and Urban Context

2.1 Background

The State Government has promoted 'Enterprise Precincts' as hubs for the emerging knowledge economy. It anticipated that these precincts will create new jobs and better respond to changes in the economy and evolving ways of working. Enterprise precincts are typically dense, accessible, and amenity-rich urban areas that provide fertile ground for business formation and idea development and innovation. The policy document, *Unlocking Enterprise in a Changing Economy* (Victoria. Department of Environment, Land, Water and Planning, 2018) provides a framework to identify and support Enterprise Precincts.

Cremorne (along with the Brunswick Design District) had been identified as a Pilot Enterprise Precinct. Designated Pilot Enterprise Precincts are intended to guide other local government, industry and communities on how new partnerships can be formed to further Enterprise Precincts in Victoria. The Cremorne Place Implementation Plan (CPIP) released in December 2020, provides a high-level vision for the future of Cremorne and a prioritised set of projects that will progress delivery of that vision.

The UDF study area is bound on three sides by Punt Road, Swan Street and the Yarra River. The study area also includes both sides of Church Street to include the full extent of the Commercial 2 Zone – extending up to the residential properties along the west side of Brighton Street. The study area is approximately 68 hectares and is divided into two parts by the train line. Cremorne encompasses two distinct areas, the commercial area and the residential area. The commercial area is characterised largely by industrial heritage, with some small scale commercial and residential places, juxtaposed with more recent office development of 7-14 storeys dispersed throughout the precinct. Cremorne also includes three pockets of residential zoned land, largely comprising heritage, low-rise terraced housing, as well as a small number of large mixed-use developments that border the southwest corner of the precinct. The Built Form Review is focused on Commercial 2 zoned land and excludes residential land, land affected by the interim Swan Street Design and Development Overlay (Amendment C191), Richmond and East Richmond Station, and major development sites (completed and under construction).

2.2 Heritage Issues

2.2.1 Development

Due to mixed character and heritage, and lack of planning guidance, developments are dealt with on a site-by-site basis without planning guidance on the wider implications on character and heritage. Examples of industrial heritage redevelopment in Cremorne include:

- 9-11 Cremorne Street (Former Factory) - PLN16/0171 (P2525/2016)
- 57 Balmain Street (Building 1, Rosella Factory Complex) - PLN17/0177
- 1-9 Gordon Street (Nuttelex Office & Factory) - PLN18/0498

A challenge is provided by relevant VCAT case on broader impact of higher development on heritage environs *Salta Properties Pty Ltd v Yarra CC [2019] VCAT 718 459-471 Church Street and 20-26 Brighton Street*. This argued that:

The broader strategic goals of the planning scheme are to accommodate ongoing population and economic growth of the city in a way that creates more sustainable urban form that relies more on accessible employment opportunities rather than ever expanding the metropolitan boundaries. These goals are important to achieving a net community benefit for all of Victoria and outweigh a change in outlook from individual streets.

Council policy nonetheless seeks to protect buildings, streetscapes and precincts of heritage significance from the visual intrusion of built form both within places and from adjoining areas.



2.2.2 Recent Heritage Reviews

Council has a strong history of investigating places of potential heritage significance. Council has just completed an extensive and lengthy program to identify gaps in the Heritage Overlay in Yarra. The following relevant amendments implemented recommendations from these studies:

- **Amendment C175**
The approved amendment applied the Heritage Overlay to several precincts and places in Richmond, Cremorne, Fitzroy and Collingwood and implemented the recommendations of the *Heritage Gap Study: Review of 17 precincts, Stage 2 Report, August 2014*.
- **Amendment C183**
The approved amendment applied the Heritage Overlay to several precincts and individual places across Richmond and implemented the recommendations *Heritage Gap Study: Review of Central Richmond, Stage 2 Final Report, November 2014*.
- **Amendment C245**
Council is currently proposing to correct identified Heritage Overlay anomalies and errors in the Yarra Planning Scheme, via Amendment C245. The following corrections are relevant to the study area:
 - 1-3 & 5-9 Gordon Street (HO519) – not in schedule to 43.01
 - 85 Cremorne Street (HO518) – not in schedule to 43.01
- **Amendment C269**
The proposed amendment to the Heritage Policy aims to retain and protect individually significant and contributory buildings as identified in the incorporated document in schedule to clause 72.04 'City of Yarra Database of Heritage Significant Areas' and to Promote development that is high quality and respectful in its design response through a variety of strategies. These include protecting views of the places from the public realm and minimising the visual impact of new developments. The policy adopts distinct measures for different typologies of places – residential, industrial and commercial. The proposed Landmarks Policy adopts strategies to maintain the visual prominence of and protect primary views to Council's valued landmarks.

2.2.3 Municipal Landmarks

Amendment C269 proposes to introduce new and revised local policies into the Yarra Planning Scheme. The existing policy (Clause 22.03 Landmarks and Tall Structures) is strengthened to clarify the exact location of primary views and to identify which elements of the landmark Council is seeking to protect. The Landmarks and Views Assessment 2019 provides the strategic basis for the policy at Clause 15.01-2L. Two landmark signs are located within Cremorne; Nylex Sign and Slade Knitwear Sign.

The policy seeks to maintain the visual prominence of and protect primary views to Council's valued landmarks and provides the following strategies:

- Preserve primary views to landmarks as identified in Table 1
- Site, scale and set back new development to avoid encroachment upon views to the identified architectural elements of landmarks
- Provide adequate setback and building separation to maintain clear sky between the identified architectural elements of the landmark and new development
- Minimise light spill from new development that would reduce the visual prominence of identified illuminated landmark signs at night time

The Landmark Policy outlines key management issues, addressing potential the impact of surrounding development on primary views and provides general guidance on heritage outcomes.

2.2.4 Key Investigation Sites

The key sites and precincts (Figure 3) in the Study Area have also been added to the investigation, as identified in the previous Urban Design Framework (2007) and Structure Plan (2014). There are several sites that still could be developed in the future, suggesting that there are still significant redevelopment opportunities in Cremorne. Several of the key sites include places of local cultural and historical significance within their property boundaries or adjacent, notably:

- **Bendigo Kangan Institute**
 - HO246 Former Cremorne Street Primary School No. 2084
 - HO518 Former Melbourne Wire Works Factory & Head Office
- **Rosella Complex (64 Balmain Street)**
 - HO349 Buildings 1, 2, 6, 7, 12, 13, 15, and 18 of the Former Rosella Factory Complex
- **Bryant and May**
 - VHR H0626 (HO240) Former Bryant and May Industrial Complex
- **568 Church Street**
 - VHR H1055 (HO279) Former Richmond Power Station

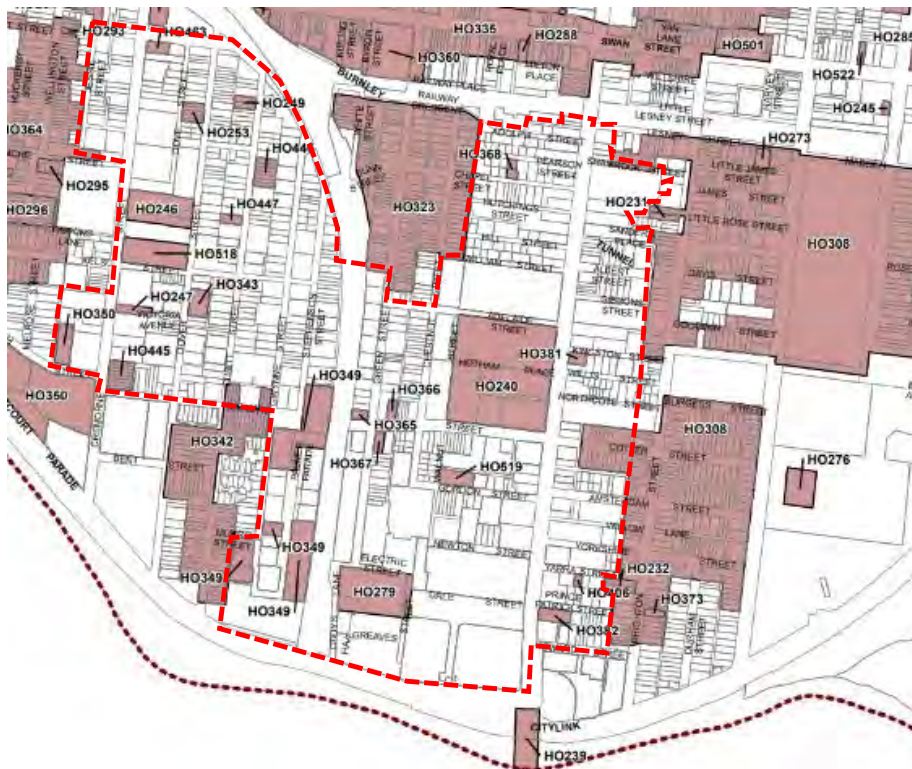


Figure 2. Extract from City of Yarra Planning Scheme Map HO8 with Study Area outlined in red.

The former Bryant & May Industrial Complex and Richmond Power Station are listed on the VHR as places of state-level cultural heritage significance. Heritage Victoria manages the identification and protection of these places under the Heritage Act 2017.



2.3 Heritage Sites in Cremorne

The following is a summary of the listed heritage places in the Study Area, drawn from Heritage Victoria. The heritage of the Study Area comprises sites on the VHR or Council's Heritage Overlay (HO). Places on the VHR are protected and managed under the state's Heritage Act 1995 and those on the HO under the Planning and Environment Act 1987. The sites are categorised below as VHR sites (various typologies) and by typology as industrial, residential, commercial. Adjacent heritage precincts and significant landmark views are also listed.

Cremorne's heritage is comprised of a number of individual Heritage Overlay places significant on a local level, and some industrial buildings of state significance that are included on the VHR. The heritage context could be described as fragmented and consisting of distinct building types:

- Nineteenth century single and two-storey terrace rows such as Wilford and Hurst terraces
- Single storey detached dwellings such as Olinda, and the Pearson Street House and Stables
- Single storey commercial buildings such as Alexander Miller's shops
- Hotels such as the Prince Alfred and Former Yarra Hotel
- Small-scale factory buildings such as the former Kelmbro and Nuttelex Factories
- Institutional buildings such as the former State School
- Large-scale industrial complexes such as the Bryant and May, Rosella complex, and Richmond Power Station.

The individual places are described in more detail below, divided into VHR sites and by building typology.

2.3.1 Victorian Heritage Register Sites

VHR	Description	Address	Heritage Overlay	Date
H1634	Primary School No. 2084	55-67 Cremorne Street, Cremorne	HO246	1878, 1890
H1055	Former Richmond Power Station	658 Church Street, Richmond	HO279	1891
H0626	Former Bryant and May Industrial Complex	560 Church Street, Cremorne	HO240	1909, 1910, 1917, 1921-22
H2050	Richmond Maltings (B12 L2)	15 Gough Street, Cremorne	HO350	1880

Cremorne State School (HO246 VHR H1634)

Primary School No.2084 in Cremorne Street Richmond consists of two finely detailed and relatively intact school buildings built in 1878 and 1890. The earlier building is a single-storey bichrome brick structure with a slate roof. Polychrome brick was also used in the two-storey 1890 building. Primary School No.2084 is of historical significance as it illustrates the character of education provision in Victoria in the decades after the introduction of free and compulsory primary education. It also serves as evidence of the social history of Richmond and of the provision of education to working class communities. The 1878 building of Primary School No.2084 is of architectural significance as an example of the work of the notable Melbourne building firm of T Cockram & Co, whose other work includes the Windsor Hotel and Princess Theatre.

Former Richmond Power Station (HO279 VHR H1055)

The Former Richmond Power Station is a complex of buildings located between the South Yarra-Richmond railway line, the Yarra River and Church Street. The power station was constructed by the New Australian Electric Lighting and Traction Co and opened in 1891. Up-grading of equipment and renovation of the structures occurred over the station's long operating life. The plant was

purchased by the State Electricity Commission in 1930 and continued to generate electricity until 1976. During the 1990s the complex was sympathetically converted to office space. The place is historically, technologically and architecturally significant to the State of Victoria.

The former Power Station is recognised at both the Local (HO279) and State (VHR H1055) levels. It is also subject to a Conservation Management Plan (CMP) that is in place to guide any proposed works to or around this heritage asset. Both the requirements of the Heritage Overlay and the CMP should be used to inform the UDF.

Former Bryant & May Industrial Complex (HO240 VHR H626)

The former Bryant and May Industrial Complex in Richmond is a superb, largely intact Edwardian factory complex. The existing complex was built in 1909 to a design by William Pitt. The builder was Clements Langford. The former Bryant and May Industrial Complex is of historical, architectural and social significance to the State of Victoria as evidence of the development of industry in Melbourne from the early 20th century. The factory complex is one of the finest remnants of Richmond’s industrial heyday and its substantial intactness provides an excellent indication of industrial organisation and design of the early 20th century. The former Bryant and May Industrial Complex has social significance as an important long-term part of the Richmond and inner Melbourne landscape. The factory was initially important as a large employer in working class Richmond, but has over the years also become a prominent landmark.

2.3.2 Industrial Sites

Heritage Overlay	Description	Address	Grading (Appendix 8)	Date
HO367	Klembro Pty Ltd Factory	80-82 Balmain Street	Individually significant	1928
HO463	Former Factory	9-11 Cremorne Street	Individually significant	1900-1915
HO519	Former Nuttelex Factory	1-9 Gordon Street	Individually significant	1915-1925
HO349	Rosella Factory Complex	64 Balmain Street	Contributory (group of buildings 1,2 &18 and individual buildings 6,7,12, 13 & 15)	1905-1960
HO518	Former Melbourne Wire Works	85-99 Cremorne Street	Individually significant	1942

Former Rosella Factory (HO349)

The Rosella complex was established on the site of the former Cremorne Gardens at Balmain Street, Cremorne, in 1905. The former Rosella complex is historically significant or the long association with, and evocation of, the Rosella company and brand name, as celebrated on the buildings of the complex in words and pictures, and as part of an iconic group of local industrial complexes, including Bryant and May, the Union Brewery and the Cremorne Brewery, that collectively established the historic identity of Richmond and, in this case, the Cremorne area, as a nineteenth and early twentieth century industrial working class suburb. The Rosella factory, was designed by architect J.E. Burke and built in 1905 by the well-known local builder Clements Langford.

80-82 Balmain Street (HO367)

The former Klembro factory at 80-82 Blamain Street, Cremorne is significant to the extent of its c1928 fabric. The two-storey brick early modern factory was built c1928 and designed by architects Gawler & Drummond in their characteristic brick oriented style. The former factory is historically significant as tangible evidence of the small to medium size factories that emerged during the interwar period as Cremorne was transformed into a centre of manufacturing within Richmond, and architecturally significant as an early factory designed by Gawler & Drummond.



9-11 Cremorne Street (HO463)

The former factory, constructed by 1902, at 9-11 Cremorne Street, Cremorne is significant. It is a single-storey building, constructed of brick (now over-painted) with a gable roof. The former factory is historically significant as a reminder of industry in the area and enhanced by its rarity value as one of the small number of pre- World War I industrial buildings in Cremorne.

1-9 Gordon Street (HO519)

The former Nuttelex office and factory was constructed c.1917 to c.1935, It is historically significant to the City of Yarra (HO463) as tangible evidence of the industrial development of Cremorne during the interwar period and for its longstanding association with Nuttelex Margarine.

2.3.3 Commercial Sites

Heritage Overlay	Description	Address	Grading (Appendix 8)	Date
HO365	Grocer's Shop & Residence	69 Balmain Street	Individually significant	1860-70
HO381	Alexander Miller's Shops & Residences	533-537 Church Street	Individually significant	1911
HO382	Prince Alfred Hotel	619 Church Street	Individually significant	1899
HO247	Former Yarra Hotel	119 Cremorne Street	Individually significant	1906-07

69 Balmain Street (HO365)

The former grocer's shop and residence at 69 Balmain Street, Cremorne is significant to the extent of the nineteenth century fabric. It is a two-storey rendered masonry building, in the Renaissance Revival style, particularly evident in the classical shop-front. The former grocer's shop and residence at 69 Balmain Street, Cremorne is historically and architecturally significant to Cremorne and the Council (HO365).

533-537 Church Street (HO381)

The three Edwardian shops built for draper and benefactor Alexander Miller were built in 1910 and are aesthetically and architecturally significant to the City of Yarra (HO381). The three single-storey brick shops have tall parapets with 'Chinese' pediments on ogee parapets. Numbers 535 and 537 have timber shopfronts with battered glazed green ceramic tiles plinths and recessed doorways with encaustic tile thresholds.

619 Church Street (HO382)

The Prince Alfred Hotel was built for William Fallon c1899 and designed by local architect John A.B. Koch. It is a two-storey brick (since overpainted) building in the Baroque revival style, with a balustrade parapet and pedimented window openings on the first floor. The hotel is significant to the extent of the nineteenth century fabric. The Prince Alfred Hotel is historically, socially, architecturally and aesthetically significant to the locality of Richmond and the City of Yarra (HO382).

119 Cremorne Street (HO247)

The former Yarra Hotel, 119 Cremorne Street, Richmond, is of local historical and architectural significance to the City of Yarra (HO247). Historically, the site of the building has been continuously occupied by a hotel since 1853. Architecturally, the building is an unusually composed Arts and Crafts style hotel, with a particularly interesting and remarkably intact door and window combination on the front elevation. The building is a very important heritage element in a section of Cremorne Street which comprises primarily post-War industrial buildings.

2.3.4 Residential Sites

Heritage Overlay	Description	Address	Grading (Appendix 8)	Date
HO366	Olinda	75 Balmain Street	Individually significant	1900-1915
HO368	House & Stables	11 Pearson & 10 Chapel Street	Individually significant	1900-1915
HO406	House	6 Yarra Street	Individually significant	1850-1860

75 Balmain Street (HO366)

'Olinda' at 75 Balmain Street, Cremorne is significant to the extent of the house and the garden layout, front fence and lych gate. The house is a double-fronted brick cottage (since overpainted) with a hipped roof, projecting bay and bull-nosed verandah. 'Olinda' at 75 Balmain Street, Cremorne is architecturally and aesthetically significant to the City of Yarra (HO366).

11 Pearson & 10 Chapel Street (HO368)

The house and stables at 10 Pearson Street, Cremorne are significant. The house dates to the Edwardian period, while the stables may date as early as 1897. They are historically and architecturally significant to the City of Yarra (HO368) as a remarkably intact characteristic, double-fronted, Edwardian brick house that retains an original stable building, which is rare in Richmond.

6 Yarra Street (HO406)

The house is historically significant to the City of Yarra (HO406) as a rare example of an early house, which provides tangible evidence of the first phase of residential development in Richmond. It is aesthetically significant as a coursed rubble, bluestone cottage set on the street line. The stone construction technique and high gabled roof are rare in Richmond.

Heritage Overlay	Description	Address	Grading (Appendix 8)	Date
HO445	Wilford Terrace	137-51 Cremorne Street	Individually significant	1884
HO249	Terraces	16-18 Cubitt Street	Individually significant	1850-1890
HO446	Terraces	21-33 Cubitt Street	Individually significant	1850-1890
HO447	Houses	58-60 Cubitt Street	Individually significant	1850-1890
HO253	Hurst Terrace	30-38 Dover Street	Individually significant	1871

137-51 Cremorne Street (HO445)

Wilford Terrace constructed c.1884, at Cremorne is architecturally and historically significant to the City of Yarra (HO445). It is a late Victorian era terrace row comprising eight houses constructed of bi-chromatic brick. It is one of the surviving large terrace rows in the area constructed as speculative ventures during the 1880s land boom.



16-18 Cubitt Street (HO249)

The pair of houses is of local architectural significance to the City of Yarra (HO249). It is a relatively unusual and substantially intact example of a very modest mid-Victorian residential pair, the general form of which, transverse gabled roof sections with gabled side parapets, is rare in Richmond, and unusual in the municipality.

21-33 Cubitt Street (HO446)

The terrace, constructed c.1890, is architecturally significant to the City of Yarra (HO446). The terrace comprises seven houses constructed of bi-chromatic brick with double transverse gable roofs. While it has typical form and detailing it is distinguished by its relatively large size and in particular by the double transverse gable roof, which is uncommon in Cremorne and Richmond more generally.

58-60 Cubitt Street (HO447)

The two late Victorian 'boom' era single-storey houses, constructed c.1890, are of local aesthetic significance to the City of Yarra (HO447). They are significant as a fine example of late Victorian 'boom' era architecture applied to single fronted terrace houses. They are notable for the richly ornamented stucco decoration to the parapets and end walls including scrolls, masks, consoles and urns that characterises the flamboyant architecture of the 'boom' era. While Victorian era houses are common within Cremorne, Boom-style houses with this level of decoration are rare.

30-38 Dover Street (HO253)

Hurst Terrace is of local architectural significance to the City of Yarra (HO253). It is a relatively intact example of a Victorian terrace which incorporates some unusual architectural elements, including recessed and quoined facades, single hipped roof and continuous verandah.

2.3.5 Residential Heritage Precincts

Heritage Overlay	Description	Grading (sites within C2Z Study Area)
HO308	Barkly Gardens Precinct	Contributory: 3, 5, 7, 9, 11, 13 and 4, 6, 8, 10, 12, 14, 16, 18 Non-Contributory: 15-21 and 20 Cotter Street
HO342	Cremorne Precinct	Contributory: 27-31 & 43-47 Balmain Street
HO364	Wellington Precinct	Contributory: 1, 3 & 5 Blanche Street

Wellington Precinct (HO364)

The houses at 1, 3 and 5 Blanche Street are within the Wellington Street Precinct (HO364) that protrudes into the Enterprise Precinct along Blanche Street. The three form a row of detached single storey weatherboard Victorian cottages that as such contribute to their broader heritage precinct of Victorian era small-scale detached cottages.

Cremorne Precinct (HO342)

The precinct is historically significant as a well-preserved example of a residential area that demonstrates the two key phases in the development of Cremorne during the late nineteenth and early twentieth centuries. Although the majority of housing dates from after 1886, it does include one terrace row at 46-58 Balmain Street partly constructed prior to 1885, which is notable as one of the earliest surviving examples in Cremorne. The existing and former commercial buildings demonstrate how local shops within walking distance served small neighbourhood areas in the nineteenth and early twentieth centuries.

The precinct is significant as an enclave that is characteristic of residential precincts in Richmond that were largely developed prior to World War II being comprised of predominantly Victorian era

housing, supplemented by Edwardian and interwar infill with commercial buildings on corner sites. Overall, the intactness of the building stock to the period prior to World War II is very high and creates visually cohesive and consistent streetscapes that are complemented by traditional public realm materials such as asphalt footpaths, bluestone kerb and channel and bluestone laneways.

Barkly Gardens Precinct (HO364)

The section of Barkley Gardens Precinct in the Study Area is the western end of Cotter Street. The Precinct (HO308) is historically and architecturally significant to the City of Yarra. The precinct is historically significant as tangible evidence of important phases in the residential development of Richmond from the mid-nineteenth century to the interwar period from the earliest settlement through the late Victorian boom, and to the final phase of recovery and infill development during the early twentieth century. The precinct also demonstrates other characteristics of nineteenth century subdivisions such as regular allotment pattern served by rear laneways. The area of Cotter Street is a predominantly weatherboard, single storey Victorian cottage streetscape.

2.3.6 Municipal Landmarks

Slade Knitwear Sign (HO343)

The Slade sign appears to be important at the local level for its historic associations with the post war development of the City of Richmond (now incorporated in the City of Yarra) and as a continuum of the development of the garment industry in this quadrant of Richmond. The sign is also a part of a continuum of historic sky signs, of which the City of Yarra now has the major collection, and which mark out the industrial base of the City. This industrial base formed a substantive part of the national economy. The sign is protected by Council's HO343 and the view to the sign identified in the Yarra Landmarks Policy, November 2019.

Nylex Sign (HO350 VHR H2049)

Erected in 1961 on top of the No2 Silos of the Richmond Maltings, Gough St, Richmond, the Nylex Sign is a double-sided sky sign mounted on a cross braced frame of steel L-section angle, approximately 15m high. The sign itself consists of the words NYLEX PLASTICS and is crowned by an LED thermometer display/clock. The word NYLEX is formed by metal trough sans serif letters illuminated by single rows of light bulbs. The word PLASTIC is formed by metal shallow trough serif letters outlined in Neon tubing. The word Plastics is overlaid with Neon tube lettering, without backing, spelling EVERY TIME.

2.3.7 Municipal Heritage Policy

The City of Yarra has a dedicated Heritage Policy, which continues to provide a sound basis for assessing the impact of proposed development. City of Yarra provides for the protection of heritage in **Clause 21.05-1**. Strategies to implement the objective of protecting and enhancing Yarra's heritage places are included in Clause 14. The most relevant are:

- Strategy 14.1 - Conserve, protect and enhance identified sites and areas of heritage significance including pre-settlement ecological heritage.
- Strategy 14.6 - Protect buildings, streetscapes and precincts of heritage significance from the visual intrusion of built form both within places and from adjoining areas.

These strategies apply to individual buildings are most relevant in the context of the Cremorne Enterprise Precinct given the study area, apart from the three houses in Blanche Street, is not within a heritage precinct. The skyline and subdivision pattern in the area can only be protected insofar as it relates to the impact on these discrete individual sites.

Clause 22.02 provides development guidelines for sites subject to the Heritage Overlay. **Clause 22.02-3.3 Additions and New Works** applies to all heritage places, the most relevant by which it is policy to encourage design that ensures that the original historic fabric remains intact and will not visually dominate an existing heritage place or street in terms of size, height, and bulk when viewed from surrounding streets. It should also avoid blank walls at ground and upper floor levels when viewed from surrounding streets. It is also policy to encourage setbacks that result in new additions and works that are not visible when viewed from surrounding streets, and to encourage a façade height that conforms to the same height as the adjacent building frontages in the street.



It is policy to encourage any additions and new works to heritage places to not obscure principal viewlines to heritage buildings or their features. This includes principal viewlines to existing or significant architectural features.

Clause 22.02-3.4 provides specific guidance to residential heritage places, by which it is policy that new upper storey additions should normally be permitted where:

- the higher section is hidden from the street (such as behind an existing parapet wall); or
- if the existing building is a terrace style or attached house, the higher section is setback at least the depth of two rooms from the front wall of the dwelling to ensure the preservation of the existing historic ridge line and chimney; or

In exceptional circumstances, new upper storey additions that do not comply with the above criteria may be permitted on sites that are exceptionally small provided that the requirements of cl. 22.02-3.3 are generally met.

Clause 22.02-3.5 provides specific guidance to industrial and commercial heritage place. Most relevant is that new additions and works should not negatively impact upon the significance or architectural character of the place, even though it may be visible to the street. It is policy that new upper storey additions should normally be permitted where the higher section is hidden from the street. Retaining the architectural significance of the place is the overarching aim, where such additions are visible.

In addition to existing policy, Yarra has proposed updated heritage policy under Amendment **C269yara** to amend **Clause 15.03-1L**. The strategies for new development, alterations or additions include, most relevantly, to promote development that is high quality and respectful in its design response by not visually dominating the existing heritage building or streetscape and maintaining the prominence of significant and contributory elements of the heritage place, including chimneys, roof forms, and protecting views of heritage places from the public realm.

Another highly relevant inclusion in the policy is to set back additions to avoid facadism, where only the visible façade is retained and the remaining fabric is demolished. This aims to maintain the visibility of the three-dimensional form and depth of a building.

Residential alterations or additions

Relevant specific guidelines proposed for residential sites include to set back buildings and works to the depth of two front rooms to retain the original or early elements of the fabric of the individually significant or contributory building, its principal façade and primary roof form.

The policy further seeks to avoid additions that are taller than the individually significant or contributory building except in circumstances where the development is:

- Appropriately set back from the front and side facades.
- Proportional to the scale of the individually significant or contributory building.
- Substantially concealed.

Commercial heritage places

Relevant policy requires all buildings and works to respect and respond to the existing proportions, patterning and massing of nineteenth and early twentieth century facades and streetscapes. This includes maintaining the prominence of the street wall through appropriate upper level setbacks. Retaining the visual prominence of both facades of buildings on corner sites remains a key aim.

Former industrial heritage places

Relevant policy is to protect and conserve roof forms that contribute to the significance of the building, particularly those parts that are visible from the public realm or incorporate features such as lanterns, skylights, vents or chimneys. It is sought to protect and conserve features such as steel trusses, lanterns, chimneys, silos, towers and their visual prominence within industrial sites. Also relevant is the policy to encourage new buildings and works on small scale one or two storey industrial buildings not to exceed the visible volume of the historic form when viewed from the public realm.

Landmarks Policy

The Landmarks Policy at Clause 22.03 is also proposed to be updated and includes two signs visible in Cremorne, being the Slade Knitwear sign 105-115 Dover Street, Cremorne, with the view from the North-west corner of intersection of Kelso Street and Dover Street; and the Nylex sign at 2 Gough Street, Cremorne with the view from Morell Bridge at the centre of bridge on its eastern footpath. The Objective is to maintain the visual prominence of and protect primary views to Yarra's valued landmarks. The strategies for doing so are to preserve primary views to landmarks as identified in the policy. These strategies include, relevantly:

- Site, scale and set back new development to avoid encroachment upon views to the identified architectural elements of landmarks.
- Provide adequate setback and building separation to maintain clear sky between the identified architectural elements of the landmark and new development.

2.3.8 Approved Developments and Applications

The urban character of Cremorne is changing, driven by recent developments towards higher density and commercial development. In this context, the heritage sites within Cremorne are reminders of the area's low-rise residential, and industrial history.

Recently approved or completed developments in the precinct on or in the vicinity of heritage sites in 2020 include:

- 165 Cremorne Street – ten-storey office and apartment tower
- 480-82 Church Street – five-storey office block
- 24 & 26 Cubitt Street – five-storey office and apartment block
- 13 Cremorne Street – eight-storey apartment block
- 96-101 Cubitt Street – five-storey office block
- 41 Balmain Street – four-storey office block
- 57 Balmain Street – seven-storey office block
- 60-88 Cremorne Street – eight-storey commercial development
- 11 Gordon Street – seven-storey office block

Developments range through medium to high rise, often employing mixtures of brick at lower levels with upper-level glazing. The degree of respect or transition to adjacent heritage places has been sporadic, ranging from combinations of modest setbacks and design elements such as the proposal at 54-60 Cubitt Street Figure 6, to the complete disregard for adjacent heritage places demonstrated by 41 Balmain Street (Figures 4,10-11).



Figure 3. Proposed development (February 2020) at 65-81 Dover Street. Source: City of Yarra

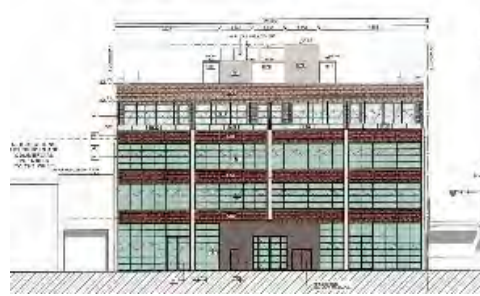


Figure 4. Plan for the completed development at 41 Balmain Street. Source: City of Yarra



Figure 5. Plans for completed development at 57 Balmain Street. Source: City of Yarra



Figure 6. Proposal at 54-60 Cubitt Street (June 2020). Source: City of Yarra



Figure 7. Proposed development at 609-615 Church Street. Source: City of Yarra



Figure 8. 9-11 Cremorne Street. Source: Trethowan Architecture.

2.4 Identification of Key Architectural Heritage Features

The Precinct was inspected over two days, 30-31 July 2020. Each of the HO sites was inspected and photographed individually and in its street context. Identified significant views were also considered. The visit highlighted that Cremorne has been subject to a piecemeal development approach. The main findings are summarised below, and formed the basis of the preliminary advice informing the first round of built form guidelines developed by Hodyl & Co.

The heritage places are grouped according to their location relative to each other and the streetscapes within Cremorne. The principal architectural features are identified, with priorities for their protection as a basis for the recommendations.

2.4.1 The Balmain and Green Street Intersection area

This intersection has three individual heritage places in close proximity to each other, drawn from three different typologies and periods. The area demonstrates a diverse picture of development in Cremorne over its history. Two are double-storey corner sites with walls to boundaries, while the third is a single-storey house set back from the street. The priority for development in this area is to protect and emphasis prominence of two corner sites and avoid dominating 'Olinda'.



Figure 9. 69 Balmain St. Source: Trethowan Architecture.



Figure 10. 'Olinda', 75 Balmain St. Source: Trethowan Architecture.



Figure 11. 80-82 Balmain St. Source: Trethowan Architecture.

69 Balmain Street (HO365)

The key architectural features include double-storey heights with simple parapet, corner shopfront and the chamfered corner site. The Intersection has a corner view and views to both Balmain and Green streets. The priority is to retain the prominence of the corner site and its architectural features, avoiding facadism of this significant corner site by retaining the principal building volume and its hipped roof forms.

'Olinda' 75 Balmain Street (HO366)

The key architectural features are the modest cottage with setback from street, single-storey with pitched roof form. The front garden setting is important.

The priority is for development in adjoining sites to have sufficient setback as not to impact on the view of Olinda from the public realm and to avoid sheer walls/elevations abutting the site and



dominating the place. There may be opportunity for future development at the site to the west on the intersection to provide greater setback in exchange for height to open up this corner and enhance the views between the three sites.

80-82 Balmain Street (HO367)

The key architectural features are the interwar modern two-storey brick factory with parapet and brickwork detailing, including principal façade on Balmain Street and secondary façade on Green Street.



Figure 12 Balmain and Green streets Intersection, with key views and heritage places starred. Better transition could be achieved by pushing back a section of the adjacent building in any future development if possible (blue arrow). Source: Google Maps 2020

2.4.2 Interface between Balmain Street and Cremorne Precinct HO342

The streetscape in this area is late Victorian in character and is dominated by single-storey cottages, with the exception of the double-storey shopfronts at 27-31 Balmain St. Recent development on the street includes the four-storey office building at Nos 33-41. The heritage setting of Nos 43-47 have been significantly compromised. This is an outstanding example of what needs to be avoided in future interface between heritage and new additions.



Figure 13. 27-31 Balmain Street. Source: Trethowan Architecture.



Figure 14. 43-47 Balmain Street showing inappropriate lack of transition between heritage and new development. Source: Trethowan Architecture.

2.4.3 Cremorne Street

The Cremorne Street context is already marked by recent multilevel additions. Its existing context is also mid-century brick former warehouses and factory buildings. Cremorne Street heritage places are dislocated from each other, and of different typologies. The largest site is the Cremorne State School at its centre that is a local landmark in Cremorne. The priority is allowing space for heritage buildings to 'breathe' and retain a level of prominence in the context of potential development is a particular challenge of this streetscape.



Figure 15. 119 Cremorne Street. Source: Trethowan Architecture.



Figure 16. 137-153 Cremorne Street. Source: Trethowan Architecture.



Figure 17. 9-11 Cremorne Street. Source: Trethowan Architecture.



Figure 18. Cremorne Street State School. Source: Trethowan Architecture.

119 Cremorne Street (HO247)

Architectural features to be protected and enhanced include double-storey pitched roof, brick former hotel, with particularly interesting roof and chimneys in this street context. Of particular importance is allowing the building, quite modest in scale, space to breathe, and emphasise the distinctive roof form.

The priority is to avoid sheer walls abutting onto site, set back any development from the roof form to avoid dominating or obscuring roofline viewed from the street. Provide space between old and new. Setbacks of neighbouring buildings should be pushed back or transition to match the setbacks of the heritage building.



Figure 19. View from the north towards 119 Cremorne Street. Note obtrusive neighbouring parapet height. Source: Trethowan Architecture.



Figure 20. View from across the street, southwest to 119 Cremorne Street. Source: Trethowan Architecture.

Future development to the north and south should be separated on the southern site, parapet form to match, upper levels set back beyond roof ridgeline and chimneys. Street setbacks should be pushed back or transition to meet the setback of the heritage façade.

137-51 Cremorne Street (HO445)

Key architectural features comprise a Victorian single-storey terrace row with pitched roofs, verandahs, setbacks, parapets, chimneys.

The priority for the site is providing appropriate transitions in scale that protect the setting of the place and maintain the prominence of the roofline and chimneys.

Cremorne Street State School No.2084 (HO246 VHR H1634)

Key architectural Features include brickwork and distinctive roof forms, distinctive south façade elevation and elevations to Cremorne and Dover Streets, with distinctive Spire, chimneys, roof form.

There are notable views towards this local landmark building within Cremorne Street, including the spire and roof form visible when approaching from Cremorne Street viewed from Jessie Street; the view of roof and chimneys on Dover Street.

The priority is for any future development onsite or on the adjoining properties to avoid impact on the significant views on both Cremorne and Dover streets as identified above and retain and emphasise the complex as a whole able to be viewed and understood together as part of the one place. An area of open space should be retained around the heritage buildings, particularly on the current carparks.

A particular challenge is retaining an appropriate setting that allows this site and its spire to 'breathe', and retain key views to Cremorne and Dover streets through appropriate side setbacks from any new development; maintain a low height on the adjacent sites to retain prominence of the spire and roof forms in the immediate street context. The private property to the north presents a challenge/risk in terms of potential development here dominating the building and obscuring roof forms. With this in mind, the approach of the proposed *Urban Design Framework 2007* is broadly supported in terms of open space in front/beside the building and improved public accessibility and setting.



Figure 21. View from the north, note warehouse abutting the former state school building. Source: Trethowan Architecture.



Figure 22. Closer detail of the unsympathetic interface between the heritage place and the projecting neighbouring warehouse. Source: Trethowan Architecture.



Figure 23. The most significant view is that through the site from the street on the south. Source: Trethowan Architecture.



Figure 24. Current development across the road is very dominant, sheer, but references contextual material and roof forms and is separated from the heritage site by the street. Source: Trethowan Architecture.



Figure 25. Protect key views through the site from Cremorne and Dover Street, push back neighbouring built form if opportunity arises on Cremorne Street, and avoid dominant upper levels to the north. Source: Google Maps 2020.

85-99 Cremorne Street (HO518)

This building is a part of the Kangan Institute site. Its key architectural features comprise a two-storey interwar factory with brick façade and sawtooth roof concealed by parapet. The entrance is set in vertical tower with rendered face. Industrial Heritage guidelines apply to this site. Notably, a priority is to retain the façade on Cremorne Street, set back any upper levels behind parapet, retaining some roof form and set back two structural bays.

9-11 Cremorne Street (HO463)

Architectural features at this site comprise red brick industrial building with rendered decorative parapet. There is a contemporary multilevel insertion rising from within the site.

Relevant VCAT Case Cobild Pty Ltd v Yarra CC [2017] VCAT 817 – Decision on heritage grounds considered *immediate context of the heritage place* and the limited protection this offers, and protection of identified landmarks. Precedent can be applied in some areas where context and *interrelationship* between heritage buildings is stronger.

Given the development on site and adjacent, there is limited opportunity for improved heritage outcomes on this site.

2.4.4 Cubitt Street

The contextual streetscape is eclectic, containing several former industrial buildings and recent multilevel development.

Recent VCAT cases in the vicinity included 96-102 Cubitt Street. There, a five-storey office building was approved, with no heritage considerations.

A challenge in Cubitt Street is respecting the very modest scale and amenity of existing residential heritage places, to avoid enveloping these places within sheer massive and dominating forms.



Figure 26. 16-18 Cubitt Street. Source: Trethowan Architecture.



Figure 27. 21-33 Cubitt Street. Source: Trethowan Architecture.



Figure 28. 58-60 Cubitt Street. Source: Trethowan Architecture.

16-18 Cubitt Street (HO249)

The building at 16-18 Cubitt Street, Richmond, comprises a pair of single-storey attached brick Victorian houses with rare gabled side parapets.

The priority here is creating a transition in scale between heritage and potential new built forms. Protecting the side gable parapets by ensuring adequate space between the significant side gables and any future additions/developments.



Figure 29. 16-18 Cubitt Street front. Source: Trethowan Architecture.



Figure 30. Detail view of the side gables. Source: Trethowan Architecture.

21-33 Cubitt Street (HO446)

Within the immediate site context, the site is bound to the north by a row single-storey former red brick factory, and to the south is a recent three-storey office building. Opposite the subject site are the built forms of mid-twentieth century industrial building and recent residential developments, which are double to triple-storey in scale.

The terrace, constructed c.1890, at 21-33 Street, Cremorne is significant. The terrace comprises seven houses constructed of bi-chromatic brick with double transverse gable roofs. There is a simple, rectangular parapet to the three central houses with a small cornice and circular medallions. Other original detailing includes the paired eaves brackets, and stucco detailing to the wing walls such as corbels and consoles. The rendered chimneys have heavy cornices. Each house has a tripartite window with a bluestone sill and a paneled front door with top light.

Any rear or upper level development should not impact on the late Victorian built forms of the site, as viewed from Cubitt Street. Future development should sit at the rear of the existing buildings and retain the view of the roof forms and remaining chimneys.



Figure 31. The terrace at 21-33 Cubitt Street. Note sheer wall elevation on the south. Source: Trethowan Architecture.

58-60 Cubitt Street (HO447)

The late Victorian 'boom' era houses, constructed c.1890, at 58-60 Cubitt Street, Cremorne are significant. They are single-storey, single-fronted, rendered brick cottages, set back, with a high parapet.

The streetscape is eclectic and comprises mid-twentieth century industrial buildings and recent development. To the north of the subject site is a double-storey brick warehouse that projects forward to the street boundary. An empty block is located to the south of the subject site. Opposite the subject site is a mid-twentieth century brick warehouse and a contemporary three-storey. Significant architectural features include parapets, verandah form, tripartite windows, chimneys and front setback.



Figure 32. 58-60 Cubitt Street. Source: Trethowan Architecture.

2.4.5 Dover Street

Two very different heritage places in different ends of the street, one a local industrial commercial landmark, the other a double-storey row of Victorian terrace housing.

30-38 Dover Street (HO253)

The contextual streetscape comprises single to double-storey built forms used for either residential or as office space. The heritage place is the row of houses at Hurst Terrace, 30-38 Dover Street,



Richmond. It is an interesting and relatively intact example of a Victorian terrace which incorporates some unusual architectural elements, including recessed and quoined facades, single hipped roof and continuous verandah. The presentation of the row is compromised somewhat by the high front fences which diminish the contribution of the building to the streetscape. Another key feature is the setback from the street. Some rear elements of the row have been noted as contributing to the significance of the place where they are intact and are visible to the public realm from Dove Street.



Figure 33. 30-38 Dover Street. Source: Trethowan Architecture.

Slade Knitwear Sign (HO343)

The landmark commercial sign atop square Moderne form, to street frontage. Retaining the view along Dover Street when approaching from the north. The view of the sign is clearly legible from the intersection of Kelso and Dover streets. This is the significant view to be emphasised. Any medium to high-rise developments should have sufficient setback as to retain the view of the sign, particularly affecting land to the north and south in terms of setting back any upper levels behind a matching parapet level. Setting back any upper forms to preserve the view of the sign with the sky behind.



Figure 34. Significant view of the Slade Knitwear sign. Source: Trethowan Architecture.



Figure 35. Significant view of the sign. Source: Landmarks and Views Assessment 2019.

2.4.6 Nylex Sign

The Nylex sign is of social significance for its landmark qualities. The sign dominates the view along the major thoroughfares of Punt Road and Hoddle Streets and because of its location at the entrance to the South Eastern Freeway the Nylex sign is considered the unofficial gateway into Melbourne. The clock and temperature display is a constant point of reference for residents and motorists. The locally significant views in Balmain Street already appear obscured by development but is still visible at a distance from its significant viewpoints (see figure).



Figure 36. View of the Nylex sign from Gough Street outside the Maltings. Source: Trethowan Architecture.



Figure 37. View towards Nylex sign from Balmain Street. Source: Trethowan Architecture.



Figure 38. Significant views of the Nylex sign. Source: Landmarks and Views Assessment 2019.

2.4.7 Richmond Maltings 2 & 15 Gough Street

This is a red brick industrial warehouse facade, a white stucco Moderne industrial warehouse façade, with industrial saw-tooth roof forms. The recent VCAT case Caydon Cremorne No.1 Development Pty Ltd v Yarra CC [2016] VCAT 1177 determined that the interpretative ability of the remainder was deemed sufficient to permit the demolition of heritage fabric at Building B3.

2.4.8 Church Street

Church Street heritage places are set far apart and of differing typologies. The dominant place is the Bryant & May site, dealt with separately.



Figure 39. 619 Church Street. Source: Trethowan Architecture.



Figure 40. 533-537 Church Street. Source: Trethowan Architecture.

The Prince Alfred Hotel at 619 Church Street (HO382)

Key architectural features include balustraded parapets, the angled hotel entry, pediments, prominent stringcourse and brackets. The priority is for the site to retain its local landmark corner presentation. The current context is broadly appropriate, framed by glazed showroom with matching parapet height. Given the social and historical significance of the site as well as its landmark qualities in Cremorne, it would be desirable for the hotel to retain its individual architectural identity. This would be best facilitated by the preservation of its entire historical built form, thereby avoiding facadism.

Adjacent development should respect the parapet, any upper additions be set back from the street, and respect the landmark corner quality.

533–537 Church Street (HO381)

The three Edwardian shops built for draper and benefactor Alexander Miller at 533-537 Church Street, Richmond are significant to the extent of the 1910 fabric. It includes parapets, in-goes and decorative urns. Within the immediate site context, the subject site is bound by single-storey early twentieth century former shopfronts and warehouses on either sides. Opposite the subject site is the former Bryant and May Complex. All future development should retain the single-storey frontage of the existing buildings, with all its contributory elements including parapets, in-goes and decorative urns.

2.4.9 Bryant and May Complex

Key architectural features of this complex site include a clock tower, industrial chimney, and the industrial buildings with prominent parapets, stringcourses and bandings, in a white finish, that feature all buildings in the complex.

Notable views to this landmark complex, including the tower and chimney from the surrounding streets. These include views from neighbouring streets and HOs.

The Bryant and May complex is a key local landmark and enveloping additions on the surrounding site, that would obscure views of the building from the public sphere and surrounding streets, should be avoided. This is particularly important from the Balmain Street and Church Street elevations. The upper sections such as Bryant and May sign, chimney and clock tower, should retain prominence to the surrounding streets including Chestnut Street.

The statutory authority for the site is Heritage Victoria, however the carpark along Chestnut Street is outside of the Registered area.



Figure 41. View of Bryant & May from within the HO to the north. Source: Trethowan Architecture.



Figure 42. View through the Bryant and May site from the immediate west. Source: Trethowan Architecture.



Figure 43. View through the Bryant and May site from Church Street (east). Source: Trethowan Architecture.



Figure 44. View of Bryant and May facade from the southeast, Church Street. Source: Trethowan Architecture.



Figure 45. View from Balmain Street. Source: Trethowan Architecture.

From street level, prioritise the view of the tower and chimney and Bryant & May signage, as well as the complex's primary facades as a whole on the southern and eastern elevations, keeping open space around the tennis pavilion and carpark within the registered area. It is noted that views of the Bryant & May sign, clock and chimney were not included in the Yarra Landmarks Policy, so the ability to protect the broader views is limited on the municipal level.

2.4.10 534 Church Street

While this site has no heritage significance, the site's adjacency to the Bryant & May complex, and interface between the complex and the residential HO in Chestnut Street creates some potential challenges. A priority is protecting significant views towards the Bryant & May tower from Chestnut Street, and the more limited view towards the complex from the immediate Church Street context. Views further north along Church Street appear currently obscured. Any upper-level developments should be set back from Chestnut Street to avoid dominating and intruding into the residential HO and interrupting significant views to the tower and chimney that provide a sense of connection between the historic residential and industrial areas.

2.4.11 Richmond Power Station

Key architectural features include the campanile tower, vast glazed arched openings in the east end of the boiler house and turbine hall, and complex industrial roof lines. This site is on the VHR and the responsible authority is Heritage Victoria. A Conservation Management Plan exists for this site, that identifies the significant areas of the former power station.



Figure 46. North-western elevation with tower. Source: Trethowan Architecture.



Figure 47. Northern elevation from square off Electric Street. Source: Trethowan Architecture.



Figure 48. Eastern elevation of the power station. Source: Trethowan Architecture.



Figure 49. Area of significance outlined in red. Significant views of the Richmond Power Station. Source: Google Maps 2020

2.4.12 Rosella Factory Complex

This is a complex of contributory buildings within the one complex. The streetscape context has several components:

- Balmain Street consists mainly of the double to triple-storey built form of the former Rosella Factory Complex, with construction works ongoing
- 132 Gwynne St contains recent upper levels infills, with altered openings and later external staircase
- On Balmain Street, upper level development is current constructed on No 57 (Building 1). The existing built form is retained as viewed from Balmain St

Key architectural features of the site comprise:

The contributory elements in the complex include (but not exclusively): a group of buildings 1, 2 (facade & 8 m depth) and 18 (facade & 7.5 m depth), plus individual buildings 6, 7, 12, 13, and 15. The characteristics of these contributory elements that give significance to the HO area are typically:

- Face red brick walls, some with pilasters with corbelled cornices
- Simple rectangular, one, two and three-storey building forms but typically two-storey scale originally
- Parapeted rooflines with pitched roofs visible behind, some roofs being saw-tooth in profile
- Punched window and door openings, with expressed rendered lintels, formerly with multi-paned glazing, some timber-framed, some steel framed
- Use of significant parapet entablature Rosella business signs, in bas-relief
- High streetscape qualities in Balmain Street of the group, being buildings 1, 2 and 18, as enhanced by the visual relationship between these buildings, the street alignment and the railway bridge and elevated railway



Figure 50. View south into site from Balmain Street to Building 18. Source: Trethowan Architecture.



Figure 51. Building 6. Source: Trethowan Architecture.



Figure 52. Current development site north of Balmain Street, Building 1. Source: Trethowan Architecture.



Figure 53. Rosella Factory and Power Station on either side of the railway line, looking southwest. Source: Trethowan Architecture.



Figure 54. Heritage elements of the Rosella site (starred). The view from the railway line and the interrelationship between the buildings on the Balmain Street are the key interfaces with the public sphere. Source: Google Maps.

2.4.13 Other individual sites

Other individual sites are isolated in the study area and the principal challenge is providing adequate space and transition between modest architectural forms and features and new development. In some cases, there is already significant development enveloping these places.

11 Chapel Street & 10 Pearson Street (HO368)

The key architectural features are the gable and hip roof, Edwardian red brick with chimney and parapets, and intact stable block at the rear with red brick, gable roof and hay loft door. Arguably what makes this house distinctive is the stable block. The front on Chapel Street provides another example of a poor heritage outcome with sheer walls pressed against the heritage place and protruding forwards.

The west façade of the stables is a blank wall, while the east façade is articulated and should be protected. The property was not internally inspected, and the rear of the house and courtyard of the stables may contain significant fabric or elevations.



Figure 55. 11 Chapel Street. Source: Trethowan Architecture.



Figure 56. 10 Pearson Street, Stables. Source: Trethowan Architecture.



Figure 57. East elevation of the former stable at 10 Pearson Street, to the rear of the house. Source: Google Maps.

6 Yarra Street (HO406)

Key architectural features comprise a double-fronted, single-storey house with an attic and timber finial at the apex of the high gable. It has a squared and coursed bluestone rubble front elevation with quoins and random rubble at the sides. It has a slate roof and the upper gable is timber. The skillion verandah has curved timber brackets. The upper addition is twentieth century and not significant. The priority is to preserve the house and setting, particularly that emphasises the eastern side stonework, gable form and slate roof forward of the twentieth century addition. Restoration of the original roof form should be a priority if possible.



Figure 58. 6 Yarra Street. Source: Trethowan Architecture.



2.4.14 Interface with Cremorne Precinct at 167 Cremorne Street.

While 167 Cremorne Street has no heritage significance, the interface with Cremorne Precinct is a challenge. The key features of this precinct are modest, single storey residential houses, including early duplexes with gables, verandahs, red brick.

A priority is creating a transition in scale using combinations of setbacks to ground and any upper levels. An example is the reasonably successful built form north of the site along Cremorne Street. There is an opportunity to improve on the current dominant and sheer street presentation of the warehouse complex.



Figure 59. View south along Cremorne Street.
Source: Trethowan Architecture.



Figure 60. New terraces in Cremorne Street.
Source: Trethowan Architecture.



Figure 61. Houses in Cremorne Precinct.

2.4.15 Interface with Cotter Street part of HO308

This street is part of HO308 that protrudes into the Enterprise Precinct along Cotter Street. Its key architectural features are modest single-storey timber cottages with hipped roofs and verandahs, with some surviving chimneys, front fences.

The challenge is creating a transition between this modest single-storey heritage streetscape and the larger built form taking shape along Church Street that does not overwhelm or dominate the lower scale forms or adversely impact its ongoing residential amenity.



Figure 62. View east along Cotter Street. Source: Trethowan Architecture.



Figure 63. View west along the south side of Cotter Street. Source: Trethowan Architecture.



Figure 64. View west along the north side of Cotter Street. Source: Trethowan Architecture.

2.4.16 Summary of heritage in Cremorne

The Cremorne Enterprise Precinct is a diverse urban landscape, transitioning from a mix of low-rise residential and industrial to medium rise residential and commercial. This makes the interface between old and new especially challenging, as the danger is that heritage places become overwhelmed and dominated with a 'missing tooth' effect when low-rise heritage sites are set within sheer high-rise development, and the problem of dominating development and poor transition at the margins of the Precinct. The creation of 'transitional' infill built forms between new and old is therefore critical.

The Cremorne Enterprise Precinct as a whole is not covered by a Precinct wide Heritage Overlay but a Heritage Overlay that instead protects individual sites and complexes of individual significance. It is therefore accepted that the surrounding urban landscape will undergo a high level of transformation. The priority of the built form guidelines should therefore be to encourage an urban context that allows the individual heritage sites to retain architectural prominence in the new landscape through a combination of tools such as setbacks, heights, and design elements through the protection of key architectural features and the establishment of appropriate transitional zones around the individual sites.



3 Built Form Recommendations

3.1 Overall Recommendations

Based on the previous analysis of relevant documentation, statutory requirements and best heritage practice, a series of recommendations and guidelines have been created for the buildings contained within the Enterprise Precinct. The recommendations and guidelines, where followed, will minimise potential impacts of proposed new development envelopes on the existing significance of heritage assets and features contained in the Precinct.

Broad recommendations across the Enterprise Precinct include a transition zone of generally a minimum of 6m either side of heritage buildings to transition between new and heritage façade heights, drawing on combinations of heights, setbacks and design. This is in line with the treatment of heritage facades in commercial areas in the City of Yarra. This also recognises that the evolving character of the Precinct will be towards a more commercial use.

The recommendations and guidelines are included in site-specific guidance in the General Guidance Table. General principles are discussed by the different typologies of heritage places identified in Cremorne below. Site-specific recommendations are outlined in the Heritage Guidance Table that follows.

3.2 Commercial Typology

The commercial buildings that are located within the Heritage Overlay vary from single storey shop fronts to prominent corner hotels, overall height. Recommendations for commercial typology sites aim to give prominence to the significant architectural features, acknowledging that these heritage gems will be 'framed' by new development and seeking to provide adequate 'breathing space' to showcase these places within the context of the evolving streetscape.

The general approach is to retain the full extent of original fabric visible to the public realm. Facadism is avoided by retaining primary roof forms of the heritage building so that the place retains its identity as a place or building, not just a façade. The general principle for additions are that these should present as secondary to the heritage place, with heights and setbacks that avoid as much as possible overwhelming the place and allow the heritage fabric to retain a level of prominence in the streetscape.

Relevant policy is to maintain the prominence of the street wall through appropriate upper level setbacks, and to retain the visual prominence, including of both facades of buildings on corner sites. Less prominent commercial sites can accommodate a greater degree of development where there is less of a landmark quality to the place or the significant fabric is more limited in its extent, for example the single storey shopfronts.

Built Form Element	Recommendation	Rationale
Retention of existing heritage fabric	<i>Retain the full roof form and full volume of principal building form.</i>	<i>To retain the three-dimensional form as viewed from the public realm.</i>
Upper level setback (development within the Heritage Overlay)	<i>Set new development back behind the heritage form.</i>	<i>To avoid dominating the heritage place and avoid facadism.</i>
Building height (development within the heritage overlay)	<i>Adopt heights specific to the site characteristics in Table (Section 3.6)</i>	<i>To ensure that new development does not visually dominate the existing heritage building.</i>
Facade height (infill development within the Heritage Overlay)	<i>Match the parapet height.</i>	<i>To ensure new built form responds to the heritage context.</i>

3.3 Industrial Typology

Individual developments on industrial typology sites should generally retain original heritage fabric visible to the public realm. There is acknowledgement that industrial buildings tend to be more

utilitarian, particularly internally, with greater potential for development within the original structure. However, retention of two structural bays to the primary street façade is encouraged, and the general principle is that additions should be set back from the parapet or street so as to allow the industrial building to retain a level of prominence from street view, minimising facadism and encouraging upper level additions set back from the street frontage. The relevant policy is to encourage new buildings and works on small scale one or two storey industrial buildings not to exceed the visible volume of the historic form when viewed from the public realm.

Built Form Element	Recommendation	Rationale
Retention of existing heritage fabric	<i>Retain significant primary & secondary facades on corner sites.</i>	<i>To retain the three-dimensional form as viewed from the public realm.</i>
Upper level setback (development within the Heritage Overlay)	<i>Set new development back behind the heritage form, retaining a section of roof form approx. two structural bays.</i>	<i>To avoid dominating the heritage place and avoid facadism.</i>
Building height (development within the heritage overlay)	<i>Adopt heights specific to the site characteristics in Table (Section 3.6)</i>	<i>To ensure that new development does not visually dominate the existing heritage building from street level.</i>

3.4 Residential Typology (Detached)

A challenge of the enterprise precinct is the additional pressure on heritage places that favours high rise development, and particularly the changed expectations around residential places that as a result find themselves in a new zone that favours higher density. There is a general principle of retaining original buildings to a depth of at least two rooms, providing that no significant fabric is identified at the rear of the individual buildings.

It is generally policy to avoid additions that are taller than the individually significant building except in circumstances where the development is appropriately set back from the front and side facades; proportional to the scale of the individually significant or contributory building; and/or substantially concealed. The special circumstances of the Enterprise Precinct, which envisages changed zoning and considerably higher level of development means that this approach to taller additions if applied strictly, would result in a greater inconsistency in built form and possible 'missing tooth' appearance. The creation of transitional zones around low-rise residential buildings combining setbacks and design features that avoid both extremes of irregular or overwhelming development is preferred. It is particularly desirable that sheer blank party walls abutting onto the low-rise detached houses is avoided.

It is recommended that a general two-storey (8m) discretionary height limit be applied to additions to rear of residential typology sites, providing any significant fabric is retained. It is acknowledged that the three sites are more constrained than others in terms of development opportunities due to the small scale of the sites.

Built Form Element	Recommendation	Rationale
Retention of existing heritage fabric	<i>Retain heritage fabric to a depth of two front rooms (approx. 9m).</i>	<i>To retain the three-dimensional form as viewed from the public realm.</i>
Upper level setback (development within the Heritage Overlay)	<i>Set new development back behind the heritage form, retaining full stent of original roof form.</i>	<i>To avoid dominating the heritage place and avoid facadism.</i>
Building height (development within the heritage overlay)	<i>Maximum overall height of two storeys (8m) (discretionary).</i>	<i>To ensure that new development does not visually dominate the existing heritage building.</i>



3.5 Residential Typology (Terraces)

It is recommended that a general three storey discretionary height limit be applied to additions to the rear of terrace rows, recognising that their typology gives these places more prominence and cohesion as a group within the streetscape.

Residential buildings included within the Heritage Overlay are setback from the street boundary, varying in depth from shallow verandas to front gardens.

The exception is 30-38 Dover Street, where significant rear elements and visibility to Dove Street limit the opportunity for significant development in this site. There is generally less rationale to match front setbacks given the consistency of terrace rows and their historic position within a mixed industrial streetscape. The exception is 16-18 Cubbitt Street, where the side gables have been ascribed special significance and the small scale of this pair needs greater protection. A transition zone is also necessary to protect side chimneys at Hurst Terrace (30-38 Dover Street).

Built Form Element	Recommendation	Rationale
Retention of existing heritage fabric	<i>Retain heritage fabric to a depth of two front rooms (approx. 9m).</i>	<i>To retain the original or early elements of the heritage fabric, its principal facade and primary roof form.</i>
Upper level setback (development within the Heritage Overlay)	<i>Set new development back behind the heritage form, retaining at least first two room depth.</i>	<i>To avoid dominating the heritage place and avoid facadism.</i>
Building height (development within the heritage overlay)	<i>Maximum overall height of three storeys (12m) (discretionary).</i>	<i>To avoid new development dominating the generally modest scale of residential forms.</i>

3.6 Heritage Guidance Table

Commercial Heritage Sites

Heritage Overlay	Address	Description	Grading	Key Features	Heritage Guidelines	Recommendations	Rationale
HO365	69 Balmain Street	Grocer's Shop & Residence	Individually significant	<i>A two-storey, rendered masonry, corner Renaissance Revival shop and residence, of two bays to Balmain Street and three to Green Street with a splayed corner. It has a deep cornice-mould and plain frieze, with bevelled openings. There is a band at first-storey sill level. It has a panelled door and fanlight. The ground corner bays have a rare timber Classical shop-front. It has a cornice and frieze-mould between corbels, with rosettes. The windows and corner double-door are divided by six Tuscan pilasters. There is a panelled soffit, over a bluestone plinth.</i>	<i>Retain prominence of the corner site on both Green and Balmain street elevations. Any future development on site should comply with commercial site heritage policy, to respect the scale and form of the existing heritage place or contributory elements to the heritage place by being set back from the lower built form elements. Each higher element should be set further back from lower heritage built forms.</i>	<u>Retention:</u> Roof form and full volume of principal building form to be retained, avoiding facadism. Maintain heritage building to a depth of 10 metres. <u>Heritage Infill</u> (Balmain Street): street wall to match parapet height 2 storeys (8m). Upper level setback minimum 3m. <u>Overall height:</u> 5 storey (20m) <u>Adjacent Sites (transition):</u> Match parapet of adjoining heritage street wall for a minimum length of 6m.	Retains significant fabric on both street frontages and retains prominence of heritage building on the corner site, avoiding facadism.
HO247	119 Cremorne Street	Former Yarra Hotel	Individually significant	<i>A two-storey building of red brick construction with a transverse jerkin-head slate roof, designed in a simple Edwardian Arts and Crafts style. The ground floor façade has a series of door and window openings, some of which appear to have been altered. Architecturally, the most interesting facade element is the door and window combination at the south end, which comprises a pair of half glazed doors flanked by windows, all with highlights. The slate roof has plain terracotta ridge capping and is penetrated by red brick chimneys with simple red brick capping and terracotta chimney pots.</i>	<i>Separate and set back upper-level development on adjacent sites behind the roof form and ridgeline to allow the notable roof form and chimney elements to retain their prominence. Any development to the rear of the site should be visually recessive from street level, set well back and visually separated from the original building. Front setback of adjacent developments should be in sympathy with the hotel (for example, separated, or chamfered/pulled back at the edge where they meet/interface).</i>	<u>Retention:</u> Maintain entire heritage building including all chimneys and roof form (no removal of original fabric). <u>Setbacks:</u> Minimum 12m setback. Upper 2 storeys – setback minimum 3m. <u>Overall Height:</u> 8 storeys (32m) <u>Adjacent Sites (transition):</u> Match eave line for minimum 6m, match setback 12m above for a minimum length of 6m.	Retains significant fabric including identified rooflines and chimneys, avoids facadism, retains prominence of the heritage building in the streetscape.

HO382	619 Church Street.	Prince Alfred Hotel	Individually significant	<i>The hotel is a dominant built form on Church Street. The oblique view from the corner of Church Street and Prince Patrick Street is of particular significance. The hotel displays balustraded parapets, angled hotel entry, pediments, prominent stringcourse and brackets.</i>	<i>Should retain its local landmark corner presentation; current context broadly appropriate, framed by glazed showroom with matching parapet height. Any future development on site should comply with commercial site heritage policy, to respect the scale and form of the existing heritage place or contributory elements to the heritage place by being set back from the lower built form elements. Each higher element should be set further back from lower heritage built forms.</i>	<p><u>Retention:</u> Maintain entire heritage building. Setback of any new addition from Church Street minimum 12m.</p> <p><u>Heritage Infill</u> (Prince Patrick Street): street wall to match the parapet height. Upper level setbacks minimum 3m.</p> <p><u>Overall Height:</u> 8 storeys (32m)</p> <p><u>Adjacent Sites (transition):</u> Match parapet (top) height for a minimum length 6m. 5m upper level setback for a minimum length of 6m)providing space around masonry chimney).</p>	Landmark qualities, corner presentation and social significance. Retains significant fabric including chimney, avoids facadism and preserves prominence of the heritage building on the corner site.
HO381	533-537 Church Street	Alexander Miller's Shops & Residences	Individually significant	<i>The single-storey built form of the Edwardian shopfronts including parapets, in-goes, decorative urns and shop-fronts.</i>	<i>All future development should retain the single-storey frontage of the existing buildings, with all its contributory elements including parapets, in-goes and decorative urns. Any future development on site should comply with commercial site heritage policy, to respect the scale and form of the existing heritage place or contributory elements to the heritage place by being set back from the lower built form elements respecting the corner site as well as front facades. Each higher element should be set further back from lower heritage built forms.</i>	<p><u>Retention:</u> Maintain approx. 7m (minimum) of original fabric to maintain side parapet stepped form.</p> <p><u>Heritage Infill</u> (Kingston Street): maximum 2 storey (8m). Upper level setback minimum 3m.</p> <p><u>Overall height:</u>6 storeys (24m)</p> <p><u>Adjacent Sites (transition):</u> Match parapet height and upper level setback for a minimum length 6m. Overall height 6 storeys (24m).</p>	Retains significant fabric and presentation of shopfront as primary building at street level.

Industrial Heritage Sites

Heritage Overlay	Address	Description	Grading	Key Features	Heritage Guidelines	Heritage Recommendations	Rationale
HO367	80-82 Balmain Street	Kelmbro Pty Ltd Factory	Individually significant	<p>The five bays to Balmain Street and seven bays to Green Street, with shallow piers between, terminating in a vermiculated base.</p> <p>Stepped triangular pediments to both elevations. A soldier-course of darker clinker bricks at parapet, window head and sill levels.</p>	<p>Apply Industrial heritage guidelines to any development here:</p> <p>Encourage new built form to adopt a subtly contrasting approach that respects the scale and industrial character of the place but is recessive against the heritage fabric.</p> <p>Encourage new upper-level development behind one and two-storey industrial facades to be setback a minimum depth of two structural bays. New built form – as visible from the street – should not generally exceed the same volume of the historic form.</p>	<p><u>Setbacks:</u> Any upper addition to be set back from façade by at least 2 windows section along Green Street (approx. 7m) and Balmain (approx. 5m).</p> <p><u>Overall height:</u> 6 storeys (24m).</p> <p><u>Adjacent Sites (transition):</u> Match the parapet height of the heritage building for a minimum length of 6m. Match the upper level setback for a minimum length of 6m.</p>	Retains significant fabric and two structural bays from the primary Balmain Street frontage. Sets back upper level and height to retain primacy of historic form at street level.

Residential Heritage Sites (Individual Detached)

Heritage Overlay	Address	Description	Grading	Key Features	Heritage Guidelines	Recommendations	Rationale
HO368	11 Chapel Street & 10 Pearson Street	House and Stables	Individually significant	<i>The double-storey built form of the stables. The roof form, finials, chimney and verandah of the residence.</i>	<i>It is noted that some adjacent development has occurred here, however future development should avoid sheer party walls on boundary and projecting setbacks at the interface between old and new. Separation between old and new forms in future development around the stable.</i>	<u>Retention</u> : at minimum, eastern and southern façade of rear stables to be retained along with roof form. Very limited scope for development on this site. <u>Heritage Infill</u> : match eve line. <u>Overall height</u> : 2 storeys (8m)	Internal inspection necessary to inform final form and establish relationship between house and stables.
HO406	6 Yarra Street	House	Individually significant	<i>Gable roof and verandah to street, with stone wall along east side.</i>	<i>Preserve setting, particularly that emphasises the sides, gable form with slate roof forward of the twentieth century addition. Encourage restoration of original roof form and separation between old and new forms on site.</i>	<u>Setback</u> : minimum 9m (retention of two rooms) <u>Overall height</u> : 2 storeys (8m) <u>Adjacent Sites (transition)</u> : Match front setback for a minimum length 6m. Side setback to a depth of 6m of 2.5m to reveal side wall stonework.	Retains significant fabric, creates transition zone, and new addition to be secondary from street view.
HO366	75 Balmain Street	Olinda (House)	Individually significant	<i>An unpretentious, early Edwardian brick cottage, with a double-fronted hip-roof and some elements transitional from Italianate. The right bay is set forward, with a tripartite window, with fluted Tuscan mullions. There are two terra-cotta finials and fretwork cornice-brackets. The lych gate and garden are also key features.</i>	<i>Development in adjoining sites should have sufficient setback as not to impact on the view of 'Olinda' and avoid sheer walls/elevations abutting the site and dominating the place.</i>	<u>Setback</u> : minimum 9m (retention of two rooms) <u>Overall height</u> : 2 storeys (8m) <u>Adjacent Sites (transition)</u> : match front setback for a minimum length 6m. Maximum 2 storey (8m) party wall to a minimum depth 9m (match Olinda House).	Retains significant fabric, creates transition zone, and new addition to be secondary from street view.

				<i>The built form and all its surviving contributory elements, as viewed from Balmain Street.</i>			
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Residential Heritage Sites (Attached Terraces)

Heritage Overlay	Address	Description	Grading	Key Features	Heritage Guidelines	Recommendations	Rationale
HO445	137-151 Cremorne Street	Wilford Terrace	Individually significant	<i>Wilford Terrace is a late Victorian era terrace row comprising eight houses. It is constructed of bi-chromatic brick with bluestone foundations and has a single undivided transverse gable roof and a continuous concave verandah. Significant elements include chimneys, pitched roof form, front verandah and a front garden setting.</i>	<i>Providing appropriate transitions in scale that protect the setting of the place. Eg. upper-level parting walls/ facades set back at the corners of adjacent sites, to meet the ridgeline of the terrace. Future development should sit at the rear of the front section (terrace element) and retain the view of the roof forms and remaining chimneys.</i>	<u>Setback:</u> retention of two rooms. <u>Overall height:</u> 3 storeys (12m). Upper level setback so built form rests within a continuing roofline from the terrace below. <u>Sites Adjacent (Transition):</u> No need to match street setback. Corner location, open streetscape views.	Retains significant fabric and primacy of the terrace at street level, with new addition behind with matching upper level volume set back.
HO249	16-18 Cubitt Street	Terraces	Individually significant	<i>Key features include a single concave-profile hipped roof corrugated iron verandah, supported on square section timber posts, running across both houses. The roof comprises two transverse gables, clad in corrugated iron. The form of the roof is reflected in the gabled side parapets, which have brick copings. The central chimney is of red brick, with a corbelled brick capping.</i>	<i>Creating a transition in scale between heritage and potential new built forms. Protecting the side gable parapets by ensuring adequate space between the sides and any future additions/developments, avoiding joining party walls.</i>	<u>Setback:</u> Setback to retain the full double gable length of the terrace, with third storey set back. <u>Overall height:</u> 3 storeys (12m) <u>Sites Adjacent (Transition):</u> Front setback match for length 6m. Side setback minimum 2.5m to expose side gables to view.	Retains significant fabric and provides for continued visibility and prominence of side gables to the public realm.
HO446	21-33 Cubitt Street	Terraces	Individually significant	<i>The terrace comprises seven houses constructed of bi-chromatic brick with double transverse gable roofs. There</i>	<i>Any rear or upper-level development should not impact on the late Victorian built forms</i>	<u>Setback:</u> retention of two rooms.	Retains significant fabric and primacy of the terrace at street level, with new addition behind with

				<i>is a simple, rectangular parapet to the three central houses with a small cornice and circular medallions. Other original detailing includes the paired eaves brackets, and stucco detailing to the wing walls such as corbels and consoles. The rendered chimneys have heavy cornices.</i>	<i>of the site, as viewed from Cubitt Street. Future development should sit at the rear of the existing buildings and retain the view of the roof forms and remaining chimneys.</i>	<u>Overall height:</u> 3 storeys (12m) Upper level setback so built form rests within a continuing roofline from the terrace below.	matching upper level volume set back.
HO447	58-60 Cubitt Street	Houses	Individually significant	<i>Parapets, verandah, tripartite window form, chimneys and front setback.</i>	<i>Any development on site should be set back sufficiently to retain prominence of the parapet to the street; adjoining sites separated or set back at the corners in sympathy with the setting of the terrace. Avoid blank party walls on either side.</i>	<u>Setback:</u> retention of two rooms. <u>Overall height:</u> 3 storeys (12m) <u>Sites Adjacent (Transition):</u> Side set back of adjacent min 2.5m.	Retains significant fabric and primacy of the terrace at street level, with new addition behind with matching upper level volume set back.
HO253	30-38 Dover Street	Hurst Terrace	Individually significant	<i>Interesting and relatively intact example of a Victorian terrace which incorporates some unusual architectural elements, including recessed and quoined facades, single hipped roof and continuous verandah. The significance of the row is reduced somewhat by the high front fences which diminish the contribution of the building to the streetscape. The rear sections of the row are largely original, and visible to the public realm along Dove Street.</i>	<i>There is limited scope for development at the rear of the existing built form. Avoid sheer or blank party walls on either side, particularly interface with the garden setting.</i>	<u>Limited scope for development on site.</u> <u>Adjacent Sites (transition):</u> Side setback on adjacent property at upper level 2.5m to protect chimney.	Retains significant fabric and primacy of the terrace at street level.

General Guidance – Precincts

Heritage Overlay	Address	Description	Grading	Key Features		Recommendations	Rationale
HO308	Cotter Street	Barkly Gardens Precinct	Contributory 3, 5, 7, 9, 11, 13 and 4, 6, 8,	<i>This street is part of HO308 that protrudes into the Study Area along Cotter</i>	<i>Create a transition between this modest single-storey</i>	<u>Setback:</u> retention of two rooms	Complies with heritage policy for residential heritage precincts.

			10, 12, 14, 16, 18 Non-Contributory 15-21 and 20	<i>Street. Its key architectural features are modest single-storey timber cottages with hipped roofs and verandahs, with some surviving chimneys and front fences.</i>	<i>heritage streetscape and the larger built form taking shape along Church Street.</i>	<u>Overall height:</u> 3 storeys (12m).	
HO342	Balmain Street	Cremorne Precinct	Contributory 27-31 & 43-47 Balmain Street	<i>The streetscape is late Victorian in character and is dominated by single-storey cottages, with the exception of the double-storey shopfronts at 27-31 Balmain Street. Recent development on the street includes the four-storey office building at Nos 33-41. The heritage setting of Nos 43-47 have been significantly compromised. This is an outstanding example of what needs to be avoided in future interface between heritage and new additions.</i>	<i>Create a transition between modest single storey form and larger built form taking shape in the Enterprise Precinct.</i>	<u>Setback:</u> retention of two rooms <u>Overall height:</u> 3 storeys (12m).	Complies with heritage policy for residential heritage precincts.
HO364	Blanche Street	Wellington Precinct	Contributory 1, 3 & 5 Blanche Street	<i>Single-storey Victorian cottages.</i>	<i>Development on site should be behind original roof forms, avoid sheer party walls on adjoining interfaces; set back or chamfer/articulate corners at interface of adjoining sites.</i>	<u>Setback:</u> retention of two rooms <u>Overall height:</u> 3 storeys (12m).	

Municipal Landmarks

Heritage Overlay	Address	Description	Grading	Key Features	Landmark Strategy Recommendations	Landmark Strategy View	Recommendation
HO343	105-115 Dover Street	Slade Knitwear Sign	Individually significant	<i>Erected a top a brick building, the sign with cut-out letters, is a single-sided neon sign that is braced with a steel frame and support structure.</i>	<i>The site itself, or land immediately adjoining, could be developed with higher scale form which could impede its foreground or skyline silhouette. Clear sky behind the sign and its visual prominence should be retained, in any new development of the site or surrounding. Development within the background of the sign should avoid intruding into the 'clear sky' views visible between the roof and sign, and through the sign lettering. Development of the site or within the foreground of the sign should be sited, designed and scaled to retain views to the face of the sign. All development should be designed, and finished with muted colours, so as not to compete with the visual prominence of the sign from this viewpoint.</i>	<i>View 1: Northwest corner of intersection of Kelso and Dover Streets. A short, oblique view of the sign, supporting structure and building rooftop is afforded from this location, silhouetted against the sky. The clear sky view between the sign and the roof is available. The sign is not visible except from this viewline.</i>	11m setback applied to neighbouring sites that protects the sky behind the sign from View 1.



Cremorne Streets and Movement Strategy

June 2020



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1. Purpose of this document

The purpose of the Cremorne Streets and Movement Strategy is to assist Council in the effective planning for a major increase in trip demand associated with land use change and intensification on a movement network which is already operating at, or near, peak vehicle capacity. The Strategy aims to identify and address a set of design measures that can be implemented at key hotspots on the network to meet a range of precinct objectives relating to liveability, sustainability and equity.

The Strategy is based on a range of supporting documentation and analysis which is set out in the Appendices. Of particular note is the Issues and Opportunities report which addresses a range of State and Local policy guidance, background studies and data as well as analysis of the impact of forecast changes to the land use and transport environment to form the basis of the response set out in this Strategy. The report also identified gaps in understanding and analysis which need to be addressed to ensure future decisions are evidenced based and well-informed.

Further detail on the Street Network Classification approach presented in this report is also included in the Appendices.

It should be noted that all designs presented in this Strategy are conceptual and indicative only and subject to change and refinement through more detailed investigation. The designs represent possible responses to achieve the vision, best practice approaches set out in this report.

2. Cremorne in Context

The Cremorne Precinct study area is bounded by Swan Street, Brighton Street, Punt Road and the Yarra River. It comprises land zoned for commercial uses and occupied predominantly by a range of tech, finance and advanced manufacturing businesses. On the southern side of Swan Street and along Church Street the business mix is focussed on entertainment and retail with a strong furniture and homewares clustering along Church Street.

There are pockets of residential zoned land comprising largely heritage terraced housing immediately east of Punt Road, east of the train line and around Dover Street. In the south west and south east corners, adjoining the Yarra River, there are recently constructed and planned mixed use developments which are adding to the mix of employment, housing and entertainment offer in the precinct.

The precinct is proximate, though currently poorly connected, to major infrastructure and community assets that provide businesses and employees with ready access to a high-quality transport, retail and entertainment offer. To the north is Richmond train station, and an array of entertainment options and local services for employees in the Swan Street Activity Centre. To the west is the open space and the sporting precinct of Melbourne Park. To the south is the Yarra River and capital city trail with South Yarra station, the Botanical Gardens and the entertainment and retail offering of Chapel Street beyond.

Within the precinct, there is a small but growing offer of cafes, bars and restaurants, and new businesses are bringing shared workspaces and communal spaces that are accessible to the broader business community.

A range of investigations and planning documents have been prepared in recent years by Council and by others for differing purposes. These provide a sound and robust understanding of the issues and opportunities for the Cremorne Precinct. VCAT decisions and community consultation also provide vital insights to the issues and opportunities for the Cremorne Precinct.

2.1. Precinct Vision

Cremorne will be Melbourne's epicentre of creative tech industries, where budding start-ups, enterprises and residents thrive among historic industrial buildings and workers cottages. Cremorne's vibrant streets, sustainable transport and quality open spaces will make it an eminent precinct for Melbournians to work and to live.

2.2. Key Challenges and Opportunities

The range of issues and opportunities identified in relation to Access and Movement in Cremorne have been well documented through extensive background reporting and analysis. The existing conditions and issues are addressed in the Issues and Opportunities Report which forms a background paper to this Strategy and is included as Appendix 2.

The findings of this paper have been incorporated into the following section.

2.2.1. Managing the change in land use and development intensity

A key challenge of this project is understanding the implications of the scale of land use change both within and surrounding the precinct. As experienced throughout Melbourne, this shift in land use intensity and

type places greater pressure on the streets to deliver more beyond just catering for vehicle movement.

Careful consideration needs to be given to ensuring the liveability of Cremorne is protected for the existing community, while understanding how to influence the travel behaviour and provide a high quality and functional urban environment for future workers, residents and visitors to the precinct.

2.2.2. Promoting sustainable and efficient access.

Cremorne is in close proximity to Melbourne CBD and forms part of a busy inner-metropolitan urban environment, but in many ways effectively operates as an island due to the range of existing precinct access constraints and barriers to permeability. These barriers to movement and constrained street network make orientation and wayfinding through the precinct difficult for all transport users and visitors to the area.

The precinct is well located in relation to public transport but is experiencing increasing and competing demands for space on a restricted and often congested street network. This demand is not spread evenly across all streets but focussed on key links and gateways to the precinct, including Cremorne Street, Balmain Street and intersections with the arterial road network at Swan Street and Church Street, which constitute areas of very high activity, demand and conflict.

Within inner city urban areas such as Cremorne it is important that traffic is limited to that which has an origin or destination within the precinct, rather than accommodating traffic which should otherwise be travelling along a more appropriate route. Recent studies suggest up to 30% of

traffic movement on key routes such as Cremorne and Balmain Streets may be through traffic

Due to forecast growth in trip demand and minimal capacity for the network to accommodate more car movements, there is a need to improve and promote sustainable transport modes, focussing on pedestrian safety and level of service on the network.

2.2.3. Recognising streets as people places

There is increased expectation for streets to serve as social, convenient, and interactive spaces for workers, residents and visitors to engage with the environment and each other, as an extension of their homes and workplaces.

Acknowledging the widespread phenomenon of 'public space for people' and the challenges of decades of priority planning for the automobile. Spaces around Cremorne are designated for movement, but this role can be complemented by remarkable places to stop, spend and rest.

There is limited access to open space and the existing public realm offers much potential for improvement. Due to a lack of large sites in public sector ownership, when considering planning permits for large privately held sites, built form controls that contribute to increased pedestrian or public space or precinct permeability through linkages through large sites can play an important role in realising access and movement objectives.

2.2.4. Understanding the impact of technology

Appreciation of how emerging technologies such as car share, Uber and food delivery services (vehicle, scooter and bicycle modes) and eventually driverless vehicles will transform the role of our streets and

ability to prioritise local pedestrian movement. While this technology is highly convenient and popular in urban areas throughout the world, consideration into the implications for parking, pedestrian and cycle connectivity is critical.

2.2.5. Understanding trade-offs

It is critical to clearly communicate the key outcomes of the project in an understandable way. Clearly showing the community what can be *gained* from changes to the transport environment will be crucial to generating support.

While planning for sustainable transport priority on key corridors, provision also needs to be made to retain vehicle access to support the needs and requirements of existing residents and businesses operating in the precinct.

Although changes to car parking are often contentious, there exists an opportunity within Cremorne to trial different approaches to off-street parking provision and management, and on-street use of space that can be more fully developed in further work by Council.

2.3. What the Community has told us

In order to inform the Cremorne Place Implementation Plan, the Victorian Planning Authority, in partnership with Council, undertook a program of community engagement in November-December 2019. During this period a total of 1307 people visited the website, and 469 people participated directly in the engagement.

The relevant outcome and feedback gained through the engagement is summarised as follows:

- i. Many participants commented on transport throughout discussion of other key themes, with most comments related to parking and traffic congestion and the ability of workers, residents, customers and visitors to move through/around the area with ease.
- ii. There was strong support for the prioritisation of pedestrian and cyclist safety, amenity and access.
- iii. There was common concern over parking and traffic congestion, with division as to how to address these issues. The major points are summarised as follows:
 - o some participants argued against reductions to on-street carparking, indicating it was already too difficult to find parking.
 - o some participants expressed support for reducing dependence on cars in the Cremorne area.
 - o participants were divided on the issue of removing on-street car parking spaces for public space, bicycle lanes or other purposes.
- iv. There was concern for safety when accessing transport at night.

- v. The strongest overall support was for walking as a priority mode of transport and improvements to public transport.
- vi. Participants also strongly supported reviewing car parking provisions, improving the cycling and pedestrian networks, installing protected bike lanes, and piloting other safety measures such as reduced speed limits to protect cyclists and pedestrians.
- vii. Car sharing and bike hire schemes were least supported. This may be due to a perceived importance of addressing transport congestion in Cremorne.

In response to the presented action ideas, participants were asked '*What else do you think we should consider to support Cremorne's transport and movement?*'. A wide range of ideas, suggestions and comments were received on the topic, including:

- improvements to pedestrian, cycling networks in order to improve safety, increase uptake and reduce congestion.
- for improved frequency and service across all modes of public transport with amenity at and access to Richmond Station identified as a key priority.
- Traffic congestion is a core issue for many contributors and must be addressed by discouraging car use and exploring one-way or local traffic only streets.
- improvements to parking design and management, including revision of minimum and maximum requirements in buildings of paid parking, permit parking and overstay detection technologies.
- safety improvements through street lighting and addressing conflict between road users.

3. Project Approach

The objective of the Streets and Movement Strategy is to set the foundations for an access network hierarchy for all modes that, where possible, provides the most efficient use of street space by matching cross-section design with movement demand and provides improved safety, access and amenity.

3.1. Best Practice Principles

The proposed Strategy is guided by an industry best practice approach which incorporates the following principles:

3.1.1. Movement and Place

The concepts of 'Movement' and 'Place' provide the basis for developing a comprehensive street classification to assist in determining the priority and design of any part of the street network. This is done through defining Movement and Place categories, which reflect the relative importance of each function.

For example, the Movement categories may make use of an existing road classification system (e.g. from principal routes down to local access roads); while Place categories may reflect the size of the catchment area for activities associated with that street (e.g. for shops and services) or the cultural or heritage significance of the buildings fronting that section of street.

It is important to consider that not all traffic and transport-related activities observed on urban streets are part of that street's Movement function. There are also some types of Place-related activities that are

directly connected with traffic and transport and occur within and adjacent to the carriageway. For example: loading/unloading; parking by employees, customers, residents, etc.; and buses, trams and taxis stopping to drop off/pick up passengers.

The Movement and Place network planning principles have been adopted by Department of Transport to enable Network Planning to consider the role streets play as a destination, not just as a means to move traffic.

Movement and Place principles can assist Council through providing a framework to identify the function and role of any part of the local street network, enabling Council to then determine the appropriate street treatment and priority.

3.1.2. Planning for Complete Streets

A complete street is one that provides a high level of service to multiple modes of transport, with an emphasis on a high-quality pedestrian environment. The concept is based on reallocating road space to prioritise access and safety for pedestrians, cyclists and public transport users.

Complete Streets represents a response to heavily trafficked arterial road networks that fail to produce vibrant, safe streetscapes that serve a multitude of roles (e.g. transport, commercial, social, environmental).

In addition to increasing the level of service offered for public transport, walking and cycling, complete streets also recognise the social and commercial dimensions of streets and seek to build in features that encourage people to linger, such as shade trees, active street frontages, wider footpaths, textured pavements, street furniture and street designs that reduce traffic speeds.

The US National Association of City and Transport Officials (NACTO) recognises that cities are leading the movement to redesign and reinvest in streets as cherished public spaces for people, as well as critical arteries for traffic. The NACTO The Urban Street Design Guide provides a blueprint for designing 21st century streets, including a toolbox and the tactics cities use to make streets safer, more liveable, and more economically vibrant. This document is considered as a reference of industry best practice.

The proposals within this Strategy identify appropriate locations to apply elements of the NACTO design guidance to create people places at important junctures and locations throughout Cremorne, with an aim to provide an enhanced public realm better able to provide a range of functions for the local community and visitors.

3.1.3. Pedestrian Oriented Design

Pedestrian Oriented Design is an approach to providing a street network that encourages and promotes walking, through considering and prioritising:

- Amenities near transport interchanges - Locating local convenience services around transport hubs establishes a strong connection and opportunities for integration between the transport network and other land uses.
- Alternative street connections with active and vibrant street frontages - Street connections provide scope for active frontages to capture the commercial opportunities, help to create on-street activity and enhance property values.

- Frequent and safe pedestrian crossings – Establishing pedestrian priority through well designed ground level pedestrian crossings along pedestrian desire lines allowing access from all directions.
- Information boards and wayfinding - Providing signage and other directional markers, such as pavement markings, assists users in seeking out the simplest and most direct route.
- Landscaping and street lighting - The pedestrian network must incorporate safe design measures such as clear sight lines, well-lit pathways, surveillance by surrounding land uses and provision for mobility and vision impaired users.
- Waiting and seating areas - Informal meeting and resting points, gathering places and landmarks all play an important role in providing a comfortable, usable pedestrian network.
- Indoor connection through buildings - Indoor pedestrian links to provide protection from the elements, increased user safety and amenity and commercial opportunities. Such pathways can also increase permeability through urban block structures and offer greater route choice.

3.1.4. 8-80 design

8-80 is an international design movement which recognises a need to design cities to accommodate changing needs from young children to the elderly. Accessibility planning needs to consider designing cities, neighbourhoods, places and spaces that can adapt and are inclusive, accommodating people with disabilities but also limited mobility, such as wheelchair users. This means we need to design transport systems that can accommodate a society with changing needs across a lifetime.

3.2. Key Objectives

A combination of State and Local Government strategic policy guidance, the Precinct vision, best practice integrated transport and land use planning principles and community feedback outlined above provides clear guidance on the key access and movement objectives, and considerations for the future success of Cremorne, which are set out below:

3.2.1. Provide a safe network for all users

- Minimise conflict between pedestrians, cyclists, and vehicles.
- Address perceived threats to safety on the network – ie related to lack of space, speeding vehicles, crossing points, lighting, and sightlines.
- Encourage lower traffic speed through 30kph speed limits and design intervention.
- Provide a network that is compliant with the provisions of the Disability Discrimination Act (1992) and safely caters for all users.

3.2.2. Prioritise sustainable and space efficient transport - walking, cycling and public transport

- Private vehicle travel is not considered a priority or mass transit mode in this area, and future planning must recognise the limitations of car access into and through Cremorne, while protecting the ability of the network to support existing and future economic and residential activity.
- Identify safe, attractive and connected walking and cycling networks and a level of service based around safest and most

direct routes between key origins and destinations such as open space, public transport services and external networks.

- Recognise Public Transport hubs as key drivers of pedestrian activity – identify opportunities for surrounding land uses to complement these areas of high activity, ie through provision of extra space, surveillance, complimentary adjacent land uses and services.
- Provide high improved amenity in streetscapes, public space and where opportunities exist in redevelopment sites through the provision of on-street seating, shade, meeting points, lighting and tree planting.
- Integrate movement network planning with land use form through ground level links through new development sites and identification of opportunities to improve and provide new sustainable transport infrastructure.

3.2.3. Recognise the needs of the existing community and businesses.

- Consider impact of all initiatives on existing residents and employees, continue to provide vehicle access and on-street parking for residents and visitors to the precinct with limited travel options.
- Identify high/medium/low (or no) change areas of the street network to assist in project prioritisation and clarity of intent.
- Recognise the role of the street network in providing site access and servicing requirements for existing business operations.
- Identify areas of highest change or land use intensification that can act as catalysts for access network improvements.

3.2.4. Improve access to public open space.

- Recognise the role of the street network in contributing to high quality public space, and identify opportunities for the same space to perform different functions across the day/week
- Investigate opportunities to improve links to open space to the east, west and south, through wayfinding, street design, and potential new crossing of Punt Road at Kelso Street signals.

3.2.5. Promote the most efficient management and use of car parking

- Identify opportunities to convert on-street car parking to public open space and provide additional space and capacity on priority walking and cycling routes.
- Consider impact of all initiatives on existing residents, continue to provide vehicle access and level of on-street parking for residents. There are also a limited number of newer residential elements within mixed use development.
- Encourage greater use of car share schemes, through allocation of on-street spaces, or spaces in off-street parking facilities.

4. Strategic Response

To address and move towards achieving the network objectives, the strategic approach set out below has been applied. It is recognised that the outcome of this response, while based on evidence, best practice and expert analysis, represents one way of approaching the challenges within the Cremorne precinct, focussing on and prioritising the influence of the access and movement network on a range of other factors. It is likely, and recommended, that a broad range of input and disciplines are considered and there may be alternate methods of addressing challenges and from other perspectives.

4.1. Foundations of the Response

- i. The challenges identified in relation to the access and movement network in Cremorne are typical of many inner urban precincts.
- ii. There will be a large number of new workers, visitors and residents in Cremorne in future.
- iii. The major barriers to access and movement (Yarra River, Punt Road, rail corridors) are likely to remain unchanged.
- iv. The existing street and movement network and available area of public space within the precinct will remain largely unchanged.
- v. Action is necessary as congestion is increasing which will result in adverse impacts on all workers, residents and visitors to the precinct.
- vi. There is a need to promote and prioritise the most space efficient modes of transport.
- vii. The existing pedestrian network is not able to provide the required standard of safety, comfort and access for all users.

- viii. Cyclist safety, connectivity and access both within, and to/from the precinct needs to be improved.
- ix. On-street car parking is at capacity in many parts of Cremorne.
- x. Introduction of more cars in new developments will increase congestion and demand for car travel.

4.2. Street Network Classification

There is an opportunity to establish improved accessibility through establishing a Complete Street approach to upgrading key movement corridors within Cremorne. A Complete Street is one that provides a high level of service to multiple modes of transport, with an emphasis on a high-quality pedestrian environment. The concept is based on reallocating road space to prioritise access and safety for pedestrians, cyclists and public transport users.

This approach is aimed at recognising the most efficient use of street space by matching cross-section design with movement demand and provides improved safety, access and amenity.

The increasing demands on street space driven by land use intensity within Cremorne requires greater priority to be allocated to more space-efficient travel modes (walking, cycling, train, tram, bus) whilst still recognising the importance of providing space for essential services, deliveries, residents and those with special needs. Private vehicle travel is not considered a priority or mass transit mode in this area, and future planning must recognise the limitations of car access into and through Cremorne, while protecting the ability of the network to support existing and future economic activity.

In order to provide a clear network hierarchy that more effectively improves safety and network efficiency for all modes within Cremorne,

Movement and Place principles have been applied to identify opportunities to match street design and road space use with future aspirations of the place and activities that the streets need to support.

The Cremorne Streets and Movement Strategy network classification is based on a range of factors that determine the role of each street in supporting the future success of Cremorne, including:

- Existing land use and zoning – including block sizes
- Areas of proposed land use change – including future development sites
- Existing street network function and role – including current traffic volumes and pedestrian/cycle data
- Identified pathways to key origins and destinations, including public transport stops and gateway sites
- External (regional) connectors and internal (local) connectors
- Existing network street space and cross sections to determine potential for change

The classification recognises the diverse character of the network and seeks to enable identification and assessment of a range of potential treatment options to recognise and promote priority uses. The Street Network Classification map is included below, and based on the following categories and network roles:

- i. *Movement* - Prioritise and enable the safe and space-efficient movement of people and goods into and out of Cremorne.
- ii. *Gateway* - Identify, prioritise and improve key sites of access to and within Cremorne.
- iii. *Local* - Prioritise and protect local access and recognise place role.

- iv. *Walking and Cycling* - Provide a network of safe access routes for all pedestrians and cyclists to/from and through Cremorne.
- v. *People Place*- Areas where streets can be utilised for public open space and play a higher place role.

A more comprehensive analysis including information on and a description of each category and application to Cremorne is provided in the summary table at Appendix 1 and within the Issues and Opportunities report included as Appendix 2.

Figure 1 - Street Network Classification Map



4.3. Access Network Options

To achieve key objectives for the Cremorne Precinct related to access and movement, two options for an updated access network have been proposed. The proposed access network options are based on the Street Network Classification analysis and also incorporate:

- community input
- findings and recommendations of previous studies
- State and Local Government policy direction
- industry best practice.

The Network Options have been designed to reflect the foundations of the response set out in 4.1 above and are built around identifying the most appropriate and efficient use of the existing street network and public space to achieve project objectives. In particular, these options provide guidance and justification to Council on the key moves, or enabling actions, that need to be considered to meet the future access requirements to/from and within the precinct. The options are built around recognising the role of key connector streets for vehicle access, while improving and maintaining safety, permeability and access for sustainable transport modes.

It is acknowledged that while these Network Options have been developed through careful analysis and considering a range of network priorities and demands, there may be alternate treatments or approaches to achieving network objectives identified as a result of more detailed design work and site analysis.

Access Network Option A layout is dependent upon the establishment of signalised intersection at Kelso Street and Punt Road, one of the key Hot Spots addressed below. This layout is presented as Figure 1, with supporting cross sections following.

It is acknowledged that reliance on one major upgrade, which is out of the direct control of Council, may weaken the Strategy and limit Council options to plan and deliver upgrades in the required manner. Whilst this action is strongly recommended for reasons set out below, an alternative option which retains the current layout of the intersection has also been included as Option B, presented as Figure 8 with accompanying updated cross sections where required.

It is also recognised that the deliverability and timing of key moves or recommendations and the actions of key stakeholders will determine staging and feasibility of other aspects of project delivery.

The access network options are set out below.

4.3.1. Option A

The Key Movement Network is presented in Figure 1 and incorporates the following features:

- 30kph speed limits on all streets to improve safety, particularly in areas where space is shared between road users.
- Increased footpath space and pedestrian safety improvements in areas of highest demand connecting key origins and destinations based on pedestrian survey data.
- Opportunities to improve place function of public spaces, to incorporate seating, pause points, wayfinding, and shelter.

- Focus on the key movement network and high change areas to protect amenity for the existing residential community.
- Removal of some on-street car parking in areas of highest movement priority, based on traffic and pedestrian data.
- Improved cycle connectivity and safety to/from and within precinct through upgraded cycling infrastructure on Kelso Street, Balmain Street, Church Street and Cotter Street, along with measures to slow traffic and provide more priority for cyclists on other components of network.
- Improved pedestrian access to Public Transport services including Church Street and Swan Street tram stops, Richmond and East Richmond Rail stations and the 246-bus route running along Punt Road.
- Increased movement role for Stephenson Street – recognising this as a key link connecting access points through rail barriers.
- Establishment of a signalised intersection at Kelso Street and Punt Road to provide a safe crossing point for pedestrians and cyclists across Punt Road and improve precinct access for vehicles.
- Cremorne Street closure to through traffic while retaining property access for servicing.

Proposed updates to the network for each mode are addressed below and described in more detail in individual hotspot designs and cross sections.

4.3.1.1. Pedestrian Access

The updated network plan recognises the role of the key movement streets in providing for safe, convenient and comfortable walking access as a priority. As set out in more detail below, this has been achieved

mostly through widening footpaths to increase pedestrian space and capacity, mostly through replacing areas of on-street car parking.

Pedestrian accessibility around key hotspots has also been improved to ensure strong links to public transport and gateways into and out of the precinct.

A large proportion of future increased trip demand will need to be accommodated on the pedestrian network – in order to facilitate this it is crucial changes are made early and infrastructure improvements incorporated into any project actions, on public or private land areas within the Precinct.

4.3.1.2. Cycling Access

The network plan proposes a local cycling network based around primary access from the north and south via Church Street, east via Cotter Street and west via Kelso Street into the movement gateways via upgraded cycling infrastructure and facilities. It must be emphasised that the network is not attempting to accommodate a high volume of through cycle trips as the presence of the Capital City Trail along the Yarra River to the south generally provides for this.

The focus of the cycle access network is providing high quality pathways and better links to/from regional connector, improving safety on other streets where cyclist and motorist would share the road through reduction in vehicle speed and also volume through discouraging through movements on key links, and redistribution of movement patterns.

The cycling network recognises the policy intent of connecting south across the Yarra River via the rail bridge to South Yarra, and

improvement to the underpass at East Richmond Station, but also acknowledges these improvements are potentially some way into the future and requiring advocacy from Council to relevant stakeholders.

4.3.1.3. Vehicle Access

The primary aims of the updated Network Plan in relation to vehicles is to retain local access and discourage through movements, while still providing for site servicing to support the local business and residential community.

The key change in the proposed network plan (Option A) is a point closure of Cremorne Street to all through traffic at Kelso Street intersection. Traffic access to the west and north from the precinct would be retained through the signalisation of Kelso Street intersection. The intent of this change is to discourage rat-running and through traffic movements, while still providing southbound movements onto Kelso Street east of Cremorne Street (with an updated cross section) for precinct access and circulation for servicing and local traffic and cycle movement.

This change would potentially result in some redistribution of traffic onto Dover Street, Cubitt Street and Gwynne Streets for access to/from areas south of Balmain Street. Given the current relatively low volumes of traffic on these distributor streets, it is considered there is sufficient capacity to support this spreading of the local traffic task.

Under this scenario, Stephenson Street would remain one-way northbound to the Dunn Street underpass and have a greater role to play in accommodating traffic movement through the precinct, while offering a slightly more circuitous route to discourage through traffic movements.

The Dunn Street underpass could utilise more to accommodate east-west movements through the precinct and take pressure off the Balmain Street underpass by providing access to/from the precinct and Church Street via Green Street, Adolph Street and Chapel Street.

Given the emphasis on encouraging and prioritising active travel, it is recommended a blanket 30kph speed limit is set within Cremorne. Traffic speed data collected by GTA Consultants in 2019 demonstrates that most of the movement network has an 85th percentile speed of under 35kph. A reduction in speed limits to 30kph would not adversely affect vehicle travel time or patterns (other network changes notwithstanding), improve safety for all road users and enable the introduction of design measures that improve local amenity and enable greater walking and cycling priority.

4.3.1.4. Key Elements and Changes

The proposed key changes and network updates focus on the movement streets and gateways as identified in the Street Classification and are explained further below.

i. Kelso Street – Punt Road signalised intersection

Previous studies (in particular GTA Consultants Cremorne Traffic Assessment 2019) have identified a range of traffic movement and capacity benefits which could be achieved through making the Kelso Street and Punt Road intersection fully signalised to provide an alternative exit point for northbound traffic onto Punt Road.

This would allow a second option for road users travelling north or west from the Cremorne precinct and alleviate queuing and reduce demand on Cremorne Street at Swan Street.

This would also create an opportunity for improved pedestrian and cyclist connections to the Main Yarra Trail and create an opportunity to further connect to Gosch's Paddock. This could reduce the perception of Punt Road as a barrier and improve the connection between Cremorne and the Melbourne and Olympic Park precincts. This could also be a better option as an exit for larger vehicles that may potentially be constrained at the re-modelled Swan Street / Cremorne Street intersection due to tram separators etc. It is noted that the network layout must retain a number of options for large vehicles to enter and exit Cremorne without having to travel through the height restrictions presented by rail bridges on Balmain Street and Dunn Street.

The benefit of this controlled intersection would be that the traffic being removed from the Swan Street intersection would be traffic travelling north and west (those travelling south would most likely already be using Gough Street). It is understood that some eastbound traffic on Olympic Boulevard with a destination to the south may currently use the Swan Street – Cremorne Street – Kelso Street link to avoid a right turn movement directly onto Punt Road. This proposed change would also prevent this and further remove unnecessary through traffic movements from the precinct.

That means that when reaching the Punt Road / Olympic Boulevard / Swan Street intersection they are either through traffic or left turners. GTA Consultants recognised that this works well with the 'Streamlining'

Hoddle Street line of thinking, prioritising through traffic and avoiding the east-west or p-turn movement if approaching from Swan Street.

The network plan presented proposes one-way westbound traffic on Kelso Street to enable the provision of a separated two-way cycle facility on the north side of the street. This provides the opportunity for the intersection to function as an active transport gateway to Cremorne from the west and improved connectivity to the CBD.

The removal of one lane of traffic movement enables the two-way protected cycle facility to be established with minimum impact on parking. Some design consideration would need to be given to access to properties via existing crossovers on the north side of Kelso Street, noting most have rear access via Parkins Lane.

Consideration was given to a signalised intersection at Blanche Street instead of Kelso Street to provide more direct access to Gosch's Paddock in particular. However, Kelso Street was considered the preferred option for the following reasons:

- space constraints of Blanche Street which at the completion of the 60 Cremorne Street development will have a proposed 5.1m distance between property boundaries, much narrower than Kelso Street providing approximately 12m for the same measure.
- the extension of Kelso Street further to the west providing a more direct bicycle connection into the precinct
- the existing geometry and lane configuration of Punt Road at the Kelso Street intersection
- proximity to Swan Street/Olympic Boulevard intersection.
- Streetscape upgrade and transition to shared space proposed for Blanche Street as part of adjacent site development (Seek).

The concept design and supporting cross sections for this proposed change are presented in the Figures below.

ii. Cremorne Street

The key network change to Cremorne Street is a closure to northbound through traffic at Kelso Street to discourage rat-running and through traffic movements, while still providing southbound movements for precinct access and circulation for servicing and local traffic and cycle movement.

This change is complemented by an updated cross section on Cremorne Street which incorporates extended footpaths through removal of on-street car parking on one side of the street.

Cremorne Street is recognised through the study (supported by data and evidence) as the primary pedestrian connection from the precinct to a range of attractors to the north, including public transport services (in particular Richmond Station), Swan Street and the Olympic Park precinct. The use of valuable street space for on-street car parking is not supported by the strategy. The current space allocation on this key movement corridor is approximately 24% pedestrian, 43% movement (vehicles and bicycles) and 33% car parking. The updated cross section proposed addresses this imbalance.

Cremorne Street is not considered as a priority cycling connector, with cycling access to the precinct from the north provided by Church Street and the East Richmond Station underpass, but the network plan makes provision for local access cyclists to mix with traffic travelling at slow speeds.

It is recognised Cremorne does, and will continue to, play a key role in providing service vehicle access. The proposed network layout still allows vehicles to travel north and south on Cremorne Street, and also an outlet for large southbound delivery vehicles east along Kelso Street to Stephenson Street and either out to Church Street via the Dunn Street underpass and Green Street, or back to Cremorne Street. Delivery vehicles travelling east to Stephenson Street may also rely on Dover Street and Gwynne Street to return to Balmain Street.

iii. Balmain Street

Balmain Street is the key east-west movement connector through the Cremorne precinct, and will be required to accommodate a much higher demand for trips in future. Given existing levels of congestion, safety concerns and space constraints, this trip demand must be met by active transport modes. For this reason, the network plan proposes to remove car parking from Balmain Street to provide improved cycle facilities along the entire length.

From Church Street to the rail underpass, Balmain Street will provide two-way separated, protected cycle infrastructure and widened footpaths to improve safety and capacity for pedestrians and cyclists. Due to space constraints to the west of Gwynne Street and priority given to creating more space for pedestrians through footpath widening, cyclists will share on-street lanes with traffic. However, due to other network changes it is anticipated traffic volumes and speeds in this section can be reduced, improving cycling safety and access.

The geometry and road space available currently prevent the provision of separated bicycle lanes through the underpass. However, it is recommended that traffic calming treatment and kerb extensions around

the Green Street – Balmain Street intersection are also implemented to create an internal precinct gateway leading to the underpass, reminding motorists they are entering an area shared with cyclists and other road users. In combination with the hotspot treatments on the west side of the underpass it is considered traffic volumes and speeds can be reduced in this area, improving conditions for cycling.

The Green Street – Balmain Street intersection could be considered another key internal precinct hotspot, and it is recommended as a site of further design focus to compliment Option A.

It is anticipated Balmain Street will primarily accommodate cycling access to/from the precinct from the eastern and western gateway, not through cyclists without an origin or destination in the precinct, who would be more likely to use the off-road pathways either side of the Yarra River.

iv. Church Street

Church Street is designated an arterial road on the State's Declared Road network and therefore must safely accommodate a wide range of functions, related to both regional and local access. The demands on Church Street in this location include tram and traffic movement, local and regional cycle access, pedestrian movement, retail frontages and footpath trading and providing a linkage from the Cremorne precinct to regional movement networks.

Church Street has been designated by the State Government as a Strategic Cycle Corridor connecting to Chapel Street and the Yarra River pathways to the south and Swan Street/Lennox Street to the north. Church Street will continue to experience land use change and

intensification which has seen it become a generator of high trip demands and an important regional destination for employment.

The presence of the 58 Tram Route on Church Street provides a key North-South public transport service linking to East Richmond Station, the Swan Street and Victoria Street tram corridors to the north, and South Yarra Station, Chapel Street and Balaclava and St Kilda further to the south. However, the fixed tram tracks also provide some challenges when considering potential redistribution of roadspace towards walking, cycling and streetscape.

While accommodating these regional functions, Church Street is also an important part of the Cremorne precinct, and must be planned according to the same guiding principles and objectives.

The updated Network Plan retains the important movement role of Church Street and seeks to improve walking and cycling infrastructure and safety through widened footpaths on the east side of the street and dedicated on-street cycle lanes with 1m/0.5m buffers to traffic through the removal of one side of on-street car parking.

It is also recommended that new accessible tram stops are implemented at the Howard Street stop, in close proximity to the Balmain Street/Cotter Street intersection, and between the rail bridge and Swan Street to improve tram service access.

Although the presence of tram tracks in the centre of Church Street limit changes to the cross section, but a redistribution of space in this manner goes some way to achieving State and Local Policy guidance around improving access to public transport, encouraging sustainable modes

and application of integrated transport and land use planning best practice.

v. Cotter Street

Under the proposed Network Plan, Cotter Street is recognised as having an important role in the provision of safe east-west cycle connections between Balmain Street and the regional cycle network and off-road pathways to the east. Cotter Street is also predominantly residential street, so the plan seeks to create a balance between the needs of the local community and wider precinct access requirements.

To achieve this, it is proposed to convert Cotter Street to one-way traffic access westbound only to provide space for improved cycle infrastructure and retain on-street parking on one side. This change would also remove any turning movements from Church Street into Cotter Street, which brings local safety and reliability improvements for tram services.

It is considered that access to Cotter Street properties from the west would be provided via Brighton Street from Amsterdam Street 75m to the south, and Willis Street 120m to north.

4.3.1.5. Network Hot Spots

The proposed access network updates are enacted through addressing a series of five 'Hot Spots' or areas which act as internal and external gateways to the precinct. These are sites which experience the highest intensity of competing demands on road space, connect Cremorne to collector and arterial road and regional public transport facilities and play

an important role in shaping access patterns into, out of and through the area.

The selected Hot Spots generally represent areas where careful consideration is required to achieve both movement and place outcomes, and the convergence of public and private realm, transport and land use mean the successful planning and management of each site is highly influential in achieving the overall vision for Cremorne.

The five Hot Spot sites presented under the proposed network layout Option A are

- i. Punt Road – Kelso Street intersection
- ii. Cremorne Street - Kelso Street intersection
- iii. Cremorne Street – Swan Street intersection
- iv. Balmain Street – west of rail underpass
- v. Church Street – Balmain Street – Cotter Street intersection

The Hot Spots concept designs and accompanying street cross-sections are provided - refer pages 21 - 29 of this document.

Attachment 3 Attachment 3 - Cremorne Streets and Movement Strategy (Martyn Group & Hansen, June 2020)

Figure 2 - Proposed Network Layout Option A - with Punt Road/Kelso Street signalised intersection

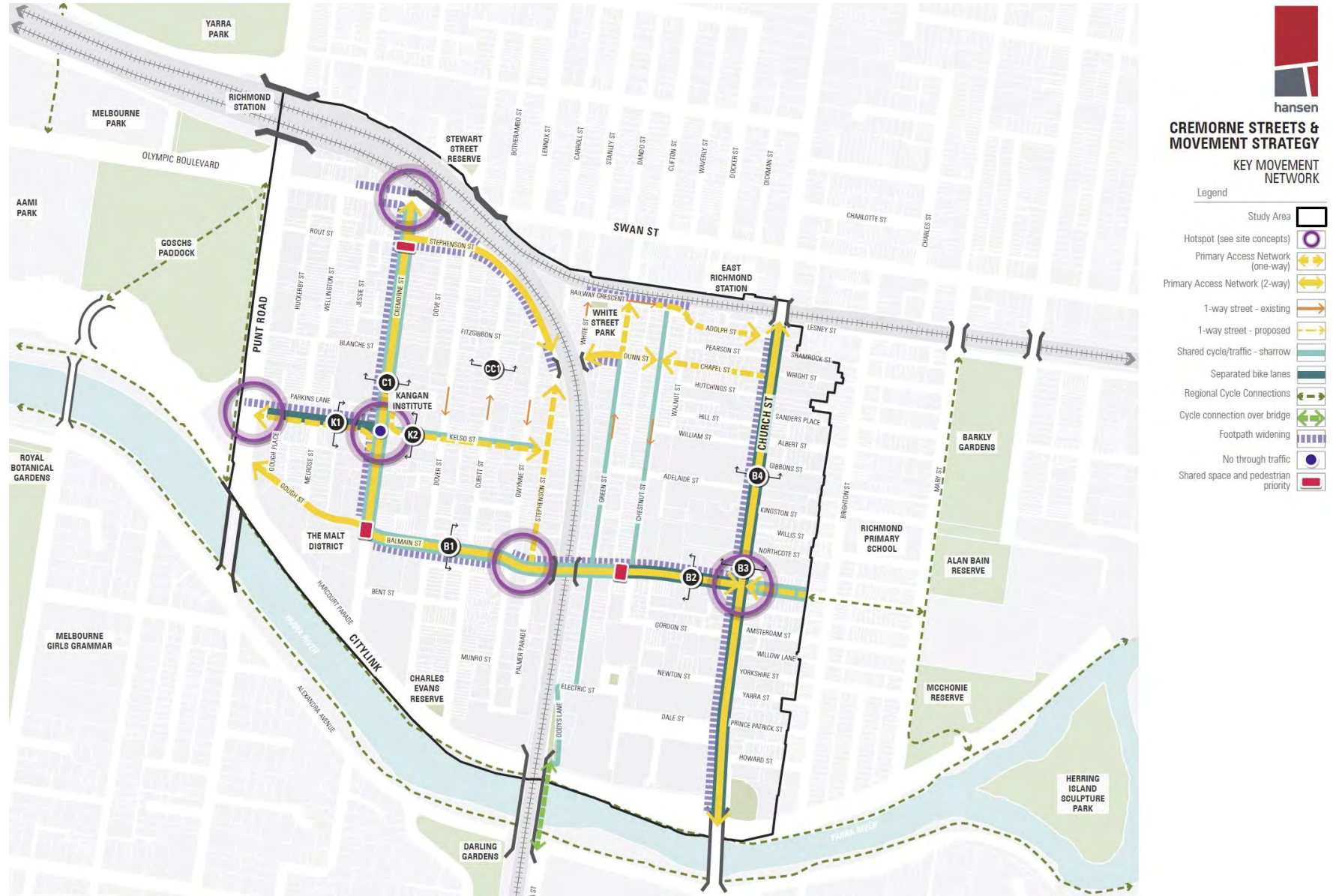


Figure 3 – Hotspot 1 concept design: Kelso Street - Punt Road intersection



Reason for intervention

Punt Road is currently a major barrier for pedestrian and cycling access to the west. The closest safe crossing point is at the Swan Street, 360m to the north, or Alexandra Avenue 280m to the south (via a crossing of the CityLink on-ramp).

Objective

Provide a new, safe crossing of Punt Road for pedestrians and cyclists connecting to public open space and the CBD and creating a western gateway to the precinct.

Design Features

A fully signalised intersection, incorporating:

- a pedestrian crossing
- separate two-way cycle crossing
- left-out and right-out traffic movements from Kelso St.
- no traffic access to Kelso Street
- removal of car parking on north side of Kelso Street
- Opportunities for planting, seating on west side of Punt Road,

Outcome

A safe pathway for local and regional active transport access to and from the precinct while retaining a one-way traffic movement function.

Conceptual design only and subject to change and refinement through more detailed investigation

Figure 4 – Hotspot 2 concept design: Cremorne Street – Kelso Street intersection



Reasons for intervention

- To address traffic using Cremorne Street as a rat-run without an origin or destination within the precinct.
- To provide increased pedestrian space and priority at the intersection - pedestrian count data indicates that in the AM peak and PM peak hours there are over 800 north-south pedestrian movements on Cremorne Street crossing Kelso Street.

Objective

Prevent through traffic on Cremorne Street while retaining precinct access. Provide a safer environment for cycling and walking at this intersection.

Design Features

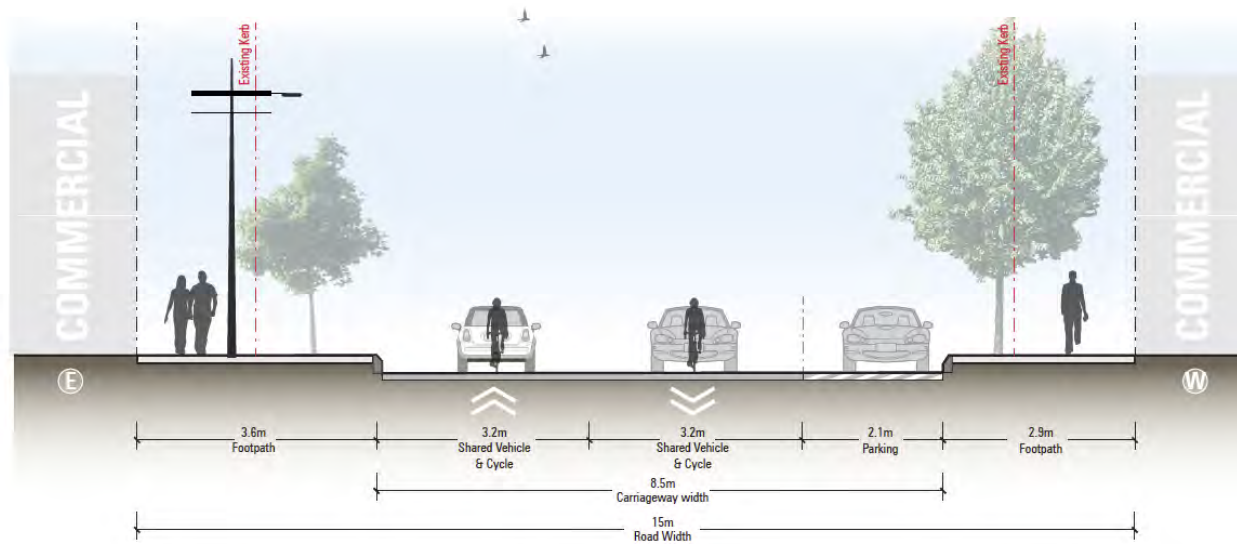
- Cremorne Street closed to through traffic
- Cremorne Street southbound access onto Kelso Street east which is converted to one-way eastbound
- Cremorne Street northbound access onto Kelso Street west which is converted to one-way westbound.
- All cycle movements are provided for
- Pedestrian crossings on all links
- Opportunities for planting, seating and pause points on extended foot path space.

Outcome

A safer walking and cycling environment, with retention of precinct access though better utilisation of the local movement network while discouraging rat-running traffic.

Conceptual design only and subject to change and refinement through more detailed investigation

**SECTION C1 :
CREMORNE STREET
1 to 50 @ A3**



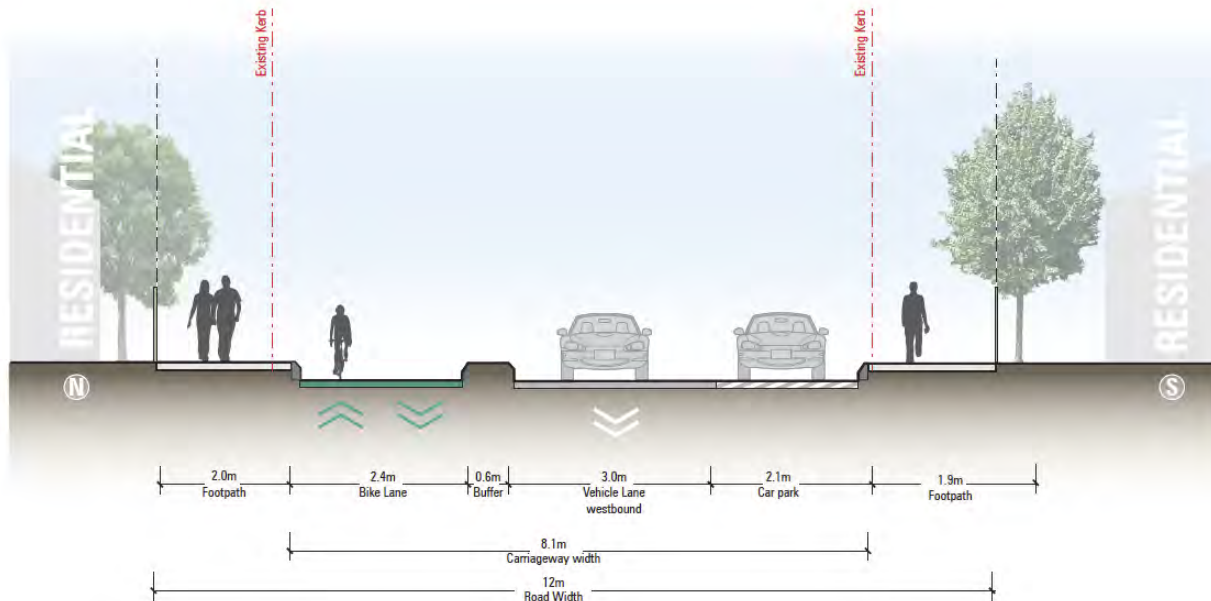
Design Features

- Expanded footpaths on both sides of the street to provide more pedestrian space and capacity and amenity features such as planting and seating.
- A removal of car parking on one side of the street
- Shared cycle and traffic lanes providing for local movements

Outcome

A redistribution of space from existing 24% ped, 33% car parking and 43% movement to 41% ped, 17% car parking and 43% movement.

**SECTION K1 :
KELSO STREET WEST
1 to 50 @ A3**



Design Features

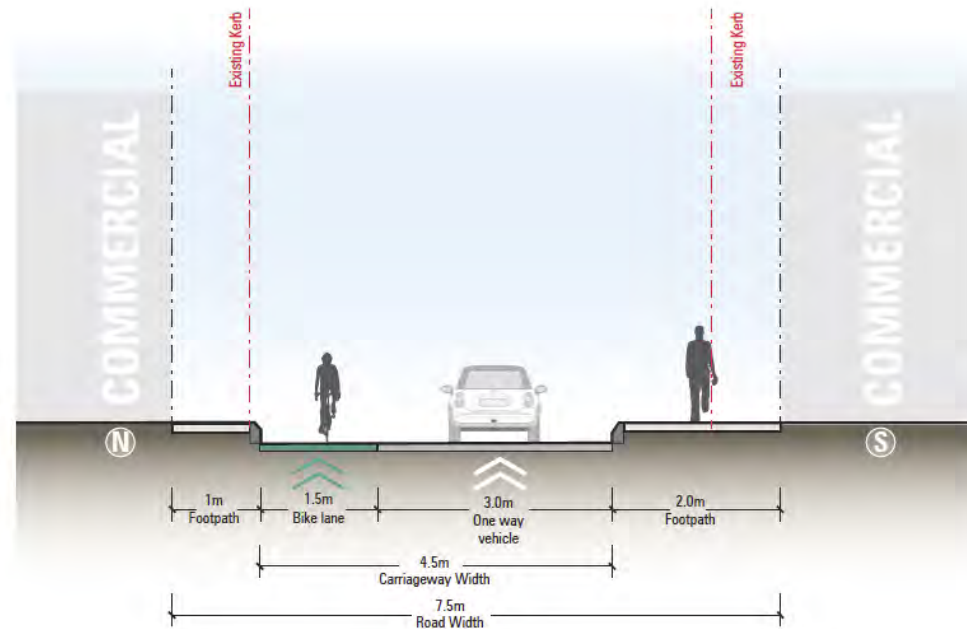
Treatment from Cremorne Street west to Punt Road.

- Change to one-way traffic access westbound only
- Provision of a new 2-way protected bicycle lane providing for east-west bicycle movement connecting to the precinct gateway at a new signalised crossing of Punt Road.
- Widening of footpath on northern side
- Retention of on-street car parking on southern side

Outcome

A redistribution of space from existing 31% ped, 18% car parking and 51% movement to 32% ped, 25% bicycle movement, 18% car parking and 25% vehicle movement.

**SECTION K2 :
KELSO STREET EAST
1 to 50 @ A3**



Design Features

Treatment from Cremorne Street east.

- Widened footpath on south side of street for increased pedestrian capacity and safety
- New 1.5m on-street cycle lane providing eastbound cycle movement and access into precinct
- Change to one-way eastbound only traffic movement
- Removal of car parking on south side of street, affecting approximately 6 spaces.

Outcome

A redistribution of space from existing 31% ped, 26% car parking and 43% movement to 40% ped, 20% bicycle movement and 40% vehicle movement.

Conceptual design only and subject to change and refinement through more detailed investigation

Figure 5 – Hotspot 3 concept design: Cremorne Street - Swan Street intersection



Reason for intervention

Key gateway and link to public transport with the highest pedestrian volumes in the precinct. Requires safety improvement for all sustainable transport users.

Pedestrian counts for peak hour AM and PM:

- N-S on Cremorne Street– 1448
- E-W across Cremorne Street– 1467
- N-S across Swan Street– 2214

A total of 5,149 pedestrian movements in 2 hours across AM/PM peak.

Traffic movements N-S on Cremorne Street for same 2hr AM/PM peak = 713 and for average weekday (24hr) – 5289.

Objectives

Improved pedestrian access, safety and capacity to address a key movement barrier whilst providing for regional vehicle and Tram movements. Creation of a northern gateway for Cremorne linking to Richmond Station and 246 bus services (Punt Rd).

Design Features

- Pedestrian crossing points on all legs of the intersection and dedicated pedestrian crossing phase to enable scramble/all directions crossing.
- Kerb build-outs and footpath extensions into currently vacant Government-owned sites to increase pedestrian capacity and open space.
- Car parking removal to allow for left and right-out traffic movement and retain one southbound lane into Cremorne Street.

Outcome

Rebalancing of movement priority towards sustainable transport, increased safety, amenity and precinct access.

Conceptual design only and subject to change and refinement through more detailed investigation

Figure 6 – Hotspot 4 concept design: Balmain Street west of underpass



Reason for intervention

High pedestrian activity in the unofficial 'centre' of Cremorne. Already subject to a range of place interventions.

Pedestrian counts for peak hour AM and PM:

- E-W through underpass - 685
- N-S across Balmain Street – 474

Total 1,059 pedestrian movements in 2 hours.

Traffic volume on Balmain Street for same 2hr AM/PM peak = 758. Weekday 24hr average = 3826. Up to 30% of peak hour movements are through traffic.

Objective

Reprioritise space toward improved place function and strengthen as internal gateway while providing increased pedestrian safety and access both to/from and within.

Design Features

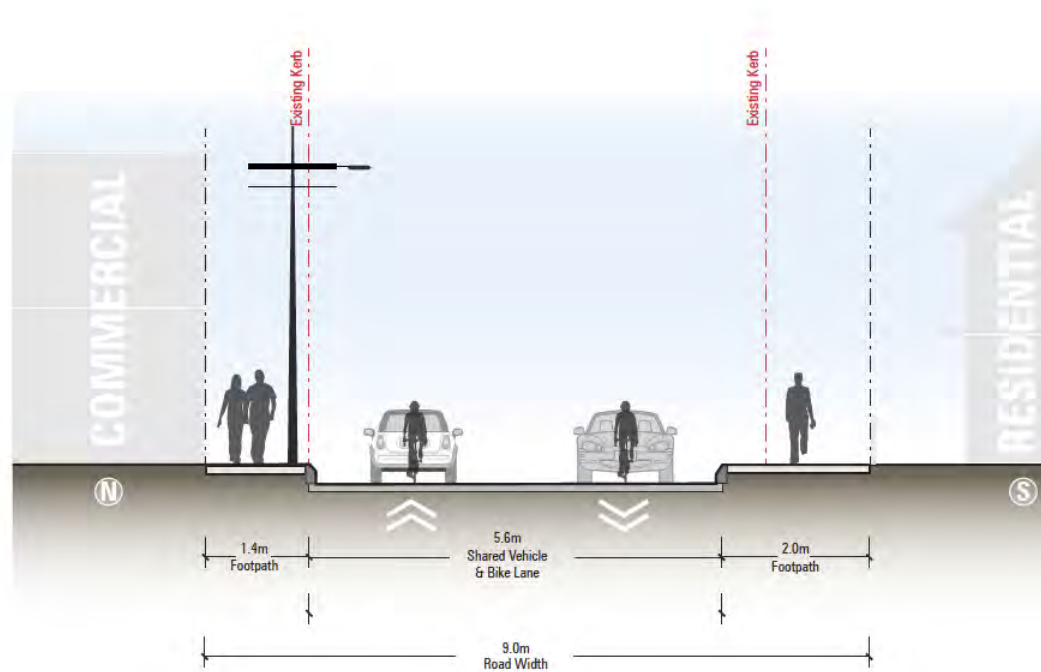
- Widened pedestrian footpaths under rail bridge
- Formalised pedestrian crossings of all roadways
- Further expand raised table and increased planting and seating

Outcome

Higher place priority and function and building towards a centre or heart of Cremorne.

Conceptual design only and subject to change and refinement through more detailed investigation

**SECTION B1 :
BALMAIN STREET WEST
1 to 50 @ A3**

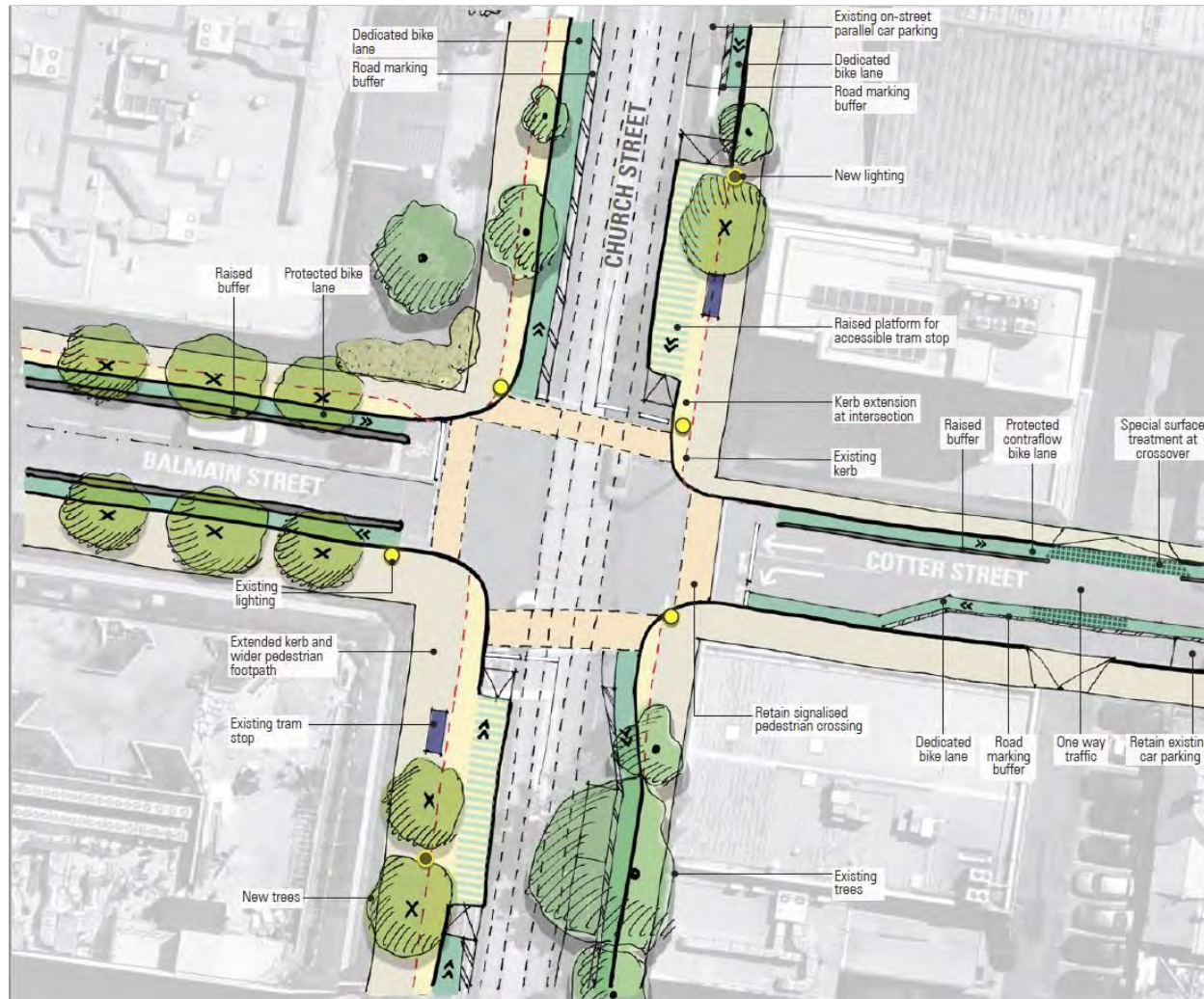


Design Features

Treatment between Gwynne Street and Cremorne Street.

- Increased footpath space on both north and south sides of Balmain St
- Retain 2-way traffic access as key movement corridor.
- Implement 30kph design speed and speed limit
- Bicycle shared with traffic via sharrow markings
- Removal of on-street car parking

Figure 7 – Hotspot 5 concept design: Balmain Street- Church Street- Cotter Street intersection



Conceptual design only and subject to change and refinement through more detailed investigation

Reason for intervention

Important gateway within and to/from precinct to regional public transport, cycling and traffic connectors as well as Church Street services
Site of high pedestrian activity - counts indicate peak hour AM/PM movements:

- N-S on Church Street– 905
- E-W crossing Church Street- 255
- E-W on Balmain Street– 317
- E-W on Cotter Street– 132

A total of 1,489 pedestrian movements in 2 hours in AM/PM peak.

Cotter Street important link to regional cycling network to the east (the main Yarra Trail and Gardiners Creek Trail).

Objectives

Create an improved internal and eastern gateway and a safer pedestrian environment.
Rebalance the space towards sustainable transport priority.

Improve links to regional public transport and cycling connections while retaining important through movement functions.

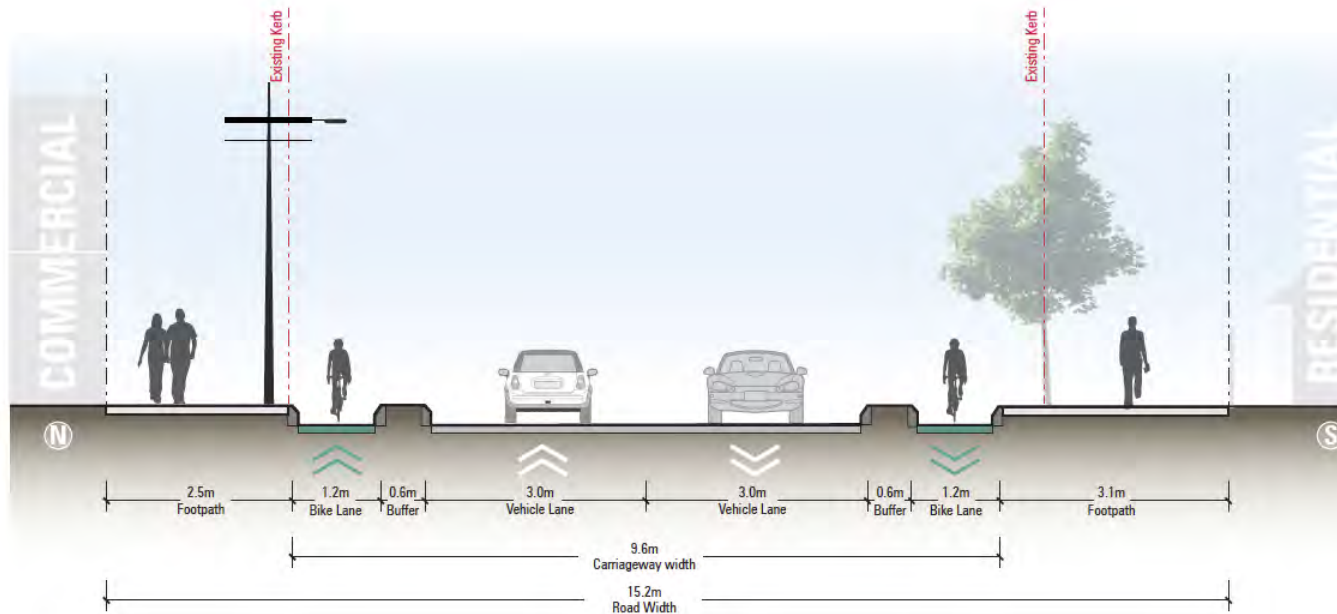
Design Features

- Balmain Street separated cycle infrastructure, widened footpaths and removal of one side of on-street parking.
- Church Street on-street cycle lanes with buffer widened footpaths and removal of one side on-street parking.
- Cotter Street on-street cycle facilities and one-way traffic westbound allowing out only onto Church Street.
- Integrated accessible tram stop.

Outcome

Creation of a high-quality internal gateway while allowing for regional through movements.

**SECTION B2 :
 BALMAIN STREET EAST
 1 to 50 @ A3**



Design Features

- Footpath widening on south side providing increased pedestrian safety and capacity
- Protected 1.2 m bicycle lanes with 0.6m kerb buffer to traffic to provide for east and west bicycle movements

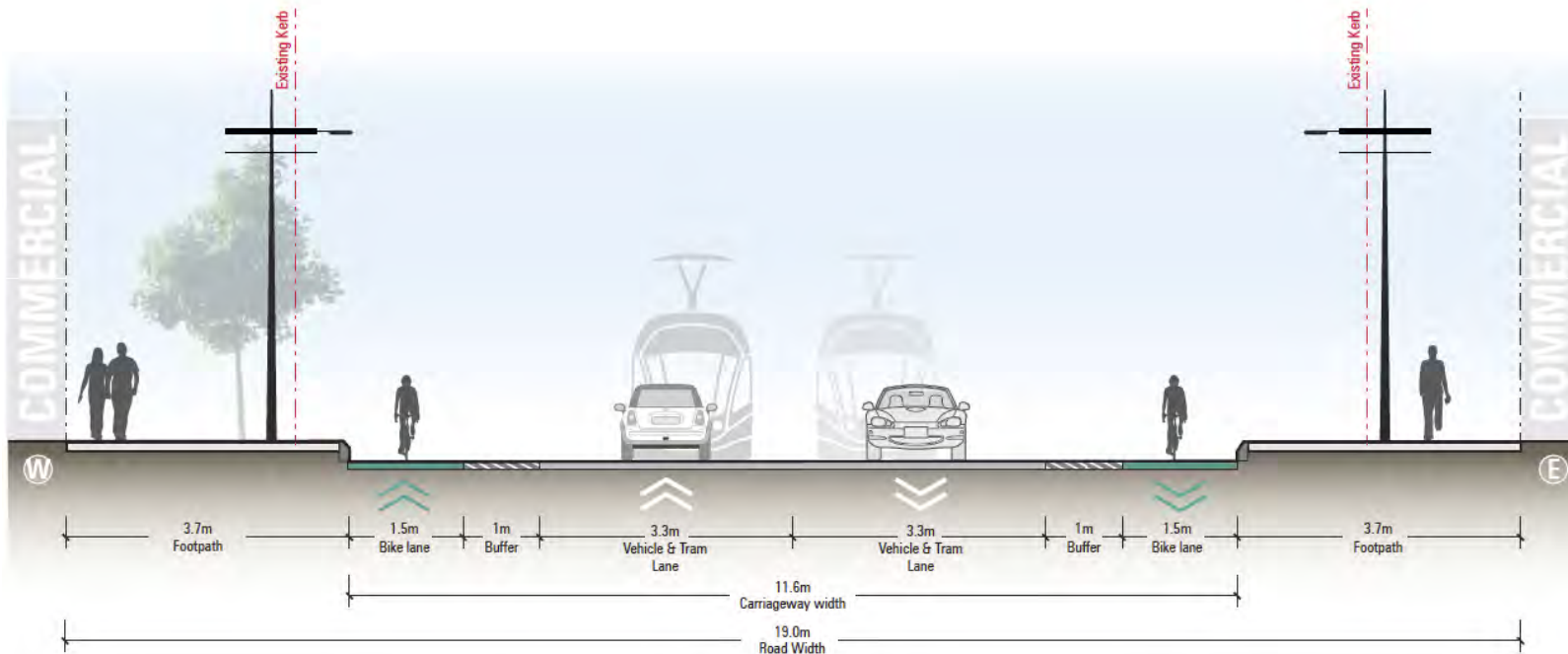
- Two 3.0m traffic lanes for east and west vehicle movements
- Removal of on-street car parking

Outcome

A redistribution of space from existing 33% ped, 28% car parking and 39% movement to 37% ped, 24% bicycle movement and 39% vehicle movement.

Conceptual design only and subject to change and refinement through more detailed investigation

**SECTION B3 :
CHURCH ST AT BALMAIN ST INTERSECTION
1 to 50 @ A3**

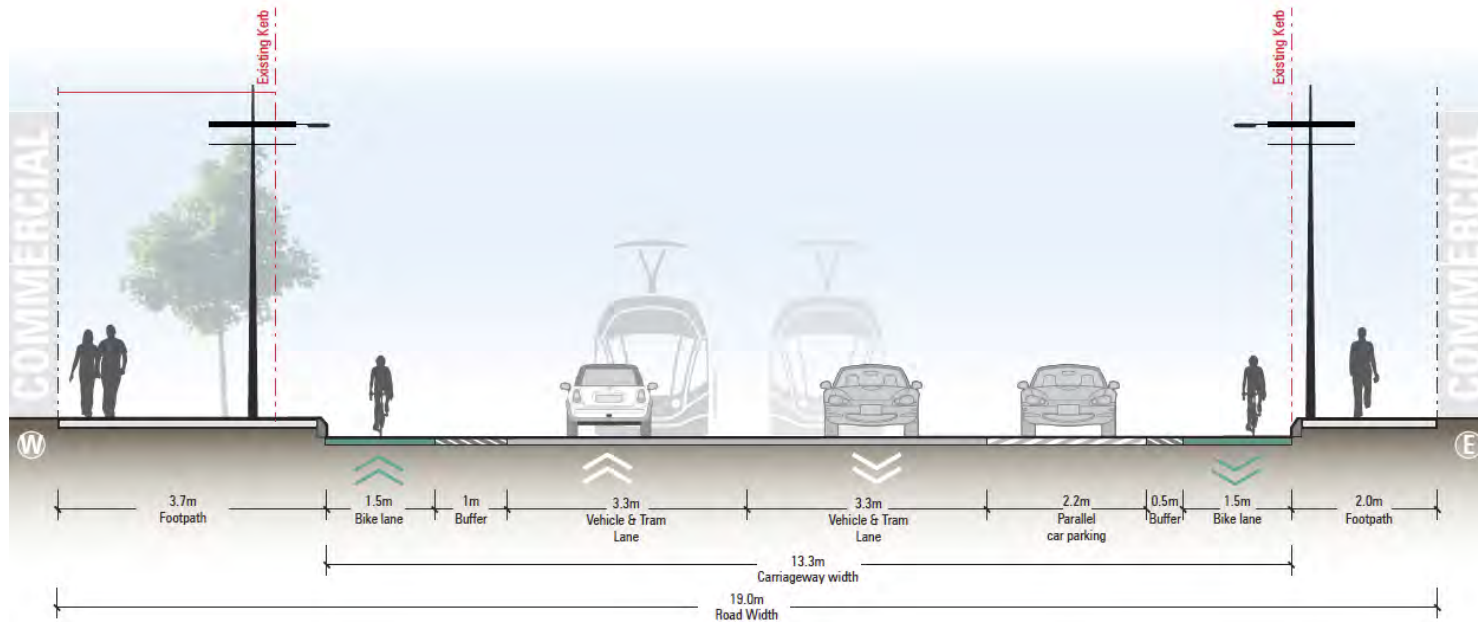


Design Features

- Footpath widening to 3.7m on both sides providing increased pedestrian safety and capacity at key public transport node
- On street 1.5 m bicycle lanes 1m buffer to traffic to provide for improved cycle access and safety on key N-S corridor
- Removal of on-street parking both sides at intersection to provide space for kerb extensions and cycle lanes and address key safety risk (dooring) for cyclists
- Two 3.3m traffic lanes for shared tram and vehicle movements

Conceptual design only and subject to change and refinement through more detailed investigation

**SECTION B4 :
 CHURCH STREET MID-BLOCK
 1 to 50 @ A3**



Design Features

- Footpath widening on west side providing increased pedestrian safety and capacity and increased capacity for on-street dining
- On street 1.5 m bicycle northbound with 1m buffer to traffic and 1.2m Copenhagen lane southbound with 0.5m buffer to parked cars to provide for improved cycle access and safety on key N-S corridor

- Removal of on-street parking one side to provide space for cycle lanes and address key safety risk (dooring) for cyclists
- Two 3.3m traffic lanes for shared tram and vehicle movements

Outcome

Increased space, safety and priority for pedestrians and cyclists while retaining important 2-way tram and traffic movement for regional connectivity function.

Conceptual design only and subject to change and refinement through more detailed investigation

4.3.2. Alternate Network Layout - Option B

As noted earlier, the Access Network layout Option A is dependent upon the establishment of signalised intersection at Kelso Street and Punt Road. It is acknowledged that reliance on this major upgrade, which is out of the direct control of Council, may weaken the Strategy and limit Council options to plan and deliver upgrades in the required manner.

An alternative Option B which retains the current layout of the intersection has also been included, presented as Figure 7 with accompanying updated cross sections for Kelso Street and Balmain Street.

4.3.2.1. Design Features

The alternative network layout Option B incorporates the following features:

- 30kph speed limits on all streets to improve safety, particularly in areas where space is shared between road users.
- Increased footpath space and pedestrian safety improvements in areas of highest demand connecting key origins and destinations based on pedestrian survey data.
- Improved cycle connectivity and safety to/from and within precinct through upgraded cycling infrastructure on Balmain Street, Church Street and Cotter Street, along with measures to slow traffic and provide more priority for cyclists on other components of network.
- Removal of some on-street car parking in areas of highest movement priority, based on traffic and pedestrian data.

- Increased movement role for Stephenson Street – recognising this as a key link connecting access points through rail barriers.
- Cremorne Street closure to northbound through traffic while retaining property access for servicing.
- Improved pedestrian access to Public Transport services including Church Street and Swan Street tram stops, Richmond and East Richmond Rail stations
- Opportunities to improve place function of public spaces, to incorporate seating, pause points, wayfinding and shelter.
- Focus on the key movement network and high change areas to protect amenity for the existing residential community.

4.3.2.2. Key differences from Option A

i. Pedestrian Access

Option B removes the signalised pedestrian crossing of Punt Road and therefore does not address this major barrier to safe pedestrian movement to the west to/from the Precinct. This also removes the gateway for the precinct to the west and instead retains Gough Street as the pedestrian pathway to the Yarra River, and Swan Street as the pathway to the CBD and open space.

ii. Bicycle Access

As above, Option B removes any bicycle facility on Kelso Street west of Cremorne street and the signalised bicycle crossing of Punt Road. This Option therefore does not address this major barrier to safe bicycle movement to the west to/from the Precinct. Gough Street and Punt Road

are retained as the western bicycle link to regional trails, open space, the CBD and destinations beyond.

Option B incorporates a separated two-way east-west cycle facility on Balmain Street between Gwynne Street and Cremorne Street. This is enabled through a change to one-way westbound traffic movement only on this section of Balmain Street, which is not as desirable under the Option A traffic network plan.

This facility provides enhanced cyclist safety and access through the precinct via Balmain Street and links with similar protected cycle lanes to the east of the rail underpass on Balmain Street. However, this facility only improves conditions for bicycle access within this part of the precinct, as space restrictions and the retention of two-way traffic movement on Gough Street do not allow the treatment to be extended. Cycle facilities and connections to/from the west via Punt Road remain poor and dangerous for cyclists.

iii. Vehicle Access

As addressed above, the two key changes for vehicle access under Option B are:

- The retention of Kelso Street west of Cremorne Street as existing with two-way traffic movement and left-in/left-out access to/from Punt Road
- Implement one-way only westbound vehicle movement on Balmain Street between Gwynne Street and Cremorne Street. This change is designed to provide space for a two-way protected

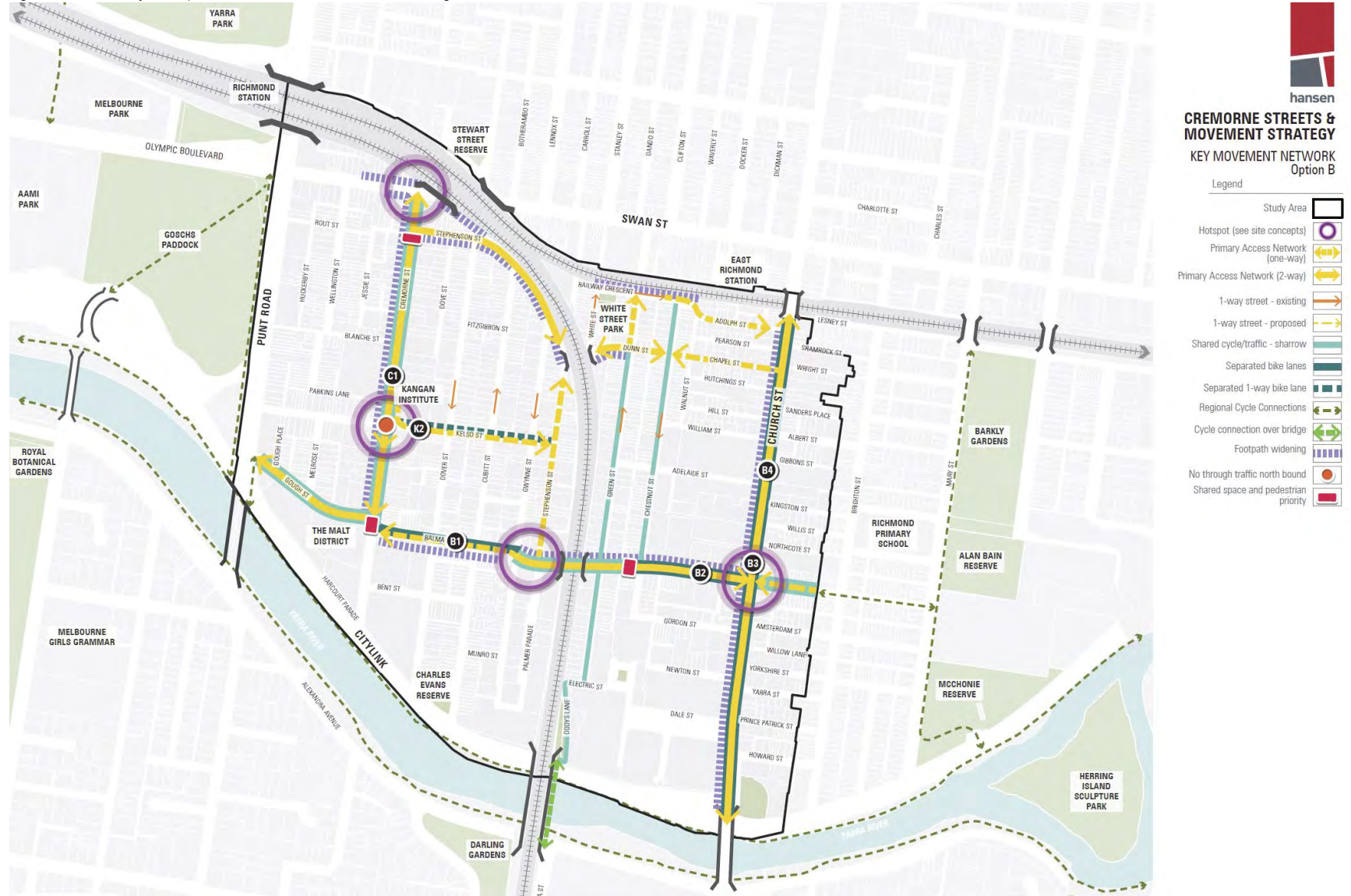
cycle facility while still allowing precinct access and widened footpaths to improve pedestrian safety and capacity.

The change to one-way access for Balmain Street would prevent through traffic access westbound from Punt Road along Balmain Street and help improve safety for all road users in this area. It is acknowledged that residents and business owners in the area south of Balmain Street that currently utilise this street for eastbound access would be inconvenienced. However, alternate vehicle pathways and a local access and servicing network still exists via Bent Street, Dover Street, Gwynne Street, Munro Street and Kelso Street. It is not anticipated these streets would experience a significant amount of additional traffic and there are no proposals to change operations of these streets.

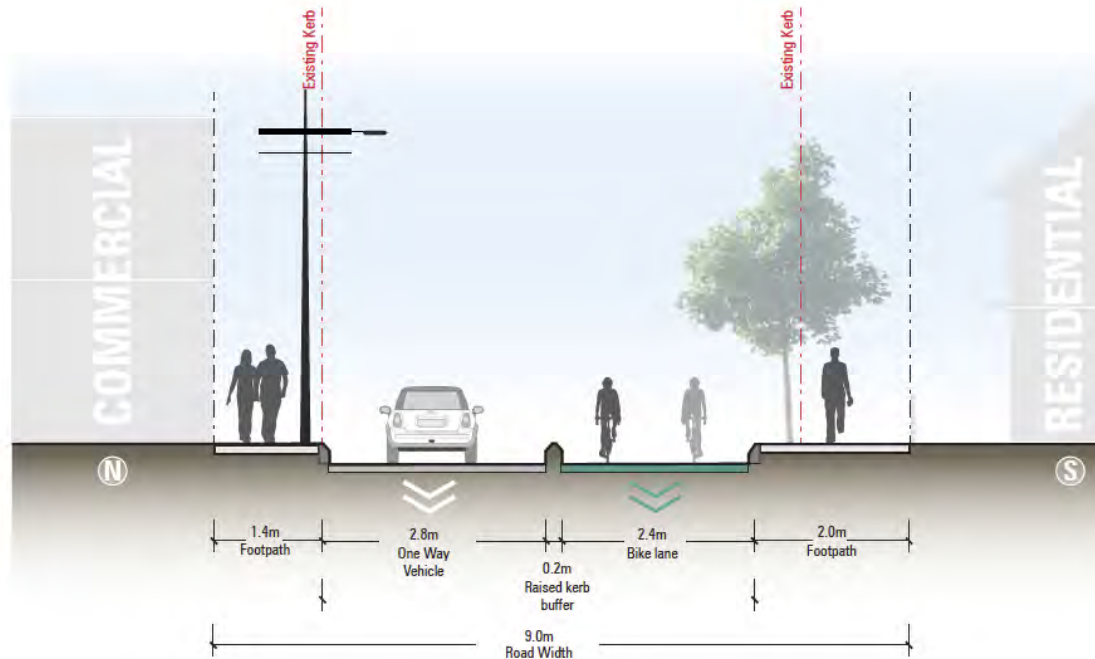
Furthermore, the reprioritisation of road space on Balmain Street would be likely to enable and encourage a more even distribution of local traffic on the access network.

Attachment 3 Attachment 3 - Cremorne Streets and Movement Strategy (Martyn Group & Hansen, June 2020)

Figure 8 - Network Layout - Option B – without Punt Road/Kelso Street signalled intersection



**SECTION B1 (OPTION 2):
BALMAIN STREET WEST
1 to 50 @ A3**



Design Features

Treatment between Gwynne Street and Cremorne Street.

- Change to one-way traffic access westbound only
- Provision of a new 2-way protected bicycle lane providing for east-west bicycle movement connecting to Gough Street and the regional network via Punt Road
- Widening of footpath on southern side
- Removal of on-street car parking

Outcome

A redistribution of space from existing 31% ped, 23% car parking and 46% movement to 38% ped, 29% bicycle movement and 31% vehicle movement.

Conceptual design only and subject to change and refinement through more detailed investigation

5. Strategic Policy Outcomes

The Network Layout Options presented above are designed to achieve key State and Local Government policy direction and objectives in relation to integrated transport and land use planning, including:

- i. 'Transport choice' is central to providing equitable access to employment and services. Transport choice means that there are a number of viable and attractive options, such as walking, cycling, public transport or private vehicles. Transport choice is also intrinsically linked to urban form. Providing activity centres with a range of employment, retail, educational and community services in close proximity to where people live means that people will have more transport choices.
- ii. Investment decisions in the transport network should be informed by a road user hierarchy and a Movement and Place based assessment approach.
- iii. Promoting sustainable transport (walking, cycling and public transport) is considered best practice on a State-wide basis and can help recognise the following benefits:
 - Healthy, active communities – there is a strong link between active transport and health.
 - Socially connected, liveable communities – places where people walk, cycle and use public transport are likely to perform better on a range of social indicators.
 - Transport efficiency – increased use of sustainable transport has environmental and economic benefits through reduced greenhouse emissions and reduced space required for vehicle movement and storage.
- iv. Planning for new development must consider providing for and promoting sustainable and active transport modes in accordance with the road user hierarchy. This includes a requirement for major developments to integrate with the transport network, including public transport and cycling.
- v. The City of Yarra policy guidance prioritises sustainable transport modes in meeting future transport demands within the municipality and has a number of specific policies and strategies to promote increased walking, cycling and public transport modeshare.
- vi. Private vehicle travel is not considered a priority or mass transit mode in this location, and future planning policy must recognise the limitations of car access into Cremorne.
 - Access for all members of the community – a large number of people in the community do not or cannot drive, and the provision of attractive and viable alternative means of transport is a key factor in whether a community is affected by transport disadvantage.
 - Safety – Increased sustainable and active transport improves safety and perceptions of safety.

6. Implementation

The successful realisation of the Streets and Movement Strategy rests on delivery of the five identified precinct hotspots – which represent the ‘big-ticket’ items and are the key enablers of the Network Layout options. These components represent the sites of highest priority, activity and conflict within the Cremorne network.

Three of the five hotspots are located on the State declared road network, and another (Kelso Street – Cremorne Street intersection) has significant implications on the functioning of regional access routes. Although the Strategy aims to focus on what Council can achieve and initiate, moving forward with the recommendations of the Streets and Movement Strategy is dependent upon Council commitment to further investigation, design development and stakeholder engagement to advocate to and pursue a partnership with State Government for the delivery of the identified key hotspots.

Given the current project delivery environment, it will be necessary for Council to identify and take initiative on forming the appropriate governance structures and committing to the level of resourcing required to effectively deliver and monitor development of these sites.

Of primary influence in determining future Network Layout will be the Punt Road – Kelso Street signalisation. It has been acknowledged that delivery of this component will have a range of significant benefits and achieve a range of policy objectives. However, delay, or non-delivery, of this component will require an alternate approach as set out in Network Layout Option B.

The street network cross-sections and other complimentary measures on the local street network around the hotspots can be planned and designed by Council, in partnership with the local community, but will be implemented as a second stage and rely on the delivery of the hotspot initiatives.

Prioritisation of hotspots will be influenced by a number of factors including; project work already underway; the ability to deliver the most significant (and measurable) sustainable transport outcomes, safety and amenity impacts; feasibility of implementation; cost, and the ability to deliver the best possible community benefits within Council’s resources.

In order to move forward and prepare for the implementation of the Strategy, it is recommended that Council establish and maintain regular dialogue and a meeting schedule with external stakeholders who are important partners in the delivery of transport actions. Such groups would include representatives of Department of Transport, Victorian Planning Authority, public transport operators, major public and private landowners, and local interest groups.

Appendices and Supporting Information

Appendix 1 – Street Network Classification Table

Category	Role	Description and Characteristics	Treatment types – what does it look like?	Proposed example locations
Movement	Prioritise and enable the safe and efficient movement of people and goods into and out of Cremorne	<ul style="list-style-type: none"> Experience average traffic volumes of over 1000vpd Provide links between gateways and key origins/destinations/places within Cremorne Support areas of highest pedestrian demand leading to public transport services Experience high levels of congestion, conflict and competing demands for space. 	<ul style="list-style-type: none"> removal of on-street car parking one-way vehicle access on-street space for essential vehicle access via disabled bays, car share spaces, or short-term parking for drop-off and deliveries. limit through traffic movement, in particular between regional connectors via Cremorne and Balmain Streets. provide street level setbacks shared servicing areas and removal of street clutter, undergrounding of power to remove infrastructure obstructions from the street. 	<ul style="list-style-type: none"> Cremorne Street Balmain Street Kelso Street Gough Street Stephenson Street Cotter Street Dunn Street Chapel Street
Gateway	Identify, prioritise and improve key sites of access to and within Cremorne	<ul style="list-style-type: none"> provides for highest movement volumes, with significant peak demand profiles. act as a transition point to major regional connectors – public transport stations and stops, Church St, Swan St, Punt Road. located at intersections or pathways through movement barriers, and experience high levels of conflict within a restricted space 	<ul style="list-style-type: none"> intersections to more accurately accommodate the actual movement demand by each mode. dedicated full movement ped crossing phases with crossing from both sides greater tram priority and separation new site development required to provide built form setbacks and a contribution to public space. one-way access streets turn bans and restrictions through LATM to provide safer access and greater ped priority 	<ul style="list-style-type: none"> Swan St/Cremorne St Church St/Balmain St Church St/East Richmond Cremorne St/Kelso St Punt Road/Kelso St Punt Road/Gough St Balmain Street underpass Dunn Street underpass
Local	Prioritise and protect local access and recognise place role	<ul style="list-style-type: none"> local residential and mixed-use streets away from retail frontages Include the Neighbourhood Residential Zone and Heritage Overlay Areas Generally provide a road reserve of around 12 metres wide that incorporates on-street parking with narrow footpaths on both sides and in some cases including tree planting and narrow nature strips. Include the laneway networks – often providing an alternate rear access 	<ul style="list-style-type: none"> Application of Streets for People principles to areas of lower change to encourage local streets that provide more than just an access or car-storage role. Incorporate 8-80 design principles that make streets accessible for all. Retaining existing cross sections and on-street parking with improved/upgraded entry point treatments to slow traffic, discourage through movement and create an awareness of a changed priority environment at intersections with the movement network. Providing for safer cycle access through addressing other road user behaviour. 	<ul style="list-style-type: none"> NRZ and Heritage Overlay areas Huckerby Street – Wellington Street – Rout Street – Blanche Street – Gough Street – Melrose Street Green Street – Chestnut Street – Dunn Street – White Street – Railway Crescent Cubitt Street – Gwynne Street – Bent Street – Munro Street
Walking and Cycling	Provide a network of safe access routes for all pedestrians and cyclists to/from and through Cremorne.	<ul style="list-style-type: none"> Provides a range of pathways for safe, direct pedestrian and cycle access, including routes of lower traffic volumes and speeds to act as alternates to movement priority streets. Recognises pathways that provide regional connectivity and cycle catchment access to/from Cremorne Does not prioritise cyclists without an origin or destination in the precinct (through traffic) but focuses on access within Cremorne and providing route choice and permeability for walking and cycling. Forms the basis of a recreational walking network for employees and residents for use at any time of the day or night. 	<ul style="list-style-type: none"> Sufficient footpath width to avoid overcrowding Safe street crossings and avoiding conflict with other travel modes Direct paths located on pedestrian desire lines Pedestrian paths free of obstacles (such as advertising signage, street furniture, rubbish bins) Pathways which meet DDA (1992) standards incorporating 8-80 design principles Measures to address perceptions of safety, including clear sightlines, lighting, active surveillance and active frontages Incorporating wayfinding and placemaking initiatives and areas of interest on the network. developments to provide public realm benefits along building edge (e.g. setback, integrated seating, landscaping), to take pressure off the streets to perform this role. Consolidation of street furniture and poles to allow for more capacity on existing footpaths and strategic conversion of carparking/road space at key pinch points and nodes. 	<p>N/S and E/W linkages including the Capital City Trail and Main Yarra Trail, the proposed Strategic Cycle Corridor network and open space areas (such as Gosch's Paddock) to the east and west</p> <ul style="list-style-type: none"> Church Street Dover Street-Cubitt Street-Gwynne Street Gough St Kelso St Balmain St Green Street-Chestnut Street-Electric Street-Oddys Lane Expansion of shared spaces and initiatives such as Walnut St
People Place	Areas where streets can be utilised for public open space and play a higher place role	<ul style="list-style-type: none"> located at key pedestrian movement junctions experiencing a high pedestrian demand across all times of the day/evening may be considered as meeting points, areas of higher value interface with private development, that have higher perception of safety through encouraging activity and DDA compliant access for all often overlap with internal gateways – have a role to play in creating sense of place and entry points adjacent to land uses that attract high pedestrian movement at all times of day and into the evening – such as public transport facilities, entertainment areas 	<ul style="list-style-type: none"> Improve streetscapes and public space by providing street seating, shade, meeting points, lighting and tree planting around high change areas and redevelopment sites. Promote and encourage ground level links through new development sites and opportunities for seamless integration of the public and private realms Design spaces to be inclusive, accessible and provide a range of experiences and attractors for all members of the community. These sites may function in different ways across the day/evening to provide a high level of public amenity while still allowing access for servicing. 	<ul style="list-style-type: none"> Church St/Balmain St Church St/ Dale St Balmain/Gwynne to Stephenson East Richmond Station Cremorne St/Gough St/Balmain St Gwynne St/Stephenson St Stephenson St/Carpark

Appendix 2 – Issues and Opportunities Report



Cremorne Streets and Movement Strategy

Issues and Opportunities Analysis

Martyn Group and Hansen Partnership

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1. Study Context

What is the Cremorne Streets and Movement Strategy?

This paper summarises issues and opportunities with the aim of informing and guiding a joint State Government and Council strategy of integrated actions that will ensure the Cremorne Precinct continues to be an employment location of choice into the future.

Following a snapshot of the Cremorne Precinct, the paper outlines the issues and opportunities for Cremorne covering Access and Movement.

What is the Cremorne Precinct?

The Cremorne Precinct is principally an employment precinct with pockets of residential development. After being touted for urban renewal and redevelopment for major housing development less than 5 years ago, it is now of location of choice for highly creative and innovative businesses and edgy start-ups, particularly in tech, finance and creative sectors.

The Cremorne Precinct is generally considered to be bounded by Swan Street, Brighton Street, Punt Road and the Yarra River.

It comprises land zoned for commercial uses and occupied predominantly by a range of tech, finance and advanced manufacturing businesses. On the southern side of Swan Street and along Church Street the business mix is focussed on entertainment and retail with a strong furniture and homewares flavour along Church Street.

There are pockets of residential zoned land comprising largely heritage terraced housing immediately east of Punt Road, east of the train line and around Dover Street. In the south west and south east corners, adjoining the Yarra River, there are recently constructed and planned mixed use developments which are adding to the mix of employment, housing and entertainment offer in the precinct.

The precinct is close, though currently poorly connected, to major infrastructure and community assets that provide businesses and employees with ready access to a high-quality transport, retail and entertainment offer. To the north is Richmond train station, and an array of entertainment options and local services for employees in the Swan Street Activity Centre. To the west is the open space and the sporting precinct of Melbourne Park. To the south is the Yarra River and capital city trail with South Yarra Station, the Botanical Gardens and the entertainment and retail offering of Chapel Street beyond.

Within the precinct, there is a small but growing offer of cafes, bars and restaurants, and new businesses are bringing shared workspaces and communal spaces that are accessible to the broader business community.

The designation of Cremorne as an Enterprise Precinct acknowledges the areas emergence as Australia's premier destination for creative design, particularly in the tech and digital space. The Victorian State Government recognise that Cremorne is going through a profound period of

growth, reinforcing its industry specialisation and strategic potential, and supporting Melbourne’s economic development.

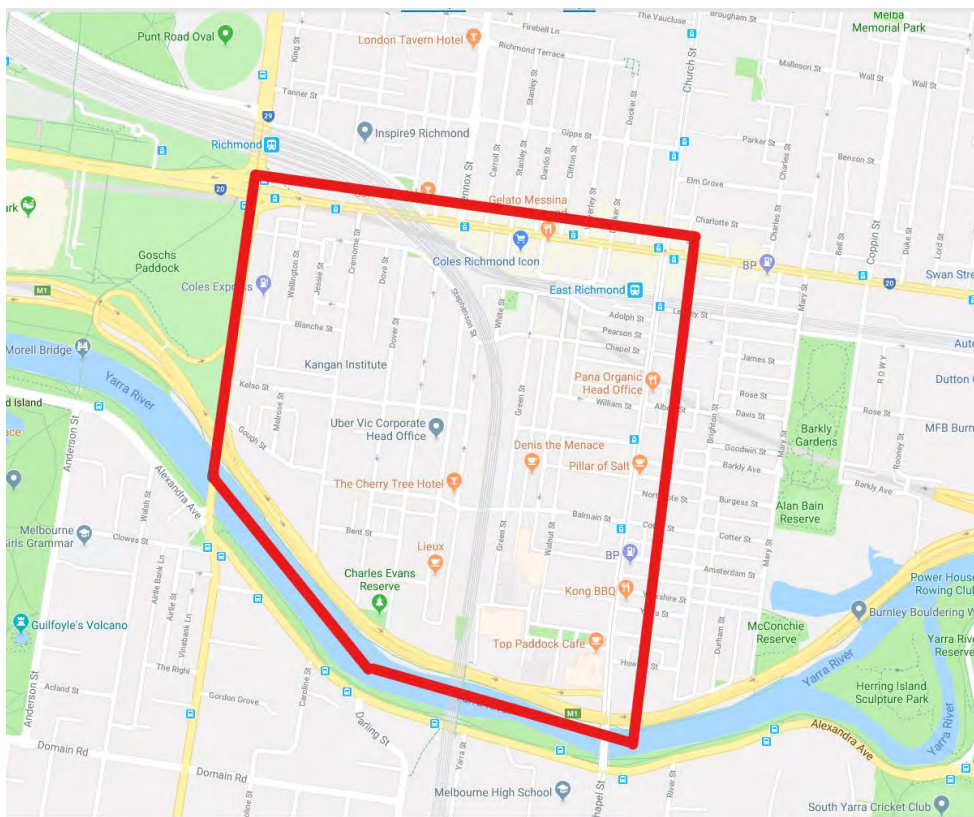


Figure 1 - Cremorne Precinct study area

2. Existing Studies and Policy Guidance

A range of investigations and planning documents have been prepared in recent years by Council and by others for differing purposes. These provide a sound and robust understanding of the issues and opportunities for the Cremorne Precinct. VCAT decisions and community consultation also provide vital insights to the issues and opportunities for the Cremorne Precinct.

Council Adopted Strategies

1. *Cremorne and Church Street Precinct Urban Design Framework, City of Yarra, 2007;*

This planning document adopted by Council was prepared to guide the future design and form of new buildings and public realm in the precinct.

2. *Spatial Economic and Employment Strategy, SGS Economics and Planning, 2018;*

This strategy outlines Council's strategic directions for delivering the employment projections for the City of Yarra over the next 15 years, focussing predominantly on future land and zoning requirements.

3. *Swan Street Structure Plan, David Lock Associates, 2014;*

This planning document provides a vision and a set of land use and built form directions for the Swan Street Activity Centre, the Cremorne Precinct and the Burnley Employment Precinct.

Council Commissioned Investigations

4. *Church Street Corridor Economic and Land Use Analysis, Urban Enterprise, 2015*

This investigation was commissioned by Council and examines the land use and business sector mix for a discreet pocket of Cremorne.

5. *Cremorne: Design Opportunities Workshop, Office of the Victorian Government Architect, 2015;*

This workshop summary draws together the conclusions from mini site investigations for three strategic sites in the Cremorne Precinct.

6. *Cremorne Integrated Transport Strategy, Martyn Group, 2015;*

This investigation commissioned by Council identifies the challenges and opportunities for access and movement in the precinct

7. *Office Demand Study, Urban Enterprise, 2017*

This investigation commissioned by Council identifies the scale of recent and projected demand for office floorspace in the municipality and the key drivers for the recent sharp increase in floorspace demand and supply.

8. *Spatial Economic and Employment Strategy workshop reports, Social Fabric, 2018;*

This workshop summary draws together the conclusions from consultation with businesses in Cremorne on the strategic directions in the

9. *Yarra Planning Scheme parking rates review – Traffix, June 2017*

The justification for office parking rates will need to recognise that the rates are “aspirational”, and primarily relate to Council’s policy of supporting mode-shift and use of sustainable travel modes over private car, as well as the policy to minimise traffic congestion associated with accessing offices and utilising the abundant sustainable modes of travel available in this inner city locality.

Parking Overlay(s) are likely to be applied to activity areas which have a higher public transport accessibility than other parts of the municipality (where default Clause 52.06 Column A rates will continue to apply) and are therefore well suited to accommodate lower parking rates.

The Traffix report concluded that a Parking Overlay (Schedule 2) would be appropriate for the Cremorne Precinct, and that such an Overlay could specify a reduced parking rate for office uses having regard to the locality and desire to reduce peak hour travel in particular and could revert to Column A rates for all other uses, noting that it is not a concentrated “Activity Centre” environment.

Other Sources

10. *GTA report for Streamlining Hoddle St project (MRPV)*

GTA Consultants were commissioned by Major Road Projects Victoria to determine the implications of the State’s *Streamlining Hoddle Street* project to the function of the internal road network in the study area. The report found the project will ultimately change the way motorists’ access and egress the precinct at certain location, and subsequently impact other modes of transport. The report addresses local issues for Cremorne traffic access and movement including:

- Access and egress to Wellington Street via Swan Street
- Intersection of Cremorne Street and Swan Street
- Congestion issues on Cremorne Street
- Dealing with non-local through trips (either originating within or outside the study area)
- Adequacy of walking and cycling infrastructure

For each issue, the cause and a range of potential mitigating measures were identified having regard to the existing conditions and road characteristics of the area.

11. VCAT decisions

There are several relevant VCAT decisions that provide insight into the issues and opportunities for the Cremorne Precinct. The most notable is the VCAT decision for the Maltings Development where access and movement, heritage, public realm, and built form were all considered.

12. Cremorne Remix Strategic Vision, MGS Architects, 2017;

This document was commissioned by a landowner in the precinct that identifies some strategic opportunities for government and private sector intervention and investment to support the continued success of the precinct.

3. Issues and Opportunities

Presented below is a summary of the key issues and opportunities identified from background documentation review, investigations and analysis.

3.1. Integrated Transport and Land Use Planning

The ongoing intensification of land use and transition from lower density residential to mixed use commercial, office and higher density apartment living has a very strong impact on movement demand and travel behaviour. This transition and growth in demand on the transport and street network has implications on the level of accessibility for existing residents and those visiting for work or leisure, as well as standards of living for the future Cremorne community.

There are several large sites within Cremorne that are likely to be developed in the future. These sites could bring about significant change within their immediate vicinity and within the Cremorne Precinct more broadly, including provision of public open space, shared parking facilities and potentially other community infrastructure.

Cremorne has attributes and qualities that are proving to be highly appealing to a range of businesses of varying sizes with over 100,000sqm of development recently approved or under assessment (Office Study, 2018). This demand is anticipated to continue. The SEES (2018) identifies that there is potential for approximately 300,000 sqm of additional floorspace in Cremorne to 2031.

The Kangan Institute have a presence in Cremorne but there are no other public sector institutions present or contributing to the economic performance or diversity of the precinct.

It is anticipated that congestion will increase as development in and around Cremorne intensifies and traffic volumes on local roads increases. Investigations into the cumulative traffic impacts of development in Cremorne have found that traffic queuing and delays are likely at key intersections.

For Cremorne to develop in a sustainable way and successfully provide a transport network and public realm quality that can meet future travel demands and preferences, a greater emphasis must be placed on sustainable modes. As land uses intensify, the management of the movement network, including allocation of road space, must respond to keep pace with growing demand.

3.2. Access and Movement

Cremorne is well served by a range of transport options, including three train stations, two tram routes, pedestrian and cycling links, car share facilities and an extensive road network. Access to public transport is considered 'very good', and a high proportion of residents and workers in the study area use sustainable modes to travel to work. However, compared to other parts of

Yarra, there is marginally less walking and cycling, and more car use in the Cremorne suburb¹. Specific components of the road network experience congestion at peak times, and on-street car parking is generally fully occupied.

The most common mode of transport to work for people living in Cremorne is by private vehicle, as a driver. However, it is noted that the proportion of residents driving to work is significantly lower than for both Metropolitan Melbourne and City of Yarra (both 60%).

Mode of Transport	Trips from Cremorne	%
Car, as driver	452	46%
Train	214	22%
Walked only	173	17%
Bicycle	62	6%
Tram	10	1%
Other	82	8%

Figure 2 - ABS Journey to Work 2016 data - trips from Cremorne

The table below shows the statistics for employees travelling to Cremorne for work. Journey to work trips do not account for all trips but the measure is recognised as a reliable source for estimating trips during times of AM and PM peak demand.

Travel to work	Trips to Cremorne	%
Car, as driver	5,248	50%
Train	2,644	25%
Walked only	599	6%
Bicycle	400	4%
Tram	333	3%
Other	1369	13%

Figure 3 - ABS Journey to Work data 2016 - trips to Cremorne

The data indicates that while driving is the most popular mode of transport, alternate modes of transport make a substantial proportion of the travel to work trips (50%, employees coming into Cremorne and 54% of residents of Cremorne).

¹ ABS Travel to Work data identifies 39% of residents drive and 16% walk of residents in Cremorne compared to 34% drive and 18% walk

Walking is a component of all public transport journeys, and when these trips are combined with those in Walked only, 40% of all resident and 34% of all employee journeys to work involve walking within Cremorne.

The high percentage of non-car-based travel means that improvements to public and active transport connections within the precinct would benefit a high proportion of workers and residents and could support a greater mode shift away from cars.

Journey to Work Analysis

The ABS provide Journey to Work destination data at an SA2 level. For Cremorne, it is included in the Richmond SA2 area which also incorporates the suburbs of Richmond and Burnley. While there may be differences in travel behaviour between the areas that encompass Richmond SA2 (Burnley is likely to be more car oriented and Cremorne less so), it provides a high-level view of commuting patterns to the area. The Richmond SA2 area is shown in black, with Cremorne highlighted within it.

Figure 4 shows the location of car commuters to the Richmond SA2 area. The largest concentrations are found within the adjoining municipalities and within the City of Yarra itself. Boroondara had the highest number of car commuters with almost 2,000 vehicle trips into Richmond SA2 every day. This was followed by the City of Yarra with 1,429 car commutes.

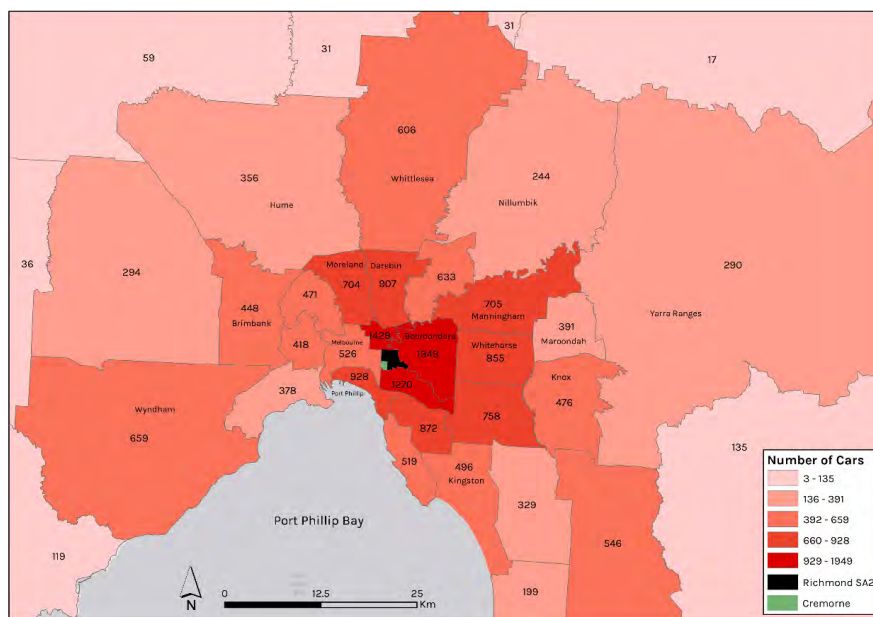


Figure 4 Richmond SA2 car commuters by LGA

Figure 5 shows the train commuting patterns for those who work in Richmond SA2. It shows that those who live along the Cranbourne, Pakenham, and Frankston corridors had high train commuting numbers, as does those coming from the City of Melbourne. Interestingly, Darebin

and Moreland had the first and second highest numbers of train commuters by LGA, despite not having direct train connections to Richmond SA2. Both municipalities require transfers at Flinders Street Station to reach the area.

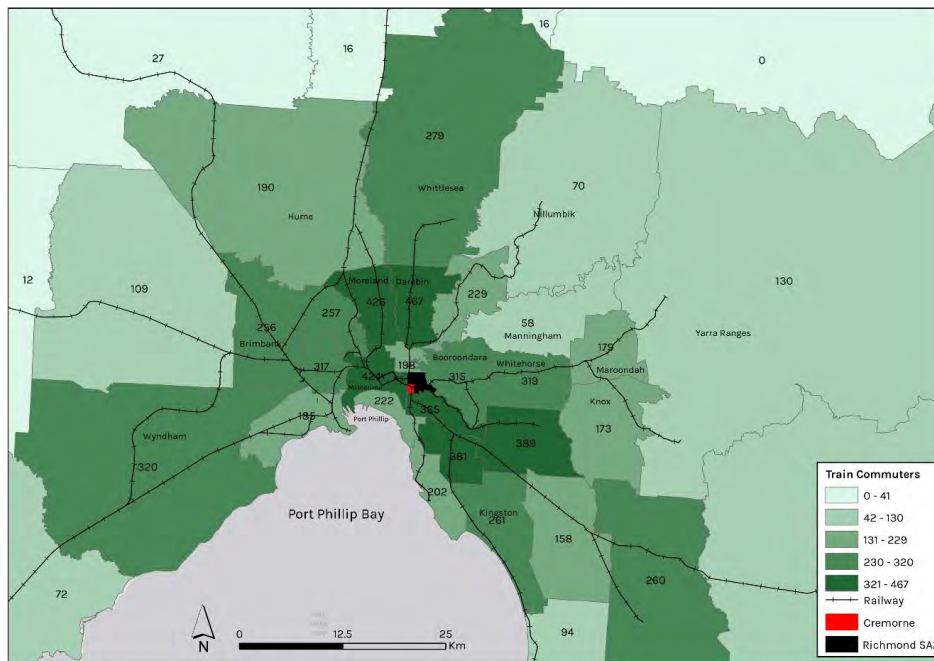


Figure 5 Richmond SA2 train commuters by LGA

Access constraints

Access to/from and within Cremorne is constrained by a range of factors including:

- Arterial roads to the north (Swan Street), east (Church Street) and west (Punt Road), the Yarra River and Citylink to the south. While the arterial road linkages provide direct regional connections to/from the Precinct, they are also highly utilised and carry a significant volume of through traffic without an origin or destination in the area for the wider metropolitan region. This through traffic can also generate increased traffic volumes on Cremorne’s local road networks and create traffic congestion.
- Raised rail corridors which traverse both north-south through the precinct and provide two crossings (at Dunn Street and Balmain Street) through the Sandringham-Pakenham group lines and east-west (servicing East Richmond Station) providing three crossings through the Lilydale-Glen Waverley group lines. As a result, these areas are conflict points and create safety risks for pedestrians, in particular the high volumes of workers accessing Balmain St during AM/PM and lunchtime peaks.
- Vehicle access to the precinct is concentrated at two intersections (Cremorne/Swan St and Balmain/Church St), which could be considered the key gateways to the precinct.

- All access to/from Punt Road is restricted to left-in / left-out only and there is only one exit on to the CityLink. There are multiple exits and entries to Church Street however access to Swan Street is limited to Cremorne Street because of the rail corridor. Access to Swan St from the north-western part of Cremorne has become further constrained with the addition of the tram super stop on Swan Street restricting access to left-in left-out only at Wellington Street.
- Congested and compromised pedestrian environments and high demand across all modes at constrained access points, including the intersection of Cremorne and Swan Streets, and the intersection of Balmain and Church Streets
- A relatively constrained street network that generally prioritises car traffic and parking, with limited space for pedestrians and dedicated cycle infrastructure;
- Low quality, limited public realm that affects the desirability of walking through perceptions of safety for pedestrians, particularly at night;

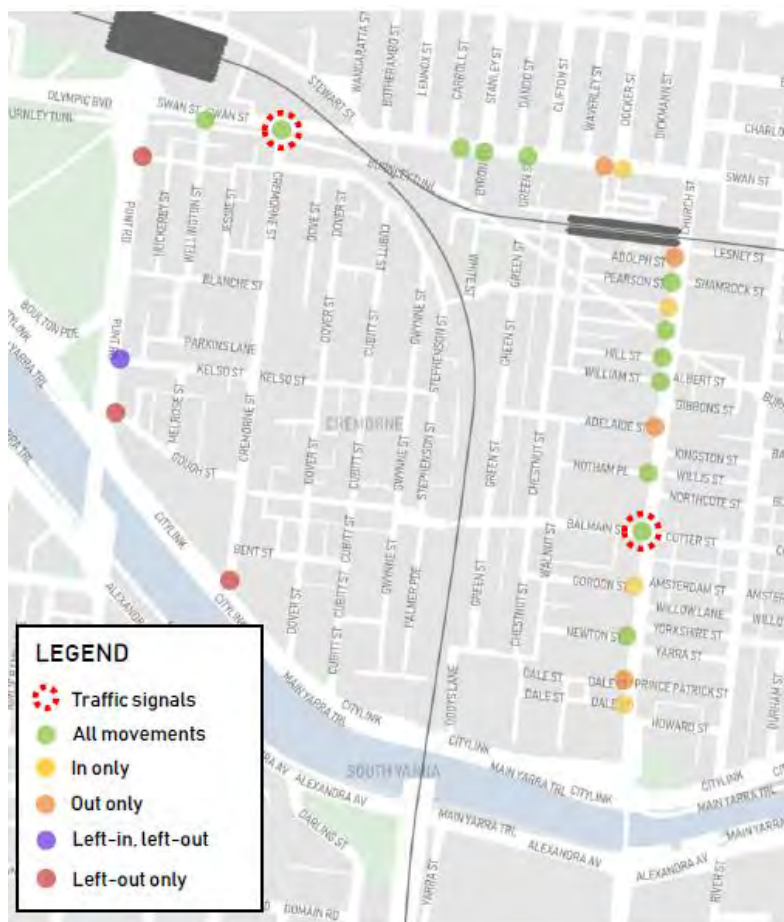


Figure 6 - Access to the arterial road network from Cremorne - GTA Consultants 2019

Internal traffic movement

The precinct is served by a relatively narrow and constrained street network. This street network must accommodate multiple, interacting functions including vehicle movements and servicing (including rubbish collection), cycle corridors, key pedestrian links and contribute to the public realm. Competition for space causes conflict between users, particularly at the intersections with major roads which form the gateways for precinct access.

Yarra City Council prepared a *Local Area Traffic Management (LATM) for Cremorne in 2013* and much of the works have now been completed, with the projects including traffic calming, one-way treatments, and changes to on-street car parking.

The current internal collector road route is Balmain Street and Cremorne Street. Daily traffic volumes on Cremorne Street and Balmain Street are in the order of 5,300 vehicles per day (vpd) and 4,500 vehicles per day respectively. These volumes are well below the typical two-way daily capacity of these roads which are in the order of 12,000 vehicles per day (based on Austroads Guide to Traffic management).

It is understood that delays exist to vehicles attempting to exit the precinct along Cremorne Street (to Swan Street), most specifically during the afternoon weekday peak hour. Travel time surveys have indicated a mix of results across the surveyed days with no delay being experienced at times and up to a maximum delay of 11 minutes at others. These delays could be the result of several factors:

- Capacity of the signalised intersection at Cremorne and Swan Streets
- Pedestrian volumes crossing Swan Street (walking to the Richmond Station) limiting the ability for vehicles to turn left out of Cremorne Street
- Queuing of traffic along Swan Street back from Punt Road, limiting ability for vehicles to turn left out of Cremorne Street.

Other streets, which exceed a traffic volume of 1,000 vpd are Gough Street (1700vpd) and Kelso Street (1,900vpd) to the west of Cremorne Street. These local streets provide access to Punt Road. The remainder of the streets were less than 1,000vpd. Due to the constrained nature of access from within the precinct, and lower demand driven by established residential land use, the streets north of Kelso St were found to have typically low volumes of traffic (<300vpd) in comparison to the remainder of the precinct.



Figure 7 - Average Vehicles Per Weekday - GTA Consultants 2019

Through traffic

There is a perception that rat running (where drivers use side streets or short cuts to avoid congestion on main roads) occurs through Cremorne. Origin-Destination analysis of traffic data suggests that the key access routes, such as Cremorne, Balmain, Kelso and Gough Streets, accommodate a level of through traffic which may affect the capacity and function of the network for local traffic. This has implications for the level of amenity for those living and working in Cremorne, particularly as it is an area where development is occurring and desired. The table below sets out surveyed data recorded by GTA Consultants on 23, 27, 28 March 2019.

Through Route	Survey period	Number of vehicles per hour	% of vehicles	Comment
Church St to Punt Road (via	Weekday AM	14	34	A majority of vehicles undertaking this movement did so using Balmain Street and Gough Street. Kelso Street was also used to
	Weekday PM	6	18	

Balmain St and Gough St)	Saturday	15	41	a minor extent to access Punt Road (from Church Street) in preference to Gough Street.
Church St to Swan St (via Balmain St and Cremorne St north)	Weekday AM	29	17	A majority of vehicles undertaking this movement (80%) did so using solely the collector roads Balmain Street and Cremorne Street. The main alternate route used is Stephenson Street (11%).
	Weekday PM	32	9	
	Saturday	66	25	
Church St to CityLink (via Balmain St and Cremorne St south)	Weekday AM	45	34	
	Weekday PM	10	6	
	Saturday	24	28	
Swan St to CityLink (via Cremorne St)	Weekday AM	26	18	
	Weekday PM	16	9	
	Saturday	22	25	

Vehicle Speed

Traffic speed data suggested that 85% of vehicles surveyed travel at or below the posted speed limit of 40km/hr. On this basis, vehicle speeds may not usually be considered an issue within the study area. However, the narrow street network and proximity of pedestrians and cyclists to moving traffic can create a perception that vehicle speed creates safety risks within the precinct and extensive work has been undertaken in the past to limit vehicle speed.

This perception of safety is an important consideration in encouraging more walking and cycling within Cremorne and may indicate an opportunity to identify key walking and cycling corridors where greater separation from through traffic is possible.

3.3. Walking and Cycling

Over 35% of workers in the precinct walk (as part of a public transport trip or by walking only) or cycle to work. Cremorne's compact urban form and proximity to regional attractors such as the CBD, Richmond, Collingwood and South Yarra enables shorter travel distances and is conducive to active modes of transport. Much of Cremorne's population can access day to-day goods and services, within a short walk or cycle. However, the increasing resident and worker population is putting pressure on the narrow, established road network in Cremorne and implementing physical measures to improve walking and cycling is difficult given the fine grain subdivision pattern and narrow road reserves.

The existing street space management approach prioritises the provision of on-street parking over wider footpaths and opportunities for public open space.

There are bike sharrows (pavement markings used to indicate a shared environment for bicycles and motor vehicles) along Cremorne Street and Balmain Street, however the existing on-road informal bicycle routes have little protection for cyclists. This is further compounded by volume of vehicles (light and heavy) and narrow street widths.

Pedestrian footpaths exist in all streets within the precinct however often in many cases they are provided for on one side of the street only, are non-DDA compliant, narrow and often obstructed by utilities infrastructure, landscaping or rubbish bins.

Opportunities

There is an opportunity to work to identify and implement a pedestrian priority network within Cremorne which incorporates an enhanced level of service for walking measures such as:

- updated street cross section providing more pedestrian space (potentially through development setbacks)
- high quality, DDA compliant footpaths with safe, dedicated crossing points on desire lines
- increasing perceptions of safety through lighting, opportunities for active and passive surveillance and minimising conflict between pedestrians and other transport users
- incorporation of '8-80 design' principles which ensure the pedestrian network is accessible to all
- improved public realm, including pause points incorporating facilities such as seating and shade
- Implement wayfinding strategies including directional signage to stations and 'real-time' travel information

A pedestrian priority network could potentially include Balmain Street and Cremorne Street, with Blanche Street, Church Street, Green Street, Gwynne Street, Hardcourt Parade, Kelso Street and Palmer Street included to supplement these north-south and east-west spines.

The designation of a pedestrian priority network provides further opportunity to:

- improve pedestrian and cycle connections to regional community infrastructure and open space such as the Yarra River corridor and Gosch's Paddock.
- enhanced pedestrian safety and access between Richmond station/Swan Street and the Melbourne Sports and Entertainment Precinct, Melbourne Cricket Ground, the CBD and elsewhere
- Identify opportunities to work with developers to establish publicly accessible links through sites, particularly larger strategic redevelopment sites

There is an opportunity to better connect Cremorne with the surrounding on and off-street cycle corridors as well as providing more effective links through the precinct. A similar approach to identifying and prioritising pedestrian pathways can be taken with cycle access planning, to provide safe, dedicated routes that, where possible minimise conflict between cyclists and other modes of transport (including pedestrian). Such a cycling network would be designed to:

- Improve access to the Capital City Trail and strategic cycle corridors including the Main Yarra Trail to both the east and west
- Recognise Church Street as an important North – South regional and local connector, consistent with the State Strategic Cycle Corridor planning
- Provide dedicated cycle facilities or infrastructure on key links, but provide safe cycle environments across the street network, particularly on low speed, one-way traffic streets which may provide a local access function
- Recognise that cycle uptake and growth in modeshare is driver by perceptions of safety, comfort and consistent facilities for cyclists. Cycle networks are only as good as the weakest link and are often let down by lack of priority or provision for cyclists at conflict points, such as intersections, around public transport hubs and on arterial road corridors.

3.4. Public transport

Like much of the inner urban area of Melbourne, Cremorne is well serviced by public transport. The entire study area meets generally accepted pedestrian catchment standards for good access to public transport, which are: 800m (or approximately 10mins) walk to a train station, 600m to a tram or light rail stop, and 400m (or 5 mins walk) to a bus stop. This is reflected in a SNAMUTS accessibility rating of average to very good for the precinct.

Train

The entire Cremorne precinct is within an 800m pedestrian catchment of four stations- Richmond, East Richmond, Burnley and South Yarra (via the pedestrian link across the existing Yarra rail bridge). The Richmond Station comprises the main gateway to the city from the east and south east, and is serviced by eight train lines:

- | | |
|----------------------|--------------------|
| ▪ Lilydale Line | ▪ Sandringham Line |
| ▪ Alamein Line | ▪ Frankston Line |
| ▪ Belgrave Line | ▪ Cranbourne Line |
| ▪ Glen Waverley Line | ▪ Pakenham Line |

The East Richmond and Burnley Stations are serviced by the Lilydale – Glen Waverly group of services, and South Yarra Station by the Sandringham- Pakenham group.

These services provide excellent access to the Cremorne precinct for population catchments in Melbourne's east and south-east and into the CBD. It is noted that the proposed Melbourne Metro project will alter the number of train lines servicing Richmond Station from the south-east, with the Cranbourne and Pakenham lines being diverted through the new tunnel to run directly to the city via Domain. However, it is not expected that access into the city for Cremorne residents will be affected by the project.

VLine regional trains on the Traralgon Line stop at Richmond Station, providing a link to catchments beyond the Metropolitan Rail network.

Tram

The area is serviced by two tram lines:

- Route 70 – Waterfront City Docklands to Wattle Park which operates along Swan St at a 15min frequency in peak hour. Route 70 has 5.4m passenger boardings per annum which ranks it 18th busiest out of 23 Melbourne tram routes.
- Route 78 – North Richmond – Balaclava via Prahran which operates along Church Street at a 10min frequency in peak hour. Route 78 has 2.4m boardings pa which ranks it 21st busiest out of 23 Melbourne tram routes².

Bus

Two bus services operate in the area:

- Route 605 - Gardenville to City via Kooyong Road which travels along Alexandra Avenue and Punt Road
- Route 246 – Elsternwick to Clifton Hill via St Kilda which travels along Punt Road

Richmond Station, East Richmond Station and route 78 tram stops are not currently DDA (1992) compliant and hold potential for accessibility, amenity, urban design and reliability improvements. Richmond Station is of regional significance as a major transport interchange, and while the station has connecting bus and tram services, and basic customer facilities, it does not have lift to access to the platforms nor secure bicycle parking.

East Richmond station, located in the north eastern corner of the precinct, is not staffed and does not have secure bicycle parking. Alamein, Belgrave and Lilydale services generally do not stop at East Richmond Station, even for services that 'stop all stations'. Adding East Richmond to limited express Alamein, Belgrave and Lilydale services would improve public transport access to the eastern half of Cremorne for those who live in the eastern suburbs of Melbourne.

While the existing public transport infrastructure requires improvement to meet DDA standards and to ensure it is fit for purpose, the proximity to Richmond Station is a major drawback for employers and driver of commercial land use development within Cremorne. Accessibility to the area from large residential populations to the South-East, East and from the CBD is very strong.

Linkages to the north by public transport are not as effective, although the existing 246 bus services along Punt Rd linking to Clifton Hill and St Kilda provide access options for residents and visitors to the area. Linking the public transport services that surround Cremorne more effectively with key land uses and activity areas is an important consideration for access planning.

² Add tram reference

Pedestrian connection to South Yarra Station across the Yarra River is poor. It is via a bridge crossing at Oddy's Lane which is hidden, not Disability Discrimination Act 1992 compliant and does not provide easy access for cyclists.

Public transport options in and around Cremorne are strong drivers of pedestrian activity and need to be connected to high quality, safe pedestrian pathways that provide access throughout the precinct. It is important to note that all public transport trips have a walking component, so improvements to pedestrian facilities can make both these modes of sustainable transport more attractive.

Opportunities

There are a range of opportunities to improve public transport infrastructure and services to/from and within the study area. However, it is also recognised that the focus of this study is on identifying actions or investment that can be led by Council and ensure the most efficient use of existing facilities to provide for current and future transport demand. The opportunities relating to Public Transport are therefore focussed on providing safe, high quality access routes to and from services and stations, and public realm improvements around these hubs to improve the travel experience and attractiveness of this key transport mode. As such the opportunities closely relate to, and are reliant on pedestrian network and public realm opportunities also recognised in this document, including:

- Improvements to the existing pedestrian underpass connections through rail corridors at Balmain Street, Dunn Street and Green Street
- Improvements to connectivity to Richmond and East Richmond station from the local street network, including opportunities to create more pedestrian space, increased user safety and public realm around these high pedestrian demand facilities
- Improvements to tram and bus services by introducing on-road priority measures and public realm improvements around stops
- Improve access routes to the pedestrian bridge attached to the rail structure across the Yarra River and investigate opportunities to better provide for cycle access

3.5. Parking

Off-street

The *Yarra Planning Scheme parking rates review* (Traffix 2017) found that the off-street car parking requirements in Clause 52.06 in the Yarra Planning Scheme for new developments do not reflect Cremorne's inner-city location well served by public transport or the market demand for parking in this location. The parking rates were considered to not reflect constraints and characteristics of Cremorne leading to a congested street environment, poor built form outcomes and lengthy planning approval processes as waivers are sought for parking rates. Many of the lots zoned C2Z within the precinct are not able to accommodate current parking demand or rates prescribed under the planning scheme, and imposition of these rates would result in poor outcomes for local amenity and the walking and cycling environment

There is significant policy support for moving away from a “predict and provide” approach to car parking and accordingly the rates set for residential parking provision can be “aspirational”, and therefore lower than the existing ownership rates. It is noted that several applications that have been the subject of appeal at VCAT have included a reduction in car parking rates. In their decisions VCAT were supportive of reduced parking requirements.

While residential car ownership does not necessarily correlate directly to peak hour vehicle trips (as residents may choose to own a vehicle but only use it off-peak/on weekends), Yarra is well placed to cater to a high proportion of resident commuter trips via sustainable modes, and cater for the occasional off-peak trip via car sharing.

A reduced car parking provision rate for new dwellings within Cremorne would allow for reduced space to be taken up by parked vehicles, which may potentially have a positive impact on housing affordability and encourage greater sustainable transport use in the area.

On-Street

On-street short-term parking is in relatively short supply with competing demands between residents, businesses and other visitors to Cremorne. Site observations and surveys indicate that most on-street parking spaces are subject to high levels of occupancy during the day.

Most streets are adequately protected from all-day (resident) parking on-street, and new developments are not eligible for resident permits to park on-street. Accordingly, a reduced car parking provision on-site would directly correlate to reduced car ownership, in line with Council policy.

Opportunities

There is a need to ensure car parking is supplied and managed whilst also continuing to promote more sustainable transport modes in a highly constrained area.

However, there is a general lack of consensus regarding the best approach to accommodating and managing car parking in Cremorne which makes any proposal to change the existing status quo contentious and challenging to implement. From consultation on other projects there appears to be a growing disparity between expectations regarding parking availability and traffic conditions amongst some members of the community and what is realistic given its a confined urban precinct that is subject to development intensification.

There are a range of measures that have the potential to achieve objectives in relation to car parking in Cremorne that have been identified in past studies and analysis. These measures need to be investigated and tested with the community further to determine their feasibility, with a view to implementing in the short-medium term, and include:

- Restricted on-street parking on key streets, at intersections, on the pedestrian priority network or in areas of high movement demand

- Development of a consolidated off-street car parking facility – or better utilisation of existing built off-street capacity. Such a facility could be operated by a commercial partner.
- Utilisation of new off-street parking capacity for more than one land use – for example potential for office spaces to be used as precinct visitor parking after hours/on wknds.
- Redevelopment of existing open-air car parks with replacement parking spaces in multi-level structures below or contained within buildings for other activities
- Prioritisation of short-term bays for servicing, drop off etc on-street in high change areas
- Where sites are yet to develop, incorporate mandatory set-back (through negotiation with developers), to provide short term on-street parking, and retain or enhance pedestrian capacity.
- Application of technology and industry developments to identify methods of utilising space currently used for car parking more efficiently across a 24hr period. For example, for pedestrian or traffic movement at times of AM/PM peak demand, public realm or open space at off-peak during the day (including weekend), and visitor car parking in the evening or overnight.
- Greater utilisation and provision for car-share for both on and off-street spaces to encourage take up from new business, employees, residents and visitors to Cremorne.

3.6. Streets and Public Realm

There is a deficit in the provision of public open space in the Cremorne Precinct for both residents and workers. It is particularly not meeting the demands of workers and is detracting from the profile of the precinct. Streetscapes in Cremorne have low amenity, and feature poor lighting, obstacles on footpaths and negligible landscaping. On-street and off-street car parking dominates streetscapes at ground level. The public realm provides a particularly low amenity environment for pedestrians and cyclists.

It is recognised that there are limited opportunities to provide new public open space due to a lack of publicly owned land, limited number of large sites and the high land values. There are also physical barriers to accessing existing open spaces in Melbourne Park (Punt Road), the Yarra River (CityLink) and the Botanical Gardens (Yarra River). The amenity, appearance and usability of laneways varies limiting their functionality and detracting from the profile of the precinct.

There is also limited public or civic space and the amenity and appearance of the public realm around transport interchanges (including Richmond station) and under the train line is particularly low and detracts from the profile of the precinct.

Opportunities

There are opportunities to provide improved access to existing areas of public open space bordering the precinct, as well as contribute to creation of new or improved public realm through reallocation of space or priorities, through:

- Designing and improving public space to include lighting, seating and the removal of signage, cabling, power lines, poles and other obstacles. Whilst this has been suggested for Cremorne as a whole, Cremorne and Balmain Streets are identified as priorities.
- Improvements to the public realm and environment of Richmond Station
- Improvements to the design and environment of laneways and amenity and safety of pedestrian areas underneath railways
- Identifying preferred interface treatments to residential development, streets and laneways, and public open space.
- Identifying opportunities to convert on-street car parking more appropriate uses in high demand and high change areas – potentially in tandem with site planning permit processes.

4. Summary

The range of issues and opportunities identified in relation to Access and Movement in Cremorne have been well documented through extensive background reporting and analysis. The existing conditions and issues are illustrated in Figure 8, and can essentially be summarised in the following set of statements:

1. Cremorne is experiencing rapid land use change and intensification both within the precinct and in the surrounding inner urban area. This intensification is driven primarily by investment in commercial (office) and residential development.
2. Cremorne is in close proximity to Melbourne CBD and forms part of a busy inner-metropolitan urban environment, but in many ways effectively operates as an island due to the range of existing precinct access constraints and barriers to permeability
3. The precinct is well located in relation to public transport but is experiencing increasing and competing demands for space on a restricted and often congested street network. This demand is not spread evenly across all streets but focussed on 2-3 key links and gateways to the precinct, which constitute areas of very high activity, demand and conflict.
4. The barriers to movement and constrained street network make orientation and wayfinding through the precinct difficult for all transport users and visitors to the area.
5. Due to forecast growth in trip demand and minimal capacity for the network to accommodate more car movements, there is a need to improve and promote sustainable transport modes, focussing on pedestrian safety and level of service on the network.
6. While planning for sustainable transport priority on key corridors, provision also needs to be made to retain vehicle access throughout the precinct to support the needs and requirements of existing residents and businesses operating in the precinct.
7. There is limited access to open space and the existing public realm offers much potential for improvement. Due to a lack of large sites in public sector ownership, when considering planning permits for large privately held sites, built form controls that contribute to increased pedestrian or public space or precinct permeability through linkages through large sites can play an important role in realising access and movement objectives.
8. There are a range of possible measures to address car parking supply and demand within the precinct. Although changes to car parking are often contentious, there exists an opportunity within Cremorne to trial different approaches to off-street parking provision and management, and on-street use of space that can be more fully developed in the next stage of the study.
9. Careful consideration needs to be given to ensuring the liveability of Cremorne is protected for the existing community, while understanding how to influence the travel behaviour and provide a high quality and functional urban environment for future workers, residents and visitors to the precinct.

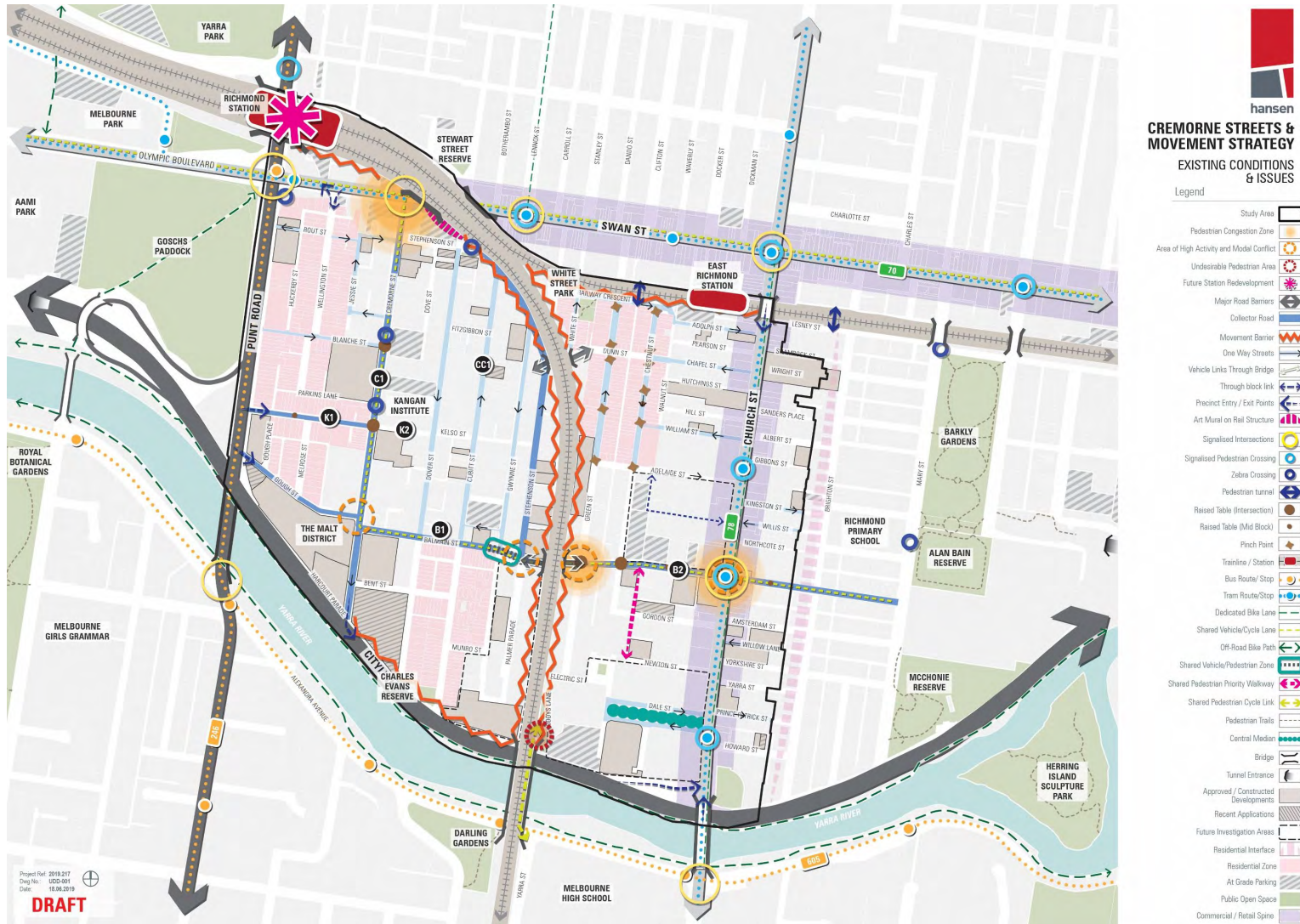


Figure 8 - Existing Condition and Issues Summary Map

5. Next Steps

Knowledge Gaps

A key challenge for transport planning any complex and changing precinct is in fully understanding and planning for future demand. What are the implications of different land use mixes, rates of development, on and off-street parking management and infrastructure priorities within, and beyond, the precinct? There is an understanding that the business mix of the Cremorne Precinct is evolving with a strong focus on tech and creative industries but there is limited accurate data on the business mix.

The design of a strong evidenced-based response to the issues and opportunities identified, which ensures all analysis and guidance provided to decision makers is well informed, would benefit from further investigations, data and analysis in the following areas:

- pedestrian analysis – volumes across the day/week on key routes, origin/destination data, observations on pedestrian safety, delay, conflict, and audits of network levels of service
- bicycle analysis – volumes across the day/week on key routes, propensity to cycle analysis
- land use change trip generation – post-occupancy travel demand and behaviour for large sites to gain an understanding of travel behaviour and actual trip patterns for new workers, residents and visitor travel behaviour
- relationship between car ownership and use for land use change within the precinct – and implications for off-street parking supply
- understanding PT usage, access and demand beyond just journey to work data set – origin to destination data, user profile and implications for Cremorne.
- Evidence or analysis of the most effective means of engaging with and balancing the needs of existing and future communities. Decisions made will affect and shape the experience of Cremorne for both existing and future residents and visitors.

Responding to Opportunities

The next steps in the Cremorne Streets and Movement Strategy will be identifying, justifying and testing the most appropriate response to the opportunities identified. This will include application of industry best practice and examples of approaches in similar urban environments to propose a set of principles to guide the response, and the approach that best suits the specific requirements of Cremorne.

This response will then be tested with the community and stakeholders through a consultation process to be led by the Victorian Planning Authority (VPA) in partnership with the City of Yarra.

The logo for Traffix Group, featuring the company name in a white, sans-serif font against a dark blue background with a pattern of diagonal stripes and curved shapes.

Traffix Group

Parking Controls Review

Cremorne Enterprise Precinct

Prepared for
Yarra City Council

July 2020

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Executive Summary

The purpose of this project is to introduce new car parking provisions in the Yarra Planning Scheme, that responds to local parking issues within the Cremorne Enterprise Precinct. The objectives of the project are to:

- Outline local parking issues, in the context of Cremorne as an enterprise precinct, to determine how the current provisions are applied and how the decision making process operates.
- To identify the average variation to the standard requirements in Clause 52.06 as approved by Council and/ or the Victorian Civil and Administrative Tribunal (VCAT) in land zoned Commercial 2 (C2Z) and Comprehensive Development (CDZ).
- To provide the strategic justification and rationale to reduce the provision of off-street car parking to promote more sustainable modes of transport and maximise floor areas for employment generating uses, rather than car parking.
- To establish clear, logical, and relevant car parking objectives for Cremorne's commercial areas to guide the exercise of discretion.
- To justify any variations in parking rates, including maximum rates, proposed via new car parking provisions.

This report provides a review of the existing parking needs and issues within Cremorne and a recommendation for new parking controls for the Cremorne Enterprise Precinct in the form of a Parking Overlay. The Overlay is to be applied to the Commercial 2 Zone and the Comprehensive Development Zone (Schedule 2 and 3) is designed to support the continued growth of Cremorne as a key area for employment within Yarra and inner Melbourne. The preparation of this report has had regard to both PPN57: The Parking Overlay and PPN22: Using the Car Parking Provisions.

The need for a review of the parking controls is borne out of a number of factors including:

- That Cremorne is undergoing a rapid rate of development, land use change and intensification.
- Cremorne is attracting a significant number of trips from outside the Precinct.
- Cremorne has a constrained road network that experiences high levels of traffic congestion.
- Tensions between businesses, residents and visitors to the area.

This report builds on a foundation of a number of strategic and transport planning studies which have been produced by Yarra City Council, DELWP and others in recent years regarding planning in Cremorne. These studies emphasise the unique advantages of Cremorne, in particular its ability to attract and provide employment in the emerging knowledge economy, its inner-city location and unique urban environment and its connection to transport.

Cremorne has a number of unique transport challenges and opportunities, namely:

- The road network within Cremorne is constrained in a number of ways:

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- Cremorne’s connections to the arterial road network are limited in all directions, particularly to the north, west and south.
- The arterial road network and its connections to Cremorne are congested during the commuter peak hours and there are very limited options to increase the traffic capacity of the arterial road network or its connections into Cremorne.
- The rail lines through Cremorne form barriers to movement of all transport modes with only a limited number of crossing points.
- It is served by a dense network of narrow roads. Many of these roads operate in a one-way direction. A significant number of the roads are akin to laneways with narrow cross sections and have limited traffic carrying capacity.
- Cremorne is highly accessible by public transport. This includes ‘local’ tram and bus services and city-wide services via the metropolitan rail network.
- There is high quality bicycle infrastructure in the area around Cremorne, however the connections to this infrastructure are not at the same high level.
- Cremorne is highly walkable from a geographic standpoint. However, the quality of the pedestrian infrastructure within the local road network is generally poor, with key issues being narrow footpaths/verges, variable surface quality, infrastructure obstructing footpaths and generally poor pedestrian amenity.
- On-street parking is highly controlled, with limited options for long-term (staff) parking using public parking resources. Demand for car parking within Cremorne is generally very high during business hours and lower during the evening and on weekends.

Given the above constraints, the future of transport into Cremorne is via sustainable transport modes – walking, cycling and public transport. While there are issues with the walking and cycling environment within Cremorne itself, its location and access to public transport modes means that Cremorne already has the key attributes required to support sustainable transport choices. The congestion and traffic capacity constraints should be seen as a benefit in encouraging sustainable transport modes.

In the context of the above, the Parking Overlay recommended by this report is primarily designed to reduce the parking requirements of employment generating developments. This will assist the development of Cremorne by:

- Encouraging sustainable transport modes.
- Reducing the traffic impacts of new office/commercial developments.

The following requirements are recommended for the Parking Overlay:

- The Office car parking rate is set at a maximum parking rate of 1.0 car spaces per 100m² Net Floor Area (NFA).
- The Retail car parking rate is set at a maximum parking rate of 1.0 car spaces per 100m² Leasable Floor Area (LFA).

All other uses are to remain at the current minimum requirements of Column B of Clause 52.06-5.

The provision of maximum parking rates is specifically designed to:

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- Support sustainable transport outcomes.
- Reduce future demand for private transport and consequential traffic congestion impacts.
- Remove planning barriers to the provision of low car parking.
- Provide a means to control the over-supply of car parking.
- Provide certainty to stakeholders, decision makers and the community with regards to car parking outcomes.
- Discourage costly (and which may also become redundant in future) car parking solutions.

'Office' is a particular use that is an important target for mode shift due to its impact on the road network and is a key land use for the Commercial 2 Zone within Cremorne. Office parking is a key generator of traffic during the road network peak hours and this peak demand occurs at the peak availability of public transport services (i.e. services are at their most frequent). Importantly, office car parking generates 2 to 3 times more traffic on a per car space basis during peak hours than a residential car space.

Retail is generally a secondary land use to office within Cremorne. The retail rate is designed to recognise that the same issues with staff parking for office uses also applies to retail uses. It also recognises that in many cases the retail component of a development in Cremorne is small and provides local service and amenities to local workers and residents of the area, who do not require car parking to access the use.

The Parking Overlay is also accompanied by a set of additional decision guidelines, required for when applications seek to exceed the maximum rates imposed. Developments seeking to exceed the maximum requirements should still encourage sustainable transport patterns and not negatively impact the local transport network.

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1. Introduction

The State Government is currently promoting 'Enterprise Precincts' as hubs for the emerging knowledge economy. These precincts are designed to create new jobs and better respond to changes in the economy and evolving ways of working. Enterprise precincts are typically dense, accessible, and amenity-rich urban areas that provide fertile ground for business formation and idea development and innovation. Cremorne has been identified as a Pilot Enterprise Precinct.

Traffix Group has been engaged by Yarra City Council to undertake a review of the parking controls that should apply within the Commercial 2 Zoned land in and the Comprehensive Development Zone (Schedule 2 and 3) Cremorne in the context of its status as an Enterprise Precinct and key employment generator.

Cremorne is a unique area within inner Melbourne that faces particular transport challenges and opportunities. The implementation of a Parking Overlay is designed to support the growth of the precinct and the desired transport outcomes within Cremorne.

2. Methodology

This report reviews the transport engineering challenges and opportunities facing Cremorne and provides recommendations in regard to new parking controls that will assist in implementing Council's vision for the Cremorne Enterprise Precinct.

In formulating the recommendations of this report, the study included the following methodology:

- A review of background documents, planning and transport studies prepared by Council and others in relation to Cremorne.
- A review of Cremorne's planning policy context, state and local planning policies and PPN57: The Parking Overlay and PPN22: Using the Car Parking Provisions.
- Review of recent planning permit applications and approvals within Cremorne over the last 5 years.
- Analysis of car parking resources, management and demand within Cremorne.
- Results of surveys of employers and employees within Cremorne.
- A collaborative approach has been undertaken with Council Officers, including a number of workshops and team meetings.

2.1. Reference documents

This report relies on the following key background documents prepared by Yarra City Council and others:

- Cremorne Traffic Assessment (2019)
- Cremorne Streets and Movement Strategy (Draft) – Consultation Document (2019)
- DELWP – Unlocking Enterprise in a Changing Economy

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- Yarra Office Demand Study (2018)
- Cremorne Issues and Opportunity Paper (2019)
- Adopted Yarra Housing Strategy (2018)
- Adopted Yarra Spatial Economic and Employment Strategy (2018)

3. Proposal and Background

The study area is the Cremorne Enterprise Precinct, as defined in the following figure.

The blue outline defines the study area of the Cremorne Place Implementation Plan (i.e. the Enterprise Precinct). The blue line defines the Parking Overlay study area which includes land zoned:

- Commercial 2
- Comprehensive Development Zone (Schedule 2 and 3)

The Overlay would not apply to Public Use Zones (PUZ) or Public Park and Recreation Zones (PPRZ). It would also not apply to the Swan Street Activity Centre.



Figure 1: Cremorne Enterprise Precinct (Source: Yarra City Council)

This review of parking controls in the area is the result of a number of issues which have developed in recent years within the Cremorne area, specifically:

- That Cremorne is undergoing a rapid rate of development, land use change and intensification.
- Cremorne is attracting a significant number of trips from outside the Precinct.

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- Cremorne has a constrained road network that experiences high levels of traffic congestion.
- Has an established parking provision deficit.
- Experiences physical constraints and market conditions that affect the future provision of car parking.
- Tensions between businesses, residents and visitors to the area, including as a result of new development.

3.1. The Cremorne Enterprise Precinct

Cremorne has emerged as an 'Enterprise Precinct' of State significance suitable for the growing knowledge and services-based economy with an output of \$2.7 billion and over 10,000 workers at present. Cremorne has become a key destination for local and global high technology companies and demand for employment within the suburb continues to grow.

Enterprise precincts are defined as typically dense, accessible, and amenity-rich urban areas that provide fertile ground for business formation and idea development and innovation.

The policy document, *Unlocking Enterprise in a Changing Economy* (Victoria. Department of Environment, Land, Water and Planning, 2018), provides a framework to identify and support Enterprise Precincts. Cremorne had been identified as a Pilot Enterprise Precinct. Designated Pilot Enterprise Precincts are intended to provide guidance to other local government, industry and communities on how new partnerships can be formed to further Enterprise Precincts in Victoria. The *Unlocking Enterprise in a Changing Economy* policy includes the following description of Cremorne:

Cremorne has emerged as Australia's premier destination for creative design, particularly in the tech and digital space. Its reach is now global, with several billion dollar tech firms mixing healthily with small-to-medium sized entities, start-ups and co-working spaces.

Enabled by the City of Yarra's foresight and steadfastness to retain its employment focus, and spurred by some committed and engaged local landowners and businesses, Cremorne is going through a profound period of growth, reinforcing its industry specialisation and strategic potential, and furthering Melbourne's economic ecosystem.

Drawing from its industrial heritage and building stock, proximity to central Melbourne, diversity of small and large land parcels, pokey laneways complementing good public transport access, and the amenities provided on Swan and Church Streets, Cremorne has all the characteristics of an enterprise precinct tailored to the needs of the emerging economy.

Reflecting these characteristics, development activity is running hot in Cremorne. During this period of rapid change, the challenge will be in ensuring development adds to the precinct's economic functioning and 'buzz', maintaining it as a creative place to work for years to come.

- *Unlocking Enterprise in a Changing Economy (DELWP, 2018)*

The *Unlocking Enterprise in a Changing Economy* policy document identifies 9 key ingredients for a successful Enterprise Precinct. These are identified below.

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FACTORS DRIVING THE SUCCESS OF ENTERPRISE PRECINCTS



Figure 2: Ingredients of a Successful Enterprise Precinct (DWELP, 2018)

Two of these ingredients are closely linked to transport, Accessibility and by extension, Quality of Place.

While Access and Infrastructure most clearly have transport implications, Quality of Place is also an important consideration. The street network of a precinct has a strong role to play in providing a quality urban environment and as this report shows, while Cremorne has potential in this area, it also suffers from a variety of transport and urban environment issues at the local level.

3.2. Future Demand for Office Space

Cremorne has become a key destination for local and global high technology companies. Yarra City Council has provided information to Traffix Group of issued and current planning applications indicating that Council has approved (some currently under construction or recently completed) or is currently considering over 150,000m² of additional office floor space within Cremorne. This is discussed in more detail at Section 5.10.

The 'Yarra Office Demand Study'¹ (Urban Enterprise, March, 2018) identified that Cremorne and the City of Yarra has a number of competitive advantages which uniquely position the municipality to cater to the needs of contemporary businesses and workers. This include:

- *A favourable zoning and development profile (particularly the availability of C2Z land);*
- *Industrial heritage and opportunities for re-use and adaptation of heritage buildings;*
- *Strategic location – proximity to CBD and eastern suburbs;*
- *Transport connectivity;*
- *Public transport and cycling infrastructure;*
- *Strong lifestyle attributes and vibrant precincts; and*
- *Recognition and brand equity for creative and tech-based enterprise.*

The 'Yarra Office Demand Study' also identified a number of trends within the City of Yarra and Cremorne:

- *Between 2011 and 2016, the number of jobs in Cremorne increased by 4,000, a percentage increase of 61%.*
- *Cremorne has emerged as major tech precinct of national significance, accommodating a number of the major companies in Australia (MYOB, Tesla, REA, Carsales, Uber, Seek future).*
- *Demand for office floor space is expected to be strong in the short to medium term (up to 10 years).*

These strengths have supported a growing business base, particularly small and medium enterprise. However, in recent years there has been increasing interest from larger businesses and regional headquarters.

A key driver of increased demand in Yarra has been the increased competition between companies to attract and retain talented workers (particularly in the creative and technology sectors). For younger workers in these industries, Yarra's office precincts provide lifestyle benefits which appeal to these workers more than areas perceived as being 'sterile' or 'bland' environments of traditional office precincts in the CBD and Docklands.

These factors combine to underpin strong demand for office space in Yarra at present and indicate a competitive advantage in relation to attracting businesses seeking a young, creative, and skilled workforce.

¹ Prepared for the City of Yarra by Urban Enterprise, dated March 2018

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3.3. Work Underway

A key Pilot Enterprise Precinct initiative is the development of the Cremorne Place Implementation Plan (CPIP), which will provide a high-level vision for the future of Cremorne and a prioritised set of projects that will progress delivery of that vision.

Concurrent with preparation of the CPIP, the City of Yarra is completing/has completed a number of projects as part of the broader CPIP.

- a) Cremorne Issues and Opportunities Paper (Nov, 2019). This work aimed to identify issues and opportunities in Cremorne to be reviewed as part of this project. This was completed in November, 2019.
- b) Cremorne Issues and Opportunities Paper – Stage 1 Engagement Outcomes Summary Report (Feb, 2020).
- c) Cremorne Streets and Movement Strategy (Draft) – Consultation Document (Oct, 2019). This strategy aims to identify key transport and movement issues and opportunities and put forward a vision for streets and people movement, including some high-level concepts of how this could be achieved. The purpose of the Strategy is to set out a vision, opportunities and urban design response.

3.3.1. Cremorne Issues and Opportunities Paper

This paper identifies issues and opportunities in Cremorne. In regard to transport and movement, the paper identifies the following key considerations:

- *Cremorne is a relatively small area built around tight streets and there is competition between different road users. The two primary gateways to the precinct, Cremorne and Balmain streets, are becoming increasingly congested as more people live, work or visit the precinct.*
- *There is a need to address movement challenges, including the appropriate provision of carparking, safety of pedestrians and cyclists, traffic circulation and traffic calming throughout the precinct.*
- *The barriers to movement and constrained street network make orientation and navigating through the precinct difficult for all transport users and visitors to the area.*
- *Due to forecast growth in trip demand and minimal capacity for the network to accommodate more car movements, there is a need to improve and promote sustainable transport modes, focussing on pedestrian safety and level of service on the transport network.*
- *Provision also needs to be made to retain vehicle access throughout the precinct to support the needs and requirements of existing residents and businesses operating in the precinct.*
- *There is an opportunity to consider trialling different approaches to off-street parking provision and management and on street use of space.*

The report identifies the following key opportunities within Cremorne:

- *Increasing use of public transport through better access and infrastructure investment*

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- *Balance the demands of different road users to provide a safer and more efficient road network.*
- *Develop infrastructure to support increased active transport*
- *Promote the most efficient management and use of car parking supply*

3.3.2. Cremorne Issues and Opportunities Paper – Stage 1 Community Engagement

The purpose of this phase of engagement was to gather community and stakeholder views on the Cremorne Issues and Opportunities Paper. Stage One community engagement was undertaken in November-December 2019 to inform the preparation of the Plan.

The key findings of the consultation in relation to transport issues were:

- *The strongest overall support was for walking as a priority mode of transport and improvements to public transport.*
- *Participants also strongly supported reviewing car parking provisions, improving the cycling and pedestrian networks, installing protected bike lanes, and piloting other safety measures such as reduced speed limits to protect cyclists and pedestrians.*
- *Car sharing and bike sharing were least supported. This may be due to a perceived importance of addressing transport congestion in Cremorne.*

3.3.3. Cremorne Streets and Movement Strategy (Draft)

The purpose of the draft Cremorne Streets and Movement Strategy is to assist Council in the effective planning for a major increase in trip demand associated the increased development within Cremorne. This additional development results in increased movement on a local road network which is already operating at, or near, peak vehicle capacity.

This is summarised in the strategy as follows:

The increasing demands on street space driven by land use intensity within Cremorne requires greater priority to be allocated to more space-efficient travel modes (walking, cycling, train, tram, bus) whilst still recognising the importance of providing space for essential services, deliveries, residents and those with special needs. Private vehicle travel is not considered a priority or mass transit mode in this area, and future planning must recognise the limitations of car access into and through Cremorne, while protecting the ability of the network to support existing and future economic activity.

Another key component of the strategy is the treatment of streets as places, not just being required for the purposes of movement. The Strategy is implementing a key policy directive of Plan Melbourne:

Policy 4.1.2 - Integrate place-making practices into road-space management

Streets are both places to pass through and destinations. There is a need to balance the competing demands of movement and place in defining the priority functions of streets. This will help create a sense of place and structure across the city.

It is also recognising that access and quality of place are key ingredients for an Enterprise Precinct.

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This draft strategy highlights that the streets within Cremorne are currently weighted in favour of movement (including providing on-street car parking) and generally have very limited sense of place.

To achieve both of these objectives requires a reallocation of road space within Cremorne to prioritise access and safety for pedestrians, cyclists and public transport users. A significant amount of the reallocated road space will ultimately come from existing on-street car parking and in some cases, traffic space.

4. Policy Context

4.1. Plan Melbourne 2017-2050

Plan Melbourne is a long-term vision to ensure that Melbourne grows more sustainable, productive and liveable as its population approaches 8 million. It is a long-term plan designed to respond to the state-wide, regional and local challenges and opportunities Victoria faces between now and 2050.

The objectives of Plan Melbourne are supported by a series of directions, initiatives and actions. The development of Cremorne relates to a range of initiatives outlined in Plan Melbourne including:

1. *Melbourne is a productive city that attracts investment, supports innovation and creates jobs*
 - *Direction 1.1: Create a city structure that strengthens Melbourne's competitiveness for jobs and investment*
 - *Direction 1.2: Improve access to jobs across Melbourne and closer to where people live*
 - *Direction 1.3: Create development opportunities at urban renewal precincts across Melbourne*

Apart from these initiatives, increasing development in Cremorne will also assist with delivering on key directions including:

- *Direction 2.2: reduce the cost of living by increasing housing supply near services and public transport (in this case, by bring employment new housing and public transport services)*
- *Direction 4.1: create a city of 20-minute neighbourhoods*
- *Direction 4.3: create neighbourhoods that support safe communities and healthy lifestyles.*

Plan Melbourne 2017-2050 (Direction 5.1) states that a 20-minute neighbourhood must:

- *be safe, accessible and well connected for pedestrians and cyclists to optimise active transport.*
- *offer high-quality public realm and open space.*
- *provide services and destinations that support local living.*
- *facilitate access to quality public transport that connects people to jobs and higher-order services.*

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- deliver housing/population at densities that make local services and transport viable.
- facilitate thriving local economies.

Plan Melbourne goes on to state that:

The 20-minute neighbourhood is all about 'living locally' – giving people the ability to meet most of their everyday needs within a 20-minute walk, cycle or local public transport trip of their home.

Figure 3 is an extract from Plan Melbourne which encapsulates what a 20-minute neighbourhood means.

The creation of new employment opportunities within Cremorne, which is highly walkable, well connected via quality public transport and bicycle facilities, accords with the vision of Plan Melbourne 2017-2050 in terms of creating a '20-minute neighbourhood'. A 20-minute neighbourhood also means that local employment opportunities are available which are well connected to public transport services.



Source: Department of Environment, Land, Water and Planning

Figure 3: The 20-minute neighbourhood (Source: Plan Melbourne)

4.2. Local Planning Policies and Strategy

Yarra City Council supports sustainable transport and design in new and existing developments through a number of policies and initiatives. These are summarised as follows.

Municipal Strategic Statement – Clause 21.06 Transport

Clause 21.06 of the Yarra Planning Scheme identifies the following objectives and associated strategies in relation to transport:

21.06-1 Walking and cycling

Objective 30 To provide safe and convenient pedestrian and bicycle environments.

Strategy 30.1 Improve pedestrian and cycling links in association with new development where possible.

Strategy 30.2 Minimise vehicle crossovers on street frontages.

Strategy 30.3 Use rear laneway access to reduce vehicle crossovers.

21.06-2 Public transport

Objective 31 To facilitate public transport usage.

Strategy 31.1 Require new development that generates high numbers of trips to be easily accessible by public transport.

21.06-3 The road system and parking

Objective 32 To reduce the reliance on the private motor car.

Strategy 32.1 Provide efficient shared parking facilities in activity centres.

Strategy 32.2 Require all new large developments to prepare and implement integrated transport plans to reduce the use of private cars and to encourage walking, cycling and public transport.

Objective 33 To reduce the impact of traffic.

Strategy 33.1 Ensure access arrangements maintain the safety and efficiency of the arterial and local road networks.

Strategy 33.2 Ensure the level of service needed for new industrial and commercial operations does not prejudice the reasonable needs of existing industrial and commercial operations to access Yarra's roads.

Sustainable Transport Policies

Yarra City Council's Strategic Transport Statement (adopted April, 2006) has created a Hierarchy of Transport Modes that "should be applied to all decision making and actions related to transport in the City". The hierarchy is as follows:

More sustainable transport modes

1. Pedestrians*
2. Cyclists

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3. Tram
 4. Bus/Train
 5. Taxi users / car sharers
(*includes using wheelchairs and walking with prams)
- Less sustainable transport modes
6. Freight vehicles
 7. Motorcyclists
 8. Multiple occupants local traffic
 9. Single occupants local traffic
 10. Multiple occupants through traffic
 11. Single Occupant through traffic

Council's Parking Management Strategy (2013-2015 Action Plan) sets out Council's vision, goals and principles for managing parking in the City of Yarra as follows:

Vision for managing parking

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

The relevant principles of managing parking are:

Principle 7. Ensure that new developments are self-sufficient in meeting their parking needs - with the exception of encouraging reduced parking or no car parking developments for sites very close to public transport stops.

Principle 8. Ensure the adequate provision of bicycle and motorcycle parking.

The proposed Parking Overlay supports the transport strategies and objectives of Yarra City Council encouraging employment in an area well serviced by public transport and alternative transport modes. The car parking rates recommended are inline with Council's sustainable transport policies.

We note that Council has received authorisation from the Minister for Planning to prepare Amendment C269Yarra which proposes to introduce new local policies in to the Yarra Planning Scheme.

4.3. Planning Practice Notes

There are two key Planning Practice Notes in relation to the provision of car parking as required by the Planning Scheme:

- Using the Car Parking Provisions: Planning Practice Note 22 (PPN22) provides guidance about the use of the car parking provisions in Clause 52.06 and the Parking Overlay. It explains how the car parking requirements are calculated and what information is required to be submitted with an application with car parking.

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- The Parking Overlay: Planning Practice Note 57 (PPN57) provides guidance to Councils about the preparation and application of the Parking Overlay. It explains what the Parking Overlay is, what it does, when and how to use it and how to complete a schedule to the overlay.

5. Existing Conditions

5.1. Study Area

The total study area, as defined in the CPIP, is bound on three sides by Punt Road, Swan Street and the Yarra River. The study area includes both sides of Church Street and the full extent of the Commercial 2 Zone – extending up to the residential properties along the west side of Brighton Street.

A zoning map is provided at Figure 4.

The study area for Cremorne encompasses two distinct areas, the commercial area and the residential area. The commercial area is characterised by industrial heritage juxtaposed with more recent office development of 7-14 storeys dispersed throughout the precinct. This area is larger than the area bound by the orange border in the figure below.

Cremorne also includes three pockets of residential zoned land, largely comprising heritage, low-rise terraced housing, as well as a small number of large mixed-use developments that border the southwest corner of the precinct. Development is largely replacement dwellings and residential extensions.

The study area, to which the Parking Overlay review applies, is limited to land zoned Commercial 2 (C2Z) and Comprehensive Development (CDZ) within the study area boundary.

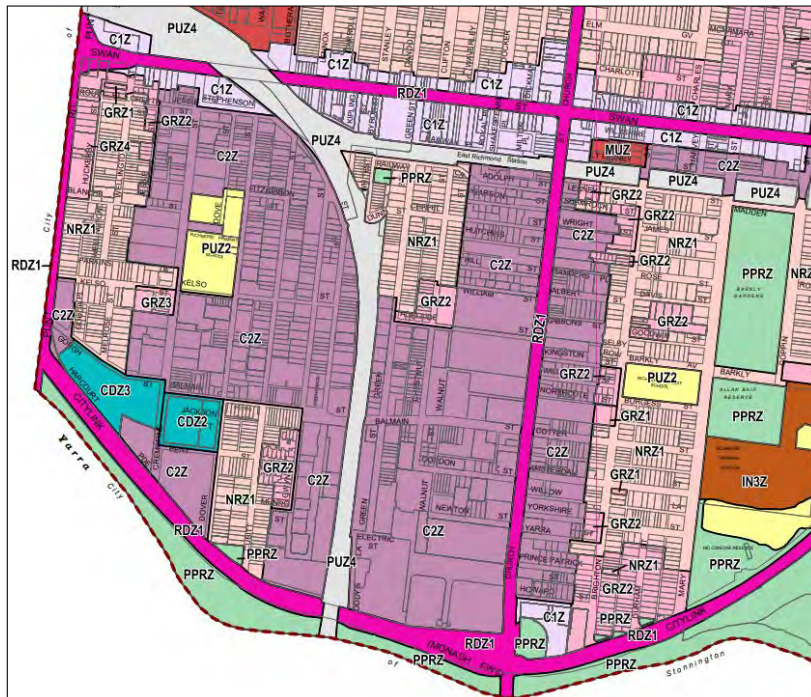


Figure 4: Cremorne Zoning Map

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5.2. Regional Context

The Cremorne Enterprise Precinct is located within inner Melbourne and in close proximity to the Melbourne CBD (less than 2km away) and a number of significant Activity Centres. Its location relative to the central city area is shown in the figure below. Notably, Cremorne is a similar distance to the CBD as Fishermans Bend, Arden/Macaulay and the northern areas of Parkville while in many ways it is also better connected to the CBD via Richmond Station (and the numerous metropolitan services this station offers).

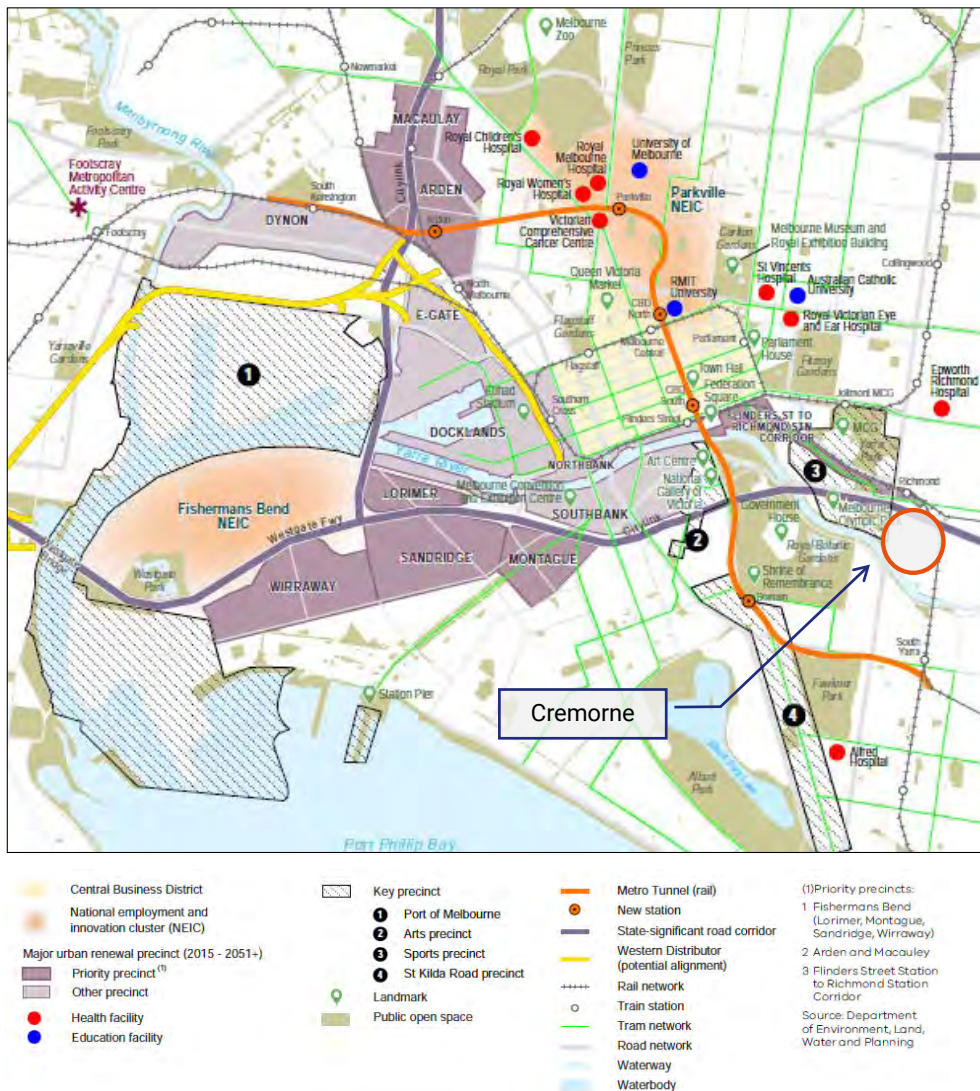


Figure 5: Cremorne's location relative to the central city (Source: Plan Melbourne)

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The Cremorne Enterprise Precinct is bound by the Swan Street Activity Centre to the north. The Chapel Street Major Activity Centre is also located to the direct south of the precinct.

Key land uses in the vicinity of Cremorne include:

- Yarra Park/Melbourne Cricket Ground – located on the north-west of Cremorne,
- Olympic Park Precinct – located adjacent Cremorne to the west,
- Melbourne High School – located 200m south of Cremorne,
- Melbourne Girls Grammar – located 250m south-west of Cremorne,
- Royal Botanical Gardens – located 300m west of Cremorne, and
- Epworth Richmond – located 1km north of Cremorne.

5.3. Local Context

Land use within the Cremorne Enterprise Precinct consists of a wide variety of retail, commercial, office, industrial and residential land uses. The Cremorne Enterprise Precinct also includes the Kangan Institute (PUZ2 Public Use Zone – Education).

Richmond Station is the key transport node located on the periphery of Cremorne, however East Richmond Station and South Yarra Station are both within a walkable distance of Cremorne. Road-based tram and bus services operate along the arterial roads bordering the precinct.

The availability of these everyday services and amenities means that the Cremorne Enterprise Precinct already meets many of the characteristics that define the 20-minute neighbourhood described in Plan Melbourne (see Section 4.1).

Cremorne is becoming a key destination for local and global high technology companies. The suburb encompasses residential neighbourhoods nestled amongst the rapidly changing commercial areas.

The figure below identifies the general land use patterns in Cremorne, including the 11 large key employers and the key features of the transport network servicing the area.

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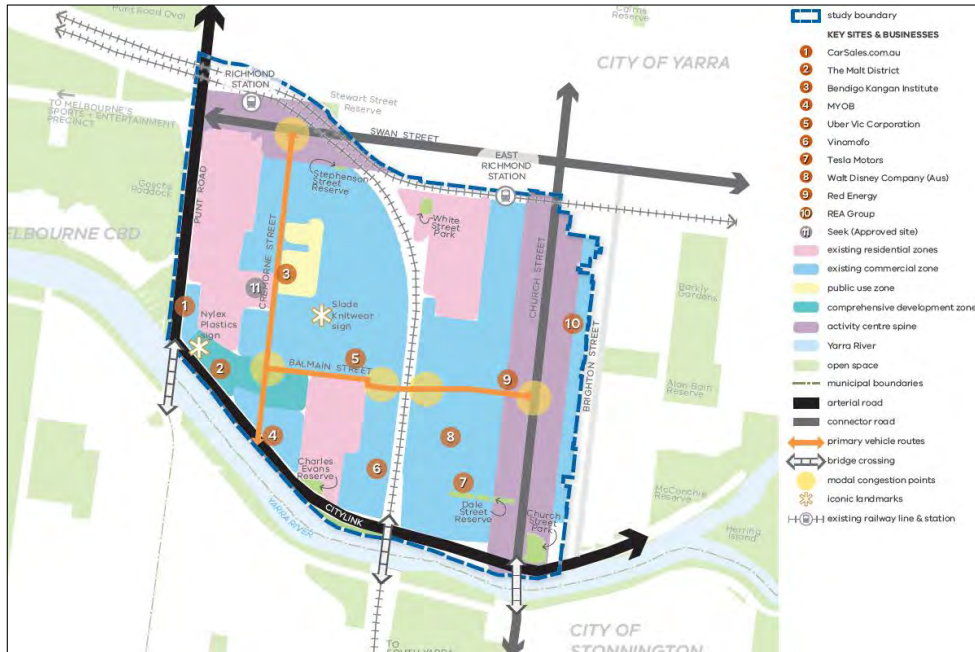


Figure 6: Key Attributes Map of Cremorne (Source: Cremorne Issues and Opportunities Paper, 2019)

5.4. Review of Transport Network

5.4.1. Road Network

Cremorne is characterised by its unique and constrained road network. The suburb is effectively bound in each direction by Arterial Roads/Freeways:

- Swan Street to the north.
- Church Street to the east (although part of the area included within the overlay is on the east side of Church Street).
- Citylink to the south.
- Punt Road to the west.

Furthermore, the Yarra River to the south (and Citylink) forms a barrier to local vehicle and pedestrian movement to the south, with the only two crossing points being at Punt Road and Church Street.

All of these arterial roads are highly congested inner-city arterials. The table sets out the configurations and daily traffic volumes carried by these roads

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Table 1: Arterial Road Traffic Volumes (Source: Department of Transport Open data, 2020)

Road Name	Configuration/Notes	Average Annual Daily Traffic Volume
Punt Road (between Citylink and Swan Street)	3 or 4 traffic lanes in each direction	55,000
Citylink (between Punt Road and Church Street)	Freeway link No access except for outbound on-ramp at Cremorne St and outbound off-ramp at Church Street	88,000
Swan Street (between Lennox Street and Punt Road)	4 lane arterial road Kerbside lanes typically used for on-street parking, outside of peak hour Clearways Centre lanes accommodate tram tracks	18,000
Church Street (between Citylink and Swan Street)	Effectively a 2 lane arterial road Kerbside lanes typically used for on-street parking (no Clearways) Bicycle lane Centre lanes accommodate tram tracks	18,000

Access to the arterial road network from Cremorne is also subject to physical constraints. These constraints are summarised at Figure 7 and discussed below.

- To the north, the only location where full access is provided is at Cremorne Street. Wellington Street offers a left-out only access. The Lilydale/Belgrave/Alamein/Glen Waverley rail line forms a barrier for other local roads connecting to Swan Street.
- To the east, Balmain Street is the only location where traffic signals are provided. While there are more local road connections to Church Street (in comparison to other directions), many of these are narrow laneways or one-way streets that have very limited capacity to carry traffic.
- To the south, Citylink and the Yarra River block local movement. Cremorne Street provides a connection to the outbound direction of Citylink towards the Monash Freeway and south-eastern suburbs. Travelling inbound, drivers can arrive via Punt Road, then use Swan Street and Cremorne Street to enter the precinct.
- To the west, access to Punt Road is highly controlled and where provided, limited to left-in/left-out movements. Travelling to the north away from Cremorne using Punt Road is reliant on Cremorne Street and Swan Street. To arrive from the south along Punt Road relies on turning right into Swan Street and then right again into Cremorne Street, or alternatively using Church Street.

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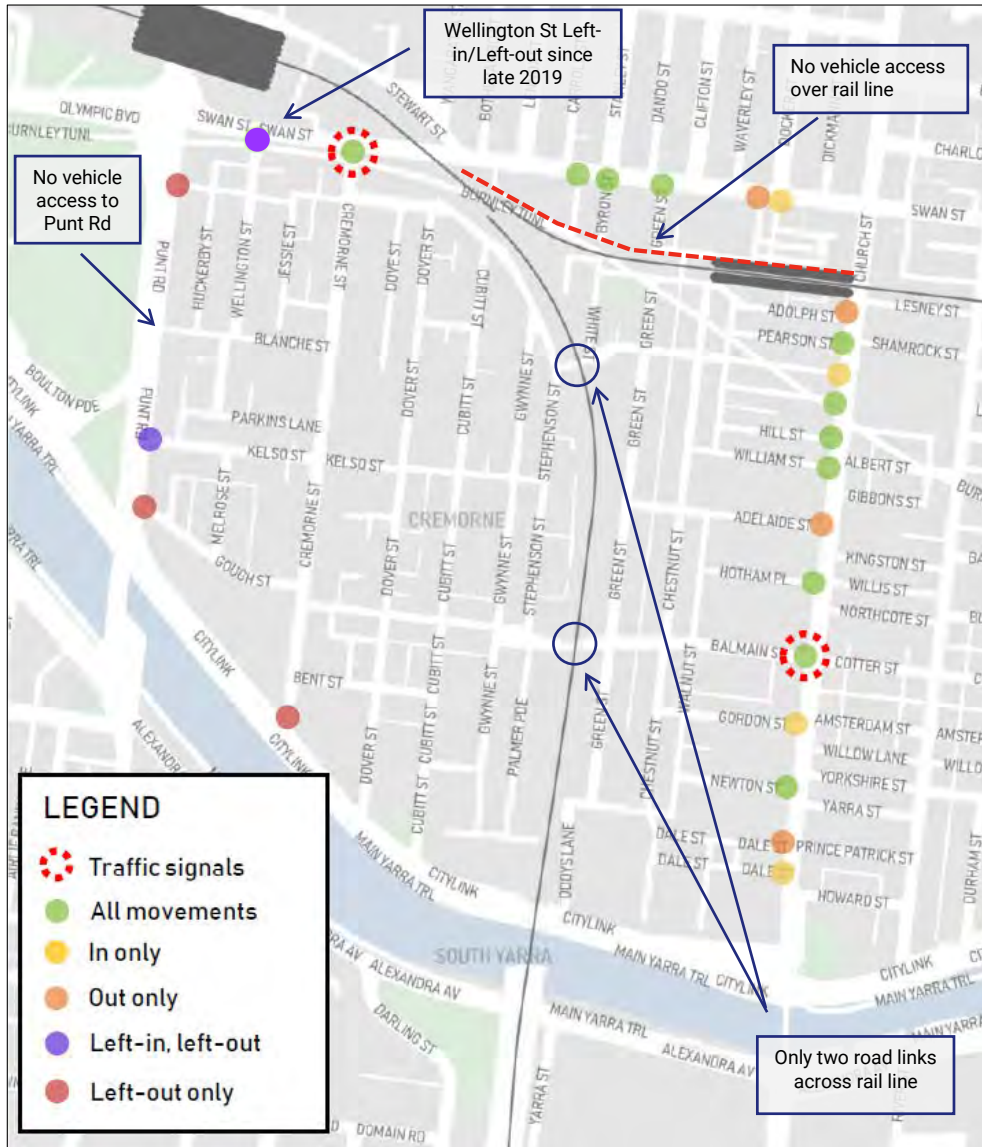


Figure 7: Existing Access Constraints (Source: Cremorne Traffic Assessment, DoT/MRPV)

Due to the local road layout and traffic management, Cremorne is primarily accessed via the higher order local roads, which are Cremorne Street and Balmain Street. Both of these roads have signalised intersections with the external Arterial Road network and facilitate access to the lower order roads within Cremorne.

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Figure 8 sets out the daily traffic volumes of key streets within the local road network and highlights the reliance on the Cremorne Street/Balmain Street link through the precinct.



Figure 8: Existing Daily Traffic Volumes (Source: Cremorne Traffic Study 2019, DoT/MRPV)

Cremorne Street is a higher order Council road which is aligned in a north-south direction from Swan Street in the north to Citylink in the south. The road carriageway generally provides kerbside parking on both sides of the road, while also being wide enough to facilitate two-way traffic flow at the same time.

Line marking (bicycle symbols) signifies that Cremorne Street is a shared road with bicycles, although no formal bicycle lane is provided.

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A signalised intersection is provided at the intersection with Swan Street which facilitates fully directional movement to/from Swan Street. At the intersection with Citylink, movement is restricted to left out from Cremorne Street.

Balmain Street is a higher order Council road, which is orientated in an east-west direction from Church Street in the east to Cremorne Street in the west. To the east of the overhead railway bridge, the road is wide enough to accommodate parking on each side of the road and simultaneous two-way traffic flow. The road narrows to the west of the railway bridge and parking is restricted on the south side of the carriageway by 'No Stopping' restrictions, which allows for two-way traffic flow to be maintained.

Line marking (bicycle symbols) signifies that Balmain Street is a shared road with bicycles, although no formal bicycle lane is provided.

A signalised intersection is provided at the intersection with Church Street which facilitates fully directional movement to/from Balmain Street.

Internally, the street network is defined by a dense network of local streets. These are largely narrow streets with limited road reserve widths. Many of these streets operate in a one-way direction. The road carriageways have generally been maximised and on-street parking is provided wherever possible. The walking environment in most of these streets is poor as a consequence of the narrow verges available. Many footpaths are obstructed by street infrastructure (power poles, etc.); a consequence of the narrow verges. As a result, the pedestrian amenity within many streets is low.

5.4.2. Capacity Limitations

A Cremorne Traffic Assessment was commissioned in June 2019 by Department of Transport and Major Road Projects Victoria as part of the Streamlining Hoddle Street project. The independent study was designed to develop a better understanding of how traffic moves through the Cremorne area. The changes to the Punt Road/Swan Street intersection as part of this project had implications on access to Cremorne, particularly:

- Changes to Swan Street, including making it one traffic lane in each direction at Cremorne Street and reducing the length of the right turn lane into Cremorne Street.
- The limitation of Wellington Street to left-in/left-out movements only, increasing the pressure on Cremorne Street to accommodate right turn movements (in and out of the area).

This report identified the following high-level issues within the Cremorne area:

- *The fragmented nature of industrial, commercial and residential land uses within the precinct places a constraint on how road space is allocated*
- *Due to the nature of major arterial roads bounding Cremorne and the configuration of heavy rail lines, Cremorne is not afforded the same level of access and permeability to that of other inner-city precincts of a similar size.*
- *Limited opportunities exist to access and exit the precinct to the west of the railway line, intensifying the use of the connecting roads and intersections with the arterial road network.*

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The study identified that the Cremorne Street/Swan Street intersection was a key capacity constraint, particularly for access to the areas of Cremorne that are west of the train line. The traffic surveys of the report identified that delays of up to 11 minutes were recorded during the PM peak hour for vehicles trying to exit Cremorne Street (although this delay is variable and the 'worst' days are often linked to sporting and entertainment events in the area). The report identified that these delays were due to a number of factors (as identified in the study):

- *Capacity of the Cremorne Street and Swan Street signalised intersection.*
- *Pedestrian volumes crossing Swan Street (travelling to the Richmond Station) limiting the ability for vehicles to turn left out of Cremorne Street.*
- *Queuing of traffic along Swan Street back from Punt Road, limiting ability for vehicles to turn left out of Cremorne Street.*

In the background is the already identified issue that this intersection is critical for movements to and from the precinct from a network perspective due to the lack of alternative routes to the north and west.

The surveys completed in this study found congestion at this intersection was not a significant issue in the AM peak hour or on weekends.

The evidence statement of John Kiriakidis for the redevelopment of the key Richmond Malt site in December, 2015 identified similar issues (Reference 15M1705200, dated 22nd December, 2015). This report studied the existing conditions of the critical intersections of Cremorne Street/Swan Street and Balmain Street/Church Street. This report identified similar capacity issues with both of these intersections. These observations and analysis were completed in 2015 and does not include the recent developments completed in the last 4-5 years. It should be noted that there have been no significant capacity improvement works at these intersections since this report.

Surveys and observations by Traffix Group of the Balmain Street/Church Street intersection in October, 2018 found that this intersection operated at an acceptable level in the AM peak hour but was over-saturated in the PM peak hour, with queues in excess of 15-20 vehicles and queues being unable to clear during each cycle of the traffic lights. Part of the issue was continuous traffic queues on Church Street, limiting the ability of traffic to exit Balmain Street.

5.5. Sustainable Transport

5.5.1. Public Transport

Cremorne is well serviced by public transport services with train, tram and bus connections. Figure 9 illustrates the public transport network that services Cremorne and surrounding areas. The suburb is entirely within the Principal Public Transport Network map, as shown at Figure 10.

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Table 2 provides a summary of the connections provided by each public transport service.

Most of the road-based public transport services are located along the arterial road network that bound the site.

The key public transport node is Richmond Station. This station services all rail lines from the south and eastern suburbs of Melbourne. It is also one stop out of the City Loop. Accordingly, it provides a high level of access to the metropolitan rail network.

The station is an approximate 15-minute walk to the southern part of Cremorne.

The southern parts of Cremorne are within a walkable distance of South Yarra Station (<15 minutes).

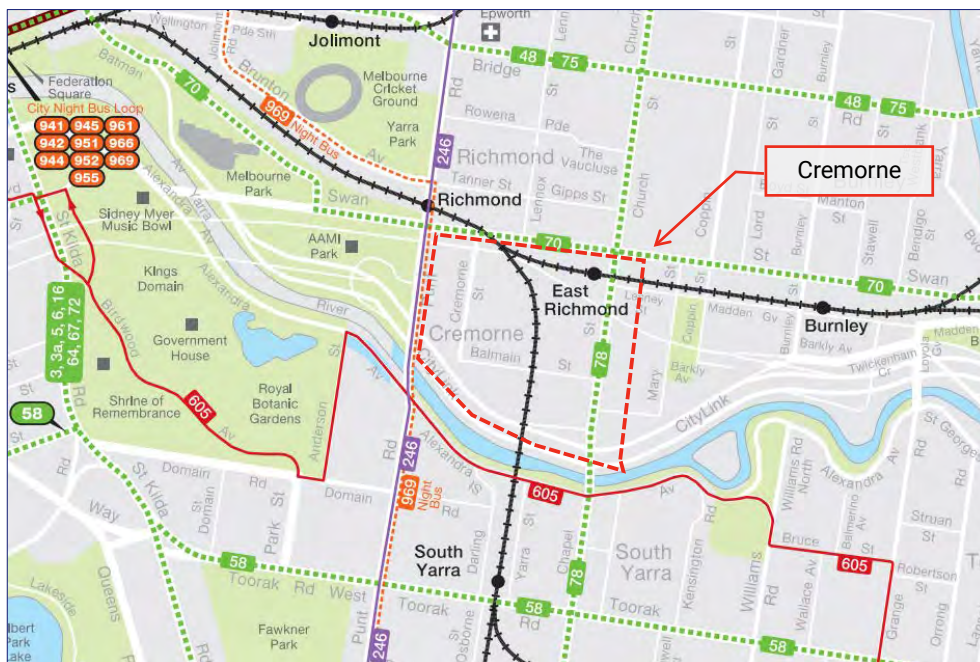


Figure 9: Public Transport Map of Cremorne and surrounds (Source: www.ptv.com.au)

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Table 2: Summary of Public Transport Services

Service	Between	Via
East Richmond Station – north-east corner of Cremorne		
Alamein, Belgrave, Glen Waverley and Lilydale Lines	CBD and Alamein/ Belgrave/ Glen Waverley/ Lilydale	Burnley, Camberwell & Ringwood
Richmond Station – north-west periphery of Cremorne		
Pakenham, Cranbourne, Frankston, Sandringham, Alamein, Belgrave, Glen Waverley and Lilydale Lines	CBD and all east/south-east train lines	All east/south east station
Church Street – eastern periphery of Cremorne		
Tram Route 78	North Richmond & Cremorne	South Yarra, Prahran & Windsor
Swan Street – northern periphery of Cremorne		
Tram Route 70	Wattle Park & Docklands	Surrey Hills, Richmond & CBD
Punt Road – western periphery of Cremorne		
Bus Route 246	Elsternwick & Clifton Hill	St Kilda
Night Bus Route 969	CBD & Ringwood	Caulfield, Ferntree Gully Rd, Rowville & Wantirna
Alexandra Parade – 100m south of Cremorne		
Bus Route 605	Gardenvale & CBD	Elsternwick, Armadale, Toorak & South Yarra

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5.5.2. Cycling Network

Cremorne is well serviced by the Principal Bicycle Network (PBN) and bicycle infrastructure connecting Cremorne to surrounding suburbs. The local cycling network is shown at Figure 11 below. The area is served by a mixture of on and off-road paths. On-road bicycle facilities are a mixture of dedicated bicycle lanes and informal bicycle routes.

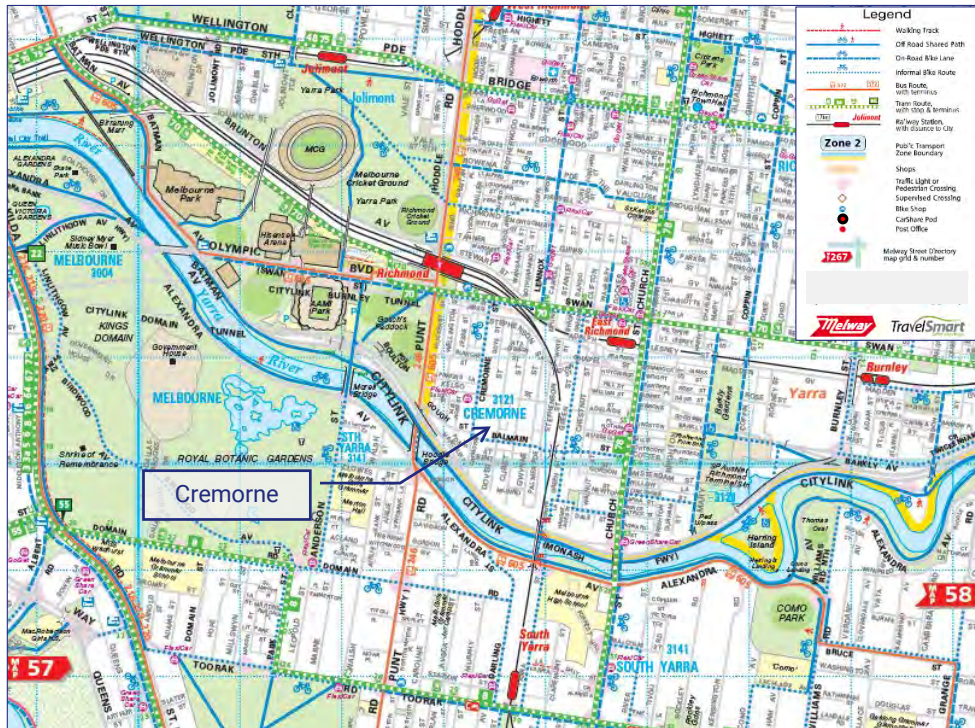


Figure 11: Travelsmart Map (Source: City of Yarra website)

The Main Yarra Trail, Church Street and part of Swan Street are designated as Strategic Cycling Corridors. The Department of Transport Traffic Engineering Manual (Vol 3), Design Guidance for Strategically Important Cycling Corridors defines a Strategic Cycling Corridor as:

Strategically important cycling corridors are a subset of the Principal Bicycle Network (PBN) and are intended to provide:

- a long-term vision for a network of safe, direct and high quality cycling corridors connecting activity centres, public transport hubs and other key locations
- a step-change in cycling facilities to encourage cycling of all ages and abilities – using a combination of high quality a) off-road paths, b) on-road separated bike lanes and c) traffic-calmed local streets
- a focused planning and investment effort along these key corridors.

The cycling network around Cremorne is shown at Figure 12.

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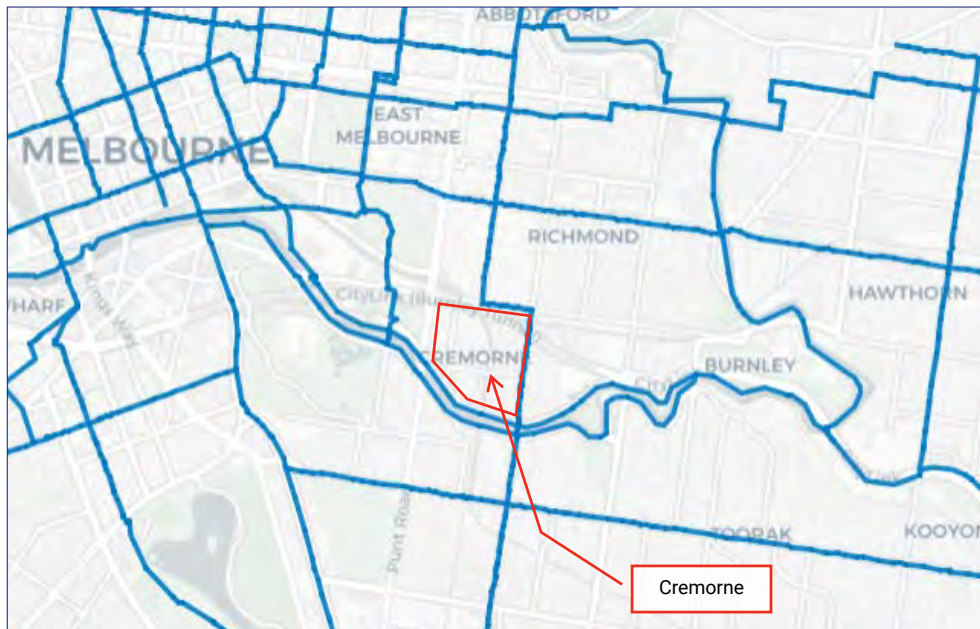


Figure 12: Existing and Proposed Strategic Cycling Corridors (Source: Department of Transport Open data)

Internally within Cremorne, cyclists generally share the road with other vehicles. There are bike sharrows along Cremorne Street and Balmain Street, however the existing on-road informal bicycle routes have little protection for cyclists. This is further compounded by the volume of vehicles (light and heavy) and narrow street widths.

Identified issues with the local bicycle network through Cremorne include a lack of dedicated bicycle infrastructure within Cremorne, leading to a generally poor cycling environment.

Dedicated or separated bicycle facilities are critically important to not only improve cyclist safety, they have a significant impact on rider confidence and have a key role in encouraging more 'casual' cycling of riders of lower initial abilities to take up cycling in the first instance.

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5.5.3. Pedestrian Network

Cremorne is a highly walkable area, with many everyday services, places of recreation and public transport facilities within easy walking distance. These opportunities will increase as Cremorne develops further.

Walkscore² is a measure of how accessible local amenities are by walking. Scores calculated by number and distances to these amenities, with amenities that are further than a 5 minute walk providing lower scores. Walkscore classifies locations according to the following scale:

90–100	Walker's Paradise Daily errands do not require a car
70–89	Very Walkable Most errands can be accomplished on foot
50–69	Somewhat Walkable Some errands can be accomplished on foot
25–49	Car-Dependent Most errands require a car
0–24	Car-Dependent Almost all errands require a car

The Walkscore for Cremorne as a whole suburb is 89, which is defined as 'very walkable'. This score increases to 95 ('walkers paradise') for areas close to Swan Street and Church Street. This is shown in Figure 13. This score is due to the density and diversity of everyday services along these roads.

Cremorne essentially meets the criteria of a '20-minute neighbourhood' already via walking. It also provides a comparable level of walkability to the Melbourne City and other inner area activity centres such as Swan Street, Church Street and Chapel Street.

² <https://www.walkscore.com/AU-VIC/Melbourne/Cremorne>

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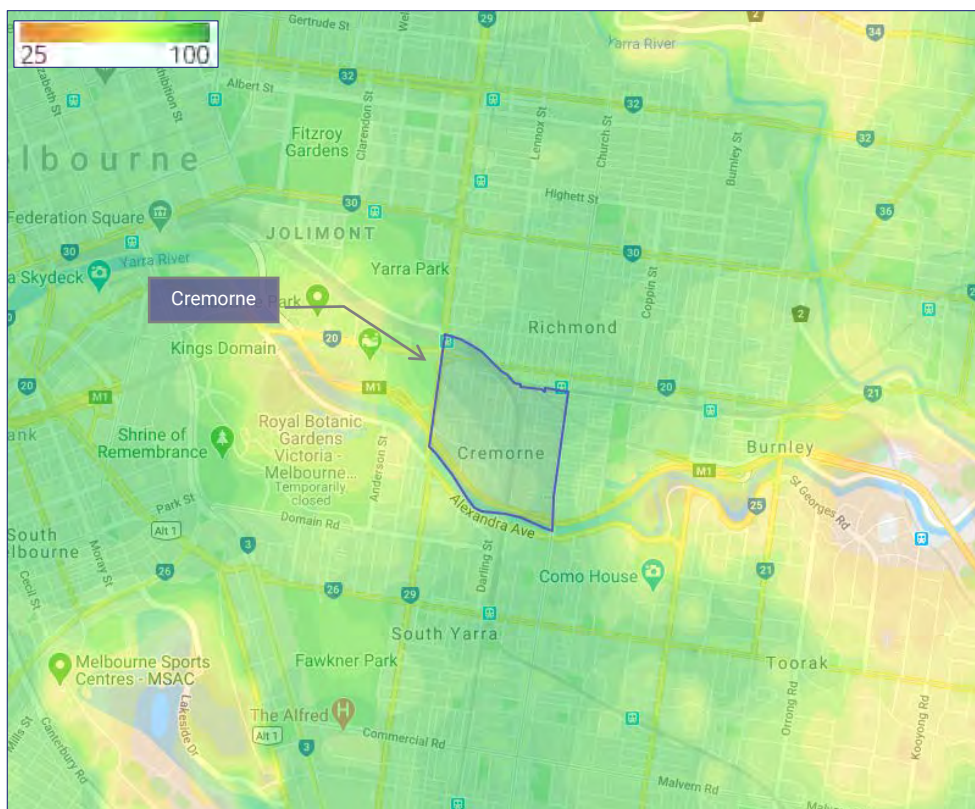


Figure 13: Walkscore Map (Source: <https://www.walkscore.com/AU-VIC/Melbourne/Cremorne>)

However, the Walkscore measure does not review the physical walking environment within Cremorne, i.e. the quality of pedestrian infrastructure and general pedestrian amenity. The pedestrian environment within Cremorne presents a number of challenges which are summarised below:

- Many of the road reserves are relatively narrow, and as such have narrow footpaths/verges that are not wide enough to allow pedestrians to pass one another.
- Variable quality of footpath links. Many footpaths of variable width and surface quality and are obstructed by roadside infrastructure.
- A lack of pedestrian amenity in some areas, including lack of street activation, lighting, landscaping, street furniture and general attractiveness. This is particularly the case within some commercial areas where a lack of street activation, numerous crossovers and obstructed footpaths generally lead to poor pedestrian amenity.

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5.5.4. Car Share Vehicles

There are currently six car share vehicles located within Cremorne (including those located on the area boundary of Church Street), including 3 on Church Street, 1 on Balmain Street and 2 on Cremorne Street.

Nearby workers can use these vehicles for business related trips. This allows workers to use the vehicle for business instead of their own vehicle, allowing them to use alternative transport modes to travel to and from work.

Car share vehicles provide an option for residents within the area to occasionally use a car, without the expense of owning and maintaining a vehicle themselves. This applies equally to residents without a car to those that own one car and may occasionally require access to a second.

5.6. Review of Existing Travel Patterns

The ABS 'journey to work' data for the 2016 Census has been reviewed in order to assess the existing mode of travel patterns of workers within Cremorne. While this data is limited to journey to work trips (i.e. it does not include all trips), it is useful due to its sample size and the critical nature of travel for work trips.

Table 3 sets out the journey to work statistics based on place of residence (i.e. workers living within Cremorne) and employment (i.e. workers within Cremorne). Cremorne falls within the Richmond Statistical Area Level 2 (SA2) which is the smallest statistical area for this type of data. We are satisfied this analysis provides a good guide to the travel behaviour of workers in Cremorne, given the similarities between the two suburbs.

We have also compared staff 'journey to work' data for the following place of residence and place of work locations for comparative purposes:

- Cremorne Suburb,
- Yarra Local Government Area (LGA),
- Richmond, and
- Melbourne Metropolitan Statistical Area (MSA).

The data highlights that Cremorne residents and workers exhibit similar levels of sustainable transport use compared to the wider Yarra LGA, which is substantially higher than the metropolitan average.

The table also includes an analysis of the mode of travel by professionals and administrative/clerical workers only (i.e. office workers). These workers are more likely to use sustainable transport modes, particularly public transport, compared to other workers within Cremorne.

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Table 3: Journey to Work Data: 2016 Census, ABS

% mode of travel for 'journey to work' trip	Work within the area (i.e. place of work)			Work within the area – Professionals and Administrative workers (i.e. place of work)	Live within the area (i.e. place of residence)		
	Richmond SA2	City of Yarra	Greater Melb.	Richmond SA2	Cremorne Suburb	City of Yarra	Greater Melb.
Car as driver	56%	55%	70%	52%	42%	38%	71%
Public Transport	28%	27%	19%	33%	32%	32%	18%
Walking	7%	7%	4%	7%	17%	14%	4%
Cycling	4%	5%	2%	4%	6%	10%	2%
Other (car passenger, motorcycle, etc.)	5%	6%	6%	4%	4%	6%	7%

5.6.1. Consultation

The Cremorne Creating a Future Vision: Issues & Opportunities Paper, November 2019 (Paper) was prepared by to facilitate discussions with the community on key actions and a new vision to be included in the CPIP.

Stage One community engagement was undertaken by in November-December 2019 to inform the preparation of the CPIP. The Cremorne Issues and Opportunities Paper: Stage 1 Engagement Outcomes Summary Report (prepared by Capire, February 2020) highlighted that parking space is a sensitive issue within the community that requires careful consideration.

Parking was a point of contention among participants. Some participants did not want to see any reductions in parking, whilst others advocated for the removal of parking spaces to reduce traffic congestion and lots to be replaced with green space.

While there was strong support for the prioritisation of pedestrian and cyclist safety, amenity and access, there was concern over parking and traffic congestion, with division as to how to address these issues. The major points are summarised as follows:

- some participants argued against reductions to car parking, indicating it was already too difficult to find parking.
- some participants expressed support for reducing dependence on cars in the Cremorne area.
- participants were divided on the issue of removing car parking spaces for public space, bicycle lanes or other purposes.

Further to the above consultation, Yarra City Council used the survey platform, SurveyGizmo to build, run, analyse, and report on the two surveys (one for employers and business owners

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and one for employees in Cremorne). The survey was open from Wednesday 3 June 2020 until 5 pm Sunday 21 June 2020 (18 Days).

Yarra City Council distributed the online survey via the following, targeted communication methods:

- Included in the Yarra Business News e-newsletter, distributed 3 and 12 June 2020 (e-newsletters attached)
- Survey emailed to key Cremorne businesses, employers and business leaders, 4 June 2020 (email attached)

The survey asked a series of questions about mode of travel to/from work within Cremorne and the provision/supply of car parking.

The key results of this study were:

Survey of Employers:

- 63% of businesses say they provided no on-site parking for staff.
- Where provided, car parking is largely provided for only staff (66%) and generally allocated to individual staff (85%).
- When provided, car parking is generally very full or greater than 80% occupied (76%)

Survey of Employees:

- When provided at their workplace, car parking was generally very full or greater than 80% occupied (92%)
- 51% of employees drove to work. This corresponds with the ABS journey to work data.
- 79% would drive to work if they were provided with a car space.

There are some contradictions arising from the interaction between participants views on the provision of car parking, traffic congestion and sustainable transport. Providing more car parking would attract more traffic, with 51% of participants identifying that they did drive and 75% said they would if parking was provided.

To reduce existing and future impacts from traffic congestion traffic congestion requires a shift in travel behaviour and providing more car parking is unlikely to result in more sustainable transport outcomes based on these surveys.

5.7. Car Parking Conditions

Traffix Group has undertaken a detailed review of the existing car parking conditions within Cremorne to assess how public car parking is managed and what is the demand for public car parking.

Traffix Group has prepared a detailed map of the car parking restrictions, broken down by street. The map illustrates the restriction that applies to the majority of each road section. For instance, individual Loading Zones are not considered. This detailed map is provided at Appendix A.

The map was created based on parking sensor data collected by Yarra City Council, with areas not covered by parking sensors checked via Google Maps Street View data, which was

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captured in July, 2019. The map in the Appendix also includes some of the parking directly adjacent to the Cremorne area in order to provide context to the car parking restrictions immediately outside of the study area.

On-street car parking within Cremorne during weekday business hours is generally subject to short-term (1P and 2P), medium term (4P) or permit zone parking.

There is a very small section of unrestricted car parking located along Oddys Lane, however all other car parking within Cremorne is subject to some form of restriction during business hours. On weekdays, most restrictions start at 7 or 7:30am but terminate anywhere between 5pm-11pm. After business hours, some restrictions cease, and others change to Permit Zone restrictions.

There are fewer parking restrictions on the weekend.

Figure 14 below provides a simplified version of the detailed car parking restriction map, which breaks down the restrictions into short-term (2P or less), medium-term (3 or 4P), unrestricted and Permit Zone parking that apply during weekday business hours.

This figure clearly illustrates Cremorne and surrounding areas is largely subject to short-term parking and medium-term restrictions during business hours, with some residential areas protected with permit zone restrictions at all times (particularly in the southern and north-western corners).

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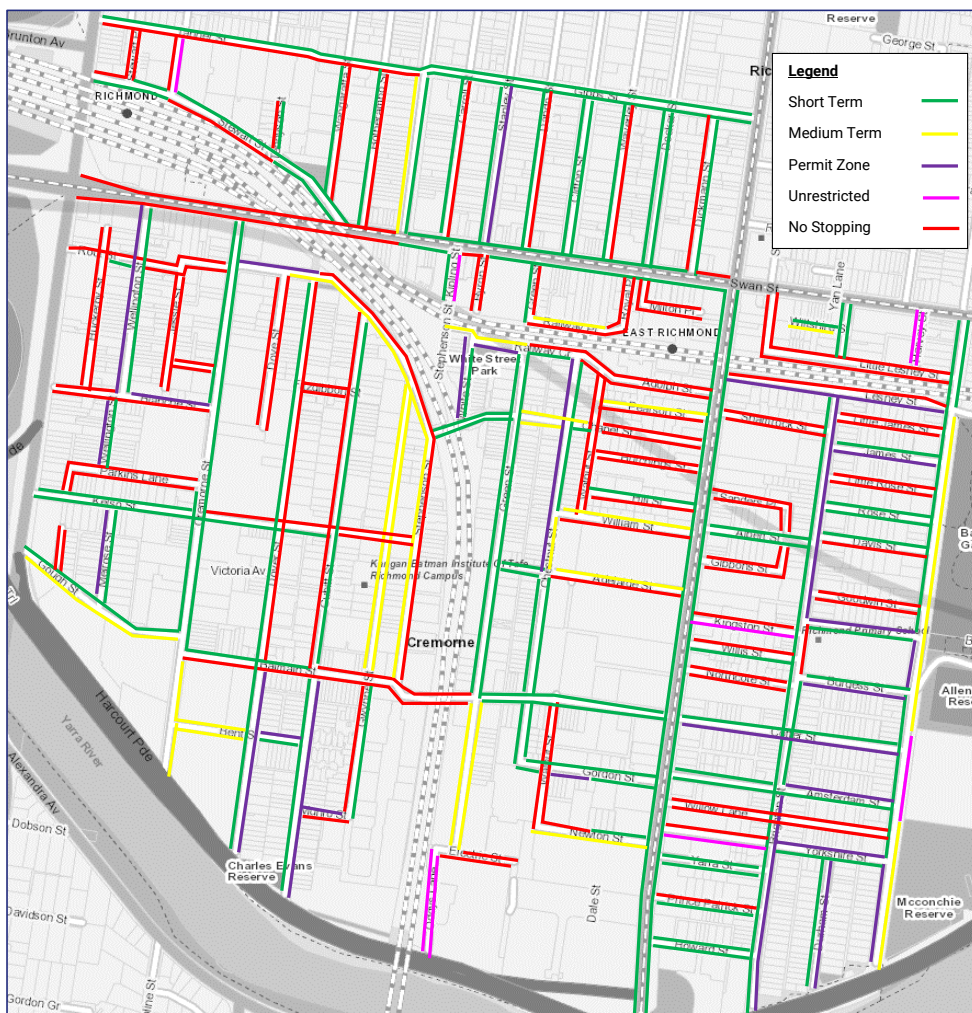


Figure 14: Parking restrictions (business hours)

To determine the demand for car parking, Yarra City Council has provided car parking occupancy data sourced from Council’s network of carpark sensors. This sensor data covers most of the on-street parking in Cremorne and is focused around the commercial parking areas. Areas that are not covered are largely residential parking areas (i.e. Permit Zones) or where no parking is permitted.

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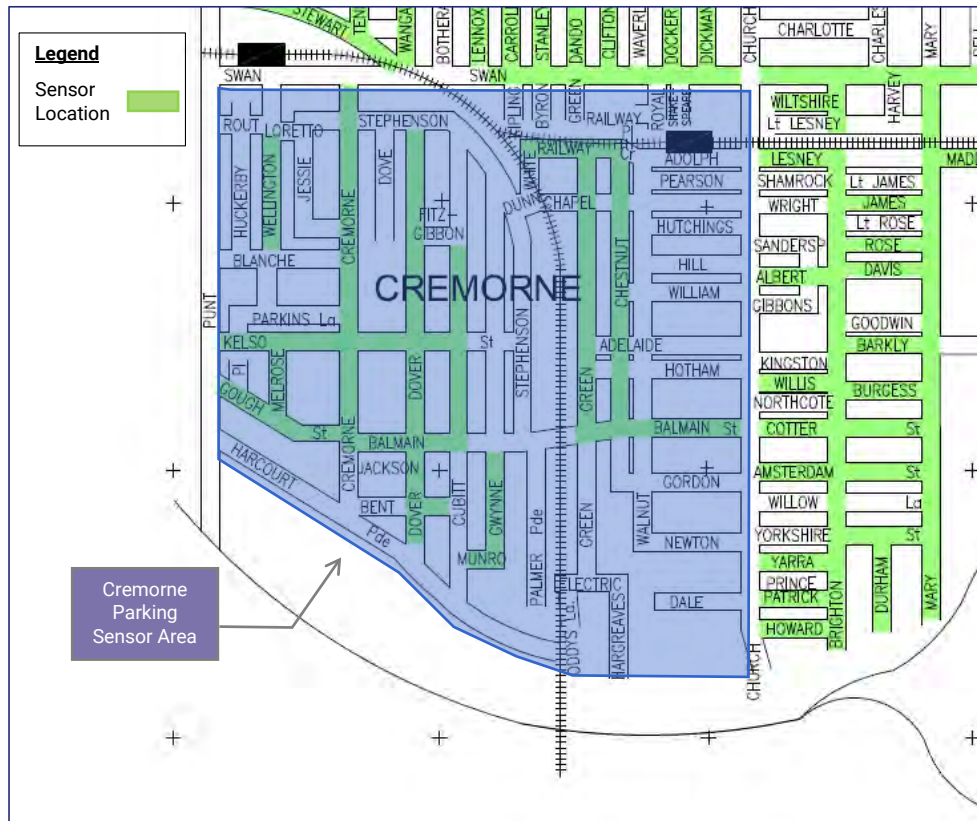


Figure 15: Current extent of car parking sensors in Cremorne and area of analysis

The sensor data also provides details of the parking restrictions that apply to the each monitored bay.

The car parking demand data has been sourced from Yarra City Council. This data is linked to sensors that provide 24-hour information regarding when vehicles are parked in each space.

There are 321 parking bays within the Cremorne area that are monitored by the car parking sensors. These spaces are centred around the commercial areas of Cremorne and provide a good indication of car parking demand for the short and medium term car parking demands in the area. It is of note that these sensors do not monitor any of the car spaces subject to permanent Permit Zone restrictions.

We have analysed the car parking data for the months of August, 2019 and February, 2020.

These months were selected as they provide a good representation of the seasonal changes in demand. During the August period, there are large sport matches or other events effectively every week/weekend (i.e. AFL matches at the MCG or NRL matches at AAMI Park from Friday-Sunday, concerts at the Tennis Centre, etc.). As such, this data represents typical car parking conditions during the peak period of the year.

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During the February period, car parking demands are generally lower, as there is less frequent sporting occasions.

For our analysis we selected the busiest week and weekend for the August period, which occurred from 17th August, 2019 to 23rd August, 2019. The weekend dates in this period occurred on 17th and 18th of August, with the 19th to 23rd August being the weekday period. During this period there was a Saturday, Sunday and Friday AFL game at the MCG and a Saturday NRL game at AAMI Park.

During the February period there were occasionally larger events, such as the Australian Open finals for the first 2 days of the month, and some major music concerts at AAMI Park. A date range was selected that was outside of any of these major events. These dates were for the 15th-16th February, 2020 for the weekend data set and 24th-28th February, 2020 for the weekday data.

It should be noted that the February results were from a time before COVID-19 restrictions commenced (late March 2020).

The results of these surveys are shown below in Figure 16 and Figure 17.

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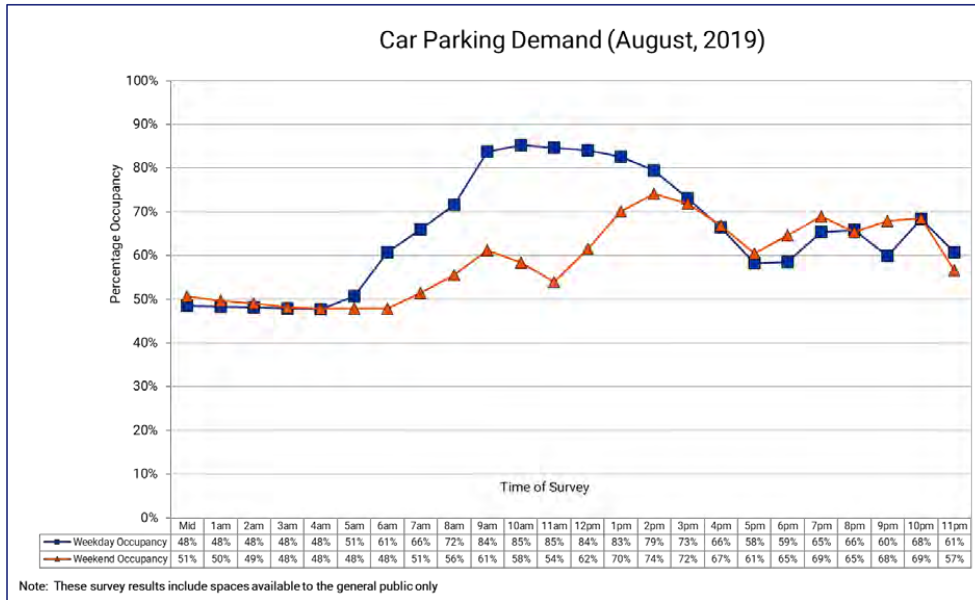


Figure 16: August car parking occupancy (17th-23rd August, 2019)

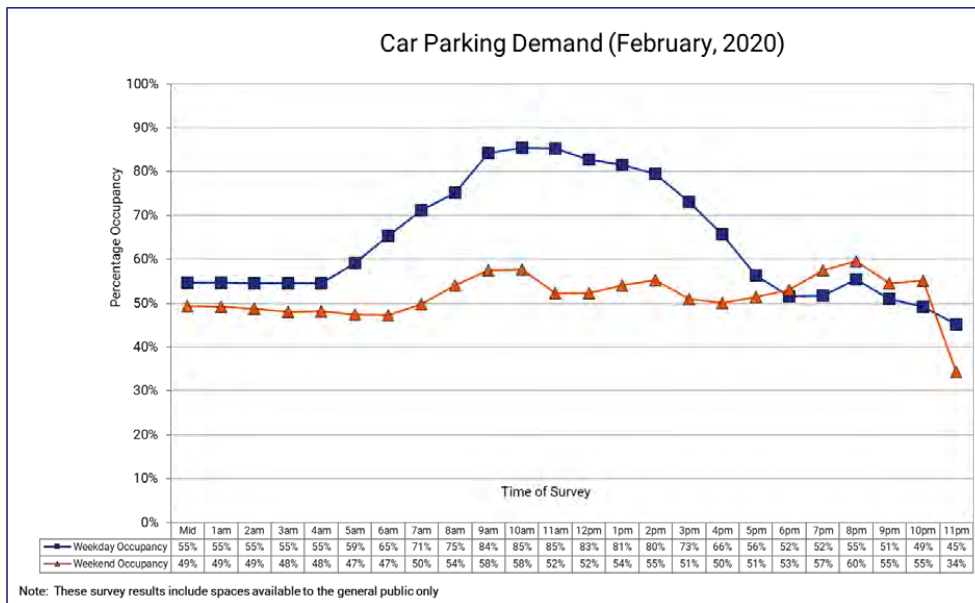


Figure 17: February car parking occupancy (15th-16th & 24th-28th February, 2020)

It can be seen from the above car parking data that during the week, car parking demand is very high during business hours, but is more modest during the evening and on the weekend.

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The data shows that during business hours, the demand is similar during the August and February period, with a maximum occupancy of 85%, which occurred at 10am and 11am during both the August and February periods.

During the August time period, the evening demand drops to the 60%-70% range, while during the February period, this drop off is much more pronounced, with the car parking occupancy dropping to around the 50%-60% range after business hours.

This could most likely be attributed to the area being used for parking by patrons of the MCG on the Friday night on 23rd August, 2019, particularly given that many of the short-term restrictions that apply to the commercial area end after the 5pm-7pm period.

For the weekend period, the car parking demand is more consistent through the day and is mostly moderate. For the August time period, the peak occurs 2pm, when there is a 74% occupancy. This time period corresponds to when there were sports matches at both the MCG and AAMI Park. For the February non-event period, the demand is more consistent, with demand falling within the 50%-60% range for most of the day, and a peak demand occurring at 8pm (60% occupancy).

Looking at the data from an overall perspective, it can be seen that car parking is in highest demand during business hours. During this time the short-term and medium-term car parking restrictions generally apply. Outside of these times, when car parking is either unrestricted, or subject to Permit Zone restrictions, car parking demand is generally lower. Car parking demand is generally lower during the weekend, and is mostly consistent throughout the day, with the exception being if there is a major event in the area.

It is clear that much of Cremorne is used for business related parking during business hours and parking for major events during the evenings and on weekends.

5.7.1. Off-Street Parking

There are a number of off-street carparks within the Cremorne area, which are a combination of public and private parking facilities.

Figure 18 below illustrates the available off-street carparks within the Cremorne area, while a summary is provided at Table 4.

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Figure 18: Off-street carparks

Table 4: Off-street Public car parking summary

Carpark	Operator	Restrictions/Fees	No. Spaces
1-3 Harcourt Pde	Care Park	P Ticket	18
Kangan Institute	Kangan Institute	P Ticket 5:00pm -9:30pm 8am-9:30pm Sat-Sun Restricted Parking	93 publicly spaces
Stephenson Street	Care Park	P Ticket	67
70 Gwynne Street	Wilson	P Ticket	97
East Richmond Station	DoT	Unrestricted	48
560 Church Street	Ace Parking	P Ticket	65
658 Church Street	Wilson	P Ticket (2 hour max)	20
Total			408

5.8. Summary of Existing Conditions

The transport network within Cremorne is unique and presents a series of challenges and opportunities. The transport network is summarised as follows:

- The road network within Cremorne is constrained in a number of ways:
 - It is surrounded by congested arterial roads.
 - Its connections to the arterial road network are limited in all directions, particularly to the north, west and south.
 - Its connections to the arterial road network are also congested at peak times, particularly at Cremorne Street and Balmain Street.
 - The rail lines through Cremorne form barriers to movement of all modes, particularly vehicles with only a limited number of crossing points.
 - It is served by a dense network of narrow roads. Many of these roads operate in a one-way direction. A significant number of the roads are akin to laneways and have limited traffic carrying capacity.
- There are very limited options to increase the traffic capacity of the arterial roads surrounding Cremorne and the links into Cremorne itself. This comes from a number of factors including the local road network configuration and limited road reserve widths generally. Any new connections to the arterial road network (such as at Punt Road) would affect the efficiency of the network.
- Cremorne is highly accessible by public transport. This includes 'local' tram and bus services and city-wide services via the metropolitan rail network.
- There is high quality bicycle infrastructure in the area around Cremorne, however the connections to this infrastructure are not at the same high level. Within the local road network, cyclists have to share road space with general traffic. This is generally acceptable, however this does lead to conflict with the higher traffic volumes using Cremorne Street and Balmain Street.
- Cremorne is highly walkable from a geographic standpoint. However, the quality of the pedestrian infrastructure within the local road network is generally poor, with key issues being narrow footpaths, variable surface quality, infrastructure obstructing footpaths and generally poor pedestrian amenity.
- On-street parking is highly controlled. The restrictions seek to balance the competing demands of residential and commercial land uses. There is essentially no long-term public parking within Cremorne, except for that provided to residents (via Council's Resident Parking Permit Scheme) or in a limited number of off-street commercial carparks. Demand for car parking within Cremorne is generally very high during business hours.

5.9. Cremorne Streets and Movement Strategy (Draft) – Consultation Report

The purpose of the proposed Cremorne Streets and Movement Strategy (Oct, 2019) is to assist Council in the effective planning for a major increase in trip demand associated with land use change and intensification on a movement network which is already operating at, or near, peak vehicle capacity.

The strategy is based on the following key issues and challenges:

1. *The challenges identified in relation to the access and movement network in Cremorne are typical of many inner urban precincts.*
2. *There will be a large number of new workers, visitors and residents in Cremorne in future.*
3. *The major barriers to access and movement (Yarra River, Punt Road, rail corridors) are likely to remain unchanged.*
4. *The existing street and movement network and available area of public space within the precinct will remain largely unchanged.*
5. *Do nothing is not an option - will result in increasing congestion and adverse impacts on all workers, residents and visitors to the precinct.*
6. *The existing pedestrian network is not able to provide the required standard of safety, comfort and access for all users.*
7. *Cyclist safety, connectivity and access both within, and to/from the precinct could be improved.*
8. *On-street car parking is at capacity in many parts of Cremorne.*
9. *Introduction of more cars in new developments will increase congestion and demand for car travel.*
10. *Any approach to change must consider both the impact on the existing community, as well as seeking to influence the travel behaviour for new workers, residents and visitors.*

To address the key issues of traffic congestion and accessibility, the focus of the plan is to improve the transport infrastructure for non-vehicle traffic, cyclists, pedestrians and by extension public transport (as it is easier to travel to and from public transport stops). Amongst other recommendations, the plan proposes a reallocation of road space along key routes through Cremorne to prioritise pedestrian and cyclist infrastructure. In most cases, this means removing on-street parking to increase the space for other modes. This is summarised in the following paragraph:

The increasing demands on street space driven by land use intensity within Cremorne requires greater priority to be allocated to more space-efficient travel modes (train, tram, bus, cycling and walking) whilst still recognising the importance of providing space for essential services, deliveries, residents and those with special needs. Private vehicle travel is not considered a priority or mass transit mode in this area, and future planning must recognise the limitations of car access into and through Cremorne, while protecting the ability of the network to support existing and future economic activity.

5.10. Recent Land Development within Cremorne

The table below summarises the proposed and approved office developments in Cremorne over the last 5 years (approximately). The table only includes primarily office developments (not mixed-use developments) down to 1,500m² in size.

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Table 5: Summary of Office Development Approvals

Location	Application No.	Office Size (m ²)	No. Car Spaces	Parking Rate (spaces/100m ²)	Status
60-88 Cremorne Street	PLN17/0626	27,653	233	0.8	Under construction*
506-510 Church Street	PLN17/0278	20,744	236	1.1	Under construction*
17-21 Harcourt Parade	PL08/0921.03	10,200	174	1.7	Endorsed Plans
65-81 Dover Street	PLN20/0229	9,979	91	0.9	In progress
34 Cubitt Street	PLN19/0921	8,531	83	1.0	In progress
57 Balmain Street	PLN17/0177	6,526	127	1.9	Under construction*
594-612 Church Street	PLN17/0456.01	5,159	71	1.4	Under construction*
4 Cubitt Street	PLN19/0657	4,197	22	0.5	In progress
1 Newton Street	PLN18/0042	4,156	35	0.8	Under construction
1 Gordon Street	PLN18/0498	3,604	16	0.4	Endorsed Plans
2-6 Gwynne Street	PLN17/0650.02	3,113	46	1.5	Under construction
12 Albert Street	PLN17/0284.01	2,688	17	0.6	Under construction
25 Balmain Street	PLN20/0037	2,437	8	0.3	In progress
49 Stephenson Street	PLN17/1117	2,010	32	1.6	Permit Issued
19 Cubitt Street	PLN19/0664	1,968	0	N/A	In progress
7-11 Dover Street	PLN1618/0619	1,930	29	1.5	Permit Issued
38-42 Cremorne Street	PLN19/0830	1,588	8	0.5	In progress
480-482 Church Street	PL08/0279.03	1,585	21	1.3	Constructed
8 Gwynne Street	PLN16/0013.01	1,500	32	2.1	Constructed
Total/Average		119,568	1,281	1.07	
Average by Site				1.05	

Notes:
All office developments down to 1,500m² in size.
*Applications approved via VCAT

For primarily office developments, it is easy to calculate the car parking provision rate as the number of car spaces and office floor area is provided.

This is not the case in a mixed use developments. Council's records include the provision of car parking and development sizes/uses, but not the allocation of car parking per use. However, mixed use developments are the minority of applications within Cremorne (a

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reflection of the Commercial 2 Zone) and are consequently not significant to the overall analysis.

The table illustrates there has been considerable growth in demand for offices within the Cremorne area of the last few years.

The table illustrates a clear trend of low car parking rates are currently being approved and proposed within Cremorne. The average parking approval rate is 1.07 car spaces per 100m² overall within Cremorne. The highest parking provision approved (for a relatively modest 1,500m² office) was 2.1 car spaces per 100m², with no developments approved at the statutory minimum requirement of 3 spaces per 100m².

A number of these developments were approved through the VCAT process, particularly for the largest developments. It is noteworthy that the car parking rates would have been tested through the Tribunal process and numerically, the car parking reductions are very significant. For the largest office development at 60-88 Cremorne Street (0.8 car spaces per 100m²), this equates to a reduction of almost 600 car spaces.

Application of the reduced parking rates in those applications listed above has 'saved' a total of 2,306 car spaces (when compared to the statutory requirement) and the associated traffic impacts of those car spaces from the Cremorne area.

6. The Parking Overlay

Clause 45.09: Parking overlay enables Councils to respond to local car parking issues and can be used to outline local variations to the standard requirements in Clause 52.06. These variations can apply to the entire municipality or a smaller precinct. Local variations to Clause 52.06 can only be introduced using the Parking Overlay and accompanying schedule.

The intent of the Parking Overlay for Cremorne is to ensure car parking is supplied at rates that reflect the Cremorne Enterprise Precinct's unique transport environment and access to alternative forms of transport to the private car. The provision of reduced car parking is designed to have a positive impact by reducing the growth of vehicular traffic within Cremorne and assist in providing a more pedestrian and cyclist friendly environment.

Given that the key development pressure within Cremorne is from commercial development, the Parking Overlay is recommended to be applied to the Commercial 2 Zone (C2Z) and Comprehensive Development Zone (CDZ) in Cremorne.

Cremorne is a unique location within Melbourne, although it is surrounded by transport infrastructure, it is not well connected to that infrastructure. The external road network is highly congested, the road connections to the arterial road network are limited in a number of directions and are also highly congested. The options to improve access to the precinct by car is also very limited, with narrow road reserves and constrained intersections a key feature of all connections between Cremorne and the arterial road network. Any new connections would also impact on the arterial road network and the public transport services that use them.

The area is close to quality public transport services, however the walking environment to and from Cremorne to those services is generally poor. There is good bicycle infrastructure surrounding Cremorne and the area is easily cycled to from other areas of inner Melbourne, but the internal street network is not friendly to cyclists.

The future of transport in Cremorne is not increased car usage, but facilitating more efficient and sustainable modes of transport, walking, cycling and public transport.

Unlocking Enterprise in a Changing Economy policy document identifies 9 key ingredients for a successful Enterprise Precinct (see Figure 2, page 13). The proposed Parking Overlay is one tool to assist with the precinct's Accessibility, Infrastructure and by extension, Quality of place.

The key direction for the accessibility and transport infrastructure within Cremorne is sustainable transport infrastructure. Trips by walking, cycling and public transport will be prioritised over private car use.

The proposed Parking Overlay is designed to reduce the traffic impacts of new developments. It ties in with Council's Draft Streets and Movement Strategy which looks to address the issues of pedestrian and cyclist access and amenity within Cremorne. This Strategy does not aim to facilitate any significant increase in vehicle-based traffic into Cremorne. Road space is intended to be reprioritised from vehicle movement and on-street car parking to pedestrians and cyclists.

Parking Overlay Practice Note 57 (April, 2013) sets out a number of specific matters that a new Schedule to the Parking Overlay can or must address. This includes:

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- a) Objectives of the Parking Overlay (must be addressed)
- b) Car parking requirements, including the ability to specify minimum or maximum parking rates and different rates for different land uses. The overlay can cover:
 - Permit requirements if the car parking requirements are not met.
 - Additional decision guidelines (supplementing those already in the planning scheme) if the car parking requirements are not met.
- c) Financial contribution requirements in lieu of providing the required number of car spaces.
- d) Additional requirements for a car parking plan.
- e) Additional design standards for car parking.
- f) Additional decision guidelines for car parking plans.

The Overlay recommended for Cremorne does not propose financial contributions, additional requirements for car parking plans, design standards or decision guidelines for car parking plans.

Requiring financial contributions for not providing the requisite number of car spaces in order to construct new car parking facilities is counter-productive to the strategic objective of the Parking Overlay, which is to reduce the level of car parking provided in new developments and the associated negative impacts of providing high levels of car parking in the context of Cremorne.

In our view, there is no particular need to include additional design standards or car parking plan requirements above those currently included in Clause 52.06-9. The decision guidelines recommended in relation to applications to exceed the maximum specified parking rates include consideration of whether excessive car parking provision negatively impacts on the building design and this adequately addresses these issues without requiring specific design standards.

A copy of the recommended Parking Overlay is attached at Appendix B, with the following sections of this report reviewing the content of the overlay and justification for the proposed controls.

6.1. Definition of Objectives

The Schedule to the Parking Overlay must specify car parking objectives to guide the exercise of discretion when a proposal seeks to vary a requirement.

The following proposed objectives specify the local outcomes that should be achieved in Cremorne, having regard to it as an Enterprise Precinct of State Significance.

The following objectives for the Parking Overlay are proposed:

- *To identify appropriate car parking rates for commercial development and land uses in Cremorne, having regard to the area's strategic, inner-metro location and transport environment.*
- *To facilitate an appropriate provision of car parking spaces to enable Cremorne to grow as a major enterprise precinct with sustainable development, quality public spaces and active transport options.*

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- *To reduce car parking demand, traffic congestion and noise and air pollution by encouraging the use of active and sustainable transport modes.*
- *To improve amenity and safety for pedestrians, drivers and cyclists in Cremorne by minimising vehicle access to and through sites.*
- *To ensure onsite car parking is designed to protect Cremorne's quality of place, including its built form character, heritage, public spaces and local road network.*

The objectives of the Overlay are aimed very specifically at recognising the following unique, localised issues in Cremorne:

- That Cremorne is well serviced by public transport, cycling infrastructure and is highly walkable (acknowledging that there are issues with the quality of the pedestrian environment). These modes should be encouraged.
- The transport challenges within Cremorne, particularly the constrained road network from a capacity and geometric perspective. Cremorne has a distinctly finite ability to accommodate additional car-based trips, meaning that the provision of high levels of car parking in new developments would exacerbate these constraints.
- That future of travel to and within Cremorne is via sustainable transport modes. Council is working on strategies to improve the pedestrian and cycling environment within Cremorne (which also assists connection to public transport services) and to do this will require a reallocation of road space away from on-street car parking and vehicle carriageways. In this context, the provision of high levels of car parking in private developments and the resultant traffic impacts for would be counterproductive.
- Provision of high levels of car parking can impact the quality of place within Cremorne, including through built form character, heritage, public spaces and impacts to pedestrian safety and amenity.

6.2. Parking Overlay Rates

6.2.1. Existing Situation

There is no existing Parking Overlay within Cremorne and the supply of car parking is regulated under Clause 52.06 of the Yarra Planning Scheme.

Amendment VC148 was introduced in August 2018, which applied the minimum car parking requirements of Column B of Clause 52.06-5 to all land within the Principal Public Transport Network area. This includes the entirety of Cremorne, as shown in Figure 10.

A copy of Clause 52.06 is attached at Appendix C of this report.

Specifically, in the context of the proposed parking controls (see following section), car parking for offices is required at the minimum car parking rate of 3.0 car spaces per 100m² NFA. Whilst there is no specific retail rate, shop and food and drink premises (two highly typical retail land uses) have a statutory minimum car parking rate of 3.5 car spaces per 100m² LFA.

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The Column B rates were designed to reflect typical 'Activity Centre' parking rates. They accounted for the efficiency of sharing car parking between multiple uses, such as (but not limited to):

- Shops and offices being busier during the day are able to share parking with restaurants that are busier at night.
- Residential dwellings not requiring visitor parking, which can instead rely on parking not required by commercial uses during the evening.

Tied into the sharing of car parking was a standardising of car parking rates across commercial and entertainment uses such as shops, food and drink premises, restaurants, bars and medical centres all having the same statutory requirement. This was designed to reduce the need for simple changes in use between commercial uses needing to apply for car parking reductions.

These rates however do not reflect the specific circumstances of various activity centres or local areas, including transport availability, proximity to the CBD or other Activity Centres, available car parking, etc. It also does not reflect the importance of an area or its potential for higher order development.

6.2.2. Proposed Parking Overlay Rates

The Parking Overlay proposed for Cremorne seeks to apply the following car parking rates:

- The Office car parking rate is set at a **maximum** parking rate of 1.0 car space per 100m² NFA.
- The Retail car parking rate is set at a **maximum** parking rate of 1.0 car space per 100m² LFA.

The default Column B parking rates of Clause 52.06-5 will remain for all other uses.

The proposed rates will apply to all land zoned Commercial 2 and Comprehensive Development Zone within Cremorne (as per Figure 1 on page 11).

The following reviews the rationale behind the above changes.

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6.2.3. Review of Adopting Maximum Rates

The most significant change to the car parking requirements is the proposal to set maximum, instead of minimum, car parking rates. Below is a comparison of the two approaches.

Minimum Requirements	Maximum Requirements
<p>The 'default' Planning Scheme requirements set out the minimum number of car spaces that should be provided for new development.</p> <p>A reduction (including down to zero) of the minimum requirement can be sought via a set of prescribed decision guidelines. Any reduction requires approval by Council (or VCAT).</p> <p>In general, it is relatively rare for a development proposal to significantly exceed the current minimum parking requirements and it is very common for office applications within Cremorne to require car parking reductions.</p>	<p>Developments can as of right provide any amount of car parking between the maximum limit and zero, i.e. zero car parking is acceptable by default.</p> <p>Providing car parking above the maximum requirement can be sought through the use of prescribed decision guidelines. Any increase requires approval by Council (or VCAT).</p> <p>For most developments, it is expected that some car parking would continue to be provided, particularly for long-term staff parking.</p>

Fundamentally, minimum parking rates adopt a 'predict and provide' approach to the provision of car parking. The intent is to meet the predicted demand for car parking by supplying it on each site.

This approach is inconsistent with the transport direction of Melbourne into the future. *Plan Melbourne 2017-2050* is predicting that Melbourne's population will increase from approximately 5 million to 8 million people over the next 33 years. State and local planning policies are already acknowledging the change that is required in the way in which people travel with *Plan Melbourne 2017-2050*. It is not possible to continue with a 'business as usual' approach to transport. Increased reliance on walking, cycling and public transport is imperative as Melbourne grows.

At a local level, minimum parking rates do not recognise the transport constraints of Cremorne as an inner area with lower than average accessibility by car. It does not recognise that there are existing and largely permanent restrictions on the capacity of the local road network and that there is a finite amount of road space available for transport (see discussion at Section 5.4.1).

While additional car parking can continue to be provided for new developments, the road system is not capable of providing significant additional capacity to accommodate private car travel created by the new development. Congestion will increase significantly with increased development within Cremorne without significant mode shift. That is, a business as usual approach to parking provision cannot be sustained.

Indeed, road space within Cremorne and in the nearby area is likely to be reallocated away from car-based transport (including traffic lanes and on-street parking) in favour of more

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efficient and sustainable transport modes such as public transport (trams and buses), cycling and walking, as per the Cremorne Streets and Movement Strategy (Draft).

The primary benefits of applying the parking rates as maximums are as follows:

- It supports sustainable transport modes by not placing a planning-process obstacle to providing low parking rates. Offices with low parking rates will mean greater use of sustainable transport alternatives – a highly desirable outcome strongly supported by Council policy.
- It supports lower car parking rates which will lower the impact of new development on the road network. Reducing the provision of car parking and consequential traffic impacts is a key measure that can be implemented by these controls.
- It provides a means to control new proposals over-supplying car parking. Applications are still able to exceed the maximum requirements through a planning permit that is subject to a detailed assessment reviewed by the Responsible Authority.
- It is likely to reduce the number of office planning applications which require a planning permit trigger for a reduction in car parking. This would reduce 'red-tape', cost and delay associated with car parking reductions. As demonstrated in Section 5.10, all significant office developments within Cremorne in the last 5 years are already seeking car parking reductions and the average car parking provision rate (across all of Cremorne) is 1.07 car spaces per 100m².
- It provides clarity as to expectations for car parking by new developments within Cremorne to all stakeholders, developers, decision makers and existing residents and businesses.
- It discourages costly car parking solutions that may be redundant in future, with autonomous vehicles expected to reduce private car use in the long term (e.g. car stackers, deep basements, automatic parking systems).

The application of maximum parking rates allows the granting of a Planning Permit with no car parking automatically, even for potentially very intense land uses (for instance a large office development). We do not expect this to occur in practice due to market realities. Our experience is that the current market requires some level of car parking. This is evident through the City of Melbourne and Fishermans Bend where the market continues to provide some level of car parking in most cases enough though zero car parking is acceptable by default.

The two key potential risks with the implementation of a maximum parking rate is that:

- new developments seek to rely on the use of on or off-street public parking to support the car parking demand they will generate.
- The lack of car parking provision stifles business development.

Neither of these outcomes appears likely within Cremorne.

As detailed in Section 5.6.1, parking conditions within Cremorne are highly controlled. This includes:

- Extensive short-term parking restrictions apply within Cremorne and to surrounding areas during business hours.

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- Very limited long term or unrestricted parking within Cremorne in a handful of residential streets. It would be entirely appropriate for Council to apply Permit Zone parking restrictions to these last remaining streets. It should be noted that new developments would not be eligible for car parking permits under the Yarra parking permit scheme.

We are satisfied that staff do not have the practical option to drive to Cremorne if they are not provided with a private car space during the prevailing on-street parking restrictions. Accordingly, the reduced parking rates proposed will not significantly impact on parking conditions in the area or immediate surrounds of Cremorne.

The Draft Cremorne Streets and Movement Strategy also foreshadows that on-street parking is likely to be reduced over time to improve sustainable transport infrastructure in the area and we would expect that this would also be in conjunction with a tightening of on-street parking restrictions. This includes a reduction in long- and medium-term parking, and possibly an increase in Permit Zone parking restrictions (where needed for residents).

The last 5 years have seen a significant amount of office space approved within Cremorne (over 150,000m²) with an average parking rate of 1.07 car spaces per 100m². In our view, this is demonstrating that the market is accepting low office parking rates already. It appears unlikely that placing a maximum parking requirement on office or commercial development in Cremorne would stifle economic activity.

6.3. Review of the Proposed Office Rate

It is important to take a forward-looking approach to decreasing reliance on car-based travel and to encourage alternate modes for office land uses. This is particularly relevant in areas where public transport accessibility and access to other services is well provided for and will continue to improve in line with government initiatives.

By example, if a forward-looking approach was not adopted and reliance was taken solely of the historical car ownership rates and journey to work data in isolation, the car parking limitation policies which apply to many areas within the metropolitan area would not have been supportable.

Changing the car requirement to a maximum of 1 space per 100m² for an office is consistent with the planning of new office developments within Cremorne, as seen in Section 5.10. Recent approvals for office space have resulted in a net average office parking rate of 1.07 car spaces per 100m².

A reduced rate for office uses has been applied (or is proposed) under car parking overlays which apply to activity centres across the Melbourne metropolitan area. A summary of some of these is provided in the following table, which also includes the 2016 Journey to work statistics.

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Table 6: Reduced Office Car Parking Rates

Activity Centre (Municipality)	Plan Melbourne Classification	Current Statutory Car Rate Office	ABS Journey to Work Data (Based on Place of Employment)
Cremorne	N/A	Clause 52.06-5 Minimum: 3 car spaces to each 100m ² of net floor area	Richmond SA2 33% - Public Transport 52% - Car as driver
Box Hill (Whitehorse)	Metropolitan Activity Centre	Clause 45.09-1 Minimum: 2 car spaces to each 100m ² of net floor area	Box Hill SA2 12% - Public Transport 65% - Car as driver
Footscray (Maribyrnong)	Metropolitan Activity Centre	Clause 45.09-1 Minimum: 1.5 car spaces to each 100m ² of gross floor area Maximum: 2.0 car spaces to each 100m ² of gross floor area	Footscray SA2 14% - Public Transport 63% - Car as driver
Fisherman's Bend Redevelopment Area	Fisherman's Bend Redevelopment Area	Maximum 1.0 car parking space to each 100m ² of gross floor area	South Melbourne SA2 26% - Public Transport 51% - Car as driver Port Melbourne Industrial SA2 8% - Public Transport 84% - Car as driver
Melbourne (City of Melbourne)	Capital City Zone – Outside The Retail Core	Maximum spaces = 5 x net floor area of buildings on that part of the site in sq m 1000 sq m or 12 x site area in sq m 1000 sq m	Melbourne SA2 (CBD Area) 62% - Public Transport 16% - Car as Driver

It should be noted that the Fishermans Bend Overlay applies a maximum rate of 1 space per 100m² to the entire Fishermans Bend area. Fishermans Bend is a similar distance to the Melbourne CBD (see Figure 5 on page 23) and includes substantial areas that have limited public transport services (bus only) and there is no certainty around when fixed rail (tram and metro services) will be provided. In contrast, Cremorne has an established public transport network that is highly connected to the metropolitan rail network.

Fishermans Bend is planned to have one metro rail line. Cremorne is already serviced by nine metro lines covering all of eastern and south-eastern Melbourne and is one stop outside of the City Loop (from Flinders Street Station).

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A parking rate of 1.0 car spaces per 100m² is lower than the Parking Overlays which apply to Box Hill and Footscray (and a maximum rate). While both of these Activity Centres are Metropolitan Activity Centres, Cremorne is substantially closer to the CBD and has a higher proportion of public transport use.

The Office car parking rate is proposed to be set at a maximum parking rate of 1 space per 100m². The use of a maximum rate will by default allow zero car parking to be provided for office developments.

The proposal to limit office car parking under the Overlay is a strategic decision designed to reduce the traffic impacts of new developments within Cremorne and realise the positive benefits of sustainable transport choices.

This review finds that there is strong support for a significant reduction of the office parking rate in this development in favour of alternative, sustainable transport modes for the following reasons.

6.4. Review of Proposed Retail Rate

The reduced rate of retail parking is designed to provide a limited number of car spaces for retail workers – at the same rate as office workers.

Retail is seen as a key secondary land use in Cremorne. Compared to more than 150,000m² of office space approved in Cremorne over the last 5 years, the amount of retail space is in the order 10,000m² or less than 10% the total office area³. Where proposed, the retail component is often substantially less than 1,000m² in size, generally only a few hundred meters squared or less.

The definition of retail is broad and includes the following key land uses that are likely to be found within Cremorne given its location and zoning:

- Food and drink premises, including bar, restaurant and takeaway premises
- Shop, including convenience shop and restricted retail premises

A typical form of retail development occurring within Cremorne is via an 'active' ground floor use such as a café, restaurant or small shop(s). These land uses provide local amenities to nearby workers and residents within Cremorne and generally do not form key attractors to the area. The customers of these businesses are therefore drawn from the nearby area, will walk or cycle and do not need to drive.

Car parking within Cremorne is generally limited to short-term parking during business hours and ideal for use by customers. The non-provision of customer parking for small retail uses is consistent with the centre-based approach to car parking management.

The current statutory car parking requirement for a shop or food and drink premises is 3.5 car spaces per 100m². Typically, staff make up about 1/3 of this parking rate or 1 space per 100m², with the balance associated with customers.

Adopting a maximum parking rate of 1 space per 100m² effectively means that:

- Staff can be provided with car parking, up to the empirical demand for parking.
- Customers are not provided with parking generally and would need to park off-site or seek alternative transport modes.

To provide retail parking for staff, but not customers, is common practice across Activity Centres within Metropolitan Melbourne and accords with the objectives of a centre-based approach to the management and supply of car parking.

6.5. Basis for the Reduced Car Parking Rates

6.5.1. Reduction in Traffic Impacts of New Development

Office is one land-use that is particularly conducive (and important to target) in achieving a mode shift away from private cars to public transport, cycling, walking, etc. This is particularly the case as journey to work trips for office uses are typically made during the commuter peak hours and predominantly involve single occupant vehicles.

³ Based on planning permit information provided by Council.

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This can be seen in the mode of travel data provided Table 3 (page 39), the use of sustainable transport modes and particularly public transport, is already high by office workers in Cremorne.

Generally speaking, when office car parking is provided within an inner metropolitan area, it is highly used by employees and someone within the office will drive and use the car space on a daily basis. These spaces usually then generate a car-based trip to and from work each day, and most likely during peak times for traffic congestion during commuter peak hours. An office car space is likely to generate in the order of 0.5-0.6 vehicle trips per car space during peak hours (and close to one trip over a two-hour peak period in the morning and afternoon).

In contrast, a resident car space will not necessarily generate a trip during the commuter peak hours. For example, a resident might use alternative transport modes for trips to work (only 49% of residents use their car for journey to work purposes within the Cremorne suburb currently and not all of these would be in commuter peak hours). A resident might not work that day, be a shift worker, could be retired, unemployed or not own a vehicle. As such, the traffic generation rate of residential car spaces would be in the order of 0.15-0.3 vehicle trips per hour during peak periods. Consequently, each office car space generates around 3 times the impact of a resident car space in terms of traffic impact.

The timing of trips for office uses typically has the greatest impact on traffic congestion on the road network and occurs when public transport services operate at higher frequencies (and offer express services in some cases). This is in contrast to an industrial use, for example, where staff may work shifts, travel outside of peak periods and have more limited access to public transport, making it more difficult to achieve a mode shift.

Section 5.10 reviews the current trends in car parking provision for new offices within Cremorne. The largest office development at 60-88 Cremorne Street was granted a reduction of almost 600 car spaces from the statutory requirements. This has saved 300-360 peak hour vehicle trips in Cremorne.

By way of reference, Cremorne Street (between Swan Street and Stephenson Street) carried an average two-way traffic volume of 350-360 vehicles per hour in both the AM and PM peaks and that the Swan Street/Cremorne Street intersection is at capacity (particularly in the PM peak)⁴. While not all of the traffic from 60-88 Cremorne Street will travel to/from the site via the Cremorne Street/Swan Street intersection, this example illustrates that office development within Cremorne can have a significant impact on the number of vehicle trips within Cremorne at the critical peak periods for the road network.

Recent planning approvals within Cremorne include a total of 1,281 office car spaces alone, not including parking provided for residential or other commercial developments.

Applying reduced parking rates in those applications listed in this report has 'saved' a total of 2,306 office car spaces (when compared to the statutory requirement) and the associated traffic impacts of those car spaces from the Cremorne area.

A number of studies of Cremorne have concluded that the increased development scale envisioned within Cremorne cannot be sustained by the existing road network. The development potential of Cremorne can only be realised by a significant mode shift for

⁴ Source: The Cremorne Traffic Study

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journeys both to and from the Precinct and in this context, the provision of reduced office parking as a tool to encourage this change is strongly supported.

Together with the Parking Overlay, Council needs to proceed with plans and upgrades to the local road network to cater for the increased number of pedestrians and cyclists that this new development will bring to the area.

It should be noted that Cremorne can accommodate additional development and some level of car parking within the Precinct. A low level of staff parking in our experience remains a commercial consideration for many businesses and it is important to allow some level of car parking so as to not discourage business growth. As development within Cremorne increases, travel patterns to the precinct are also likely to change:

- Subdued levels of traffic generation per land use unit area in comparison to sites which are less constrained and experience or interface with free-flow levels of network performance.
- A re-distribution or re-assignment of non-local traffic activity to other parallel or similar traffic routes either side of the precinct. This means that current through movements within Cremorne are likely to be displaced as drivers seek more efficient routes.
- A change in the modal travel behaviour by residents and employees in the area adapting or changing their transport mode from the private vehicle.
- A change in the time of travel to either the shoulder or inter-peak road network peak hours especially for discretionary trips currently on the network (i.e. a spreading of the peak hours).

6.5.2. The availability of convenient and efficient public transport in this area

Cremorne is well serviced by public transport services as detailed in Section 5.5.

It has a high level of access to public transport services in both metropolitan scale rail via Richmond, East Richmond and South Yarra Stations, and more local bus and tram services. Public transport services also operate at their most efficient and most frequent during the commuter peak hours.

We are satisfied that public transport is both readily available and proximate to Cremorne. Reducing the requirements for car parking within Cremorne will encourage use of these existing services.

6.5.3. Walking

Cremorne is readily walkable from a geographic standpoint. Employees within the area have good access to public transport services and local amenities. As the area redevelops, the quality of local amenities and services within Cremorne is likely to increase.

Where Cremorne has existing challenges is not its geography, it is the current state of pedestrian infrastructure within Cremorne. These issues and opportunities are documented at Section 5.5.3. Council is already well aware of the existing issues, which have been identified in a number of strategic documents, including the Draft Streets and Movement Strategy.

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The reduced parking rates proposed in the Overlay are designed to encourage walking as a mode of transport and assist in making changes to the street network possible that prioritise pedestrians over vehicle-based traffic.

6.5.4. Cycling

Cremorne is surrounded by good cycling infrastructure and can be easily cycled to from many areas of inner Melbourne. Cycling should be supported as a mode of travel to Cremorne and the proposed restrictions on car parking provision are designed to encourage this behaviour.

Similar to the previous section discussing walking, cycling within Cremorne has existing challenges which have been identified in a number of studies and Council is well aware that this needs addressing.

The Parking Overlay cannot resolve these infrastructure issues. The Parking Overlay should be seen as encouraging cycling, with the infrastructure issues to be addressed over time by other means.

6.5.5. The lack of Impact on Public Parking

Workers require long-term car parking if they are to travel to work via private car. If this car parking is not provided at their place of work (i.e. private parking), they need to find long-term public on or off-street parking or use alternative transport modes.

Section 5.6.1 of this report reviews the provision of public on and off-street parking.

On-street parking in Cremorne is highly controlled during business hours. There is effectively no long-term car parking available within the study area and what car parking is available is in high demand. Through Council's sensor network, the parking restrictions in the area are easily enforceable.

This study has also looked at areas around the periphery of Cremorne. The parking restrictions in the area remain consistent in that parking is tightly controlled during business hours.

The direction of the Draft Cremorne Streets and Movement Strategy is to re-prioritise road space for use by pedestrians and cyclists. This will result in a loss of on-street car parking over time. Council will need to review ways to maximise the efficiency of the remaining on-street car parking. There will not be an increase in long-term on-street parking within Cremorne in any case.

Off-street parking in the area is also limited. Our expectation is that many of these at-grade car parking areas will be replaced over time as they are key development sites and are unlikely to continue to provide any significant supply of commercial off-street parking.

Based on the above, it is our view that if employees are not provided with private car parking, they are unlikely to be able to drive to Cremorne and will have to use alternative, more sustainable, transport modes. This outcome is consistent with the objectives for the future of transport into Cremorne.

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6.5.6. Proximity to Services

Office workers can combine their trip to work with access to local services. Examples of this activity includes:

- Shopping after work for essential items, such as food shopping.
- Accessing medical services immediately before, at lunchtime or after work.
- Accessing local restaurants or entertainment venues.
- Visiting a post office or bank.

The availability of these amenities is higher near Swan Street/Church Street, but will improve over time as the area develops.

Workers have access to these facilities via a short walk. They can do so during lunchtimes or immediately before or after work. Accordingly, these workers are not generating additional vehicle trips to access these services either from their home directly or while travelling to-and-from work.

6.6. Parking Overlay Car Parking Rates Summary

The Parking Overlay proposes the following specific car parking rates:

- The Office car parking rate is set at a **maximum** parking rate of 1.0 car spaces per 100m² NFA.
- A retail car parking rate will be introduced, setting a **maximum** parking rate of 1.0 car spaces per 100m² LFA.

All other uses will remain under the minimum Column B parking rates of Clause 52.06-5 which currently apply to Cremorne.

The choice to apply maximum, instead of minimum rates is intended to reduce the level of car parking required for new developments and changes in use by removing the barrier to these lower parking rates created by the planning process. It is designed to:

- Encourage sustainable transport modes and support the key transport objectives of Cremorne.
- Reduce the level of car parking provided within new developments and consequently, the traffic impact of new development on the road network

6.7. Parking Overlay Decision Guidelines

Decision Guidelines will be necessary to supplement the recommended car parking provision requirements within a Parking Overlay. Specifically, Decision Guidelines are needed to guide decision makers on when applications seeking to provide more than the maximum parking provisions should be allowed, as the current Clause 52.06 guidelines are designed around considerations for reducing minimum parking requirements.

The focus of these decision guidelines is to assess whether the provision of car parking in excess of the maximum rates has negative impacts on the local road network, affects

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sustainable transport patterns within the development and sustainable transport infrastructure in the nearby area (affecting other transport users).

The following Decision Guidelines are recommended and discussed in the following table.

Table 7: Review of Decision Guidelines

Decision Guidelines	Response
<p>The following decision guidelines apply to an application for a permit under Clause 52.06-3, in addition to those specified in Clause 52.06-7 and elsewhere in the scheme. The responsible authority must consider, as appropriate:</p>	
<ul style="list-style-type: none"> The Municipal Planning Strategy and the Planning Policy Framework. Whether the objectives of this schedule have been met. 	<p>Any consideration to provide more car parking than the maximum rate should have regard to the strategic planning of the area and the objectives of the Parking Overlay.</p>
<ul style="list-style-type: none"> Any empirical analysis which supports a variation in the maximum number of car parking spaces that should be provided. The particular characteristics of the proposed use with regard to the likely car parking demands generated. 	<p>There may be instances where a specific business or land use requires a level of car parking that is higher than the recommended requirement of 1 space per 100m² and the decision guidelines should be flexible enough to consider where a permit can be granted to exceed the maximum requirement.</p> <p>By example, a particularly significant employer or 'anchor' business may require additional car parking for commercial reasons and the economic benefits of this proposal may outweigh the transport implications.</p>
<ul style="list-style-type: none"> The impacts of the proposed car parking provision on creating sustainable transport patterns that preference walking, cycling and public transport use. 	<p>Providing car parking in excess of the maximum rate should not create an environment where the use of sustainable transport modes is significantly impacted.</p>
<ul style="list-style-type: none"> The impact on the road network of providing car parking in excess of the maximum rate. 	<p>There may be instances where a new development is able to mitigate its transport impact on the road network or provide some wider transport network benefit.</p> <p>Another example might be a site located on the periphery of Cremorne and has better vehicular access to the external road network than a property that is 'internal' to Cremorne and allowing a modest increase in car parking over</p>

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Decision Guidelines	Response
	<p>the maximum rate would not significantly impact on traffic condition in the area.</p> <p>Alternatively, a minor variation above the maximum rate may also be acceptable, particular for small scale developments.</p>
<ul style="list-style-type: none"> <i>The impact of the proposed car parking provision on local amenity, including pedestrian amenity and the creation of a high-quality public realm.</i> <i>Whether car parking and access is located and designed to limit pedestrian disruption and maximise active frontages.</i> 	<p>The provision of car parking in excess of the maximum parking rate may have a negative impact on the design of building. This might include how it presents to the public realm, or how the vehicle access impacts on pedestrian amenity or safety or other impacts.</p>
<ul style="list-style-type: none"> <i>Whether the development makes a contribution to sustainable transport infrastructure improvements in the nearby area.</i> 	<p>It is a widely understood and accepted principle that traffic impacts should be mitigated through associated traffic works. The classic example being an intersection upgrade being required to cater for increased turning movements as result of new development. This thinking also needs to be applied to sustainable transport infrastructure.</p> <p>There needs to be a recognition by developers and decision makers that the transport impacts of new developments could be offset by better sustainable transport infrastructure. In the case of Cremorne, this is particularly relevant where the expectation is that the transport needs of new development should be largely met by sustainable transport modes.</p>
<ul style="list-style-type: none"> <i>The provision of alternative transport modes on the site, including but not limited to car share, safe and secure motorcycle and bicycle parking.</i> <i>The provision of end of trip facilities including, but not limited to showers, lockers, and/ or other similar amenities.</i> 	<p>Any application to exceed the maximum parking rates should still support sustainable transport modes by future employees, such as adequate bicycle parking, car share vehicles and other green travel initiatives.</p> <p>It would not be acceptable to exceed the maximum parking rates, but not encourage the use of sustainable transport modes.</p>

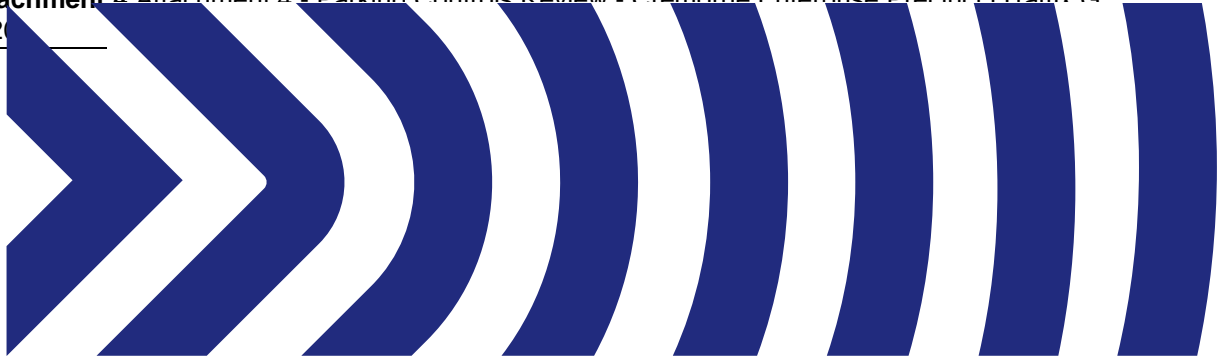
7. Conclusions

Having completed a detailed review of the Cremorne Enterprise Precinct, including various planning and transport strategies and its existing and future transport network, it is our view that:

- a) That a schedule to the Parking Overlay should be applied to land zoned C2Z and CDZ in Cremorne.
- b) The Parking Overlay should include the following car parking requirements:
 - *The Office car parking rate is set at a **maximum** parking rate of 1.0 car spaces per 100m² NFA.*
 - *The Retail car parking rate is set at a **maximum** parking rate of 1.0 car spaces per 100m² LFA.*

All other uses are to remain at the current minimum requirements of Column B of Clause 52.06-5.

- c) There is a need for new decision guidelines in regard to applications to exceed the maximum parking rates specified for offices and retail uses. The recommended guidelines aim to still encourage sustainable transport patterns for new developments and minimising the negative impacts of high levels of car parking.
- d) The proposed Parking Overlay will support the development of Cremorne by reducing the traffic impacts of new development within Cremorne. The Overlay will have the following benefits:
 - i. It recognises the constrained road network in Cremorne, which is operating at capacity and that there is limited scope to improve the capacity of the local road network.
 - ii. It acknowledges that the future of transport within Cremorne is via sustainable transport modes, walking, cycling and public transport and it supports these outcomes.
 - iii. The future streetscapes in Cremorne will re-prioritise road space away from vehicle-based transport (and car parking) to sustainable transport modes.
 - iv. It will implement a parking control that is consistent with current planning practice in the area.
 - v. It will provide clear guidance to decision makers, developers, businesses and residents as to the expectations for car parking provision in Cremorne.
- e) The Parking Overlay is unlikely to negatively impact on the development of Cremorne, specifically:
 - i. Development in the area over the last 5 years has already largely adopted the car parking rates proposed by the Overlay, demonstrating that a reduced parking rate is already acceptable by the market.
 - ii. Overflow parking impacts are likely be negligible given that on-street parking is already highly controlled within Cremorne and immediate surrounds.



Appendix A

Parking Restriction Map

Traffix Group

G28313R-01C

Transport Review

Cremorne Enterprise Precinct

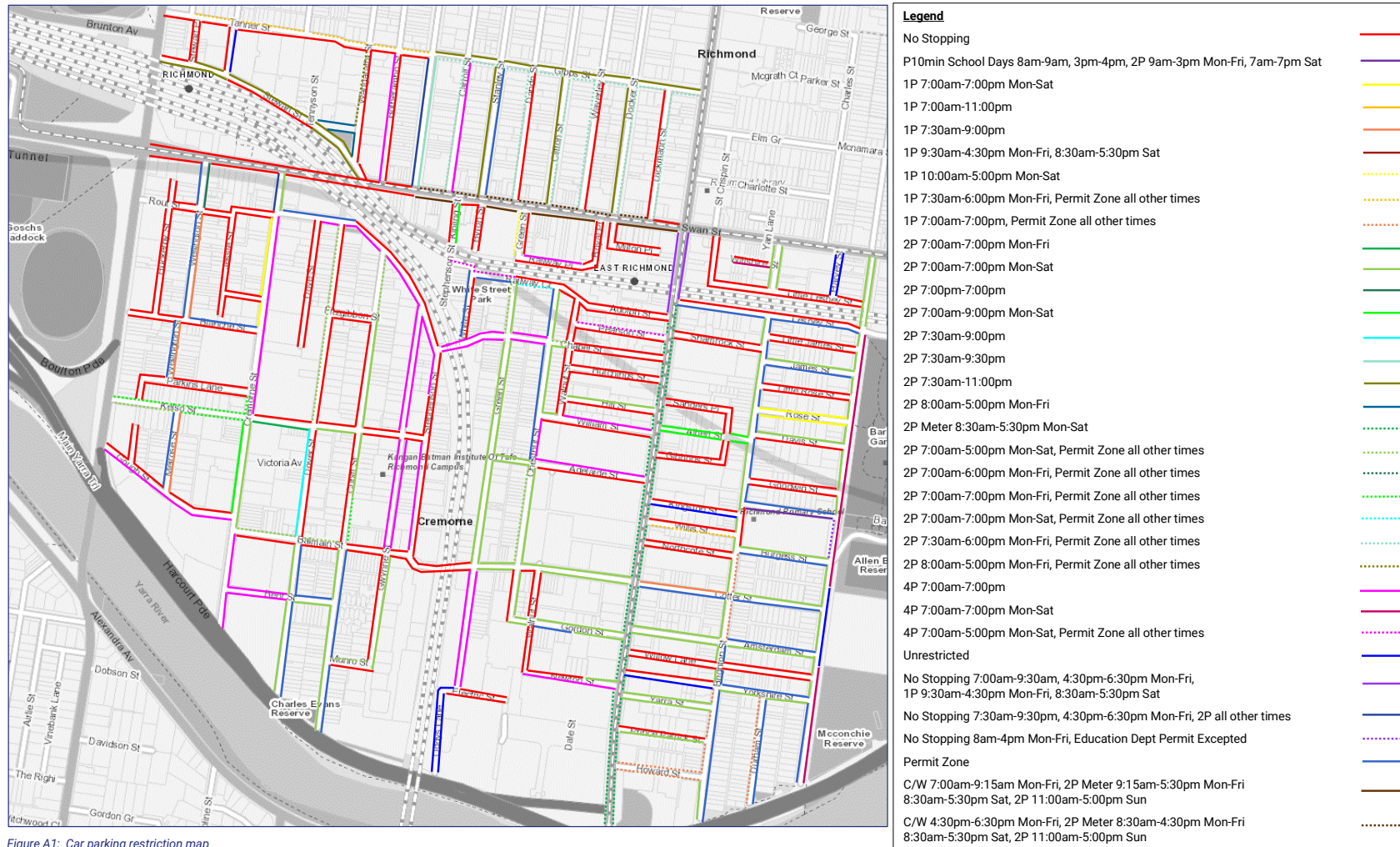
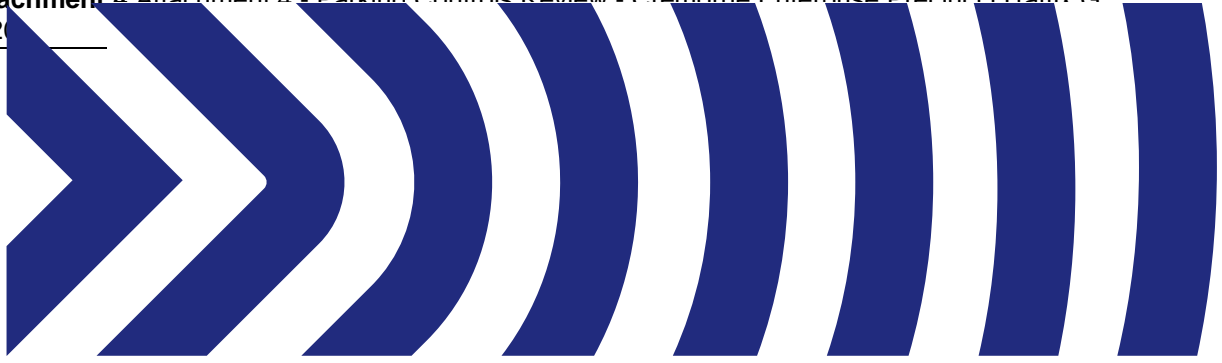


Figure A1: Car parking restriction map



Appendix B

Recommended Parking Overlay

YARRA PLANNING SCHEME

SCHEDULE 2 TO CLAUSE 45.09 PARKING OVERLAY

Shown on the planning scheme map as **PO2**.

CREMORNE ENTERPRISE PRECINCT

1.0 Parking objectives to be achieved

- To identify appropriate car parking rates for commercial development and land uses in Cremorne, having regard to the area's strategic, inner-metro location and transport environment.
- To facilitate an appropriate provision of car parking spaces to enable Cremorne to grow as a major enterprise precinct with sustainable development, quality public spaces and active transport options.
- To reduce car parking demand, traffic congestion and noise and air pollution by encouraging the use of active and sustainable transport modes.
- To improve amenity and safety for pedestrians, drivers and cyclists in Cremorne by minimising vehicle access to and through sites.
- To ensure onsite car parking is designed to protect Cremorne's quality of place, including its built form character, heritage, public spaces and local road network.

2.0 Permit requirement

A permit is not required under Clause 52.06-3 to reduce (including reduce to zero) the number of car parking spaces required under Clause 52.06-5 for any use specified in Table 1 to this schedule.

A permit is required to provide more than the maximum parking provision specified for a use in Table 1 to this schedule.

3.0 Number of car parking spaces required

If a use is specified in the Table below, the maximum number of car parking spaces to be provided for the use is calculated by multiplying the *rate* by the accompanying *Measure*.

Table 1: Car parking spaces

USE	MAXIMUM RATE	MEASURE
Office	1	To each 100 sq m of net floor area
Retail premise	1	To each 100 sq m of leasable floor area

For all other uses listed in Table 1 of Clause 52.06-5, the Rate in Column B of Table 1 in Clause 52.06-5 applies.

4.0 Decision guidelines for permit applications

The following decision guidelines apply to an application for a permit under Clause 45.09, in addition to those specified in Clause 45.09 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- The Municipal Planning Strategy and the Planning Policy Framework.
- Whether the objectives of this schedule have been met.
- Any empirical analysis which supports a variation in the maximum number of car parking spaces that should be provided.
- The particular characteristics of the proposed use with regard to the likely car parking demands generated.
- The impacts of the proposed car parking provision on creating sustainable transport patterns that preference walking, cycling and public transport use.
- The impact on the road network of providing car parking in excess of the maximum rate.

- The impact of the proposed car parking provision on local amenity, including pedestrian amenity and the creation of a high-quality public realm.
- Whether car parking and access is located and designed to limit pedestrian disruption and maximise active frontages.
- Whether the development makes a contribution to sustainable transport infrastructure improvements in the nearby area.
- The provision of alternative transport modes on the site, including but not limited to car share, safe and secure motorcycle and bicycle parking.
- The provision of end of trip facilities including, but not limited to showers, lockers, and/ or other similar amenities.

5.0 Financial contribution requirement

None specified.

6.0 Requirements for a car parking plan

None specified.

7.0 Design standards for car parking

None specified.

8.0 Decision guidelines for car parking plans

None specified.

9.0 Background documents

Parking Controls Review: Cremorne Enterprise Precinct, Traffix Group July 2020.



Appendix C

Clause 52.06 of the Yarra Planning Scheme

52.06
31/07/2018
VC148

CAR PARKING

Purpose

To ensure that car parking is provided in accordance with the Municipal Planning Strategy and the Planning Policy Framework.

To ensure the provision of an appropriate number of car parking spaces having regard to the demand likely to be generated, the activities on the land and the nature of the locality.

To support sustainable transport alternatives to the motor car.

To promote the efficient use of car parking spaces through the consolidation of car parking facilities.

To ensure that car parking does not adversely affect the amenity of the locality.

To ensure that the design and location of car parking is of a high standard, creates a safe environment for users and enables easy and efficient use.

52.06-1
01/07/2014
VC116

Scope

Clause 52.06 applies to:

- a new use; or
- an increase in the floor area or site area of an existing use; or
- an increase to an existing use by the measure specified in Column C of Table 1 in Clause 52.06-5 for that use.

Clause 52.06 does not apply to:

- the extension of one dwelling on a lot in the Neighbourhood Residential Zone, General Residential Zone, Residential Growth Zone, Mixed Use Zone or Township Zone; or
- the construction and use of one dwelling on a lot in the Neighbourhood Residential Zone, General Residential Zone, Residential Growth Zone, Mixed Use Zone or Township Zone unless the zone or a schedule to the zone specifies that a permit is required to construct or extend one dwelling on a lot.

52.06-2
19/04/2013
VC95

Provision of car parking spaces

Before:

- a new use commences; or
- the floor area or site area of an existing use is increased; or
- an existing use is increased by the measure specified in Column C of Table 1 in Clause 52.06-5 for that use,

the number of car parking spaces required under Clause 52.06-5 or in a schedule to the Parking Overlay must be provided to the satisfaction of the responsible authority in one or more of the following ways:

- on the land; or
- in accordance with a permit issued under Clause 52.06-3; or
- in accordance with a financial contribution requirement specified in a schedule to the Parking Overlay.

If a schedule to the Parking Overlay specifies a maximum parking provision, the maximum provision must not be exceeded except in accordance with a permit issued under Clause 52.06-3.

52.06-3
04/10/2018
VC149

Permit requirement

A permit is required to:

- Reduce (including reduce to zero) the number of car parking spaces required under Clause 52.06-5 or in a schedule to the Parking Overlay.
- Provide some or all of the car parking spaces required under Clause 52.06-5 or in a schedule to the Parking Overlay on another site.
- Provide more than the maximum parking provision specified in a schedule to the Parking Overlay.

A permit is not required if a schedule to the Parking Overlay specifies that a permit is not required under this clause.

A permit is not required to reduce the number of car parking spaces required for a new use of land if the following requirements are met:

- The number of car parking spaces required under Clause 52.06-5 or in a schedule to the Parking Overlay for the new use is less than or equal to the number of car parking spaces required under Clause 52.06-5 or in a schedule to the Parking Overlay for the existing use of the land.
- The number of car parking spaces currently provided in connection with the existing use is not reduced after the new use commences.

A permit is not required to reduce the required number of car parking spaces for a new use of an existing building if the following requirements are met:

- The building is in the Commercial 1 Zone, Commercial 2 Zone, Commercial 3 Zone or Activity Centre Zone.
- The gross floor area of the building is not increased.
- The reduction does not exceed 10 car parking spaces.
- The building is not in a Parking Overlay with a schedule that allows a financial contribution to be paid in lieu of the provision of the required car parking spaces for the use.

VicSmart applications

Subject to Clause 71.06, an application under this clause to reduce the required number of car parking spaces by no more than 10 car parking spaces is a class of VicSmart application and must be assessed against Clause 59.10.

52.06-4
31/07/2018
VC148

Exemption from notice and review

An application under Clause 52.06-3 is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act if:

- the application is only for a permit under Clause 52.06-3; or
- the application is also for a permit under another provision of the planning scheme and in respect of all other permissions sought, the application is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.

52.06-5
24/01/2020
VC160

Number of car parking spaces required under Table 1

Table 1 of this clause sets out the car parking requirement that applies to a use listed in the Table.

A car parking requirement in Table 1 may be calculated as either:

- a number of car parking spaces; or
- a percentage of the total site area that must be set aside for car parking.

A car parking requirement in Table 1 is calculated by multiplying the figure in Column A or Column B (whichever applies) by the measure (for example square metres, number of patrons or number of bedrooms) in Column C.

Column A applies unless Column B applies.

Column B applies if:

- any part of the land is identified as being within the Principal Public Transport Network Area as shown on the *Principal Public Transport Network Area Maps* (State Government of Victoria, August 2018); or
- a schedule to the Parking Overlay or another provision of the planning scheme specifies that Column B applies.

Where an existing use is increased by the measure specified in Column C of Table 1 for that use, the car parking requirement only applies to the increase, provided the existing number of car parking spaces currently being provided in connection with the existing use is not reduced.

If in calculating the number of car parking spaces the result is not a whole number, the required number of car parking spaces is to be rounded down to the nearest whole number.

Where the car parking requirement specified in Table 1 is calculated as a percentage of the total site area, the area to be provided for car parking includes an accessway that directly abuts any car parking spaces, but does not include any accessway or portion of an accessway that does not directly abut any car parking spaces.

The car parking requirement specified in Table 1 includes disabled car parking spaces. The proportion of spaces to be allocated as disabled spaces must be in accordance with Australian Standard AS2890.6-2009 (disabled) and the Building Code of Australia.

The car parking requirement specified for a use listed in Table 1 does not apply if:

- a car parking requirement for the use is specified under another provision of the planning scheme; or
- a schedule to the Parking Overlay specifies the number of car parking spaces required for the use.

Table 1: Car parking requirement

Use	Rate	Rate	Car Parking Measure
	Column A	Column B	Column C
Amusement parlour	4	3.5	To each 100 sq m of net floor area
Art & craft centre	4	3.5	To each 100 sq m of net floor area
Bar	0.4		To each patron permitted
		3.5	Space to each 100 sq m of leasable floor area
Betting agency	4	3.5	To each 100 sq m of leasable floor area
Bowling green	6	6	To each rink plus 50 per cent of the relevant requirement of any ancillary use
Child care centre	0.22	0.22	To each child
Cinema based entertainment facility	0.3	0.3	To each patron permitted
Convenience restaurant	0.3		To each patron permitted
		3.5	To each 100 sq m of leasable floor area

Use	Rate	Rate	Car Parking Measure
	Column A	Column B	Column C
Convenience shop if the leasable floor area exceeds 80 sq m	10		To each premises
		3.5	To each 100 sq m of leasable floor area
Display home centre	5		To each dwelling for five or fewer contiguous dwellings, plus
	2		To each additional contiguous dwelling
		3.5	To each 100 sq m of floor area
Dwelling	1	1	To each one or two bedroom dwelling, plus
	2	2	To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedrooms) plus
	1	0	For visitors to every 5 dwellings for developments of 5 or more dwellings
Education centre other than listed in this table	0.4	0.3	To each student that is part of the maximum number of students on the site at any time
Food and drink premises other than listed in this table	4	3.5	To each 100 sq m of leasable floor area
Freezing and cool storage,	1.5	1	To each 100 sq m of net floor area
Fuel depot	10	10	Per cent of site area
Funeral Parlour	0.3	0.3	To each patron permitted
Gambling premises other than listed in this table	0.4		To each patron permitted
		3.5	To each 100 sq m of leasable floor area
Golf course	4	4	To each hole plus 50 per cent of the relevant requirement of any ancillary uses.
Home based business	1	0	To each employee not a resident of the dwelling
Hotel	0.4		To each patron permitted
		3.5	To each 100 sq m of leasable floor area
Industry other than listed in this table	2.9	1	To each 100 sq m of net floor area
Landscape gardening supplies	10	10	Per cent of site area
Mail centre	3.5	3	To each 100 sq m of net floor area
Manufacturing sales	4	3.5	To each 100 sq m of leasable floor area
Market	8	3.5	To each 100 sq m of site area
Materials recycling	10	10	Per cent of site area
Medical centre	5		To the first person providing health services plus
	3		To every other person providing health services
		3.5	To each 100 sq m of leasable floor area
Milk depot	10	10	Per cent of site area

Use	Rate	Rate	Car Parking Measure
	Column A	Column B	Column C
Motel	1	1	To each unit, and one to each manager dwelling, plus 50 per cent of the relevant requirement of any ancillary use
Motor repairs	3	3	To each 100 sq m of net floor area plus
	1	1	for each vehicle being serviced, repaired or fitted with accessories, including vehicles waiting to be serviced, repaired, fitted with accessories or collected by owners
Office other than listed in this table	3.5	3	To each 100 sq m of net floor area
Place of assembly other than listed in this table	0.3	0.3	To each patron permitted
Postal agency	4	3.5	To each 100 sq m of leasable floor area
Primary produce sales	4	3.5	To each 100 sq m of leasable floor area
Primary school	1	1	To each employee that is part of the maximum number of employees on the site at any time
Research and development centre	3.5	3	To each 100 sq m of net floor area
Residential aged care facility	0.3	0.3	To each lodging room
Residential village	1	1	To each one or two bedroom dwelling plus
	2	2	To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedrooms) plus
	1	0	For visitors to every five dwellings for developments of five or more dwellings
Retirement village	1	1	To each one or two bedroom dwelling plus
	2	2	To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedrooms) plus
	1	0	For visitors to every five dwellings for developments of five or more dwellings
Restaurant	0.4		To each patron permitted
		3.5	To each 100 sq m of leasable floor area
Restricted retail premises	3	2.5	To each 100 sq m of leasable floor area
Rooming house	1	1	To each four bedrooms
Saleyard	10	10	Per cent of site area
Secondary school	1.2	1.2	To each employee that is part of the maximum number of employees on the site at any time
Shop other than listed in this table	4	3.5	To each 100 sq m of leasable floor area
Squash court – other than in conjunction with a dwelling	3	3	To each court plus 50 per cent of the relevant requirement of any ancillary use

Use	Rate	Rate	Car Parking Measure
	Column A	Column B	Column C
Store other than listed in this table	10	10	Per cent of site area
Supermarket	5	5	To each 100 sq m of leasable floor area
Swimming pool – other than in conjunction with a dwelling	5.6	5.6	To each 100 sq m of the site
Tennis court – other than in conjunction with a dwelling	4	4	To each court plus 50% of the requirement of any ancillary use
Trade supplies	10	10	Per cent of site area
Veterinary centre	5		To the first person providing animal health services plus
	3		To every other person providing animal health services
		3.5	To each 100 sq m of leasable floor area
Warehouse other than listed in this table	2	2	To each premises plus
	1.5	1	To each 100 sq m of net floor area
Winery	0.4		To each patron permitted
		3.5	To each 100 sq m of leasable floor area

52.06-6
16/01/2018
VC142

Number of car parking spaces required for other uses

Where a use of land is not specified in Table 1 or where a car parking requirement is not specified for the use in another provision of the planning scheme or in a schedule to the Parking Overlay, before a new use commences or the floor area or site area of an existing use is increased, car parking spaces must be provided to the satisfaction of the responsible authority. This does not apply to the use of land for a temporary portable land sales office located on the land for sale.

52.06-7
25/05/2017
VC133

Application requirements and decision guidelines for permit applications

For applications to reduce the car parking requirement

An application to reduce (including reduce to zero) the number of car parking spaces required under Clause 52.06-5 or in a schedule to the Parking Overlay must be accompanied by a Car Parking Demand Assessment.

The Car Parking Demand Assessment must assess the car parking demand likely to be generated by the proposed:

- new use; or
- increase in the floor areas or site area of the existing use; or
- increase to the existing use by the measure specified in Column C of Table 1 in Clause 52.06-5 for that use.

The Car Parking Demand Assessment must address the following matters, to the satisfaction of the responsible authority:

- The likelihood of multi-purpose trips within the locality which are likely to be combined with a trip to the land in connection with the proposed use.
- The variation of car parking demand likely to be generated by the proposed use over time.

- The short-stay and long-stay car parking demand likely to be generated by the proposed use.
- The availability of public transport in the locality of the land.
- The convenience of pedestrian and cyclist access to the land.
- The provision of bicycle parking and end of trip facilities for cyclists in the locality of the land.
- The anticipated car ownership rates of likely or proposed visitors to or occupants (residents or employees) of the land.
- Any empirical assessment or case study.

Before granting a permit to reduce the number of spaces, the responsible authority must consider the following, as appropriate:

- The Car Parking Demand Assessment.
- Any relevant local planning policy or incorporated plan.
- The availability of alternative car parking in the locality of the land, including:
 - Efficiencies gained from the consolidation of shared car parking spaces.
 - Public car parks intended to serve the land.
 - On street parking in non residential zones.
 - Streets in residential zones specifically managed for non-residential parking.
- On street parking in residential zones in the locality of the land that is intended to be for residential use.
- The practicality of providing car parking on the site, particularly for lots of less than 300 square metres.
- Any adverse economic impact a shortfall of parking may have on the economic viability of any nearby activity centre.
- The future growth and development of any nearby activity centre.
- Any car parking deficiency associated with the existing use of the land.
- Any credit that should be allowed for car parking spaces provided on common land or by a Special Charge Scheme or cash-in-lieu payment.
- Local traffic management in the locality of the land.
- The impact of fewer car parking spaces on local amenity, including pedestrian amenity and the amenity of nearby residential areas.
- The need to create safe, functional and attractive parking areas.
- Access to or provision of alternative transport modes to and from the land.
- The equity of reducing the car parking requirement having regard to any historic contributions by existing businesses.
- The character of the surrounding area and whether reducing the car parking provision would result in a quality/positive urban design outcome.
- Any other matter specified in a schedule to the Parking Overlay.
- Any other relevant consideration.

For applications to allow some or all of the required car parking spaces to be provided on another site

Before granting a permit to allow some or all of the car parking spaces required under Clause 52.06-5 or in a schedule to the Parking Overlay to be provided on another site, the responsible authority must consider the following, as appropriate:

- The proximity of the car parking on the alternate site to the subject site.
- The likelihood of the long term provision and availability of the car parking spaces.
- Whether the location of the car parking spaces is consistent with any relevant local policy or incorporated plan.
- Any other matter specified in a schedule to the Parking Overlay.

For applications to provide more than the maximum parking provision specified in a schedule to the Parking Overlay

An application to provide more than the maximum parking provision specified in a schedule to the Parking Overlay must be accompanied by a Car Parking Demand Assessment.

The Car Parking Demand Assessment must assess the car parking demand likely to be generated by the proposed use or increase to the existing use.

The Car Parking Demand Assessment must address the following matters, to the satisfaction of the responsible authority:

- The likelihood of multi-purpose trips within the locality which are likely to be combined with a trip to the land in connection with the proposed use.
- The variation of car parking demand likely to be generated by the proposed use over time.
- The short-stay and long-stay car parking demand likely to be generated by the proposed use.
- The availability of public transport in the locality of the land.
- The convenience of pedestrian and cyclist access to the land.
- The provision of bicycle parking and end of trip facilities for cyclists in the locality of the land.
- The anticipated car ownership rates of likely or proposed visitors to or occupants (residents or employees) of the land.
- Any empirical assessment or case study.

52.06-8
25/05/2017
VC133

Requirement for a car parking plan

Plans must be prepared to the satisfaction of the responsible authority before any of the following occurs:

- a new use commences; or
- the floor area or site area of an existing use is increased; or
- an existing use is increased by the measure specified in Column C of Table 1 in Clause 52.06-5 for that use.

The plans must show, as appropriate:

- All car parking spaces that are proposed to be provided (whether on the land or on other land).
- Access lanes, driveways and associated works.
- Allocation of car parking spaces to different uses or tenancies, if applicable.
- Any landscaping and water sensitive urban design treatments.
- Finished levels, if required by the responsible authority.

- Any other matter specified in a schedule to the Parking Overlay.

Plans must be provided to the responsible authority under Clause 52.06-8 wherever Clause 52.06 applies, whether or not a permit application is being made under Clause 52.06-3 or any other provision of the planning scheme.

Where an application is being made for a permit under Clause 52.06-3 or another provision of the planning scheme, the information required under Clause 52.06-8 may be included in other plans submitted with the application.

Clause 52.06-8 does not apply where no car parking spaces are proposed to be provided.

52.06-9
19/09/2017
VC132

Design standards for car parking

Plans prepared in accordance with Clause 52.06-8 must meet the design standards of Clause 52.06-9, unless the responsible authority agrees otherwise.

Design standards 1, 3, 6 and 7 do not apply to an application to construct one dwelling on a lot.

Design standard 1 – Accessways

Accessways must:

- Be at least 3 metres wide.
- Have an internal radius of at least 4 metres at changes of direction or intersection or be at least 4.2 metres wide.
- Allow vehicles parked in the last space of a dead-end accessway in public car parks to exit in a forward direction with one manoeuvre.
- Provide at least 2.1 metres headroom beneath overhead obstructions, calculated for a vehicle with a wheel base of 2.8 metres.
- If the accessway serves four or more car spaces or connects to a road in a Road Zone, the accessway must be designed so that cars can exit the site in a forward direction.
- Provide a passing area at the entrance at least 6.1 metres wide and 7 metres long if the accessway serves ten or more car parking spaces and is either more than 50 metres long or connects to a road in a Road Zone.
- Have a corner splay or area at least 50 per cent clear of visual obstructions extending at least 2 metres along the frontage road from the edge of an exit lane and 2.5 metres along the exit lane from the frontage, to provide a clear view of pedestrians on the footpath of the frontage road. The area clear of visual obstructions may include an adjacent entry or exit lane where more than one lane is provided, or adjacent landscaped areas, provided the landscaping in those areas is less than 900mm in height.

If an accessway to four or more car parking spaces is from land in a Road Zone, the access to the car spaces must be at least 6 metres from the road carriageway.

If entry to the car space is from a road, the width of the accessway may include the road.

Design standard 2 – Car parking spaces

Car parking spaces and accessways must have the minimum dimensions as outlined in Table 2.

Table 2: Minimum dimensions of car parking spaces and accessways

Angle of car parking spaces to access way	Accessway width	Car space width	Car space length
Parallel	3.6 m	2.3 m	6.7 m
45°	3.5 m	2.6 m	4.9 m

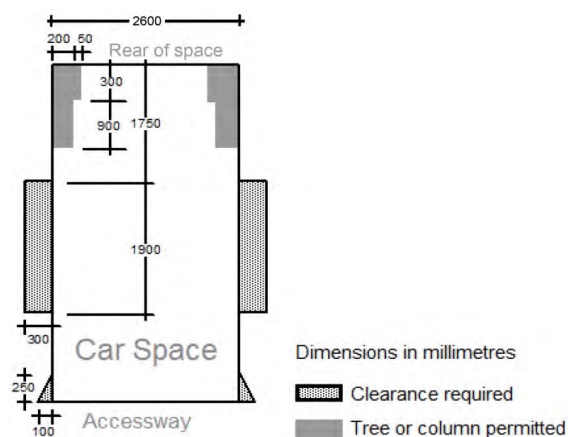
Angle of car parking spaces to access way	Accessway width	Car space width	Car space length
60°	4.9 m	2.6 m	4.9 m
90°	6.4 m	2.6 m	4.9 m
	5.8 m	2.8 m	4.9 m
	5.2 m	3.0 m	4.9 m
	4.8 m	3.2 m <td 4.9 m	

Note to Table 2: Some dimensions in Table 2 vary from those shown in the Australian Standard AS2890.1-2004 (off street). The dimensions shown in Table 2 allocate more space to aisle widths and less to marked spaces to provide improved operation and access. The dimensions in Table 2 are to be used in preference to the Australian Standard AS2890.1-2004 (off street) except for disabled spaces which must achieve Australian Standard AS2890.6-2009 (disabled).

A wall, fence, column, tree, tree guard or any other structure that abuts a car space must not encroach into the area marked 'clearance required' on Diagram 1, other than:

- A column, tree or tree guard, which may project into a space if it is within the area marked 'tree or column permitted' on Diagram 1.
- A structure, which may project into the space if it is at least 2.1 metres above the space.

Diagram 1 Clearance to car parking spaces



Car spaces in garages or carports must be at least 6 metres long and 3.5 metres wide for a single space and 5.5 metres wide for a double space measured inside the garage or carport.

Where parking spaces are provided in tandem (one space behind the other) an additional 500 mm in length must be provided between each space.

Where two or more car parking spaces are provided for a dwelling, at least one space must be under cover.

Disabled car parking spaces must be designed in accordance with Australian Standard AS2890.6-2009 (disabled) and the Building Code of Australia. Disabled car parking spaces may encroach into an accessway width specified in Table 2 by 500mm.

Design standard 3: Gradients

Accessway grades must not be steeper than 1:10 (10 per cent) within 5 metres of the frontage to ensure safety for pedestrians and vehicles. The design must have regard to the wheelbase of the vehicle being designed for; pedestrian and vehicular traffic volumes; the nature of the car park; and the slope and configuration of the vehicle crossover at the site frontage. This does not apply to accessways serving three dwellings or less.

Ramps (except within 5 metres of the frontage) must have the maximum grades as outlined in Table 3 and be designed for vehicles travelling in a forward direction.

Table 3: Ramp gradients

Type of car park	Length of ramp	Maximum grade
Public car parks	20 metres or less	1:5 (20%)
	longer than 20 metres	1:6 (16.7%)
Private or residential car parks	20 metres or less	1:4 (25%)
	longer than 20 metres	1:5 (20%)

Where the difference in grade between two sections of ramp or floor is greater than 1:8 (12.5 per cent) for a summit grade change, or greater than 1:6.7 (15 per cent) for a sag grade change, the ramp must include a transition section of at least 2 metres to prevent vehicles scraping or bottoming.

Plans must include an assessment of grade changes of greater than 1:5.6 (18 per cent) or less than 3 metres apart for clearances, to the satisfaction of the responsible authority.

Design standard 4: Mechanical parking

Mechanical parking may be used to meet the car parking requirement provided:

- At least 25 per cent of the mechanical car parking spaces can accommodate a vehicle height of at least 1.8 metres.
- Car parking spaces that require the operation of the system are not allocated to visitors unless used in a valet parking situation.
- The design and operation is to the satisfaction of the responsible authority.

Design standard 5: Urban design

Ground level car parking, garage doors and accessways must not visually dominate public space.

Car parking within buildings (including visible portions of partly submerged basements) must be screened or obscured where possible, including through the use of occupied tenancies, landscaping, architectural treatments and artworks.

Design of car parks must take into account their use as entry points to the site.

Design of new internal streets in developments must maximise on street parking opportunities.

Design standard 6: Safety

Car parking must be well lit and clearly signed.

The design of car parks must maximise natural surveillance and pedestrian visibility from adjacent buildings.

Pedestrian access to car parking areas from the street must be convenient.

Pedestrian routes through car parking areas and building entries and other destination points must be clearly marked and separated from traffic in high activity parking areas.

Design standard 7: Landscaping

The layout of car parking areas must provide for water sensitive urban design treatment and landscaping.

Landscaping and trees must be planted to provide shade and shelter, soften the appearance of ground level car parking and aid in the clear identification of pedestrian paths.

Ground level car parking spaces must include trees planted with flush grilles. Spacing of trees must be determined having regard to the expected size of the selected species at maturity.

52.06-10

25/05/2017
VC133

Decision guidelines

Before deciding that a plan prepared under Clause 52.06-8 is satisfactory the responsible authority must consider, as appropriate:

- The role and function of nearby roads and the ease and safety with which vehicles gain access to the site.
- The ease and safety with which vehicles access and circulate within the parking area.
- The provision for pedestrian movement within and around the parking area.
- The provision of parking facilities for cyclists and disabled people.
- The protection and enhancement of the streetscape.
- The provisions of landscaping for screening and shade.
- The measures proposed to enhance the security of people using the parking area particularly at night.
- The amenity of the locality and any increased noise or disturbance to dwellings and the amenity of pedestrians.
- The workability and allocation of spaces of any mechanical parking arrangement.
- The design and construction standards proposed for paving, drainage, line marking, signage, lighting and other relevant matters.
- The type and size of vehicle likely to use the parking area.
- Whether the layout of car parking spaces and access lanes is consistent with the specific standards or an appropriate variation.
- The need for the required car parking spaces to adjoin the premises used by the occupier/s, if the land is used by more than one occupier.
- Whether the layout of car spaces and accessways are consistent with Australian Standards AS2890.1-2004 (off street) and AS2890.6-2009 (disabled).
- The relevant standards of Clauses 56.06-2, 56.06-4, 56.06-5, 56.06-7 and 56.06-8 for residential developments with accessways longer than 60 metres or serving 16 or more dwellings.
- Any other matter specified in a schedule to the Parking Overlay.

52.06-11

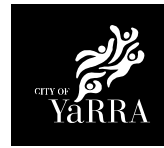
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VC133

Construction of car parking

Where a plan is required under Clause 52.06-8, the car parking spaces, access lanes, driveways and associated works and landscaping shown on the plan must be:

- constructed and available for use in accordance with the plan approved by the responsible authority; and
- formed to such levels and drained so that they can be used in accordance with the plan; and
- treated with an all-weather seal or some other durable surface; and

- line-marked or provided with some other adequate means of showing the car parking spaces, before any of the following occurs:
 - the new use commences; or
 - the floor area or site area of the existing use is increased; or
 - the existing use is increased by the measure specified in Column C of Table 1 in Clause 52.06-5 for that use.



Community Engagement Report

March 2023 - Draft Cremorne Urban Design Framework

The focus of this report is on engagement undertaken by Council (in conjunction with Chatterbox Projects) in November - December 2022 on the Draft Cremorne Urban Design Framework (UDF).

Engagement purpose

The purpose of the community engagement was to:

- seek feedback on the Draft Cremorne Urban Design Framework (UDF)
- help finalise the UDF for future implementation.

Engagement objectives

The objectives of the engagement were to:

- proactively engage with community and key stakeholders and build upon previous engagement and feedback
- check-in with the community and promote the purpose of the draft UDF including what it can and cannot do
- seek feedback on the draft UDF actions and confirm community priorities
- raise awareness of the process and that feedback will inform the final Urban Design Framework.

Engagement stages and influence

Engagement which informs the Cremorne Urban Design Framework consists of three stages:

<p>1. Engagement to inform the Cremorne Place Implementation Plan November - December 2019 Led by the Victorian Planning Authority (in partnership with Council)</p>	<p>2. Engagement on the Draft Urban Design Framework November - December 2022 Undertaken by Council</p>	<p>3. Consult on an updated UDF and exhibit the proposed planning scheme amendment Date to be confirmed To be undertaken by Council</p>
Consult/involve	Consult/involve	Consult

1. Engagement to inform the Cremorne Place Implementation Plan (2019)

Victorian Planning Authority (VPA) led the development of the Cremorne Place Implementation Plan (CPIP). Phase one of engagement focussed on an Issues and Opportunities Paper for Cremorne.

It included proposed vision statements and proposed actions under four key themes; economy and innovation, public and open space, buildings; and transport and movement. Engagement ran from 19 November to 13 December 2019.

The engagement included a range of activities to reach a broad sector of the community, including coffee pop ups, community workshops, a business breakfast workshop, and interviews with key stakeholders. During the engagement period a total of 1,307 people visited the website, and 469 people participated directly in the engagement.

The feedback informed the development of a Draft Cremorne Place Implementation Plan, including a draft vision and actions.

A second phase of engagement was planned for March-April 2020 to provide to the community and stakeholders the opportunity to respond to the Draft Plan. The second phase did not take place and the final CPIP was released in December 2020.

2. Engagement on the draft Cremorne Urban Design Framework

Engagement on the Draft Urban Design Framework was undertaken from 7 November to 12 December 2022. The online survey was left open for a further week for any additional responses from key stakeholders on Balmain Street who were impacted by changes made by Council on the initial proposed document brought to the meeting on Tuesday 25 October 2022. This stage of engagement is the focus of this report.

3. Consult on a revised UDF and exhibit the proposed planning scheme amendment

A further round of consultation is proposed to exhibit the UDF and the proposed planning scheme amendment. A revised version of the UDF and a proposed planning scheme amendment would be placed on exhibition concurrently following consent from the Minister for Planning to exhibit the amendment. Following the completion of amendment process (which includes public hearings), the planning scheme provisions and UDF would finalised and adopted by Council.

What did we ask?

ChatterBox Projects was engaged to support the planning and delivery of engagement activities. ChatterBox assisted with the pop-up events, Q&A sessions and reviewing the consultation findings (focussing on the analysis of the surveys, pop-ups and submissions.)

Community feedback was sought on the:

- Ten key moves - ten key directions that summarise the 'big ideas' of the UDF
- Key objectives and actions of each of the five key themes
- Street network framework and implementation options and hotspot designs
- Built form strategies and recommendations for Cremorne's commercial precincts (C2Z)
- Design visions and objectives for commercial precincts and strategic sites.

How did we engage?

Methods used to engage with the community

The 'Help shape the future of Cremorne' Your Say Yarra page formed the landing page for all online engagement. It provided information on the purpose of the consultation and how to provide feedback.

The page also provided details on the Pop-Up events, on-line Q&A sessions, how to request an interpreter and how to contact the project team directly. The survey to provide feedback was also located on this page.

Other engagement and communication methods included:

- Survey (online or hard copy)
- Email / written submissions
- Place-based pop-ups (x3)
- Online question and answer sessions (x2)
- Social media ads and posts
- Emails to individual stakeholders, government agencies and departments and Council's Advisory Committees
- Opportunities to meet with strategic planning officers via meetings. Meetings included:
 - One on one meetings with residents and businesses
 - Meetings with Government Department/agency meetings
 - Advisory Committee meetings
 - Community group meetings.

Reach of the engagement

The overall reach of communications was extensive with information reaching approximately 32,000 people. Noting some people may interacted with more than one communications channel (See Appendices 1-3 for further details).

Highlights:

- The engagement activities were effective in seeking feedback with written feedback from 182 participants.
- Over 100 people attended the pop-ups.
- 17 meetings were held with residents, community groups, advisory groups, businesses and state government agencies.
- During the consultation period, a third of all Your Say Yarra traffic was held on the 'Help shape the future of Cremorne' webpage, which highlights how much interest the page received.
- 91.6% of the people who visited the page were first time visitors to Your Say Yarra. This shows were able to reach people who do not typically engage with Council's decision making.
- We received a lot of interest in this project through the Yarra Business News, which reflects the thriving industry and business sector which calls Cremorne home. These are key stakeholders in this project.

Engagement Activity	Result
3 x place-based pop-ups	105 attendees
Online question and answer sessions (x2)	2 attendees
Individual meetings with strategic planners	17 meetings
Your Say Yarra (YSY) page	1,580 unique visitors to the page
Mail outs to owners and occupiers of residences and businesses in Cremorne and the surrounding area: (x2) <ul style="list-style-type: none"> • Letter at the beginning of engagement • Postcard part way through the engagement 	Approximately 2,800 letters and 2,800 postcards
Letters to specific landowners affected by changes to draft UDF proposed by Council	12 letters
Social media posts and ads	Approximately 9,700 people
Council's email newsletter	Approximately 18,500 people
Targetted emails to stakeholders	49 community groups, government agencies and Council's Advisory Committees

Emails to stakeholders

Targeted emails were sent to notify 49 stakeholders including relevant state government agencies, local government, service providers, community groups and planning consultants.

17 meetings were held with these groups. See Appendix 1. Officers compiled meeting notes which are being considered as part of the review of the engagement material.

Formal contributions

A total of 182 formal contributions were received to the Draft UDF.

Activity	Description	Contributions
Survey (online and hard copy)	<ul style="list-style-type: none"> Online via Your Say Yarra and available in hardcopy 	144 completed surveys
Written submissions	<ul style="list-style-type: none"> Received via email and post 	38 submissions

Who did we hear from?

Demographic data was collected via the 144 hard and online copies of the survey. We heard from an even percentage of males (48%) and females (48%), with 4% selecting *Prefer Not To Say*.

We heard from a good mix of people with different connections to Cremorne. Respondents could select multiple connections to Cremorne in the survey.

Connection to Cremorne	Percentage of respondents
Resident	63%
Property owner	47%
Worker	34%
Visitor	27%
Member of a community group	28%
Business owner	23%

There was a good spread of respondents to the survey across most age groups, the percentages generally align with those who live within Cremorne. However, there was an under representation of the 25-34 age group, and a greater representation of all other age groups.

Age Bracket	2021 Census – Cremorne and Richmond South	Survey Respondents 2023
25-34 years old	32.2%	14%
35-49 years old	23.36%	40%
50-59 years old	9.8%	27%
60-69 years old	6.9%	10%

Separate to the survey, 38 written submissions were received.

Connection to Cremorne	Number
Resident	13 (34%)
Landowner	13 (34%)
Landowner - Strategic Site	6 (15%)
Government Agency	1 (3%)
Community groups	3 (8%)
Other	2 (6%)

What did we hear?

The following is a high level summary of the outcomes of the engagement.

It includes feedback from the:

- Formal contributions such as through surveys and written submissions
- Verbal comments provided in various meetings and pop-ups events.

Detailed comments can be found in in:

- Consultation Findings Report (Chatterbox, February 2023) – which contains the key findings from the 144 surveys and high level summaries of the 38 written submissions and verbal feedback from the Q&A sessions and pop-ups.
- Summary of Written Submissions - more detailed summaries of the 38 written submissions
- Summary of Meetings – summarises the 17 meetings with advisory committees, individuals and Government agencies.

In terms of responses to submissions and next steps, officers are working through detailed responses to the formal contributions and the issues raised. However, officers note that transport and built form (including strategic sites) are the areas that require additional review and an additional stage of engagement with the community.

What we heard	Response and Next steps
Overall	
<ul style="list-style-type: none"> • General support for the UDF but different views on different aspects. • Residents concerned with commercial focus. • Different views depending on whether feedback is from resident / business / developer. 	N/A
Ten Key Moves	
<ul style="list-style-type: none"> • Some level of support for all the key moves. Many were strongly supported. • No one suggested new or additional ones. 	<i>Based on the feedback, no major changes are proposed to the 10 Key Moves.</i>

<ul style="list-style-type: none"> • Two key moves stood out as the most important to respondents by having greater than 60% of respondents having these themes in their top 5: <ul style="list-style-type: none"> – Retain residential neighbourhoods – Reconnect Cremorne with the Yarra River and network of open spaces. • Four moves also ranked high (more than 50% ranking in top 5) - recognising history, changing the road network, improving links to the train stations and promoting Cremorne as an exemplary ESD precinct. 	
<p>Theme 1 – A place to create, innovate and live (Land use)</p>	
<ul style="list-style-type: none"> • Maintaining the residential character was the most important component of this theme, with supporting employment uses the second most important. • This is correlates with the high number of Cremorne residents who filled out the survey compared to workers. • A couple of comments were made suggesting changing the Commercial 2 Zone to allow residential uses to allow a mix of uses and more activity. 	<p><i>No substantive changes anticipated.</i></p> <p><i>The retention of the Commercial 2 Zoning (C2Z) is important to retain important employment uses in the precinct. No changes are proposed to the residential zones.</i></p>
<p>Theme 2 – A leading sustainable and climate resilient precinct (Sustainability)</p>	
<ul style="list-style-type: none"> • Support creating more green spaces, green streets and plantings & requiring green architecture for new buildings. • Residents supported environmental sustainable principles being incorporated in new developments. • Concerns from commercial land owners that net zero carbon not achievable. 	<p><i>Detailed feedback and comments to be reviewed.</i></p> <p><i>No substantive changes are anticipated at this stage.</i></p>
<p>Theme 3 – Connected and accessible Cremorne (Transport)</p>	
<ul style="list-style-type: none"> • Support for active and public transport. • Mixed views on street network changes – some support and some concern. <p><u>Street Network</u></p> <ul style="list-style-type: none"> • Street changes and closures will impact on residents, visitors and businesses – rat running, traffic congestion and delays. • Suggestions to adopt other traffic management methods such as tolls, rather than street closures and network changes. <p><u>On-street Parking</u></p> <ul style="list-style-type: none"> • Loss of on-street car parking –some concerned about impact on residents, visitors and employees. • Others support removal to improve pedestrian and bicycle options –widening footpaths, new bike lanes. <p><u>Off Street Parking</u></p> <ul style="list-style-type: none"> • Mixed views on changes to parking rates. 	<p><i>Officers to undertake further analysis of proposed changes to the street network and report back to Council.</i></p>

<ul style="list-style-type: none"> • Reduced rates will reduce traffic congestion but concerns about impacts on on-street parking. <p><u>Active and Public Transport</u></p> <ul style="list-style-type: none"> • A desire for more pedestrian and cycling friendly transport options. • Improve existing footpaths to accommodate all users. • Suggestions for shared street potential. • Increase frequency of public transport options. • Support revitalising stations to encourage the use of public transport. 	
<p>Hotspot Concept Designs</p>	
<p><u>Hotspot #1 – Kelso Street and Punt Road Intersection</u></p> <ul style="list-style-type: none"> • General support for a pedestrian crossing of Punt Road. • Comments mainly focused on limiting traffic access to Kelso Street and parking impacts. • Concerns about support from the Department of Transport. <p><u>Hotspot #2 – Cremorne Street and Kelso Street Intersection</u></p> <ul style="list-style-type: none"> • Concern from local residents about potential negative impacts including increased rat running in smaller streets and lack of access. <p><u>Hotspot #3 – Cremorne Street and Swan Street Intersection</u></p> <ul style="list-style-type: none"> • Received the most survey feedback. • Generally supported the need for pedestrian priority (e.g. via a scramble crossing) and more public space in this area. • Some operational concerns around trams. <p><u>Hotspot #4 – Balmain Street Plaza (west of the underpass)</u></p> <ul style="list-style-type: none"> • Recognised as having a speeding and pedestrian safety issues. • Support to improve pedestrianisation of this area. • Residents raised concerns about trucks in Gwynne and Munro Streets accessing the Rosella site. <p><u>Hotspot #5 – Balmain Street and Church Street Intersection</u></p> <ul style="list-style-type: none"> • Concerns about making Cotter Street one way and removal of car parking. • Support for streetscape improvements to Church Street. • Some operational concerns around trams. 	<p><i>Officers to undertake further analysis of proposed changes to the street network and report to Council.</i></p>
<p>Theme 4 – Spaces for people (Open Space and Public Realm)</p>	
<ul style="list-style-type: none"> • Appears to be general support for the proposals in the UDF. • Suggested a range of open space formats – not just parks and playgrounds. • Suggested a number of additional locations. Mixed views about opportunities to close roads for open space. 	<p><i>Detailed feedback and comments are being reviewed.</i></p> <p><i>No substantive changes are anticipated at this stage.</i></p>

<ul style="list-style-type: none"> • Support the potential use of government and private land for open space. • Support improving connections with the river and adjacent open space. 	
<p>Theme 5 – Quality design that builds on precinct identity (Built Form)</p>	
<ul style="list-style-type: none"> • Residents expressed concerns about the scale of commercial development and impacts on neighbourhood character. • Developers provided site specific responses – mostly concerned about building heights and street wall heights. <p><u>Heights</u></p> <ul style="list-style-type: none"> • Residents - concerned about overshadowing residential areas and residential properties in C2Z. Support lower heights e.g five storeys. • Developers / landowners - heights increased in line with recent development approvals. Various suggestions for sites. <p><u>Overshadowing of footpaths</u></p> <ul style="list-style-type: none"> • Support setbacks to avoid wind tunnels. • Mixed support for overshadowing –especially the proposal for it as a mandatory control. <p><u>Heritage</u></p> <ul style="list-style-type: none"> • General support for sensitive redevelopment of heritage buildings. • Heritage controls should apply to surrounding properties. <p><u>Implementation</u></p> <ul style="list-style-type: none"> • Developers support for discretionary controls. • Interim planning controls not supported by most submitters with development interests. 	<p><i>Officers to review feedback and site specific submissions in detail and undertake additional testing as required.</i></p>
<p>Precinct Visions</p>	
<ul style="list-style-type: none"> • Limited specific feedback was provided on the three proposed precinct visions. • Most submissions instead commented on broader issues e.g. street network, building heights. 	<p><i>Officers will review to ensure consistency with any other changes proposed to the plan.</i></p>
<p>Strategic Sites</p>	
<ul style="list-style-type: none"> • Received submissions from strategic site owners (Bryant and May x2 and the Rosella Complex x 3). • Most support the identification of their sites as a strategic site and exclusion from built form requirements. • Mixed views on the proposed design objectives for these sites in the UDF. • Other submissions from community members commented on opportunities for the Bendigo Kangan campus, Bryant and May and also the Maltings site. 	<p><i>Review site specific written submissions in detail. Assess next steps and implementation for each strategic site.</i></p>

Additional information

For additional information, see:

- Consultation Findings Report (Chatterbox, February 2023)
- Summary of Written Submissions (March 2023)
- Summary of Meetings (March 2023)

Appendix 1 – Stakeholders contacted

Stakeholders	
Community Groups	<ul style="list-style-type: none"> • Cremorne Inc • Richmond Historical Society • Richmond RAID • Love Richmond 3121 • Streets Alive • Yarra 3121 • Yarra River Keeper and Yarra Climate Change • Collingwood and Abbotsford Residents Association
Government Departments / Agencies	<ul style="list-style-type: none"> • Bendigo Kangan Institute • Department of Education • Department of Transport • Department of Jobs, Precincts and Regions • Heritage Victoria • Melbourne Water • Victorian Aboriginal Heritage Council • VicTrack • Environmental Protection Authority
Service Providers	<ul style="list-style-type: none"> • AGL Gas • Telstra • Transurban • Yarra Trams
Planning consultants active in Cremorne	<ul style="list-style-type: none"> • Pro Urban • Urbis • Debra Butcher Consulting • Contour • Human Habitats • Urban Planning Collective (UpCo) • Pace Developments • Planning Property Partners • Ratio
Local Government	<ul style="list-style-type: none"> • Melbourne City Council • Stonnington City Council
Other	<ul style="list-style-type: none"> • Council Alliance for Sustainable Built Environment (CASBE) • Urban development Institute of Australia • Property Council • Office of the Victorian Government Architect (OVGA) • Planning Institute of Australia – Victoria Branch • Launch Vic • Melbourne Olympic Park Trust • Urban development Institute of Australia
Council Advisory Committees	<ul style="list-style-type: none"> • Active Ageing Advisory Committee • Active Transport Advisory Committee • Business Advisory Group • Disability Advisory Committee

Stakeholders	
	<ul style="list-style-type: none">• Environment Advisory Committee• Heritage Advisory Committee• Multi-cultural Advisory Group• Yana Ngargna Advisory Group• Yarra Libraries Advisory Committee

Appendix 2 – Engagement activities

Pop-ups and on-line sessions

Activity	Description	Attendees
Pop-up sessions (x3)	<ul style="list-style-type: none"> Bendigo Kangan Institute, Wednesday 23 November 2022, 11am-2pm Church Street Reservice, Sunday 27 November 2022, 12pm-3pm Balmain Street Plaza, Thursday 27 November 2022, 10am-1pm 	105 (approx.)
Online Q&A sessions (x2)	Community session, Tuesday 6 December 6-7:30pm	2
	Business, industry and education session, Thursday 8 December 2-3:30pm	0

Meetings with stakeholders

Stakeholders	Promotion and Engagement Methods
Community Groups	<ul style="list-style-type: none"> Cremorne Community Inc (30/11/22)
Individual Meetings	<ul style="list-style-type: none"> Le Manna & Sons (16/11/22) Cremorne Projects (16/11/22) Resident – Wellington Street (17/11/22) Resident – Punt Road (17/11/22) Resident – Cubitt Street (23/11/22) Residents – Blanche Street (01/12/22) Business owner – Blanche Street (07/12/22)
Advisory Committees	<ul style="list-style-type: none"> Business Advisory Committee (03/11/22) Heritage Advisory Committee (17/11/22) Environmental Advisory Committee (22/11/22) Disability Advisory Committee and Active Ageing Committee (29/11/22)
Government Agencies	<ul style="list-style-type: none"> Department of Transport (DoT) (14/12/22 and 02/12/22) Yarra Trams (06/12/22) Department of Education and Training (DET) (30/11/22) Department of Jobs Precinct and Regions (DJPR) (05/12/22) Bendigo Kangan Institute (BKI) (14/12/22)

Appendix 3 – Visibility of the project

Activity	Details	Audience	Timing	Result
Your Say Yarra (YSY) page	Landing page for all online engagement. Provided information on the purpose of the consultation and how to provide feedback. The page also provided details on the Pop-Up event, how to request an interpreter and how to contact the project team directly. The survey to provide feedback was also located on this page.	The whole Yarra community could access this page.	The page was published at 9am on Monday 7 November. It is still available but is no longer open for feedback.	Views (The number of times the page was seen): 3,149 Visitors (The number of unique people that saw the page.): 1,580 Contributors (The number of people who filled out a survey online.): 142
Letter mailout	An addressed letter was delivered to all residents, non-resident owners and businesses in the areas around Charlotte Street notifying them of the road closure for the Pop-Up event.	Approx 2,807 local residents and businesses in the area.	Letters were delivered on 9 - 10 November 2022.	155 QR code usages (across all postcards, letters and corflute poster outputs)
Postcard mailout	A postcard detailing the consultation and the pop-up events was mailed to residents and businesses in the area.	Approx 2,087 local residents and businesses in the area.	Postcards were delivered on 17 – 18 November 2022.	155 QR code usages (across all postcards, letters and corflute poster outputs)
Letters to specific landowners affected by changes at Council				
Social media (paid traffic ads)	Traffic ads were run targeting Cremorne and the surrounding area.	Cremorne and surrounding area.	Friday 11 November to Friday 9 December 2022.	Reached 9,731 people targeting the area of Cremorne 261 clicks through to Your Say Yarra page
Social medial posts – Facebook,	Social posts advertising the consultation and pop	Social media followers.	Monday 7 November to	Reach of approximately

Activity	Details	Audience	Timing	Result
Instagram and LinkedIn	ups with links back to the Your Say Yarra page		Monday 5 December 2022	4,700 people across 5 posts
Various Council email newsletters	Direct contact through email newsletters linking back to the Your Say Yarra page	Subscribers of Council email newsletters	Monday 7 November to Friday 9 December 2022	Reach of approximately 15,546 people across 6 email newsletters



Yarra City Council
Draft Cremorne Urban Design Framework
Consultation Findings Report

Final-8 March 2023

Acknowledgement

Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra. We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra. We pay our respects to Elders from all nations and to their Elders past, present and future.

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1 Executive summary

1.1 Background

ChatterBox Projects was engaged by Yarra City Council (Council) to support the planning and delivery of engagement activities to seek community feedback on the draft Cremorne Urban Design Framework (UDF).

The draft UDF was developed in response to Cremorne undergoing a period of rapid growth and change and the State Government, in 2018, recognising the area as an 'enterprise precinct' - a hub for innovation, economic growth and prosperity on a global scale.

To support Cremorne's future as an enterprise precinct, the State Government developed a document called the Cremorne Place Implementation Plan (CPIP). The CPIP was developed in partnership with Council and in consultation with the Department of Jobs, Precincts and Regions (DJPR) (now known as Department of Jobs, Industry, Skills and Precincts); the Department of Environment, Land Water and Planning (DELWP) (now known as Department of Transport and Planning); and the Cremorne community. One of the key actions from the CPIP is to develop a draft UDF for Cremorne.

The CPIP includes a vision for Cremorne which is: *Cremorne is a global innovation precinct with a vibrant village feel, new sustainable development, quality public spaces, active transport options, set within narrow streets and historic industrial buildings and workers' cottages.*

The draft UDF builds on this vision and has been informed by the work and community feedback received as part of the CPIP, as well as various studies undertaken by Council and advice from technical experts over the past three years.

The draft UDF includes actions to support Cremorne's important economic role and its residential precincts.

It identifies:

- opportunities for new public spaces;
- better connections to the Yarra River;
- improvements in public transport;
- improvements to Cremorne's streets to make walking and cycling easier; and
- planning controls to guide new development and protect heritage buildings.

The draft UDF also includes '10 Key Moves' or big ideas for Cremorne, which are:

- Grow Cremorne's commercial core as a global tech and enterprise precinct.
- Cremorne Street and Church Street as the key spines of the enterprise precinct.
- Bendigo Kangan Institute campus reimaged as a digital, education and community hub.
- Retain Cremorne's unique residential neighbourhoods in amongst respectful commercial development.
- Celebrating the unique history of Cremorne's industrial and residential past.
- Redesigned road network which prioritises active and sustainable transport.
- Enhanced links to revitalised Richmond and East Richmond Stations.
- A network of open space that links to neighbouring spaces outside of Cremorne.
- An exemplary environmentally sustainable Precinct
- Reconnecting Cremorne to the river corridor.

The study area of the Cremorne UDF covers approximately 72 hectares of land and is generally bound by:

- Punt Road to the west;
- the railway line between Richmond and East Richmond Station to the north;
- the commercial zoned land on the east side of Church Street; and
- Citylink to the south.

It includes the Cremorne Enterprise Precinct but also includes three pockets of residentially zoned land.



Image 1-Photo of study area

1.2 Overview of engagement activities

Seeking community feedback on the draft UDF was a critical component of the project and will help inform the finalisation of the document and drafting a planning scheme amendment. Consultation on the draft UDF was undertaken for five weeks from 7 November to 12 December 2022. The online survey was left open for an additional week to allow for any late submissions.

People who live, work, study in and visit Cremorne were identified as the target population for this engagement as well as Cremorne business owners and landowners.

The objectives of the engagement were to:

- proactively engage with community and key stakeholders and build upon previous engagement and feedback;
- check-in with the community and promote the purpose of the draft UDF including what it can and cannot do;
- seek feedback on the draft UDF actions and confirm community priorities; and
- raise awareness of the process and that feedback will inform the final UDF document.

Engagement activities where people could find out information and formally provide feedback included:

- survey;
- email/ written submissions;
- place-based pop-ups x 3 (Bendigo Kangan Institute, Church Street Reserve, Balmain Street Plaza);
- on-line question and answer sessions; and
- one on one meetings with officers.

The engagement program was supported by a range of communication activities including:

- a letter to all property owners and occupiers within Cremorne and immediate surrounds
- postcard notice to all properties within Cremorne with pop-up session details
- information on Council's website, social media channels and e-newsletters
- targeted social media ads directed at people with an interest in Cremorne

- Direct contact with community groups and planning consultants.
-

After reviewing community feedback, Council will finalise the draft UDF and begin drafting the planning scheme amendment in early 2023, with a Council report and decision scheduled for the first half of 2023.

1.3 Overview of engagement participation and engagement and communications reach

Communications and engagement activities for this project (including formal letters, web page subscribers, social media interactions and e-newsletter recipients) reached 32,000 people.

- Formal written feedback was received from 182 participants.
- Over 100 people participated in the pop-ups.
- Council officers held 17 meetings with residents, community groups, advisory groups, businesses and state government agencies.

1.3.1 Who did we hear from?

Demographic data was captured from 110 of the 144 surveys (online and hard copy).

We heard from a good mix of people who had different connections to Cremorne including 64% local residents.

Other connections to Cremorne included (noting respondents could fall under more than one category):

- Property owners – 48% (74% of these also live in Cremorne, and 43% work in Cremorne)
- Workers – 34% (61% of these also live in Cremorne and 59% own a property or mortgage in Cremorne)
- Community group members – 28%
- Visitors to the area – 27% (15% of these also said they live in Cremorne, and 24% said they work in Cremorne)
- Business owners – 13% (56% of these also said they live in Cremorne, 83% said they work in Cremorne and 78% said they own a property or mortgage in Cremorne)

We heard from both males and females.

Representation from males and females was even, with 48% indicating male and 48% female.

We heard from people across most age groups.

There was a good spread of respondents across most age groups, with the top four age groups being:

- 35-49 years – 40%
- 50-59 years – 27%
- 25-34 years – 14%
- 60-69 years – 10%

These percentages generally align with those residents living within Cremorne. However, there is an underrepresentation of the 25-34 age bracket (32.2% 2021 census – which covers Cremorne and the Richmond South area) which is spread across the other three remaining age brackets.

1.4 Key findings

1.4.1 Overall conclusions

- General support for the overarching UDF and its objectives but different views on some of the proposed actions.
- Views differed depending on whether feedback was from a resident / business / development interest.
- All Ten Key Moves were supported - some strongly supported.
- Concern from residents about the commercial / business focus of the UDF. Supporting residential character was rated very highly amongst resident respondents.
- Further urban greening through tree planting, sustainable development and greater levels of greening on new development were rated highly amongst respondents.
- Majority of feedback supported the underlying objective to improve walking, cycling and public transport by refocussing Cremorne's street network away from cars. However, proposed road network changes had varying levels of support and often conflicting views from different sections of the community.
- Reconnecting Cremorne to the Yarra River is considered a high priority amongst respondents along with the delivery of new open spaces.
- A diversity of views regarding building heights and design of new developments. Residential respondents often wanted lower heights and stricter controls. Commercial landowners sought greater flexibility and argued for taller heights.
- Received highly detailed site specific feedback on a number of individual and strategic sites.

1.4.2 Ten Key Moves

The survey asked which of the Ten Key Moves in the draft UDF people thought were the most important.

Of greatest importance to those who completed the survey (both residents and businesses) was to:

- retain unique residential neighbourhoods amongst respectful commercial development;
- redesigning the road network to prioritise active and sustainable transport; and
- reconnecting Cremorne to the river corridor.

Most indicated support for all of the actions put forth. However, the closure of streets, reduction of the speed limit to 30km and removal of car parking was unpopular with quite a few respondents, mainly due to a perception that these would have a negative impact on local residents (limit ability to get in and out of Cremorne or have visitors park on the street).

The proposed precinct visions and design objectives, although building heights tended to be a contentious issue, with residents wanting the limits to be lower so as not to overshadow residential properties, yet businesses wanting them to better reflect their expectations given pre-existing commercial buildings in the area (higher than proposed heights), specific site locations (not near residential properties) and sizes, and opportunities for other community benefits.

1.4.3 Five Themes

The survey asked people for their views on key objectives and actions in each of five themes. Not all of the objectives and actions were covered in the survey.

Theme priorities were:

- **Theme 1: A place to create, innovate and live** - maintaining the residential character was the most important component of this theme, with supporting employment uses the second most important. This is

to be expected given the majority of respondents were residents, although maintaining character was also the most commonly selected response amongst business owners (78% businesses, 92% residents).

- **Theme 2: A leading sustainable and climate resilient precinct** – Trees and plantings, and green roofs, walls and facades were the two stand-out most important aspects of this theme for the community.
- **Theme 3: Connected and accessible Cremorne** – Of greatest importance to the community under this theme was widening footpaths and providing more pedestrian crossings, followed by improving access to public transport and reducing through traffic.
- **Theme 4: Spaces for people** – Of primary importance for the community under this theme were improved connections to the Yarra River and pursuing new open space opportunities. When asked which spaces might be considered, the Maltings site was most often mentioned.
- **Theme 5: Quality design that builds on Cremorne's precinct identity** – Minimising overshadowing, sunlight on footpaths, and set-backs were the most important elements of this theme, for both resident and business owner respondents.

1.4.4 Hotspot designs

The survey also asked about the five hotspots identified in the draft UDF. The UDF identifies works for five important and busy intersections within Cremorne and its edges.

Feedback on these proposals included:

- **Hotspot 3 - Cremorne Street and Swan Street intersection** – Hotspot 3 received the most feedback (58% provided a comment), with many expressing general support and voicing the need for a scramble crossing.
- **Hotspot 2 - Cremorne Street and Kelso Street intersection closure** - 40% of people who filled out the survey commented on this hotspot. Many outlined concerns about the potential negative impacts on local residents, specifically though prompting rat-running in neighbouring smaller streets and loss of access to the freeway.
- **Hotspot 4 - Balmain Street, west of underpass** – 37% commented on this proposed change. Concerns included how driver behaviour will be managed within the upgrade. The area is recognised as having a speeding problem with lots of trucks that may pose a danger to pedestrians.
- **Hotspot 5 - Balmain Street and Church Street intersection** – 37% commented on Hotspot 5. They outlined concerns about making Cotter Street one way and removing car parking.
- **Hotspot 1 - Kelso Street and Punt Road intersection** - 35% commented on this hotspot. Comments mainly focussed around limiting traffic access to Kelso Street, and support for the pedestrian crossing of Punt Road.

1.4.5 Written Submissions

There were 38 submissions made by the community, with varying degrees of detail. 15 submissions were received from commercial landowners/development interests, with the remainder received from residents, community groups and government agencies. Commercial landowner submissions mostly support the overall aims and purpose of the vision for Cremorne, however there were concerns raised across all submissions (corporate and residential) about the proposed road changes and the potential impact on traffic. Many of the residential submissions were concerned that the needs of local residents were not adequately considered, specifically relating to access to their homes and parking.

1.4.6 Views from residents (from surveys and written submissions)

The main concerns for residents, outlined in the comments from the survey and written submissions, were:

- **Over-commercialisation.** It was felt that the large commercial constructions had a negative impact by not fitting with the neighbourhood character, blocking sunlight and increasing traffic.

- **Street network.** In terms of road closures, some residents support closures to reduce rat-running and generate better active transport links and open space, however there are also some residents who are concerned about losing easy access to their homes, CityLink, schools, and on-street parking.
- **Parking.** Concerns were raised about losing street parking for residents and their visitors.
- **Sustainability.** Many put forth a desire for more green space and better active transport options, through requiring green architecture for new buildings, creating more green spaces and plantings, and encouraging workers to use active transport to travel to work in the area.
- **Built form.** Concerns that the built form controls aren't appropriate, with a number of residents stating that development controls don't go far enough.

1.4.7 Views from development interests (written submissions)

Commercial landowners / development interests also have concerns about traffic and parking and how this might impact on their business clients and employees. These submissions suggest that road closures need to be better modelled to understand how it might impact on traffic once developments have been completed.

Submissions from many commercial landowners felt the proposed built form recommendations go too far. Especially in those cases where landowners had expectations of being able to develop to similar heights as existing buildings in the area, or land parcels are considered to be adequately separated from residential parcels to warrant higher heights.

Council has undertaken an independent detailed review of the submissions to address the site-specific concerns and suggestions.



Image 2 – Photo of Pop-Up Engagement at Church Street Reserve

2 Engagement methods and participation

This section provides more details on the engagement methods used as part of the program and participation numbers.

2.1 Engagement methods

2.1.1 Survey

The survey was a key means of providing feedback on the draft UDF. It was available in hardcopy and online via Council's engagement platform (Your Say Yarra) – see Appendix 1 Consultation Survey.

2.1.2 Place based Pop-ups

The engagement program included three placed based community pop-ups. These were held at:

- Batman Kangan Institute on Wednesday 23 November from 11am to 2pm
- Church Street Reserve on Sunday 27 November from 12 midday to 3pm
- Balmain Street Plaza on Thursday 1 December from 10am to 1pm

The pop-ups were designed to raise awareness of the project, inform people about the draft UDF and its contents, and invite community members to ask questions and provide their feedback. The place-based pop-ups provided an informal setting for officers to provide information about the draft UDF to the broader community. This assisted interested parties in answering the survey or to provide a submission, while promoting the project.

The pop-ups were held in strategic locations to provide an accessible way to engage Cremorne residents. The locations were chosen to intercept key groups including students, visitors and workers who are typically underrepresented in consultation feedback.

The dotmocracy activity was based around the 10 Key Moves in the draft UDF. People were asked: 'Which of the ten key moves do you think are most important to the future of Cremorne?' and asked to place 5 dots on the board.

The voting pod (where people can select an option by placing a ball into a tube) asked what people's main connection was with Cremorne. People could select from six options:

- Live in Cremorne
- Work in Cremorne
- Study in Cremorne
- Own a business in Cremorne
- Visit Cremorne
- Other

This tool provided an interactive way of getting people to stop and chat as well as providing data for the project.

2.13 On-line question and answer sessions

Online question and answer (Q&A) sessions were organised for community members and businesses. There was a session for:

- community members on Tuesday 6 December from 6pm to 7.30pm; and for
- representatives from local businesses, industry and the education sector on Thursday 8 December from 2pm to 3.30pm.

Two sessions were planned. Two people attended the resident Q&A session. Several people registered for these sessions, however, did not attend. Several had one on one meetings with Council officers and decided not to attend the on-line sessions.

2.14 One on one meetings

People, groups, and organisations could also book in a one-on-one meeting with strategic planning officers.

This offer was taken up by a wide range of parties including local residents, government authorities, businesses and community groups with 17 meetings held.

Council also sought feedback from a wide range of internal advisory bodies and departments.

Please note: Outcomes from these meetings are not included in this report.

2.2 Participation and communications outcomes

A detailed breakdown of the participation and communications outcomes is presented in Table 1 below:

Communication and engagement methods	Participation outcomes
Engagement activities	
Survey (online and hard copy)	144 contributions
Written submissions	38 submissions
TOTAL	182 contributions
Communications activities (inform and raise awareness)	
3 x place-based pop-ups	105 attendees
Online question and answer sessions (x2)	2 attendees
Individual meetings with strategic planners	17 meetings
Visitors to Your Say Yarra Project Page	1,580 visitors to Your Say Yarra
Views of the Your Say Yarra Project page	2,167 subscribers to Your Say Yarra new project alert, 76 people clicked through to the home page
Social media post interactions	9,731 people were reached, 261 people clicked through to the Your Say Yarra page 242 people engaged with organic social media
Council's email newsletter	Approximately 18,500 people
Mail outs to owners and occupiers of properties in Cremorne and surrounding areas	2,807 letters 2,807 postcards

Table 1. Overview of communication and engagement activities with participation outcomes

Please note that some individuals may have participated in more than one engagement activity.

2.3 Demographics of survey respondents

Whilst the majority of responses were from Cremorne residents, there were sufficient numbers of workers, visitors, property owners and community groups to conduct a cross-analysis.

Table 2 provides a breakdown of the demographics of survey respondents (144).

	Variable	Number	Percentage
Gender	Male	68	48%
	Female	69	48%
	Self described	0	0%
	Chose not to respond	6	4%
Age	Under 11	0	0%
	12 to 17	0	0%
	18 to 24	1	1%
	25 to 34	20	14%
	35 to 49	58	40%
	50 to 59	39	27%
	60 to 69	14	10%
	70 to 84	11	8%
Connection to Cremorne	85+	0	0%
	Resident	91	64%
	Worker	49	34%
	Visitor	39	27%
	Business owner	18	13%
	Property owner	68	48%
	Renter	6	4%
	Student	1	1%
Community group	39	28%	

Table 2. Demographics of survey respondents

Please note: For the Connection to Cremorne questions, survey respondents could select multiple options. When grouping multiple selections in this question, the following segments were apparent in the data, although care should be taken with regards to the 'property owner' segment as people may have misinterpreted how to complete the question. For instance someone who lives in a property they own in Cremorne may think they have provided enough information by clicking on just 'resident', whereas another resident may click on both resident and property owner. Therefore the 'property owner' category cannot be interpreted as meaning those who own a property that they don't live in:

- Resident and worker – number of respondents =30, 21%
- Own property and resident – number =50, 35%
- Own property and worker – number =29, 43%
- Visit and resident – number =6, 15%

3 Report purpose and scope

The findings in this report will help Council understand the actions that the Cremorne community view as key priorities to pursue and help finalise the draft UDF.

The report includes:

- Analysis of the survey data
- High level summary of the written submissions (noting Council officers are conducting a more in-depth review of these submissions)
- Outcomes from the pop-ups.

This report does not include:

- Notes from the one on one meetings
- Detailed analysis of the written submissions.



Image 3- Photo of Pop-Up Engagement Trailer at Bendigo Kangan Institute

4 Survey Findings

4.1 Ten Key Moves

The draft Cremorne UDF includes ten key moves that summarise the key directions of the draft UDF and outline some of the big ideas for the precinct.

4.1.1 Survey results

Questions	Q1. Which of the ten key moves do you think are most important to the future of Cremorne? Q2. Do you have any other comments to add about the ten key moves?
Number of responses	Q1 – 135 Q2 – 66 comments
Notes	Q1 Respondents ranked their top 5 options from 1 to 5. Chart shows the % who ranked each as number 1 and then percentage who ranked each in their top 5. Q2. Recorded as written text responses. Grouped into key themes for analysis.

Table 3. Overview of questions, number of responses for the section on the 10 key moves

Retaining neighbourhoods was the stand-out most important key move, with more than four in ten naming this as the number one most important for the future of Cremorne, and almost three quarters including it in their top 5. This was particularly important for those who said they were members of a community group (57% rated it as number one importance).

Redesigning the road network was also frequently selected as the number one key move, although fewer overall included it in their top 5.

Whist reconnection to the river corridor and network of open space were seldom selected as the number one key move, these were included by most within their top 5.

Aspects relating to the enterprise precinct didn't appear in top 5 ratings as often, although males, business owners and workers did include these in their top 5 more often.



Image 4-Engagement at Belmain Street Plaza

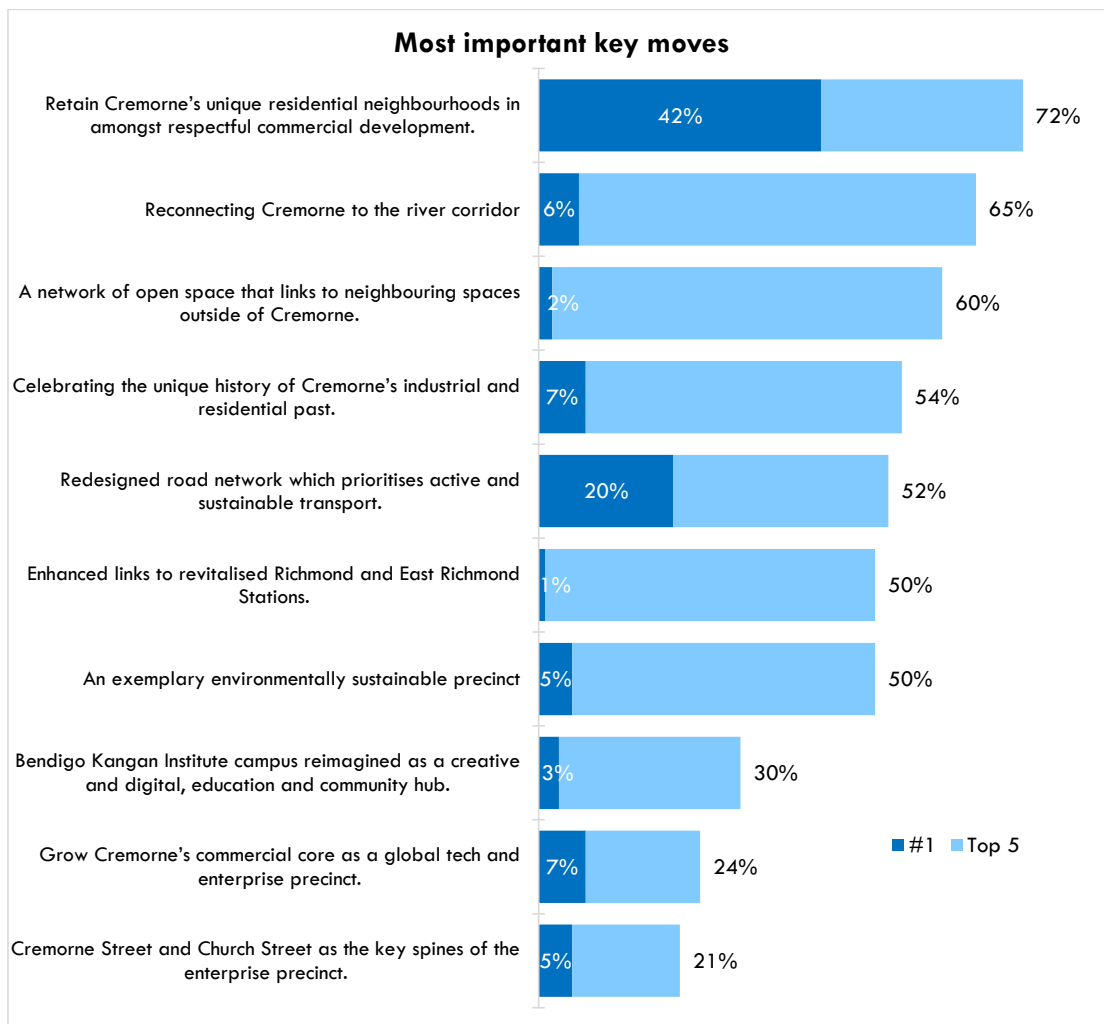


Chart 1- 10 key moves with percent of respondents ranking it as their #1 and within the top 5

4.12 What did different groups say?

There were some notable variations by demographics:

- **60+ year olds** more often selected *Cremorne Street and Church Street as the key spines of the enterprise precinct* in their top 5 (39%, compared to 5% of under 35 year olds).
- **60+ year olds** more often selected *Bendigo Kangan Institute campus reimagined as a creative and digital, education and community hub* in their top 5 (61%, compared to 20% of 35-49 year olds). Those who work in Cremorne also more commonly selected this in their top 5 (31%, compared to 14% residents).

4.13 Additional comments

When asked to write in other comments about these 10 key moves, the predominant tone of the comments relates to concerns about commercial overdevelopment and the impact that has on traffic (specifically commercial vehicles) and parking.

Rat-running is often mentioned as an issue in the area, and the proposed road changes raise concern about to ease of residents accessing housing.

A number of people put forth ideas to enhance the greening of the area (mandate green roofs) and request more green plantings.

The following table outlines these themes in further detail.

Theme	Summary / quotes
Accommodating Growth (16 comments)	The general theme of a quarter of the comments was a concern for the over-development of the area, particularly with regards to commercial buildings that are perceived to have poor amenity, block out sunlight (too tall), and encourage workers to travel to work by car (increase traffic). One respondent praised the aim to 'retain Cremorne's heritage' as a way to reduce this over-development.
Traffic (17 comments)	The majority of the traffic related comments mentioned rat-running and concern about road closures or one way roads; specific to the risk that they would cause more congestion issues, and make it more difficult for residents to get to their home. There were also multiple comments concerned about the potential blocking of Citylink access and mentions of the need to enforce Council's LATM (Local Area Traffic Management) policy to limit commercial traffic.
Impact on residents (13 comments)	Across many of the comments there was a call for considering the needs of residents, specific to car access to their homes, traffic, parking, sunlight and privacy.
Commercial development (6 comments)	A range of comments were put forth relating to commercial development mostly relating to there being enough commercial buildings in the area already (some not being fully utilised) and therefore there is not a need for any more. There was also a perception that the need for office space has changed since COVID and that should be taken into account in commercial planning (not as many office spaces needed).
Environmental impacts (8 comments)	These comments called for more prescribed sustainability features, including increased open space, green building as a requirement for new development (e.g. green roofs) and more trees / planting.
Walking and cycling (6 comments)	A number of residents wanted improved pedestrian and cycling access.
Parking (5 comments)	There was a concern raised by some that there is a need for more parking, with one person suggesting metered parking.
Access to public transport (4 comments)	Comments relating to public transport said that improvements were needed to the train station.

Table 4-Outlines the 10 Key Moves emerging themes in more detail.

4.1.3.1 Selection of quotes (quotes are verbatim)

I fear that eventually Cremorne will all be shiny new office blocks with residents eventually all moving out as re-development takes over. (resident, property owner)

Cremorne is well-connected to public transport & has a high walkability rating, yet streets are clogged with cars, especially during events at the sports precinct. Metered parking on Cremorne St would disincentivise commuters using Cremorne as a carpark. (resident, renter)

You aren't giving options that residents care about, it's all about technology & decreasing private transport. (visitor, property owner)

Any changes should consider the current residents and making it easy for them to access the homes, get in and out of Cremorne and parking outside their homes. It is currently a rat race of cars through Cremorne and too many road closures for construction. (resident)

We need to retain the small industries and balance with what remains of the residential areas. Bringing together sustainability and livability. We could so easily be a showcase for other suburbs but council is letting in big business ruining an opportunity. (resident)

Residential areas and amenities such as open space, parking and easy vehicle access to residential streets is important to retain and attract residents. (resident, property owner)

4.1.4 Key findings

- Some level of support for all the key moves. Many were strongly supported.
- No one suggested new or additional ones.
- Three key moves stood out as the most important to respondents by having greater than 60% of respondents having these themes in their top 5 - Respecting residential neighbourhoods, reconnecting with the Yarra River and network of open spaces.
- Four moves also ranked highly (more than 50% ranking in top 5) - Recognising history, changing the road network, Richmond Stations and ESD.

4.2 Theme 1 - A place to create, innovate and live

Theme 1 seeks to continue to support Cremorne to grow as a global innovation precinct with a mix of uses and amenity for residents workers and visitors. It includes actions to facilitate this vision.

4.2.1 Survey results

Question	Q3. Tick your top 3 (most important) actions in Theme 1
Number of responses	141
Notes	Respondents could tick up to 3 answers. Chart shows % who picked an answer.

Table 5. Overview of questions, number of responses for Theme 1-A place to create, innovate and live.

The stand-out and most important action for a place to create, innovate and live was to continue to support the residential character (85%).

Just over half of respondents supported a range of employment, office and retail uses in Cremorne’s commercial precincts (53%).

The remaining actions were each selected by less than half of respondents in their top 3.



Image 5-Council officers talking to a community member at a place-based pop-up at Church Street Reserve

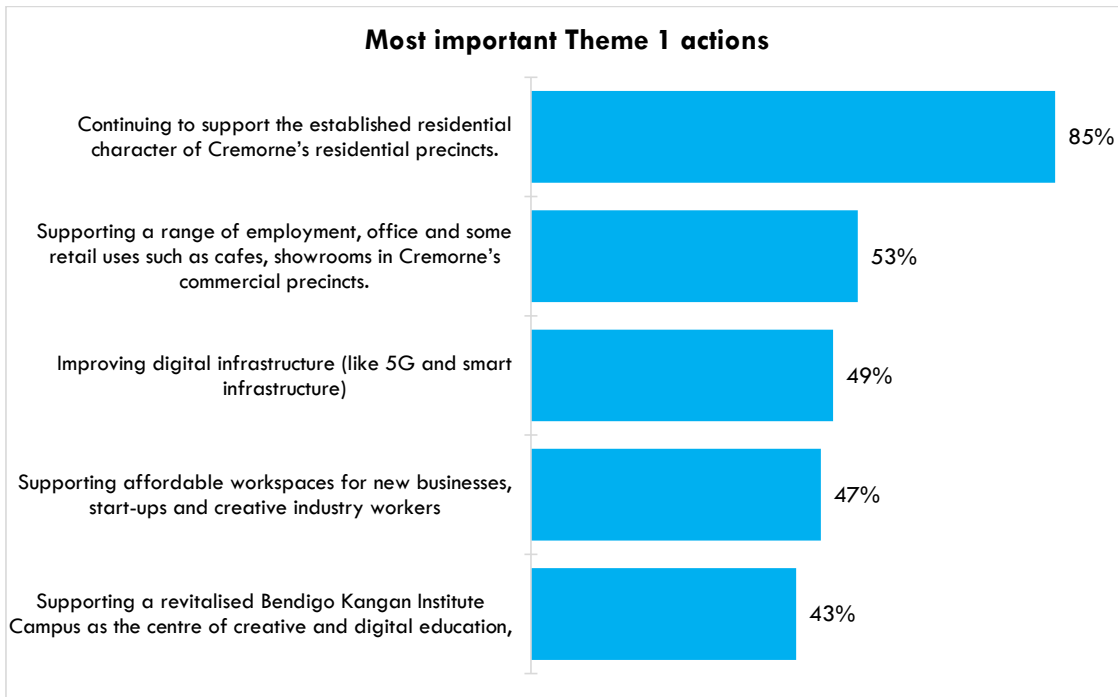


Chart 2 – proportion who selected each Theme 1 action in their top three.

4.2.2 What did different groups say?

The action to support residential character was particularly important for current Cremorne residents (92%) and females (92%).

Supporting a range of business types in the commercial precinct was selected in the top 3 most important by higher proportions of younger people (67% under 35 year olds and 63% 35-49 year olds) and visitors to the area (69%).

Visitors to Cremorne also showed high instances of choosing affordable workspaces in their top 3 (64%).

4.2.3 Key findings

- Protecting residential amenity was clearly the most important action in Theme 1.
- This is correlates with the high number of Cremorne residents who filled out the survey compared to workers.

4.3 Theme 2 - A leading sustainable and climate resilient precinct

Theme 2 acknowledges the climate emergency as a present and unprecedent challenge. Theme 2 seeks to shape Cremorne as a leading sustainable and climate resilient precinct.

4.3.1 Survey results

Question	Q4. Tick your top 2 (most important) actions in Theme 2
Number of responses	141
Notes	Respondents could tick up to 3 answers. Chart shows % who picked an answer.

Table 6. Overview of questions, number of responses for Theme 2- A leading sustainable and climate resilient precinct.

For the sustainability and climate resilient theme, there were clearly two stand-out actions: providing more trees (77%) and encouraging green roofs, walls and facades (72%).

There was relatively little support for better managing water (13%), compared to other options.

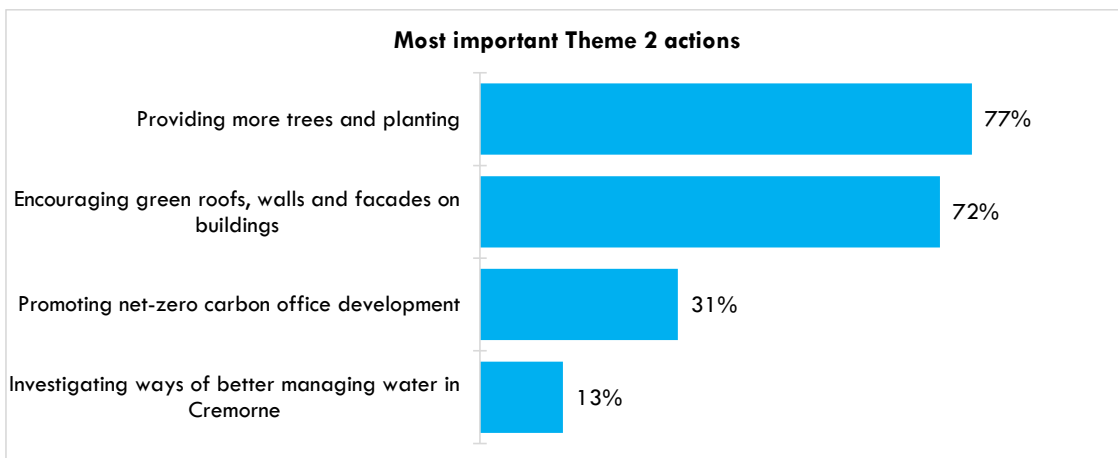


Chart 3 – proportion who selected each Theme 2 action in their top three.

4.3.2 What different groups say?

There were no statistically significant variations in findings when analysing this question by demographics.

4.3.3 Key findings

- Tree planting and greening buildings through green walls and roofs were clearly the most important actions.

4.4 Theme 3 - Connected and accessible Cremorne

Theme 3 seeks to support convenient, safe and sustainable modes of transport within Cremorne. The draft UDF includes a series of actions to support this outcome.

4.4.1 Survey results

Question	Q5. Tick your top 3 (most important) actions in Theme 3
Number of responses	137
Notes	Respondents could tick up to 3 answers. Chart shows % who picked an answer.

Table 7. Overview of questions, number of responses for Theme 3- Connected and accessible Cremorne.

Widening of footpaths was the most important of the actions, with almost three quarters selecting this in their top 3.

Improving public transport (59%) and reducing traffic (57%) were also quite popular, each being selected in the top 3 by over half of respondents.

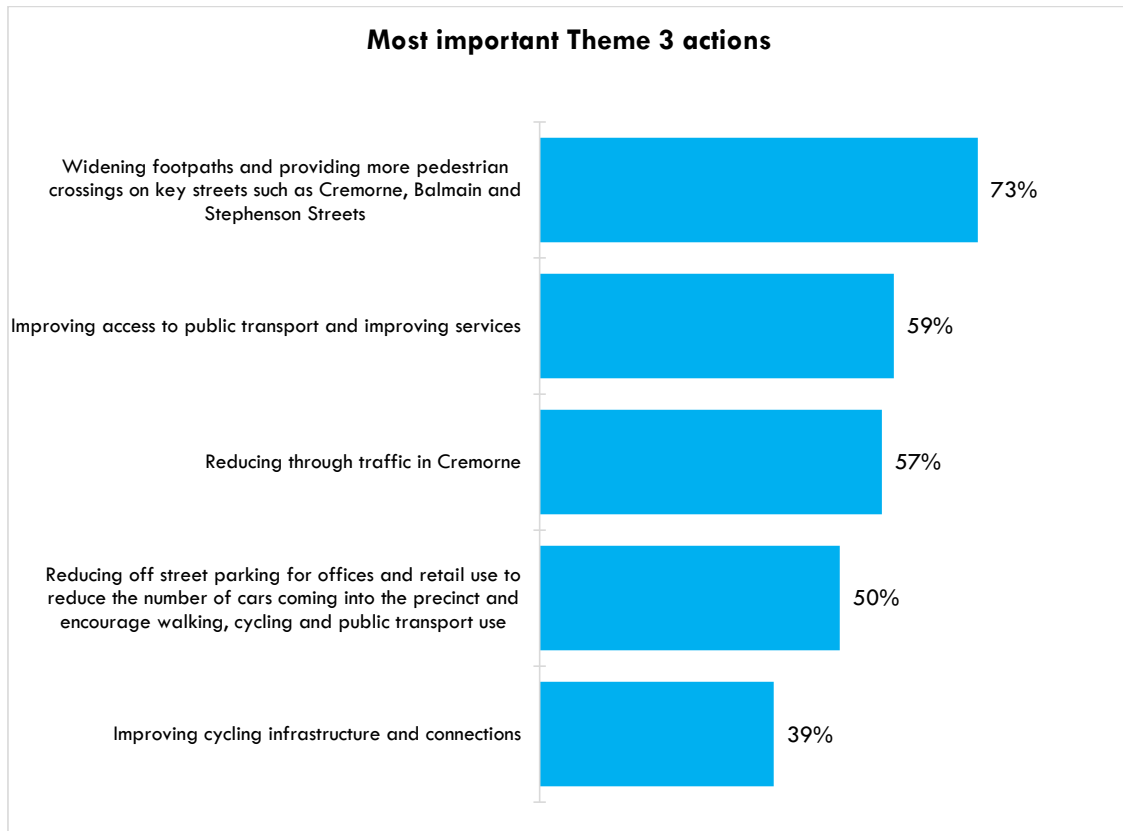


Chart 4- proportion who selected each Theme 3 action in their top three

4.4.2 What did different groups say?

The popularity of the improving cycle infrastructure action was much higher amongst males (51%, compared to 25% females), visitors to Cremorne (61%, compared to 48% residents) and business owners (73%, compared to 35% property owners).

4.4.3 Key findings

- The three most important actions were identified as footpath widening, public transport improvements and reducing through traffic.
- These results were reflective of the majority of respondents being residents.
- Cycling infrastructure, whilst not being rated by as many overall, is important to other key demographics such as business owners and visitors.
- Male respondents also showed a high level of interest for improving cycling infrastructure.

4.5 Theme 4 - Spaces for people

Theme 4 sets out a plan for a network of high quality public spaces connected by safe, green pedestrian friendly streets. There are a series of actions in the draft UDF that seek to facilitate this outcome.

4.5.1 Survey results

Question	Q6. Tick your top 3 (most important) actions in Theme 4 Q6a. Do you have any ideas about potential new public open spaces for Cremorne and where they could be located e.g. potential road closures, pocket plazas?
Number of responses	Q6 -139 Q6a -51 comments
Notes	Q6 - Respondents could tick up to 3 answers. Chart shows % who picked an answer. Q6a - Recorded as written text responses. Grouped into key themes for analysis.

Table 8. Overview of questions, number of responses for Theme 4- Spaces for people

Of the theme 4 actions, the actions most often selected in the top 3 most important were:

- improving connections to the river and surrounding open spaces (65%); and
- pursuing new open space opportunities on government and private land (62%).

Creating streets that are more friendly for pedestrians and cyclists was the third most supported action (45%), followed by upgrading main activity spines of Cremorne and Church Streets (37%).

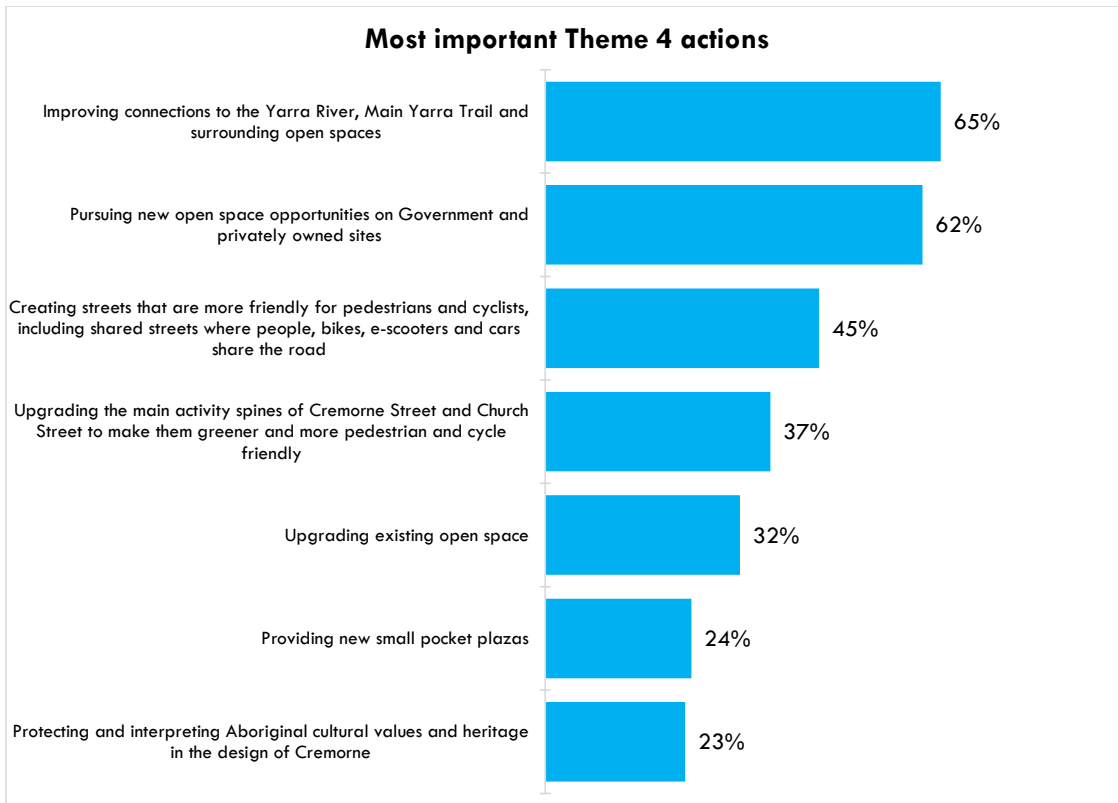


Chart 5- proportion who selected each Theme 4 action in their top three.

4.5.2 What did different groups say?

The action to pursue new open space opportunities on government and private land was selected by more **residents** (73%) and **property owners** (80%, compared to 42% **visitors**).

Whilst fewer than half overall selected more friendly streets for pedestrians and cycling, this action was more popular amongst **males** (54%, compared to 36% females).

4.5.3 Additional comments

The second question asked whether respondents have ideas about potential new public open spaces for Cremorne and where they could be located e.g. potential road closures, pocket plazas?

Specific suggestions / comments have been included in the table below. 3 of the comments didn't provide a specific location suggestion and 6 stated they didn't want road closures.

Opportunities for new open space	Ideas
Shared use zone / green corridor (16 comments)	<ul style="list-style-type: none"> ▪ Maltings site ▪ Gosch's Paddock– better access and facilities ▪ BKI Campus / around TAFE ▪ Between Nylex Silos ▪ Yarra River access near Punt Rd / under Punt Rd Bridge ▪ Cremorne St between Balmain St and Citylink ▪ Train station underpasses ▪ Walnut St ▪ 69 Cremorne St ▪ Utilize empty blocks
Reduce / remove parking (12 comments)	<ul style="list-style-type: none"> ▪ Cubbitt and Gwynne ▪ Balmain St (1 for and 1 against) ▪ Swan Street ▪ Bryant and May car park, far end along chestnut and Hotham ▪ East Richmond Station ▪ Stephenson St triangular parking ▪ Near train overpass ▪ Corner of Dover and Kelso ▪ VicTrack parking near Cremorne substation ▪ 10 Stephenson St
Road closures (11 comments)	<p>Suggested locations for road closures were:</p> <ul style="list-style-type: none"> ▪ Cremorne St (near freeway) (3 comments for, 2 comments against) ▪ Gwynne St at Munro St ▪ Reinstate COVID road closures ▪ Gough St ▪ Dover St (partial / residents only) ▪ Balmain Plaza and Cherry Tree
Other ideas / comments	<ul style="list-style-type: none"> ▪ New developments minimum open space requirement ▪ Large open space (not pocket parks) ▪ Floating park ▪ Remove street parking ▪ Encourage park and walk

Opportunities for new open space	Ideas
	<ul style="list-style-type: none"> ▪ Residents only roads (instead of closing them) ▪ Don't block light to existing open space with high-rises. ▪ Include free active equipment (gym, basketball, tennis etc.) ▪ No new open space needed ▪ BBQ ▪ Don't remove residential street parking. ▪ Accessibility for different mobility needs ▪ School crossings in side streets

Table 9-Outlines the Theme 4-Spaces for people additional comments.

4.5.4 Key findings

- It is clear that improving access to the Yarra River is important for the community along with parks on private/government land, and making pedestrian streets more cycle and people friendly.
- Open space was a highly important for property owners and residents but not so much for visitors whose needs may be different.
- While open space is clearly important for the general community, pocket parks and upgrades to existing parks was not selected as important as often as improving connections and new open space opportunities.

4.6 Theme 5 - Quality design that builds on Cremorne's precinct identity

Theme 5 aims to fill the gap in the Yarra Planning Scheme to add planning controls to guide the design of new commercial buildings. The draft UDF includes a package of design controls which seek to manage a range of issues such as amenity impacts, overshadow and building design.

4.6.1 Survey results

Question	Q8. Tick your top 5 (most important) actions in Theme 5 Q9. Do you have any comments about the recommended building heights in the draft UDF? Please ensure you tell us what precinct you are referring to.
Number of responses	Q8 – 141 Q9 – 64 made additional comments
Notes	Respondents could tick up to 5 answers. Chart shows % who picked an answer.

Table 10. Overview of questions, number of responses for Theme 5 - Quality design that builds on Cremorne's precinct identity.

Given respondents could select up to 5 actions for this theme, there is a broader spread of respondents, with many of the actions selected by around half.

The top three responses with 60% or more of respondents selecting them in their top 5 were:

- Protecting residential amenity;
- minimising overshadowing and retaining sunlight on footpaths; and
- Increased setbacks to provide for pedestrian entrances, landscaping and outdoor dining.

Five actions were supported by 40-50% of respondents around retaining character buildings, ensuring new development is respectful of heritage buildings, well designed buildings at street level, protecting views to important signs and managing wind impacts:

Of relatively lesser importance were buildings not presenting as one large building (29%) and adequate above-street building separation (25%).

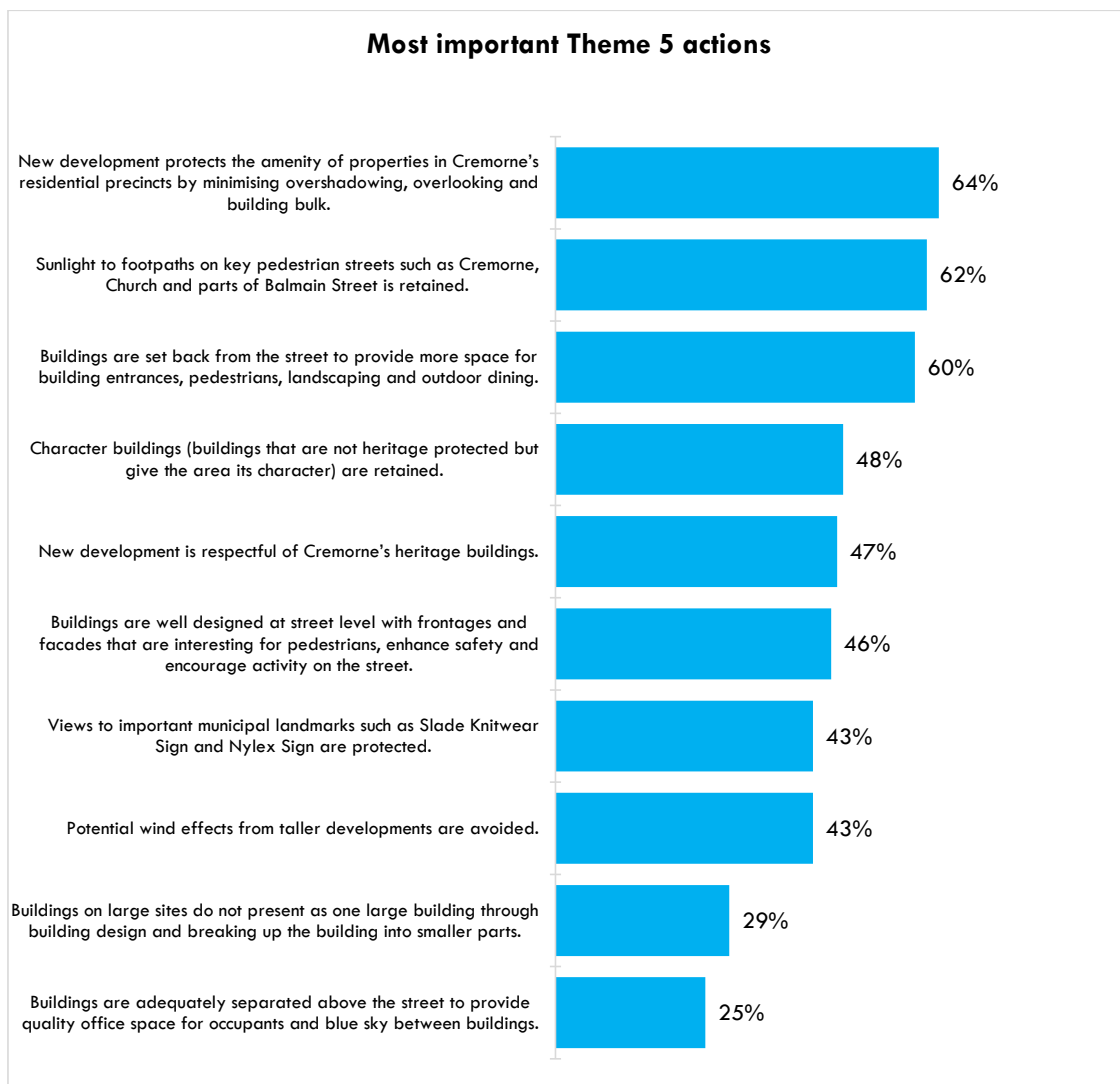


Chart 6 - proportion who selected each Theme 5 action in their top three

4.6.2 What did different groups say?

Some demographics more often selected specific actions in their top 5:

- Males more often selected *buildings well designed at street level* (59%, compared to 35% females) and *buildings adequately separated above the street* (35%, compared to 17% females).
- Females more often selected *protection of views to important landmarks* (53%, compared to 32% males) and *character buildings are retained* (64%, compared to 32% males).
- Members of community groups more often selected *buildings on large sites not presenting as one building* (42%, compared to 25% non-members) whereas 48% of non-members selected *potential wind effects* (compared to 29% community group members).

4.6.3 Comments on precinct heights

Specific to building heights, respondents were provided with the following information and asked to provide any comments.

- Cremorne West Precinct: Higher development along Cremorne Street (eight storeys) and Stephenson Street (nine storeys) with lower heights on narrow streetscapes (seven storeys) and next to low-rise residential areas (five storeys), stepping down to two storeys at the boundary.
- Railway Precinct: Development of seven storeys transitioning to five storeys next to low-rise residential areas, stepping down to two storeys at the boundary.
- Church Street Precinct: Higher development (ten storeys) along Church Street. Lower heights to side streets (seven storeys) reducing to five storeys next to low-rise residential areas, stepping down to two storeys at the boundary.

The following key themes were observed in the comments provided.

Theme	Summary
Overshadowing (9 comments)	In terms of general (not precinct-specific) feedback, the main concern was that buildings do not overshadow residential properties.
Wind (8 comments)	A few respondents wish to ensure development was appropriately set-back from the road to avoid wind tunnels
Existing buildings higher than limits (5 comments)	Some commenters expressed concern that there were existing buildings that were already higher than the 5 storey limit, therefore a precedent for higher buildings has already been set.
General statements on limits	A range of general comments were made without stating number of floors: <ul style="list-style-type: none"> ▪ General support for lower limits ▪ Proposed limits are too low
Cremorne West Precinct (11 comments)	Comments mostly said that the limits were too high, with a few suggesting a 5 storey limit and a couple supporting 6 or 7 storeys.
Cremorne Street (2 comments)	Comments were that buildings were already too high and suggestion of a 7 storey maximum for Swan Street.
Church Street (3 comments)	Suggestions ranged from no height increase to 5 storeys maximum and 8 storeys maximum.

Table 11- Outlines the key themes that emerged in the comments for Theme 5

4.6.4 Key findings

- Top three important actions were: protecting residential amenity in Cremorne’s residential precincts, ensuring sunlight to streets and creating building setbacks at ground levels.
- In the additional comments, several respondents wanted a 5 storey maximum. Few people who responded to the survey wanted taller heights.

4.7 Ideas to improve the street network

To implement the high level vision for Cremorne the draft UDF outlines a Street Implementation Plan which proposes a number of changes to the existing street network.

4.7.1 Survey results

Questions	Q10. Overall, how much do you support these proposed changes to the street network? Q11. Please explain why.
No of responses	Q10 – 143 Q11 – 99 comments
Notes	Q11. Recorded as written text responses. Grouped into key themes for analysis. It is difficult to analyse the ratings for some actions as the action includes multiple elements (e.g. upgraded cycle infrastructure and measures to slow access) are in the same statement for rating, so it is not possible to identify if those who don't support this statement have issue with the cycling infrastructure or traffic management or both.

Table 12. Overview of questions, number of responses for the section - Ideas to improve the street network.

There were high levels of support for increasing footpath space and improving pedestrian safety. 82% supported or strongly supported this action.

The signalisation of Kelso Street and Punt Road was also widely supported. 70% supported or strongly supported this action.

Views on reducing speed limits was more mixed. 65% of respondents supported or strongly supported reducing speed limits to 30kmph however over a quarter of respondents (28%) opposed the idea.

All actions except for the road closure of Cremorne Street were supported or strongly supported by more than half of respondents (ie over 50% of respondents supported or strongly supported the proposal).

Opinions regarding the closure of Cremorne Street were fairly evenly split, with similar proportions supporting (39%) and opposing (41%) this action. 20% were unsure.

There were also more mixed opinions about reducing on-street parking to give access to cycle routes and local traffic. 51% supported or strongly supported the proposal, 31% opposed. 17% were unsure.



Image 6. Pop-Up in Church Street Reserve

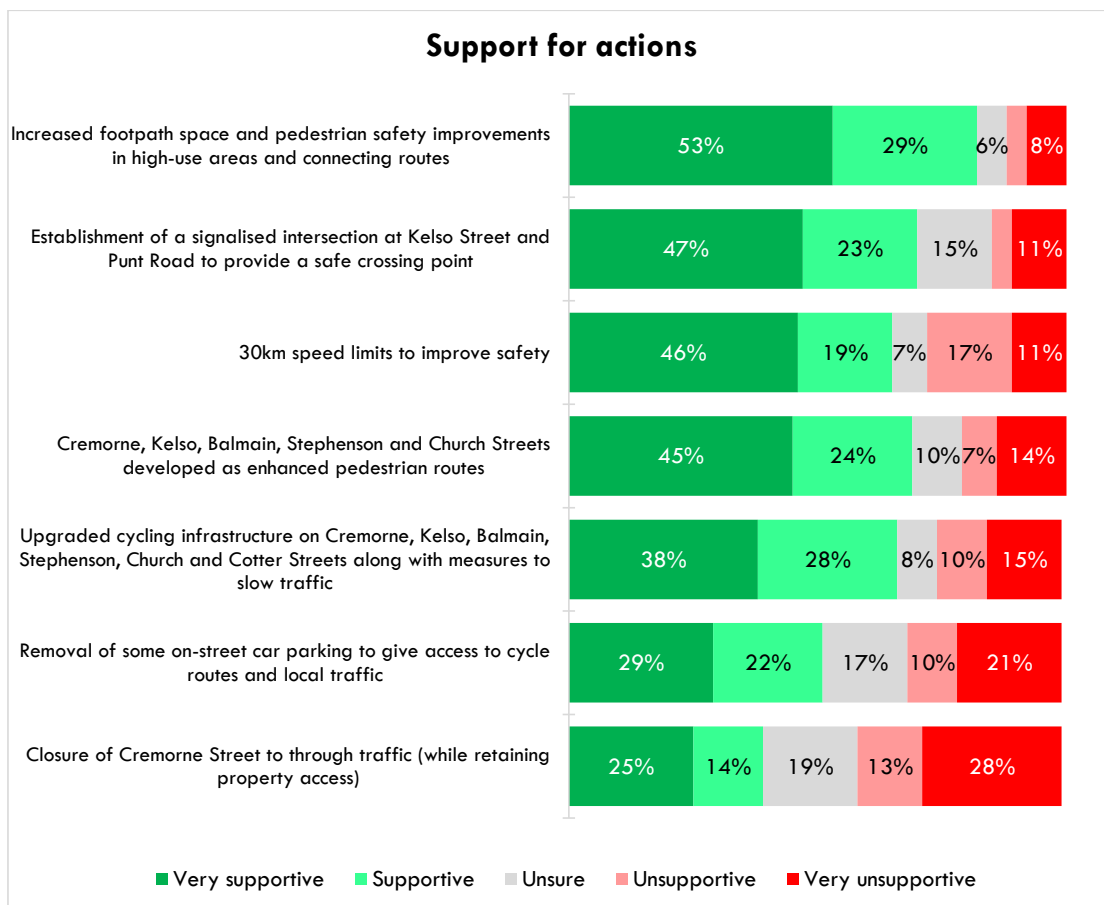


Chart 7 - Ratings of support for street network actions

4.7.2 What did different groups say?

- Members of a local community groups appeared more supportive of the actions except for the establishment of a signalised intersection at Kelso Street and Punt Road to provide a safe crossing point. 25% of community group members opposed (compared to 18% of non-members).
- Community group members showed particularly strong support for Increased footpath space and pedestrian safety improvements in high-use areas and connecting routes (72% very supportive, compared to 46% non-members) and 30km speed limits to improve safety (62% very supportive, compared to 41% non-members).
- Males more often said they were 'very supportive' of the closure of Cremorne Street to through traffic (38%, compared to 14% females), Cremorne, Kelso, Balmain, Stephenson and Church Streets developed as enhanced pedestrian route (54%, compared to 36% females), upgraded cycling infrastructure on Cremorne, Kelso, Balmain, Stephenson, Church and Cotter Streets along with measures to slow traffic (49%, compared to 26% females), and removal of some on-street car parking to give access to cycle routes and local traffic (37%, compared to 20% females).

4.7.3 Additional comments

When asked to explain their answer(s), the main concerns were that these measures will make congestion worse, and that removal of parking makes it difficult for residents to have visitors.

However, many recognised that these measures would improve pedestrian and cyclist safety and quite a few supported improving active transport infrastructure.

Some comments mentioned there was currently too much traffic, with a number suggesting that the area be made local traffic only.

There were also a number of comments expressing concern that the suggested actions may make it difficult for residents to get around and that the streets are not currently wide enough to fit improved active transport measures as well as car traffic.

Other comments highlighted improving active transport infrastructure should be encouraged as it can improve the vibrancy of the area and encourages visitors to the precinct.

Three suggested that an active transport corridor isn't needed, with suggestions that workers be discouraged from driving, and that more permit parking was needed for residents.

Note: The survey form did not allow the respondent to link their comment through to statements in figure 2, however there were some comments that provided enough written information to decipher which of the figure 2 statements they were referring to. See below.

Action	Reasons for support	Reasons for opposition
Establishment of a signalised intersection at Kelso Street and Punt Road to provide a safe crossing point	<ul style="list-style-type: none"> ▪ Currently unsafe ▪ Good for people exiting public transport 	<ul style="list-style-type: none"> ▪ Not needed as a cut-through (2 comments) ▪ Not currently dangerous to cross ▪ Will cause more traffic ▪ Bridge rather than lights
Closure of Cremorne Street to through traffic (while retaining property access)	<ul style="list-style-type: none"> ▪ Too many cars ▪ Make one way instead 	<ul style="list-style-type: none"> ▪ Road closures will make traffic worse ▪ Will make it harder for residents to get around ▪ Will make it harder to get to CityLink
Cremorne, Kelso, Balmain, Stephenson and Church Streets developed as enhanced pedestrian routes	<ul style="list-style-type: none"> ▪ Balmain St - dangerous ▪ Balmain St - has too much traffic ▪ (Submission) Cremorne St - support traffic calming measures and pedestrian treatments. ▪ Kelso St – support tree plantings 	<ul style="list-style-type: none"> ▪ Will make it harder for residents to get around ▪ Balmain Street – keep 2-way
Upgraded cycling infrastructure on Cremorne, Kelso, Balmain, Stephenson, Church and Cotter Streets along with measures to slow traffic	<ul style="list-style-type: none"> ▪ Improve safety ▪ Prioritise active transport 	<ul style="list-style-type: none"> ▪ Already sufficient cycling infrastructure (4 comments) ▪ Concern for residential property access (2 comments)

Action	Reasons for support	Reasons for opposition
		<ul style="list-style-type: none"> Access into Cremorne the issue, not around Cremorne Will make congestion worse City cyclist commuters go around (2 comments) Not needed if slow traffic to 30km
Removal of some on-street car parking to give access to cycle routes and local traffic	No specific additional comments in support.	<ul style="list-style-type: none"> Need parking for residents Not enough parking now / will make it worse for residents No parking for visitors Will make congestion worse Need parking permit audit
Increased footpath space and pedestrian safety improvements in high-use areas and connecting routes	No specific additional comments in support. See general comments above.	<ul style="list-style-type: none"> Use setbacks for landscaping and trees

Table 14 - Summary of additional comments - ideas to improve the street network



Image 7-Community members engaging at the pop-up in Balmain Street Plaza

4.7.4 Key Findings

- Most actions are generally supported by the community.
- There were mixed views about the Cremorne Street closure – some support and some opposition.
- Views on the 30km limit were also mixed.

4.7.4.1 Selection of quotes (quotes are verbatim)

Our way of transportation for me and partner is bicycle, We are residents and don't have car. Our safety is important, as well as functional access to the Yarra river path. It is very unsafe to go from Coppins Corner (where we live) to yarra river path. (resident, worker, property owner)

Cremorne is currently quite hostile to cyclists and not great for pedestrians. There is no safe way to get to or through Cremorne on bike. Paths are narrow, which is bad for pedestrians (particularly those in wheelchairs or pushing prams). (worker, visitor)

Please do not make it harder for residents to access key exit/entry points out of and into Cremorne. Making traffic one way to stop through traffic might work for peak business hours, but for all the other hours and weekends, Cremorne is not busy. (resident)

Closing or changing road access to one way will only make it harder to mover around Cremorne. Something simple like making Balmain St a clearway between Cremorne St and Cubitt St during peak times would allow cars to flow more readily in both directions. (resident)

Walking and cycling should be prioritised over cars. Cremorne street needs to retain as a through traffic street to help clear congestion quickly - from Balmain street to the freeway could be changed to one way. (resident)

While I infrequently visits Cremorne area and very supportive of pedestrian, cyclists and public transport initiatives. Existing streets are quite narrow as it. Parking nearby is almost non existence, as I would like to "walk around" the area. (visitor)

4.8 Precinct and strategic sites visions

There are distinct commercial and residential precincts within Cremorne - the draft UDF outlines a vision for each precinct.

There are also seven strategic sites identified within Cremorne. The draft UDF outlines a vision for each strategic site and identifies design objectives. These would be a starting point for Council’s vision in any future master planning work.

4.8.1 Survey results

Questions	Q12. Overall, how supportive are you of the vision for each precinct? Overall, how supportive are you of the vision and design objectives for each strategic site within the Cremorne precincts? Q13. Do you have any comments to add about the vision or design objectives for the precincts or strategic sites?
Number of responses	Q12 – 134 Q13 – 48 comments
Notes	Q13. Recorded as written text responses. Grouped into key themes for analysis.

Table 15. Overview of questions, number of responses for the Precinct and strategic site visions section

4.8.1.1 Precinct visions

Most respondents supported the proposed vision for each of the three main precincts.

68% supported or strongly supported the vision for the Railway Precinct. 61% supported or strongly supported the Church Street Precinct vision and Cremorne West Precincts.

Over one in ten people opposed each of the proposed precinct visions, and approximately one-fifth of respondents were unsure.

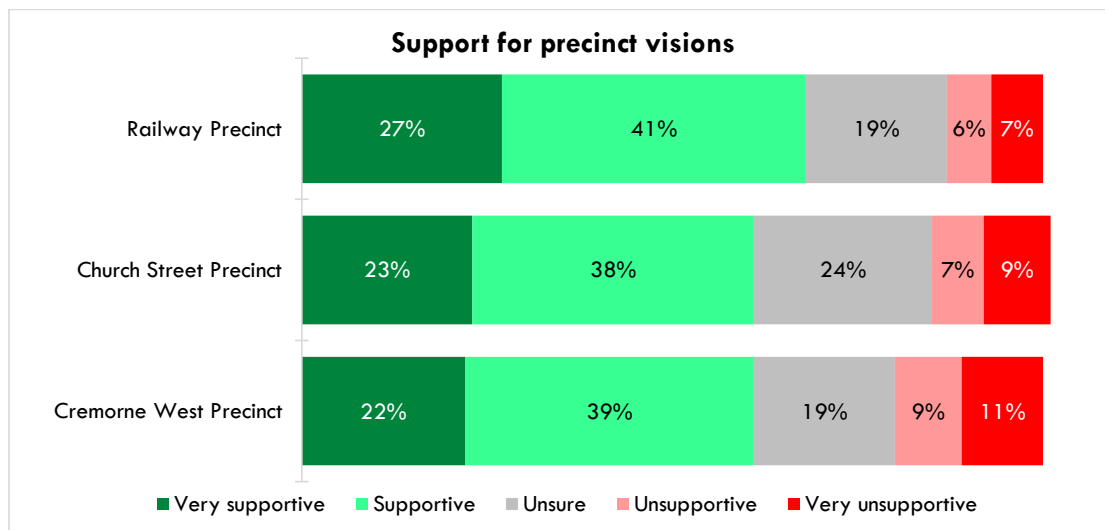


Chart 8 – Support ratings for precinct visions

4.8.1.2 What did the different groups say?

The only notable variation by demographics was that males more often said they were ‘very supportive’ of Railway Precinct (36%, compared to 20% females) and Church Street Precinct (32% males compared to 15% females).

4.8.1.3 Strategic sites – visions and design objectives

More than half of respondents supported each strategic site vision and design objectives, however there was a high proportion of respondents who were unsure (a quarter to a third).

The Bendigo Kangan Institute strategic site received the highest level of support (70%), with very few opposing this vision.

The rest of the sites received similar ratings (50-60%), with just over half showing support and around 10-15% opposing.

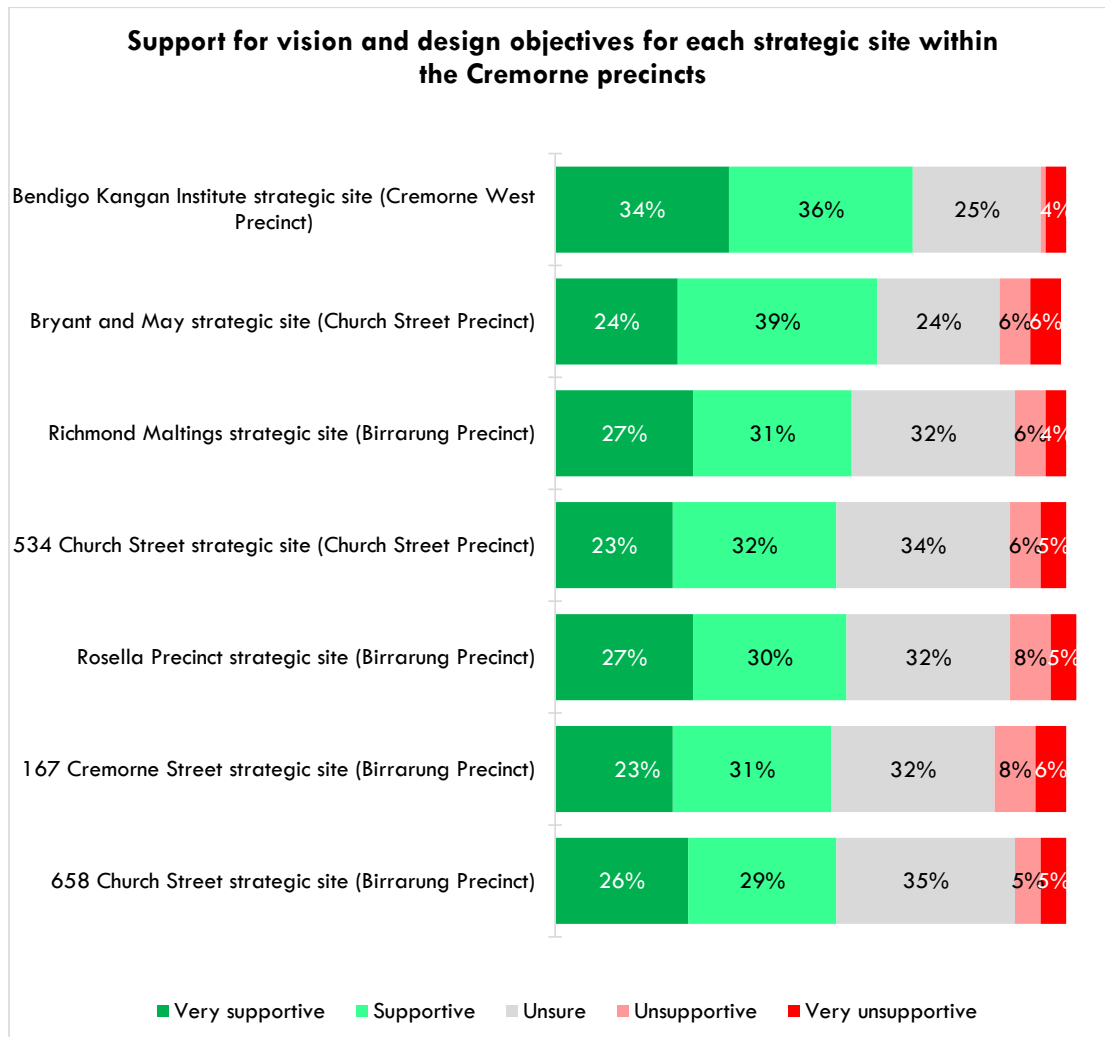


Chart 9- Support ratings for strategic sites

4.8.1.4 What did different groups say?

There were only a couple of variations by demographics, otherwise ratings were fairly consistent across all ages, genders and connections to Cremorne.

- More males said they were ‘very supportive’ of the *Bryant and May strategic site* (34%, compared to 16% females).

- The *Richmond Maltings strategic site* was supported (very supportive + supportive) by a higher proportion of 60+ year olds (83%, compared to 46% 35-49 year olds) and members of a community group (68%, compared to 53% non-members).
- The *Rosella Precinct strategic site* was supported (very supportive + supportive) by a higher proportion of 60+ year olds (78%, compared to 41% 35-49 year olds) and members of a community group (65%, compared to 53% non-members).

4.8.2 Additional comments

When asked to provide further comments on the vision or design, the following themes emerged in the survey findings:

Theme	Summary / quotes
Concern around building height (11 comments)	The most commonly mentioned concern around building heights was related to the sun being blocked, and perceived creation of wind tunnels. Some felt that the height should be limited to 5 stories and a few felt that tall building heights had a negative impact on the character of the area.
Concern around traffic and street network redesign (11 comments)	The primary concerns were relating to potential rat running and trucks, with specific mention of Rosella complex trucks. With regards to rat running concerns other commonly mentioned roads were Gwynn Street and Cremorne Street as problem areas.
Resident concerns about accommodating growth (10 comments)	Many comments suggested there needs to be more emphasis on the needs of residents, and/or less focus on commercial building / amenities. Specific concerns raised were about lack of residential parking, commercial dominating, a need for more emphasis on residential buildings and amenity, a loss of character / village feel, noise, and after-hours.
More detail / consultation needed (3 comments)	A few comments suggested that there is need for greater opportunity for community input, more time to explore the full ramifications, and more detail on the objectives for the Bryant and May or 534 Church St.
General criticism (6 comments)	There were a number of general criticism comments without any further detail as to why.

Table 16 - Summary of emerging themes from additional comments on the precinct and strategic site visions.

The following are some further quotes that provide specific insights into sites and requests.

Bendigo Kangan Institute – Strategic site

- Kangan community space including indoor space with bathroom and kitchen and outdoor green space is crucial for the plan to work well. I would like something similar to Burnley Backyard here.
- Turn it into a Sth Melbourne Market style food and design hub.
- Note that the TAFE site is subject to Victorian Government restrictions and approvals and should not be assumed to be available for significant public use purposes such as green space.
- Have a section on Cremorne Street Kangan where bikes are visually prominent - bike repair, bike parking, bike cafe.

Bryant and May – Strategic site

- The Bryant may site needs to forego further development in favour of large green spaces, converting car park space into areas for children to play. There are high numbers of kids in the area with no natural facades, or opportunity to be enviro stewards.

Maltings – Strategic site

- The maltings site should have a considered green space.
- In the Richmond Malting enhance culture with art, galleries, cafes, good bars and less young laud/drinkers crowd like from the bars in Swan St.
- Turn remaining nylax into park and retail f&b street scape.

658 Church Street – Strategic site

- Please provide strict height limits for buildings in 658 Church Street Strategic Site. Suggest no more than 4-5 storeys total, and only 2 storeys at the street frontage. Ensure direct sunlight is retained year round to Dale Street Reserve.

Public transport

- Rename East Richmond station to Cremorne! (not my idea, someone said it to me and I think it's a great idea!) Also, I think the height of new developments must be carefully considered on an individual basis to avoid detracting from character.

Open space

- Need a small at least wetland where the Lake (billabong) was - this could be part of the development.
- More could be done to improve the amenity and usefulness of the underpasses.

Economic development

- Please invest money in trying to reinvigorate existing precinct such as Bridge Rd, before wasting money on precincts such as these. They are too hidden, and would only support a few local residents. There is ALREADY a tech hub in this area with MYOB, SEEK.

4.8.3 Key findings

- Almost two thirds support the precinct visions explained in the survey.
- All strategic site visions and design objectives were supported by just over half respondents.
- There was a large unsure response to these questions. This may be addressed through further master planning work.
- Some additional comments highlighted concerns about potential building heights and proposed changes to the street network.
- Some specific comments were provided on development sites such as BKI, Bryant and May and the Maltings.
- Some mentioned concerns around traffic and trucks accessing the Rosella site.

4.9 Hotspots

4.9.1 Hotspot 1 - Kelso Street and Punt Road intersection

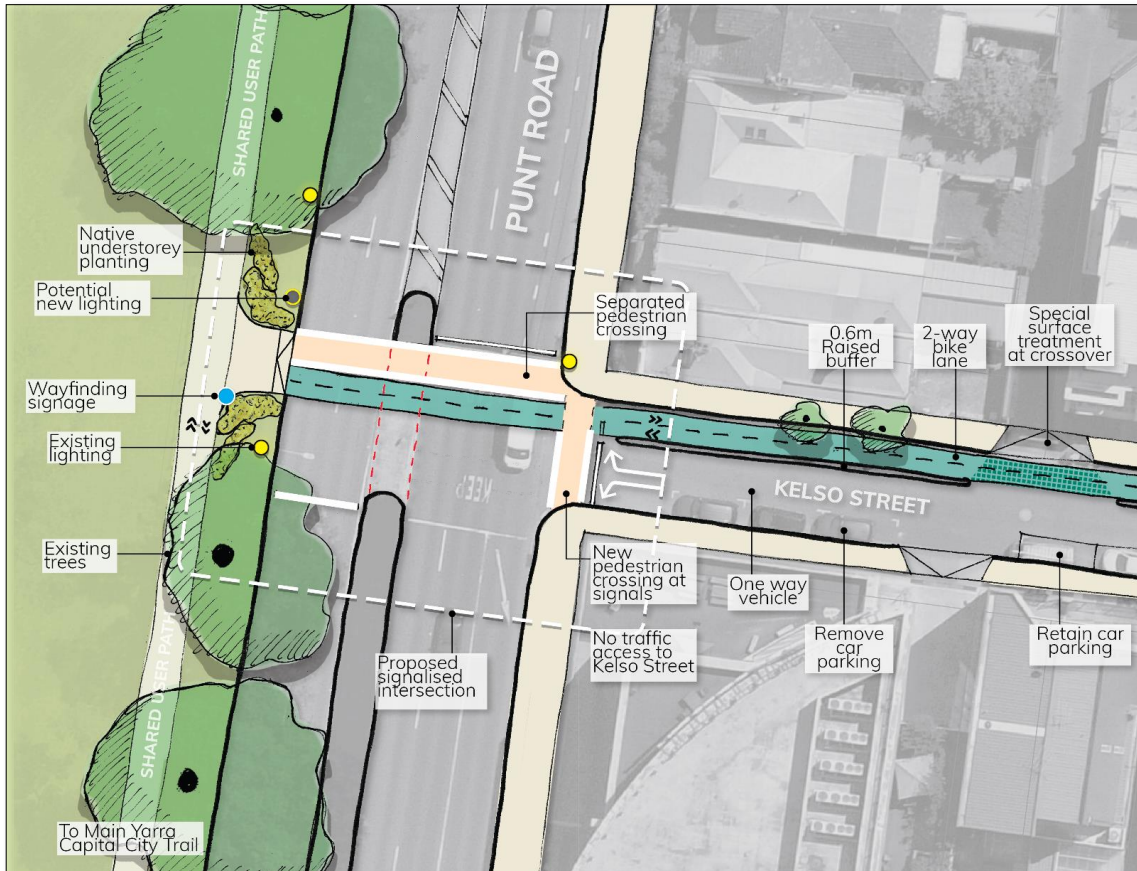


Image 8-Hotspot-Kelso Street and Punt Road intersection

26% Commented on this Hotspot (37 comments)

For this hotspot, it was proposed to install a signalised intersection incorporating:

- A pedestrian crossing
- Separate two-way cycle crossing
- No traffic access to Kelso Street - only left-out and right-out traffic movements from Kelso Street
- Planting, seating and wayfinding

Nine (9) of the comments made about this hotspot were general support for the proposal without any further insights. One submitter felt that the current lights are sufficient, and one said there is not enough pedestrian or cycling demand to need it.

Feedback with further detail was as follows.

Theme	Summary / quotes
Disagree with limiting traffic access (5 comments)	Some people felt that limited traffic access on Kelso Street might make it more difficult for residents to access their houses, and there was concern it would slow down Punt Rd traffic. Furthermore, one person was concerned it might increase accidents and pose a risk to pedestrians.
Support for lights / pedestrian crossing (6 comments)	It was felt that this would make the area safer and be good for both walkers and cyclists.
VicRoads as a barrier (3 comments)	These respondents mentioned that they thought that VicRoads wouldn't allow this to happen.
Bike lane feedback (3 comments)	A couple of comments mentioned that they like this aspect while one said that it wasn't needed.
Improve safety (3 comments)	It was felt that these changes would enhance the safety of the area.

Table 17-Summary of further feedback received on Hotspot 1

A range of additional suggestions were also made for this hotspot, with verbatim quotes provided under each heading:

Pedestrian crossings

- Like the pedestrian crossing. Would like to be able to turn from punt road into Kelso Street rather than one way. The changes swan street/ punt road intersection have been annoying and then the proposed changes to Cremorne/Swan Street may make travel longer
- Safe Shared Use path crossing of M1 slip road needs to be provided to access the trail in Goschs Paddock. The ped crossing at Kelso St needs to be a raised crossing. Provide a safe SUP route from Yarra River along Harcourt Pde to Cremorne St.

Integration with public transport

- This design should also include stops for the 246 bus on Punt Road to improve public transport access, as there are currently no stops between Swan Street and Alexandra Parade making this route difficult to use for travel to/from Cremorne.

Street network redesign

- Agree that if any changes are made to Cremorne Street through traffic, this is essential. If this doesn't happen, the rest of the changes will cause chaos for residents and businesses trying to get out of the suburb
- Parking on Kelso should only be for permit holders to encourage bikes and walking for non-locals.

Active transport

- Really good idea, especially the bike lane, but make sure the bike lane links into others within Cremorne.
- The paving on Perkins lane is dangerously uneven and with more pedestrians it should be made compliant.

Street amenity

- Council have overlooked the importance of trees to better link this gateway to/from Cremorne

4.9.2 Hotspot 2 - Cremorne Street and Kelso Street intersection

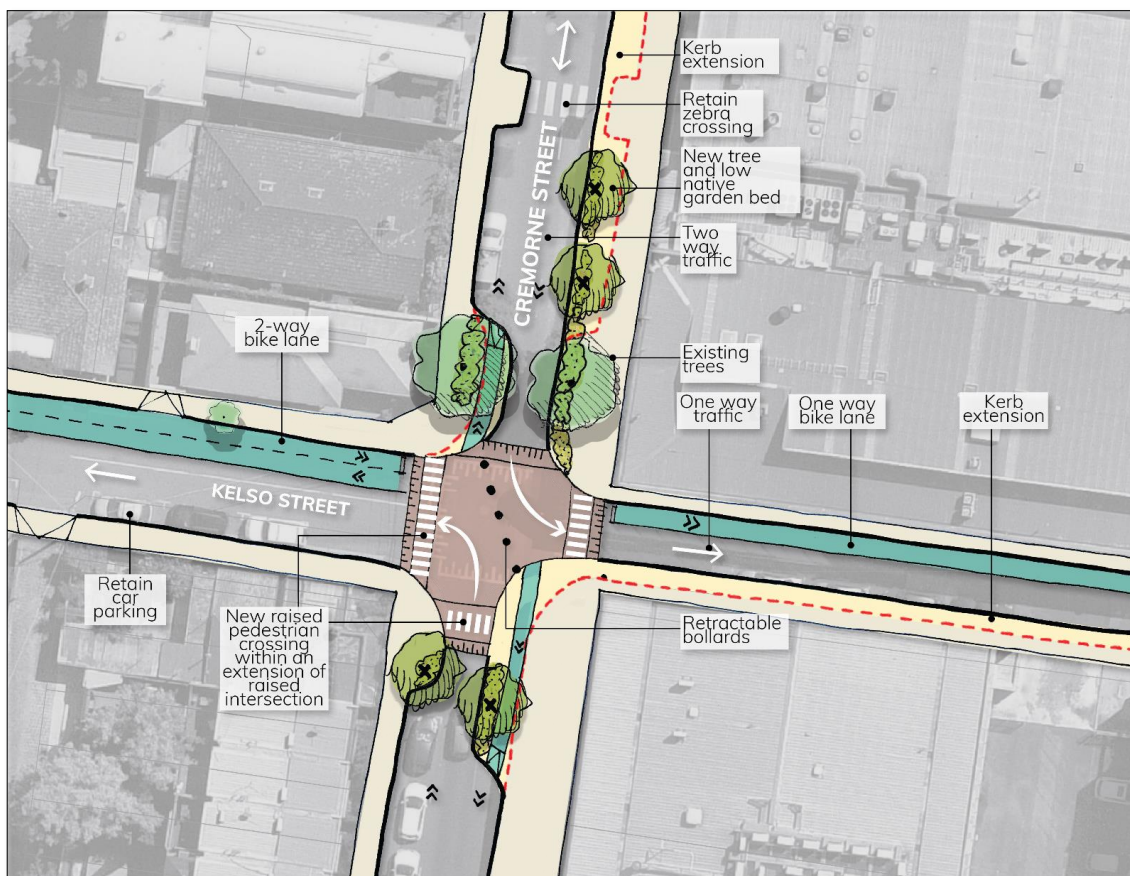


Image 9-Hotspot-Cremorne Street and Kelso Street intersection

29% Commented on this Hotspot (42 comments)

For this hotspot, the following was proposed:

- Cremorne Street closed to through traffic
- Cremorne Street southbound access onto Kelso Street east is converted to one-way eastbound
- Cremorne Street northbound access onto Kelso Street west is converted to one-way westbound
- All cycle movements are provided for
- Pedestrian crossings on all legs of the intersection
- Opportunities for planting, seating and pause points on extended footpath space

Six (6) of the comments made about this hotspot supported the proposal without any further insights.

Feedback with further detail was as follows.

Theme	Summary / quotes
Impacts on local streets and residents (22 comments)	There is a concern that the street closure will result in more traffic on other residential streets, causing rat-running and congestion and that residents will have trouble getting to their houses.
Freeway access (5 comments)	There were concerns that this proposal might make it difficult to access the Citylink.

Table 18-Summary of further feedback received on Hotspot 2

A range of additional suggestions were also made for this hotspot, with verbatim quotes provided under each heading:

Peak hour and alternative approaches to intersection

- *This should be bollards that are able to be removed out of peak hours. On weekends, we don't have a problem with traffic and it is unnecessary. Agree on weekdays we need to stop through traffic.*
- *Retractable bollards? What about people wanting to park in Care CarPark, how will they access without being able to access from Nth of Cremorne St & Kelso being one way? Lack of parking = chaos during sport events, young families & elderly won't PT.*
- *Through traffic entering Cremorne Street from Swan Street should be directed along Stephenson Street, with vehicle access to streets bounded by Stephenson, Balmain and Cremorne only for vehicles with final destination in Cremorne.*
- *Insert lights at Citylink exit on Church street to divert traffic away from Cremorne & promote Citylink use.*

Pedestrians, cyclists and shared zones

- *Good for walkers and cyclists. Complicated for drivers - could work if other streets were all shared zones to discourage rat running.*
- *Given the position of this next to the TAFE it should be a shared zone to reduce traffic speed and prioritise active transport.*

4.9.2.1 Selection of quotes (quotes are verbatim)

Am generally supportive of measures to reduce the number of cars clogging Cremorne streets however I believe this proposal would create rat runs along Dover, Balmain and Bent streets for vehicles north of the closure seeking Citylink access. (resident, renter)

Concerned about the closure of Cremorne st & the impact that may have on traffic on Kelso St. Very supportive of Kelso St becoming more pedestrian-friendly & the introduction of more greenery along this route. (resident)

4.9.3 Hotspot 3 - Cremorne Street and Swan Street intersection



Image 10- Hotspot-Cremorne Street and Swan Street intersection

42% Commented on this Hotspot (61 comments)

For this hotspot, the following was proposed:

- Pedestrian crossing points on all legs of the intersection and dedicated pedestrian crossing phase to enable scramble / all directions crossing
- Kerb outstands and footpath extensions into currently vacant Government-owned sites to increase pedestrian capacity to create public spaces
- Car parking removal to allow for left and right-out traffic movement and retain one southbound lane into Cremorne Street

Sixteen (16) of the comments made about this hotspot supported the proposal without any further insights.

Two people said that they didn't think these proposed changes were needed.

Feedback with further detail was as follows.

Theme	Summary / quotes
Scramble crossing (11 comments)	There were many comments indicating that they support the scramble crossing, whilst one said they don't want it.
Car parking (9 comments)	There was some support for the car parking removal, although a few don't want that as it is perceived to be detrimental to residents, particularly during AFL season.

Table 19-Summary of further feedback received on Hotspot 3

A range of additional suggestions were also made for this hotspot, with verbatim quotes provided under each heading:

Railway overpass / bridge / walkway

- *How about we put a fly over bridge from Cremorne Street to the opposite piece of land then there would be no need for new crossing.*
- *There is to [no?] plan to do anything to improve access to and from East Richmond station that I can see.*
- *The solution for pedestrians (& vehicles) would be if an elevated pedestrian walkway be provided running along the outside of the rail-bridge across Swan St into the Cremorne area via the carpark between the Precinct Hotel & the railway section, but don't support the scramble crossing or the dedicated pedestrian phase - daily experience shows there won't be enough time left for vehicles due to pedestrian's frustrating attitude!!*
- *Overpass or something to be provided for all the foot traffic.*
- *The entire area is heavy with traffics, trams, cars and pedestrians. Most foot traffics are originated from Richmond stations? Why no overhead foot bridge is considered (Richmond station is elevated anyway)? Less traffics on road and more safer?*
- *To assist this proposal, you could also run a pedestrian bridge directly from the train platform running up along/attached to the SIDE of Swan ST train Bridge and down into the SE rail corridor existing Sth East railway corridor.*
- *Why can't we have an underpass or overpass for Pedestrians.*
- *Yes to car parking removal, this has long been an issue. No to the scramble crossing, pedestrians already do this and it is extremely unsafe. Extend the railing from the railway bridge to the existing crossing instead.*

Traffic congestion

- *A big challenge here on Cremorne Street is people being dropped off at the precinct. Cars constantly stop just as they turn into Cremorne Street.*
- *That all seems like a great idea except for stopping traffic - think it's reasonable to have two way traffic.*
- *This issue here is the traffic doesn't move due to the pedestrian lights to the tram stop- these could be removed due to proximity to lights on Punt which would free up this intersection.*
- *With Swan Street now only have 1 lane, only a couple of cars can turn at ever light. That has increased the congestion to get out of Cremorne Street. Will that be address? Alternative exits to be developed?*

Bike lanes

- *Needs space for cycles.*
- *I would like automatic pedestrian lights (don't have to press it). I would like there to be a bike lane though on Cremorne Street. This gets a lot of traffic and can be really dangerous.*
- *Where are the bike tracks? How does this link into Olympic Boul bike track for cyclists?*

Pedestrian priority

- *Hopeless. The division of space does not represent the users. People driving are encouraged at the cost of people walking and cycling. Fix this properly and reduce car lanes for wider footpaths.*
- *Sounds good as long as the right turn lane in to Swan Street does not occur simultaneously to the pedestrian scramble crossing.*
- *Traffic lights need to give pedestrians more time to cross.*

Other suggestions

- *I like it but given the traffic signals take a very long time to change, be it raining or a very hot day, an overhead open air shelter over the entire scramble crossing would make it more inviting, more used.*
- *Additional trees that are native to the area on top of proposed.*
- *Looks good and more art walls should be incorporated where possible.*
- *I agree with these proposals but there is to plan to do anything to improve access to and from East Richmond station that I can see.*

4.9.3.1 Selection of quotes (quotes are verbatim)

Residents have been asking for a scatter crossing here for years. We have frequently been told the curb height is restricting putting in the new crossing point. If you are going to fix anything, PLEASE do everything you can to get this scatter crossing in. Residents really need access to leave Cremorne via Cremorne St onto Swan St especially on weekends. (resident)

Very supportive of the public space around intersection. Important to ensure continuing pedestrian access along railway corridor in light of sale of carpark for development. (Resident, Worker, Property owner, Business owner)

4.9.4 Hotspot 4 - Balmain Street (west of underpass)



Image 11-Hotspot-Balmain Street (West of underpass)

27% Commented on this Hotspot (39 comments)

For this hotspot, the following was proposed:

- Widen pedestrian footpaths under rail bridge to link to the eastern side of Cremorne and the Digital Hub
- Formalise pedestrian crossings of all roads
- Further expansion of the raised road surface and increased planting and seating

Four (4) of the comments made about this hotspot supported the proposal without any further insights.

Feedback with further detail was as follows. Two people said that they didn't think these proposed changes were needed.

Theme	Summary / quotes
Speed (7 comments)	Many commenters mentioned speeding as a concern in the area. There was some support for the proposed changes and their effect on speeding, whilst a number suggested going even further, with speed humps, and/or a slow zone.
Pedestrian Crossings (6 comments)	Some comments stated that they were in general support of pedestrian crossings, while one thought they were not needed and one thought it was the only change that was needed. In terms of additional crossings, there was a suggestion for Balmain St.

Theme	Summary / quotes
Trucks (5 comments)	There was some concern that the proposed alterations would not address truck traffic. Suggestions were to prevent truck access to Gwynn St, and redirect westbound trucks to Stephenson St.
Shared space concerns (4 comments)	There was some concern with the shared space aspect, specific to how this will be done in the underpass, where the bike lanes are, and shared space not addressing trucks.

Table 20-Summary of further feedback received on Hotspot 4

A range of additional suggestions were also made for this hotspot, with verbatim quotes provided under each heading:

Traffic and hotspot design

- *Protect Gwynne St from rat-running Palmer Pde trucks 24/7 by No Truck signs at Gwynne St and Munro St. Making this section a shared space is unsafe (truck drivers will ignore). Make Gwynne St a shared space. Provided separate cycle lanes on Balmain St.*
- *Remove ALL (approx. 8) existing parking spots on Balmain to allow safe two way uninterrupted car flow, with the potential to also widen the existing very narrow footpaths.*
- *Would be better if Balmain St was one way to traffic so the plaza area could be increased further.*
- *This area just needs proper pedestrian crossings. Everything else is fine as it is.*
- *Must close Gwynne St access into Palmer Pde south of Munro St. Gwynne St single lane res. zone already has excessive rat-running over LATM thresholds. Shared space doesn't address trucks- these should use Stephenson St.*
- *This should continue down past the heritage overlay houses on Balmain Street, this strip is extremely dangerous and cars do not follow the road.*

Pedestrian crossings

- *Better to have Balmain St a vast zebra crossing. Extend shared space south in Gwynne St & west in Balmain St. Close Gwynne St (south of Munro St) to stop Palmer Pde traffic rat-running. Make ped crossings compliant. Ban westbound trucks (turn into Stephenson St).*
- *Through traffic should be discouraged and this should be a shared pedestrian zone.*
- *Needs a pedestrian crossing as hard to see cars coming from either direction. There is increasing foot traffic with the new office buildings. Should be a 30km zone.*

Underpass improvements

- *Guardrails separating cars and pedestrians in underpass*
- *The new surface zone is a good idea but I wouldn't remove the bollards?? Kerb extension under the bridge is needed*
- *Requires a crossing on Balmain St just west of the underpass due to the increasing worker pedestrian volumes in the area.*

Pedestrian priority

- *Maybe cars need to access Stephenson Street easily but have very slow section and only limited car access in this pink area. Would be great for this to be pedestrian/active travel only area. Trial the loop by ratio.*

4.9.5 Hotspot 5 - Balmain Street and Church Street intersection

27% Commented on this Hotspot (39 comments)

For this hotspot, the following was proposed:

- On Balmain Street - separated cycle infrastructure, widened footpaths and removal of one side of on street parking
- On Church Street - on street cycle lanes with widened footpaths and removal of one side of on-street parking
- On Cotter Street - on street cycle lanes and one-way traffic westbound allowing out only onto Church Street
- Integrated accessible tram stops

Five (5) of the comments made about this hotspot were general support for the proposal without any further insights.

Two people said that they didn't think these proposed changes were needed.

Feedback with further detail was as follows.

Theme	Summary / quotes
Cotter St one-way (7 comments)	Most of those who mentioned Cotter Street voiced concerns that it was a bad idea, and would cause traffic issues or restrict access to the school. Only 1 was in support.
Parking (7 comments)	Most of the parking comments were against the removal of parking, stating it would cause traffic issues or there would be not enough spaces to park. There was only one comment in support of removing parking , and one suggested parking be permit only.
Cycle infrastructure (6 comments)	Half of those who mentioned cycling infrastructure were in support of the improved infrastructure, whilst a couple suggested that changes were not needed and one suggested more protection is needed.

Table 21-Summary of further feedback received on Hotspot 5

A range of additional suggestions were also made for this hotspot, with verbatim quotes provided under each heading:

Cycling infrastructure

- *Separated bike lanes on Church would promote bike and active travel to the area.*
- *Strongly support the cycling infrastructure proposal. Entry to the suburb form Church Street should be limited at peak times to prevent through traffic seeking to use Balmain Street as a "rat run"*
- *More protection for bike lanes, especially church Street/chapel street Bridge where cars regularly cut cyclists off.*

Accessibility

- *The accessible tram spot needs the surrounding footpaths to also be accessible. This proposal does not improve on the existing inaccessibility of the Cotter St footpaths for wheelchair users.*
- *Allow Citylink off-ramp at Church Street to turn right into Church (South towards Chapel Street). This will reduce cars using Balmain Street/Church Street intersection. They currently use Balmain to avoid Swan/Church intersection*

Other suggestions

- *Linking of Bryant and May to the Street and more trees and access to the tennis courts for tennis + community functions*
- *This is poor execution of a proposed solution. Reduce speed limits on Balmain and cotter streets, create one way traffic on Balmain during school hours at least -There are dozens of kids around and none of these ideas address make the roads safer for kids*

5 Written submissions feedback

5.1 Who submissions were received from

There were 38 submissions made by the community, with varying degrees of detail. This section provides a high level summary of the information received through these submissions. Council has undertaken a separate analysis activity to explore and address these submissions in greater detail.

Submissions were received from residents (15), community group (3), commercial landowners (i.e. landowners with development interests) (19) and government agencies (1). Community Groups include Streets Alive, Co Create Cremorne and Cremorne Community Inc.

5.2 What submissions said

Below is a high level summary of the comments and feedback from the 38 written submissions..

5.2.1 General Feedback

- Most submissions from development interests support the overall purpose and vision for Cremorne as being an Enterprise Precinct, celebrate the areas unique history, enhance links, reconnecting to the river, and be environmentally sustainable.
- Better align this section with the Cremorne Place Implementation Plan, Yarra's Community Vision and Yarra's Transport Strategy. Specific to using modal filters to decrease congestion, creating public plazas, protected bike lanes and widening footpaths in a way that is safe for wheelchairs.

5.2.2 Accommodating Growth

- Design framework doesn't adequately consider the needs of local residents. It is felt that residents' needs are being put after commercial interests.

5.2.3 Street Network and Traffic

- Whilst many recognise the benefit of improving safety and access for pedestrians and cyclists, consideration needs to be made for the local Cremorne residents. Not all residents will be able to walk and/or ride to their destination (may need to transport animals, take sports equipment, have limited mobility etc.). There is concern that some of the suggested actions (e.g. traffic barrier at Cremorne and Kelso Streets) may make it **difficult for residents to enter and exit Cremorne**, particularly access to Swan Street and the Citylink, and push traffic into smaller neighbouring streets.
- Need to consider **access to schools** for children living in Cremorne. A particular example provided was access to Richmond Primary. Changing direction of traffic on Cremorne St and making Cotter St one way would limit car access to the school. This runs the risk of increased traffic on other streets, such as Balmain Street.
- One commercial landowner submission expressed concern with how the proposed pedestrian orientated urban environment aligns with the commercial needs of the area, specific to the road based servicing of office and enterprise technology businesses. In particular, closure of Cremorne Street may hinder access to some commercial sites and promote rat-running.
- **Traffic** – It is perceived that traffic issues in Cremorne are only during peak times on weekdays (, 7:30-9:30am and 4-5:30pm) and when there are large sporting events, therefore it is suggested that the street closures and egress changes are not necessary. Residents recognise the need to address congestion at peak times, but there is concern that the proposed measures will significantly reduce convenience at non-peak times. Commercial landowner submissions also state that further analysis of the impact of proposed traffic controls is needed. A number of submissions express concerns about the proposed closure of Cremorne Street, calling for the need for a traffic model to demonstrate benefits. There is also a concern that implementing one way traffic in some streets, whilst retaining parking, may result in emergency vehicle delays due to people entering and exiting car parks.

- **Reduce traffic into Cremorne** – further traffic analysis is needed before finalising any roadway alterations (commercial landowner submissions). There was a suggestion that methods to reduce traffic entering the area during peak times is needed, rather than closing off roads completely and reducing convenience for local residents. There were two suggestions that non-residents be charged a toll for using the local roads. One also suggested that revitalisation of Richmond and East Richmond train stations could help reduce the volume of cars in Cremorne.
- **Closing access to CityLink** is considered to be an issue for residential and worker access to Cremorne. Of particular concern is that the proposed changes would increase traffic on Punt Road for residential Citylink access.
- **Signals** – increase signal time for cars travelling westbound on Swan Street, crossing Punt Road.
- **'Ratio Loop' option** (2 comments) – one way through traffic loop at Cremorne, Stephenson and Balmain Streets would allow further road space for bicycle lanes and public space. This proposal potentially improves through traffic flow rather than allowing it to unnecessarily bleed into the smaller streets.
- **Changes at the underpasses** – It was suggested that blocking traffic at the two underpasses, allowing only people on foot, wheeling or bike riding, could decrease congestion, create public plazas, protect bike lanes and widen footpaths in a way that is safe for wheelchairs.
- **Example of street sharing** – “woonerven” in Netherlands, “where streets are paved to enable pedestrians to use the full width of the road, speed is limited to 20 km per hour where pedestrians have right of way, and parking is limited could further guide these zones”.
- **Collect and analyse additional data** on mode share and forecasted number of people and goods entering and exiting each day (residents and workers), and use that data to inform planning.

5.2.4 Public Transport

- **Public transport** – schedule changes are needed to increase the frequency of train services at East Richmond station. Also, consider bringing back the Cremorne railway station (2 comments), and integrating a shopping centre into it.
- Upgrade of **East Richmond station** to include installing crossing lights to Church and Lesney Streets.

5.2.5 Off Street Parking

- **Parking overlay** to decrease reliance on private vehicles (commercial landowner submission).
- **Commercial car parking** – majority of residents support the reduction in commercial car parking.
- Wording stating a requirement of ‘maximum’ number of car spaces in a development provides the opportunity for developers to have no car spaces, which is not desired.

5.2.6 On Street Parking

- Further concerns were voiced about residents losing their ability to **park outside their homes** (not everyone has on-site parking) and increased traffic in smaller side streets due to street closures.
- **Parking** – Need to balance widening of footpaths with retaining parking, particularly in Balmain and Kelso Streets.
- **Parking** – Change on-street parking to ‘residents only’ (mentioned by 4 submissions) and regularly audit this to ensure legitimacy of permits. Or, reduce on street parking to 1 hour to discourage people from driving to work (2 comments). Also, reduce parking allocation for new developments to minimise increased traffic, or require basement car parking in new developments.
- **Parking** – ensure commercial developments have on-site parking so that employees aren’t using street parking.

5.2.7 Pedestrian and Cycling

- Prioritisation of pedestrian and bike safety – these should be given at least the same level of importance as car traffic. There was a call for prioritising the scramble crossing at Swan and Cremorne and the Church and Balmain intersection.
- **Access** – Improve access to Harcourt Parade and the area under the CityLink.

- **Bike lanes** – conduct cycle counts to determine if bike lanes are necessary (may not be needed in hotspot 1). Provide a safer way for cyclists to cross and access the Yarra River
- **Footpaths** – The footpaths of Cremorne, Balmain and Stephenson Streets are inadequate and unsuitable for prams and wheelchairs. There are many commercial developments and cafes and priority has been given to car traffic. Improve current paths and remove clutter rather than widening them. It was felt that the street width may make it difficult to widen footpaths and include cycle lanes, so another option would be to create shared zones
- **Active transport** – promote active transport amongst the business community.
- Remove parking in Oddy's Lane and improve bike and pedestrian crossing.
- **Shared space** needs to be better defined.
- Despite it being a commercial zone there are also residents in this area. It is suggested that neighbouring streets be made 'shared streets (e.g. Dover, Cubitt, Gwynne, Fitzgibbon, Dove and Kelso) with visual representation of such, traffic reduction and control features, reduced non-residential parking, and extended tree planting.
- Need a **community education** program to decrease reliance on private cars.

5.2.8 Residential Amenity

- **Avoiding overshadowing** from tall developments (resident perspective).

5.2.9 Building Heights

- There are already **existing development approvals** for the area which do not align to the proposed parameters.
- Two commercial landowner submissions assume the controls will be discretionary, and that it will be possible to submit applications for non-conforming developments should they be able to demonstrate benefits (design quality, public realm outcomes, ESD outcomes etc.)
- Similarly four commercial landowner submissions suggest that taller buildings should be allowed if they can demonstrate benefits such as heritage protection, public access, public open space and pedestrian permeability.
- Some development sites have neighbouring buildings that are constructed beyond the parameters in this UDF (e.g. more storeys, smaller setbacks) and therefore it is put forth that it would be more appropriate for development to align to the neighbouring site (decided on a case by case basis).
- Many commercial landowner submissions feel that the height and setback parameters are too restrictive (particularly for larger parcels) and could have a negative impact on development opportunities, particularly in light on existing developments being beyond prescribed limits. Council is advised to review these submissions in detail as they provide specific specifications for consideration for each site.
- Conversely, resident submissions feel restrictions need to go further (lower and greater setback) to maintain sunlight on their properties and protect privacy. Residents call for ensuring new buildings don't tower over residential areas (suggested limits are usually 7/8 storeys or less), and that they are sustainable and attractive.
- However, commercial landowners request that the UDF allows for higher heights for development in areas further from residents, or larger sites, and that the limits take into consideration other developments in close proximity and recently issued permits. One suggested that a revision of the overlays is needed to be more nuanced with regards to overshadowing (some locations are not adjacent to residential and therefore it is suggested that the defined over shadowing limits shouldn't apply).
- **Building heights** – Allow higher buildings on larger parcels and land not bordering residential and remove mandatory controls (corporate request, no indication of support from residents).
- **Clearer rationale on height limits** – requested by commercial landowners.
- Delete the word 'overall' from building heights to allow for rooftop garden plantings to potentially exceed the defined number of meters.
- Suggestion that the height be defined by number of storeys, not metres.

- Greater discretion should be built within the control to allow for innovative architectural / design elements to encroach into the setback requirements.
- Include a definition of the term mid-rise.

5.2.10 Planning Controls and Implementation

- There are varying opinions on whether height and overshadowing controls should be mandatory or preferred. Some commercial landowner submissions state that mandatory controls are not appropriate.
- One resident raised a concern that the delay in implementing the UDF may result in development applications being approved in the interim with parameters that don't adhere to the UDF guidelines (solar access, in line with neighbourhood history, sustainable).
- **Interim planning controls** – it is felt these will limit the ability for landowners to develop their sites and may halt development as an Enterprise Precinct (3 commercial landowner submissions). One suggests that if interim controls are put in place there needs to be transitional provisions for existing permits / applications made prior to approval date. However, one commercial landowner submission suggests they are necessary to ensure development applications are appropriate, given the time it will likely take to have the Planning Scheme amended.

5.2.11 Strategic Sites - Overall

- **Object to the inclusion of specific layout drawings and design objectives for strategic sites** – it is put forth that these be removed from the UDF as they don't take into account the range of considerations necessary to input into design, and Council previously confirmed that the UDF would not recommend detailed planning controls for strategic sites.
- **Open space** – remove the 101 Cremorne Street site from the open space opportunity (commercial landowner request).

5.2.12 Strategic Site - Rosella Complex

- Support exclusion of 64 Balmain St site and the Rosella Complex from the UDF and request that it remain excluded due to its historical and architectural importance and economic potential. Development of a master plan for the site is welcomed.
- Oppose design objective relating to Palmer Parade - it is a service road for the adjoining building, required for commercial vehicles, and therefore not appropriate for active transport. It is suggested that Balmain Street, along Cubitt Street or Gwynne Street is a more appropriate location.
- Oppose design objective relating to new public space at the south end of Palmer Parade - it is currently being a car park for businesses in the precinct and is legally required.
- Include additional key development sites at 16a-17a Palmer Parade.

5.2.13 Strategic site - Bryant and May

- Remove 'framing the heritage forms' from design objective 2 of the Bryant & May Complex (publicly accessible and legible network).
- Two commercial landowner submissions suggested that Russell Street should be the '**green shared street**', not Adelaide Street, as it is framed by heritage buildings.

5.2.14 Environment and Sustainability

- **Green infrastructure** – support for green roofs, increased canopy cover, greener energy sources, and optimise passive design, including a more ambitious timeline for tree canopy cover. Suggestion to mandate requirements for these features.
- **Net Zero carbon emissions** – Commercial landowner submissions do not see this as realistically achievable.
- **Food production** – Support local food options, such as growing produce locally.
- **Impacts on the river** - Consult traditional owners on matters relating to visual impact from the river.

5.2.15 Open Spaces and Community Spaces

- **More open space** could be sought through government departments (VicTrack, VicRoads, Department of Education) donating land or converting on-street parking. However VicTrack does not support the inclusion of public realm upgrade into the railway corridor.
- Ask Henry Slade to donate the factory site and create a community garden centre or square (Henry Slade Square).
- **New public spaces:**
 - outside the Cherry Tree Hotel and the southern end of Cremorne Street (narrow Cremorne Street to one lane).
 - beneath tollway at Punt Road, Cubbitt and Gwynne Street car park, Stephenson Street car park, and Gough Street at Cremorne Street.
- **Community space** needed for volunteering and community engagement activities (e.g. Connie Benn Centre).
- **Children's spaces** – including spaces for teens.
- Consider that 'public open space' can be urban forms other than a local park with playground equipment.
- **Boat ramp** suggested for the Cremorne side of Punt Road.
- **Need to consult** with landowners regarding proposed links through private land.
- **Public acquisition overlay** is required if requesting that private land be used for public open space.

5.2.16 Heritage

- Incorporate the history of the Vinegar family into revitalisation through plaques, signage and murals, so that the community can be aware and proud of their history. This history can be found in the Richmond, Burnley & Cremorne Historical Society's November 2022 issue which features the history of John Sutherland and his Vinegar Company commencing in 1885 in Cremorne Street.

5.2.17 Community Engagement

- Provide a more condensed version of planning documents for future consultations so that residents can better understand the proposed changes and provide feedback. Also, make sure all affected residents are aware of large scale consultations like this that affect them (e.g. letterbox drop) and provide community meetings with more timing options to cater for different lifestyles.
- **Community committee** to help determine priorities and drive activation in line with the themes. Provide funds to this committee to implement actions.
-

5.2.17.1 Selection of quotes (quotes are verbatim)

The whole design proposal seems to be about supporting workers and people who venture into the suburb. Residents appear to be treated as second class citizens for the purpose of the plan. More thought needs to be done to support us rather than making changes which don't make a positive impact on our daily life living in Cremorne.
(resident)

The overall building height is not an accurate reflection of the development opportunity of the site given its unique configuration and island nature, plus the emerging / approved built form within the precinct.

(commercial landowner)

6 Pop-up feedback

Sentiments across all sessions were generally positive about the need for an urban design framework and its proposals.

The BKI pop-up attracted quite a few local business employees (architects, builders, educators) and some local residents.

Attendees at the Church Street pop-up were mostly residents and visitors to Cremorne and Balmain Street pop-up was a mix of residents and workers (young local workers).

6.1 Bendigo Kangan Institute popup

Feedback and comments received at this popup included:

- Support for Council progressing interim planning controls to guide development in the area.
- General support for the proposed heights in the three precincts.
- Some concerns about building heights in areas that are close to residential areas – impacts on residential amenity.
- Heights should be mandatory.
- Concern about the proposal to reduce off-street parking requirements – strong concerns about the impacts on surrounding streets if parking is not provided.
- Desire for more spaces for dogs.
- Supportive of more open space on the Bendigo Kangan Institute.
- Some attendees wanting to understand the proposed planning controls which included building heights, setbacks and building separation controls. These conversations were very detailed and came from people from a range of architectural and development backgrounds.
- Support for promoting active streets along Cremorne Street and Cubitt Street.
- Buildings heights was raised by some attendees, oversupply of office space and the need for the heights as identified in the draft UDF was questioned. One attendee asked whether an office capacity and demand analysis had been undertaken to justify the proposed controls.
- Rear interface controls were important for residents, they were generally supported by those who attended the pop up.
- The workers who attended drove to Cremorne and were concerned that the street network changes would impact them.
- There was general agreement that rat running was an issue in Cremorne. Many commented on the banking of traffic along Balmain, Cremorne and Swan Streets.

6.2 Church Street pop-up

Overall, people seemed positive about the direction of the UDF, however, some residents of the apartments on the east side of Church Street overlooking Cremorne were worried about heights of buildings in regards to overshadowing of their properties, blocking their city views and shadowing of Dale Street Reserve. There were a few questions around what was happening with the site opposite.

Consultants also popped into a few shops along Church Street to speak to staff about the draft UDF. They all supported the need for improvements to the East Richmond Station as there is little service on weekdays or weekends.

Feedback and comments received at this popup included:

- One attendee recommended a sound barrier be placed on Church Street park to reduce traffic noise from the Monash Freeway.
- Concern raised by a couple of planning permit applications along the Church Street Precinct.

- How new development interfaces with residential areas was raised by several attendees, many were pleased that this was being addressed.
- Comments that the new buildings on Church Street were already over 10 storeys. Did not support taller buildings.
- Support for improved access to the river.
- Plan is not creative enough – should provide for more development in creative ways.

6.3 Balmain Street pop-up

The Balmain Street popup received more engagement with the key moves question, showing a focus on reconnecting Cremorne with the river and enhanced links to the stations as the most important aspects.

Feedback and comments received at this popup included:

- Support for more pedestrian crossings on Cremorne and Balmain Streets.
- There was generally support for improved bicycle lane improvements to Cremorne however, one attendee did not support the introduction of new bike lanes in Cremorne.
- While some attendees drove into work, some listed limited parking both on and off street as one of the reason for taking alternative modes to work.
- Many attendees supported the idea of a shared space along Balmain Plaza, but commented on the speed of traffic that came through the intersection.
- Many attendees noted that pedestrians cross the Balmain Plaza in all directions.
- Better public transport was also identified by many attendees. Workers who attended the pop up cited that public transport improvements were needed to make it a more attractive option than driving.
- It was commended that the location of Cremorne was attractive for businesses and staff due to its close proximity to the CBD.
- Residents who attended the pop up commented on the importance of planning controls to transition to lower scale residential areas.
- Some businesses were concerned that the removal of parking would have a negative impact on their business, specifically retail/food businesses.
- The removal of street trees was a concern from some attendees, commenting that established trees should be protected.
- The coordination of construction works needed better management was a common theme from both residents and workers.

Appendix 1. Consultation survey

Ten Key Moves – Big ideas for the precinct

The **ten key moves** summarise the key directions of the draft Cremorne UDF and outline some of the 'big ideas' for the precinct.

1. Which of the ten key moves do you think are most important to the future of Cremorne? (Rank your top 5 – with 1 being most important)

- Grow Cremorne's commercial core as a global tech and enterprise precinct.
- Cremorne Street and Church Street as the key spines of the enterprise precinct.
- Bendigo Kangan Institute campus reimagined as a creative and digital, education and community hub.
- Retain Cremorne's unique residential neighbourhoods in amongst respectful commercial development.
- Celebrating the unique history of Cremorne's industrial and residential past.
- Redesigned road network which prioritises active and sustainable transport.
- Enhanced links to revitalised Richmond and East Richmond Stations.
- A network of open space that links to neighbouring spaces outside of Cremorne.
- An exemplary environmentally sustainable Precinct
- Reconnecting Cremorne to the river corridor

2. Do you have any comments to add about ten key moves?

The draft UDF includes actions to support Cremorne's important economic role and its residential precincts. It identifies:

- opportunities for new public spaces
- better connections to the Yarra River
- improvements in public transport and to Cremorne's streets to make walking and cycling easier
- planning controls to guide new development and protect heritage buildings.

Share your feedback by answering the questions below.

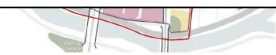
The questions are divided into four different sections:

1. Ten key moves or big ideas for Cremorne
2. Objectives from the five key themes in the draft UDF
3. Ideas to improve the street network
4. Vision and design objectives for each precinct

You can respond to all sections if you like or just answer questions in the sections that interest you the most. There is also the option to fill in the survey online using the QR code.

Council is collecting feedback on the draft UDF until **9am Monday 12 December 2022.**

For more information visit website -yoursayyarra.com.au/designcremorne



Five key theme objectives

The draft Cremorne UDF has five key themes. Under each theme sits a set of objectives to help deliver the vision for precinct. All the objectives are important, but we want to know which ones are higher in priority to help us plan our actions.

3. Theme 1: A place to create, innovate and live

Tick your top 3 (most important) actions in Theme 1	✓
Supporting affordable workspaces for new businesses, start-ups and creative industry workers	
Improving digital infrastructure (like 5G and smart infrastructure)	
Supporting a range of employment, office and some retail uses such as cafes, showrooms in Cremorne's commercial precincts.	
Supporting a revitalised Bendigo Kangan Institute Campus as the centre of creative and digital education,	
Continuing to support the established residential character of Cremorne's residential precincts.	

4. Theme 2: A leading sustainable and climate resilient precinct

Tick your top 2 (most important) actions in Theme 2	✓
Promoting net-zero carbon office development	
Providing more trees and planting	
Encouraging green roofs, walls and facades on buildings	
Investigating ways of better managing water in Cremorne	

5. Theme 3: Connected and accessible Cremorne

Tick your top 3 (most important) actions in Theme 3	✓
Improving access to public transport and improving services	
Improving cycling infrastructure and connections	
Widening footpaths and providing more pedestrian crossings on key streets such as Cremorne, Balmain and Stephenson Streets	
Reducing through traffic in Cremorne	
Reducing off street parking for offices and retail use to reduce the number of cars coming into the precinct and encourage walking, cycling and public transport use	

6. Theme 4: Spaces for people

Tick your top 3 (most important) actions in Theme 4	✓
Upgrading existing open space	
Pursuing new open space opportunities on Government and privately owned sites	
Improving connections to the Yarra River, Main Yarra Trail and surrounding open spaces	
Upgrading the main activity spines of Cremorne Street and Church Street to make them greener and more pedestrian and cycle friendly	
Providing new small pocket plazas	
Creating streets that are more friendly for pedestrians and cyclists, including shared streets where people, bikes, e-scooters and cars share the road	
Protecting and interpreting Aboriginal cultural values and heritage in the design of Cremorne	

6.a Do you have any ideas about potential new public open spaces for Cremorne and where they could be located e.g potential road closures, pocket plazas?

7. Theme 5: Quality design that builds on Cremorne’s precinct identity

The design recommendations in the draft UDF seek to ensure new developments create high quality sustainable buildings that look great, contribute to the street, respect the character of Cremorne and preserve heritage and character buildings.

Tick your top 5 (most important) actions in Theme 5	✓
Buildings are well designed at street level with frontages and facades that are interesting for pedestrians, enhance safety and encourage activity on the street.	
Buildings are set back from the street to provide more space for building entrances, pedestrians, landscaping and outdoor dining.	
Sunlight to footpaths on key pedestrian streets such as Cremorne, Church and parts of Balmain Street is retained.	
Potential wind effects from taller developments are avoided.	
Buildings are adequately separated above the street to provide quality office space for occupants and blue sky between buildings.	
Character buildings (buildings that are not heritage protected but give the area its character) are retained.	
New development protects the amenity of properties in Cremorne’s residential precincts by minimising overshadowing, overlooking and building bulk.	
Buildings on large sites do not present as one large building through building design and breaking up the building into smaller parts.	
New development is respectful of Cremorne’s heritage buildings.	
Views to important municipal landmarks such as Slade Knitwear Sign and Nylex Sign are protected.	

The draft UDF outlines maximum building heights for new development in different precincts:

- **Cremorne West Precinct:** Higher development along Cremorne Street (eight storeys) and Stephenson Street (nine storeys) with lower heights on narrow streetscapes (seven storeys) and next to low-rise residential areas (five storeys), stepping down to two storeys at the boundary.
- **Railway Precinct:** Development of seven storeys transitioning to five storeys next to low-rise residential areas, stepping down to two storeys at the boundary.
- **Church Street Precinct:** Higher development (ten storeys) along Church Street. Lower heights to side streets (seven storeys) reducing to five storeys next to low-rise residential areas, stepping down to two storeys at the boundary.

8. Do you have any comments about the recommended building heights in the draft UDF? Please ensure you tell us what precinct you are referring to.

Ideas to improve the street network

To reduce congestion and make Cremorne an easy place to get around on foot and bikes, several changes to the street network are being proposed.

9. Overall, how much do you support these proposed changes to the street network?

	Very supportive	Supportive	Unsure	Unsupportive	Very Unsupportive
30km speed limits to improve safety					
Establishment of a signalised intersection at Kelso Street and Punt Road to provide a safe crossing point					
Closure of Cremorne Street to through traffic (while retaining property access)					
Cremorne, Kelso, Balmain, Stephenson and Church Streets developed as enhanced pedestrian routes					
Upgraded cycling infrastructure on Cremorne, Kelso, Balmain, Stephenson, Church and Cotter Streets along with measures to slow traffic					
Removal of some on-street car parking to give access to cycle routes and local traffic					
Increased footpath space and pedestrian safety improvements in high-use areas and connecting routes					

10. Please explain why?

Five key hot spots have been identified in Cremorne. The draft UDF includes ideas and preliminary concepts of how these intersections might be improved in the future. Below are more details about these ideas.

Hotspot 1: Kelso Street and Punt Road intersection

A signalized intersection incorporating:

- A pedestrian crossing
- Separate two-way cycle crossing
- No traffic access to Kelso Street – only left-out and right-out traffic movements from Kelso Street
- Planting, seating and wayfinding

Hotspot 2: Cremorne Street and Kelso Street intersection

- Cremorne Street closed to through traffic
- Cremorne Street southbound access onto Kelso Street east is converted to one-way eastbound
- Cremorne Street northbound access onto Kelso Street west is converted to one-way westbound
- All cycle movements are provided for
- Pedestrian crossings on all legs of the intersection
- Opportunities for planting, seating and pause points on extended footpath space

Hotspot 3: Cremorne Street and Swan Street intersection

- Pedestrian crossing points on all legs of the intersection and dedicated pedestrian crossing phase to enable scramble / all directions crossing
- Kerb outstands and footpath extensions into currently vacant Government-owned sites to increase pedestrian capacity to create public spaces
- Car parking removal to allow for left and right-out traffic movement and retain one southbound lane into Cremorne Street

Hotspot 4: Balmain Street, west of underpass

- Widen pedestrian footpaths under rail bridge to link to the eastern side of Cremorne and the Digital Hub
- Formalise pedestrian crossings of all roads
- Further expansion of the raised road surface and increased planting and seating

Hotspot 5: Balmain Street and Church Street intersection

- On Balmain Street – separated cycle infrastructure, widened footpaths and removal of one side of on-street parking
- On Church Street – on street cycle lanes with widened footpaths and removal of one side of on-street parking
- On Cotter Street – on street cycle lanes and one-way traffic westbound allowing out only onto Church Street
- Integrated accessible tram stops

11. Do you have any feedback on the proposed changes to these hotspot intersections? (in your response please indicate which intersection you are referring to)

Precincts

The draft UDF includes vision and design objectives for four distinct precincts in Cremorne.

12. Overall, how supportive are you of the vision and design objectives for each precinct and strategic sites within those precincts?

	Very supportive	Supportive	Unsure	Unsupportive	Very Unsupportive
Precincts					
Cremorne West Precinct					
Railway Precinct					
Church Street Precinct					
Strategic sites					
Bendigo Kangan Institute strategic site					
Bryant and May strategic site					
534 Church Street strategic site					
Richmond Maltings strategic site					
167 Cremorne Street strategic site					
Rosella Precinct strategic site					
658 Church Street strategic site					

13. Do you have any comments to add about the vision or design objectives for the precincts or strategic sites?

A little about you

This information helps us ensure that a diverse range of people have shared their ideas.

14. I identify as:

- Female
 Male
 Self-Described (ie.: Transgender, intersex, non-binary) _____
 Prefer not to say

15. How old are you?

- Under 11 years
 12-17 years
 18-24 years
 25-34 years
 35-49 years
 50-59 years
 60-69 years
 70-84 years
 85 and older

16. Where do you live?

- Cremorne
 Abbotsford
 Alphington
 Burney
 Carlton North
 Clifton Hill
 Collingwood
 Fitzroy North
 Fairfield
 Fitzroy
 Fitzroy North
 Princes Hill
 Richmond
 Other _____

17. What's your connection to Cremorne? Please tick all that apply.

- I live in Cremorne
 I work in Cremorne
 I visit Cremorne
 I study in Cremorne
 I own a property or have a mortgage in Cremorne
 I rent in Cremorne
 I own a business in Cremorne

18. Are you part of a local group or community organisation? Yes _____ No _____

If yes, please let us know which one _____

19. If you would like to be kept up to date about this project, please leave your details below.

Name	
Email	
Address (If you don't have email)	

Privacy statement:

We are committed to the responsible collection and handling of personal information, consistent with the principles in the Information Privacy Act and the Health Records Act.

We will only use the personal information you provide for the purposes for which it was collected and any other authorised use. The information we collect may also be used for other planning and research purposes to improve our services to the community. We will never reveal personal information we collect to third parties, unless disclosure is required or authorised by law.

Appendix 2. Notes of the data analysis

The following analysis has been conducted by an independent researcher, applying best practice analysis techniques to ensure:

- no bias in reporting; and
- privacy of individuals is maintained.

The report presents a summary of the information received from the community engagement activities and submissions. Council has reviewed the full text of submissions in detail as an activity separate to this report; this report presents a high level summary.

Where comments were provided which were out of scope of this project, these have been identified in a separate document and will be addressed by Council officers as needed. Out of scope feedback has not been included in this analysis report.

6.3.1 Thematic analysis

For the questions collecting a written answer, responses have been grouped into meaningful themes to assist with analysis. Where relevant, individual comments may have been assigned to multiple themes, whilst other comments may be deemed be out of scope for this project, or not providing enough information for meaningful analysis. Therefore, the sum of comments may not equal the total number of comments made. An excel document with this thematic analysis has been provided in a separate document and allows for filtering of comments by themes.

6.3.2 Statistical significance testing

Results have been tested for statistical significance using the Bonferroni method at 95% confidence level. Where a statistically significant variation has been identified in the analysis, this has either been included in a written comment or demonstrated in charts and tables with arrows denoting a higher than average result (↑) or lower than average result (↓). To ensure relevance and usefulness of this report, cross analysis of variables which do not yield any statistically significant insights have not been included in the written analysis.

All findings have had significance testing conducted based on:

- Gender;
- Age; and
- Connection to Cremorne (resident, worker, business owner, property owner, student, community group).

6.3.3 Glossary

n=	The number of respondents who contributed to the reported percentages (base number)
Respondent	Those who participated in the survey.
Sample size	The number of people who provided an answer to the question.
Statistically significant	Highlights a phenomenon / variation in the data that one can be confident is reflective of the entire target population. For more information see previous section.
Thematic analysis	Grouping of written comments into themes to assist in analysis. See previous section.

Community feedback – Response to Key Issues

Draft Cremorne Urban Design Framework

Theme 1 - A place to create, innovate and live

Feedback and key issues raised	Officer response
<p>Focus on commercial development</p> <ul style="list-style-type: none"> • Residents are concerned there is too much focus on commercial development: <ul style="list-style-type: none"> - The strong focus on commercial development means the vision for the residential precincts is lacking. - There is no need for further commercial development given the existing buildings are currently underutilised and vacancies in the CBD and Docklands. - Why change the character of the neighbourhood to a tech precinct? - Residents’ views are not being appropriately considered - they may suffer from the ongoing development. - Residents’ amenity needs to be given greater consideration. - The mix of commercial and residential land use is ‘out of whack’. Nothing is open on weekends. - It is important to retain Cremorne’s unique residential neighbourhoods and ensure that large commercial developments fit in with the existing neighbourhood character. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Change proposed. • Include action 1.5.2 <i>Continue to support the established character of Cremorne’s residential precincts.</i> <p>Response and discussion:</p> <ul style="list-style-type: none"> • Cremorne is undergoing a rapid period of growth which is expected to continue in the future. The draft UDF has been developed to guide this growth in a sustainable way. • Cremorne has been identified as a commercial area of regional importance to the State of Victoria in a number of State and Local policies: <ul style="list-style-type: none"> - Cremorne is identified as an enterprise precinct by the Victorian Government in <i>Unlocking Enterprise in a Changing Economy</i>. - It was identified as ‘regionally significant industrial land’ in the <i>Melbourne Industrial and Land Use Plan 2020</i>. The directions in this document became State Policy in the Planning Policy Framework in Amendment VC215. - The Precinct is also identified in Yarra’s <i>Spatial Economic and Employment Strategy (SEES)</i>, as one of the key economic precincts in Yarra and in the <i>Yarra Economic Development Strategy 2020-2025</i>. • The draft UDF recognises Cremorne contains residential precincts and has a residential role as well as a commercial role. • One of the ten key moves of the UDF is to ‘<i>retain Cremorne’s unique residential neighbourhoods in amongst respectful commercial development</i>’. It also seeks to celebrate ‘<i>the unique history of Cremorne’s industrial and residential past</i>’. • The draft UDF identifies three residential precincts within Cremorne (Wellington Precinct, Cremorne Precinct and Green Street Precinct). The intent is to protect their established streetscape character.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - There has always been a distinct residential population in Cremorne which should be regarded as an asset rather than a source of friction. - Retain small industries and balance with what remains of the residential areas. • Some respondents wanted to increase the amount of retail, restaurant and bars within Cremorne creating active frontages. • Retaining Cremorne’s unique residential neighbourhoods in amongst respectful commercial development was identified as the top answer for key moves in the survey. 	<ul style="list-style-type: none"> • The draft UDF does not propose to apply new planning provisions to the residential precincts - Wellington Street Precinct, Cremorne Precinct and Green Street Precinct. These areas are predominantly covered by a Heritage Overlay. There are sufficient planning provisions in place to guide development in these areas. • However, an action that was accidentally omitted from the draft is proposed to be included in the revised UDF: <i>Action 1.5.2 Continue to support the established character of Cremorne’s residential precincts.</i> • The draft UDF seeks to ensure that scale and design of new commercial developments respect the fine grain character of the residential areas. • The draft UDF seeks to encourage a range of uses at different times to make Cremorne a more liveable suburb. Council’s ability to direct types of uses is limited to applying land use zones which allow for a broad range of uses. Council does consider land uses when a permit is required to determine their appropriateness to that location. The draft UDF does propose new planning policy that will encourage active uses throughout the day in Cremorne, especially along key activity spines of Cremorne Street and Church Street. • While there is a focus in draft UDF on the commercial areas of Cremorne, actions in the UDF to provide greater open space, public realm improvements and improved walking and cycling connections, benefit both businesses and residents.
<p>Changes to zoning</p> <ul style="list-style-type: none"> • Requests for changes to zoning to allow for more residential uses. <ul style="list-style-type: none"> - Prohibit any rezoning of residential land to allow for more commercial. - One respondent with this view expressed a preference for low rise residential. - A property owner in Cremorne is seeking opportunity to live and work in the same building as residential uses which is prohibited in the Commercial 2 Zone. Creative industries were impacted heavily by COVID - businesses have 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • The majority of Cremorne is zoned Commercial 2 Zone (C2Z). The purpose of the zone is to <i>‘encourage commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing, other retail uses, and associated business and commercial services’</i>. New residential uses are prohibited within the C2Z. • Rezoning the land in Cremorne to permit residential uses was considered in 2009. Amendment C097yara proposed to rezone part of Cremorne then zoned Business 3 Zone (B3Z) to Business 2 Zone (B2Z) to allow for residential uses (which were prohibited in the B3Z). (NOTE – These zones were replaced with the suite of Commercial Zones in a State-wide planning scheme amendment in 2013.)

Feedback and key issues raised	Officer response
<p>moved out to suburbs where it is cheaper and they can live/work.</p> <p>Noted that larger businesses/office developments are pushing out smaller existing creatives.</p> <p>Competition for smaller spaces – high numbers of spaces around 400sqm.</p> <p>Noise from construction is also driving out potential tenants.</p> <ul style="list-style-type: none"> • Specific sites suggested for rezoning included rezoning: <ul style="list-style-type: none"> - the Bendigo Kangan Institute site to C2Z to consolidate the C2Z land whilst allowing for greater flexibility in land use. Alternatively, a submission suggested rezoning the land zoned C2Z in the middle of the BKI site to the Public Use Zone (PUZ) to match the rest of the site. - 51-71 Chestnut Street from a residential zone to a commercial zone - Punt Road site from C2Z to another zone to permit a mix of uses (noting no zone specified). 	<ul style="list-style-type: none"> • The amendment was abandoned as it was determined that the existing zoning (B3Z) was the most appropriate zone to retain the business and employment focus in the future planning and growth of the precinct. • Residential development was not considered appropriate as: <ul style="list-style-type: none"> - Cremorne had not been identified for additional housing in the Municipal Strategic Statement (overarching objectives and strategies for managing the use and development of Yarra at Clause 21 of the Planning Scheme). - The proposed zoning would increase the potential for amenity conflict between residential and industrial/ business operations. - There are limited community facilities in the area such as childcare centres, parks and sporting facilities. Increased residential development would create a demand for these uses. - Increased residential uses would increase traffic generated in the area. - There is potential contamination from historical industrial uses. Rezoning to residential would require testing and potential decontamination which is time consuming and expensive. • Any future rezoning of employment land is also informed by the Yarra’s two key strategies, the <i>Spatial Economic and Employment Strategy (SEES)</i> and the <i>Yarra Housing Strategy</i>: <ul style="list-style-type: none"> - The SEES acknowledges that once land is zoned to permit residential uses and development, its employment role is limited as residential development is the highest and best use. For this reason, it is important that C2Z land is protected to provide certainty to the market that C2 zones will be retained for commercial activities. - Strategy 2 of Yarra’s SEES policy aims to retain and grow Yarra’s Major Employment Precincts. It states that zoning should continue to exclude residential development to retain the core employment function of these precincts. - The Yarra Housing Strategy has identified that Yarra can meet the demand for housing within its existing activity centres and mixed use areas. - Updates to the local policy clauses in the Planning Policy Framework (implemented through Planning Scheme Amendment C269yara) reflect the SEES and seek to maintain zoning that supports the economic function of the major employment precincts (Clause 17.01-1-L). • Two minor changes to zoning are proposed in the UDF:

Feedback and key issues raised	Officer response
	<ul style="list-style-type: none"> - 20-26 Brighton Street - It is proposed to rezone the entire parcel to GR22. A small section of the site is in C2Z. This site will accommodate a three storey childcare facility as part of a commercial building project on Church Street. - 549-555 Church Street – It is proposed to rezone a portion of this site from GR22 to C2Z to align the zoning and its current use as a warehouse site. • Further consideration of rezoning of Cremorne is not supported by officers or state, regional and local planning policy. The retention of commercial land is considered essential. • See Responses to Written Submissions in Attachment 8.
<p>Affordable and diverse workspaces</p> <ul style="list-style-type: none"> • Increased commercial development may drive out smaller businesses in Cremorne: <ul style="list-style-type: none"> - The oversupply of commercial office space has reduced rent prices causing many building owners, running their own businesses, to move away from the area as they cannot afford the land tax and rates associated with previous valuations of their properties. - Affordability was key to Cremorne’s early success and is an important factor in maintaining diversity, vibrancy and creativity within the precinct. • Start up enterprises are vulnerable to the higher rent associated with the larger floor areas in the new developments. • Submitters support the need for affordable workspaces. • Commercial workspace affordability is the key to start up and scale up businesses and growth of small to medium enterprises. • Covid has impacted commercial uses: <ul style="list-style-type: none"> - Following the COVID pandemic, the need for office space has reduced as more people are working remotely. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Minor change proposed. Proposed local policy will encourage the provision of affordable workspaces and a range of businesses in Cremorne. <p>Response and discussion:</p> <p><u>Diverse employment uses</u></p> <ul style="list-style-type: none"> • The Commercial 2 Zone (C2Z) supports a wide range of uses ranging from office to light manufacturing and retail. • Council cannot mandate a mix of uses within an area, except to support and encourage diverse employment opportunities and use through planning policy. It can only respond to applications made through the planning permit process. • State and regional policy in the Yarra Planning Scheme (at Clause 17.01-1R) supports ‘<i>diverse employment generating uses, including offices, innovation and creative industries in identified areas within regionally significant industrial precincts, where compatible with adjacent uses and well connected to transport networks.</i>’ Cremorne is identified as a regionally significant industrial precinct. • Proposed policy in Planning Scheme Amendment C269 – Rewrite of Local Policies at Clause 17.01-1L supports ‘<i>development that provides affordable workspaces and co-working spaces to facilitate a diverse range of enterprises, including small businesses, artists and creative industries</i>’. <p><u>Affordable workspaces</u></p> <ul style="list-style-type: none"> • Council’s ability to directly facilitate affordable workspaces is limited. However, the proposed planning policy encourages them. The draft UDF identifies Council’s role as largely as an advocate for affordable workspaces.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - Businesses have moved out to the suburbs where it is cheaper and they can live and work in the same area. 	<ul style="list-style-type: none"> • Theme 1 and the <i>Cremorne Place Implementation Plan</i> (CPIP) include a series of actions which require action and support from the State Government. • CPIP - Action 1.4 is 'Identify pressures on affordable workspaces Identify the cost pressures and commercial viability for enterprises within Cremorne and the challenges for maintaining diversity in an enterprise precinct'. • The CPIP flags the Inner Metropolitan Partnership's Enterprise Precinct Affordability project and Creative Victoria's work on creative neighbourhoods. Officers are seeking updates from the Department of Jobs, Skills, Industry and Regions (DJSIR) on the status of these projects and their implementation. • Council will continue to work with and lobby the State Government to implement the recommendations in the CPIP, draft UDF and other studies. <p><u>Impact of COVID on commercial land use</u></p> <ul style="list-style-type: none"> • The issue of the impact of the COVID-19 pandemic was considered at the hearing for C269yara (Local Planning Policies). • Expert evidence from SGS Economics identified that despite significant impacts of the COVID-19 pandemic, including the shift to remote work, the short-term disruption to the inner metro workforce is not anticipated to alter Melbourne's long-term future trajectory. The demand for commercial workspaces will remain. This position was supported by the independent planning panel.
<p>Education</p> <ul style="list-style-type: none"> • Residents believe there should be a stronger focus on education: <ul style="list-style-type: none"> - Identified as a major driver of change. - The economy needs to shift to a new generation of creative industries. TAFE should be repositioned to align with new jobs and skills within Cremorne. • Other respondents suggested that BKI could also play a key role in the community and house a community space. A range of ideas were proposed including indoor and outdoor spaces. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Higher education plays an integral role in innovation precincts across Australia. • Bendigo Kangan Institute (BKI), an important education and training resource and key site, is strategically located in the centre of Cremorne. • Reimagining the BKI campus as a creative and digital education and community hub is one of the Ten Key Moves in the draft UDF. • Objective 1.4 of the draft UDF identifies opportunities to partner with BKI to enhance connections with industry, develop new education and training offerings and welcome the wider community into the campus. • The <i>Bendigo Kangan Institute Strategy 2025</i> flags a 'refreshed' Cremorne campus delivered in 2025.

Feedback and key issues raised	Officer response
	<ul style="list-style-type: none">• It is also noted RMIT, the University of Melbourne and La Trobe University are founding partners in the Cremorne Digital Hub.• See also Theme 4 – Community Facilities and Spaces.

Theme 2 - A leading sustainable and climate resilient precinct

Feedback and key issues raised	Officer response
<p>Net zero carbon emissions and greening buildings</p> <ul style="list-style-type: none"> • Respondents were supportive of ensuring Cremorne is an environmentally sustainable precinct. The focus on sustainability is crucial to the development of Cremorne as a world leading precinct. • Strong support for greening buildings. Greening buildings through green walls and roofs was one of the most important actions in Theme 2 in the survey (Survey). • Residents commented the ESD policy should be stronger. <i>'Council should demand more in all new planning applications'</i>. A few respondents considered green rooves and walls should be mandatory. • Commercial landowners expressed concerns over mandating net zero carbon emissions. They considered it: <ul style="list-style-type: none"> - Will be onerous on property owners and limit development within Cremorne - Fails to acknowledge the sustainability leadership of developers within the area. • Further comments from commercial landowners included: <ul style="list-style-type: none"> - Incorporating performance criteria within the planning controls that allows development to exceed a preferred built form parameter where the development is of exceptional Environmentally Sustainable Design (ESD) - Placing greater emphasis placed on optimising passive design of buildings within the precinct. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Yarra Council declared a climate emergency across the whole municipality releasing the <i>Yarra Climate Emergency Plan</i> in 2020. Part of the delivery of this plan is to introduce zero carbon standards for new commercial and residential developments. • Cremorne presents an opportunity to be an ambitious, leading climate resilient precinct as it grows and evolves. • The early integration of zero-carbon elements into the design of a building, when the opportunities are greatest, effectively and permanently reduces the emissions of a commercial building. • Objective 2.1 of the draft UDF is to <i>'Facilitate and support net-zero carbon development.'</i> • The UDF is not proposing to introduce more sustainable design and zero carbon standards within the planning scheme solely for Cremorne. Yarra-wide controls are proposed as part of Planning Scheme Amendment C309yara. • Yarra has an existing policy at Clause 22.17 of the Planning Scheme to encourage environmentally sustainable design (ESD) at the planning permit stage. However greater standards are needed to reflect changes in technology and to address the urgency for mitigating and adapting to climate change. • Yarra together with the Council Alliance for a Sustainable Built Environment (CASBE) and 24 other Victorian Councils have prepared a planning scheme amendment that includes, amongst other things, requirements for low to zero carbon developments. Amendment C309yara is currently awaiting authorisation to exhibit. • See also Theme 5 – Measurement of building heights for proposed criteria where proposals seek to exceed preferred heights.

Feedback and key issues raised	Officer response
<p>Greening streets (Urban forest)</p> <ul style="list-style-type: none"> • Trees and plantings, green roofs, walls and facades were identified as the most important aspects of Theme 2 for the community in the Survey. • Widening streets and preventing overshadowing is key to ensuring there is tree canopy over shared zones. • New development should maximise green cover through incorporating understorey and canopy planting to maximise cooling as well as incorporating greener energy sources. • Residents believe greening policy should be stronger: <ul style="list-style-type: none"> - More prescribed sustainability features including increased open space and more trees and plantings. - The timeframe for a total tree canopy cover to increase by 25% by 2040 is not ambitious enough. - Existing trees in Cremorne should be protected. • Suggestions to expand tree and garden plantings along designated stretches and in the north south streets in Cremorne West. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • The draft UDF includes actions around greening the public realm, including ‘<i>embedding Urban Forest Strategy principles into the greening of key streetscape redesign projects</i>’ (Action 2.2.3) and increasing street tree planting to increase Yarra’s canopy (Action 2.2.1). Themes 3 and 4 of the UDF identify a range of streets and locations in Cremorne for public realm improvements, including plantings. • Yarra’s <i>Urban Forest Strategy (2017)</i> guides the planting and management of tree, plants and grasses in Yarra. Greening streets is a top priority for mitigating the urban heat island across the whole municipality. • During the past six years, trees have been planted in the following Cremorne streets: <ul style="list-style-type: none"> - Green Street (from Balmain Street to Electric Avenue) - Dover Street (two trees at the corner of Kelso Street were instigated by a nearby café owner) - Adelaide Street - Wellington Street (from Swan Street to Blanche Street) - Swan Street (from Punt Road to Church Street) - William Street - Newton Street - Stephenson Street - Railway Crescent - Gwynne Street (between Stephenson Street and Kelso Street) – scheduled - Cubitt Street (from Balmain Street to the southern end of Cubitt Street) – scheduled. • Streets which are on the priority planting list but are on hold due to nearby construction sites and access requirements for large vehicles include: <ul style="list-style-type: none"> - Cubitt Street (from Stephenson Street to Balmain Street) - Dover Street (from Stephenson Street to Kelso Street) - Green Street (from Adelaide Street to Balmain Street) - Gwynne Street (from Kelso Street to Balmain Street)

Feedback and key issues raised	Officer response
	<ul style="list-style-type: none"> • Kelso Street (between Punt Road and Cremorne Street) requires a tree. This is on hold until the street design identified in the Transport Review is determined. • Council is also currently working on an update to the Urban Forest Strategy which is expected to be finalised and become publicly available later this year. This may include further plantings for Cremorne. • The UDF also seeks to encourage new developments to include green infrastructure (such as green roof, walls and facades) through the use of the Green Factor Tool. Proposed Amendment C309yara includes the Green Factor Tool and requires the delivery of green infrastructure such as green roofs. • The proposed built form provisions (Design and Development Overlays) for Cremorne also include a requirement for greening.
<p>Local food production</p> <ul style="list-style-type: none"> • Land should be donated to create a community garden centre to store water and grow vegetables. • See also Community Gardens in Theme 4. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Yarra’s Urban Agriculture Strategy 2019-2023 aims to <i>‘facilitate access to space for people to grow and recycle food’</i> specifically to: <ul style="list-style-type: none"> – Provide access to growing space for residents through the Community Growing Spaces Program. – Facilitate land share within our community for the purpose of food growing. – Work with developers to facilitate the provision of land for growing food in new developments. – Support community groups in negotiations with landowners to facilitate long and short-term urban agriculture opportunities. • Proposed ESD amendment – C309yara also includes a provision to encourage on site food production in new developments. • See also the response in Theme 4 on community gardens.
<p>Impacts on biodiversity</p> <ul style="list-style-type: none"> • The bright lights associated with new and existing buildings near the Birrarung (Yarra River) are impacting the life of nocturnal animals such as tawny frogmouths. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • No additional provisions are considered necessary. • Design and Development Overlay 1 (DDO1) - Yarra (Birrarung) River Corridor, which applies to sites along the Yarra River has as one of its objectives <i>‘To avoid additional light spill and overshadowing</i>

Feedback and key issues raised	Officer response
	<p><i>from buildings on the banks and water of the Yarra River, its adjacent public open space, pedestrian and bicycle paths.</i> The impacts of lighting are taken into account where development is affected by the DDO.</p> <ul style="list-style-type: none">• Management Principle 4.3 in Yarra’s Nature Strategy identifies ‘<i>Use the Smart City technology to assist in conserving natural values</i>’. In particular, this could include smart lighting that is wildlife friendly, i.e. in parkland that is particularly good habitat for wildlife, or lights are fitted with motion sensors to reduce ‘light pollution’ that is known to affect the natural behaviour and navigation of some wildlife.

Theme 3 – Connected and accessible Cremorne

Feedback and key issues raised	Officer response
<p>Traffic and street network</p> <ul style="list-style-type: none"> • Many differing comments were provided on the proposed changes to the street network. • There was a recognition in the feedback that through traffic is an issue in Cremorne. • There was support for the changes in terms of providing better facilities for walking and cycling and also reducing through traffic. Changes to some of the key intersections were also supported. • General concerns included the proposed changes: <ul style="list-style-type: none"> - Had not been informed by sufficient traffic analysis and have not been consulted on with landowners. Further planning is required. - Are not required - the roads should be left as is with congestion, speeding, rat-running and pedestrian safety managed through other mechanisms. - Fails to reduce traffic volumes and will create more congestion and disrupt the traffic flow. - Will increase traffic on smaller local streets and the ability to get in and out of residential pockets. This would specifically impact residents. - Impact on access to Richmond Primary School (Cremorne Street and Cotter Street in particular). - Does not address vehicles entering Cremorne from the southwest (especially the residential areas). - Do not account for residents and businesses, particularly as walking and cycling are not always an option. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Change proposed. • Amend the street network plans, five hotspot designs and cross sections to generally reflect the <i>Cremorne Urban Design Framework - Transport Review</i> (Transport Review). <p>Response and discussion:</p> <ul style="list-style-type: none"> • The growth of the precinct will present significant challenges on the adjacent road and public transport networks. There is a need to identify longer-term vision to integrate the precinct with surrounding areas and networks. • One of the key challenges is managing the amount of through traffic that uses Balmain and Cremorne Streets. 30% of traffic along Balmain Street is made up of vehicles moving through Cremorne. • The draft UDF identified changes are needed to be made to ensure that Cremorne’s street network supports convenient, safe and sustainable transport. • At the strategic level while there is strong support for active and public transport, there were competing desires and interests at a local level e.g. on specific streets. Full agreement on all aspects of transport projects can make design and delivery of projects very challenging for council, State Government and other parties. • A further challenge is the competition for the limited space in Yarra’s streets and public spaces. It is not possible to provide bike lanes, multiple traffic lanes, on-street car parking, dedicated tram lanes, trees, street furniture, outdoor dining and wide pedestrian footpaths in one space – particularly on narrow streets. <p><u>Transport Review</u></p> <ul style="list-style-type: none"> • Following the feedback received during the consultation, further advice was sought about the proposals and actions outlined in Theme 3 <i>Connected and Accessible Cremorne</i> in the draft UDF. • The <i>Cremorne Urban Design Framework Transport Review</i> (Transport Review) was prepared by Stantec Consultants. The Transport Review provided further analysis of proposed changes to the street network in the draft UDF. The changes to the street network were one of the most commented on elements of the draft UDF. • The Transport Review supported the four objectives in UDF in Theme 3 and the approach of increasing walkability and cycling comfort in Cremorne by reducing vehicle through-traffic, removing

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> • Other proposals included: <ul style="list-style-type: none"> - Investigate the Ratio loop (proposed by Ratio Consultants). - Install modal filters at the underpasses and the CityLink entrances. - Stop traffic entering Cremorne through a toll system - allow local number plates but fine others. - Manage traffic flow through clear signage and encouraging through traffic to Cremorne and Balmain Street only. - Limit traffic during peak hours only e.g. make roads one-way during peak. Remove outside of peak hours. - Lower the speed limit to 30km/h to remove the need for separate cycle paths and allow cyclists to use the road. - Use speed bumps and road constrictions, speed zones, fixed speed cameras and guardrails. - Work with businesses to manage vehicles in Cremorne e.g. working with Coles to use smaller trucks or electric bikes to deliver products or restricting trucks and other freight vehicles. - Direct traffic away from residential streets and to make traffic movement more efficient. - Turn narrow street into shared streets such as Cubitt, Gwynne and Kelso Streets. • Impacts of construction - Some comments suggested the focus on traffic management for development during construction, such as better management of road closures. <p><u>Cremorne Street</u></p>	<p>car parking and reallocating road space to footpaths, cycling infrastructure and urban realm improvements.</p> <ul style="list-style-type: none"> • The review recommends changes to the movement network, street sections and hot spot concept designs and suggests these changes could occur over time. <p><u>Future Movement Network</u></p> <ul style="list-style-type: none"> • The Future Movement Network provides a high level direction and long term vision for the precinct. • The <i>Streets Implementation Plan</i> in the draft UDF has been replaced with a new <i>Future Movement Framework</i> (FMF): • The Future Movement Framework has been developed using the feedback received from the community in conjunction with professional expertise. • It is based on a series of transport changes that can be delivered over time. • The proposals reflect the transport mode hierarchy in Council’s adopted Yarra’s Transport Strategy 2022-2032. • Change will occur incrementally as Cremorne develops. Firstly, through the reduction of speeds and traffic calming measures throughout Cremorne while the levels of construction are high. Later other changes to the network could occur such as more provision for walking and cycling and updates to the intersections. Changes to the direction of travel are likely to be the last changes that will occur. • Trials, pilots and pop-ups will also be used to test ideas. • The Future Movement Network proposes the following: <ul style="list-style-type: none"> - Upgrade the five hotspot intersections. Refer to the Hotspots 1 to 5 below. This still includes a signalised intersection at Kelso Street and Punt Road. - Develop separated bikeways along Cremorne Street, Balmain Street and Kelso Street. - Reallocate one direction of traffic in the Balmain Street and Dunn Street underpasses to create spaces for people walking and cycling. - Change sections of the following streets to one-way to create a loop in Cremorne: <ul style="list-style-type: none"> - Cremorne Street – one way southbound (to Balmain Street) - Balmain Street - one way eastbound (west of Green Street) - Kelso Street – one way westbound - Gough Street – one way eastbound

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> • There were mixed views around the future role of Cremorne Street: <ul style="list-style-type: none"> - One respondent suggested removing all car parking given the high volume of traffic. - Others suggested making Cremorne Street a shared zone that prioritised pedestrians and cyclists. - The width of the street was noted as a challenge but it should be reoriented towards active transport to discourage through traffic. - Some concerns that making Cremorne Street one way would have a broader impact on residents. See Hotspot 2 – Kelso Street and Cremorne Street Intersection. <p><u>CityLink</u></p> <ul style="list-style-type: none"> • The closure of the freeway entrance from Cremorne Street will increase traffic at the Gough Street entrance which can be dangerous. • Suggested changes to the Church Street CityLink exit included inserting lights to allow a right turn into Church Street (south towards Chapel Street). This will reduce cars using Balmain Street/Church Street intersection. They currently use Balmain Street to avoid the Swan and Church Street intersection. <p><u>Kelso Street</u></p> <ul style="list-style-type: none"> • The proposal to make Kelso Street a one-way street received mixed comments from residents: <ul style="list-style-type: none"> - It would limit access for residents and visitors. - Some respondents felt that changes were not needed as it adequately services bicycles and pedestrians. 	<ul style="list-style-type: none"> - Enhance Cremorne, Kelso, Balmain, Stephenson and Church Streets as pedestrian routes. - Apply a blanket 30kph speed limits on all streets. - Identify pedestrian priority where pedestrians and bikes will share the road with low speed traffic. - Reallocate some on-street car parking in strategic locations to give priority to cycle routes, improve street amenity or provide local traffic access. <ul style="list-style-type: none"> • Additional work will need to be carried out to determine if other changes are required to the street network e.g. to ensure traffic is not redirected onto the narrower streets from the ‘loop’. • The alternative option from the draft UDF has been deleted. • Changes such as tolls, removable bollards and other infrastructure would be expensive to implement. Officers consider the changes identified in UDF and Transport Review if implemented will ensure traffic is appropriately managed while sustainable transport options are encouraged. • The changes may mean that some vehicle movements take longer. This will also serve to actively discourage external vehicles moving through the precinct. • There has been sufficient investigation into the amount of traffic for this stage as the UDF proposes changes at a strategic precinct level. More detailed transport modelling will occur as details are worked out. <p><u>Future consultation</u></p> <ul style="list-style-type: none"> • The Future Network Plan and proposed changes to the street network will form a key focus of future consultation. This will form a key focus of the next stage of consultation on the UDF. <p><u>Cremorne Street</u></p> <ul style="list-style-type: none"> • The new Future Movement Framework does not include the closure of Cremorne Street. • It is expected that Cremorne Street will remain two way for a period of time, eventually converting into one way southbound to enable the proposed loop. This proposal will discourage through traffic movement through Cremorne. • Cremorne Street will be designed as a key walking and cycling route with a separated bike lane and widened footpaths. Shared bike and traffic lanes (sharrows) would become separated bike lanes in the future. <p><u>Citylink</u></p>

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - It would restrict access to the private car park south of Kelso Street. This was used by visitors during peak periods, especially during the football season. <p><u>Other north-south streets (Cremorne West)</u></p> <ul style="list-style-type: none"> • Concerns about increased rat running in north-south streets. • Feedback and submissions identified a desire for shared streets to be created. • Gwynne Street is currently being used as a rat run for traffic avoiding Balmain Street. <p><u>Gwynne Street and Palmer Parade</u></p> <ul style="list-style-type: none"> • Several comments raised issues with Gwynne Street and Palmer Parade from residents in the south. • Multiple respondents suggested closing Gwynne Street off to stop rat running and trucks from using it. • A commercial submitter noted that Palmer Parade's primary function was for loading, accessing and serving business. Its role as a pedestrian street would be incompatible with its current role. 	<ul style="list-style-type: none"> • The draft UDF does not propose any closures to the freeway entrance. Changes to the Church Street exit of CityLink have not been investigated and would need further investigation as well as the approval from the Department of Transport and Planning and CityLink. <p><u>Kelso Street</u></p> <ul style="list-style-type: none"> • The new Future Movement Framework also proposes to make Kelso Street one way westbound from Stephenson Street. • The change is considered necessary to realise improvements to the walking and cycling network given the narrow width of Kelso Street (east of Cremorne Street). <p><u>Other north-south streets (Cremorne West)</u></p> <ul style="list-style-type: none"> • See pedestrian priority streets below. <p><u>Balmain Street</u></p> <ul style="list-style-type: none"> • A key change for Balmain Street is the reallocation of one direction of traffic through the Balmain Street underpass to create spaces for people walking and cycling. • The new Future Movement Framework also proposes to make Balmain Street one way eastbound from Cremorne Street to Stephenson Street and one way westbound from Green Street. • The change is considered necessary to reduce through traffic travelling east-west through Cremorne to Swan Street. The changes to the street will realise improvements to the walking and cycling network. <p><u>Gwynne Street (south of Balmain Street) and Palmer Parade</u></p> <ul style="list-style-type: none"> • Some trucks do use the southern portion of Gwynne Street. This portion of Gwynne Streets contains both commercial and residential uses. • Council's traffic engineers have reviewed the movement of vehicles on Gwynne Street and consider it is operating satisfactorily. There is a need to accommodate a variety of vehicles on streets given the mixed uses found in Cremorne.
<p>Active transport – Walking and cycling</p> <ul style="list-style-type: none"> • General support for active transport and improving infrastructure to support this. 'This should be prioritised in the UDF'. • Increased footpath space and pedestrian safety improvements in high use areas and connecting routes 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Change proposed. • Reorder the objectives to reflect the transport hierarchy in Council's Transport Strategy by renumbering and relocating Objective 3.3 – <i>Deliver a safe and attractive cycling and pedestrian network which connects strategic corridors, major trails and key destinations</i> to Objective 3.2.

Feedback and key issues raised	Officer response
<p>was supported by over 80% of survey respondents. Nearly 70% of respondents supported enhancing Cremorne, Balmain, Stephenson and Church Streets as enhanced pedestrian routes.</p> <ul style="list-style-type: none"> • Upgraded cycle infrastructure on Cremorne, Keslo, Balmain, Stephenson, Church and Cotter Streets along with other measures to slow traffic were supported by over two-thirds of survey responses. • A few respondents were opposed to improving or encouraging active transport, commenting: <ul style="list-style-type: none"> – It is not convenient for people with families and young children. – Existing cycle paths are adequate. There are not enough cyclists to warrant more. – Instead of widening footpaths, maintain footpaths and clear of clutter (bins etc). • Both pedestrian and cyclist safety was raised as a concern. There is a focus on vehicles at the expense of walking and cycling. • Council’s Disability Advisory Committee (DAC) and Active Ageing Committee (AAC) and other respondents recommended that accessibility should be better incorporated in the draft UDF: <ul style="list-style-type: none"> – The term ‘walkability’ should be replaced with ‘wheelability’ to reflect all footpath users. – Streets should be usable by people of all ages, irrespective of whether they walk or roll in a wheelchair. – Current footpaths are inadequate for pedestrians and inaccessible for pushers and wheelchairs. 	<ul style="list-style-type: none"> • Update the text in Objective 3.2 to better recognise the need for access for all abilities and modes e.g. micromobility devices. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Prioritising active transport – walking and cycling is a key aspect of the UDF. • The UDF proposes changes to the movement network that includes footpath widening, cycling infrastructure, intersection redesign and traffic calming measures. • The <i>Transport Review</i> notes that a walkable network is critical to connect Cremorne to the surrounding train, tram and bus network. An improved walking network is essential to the success of Cremorne. • The <i>Transport Review</i> recommended reordering the objectives in the UDF to reflect the transport hierarchy in <i>Yarra’s Transport Strategy</i>. Objective 3.3 – Deliver a safe and attractive cycling and pedestrian network which connects strategic corridors, major trails and key destinations would become Objective 3.2. • Updates to the walking and cycling network in the revised UDF include: <ul style="list-style-type: none"> – Separated bikeways along Cremorne Street, Balmain Street and Kelso Street. These changes would occur over time. – Reallocation one direction of traffic in the Balmain Street and Dunn Street underpasses to create spaces for people walking and cycling. – Reductions in speed limits within Cremorne to 30kmh to assist in making active transport safer and a more attractive option. – Identification of pedestrian priority streets in the Streets Network Plan. They would form a network of safe streets throughout the commercial areas of Cremorne where people who are walking, cycling and scooting share the street with people driving. Over time, streets would be redesigned to remove kerbs and include tree planting and other amenities. They are expected to be developed shared spaces over time. This will assist in making these streets more accessible and safer to all users as narrow footpaths are replaced. • The Transport Review has also identified that bicycle parking for new developments needs to be greater than the rate set out in the Planning Scheme to encourage a shift in the mode of transport. • The following comments are provided on specific comments from the feedback: <ul style="list-style-type: none"> – <i>Links to Olympic Boulevard and bike routes on eastern footpath of Punt Road</i> – Changes are proposed in Hotspot 1 include continuing the shared use path on the western side of Punt Road

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> ● Suggestions to improve the pedestrian network included: <ul style="list-style-type: none"> - Create more public spaces such as plazas - Create shared zones (Stephenson Street, Dover, Cubbitt, Gwynne, Fitzgibbon, Dove and Kelso Streets were all suggested). - Rebuild and widen all footpaths (minimum of 2m with 3m on main streets). This may involve reducing the number of car lanes. This is in accordance with the New Deal for Walking in Yarra’s Transport Strategy - Provide sufficient time to cross at signalised crossings. - Make the west side of Cremorne a slow and active transport-friendly area. - Incorporate kerb cuts along roads for more frequent crossing points. - Reduce obstacles on the footpath by consolidating signs onto fewer street poles, mounting street signs on buildings and undergrounding power lines. - Work with businesses to develop a program to encourage active transport. - The paving on Parkins Lane is dangerously uneven and with more pedestrians it should be made compliant. ● Suggestions to improve the bike network included: <ul style="list-style-type: none"> - Widen bike paths. - Better link the existing bicycle paths with surrounding bicycle paths, in particular a link to the Olympic Boulevard bicycle path and along Cremorne Street. 	<p>(Gosch’s Paddock). This has been proposed in preference to eastern side of Punt Road given space constraints on the eastern side of Punt Road.</p> <ul style="list-style-type: none"> - <i>Oddys Lane</i> – Actions 3.3.3, 3.3.4 and 4.4.2 all identify the need to improve pedestrian and bicycle access, safety and amenity both in Oddys Lane and the bridge across to South Yarra. Council would need to work with Department of Transport and Planning (DTP) and VicTrack to improve access over the river. - <i>Bike routes on Gough / Kelso Streets</i> – Bike routes are identified on Kelso and Gough Streets in the UDF at Figure 39. - <i>Coppins Corner</i> – Cremorne Street, south of Balmain Street is not identified as a part of the Cremorne and Yarra bike network. The primary route is along Gough or Kelso Streets and south to the Main Yarra Trail. - <i>CityLink and Harcourt Parade</i> - The land under the Citylink freeway and Harcourt Parade are not managed by Council however, Council will advocate for cycle improvements to the Main Yarra Trail. - <i>Pedestrian/bicycle crossing on Church Street at the Lesney Street intersection</i> - Both Adolph Street and Lesney Street are identified as primary routes for cyclists in Council’s Transport Strategy and the UDF. As this route crosses Church Street changes would require approval by DTP. The UDF also includes a future action to undertake a Streetscape Masterplan for Church Street. This would consider potential crossing locations. - <i>Parkins Lane</i> – Comments on Parkins Lane will be passed on to Council’s Infrastructure Team.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - Construct bike paths on Gough Street or Kelso Street and designate the eastern footpath of Punt Road between Kelso and Harcourt Parade as a shared path. - Improve access to Harcourt Parade and the area under the CityLink. - Provide a pedestrian/bicycle crossing on Church Street at the Lesney Street intersection. - Improve the route from Coppins Corner to the Yarra River path. - Improve the pedestrian and bike connection between the Alexandra Avenue pedestrian bridge and Oddys Lane. It is very dangerous and requires attention. 	
<p>Public transport</p> <ul style="list-style-type: none"> • Many of the respondents acknowledged the importance of public transport in getting to Cremorne. • Improvements are needed to encourage people to use public transport - particularly for employees who work in Cremorne. • Improve train stations to make them more inviting through the addition of surrounding commercial uses. • The East Richmond Train Station needs: <ul style="list-style-type: none"> - to be revitalised to make it more inviting and increase patronage - more frequent trains to stop there – it is often skipped by express trains. • A number of respondents commented the former Cremorne Railway Station should be reopened to promote public transport usage. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • The provision of public transport is the responsibility of the State Government and relevant State Agencies. • The draft UDF acknowledges Council’s important role in advocating for change. • It includes a number of actions which identify improvements to the public transport network and improving access to it. Council will need to advocate to the Department of Transport and Planning for: <ul style="list-style-type: none"> - Increased frequency and reliability of services - Improved connections to the South Yarra Station via an improved pedestrian and cycle bridge link - New public spaces around the Richmond and East Richmond Stations and tram stops - Accessible tram stops on Church Street.

Feedback and key issues raised	Officer response
	<ul style="list-style-type: none"> The former Cremorne railway station was located between the Richmond and South Yarra Stations, immediately north of Balmain Street. It was opened in 1859 to service the Cremorne Pleasure Gardens and closed in 1863. Reopening the Cremorne Station is not supported. An additional station within the relatively short distance between the Richmond and South Yarra Station would slow speeds and impact on service delivery. The infrastructure for the station no longer exists. The UDF instead focuses on improving connections to the existing Richmond, East Richmond and South Yarra Stations to enhance public transport usage in Cremorne.
<p>Off-street parking</p> <ul style="list-style-type: none"> A key concern that the combination of reducing parking spaces within new development and reducing parking on streets will cause parking availability issues for residents and workers within the area. Conversely there was a suggestion to contain all parking within the site, rather than relying on-street parking. One respondent submitted that applying off-street parking maximum rates will reduce development costs for applicants. A financial levy could apply for each car park e.g. at a rate of \$25,000. A reduction in car parking could be used as a lever for better building design outcomes. Suggestion of a specific business-targeted program to be implemented to reduce car dependence. Another comment suggested that there should be more basement car parking along Cremorne Street to offset the removal of on-street car parking. 	<p>Recommended position:</p> <ul style="list-style-type: none"> Change proposed. Include a new action that requires increased bike parking provision and end of trip facilities. <p>Response and discussion:</p> <p><u>Car parking</u></p> <ul style="list-style-type: none"> The draft UDF proposes to introduce parking maximum rates in Cremorne through the application of a schedule to the Parking Overlay. Reducing the number of off-street parking spaces, reduces the demand for road space by cars. Without changes to the parking rate, it is anticipated that the number of off-street office car parking spaces in Cremorne will continue to increase. The current provisions in Clause 52.06 require all applications for a new use, or an increase in the existing use, to provide the minimum car parking rate, unless an exemption applies. The schedule to the Parking Overlay allows Council to vary the standard number of car parking spaces required under Clause 52.06 by specifying a maximum provision of car parking for particular uses. This would mean that a permit would not be required for an application to reduce (including reducing to zero) the number of car parking spaces as required under Clause 52.06-5. This change would help to protect Cremorne from an oversupply of parking which would generate more traffic congestion. Draft Amendment C318yara proposes to insert a new Schedule to the Parking Overlay. The schedule proposes to apply a maximum car parking rate of 1 parking space per 100sqm of net floor area for new office and retail uses. The Parking Overlay is proposed to apply to land in C2Z, including the strategic sites and land in the Comprehensive Development Zone such as the Richmond Maltings.

Feedback and key issues raised	Officer response
	<ul style="list-style-type: none"> • Planning policy at Clause 22.17 – Environmentally Sustainable Development requires a green travel plan for larger non-residential developments. Green travel plans are required as part of planning permit process for new developments. Green travel plans provide a suite of initiatives and services to encourage travel mode behaviour change and to promote use of sustainable transport in preference to single occupant car trips. • Options such as financial levies have not been investigated as part of the application of Parking Overlay. They may be considered as part of Council’s municipality wide Parking Strategy. • Proposed planning provisions provide guidance on the location and design of carparks. • Central / shared car parking facilities could be considered and may form part of the considerations in the municipality-wide Parking Strategy. <p><u>Bike parking</u></p> <ul style="list-style-type: none"> • The Transport Review identified a gap in the UDF around bike parking rates. It recommended that increased minimum bicycle parking and end-of-trip facilities are applied. • The UDF has been updated to reference rates above those required in the planning scheme. • The new development will be encouraged to provide excellent end-of-trip facilities, bicycle parking and upgrades to the public realm to encourage sustainable transport modes. • As a minimum, development should meet the bike parking provision rates, other requirements for bike parking and end of trip facilities set out in the Built Environment Sustainability Scorecard (BESS). This aligns with the proposed policy in Planning Scheme Amendment C269yara which updates local policy. For bike parking, this would equate to 1.5 times the rates in the planning scheme.
<p>On-street parking</p> <ul style="list-style-type: none"> • There were several comments that raised concern about removing on-street parking in Cremorne: <ul style="list-style-type: none"> – Removing parking would make Cremorne a desolate commercial area and will lose its residential amenity. – Widening footpaths is desirable but retaining on-street parking should be a priority. – Some residents were concerned that they would lose the ability to park outside their homes. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • One of the key challenges for Cremorne is the limited space available. Demands on road space will increase as the number of people who live and work in Cremorne grows. It will be necessary to reallocate space used for car parking to create a more sustainable and people-focused transport network. • The UDF does not propose to remove all on-street parking. Parking is critical for the operation of businesses in Cremorne. Loading and service bays will still be available for delivery vehicles.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> • A few respondents suggested discouraging workers and visitors from driving into Cremorne. This could be done by timed parking, permit-only areas for residents and metered parking. • Some residents also expressed concerns about the use of residential areas for parking by workers. • Suggests precinct basement car parking near Cremorne Street due to the proposed reduction to on-street bays. Similar to Cato Square parking in Prahran. 	<ul style="list-style-type: none"> • Council is about to begin a parking strategy for the whole municipality. This will create a municipality-wide approach to managing car parking in Yarra. • There is no proposal to remove parking on-street parking in residential precincts. Car-free office development would be complimented by on-street car parking restrictions. • Residents can seek changes to the parking restrictions on their streets. Council’s Parking Restrictions Guidelines outline the process to request a review of on-street parking restrictions. For example, proposing greater levels of permit parking on streets. • The provision of parking spaces for people with disabilities will be monitored if on-street parking is reduced in specific locations. • On-street car share provision will continue to be provided in accordance with the City of Yarra Car Share Policy. • In terms of ride hailing services, individual pick-ups/drop-offs take a short length of time, so the waiting car does not present an impediment to traffic flow for very long. This is unlikely to be a problem on low-traffic streets in Cremorne. However, on busier roads dedicated bays may be required. The approach to the provision of these spaces will form part of the Parking Strategy.
<p>Hotspots - General</p>	<ul style="list-style-type: none"> • Five ‘hotspots’ are identified in Cremorne. These locations experience the highest intensity of competing demands for on-road space, connect Cremorne to the surrounding road network and provide access to regional public transport. They play an important role in shaping access to and within Cremorne. • The Transport Review (by Stantec) reviewed the hotspots with ‘fresh eyes’. Their review recommended some changes to the hotspots to tie-in with the changes to the movement network. • Three of the five hotspots are located on arterial roads (i.e. Swan Street, Church Street and Punt Road) and will have significant implications on the functioning of these arterial roads. • The changes to arterial roads will require Department of Transport and Planning approval and Yarra Trams support. These changes will require additional modelling and options testing. Some interventions on local streets will also require approval from the Department of Transport and Planning. • The proposed hotspot designs are indicative and will be further tested and refined. • Consultation in line with Council’s community engagement policies and strategies will occur with the community on any changes.

Feedback and key issues raised	Officer response
<p>Hotspot 1 - Kelso Street and Punt Road intersection</p> <ul style="list-style-type: none"> • 26% of respondents to the survey provided comments on Hotspot 1. • Different feedback noted that the changes would be good for pedestrians and cyclists and would discourage rat running. • Others questioned the need/proposal of a bicycle path on Kelso Street – cyclists can take alternative routes along Swan Street or the Yarra Trail path. • Concerns about the impact of changes to traffic flow. • General support for the pedestrian crossing. Suggestion of a pedestrian bridge to Gosch’s Paddock to provide better access across Punt Road. Other suggestions were to raise the crossing at Kelso Street and improve existing pedestrian infrastructure through repaving. • Respondents also supported better cycling connections and highlighted cycle connectivity as an issue. • Suggestions for other improvements included: <ul style="list-style-type: none"> – Turning the eastern footpath on Punt Road into a shared path. – Providing a safe shared use path from the Yarra River along Harcourt Parade to Cremorne Street. – Provide a safe shared use path crossing of M1 slip road to access the trail in Gosch’s Paddock. • A few respondents questioned the likelihood of VicRoads (now Department of Transport and Planning) supporting additional traffic lights on Punt Road and Kelso Street. Another questioned whether signalisation would be feasible with recent works on Punt Road. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Change proposed. • Update Hotspot 1 design as reflected in the Transport Review. <p>Response and discussion:</p> <ul style="list-style-type: none"> • There is a requirement in the precinct to redistribute traffic away from Swan Street/Cremorne Street to accommodate the expected significant increases in pedestrians, cyclists and public transport users moving through the intersection. • Hotspot 1 provides much-needed access for pedestrians and cyclists across Punt Road and provides the ability for vehicles to exit the precinct and travel north. • There are limited options to do this outside of signalising Punt Road and Kelso Street. The signalising this intersection will not increase the level of traffic able to access the precinct. • The signalisation also enables the reprioritisation of road space to walking and cycling elsewhere such as in Cremorne Street. The intersection also elevates access to open space and creates greater walking and cycling connectivity to the west. • The signalisation will require the approval of the Department of Transport and Planning (DTP). DTP has acknowledged that while further modelling may be needed to understand the impact, they do not object to this concept. Further modelling and options testing is proposed. • Minor changes are proposed to the hotspot design: <ul style="list-style-type: none"> – Two lane bicycle crossing that converts to sharrows along Kelso Street. (Noting in the longer term, a two way bike lane is proposed for Kelso Street) – Widened footpaths are proposed on east to formalise the three lanes around the intersection. – A shared user path on the western side of Punt Road to take advantage of the existing off-road trails in and around Gosch’s Paddock. – A priority crossing of the CityLink off-ramp to connect the path network along the west side of Punt Road. – NOTE – The modal filter at the intersection of Cremorne and Kelso Street is proposed to be deleted. • The opportunity for street trees will be considered in the redesign. See Theme 2 – Greening (Urban Forest).

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> Some concerns raised concerns about the impact on travel times which have been made worse by changes to Swan Street and Punt Road. (One suggestion for this intersection was to increase time for westbound traffic across Punt Road at Swan Street.) Some respondent identified they like to turn into Kelso Street from Punt Road. Include stops for the 246 bus on Punt Road to improve public transport access. The removal of on-street parking was raised as a concern by residents on Kelso Street. There is limited parking on Wellington Street. Permit only parking along Kelso Street was suggested. Council has overlooked the importance of trees to better link this gateway to/from Cremorne. 	<ul style="list-style-type: none"> The provision of a pedestrian bridge across Punt Road is not practical and the same outcome can be achieved through a dedicated crossing. The provision of public transport is the responsibility of the State Government and relevant state-led agencies. The location of bus stops would be considered as part of this process.
<p>Hotspot 2 - Cremorne Street and Kelso Street intersection</p> <ul style="list-style-type: none"> 29% of respondents to the survey provided comments on Hotspot 2. Support for the closure of Cremorne Street was mixed in survey, though more people did not support it than supported it. A key element was the closure of Cremorne Street at the Kelso Street intersection preventing north/south traffic. While respondents understood this would discourage rat running, it was felt that it disproportionately impacted existing residents. Many respondents wished two-way access should be retained. There was concern that the proposed changes to Cremorne Street and the reduction to the permeability of the precinct given it limits access from southern 	<p>Recommended position:</p> <ul style="list-style-type: none"> Change proposed. Update hotspot 2 design as reflected in the Transport Review. <p>Response and discussion:</p> <ul style="list-style-type: none"> The closure of Cremorne Street at the Kelso Street intersection received considerable feedback. The draft UDF identifies Cremorne Street as a key activity spine - a pedestrian/cyclist-focused street. The Transport Review examined the proposal for Hotspot 2 and made some recommendations for its design. The key changes to the hotspot concept design are: <ul style="list-style-type: none"> Deletion of the modal filter (proposal to close Cremorne Street to cars) Retaining two-way traffic movement in the short to medium term A pedestrian crossing, raised intersection to slow traffic Reallocating parking to increase footpaths and greening opportunities

Feedback and key issues raised	Officer response
<p>areas to Swan Street and Church Street. It was suggested this would have flow-on impacts on other streets.</p> <ul style="list-style-type: none"> Comments were made about Hotspot 2: <ul style="list-style-type: none"> Design is good for walkers and cyclists but was complicated for drivers. Could work if other streets were all shared zones to discourage rat running. Residents south of Kelso Street would have to exit Cremorne on Punt Road, which only has a left turn access preventing movement north. Rat-runners will just find another route in Cremorne. It will cause congestion on smaller neighbouring streets, such as Kelso Street, Bent Street, Cubit Street, Wellington and Gwynne Street. It will be harder to access the freeway. The change would increase traffic congestion on Swan and Stephenson Street as it provided access to the freeway. Traffic issues are mostly experienced during peak periods with lower traffic during weekends and non-peak times. The proposed bollards could be removed during non-peak times when rat running is not an issue. Further investigation is needed to determine where traffic would flow. 	<ul style="list-style-type: none"> Eventually Cremorne Street would become a one-way street (see <i>Street Network</i> above). The modal filter (closure of Cremorne Street to cars) proposed in the draft UDF has been deleted. The Transport Review found the filter is not necessary and potentially creates other unintended issues e.g. it cuts off use of the proposed Kelso Street signals for a significant proportion of the precinct, undermining its purpose. Other alternatives to reduce through-traffic such as a local narrowing and "give-way to oncoming traffic" (also known as pinch points) will be considered for Cremorne Street in the short term. Making Cremorne Street a completely shared zone is not supported due to the number of vehicles that use the street now and in the future. However, changes to the street such as footpath widening, lower speed limits, separated bike lanes, building setbacks and activated frontages will reorientate Cremorne Street's focus. Changes to Kelso Street are discussed under Hotspot 1 and Street Network above. The closure of the entrance to CityLink is not proposed in the UDF.
<p>Hotspot 3 - Cremorne Street and Swan Street intersection</p> <ul style="list-style-type: none"> 42% of respondents to the survey provided comments on Hotspot 3. Proposed changes were generally supported. Improvements are needed to the intersection. 	<p>Recommended position:</p> <ul style="list-style-type: none"> Change proposed. Update Hotspot 3 design as reflected in the Transport Review. <p>Response and discussion:</p> <ul style="list-style-type: none"> Changes to the intersection were strongly supported to address the high volumes of pedestrians moving between Richmond Station and Cremorne.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> ● Key themes from the consultation were around the proposed scramble crossing, pedestrian and bicycle safety, amenity and traffic congestion. ● Some concerns the proposed changes do not address the traffic situation or could make it worse: <ul style="list-style-type: none"> – Change the traffic arrangement on Swan Street to reduce traffic congestion on Cremorne Street and Stephenson Street. – Move the crossing east on Swan Street to allow for a simultaneous left turn or remove the existing crossing at Swan Street. The proposed scramble crossing will not resolve the existing traffic congestion issues that this intersection faces. – Remove the left turn lane on Swan Street/Cremorne Street and replace with a bicycle lane. – Direct traffic along Stephenson Street. – Local traffic should only be allowed along Cremorne Street and Balmain Street. ● Many of the comments proposed further additions to the design: <ul style="list-style-type: none"> – Make Swan Street a shared zone prioritising pedestrians and cyclists. – Ensure trucks and vehicles can turn. – Provide better pick-up and drop-off as this currently causes traffic disruption. – Reduce the wait time for crossing – make this less automated. – Construct an overpass or underpass as an alternative approach. 	<ul style="list-style-type: none"> ● Updates to the intersection also provide an opportunity to address access issues and changes in the footpath levels to improve accessibility for all. ● Care must also be taken to avoid negatively impacting tram journey times on Swan Street. Some preliminary feedback from the Department of Transport and Planning and Yarra Trams is that a scramble crossing may impact on tram travel times. ● The Transport Review examined the proposal for Hotspot 3 and made some recommendations for its design. ● The key changes to the hotspot concept design are: <ul style="list-style-type: none"> – Widening and realigning pedestrian crossings to all legs of the intersection. A scramble crossing is one option that could be considered. – Reducing Cremorne Street to one vehicle lane exiting to Swan Street. A long term option is to change the road to one lane of traffic southbound to form part of the ‘Loop’. – Providing better cycling facilities at the intersection. – Inclusion of a new pedestrian and cycling link under the elevated railway line to provide links to the north. – Further plans would be developed to incorporate a two-way bikeway on Cremorne Street, long term. ● A fly-over bridge to Swan Street is not supported due to the complexities of building next to a rail bridge and over a tram route. ● Council would continue to advocate to State Government to create enhanced public spaces on government land.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> Improve the pedestrian amenity by managing noise from trains and providing more weather protection, greening and art. 	
<p>Hotspot 4 - Balmain Street (west of the underpass) Balmain Street</p> <ul style="list-style-type: none"> 27% of respondents to the survey provided comments on Hotspot 4. Many respondents supported enhancements to Balmain Plaza to improve it and make it safer. A crossing is needed west of the underpass to cater for the increasing worker population. Traffic was raised as an issue for this hotspot. Some commented the proposed changes would negatively impact on important traffic routes whereas others thought it would assist in traffic flow and managing congestion. Some respondents were concerned about creating one way streets and limiting traffic: <ul style="list-style-type: none"> A commercial owner commented two-way traffic movement was key tenant demand for Balmain Street (between Church Street and Punt Road). Making Balmain Street one way would result in traffic congestion which will impact on amenity, residents, and businesses. Access should be restricted to an area where there is already an established lack of permeability, rather than Balmain Street. Concerns were raised about the proposed share space given its proximity to a narrow dipping underpass which 	<p>Recommended position:</p> <ul style="list-style-type: none"> Change proposed. Update hotspot 4 design as reflected in the Transport Review. <p>Response and discussion:</p> <ul style="list-style-type: none"> Responses to the draft UDF and Transport Review identified traffic volumes and vehicle speeds are high through the Balmain Plaza. The underpass is unattractive, unsafe and discourages active travel movement. This part of Balmain Street is highly used by pedestrians and is a key hub for activity in the southern part of Cremorne along Balmain Street. It is also a key east-west movement corridor. Balmain Street is identified as a primary route in the UDF for cycling. The Transport Review examined the proposal for Hotspot 4 and made some recommendations for its design. Changes are proposed to reduce traffic and deal with the barrier caused by the underpass. Changes to proposed hotspot design and wider street network will assist in managing issues such as traffic speeds and volumes through Balmain Plaza. For proposed changes on Balmain Street, see Street Network. The key changes to the hotspot concept design are: <ul style="list-style-type: none"> Expand the pedestrian area by reallocating road space. This will be done by reducing the width of the road to 5.5m from 6m. Proposed paint treatment or paving to the plaza to define the area. Make changes to how traffic moves through the area: <ul style="list-style-type: none"> In the longer term, close one side of the underpass to eastbound traffic. Reallocate space to walking and cycling. Enable a true shared space in the heart of the plaza by requiring all westbound traffic to turn into Stephenson Street. See Street Network for discussion on Gwynne Street and Palmer Parade.

Feedback and key issues raised	Officer response
<p>restricts visibility and the speed of traffic through the intersection.</p> <ul style="list-style-type: none"> • Many respondents suggested proposals to slow traffic: <ul style="list-style-type: none"> - Support for the proposal for a 30 km/h limit - Create one-way traffic on Balmain Street during school hours - Add a right-hand lane on Balmain Street approaching Church Street - Install speed bumps, speed zones and fixed speed cameras on Balmain Street to manage speeding issues. • Other suggestions for the design of the hotspot were: <ul style="list-style-type: none"> - Extend the area west on Balmain Street e.g to the dwellings in the Heritage Overlay. Extend the shared space south on Gwynne Street - Make a vast pedestrian crossing - Retain bollards for pedestrian safety - Ban westbound trucks as truck movements are an issue. • Mixed views on bike infrastructure. Some supported more protection while others suggested changes are not needed. One respondent considered Balmain Street is not compatible with becoming an active transport corridor. • Improvements are needed for the Balmain Street underpass to improve safety. Recommendations included: <ul style="list-style-type: none"> - Guardrails to separate cars and pedestrians in the underpass - Kerb extensions under the bridge to improve pedestrian movement. 	

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> ● Removing parking spaces on Balmain Street was suggested: <ul style="list-style-type: none"> – Remove existing spaces (approximately eight spaces) to allow safe two-way uninterrupted car flow, with the potential to widen the existing very narrow footpaths. – Make Balmain Street a clearway between Cremorne Street and Cubitt Street during peak times and school times to manage traffic flow. 	
<p>Hotspot 5 – Balmain Street and Church Street Intersection</p> <ul style="list-style-type: none"> ● 27% of respondents to the survey provided comments on Hotspot 5. ● There was a range of feedback about the design, support and concerns. ● A critical issue was the issue of traffic through the intersection: <ul style="list-style-type: none"> – Many respondents recommended reduced speeds, as it is a key route to the primary school in Brighton Street. – Concerned about the impact of making Cotter Street one-way, especially for people driving to the primary school heading east. – One suggestion was to limit entry into Cremorne from Church Street at peak times to prevent rat running along Balmain Street. ● The impact on public transport and the location of tram stops was raised: <ul style="list-style-type: none"> – The design may affect tram services. – Accessible stops for all users are supported. 	<p>Recommended position:</p> <ul style="list-style-type: none"> ● Change proposed. ● Update Hotspot 5 design as reflected in the Transport Review. <p>Response and discussion:</p> <ul style="list-style-type: none"> ● The proposed hotspot design provides benefits for cyclists, pedestrians and tram users. It will require a reallocation of parking to provide for bikes. ● Objective 4.4 of the UDF seeks to enhance Church Street as a key activity corridor in Cremorne. The UDF outlines changes to Church Street that would enhance it as a vibrant, active street that prioritises walking, cycling and public transport with: <ul style="list-style-type: none"> – widened footpaths, seating and canopy tree planting – high frequency tram services – accessible tram stops/platforms providing seamless movement from footpath to public transport stops supported by infrastructure and signalling – dedicated cycle infrastructure – several key east-west streets will be enhanced as links to open space and other parts of Cremorne with planting, wider footpaths and on-road bike routes – A redesigned intersection at Balmain / Cotter and Church Street intersection to enhance sustainable transport options. ● Action 4.4.1 identifies the need for a Streetscape Master Plan for Church Street to guide future streetscape improvements. It would identify capital works projects and set out the materials palette and guidelines for implementing any streetscape upgrades.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - Tram stop platforms should be setback from the intersection for safety reasons. • Accessibility was identified an existing issue in this location. Some respondents had concerns proposed design would not improve access for wheelchair users, especially on Cotter Street. • Mixed views on cycling infrastructure. Some comments that separated bike lanes would promote active transport into the area. One comment that bicycle lanes on Cotter Street were unnecessary. • On-street parking comments included: <ul style="list-style-type: none"> - Concerns about the impacts of the removal of parking on side streets. - Make Cotter Street permit holders only. - Make Cotter Street 'No standing' at peak times. 	<ul style="list-style-type: none"> • Council is working on changes to the intersection of Church, Balmain and Cotter Streets to improve walking and cycling safety and accessibility. • Balmain Street and Cotter Street are identified as primary routes for cycling. Cotter Street provides a link from Cremorne West to Mary Street which is a key local cycling route. Footpath widening proposals will also assist all types of movements accessing Church Street and tram stops. • As an arterial road with a tram route, Church Street is managed by the Department of Transport and Planning (DTP). Changes to this intersection and other streets that impact it will require DTP approval. Council would work with DTP and the community. • Minor changes were made to the hotspot concept design: <ul style="list-style-type: none"> - DDA-compliant tram stops moved to the departure side of the intersection. - Provision of better bicycle facilities on all approach roads. - Further plans can be developed for the long-term potential of incorporating a two-way bikeway. • Feedback from some residents in the western part of Cremorne use Cotter Street to access the Richmond Primary. Residents outlined they use a variety of methods of transport; walking, cycling and driving: <ul style="list-style-type: none"> - Making Cotter Street one way to Church Street will make vehicle movements less direct. Current vehicular access to the Richmond Primary School would be altered by the proposed changes. However, access the Primary School will be available via other streets. - The UDF aims to encourages active transport options where possible. Where walking and cycling is not possible, vehicle access to the school may involve longer travel times. - The <i>Yarra Transport Strategy</i> includes a policy called 'New Deal for Schools' which aims to support active travel by children and families. Each year, schools will be selected for the New Deal for Schools program. This program will combine travel behaviour change with supporting infrastructure.

Theme 4 – Spaces for people

Feedback and key issues raised	Officer response
<p>Open space development</p> <p><u>Network of open space</u></p> <ul style="list-style-type: none"> Survey respondents were asked to identify their top three actions of those listed. The survey identified: <ul style="list-style-type: none"> The most important Theme 4 actions as improving access to the Yarra River (65%), parks on private/government land (62%), and making pedestrian streets more cycle and people friendly (45%). Open space was highly important for property owners and residents but less so much for visitors whose needs may be different. While open space is clearly important for the general community, pocket parks and upgrades to existing parks were not selected as important as often as improving connections and new open space opportunities. Written submissions and survey responses supported the UDF objective to create a network/ chain of open space. <p><u>Green links</u></p> <ul style="list-style-type: none"> There was support for linking Cremorne with external green spaces such as Goschs Paddock. A further suggested link was a connection from Palmer Parade to Charles Evans Reserve. <p><u>Existing open space</u></p> <ul style="list-style-type: none"> While the survey did identify less support for upgrading existing open space than creating new space, some respondents considered Council should focus on 	<p>Recommended position:</p> <ul style="list-style-type: none"> Change proposed. New action: 4.7.2 <i>In consultation with Traditional owners, recognise the presence of former billabongs and water courses in Cremorne (especially at the southern end of Cremorne Street) through landscape treatments, including planting and public art.</i> <p>Response and discussion:</p> <p><u>Network of open space</u></p> <ul style="list-style-type: none"> The draft UDF proposes a network of open spaces will be created to cater to the needs of the growing worker and resident community. New spaces on large sites and pocket plazas will provide a diverse range of spaces and green relief. <p><u>Green links</u></p> <ul style="list-style-type: none"> The draft UDF proposes green links will be developed on key east-west and north-south streets to link Cremorne with existing open spaces; Goschs Paddock to the west, parklands along the river to the west and south, and Barkly Gardens, Alan Bain Reserve, and McConchie Reserve. The creation of green links will strengthen the visual links to these spaces and together with improved crossing at Punt Road and Church Street, will improve walkability. The draft UDF already includes a direction to provide a link from Palmer Parade to Charles Evans Park as part of the Design Objectives for the Rosella Strategic Site. <p><u>Existing open space</u></p> <ul style="list-style-type: none"> Action 4.1.1 of the draft UDF is to <i>'Upgrade and maintain existing open spaces, including:</i> <ul style="list-style-type: none"> White Street Reserve to include exercise equipment and picnic facilities to improve the character and diversity of age groups that can use the reserve. Charles Evans Reserve to include minor improvements to the picnic area and playground. the upgrade and maintain existing open spaces. A redesign of Charles Evans Reserve is planned for 2024/25. Consultation on the reserve is currently underway. Council has an ongoing maintenance program to clean and maintain all council owned parks, reserves, and sports grounds.

Feedback and key issues raised	Officer response
<p>improving existing open spaces. Maintaining the Church Street reserve, as it is, was an example.</p> <p><u>Consider other types of open space</u></p> <ul style="list-style-type: none"> • Feedback also identified a wider range of open spaces than those identified in the UDF. These included: <ul style="list-style-type: none"> - floating park on the Yarra River (Birrarrung) - a small wetland where lake billabong was located - community gardens - large open spaces rather public plazas. 	<p><u>Consider other types of open space</u></p> <p><i>Floating park within the Yarra River</i></p> <ul style="list-style-type: none"> • A floating park is not specifically identified in the draft UDF. However, opportunities such as widening the Main Yarra Trail to allow for more separation between walking and cycling and creating spaces to sit, view and enjoy the river at key locations along the river and the Main Yarra Trail are identified in Action 4.2.3. • Council will continue to liaise with Melbourne Water and Parks Victoria to advocate for additional access to the river, improved facilities and new open space opportunities. <p><i>Reinstate / recognise the former billabong</i></p> <ul style="list-style-type: none"> • A series of billabongs were located along the river. They are shown on an 1856 map south of Balmain Street from Punt Road in the west to Church Street in the east. • Much of this land is now completely built on but there are opportunities to recognise the presence of these water courses through landscape treatments, including planting, use of water and public art. • A new action is proposed to work with Traditional Owners to recognise the location of the former billabongs. This could include landscape treatments such as planting, use of water and public art. <p><i>Community gardens</i></p> <ul style="list-style-type: none"> • Yarra is committed to supporting the establishment of community gardens by community groups within the municipality. However, no specific locations have been identified in the draft UDF for community gardens. • Council has an adopted Urban Agriculture Strategy. Objective 1.2.2 is to ‘Provide support to new projects proposed under the community gardens guidelines.’ • Council has adopted procedures for assessing and approving (where appropriate) the establishment of community gardens by community groups on land managed by Council and is open to considering opportunities in Cremorne identified by community groups. <p><i>Large open space</i></p> <ul style="list-style-type: none"> • The Open Space Strategy identifies ‘regional’ or ‘city-wide’ open spaces within proximity to Cremorne such as McConchie Reserve, Barkly Gardens, Goschs Paddock, and the Royal Botanical Gardens. • As noted above, the draft UDF seeks to improve the walking and cycling connections to these spaces outside Cremorne.

Feedback and key issues raised	Officer response
	<ul style="list-style-type: none"> The gap analysis in Yarra’s Open Space Strategy did not identify the need for additional “regional” or “city-wide” open space within Cremorne however, it identified the need for additional new local and small open space varying from 0.03 to 0.49 hectares in size.
<p>Specific locations for new open space / public spaces</p> <ul style="list-style-type: none"> Respondents supported the identified open space opportunities in the UDF. There was notable support for the provision of open space on Government land and strategic sites. All developments should include open space. <p><u>Government owned land (State and Council) sites</u></p> <ul style="list-style-type: none"> Suggestions for Government owned land sites included: <ul style="list-style-type: none"> Oddys Lane which could potentially form public open space that links Green Street to the railway bridge. There is potential to convert on-street parking to a safer landscaped shared pathway/link. Beneath the CityLink overpass at Punt Road, with improved access to Yarra River Around the East Richmond Station Carpark at 69 Cremorne Street – part of Bendigo Kangan Institute. <p><u>Road Closures</u></p> <ul style="list-style-type: none"> There were mixed views around road closures. Some respondents supported the idea and suggested the following locations: <ul style="list-style-type: none"> Cremorne Street (south of Balmain Street) between the ERA and Malt District apartments by narrowing Cremorne Street to one lane Gwynne Street at Munro Street Gough Street (blocked to form new green space) 	<p>Recommended position:</p> <ul style="list-style-type: none"> No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> Major gaps in the existing open space network occur in Cremorne and existing open spaces are small in size. With the forecast substantial increase in the resident and worker population in Cremorne, and lack of open space west of Church Street, a key recommendation of the <i>Yarra Open Space Strategy</i> is to provide new Small Neighbourhood, Local and Small Local open space reserves in Cremorne to cater to the nearly 10,000 additional workers and residents. The draft UDF identifies potential open space locations identified in the <i>Yarra Open Space Strategy</i>. The potential open spaces shown Figure 40 are indicative of the general location and relative, not actual size. The final location, size and configuration of new open space will be determined through the implementation of the YOSS, including when development occurs in these key locations. Council will continue to liaise with the State government and private landowners identify and advocate for open space in these and other locations. The delivery of new open space and pocket plazas is identified in proposed planning policy for Cremorne. Council is also progressing Amendment C268yara which proposes to apply an increased public open space contribution rate from the 4.5% rate. This rate would apply to all subdivisions – residential, commercial and industrial. <p><u>Government owned land (State and Council) sites</u></p> <ul style="list-style-type: none"> State Government land would also play a key role in delivering public spaces and open space. VicTrack owns several key pieces of land in Cremorne. VicTrack in their submission did not support of the inclusion of new public open space one of their properties. It acknowledges that Government bodies can play a role in providing public realm upgrades but these need to be appropriate. Notes that access and servicing maintenance access need to be retained. It suggested public realm

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - Dover Street (partial closure/resident only) - Dover Street and Kelso Street intersection at café corner - Expand Balmain Plaza - Walnut Street - General removal of on-street parking - Reinstating COVID road closures <p><u>Strategic sites / private land</u></p> <ul style="list-style-type: none"> • Additional open space opportunities were identified on strategic sites / private land: <ul style="list-style-type: none"> - Malting Site between Nylex silos (a further view to turn all of the remaining site into park with food and beverage premises) - Southern end of Cremorne Street (no specific location identified) - Designate Russell Street as green space (instead of Adelaide Street) - Carpark at Cubitt and Gwynne Street - Existing car park at Stephenson Street. • Some commercial landowners and VicTrack objected to the identification of proposed open space on their land. Landowners also expressed concern about the acquisition of open space and the need for consultation. 	<p>upgrades apply to site edges only. Officers consider the opportunity to provide open space on the site should be further explored.</p> <ul style="list-style-type: none"> • Actions 4.1.7 and 4.2.2 of the draft UDF seek to create green link along Oddys Lane and Green Street to link Cremorne with South Yarra and to the Main Yarra Trail. Action 3.3.3 identifies an opportunity to improve walking and cycling access to South Yarra via the railway bridge. • Action 4.2.1 identifies opportunities to ‘activate the Cremorne underpass (managed by CityLink) by improving links to the Yarra River, providing amenities such as seating and investigating options for active recreation.’ • Action 3.2.2 identifies open space opportunities around East Richmond Station. • The land at 69 Cremorne Street is Government owned land and part of Bendigo Kangan Institute. The draft UDF does not identify this location for open space but instead identifies an open space opportunity to the south of the former Cremorne Primary School. <p><u>Road Closures</u></p> <ul style="list-style-type: none"> • One of the challenges faced in acquiring land for open space is the high cost associated with outright purchase, which can often be prohibitive. • The concept of roads closures to provide new or expand existing open space is included in the Yarra <i>Open Space Strategy</i>. Ongoing funding is allocated to conduct feasibility studies and gather detailed information about a shortlist of potential new sites. These studies include various assessments such as geotechnical evaluations, considerations from the Department of Transport and Planning, and input from Yarra Trams. <p><u>Strategic sites / private land</u></p> <ul style="list-style-type: none"> • In terms of specific sites, the following is noted: <ul style="list-style-type: none"> - Maltings Site between Nylex silos – The draft UDF identifies open space opportunities and improvements in the centre of the site. Public spaces are identified as part of approved plans for the Maltings site. This is mainly focussed on forecourts and squares fronting and connecting to Gough Street. Should amendments to the planning permit or a new planning permit be sought, there may be opportunities to pursue further open space opportunities. - Southern end of Cremorne Street – No specific public space has been identified in this location in the draft UDF. Opportunities to include a public space in this area would be dependent on the proposed design of Cremorne Street and the development of the strategic site at 167 Cremorne Street.

Feedback and key issues raised	Officer response
	<ul style="list-style-type: none"> - Designate Russell Street as green space on the Bryant & May site (instead of Adelaide Street) – This idea was suggested by the owners of the Bryant & May site (see Strategic Sites). The design objectives have been updated to reference Russell Street but retain the role of Adelaide Street as a shared zone. - Carpark at Cubitt and Gwynne Street – A development is proposed for the car park at Cubitt and Gwynne Streets. A planning application has been lodged for an office development on the site. It proposes a 600 sqm covered communal space at ground level accessed off Cubitt Street. - Existing car park at Stephenson Street – This site is now privately owned. While it is within the broader Cremorne Study Area, the site is part of the Swan Street Activity Centre and was included in Planning Scheme Amendment C191 which applied built form provisions to the site. A need for link along the edge of the site is identified in the UDF. It was not specifically identified for open space in that work, however open space or a link through to Swan Street could be negotiated at the time of development. - Property on Cremorne Street – Site is located in an area identified for potential open space. The identified area covers a wider area than just this site. The purpose of the hatching is trigger the consideration by the owner and Council whether open space could be provided as part of a development. <ul style="list-style-type: none"> • See Specific locations for new open space / public spaces re VicTrack land in Green Street. • See Strategic Sites for 658 Church Street, Bryant & May site and the Rosella site.
<p>Public realm improvements</p> <ul style="list-style-type: none"> • Respondents support enhancing Cremorne as a pedestrian-friendly environment. • A number of comments were made about the current state of footpaths. They are inadequate for pedestrians and inaccessible for pushers and wheelchairs. This will be exacerbated by the planned commercial and retail use, impacting the overall amenity of the footpaths. • Suggestions were made to improve footpaths: <ul style="list-style-type: none"> - Maintain surfaces. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <p><u>Condition and width of footpaths</u></p> <ul style="list-style-type: none"> • The draft UDF identifies a number of actions to improve the state of footpaths especially the key walking routes include Church Street, Cremorne Street, Stephenson Street, Balmain Street / Cotter Street and Kelso Street by providing: <ul style="list-style-type: none"> - new and improved pedestrian crossings at mid-block locations and key intersections - widening footpaths, where possible, increased building setbacks - removal of clutter on footpaths and undergrounding of powerlines - large canopy trees for shading and cooling

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - Remove /consolidate obstacles such as signs and bins. Clear clutter instead of widening. - Relocate power cables underground to improve functionality, amenity and aesthetics. - Plant shade-providing trees and install street furniture. • Recommendation for improvements to the public realm included: <ul style="list-style-type: none"> - Expanding tree and garden plantings and public spaces in north south streets in Cremorne West - Incorporating a series of small public spaces along the streets. (Noting there were some respondents who consider larger spaces are also needed.) • Several comments were made about Balmain Plaza. (It is identified as a 'Hotspot' in Theme 3 for improvements and further pedestrianisation.) • Respondents supported the proposed initiatives. They considered it would significantly rejuvenate the area. • A further submission commented that this is not an area of public open space that would be enjoyed in the same way as a public park and will generally serve as a transitional space for pedestrians moving through the precinct. 	<ul style="list-style-type: none"> - installation of street furniture - traffic calming and lowering of speed limits - enhanced signage and connections. • The creation of Gwynne and Stephenson Street pocket parks aimed to offer a much-needed respite for the Cremorne community and workers. Other potential locations are identified in the draft UDF for similar treatments. • The draft UDF identifies Balmain Plaza as a highly used by pedestrians and is a key hub for activity in the southern part of Cremorne along Balmain Street. It is also a key east-west movement corridor. It is located close to the Digital Hub at 80 Balmain Street – east of the underpass. This leafy area has been enhanced in past years with expanded footpaths and paving, seating, and planting. • Reductions in traffic volumes and speeds and narrowing of the roadway are identified in an updated hotspot design to enhance the use of this space. A long-term option is to require all westbound traffic to turn into Stephenson Street, greatly reducing traffic through the heart of the plaza, thereby enabling a true shared space. • Expansion of planting - Refer to Theme 2 – Greening (Urban Forest). • Objective 5.1 includes a recommendation to underground power. Noting this can be expensive and is generally undertaken for larger developments.
<p>Community facilities and spaces</p> <ul style="list-style-type: none"> • Several respondents (particularly residents) identified a desire for a community space in Cremorne. They suggested the space was important for wellbeing and will help build a village feel. It could be used for community engagement and volunteering purposes and could be similar to a Yarra Council Hub. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion: <u>Community space</u></p> <ul style="list-style-type: none"> • The draft UDF identifies the opportunity to support Bendigo Kangan Institute as a creative and digital education and community hub. BKI or the Department of Education have not commented on this

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> • Bendigo Kangan Institute was suggested as a possible location. • The tennis courts and pavilion (part of Bryant and May) are currently not used and underutilised. Could they be made available for the community. • Other facilities included: <ul style="list-style-type: none"> – Boat ramp or jetty on the Cremorne side of Punt Road – Additional amenities for children throughout Cremorne, such as play equipment – Free active equipment (gym, basketball, tennis etc.) and BBQ – Barbecues. 	<p>idea. Council would need to work closely with BKI and Department of Education to determine the practicality and feasibility.</p> <p><u>Tennis courts and pavilion at Bryant and May</u></p> <ul style="list-style-type: none"> • Bryant and May is a privately owned site. Any use of the facilities on the site would be at the discretion of the owners. However, it may be a matter they could consider should the site be redeveloped. <p><u>Boat Ramps</u></p> <ul style="list-style-type: none"> • Parks Victoria regulates water-based recreational use. The key guide is the <i>Lower Yarra River Future Directions Plan and Recreational Guidelines</i> (Parks Victoria, 2001). The river downstream of Herring Island is within the Active Recreation Tourism Zone. • The Active Recreation Tourism Zone extends from Princes Bridge to Herring Island. It is identified as the main venue for sport and entertainment events. It is also a rowing activity centre. • Canoe and kayaks access to the river at Dights Falls, Clarke Street and Riverside Walk. • Launching places in Cremorne are not identified in the Guidelines and would not be practical given the barrier formed of the Freeway and level changes. <p><u>Additional amenities for children</u></p> <ul style="list-style-type: none"> • Currently, there are two playgrounds in Cremorne. • To further enhance play spaces in the community, a <i>Play Space Strategy</i> has been funded to investigate opportunities across the city. As part of this city-wide review, it will also identify additional play spaces in Cremorne. <p><u>Active equipment</u> (gym, basketball, tennis etc.)</p> <ul style="list-style-type: none"> • The <i>Play Space Strategy</i> will also investigate opportunities for active exercise equipment across Yarra, including Cremorne. <p><u>BBQs</u></p> <ul style="list-style-type: none"> • Council's <i>Open Space Strategy</i> guides the facilities that will be provided for various types of open spaces. It identifies BBQ facilities as appropriate in Regional, City-Wide, Neighbourhood and Local open space where facilities encourage longer stays in open space.
<p>Connections to the Yarra River</p>	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p>

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> Individual submitters and respondents to the survey supported the objective to reconnect Cremorne with the Yarra River. There was also strong support for enhancing access for all to the Main Yarra Trail from the CityLink underpass, Church Street Bridge and Cremorne Railway Bridge, including advocacy position to State Government. 	<ul style="list-style-type: none"> The Yarra River is separated from the precinct by the Monash Freeway and can only be accessed at three locations in Cremorne. Objective 4.2 of the draft UDF seeks to reconnect Cremorne with the river. It identifies several actions including activating the CityLink underpass near Punt Road (Action 4.2.1) and improving access to the Main Yarra Trail and to South Yarra (Actions 3.3.3 and 4.2.2). Council will continue to liaise with Parks Victoria and the Department of Planning and Transport to advocate for opportunities to reconnect and improve access to the Yarra River frontage and Main Yarra Trail. – Open Space Strategy. Action 4.7.1 supports opportunities to collaborate with Traditional Owner groups to help tell the living cultural story of their connection to the river and places in Cremorne. The Forest Hill Masterplan and Chapel Revision identify a desire to better connect South Yarra with Cremorne. Officers will seek to work with Stonnington City Council to advocate for improved access from South Yarra to Cremorne.

Theme 5 – Quality design that builds on Cremorne’s precinct identity

Feedback and key issues raised	Officer response
<p>Building heights</p> <ul style="list-style-type: none"> • Residential respondents often wanted lower heights and stricter controls compared to commercial landowners who sought greater flexibility and argued for taller heights. • Some respondents support the proposed heights in the draft UDF: <ul style="list-style-type: none"> – Support for proposed ‘mid-rise’ of 3-10 storeys. This is consistent the emerging heights in Cremorne in recent years. • Residents voiced concerns over the proposed heights: <ul style="list-style-type: none"> – Most commonly, residents expressed concern that high building heights adjoining residential areas will cause overshadowing, create wind tunnels and affect overall amenity. – Overall heights should be lowered and mandatory rather than discretionary. – Height should be limited to five storeys as taller buildings can negatively impact the character of the area. • Developers and landowners considered: <ul style="list-style-type: none"> – Heights should be increased in line with recent development approvals. – Land that is adequately separated from residential properties should be allowed to have higher building heights. – A clearer rationale should be provided for proposed height limits. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • The UDF has been informed by an independent built form review undertaken by Hodyl & Co. Site visits, a policy review, spatial analysis and 3D testing was used to develop the recommendations in the built form review. These recommendations then helped determine the preferred building heights in the UDF. • Taller mid-rise development is proposed on the precinct’s main spines. Heights are lower on narrow streets and also transition down in height to existing residential areas. • Mid-rise development in the majority of the three commercial precincts will allow for increased development capacity while reinforcing the existing urban structure - the fine grain street network and narrow sites mixed with larger sites and variations in building heights and styles. Taller development will be encouraged in parts of Cremorne where there are less constraints e.g. along wider streets such as Church Street. • Careful consideration is also given to maintaining the prominence and visibility of heritage places and limiting the impact of overshadowing on important footpaths and public open space. <p><u>Existing developments setting a precedent</u></p> <ul style="list-style-type: none"> • It is acknowledged that some developments, that have been constructed or approved, exceed the preferred height controls set out in the UDF. Where some developments do not comply is in the transition from higher heights on Church / Cremorne Street to lower heights. However, this transition is considered important. See Heights in Precincts below. • The purpose of the UDF is to manage the scale and design of new commercial development in the Cremorne West, Railway and Church Street Precincts. The proposed controls support new high-quality office and commercial developments but seek to ensure development enhances the quality and character of Cremorne’s streets and public spaces and protects the amenity of residential areas. • While some constructed developments and approvals exceed the built form parameters in the draft UDF, it is not considered these developments undermine the UDF’s key built form principles. <p><u>Larger sites</u></p>

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - Proposed height parameters are too restrictive / conservative, particularly for larger parcels and could hinder development opportunities. - The higher heights along Church Street and Cremorne Street are not deep enough. This will discourage larger organisations from occupying the developments, reducing the commercial primacy of the precinct. - Increased heights allow taller buildings to achieve views to open spaces, greater activation and surveillance whilst providing opportunity to create a notable landmark within the area. <p><u>Existing developments and approvals providing a precedent</u></p> <ul style="list-style-type: none"> • A number of commercial landowners highlighted existing development approvals for the area do not align to the proposed heights. They are creating an ‘emerging and approved character’ that should set the standard. • It is more appropriate for development to align to the neighbouring site and be decided on a case by case basis. <p><u>Large sites</u></p> <ul style="list-style-type: none"> • Commercial landowners feel that heights are too restrictive for larger parcels. • Consolidated sites represent a greater development opportunity. • Taller buildings should be allowed if they can demonstrate benefits such as heritage protection, public access, public open space and pedestrian permeability. <p><u>Heights in Precincts</u> <i>Cremorne West Precinct</i></p>	<ul style="list-style-type: none"> • Increasing proposed heights on larger sites is not supported. The proposed building heights are preferred (discretionary) requirements and provide some flexibility where specified criteria can be met. • The proposed schedules to the Design and Development Overlay (DDO) include performance criteria where developments propose to exceed the preferred heights. (See Criteria for exceeding preferred heights below). <p><u>Heights in Precincts</u></p> <ul style="list-style-type: none"> • See also the response to individual submissions for site specific suggestions. <p><i>Cremorne West Precinct</i></p> <ul style="list-style-type: none"> • The majority of the precinct is a maximum height of 28m/7 storeys with a three storey street wall to respond to the narrow width of the streets. • The lowest buildings (up to five storeys) are at the edges of the precinct to manage the transition to residential areas in the west and south. • The highest buildings (32m/8 storeys) are along Cremorne Street as the widest street in Cremorne West and the northern portion of Stephenson Street between Cremorne and Gwynne Streets (36m/9 storeys). • The application of 10 storey heights in narrow streets is not supported. Development of this scale has the potential to overwhelm of extremely narrow streets (such as Cubitt Street at 9m in width). • Proposals to extend the 32m height fronting Cremorne Street further into deep sites is not supported. The extent of the 32m height generally aligns with the depth of lots bound by north-south side streets to the rear. They provide for a taller building of 20m-30m deep. The stepping down in heights proposed in the UDF provides a clear transition in height down to residential areas. <p><i>Railway Precinct</i></p> <ul style="list-style-type: none"> • In Railway Precinct, buildings of up to 28m/7 storeys in height with street wall heights of three storeys to respond to the fine-grain streets and sites. • Higher building heights of 11 and 12 storeys are not supported. Green and Chestnut Streets are relatively narrow at approximately 12m wide. Taller buildings have the potential to overwhelm these long narrow streets. • The lowest buildings are to the north edge of the precinct to transition to the residential zone. <p><i>Church Street Precinct</i></p>

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> • Some support for the proposed heights. • Others considered the heights too high. Heights of five storeys were suggested as were heights of six or seven storeys. There were comments that buildings on Cremorne Street are already too high. • Others (mainly commercial landowners) thought heights were too conservative. Suggestions included to increase: <ul style="list-style-type: none"> - maximum building heights on Cremorne Street to nine storeys. - the depth of the maximum building height on the western side of Cremorne Street. (The interfaces to residentially zoned land to the west were acknowledged.) - heights from seven storeys in narrow streets to up to 10 storeys - as it does not reflect development opportunity. <p><i>Railway Precinct</i></p> <ul style="list-style-type: none"> • Fewer suggestions: <ul style="list-style-type: none"> - Increase the overall height to a minimum of 10-12 storeys, where there are no sensitive interfaces. - Uniform heights across the precinct conflict with the precinct vision. Heights should allow for architectural ingenuity and flexible design outcomes that respond to the specific opportunities and constraints offered by individual sites. <p><i>Church Street Precinct</i></p> <ul style="list-style-type: none"> • Some support for the proposed heights. • Some respondents consider the proposed heights along Church Street are too high: 	<ul style="list-style-type: none"> • A 28m/7 storey maximum height with a three storey street wall applies to most of the precinct to respond to the fine-grain streets and sites. • The highest buildings (40m/10 storeys) are along Church Street as the widest street in the Church Street Precinct and the broader study area. The street wall height is four storeys. The 10 storey height reinforces the primacy of Church Street. • Proposals to extend the 40m heights fronting Church Street into deep sites are not supported. • In the Church Street Precinct, given heights of up to 40m are permitted, the transition in height in the narrow east-west side streets is important to reduce the canyon effect in the east-west streets and the building bulk viewed from residential areas.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - New buildings on Church Street are already over 10 storeys. Taller buildings are not supported. - Building heights will impact solar access and wind along Church Street - Suggestions included four to five storeys and eight storeys. - Concerns about heights on strategic sites such as 658 Church Street. (No more than four to five storeys with two storeys on Church Street.) • Commercial landowners sought the extension of the depth of maximum building height along both sides of Church Street (The presence of Church Street, public transport, lack of heritage fabric, deep blocks, side street streetscape and the prevalence of corner sites were identified as the justification.) • Increases in heights in side streets were also proposed in Balmain, Yarra and Prince Patrick Streets. 	
<p>Measurement of building heights</p> <ul style="list-style-type: none"> • The inclusion of ‘overall’ when referencing preferred building heights is ambiguous. • Unclear if it includes rooftop plant, overruns etc. Rooftops and plants should be able to exceed building height. • Building heights should be measured by number of storeys, not metres. <ul style="list-style-type: none"> - Office buildings require higher floor to floor heights than other uses, such as residential hotels. - Measurement in metres may discourage generous floor-to-floor heights or limit uses. Lower floor to floor heights can reduce internal amenity for commercial occupants. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Changes proposed. • Delete the reference to ‘overall’ heights in the UDF and replace with ‘maximum’. • Include criteria for the assessment of building heights that exceed the preferred height. <p>Response and discussion:</p> <ul style="list-style-type: none"> • The term ‘overall’ has been deleted in the revised UDF. Consistent with other built form controls in Yarra, building heights will be measured to the roof. Plants, solar panels, lift overruns etc can exceed this height subject to conditions. • The proposed built form provisions provide clarification on elements of a building that are excluded. These include service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, structures associated with pedestrian access, green roof areas and other such equipment. • These parts of a building may exceed the height under the following criteria:

Feedback and key issues raised	Officer response
<p><u>Definition of mid-rise development</u></p> <ul style="list-style-type: none"> The UDF should provide a definition of mid-rise development. <p><u>Criteria for exceeding preferred heights</u></p> <ul style="list-style-type: none"> Commercial landowners commented if heights are discretionary, applications for non-conforming developments should demonstrate benefits (design quality, public realm outcomes, ESD outcomes etc.) 	<ul style="list-style-type: none"> The equipment/structures extend no higher than 3.6 metres above the maximum building height Less than 50% of the roof area is occupied by the equipment /structures (other than solar panels and green roofs) The equipment and/or structures do not cause additional overshadowing at the September Equinox of secluded private open space to residential land, opposite footpaths, kerb outstands, or planting areas in the public realm. This is higher than 2.6m height applied in activity centres as it is recognised taller services are required in commercial developments. <p><u>Criteria for exceeding preferred heights</u></p> <ul style="list-style-type: none"> Criteria to assess preferred heights have been included in the revised UDF and proposed planning controls to guide the circumstances when proposals can exceed the preferred heights. The following criteria are proposed: <ul style="list-style-type: none"> Satisfy the design objectives and the relevant design requirements outlined in the planning controls Achieve design excellence by: <ul style="list-style-type: none"> Providing greater building separation than the minimum requirement Providing a safe and generous ground level setbacks and publicly accessible spaces to enhance the public realm and accommodate building entrances, spaces for outdoor dining, landscaping or street level bike parking Achieving excellence for environmentally sustainable design measured as a minimum BESS project score of 70% Avoiding additional overshadowing of residentially zoned properties Retaining and incorporating an identified character building within the design of a future building Providing end-of-trip facilities, including secure bicycle parking, locker and shower facilities and change rooms. <p><u>Heights in metres vs storeys</u></p> <ul style="list-style-type: none"> The DDOs use metres rather than storeys in line with <i>Planning Practice Note 60: Height and setback controls for activity centres</i>. The UDF uses storeys and metres to ensure the document is easier for the community to follow. The proposed heights assume 4 metre floor to floor heights.

Feedback and key issues raised	Officer response
	<p><u>Definition of mid-rise</u></p> <ul style="list-style-type: none"> • The term mid-rise is relative rather than prescriptive. It includes a range of heights appropriate to the physical and strategic context of the location. • Council has not adopted a standard definition that would apply across the whole of the municipality, as the expectation of height and scale varies between areas. • In the Cremorne context, mid-rise generally means between 5-10 storeys. • The draft UDF and proposed planning controls will help define the term through the height controls that apply.
<p>Mandatory vs discretionary built form controls</p> <ul style="list-style-type: none"> • Varying opinions on whether height and overshadowing controls should be mandatory or preferred. <ul style="list-style-type: none"> - Commercial landowners/ developers support discretionary controls as they allow for design innovation. - Multiple commercial landowners consider mandatory solar access controls will hinder development. - Community members /residents considered building heights and setbacks should be mandatory. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • The following provisions are proposed in the draft UDF as mandatory controls: <ul style="list-style-type: none"> - overshadowing of the Cremorne Street, Church Street and Balmain Street footpaths and plaza - views to the Nylex and Slade Knitwear signs - upper level setbacks of properties behind the Slade Knitwear sign - street setbacks on Cremorne Street. • All other provisions are proposed as discretionary (preferred). • Building heights have not been proposed as mandatory heights however criteria have been developed to guide when additional heights might be appropriate.
<p>Interim controls and transitional provisions</p> <p><u>Interim controls</u></p> <ul style="list-style-type: none"> • Residents support Council progressing interim planning controls to guide development in the area. • Concerned about delays and the erosion of the intentions in the UDF e.g. solar access. • Interim planning controls not supported by most respondents with development interests. They will limit the ability for landowners to develop their sites and may halt development as an Enterprise Precinct. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <p><u>Interim controls</u></p> <ul style="list-style-type: none"> • Interim built form controls are proposed to be applied. They are necessary to address development pressures and realise important public realm outcomes while the permanent controls are being progressed. • Landowners and the wider community will have the opportunity to comment on the permanent controls through a draft amendment process.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> • However, one commercial landowner supported interim controls due to development pressure. They noted otherwise new large scale development will continue to set the benchmark. • Another landowner supported the application of interim controls on strategic sites. <p><u>Transitional provisions</u></p> <ul style="list-style-type: none"> • A number of commercial landowners also commented that if interim controls are put in place there needs to be transitional provisions for existing permits / applications made prior to approval date. • They are necessary to ensure development applications are appropriate, given the time it will likely take to have the planning scheme amended. 	<ul style="list-style-type: none"> • Interim controls are not proposed to be applied to strategic sites. Detailed built form work for these sites has been undertaken to underpin provisions. However planning policy implementing the design objectives in the UDF is proposed to provide guidance for the development of these sites. <p><u>Transitional provisions</u></p> <ul style="list-style-type: none"> • Transitional provisions have been considered but are not contemplated for this amendment. • Transitional provisions are inconsistent with the nature of UDF and the direction of the future planning scheme amendment. The purpose of the interim controls is to provide a framework for development while a process to implement permanent controls is underway. This is to ensure development does not undermine the strategic direction that informs the planning controls. • The absence of transitional provisions does not prevent an existing planning permit application being amended.
<p>Street wall heights and active frontages</p> <p><u>Street Wall Heights</u></p> <ul style="list-style-type: none"> • Some respondents suggested lower street wall heights for some locations: <ul style="list-style-type: none"> - A maximum street wall height of 8m on narrow streets such as Dover, Gwynne, Stephenson and Green to protect the unique nature of this area. - A maximum street wall height of three storeys on Pearson Street. [NOTE- Four and three storey street walls are proposed on Pearson Street. Four storeys where the 40m height applies, three storeys to the remainder of the street.] • Concerns from commercial landowners that the proposed street wall heights: <ul style="list-style-type: none"> - are overly conservative and do not reflect existing development 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Change proposed. • Additional provision included that provides a floor area limit for services on the ground floor. • Recommendation that substations should be located below ground has been amended to recognise this should be where possible. <p>Response and discussion:</p> <ul style="list-style-type: none"> • The draft UDF includes a series of built form recommendations to manage the presentation of new development at the street level. This will include the location of building services, building design requirements and encouraging active frontages. <p><u>Street Wall Heights</u></p> <ul style="list-style-type: none"> • The street wall heights in the draft UDF are based on detailed analysis from an urban design and heritage perspective – particularly the varying street widths in Cremorne. • Many of the streets within Cremorne are between 6m and 13m wide. The proposed street wall height of three storeys (12m) responds to these narrow streets in Cremorne and aims to create a comfortable and human scale experience on the streets. A three storey street wall also applies to lower scale buildings in the side streets to create a transition to the residential areas.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - lack strategic rationale - do not take account of larger sites where it is appropriate to provide greater street wall heights and hinder them from achieving their full development potential. • Specific locations where commercial landowners did not support the proposed street wall heights include: <ul style="list-style-type: none"> - Cremorne West Precinct generally - Church Street, Balmain Street, Cubitt Street, Green Street and Gwynne Street - Increase the street wall height from three to four storeys on to allow for innovative design and design opportunities. [NOTE- A four storey street wall is proposed on Church Street not three storeys.] • A further suggestion was that instead of definitive controls, street wall heights should be site-responsive, particularly for larger development sites. • The UDF should provide guidance on how applicants should manage the transition of street wall heights between Church Street and adjacent side streets. <p><u>Active frontages and building services</u></p> <ul style="list-style-type: none"> • 46% of respondents to the survey selected the action that <i>'buildings are well designed at street level'</i> in their top 5 actions (from the list of 10). • One submitter commented on the recommendation that substations should be located below ground. This should be "when possible" given the substation locations are determined by the power authority. 	<ul style="list-style-type: none"> • Street wall heights of four storeys (16m) are proposed on wider streets such as Cremorne Street and Church Street. • Some areas may include two storeys, which are to ensure heritage buildings are retained and adjacent sites respond appropriately. • The street wall heights, combined with upper level setbacks and maximum building heights also help maintain solar access to these key streets. • The proposed street wall requirements are preferred (discretionary) requirements. A permit can be granted to exceed the requirements set out in the Design and Development Overlay (DDO). This provides flexibility to respond to local context and unique conditions of a site or an area. <p><u>Active Frontages and services</u></p> <ul style="list-style-type: none"> • Active frontages are crucial to add interest, vitality and safety to streets, while helping to encourage walking. Building frontages are to have openings, articulated facades and limited blank walls. Internal uses should be visible from the street. • The ground floor of buildings should minimise the impact of inactive uses such as carparking and servicing, especially on sites with narrow frontages. • The draft UDF includes a series of recommendations to ensure new buildings create active frontages. • New buildings will need to provide a high level of detail and building services should be located off the main street and their impacts minimised. • Changes to the recommendations around services are proposed: <ul style="list-style-type: none"> - A new provision has been added that states that ground floor services, including waste, loading and parking access should occupy less than 40 percent of the ground floor area of the site area. - The recommendation that substations should be located below ground has been amended to recognise this should be where possible.
<p>Street and ground floor setbacks</p> <ul style="list-style-type: none"> • 60% of respondents to the survey selected the action that <i>'buildings are setback from the street to provide</i> 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Changes proposed.

Feedback and key issues raised	Officer response
<p><i>more space for building entrances, pedestrians, landscaping and outdoor dining</i> in their top 5 actions (from the list of 10).</p> <ul style="list-style-type: none"> • Similar feedback for support for ground level setbacks was received in written submissions and meetings with Council officers. • Requiring greater setbacks on sites with wider frontages was also supported. • Multiple respondents called for street setbacks to be applied more comprehensively and/or increased: <ul style="list-style-type: none"> - Along north south streets (e.g. Dover, Cubitt, Gwynne and Stephenson Streets) - On Church Street to retain prominence of the Former Bryant & May factory building when looking south on Church Street towards it. - On Church Street the depth of sites lend themselves to accommodating greater street setbacks to offset potential shadow and visual bulk implications of taller buildings on Church Street. - Heritage Victoria proposed an increase the 6m minimum ground floor setback from Cremorne Street to 10 metres on BKI site. • Other respondents did not support the proposed setbacks. They considered the setbacks overly conservative, would restrict development on constrained sites and do not reflect existing development throughout Cremorne. • Locations where the proposed setbacks were not supported, included: <ul style="list-style-type: none"> - 3m setback on the western side of Cremorne Street. Submitters commented that the existence of residential development, narrow commercial sites, 	<ul style="list-style-type: none"> • Expand the proposed built form controls in the UDF and DDOs to encourage building setbacks for all sites across Cremorne (rather than being limited sites with large frontages or located Cremorne Street). • Include increased building setbacks as a criteria to consider buildings that exceed a preferred height. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Full building or ground floor setbacks will provide opportunities to enhance the public realm. Larger sites in particular, provide an opportunity to create ground floor setbacks to create a transition between the public realm and the private realm. These transition areas could be used for landscaping and seating, outdoor dining and bike parking and create attractive and useable spaces. • The draft UDF currently includes recommendations to apply building setbacks to: <ul style="list-style-type: none"> - Cremorne Street (mandatory requirements) - Sites with a frontage greater than 30 metres. • Opportunities to expand the public realm through inset building entrances and integrated seating are also encouraged throughout Cremorne. • Cremorne Street is identified as one of two key activity spines providing an activated and leafy pedestrian and cycle friendly spine. The proposed setback reinforces this outcome. • Submissions and responses to the survey have identified a desire to expand opportunities for building setbacks to enhance the public realm. • The built form recommendations in the UDF and proposed provisions in the DDOs controls have been expanded to encourage building setbacks for all sites across Cremorne (rather than being limited sites with large frontages or located Cremorne Street). • Incorporating ground floor setbacks as part of a design is also included as one of the criteria for proposals which exceed a preferred height.

Feedback and key issues raised	Officer response
<p>and approved development with lesser or no setbacks removes the ability to successfully implement a setback.</p> <ul style="list-style-type: none"> - 6m landscaped setbacks along Balmain Street and Chestnut Street for the Bryant and May Strategic Site. • Others considered setbacks should be assessed on a case-by-case basis instead of prescriptive controls to allow a more site responsive approach. Some respondents preferred this approach for larger sites. 	
<p>Building Separation</p> <ul style="list-style-type: none"> • Concerns were raised from commercial landowners that the proposed building separation provisions: <ul style="list-style-type: none"> - Was overly conservative and would result in highly restrained development. - Questioned whether modelling has been done. • Development should consider the development on adjoining sites. There is no need to setback upper floors/separate buildings on sites if an adjoining developments overall height is an equivalent height to the maximum boundary wall height provisions proposed in the UDF. • A commercial landowner suggested the 3 metre setback above any side and rear boundary height should be tempered by the site interface and amended to a range of 1-3m. • The issue of blank walls on boundaries was raised as a problem in feedback and noted many examples of precast walls throughout Cremorne. Recommended buildings be setback and better design provisions be introduced. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Change proposed. • Update the built form recommendations in the UDF and proposed built form controls DDOs to limit boundary wall development to one side for buildings with a frontage less than 20m. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Adequate building separation distances are required to ensure that good levels of daylight and sunlight enters buildings. It also ensures that an outlook is provided from within buildings to connect occupants to the outside world and that privacy between neighbouring buildings is managed. • Building separation is also important to provide development equity and ensure the development of one site does not prevent the development of a well-designed building on the adjacent site. • Currently the UDF recommends, for building frontages of: <ul style="list-style-type: none"> - 20m or less, buildings may be built to the side or rear boundary under certain conditions. - Greater than 20m, setbacks are required above boundary wall height. • Buildings on narrow sites may be built to the boundary in some circumstances where they avoid creating blank unarticulated walls and a continuous wall of buildings. • Changes are proposed to the built form controls for narrow sites i.e. less than 20m wide. To avoid the creation of a wall of buildings, buildings will be permitted to build to one boundary only. • The draft UDF recommends avoiding blank walls visible from the public realm. Where a solid external wall is unavoidable, walls should be detailed and include articulation to provide for visual interest.

Feedback and key issues raised	Officer response
<p>Upper Level Setbacks</p> <ul style="list-style-type: none"> • There was support minimum upper level setbacks provisions, however greater discretion should be built into the controls to allow for innovative architectural/design elements to encroach into the setback requirements. • A concern from a commercial landowner that the UDF's proposed upper level setbacks unreasonably compromise the development potential of the site. • Several respondents called for changes to upper level setbacks: <ul style="list-style-type: none"> - Balmain Street – Reduce the proposed 15m setback. It is unnecessary to prevent overshadowing. Can achieve same outcome with less restrictive requirement. - Pearson Street – Apply a 3m upper level setback. - Balmain Street (east of underpass) – Reduce setbacks to 1-3m consistent with an existing permit. - Cremorne West Precinct – Reduce setbacks from 3m and 5m to 3m (excluding architectural/design elements) • Yarra's Heritage Advisory Committee commented on the importance of setbacks and separation around heritage buildings to preserve the fabric. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Setting back upper levels, above the street wall, provides a clear delineation between the street wall and upper levels. They also help to reinforce a comfortable scale for pedestrians at street level while ensuring access to daylight and • Upper level setback requirements play an integral role in both maintaining the visual prominence of heritage and fine-grain streetscapes and supporting development where a new streetscape is sought. • An appropriately balanced approach that ensures that upper level development does not overwhelm heritage buildings or the heritage and fine-grain streetscapes while allowing for a taller new consistent street edge in areas of change. • Balmain Plaza is identified as a key location within the Cremorne UDF and plays an importance place and movement role within Cremorne. The upper level setbacks for properties immediately north of the Balmain Plaza ensure the Plaza is not overshadowed. The mandatory overshadowing requirement that applies to the southern portion of the plaza has also been applied for consistency.
<p>Impacts on the public realm</p> <p><u>Overshadowing of footpaths</u></p> <ul style="list-style-type: none"> • 62% of respondents to the survey selected retaining 'sunlight to footpaths on key pedestrian streets such as Cremorne, Church and parts of Balmain Street' in their top 5 actions (from the list of 10 in Theme 5). 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <p><u>Overshadowing of footpaths</u></p> <ul style="list-style-type: none"> • The protection of sunlight to key footpaths is considered very important to retain quality public spaces to ensure 'life and attraction' at the street level for residents, workers and visitors.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> • Some comments that winter controls should be applied to prevent overshadowing of Church Street and other streets in winter. • Submissions were made from several commercial landowners who did not support the proposed overshadowing provisions: <ul style="list-style-type: none"> – Change the 10am-2pm time of the spring equinox footpath shadow control on Church Street to 10.30am-1.30pm to better align with existing shadows (and resulting building heights) and the lunchtime period of the day. – Mandatory controls (i.e. overshadowing) are not justified. Make overshadowing controls discretionary rather than mandatory as the proposed controls unreasonably limits development potential without significant merit or benefit. – A site-responsive approach to overshadowing controls. – Built form controls proposed as part of the UDF obviate the need for shadow controls. – The solar access/overshadowing provisions are overly restrictive, specifically the requirements to protect residential front gardens in part of Balmain Street. <p><u>Wind</u></p> <ul style="list-style-type: none"> • 43% of respondents to the survey selected avoiding ‘potential wind effects from taller developments’ in their top 5 actions (from the list of 10 in Theme 5). • Concerns that increasing building heights will create wind. 	<ul style="list-style-type: none"> • Mandatory controls apply preventing the overshadowing of the footpaths of Cremorne Street and Church Street for 3 hours between 10am and 2pm at the Spring Equinox. • The application of the mandatory requirement preserves solar access and amenity to the primary street within the precinct. • Overshadowing protections also apply to Balmain Street. Balmain Street is a key east-west pedestrian corridor in Cremorne. The standards along Balmain Street vary depending on the context. • The built form recommendations to apply to whole of the footpath rather than a distance of 3m from the kerb. Metric used (e.g. 3.0 metres from the kerb) allows for a significant encroachment zone for overshadowing. This is particularly problematic in Bridge Road and Victoria Street where footpaths vary greatly in width. This metric would mean that narrower footpaths could be completely overshadowed at specific times. Swan Street (C191) seeks to protect the full width of the footpath by using the following metric, ‘from the property boundary to the existing kerb’ to reflect the current width at the point of measure. • The overshadowing requirements were tested and generally are achievable with the building heights specified in the proposed DDOs. Noting that where developments seek to exceed maximum preferred heights, upper levels may need to be set back. Additional upper level setbacks above the street wall may also be necessary. • The use of the Spring Equinox to measure overshadowing aligns with current policy in the planning scheme at Clause 22.10 – Built Form and Design Policy and 22.12 – Public Open Space Contribution and proposed updated policy in Clause 15.01-1L Urban design in Amendment C269yara. <p><u>Wind</u></p> <ul style="list-style-type: none"> • The wind impacts of development are considered in the UDF and are included in the draft DDOs. • Objective 5.1 of the UDF includes a built form recommendation: <i>To deliver comfortable wind conditions in the public realm of Cremorne</i>. The draft UDF is proposes development over 15 metres in height will be required to be accompanied by a wind study analysis to assess the impact of wind on the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing. • This is consistent with the approach taken in other built form controls in Yarra. • This requirement will be included in the draft Design and Development Overlays.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> Ensure development is appropriately setback to avoid wind tunnels. 	
<p>Amenity impacts – Residential precincts</p> <ul style="list-style-type: none"> Respondents were concerned about the impacts of development on residential amenity. 64% of respondents to the survey ranked protecting the ‘amenity of properties in Cremorne’s residential precincts by minimising overshadowing, overlooking and building bulk’ as one of their top 5 actions (out of a list of 10 in Theme 5). This was the most highly ranked action in Theme 5. Some submissions from commercial landowners considered the proposed provisions too onerous. Responses from residents and community groups considered: <ul style="list-style-type: none"> the proposed built form controls need to ensure that buildings do not overshadow residential properties. prevent overshadowing during winter months and not just in September. encourage less high rise development and increase the amount of low rise residential development throughout Cremorne. extend the 45 degree angle line for the building envelope further back to prevent overshadowing from taller buildings more than 12m from the boundary. Commercial landowners commented the: <ul style="list-style-type: none"> solar access/overshadowing provisions are overly restrictive, specifically the requirements to protect residential front gardens on Balmain Street. 	<p>Recommended position:</p> <ul style="list-style-type: none"> No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> The <i>Cremorne Built Form Review</i> (Hodyl & Co), which underpinned Theme 5 of the draft UDF undertook: <ul style="list-style-type: none"> An analysis of development applications to identify transition issues and to determine an appropriate design response at sensitive interfaces. Built form modelling to test solar impacts and to determine the appropriate built form typology to respond to the urban structure of Cremorne. The built form recommendations addressing residential amenity will be implemented through new schedules to the Design and Development Overlay (DDO). Sites adjacent to residential neighbourhoods have a lower height compared to other areas within Cremorne. Maximum heights of 20 metres/5 storeys apply in conjunction with interface controls. These will ensure amenity impacts on surrounding areas are appropriately managed, and cover overlooking, overshadowing and visual bulk. Interface provisions require development adjacent to residential properties have a maximum boundary wall height of 8m (2 storeys) with ground floor and upper level setbacks. Upper levels must be set back behind a 45 degree angle measured for 12m from the top of the interface wall height (8m). This will ensure adjacent properties are not unduly overshadowed. It is not recommended that the 45 degree angle is continued beyond 12m. The proposed approach which limits the depth of 45 degree angle to 12m is an appropriate measure that balances development outcomes while reducing impacts to residential properties adjacent to commercial areas. Different interface controls apply depending on whether properties directly abut a residential property and when a laneway separates the properties. A 3m ground floor setback is proposed for properties directly abutting residential. Upper level setbacks are the same for both direct abuttal and laneway interfaces.

Feedback and key issues raised	Officer response
<ul style="list-style-type: none"> - overshadowing requirements should be amended to mainly ensure the protection of residential amenity, rather than both residential and commercial amenity. - setback expectations for developments adjacent to residential zones should be less than ResCode Standard B17, not greater. 	<ul style="list-style-type: none"> • Along with specific height and interface controls, the proposed DDOs includes a range of policy provisions to manage impacts on residential neighbourhoods. These deal with design aspects of new buildings that cannot be as easily measured in a quantitative manner. • The proposed DDO includes mandatory controls to manage overshadowing of the front gardens of residential properties on the southern side of Balmain Street between Cremorne Street and Gwynne Street. This is in recognition of the narrowness of Balmain Street in this location, the existing extent of overshadowing of the footpath and a precedent set by a proposed development at 25 Balmain Street. • It is not recommended that overshadow controls are measured at the winter solstice. It is a common approach in the Victorian Planning System to use the September Equinox to measure overshadow impacts. Residential planning controls (ResCode) also use the September Equinox as the measure for residential development. If a winter solstice was used it would result in dramatic reduction in height to comply. This would be inconsistent with both State and Local Planning Policy that identify Cremorne as a region of commercial significance.
<p>Amenity impacts – Residential properties within the Commercial 2 Zone</p> <ul style="list-style-type: none"> • Some comments were received from residents living in the Commercial 2 Zone, other comments were from commercial landowners. • The mix of commercial and residential within Cremorne is causing issues and concerns for residents: <ul style="list-style-type: none"> - Excessive noise from music and parties on commercial rooftops is impacting existing residents. - Construction noise is also a strong concern. Concerns that current development not complying with noise regulations / permits. Has impacts on adults and children – potential health issues such as hearing loss. • The amenity for existing residents needs to be given greater consideration by not allowing residential to be rezoned to commercial. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Commercial 2 zoned land allows a range of commercial and light industrial uses are to be located. Dwellings (other than caretaker’s dwellings) are prohibited in this zone. • Even where existing use rights are established for dwellings, these dwellings are not afforded the same level of amenity protection as dwellings within a residential area. • The decision guidelines for buildings and works in Clause 34.02 do not refer to consideration of impacts on residential uses more generally but rather of the interface with adjoining zones, especially the relationship with residential areas. • Various VCAT decisions also confirm this approach. • Residential amenity considerations are not irrelevant; however, expectations need to be tempered against the purpose of the Commercial 2 Zone which does not include providing for residential use. • Non-conforming residential uses cannot expect the same level of amenity as a dwelling within a residential area. Application of policies to protect their amenity to a standard associated with residential areas would result in an unreasonable limitation of the development potential of the subject site.

Feedback and key issues raised	Officer response
	<ul style="list-style-type: none"> The vision for the area under the current zoning and Council’s strategic planning is for increased development to contribute to accommodating employment growth, supporting economic viability and enhancing the industrial precinct. Considerations of amenity must be limited to the impact of the proposed built form as the proposed land uses are as-of-right, including overlooking, overshadowing, noise, fumes and air emissions, light spillage, waste management and other operational disturbances that may cause unreasonable detriment to the residential amenity of nearby residential properties.
<p>Heritage</p> <ul style="list-style-type: none"> Feedback was received from one owner of heritage property in Yarra Street and from owners of three of the strategic sites. See Strategic Sites. There was support in the survey and other feedback for sensitive heritage redevelopment to protect the existing residential and commercial heritage fabric of Cremorne. Heritage and contemporary infill building form should be balanced. 47% of respondents to the survey selected ensuring <i>‘new development is respectful of Cremorne’s existing heritage buildings’</i> in their top 5 actions (from the list of 10 in Theme 5). Council’s Heritage Advisory Committee noted the importance of guidelines for redevelopment of heritage places. Implement built form controls for buildings located across from heritage buildings to preserve the prominence of heritage buildings. The history and heritage of Cremorne needs to be recognised and preserved through the UDF. E.g. Incorporating the history of the Sutherland Family who produced vinegar, cordials and pickles in Cremorne into revitalisation through plaques, signage and murals, so 	<p>Recommended position:</p> <ul style="list-style-type: none"> Change proposed. Under Objective 5.4, include a new action to undertake an archaeological survey and update the document to reflect the additional action. <p>Response and discussion:</p> <ul style="list-style-type: none"> While there are relatively few heritage buildings and places in Cremorne, many are located on corners and have prominent positions on the street. The proposed built form controls are designed to ensure heritage buildings retain their prominence. The draft UDF includes design responses that are tailored to the specific characteristics of the different building typologies are required. Specific metrics have been developed to help retain the identified original fabric of the buildings, including the principal façade, primary roof form and chimneys. The proposed built form controls also apply to sites adjacent to the heritage buildings and places to ensure an appropriate transition to the heritage building and its setting. <p><u>Sites on the Victorian Heritage Register</u></p> <ul style="list-style-type: none"> See Strategic Sites. <p><u>Historical archaeological assessments</u></p> <ul style="list-style-type: none"> The Victorian Heritage Inventory is a list of about 6,500 known historical archaeological sites. Currently Heritage Victoria identifies historical archaeological assets on a place by place basis as evidence arises. Two sites in Cremorne are currently on the inventory – the Riverside Inn, Harcourt Parade and Punt Road and 66-88 Green Street. Other historical archaeological sites in Cremorne would relate to its many phases of activity – e.g. Cremorne Pleasure Gardens, the asylum, pubs, industrial complexes and areas of dwellings/cottages.

Feedback and key issues raised	Officer response
<p>that the community can be aware and proud of their history was identified.</p> <p><u>Sites on the Victorian Heritage Register</u></p> <ul style="list-style-type: none"> See Strategic Sites. <p><u>Historical archaeological assessment</u></p> <ul style="list-style-type: none"> Heritage Victoria suggested Council should undertake a historical archaeological assessment. Cremorne has the potential to contain historical archaeological sites that are relevant to various phases of activity in the area. 	<ul style="list-style-type: none"> All historical archaeological sites are protected by law. Approval from Heritage Victoria needs to be provided to disturb a site. Aboriginal archaeological sites are protected under the <i>Aboriginal Heritage Act</i>. Action 14 of Council's <i>Heritage Strategy</i> recommends that Council 'Develop a strategic approach for a municipal archaeological review'. The purpose would be to develop a strategic approach to identifying sites of potential archaeological significance. It is recommended that the UDF includes an action to undertake an archaeological survey to identify sites of potential historical archaeological significance. This could provide a pilot for a broader municipal approach. This would be in the form of a desktop survey and would make a representative selection, based on levels of historical significance and likely condition/intactness.
<p>Character buildings</p> <ul style="list-style-type: none"> 48% of respondents to the survey selected retaining 'character buildings (buildings that are not heritage protected but give the area its character)' in their top 5 actions (from the list of 10 in Theme 5). No comments were received about character buildings or owners of sites as they were not identified in the draft UDF. 	<p>Recommended position:</p> <ul style="list-style-type: none"> Changes proposed. Update text in Objective 4.3 and maps in the UDF to include the proposed character buildings. Identify character buildings in the proposed DDOs, including a provision to retain and reuse them as part of any redevelopment. <p>Response and discussion:</p> <ul style="list-style-type: none"> Character buildings include pubs, factories, warehouses and offices which are not protected through the heritage controls in the planning scheme but contribute to Cremorne's visual identity and character. The draft UDF provides criteria to help identify character buildings but did not identify them. 44 character buildings have now been identified using the criteria outlined in the draft UDF. The draft UDF and proposed planning controls seek to ensure the retention and reuse of these buildings as part of any redevelopment. An additional requirement has been added to ensure a retention and refurbishment plan is provided during the application process.
<p>Views to landmarks</p> <ul style="list-style-type: none"> 43% of respondents to the survey selected protecting 'views to important municipal landmarks such as Slade 	<p>Recommended position:</p> <ul style="list-style-type: none"> No changes proposed. <p>Response and discussion:</p>

Feedback and key issues raised	Officer response
<p><i>Knitwear sign and Nylex sign</i> in their top 5 actions (from the list of 10 in Theme 5).</p> <ul style="list-style-type: none"> No specific comments were made on views to the two landmarks identified in draft UDF. Heritage Victoria made comments on views to the Bryant and May chimney and clocktower and views to the former Cremorne Primary School on the Bendigo Kangan site. See Strategic sites. 	<ul style="list-style-type: none"> Cremorne includes two significant signs (identified as Municipal Landmarks); the Nylex Sign included on the state heritage register (Richmond Maltings, Gough Street) and the Slade Knitwear Sign (Dover Street). Views to these landmarks are important to reinforce a sense of place, retain important historic reference points and enrich the experience of residents and visitors within Cremorne and Yarra. Mandatory controls are proposed to protect the views to the signs from identified locations. This aligns with the approach taken to landmarks in other built form controls in Yarra. In the case of the Slade Knitwear sign, mandatory upper level setbacks have been applied to ensure blue sky is retained behind the sign. Note: The Slade Knitwear sign has been dismantled due to safety reasons. Council is continuing conversations with the owner of the site to have the sign restored and reinstated. <p><u>Other landmarks</u></p> <ul style="list-style-type: none"> However, views to the Bryant and May buildings and its clocktower and chimney are noted from Chestnut Street and along Church Street are included as Design Objectives for the Bryant and May Strategic Site and the site to the north at 534 Church Street. These views are identified in the Statement of Significance for the site. No work has been undertaken to determine views to other landmarks in Cremorne. Additional work would need to be undertaken to determine other views to landmarks.
<p>Impacts on the Yarra River</p> <ul style="list-style-type: none"> Some respondents commented on the importance of protecting the Yarra River from the impact of development. Another considered there should be a requirement for Traditional owners to be consulted regarding the visual impact to the Yarra River. Other respondents supported reconnecting Cremorne to the Yarra River and improving access. (See Theme 4 – Connections to the Yarra River.) 	<p>Recommended position:</p> <ul style="list-style-type: none"> No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> Design and Development Overlay 1 – Yarra (Birrarrung) River Corridor (DDO1) applies to specific sites in Cremorne in the C2Z – including 658 Church Street Strategic Site, 167 Cremorne Street Strategic Site, the Rosella Strategic Site, 1-3 Gough Street and 449 Punt Road. DDO1 was introduced to ensure new development near the Yarra River was managed. It requires new development to be setback from the banks of the Yarra River and heights are stepped back to reduce visual bulk, overshadowing and light spill. SLO1 - Yarra (Birrarrung) River Corridor Environs also applies to specific sites in Cremorne in the C2Z– including 658 Church Street Strategic Site and the Rosella Strategic Site.

Feedback and key issues raised	Officer response
	<ul style="list-style-type: none"> • It requires the retention of vegetation that contributes to the character of the Yarra River and to manage development so that it doesn't impact on important vegetation along the River. • SLO1 and DDO1 do not specify any requirements for consultation with traditional owners. • In 2022, the State Government released the <i>Yarra Strategic Plan – Burndap Birrarung burndap umarkoo</i> to give effect to the community's long-term vision for the Yarra and support collaborative management of the river and its lands. The plan was developed and will be implemented by the State Government agencies and Traditional Owners of the Birrarung. • Land within 200m of Birrarung is identified as an 'area of cultural heritage sensitivity'. Proposals to construct or carry out ground disturbing works in these areas will require cultural heritage advice. A cultural heritage management plan may be required which would need to be prepared in collaboration with the traditional owners under the <i>Aboriginal Heritage Act</i>. • A built form recommendation in the draft UDF requires the consideration of the visual impacts of development on and from the river. This has been included in proposed planning policy. • See Theme 4 – Reconnecting Cremorne with the Yarra River.
<p>Access to buildings</p> <ul style="list-style-type: none"> • Council's Disability Advisory Committee (DAC), Active Ageing Committee (AAC), Business Advisory Committee (BAC) and respondents to the survey commented on the accessibility of businesses and buildings in Cremorne. Every property should be accessible by a person using a wheelchair. • A suggestion was made to investigate grants to improve accessibility such as transforming entries so they are step free. • There was also a comment that accessibility needs to be considered beyond purely movement around the space. For disabled people to be able to work in the enterprise/commercial precinct, ventilation and COVID transmission especially in lifts on multi-storey buildings must be considered. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Accessibility in the built environment means designing and buildings that are suitable for any occupant, regardless of their age or ability. Ensuring access to premises are accessible is an important issue but beyond the scope of the UDF. • Section 23 of the DDA makes it unlawful to discriminate against another person on the ground of the person's disability in relation to access to, or use of, premises. As a result, any new and existing buildings undergoing building work must comply with the Access Code in Schedule 1 of the Premises Standards. Existing premises should also comply.

Strategic sites

Feedback and key issues raised	Response
<p>Level of development</p> <ul style="list-style-type: none"> The draft UDF identifies strategic sites which present development opportunities. Heritage Victoria supports master planning of these sites but is concerned that sites on Victorian Heritage Register (VHR) are not appropriate for intensive development. 	<p>Recommended position:</p> <ul style="list-style-type: none"> Change proposed. The UDF will be updated to reflect that there may be lower development expectations for strategic sites with heritage places on the Victorian Heritage Register. <p>Response and discussion:</p> <ul style="list-style-type: none"> Further strategic work will be undertaken with landowners and Heritage Victoria, where sites are on the Victorian Heritage Register, to inform more detailed master planning of the sites. NOTE – Some of the changes sought by Heritage Victoria for specific sites are considered too detailed for inclusion in the UDF and proposed planning policy. Detailed testing has not been undertaken in relation to some of the issues raised. These detailed issues could be addressed through a master planning process and through the heritage permit process required for places on the VHR. As a result, changes to the Design Objectives are proposed to highlight the issue without being prescriptive.
<p>Through site linkages and open space</p> <ul style="list-style-type: none"> Consultation with owners should take place about proposed locations for open space and through site linkages. 	<p>Recommended position:</p> <ul style="list-style-type: none"> No change proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> The location of through site linkages and open space are indicative and would be considered as part of the master planning process. Commercial landowners were consulted on the draft UDF and will have the opportunity to further comment on the updated UDF and planning provisions and policy.
<p>Bendigo Kangan Institute – Strategic site</p> <ul style="list-style-type: none"> No formal submission was received from the Department of Education and Training or BKI itself. 70% of survey respondents strongly supported or supported the vision for BKI in the draft UDF. 	<p>Recommended position:</p> <ul style="list-style-type: none"> Changes proposed. New Design Objectives are proposed to address some of the comments made by Heritage Victoria. These include:

Feedback and key issues raised	Response
<ul style="list-style-type: none"> ● A submission was received from Heritage Victoria concerning the former Cremorne Primary School which is on the Victorian Heritage Register. ● The submission sought: <ul style="list-style-type: none"> – Greater front setbacks to the street around the former school – increase proposed 6m setback to 10m and the application of a setback on Dover Street. – Clearly defined heights to retain the prominence of the school (especially north of the school to provide a transition), including the application of a maximum height of no higher than the heritage buildings. – Northern portion of the site - provide a transition between the 8 storey development and the school e.g. two-three storeys above the heritage buildings to ensure no impact on roof and skyline views. (Testing would be required.) – Removal of the contemporary connections to the heritage buildings to recover the school buildings as free-standing. ● Heritage Victoria supports: <ul style="list-style-type: none"> – The proposed east-west links and open space to provide a setting for the school building and provide space around it. – Adaptive reuse for educational purposes as it is compatible with its historic use. ● Other respondents to the survey suggested specific uses for the BKI site, including: <ul style="list-style-type: none"> – Developing a community space on the site with indoor space and outdoor green space 	<ul style="list-style-type: none"> – Providing a transition in height on the northern portion between the broader Cremorne West Precinct and the former Cremorne Primary School. – In addition to a setback on Cremorne Street, providing a setback on Dover Street to retain the prominence of the school buildings in the streetscape. <p>Response and discussion:</p> <ul style="list-style-type: none"> ● Planning controls do not apply to the BKI site as the land is owned by the Department of Education and is exempt from the planning controls. However, the inclusion of the Design Objectives in the UDF and planning policy is considered helpful to guide future development. ● Council will liaise with Department of Education and Bendigo Kangan Institute on the future development of the site. <p><u>Building heights in relation to the former Cremorne Primary School</u></p> <ul style="list-style-type: none"> ● The application of an overall building height is not supported given the lack of further modelling and the fact planning controls would not apply to the site. As with other sites, officers consider this could be addressed through any master planning for the site. An existing design objective in the draft UDF would help guide heights on the site as it seeks to retain the <i>'prominence of the former Cremorne Primary School within the site and the streetscape and views to the roofline'</i>. ● A high level design objective has been added to address the issue of the transition in heights from potentially 32m development to the north of the site to the lower school buildings. ● Heritage Victoria suggests increasing the 6m setback proposed for Cremorne Street to 10m. Further modelling is required. ● Heritage Victoria also suggested a setback to the heritage buildings on Dover Street to retain the prominence of the school from this street. The concept of a setback is supported and is proposed to be included in the design objectives, however no numeric has been developed. ● The removal of contemporary connections is considered too detailed for inclusion in the UDF. <p><u>Open space</u></p> <ul style="list-style-type: none"> ● As the BKI site is subject to Victorian Government restrictions and approvals, it should not be assumed to be available for significant public use purposes such as green space. ● Council would need to work together with the Department of Education and BKI to secure this outcome.

Feedback and key issues raised	Response
<ul style="list-style-type: none"> - Turning the site into a South Melbourne Market style food and design hub - Developing a bike repair, bike parking and bike café • A submission suggested the State Government acquire the Commercial 2 land in the middle of the site. This would enable the re-framing of heritage buildings, such as the old school, with the creation of public open space. 	
<p>Former Bryant and May – Strategic site</p> <ul style="list-style-type: none"> • 63% of survey respondents strongly supported or supported the vision for the Bryant and May site in the draft UDF. • Submissions were received from landowners and Heritage Victoria. • The landowners supported the identification of former Bryant and May site as a strategic site, however they did not support some aspects of the design objectives. • The landowners: <ul style="list-style-type: none"> - Considered there should be an expectation of taller and distinctive built forms, rather than defaulting to a standard approach for the site. - Do not support restrictive provisions. - Do not support the role of Adelaide Street as a shared zone (as it needs to accommodate services) and instead wish to develop Russell Place as a new green street. - Did not support a landscape setback on Balmain or Chestnut Streets or retention of tennis courts and pavilion. • Heritage Victoria comments included: 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Changes proposed. • New Design Objectives and edits to the existing design objectives are proposed to address some of the comments made by Heritage Victoria. These include: <ul style="list-style-type: none"> - Expanding Design Objective 1 to reference buildings and signage. - Including a new objective to develop Russell Street as a landscaped pedestrian corridor and series of public spaces with very limited or no vehicle access. - Expanding Design Objective 7 to describe expected outcomes for the Adelaide Street shared zone i.e. human scale development, consolidated vehicle entrances and generous building setbacks to enhance the public realm. - Including a new objective to design new street walls to align with the site’s heritage podiums. - Including a new objective to ensure new built form presents as well-designed companion buildings which respond to the heritage place: <ul style="list-style-type: none"> – On the northern portion of the site – the scale of new built form does not dominate the main factory building. – At the north-west corner – built form retains visual and physical permeability through the site. – On the southern half of the site – new built form is setback from Church Street and is less extensive, especially west of the pavilion. - Including the objective from the 534 Church Street Strategic Site to protect views the clocktower and chimney from Chestnut Street. <p>Response and discussion: Vision</p>

Feedback and key issues raised	Response
<ul style="list-style-type: none"> - Concern about the statement in the Vision ‘create a visually interesting skyline and streetscape surrounding the complex’. Tall buildings and highly contemporary design would compete with the heritage buildings, and their unique skyline engagement. - Concern about the reference in Design Objective 1 to ‘features’. This suggests only architectural features should be considered. Add a reference to historic signs on the buildings to ensure this element remains prominent. - Any new built form should present as a well-designed companion building(s) which defers to the heritage place. - On the northern half of the site: <ul style="list-style-type: none"> - Heights no higher than the parapet of the main factory but not to the full extent of the land. - Demolition of the non-registered 1980s buildings on site to provide a positive benefit. - Break up any building massing on the north-west corner of the site to retain views to the chimney and clock tower. (NOTE – This is not part of the registered land.) - Support demolition of non-registered 1980s buildings. This would recover the Brymay Hall, the Dining Hall and the Administration Buildings as free standing buildings. - Built form on the southern half of the site – limited capacity for additional built form. <ul style="list-style-type: none"> - Strong preference for no new built form on the land to the west of the pavilion, as this 	<p><u>Built form</u></p> <ul style="list-style-type: none"> • Detailed testing has not been undertaken in relation to some issues raised by Heritage Victoria. • Heritage Victoria’s suggestions around heights on different parts of the site have not been adopted, however changes to the Design Objectives are proposed to highlight issues and considerations and guide development without being overly prescriptive. • The addition of a design objective addressing the demolition of the non-registered 1980s buildings on site and reinstatement of the fence on the southern boundary of the site is too detailed for inclusion in the UDF and would be a consideration in any planning and heritage permits. • The addition of Design Objective 5 from the 534 Church Street Strategic Site in the design objectives for Bryant and May Strategic Site is supported to ensure consistency between sites. These views are also identified in the site’s Statement of Significance. • The concept of a transitional zone is addressed through the addition of a new design objective for 534 Church Street Strategic Site. <p><u>Open space and linkages</u></p> <ul style="list-style-type: none"> • New open space is strongly encouraged for the site. • The location of the proposed open space in the south-west corner of the site is indicative, however the suggested location helps to preserve a key view to the Bryant and May buildings. • A design objective addressing the landowner submission to re-establish Russell Street as a green street has been included. However, the proposed change to Adelaide Street are not supported. While is acknowledged that some servicing of the Bryant and May and 534 Church Street will need to occur from Adelaide Street, it is still Council’s ambition to create a more pedestrianised or shared street to link to Green Street via Adelaide Street. • Changes are proposed to Design Objective 7 to outline the built form expectations in Adelaide Street. The changes include providing human scale development and generous building setbacks to enhance the public realm and consolidating vehicle entrances and. • Bryant and May is a privately owned site. Any use of the facilities on the site would be at the discretion of the owners. However, it may be a matter the owners could consider should the site be redeveloped.

Feedback and key issues raised	Response
<p>open space is equally as important as that further to the west.</p> <ul style="list-style-type: none"> - Unlikely to support any new built form there that was larger than the existing contemporary building. - Supports reinstatement of the historic fence at this location based on evidence. - Support the proposed east-west links and proposed open space in the south-west corner of the site. This protects a significant view line from Chestnut Street where the main factory building, clock tower, chimney stack and historic signage are prominent. - Include Objective 5 from the 534 Church Street Strategic Site to ensure the clocktower and chimney remain prominent when viewed from Chestnut Street. - Create a transitional zone around Former Bryant & May site for the protection of significant landmark features of the site. • Other respondents also raised the issue of open space: <ul style="list-style-type: none"> - For example, the site needs to forego further development in favour of large green spaces, converting car park space into areas for children to play. - A further suggestion was whether the tennis courts and pavilion (part of Bryant and May) could be made available for the community. 	
<p>534 Church Street Strategic Site</p> <ul style="list-style-type: none"> • 55% of survey respondents strongly supported or supported the vision for the Bryant and May site in the draft UDF. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Change proposed.

Feedback and key issues raised	Response
<ul style="list-style-type: none"> • No landowners commented on this site. • Heritage Victoria in their submission provided comments on this site: <ul style="list-style-type: none"> - The scale of any new built form must have regard to the State heritage significance of Former Bryant and May. - Built form should be low scale and provide a transition between more intensive development to the north and the sensitive heritage place. - Future height should retain engagement of the roof of the factory building of Bryant and May with the sky. - Include a reference in the design objectives to protecting the prominence of the Former Bryant & May site as a whole, not just to the clocktower and chimney features from Chestnut Street. - Consider setbacks, including at ground level, should be considered on Church Street to retain prominence for the factory building when looking south on Church Street toward Former Bryant & May. • A nearby landowner to the south commented that the zoning at the rear of the site, currently GRZ2, should be rezoned to a commercial zone. 	<ul style="list-style-type: none"> • Update objectives have been included to clarify the design of Adelaide Street as a shared zoned. These changes align with changes to Bryant and May Design Objectives as both sites abut Adelaide Street. • Changes are proposed for the Design Objectives to address some of the comments by Heritage Victoria, include: <ul style="list-style-type: none"> - Adding a new Design Objective that ensures the scale and siting of any new built form has regard to the State heritage significance of the former Bryant & May buildings, including ensuring development retains its prominence along Church Street. - Updating Design Objective 5 to protect the prominence of views to the site as a whole as well as clocktower and chimney. • A further addition has been to include a new Design Objective to redevelop the site in a campus style rather than as one large building. <p>Response and discussion:</p> <ul style="list-style-type: none"> • Heritage Victoria has suggested some changes to the design objectives given the site’s adjacency to the Bryant and May site. • Heritage Victoria considered built form should be low scale and provide a transition between more intensive development to the north and the sensitive heritage place be added. To address this, a new Design Objective that ensures the scale and siting of any new built form has regard to the State heritage significance of the former Bryant & May buildings. • A setback as suggested by Heritage Victoria has not been included as it is considered the expanded design objective will highlight the issue of views to the factory buildings from Church Street. • Design Objective 5 has been edited to protect the prominence of views from Chestnut Street to the site as a whole as well as clocktower and chimney. • See response in Bryant and May Strategic Site re Adelaide Street. • A new design objective has been added to ensure that any redevelopment of the site is made up of a complex of buildings rather than a large single building. • No change to the zoning is proposed in this location. This part of Chestnut Street (between Adolph and Adelaide Streets) is a narrow residential street. The GRZ2 is recommended to be retained as the site would be suitable for residential development fronting Chestnut Street.

Feedback and key issues raised	Response
<p>Maltings – Strategic site</p> <ul style="list-style-type: none"> • 58% of survey respondents strongly supported or supported the vision for the Maltings site in the draft UDF. • No submission was received from the landowner(s). • Other respondents in the survey and submissions identified the development of the remainder of the Maltings site as an opportunity to: <ul style="list-style-type: none"> - Improve access to Harcourt Parade and the area under Citylink - Provide green space (e.g. between the Nylex Silos) - Enhance culture with art, galleries, cafes, good bars and ‘less young loud/drinkers crowd like from the bars in Swan Street’. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • No changes proposed. <p>Response and discussion:</p> <ul style="list-style-type: none"> • The Maltings site is subject to the Comprehensive Development Zone 2 (CDZ2). A series of planning permits have been issued with some developments constructed. • The site comprises of buildings ranging from 2-4 storeys, the 9-storey MYOB building and two residential apartment towers, with a mix of shops, a supermarket and offices. • The central and north-western part of the site not yet been developed. This portion of the site has a permit for a hotel and various commercial buildings including office and a mix of retail, function spaces, cafes and restaurants. <p><u>Access to River</u></p> <ul style="list-style-type: none"> • Action 3.3.3 seeks to improve pedestrian and bicycle access via the freeway underpass at Harcourt Parade near Punt Road to connect to the Main Yarra Trail. The draft UDF also recommends improving the design of Harcourt Parade to reduce speeds onto the Freeway to improve pedestrian and cyclist safety (subject to Department of Transport approval). <p><u>Open space</u></p> <ul style="list-style-type: none"> • See Theme 4 - Specific locations for new open space / public spaces.
<p>Rosella – Strategic site</p> <ul style="list-style-type: none"> • 57% of survey respondents strongly supported or supported the vision for the Rosella Complex in the draft UDF. • Landowners provided comments: <ul style="list-style-type: none"> - They support the inclusion of the Rosella site as a strategic site, noting the site is of historic and architectural importance, in different titles and is relatively unconstrained. - They support a tailored urban design response and masterplan that manages development opportunities. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Change proposed. • Remove the specific location for open space in the Rosella Complex Design Objectives plan in the draft UDF. Design Objective 2 to remain unchanged – open space is still sought on the site. <p>Response and discussion:</p> <ul style="list-style-type: none"> • No changes are proposed to the Design Objectives. <p><u>Through site links</u></p> <ul style="list-style-type: none"> • See Through site linkages and open space above. <p><u>Open space</u></p> <ul style="list-style-type: none"> • Officers consider the provision of open space on the site is important should substantial redevelopment be proposed.

Feedback and key issues raised	Response
<ul style="list-style-type: none"> - However, they did not agree with some of the objectives contemplated for the Precinct. • Specific concerns included: <ul style="list-style-type: none"> - Lack of consultation prior to establishing links through private land. - The proposed location of open space within the southern portion on an existing carpark. It is unwarranted given Balmain Plaza is immediately north, plus the carpark is a requirement of a s173 agreement and is necessary given the lack of parking in Cremorne. - The objective to pedestrianise Palmer Parade given the site’s primary function and need for loading, access, servicing (in keeping with C2Z zoning). • NOTE – A number of respondents from nearby residential areas commented on the traffic impacts in Gwynne Street of trucks and traffic accessing the Rosella site. 	<ul style="list-style-type: none"> • The presence of the S173 agreement on the car park is noted. The map in the UDF has been edited to remove this location for open space. Design Objective 2 would remain and apply to the complex. An alternative location should be identified as part of any master planning process. <p><u>Palmer Parade</u></p> <ul style="list-style-type: none"> • Landowner concerns about the role of Palmer Parade are noted. However, the pedestrianisation of Palmer Street refers a desirable future outcome should substantial redevelopment be considered. No change is recommended. • The intent is not that vehicles cannot use Palmer Parade, but that it is more pedestrian friendly. • See Theme 3 re traffic issues on Gwynne Street.
<p>658 Church Street - Strategic site</p> <ul style="list-style-type: none"> • 55% of survey respondents strongly supported or supported the vision for the 658 Church Street site in the draft UDF. • Feedback from landowner: <ul style="list-style-type: none"> - Supportive of proposed improved Oddys Lane connection. - Suggests the lane becomes a shared street as the bridge is highly utilised. - Suggests way finding signs on Oddys Lane. - Focus on greening Cremorne across all projects. - Suggests discussions between Yarra and Birrarung Council around connections to the River. 	<p>Recommended position:</p> <ul style="list-style-type: none"> • Changes proposed. • Changes are proposed to the Design Objectives to address some of the comments by Heritage Victoria, including: <ul style="list-style-type: none"> - Retaining views to the former Power Station not only from Green Street and Dale Street but also from Electric Street, Hargreaves Street and Oddys Lane. - Retaining the former Power Station as the tallest building on the west side of the site to ensure it can be read as a free standing landmark building. - Maintaining visual connections between the west decorative façade of the Former Richmond Power Station and the railway line to provide a link between the historic uses. - Encouraging conservation works as part of any redevelopment. <p>Response and discussion:</p> <p><u>Building heights</u></p>

Feedback and key issues raised	Response
<ul style="list-style-type: none"> - Cremorne is missing a 'maker space'. • Heritage Victoria provided comments on retaining and reinstating the prominence of the former Richmond Power Station (which is listed on the Victorian Heritage Register): <ul style="list-style-type: none"> - Ensure the former power station is retained as the tallest building on the western side of the site. Ensure height on the eastern portion of the site and provide a transitional zone. - Expand the list of key views to the former power station from Electric Street, Hargreaves Street and Oddys Lane, in addition to Dale and Green Streets. - Provide space around the building to ensure it is viewed as a free-standing building. - Maintain visual connections between the western façade and railway line to demonstrate the historic use and architectural significance of the place. - Reinstatement of historic materials generally and removal of graffiti and reinstatement of brickwork on western façade. • A submission from a landowner of other sites in Cremorne noted: <ul style="list-style-type: none"> - The draft UDF encourages height on the northern portion of the site, the opposite to the <i>Cremorne Built Form Review</i> (Hodyl & Co). - Owners of the site are pursuing a multimillion dollar investment to extend and upgrade public spaces on the site. This should be recognised. - Improvements to walking and cycling connections and the public realm are needed along Oddys Lane. • A respondent to the survey also commented on the site. They wished to see strict height limits of no more than four to five storeys total, and only two storeys at the 	<ul style="list-style-type: none"> • The UDF does not propose any specific building heights for strategic sites. The UDF flags the need for further strategic work to be undertaken with landowners and Heritage Victoria, where sites are on the Victorian Heritage Register, to inform more detailed master planning of the sites. This would further explore built form parameters and consider planning scheme mechanisms. • It is acknowledged the design objective in the draft UDF reverses the proposed location of heights recommended in the <i>Built Form Review</i>. As noted by the submitter, the Built Form Review proposes the highest heights closest to the Yarra River. Officers consider the higher heights should be away from the river to reduce impacts on the river environs. It is noted however that careful design and siting would be necessary if taller buildings are located to the north to ensure internal open spaces are not overshadowed. • A new design objective is proposed to provide some general principles for development around the former power station that ensure the prominence of this building, rather than prescriptive outcomes. • The additional views to the former Power Station suggested by Heritage Victoria have been added as a broad principle for the development of the site. <p><u>Conservation</u></p> <ul style="list-style-type: none"> • The suggestions from Heritage Victoria around the reinstatement of materials and removal of graffiti for the former Power Station are considered too detailed for inclusion in the UDF and would be considerations of any planning and heritage permits. • A broader objective around the conservation of the building is proposed to be added to the Design Objectives and reflected in proposed planning policy. <p><u>Creative industries</u></p> <ul style="list-style-type: none"> • The idea of makers space is supported in principle as it would tie into Cremorne's role as a place of innovation and creativity. <p><u>Oddys Lane</u></p> <ul style="list-style-type: none"> • The draft UDF includes actions that seek to improve walking and cycling connections to and across the Yarra River (Birrarung) via Oddys Lane and improve Oddys Lane and Green Street as a key green link. <p><u>Public spaces</u></p> <ul style="list-style-type: none"> • The site contains privately owned but publicly accessible spaces that are valued by workers and community and contribute to the distinctive landscaped setting of the site.

Feedback and key issues raised	Response
<p>street frontage. They also sought to ensure direct sunlight is retained year round to Dale Street Reserve.</p>	<ul style="list-style-type: none">• Officers acknowledge recent works and proposals (e.g. around Electric Street) to enhance existing public spaces and reduce at grade carparking. This aligns strongly with the UDF design objectives for the site. <p><u>Overshadowing of Dale Street open space</u></p> <ul style="list-style-type: none">• The Design objectives include an objective to avoid overshadowing of Church Street and internal spaces.

Community feedback – Response to Written Submissions

Cremorne Draft Urban Design Framework

NOTE - The majority of issues identified in the individual submissions are addressed in the Response to Key Issues table at Attachment 7. However, where an issue is very specific or has not been responded to in a key issue, a response is provided below.

Sub No & Interest	Summary	Response
1 Resident Cremorne	<p>Street network and hotspots</p> <ul style="list-style-type: none"> • Generally supportive of the overall framework. • Supports the signalisation of Punt and Kelso Street intersection. • Strong concern with the proposed changes to Cremorne Street (Figure 20, Street Implementation Plan, draft UDF): <ul style="list-style-type: none"> - Limits access from southern areas to Swan Street and Church Street - Proposes retaining two-way access and no closures on Cremorne Street - Rat runners will find another route • Strong concerns with alternative changes to Cremorne Street (Figure 21, Alternative Streets Implementation Plan, draft UDF) <ul style="list-style-type: none"> - Completely restricts access to Swan and Church Street - Only option to exit Cremorne via Gough or Kelso Streets onto Punt Road - Cannot turn right onto Punt Road to travel north. • Advocate to Department of Transport to increase the signalised time available for cars travelling westbound along Swan Street to cross Punt Road. This will prioritise local residents' amenity rather than Punt Road traffic. • Supports the reduction of on-street parking on Cremorne and Balmain Streets for pedestrian and cyclist improvements. <p>Off-street parking</p> <ul style="list-style-type: none"> • Supports the reduction in commercial (off street) car parking. • Proposes precinct basement car parking near Cremorne Street, similar to Cato Square parking in Prahran. • Seeks clarification in wording/diagram (Figure 20) – Text stating 'One-way westbound traffic on Kelso Street, east of Cremorne Street' and map is contradictory. 	<p>Street network and hotspots</p> <ul style="list-style-type: none"> • See Theme 3 - Traffic and street network and Hotspots. <p>Off-street parking</p> <ul style="list-style-type: none"> • See Theme 3 - Off-street parking.
2 Resident	<p>Street network and hotspots</p> <ul style="list-style-type: none"> • Strong concern that the street network changes unfairly impacts on vehicular movement for residents. 	<p>Street network and hotspots</p> <ul style="list-style-type: none"> • See Theme 3 - Traffic and street network and Hotspots.

Sub No & Interest	Summary	Response
<p>No address provided</p>	<ul style="list-style-type: none"> Particularly concerned about access to Richmond Primary School (Cremorne Street and Cotter Street in particular). Access to freeway entrance will be impacted by Cremorne Street changes. Concern changes do not account for residents and businesses, particularly as walking and cycling are not always an option. 	
<p>3 Resident Cremorne</p>	<p>Existing open space</p> <ul style="list-style-type: none"> No further changes to Church Street Reserve - just requires ongoing maintenance to keep neat and tidy. 	<p>Existing open space</p> <ul style="list-style-type: none"> See Theme 4 - Open space development.
<p>4 Unknown No address provided</p>	<ul style="list-style-type: none"> Need for a bold/overarching plan – rather than a piecemeal plan which patches up issues. Recreate Cremorne with a focus on community and sustainable living. Needs bold designs such as community gardens. <p>Public transport</p> <ul style="list-style-type: none"> Supports the reinstatement of the Cremorne Railway Station. <p>Community facilities</p> <ul style="list-style-type: none"> Supports the development of a neighbourhood centre with shops, cafes and social services centered on it. Suggests the sale of the Bryant and May site to fund the project. 	<p>Public transport</p> <ul style="list-style-type: none"> See Theme 3 – Public transport. <p>Community facilities</p> <ul style="list-style-type: none"> See Theme 4 - Community facilities and spaces. The Bryant and May site is a privately owned site.
<p>5 Resident Outside Cremorne (Richmond)</p>	<p>Off-street parking</p> <ul style="list-style-type: none"> Disagrees with the introduction of maximum car parking rate for developments: <ul style="list-style-type: none"> A maximum rate provides an option to not provide any car parking which is unacceptable. Significantly reduces development costs and therefore saves the applicant. Dispensation could be used as a lever for better building design outcomes Suggest the introduction of a financial levy for dispensation. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Comments on the road network proposal and hot spot designs: <ul style="list-style-type: none"> Overly restrictive and disruptive to residents, particularly those in Kelso Street. Kelso and Punt Road signalisation is not feasible due to recent works by the Department of Transport Supports the Swan Street scramble crossing however, must make allowance for turning circles of trucks and vehicles. Church/Balmain tram stops platforms should be setback from the intersection. Suggests the prevention of rat running through other mechanisms (i.e. local number plates and camera systems to fine other drivers). <p>Built form - General</p> <ul style="list-style-type: none"> Developers are seeking the highest return on development. 	<p>Off-street parking</p> <ul style="list-style-type: none"> See Theme 3 – Off-street parking. <p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Building heights</p> <ul style="list-style-type: none"> See Theme 5 – Building heights. <p>Street setbacks</p> <ul style="list-style-type: none"> See Theme 5 - Street and ground floor setbacks. <p>Building separation and boundary walls</p> <ul style="list-style-type: none"> See Theme 5 – Building separation. <p>Impacts on residential properties</p> <ul style="list-style-type: none"> See Theme 5 - Amenity impacts – Residential precincts and – Residential properties within the Commercial 2 Zone.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> New development not sympathetic to the urban context. Provides photos and commentary on several recent developments. <p>Building heights</p> <ul style="list-style-type: none"> Not supportive of overall heights - should be lowered and mandatory. Suggests maximum height of 24m decreasing to 12m on narrow streets. Does not support 40m building heights along Church Street. Building heights will impact solar access and wind along Church Street. <p>Street setbacks</p> <ul style="list-style-type: none"> Suggest street setbacks at the ground floor along north-south streets. <p>Building separation and boundary walls</p> <ul style="list-style-type: none"> Blank side and rear boundary walls are not adequately addressed. <p>Impacts on residential properties</p> <ul style="list-style-type: none"> Residential transition not sufficient to address bulk and overlooking. 	
<p>6</p> <p>Resident Outside Cremorne (Richmond)</p>	<p>Consultation</p> <ul style="list-style-type: none"> Information provided in consultation is overwhelming especially during a period of “Christmas craziness”. Summarised information should have been targeted at residents. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Concerned with street network change impacts on residents including: <ul style="list-style-type: none"> On street car parking Increased traffic on smaller local streets. Ability to get in and out of residential pockets. 	<p>Consultation</p> <ul style="list-style-type: none"> Further consultation is proposed on the revised UDF and planning controls. Officers will prepare a summary document as part of the consultation. <p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots.
<p>7</p> <p>Streets Alive, Community group</p>	<p>General</p> <ul style="list-style-type: none"> Support the vision, objectives, and most of the actions of the Draft UDF. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Concerns that the proposed street network does not deliver on objectives. Provides an alternative approach including: <ul style="list-style-type: none"> Introducing modal filters at underpasses and the CityLink entrance Creation of two new public plazas or shared zones Rebuilding and widening all footpaths (min 2m, 3m on main streets) Contends that the draft UDF Implementation Plan (an alternative plan) fails to: <ul style="list-style-type: none"> Significantly reduce traffic volumes Provide equity of safe access for pedestrians and cyclists States that the plan does not have a realistic chance of support from the State Government. Recommends that the UDF does the following: <ul style="list-style-type: none"> State the desired outcomes for access and movement in the framework 	<p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Public Transport</p> <ul style="list-style-type: none"> See Theme 3 – Public transport. <p>Active transport</p> <ul style="list-style-type: none"> See Theme 3 – Active transport - Walking and cycling <p>Off-street parking</p> <ul style="list-style-type: none"> See Theme 3 – Off-street parking. <p>Implementation</p> <ul style="list-style-type: none"> The <i>Yarra Transport Strategy</i> highlights the issue of parking revenue and a user pays model. This may also be addressed through the

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> - State the desired urban form - Identify hierarchy for spaces - Provide estimates of people, residents, and goods for each street. - Identifies the ideal modal split between transport modes. - Provides a redesign of each street to achieve identified modal split. • Supportive of the proposal for 30km/h speed limits. • Recommends a series of modal filters which are defined by restricting or prohibiting vehicle traffic while allowing the movement of other forms of traffic. Example Albert Street near Abbotsford Primary. • Proposes the following alternative approaches for managing access and movement. <ul style="list-style-type: none"> - Prescribed footpath widths determined by location and role. • Intersection Swan and Cremorne Streets (Hotspot 3): <ul style="list-style-type: none"> - Remove left turn lane on Cremorne Street - Add protected bike lanes to Cremorne. • Uber drop-off and pick-up points: <ul style="list-style-type: none"> - Drop-off points should be identified. - Suggest - Dale Street just off Church Street and State Government land near Swan and Cremorne corner. • Intersection Balmain and Cremorne Streets: <ul style="list-style-type: none"> - Support the proposal with changes. - Add raised wombat crossing at multiple locations. • Intersection Balmain and Church Streets – supports with some improvements <ul style="list-style-type: none"> - Continuously protected bike lanes should be added. • Intersection Cremorne and City Link: <ul style="list-style-type: none"> - Proposed plaza along Cremorne Street if “modal filter” is placed at Cremorne St and Harcourt Street. • Plaza outside Cherry Tree Hotel (Balmain Street): <ul style="list-style-type: none"> - If traffic volumes can be reduced through a “modal filter” an expanded plaza could be proposed. <p>Public Transport</p> <ul style="list-style-type: none"> • Richmond Station redevelopment - the station should include commercial, public housing and secure undercover bike parking. <p>Active transport</p> <ul style="list-style-type: none"> • A New Deal for Walking <ul style="list-style-type: none"> - Every building should be wheelchair accessible. - Footpath widening - Removal of footpath clutter. • A New Deal for Cycling <ul style="list-style-type: none"> - Promotes modal filters for underpasses - Proposes separated bike lanes along Cremorne Street and Balmain Street. - Proposes alternative street allocation. 	<p>municipality wide Parking Strategy. Preliminary work will begin this year.</p> <ul style="list-style-type: none"> • Part 4 of the UDF identifies opportunities for grant and funding bids. • The revised UDF also identifies an extensive list of advocacy projects. Council will need to work with the State Government and its agencies and the City of Melbourne and Stonnington to achieve some of the outcomes sought in the UDF.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> Underpass at Dunn Street: <ul style="list-style-type: none"> Ideally, a modal filter be put in place If not, a wombat crossing should be installed. Underpass at Balmain Street: <ul style="list-style-type: none"> Suggests footpath and bike lane widening is required and possible widening of the whole underpass. Access to Swan Street (Green Street underpass) should be improved. Access to South Yarra Station (Oddys Lane and Railway bridge) should be improved and made DDA compliant. <p>Off-street parking</p> <ul style="list-style-type: none"> Supportive of the proposed car parking maximums. <p>Implementation</p> <ul style="list-style-type: none"> Funding and Implementation <ul style="list-style-type: none"> Suggestion for paid on-street parking to raise revenue for implementation Suggest State Government funding for Balmain and Green Street underpasses. Provides links to further information (both external and Streets Alive). 	
<p>8 Resident Cremorne</p>	<ul style="list-style-type: none"> Overall support for the draft UDF and its prompt implementation. <p>Built form - General</p> <ul style="list-style-type: none"> Concern that developments will be approved prior to the implementation of the UDF. Wants the prompt implementation of strict development controls. Architecture should be reflective of unique character and include public art. <p>Building heights</p> <ul style="list-style-type: none"> Concern 10-storey is too high for the area, limit of 7 to 8-storeys for large developments. <p>ESD</p> <ul style="list-style-type: none"> Supports a strong focus on sustainability. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Concern the street network proposals require further planning. Supportive of the implementation of shared zones prioritising pedestrians and cyclists. Suggests this typology for Cremorne Street Proposes some streets to be modelled on the Dutch “Woonerven” approach and a speed limit of 20km. Supports limiting commercial car parking and limits to on-street parking. Supports the signalisation of Punt Road and Kelso Street (subject to further consideration of Cremorne Street and Kelso Street intersection). Further, thought is needed on the Cremorne/Kelso intersection. <p>Public transport</p> <ul style="list-style-type: none"> Supports the revitalisation of train stations and better connectivity to Metro lines. 	<p>Built form - General</p> <ul style="list-style-type: none"> Interim planning provisions are proposed for Cremorne. <p>Building heights</p> <ul style="list-style-type: none"> See Theme 5 – Building heights. <p>ESD</p> <ul style="list-style-type: none"> See Theme 2. <p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Public transport</p> <ul style="list-style-type: none"> See Theme 3 – Public transport. <p>BKI – community hub</p> <ul style="list-style-type: none"> See Theme 4 - Community facilities and spaces.

Sub No & Interest	Summary	Response
	<p>BKI – community hub</p> <ul style="list-style-type: none"> Supports the establishment of a community hub (within BKI). 	
<p>9 Resident No address provided</p>	<ul style="list-style-type: none"> Draft UDF is a “big picture view” of Cremorne in the future but does not address day to day issues. Overall concern that the draft UDF priorities workers, not residential liveability. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Concern about some of the road closures, i.e. Cremorne/Kelso intersection. Traffic issues are concentrated on peak times. Concerned street network changes will create more congestion. Suggests stopping traffic entering the suburbs or a financial toll system. Concern about closing freeway entrance. <p>On-street parking</p> <ul style="list-style-type: none"> Stricter parking (i.e. 1hr) would discourage workers from driving. <p>Off-street parking</p> <ul style="list-style-type: none"> Concern about off street parking maximums will further street parking issues. <p>Active transport – walking and cycling</p> <ul style="list-style-type: none"> Not supportive of dedicated cycle infrastructure due to low numbers and considers it safe to share the road with vehicles currently. Suggests footpath maintenance and clearing of clutter instead of widening. <p>Public transport</p> <ul style="list-style-type: none"> Suggests reopening Cremorne Railway Station. 	<p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>On-street parking</p> <ul style="list-style-type: none"> See Theme 3 – On-street parking. <p>Off-street parking</p> <ul style="list-style-type: none"> See Theme 3 – Off-street parking. <p>Active transport – walking and cycling</p> <ul style="list-style-type: none"> See Theme 3 – Active transport – walking and cycling. <p>Public transport</p> <ul style="list-style-type: none"> See Theme 3 – Public transport.
<p>10 Commercial landowner Birrarung Precinct</p>	<p>Rosella Strategic Site</p> <ul style="list-style-type: none"> Primary function of Palmer Parade is loading, access, servicing (in keeping with C2Z zoning). This is incompatible with a suggestion to create a pedestrianised environment. Location of potential new open space <ul style="list-style-type: none"> At odds with current use as a communal car park (s173 agreement) Open space within the southern portion is unwarranted given Balmain Plaza provision immediately north. Identifies two parcels that should be recognised as key development sites (large and unrestrained by heritage). One has a planning permit for a 7 storey office development. Attachments include car park S173 agreement and planning permit. 	<p>Rosella Strategic Site</p> <ul style="list-style-type: none"> See Strategic Sites – Rosella Strategic Site
<p>11 Commercial landowner</p>	<p>Street network and hotspots</p> <ul style="list-style-type: none"> Street Network changes do not consider servicing requirements: <ul style="list-style-type: none"> Not supportive of changes to Cremorne Street Need to consider the specific needs of office, retail, and hospitality uses 	<p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Street setbacks</p>

Sub No & Interest	Summary	Response
<p>Cremorne West Precinct and Church Street Precinct</p>	<ul style="list-style-type: none"> - Recommendation – Greater acknowledgement of servicing requirements for the proposed uses with the draft UDF, including maintaining two-way vehicle movements along key streets such as Cremorne Street. • Not supportive of Cremorne Street closure to through traffic <ul style="list-style-type: none"> - Preference for two-way access on Cremorne Street to be maintained. - Will result in negative impacts on smaller streets as vehicles shortcut. - Supports the introduction of low speed environment on Cremorne Street - Recommendation – Maintain Cremorne Street as a two-way directional roadway with full movements at Kelso Street. Cremorne Street should be subject to a low-speed shared arrangement for vehicles, cyclists, and pedestrians, including the provision of appropriate landscaping. <p>Street setbacks</p> <ul style="list-style-type: none"> • Generally supportive of building setbacks but on a case-by-case basis. • Remove the proposed mandatory minimum 3m front setback (whole of a building) on the western side of Cremorne Street, between Swan Street and Gough Street. • Site widths and approved development trends prevent implementation. <p>Building heights</p> <ul style="list-style-type: none"> • Overall support for height ranges and use of discretionary controls: <ul style="list-style-type: none"> - Increase the preferred maximum overall building height along Cremorne Street to 9-storesys - Extend the depth of the preferred maximum building height for properties along the west side Cremorne Street for the full depth of the properties and acknowledge the need to appropriately manage the interface relationship to the existing residentially zoned land to the west. - Extend the depth of the preferred maximum building height for properties along the east side of Cremorne Street for the full depth of the properties to Dove Street. - Extend the depth of the preferred maximum building height for properties along both sides of Church Street. <p>Mandatory controls</p> <ul style="list-style-type: none"> • Mandatory controls (i.e. overshadowing) are not justified. <p>Interim controls</p> <ul style="list-style-type: none"> • Not supportive of proposed interim controls. 	<ul style="list-style-type: none"> • See Theme 5 - Street and ground floor setbacks. <p>Building heights</p> <ul style="list-style-type: none"> • See Theme 5 – Building heights. <p>Mandatory controls</p> <ul style="list-style-type: none"> • See Theme 5 - Mandatory vs discretionary built form controls. <p>Interim controls</p> <ul style="list-style-type: none"> • See Theme 5 – Interim planning controls and transitional provisions.
<p>12 Commercial landowner Church Street Precinct</p>	<p>Bryant and May Strategic Site</p> <ul style="list-style-type: none"> • Supports the designation as a strategic site. • Supports (in part) the vision statement for the site. • Does not support the design objectives, as these: <ul style="list-style-type: none"> - Do not consider the complex conditions (ownership, heritage etc.) - Premature and prejudiced future master planning 	<p>Bryant and May Strategic Site</p> <ul style="list-style-type: none"> • See Strategic Sites – Bryant and May Strategic Site.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> Suggests amending the vision statement to remove reference to: <ul style="list-style-type: none"> Adelaide Street as a 'green street' the retention of heritage tennis courts and pavilion a landscaped setback along Balmain Street Proposes Russell Street (central internal private road) as the green street: <ul style="list-style-type: none"> historical main entrance to the site framed by heritage on both sides contributes to broader permeability The concept of a green shared street. 	
<p>13</p> <p>Commercial landowner Cremorne West Precinct</p>	<ul style="list-style-type: none"> Submitter did not receive an initial letter, only secondary correspondence. Note that due to time constraints, a secondary submission may be made. <p>Upper level setbacks</p> <ul style="list-style-type: none"> Concern with overshadowing and upper-level setback requirements: <ul style="list-style-type: none"> Little merit or benefit to overshadowing and use of mandatory controls Balmain Plaza is currently largely overshadowed between 11 am-2pm The proposed use of the space (Hotspot 4 concept design) is not public space akin to a public park. Content that 15m setback is not required to meet overshadowing. Recommend removing upper-level setbacks and making overshadowing requirements preferred not mandatory. Proposed controls unreasonably compromise development potential. 	<p>Upper level setbacks</p> <ul style="list-style-type: none"> See Theme 5 – Upper level setbacks.
<p>14</p> <p>Resident Cremorne</p>	<ul style="list-style-type: none"> The diversity of residents in Cremorne need to be considered as part of this process. <p>Off-street parking</p> <ul style="list-style-type: none"> New developments should accommodate all vehicle demands within their building. Alternatively, all on street car parking be reserved for residential uses. A parking permit audit should be undertaken. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Concerns and suggestions relating to traffic and parking: <ul style="list-style-type: none"> Parking for all future commercial development is to be contained within the site rather than on-street parking. Future development must complement the residential amenity and ensure sustainable outcomes for the future of Cremorne. Rather than removing on-street bays, it is suggested that parking should only be made available for residents. Active transport is not a convenient method of transport for those who have families and will be transporting before and after business hours. Concerns that the residents will be of detriment with the implementation of this proposal. 	<p>Off-street parking</p> <ul style="list-style-type: none"> See Theme 3 – Off-street parking. <p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Precinct visions</p> <ul style="list-style-type: none"> The draft UDF does not propose to apply new planning provisions to the residential precincts - Wellington Street Precinct, Cremorne Precinct and Green Street Precinct. These areas are predominantly covered by a Heritage Overlay. There are sufficient planning provisions in place to guide development in these areas. A specific precinct vision for the residential areas is not considered necessary. However, an action that was accidentally omitted from the draft has been reinstated: <i>Action 1.5.2 Continue to support the established character of Cremorne's residential precincts.</i>

Sub No & Interest	Summary	Response
	<p>Precinct visions</p> <ul style="list-style-type: none"> Vision for the residential precincts is lacking. 	
<p>15 Resident Cremorne</p>	<p>Street network and hotspots</p> <ul style="list-style-type: none"> Strong concern that the street network changes will unfairly impact vehicular movements for residents, particularly regarding the proposal on Cremorne Street, Kelso Street, Balmain Street and Cotter Street in particular). Cremorne Street should remain open to two-way traffic with some traffic calming measures. Leave these roads as is and adopt other methods to manage traffic congestion, whilst also protecting pedestrian safety. Kelso Street should be left unchanged with the exception of some tree planting. No signalisation of Kelso and Punt Road. Balmain Street and Cotter Street should remain unchanged. Improve the proposal for Balmain Street between Gwynne Street and Stephenson Street, such as the retention of bollards to protect pedestrian safety. Widening footpaths is desirable but retaining on-street parking is a priority. Improve accessibility to Harcourt Parade and the area under CityLink. <p>Community consultation</p> <ul style="list-style-type: none"> Additional detailed community engagement is requested to ensure the resident can discuss comments further. 	<p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Community consultation</p> <ul style="list-style-type: none"> Additional detailed community engagement is proposed on the revised UDF and proposed planning controls.
<p>16 Resident No address provided</p>	<ul style="list-style-type: none"> Generally supportive of framework overall and implementation (with suggestions for Theme 3 and Theme 4). <p>Street network and hotspots</p> <ul style="list-style-type: none"> The following summary of suggestions for Theme 3: <ul style="list-style-type: none"> Option A requires further improvement. Option B does not improve walkability and cycling routes. Additional detailed community engagement is requested to ensure the residents are fully aware of the proposed changes. Crossings on Cremorne Street/Balmain Street and Swan Street/Cremorne Street should be prioritised, whilst removing the left turn lane on Swan/Cremorne and replace with a bicycle lane. Upgrading the intersection at Church Street and Balmain Street should be prioritised. Consider making Cremorne Street, Swan Street, and Stephenson Street shared zones due to constraints in width – an attempt to reduce rat-running within Cremorne. Additional pedestrian/bicycle crossing on Church Street/Lesney Street. Adding bicycle lanes on Gough Street or Kelso Street and turning the eastern footpath on Punt Road into a shared path. 	<p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Open space</p> <ul style="list-style-type: none"> See Theme 4 - Specific locations for new open space / public spaces; and Community facilities and spaces.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> - Suggestion for a specific business-targeted program to be implemented to reduce car dependence. <p>Open space</p> <ul style="list-style-type: none"> • Government agencies (VicTrack, VicRoads, and Department of Education) who own land within the area can assist in providing additional required space for public open space and public amenities. • Suggests a new boat ramp or jetty on the Cremorne side of Punt Road. 	
<p>17</p> <p>Commercial landowner Cremorne West Precinct</p>	<ul style="list-style-type: none"> • Supportive of a UDF for Cremorne, but generally opposes the controls and objectives surrounding built-form and sustainable outcomes. <p>Building heights, street wall and street setbacks</p> <ul style="list-style-type: none"> • Concerns that the restrictions regarding built-form – building height, street wall heights, and street setbacks – will not reflect the existing development within Cremorne. • Compensate through a built-form (additional height) if achieving excellent ESD. <p>Interim planning controls</p> <ul style="list-style-type: none"> • Strongly concerned about the interim planning control methods implemented and the restrictions these would have on the ability for landowners to develop their sites. <p>Overshadowing</p> <ul style="list-style-type: none"> • Needs to be a careful balance between protecting solar access to the public and private realm and the aspirations of continuing the development of Cremorne as a Global Innovation Precinct. • The protection of the amenity of dwellings in a residential zone but at an interface with a commercial zone and precinct, whilst deserving of some protection, cannot be protected to the same extent as if its interface was with residentially zoned land. • The UDF does not strike this balance. <p>Street network and hotspots</p> <ul style="list-style-type: none"> • Concerns that the street network changes will cause traffic flow issues and request further analysis is completed prior to proceeding. <p>Net zero development</p> <ul style="list-style-type: none"> • Concerns and difficulties regarding the requirement for net zero requirements for the precinct. Mandating net zero carbon emissions for all development in the precinct is an onerous restriction. • If it is to be included, then buildings provide beyond what is best practice, must be compensated with additional yield (height). 	<p>Building heights, street wall and street setbacks</p> <ul style="list-style-type: none"> • See Theme 5 – Building heights; and Street and ground floor setbacks. <p>Interim planning controls</p> <ul style="list-style-type: none"> • See Theme 5 – Interim planning controls and transitional provisions. <p>Overshadowing</p> <ul style="list-style-type: none"> • See Theme 5 – Residential amenity; and Impacts on the public realm. <p>Street network and hotspots</p> <ul style="list-style-type: none"> • See Theme 3 - Traffic and street network and Hotspots. <p>Net zero development</p> <ul style="list-style-type: none"> • See Theme 2 - Net zero carbon emissions and greening buildings.
<p>18</p>	<p>Mandatory vs discretionary built form controls</p>	<p>Mandatory vs discretionary built form controls</p> <ul style="list-style-type: none"> • See Theme 5 - Mandatory vs discretionary built form controls.

Sub No & Interest	Summary	Response
<p>Commercial landowner Railway Precinct</p>	<ul style="list-style-type: none"> Generally supportive of the framework overall and implementation; on the basis that the built-form controls are discretionary. Requests the development of performance criteria for developments proposing to exceed a preferred built-form control, such as demonstrating exceptional design quality, ESD outcomes, public realm outcomes, inclusion of social housing and community facilities. <p>Overshadowing – public realm / footpaths</p> <ul style="list-style-type: none"> The overshadowing controls create difficulties for development. The submitter suggests that a site-responsive approach to overshadowing controls are more appropriate than definitive controls due to the following reasons: <ul style="list-style-type: none"> There are no residential zoned properties on the eastern side of Balmain Street. The UDF already considers shadow impact on properties through differing heights/maximum storey numbers to both sides of Balmain Street. The built-form controls proposed as part of the UDF obviates the need for shadow controls. Context of the area is two locally-significant heritage properties and the Bryant and May site (which includes a proposal for a new park) – mandatory overshadowing controls are not needed. <p>Building heights and setbacks</p> <ul style="list-style-type: none"> Concern that the height and setback controls make it difficult for development on sites which may be constrained. Uniform heights across the Railway Precinct conflict with the vision. Height limitations should allow for architectural ingenuity and flexible design outcomes that respond to the specific opportunities and constraints offered by individual sites Increase height requirements to benefit taller buildings have on achieving views to open spaces, opportunity for a notable landmark within the area, and greater activation and surveillance. 	<p>Overshadowing – public realm / footpaths</p> <ul style="list-style-type: none"> See Theme 5 - Impacts on the public realm and Mandatory vs discretionary built form controls <p>Building heights and setbacks</p> <ul style="list-style-type: none"> See Theme 5 – Building heights.
<p>19 Commercial landowner Church Street Precinct</p>	<p>Mandatory vs discretionary built form controls</p> <ul style="list-style-type: none"> Generally supportive of the framework overall and implementation on the basis that the built-form controls are discretionary. <p>Building heights and setbacks</p> <ul style="list-style-type: none"> The vision for Church Street as outlined in the UDF intends to see the development up to 10-storey however, the UDF restricts development of a seven-storey building for this subject site. Suggestion to increase the overall height control on this site to 40m given it is located on Church Street (defined by taller buildings as per the UDF), serviced by public transport, well-separated and buffered, no heritage fabric, deep block, side street streetscape and is a corner allotment. The draft UDF and built-form framework acknowledges that Church Street should accommodate taller development. Recommends the land should have a 40m height limit rather than 28m. 	<p>Mandatory vs discretionary built form controls</p> <ul style="list-style-type: none"> See Theme 5 - Mandatory vs discretionary built form controls. <p>Building heights and setbacks</p> <ul style="list-style-type: none"> See Theme 5 – Building heights. <p>Building separation</p> <ul style="list-style-type: none"> See Theme 5 – Building separation. <p>Street wall and upper level setbacks</p> <ul style="list-style-type: none"> See Theme 5 - Street wall heights and active frontages and Upper level setbacks.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> The submitter suggests a 10-storey development/40-metre development on this site will still be able to comply with the UDF’s footpath shadow provisions. The submitter suggests that a site-responsive approach to height and/or setback controls is more appropriate than definitive. <p>Building separation</p> <ul style="list-style-type: none"> Should not include building separation controls to the neighbouring building. <p>Street wall and upper level setbacks</p> <ul style="list-style-type: none"> The UDF should clearly articulate a preference for a maximum street wall height of 3-storeys to Pearson Street, a preferred upper-level setback of 3.0m to Pearson Street, and guidance as to how an applicant is expected to transition street wall heights from Church Street to side streets. 	
<p>20</p> <p>Resident Cremorne</p>	<ul style="list-style-type: none"> Generally supportive of the initiatives put forward in the UDF <p>Public transport</p> <ul style="list-style-type: none"> An update to the East Richmond train station would be supported however, more frequent trains would be required. Trains are not frequent enough and express services often skip this station. Negotiations are needed with Metro Trains to make the station more user-friendly. <p>On-street parking</p> <ul style="list-style-type: none"> Is there a way to have residents only parking. Providing an exception for trades persons and deliveries to reduce road congestion. <p>Off-street parking</p> <ul style="list-style-type: none"> Reducing the car parking provided in new apartment developments would encourage people to use public transport and in turn reduce road congestion. <p>Active transport – walking and cycling</p> <ul style="list-style-type: none"> Pedestrian and bike safety should be prioritised as much as cars. <p>Open space</p> <ul style="list-style-type: none"> All future developments should include green space. A good example of this is 510 Church Street and mini parks. 	<p>Public transport</p> <ul style="list-style-type: none"> See Theme 3 – Public transport. <p>On-street parking</p> <ul style="list-style-type: none"> See Theme 3 – On-street parking. <p>Off-street parking</p> <ul style="list-style-type: none"> See Theme 3 – Off-street parking. <p>Active transport – walking and cycling</p> <ul style="list-style-type: none"> See Theme 3 – Active transport – walking and cycling. <p>Open space</p> <ul style="list-style-type: none"> See Theme 4 – Open Space Development and Specific locations for new open space / public spaces.
<p>21</p> <p>Commercial landowner Church Street Precinct</p>	<p>Mandatory vs discretionary built form controls</p> <ul style="list-style-type: none"> Generally supportive of the framework overall and implementation, on the basis that the built-form controls are discretionary (not mandatory). <p>Potential strategic site</p> <ul style="list-style-type: none"> The subject site presents an opportunity to become a strategic site that allows for making the best use of such a large and regular-shaped parcel of land. 	<p>Mandatory vs discretionary built form controls</p> <ul style="list-style-type: none"> See Theme 5 - Mandatory vs discretionary built form controls. <p>Potential strategic site</p> <ul style="list-style-type: none"> The draft UDF identifies seven strategic sites which are large and complex sites that present development opportunities.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> The submitter suggests that a site-responsive approach for sites with no impact on sensitive interfaces is more appropriate than definitive controls. <p>Building heights</p> <ul style="list-style-type: none"> Increase the overall height control on these sites to a minimum of 10-12 storeys rather than the control of 28 metres, where there are no sensitive boundaries (residential, common boundaries, benefits from visual amenities). <p>Street wall height and upper level setbacks</p> <ul style="list-style-type: none"> Increase the overall street wall height from 12m (3-storeys) to a maximum of 4 storeys and street setback from 3 metre to a minimum of 1 metre. <p>Building separation and boundary wall heights</p> <ul style="list-style-type: none"> Side and rear boundary wall heights of 20m with a 3m setback above to be amended to a setback between 1– 3 metres tempered by the site interface. <p>Interim planning controls</p> <ul style="list-style-type: none"> If interim controls are implemented, there should be transitional provisions associated with amendments to existing permits and applications made prior to the approval date. <p>Street network</p> <ul style="list-style-type: none"> Balmain Street (between Church Street and Punt Road) to remain as a two-way street given the benefit for the precinct and two-way movement is a key driver for future tenant demand. 	<ul style="list-style-type: none"> These sites present opportunities to realise community benefits including through site links, new walking and cycling connections and opportunities for much needed open space. The draft UDF flags that further work will be undertaken with landowners to inform more detailed master planning of the sites. This would further explore built form parameters and consider planning scheme mechanisms. 118-124 Balmain Street has a current planning permit for a development of 9 storeys. An amended permit is being sought for 10 storeys. It is understood development is proposed for the westerly site. As a planning permit has been issued for half the site and another is mooted, there is little opportunity for master planning this site. It is therefore not recommended for inclusion as a strategic site. <p>Building heights</p> <ul style="list-style-type: none"> See Theme 5 – Building heights. <p>Street wall height and upper level setbacks</p> <ul style="list-style-type: none"> See Theme 5 - Street wall heights and active frontages and Upper level setbacks. <p>Building separation and boundary wall heights</p> <ul style="list-style-type: none"> See Theme 5 – Building separation. <p>Interim planning controls</p> <ul style="list-style-type: none"> See Theme 5 – Interim planning controls and transitional provisions. <p>Street network</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots.
<p>22</p> <p>Commercial landowner Cremorne West Precinct</p>	<p>Mandatory vs discretionary built form controls</p> <ul style="list-style-type: none"> Generally supportive of the need for the framework but oppose to the built-form controls, specifically the impact these will have on the growth of Cremorne. <p>Interim planning controls</p> <ul style="list-style-type: none"> Interim planning controls will compromise the ability to develop sites to their full potential. Suggest waiting to introduce the controls until the completion of a detailed process. <p>Building height, street wall heights, and street setbacks</p> <ul style="list-style-type: none"> Concerns that the built-form controls: building height, street wall heights, and street setbacks – will not reflect the existing development within Cremorne. Built-form review has taken an overly conservative approach. Overall building heights are not supported. They are inconsistent with the emerging and approved character of Cremorne. 	<p>Mandatory vs discretionary built form controls</p> <ul style="list-style-type: none"> See Theme 5 - Mandatory vs discretionary built form controls. <p>Interim planning controls</p> <ul style="list-style-type: none"> See Theme 5 – Interim planning controls and transitional provisions. <p>Building height, street wall heights, and street setbacks</p> <ul style="list-style-type: none"> See Theme 5 – Building heights; Street wall heights and active frontages; and Street and ground floor setbacks. <p>Increasing width of laneway</p> <ul style="list-style-type: none"> The proposal in the UDF is for a ground floor setback to enhance the functionality of laneways and improve the public realm. <p>Net Zero Carbon Emissions</p>

Sub No & Interest	Summary	Response
	<p>Increasing width of laneway</p> <ul style="list-style-type: none"> Concerns regarding the requirement to increase the width of a laneway where a property extends the full length of the laneway or street. Submitter suggests including compensation measures if achieving this requirement, such as bonus height provisions. <p>Net Zero Carbon Emissions</p> <ul style="list-style-type: none"> Concerns and difficulties regarding achieving net zero. Should be compensated for achieving excellent ESD, such as bonus height provisions. <p>Overshadowing – public realm</p> <ul style="list-style-type: none"> Concerns that this requirement is overly restrictive and not strategically justified. The requirements to protect residential front gardens in Balmain Street go beyond those in a residential area and do not take into consideration their interface location to an employment precinct. <p>Building services</p> <ul style="list-style-type: none"> Substations to be located below ground – this requirement should only be “when possible” rather than mandatory given the substation locations are determined by the power authority. <p>Street network</p> <ul style="list-style-type: none"> Closure of Cremorne Street to through-traffic would reduce the permeability of the precinct by limiting access to Swan Street and will direct more traffic to Church Street and Punt Road. Alternative Streets Implementation Plan – making Balmain Street one-way (between Gwynne and Cremorne Streets) will result in traffic congestion which will impact on amenity, residents, and businesses. Suggestion to restrict access to an area there is already an established lack of permeability, rather than Balmain Street. <p>Off-street parking</p> <ul style="list-style-type: none"> Parking Overlay is an appropriate response to addressing parking in Cremorne – agree with applying a maximum number of bays required rather than a minimum to reduce the level of car parking in the area. 	<ul style="list-style-type: none"> See Theme 2 - Net zero carbon emissions and greening buildings and Theme 5 - Measurement of building heights. <p>Overshadowing – public realm</p> <ul style="list-style-type: none"> See Theme 5 - Impacts on the public realm and Mandatory vs discretionary built form controls. <p>Building services</p> <ul style="list-style-type: none"> See Theme 5 - Street wall heights and active frontages. <p>Street network</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Off-street parking</p> <ul style="list-style-type: none"> See Theme 3 – Off-street parking.
<p>23 Unknown Cremorne West Precinct</p>	<p>Community engagement</p> <ul style="list-style-type: none"> Your Say Yarra page doesn’t allow for open feedback. Concern regarding the time it has taken to progress since the CPIP. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Existing traffic issues in the area are due to overdevelopment. Does not support Hotspot 1 – particularly the additional traffic lights proposed on Punt Road. <ul style="list-style-type: none"> Does not support the bike path on Kelso Road as cyclists can take alternate routes along Swan Street or the Yarra River. Does not support Hotspot 2: <ul style="list-style-type: none"> Removal of access to Swan Street from Cremorne Street is a problem. Stephenson Street already banks up traffic. 	<p>Community engagement</p> <ul style="list-style-type: none"> Work on the draft Urban Design Framework and planning controls has progressed as quickly as possible. <p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> - Closing Cremorne and Kelso Street will increase traffic on smaller neighbouring streets. • Does not support Hotspot 5: <ul style="list-style-type: none"> - Changing Cotter Street to one way traffic will affect residents travelling to the primary school. - The inclusion of bike lanes on Balmain Street and Cotter Street is unnecessary. • The closure of the on- ramp to CityLink from Cremorne Street. This will increase traffic at the Gough Street entrance which can be dangerous. • Supports Hotspot 3 as people currently cross on the diagonal on Swan Street and Cremorne Street. • More information required: <ul style="list-style-type: none"> - What is a 'shared space' is defined as in Hotspot 4. Widening the footpaths under rail bridges will reduce road space for cyclists. - Traffic count for cyclists to warrant the inclusion of bike lanes on Kelso, Balmain, and Cotter Streets. - What data was used from the original focus groups? • Suggests Council read the comments from The Cremunity Facebook page. 	
<p>24</p> <p>Commercial landowner Birrarung Precinct</p>	<p>Interim planning controls</p> <ul style="list-style-type: none"> • Previously engaged with Council over the lack of specific built-form controls. • Supportive of interim controls due to development pressure. • Otherwise, new large-scale development will continue to set the benchmark. • Interim controls should be placed on strategic sites. <p>Open space and connections to the river</p> <ul style="list-style-type: none"> • A network of open spaces should link outside of Cremorne. • Oddys Lane can be used as a public open space that links Green Street to the railway bridge. • Support the proposals for improved the bike and pedestrian crossing of the river at Oddys Lane. • Better connect the railway bridge to the Main Yarra Trail and increase accessibility. • Should include a requirement for Traditional Owners to be consulted on the visual impact of the Yarra River. • State Government in collaboration with strategic site owners should provide more open space. • Consult traditional custodians in the design and naming of streets, parks, and public buildings. • Council should support public realm improvements such as 658 Church Street. <p>Affordability</p> <ul style="list-style-type: none"> • Affordability is an important factor in maintaining diversity, vibrancy, and creativity. <p>Digital infrastructure</p> <ul style="list-style-type: none"> • Should provide digital infrastructure and high-speed broadband. <p>Built form - midrise</p> <ul style="list-style-type: none"> • Define the term 'mid-rise' as the term is contextual. 	<p>Interim planning controls</p> <ul style="list-style-type: none"> • See Theme 5 – Interim planning controls and transitional provisions. <p>Open space and connections to the river</p> <ul style="list-style-type: none"> • See Theme 4 - Connections to the Yarra River and Theme 5 – Impacts on the Yarra River. <p>Affordability</p> <ul style="list-style-type: none"> • See Theme 1 - Affordable and diverse workspaces. <p>Digital infrastructure</p> <ul style="list-style-type: none"> • A Digital Infrastructure Plan is an action in the Cremorne Place Implementation Plan. Work on this issue is underway through the Department of Jobs, Skills, Industry and Regions (DJSIR). <p>Built form - midrise</p> <ul style="list-style-type: none"> • See Theme 5 – Measurement of building heights. <p>Public transport</p> <ul style="list-style-type: none"> • See Theme 3 – Public transport. <p>Urban forest and green buildings</p> <ul style="list-style-type: none"> • See Theme 2 - Greening streets (Urban forest). <p>Street network and hotspots</p> <ul style="list-style-type: none"> • See Theme 3 - Traffic and street network and Hotspots. <p>Mandatory vs discretionary planning controls</p>

Sub No & Interest	Summary	Response
	<p>Public transport</p> <ul style="list-style-type: none"> Enhance links to Richmond, East Richmond, and South Yarra Station. <p>Urban forest and green buildings</p> <ul style="list-style-type: none"> 25% canopy cover increase should be delivered prior to 2040. Create an urban forest and green buildings. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Redesign of gateway intersections and traffic hotspots and other traffic mitigation works can be funded by Development Contributions and should be costed and put into the Capital Works Program; <ul style="list-style-type: none"> Widen footpaths and increase building setbacks. Should be an alternative payment in lieu of on-street parking to assist in the funding of infrastructure works. <p>Mandatory vs discretionary planning controls</p> <ul style="list-style-type: none"> Built-form controls should be mandatory to stop incremental alterations to heights and setback benchmarks. <p>Active street frontages</p> <ul style="list-style-type: none"> Provide activated street frontages and breaking up wide street frontages into more vertical elements. <p>Laneways</p> <ul style="list-style-type: none"> Existing laneways should be retained and not amalgamated in larger developments. Planning Department should review laneway closure proposals. Also supports the proposal to increase the width of existing laneways and streets to 6m where property exists the full length of the laneway or street. <p>Heritage</p> <ul style="list-style-type: none"> Built-form controls to apply to buildings across from heritage buildings. <p>Through site links</p> <ul style="list-style-type: none"> Landowners should be consulted before their land is nominated as a link. <p>Precinct visions</p> <ul style="list-style-type: none"> In several instances, the Vision Statements for the Precincts have already been eroded or overtaken with the ongoing developments. <p>658 Church Street – Strategic site</p> <ul style="list-style-type: none"> The draft UDF encourages height on the northern portion of the site, the opposite to the Cremorne Built Form Review (Hodyl & Co). Owners of the site are pursuing a multimillion dollar investment to extend and upgrade public spaces on the site. This should be recognised. 	<ul style="list-style-type: none"> See Theme 5 - Mandatory vs discretionary built form controls. <p>Active street frontages</p> <ul style="list-style-type: none"> See Theme 5 – Street wall heights and active frontages. <p>Laneways</p> <ul style="list-style-type: none"> Support for laneway proposals is noted. <p>Heritage</p> <ul style="list-style-type: none"> See Theme 5 – Heritage. <p>Through block links</p> <ul style="list-style-type: none"> See Strategic sites - Through site linkages and open space. <p>658 Church Street – Strategic site</p> <ul style="list-style-type: none"> See 658 Church Street – Strategic site. <p>Implementation</p> <ul style="list-style-type: none"> The UDF flags that amendments will be required to Development Contributions Plan. (Updates to the public open space contribution rate are in train.) The list of projects will need to be finalised and then costed before this occur. This work will occur once the UDF has been finalised and adopted by Council.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> Improvements to walking and cycling connections and the public realm are needed along Oddys Lane. <p>Implementation</p> <ul style="list-style-type: none"> The current Open Space Contribution Plan and Development Contribution Plan in the Planning Scheme are tied to a defined list Council's capital works and maintenance budgets. It is unclear as to what further amendments will be contemplated to cover the infrastructure identified by the Draft UDF. 	
<p>25</p> <p>Former employee, Cremorne</p>	<ul style="list-style-type: none"> A previous employee of Cremorne. Supportive of the overall framework and implementation. Requests additional information such as the Cremorne Place Implementation Plan. <p>Heritage</p> <ul style="list-style-type: none"> The history and heritage of Cremorne needs to be recognised and preserved through the UDF – implementing plaques, signage, murals. 	<p>Heritage</p> <ul style="list-style-type: none"> See Theme 5 - Heritage
<p>26</p> <p>Commercial landowner Church Street Precinct</p>	<ul style="list-style-type: none"> Broadly supports the UDF. <p>Building heights</p> <ul style="list-style-type: none"> Clearer rationale is needed regarding location of height transitions in the controls. The area identified on Church Street between Yarra and Prince Patrick Streets has a 10-storey max building height. 10-storey height that applies to the land on the corner of Church and Yarra Streets does not extend as far east as other areas adjacent to the site. Seeking clarification on the rationale of height transitions. Land bound by Church St, Yarra St, and Prince Patrick St is identified for a max height of 7-storeys at the rear despite being part of an approved 10-storey building. Neighbouring property that fronts Yarra Street is identified as 7-storeys despite sharing two boundaries with a property with an approved application to build a 10-storey building. Concerns about mandatory building heights for heritage building. Could be restrictive for future development if sites are consolidated. Suggests for the land bound by Church Street, Yarra Street, and Prince Patrick Street, the 10-storey height should extend further east. Expand the area identified for 7-storey development given the future context opposite the site and to the south. 	<p>Building heights</p> <ul style="list-style-type: none"> See Theme 5 – Building heights. 6 Yarra Street is in HO406 – a 12m preferred / discretionary maximum height is proposed to apply – not a mandatory height.
<p>27</p> <p>Co Create Cremorne Community group</p>	<ul style="list-style-type: none"> Supportive of overall framework and implementation. The submitter has provided an overall vision of Cremorne which focuses on improving sustainable outcomes, road network and amenities, retaining heritage, and encouraging new businesses. <p>Local businesses</p>	<p>Local businesses</p> <ul style="list-style-type: none"> See Theme 1 - Affordable and diverse workspaces. <p>Active transport</p> <ul style="list-style-type: none"> See Theme 3 – Active transport – Walking and cycling. <p>Street network and hotspots</p>

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> Scenario where massive oversupply of commercial office has meant many businesses have moved away due to increasing land tax and rates. Now cheap rent a new mix of retail and other businesses open up, where creative and tech businesses once were. Future of Cremorne could be in discount high fashion outlets. Kelso Street is a pedestrian café highway. <p>Bendigo Kangan Institute</p> <ul style="list-style-type: none"> BKI moves into education on climate change, sustainability and technology. The site has community spaces and has become a space for various themes. E.g. active transport – bike tech, bike repair, bike parking facing the street. <p>Implementation - funding</p> <ul style="list-style-type: none"> Create a fund for Cremorne – contributions to be provided by developers, tenants, local businesses, landowners, community and fundraising, etc. <p>Active transport</p> <ul style="list-style-type: none"> Implement a program/scheme to encourage active transport, in particular targeting the larger companies/employees within the Cremorne area. Then rolled out to smaller companies. Create an active travel survey – provides a baseline. Would then be repeated 6 months later. Funding / subsidising public and active transport by requiring a small fee for parking. Ferry from Cremorne to the city. Free open to sky shuttle –could be trialled. Could provide include information about Cremorne, its history. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Ensure the road network allows for efficient traffic flow and avoids traffic to the residential streets. Recommends that streets in Cremorne West be refocused as places that prioritised for pedestrians, active travel, and small spaces to gather and sit. People walk on the streets. Trial the “Ratio Loop” that was presented by Ratio Consultants. <p>Open space</p> <ul style="list-style-type: none"> Create more public open space such as a chain of pocket parks and larger spaces. Make night skies dark next to Birrarung. Impacts on the wildlife such as the tawny frogmouth owl. <p>Community facilities and spaces</p> <ul style="list-style-type: none"> Additional amenities for children throughout Cremorne, such as play equipment. Implementing a boat ramp in Cremorne to allow more efficient access to the river. Links back to Wurundjeri and Cremorne Pleasure Gardens. <p>Reconnecting with the river</p> <ul style="list-style-type: none"> Places on the river to enjoy. Floating pontoons. 	<ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Open space</p> <ul style="list-style-type: none"> See Theme 4 – Open space development and Theme 2 - Impacts on biodiversity. <p>Community facilities and spaces</p> <ul style="list-style-type: none"> See Theme 4 - Community facilities and spaces. <p>Reconnecting with the river</p> <ul style="list-style-type: none"> See Theme 4 – Reconnecting with the river.

Sub No & Interest	Summary	Response
<p>28</p> <p>Cremorne Community Inc Community group</p>	<ul style="list-style-type: none"> • Generally supportive of the vision of the draft. <p>Street network and hotspots</p> <ul style="list-style-type: none"> • Supports improved amenity and access • Supports shared zones and intersection upgrades • Concerned that the UDF places disproportionate emphasis on the main vehicle traffic routes rather than the multitude of smaller streets. • Current footpaths are inadequate for pedestrians and inaccessible for pushers and wheelchairs. This will be exacerbated by the planned commercial and retail use. • Narrow streets are unsafe and discourage pedestrians and cyclists. • UDF should align with the Cremorne Community Inc survey (2023). • Suggestions: <ul style="list-style-type: none"> – Creation of ‘Shared Streets’ in Dover, Cubitt, Gwynne, Fitzgibbon, Dove, and Kelso (East) Streets – Coloured marking on road in the shared use zone – Expand tree and garden plantings and public spaces along designated stretches – Traffic speed management such as speed bumps and road constrictions – Integrate streetscapes • Restriction of traffic volume through: <ul style="list-style-type: none"> – Permit only parking and added street plantings – Encourage through traffic to keep to Cremorne and Balmain Streets – Revenue from non-resident parking to contribute to local public amenity – Incentivise alternative and public transport – Clear traffic signage. • Investigate the Ratio loop option at Cremorne, Stephenson and Balmain Streets. <p>Built form – General</p> <ul style="list-style-type: none"> • Supports built-form controls. <p>Building heights</p> <ul style="list-style-type: none"> • Concerns that new large office developments will disrupt the existing character. • Overdevelopment of commercial buildings up to 10-storeys. <p>Open space</p> <ul style="list-style-type: none"> • Supports identification of open space opportunities. • Further opportunities for open space: <ul style="list-style-type: none"> – Beneath the tollway overpass on Punt Road – Existing car park between Cubitt and Gwynne Streets – Existing car park at the top of Stephenson Street – Gough Street at Cremorne Street. 	<p>Street network and hotspots</p> <ul style="list-style-type: none"> • See Theme 3 - Traffic and street network and Hotspots. <p>Built form – General</p> <ul style="list-style-type: none"> • Support for built-form controls is noted. <p>Building heights</p> <ul style="list-style-type: none"> • See Theme 5 – Building heights. <p>Open space</p> <ul style="list-style-type: none"> • See Theme 4 – Specific locations for new open space / public spaces.
<p>29</p>	<p>Building heights, street wall and upper level setbacks</p>	<p>Building heights, street wall and upper level setbacks</p>

Sub No & Interest	Summary	Response
<p>Government landowner Railway Precinct</p>	<ul style="list-style-type: none"> Recommend amendments to the built-form recommendations for the site: <ul style="list-style-type: none"> Increase overall building height from 7 to 11-storey. 7-storeys does not reflect the island nature of the site and emerging and approved built-form. Increase maximum street wall height from 3 to 3 and 4-storeys. Does not take account of development opportunities or facilitate innovative design. Support 3m upper-level setback (excluding architectural features) <p>Interim planning controls</p> <ul style="list-style-type: none"> Not supportive of interim controls. Recommends transitional provisions for existing applications. <p>Open space opportunity area</p> <ul style="list-style-type: none"> Not supportive of the inclusion of vision for new public open space on the site. Acknowledges that Government bodies can play a role in providing public realm upgrades but these need to be appropriate. Notes that access and servicing maintenance access need to be retained. Suggest public realm upgrades apply to site edges only (i.e. streetscape). 	<ul style="list-style-type: none"> See Theme 5 – Building heights. <p>Interim planning controls</p> <ul style="list-style-type: none"> See Theme 5 – Interim planning controls and transitional provisions. <p>Open space opportunity area</p> <ul style="list-style-type: none"> Theme 4 - Specific locations for new open space / public spaces.
<p>30 Commercial landowner Cremorne West Precinct</p>	<ul style="list-style-type: none"> Generally, supports the overall vision of the Cremorne West Precinct. <p>Building heights</p> <ul style="list-style-type: none"> Maximum building height of 7-storeys is not an accurate reflection of the development opportunity of the site. Does not consider existing conditions or permits along Gwynne Street, Cubitt Street, and the surrounds. No residential interfaces within 100m of the site. A maximum building height of 10-storeys to be applied to the site. A recognition within the UDF that consolidated sites represent a greater development opportunity. The inclusion of ‘overall’ when referencing the preferred building heights be deleted as it would not allow rooftop plant and equipment to exceed the height. <p>Street wall heights and upper level setbacks</p> <ul style="list-style-type: none"> A maximum street wall height of 4-storeys be applied to the precinct. Supports the provision of minimum upper-level setbacks. A minimum upper-level setback of 3 metre be applied to the precinct. However, greater discretion should be built into the controls to allow for innovative architectural / design elements to encroach into the setback requirement. <p>Interim planning controls</p> <ul style="list-style-type: none"> Supports the introduction of new planning controls via a formal Planning Scheme Amendment but does not support interim controls. Transitional provisions for existing applications should be included within any subsequent built-form controls. 	<p>Building heights</p> <ul style="list-style-type: none"> See Theme 5 – Building heights. <p>Street wall heights and upper level setbacks</p> <ul style="list-style-type: none"> See Theme 5 – Street wall heights and active frontages; and Upper level setbacks. <p>Interim planning controls</p> <ul style="list-style-type: none"> See Theme 5 – Interim planning controls and transitional provisions.

Sub No & Interest	Summary	Response
<p>31 Commercial landowner Cremorne West Precinct</p>	<ul style="list-style-type: none"> Generally supportive of the overall vision of the Cremorne area and Cremorne West precinct. <p>Building heights</p> <ul style="list-style-type: none"> Supportive of 7-storey building height designation for the site. Concerns about the use of ‘overall’ when referencing preferred building heights. Could be interpreted differently from building height definition in the planning scheme and in turn does not allow rooftop plants, overruns etc. Recommends deletion of the word ‘overall’. <p>Street wall heights and upper level setbacks</p> <ul style="list-style-type: none"> A maximum street wall height of 4-storeys be applied to the site and surrounds. The proposed 3-storey street wall is inconsistent with the emerging built-form character and will compromise redevelopment opportunities. A minimum upper level setback of 3 metres be applied to the precinct. However, greater discretion should be built into the controls to allow for innovative architectural / design elements to encroach into the setback requirement. <p>Interim planning controls</p> <ul style="list-style-type: none"> UDF to state that no interim controls would be sought as part of the Amendment implementation process and transitional provisions for existing applications will be included within any subsequent built-form controls. 	<p>Building heights</p> <ul style="list-style-type: none"> See Theme 5 – Building heights and Measurement of building heights. <p>Street wall heights and upper level setbacks</p> <ul style="list-style-type: none"> See Theme 5 – Street wall heights and active frontages; and Upper level setbacks. <p>Interim planning controls</p> <ul style="list-style-type: none"> See Theme 5 – Interim planning controls and transitional provisions.
<p>32 Commercial landowner Church Street Precinct</p>	<p>Bryant and May Strategic Site</p> <ul style="list-style-type: none"> Generally supportive of UDF provisions that are enabling rather than restrictive. Specifically: <ul style="list-style-type: none"> Design Objective 2 - Permeability Design Objective 3 - Provision of open space Support the preparation of the UDF but comments that any new provisions should not be restrictive. Concerns about the green shared street on Adelaide Street. Service areas for any redevelopment would need to be orientated to the south. Makes suggestions around the Design Objectives: <ul style="list-style-type: none"> Building massing - Heritage and contemporary infill building forms should be juxtaposed. Support permeability but remove reference to framing heritage buildings. In terms of open space – need to coordinate with the adjacent landowner to ensure the location of open space is fair. Publicly accessible open space should be delivered in a contemporary format i.e., not just parks No need for the landscape setback on Chestnut Street Clarify that overshadowing needs to meet the 10 am-2 pm equinox test. Russell Street should be the green shared street as it is surrounded by heritage buildings – rather than Adelaide Street suggested in the UDF. Consider services that need to be facing Adelaide Street. 	<p>Bryant and May Strategic Site</p> <ul style="list-style-type: none"> See Strategic Sites – Bryant and May Strategic Site. <p>Zoning of property to the north</p> <ul style="list-style-type: none"> 51-71 Chestnut Street is zoned GR22. This is not considered a zoning anomaly. GR22 is considered an appropriate zone given the site’s context opposite further residential zones. <p>Interim planning controls</p> <ul style="list-style-type: none"> See Theme 5 – Interim planning controls and transitional provisions.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> - UDF should support taller building developments to offset public benefits such as heritage protections, public access, open space, and pedestrian permeability. <p>Zoning of property to the north</p> <ul style="list-style-type: none"> • Notes that the zoning of 534 Church Street to the north is residential. Should be rezoned to C2Z. <p>Interim planning controls</p> <ul style="list-style-type: none"> • Do not support the proposed use of interim controls used but rather a standard planning scheme amendment. 	
<p>33</p> <p>Commercial landowner Birrarung Precinct</p>	<p>Rosella Strategic Site</p> <ul style="list-style-type: none"> • Support the identification of the site as part of a strategic site, and request that this be maintained in the final iteration of the UDF. • Development of the site has potential to deliver considerable community benefit. • Notes buildings of 4 to 8-storeys have been approved/commenced constructed in Balmain, Gordon and Newton Streets. • Fragmented titles on the site and is relatively unconstrained, an overarching masterplan would assist. • Opportunity to accommodate a true mix of uses. 	<p>Rosella Strategic Site</p> <ul style="list-style-type: none"> • See Strategic Sites – Rosella Strategic Site.
<p>34</p> <p>Commercial landowner Church Street Precinct</p>	<p>Building heights</p> <ul style="list-style-type: none"> • Comments that nearby built-form is up to 11 storey in scale. • Supportive of discretionary maximum building height controls. Mandatory 10- storey would flatten development and prevent narrow extensions above 10 storey. • Current envelope of 10-storey maximum building height is not deep enough. This restricts design outcomes and discourages larger organisations from occupying the developments. Steps down in height to the west too quickly. • Maximum building height should be reviewed in line with recent approvals e.g., the 11-storey development at 510 Church Street • Extend the envelope of the 10-storey maximum building height. • Floor to floor heights vary pending the use. High-profile commercial tenants benefit from higher ceilings compared to other uses. Lower floor heights reduce amenity for commercial occupants which may limit the ability to secure valuable commercial tenants. Maximum building heights should be measured in storeys not metres. <p>Residential amenity</p> <ul style="list-style-type: none"> • The residential interface standards will excessively restrict development of commercial sites. Notes that VCAT has consistently determined that residential properties adjacent to commercial areas cannot expect the same level of amenity. Comments that the interface requirements are stronger than B17 standard. 	<p>Building heights</p> <ul style="list-style-type: none"> • See Theme 5 – Building heights; and Measurement of building heights. <p>Residential amenity</p> <ul style="list-style-type: none"> • See Theme 5 - Amenity impacts – Residential precincts and – Residential properties within the Commercial 2 Zone. <p>Overshadowing – public realm</p> <ul style="list-style-type: none"> • See Theme 5 - Impacts on the public realm and Mandatory vs discretionary built form controls <p>Public notice of planning applications</p> <ul style="list-style-type: none"> • The Commercial 2 Zone includes a provision that exempts planning applications from third party notice and appeal rights, except where the site is within 30 metres of a residential zone, education centre or hospital. It is proposed to include the same exemption in the proposed DDOs to ensure consistency between the zone and overlay and reflects the precinct’s status as an enterprise precinct.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> Setback expectations for developments adjacent to a residential zone should be less than B17 not greater. <p>Overshadowing – public realm</p> <ul style="list-style-type: none"> Spring equinox mandatory restrictions on Church Street 10 am-2pm prevents design innovation and don't consider existing built-form. Mandatory controls prevent decisions being taken on design merit. Footpath shadow control should be revised to: <ul style="list-style-type: none"> Commence/ conclude at 10:30am/1:30pm on spring equinox, in recognition of existing shadows (and resulting in building heights) and to better align with the lunchtime period of the day; and To be discretionary, rather than mandatory to allow for sunlight access to be considered contextually. <p>Public notice of planning applications</p> <ul style="list-style-type: none"> Planning applications that meet discretionary standards should not have provide public notice – allows projects to be delivered more efficiently in line with the structure plan. 	
<p>35</p> <p>Commercial landowner Cremorne West Precinct</p>	<p>Building heights</p> <ul style="list-style-type: none"> Large commercial development site with closest residential zone 50m away. Seeking a development of up to 9-storey in height. Supportive of discretionary maximum building heights as allows for design innovation. Concerns that recent approvals dilute the merit of differentiating the preferred building heights. Notes 8-storey at 65-81 Dover Street and 9-storey at 49-55 Dover Street. Suggestions: <ul style="list-style-type: none"> Review maximum building height in line with recent approvals. 9-storey preferred building heights should be applied across the Cremorne West Precinct, except where there is an immediately adjacent residential zone. Maximum building height should be measured in storeys not metres. This is due to higher floor to floor height for commercial / office developments. Floor to floor heights can exceed 3.8metres. <p>Public notice of planning applications</p> <ul style="list-style-type: none"> New design and development overlays should exempt public notice where discretionary standards are met to allow projects to be delivered promptly in line with the UDF. Notice places an undue emphasis on residential amenity in a commercial zone. 	<p>Building heights</p> <ul style="list-style-type: none"> See Theme 5 – Building heights. <p>Public notice of planning applications</p> <ul style="list-style-type: none"> See response to #34.
<p>36</p> <p>Commercial landowner</p>	<p>Potential strategic site</p> <ul style="list-style-type: none"> UDF provides little strategic direction and built-for controls for the site, however shares similar attributes to other areas located as strategic sites in the UDF. Broadly supports the UDF. 	<p>Potential strategic site</p> <ul style="list-style-type: none"> The draft UDF identifies seven strategic sites which are large and complex sites that present development opportunities. These sites present opportunities to realise community benefits including through

Sub No & Interest	Summary	Response
<p>Birrarung Precinct</p>	<ul style="list-style-type: none"> Site is treated like it is already developed however, the context of the UDF provides new opportunity to revisit the site. Greater consideration of the future development of this site. Should considered its own strategic site. <p>Rezoning</p> <ul style="list-style-type: none"> Rezoning of the site could be considered to provide more flexibility of land use – no zone suggested. 	<p>site links, new walking and cycling connections and opportunities for much needed open space.</p> <ul style="list-style-type: none"> The draft UDF flags that further work will be undertaken with landowners to inform more detailed master planning of the sites. This would further explore built form parameters and consider planning scheme mechanisms. This site is not proposed to be included as a strategic site. The Punt Road site contains a prominent building which was constructed in 2009. However, planning controls which reflect the current development have been included in the UDF and draft DDO to address a gap. <p>Rezoning</p> <ul style="list-style-type: none"> No details provided.
<p>37 Commercial landowner Cremorne West Precinct</p>	<ul style="list-style-type: none"> Site is at a ‘gateway location’. Generally supportive of the overall vision of the UDF. <p>Building heights, street wall and upper level setbacks</p> <ul style="list-style-type: none"> Proposed controls of 8-storey with a 4-storey street wall and 5 metre upper level setbacks will restrict the site from reaching full development potential. Notes other setbacks are required. Site is large with limited constraints and has potential for higher density commercial development. Notes recent approvals in the order of 10-storeys. Allow higher maximum building heights on larger strategic sites such as this. <p>Mandatory vs discretionary controls</p> <ul style="list-style-type: none"> Remove mandatory controls. <p>Street network and hotspots</p> <ul style="list-style-type: none"> Affected by the Cremorne / Kelso Street Hotspot proposal (Hotspot 1). Support the intent to improve the efficiency of the local network and improve connections to public transport. Strongly object to the proposed road changes in the vicinity because: <ul style="list-style-type: none"> Uncertainty will impact on development confidence and stall projects Insufficient background traffic analysis No consultation with landowners most affected <p>Open space opportunity area</p> <ul style="list-style-type: none"> Site is included within an area of open space opportunity – site is a prime candidate for commercial development. Remove the site from open space opportunity area. 	<p>Building heights, street wall and upper level setbacks</p> <ul style="list-style-type: none"> See Theme 5 – Building heights. <p>Mandatory vs discretionary controls</p> <ul style="list-style-type: none"> See Theme 5 - Mandatory vs discretionary built form controls. <p>Street network and hotspots</p> <ul style="list-style-type: none"> See Theme 3 - Traffic and street network and Hotspots. <p>Open space opportunity areas</p> <ul style="list-style-type: none"> See Theme 4 - Specific locations for new open space / public spaces.
<p>38</p>	<p>Street network and hotspots</p>	<p>Street network and hotspots</p>

Sub No & Interest	Summary	Response
Residents Cremorne	<ul style="list-style-type: none"> • Generally supportive of framework overall and implementation, in particular pedestrian improvements and widening footpaths. • Strong concern with the proposed changes to Cremorne Street (Figure 20 and Figure 21): <ul style="list-style-type: none"> - Cremorne Street is only access in and out of Cremorne to the north in Richmond - Will cause additional traffic congestion to local streets within Cremorne - Concerns that Figure 21 will not work given it limited access out of Cremorne – except south onto Punt Road or CityLink - Penalises residents. • Suggests working with VicRoads to improve signalisation of the intersection of Punt Road and Swan Street to east and west-bound traffic (currently significant traffic congestion issues, which encourages rat-running). • Supportive of signalisation of Punt and Kelso Street intersection. Further suggests implementing a northbound right-hand turn from Kelso Street to reduce pressure to the Cremorne/Swan St intersection for vehicles travelling north. • Further suggests a signalised intersection/crossing at Punt Road to Gosch’s Paddock. 	<ul style="list-style-type: none"> • See Theme 3 - Traffic and street network and Hotspots.
39 Commercial landowner Cremorne West and Church Street Precincts	<ul style="list-style-type: none"> • Have invested in the upgrade of their two sites including enhancements to public realm. • Generally supportive of the UDF’s purpose and six of the ten key moves. <ul style="list-style-type: none"> - <i>Grow Cremorne’s commercial core as a global tech and enterprise precinct</i> - <i>Cremorne Street and Church Street as the key spines of the enterprise precinct</i> - <i>Celebrating the unique history of Cremorne’s industrial and residential past</i> - <i>Enhanced links to revitalised Richmond and East Richmond Stations</i> - <i>An exemplary environmentally sustainable precinct</i> - <i>Reconnecting Cremorne to the river corridor.</i> <p>Building heights</p> <ul style="list-style-type: none"> • Supports discretionary maximum building height controls. <p>Street setbacks</p> <ul style="list-style-type: none"> • Supports ground level setbacks to enhance the public realm, accommodate entrances and spaces for outdoor dining, bike parking and landscaping. • Supports greater setbacks on sites with wider frontages. <p>Overshadowing – public realm</p> <ul style="list-style-type: none"> • Lack of justification for mandatory solar access and setback controls. • Remove any mandatory minimum setback requirements. Setbacks should be assessed on a case by case basis • Solar access controls should be discretionary. <p>Interim planning controls</p> <ul style="list-style-type: none"> • Interim controls are unwarranted. <p>Street network and hotspots</p>	<p>Building heights</p> <ul style="list-style-type: none"> • See Theme 5 – Building heights. <p>Street setbacks</p> <ul style="list-style-type: none"> • See Theme 5 - Street and ground floor setbacks <p>Overshadowing – public realm</p> <ul style="list-style-type: none"> • See Theme 5 - Impacts on the public realm and Mandatory vs discretionary built form controls <p>Interim planning controls</p> <ul style="list-style-type: none"> • See Theme 5 – Interim planning controls and transitional provisions. <p>Street network and hotspots</p> <ul style="list-style-type: none"> • See Theme 3 - Traffic and street network and Hotspots.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> • Fails to consider servicing requirements for mix of uses. UDF aims to be pedestrian orientated however the businesses have special needs in regards to servicing, loading and delivery. Needs greater regard for servicing businesses. • Proposed directional changes to Cremorne Street will cause further congestion. Prevents traffic from leaving the area. Encourages drivers to take illegal routes. • Maintain two-way vehicle movements along Cremorne Street. Cremorne Street to have lower speed and shared streets with cyclists and landscaping. 	
<p>40 Heritage Victoria</p>	<p>Historical archaeological assessment</p> <ul style="list-style-type: none"> • Area has the potential to contain historical archaeological sites that relate to the many phases of activity. • UDF should include undertaking a Historical Archaeology Assessment to identify sites that may be eligible for listing on the Victorian Heritage Inventory. <p>Strategic sites - General</p> <ul style="list-style-type: none"> • Objects to the classification of the above VHR places as ‘development opportunities’ in the draft UDF (page 105). • Generally unsupportive of intensive development including towers at VHR places -seeing an increase in inappropriate scale and massing. • A limited level of new development could be considered VHR places to assist in facilitating the ongoing protection and conservation of the place, but these places should not be considered as opportunities for development. <p>Master planning</p> <ul style="list-style-type: none"> • Open to the suggestion for further strategic work via a more detailed master planning process. • The UDF should more strongly articulate an appropriate scale of new development to establish an agreed starting point for any master plan. • Land or airspace within the extent of registration should not automatically be considered as developable. • Some places may only be able to sustain limited new development, while others may not be able to sustain any at all. • Any height control such as a DDO or Floor Area Ratio (FAR) tool is not appropriate for places in the VHR. The inclusion of the place in the VHR plays a much greater role in determining any potential development on the site. • If it is necessary to implement height controls, HV’s preference is that development on VHR places is limited to the height of the heritage buildings at the place (generally parapet rather than roof height). <p>Transition in heights of surrounding buildings</p> <ul style="list-style-type: none"> • The focus on Cremorne as an Enterprise Precinct will result in a substantial change to the urban character and scale of built form in Cremorne, with substantial in-fill development encouraged in the draft Cremorne UDF. 	<p>Historical archaeological assessment</p> <ul style="list-style-type: none"> • See Theme 5 - Historical archaeological assessments. <p>Strategic sites – General</p> <ul style="list-style-type: none"> • See Strategic Sites – General. <p>Former Bryant & May Strategic Site</p> <ul style="list-style-type: none"> • See Strategic Sites – Bryant and May Strategic Site. <p>534 Church Street Strategic Site</p> <ul style="list-style-type: none"> • See Strategic Sites – 534 Church Street Strategic Site. <p>Bendigo Kangan Institute Strategic Site</p> <ul style="list-style-type: none"> • See Strategic Sites – Bendigo Kangan Strategic Site. <p>658 Church Street Strategic site</p> <ul style="list-style-type: none"> • See Strategic Sites – 658 Church Street Strategic Site. <p>Richmond Maltings Strategic site</p> <ul style="list-style-type: none"> • See Strategic Sites – Richmond Maltings Strategic Site.

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> The impact of new building located behind heritage buildings should also be considered. Potential heights of up to 10 storeys (40m) adjacent VHR places is not considered an appropriate response. Update the draft UDF to address transitional development, particularly as a precursor for the development of DDOs for these sites. Further analysis diagrams, 3D modelling or other visual tools should be used. Must not allow for cantilevering over the heritage place - provide breathing space for the heritage place. Increased height controls should not result on additional overshadowing of VHR places. The draft Cremorne UDF does not adequately address Trethowan’s recommendation – the creation of transitional infill built form between the ‘new and the old’. <p>Viewlines</p> <ul style="list-style-type: none"> View lines to heritage places and features should also be considered. Architectural details such as roofs and landmark features such as historic signage and chimney stacks must protected in views from surrounding streetscapes. <p>Church Street Precinct, including Former Bryant & May (H626), 560 Church Street, Cremorne (Bryant and May Strategic Site)</p> <p>Transition in heights of surrounding buildings</p> <ul style="list-style-type: none"> The potential for 8-10 storeys (32-40m) on sites neighbouring Former Bryant & May is of concern. Would significantly diminish that landmark status and architectural prominence. More analysis should be undertaken. The Former Bryant & May site, particularly the main factory building maintains architectural prominence on Church Street. The chimney stack and clock tower to the north-west corner of the place are significant local landmarks. Massing and height to the north-west corner of both the Former Bryant & May site and 534 Church Street Strategic Site will be particularly important if views to these features are to be retained in Chestnut Street to any extent. UDF does not provide an appropriate transitional zone around Former Bryant & May nor protection of significant landmark features of the site. Further analysis is required. The scale of any new built form at 534 Church Street Strategic Site must have regard for the state heritage significance of Former Bryant & May. Built form should be low scale, forming part of that transitional zone. Design objectives should reference protecting the prominence of the Former Bryant & May site as a whole, not just to the clocktower and chimney features from Chestnut Street. Consider setbacks, including at ground level, on Church Street to retain prominence for the factory building when looking south on Church Street toward Former Bryant & May. 	

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> Any height on this site should be analysed to ensure that the roof of the factory building of Bryant & May retains its engagement with the sky. <p>Bryant and May Strategic Site</p> <p><i>Retaining prominence of the heritage buildings, features and signage</i></p> <ul style="list-style-type: none"> Design objectives relating the retaining prominence of the heritage features is supported. However, should be updated to refer to 'heritage buildings and features'. The reference to 'features' suggests only architectural features should be considered rather than the buildings as three-dimensional elements. Any new built form should present as a well-designed companion building(s) which defers to the heritage place. Reference to the historic signage on the buildings must also be added as an element to remain prominent. <p><i>East-west link</i></p> <ul style="list-style-type: none"> Design objective 2 is supported, particularly the east west link between the north and south sides of the place. <p><i>Built form</i></p> <ul style="list-style-type: none"> The vision to maintain the prominence of the state significant industrial complex is supported, as with the intent of high quality contemporary built form. It is unclear what is meant by the statement 'create a visually interesting skyline and streetscape surrounding the complex'. There is concern that this preferences buildings of height and highly contemporary design on the site that would compete with the heritage buildings, and their unique skyline engagement. Highly contemporary design such as those that create 'visually interesting skylines' which is starkly different to the heritage elements should be discouraged. While the strip of land facing Chestnut Street is not included in the extent of registration in the VHR, it is still addressed in these comments. <p><i>Northern half of the site (land to the north of the access street)</i></p> <ul style="list-style-type: none"> Notes that while the strip of land facing Chestnut Street is not included in the VHR, the following comments have been provided. <p><i>Built form</i></p> <ul style="list-style-type: none"> On the northern half, demolition of the non-registered 1980s buildings on site would provide a positive benefit to the place, particularly in recovering Brymay Hall, the Dining Hall and the Administration Buildings as free standing buildings. Removing the later built form from these heritage buildings, and reconstructing lost elements would be positive. It is acknowledged that the northern half of the place may require updated activation to secure an adaptive use and celebration of the heritage buildings. A limited level of low scale new development could be considered on the northern half to assist in facilitating an outcome to reverse the impact of the inappropriate 1980s additions. 	

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> New built form (north portion of site) like the height of the existing, or to a maximum height of approximately the parapet of the main factory building could be considered, however not to the full extent of the land. <p>Non-registered land – north-east corner</p> <ul style="list-style-type: none"> There is not adequate detail in the draft Cremorne UDF to understand what a design objective, including anticipated height, is for the non-registered land to the north-west corner. Development on this portion of land (north west corner) at any scale above single storeys is likely to significantly impact any views toward the chimney stack and clock tower from Chestnut Street. Include Objective 5 from the 534 Church Street Strategic Site in the design objectives for Bryant and May Strategic Site. This reads: ‘Building massing will ensure that the Bryant & May clocktower and chimney remain prominent when viewed from Chestnut Street’. Any built form on that corner must also be broken up so that permeability through to Former Bryant & May is achieved. <p>Southern half of the site (land to the south of the access street)</p> <ul style="list-style-type: none"> The south half contains the factory building, tennis pavilion, tennis courts and a commercial development on the corner of Church and Balmain Street. Notes that while the strip of land facing Chestnut Street is not included in the VHR, the following comments have been provided. <p>Open space</p> <ul style="list-style-type: none"> The provision of open space on the non-registered land on the west boundary is supported, particularly as this protects a significant view line from Chestnut Street where the main factory building, clock tower, chimney stack and historic signage are prominent. Retaining no built form on this piece of land would ensure the three dimensionality of the heritage buildings is retained, along with the ability to comprehend the spatial scale of the complex. <p>Built form</p> <ul style="list-style-type: none"> Considers there is limited capacity for additional built form on the southern half of the site. Strong preference is for no new built form on the land to the west of the pavilion, as this open space is equally as important as that further to the west. Unlikely to support any new built form there that was larger than the existing contemporary building. Supports reinstatement of the historic fence at this location based on evidence. <p>Cremorne West Precinct, including Primary School No. 2084 (H1634), 55-67 Cremorne Street (Bendigo Kangan Institute Strategic Site)</p> <p>Extent of registration</p> <ul style="list-style-type: none"> Primary School No. 2084 is an early registration in the VHR and does not include land. 	

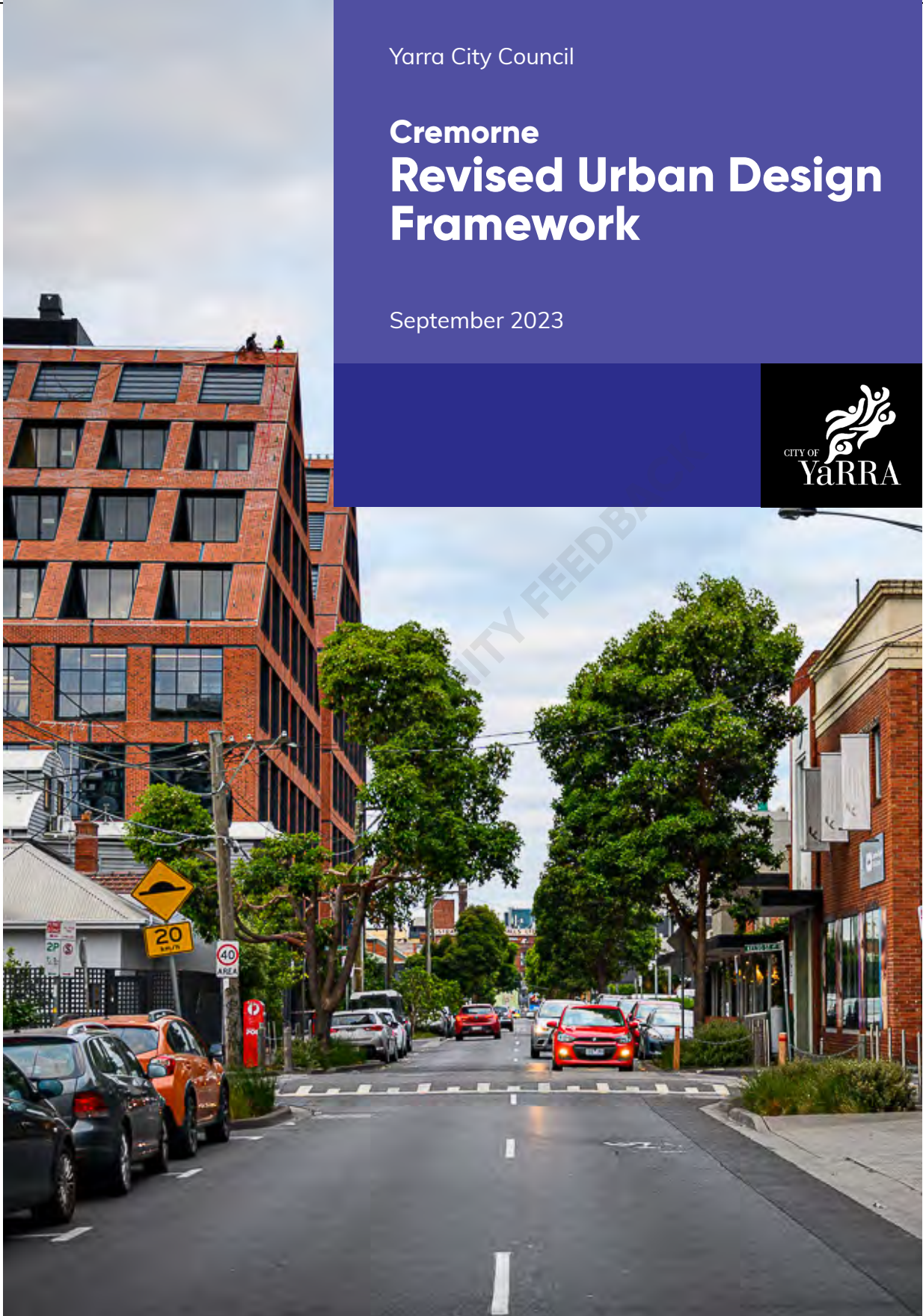
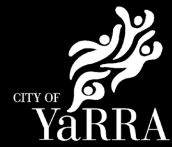
Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> Review underway to ensure that the extent is clear and includes land (current practice under the Heritage Act 2017). <p>Transition in heights of surrounding buildings</p> <ul style="list-style-type: none"> The potential for 7-8 storeys (28-32m) on sites neighbouring Primary School No. 2084 is of concern, and more analysis should be undertaken to ensure the historic urban context for the school would not be diminished by being surrounded by that height. The Seek Building at 60-88 Cremorne Street, directly opposite the school, demonstrates the impact such scale and massing could have on this VHR place. The Seek Building, with maximum height of 8-9 storeys, and with a highly contemporary design form, dominates the skyline in long views of this area. If a similar scale was anticipated to surround the Bendigo Kangan Institute Strategic Site, this would have profound impacts particularly on its setting. This is not only a matter for consideration in the Bendigo Kangan Institute Strategic Site as is currently the case (in point 1 in the Design objectives), but for the immediate surrounds of the school in the Cremorne West Precinct. Analysis to ensure this is adequately protected must be undertaken before suggesting such heights in the planning scheme via the Cremorne UDF, or in any DDO. <p>Bendigo Kangan Institute Strategic Site</p> <p>Adaptive reuse</p> <ul style="list-style-type: none"> The adaptive reuse of the place by the Bendigo Kangan Institute is considered compatible with the historic use for educational purposes. <p>Building heights</p> <ul style="list-style-type: none"> Design objective 1 - encourages buildings with a range of height. Height must be more clearly defined. Strongly encourages a maximum height of no higher than the heritage buildings (parapet height) is added. The objective should be to retain the prominence of the historic school buildings within the site. Two-three storeys above the height of the heritage buildings could be considered on the northern end of the Strategic site, forming a transitional zone between the broader Cremorne West Precinct and the sensitive heritage site, providing testing shows this does not impact the roof and skyline views. <p>Open space</p> <ul style="list-style-type: none"> The proposed creation of open space to the south of the school buildings and extending between Cremorne and Dover Street is strongly supported as this would provide a sympathetic setting for the buildings. Any expansion of this link would be supported. Would assist in the transition between historic and new development at the site and assist with maintenance access for the heritage buildings. <p>Removal of contemporary connections</p>	

Sub No & Interest	Summary	Response
	<ul style="list-style-type: none"> Removal of the contemporary connections to the heritage building with the intent to recover the school buildings as free-standing buildings is strongly encouraged to be added as a design objective. <p>Setbacks</p> <ul style="list-style-type: none"> Strongly encouraged to increase the 6m minimum ground floor setback from Cremorne Street to 10m. A minimum set back to Dover Street should also be considered, avoiding built form to the footpath edge (as is currently the case), which detracts from the prominence of the school building (which also goes to the footpath edge) in the streetscape. <p>Former Richmond Power Station (H1065), 658 Church Street Strategic site</p> <p>Building heights</p> <ul style="list-style-type: none"> Design objective 1 - the height must be more clearly defined. <ul style="list-style-type: none"> The Former Richmond Power Station building must be retained as the tallest building on the west side of this site. Any buildings with substantial height above the existing height of the Former Richmond Power Station buildings should be located to the east ensuring the low rise setting for the historic buildings is maintained. A transitional zone between any built form of height and the heritage building is essential. Emphasis should be on recovering greater prominence for the Former Richmond Power Station as a free-standing landmark building, as it is currently difficult to discern from the neighbouring office developments. Design objective 4 – add reference to retaining and recovering a greater prominence for the building from Electric Street, Hargreaves Street and Oddys Lane, in addition to Dale and Green Streets. New - Important to maintain visual connections between the west decorative façade of the Former Richmond Power Station and the railway line, as this demonstrates the historic use and architectural significance of the place. <p>Adaptive reuse</p> <ul style="list-style-type: none"> In any new adaptive reuse or changes to the Former Richmond Power Station building, Heritage Victoria would be seeking to reinstate historic materials and presentation of the place as a key conservation action. This includes but is not limited to reinstating corrugated sheeting to part of the Hargreaves Street façade and addressing significant graffiti and inappropriate painting of the west brick façade. <p>Richmond Maltings (H2050), 15 Gough Street, Richmond and Nylex Sign (H2049), 2 Gough Street, Cremorne</p> <ul style="list-style-type: none"> No further comment is provided on this site in the context of the existing planning and heritage permits in place. 	

Yarra City Council

Cremorne Revised Urban Design Framework

September 2023



Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra. We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra. We pay our respects to Elders from all nations and to their Elders past, present and future.

Summary of the key changes to the draft UDF (September 2023)

Part	Amendments
Part 1: Introduction	<ul style="list-style-type: none"> Changes to reflect State Government updates to planning policy and provide updated information on the Digital Hub. Updates to Developing the Framework to include a summary of the draft UDF engagement. Reference to additional background study – Transport Review.
Part 2: Framework	<ul style="list-style-type: none"> Updated information on the Digital Hub. Updates to reflect State Government changes to planning policy. Reinstate Action 1.5.2 which was omitted in the draft UDF – supporting the established character of established residential precincts.
Theme 1: A place to create, innovate and live	
Theme 2: A leading sustainable and climate resilient precinct	<ul style="list-style-type: none"> Clarification of Action 2.1.1 – Zero carbon amendment is municipality wide and part of the Elevating Environmental Standards planning scheme amendment. Update on the timing of the Elevating Environmental Standards amendment.
Theme 3: Connected and Accessible Cremorne	<ul style="list-style-type: none"> Changes to the introductory section to reflect the Transport Review. Reordered Objectives 3.2 and 3.3. Objective 3.1 – New content and maps reflecting the recommendations of the Transport Review. Updates to the five hotspots and new street sections to reflect the Transport Review. Objective 3.2 – References to ensuring streets and footpaths cater for all abilities. New action 3.2.10 - Inclusion of new walking and cycling connection to the north near Richmond Station. Objective 3.4 – Addition of a new action (3.4.2) requiring increased bike parking provision.
Theme 4: Spaces for people	<ul style="list-style-type: none"> Minor edit to acknowledge consultation on Charles Evans Reserve. Reference to a potential new walking and cycling link at Richmond Station under the elevated railway. Inclusion of a new action – 4.7.2 Working with Traditional owners to recognise the presence of the former billabongs.
Theme 5: Quality design that builds on Cremorne's precinct identity	<ul style="list-style-type: none"> Changed references to overall building heights to maximum building heights. Updated to street setback requirements to encourage all sites to provide ground level setbacks. Building services – stronger requirements around the proportion of frontage that can be occupied. Building separation – updated requirement for buildings on sites with frontage of less than 20 metres. Addition of character buildings list and map. Addition of criteria to assess proposals that exceed preferred heights. Increase minimum clearance height in laneways from 3.5m to 4m. Inclusion of a new action (5.4.2) for historic archaeological sites. Updates to Table 4 to provide setback measurements in metres. Updates to Objective 5.5 text where sites have buildings on the Victorian Heritage Register.
Part 3: Precincts	<ul style="list-style-type: none"> Cremorne West - References to the proposed changes to the underpasses and improvements to Balmain Plaza added. Railway Precinct - References to the proposed changes to the underpasses added. Church Street - Reference included to the former power station at 658 Church Street. Framework maps updated to reflect changes to other maps in the UDF. Strategic sites – New and updated Design Objectives for Bendigo Kangan Institute, 658 Church Street, Bryant and May, 534 Church Street and the Rosella Complex.
Part 4: Implementation	<ul style="list-style-type: none"> Updates to advocacy and planning scheme amendment text.
Glossary	<ul style="list-style-type: none"> Updates to State Government Department titles.

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FOR COMMUNITY FEEDBACK

Part One: Introduction

This section provides an overview of the context of Cremonne, the vision and the development of the Revised Urban Design Framework.

Part One: Introduction

The Revised Urban Design Framework provides a framework to guide development and investment in Cremorne. In this section you will find an introduction to the study area, the strategic context, and how the framework was developed.

About the Framework

Cremorne Study Area

The study area of the Cremorne Urban Design Framework covers approximately 72 hectares of land and is generally bound by:

- Punt Road to the west
- the railway line between Richmond and East Richmond Station to the north
- the commercial zoned land on the east side of Church Street
- Citylink to the south.

It includes the Cremorne Enterprise Precinct but also includes three pockets of residentially zoned land.

Why do we need an Urban Design Framework for Cremorne?

A diverse range of businesses, from billion-dollar tech giants to small and medium sized enterprises and start-ups are located in Cremorne. Interspersed with the commercial area is a residential community. This mix of business and inner urban living makes Cremorne a unique place to work and live.

In 2018, the Victorian Government released a policy *Unlocking Enterprise in a Changing Economy (DEWLP, 2018)* which identified Cremorne as an enterprise precinct suitable for the growing knowledge and services-based economy.



Figure 1 - Study area aerial

Cremorne is undergoing a rapid period of growth and change. In the wake of increased development investment, workers, residents and visitors campaigned for better amenity within the area and coordination of government activity, including improvements to public spaces and accessibility.

Responding to these challenges and opportunities, the Minister for Planning requested the Victorian Planning Authority prepare a Place Implementation Plan for Cremorne.

The Cremorne Place Implementation Plan (CPIP), released in December 2020, was a joint project between the Victorian Planning Authority (VPA) and Yarra City Council, with input from other key State Government agencies.

The CPIP provides a vision for the future of Cremorne. It also includes an action plan. Yarra City Council is partnering with the State Government to deliver the CPIP actions. The Urban Design Framework is a specific action of the CPIP and addresses several other actions.

What is the purpose of the Cremorne Urban Design Framework?

The revised Cremorne UDF takes the high level vision and actions in the CPIP and builds on them.

It provides detailed directions for the future of Cremorne to meet the changing needs of business and workers, residents and visitors. It details how Cremorne and its precincts might look and feel in the future.

The revised UDF provides a detailed framework to guide the long-term future growth, development and character of Cremorne. It will help to manage change to ensure Cremorne is an attractive and vibrant area to work and live.

The revised UDF establishes the strategic basis for new built form controls in the Yarra Planning Scheme, to guide better development outcomes. It also outlines actions which support the economic role of the precinct, its residential areas and identifies possible improvements to its streets, open spaces and transport connections.

The UDF will identify where Council, the state government and other agencies and the private sector should focus its long-term planning and investment in Cremorne. Importantly the revised UDF also builds on recent consultation undertaken as part of the CPIP, on the revised UDF and other Council / State Government projects and strategies.

Structure of the Framework

The UDF has four parts (Figure 2). It is structured around five themes. Under each theme, there is a set of objectives and actions.

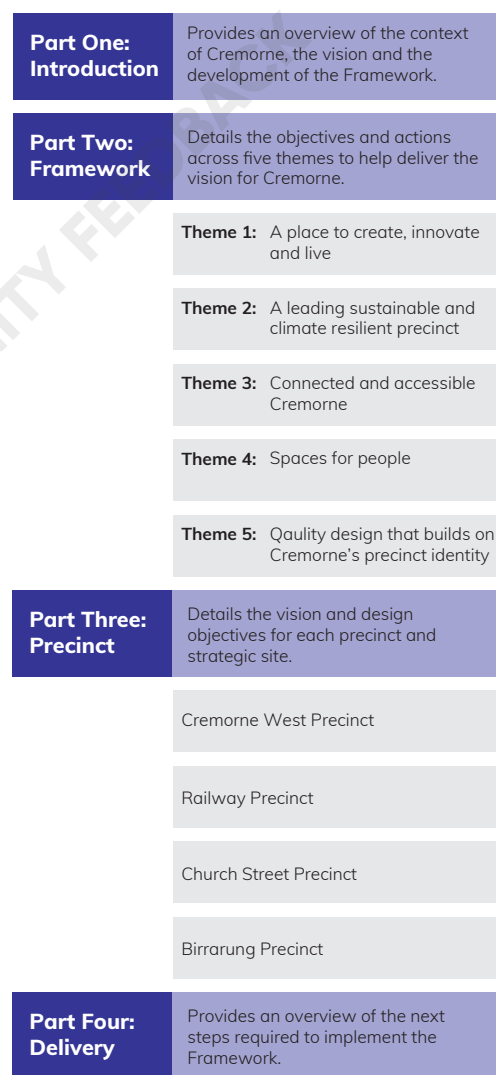


Figure 2 - Urban Design Framework structure

Vision

The vision expresses the overarching aspiration for Cremorne. The vision has been adopted from the Cremorne Place Implementation Plan and was informed by community input into the plan.

The vision will be delivered through a number of objectives and actions that support the economic role of the precinct and its residential areas, environmentally sustainable development, movement and

access, streets and spaces and quality buildings (see Part Two: The Framework).

The UDF identifies four commercial and three residential precincts in Cremorne, each with its own character and qualities. The vision for Cremorne is translated into specific visions for three of the commercial precincts and strategic sites (see Part Three: Precincts).



Ten Key Moves

Ten key moves summarise the key directions of the revised Cremorne UDF and outline some of the 'big ideas' for the precinct.

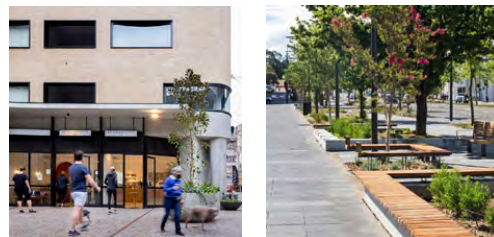
1. Grow Cremorne's commercial core as a global tech and enterprise precinct
2. Cremorne Street and Church Street as the key spines of the enterprise precinct
3. Bendigo Kangan Institute campus reimagined as a creative & digital education and community hub
4. Retain Cremorne's unique residential neighbourhoods in amongst respectful commercial development
5. Celebrating the unique history of Cremorne's industrial and residential past
6. Redesigned road network which prioritises active and sustainable transport
7. Enhanced links to revitalised Richmond and East Richmond Stations
8. A network of open space that links to neighbouring spaces outside of Cremorne
9. An exemplary environmentally sustainable precinct
10. Reconnecting Cremorne to the river corridor

1 Grow Cremorne's commercial core as a global tech and enterprise precinct



Cremorne will grow as a global centre for innovative thinking and world leading business and commercial ventures and activities. The Cremorne Digital hub on Balmain Street and the BKI campus will bring together industry and education. Cremorne's public spaces, streets and buildings will provide a vibrant and thriving setting to support business.

2 Cremorne Street and Church Street as the key spines of the enterprise precinct



Cremorne Street and Church Street will form the two spines of Cremorne, connecting people and places. Cremorne Street provides a focus for street life and activity. It will be fronted by offices, coworking spaces, the lively BKI campus and cafes spilling onto the leafy pedestrian and cycle friendly spine. Church Street, with a mix of offices, company headquarters, showrooms, retail and cafes, will provide a tree transport link between the Swan Street Activity Centre and the Yarra River with safe and attractive walking and cycling and accessible tram stops.

3 Bendigo Kangan Institute campus reimaged as a creative & digital education and community hub



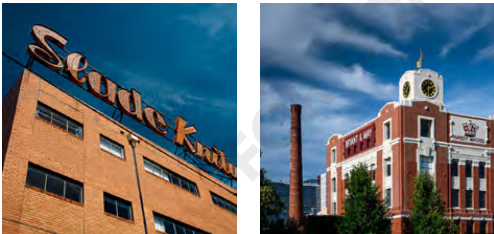
The BKI Campus, at the heart of the precinct, will become a creative and digital education and community hub for the enterprise precinct. New education facilities and new public spaces will wrap around the historic Cremorne Primary School buildings and welcome the wider community into the campus.

4 Retain Cremorne's unique residential neighbourhoods in amongst respectful commercial development



Cremorne's small pockets of low-rise residential neighbourhoods will be retained amongst Cremorne's mid-rise commercial development. Development in the commercial areas will provide a respectful transition to these residential areas.

5 Celebrating the unique history of Cremorne's industrial and residential past



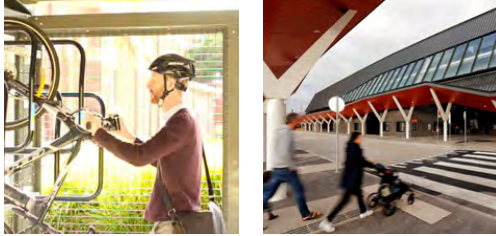
Cremorne's history is reflected in its unique industrial buildings and iconic signs, remnant pubs and shops and residential heritage cottages and terraces. The retention and adaptation of these heritage places will showcase the precinct's rich heritage and contribute to and enhance the character of the area.

6 Redesigned road network which prioritises active and sustainable transport



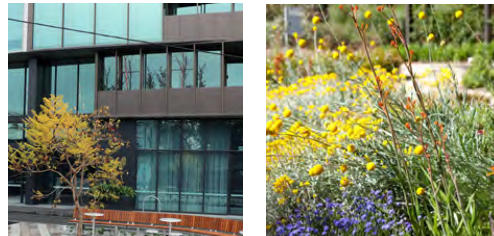
Moving around Cremorne will be easier with a redesigned road network. Walking, cycling and public transport will be the preferred way to get around Cremorne. A walkable street network and cycle lanes will connect Cremorne with surrounding areas and public transport.

7 Enhanced links to revitalised Richmond and East Richmond Stations



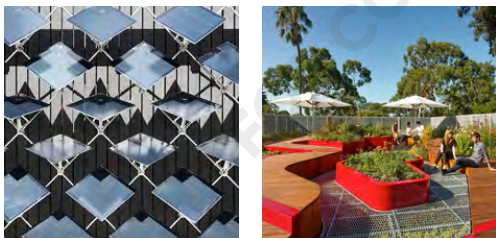
Richmond and East Richmond Stations will be revitalised as key community spaces connecting people working, living or visiting Cremorne with the Central City and rest of Melbourne. Their role as transport hubs will be enhanced with easier access by walking and cycling and more integrated and accessible tram stops. New areas for waiting, meeting and relaxing will be provided around the stations.

8 A network of open space that links to neighbouring spaces outside of Cremorne



A network of open space will be created to cater for the needs of the growing worker and resident community. New spaces on large sites and pocket plazas will provide a diverse range of spaces and green relief. Cremorne's streets will also play a part as people places. Improved links to larger surrounding public spaces will expand the network of open space.

9 An exemplary environmentally sustainable precinct



Cremorne will become a climate resilient precinct which supports environmentally sustainable development. Cremorne's new commercial buildings will be world leaders in zero carbon and climate resilience. Buildings, streets and public spaces will help to create a precinct that is cool and green.

10 Reconnecting Cremorne to the river corridor



Connections to river will be enhanced with safe and easy access to the river for everyone. The Main Yarra Trail will be widened to provide separated space for pedestrians and cyclists and create new spaces along the river to rest, experience the river and enjoy views of bridges, landmarks signs and the city skyline.

Introducing Cremorne's Precincts

Cremorne includes distinct commercial and residential precincts. The precincts and precinct boundaries were informed by existing building stock, public realm, block structure, zoning and current land uses.

These precincts also include seven strategic sites that have the capacity to accommodate substantial growth and change over time and require further strategic investigation.

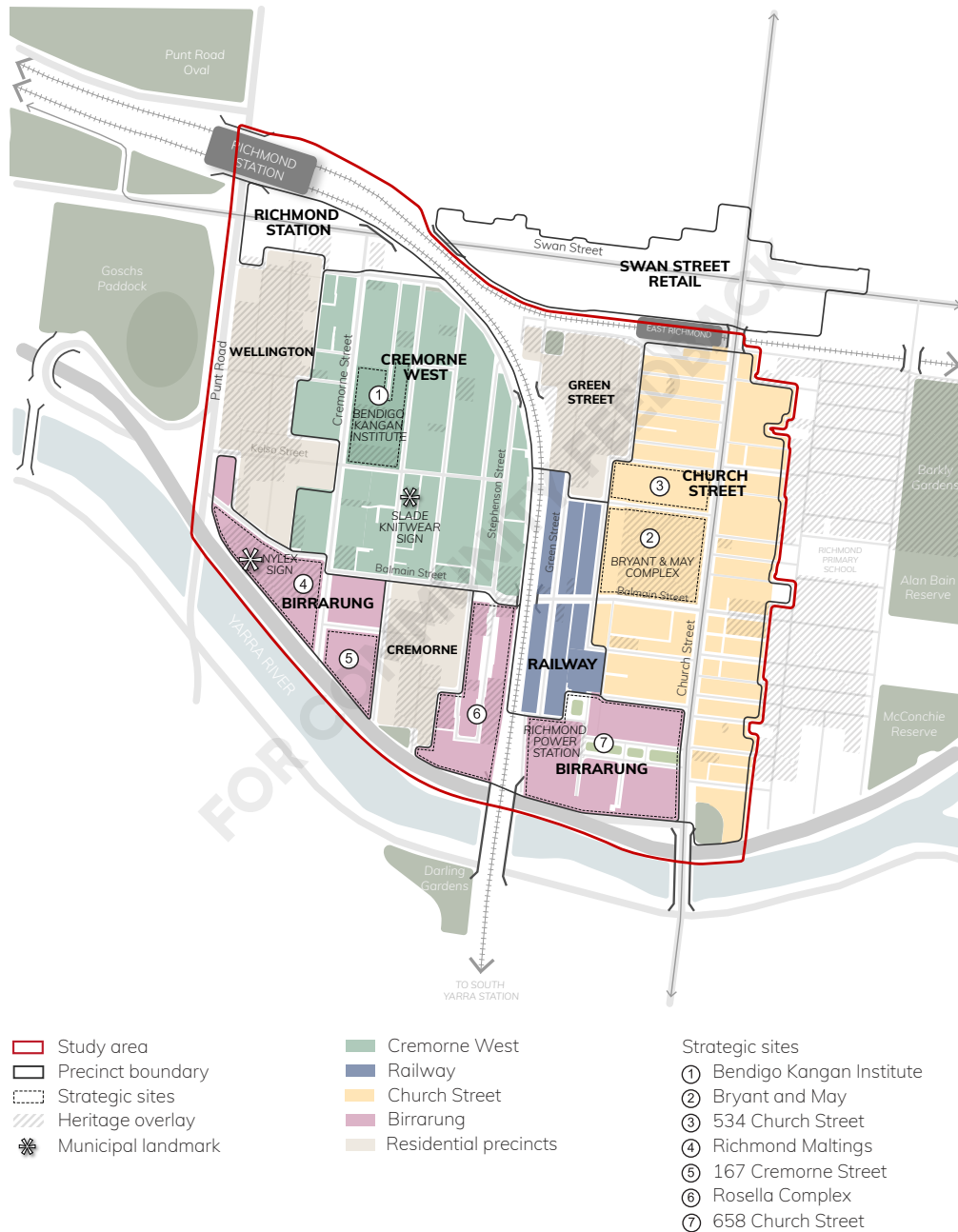


Figure 3 - Precincts

Richmond Station Precinct

Forms the western entry to the Swan Street Major Activity Centre and a northern entry to Cremorne. It is anchored by Richmond Station. The Cremorne Street intersection is a key gateway to Cremorne, accommodating the highest pedestrian volumes in Cremorne.



Cremorne West Precinct

Cremorne Street forms the main north south corridor, with Bendigo Kangan Institute at the heart. Characterised by a network of narrow north-south streets with low-rise industrial and residential buildings with mid-rise contemporary office development.



Railway Precinct

Fine-grain, north south block structure along the elevated railway line. Characterised by low-rise industrial building typologies with some low-rise, contemporary office development.



Church Street Precinct

A traditional linear high street with commercial and retail uses. Mixed built form character. New mid-rise developments are visible from abutting low-scale residential areas to the east.



Birrarung Precinct

Comprises several key strategic sites. Mix of re-purposed heritage buildings, apartments and large floorplate, commercial urban renewal development. Significant heritage sites include; Richmond Maltings, the former Rosella Industrial Complex & Richmond Power Station.



Cremorne Residential Precinct

Victorian and Edwardian-era houses with some inter-war buildings, which are set close to the street. Some early bluestone kerbs, channels, and laneways. Former corner shops and with a mix of cottages and some newer dwellings.



Wellington Residential Precinct

The Victorian-era residential area centred on Wellington Street. Detached and attached Victorian and Edwardian houses with some newer development. Some early bluestone kerbs, channels, and laneways



Green Street Residential Precinct

Victorian and Edwardian-era houses with some inter-war buildings, which are set close to the frontage. Some visible second storey additions and infill development. Some commercial buildings dating from the Victorian era.



About Cremorne

Cremorne is a compact, diverse, and vibrant inner-city suburb that includes a large commercial core interspersed by three small pockets of well established, low scale residential areas. Church Street provides Cremorne's retail centre.

Cremorne is home to more than 2,000 residents, 700 businesses and accommodates more than 10,000 workers each day.

Located less than 2 km from Melbourne's Central City, Cremorne is easily accessible via Richmond and East Richmond Stations and tram services along Swan Street and Church Street. It abuts the Swan Street Major Activity Centre.

The Yarra River (Birrarung) forms the southern border of Cremorne and has shaped the settlement of Cremorne. To the Wurundjeri Woi Wurrung people, the river is known as the Birrarung - 'river of mists and shadows'. Good access to the fresh water meant that Cremorne was seen as an attractive place to establish manufacturing in the mid 19th century. However, the colonists' land clearing, sewage and industry polluted the Yarra's lower reaches. This was in direct contrast to the harmonious management of the river by Traditional Owners.

Experiencing nature is limited by the Monash Freeway (now Citylink), which was constructed in 1962. Today, opportunities to enhance Cremorne's interface with the river, include providing places to socialise and exercise.

Cremorne has emerged as Australia's premier destination for local and global technology companies. Annually, it is estimated that Cremorne contributes \$4 billion to the Victorian economy and provides over 10,000 jobs.

Cremorne's growth as a key centre for business and innovation has led to a significant increase in office and commercial development, with businesses and workers attracted to Cremorne's central location, amenities, heritage buildings, creative atmosphere and sense of community.



Image 1 - Yarra River corridor



1,180 dwellings



722 businesses



+4,000 jobs since 2011

2,018 residents

10,000 workers



Cremorne contributes 4 billion to the Victorian economy each year



0.5ha of public parks

96% growth rate in jobs from 2011 to 2016 in the professional, scientific, and technical services



Historical Snapshot

Traditional Owners

The Wurundjeri (Woi wurrung) people inhabit the area surrounding the Birrarung (Yarra River) and Port Phillip Bay (that is now Melbourne) and move around the area according to the weather and availability of food.

1840-1850 - First Subdivision

The area (now known as Cremorne) is subdivided into six long narrow allotments between 1846 and 1849. Colonial Architect Henry Ginn purchases two lots (totalling 10.5 ha) in 1846 and designs and constructs a residence, with established gardens and a lake.

1850-1870 - Cremorne Pleasure Gardens and Cremorne's Pubs & Hotels

Cremorne Gardens (from which the suburb derives its name) opens in 1853. Based on European pleasure gardens, the gardens provide summer entertainment, including dancing, a menagerie, river gondolas and fireworks displays.



Image 2 - Cremorne Pleasure Gardens (ST Gill, 1855)

The railway to Brighton bisects Cremorne in 1857 and briefly includes the Cremorne Railway Station at Balmain Street to service the Gardens. The station closes and is demolished in 1863 - as was the Pleasure Gardens. The area was then developed as a private asylum.



Image 3 - East Richmond Station (c1905)

The East Richmond Railway Station (originally named Church Street) opens in 1860 with the development of the railway to Hawthorn. Punt Road Station (now Richmond station) is relocated to Swan Street in 1859. Swan Street grows as a commercial strip.



Image 4 - Church Street bridge (1914)

A single span iron box-girder bridge at Church Street is constructed in the 1850's. (The current bridge is completed in 1924.) At Punt Road, a punt service operates. (The current Hoddle Street bridge is constructed in 1937-38.)

An influx of population in the 1850s sees a boom of hotels and pubs on street corners. The Yarra Hotel located at 119 Cremorne Street is one of seventeen Richmond pubs operating in 1854. Community services also grow e.g. the Church of England (c1857) – now longer there.

The Barrett Burston Richmond Maltings site is initially developed as a brewing and malting site in 1850. The barley silos are added in the 1950s and 1960s. The Nylex Plastics clock, above one of the silos, is installed in 1961.



Image 5 - Former Yarra Hotel (Cremorne Street)

1870-1900 - Emerging industries and growing community

The banks of the Yarra become home to many noxious industries, such as tanneries and soap makers, as well as the Richmond Power Station, which opens in 1891.

In 1884, the asylum on the site of the former Cremorne Gardens is purchased and subdivided for residential purposes. The houses are largely small cottages to house local workers.

The Cremorne State Primary School on Cremorne Street is built in 1878. By August 1890, the school's enrolment number had reached 662 pupils. (The school's buildings now form part of the BKI Campus.) Other schools and community services open in the area e.g 'Scripture Free School'.

1863, 1888 and 1891 sees major floods in Cremorne with Cubitt, Dover, Cremorne and Wellington Streets reportedly completely inundated in the 1891 'Great Flood'.



Image 6 - Bryant and May Complex (c1930)

1900-1980 - Economy Shifts

A rapid expansion of industry occurs at the beginning of the 1900s. The Rosella Factory Complex is erected on the site of the former Cremorne Gardens on Balmain Street in 1905 and the Bryant and May Industrial Complex is built in 1909. Both factory complexes become prominent employers for the working class in Cremorne and Richmond before they are vacated in the 1980s.

In the mid 20th century, the area becomes a location for light industry with hundreds of small to medium-sized factories, including clothing manufacturers, mechanics, printers and small engineering businesses.

Families move out of the area and parts of residential areas are thought of as 'slums'. Some of the houses fall into illicit uses.

Cremorne's Role Evolves



Image 7 - Bryant and May tennis facilities (c1924)

In 1999, Cremorne becomes a suburb, rather than a locality in Richmond. In the 2000s, Cremorne is identified as an area for urban renewal and sees major new residential and commercial development along the freeway edge. Yarra City Council resolves to maintain commercial zoning for Cremorne to continue employment uses rather than housing.

Cremorne becomes highly sought after as a business location. Buildings previously used for manufacturing are re-purposed for office, commercial and co-working spaces. Cremorne is now a mix of period and contemporary housing, offices, spaces for creative industries, bars and a diminishing light industrial sector.



- | | | |
|--------------------------------|------------------------------|------------------------|
| Cremorne Enterprise Precinct | Key Precincts | Other Renewal Precinct |
| Waterway | 1 Arts Precinct | 4 Dynon |
| Open Space | 2 Sports Precinct | 5 E-Gate |
| Rail network | 3 St Kilda Road Precinct | 6 Docklands |
| Metro tunnel | Priority Renewal Precinct | 7 Northbank |
| Tram network | 1 Fishermens Bend | 8 Southbank |
| Central Business District | 2 Arden Macauley | |
| Major Activity Centres | 3 Flinders Richmond Corridor | |
| Major Employment Areas (Yarra) | | |
| Employment Precincts (NEIC) | | |
| Health facility | | |
| Education facility | | |

Figure 4 - Inner metro context

16 Revised Cremorne Urban Design Framework

Strategic Context

Enterprise Precincts

The term 'Enterprise Precincts' is used to recognise areas that play an important role in fostering creative industries, start-ups and small batch manufacturing.

Enterprise precincts are typically dense, accessible, and amenity rich urban areas that provide fertile ground for business formation and idea development and innovation. They respond to changes in the economy and evolving ways of working more than the more traditional larger floor plate and established businesses.

Unlocking Enterprise in a Changing Economy, 2018

The State Government policy paper, *Unlocking Enterprise in a Changing Economy (DEWLP, 2018)*, provides a framework to identify and support enterprise precincts. It includes a checklist of nine factors to assess the potential of enterprise precincts:

- critical mass
- competitive advantage
- quality of place
- diversity and inclusion
- collaboration
- affordability
- infrastructure
- accessibility
- anchor institutions.

The policy paper makes specific reference to Cremorne as a key enterprise precinct for Victoria, with a successful focus on technology, creative industries and co-working spaces. It identifies Cremorne as a pilot enterprise precinct.

The revised UDF has been prepared in the context of Cremorne as a successful,

maturing enterprise precinct – already home to innovative unicorn companies, small and medium enterprises (SMEs), start-ups, scaleups, urban manufacturers, social enterprises and creative industries that make up the emerging economy.

Cremorne Place Implementation Plan 2020 (CPIP)

The CPIP, developed by the State Government and Yarra City Council, presents a vision for Cremorne and strategic directions and targeted actions for delivery by state agencies and council to guide future investment. The CPIP identifies opportunities and possible actions including:

Economy and innovation:

- building partnerships to activate the local economy
- addressing commercial workspace affordability to sustain start-up and scale-up businesses, and small and medium enterprise growth in the precinct
- upgrading infrastructure necessary for a thriving enterprise precinct ie access to the high-capacity digital infrastructure
- exploring mechanisms to support creative industries spaces within Cremorne.

Public and open space:

- unlocking opportunities for additional public open space and public realm enhancements in new developments
- investigating the potential to convert on-street car parking to public open space in support of other initiatives such as priority walking and cycling routes
- improving connections to existing open spaces and the Yarra River.

Buildings:

- updating the existing City of Yarra's Urban Design Framework
- providing certainty and consistency for built form guidance to balance residential amenity with commercial development

- investigating the introduction of interim built form planning controls to address the critical policy gaps whilst preparing long term planning provisions on these matters
- working with owners of strategic sites (private and government) on redevelopment masterplans to maximise public amenity for the community.

Transport and movement

- increasing use of public transport through better access and infrastructure investment
- prioritising key locations for improved pedestrian and cycling connections
- promoting the most efficient management and use of car parking supply, including undertaking a review of car parking provisions in Yarra Planning Scheme
- investigating the opportunity for reduced speed limits and pilot other innovative solutions, safer street layouts and line marking to improve safety for pedestrians and cyclists.

Cremorne Digital Hub

In August 2022, the State Government announced a consortium led by Artesian Venture Partners, the University of Melbourne, RMIT University and La Trobe University has been selected to establish the Cremorne Digital Hub. The hub is located at 80 Balmain Street.

The Victorian Government has invested \$10 million in the hub. It is intended to drive the growth of Victoria's tech sector and develop and position the Cremorne precinct as a top global destination for innovation and technology. The digital hub will deliver a range of activities including community building and knowledge sharing events, digital skills training and custom education, research and innovation, and a range of start-up and commercialisation activities including managing the \$50 million Cremorne Venture Capital Fund.

Planning Framework

Plan Melbourne 2017-2050

Plan Melbourne provides the planning strategy for metropolitan Melbourne - guided by nine principles and seven outcomes. It's directions are implemented in state and regional planning policy in the planning scheme. Outcomes and directions of relevance to Cremorne, include:

- supporting precincts for business and education that are productive, have capacity to grow and stimulate economic growth
- improving access to jobs across Melbourne and closer to where people live
- developing an integrated transport system that connects people to jobs and services and goods to market
- improving public and active transport connections
- creating a distinctive and liveable city with quality design and amenity
- ensuring quality design and amenity with a focus on more public places
- respecting Melbourne's heritage
- developing Melbourne as a sustainable and resilient city.

Melbourne Industrial and Commercial Land Use Plan 2020

Melbourne Industrial and Commercial Land Use Plan (DEWLP, 2020) sets out a planning framework for industrial and commercial land across metropolitan Melbourne. The plan recognises Cremorne as emerging as one of Melbourne's premier destinations for creative design, particularly tech and digital design. Key directions from the plan form part of regional policy in the planning scheme.

Yarra Planning Scheme

State Planning Policy in the Planning Scheme does not explicitly refer to Cremorne as an enterprise precinct or define what an enterprise precinct is. Clause 17.01-2S supports 'the development of enterprise precincts that build the critical mass of employment in an area, leverage the area's public and private sector economic competitive strengths and assets, and cater to a diversity of employment types and scales'.

Regional planning policy at Clause 17.01-1R includes strategy to retain and encourage creative industries in Cremorne. It also supports diverse employment generating uses, including offices, innovation and creative industries in regionally significant industrial precincts.

Current local planning policies do not identify Cremorne as an enterprise precinct but seek to increase the number and diversity of local employment opportunities (Clause 21.04-3 Industry, office and commercial).

Clause 21.08 – 2 Burnley, Cremorne, South Richmond supports the mixed use nature of development in the Cremorne area.

New planning policy has been developed and adopted by Council which will replace existing local policy in the scheme. Planning Scheme Amendment C269yara, currently awaiting approval by the Minister for Planning, identifies Cremorne as a major employment precinct along with Gipps Street.

It identifies Cremorne as 'an enterprise precinct, emerging as Melbourne's premier destination for creative design, particularly in the tech and digital space. It is home to global companies which sit side by side with small to medium sized firms, start-ups and co-working spaces' (Clause 02.01-8).

Clause 17.01-1L Employment Strategies seeks to maintain and grow employment in Cremorne. Strategies include:

- maintaining zoning that supports the economic function of the major employment precincts
- encouraging the intensification of employment land

- supporting development that provides high-quality built form outcomes
- supporting development that improves the public realm, including the provision of or access to public open space
- managing transport
- including prioritising walking, cycling and public transport over car-based transport.

Residentially zoned land in Cremorne is identified as minimal and incremental change areas which provide limited housing growth. The Richmond Maltings site is identified as a major regeneration area.

Yarra (River) Strategic Plan (Burndap Birrarung burndap umarkoo)

The *Yarra Strategic Plan*, released in February 2022, provides a long-term vision for the management of the Yarra River and its lands. It was developed in partnership with the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation, Melbourne Water is the lead agency responsible for implementing the plan. However, Yarra City Council has committed to helping to implement the plan in partnership with the Traditional Owners and will continue to collaborate with Melbourne Water.

Cremorne is within the Inner City Reach – Urban area. The plan identifies the need for improved access to and over the river. It includes directions to set development back from the river's edge and adjoining parklands to maintain views; apply integrated water management principles to improve water quality and enhance flood protection; and provide additional open space and expand pedestrian and cycling trails.

As part of the preparation of the plan, planning controls to protect the river corridor were progressed by the state government. Design and Development Overlay Schedule 1 - DDO1 applies to sites along the Yarra River. It ensures new buildings are appropriately set back from the banks of the Yarra River and adjacent public open space to avoid overshadowing and light spill of the river corridor.

Yarra Strategies and Plans

The revised UDF has been informed by a number of strategies and plans prepared by Yarra City Council. The key strategies and plans are summarised below.

Strategy / Plan	Description
Yarra Spatial Economic and Employment Strategy 2018	<p>The <i>Yarra Spatial Economic and Employment Strategy (SEES)</i> sets the strategic directions for the management of Yarra's employment lands over the next 10 to 15 years. It identifies Yarra's economic strengths and key trends and economic drivers into the future. It underpins new policy in the Yarra Planning Scheme.</p> <p>The SEES identifies Cremorne as a Major Mixed Employment Precinct with significant capacity to accommodate commercial growth. It notes Cremorne has transitioned from a former industrial precinct to become a significant commercial node with small innovative manufacturers, with a significant institutional asset in the Bendigo Kangan Institute. The SEES seeks to retain and grow major employment precincts. It recommends housing growth is accommodated elsewhere in the municipality to retain the integrity of the employment precincts. It recommends the retention of the Commercial 2 Zone (C2Z) for Cremorne.</p>
Yarra Economic Development Strategy 2020-2025	<p>The <i>Economic Development Strategy</i> provides an action plan for Yarra's continued economic development - supporting its existing business community, protecting and enhancing areas of competitive advantage and improving the liveability characteristics of the municipality.</p> <p>The strategy identifies that the majority of employment within Yarra is situated in Richmond and Cremorne. It identifies Cremorne as a creative industry and technology hub, with a large amount of co-working spaces. It expects Cremorne to continue to see a strong demand for office floor space.</p>
Yarra Housing Strategy 2018	<p>The <i>Yarra Housing Strategy</i> guides the location of housing growth in the municipality and underpins new housing policy in the Yarra Planning Scheme.</p> <p>The strategy identifies Cremorne as a key employment area that should be retained for employment and economic uses. It identifies locations for housing growth in areas where land is zoned residential, higher change around the Maltings site and minimal change, elsewhere.</p>
Yarra Climate Emergency Plan 2020-2024	<p>The <i>Yarra Climate Emergency Plan</i> provides a direction and actions for Council in response to the climate crisis. It outlines how Council can work with and advocate to other levels of government, business and the community to address the climate crisis.</p> <p>The plan highlights the opportunities to reduce emissions within commercial buildings. It acknowledges Cremorne/Richmond as one of the areas within Yarra with the fastest growth in commercial office space.</p>
Yarra Nature Strategy 2020-2024	<p>The <i>Nature Strategy</i> provides direction in decision making on biodiversity and sustainability of flora and fauna habitat across the municipality. It acknowledges the importance of the Yarra River for the municipality's biodiversity and the need to enhance the waterway habitat along the Cremorne boundary.</p>
Yarra Urban Forest Strategy 2017	<p>The <i>Yarra Urban Forest Strategy</i> provides a framework to manage Yarra's street and park trees. It seeks to enhance Yarra's urban forest, improve liveability and mitigate the impacts of the urban heat island effect. It sets a tree canopy target to 2040 and identifies areas for priority planting.</p>
Swan Street Streetscape Master Plan 2022	<p>The aim of the <i>Swan Street Streetscape Master Plan</i> is to guide the design and delivery of future streetscape and public realm improvements. The Master Plan identifies a number of streetscape improves along the southern side of Swan Street.</p>

Strategy / Plan	Description
<p>Moving Forward: Yarra's Transport Strategy 2022-32</p>	<p>The <i>Transport Strategy</i> is a 10-year multi-modal strategy that seeks to deliver an innovative, efficient, sustainable and accessible transport system for Yarra. It outlines Yarra City Council's policies, priority infrastructure outcomes and other supporting activities to meet the aspirations of the community.</p> <p>Relevant strategic directions include: allocating road space to preferred transport modes and other activities; reducing traffic speeds and volumes on Yarra's streets and eliminating and reducing barriers to movement for all members of the community.</p> <p>It identifies improvements to Cremorne's walking and cycling network in the <i>New Deal for Cycling</i> and <i>New Deal for Walking</i>. It also identifies public transport advocacy, including upgrading Richmond Station a primary multi-modal interchange hub, improving the capacity on the Burnley line and upgrading tram stops to be accessible for all.</p>
<p>Yarra Open Space Strategy 2020</p>	<p>The <i>Yarra Open Space Strategy</i> provides an overarching vision and direction for the future provision, planning, design and management of open space in Yarra to 2031. The strategy forecasts a substantial increase in the resident and worker population in Cremorne. It highlights a lack of open space west of Church Street. A key recommendation is to provide new small neighbourhood, local and small local open spaces in Cremorne to cater to projected additional workers and residents.</p>
<p>Swan Street Structure Plan 2014</p>	<p>The <i>Swan Street Structure Plan</i> provides a vision for the Swan Street Activity Centre. It was used, alongside more detailed strategic work, to inform built form controls for Swan Street which are now in the planning scheme. The plan provides directions on proposed built form controls, public realm and access/movement improvements and preferred land uses.</p> <p>Cremorne was part of the study area. The plan identifies building heights of predominately four storeys in commercial areas in Cremorne West and five to six storeys along Church Street corridor. It recommends the retention of commercial zoned land, with the exception of the River Edge Precinct, where it expects a mix of residential and commercial uses around the Maltings site.</p> <p>It identifies Church, Cremorne, Balmain and Gough Streets as locations for street tree planting and enhancements. A series of proposed pedestrian and cycle links are identified. The strategy recommends the enhancement of existing open spaces and recommends new open space but does not identify locations.</p>
<p>Cremorne and Church Street Precinct - Urban Design Framework 2007</p>	<p>The <i>Cremorne and Church Street Precinct - Urban Design Framework 2007</i> was developed in response to the Victorian Government's metropolitan strategy, Melbourne 2030 and development pressure in Cremorne. The 2007 UDF provides a vision and high level objectives for land use, built form, public realm and access and movement. Seven locations are identified where growth is likely to occur - along Punt Road, BK1 and its surrounds, surrounding the Richmond and East Richmond Stations, commercial land along the river and immediately on the eastern side of the Railway.</p> <p>It recommends heights ranging from three to five storeys in most areas of Cremorne and less than three storeys in residential areas. Taller heights were encouraged on the Richmond Maltings site.</p> <p>The 2007 UDF proposes a series of pedestrian priority and cycle streets (Cremorne, Kelso, Gough, Balmain and Chapel Streets), along with a series of proposed locations for footpath widening and intersection activation. Green Street is identified as a key cycle / pedestrian route along with the Main Yarra River Trail. A series of potential public open spaces are identified on key strategic sites such as the Bendigo Kangan Institute and VicTrack land on the eastern side of the railway. The 2007 UDF includes high level design objectives for key strategic sites that include through links and public open space locations.</p>



22 Revised Cremorne Urban Design Framework

Developing the Framework

The revised UDF has been informed by the community engagement, the Cremorne Place Implementation Plan (CPIP) and several background studies.

Engaging with community and stakeholders

Community and stakeholder engagement has informed the development of the UDF, including the consultation undertaken by the Victorian Planning Authority (VPA) and Yarra City Council during the development of the CPIP and consultation on the draft Cremorne UDF.

Community engagement to inform the preparation of the Cremorne Place Implementation Plan (CPIP) was undertaken in November-December 2019.

An issues and opportunities paper was prepared by the Victorian Planning Authority (VPA), along with Yarra City Council, to help facilitate discussions with the community. It identified the key issues and opportunities in Cremorne and sought community input on a new vision for Cremorne and the priority actions to be included in the CPIP

Feedback on the draft Cremorne Urban Design Framework

Community engagement on the draft Cremorne Urban Design Framework was held from November and December 2022 and included distribution to residents, community groups, Council advisory committees, businesses, landowners, developers, and the Victorian Government.

The engagement reached approximately 30,000 people and included three pop-up events attended by over 100 people and an online survey. 17 meetings were held with residents, community groups, advisory groups, businesses and state government agencies.

182 formal contributions were received through the survey and written submissions as well as informal comments from the pop-ups and meetings.

The feedback indicated general support for the UDF and its objectives and actions but different views on different aspects.

Views differed depending on whether feedback was from a resident / business / commercial landowners/development interests.

Residents were concerned with the commercial / business focus of the UDF. Commercial landowners mainly commented on specific sites.

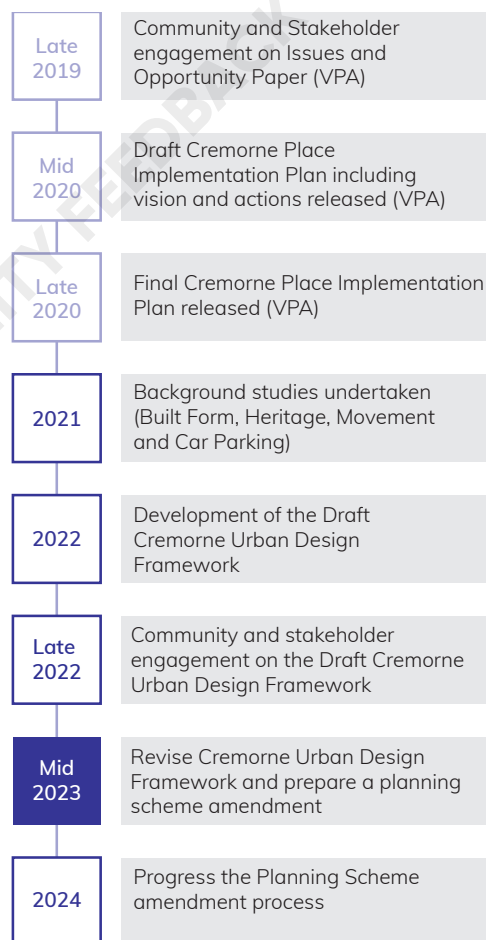


Figure 5 - Timeline of the development of the Cremorne Place Implementation Plan and Urban Design Framework

Summary of CPIP Issues and Opportunities Paper consultation



Economy and Innovation

- Commercial zoning was recognised as having helped pave the way to Cremorne's success as a business precinct, by providing certainty for business growth and investment.
- The Bendigo Kangan Institute (BKI) Cremorne campus provides opportunities for affordable workspace, public open space, and community facilities, business synergies and education that supports technology industry skills development.
- Further support is required to underpin business affordability.



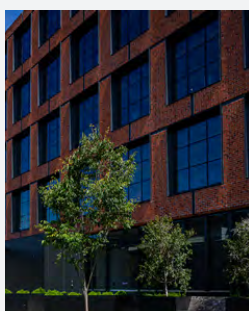
Public and Open Space

- There are opportunities for underutilised government land to be repurposed, particularly for open space.
- A greener Cremorne could be achieved through a range of options including improved access to existing public space, more public space and public realm improvements, associated with new developments.
- More open space is required to cater for the needs of the growing community but acceptance that space is limited. Maximise opportunities for small and creative improvements to the public realm and open space.
- There are opportunities to create more open space by removing on-street car parking. However, car parking space is a sensitive and complex issue that requires careful consideration by Yarra.



Transport and Movement

- Sustainable travel should be strongly promoted to manage increasing travel demands.
- Big ideas are needed in addressing the access and movement issues to and within Cremorne. Improved access to public transport is needed, including the upgrading of pedestrian links to Richmond and East Richmond stations.
- The quick implementation of improved road safety measure is needed, including traffic calming measures and the trialling of reduced speed limits.



Buildings

- Development should contribute to public amenity and new public spaces.
- There is a need for a long term and strategic approach to development that considers sustainability, scale, design quality, overshadowing, local heritage, and character.
- The vibrancy of having a mix of businesses and services throughout Cremorne is a key characteristic and strength of the area.

Summary of the draft UDF engagement

- There was support for the 10 Key Moves, particularly retaining residential neighbourhoods and reconnecting Cremorne with the Yarra River and creating a linked network of open spaces.
- Support for the objective to make Cremorne an exemplary sustainable precinct.
- Support for creating more green space and plantings but also including a range of public spaces.
- Mixed views on transport and accessibility.
- A desire for more pedestrian and cycling friendly transport options and improving existing footpaths to accommodate all users.
- Support for improvements and access to public transport.
- Some support and some concern around the street network changes – impacts including rat running, traffic congestion and delays and loss of on-street parking were raised.
- Differing views around the built form recommendations.
- Residents supported lower heights. Developers were seeking higher heights on specific sites.
- Protection of heritage and residential amenity were strong concerns.
- Impacts on the public realm was also raised.

How has the feedback been taken on-board

All feedback has been reviewed and updates have been made throughout the document.

Further analysis of proposed changes to the street network was undertaken and has informed the transport aspects of the revised UDF.

Further engagement

There will also be further opportunities to have a say about the UDF. Further consultation on the revised UDF is planned to occur at the same time as the formal exhibition of changes to the planning scheme to implement the UDF. Following the conclusion of this process, the planning scheme amendment and UDF would be adopted by Council.

There will be further opportunities for engagement when it comes to the design and delivery of specific projects in the UDF.



Background Studies

Several background studies were undertaken to support and inform the UDF. They are:

- Built Form Review and Recommendations (Hodyl & Co, May 2022)
- Heritage Review and Recommendations (Trethowan, October 2021)
- Streets and Movement Strategy (Martyn Group & Hansen Partnerships, June 2020)
- Parking Controls Review (Traffix Group, July 2020).

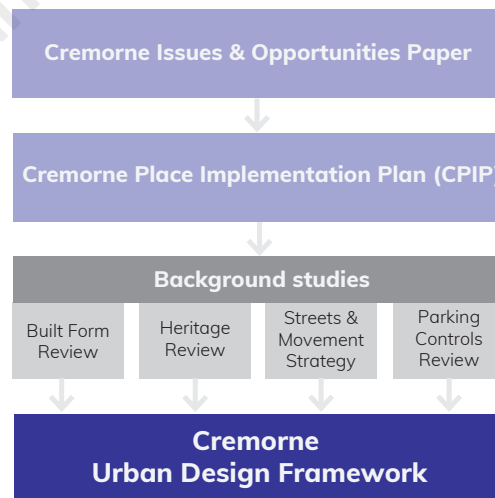


Figure 6 - Project integration

A review of the transport proposals in the revised UDF was undertaken following community engagement on the UDF. The Cremorne Urban Design Framework - Transport Review (Stantec Australia, August 2023) supplements the existing background studies and has informed updates to Theme 3: Accessible and Connected Cremorne.

FOR COMMUNITY FEEDBACK

Part Two: Framework

This section details the objectives and actions across the five themes to help deliver the vision for Cremonne.

Theme 1: A place to create, innovate and live

Cremorne will continue to grow as a global innovation precinct supported by places to live, shop and spaces to enjoy. This vibrant mix of uses will support the emerging economy and help to create a diverse and accessible place with great amenity for workers, residents and visitors.

Challenges and opportunities

Over the last decade, Cremorne has evolved into Melbourne's tech and innovation hub. Professional, scientific, and technical services have grown 96% since 2011, with information media and telecommunications services making up the largest tenancy mix (36%). Anchor institutions such as Bendigo Kangan Institute (BKI), Tesla, Carsales.com, MYOB, Red Energy, Seek and REA Group have chosen Cremorne as their base.

Cremorne is also a successful creative neighbourhood, with 106 creative spaces and a density of 0.7 creative spaces per hectare. The creative industries with the highest representation are design, photography, fashion, and publishing. Cremorne's economic success has been driven, in part, by its competitive advantages, including:

- favourable zoning and development opportunities (particularly the availability of land in the Commercial 2 Zone)
- industrial heritage and opportunities for re-use and adaptation of heritage buildings
- strategic location – proximity to the central city and eastern suburbs
- transport connectivity
- public transport and cycling infrastructure
- strong lifestyle attributes and vibrant precincts
- recognition for creative and techbased enterprises.

As competition for talented workers increases, particularly in the technology and

creative sectors, Cremorne's advantages provide an edge over more traditional and formal working environments across Melbourne. It is expected that strong demand for employment floorspace in Cremorne will continue.

Cremorne Digital Hub

In August 2022, the State Government announced a consortium led by Artesian Venture Partners, the University of Melbourne, RMIT University and La Trobe University had been selected to establish the Cremorne Digital Hub. The hub is located at 80 Balmain Street within the Railway Precinct.

The Victorian Government has invested \$10 million in the hub. It is intended to drive the growth of Victoria's tech sector and develop and position the Cremorne precinct as a top global destination for innovation and technology. The digital hub will deliver a range of activities including knowledge sharing events, digital skills training and custom education, research and innovation, and a range of start-up and commercialisation activities including the management of the \$50 million Cremorne Venture Capital Fund.

Creating and retaining affordable workspaces

Affordability was one of the main attractions in Cremorne's early success and is now an important factor in maintaining the precinct's diversity, vibrancy and creativity, all of which are critical drivers of innovation.

Strong demand, undersupply and low vacancy rates have given rise to strong rental growth in Cremorne. In 2015 the rent for office space in Cremorne was \$300-320/sqm, whereas in 2019 (pre COVID19) it was \$600-620/sqm (an 88 per cent increase). These rents are now comparable to central city rates. Start-up enterprises and creative industries are the most vulnerable to being priced out of Cremorne. For new enterprises, the first few years of their existence is when they are most vulnerable, due to constrained access to both capital and revenue. In the case of the creative industries, many workers operate on a lean basis for an often-indefinite period. The continued availability of affordable and flexible workspace is required to support the formation and continued growth of these industries in Cremorne.

Retaining commercial and employment uses in Cremorne

Planning zones in the planning scheme guide land use and development. Most of Cremorne's employment activity is contained within Commercial 2 Zone (C2Z) - the precinct's main land use zone (Figure 8). The C2Z allows for a wide range of business-related activities, however it prohibits other uses, such as residential that could undermine its employment focus.

The availability of flexible and adaptable employment land in Cremorne, over the last decade has allowed for the rapid evolution and adaptation of economic activity towards knowledge-intensive and service-based economic activities. The retention of C2Z land within Cremorne will protect the precinct's potential for future employment growth.

Reimagining the Bendigo Kangan Campus

This important education and training resource and key site is strategically located in the centre of Cremorne. The large site (1.3 ha) includes five buildings situated around two large central at-grade car parks. Bendigo Kangan Institute's Creative and Digital Skills Campus offers courses in fashion, fashion business (buyer/

forecasting), hairdressing, beauty, business, security and cyber security. The site presents an opportunity to connect with Cremorne's growing tech industry and large employees (such as MYOB, Seek, REA). Transitioning to a digital, technology and creative offering will create a place where students, re-skillers, entrepreneurs and industry can learn and collaborate. There is also an opportunity to ensure the campus is more outward looking and connects with the wider community.

Protecting residential uses

Cremorne's residential zones, although not employment generating zones, play an important and complementary role to its enterprise and innovation function by contributing to Cremorne's overall liveability, vibrancy, and land use diversity. The Neighbourhood Residential Zone (NRZ) and General Residential Zone (GRZ), in particular, protect and maintain the character of Cremorne's distinct, sensitive, low-scale residential areas.

How are we addressing these issues?

The objectives and actions under this theme will help deliver the vision for Cremorne by:

- Continuing to grow Cremorne as Melbourne's premier global innovation precinct. (Objective 1.1)
- Supporting affordable workspaces and the diversity of creative and innovative businesses. (Objective 1.2)
- Providing the digital infrastructure to grow Cremorne as a centre for innovation and technology. (Objective 1.3)
- Supporting Bendigo Kangan Institute (BKI) campus as a creative and digital education and community hub in the heart of Cremorne. (Objective 1.4)
- Recognising the commercial, employment, retail and residential roles of different precincts in Cremorne. (Objective 1.5)

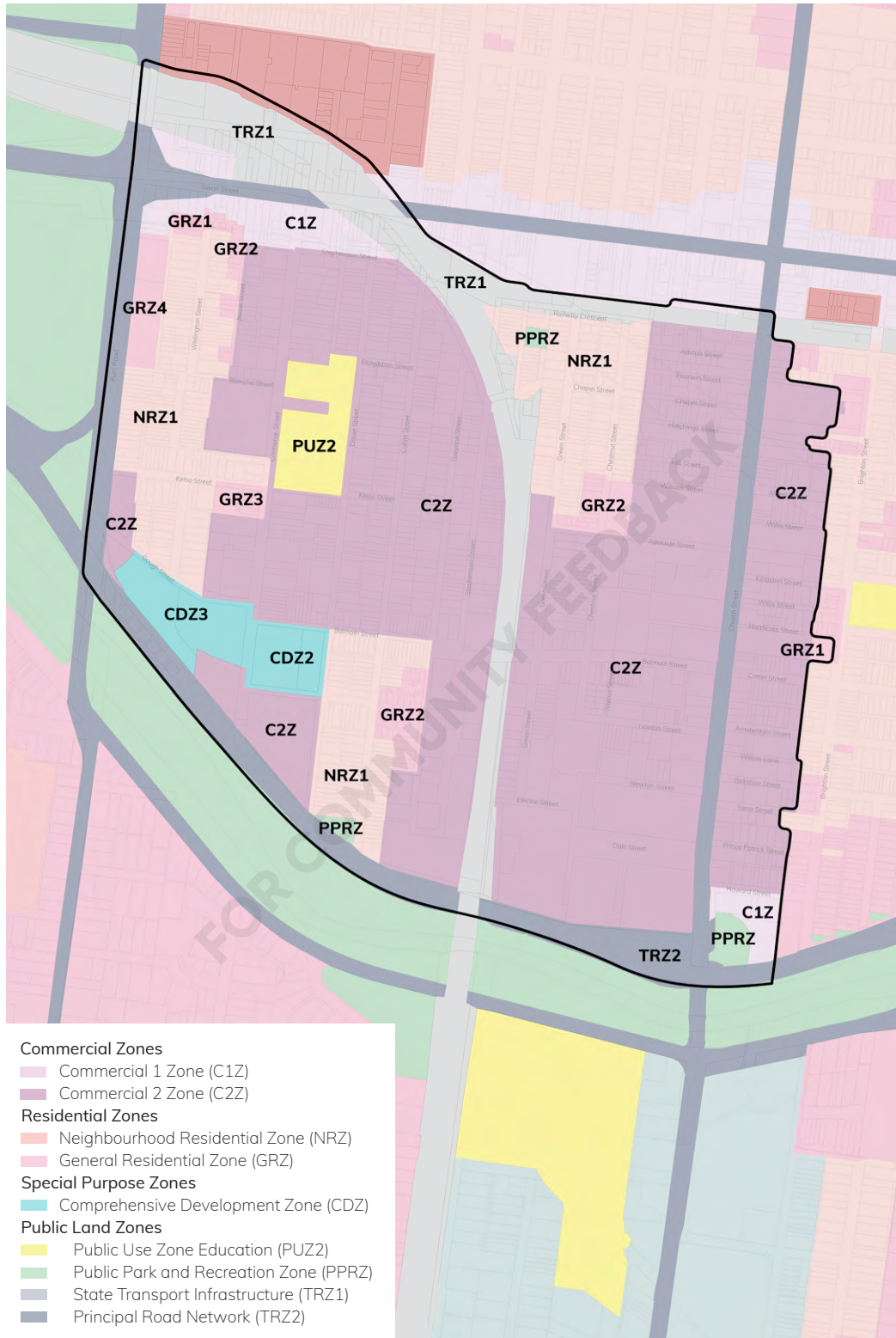


Figure 7 - Zoning

Objective 1.1 Continue to grow Cremorne as Melbourne's premier global innovation precinct.

Better recognising 'enterprise precincts' in state / regional planning policy

Proposed new policy in the Yarra Planning Scheme recognises Cremorne is an enterprise precinct, emerging as Melbourne's premier destination for creative design, particularly in the tech and digital space.

State policy at Clause 17.01 Employment (Clause 17.01-2S Innovation and research) includes a strategy to support the development of enterprise precincts to create opportunities for innovation and the knowledge economy. State planning policy includes the concept of enterprise precincts, however it is not explicitly defined. Regional policy, recently updated through Planning Scheme Amendment VC215, does not specifically recognise Cremorne as an enterprise precincts but does identify it as a location for creative industries.

Enterprise precincts play a critical role in Victoria by providing land for business formation and idea development. Their ongoing success requires state and regional planning policy support and strategic direction.

Providing detailed planning policy to guide decision making

There is an opportunity for Yarra to introduce a new integrated, place-based policy for the Cremorne Enterprise Precinct, based on the CPIP and this revised UDF into the planning scheme. The policy would help implement the strategic vision for Cremorne by providing specific direction on economic activity, built form and heritage, access and movement and the public realm.

Retaining the Commercial 2 Zoning in Cremorne's commercial precincts

Cremorne's Commercial 2 Zone (C2Z) has helped pave the way to Cremorne's success as a business precinct, by providing certainty for business growth and investment.

The continued retention of C2Z land within Cremorne will protect the precinct's potential for future employment growth.



Image 8 - Employment activity flows out onto the streets

Future of strategic sites

The revised UDF identifies key strategic sites where further strategic planning investigations are required to determine if alternative land uses, economic activities and built form outcomes are appropriate.

Any future rezoning of employment land would be informed by the Yarra's two key spatial strategies, the Spatial Economic and Employment Strategy and the Yarra Housing Strategy and must be supported by sufficient strategic justification and demonstrate how the proposed rezoning and subsequent development provides benefits to the community (refer to Objective 5.5: Create blueprints for the redevelopment of strategic sites).

Fixing zoning anomalies

There are two identified zoning anomalies in Cremorne, where two zones apply to a single site. The zoning of sites with two zones should be corrected to provide clear direction on future use and development.

Actions

- 1.1.1 Retain Commercial 2 Zoned land to maintain and grow employment in the Cremorne Enterprise Precinct.
- 1.1.2 Prepare a planning scheme amendment to introduce new planning policy into the Yarra Planning Scheme that introduces place-based policy that supports Cremorne as a vibrant, diverse, accessible and high amenity enterprise precinct and includes specific policy on economic activity, built form and heritage, access and movement and the public realm.
- 1.1.3 Advocate the state government to clearly define and recognise the role and function of enterprise precincts within the Planning Policy Framework.
- 1.1.4 Correct zoning anomalies:
 - 20-26 Brighton Street, Richmond – change rear of the site from C2Z to GRZ2
 - 549-555 Church Street, Richmond – change the rear of the site from GRZ2 to C2Z.

NB Other zoning anomalies may also be identified.

Objective 1.2 Support affordable workspaces and the diverse range of creative and innovative businesses in Cremorne.

Retaining and creating affordable spaces

Opportunities exist for state and local government to ensure that Cremorne remains accessible and affordable for start-ups and creative industries. There is an opportunity for Yarra City Council to work with the Victorian Government on programs that address the issue of retaining affordable workspaces. For example, Council's Room to Create supports affordable workspaces for artists and advocates for additional affordable spaces.

Initiatives to retain, create, and support affordable workspaces need to be underpinned by robust state-led planning policies and guidelines. It is the role of state government to prepare a wider policy framework to support the creation and ongoing management of affordable workspaces.



Image 9 - Warehouses converted to commercial tenancies

Supporting co-working spaces

Co-working spaces have emerged in high rent locations such as Cremorne to minimise individual rental costs. Co-working spaces are typically open-plan offices that create a community in which 'non-standard' workers, freelancers and early-stage entrepreneurs come together in the same space to provide support and social interaction.

Supporting Cremorne's Digital Hub

The Cremorne Digital Hub in Cremorne will deliver programs and activities (via a virtual and physical presence in Cremorne) that lift capability, stimulate tech adoption and problem-solving, support business growth, attract investment and create jobs.

The CPIP (at Page 21) identifies the Digital Hub will deliver benefits such as:

- more advanced technology skills available to meet the needs of local businesses
- a home for collaborative advanced technology industry projects
- drive stronger connections across Victoria's technology ecosystem
- attract further technology related investment in the state and stimulate creation of new jobs
- enhance Victoria's reputation as a digital tech centre and create global opportunities
- attract international experts and foreign direct investment.



Image 10 - Future location of the Digital Hub

Actions

- 1.2.1 Strongly advocate to the state government to provide further planning guidance and best practice models for the delivery of affordable workspaces for creative and innovation industries necessary for the desired economic activity.
- 1.2.2 Advocate to the state government to adopt a state-wide definition of affordable workspace and creative neighbourhoods.
- 1.2.3 Support the growing role and utilisation of co-working spaces in Cremorne by supporting existing operators and encouraging new spaces.
- 1.2.4 Support the role of the flagship Digital Hub in Balmain Street in Cremorne.
- 1.2.5 Work with the Department of Jobs, Skills, Industry, Precincts and Regions (DJSIPR) to advocate for state government investment attraction, infrastructure delivery, workforce and destination development in Cremorne.
- 1.2.6 Establish a Cremorne Industry Network Collective (CINC) to share knowledge, thought leadership and access to digital tools and resources, and explore partnership, innovation and entrepreneurship opportunities.
- 1.2.7 Monitor the growth and change in the employment precinct by monitoring changes in commercial office floorspace, types of businesses employment growth, planning permit activity and rents.

Objective 1.3 Provide the digital infrastructure to grow and support Cremorne as a centre for innovation and technology.

Digital infrastructure is one of the identified success factors of Enterprise Precincts (*Unlocking Enterprise in a Changing Economy, DEWLP 2018*). Providing the necessary utilities and infrastructure is central to supporting connectivity, collaboration and innovation. There is an opportunity to integrate digital and smart infrastructure in Cremorne in line with the *Yarra Smart City Vision*.

Access to high-capacity digital infrastructure is needed to support innovation and business productivity in Cremorne. For example, the competitive supply of high-capacity broadband networks (i.e. 5G and future networks).

Smart infrastructure activates technologies at the street level, enabling data collection and the potential for innovation. Technologies include multi-function smart poles that discretely house LED lights, environmental and movement sensors, WIFI and other Smart City services. A network of sensors would enable real-time data to better understand the urban environment, and inform planning and investment.

Actions
1.3.1 Investigate 5G opportunities across Cremorne as a way to provide access to the high-capacity digital infrastructure.
1.3.2 Support the provision of 'smart' infrastructure within Cremorne to enable innovation, investment and data activation.

Objective 1.4 Support a refreshed Bendigo Kangan Institute (BKI) campus as a creative and digital education and community hub.

The future renewal of BKI offers an opportunity to transform the campus into a sustainable, vibrant, accessible anchor institution that benefits BKI and the broader community.

The BKI Campus, at the heart of the precinct, would become a creative and digital education and community hub for the Enterprise Precinct. New education facilities and new public spaces would wrap around the historic former Cremorne Primary School buildings and welcome the wider community into the campus.



Image 11 - BKI Campus corner Cremorne & Kelso Streets

There is an opportunity for Yarra City Council and BKI to work together to support education, training, economic, social, environmental and transport outcomes within Cremorne.

A partnership between Council and BKI will improve collaboration on a range of areas, including:

- addressing the strategic vision for Cremorne as a digital, technology and employment hub
- connectivity within the precinct and the surrounding neighbourhood
- brokering relationships that can assist in realising the strategic vision of BKI, Cremorne and the wider Yarra community.

Enhancing connections with industry

Large education and research institutes can play a large role in creating physical environments that stimulate enterprise and innovation within our economy. There is an opportunity to build on BKI's reputation as a centre for fashion and grow its capacity in digital skills and tech training whilst maximising industry and engagement collaboration within the campus. For example, through flexible multi-purpose spaces that could be used by BKI, industry and the community or providing training specific to industry and local needs.

An inviting campus

BKI could become a vibrant campus experience with spaces in which the community can connect with staff, students, industry and each other.

The site's frontages to Cremorne, Dover and Kelso Streets and the centralised location mean the site has the potential to be the heart of Cremorne - a key destination that encourages you to linger and stay, as well as to move through.

Key to this is the development of community spaces and open space. A major opportunity would be to develop the southern carpark (adjoining the former Cremorne Primary School) as an exciting new piece of public open space linking Cremorne and Dover Streets with the heritage building forming its setting.



Image 12 - Potential location for new open space

The wider site however has the potential to provide a range of open space opportunities, each providing different experiences and fulfilling different needs. Publicly accessible rooftop spaces or other linear open spaces could form part of the creative vision for the site.

Actions

- 1.4.1 Build on the existing partnership between BKI and Yarra City Council to strengthen Cremorne's place as a premier location for innovation and digital technologies, including BKI's role in supporting education and training opportunities aligned to this sector.
- 1.4.2 Facilitate relationships between BKI students and Yarra businesses to enable students to develop pathways to local employers.
- 1.4.3 Support BKI's plans to grow and develop new education and training offerings aligned to digital technology and innovation.
- 1.4.4 Promote local education and training opportunities, offered through BKI, to the community.
- 1.4.5 Strongly advocate for the establishment of public open space on the BKI campus. The campus should offer flexible spaces for both BKI staff and students, and the wider community.

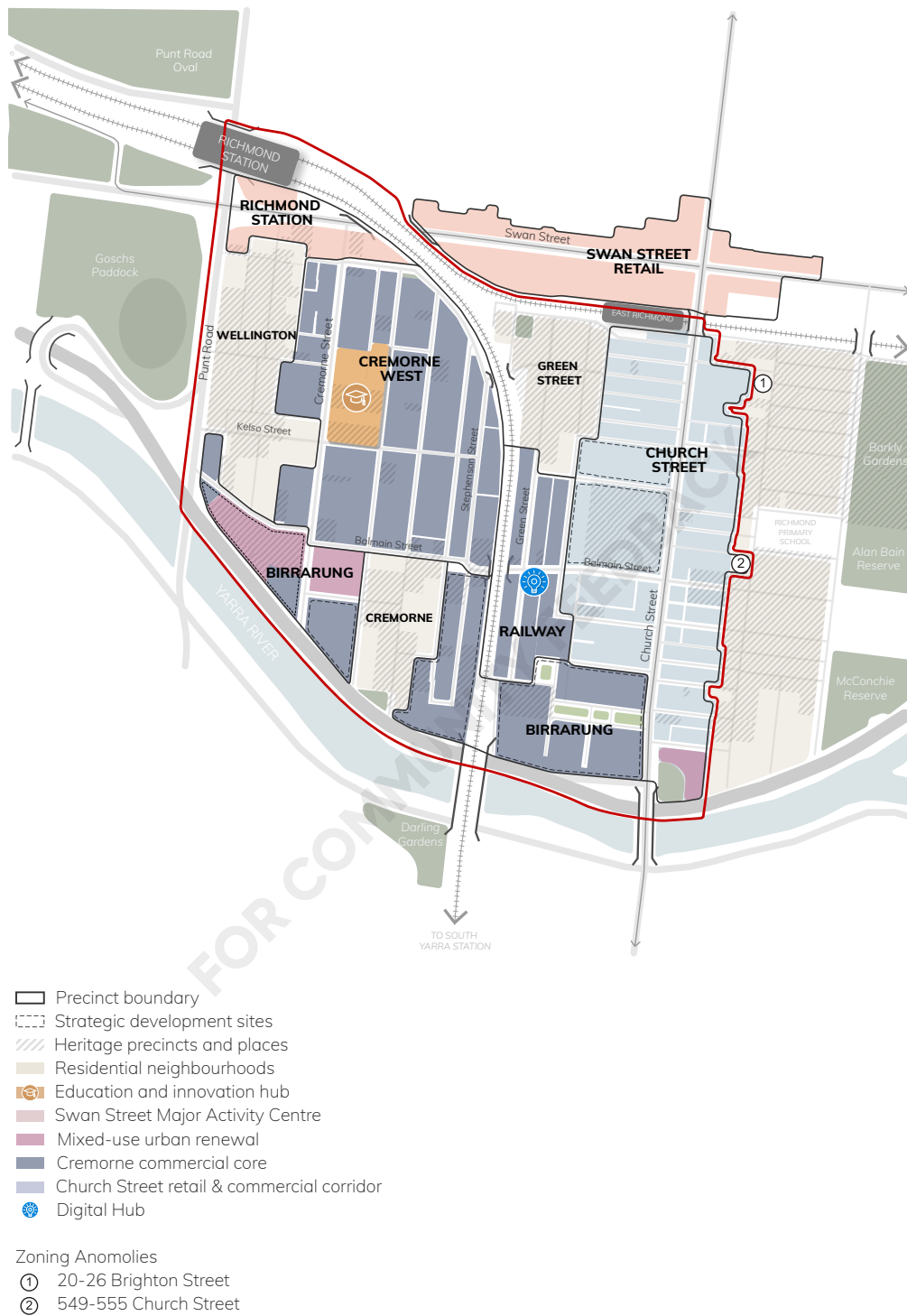


Figure 8 - Land Use Framework

Objective 1.5 Recognise the commercial, employment, retail and residential roles of different precincts in Cremorne.

Cremorne includes a broad mix of land uses across the suburb - this mix of business and inner urban living makes Cremorne a unique place to work and live.

Cremorne’s commercials precincts

Cremorne has transitioned from a former industrial precinct to a unique and diverse employment base with a national reputation as a base for tech and creative sector firms.

The Cremorne West Precinct, Railway Precinct and parts of the Birrarung Precinct will support commercial activities ranging from small innovative manufacturers to corporate head offices. The Cremorne West Precinct includes the BKL campus. The Railway Precinct will be the location of the Cremorne Digital Hub. Both precincts include cafés, bars, restaurants and other retail uses that support businesses and social activities in the area.

The Church Street Precinct sits either side of a north-south tram corridor and connects into South Yarra. As well as a location for headquarters and large office developments, the strip has a focus on showrooms. However, unlike other home-maker oriented shopping centres, it provides a unique offer including high end retail. It is also home to a number of high quality cafes, restaurants and bars. It will continue to function as an important retail and commercial corridor.



Image 13 - Commercial buildings on Cremorne Street



Image 14 - Residential cottages on Cubitt Street

Residential precincts

Cremorne includes three residential pockets (Wellington Precinct, Cremorne Precinct and Green Street Precinct) with low rise houses, which includes heritage cottages and terraces and contemporary town house developments. The three residential areas are predominately covered by a Heritage Overlay.

The residential precincts are zoned, Neighbourhood Residential Zone (NRZ) and General Residential Zone (GRZ). Maximum height limits of 9m (two storeys) apply in the NRZ and heights of 9m-11.5m (up to three storeys) apply in the GRZ depending on the location.

There are existing detailed planning and building requirements which guide development within these areas. The purpose of including these areas in the revised UDF is to protect their established streetscape character.

The revised UDF seeks to ensure that the fine grain character of the residential areas is respected by building scale and design in larger adjoining commercial development.

Mixed use precincts – Richmond Maltings

The Birrarung Precinct, located along the southern edge of Cremorne, includes a number of strategic sites. The Richmond Maltings strategic site wraps around the famous silos at the southern end of Cremorne Street and forms part of the Birrarung Precinct. It is zoned Commercial 2 Zone and Comprehensive Development Zone (a special use zone) which allows for a mix of uses.

Stage 1 of the Richmond Maltings redevelopment has been constructed. Two residential apartment towers, with a mix of shops, a supermarket and offices are located on the eastern part of the site with frontages to Gough Street and Cremorne Street at 154 Cremorne Street. To the south of Stage 1 on land zoned Commercial 2 (168 Cremorne Street), is the nine storey MYOB building.

Stage 2 occupies the central and north-western part of the site and is south of Gough Street, adjacent to City Link, the Yarra River and Punt Road. This site has not yet been developed. It has a permit for a hotel and various commercial buildings, including offices and a mix of retail, function spaces, cafes and restaurants.



Image 15 - Nylex Sign and Silos at Richmond Maltings

Actions

- 1.5.1 Update planning policy in the Yarra Planning Scheme to support:
 - Church Street Precinct as a retail and commercial corridor
 - Cremorne West, Railway and Birrarung Precincts (except land in the CDZ) as commercial core
 - A diverse mix of uses in the Richmond Maltings, including offices, retail, cafes and residential uses.
- 1.5.2 Continue to support the established character of Cremorne’s residential precincts.

Impacts of COVID-19

With COVID-19, the policy context of Cremorne has not changed, with all levels of Government committed to maintaining Cremorne’s employment focus. The UDF will help Cremorne to embed continued resilience through actively responding to new and ongoing economic, climate and amenity challenges. The pandemic has also provided opportunities to trial changes to the public realm. The projects delivered during the pandemic have provided business and community with an opportunity to see the outcomes that are possible through street environment changes.

Theme 2: A leading sustainable and climate resilient precinct

Yarra City Council recognises that the climate emergency presents an unprecedented challenge (globally and locally) and is committed to responding to the climate emergency. Cremorne presents an opportunity to be an ambitious, leading climate resilient precinct as it grows and evolves.

Challenges and opportunities

Climate resilience and emission reduction

Attaining 'zero-net emissions' or 'zero carbon' across Yarra is a key driver of Council's Yarra Climate Emergency Plan 2020-2024. It requires that the net carbon (or greenhouse gas) emissions from the entire municipality are equal to zero. This is the same shared goal of the Victorian Climate Change Act 2017 which also seeks to achieve zero carbon emissions.

Commercial buildings are a key part of Yarra's climate change mitigation response as these buildings emit the most emissions, mainly due to:

- electricity used for heating, ventilation and air conditioning
- lighting
- hot water heating
- running office equipment.

It is anticipated that development in Cremorne over the next decade will largely take the form of commercial office buildings with some retail space.

In Cremorne, leaders in the development industry will need to respond to the growing demand from businesses and the community for zero carbon, healthy and climate resilient workplaces.

Managing the urban heat island effect

The urban heat island effect is the increased temperature in urban areas compared to surrounding rural areas caused by urban development such as roads and buildings. As a highly dense suburb, Cremorne like most of Yarra experiences elevated urban heat. As Cremorne further develops, the impacts of the urban heat island effect may be exacerbated. New development and renewal provides opportunities for new buildings to provide a design response to climate change to improve their impacts on the urban heat island effect.

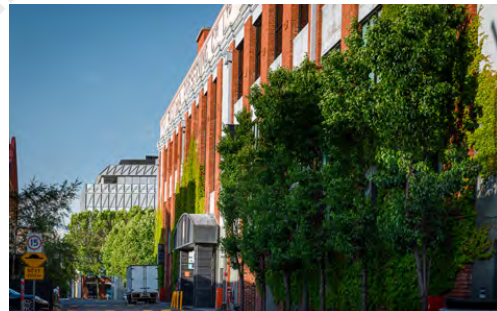


Image 16 - Urban greening - Rosella Precinct

Greening of public spaces and buildings

Cremorne's streetscapes are a source of urban heat. Trees and canopy cover from vegetation is vital in areas where people may be more affected by extreme heat conditions.

Yarra's Urban Forest Strategy 2017 sets a target for total canopy cover in Yarra to increase by 25% (from 2014 levels) by 2040. Streets and open spaces in Cremorne have the potential for increased tree planting.

The southern portion of Cremorne is subject by a Significant Landscape Overlay (SLO1) – a specific overlay in the planning scheme which acknowledges the Yarra River (Birrarung) as an area of significance to Victoria. Development that occurs within the SLO1 will need to consider its impacts on the river, the removal of vegetation especially trees, flood management and visual impact.



Image 17 - Established trees - Balmain Street Plaza

Managing water

The sustainable management of water resources will play an integral role in addressing current and future challenges associated with population growth, providing quality open spaces to alleviate the urban heat island effect and ensuring community and environmental resilience.

Yarra's Integrated Water Management Plan 2020-2030, Yarra City Council's response to this, seeks to:

- protect our waterways and local habitat
- improve storm water quality, by reducing pollutants entering our downstream waterways
- reduce the potential impacts of urban flooding
- reduce potable water use and encourage water reuse and efficiency
- support tree growth and greener neighbourhoods
- minimise the heat island effect.

Areas adjoining the river are subject to a specific planning overlay called the Land Subject to Inundation Overlay (LSIO). The LSIO is used to identify flood prone land in a river or coastal area affected by a potential 1 in 100 year flood. All development will need to be designed to consider flooding impacts and all permit applications would be referred to the relevant floodplain management authority.

Buildings should be designed with water efficient fixtures and fittings. Alternative water sources such as rainwater tanks and greywater recycling can be used for green infrastructure irrigation and toilet flushing. This will result in reduced use of potable water. Best-practice stormwater management is particularly important in potentially flood affected areas such as parts of Cremorne.

Reducing waste

As Cremorne develops over time managing waste caused both through the development and ongoing waste generated by new workers and residents will be an issue that will need to be managed. As Cremorne is a location where renewal is expected, there are opportunities to improve waste management, especially through the design of new buildings.

How are we addressing these issues?

The objectives and actions under this theme will help deliver the vision for Cremorne by:

- Facilitating and supporting net-zero carbon development throughout Cremorne. (Objective 2.1)
- Creating an urban forest and greening buildings to mitigate the urban heat island effect. (Objective 2.2)
- Integrating water management into Cremorne to support a resilient and liveable precinct. (Objective 2.3)

Objective 2.1 Facilitate and support net-zero carbon development.

Achieving a zero carbon precinct

Key features of a zero-carbon office development are:

- Optimising passive design and working with the local climate to maintain a comfortable temperature inside.
- Maximising the energy efficiency of appliances, equipment, systems and lighting.
- Maximising on-site renewable energy generation, including using all suitable roof space for solar photovoltaic with residual electricity demand met from offsite renewable energy sources.
- Rejecting the use of natural gas, liquefied petroleum gas (LPG) or other fossil fuels onsite.
- Providing infrastructure that supports zero-carbon transport such as electric vehicles charging stations, bicycle parking and end of trip facilities.
- Exceeding the National Construction Code minimum requirement for thermal efficiency of the building (the ability of a building to retain warmth in winter or keep cool in summer).
- Providing a safe and healthy indoor environment quality that addresses air temperature, natural ventilation, access to daylight, outlook, and minimised air and noise pollution.

The early integration of zero-carbon elements into the design of a building, when the opportunities are greatest, effectively and permanently reduces the emissions of a commercial building. Council is seeking to introduce more sustainable design and zero carbon standards within the planning scheme.

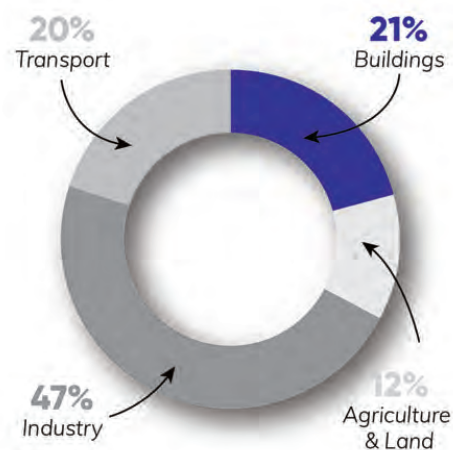


Figure 9 - Australia's emissions by sector (2018) (Source: ClimateWorks Australia)

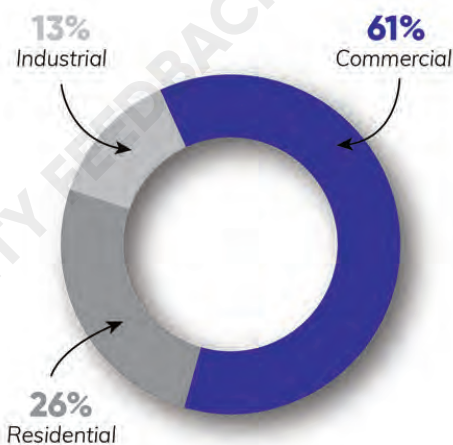


Figure 10 - Stationary Carbon Emissions from Gas and Electricity (2018/19) (Source: CitiPower)

Reducing waste

As Cremorne continues to develop there will be an increase in waste generation. This is likely to occur through a variety of sources such as construction waste, along with an increase in waste from the increasing worker and resident populations. These issues are unlikely to be resolved at a precinct level and will require a municipal or state-wide approach.

In many commercial settings, Yarra City Council provides little or no collection of business and commercial waste. This is due to significant variations in type and quantity of waste generated and the requirement for specialist, flexible and more frequent services best provided by the many private waste collection companies. It provides some garbage bins on request for domestic type waste. The *Waste Minimisation and Resource Recovery Strategy 2018-2022* outlines Council's approach in engaging with the business community to reduce and manage waste. Council will continue to work with the Yarra's business sector to improve resource recovery outcomes.

The city-wide project, Elevating Environmental Standards in the planning scheme will include objectives and standards to manage waste and resource recovery for new developments. Its aim is to reduce the amount of waste during the construction process while setting up new developments with sustainable waste management practices and designs.

Elevating Environmental Standards in the Planning Scheme

Council has an existing policy to encourage environmentally sustainable design at the planning stage. However, greater standards are needed to reflect changes in technology and to address the urgency for mitigating and adapting to climate change.

Yarra City Council has prepared a proposed planning framework with Council Alliance for a Sustainable Built Environment (CASBE) and 24 Victorian Councils to encourage low to zero carbon developments via changes to the planning scheme. The proposed amendment is under consideration by the Minister for Planning. Councils are likely to seek feedback from the community in 2024 through a formal planning scheme amendment.

Actions

- 2.1.1 Progress the introduction of zero carbon standards for new commercial and residential developments into the Yarra Planning Scheme (via a Yarra-wide planning scheme amendment and the Elevating Environmental Standards project).
- 2.1.2 Encourage developments to put in place best practice infrastructure and systems to maximise resource recovery, including options for food waste and electronic waste.

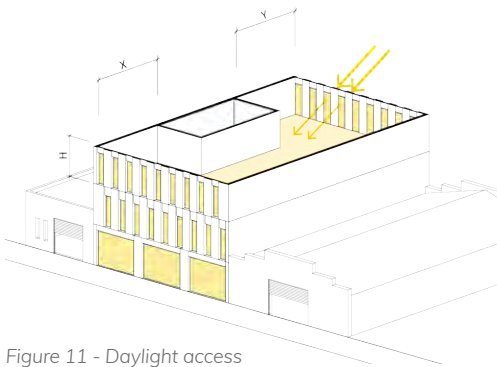


Figure 11 - Daylight access

Buildings with good daylight access reduce their reliance on artificial light and therefore reduce their energy demand. Access to daylight contributes to the internal amenity and to the improved health and well-being of employees.

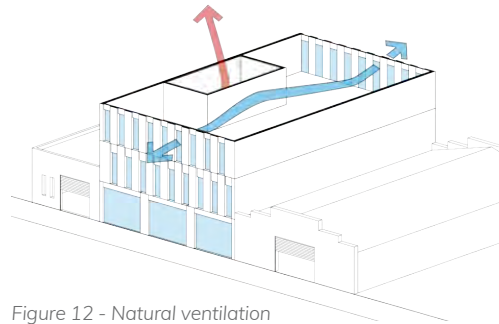


Figure 12 - Natural ventilation

Buildings with good natural ventilation can be cooled down without relying on artificial cooling. Cross-ventilation is the optimal approach to achieving natural ventilation.

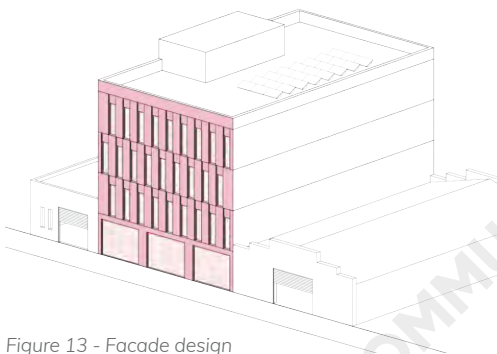


Figure 13 - Façade design

The design of façades can reduce the energy required to make spaces feel comfortable inside (thermal performance). Each façade should be treated according to orientation. The design should consider the size and depth of windows, window glazing treatments and external shading.



Figure 14 - Green infrastructure

Integrated green roofs, walls and façades can reduce the energy required to make spaces feel comfortable inside. Landscaped façades and rooftops can minimise heat gain, reduce storm water runoff, contribute to biodiversity and provide attractive shared spaces.

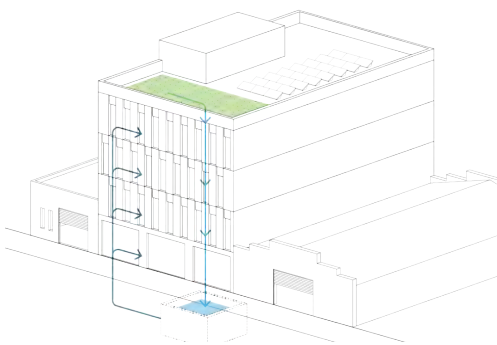


Figure 15 - Water resources

Managing water resources is more sustainable and reduces water costs. This can be achieved by creating on-site water storage, maximising the use of rainwater and water efficient fittings and fixtures.

Objective 2.2 Create an urban forest and green buildings to mitigate the urban heat island effect.

Greening public spaces and streets

Yarra City Council aims to increase tree diversity, climate resilience and tree canopy covering Cremorne by accelerating street tree planting to meet our canopy cover targets. Additional trees in streets and public spaces have multiple benefits, including:

- mitigating the impacts of climate change
- shading and cooling the urban environment improving comfort and amenity
- diversifying the urban forest and improving biodiversity
- increasing surface permeability.

Priority planting program

Council has been undertaking a program of infill street tree planting and renewal in Cremorne. Planting is prioritised in locations of greatest need, considering places of urban heat and areas of low canopy, pedestrian activity zones, tree life expectancy and areas that are significant in terms of biodiversity. Future tree planting locations are subject to detailed site investigations and consultation.

Cremorne's existing street tree species are a mix of exotic and native trees. New street tree planting within Cremorne aims to diversify existing street tree species. The selection of native and exotic tree species responds to the street orientation, built form and available space to accommodate eventual tree canopy height and spread. Drought tolerance and adaptation to future climatic conditions are also major species selection considerations.

Street redesign and upgrades

The redesign and upgrade of key streets presents a significant opportunity for increased street tree planting and urban greening. Key streets identified for upgrades include Cremorne Street, Church Street,

Balmain Street and Stephenson Street (refer to Themes 3 and 4). The transformation of these corridors into high quality green streets will contribute to the identity, amenity and sense of place of these streets.



Image 18 - Recent Gwynne Street upgrades

Greening buildings

New development should incorporate green infrastructure (e.g. green roofs, walls and façades) and maximise green cover through incorporating understorey and canopy planting to maximise cooling.

There is a range of benefits that can potentially be provided by green roofs, walls and façades:

- stormwater management
- reducing the energy required to make spaces feel comfortable inside (thermal performance)
- cooling urban areas and reducing the urban heat island effect
- creating and preserving habitat and ecological biodiversity
- developing visually attractive spaces, increasing open space and the potential for urban food production
- cleaning the air.

It is important to recognise that these benefits are only realised if the roof, wall or facade is planned and constructed well and has the supporting management required to sustain it.

Green Factor Tool

Green Factor is a new tool used to assess planning permit applications, developed by the City of Melbourne and currently being trialled within the City of Yarra. It will also form part of the Elevating Environmental Standards in the Planning Scheme project. The tool is designed to assist applicants in developing their green roofs or walls proposals and to assess and facilitate proposals at the planning permit stage. The purpose of the tool is to increase the vegetation cover on private land.

The tool has been designed to consider a range of building types. It will integrate with Council's sustainable development tool (BESS) which is used during the permit application process.

Actions

- 2.2.1 Increase street tree planting in identified priority locations, to work towards Council's target to increase canopy by 25% above 2014 levels by 2040.
- 2.2.2 Through the use of the Green Factor Tool, encourage new development to incorporate the use of green infrastructure (e.g. green roofs/walls/ façades).
- 2.2.3 Embed Urban Forest Strategy principles into the greening of key streetscape redesign projects.

Objective 2.3 Integrate water management into Cremorne to support a resilient and liveable precinct.

Streets and spaces in Cremorne will need to play a greater role in stormwater management and flood mitigation. This means embracing water as part of the character of the area through:

- streets and open spaces that use vegetation, soils and natural processes to manage, treat and reuse stormwater
- the use of alternative (non-potable) water sources, including stormwater harvesting and passive irrigation
- reducing the volume of pollution that enters waterways
- upgrades to existing infrastructure such as stormwater drains.

Integrated Water Management (IWM) is a holistic approach to water management that considers the interactions of all elements of the water cycle including potable (drinking) water, rainwater, stormwater, recycled water and groundwater to ensure they are used to support and enhance social, ecological and economic outcomes.

Approximately 60% of Yarra's land area is hard impervious surfaces which cannot absorb water. This increases stormwater run-off carrying pollutants into waterways and the urban heat island effect.

To improve the quality of the stormwater runoff into waterways, there is the opportunity to investigate stricter measures to increase the volume of stormwater captured, treated, and reused by large commercial and multi-unit developments in Cremorne.

Actions

- 2.3.1 Investigate the use of Integrated Water Management (IWM) throughout Cremorne and where possible, introduce measures to reduce the flooding risk and impact through infrastructure upgrades.



46 Revised Cremorne Urban Design Framework

Theme 3: Connected and accessible Cremorne

Cremorne supports convenient, safe and sustainable transport modes – walking, cycling and public transport that allows workers, residents and visitors choice and ease of access.

Cremorne has experienced and will continue to see significant growth. The movement and transport network must change to accommodate this increase in people movement.

This will mean that in the future the way people access, move around, and spend time in the precinct will be very different to today.

The growth of the precinct will also present significant challenges on the adjacent road and public transport networks.

There is a need to identify a longer-term vision to integrate the precinct with surrounding areas and networks.

The planning for this needs to start now as Cremorne continues to be redeveloped. This will require a partnership approach between governments, transport agencies and the community.

Challenges and opportunities

Cremorne is a relatively small area built around a dense network of narrow streets (many one-way). There is competition for this limited space between all transport modes, street activities, streetscape features (trees, bicycle parking) and on-street parking.

The road network within Cremorne is constrained by:

- limited connections in and out of the precinct, particularly to the north, west and south
- arterial roads (managed by Department of Transport and Planning)
- elevated railway lines which form barriers to movement with only a limited number of crossing points
- CityLink and the Yarra River which limits connections to the south
- limited capacity at the two primary gateways to the precinct, Cremorne and Balmain Streets.



Image 19 - Swan and Cremorne intersection

Streets for people

Streets are important shared public spaces. However, there are many competing needs and wants for Cremorne's limited space. These include space for car parking, vegetation, seating, public art and outdoor trading areas.

While street space is limited and it is not possible to accommodate all needs, Cremorne's streets do provide an opportunity to reallocate some of the large amounts of space given to car movement and storage on Yarra's streets to significantly improve conditions for walking and cycling.



Image 20 - East Richmond Station entrance ramp



Image 21 - Balmain Plaza

Promoting sustainable transport

Transport demands are expected to greatly increase, particularly public transport, due to the anticipated increase in residents and workers in the precinct.

Given the forecast growth and the limited capacity to accommodate more car movements, action is necessary to improve and promote sustainable transport modes. Cremorne's location and access to public transport means that Cremorne already has the key attributes required to support sustainable transport choices. However, a significant mode shift for journeys both to and from the Precinct is required. To do this, a number of changes are required in Cremorne to support and prioritise sustainable transport choices.

Greater priority must be given to movement by walking, cycling and public transport. However, it is still important to retain essential vehicle access where it is needed by existing residents and businesses operating in the precinct.

Preventing through traffic is also an issue in Cremorne where vehicles, without a destination within the precinct, 'rat run' through the 'back streets' to bypass intersections and reach CityLink and other arterial roads.

Enhancing public transport

Cremorne is well serviced by public transport with train, tram, and bus connections. Improvements to public transport are the responsibility of the state government, however, Yarra City Council can advocate for and partner with the state government to deliver service and infrastructure improvements.

The key public transport hub is Richmond Station. This station is one stop out of the City Loop and provides a high level of access to the metropolitan rail network. The station is approximately 15-minute walk to the southern part of Cremorne.

The southern parts of Cremorne are within a walkable distance of South Yarra Station (less than 15 minutes). South Yarra Station is a short walk from Oddys Lane, via the rail bridge.

However, access is not compliant with the Disability Discrimination Act (DDA), is poorly maintained, and not easy to find.

There is an opportunity to advocate to the state government to create a better access link to South Yarra Station.

The area is also serviced by East Richmond Station. Access to the station is poor, train services are infrequent and it is hidden from Swan and Church Streets.

There are bus routes along Punt Road and tram routes on Swan Street and Church Street. However, service reliability of tram and bus routes is poor - route 78 being the fifth least reliable tram route in Melbourne.* Improvements are also needed to public transport stops to ensure they are DDA compliant and accessible to all.

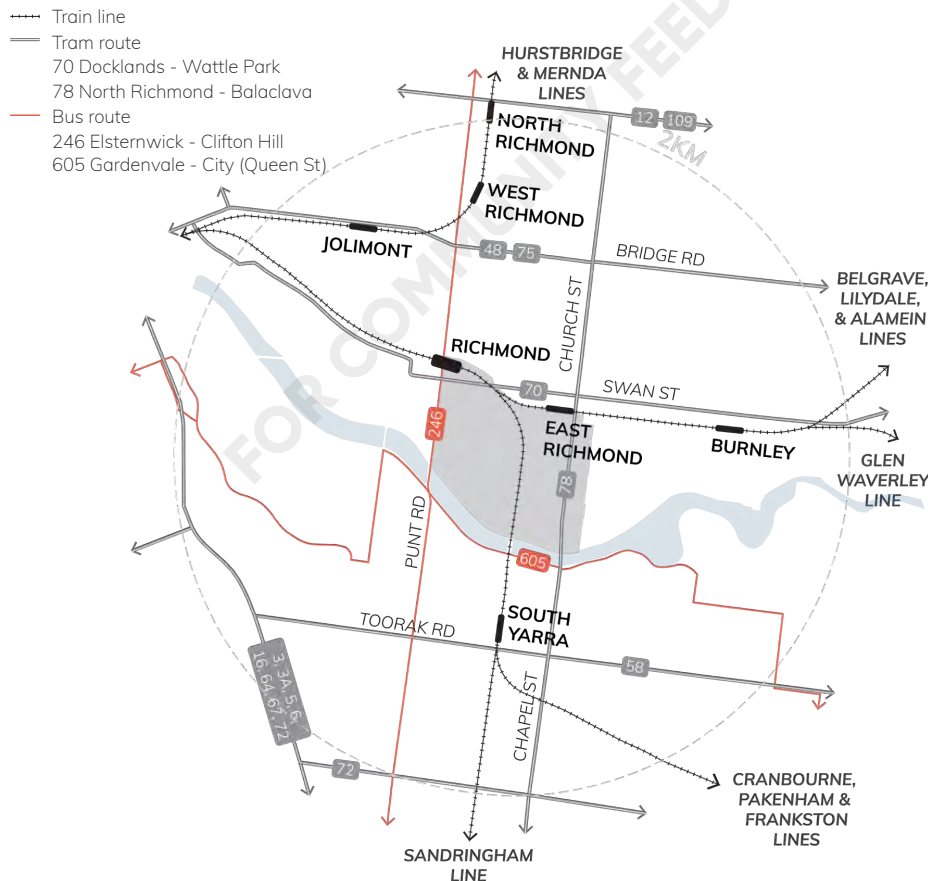


Figure 16 - Public transport network

* Department of Transport & Planning, Metropolitan tram - operational performance, July 2022 – July 2023

A safe and pleasant place to walk for all ages and abilities

Walking and cycling access through Cremorne can be difficult and unsafe. Traffic levels are high on its main streets and pedestrian and cyclist priority and safety is low.

Cremorne is within walking distance of shops, community facilities and public transport, however, the pedestrian environment is challenging and does not cater for people of all abilities due to:

- narrow road reserves and footpaths that are not wide enough to use or allow pedestrians to pass one another.
- frequency of vehicle crossovers, footpath clutter, (posts, bins, and other obstructions), kerbs, and gutters.
- lack of pedestrian amenity in some areas, including poor lighting, sparse landscaping and few bins and seating.

Public transport trips translate into walking trips within the precinct as key public transport nodes are located on the edges of Cremorne. Walking trips are expected to account for more than half of all trips in Cremorne in the future – this could be as many as 35,000 trips per day.

Cremorne has excellent walkability potential. There is an opportunity to bring the physical walking network up to a standard that matches this potential.

The Yarra Transport Strategy's 'New Deal for Walking' focusses on measures that maximise space to allow more people of all ages and abilities to walk around Yarra. Cremorne is identified as a priority area. An improved walking network which provides for all abilities is essential to the success of Cremorne.



Image 22 - Balmain Street underpass

Making bike riding easy

Cremorne is relatively well serviced by Strategic Cycling Corridors and bicycle infrastructure connecting Cremorne to surrounding suburbs. The area is served by a mix of on and off-road paths. On-road bicycle facilities include painted bicycle lanes and informal bicycle routes. The Main Yarra Trail, Church Street and Swan Street are designated as Strategic Cycling Corridors.

Elsewhere in Cremorne, cyclists generally share the road with other vehicles. However, these existing on-road informal bicycle routes provide little to no protection for cyclists. This is further compounded by the volume and speed of vehicles (light and heavy), and narrow street widths. The Transport Strategy also includes the 'New Deal for Cycling'. It is a key commitment to providing appropriate bicycle infrastructure on Yarra's street and path network and includes several routes through Cremorne. Cremorne offers the opportunity to provide a world standard bike network.

How are we addressing these issues?

The objectives and actions in this theme will help deliver the vision for Cremorne by:

- Creating a highly accessible and well connected movement network that prioritises sustainable and active transport and discourages through traffic. (Objective 3.1)
- Delivering a safe and attractive local cycling and pedestrian network which connects strategic corridors, major trails and key destinations. (Objective 3.2)
- Improving public transport services and access to public transport and to meet the needs of Cremorne's workers, residents and visitors. (Objective 3.3)
- Reducing off-street car parking and increasing bike parking requirements to promote more sustainable modes of transport. (Objective 3.4)

Objective 3.1 Create a highly accessible and well-connected movement network that prioritises sustainable and active transport and discourages through traffic.

Cremorne presents an opportunity to transform the street network to:

- make sustainable and efficient travel options convenient, viable and attractive
- create streets which are also places for people
- improve accessibility through reallocating road space to prioritise access and safety for pedestrians, cyclists, and public transport users
- design the street network to discourage through traffic while still providing for site servicing to support the local business and residential community.



Image 23 - Stair access to the Main Yarra Trail

Future Movement Framework

A Future Movement Network has been developed using the best elements of feedback received from the community in conjunction with professional expertise.

It is based on a series of transport changes that can be delivered over time.

These changes place an emphasis on walking and cycling – making Cremorne easy to get around by walking, wheeling, cycling or on micromobility devices while reducing through traffic.

The Future Movement Network (Figure 17) shows the key changes to Cremorne's transport network. This provides a high level direction for the precinct.

Extensive permanent short-term changes may not be possible in Cremorne given the levels of construction the precinct is experiencing. However, we need to start planning for the future.

Additional work will need to be undertaken to determine if other changes to the street network are required.

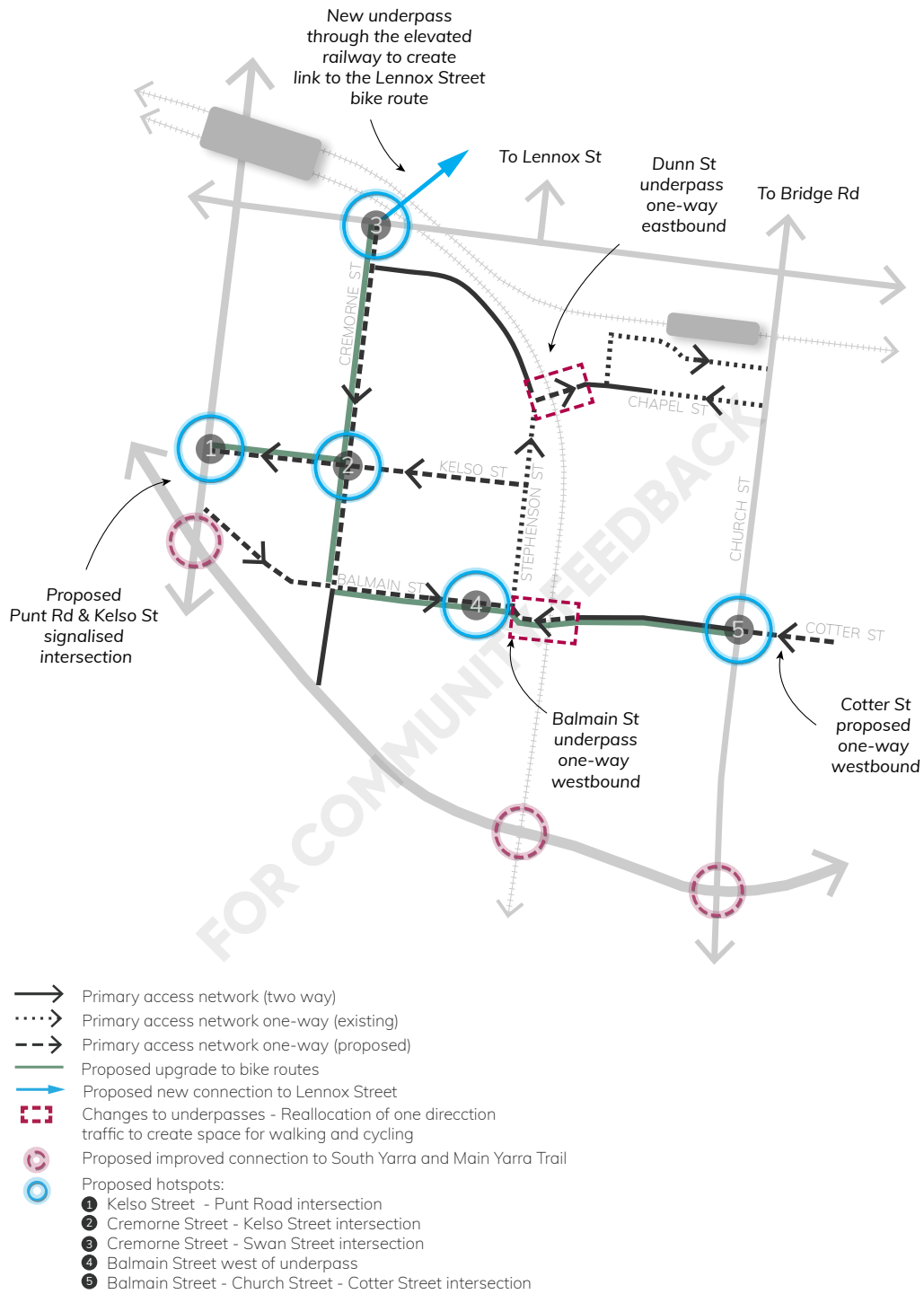


Figure 17 - Future Movement Network

To implement the Future Movement Framework, changes are needed to the existing street network.

The changes that are proposed include:

- A signalised intersection at Kelso Street and Punt Road to provide a safe crossing point for pedestrians and cyclists across Punt Road and provide the ability for vehicles to exit the precinct.
- Separated bikeways along Cremorne Street, Balmain Street and Kelso Street, which will be connected via low-traffic streets. These bikeways will connect to external arterial roads at Swan Street, Church Street, Punt Road and the wider bike network.
- Reallocating one direction of traffic in the Balmain Street and Dunn Street underpasses to create space for people walking and cycling.
- Changing sections of the following streets to one-way to create a loop in Cremorne:
 - Cremorne Street – one way southbound (to Balmain Street)
 - Balmain Street – one way eastbound (west of Green Street)
 - Kelso Street – one way westbound
 - Gough Street – one way eastbound
- Enhancing Cremorne, Kelso, Balmain, Stephenson and Church Streets as pedestrian routes.
- Reallocating some on-street car parking in strategic locations to give priority to cycle routes, improve street amenity or provide local traffic access.
- Applying blanket 30kph speed limits on all streets to improve safety.
- Identifying pedestrian priority streets where pedestrians and bikes will share the road with low speed traffic.
- Improving pedestrian access to public transport including to the Church Street and Swan Street tram stops, Richmond, East Richmond and South Yarra Railway Stations and the 246 -bus route on Punt Road.
- Improving River crossings and access to the Yarra Trail.



Image 24 - Balmain and Church Street intersection

Implementation

These changes won't happen all at once.

In the short term, the key focus will be on reducing through traffic and actively discourage traffic travelling east to west through Cremorne. Solutions could include pinch points and other traffic calming measures in key streets. Pinch points can be implemented as a temporary measure that allow people on bicycles to pass, or incorporate crossing opportunities.

Later, other changes would include reallocating road space to people walking and cycling by reallocating some parking on key streets and making improvements at the five hotspots.

Trials, pilots and pop-ups of some of the proposals will be undertaken to enable Council and the Cremorne community to test and evaluate proposals 'on the ground'.

Changes to the direction of traffic are likely to be the final stages of the proposed improvements. These will be needed later as the worker and resident population grows rather than immediately.

These changes have been explored through indicative cross section designs shown in Figures 27 to 38.

Consultation in line with Council's community engagement policies and strategies will occur with the community on any changes.

Signalisation of Punt Road and Kelso Street intersection

The signalisation of the intersection of Punt Road and Kelso Street is subject to approval from the Department of Transport and Planning.

The addition of traffic signals at Kelso Street could provide the main exit point for traffic leaving Cremorne.

The signals will relocate the key exit for Cremorne from the northern end of Cremorne Street (where vehicles turn left via Swan Street/Cremorne Street and then right onto Punt Road or onward to Olympic Boulevard).

This will enable improvements at and around the Swan Street/Cremorne Street intersection and along Cremorne Street.

This would be combined with better bicycle and pedestrian facilities and crossings at Punt Road to deliver increased connectivity and safety for people walking and cycling.

Streets Network

The Streets Network (Figure 18) sets out the different roles of streets. Some streets have multiple roles.

The Streets Network consists of:

Regional links – Regional links are major movement corridors. They include Punt Road, Swan Street and Church Street. They have an important traffic and public transport role and are managed by the Department of Transport and Planning. They will continue to play a key traffic role but will feature improved walking and cycling and access to public transport along them to make them a safer and more pleasant experience.

Activity spines – Church Street and Cremorne Street form the two activity spines in Cremorne. They will become a leafy pedestrian and cycle friendly routes which are fronted by offices, cafes, retail and other uses which enliven the street.

Local circulation – Key streets within Cremorne that connect to key destinations such as employment, public transport and major open space, that prioritise walking and cycling.

Their role is to safely and efficiently move people and goods into and out of Cremorne. They provide access for local vehicles e.g. for deliveries, services but also form key elements of the walking and cycling network.

A high level of change is anticipated in these corridors. The amenity of these corridors will be improved, providing opportunities for people to connect and interact.

Changes could include the reallocation of on-street car parking but retaining on-street space for essential vehicle access and disabled bays, car share spaces, or short term parking for drop-off and deliveries.

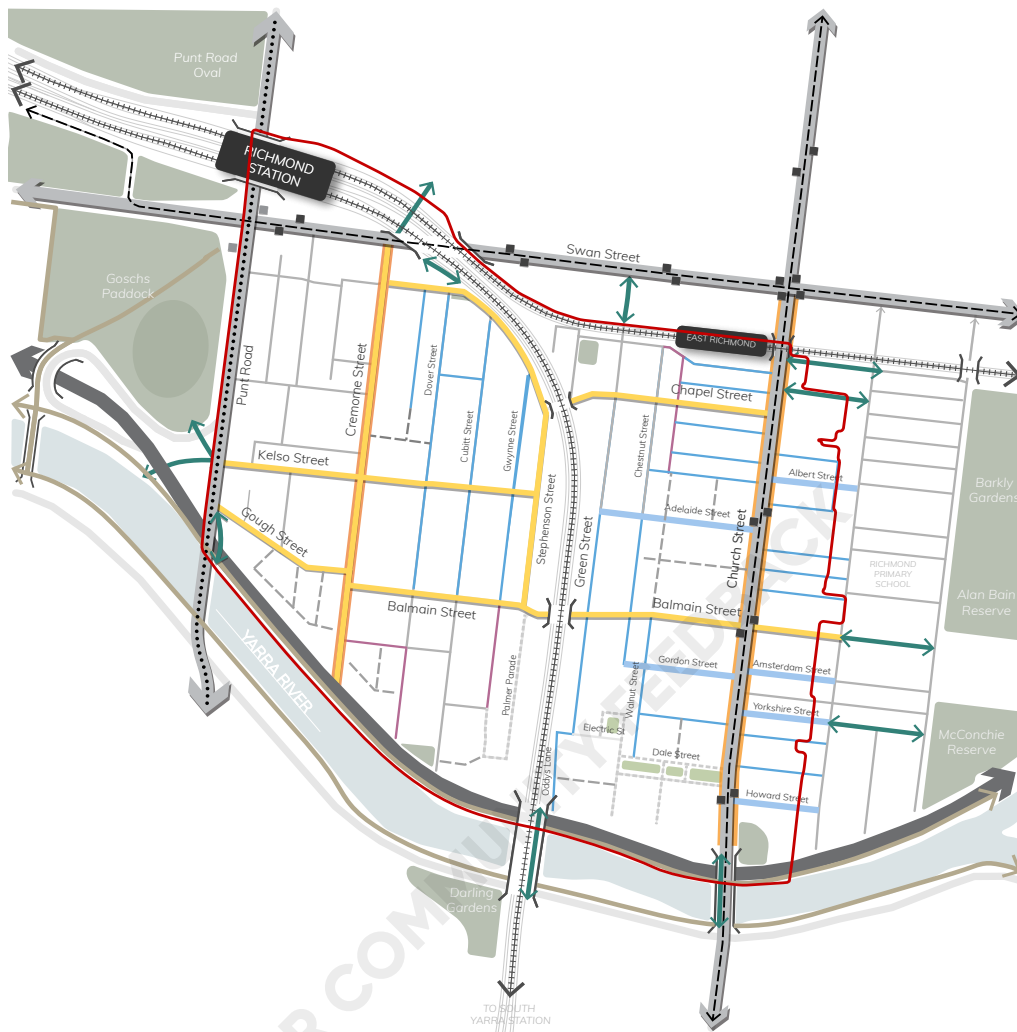
In some cases, one-way vehicle access and other measures to limit through traffic movement may be implemented, in particular, between regional links via Cremorne and Balmain Streets.

East-west links – East-west links are a series of streets which connect the regional links into the fabric of Cremorne and surrounds. They will feature upgraded walking and cycling links and planting.

Pedestrian priority – A network of safe streets throughout the commercial areas of Cremorne where people who are walking, cycling and scooting share the street with people driving. Over time, streets would be redesigned to remove kerbs and include tree planting and other amenities.

Mixed character streets – Streets characterised by a mix of residential and commercial uses. They provide for local access and some servicing of businesses.

Local residential streets – Local streets that provide for local access and have an important place role. They provide access to properties. A minimal level of change is anticipated in these streets.



LEGEND

- CityLink (Monash Freeway)
- Regional link
- - - Public transport route - Tram
- - - Public transport route - Bus
- Activity spine
- Local circulation
- ↔ Improved walking and cycling connection to Cremorne
- Through site link
- East-west links
- Pedestrian priority street
- Mixed character street
- Local residential streets
- Private road
- Strategic Cycling Corridors (shared trails)

Figure 18 - Streets Network

Redesign of five 'hotspots'

The proposed Future Movement Network (Figure 17) relies on changes at five 'hotspots'. These locations experience the highest intensity of competing demands for on-road space, connect Cremorne to the surrounding road network and provide access to regional public transport. They play an important role in shaping access to and within Cremorne.

Three of the five hotspots are located on arterial roads (i.e. Swan Street, Church Street and Punt Road). The Kelso Street and Cremorne Street intersection improvements have significant implications on the functioning of these arterial roads and will require approval from the Department of Transport and Planning. Some interventions on local streets will also require approval from the Department of Transport and Planning.

Indicative concept designs (which subject to further investigation and feasibility) have been developed for each of these locations to show what they might look like in the future:

- Punt Road and Kelso Street intersection. (Figure 19)
- Cremorne Street and Kelso Street intersection. (Figure 20)
- Cremorne Street and Swan Street intersection. (Figure 21)
- Balmain Street west of underpass. (Figure 22)
- Balmain Street and Church Street intersection. (Figure 23)



Image 25 - Balmain Street rail underpass

Actions

3.1.1 Strongly advocate to the Department of Transport and Planning to develop a precinct plan for Cremorne that clearly shows short, medium, and long-term strategic priorities for Punt Road, Swan Street and Church Street arterial roads.

3.1.2 Strongly advocate to the Department of Transport to provide an agreed timeline and funding commitment to fully signalise the Kelso Street and Punt Road intersection.

3.1.3 Work with the Department of Transport and Planning to progress the concept designs and implementation of the five identified 'hot spots' which form gateways to the precinct:

- Hotspot 1: Punt Road - Kelso Street intersection
- Hotspot 2: Cremorne Street - Kelso Street intersection
- Hotspot 3: Cremorne Street - Swan Street intersection
- Hotspot 4: Balmain Street west of underpass
- Hotspot 5: Balmain Street - Church Street - intersection.

NB: Prioritisation of hotspots will be influenced by a number of factors including; project work already underway; the ability to deliver the most significant (and measurable) sustainable transport outcomes, safety and amenity impacts; feasibility of implementation; cost, and the ability to deliver the best possible community benefits within Council's resources. Other changes to the local street network around the hotspots would be planned and designed by Council, in partnership with the local community, but would be implemented as a second stage and rely on the delivery of the hotspot initiatives.

3.1.4 Trial the introduction of a 30km/h speed limit on priority streets.

Hotspot 1 - Punt Road and Kelso Street Intersection Concept Design

Issue

Punt Road is currently a major barrier to pedestrian and cycling access to the west. The closest safe crossing point is at Alexandra Avenue, 280m to the south (via a crossing of the CityLink on-ramp) or Swan Street, 360m to the north.

Objective

- Provide an alternative exit for vehicles heading north.
- Provide a new, safe crossing of Punt Road for pedestrians and cyclists connecting to public open space and the central city and creating a western gateway to the precinct.

Design features

1. Signalised intersection to allow all movements exiting Kelso Street and allow pedestrians and cyclists to cross Punt Road.
2. Shared on-road bike route on Kelso Street leading to and from the Punt Road crossing.
3. Formalise the existing Punt Road layout as three lanes southbound and build out the footpath.
4. Extension of the existing shared bike path on the western side of Punt Road, including a new crossing of the CityLink off ramp.
5. Widen the Kelso Street footpath to create a gateway feature. Narrow the road to one lane, one-way west bound.

Priority given to different transport modes

Existing priority



Proposed priority

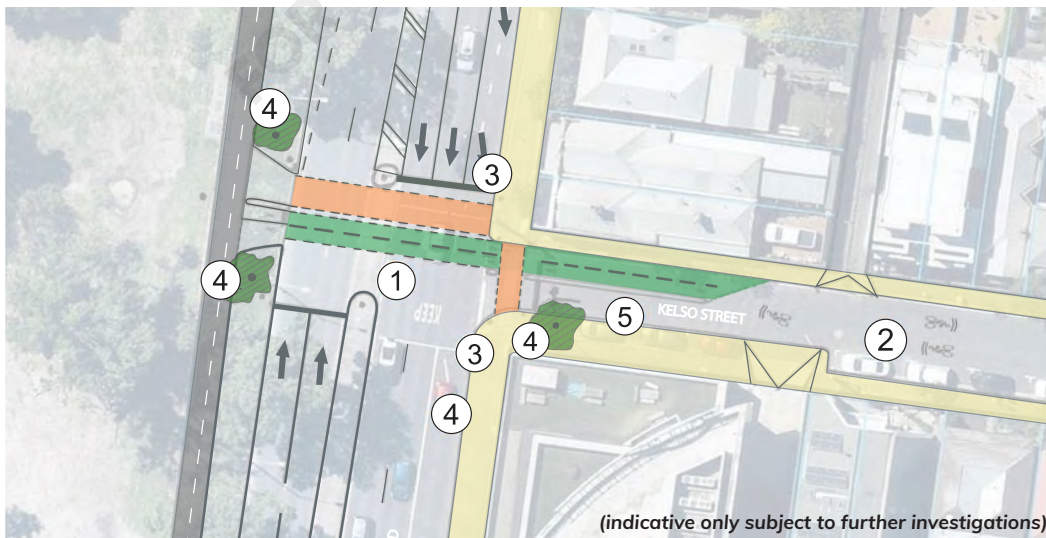


Figure 19 - Punt Road and Kelso Street intersection concept design

Hotspot 2 - Cremorne Street & Kelso Street Intersection Concept Design

Issue

Traffic without an origin or destination within Cremorne uses Cremorne Street as a rat-run. Kelso Street is a key east-west street with limited pedestrian space and opportunities to cross at its intersection with Cremorne Street.

Objective

- Slow traffic on Cremorne Street.
- Provide a safer environment for cycling and walking at this intersection.

Design features

1. Extend raised platform at the centre of the intersection to include pedestrian crossings in each direction.
2. Widen footpaths on Cremorne Street and reallocate car parking.
3. Make Kelso Street one way westbound and provide a bike lane that allows bikes to travel east.
4. Include greening opportunities on the widened footpaths.

Priority given to different transport modes

Existing priority



Proposed priority



Figure 20 - Cremorne Street and Kelso Street intersection concept design

Hotspot 3 - Cremorne Street & Swan Street Intersection Concept Design

Issue

This intersection forms a key gateway and link to public transport with the highest pedestrian volumes in Cremorne. It requires safety improvement for people who are walking and cycling and public transport users.

Objective

- Improve pedestrian access, safety and capacity to address a key movement barrier whilst providing for regional vehicle and tram movements on Swan Street.
- Create a northern gateway for Cremorne linking to Richmond Station and Punt Road bus services.

Priority given to different transport modes

Existing priority



Proposed priority



Design features

1. Widen and realign pedestrian crossings on all legs of the intersection.
2. Narrow Cremorne Street at Swan Street to reduce pedestrian crossing distances and alleviate some of the accessibility issues.
3. Reduce Cremorne Street to one vehicle lane exiting to Swan Street. Long term option - one lane of traffic southbound.
4. New bicycle lane layout alongside parking on Swan Street and at the intersection with Cremorne Street.
5. Kerb outstands and footpath extensions into currently vacant Government-owned sites to increase pedestrian capacity and open space. Government owned sites also provide the opportunity to create new public spaces.
6. New seating, water sensitive urban design and greening opportunities.
7. A new bike and pedestrian connection to the north under the elevated railway lines.

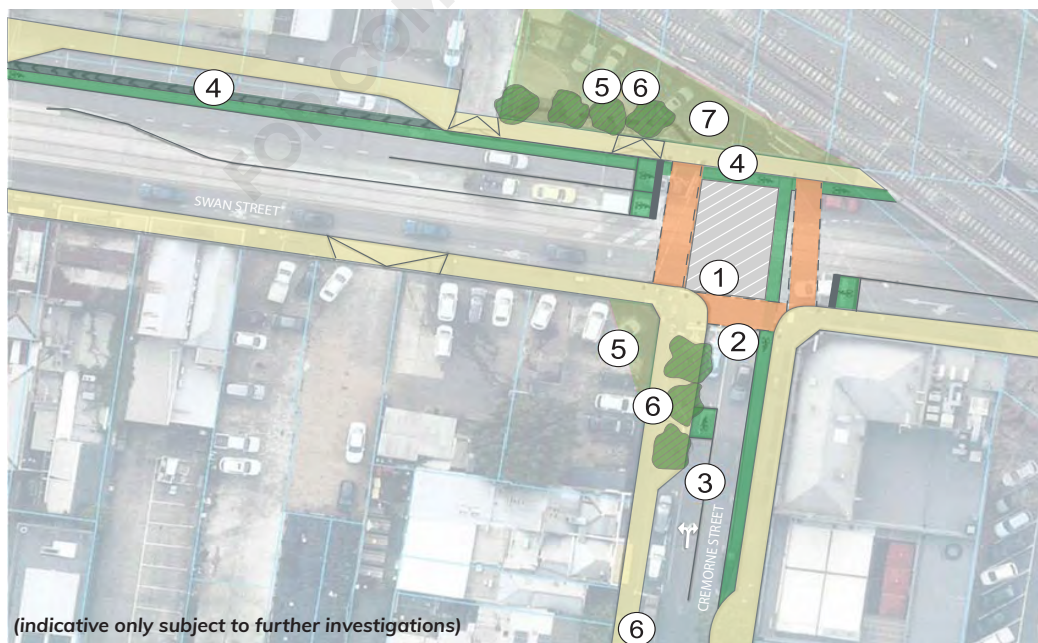


Figure 21 - Cremorne Street and Swan Street intersection concept design

Hotspot 4 - Balmain Street, west of underpass Concept Design

Issue

This area is highly used by pedestrians and is a key hub for activity in the southern part of Cremorne along Balmain Street. It is also a key east-west movement corridor. It is located close to the Digital Hub at 80 Balmain Street – east of the underpass. This leafy area has been enhanced in past years with expanded footpaths and paving, seating and planting.

Objective

- Reprioritise the road space to increase its role as a public space and internal gateway by providing increased pedestrian safety and access.
- Provide a safe and functional public space where pedestrians are prioritised.

Design features

1. Narrow the traffic lane on Balmain Street to 5.5m.
2. Simplify the streetscape by removing the centreline and other painted lines on Balmain Street and other side streets.
3. Use a different coloured surface or surface material such as brick or bluestone to define the plaza.
4. Dedicate one side of the Balmain Street underpass to walking and cycling by closing the eastbound direction to through-traffic.
5. Require all westbound vehicle traffic to turn into Stephenson Street, greatly reducing traffic through the heart of the plaza to enable a true shared space.

Priority given to different transport modes

Existing priority



Proposed priority

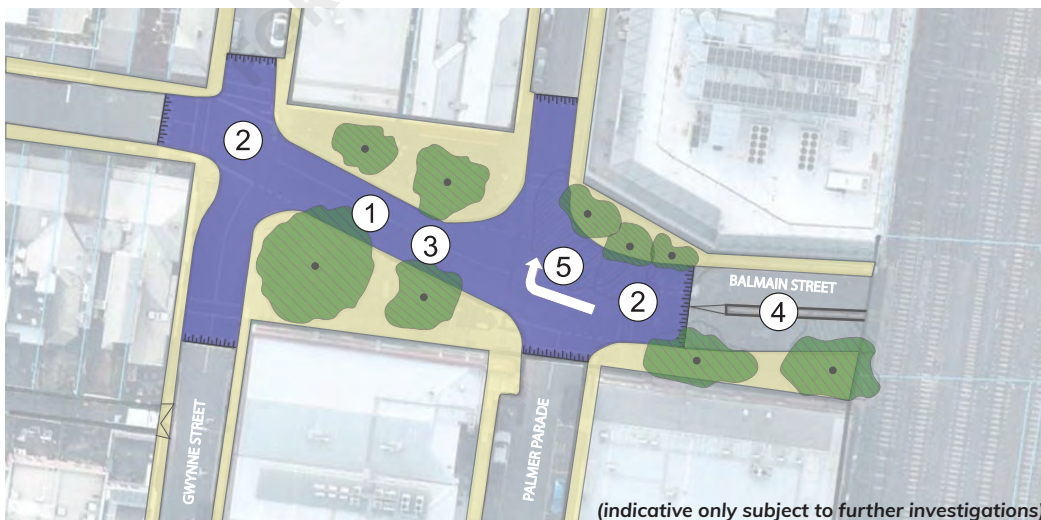


Figure 22 - Balmain Street (west of underpass) concept design

Hotspot 5 - Balmain Street & Church Street Intersection - Concept Design

Issue

This intersection forms an important gateway within and to/from Cremorne to regional public transport, cycling and regional links as well as the Church Street commercial and retail spine.

Balmain Street is an important east-west link in the southern part of Cremorne. Cotter Street is also an important link to regional cycling network (the Main Yarra Trail) and large open space reserves (Barkly Gardens, Alan Bain Reserve and McConchie Reserve) to the east.

Objective

- Create an improved internal and eastern gateway and a safer pedestrian environment.
- Rebalance the space to give walking, cycling and public transport, priority.
- Improve links to regional public transport and cycling connections while retaining important through movement functions.

Priority given to different transport modes

Existing priority



Proposed priority



Design features

1. Widened footpaths to enable precinct gateways and Water Sensitive Urban Design (WSUD) opportunities.
2. Bicycle facilities that match bicycle demands and traffic speed/volume.
3. Dedicated DDA compliant tram stops with passenger shelter and bicycle bypass lane accessed from the roadway via a ramp.
4. Reallocate road space in line with recommended cross-sections.
5. Create wider pedestrian crossings.
6. Better bicycle infrastructure at the intersection.

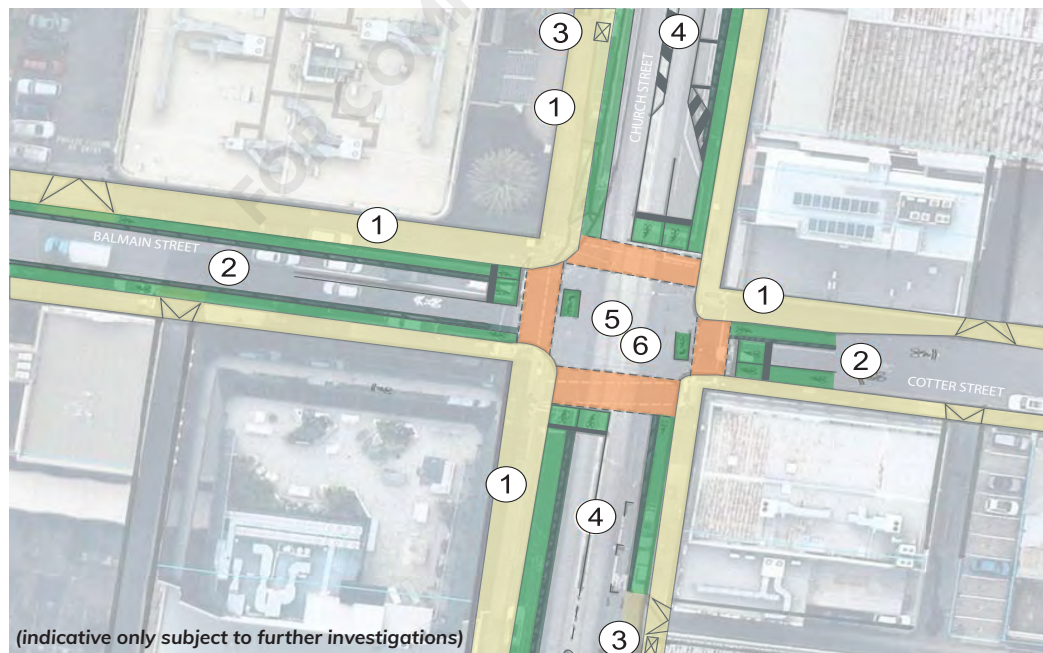


Figure 23 - Balmain Street and Church Street intersection concept design

Indicative street sections

Kelso Street - West (12m wide)

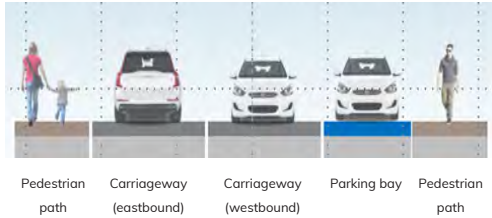


Figure 24 - Kelso Street (west) - existing conditions

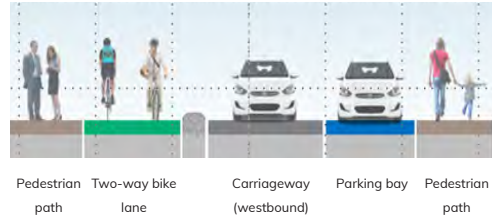


Figure 25 - Kelso Street (west) - proposed (indicative only)

Kelso Street - East (6.5 - 8m wide)

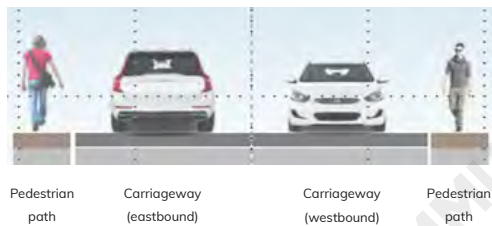


Figure 26 - Kelso Street (east) - existing conditions

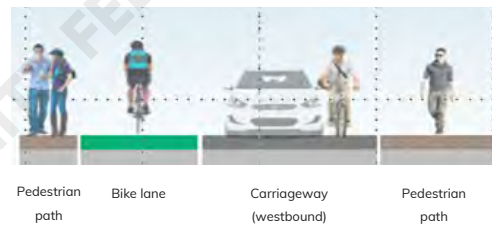


Figure 27 - Kelso Street (east) - proposed (indicative only)

Street sections are taken mid-block. The street layout closer to the intersection may differ. Conceptual design only and subject to change and refinement through more detailed investigation.

Indicative street sections

Cremorne Street (14.5m wide)

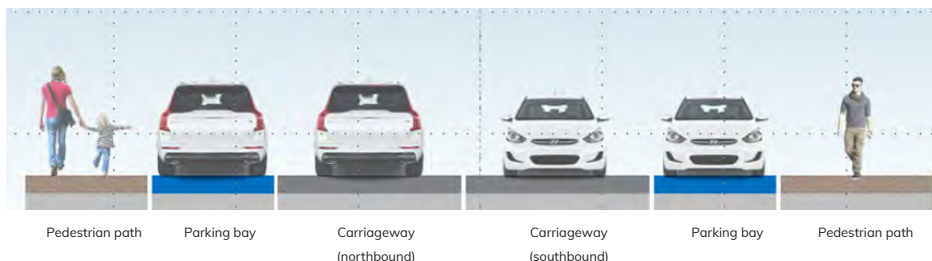


Figure 28 - Cremorne Street - existing conditions

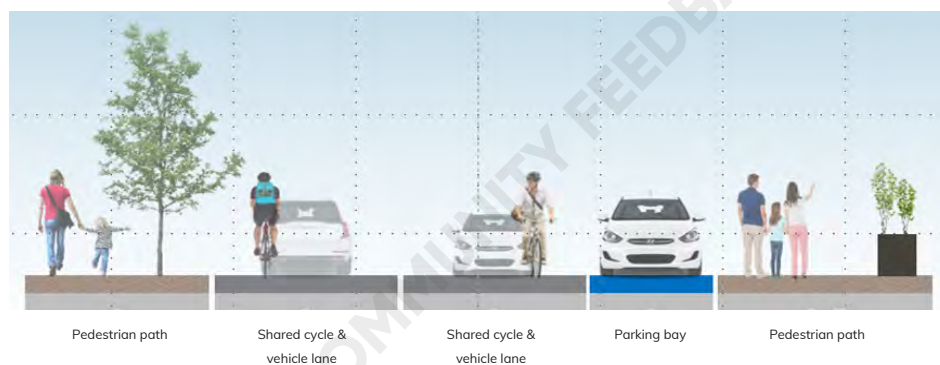


Figure 29 - Cremorne Street - potential medium term layout

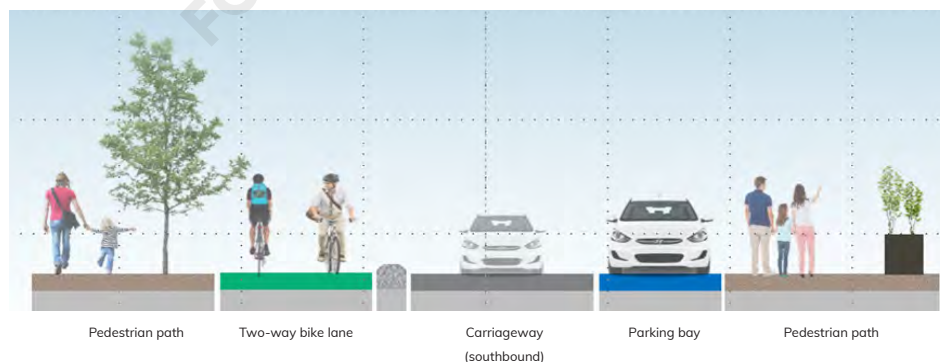


Figure 30 - Cremorne Street - potential future layout

Street sections are taken mid-block. The street layout closer to the intersection may differ. Conceptual design only and subject to change and refinement through more detailed investigation.

Indicative street sections

Balmain Street (West – 9.6m wide)

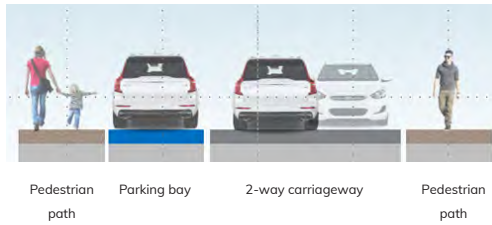


Figure 31 - Balmain Street (west) - existing conditions

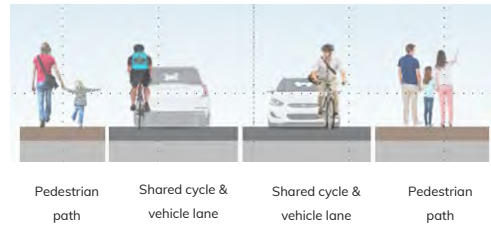


Figure 32 - Balmain Street (west) - proposed medium term layout (indicative only)

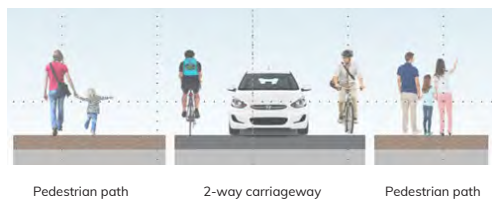


Figure 33 - Balmain Street (west) - potential future layout

Balmain Street (East – 15m wide)



Figure 34 - Balmain Street (east) - existing conditions

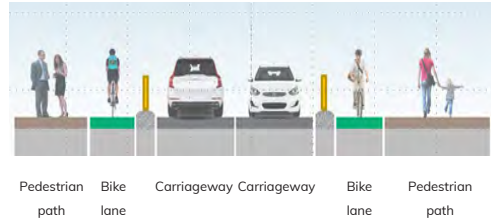


Figure 36 - Balmain Street (east) – potential medium term layout

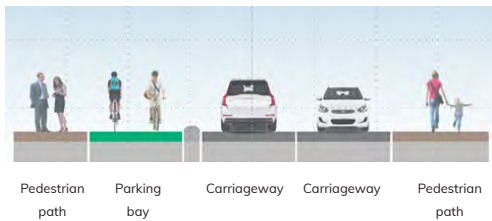


Figure 35 - Balmain Street (east) – potential future layout

Street sections are taken mid-block. The street layout closer to the intersection may differ. Conceptual design only and subject to change and refinement through more detailed investigation.

Indicative street sections

Church Street (19.8m wide)

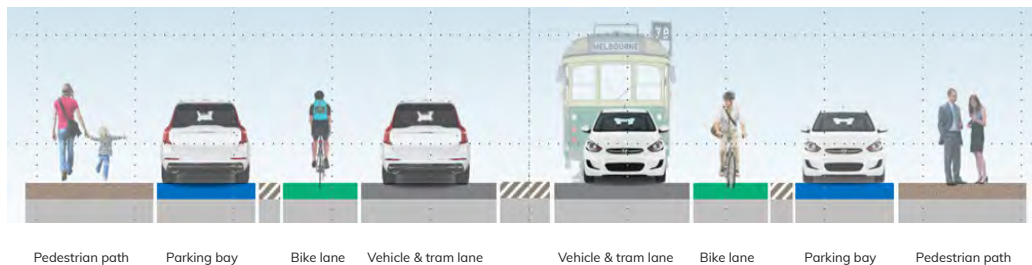


Figure 37 - Church Street (mid block) - existing conditions

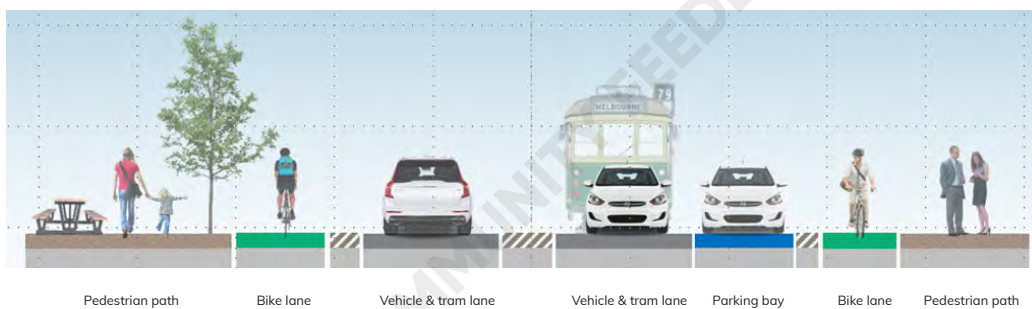


Figure 38 - Church Street (mid block) - Potential future

Street sections are taken mid-block. The street layout closer to the intersection may differ. Conceptual design only and subject to change and refinement through more detailed investigation.

Objective 3.2 Deliver a safe and attractive local cycling and pedestrian network which connects strategic corridors, major trails and key destinations.

Travel by foot and bicycle will be prioritised in Cremorne. Cremorne’s street network will be walkable with cycling facilities that are safe and accessible for everyone, provide high levels of amenity and connect Cremorne with surrounding areas.

Creating a highly accessible and walkable environment

A key element of making Cremorne a walkable environment is enhancing the ability to travel by direct and convenient routes to key destinations such as the train stations, Richmond Primary School and open space as well as surrounding areas such as South Yarra and Bridge Road. Improving footpaths by removing barriers such as narrow footpath widths and increasing pedestrian crossings, will allow a greater mix of people including people with prams, in wheelchairs, or with children to get around more easily.



Image 26 - Opportunities for more pedestrian crossings

All streets within Cremorne will be accessible and walkable by all abilities and ages, however key walking routes include Church Street, Cremorne Street, Stephenson Street, Balmain Street / Cotter Street and Kelso Street.

Specific attention will be given to key walking routes by providing:

- new and improved pedestrian crossings at mid-block locations and key intersections, including Swan Street and Cremorne Street; Cremorne Street and Kelso Street; Church Street and Balmain / Cotter Streets; and Punt Road and Kelso Street
- widening footpaths, enhanced by increased building setbacks, and crossings
- removal of clutter on footpaths and under-grounding of powerlines
- large canopy trees for shading and cooling
- installation of street furniture
- traffic calming and lowering of speed limits
- enhanced signage and connections.

Connections both inside and outside of the precinct will be made safer and easier through widened footpaths and improved lighting at the precinct’s three railway underpasses at Balmain Street, Dunn Street and Green Street. Access to and across the Yarra River will also be easier and safer.

Some streets in Cremorne could be converted to shared zones where pedestrians, bikes and vehicles share the road.

Safe convenient bike connections

Riding bikes in Cremorne will be made safer and more attractive by expanding the existing network and providing dedicated bicycle infrastructure such as bike lanes and upgraded intersections (Figure 39).

Planning for Cremorne will facilitate the delivery of cycling infrastructure to fill the gaps in the local network to create a safer, more connected and convenient network for all users. Improvements to the bike network will also help connect Cremorne to surrounding areas such as South Yarra and the rest of Richmond.

New development will include well designed bike parking and end of trip facilities to encourage workers to ride into Cremorne.

Dedicated or separated bicycle facilities will be provided on routes such as Church Street, Cremorne Street, Balmain Street and, Kelso Street.

They are critically important to not only improve cyclist safety, but they also have a significant impact on rider confidence and have a key role in encouraging more 'casual' riders to take up cycling.

On lower traffic volume and lower-speed roads, bikes will share the road with cars with appropriate supporting infrastructure.

Upgraded pedestrian and bike crossings at Punt Road and Church Street, an improved bike and pedestrian crossing of the Yarra River at Oddys Lane and a potential new pedestrian and bike connection at Richmond Station to the north will provide key linkages to outside of Cremorne.

To support the use of bikes, on-street bike parking facilities will be provided throughout Cremorne to meet demand.



Image 27 - Cyclists currently share the road

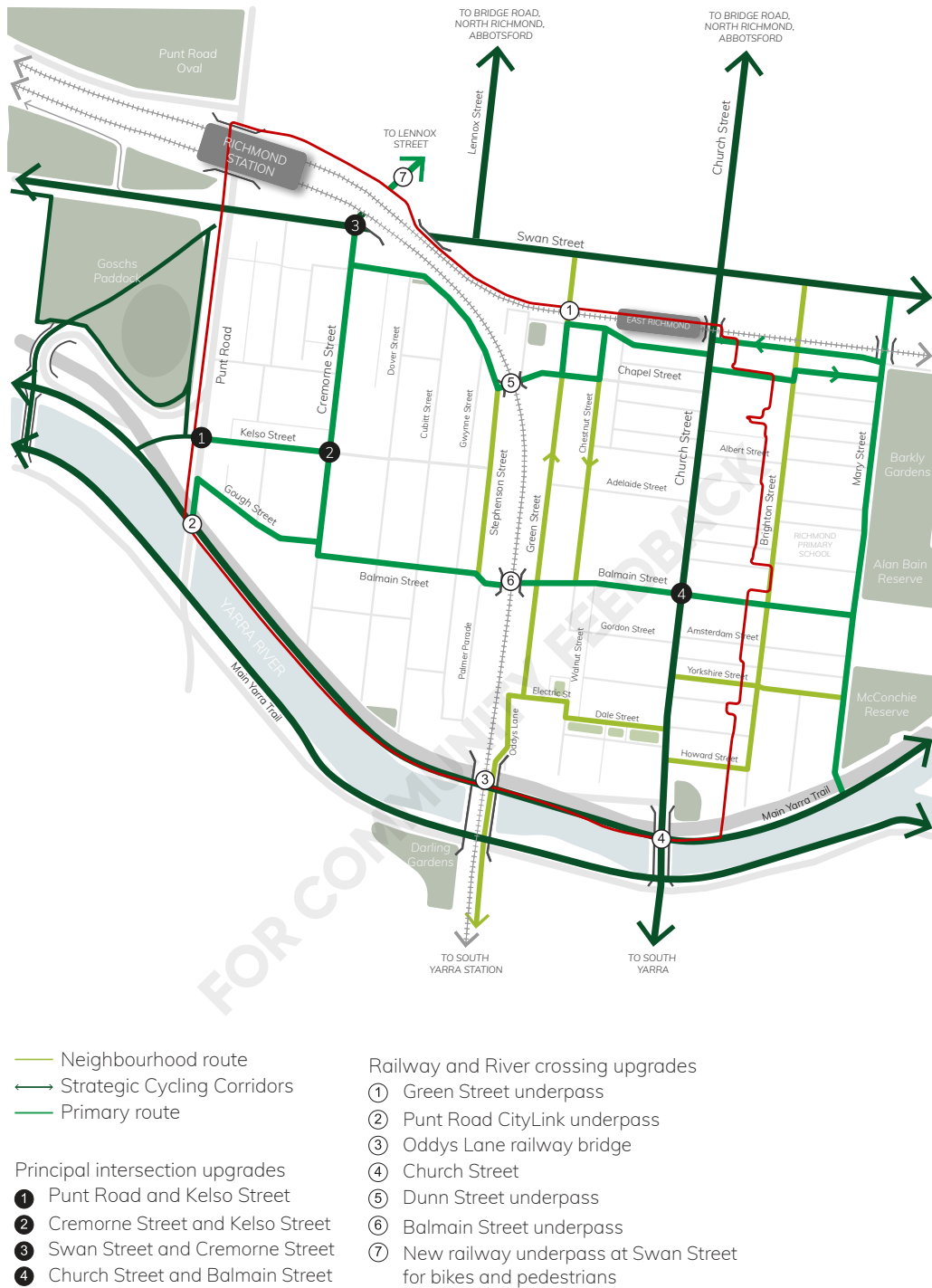


Figure 39 - Cycling routes

Actions

3.2.1 Work with the Department of Transport and Planning and Yarra Trams to upgrade Church Street to improve footpaths, upgrade tram stops and provide dedicated bicycle lanes.

3.2.2 Upgrade the following streets to provide for improved pedestrian and cycling routes:

- Cremorne Street (between Swan Street and Balmain Street)
- Balmain Street and Cotter Street
- Kelso Street
- Gough Street
- Stephenson Street

3.2.3 Improve pedestrian and bicycle access via the:

- Green Street underpass (connecting to Swan Street and Lennox Street)
- Dunn Street underpass (a key east-west link in the northern part of Cremorne)
- Balmain Street underpass (a key east-west link across the precinct)
- Oddys Lane Railway Bridge (connecting to the Main Yarra Trail and South Yarra)
- Church Street Bridge (connecting to the Main Yarra Trail and South Yarra)
- Freeway underpass at Harcourt Parade near Punt Road (connecting to the Main Yarra Trail).

3.2.4 Work with Department of Transport and Planning, VicTrack, and the City of Stonnington to develop high quality and feasible options to connect Cremorne with South Yarra via an improved pedestrian and cycling bridge that is accessible for all.

Actions

3.2.5 Work with the City of Melbourne, Department of Transport and Planning, Melbourne and Olympic Parks Trust (state government) to provide walking and bike links to the Main Yarra Trail and north along Punt Road to Olympic Boulevard. This would require a new walking and cycling crossing of the Citylink Punt Road off-ramp where it connects with Punt Road.

3.2.6 Support development that provides new ground level links through the sites (particularly through the strategic sites) and shared road reserves, improving public amenity while still allowing access for servicing.

3.2.7 Install on-street bicycle parking along Church Street, Cremorne Street, Balmain Street, and other suitable locations where footpath widths allow.

3.2.8 Investigate opportunities for shared zones – where cars must give way to pedestrians and cyclists.

3.2.9 Investigate opportunities for additional pedestrian crossings (including mid block crossings) to improve the walkability of Cremorne's streets on:

- Balmain Street between the northern and southern parts of the Balmain Street Plaza
- Gough Street (at the intersection with Cremorne Street)
- Cremorne Street (south of Balmain Street)
- Balmain Street (at the intersection with Cremorne Street).

3.2.10 Work with the Department of Transport and Planning and VicTrack to create a new north walking and bike connection under the existing elevated railway at the Richmond Railway Station to provide a connection to the north.

Objective 3.3 Improve public transport services and access to meet the needs of Cremorne’s workers, residents and visitors.

Cremorne’s workers, residents and visitors will easily access Cremorne by public transport. Access to the Richmond and East Richmond Station will be enhanced. The frequency and reliability of services will also be increased. Improved connections will be provided to the South Yarra Station via an improved pedestrian and cycle bridge link. New public spaces will be created around the stations and tram stops. Church Street tram stops will be accessible for all.

Actions

- 3.3.1 Advocate to the Department of Transport and Planning, to develop an agreed timeline for the redevelopment of Richmond Station as a key gateway to Cremorne and surrounding precincts. This includes improvements to the amenity around the station and access to and from the station.
- 3.3.2 Advocate to the Department of Transport and Planning, to:
 - improve connectivity and legibility of East Richmond Station
 - increase train services at East Richmond Station
 - improve the amenity and access to East Richmond Station.
- 3.3.3 Advocate to the Department of Transport and Planning, for upgrades and implementation of accessible tram stops along Church Street (Route 78) to improve tram service access to the station and the immediate surrounds, enhancing the accessibility, safety, and amenity of the station precinct.

Objective 3.4 Reduce off-street car parking and increase bike parking requirements to promote more sustainable modes of transport.

Car parking

To achieve sustainable transport in Cremorne, private vehicle use will be managed in the precinct. The Future Movement Network (Figure 17) sets out a local movement network that limits through vehicle movement and requires low speed limits to reduce conflicts between pedestrians, cyclists, public transport and vehicle movements.

The planning scheme controls the location and amount of parking spaces. Office car parking is a key generator of traffic in Cremorne. Office car parking generates two to three times more traffic movements on a per car space basis during peak hours than a residential car space. This demand occurs when public transport services are at their most frequent. Currently, the Yarra Planning Scheme (same as other Councils) requires a minimum of 3.0 car spaces per 100m² of floor area for offices, unless a dispensation is provided.

Without changes to the parking rate, it is anticipated that the number of off-street office car parking spaces in Cremorne will continue to increase, further increasing reliance on vehicle use.

To reduce the provision of off-street car parking to promote more sustainable modes of transport, Council has identified changes to the parking rates in the Yarra Planning Scheme.



Image 28 - Off-street car parking

The proposal is to apply a maximum office and retail car parking rate of 1 space per 100sqm of floor area to commercial land in Cremorne via Schedule 2 to the Parking Overlay (PO2).

This would mean that a permit would not be required for an application to reduce (including reducing to zero) the number of car parking spaces (as required under Clause 52.06-5 of the Yarra Planning Scheme). This change will help to protect Cremorne from an oversupply of parking which would generate more traffic.

Council had proposed to make the change to the parking rates through a separate planning scheme amendment – Amendment C281yara. However, to ensure a more comprehensive approach, the changes to the parking rates would form part a wider planning scheme amendment for Cremorne, incorporating updated planning policy and the proposed changes to the parking rates and new built form provisions.

Bicycle parking

Providing high-quality bicycle parking and end of trip facilities in new developments is a critical element in embedding sustainable transport modes, like cycling, in Cremorne.

Bicycle parking rates are set out in the planning scheme, however they do not meet current and potential demand in Cremorne. They also do not take account of scooters, electric scooters, electric bikes, and cargo bikes that are becoming increasingly popular.

Planning Scheme Amendment C269 – a rewrite of the local policies in the planning scheme includes a policy guideline in Clause 18.02-3L Sustainable transport that requires the provision of secure bicycle parking (including cargo bicycles) and end-of-trip facilities consistent with the Built Environment Sustainability Scorecard ‘BESS’ (Council Alliance for a Sustainable Built Environment). In Cremorne, these requirements should be considered, a minimum.

Higher provision is required to ensure Cremorne continues to develop as a leading environmentally sustainable precinct.

Actions

3.4.1 As part of a planning scheme amendment for Cremorne, introduce a Parking Overlay (PO2) to commercial land in Cremorne which:

- implements the findings and recommendations of the technical report Parking Controls Review: Cremorne Enterprise Precinct, July 2020, prepared by the Traffix Group
- introduces a maximum car parking rate for office as 1:100sqm of net floor area and for retail premises as 1:100sqm of leasable floor area.

3.4.2 As a minimum, meet the bike parking provision rates and other requirements for bike parking and end of trips facilities set out in the Built Environment Sustainability Scorecard (BESS).



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Theme 4: Spaces for people

A high quality public realm and sense of place will be created in Cremorne through its safe, green, pedestrian friendly streets and its integrated network of public spaces.

Challenges and opportunities

Cremorne's high density environment means that the quality of its places and spaces are critical. Consultation from the CPIP process highlighted the community's desire for a greener Cremorne. Consultation also recognised more open space is required to cater for the needs of the growing community however space is limited and opportunities for small and creative improvements to the public realm and open space must be maximised.

To enhance Cremorne's sense of place, economic success and liveability, Cremorne must have well designed places and spaces. This includes Cremorne's streets, lanes and public spaces.



Image 29 - Church Street Reserve

Exploring opportunities for public spaces

Increased land-use intensity and development activity in Cremorne has put pressure on its limited public open space. Cremorne's industrial past means it has little public open space. Cremorne's four areas of public open space - Stephenson Street

Reserve, Charles Evans Reserve, White Street Park and the Church Street Park, total only 0.5 ha in area and offer a limited range of recreation uses. Privately owned, publicly accessible spaces such as Dale Street Reserve and Electric Street, supplement the broader network of public spaces. These spaces help to green Cremorne and provide space for sitting and enjoying.

New open space is needed to cater for the needs of the resident and growing worker community. Cremorne will require the development of a well considered and designed network of public spaces for all types of users. Given the lack of Council owned sites within the Precinct, State Government land should potentially play a key in delivering public benefits such as new open space. There is also the opportunity to collaborate with owners of large strategic sites in Cremorne and deliver new open space.

Planning for public spaces in Cremorne must consider high quality design, connections to the wider public open space network, provision of multi-functional spaces and creation of a green network which includes street planting.

Other large areas of open space within walking distance include - Gosch's Paddock, just west of Cremorne and Barkly Gardens, Alan Bain Reserve and McConchie Reserve to the east. However, access to these extensive open space areas is difficult with major barriers such as Church Street and Punt Road.

Stephenson Street Reserve (0.02 Ha) Located at the intersection of Stephenson and Dover Streets. It is a small linear grassed space with seating and established trees. Recently expanded and upgraded with new seating and landscaping.

Charles Evans Reserve (0.10 Ha) Located off Cubitt Street, adjacent to a freeway sound wall. Largely in shadow and access to the reserve is difficult. Includes a playground, paths, seats and open grassy area.

White Street Reserve (0.11 Ha) Located in the Cremorne Residential Precinct. Includes a playground, paths and seating. It is frequently used as a cut-through for people accessing the Green Street railway underpass.

Church Street Park (0.27 Ha) Located at southern end of Church Street. Includes open lawn and platforms with views across to the Yarra River and a plaza incorporating seating, picnic and play areas.

Dale & Electric Street Reserve (0.37 Ha) (private) Located within the 658 Church Street business park precinct. Privately owned. Provides passive green lawn areas for the surrounding commercial uses.

Barkly Gardens (2.67ha) (east) First opened in 1867 as a public garden and retains many of its historical features. It has a playground, BBQ facilities and off leash areas for dogs.

Alan Bain Reserve (1.17ha) (east) Adjoins Barkley Gardens and provides sportsfields.

McConchie Reserve (2.43 Ha) (east) Located on Mary Street, adjoins CityLink. Provides access to the Main Yarra Trail and Yarra River. Includes a playground and exercise equipment.

Gosch's Paddock (west – within the City of Melbourne) Forms part of the Sports and Entertainment Precinct. Accessible for public informal use when not in use for training purposes. Punt Road a major barrier to access from Cremorne.

Reconnecting with the Yarra River (Birrarung)

While Cremorne has been cut off from the Yarra River by Citylink, there is an opportunity to reconnect and improve access to the Yarra River frontage and Main Yarra Trail.

There are three critical access locations to the Main Yarra Trail; Punt Road, Oddys Lane and Church Street. At the western end of Cremorne, Citylink is elevated and the Main Yarra Trail is accessed by crossing a freeway entrance and the underpass of the freeway above. To the east, the Freeway is at river level and prevents at grade access to the Main Yarra Trail.

The Main Yarra Trail provides a pedestrian and cycling route along the river but the path is narrow and shared by pedestrians and cyclists. There are few places to stop and enjoy the river.

Accessing the Main Yarra Trail and crossing the Yarra River is challenging with level changes, limiting access for all and creating safety hazards. Two of the three bridges crossing the Yarra have stairs to the Main Yarra Trail.



Image 30 - Main Yarra Trail

Enhancing Cremorne's streets as people places

Cremorne has an intimate network of streets. Its streets are dominated by cars and characterised by narrow footpaths, a lack of trees and places to sit. Bridges and the elevated railway line also impact on pedestrian amenity and accessibility.

The network of streets will play a vital role in the public life of Cremorne, creating pedestrian and cycle links and setting the agenda of active transport modes over cars. The streets will accommodate trees and places to sit and rest.



Image 32 - Balmain Street plaza

How are we addressing these issues?

The objectives and actions under this theme will help deliver the vision for Cremorne by:

- Creating a network of high quality public spaces in Cremorne. (Objective 4.1)
- Reconnecting Cremorne with Yarra River (Birrarung). (Objective 4.2)
- Redesigning Cremorne's streets as places for people. (Objective 4.3)
- Enhancing Cremorne Street and Church Street as key activity corridors in Cremorne. (Objective 4.4)
- Reimagining the Richmond Station and East Richmond Station key transport hubs. (Objective 4.5)
- Supporting local placemaking initiatives that activate and enrich Cremorne. (Objective 4.6)
- Protecting and interpreting Aboriginal cultural values and heritage in the design of Cremorne. (Objective 4.7)

Developing a sense of community

Placemaking is essential in establishing a strong connection between people and the places they share. Developing a sense of community is considered vital to creating thriving high density environments. It creates social connections, improved perceptions of safety and encourages participation in community life.

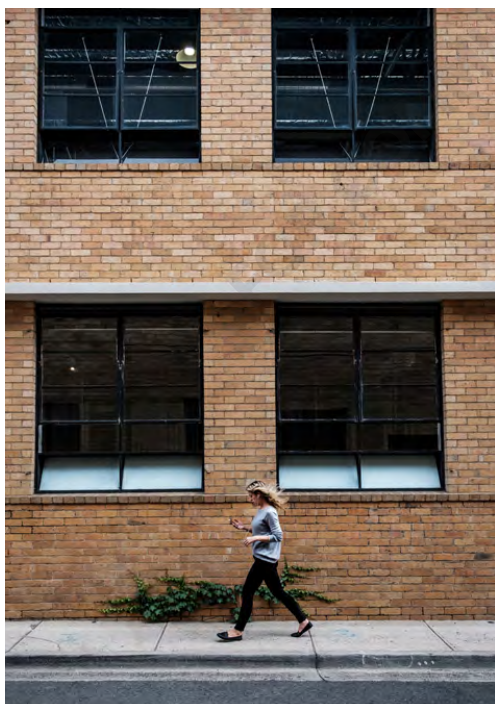


Image 31 - Opportunity for better pedestrian amenity

Objective 4.1 Create a network of high quality public spaces in Cremorne.

The delivery of public spaces and creating a network of open spaces within Cremorne is crucial in planning for growth in Cremorne.

Improving the quality of existing open spaces

Given the value of land in Cremorne and its fine grain subdivision pattern, upgrading and expanding existing open space is a practical and economical approach to providing better quality, multi-purpose open spaces.

Yarra has recently constructed and expanded two public spaces:

- Stephenson Street Reserve (a welcoming place for people to sit, relax and meet with friends or have lunch)
- corner of Gwynne Street and Stephenson Street (a place to pause and relax).



Image 33 - Spaces to sit and rest



Image 34 - White Street Park

Other spaces recommended for upgrades include the White Street Reserve and Charles Evans Reserve. The Yarra Open Space Strategy (2020) recommends updates to facilities to provide for a diverse range of users. Consultation is currently underway for Charles Evans Reserve.

Providing new open space within easy walking distance

Even with improvements to existing open space, there will still be major gaps in Cremorne's open space provision.

The Yarra Open Space Strategy identifies areas where additional open space is required for both the existing and forecast community. Seven locations are identified in Cremorne (Refer Figure 40):

1. Small Neighbourhood Open Space in the vicinity of the BKI site between Cremorne Street and Dover Street
2. Local Open Space between the railway and Church Street, north of Balmain
3. Small Local Open Space between Punt Road and Cremorne Street and north of Kelso Street
4. Small Local Open Space in the vicinity of Gough Street
5. Small Local Open Space south of Balmain Street between Cremorne Street and Cubitt Street
6. Small Local Open Space south of Balmain Street, between the railway and Church
7. Small Local Open Space in the vicinity of Swan Street and East Richmond Station.

Small Neighbourhood Open Space

Neighbourhood Open Space provides a diverse range of facilities that encourage people to spend time in and appeal to the local neighbourhood. Small Neighbourhood Open Spaces are smaller than Neighbourhood open space and provide some diversity of facilities for the local community within a 300m catchment.

- Minimum 0.5 to 0.99 Ha (within a 300m walking catchment)

Local & Small Local Open Spaces

Local and Small Local Open Spaces complement the larger reserves and provide smaller more intimate spaces within safe and easy walking distance of the local community.

- Local Open Space: Minimum 0.26 to 0.49 Ha (within a 200m walking catchment)
- Small Local Open Space: Minimum 0.03 to 0.25 Ha (within a 150m walking catchment)

Yarra Open Space Strategy (2020)

It is expected that new development will contribute to the provision of public open space in Cremorne. A contribution of land is preferred to a cash contribution in Cremorne.

State government land would also play a key role in delivering public spaces and open space. The Department of Education is one of the most significant landholders in Cremorne. This includes the Bendigo Kangan Campus on Cremorne Street, which is approximately 1.4 ha in area with a mix of buildings and large at grade carparks. Other state government land surrounding Richmond and East Richmond Stations and the rail corridor (Green Street) also presents opportunities.

Other opportunities include:

- Undertaking further investigations and master planning of strategic sites in collaboration with landowners to deliver open space.
- Continuing to investigate opportunities to acquire larger land holdings and road closure opportunities where vehicle access is no longer required from a vehicular network perspective.

All new open space in Cremorne should be designed to provide a diversity of facilities and contribute to greening of the precinct and mitigation of the urban heat island effect.

Improving connections to surrounding open spaces

Given its location close to Gosch's Paddock to the west, parklands along the river to the west and south and Barkly Gardens, Alan Bain Reserve and McConchie Reserve to the east, Cremorne presents an opportunity to improve links to these nearby areas of public open space.

Green links will be developed on key east-west and north-south streets to link Cremorne with these spaces. The creation of green links will strengthen the visual links to these spaces and together with improved crossing at Punt Road and Church Street, will improve walkability.



Image 35 - Green Street north south link

Actions	Actions
<p>4.1.1 Upgrade and maintain existing open spaces, including:</p> <ul style="list-style-type: none"> • White Street Reserve to include exercise equipment and picnic facilities to improve the character and diversity of age groups that can use the reserve • Charles Evans Reserve to include improvements to provide for a range of park users. 	<p>4.1.4 Develop masterplans to identify and deliver potential open space on strategic sites.</p>
<p>4.1.2 Deliver new open spaces, including those identified in the Yarra Open Space Strategy for the existing and forecast community:</p> <ol style="list-style-type: none"> 1. Small Neighbourhood Open Space in the vicinity of the BKI site between Cremorne Street and Dover Street 2. Local Open Space between the railway and Church Street, north of Balmain Street 3. Small Local Open Space between Punt Road and Cremorne Street and north of Kelso Street 4. Small Local Open Space in the vicinity of Gough Street 5. Small Local Open Space south of Balmain Street between Cremorne Street and Cubitt Street 6. Small Local Open Space south of Balmain Street, between the railway and Church Street 7. Small Local Open Space in the vicinity of Swan Street and East Richmond Station. 	<p>4.1.5 Investigate opportunities to deliver public space on Government owned sites surrounding Richmond Station, East Richmond Station and Green Street along the railway line and on the BKI Campus.</p>
<p>4.1.3 Request and preference land contributions for public open space (in lieu of cash payments) on large development parcels, where possible.</p>	<p>4.1.6 Rezone recently expanded, existing and proposed new public open spaces to Public Park and Recreation Zone (PPRZ), including but not limited the White Street Reserve.</p>
	<p>4.1.7 Develop green links along:</p> <ul style="list-style-type: none"> • Stephenson Street to connect Balmain Street to Cremorne Street and pocket plazas • Kelso Street to connect to an improved crossing at Punt Road and Gosch's Paddock • Balmain and Cotter Streets to the Barkly Gardens, Alan Bain Reserve and McConchie Reserve • Green Street / Oddys Lane to enhance the physical connection to the river.

Objective 4.2 Reconnect Cremorne with Yarra River (Birrarrung).

Accessing and enjoying Birrarung

Historically Cremorne has had a strong relationship with the Yarra River as part of the traditional lands and waters of the Wurundjeri Woi Wurrung people. In the 1850s, it became a location for large residences and parklands and following that, industry. In the 1970's, Cremorne was further cut off from the river through the construction of the Monash Freeway (now Citylink).

The City of Melbourne has recently adopted the *Greenline Implementation Plan - A Vision for the North Bank* (December 2021) which seeks to 'transform the river's north bank into a reinvigorated and inspiring public waterfront.' Working with Parks Victoria, the Government agency responsible for the Main Yarra Trail, the focus on the river would continue in Cremorne. Along the river itself opportunities include:

- Widening the Main Yarra Trail to provide separated space for pedestrians and cyclists (commuter and recreational).
- Creating new spaces such as viewing platforms and expanded decking along the Main Yarra Trail to provide places for rest, experience the river and enjoy views of bridges, landmarks signs and the city skyline.
- Reimagine the Cremorne underpass (on the southern side of Harcourt Parade) as an urban space which provides access to the river, amenities such as seating and opportunities for active recreation.

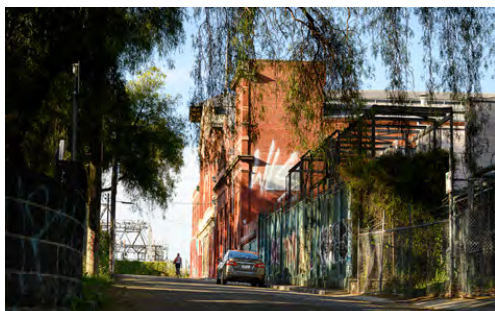


Image 36 - Oddys Lane opportunity for a new green link

Connections between the river and Cremorne would be improved, as well. Physical barriers will be reduced and wayfinding enhanced with safety and inclusivity prioritised.

Access to the Main Yarra Trail and river would be enhanced by:

- Improving the design of Harcourt Parade to reduce speeds onto the Freeway to improve pedestrian and cyclist safety (subject to Department of Transport and Planning approval).
- Providing alternative options that enhance access for all to the Main Yarra Trail from the Church Street Bridge and Cremorne Railway Bridge (Oddys Lane).
- Creating a green link along the Green Street / Oddys Lane to enhance the physical connection to the river.

Reconnecting Cremorne with the river also provides opportunities to collaborate with Traditional Owner groups to help tell the living cultural story of their connection to the river.

Actions

4.2.1 Activate the Cremorne underpass near Punt Road (managed by CityLink) by improving links to the Yarra River, providing amenities such as seating and investigating options for active recreation.

4.2.2 Improve access from Oddys Lane and the Church Street Bridge to the Main Yarra Trail to ensure universal access to the river and an environment that safely caters for everyone.

4.2.3 Work with Parks Victoria to investigate opportunities to:

- widen the Main Yarra Trail to allow for more separation between walking and cycling
- create spaces to sit, view and enjoy the river at key locations along the river and the Main Yarra Trail.

Objective 4.3 Create a network of streets and spaces for people.

Making Cremorne's streets people friendly

The revised UDF aims to create welcoming places that cater for all members of the community. The plan is based around the principle that streets should be designed as places and not just thoroughfares.

Over time the redesign of streetscapes in Cremorne will create people-oriented streets that:

- are safe and easy to get around on foot or on a bike
- enhance shade trees and greenery
- create welcoming places for people to meet, rest and play.

This will include the creation of new pocket plazas or people places incorporating seating and shade. Other improvements to specific streets, lanes and the public realm are identified in Theme 3: Accessible and Connected Cremorne.



Image 37 - Lack of spaces to sit along streets



Image 38 - Church Street outdoor dining

Ensuring new development contributes to the public realm

The design of buildings and the interface with the street plays a large role in contributing to the creation of a comfortable and engaging public realm.

New developments will need to achieve quality streetscape outcomes by ensuring they protect sunlight (solar access) to key footpaths, minimise the impact of building services and car parking on pedestrian and cycle routes and create lively and interesting ground floors, entrances to buildings and façades (see Theme 5: Quality design that builds on Cremorne's precinct identity).

Making it easier to find your way around

Great precincts are also easy to find your way around. Elements that improve wayfinding can include physical elements such as urban design, architecture, landmarks, lighting, footpaths, landscaping and signage. These elements work together to improve people's experience, save journey times and encourage walking and cycling.

The redesign of streetscapes and intersections will be supported by clear and consistent wayfinding and signage that enhances legibility to key destinations such as the BKI campus, surrounding open space network and public transport hubs.

The *Wayfound Victoria Guidelines 2020*, published by the Melbourne Visitor Signage Committee and adopted by the City of Yarra, provides guidance and technical information for signage. The Guidelines would be used to help design and place new directional signage.

Actions

- 4.3.1 Develop streetscape guidelines to enable developers to contribute to improving the public realm adjacent to their development, including infrastructure and streetscape upgrades.
- 4.3.2 Work with service providers and landowners, especially on sites with large frontages, to underground powerlines to improve footpath access for pedestrians and users with limited mobility.
- 4.3.3 Identify opportunities for small spaces and pocket plazas, including:
 - Balmain Street Plaza (west of the underpass)
 - Balmain Street (east of the underpass adjoining the Cremorne Digital Hub)
 - south west corner of Swan Street and Cremorne Street.
- 4.3.4 Implement Wayfound Victoria Guidelines in the design and installation of signage in Cremorne to improve the consistency, reliability and integration of direction and information signs.

Objective 4.4 Enhance Cremorne Street and Church Street as key activity corridors in Cremorne.

Church Street – Key Activity Spine

Church Street is the retail and commercial corridor of the precinct with a mix of offices, company headquarters, showrooms, retail and cafes, connecting North Richmond to South Yarra (Chapel Street) via the Church Street Bridge. It is a major public transport and strategic cycling corridor and an arterial road managed by the Department of Transport and Planning.

Church Street will become a vibrant, active street that prioritises walking, cycling and public transport. It will feature:

- widened footpaths, seating and canopy tree planting
- high frequency tram services
- accessible tram stops/platforms providing seamless movement from footpath to public transport stops supported by infrastructure and signalling
- dedicated cycle infrastructure
- several key east-west streets will be enhanced as links to open space and other parts of Cremorne with planting, wider footpaths and on-road bike routes
- Balmain / Cotter and Church Street intersection will be redesigned to enhance sustainable transport options.



Image 39 - Church Street

Cremorne Street – Heart of Cremorne

Cremorne Street will form of the heart of the Cremorne Enterprise Precinct with diverse global and local creative and innovative businesses.

Cremorne Street will become a leafy pedestrian and cycle friendly spine, enhanced by:

- slowed traffic speeds and minimisation of through traffic (Refer Theme 3: Connected and Accessible Cremorne)
- providing on-road bike routes
- improving footpath widths through kerb outstands and building setbacks on larger sites
- planting canopy trees and other vegetation
- enhancing street lighting
- spaces for sitting / resting and meeting

It will also provide the entrance to the reinvigorated BKI campus which would become a creative and digital education and community hub for the Enterprise Precinct.



Image 40 - Cremorne Street

Actions

4.4.1 Prepare a streetscape master plan for Church Street to guide future streetscape improvements. A master plan will guide the design and delivery of streetscape upgrades along the street. It will identify capital works projects and set out the materials palette and guidelines for implementing any streetscape upgrades.

Opportunities include:

- improving the functionality, accessibility and safety of pedestrian environment along Church Street
- providing accessible tram stops
- providing design initiatives for outdoor trading
- enhanced and safe cycle routes
- improving accessibility and amenity of the East Richmond Station area (refer to Objective 4.5)
- exploring opportunities and preparing concept designs for potential new kerb outstands and east-west links (including Albert Street, Adelaide Street, Amsterdam Street, Gordon Street, Yorkshire Street and Howard Street).

4.4.2 Prepare a streetscape master plan for Cremorne Street to guide future streetscape improvements.

Opportunities include:

- working with BKI to improve interfaces to the street, connections through the site and new open space (refer to Objective 1.4)
- improving the functionality, accessibility and safety of pedestrian environment along Cremorne Street
- improving cycle facilities along the street
- reducing through traffic
- improving connections to Richmond Station (refer to Objective 4.5)

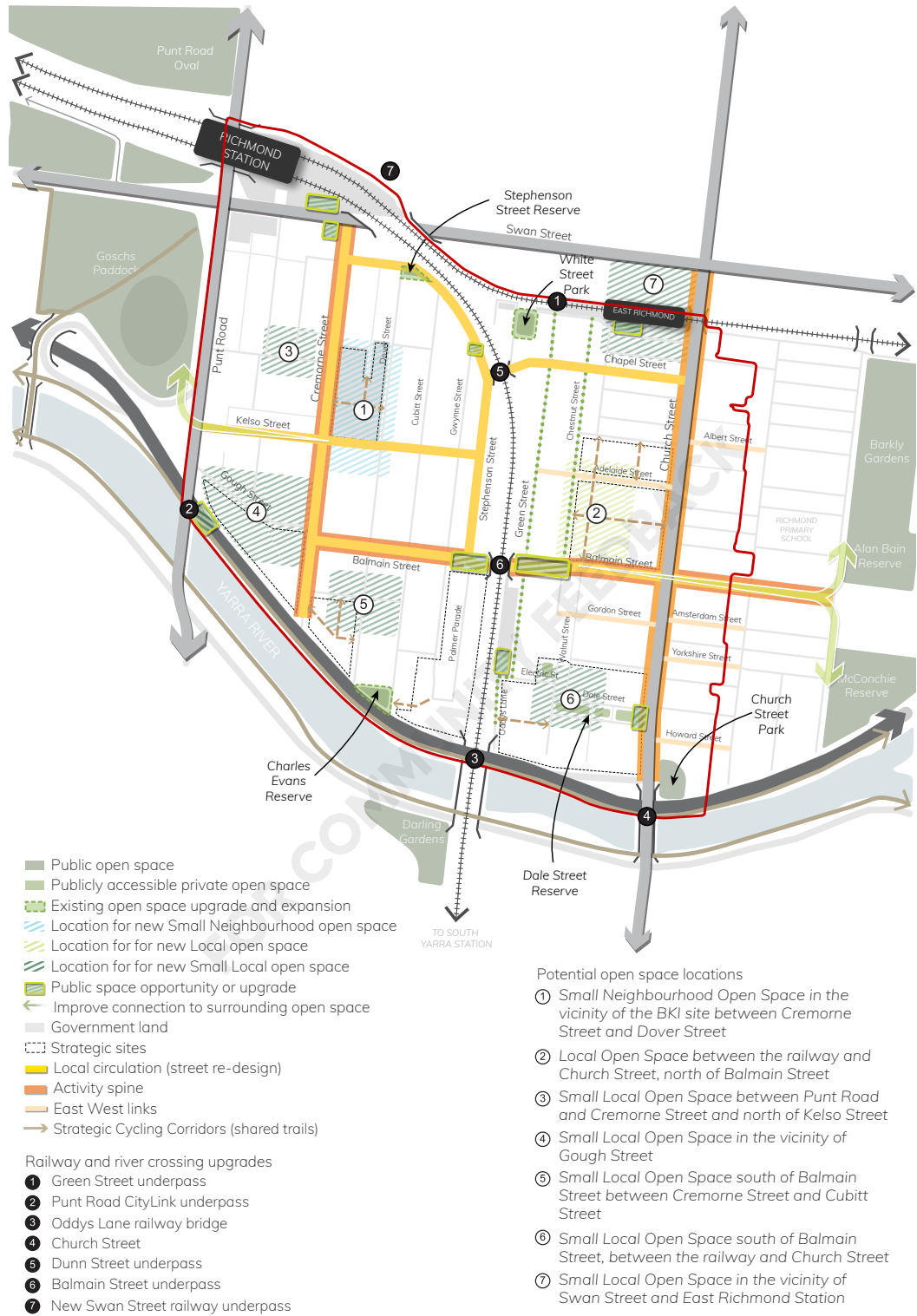


Figure 40 - Open space and public realm framework

Objective 4.5 Reimagine the Richmond and East Richmond Station transport hubs.

Accessibility is a key success factor for the Cremorne Enterprise Precinct and its retail and residential areas. Richmond Station and East Richmond Station, on the northern boundaries of Cremorne, are integral to its success. Both provide public transport interchanges with access to tram routes and bus routes, in the case of Richmond Station.

Train stations are a key public spaces and piece of infrastructure for the community. They are natural gathering points. A key outcome for both stations is improved access and facilities for commuters and the community, with areas to relax and socialise.

Richmond Station - major gateway to Cremorne

Richmond Station is a major regional transport interchange. It forms the gateway to Richmond, the Sports and Entertainment Precinct and Cremorne. The station serves a significant volume of people attending major events in the Sports and Entertainment Precinct, the local resident and worker population of Cremorne and Richmond and people changing lines or swapping to trains and buses.

There is significant opportunity to improve public transport access and amenity of the station and area around it.

It will be easier to get to the station via the redesigned Cremorne Street and improved crossings at Swan Street.



Image 41 - Richmond Station Swan Street

With an opportunity for new public open space to be created on the south-west corner of Cremorne and Swan Streets on Government land.

A new public space and much needed widened footpaths would be located on the northern side of street on the triangular land next to the station entrances to frame the entrance to the station and provide more space for seating and improved amenity.

The Swan Street railway bridge would be enhanced through public realm improvements (refer to the Swan Street Streetscape Master Plan). A new bike and pedestrian connection under the elevated railway lines would link to Stewart Place and the north.



Image 42 - East Richmond Station platform

A revitalised East Richmond Station

The northern end of Church Street is focussed around the East Richmond Station. Access to the station is poor and is via laneways, ramps and underpasses. There is poor directional signage and low amenity and perception of safety, particularly at night. The station has no presence on Swan Street or Church Street. The area around the station is dominated by vehicular traffic and car parking – with little facilities for pedestrians or welcoming public space.

East Richmond Station would be enhanced by improved access to the station from Swan Street by turning Green Street, Railway Place and Shakespeare Place into pedestrian priority zones.

This would entail the creation of a larger station forecourt and civic space in the existing car parking spaces on the northern side of the railway line (Refer to the Swan Street Streetscape Master Plan).

From Cremorne, access would also be improved via the Green Street underpass with improved sightlines and lighting. Importantly the East Richmond Station would be redesigned with a new station building on Church Street.

Actions

- 4.5.1 Engage with Department of Transport and Planning and VicTrack in future master planning for the redevelopment of the Richmond Station Precinct. Advocate for measures to improve the arrival experience and amenity of Richmond Station, including:
- implementing the Richmond Station Railway Bridge Gateway (refer to Swan Street Streetscape Masterplan)
 - upgrade the pedestrian crossing and provide public spaces at Swan and Cremorne Street intersection
 - maintaining the pedestrian link to Stephenson Street along the railway corridor
 - re-purposing underutilised land for public space and extended footpaths.
 - establishing a new bike and pedestrian connection to the north under the elevated railway lines

- 4.5.2 Work with Department of Transport and Planning and VicTrack to improve access and amenity East Richmond Station, including:
- implementing the Swan Street Streetscape Master Plan project to enhance the East Richmond Railway Station Forecourt on the northern side of the railway line
 - exploring opportunities to increase the presence of the station at street level on Church Street
 - improving pedestrian and bike access from the south of the station, including improving the amenity of the Green Street underpass, pedestrian access and car parking off Railway Crescent
 - increasing the frequency of services stopping at East Richmond Station.

Objective 4.6 Support local placemaking initiatives that activate and enrich Cremorne.

Yarra's Place Making Framework (March 2022) identifies Cremorne (west of Church Street), Swan Street and Church Street as priority places for place making.

Place making includes:

- 'Hard' placemaking - physical infrastructure such as public realm improvements and public spaces, tree planting, traffic management treatments, new open spaces and improvements to existing open spaces.
- 'Soft' Place Making - activations and place management, community events, pop-up and temporary or trial installations, street parties, place management and curation.

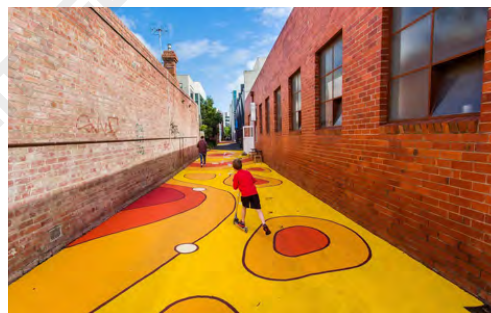


Image 43 - Walnut Street shared zone

Cremorne has a well-organised community with several groups undertaking placemaking initiatives to improve Cremorne's quality of place, including temporary art installations and heritage interpretation, wayfinding, pop up spaces and street festivals. These community initiatives activate public spaces and contribute to vibrant spaces people love.

Place making provides the opportunity to enhance the sense of place and build community pride and connectivity by ensuring the local community is engaged in place making projects.

Cremorne is characterised by its quirky public art. Public art, integrated into public spaces and places, reflects Cremorne’s creative businesses and community. It transforms public spaces and can express Cremorne’s unique history, meaning and future of its location, its people and their stories.

Public art in Cremorne could include murals and projections, integrated art, and the use of smart technologies to activate and enhance the community experience.

This could be in the form of:

- Council / community funded works
- public art incorporated into State Government led infrastructure projects
- public artworks, as part of private developments.



Image 44 - Murals form part of Cremorne’s identity

Actions

4.6.1 Support the community in placemaking through engaging on key projects and collaborating on activations and other initiatives in Cremorne.

4.6.2 Support public art that celebrates and enhances Cremorne’s history and identity by:

- embedding public art into open space, public realm and infrastructure projects.
- encouraging and facilitating opportunities for public art to be commissioned in the private realm.

Objective 4.7 Protect and interpret Aboriginal cultural values and heritage in the design of Cremorne.

The area now known as the City of Yarra stands on the traditional lands and waters of the Wurundjeri Woi Wurrung people. Their connection to country extends back more than 60,000 years.

While links to Cremorne’s traditional custodians have been diminished through post colonisation development, there is an opportunity to restore some of these links through recognition and interpretation of Aboriginal cultural values in Cremorne.

Engagement with the development industry, community and other stakeholders and ongoing consultation and collaboration with Traditional Custodians will provide opportunities to embed Caring for Country principles in the design and management of open spaces. For example, the recognition of the natural landscape such as the series of billabongs that were located along the river also provides an opportunity to embed the relationship to Country. Opportunities for the Aboriginal naming of streets, parks and community infrastructure will be encouraged.

Actions

4.7.1 In consultation with Traditional Custodians, support opportunities to embed Aboriginal language, design and names in streets, parks and public buildings.

4.7.2 In consultation with Traditional owners, recognise the presence of former billabongs and water courses in Cremorne (especially at the southern end of Cremorne Street) through landscape treatments, including planting and public art.

Theme 5: Quality design that builds on Cremorne's precinct identity

High-quality built form outcomes will help deliver on the vision for Cremorne. New development will respond to Cremorne's character and the surrounding context, contribute to the public realm and enhance heritage buildings in Cremorne.

Challenges and opportunities

Cremorne is undergoing significant change and development pressure. The high demand for office floor space in Cremorne and unprecedented investment is changing the scale of commercial development. Older building stock is being replaced with contemporary office buildings of varying quality. Emerging development issues include:

- ground floors which are dominated by entrances to car parks and building services
- extensive glazing which limits the opportunity to engage with the street
- buildings built to the front boundary that provide little space around building entrances for standing, waiting or sitting. This is exacerbated by narrow and cluttered footpaths
- development that visually dominates and overshadows the street
- large commercial floor plates which create big bulky buildings
- poor internal amenity outcomes
- development outcomes which make it difficult for neighbouring sites to develop
- the lack of built form guidelines addressing residential amenity and managing differing scales of development.

Retaining the character of Cremorne

The urban character of Cremorne is diverse and interesting. Layers of history are evident in its mix of industrial warehouses, large institutions, rows of old workers' cottages, Victorian terraces and contemporary office buildings.

Along with its heritage buildings, there are a number of 'character' buildings that are dotted throughout Cremorne. They include single storey brick factories/warehouses which contribute to the intimate and mixed character of Cremorne. In addition to contributing to the sense of place and people's appreciation of the precinct, heritage and character buildings are attractive settings for businesses.

Cremorne is also home to two significant signs (identified as municipal landmarks); the Nylex Sign included on the state heritage register (Richmond Maltings, Gough Street) and the Slade Knitwear Sign (Dover Street). Views to these landmarks are important to reinforce a sense of place, retain important historic reference points and enrich the experience of residents and visitors within Cremorne and Yarra.



Image 45 - Church Street corner pub (character building)



Image 46 - Human scale along Green Street

Creating planning controls to guide future development

The increased number of developments, emerging scale and absence of clear directions to guide Cremorne's future character, has reinforced the need for new built form controls. The existing planning controls within Cremorne's commercial precincts mainly manage the use of land.

New controls are proposed for Cremorne's commercial precincts to manage the scale and design of development of land and provide clarity and certainty for landowners, Council and the community. The new built form controls aim to balance the need to accommodate employment growth while protecting heritage fabric, enhancing the public realm and managing amenity impacts.

The built form recommendations will be implemented through new schedules to the Design and Development Overlay (DDO). The Design and Development Overlay (DDO) is a planning tool that is applied to areas which need specific requirements to guide the built form and design of new development. DDOs set requirements for the height, form and the general design of buildings.

DDOs are proposed to apply to the three commercial precincts where significant development is occurring - Cremorne West Precinct, Railway Precinct and Church Street Precinct. Additional work will be undertaken to develop specific controls to guide development on the seven identified strategic sites (refer to Objective 5.5).

No changes are proposed to the residential precincts in the Neighbourhood Residential Zone (NRZ) and General Residential Zone (GRZ). These areas are already covered by existing planning controls that will manage development.

DDOs can include built form and design requirements that are mandatory or preferred (discretionary). A mandatory requirement is a requirement that must be met with no opportunity to vary it. A discretionary (or preferred) requirement provides for some flexibility in how the required outcome is achieved. In Yarra, most DDOs contain a mix of both. In Cremorne, most of the built form controls are proposed as 'preferred'. Controls to protect view lines and the overshadowing of footpaths are proposed to be mandatory.



Image 47 - Ground floor activity

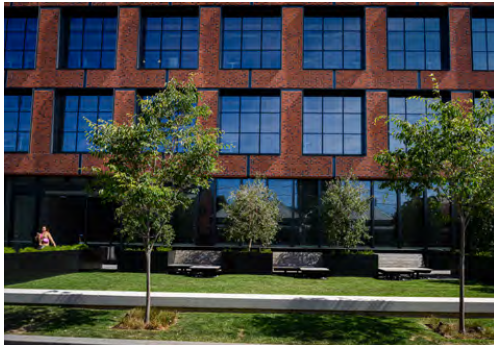


Image 48 - Landscaped setbacks on Blanche Street

Approach to built form

The proposed future built form sees taller mid-rise development on the precinct's main spines and the core areas of the commercial precincts. Heights are lower on narrow streets and also transition down in height to existing residential areas.

Mid-rise development in the majority of the three commercial precincts will allow for increased development capacity while reinforcing the existing urban structure (the fine grain street network and narrow sites mixed with larger sites). Taller development will be encouraged in parts of Cremorne where there are less constraints e.g. along wider streets such as Church Street and the elevated railway line.

Careful consideration is also given to maintaining the prominence and visibility of heritage features and limiting the impact of overshadowing on important footpaths and public open space.

Vision statements have been developed for the Cremorne West, Railway and Church Street commercial precincts (refer to Part 3: Precincts). They not only describe the built form but also how streets will be redesigned, identify new open space opportunities and the type of land uses that might be expected. The new built form controls will allow developments to respond to, reinforce and strengthen this character, while providing opportunities for innovation and great design on a site-by-site basis.

How are we addressing these issues?

The objectives and actions under this theme will help deliver the vision for Cremorne by:

- Creating a comfortable and engaging public realm. (Objective 5.1)
- Delivering high-quality sustainable buildings. (Objective 5.2)
- Ensuring the scale and form of buildings respond to their context. (Objective 5.3)
- Showcasing Cremorne's diverse heritage. (Objective 5.4)
- Creating blueprints for the redevelopment of strategic sites. (Objective 5.5)

Objective 5.1 Create a comfortable and engaging public realm.

The street interface has the most significant impact on the quality of the public realm as it is the most visible part of the building from the public realm.

Opportunities to enhance the public realm

Large sites, in particular, provide an opportunity to create ground floor setbacks to create a transition between the public realm (i.e. the street) and the private realm (i.e. the building). These transition areas could be used for landscaping and seating, outdoor dining and bike parking and create attractive and usable spaces.

Creating well designed buildings at street level

Active frontages are crucial to add interest, vitality and safety to streets, while helping to encourage walking. This means building frontages should have openings (frequent doors and windows), articulated façades and limited blank walls. Internal uses should be visible from the street.



Image 49 - Inset building entrances



Image 50 - Chamfered building corners

The ground floor of buildings should minimise the impact of inactive uses such as car parking and servicing, especially on sites with narrow frontages.

Where possible vehicle access and services should be provided off existing or proposed lane ways rather than main streets. Any car parking within buildings should not be visible from the street.

Proposed changes to the maximum car parking rate for office developments will help reduce the need for car parking in developments and have a positive impact on the design of many developments.

Retaining solar access to key footpaths and open space

Solar access to the footpaths of key streets will be maximised to ensure streets are comfortable, sunny public spaces that encourage people to meet and linger. Streets that have been identified for controls over solar access are Balmain Street, Cremorne Street and Church Street. These streets support a higher concentration of shops and cafes and are key connector streets for public transport, walking and cycling. These controls are proposed as mandatory.

The solar access controls have informed the street wall and maximum building heights on sites adjoining the key pedestrian streets (Cremorne Street, Balmain Street and Church Street).

The revised UDF also seeks to protect existing public spaces from additional overshadowing. The majority of these locations are within low rise residential areas and will not be overshadowed.

Design objectives

- To provide for street activation at ground level to create a pedestrian-oriented environment and enhance passive surveillance of the public realm.
- To ensure new development enhances the public realm and contributes to a network of pedestrian friendly streets.
- To retain solar access to the footpaths along Church Street, Cremorne Street and Balmain Street.
- To prevent overshadowing of existing public open space.
- To minimise the negative impacts of servicing and car parking on the public realm.
- To minimise adverse wind effects caused by buildings in the public realm.

Recommendations

Active street frontages

- Break up buildings with a wide street frontage into smaller vertical sections or separate elements to provide breaks and modulation in the facade.
- Provide a high level of design detail at the ground floor and lower levels of buildings.
- Provide well-designed entrance spaces to buildings that create a transition between the public and private realm and encourage activity to occur at the street interface.

Building setbacks

- Expand the public realm through inset building entrances and integrated seating (where determined appropriate).
- On the western side of Cremorne Street, between Swan Street and Gough Street, apply a mandatory minimum 3m front setback (whole of building to be set back).

- On the eastern side of Cremorne Street, between Swan Street and Balmain Street, apply a mandatory minimum 1.5m ground floor setback (ground floor of building to be set back). On larger sites, a greater front setback (whole of building) is expected.
- Elsewhere in Cremorne, where heritage is not a constraint, sites should provide ground level setbacks to enhance the public realm and accommodate building entrances, spaces for outdoor dining, street level bike parking or landscaping. Where an adjacent site has provided ground level setbacks, a development should provide similar setback to achieve a consistent approach along a street frontage.
- Only weather protection and awnings may encroach into a front / ground floor setback.
- Provide chamfered building corners at intersections (where appropriate) to create additional public space at points of pedestrian congestion.



Image 51 - Setbacks repurposed for recreation



Image 52 - Minimise overshadowing of the footpath

Solar access/overshadowing

- Ensure no additional overshadowing of the eastern / western footpath of Cremorne Street and Church Street between 10am and 2pm at the spring equinox (September 22) for a minimum of 3 hours.
- On Balmain Street, ensure no additional overshadowing of the following locations between 11am and 2pm at the spring equinox (September 22):
 - southern footpath on Balmain Street, east of the underpass
 - the northern and southern portion of the Balmain Street Plaza
 - front gardens of dwellings on the southern side of Balmain Street between Cremorne Street and Gwynne Street.
- Ensure there is no additional overshadowing of existing public spaces at the spring equinox (22 September) between 10am and 2pm.
- In locations where new public open space is identified (refer to Figure 40 in Theme 4) adjoining development should consider how building heights and massing would minimise additional overshadowing of any potential public open space.

Wind impacts

- Deliver comfortable wind conditions in the public realm.
- Development proposals for buildings over 15 metres in height will be required to be accompanied by a wind study analysis to assess the impact of wind on the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing.



Image 53 - Street setbacks in Blanche Street

Access, parking and loading

- Design vehicle ingress and egress into development, including loading facilities, to limit potential conflict between vehicle movements, pedestrians and designated bike routes.
- Locate any car parking within a basement or concealed from the public realm.
- Avoid separate entries for car parking entries and loading bays.



Image 54 - Parking impacts the quality of the street

Building Services

- Building services should not be visible on primary building façades, occupy less than 40 percent of the ground floor area of the site, and be integrated into the overall design of the building.
- Services should occupy a minimal proportion of any facade including the primary facade, if it is not possible to locate them elsewhere.
- Sub-stations to be located below ground and accessed from access-ways or located off the primary street (where possible).

Actions

- 5.1.1 Prepare a planning scheme amendment to introduce and implement the built form recommendations for Cremorne West, Railway and Church Street Precincts: Including:
- Active street frontages
 - Building setbacks
 - Solar access/overshadowing
 - Wind impacts
 - Access, parking and loading
 - Building services
 - Laneways.

Laneways

- Provide additional ground floor setbacks to increase the width of existing laneways and streets to a minimum of 6.1m where a property extends the full length of the laneway or street.
- Where access is required from streets/laneways of 6m or less, include a setback at ground floor to facilitate the ongoing function of the laneway and allow for building services and car park access. The setback in the laneway should provide a minimum width between walls of 6.1 metres (including the existing laneway). Between ground level and first floor, a headroom clearance of 4 metres minimum should be achieved.
- Enhance the amenity and safety of laneways that provide pedestrian and vehicular access to buildings.

Objective 5.2 Deliver high-quality sustainable buildings.

Delivering sustainable office environments is integral if Cremorne is to continue to attract progressive businesses. Sustainable, high-quality building design leads to reductions in energy costs and healthier workplace environments.

Delivering high-quality sustainable buildings requires sustainability to be treated as integral to the design of buildings rather than as a last-minute addition.

Sustainable buildings will be addressed through the implementation of Council's existing Environmentally Sustainable Development policy and any new standards approved as part of the Elevating Environmental Standards planning scheme amendment (see Theme 2: A leading sustainable and climate resilient precinct).

Adaptable buildings

Buildings that are designed to be flexible in use are more sustainable in the way they can adapted over time. The ability to create workspaces of different sizes, types and costs can meet different needs and respond to change. Car parks should also be designed to facilitate conversion to other uses.

Building separation

Adequate building separation distances are required to ensure that good levels of daylight and sunlight enters buildings. It also ensures that an outlook is provided from within buildings to connect occupants to the outside world and that privacy between neighbouring buildings is managed.

Building separation is also important to provide development equity and ensure the development of one site does not prevent the development of a well-designed building on the adjacent site.

The proposed built form controls require that buildings on sites with frontages of 20m or greater should be set back from side and

rear boundaries. Buildings on narrow sites may be built to the boundary in some circumstances where they avoid creating blank unarticulated walls and a continuous wall of buildings.

Where buildings are constructed / partially to the boundary, visible side walls should be well designed and articulated to avoid sheer blank pre-cast walls.

Design objectives

- To ensure buildings are well spaced and sited to provide equitable access to an outlook and good daylight.
- To avoid sheer unarticulated pre-cast walls.
- To develop buildings which are flexible and adaptable.
- To achieve optimal thermal comfort, including through natural ventilation, high performance insulation and the integration of green infrastructure.
- To encourage active transport through the provision of facilities for bike riders and pedestrians.

Recommendations

Sustainable buildings

- Achieve net zero carbon emissions.
- Maximise access to daylight through windows, light wells, shallow floor plates, adequate floor to ceiling heights and building separation.
- Provide sustainable design features to address water management, solar access and innovative energy saving initiatives.
- Minimise the impact of development on solar access to adjacent solar panels.
- Design façades that are responsive to orientation to achieve optimal thermal comfort.
- Achieve a high standard of internal amenity within the development.

- Ensure development appropriately considers the amenity impacts on neighbouring development.
- Provide access to balconies, terraces and courtyards to enhance amenity for building occupants and provide opportunities for greening.

Adaptable buildings

- Ensure floor to ceiling heights are appropriate to a range of uses over time.
- Enable subdivision of floor plates into smaller tenancies over time in response to evolving work patterns.
- Enable the conversation of car parking to other uses over time.

Building separation

- Ensure buildings are well spaced and sited to avoid visual bulk and provide equitable access to an outlook, good daylight and views to the sky above the street wall.
- Buildings may be constructed to the boundary wall to a height of 8m (two storeys) above the street wall height.
- For sites with a frontage of less than 20m, development above the boundary wall height may be built to the boundary, limited to one side.
- For sites with a frontage of 20m, or greater, buildings should achieve the separation distances outlined in Table 1.
- Where a site adjoins an existing blank boundary wall, development may be constructed on that boundary to the height of that existing wall.
- Where development is proposed on the boundary above the boundary wall height, it should:
 - be well articulated if visible from the street;
 - not run the full length of the boundary; and
 - not result in a continuous wall of buildings when viewed from the street.

- For sites with multiple buildings, refer to the separation distance in Table 1.

Maximum height of the building	Minimum setback from boundary or laneway centreline	Minimum building separation where there are multiple buildings on a site
1-3 levels above the boundary wall height	3m	6m
4 or more levels above the boundary wall height	4.5m	9m

Table 1 - Building separation distances

Pedestrian entrances and bike parking

- Ensure pedestrian entrances are clearly visible, secure and have an identifiable sense of address.
- Provide well-designed bicycle infrastructure and end-of-trip facilities.

Actions

- 5.2.1 Introduce and implement built form recommendations for the Cremorne West Precinct, Railway Precinct and Church Street Precinct in the proposed planning scheme amendment for Cremorne addressing:
- Sustainable buildings
 - Adaptable buildings
 - Building Separation
 - Pedestrian entrances and bike parking.

Objective 5.3 Ensure the scale and form of buildings respond to their context.

New development must be responsive to its context including the neighbouring buildings, the character of the street and the broader Cremorne context.

Supporting mid-rise building heights

The proposed building heights range between 3 and 10 storeys (12m-40m). All heights are proposed to be preferred (discretionary) heights (i.e. they can be varied where specific criteria is met).

Building heights are taller along main streets (Cremorne Street, northern end of Stephenson Street and Church Street) and reduce towards low-scale residentially zoned areas and in response to the narrow width of streets and laneways.

Heights of buildings at the street edge

The height of buildings at the street edge has a direct impact on the experience of pedestrians within the street. These are known as street wall or podium heights.

The proposed street wall heights respond to the narrow street network in Cremorne – they maintain a 1:1 to 2:1 relationship between the width of the street and street wall height. This height helps to ensure the street feels comfortable to the person on the street (sense of human scale) and is not overwhelmed by buildings.

Street wall heights of between 2 and 4 storeys (8m and 16m) are proposed to respond to the street network in Cremorne and to maintain solar access to key streets. Higher heights of 4 storeys apply on the wider streets of Cremorne Street and Church Street.

Setting back upper levels, above the street wall, provides a clear delineation between the street wall and upper levels. They also help to reinforce a comfortable scale for pedestrians at street level while ensuring access to daylight and views to the sky.

Upper level setbacks of 3m and 5m are generally proposed. Upper level setback requirements increase as buildings get taller. Additional upper level setbacks will be required in specific locations to meet any solar access requirements.

Retaining Cremorne's character buildings

Character buildings include pubs, factories, warehouses and offices which are not protected through the heritage controls in the planning scheme but contribute to Cremorne's visual identity and character.

44 character buildings have been identified in Cremorne that meet some or all of the following criteria:

- architecturally distinctive
- demonstrate a link to the industrial history of the area
- have a three dimensional form of the building can be seen from the public domain.
- contains interesting detailing and provides visual interest at street level
- large window openings, with the potential for a positive interface with the public domain.

The retention and reuse of these buildings is encouraged as part of any redevelopment. They can also provide alternatives to new developments and offer more affordable spaces for businesses.



Image 55 - Former industrial brick warehouse

Ensuring well designed buildings

New developments in Cremorne will be high quality and display design excellence. New buildings, on large sites, will need to be designed to avoid big bulky forms by providing visual breaks, changes in building massing and separation between buildings at the street and upper levels.

The design of the street wall should reflect the prevailing pattern of subdivision, buildings in the surrounding context and also be broken up. Buildings should be expressed 'in the round' and avoid blank walls.

Transitions to low-rise residential areas

There are four residentially zoned areas that abut the taller commercial precincts – three residential precincts within Cremorne and one outside the precinct to the east – the Brighton Street residential area.

It is important that built form transitions in scale at these sensitive interfaces to minimise amenity impacts on surrounding areas, including overlooking, overshadowing and visual bulk.

Different interface controls are proposed depending on the context and include direct interfaces (where properties share a common boundary) or laneway interfaces (where properties are separated by a laneway typically 3m wide or less). Lower heights and/or a setback requirement (which guides maximum heights and maximum heights of walls on boundaries) are proposed to apply in these locations.

High visibility interfaces

Parts of Cremorne are highly visible from the southern side of the river and the elevated railway line which cuts through the centre of the precinct. That means that buildings facing the railway or are visible from the river's edges must be particularly well designed.



Image 56 - Yarra River corridor

Design objectives

- To design buildings that respond to the form of neighbouring buildings.
- To ensure that maximum building heights are responsive to the width and character of the street.
- To minimise visual bulk at street level by providing street walls and building heights that are responsive to the width and character of the street.
- To provide upper-level setbacks above the street wall that allow for a clear delineation between the street wall and the upper levels.
- To protect the amenity of properties in adjoining residential zones in terms of overshadowing of private open space and overlooking.
- To support development that contributes positively to the urban and heritage warehouse character of Cremorne.
- To avoid expansive building forms and excessive visual bulk.

Recommendations

Maximum building heights

General

- Refer to preferred maximum building heights shown in Figure 45: Cremorne West & Railway Precincts and Figure 46: Church Street Precincts.

Precinct specific

- Church Street Precinct - Proposed building heights are between 5 and 10 storeys (20m and 40m) with the highest heights along Church Street and reducing along narrow streets and laneways to the east and west. Heights also reduce close to sensitive low-scale areas to the east and north-west.
- Cremorne West Precinct - Proposed building heights are between 3 and 9 storeys (12m and 36m) the highest heights apply on the northern end of Stephenson Street along the elevated railway line (9 storeys) and also along Cremorne Street (8 storeys). Heights reduce close to sensitive low-scale areas to the south and west.
- Railway Precinct - proposed building heights are between 5 and 7 storeys (20m - 28m) to provide a human-scale along streets and laneways.
- Apply criteria to assess proposals that exceed a preferred maximum building height.
- A proposal will need to demonstrate design excellence through each of the following:
 - Increased separation of buildings at upper levels
 - Providing safe and generous ground level setbacks and publicly accessible spaces to enhance the public realm and accommodate building entrances, spaces for outdoor dining, landscaping or street level bike parking
 - Achieving excellence for environmentally sustainable design (a minimum 70 per cent BESS project score)

- No additional overshadowing of residentially zoned properties as a result of the additional height
- Retaining and incorporating a character building within the design of a future building
- Providing high quality end-of-trip facilities, including secure bicycle parking, locker and shower facilities and change rooms.

Street wall heights

General

- Ensure street walls are designed to reinforce an appropriate scale for pedestrians along streets and laneways and include architectural detailing such as high quality tactile materials and depth and articulation to ensure an engaging pedestrian experience.
- Refer to preferred maximum street wall heights shown in Figure 45: Cremorne West and Railway Precincts and Figure 46: Church Street Precinct.

Precinct specific

- Church Street Precinct – street wall heights of 3-4 storey (12m-16m) are proposed with a taller four storey street wall on Church Street.
- Cremorne West – the street wall height varies from 2-4 storey (8m-16m). A four storey street wall height applies to Cremorne Street.
- Railway Precinct - a 3 storey (12m) street wall height is proposed.

Upper level setbacks

- Provide upper level setbacks above the street wall to reduce the visual impact of buildings experienced from the street.
- Refer to preferred minimum upper level setbacks in Figure 45: Cremorne West and Railway Precincts and Figure 46: Church Street Precincts.

Interface to properties in Neighbourhood Residential Zone (NRZ) or General Residential Zone (GRZ)

- Protect the amenity of existing residential properties in terms of visual bulk, overshadowing of private open space and overlooking.
- Provide a setback of 3m at direct interfaces to create a buffer at these sensitive edges.
- Apply a 2 storey (8m) maximum wall height with an upper level setback of 45 degrees (up to a minimum distance of 12m).
- Provide a maximum of two steps in building form to avoid overly stepped outcomes.
- Refer to preferred heights and setbacks in Table 2.

Interface	Setback	Maximum wall height	Upper level setback
Laneway residential	NA	2 storeys (8m)	45 degrees to a distance of 12m
Direct residential	3m	2 storeys (8m)	45 degrees to a distance of 12m

Table 2 - Residential interfaces



Image 57 - Corner of Church and Balmain Street

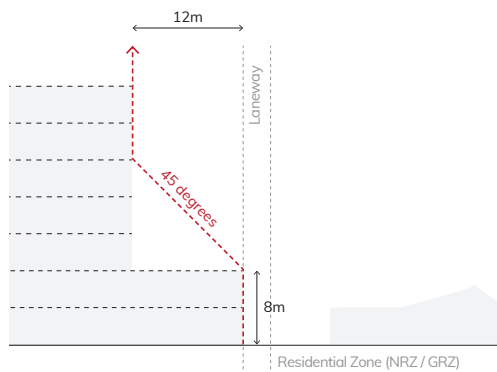


Figure 41 - Laneway residential interface

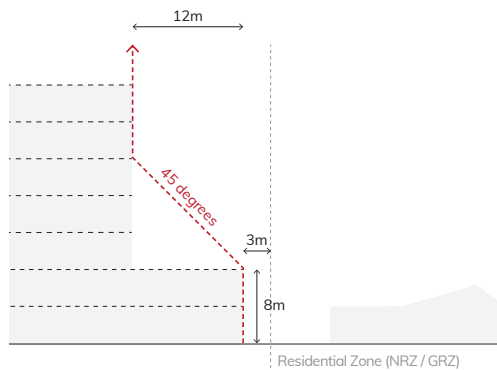


Figure 42 - Direct residential interface

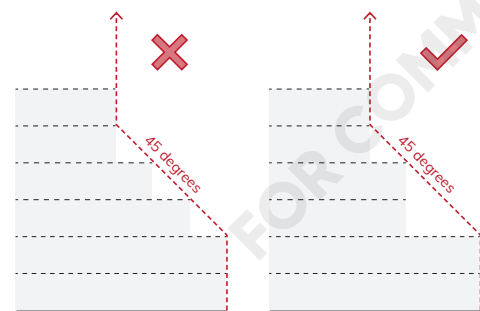


Figure 43 - Upper level setback stepping (unacceptable / preferred)

Character buildings

- Facilitate development that supports the adaptive reuse of character buildings.
- Reinforce the industrial character of Cremorne through designs which use robust materials and references industrial typologies. Refer to character buildings shown in Figure 44

Building design

- Create well-designed building edges and façades on buildings that are visible from the elevated railway line or Yarra River (Birrarung).
- Buildings on larger sites are to be broken up into a series of smaller building forms that contribute positively to their context and their historic urban grain.
- Avoid continuous walls of buildings when viewed from street level by providing visual breaks, articulated massing and/or separation between building forms at street level and upper levels.
- Avoid blank walls visible from the public realm. Where a solid external wall is unavoidable, walls should be detailed and include articulation to provide for visual interest.

Actions

5.3.1 Introduce and implement built form recommendations for the Cremorne West Precinct, Railway Precinct and Church Street Precinct in the proposed planning scheme amendment for Cremorne addressing:

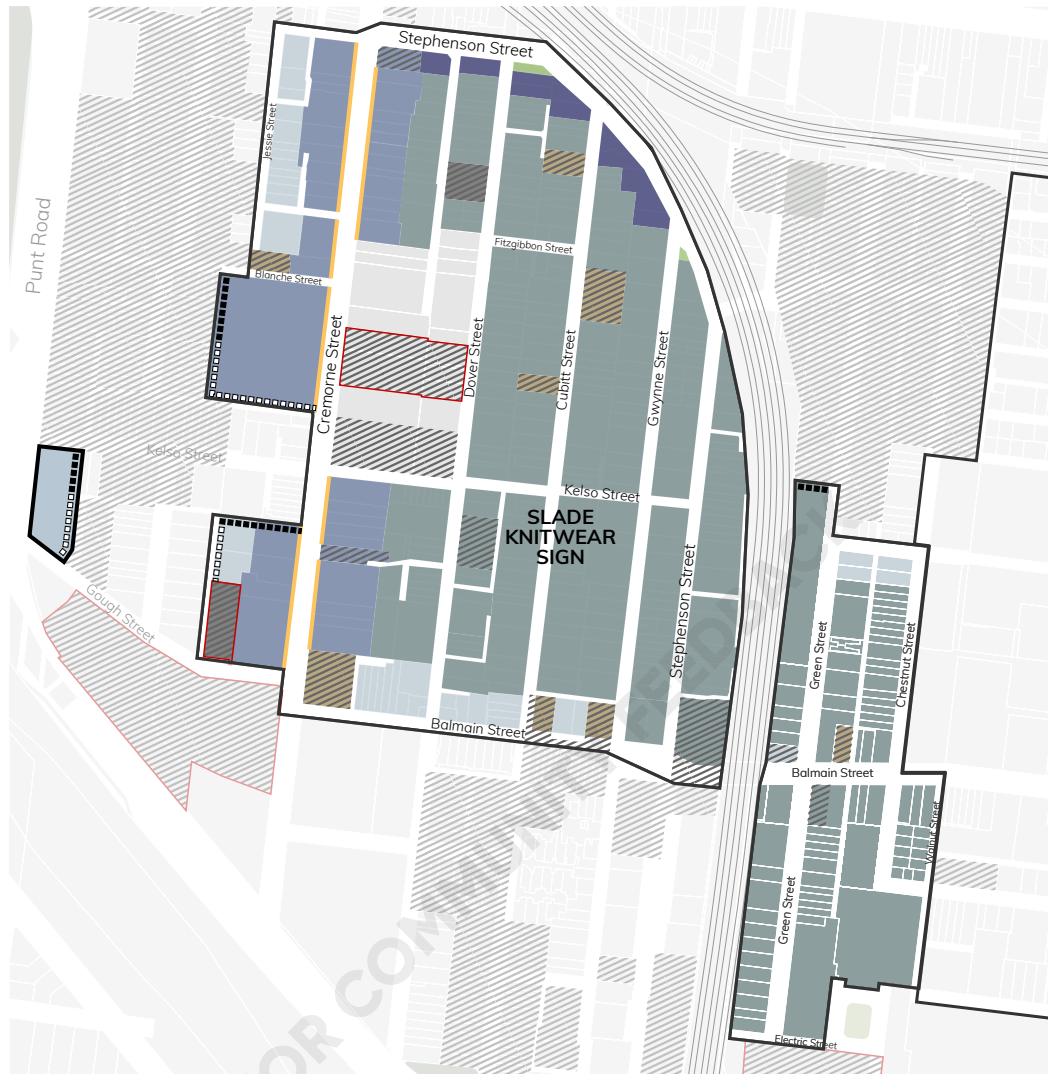
- Overall building heights
- Street wall heights
- Upper-level setbacks
- Interfaces to properties in residential zones (NRZ and GRZ)
- Character buildings
- Building design.



Figure 44 - Location of character buildings

Character buildings

- 13 and 15-17 Adolph Street
- 1 Albert Street
- 17 Balmain Street
- 2 Chapel Street
- 13 and 15 Chapel Street
- 447 Church Street
- 455 Church Street
- 472 Church Street
- 474 Church Street
- 492 Church Street
- 527 Church Street
- 539 Church Street
- 543-545 Church Street
- 1 Cubitt Street
- 11-19 Cubitt Street
- 64 Cubitt Street
- 79-95 Cubitt Street
- 47 Dover Street
- 65 and 67 Dover Street
- 10-12 Gwynne Street
- 54 Gwynne Street
- 64, 66 and 68 Gwynne Street
- 42 Kelso Street
- 48 Kelso Street
- 2-4 Stephenson Street
- 79 Stephenson Street
- 84 Stephenson Street
- 112 Stephenson Street
- 9 William Street
- 13-15 William Street

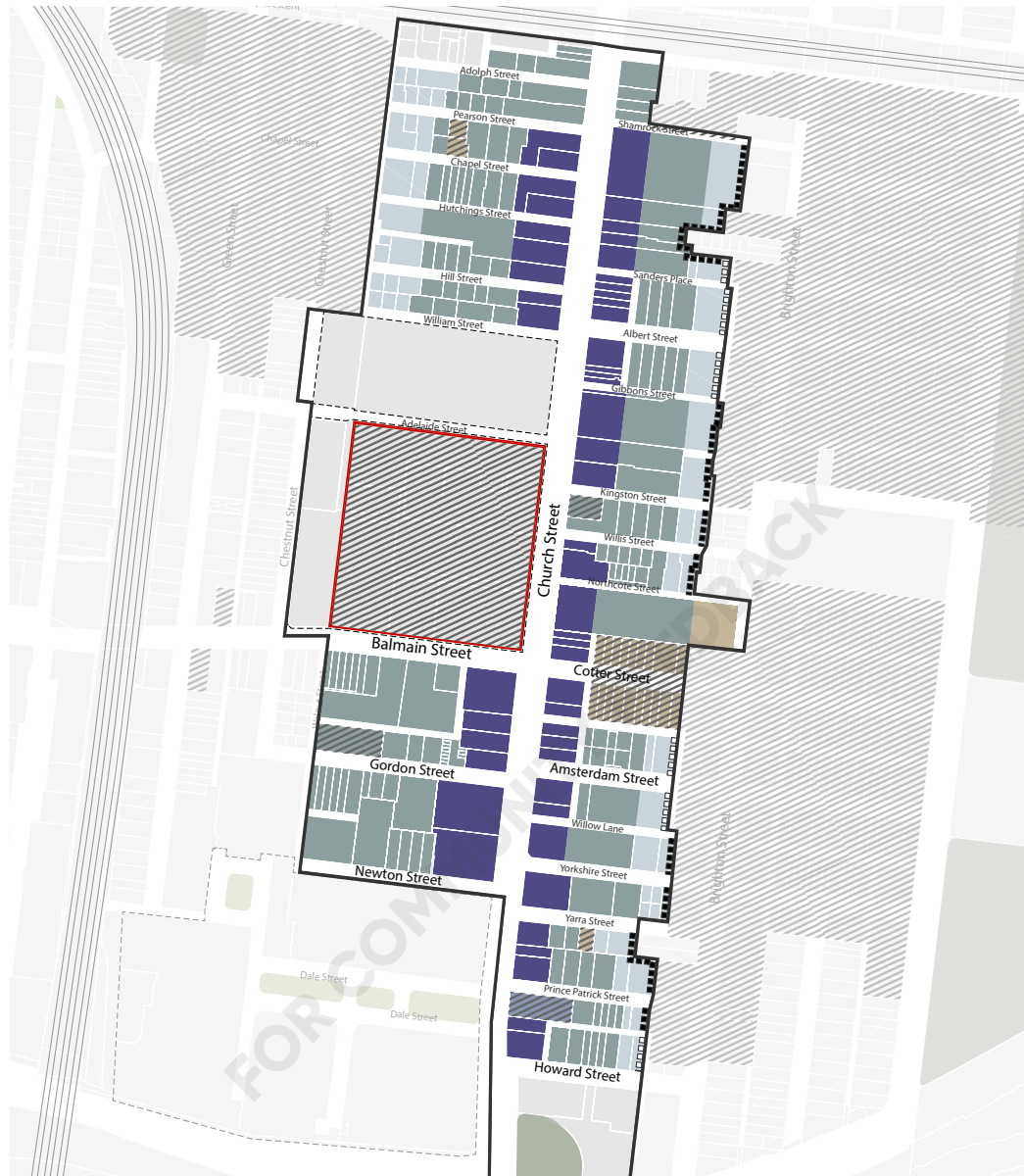


	Maximum building height	Maximum street wall height	Minimum upper level setback
	36m (9 storeys)	16m (4 storeys)	3m
	32m (8 storeys)	16m (4 storeys)	5m (subject to solar)
	28m (7 storeys)	12m (3 storeys)	3m 11m (112 Stephenson St (Cherry Tree Hotel, 105-129 Dover St*) and 49-51 Balmain St**))
	20m (5 storeys)	12m (3 storeys)	3m 5m (Balmain Street / Jessie Street)
	12m (3 storeys)	---	---

For sites within the Heritage Overlay or adjacent to a site in the HO, refer to Objective 5.4.

*to ensure there is no additional overshadowing of the north side of Balmain Plaza
 ** to ensure blue sky behind the Slade Knitwear Sign is retained

Figure 45 - Cremorne West and Railway Precinct - building heights, street wall heights and upper level setbacks



	Maximum building height	Maximum street wall height	Minimum upper level setback
	40m (10 storeys)	16m (4 storeys)	5m (subject to solar)
	32m (8 storeys)	---	---
	28m (7 storeys)	12m (3 storeys)	3m
	20m (5 storeys)	12m (3 storeys)	3m
	12m (3 storeys)	---	---

Figure 46 - Church Street Precinct - building heights, street wall heights and upper level setbacks

Objective 5.4 Showcase Cremorne's diverse heritage.

Cremorne's heritage buildings reflect its industrial and residential past. They are comprised of a number of locally significant heritage places (industrial, commercial and residential) and some industrial buildings of state significance that are included on the Victorian Heritage Register (VHR). New development should respect the scale and context of these important buildings.

Retaining the prominence of heritage buildings

Given there are relatively few heritage buildings and places in Cremorne, the proposed built form controls are designed to ensure heritage buildings retain their prominence.

Careful design responses that are tailored to the specific characteristics of the different building typologies are required. For example, residential heritage buildings have ground floor street setbacks with front gardens, whereas industrial heritage buildings are built to the street edge.



Image 58 - Slade Knitwear sign

Specific metrics have been developed to help retain the identified original fabric of the buildings, including the principal façade, primary roof form and chimneys.

Sites adjacent to heritage buildings

The proposed built form controls also apply to sites adjacent to the heritage buildings and places to ensure an appropriate transition to the heritage building and its setting.

Landmarks

The Nylex Sign is of social and heritage significance for its landmark qualities. The sign dominates the view along Punt Road and Hoddle Streets. Because of its location at the entrance to the Monash Freeway (CityLink) the Nylex sign is considered the unofficial gateway into Melbourne from the south.

While locally significant views in Balmain Street are obscured by development, it is still visible at a distance from its significant viewpoints. The primary view for the sign identified for protection in the Yarra Planning Scheme is from the eastern footpath of the Morell Bridge (to the north-west within the City of Melbourne). This view is from outside of Yarra and has been enshrined in the development approval for the Richmond Maltings site. The planning approval for the site includes raising the sign by 15 metres.

The Slade Knitwear Sign is another landmark commercial sign identified in the Yarra Planning Scheme. The sign is clearly legible from the intersection of Kelso and Dover streets. This significant view is proposed to be protected in the proposed built form controls.

Any development on the site and to the south will be required to set back above the street wall to retain the view of the sign with clear blue skies behind it. This setback is proposed to be a mandatory control.

Note: The Slade Knitwear sign has been dismantled due to safety reasons. Council is continuing conversations with the owner of the site to have the sign restored and reinstated.

Historical archaeological sites

Historical archaeological sites reveal information about a place. They can include former institutional, industrial, commercial and residential sites.

The Victorian Heritage Inventory is a list of known historical archaeological sites.

All historical archaeological sites are protected by law. Approval from Heritage Victoria needs to be provided to disturb a site. Aboriginal archaeological sites are protected under the Aboriginal Heritage Act.

Two historical archaeological sites have been identified in Cremorne and included in the inventory – the Riverside Inn, corner Harcourt Parade and Punt Road and former dwellings at 66-88 Green Street.

There is the potential that other historical archaeological sites could be found in Cremorne relating to its many phases of activity e.g. Cremorne Pleasure Gardens, the asylum, pubs, industrial complexes and areas of cottages.

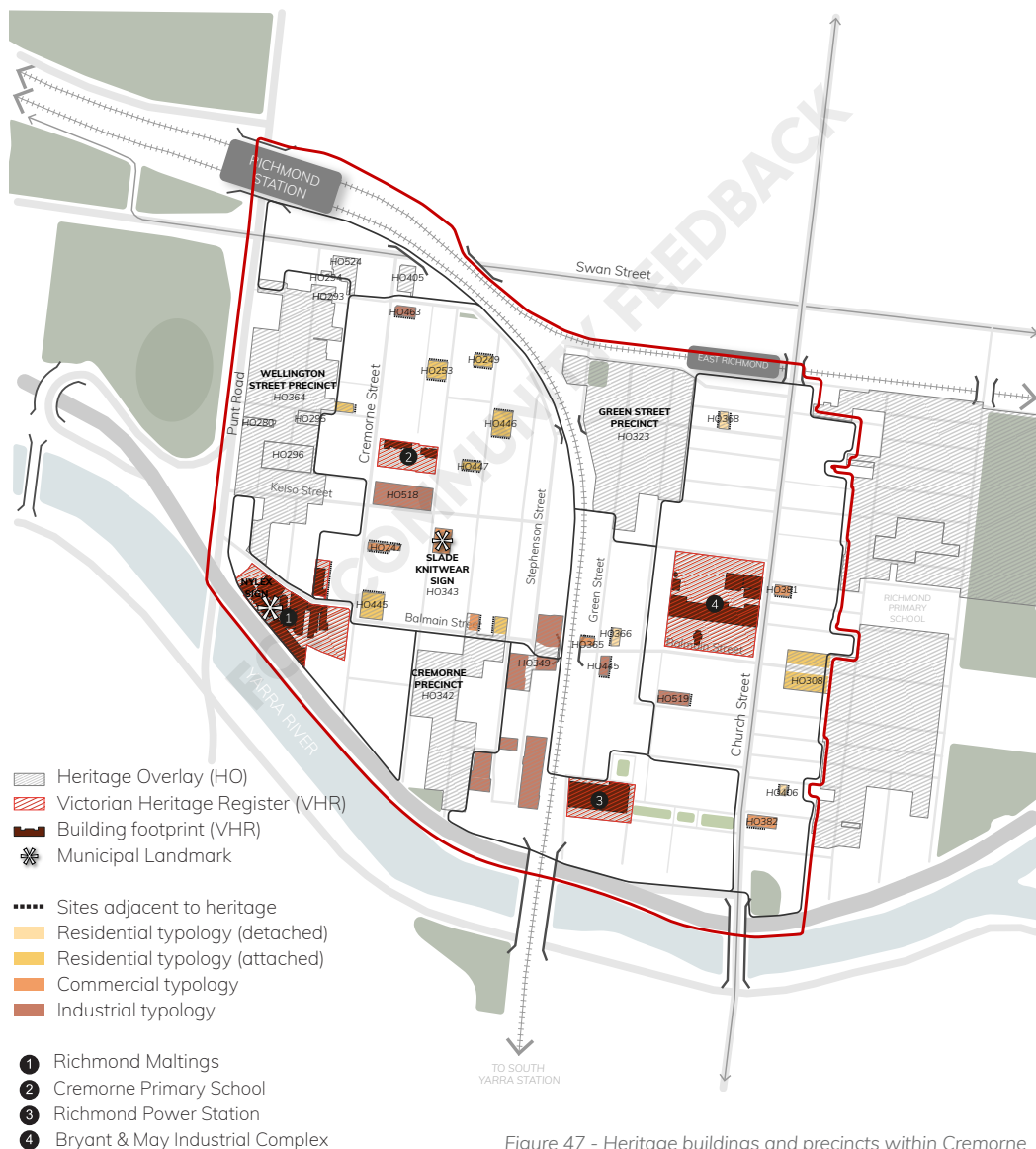


Figure 47 - Heritage buildings and precincts within Cremorne

Cremorne's heritage typologies



Image 59 - 75 Balmain Street

Residential (detached) heritage

There are several detached residential buildings of significance, ranging in scale from one to two storeys.

- 6 Yarra Street - House (HO406)
- 75 Balmain Street - Olinda House (HO366)
- 11 Chapel Street & 10 Pearson Street - House & Stables (HO368)



Image 60 - 137-151 Cremorne Street

Residential (terrace) heritage

Residential terrace buildings included within the Heritage Overlay are setback from the street boundary, varying in depth from shallow verandas to deeper front gardens.

- 137-151 Cremorne Street - Wilford Terrace (HO445)
- 16-18 Cubitt Street - Terraces (HO249)
- 21-33 Cubitt Street - Terraces (HO446)
- 58-60 Cubitt Street - Terraces (HO447)
- 30-38 Dover Street - Hurst Terrace (HO253)



Image 61 - 533 Church Street

Commercial heritage

Commercial typologies that are located within the Heritage Overlay vary from single storey shop fronts to prominent corner hotels.

- 69 Balmain Street - Grocer's Shop & Residence (HO365)
- 119 Cremorne Street - Former Yarra Hotel (HO247)
- 619 Church Street - Prince Alfred Hotel (HO382)
- 533-537 Church Street - Alexander Miller's Shops & Residences (HO381)



Image 62 - Former Cremorne Primary School

Institutional heritage

There is only one institutional heritage building remaining in modern day Cremorne.

- 55-67 Cremorne Street - Former Cremorne Primary School No. 2084 (HO246 and VHR H1634) (part of the BKI Strategic Site)

Cremorne's heritage typologies



Image 63 - 80-82 Balmain Street



Image 65 - Former Richmond Power Station

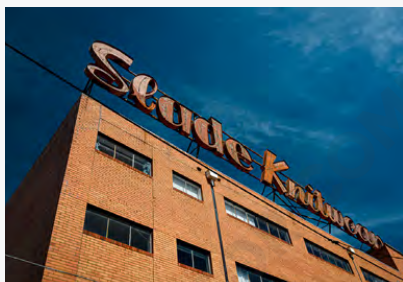


Image 64 - Slade Knitwear sign



Image 66 - Nylex Sign

Industrial heritage

Former industrial buildings in Cremorne range from large scale complexes such as Bryant and May and Rosella to smaller scale factories buildings such as the former Nuttelex and Kelmbro factories.

- 80-82 Balmain Street - Former Kelmbro Factory (HO367)
- 9-11 Cremorne Street - Former Factory (HO463) (redeveloped)
- 1-9 Gordon Street - Former Factory (HO519) (redeveloped)
- 64 Balmain Street - Rosella Factory Complex (HO349) (part of the Rosella Strategic Site)
- 85-99 Cremorne Street - Former Melbourne Wire Works (HO518) (part of the BKI Strategic Site)
- 560 Church Street – Former Bryant and May complex (HO240 and VHR H626) (part of the Bryant and May Strategic Site)
- 15 Gough Street – Richmond Maltings (HO350 and VHR2050)
- 658 Church Street - Former Richmond Power Station (HO279 and VHR H1065) (part of the 658 Church Street Strategic Site)

Municipal landmarks

There are two municipal landmarks identified in Cremorne.

- 105-115 Dover Street – Slade Knitwear sign (HO343)
- Gough Street – Nylex Sign (HO350 and VHR H2049) (part of the Maltings Strategic Site)

Design objectives

- To ensure the valued built form heritage and character of Cremorne is recognised.
- To enhance the setting of heritage buildings.
- To maintain the prominence of existing heritage buildings within sites.
- To retain the visibility of significant architectural features from the public realm.
- To protect primary views to municipal landmarks within Cremorne.
- To identify potential historical archaeological sites in Cremorne.



Image 67 - Former Yarra Hotel Cremorne Street



Image 68 - Prince Alfred Hotel Church Street



Image 69 - Rosella Complex Palmer Parade

Recommendations

Municipal Landmarks

- Maintain the visual prominence and protect the clear sky views of the:
 - Nylex Sign when viewed from the centre of eastern footpath of the Morell Bridge.
 - Slade Knitwear Sign when viewed from the footpath on the north-west corner of Dover Street and Kelso Street.
- For the Slade Knitwear site at 105-115 Dover Street and sites to the south of the Slade Knitwear sign at 117-129 Dover Street, the upper levels of development must be set back 11m above the street wall.

Heritage buildings

Heritage buildings identified on Figure 47 should meet the following:

General

- Retain existing heritage fabric to retain the three dimensional form as viewed from the public realm and to avoid dominating the heritage place and facadism.
- Ensure facade heights of infill developments within a Heritage Overlay match the parapet height of adjoining heritage buildings to ensure new built form responds to heritage context.
- Ensure building additions are distinguishable from the existing heritage fabric.
- Use high-quality materials that complement the materiality of the existing heritage fabric.

Site specific

- Residential (detached) heritage refer to Table 3
- Residential (terrace) heritage refer to Table 4
- Commercial heritage refer to Table 5
- Industrial heritage refer to Table 6

Sites adjacent to heritage buildings

Buildings within interfaces to heritage buildings identified on Figure 47 should meet the following:

General

- Overall building heights create a transition between new buildings and existing buildings.
- Apply ground floor street setbacks that align with neighbouring buildings to retain oblique views along the street, where identified.
- Apply side setbacks that allow heritage buildings with ‘side’ features to be viewed from the public realm, where identified.
- Ensure street wall heights match the parapet height of adjacent heritage buildings to create a transition between forms.
- Apply upper level setbacks that allow significant architectural features to remain visible.

- Design side interfaces to minimise visual bulk to adjacent heritage buildings.
- Use high-quality materials that are complementary to the materiality of the existing heritage fabric.

Actions

5.4.1 Introduce and implement built form recommendations for the Cremorne West Precinct, Railway Precinct and Church Street Precinct in the proposed planning scheme amendment for Cremorne addressing:

- Municipal landmarks
- Heritage buildings
- Sites adjacent to heritage buildings

5.4.2 Work with Heritage Victoria to undertake a desktop archaeological survey to identify sites of potential historical archaeological significance. This could be in the form of a representative selection and provide a pilot for a broader municipal approach.



Image 70 - Nylex sign viewed from Melrose Street

Heritage buildings

Residential (detached)

Heritage buildings / places	Built form element	Recommendation
6 Yarra Street - House (HO406)	Retention of existing heritage fabric	6 Yarra Street & 75 Balmain Street - retain heritage fabric to a depth of two front rooms
75 Balmain Street - Olinda House (HO366)		11 Chapel Street & 10 Pearson Street – at minimum, retain the eastern and southern façade of rear stables along with the roof form
11 Chapel Street & 10 Pearson Street - House & Stables (HO368)	Street wall height (infill development within the Heritage Overlay)	11 Chapel Street & 10 Pearson Street - match eaves
	Upper level setback (development within the Heritage Overlay)	Set new development back behind the heritage form to retain the full extent of original roof form measured from the front boundary: <ul style="list-style-type: none"> • 6 Yarra Street – 7m • 75 Balmain Street – 10m • 11 Chapel Street – 10m • 10 Pearson Street – 9m
	Maximum overall building height (development within the Heritage Overlay)	12m (3 storeys)

Table 3 - Residential (detached) heritage recommendations

Residential (terrace)

Heritage buildings / places	Built form element	Recommendation
137-151 Cremorne Street - Wilford Terrace (HO445)	Retention of existing heritage fabric	Retain heritage fabric to a depth of two front rooms
16-18 Cubitt Street - Terraces (HO249)		16-18 Cubitt - Retain the full double gable length of the terrace (12m from property boundary)
21-33 Cubitt Street - Terraces (HO446)	Upper level setback (development within the Heritage Overlay)	Set new development back behind the heritage form to retain the full extent of original roof form <ul style="list-style-type: none"> • 137-151 Cremorne Street (14m from the property boundary) • 21-33 Cubitt Street (10m from the property boundary) • 58-60 Cubitt Street (14m from the property boundary) • 30-38 Dover Street (16 from the property boundary)
58-60 Cubitt Street - Terraces (HO447)		
30-38 Dover Street - Hurst Terrace (HO253)		21-33 Cubitt Street - setback so built form rests within a continuing roofline from the terrace below
	Maximum overall building height (development within the Heritage Overlay)	12m (3 storeys)

Table 4 - Residential (terrace) heritage recommendations

Heritage buildings

Commercial

Heritage buildings / places	Built form element	Recommendation
69 Balmain Street - Grocer's Shop & Residence (HO365) 119 Cremorne Street - Former Yarra Hotel (HO247) 619 Church Street - Prince Alfred Hotel (HO382) 533-537 Church Street - Alexander Miller's Shops & Residences (HO381)	Retention of existing heritage fabric	Retain the full roof form and full volume of principal building form 69 Balmain Street – 10m depth 119 Cremorne Street - retain entire heritage building including all chimneys and roof form (no removal of original fabric) 619 Church Street - retain entire heritage building 533-537 Church Street – retain a minimum of 7 metres of original fabric to maintain side parapet stepped form
	Upper level setback (development within the Heritage Overlay)	Set new development back behind the heritage form 119 Cremorne Street - 12m with two upper most storeys set back an additional 3m 619 Church Street - set any new addition back minimum 12m from Church Street 533-537 Church Street – retain approximately 7m minimum of original fabric to maintain side parapet stepped form
	Maximum overall building height (development within the Heritage Overlay)	See Figure 45 and Figure 46
	Street wall height (infill development within the Heritage Overlay)	619 Church Street - match the parapet height of heritage building 533-537 Church Street - 8 metres (two storeys)
	Upper level setback (infill development within the Heritage Overlay)	69 Balmain Street - 3 metre minimum to Balmain Street 619 Church Street - 3 metre minimum to Prince Patrick Street 533-537 Church Street - 3 metre minimum to Kingston Street

Table 5 - Commercial heritage recommendations

Industrial

Heritage buildings / places	Built form element	Recommendation
80-82 Balmain Street - Former Kelmbro Factory (HO367)	Retention of existing heritage fabric	Retain significant fabric and two structural bays from the primary Balmain Street frontage
	Upper level setback (development within the Heritage Overlay)	Set back by at least two windows section along Green Street (approximately 7 metres) and Balmain Street (approximately 5 metres)
	Maximum overall building height (development within the Heritage Overlay)	See Figure 45 and Figure 46
	Street wall height (infill development within the Heritage Overlay)	Match the parapet height

Table 6 - Industrial heritage recommendations

Sites adjacent to heritage buildings

Residential (detached)

Properties adjacent to heritage buildings / places	Built form element	Recommendation
6 Yarra Street (HO406) 75 Balmain Street (HO366)	Street wall / front setback	Match front setback for a minimum length of 6 metres
	Side setback	6 Yarra Street - set the whole building back 2.5 metres from the side property boundary for 6 metres on the eastern boundary only, to reveal side wall stonework
	Upper level setback	75 Balmain Street – Set upper levels (above the two storey street wall) back 9 metres to match Olinda House

Table 7 - Sites adjacent to residential (detached) heritage recommendations

Residential (terrace)

Properties adjacent to heritage buildings / places	Built form element	Recommendation
16-18 Cubitt Street (HO249) 58-60 Cubitt Street (HO447) 30-38 Dover Street (HO253)	Street wall setback / front setback	16-18 Cubitt Street – match front setback match for minimum length of 6 metres
	Side setback	30-38 Dover Street - set upper levels (above the street wall) back 2.5 metres from the side boundary for the depth of two front rooms to protect views to chimney
		16 & 18 Cubitt Street - set the whole building back 2.5 metres from the side property boundary for the length of the two gables to protect views of the side gables
		58 & 60 Cubitt Street - set the whole building back 2.5 metres from the side of the heritage building for the length of original roof form

Table 8 - Sites adjacent to residential (terrace) heritage recommendations

Commercial

Properties adjacent to heritage buildings / places	Built form element	Recommendation
69 Balmain Street (HO365) 119 Cremorne Street (HO247)	Street wall height	Match the parapet height of the heritage building for a minimum of 6 metres in length
	Upper level setback	Match the upper level setback of the heritage building for a minimum length of 6 metres
619 Church Street (HO382) 533-537 Church Street (HO381) 80-82 Balmain Street (HO367)		

Table 9 - Sites adjacent to commercial heritage recommendations

Industrial

Properties adjacent to heritage buildings / places	Built Form Element	Recommendation
80-82 Balmain Street (HO367)	Street wall height	Match the parapet height of the heritage building for a minimum of 6 metres in length
	Upper level setback	Match the upper level setback of the heritage building for a minimum length of 6 metres

Table 10 - Sites adjacent to industrial heritage recommendations

Objective 5.5 Create blueprints for the redevelopment of strategic sites.

Cremorne includes a number of larger and more complex strategic sites which present development opportunities. However, these sites also present opportunities to realise community benefits including through site links, new walking and cycling connections and opportunities for much needed public open space.

The sites include the Bendigo Kangan Institute (BKI), the Bryant & May Complex, 167 Cremorne Street, Rosella Complex, 658 Church Street, 534 Church Street and the Richmond Maltings site.

Built form controls have not been developed for these sites as part of the UDF. However, the revised UDF includes design objectives for each of site which address important structural elements which would guide the redevelopment of the site. For example, potential locations for open space, through site links and interface issues.

The existing conditions of each was analysed and used to inform an overarching design vision and series of objectives for each site, generally addressing (where relevant):

- massing and height transition
- ground floor setbacks
- views to heritage buildings
- potential through site connections
- open space opportunities
- river corridor overshadowing.



Image 71 - 658 Church Street - Former Power Station



Image 72 - Bryant and May Complex

Further strategic work will be undertaken with landowners and Heritage Victoria, where sites are on the Victorian Heritage Register, to inform more detailed master planning of the sites. This will further explore built form parameters and consider planning scheme mechanisms. Noting that planning controls do not apply to the Department of Education owned BKI site, however a collaborative master planning process would still be undertaken.

One planning mechanism that could be explored is the use of Floor Area Ratios (FARs). A FAR is a type of planning control that sets a specific amount of development that can occur on a site. The floor area ratio is the ratio of a new building's total floor area in relation to the size of the site it is being built on. For larger sites, a floor area ratio combined with other built form controls allows for variation in the height and shape of buildings while also enabling the delivery of new streets and open spaces. FAR may not be appropriate on sites on the VHR as heritage considerations will take precedence.



Image 73 - Former Cremorne Primary School

Victorian Heritage Register

Four of these sites include significant heritage buildings that are on the Victorian Heritage Register (VHR):

- Richmond Maltings (noting the majority of the portion of the site it applies to is already developed)
- Bendigo Kangan Institute – Former Cremorne Primary School (HO246, VHR H1634)
- Former Bryant and May Industrial Complex (HO240, VHR H626)
- 658 Church Street – Former Richmond Power Station (HO279, VHR H1055).

There may be lower development expectations for strategic sites with heritage places on the VHR. However, there is an opportunity to showcase these spectacular heritage buildings in any redevelopment of the site. Given this, it is critical that Council and landowners engage with Heritage Victoria to guide and support the heritage management of these state significant places.

Yarra river corridor protection

Four of the strategic sites are also affected by Schedule 1 to the Design and Development Overlay (DDO1), the Yarra (Birrarrung) River Corridor Protection overlay:

- Richmond Maltings (noting the majority of the portion of the site it applies to is already developed)
- 167 Cremorne Street
- The Rosella Complex (57 Balmain Street)
- 658 Church Street.

This DDO does not specify mandatory or discretionary requirements regarding building heights, however it applies an overshadowing requirement to three of the strategic sites interfacing the river. Buildings must not cast any additional shadow on the Yarra River between 11.00am and 2.00pm on 22 June (winter solstice).

In addition to considering overshadowing of the river, developments will also need to consider this highly visible interface. The Significant Landscape Overlay (SLO1) also applies to some sites adjacent to the river and requires consideration of impacts on the river, removal of vegetation and visual impact (Refer to Theme 2).

Actions

- 5.5.1 Undertake further strategic work for each strategic site in conjunction with landowners and Heritage Victoria (as relevant) to inform detailed master planning.



FOR COMMUNITY FEEDBACK

Part Three: Precincts

This section details the vision for each precinct; Cremorne West, Railway, Church Street and Birrarung and strategic sites.

Part Three: Precincts

There are distinct commercial and residential precincts within Cremorne, each with its own individual characteristics and opportunities. This section details how the vision for the Cremorne West, Railway, Church Street and Birrarung precinct will be achieved through the application of the proposals and actions outlined in Part Two: The Framework. Where a strategic site is located within the precinct, a vision and objectives are described to guide future work.

Cremorne West Precinct

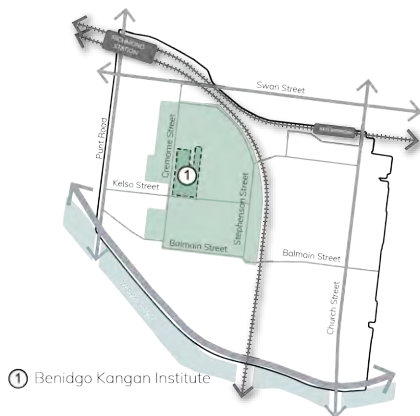


Figure 48 - Cremorne West Precinct

Existing Conditions

South of Richmond Station, bound by Stephenson Street to the north, Jessie Street and residential areas to the west, Balmain Street to the south and the railway corridor to the east. Cremorne Street forms the main north-south corridor, with the Bendigo Kangan Institute Campus (BKI) at the centre. This precinct is characterised by a network of narrow one-way north-south streets. Predominantly, low-rise industrial, interspersed with residential terrace typologies with mid-rise contemporary office development. Recent development activity has shifted towards a scale of seven to eight storeys, with some larger sites accommodating up to nine storeys. Key heritage buildings include the Former Cremorne Primary School, Slade Knitwear and clusters of residential terraces.



Image 74 - Stephenson Street low rise industrial



Image 75 - Bendigo Kangan Campus Cremorne Street

The Vision – Cremorne West

Cremorne West will form the **heart of the Cremorne 'Enterprise Precinct'** with diverse global and local creative and innovative businesses. It will be a vibrant and busy commercial precinct, with activity spilling out onto its streets.

Cremorne Street will be reimagined as a leafy pedestrian and cycle friendly spine linking Richmond Station to the Birrarung Precinct to the south. Buildings will be set back off the street to provide space for widened footpaths, seating, greening and welcoming entrances to buildings.

Access will be improved to the **revitalised Richmond Station with an improved crossing at Swan and Cremorne Streets** and public spaces marking the entrance to Cremorne West from the Richmond Station Precinct.

The BKI Campus, at the heart of the precinct, will become a creative and digital education and community hub for the Enterprise Precinct. The campus will provide education facilities and new public spaces around the historic former Cremorne Primary School buildings which will welcome the wider community into the campus.

The Precinct will be characterised by **its eclectic mix of heritage terraces, industrial buildings and high quality contemporary commercial buildings** which respect the fine grain character and narrow streets. Taller buildings of eight to nine storeys will be focussed on Cremorne Street and Stephenson Street north along the railway line with heights transitioning down to the residential areas in the west and south of the Precinct.

Stephenson and Balmain Streets will also become important green walking and cycling corridors linking east and western Cremorne, punctuated by **small intimate public spaces to meet and rest.**

Activities and Land Use

- Cremorne West will further develop into a vibrant and busy commercial precinct supporting small innovative manufacturers to corporate head offices. It will support a diverse range of global and local creative and innovative businesses.
- Retail space and cafes will support the needs of people working and living in the area.
- Commercial buildings will provide high quality, flexible and adaptable workspaces.
- Developments will enhance and activate streets and laneways.
- The Bendigo Kangan Institute (BKI) Digital and Creative Skills campus lies at the heart of Cremorne Street. It will be enhanced as creative and digital education and community hub (refer to Objective 1.4 and Bendigo Kangan Institute – Strategic Site).

Movement and Access

- Access to the transformed Richmond Station Precinct will be improved. The crossing at Swan Street and Cremorne Street will be improved for pedestrians and bikes. New public spaces will mark the entrance to Cremorne West.
- Cremorne Street will be safer and more pleasant for all users due to reduced vehicle speeds and lower volumes of traffic. The street will be transformed into a pedestrian and cyclist friendly environment, linking Richmond Station to the Birrarung Precinct to the south. It will become part of a one way loop.
- Through vehicular traffic will be discouraged on Cremorne Street, providing mainly for essential service vehicles and destination trips only. Workers and visitors will walk and cycle safely within the precinct, with slow traffic speeds and redesigned streets.

Streets and Spaces for People

- The streets in Cremorne West will be redesigned to form a one-way loop for vehicles, with widened footpaths and separated bike lanes for cyclists.
- Changes will occur to the railway underpasses at Balmain and Dunn Street with one side dedicated to walking and cycling by closing the eastbound direction to through-traffic at Balmain Street and westbound traffic at Dunn Street (as part of the one way loop).
- Stephenson Street will provide an improved pedestrian experience linking Swan Street and Cremorne Street to the Dunn Street underpass. The landscaped street along the rail corridor will be interspersed by places to sit and meet.
- Balmain and Kelso Streets will provide an improved walking and bike links, with a potential new crossing of Punt Road at Kelso Street.
- Buildings will provide generous entrances and integrated seating, with ground floor setbacks and landscaped spaces.
- A new small neighbourhood public open space will be located on the BKI Campus, creating a vibrant campus social and recreation space that draws the wider community into the site.
- Balmain Plaza continue to provide a leafy public space but will become more pedestrian friendly with slower traffic, less road space and more space for people.
- New street trees and landscaping will contribute to the amenity of streets and ensure a climate ready precinct.

Design Quality

- Cremorne West will be recognisable by its eclectic mixed character of heritage terraces, industrial factories and other unique heritage buildings, juxtaposed with contemporary commercial buildings.
- Contemporary commercial buildings of eight to nine storeys along Cremorne Street and Stephenson Street (north) reinforce the industrial character of Cremorne West with their form and the materials used.
- Buildings reduce in height at the street edge to create a human-scale environment and ensure a high level of amenity along the narrow streets.
- Street walls of up to four storeys and upper level setbacks will maintain solar access to Cremorne Street ensuring attractive sunny footpaths.
- Heritage buildings on the BKI campus will be respectfully adapted to house new education and community facilities.
- Heritage and character buildings will be reused or sensitively redeveloped to retain the integrity of the building and celebrate the historic character of this precinct. Rows of Victorian era terraces will be retained and framed by new commercial development.
- Sky views behind the significant Slade Knitwear sign from Dover Street will be maintained through upper-level setbacks of the buildings on the site and to the south.



Image 76 - Former Yarra Hotel Cremorne Street



Figure 49 - Cremorne West framework

Bendigo Kangan Institute (Strategic Site)

The Bendigo Kangan Institute campus plays an important role in the long-term strategic future of the area. The site includes a series of institutional buildings, including state and locally significant heritage buildings, set within a carpark and landscape setting. There are limited links through the site.

Design objectives

1. Buildings range in height with building massing carefully located to ensure that views to the roofline of the former Cremorne Primary School remains prominent within the skyline.
2. A new small neighbourhood open space is located to the south of the former Cremorne Primary School (extending the full width of the building) that enhances and complements the existing building.
3. A new east-west link is provided to the north of the former Cremorne Primary School (minimum 10m wide) to provide space behind the school buildings when viewed from the south and link Cremorne and Dover Streets. A secondary east-west link is provided alongside the future open space. North-south connections to Dove Street are also enhanced.
4. A ground floor setback is provided to Cremorne Street (minimum 6m) that aligns with the building line of the former Cremorne Primary School and allows for the integration of seating and landscape at the street interface and welcomes the community in. Buildings in Dover Street should be set back to retain the prominence of the school building in the streetscape.
5. Public access to the existing open spaces within the site is improved.
6. Heritage buildings (Former Cremorne Primary School buildings and Former Melbourne Wire Works) will be reused or sensitively redeveloped to retain the integrity of the building and a sense of history. *NOTE - Council and landowners will need to engage with Heritage Victoria on buildings/places which are on the Victorian Heritage Register.*
7. Provide a transition in height on the northern portion between the broader Cremorne West Precinct and the former Cremorne Primary School.

Vision

The Bendigo Kangan Institute is a **revitalised and vibrant campus at the heart of Cremorne West**, where students, industry and the community come to **learn and collaborate**. The campus will be connected to the wider community and businesses.

A **series of contemporary buildings** will be designed and located within a landscaped setting that will cement BKIs reputation as a critical educational institution within Cremorne. The new buildings will create a visually interesting skyline and streetscape around the former Cremorne Primary School. **School buildings** are reused or sensitively redeveloped to retain the integrity and a sense of history for the site.

A new open space is located to the south of the former Cremorne Primary School buildings. Other new spaces will be created providing different experiences and fulfilling different needs. An **internal laneway network** is well-integrated into the surrounding street network drawing the public through the site.



Figure 50 - Bendigo Kangan Institute design objectives

Railway Precinct

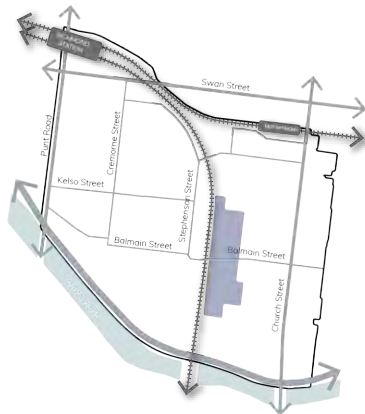


Figure 51 - Railway Precinct

Existing Conditions

Directly east of the railway line, the Railway Precinct centres around the north south streets; Green Street and Chestnut Street. The precinct abuts the low scale leafy Green Street Residential Precinct to the north. Green Street is an important north south walking and cycling connection to Swan Street (via the underpass) and South Yarra and the Main Yarra trail (via Oddys Lane and the railway bridge). Sites are generally fine grain with the exception of large lots along the railway corridor. Buildings range in scale from one to four storeys with contemporary development at the southern end of Green Street. A group of individually significant heritage buildings define the intersection of Green Street and Balmain Street.

The Vision - Railway Precinct

Railway Precinct will be a **vibrant linear employment precinct**, between the railway corridor and Church Street Precinct, anchored by the **Cremorne Digital Hub** on Balmain Street.

Swan Street and the Yarra River corridor and surrounds will be easily accessible via **green north-south streets and upgraded underpass and bridge connections**.

Balmain Street and the underpass will provide safe and accessible connections to Cremorne West and Church Street with reduced vehicle speeds and traffic volumes, expanded footpaths and greening.

A sense of scale will be maintained in the narrow streets with a **street wall height of three storeys and overall heights of seven storeys**. Built form will transition in height to the north, respecting the low scale landscape character of the Green Street Residential Precinct.

The **cluster of heritage sites on Balmain and Green Streets, which includes Cremorne's Digital Hub will be enhanced** with new public spaces and development which is setback from the heritage buildings to enhance their prominence.

New public space along the railway corridor will provide space to meet and relax and provide green relief in a compact, busy precinct and form part of the green link south to Oddys Lane and the enhanced Yarra River crossing to South Yarra.

Activities and Land Use

- Railway Precinct will be a dynamic and vibrant employment area, home to a range of small to medium sized businesses.
- The Cremorne Digital Hub on Balmain Street will provide for education, research and innovation in the digital field and host a range of activities including training, research and business and industry events.

Movement and Access

- The Green Street and Chestnut Street green spines will provide safe north-south walking and cycling connections.
- A revitalised Oddys Lane and new pedestrian and cyclist access across the railway bridge will reconnect Cremorne to the Main Yarra Trail and across to South Yarra and surrounds.
- The precinct will be connected to the Cremorne West and Church Street precincts and wider area via the redesigned Balmain Street. Changes will be made to the railway underpasses at Balmain and Dunn Street with one side dedicated to walking and cycling by closing the eastbound direction to through-traffic at Balmain Street and westbound traffic at Dunn Street.



Image 78 - Proposed Cremorne Digital Hub Balmain St



Image 77 - Balmain Street underpass looking west

Streets and Spaces for People

- New public space on state government (VicTrack) land along the railway corridor (south of Balmain Street) will provide opportunities for passive recreation and provide much needed greening for the precinct.
- New public space will be created around the intersection of Balmain and Kelso Streets at the Digital Hub.
- Streets will be further enhanced with additional tree planting.

Design Quality

- Contemporary commercial development up to seven storeys will reinforce the fine-grain industrial character and human scale of the precinct.
- Built form will transition to the north, respecting the low scale leafy character of Green Street Residential Precinct.
- Buildings along the railway corridor will be well designed and visually engaging to respond to the railway edge when viewed from the railway line.
- The unique mix of heritage buildings clustered around the Balmain Street and Green Street intersection will be retained with new commercial development set back behind the heritage forms.
- Views to the former Richmond Power Station (VHR) south along Green Street will be enhanced.
- Sunlight to the southern footpaths of Balmain Street will be retained to enhance this important east-west pedestrian and cycling link.



Figure 52 - Railway Precinct framework

Church Street Precinct

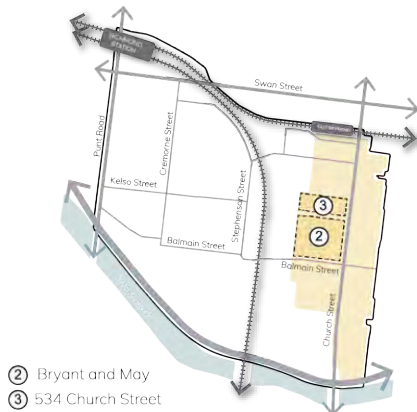


Figure 53 - Church Street Precinct

Existing Conditions

Extending from East Richmond Station, south to Howard Street, the Church Street Precinct is characterised by narrow streets and laneways extending east and west from the central Church Street arterial corridor. The precinct interfaces with low scale residential areas to the west (Green Street residential precinct) and east (surrounding Brighton Street). Church Street is a mixture of traditional shopfronts, corner pubs, landmark heritage buildings, large-format retail stores and contemporary office buildings. The urban character is not cohesive and architectural styles vary.



Image 79 - 534 Church Street commercial development

The Vision – Church Street Precinct

The Church Street Precinct will be a **thriving mid-rise retail and commercial corridor** with a mix of offices, company headquarters, showrooms, retail and cafes focussed on Church Street.

Church Street will provide a **treed transport link** between the Swan Street Activity Centre and the Yarra River with safe and attractive walking and cycling and accessible tram stops. Key east-west streets off Church Street will link the precinct to other parts of Cremorne and will be enhanced with kerb outstands, planting and improved footpaths.

East Richmond Station will be revitalised. Its prominence in the streetscape will be enhanced with improved accessibility from Church Street, Swan Street and the residential areas of Cremorne.

The precinct's character will continue to be **defined by modern development interspersed with large scale industrial heritage, corner pubs and other fine grained heritage buildings.** The key heritage buildings including remanent shops and corner pubs and also the landmark Bryant and May buildings will be showcased through sensitive redevelopment.

The Church Street spine will be defined by **taller buildings of up to ten storeys** with lower scale buildings in the side streets transitioning to the residential areas at its edges.

Activities and Land Use

- Church Street Precinct will be a thriving mid-rise area with a mix of commercial and retail uses ranging from headquarters and large office developments, high end retail and showrooms to cafes, restaurants and bars.
- Anchored by the Church Street high street corridor, this precinct will be distinct from the commercial core of Cremorne.
- Easy access is provided to the Swan Street Major Activity Centre with its mix of retail uses.

Movement and Access

- Church Street will provide for safe and efficient walking, cycling and public transport trips with redesigned accessible tram stops, dedicated cycle lanes and widened footpaths.
- A revitalised East Richmond Station to the north will serve the precinct and Swan Street, with enhanced connections from Church Street, Adolph Street and Swan Street from the north, with a new small local open space and station forecourt areas.
- Balmain and Cotter Streets will form safe east-west walking and cycling connections to the off-road paths and significant open spaces such as Barkly Gardens to the east.

Streets and Spaces for People

- New street trees and landscaping will contribute to the amenity of streetscapes and ensure a climate ready precinct.
- Local east-west streets including Albert Street, Adelaide Street, Amsterdam Street, Gordon Street and Yorkshire Streets will be enhanced.

Design Quality

- Church Street will be characterised by a mix of buildings ranging in height up to ten storeys. The scale will reduce to seven storeys along narrow east west streets with five storey development respectfully transitioning to the low scale residential areas to the east and north-west.
- The retention of smaller scale heritage gems along Church Street including the two storey elaborate Baroque revival corner hotel and Edwardian shop fronts, interspersed with modern buildings, will retain the sense of history of the precinct.
- Engaging ground floor design, with generous entrances and integrated landscaping contribute to the 'high street' character and vibrancy of Church Street.
- Street walls of up to four storeys and upper level setbacks will maintain solar access to Church Street ensuring attractive sunny footpaths.
- A pedestrian scale is maintained along narrow east west streets, with lower street walls of three storeys.
- Development on the Bryant and May Street complex will ensure the historic building remain prominent in the street and wider precinct (refer Bryant and May – Strategic site).
- Development of 658 Church Street will ensure the former Richmond Power Station remains prominent (refer 658 Church Street – Strategic site).
- Publicly accessible through site links and new small local open space will integrate the Bryant and May complex into its surrounds and celebrate the industrial significance of the factory to Cremorne and Richmond.

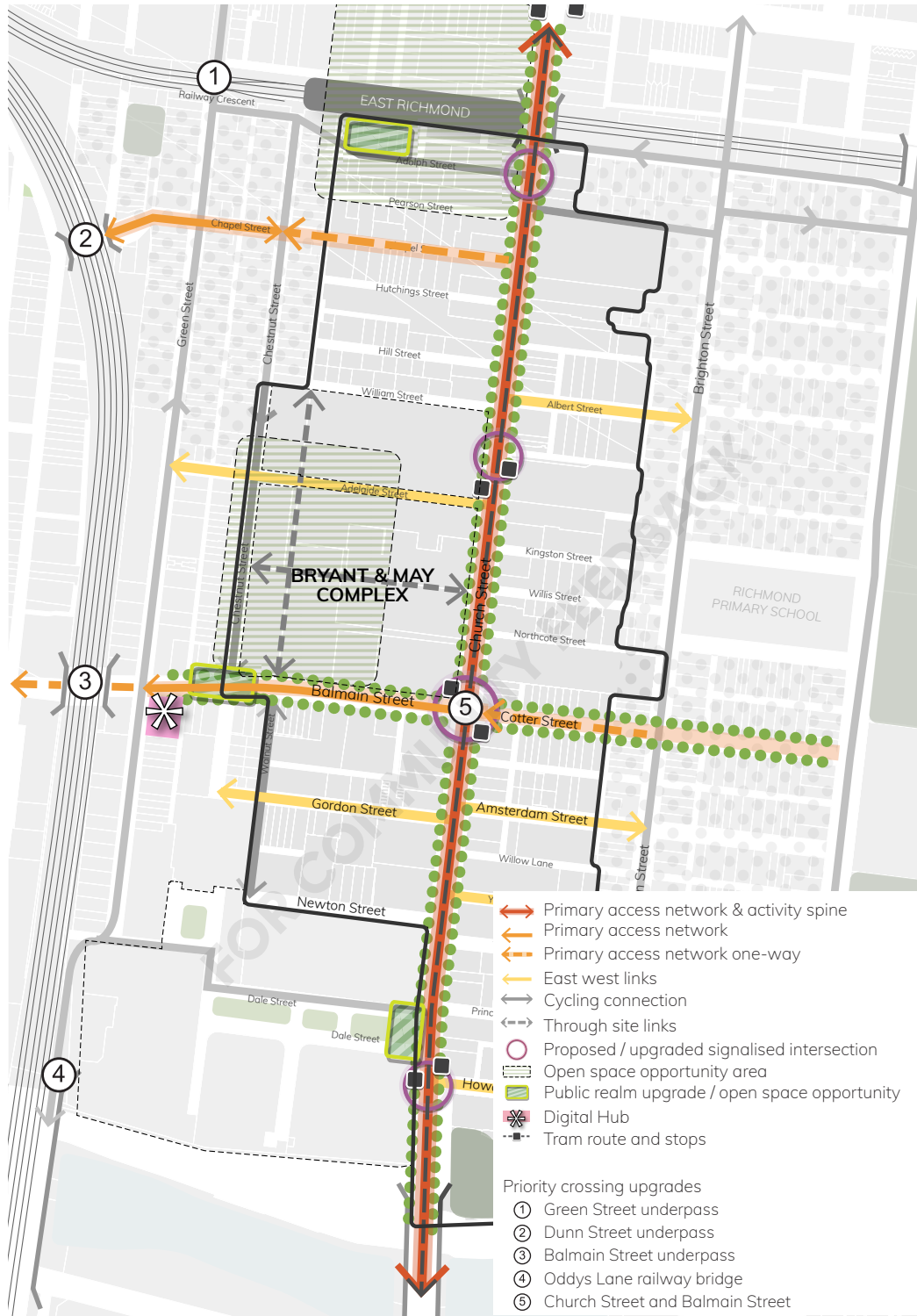


Figure 54 - Church Street Precinct framework

Bryant and May (Strategic Site)

The Bryant and May Former Industrial Complex site is an important part of Cremorne’s industrial history as one of the first large-scale manufacturing businesses operating in Cremorne. The complex is also of state heritage significance. The Bryant and May Complex is a group of robust buildings set within grounds with large areas of at grade carparking. Taller elements such as the clock tower and chimney are highly visible from the immediate streets and contribute to the overall image of Cremorne.



Image 80 - Bryant and May Complex



Image 81 - Bryant and May Pavillion

Vision

The Bryant & May Complex will host high quality contemporary buildings sited and designed to **maintain the prominence of the state significant industrial complex** and to create a visually interesting skyline and streetscape surrounding the complex. **Views to the chimney, towers and prominent facades will be enhanced.**

Buildings are set within a **network of publicly accessible links and public spaces** that tie the site into the broader urban fabric of the Church Street Precinct and surrounds. Significant buildings are reused and sensitively redeveloped. The retention of the **tennis courts and pavilion** add to the sense of history of the site.

Adelaide Street is reimaged as a green shared street connecting Church Street to the Railway Precinct to the west. A landscape setback along Balmain Street enhances the landscape setting of the heritage tennis pavilion and provides opportunities for seating along the streetscape.

Design objectives

1. Building massing is carefully located to ensure that heritage features remain prominent within the site including decorative facades, parapets and taller elements including the chimney and clocktower.
2. Through site links create a publicly accessible and legible network that connects to the broader street network and frames the heritage forms.
3. A new small local open space is provided on the western portion of the site to support the retention of key views.
4. A landscaped setback (minimum 6m) is provided at the Balmain Street and Chestnut Street interface which to contribute to an expanded public realm and provide for integrated seating and landscaping.
5. Additional overshadowing of Church Street (eastern footpath), Balmain Street (southern footpath) and open space within the site is avoided.
6. Heritage buildings will be reused or sensitively redeveloped to retain the integrity of the building and a sense of history. (NOTE - Council and landowners will need to engage with Heritage Victoria on buildings/places which are on the Victorian Heritage Register.)
7. Adelaide Street is reimagined as a green shared street that connects Church Street to the site and adjacent Railway Precinct with human scale development, consolidated vehicle entrances and generous building setbacks to enhance the public realm.
8. Reimagine Russell Street as a landscaped pedestrian corridor, with very limited or no vehicle access and a series of public spaces that reinforce the site's role as a former model factory that placed emphasis on worker amenity.
9. Preserve views to ensure the Bryant & May buildings, including clocktower and chimney remain prominent from Chestnut Street, north of Adelaide Street and south of Balmain Street and from Church Street.
10. Design new street walls that align with or are lower than the site's heritage podiums.

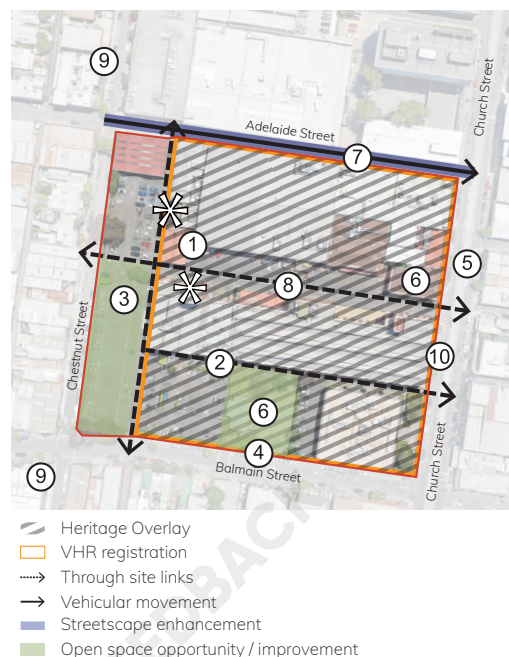


Figure 55 - Bryant and May design objectives

11. Ensure any new built form presents as well-designed companion buildings which respond to the heritage place:
 - On the northern portion of the site – the scale of new built form does not dominate the main factory building
 - At the north-west corner - built form retains permeability through the site
 - On the southern half of the site – new built form is setback from Church Street and development is less extensive, especially west of the pavilion.

534 Church Street (Strategic Site)

A rectilinear, east-west site fronting four streets – Church, William, Adelaide and Chestnut Street. It is currently occupied by multiple buildings including a 7-storey office complex (fronting Church Street), single storey warehouses and a two-storey car park (fronting Chestnut Street). There is a limited amount of at-grade car parking within the site. The rear portion of the site occupied by the car park is zoned General Residential Zone 2 (GRZ2).

Design objectives

1. Buildings at the Church Street interface transition down to the lower-scale character of the Chestnut Street Heritage Overlay.
2. A through site link aligned with Walnut Street is extended through the site and an additional north-south laneway is provided towards at the eastern end of the site.
3. A well-designed street wall creates a human-scale, active interface to Church Street, Adelaide Street and William Street. The Church Street interface is the primary interface and incorporates awnings, inset building entrances and integrated seating.
4. Overshadowing to Church Street (eastern footpath) is avoided.
5. Building massing will ensure that the Bryant & May site, including the clock tower and chimney remain prominent when viewed from Chestnut Street.
6. A landscape setback is provided to Chestnut Street in response to the character of the streetscape.

Vision

A series of **contemporary buildings** set within a network of publicly accessible connections. Buildings are sited and designed to respond to each of the street interfaces, creating high quality, human scaled streetscapes. Building massing is carefully located to **maintain the prominence of the Bryant and May building** as viewed from Chestnut Street.

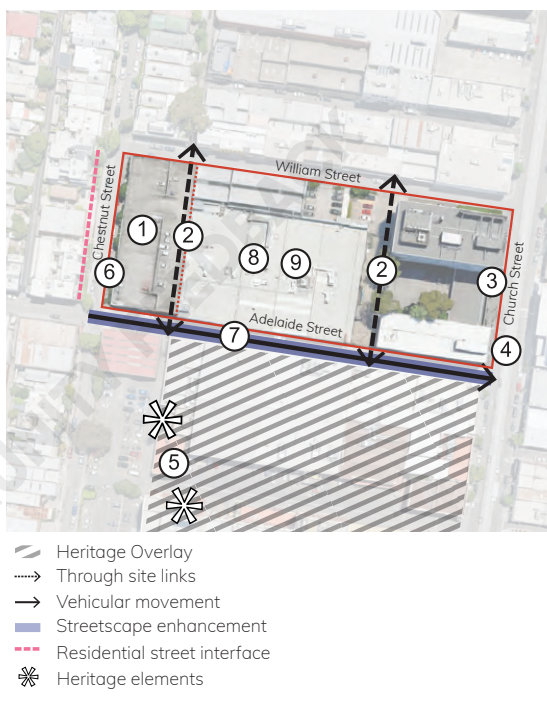


Figure 56 - 534 Church Street design objectives

7. Adelaide Street is reimagined as a green shared street that connects Church Street to the site and the adjacent Railway Precinct with human scale development, consolidated vehicle entrances and generous building setbacks to enhance the public realm.
8. Ensure the scale and sitting of any new built form has regard to the state heritage significance of the Former Bryant & May buildings, ensuring development retains its prominence along Church Street.
9. Develop the site as a campus of buildings rather than one large building.

Birrarung Precinct

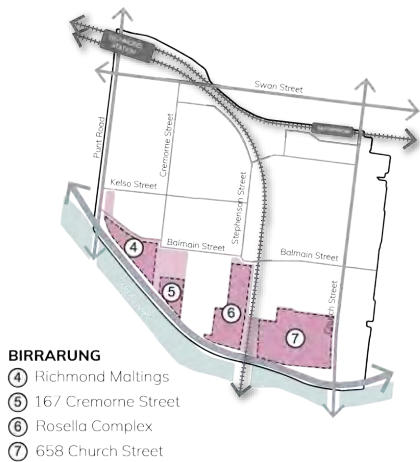


Figure 57 - Birrarung Precinct

The Birrarung Precinct is located along the Yarra River on either side of the railway corridor and the Cremorne Residential Precinct. It consists of four strategic sites:

- Richmond Maltings
- 167 Cremorne Street
- Rosella Complex
- 658 Church Street.

Richmond Maltings (Strategic Site)

The Maltings site is bound by Gough Street to the north, Punt Road to the west, Harcourt Parade and CityLink to the south, and Cremorne Street to the east. The large site is made up of several allotments, totalling nearly 10,000sqm. The Richmond Maltings was established in 1852 and has been continuously associated with the brewing and malting industry. The 1880 four-storey pneumatic malthouse and silos remain on the site. Many of these buildings, and the Nylex Sign, are of state heritage significance. The iconic Nylex Sign, a municipal landmark was erected on the silos in 1961. The primary viewing location is from the centre of Morell Bridge (within the City of Melbourne), with other views from CityLink.

The site comprises of buildings ranging from 2-4 storeys, the 9-storey MYOB building and two residential apartment towers, with a mix of shops, a supermarket and offices. The central and north-western part of the site not yet been developed. It has a permit for a hotel and various commercial buildings including office and a mix of retail, function spaces, cafes and restaurants.

Vision

The Richmond Maltings will be a **hub of activity and employment**. The mix of residential, commercial and retail uses will activate the precinct throughout the day and evening. **Surrounding streets are activated and enhanced** through expanded footpaths, street tree planting, active ground floor uses and generous entry forecourts and spaces.

The site will provide a series of vibrant plazas and laneways that integrate the site into the surrounds and draw people into the precinct. The design of links and spaces will **reference and celebrate the site's rich industrial past**.

Significant heritage buildings and structures will be showcased and enhanced. With new buildings sited and designed to respect existing buildings and retain **the prominence and landmark qualities of the Nylex sign and associated silos**.

Buildings range in height, **responding to the low scale residential precinct to the north and the Yarra River environs to the south**, avoiding additional overshadowing.

Design objectives

1. A diversity of land uses will be provided that activates the site and supports the broader Cremorne Enterprise Precinct and surrounds.
2. The site is integrated with its surrounds, providing a series of links and spaces that improve accessibility and connectivity through the site, and connect to the Main Yarra Trail. Through site links and the enhanced crossing of Harcourt Parade provides access to the Main Yarra Trail and river.
3. Development will respect the amenity of lower scale residential areas to the north.
4. Surrounding streets will be enhanced through footpath widening, street tree planting and design of the ground floor premises which will activate the frontage.
5. Vehicular access and servicing will be consolidated to minimise the impact on the surrounding streetscapes.
6. The visual prominence and views of the landmark Nylex sign and associated silos will be retained through the sensitive siting and design of new buildings.
7. Significant heritage buildings and structures will be reused and sensitively redeveloped to retain the integrity of the building and a sense of history.
8. Development will complement and enhance the Yarra River environs through the design quality and materiality of buildings along the southern interface.

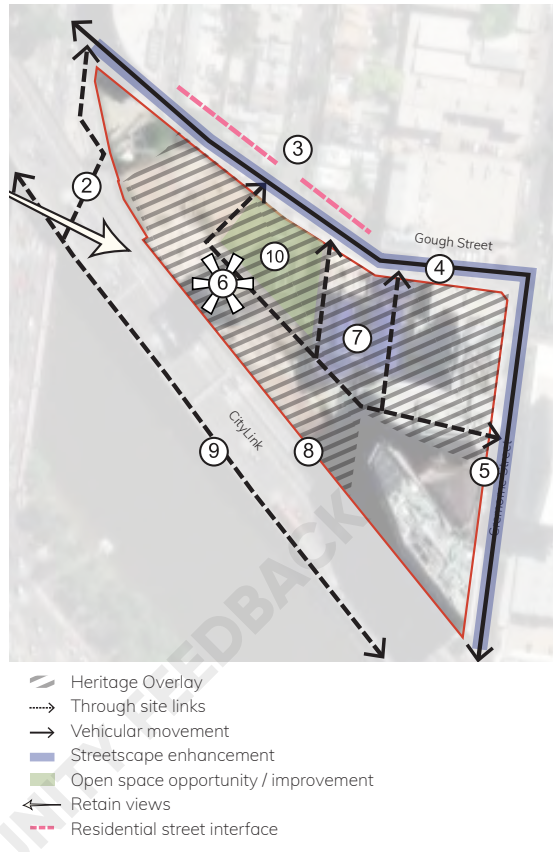


Figure 58 - Richmond Maltings design objectives

9. Development will seek to minimise additional overshadowing on the banks, water of the Yarra River and adjacent public open space, pedestrian and bicycle paths (noting Design and Development Overlay – Schedule 1 Yarra (Birrarrung) River Corridor does not apply).
10. A new small local open space will be integrated into the development.

167 Cremorne Street (Strategic Site)

A large island site with three street interfaces; Dover Street to the east, Bent Street to the north and Cremorne Street to the west. Harcourt Parade and CityLink forms the southern interface of the site. The southern facade of the existing building is highly visible from the Main Yarra Trail on the southern side of the Yarra River. The eastern interface along Dover Street is predominantly fine-grain residential dwellings with landscaped setbacks.



Image 83 - Bent Street existing warehouse



Image 84 - Harcourt Parade (CityLink) interface

Vision

167 Cremorne Street is a **collection of diverse buildings** sited and designed to respond to the varied conditions to the north, east, south and west.

Buildings range in height and **decrease in height to the east** to respond to the low-scale context of Dover Street. The landscape character of Dover Street is enhanced through the provision of a **landscaped ground floor setback**. Buildings on the southern portion of the site are designed to enhance the setting of the river corridor.

New pedestrian links improve connectivity through the site and break up the building mass. **Cremorne Street and Bent Street are activated and enhanced** through expanded footpaths, street tree planting, active ground floor uses and generous entry forecourts and spaces. **A new small local open space** is sited to the north-east, with two street frontages.

Design objectives

1. A diversity of forms, typologies, building and street wall heights, and varied architecture will be developed across the site, responding to each of the unique interfaces. Buildings range in height with the highest scale to the north-west and the lowest scale at Dover Street.
2. A landscape setback, lower-scale, fine-grain edge is provided at the Dover Street interface that responds to the low-scale residential context and the heritage precinct (HO342).
3. A new small local open space is delivered on the north-east corner of the site to serve residents and the broader community. The space is designed to have a public interface and provide passive surveillance of neighbouring streets.
4. New publicly accessible laneways are delivered through the site to improve connectivity to surrounding streets and new open space.
5. Cremorne Street and Bent Street form the primary frontages of the site and are designed with active interfaces at the ground floor and lower levels. Buildings are set back to provide extended footpaths, entrances and pedestrian plazas.
6. Buildings on the southern portion of the site are designed to respond to the freeway environment. The design should enhance the setting of the river corridor and contribute to a positive image of Cremorne.
7. Additional overshadowing of the banks, water of the Yarra River and adjacent public open space, pedestrian and bicycle paths is avoided (in line with Design and Development Overlay – Schedule 1 Yarra (Birrarrung) River Corridor).



■ Open space opportunity
- - - - -> Through site links
- - - - - Residential street interface

Figure 59 - 167 Cremorne Street design objectives

Rosella Complex (Strategic Site)

The Rosella complex is a business park-style development directly adjacent to the railway line. The site is made up of a number of lots and is bound by Balmain Street, Gwynne Street and residential properties to the west and CityLink to the south. There are a number of contributory heritage buildings interspersed with non-heritage buildings on the site. The original factory buildings were established on the site on 1905 and were operating until the 1980s. A large allotment to the south directly interfaces the freeway. Palmer Parade, a private road loops around to connect with Gwynne and Munro Streets.



Image 85 - Palmer Parade



Image 86 - Rosella signage - Balmain Street

Vision

The Rosella Complex is **an exemplary collection of industrial buildings** in a contemporary commercial setting. The buildings fronting Balmain Street, Palmer Parade and the railway line with their **distinctive Rosella signs are showcased**. Additions to heritage buildings allow key heritage features to be retained and remain prominent.

A legible street network and a new publicly accessible open space welcomes people into the site. **High quality facades to the railway and river corridor** create a positive image of Cremorne. New infill buildings provide visual interest at the ground level and use forms and materials that are complementary to the heritage context.

Design objectives

1. Buildings range in height with the highest scale of buildings to the railway corridor. Buildings will be lower fronting the residential areas west of the site on Gwynne and Munro Streets and to the rear of properties on Cubitt Street.
2. Additional overshadowing of the banks, water of the Yarra River and adjacent public open space, pedestrian and bicycle paths is avoided (in line with Design and Development Overlay – Schedule 1 Yarra (Birrarung) River Corridor).
3. Contemporary infill buildings compliment and are respectful in scale to contributory heritage buildings. Additions to existing heritage buildings are set back to allow heritage features and Rosella signage to remain prominent.
4. The legibility and quality of the internal street network is improved. Palmer Parade is redesigned to prioritise pedestrians and cyclists.
5. A new through site link connects Palmer Parade to Cubitt Street, providing improved access to Charles Evans Reserve.
6. At grade parking is consolidated and the impact of vehicular access entrances and ramps on the public realm minimised.
7. Buildings that interface the railway and river corridors are designed to respond to these interfaces and contribute to a positive image of Cremorne.
8. New public space is delivered within the complex that provides space to meet and relax. (location to be determined).

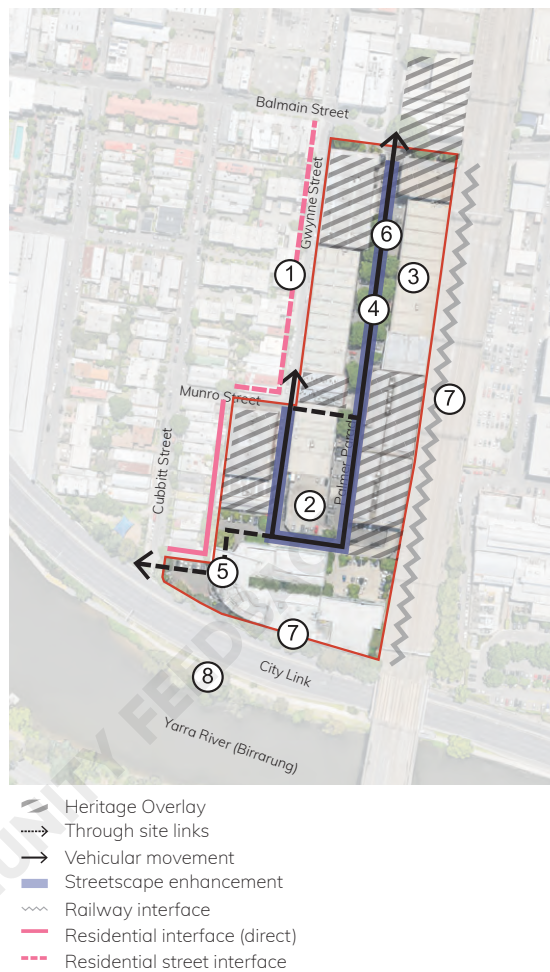


Figure 60 - Rosella Complex design objectives

658 Church Street (Strategic Site)

658 Church Street is a business park style office precinct which sits alongside the railway line to the west and the freeway to the south. The site is zoned Commercial 2 and includes fashion, retail, creative and tech businesses and headquarters such as Tesla, Disney, and Hardie Grant.

The site includes the former Richmond power station – a prominent heritage building of State significance. Other buildings within the site are of a mixed scale and character. The buildings within 658 Church Street are located in a landscaped setting with significant tree coverage along most of the internal streets and within the carparks. There is a central linear open space along the primary internal street (Dale Street Reserve).

Vision

658 Church Street is a collection of **contemporary office buildings within a landscape setting**. The street network is legible, pedestrian friendly and well-connected to the surrounding streets. Carparking is consolidated to allow the **extensive public space network to be expanded**. Public spaces are sunny and comfortable places for people to meet and relax.

The former Richmond Power Station is celebrated and streetscape views to prominent façades are enhanced.



Image 87 - Electric Street Reserve



Image 89 - Church Street cafe activity

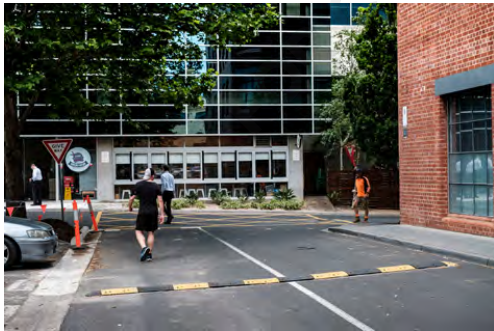


Image 88 - Dale Street - private road

Design objectives

1. Buildings range in height with the highest scale buildings to the north of the site transitioning down to a lower scale to the south of the site.
2. The legibility of the street network is improved and streets are redesigned to prioritise pedestrians. Car parking is consolidated within the site to reduce negative impacts on the public realm and facilitate opportunities for an expanded public space network.
3. New publicly accessible open spaces are delivered that expand on the existing quality of spaces. Buildings are set within the landscape and mature trees are retained and integrated where possible.
4. The public realm is upgraded to enhance the setting of The Richmond Power Station. Building massing is carefully located to ensure that the building remains prominent when viewed from Green Street, Electric Street, Hargreaves Street, Oddys Lane and Dale Street.
5. A well-designed street wall creates a human-scale and active interface to Church Street. The Church Street interface is the primary interface and incorporates landscape, inset building entrances and integrated seating.
6. Overshadowing to Church Street (eastern footpath), and public space within the site is avoided.
7. Additional overshadowing of the banks, water of the Yarra River and adjacent public open space, pedestrian and bicycle paths is avoided (in line with Design and Development Overlay – Schedule 1 Yarra (Birrarung) River Corridor).
8. Buildings that interface the river corridor are designed to enhance the landscape setting and contribute to a positive image of Cremorne.
9. Heritage buildings will be reused or sensitively redeveloped to retain the integrity of the building and a sense of history. (NOTE - Council and landowners would need to engage with Heritage Victoria on the power station which is on the Victorian Heritage Register.)

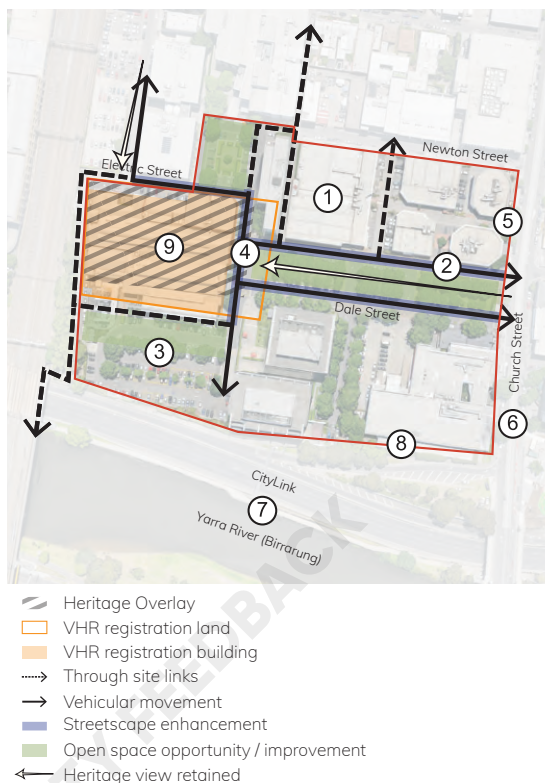


Figure 61 - 658 Church Street design objectives

10. Conservation works are undertaken as part of any redevelopment of the former Richmond Power Station.
11. The prominence of the former Richmond Power Station is retained by:
 - Upgrading the public realm to enhance the setting
 - Retaining views to the former power station from Green Street, Electric Street, Hargreaves Street, Oddys Lane and Dale Street
 - Maintaining visual connections between the west decorative façade of the former Richmond Power Station and the railway line to provide a link between the historic uses.

FOR COMMUNITY FEEDBACK

Part Four: Delivery

This section provides an overview of the next steps required to implement the Framework.

Part Four: Delivering the Framework

The Urban Design Framework sets out a vision and framework to guide Cremorne's growth and to ensure it develops as an accessible, well-connected and high-amenity place. It outlines public open space, public realm and infrastructure improvements required to meet the future needs of the Cremorne community. Council will seek to work in partnership with state government departments and agencies, landowners, businesses and the wider community to implement the UDF.

The following implementation framework provides an outline of how the vision and objectives will be delivered. A detailed implementation plan will be prepared following the finalisation of the UDF identifying responsibilities and approximate timing of actions.

Infrastructure planning

Providing for the timely and coordinated funding and delivery of public open space, streetscape improvements and new walking and cycling linkages to meet the needs of businesses, workers, visitors and residents is crucial to realise the vision for Cremorne. A range of funding and delivery mechanisms are needed to enable the delivery of the infrastructure required to support precinct development. These include:

- Capital works projects delivered by or on behalf of Yarra City Council.
- Works funded by the Victorian State Government
- Open space contributions
- Development contributions
- Developer works: infrastructure and works which have a direct connection to development and are fully funded by the developer as part of the redevelopment of the land.

Open space contributions

Current and future demand for open space is considerable in Cremorne due to the high level of employment growth, density of commercial development and lack of open space.

Yarra currently has a mandatory public open space contribution rate of 4.5 per cent through a schedule to Clause 53.01 of the Yarra Planning Scheme. However, the rate is only applicable to residential subdivisions. Surveys undertaken as part of the development of the Yarra Open Space Strategy found that more than 80 per cent of workers visit public open space during the day.

Yarra is currently undertaking an amendment to the planning scheme to increase the contribution rate and apply it to commercial and industrial land subdivisions. This amendment is needed to fund new and improved open space for both residents and workers in Cremorne.

Development contributions

To support the funding and delivery of key infrastructure items, a Development Contributions Plan Overlay has been introduced to the Yarra Planning Scheme. The development contributions plan will ensure that the cost of providing new infrastructure to meet the demands of the new population, is shared equitably between developers and the wider community.

Yarra City Council requires a contribution towards the provision of infrastructure when a site is developed, as prescribed in the Development Contributions Plan (DCP). The boundary of the DCP charge area 11 aligns with the study area of this UDF, however the current DCP does not include the infrastructure projects listed in this UDF. To help deliver the relevant actions in this UDF (that are not identified in the current DCP), Yarra will need to investigate several options to update and/or modify the current DCP for Charge Area 11.

Capital works program

Yarra City Council's Annual Plan alongside each year's budget, sets out specific projects and activities that will be undertaken over the year that work towards the strategic objectives in the Council Plan. The UDF once finalised would inform Council's Capital Works Program.

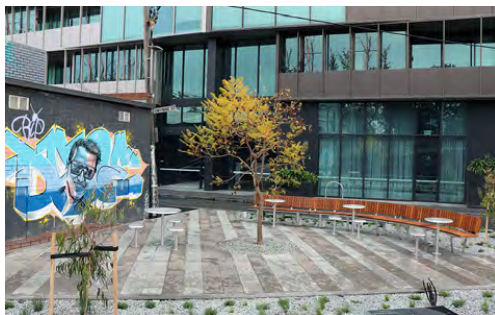


Image 90 - Recent capital works upgrades - Gwynne St

Partnerships

Implementation of the UDF will require Council to work in partnership with a wide range of stakeholders including:

- Department of Jobs, Skills, Industry, and Regions (DJSIR), Bendigo Kangan Institute, Cremorne Digital Hub consortium, landowners and businesses on economic development.
- Department of Transport and Planning, VicTrack, Parks Victoria, City of Melbourne, City of Stonnington, and landowners on walking, cycling and public transport and open space provision.



Image 91 - Advocacy for major transport upgrades

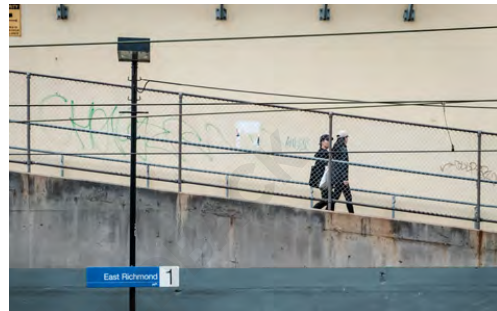


Image 92 - Advocacy for major transport upgrades

Grants and funding bids

Council actively seeks to source external grants and financial contributions from State, Federal and other Government agencies. Council will work with other levels of government for funding support to deliver infrastructure and service outcomes for the community.

Yarra's Advocacy Strategy for Cremorne

Many of the outcomes in the revised UDF will require Council to advocate and work with other levels of government for matters that are outside Council's jurisdiction. For example, the State Government is responsible for the arterial road network and public transport services and infrastructure.

Council is currently revising its Advocacy Strategy.

Key advocacy outcomes identified in the UDF include:

- Signalisation and other improvements to the Kelso Street and Punt Road intersection to provide a new exit for vehicles from Cremorne and improve access across Punt Road for pedestrians and cyclists. The signalisation will support changes to Cremorne Street to prioritise walking and cycling.
- Improvements to the Swan Street and Cremorne Street intersection to upgrade the pedestrian crossing, address accessibility and level changes and create new public spaces on Government owned land.
- Deliver accessible tram stops in Church Street.
- Upgrades to the Church Street and Balmain/Cotter Street intersection to prioritise walking, cycling and greening.
- Improving access to South Yarra from Oddys Lane. This could include a new active transport bridge over the Yarra River adjacent to the rail line or improvements to the existing, including improving access for all.
- Upgrading Richmond and East Richmond Stations.
- Upgrading the rail underpass at Green Street for pedestrians and people using micro mobility devices.
- A new walking and cycling connection under the existing elevated railway line at Richmond Station to connect to the north.
- Pursuing opportunities for open space on VicTrack land at Green Street, VicTrack land near East Richmond Station and around the former Cremorne Primary School at Bendigo Kangan Institute.
- Activate the CityLink freeway underpass near Punt Road by improving links to the river, providing seating and other amenities and investigating active uses.
- Investigating opportunities to improve access to and widen the Main Yarra Trail to provide more separation between walking and cycling and create more places to sit, view and enjoy the river.

- Further planning guidance and support around the delivery of affordable workspaces and creative industries in Cremorne.

Planning scheme implementation

One of the most important elements in implementing the UDF is updating the planning controls for Cremorne. Changes to the planning controls would require a planning scheme amendment. This is a statutory process which would introduce the proposed changes.

Council would request the Minister for Planning to allow Council to prepare and exhibit new planning controls for Cremorne. The planning scheme amendment would then be public exhibited via a statutory process. This will provide an additional opportunity for the community to have its say on the proposed planning provisions.

Further consultation on the revised UDF is planned to occur at the same time as the formal exhibition of changes to the planning scheme to implement the UDF.

Following the conclusion of this process, the planning scheme amendment and UDF would be adopted by Council.

Changes to the Planning Scheme include:

- Updated policy which addresses, recognises and supports Cremorne as an enterprise precinct and includes place specific policy on economic activity, built form and heritage, access and movement and public realm.
- New built form provisions via schedules to the Design and Development Overlay.
- A Parking Overlay reducing parking rates for office developments and retail premises in Cremorne.
- Rezoning of two parcels of land to correct zoning anomalies.

Glossary

FOR COMMUNITY FEEDBACK

Glossary

City of Yarra (CoY)

The role of a Council is to provide good governance in its municipal district for the benefit and wellbeing of the municipal community and is defined by the Local Government Act 2020 section 8(1). Yarra City Council functions and services include: maternal and child health, libraries, childcare, waste collection and recycling; infrastructure provision, streetscape improvements and maintenance; regulation and enforcement (e.g. local laws, permits); advocacy; and community and economic development. It is also the planning authority for the precinct, responsible for facilitating amendments to the Yarra Planning Scheme and for issuing planning permits.

Victorian Planning Authority (VPA)

The Victorian Planning Authority (VPA) is a State Government statutory authority that reports to the Minister for Planning. It prepared the Cremorne Place Implementation Plan in partnership with Council.

Department of Jobs, Skills, Industry, and Regions (DJSIR)

The State Government agency responsible for ensuring Victoria's strong economic performance by growing industries and regions. DJSIR is managing and coordinating the implementation of the Cremorne Place Implementation Plan.

Department of Transport and Planning (DTP)

The State Government department is responsible for:

- managing, regulating, consulting and/or advising in relation to public land, water, energy and environmental resources and planning and local infrastructure;
- building and operating an integrated, sustainable, and safe transport system for Victoria.

VicTrack

The State Government agency that owns, protects and grows Victoria's rail transport land, assets and infrastructure.

Active transport: refers to walking, cycling and scooting, as well as wheeling and other environmentally friendly travel methods of people with a disability.

Affordable workspaces: spaces that are financially accessible to creative and tech enterprises with limited access to initial and ongoing capital and revenue.

Activity Centre: vibrant community hubs where people shop, work, meet, relax and often live. Areas that provide a focus for services, employment, housing, transport and social interaction. They range in size and intensity, and include Yarra's retail streets and commercial areas.

Creative industries: disciplines that use 'creative' processes and/or ideas to create value for customers. Include activities that are both commercially driven and community-based, experimental, and export-intense.

Design and Development Overlay (DDO): planning tool that is applied to areas that need specific requirements relating to the built form and design of new development. It sets requirements for the height, form, and general design of buildings. Terms frequently used in a DDO include:

Built Form: function, shape and configuration of buildings and their relationship to streets and open spaces.

Setback: distance a building is required to be constructed from a boundary or upper levels.

Street wall: front portion of a building – usually on the street.

Upper level: development above the height of the street wall.

Development contributions: payments or works-in-kind towards the provision of infrastructure made by the proponent of new development.

Enterprise Precincts: are dense, accessible, and amenity rich urban areas that provide fertile ground for business formation and idea development and innovation. These include high business densities with a diverse range of industries. Their size and diversity allow for agglomeration benefits, where knowledge and service sharing occurs. These benefits provide these areas with a competitive advantage where they are able to evolve with a changing economy.

Green Factor Tool: is a new tool used to assess planning permit applications, developed by the City of Melbourne and currently being trialled within the City of Yarra. The tool is designed to assist applicants in developing their green roofs or walls proposals and to assess and facilitate proposals at the planning permit stage. The purpose of the tool is to increase the vegetation cover on private land. The tool has been designed to consider a range of building types. It will integrate with Council's sustainable development tool (BESS) which is used during the permit application process.

Heritage Overlay: planning tool used to protect places of heritage significance to the city. Within the Heritage Overlay there are three gradings:

Significant Places: of state, municipal or local cultural heritage significance. They may be both individually significant and significant in the context of the heritage precinct.

Contributory Places: that contribute to the cultural heritage significance of a precinct and have been given this status in a heritage study. They are not considered to be individually important places, however, when combined with other significant and/or contributory heritage places, they play an integral role in demonstrating the cultural heritage significance of a precinct.

Not-contributory Places: within a heritage precinct that have no identifiable cultural heritage significance. They are included within a Heritage Overlay because any development may impact the cultural heritage significance of the precinct or adjacent heritage places.

Major Employment Precincts: there are two in Yarra - Cremorne and Church Street, Richmond and Gipps Street, Collingwood. They host a diversity of traditional industrial uses, commercial offices and creative industries.

Public open space: includes all publicly owned land that is set aside primarily for outdoor recreation, passive outdoor enjoyment and nature conservation and is open to the sky. It includes public parks, gardens, reserves, waterways and squares. It is generally zoned for public park, recreation or conservation purposes when held in public ownership.

Public open space contributions: contribution collected at the time of a subdivision as a percentage rate on the value of undeveloped land. The contribution can be taken as land area or the equivalent value in cash, at the discretion of the Council.

Public realm: includes streets, squares, parks, green spaces and other outdoor spaces.

Principal Bicycle Network (PBN): network of existing and proposed cycle routes identified to help people ride to major destinations around metropolitan Melbourne.

Scramble crossing: a signalised pedestrian crossing that allows crossing all at once of all legs of an intersection, as well as in a diagonal direction.

Shared zone: a street designated as a 'shared zone' under the Victorian road rules is a street where road vehicles must give way to people walking, wheeling and cycling. Usually installed with low speed limits, most commonly 10km/h.

Strategic Cycling Corridors (SCC): are the main routes of the bicycle network, similar to how arterials are the main routes of the road network. They identify the most important routes for cycling for transport that connect to key destinations of metropolitan and regional significance, including key employment areas, activity centres and railway stations.

Strategic sites: large, often former industrial sites, that have been identified for redevelopment.

Urban Heat Island Effect (UHI): urban area that is significantly warmer than its surrounding areas. This increased warmth is due to heat being retained by roads, buildings, footpaths made of concrete and asphalt, and waste heat created by cars, industry and people.

Victorian Heritage Register (VHR): lists and provides legal protection for heritage places and objects that are significant to the history and development of Victoria.

Water sensitive urban design (WSUD): design of buildings and streets to minimise the impact of development on the surrounding environment and waterways. WSUD involves treating and reducing stormwater flows, increasing soil moisture, urban greening and providing an alternative water source.

Yarra Planning Scheme: legal document, approved by the Minister for Planning, that contains policies and provisions that control land use and development within the municipality.





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Customer service centres

Richmond Town Hall
333 Bridge Road, Richmond

Collingwood Town Hall
140 Hoddle Street, Abbotsford

Connie Benn Centre
160 Brunswick Street, Fitzroy

Bargoonga Nganjin, North Fitzroy Library
182 St Georges Road, Fitzroy North

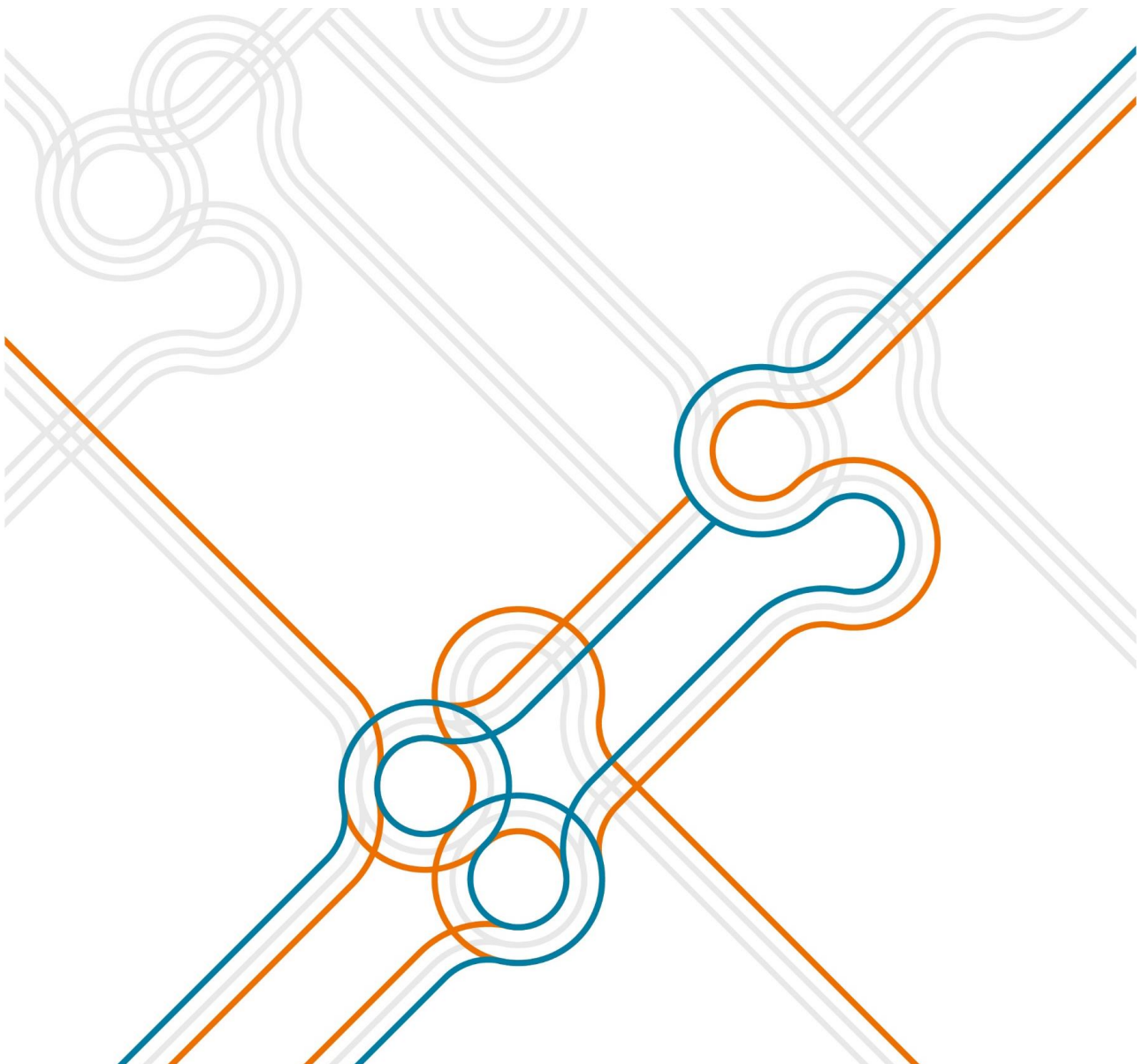


Cremorne Urban Design Framework

Transport Review

Prepared for: City of Yarra

Ref: 300304767 | Date: 17 August 2023



Revision

Revision	Date	Comment	Prepared By	Approved By
B	17 August 2023	Final	J Smith and N McCracken	N McCracken



Neale McCracken

For and on behalf of

Stantec Australia Pty Ltd

L25, 55 Collins Street, Melbourne VIC 3000

Acknowledgment of Country

In the spirit of reconciliation, Stantec acknowledges the Traditional Custodians of country throughout Australia and their connections to land, sea and community. We pay our respect to their Elders past and present, and extend that respect to all Aboriginal and Torres Strait Islander peoples.

Limitations

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TRANSPORT REVIEW

Cremorne Urban Design Framework

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- Appendix B. Hotspot Options Development
- Appendix C. Best Practice Solutions

Executive Summary

Cremorne has been designated an "Enterprise Precinct" by state Government. The development of Cremorne will focus on fostering innovation, creativity, and technology. The precinct is anticipated to see significant growth over the next decade, with resident and worker populations expected to nearly double between 2021 and 2031.

This will put pressure on Cremorne's transport infrastructure, which is already facing challenges due to its compact street network, which is occupied by various transport modes, street activities, streetscape features, and on-street parking. The movement network is also constrained by limited connections in and out of the area, elevated railway lines, major roads, and the Yarra River.

The opportunities and local characteristics are encapsulated in the guiding vision for the precinct:

"Cremorne is a global innovation precinct with a vibrant village feel, new sustainable development, quality public spaces, active transport options, set within narrow streets and historic industrial buildings and workers cottages."

The **Cremorne Urban Design Framework** seeks to realise this vision and address the transport challenges by creating a connected and accessible precinct that promotes walking, cycling, and public transport.

Transport planning can help achieve the vision by setting out the steps that help to achieve a connected walking and cycling network, both internally and externally:



Stantec has reviewed the transport aspects of the draft Cremorne UDF. In consultation with the City of Yarra officers, we have determined a series of transport network interventions that are deliverable over short- to long-term timelines. These interventions reflect the transport mode hierarchy in Council's adopted Yarra's Transport Strategy 2022-2032, with increasing emphasis on walking and cycling priority over car-based travel over the roll-out period.

The interventions are listed in the Table below and are aimed at:

- Increasing walkability and cycling comfort in Cremorne by reducing vehicle through-traffic, removing car parking and reallocating road space to footpaths, cycling infrastructure and urban realm improvements.
- Leveraging a walkable network to connect Cremorne to the surrounding train, tram and bus network. Public transport will do the "heavy lifting", but a public transport trip is a walking trip between the doorstep and the station. An improved walking network is essential to the success of Cremorne.

The interventions should be supported by applying maximum car parking requirements for new developments, which form part of the package of measures included in the UDF.

Overall, we consider these interventions are an appropriate response to deliver the aspirations for Cremorne in view of the challenges presented by its street network.

Table ES1 – Proposed transport network interventions and timeframes

Intervention	Advantages and Trade-offs
Short-term Remove traffic and reduce speeds	
<ul style="list-style-type: none"> • Use traffic pinch points to reduce through-traffic volumes and reduce vehicle speeds on key vehicle access streets. 	<ul style="list-style-type: none"> • Advantages <ul style="list-style-type: none"> – Less traffic/less congestion and lower vehicle speeds – Creates crossing opportunities • Trade-offs <ul style="list-style-type: none"> – Some parking loss to kerb build-outs

Intervention	Advantages and Trade-offs
<ul style="list-style-type: none"> • Reduce speeds to 30km/h on traffic access streets. Enable still lower speeds on other roads through street design. 	<ul style="list-style-type: none"> • Advantages <ul style="list-style-type: none"> – Closes the speed gap between cars and people walking or cycling – Safer for everyone • Trade-offs <ul style="list-style-type: none"> – Could result in marginally slower travel driving times between intersections but will be balanced by fewer cars using those intersections.
<ul style="list-style-type: none"> • Trial pop-up versions of medium- and long-term measures. 	<ul style="list-style-type: none"> • Advantages <ul style="list-style-type: none"> – Low-cost measures – More coverage for the same cost of a smaller permanent scheme
Medium-term Relocate vehicle capacity and reorient road space around people walking and cycling	
<ul style="list-style-type: none"> • Relocate vehicle capacity from the Swan Street/Cremorne Street intersection by signalising the Kelso Street/Punt Road intersection. 	<ul style="list-style-type: none"> • Advantages <ul style="list-style-type: none"> – Reduces traffic volumes in key activity streets – Enables improvements at the Swan Street/Cremorne Street intersection – Creates bike lane and a crossing opportunity at Punt Road • Trade-offs <ul style="list-style-type: none"> – Relocates traffic from a commercial street to a residential street – Creates a need for DTP engagement on Punt Road shared user path (SUP) status and a crossing point at the CityLink off-ramp.
<ul style="list-style-type: none"> • Reallocate road space to people walking and cycling by removing parking on key streets 	<ul style="list-style-type: none"> • Advantages <ul style="list-style-type: none"> – Wider footways and protected bike lane opportunities – Car parking is replaced with opportunities to improve the public realm and transport network.
<ul style="list-style-type: none"> • Improve access to Richmond, East Richmond and South Yarra Stations. 	<ul style="list-style-type: none"> • Advantages <ul style="list-style-type: none"> – Connects Cremorne with key public transport hubs – Improvements such as the Green Street underpass and connection to South Yarra Station have wider connectivity benefits.
Long Term Build the aspirational walking and cycling network	
<ul style="list-style-type: none"> • Reallocate road space to walking and cycling on one side of the rail underpasses to create safe, attractive routes for active transport. 	<ul style="list-style-type: none"> • Advantages <ul style="list-style-type: none"> – Further reduces through-traffic opportunities. – Discourages rat-running through the precinct and encourages local streets for local trips. – Where appropriate, implement two-way bike ways on key roads for more efficient use of space. • Trade-offs <ul style="list-style-type: none"> – Some local trips will have altered routes. While routes will be less direct, a greater proportion of traffic will be local users rather than through traffic. – There will be a change in traffic volumes on some residential streets, such as Kelso Street, Dunn Street, Chapel Street and Chestnut Street. This will be balanced by fewer through-traffic routes and a lower speed limit.

Recommendations

The assessment and discussion in this review have led to the following recommendations:

- **UDF Structure and Staged Delivery**
 - Recommendation # 1 - Make minor structural changes to clarify and strengthen the UDF
 - Recommendation # 2 - Deliver streetscape improvements in stages to realise benefits early and maximise value for money
- **Short Term**
 - Recommendation # 3 - Reduce through-traffic by implementing a series of pinch points on key routes
 - Recommendation # 4 - Commit to establishing Cremorne as a low-speed traffic precinct.
 - Recommendation # 5 - Trial pop-up versions of medium- and long-term measures
- **Medium Term**
 - Recommendation # 6 - Deliver the street network using the recommended street cross-sections and hotspot improvements.
- **Long Term**
 - Recommendation # 7 - Reallocate road space to walking and cycling by closing rail underpasses to at least one direction of traffic.
- **Streets and Hotspots**
 - Recommendation # 8 - Make changes to street cross-sections to tie-in with the amended movement network changes.
 - Recommendation # 9 - Make changes to the hotspot concept plans to tie-in with the amended movement network changes.
- **Other Recommendations**
 - Recommendation # 10 - Car share spaces to be provided based on market demand
 - Recommendation # 11 - Update the Cremorne Enterprise Precinct – Parking Controls Review to give greater consideration to the parking needs of people with disabilities
 - Recommendation # 12 - Clear minimum bicycle parking and end-of-trip facilities for commercial premises and multi-unit residential buildings.

1. Introduction

Cremorne has been designated an "Enterprise Precinct" by the State Government. The development of Cremorne will focus on fostering innovation, creativity, and technology. The precinct is anticipated to see significant growth over the next decade, with the working and residential population expected to nearly double.

This will put pressure on Cremorne's transport infrastructure, which is already facing challenges due to its compact street network, which is occupied by various transport modes, street activities, streetscape features, and on-street parking. The movement network is also constrained by limited connections in and out of the area, elevated railway lines, major roads, and the Yarra River.

The **Cremorne Urban Design Framework** (UDF) seeks to address the transport challenges by creating a connected and accessible precinct that promotes walking, cycling, and public transport. Essential vehicle access for existing residents and businesses will be retained; however, measures will be put in place to reduce through-traffic.

Various actions are proposed to achieve the UDF objectives, such as:

- upgrading pedestrian and cycling access
- signalising the Punt Road/Kelso Street intersection
- improving the Swan Street/Cremorne Street intersection,
- advocating to State Government and its agencies for improved road and public transport connections, and
- reducing off-street car parking requirements to promote sustainable transport.

Stantec has been engaged by the City of Yarra to prepare a review of the current UDF documentation from a transport perspective in view of the City's wider policy objectives, identify gaps and make recommendations to meet those objectives.

The review includes a summary of the key drivers, statistics, growth, travel modes and constraints that drive the need for change in Cremorne. It identifies interventions that can be implemented in a staged roll-out to address issues through later stages of the project.

1.1 References

Reference has been made to the following in preparing this review:

- Consultation draft of the Cremorne Urban Design Framework, November 2022
- Draft Cremorne Urban Design Framework Consultation Findings Report
- Moving Forward: Yarra's Transport Strategy 2022-32
- Cremorne Issues and Opportunities Paper: Stage 1 Engagement Outcomes Summary Report
- Cremorne Place Implementation Plan
- Cremorne Streets and Movement Strategy
- Cremorne Enterprise Precinct – Parking Controls Review
- Yarra Planning Scheme
- Other documents as nominated.



2. Identifying the Issues

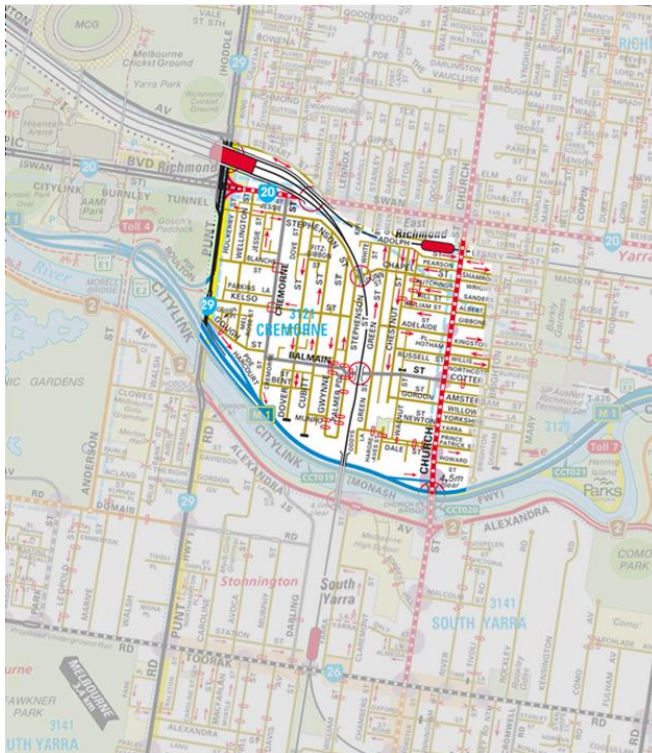
2.1 Background & Precinct Context

Cremorne is a growing suburb that is surrounded by state-level strategic transport links for all modes of travel. It is, however, poorly connected to those external networks and the internal streets are built for vehicles and parking.

The extent of the study area is shown in Figure 2.1.

Cremorne has significant barriers to external access, such as Punt Road, the Yarra River and CityLink. This has influenced the transport accessibility and development that has occurred within the precinct. The rail line, while a strategic movement link for Cremorne, also plays a significant severing role, limiting permeability between the eastern and western sides of the precinct.

Figure 2.1 – Cremorne Precinct Study Area



Source: Melway Publishing Pty Ltd

2.1.1 Land Uses

Cremorne has a mixture of light industrial, office space, medium-density housing and pockets of low-scale residential neighbourhoods. Industrial land uses are being changed into warehouse-style office uses and other purpose-built office developments. Larger-scale mixed-use development is occurring on the Nylex strategic site.

The fragmented nature of industrial, commercial and residential land uses within the precinct places a constraint on how road space is allocated; however, this is slowly changing.

The move towards more intensive office-based land uses along with pockets of denser residential development is likely to contribute to the peak congestion issues as the expected time of arrivals and departures would occur at similar times.



Figure 2.2 – Land Uses across the precinct



Source: Victorian Government Open Data, OpenStreetMap contributors, Stantec analysis

2.1.2 Walkability

Cremorne has excellent walkability potential. The opportunity lies in bringing the physical walking network up to a standard that matches the theoretical walkability measure of the precinct.

The walking network within the precinct is variable but mostly low-quality, with narrow footpaths that do not allow for two people to walk side-by-side. Footpaths are barely wide enough for a single person to walk comfortably in many cases. However, the low traffic volumes on many internal streets often allow pedestrians to walk on the road rather than the footpath. On many roads, people walking (and cycling) could share the road with people driving.

Walkscore provides a measure of the walkability of the precinct. Cremorne has a **Walk Score**¹ of 89 out of 100, which ranks 13th in Melbourne's most walkable suburbs, behind Southbank (91) and Richmond (90), and ahead of West Melbourne and St Kilda (both 89).

While this is a reasonably high score, it is noted that it is based on the information available to the Walk Score algorithm – which does not take footways widths, desire lines, location of crossing opportunities, vehicle volumes, street activation and general urban realm quality into account. However, Cremorne has reasonably small block sizes, which assists permeability. Walk Score includes block size, which is the #1 predictor of walkability². Cremorne has excellent walkability potential on this basis.

2.1.3 Public transport access

A walkable network is key to linking Cremorne to the excellent public transport availability surrounding the precinct. There are no services within the suburb, so all public transport trips are mostly walking trips between the doorstep and the station/tram stop.

Cremorne is well-served by public transport, with differing public transport options provided around the perimeter of the site. Mass transit routes accessed from Richmond and East Richmond Stations, as well as South Yarra Station further to the south, connect Cremorne to Melbourne's full metro train network. These stations provide strong metropolitan area connectivity with multiple lines being serviced, not requiring passengers to interchange.

Road-based public transport is provided on Swan Street and Church Street (tram) and also on Punt Road (SmartBus).

¹ Walk Score (www.walkscore.com) measures the walkability of any address using a patented system. For each address, Walk Score analyses hundreds of walking routes to nearby amenities. Points are awarded based on the distance to amenities. Amenities within a 5-minute walk (400m) are given maximum points. A decay function is used to give points to more distant amenities, with no points beyond a 30-minute walk. Walk Score also measures pedestrian friendliness by analysing population density and road metrics such as block length and intersection density.

² *Walkable City Rules: 101 Steps to Making Better Places*, Jeff Speck, 2018



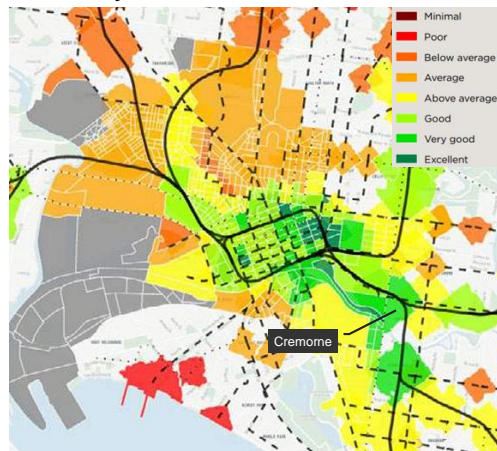
Cremorne has a **Transit Score**³ of approximately 87 out of 100⁴. This indicates "excellent transit" as "transit is convenient for most journeys", as measured by Walk Score.

This is further supported by a SNAMUTS⁵ public transport accessibility analysis that indicates Cremorne has a SNAMUTS index of "Very Good", as shown in Figure 2.3. It is the only area outside the Melbourne CBD that has such a high SNAMUTS index. Figure 2.4 then shows how the public transport network access is expected to change by 2036. Other inner city urban renewal precincts, such as Arden, Macaulay and Fishermans Bend, do not have the same level of public transport accessibility.

While a clear positive, there are barriers to the full use of public transport, such as permeability across the precinct due to the elevated rail line, as well as below-average pedestrian links to train stations with low/no DDA⁶ compliance:

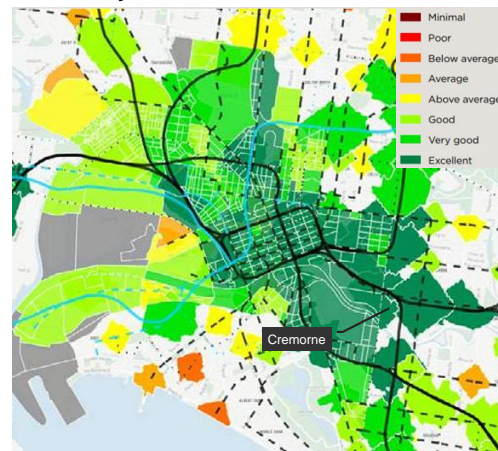
- **East Richmond station** - currently a narrow underpass
- **South Yarra station** - currently a narrow footbridge attached to the rail bridge over the Yarra River
- **Richmond station** – narrow pedestrian crossings at the intersection of Swan Street and Cremorne Street that are not on pedestrian desire lines.

Figure 2.3 – 2016 SNAMUTS public transport accessibility index



Source: SNAMUTS, City of Melbourne Transport Strategy 2030

Figure 2.4 – 2036 SNAMUTS public transport accessibility index



Source: SNAMUTS, City of Melbourne Transport Strategy 2030

2.1.4 Vehicle Travel

Cremorne is bordered by busy arterial roads, with limited connections to those roads. High traffic demands on the arterial road network contribute to a through-traffic problem within the precinct as drivers seek to miss the traffic lights and queues. Through-traffic detracts from the amenity of Cremorne. 30% of traffic on Balmain Street does not stop in the suburb⁷.

The existing precinct vehicle connections to the external road network are shown in Figure 2.5. There are several constraints which exist in accessing and leaving the precinct due to the nature of the surrounding arterial road network outlined on the previous page. These constraints exist primarily along Punt Road and Swan Street and within the north-western corner of the precinct. There are several entry and exit points that serve the eastern side of the precinct along Church Street, by contrast.

Cremorne Street and Balmain Street form the internal collector road network. These roads see the highest volumes due to the lack of permeability and availability of alternative routes (only two roads cross under the elevated rail line); see Figure 2.6. These roads are controlled by various traffic management devices due to this lack of permeability, such as speed bumps, pavement line markings, narrow lanes, and kerb outstands.

³ Transit Score is a Walk Score patented measure of how well a location is served by public transit. Transit Score is based on data released in a standard format by public transit agencies. To calculate a Transit Score, a "usefulness" value is assigned to nearby transit routes based on the frequency, type of route (rail, bus, etc.), and distance to the nearest stop on the route. The results are then normalized to generate a Transit Score from 0 to 100.

⁴ Measured at several locations around the suburb.

⁵ Spatial Network Analysis for Multimodal Urban Transport Systems www.snamuts.com/about-snamuts.html

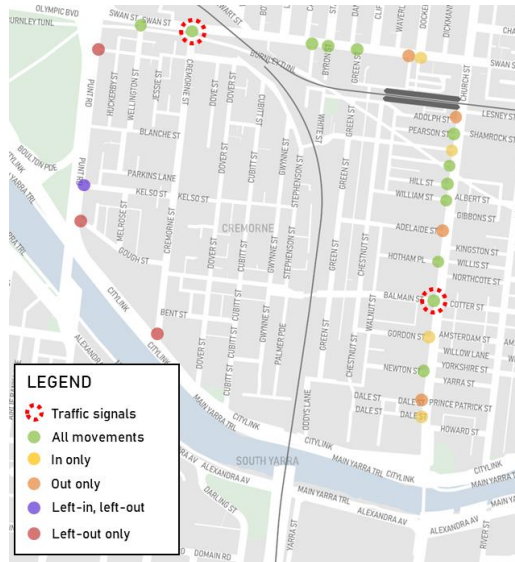
⁶ Disability Discrimination Act 1992 [\[Link\]](#)

⁷ Cremorne Streets and Movement Strategy, Martyn Group and Hansen Partnership – June 2020

Congestion on external arterial roads, as well as Cremorne Street and Balmain Street representing obvious shortcuts for some strategic traffic movements (including access to CityLink), has led to a through-traffic problem along these streets. Figure 2.8 to Figure 2.13 show the key through-traffic routes in the precinct. Up to 30% of all traffic on Balmain Street is through-traffic – which is approx. 1,000 of the 3,500 vehicle movements carried by the street each day. This is a further constraint on the internal street network.

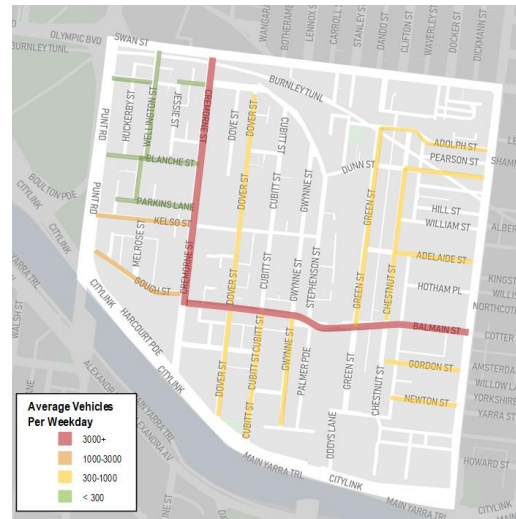
Figure 2.7 to Figure 2.10 show survey results of the most common movements that travel through Cremorne. This data was collected in 2019 but is still representative of current traffic flows and short cuts through the precinct.

Figure 2.5 – Existing access opportunities to the arterial road network



Source: OpenStreetMap contributors, Stantec analysis

Figure 2.6 – Existing daily average traffic volumes in 2019⁸



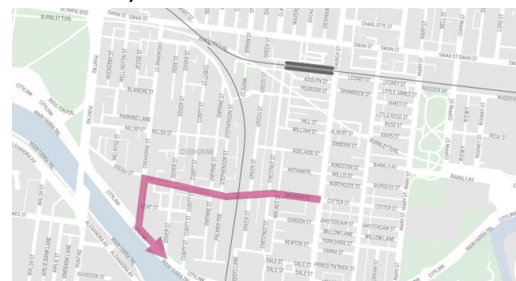
Source: OpenStreetMap contributors, Stantec analysis

Figure 2.7 – Church St to Swan St (via Balmain St and Cremorne St)



Source: OpenStreetMap contributors, Stantec analysis

Figure 2.8 – Church St to CityLink (via Balmain St and Cremorne St)



Source: OpenStreetMap contributors, Stantec analysis

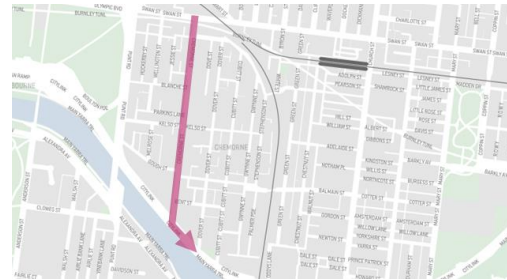
⁸ A comparative analysis of SCATS signal detector volume data from 2019 and 2022 indicates that traffic volumes have remained broadly similar over this period.

Figure 2.9 – Church St to Punt Rd (via Balmain St and Gough St)



Source: OpenStreetMap contributors, Stantec analysis

Figure 2.10 – Swan St to CityLink (via Cremorne St)



Source: OpenStreetMap contributors, Stantec analysis

2.2 Cremorne Precinct Travel Characteristics

The journey-to-work data⁹ shows that while driving is the most popular method of travel, active and sustainable transport modes make up a significant portion of these trips. These figures are around the average for inner Melbourne suburbs.

Cremorne Residents' Mode of Travel to Work

45%

Car/Passenger

- 42% Driver
- 3% Passenger

33%

Public Transport

- 26% Train
- 6% Tram
- 1% Bus

22%

Active Travel

- 16% Walk
- 6% Bicycle

Source: ABS Census 2016 Journey to Work for the Cremorne Suburb (SA2). Stantec analysis.

Cremorne Workers' Mode of Travel to Work

58%

Car/Passenger

- 55% Driver
- 3% Passenger

32%

Public Transport

- 28% Train
- 4% Tram
- 1% Bus

10%

Active Travel

- 6% Walk
- 4% Bicycle

Source: ABS Census 2016 Journey to Work for the Census Place of Work Destination Zones that form Cremorne. Stantec analysis.

2.3 Changes to travel demands

2.3.1 Car Ownership Across Victoria is Trending Downward

Based on trends reported more broadly through numerous open-source data and research locations, car ownership trends reveal a diminishing or reduced level of ownership over recent decades (i.e. "peak car" was achieved in 2016, with a downward trend in licensing in Victoria recorded to 2021). This trend is shown in Figure 2.11 and is expected to continue over the long-term.

⁹ 2016 ABS Census Journey to Work data. 2016 data is used due to the atypical travel effects of the Covid-19 pandemic on 2021 travel activity, noting that the 2021 census was conducted during a time when Melbourne was under lockdown conditions.

2.3.2 The COVID-19 pandemic has changed the way people work

One of the positive outcomes of the COVID-19 pandemic is that it changed the way people work and, consequently, how much time they devote to travel to and from their place of work. The pandemic made businesses break down barriers to enable people to do their job from home. Many businesses have implemented a curtailed working week – or people voluntarily working fewer days – which has given people a greater work/life balance that will be difficult to relinquish.

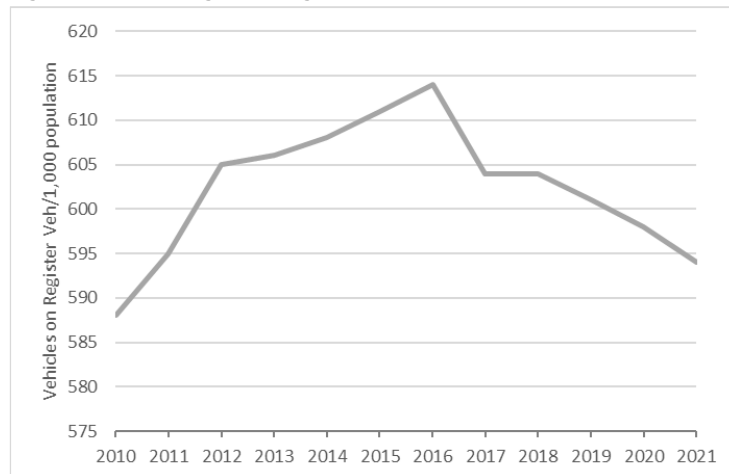
Increased working from home will mitigate some of the travel demands of increased working and resident populations.

- ABS employment data shows that 30% of workers work from home most of the time (April 2022 data)¹⁰ compared to approx. 5% historically¹¹.
- This trend is expected to continue as 74% of businesses expect working-from-home arrangements to either stay the same or increase in future¹⁰.

This means that while people may list Cremorne as their employer's address, it is unlikely that all those employees will travel there each day due to changed working practices. While employees have the option to work from home, it is becoming apparent that certain days of the week experience higher demand for movement than others. While the amount of people moving in and through Cremorne may have reduced on a per-person basis, the precinct is likely to experience movement levels that fluctuate significantly.

Cremorne's transport network will need to be designed to accommodate these higher demand times, noting that these demands are not expected to exceed pre-pandemic levels on a per-person basis and are likely to occur on 2-3 days per week rather than all 5 days, which was reflective of pre-pandemic activity.

Figure 2.11 – Passenger Car Registrations in Victoria from 2010 to 2021



Source: ABS Motor Vehicle Census, to 31 January 2021

2.3.3 Implications for Cremorne

City of Yarra has supplied Stantec with existing and indicative future resident and employee populations. This has been used to compute the likely future year (2031) travel demands.

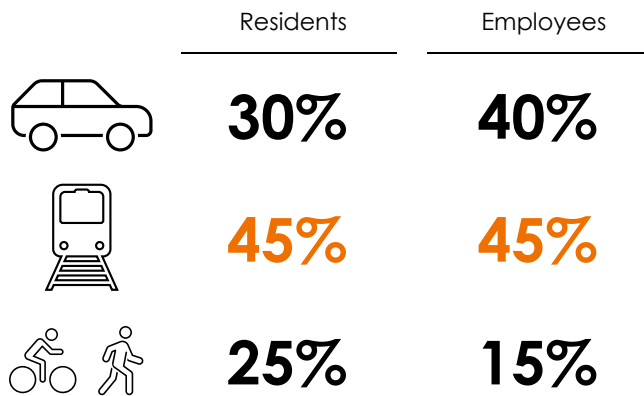
The basis for the analysis is that the road network could accommodate a minor increase in vehicle demands of the precinct, given current congestion, balanced with traffic management to remove through-traffic. However, the limitations of road network capacity will soon be reached, meaning that the "heavy lifting" in terms of the increase in travel demands will have to be carried by other modes.

¹⁰ Based on analysis of ABS Characteristics of Employment data by The Australian Industry Group (Ai Group) "Deep dive – Working from where, and why?" [\[Link\]](#). This measure is different from the measure of people who work from home from time-to-time, which currently sits at approx. 40-45%, compared to 25-30% pre-pandemic.

¹¹ According to Ai Group analysis, see footnote above – verified by ABS Census 2021 Journey to Work data (4.7%) [\[Link\]](#)



Figure 2.12 – Cremorne Precinct: Potential future 2031 travel modes shares



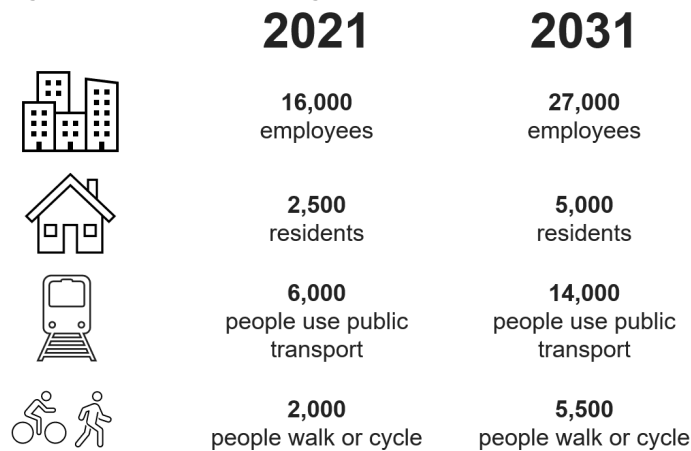
Source: ABS Census, Stantec Analysis

While these changes may seem significant, a target car trip mode share of 30-40% is a great deal higher than similar urban renewal precincts in Inner Melbourne, noting these precincts will not have the same level of public transport access in the future compared to what Cremorne has right now:

- **Arden 10%** car journeys
- **Macaulay 20%** car journeys
- **Fishermans Bend 20%** car journeys

The expected change in travel demand is shown in Figure 2.13. The biggest numerical change here is the increase in people using public transport. Practically all these public transport trips are going to translate to a walking trip between stations and individual buildings within the precinct. This will put significant additional strain on an already substandard walking network.

Figure 2.13 – Cremorne’s existing and estimated future travel demands



Data note: Stantec analysis using 2021 estimates based on 2016 Census travel to work data applied to 2021 Census residential and workplace populations.
 2031 resident population derived from Forecast id.
 Worker population figures are Council officer estimates and are indicative only.

2.3.4 Implications for Road Space Reallocation

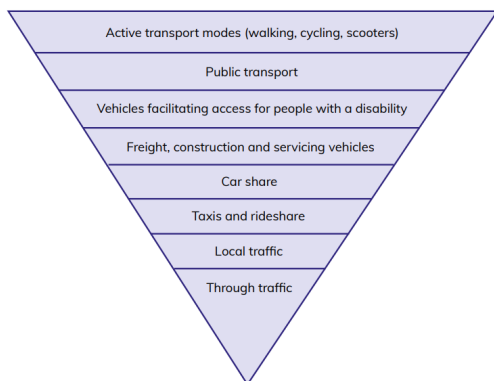
Public transport journeys in Cremorne all start and end at locations outside of the precinct. A walking trip connects people with public transport stations or stops and their destination within Cremorne.

- This means, in future, **walking trips will represent more than 50% of travel activity within Cremorne.**
- By contrast, bicycle trips represent approximately 6% of trips within the precinct.
- Remaining trip-making activity is expected to be car based.

Measures to improve the walkability of the precinct should have the greatest priority for the above reasons.

Improvements to cycling facilities are important; however, the delivery of cycling infrastructure should not hold up the priority delivery of improvements to precinct walkability. This is consistent with the Travel Mode Hierarchy in Yarra's Transport Strategy, see Figure 2.14.

Figure 2.14 – Yarra's Transport Strategy Travel Mode Hierarchy



Source: Moving Forward: Yarra's Transport Strategy 2022-32

2.4 What are the key transport issues for Cremorne?

Cremorne is a growing suburb that is surrounded by state-level strategic transport links for all modes of travel. It is, however, poorly connected to those external networks and the internal streets are built for vehicles and parking.

The background review indicates the following challenges and issues need to be addressed if the Cremorne Precinct is to grow successfully and fulfil its Enterprise Precinct vision:

- Travel demand will increase as Cremorne develops
- Walking and cycling will increase greatly
- Poor connections to surrounding transport networks
- Below-average internal walking and cycling network
- The street network is set up for cars and parking
- There is a through-traffic problem due to external congestion.

The key issue is that while the existing transport network is "just about managing", a substantial increase in walking and cycling trips will be difficult to accommodate without significant changes. This means reprioritising Cremorne's transport network to accommodate walking and cycling trips to connect it to the external transport network more effectively.





This level of change needs effective policy support that enables road space reallocation towards walking and cycling at a precinct network level, supported by individual development site-level policies that enable low car parking and bicycle end-of-trip facilities within buildings that match the necessary change in journey mode shares.



2.5 How can these issues be addressed?

There is a broad range of interventions to choose from depending on the street type and network operating parameters. The gap between existing conditions and future aspirations will determine future interventions.

Broadly, interventions can be categorised as:

	Fitter assets for the future Transport assets need to be fit for purpose now and resilient to future use and adaptations.
	More efficient/flexible use of space This is about making better use of the space within our transport network. For Cremorne, it is about improving the quality of places where people go to work, shop and play.
	Changing behaviour/managing demand Influencing travel demands by encouraging changes in individuals' and businesses' travel behaviour to help them make informed decisions.
	Substitute/improve/relocate capacity We can increase the capacity for movement and place-making through the building of new streets, infrastructure and public spaces. For Cremorne, this means relocating vehicle capacity to free-up space for walking and cycling.

Key changes to benefit walkability and cycling

Based on the background review, the precinct-specific issues to address are:

- Prioritising walking and cycling in and out of Cremorne
- Better connecting Cremorne to external public transport
- Creating areas of activity for people to gather (people-centric, not vehicle-centric)
- Urban greening and water-sensitive urban design
- Replacing parking and vehicle capacity with higher-value uses
- Designing streets with safe speeds

The following approach is recommended and is supported by specific recommendations in discrete locations.



There will be trade-offs

It is acknowledged that these changes will cause some issues for car drivers:

- local vehicle routes will be less direct
- traffic moving through the precinct will be discouraged
- less parking, meaning parking on commercial streets will need to be managed more efficiently
- lower speeds will be required for safer streets

Such matters can be addressed through effective community engagement.

2.6 There is community support for change

Acknowledging that different people have different views, there is community support for reprioritising Cremorne's street network for walking and cycling. This aligns with the Council's sustainability objectives and is vital to the success of the Cremorne Enterprise Precinct.

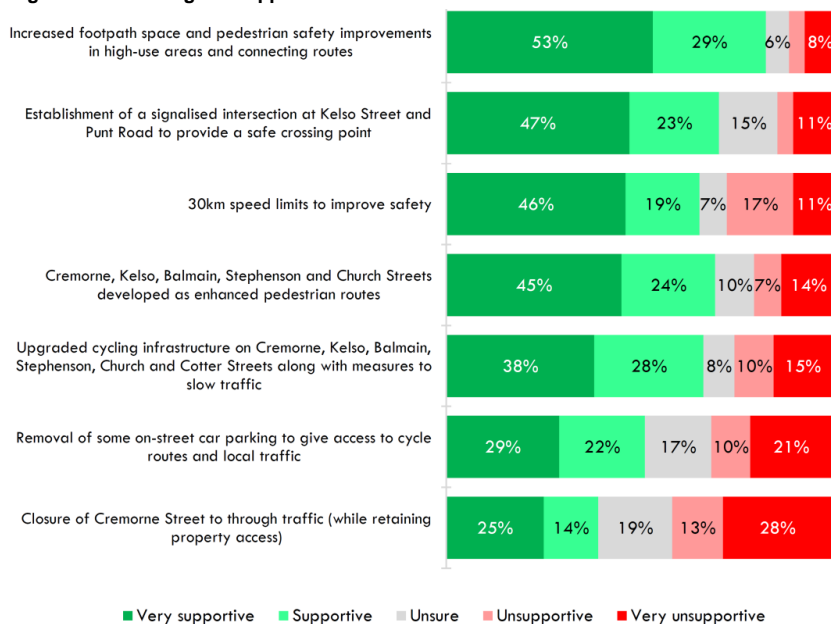
City of Yarra has consulted the community on the draft Cremorne UDF¹². The community was asked a series of questions on the proposed transport improvements, including more general concepts, such as increased walking space, 30km/h speed limit and car parking removal.

There is broad support for the high-level transport directions and concepts and greater sustainability. Even parking, which is a contentious and emotive topic, received support - noting some specific concepts, such as the proposed closure of Cremorne Street, were less-well supported.

¹² Draft Cremorne Urban Design Framework Consultation Findings Report, Chatterbox Projects, 8 March 2023

The feedback received is further supported by consultation undertaken for Yarra’s Transport Strategy 2022-2032 (YTS). There was very strong support for active and sustainable transport at a strategic level. 86% of respondents in the YTS wanted to see “a lot more active and sustainable transport options” rather than “a lot more cars and parking spaces”.

Figure 2.15 – Ratings of support for street network actions



Source: Draft Cremorne Urban Design Framework Consultation Findings Report, Chatterbox Projects, 8 March 2023

3. Cremorne Urban Design Framework

3.1 Overview

The transport aspects of Cremorne UDF build on a body of previous work, including:

- Cremorne Place Implementation Plan (2020), Victorian Planning Authority (VPA)
- Cremorne Streets and Movement Strategy (2020), Martyn Group & Hansen Partnership
- Cremorne Enterprise Precinct - Parking Controls Review (2020), Traffix Group

The UDF envisions a well-connected movement network that prioritises sustainable and active transport, discouraging through-traffic. The plan includes improvements to public transport services and access, with a focus on reliability and accessibility for all, including DDA-compliant infrastructure.

Theme 3 of the draft UDF addresses transport considerations and comprises four objectives. Stantec supports each of these objectives. A review of these objectives is set out below.

Table 3.1 – UDF Theme 3: Connected and Accessible Cremorne – Review and Recommendations

Theme 3 Objective	Review and recommendations
3.1 - Creating a highly accessible and well-connected movement network that prioritises sustainable and active transport and discourages through-traffic.	<ul style="list-style-type: none"> • Underpinned by: <ul style="list-style-type: none"> – Streets and Movement Framework – Streets Implementation Plan – Hotspot treatments – Street cross-sections • Stantec supports this methodology. • These elements are reviewed in the following sections. • Alternative solutions are offered in Section 0 of this report.
3.2 - Improving public transport services and access to public transport and to meet the needs of Cremorne's workers, residents and visitors.	<ul style="list-style-type: none"> • Significant improvements are needed to the cross-river connection to South Yarra Station and enabled within the precinct itself (Green Street). This should be detailed as an action to improve public transport access. • Amend Action 3.2.2 to remove or amend the statement advocating to "increase train services at East Richmond Station". <ul style="list-style-type: none"> – Increased services will require a business case to be produced to support increasing frequencies on the affected train line(s). It is unlikely to be given consideration on the basis of a single train station. – The statement should either apply to Cremorne more generally or be removed. • These improvements go hand in hand with walkability.
3.3 - Delivering a safe and attractive local cycling and pedestrian network which connects strategic corridors, major trails and key destinations.	<ul style="list-style-type: none"> • Reorder objectives – Renumber this objective to Objective 3.2. A good walking network enables good access to public transport. • Green Street connectivity as a parallel route to Church Street. • Enabled by a series of improvements, including wider footways, more crossing points, more bicycle facilities and upgrades to rail underpasses.
3.4 - Reducing off-street car parking requirements to promote more sustainable modes of transport.	<ul style="list-style-type: none"> • The Cremorne Enterprise Precinct – Parking Controls Review could be a separate planning scheme amendment now to get reduced car parking rates into the planning scheme. • Should be supported by bicycle parking and end of trip requirements within the same planning scheme ordinance, either as part of decision guidelines or through an incorporated document. Further detail on bicycle parking considerations is provided in Section C.6 of this report.

3.2 Network Plans and Cross-Sections

Various actions are proposed to achieve the objectives as part of the Streets and Movement Framework (UDF Figure 18) and the Streets Implementation Plan (UDF Figures 19 to 21).

Actions include:

- Implementing a 30km/h speed limit (at most) within the precinct
- Advocating state transport agencies for changes to the transport network, including increased public transport frequencies and changes to arterial road intersections

- Upgrading pedestrian and cycling access to the precinct, and reallocating road space within the precinct for these travel modes
- Reducing off-street car parking requirements to promote sustainable transport.

The network plans are supported by street cross-sections showing the potential road space allocation at key locations.

The plan is for wider footways and cycling facilities on key internal road links, supported by local streets. It is clear these changes will contribute to achieving the transport vision for the precinct. Table 3.2 sets out key recommendations.

Table 3.2 – High-level recommended changes to the UDF transport network plans and street-cross sections

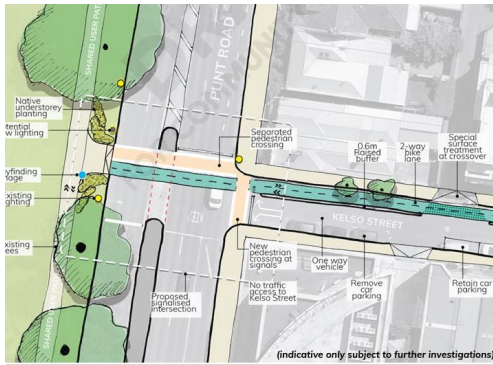
UDF Aspect	Recommendation	Comment
Streets and Movement Framework	<ul style="list-style-type: none"> • Declutter the diagram 	<ul style="list-style-type: none"> • Remove green and blue lines that highlight the local east/west street network and walking and cycling links. These roads all have low enough traffic that they can all be mixed/shared streets. • Highlight Green Street as a key north-south walking and cycling link from Swan Street to the Yarra River (and onward to South Yarra Station).
Streets Implementation Plan	<ul style="list-style-type: none"> • Remove the modal filter (street closure) at the Cremorne Street/Kelso Street intersection. 	<ul style="list-style-type: none"> • This proposal saw the least community support. • It is not clear why this is necessary, and it potentially creates other unintended issues, see further discussion on the hotspots below.
	<ul style="list-style-type: none"> • Remove the "Option B" Alternative Streets Implementation Plan 	<ul style="list-style-type: none"> • While signalling Kelso Street and Punt Road needs DTP support, an alternate option is not necessary. Upgrades to the road network are not fully dependent on this hotspot. • If it is retained, be clear that the alternative is not equal to the preferred option as it does not provide traffic relief to Cremorne Street.
	<ul style="list-style-type: none"> • Show required cycling infrastructure on Punt Road 	<ul style="list-style-type: none"> • Show a shared user path (SUP) on the western side of Punt Road. • Show requirement for a priority crossing of the CityLink off-ramp to connect the path network along the west side of Punt Road.
	<ul style="list-style-type: none"> • Correct the errors in Figure 21 	<ul style="list-style-type: none"> • Signalised intersections are shown in the middle of the precinct, where none are proposed.
Cross-sections	<ul style="list-style-type: none"> • Show dimensions 	<ul style="list-style-type: none"> • While understandable that cross-sections are generic, the use of dimensions adds credibility to demonstrate the proposals are workable.

Source: Stantec

3.3 Hotspot Treatments

The UDF includes concept designs for five hotspots within Cremorne and at its edges. The proposed concept designs have been extracted from the UDF and are shown in Figure 3.1 to Figure 3.5. Our comments are noted below each. Further consideration of Hotspots, and recommended changes, is provided in Section 4.6.

Figure 3.1 – Hotspot 1 - Kelso Street and Punt Road intersection



Issues and opportunities

- Relocates traffic exiting the precinct away from the Swan Street/Cremorne Street intersection.
- Enables reprioritisation of road space elsewhere
- Elevates cycling to and from the precinct
- Creates greater walking and cycling connectivity
- Requires a shared user path along the western side of Punt Road
- Re priority crossing of the CityLink off-ramp (not shown)
- Needs modelling to gain DTP support

Figure 3.2 – Hotspot 2 - Cremorne Street and Kelso Street intersection



Issues and opportunities

- Move this to Hotspot 3 to draw a clearer link between the intersection Hotspot proposals at Punt Road and Swan Street.
- Possibly assists known west-to-east through-traffic route
- Not clear how Cremorne Street can operate as two-way up to the modal filter
- Parking is redundant on one side as there is nowhere to turnaround
- Consider alternatives to reduce through-traffic such as a local narrowing and "give-way to oncoming traffic" (also known as pinch points).
- It cuts off use of the proposed Kelso Street signals for a significant proportion of the precinct, undermining its purpose.
- Consider extending the raised table at this intersection to provide enough width for zebra crossing points.

3.3.1 Support for signalising the Punt Road/Kelso Street intersection¹³

The addition of traffic signals at Kelso Street could provide considerable additional exiting capacity for the Cremorne Precinct. The signals will add to exiting capacity for vehicles leaving the precinct, specifically those that currently turn left via Swan Street/Cremorne Street and then right onto Punt Road or onward to Olympic Boulevard.

As part of the referral of the Richmond Maltings site Stage 1A permit application, the VicRoads (now DTP) response letter included a stance of 'No Objection' (VicRoads/DTP reference 14209/15). The response, however, included the following comments in respect of the signalisation of Punt Road/Kelso Street:

"Mitigating options should include the installation of a new traffic signal at the intersection to provide safe operation at the site and manage the impact of the additional traffic generated by the development."

The signalisation of the Punt Road/Kelso Street intersection would clearly provide a benefit for the Cremorne precinct by increasing/relocating exiting vehicle capacity to enable road space reallocation at and around the Swan Street/Cremorne Street intersection. This can be combined with better bicycle and pedestrian crossings at Punt Road to deliver increased connectivity for people walking and cycling.

¹³ Adapted from the Transport Impact Evidence of expert witness John Kiriakidis for VCAT No. P1969/2015, Part of the Land at 2 Gough Street, Cremorne. Further context has been added in relation to traffic capacity relocation/reallocation and increased pedestrian and cycling connectivity proposed as part of the UDF.



Figure 3.3 – Hotspot 3 - Cremorne Street and Swan Street intersection



Issues and opportunities

- Move this to Hotspot 2 to draw a clearer link between this intersection and the Hotspot 1 proposals at Punt Road/Kelso Street.
- Evident there is an issue at this location with high pedestrian volumes between the station and Cremorne Street.
- DDA issues at the corner of the Precinct Hotel
- Footway level issues on both sides of the road east of Cremorne Street
- Requires DTP and Yarra Trams buy-in/support
- Needs modelling to gain DTP support.
- Need to avoid negatively impacting tram journey times.
- Consider widening existing cross-points
- The exit point at Kelso Street will reduce the left-turn demand at Swan Street. The left-turn onto Swan Street could be banned.

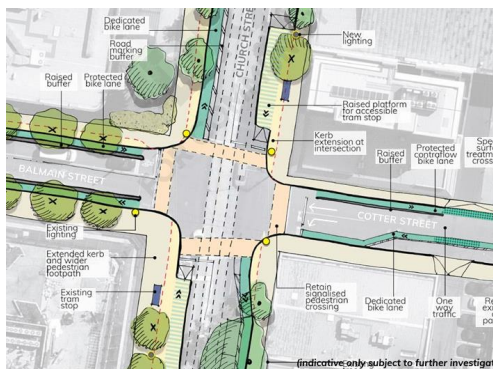
Figure 3.4 – Hotspot 4 - Balmain Street, west of the underpass



Issues and opportunities

- The underpass is unattractive, unsafe and discourages active travel movement.
- Traffic volumes and vehicle speeds are still high
- A fully shared space is not likely to be safe.
- Steps need to be taken to reduce traffic use and deal with the barrier effect caused by the underpass.

Figure 3.5 – Hotspot 5 - Balmain Street and Church Street intersection



Issues and opportunities

- Clear benefits for cyclists, pedestrians and tram users
- Parking removal is needed.
- Requires DTP and Yarra Trams buy-in/support.



3.4 Ways to clarify and strengthen the UDF

Recommendation # 1 - Make minor structural changes to clarify and strengthen the UDF

The transport aspects of the UDF could be strengthened in the following ways, based on the above review:

- Consider the sequential order of hotspot treatments and why they are needed
- Place the walkability objective (currently 3.3) above the public transport objective (currently 3.2)
- Provide a roll-out of measures (short, medium and long-term)
- Consider other minor recommendations made in this section of the review.



4. Options Development

4.1 Options Context

While the improved walkability of the precinct is the clear priority, suitable cycling facilities are also necessary to support the increased demand by people cycling.

It is noted in Section 2.3 that walking trips are expected to grow to more than 50% of travel activity within Cremorne by 2031. This is due to public transport trips being walking trips between stations and destinations within the precinct. Journeys that are part walking are anticipated to exceed 35,000 people trips daily (17,500 people entering and leaving)

By contrast, bicycle trips represent approximately 6% of trips within the precinct by 2031 compared to 4% in 2021. This equates to approximately 4,000 bicycle trips per day (2,000 people entering and leaving), an increase of approximately 2,400 bicycle trips per day¹⁴.

The development of recommendations is based on the following process (see Section 2.5 for further detail).



In consultation with City of Yarra officers, we have recommended a series of transport network interventions that are deliverable over time, with increasing emphasis on walking and cycling priority over car-based travel over the roll-out period.

Short, medium and long-term recommendations have been developed for flexibility of implementing options at different times, as funding becomes available (and not necessarily in the order set out in the UDF).

4.2 Best Practice Solutions

A review of best practice solutions relevant to the Cremorne precinct is provided in B.5. The following topics are included:

- Low-traffic neighbourhoods (Section C.1) – the principles have been adopted throughout this review.
- Managing parking supply and loading zones (Section C.2) – provided for information.
- Ride Hailing Services (Section C.3) - provided for information.
- Car Share (Section C.4) – see Section 5.1 for recommendations.
- Bicycle Facilities (Section C.5) – the principles have been adopted throughout this review.
- Bicycle Parking (Section C.6) – see Section 5.15.1 for recommendations.

¹⁴ Data note: Stantec analysis using 2021 estimates based on 2016 Census travel to work data applied to 2021 Census residential and workplace populations. 2031 resident population derived from Forecast id. Worker population figures are Council officer estimates and are indicative only.



4.3 Options Toolkit

Design treatments can be applied to the layout of local streets. These measures permit traffic but aim to reduce vehicle speed, reduce road space dedicated to car use and prioritise active travel.



Narrow Lanes

Narrow lanes reduce vehicle right of way and reprioritise road space for non-vehicle modes

- 3.0m maximum width for a single lane on local streets, less width where possible.



Tight Corner Radii

By tightening corner radii, we can reduce vehicle speeds, reduce pedestrian crossing distances and create compact intersections.

- 4.0m radius or less at intersections.
- Make intersections safer for pedestrians.



Buildings and Trees

Trees and continuous activated facades create the sense of an urban environment for people and not a highway for cars.

- Reduce vehicle crossovers
- Plant appropriate trees



Gateway Treatments

Alert drivers that they are entering a changed speed zone and should lower their speed.

- A variety of measures can be used, such as those listed on this page.
- Use gateway intersection treatments where local streets meet external roads.



Pinch Points

Midblock road narrowing with priority to oncoming vehicles.

- Combine with a pedestrian crossing to shorten crossing distances.
- Alternate vehicle directional priority over successive locations.



Diverters and Modal Filters

Reduce overall traffic volume and cut speeds by eliminating through-traffic.

- Use modal filters to wholly prohibit all but essential vehicle movement through pedestrian priority areas.

Source: NACTO, Global Designing Cities Initiative

4.4 Network Level

Recommendation # 2 - Deliver streetscape improvements in stages to realise benefits early and maximise value for money

- Short Term | Remove traffic and reduce speeds
- Medium Term | Relocate vehicle capacity and reorient road space around people walking and cycling
- Long Term | Build the aspirational walking and cycling network

4.4.1 Short Term | Remove traffic and reduce speeds

Recommendation # 3 - Reduce through-traffic by implementing a series of pinch points on key routes

Reduce through-traffic by implementing a series of pinch points on key routes within the precinct that have been identified as problematic (see Section 2.1.4)

Locate pinch points at or close to the locations shown in Figure 4.1. Provide less priority to oncoming traffic in the east-west direction to deal with the predominant through-traffic routes.

This supports the use of shared car-bike streets in Cremorne by reducing traffic volumes, particularly through-traffic, which is known to travel at higher speeds than destination traffic. This has a magnifying effect on the safety and comfort outcomes for people walking and people cycling, in particular:

- Less traffic/less congestion and lower vehicle speeds
- Creates crossing opportunities
- Some parking loss to kerb build-outs.



Pinch points can be implemented in a temporary manner while allowing people on bicycles to pass, or even incorporating crossing opportunities, see Figure 4.2.

Figure 4.1 – Indicative pinch point locations on Balmain Street, Cremorne Street, Kelso Street, and Gough Street



Source: OpenStreetMap Contributors, edited by Stantec

Figure 4.2 – Pinch point layout options



Source: BikePortland [Link](#)

Source: Google - Redan Road, Caulfield North

Source: NACTO, Global Designing Cities Initiative



Recommendation # 4 - Commit to establishing Cremorne as a low-speed traffic precinct.

Reduce vehicle speeds to deal with residual interactions between people walking and cycling and people driving cars. Implement a 30km/h zone across Cremorne to support the effectiveness of other traffic management.

Low traffic speeds have the following benefits¹⁵:

- Reduce the speed gap between cars and people walking and cycling.
- Significantly reduces deaths and injuries.
- Less noise and air pollution.
- Enables **shared road space** between cars and people cycling, even at **higher traffic volumes**.
- Supports a shift to walking and cycling.
- Locals face less congestion when they travel by car as it discourages through-traffic.
- 65% of the community already supports this change in Cremorne¹².



Recommendation # 5 - Trial pop-up versions of medium- and long-term measures

Find out what works and what doesn't by conducting temporary trials, including:

- Temporary bollards and removable line paint to create treatments
- Use planter boxes to hold signs to increase regulatory compliance and add credibility/legitimacy
- Create pinch points, kerb build-outs, protected bike lanes and crossings

These are low-cost measures that can be implemented using semi-permanent materials that gain greater coverage for the same cost as a smaller permanent scheme.

Figure 4.3 – Modal filter trial with pole-mounted signage anchored in planter boxes



Source: Image by Jack Fifield, CC BY 2.0, [Link](#)

Figure 4.4 – Pinch point trial on a local street using sandbags to create the kerb build-out



Source: Image by MRSC [Link](#), edited by Stantec

4.4.2 Medium Term | Relocate vehicle capacity and reorient road space around people walking and cycling

Recommendation # 6 - Deliver the street network using the recommended street cross-sections and hotspot improvements.

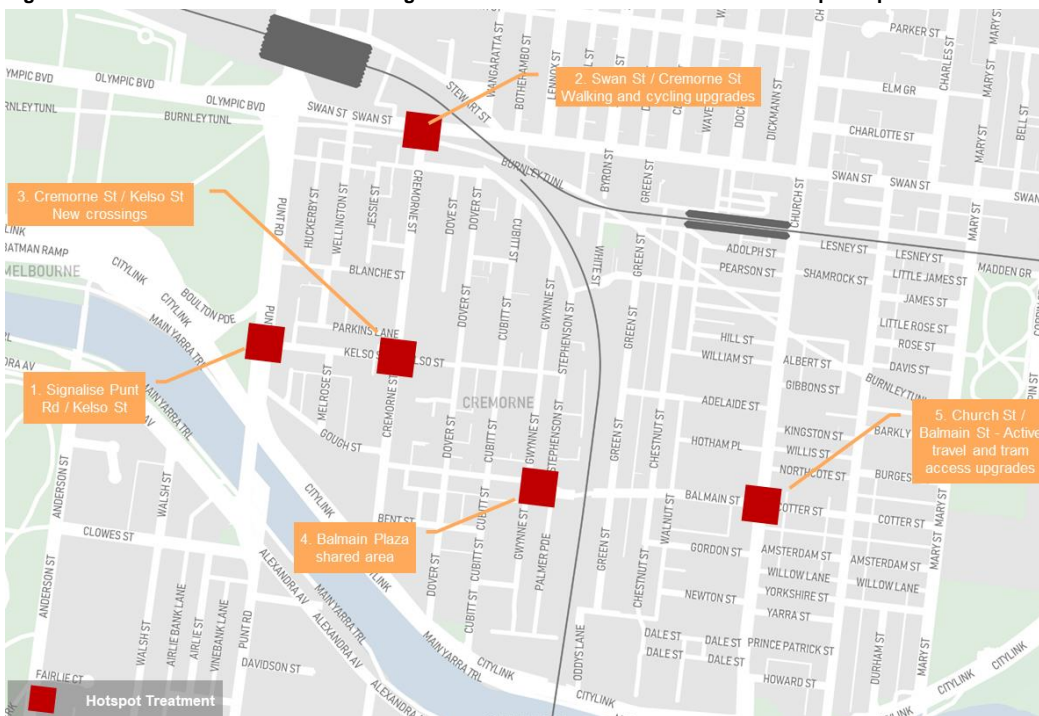
- Reorder hotspots for the reasons set out in Section 0 of this report.
- Relocate vehicle capacity by signalling the Kelso Street/Punt Road intersection.
- Reallocate road space to people walking and cycling by replacing parking on key streets using the recommended cross-sections – see Section 4.5.
- Implement Hotspot treatments as recommended in Section 4.6. The order of delivery can be based on funding availability.

¹⁵ More info at thanksfor30.com.au/why-30kmh



- Improve access to Richmond, Richmond East and South Yarra Stations to better connect Cremorne with key transport hubs. These improvements will have wider connectivity benefits for the Swan Street Precinct and cross-river access.

Figure 4.5 – Deliver the street network using the recommended cross-sections and hotspot improvements



Source: OpenStreetMap Contributors, edited by Stantec

4.4.3 Long Term | Build the aspirational walking and cycling network

Recommendation # 7 - Reallocate road space to walking and cycling by closing rail underpasses to at least one direction of traffic.

Build on work completed by Ratio¹⁶ to deliver two-way bikeways along Cremorne Street, Balmain Street and Kelso Street, which will be connected via low-traffic streets in the heart of Cremorne. These bikeways will connect to external arterial roads at Swan Street, Church Street, Punt Road and the strategic bike network.

- Reallocating one direction of traffic under the Balmain Street and Dunn Street rail underpasses to create spaces for people walking and cycling – removing two significant uncomfortable and unsafe barriers to these travel modes.
- Supported by implementing one-way sections of street and removal of parking, see Figure 4.8.
- Further reduces through-traffic convenience by making streets serve a local access function.
- Actively encourages cycling as a primary choice rather than simply being a secondary mode or "car alternative".
- Traffic movements will re-route or use other streets due to the closure of one direction of travel in the underpasses.
 - This will be balanced by fewer through-traffic routes, traffic calming works and a lower speed limit. So while an increase in traffic on some streets could occur, it is expected to be less than would be the case if existing traffic simply re-routed.
- Local vehicle routes may be less direct and some routes will change.
 - This will be balanced by less through-traffic and better local access for people walking and cycling.
 - Local streets for local people as the proportion of local road users will be greater as through-traffic is discouraged.

¹⁶ Cremorne Pop-up Bike Lanes & One Way Traffic Loop, Ratio Consultants [\[Link\]](#)

- Can combine with shared areas on minor streets within the precinct as traffic volumes are, by and large, quite low when away from the connector road network. These streets are often lined with parked cars on both sides. Parking would need to be removed from one side – swapping sides at certain locations is possible – to provide comfort for people walking and cycling in a shared environment with vehicles. This way, they have the option to step to the side to allow vehicles to pass, rather than being uncomfortably penned-in by parked cars.

Figure 4.6 – Existing Balmain Street Underpass



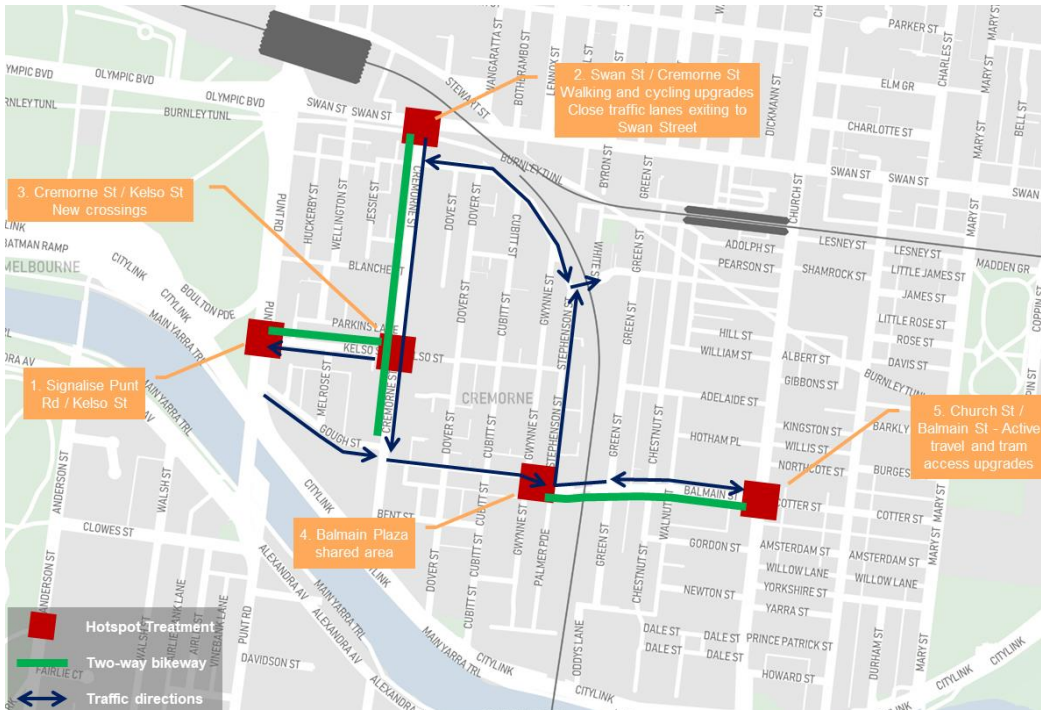
Source: Google Maps

Figure 4.7 – Example of partial underpass closure



Source: Belvedere Road, Southbank, London - Image by Google Maps

Figure 4.8 – Long-Term Bicycle Network, Street Direction and Hotspots



Source: OpenStreetMap Contributors, edited by Stantec

4.5 Cross-sections

Recommendation # 8 - Make changes to street cross-sections to tie-in with the amended movement network changes.

Street cross-sections have been considered and prepared for key locations within the precinct. Recommendations are set out in Appendix A, which includes:

- Cross-section locations (see Figure A.1).
- Pictorial diagrams showing road space reallocation in existing and proposed stages of change.



- An assessment of relative change in modal priority on a high/medium/low scale.
- Commentary on recommended changes and other interventions.

4.6 Hotspots

Recommendation # 9 - Make changes to the hotspot concept plans to tie-in with the amended movement network changes.

Proposed and potential alternative hotspot concepts and minor changes to current UDF concepts have been considered and prepared for key locations within the precinct – ensuring that the key changes are viable to support medium-term delivery. Further plans can be developed for the long-term potential of incorporating a two-way bikeway, where necessary, noting there are no apparent reasons that would prevent this from occurring based on current road layouts.

Recommendations are set out in Appendix B, a summary of which is set out below. The review includes:

- Concept plans showing road space reallocation in existing and proposed stages of change.
- An assessment of relative change in modal priority on a high/medium/low scale
- Commentary on recommended changes and other interventions.

Table 4.1 – Recommended Changes to UDF Concept Plans^[1]

Location	Current UDF Plans	Stantec Proposed Concept Plan
1 - Punt Road/Kelso Street	<ul style="list-style-type: none"> • Generally sufficient for long-term use. • Note this creates a need to get the Punt Road path designated as a shared user path (SUP). • A priority crossing of the CityLink off-ramp is required. 	<ul style="list-style-type: none"> • An alternative option is proposed that is suited to medium-term plans but also fits in with long-term delivery. • Also creates a requirement for a SUP designation on the west side of Punt Road and CityLink off-ramp priority crossing.
2 - Swan Street/Cremorne Street	<ul style="list-style-type: none"> • Changes are recommended per the proposed concept plan in Appendix B. 	<ul style="list-style-type: none"> • Introduce scramble crossing. Widen and realign pedestrian crossings along desire lines. • Provide better cycling facilities at the intersection • Leverage Punt Road/Kelso Street signals and reduce to one lane exiting Cremorne Street out onto Swan Street. • Further plans can be developed for the long-term potential of incorporating a two-way bikeway.
3 - Cremorne Street/Kelso Street	<ul style="list-style-type: none"> • Changes are recommended per the proposed concept plan in Appendix B. 	<ul style="list-style-type: none"> • Remove modal filter • Remove kerb build-outs into Cremorne Street (may be abortive if a 2-way bikeway is introduced in future).
4 – Balmain Plaza	<ul style="list-style-type: none"> • Changes are recommended per the proposed concept plan in Appendix B. 	<ul style="list-style-type: none"> • Minor changes: <ul style="list-style-type: none"> – Narrow roadway to 5.5m opposite Cherry Tree Hotel – Remove centreline • Long-term <ul style="list-style-type: none"> – Close one side of the underpass to eastbound traffic. Reallocate space to walking and cycling. • Enabling true shared space in the heart of the plaza by requiring all westbound traffic to turn into Stephenson Street.
5 – Church Street/Balmain Street/Cotter Street [2]	<ul style="list-style-type: none"> • Changes are recommended per the proposed concept plan in Appendix B. 	<ul style="list-style-type: none"> • Changes focused on delivering DDA-compliant tram stops and better bicycle facilities on all approach roads. • Further plans can be developed for the long-term potential of incorporating a two-way bikeway.

Source: Stantec

[1] Note the order of Hotspots has been changed to reflect earlier recommendations made in this review.

[2] Not formally considered in Appendix B due to overall suitability for the medium-term.



5. Other Considerations

5.1 Car share

A review of car share is provided in B.5 Section C.4. Demand for car share will likely evolve over time, including spatially (some locations will be more popular than others).

Car share companies are commercial operations. If the terms of the sale/lease of the parking space are attractive to both the car share company and the property owner, this creates a market for this type of parking. It would be wasteful to provide parking for a market that does not exist. Therefore, a specific rate of car share is not required.

Social car sharing may see more widespread adoption. This type of car share does not need any more parking than what is already provided. This creates a level of uncertainty as to the future prevalence of commercial car share.

Recommendation # 10 - Car share spaces to be provided based on market demand

Consideration of car share can be implemented in the *Parking Plan* (parking layout) clause of the Parking Overlay and its associated decision guidelines.

On-street car share provision should continue to be provided in accordance with the City of Yarra Car Share Policy.

5.2 Planning for people with disabilities

Around 1 in 6 people in Australia have a disability¹⁷. The streetscape should be designed to be wheelchair friendly, with pram ramps and tactile ground surface indicators provided at crossing points, together with convenient alternative routes in areas where adverse gradients cannot be directly mitigated.

These users are often unable to avoid the use of the private motor vehicle and have the need to park closer to their destination. The allocation of both on and off-street parking should be prioritised so these users have a sufficient amount of conveniently located car parking spaces.

In Victoria, approximately 320,000 people with disabilities need a parking permit. Given there are approximately 4,000,000 issued driver's licences in Victoria, the number of permits for people with disabilities is approximately 8% of all drivers.

Car parking in Cremorne is expected to be provided at lower levels than historical norms. So if the amount of parking is decreasing, and the number of people with disabilities that need car access stays the same, the amount of DDA-compliant parking needs to go up in percentage terms.

Heightening awareness of the availability of parking permits for this user group will also lead to greater uptake and the need for further parking provision.

Recommendation # 11 - Update the Cremorne Enterprise Precinct – Parking Controls Review to give greater consideration to the parking needs of people with disabilities

This can be implemented in the *Parking Plan* (parking layout) clause of the Parking Overlay and its associated decision guidelines.

5.3 Other on-street parking management considerations

A review of the following on-street parking aspects is provided within the best practice solutions review in B.5.

- Managing parking supply and loading zones (Section C.2) – provided for information.
- Ride Hailing Services (Section C.3) - provided for information.

Further consideration of these needs could be addressed through a Parking Precinct Plan or Parking Management Plan. No specific recommendations on these aspects are made in this report.

¹⁷ People with disability in Australia, Australian Institute of Health & Welfare, Oct 2020 [\[Link\]](#)



5.4 Bicycle parking

Bicycle travel can be used to replace many short-distance car trips that are beyond a casual walking distance, i.e. beyond 1km. Bicycle storage is normally separately planned where space is at a premium and access can be problematic (apartment buildings); however, consideration should be given to how people can own different types of bicycles to suit different everyday needs.

A review of bicycle parking provision best practice is provided in B.5 Section C.6.

Recommendation # 12 - Clear minimum bicycle parking and end-of-trip facilities for commercial premises and multi-unit residential buildings

Bicycle Parking

Description	Long-Stay Bicycle Parking	Short-Stay Bicycle Parking
Dwelling ^[1]	1 space per 1 or 2-bedroom dwelling 2 spaces per 3-bedroom dwelling 1 space per bedroom for dwellings with no car parking	2 spaces per 5 dwellings
Office ^[2]	0.45 spaces per 100sqm GFA	0.05 spaces per 100sqm GFA
Retail Premises ^[2]	0.1 spaces per 100sqm NFA	0.4 spaces per 100sqm NFA

[1] This policy applies to multi-unit residential buildings (of 3+ dwellings), irrespective of the number of storeys.

[2] Rate based on mode share of 10% travel by bicycle as set out in Austroads, 2016³⁰ and BESS standards that are adopted by Council.

End-of-Trip Facilities

End-of-trip facilities are to be provided in accordance with Planning Scheme Clause 52.34 or as otherwise recommended by an ESD consultant. Such facilities should be provided at locations that are convenient and designed using CPTED principles. It is not necessary to set out additional rates of provision in this strategy.

The quantification of end-of-trip facilities should be based on the number of bicycle parking spaces being delivered and not a lesser amount, such as a statutory minimum requirement.

End-of-trip facilities are to be provided with a dedicated area to clean and repair bicycles, where practical to do so. This will encourage the continued use and maintenance of bicycles in a convenient location.

Implementation

This recommendation can be implemented using the following means:

- Planning condition that makes reference to the UDF
- A Schedule to the Parking Overlay (via decision guidelines referring to the UDF, rather than explicit requirements in the overlay itself, making this a secondary means of implementation).



6. Recommendations

6.1 Summary of Issues

Stantec has conducted a review of the Cremorne Urban Design Framework. This has included a review of existing transport conditions, anticipated future transport demands, and the proposed interventions in the UDF to accommodate those demands. The findings of this study are:

- Cremorne is a growing suburb that is surrounded by state-level strategic transport links for all modes of travel. It is, however, poorly connected to those networks, and the internal streets are narrow and built for cars and parking.
- Cremorne is bordered by busy arterial roads, with limited connections to those roads. High traffic demands on the arterial road network contribute to a through-traffic problem within the precinct. Through-traffic detracts from the success of Cremorne.
- Transport demands are expected to greatly increase, particularly for public transport, due to the anticipated increase in residential and worker populations in the precinct.
- Public transport trips translate to walking trips within the precinct. Walking trips are expected to account for more than half of all trips in Cremorne. Cremorne has excellent walkability potential. The opportunity lies in bringing the physical walking network up to a standard that matches the theoretical walkability measure of the precinct.

6.2 Recommendations

The following approach is recommended to address these issues and meet the evolving needs of Cremorne:



This has led to the following recommendations. Other minor recommendations are made throughout this report.

- **UDF Structure and Staged Delivery**
 - Recommendation # 1 - Make minor structural changes to clarify and strengthen the UDF.
 - Recommendation # 2 - Deliver streetscape improvements in stages to realise benefits early and maximise value for money
- **Short Term**
 - Recommendation # 3 - Reduce through-traffic by implementing a series of pinch points on key routes.
 - Recommendation # 4 - Commit to establishing Cremorne as a low-speed traffic precinct.
 - Recommendation # 5 - Trial pop-up versions of medium- and long-term measures.
- **Medium Term**
 - Recommendation # 6 - Deliver the street network using the recommended street cross-sections and hotspot improvements.
- **Long Term**
 - Recommendation # 7 - Reallocate road space to walking and cycling by closing rail underpasses to at least one direction of traffic.
- **Streets and Hotspots**
 - Recommendation # 8 - Make changes to street cross-sections to tie-in with the amended movement network changes.
 - Recommendation # 9 - Make changes to the hotspot concept plans to tie-in with the amended movement network changes.
- **Other Recommendations**
 - Recommendation # 10 - Car share spaces to be provided based on market demand.
 - Recommendation # 11 - Update the Cremorne Enterprise Precinct – Parking Controls Review to give greater consideration to the parking needs of people with disabilities.
 - Recommendation # 12 - Clear minimum bicycle parking and end-of-trip facilities for commercial premises and multi-unit residential buildings.



Appendix A. Cross-section Recommendations



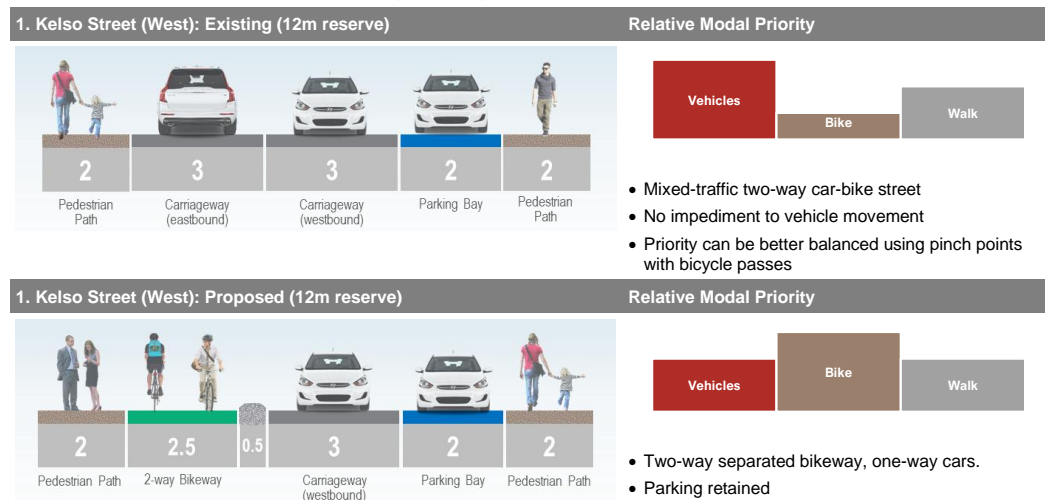
A.1 Street Cross-sections

Figure A.1 – Cross-section Locations



Source: OpenStreetMap Contributors, edited by Stantec

A.1.1 1 – Kelso Street (west)



A.1.2 2 – Kelso Street (east)

2. Kelso Street (East): Existing (6.5-8m reserve)

Relative Modal Priority

- Narrow footways
- Car dominant

2. Kelso Street (East): Proposed (6.5-8m reserve)

Relative Modal Priority

- Wider footway with a bike lane
- One-way traffic **westbound** to feed toward Kelso Street signals – shared car-bike lane.
- Could optionally be two-way traffic in a 5.5m wide shared car-bike carriageway where width permits

A.1.3 3 – Cremorne Street

3. Cremorne Street: Existing (14.5m reserve)

Relative Modal Priority

- Streetscape is dominated by cars and parking.

3. Cremorne Street: Proposed medium-term (14.5m reserve)

Relative Modal Priority

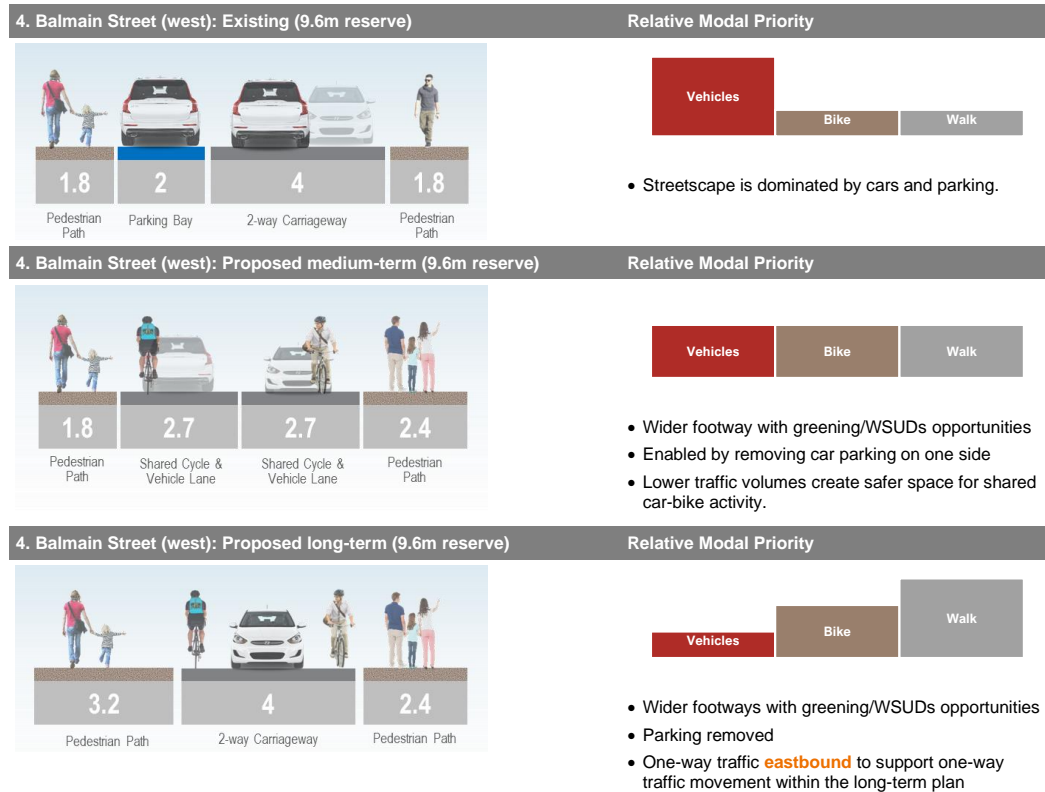
- Wider footways with greening/WSUDs opportunities
- Enabled by removing car parking on one side.
- Lower traffic volumes create safer space for shared car-bike activity.
- Remove the centre line better enable drivers to pass cyclists. The centre line can make drivers feel uncomfortable passing onto the opposite side of the road.

3. Cremorne Street: Proposed long-term (14.5m reserve)

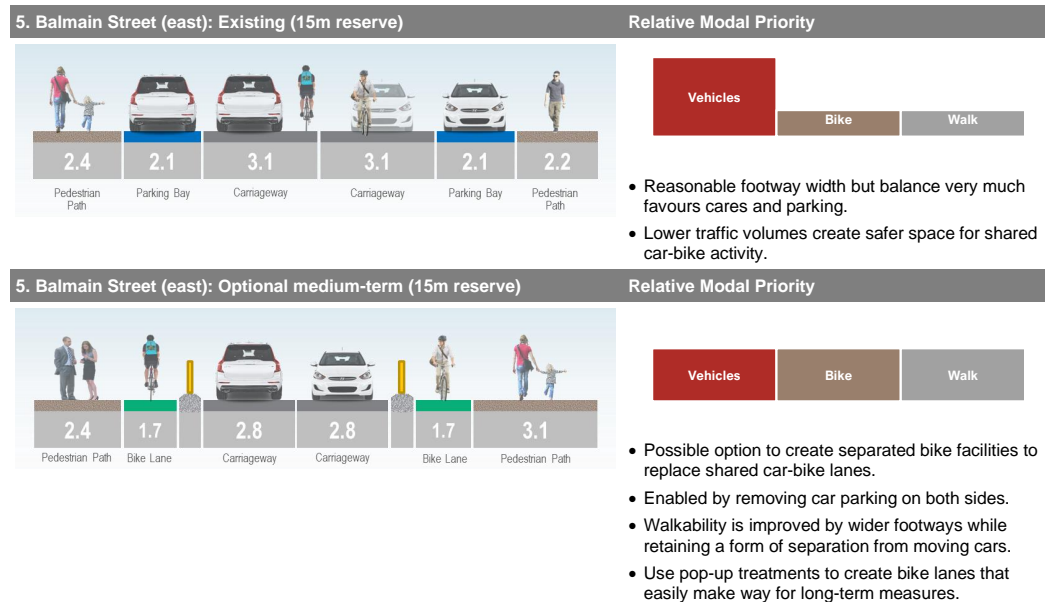
Relative Modal Priority

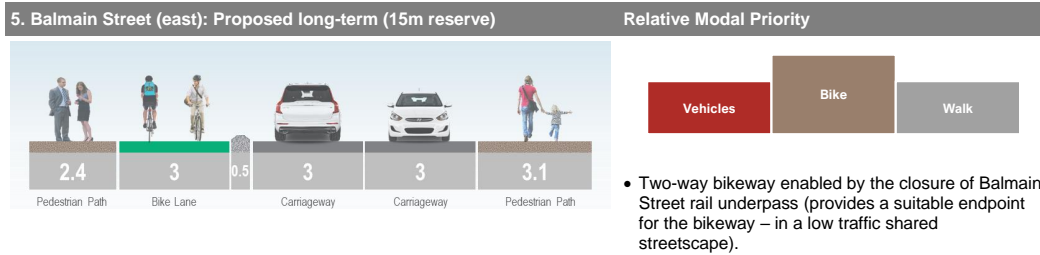
- Two-way separated bikeway, one-way cars.
- Parking retained.
- One-way traffic **southbound** to feed toward Kelso Street signals.

A.1.4 4 – Balmain Street (west)



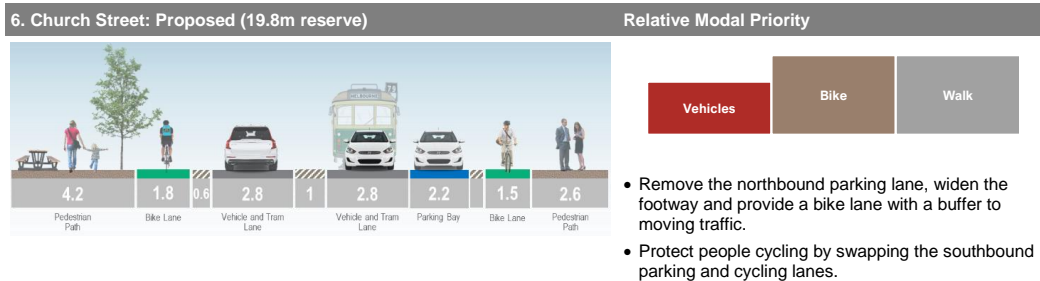
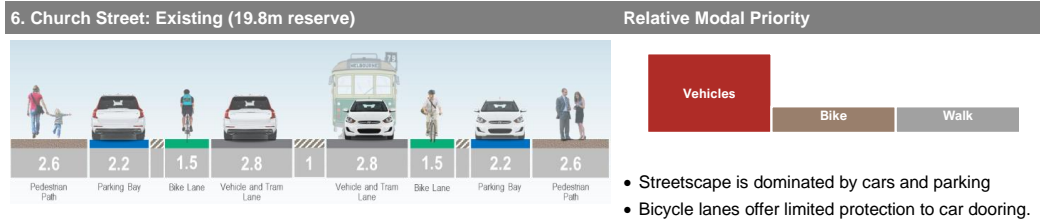
A.1.5 5 - Balmain Street (east)





Source: Images by Stantec

A.1.6 6 – Church Street



Appendix B. Hotspot Options Development



B.1 Punt Road/Kelso Street Intersection

B.1.1 Existing Conditions

Signalising Kelso Street at Punt Road has been historically seen as a solution to get traffic to Punt Road more directly. This option is linked to the Swan St/Cremorne St intersection as it can provide traffic capacity relief to enable urban realm improvement on Cremorne Street.



Source: Nearmap, edited by Stantec

Issues

1. 6-lane road with no crossing facilities on a 450m+ block length
2. Currently left-in/out with limited traffic utility, given other precinct gateways
3. Car parking/vehicle lanes all create expansive impermeable surfaces
4. Lack of designated shared paths
5. No crossing facility at CityLink off-ramp

Opportunities

1. Signalised pedestrian and cycling crossing and allow vehicles exiting to balance Cremorne St traffic use.
2. Advocate for a shared path on the western side of Punt Road linking to the sports precinct and Yarra Trail.
3. Widen pedestrian footpaths and provide Water Sensitive Urban Design (WSUD) beds.
4. Remove vehicle/parking lanes to reduce crossing distances and improve Disability Discrimination Act (DDA) compliance.
5. Priority crossing facility at CityLink off-ramp.
6. Consider 1-way traffic to balance current and future traffic volumes.



B.1.2 Medium Term Option

Signalising this intersection will enable greater connectivity to external walking and cycling links that can provide a key corridor to the adjacent sports precinct and onward to Melbourne CBD.



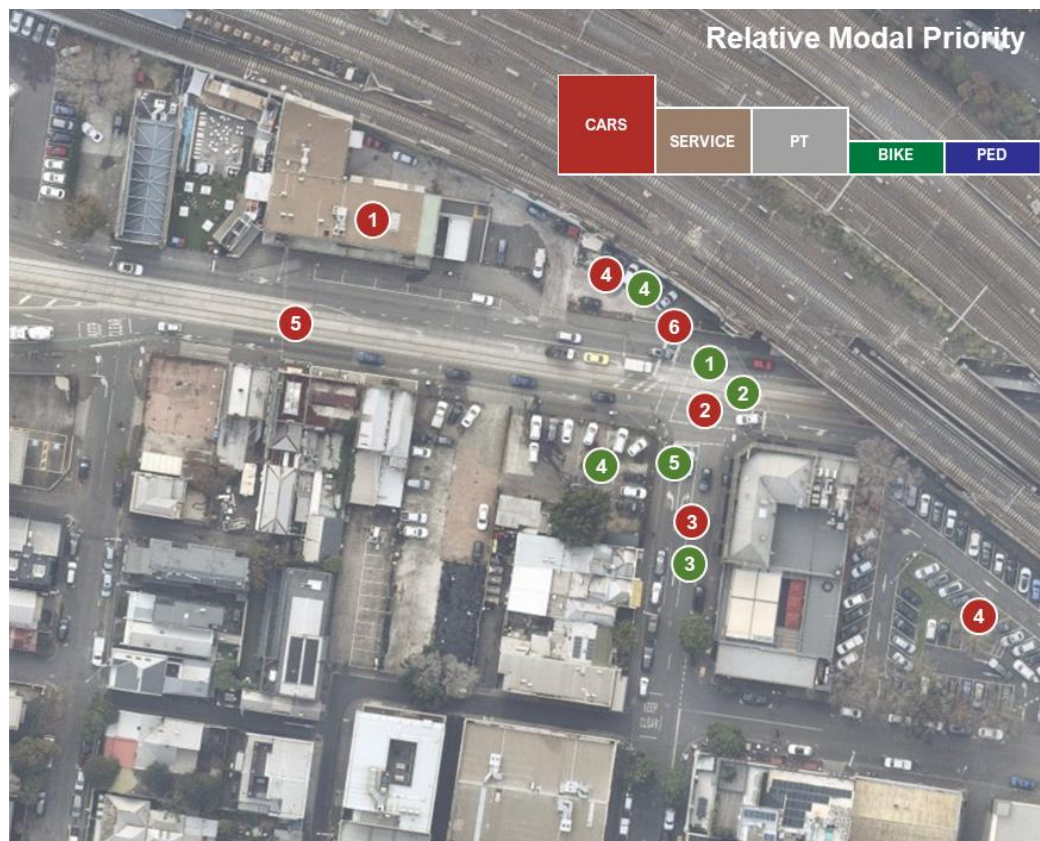
Source: Nearmap, edited by Stantec

Relative Modal Priority	Key Interventions
<div style="display: flex; justify-content: space-around; margin-bottom: 10px;"> <div style="background-color: #c00000; color: white; padding: 2px 5px;">CARS</div> <div style="background-color: #808080; color: white; padding: 2px 5px;">SERVICE</div> <div style="background-color: #808080; color: white; padding: 2px 5px;">PT</div> <div style="background-color: #008000; color: white; padding: 2px 5px;">BIKE</div> <div style="background-color: #000080; color: white; padding: 2px 5px;">PED</div> </div> <p>This intersection is key to balancing traffic use of Cremorne Street and enabling active travel improvements to take place elsewhere. Emphasis is on creating a convenient and safe active transport connection between Cremorne and the sports precinct and the wider shared path network.</p>	<ol style="list-style-type: none"> 1. Signalised intersection to allow all movements exiting Kelso Street and allow pedestrians and cyclists to cross Punt Rd. 2. Shared on-road bike use leading to/from Punt Road crossing point 3. Formalise Punt Road as three lanes southbound. 4. WSUDs/greening opportunities 5. Widen Kelso Street footway to create a gateway feature. Narrow road to one lane, one-way.

B.2 Swan Street/Cremorne Street Intersection

B.2.1 Existing Conditions

This is a key gateway in and out of Cremorne for traffic heading to Punt Road to travel north and west. It attracts significant traffic use along Cremorne Street, which makes it difficult to reprioritise Cremorne Street for walking and cycling.



Source: Nearmap, edited by Stantec

Issues

1. Richmond Station creates sharp high-volume peaks in pedestrian activity, resulting in the unsafe crossing of Swan Street.
2. Lack of bicycle infrastructure and poor environment for people with disabilities
3. Wide cross-section (4 lanes) that prioritises vehicle movement and parking
4. Excessive allocation of public land to car parking creates expansive impermeable surfaces
5. Traffic queuing causes capacity issues for the left turn out of Cremorne St
6. Property accesses constrain crossing placement.

Opportunities

1. Widen existing crossings and place these close to desire lines
2. Dedicated facilities for bicycles to enter and exit Cremorne St
3. Long-term closure of traffic lanes exiting to Swan Street.
4. Remove vehicle/parking lanes to reduce crossing distances and improve DDA compliance.
5. Urban realm enhancements north and southwest of the intersection to create WSUDs beds and larger areas for pedestrians waiting to cross
6. Reduce the need to turn left out of Cremorne St by providing an alternative route at Kelso Street.

B.2.2 Proposed Changes

Creating an improved walking and cycling connection between the train station and Cremorne Street strengthens the link between Cremorne and key external movement networks.



Source: Nearmap, edited by Stantec

Relative Modal Priority	Key Interventions
<div style="display: flex; justify-content: space-around; margin-bottom: 10px;"> CARS SERVICE PT BIKE PED </div> <p>This intersection is constrained by private and state government property ownership on several sides. The emphasis is on creating a convenient and safe active transport connection between the train station and Cremorne Street.</p>	<ol style="list-style-type: none"> 1. Introduce scramble crossing. Widen and realign pedestrian crossings along desire lines. 2. Narrow road width to reduce crossing distances and alleviate some DDA issues. 3. Reduce Cremorne St to one vehicle lane exiting to Swan St. 4. Contemporary bicycle lane layout alongside parking and at the intersection. 5. Investigate land acquisition or swap to reallocate land to enhance the public realm. 6. Seating/WSUDs/greening opportunities

B.3 Cremorne Street/Kelso Street Intersection

B.3.1 Existing Conditions

This intersection is a focal point for pedestrian and vehicle activity. The number of people walking greatly outweighs the number of people driving. LATM treatments are in place but should be refocused to increase walkability.



Source: Nearmap, edited by Stantec

Issues

1. Existing Local Area Traffic Management (LATM) treatments help deal with vehicle use but are not promoting active travel.
2. A wide straight road that promotes vehicle speed
3. Vehicle use will increase if Kelso Street is signalised.
4. Narrow footways and no cycling facilities
5. Few LATM measures along Cremorne Street

Opportunities

1. Remove medium to long-stay parking on Cremorne Street to provide more room for pedestrians and cyclists.
2. Allow bikes to share the road with cars.
3. Reduce vehicle speeds to close the speed difference between bikes and cars (not on page).
4. Use slow points and pinch points to reinforce low vehicle speeds and reduce through-traffic.
5. Increase footway width and provide street entry treatments for cyclists to travel on road.



B.3.2 Proposed Changes

Removing the modal filter that is currently proposed in the UDF will connect the northern part of the precinct to the proposed signals at Punt Road/Kelso Street. Through-traffic can be dealt with by area-wide solutions.



Source: Cremorne UDF, edited by Stantec

Relative Modal Priority	Key Interventions
<div style="display: flex; justify-content: space-around; margin-bottom: 10px;"> <div style="background-color: #c00000; color: white; padding: 5px; text-align: center;">CARS</div> <div style="background-color: #808080; color: white; padding: 5px; text-align: center;">SERVICE</div> <div style="background-color: #008000; color: white; padding: 5px; text-align: center;">BIKE</div> <div style="background-color: #000080; color: white; padding: 5px; text-align: center;">PED</div> </div> <p>This is a key intersection for north-south movement within the precinct. Emphasis is on prioritising active modes while reducing through-traffic opportunities. Further consideration is needed to confirm what size of vehicles need to use this intersection and whether treatments other than a diagonal filter are workable.</p>	<ol style="list-style-type: none"> 1. Extend raised table to include crossing points. 2. Widen footway, remove car parking. 3. Contra-flow bike lane on Kelso Street eastbound, with traffic heading westbound. 4. Set aside the modal filter to allow greater flexibility for future bikeways. Pursue a route-based approach to deal with Cremorne's through-traffic problem. 5. WSUDs/greening opportunities on widened footways.

B.4 Balmain Plaza

B.4.1 Existing Conditions

This focal point for Cremorne is undermined by poor surrounding walking and cycling connections, together with relatively high vehicle volumes and speeds on Balmain Street. Low-traffic neighbourhood principles will provide solutions.



Source: Nearmap, edited by Stantec

Issues

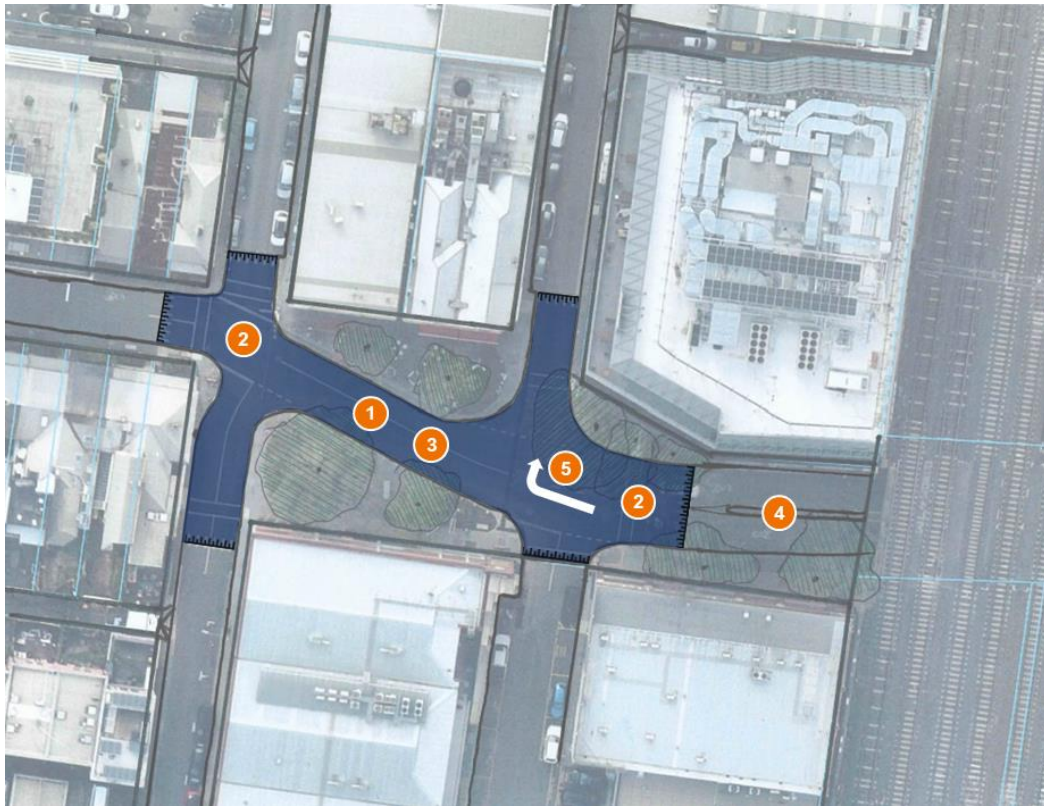
1. Virtually unhindered through-traffic route
2. Value of plaza space is not maximised
3. Underpass is an intimidating environment for pedestrians and cyclists
4. Narrow footpaths and no real cycling facilities.

Opportunities

1. Shared space on side streets.
2. Reduce vehicle speeds to close the speed difference between bikes and cars (not on page).
3. Use slow points and pinch points to reinforce low vehicle speeds and reduce through-traffic.
4. Increase footpath width and provide street entry treatments for cyclists to travel on road.
5. Allow bikes to travel two-way on one-way traffic streets.
6. Potentially close one side of the underpass to traffic and reallocate the space to walking and cycling.

B.4.2 Proposed Changes

The focus of this intervention is to maximise the place value of the plaza area by removing the attractiveness of Balmain Street as a through-traffic route and removing the rail underpass as a barrier to active travel movement.



Source: Nearmap, edited by Stantec

Relative Modal Priority	Key Interventions
	<ol style="list-style-type: none"> Narrow roadway to 5.5m. Simplify the streetscape by removing the centreline and other painted lines on Balmain Street and other side streets. Use a colour-differentiated surface or different surface material such as brick or bluestone to define the plaza streetscape and complement line marking removal. Long-term option to dedicate one side of the underpass to walking and cycling by closing the eastbound direction to through-traffic. Long-term option to require all westbound traffic to turn into Stephenson Street, greatly reducing traffic through the heart of the plaza, enabling true shared space.
<p>A key part of removing through traffic from Balmain Street will be reducing vehicle speeds but also making it difficult for cars to pass straight through Cremorne.</p>	



B.5 Church Street/Balmain Street/Cotter Street Intersection

B.5.1 Existing Conditions

This is an important gateway for Cremorne. It provides connections to regional public transport system along the Church Street and Chapel Street activities centres as well as providing access to the precinct for people walking, cycling and driving.



Source: Nearmap, edited by Stantec

Issues

1. Car parking/vehicle lanes all create expansive impermeable surfaces.
2. No buffer between the bike lane and car doors opening in the parking lane.
3. Few existing bicycle facilities.
4. Narrow crossings and footways.
5. Unpaid parking creates high parking turnover next to Church Street meter parking.
6. Wide straight road encourages vehicle speed.
7. Tram stops are not DDA compliant and are on the approach side of the intersection.

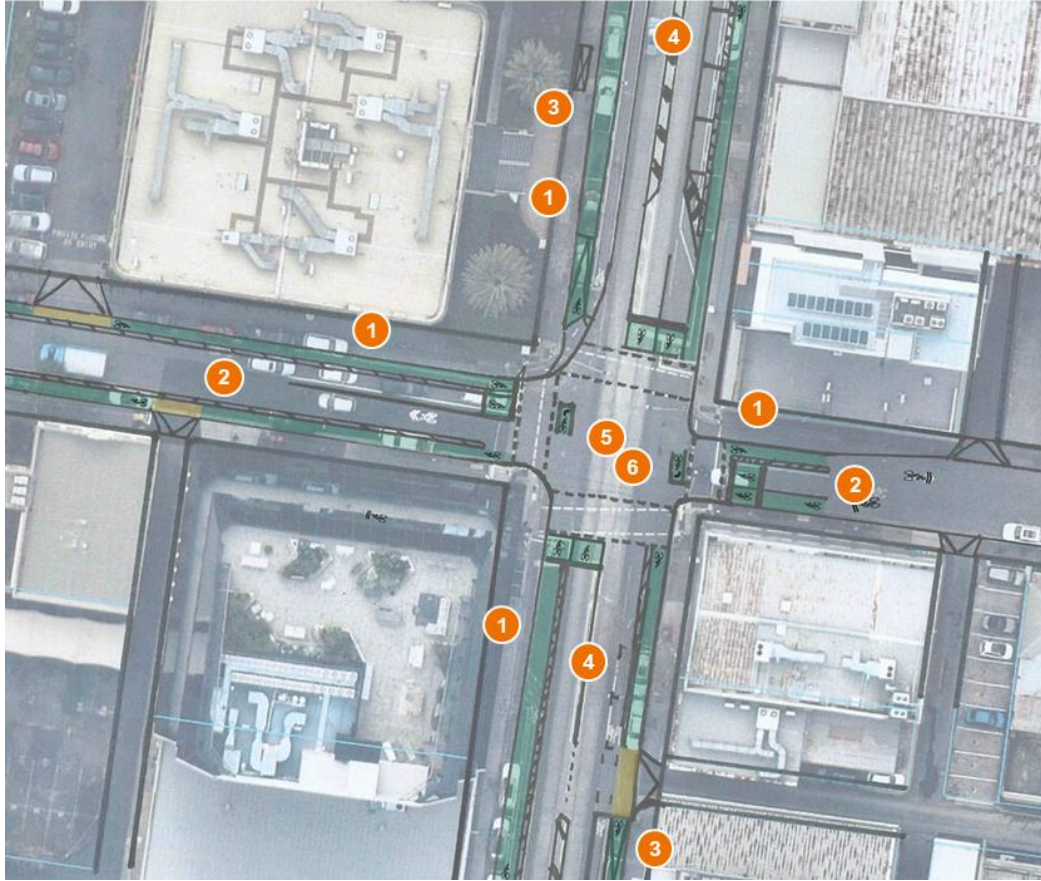
Opportunities

1. Reallocate car parking to provide more room for pedestrians and bicyclists.
2. Increase footway width and provide street entry treatments for cyclists to travel on-road.
3. Use slow points and pinch points to reinforce low vehicle speeds and reduce rat running.
4. Provide contemporary bicycle facilities (even if on-road).
5. Provide DDA-compliant tram stops on the departure side of the intersection.



B.5.2 Proposed Changes

The proposed changes are focussed on delivering more space for people walking and cycling along Balmain Street and Cotter Street. While tram tracks limit how road space can be allocated, removing parking on at least one side of Church Street would provide substantial walking and cycling benefits.



Source: Nearmap, edited by Stantec

Relative Modal Priority	Key Interventions
<div style="display: flex; justify-content: space-around; margin-bottom: 10px;"> <div style="background-color: #c00000; color: white; padding: 2px 5px;">CARS</div> <div style="background-color: #808080; color: white; padding: 2px 5px;">SERVICE</div> <div style="background-color: #808080; color: white; padding: 2px 5px;">PT</div> <div style="background-color: #008000; color: white; padding: 2px 5px;">BIKE</div> <div style="background-color: #000080; color: white; padding: 2px 5px;">PED</div> </div> <p>Modal priorities can be better balanced at this location by reallocating the road space towards people walking and cycling. Church Street has one lane in each direction (no clearway), so dedicated tram stops are a significant opportunity.</p>	<ol style="list-style-type: none"> 1. Widened footways enable precinct gateways and WSUD opportunities. 2. Bicycle facilities that match bicycle demands and traffic speed/volume. 3. Dedicated DDA-compliant tram stops with passenger shelters and a bicycle bypass lane accessed from the roadway via a 1:12 ramp. 4. Reallocate road space in line with recommended cross-sections to deliver protected bicycle lanes. 5. Wider pedestrian crossings. 6. Better bicycle facilities at the intersection.



Appendix C. Best Practice Solutions



C.1 Low-traffic neighbourhoods

Low-traffic neighbourhood principles can be put in place to make it more difficult for travel to travel through Cremorne while maintaining access for businesses and residents.

C.1.1 Increase Active Travel by Restricting Vehicle Access

Limiting or removing vehicle access within a neighbourhood pushes vehicle priority down the modal hierarchy.


This can be achieved by straightforward and cost-effective means:

- Modal filters (restrict cars, permit everything else).
- One-way streets.
- Bus gates.
- Width restrictions to limit heavy vehicle access.
- School streets (to prevent parents from getting close for drop-off and pick-up).

A low-traffic neighbourhood can be supported by gateway treatments such as:

- Raised intersections (continuous footway).
- Parklets.
- Zebra crossings or pedestrian-operated signals.

Case Study – Streatham Hill Low-Traffic Neighbourhood (UK)



Streatham Hill Low traffic neighbourhood







Access from A25
Access from Rauppell Rd
Access from A205 via Hillside Rd Leigham Vale via Palace Rd
Access from Leigham Ce Rd or Leigham Vale

@charmuga designs
Lambeth

Considerations for Cremorne

- Limited access from surrounding major roads
- Vehicle access maintained but not wholly prohibited
- Access within the neighbourhood becomes more convenient by active travel

Benefits of Similar Schemes

-  **Walking** +32 minutes per week
-  **Cycling** +9 minutes per week
-  **Life expectancy** +7 months
-  **Economy** +30% retail, -17% vacancies
-  **Vehicles** -56% residential, -38% overall
-  **Community** +216% static street use

Source: London Borough of Lambeth

C.1.2 Managing loading and emergency vehicles

Examples from the UK indicate that emergency services¹⁸ are generally positive about such schemes. They are statutory consultees and typically see no change in response times, with the most common concerns raised being the placement

¹⁸ [Living Streets. Low Traffic Neighbourhoods. UK 2018.](#)

of lockable bollards for access during extended incidents and their GPS systems being updated appropriately. These issues can be managed with planning and coordination with local emergency services managers.

This similarly applies to loading vehicles.

C.2 Managing parking supply and loading zones

C.2.1 Rigid use of On-street Spaces

Across Australia, kerbside spaces are managed by fixed signage that requires updating each time a change is needed. The signage usually indicates the restrictions placed on the space, including the duration it applies to. Combining multiple conditions requires combining multiple pieces of information onto a small sign, representing a poor and confusing user experience for drivers.

These fixed conditions may also not be representative of the needs of the local community as this can change over the span of not only a day but also over the year (e.g. a local event may require more loading or delivery space than what the kerbside space is signposted for).

C.2.2 A modern approach for Cremorne as an Enterprise Precinct

The case study presented below demonstrates a new way of allocating and managing on-street parking provision for a range of needs. Benefits include:

- Efficient, dynamic use of road space that links with the precinct's innovation hub aspirations
- Links with last-km servicing and providing for vulnerable parking user groups, such as people with disabilities
- Reduces enforcement administrative burden.

Case Study – Grid Smarter Cities (UK)

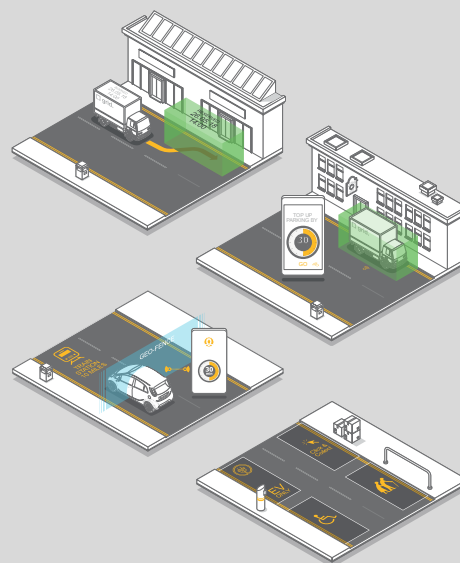
Grid Smarter Cities is a digital approach to managing kerbside spaces in urban areas. By combining geolocation technologies with dynamic resource allocation systems, it is possible to increase the flexibility and efficient usage of on-street space.

Typical on-street loading or parking spaces have a fixed use as indicated through signage or line marking. Grid Smarter Cities proposes to substitute these with geofenced locations that are updated and communicated in real-time through smartphone and desktop applications.

A key feature is the use of bookings to allocate resources across a defined range of spaces as well as to aid in wayfinding. By guaranteeing a specific parking/loading space to a user within a certain timeframe, congestion caused by users circling roads for a space is minimised.

At the same time, this system can also be used to reassign spaces as needed, both on-street and off-street, on a real-time basis. Additional parking and loading space can be created as needed if demand or a situation requires it by creating virtual parking or loading spaces demarcated by geofenced areas.

The system also minimises management overhead created by issuing permits and exemptions, as these can now be done in a unified system, all while providing accurate and detailed data to authorities.



C.3 Ride-Hailing Services

There is a temptation to try to accommodate these vehicles as a separate user group and provide parking for them. It is not necessary to do this, at least not to the extent that all demand for these vehicles would be served by providing enough parking for them.

A simple solution is offered by Jeff Speck in his book *Walkable City Rules*: designate the length of kerb between the last parking space on the block and the street corner as a ride-hailing zone.

Individual pick-ups/drop-offs take a short length of time, so the waiting car does not present an impediment to traffic flow for very long. This is unlikely to be a problem on low-traffic streets in Cremorne, and it saves having to provide dedicated parking spaces for these vehicles.

C.4 Car Share

Car share schemes allow limited space to be shared by multiple users and provide alternative access to car ownership where alternative transport options are unavailable.

C.4.1 Commercial Car Share Operators

Car share is well-established in Australia and in other countries, with companies promoting its benefits in terms of reducing the demand for parking spaces and travel demand. Publicised research supports the assertion that car share offsets the demand for car parking. Shaheen and Cohen (2013)¹⁹ undertook a review of studies that analysed these benefits and documented the following results based on case studies from different parts of the world:

- *"Each car share vehicle has been documented to reduce the number of private vehicles owned across car share members by 7 to 10 vehicles in Australia, 4 to 10 vehicles in Europe, and 9 to 13 vehicles in North America, with the related need for parking spaces reduced.*
- *A variety of European studies demonstrated a reduction in VKT per car share member of 28% to 45%, and in North America some studies demonstrated a vehicle kilometres travelled reduction of up to 80%.*
- *Car share also reduces the need to own a vehicle, reducing the overall number of cars in a city and reducing car ownership costs for an individual. European studies indicate that between 15.6% and 34% of participants sold a vehicle after joining a car sharing program, while between 11% and 29% of members did the same in the North American studies. Including the decision to forego the purchase of a car, this number rises to around 50% of members in the North American context."*

The studies reviewed by Shaheen and Cohen (2013) are consistent with the local Australian study undertaken by Phillip Boyle & Associates²⁰, which showed for every car share vehicle, ten fewer private vehicles are owned as a result, based on studies of municipalities in Melbourne and Sydney.

These findings align with other known documents, such as the Yarra City Council sustainable transport factsheet²¹ that identifies that a car share space removes 7 to 10 cars off the road.

As on-street car parking will continue to be provided in Cremorne, it would be preferred that a higher proportion of car share spaces are provided on-street where they are more visible, accessible and convenient for users. Providing car share spaces on-street also preserves the security of off-street spaces for residents and tenants (e.g. if no visitor parking is provided on-site). It is also more aligned with the intent of the ability to provide no on-site car parking. Where on-site car parking is proposed, the Schedule to the Parking Overlay should include a permit decision guideline that covers the extent to which the amount of proposed parking is to be allocated for car share.

C.4.2 Social Car Share

The future uptake of not only car share, but also of social car-sharing apps such as "Uber Car Share", can enable access to a vehicle from time to time from within the local area. Cars can be used on an hourly or daily basis, with a brief review of information available online indicating rates from \$6/hr and \$28/day can be found in the Council area currently.

¹⁹ Shaheen, S.A. & Cohen, A.P. (2013): Carsharing and Personal Vehicle Services: Worldwide Market Developments and Emerging Trends, *International Journal of Sustainable Transportation*, 7:1, 5-34.

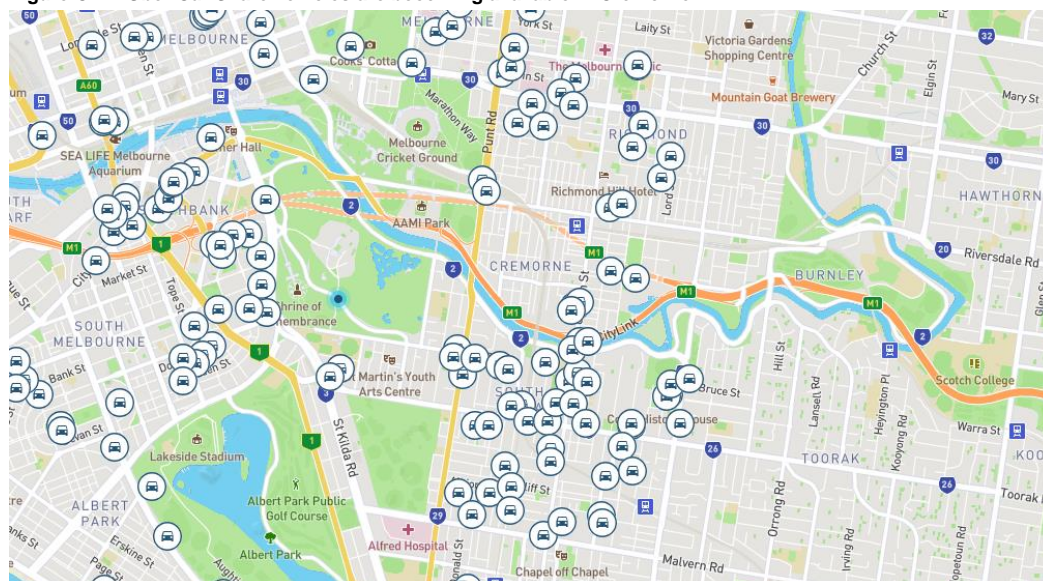
²⁰ Phillip Boyle & Associates (2016) *The Impact of Car Share Services in Australia*

²¹ Yarra City Council – Sustainable Design Assessment in the Planning Process, Transport: Building Design for a Sustainable Future.



It is expected that as social acceptance of these services goes beyond the "early adopter" phase, it will become more prevalent as a means of vehicle use.

Figure C.1 – Uber Car Share vehicles are becoming available in Cremorne



Source: Uber Car Share [Link](#) accessed by Stantec in July 2023

C.5 What is a suitable bicycle facility?

While the improved walkability of the precinct is the clear priority, suitable cycling facilities are also necessary to support the increased demand by people cycling.

C.5.1 What does design guidance say?

Transport planners consider the speed and volume of vehicle traffic when selecting a suitable bicycle facility. For example, in quiet streets, most people will be comfortable riding a bicycle in a mixed-traffic environment. This can be reinforced by signage both on the road and pole-mounted to reinforce the message (mainly for drivers) that streets are low-speed and people riding bicycles are welcome.

On busier and faster roads, most people will not be prepared to cycle on the carriageway, so they will not cycle at all, or some may unlawfully use the footpath. These are unwanted outcomes which necessitate increasing levels of separation between people on bicycles and moving/parked vehicles.

Low Traffic Volume Streets

The Yarra Transport Strategy 2022-2023 (YTS) sets out guidance for bicycle facilities in different road speed and traffic volume circumstances, see Figure C.2. **One of the key recommendations of the UDF, supported by our review, is that Cremorne should be subject to a 30km/h speed limit. The YTS does not contemplate situations where traffic volumes exceed 1,000 vehicles per day in low-speed environments.**

Further guidance for Cremorne has therefore been sought from other sources:

- **Cycling Aspects of Austroads Guides**²²
 - Identifies that "cycle-specific infrastructure can be considered but is not normally beneficial" for vehicle volumes up to around 600 vehicles per hour in a 30km/h speed zone – see Figure C.3.

²² Cycling Aspects of Austroads Guides (3rd Ed), Austroads, June 2017 [Link](#)

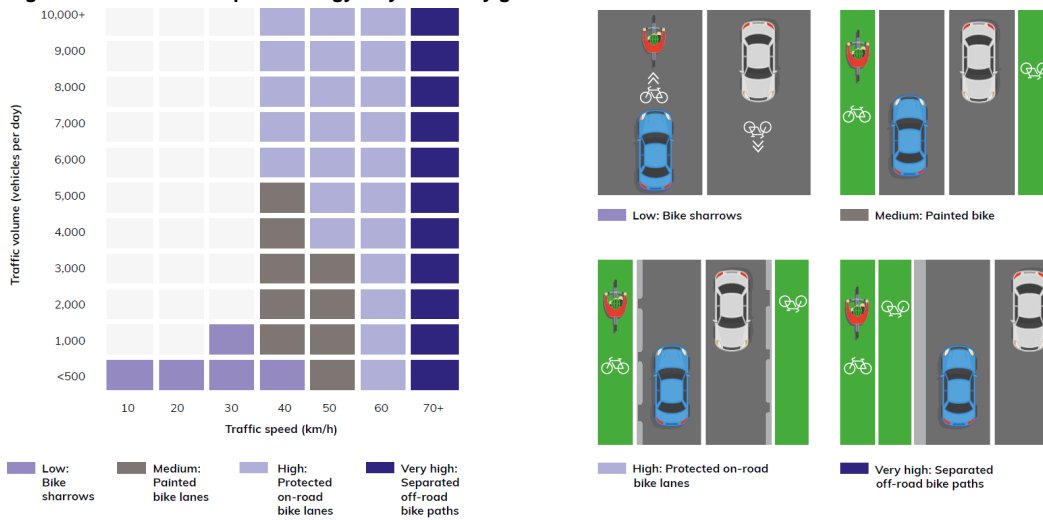
- Cycling Infrastructure Design (UK)²³**
 - Brings together a range of international design guidance that identifies "most people" will be comfortable cycling in a mixed traffic environment for vehicle volumes up to around 2,000 vehicles per day in a 30km/h speed zone – see Figure C.4.
- City of Melbourne Bike Lane Design Guidelines²⁴**
 - Indicates that a shared traffic-bike lane is suitable for roads carrying up to 2,000 vehicles per day or 180 vehicles per hour in a single direction. This indicates that two-way volumes of up to 4,000 vehicles per day or 360 vehicles per hour. Note this is for an 85th percentile operating speed of 25km/h which would correlate with a 30km/h speed limit – see Table C.1.

For Cremorne, we must be mindful of the limitations presented by the existing street network. In this regard, the Cycling Infrastructure Design (UK)²³ provides the following guidance:

"Reducing the volume and speed of motor traffic can create acceptable conditions for on-carriageway cycling in mixed traffic and should always be considered as it delivers other safety and environmental benefits to streets. This is often the only feasible approach on narrow roads lined by buildings."

It is clear that Cremorne faces the challenges outlined in this statement and that street width should not be a barrier to cycling use if mitigating conditions – such as reduced vehicle speed – can be put in place to reduce the effects of adverse outcomes.

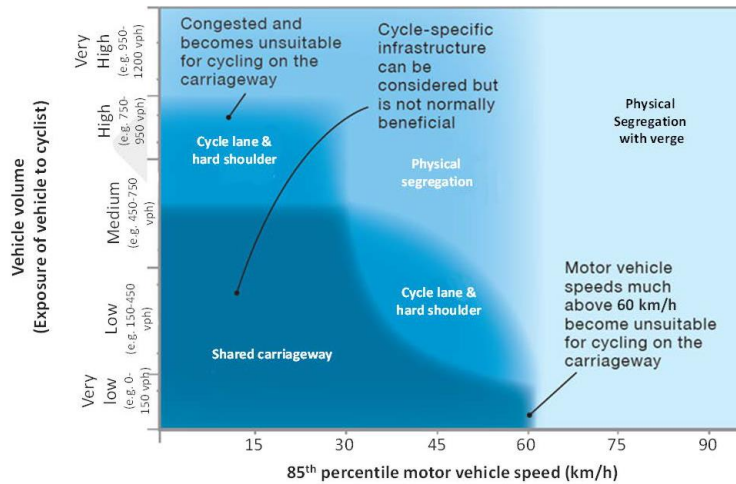
Figure C.2 – Yarra Transport Strategy bicycle facility guidelines



Source: Moving Forward – Yarra's Transport Strategy 2022-32, Figures 13 and 14

²³ Cycling Infrastructure Design, Local Transport Note 1/20, UK Department of Transport July 2020 [\[Link\]](#)
²⁴ Bike Lane Design Guidelines, City of Melbourne, June 2019 [\[Link\]](#)

Figure C.3 – Austroads bicycle facility guidelines



Source: Figure 2.2 of Cycling Aspects of Austroads Guides²², based on *Sustrans Design Manual: Handbook For Cycle-Friendly Design*, Sustrans 2014

Figure C.4 – UK Department of Transport bicycle facility guidelines (20mph shown, i.e. 30km/h)

Speed Limit ¹	Motor Traffic Flow (pcu/24 hour) ²	Protected Space for Cycling			Cycle Lane (mandatory/ advisory)	Mixed Traffic
		Fully Kerbed Cycle Track	Stepped Cycle Track	Light Segregation		
20 mph ³	0	Green	Green	Green	Green	Green
	2000	Green	Green	Green	Green	Green
	4000	Green	Green	Green	Yellow	Yellow
	6000+	Green	Green	Green	Yellow	Yellow

- Notes:
1. If the 85th percentile speed is more than 10% above the speed limit the next highest speed limit should be applied
 2. The recommended provision assumes that the peak hour motor traffic flow is no more than 10% of the 24 hour flow
 3. In rural areas achieving speeds of 20mph may be difficult, and so shared routes with speeds of up to 30mph will be generally acceptable with motor vehicle flows of up to 1,000 pcu per day

Source: Figure 4.1 of Cycling Infrastructure Design, Local Transport Note 1/20²³, edited by Stantec to focus on the 30km/h speed limit.

Table C.1 – City of Melbourne bicycle facility guidelines

Bike Facility Option	Actual motor vehicle operating speed 85th percentile km/h	Road width in a single direction	Maximum traffic volume in a single direction
Preferred Bike Facilities			
Kerbside Physically Separated (The first treatment to be considered)	Preferred treatment for all streets that have greater than 25 km/h	Minimum 4.9 metres (no parking) Minimum 7.8 metres (with parking)	More than 5,000 vehicles per day More than 500 vehicles per hour
Double Chevron	Best suited for streets below 50 km/h	Minimum 7.4 metres	5,000 vehicles per day or 400-500 vehicles per hour
Shared Traffic-Bike Lane	Preferred treatment for streets with speeds below 25 km/h, low volumes and queues	Generally, less than 7.4 metres (with parking) & suitable low-traffic conditions	2,000 vehicles per day or 180 vehicles per hour
Less Desirable Bike Facilities: Should only be considered in situations where insufficient road width or traffic speeds/volumes prevents installation of above treatments			
Single Chevron on Parking Side of Bike Lane	Best suited for streets below 40 km/h	Minimum 7 metres	3,000 vehicles per day or 180-300 vehicles per hour

Bike Facility Option	Actual motor vehicle operating speed 85th percentile km/h	Road width in a single direction	Maximum traffic volume in a single direction
Single Chevron on Traffic Side of Bike Lane	Best suited for streets below 40 km/h	Minimum 6.8 metres	4,000 vehicles per day or 300-400 vehicles per hour
Simple Bike Lane	For consideration only up to 30 km/h	Minimum 6.4 metres (with parking)	2,500 vehicles per day or 180-240 vehicles per hour

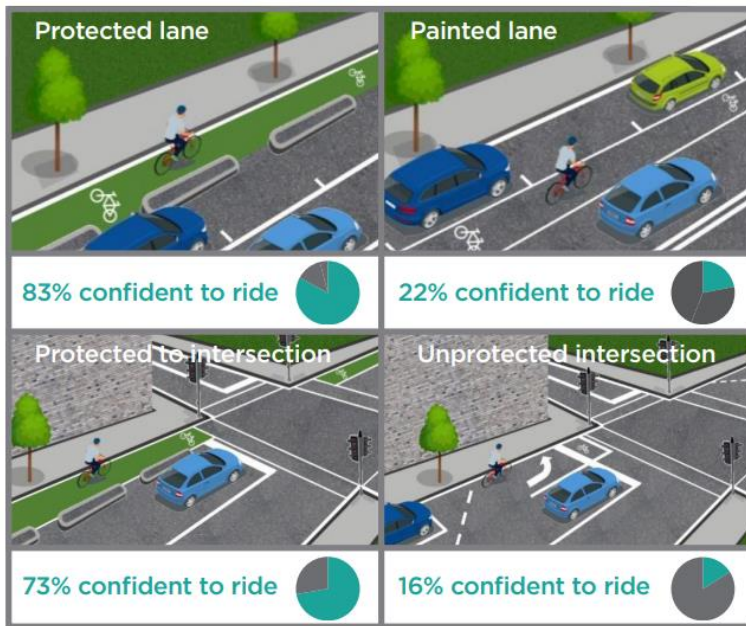
Source: Bike Lane Design Guidelines, City of Melbourne, June 2019²⁴

Higher Traffic Volume Streets

Suitable separation and protection should be provided (such as physical or marked buffers) between traffic and parked cars and on-road cycling lanes on streets with higher traffic volumes. These have the additional benefit of providing protection from vehicle intrusion in crowded or popular pedestrian areas.

According to research conducted by the City of Melbourne, shown in Figure C.5, 83% of people feel confident riding in a protected lane, compared to just 22% in a painted lane.²⁵

Figure C.5 – Proportion of people confident to ride with various levels of protection



Source: City of Melbourne Transport Strategy 2030²⁵

C.5.2 Who are we designing for?

The suitability of facilities also depends on the people being designed for. Professional judgement should be used to guide decision-making in view of the information available. These the above guides are general to all street types and user needs. They set out how to accommodate "most people" in all settings, including residential neighbourhoods, high streets, city centres, and traffic movement environments such as arterial roads and freeways.

The Cycling Infrastructure Design (UK)²³ provides guidance on what constitutes "most people"²⁶:

"Where motor traffic flows are light and speeds are low, cyclists are likely to be able to cycle on-carriageway in mixed traffic... Most people, especially with younger children, will not feel comfortable on-carriageways with more than 2,500 vehicles per day and speeds of more than 20 mph [30km/h]. These values should be regarded as desirable upper limits for inclusive cycling within the carriageway."

²⁵ City of Melbourne Transport Strategy 2030 [\[Link\]](#)

²⁶ Section 7.1 of Local Transport Note (LTN) 1/20. UK Dept of Transport. [\[Link\]](#)

The land uses in Cremorne lead to approximately 80% of bicycle trips being for employment purposes, with the remaining 20% associated with people living there – currently and in future. Census data²⁷ indicates that approx. 5.5% are of retirement age, while approx. 8% of people living in Cremorne are under 15 years of age, which is around 25 people of this age cycling in 2031, based on data in Section 2.3 of this report.

With this data and the above quote in mind, we can take the view that "most people" cycling in Cremorne are working-age adults.

C.5.3 Recommendation

The above discussion and analysis provide compelling evidence that mixed-traffic environments would be suitable for roads that have vehicle volumes of 400 vehicles per hour (200 in one direction) or approximately 4,000 vehicles per day. **This will apply to practically all streets in Cremorne.**

Separated bicycle lanes should be provided if traffic volumes or vehicle speeds exceed anticipated levels or if there are other overriding concerns, such as safety or a need to provide additional comfort for people cycling. That said, the expected increase in the amount of people cycling is minor in percentage terms, increasing from 4% currently to 6% in 2031. This leaves a lot of headroom for cycling uptake to increase. Additional bicycle infrastructure should be planned to encourage bicycle use, particularly if external connection issues can be solved, which could release latent demand – such as through the Swan Street Activity Centre.

C.6 Bicycle Parking

C.6.1 Current Bicycle Parking Requirements

Current statutory rates for bicycle parking are set out in Clause 52.34 of the Council Planning Scheme. These rates apply to all municipalities across Victoria.

Example rates that could apply to the proposed land uses are:

- 1 space to each 5 dwellings for residents in developments of four or more storeys
- 1 space to each 10 dwellings for visitors to developments of four or more storeys
- 1 space per 300sqm for office employees
- 1 space per 1,000sqm for office visitors
- 1 space per 600sqm for shop employees
- 1 space per 500sqm to shop customers

The rates in Clause 52.34 of the Planning Scheme are considered low by contemporary standards, as will be set out in the following review.

C.6.2 Benchmarking Bicycle Use and Needs

The Austroads National Cycling Participation Survey (2019) identified that approximately 60% of Victorian households own a bicycle.

Of these, in Victoria:

- 23.5% of households own 3+ bicycles
- 17.5% of households own 2 bicycles
- 20% of households own 1 bicycle
- These rates imply a state-wide average of 1.26 bicycles per household. It is noted that this average rate includes:
 - areas ranging from poor to excellent cycling connectivity
 - all dwelling types
 - all household occupancy levels

²⁷ ABS 2021 Census All persons QuickStats for Cremorne (Vic.), Area code SAL20670 [\[Link\]](#)



In a multi-unit residential setting, the dwelling sizes and occupancies are less than the Victorian average, meaning there are fewer people with a need to own a bike. However, higher-density dwellings are typically found in the most accessible areas, which implies a greater ability to use a bike for everyday needs.

To assist with determining a suitable set of bicycle parking rates, other types of bicycle parking policy requirements that have been recently published are set out in Table C.2 below.

Table C.2 – Recently Published Bicycle Park Rates in Other Jurisdictions

Ordinance	Resident	Residential Visitors	Retail and Office Employees	Retail and Office Visitors/Customers
Melbourne - draft amendment C376 ²⁸	1 per dwelling	2 per dwelling	1 per 100sqm	4 minimum + 1 per each additional 100sqm
Melbourne – Arden Precinct Structure Plan	1 per bedroom	2 per dwelling	1 per 100sqm	4 minimum + 1 per each additional 100sqm
ACT End-of-Trip Facilities General Code	1 space per one- or two-bedroom dwelling; 2 spaces per three or more-bedroom dwelling with a car parking space; AND 1 space per bedroom for dwellings not allocated a car parking space	0.1 per dwelling	1 per 200sqm for office 1 per 250sqm for Shop	1 per 400sqm for office 1 per 100sqm for Shop

Source: As noted

While the **Melbourne draft amendment C376** and the **Arden Precinct** bicycle parking rates are the same for residential visitors and commercial, the higher resident rate for Arden is due to the very low level of car parking being planned for (zero by default, together with preferred maximum car parking rates that average at 0.3 car spaces per dwelling).

The C376 and Arden retail and office rates do not have regard for the fact that employee and visitor/customer proportions greatly differ depending on whether the development is employment-led or retail-led. This is important for determining how many of each type to provide.

The **ACT End-of-Trip Facilities General Code** applies to all multi-unit dwellings across the ACT, meaning it applies to sites of all circumstances, making it applicable to similar types of development elsewhere. It provides a balance between the parking rates in Melbourne amendment C376 and those adopted for Arden, together with a clearly identifiable reasoning for doing so (dwelling size and access to car parking). Adopting these types of bicycle parking rates would result in a rate of parking provision that is at least 5 times higher than that required by Planning Scheme Clause 52.34. This meets the principle that sustainable travel should be prioritised by removing barriers to its use.

Further, the ACT code provides a wide range of bicycle parking rates for various other uses, as does Clause 52.34 of the Planning Scheme. While progressive for some land uses, it is not possible that a prescriptive level of bicycle parking can get it right for so many types of development in different circumstances. See Section C.6.5 for guidance on this matter.

C.6.3 Determining a suitable set of bicycle parking rates

Residential bicycle parking

Residents

On average, the demand for bicycle parking is 1.26 bicycles per dwelling for all dwelling types across the state²⁹. The adoption of a range of parking rates, per the **ACT End-of-Trip Facilities General Code**, would result in an average level of provision being above 1 per dwelling.

As noted, this will result in a level of provision that is at least 5 times greater than Clause 52.34 rates - it is also equivalent to current minimum car parking rates set out in Clause 52.06. For a parking plan seeking to prioritise sustainable travel choices over car use, there is a logical symmetry in replacing bicycle parking rates - that are low by contemporary requirements - with the same rates used to provide historically too much car parking.

²⁸ Melbourne Planning Scheme Amendment C376: Sustainable Building Design, 15 September 2020 [\[Link\]](#)
²⁹ Austroads National Cycling Participation Survey (2019)

Some households will not own bicycles. Shared facilities allow people to own different types of bicycles for different needs (cargo, racing, commuting, electric, pedal power, children's bicycles, etc).

Residential Visitors

As a measure of demand, we can continue to draw an equivalence between historic car parking provision and potential bicycle parking as a proxy for the average number of dwellings receiving visitors (1 in 5 dwellings in Clause 52.06).

A "car occupancy" factor would need to be considered to convert a single car into an equivalent number of bicycles. Car occupancies for personal business and leisure typically range from 1.5 to 2.0 per vehicle. This suggests the 2 bicycles are equivalent to 1 car, indicating a visitor bicycle parking rate of 2 spaces per 5 dwellings.

Non-residential bicycle parking

Contemporary planning for bicycle parking provision for non-residential developments is increasingly being based on determining building occupancies and applying target mode shares. This approach is exemplified by the Green Star Buildings *Movement and Place* credit methodology (Green Building Council of Australia, December 2021) and the Austroads guidance document *Bicycle Parking Facilities*³⁰.

The methodology set out in the Austroads guide is particularly applicable in this case as the employment land use population is based on City of Melbourne Census of Land Use and Employment (CLUE) data, and the other parking rates, such as retail, are based on Victoria Planning Provision (Clause 52.34). The bicycle parking rates specified in the Austroads guide are based on a target mode share of 10%, which can be factored based on the adopted mode share target. Parking rates are provided for both long-stay and short-stay parking. Example population densities and bicycle rates are set out in Table C.3 below.

Table C.3 – Example Employment and Retail Population Densities and Bicycle Parking Rates

Land Use	Population Density	Employee Bicycle Parking	Customer/Visitor Bicycle Parking
Office	20sqm GFA per person	0.45 spaces per 100sqm GFA	0.05 spaces per 100sqm GFA
Retail	20sqm NLA per person	0.1 spaces per 100sqm NFA	0.4 spaces per 100sqm NFA

Source: Austroads, 2016

Notes: Rates are based on a mode share of 10% travel by bicycle per the Austroads study. This aligns with BESS standards that are adopted by Council.

C.6.4 End-of-Trip Facilities

Current Statutory Requirements

Current statutory rates for the provision of end-of-trip facilities are set out in Clause 52.34 of the Planning Scheme:

- If 5 or more employee bicycle spaces are required, 1 shower for the first 5 employee bicycle spaces, plus 1 to each 10 employee bicycle spaces thereafter.
- 1 change room or direct access to a communal change room to each shower. The change room may be a combined shower and change room.

There is currently no requirement to provide an area within the end-of-trip facility to clean or repair bikes.

Quantifying End-of-Trip Facilities

Clause 52.34 is not clear on what the statutory requirement for showers should be based on:

- The number of statutorily required bicycle spaces; or
- The number of bicycle parking spaces proposed to be provided.

The implementation mechanism for any new bicycle facilities should be unambiguous: the quantification of associated facilities should be based on the number of bicycle parking spaces being provided.

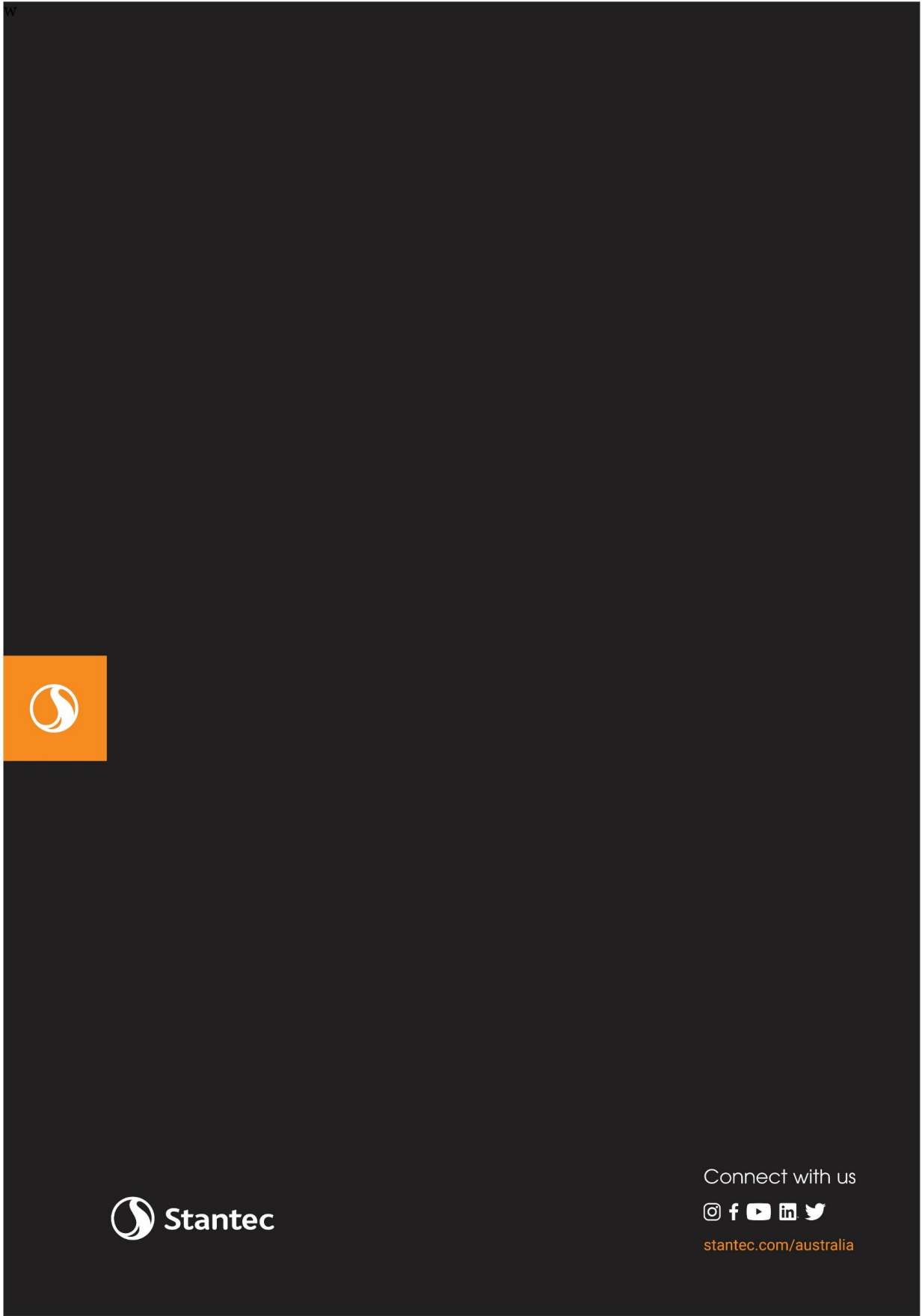
³⁰ Austroads Report AP-R528-16 *Bicycle Parking Facilities: Updating the Austroads Guide to Traffic Management* (Austroads, 2016) <https://austroads.com.au/publications/active-travel/ap-r528-16>

C.6.5 Right-sizing Bicycle Requirements

There will be cases, particularly for large developments, when the statutory bicycle requirements for individual land uses would collectively result in too many bicycle parking spaces or end of trip facilities than would ever be needed.

A mechanism exists under Clause 52.34-4 to reduce bicycle requirements in specific circumstances. These provisions are considered adequate and will continue to apply to the Cremorne Urban Design Framework.





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SCHEDULE 51 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO51**.

CREMORNE ENTERPRISE PRECINCT – CREMORNE WEST

1.0 Design objectives

xx/xx/20xx

To create a thriving enterprise precinct that delivers high quality, innovative and environmentally sustainable development to support a wide range of commercial and employment opportunities.

To support a new mid-rise built form character with taller built form on the Cremorne Street activity spine and the northern portion of Stephenson Street, lower built form on narrow streets and a lower mid-rise form at the interfaces with adjoining low rise residential areas.

To reinforce Cremorne West's industrial character through a mix of innovative architecture and heritage places and identified character buildings that reinforce a human scale, reflect the fine grain character and do not overwhelm narrow streets.

To ensure new development enhances the public realm and contributes to a network of pedestrian friendly streets through street activation, sunlight access to Cremorne Street and Balmain Street and open spaces, comfortable wind conditions, and street setbacks at ground level.

To ensure development responds to interfaces with residential precincts by providing a suitable transition in scale and form that minimises amenity impacts through visual bulk, overlooking and overshadowing.

2.0 Buildings and works

xx/xx/20xx

A permit is required to construct a building or construct or carry out works, except for:

- rear ground floor extensions no higher than 4 metres above natural ground level
- an alteration to an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - at least 80 per cent of the building façade at ground floor level is maintained as an entry or window with clear glazing; and
- construction of an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager.

2.1 Definitions

Additional shadow means any shadow cast beyond any shadow cast by existing buildings or works, but not a shadow cast by incidental elements such as canopies, kiosks, artworks, screens or trees.

Boundary Wall means the wall of a building at the property boundary at the side and rear that is not a street.

Character buildings means buildings that contribute to Cremorne's visual character but are not protected under a heritage overlay. These may include pubs, factories, warehouses and offices. Character buildings are buildings that:

- are architecturally distinct;
- demonstrate a link to the industrial and commercial history of the area;
- have a three dimensional form of the building that can be seen from the public domain;
- contain interesting detailing and provide visual interest at street level; and/or

- have large window openings with potential for a positive interface with the public domain.

Green roof means a vegetative landscape grown in a substrate installed on top of a roof surface for the purpose of growing vegetation. Green roofs are almost all vegetation with no trafficable areas and access for garden maintenance purposes only..

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant or any building on the Victorian Heritage Register.

Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at or near the street boundary, or, if the existing heritage building is set back from the street boundary, the front of the existing building.

Street wall height means the height of the street wall measured by the vertical distance between the footpath at the centre of the frontage and the highest point of the building, parapet, balustrade or eaves at the street edge or in the case of a heritage building if it is set back from the street from the centre of the building frontage to the highest point of the building, parapet, balustrade or eaves.

Upper level means development above the height of the street wall.

2.2 General Design Requirements

The following requirements apply to an application to construct a building or construct or carry out works.

A permit cannot be granted to vary a requirement expressed with the term 'must' or listed in a 'Mandatory' column of a table.

2.3 Building Height Requirements

A permit should only be granted to construct a building or construct or carry out works, which exceeds the preferred building height shown in Plan 1 and Table 1 of this schedule where all the following requirements are met to the satisfaction of the responsible authority:

- the building elements permitted by the proposed variation satisfies the general design objectives in Clause 1.0 of this schedule and the relevant design requirements specified in this schedule; and
- the proposal will achieve design excellence through each of the following:
 - greater building separation than the minimum requirement in this schedule;
 - provide a safe and generous ground level setbacks and publicly accessible spaces to enhance the public realm and accommodate building entrances, spaces for outdoor dining, landscaping or street level bike parking;
 - excellence for environmentally sustainable design measured as a minimum BESS project score of 70%;
 - no additional overshadowing of residentially zoned properties, beyond that which would be generated by a proposal that complies with the preferred building height;
 - where a site contains a character building it is retained and incorporated within the design of a future building; and
 - provision of end-of-trip facilities, including secure bicycle parking, locker and shower facilities and change rooms in excess of the requirements of Clause 52.34.

Architectural features may exceed the preferred height.

Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the preferred height provided that each of the following criteria are met for the equipment or structure:

- Less than 50 per cent of the roof area is occupied by the equipment /structures (other than solar panels and green roofs);
- The equipment and/or structures do not cause additional overshadowing at the September Equinox of secluded private open space to residential land, opposite footpaths, kerb outstands, or planting areas in the public realm; and
- The equipment/structures extend no higher than 3.6 metres above the maximum building height.

2.4 Street Wall Height and Setback Requirements

A permit should not be granted to construct a building or construct or carry out works, which exceeds the relevant preferred maximum street wall height and/or reduces the relevant preferred minimum setback requirements specified in this schedule unless the following are met, to the satisfaction of the responsible authority:

- The built form outcome that results from the proposed variation satisfies the design objectives in Clause 1.0 of this schedule
- The built form outcome that results from the proposed variation satisfies the relevant design requirements specified in this schedule.

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies, terraces and balustrades should not protrude into a setback.

Street walls should:

- be designed to reinforce a pedestrian scale along streets and laneways.
- include architectural detailing such as high quality tactile materials and depth and articulation to ensure an engaging pedestrian experience.

The street wall height of development adjoining a heritage building should not exceed the street wall height of the adjoining heritage building for a minimum length of 6 metres, unless specified elsewhere this Schedule.

Development should:

- provide chamfered building corners at intersections (where appropriate) to create additional public space at points of pedestrian congestion.
- expand the public realm through inset building entrances and integrated seating with foot clearance (where appropriate).

Where heritage is not a constraint, sites should provide ground level setbacks to enhance the public realm and accommodate building entrances, spaces for outdoor dining, street level bike parking or landscaping that respond to the circumstances of the street.

Where an adjacent site has provided a ground level setback, development should provide a similar setback to achieve a consistent approach along a street frontage.

2.5 Upper Level Setback Requirements

Development should:

- provide upper level setbacks above the street wall to reduce the visual impact of buildings experienced from the street.
- incorporate an architectural expression at upper levels that is distinct from but complementary to the street wall.
- contain upper level setbacks above the street wall within a maximum of two steps to avoid repetitive steps in the built form.
- be setback from heritage buildings to ensure they do not detract from their visual prominence when viewed directly or obliquely along the street.
- be set back to ensure architectural features of heritage buildings remain visible.

2.6 Cremorne West Precinct Heights, Setbacks and Interface Plan

Plan 1: Building Height, Setbacks and Interface Plan - Cremorne West Precinct

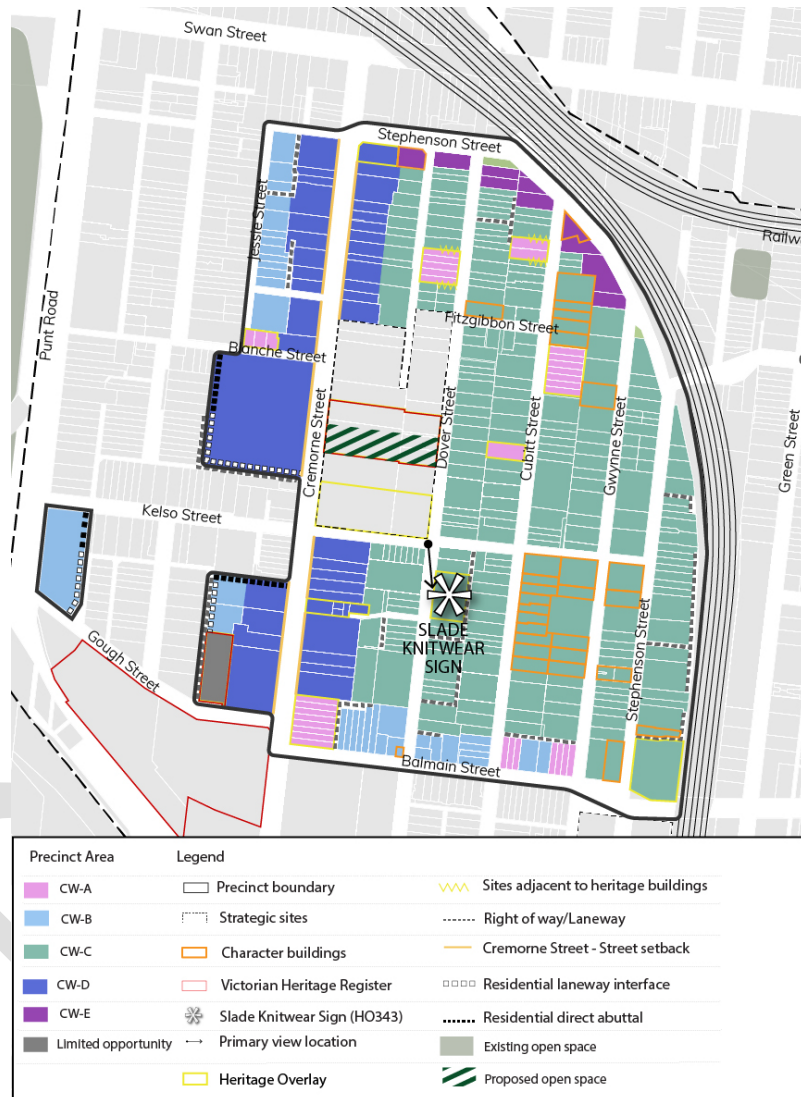


Table 1: Heights and setbacks - Cremorne West Precinct

Built Form	Preferred Requirement	Mandatory Requirement
Area CW-A		
Maximum building height	12m	None specified

Attachment 11 Attachment 11 - Amendment C317yara - Design and Development Overlays, Explanatory Report and other amendment documents

YARRA PLANNING SCHEME

Built Form	Preferred Requirement	Mandatory Requirement
Minimum and maximum street wall setback	Retain existing heritage building setbacks	None specified
Maximum street wall height	137-157 Cremorne Street, 16-18 Cubitt Street, 58-60 Cubitt Street and 30-38 Dover Street – Retain existing street wall height	None specified
Minimum upper level setback (measured from the property boundary)	137-157 Cremorne Street - Retain heritage fabric to 14m 16-18 Cubitt Street - Retain heritage fabric to 12m 21-33 Cubitt Street – Retain heritage fabric to 10m 58-60 Cubitt Street - Retain heritage fabric to 14m 30-38 Dover Street - Retain heritage fabric to 16m	None specified
Maximum boundary wall height	None specified	None specified
Area CW-B		
Maximum building Height	20m	None specified
Maximum and minimum street wall setback	None specified	None specified
Maximum street wall height	12m	None specified
Minimum upper level setback	Balmain Street and Jessie Street - 5m Elsewhere - 3m	None specified
Maximum boundary wall height	20m	None specified
Area CW-C		
Maximum building height	28m	None specified
Maximum and minimum street wall setback	12 and 20 Cubitt Street - Match the front setback of heritage buildings for a minimum of 6 metres measured from the common property boundary Elsewhere - None specified	None specified
Maximum street wall height	12m	None specified
Minimum upper level setback	112 Stephenson Street and 49-51 Balmain Street - 15m from Balmain Street Elsewhere - 3m	105-115 Dover Street and 117-129 Dover Street - 11m
Minimum side setback	28 Dover Street and 44 Dover Street - 2.5 metres from side boundaries above 12m for a depth	None specified

Built Form	Preferred Requirement	Mandatory Requirement
	of 16m to protect views to chimneys at 30-38 Dover Street 20 Cubitt Street and 12 Cubitt Street - 2.5 metres from side boundaries above 12m for a depth of 12m to protect views to double gables at 16-18 Cubitt Street Elsewhere - None specified	
Maximum boundary wall height	20m	None specified
Area CW-D		
Maximum building height	32m	None specified
Minimum street wall setback	9-11 Cremorne Street - 0m 119 Cremorne Street - 0m	Western side of Cremorne Street - 3m whole building setback Eastern side of Cremorne Street - 1.5m ground floor setback
Maximum street wall height	9-11 Cremorne Street - Retain heritage street wall 119 Cremorne Street - Retain existing heritage street wall Elsewhere - 16m	None specified
Minimum upper level setback (measured from the property boundary)	119 Cremorne Street – 12m with the two uppermost levels setback a further 3m to retain the entire heritage building including all chimneys and roof form Elsewhere - 5m	None specified
Maximum boundary wall height	24m	None specified
Area CW-E		
Maximum building height	36m	None specified
Maximum and minimum street wall setback	None specified	None specified
Maximum street wall height	16m	None specified
Minimum upper level setback	3m	None specified
Maximum boundary wall height	24m	None specified

2.7 Building Separation Requirements

Development should be well spaced and sited to avoid visual bulk and provide equitable access to an outlook, good daylight, sunlight penetration and views to the sky above the street wall.

For sites with a frontage of less than 20m, development above the boundary wall height may be built to the boundary, limited to one side.

For sites with a frontage of 20m or more, upper level development at common side and rear property boundaries should be set back above the boundary wall height as shown in Table 2.

Where a site adjoins an existing blank boundary wall, development may be constructed on that boundary to the height of that existing wall.

Where development is proposed on the boundary above the boundary wall height, it should:

- Be well articulated if visible from the street;
- Not run the full length of the boundary; and
- Not result in a continuous wall of buildings when viewed from the street.

Development with multiple buildings on a site should be setback at upper levels above the boundary wall height as shown in Table 2.

Where the common boundary is a right of way / laneway shown on Plan 1, the setback is measured from the centre of the laneway.

Table 2: Building separation distances

Overall height of the building	Minimum setback from common property boundary or laneway centreline	Minimum separation between buildings where there are multiple buildings on a site
1-3 levels above boundary wall height	3m	6m
4 or more levels above boundary wall height	4.5m	9m

2.8 Overshadowing Requirements

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following space between 10am and 2pm at 22nd September for a minimum of 3 hours:

- Any part of the opposite footpath of Cremorne Street, measured from the property boundary to the existing kerb (including any kerb outstands, seating or planting).

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following spaces between 10am and 2pm at 22nd September:

- Southern footpath and front gardens of the properties on the south side of Balmain Street between Cremorne Street and Gwynne Street
- The northern and southern portions of the Balmain Street Plaza (defined as the area within the bollards).

Development should ensure there is no additional overshadowing of existing public spaces at the spring equinox (22 September) between 10am and 2pm identified on Plan 1.

In locations where new public open space is identified on Plan 1, adjoining development should consider how building heights and massing would minimise additional overshadowing on any potential public open space.

2.9 Interface to properties in Neighbourhood Residential Zone or General Residential Zone Requirements

Development should protect the amenity of properties in a residential zone in terms of visual bulk, overshadowing of private open space and overlooking.

Development with an interface to a residential zone as shown in Plan 1 should not exceed the maximum heights and setbacks set out in Table 3 and Figures 1 and 2.

Development should provide a maximum of two steps in building form to avoid overly stepped outcomes.

Table 3: Residential interface heights, ground and upper level setbacks

Interface	Maximum interface wall height	Minimum interface wall Setback	Minimum upper level setback
Direct Abuttal	8m	3m from property boundary	Upper level setback of 45 degrees above the interface wall height, for up to a minimum distance of 12m from the interface wall.
Laneway Interface	8m	0m from property boundary	Upper level setback of 45 degrees above the interface wall height, for up to a minimum distance of 12m from the interface wall.

Figure 1: Residential interface – Direct abuttal

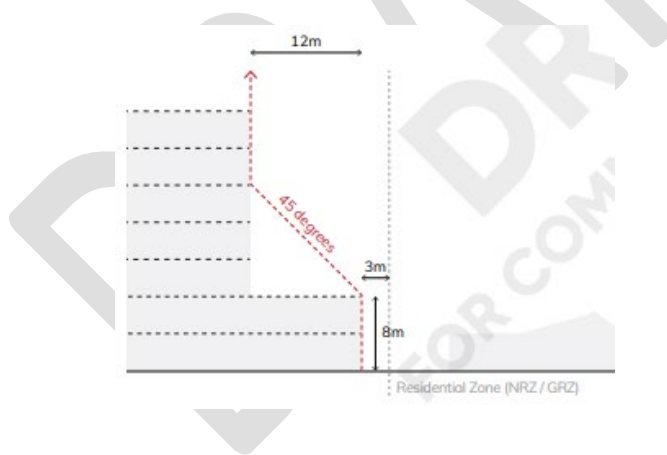
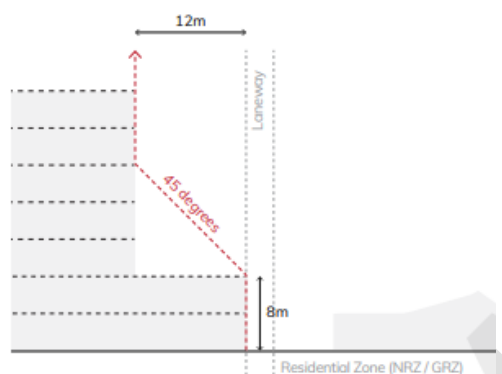


Figure 2: Residential interface – Laneway Interface



2.10 Character Buildings Requirements

Development should facilitate the adaptive reuse of character buildings set out in this schedule and identified on Plan 1:

- 17 Balmain Street
- 1 Cubitt Street
- 11-19 Cubitt Street
- 64 Cubitt Street
- 79, 81, 83, 85, 87, 89, 91, 93 and 95 Cubitt Street
- 47 Dover Street
- 65 and 67 Dover Street
- 10-12 Gwynne Street
- 54 Gwynne Street
- 64, 66 and 68 Gwynne Street
- 42 Kelso Street
- 48 Kelso Street
- 2-4 Stephenson Street
- 79 Stephenson Street
- 84 Stephenson Street
- 112 Stephenson Street

Development should retain all or a substantial part of a character building, as viewed from the street.

Development should incorporate materials that complement the existing character building in the new design.

2.11 Building Design and Quality Requirements

Development should:

- achieve urban design and architectural excellence.
- reinforce the industrial character of Cremorne West through the use of robust materials and references to industrial typologies.
- avoid the use of surfaces at facades which cause unacceptable glare to the public realm.
- break up buildings with a wide street frontage into smaller vertical sections or separate elements to provide breaks and modulation in the street facade.

- provide a high level of design detail at the ground floor and lower levels of buildings.
- provide well-designed entrance spaces to buildings that create a transition between the public and private realm and encourage activity to occur at the street interface
- provide for street activation at ground level to create a pedestrian-oriented environment and enhance passive surveillance of the public realm.
- carefully design upper levels adjacent to heritage buildings to minimise visual bulk.
- use high quality materials that are complementary to the materiality of the adjacent heritage building.
- create well designed building edges and facades on buildings that are visible from the elevated railway line or Yarra River (Birrarrung)
- avoid continuous walls of buildings when viewed from the street by providing visual breaks, articulated massing and/or separation between building forms at street level and upper levels.
- avoid blank walls visible from the public realm. Where a solid external wall is unavoidable, walls should be detailed and include articulation to provide visual interest.
- on larger sites be broken into a series of smaller building forms that contribute positively to their context and their historic urban grain form.

Development should deliver comfortable wind conditions in the public realm and communal open space.

Building services should not be visible on primary building facades, occupy less than 40 percent of the ground floor area of the site, and be integrated into the overall design of the building.

Services should occupy a minimal proportion of any facade including the primary facade, if not possible to locate them elsewhere.

Development should locate sub-stations below ground, where possible. Access should be provided from right of ways/laneways or located off the primary street.

Development should ensure floor to ceiling heights are appropriate to a range of uses over time.

Development should enable subdivision of floorplates into smaller tenancies over time.

Car parking should be designed to enable conversion to other uses over time, especially parking on the ground level and above.

Development should incorporate floor to floor heights suitable for commercial activity of at least 4 metres at ground level, where heritage elements are not a constraint.

Development should maximise access to daylight through windows, lightwells, shallow floorplates, adequate floor to ceiling heights and building separation.

Development should achieve a high standard of internal amenity within the development.

Development should provide access to balconies, terraces and courtyards to enhance amenity for building occupants.

Development should provide opportunities for greening, especially at the lower levels of the building.

Development should minimise, where possible, the impact of development on solar access to adjacent solar panels.

2.12 Views to Landmarks Requirements

A permit must not be granted to construct a building or construct or carry out works that would encroach upon views to the following landmarks (as shown on Plan 1 and listed below):

- The entire Nylex Sign when viewed from centre of eastern footpath of the Morell Bridge

- The entire Slade Knitwear Sign when viewed from the footpath on the north-west corner of Dover Street and Kelso Street.

Development should provide adequate setbacks and building separation to maintain clear sky between the identified architectural elements of the landmark and the new development.

2.13 Vehicle Access and Laneways Requirements

Vehicle access should be achieved from right of way/laneways or side streets (in that order of preference).

Where access is required from streets, right of ways or laneways of 6m or less, include a setback at ground floor, to facilitate the ongoing function of the laneway and allow for building services and car park access. The setback in the laneway should provide a minimum width between walls of 6.1 metres (including the existing laneway). Between ground level and first floor, a headroom clearance of 4 metres minimum should be achieved.

Where a property extends the full length of the laneway or street, the development should provide additional ground floor setbacks to increase the width of existing laneways and streets to a minimum of 6.1 metres for the whole frontage of the site to the laneway.

Car parking should be located within a basement or concealed from the public realm (in that order of preference).

Separate entries for car parking entries and loading bays should be avoided.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to retain the continuity of the public realm by:

- ensuring a high standard of pedestrian amenity
- limiting potential conflict between vehicle movements and pedestrian activity
- avoiding wide crossover points
- ensuring adequate spacing between crossovers.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

At the intersection of laneways and footpaths, development to non-heritage buildings should provide a minimum 1 x 1 metre splay to facilitate pedestrian sightlines.

Properties on the inside corner of bends in laneways or at intersections between two right of way/laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

2.14 Pedestrian and Bicycle Design Requirements

Development should ensure pedestrian entrances are clearly visible, secure and have an identifiable sense of address.

Development should provide well-designed bicycle infrastructure and end-of-trip facilities.

Visitor and staff bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

2.15 Exemption from notice and review

An application to construct a building or construct or carry out works is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone, land used for a hospital or an education centre or land in a Public Acquisition Overlay to be acquired for a hospital or an education centre.

3.0 Subdivision

xx/xx/20xx

None specified.

4.0 Signs

xx/xx/20xx None specified.

5.0 Application requirements

xx/xx/20xx

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- Site analysis and urban design context report which demonstrates how the proposal achieves the design objectives and requirements of this schedule
- A wind study analysis for the proposed development greater than 15m in height to assess the wind impact on:
 - the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing.
 - the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- Where a character building (or part thereof) is proposed to be retained:
 - a retention and refurbishment plan, detailing all the building fabric to be retained and/or refurbished.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that:
 - demonstrates how the development minimises impacts on the level of service, safety and amenity of the arterial road network (including tram services).
 - demonstrates how the development reduces car dependence and promotes sustainable transport modes.
 - includes an assessment of the impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.

6.0 Decision guidelines

xx/xx/20xx

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

- Whether the proposal achieves adaptable and practicable floor plan layouts for various uses over time.
- Whether the proposal provides a high quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface.
- Whether the design of the development reflects the industrial character of Cremorne West.
- Whether the development allows for the adaptive re-use of identified character buildings.
- Whether development responds to local and state significant heritage places within Cremorne.
- Whether the design considers the impact of glare on the safety of pedestrians and vehicles.
- Whether heritage buildings retain their three dimensional form as viewed from the public realm, including from the opposite side of the street.
- Whether street wall height and overall building height respond to the width and character of the street.

- Whether a proposed awning, verandah or overhang impacts on street tree planting in the public realm.
- Whether the development delivers design excellence including but not limited to building siting, scale, massing, articulation and materials.

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/xx/20xx

SCHEDULE 52 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO52**.

CREMORNE ENTERPRISE PRECINCT – RAILWAY PRECINCT

1.0 Design objectives

xx/xx/20xx

To support the Railway Precinct as a linear employment precinct in Cremorne that delivers high quality, innovative and environmentally sustainable development fronting green, walking and cycling connections on Green, Chestnut and Balmain Streets.

To support new mid-rise built form that reinforces the fine grain industrial character and human scale of the precinct transitioning to a lower mid-rise form at the interface with adjoining low rise residential area to the north.

To reinforce the Railway Precinct's industrial character through a diverse mix of innovative architecture that centres on the cluster of heritage buildings at the Green Street and Balmain Street intersection.

To ensure new development enhances the public realm and contributes to a network of pedestrian friendly streets through street activation, sunlight access to Balmain Street and open spaces, comfortable wind conditions, and street setbacks at ground level.

To ensure development responds to interfaces with Green Street residential precinct by ensuring new development provides a suitable transition downwards in scale and form and that minimises amenity impacts through visual bulk, overlooking and overshadowing.

2.0 Buildings and works

xx/xx/20xx

A permit is required to construct a building or construct or carry out works, except for:

- rear ground floor extensions no higher than 4 metres above natural ground level
- an alteration to an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - at least 80 per cent of the building façade at ground floor level is maintained as an entry or window with clear glazing; and
- construction of an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager.

2.1 Definitions

Additional shadow means any shadow cast beyond any shadow cast by existing buildings or works, but not a shadow cast by incidental elements such as canopies, kiosks, artworks, screens or trees.

Boundary Wall means the wall of a building at the property boundary at the side and rear that is not a street.

Character buildings means buildings that contribute to Cremorne's visual character but are not protected under a heritage overlay. These may include pubs, factories, warehouses and offices. Character buildings are buildings that:

- are architecturally distinct;
- demonstrate a link to the industrial and commercial history of the area;
- have a three dimensional form of the building can be seen from the public domain;
- contain interesting detailing and provide visual interest at street level; and/or
- have large window openings with potential for a positive interface with the public domain.

Green roof means a vegetative landscape grown in a substrate installed on top of a roof surface for the purpose of growing vegetation. Green roofs are almost all vegetation with no trafficable areas and access for garden maintenance purposes only.

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant or any building on the Victorian Heritage Register.

Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at or near the street boundary, or, if the existing heritage building is set back from the street boundary, the front of the existing building.

Street wall height means the height of the street wall measured by the vertical distance between the footpath at the centre of the frontage and the highest point of the building, parapet, balustrade or eaves at the street edge or in the case of a heritage building if it is setback from the street from the centre of the building frontage to the highest point of the building, parapet, balustrade or eaves.

Upper level means development above the height of the street wall.

2.2 General Design Requirements

The following requirements apply to an application to construct a building or construct or carry out works.

A permit cannot be granted to vary a requirement expressed with the term 'must' or listed in a 'Mandatory' column of a table.

2.3 Building Height Requirements

A permit should only be granted to construct a building or construct or carry out works, which exceeds the preferred building height shown in Plan 1 and Table 1 of this schedule where all the following requirements are met to the satisfaction of the responsible authority:

- the building elements permitted by the proposed variation satisfies the general design objectives in Clause 1.0 of this schedule and the relevant design requirements specified in this schedule; and
- the proposal will achieve design excellence through each of the following:
 - greater building separation than the minimum requirement in this schedule;
 - provide a safe and generous ground level setbacks and publicly accessible spaces to enhance the public realm and accommodate building entrances, spaces for outdoor dining, landscaping or street level bike parking;
 - excellence for environmentally sustainable design measured as a minimum BESS project score of 70%;
 - no additional overshadowing of residentially zoned properties, beyond that which would be generated by a proposal that complies with the preferred building height;
 - where a site contains a character building that is retained and incorporated within the design of a future building; and
 - provision of end-of-trip facilities, including secure bicycle parking, locker and shower facilities and change rooms in excess of the requirements of Clause 52.34.

Architectural features may exceed the preferred height.

Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the preferred height provided that each of the following criteria are met for the equipment or structure:

- Less than 50 per cent of the roof area is occupied by the equipment /structures (other than solar panels and green roofs);

- The equipment and/or structures do not cause additional overshadowing at the September Equinox of secluded private open space to residential land, opposite footpaths, kerb outstands, or planting areas in the public realm; and
- The equipment/structures extend no higher than 3.6 metres above the maximum building height.

2.4 Street Wall Height and Setback Requirements

A permit should not be granted to construct a building or construct or carry out works, which exceeds the relevant preferred maximum street wall height and/or reduces the relevant preferred minimum setback requirements specified in this schedule unless the following are met, to the satisfaction of the responsible authority:

- The built form outcome that results from the proposed variation satisfies the design objectives in Clause 1.0 of this schedule;
- The built form outcome that results from the proposed variation satisfies the relevant design requirements specified in this schedule;

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies, terraces and balustrades should not protrude into a setback.

Street walls should be designed to reinforce a pedestrian scale along streets and laneways. They should include architectural detailing such as high quality tactile materials and depth and articulation to ensure an engaging pedestrian experience.

The street wall height of development adjoining a heritage building should not exceed the street wall height of the adjoining heritage building for a minimum length of 6 metres, unless specified elsewhere this Schedule.

Development should:

- provide chamfered building corners at intersections (where appropriate) to create additional public space at points of pedestrian congestion.
- expand the public realm through inset building entrances and integrated seating with foot clearance (where appropriate).

Where heritage is not a constraint, sites should provide ground level setbacks to enhance the public realm and accommodate building entrances, spaces for outdoor dining, street level bike parking or landscaping.

Where an adjacent site has provided a ground level setback, development should provide a similar setback to achieve a consistent approach along a street frontage.

2.5 Upper Level Setback Requirements

Development should:

- provide upper level setbacks above the street wall to reduce the visual impact of buildings experienced from the street.
- incorporate an architectural expression at upper levels that is distinct from but complementary to the street wall.
- contain upper level setbacks above the street wall within a maximum of two steps to avoid repetitive steps in the built form.
- be setback from heritage buildings to ensure they do not detract from their visual prominence when viewed directly or obliquely along the street.
- be set back to ensure architectural features of heritage buildings remain visible.

2.6 Railway Precinct Heights, Setbacks, and Interface Plan

Plan 1: Height, Setbacks and Interface plan - Railway Precinct

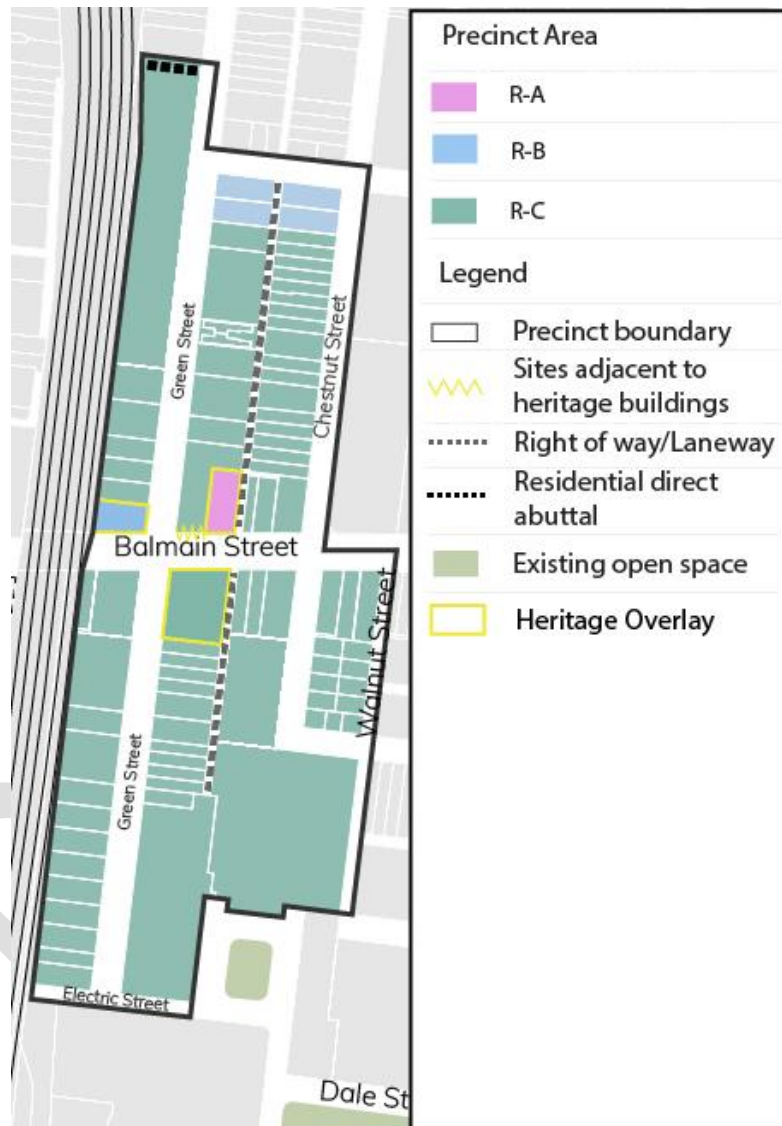


Table 1: Heights and setbacks - Railway Precinct

Built Form	Preferred Requirement	Mandatory Requirement
Area CW-A		
Maximum building height	12m	None specified

Built Form	Preferred Requirement	Mandatory Requirement
Maximum and minimum street wall setback	Retain existing front setback	None specified
Maximum street wall height	Retain heritage façade	None specified
Minimum upper level setback	10m measured from front property boundary	None specified
Maximum boundary wall height	None specified	None specified
Area CW-B		
Maximum building height	20m	None specified
Maximum and minimum street wall setback	69 Balmain Street - Retain existing street setback Elsewhere - None specified	None specified
Maximum street wall height	69 Balmain Street - Retain heritage street wall. Infill development match the parapet wall height of heritage building. Elsewhere - 12m	None specified
Minimum upper level setback	69 Balmain Street - 10m from Balmain and Green Street frontage for the heritage building and 3m for infill development on Balmain Street Elsewhere - 3m	None specified
Maximum boundary wall height	20m	None specified
Area CW-C		
Maximum building height	28m	None specified
Maximum and minimum street wall setback	80-82 Balmain Street - Retain existing heritage setback Elsewhere - None specified	None specified
Maximum street wall height	80-82 Balmain Street - Retain heritage street wall Elsewhere - 12m	None specified
Minimum upper level setback	80-82 Balmain Street - Green Street frontage – 7m; Balmain Street frontage – 5m Elsewhere - 3m	None specified
Maximum boundary wall height	20m	None specified
Maximum boundary wall height	20m	None specified

2.7 Building Separation Requirements

Development should be well spaced and sited to avoid visual bulk and provide equitable access to an outlook, good daylight, sunlight penetration and views to the sky above the street wall.

For sites with a frontage of less than 20m, development above the boundary wall height may be built to the boundary, limited to one side of the site.

For sites with a frontage of 20m or more, upper level development at common side and rear property boundaries should be setback above the boundary wall height as shown in Table 2.

Where a site adjoins an existing blank boundary wall, development may be constructed on that boundary to the height of that existing wall.

Where development is proposed on the boundary above the boundary wall height, it should:

- Be well articulated if visible from the street;
- Not run the full length of the boundary; and
- Not result in a continuous wall of buildings when viewed from the street.

Development with multiple buildings on a site should be setback at upper levels above the boundary wall height as shown in Table 2.

Where the common boundary is a right of way/laneway shown on Plan 1, the setback is measured from the centre of the laneway.

Table 2: Building separation distances

Overall height of the building	Minimum setback from common property boundary or laneway centreline	Minimum separation between buildings where there are multiple buildings on a site
1-3 levels above boundary wall height	3m	6m
4 or more levels above boundary wall height	4.5m	9m

2.8 Overshadowing Requirements

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following space between 10am and 2pm at 22nd September:

- Southern footpath of Balmain Street, east of the railway underpass, measured from the property boundary to the existing kerb (including any kerb outstands, seating or planting).

Development should ensure there is no additional overshadowing of existing public spaces at the spring equinox (22 September) between 10am and 2pm identified on Plan 1.

2.9 Building Design and Quality Requirements

Development should:

- achieve urban design and architectural excellence.
- reinforce the industrial character of the Railway Precinct through the use of robust materials and references to industrial typologies.
- avoid the use of surfaces at facades which cause unacceptable glare to the public realm.
- break up buildings with a wide street frontage into smaller vertical sections or separate elements to provide breaks and modulation in the street facade.
- provide a high level of design detail at the ground floor and lower levels of buildings.

- provide well-designed entrance spaces to buildings that create a transition between the public and private realm and encourage activity to occur at the street interface
- provide for street activation at ground level to create a pedestrian-oriented environment and enhance passive surveillance of the public realm.
- carefully design upper levels adjacent to heritage buildings to minimise visual bulk.
- use high quality materials that are complementary to the materiality of the adjacent heritage building.
- create well designed building edges and facades on buildings that are visible from the elevated railway line
- avoid continuous walls of buildings when viewed from the street by providing visual breaks, articulated massing and/or separation between building forms at street level and upper levels.
- avoid blank walls visible from the public realm. Where a solid external wall is unavoidable, walls should be detailed and include articulation to provide visual interest.
- on larger sites be broken into a series of smaller building forms that contribute positively to their context and their historic urban grain form.

Development should deliver comfortable wind conditions in the public realm and communal open space.

Building services should not be visible on primary building facades, occupy less than 40 percent of the ground floor area of the site, and be integrated into the overall design of the building.

Services should occupy a minimal proportion of any facade including the primary facade, if not possible to locate them elsewhere.

Development should locate sub-stations below ground, where possible. Access should be provided from right of ways/laneways or located off the primary street.

Development should ensure floor to ceiling heights are appropriate to a range of uses over time.

Development should enable subdivision of floorplates into smaller tenancies over time.

Car parking should be designed to enable conversion to other uses over time, especially parking on the ground level and above.

Development should incorporate floor to floor heights suitable for commercial activity of at least 4 metres at ground level, where heritage elements are not a constraint.

Development should maximise access to daylight through windows, lightwells, shallow floorplates, adequate floor to ceiling heights and building separation.

Development should achieve a high standard of internal amenity within the development.

Development should provide access to balconies, terraces and courtyards to enhance amenity for building occupants.

Development should provide opportunities for greening, especially at the lower levels of the building.

Development should minimise, where possible, the impact of development on solar access to adjacent solar panels.

2.10 Vehicle Access and Laneways Requirements

Vehicle access should be achieved from right of way/laneways or side streets (in that order of preference).

Where access is required from streets/laneways of 6m or less, include a setback at ground floor, to facilitate the ongoing function of the laneway and allow for building services and car park access. The setback in the laneway should provide a minimum width between walls of 6.1 metres (including the existing laneway). Between ground level and first floor, a headroom clearance of 4 metres minimum should be achieved.

Where a property extends the full length of the laneway or street, the development should provide additional ground floor setbacks to increase the width of existing laneways and streets to a minimum of 6.1 metres for the whole frontage of the site to the right of way/laneway.

Car parking should be located within a basement or concealed from the public realm (in that order of preference).

Separate entries for car parking entries and loading bays should be avoided.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to retain the continuity of the public realm by:

- ensuring a high standard of pedestrian amenity
- limiting potential conflict between vehicle movements and pedestrian activity
- avoiding wide crossover points
- ensuring adequate spacing between crossovers.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

At the intersection of laneways and footpaths, development to non-heritage buildings should provide a minimum 1 x 1 metre splay to facilitate pedestrian sightlines.

Properties on the inside corner of bends in laneways or at intersections between two laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

2.11 Pedestrian and Bicycle Design Requirements

Development should ensure pedestrian entrances are clearly visible, secure and have an identifiable sense of address.

Development should provide well-designed bicycle infrastructure and end-of-trip facilities.

Visitor and staff bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

2.12 Exemption from notice and review

An application to construct a building or construct or carry out works is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone, land used for a hospital or an education centre or land in a Public Acquisition Overlay to be acquired for a hospital or an education centre.

3.0 Subdivision

xx/xx/20xx

None specified.

4.0 Signs

xx/xx/20xx

None specified.

5.0 Application requirements

xx/xx/20xx

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- Site analysis and urban design context report which demonstrates how the proposal achieves the design objectives and requirements of this schedule
- A wind study analysis for the proposed developments greater than 15m height to assess the wind impact on:

- the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing.
- the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that:
 - demonstrates how the development minimises impacts on the level of service and safety and amenity of the arterial road network (including tram services).
 - demonstrates how the development reduces car dependence and promotes sustainable transport modes.
 - includes an assessment of the impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.

6.0 Decision guidelines

xx/xx/20xx

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

- Whether the proposal achieves adaptable and practicable floor plan layouts for various uses over time.
- Whether the proposal provides a high quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface.
- Whether the design of the development reflects the industrial character of Cremorne.
- Whether development responds to local and state significant heritage places within Cremorne.
- Whether the design considers the impact of glare on the safety of pedestrians and vehicles.
- Whether heritage buildings retain their three dimensional form as viewed from the public realm, including from the opposite side of the street.
- Whether street wall height and overall building height respond to the width and character of the street.
- Whether a proposed awning, verandah or overhang impacts on street tree planting in the public realm.
- Whether the development delivers design excellence including but not limited to building siting, scale, massing, articulation and materials.

/xx/20xx

SCHEDULE 53 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO53**.

CREMORNE ENTERPRISE PRECINCT – CHURCH STREET PRECINCT

1.0 Design objectives

xx/xx/20xx

To support the Church Street Precinct as a thriving commercial and retail precinct in Cremorne that delivers high quality, innovative and environmentally sustainable development.

To support a new mid-rise built form character with taller built form reinforcing the Church Street activity spine and transitioning to a lower built form on narrow east-west side streets and at the interfaces with adjoining low rise residential areas.

To reinforce the 'high street' character and vibrancy of Church Street through a mix of innovative architecture, heritage places and identified character buildings while ensuring development reinforces a human scale and fine grain pattern of development in its narrow side streets.

To ensure new development enhances the public realm and contributes to a network of pedestrian friendly streets through street activation, sunlight access to Church and Balmain Streets and open spaces, comfortable wind conditions, and street setbacks at ground level.

To ensure development responds to interfaces with residential precincts by providing a suitable transition in scale and form that minimises amenity impacts through visual bulk, overlooking and overshadowing.

2.0 Buildings and works

xx/xx/20xx

A permit is required to construct a building or construct or carry out works, except for:

- rear ground floor extensions no higher than 4 metres above natural ground level
- an alteration to an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - at least 80 per cent of the building façade at ground floor level is maintained as an entry or window with clear glazing; and
- construction of an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager.

2.1 Definitions

Additional shadow means any shadow cast beyond any shadow cast by existing buildings or works, but not a shadow cast by incidental elements such as canopies, kiosks, artworks, screens or trees.

Boundary Wall means the wall of a building at the property boundary at the side and rear that is not a street.

Character buildings means buildings that contribute to Cremorne's visual character but are not protected under a heritage overlay. These may include pubs, factories, warehouses and offices. Character buildings are buildings that:

- are architecturally distinct;
- demonstrate a link to the industrial and commercial history of the area;
- have a three dimensional form of the building that can be seen from the public domain;
- contain interesting detailing and provide visual interest at street level; and/or
- have large window openings with potential for a positive interface with the public domain.

Green roof means a vegetative landscape grown in a substrate installed on top of a roof surface for the purpose of growing vegetation. Green roofs are almost all vegetation with no trafficable areas and access for garden maintenance purposes only.

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant or any building on the Victorian Heritage Register.

Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at or near the street boundary, or, if the existing heritage building is set back from the street boundary, the front of the existing building.

Street wall height means the height of the street wall measured by the vertical distance between the footpath at the centre of the frontage and the highest point of the building, parapet, balustrade or eaves at the street edge or in the case of a heritage building if it is setback from the street from the centre of the building frontage to the highest point of the building, parapet, balustrade or eaves.

Upper level means development above the height of the street wall.

2.2 General Design Requirements

The following requirements apply to an application to construct a building or construct or carry out works.

A permit cannot be granted to vary a requirement expressed with the term 'must' or listed in a 'Mandatory' column of a table.

2.3 Building Height Requirements

A permit should only be granted to construct a building or construct or carry out works, which exceeds the preferred building height shown in Plan 1 and Table 1 of this schedule where all the following requirements are met to the satisfaction of the responsible authority:

- the building elements permitted by the proposed variation satisfies the general design objectives in Clause 1.0 of this schedule and the relevant design requirements specified in this schedule; and
- the proposal will achieve design excellence through each of the following:
 - greater building separation than the minimum requirement in this schedule;
 - provide a safe and generous ground level setbacks and publicly accessible spaces to enhance the public realm and accommodate building entrances, spaces for outdoor dining, landscaping or street level bike parking;
 - excellence for environmentally sustainable design measured as a minimum BESS project score of 70%;
 - no additional overshadowing of residentially zoned properties, beyond that which would be generated by a proposal that complies with the preferred building height;
 - where a site contains a character building that is retained and incorporated within the design of a future building; and
 - provision of end-of-trip facilities, including secure bicycle parking, locker and shower facilities and change rooms in excess of the requirements of Clause 52.34.

Architectural features may exceed the preferred height.

Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the preferred height provided that each of the following criteria are met for the equipment or structure:

- Less than 50 per cent of the roof area is occupied by the equipment /structures (other than solar panels and green roofs);

- The equipment and/or structures do not cause additional overshadowing at the September Equinox of secluded private open space to residential land, opposite footpaths, kerb outstands, or planting areas in the public realm; and
- The equipment/structures extend no higher than 3.6 metres above the maximum building height.

2.4 Street Wall Height and Setback Requirements

A permit should not be granted to construct a building or construct or carry out works, which exceeds the relevant preferred maximum street wall height and/or reduces the relevant preferred minimum setback requirements specified in this schedule unless the following are met, to the satisfaction of the responsible authority:

- The built form outcome that results from the proposed variation satisfies the design objectives in Clause 1.0 of this schedule; and
- The built form outcome that results from the proposed variation satisfies the relevant design requirements specified in this schedule;

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies, terraces and balustrades should not protrude into a setback.

Street walls should be designed to reinforce a pedestrian scale along streets and laneways. They should include architectural detailing such as high quality tactile materials and depth and articulation to ensure an engaging pedestrian experience.

The street wall height of development adjoining a heritage building should not exceed the street wall height of the adjoining heritage building for a minimum length of 6 metres, unless specified elsewhere this Schedule.

Development should:

- provide chamfered building corners at intersections (where appropriate) to create additional public space at points of pedestrian congestion.
- expand the public realm through inset building entrances and integrated seating (where appropriate).

Where heritage is not a constraint, sites should provide ground level setbacks to enhance the public realm and accommodate building entrances, spaces for outdoor dining, street level bike parking or landscaping.

Where an adjacent site has provided a ground level setback, development should provide a similar setback to achieve a consistent approach along a street frontage.

2.5 Upper Level Setback Requirements

Development should:

- provide upper level setbacks above the street wall to reduce the visual impact of buildings experienced from the street.
- incorporate an architectural expression at upper levels that is distinct from but complementary to the street wall.
- contain upper level setbacks above the street wall within a maximum of two steps to avoid repetitive steps in the built form.
- be setback from heritage buildings to ensure they do not detract from their visual prominence when viewed directly or obliquely along the street.
- be set back to ensure architectural features of heritage buildings remain visible.

2.6 Church Street Precinct Heights, Setbacks and Interface Plan

Plan 1: Height, Setbacks and Interface Plan - Church Street Precinct

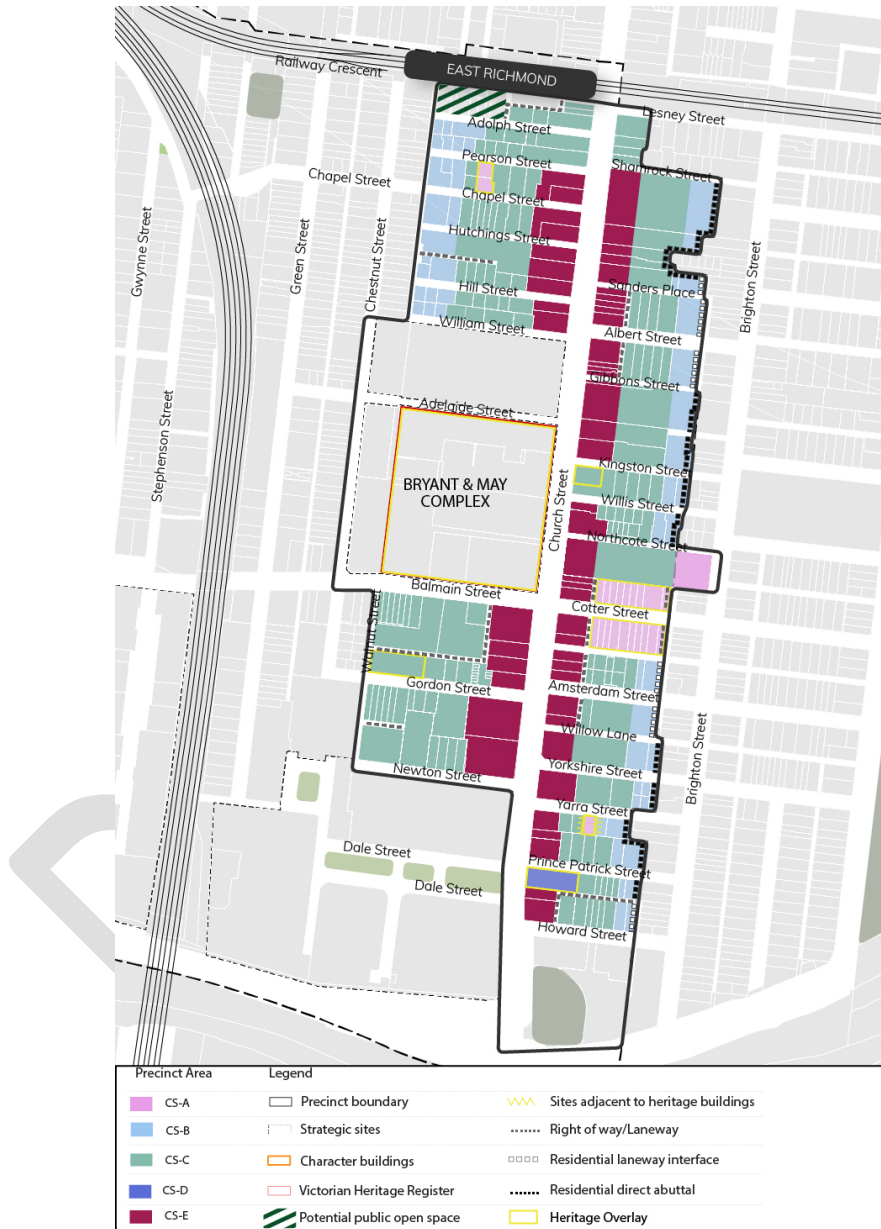


Table 1: Heights and Setbacks - Church Street Precinct

Built Form	Preferred Requirement	Mandatory Requirement
Area CS-A		

Built Form	Preferred Requirement	Mandatory Requirement
Maximum building height	12m	None specified
Maximum and minimum street wall setback	6 Yarra Street - Retain existing setback 11 Chapel Street and 10 Pearson Street - Retain existing setbacks for heritage buildings, along with the eastern and southern façade and original roof form. Infill buildings to match setbacks of heritage buildings 3 to 13, 17 to 19 and 4 to 18 Cotter Street – For heritage buildings - retain existing heritage setbacks For non-heritage buildings - match the adjacent heritage building setbacks	None specified
Maximum street wall height	6 Yarra Street - Retain heritage façade 11 Chapel Street and 10 Pearson Street - Retain heritage façades. Infill development to match the parapet height of the heritage buildings 3 to 13, 17 to 19 and 4 to 18 Cotter Street – For heritage buildings - retain heritage street wall For non-heritage buildings – match adjacent heritage building	None specified
Minimum upper level setback	6 Yarra Street – 7m 11 Chapel Street and 10 Pearson Street - 10m to the Chapel Street frontage and 9m to the Pearson Street frontage 3 to 13, 17 to 19 and 4 to 18 Cotter Street - Upper levels setback behind the front two rooms. Non heritage buildings – None specified	None specified
Maximum boundary wall height	None specified	None specified
Area CS-B		
Maximum building height	20m	None specified
Maximum and minimum street wall setback	8 Yarra Street - Match front setback of the adjacent heritage building at 6 Yarra Street for a minimum distance of 6m Elsewhere - None specified	None specified
Maximum street wall height	12m	None specified
Minimum upper level setback	3m	None specified

Built Form	Preferred Requirement	Mandatory Requirement
Maximum boundary wall height	20m	None specified
Area CS-C		
Maximum building height	28m	None specified
Maximum and minimum street wall setback	533-537 Church Street - Retain existing heritage setback 2-4 Yarra Street and 8 Yarra Street - Match front setback of adjacent heritage building at 6 Yarra Street for a minimum of 6m Elsewhere - None specified	None specified
Maximum street wall height	533-537 Church Street - Retain heritage street wall. Infill development on the site to match the height of heritage street wall Elsewhere - 12m	None specified
Minimum upper level setback	533-537 Church Street - Above heritage building – 7m on the Church Street frontage and 5m at the Kingston Street frontage to retain heritage buildings and stepped parapet visible on Kingston Street; Infill development on the site – 3m Elsewhere - 3m	None specified.
Minimum side setback	8 Yarra Street - 2.5m from the western side boundary for a length of 6m measured from the northern property boundary to ensure views to the side stone work are retained Elsewhere - None specified	None specified
Maximum boundary wall height	20m	None specified
Area CS-D		
Maximum building height	32m	None specified
Maximum and minimum street wall setback	Retain the existing heritage street setback Infill development on the site – 0m	None specified
Maximum street wall height	Retain heritage façade Infill development on the site to match the heritage parapet	None specified
Minimum upper level setback	Heritage Building - 12m from the Church Street frontage and 16m from the Prince Patrick Street frontage Infill development - 3m	None specified.
Maximum boundary wall height	18m	None specified

Built Form	Preferred Requirement	Mandatory Requirement
Area CS-E		
Maximum building Height	40m	None specified
Maximum and minimum street wall setback	None specified	None specified
Maximum street wall height	16m	None specified
Minimum upper level setback	5m	None specified
Maximum boundary wall height	24m	None specified

2.7 Building Separation Requirements

Development should be well spaced and sited to avoid visual bulk and provide equitable access to an outlook, good daylight, sunlight penetration and views to the sky above the street wall.

For sites with a frontage of less than 20m, development above the boundary wall height may be built to the boundary, limited to one side of the site.

For sites with a frontage of 20m or more, upper level development at common side and rear property boundaries should be setback above the boundary wall height as shown in Table 2.

Where a site adjoins an existing blank boundary wall, development may be constructed on that boundary to the height of that existing wall.

Where development is proposed on the boundary above the boundary wall height, it should:

- Be well articulated if visible from the street;
- Not run the full length of the boundary; and
- Not result in a continuous wall of buildings when viewed from the street.

Development with multiple buildings on a site should be setback at upper levels above the boundary wall height as shown in Table 2.

Where the common boundary is a laneway shown on Plans 1, the setback is measured from the centre of the laneway.

Table 2: Building separation distances

Overall height of the building	Minimum setback from common property boundary or laneway centreline	Minimum separation between buildings where there are multiple buildings on a site
1-3 levels above boundary wall height	3m	6m
4 or more levels above boundary wall height	4.5m	9m

2.8 Overshadowing Requirements

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following space between 10am and 2pm at 22nd September for a minimum of 3 hours:

- Opposite footpath on Church Street, measured from the property boundary to the existing kerb (including any kerb outstands, seating or planting).

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following space between 10am and 2pm at 22nd September:

- Southern footpath of Balmain Street east of the railway underpass, measured from the property boundary to the existing kerb (including any kerb outstands, seating or planting).

Development should ensure there is no additional overshadowing of existing public spaces at the spring equinox (22 September) between 10am and 2pm identified on Plan 1.

In locations where new public open space is identified on Plan 1, adjoining development should consider how building heights and massing would minimise additional overshadowing on any potential public open space.

2.9 Interface to properties in Neighbourhood Residential Zone or General Residential Zone Requirements

Development should protect the amenity of existing residential zones in terms of visual bulk, overshadowing of private open space and overlooking.

Development with an interface to a residential zone as shown in Plans 1 should not exceed the maximum heights and setbacks set out in Table 3 and Figures 1 and 2.

Development should provide a maximum of two steps in building form to avoid overly stepped outcomes.

Table 3: Residential interface heights, ground and upper level setbacks

Interface	Maximum interface wall height	Minimum interface wall Setback	Minimum upper level setback
Direct Abuttal	8m	3m from property boundary	Upper level setback of 45 degrees above the interface wall height, for up to a minimum distance of 12m from the interface wall.
Laneway Interface	8m	0m from property boundary	Upper level setback of 45 degrees above the interface wall height, for up to a minimum distance of 12m from the interface wall.

Figure 1: Residential interface – Direct abuttal

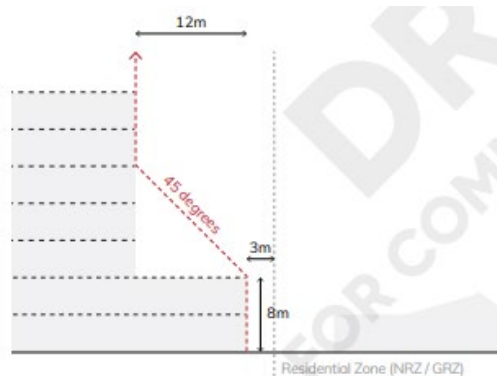
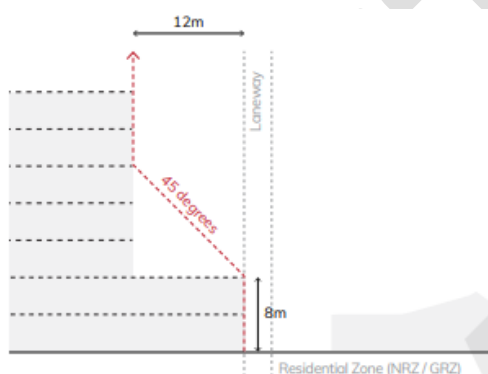


Figure 2: Residential interface – Laneway Interface



2.10 Character Buildings Requirements

Development should facilitate the adaptive reuse of character buildings within Cremorne set out in this schedule and identified on Plans 1:

Development should retain all or a substantial part of a character building, as viewed from the street.

Development should incorporate materials that complement the existing character building in the new design.

2.11 Building Design and Quality Requirements

Development should:

- achieve urban design and architectural excellence.
- reinforce the industrial character of Cremorne through the use of robust materials and references to industrial typologies.
- avoid the use of surfaces at facades which cause unacceptable glare to the public realm.
- break up buildings with a wide street frontage into smaller vertical sections or separate elements to provide breaks and modulation in the street facade.
- provide a high level of design detail at the ground floor and lower levels of buildings.
- provide well-designed entrance spaces to buildings that create a transition between the public and private realm and encourage activity to occur at the street interface

- provide for street activation at ground level to create a pedestrian-oriented environment and enhance passive surveillance of the public realm.
- carefully design upper levels adjacent to heritage buildings to minimise visual bulk.
- use high quality materials that are complementary to the materiality of the adjacent heritage building.
- create well designed building edges and facades on buildings that are visible from the elevated railway line or Yarra River (Birrarung)
- avoid continuous walls of buildings when viewed from the street by providing visual breaks, articulated massing and/or separation between building forms at street level and upper levels.
- avoid blank walls visible from the public realm. Where a solid external wall is unavoidable, walls should be detailed and include articulation to provide visual interest.
- on larger sites be broken into a series of smaller building forms that contribute positively to their context and their historic urban grain form.

Development should deliver comfortable wind conditions in the public realm and communal open space.

Frontages along Church Street at ground floor should incorporate awnings or verandahs.

Building services should not be visible on primary building facades, occupy less than 40 percent of the ground floor area of the site, and be integrated into the overall design of the building.

Services should occupy a minimal proportion of any facade including the primary facade, if not possible to locate them elsewhere.

Development should locate sub-stations below ground or above ground level (in that order of preference), where possible.

Access should be provided from right of ways/laneways or located off the primary street.

Development should ensure floor to ceiling heights are appropriate to a range of uses over time.

Development should enable subdivision of floorplates into smaller tenancies over time.

Car parking should be designed to enable conversion to other uses over time, especially parking on the ground level and above.

Development should incorporate floor to floor heights suitable for commercial activity of at least 4 metres at ground level, where heritage elements are not a constraint.

Development should maximise access to daylight through windows, lightwells, shallow floorplates, adequate floor to ceiling heights and building separation.

Development should achieve a high standard of internal amenity within the development.

Development should provide access to balconies, terraces and courtyards to enhance amenity for building occupants.

Development should provide opportunities for greening, especially at the lower levels of the building.

Development should minimise where possible the impact of development on solar access to adjacent solar panels.

2.12 Vehicle Access and Laneways Requirements

Vehicle access should be achieved from right of way/laneways or side streets (in that order of preference).

Where access is required from streets, right of ways or laneways of 6m or less, include a setback at ground floor, to facilitate the ongoing function of the laneway and allow for building services and car park access. The setback in the laneway should provide a minimum width between walls of 6.1 metres (including the existing laneway). Between

ground level and first floor, a headroom clearance of 4 metres minimum should be achieved.

Where a property extends the full length of the laneway or street, the development should provide additional ground floor setbacks to increase the width of existing laneways and streets to a minimum of 6.1 metres for the whole frontage of the site to the laneway.

Car parking should be located within a basement or concealed from the public realm (in that order of preference).

Separate entries for car parking entries and loading bays should be avoided.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to retain the continuity of the public realm by:

- ensuring a high standard of pedestrian amenity;
- limiting potential conflict between vehicle movements and pedestrian activity;
- avoiding wide crossover points; and
- ensuring adequate spacing between crossovers.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

At the intersection of right of way/laneways and footpaths, development to non-heritage buildings should provide a minimum 1 x 1 metre splay to facilitate pedestrian sightlines.

Properties on the inside corner of bends in laneways or at intersections between two right of way/laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

2.13 Pedestrian and Bicycle Design Requirements

Development should ensure pedestrian entrances are clearly visible, secure and have an identifiable sense of address.

Development should provide well-designed bicycle infrastructure and end-of-trip facilities.

Visitor and staff bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

2.14 Exemption from notice and review

An application to construct a building or construct or carry out works is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone, land used for a hospital or an education centre or land in a Public Acquisition Overlay to be acquired for a hospital or an education centre.

3.0 Subdivision

xx/xx/20xx

None specified.

4.0 Signs

xx/xx/20xx

None specified.

5.0 Application requirements

xx/xx/20xx

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- Site analysis and urban design context report which demonstrates how the proposal achieves the design objectives and requirements of this schedule
- A wind study analysis for the proposed developments greater than 15m in height to assess the wind impact on:

- the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing.
- the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- Where a Character Building (or part thereof) is proposed to be retained:
 - a retention and refurbishment plan, detailing all the building fabric to be retained and/or refurbished.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that:
 - demonstrates how the development minimises impacts on the level of service, safety and amenity of the arterial road network (including the operation of tram services).
 - demonstrates how the development reduces car dependence and promotes sustainable transport modes.
 - includes an assessment of the impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.

6.0 Decision guidelines

xx/xx/20xx

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

- Whether the proposal achieves adaptable and practicable floor plan layouts for various uses over time.
- Whether the proposal provides a high quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface.
- Whether the design of the development reflects the industrial character of Cremorne.
- Whether the development allows for the adaptive re-use of identified Character Buildings.
- Whether development responds to local and state significant heritage places within Cremorne.
- Whether the design considers the impact of glare on the safety of pedestrians and vehicles.
- Whether heritage buildings retain their three dimensional form as viewed from the public realm, including from the opposite side of the street.
- Whether street wall height and overall building height respond to the width and character of the street.
- Whether a proposed awning, verandah or overhang impacts on street tree planting in the public realm.
- Whether the development delivers design excellence including but not limited to building siting, scale, massing, articulation and materials.

Planning and Environment Act 1987

YARRA PLANNING SCHEME

AMENDMENT C317YARA

EXPLANATORY REPORT

Overview

This amendment introduces interim built form provisions to provide guidance for development in the Cremorne Precinct (which includes the Cremorne Enterprise Precinct). The amendment is underpinned by the revised Cremorne Urban Design Framework (UDF), which provides a strategic framework for Cremorne, and five background reports.

The draft amendment implements three new Design and Development Overlays (DDO) for Commercial 2 Zoned areas in the precinct. These interim DDOs will provide clarity about built form and amenity.

The interim built form provisions are proposed to apply while permanent planning provisions are progressed for the precinct through an exhibited planning scheme amendment.

Where you may inspect this amendment

The amendment can be inspected free of charge at the Yarra City Council website at Amendment C317yara: www.yarracity.vic.gov.au/amendmentC317

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

Planning Counter
Richmond Town Hall
333 Bridge Road
Richmond VIC 3121

The amendment can also be inspected free of charge at the Department of Transport and Planning website at www.planning.vic.gov.au/public-inspection or by contacting 1800 789 386 to arrange a time to view the amendment documentation.

Details of the amendment

Who is the planning authority?

This amendment has been prepared by the Minister for Planning who is the planning authority for this amendment. The Amendment has been made at the request of Yarra City Council.

Land affected by the amendment

The amendment applies to the Commercial 2 Zoned land in Cremorne Enterprise Precinct as shown in Figure 1.

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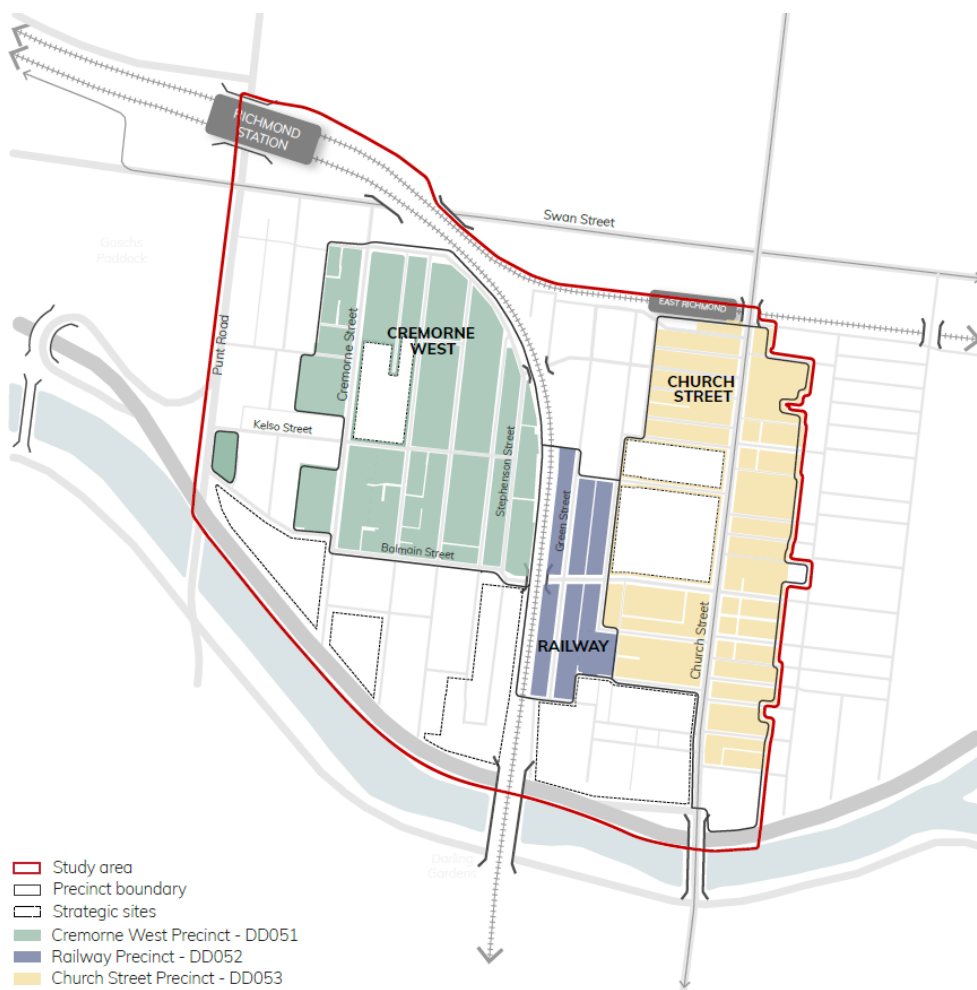


Figure 1 – Land affected by the amendment

What the amendment does

Amendment C317yara proposes to introduce built form controls to the land on an interim basis of two years (from gazettal) by making the following changes to the Yarra Planning Scheme:

- Insert Schedule 51 to Clause 43.02 Design and Development Overlay (DDO51) to the Cremorne West Precinct;
- Insert Schedule 52 to Clause 43.02 Design and Development Overlay (DDO52) to the Railway Precinct;
- Insert Schedule 53 to Clause 43.02 Design and Development Overlay (DDO53) to the Church Street Precinct.

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Strategic assessment of the amendment

Why is the amendment required?

The scale and density of development approved and currently being proposed in Cremorne Enterprise Precinct (aka Cremorne Major Employment Precinct) has increased substantially in recent years. Cremorne is undergoing significant change and development pressure. The high demand for office floor space in Cremorne and unprecedented investment is changing the scale of commercial development.

The *Cremorne Place Implementation Plan* under Action 4.1 - Plan for and manage development in Cremorne as a Next Step, identifies the need to 'Review the current planning policy and controls to better manage development, provide greater planning certainty and address local issues.' It also identifies the need for interim controls stating 'If required under the review, introduce new planning controls to the Yarra Planning Scheme, in the first instance as interim measures to manage development pressures. These would provide designers, investors and decision-makers with a consistent framework for future development.'

To ensure appropriate and orderly planning, the Yarra Planning Scheme needs to be urgently revised to better facilitate and guide the scale, massing and bulk of new development and ensure the public realm is not negatively impacted on.

Built form guidance is urgently needed to ensure future development responds appropriately to Cremorne's unique characteristics and to achieve an appropriate balance between the existing character and potential development.

The current provisions do not provide sufficient guidance to ensure development appropriately considers the impacts on the heritage qualities and diversity of built form within the Cremorne Enterprise Precinct. Nor do the provisions provide sufficient guidance to safeguard appropriate amenity for current and future residents in the area.

The interim controls provide design objectives and requirements which seek to improve the quality of development in Cremorne West, Railway Precinct and Church Street Precincts in Cremorne. Building height and upper level setback requirements seek to achieve development that achieves respects heritage and the Precinct's eclectic industrial character.

The interim controls are required to ensure the precinct is protected in the short term and that planning controls provide certainty to the Yarra community while further work is undertaken.

The exemption from exhibition and prompt approval of this amendment and the interim controls will enable the protection of Cremorne from inappropriate development in the short-term until the permanent controls are implemented.

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

The amendment implements the objectives in Section 4 of the *Planning and Environment Act 1987* (the Act), in particular:

- a) to provide for the fair, orderly, economic and sustainable use, and development of land;
- b) to secure a pleasant, efficient and safe working, living and recreational environment;
- c) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value; and
- d) to balance the present and future interests of all Victorians.

The amendment facilitates commercial and economic growth supports the economic viability of the Precinct and the broader area.

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

The amendment integrates relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.

The amendment generates positive social and economic benefits as it facilitates orderly commercial development within a major employment precinct, providing opportunities for economic development and increasing employment opportunities in the local government area. The draft amendment responds to the development pressures on the area, and the need to protect and improve public

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space and amenity while facilitating development. This will support the long term viability of the area as an economic and innovation hub, which has strong links to public transport infrastructure.

Does the amendment address relevant bushfire risk?

The land affected by the amendment is not located within an area of identified bushfire risk.

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

The amendment complies with Ministerial Direction No. 9 in addressing and responding to the metropolitan planning strategy, *Plan Melbourne 2017-2050*.

The amendment was prepared with regard to Ministerial Direction No. 9 Metropolitan Planning Strategy (which refers to Plan Melbourne 2017-2050). *Plan Melbourne 2017-2050* identifies a vision for the future of Melbourne and objectives and outcomes sought for the city, with directions identified to achieve the desired outcomes and objectives.

The amendment is consistent with the following Directions contained in *Plan Melbourne 2017-2050*:

- **Direction 1.1 - Create a city structure that strengthens Melbourne's competitiveness for jobs and investment which seeks to strengthen the competitiveness of Melbourne's employment areas.** C318yara provides appropriate policy direction for the planning and development of the Cremorne Enterprise Precinct.
- **Direction 1.2 Improve access to jobs across Melbourne and closer to where people live.** C318yara supports commercial development in the Cremorne Enterprise Precinct which easily accessible by public transport and is located close to significant residential populations in Yarra and neighbouring municipalities.
- **Direction 4.3 Achieve and promote design excellence.** C318yara will encourage high quality design in new development in Cremorne through the introduction of new DDO(s) and planning policy. It also seeks to ensure the amenity impacts of development on the residential precincts within Cremorne and adjoining it are minimised.
- **Direction 4.4 Respect Melbourne's heritage as we build for the future.** Given there are relatively few heritage buildings and places in Cremorne, the proposed built form provisions in C318yara are designed to ensure individual heritage sites retain their architectural prominence.
- **Direction 5.1 - Create a city of 20-minute neighbourhoods which aims to cluster new housing in activity centres and other places that offer good access to jobs, services and public transport and includes policy for local governments to prepare structure plans for activity centres to accommodate growth.** C318yara supports policy for 20 minute neighbourhoods by retaining and supporting employment uses close to residential areas.

The amendment complies with the Direction on the Form and Content of Planning Schemes.

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

The amendment supports the following areas of the Planning Policy Framework:

Clause 11 Settlement

- **11.02-1S Supply of Urban Land** - To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.
- **11.02-2S Structure Planning** – To facilitate the orderly development of urban areas.

Clause 15 Built Environment and Heritage

- **Clause 15.01-1S Urban Design** - To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.
- **Clause 15.01-2S Building design** - To achieve building design outcomes that contribute positively to the local context and enhance the public realm.

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- **Clause 15.01-5S Neighbourhood character** - To recognise, support and protect neighbourhood character, cultural identity, and sense of place.
- **Clause 15.03-1S Heritage conservation** - To ensure the conservation of places of heritage significance.
- **Clause 15.02-1S Energy and resource efficiency** - To encourage land use and development that is energy efficient.

Clause 17.01 Employment

- **Clause 17.01-1S Diversified Economy** - To strengthen and diversify the economy.
Clause 17.01-1R Diversified Economy - Metropolitan Melbourne - Inner Metro Region - Retain and encourage the development of areas in and around Collingwood, Cremorne and South Melbourne for creative industries.
- **Clause 17.01-2S Innovation and research** - To create opportunities for innovation and the knowledge economy within existing and emerging industries, research and education.
 - Support the development of enterprise precincts that build the critical mass of employment in an area, leverage the area's public and private sector economic competitive strengths and assets, and cater to a diversity of employment types and scales.
 - Promote an accessible, well-connected, high-amenity and collaborative physical environment that is conducive to innovation and to creative activities.
 - Support well-located, appropriate and low-cost premises for not-for-profit or start-up enterprises.

Clause 17.02 Commercial

- **Clause 17.02-1S Business** - To encourage development that meets the community's needs for retail, entertainment, office and other commercial services.

Clause 17.03 Industry

- **Clause 17.03-1S Industrial Land Supply** - To ensure availability of land for industry.
- **Clause 17.03-2S Industrial Development Siting** - To facilitate the sustainable development and operation of industry.
- **Clause 17.03-3S State Significant Industrial Land** - To protect industrial land of state significance.

Clause 18 Transport

- **Clause 18.01-2S Transport System** - To coordinate development of all transport modes to provide a comprehensive transport system.
- **Clause 18.02-1S Sustainable Personal Transport** - To promote the use of sustainable personal transport.
- **Clause 18.02-1R Sustainable Personal Transport – Metropolitan Melbourne** - Improve local travel options for walking and cycling to support 20 minute neighbourhoods.
- **Clause 18.02-2S Public Transport** - To facilitate greater use of public transport and promote increased development close to high-quality public transport routes.
- **Clause 18.02-2R Principal Public Transport Network** – Facilitate high-quality public transport access to job-rich areas.

Clause 19.02 – Community infrastructure

- **Clause 19.02-4S Social and Cultural Infrastructure** - To provide fairer distribution of and access to, social and cultural infrastructure.
- **Clause 19.02-6S Open Space** - To establish, manage and improve a diverse and integrated network of public open space that meets the needs of the community.
- **Clause 19.02-6S Open Space - Metropolitan Melbourne** - To strengthen the integrated metropolitan open space network.

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

Clause 21.04-3 Industry, office and commercial

- Objective 8: To increase the number and diversity of local employment opportunities.
 - Strategy 8.3 Encourage residential and business land use within the Mixed Use Zone to locate on the same site.

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- Strategy 8.5 Support opportunities for new uses on isolated industrial sites provided they reflect the predominant surrounding uses.

Clause 21.04-5 parks, gardens and public open space

- Objective 12 - To establish a linked open space network.
 - Strategy 12.1: Develop shared pathways and linkages between open space areas across the municipality and to open space adjacent to the municipality.
 - Strategy 12.2: Pursue additional public access along the banks of the River.
- Objective 13: To provide an open space network that meets existing and future community needs.
 - Strategy 13.1: Apply the Public Open Space Contribution Policy at clause 22.12.
 - Strategy 13.2: Avoid the loss of open space and new development in open space unless directly used for sport, leisure, or passive recreation.
 - Strategy 13.3: Ensure new development does not have a negative impact on adjoining open space.

Clause 21.05-2 Urban Design

- Objective 14 - To protect and enhance Yarra's heritage places.
 - Strategy 14.1 Conserve, protect and enhance identified sites and areas of heritage significance including pre-settlement ecological heritage.
 - Strategy 14.2 Support the restoration of heritage places.
 - Strategy 14.9 Apply the Landmarks and Tall Structures policy at clause 22.03
- Objective 16 - To reinforce the existing urban framework of Yarra.
 - Strategy 16.1 Reinforce the Yarra River Corridor as the key ecological and open space element of the urban framework.
- Objective 18 - To retain, enhance and extend Yarra's fine grain street pattern.
 - Strategy 18.1 Encourage the re-establishment of streets and laneways through new development sites where such links were part of the historic street pattern, except where this will cause detrimental traffic impacts.
 - Strategy 18.2: Enhance the amenity of laneways by applying the Development Abutting Laneway policy at Clause 22.07.
- Objective 19 - To create an inner-city environment with landscaped beauty.
 - Strategy 19.1 Require well resolved landscape plans for all new development.
 - Strategy 19.2 Encourage opportunities for planting suitable trees and landscape areas in new development.
 - Strategy 19.3 Encourage the retention of mature vegetation.
 - Strategy 19.4 Protect mature and healthy flora species where they have heritage value or are a valued part of the character of an area.
- Objective 20 - To ensure that new development contributes positively to Yarra's urban fabric.
 - Strategy 20.3 Reflect the fine grain of the subdivision pattern in building design where this is part of the original character of the area.
- Objective 25 - To ensure that development maintains and enhances the environmental, aesthetic and scenic qualities of the Corridor.
 - Strategy 25.1 Apply the Design and Development Overlay Schedule 1.
 - Strategy 26.5 Ensure that buildings visible from rail corridors are attractively designed.
- Objective 28: To provide a public environment that encourages community interaction and activity.
 - Strategy 28.1 Encourage universal access to all new public spaces and buildings.
 - Strategy 28.2 Ensure that buildings have a human scale at street level.
 - Strategy 28.3 Require buildings and public spaces to provide a safe and attractive public environment.
 - Strategy 28.4 Require new development to consider the opportunity to create public spaces as part of new development.
 - Strategy 28.5 Require new development to make a clear distinction between public and private spaces.
 - Strategy 28.6 Require new development to consider the creation of public access through large development sites, particularly those development sites adjacent to waterways, parkland or activity centres.
 - Strategy 28.8 Encourage public art in new development.
 - Strategy 28.9 Apply the Public Open Space Contribution policy at clause 22.12.

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Clause 21.06-1 Walking and cycling

- Objective 30: To provide safe and convenient pedestrian and bicycle environments.
 - Strategy 30.1 Improve pedestrian and cycling links in association with new development where possible.
 - Strategy 30.2 Minimise vehicle crossovers on street frontages.

Clause 21.06-2 Public transport

- Objective 31 - To facilitate public transport usage.
 - Strategy 31.1 Require new development that generates high numbers of trips to be easily accessible by public transport.

Clause 21.06-3 The road system and parking

- Objective 32 - To reduce the reliance on the private motor car.
- Objective 33 - To reduce the impact of traffic.
 - Strategy 33.1 Ensure access arrangements maintain the safety and efficiency of the arterial and local road networks.

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

- 22.02-4 - Objectives:
 - To conserve Yarra's natural and cultural heritage.
 - To conserve the historic fabric and maintain the integrity of places of cultural heritage significance.
 - To retain significant view lines to, and vistas of, heritage places.
 - To preserve the scale and pattern of streetscapes in heritage places.

Clause 22.03 – Landmarks and Tall Structures Policy

- 22.03-2 Objective - To maintain the prominence of Yarra's valued landmarks and landmark signs.
- 22.03-4 Landmarks Design Response:
 - Development should protect views to the following landmark signs:
 - Nylex Sign (Harcourt Parade, Cremorne)
 - Slade Knitwear Sign (Dover Street, Cremorne)

Clause 22.05- Interface Uses Policy

- 22.05-2 – Objectives:
 - To ensure that residential uses located within or near commercial centres or near industrial uses enjoy a reasonable level of amenity.

Clause 22.07 - Development Abutting Laneways

- 22.07-2- Objectives:
 - To provide an environment which has a feeling of safety for users of the laneway.
 - To ensure that development along a laneway acknowledges the unique character of the laneway.
 - To ensure that where development is accessed off a laneway, all services can be provided to the development.
 - To ensure that development along a laneway is provided with safe pedestrian and vehicular access.

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

The Amendment makes suitable use of the Victoria Planning Provisions (VPP) through the selection of appropriate tools to achieve guidance for future land use and development outcomes for the precinct. A Design and Development Overlay (DDO) is the best tool to control future built form.

The amendment also addresses the requirements of Planning Practice Note 29: Ministerial Powers of intervention in Planning and Heritage matters, November 2004. The Practice Note states that the Minister would intervene where the matter will be the introduction of an interim provision or requirement and substantially the same provision or requirement is also subject to a separate process of review (such as the introduction of permanent controls in a planning scheme).

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

Council sought the views of the Department of Transport and Planning (DTP) in drafting of the provisions and development of the Cremorne UDF.

Informal views on the draft Cremorne Urban Design Framework were sought from the Department of Transport and Planning, Heritage Victoria, VicTrack, neighbouring municipalities and the Environmental Protection Agency as part of consultation.

Further views of relevant agencies will be sought during exhibition of draft Amendment C318yara which seeks to apply planning provisions for Cremorne on a permanent basis.

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

The amendment is consistent with the requirements of the Transport Integration Act 2010 and facilitates development outcomes that promote the principles of transit-oriented development.

Specific consideration has been given to ensure vehicular movements do not impact on the Principal Public Transport Network.

The Cremorne UDF includes recommendations and changes to the transport network in Cremorne that will impact on the arterial road network. Council is working with the Department of Transport and Planning and the community to further investigate these options.

Resource and administrative costs

• **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The amendment has some impact on the general operation of Council's statutory planning department as it applies new provisions to developments.

The application of planning provisions provides a more consistent assessment of planning permit applications. This is considered to ultimately reduce costs by providing more certainty to the community.

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YARRA PLANNING SCHEME

AMENDMENT C317

INSTRUCTION SHEET

The planning authority for this amendment is the Minister for Planning.

The Yarra Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of one attached map sheet.

Overlay Maps

1. Amend Planning Scheme Map No 8DDO. in the manner shown on the attached map marked "Yarra Planning Scheme, Amendment C317".

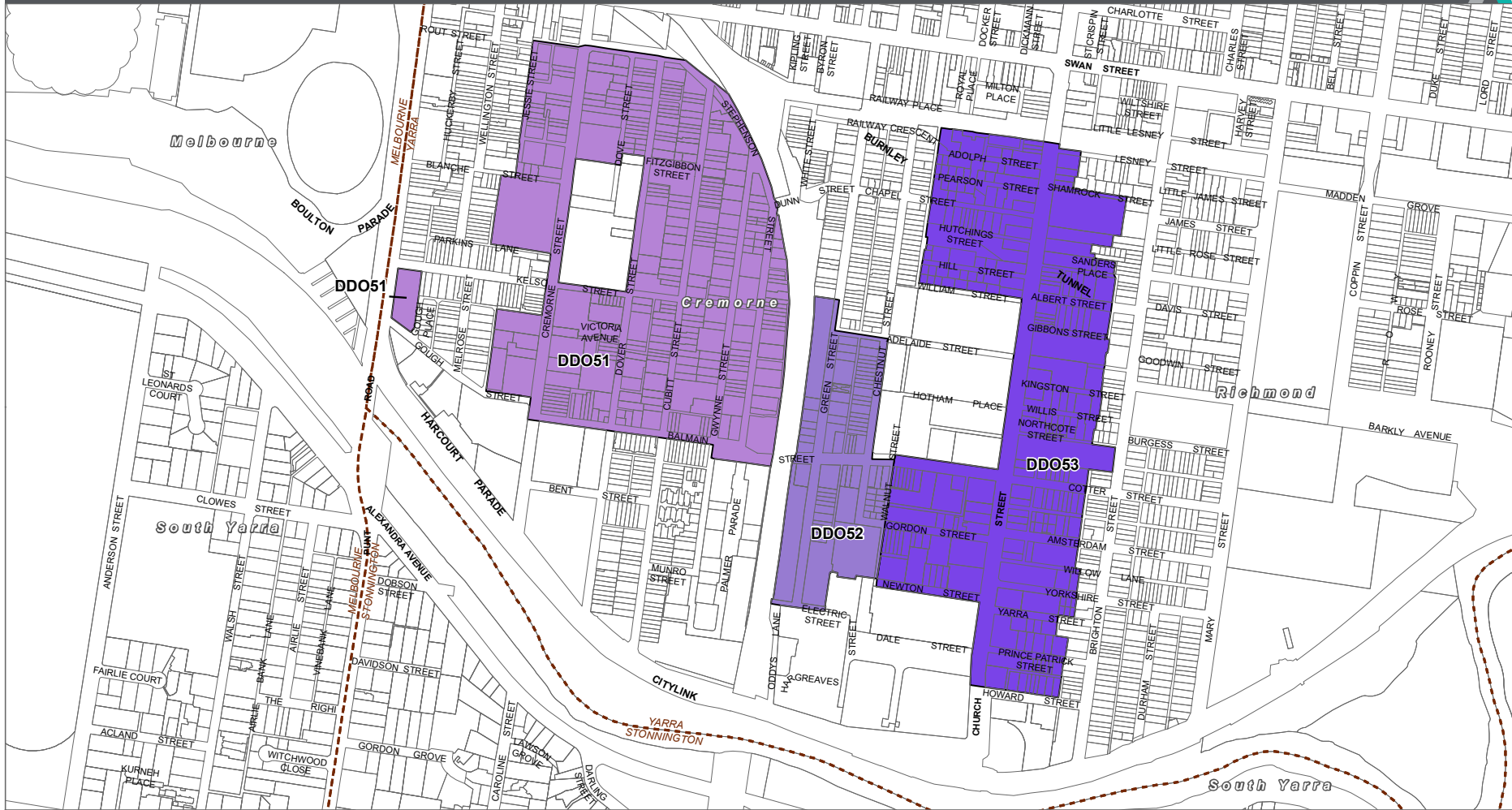
Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

2. In **Overlays** - insert three (3) new Schedules to Clause 43.02 Design and Development Overlay: DDO51, DDO52 and DDO53.

End of Document

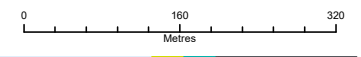
YARRA PLANNING SCHEME - LOCAL PROVISION
AMENDMENT C317yara



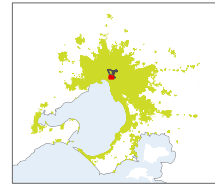
- LEGEND**
- DDO51 - Design and Development Overlay - Schedule 51
 - DDO52 - Design and Development Overlay - Schedule 52
 - DDO53 - Design and Development Overlay - Schedule 53
 - Local Government Area

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Department of Transport and Planning



Planning Group
 Print Date: 01/09/2023
 Amendment Version: 1

Part of Planning Scheme Map 8DDO

Planning and Environment Act 1987

YARRA PLANNING SCHEME

DRAFT AMENDMENT C318YARA

EXPLANATORY REPORT

Overview

This draft amendment introduces planning provisions to manage development, transport, and amenity in the Cremorne Precinct (which includes the Cremorne Enterprise Precinct). The amendment is underpinned by the revised Cremorne Urban Design Framework (UDF), which provides a strategic framework for Cremorne, and five background reports.

The draft amendment implements the Cremorne UDF through three new Design and Development Overlays (DDO) for Commercial 2 zoned areas in the precinct to guide development and protect character and public amenity. It also applies a new schedule to the Parking Overlay to avoid parking oversupply, encourage active transport, and reduce traffic impacts. Amendment C318yara also updates local policy in the Municipal Planning Strategy at Clause 11.03-6L (Regional and Local Places) to guide land use and development in the wider Cremorne Precinct; and corrects zoning anomalies by rezoning a portion of two properties.

Where you may inspect this amendment

The amendment can be inspected free of charge at the Yarra City Council website at Amendment C318yara: www.yarracity.vic.gov.au/amendmentC318

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

Planning Counter
Richmond Town Hall
333 Bridge Road
Richmond VIC 3121

The amendment can also be inspected free of charge at the Department of Transport and Planning website at www.planning.vic.gov.au/public-inspection or by contacting 1800 789 386 to arrange a time to view the amendment documentation.

Submissions

Any person who may be affected by the draft amendment may make a submission to the Yarra City Council. Submissions about the draft amendment must be received by 5pm **on TBC**.

A submission must be sent to either:

- By post to “Strategic Planning Unit – Amendment C318, PO Box 168 Richmond, VIC 3181” or
- by email at StrategicPlanning@yarracity.vic.gov.au (please use “Draft Amendment C318” in the subject header)

Standing Advisory Committee hearing dates

In accordance with the Terms of Reference for the Yarra Activity Centre Standing Advisory Committee and if the Minister resolves to refer the matter to the Committee, the following dates for the Standing Advisory Committee are reserved for this amendment:

- Directions hearing: **TBC**.
- Standing Advisory Committee hearing: **TBC**.

For more information on the Committee, please visit planning.vic.gov.au/panels-andcommittees/browse-panels-and-committees/projects/yarra-activity-centres-standing-advisorycommittee

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Details of the amendment

Who is the planning authority?

This draft amendment has been prepared by the Yarra City Council, for the Minister for Planning who is the planning authority for this amendment.

The draft amendment has been made at the request of Yarra City Council.

Land affected by the amendment

The draft amendment applies to the Cremorne Enterprise Precinct (Cremorne Major Employment Precinct) and residential neighbourhoods with Cremorne/Richmond within the red outlined as shown in Figure 1.

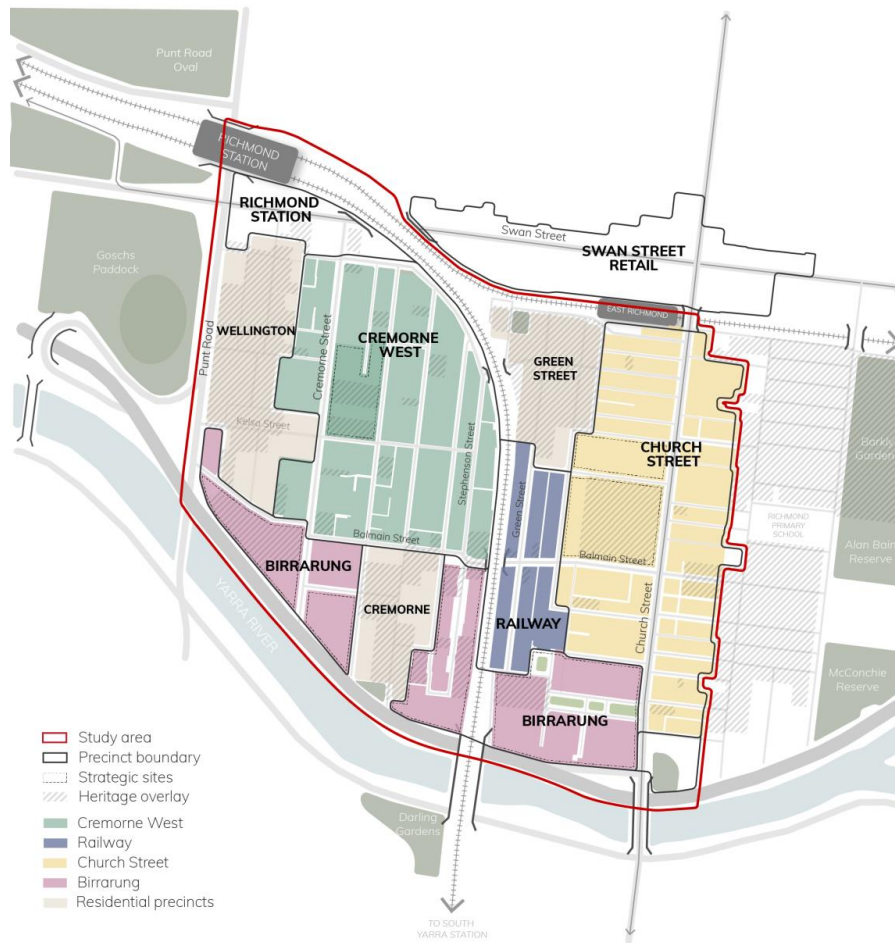


Figure 1 – Land affected by the amendment

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What the amendment does

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

- Insert three new Schedules to Clause 43.02 Design and Development Overlay (DDO51, DDO52 and DDO53) to the Cremorne West Precinct (and 449 Punt Road), Railway Precinct and Church Street Precincts in Cremorne on a permanent basis.
- Insert a new Schedule to Clause 45.09 Parking Overlay, PO2 to the Cremorne Enterprise Precinct.
- Insert new local planning policy at Clause 11.03-6L Cremorne Precinct.
- Rezone a portion of the land at 20-26 Brighton Street Richmond from Commercial 2 Zone (C2Z) to General Residential Zone Schedule 2 (GRZ2).
- Rezone a portion of the land at 549-555 Church Street Richmond from General Residential Zone Schedule 2 (GRZ2) to Commercial 2 Zone (C2Z).
- Amend the Schedule to Clause 72.08 Background documents to add the *Cremorne Built Form Review and Recommendations*; *Heritage Review and Recommendations – Cremorne Enterprise Precinct*; *Cremorne Streets and Movement Strategy*; *Parking Controls Review – Cremorne Enterprise Precinct*; *Cremorne Urban Design Framework - Transport Review*; and the *Revised Cremorne Urban Design Framework*.
- If notice of approval of Amendment C269yara has not been published in the Victorian Government Gazette: Amend policy at Clause 21.12 Local Areas to insert a new section on the Cremorne Precinct to guide built form, land use, public spaces, access, and movement.

Strategic assessment of the amendment

Why is the amendment required?

Cremorne is identified as an 'enterprise precinct' – a key location for employment and has emerged as Australia's premier destination for tech, digital and creative businesses. The precinct also includes residential neighbourhoods and mixed-use precincts.

It is experiencing development pressure due to its good access to Melbourne CBD, proximity to public transport and other employment and activity centres. The scale and density of development approved and currently being proposed in Cremorne Enterprise Precinct (aka Cremorne Major Employment Precinct) has substantially increased in recent years.

In the wake of increased development investment, the Victorian Planning Authority (VPA) and City of Yarra prepared the Cremorne Place Implementation Plan (CPIP). It was publicly released in December 2020.

The CPIP under Action 4.1 - Plan for and manage development in Cremorne identifies the need to '*Review the current planning policy and controls to better manage development, provide greater planning certainty and address local issues.*'

The Cremorne Urban Design Framework (UDF) is a specific action of the CPIP. The Cremorne Urban Design Framework (UDF) was prepared to provide a strategic framework for Cremorne. It identifies improvements to its streets, public spaces and transport connections and provides the strategic basis for future advocacy work, capital works bids and new planning provisions in the Yarra Planning Scheme to guide better development outcomes.

The draft amendment provides the mechanism to implement many of the land use, built form, open space and public realm and access and movement recommendations in the Cremorne UDF.

Design and Development Overlay Schedules DDO51 to DDO53

Draft Amendment C318yara implements the built form recommendations in the Cremorne UDF, Cremorne Built Form Review and Cremorne Heritage Review through the introduction of Schedules 51 to 53 to the Design and Development Overlay (DDO51 to DDO53) on a permanent basis.

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The built form provisions are proposed for Cremorne's commercial precincts to manage the scale and design of development of land and provide clarity and certainty for Council, landowners, and the community. They aim to balance accommodating employment growth with protecting the precinct's valued character and heritage fabric and minimising amenity impacts.

The majority of built form provisions are proposed as preferred (discretionary), reflecting Cremorne's role as an enterprise precinct.

Key provisions are proposed as mandatory controls:

- overshadowing of the Cremorne Street, Church Street and Balmain Street footpaths
- protection of views to the Slade Knitwear and Nylex signs
- upper-level setbacks on the Slade Knitwear site and sites to the south to retain blue sky behind the sign.
- street setbacks on Cremorne Street.

DDOs will guide the development of Cremorne as a mid-rise precinct and reinforce its unique industrial and residential character by supporting a mix of innovative architecture and heritage places and character buildings.

The provisions also seek to ensure development enhances the quality and character of Cremorne's streets and public spaces.

Taller developments will be supported along the precinct's spines, and within established commercial areas. They step down to in height in response to narrow streets and the low scale residential areas.

Where properties abut one of Cremorne's residential precincts, built form controls that require a transition in scale apply to minimise amenity impacts on surrounding areas, including overlooking, overshadowing and visual bulk.

Parking Overlay

The growth of the precinct will present significant challenges on the adjacent road and public transport networks. The emphasis in the Cremorne UDF is on walking and cycling – making Cremorne easy to get around by walking, wheeling, cycling or on micromobility devices while reducing through traffic.

The Parking Overlay (PO2) will promote more sustainable modes of transport by reducing the provision of off-street car parking. The current provisions in Clause 52.06 require all applications for a new use, or an increase in the existing use, to provide the minimum car parking rate, unless an exemption applies.

PO2 will remove the need for permit when reducing (including reducing to zero) the number of car parking spaces as required under Clause 52.06-5. This change would help to protect Cremorne from an oversupply of parking which would generate more traffic congestion.

The new Schedule to the Parking Overlay proposes to apply a maximum car parking rate of 1 parking space per 100sqm of net floor area for new office and retail uses. The Parking Overlay is proposed to apply to land in C2Z, including the strategic sites and land in the Comprehensive Development Zone such as the Richmond Maltings.

Planning policy

The proposed Cremorne Precinct policy at Clause 11.03-6L is a place-based policy that supports Cremorne as a vibrant, diverse, accessible, and high amenity enterprise precinct and includes specific policy on land use, built form, access and movement, open space, and the public realm.

The proposed planning policy also includes policy on the seven strategic sites drawn from design objectives in the UDF. These sites are identified as large and complex sites that present development opportunities. The UDF flags that further work will be undertaken with landowners to inform more detailed master planning of the sites. Policy at Clause 11.03-6L will help guide the master planning process and provide guidance should a planning permit be applied for to redevelop a site before a master plan or planning controls have been developed.

Zoning anomalies

The amendment addresses two zoning anomalies in Cremorne, where two zones apply to a single site. The UDF recommends rezoning two properties to align with the proposed development of the land and ensure consistency of zoning.

The first property is at 20-26 Brighton Street. It is proposed to rezone the entire parcel to GRZ2. A small section of the site is in C2Z. 549-555 Church Street and proposed to rezone a portion of this site from GRZ2 to C2Z to align the zoning and its current use.

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

The amendment implements the objectives in Section 4 of the *Planning and Environment Act 1987* (the Act), in particular:

- a) to provide for the fair, orderly, economic, and sustainable use, and development of land;
- b) to secure a pleasant, efficient, and safe working, living and recreational environment;
- c) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value; and
- d) to balance the present and future interests of all Victorians.

The amendment facilitates commercial and economic growth supports the economic viability of the Precinct and the broader area.

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

The amendment integrates relevant environmental, social, and economic factors in the interests of net community benefit and sustainable development.

The amendment generates positive social and economic benefits as it facilitates orderly commercial development within a major employment precinct, providing opportunities for economic development and increasing employment opportunities in the local government area. The draft amendment responds to the development pressures on the area, and the need to protect and improve public space and amenity while facilitating development. This will support the long term viability of the area as an economic and innovation hub, which has strong links to public transport infrastructure.

Does the amendment address relevant bushfire risk?

The land affected by the amendment is not located within an area of identified bushfire risk.

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

The amendment complies with Ministerial Direction No. 9 in addressing and responding to the metropolitan planning strategy, *Plan Melbourne 2017-2050*.

The amendment was prepared with regard to Ministerial Direction No. 9 Metropolitan Planning Strategy (which refers to Plan Melbourne 2017-2050). *Plan Melbourne 2017-2050* identifies a vision for the future of Melbourne and objectives and outcomes sought for the city, with directions identified to achieve the desired outcomes and objectives.

The amendment is consistent with the following Directions contained in *Plan Melbourne 2017-2050*:

- **Direction 1.1 - Create a city structure that strengthens Melbourne's competitiveness for jobs and investment which seeks to strengthen the competitiveness of Melbourne's employment areas.** C318yara provides appropriate policy direction for the planning and development of the Cremorne Enterprise Precinct.
- **Direction 1.2 Improve access to jobs across Melbourne and closer to where people live.** C318yara supports commercial development in the Cremorne Enterprise Precinct which is easily accessible by public transport and is located close to significant residential populations in Yarra and neighbouring municipalities.
- **Direction 4.3 Achieve and promote design excellence.** C318yara will encourage high quality design in new development in Cremorne through the introduction of new DDO(s) and planning policy. It also seeks to ensure the amenity impacts of development on the residential precincts within Cremorne and adjoining it are minimised.
- **Direction 4.4 Respect Melbourne's heritage as we build for the future.** Given there are relatively few heritage buildings and places in Cremorne, the proposed built form provisions in C318yara are designed to ensure individual heritage sites retain their architectural prominence.
- **Direction 5.1 - Create a city of 20-minute neighbourhoods which aims to cluster new housing in activity centres and other places that offer good access to jobs, services and**

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public transport and includes policy for local governments to prepare structure plans for activity centres to accommodate growth. C318yara supports policy for 20-minute neighbourhoods by retaining and supporting employment uses close to residential areas.

The amendment complies with the Direction on the Form and Content of Planning Schemes.

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

The amendment supports the following areas of the Planning Policy Framework:

Clause 11 Settlement

- **11.02-1S Supply of Urban Land** - To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional, and other community uses.
- **11.02-2S Structure Planning** – To facilitate the orderly development of urban areas.

Clause 15 Built Environment and Heritage

- **Clause 15.01-1S Urban Design** - To create urban environments that are safe, healthy, functional, and enjoyable and that contribute to a sense of place and cultural identity.
- **Clause 15.01-2S Building design** - To achieve building design outcomes that contribute positively to the local context and enhance the public realm.
- **Clause 15.01-5S Neighbourhood character** - To recognise, support and protect neighbourhood character, cultural identity, and sense of place.
- **Clause 15.03-1S Heritage conservation** - To ensure the conservation of places of heritage significance.
- **Clause 15.02-1S Energy and resource efficiency** -To encourage land use and development that is energy efficient.

Clause 17.01 Employment

- **Clause 17.01-1S Diversified Economy** - To strengthen and diversify the economy.
Clause 17.01-1R Diversified Economy - Metropolitan Melbourne - Inner Metro Region - Retain and encourage the development of areas in and around Collingwood, Cremorne, and South Melbourne for creative industries.
- **Clause 17.01-2S Innovation and research** - To create opportunities for innovation and the knowledge economy within existing and emerging industries, research, and education.
 - Support the development of enterprise precincts that build the critical mass of employment in an area, leverage the area’s public and private sector economic competitive strengths and assets, and cater to a diversity of employment types and scales.
 - Promote an accessible, well-connected, high-amenity and collaborative physical environment that is conducive to innovation and to creative activities.
 - Support well-located, appropriate, and low-cost premises for not-for-profit or start-up enterprises.

Clause 17.02 Commercial

- **Clause 17.02-1S Business** - To encourage development that meets the community’s needs for retail, entertainment, office, and other commercial services.

Clause 17.03 Industry

- **Clause 17.03-1S Industrial Land Supply** - To ensure availability of land for industry.
- **Clause 17.03-2S Industrial Development Siting** - To facilitate the sustainable development and operation of industry.
- **Clause 17.03-3S State Significant Industrial Land** - To protect industrial land of state significance.

Clause 18 Transport

- **Clause 18.01-2S Transport System** - To coordinate development of all transport modes to provide a comprehensive transport system.
- **Clause 18.02-1S Sustainable Personal Transport** - To promote the use of sustainable personal transport.

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- **Clause 18.02-1R Sustainable Personal Transport – Metropolitan Melbourne** - Improve local travel options for walking and cycling to support 20 minute neighbourhoods.
- **Clause 18.02-2S Public Transport** - To facilitate greater use of public transport and promote increased development close to high-quality public transport routes.
- **Clause 18.02-2R Principal Public Transport Network –** Facilitate high-quality public transport access to job-rich areas.

Clause 19.02 – Community infrastructure

- **Clause 19.02-4S Social and Cultural Infrastructure** - To provide fairer distribution of and access to, social and cultural infrastructure.
- **Clause 19.02-6S Open Space** - To establish, manage and improve a diverse and integrated network of public open space that meets the needs of the community.
- **Clause 19.02-6S Open Space - Metropolitan Melbourne** - To strengthen the integrated metropolitan open space network.

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

Clause 21.04-3 Industry, office and commercial

- Objective 8: To increase the number and diversity of local employment opportunities.
 - Strategy 8.3 Encourage residential and business land use within the Mixed Use Zone to locate on the same site.
 - Strategy 8.5 Support opportunities for new uses on isolated industrial sites provided they reflect the predominant surrounding uses.

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

- Objective 12 - To establish a linked open space network.
 - Strategy 12.1: Develop shared pathways and linkages between open space areas across the municipality and to open space adjacent to the municipality.
 - Strategy 12.2: Pursue additional public access along the banks of the river.
- Objective 13: To provide an open space network that meets existing and future community needs.
 - Strategy 13.1: Apply the Public Open Space Contribution Policy at clause 22.12.
 - Strategy 13.2: Avoid the loss of open space and new development in open space unless directly used for sport, leisure, or passive recreation.
 - Strategy 13.3: Ensure new development does not have a negative impact on adjoining open space.

Clause 21.05-2 Urban Design

- Objective 14 - To protect and enhance Yarra's heritage places.
 - Strategy 14.1 Conserve, protect and enhance identified sites and areas of heritage significance including pre-settlement ecological heritage.
 - Strategy 14.2 Support the restoration of heritage places.
 - Strategy 14.9 Apply the Landmarks and Tall Structures policy at clause 22.03.
- Objective 16 - To reinforce the existing urban framework of Yarra.
 - Strategy 16.1 Reinforce the Yarra River Corridor as the key ecological and open space element of the urban framework.
- Objective 18 - To retain, enhance and extend Yarra's fine grain street pattern.
 - Strategy 18.1 Encourage the re-establishment of streets and laneways through new development sites where such links were part of the historic street pattern, except where this will cause detrimental traffic impacts.
 - Strategy 18.2: Enhance the amenity of laneways by applying the Development Abutting Laneway policy at Clause 22.07.
- Objective 19 - To create an inner-city environment with landscaped beauty.
 - Strategy 19.1 Require well resolved landscape plans for all new development.
 - Strategy 19.2 Encourage opportunities for planting suitable trees and landscape areas in new development.
 - Strategy 19.3 Encourage the retention of mature vegetation.

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- Strategy 19.4 Protect mature and healthy flora species where they have heritage value or are a valued part of the character of an area.
- Objective 20 - To ensure that new development contributes positively to Yarra's urban fabric.
 - Strategy 20.3 Reflect the fine grain of the subdivision pattern in building design where this is part of the original character of the area.
- Objective 25 - To ensure that development maintains and enhances the environmental, aesthetic, and scenic qualities of the Corridor.
 - Strategy 25.1 Apply the Design and Development Overlay Schedule 1.
 - Strategy 26.5 Ensure that buildings visible from rail corridors are attractively designed.
- Objective 28: To provide a public environment that encourages community interaction and activity.
 - Strategy 28.1 Encourage universal access to all new public spaces and buildings.
 - Strategy 28.2 Ensure that buildings have a human scale at street level.
 - Strategy 28.3 Require buildings and public spaces to provide a safe and attractive public environment.
 - Strategy 28.4 Require new development to consider the opportunity to create public spaces as part of new development.
 - Strategy 28.5 Require new development to make a clear distinction between public and private spaces.
 - Strategy 28.6 Require new development to consider the creation of public access through large development sites, particularly those development sites adjacent to waterways, parkland, or activity centres.
 - Strategy 28.8 Encourage public art in new development.
 - Strategy 28.9 Apply the Public Open Space Contribution policy at clause 22.12.

Clause 21.06-1 Walking and cycling

- Objective 30: To provide safe and convenient pedestrian and bicycle environments.
 - Strategy 30.1 Improve pedestrian and cycling links in association with new development where possible.
 - Strategy 30.2 Minimise vehicle crossovers on street frontages.

Clause 21.06-2 Public transport

- Objective 31 - To facilitate public transport usage.
 - Strategy 31.1 Require new development that generates high numbers of trips to be easily accessible by public transport.

Clause 21.06-3 The road system and parking

- Objective 32 - To reduce the reliance on the private motor car.
- Objective 33 - To reduce the impact of traffic.
 - Strategy 33.1 Ensure access arrangements maintain the safety and efficiency of the arterial and local road networks.

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

- 22.02-4 - Objectives:
 - To conserve Yarra's natural and cultural heritage.
 - To conserve the historic fabric and maintain the integrity of places of cultural heritage significance.
 - To retain significant view lines to, and vistas of, heritage places.
 - To preserve the scale and pattern of streetscapes in heritage places.

Clause 22.03 – Landmarks and Tall Structures Policy

- 22.03-2 Objective - To maintain the prominence of Yarra's valued landmarks and landmark signs.
- 22.03-4 Landmarks Design Response:
 - Development should protect views to the following landmark signs:
 - Nylex Sign (Harcourt Parade, Cremorne)
 - Slade Knitwear Sign (Dover Street, Cremorne)

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Clause 22.05- Interface Uses Policy

- **22.05-2 – Objectives:**
 - To ensure that residential uses located within or near commercial centres or near industrial uses enjoy a reasonable level of amenity.

Clause 22.07 - Development Abutting Laneways

- **22.07-2- Objectives:**
 - To provide an environment which has a feeling of safety for users of the laneway.
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Does the amendment make proper use of the Victoria Planning Provisions?

The Amendment makes suitable use of the Victoria Planning Provisions (VPP) through the selection of appropriate tools to achieve guidance for future land use and development outcomes for the precinct. A Design and Development Overlay (DDO) is the best tool to control future built form. The Parking Overlay is the most appropriate tool to reduce parking rates.

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

Council sought the views of the Department of Transport and Planning (DTP) in drafting of the provisions and development of the Cremorne UDF.

Informal views on the draft Cremorne Urban Design Framework were sought from the Department of Transport and Planning, Heritage Victoria, VicTrack, neighbouring municipalities and the Environmental Protection Agency as part of consultation.

Further views of relevant agencies will be sought during exhibition of the draft amendment.

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

The amendment is consistent with the requirements of the *Transport Integration Act 2010* and facilitates development outcomes that promote the principles of transit-oriented development.

Particular consideration has been given to ensure vehicular movements do not impact on the Principal Public Transport Network.

The Cremorne UDF includes recommendations and changes to the transport network in Cremorne that will impact on the arterial road network. Council is working with the Department of Transport and Planning and the community to further investigate these options.

Resource and administrative costs

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The amendment has some impact on the general operation of Council's statutory planning department as it applies new provisions to developments.

The application of planning provisions provides a more consistent assessment of planning permit applications. This is considered to ultimately reduce costs by providing more certainty to the community.

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Planning and Environment Act 1987

YARRA PLANNING SCHEME

DRAFT AMENDMENT C318

INSTRUCTION SHEET

The planning authority for this amendment is the Minister for Planning.

The Yarra Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of three (3) attached map sheets.

Zoning Maps

1. Amend Planning Scheme Map No 8 in the manner shown on the attached map marked "Yarra Planning Scheme, Amendment C318".

Overlay Maps

2. Insert new Planning Scheme Map No 8PO in the manner shown on the attached map marked "Yarra Planning Scheme, Amendment C318".
3. Amend Planning Scheme Map No 8DDO in the manner shown on the attached map marked "Yarra Planning Scheme, Amendment C318", by applying DDO51, DDO52 and DDO53 on a permanent basis.

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

4. In **Planning Policy Framework** - insert new Clause 11.03-6L in the form of the attached document.
5. In **Overlays** - insert three (3) new Schedules to Clause 43.02 Design and Development Overlay: DDO51, DDO52 and DDO53 in the form of the attached documents.
6. In **Overlays** - insert a new Schedule to Clause 45.09 Parking Overlay (PO2) in the form of the attached document.
7. In **Operational Provisions** – Clause 72.08, replace the Schedule with a new Schedule in the form of the attached document.

End of Document

YARRA PLANNING SCHEME

SCHEDULE TO CLAUSE 72.08 BACKGROUND DOCUMENTS

1.0 Background documents

Name of background document	Amendment number – Clause reference
<i>Lower Yarra River Study - Recommendations Report</i> (Department of Environment, Land Water and Planning, 2016)	VC197 - Schedule 1 to Clause 42.03 (SLO) and Schedule 1 to Clause 43.02 (DDO)
<i>Yarra Bend Park Strategy Plan</i> (Parks Victoria, 1999)	VC197 - Schedule 1 to Clause 42.03 (SLO)
<i>The Middle Yarra Concept Plan – Dights Falls to Burke Road</i> (Melbourne Parks and Waterways, 1990)	VC197 - Schedule 1 to Clause 42.03 (SLO)
<i>The Lower Yarra Concept Plan – Dights Falls to Punt Road</i> VC197 - (Melbourne Metropolitan Board of Works, 1986)	VC197 - Schedule 1 to Clause 42.03 (SLO)
<u><i>Cremorne Built Form Review and Recommendations</i></u> (Hodyl & Co, May 2022)	<u>C318yara – Schedule 51, 52 and 53 to Clause 43.02 (DDO)</u>
<u><i>Heritage Review and Recommendations – Cremorne Enterprise Precinct</i></u> (Trethowan, October 2021)	<u>C318yara – Schedule 51, 52 and 53 to Clause 43.02 (DDO)</u>
<u><i>Cremorne Streets and Movement Strategy</i></u> (Martyn Group & Hansen Partnerships, June 2020)	<u>C318yara – Schedule 51, 52 and 53 to Clause 43.02 (DDO) and Schedule 2 to Clause 45.09 (PO)</u>
<u><i>Parking Controls Review – Cremorne Enterprise Precinct</i></u> (Traffix Group, July 2020)	<u>C318yara – Schedule 51, 52 and 53 to Clause 43.02 (DDO) and Schedule 2 to Clause 45.09 (PO)</u>
<u><i>Cremorne Urban Design Framework - Transport Review</i></u> (Stantec Australia, August 2023)	<u>C318yara – Schedule 51, 52 and 53 to Clause 43.02 (DDO) and Schedule 2 to Clause 45.09 (PO)</u>
<u><i>Revised Cremorne Urban Design Framework</i></u> (City of Yarra, September 2023)	<u>C318yara – Schedule 51, 52 and 53 to Clause 43.02 (DDO) and Schedule 2 to Clause 45.09 (PO)</u>

/xx/20xx

SCHEDULE 51 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO51**.

CREMORNE ENTERPRISE PRECINCT – CREMORNE WEST

1.0 Design objectives

xx/xx/20xx

To create a thriving enterprise precinct that delivers high quality, innovative and environmentally sustainable development to support a wide range of commercial and employment opportunities.

To support a new mid-rise built form character with taller built form on the Cremorne Street activity spine and the northern portion of Stephenson Street, lower built form on narrow streets and a lower mid-rise form at the interfaces with adjoining low rise residential areas.

To reinforce Cremorne West's industrial character through a mix of innovative architecture and heritage places and identified character buildings that reinforce a human scale, reflect the fine grain character and do not overwhelm narrow streets.

To ensure new development enhances the public realm and contributes to a network of pedestrian friendly streets through street activation, sunlight access to Cremorne Street and Balmain Street and open spaces, comfortable wind conditions, and street setbacks at ground level.

To ensure development responds to interfaces with residential precincts by providing a suitable transition in scale and form that minimises amenity impacts through visual bulk, overlooking and overshadowing.

2.0 Buildings and works

xx/xx/20xx

A permit is required to construct a building or construct or carry out works, except for:

- rear ground floor extensions no higher than 4 metres above natural ground level
- an alteration to an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - at least 80 per cent of the building façade at ground floor level is maintained as an entry or window with clear glazing; and
- construction of an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager.

2.1 Definitions

Additional shadow means any shadow cast beyond any shadow cast by existing buildings or works, but not a shadow cast by incidental elements such as canopies, kiosks, artworks, screens or trees.

Boundary Wall means the wall of a building at the property boundary at the side and rear that is not a street.

Character buildings means buildings that contribute to Cremorne's visual character but are not protected under a heritage overlay. These may include pubs, factories, warehouses and offices. Character buildings are buildings that:

- are architecturally distinct;
- demonstrate a link to the industrial and commercial history of the area;
- have a three dimensional form of the building that can be seen from the public domain;
- contain interesting detailing and provide visual interest at street level; and/or

- have large window openings with potential for a positive interface with the public domain.

Green roof means a vegetative landscape grown in a substrate installed on top of a roof surface for the purpose of growing vegetation. Green roofs are almost all vegetation with no trafficable areas and access for garden maintenance purposes only.

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant or any building on the Victorian Heritage Register.

Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at or near the street boundary, or, if the existing heritage building is set back from the street boundary, the front of the existing building.

Street wall height means the height of the street wall measured by the vertical distance between the footpath at the centre of the frontage and the highest point of the building, parapet, balustrade or eaves at the street edge or in the case of a heritage building if it is set back from the street from the centre of the building frontage to the highest point of the building, parapet, balustrade or eaves.

Upper level means development above the height of the street wall.

2.2 General Design Requirements

The following requirements apply to an application to construct a building or construct or carry out works.

A permit cannot be granted to vary a requirement expressed with the term 'must' or listed in a 'Mandatory' column of a table.

2.3 Building Height Requirements

A permit should only be granted to construct a building or construct or carry out works, which exceeds the preferred building height shown in Plan 1 and Table 1 of this schedule where all the following requirements are met to the satisfaction of the responsible authority:

- the building elements permitted by the proposed variation satisfies the general design objectives in Clause 1.0 of this schedule and the relevant design requirements specified in this schedule; and
- the proposal will achieve design excellence through each of the following:
 - greater building separation than the minimum requirement in this schedule;
 - provide a safe and generous ground level setbacks and publicly accessible spaces to enhance the public realm and accommodate building entrances, spaces for outdoor dining, landscaping or street level bike parking;
 - excellence for environmentally sustainable design measured as a minimum BESS project score of 70%;
 - no additional overshadowing of residentially zoned properties, beyond that which would be generated by a proposal that complies with the preferred building height;
 - where a site contains a character building it is retained and incorporated within the design of a future building; and
 - provision of end-of-trip facilities, including secure bicycle parking, locker and shower facilities and change rooms in excess of the requirements of Clause 52.34.

Architectural features may exceed the preferred height.

Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the preferred height provided that each of the following criteria are met for the equipment or structure:

- Less than 50 per cent of the roof area is occupied by the equipment /structures (other than solar panels and green roofs);
- The equipment and/or structures do not cause additional overshadowing at the September Equinox of secluded private open space to residential land, opposite footpaths, kerb outstands, or planting areas in the public realm; and
- The equipment/structures extend no higher than 3.6 metres above the maximum building height.

2.4 Street Wall Height and Setback Requirements

A permit should not be granted to construct a building or construct or carry out works, which exceeds the relevant preferred maximum street wall height and/or reduces the relevant preferred minimum setback requirements specified in this schedule unless the following are met, to the satisfaction of the responsible authority:

- The built form outcome that results from the proposed variation satisfies the design objectives in Clause 1.0 of this schedule
- The built form outcome that results from the proposed variation satisfies the relevant design requirements specified in this schedule.

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies, terraces and balustrades should not protrude into a setback.

Street walls should:

- be designed to reinforce a pedestrian scale along streets and laneways.
- include architectural detailing such as high quality tactile materials and depth and articulation to ensure an engaging pedestrian experience.

The street wall height of development adjoining a heritage building should not exceed the street wall height of the adjoining heritage building for a minimum length of 6 metres, unless specified elsewhere this Schedule.

Development should:

- provide chamfered building corners at intersections (where appropriate) to create additional public space at points of pedestrian congestion.
- expand the public realm through inset building entrances and integrated seating with foot clearance (where appropriate).

Where heritage is not a constraint, sites should provide ground level setbacks to enhance the public realm and accommodate building entrances, spaces for outdoor dining, street level bike parking or landscaping that respond to the circumstances of the street.

Where an adjacent site has provided a ground level setback, development should provide a similar setback to achieve a consistent approach along a street frontage.

2.5 Upper Level Setback Requirements

Development should:

- provide upper level setbacks above the street wall to reduce the visual impact of buildings experienced from the street.
- incorporate an architectural expression at upper levels that is distinct from but complementary to the street wall.
- contain upper level setbacks above the street wall within a maximum of two steps to avoid repetitive steps in the built form.
- be setback from heritage buildings to ensure they do not detract from their visual prominence when viewed directly or obliquely along the street.
- be set back to ensure architectural features of heritage buildings remain visible.

2.6 Cremorne West Precinct Heights, Setbacks and Interface Plan

Plan 1: Building Height, Setbacks and Interface Plan - Cremorne West Precinct

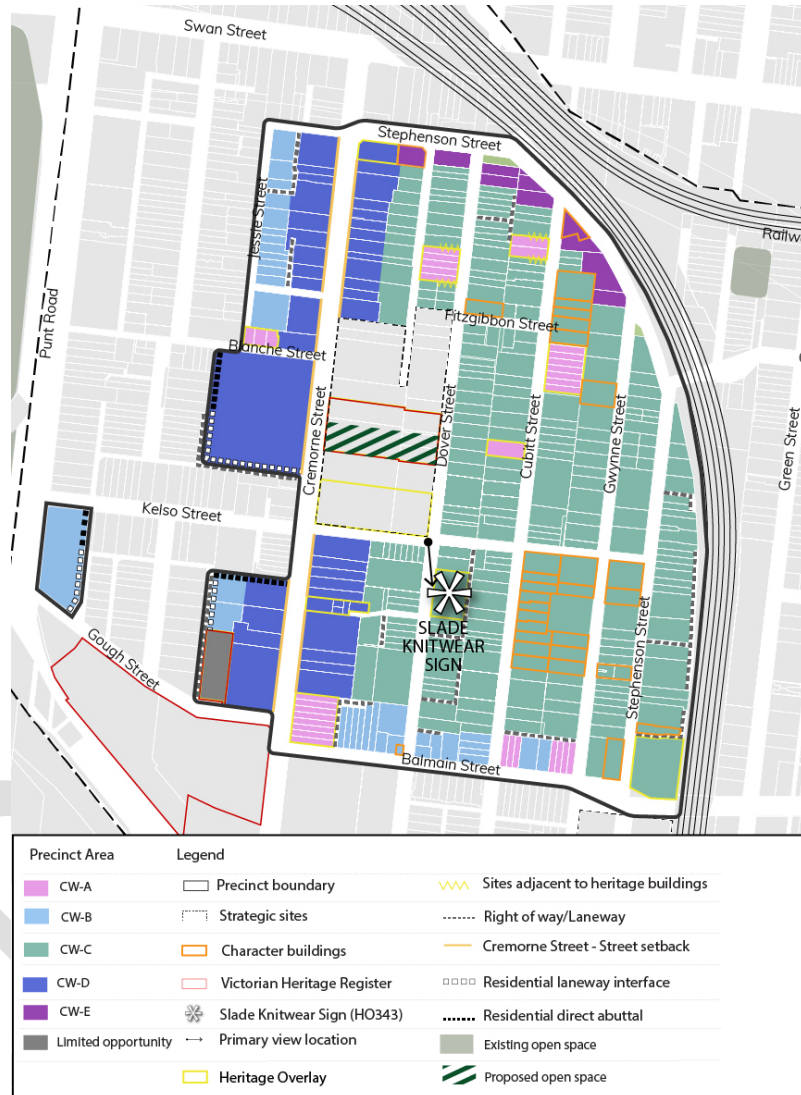


Table 1: Heights and setbacks - Cremorne West Precinct

Built Form	Preferred Requirement	Mandatory Requirement
Area CW-A		
Maximum building height	12m	None specified

Built Form	Preferred Requirement	Mandatory Requirement
Minimum and maximum street wall setback	Retain existing heritage building setbacks	None specified
Maximum street wall height	137-157 Cremorne Street, 16-18 Cubitt Street, 58-60 Cubitt Street and 30-38 Dover Street – Retain existing street wall height	None specified
Minimum upper level setback (measured from the property boundary)	137-157 Cremorne Street - Retain heritage fabric to 14m 16-18 Cubitt Street - Retain heritage fabric to 12m 21-33 Cubitt Street – Retain heritage fabric to 10m 58-60 Cubitt Street - Retain heritage fabric to 14m 30-38 Dover Street - Retain heritage fabric to 16m	None specified
Maximum boundary wall height	None specified	None specified
Area CW-B		
Maximum building Height	20m	None specified
Maximum and minimum street wall setback	None specified	None specified
Maximum street wall height	12m	None specified
Minimum upper level setback	Balmain Street and Jessie Street - 5m Elsewhere - 3m	None specified
Maximum boundary wall height	20m	None specified
Area CW-C		
Maximum building height	28m	None specified
Maximum and minimum street wall setback	12 and 20 Cubitt Street - Match the front setback of heritage buildings for a minimum of 6 metres measured from the common property boundary Elsewhere - None specified	None specified
Maximum street wall height	12m	None specified
Minimum upper level setback	112 Stephenson Street and 49-51 Balmain Street - 15m from Balmain Street Elsewhere - 3m	105-115 Dover Street and 117-129 Dover Street - 11m
Minimum side setback	28 Dover Street and 44 Dover Street - 2.5 metres from side boundaries above 12m for a depth	None specified

Built Form	Preferred Requirement	Mandatory Requirement
	of 16m to protect views to chimneys at 30-38 Dover Street 20 Cubitt Street and 12 Cubitt Street - 2.5 metres from side boundaries above 12m for a depth of 12m to protect views to double gables at 16-18 Cubitt Street Elsewhere - None specified	
Maximum boundary wall height	20m	None specified
Area CW-D		
Maximum building height	32m	None specified
Minimum street wall setback	9-11 Cremorne Street - 0m 119 Cremorne Street - 0m	Western side of Cremorne Street - 3m whole building setback Eastern side of Cremorne Street - 1.5m ground floor setback
Maximum street wall height	9-11 Cremorne Street - Retain heritage street wall 119 Cremorne Street - Retain existing heritage street wall Elsewhere - 16m	None specified
Minimum upper level setback (measured from the property boundary)	119 Cremorne Street – 12m with the two uppermost levels setback a further 3m to retain the entire heritage building including all chimneys and roof form Elsewhere - 5m	None specified
Maximum boundary wall height	24m	None specified
Area CW-E		
Maximum building height	36m	None specified
Maximum and minimum street wall setback	None specified	None specified
Maximum street wall height	16m	None specified
Minimum upper level setback	3m	None specified
Maximum boundary wall height	24m	None specified

2.7 Building Separation Requirements

Development should be well spaced and sited to avoid visual bulk and provide equitable access to an outlook, good daylight, sunlight penetration and views to the sky above the street wall.

For sites with a frontage of less than 20m, development above the boundary wall height may be built to the boundary, limited to one side.

For sites with a frontage of 20m or more, upper level development at common side and rear property boundaries should be set back above the boundary wall height as shown in Table 2.

Where a site adjoins an existing blank boundary wall, development may be constructed on that boundary to the height of that existing wall.

Where development is proposed on the boundary above the boundary wall height, it should:

- Be well articulated if visible from the street;
- Not run the full length of the boundary; and
- Not result in a continuous wall of buildings when viewed from the street.

Development with multiple buildings on a site should be setback at upper levels above the boundary wall height as shown in Table 2.

Where the common boundary is a right of way / laneway shown on Plan 1, the setback is measured from the centre of the laneway.

Table 2: Building separation distances

Overall height of the building	Minimum setback from common property boundary or laneway centreline	Minimum separation between buildings where there are multiple buildings on a site
1-3 levels above boundary wall height	3m	6m
4 or more levels above boundary wall height	4.5m	9m

2.8 Overshadowing Requirements

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following space between 10am and 2pm at 22nd September for a minimum of 3 hours:

- Any part of the opposite footpath of Cremorne Street, measured from the property boundary to the existing kerb (including any kerb outstands, seating or planting).

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following spaces between 10am and 2pm at 22nd September:

- Southern footpath and front gardens of the properties on the south side of Balmain Street between Cremorne Street and Gwynne Street
- The northern and southern portions of the Balmain Street Plaza (defined as the area within the bollards).

Development should ensure there is no additional overshadowing of existing public spaces at the spring equinox (22 September) between 10am and 2pm identified on Plan 1.

In locations where new public open space is identified on Plan 1, adjoining development should consider how building heights and massing would minimise additional overshadowing on any potential public open space.

2.9 Interface to properties in Neighbourhood Residential Zone or General Residential Zone Requirements

Development should protect the amenity of properties in a residential zone in terms of visual bulk, overshadowing of private open space and overlooking.

Development with an interface to a residential zone as shown in Plan 1 should not exceed the maximum heights and setbacks set out in Table 3 and Figures 1 and 2.

Development should provide a maximum of two steps in building form to avoid overly stepped outcomes.

Table 3: Residential interface heights, ground and upper level setbacks

Interface	Maximum interface wall height	Minimum interface wall Setback	Minimum upper level setback
Direct Abuttal	8m	3m from property boundary	Upper level setback of 45 degrees above the interface wall height, for up to a minimum distance of 12m from the interface wall.
Laneway Interface	8m	0m from property boundary	Upper level setback of 45 degrees above the interface wall height, for up to a minimum distance of 12m from the interface wall.

Figure 1: Residential interface – Direct abuttal

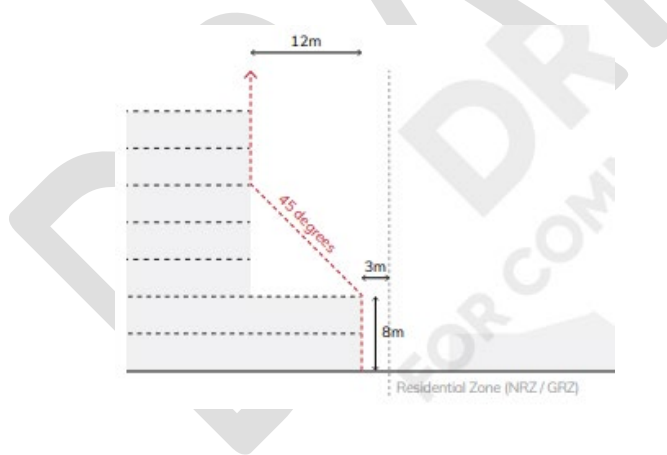
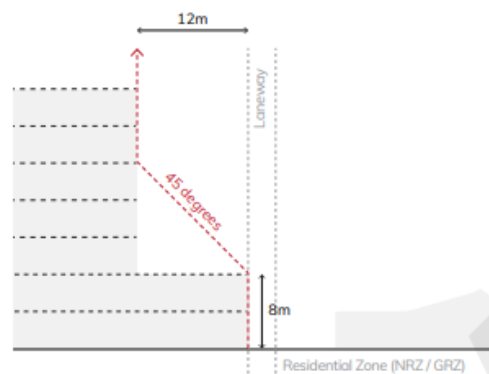


Figure 2: Residential interface – Laneway Interface



2.10 Character Buildings Requirements

Development should facilitate the adaptive reuse of character buildings set out in this schedule and identified on Plan 1:

- 17 Balmain Street
- 1 Cubitt Street
- 11-19 Cubitt Street
- 64 Cubitt Street
- 79, 81, 83, 85, 87, 89, 91, 93 and 95 Cubitt Street
- 47 Dover Street
- 65 and 67 Dover Street
- 10-12 Gwynne Street
- 54 Gwynne Street
- 64, 66 and 68 Gwynne Street
- 42 Kelso Street
- 48 Kelso Street
- 2-4 Stephenson Street
- 79 Stephenson Street
- 84 Stephenson Street
- 112 Stephenson Street

Development should retain all or a substantial part of a character building, as viewed from the street.

Development should incorporate materials that complement the existing character building in the new design.

2.11 Building Design and Quality Requirements

Development should:

- achieve urban design and architectural excellence.
- reinforce the industrial character of Cremorne West through the use of robust materials and references to industrial typologies.
- avoid the use of surfaces at facades which cause unacceptable glare to the public realm.
- break up buildings with a wide street frontage into smaller vertical sections or separate elements to provide breaks and modulation in the street facade.

- provide a high level of design detail at the ground floor and lower levels of buildings.
- provide well-designed entrance spaces to buildings that create a transition between the public and private realm and encourage activity to occur at the street interface
- provide for street activation at ground level to create a pedestrian-oriented environment and enhance passive surveillance of the public realm.
- carefully design upper levels adjacent to heritage buildings to minimise visual bulk.
- use high quality materials that are complementary to the materiality of the adjacent heritage building.
- create well designed building edges and facades on buildings that are visible from the elevated railway line or Yarra River (Birrarrung)
- avoid continuous walls of buildings when viewed from the street by providing visual breaks, articulated massing and/or separation between building forms at street level and upper levels.
- avoid blank walls visible from the public realm. Where a solid external wall is unavoidable, walls should be detailed and include articulation to provide visual interest.
- on larger sites be broken into a series of smaller building forms that contribute positively to their context and their historic urban grain form.

Development should deliver comfortable wind conditions in the public realm and communal open space.

Building services should not be visible on primary building facades, occupy less than 40 percent of the ground floor area of the site, and be integrated into the overall design of the building.

Services should occupy a minimal proportion of any facade including the primary facade, if not possible to locate them elsewhere.

Development should locate sub-stations below ground, where possible. Access should be provided from right of ways/laneways or located off the primary street.

Development should ensure floor to ceiling heights are appropriate to a range of uses over time.

Development should enable subdivision of floorplates into smaller tenancies over time.

Car parking should be designed to enable conversion to other uses over time, especially parking on the ground level and above.

Development should incorporate floor to floor heights suitable for commercial activity of at least 4 metres at ground level, where heritage elements are not a constraint.

Development should maximise access to daylight through windows, lightwells, shallow floorplates, adequate floor to ceiling heights and building separation.

Development should achieve a high standard of internal amenity within the development.

Development should provide access to balconies, terraces and courtyards to enhance amenity for building occupants.

Development should provide opportunities for greening, especially at the lower levels of the building.

Development should minimise, where possible, the impact of development on solar access to adjacent solar panels.

2.12 Views to Landmarks Requirements

A permit must not be granted to construct a building or construct or carry out works that would encroach upon views to the following landmarks (as shown on Plan 1 and listed below):

- The entire Nylex Sign when viewed from centre of eastern footpath of the Morell Bridge

- The entire Slade Knitwear Sign when viewed from the footpath on the north-west corner of Dover Street and Kelso Street.

Development should provide adequate setbacks and building separation to maintain clear sky between the identified architectural elements of the landmark and the new development.

2.13 Vehicle Access and Laneways Requirements

Vehicle access should be achieved from right of way/laneways or side streets (in that order of preference).

Where access is required from streets, right of ways or laneways of 6m or less, include a setback at ground floor, to facilitate the ongoing function of the laneway and allow for building services and car park access. The setback in the laneway should provide a minimum width between walls of 6.1 metres (including the existing laneway). Between ground level and first floor, a headroom clearance of 4 metres minimum should be achieved.

Where a property extends the full length of the laneway or street, the development should provide additional ground floor setbacks to increase the width of existing laneways and streets to a minimum of 6.1 metres for the whole frontage of the site to the laneway.

Car parking should be located within a basement or concealed from the public realm (in that order of preference).

Separate entries for car parking entries and loading bays should be avoided.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to retain the continuity of the public realm by:

- ensuring a high standard of pedestrian amenity
- limiting potential conflict between vehicle movements and pedestrian activity
- avoiding wide crossover points
- ensuring adequate spacing between crossovers.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

At the intersection of laneways and footpaths, development to non-heritage buildings should provide a minimum 1 x 1 metre splay to facilitate pedestrian sightlines.

Properties on the inside corner of bends in laneways or at intersections between two right of way/laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

2.14 Pedestrian and Bicycle Design Requirements

Development should ensure pedestrian entrances are clearly visible, secure and have an identifiable sense of address.

Development should provide well-designed bicycle infrastructure and end-of-trip facilities.

Visitor and staff bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

2.15 Exemption from notice and review

An application to construct a building or construct or carry out works is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone, land used for a hospital or an education centre or land in a Public Acquisition Overlay to be acquired for a hospital or an education centre.

3.0 Subdivision

xx/xx/20xx

None specified.

4.0 Signs

xx/xx/20xx None specified.

5.0 Application requirements

xx/xx/20xx

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- Site analysis and urban design context report which demonstrates how the proposal achieves the design objectives and requirements of this schedule
- A wind study analysis for the proposed development greater than 15m in height to assess the wind impact on:
 - the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing.
 - the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- Where a character building (or part thereof) is proposed to be retained:
 - a retention and refurbishment plan, detailing all the building fabric to be retained and/or refurbished.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that:
 - demonstrates how the development minimises impacts on the level of service, safety and amenity of the arterial road network (including tram services).
 - demonstrates how the development reduces car dependence and promotes sustainable transport modes.
 - includes an assessment of the impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.

6.0 Decision guidelines

xx/xx/20xx

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

- Whether the proposal achieves adaptable and practicable floor plan layouts for various uses over time.
- Whether the proposal provides a high quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface.
- Whether the design of the development reflects the industrial character of Cremorne West.
- Whether the development allows for the adaptive re-use of identified character buildings.
- Whether development responds to local and state significant heritage places within Cremorne.
- Whether the design considers the impact of glare on the safety of pedestrians and vehicles.
- Whether heritage buildings retain their three dimensional form as viewed from the public realm, including from the opposite side of the street.
- Whether street wall height and overall building height respond to the width and character of the street.

- Whether a proposed awning, verandah or overhang impacts on street tree planting in the public realm.
- Whether the development delivers design excellence including but not limited to building siting, scale, massing, articulation and materials.

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SCHEDULE 52 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO52**.

CREMORNE ENTERPRISE PRECINCT – RAILWAY PRECINCT

1.0 Design objectives

xx/xx/20xx

To support the Railway Precinct as a linear employment precinct in Cremorne that delivers high quality, innovative and environmentally sustainable development fronting green, walking and cycling connections on Green, Chestnut and Balmain Streets.

To support new mid-rise built form that reinforces the fine grain industrial character and human scale of the precinct transitioning to a lower mid-rise form at the interface with adjoining low rise residential area to the north.

To reinforce the Railway Precinct's industrial character through a diverse mix of innovative architecture that centres on the cluster of heritage buildings at the Green Street and Balmain Street intersection.

To ensure new development enhances the public realm and contributes to a network of pedestrian friendly streets through street activation, sunlight access to Balmain Street and open spaces, comfortable wind conditions, and street setbacks at ground level.

To ensure development responds to interfaces with Green Street residential precinct by ensuring new development provides a suitable transition downwards in scale and form and that minimises amenity impacts through visual bulk, overlooking and overshadowing.

2.0 Buildings and works

xx/xx/20xx

A permit is required to construct a building or construct or carry out works, except for:

- rear ground floor extensions no higher than 4 metres above natural ground level
- an alteration to an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - at least 80 per cent of the building façade at ground floor level is maintained as an entry or window with clear glazing; and
- construction of an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager.

2.1 Definitions

Additional shadow means any shadow cast beyond any shadow cast by existing buildings or works, but not a shadow cast by incidental elements such as canopies, kiosks, artworks, screens or trees.

Boundary Wall means the wall of a building at the property boundary at the side and rear that is not a street.

Character buildings means buildings that contribute to Cremorne's visual character but are not protected under a heritage overlay. These may include pubs, factories, warehouses and offices. Character buildings are buildings that:

- are architecturally distinct;
- demonstrate a link to the industrial and commercial history of the area;
- have a three dimensional form of the building can be seen from the public domain;
- contain interesting detailing and provide visual interest at street level; and/or
- have large window openings with potential for a positive interface with the public domain.

Green roof means a vegetative landscape grown in a substrate installed on top of a roof surface for the purpose of growing vegetation. Green roofs are almost all vegetation with no trafficable areas and access for garden maintenance purposes only.

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant or any building on the Victorian Heritage Register.

Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at or near the street boundary, or, if the existing heritage building is set back from the street boundary, the front of the existing building.

Street wall height means the height of the street wall measured by the vertical distance between the footpath at the centre of the frontage and the highest point of the building, parapet, balustrade or eaves at the street edge or in the case of a heritage building if it is setback from the street from the centre of the building frontage to the highest point of the building, parapet, balustrade or eaves.

Upper level means development above the height of the street wall.

2.2 General Design Requirements

The following requirements apply to an application to construct a building or construct or carry out works.

A permit cannot be granted to vary a requirement expressed with the term 'must' or listed in a 'Mandatory' column of a table.

2.3 Building Height Requirements

A permit should only be granted to construct a building or construct or carry out works, which exceeds the preferred building height shown in Plan 1 and Table 1 of this schedule where all the following requirements are met to the satisfaction of the responsible authority:

- the building elements permitted by the proposed variation satisfies the general design objectives in Clause 1.0 of this schedule and the relevant design requirements specified in this schedule; and
- the proposal will achieve design excellence through each of the following:
 - greater building separation than the minimum requirement in this schedule;
 - provide a safe and generous ground level setbacks and publicly accessible spaces to enhance the public realm and accommodate building entrances, spaces for outdoor dining, landscaping or street level bike parking;
 - excellence for environmentally sustainable design measured as a minimum BESS project score of 70%;
 - no additional overshadowing of residentially zoned properties, beyond that which would be generated by a proposal that complies with the preferred building height;
 - where a site contains a character building that is retained and incorporated within the design of a future building; and
 - provision of end-of-trip facilities, including secure bicycle parking, locker and shower facilities and change rooms in excess of the requirements of Clause 52.34.

Architectural features may exceed the preferred height.

Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the preferred height provided that each of the following criteria are met for the equipment or structure:

- Less than 50 per cent of the roof area is occupied by the equipment /structures (other than solar panels and green roofs);

- The equipment and/or structures do not cause additional overshadowing at the September Equinox of secluded private open space to residential land, opposite footpaths, kerb outstands, or planting areas in the public realm; and
- The equipment/structures extend no higher than 3.6 metres above the maximum building height.

2.4 Street Wall Height and Setback Requirements

A permit should not be granted to construct a building or construct or carry out works, which exceeds the relevant preferred maximum street wall height and/or reduces the relevant preferred minimum setback requirements specified in this schedule unless the following are met, to the satisfaction of the responsible authority:

- The built form outcome that results from the proposed variation satisfies the design objectives in Clause 1.0 of this schedule;
- The built form outcome that results from the proposed variation satisfies the relevant design requirements specified in this schedule;

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies, terraces and balustrades should not protrude into a setback.

Street walls should be designed to reinforce a pedestrian scale along streets and laneways. They should include architectural detailing such as high quality tactile materials and depth and articulation to ensure an engaging pedestrian experience.

The street wall height of development adjoining a heritage building should not exceed the street wall height of the adjoining heritage building for a minimum length of 6 metres, unless specified elsewhere this Schedule.

Development should:

- provide chamfered building corners at intersections (where appropriate) to create additional public space at points of pedestrian congestion.
- expand the public realm through inset building entrances and integrated seating with foot clearance (where appropriate).

Where heritage is not a constraint, sites should provide ground level setbacks to enhance the public realm and accommodate building entrances, spaces for outdoor dining, street level bike parking or landscaping.

Where an adjacent site has provided a ground level setback, development should provide a similar setback to achieve a consistent approach along a street frontage.

2.5 Upper Level Setback Requirements

Development should:

- provide upper level setbacks above the street wall to reduce the visual impact of buildings experienced from the street.
- incorporate an architectural expression at upper levels that is distinct from but complementary to the street wall.
- contain upper level setbacks above the street wall within a maximum of two steps to avoid repetitive steps in the built form.
- be setback from heritage buildings to ensure they do not detract from their visual prominence when viewed directly or obliquely along the street.
- be set back to ensure architectural features of heritage buildings remain visible.

2.6 Railway Precinct Heights, Setbacks, and Interface Plan

Plan 1: Height, Setbacks and Interface plan - Railway Precinct

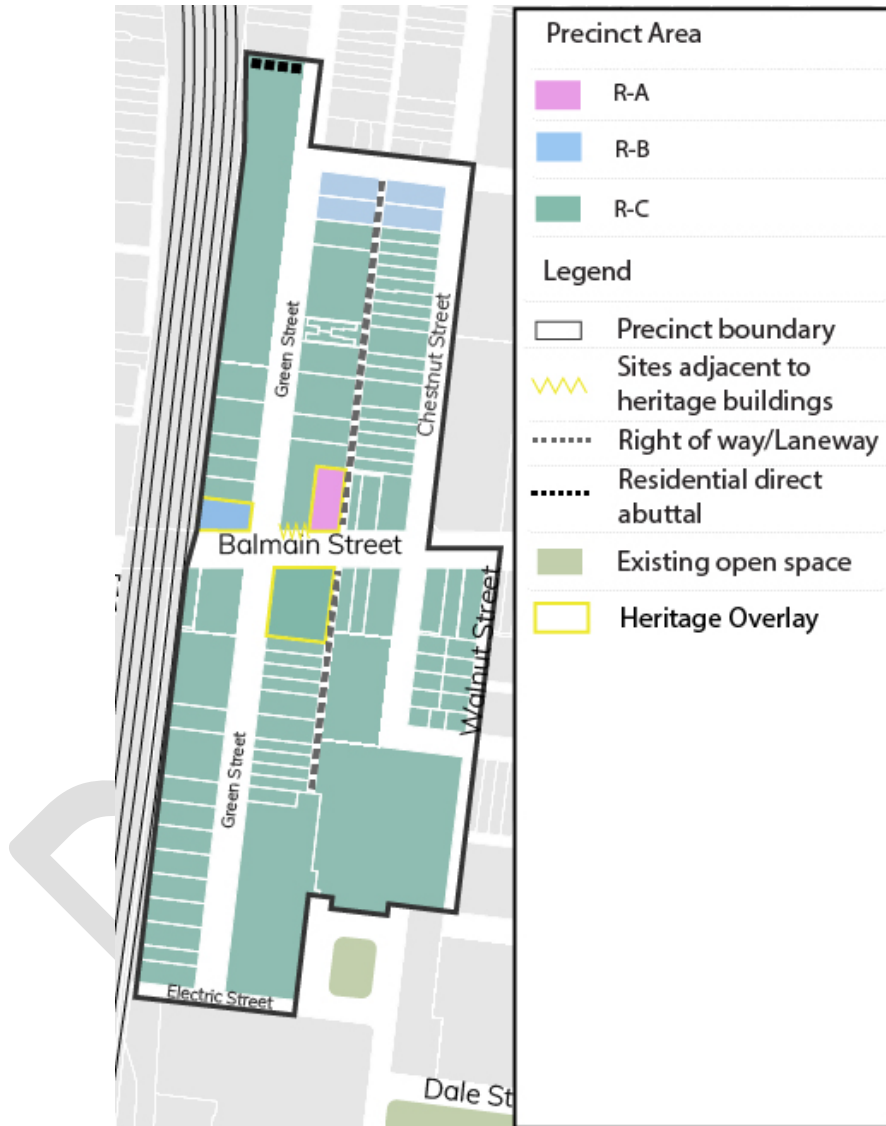


Table 1: Heights and setbacks - Railway Precinct

Built Form	Preferred Requirement	Mandatory Requirement
Area CW-A		
Maximum building height	12m	None specified

Built Form	Preferred Requirement	Mandatory Requirement
Maximum and minimum street wall setback	Retain existing front setback	None specified
Maximum street wall height	Retain heritage façade	None specified
Minimum upper level setback	10m measured from front property boundary	None specified
Maximum boundary wall height	None specified	None specified
Area CW-B		
Maximum building height	20m	None specified
Maximum and minimum street wall setback	69 Balmain Street - Retain existing street setback Elsewhere - None specified	None specified
Maximum street wall height	69 Balmain Street - Retain heritage street wall. Infill development match the parapet wall height of heritage building. Elsewhere - 12m	None specified
Minimum upper level setback	69 Balmain Street - 10m from Balmain and Green Street frontage for the heritage building and 3m for infill development on Balmain Street Elsewhere - 3m	None specified
Maximum boundary wall height	20m	None specified
Area CW-C		
Maximum building height	28m	None specified
Maximum and minimum street wall setback	80-82 Balmain Street - Retain existing heritage setback Elsewhere - None specified	None specified
Maximum street wall height	80-82 Balmain Street - Retain heritage street wall Elsewhere - 12m	None specified
Minimum upper level setback	80-82 Balmain Street - Green Street frontage – 7m; Balmain Street frontage – 5m Elsewhere - 3m	None specified
Maximum boundary wall height	20m	None specified
Maximum boundary wall height	20m	None specified

2.7 Building Separation Requirements

Development should be well spaced and sited to avoid visual bulk and provide equitable access to an outlook, good daylight, sunlight penetration and views to the sky above the street wall.

For sites with a frontage of less than 20m, development above the boundary wall height may be built to the boundary, limited to one side of the site.

For sites with a frontage of 20m or more, upper level development at common side and rear property boundaries should be setback above the boundary wall height as shown in Table 2.

Where a site adjoins an existing blank boundary wall, development may be constructed on that boundary to the height of that existing wall.

Where development is proposed on the boundary above the boundary wall height, it should:

- Be well articulated if visible from the street;
- Not run the full length of the boundary; and
- Not result in a continuous wall of buildings when viewed from the street.

Development with multiple buildings on a site should be setback at upper levels above the boundary wall height as shown in Table 2.

Where the common boundary is a right of way/laneway shown on Plan 1, the setback is measured from the centre of the laneway.

Table 2: Building separation distances

Overall height of the building	Minimum setback from common property boundary or laneway centreline	Minimum separation between buildings where there are multiple buildings on a site
1-3 levels above boundary wall height	3m	6m
4 or more levels above boundary wall height	4.5m	9m

2.8 Overshadowing Requirements

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following space between 10am and 2pm at 22nd September:

- Southern footpath of Balmain Street, east of the railway underpass, measured from the property boundary to the existing kerb (including any kerb outstands, seating or planting).

Development should ensure there is no additional overshadowing of existing public spaces at the spring equinox (22 September) between 10am and 2pm identified on Plan 1.

2.9 Building Design and Quality Requirements

Development should:

- achieve urban design and architectural excellence.
- reinforce the industrial character of the Railway Precinct through the use of robust materials and references to industrial typologies.
- avoid the use of surfaces at facades which cause unacceptable glare to the public realm.
- break up buildings with a wide street frontage into smaller vertical sections or separate elements to provide breaks and modulation in the street facade.
- provide a high level of design detail at the ground floor and lower levels of buildings.

- provide well-designed entrance spaces to buildings that create a transition between the public and private realm and encourage activity to occur at the street interface
- provide for street activation at ground level to create a pedestrian-oriented environment and enhance passive surveillance of the public realm.
- carefully design upper levels adjacent to heritage buildings to minimise visual bulk.
- use high quality materials that are complementary to the materiality of the adjacent heritage building.
- create well designed building edges and facades on buildings that are visible from the elevated railway line
- avoid continuous walls of buildings when viewed from the street by providing visual breaks, articulated massing and/or separation between building forms at street level and upper levels.
- avoid blank walls visible from the public realm. Where a solid external wall is unavoidable, walls should be detailed and include articulation to provide visual interest.
- on larger sites be broken into a series of smaller building forms that contribute positively to their context and their historic urban grain form.

Development should deliver comfortable wind conditions in the public realm and communal open space.

Building services should not be visible on primary building facades, occupy less than 40 percent of the ground floor area of the site, and be integrated into the overall design of the building.

Services should occupy a minimal proportion of any facade including the primary facade, if not possible to locate them elsewhere.

Development should locate sub-stations below ground, where possible. Access should be provided from right of ways/laneways or located off the primary street.

Development should ensure floor to ceiling heights are appropriate to a range of uses over time.

Development should enable subdivision of floorplates into smaller tenancies over time.

Car parking should be designed to enable conversion to other uses over time, especially parking on the ground level and above.

Development should incorporate floor to floor heights suitable for commercial activity of at least 4 metres at ground level, where heritage elements are not a constraint.

Development should maximise access to daylight through windows, lightwells, shallow floorplates, adequate floor to ceiling heights and building separation.

Development should achieve a high standard of internal amenity within the development.

Development should provide access to balconies, terraces and courtyards to enhance amenity for building occupants.

Development should provide opportunities for greening, especially at the lower levels of the building.

Development should minimise, where possible, the impact of development on solar access to adjacent solar panels.

2.10 Vehicle Access and Laneways Requirements

Vehicle access should be achieved from right of way/laneways or side streets (in that order of preference).

Where access is required from streets/ laneways of 6m or less, include a setback at ground floor, to facilitate the ongoing function of the laneway and allow for building services and car park access. The setback in the laneway should provide a minimum width between walls of 6.1 metres (including the existing laneway). Between ground level and first floor, a headroom clearance of 4 metres minimum should be achieved.

Where a property extends the full length of the laneway or street, the development should provide additional ground floor setbacks to increase the width of existing laneways and streets to a minimum of 6.1 metres for the whole frontage of the site to the right of way/laneway.

Car parking should be located within a basement or concealed from the public realm (in that order of preference).

Separate entries for car parking entries and loading bays should be avoided.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to retain the continuity of the public realm by:

- ensuring a high standard of pedestrian amenity
- limiting potential conflict between vehicle movements and pedestrian activity
- avoiding wide crossover points
- ensuring adequate spacing between crossovers.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

At the intersection of laneways and footpaths, development to non-heritage buildings should provide a minimum 1 x 1 metre splay to facilitate pedestrian sightlines.

Properties on the inside corner of bends in laneways or at intersections between two laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

2.11 Pedestrian and Bicycle Design Requirements

Development should ensure pedestrian entrances are clearly visible, secure and have an identifiable sense of address.

Development should provide well-designed bicycle infrastructure and end-of-trip facilities.

Visitor and staff bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

2.12 Exemption from notice and review

An application to construct a building or construct or carry out works is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone, land used for a hospital or an education centre or land in a Public Acquisition Overlay to be acquired for a hospital or an education centre.

3.0 Subdivision

xx/xx/20xx

None specified.

4.0 Signs

xx/xx/20xx

None specified.

5.0 Application requirements

xx/xx/20xx

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- Site analysis and urban design context report which demonstrates how the proposal achieves the design objectives and requirements of this schedule
- A wind study analysis for the proposed developments greater than 15m height to assess the wind impact on:

- the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing.
- the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that:
 - demonstrates how the development minimises impacts on the level of service and safety and amenity of the arterial road network (including tram services).
 - demonstrates how the development reduces car dependence and promotes sustainable transport modes.
 - includes an assessment of the impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.

6.0 Decision guidelines

xx/xx/20xx

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

- Whether the proposal achieves adaptable and practicable floor plan layouts for various uses over time.
- Whether the proposal provides a high quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface.
- Whether the design of the development reflects the industrial character of Cremorne.
- Whether development responds to local and state significant heritage places within Cremorne.
- Whether the design considers the impact of glare on the safety of pedestrians and vehicles.
- Whether heritage buildings retain their three dimensional form as viewed from the public realm, including from the opposite side of the street.
- Whether street wall height and overall building height respond to the width and character of the street.
- Whether a proposed awning, verandah or overhang impacts on street tree planting in the public realm.
- Whether the development delivers design excellence including but not limited to building siting, scale, massing, articulation and materials.

/xx/20xx

SCHEDULE 53 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO53**.

CREMORNE ENTERPRISE PRECINCT – CHURCH STREET PRECINCT

1.0 Design objectives

xx/xx/20xx

To support the Church Street Precinct as a thriving commercial and retail precinct in Cremorne that delivers high quality, innovative and environmentally sustainable development.

To support a new mid-rise built form character with taller built form reinforcing the Church Street activity spine and transitioning to a lower built form on narrow east-west side streets and at the interfaces with adjoining low rise residential areas.

To reinforce the 'high street' character and vibrancy of Church Street through a mix of innovative architecture, heritage places and identified character buildings while ensuring development reinforces a human scale and fine grain pattern of development in its narrow side streets.

To ensure new development enhances the public realm and contributes to a network of pedestrian friendly streets through street activation, sunlight access to Church and Balmain Streets and open spaces, comfortable wind conditions, and street setbacks at ground level.

To ensure development responds to interfaces with residential precincts by providing a suitable transition in scale and form that minimises amenity impacts through visual bulk, overlooking and overshadowing.

2.0 Buildings and works

xx/xx/20xx

A permit is required to construct a building or construct or carry out works, except for:

- rear ground floor extensions no higher than 4 metres above natural ground level
- an alteration to an existing building façade provided:
 - the alteration does not include the installation of an external roller shutter;
 - at least 80 per cent of the building façade at ground floor level is maintained as an entry or window with clear glazing; and
- construction of an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager.

2.1 Definitions

Additional shadow means any shadow cast beyond any shadow cast by existing buildings or works, but not a shadow cast by incidental elements such as canopies, kiosks, artworks, screens or trees.

Boundary Wall means the wall of a building at the property boundary at the side and rear that is not a street.

Character buildings means buildings that contribute to Cremorne's visual character but are not protected under a heritage overlay. These may include pubs, factories, warehouses and offices. Character buildings are buildings that:

- are architecturally distinct;
- demonstrate a link to the industrial and commercial history of the area;
- have a three dimensional form of the building that can be seen from the public domain;
- contain interesting detailing and provide visual interest at street level; and/or
- have large window openings with potential for a positive interface with the public domain.

Green roof means a vegetative landscape grown in a substrate installed on top of a roof surface for the purpose of growing vegetation. Green roofs are almost all vegetation with no trafficable areas and access for garden maintenance purposes only.

Heritage building means any building subject to a Heritage Overlay, graded as either Contributory or Individually Significant or any building on the Victorian Heritage Register.

Parapet height does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at or near the street boundary, or, if the existing heritage building is set back from the street boundary, the front of the existing building.

Street wall height means the height of the street wall measured by the vertical distance between the footpath at the centre of the frontage and the highest point of the building, parapet, balustrade or eaves at the street edge or in the case of a heritage building if it is setback from the street from the centre of the building frontage to the highest point of the building, parapet, balustrade or eaves.

Upper level means development above the height of the street wall.

2.2 General Design Requirements

The following requirements apply to an application to construct a building or construct or carry out works.

A permit cannot be granted to vary a requirement expressed with the term 'must' or listed in a 'Mandatory' column of a table.

2.3 Building Height Requirements

A permit should only be granted to construct a building or construct or carry out works, which exceeds the preferred building height shown in Plan 1 and Table 1 of this schedule where all the following requirements are met to the satisfaction of the responsible authority:

- the building elements permitted by the proposed variation satisfies the general design objectives in Clause 1.0 of this schedule and the relevant design requirements specified in this schedule; and
- the proposal will achieve design excellence through each of the following:
 - greater building separation than the minimum requirement in this schedule;
 - provide a safe and generous ground level setbacks and publicly accessible spaces to enhance the public realm and accommodate building entrances, spaces for outdoor dining, landscaping or street level bike parking;
 - excellence for environmentally sustainable design measured as a minimum BESS project score of 70%;
 - no additional overshadowing of residentially zoned properties, beyond that which would be generated by a proposal that complies with the preferred building height;
 - where a site contains a character building that is retained and incorporated within the design of a future building; and
 - provision of end-of-trip facilities, including secure bicycle parking, locker and shower facilities and change rooms in excess of the requirements of Clause 52.34.

Architectural features may exceed the preferred height.

Service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the preferred height provided that each of the following criteria are met for the equipment or structure:

- Less than 50 per cent of the roof area is occupied by the equipment /structures (other than solar panels and green roofs);

- The equipment and/or structures do not cause additional overshadowing at the September Equinox of secluded private open space to residential land, opposite footpaths, kerb outstands, or planting areas in the public realm; and
- The equipment/structures extend no higher than 3.6 metres above the maximum building height.

2.4 Street Wall Height and Setback Requirements

A permit should not be granted to construct a building or construct or carry out works, which exceeds the relevant preferred maximum street wall height and/or reduces the relevant preferred minimum setback requirements specified in this schedule unless the following are met, to the satisfaction of the responsible authority:

- The built form outcome that results from the proposed variation satisfies the design objectives in Clause 1.0 of this schedule; and
- The built form outcome that results from the proposed variation satisfies the relevant design requirements specified in this schedule;

Projections such as building services and architectural features (other than shading devices, mouldings etc.), balconies, terraces and balustrades should not protrude into a setback.

Street walls should be designed to reinforce a pedestrian scale along streets and laneways. They should include architectural detailing such as high quality tactile materials and depth and articulation to ensure an engaging pedestrian experience.

The street wall height of development adjoining a heritage building should not exceed the street wall height of the adjoining heritage building for a minimum length of 6 metres, unless specified elsewhere this Schedule.

Development should:

- provide chamfered building corners at intersections (where appropriate) to create additional public space at points of pedestrian congestion.
- expand the public realm through inset building entrances and integrated seating (where appropriate).

Where heritage is not a constraint, sites should provide ground level setbacks to enhance the public realm and accommodate building entrances, spaces for outdoor dining, street level bike parking or landscaping.

Where an adjacent site has provided a ground level setback, development should provide a similar setback to achieve a consistent approach along a street frontage.

2.5 Upper Level Setback Requirements

Development should:

- provide upper level setbacks above the street wall to reduce the visual impact of buildings experienced from the street.
- incorporate an architectural expression at upper levels that is distinct from but complementary to the street wall.
- contain upper level setbacks above the street wall within a maximum of two steps to avoid repetitive steps in the built form.
- be setback from heritage buildings to ensure they do not detract from their visual prominence when viewed directly or obliquely along the street.
- be set back to ensure architectural features of heritage buildings remain visible.

2.6 Church Street Precinct Heights, Setbacks and Interface Plan

Plan 1: Height, Setbacks and Interface Plan - Church Street Precinct

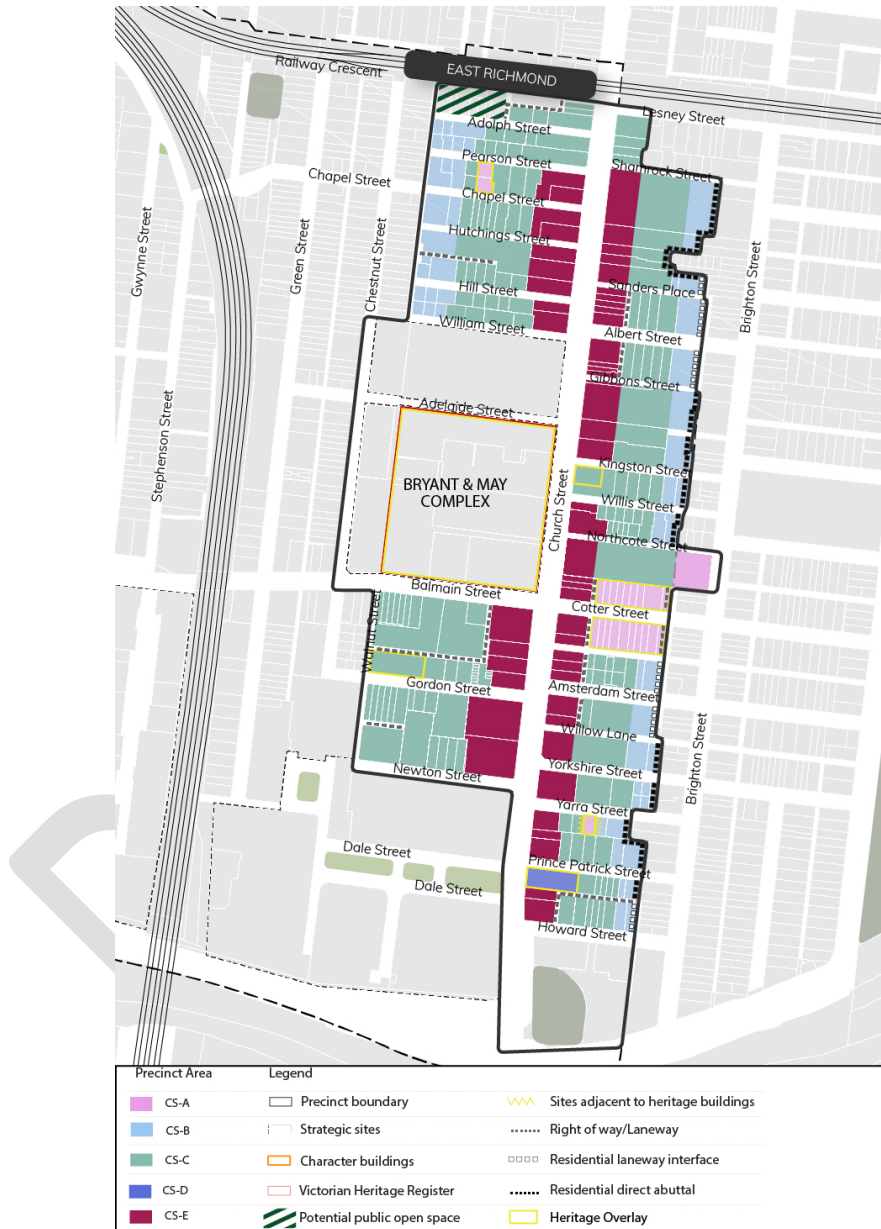


Table 1: Heights and Setbacks - Church Street Precinct

Built Form	Preferred Requirement	Mandatory Requirement
Area CS-A		

Built Form	Preferred Requirement	Mandatory Requirement
Maximum building height	12m	None specified
Maximum and minimum street wall setback	6 Yarra Street - Retain existing setback 11 Chapel Street and 10 Pearson Street - Retain existing setbacks for heritage buildings, along with the eastern and southern façade and original roof form. Infill buildings to match setbacks of heritage buildings 3 to 13, 17 to 19 and 4 to 18 Cotter Street – For heritage buildings - retain existing heritage setbacks For non-heritage buildings - match the adjacent heritage building setbacks	None specified
Maximum street wall height	6 Yarra Street - Retain heritage façade 11 Chapel Street and 10 Pearson Street - Retain heritage façades. Infill development to match the parapet height of the heritage buildings 3 to 13, 17 to 19 and 4 to 18 Cotter Street – For heritage buildings - retain heritage street wall For non-heritage buildings – match adjacent heritage building	None specified
Minimum upper level setback	6 Yarra Street – 7m 11 Chapel Street and 10 Pearson Street - 10m to the Chapel Street frontage and 9m to the Pearson Street frontage 3 to 13, 17 to 19 and 4 to 18 Cotter Street - Upper levels setback behind the front two rooms. Non heritage buildings – None specified	None specified
Maximum boundary wall height	None specified	None specified
Area CS-B		
Maximum building height	20m	None specified
Maximum and minimum street wall setback	8 Yarra Street - Match front setback of the adjacent heritage building at 6 Yarra Street for a minimum distance of 6m Elsewhere - None specified	None specified
Maximum street wall height	12m	None specified
Minimum upper level setback	3m	None specified

Built Form	Preferred Requirement	Mandatory Requirement
Maximum boundary wall height	20m	None specified
Area CS-C		
Maximum building height	28m	None specified
Maximum and minimum street wall setback	533-537 Church Street - Retain existing heritage setback 2-4 Yarra Street and 8 Yarra Street - Match front setback of adjacent heritage building at 6 Yarra Street for a minimum of 6m Elsewhere - None specified	None specified
Maximum street wall height	533-537 Church Street - Retain heritage street wall. Infill development on the site to match the height of heritage street wall Elsewhere - 12m	None specified
Minimum upper level setback	533-537 Church Street - Above heritage building – 7m on the Church Street frontage and 5m at the Kingston Street frontage to retain heritage buildings and stepped parapet visible on Kingston Street; Infill development on the site – 3m Elsewhere - 3m	None specified.
Minimum side setback	8 Yarra Street - 2.5m from the western side boundary for a length of 6m measured from the northern property boundary to ensure views to the side stone work are retained Elsewhere - None specified	None specified
Maximum boundary wall height	20m	None specified
Area CS-D		
Maximum building height	32m	None specified
Maximum and minimum street wall setback	Retain the existing heritage street setback Infill development on the site – 0m	None specified
Maximum street wall height	Retain heritage façade Infill development on the site to match the heritage parapet	None specified
Minimum upper level setback	Heritage Building - 12m from the Church Street frontage and 16m from the Prince Patrick Street frontage Infill development - 3m	None specified.
Maximum boundary wall height	18m	None specified

Built Form	Preferred Requirement	Mandatory Requirement
Area CS-E		
Maximum building Height	40m	None specified
Maximum and minimum street wall setback	None specified	None specified
Maximum street wall height	16m	None specified
Minimum upper level setback	5m	None specified
Maximum boundary wall height	24m	None specified

2.7 Building Separation Requirements

Development should be well spaced and sited to avoid visual bulk and provide equitable access to an outlook, good daylight, sunlight penetration and views to the sky above the street wall.

For sites with a frontage of less than 20m, development above the boundary wall height may be built to the boundary, limited to one side of the site.

For sites with a frontage of 20m or more, upper level development at common side and rear property boundaries should be setback above the boundary wall height as shown in Table 2.

Where a site adjoins an existing blank boundary wall, development may be constructed on that boundary to the height of that existing wall.

Where development is proposed on the boundary above the boundary wall height, it should:

- Be well articulated if visible from the street;
- Not run the full length of the boundary; and
- Not result in a continuous wall of buildings when viewed from the street.

Development with multiple buildings on a site should be setback at upper levels above the boundary wall height as shown in Table 2.

Where the common boundary is a laneway shown on Plans 1, the setback is measured from the centre of the laneway.

Table 2: Building separation distances

Overall height of the building	Minimum setback from common property boundary or laneway centreline	Minimum separation between buildings where there are multiple buildings on a site
1-3 levels above boundary wall height	3m	6m
4 or more levels above boundary wall height	4.5m	9m

2.8 Overshadowing Requirements

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following space between 10am and 2pm at 22nd September for a minimum of 3 hours:

- Opposite footpath on Church Street, measured from the property boundary to the existing kerb (including any kerb outstands, seating or planting).

A permit must not be granted to construct a building or construct or carry out works that would cast any additional overshadowing of the following space between 10am and 2pm at 22nd September:

- Southern footpath of Balmain Street east of the railway underpass, measured from the property boundary to the existing kerb (including any kerb outstands, seating or planting).

Development should ensure there is no additional overshadowing of existing public spaces at the spring equinox (22 September) between 10am and 2pm identified on Plan 1.

In locations where new public open space is identified on Plan 1, adjoining development should consider how building heights and massing would minimise additional overshadowing on any potential public open space.

2.9 Interface to properties in Neighbourhood Residential Zone or General Residential Zone Requirements

Development should protect the amenity of existing residential zones in terms of visual bulk, overshadowing of private open space and overlooking.

Development with an interface to a residential zone as shown in Plans 1 should not exceed the maximum heights and setbacks set out in Table 3 and Figures 1 and 2.

Development should provide a maximum of two steps in building form to avoid overly stepped outcomes.

Table 3: Residential interface heights, ground and upper level setbacks

Interface	Maximum interface wall height	Minimum interface wall Setback	Minimum upper level setback
Direct Abuttal	8m	3m from property boundary	Upper level setback of 45 degrees above the interface wall height, for up to a minimum distance of 12m from the interface wall.
Laneway Interface	8m	0m from property boundary	Upper level setback of 45 degrees above the interface wall height, for up to a minimum distance of 12m from the interface wall.

Figure 1: Residential interface – Direct abuttal

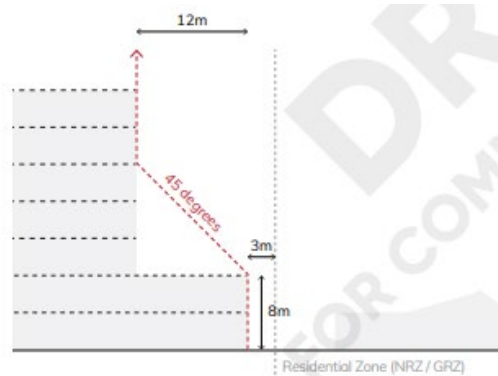
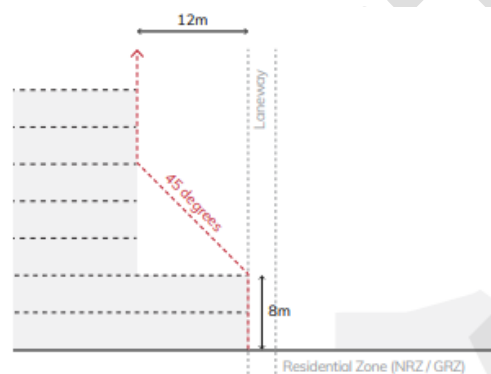


Figure 2: Residential interface – Laneway Interface



2.10 Character Buildings Requirements

Development should facilitate the adaptive reuse of character buildings within Cremorne set out in this schedule and identified on Plans 1:

Development should retain all or a substantial part of a character building, as viewed from the street.

Development should incorporate materials that complement the existing character building in the new design.

2.11 Building Design and Quality Requirements

Development should:

- achieve urban design and architectural excellence.
- reinforce the industrial character of Cremorne through the use of robust materials and references to industrial typologies.
- avoid the use of surfaces at facades which cause unacceptable glare to the public realm.
- break up buildings with a wide street frontage into smaller vertical sections or separate elements to provide breaks and modulation in the street facade.
- provide a high level of design detail at the ground floor and lower levels of buildings.
- provide well-designed entrance spaces to buildings that create a transition between the public and private realm and encourage activity to occur at the street interface

- provide for street activation at ground level to create a pedestrian-oriented environment and enhance passive surveillance of the public realm.
- carefully design upper levels adjacent to heritage buildings to minimise visual bulk.
- use high quality materials that are complementary to the materiality of the adjacent heritage building.
- create well designed building edges and facades on buildings that are visible from the elevated railway line or Yarra River (Birrarung)
- avoid continuous walls of buildings when viewed from the street by providing visual breaks, articulated massing and/or separation between building forms at street level and upper levels.
- avoid blank walls visible from the public realm. Where a solid external wall is unavoidable, walls should be detailed and include articulation to provide visual interest.
- on larger sites be broken into a series of smaller building forms that contribute positively to their context and their historic urban grain form.

Development should deliver comfortable wind conditions in the public realm and communal open space.

Frontages along Church Street at ground floor should incorporate awnings or verandahs.

Building services should not be visible on primary building facades, occupy less than 40 percent of the ground floor area of the site, and be integrated into the overall design of the building.

Services should occupy a minimal proportion of any facade including the primary facade, if not possible to locate them elsewhere.

Development should locate sub-stations below ground or above ground level (in that order of preference), where possible.

Access should be provided from right of ways/laneways or located off the primary street.

Development should ensure floor to ceiling heights are appropriate to a range of uses over time.

Development should enable subdivision of floorplates into smaller tenancies over time.

Car parking should be designed to enable conversion to other uses over time, especially parking on the ground level and above.

Development should incorporate floor to floor heights suitable for commercial activity of at least 4 metres at ground level, where heritage elements are not a constraint.

Development should maximise access to daylight through windows, lightwells, shallow floorplates, adequate floor to ceiling heights and building separation.

Development should achieve a high standard of internal amenity within the development.

Development should provide access to balconies, terraces and courtyards to enhance amenity for building occupants.

Development should provide opportunities for greening, especially at the lower levels of the building.

Development should minimise where possible the impact of development on solar access to adjacent solar panels.

2.12 Vehicle Access and Laneways Requirements

Vehicle access should be achieved from right of way/laneways or side streets (in that order of preference).

Where access is required from streets, right of ways or laneways of 6m or less, include a setback at ground floor, to facilitate the ongoing function of the laneway and allow for building services and car park access. The setback in the laneway should provide a minimum width between walls of 6.1 metres (including the existing laneway). Between

ground level and first floor, a headroom clearance of 4 metres minimum should be achieved.

Where a property extends the full length of the laneway or street, the development should provide additional ground floor setbacks to increase the width of existing laneways and streets to a minimum of 6.1 metres for the whole frontage of the site to the laneway.

Car parking should be located within a basement or concealed from the public realm (in that order of preference).

Separate entries for car parking entries and loading bays should be avoided.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to retain the continuity of the public realm by:

- ensuring a high standard of pedestrian amenity;
- limiting potential conflict between vehicle movements and pedestrian activity;
- avoiding wide crossover points; and
- ensuring adequate spacing between crossovers.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

At the intersection of right of way/laneways and footpaths, development to non-heritage buildings should provide a minimum 1 x 1 metre splay to facilitate pedestrian sightlines.

Properties on the inside corner of bends in laneways or at intersections between two right of way/laneways should provide a minimum 3m x 3m splay to facilitate vehicle access.

2.13 Pedestrian and Bicycle Design Requirements

Development should ensure pedestrian entrances are clearly visible, secure and have an identifiable sense of address.

Development should provide well-designed bicycle infrastructure and end-of-trip facilities.

Visitor and staff bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

2.14 Exemption from notice and review

An application to construct a building or construct or carry out works is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone, land used for a hospital or an education centre or land in a Public Acquisition Overlay to be acquired for a hospital or an education centre.

3.0 Subdivision

xx/xx/20xx

None specified.

4.0 Signs

xx/xx/20xx

None specified.

5.0 Application requirements

xx/xx/20xx

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and should accompany an application, as appropriate, to the satisfaction of the responsible authority:

- Site analysis and urban design context report which demonstrates how the proposal achieves the design objectives and requirements of this schedule
- A wind study analysis for the proposed developments greater than 15m in height to assess the wind impact on:

- the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing.
- the safety and effects on cyclists travelling along bicycle routes that are adjacent to the development.
- Where a Character Building (or part thereof) is proposed to be retained:
 - a retention and refurbishment plan, detailing all the building fabric to be retained and/or refurbished.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that:
 - demonstrates how the development minimises impacts on the level of service, safety and amenity of the arterial road network (including the operation of tram services).
 - demonstrates how the development reduces car dependence and promotes sustainable transport modes.
 - includes an assessment of the impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.

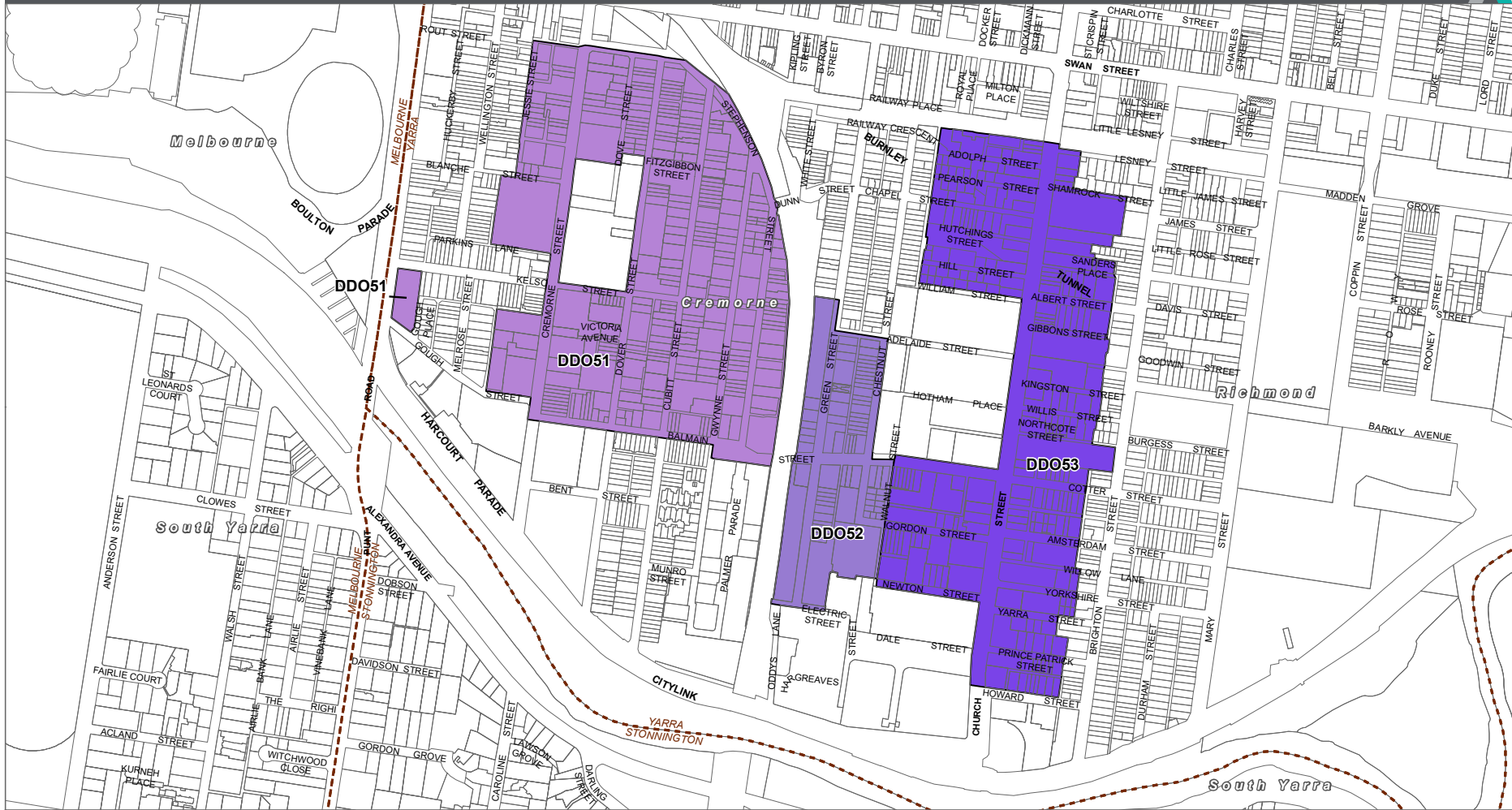
6.0 Decision guidelines

xx/xx/20xx

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

- Whether the proposal achieves adaptable and practicable floor plan layouts for various uses over time.
- Whether the proposal provides a high quality public realm interface that either activates the street edge or provides an engaging and well-designed street interface.
- Whether the design of the development reflects the industrial character of Cremorne.
- Whether the development allows for the adaptive re-use of identified Character Buildings.
- Whether development responds to local and state significant heritage places within Cremorne.
- Whether the design considers the impact of glare on the safety of pedestrians and vehicles.
- Whether heritage buildings retain their three dimensional form as viewed from the public realm, including from the opposite side of the street.
- Whether street wall height and overall building height respond to the width and character of the street.
- Whether a proposed awning, verandah or overhang impacts on street tree planting in the public realm.
- Whether the development delivers design excellence including but not limited to building siting, scale, massing, articulation and materials.

YARRA PLANNING SCHEME - LOCAL PROVISION
AMENDMENT C318yara



LEGEND

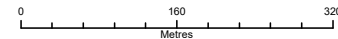
- DDO51 - Design and Development Overlay - Schedule 51
- DDO52 - Design and Development Overlay - Schedule 52
- DDO53 - Design and Development Overlay - Schedule 53
- Local Government Area

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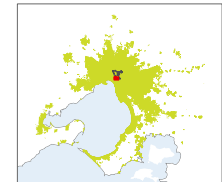


Planning Group
 Print Date: 01/09/2023
 Amendment Version: 1



Department of Transport and Planning

Part of Planning Scheme Map 8DDO



11.03-6L Cremorne Precinct

Land use and activity

Objectives

To continue to grow Cremorne as Melbourne's premier global innovation precinct.

To support innovative and diverse employment opportunities across Cremorne's employment precincts.

To recognise the commercial, employment, retail and residential roles of different precincts in Cremorne.

Strategies

Support a diverse range of creative and innovative businesses in Cremorne from large anchor tenants, institutions and small businesses.

Support the provision of affordable workspaces in Cremorne.

Protect and maintain the low-scale residential character of Cremorne Precinct, Green Street Precinct and Wellington Street Precinct.

In the Cremorne West Precinct, encourage:

- a diverse range of global and local creative and innovative businesses
- complementary uses including restaurants, bars, offices, and retail
- Cremorne Street to develop as the key activity spine of the precinct with active frontages
- Bendigo Kangan Institute (BKI) campus as a creative and digital education and community heart of Cremorne West offering education facilities and new public spaces.

In the Railway Precinct, encourage:

- a diverse range of global and local creative and innovative businesses between the railway corridor and Church Street Precinct
- Cremorne Digital Hub on Balmain Street as flagship location for events, training, education, research and innovation.

In the Church Street Precinct, encourage:

- Church Street to develop as an activity spine with a range of offices, company headquarters, showrooms, retail and cafes
- a diverse range of global and local creative and innovative businesses in side streets.

Support a diverse mix of uses in the Richmond Maltings, including offices, retail, cafes and residential uses.

Support a diversity of day and night time activities, including food and drink premises, retail premises and associated uses to promote a high amenity, creative and vibrant urban environment.

Movement and Access

Objectives

To create a highly accessible and well connected movement network that prioritises sustainable and active transport and discourages through traffic.

To provide safe and attractive local cycling and pedestrian network which connects strategic corridors, major trails and key destinations, including public transport.

To minimise the impact of car parking and associated vehicular movements through Cremorne.

Strategies

Promote Cremorne as a walkable precinct with reduced traffic speeds and traffic volumes, new footpaths and greening to provide safe pedestrian access to buildings and new pedestrian connections.

Enhance the pedestrian and cyclist connections:

- to Richmond Station with a new and upgraded pedestrian crossing, public spaces and bike facilities at Swan Street and Cremorne Street to promote accessibility to public transport

- along Cremorne Street linking Richmond Station to the Birrarung Precinct
- on Kelso, Stephenson, Balmain and Cotter Streets to provide green connections to eastern and western Cremorne and open space
- along Church Street connecting East Richmond Station, Swan Street and South Yarra
- along Adolph, Chapel, Adelaide, Gordon, Albert, Amsterdam, Yorkshire and Howard Streets off Church Street to provide green connections to other parts of Cremorne.
- to East Richmond Station including new public spaces and pedestrian priority zones and improvements to the underpass.

Enhance access to the Main Yarra Trail and Yarra River (Birrarung) corridor at Oddys Lane, Church Street and Harcourt Parade.

Support development that provides new ground level links through the sites and shared road reserves while still allowing access for servicing.

Limit new vehicle access points on pedestrian, public transport and bicycle priority routes.

Reduce off-street car parking provided in office and retail premises developments to promote more sustainable modes of transport.

Streets and Spaces for People

Objectives

To create a network of high quality public spaces in Cremorne.

To reconnect Cremorne with Yarra River (Birrarung).

To redesign Cremorne's streets as places for people.

Strategies

Encourage developments to deliver spaces, including open spaces, for people to meet, gather, socialise, exercise and relax.

Deliver new open spaces, including those identified in the Yarra Open Space Strategy to meet the needs of a growing community:

- Small Neighbourhood Open Space in the vicinity of the Bendigo Kangan Institute site between Cremorne Street and Dover Street
- Local Open Space between the railway and Church Street, north of Balmain Street
- Small Local Open Space between Punt Road and Cremorne Street and north of Kelso Street
- Small Local Open Space in the vicinity of Gough Street
- Small Local Open Space south of Balmain Street between Cremorne Street and Cubitt Street
- Small Local Open Space south of Balmain Street, between the railway and Church Street
- Small Local Open Space in the vicinity of Swan Street and East Richmond Station.

Deliver a range of small spaces and pocket plazas throughout Cremorne, including:

- Enhancements to Balmain Street Plaza (west of the underpass)
- New public space on Balmain Street (east of the underpass adjoining the Cremorne Digital Hub)
- New public space on south west corner of Swan Street and Cremorne Street
- VicTrack land on Green Street.

Develop green links along:

- Kelso Street to connect to an improved crossing at Punt Road and Gosch's Paddock
- Balmain and Cotter Streets to the Barkly Gardens, Alan Bain Reserve and McConchie Reserve
- Green Street / Oddys Lane to enhance the physical connection to the river.

Interpret and celebrate heritage and culture, including Aboriginal cultural heritage in public open space design.

Support public art in open space, public realm and infrastructure projects that celebrates and enhances Cremorne's history and identity.

Work with service providers and landowners, especially on sites with large frontages, to underground powerlines to improve footpath access.

Design quality

Objectives

To reinforce Cremorne as a place of design excellence, with a distinct identity and character.

Strategies

Showcase key heritage and character buildings including remanent shops and corner pubs through sensitive redevelopment.

Encourage varied built form typologies.

Ensure buildings that contribute to a high quality public realm and fine grain, pedestrian scale environment.

Strategic sites

Objectives

To ensure development on strategic sites is knitted into the fabric of Cremorne, responds to important structural elements, sensitive interfaces to residential areas and the Yarra River (Birrarung).

To ensure development contributes to a high quality public realm in the form of through site links to provide permeability and accessibility and public spaces for people to meet, gather, socialise, exercise and relax.

To showcase heritage buildings in any redevelopment.

Strategies

General

Avoid additional overshadowing of the banks, water of the Yarra River and adjacent public open space, pedestrian and bicycle paths.

Ensure development complements and enhances the Yarra River environs through the design quality and materiality of buildings.

Ensure the design of buildings that interface with the railway contribute to a positive image of Cremorne.

Avoid additional overshadowing at the spring equinox of key pedestrian routes – Cremorne Street (eastern and western footpaths), Church Street (eastern and western footpaths), Balmain Street (southern footpath), and existing and proposed open space.

Reuse or sensitively redevelop heritage buildings to retain the integrity of the building and a sense of history.

Ensure infill buildings compliment and are respectful in scale to heritage buildings and allow them to remain prominent.

Bendigo Kangan Institute Strategic Site

Provide for a range of building heights on the site while ensuring the prominence of the former Cremorne Primary School within the site and the streetscape and views to the roofline are retained.

Provide a transition in height on the northern portion between the broader Cremorne West Precinct and the former Cremorne Primary School.

Locate a new small neighbourhood open space, south of the former Cremorne Primary School (extending the full width of the building) that enhances and complements the existing building.

Encourage the provision of new links through the site:

- An east-west link to the north of the former Cremorne Primary School between Cremorne and Dover Streets to provide space behind the school buildings when they are viewed from the south.
- A secondary east-west link alongside the future open space to the south of the former school.
- north-south connections to Dove Street.

Provide a setback to:

- Cremorne Street that aligns with the building line of the former Cremorne Primary School and allows for the integration of seating and landscape at the street interface and welcomes the community in.
- Dover Street to retain the prominence of the school building in the streetscape.

Improve public access to the existing open spaces within the site.

Bryant and May Strategic Site

Ensure building massing is carefully scaled and located to ensure that heritage buildings and features remain prominent within the site including decorative facades, signage, parapets and taller elements including the chimney and clocktower.

Ensure any new built form presents as well-designed companion buildings which respond to the heritage place:

- On the northern portion of the site – the scale of new built form does not dominate the main factory building
- At the north-west corner - built form retains permeability through the site
- On the southern half of the site – new built form is setback from Church Street and development is less extensive, especially west of the pavilion.

Design new street walls that align with or are lower than the site's heritage podiums.

Preserve views to ensure the Bryant & May buildings, including clocktower and chimney remain prominent from Chestnut Street, north of Adelaide Street and south of Balmain Street and from Church Street.

Reimagine Russell Street as a landscaped pedestrian corridor, with very limited or no vehicle access and a series of public spaces that reinforce the site's role as a former model factory that placed emphasis on worker amenity.

Create new through site links that create a publicly accessible and legible network that connects to the broader street network and frames the heritage forms.

Provide a new small local open space on the western portion of the site to support the retention of key views from Chestnut Street to the main factory building, clock tower, chimney stack and historic signage.

Provide a landscaped setback along Balmain and Chestnut Streets to contribute to an expanded public realm and provide for integrated seating and landscaping.

Enhance Adelaide Street as a green shared street that connects Church Street to the adjacent Railway Precinct with human scale development, consolidated vehicle entrances and generous building setbacks to enhance the public realm.

534 Church Street Strategic Site

Transition buildings down in height from higher built form at the Church Street interface to the lower-scale character of the Chestnut Street residential precinct.

Develop the site as a campus of buildings rather than one large building.

Encourage the provision of new links through the site:

- Extend a through site link aligned with Walnut Street through the site
- an additional north-south laneway is provided towards at the eastern end of the site.

Ensure the scale and siting of any new built form has regard to the state heritage significance of the Former Bryant & May buildings, including ensuring development retains its prominence along Church Street.

Retain the prominence of the Bryant & May site, including clocktower and chimney when viewed from Chestnut Street.

Create a human-scale street wall and active interface to Church Street, Adelaide Street and William Street.

Reinforce the Church Street frontage as the primary interface with awnings, inset building entrances and integrated seating.

Provide a landscape setback to Chestnut Street in response to the character of the streetscape.

Enhance Adelaide Street as a green shared street that connects Church Street to the adjacent Railway Precinct with human scale development, consolidated vehicle entrances and generous building setbacks to enhance the public realm.

Richmond Maltings Strategic Site

Provide a series of links and spaces through the site that improve accessibility and connectivity and connect to the Main Yarra Trail.

Respect the amenity of lower scale residential areas to the north.

Enhance surrounding streets through footpath widening, street tree planting and design of the ground floor premises to activate the frontages.

Consolidate vehicular access and servicing to minimise the impact on the surrounding streetscapes.

Protect the visual prominence of and views to the landmark Nylex sign and associated silos through the sensitive siting and design of new buildings.

Integrate a new small local open space into the development.

Promote high levels of street activation and visual engagement in laneways and plazas and on the surrounding streets of the Richmond Maltings to draw people into the site and provide activated edges.

167 Cremorne Street Strategic Site

Develop a diverse range of forms, typologies, building and street wall heights, and varied architecture across the site, responding to each of the unique interfaces.

Deliver a range of building heights with the highest scale to the north-west and the lowest scale at Dover Street.

Provide a landscape setback, lower-scale, fine-grain edge at the Dover Street interface to enhance the landscape character of Dover Street and respond to the low-scale residential context and the Cremorne Heritage Precinct (HO342).

Deliver a new small local open space on the north-east corner of the site to serve residents and the broader community and provide a public interface and passive surveillance of neighbouring streets.

Deliver new publicly accessible laneways through the site to improve connectivity to surrounding streets and new open space and break up building mass.

Design primary frontages at Cremorne Street and Bent Street with active interfaces at the ground floor and lower levels.

Set back buildings to provide extended footpaths, entrances and pedestrian plazas.

Rosella Complex Strategic Site

Ensure any new development on the site:

- provides visual interest at the ground level and use forms and materials that are complementary to the heritage context.
- showcases the distinctive Rosella signs on buildings fronting Balmain Street, Palmer Parade and the railway line.

- provides a range of building heights with the highest scale of buildings closest to the railway corridor and lower scale buildings fronting the residential areas west of the site on Gwynne and Munro Streets and to the rear of properties on Cubitt Street.

Deliver new public space within the complex that provides space to meet and relax.

Improve the legibility and quality of the internal street network by improving the amenity of Palmer Parade as a shared zone that prioritise pedestrians and cyclists.

Create a new through site link that connects Palmer Parade to Cubitt Street and provides improved access to Charles Evans Reserve.

Consolidate at-grade parking and minimise the impact of vehicular access entrances and ramps on the public realm.

658 Church Street Strategic Site

Locate the highest scale buildings to the north of the site transitioning down to a lower scale to the south of the site.

Redesign streets and improve the legibility of the street network to prioritise pedestrians.

Consolidate car parking within the site to reduce negative impacts on the public realm and facilitate opportunities for an expanded public space network.

Deliver new publicly accessible open spaces that expand on the existing high quality spaces.

Enhance the distinct character of the site, where buildings are set within the landscape setting with green spaces and mature trees.

Undertake conservation works as part of any redevelopment of the former Richmond Power Station.

Retain the prominence of the former Richmond Power Station by:

- Upgrading the public realm to enhance the setting
- Retaining views to the former Power Station from Green Street, Electric Street, Hargreaves Street, Oddys Lane and Dale Street
- Retaining the former Power Station as the tallest building on the west side of the site which can be read as a free standing landmark building
- Maintaining visual connections between the west decorative façade of the Former Richmond Power Station and the railway line to provide a link between the historic uses.

Create a well-designed, human-scale street wall and active interface to Church Street primary interface that incorporates landscape, inset building entrances and integrated seating.

Map 1: Cremorne West Precinct



Map 2: Railway Precinct



Map 3: Church Street Precinct



Map 4: Strategic sites



xx **SCHEDULE 2 TO CLAUSE 45.09 PARKING OVERLAY**

Shown on the planning scheme map as **PO2**.

CREMORNE ENTERPRISE PRECINCT

1.0 **Parking objectives to be achieved**

- xxx To identify appropriate car parking rates for commercial development and land uses in Cremorne, having regard to the area’s strategic, inner-metro location and transport environment.
- To facilitate an appropriate provision of car parking spaces to enable Cremorne to grow as a major enterprise precinct with sustainable development, quality public spaces and active transport options.
- To reduce car parking demand, traffic congestion and noise and air pollution by encouraging the use of active and sustainable transport modes.
- To improve amenity and safety for pedestrians, drivers and cyclists in Cremorne by minimising vehicle access to and through sites.
- To ensure onsite car parking is designed to protect Cremorne’s quality of place, including its built form character, heritage, public spaces and local road network.

2.0 **Permit requirement**

- xxx A permit is not required under Clause 52.06-3 to reduce (including reduce to zero) the number of car parking spaces required under Clause 52.06-5 for any use specified in the Table to this schedule.
- A permit is required to provide more than the maximum parking provision specified for a use in the Table to this schedule. 3.0.

Number of car parking spaces required

If a use is specified in the Table below, the number of car parking spaces required for the use is calculated by multiplying the *Rate* specified for the use by the accompanying *Measure*.

Table: Car parking spaces

Use	Rate	Measure
Office	1	To each 100 sq m of net floor area
Retail	1	To each 100 sq m of leasable floor area

For all other uses listed in Table 1 of Clause 52.06-5, the *Rate* in Column B of Table 1 in Clause 52.06-5 applies.

4.0 **Application requirements and decision guidelines for permit applications**

- xxxx The following decision guidelines apply to an application for a permit under Clause 45.09, in addition to those specified in Clause 45.09 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:
- The Municipal Planning Strategy and the Planning Policy Framework.
 - Whether the objectives of this schedule have been met.
 - Any empirical analysis which supports a variation in the maximum number of car parking spaces that should be provided.
 - The particular characteristics of the proposed use with regard to the likely car parking demands generated.

YARRA PLANNING SCHEME

- The impacts of the proposed car parking provision on creating sustainable transport patterns that preference walking, cycling and public transport use.
- The impact on the road network of providing car parking in excess of the maximum rate.
- The impact of the proposed car parking provision on local amenity, including pedestrian amenity and the creation of a high-quality public realm.
- Whether car parking and access is located and designed to limit pedestrian disruption and maximise active frontages.
- Whether the development makes a contribution to sustainable transport infrastructure improvements in the nearby area.
- The provision of alternative transport modes on the site, including but not limited to car share, safe and secure motorcycle and bicycle parking.
- The provision of end of trip facilities including, but not limited to showers, lockers, and/ or other similar amenities.

5.0 Financial contribution requirement

xxx

None specified.

6.0 Requirements for a car parking plan

xxx

None specified.

7.0 Design standards for car parking

xxx

None specified.

8.0 Decision guidelines for car parking plans

xxx

None specified.

9.0 Background document

xxx

Parking Controls Review: Cremorne Enterprise Precinct (Traffix Group, July 2020).

Attachment 15 Attachment 15 - Draft Amendment C318yara - Schedule to the Parking Overlay

YARRA PLANNING SCHEME - LOCAL PROVISION
 AMENDMENT C318yara




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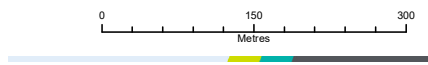
- PO2 - Parking Overlay - Schedule 2
- Local Government Area

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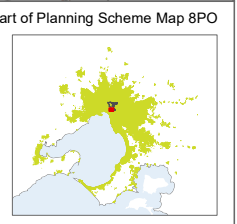


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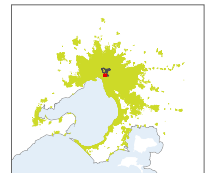


YARRA PLANNING SCHEME - LOCAL PROVISION
AMENDMENT C318vara



LEGEND

-  C2Z - Commercial 2 Zone
-  GRZ - General Residential Zone
-  Local Government Area



Part of Planning Scheme Map 8

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Department of Transport and Planning

7.2 Amendment C286yara - Open Space Contributions

Reference	D23/319195
Author	Leonie Kirkwood - Project and Planning Coordinator
Authoriser	General Manager City Sustainability and Strategy
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. For Council to consider whether to request Planning Panels Victoria reconvene the Independent Planning Panel and progress Amendment C286yara – Open Space Contributions.

Critical analysis

History and background

2. The Yarra Open Space Strategy 2020 (YOSS) and the associated Technical Report 2020 identified the public open space needs of existing and future residents and workers of Yarra, gaps in the provision of public open space and opportunities to address those gaps.
3. The two YOSS reports informed Amendment C286yara, which proposes to increase public open space contributions from developments that subdivide land in Yarra from 4.5 per cent (residential subdivisions only) to 10.1 per cent (all eligible residential, commercial and industrial subdivisions).
4. The amendment was exhibited between 7 September to 5 October 2021. 72 submissions were received.
5. The Panel hearing was conducted over 11 hearing days between December 2021 and February 2022.
6. The Panel released an interim report on 14 April 2022 (**Attachment One**). The report concluded:
 - (a) the YOSS, is strategically justified and is a sound and appropriate strategy;
 - (b) there is a clearly established need for the existing open space contribution rate to be increased as a matter of some urgency;
 - (c) the open space projects proposed to meet identified needs are, with a minor exception, supported;
 - (d) the proposal by Council to add 30 per cent (adjusted down to 20 per cent during the Panel hearing) to Capital Improved Value of land to be acquired for new open space is not supported by the Panel which regarded 10 per cent as appropriate;
 - (e) the amount of the total costs apportioned to new residents and workers has not been adequately justified and should be subject to peer review before the Amendment can be finalised;
 - (f) the Panel hearing be adjourned pending the completion of this further work; and
 - (g) while this further work recommended by the Panel is being undertaken, Council should seek approval from the Minister for Planning for an interim increase in the public open space contribution rate to 7.4 per cent. This would occur via the preparation of a new Planning Scheme Amendment.

7. Flowing from these conclusions, the Panel made three key recommendations; that Council should:
 - (a) request an interim public open space contribution rate of 7.4 per cent through a separate amendment process until Amendment C286yara is finalised;
 - (b) conduct a peer review of the apportionment of costs between the existing and new population; and
 - (c) replace the 30 per cent margin added to the Capital Improved Value (CIV) of land with 10 per cent margin in the calculation of the public open space contribution rate.
8. At page 82 of the Panel Report, the Panel noted *'if the Council wishes to achieve a higher final contribution rate, Council should commission a peer review of the apportionment of costs between existing and new populations and subsequently request the Panel to reconvene the Hearing for Amendment C286 to allow the Amendment to be finalised.'*
9. It also acknowledged Council *'has the option of adopting the recommended interim open space contribution rate as the final rate without undertaking the peer review and ask the Panel to close the Hearing. In those circumstances the Panel would produce a brief final report acknowledging this'* (page 80).
10. Council considered the first of two reports to progress the public space contribution rate at its meeting on 15 August 2023. The purpose of the first report was to provide an overview of the outcomes of the peer review on the methodology of the apportionment of costs in Amendment C286yara.
11. At this meeting, Council resolved to:
 - (a) note the findings of the *Amendment C286yarra Open Space Project Cost Apportionment Final Report* (dated 2 August 2023) prepared by Robert Panozzo;
 - (b) receive a report from officers on 12 September 2023 that outlines a recommended position and next steps in the process to reconvene the Amendment C286yara Independent Planning Panel Hearing;
 - (c) write to the Minister for Planning requesting the expedition of Council's request for an interim public open space contribution as a matter of urgency, noting that since Council resolved to request an interim open space contribution rate of 7.4% (via a Ministerial Amendment - Amendment C306yara) on 31 May 2022, potential significant open space contributions have been lost; and
 - (d) officers report back to Council with the potential additional open space revenue Council would have collected from 1 July 2022 to 15 August 2023 using the 7.4 per cent interim rate recommended by the Panel in April 2022.
12. Council now needs to determine whether to request Planning Panels Victoria reconvene the Amendment C286yara Panel hearing and refer the peer review and Council's position on that material for its consideration.

[Discussion](#)

Peer review

13. At the May 2022 meeting, Council considered the Panel's recommendation to undertake a peer review.
14. The peer review has been conducted by Rob Panozzo of ASR Research (**Attachment 2**). It has focussed on the Panel's Recommendation 2.
15. The completed peer review was noted by Council on 15 August 2023. The peer review, adopting an alternative methodology to C286yara, arrived at a public open space contribution rate of 9.4 per cent (using the 10 per cent CIV margin recommended by the Panel).

16. The purpose of the peer review was not to form a new position for Council to adopt the rate recommended by the peer reviewer. It was prepared in response to an issue identified by the Panel that *'the amount of the total costs apportioned to new residents and workers has not been adequately justified and should be subject to peer review before the Amendment can be finalised'*.

Recommended position at a reconvened Panel Hearing

17. Council's original methodology, which formed the basis of Amendment C286yara and the 10.1 per cent public open space rate originally sought in Amendment C286yara, included a 30 per cent margin above the Capital Improved Value (CIV).
18. The purpose of the margin was to address what was considered to be the actual cost to Council of purchasing new land for public open space. (CIV is the assessed market value of the property including both land and all improvements such as buildings and may not reflect the value that the land can be purchased at).
19. Through the course of the hearing, Council accepted that there was not sufficient justification for a margin of 30 per cent above CIV for the land acquisition component of the public open space contribution rate calculation.
20. Council's position when the Panel hearing closed in February 2022 was to advocate for a public open space contribution rate of 9.35 per cent (based on a 20 per cent above CIV).
21. The Panel did not accept that 30 or 20 per cent allowance was justified or defensible. The Panel recommended a margin of 10 per cent be added to the cost of purchasing land (Recommendation 3).
22. If the Panel's recommendation to proceed with the 10 per cent CIV margin is accepted, the public open space contribution rate, based on the original methodology, would be 8.67 per cent.
23. As the Panel did not support the use of the 30 per cent or 20 per cent margin above CIV, officers consider the maximum rate that Council could now seek to achieve under Amendment C286yara is 8.67 per cent.
24. This percentage, while lower than the original 10.1 per cent initially sought, aligns with public open space contribution rates in other inner city municipalities and recently approved amendments:
- (a) In Melbourne, Stonnington, Kingston and Port Phillip, rates of 5 to 8 per cent apply depending on the location and setting;
 - (b) In Maribyrnong, 5.7 per cent applies;
 - (c) In Glen Eira, a rate of 8.3 per cent was recently approved across the municipality (with the exception of two specific development areas); and
 - (d) In Monash, Amendment C169, currently under consideration by the Department of Transport and Planning, Council adopted the Panel recommended rate of 7.61 per cent.
25. The absence of an agreed methodology for the calculation of public open space contributions in established residential areas across Metropolitan Melbourne has led to a high degree of uncertainty around public open space methodologies.
26. The State Government's Open Space for Everyone - Open Space Strategy for Metropolitan Melbourne 2021 flagged it would 'review and ensure the effectiveness of current open space contribution guidelines in addressing legacy issues and differing needs in established suburbs'.
27. The Department of Transport and Planning (DTP) has recently announced it is planning to release new guidance around open space strategies in late 2023. Officers will seek further information from DTP to understand any impacts of this on Amendment C286yara.

Interim public open space contribution rate

28. The application of an interim open space contribution rate of 7.4 per cent was considered by Council on 31 May 2022.
29. The request for a Ministerial Amendment, Amendment C306yara, was subsequently lodged and is under consideration by the Department of Transport and Planning (DTP).
30. Officers have impressed on DTP the need for the interim rate and have been in regular discussions to progress the amendment. No decision has been made regarding the proposed interim rate.
31. The 15 August 2023 Council resolution requested officers provide a report back to Council outlining the potential additional open space revenue Council would have collected from 1 July 2022 to 15 August 2023 using the 7.4 per cent interim rate recommended by the Panel in April 2022 (Table 1 provides a summary of the figures).
32. 13 subdivision permits where public open space rates were payable were issued between 1 July 2022 to 15 August 2023. These include residential developments, mixed use developments and office/retail developments.
33. The 13 subdivisions created 343 lots accommodating 255 dwellings and over 12,000 square metres of commercial, retail and office space.
34. Officers note 13 subdivisions where public open space contribution rates are payable is low compared to previous years. Notwithstanding this, Council is continuing to experience rapid rates of growth and development. Between 1 July 2022 and 30 August 2023, 655 dwellings were approved and are in the pipeline (source: Planning Permit Activity Reporting, Department of Transport and Planning).
35. The figures indicate that just over \$2,494,000 in revenue could have been collected during that period, if the 7.4 per cent interim rate applied.

Table 1: Potential additional open space revenue Council could have collected from 1 July 2022 to 15 August 2023 using the 7.4 per cent interim rate recommended by the Panel

Public open space contribution rate applied		Potential revenue
Residential subdivisions at 4.5 per cent		\$3,005,160.84
For all subdivisions at 7.4 per cent (residential, commercial and industrial)		\$4,941,820.05
Potential additional revenue Council could have collected	Difference between 4.5 per cent and 7.4 per cent	\$1,685,229.21
	Inclusion of commercial and industrial subdivisions at 7.4 per cent	\$808,820.00
	Total	\$2,494,049.21

Extension of Amendment C286yara

36. Under Section 30 of the *Planning and Environment Act* (the Act), an amendment will lapse two years after the publication of the notice in the Government Gazette if it has not been adopted by the Planning Authority.
37. Amendment C286yara was due to lapse on 9 September 2023.
38. On 5 July 2023, Council wrote to the Minister for Planning to request more time for the Planning Authority to adopt an amendment before it lapses (under section 30(1)(a)(ii) of the Act).
39. The lapse date for the amendment has been extended to 7 August 2024.

Next steps

40. Following the completion of the peer review, if Council wishes to seek a rate higher than 7.4 per cent interim rate recommended by the Panel, it will need to request the recommencement of the Amendment C286yara Panel Hearing, refer to the peer review and Council's position on that material for consideration and put forward Council's final position on an increased public open space contribution rate.
41. It is understood Planning Panels Victoria would re-notify submitters to Amendment C286 and hold a Directions Hearing. The further public hearing would follow.
42. Recommencement of the Panel Hearing would occur at the first available opportunity, dependent on the availability of Panel members, legal representation and submitters.

Options

43. Council has two options:
 - (a) Option 1 - Request the Panel hearing be reconvened and provide the peer review to the Panel for consideration and put forward Council's final position on an increased public open space contribution rate (as above, recommended to be 8.67%); or
 - (b) Option 2 – Not continue to pursue Amendment C286yara and write to the Minister for Planning and Planning Panel Victoria advising Council wishes to abandon Amendment C286yara.
44. As noted in Paragraph 41, if Council wishes to resolve the decision regarding a final public open space contribution rate, it should request the Panel be reconvened and the peer review referred to the Panel.
45. The peer review supported a rate of 9.4 per cent, noting the peer review methodology is untested and its purpose was not to form a new position for Council to adopt.
46. The maximum rate officers consider achievable would be 8.67 per cent (based on a 10 per cent CIV).
47. Given the projected increase in new residents and workers in Yarra, generating a need for a significant amount of new and upgraded open space, and therefore the importance of amendment to Yarra, officers recommend Council resolve to pursue Option 1 above.

Community and stakeholder engagement

48. The broader community and submitters were notified during the exhibition and hearing process of Amendment C286yara.
49. Should Council resolve to reconvene the Panel, Council officers will notify the Panel. The Planning Panels Victoria would notify previous participants and set further hearing dates.

Policy analysis

Alignment to Community Vision and Council Plan

50. Amendment C286yara supports the following themes in the Yarra 2036 Community Vision – Shared Spaces and Growing Sustainably:
 - (a) Priority 7.1 - All our shared spaces are made physically accessible and welcoming to people of all abilities, linguistic, cultural backgrounds and age groups;
 - (b) Priority 7.3 - Create and innovate solutions to maximise the use of under or unused streets and spaces;
 - (c) Priority 7.4 - Increase availability and diversify use of open spaces to address existing shortages and respond to population growth; and
 - (d) Priority 8.4 - Ensure that as we grow, community services and public spaces are adapted and created so that our unique lifestyle is maintained and continues to improve.

51. The amendment supports the following strategies in the Council Plan 2021-2025:
- (a) Strategic Objective 1: Climate and Environment - Yarra urgently mitigates climate change while also adapting to its impacts and developing resilience in everything we do. The community, business and industry are supported and encouraged to do the same.'; and
 - (b) Strategic Objective 4 – Place and nature – ‘Yarra’s public places, streets and green open spaces bring our community together. They are planned to manage growth, protect our unique character and focus on people and nature.’

Climate emergency and sustainability implications

52. An expanded open space network would help achieve a number of sustainability actions in Council strategies:
- (a) Developing biodiversity corridors;
 - (b) Creating opportunities for sustainable water management (e.g. through passive irrigation and stormwater harvesting); and
 - (c) Reducing the urban heat island effect by creating more permeable surfaces.

Community and social implications

53. The Panel has recognised the importance of the public open space contribution rate in meeting community needs resulting from increased development in the municipality.
54. Progressing Amendment C286yara would facilitate the delivery of more open space for the community, providing space to exercise and socialise.

Economic development implications

55. Progressing Amendment C286yara would ensure Yarra remains an attractive place to live and work by supporting the creation of new public open space and improvement of existing public open space.
56. The application of the public open space contribution rate to residential, commercial and industrial subdivisions would enable Council to provide for public open space demands in both residential and employment areas, that would serve both the resident and worker populations.

Human rights and gender equality implications

57. The upgrade and improvement of the public open space network through the application of a new public open space contribution rate would support the Yarra community and enhance their quality of life and liveability of Yarra.

Operational analysis

Financial and resource impacts

58. An increase of the public open space contribution rate from 4.5 per cent and the inclusion of non-residential subdivisions in the rate is an important matter for Council, to assist in funding both the new and improved public open space provision in the municipality over the next 15 years, (noting the projects in the *Yarra Open Space Strategy* would need to be funded from a mix of general rates revenue, grants and the public open space contribution rate).
59. The costs associated with the 2022 Panel process, including Panel fees, representation and other experts who provided evidence on behalf of Council were met by the 2022/23 budget. The majority of the costs associated with the preparation of the peer review were also paid in 2022/23.
60. Costs for this financial year will include further Panel, legal and statutory costs and are budgeted for in the 2023/24 Strategic Planning budget.

Legal Implications

61. There are no known legal implications. The amendment is being progressed in accordance with the Planning and Environment Act 1987. The amendment process has included an Independent Planning Panel hearing that has enabled submitters to be heard. The Panel has released an interim report that was considered by Council.

Conclusion

62. The Panel recommended a pathway to Council of:
- (a) Seeking a new planning scheme amendment seeking an interim 7.4 per cent public open space contribution rate for the immediate future; and
 - (b) undertaking a peer review of the apportionment methodology, and then reconvening the Panel hearing for Amendment C286yarra, if Council wished to pursue a higher public open space contribution rate than the interim 7.4 per cent rate.
63. Officers commissioned a peer review on the methodology of the apportionment of the costs to both existing and new populations. The completion of the peer review has been an important step in the process. The peer review supported a rate of 9.4 per cent, noting the peer review methodology is untested and its purpose was not to form a new position for Council to adopt.
64. It is also noted, given the Panel's Interim Report recommendations regarding a lower on cost for acquisition (being 10 per cent above CIV as distinct from 30 per cent as originally proposed by Council), the maximum public open space contribution rate Council could now seek to achieve under Amendment C286yara is 8.67 per cent.
65. Given the projected increase in new residents and workers in Yarra, generating a need for a significant amount of new and upgraded open space, and therefore the importance of amendment to Yarra, officers recommend Council progress Amendment C286.
66. Reconvening the Panel hearing and providing the peer review to the Panel for consideration is necessary to progress Amendment C286yara and seek a permanent increase to the public open space contribution rate in the Yarra Planning Scheme.

RECOMMENDATION

1. That Council:
- (a) requests Planning Panels Victoria reconvene the Amendment C286yara Planning Panel hearing;
 - (b) refer the Amendment C286yarra Open Space Project Cost Apportionment Final Report (dated 2 August 2023) prepared by Robert Panozzo at Attachment 2 to the reconvened Amendment C286yara Planning Panel for consideration; and
 - (c) adopts the use of the 10 per cent margin above CIV as recommended in the Interim Panel Report, and a consequential public open space contribution rate of 8.67 per cent.

Attachments

- [1](#) Attachment 1 - C286yara Interim Panel Report - Public Open Space Contributions
- [2](#) Attachment 2 - Review of Open Space Project Cost Apportionment for Amendment C286yara - R Panozzo

**Planning
Panels
Victoria**

**Yarra Planning Scheme Amendment C286yara
Open Space Contributions**

Interim Panel Report

Planning and Environment Act 1987

14 April 2022



How will this report be used?

This is a brief description of how this report will be used for the benefit of people unfamiliar with the planning system. If you have concerns about a specific issue you should seek independent advice.

The planning authority must consider this report before deciding whether or not to adopt the Amendment.

[section 27(1) of the *Planning and Environment Act 1987* (the PE Act)]

For the Amendment to proceed, it must be adopted by the planning authority and then sent to the Minister for Planning for approval.

The planning authority is not obliged to follow the recommendations of the Panel, but it must give its reasons if it does not follow the recommendations. [section 31 (1) of the PE Act, and section 9 of the *Planning and Environment Regulations 2015*]

If approved by the Minister for Planning a formal change will be made to the planning scheme. Notice of approval of the Amendment will be published in the Government Gazette. [section 37 of the PE Act]

Planning and Environment Act 1987

Interim Panel Report pursuant to section 25 of the PE Act

Yarra Planning Scheme Amendment C286yara286yara

Open Space Contributions

14 April 2022



Rodger Eade, Chair



Dr Meredith Gibbs, Member



John Hartigan, Member

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Appendix A Submitters to the Amendment

Appendix B Parties to the Panel Hearing

Appendix C Document list

Appendix D Panel recommended version of the Schedule to Clause 53.01

Appendix E Panel recommended version of Clause 22.12

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Glossary and abbreviations

CIV	Capital Improved Value
Contributions Report	<i>Yarra Open Space Strategy 2020: Public Open Space Contributions</i> , Environment & Land Management Pty Ltd in association with Thompson Berrill Landscape Design Pty Ltd, 10 December 2020
Council	Yarra City Council
DCP	Development Contribution Plan
DELWP	Department of Environment, Land, Water and Planning
HIA	Housing Industry Association
new population/s	The projected resident and worker populations forecast to move to or come to work in Yarra between 2016 and 2031
PAO	Public Acquisition Overlay
PE Act	<i>Planning and Environment Act 1987</i>
Planning Scheme	Yarra Planning Scheme
POPC	Preliminary Opinion of Probable Costs
PPN	Planning Practice Note
SEES	Yarra Spatial Economic and Employment Strategy 2018 prepared by SGS Consulting
Technical Report	<i>Yarra Open Space Strategy 2020 Technical Report</i> , Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd
UDIA	Urban Development Institute of Australia
UHIE	Urban heat island effect
VCAT	Victorian Civil and Administrative Tribunal
YOSS	<i>Yarra Open Space Strategy 2020</i> , Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd

Overview

Amendment summary	
The Amendment	Yarra Planning Scheme Amendment C286yarayara
Common name	Open Space Contributions
Brief description	Increase the contribution for open space at Clause 53.01 of the Yarra Planning Scheme from 4.5 per cent to 10.1 per cent of site value to support the implementation of the Yarra Open Space Strategy 2020.
Subject land	All residential, commercial and industrial land in the City of Yarra
The Proponent	Yarra City Council
Planning Authority	Yarra City Council
Authorisation	18 June 2021
Exhibition	7 September to 5 October 2021
Submissions	Number of Submissions: 72, including four late submissions. Of these 43 opposed and 27 supported the Amendment. The position of the remaining two is unknown.

Panel process	
The Panel	Rodger Eade (Chair), Meredith Gibbs and John Hartigan
Directions Hearing	By video conference, 10 November 2021
Panel Hearing	By video conference, 6, 7, 8, 9, 13, 14 15 and 17 December 2021 and 9, 10 and 23 February 2022
Site inspections	No site inspection was required
Parties to the Hearing	See Appendix B
Citation	Yarra PSA C286yara [2022] PPV
Date of this report	14 April 2022

Executive summary

Yarra Planning Scheme Amendment C286yara (the Amendment) seeks to increase the public open space contribution rate in the Schedule to Clause 53.01 from 4.5 to 10.1 per cent. It proposes to do this by making the following changes to the Planning Scheme:

- amending the Schedule to Clause 53.01 to require that all subdivision provides a public open space contribution at a rate of 10.1 per cent
- replacing Clause 22.12 Public Open Space Contribution with a new Clause 22.12
- amending the Schedule to Clause 72.08 to insert the following documents into the table at Clause 1.0:
 - *Yarra Open Space Strategy 2020* Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd
 - *Yarra Open Space Strategy 2020 Technical Report* Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd.

There were 72 submissions to the exhibited Amendment, with 43 opposed to, and 27 supporting the Amendment. The position of the remaining two is unknown.

The key focus of those opposed to the Amendment was that the increase in the open space contribution rate from the current 4.5 per cent of land area or site value to 10.1 per cent is excessive. The increase was opposed because:

- some open space projects proposed were not needed
- the cost of both the land and capital components of the costs of open space projects was excessive
- the apportionment of total project costs between existing and new users of open space was inappropriate
- there were no transitional provisions for projects part way through their approval processes
- there would be a detrimental impact on housing affordability.

The key underpinning strategic document is the *Yarra Open Space Strategy 2020*, which is proposed to be introduced into the Yarra Planning Scheme. The current open space strategy was prepared in 2006 and is now significantly out of date because of the magnitude of development both residential and non-residential that has occurred in the intervening period. The strategy and its strategic underpinnings were not significantly challenged.

The proposed new strategy forecasts that between 2016 and 2031 there will be an additional 77,000 new residents and workers in Yarra, generating a need for a significant amount of new and upgraded open space. Much of the forecast growth will occur in areas that were traditionally developed for manufacturing industry much of which no longer exists. These areas are not well endowed with open space. To meet this identified need the *Yarra Open Space Strategy 2020* proposes 26 new open space projects and the upgrade or expansion of a number of existing open spaces.

The *Yarra Open Space Strategy 2020* proposes projects with a total cost \$564.9 million. The cost is very high because many of the new open space projects require Yarra City Council to acquire significant land, which in this and other inner municipalities has to be acquired at a very significant cost to Council.

Most submitters recognised that the current open space contribution rate of 4.5 per cent is inadequate but strongly opposed the magnitude of the increase proposed for the contribution rate.

At the Hearing, this opposition focussed mainly on two issues. The first of these was the addition by Council of 30 per cent to the Capital Improved Value of land to be acquired to cover the costs to Council of acquiring the required land. Secondly, the total costs of the open space projects was apportioned between existing users and the municipality's new residents and workers with approximately 67 per cent of the total costs being apportioned to the new users. This apportionment to new users was strongly opposed by a number of submitters.

Having considered submissions and evidence, the Panel broadly concludes:

- the *Yarra Open Space Strategy, 2020*, is strategically justified and is a sound and appropriate strategy
- there is a clearly established need for the existing open space contribution rate to be increased as a matter of some urgency
- the open space projects proposed to meet identified needs are with a minor exception, supported
- the proposal by Council to add 30 per cent (adjusted down to 20 per cent during the Hearing) to Capital Improved Value of land to be acquired for new open space is not supported by the Panel which regards 10 per cent as appropriate
- the amount of the total costs apportioned to new residents and workers has not been adequately justified and should be subject to peer review before the Amendment can be finalised
- the Hearing be adjourned pending the completion of this further work
- while this further work recommended by the Panel is being undertaken, Council should seek approval from the Minister for Planning for an interim increase in the open space contribution rate to 7.4 per cent. This would occur via the preparation of a new Planning Scheme Amendment.

For the reasons set out in Chapter 8, the Panel considers this to be an interim report pending the completion of the extra work recommended by the Panel. A final report will be prepared after that work has been undertaken.

Recommendations

Based on the reasons set out in this Report, the Panel recommends:

- 1 **Prepare and seek Ministerial approval under the Planning and Environment Act 1987, for a new Planning Scheme Amendment which:**
 - a) **includes an open space contribution rate of 7.4 per cent in the Schedule to Clause 53.01.**
 - b) **includes exemptions in the Schedule to Clause 53.01 as set out in the version of the Schedule at Appendix D.**
 - c) **amends the Schedule to Clause 72.08 to insert the following documents into the table at Clause 1.0:**
 - *Yarra Open Space Strategy 2020* Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd

- **Yarra Open Space Strategy 2020 Technical Report Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd (Technical Report).**
 - d) **deletes Action 7.5B-4 in Fairfield from the *Yarra Open Space Strategy 2020*, the *Yarra OpenSpace Strategy Technical Report 2020*, and from Preliminary Opinion of Probable Costs.**
 - e) **replaces the exhibited Clause 22.12 with the version at Appendix E.**
2. **Commission a peer review of the apportionment of total open space Action costs between existing and new resident and worker users of open space.**
 3. **Replace the 30 per cent allowance added to Capital Improved Value of land with 10 per cent, in calculating the cost of land to be acquired for future open space, in the calculation of the open space contribution rate.**

1 Introduction

1.1 The Amendment

(i) Amendment description

The purpose of the Amendment is to increase the public open space contribution rate in the Schedule to Clause 53.01 from 4.5 per cent to 10.1 per cent to collect funds to support the implementation of the *Yarra Open Space Strategy 2020* (YOSS).

Specifically, the Amendment proposes to:

- amend the Clause 53.01 Schedule to require subdivisions to provide a public open space contribution at a rate of 10.1 per cent of the total land area
- replace Clause 22.12 Public Open Space Contribution with a new Clause 22.12
- amend the Schedule to Clause 72.08 to insert the following documents into the table at Clause 1.0:
 - *Yarra Open Space Strategy 2020* Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd
 - *Yarra Open Space Strategy 2020 Technical Report* Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd (Technical Report).

(ii) The subject land

The Amendment applies to all residential, industrial and commercial land in the municipality.

1.2 Background

Open space planning in Yarra is currently undertaken under the guidance of the *Yarra Open Space Strategy 2006*. Since the time of adoption of that strategy, Council has continued to develop and at a faster pace than was forecast. Growth is forecast to continue over the period to 2031, the planning horizon for the new open space strategy, the YOSS.

The forecast development over the next 15 years is significant with a 40 per cent increase in the resident population and a 47 per cent increase in the worker population visiting and using open space, thereby increasing demand on existing space and facilities. The extent of forecast growth changes across different parts of the municipality. Less than 10 per cent growth is forecast in Princes Hill-Carlton North, compared to 106 per cent in Cremorne-Richmond South-Burnley and 214 per cent in Fairfield-Alphington.

Over 85 per cent of Yarra's population lives in medium and high density dwellings compared to 33 per cent in Greater Melbourne. This means that residents have less private open space available to them which increases their reliance on public open space. Typically, this adds to the amount of people using public open space and increases the diversity of reasons why they use it.

Many of the areas in Yarra that are forecast to change are the former industrial and manufacturing areas which historically did not have public open space. These areas are being redeveloped to become mixed use precincts with a combination of residential, commercial and business use. This is introducing increased building heights and a change to a predominantly office-based professional workforce. Surveys undertaken as part of the development of YOSS found that 60 per

cent of workers visit public open space during the day at least once a week. With increased numbers of people working and living in the former industrial precincts there is a need to provide new areas of public open space in these areas.

The chronology for the preparation of this Amendment is set out in Table 1.

Table 1 Chronology of events

Date	Event / Description
April 2003	Council commissioned Thompson Berrill Landscape Design Pty Ltd and Environment & Land Management Pty Ltd to prepare the 2006 Strategy
19 December 2006	Council adopted 2006 Strategy
12 June 2008	Amendment C87 was gazetted, implementing the recommendations of the 2006 Strategy
February – March 2018	Consultation undertaken to inform the YOSS
20 January – 15 March 2020	Consultation undertaken on the Draft 2019 YOSS
July 2020	YOSS finalised
1 September 2020	Council adopted the YOSS
15 September 2020	Council resolved to request the Minister for Planning for authorisation to prepare the Amendment
December 2020	Council submitted a request for authorisation to prepare the Amendment to the Minister
18 June 2021	Council received authorisation to prepare the Amendment from the Minister subject to conditions
20 July 2021	Council resolved to make changes to the Amendment to satisfy the conditions of authorisation and give notice of the Amendment
7 September 2021	Public exhibition of the Amendment commenced
5 October 2021	Public exhibition of the Amendment ended
19 October 2021	Council resolved to refer all submissions to a Planning Panel
26 October 2021	Planning Panel convened in respect of the Amendment
10 November 2021	Directions Hearing held in respect of the Amendment
6 December 2021	Public Hearing commenced

Source: Council Part A submission, Attachment A

1.3 Yarra Open Space Strategy 2030

(i) Methodology

The YOSS and the proposed open space contribution rate were developed broadly as follows:

- assessment of current open space provision
- assessment of open space needs of the current and future forecast resident and worker populations based on both community surveys and expert input on open space provision requirements

- analysis of the gap between current provision and forecast future requirements on a precinct-by-precinct basis
- assessment of the needs gap in terms of open space hierarchy needs
- development of proposed projects to meet the future needs
- estimating a Preliminary Opinion of Probable Costs (POPC) of the proposed projects
- estimate of the proportion of project costs attributable to the new population on a project-by-project basis
- calculation of the open space levy required to raise the revenue required to meet the new population's contribution to the costs of proposed projects.

(ii) Precincts and sub-precincts

The analysis and proposed future provision of open space were precinct-based. Ten precincts were identified based on existing suburb boundaries. Each precinct was divided into sub-precincts. Precinct and sub-precinct boundaries are set out in Figure 1.

Figure 1 Open space planning precincts and sub precincts



Source: Yarra Open Space Strategy: Public Open Space Contributions, 2020, Figure 2

(iii) Existing open space

Based on research undertaken in preparing the YOSS, Yarra currently has 107 open space reserves occupying a total of 263.4 hectares. This equates to 13.5 per cent of the total land area of the municipality. If open space area which is only accessible by members or on a fee-paying basis is included, the total current open space increases to 348.66 hectares or 17.8 per cent of land area.

Existing open space as identified in the work undertaken for the YOSS is set out in Figure 2.

Figure 2 Existing open space in Yarra



Source: Yarra Open Space Strategy 2020, Technical Report, Appendix A

(iv) Open Space hierarchy

The open space hierarchy adopted by Yarra is summarised in Table 2. The future need for open space was assessed based on the projected growth in both residents and workers.

Table 2 Yarra open space hierarchy

Size	Catchment	Purpose
Regional open space		
Unlimited	No specific distance for Melbourne wide population	Primarily caters for regional population including residents of Yarra
City-wide open space		
Generally 3 to 7 hectares	Located within 1 kilometre of 95 per cent of dwellings	Primarily caters for residents and workers of Yarra
Neighbourhood open space		
Minimum of 1 hectare	Located within 400 metres walking distance of dwellings and workplaces	For neighbourhood use within walking distance of home or workplace and provides a multiple range of facilities
Small neighbourhood open space		
0.5 to 0.99 hectares	Located within 300 metres walking distance of homes and workplaces	Large enough to provide for at least three activities. For example, multi-use half court, play area and picnic facility

Size	Catchment	Purpose
Local open space		
0.1 to 0.49 hectares	Located within 200 metres walking distance of homes and workplaces	Large enough to provide for two activities. For example, a play area and grassed area with seating
Small local open space		
0.1 to 0.3 hectares	Located within 150 metres walking distance of homes and workplaces	Generally able to provide for a single use

Source: Yarra Open Space Strategy 2020, Technical Report, Table 3-1

(v) Projected growth

For the period between 2016 and 2031, which is the period for the data used in preparing the YOSS, the population is forecast to increase by over 77,000 people, which represents a 41 per cent increase in the number of residents and a 47 per cent increase in the number of workers.

(vi) Gap analysis

Based on the existing provision and the estimated future need for open space, analysis was done to identify the gaps in current provision, as illustrated in Figure 3. The areas without any colour are areas where a gap in provision has been identified. Figure 3 shows significant gaps in Collingwood-Cremorne and parts of Richmond in particular.

Figure 3 Yarra open space gap analysis

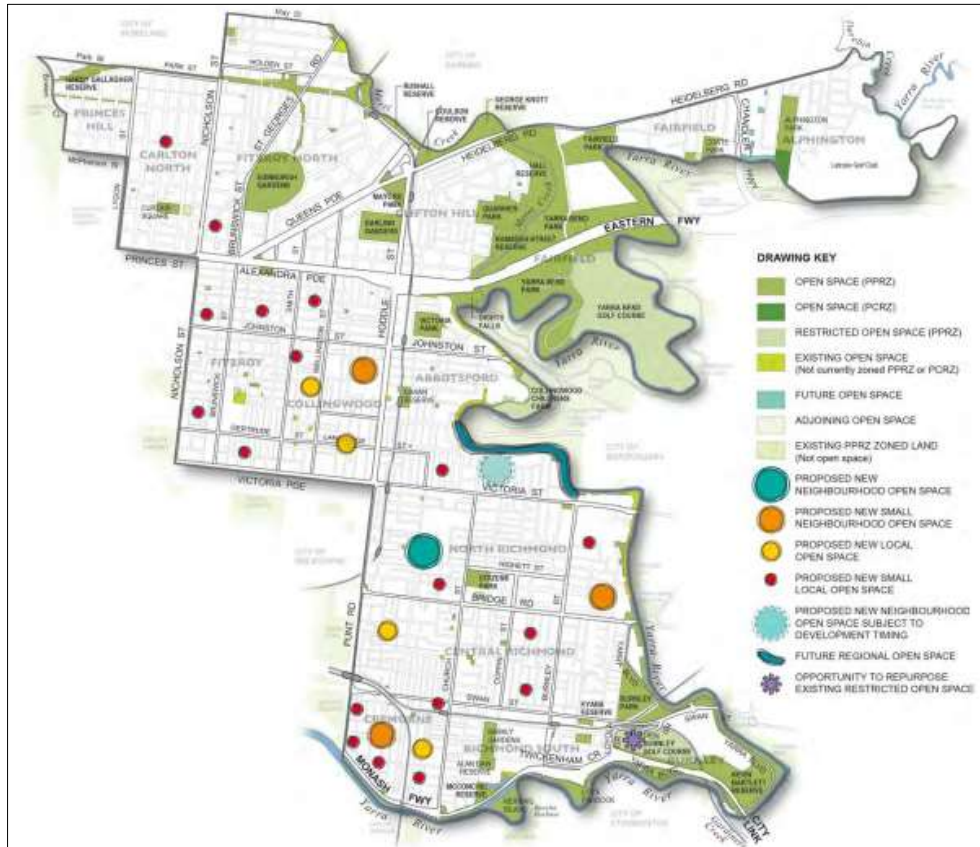


Source: Yarra Open Space Strategy 2020, Technical Report, Appendix A

(vii) Proposed new open space

A schematic plan of the proposed 26 open space projects identified in the YOSS, showing the various levels in the open space hierarchy and indicative locations is set out in Figure 4.

Figure 4 Indicative provision of new open space



Source: Yarra Open Space Strategy 2020, Public Open Space Contributions, Figure 1

(viii) Open space contribution rate

The open space contribution rate is calculated using the following formula:

$$\text{Contribution rate} = \frac{\text{Total allocation of open space project costs to the new population}}{\text{Total site value of the estimated land to accommodate the new population}} \text{ multiplied by } 100$$

Detailed consideration of the various factors which contribute to the numerator and denominator in this equation is set out in Chapter 4. The following section provides an overview of the basic data used in the rate calculation.

Numerator

The starting point is calculating the total cost of open space projects to be funded by the contribution. An allocation of the total cost as between the existing and forecast (or new) population is then made.

Preliminary Opinion of Probable Costs (POPC) is an approach used by open space planners to make a provisional estimate of the likely future cost of providing open space. The YOSS POPC only includes proposed projects that would be fully or partially funded by an open space contribution under Clause 53.01 of the Yarra Planning Scheme (Planning Scheme). These projects (called ‘Actions’ in the YOSS) include the provision and establishment or upgrade of neighborhood, small neighborhood, local and small local open space. The YOSS POPC also includes the costs of providing facilities for the local community in higher order open space including the Regional and City-wide open space. The (revised) POPC summary by precinct is set out in Table 3.

Table 3 Open space project cost allocation

Precinct	Total value of included projects	Allocation to existing population	Allocation to forecast population
Abbotsford	\$15,910,482	\$8,055,284	\$7,855,198
Carlton North – Princes Hill	\$10,461,318	\$9,938,252	\$523,066
Central Richmond	\$53,299,684	\$24,851,251	\$28,448,433
Clifton Hill	\$5,120,000	\$4,096,000	\$1,024,000
Collingwood	\$147,856,471	\$49,118,463	\$98,738,008
Cremorne, Richmond South and Burnley	\$157,614,101	\$40,369,225	\$117,244,876
Fairfield – Alphington	\$6,266,108	\$2,880,814	\$3,385,294
Fitzroy	\$78,681,285	\$29,640,209	\$49,041,076
Fitzroy North	\$17,926,385	\$6,802,405	\$11,123,980
North Richmond	\$76,252,211	\$11,100,373	\$65,151,838
Municipal total	\$569,388,045	\$186,852,276	\$382,535,769

Source: Yarra Open Space Strategy, Public Open Space Contributions, Appendix A.

Denominator

Based on Council valuation records, Council estimated that total value of land forecast to be developed to 2031 at \$3.789 billion.

Calculation

Council arrived at the proposed open space contribution by calculating the per centage of the total costs allocated to the new population, being \$379,973,479, as a per centage of \$3,789,238,260, resulting in a rate of 10.0 per cent. The exhibited rate of 10.1 per cent was calculated using an earlier version of the POPC which accounts for the difference. It is noted that if this calculation is applied on a precinct-by-precinct basis, contribution rates much higher than this would apply in some precincts. Further discussion of municipal-wide versus precinct-based contribution rates is in Chapter 5.2. It is also noted that the Council’s final proposed contribution rate was lower again, 9.35 per cent, based on adjustments to the value of land to be developed for open space as discussed further in Chapter 4.1.

(ix) Underpinning principles

This section sets out the principles underpinning the assessment undertaken by the Panel. Their application in particular aspects of the Panel’s consideration is included in following Chapters as relevant.

It was generally accepted that the principles set out in the Eddie Barron case¹, while applied in that instance to development contributions, are relevant here. However, in this context they can be interpreted differently. The interpretations applied by the Panel in this instance are as follows:

Need

In this case the relevant need is the need for new or upgraded open space infrastructure. This is broadly consistent with the interpretation that flows from Eddie Barron, as applied with respect to development contributions.

Nexus

The interpretation of nexus commonly applied with respect to development contributions is that the contributions made should be spent in the area in which they are raised. Council submitted that for funds raised under Clause 53.01 there is no requirement in the *Subdivision Act 1988* or in Clause 53.01 itself that contributions be spent in the exact area in which they are raised. In the context of open space, Council submitted that the requirement is that, rather than a *spatial* nexus there must be a *causal* nexus, that is a link between the subdivision and the need to provide more or upgraded open space. In his evidence, Mr Shipp (for the Planning and Property Partners (PPP) group of clients) gave a slightly different interpretation but he did not argue for the spatial nexus interpretation which underpins development contributions. The Panel accepts Council’s submissions in this respect.

Equity

In its Supplementary Part B submission, Council submitted that there are three equity considerations relevant in this instance:

- first, there is a need to do equity [sic] as between existing and new residents, to ensure that contributions are collected in an appropriate proportion from the new population only ...
- second, there is the need for equity between residential and worker populations, to reflect any differential needs for open space arising as between those two populations ...
- third, there is a need for equity between different parts of the municipality, which are differentially served by open space. Some parts of the municipality, by reasons of location or accident of history are far better served than other parts ...²

In his evidence, Mr Shipp agreed that the first two of these are relevant but did not address the third. The Panel accepts that each of the three interpretations of the equity principle are relevant, and they form the basis of a significant part of the Panel’s assessment in Chapters 3, 4 and 5.

Accountability

Council submitted that the strict accountability requirements that apply to development contributions and which are set out in Part 3AB of the *Planning and Environment Act (1987)* (PE Act) do not apply here. Rather, the *Subdivision Act 1988* merely requires that funds raised be

¹ *Eddie Barron Constructions v Shire of Pakenham* 6 AATR 10.

² Document 76, [8].

spent on the provision of open space within the municipality. Mr Shipp's interpretation did not differ materially from this. The Panel accepts this position.

1.4 Council's approach

To deliver the required open space needs of the municipality, Council's approach is to use Clause 53.01 of the Planning Scheme to generate contributions of land or a cash contribution equal to a percentage of site value at the time of subdivision. The Panel considers that it has used this provision appropriately.

In his expert evidence for the PPP group of clients, Mr Milner criticised this approach, stating:

The strategic work, with its focus on resident and worker populations and not on subdivision, draws attention to the fundamental weakness of being dependent upon subdivision and a categorisation of land use and subdivision between residential, industrial or commercial purposes as a basis of levying open space contributions.³

The Panel understands the concern raised by Mr Milner. It considers that the primary driver of the need for new open space infrastructure is population, both residents and workers. Subdivision is a useful but imperfect indicator of likely future populations; imperfect because not all larger developments will be subdivided. For example, many commercial developments are not subdivided and an increasing number of residential developments, such as build to rent and student accommodation, are not subdivided. This gives rise to a fundamental inequity between development which is subdivided and therefore contributes to the provision of open space, and development which is not subdivided and creates an increased need for open space but does not contribute under this mechanism.

The Melbourne metropolitan open space strategy, *Open Space for Everyone*, which was introduced into the Planning Scheme during the Hearing through Amendment VC199, has as one of its enabling actions an update to funding and financing models. The Panel considers that it would be appropriate to review the use of the basis of, and trigger for, Clause 53.01 open space contributions as part of any future review of open space funding mechanisms.

It is not the Panel's role to discuss this issue in detail or to suggest alternative models. However, the Panel has a responsibility to identify fundamental weaknesses where it sees them. It considers that given the nature of much commercial development, particularly in inner areas, the Clause 53.01 methodology used is no longer fit for purpose. This is not a criticism of Council. It has used an appropriate mechanism available to it.

Mr Balding submitted that he supported YOSS but did not support the proposed levy. He submitted that on-street car parking spaces used by residents were significantly under-priced and he suggested an annual fee of approximately \$2,000, the revenue for which could be used to provide open space. The Panel offers no comment on this approach.

Consulting Surveyors Victoria (CSV), a body that represents Victorian firms of surveyors, submitted that the lack of discretion in the application of Clause 53.01 can lead to inequity in some cases (Document 51). CSV's concerns focussed on the blanket application of Clause 53.01 to subdivisions necessary for land tenure matters such as realignment of boundaries or a reduction in the number of lots, rather than 'development' as such, and which do not result in an increase in the need for open space.

³ Document 29, [63].

In oral submissions, after acknowledging the existing exemption in Clause 53.01-1 for two-lot subdivisions where the relevant council considers it unlikely that each lot will be further subdivided, Mr Shone for CSV explained that, in practice, CSV members were reporting that councils are deeming two-lot subdivision as being able to be re-subdivided more and more often. Mr Shone explained that as a result, landowners were turning to 'sub-optimal' alternatives such as 99-year leases to avoid having to pay open space contributions for basic boundary realignments which do not create any additional need for open space.

The Panel acknowledges the concerns of CSV and its members and notes that they are not specific to the Yarra provisions. The Panel considers that there may be a case for exemption of purely administrative subdivisions but is concerned how this would be defined and the administrative burden on councils in applying any appropriately worded exemption. For example, how would a council officer determine that a subdivision was purely administrative and would not result in an increase in open space needs. Further, it seems to the Panel that the current issues being experienced result from the *application* of the current exemption, rather than the provision itself.

The Panel considers that it is outside the scope of its role to comment further on the suitability of the existing exemptions to Clause 53.01 but wishes to place CSV's concerns on the record. It is an issue that could be taken up in any future review.

1.5 Procedural issues

Translation of local policy

Initially, Council had not proposed changes to Clause 22.12 as part of the draft Amendment documents. This was because Council had proposed to translate the current Clause 22.12 into Clause 19.02-6L (Public Open Space Contribution) as part of Council's translation of local policy into the Municipal Planning Statement and Planning Policy Framework via Amendment C269yara. To avoid confusion, Council considered that Clause 22.12 should not form part of the Amendment at that stage. Amendment C269yara is proceeding in parallel with this Amendment.

As a condition of authorisation of this Amendment, the delegate of the Minister required an updated Clause 22.12 Open Space Policy to be exhibited. A revised Clause 22.12 was prepared and exhibited. The subsequent translation of Clause 22.12 will depend on the timing of the approval of Amendment C269yara and of this Amendment.

Exhibition period

In its Part A submission, Council advised the Amendment had been exhibited for slightly less than the statutory minimum exhibition period of one month. Notice of the Amendment was sent by post and email on 6 September 2021 and published in the Government Gazette on 9 September 2021. The exhibition period closed on 5 October 2021. Council acknowledged this shortcoming at the Hearing and no submitter raised an issue in response. The Panel determined that there was no evidence that any submitter or potential submitter was detrimentally impacted by the defect and, as provided for under section 166(1) of the PE Act, it would continue to hear and report on the Amendment.

Request for further information

At the Hearing, Mr Gobbo made a submission for a group of clients represented by Planning and Property Partners Pty Ltd⁴ on the appropriateness of the approach used by Council to apportion open space project costs between existing and new populations. As a result, the Panel issued a Direction dated 20 December 2021 (Document 102) seeking further information from Council on the approach used. This followed a pre-Hearing Direction seeking information on the same issue. The Panel made the Direction on the basis that under section 161 (1)(d) of the PE Act it may inform itself in any way it sees fit. Mr Gobbo objected strongly to this proposed request by the Panel on the grounds that he had completed his cross examination of Council's witness, Ms Joanna Thompson, on this matter and that at the time he had almost completed his submission. In subsequent correspondence, Rigby Cooke on behalf of Porta Investments Pty Ltd (Porta), submitted that:

... any such explanation must be limited to an explanation of what was considered in the apportionment that was actually made for the Amendment as exhibited not an ex post facto explanation of the details so provided.⁵

The Panel did not accept the submission by Mr Gobbo. To ensure that all parties were afforded natural justice, the Panel allowed submitters further opportunity to submit on the information provided by Council, both orally at the Hearing on 9 February 2022 and in writing.

The information requested by the Panel was provided (Documents 116 to 121) and was presented to the Panel on 9 February 2022. Further written submissions in response to the further information provided by Council were accepted until 12 noon on 16 February 2022 and the Panel reconvened on 23 February 2022 to allow Council to respond to these. Written submissions on the further information provided to the Panel were received from Piedimonte Properties Pty Ltd (Piedimonte), Porta, and the PPP group of clients (Documents 131 to 133).

With respect to the claimed unfairness of this process in response to the further information provided by Council, Ms Pepler for the PPP group of clients submitted:

The material has also been allowed following Council being able to hear the full case against it. It provides Council with an opportunity to create new substantive technical material to respond to the case put against it, but without the opportunity for proper challenge or response. This process does not allow for procedural fairness.⁶

Norton Rose Fulbright on behalf Piedimonte also submitted that the process was unfair.

The Panel responds that it has afforded parties an opportunity to respond to the further information it requested. The Panel notes that Table 1 in Document 121 is new information prepared specifically for the response to the Panel's request, a matter which was raised on the submissions on the new information and acknowledged by Ms Thompson. It is weighted accordingly by the Panel. This is discussed further in Chapter 4.3 which addresses apportionment between existing and new populations.

⁴ At the Hearing, Mr Gobbo QC and Ms Pepler represented a group of 13 clients of Planning and Property Partners Pty Ltd. Refer to Appendix B of this Report for a full list of submitters.

⁵ Document 104.

⁶ Document 133, [3].

1.6 Summary of issues raised in submissions

The key issues raised were:

- the magnitude of the proposed increase in the open space contribution rate
- the strategic justification for the increased contribution rate
- lack of transitional provisions
- inconsistency of proposed rate as compared to that imposed in other municipalities
- the appropriateness of a single rate for the whole municipality
- apportionment of costs between existing and new users of open space
- the total costs of open space, both land and capital components
- impact on housing affordability
- justification for imposing the contribution on non-residential uses
- lack of bespoke arrangements for strategic redevelopment sites
- the adequacy of open space in Yarra currently
- impact of the contribution rate on the economic viability of projects
- need for greater flexibility in the way in which an increased contribution is implemented
- the consideration of the principles of need, nexus, accountability and equity
- the currency of the data on which the YOSS is based
- the timing of the Amendment in relation to the economic impact of COVID19.

1.7 The Panel's approach

The Panel has assessed the Amendment against State and local policy. Further, it has assessed the YOSS and its proposed implementation. It has not undertaken a formal 'net community benefit' analysis. This is because the need for more and enhanced open space in Yarra is clear and was not disputed. The Panel considers that the implementation of the Amendment will generate significant benefits for existing and new populations in Yarra.

The Panel considered all written submissions made in response to the exhibition of the Amendment, and submissions, evidence and other material presented to it during the Hearing. It has reviewed a large volume of material and has had to be selective in referring to the more relevant or determinative material in this Report. All submissions and materials have been considered by the Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

This Report deals with the issues under the following headings:

- Planning context
- Yarra Open Space Strategy (YOSS)
- Open space contribution rate
- Issues arising in calculating and applying the open space contribution
- Impacts of the proposed open space contribution rate
- Statutory planning issues
- Interim open space contribution rate.

2 Planning context

2.1 Planning policy framework

Council submitted that the Amendment is supported by various clauses in the Planning Policy Framework. These are summarised below.

Victorian planning objectives

The Amendment will assist in implementing State policy objectives set out in section 4 of the PE Act by facilitating the fair, orderly economic and sustainable use and development of land. Council submitted that this objective is addressed by providing:

- an equitable method to collect contributions for public open space based on the need created by subdivision of new development
- certainty and consistency as to the required public open space contribution for subdivision of land in Yarra.

Further, Council submitted that the Amendment addresses the following objectives in section 4 of the PE Act:

- to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria
- to protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community
- to balance the present and future interests of all Victorians.

Clause 11 - Settlement

The Amendment supports Clause 11 by:

- building on strengths and capabilities of each region across Victoria to respond sustainably to population growth and changing environments
- developing settlements that will support resilient communities and their ability to adapt and change
- balancing strategic objectives to achieve improved land use and development outcomes at a regional, catchment and local level.

Clause 12 - Environmental and landscape values

The Amendment supports Clause 12 by ensuring that natural features are protected and enhanced.

Clause 15 - Built Environment

The Amendment supports Clause 15 by promoting a diversity of public open space to support future subdivision development that foster a healthy lifestyle and achieve community benefit from well-designed neighbourhoods.

Clause 19 - Community Infrastructure

The Amendment supports Clause 19 by seeking to protect and expand the public open space network to address the current and future gaps of provision.

Clause 21.02 – Municipal Strategic Statement

With respect to open space this Clause recognises:

There is an inherent discrepancy in open space distribution across the municipality due to historical settlement patterns and types of land use. The majority of Yarra's open space is located in the north-eastern area of the municipality with just over 70% located in North Fitzroy, Clifton Hill, Alphington and Fairfield, where 25% of the population lives. By contrast, Collingwood has just 0.12 hectares of open space with 7.4% of the population in residence there. 13% of Yarra's population lives in Fitzroy where there is a total of 2.2 hectares of open space. Other areas with almost no open space include Cremorne and North Richmond. There are important open space resources adjacent to Yarra's boundary, one of which is Princes Park.⁷

Clause 22.12 - Public Open Space Contributions)

The Amendment supports the following objectives of Clause 22.12 which are common to both the existing and amended Clause 22.12:

- to fund a fair proportion of the open space projects contained in the YOSS that will meet the needs of the forecast residential commercial and business population
- to contribute to improvements to existing public open space and provide new public open space on behalf of the forecast population
- to expand the public open space network to accommodate the growth in population predominantly in medium to high density urban development located across the municipality.

The Amendment meets these objectives by:

- addressing current and future gaps in the provision of public open space to support the needs of new residents
- ensuring that adequate public open space is provided for development, including sites that seek higher residential densities
- improving the diversity, functionality and inclusiveness of public open space facilities and landscape settings to meet the needs of the community.

2.2 Other relevant planning strategies and policies

State and regional plans and strategies

(i) Plan Melbourne

Plan Melbourne 2017-2050 (Plan Melbourne) sets out strategic directions to guide Melbourne's development to 2050, to ensure it becomes more sustainable, productive and liveable as its population approaches 8 million. It is accompanied by a separate implementation plan that is regularly updated and refreshed every five years.

Plan Melbourne is structured around seven Outcomes, which set out the aims of the plan. The Outcomes are supported by Directions and Policies, which outline how the Outcomes will be achieved. Outcomes that are particularly relevant to the Amendment are set out in Table 4.

⁷ Document 22, [122].

Table 4 Relevant parts of Plan Melbourne

Outcome	Directions	Policies
5. A city of inclusive, vibrant and healthy neighbourhoods	5.1 Create a city of 20 minute neighbourhoods	5.4.1 Network of accessible high quality local open spaces
	5.3 Deliver social infrastructure to support strong communities	
	5.4 Local parks and green neighbourhoods	
6. Sustainable and resilient city	6.4 Cooler and greener Melbourne	6.4.1 Support a cooler and greener Melbourne by greening urban areas, buildings, transport corridors and open spaces to create an urban forest.
		6.4.2 Strengthen the integrated metropolitan open space network

(ii) Protecting Victoria’s Biodiversity 2037

The strategy recognises that the natural environment is fundamental to the health and wellbeing of every Victorian.

(iii) Lower Yarra River Corridor Study, 2016

This Department of Environment, Land, Water and Planning (DELWP) commissioned study was aimed to ensure that development does not further encroach on the river and impact its value for recreational purposes.

(iv) Yarra River Action Plan 2017

A Victorian Government prepared plan which supports the importance of the Yarra River corridor as an open space corridor that adjoins the City of Yarra.

(v) Yarra River Protection (Willip-gin Birrarung Murrn) Act 2017

This Act enshrines the protection of the Yarra River. The Act includes a number of guiding principles which affect how the Council protects and manages the river and associated parklands.

(vi) Draft Yarra Strategic Plan

This integrated corridor plan was developed collaboratively by the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation and all 15 state and local agencies involved in managing the river.

(vii) Active Victoria – A strategic framework for sport and recreation in Victoria 2017-2021

This framework highlights the benefits of sport and active recreation in developing a healthier community, economic growth and jobs, community cohesion and liveability.

(viii) Inner Melbourne Action Plan – regional sport and recreation strategy

Prepared for inner metropolitan councils, this plan recognises that historic approaches will not be enough to meet current and future sport and recreation needs due to the high cost of land.

(ix) Open Space for Everyone

Open Space for Everyone: Open Space Strategy for Metropolitan Melbourne, 2021 (Open Space for Everyone) is a broad strategic policy prepared by the State government with a vision of Melbourne being a city in nature with a flourishing and valued network of public open space that is shared and accessible to everyone. Based around the following four goals, it sets out actions to deliver on its vision for future open space in metropolitan Melbourne:

- improved community health and well being
- healthier biodiversity
- enhanced climate change resilience
- maximised economic and social benefits.

During the Hearing, this adopted State strategy was introduced into the Planning Scheme at Clause 19.02-6R through Amendment VC199, therefore giving it greater weight.

Relevant Council Plans and Strategies

(x) Council Plan 2017 – 2021

The community consultation undertaken in the preparation of this plan identified open space as the second most important characteristic that residents like about Yarra and the third most important issue for Council to address. The Plan is based around seven objectives which open space has a role in contributing towards.

(xi) Yarra Housing Strategy 2018

This strategy addresses housing trends in Yarra and the challenges arising from the continuing trend of higher density housing projects. This has provided input into the open space strategy.

(xii) Yarra Spatial Economic and Employment Strategy 2018

This strategy provides a detailed assessment of land use and floorspace demand in six retail (mixed use) and seven commercial/ industrial precincts in Yarra. The YOSS uses the non-residential forecasts prepared as part of this strategy as input.

(xiii) Urban Forest Strategy 2017

This strategy provides a clear direction for the future care and management of trees in Yarra. It includes evidence of the cooling effect of the tree canopy cover in Yarra.

(xiv) City of Yarra Biodiversity Health Survey, Discussion Paper 2018

This study establishes a baseline for biodiversity values associated with open space. A total of 30 open spaces were assessed along with 10 pocket parks and 12 streetscapes.

(xv) Yana Ngargna Plan 2020-2023

The Plan clearly sets out the role of the Yana Ngargna working group who guide action and coordinate projects that build cultural awareness and confidence across Council. The plan has four

priority commitments which include protecting important places and improved health and wellbeing outcomes.

2.3 Planning scheme provisions

The Amendment applies to all land zoned for residential, industrial and commercial purposes in the City of Yarra.

2.4 Ministerial Directions and Practice Notes

Ministerial Directions

The Amendment is consistent with Ministerial Direction 9, Metropolitan Strategy as it:

- provides a greater understanding of public open space needs for the Yarra
- increases the availability, usability and access to public open space
- provides opportunities for social interaction
- greens the urban environment.

The exhibited Explanatory Report discusses how the Amendment meets the relevant requirements of Ministerial Direction 11 (Strategic Assessment of Amendments).

Planning Practice Notes

The following Planning Practice Notes (PPN) are relevant:

PPN13 – Incorporated and Background Documents

PPN13 provides guidance on when a document should be an incorporated or background document and describes the role of each. The Amendment has been prepared having regard to PPN13 and as such it is proposed to include the YOSS as a reference document, replacing the 2006 Strategy.

PPN70 – Open Space Strategies

PPN70 provides guidance on the preparation of an open space strategy, including open space classifications and undertaking analysis in relation to existing supply, future demand and gaps in the existing open space network. Council submitted that there is a high level of correlation between the methodology adopted in the YOSS and PPN70. PPN70 sets out a list of principles that an open space strategy should include. Council included an assessment of YOSS against these principles at Attachment D to its Part A submission (Document 22).

PPN70 does not provide guidance on the methodology for calculating an open space contribution rate, nor on apportioning costs of open space projects between residents and workers or between existing and new populations.

2.5 Discussion and conclusion

Some submitters contended that the Amendment lacked strategic justification. However, these submissions generally focussed on aspects of the Council's approach rather than the overall support in State and local policy for the provision of appropriate high quality open space, a matter which was either essentially supported or at least not challenged to the extent that is of concern to the Panel.

For the reasons set out in the following Chapters, the Panel concludes that the Amendment is supported by, and implements, the relevant sections of the Planning Policy Framework, and is consistent with the relevant Ministerial Directions and Practice Notes. The Amendment is well founded and strategically justified, and the Amendment should proceed subject to addressing the more specific issues raised in submissions as discussed in the following Chapters. However as set out in Chapter 8, finalisation of the Amendment should not occur until further work is undertaken by Council.

3 Yarra Open Space Strategy

This Chapter outlines the key elements in determining the need for and distribution of future open space in Yarra.

In Chapter 2, it was concluded that the Amendment is broadly strategically supported by State and local policy. Further there was little suggestion that the YOSS was not strategically supported by policy. In its part B submission, Council assessed the YOSS against the strategic principles in PPN70. Under cross examination by Ms Brennan, Mr Milner conceded that the YOSS was generally sound, well researched and laudable and broadly complies with PPN70. The Panel concludes that the YOSS is well supported in policy.

3.1 Projections of the new resident and worker population

(i) The issues

The issues are:

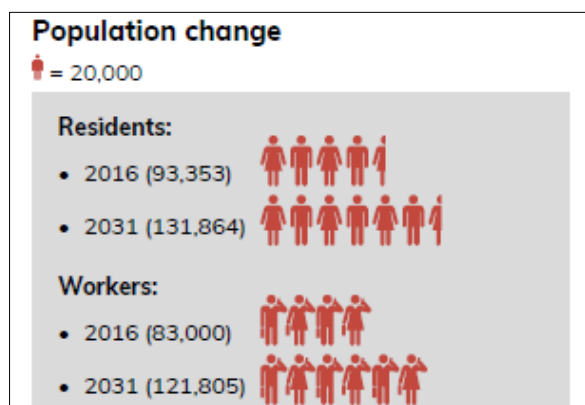
- whether the projections of new resident population are appropriate
- whether the projections of new worker population are appropriate.

(ii) Background

The resident population forecasts used in preparing the YOSS are based on data from .id Consulting dated 16 October 2018 which indicates that Yarra’s resident population is expected to increase by about 40 per cent between 2016 and 2031. The worker population forecasts are based on the *Yarra Spatial Economic and Employment Strategy 2018* (SEES) prepared by SGS Economics and Planning which forecasts an increase in Yarra’s worker population by about 47 per cent between 2016 and 2031.

These resident and worker populations are referred to collectively in this report as the “new population”. These population changes are illustrated in Figure 5.

Figure 5 Components of population change



Source: Council Part A submission (Document 22) [44]

(iii) Evidence and submissions

Both forecasts were prepared prior to the impact of COVID19. Dr Eagleson prepared a memorandum canvassing the potential impacts of COVID19. On her assessment, the population growth for Yarra will still be met, albeit most likely three or four years later than forecast due to COVID19 impacts. This issue is discussed further in Chapter 3.4.

Some submissions questioned the accuracy of the data used and contended that the data was out of date referencing, in particular, the YOSS being based on data from the Council's Housing Strategy and the SEES both of which were produced using 2016 census figures.

The forecast changes in resident and worker populations were prepared at the municipality level and broken down at the precinct level used in the YOSS. The details of the forecast changes and implications on open space planning are explained in detail in Chapter 4 of the Technical Report (Document 15). The Housing Industry Association (HIA) questioned the accuracy of Council's significant resident population growth projection of 41 per cent over the period 2016 to 2031 in the context of its own economic modelling and the Victoria in Future forecasts, a falling dwelling completion rate based on its analysis, the COVID19 pandemic and the projections of transport modelling to 2036 on Melbourne's population growth. HIA submitted that its economic modelling forecasts that Yarra's resident population will grow by 33.9 per cent (31,802 people) over the period 2016 to 2031 and that the Victoria in Future forecast at 35.5 per cent (32,962 people) growth is closer to the HIA forecast.

Council rejected HIA's submissions that the new population forecasts used in the YOSS were not accurate. In oral submissions, Ms Brennan asserted that no better information than the forecasts prepared by .id Consulting are available and are as accurate as can be, given the impacts of COVID19.

Ms Kay noted in her evidence for Council that the population data cover the period 2016 to 2031, both of which are census years. She stated that census years are preferred because it is easier to go back to a census year to determine the accuracy of the original forecasts and thus the appropriateness of the open space program being implemented. Ms Kay expressed a high level of confidence in using data developed for the same time period, being 2016 to 2031, and viewed as significant the fact that the resident and worker population forecasts were prepared at the same time and using the same urban planning framework. She stated that:

I would have less confidence in the public open space contribution rate if data from different time periods were to now be substituted in the calculation, for example, the use of data prepared in both 2018 and 2021, or for different population forecast periods. I would view this as potentially being an "apples and oranges" situation. I note that the rate calculation directly results from the residential and worker forecasts, and from the 2020 Strategy needs assessment.⁸

Ms Thompson commented in oral evidence that the new population forecasts are linked to census years.

(iv) Discussion

Aside from the HIA which cited lower population forecasts, no other parties questioned the new population projections used by Yarra in preparing the YOSS. The HIA did not provide details of its economic modelling.

⁸ Document 24, [66].

The Panel notes that the .id Consulting resident population forecasts and the SEES employment forecasts are over the same timeframe as the YOSS, and are tied to census years which, as noted by Ms Kay, is an important factor in allowing ease of reference back to a census year to confirm the accuracy of the forecasts.

The Panel has no concern as to the accuracy and currency of the data used in the forecasting work which was done in 2018 based on 2016 census data, the most current and comprehensive data available at the time. The Technical Report sets out in some detail the analysis done to determine the new population forecasts and the Panel is satisfied that this analysis is robust and is the best available forecasting for the City of Yarra at the municipality level.

The impacts of COVID19 will most likely affect the timelines as to when the projected population levels will be met but in the Panel's view, this does not fundamentally call into question the quantum of the new population growth projections.

(v) Conclusion

The Panel concludes the projections of new resident and future worker populations are appropriate.

3.2 Quantum and distribution of proposed open space

(i) The issues

The issues are:

- whether the quantum of proposed open space is appropriate to the needs of the existing and new populations
- whether the open space proposed is appropriate given the open space hierarchy
- whether the treatment of barriers to accessing open space is appropriate
- whether the accessibility of existing open space in adjoining municipalities is appropriately allowed for
- whether the distribution of proposed open space is appropriate to the needs of existing and new populations.

(ii) Evidence and submissions

Ms Thompson gave expert evidence for Council on open space planning as the principal author of the YOSS and the Technical Report. Her evidence was that open space is important for a range of reasons including physical health, fitness and wellbeing, mental health and wellbeing, social connectedness, urban heat island effect (UHIE) mitigation, biodiversity, cultural heritage and character, and events and arts. On many occasions during her evidence and cross examination, Ms Thompson referred to the provision of open space that is easily accessible to all within the municipality as being one of the key underlying objectives of the YOSS.

She described the magnitude of forecast change of an extra 77,000 new population forecast in Yarra from 2016 to 2031 as 'substantial'.⁹

She stated that the overall directions that guide the detailed precinct analysis and actions that implement the YOSS over the next 15 years are to:

⁹ Document 25, [3.1.6].

- improve the quality of existing open spaces including the type of facilities and the overall character and condition
- provide open space within easy walking distance of where everyone lives and works to address the gaps in the existing network with priority given to locations where higher levels of growth is forecast to occur
- assist to mitigate urban heat island effect with a well distributed open space network through high density precincts that contain natural features which absorb moisture
- improve community health and wellbeing with a linked and accessible open space network that people can easily walk to
- increase urban greening.¹⁰

Ms Thompson explained that the methodology for the open space needs assessment that informed the YOSS included:

- visiting all existing open space reserves in the City of Yarra and documented their quality
- reviewing background documentation
- working with her in-house team to map and quantify the existing open space (Section 3 of the Technical Report)
- allocating the open space hierarchy and the walking catchment applicable to each existing open space to produce the Open Space Gap Analysis map (Figure 3F in the Technical Report)
- using the dwelling and population forecast data sourced and assembled by Ms Kay, assessed (with Ms Kay) the influence of the forecast change on open space needs, including population growth, increased urban densities, climate emergency and increased levels of use on the open space planning (Section 4 of the Technical Report)
- developing the open space hierarchy and criteria for open space based on her research (including a community engagement process) and applied this to the precincts as part of a precinct-based open space needs assessment
- preparing individual prioritised 'Actions' (or projects) for each precinct to address the open space needs identified
- preparing the YOSS POPC (which is described in Chapter 1.3).¹¹

To assess the needs of the existing population,¹² Ms Thompson relied on a range of factors including the outcomes of a community engagement process undertaken by Council (using questions and a survey prepared by Ms Thompson's firm). Ms Thompson stated the survey results were used in a more qualitative than statistical way and she took note of existing levels of use and satisfaction with the open space as expressed in the surveys.

To assess the needs of the new residential population, Ms Thompson relied on the projected population and its distribution within Yarra, as provided by .id Consulting, together with the projected spatial distribution of the residential population in the *Yarra Housing Strategy 2018* (Figure 4A in the Technical Report). For the new employment population, she relied on Tables 4, 5 and 6 of the SEES, in particular the spatial distribution of Employment and Retail Precincts (Figure 4B in the Technical Report).

¹⁰ Document 25, [3.1.7].

¹¹ Document 25, [2.1].

¹² Although the YOSS includes projects addressing the needs of both existing and forecast populations, Ms Thompson's evidence clarified that where the forecast population is not creating the need for a project, the project would not be eligible for a contribution. Document 25, [3.1.2].

Ms Thompson considered a range of factors in assessing the needs of the new population including:

- future population densities
- spatial distribution of existing open space
- the hierarchy, character and condition of the existing open space
- the proposed urban form. In locations where higher densities and concentrations of the new resident and worker population are proposed as shown in the Yarra Housing Strategy and the SEES. It is assumed there will be a greater demand placed on open space in the immediate vicinity of the new population. The increased number of residents and workers using existing open space creates additional demand for facilities such as seating areas, fitness equipment, picnic facilities, paths and playgrounds etc.
- urban layout including presence of any physical barriers to safe pedestrian access to open space.¹³

These factors were also used in the apportionment of costs between existing and new populations and are addressed further in Chapter 4.3.

Ms Thompson reviewed and assessed the above information and analysis and assessed the additional works that would be required for the new population beyond catering for the existing population for each precinct. These became the developed 'Actions' (or projects) which were then costed in the YOSS POPC.

Ms Kay gave expert planning evidence for Council on the strategic underpinnings of the YOSS and related documentation. She referred to the following aspects of Plan Melbourne as being particularly relevant:

- The 20-minute neighbourhood: Ms Kay noted that a *"key feature of the YOSS is to provide access to safely walkable public open space"*¹⁴
- Delivering local parks and green neighbourhoods: After referring to the need to ensure that open space across the municipality is of sufficient size and quality to support an appropriate mix of activities, to improve the environment and habitat, and to provide urban cooling, Ms Kay stated that *"This principle is further enhanced with Policy 5.4.1 to develop a network of accessible, high-quality, local open spaces that includes access for all members of the community"*.¹⁵

Ms Kay stated that *Open Space for Everyone* shifts focus from its predecessor strategy *"from regional parks to work toward more equitable access to open space across metropolitan Melbourne"* and that the themes of *Open Space for Everyone* had already been incorporated in the YOSS including *"strategy recommendations to deliver safe and walkable accessibility to open space; promote community health and well-being; maintain and enhance a healthy biodiversity; and address climate change resilience and sustainability"*.¹⁶

Council submitted that the YOSS meets the requirements of PPN70 and that despite challenges to specific aspects of the YOSS, the vast majority of the work undertaken for the YOSS had not been challenged.

¹³ Document 25, [3.3.3]. The Contributions Report states at p. 3: *"Major roads and other physical features can form 5 to safe and easy walking access to public open space, which is a key consideration in the open space needs analysis."*

¹⁴ Document 24, [27].

¹⁵ Document 24, [30].

¹⁶ Document 24, [34] & [35].

Mr Milner gave evidence that the Amendment “*should be recognised as generally sound strategic open space planning*”¹⁷ for a range of reasons. These included that it systematically documents Yarra’s existing current open space provision and identifies existing gaps, analyses expected open space demand having regard to population projections and socio-economic analyses and systematically identifies anticipated open space needs on a sub-precinct basis. However, he criticised the weight given to open space in adjoining municipalities (discussed further below) and the needs assessment’s failure to account for a wider range of open spaces such as streetscapes, school grounds and privately owned business open space. Under cross examination, Mr Milner stated that providing open space within safe and easy walking distance has strong strategic support.

Mr Black in evidence for Piedimonte, stated that the YOSS has been prepared generally in accordance with PPN70 and “*is in a form that is generally consistent with other public open space strategies that have been prepared for municipalities in the inner and middle ring municipalities of Melbourne*”.¹⁸ Under cross examination, Mr Black said that the planning underlying the YOSS was broken but then retracted that statement and said that the gap analysis was flawed.

Overall, the PPP group of clients submitted that Council’s needs assessment and the substantiation of the projects (the Actions in the POPC) was not satisfactorily undertaken. After acknowledging that Ms Thompson’s needs assessment had been informed by a variety of relevant factors, Mr Gobbo for the PPP group of clients submitted that the YOSS lacks an objective justification for *how* the open space projects said to be needed have been determined including:

- whether any given open space project is needed in a particular location or form
- which population is producing the need
- what type of open space within the open space hierarchy is justified.

Mr Shipp criticised Ms Thompson’s open space needs assessment:

While there is no doubt that the additional population and employment projected for the municipality will generate additional demand for open space, in my view it is difficult to determine from the exhibited material exactly how the quantum of projected growth has been translated into an estimate of open space need, and subsequently whether the recommended actions are needed by the existing or future populations, and in what proportions.¹⁹

Mr Shipp stated that the Actions specified for each precinct are “*as much designed to address existing gaps in provision [of open space] as they are to provide new open space for projected growth*” (noting that Mr Shipp also took issue with the apportionment of costs as between existing and forecast populations, which is discussed in Chapter 4.3).²⁰

Reliance on open space in adjoining municipalities

Mr Milner stated that it is unclear what weight had been given to Yarra’s access to open space on nearby land in adjoining municipalities in the open space needs assessment and the accounting for open space in adjoining municipalities had not been clearly or consistently applied. He provided examples where adjoining open space was considered in the precinct needs assessments and others where it was not.

¹⁷ Document 29, [9].

¹⁸ Document 31, [12] to [13].

¹⁹ Document 28, [85].

²⁰ Document 28, [145b].

Mr Milner concluded:

... greater weight should be given to the City's extraordinarily good access to a choice of substantial parks and river corridors of metropolitan significance located proximate in the adjoining municipalities. These open space assets, at the fringe of the municipality, enable integrated access through expansive parklands and extended trails without equal in many outer and middle-distance suburbs.

C286 accordingly lacks the balance and justification to levy what would be one of the highest open space contribution rates in the State to deliver public opens space potentially well exceeding the City's reasonable open space requirements.²¹

Mr Gobbo questioned whether the need for Action 7.8A-2, a \$37,000,000 new Local Open Space in Fitzroy B, to the immediate east of the Carlton Gardens, had been adequately justified or whether a Small Local Open Space in the realm of \$7,000,000 would be sufficient. He submitted that Ms Thompson had given no recognition to the proximity of the Carlton Gardens, which he submitted is readily accessible across Nicholson Street.

Along similar lines, Piedimonte submitted that the YOSS overstates the need for open space, with one reason for this being the failure to consider existing public open space which is close to the municipal boundary. Mr Black stated that this failure "*sets unrealistic pressures on the open space needs within the municipality, and results in an inaccurate gap analysis*".²² He gave as an example the suburbs of Central Richmond and Cremorne which have large areas of open space adjacent to Yarra on the western side of Punt Road, yet the YOSS showed these areas as having large gaps in the provision of existing open space.

In its closing submission, Council rejected suggestions that the YOSS had not appropriately considered access to and use of open spaces outside the municipality and pointed to examples of where the Technical Report referred to adjoining and nearby open spaces such as Yarra Park, Princes Park, Northcote Park, Gosch's Paddock, Como Park, Hardy Gallagher Reserve, Fitzroy Gardens, Carlton Gardens and the Royal Botanic Gardens. Council also pointed to Figure 5A of the Technical Report, the 'Schematic plan illustrating the type and location of proposed new open space', which it submitted clearly showed adjoining open space and had been misinterpreted by Mr Black and the PPP group submission.

Crossing roads

Piedimonte submitted that the open space needs of Fitzroy North in particular but also more generally across Yarra are overstated because roads do not constrain access to open space as much as has been assumed in the YOSS, giving as an example the need for the new Fitzroy North small local park on the basis that crossing Brunswick Street would be a barrier. Mr Black gave evidence that roads do not constrain access to open space as much as indicated in the YOSS, although he did acknowledge that for some people crossing a main road can be a physical barrier to accessing open space.

Specific Actions

Action 7.5A-6 in Collingwood

The PPP group of clients questioned why a Small Neighbourhood Open Space rather than a Local Open Space was needed for Action 7.5A-6 in Collingwood C, submitting that the relevant

²¹ Document 29, [121] to [122].

²² Document 31, [172].

explanation in the POPC suggests that the population that justifies the larger open space is expected to come after 2031 and therefore outside the YOSS.

Under cross examination by Mr Gobbo on whether the Small Neighbourhood Open Space was justified by the population growth to 2031, Ms Thompson gave evidence that the strategy was to deliver a smaller area during the timeframe of the YOSS rather than waiting for the whole area to be delivered at a later date. She referred to the relevant population forecasts and confirmed that she had not applied a different methodology to this needs assessment. Council submitted that Ms Thompson had responded to cross examination on this point that the open space could be provided in a staged way. However, it submitted that if the Panel is not satisfied that a Small Neighbourhood Open Space is justified for the 2031 population, the Panel could recommend that this action (and related costs) be adjusted accordingly which would reduce the costs from \$59,000,000 to \$30,000,000 to be apportioned between the existing and new population on a 50:50 basis.

Action 7.8A-2 in Fitzroy B

As noted above, the PPP client submission questioned Action 7.8A-2 in Fitzroy B on the basis that insufficient account had been taken of access to Carlton Gardens.

Action 7.9A-1 in Fitzroy North

Piedimonte questioned the need for the proposed new Small Local Open Space in Fitzroy North B, using this as an example to illustrate its submission that the need for new open space has been overstated.

Ms Thompson gave evidence that there is an existing need for this open space and that Edinburgh Gardens is becoming overused. She said it would also be required for the new population and to take pressure off Edinburgh Gardens. Mr Black did not give evidence on this matter.

Action 7.5B-4 in Fairfield

Action 7.5B-4 is to “continue to implement the [Fairfield] masterplan including a major upgrade to the playground and picnic facilities at the park ... for both the existing and forecast populations”.²³ Porta submitted that there had been no explanation of the need for a full upgrade of the playground and picnic facilities, part of the Fairfield Masterplan, particularly where the increase in residential population in Fairfield is forecast to be only 57 people and the number of children in this forecast population would be considerably less. Furthermore, there had been no need for further improvement to the existing open space network for the existing population in Fairfield identified in the survey results.

Ms Thompson noted that there is no land acquisition proposed in Fairfield and the contribution required was to cover upgrades which would be targeted at neighbourhood use. Under cross examination, Ms Thompson would not agree that Fairfield and the area around the Porta site was overendowed with open space, but she did accept that it abuts public open space that even in 2041 would be over three times the standard aspired to by the Amendment. Council submitted that Porta did not challenge the Action *per se*, but merely the apportionment.

²³ Technical Report, p. 295.

(iii) Discussion

At the outset, the Panel notes the expert evidence of Mr Milner that the Amendment and supporting documentation should be recognised as generally sound strategic open space planning. All experts appeared to agree that the Amendment is generally in accordance with the statutory framework and PPN70. The Panel notes the evidence of Mr Black given under cross-examination by Ms Brennan that the planning underlying the YOSS was broken, and which was later retracted and confined to criticism of the gap analysis (8 February 2022). The Panel considers that Mr Black's evidence was not convincing in this regards.

The Panel notes that submitters did not question the open space hierarchy itself or the factors that Ms Thompson considered in the needs assessment, but instead focussed their criticism on how that assessment translated into specific Actions, or projects, including the particular open space type in the hierarchy was said to be required, and that it allegedly lacked an objective basis. The Panel has interpreted this as being an objection to the weight given to the various factors in the needs assessment and application of the methodology by Ms Thompson, including whether Ms Thompson should have quantified the relevant factors. Indeed, much of the disagreement between experts, Mr Shipp and Ms Thompson in particular, appeared to be a difference of approach: Mr Shipp clearly prefers a quantitative approach while Ms Thompson's approach is unashamedly qualitative. However, the statutory framework and PPN70 do not mandate, or even prefer, one approach over another. The YOSS and the open space needs assessment cannot fail on this point alone.

The Panel agrees that, in terms of the needs assessment and the resulting recommended Actions, a great deal rests on the qualitative judgement of one person, Ms Thompson. Her role in this respect is addressed further in Chapters 4.3 and 8. However, the Panel notes that while other experts questioned Ms Thompson's application of the YOSS methodology, there was no serious questioning of her expertise as an open space planner and her experience in the field. Further, the Panel also notes that Mr Milner and Mr Black, while planners, both agreed under cross examination that they were not expert open space planners. The Panel agrees that it may have been better to have a more thorough (peer) review built into the process and the Panel would recommend this to other planning authorities embarking on this exercise in the future. However, the Panel does not consider that this is fatal in terms of the needs assessment and the YOSS overall. The Panel discusses the role of a peer review in relation to the apportionment exercise in Chapters 4.3 and 8 below.

The Panel has carefully reviewed the way in which the Technical Report treats the issue of access to and use of adjoining open spaces in other municipalities and agrees with Council's submission that the issue was specifically considered as part of the needs assessment. The Panel takes note of the evidence of Ms Thompson that one of the key drivers of the YOSS was the desire to provide open space to all within the municipality and that it should be easily accessible to people of all ages and abilities. In many instances, use of open space in adjoining municipalities would require crossing of major roads. The Panel considers the weight given to this factor to be clearly justified by reference to the strategic direction for open space as set out in *Open Space for Everyone*. As a result, the Panel does not agree that the YOSS suffers from an over statement of the barriers of roads. The fact that Council has no control over the condition or continued existence of open spaces outside its municipality is important and that an over-reliance by Council on open spaces existing in adjoining municipalities would be open to the criticism that the strategy is 'undercooked'.

As a result, the Panel considers that there has been appropriate weight given to open space in adjoining municipalities.

In terms of the particular Actions that were questioned, the Panel makes the following comments:

- Action 7.5A-6 in Collingwood C: The Panel has reviewed the justification for the need for a Small Neighbourhood Open Space in this location rather than a Local Open Space and considered the evidence given by Ms Thompson under cross examination by Mr Gobbo on this point. Although the Panel considers that under cross examination Ms Thompson did not adequately clarify that the Small Neighbourhood Open Space was required by the forecast population up to 2031, that is the population to be considered within the YOSS timeframe, rather than being driven by later population growth (that is the population forecast between 2031 and 2041), the justification given in the Technical Report for the recommendation for a Small Neighbourhood Open Space in Collingwood C is clearly confined to the 2031 forecast population. The Technical Report notes that this open space will need to be increased in size between 2031 and 2041 to add a new Local Open Space and *“it is recommended that this be considered in the siting of this new Small Neighbourhood open space”*.²⁴
- Action 7.8A-2 in Fitzroy B: The Panel notes that one of the key reasons given by the PPP client submission for disputing the size of the proposed open space was that the gap analysis contained *no* recognition of the Carlton Gardens. As discussed above, the Panel considers that the needs assessment has properly considered adjoining open space in other municipalities.²⁵ A further reason given was that the Carlton Gardens is readily accessible across Nicholson Street. The Panel has considered the evidence given by Ms Thompson in response to cross examination by Mr Gobbo. The Panel acknowledges that there are several pedestrian crossings on Nicholson Street, an arterial road, that could be used to access the Carlton Gardens. However, the Panel has already noted above that it considers it appropriate that the YOSS and background documentation are premised on the strategy that open space must be accessible to all, regardless of ability, and that there has not been an overstatement of the barriers presented by roads. On this basis, the Panel considers that there is no compelling evidence to overturn the existing recommendation for a new Local Open Space in Fitzroy B.
- Action 7.9A-1 in Fitzroy North: The Technical Report states that Action 7.9A-1 is to be provided to address a gap in the existing open space network in the southern part of Fitzroy North B and so that the community living and working in Fitzroy North B can easily walk to open space nearby without crossing a major road. As noted above, given the clear strategic justification for making open space easily accessible to people of all ages and abilities, the Panel considers that appropriate weight has been given to the issue of crossing roads. More generally, the Technical Report states that new (and expanded) areas of open space in Fitzroy North will aim to cater to the local open space needs as suitable alternatives to Edinburgh Gardens, *“given the high levels of use and activity at the Gardens”*.²⁶ The Technical Report also identifies that in Fitzroy North the forecast new population will lead to pressures on existing open space and the risk of

²⁴ Technical Report, p. 254.(original emphasis)

²⁵ In relation to the Carlton Gardens, the Panel notes in particular that the Technical Report recognises that “Carlton Gardens in the adjoining City of Melbourne is valued and forms part of the open space network that is used by the community” (at p. 310).

²⁶ Technical Report, p. 332.

overcrowding. The Panel accepts the evidence of Ms Thompson that the Edinburgh Gardens is reaching its capacity, a proposition that was not generally challenged at the Hearing, and that a smaller area of open space in this area is required to take the pressure off Edinburgh Gardens and to provide an alternative, easily accessed area of open space in the southern part of Fitzroy North B.

- Action 7.5B-4 in Fairfield: The Panel notes that the open space and future need description for Fairfield in the Technical Report identifies the need to continue to implement the existing masterplan for Fairfield Park but does not provide any identifiable reason for the proposed major upgrade to the playground and picnic facilities at the park. Cross examination of Ms Thompson did not reveal any real justification for the major upgrade. The Panel has considered both the Fairfield Park Master Plan 2010 and the Fairfield Park Masterplan Summary Report 2010 (Documents 37 and 38) and considers that they shed no further light on why the upgrade is said to be needed. The Panel does not accept Council's submission that Porta did not challenge the need for the upgrade and considers that Porta challenged both the need for the Action and the apportionment.

The Panel notes that the above objections to the above specific Actions were given by submitters as examples of the YOSS having overstated the open space needs of the municipality, or in particular precincts or locations. The Panel considers that the specific Actions are strategically justified in all instances except Action 7.5B-4 in Fairfield. As detailed above, the overall methodology and factors considered by Ms Thompson in the needs assessment to be appropriate, including the weight given to open space in adjoining municipalities and the desire to provide open space that is accessible to all.

While the Panel would have preferred to have seen some kind of (peer) review of Ms Thompson's needs assessment and translation into specific Actions, on balance the Panel is of the view that the lack of peer review is not fatal on this point, and the quantum and distribution of proposed open space is appropriate to the needs of existing and new populations and is appropriate to the open space hierarchy proposed.

(iv) Conclusion

The Panel concludes that the YOSS and the Actions identified in the POPC are sound and strategically justified except that there is no strategic justification for Action 7.5B-4 in Fairfield and this item should be removed from the YOSS POPC.

3.3 Open space needs of new residents and workers

(i) The issues

The issues are:

- whether the open space needs of new residents and workers are appropriately assessed
- whether the open space needs of residents and workers should be regarded as equivalent for the purpose of calculating total future open space provision.

(ii) Evidence and submissions

As noted in Chapter 3.2, surveys and other forms of community engagement were used to understand what people value about open space and the current patterns of use of existing open space by residents and workers. The resident survey was a self-selecting survey with 1274

completed surveys received (out of 92,894 residents). The worker survey was an intercept survey in four different employment precincts in Yarra with 498 worker surveys completed. The survey findings are detailed in the Technical Report (Appendix B).

Ms Thompson stated that the research work done for the YOSS confirmed that workers use open space as well as residents and:

Based on the outcomes of the worker surveys and the aim of creating attractive and sustainable high density employment precincts in Yarra, I am of the opinion that addressing the local open space needs of the worker population is of equal importance to the resident population in the City of Yarra.²⁷

In oral evidence, Mr Milner stated that it was difficult to reconcile the resident and worker surveys and one cannot draw the link that the need for open space for workers and residents is the same. He noted that 25 per cent of residents worked in Yarra and a significant per centage worked and lived in the same precinct which in his view could amount to 'double counting'.

Mr Black noted in his evidence that the open space strategies of other councils do not appear to consider worker population growth to the same extent as has Yarra and while the impact of worker growth is considered in other strategies, "*this is not treated as equal to resident population growth in the context of calculating the need for new open space*".²⁸ He concluded that the approach taken to treat residential and worker population growth separately results in an overestimation of demand for public open space. He added that approximately 9-10 per cent of residents also work in Yarra thus resulting in double counting. In oral evidence Mr Black expressed strong reservations about treating the need for open space of workers as the same as for residents.

Council submitted that:

... the research undertaken as part of the development of the YOSS indicates that there is no meaningful distinction between the demand for and use of public open space by residents v workers. Council notes that no contrary evidence has been filed that provides an empirical basis to refute the conclusions reached by Ms Thompson in this regard.²⁹

It added that the empirical evidence indicates that there has been a substantial change in workers' use of open space since 2006 (when workers needs were not accounted for) such that there is no longer a material distinction between the need for and use of open space between residents and workers and the frequency of use by each group is not materially different.

In closing submissions, Council argued that those experts who challenged the equivalence between residents and workers in the YOSS had approached the question in the wrong way by erroneously focussing on the differential usage of open space between residents and workers rather than asking whether the need for, or importance of, open space to residents is different to that of workers. Council submitted that the Panel was effectively being asked by these experts to treat the open space needs of residents and workers differently based on different usage and that this is not consistent with community focussed approach sought by *Open Space for Everyone* and the YOSS. Council also urged the Panel:

... not to fall into the trap of assuming particular patterns of usage in its assessment of the YOSS and resolving the question of 'equivalence' by reference to the language and conceptualisation of 'demand units'.³⁰

²⁷ Document 25, [3.6.4].

²⁸ Document 31, [198].

²⁹ Document 34, [154].

³⁰ Document 134, [39] to [42].

Council pointed out that there had been no challenge to the collective assessment of the needs of residents, nor a suggestion that the residential needs assessment should be discounted because some individuals use open space for shorter periods than others, that residents visit open space at different times, or that there is a difference in the type and duration of use between residents but this was what was being done in the context of worker's use of open space.

Council observed that no alternative assessment of equivalence had been put to the Panel by any of the experts and only Mr Shipp provided numbers by reference to the Precinct Structure Planning Guidelines which recommend public open space provision of 10 per cent for residential areas and 2 per cent for employment/economic activity areas, a differential rate of 5:1. Council noted that Mr Shipp did not suggest that this rate should be adopted for workers and residents in Yarra. Council submitted that the land areas associated with open space for precinct structure planning are not good proxies for resident and worker open space needs in a mixed use, established inner city municipality like Yarra.

While noting that the Development Contribution Plan (DCP) approach is not directly comparable to, and not appropriate for, a public open space contribution rate under Clause 53.01, Council drew the Panel's attention to the Arden draft DCP³¹ which contemplates the provision of open space using an equivalence ratio of 71 per cent between residential and commercial land uses. Council observed that the apparent basis for the 71 per cent ratio is that commercial uses are limited to business days, that is, only 5 out of 7 days per week. Council submitted that the Arden DCP example confirms that there is no set approach to worker and resident demand for open space and that it is not a suitable approach for this Amendment having regard to the different values based approach to open space used in the YOSS and the worker profile in Yarra.

Mr Gobbo submitted that Council had not established that workers make the same use of open space as residents or have an equal need for public open space. On this basis and that of common sense, he submitted, the Panel should reject the 1:1 assumption used in the YOSS. He noted that no in-workplace surveys were conducted and suggested that other data such as mobile phone data to verify the home location of park users could have been obtained and put before the Panel, but was not. He noted that Ms Thompson mistakenly assumed that the survey data suggested that more than 60 per cent workers visited open space daily whereas the survey said they visited open space at least once per week. Mr Gobbo submitted that Ms Thompson's conclusions therefore proceeded on an erroneous basis.

Mr Walker for Piedimonte also submitted that treating demand generated by a new worker as equal to one new resident is not justified and supported the submissions made by Mr Gobbo on behalf of the PPP group of clients.

In relation to the 'double counting' issue raised by Mr Milner and Mr Black, Council noted that while there are a proportion of workers who are also residents of Yarra, that is not say those people live and work in the same precinct such that there is no distinction between the times or reasons for using open space by those people or that they use the same open space when working or otherwise. It submitted:

Further, there is a distinction to be drawn between a 'residential' use for those people, such as walking the dog in the evening, and a 'worker' use such as eating lunch in a park, and those uses can reasonably be considered separate and distinct uses – those uses are for different purposes, may be in entirely different parts of the municipality, and in the Council's

³¹ Amendment C407 (Arden Structure Plan) to the Melbourne Planning Scheme.

submission, can both equally be considered as part of the needs assessment, and in considering equity between residents and workers.³²

Council submitted that it would be impossible to account for the disparate needs of all people that are both workers and residents, an assessment at that level of granularity would be impractical and unnecessarily complicated. It added that any risk of 'double dipping':

... is not a material issue which has any significant implications for the POSC. It is a fringe issue that can be discounted by the Panel.³³

Mr Walker, noting the estimate of Mr Black that around 9-10 per cent of residents also work in Yarra, submitted that adjusting for this in the apportionment of costs would result in a "significant reduction" in the overall cost and the resulting public open space contribution rate.³⁴

(iii) Discussion

Evidence that clearly establishes whether there is a significant difference in the level of use of open space between workers and residents was not presented to the Panel. The Panel considers that a strong point was made that the worker use survey did not establish that workers' use of open space is equivalent to that of residents and the Panel is inclined to agree with Mr Gobbo that common sense suggests that the use of open space by workers will be of a different nature and probably less than that of residents.

However, it is unclear to the Panel whether any lesser use by workers would be significant and if so, how it would translate into the calculation of the overall future open space needs of workers. The Panel notes Council's submission that just because workers may use open space less often than residents, workers' need for open space is not of less importance than the need of residents and should be given equal weight. The Panel accepts the distinction between the use of and need for open space and agrees with Council that adopting need is the appropriate metric in calculating future of open space provisions. Adopting equal need and giving equal importance to the open space needs of all within the municipality underpins Council's approach and is consistent with the community focus sought by *Open Space for Everyone*.

Other methods to take into account worker use of open space versus that of residents were canvassed during the Hearing, for example, the ratio adopted in the precinct structure planning for outer Melbourne and that proposed in the Arden DCP. Neither of these methods is appropriate for Yarra, it being an established, mixed use municipality rather than a 'green fields' area or a clearly delineated urban renewal area.

With regard to the issue of 'double dipping', the Panel notes that undoubtedly, some people live and work in Yarra and perhaps even in the same suburb or precinct. However, an analysis to determine the potential overestimation of the need for future open space on this account would be difficult and in the Panel's view unnecessary. It would not be as straight forward as simply reducing the amount of future open space by the percentage of people who live and work in Yarra. For example, how would one calculate the need for open space for a worker who also lives in Yarra and uses open space during both work hours and after work and at weekends? It could be argued that that person would place more demand on open space than if they only worked in Yarra and lived elsewhere, but would that higher demand be twice the demand of a worker not residing in Yarra, 50 per cent higher, or some other amount? What if their workplace was at one end of Yarra

³² Document 76, [32].

³³ Document 135, [49].

³⁴ Document 127, [43].

and their home at the other? In any event, the Panel considers that 'double dipping' in so far as it may occur would be inconsequential and would not materially change the amount of additional open space that should be provided to meet the needs of the new population of Yarra.

(iv) Conclusions

The Panel concludes:

- the open space needs of new residents and workers are calculated appropriately
- the open space needs of new residents and workers can be considered as equivalent for the purpose of calculating future open space provision.

3.4 Proposed commencement and end dates for implementation of the Strategy

(i) The issues

The issues are:

- whether the proposed commencement date of 2016 and end date of 2031 for the strategy are appropriate
- whether the population growth impacts of the COVID19 pandemic are such that the proposed end date of the strategy is still appropriate.

This issue arose because with the Hearing being held in late 2021 and early 2022, if the Amendment was approved by mid-2022 (say), by that time six years of the 15-year time frame of the YOSS would have elapsed. Further, it is recognised that Melbourne's population growth (in at least the short term) has been negatively impacted by the COVID19 pandemic and that should be considered in terms of any impact on the timeframe for the YOSS.

(ii) Evidence and submissions

Council submitted that the vagaries of the Victorian planning system are such that Amendments such as this can take a number of years to prepare. It further submitted that while the data sets used should be the latest available at the time of preparation of an Amendment, even at the commencement of a project they can already be some years old.

Council, supported by the evidence of Ms Thompson, submitted that this was not a significant issue. It explained that the key target metric that underpins YOSS is not the projected end date but rather the forecast increase of 77,000 new residents and workers between 2016 and 2031. Ms Thompson emphasised that the list of projects proposed under YOSS were geared to providing open space for an increase in new population of 77,000, not necessarily what would be required at a particular point in time. At the time of preparation of YOSS that increase was expected to be reached by 2031.

Under cross examination and questions from the Panel, Ms Thompson explained that the 15-year implementation period of YOSS needed to be understood in the context of a continuum, of growing need for open space as the population increases and revenue that will be collected before the commencement date and after the end date for the implementation of YOSS. She explained that the start and end dates need to be viewed in the context of that continuum.

Council further acknowledged that a key impact of the approval of the Amendment about six years after the nominal commencement date was that the anticipated revenue of \$25.5 million per year

from 2016 to 2022 resulting from a levy rate of 10.1 per cent would not be met because during this period the existing levy of 4.5 per cent had been charged.

Mr Gobbo rejected any contention that the start and end dates of YOSS are 'fuzzy'. He was critical of the use of census years to define the start and end dates contending that "*the sanctity of the data and the maths should not be thrown out the window because it becomes too hard*".³⁵ He submitted the end date should not be pushed out because the start date has already been pushed out. He submitted that the data used, and the contribution rate were for a defined 15-year period.

Mr Gobbo further submitted that five years of the strategy period have now passed and that contributions at the proposed higher rate have not been collected from subdivisions during that time. He suggested to account for this, adjustments should be made including adding a further five years of developable land to the denominator used in the contribution rate calculation. With no adjustment to the numerator this would have the impact of reducing the contribution rate.

In calling evidence from Ms Kay, Ms Brennan questioned her on the commencement date of the YOSS. In response, Ms Kay stated that she saw no need to deduct unspent funds collected for the implementation of the 2006 strategy from the total project costs for YOSS and that any unimplemented projects remaining from the 2006 strategy, if carried forward, would likely be in a different form because of the higher growth expected since the 2006 strategy was adopted.

In cross examination, Ms Pepler put to Ms Kay that since 2016 some of the projected new residents had become existing residents. In response, Ms Kay emphasised the rolling nature of the time period and the analysis undertaken.

Impact of the COVID19 pandemic

Prior to the Hearing, the Panel directed that Council address the likely impacts of the COVID19 pandemic on the forecasts of new populations upon which the implementation of YOSS was based. Dr Eagleson attached a memo prepared at the request of Council to her expert evidence dealing with this issue (Document 26).

In her memo, Dr Eagleson considered a range of resident population forecasts, not all of which were specific to Yarra, more recent than the forecasts underpinning the YOSS prepared by .id Consulting. She acknowledged that the rapid slowdown in international migration was likely to slow Yarra's population growth in the short term, but its medium-term impact was less certain.

With respect to the future growth in non-residential floor space, Dr Eagleson stated that the pace of growth has been faster than projected in 2018 in the SEES and relied on in the YOSS, and that there is currently a considerable development pipeline. In her view it was not possible to know with any certainty how this would affect worker population forecasts to 2031.

Dr Eagleson concluded that her best estimate of the impacts of COVID19 was that the forecast increase of 38,500 new residents and 38,000 new workers might not be met until 2034 or 2035.

In her evidence, Ms Thompson outlined what she observed as a possible impact of the COVID19 pandemic on the demand for and use of open space, in particular that working from home had had an impact on the way open space is used.

³⁵ Document 88, [166].

(iii) Discussion

The Panel makes three observations at the outset. Firstly, many strategies and revenue raising mechanisms such as DCPs in the urban planning context start from scratch and are not a successor to a previous strategy as is the case here. Secondly, there is often a time lag between development of the strategy and approval and implementation, but six years from the base data point to implementation as is likely to be the case with this strategy is unusual. Thirdly, most strategies have a clearly defined end date and don't necessarily have any implied continuation of actions beyond that end date as is the case here.

In this instance, each of these factors have understandably caused some uncertainty and confusion amongst submitters.

While an end date of 2031, a census year, was specified in YOSS, the Panel understands and accepts that it is equally valid to specify that the YOSS is geared towards a population increase of about 77,000, rather than a particular year. While this was not made explicit in YOSS, it is quite understandable why this was not the case. Apart from being a census year, there is nothing inherently significant about a planned end date of 2031.

The Panel accepts that it is appropriate to view YOSS as a strategy set in a context of continuing population growth and therefore open space needs, a continuing revenue stream and a rolling but updated program of open space projects to meet growing needs. Viewed in this context, the YOSS does pose some challenges for clear accountability for revenue collection and expenditure but these are not insurmountable.

The Panel further accepts that some projects may be updated versions of unimplemented projects from the 2006 strategy and that there may also be unspent funds both from developer contributions and from Council sources that may be carried forward and expended during the implementation of YOSS. The Panel sees no compelling argument for adjustments to be made for either of these circumstances.

The Panel does not accept Mr Gobbo's argument that the start and end dates of the YOSS are not 'fuzzy'. Where there is a continuum of growth and therefore a continually growing need for open space together with a system whereby the approved levy continues past a strategy end date, in the Panel's opinion there will inevitably be some 'fuzziness' as a result of these continuums.

The work of Dr Eagleson which indicated that projected new populations might not be met until 2034 or 2035 was not seriously challenged by submitters and the Panel accepts this is as good an estimate as can currently be obtained.

(iv) Conclusions

The Panel concludes:

- the start and end dates proposed for the life of YOSS are appropriate
- viewing YOSS and the income and expenditure from contributions in the context of a rolling set of strategies is appropriate
- the adjustments to the likely timeframe for reaching population forecasts made because of the likely impact of COVID19 on future population and worker projections are appropriate.

3.5 Conclusions and recommendations

The Panel concludes that subject to other conclusions in this report that the *Yarra Open Space Strategy 2020* and the accompanying *Yarra Open Space Strategy 2020 Technical Report* are appropriate to be introduced into the Yarra Planning Scheme as background documents in the Table in at Clause 1 of the Schedule to Clause 72.08

The Panel recommends:

Delete Action 7.5B-4 in Fairfield from the *Yarra Open Space Strategy 2020*, the *Yarra OpenSpace Strategy Technical Report 2020*, and from Preliminary Opinion of Probable Costs.

Amend the Schedule to Clause 72.08 of the Yarra Planning Scheme to insert the following documents into the table at Clause 1.0:

- ***Yarra Open Space Strategy 2020* Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd**
- ***Yarra Open Space Strategy 2020 Technical Report* Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd (Technical Report).**

4 Open space contribution rate

The open space contribution rate which is proposed to be included in the Schedule to Clause 53.01 to the Planning Scheme is calculated using the following formula:

$$\text{Contribution rate} = \frac{\text{Total allocation of open space project costs to the forecast population}}{\text{Total site value of the estimated land to accommodate the population increase}} \text{ multiplied by } 100$$

This Chapter examines the appropriateness of the data used in calculating both the numerator and denominator in this formula. Chapters 4.1 to 4.3 address issues relevant to the numerator and Chapter 4.4 addresses issues relevant to the calculation of the denominator in the equation above.

4.1 Value of land to be developed for open space

(i) The issues

The issues are:

- whether the methodology used to value the land that will be acquired for open space is appropriate
- whether the values attributed to the land to be acquired are appropriate
- whether the 30 per cent allowance added to the value of land to cover Council's costs is appropriate.

(ii) Evidence and submissions

The value of land to be acquired to provide new or expanded open space is significant and as Mr Shipp stated in his evidence, it comprises 86 per cent of the cost of implementing YOSS. Based on the YOSS POPC (Document 6), Mr Shipp stated the total land acquisition cost as \$486.9 million.

Council submitted that the POPC was the metric commonly used in open space planning and is comprised of the sum of the land cost associated with new or expanded open space plus the capital costs associated with improvements to the land to provide appropriate open space facilities. The issues associated with the second of these are addressed in Chapter 4.2. The apportionment of these costs between existing and new populations is addressed in Chapter 4.3.

Calculation of land acquisition costs

The exhibited *Public Open Space Contributions* report (Contributions Report) describes the calculation of the land values as:

The cost of the land for proposed new open spaces is based on the average land area size for the hierarchy of open space. For example, a new Local open space has a minimum land area of 0.1 hectares and a maximum of 0.5 hectares. The average land area for a new Local open space is 0.3 hectares. This average land area is multiplied by the average (land) value for the sub-precinct in which the open space is proposed.³⁶

The average Capital Improved Value (CIV) of the relevant land was used as it was considered to be the measure that most appropriately reflects the market cost of acquiring land. CIV information was extracted from the Council rate data base by Dr Eagleson specifically for this purpose and assembled on a sub-precinct basis.

³⁶ *Yarra Open Space Strategy 2020: Public Open Space Contributions*, y Environment & Land Management Pty Ltd in association with Thompson Berrill Landscape Design Pty Ltd, 10 December 2020, p. 9.

In his evidence, Mr Shipp stated that it is not possible to undertake a detailed assessment of the reported cost of purchasing land for open space because all the information required was not available. Some of that information was provided by Council after Mr Shipp prepared his written evidence.

Mr Gobbo submitted that using average CIV on a sub-precinct basis overstates the actual cost of acquiring land for open space for three reasons. Firstly, the average for a precinct will include properties already developed to their highest and best use and which are not likely to be purchased for use as open space. Such properties will have a relatively high unit value and including them in the calculation of the average inflates that average figure.

Secondly, Clause 21.12 indicates that public open space is intended to be located away from main or secondary roads. Mr Gobbo submitted that activity centre properties, which are located mostly on main roads and already developed or have high development potential, and therefore higher unit land values, are also included in the average CIV calculations. He contended that this has the effect of further inflating the average CIV. He submitted:

A more nuanced exercise of determining the likely sub-area for purchase, or even a list of potential sites or areas within a precinct, would be justified, however the current approach is not.³⁷

The third reason given by Mr Gobbo for the overstatement of the total cost of acquiring land was that Council's approach ignores the repurposing of public land to open space use and assumes for the purposes of the cost calculation that all required land will be acquired on the open market. Mr Shipp pointed out that YOSS indicates that the land required for open space will be acquired through a number of methods including the conversion of land currently owned by Council or other government agencies. Mr Shipp stated:

The [YOSS] favours strategic, cost-effective acquisitions which are more practical to implement than large scale acquisition of developed sites – the latter option is effectively considered a 'last resort' by the Strategy, although it does note that a combination of several approaches may be necessary³⁸

To emphasise the potential to repurpose public land, Mr Gobbo identified a number of sites in proximity to the indicative location of open space projects. For example, Project 7.5A-4 in the Collingwood precinct is near the former Victoria Police workshop in Stanley Street and Project 7.5A-6 is located near Collingwood College. He cited a further example in Cremorne.

Council responded, submitting:

Council acknowledges that land acquisition will be a key strategy for delivery of the YOSS program of new open space. If there are other opportunities available, whether land contributions or conversion of publicly owned land, Council will act on those opportunities, as suggested in the Technical Report. However, there are obvious challenges in obtaining sufficient land to cater to the needs of the forecast populations and providing all of the projects recommend in the YOSS, whether from land contributions, or land conversions. As such, in order for Council to deliver the YOSS program, it will need to purchase land. The costings for the program have been undertaken on that basis.³⁹

Further, Council submitted that the evidence of Ms Thompson indicated that the 'low-hanging fruit' had already been picked and that opportunities for the conversion of public land are

³⁷ Document 88, [178].

³⁸ Document 28, [93].

³⁹ Document 76, [46].

becoming harder to find. Ms Thompson identified six projects proposed in the 2006 Strategy that had been implemented by repurposing public land.

Cost to Council of acquiring land

The Contributions Report further states that on the advice of the Council Property Office an amount was added to the average CIV to cover *“independent valuations, legal fees and other costs to Council”*. To cover these costs, a 30 per cent allowance was added to the land values.

As pointed out in the evidence of Mr Shipp, the amount of the allowance was not disclosed initially. The quantum of 30 per cent was only made clear in the evidence of Ms Thompson. Under cross examination, Dr Eagleson acknowledged that an amount had been added to the average CIV data she provided but that she was not involved in its calculation. Ms Kay stated under cross examination that the 30 per cent allowance had been added at the request of Council officers but that she had not been involved. She further stated that she was unable to comment on whether this had been the practice in other similar projects because she was usually given a land value figure and was not aware of what amounts may have been added to cover Council costs.

At the Hearing, Council produced a memo from the Property Services section of Council which indicated that the proposed add-on included an allowance to reflect the difference between CIV and market value (Document 64). Council also sought to table information in support which set out the difference between market value and CIV for a small selection of properties in Yarra (Document 65). Mr Gobbo strenuously objected to this information being provided so late in the proceedings but acknowledged that the Panel had initially quite correctly identified this as an issue and had requested further information from Council before the Hearing.

Mr Gobbo submitted that the Panel should reject the 30 per cent allowance and that the Council’s justification for the allowance gave rise to significant concerns about procedural fairness. He indicated that the 30 per cent allowance is significant and that if it was removed the open space contribution rate would fall from 10.1 per cent to 7.5 per cent. He submitted that:

The actual 30% isn’t justified in any or proper manner – whether it represents an administrative allowance, or some other broad kind of ‘add-on’ to the purchase costs.

If the 30% is an administrative allowance, it is quite clearly manifestly excessive. \$146M of administrative costs to purchase 31 properties amounts to an administrative cost of \$4.7M per project. This would be very difficult to justify by way of evidence, and there is no evidence to support this amount before the Panel.

But also, if the 30% is some kind of add-on to the purchase price, it isn’t justified.

As a matter of principle, it isn’t appropriate to simply ‘add’ 30% to the estimated average Capital Improved Values (CIVs) of the projects. The clear intent was to use average CIVs, based on the rationale that this represented an appropriate valuation. Average CIVs represent the ‘highest’ valuation method for contribution calculations that we are aware of. To add 30% on top of this to purportedly reflect ‘real market value’ is unprecedented.⁴⁰

Mr Gobbo noted that the sales ratio table put forward by Council (Document 65) does not appear to justify the 30 per cent allowance and added that ratios in the table show that *“for all the listed properties bar three, adding an allowance of 30% to CIV would result in more than the actual recent market value of the property”*.⁴¹

⁴⁰ Document 88, [150] to [153].

⁴¹ Document 88, [155]. Original emphasis.

After the submission of Mr Gobbo, the Panel requested that Council provide more detail on how the 30 per cent allowance had been calculated. Council subsequently advised that the officer who requested the 30 per cent allowance was no longer with the Council and that it was considering an alternative appropriate per centage allowance. The Panel issued a Direction on 20 December 2021 (Document 102) that this information be provided and that a revised contribution rate be calculated based on the revised per centage allowance. Further, the Panel directed that a sensitivity analysis be provided for a range of alternative allowances to cover costs to Council of acquiring land. The Panel also directed that Council provide an explanation as to how and why the 22 properties in the sales ratio table (Document 65) were chosen.

In response, Council tabled a letter from Westlink Consulting (Document 119) which stated that the criteria used to identify properties in the sales ratio table were:

- sales were selected from the 'commercial industrial retail' sector, from a total of 521 sales for the 2018 Council general revaluation
- the sales were chosen because they represented a broad geographic, property size and underlying zoning spread with the 'commercial industrial retail' sector chosen primarily as it satisfied the above criteria and included residential land (General Residential and Mixed Use)
- a focus on the areas of Yarra where most development is underway because those areas will have the greatest need for open space
- sales ratios ranged from 0.47 to 1.06 with most between 0.8 and 0.9 and were not chosen to fit the preferred Valuer General Victoria's preferred range (0.85 to 1.00) but rather to provide an actual reflection of the sale ratios generated.

Council also tabled a sensitivity analysis of applying revised percentage allowances (Document 117) and what the open space contribution rate would be for a '20 per cent allowance' and '10 per cent allowance' which showed rates of 9.35 per cent and 8.67 per cent respectively (Document 118).

In closing submissions, Ms Brennan submitted that an allowance above CIV should be included to reflect the costs that Council will actually incur in acquiring land on the open market. She stated that the allowance above CIV was always intended to capture property market values in addition to the administrative costs involved in buying property but Council now "*accepted that there is not sufficient justification for an allowance of 30% above CIV for the land acquisition component of the POSC rate calculation*".⁴² Ms Brennan submitted, however, that there is legitimate justification for a 20 per cent allowance above CIV and this became Council's final position on this issue.

Piedimonte submitted in response to the memo and spreadsheet prepared by Westlink Consulting (Document 119):

The vast majority of properties set out in the spreadsheet were within a Commercial or Mixed use zone. These are properties with higher development potential and hence likely to have a higher market value. They are not likely to be representative of the average cost to purchase land for public open space.⁴³

(iii) Discussion

With respect to using average CIVs in calculating the costs of land to be acquired for open space projects, the Panel accepts that this is an appropriate, albeit imperfect, metric to use as a basis for

⁴² Document 135, [83].

⁴³ Document 131, at [6c].

calculations. The Panel does not accept that a measure based on average CIVs in small defined areas where it is proposed to provide new open space is a practical approach, both because of the difficulty of defining such areas in any useful way and the possible and unforeseen impacts on property values of closely identifying defined areas or even specific properties at an early stage.

In accepting average CIVs as the base for this calculation, the Panel acknowledges the submission of Mr Gobbo that the inclusion of already developed properties and higher value properties in activity centres are likely to have some, probably fairly small but difficult to assess, impact on the averages calculated. The Panel believes that for these reasons it is likely that the average CIVs calculated are probably on the high side but not by a significant amount.

Further, the Panel accepts that it is possible that some of the proposed open space projects may utilise, in full or part, repurposed public land. In this respect it accepts the submission of Mr Gobbo and the evidence of Mr Shipp. However, in saying this the Panel acknowledges the evidence of Ms Thompson and the submission of Council that the 'low hanging fruit' has to an unknown degree already been harvested in implementing the 2006 strategy.

The Panel notes the examples of public land in Yarra that might be available for public open space in the future as identified by Mr Gobbo. Two of these are education facilities that are in areas identified for significant growth and the Panel considers it highly unlikely that the relevant agencies would responsibly agree to proposals to give over part of these sites to public open space or to sell the land to Council at substantially less than market value. The Panel acknowledges that some shared space used by schools and the public have been developed and innovative approaches such as this should form part of the broader menu of approaches. It is not the Panel's role to provide detailed commentary on the best use of surplus public land.

The Panel acknowledges that any repurposing of Council-owned land will reduce the total land acquisition costs of the YOSS. However, the Panel accepts that the Council's approach in not assuming further repurposing of Council-owned land in preparing its cost estimates is prudent. If it did make such an assumption, it would leave itself open to the accusation of not properly funding the YOSS. In some respects, Council is in a no-win situation here. The Panel notes that the YOSS acknowledges that further repurposing of public land is an important part of the land acquisition mix and will be pursued when possible.

With respect to the allowance to cover Council's costs of acquiring land, the Panel considers that Council has not operated with full transparency. To include a 30 per cent allowance recommended by an officer no longer with Council without subjecting it to scrutiny is not acceptable. To have got to the Hearing without a clear, transparent and defensible justification for the inclusion of such a significant amount is at best difficult to understand. To have believed that such a significant cost element would not come under considerable scrutiny appears naïve.

The Panel agrees with Mr Gobbo that there is not sufficient evidence before it to justify 30 per cent as originally sought by Council, nor indeed the 20 per cent allowance that Council is now advocating. Such a higher allowance could only be reached if an uplift in the average CIV to match market values was considered an appropriate approach. However, some properties sell above their CIV but equally others sell below. The Panel considers that the 'best' and most transparent way to determine the cost of acquiring land for this purpose is to use CIV (averaged) and not to attempt to reflect what is purported to be 'market value' by adding on a selected allowance which has not in the Panel's view been justified.

The Panel accepts that there will be material administrative, conveyancing and other costs which will add to the cost of purchasing land and that these costs will vary depending on the method used. For example, direct purchase in a public auction will likely incur different costs to a compulsory acquisition as a result of applying a Public Acquisition Overlay (PAO). No evidence on the range of costs the Council is likely to incur was led by any party, so the Panel has little to guide it on the quantum of an appropriate allowance. In the absence of such information the Panel has opted to recommend 10 per cent allowance be added to CIV to cover Council's administrative and acquisition costs. In the Panel's view, such an allowance is likely to be generous.

(iv) Conclusions

The Panel concludes:

- on balance, the methodology used to value the land to be acquired for public open space is appropriate
- the values applied to the land to be acquired are appropriate overall
- an allowance of 10 per cent applied to the average CIV to reflect Council's administrative and land acquisition costs is appropriate.

4.2 Capital value of proposed open space projects

(i) The issues

The issues are:

- whether the methodology used to cost open space projects is appropriate
- whether the costings proposed are appropriate
- whether the 30 per cent uplift on the capital cost estimate of the open space projects is appropriate.

(ii) Evidence and submissions

The capital cost of the proposed open space projects is based on a methodology used by the landscape architectural profession to estimate the determine the POPC without a quantity surveyor. The YOSS POPC is the total cost of the projects listed in the Technical Report and includes the cost of capital works to build new, or upgrade existing, open space plus the cost of acquiring land for new open space. The land cost component is discussed in Chapter 4.1.

An explanation of the YOSS POPC methodology is set out in a memorandum prepared by Ms Thompson dated 17 November 2021 (Document 7). The POPC includes an allocation of costs to existing and future populations. This aspect of the POPC is discussed in Chapter 4.3.

In her evidence (Document 25), Ms Thompson stated she prepared the YOSS POPC based on draft average park costings for each level in the hierarchy of open space and that the Yarra Open Space Planning team provided input to these average park costings consistent with Council's typical park design and construction costs. She elaborated in oral evidence that not every park was costed but instead the average cost for each category of park was used to determine the POPC.

Mr Shipp did not question the methodology used to estimate the open space project costs. He considered the methodology to be sound but that some of the inputs lacked justification and clarity. In particular, details of the average park POPC, such as cost per square metre and components, were not made available and in his view, *"it is not possible to make a full assessment*

of all the quantitative information underpinning the Amendment in the absence of this information".⁴⁴ In oral evidence, Mr Shipp noted that the information he considered missing had subsequently been provided but he had not had sufficient time to determine that the POPC costs were appropriate although he could see how the costs flowed through to the calculation of the proposed open space contribution rate.

In cross examination by Ms Brennan, Mr Black acknowledged that he had no criticisms with the YOSS with respect to the costings of the proposed Actions.

As to the 30 per cent uplift, Ms Thompson stated it was standard practice for the landscape architectural industry when preparing POPCs to include a 10 per cent contingency for design, 10 per cent for construction and 10 per cent for survey (Document 80).

In response to a question from the Panel, Mr Macintosh commented that a 30 per cent contingency was typical for government projects but property developers would typically use a 5 per cent cost contingency once a project was 80 per cent documented.

In answering a question from the Panel, Mr Shipp considered that an allowance of 10 per cent each for survey and design and a 10 per cent construction contingency – in total 30 per cent – was not unreasonable.

Council stated in a memorandum dated 13 December 2021 (Document 81) that a 30 per cent contingency for high level planning is appropriate. Ms Brennan submitted that a 30 per cent contingency on capital costs was standard. She added that the 30 per cent contingency had been arrived at independently by Ms Thompson and subsequently confirmed by Council officers.

Mr Gobbo stated in oral submissions that a contingency in the order of 30 per cent was not opposed by the PPP group of clients.

(iii) Discussion

Leaving aside the cost of acquiring land for the open space projects (which is discussed in Chapter 4.1), the methodology for determining the capital cost of projects included in the POPC was not called into question in any substantive way by submitters or expert witnesses. Nor was the estimated capital cost of each project as described in the YOSS disputed.

There was also general agreement that the 30 per cent uplift applied to the project costs to allow for survey and design work and a contingency for construction costs was reasonable. The Panel considers that the 30 per cent uplift in capital project costs is appropriate, noting that this 30 per cent uplift is separate to the 30 per cent allowance applied to the CIV of the cost of land to be acquired for the open space projects.

The Panel is satisfied that the methodology used to determine the capital cost and the proposed capital costings are appropriate as one input for the purpose of calculating the proposed open space contribution rate.

(iv) Conclusions

The Panel concludes:

- the methodology used to cost the open space projects and the proposed costing for these projects are appropriate

⁴⁴ Document 28, [89].

- the 30 per cent uplift to the capital cost of the projects to allow for survey and design work and a contingency for construction costs is reasonable and appropriate.

4.3 Apportionment between existing and new populations

(i) The issues

The issues are:

- whether the apportionment methodology proposed is appropriate
- whether the apportionment between existing and new populations is appropriate
- whether there are particular precincts in which the apportionment proposed is inappropriate.

(ii) Evidence and submissions

Apportionment of the costs associated with new and enhanced open space projects between existing and new populations was a highly contested issue because the outcome has a significant impact on the quantum of the open space contribution rate eventually paid by developers.

In closing, Council submitted:

It is first appropriate for Council to acknowledge that the apportionment exercise undertaken by Ms Thompson has clearly not been an easy one for the Panel to understand.⁴⁵

The apportionment in the YOSS was undertaken by Mr Thompson. In her evidence, she identified eight factors which influence the need for open space by new (or future) populations. These are:

- future population densities
- spatial distribution of existing open space
- the hierarchy, character and condition of the existing open space
- proposed urban form
- urban layout including presence of any physical barriers to safe pedestrian access to open space
- the location and magnitude of forecast future resident and worker population growth
- the existing open space within the precinct
- the existing level of use and satisfaction with the open space.⁴⁶

Ms Thompson stated that the allocation of the total costs for each project involved a qualitative assessment based on each of these eight factors. At the direction of the Panel, as part of her evidence Ms Thompson provided a detailed description of the apportionment of project costs for the following three projects:

- 7.6A-2 Small local open space in the north-west part of Cremorne
- 7.6A-3 Small local open space in the south-west part of Cremorne
- 7.3B-9 Minor upgrade to the existing Quarries Park in Clifton Hill.

As indicated in Chapter 1.5, as a result of cross examination of Ms Thompson and submissions made by Mr Gobbo, the Panel requested further information on the apportionment methodology

⁴⁵ Document 135, [88].

⁴⁶ Document 25, [3.3.3 and 3.3.4]. This information was repeated in the information on apportionment requested by the Panel (Document 121).

used by Ms Thompson. Ms Thompson’s response details the four-step process she used in determining open space needs and subsequently the apportionment of costs:

Step 1 Assess and understand the existing open space network including how it functions for the existing population who live and work there, and what changes are required to meet the needs of the existing population. This involves research, site visits and review of the community surveys (worker and resident surveys) to understand the existing patterns of use.

Step 2 Assess and understand the type and scale of the forecast change, to determine what open space needs will be generated by this change. Part of this assessment includes considering the impact of this change on the existing open space network. This includes a review of the population forecasts, analysis of the spatial distribution of the forecasts relative to the open space network, site assessments to understand the scale of the proposed change on the open space and a review of relevant background documents about the forecast change.

Step 3 Make recommendations about what changes are required to address the open space needs of the existing and the forecast population. This includes the Actions to provide new open space and also upgrades to the existing open space network, which are included in the YOSS POPC. Part of determining the actions includes site assessments to identify what is feasible to implement in the context of the existing development and urban layout. It is important to note that the Strategy also includes recommendations and actions for changes that are not included in the contribution rate but will benefit the existing and forecast population including changes to the Municipal open space network and guidelines regarding the future design and management of open space.

Step 4 For each eligible recommendation assess and determine the appropriate proportion of cost attributable to the existing and forecast population based on the assessment in steps 1 to 3.⁴⁷

Ms Thompson also provided a table which describes the relative importance of the eight factors in determining the apportionments. See Table 5.

Table 5 Apportionment ratios

Apportionment	Reasons for the apportionment
10/90	<ul style="list-style-type: none"> the need for the project is primarily driven by one group (i.e. either existing or forecast) of the population with some benefit (as distinct from the need) as a result of the project being delivered to the other group. typically this apportionment ratio applies where: <ul style="list-style-type: none"> in the case of 10 (existing) / 90 (forecast) the existing open space network adequately meets the open space needs of the existing population and the magnitude of forecast change of more than 350 people creates a high demand for new open space or major upgrades to existing open space. in the case of 90 (existing) / 10 (forecast) the existing population creates a high demand for new open space or major upgrades to existing open space and the forecast change is less than 350 people.
20/80	<ul style="list-style-type: none"> the need for the project is high for one group of the population with the other group having a low need for the project. typically this apportionment ratio applies: <ul style="list-style-type: none"> in the case of 20 (existing) / 80 (forecast) there is a low need for improvement to the open space network for the existing population and the magnitude of forecast change of more than 350 people

⁴⁷ Document 121, [2.1].

Apportionment	Reasons for the apportionment
	<p>creates a high demand for new open space or major upgrades to existing open space.</p> <ul style="list-style-type: none"> - in the case of 80 (existing) / 20 (forecast) the existing population creates a high demand for new open space or major upgrades to existing open space and the forecast change is less than 350 people.
30/70	<ul style="list-style-type: none"> • the need for the project is high for one group of the population with the other group having a moderate need for the project. • typically this apportionment ratio applies: <ul style="list-style-type: none"> - in the case of 30 (existing) / 70 (forecast) there is a moderate need for improvement to the existing open space network for the existing population and the magnitude of forecast change of more than 350 people creates a high demand for new open space or major upgrades to existing open space. - in the case of 70 (existing) / 30 (forecast) the existing community creates a high demand for new open space or major upgrades to existing open space and the magnitude of forecast change is less than 350 people with other factors having an influence on the need beyond the magnitude of the forecast change within that precinct. For example the need for the upgrade to larger open space reserves is created by the forecast change in adjoining precincts where there is a lack of larger open space reserves.
40/60	<ul style="list-style-type: none"> • the need for the project is high for both the existing and forecast population but with other factors resulting in a difference. • typically this apportionment ratio applies where the existing open space network requires major improvements to meet the needs of both the existing and forecast population, with additional factors also being relevant such as the magnitude of the change (i.e. substantially more than 350 people) or the implications of the change in urban densities.
50/50	<ul style="list-style-type: none"> • the need for the project is high for both the existing and forecast population. • typically this apportionment ratio applies where the existing open space requires major upgrade or where new open space is needed for both the both the existing and forecast population; or • alternatively, this apportionment ratio applies where the existing open space network is adequate with capacity for additional use and the forecast change is less than 350 people and can be accommodated in the existing open space network but will require consequential upgrades to the existing open space facilities.
95/5	<ul style="list-style-type: none"> • the need for the project is high for one group and will deliver a minor benefit to the other group. • typically this apportionment ratio applies where the need for the project is primarily driven by the existing population and a minor benefit will be provided to the forecast population. This may include the forecast population in adjoining precincts.

Source: Memorandum from Ms Thompson dated 31 January 2022, Table 1 (Document 121).

The Panel questioned Ms Thompson on how, in practical terms, a distinction could be made between say a 90/10 apportionment and an 80/20 apportionment. She explained this by reference to the relative importance of the eight factors listed above.

Further, Ms Thompson provided a detailed description of how, using the descriptors set out in Table 5, she arrived at the apportionment of costs for eight projects nominated in advance by the Panel.⁴⁸ These projects were selected to allow the Panel to better understand the apportionment used for similar types of projects within one precinct and similar types of projects between precincts. For each of these projects, Ms Thompson identified the relative importance of each of the eight factors set out above, by designating them as 'very important', 'high level', 'important', 'less important' and so on.

Questions from the Panel to Ms Thompson when she reappeared at the Hearing to present the further information requested by the Panel revealed the following:

- Ms Thompson has previously used this apportionment methodology in 10 to 12 open space strategies
- Ms Thompson acted alone in undertaking the apportionment exercise for the YOSS
- there was no peer review, or review by Council officers, of the apportionment outcomes
- Ms Thompson prepared the information set out in Table 5 for the express purpose of answering the Panel's questions and it had not been used in previous apportionment exercises undertaken by her
- the apportionment exercise was an iterative process with checks back on the apportionments allocated.

Ms Thompson stated that the "*relative proportion of the overall existing and future population did not have a key role in determining the proposed apportionment of cost*".⁴⁹

In describing the apportionment method, Ms Thompson stated:

For each individual open space project an estimate of the proportion of the total cost of the project that is attributable to the forecast development is made. The Yarra Open Space Strategy 2020 provides the basis for this estimate. The balance of the cost is attributed to the existing population.⁵⁰

The Panel questioned Ms Thompson on the logic of this statement, and she acknowledged that in making an estimate of the allocation to future population an allocation to existing population is a necessary part of that assessment.

Mr Gobbo submitted that the new population would make up 30.5 per cent of the total population in 2031 but is to be apportioned 67 per cent of the cost of delivering the YOSS. He described this situation - where approximately one-third of the 2031 population was being asked to pay for two-thirds of the costs of new open space - as a 'flip' and submitted that Council had not justified the flip. Mr Walker supported Mr Gobbo in this assessment.

With regard to the apportionment of costs, Mr Gobbo submitted:

⁴⁸ The eight projects were: Project 7.5A-1: Small local open space between Wellington and Smith Streets; Project 7.5A-5: Increase the size of the Peel and Cambridge Street reserves; Project 7.5A-6: Small neighbourhood open space in Collingwood sub-precinct C; Project 7.5A-7: New local open space between Gipps and Victoria Streets; Project 7.5B-2: Overlaps with project 7.5A-5; Project 7.5B-3: Major upgrade the McNamara Reserve in longer term; Project 7.6A-1: Small neighbourhood open space in Cremorne; and Project 7.6A-3: Small local open space in the western part of Cremorne.

⁴⁹ Document 121, [1.4].

⁵⁰ Document 121, [3.1].

- a very significant question for this Amendment is whether the proportional allocations have been undertaken in a credible manner
- the Submitters have serious concerns about how the proportional allocations have been designated, and say, most forcefully, that they have not been allocated appropriately
- those concerns have not been allayed by the evidence
- at the outset, it must be said that it is here nigh impossible to determine why the proportional allocation for any particular project has been set as it has, in the Strategy POPC
- despite Ms Thompson being directly asked by the Panel to address this question, and multiple attempts to explain the allocations in evidence in chief, and cross-examination, the methodology and allocations have become no clearer through the hearing process.⁵¹

Mr Gobbo described Ms Thompson's approach to apportionment as something of a 'black box', a claim repeated by Ms Pepler in response to the further information provided by Council. He acknowledged the use of the qualitative factors used by Ms Thompson but submitted that it was impossible to understand how each had influenced the apportionment. He pointed out that this is not a minor concern and that even a minor shift in the relative apportionments would have a material impact on the contribution rate.

Mr Gobbo submitted that an alternative approach of apportioning costs based on the proportions that existing and new populations comprise at 2031, the end date of the YOSS, would be a simpler approach and readily understandable. Mr Gobbo was supported in this position by the evidence of Mr Shipp who endorsed an approach based on the proportions of existing and new populations. Under cross examination by Ms Brennan, Mr Shipp acknowledged that his experience was mainly in the preparation and assessment of DCPs rather than open space, but he argued that many of the same principles applied. He further accepted that factors other than the relative proportions of the existing and new population could be relevant to the apportionment exercise.

In his expert evidence, Mr Milner offered no direct criticism of the specific factors influencing the apportionment exercise identified by Ms Thompson. While acknowledging the role played by these factors, Mr Milner set out the proportions of the existing and new populations would comprise the total at the end of the planning period.

Other than the evidence of Mr Shipp, who acknowledged that he is not an open space planner, no evidence was called to question the methodology used by Ms Thompson, nor did any submitter suggest an alternative. Mr Gobbo submitted:

The question is not whether the Submitters can put forward a more suitable alternative, or different numbers, or different solutions. This is not their role. The question is whether the Council has substantiated that the proposal *it* puts forward is justified.⁵²

In addressing the issue of apportionment of costs, Mr Walker cited the Eddie Barron principles as a starting point and submitted that they suggested that a fair and equitable apportionment was required. He submitted that the starting point was the proportions of the existing and new population in 2031 (adopting Mr Gobbo's 'flip' terminology) and that to deviate from those required an evidentiary base which, he submitted, was not provided by the evidence of Ms Thompson. He submitted that the departure from an apportionment based on populations proposed here was so significant that sound justification was needed.

⁵¹ Document 88, [55] to [59].

⁵² Document 88, [31].(original emphasis)

In terms of the factors which influenced the apportionment of costs, in cross examination Mr Gobbo pursued Ms Thompson in detail on the importance of two factors which he submitted appear to have had a disproportionate influence on the apportionment of costs. The first of these was the nature of future residential stock compared with existing residential stock. Mr Gobbo contended that Ms Thompson had relied on the assumption that new housing stock would have less private open space than existing housing stock and therefore would place greater reliance on public open space. Ms Thompson, while defending this as a legitimate and important factor in the apportionment, acknowledged that no analysis of access to private open space of existing residents had been undertaken.

The second factor is the impact of UHIE (urban heat island effect). Mr Gobbo pointed out that there were few references to UHIE in the POPC document as revised (Document 61). He submitted that while not being an expert in this area, Ms Thompson had used this factor, arising from the increased intensification of development likely in the future, to allocate a disproportionate cost burden to new populations compared with existing populations.

In arguing that an inappropriate apportionment of costs had occurred, submitters and Mr Shipp identified a small number of projects where they argued that the apportionment proposed was inappropriate. These included:

- Project 7.3A-1 where 50 per cent of the cost of land acquisition is apportioned to the new population but the Technical Report identifies it as a project to address an existing gap.⁵³
- Project 7.5A-6 which is a Small Neighbourhood open space in Collingwood with 50 per cent apportioned to new development. The Technical Report identifies this as an area of limited residential population increase but substantial worker increase, and that the main driver of demand is growth beyond the planning horizon.⁵⁴
- Project 7.9A-1 which is a Small Local open space with 60 per cent of costs allocated to the new population but is in an area designated for minimal and incremental change. Mr Walker submitted there was an existing need and but somewhat contradictorily an area well served by existing open space.⁵⁵
- Project 7.5B-4 which is a major upgrade to facilities in a playground in Fairfield Park. Mr Pitt noted the 30 per cent allocation to new residents who he said totalled 57 persons in 47 households and an expenditure of \$750,736. He submitted that if 47 households comprised only one adult that there could be only 10 children in the precinct resulting in an expenditure of more than \$75,000 per child.⁵⁶

The response by submitters to the further information provided by Council addressed specific apportionment in respect of projects 7.5A-5, 7.5A-7, 7.5A-1 and 7.5A-6⁵⁷ and 7.9A-1⁵⁸. In each case the submitters pointed out perceived inconsistencies between the criteria given for the apportionment as reproduced in Table 5, and reference to existing needs and existing gaps in provision in the relevant section of the Technical Report.

It is noted that no expert open space planning evidence was called to substantiate these claims nor was any alternative apportionment proposed.

⁵³ Document 28, [104].

⁵⁴ Document 28, [104].

⁵⁵ Document 88, [85e] and Document Mr Walker submitted 127, [35].

⁵⁶ Document 129, [9.12] to [9.1].

⁵⁷ Document 133, [7h].

⁵⁸ Document 131, [2b].

In closing, Council submitted:

Council accepts that the Panel is, to an extent, being asked to trust Ms Thompson's professional judgement, but the trust that the Panel is asked to have is based on Ms Thompson's acknowledged expertise and experience in open space planning, and on the detailed testing and examination of the methodology, and of Ms Thompson directly, by Council, the parties, and the Panel through this process.⁵⁹

Council further explained that:

- all actions described in the YOSS POPC (Doc 61) to meet the needs of the "existing and forecast" population are in the range 30:70, 40:60, 50:50; and
- all actions described in the YOSS POPC (Doc 61) to meet "primarily future" or "forecast" needs are in the range 30:70, 20:80, 10:90.⁶⁰

Council provided an Appendix B to its closing submission (Document 137) which presented information from exhibited and other previously tabled documents for all projects with apportionments of 90/10 or 10/90 (existing populations/ new populations) and 40/60 and 60/40 populations. This was intended to assist the Panel in better understanding the apportionments.

Further, Council submitted in closing that if the Panel had residual concerns about apportionment, two options available to the Panel were for it to:

- request further documentation
- request Council to engage a consultant to undertake a peer review.

(iii) Discussion

The further information on cost apportionment requested by the Panel and provided by Council, together with the information provided in Appendix B to the Council's closing submission, has informed the discussion here. In using that information, the Panel has been cognisant of the submission by Rigby Cooke that the further information provided by Council should not include any new information and explanation justification but should be limited to an explanation of what Ms Thompson considered in the original apportionment undertaken and as exhibited. The Panel notes that Ms Thompson acknowledged the information in Table 5 was prepared in fulfilling the Panel's request, but the Panel does not interpret it as new information and explanation as such.

At the outset, the Panel acknowledges:

- Ms Thompson has extensive experience in cost allocation in open space planning settings and this expertise was not questioned by any expert or submitter; nor is it questioned by the Panel
- the broad methodology used by Ms Thompson has been used in a number of other open space contribution settings in recent years
- the cost allocation methodology used by Ms Thompson has been used in other like amendments without, to the Panel's knowledge, extensive questioning of it or adverse comment by other panels
- no contrary evidence by open space planning experts was called to question the methodology used by Ms Thomson to allocate costs between existing and new open space users
- evidence which did question aspects of the methodology and outcomes of cost apportionment was given by witnesses with primarily DCP expertise

⁵⁹ Document 135, [96].

⁶⁰ Document 135, [100].

- the approach used by Ms Thompson in using professional qualitative judgment rather than a purely quantitative approach was not seriously challenged.

The Panel acknowledges the undoubted expertise and experience that Ms Thompson brings to this matter and that is born out through, in her estimate, the approach having been used around a dozen times in recent years in both Yarra and other municipalities.

The Panel first addresses the methodology used in apportioning costs between existing and future populations and secondly addresses the application of that methodology.

The Panel does not question the broad qualitative approach used. It considers that attempting quantification of relevant factors would most likely create more problems than it would solve. Hence the Panel rejects any suggestion that a quantitative approach is preferable or indeed possible. The Panel acknowledges the temptation to apply aspects of the DCP methodology to this issue but considers that such an approach is not appropriate.

Nor does the Panel question the eight factors listed above as being relevant to the apportionment exercise. While the interpretation of, and weight given to, some of the eight factors were questioned, the eight factors themselves were not seriously challenged. The impact that the nature of development and UHIE has on cost apportionment was questioned and is addressed separately below.

The Panel notes that the apportionment methodology appears, by Ms Thompson's own acknowledgment, to rest on her professional judgment alone. As stated above, her professional judgment is not questioned by the Panel. The Panel acknowledges that it does not possess specific expertise in this area.

However, the Panel understands the 'black box' label applied to the apportionment exercise by Mr Gobbo and Ms Pepler, and notes that neither it nor submitters are able to readily validate the apportionments made for particular projects. The apportionments made by Ms Thompson were, by her own acknowledgment, not reviewed either within her own firm or by Council officers. Further, the Panel is a little surprised that criteria for the apportionment between existing and new populations as used by Ms Thompson and reproduced at Table 5 were not already documented, in one form or another. It had assumed that there would be a rigorous and clearly documented set of guidelines or protocols underpinning such a qualitative exercise. The Panel notes the concession made by Council in its closing submission that the Panel is being asked 'to an extent' to take Ms Thompson's professional judgment on trust.

In light of this, the Panel has concerns about the professional judgment of one person, however expert and experienced, being used to apportion costs as part of the calculation of a levy intended to raise in the order of half a billion dollars over the planning period. Based on the revised POPC calculation tabled at the Hearing (Document 61), the overall apportionment to the new population was calculated at 67.1 per cent, that is \$379,973,479 of projects apportioned to new populations as per centage of the total cost of \$566,079,822.

For sake of argument, if the apportionment to new populations was reduced to 57.1 per cent, the total cost to new populations would be \$323,231,578, some \$56 million less, a significant amount.

The Panel is not suggesting that the methodology should not rely on the expertise and experience of one person. However, given the quantum of revenue to be collected it considers that there should be a transparent review process that ensures validation of the outcomes reached and a degree of transparency for external parties. That review process should be based on an

independent peer review. It is not the Panel's role to suggest an appropriate apportionment methodology.

In making these comments on Ms Thompson's methodology, the Panel is acutely aware that previous panels have either endorsed, or at least made no comment about, the methodology. The Panel recognises that in this respect it is departing from the outcomes reported by at least some previous panels. In doing this, the Panel comments that it is basing its observations on material before it and cannot know the full extent of material or submissions put before previous panels. The Panel notes that in this case the contribution rate proposed is an order of magnitude higher than any other existing open space levy in Victoria, and as such has attracted a level of scrutiny that may not have been applied before. The scrutiny is appropriate given the quantum of the contribution rate and the likely revenue it would generate.

The Panel now turns to the application of the apportionment methodology.

Both Mr Gobbo and Mr Walker placed emphasis on the so-called 'flip', that is approximately one-third of the new population being apportioned approximately two-thirds of the total costs. The Panel places little weight on this because the one-third and two-thirds ratios have emerged from the methodology used and are essentially coincidental. However, the broad point of apportionment of costs deviating significantly from the ratio of new to existing populations is relevant.

The Panel notes Ms Thompson's statement that relative proportions of existing and new populations did not have a significant influence on the apportionment between these two groups. The Panel finds this comment somewhat puzzling as the open space is provided to meet the needs of these populations. Ms Thompson acknowledged that her point could have been better stated.

The Panel considers that the fundamental problem is that neither it, nor submitters, are able to validate the apportionments made and therefore cannot have comfort that the apportionment of costs is appropriate.

The Panel notes that in applying the eight factors, Ms Thompson allocated an order of importance to each in the further information she provided to the Panel (Document 121). However, it is not clear to the Panel what weight was given to each factor in the apportionment of costs in each of the case studies provided. In the Panel's view, the indicators of 'very important', 'high level', 'important', 'less important' and so on were not used consistently and the distinction between 'very important' and 'high level' is not clear to the Panel. Despite further explanation by Ms Thompson, the Panel is still not clear what the relative weights applied to each of the factors was or their impact on particular apportionment outcomes.

With respect to the apportionment categories set out in Table 5, the Panel notes Ms Thompson's explanation of how an apportionment might be made by her at the margins. Despite this, the Panel considers that an external user (and indeed the parties to this Hearing or the Panel) have little in terms of practical guidance that allows validation of a particular apportionment.

In considering the nature of development and the impact of UHIE which Mr Gobbo submitted each had a disproportionate impact on the apportionment of costs to new populations, the Panel does not address these in any great detail. The reason for this is that despite extensive cross examination of Ms Thompson by Mr Gobbo, the Panel is not able to be certain of the weight given to each in the cost apportionment exercise. The Panel accepts that UHIE is relevant and is addressed in local policy. The Panel was presented with no convincing evidence as to its impact or the extent to which it has influenced particular apportionments. Further, it is not clear to the

Panel that the existing population has been allocated a fair share of the costs of this relatively recent factor in influencing the need for open space and greater tree canopy cover in particular. As an example of this, the Panel notes that for Project 7.8A-6 which has a 90 per cent apportionment to the new population, the description in the POPC (Document 61) includes reference to mitigating the UHIE. It is unclear to the Panel why the existing population should not be making a greater contribution in this respect.

Only a small number of projects were identified for which apportionments were questioned and proposed by experts and submitters as inappropriate. Mr Pitt set out in numerical terms how a particular apportionment in Fairfield resulted in an outcome that makes little logical sense in terms of the data which was presented in the exhibited documents. In the responses to the further information provided by Council and Ms Thompson, further projects were listed above where submitters perceived a bias towards over apportionment to new populations. The Panel accepts that despite its comments above that it is difficult to validate the apportionments proposed, it can understand the possible inconsistencies identified with respect to at least some projects.

No alternative apportionments were proposed in any instance. From this small number of examples, the Panel is unable to draw any firm conclusion on the appropriateness or otherwise of the apportionments. However, it acknowledges that some apportionments to new populations do appear to be higher than might be expected based on the information provided. The Panel is not in a position to suggest appropriate apportionments and submitters have not attempted this.

The different way the apportionment exercise was explained in Appendix B to the Council's closing submission has not added a great deal of clarity to the Panel's understanding of the apportionments made.

In attempting to understand particular apportionments, the Panel has asked itself whether it can be confident that the apportionment should not be one category or apportionment ratio (from Table 5) in either direction from that selected by Ms Thompson. In many cases, the way the apportionments are explained does not provide the Panel the comfort it would like. Where there is doubt, it seems to the Panel that there could be an over apportionment to new populations.

On this basis, the Panel cannot confidently conclude that the apportionments are justified. The Panel draws this conclusion somewhat reluctantly and despite two requests for information which it had hoped would add a greater level of transparency to the outcomes proposed.

The Panel is, however, surprised that the apportionment to new populations deviates to the extent it does from the proportion they comprise of the total population at the end of the planning period. Having said this, the Panel accepts that apportionment based on the proportion of new and existing populations is too simplistic and that other factors have legitimately been taken into account. It notes that the overall apportionment proposed (67.1 per cent to the new populations) has a significant impact on the comparatively high open space levy that is proposed.

In drawing these conclusions, the Panel acknowledges that given the qualitative methodology used it is not likely that a non-expert Panel or submitters would be able to comfortably validate outcomes. However, because of the magnitude of revenue involved, the Panel considers that validation of the apportionment outcomes through a suitably structured peer review is required.

(iv) Conclusions

The Panel concludes:

- a qualitative, as opposed to quantitative, methodology to apportion costs between existing and future populations is appropriate
- the basis of and factors influencing the qualitative approach used to apportion costs are appropriate
- the apportionment of costs should be the subject of a suitably structured peer review.

4.4 Value of land required to accommodate future residents and workers

(i) Issues

The issues are:

- whether the methodology used to calculate the value of land required to accommodate the new population is appropriate
- whether that methodology has been appropriately applied in calculating the value of land required to accommodate the new population.

(ii) Evidence and submissions

The value of land required to accommodate the new population is the denominator in the contribution rate calculation equation. The Contributions Report describes how the denominator was established:

The resident and worker population forecasts and the dwelling and non- residential floor space forecasts were apportioned spatially to the open space planning precincts based on the City of Yarra's forecast data. This provided the starting point for determining how much land would be needed to accommodate the forecast increases. The value of land estimated to redevelop was determined using site values based on Council's property rate valuations, as the public open space contribution rate is applied to site value only.⁶¹

Dr Eagleson, an expert in spatial modelling and author of the technical document titled 'Data for Residential and Non-residential Development to assist calculation of the Public Open Space Contribution Rate' (Document 8), gave evidence for Council on the methodology that she applied to determine the denominator. This involved:

- developing a model to estimate the land area required to support residential and employment growth in the City of Yarra small areas 2016 – 2031; and
- sourcing land valuations data from the City of Yarra and aggregating this data within a Geographical Information System (GIS) into the required spatial units to support the City of Yarra Open Space Strategy.⁶²

Dr Eagleson's evidence considered the impact of COVID19 on each of the inputs to the denominator calculation. She stated that the key impact of the pandemic was that development would likely be slowed in the short term (2022-2023) after which forecast growth is likely to resume, with the result that population forecasts for 2031 would be more likely to be achieved by 2034 or 2035. She said that for a range of other inputs, it was too early to predict what the longer-

⁶¹ Contributions Report, p. 10.

⁶² Document 26, p. 5.

term impact would be. The impact of the pandemic on the denominator calculation was not raised as a key issue at the Hearing and is dealt with more generally in Chapter 3.4.

The PPP group of clients took issue with two aspects of how Dr Eagleson had applied the methodology:

- how the population forecasts had been apportioned spatially to the open space planning precincts
- the use of 2016 median site values.

On the first point, Mr Gobbo submitted that there was a mismatch between where Ms Thompson assumed populations would go, according to strategic documents, and where Dr Eagleson assumed they would go, according to her predictions of market forces and land values. Dr Eagleson stated under cross examination that in terms of the spatial mapping exercise, she had looked at sites where development (or growth) would occur based on capacity and market forces rather than where proposed open space would occur based on relevant strategic planning documents.

On the second point, Mr Gobbo submitted that the costs in the denominator had been undervalued because median site values, assessed according to 2016 values, for the most undeveloped sites within Yarra had been used. He argued that the site values on which the contribution amount will be calculated when subdivision occurs will be higher than the 2016 values used in the calculation not only due to the passage of time, but also because site values of these undeveloped sites will go up once purchased for redevelopment, rise again when developed, and rise further when a subdivision permit is granted and a valuation done for the purposes of the subdivision contribution. Undervaluing site values in this way, he submitted, reduces the denominator, which in turn increases the overall contribution rate. He stated that an allowance could have been made for this undervaluing using, for example, evidence from an expert valuer.

Under cross examination and re-examination, Dr Eagleson gave evidence that the 2016 median site values had been used because:

- median values are more reliable (than average values)
- the 2016 values had been formally adopted and were the most authoritative available, as opposed to the 2018 values which were only pending and had not been formally adopted by Council at the time (and which she acknowledged would generally be higher than the 2016 values) and matched the census figures.

Under cross examination, Dr Eagleson generally agreed that the site value of land being developed would generally rise over time and as it was developed.

This part of the Mr Gobbo's submissions was supported and adopted by Piedimonte.

(iii) Discussion

The Panel notes that the overall methodology used to calculate the total site value of the land forecast to be developed (the denominator) itself was not seriously challenged at the Hearing. Rather, the key issues raised were about the application of the methodology.

It is not clear to the Panel what impact the suggested spatial 'mismatching' of forecast populations to precincts would have on the relevant site values and the denominator calculation. This was not drawn out in any of the submissions and in the Panel's view, no compelling argument was advanced to overturn Dr Eagleson's calculations.

In terms of the use of 2016 median values, the Panel acknowledges the arguments advanced by Mr Gobbo that at the time any given contribution is actually calculated, the site valuations will be higher than the 2016 median values used to calculate the rate. It is also accepted that it would be possible for the Council to have made an appropriate adjustment to the denominator on this basis. However, if such an adjustment exercise were to be undertaken, a similar exercise would need to be undertaken for other inputs to the rate calculation. If this had occurred, the Panel considers that each of these variations would most likely have been challenged and various competing adjustment methods or amounts put forward by relevant experts. There would also be the question of exactly what date the adjustment should be made up to and any date chosen would have an element of arbitrariness. On the basis that the majority of data informing the rate calculation has been taken as at 2016 (based on the most recent census data available at the time the relevant work was undertaken), the Panel is satisfied that the 2016 data set for site values is appropriate.

The Panel accepts Dr Eagleson's evidence that the use of the median values is most appropriate and notes that the use of the median (as opposed to the average, for example) is a common approach in this type of exercise.

(iv) Conclusion

The Panel concludes that the methodology used to calculate the value of land required to accommodate future residents and workers is appropriate and has been appropriately applied.

4.5 Recommendation

The Panel recommends:

Replace the 30 per cent allowance added to Capital Improved Value of land with 10 per cent, in calculating the cost of land to be acquired for future open space, in the calculation of the open space contribution rate.

5 Issues arising in calculating and applying the open space contribution

5.1 Proposed approach to acquiring land

(i) The issues

The issues are:

- whether the proposed approach to acquiring land required for open space is realistic
- whether the heavy reliance on acquiring land required for open space on the open market is appropriate
- whether the potential conversion to open space of publicly owned land has been given sufficient weight in the approach to acquiring land
- the role of PAOs in acquiring land for open space.

(ii) Evidence and submissions

The Technical Report states that the land required to deliver the YOSS will be acquired through a range of mechanisms:

- as a land contribution as part of future subdivision of land for large development sites
- conversion of Council-owned land from its existing use to open space
- conversion of land owned by another government agency to open space
- purchase of undeveloped land
- purchase of developed sites where no other opportunities are available.

Council submitted that its reliance on land acquisition on the open market as a key strategy for delivery of the YOSS is entirely appropriate because insufficient land will become available to deliver the YOSS from land contributions and land conversions. The Contributions Report refers to the experience of councils in inner and middle ring suburbs needing to purchase private land at market rates to meet the open space needs of forecast populations due to the limited number of redevelopment sites large enough to provide usable land contributions and that there are limited opportunities for Council-owned sites to be converted due their limited availability, size and location.

The evidence and submissions relating to repurposing of public land has been discussed in Chapter 4.1.

The Contributions Report states that Council is not proposing to use the PAO to purchase property to deliver the YOSS. Ms Thompson's evidence was that the PAO could be used by Council to acquire land for open space, but only after Council had undertaken a more detailed assessment at a sub-precinct level to identify potential land that meets the criteria for new open space (Table 5-2 in the Technical Report). Once this had been done, Council could prepare an action plan for each sub-precinct which would include various options including introducing a PAO over relevant land. Ms Thompson said that Council would be able to acquire the new open space in the sub-precincts identified to deliver the YOSS and that the timing of the acquisition and establishment of new open spaces would become clearer once the detailed assessment had been undertaken. She explained that the reliance on purchase on the open market is *"based on the understanding that*

*there are only a limited number of redevelopment sites are large enough for the land contribution deliver suitable land contributions as open space”.*⁶³

Mr Milner stated:

The identification of land at an early stage assists the affected landowners and others in the vicinity to make informed decisions about the use and development of their land.

Early ‘reservation’ also enables control of the use and development of land that will eventually be acquired, including insofar as all further use, development, or subdivision of the land will generally require a planning permit and permit applications must be referred to the acquiring authority.⁶⁴

Council submitted that delaying the imposition of PAOs until it had more clarity or certainty around which properties would be purchased would avoid “*significant uncertainty and angst for landowners and the community*”, particularly when PAOs are in place for long periods of time.⁶⁵ In contrast, Mr Gobbo submitted that uncertainty would be created by the existence of the YOSS (and associated documentation) itself because it generally identified the areas where open space would be delivered and properties acquired.

Mr Shipp stated that the lack of the use of PAOs in the YOSS was a factor in his view that the YOSS is ‘speculative’. In his opinion, the acquisition strategy of the YOSS was not guaranteed to be successful, and even if successful, would take a long time to achieve which could push acquisitions outside the timeframe of the YOSS. Mr Shipp said this was inequitable because developers were being asked to pay for open space that may never be delivered or would be delivered outside the timeframe of the YOSS.

Mr Shipp also considered that there is a ‘mis-alignment’ between the YOSS’s heavy reliance on the acquisition of ‘improved’ properties and the stated strategy for land acquisition which places acquisition of developed properties on the open market as the last option. In his opinion, the other methods identified in the YOSS are more practical to implement. Under cross examination by Ms Brennan, Mr Shipp stated that he accepted that land acquisition would be required to deliver the YOSS.

(iii) Discussion

The Panel considers that Council has taken a realistic and measured approach to the way in which it intends to acquire land to deliver the commitments of the YOSS. The Panel agrees that the Council will face considerable difficulties in acquiring suitable areas of open space using land contributions and repurposing of either Council-owned or other public land. As noted in Chapter 4.1, the Panel acknowledges the evidence of Ms Thompson and the submission of Council that the ‘low hanging fruit’ with respect to repurposing of public land has to an unknown degree been harvested in implementing the 2006 strategy and that it would not be appropriate for Council to rely too much on this method of acquiring land for open space. It considers that most larger development sites in Yarra have already been developed. For these reasons, the Panel considers that the acquisition of developed land on the open market, as the final method proposed by Council if other opportunities are not available, is appropriate and that the Council will need to rely heavily on purchasing privately held land on the open market to deliver the YOSS.

⁶³ Document 25, at [3.7.6].

⁶⁴ Document 29, at [28]-[29].

⁶⁵ Document 75, at [52].

The Panel notes the concerns of submitters about the challenges facing Council in acquiring and delivering open space on the scale contemplated by the YOSS. In this regard, the Panel notes the exhortation in *Open Space for Everyone* to be bold in planning for open space across metropolitan Melbourne.

The Panel supports Council's approach of not applying the PAO to land until it has properly assessed all potential land that meets the criteria for new open space in each precinct and whether a PAO is the most appropriate option. However, if a PAO is to be used, it should be applied as early as possible once that decision is made to ensure that the land is not further developed in a manner contrary to its future use as open space and potentially thereby increasing the compensation payable under the compulsory acquisition process.

(iv) Conclusions

The Panel concludes:

- the proposed approach to acquiring land for open space is measured and realistic
- the heavy reliance on acquiring land for open space on the open market is appropriate
- the potential conversion and use of publicly owned land has been given appropriate consideration
- it is appropriate for the Council to wait until it has identified properties for acquisition before applying PAOs to land.

5.2 Municipal-wide contribution rate

(i) The issues

The issues are:

- whether the appropriate principles have been applied in choosing to apply a single, municipal-wide rate
- whether a differential open space contribution rate can and should be applied
- whether the use of a single, municipal-wide contribution rate is appropriate.

(ii) Evidence and submissions

The Contributions Report states that the proposed uniform rate provides "*municipality consistency, policy neutrality and perceived equity*".⁶⁶ Further:

The single public open space contribution rate is considered to meet the equity principle because a uniform rate provides an even benchmark, with clarity and simplicity about what the rate will be. All subdivisions are treated equally, the principles of need, nexus, accountability and equity having been established in the setting of the rate.

As the public open space contribution is determined as a per centage of the land or a per centage of the site value of such land, the actual land or cash contribution will vary, depending on the circumstances of the site.⁶⁷

Ms Kay gave evidence that applying a uniform rate across the municipality as a per centage of land value is fair. She said that it results in differing amounts paid by developers where a higher site value is likely to result from a higher density development. In addition, Ms Kay stated that a uniform rate is equitable because:

⁶⁶ Contributions Report, p. 5.

⁶⁷ Contributions Report, pp. 5-6.

Everyone will benefit from the new open space reserves as well as the improvements to existing reserves. Even precincts with a smaller number of open space projects will benefit from the public open space expansions and improvements in other parts of the city. There is less likely to be cross over demand from precincts where there is a large population increase if their local open space needs can be met within their own precinct.⁶⁸

In Ms Kay’s view, equity in the rate also includes consideration of making open space accessible to everyone in the municipality and that there is equity in distributing costs across the municipality in an even-handed way. She noted that *Open Space for Everyone* has a focus on “*more equitable access to open space across metropolitan Melbourne*”.⁶⁹

In her written evidence, Ms Kay provided a table which set out the results of her re-calculation of the rate on a precinct basis (reproduced here as Table 6).

Table 6 Open space contribution rate by precinct

Precinct	Total costs	SV of land to be developed	Open space contribution rate
Abbotsford	\$7,855,198	\$286,757,014	2.7%
Carlton North - Princess Hill	\$523,066	\$23,588,482	2.2%
Central Richmond	\$28,448,433	\$500,779,083	5.7%
Clifton Hill	\$1,024,000	\$68,930,172	1.5%
Collingwood	\$98,738,008	\$815,247,821	12.1%
Cremorne, Richmond South, Burnley	\$117,244,876	\$635,975,223	18.4%
Fairfield - Alphington	\$3,385,294	\$22,555,590	15.0%
Fitzroy	\$49,041,076	\$717,813,963	6.8%
Fitzroy North	\$11,123,980	\$158,903,603	7.0%
North Richmond	\$65,151,838	\$558,687,669	11.7%
City of Yarra	\$382,535,769	\$3,789,238,620	10.1%

Source: Expert evidence of Ms Kay, Document 24, [86]

Ms Kay opined that the differential in the highest and lowest rates, 1.5 per cent in Clifton Hill to 18.4 per cent in the Cremorne, Richmond South and Burnley precinct, would raise new equity issues and cancel out the benefits of a municipal-wide rate.

When cross-examined about a precinct-based rate, Ms Kay accepted that under a precinct-based rate, an area with a lower need would have a lower contribution rate but pointed out that, in her opinion, the context for the two-rate approach in *Melbourne C209*⁷⁰ (which was based on different levels of forecast growth) was very different to that in Yarra, because Melbourne has well defined very high growth areas and other areas with very limited change expected and this is not the case in Yarra. She did not agree with Mr Walker’s proposition that there was a similar difference in Yarra between high growth areas and low growth areas that could justify two (or possibly three) different rates. Her evidence was that Yarra’s expected growth across the municipality does not

⁶⁸ Document 24, [124].

⁶⁹ Document 24, [34].

⁷⁰ Melbourne C209 [2014] PPV 116.

have enough differential in terms of land use development and level of transformation for such an approach, and Yarra has a very different planning framework to that in Melbourne.

Mr Milner stated that the YOSS methodology, did not support a uniform, municipal-wide rate.

Mr Shipp stated that he did not support a single, municipal-wide rate, but his reasons focussed on whether the rate should be applied to both residential and non-residential land uses alike. Under cross examination, Mr Shipp stated that he did not believe that equity required a split rate between high growth and low growth areas.

Mr Black's evidence was that that a municipal-wide flat rate had not been adequately justified by the YOSS and was inequitable. In his opinion, a uniform rate is simple, but that does not necessarily mean that it is equitable. Mr Black took issue with the result of applying a flat rate, being that:

... developments in areas with abundant open space will be left paying disproportionately for open space in other parts of the municipality, [and] which its future residents or workers are likely to receive little to no benefit.⁷¹

He pointed out that about 80 per cent of forecast dwellings will be in Alphington/Fairfield, Richmond, Collingwood, Cremorne/Burnley and Abbotsford but that other suburbs with significantly less growth will end up paying more to reduce the amount paid by the higher growth suburbs. He said different rates should be applied to different precincts to reflect the public open space needs of each precinct more accurately and questioned why the detailed work in assessing the anticipated growth and open space needs on a precinct basis in the background documents to the YOSS had not flowed through to the rate.

Mr Black stated that it is not unusual to have a rate that varies, with different rates attaching to different circumstances including different levels of projected growth. He described the flat rate as a 'blunt instrument' and gave evidence that the background work undertaken by the Council supported a differential, or precinct-based, rate.

However, when cross-examined by Ms Brennan, Mr Black accepted that a precinct-based analysis does not necessarily result in a precinct-based rate. His evidence was that while he supported a 7 per cent rate for Fitzroy North, as set out in Table 6, he did not support a consequential rate of 18.5 per cent for Cremorne, 15 per cent for Fairfield, 12.1 per cent for Collingwood or 11.7 per cent for Richmond. He did not expect the rate in Clifton Hill to be 1.5 per cent. When Ms Brennan put to Mr Black that despite his expert witness statement saying so, he did not actually support a precinct-based approach, Mr Black replied that the planning for these areas was wrong. However, Mr Black retracted this when Ms Brennan pointed out that he had previously agreed that he had no criticism of the Actions, costings and apportionment in the YOSS and associated documents. Mr Black then stated that the gap analysis was incorrect.

When questioned by the Panel, Mr Black clarified that his evidence was that the methodology of the YOSS is sound, but its application went awry in the application of the methodology in the gap analysis. He added that, in his opinion, Yarra's planning framework provides clear statements about the differences between different areas within the municipality and applying a differential rate in a similar manner to Stonnington would produce a fair result. He acknowledged that a lot of the background work had been done by Council but thought Council could undertake further work to distinguish areas where growth is encouraged and where it is not (and potentially areas of

⁷¹ Document 31, [17].

medium growth), based on the work already undertaken, which could then be used as the basis for the application of differential rates.

Council submitted that Mr Black's evidence in this regard was "*simply untenable*"⁷²:

He cannot, on the one hand, advocate for a 7% rate for his client's precinct, on the basis of the precinct-based approach founded on the work done for the YOSS; and on the other hand, refuse to accept that it is consequently appropriate to accept much higher rates than 10.1% in the precincts that generate the most demand for new open spaces.⁷³

Council submitted that the Panel should give no weight to this aspect of Mr Black's evidence.

Council submitted that the adoption of a flat rate is equitable:

because all subdivisions captured by the Schedule to Clause 53.01 pay the same rate (whether in cash or land) regardless of location, and regardless of whether that location is or is not already well served by open space.⁷⁴

Council argued that this approach avoids the *inequitable* outcome where a development in a precinct where there is less need for new open space than others obtains an economic advantage through having to pay a lower contribution while still contributing to the population growth in the area. Council accepted that imposition of a single, municipal-wide rate would result in some cross-subsidisation within precincts and across the municipality. In its closing submission, Council also referred to several parts of *Open Space for Everyone* to argue that open space planning must encompass and be accessible to everyone. Council highlighted that in relation to funding models, *Open Space for Everyone* recognises the need to update funding and financing models and that the strategy states that "*funding arrangements must result in equitable access to quality open space for all Melburnians*".⁷⁵

Council relied on previous Panel reports including *Monash C148*⁷⁶ in which the Panel accepted that a council can validly adopt a single planning unit for the purposes of collecting a contribution under Clause 53.01:

The effect of a single planning unit is that future development in areas with adequate existing provision [for open space] may subsidise expenditure in areas where provision is poor.

...

The Panel notes that the concept of cross-subsidy is effectively built into the provisions of Clause 53.01 because it provides no direction on where the funds collected should be spent [and the] ... Panel agrees that, notwithstanding higher growth is expected in some areas of the municipality over other areas, the allocation of funds raised through an open space contribution is a matter for Council through its budget process.⁷⁷

In this respect it also relied on *Melbourne C209*⁷⁸ in which the Panel stated:

... the Panel considers that to ... conclude that because the Amendment may be inequitable to specific properties means that the Amendment must fail on equity grounds is overly simplistic and fails to accord any weight to the strategic view being taken by Council in the [Open Space Strategy].⁷⁹

⁷² Document 135, [117].

⁷³ Document 135, [118].

⁷⁴ Document 34, [125].

⁷⁵ Document 135, [20].

⁷⁶ *Monash C148* [2020] PPV 23.

⁷⁷ *Monash C148* [2020] PPV 23, p. 24 of 40. Refer to Document 34, [65].

⁷⁸ *Melbourne C209* [2014] PPV 116.

⁷⁹ [2014] PPV 116, pp. 44 - 45 of 68.

In oral submissions, Ms Brennan took the Panel to a range of provisions of the Planning Scheme which direct and encourage growth in various parts of the municipality. Council submitted that, unlike the City of Melbourne, Yarra does not have a clear delineation between areas for urban renewal and stable residential areas, but rather has some established areas with growth areas scattered throughout the municipality. For this reason, it was submitted, the Melbourne approach is not appropriate in Yarra.

Overall, Council submitted that a municipal-wide rate was justified given the following two factors:

- the significant benefits of a simple, clear, and easily applied flat rate approach; and
- the significant implications for development in areas with high growth and minimal (or no) existing open space of taking a precinct-specific approach where the contributions rates would be far more than 10 per cent.

Mr Walker submitted that a uniform contribution rate across the whole municipality would be inequitable, giving the following example:

Fitzroy North is already well served by open space and it is unreasonable to impose a relatively high contribution requirement to offset public open space upgrades for other areas within the municipality that are poorly served by public open space and that require significant upgrades. The amendment should provide a more sophisticated demand assessment for areas within the municipality where public open space upgrades are required, and adopt a suburb / precinct approach to contribution rates.⁸⁰

Along similar lines, Urban Development Institute of Australia (Victoria) (UDIA) submitted that the contribution rate should not apply as a 'blanket rate' to the entire municipality but should instead *"be varied for individual areas within the municipality, having regard to the open space available and the specific and projected needs of the future population in such areas"*.⁸¹ It argued that in this sense there should be a nexus between the areas that require public open space and those who pay for it, and recommended to the Panel the approach taken in Stonnington where broad areas were allocated differing rates reflecting the open space needs in those different areas. When questioned by the Panel, Mr Vorchheimer for the UDIA appeared hesitant to accept the high rates that a precinct-based approach (based on Table 6) would entail and suggested that the Council should cast the net differently to smooth out the results (as in Stonnington).

Mr Pitt submitted that while there will be a level of cross-subsidy as a result of applying a uniform rate, it is a matter of degree and where the divergence in outcomes becomes too great a flat contribution rate across the municipality is *"simply unfair and inequitable"*.⁸² He also contended that the argument about avoiding over burdening development in shortfall areas applies equally to well-provisioned areas if the contribution rate is uniform. He submitted that a flat rate is not simple, clear or easily applied as asserted by the Council because site values are assessed on the basis of differing facilities, location, topography and built form context within 12 months of statement of compliance under the *Subdivision Act 1988* and that just because a rate is equal does not mean that it is equitable. Porta's concluding position was that Fairfield should be excluded from the Amendment and continue to be subject to the current contribution rate of 4.5 per cent.

In response, Council submitted that to exclude Fairfield from the new, municipal-wide rate would result in an inequity for the balance of the municipality. In its closing submission, Council provided a table that set out the proportions of the total expenditure proposed by the YOSS POPC for each

⁸⁰ Document 127, p. 1

⁸¹ Document 53, [3.1].

⁸² Document 129, [9.70].

precinct (as a per centage of the total, and as a per centage of the apportionments to each of the new and existing populations). Council submitted that the table demonstrated that the expenditure proposed for Fairfield is only 1.19 per cent of the total cost of the YOSS, and only 0.96 per cent of the total cost apportioned to the new population. It submitted:

The point that Council seeks to make is that the YOSS does not overprovide for upgraded open space in Fairfield. The provision for Fairfield is less than 1% of the total costs apportioned to the new population. The vast majority of the costs of the YOSS relate to precincts that are underserved by open space, and where most development is expected to occur. In Council's submission it is entirely appropriate for the POSC to be levied at the municipal level so that the load is shared across the whole municipality, rather than disproportionately charging those precincts that, by contrast to Fairfield, do not benefit from substantial provision of open space, by accident of history.⁸³

The Housing Industry Association submitted that to apply a flat rate *"regardless of the differences in 'need' within the municipality would set an undesirable precedent"*.⁸⁴

A number of submissions asserted that the municipal-wide, flat rate was not justified. DCF Developing Group Pty Ltd and JCL Prime Development Pty Ltd submitted that a blanket contribution rate is unjustifiable because *"it overlooks significant site-specific contextual factors, such as easements and other site constraints that may affect yield of development"* and raised concerns about equity issues.⁸⁵

(iii) Discussion

The Panel considers that, while a consideration, the benefits of a simple, clear, and easily applied municipal-wide rate approach only take the matter so far.

The Panel has given considerable thought to whether a precinct-based approach would be more appropriate. However, the Panel is concerned that if differential, precinct-based rates were used, such as those in Table 6, there would be too high a burden on development taking place in some areas. While some experts and submitters were willing to accept a precinct-based approach for precincts where the rate would be in the middle of the rate range, there was little acceptance that the higher (or lower) rates were reasonable. The Panel is concerned that the level of disparity in contribution rates resulting from a precinct-based approach may have unintended consequences such as pushing development into other areas, preventing development of the areas with the highest rates or other impacts which have not been fully debated before the Panel and are not considered in the background reports.

The Panel has carefully considered whether a middle ground could be found as suggested by some submitters (for example, UDIA). It notes that the Stonnington approach recommended to the Panel applied a two-tiered approach, where a 5 per cent contribution rate was applied to areas in the east of Stonnington which had significantly greater areas of existing open space and 8 per cent applied to the three remaining suburbs (in the west) where the open space needs were greater and the highest population growth was set to occur.⁸⁶ The Panel considers that there is insufficient evidence before it that there is a similarly clear distinction between suburbs or

⁸³ Document 135, [126]. Council also submitted that since the calculations in the YOSS, Porta had lodged a planning permit application that would potentially bring more than 500 residents, and an additional number of workers to Fairfield, if approved, and which is far in excess of the 57 new residents on which the YOSS assessment is made: Document 135, at [135].

⁸⁴ Document 50, [12].

⁸⁵ DCF Developing Group Pty Ltd submission, p. 3. JCL Prime Development Pty Ltd submission, p. 3.

⁸⁶ *Stonnington C186 (PSA) [2015] PPV 9* referred to in Document 53, [3.6].

precincts in Yarra to support a two-tiered approach such as in *Stonnington C186* (or *Melbourne C209*). Instead, the Panel found the case presented by Council, backed by Ms Kay's evidence, that the growth areas in Yarra cannot be easily separated but instead are dispersed within suburbs and precincts, to be convincing. This is particularly so when considering the location of Major Activity Centres and Neighbourhood Activity Centres together with projected spatial distribution of the residential population in the *Yarra Housing Strategy 2018*. In this respect, the Panel notes Mr Black's evidence that under the Yarra Housing Strategy, approximately 80 per cent of the total planned dwellings forecast will be in the suburbs of Alphington/Fairfield, Richmond, Collingwood, Cremorne/Burnley and Abbotsford. However, this point takes no account of where worker populations will be accommodated.

The Panel considers that while not like Melbourne with its large, spatially discrete areas of new urban development and the balance of the municipality being largely minimal change (with some exceptions), there are, nonetheless, notable differences between precincts in Yarra in terms of how well they are currently provisioned for open space and where population growth is expected to occur. These differences do result in some inequity when applying a single, municipal-wide rate, not just on a property-by-property basis, but more generally at the precinct level. The Panel considers however, as did the Panel in *Melbourne C209*, some inequity to specific landowners and properties will not be fatal to the application of a uniform rate and that it is acceptable that there be some cross-subsidisation between areas or precincts.

Therefore, on balance, and mindful of the potential disadvantages of a precinct-based approach and the absence of a better model before it, the Panel considers that it is appropriate to take a municipal-wide, strategic approach to the setting of a contribution rate.

Unlike the existing open space contribution rate which only applies to residential development, the Amendment applies the uniform rate to both residential and non-residential development. The appropriateness of this was not seriously contested. Mr Shipp commented on it, as did Mr Milner but in the context of residential and non-residential resulting in different patterns of usage. The Panel accepts that the uniform rate should apply to both residential and non-residential land. It also notes that to an extent, this conclusion follows from the Panel's acceptance of an equal ratio for residential and worker needs, as discussed in Chapter 3.3.

(iv) Conclusions

The Panel concludes:

- the appropriate principles have been applied in choosing to apply a single, municipal-wide rate
- a differential open space contribution rate is not appropriate for Yarra
- the use of a single, municipal-wide contribution rate is appropriate
- the single contribution rate should apply to both residential and non-residential land.

5.3 Transitional provisions

(i) The issue

The issue is:

- whether the Amendment should provide for transitional provisions for development which is part way through the approval and development process at the time of approval of the Amendment.

(ii) Evidence and submissions

With respect to transitional provisions, Council submitted that:

... in the event there is an approved subdivision permit or an existing planning scheme provision (e.g. DPO) that contains a condition or provision specifying an open space requirement or per centage provision, that condition or provision will prevail, and the revised contribution rate of 10.1% would not apply⁸⁷

With respect to the reference to existing DPOs, Council tabled an updated version of the Schedule to Clause 53.01 (Document 60) at the Hearing and subsequently provided a further updated version (Document 139). This is discussed in Chapter 7.1.

Council submitted that for any existing permit for subdivision, the open space levy would be applied at the current rate of 4.5 per cent. No other transitional provision would be made.

Mr Gobbo submitted that a number of his clients had purchased land based on assumptions relating to costs likely to be incurred, including contributions to open space at the existing rate. Supporting this, he quoted the evidence of Mr Mackintosh who stated that in situations where development costs increase there would be downward pressure on land values. Where land has already been purchased, there is no opportunity for this to occur and, Mr Gobbo submitted, market pressures are such that the sale price of completed units cannot be increased to absorb increased costs. Mr Gobbo argued that in such circumstances transitional provisions should be applied and he suggested wording that could be added to the Schedule to Clause 53.01 to achieve this. He argued that the situation that these submitters find themselves is fundamentally unfair.

Mr Milner supported the inclusion of transitional provisions exempting any development that held a planning or subdivision permit at the time of approval of the Amendment, citing the case of the residential zones when a minimum garden area was introduced as an example of where this has occurred.

Similarly, Mr Black supported transitional provisions for development approved before the gazettal of this Amendment. He stated that it would have been unreasonable for Piedimonte to allow for a contribution rate of 10.1 per cent at the time the planning permit was considered by Council on 21 May 2020.

Mr Gobbo further submitted that special provision should be made for the Harry the Hirer site, for which DPO15 has been approved with a 4.5 per cent contribution, but for which no development plan had yet been approved. Mr Gobbo submitted that the Panel which considered DPO15 had effectively deferred the rate at which the open space contribution should be made to this Panel. It is currently proposed that the Harry the Hirer site contribute land as its contribution. The Panel was provided with an image that depicted proposed open space. Mr Gobbo submitted that if this Panel is so minded not to recommend a transitional rate, the Panel should recommend that any further contribution above the 4.5 per cent land contribution should be made by way of cash.

Mr Walker submitted that Piedimonte had obtained a planning permit while the Amendment was under preparation and that it was not fair or equitable to impose a 'retrospective development contribution.' He supported this on the basis that Piedimonte had applied for permit and undertaken project feasibility on the basis of a 4.5 per cent contribution for open space. He argued that the proposal was contrary to the principle that planning scheme amendments do not

⁸⁷ Document 34, [213]

affect existing development rights and cited Victorian Civil and Administrative Tribunal (VCAT) cases in support.

In its closing submission, Council submitted that the grant of a planning permit to Piedimonte does not give an accrued right to subdivide the property or to be issued with a statement of compliance. As a result, there is no sense in which the change to the contribution rate is being applied retrospectively.

Other submitters raising the issue of lack of transitional provisions were DPG Management Pty Ltd, Duke Ventures Pty Ltd, Zero Nine, and Fenwick 84 Pty Ltd, most commonly raising the unfairness of the lack of such provisions.

(iii) Discussion

The Panel notes that some changes to planning provisions are accompanied by transitional provisions but in other cases, including DCPs, transitional provisions are uncommon. The Panel acknowledges that this is a difficult position and understands the fairness argument where land has been acquired and costings undertaken based on a particular set of assumptions.

Three factors have influenced the Panel's consideration of this issue. Firstly, wherever the 'line' that separates development paying levies at a new, higher rate is drawn there will be perceptions of unfairness depending on which side of the line a particular development falls.

Secondly, choosing for example an approved planning permit as the cut-off for a levy at the existing rate, while superficially appealing, introduces complexities around amendments to that permit where they are later sought.

Thirdly, this Amendment, or at least the strategy which it implements, has been in preparation for a number of years and while the proposed rate may not have been known until relatively recently, prudent developers would have recognised that a significantly increased levy was likely and planned accordingly.

For these reasons, the Panel does not support providing transitional provisions other than those already provided for in the amended Schedule to Clause 53.01 (Document 139).

The Panel accepts the position of Council that there is no accrued right to subdivide implied by the grant of a planning permit and that as such there is no retrospectivity in applying the open space contribution rate in place at the time of subdivision.

With respect to the Harry the Hirer site, the Panel accepts Mr Gobbo's contention that the Panel considering DPO15 effectively deferred consideration of the appropriate rate at which open space is to be provided to this Panel. The Panel notes that the Yarra C223 Panel stated:

It would, however, be reasonable to tie the provision of public open space for this site to the controls at the point at which the site is redeveloped, so that if the Planning Scheme rate was to increase, the Proponent would be liable for a higher contribution.⁸⁸

The Panel sees no reason why the open space contribution rate in place at the time of subdivision should not apply to the Harry the Hirer site. However, the Panel accepts that at this stage of development it would be unnecessarily disruptive to require any provision above that provided for in development plans to be provided by way of extra land. For this reason, the Panel accepts Mr Gobbo's submission that any extra contribution should be made by way of a cash payment.

⁸⁸ Panel Report for Amendment C223 to the Yarra Planning Scheme, p. 48.

(iv) Conclusions

The Panel concludes:

- not including transitional provisions, other than those provided for, is appropriate
- any additional requirement above the open space provided for as a land contribution on the Harry the Hirer site should be made by way of a cash contribution.

5.4 Offsets for the provision of communal open space

(i) The issues

The issues are:

- whether the Amendment has adequately considered the contribution of privately held, communal open space
- whether there should be a discount, offset or credit for provision of communal open space in new developments.

(ii) Evidence and submissions

Porta submitted that private communal open space in new developments should be taken into account in the Amendment. It argued that if assumptions about the forecast population having a greater need for public open space than the existing population (for example, because the existing population is more likely to have a backyard than the forecast population) were valid, then an allowance for private or communal open spaces must be made.

Mr Gobbo submitted that communal open space for apartments, now a requirement of the Better Apartment Design Standards (BADS), should be factored into the consideration of the open space needs assessment and in particular, the apportionment between existing and future populations.

Piedimonte submitted that the Amendment should make provision for the public open space contribution to be offset, or a credit provided, if a 'very high standard' of on-site communal open space is supplied. It submitted that this could be built into the Schedule to Clause 53.01.

Mr Black stated that:

There should be provision to reduce the required rate where it can be demonstrated that the open space provided within a development will reduce the reliance on public open space (i.e. substantial communal open space)⁸⁹

Mr Black referred to the 217 square metre communal roof top garden that his client was proposing to deliver as part of the redevelopment of the Piedimonte site in North Fitzroy as an example of such a situation.

Under cross examination by Ms Brennan, Mr Black stated in relation to the proposed Piedimonte development:

- the development would lead to close to 150 new residents in addition to an increase in workers from the commercial part of the development
- to access the communal rooftop open space, some residents would have to take a lift down to Level 6, then walk along a corridor and take a second lift to the roof. Similarly, others would have to take a lift up to Level 6 and take a second lift to the roof. Residents

⁸⁹ Document 31, [221].

of the townhouses would need to enter the apartment building to access lifts to the rooftop⁹⁰

- the communal rooftop space would not be open the public, but Mr Black was not sure if it would be accessible to the workers in the commercial tenancies
- there was nothing to stop the rooftop open space being changed and there was no certainty or perpetuity (unless a legal agreement was in place to protect it) but changing the rooftop space would be unlikely because it would impact on the planning permit.

The UDIA submitted that the Amendment fails to adequately consider “... *the extent of restricted public open space or communally accessible private open space that would serve the open space needs of residents or workers in student accommodation, apartment, commercial, industrial or mixed-use developments*”.⁹¹

Relying on the evidence of Ms Thompson, Council submitted that there should be no discount, offset or credit for the provision of communal open space in developments. Ms Thompson stated that private open space can complement public open space but does not replace the need for public open space for the following reasons:

- Council has no influence over the protection and retention of the private open space on individual sites into the future. Over time, the private open space can be changed and redeveloped without consideration for the resultant impact this change may have on the public open space network. The private landowner can also restrict, change or place conditions on public access to private open space at any time. The purpose of the public open space is that the land is zoned for the purposes of public park and recreation and it is secured as a public asset into the future.
- Public open space has a range of important functions and roles that are articulated in the Strategy on pages 3 and 4. Many of these functions and roles are not achieved on private open space and public open space is an important part of the fabric of sustainable, social communities into the future. The City of Yarra encourages the provision and use of public open space as a place that is accessible to everyone irrespective of income level, cultural background, age, health and ability. The provision of open space and/or recreation facilities on private land does not necessarily provide for everyone.⁹²

Her evidence was that as a result, there should be no offset for private communal open space.

Under cross examination, Ms Thompson stated that communal rooftop areas were considered in her assessment, but not at a micro level, and more generally that it was fair to take into account the provision of communal spaces that would be available to workers and residents. She also accepted that communal areas can provide opportunities for the kind of activities associated with open space and make a contribution to the health and wellness of the workforce. However, Ms Thompson was firm in her evidence that communal open space that is open to the public does not replace the need for public open space because there is no certainty as to its availability to all of the public all of the time, and over the long term, or its condition over time. She gave an example of the possibility that the public may need to purchase a coffee in order to access the space and as a result the space might not be accessible to all. She confirmed that there had been no offsets for communal open space in this project.

⁹⁰ Council referred to *Piedimonte Properties Pty Ltd v Yarra CC* [2021] VCAT 428 which stated that Piedimonte had acknowledged that for 11 apartments out of 66, a resident would have to use three lifts to access the communal roof space, at [148].

⁹¹ Document 53, [8.1(e)].

⁹² Document 25, [4.3.1].

Council submitted that there is a qualitative difference in the type of open space provided in communal open spaces in private developments as compared the space in the public open space network. It submitted that communal open spaces on private land play a limited role in meeting some open space needs at certain times but are not guaranteed in perpetuity and are not *“an equivalent alternative to, and do not obviate the need for, new public open spaces as provided for in the YOSS”*.⁹³

Council submitted that the communal areas being required in multi-unit developments are relatively small and only required where there at least 10 dwellings⁹⁴ with the result that residents would still need to access public open spaces for activities such as walking the dog. Taking the proposed Piedimonte development as an example, Council submitted that the nature of the communal space with hard surfaces, no canopy trees, and noise from air-conditioning units which would be positioned there, meant that they were not a substitute for public open space and provide no assistance in combatting UHIE.

Council also submitted that communal open spaces in workplaces do not meet worker needs in terms of being away from work, do not provide areas for exercise and there is no canopy planting. Council submitted that such spaces are not enjoyed in perpetuity and provide no assistance in combatting UHIE. The limited benefits they do provide do not justify a discount or lower rate.

Porta challenged the position that communal open spaces would not provide canopy planting and assist to combat UHIE, referring to Clause 58 requirements for solar access, deep soil planting and setbacks that would apply. Mr Milner stated that the maximum amount of communal open space required under Clause 58.03 is smaller than the average size of a small local park and there is no certainty that such spaces would allow for the planting of canopy trees. He said that while an appropriately designed communal open space could contribute to managing urban heat island effect, there was no guarantee that it would do so.

In its closing submissions, Council rejected Piedimonte’s submission that a credit should be applied if a ‘very high standard’ of communal open space was provided in a development as being unworkable and too subjective, questioning how ‘very high standard’ would be assessed. It submitted that such an approach would place an unreasonable burden on Council in its application and would lead to significant challenges. It also questioned what would happen if a credit were given for a high quality communal open space which degraded over time due to lack of upkeep, given Council would have no ability to upgrade that open space or to require the owner to upgrade it, and no mechanism to require the owner to pay back the credit. Council also submitted that such an approach does not find any support in the Subdivision Act, the Planning Scheme, or PPN70.

(iii) Discussion

The Panel accepts that while communal open space is now required for certain developments, there is no certainty as to the quality, form and benefits that such communal open space will provide either to the development’s residents and/or workers, or to the wider-public (if any). There is also no guarantee that the open space will be maintained and Council has no way of monitoring or controlling this. Council could require the developer to enter into a legally binding

⁹³ Document 75 [68].

⁹⁴ The Panel notes that Clause 58.03-2 currently requires between 30 and 220 square metres depending on the number of dwellings, 30 square metres of which is required to be outdoors.

agreement, including a section 173 agreement, to secure the communal open space but no argument that this should be required for every communal open space was advanced by submitters (or at least for communal open space that would receive a 'credit'). Accordingly, it would be inappropriate for Council to rely on communal open space as a permanent part of its open space network.

Further, the type of communal open space provided in multi-unit developments generally is of a different nature to that sought to be provided in the public open space network. Importantly, communal open space is not provided based on it being easily accessible by all in the sense required under *Open Space for Everyone*. The Panel considers that the proposed Piedimonte communal open space is a good example of this as it will not be open to the public and it was unclear whether workers from the commercial tenancies would have access. Considering the indirect routes for many residents to the rooftop (three lifts for some), there may be barriers to it being accessed even by the residents of the development itself.

Clause 58.03-2 currently requires at least 30 square metres of communal open space to be outdoors but also Mr Milner's evidence that communal open spaces are not required to be such as to allow for the planting of canopy trees. While tree planting, including canopy tree planting, is possible, the Panel does not believe that communal open spaces provide the same opportunities for tree planting (in terms of number of trees and size of trees, for example) as the open space network. This, together with the likelihood that many communal open spaces will have hard surfaces rather than grass and could be fully or partly covered (such as in office building atriums or laneways), leads the Panel to the conclusion that while communal open spaces could provide some assistance against UHIE, in general they will not provide very much assistance in this regard, and it is not guaranteed.

The Panel considers that the range of activities in such areas is more limited than in the open space network.

Therefore, the Panel agrees with Council's submission that there is a qualitative difference in the type of open space provided in communal areas and accepts the evidence of Ms Thompson that these types of spaces do not replace or obviate the need for public open space.

The Panel also accepts Council's submission that the idea of an 'offset', 'credit' or 'discount' for communal open space of a 'very high standard' would be very hard to administer and place an unreasonable administrative burden on it. The Panel has no doubt that it would provide fertile ground for challenges. The Panel agrees that the concept of 'very high standard' is too subjective without any further guidance on the criteria according to which this test would be assessed and notes that no such criteria were advanced by submitters. The Panel notes the difficulties in assessing how much 'credit' or 'discount' would be given and that no evidence or submissions were received on this particular point or more generally on how the offsetting or credit would actually work in practice. As a result, the Panel does not accept the suggestion for an offset, credit or discount for the provision of communal open space.

(iv) Conclusions

The Panel concludes:

- the Amendment has adequately considered the contribution of communal open space
- it would be inappropriate for Council to rely on communal open space in new developments as a permanent part of its open space network

- there should not be a discount, offset or credit for provision of communal open space in new developments.

6 Impacts of the proposed open space contribution rate

6.1 Economic viability of projects and impact on housing affordability

(i) The issues

The issues are:

- whether the proposed contribution rate will have an unacceptable impact on the economic viability of proposed development projects
- whether the proposed open space contribution rate will lead to unacceptable impacts on housing affordability.

Because of the way submissions have been presented the two issues of project viability and impacts of housing affordability are addressed together.

(ii) Evidence and submissions

Council and the group of submitters represented by Mr Gobbo have approached these related issues from different perspectives: Council from the perspective of housing affordability and Mr Gobbo, drawing on Mr Mackintosh's evidence, on the impact of the increased levy on project viability and consequently its impact on housing affordability.

Council acknowledged that the increased open space contribution rate may have an economic impact on some developments in Yarra, where the land is already owned by the developer.

In his evidence, Mr Macintosh stated that there are three key variables in the development financial equation, being:

- the price which is paid for a development site
- the minimum margin that the developer requires for the project to be financially viable
- the price which the finished product will attract in the current market.

Mr Mackintosh stated that a developer will not proceed with a project with a development margin of less than 15 per cent, this being the level below which potential project financiers will not lend. Further, he stated that there is little upwards flexibility in the price for which a product can be sold due to the inherently highly competitive property market. He concluded that any increase in the open space levy would therefore flow through to a lower price being paid by the developer for a development site. Mr Mackintosh acknowledged under cross examination that one of the impacts of an increased open space contribution and downward pressure prices could be that some land holders would withhold development sites from the market.

Mr Gobbo submitted that a number of Mr Mackintosh's assumptions were questionable. Under cross examination by Mr Gobbo on the assumptions that he had made in the two case studies on which his expert evidence was based, Mr Mackintosh acknowledged that these assumptions vary from developer to developer and therefore impact the financial outcomes that might be achieved. They included costs such as insurance, the selling commission that might be paid, a range of other fees which might be applicable, and the development margin expected by the developer. He stated that he had taken a valuer's perspective and developers would take a range of different

approaches and use different assumptions. He stated that his assumptions were commonly used by valuers to ensure consistency in valuation approach. Mr Mackintosh confirmed under cross examination that a development margin of 15 per cent was a minimum needed to get finance but acknowledged that some developers would seek a higher margin where higher risks were involved.

Based on the evidence of Mr Mackintosh, Mr Gobbo contended:

If the projects don't happen, or landowners hold and don't sell, then supply goes down and prices go up.

In this way, there is a 'cost' to housing affordability by reason of the contribution.⁹⁵

UDIA submitted that the proposed increased open space contribution rate would impact housing affordability in Yarra. Based on an example development, it submitted that the proposed levy together with the recently approved DCP could add almost \$20,000 to the cost of an apartment.

The Housing Industry Association similarly submitted the increased contribution would have a significant impact on housing affordability. It cited indicative case studies sourced from the National Housing Finance and Investment Corporation which purport to show that developer contributions (including open space contributions) can add \$37,000 to \$77,000 to the cost of a dwelling in Victoria. This was not a Yarra specific example.

A number of other submitters listed the impact of the proposed increase in the open space levy on development costs and therefore impacting housing affordability as a reason for opposing the Amendment in their written submissions. These include: Millieu Property Pty Ltd, Outline JV Smith Pty Ltd, Nijon Nominees Pty Ltd, Dare Property Group Pty Ltd, Beulah International Holdings Pty Ltd, Salta Properties Pty Ltd, Goldfields Richmond Pty Ltd, Aheron Investments Pty Ltd, ACC Smith Pty Ltd.

Relying on the evidence of Mr Mackintosh, Council submitted:

Council does not, however, agree with submissions that the Amendment will have a significant adverse effect on housing affordability in Yarra. In Council's submission, the likely economic effect of the Amendment will not be to materially increase housing prices for the end purchaser by passing on the cost of the additional contribution rate or to reduce development margins for developers; the more likely outcome will be to reduce residual land values.⁹⁶

Further, Council quoted from the Panel Report for Amendment C137 to the Maribyrnong Planning Scheme which stated:

The Panel notes Mr Montebello's submission in reply in relation to housing affordability. The Panel agrees there is no evidence before the Panel of a substantive effect, and this it is difficult to conclude that the Amendment should be changed or abandoned on this basis. The submission does not fairly acknowledge that even if open space contributions do worsen housing affordability to some extent, again a point not proven to the Panel, then this should be offset over the life of a development or dwelling by improved quantity and quality of open space and its consequent positive effects on liveability.⁹⁷

A significant number of other submitters cited the negative impact of the proposed contribution rate increase on housing affordability as an issue of concern in their written submissions. These included the DJC Property Group Pty Ltd, Fortis Pty Ltd, Dare property Group Pty Ltd, Beulah International Holdings Pty Ltd, Vicinity Centres Ltd, JCL Prime Development Pty Ltd.

⁹⁵ Document 88 [207 and 208]

⁹⁶ Document 34 [166]

⁹⁷ Document 34, [84].

(iii) Discussion

Council and Mr Mackintosh both acknowledged that a development can be placed in a difficult position where land is already in the hands of the developer and there is no possibility of reducing the price paid for the development site. The Panel accepts this possibility and acknowledges that the financial viability of some developments currently underway may be adversely impacted by an increase in the contribution rate. There are a number of possible outcomes that could arise, but as they are not material to the Panel's conclusions they are not explored here.

Based on the information provided in Appendix A to Mr Gobbo's submission (Document 88), a significant number of the 22 sites covered by the submission have been held by the current owner for more than four years, and many, more than a decade. While the current owner may not be the developer and the arrangements between the developer and owner are unknown, it appears that not all current owners of land will be impacted in a way such that financial viability of the relevant project will be threatened. The Panel makes this observation based on the assumption that while the owner may have incurred significant holding costs, the increase in land values over significant periods in at least some cases, perhaps many, will exceed holding costs.

The Panel acknowledges that the project feasibility facing many developers is likely to be more complex than Mr Mackintosh's land valuation focussed case studies, a fact acknowledged by him.

It would be unwise for the Panel to conclude that the financial viability of some projects will not be under significant pressure if the open space contribution rate as proposed is approved. However, no evidence was presented to the Panel to convince it that this pressure will be such that a significant increase in the open space contribution rate cannot be supported.

With respect to housing affordability, the Panel acknowledges at the outset that this is a very significant, complex and on-going societal issue. Further, there is no agreement on the role of supply side and demand side contributors to the issue and therefore possible solutions. Nor is it this Panel's role to canvass those wider issues.

While accepting the broad thrust of Mr Mackintosh's evidence that an increase in the open space contribution is likely to put some downward pressure on the price paid for development sites, the Panel accepts that at least some of this increase may find its way into higher prices being paid for the finished product. How much is not known and likely to vary considerably given the complex financial calculations and risk assessment that accompanies development financing.

Consequently, the Panel accepts that there may be some negative impact on housing affordability, but how large is unknown. The Panel agrees with the conclusion drawn by the Maribyrnong C137 Panel that any negative impact on housing affordability must be offset against the undoubted increased liveability of the area resulting from increased or enhanced provision of open space.

No evidence was presented to the Panel that convinces it that any affordability impact is such that a significant increase in the open space contribution cannot be supported.

(iv) Conclusions

The Panel concludes:

- there may be some, but difficult to quantify, impacts on the financial viability of some projects where the land has been acquired recently
- there may be some, but difficult to quantify, impact on housing affordability

- neither of these impacts is demonstrably significant enough not to proceed with an increase to the open space contribution rate.

7 Statutory planning issues

7.1 Proposed changes to the Schedule to Clause 53.01

(i) Submissions and discussion

In addition to the proposed open space contribution rate, the revised Schedule to Clause 53.01 proposes contribution rates lower than the proposed rate for three sites as follows:

- Former Channel 9 site in Bendigo Street, Richmond (4.5 per cent)
- Former Amcor site in Heidelberg Road, Alphington (4.58 per cent)
- Former Fitzroy Gasworks site in Smith Street, Fitzroy (minimum of 8 per cent).

The Panel understands that these exceptions are the subject of agreements already in place under section 173 of the PE Act.

In the case of the Channel 9 and Amcor sites, some impacted landholders made written submissions to the Amendment but on the receipt of an updated Schedule (Document 60), each indicated that they were satisfied with the outcome, with some further minor change agreed by the Council. Consequently, these submitters indicated that they no longer wished to be heard by the Panel. The Panel accepts that the agreements in place are appropriate and makes no further comment in this regard.

In its closing submission, Council noted a further amendment to the Schedule to Clause 53.01 was required to ensure that the revised contribution rate applied to 'all other land'.

(ii) Conclusion

The Panel concludes that the exemptions to the proposed interim open space contributions rate set out in the Panel recommended version of the Schedule to Clause 53.01 at Appendix D are appropriate.

7.2 Public Open Space Contribution policy

(i) Submissions and discussion

It is proposed to replace the existing policy at Clause 22.12 with a new Clause 22.12 reflecting the YOSS. A number of submissions were made about the specific content of Clause 22.12, but these were generally in relation to broader issues associated with aspects of the YOSS or assumptions made in the calculation of the proposed open space contribution rate. These have been addressed in other sections of this report. As part of its Part B submission, Council tabled a revised version of its proposed Clause 22.12 to align its text with the evidence of Ms Kay and Ms Thompson (Document 45). No submissions were made making specific requests or recommendations to the wording of Clause 22.12 and the parties at the Hearing made no objection to the amendments suggested by Council. The Panel accepts Clause 22.12 as set out in Document 45.

(ii) Conclusion

The Panel concludes that Clause 22.12 should be adopted as set out in Document 45.

7.3 Recommendation

The Panel recommends to:

Replace the exhibited Clause 22.12 with the version at Appendix E

8 Interim open space contribution rate

As indicated in Chapter 4.3, the Panel has reservations about the apportionment of costs of open space projects between existing and new populations. These reservations are, however, held in the context of the YOSS not seriously being contested by submitters and which, in the Panel's view, is a generally sound open space strategy for Yarra. Further, all parties appeared broadly to acknowledge that Yarra's current open space contribution rate of 4.5 per cent and which applies to residential subdivision only, is inadequate to meet documented open space needs. The Panel believes that it has an obligation to keep the process moving towards a new and more appropriate open space contribution rate.

The Panel has considered two options:

- adjourn the Hearing indefinitely while further work recommended by it is undertaken and leave the existing open space contribution rate of 4.5 per cent in place
- accept the majority of the proposed Amendment, require some further work and recommend an interim open space contribution rate.

The Panel considers that concluding the Amendment as exhibited, subject to minor changes, is appropriate, and that an interim contribution rate (lower than that proposed) be set through a separate Planning Scheme Amendment, is the most appropriate way forward because it will generate at least some of the required revenue while further work is being undertaken. In recommending this path, the Panel notes that Mr Gobbo suggested that an option available to the Panel was to set an interim rate and recommend the Council do more work to justify a higher rate. Further, Council countenanced this possibility in its closing submission.

In Chapter 4.3, the Panel concluded that a peer review of the apportionment of costs between existing and future populations should be undertaken before a final open space contribution rate can be calculated and approved as part of this Amendment.

For these reasons, the Panel considers this to be an interim report on exhibited Amendment C286yara pending the completion of that extra work. A final report will be prepared after that work has been undertaken.

This Chapter sets out the rationale for an interim open space contribution rate proposed by the Panel, the process to be followed from here and the broad parameters for a peer review of the open space contribution rate calculation.

8.1 Process for setting an interim contribution rate

The Panel understands that an interim open space contribution rate can be introduced into the Yarra Planning Scheme, through a separate planning scheme amendment for which Ministerial approval can be sought under section 20 of the PE Act. This would be based on the interim rate recommended below and the Panel's conclusions that the YOSS and the large majority of the work undertaken in preparing it are sound.

After a peer review of the apportionment of open space project costs between existing and future populations, the Hearing for this Amendment will reconvene and finalise Amendment C286, with a recommended final open space contribution rate. This rate will be based on conclusions in this interim report and a recalculated contribution rate based on the reviewed apportionment of costs.

The Panel acknowledges that Council has the option of adopting the recommended interim open space contribution rate as the final rate without undertaking the peer review and ask the Panel to close the Hearing. In those circumstances the Panel would produce a brief final report acknowledging this.

8.2 Interim contribution rate

In previous Chapters, the Panel has considered factors which may have an impact on the quantum of the open space levy to be applied through the Schedule to Clause 53.01. Based on submissions and evidence, the Panel has identified only two factors which it considers should be varied significantly from that exhibited. Set out below are the Panel's conclusions on each of these as they input into the Panel's consideration of an interim open space contribution rate.

(i) Value of land to be developed for open space projects

As indicated in Chapter 4.1, the Panel does not accept that the allowance added to the average CIV in each precinct proposed by Council to cover the cost to it of acquiring land for new open space is justified. The Panel considers a 10 per cent allowance to be a fair amount to compensate Council.

Using a 10 per cent allowance, the total project cost across the municipality falls from \$566,079,822 to \$491,111,053.⁹⁸ In recalculating these costs, the Panel has not taken into account its recommendation in Chapter 3.3 that Action 7.5B-4 in Fairfield be deleted. This is because the deletion of this project is not likely to significantly impact the calculations and because the Panel regards these calculations as indicative only, in drawing a conclusion on the interim contribution rate.

(ii) Apportionment between new and existing populations

In Chapter 4.3, the Panel concludes that there is some indication that there may have been a higher than justifiable apportionment to new populations but is unable to conclusively determine that this was the case or what the level of over apportionment to new populations might be. It also concludes that it is not confident that apportionments might not be in the next lower apportionment category from that proposed, that is a 90/10 apportionment might be justified as an 80/20 apportionment for example. The Panel uses this as the basis to reduce the apportionment of costs to the new population for an interim open space contribution rate by 10 per cent.

In the revised POPC calculation tabled at the Hearing (Document 61), the overall apportionment to the new population was calculated at 67.1 per cent (\$379,973,479 divided by a total cost of \$566,079,822). The Panel reduces the apportionment to the new population by 10 per cent to 57.1 per cent.

The Panel acknowledges that there is no science behind this approach and that it is based purely on a pragmatic judgment by it to arrive at what it considers to be a fair and reasonable interim rate. The Panel leaves open that it may be convinced that a higher rate than the interim rate is a fair and reasonable final open space contribution rate. In coming to an apportionment of 57.1 per cent to new populations, the Panel has not attempted to reduce the apportionment on a project-by-project basis. To do so would risk attributing a higher level of science to this outcome than is

⁹⁸ See Document 117, Scenario 2 summary table on p. 17.

intended by the Panel. In saying this, the Panel acknowledges that it feels obliged to explain the basis of the interim rate it is proposing.

If 57.1 per cent of the reduced total project cost of \$491,111,053 is applied to the total value of the property that is to be developed for open space of \$3,789,238,620 (that is \$329,653,383 / \$3,789,238,620), an interim open space contribution rate of 7.4 per cent is generated.

8.3 Peer review

The Panel does not consider its role is to tightly specify the terms of a peer review of the apportionment exercise undertaken by Ms Thompson but does consider it appropriate to indicate some of the parameters of that review so that its expectations are met when the outcome of that review (if undertaken) is considered by the Panel.

The suggested parameters for the peer review are:

- The review should be undertaken by at least one suitably qualified person with open space planning experience.
- The review should be restricted to the apportionment of project-by-project costs between existing and new populations. Population forecasts and project costs should not be the subject of review.
- The qualitative methodology used in the apportionment of costs is acceptable and should not be the subject of review.
- The Panel concludes that the eight factors influencing the apportionment of costs listed in paragraphs 3.3.3 and 3.3.4 of Ms Thompson's expert witness statement (Document 25) and reproduced in Chapter 4.3 are acceptable and should not be the subject of review, although commentary on them and their relative importance could be considered.
- The extensive field work undertaken by Ms Thompson need not be repeated provided relevant records can be provided to the reviewer.
- Where the reviewer finds that the apportionment of costs is different to that proposed by Ms Thompson, the reviewer's recommended apportionment should be provided together with a clear rationale for the recommended change.

8.4 Conclusions

The Panel concludes:

- Council should prepare a new Planning Scheme Amendment which adopts the exhibited Amendment C286yara except for:
 - the application of an interim open space contribution rate of 7.4 per cent
 - the minor changes as set out in Appendices D and E
- Council should use an appropriate mechanism to submit this new Planning Scheme Amendment to the Minister for Planning for approval
- if the Council wishes to achieve a higher final contribution rate, Council should commission a peer review of the apportionment of costs between existing and new populations and subsequently request the Panel to reconvene the Hearing for Amendment C286 to allow the Amendment to be finalised.
- Council should use an appropriate mechanism to submit this interim position as a separate planning scheme amendment to the Minister for Planning for approval

- if the Council wishes to achieve a higher final contribution rate, Council should commission a peer review of the apportionment of costs between existing and new populations and subsequently request the Panel to reconvene the Hearing for Amendment C286 to allow the Amendment to be finalised.

8.5 Recommendations

The Panel recommends to:

Prepare and seek Ministerial approval under the *Planning and Environment Act 1987* for a new Planning Scheme Amendment which:

- a) includes an open space contribution rate of 7.4 per cent in the Schedule to Clause 53.01.**
- b) includes exemptions in the Schedule to Clause 53.01 as set out in the version of the Schedule at Appendix D.**

Commission a peer review of the apportionment of open space Action costs between existing and new resident and worker users of open space for the purpose of justifying a higher contribution rate than the interim rate recommended by the Panel.

Appendix A Submitters to the Amendment

No.	Submitter	No.	Submitter
1	Alison Clarke	30	Streets Alive Yarra Inc
2	Nicole Eckersley	31	Lendlease Apartments Pty Ltd as trustee for the Lendlease RL Richmond No. 2 Trust
3	Roisin Murphy	32	Milieu Property Pty Ltd
4	James Hanlon	33	UDIA
5	Angeline Sparks	34	Fortis
6	Candyce Presland	35	Glenville Developments
7	Amy Henson	36	Astrodome
8	Sam York	37	Piedimonte Properties Pty Ltd
9	Beth Anderson	38	Paul Cusmano
10	Aimee Mensink	39	Outline JV Smith Pty Ltd
11	Liam Skoblar	40	Nijon Nominees Pty Ltd
12	David Jorm	41	Dare Property Group Pty Ltd
13	Joel Wells	42	Caydon Property Group Pty Ltd
14	Leneen Forde	42(a)	Caydon Property supplementary submission
15	Sam Bailey	43	UEM Sunrise (Collingwood Development) Pty Ltd
16	Emmanuel Murphy	44	Porta Investments Pty Ltd (
17	Katerina Nemcova	45	Beulah International Holdings Pty Ltd
18	Dr Malachy Feeney	46	Salta Properties Pty Ltd
19	Xavier O'Shannessy	47	Zero Nine
20	Oliver Ramsay	48	Goldfields Richmond Pty Ltd
21	Daniel Inchincoli	49	288 Johnston Street Abbotsford Pty Ltd
22	Shawn Ashkanasy	50	Gurner TM
23	City of Darebin	51	Vicinity
24	Duke Ventures Pty Ltd	52	LPC 10 Nominee Pty Ltd
25	Alison Wirtz	53	Fenwick 84 Pty Ltd
26	Jane Brownrigg	54	JCL Prime Development Pty Ltd
27	Meredith Kefford	55	JCL Prime Development Pty Ltd
28	DPG Management P/L, Delpar Development Investments P/L	56	Aheron Investments Pty Ltd
29	DJC Property Group	57	Salta Properties

58	Development Victoria	65	Consulting Surveyors Victoria
59	Eva Fabian	66	David Balding
60	Alycia Ashcroft	67	DCF Developing Group Pty Ltd
61	Mary Keyser	68	U-Home Oceania Pty Ltd
62	ACC Smith Street Pty Ltd	69	The Marble House
63	Housing Industry Association Inc	70	Time and Place
64	Piccolo Investment Group Pty Ltd	71	Riverlee

Appendix B Parties to the Panel Hearing

Submitter	Represented by
Yarra City Council	Susan Brennan SC and Jordan Wright of Counsel instructed by Briana Eastaugh, solicitor of Maddocks Lawyers who called expert evidence on: <ul style="list-style-type: none"> - Open space planning from Joanna Thompson of Thompson Berrill Landscape Design - Public open space contribution framework from Esther Kay of Environment and Land Management Pty Ltd - Residential and non-residential development data from Dr Serryn Eagleson of EdgResearch - Development feasibility from Luke Mackintosh of EY Australia
Urban Development Institute of Australia	David Vorchheimer of HWL Ebsworth
Association of Consulting Surveyors	Gerry Shone
Housing Industry Association	Roger Cooper
David Balding	
Salta Properties Pty Ltd, Gurner, Milieu Property Pty Ltd, Goldfields (Richmond) Pty Ltd, Nijon Nominees Pty Ltd, UEM Sunrise (Collingwood Development) Pty Ltd, Napier Street Developments Pty Ltd, Aheron Investments Ltd, ACC Smith Street Pty Ltd, Piccolo Investment Group Pty Ltd, Riverlee, Outline JV Smith, DPG Hawthorn Pty Ltd	Jeremy Gobbo QC and Emma Pepler of Counsel instructed by Mark Naughton of Planning and Property Partners who called expert evidence on: <ul style="list-style-type: none"> - Town planning from Rob Milner and /or Alison Milner of Kinetica - Urban economics from Paul Shipp of Urban Enterprise
Piedimonte Properties Pty Ltd	Andrew Walker of Counsel instructed by Tamara Brezzi, solicitor of Norton Rose Fulbright who called expert evidence on: <ul style="list-style-type: none"> - Town planning from Jason Black of Insight Planning Consultants
Porta Investments Pty Ltd	Ian Pitt QC instructed by Rhodie Anderson of Rigby Cooke

Appendix C Document list

No.	Date	Description	Presented by
1	27 October 2021	Letter – Notice of Directions Hearing	Planning Panels Victoria
2	5 November 2021	Email - from Council to Panel with late submissions	Mr Kyle Everett
3	11 November 2021	Directions and Timetable	Planning Panels Victoria
4	11 November 2021	Directions Version 2	Planning Panels Victoria
5	17 November 2021	Letter – from Council to Panel responding to Directions 3 and 7.	Council
6	17 November 2021	Yarra Open Space Strategy 2020 Strategy Preliminary Opinion of Probable Cost (POPC)	Council
7	17 November 2021	Additional information regarding the Strategy POPC	Council
8	17 November 2021	Data for Residential and Non-residential Development to assist calculation of the Public Open Space Contribution Rate (Appendix B of the Yarra Open Space Strategy 2020)	Council
9	17 November 2021	Email – from Rigby Cooke Lawyers to Panel – confirmation that will not call expert witness (Direction 11)	Ms Donna Bilke, for Porta Investments Pty Ltd
10	19 November 2021	Letter – from Planning Property Partners to Panel (Direction 10)	Mr Tyrone Rath, for PPP Group of Clients
11	22 November 2021	Email – from Best Hoopers Lawyers to Panel (Direction 10)	Ms Eliza Minney, for Best Hooper Group of Clients
12	23 November 2021	Letter and Version 3 Distribution List and Version 2 Timetable	Planning Panels Victoria
13	23 November 2021	Letter – from Council to Panel responding to Direction 4 and Direction 5	Council
14	23 November 2021	Letter – from Council to Panel regarding revised Yarra Open Space Strategy 2020 Technical Report	Council
15	23 November 2021	Yarra Open Space Strategy 2020 Technical Report revised mapping issues	Council
16	23 November 2021	Yarra Open Space Strategy 2020 Technical Report Appendix A	Council
17	23 November 2021	Yarra Open Space Strategy 2020 Technical Report Appendices B and C	Council

No.	Date	Description	Presented by
18	24 November 2021	Email – from Norton Rose Fulbright to Panel requesting update to contacts on the distribution list.	Mr Sebastian Withers, for Piedimonte Properties Pty Ltd
19	26 November 2021	Letter – from Norton Rose Fulbright to Panel confirming expert witness.	Ms Tamara Brezzi, for Piedimonte Properties Pty Ltd
20	29 November 2021	Map of submitters in accordance with Direction 28	Council
21	29 November 2021	Letter – from Council to Panel – Council Part A submission (Direction 9)	Council
22	29 November 2021	Council Part A submission	Council
23	1 December 2021	Letter – from Council to Panel – Expert Evidence	Council
24	1 December 2021	Expert Witness Statement - Esther Kay	Council
25	1 December 2021	Expert Witness Statement – Joanna Thompson	Council
26	1 December 2021	Expert Witness Statement – Dr Serryn Eagleson	Council
27	1 December 2021	Material referred to in Councils Part A Submission and Evidence <ul style="list-style-type: none"> 00 Index 01 Clause 11.01-1S (Settlement) 02 Clause 12 (Environment and Landscape Values) 03 Clause 12.05-2S (Landscapes) 04 Clause 15.01-3S (Subdivision Design) 05 Clause 15.01-4S (Healthy Neighbourhoods) 06 Clause 19.02-6S (Open Space) 07 Clause 19.02-6R (Open Space – Metropolitan Melbourne) 08 Clause 21.02 (Municipal Profile) 09 Clause 21.04 (Land Use) 10 Clause 22.12 (Public Open Space Contribution) 11 Clause 53.01 Public Open Space Contribution and Subdivision and the Schedule to Clause 53.01 Public Open Space Contribution and Subdivision 12 Clause 72.08 Background Documents and the Schedule to Clause 72.08 Background Documents 13 Ministerial Direction No 9 Melbourne Planning Strategy 14 Ministerial Direction No 11 Strategic Assessment of Amendments 	Council

No.	Date	Description	Presented by
15		Planning Practice Note 13 Incorporated and Background Documents	
16		Planning Practice Note 70 Open Space Strategies	
17		Yarra Open Space Strategy 2006-2016	
18		19 December 2006 Council meeting agenda and minutes	
19		19 June 2007 Council meeting agenda and minutes	
20		18 September 2007 Council meeting agenda and minutes	
21		Yarra Housing Strategy Adopted 4 September 2018	
22		Yarra Economic Development Strategy 2020-2025 Background Report	
23		The Emerging Inner East, Melbourne’s Creative heart and its office market transformation	
24		Infrastructure Australian, Infrastructure beyond COVID-19, December 2020	
25		Open Space Strategy for Metropolitan Melbourne 2021, Victorian Government	
26		Melbourne Water presentation to Parliamentary Inquiry into Environmental Infrastructure, June 2021	
27		Parks Victoria submission to Parliamentary Inquiry into Environmental Infrastructure, November 2020	
28		Melbourne Planning Scheme Amendment C209 Panel Report, August 2014	
29		Eddie Barron Constructions Pty Ltd v Pakenham SC & Minister for Planning & Urban Growth [1990]	
30		Schedule 5 to the Development Plan Overlay (Yarra Planning Scheme)	
31		22 Bendigo Street, Richmond, Development Plan May 2012	
32		22 Bendigo Street, Richmond, Central and South Precinct Development Plan Rev A, August 2018	
33		Planning Permit SP13/0017, Yarra City Council	
34		Planning Permit SP18/0057, Yarra City Council	
35		Schedule 11 to the Development Plan Overlay (Yarra Planning Scheme)	
36		Alphington Paper Mill Development Plan, 2016	
37		Section 173 of the Planning and Environment Act 1987, 333 Bridge Road, Richmond, Alphington Developments Pty Ltd	
38		Schedule 16 to Clause 43.04 Development Plan Overlay, Yarra City Council	
39		Schedule 15 to Clause 43.04 Development Plan Overlay, Yarra City Council	
28	1 December 2021	Expert Witness Statement – Paul Shipp	Ms Hannah Wilson, for PPP Group of Clients

No.	Date	Description	Presented by
29	1 December 2021	Expert Witness Statement – Rob Milner	Ms Hannah Wilson
30	1 December 2021	Expert Witness Statement – Luke Mackintosh	Council
31	2 December 2021	Expert Witness Statement – Jason Black	Mr Sebastian Withers
32	2 December 2021	Letter and Version 4 Distribution List and Version 3 Timetable	Planning Panels Victoria
33	3 December 2021	Letter – from Council to Panel – Council Part B Submission (Direction 18)	Council
34	3 December 2021	Council Part B Submission	Council
35	3 December 2021	Council Part B Supporting Material	Council
36	3 December 2021	Cremorne Corporation Pty Ltd v Yarra CC [2008] VCAT 1202	Ms Rhodie Anderson, for Porta Investments Pty Ltd
37	3 December 2021	Fairfield Park Master Plan 2010	Ms Rhodie Anderson
38	3 December 2021	Fairfield Park Masterplan Summary Report 2010	Ms Rhodie Anderson
39	3 December 2021	Gesher Pty Ltd v Yarra CC [2015] VCAT 506	Ms Rhodie Anderson
40	3 December 2021	Yarra Development Contributions Plan 2017 - April 2019	Ms Rhodie Anderson
41	3 December 2021	Letter – from Council to Panel – Additional documents referred to in Shipp evidence	Council
42	3 December 2021	2018 Average CIV, average site value	Council
43	3 December 2021	City of Yarra Open Space Strategy 2019, Average Park Establishment and Upgrade, Neighbourhood Open Space	Council
44	6 December 2021	Dr Serryn Eagleson, Expert Witness Statement PowerPoint presentation	Council
45	6 December 2021	Exhibited Clause 22.12 Track Changes for Part B Submission	Council
46	6 December 2021	Architectural renders from Salta’s Church Street development	Ms Hannah Wilson
47	7 December 2021	Letter – from Norton Rose Fulbright to Panel regarding Lend Lease no longer wishing to appear before the Panel	Mr Sebastian Withers

No.	Date	Description	Presented by
48	8 December 2021	Email – from Council to Panel and Excel Spread Sheet on Median site values per square metre data Part 1	Council
49	8 December 2021	Letter – from Norton Rose Fulbright to Panel requesting documents from Council	Mr Sebastian Withers
50	8 December 2021	Letter – from Housing Industry Association to Panel - submission	Mr Roger Cooper, Housing Industry Association
51	8 December 2021	Consulting Surveyors Victoria Submission	Mr Gerry Shone, for Consulting Surveyors Victoria
52	8 December 2021	David Balding Submission	David Balding
53	8 December 2021	UDIA Submission	Grace Bramwell, for UDIA
54	8 December 2021	Excel Spread Sheet on Median site values per square metre data Part 2	Council
55	8 December 2021	City of Yarra Open Space Strategy 2019 Average park establishment and upgrade POPC Draft V1 15 Nov 18	Council
56	8 December 2021	City of Melbourne Open Space Strategy Open Space Contributions Framework, 2012	Mr Sebastian Withers
57	9 December 2021	Luke Mackintosh Track Change Expert Evidence	Council
58	9 December 2021	Luke Mackintosh Final Expert Evidence	Council
59	9 December 2021	Letter – from Council to Panel on amended Clause 53.01 Schedule 1	Council
60	9 December 2021	Clause 53.01 Schedule 1 Post Exhibition	Council
61	9 December 2021	Yarra Open Space strategy 2020 POPC Updated 8 December 2021	Council
62	9 December 2021	Revised POPC Rate 9 December 2021	Council
63	9 December 2021	Melbourne Planning Scheme Figure 1 from Clause 21.04 and Figure from Schedule to Clause 53.01	Council
64	9 December 2021	Memorandum from Council dated 8 December 2021	Council
65	9 December 2021	Attachment to Council Memorandum (Advice to Council on Sales Ratios for 2018)	Council
66	9 December 2021	Glen Eira Amendment C218 – <i>Update of the Public Open Space Contributions Program (2 November 2020)</i>	Council

No.	Date	Description	Presented by
67	13 December 2021	Clause 02.03	Council
68	13 December 2021	Clause 02.04	Council
69	13 December 2021	Design and Development Overlay Schedule 16	Council
70	13 December 2021	Design and Development Overlay Schedule 18	Council
71	13 December 2021	Design and Development Overlay Schedule 23	Council
72	13 December 2021	Design and Development Overlay Schedule 36	Council
73	13 December 2021	Clause 21.04 from the Melbourne Planning Scheme	Council
74	13 December 2021	Schedule to Clause 53.01 from the Melbourne Planning Scheme	Council
75	13 December 2021	Email – from Best Hooper to Panel regarding the Amcor Papermill Site	Ms Eliza Minney
76	13 December 2021	Council Part B Supplementary submission?	Council
77	13 December 2021	Map Strategic Framework Plan and proposed additional Open Space with Clause 02.04	Council
78	13 December 2021	Map Strategic Framework Plan and proposed additional Open Space with Housing Strategy	Council
79	13 December 2021	Precinct Ranking Table	Council
80	13 December 2021	A memorandum prepared by Joanna Thompson, 10 December 2021 about Average Park Costings POPC and open space design projects	Council
81	13 December 2021	A memorandum prepared by Council, 13 December 2021 regarding the 30% contingency for the Average Park Costings POPC and open space design projects	Council
82	13 December 2021	Table containing POS collection since FY2011	Council
83	13 December 2021	Development Plan Overlay Schedule 15	Council
84	13 December 2021	Panel Report Yarra Planning Scheme Amendment C223yara	Council

No.	Date	Description	Presented by
85	13 December 2021	Email – from Arnold Bloch Leibler to Panel regarding the Amcor Papermill Site	Mr Andrew Low for U-Home Oceania Pty Ltd
86	13 December 2021	Email – from PPV to Ms Eliza Minney, for Best Hooper Group of Clients, regarding no need for submitters to be heard regarding Amcor Papermill Site	PPV
87	14 December 2021	Email – from PPV to Mr Andrew Low, U-Home Oceania Pty Ltd, regarding no need to be heard regarding Amcor Papermill Site	PPV
88	14 December 2021	PPP group of clients Submission	Ms Hannah Wilson
89	14 December 2021	Appendix A – Summary of submitter sites	Ms Hannah Wilson
90	14 December 2021	Appendix B – Nicholson Street	Ms Hannah Wilson
91	14 December 2021	Appendix C – Workings behind the 30% allowance	Ms Hannah Wilson
92	14 December 2021	Appendix D – HO map of Yarra	Ms Hannah Wilson
93	14 December 2021	Appendix E – Harry the Hirer	Ms Hannah Wilson
94	14 December 2021	Appendix F – 26-52 Queens Parade, Fitzroy North Landscape Plan	Ms Hannah Wilson
95	14 December 2021	VPA Metropolitan Open Space Network	Council
96	15 December 2021	Memorandum prepared by Ms Thompson dated 14 December 2021	Council
97	15 December 2021	Revised precinct rankings referred to in Document 79	Council
98	15 December 2021	The workings of average and median sale figures from Document 65	Council
99	15 December 2021	Table of population breakdowns	Ms Hannah Wilson
100	16 December 2021	Email – from HIA to Panel, supplementary comment for Panel consideration	Mr Roger Cooper
101	17 December 2021	Sensitivity Calculations	Ms Hannah Wilson
102	20 December 2021	Letter – Further Directions	Planning Panels Victoria

No.	Date	Description	Presented by
103	21 December 2021	Letter – from PPP to the Panel regarding Further Directions	Ms Hannah Wilson
104	22 December 2021	Letter – from Rigby Cooke Lawyers to Panel regarding further directions	Ms Alisa Gattini, Rigby Cooke Lawyers, for Porta Investments Pty Ltd.
105	22 December 2021	Email – from Panel Panels Victoria to Rigby Cooke Lawyers regarding further directions.	Planning Panels Victoria
106	22 December 2021	Letter – From Panel to PPP regarding further directions.	Planning Panels Victoria
107	23 December 2021	Letter – from Norton Rose Fulbright to Panel regarding further directions	Mr Sebastian Withers
108	23 December 2021	Email – from Panel Panels Victoria to Norton Rose Fulbright regarding further directions.	Planning Panels Victoria
109	23 December 2021	Letter – from Council to Planning Panels Victoria regarding further directions.	Council
110	23 December 2021	Email – from Panel Panels Victoria to Council regarding further directions.	Planning Panels Victoria
111	6 January 2022	Letter – further Directions 6 January 2022	Planning Panels Victoria
112	14 January 2022	Email - from Council to Planning Panels Victoria seeking clarification on further directions issued on 6 January 2022	Council
113	14 January 2022	Email – from Planning Panels Victoria to Council clarifying further directions issued on 6 January 2022	Planning Panels Victoria
114	25 January 2022	Email – from Council to Planning Panels Victoria requesting an extension to the further directions’ timeframes	Council
115	25 January 2022	Email – from Planning Panels Victoria to Council granting extension until 31 January 2022.	Planning Panels Victoria
116	27 January 2022	Letter – from Council to Planning Panels Victoria responding to further directions 27 January 2022	Council
117	27 January 2022	Memorandum prepared by Joanna Thompson dated 18 January 2022 regarding further information requested by the Panel	Council
118	27 January 2022	Memorandum prepared by Esther Kay dated 24 January 2022 regarding further information requested by the Panel	Council
119	27 January 2022	Sale selection letter to Maddocks 27 January 2022	Council
120	31 December 2022	Letter – from Council to Planning Panels Victoria responding to further directions 31 January 2022	Council

No.	Date	Description	Presented by
121	31 December 2022	Apportionment memorandum prepared by Joanna Thompson 31 January 2022	Council
122	31 December 2022	Map with YOSS and Strategy POPC actions identified	Council
123	3 February 2022	Email – from Best Hooper Lawyers to Planning Panels Victoria regarding no longer requiring to be heard on 8 February 2022	Ms Eliza Minney
124	4 February 2022	Email – from PPV to parties advising that the Hearing will conclude at lunchtime on 8 February 2022	Planning Panels Victoria
125	4 February 2022	Letter – from Council to Planning Panels Victoria responding to item 2 in Document 49	Council
126	4 February 2022	Memo Draft Strategy POPC Joanna Thompson 3 February 2022	Council
127	7 February 2022	Piedimonte Properties Pty Ltd Submission 7 February 2022	Mr Sebastian Withers
128	7 February 2022	Piedimonte Properties Pty Ltd Attachments to Submission 7 February 2022	Mr Sebastian Withers
129	8 February 2022	Porta Investments Pty Ltd Submission 8 February 2022	Ms Donna Bilke
130	8 February 2022	Porta Investments Pty Ltd Submission Attachment Household Data 8 February 2022	Ms Donna Bilke
131	16 February 2022	Letter – from Norton Rose Fulbright to Panel responding to the Panel 20 December 2021 further directions	Mr Sebastian Withers
132	16 February 2022	Rigby Cooke Lawyers response to Document 121	Ms Donna Bilke
133	16 February 2022	PPP response to additional material filed by the Council	Ms Hannah Wilson
134	17 February 2022	Letter – from Panel to all parties 17 February 2022 regarding reconvening the Hearing on 23 February 2022	Planning Panels Victoria
135	22 February 2022	Council closing submission 22 February 2022	Council
136	22 February 2022	Appendix A – List of open space strategies reviewed, referred to in closing submission	Council
137	22 February 2022	Appendix B - Summary of Apportionment of Strategy POPC Actions	Council
138	22 February 2022	Additional material for closing submission: <ul style="list-style-type: none"> a. Clause 19_02-6R-001 b. Arden Development Contributions Plan August 2021: VPA Part A 	Council

No.	Date	Description	Presented by
		<ul style="list-style-type: none">c. Arden Precinct Expert Evidence Statement by Chris DeSilva Development, Mesh, January 2022d. Urban heat island effect documents referred to in closing submission<ul style="list-style-type: none">i. Clause 02.03 Municipal Planning Strategy, Strategic direction preferred version Part Cii. Clause 15.02-1L preferred version Part Ciii. Current Clause 15.02-1Siv. Current Clause 22.17v. Current Clause 58.03vi. Urban Forest Strategy, City of Yarrae. VCAT Amended Plans – P760-2021 Amended plans prepared by Hayballf. Applicant VCAT Ref P760-2021 Development Summary	
139	5 April 2022	Further updated version of the Schedule to Clause 53.01	Maddocks

Appendix D Panel recommended version of the Schedule to Clause 53.01

30/07/2018
VC148

SCHEDULE TO CLAUSE 53.01 PUBLIC OPEN SPACE CONTRIBUTION AND SUBDIVISION

1.0 Subdivision and public open space contribution

Proposed
C286yarr

Type or location of subdivision	Amount of contribution for public open space
Land in DPO5 (Channel Nine Site, Bendigo Street, East Richmond)	4.5%, comprising land and/or cash contribution in accordance with an approved development plan, planning permit SP13/007 issued on 12 June 2013 and planning permit SP18/0057 issued on 21 January 2019, as amended from time to time.
Land in DPO11 (Amarc Site, Heidelberg Road, Alphington)	4.58%, for the whole of the land in DPO11, comprising land in accordance with the development plan approved under DPO11, as amended from time to time, but excluding the 30 metre setback from the Yarra River required by Instrument AN278889H (agreement under section 173 of the <i>Planning and Environment Act 1987</i> registered 15 November 2016)
Land in DPO16 (111 Queens Parade and 433 Smith Street, Fitzroy North (Former Fitzroy Gasworks))	A minimum of 8%, comprising land and/or cash contribution in accordance with an approved development plan, as amended from time to time.
All other land	7.4%

Appendix E Panel recommended version of Clause 22.12

22.12 PUBLIC OPEN SPACE CONTRIBUTION

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Proposed
C286yara

This policy applies to all applications for development or subdivision of land.

22.12-1 Policy Basis

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Proposed
C286yara

As an established inner urban municipality, the City of Yarra is experiencing significant change and growth. The analysis of the distribution of public open space in the Yarra Open Space Strategy 2020 has identified there are areas of the City where the community does not have any adequate open space within easy walking distance of where they live or work. The Strategy has identified and prioritised a series of new open spaces, with priority given to gaps in the network and locations where higher levels of growth is forecast to occur. The need for the proposed additional open spaces is based on a range of factors including:

- . Areas where the public existing open space is experiencing high levels of use or over- use. This includes providing new open space to take the pressure off existing spaces to meet everyone's needs.
- . Where there is a gap in the provision of any public open space.
- . Medium and high density precincts where the substantial change is forecast and the new community will create a need for additional public open space.
- . In medium and high density precincts where the provision of well distributed green public open space will assist to mitigate urban heat island effect.

The forecast development over the next 15 years is significant with a 41 per cent increase in the resident population and a 47 per cent increase in the worker population. This means there will be more people visiting and using open space, thereby increasing demand on the existing space and facilities. The extent of forecast growth changes across different parts of the City. Minimal growth is forecast in Princes Hill-Carlton North and Clifton Hill, compared to high Levels in North Richmond, Collingwood, Fitzroy and Cremorne. The [residential population growth figures are based on .id Consulting forecasts of August 2018 while](#) locations for where forecast residential growth will occur is based on the *Yarra Housing Strategy 2018*. The forecast employment growth and change is based on the *Yarra Spatial Economic and Employment Strategy 2018*.

A total of 85 per cent of Yarra's population live in medium and high density dwellings compared to 33 per cent in Greater Melbourne. This means that residents have less private open space available to them which increases their reliance on public open space. Typically, this adds to the amount of people using public open space and increases the diversity of reasons why they use it.

Many of the areas in the City that are forecast to change are [the activity centres and](#) former industrial and manufacturing areas. These areas are being redeveloped to mixed use precincts with a combination of residential, commercial and business use. Historically, the industrial areas did not have public open space. With the proposed changes, these areas are being redeveloped with increased building heights and a change to a predominantly office-based professional workforce. The Strategy found that more than 80 per cent of workers visit public open space during the day. With increased numbers of people working and living in the former industrial precincts there is a need to provide new areas of public open space.

As urban densities increase in the future this Strategy has identified opportunities to increase the local open space network to support and sustainably meet the open space needs of the existing and future community.

Public open space contributions from developers are one of a number of potential sources of funding towards the acquisition of land for public open space and improvement of existing facilities. Because public open space contributions can only be imposed at the subdivision stage,

it is important for developers to ascertain at the site analysis stage of the design process whether any part of the site might be required for public open space purposes where the site:

- is in an area where a land contribution may be required under Strategies in clause 22.12-3 or on Map 1.
- fits the selection criteria for public open space in clause 22.12-4.

This will ensure that public open space requirements are identified and allowed for at the earliest possible time.

22.12-2 Objectives

Proposed
C286yara

- To fund a fair proportion of the open space projects contained in the Strategy that will meet the needs of the forecast residential commercial and business population.
- To contribute to improvements to existing public open space and provide new public open space on behalf of the forecast population.
- To expand the public open space network to accommodate the growth in population predominantly in medium to high density urban development located across the municipality.

22.12-3 Policy

Proposed
C286yara

22.12-4 Policy Guidelines

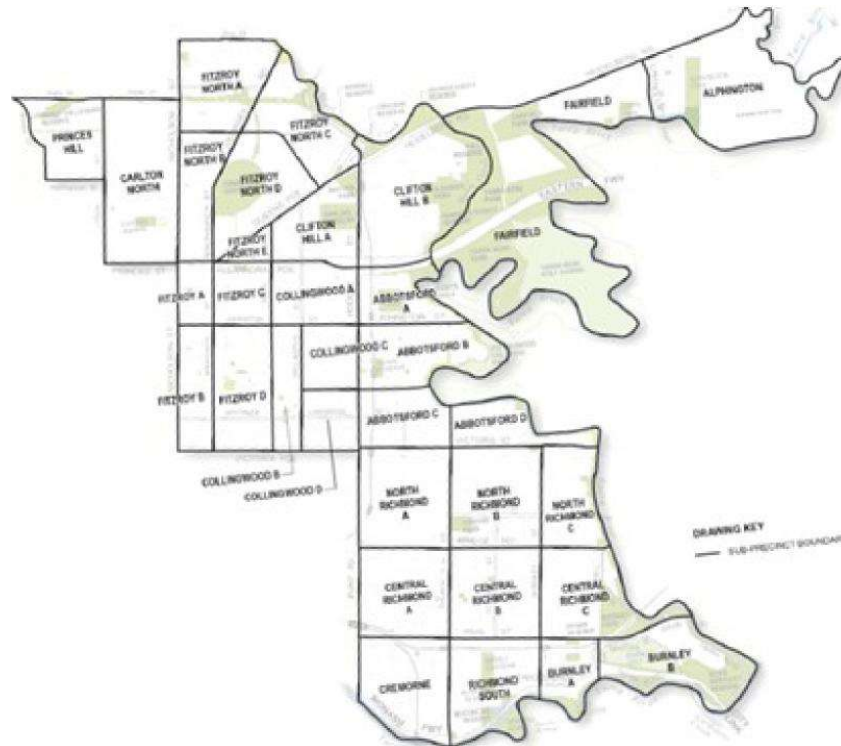
Proposed
C286yara

Consider as relevant:

- The suitability of land to be contributed as public open space at the time of the subdivision of the land or building, should be consistent with the requirements of the Yarra Open Space Strategy 2020 including the following selection criteria:
 - Land to be contributed:
 - Should be of a shape and size that will be adequate for the proposed [use and its position in the public open space hierarchy](#) having regard to the nature of [the public open space](#) ~~in an inner city environment~~ or be able to meaningfully contribute to the assembly of a parcel of land with these attributes.
 - Should be free of structures and protrusions, such as balconies or other building projections that may encroach into the public open space reserve, except for historic buildings or structures relating to the designated public open space use.
 - Should be located or be capable of being designed to provide a high degree of casual surveillance.
 - Should be physically suitable for use as public open space including that there are no inherent issues such as contamination and significant financial or safety implications, including the land being open to the sky.
 - Should contribute to the connectivity and accessibility of the open space network. This includes consideration of the other strategic planning projects including linear open space corridors, and local links to improve accessibility within the local street network and links and connections to improve accessibility into existing or proposed future open space.
 - Should be free of services and easements that affects or encumbers the development and use of the land as public open space. This includes roadways, overhead structures, underground structures (e.g. underground car parking), water supply, power supply, gas supply, telecommunications, flood mitigation and drainage.
 - Must be accessible to people of all abilities.

- Should be visible from adjacent thoroughfares with at least two access points, local access streets to at least two sides and be provided on natural ground (not elevated or roofed structures).
 - Must have no additional overshadowing beyond any 9 metre built form height between 10am and 3pm on June 21.
 - Should be located away from major or secondary arterial roads.
 - [Should make a positive contribution to the urban context, character and attractiveness of the precinct.](#)
 - [Should contribute to the cultural values of the community, protect biodiversity values and contribute to urban cooling and greening.](#)
 - [Must be capable of being transferred to the City of Yarra and rezoned for public open space.](#)
- Whether any building on land adjacent to public open space set aside under this clause has been designed to accommodate public open space in a manner that meets the majority of the above selection criteria.

Open Space Contribution Plan (Yarra Open Space Strategy 2020 sub-precincts)



Policy references

Yarra Open Space Strategy 2020 Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd

Yarra Open Space Strategy 2020 Technical Report Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd

Yarra Open Space Strategy 2020 Public Open Space Contributions, Thompson Berrill Landscape Design Pty Ltd in association with Environment & Land Management Pty Ltd

22.12-5 Strategies

Proposed
C286yara

Many of the areas in the City that are forecast to change are the activity centres and former industrial and manufacturing areas. These areas are being redeveloped to mixed use precincts with a combination of residential, commercial and business use. Historically, the industrial areas did not have public open space. With the proposed changes, these areas are being redeveloped with increased building heights and a change to a predominantly office-based professional workforce.

The Yarra Open Space Strategy 2020 has identified the need for new public open space and land contributions for public open space ~~will~~ [may](#) be preferred over cash contributions in the following areas shown in the City of Yarra Open Space Sub-precincts plan to this clause.

- . Alphington
- . Abbotsford C and D
- . [Carlton North](#)
- . Central Richmond A and B
- . Collingwood A, B, C and D
- . Cremorne
- . Fitzroy A, B, C and D
- . Fitzroy North B and E
- . Richmond North A and C

In all other areas of the municipality, a cash contribution equal to the amount specified in Clause 53.01 is required.

In locations where a preference for a land contribution has been identified, set aside land for public open space early in the planning of a development or subdivision.

Design buildings adjacent to any public open space set aside under this clause and any existing open space to facilitate high quality and accessible public open space



Planning today for the communities of tomorrow

**Peer Review of
Amendment C286yarra
Open Space Project Cost
Apportionment**

Prepared by Robert Panozzo

Final Report

Prepared on behalf of Yarra City Council

August 2nd, 2023

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1. Introduction

1.1 Purpose of Review

I was engaged by Maddocks, working on behalf of Yarra City Council, to review apportionment costs associated with Yarra Planning Scheme Amendment C286yara Open Space Contributions. I understand the amendment proposed to increase the public open space contribution rate in the schedule to clause 53.01 from 4.5% to 10.1% to collect funds to support the implementation of the Yarra Open Space Strategy 2020.

The following report has been prepared in response to the Panel's interim report recommendation for Yarra City Council to undertake a peer review of apportionment costs associated with Council's proposed public open space contributions. An overview of the Panel's interim report findings and the details of the specific peer review apportionment recommendation are outlined below.

1.2 Panel Interim Report Findings and Recommendations

The Panel's interim report was received on 14 April 2022 and became a public document on 3 May 2022. In the Executive Summary, the Panel Report states:

The key focus of those opposed to the Amendment was that the increase in the open space contribution rate from the current 4.5 per cent of land area or site value to 10.1 per cent is excessive. The increase was opposed because:

- *some open space projects proposed were not needed;*
- *the cost of both the land and capital components of the costs of open space projects was excessive;*
- *the apportionment of total project costs between existing and new users of open space was inappropriate;*
- *there were no transitional provisions for projects part way through their approval processes;*
and
- *there would be a detrimental impact on housing affordability.*

Panel Report Peer Review Recommendation

I note that the Panel Report (16 May 2022) recommends a Peer Review of apportionment costs. I also note the following Panel report comments about the recommended Peer Review, located in Section 8.3 of the report:

The Panel does not consider its role is to tightly specify the terms of a peer review of the apportionment exercise undertaken by Ms Thompson but does consider it appropriate to indicate some of the parameters of that review so that its expectations are met when the outcome of that review (if undertaken) is considered by the Panel.

The suggested parameters for the peer review are:

- *The review should be undertaken by at least one suitably qualified person with open space planning experience.*
- *The review should be restricted to the apportionment of project-by-project costs between existing and new populations. Population forecasts and project costs should not be the subject of review.*
- *The qualitative methodology used in the apportionment of costs is acceptable and should not be the subject of review.*
- *The Panel concludes that the eight factors influencing the apportionment of costs listed in paragraphs 3.3.3 and 3.3.4 of Ms Thompson's expert witness statement (Document 25) and reproduced in Chapter 4.3 are acceptable and should not be the subject of review, although commentary on them and their relative importance could be considered.*
- *The extensive field work undertaken by Ms Thompson need not be repeated provided relevant records can be provided to the reviewer.*
- *Where the reviewer finds that the apportionment of costs is different to that proposed by Ms Thompson, the reviewer's recommended apportionment should be provided together with a clear rationale for the recommended change.*

Panel Report Conclusions

Having considered submissions and evidence, the Panel broadly concluded the following:

- *the Yarra Open Space Strategy, 2020, is strategically justified and is a sound and appropriate strategy*
- *there is a clearly established need for the existing open space contribution rate to be increased as a matter of some urgency*
- *the open space projects proposed to meet identified needs are with a minor exception, supported*
- *the proposal by Council to add 30 per cent (adjusted down to 20 per cent during the Hearing) to Capital Improved Value of land to be acquired for new open space is not supported by the Panel which regards 10 per cent as appropriate*

- *the amount of the total costs apportioned to new residents and workers has not been adequately justified and should be subject to peer review before the Amendment can be finalised*
- *the Hearing be adjourned pending the completion of this further work*
- *while this further work recommended by the Panel is being undertaken, Council should seek approval from the Minister for Planning for an interim increase in the open space contribution rate to 7.4 per cent. This would occur via the preparation of a new Planning Scheme Amendment.*

For the reasons set out in Chapter 8, the Panel considers its report to be an interim one pending the completion of the extra work recommended by the Panel. A final report will be prepared after that work has been undertaken.

1.3 Overview of My Peer Review Methodology

Based on the Panel's recommendation, my review process methodology has consisted of the following steps:

- A peer review of the reports prepared by Joanna Thompson in relation to open space provision in the City of Yarra including her methodology (including her weighting criterion) for determining a public open space contribution rate and calculating apportionment rates for the projected new residential and worker population by 2031.
- Upon gaining a detailed understanding of these reports and her methodology, I outline and discuss an alternative methodology based on the use of various targets contained within the Victorian Planning Authority's (VPA), Precinct Structure Planning Guidelines (PSP Guidelines): New Communities in Victoria (October 2021).
- My alternative methodology compares the residential and worker population density targets recommended by the PSP Guidelines and the existing and projected residential and worker population densities across the City of Yarra's ten precincts. On this basis I have developed a weighting system that focuses on two key factors: 1) the existing and projected residential population densities of each precinct relative to the target specified in PSP Guidelines (20 dwellings per NDA hectare / 62 persons per Net Developable Area hectare), and 2) the existing and projected worker population densities of each precinct relative to the target specified in PSP Guidelines (1 worker per dwelling / 20 workers per Net Developable Area hectare).

Based on my reading of the Panel Report recommendations, I do not critique several of the fundamental inputs required for calculating the public open space rate, including:

- The open space projects and costs estimated by Ms Joanna Thompson;
- Population forecasts;
- Worker forecasts; and
- The estimated value of land that will be redeveloped in the City of Yarra (2016-2031) as outlined in the report prepared by Edg Research.

2. Peer Review Analysis

2.1 Overview of Material Reviewed

This section provides my review of a number of relevant reports prepared by Joanna Thompson and her company Thompson Berrill Landscape Design Pty Ltd.

The purpose of my review was to gain an understanding of how Joanna Thompson arrived at the proposed public open space contribution rate of 10.1% and whether, in my opinion, her methodology, and more specifically her apportionment methodology, is appropriate and replicable.

The reports reviewed were:

- Yarra Open Space Strategy 2020 (September 2020).
- Yarra Open Space Strategy 2020: Technical Report (July 2020).
- Yarra Open Space Strategy 2020: Public Open Space Contributions (December 2020).
- Joanna Thompson Expert Witness Statement: Amendment C286 City of Yarra Planning Scheme Public Open Space Contributions (December 1, 2021).
- Memorandum prepared by Joanna Thompson. Yarra Planning Scheme Amendment C286 Yarra Open Space Strategy Open Space Contributions. Response to Planning Panels Victoria Direction #2 on 20 December 2021 and further Directions #1 and #2 on 6 January 2022. Apportionment (January 31, 2022).
- Summary Preliminary Opinion of Probable Cost City of Yarra Open Space Strategy, 2020 (POPC).
- Memorandum prepared by Joanna Thompson. Yarra Planning Scheme Amendment C286. Yarra Open Space Strategy Open Space Contributions: Response to Planning Panels Victoria Direction #3 on 20 December 2021 - Alternative scenarios regarding the cost allowance on CIV land acquisition costs (January 18, 2022).

Peer Review of Amendment C286yara Open Space Project Cost Apportionment

- Memorandum prepared by Esther Kay. Municipal public open space contribution rate with 10% and 20% allowances added to Capital Improved Value for land purchase (January 24, 2022).
- Planning Panels Victoria, Yarra Planning Scheme Amendment C286yara. Open Space Contributions. Correction to the Interim Panel Report (May 16, 2022).
- Victorian Planning Authority, Precinct Structure Planning Guidelines: New Communities in Victoria (October 2021)

2.2 My Interpretation of Joanna Thompson’s Public Open Space Contributions Apportionment Methodology

2.2.1 Overview of the Public Open Space Calculation Equation

It is worth summarising the overall public open space contribution calculation equation to understand how the issue of apportionment fits in and why it is important.

I am aware that the total dollar value of open space projects allocated for new population was originally based on the use of the 30% Capital Improved Valuation (CIV) for land acquisition costs. However, the Panel Report does not support the use of this CIV scenario and has recommended that “...an allowance of 10 per cent applied to the average CIV to reflect Council’s administrative and land acquisition costs”. As a result of the Panel recommendation, I have adopted the 10% CIV scenario costs (refer to Attachment 1 for more details of the 10% CIV calculations) for the purposes of my alternative apportionment methodology presented in Section 2.8¹.

Joanna Thompson states that the public open space contribution rate for the purposes of Clause 53.01 has been calculated using the following equation:

“Total value of the allocation of costs to the forecast population” divided by “Total site value of the estimated land area to be developed” to accommodate the forecast population

She states that “the first part of the equation equates to the averaged opinion of costs (or equivalent value) of open space projects included in the Strategy that will be paid through public open space contributions on behalf of the forecast increase in residents and workers”.

¹ I am also aware that a public open space contribution rate was calculated for the 20% CIV scenario which produced a contribution rate of 9.35% and a 10% CIV scenario which produced a contribution rate of 8.67%.

She then states that “the second part of the equation assigns forecast dwellings and non-residential floor space to the estimated area of land that will be developed based on likely densities with respect to zones, overlays and market trends. The site value of this land is then determined and used in the equation”.

She notes that “in developing the data to populate the equation, both parts of the equation have used the same geographic area, population data and time period to ensure that there is a clear relationship between future plans for the open space network – referenced in the first part of the equation – and the rate to be levied on future subdivisions of land and buildings – referenced in the second part of the equation”.

The public open space rate arrived at by the Open Space Strategy (using the 30% CIV scenario) is identified as follows:

Part A		Part B		Part C
Total dollar value of open space projects allocated for new residential and worker population using the 30% CIV Scenario		Estimated Capital Improved Value of New Land Development		Public Open Space Contribution Rate Using the 30% CIV Scenario
\$382,535,769	Divided by	\$3,789,238,620	=	10.1%

The focus of my review is on Part A of this equation: total dollar value of open space projects allocated to the proportion of the new residential and worker population by 2031.

Although the Part A dollar value estimate refers to value of open space projects allocated for the projected new residential and worker population, Joanna Thompson’s method of arriving at this figure relies far more heavily on a complex array of other qualitative considerations than purely new population forecasts.

I have attempted to illustrate how these two approaches deliver vastly different outcomes both in terms of the value of projects allocated to the proportion of new residential and worker population by 2031, and the public open space contribution rate. I refer to these as Method 1 (Forecast New Residential and Worker Population Method) and Method 2 (Eight Factor Apportionment Method) which represents the method used by Joanna Thompson.

2.2.2 Method 1 – Forecast Residential and Worker Population Method Only

New Residential and Worker Population Assessment

I prepared my own calculations to first understand what the public open space rate would be if only the proportion of new residential and worker population by 2031 were considered (refer to Attachment 2 for more details).

As shown in Table 1 below, if the proportion of new residential and worker population by 2031 for each precinct within the City of Yarra was the only variable used to apportion costs, the resulting total dollar value of open space projects allocated to the proportion of new residential and worker population by 2031 would be \$191,516,192. The public open space rate achieved using this method is 5.1%, significantly less than the 10.1% proposed by the Open Space Strategy.

Table 1 - Project Apportionment Costs by Precinct Using Proportion of New Residential and Worker Population Growth Only

Precinct	Total dollar value of proposed open space projects ²	Proportion existing residential and worker population by 2031	Proportion new residential and worker population by 2031	Total dollar value of proposed open space projects allocated to existing population	Total dollar value of proposed open space projects allocated to new population
Abbotsford	\$15,910,482	73%	27%	\$11,614,652	\$4,295,830
Carlton North - Princes Hill	\$10,461,318	100%	0%	\$10,461,318	\$0
Central Richmond	\$53,299,684	79%	21%	\$42,106,750	\$11,192,934
Clifton Hill	\$5,120,000	89%	11%	\$4,556,800	\$563,200
Collingwood	\$147,856,471	61%	39%	\$90,192,447	\$57,664,024
Cremonne - Burnley - Richmond South	\$157,614,101	60%	40%	\$94,568,461	\$63,045,640
Fairfield - Alphington	\$6,266,108	32%	68%	\$2,005,155	\$4,260,953
Fitzroy	\$78,681,285	69%	31%	\$54,290,087	\$24,391,198
Fitzroy North	\$17,926,385	82%	18%	\$14,699,636	\$3,226,749
North Richmond	\$76,252,211	70%	30%	\$53,376,548	\$22,875,663
Total City of Yarra	\$569,388,045			\$377,871,853	\$191,516,192
Public Open Space Contribution Rate Achieved					5.1%

² Note: Costs based on the 30% CIV scenario for land acquisition costs.

2.2.3 Method 2 – Eight Factor Apportionment Method

The details of Method 2 used by Joanna Thompson is outlined in her memorandum document (Memorandum. Yarra Planning Scheme Amendment C286 Yarra Open Space Strategy Open Space Contributions, January 31, 2022). At section 1.4 of the memorandum, I note she diverges from the Method 1 approach. She states that “the relative proportion of the overall existing and future population did not have a key role in determining the proposed apportionment of cost. While the quantum of population is relevant, the apportionment is based on consideration of all the factors that generate the need for open space and the impacts on the open space network in a particular area, from both the existing and forecast populations.”

In the memorandum document she outlines a more qualitative approach to determining the public open space contribution rate and apportionment methodology. The following eight factors are taken into account in apportioning open space project costs between the existing and new residential and worker population:

1. Existing open space within the precinct;
2. Spatial distribution of existing open space;
3. Hierarchy, character and condition of the existing open space;
4. Existing level of use and satisfaction with open space;
5. Existing urban layout;
6. Location and magnitude of forecast future resident and worker population growth;
7. Future population densities; and
8. Proposed urban form.

She states “*there are four broad steps in this process which determine the scale and type of projects and also the basis of the apportionment. The steps are:*

- **Step 1** Assess and understand the existing open space network including how it functions for the existing population who live and work there, and what changes are required to meet the needs of the existing population. This involves research, site visits and review of the community surveys (worker and resident surveys) to understand the existing patterns of use.
- **Step 2** Assess and understand the type and scale of the forecast change, to determine what open space needs will be generated by this change. Part of this assessment includes considering the impact of this change on the existing open space network. This includes a review of the population forecasts, analysis of the spatial distribution of the forecasts relative to the open space network, site assessments to understand the scale of the proposed change on the open space and a review of relevant background documents about the forecast change.
- **Step 3** Make recommendations about what changes are required to address the open space needs of the existing and the forecast population. This includes the Actions to provide new open space and also upgrades to the existing open space network, which are included in the Strategy POPC. Part of determining the actions

includes site assessments to identify what is feasible to implement in the context of the existing development and urban layout. It is important to note that the Strategy also includes recommendations and actions for changes that are not included in the contribution rate but will benefit the existing and forecast population including changes to the Municipal open space network and guidelines regarding the future design and management of open space.

- **Step 4** For each eligible recommendation assess and determine the appropriate proportion of cost attributable to the existing and forecast population based on the assessment in steps 1 to 3. The method for undertaking the apportionment is explained further in Sections 3 and 4 of this Memorandum”.

The financial calculations arrived at by Joanna Thompson using this method is presented in the “Summary Preliminary Opinion of Probable Cost City of Yarra Open Space Strategy 2020” document which I have included in Attachment 1 (using allowance scenario 2 based on 10% capital improved value – “CIV” - for land acquisition costs). While I believe the qualitative considerations embedded into these apportionment ratios are valid, the systematic and consistent application of this method is problematic given the high level of subjective judgement required to determine which apportionment ratio to use for particular factors and what weighting to apply to these factors. The resulting project apportionment costs by precinct are summarised in Table 2 below.

Her apportionment for each project is based on considering the relevant qualitative factors using the eight key factors identified above. The apportionment of the total cost between existing and forecast development is expressed as a percentage. These are expressed in the form of six apportionment ratios (structured in 10 per cent increments) which are summarised in Table 3 on the following page.

Table 2 - Project Apportionment Costs by Precinct (based on 10% CIV Allowance Scenario)

City of Yarra Precinct	Total dollar value of proposed open space projects\$	Total dollar value of proposed open space projects allocated to existing residential and worker population \$	Total dollar value of open space projects allocated to new residential and worker population \$
Abbotsford	\$15,136,176	\$7,822,992	\$7,313,184
Carlton North - Princes Hill	\$9,303,720	\$8,838,534	\$465,186
Central Richmond	\$46,360,440	\$21,412,109	\$24,948,331
Clifton Hill	\$5,120,000	\$4,096,000	\$1,024,000
Collingwood	\$126,915,054	\$42,175,825	\$84,739,230
Cremorne - Burnley - Richmond South	\$135,230,839	\$34,641,802	\$100,589,038
Fairfield - Alphington	\$6,266,108	\$2,880,814	\$3,385,294
Fitzroy	\$68,787,084	\$26,063,069	\$42,724,016
Fitzroy North	\$13,300,170	\$4,951,919	\$8,348,251
North Richmond	\$64,691,460	\$9,789,043	\$54,902,418
City of Yarra	\$491,111,053	\$162,672,106	\$328,438,946

Table 3 – Joanna Thompson’s Apportionment Ratios

Apportionment	Reasons for the apportionment
10 / 90	<ul style="list-style-type: none"> • The need for the project is primarily driven by one group (i.e. either existing or forecast) of the population with some benefit (as distinct from the need) as a result of the project being delivered to the other group. • Typically this apportionment ratio applies where: <ul style="list-style-type: none"> ○ In the case of 10 (existing) / 90 (forecast) the existing open space network adequately meets the open space needs of the existing population and the magnitude of forecast change of more than 350 people creates a high demand for new open space or major upgrades to existing open space. ○ In the case of 90 (existing) / 10 (forecast) the existing population creates a high demand for new open space or major upgrades to existing open space and the forecast change is less than 350 people.
20 / 80	<ul style="list-style-type: none"> • The need for the project is high for one group of the population with the other group having a low need for the project. • Typically this apportionment ratio applies: <ul style="list-style-type: none"> ○ In the case of 20 (existing) / 80 (forecast) there is a low need for improvement to the open space network for the existing population and the magnitude of forecast change of more than 350 people creates a high demand for new open space or major upgrades to existing open space. ○ In the case of 80 (existing) / 20 (forecast) the existing population creates a high demand for new open space or major upgrades to existing open space and the forecast change is less than 350 people.
30 / 70	<ul style="list-style-type: none"> • The need for the project is high for one group of the population with the other group having a moderate need for the project. • Typically this apportionment ratio applies: <ul style="list-style-type: none"> ○ In the case of 30 (existing) / 70 (forecast) there is a moderate need for improvement to the existing open space network for the existing population and the magnitude of forecast change of more than 350 people creates a high demand for new open space or major upgrades to existing open space. ○ In the case of 70 (existing) / 30 (forecast) the existing community creates a high demand for new open space or major upgrades to existing open space and the magnitude of forecast change is less than 350 people with other factors having an influence on the need beyond the magnitude of the forecast change within that precinct. For example the need for the upgrade to larger open space reserves is created by the forecast change in adjoining precincts where there is a lack of larger open space reserves.

Table 3 continued

Apportionment	Reasons for the apportionment
40 / 60	<ul style="list-style-type: none"> • The need for the project is high for both the existing and forecast population but with other factors resulting in a difference. • Typically this apportionment ratio applies where the existing open space network requires major improvements to meet the needs of both the existing and forecast population, with additional factors also being relevant such as the magnitude of the change (i.e. substantially more than 350 people) or the implications of the change in urban densities.
50 / 50	<ul style="list-style-type: none"> • The need for the project is high for both the existing and forecast population. • Typically this apportionment ratio applies where the existing open space requires major upgrade or where new open space is needed for both the both the existing and forecast population; or • Alternatively, this apportionment ratio applies where the existing open space network is adequate with capacity for additional use and the forecast change is less than 350 people and can be accommodated in the existing open space network but will require consequential upgrades to the existing open space facilities.
95 / 5	<ul style="list-style-type: none"> • The need for the project is high for one group and will deliver a minor benefit to the other group. • Typically this apportionment ratio applies where the need for the project is primarily driven by the existing population and a minor benefit will be provided to the forecast population. This may include the forecast population in adjoining precincts.

The details of how Joanna Thompson applies these ratios to each open space project is presented in Attachment 1 (Summary Preliminary Opinion of Probable Cost City of Yarra Open Space Strategy 2020) using the 10% capital CIV allowance scenario (Scenario 2).

I find the use of these apportionments problematic because they do not reflect the projected residential and worker population growth estimates in any consistent mathematical way.

2.3 My Opinion of the Open Space Strategy Apportionment Methodologies

In my opinion Method 1 is a far simpler and more replicable apportionment methodology than Method 2. For this reason, it is also a far simpler approach to apply to other Local Government settings. However, the great weakness of this method is that it fails to reflect the genuine and complex open space needs of high density inner suburban municipalities such as the City of Yarra and fails to provide sufficient financial resources to implement important open space measures that many locations within the City of Yarra desperately need.

In my opinion Method 2 is a far more subjective and difficult apportionment methodology to replicate with any great consistency across different Local Government settings. For example, it would appear difficult for any two open space planners to agree on which of the six apportionment ratios to apply to any particular project. However, I do acknowledge the more nuanced and complex understanding of local open space needs that this method allows for.

For the reasons outlined above, I believe an alternative apportionment methodology is required to establish a fair and reasonable public open space contribution rate, the details of which I explain in Section 2.8.

2.4 The Contrast between Greenfield and Inner Urban Renewal Open Space Planning

I have conducted numerous community infrastructure assessments (which includes analysing open space needs) over the past 20 years across both greenfield growth areas and infill / urban renewal locations in established areas. Planning open space in a PSP area that will accommodate 20,000 people is far easier than planning open space for 20,000 people in an inner urban renewal location. PSP's largely provide a 'blank canvas' to work with which makes the task of determining the quantity, type and distribution of open space to provide for (including achieving high quality co-location outcomes such as placing open space beside a school or a community centre) relatively straightforward.

However, one of the more significant differences between the two settings has been the statutory mechanisms and planning guidelines which apply to the open space planning process.

Open space outcomes in greenfield PSP locations, typically overseen by the Victorian Planning Authority (VPA), are generally the product of two driving factors: 1) Precinct Structure Plan Guidelines (PSP Guidelines) which dictate the amount, type, size and distribution of unencumbered public open space, and 2) the unique physical and environmental characteristics of the Precinct Structure Plan area (e.g. waterways, drainage reserves, conservation areas and utility easements) which typically results in the delivery of encumbered³ open space.

In established areas public open space contributions are largely a function of the application of the Subdivision Act and the Schedule to Clause 53.01 of the Victorian Planning Provisions.

³ Defined as land that is constrained for development purposes. Includes easements for power/transmission lines, sewers, gas, waterways/drainage; retarding basins/wetlands; landfill; conservation and heritage areas. This land may be used for a range of activities (e.g. walking trails, sports fields). This is not provided as a credit against public open space requirements. However, regard is taken to the availability of encumbered land when determining the open space requirement.

2.5 Precinct Structure Planning Guidelines: New Communities in Victoria (October 2021)

The Precinct Structure Planning Guidelines: New Communities in Victoria (the PSP Guidelines) are a Victorian Government initiative to ensure the VPA and other planning authorities prepare plans for places that enable best practice, liveable new communities for Victoria.

The purpose of the PSP Guidelines is to provide the framework for preparing PSPs that guarantees quality outcomes while also being flexible, responsive and supportive of innovation by setting aspirational goals for our future communities. The approach provides a transitional model enabling 20-minute neighbourhoods to evolve over time and achieve the objectives as the area matures. The Guidelines are based on planning for 20-minute neighbourhoods, a principle in Plan Melbourne 2017-2050 (Plan Melbourne) that advocates for living locally to ensure accessible, safe and attractive local communities. There is a key section within the PSP Guidelines that is specifically relevant to open space planning but labelled under the term 'public realm'. Part 3 (Constructing a PSP) includes public realm section which aims to:

- **Offer High-Quality Public Realm**
 - Offer high-quality public realm and open space
 - The public realm and open space network are crucial to creating the identity of a neighbourhood, and can have a significant impact on liveability, social cohesiveness, sense of place, the community's health and wellbeing, and the urban heat island effect.

Table 4 on the following page provides a summary of the key public realm (open space) principles, the application of these principles to the PSP process and key PSP targets. Most significantly, the PSP Guidelines enshrine the provision of an area based unencumbered public open space target. Target 11 (T11) of the PSP Guidelines states that the open space network should seek to meet the following minimum targets:

- Within residential areas (including activity centres):
 - 10% of net developable area (NDA)⁴ for local parks and sports field reserves
 - 3-5% of NDA set aside for local parks
 - 5-7% of NDA set aside for sports field reserves.
- Within dedicated employment and/ or economic activity areas, 2% of the net developable area for local parks.

⁴ Net Developable Area (NDA) is defined as land within a precinct available for development. This excludes encumbered land, arterial roads, railway corridors, schools and community facilities and public open space. It includes lots, local streets and connector streets. It may be expressed in terms of hectare units.

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Table 4 – Key Elements of the PSP Guidelines Relevant to Open Space Planning

PSP Feature & General Principles	How to Apply to PSP	PSP / Performance Targets
Offer High-Quality Public Realm		
F 10. Local recreational spaces and facilities Networks of open space and facilities that optimise the use of available land and provide equitable access to sport and recreation, leisure, environmental benefits, cultural benefits and visual amenity.		
<p>F 10.1 The open space network should include local parks that:</p> <ul style="list-style-type: none"> • have a variety of sizes and proportions, generally ranging from 0.1 to 3 hectares • are located to enable access by local residents without having to cross significant barriers such as arterial roads, railways or waterways • provide a diversity of amenity experiences – both internal to the park and external interfaces that will provide an amenity context for development. <p>Relevant VPP: Clause 56.05-2</p>	<ul style="list-style-type: none"> • A Public Realm & Water Plan should be developed. The plan may demonstrate a diverse range of open space typologies that respond to place (for example, linear open space, waterway corridors, biodiversity areas and the productive use of encumbered land). The plan should show park sizes, preferred interfaces and walkable catchments (adjusted for significant barriers). 	<p>T11 The open space network should seek to meet the following minimum targets:</p> <ul style="list-style-type: none"> • Within residential areas (including activity centres): <ul style="list-style-type: none"> - 10% of net developable area for local parks and sports field reserves - 3-5% of net developable area set aside for local parks - 5-7% of net developable area set aside for sports field reserves. • Within dedicated employment and/ or economic activity areas, 2% of the net developable area for local parks. <p>Relevant VPP: Clause 19.02-6S, 53.01</p> <p>T12 Open space and sports reserves should be located to meet the following distribution targets:</p> <ul style="list-style-type: none"> • A sports reserve or open space larger than 1 hectare within an 800m safe walkable distance of each dwelling • A local park within a 400m safe walkable distance of each dwelling. <p>Relevant VPP: Clause 56.05-2</p> <p>Note: Includes sports reserves and public land that is encumbered by other uses but is capable of being utilised for open space purposes.</p>
<p>F 10.2 Proposed sporting reserves should be located, designed and configured to be:</p> <ul style="list-style-type: none"> • targeted to forecast community needs, including design, landscaping and functionality accessible • appropriately meeting their purpose, having regard to shared use opportunities • able to take advantage of opportunities for alternative water supply (including co-location with stormwater harvesting and treatment facilities) • distinctive and responsive to local character and surrounding land use. 	<ul style="list-style-type: none"> • A community needs analysis should be undertaken to inform the plan at preparation stage. • A Public Realm & Water Plan should show sporting reserve size, purpose and walkable catchments. • Typography should be considered when determining the appropriate location of sport reserves. 	

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PSP Feature & General Principles	How to Apply to PSP	PSP / Performance Targets
<p>F 10.3 A network of diverse open space should be provided across the precinct that connects (via open space or major pedestrian/cycle links) to metropolitan or regional open space networks.</p>	<ul style="list-style-type: none"> • A Public Realm & Water Plan should show linkages and connections, any barriers to connectivity, and measures to overcome barriers. 	
<p>F 10.4 The location and scale of open space should respond to and optimise integration with the existing topography, waterway features, landscape features, biodiversity conservation areas and cultural heritage values.</p>	<ul style="list-style-type: none"> • A Public Realm & Water Plan should detail the features the open space network is responding to. • A PSP may include any relevant cross section/s of existing or proposed features. For example, waterway, conservation area, Water Sensitive Urban Design (WSUD) element with the surrounding urban form to clearly show expected development interface outcomes. 	
<p>F 10.5 The public realm network should be located, configured and designed to enhance and optimise the role of encumbered or restricted public land (for example, waterways, conservation, utility easements, schools) for multifunctional spaces and cater for a broad range of local users and visitors.</p> <p>Where possible, the provision of open space should be integrated with and/or link with waterways and Water Sensitive Urban Design (WSUD) elements. The public realm network should account for provision of multifunctional water management assets.</p> <p>Relevant VPP: Clause 56.05-2, 19.03-3S</p>	<ul style="list-style-type: none"> • The community needs analysis should identify possible functions of each space. This could also include the potential role and function of school sports fields, waterways and/or floodways in contributing to the network. • Place-specific guidance should express expectations with regard to landscaping outcomes in open spaces and the public realm. 	

2.6 Public Open Space Contributions Mechanisms

2.6.1 Overview of Mechanisms

In Victoria, local government has a number of legal mechanisms (or tools) available to it to obtain public open space contributions from developers, these being:

- For **open space projects** - Subdivision Act s18-20 and Schedule to Clause 53.01 of the Victorian Planning Provisions;
- For any type of **capital works project** - Development Contributions Plan Overlay via Part 3b of the Planning and Environment Act; and
- For any **legal and negotiated matter** – Voluntary Legal Agreements via s173 of the Planning and Environment Act.

The legislation (and where provided, guidelines and directions) specify how the tools can be used and in what circumstances. For the purposes of my review, I will briefly focus on the Subdivision Act and the Schedule to Clause 53.01 of the Victorian Planning Provisions.

2.6.2 Open Space Projects via the Subdivision Act

The Subdivision Act enables councils to seek a contribution for open space from subdivision proponents. The contribution amount is up to 5% of land area or cash value of the site value or a combination of both, if it can be justified, based on an assessment of need.

Some subdivisions are exempt from this requirement, including two lot subdivisions that are unlikely to be further subdivided and land and buildings that have made the contribution (or deemed to have made the contribution) previously.

On this basis councils can impose a condition of between **0% to 5%** open space contribution on subdivisions that are assessed as not exempt from the contribution. This can be applied to residential, commercial and industrial subdivisions and seek a particular method of contribution, such as land or cash or a combination of the two.

2.6.3 Open Space Projects via Schedule to Clause 53.01 of the Victoria Planning Provisions

Clause 53.01 of the VPPs expressly recognises the power of councils to obtain open space contributions under the Subdivision Act, and provides a mechanism for councils to amend the provisions to suit local circumstances.

The Schedule to Clause 53.01 enables a council to **set its own contribution rate(s)** subject to strategic justification. This can exceed the 5% limit of the Subdivision Act. The percent contribution can be tailored to meet the specific needs of areas and sub-areas, subdivision types (i.e. residential, commercial and industrial) and method of contribution (i.e. cash, land or both). Details of liability can be more clearly defined to suit local conditions.

Schedule 53.01 of the Yarra Planning Scheme currently specifies a public open space contribution rate of 4.5% applied to land or buildings intended to be used for residential purposes.

2.7 City of Yarra Public Open Space Supply Levels Compared to the PSP Guidelines Public Open Space Provision Target

Although there are many considerations associated with open space planning, the issue of supply is without a doubt the first and highest priority. For contextual purposes only, I have attempted to demonstrate how the City of Yarra's public open space supply levels compare to the public open space Provision target contained within the PSP Guidelines. Two key steps were required in order to compare the City of Yarra's public open space supply levels on a like-for-like basis. These were:

1. Calculating the amount of public open space in each precinct, but excluding all public open space classified as Regional and State, which is consistent with the PSP Guidelines and PSP planning practice more broadly⁵;
2. Calculating the Net Developable Area (NDA) of each of the City of Yarra's ten precincts using the land use zoning data supplied by the City of Yarra⁶.

Although my analysis of the City of Yarra's public open space supply levels does not form part of my alternative methodology for calculating a public open space contribution rate, it does highlight the magnitude of the

⁵ Note: Although PSP's can include state or regional open space, developers are exempt from paying land acquisition and development costs associated with the delivery of these open spaces. State and regional open spaces, by their very definition, service a much larger population catchment than that population generated by the typical PSP.

⁶ Note: The NDA of each precinct was calculated using total precinct site area and zoning data supplied by the City of Yarra and subtracting all land zoned Public Use Zone, Public Recreation and Resource Zone, Public Park and Recreation Zone, Urban Floodway Zone and Transport Zone 1 and 2. Refer to Attachment 2 for the City of Yarra Land Use Budget showing details of the NDA of each precinct.

problem confronting the City of Yarra in its efforts to provide its future residential and worker populations with access to a good network of well supplied, diverse, high quality and well-distributed public open space.

Thompson Berrill Landscape Design (TBLD) have been responsible for the preparation of the Yarra Open Space Strategy, and many other open space strategies in the inner Melbourne region (Port Phillip, Stonnington, Maribyrnong, Moonee Valley and Melbourne). Fortunately for this exercise, TBLD have a comprehensive and consistent method of classifying and measuring open space provision. In order to compare the level of difference between the 10% of NDA as unencumbered public open space target set by the PSP Guidelines and current public open space supply levels in the City of Yarra, I have used TBLD’s excellent open space data and classification system to recalculate the proportion of public open space available in each of Yarra’s precincts, excluding public open space classified as State and Regional. Table 5 below summarises the results of this recalculation. It clearly reveals the significant level of undersupply in many precincts within the municipality, in particular those locations projected to have significant residential and worker population growth such as Abbotsford, Collingwood, Fitzroy and North Richmond. Only four of the ten precincts exceed the 10% of NDA public open space provision target.

Table 5 – Proportion of Public Open Space as a Percentage of NDA by Precinct

Precinct	Total open space 2016 Hectares (minus State / Regional open space)*	Total NDA of Precinct#	Public Open Space as a % of NDA
Abbotsford	6.20	136.1	4.6%
Carlton North - Princes Hill	6.23	127.8	4.9%
Central Richmond	16.59	161.1	10.3%
Clifton Hill	22.44	99.6	22.5%
Collingwood	0.34	114.8	0.3%
Cremorne, Richmond South and Burnley	22.23 ⁷	113.2	19.6%
Fairfield - Alphington	7.63	142.3	5.4%
Fitzroy	2.25	125.3	1.8%
Fitzroy North	24.69	174.3	14.2%
North Richmond	4.99	170.1	2.9%
City of Yarra	39.56	136.1	8.3%

Sources: *City of Yarra Open Space Strategy and #Yarra City Council.

⁷ Note: The City of Open Space Strategy identifies the Cremorne, Richmond South and Burnley precinct as having 39.59 hectares of regional open space on Table 7.6.1. However, based on the figures shown in Table 7.6.2 I believe this regional open space figure is an error and should be reduced to 22.75. The Open Space Strategy appears to have included the Burnley Golf Course in its calculations of regional open space. However, because it is classified a “restricted open space” I do not believe the Golf Course should be included in the supply of public open space.

2.8 An Alternative Apportionment Methodology

2.8.1 Overview of Key Factors

In this section I outline an alternative methodology which, in my opinion, provides a more robust and quantitative methodology using only two of the eight factors Joanna Thompson takes into account in apportioning open space project costs between existing and new residential and worker populations. These two factors are:

- Factor 6 - Location and magnitude of forecast future resident and worker population growth; and
- Factor 7 - Future residential population and worker population densities.

I note that at Part 3.3(iii) (on page 32-33) of the Interim Panel Report, the Panel discusses the open space needs of new residents and workers, stating:

Evidence that clearly establishes whether there is a significant difference in the level of use of open space between workers and residents was not presented to the Panel. The Panel considers that a strong point was made that the worker use survey did not establish that workers' use of open space is equivalent to that of residents and the Panel is inclined to agree with Mr Gobbo that common sense suggests that the use of open space by workers will be of a different nature and probably less than that of residents.

However, it is unclear to the Panel whether any lesser use by workers would be significant and if so, how it would translate into the calculation of the overall future open space needs of workers. The Panel notes Council's submission that just because workers may use open space less often than residents, workers' need for open space is not of less importance than the need of residents and should be given equal weight. The Panel accepts the distinction between the use of and need for open space and agrees with Council that adopting need is the appropriate metric in calculating future of open space provisions. Adopting equal need and giving equal importance to the open space needs of all within the municipality underpins Council's approach and is consistent with the community focus sought by Open Space for Everyone.

Other methods to take into account worker use of open space versus that of residents were canvassed during the Hearing, for example, the ratio adopted in the precinct structure planning for outer Melbourne and that proposed in the Arden DCP. Neither of these methods is appropriate for Yarra, it

being an established, mixed use municipality rather than a 'green fields' area or a clearly delineated urban renewal area.

With regard to the issue of 'double dipping', the Panel notes that undoubtedly, some people live and work in Yarra and perhaps even in the same suburb or precinct. However, an analysis to determine the potential overestimation of the need for future open space on this account would be difficult and in the Panel's view unnecessary. It would not be as straight forward as simply reducing the amount of future open space by the percentage of people who live and work in Yarra. For example, how would one calculate the need for open space for a worker who also lives in Yarra and uses open space during both work hours and after work and at weekends? It could be argued that that person would place more demand on open space than if they only worked in Yarra and lived elsewhere, but would that higher demand be twice the demand of a worker not residing in Yarra, 50 per cent higher, or some other amount? What if their workplace was at one end of Yarra and their home at the other? In any event, the Panel considers that 'double dipping' in so far as it may occur would be inconsequential and would not materially change the amount of additional open space that should be provided to meet the needs of the new population of Yarra.

The Panel goes on to conclude that (on page 33)

- *the open space needs of new residents and workers are calculated appropriately;*
- *the open space needs of new residents and workers can be considered as equivalent for the purpose of calculating future open space provision.*

A summary of the rationale for this methodology and how it relates to the two factors I have selected from Joanna Thompson's apportionment methodology is outlined below.

Factor	Description of Rationale and Approach
Factor 6 - Location and magnitude of forecast future resident and worker population growth.	My alternative methodology uses the existing (2016) and forecast resident and worker population (2031) estimates provided in the City of Yarra of Open Space Strategy. I have not altered or amended these figures in any way. As per Joanna Thompson's methodology, I use the differential between the 2016 and 2031 resident population and worker populations (expressed as the percentage of new residential and worker population and existing residential and worker population by 2031) as the basis for apportioning cost estimates using my proposed weighting model.

Factor	Description of Rationale and Approach
<p>Factor 7 – Part A. Future residential population densities.</p>	<p>The City of Yarra of Open Space Strategy rightfully emphasises the pressure placed on the municipality’s open space system due to much higher residential and worker populations and densities compared to the rest of Melbourne and in particular PSP locations. My alternative methodology proposes a residential density weighting system for each of Yarra’s precincts using the VPA’s PSP Guidelines as a baseline benchmark. The PSP Guidelines currently recommend the provision of 20 dwellings per NDA hectare in PSP locations, which equates to 62 people per NDA (based on 3.1 persons per dwelling – a figure typically adopted by the VPA’s in its development and population assumptions). In my view, it is reasonable to assert that if 62 persons per NDA hectare in our less dense urban locations (i.e. PSP areas) are expected to be supplied with 10% of each NDA hectare as unencumbered local public open space, then so should our most dense urban locations like the City of Yarra. My residential density weighting calculations are based on comparing the differential between the VPA PSP density estimate (62 people per NDA hectare) and the residential density estimates for each of Yarra’s precincts. These estimates were calculated by subtracting the 2016 residential density estimate from the 2031 residential density estimate. Where a precinct exceeds the VPA PSP density estimate (62 persons per hectare) by 2031, the differential estimate between 2016 and 2031 was used as the basis for determining a weighting for that precinct.</p>
<p>Factor 7. Part B – Future worker population densities.</p>	<p>My alternative methodology proposes a job/worker density weighting system for each of Yarra’s precincts using the VPA’s PSP Guidelines as a baseline benchmark. The PSP Guidelines currently recommends the provision of 1 job (or worker) per dwelling (or 20 jobs/workers per NDA hectare based on 20 dwellings per NDA hectare). My worker population density weighting calculations are based on comparing the differential between the VPA PSP density estimate (20 jobs/workers per NDA hectare) and the job / worker per dwelling estimates for each of Yarra’s precincts. These estimates were calculated by subtracting the 2016 worker density estimate from the 2031 worker density estimate. Where a precinct exceeds the VPA PSP density estimate (20 jobs/workers per NDA hectare) by 2031, the differential estimate between 2016 and 2031 was used as the basis for determining a worker population weighting for that precinct.</p> <p>I then reduced the new worker population density weighting to 20% of the total weighting to align with the PSP Guidelines which allocates only 2% of NDA employment land hectares for public open space (which is 20% of that allocated to NDA residential land hectares – i.e. 10% of NDA residential land hectares).</p>

With these two main factors considered, I outline below a more detailed description of my alternative methodology.

2.8.2 Summary of the Steps Used to Calculate an Alternative Apportionment Methodology

My alternative methodology builds on the VPA's PSP Guidelines, including the VPA's methodology for determining the NDA of a PSP area, and proposes a weighting model that can be applied to inner urban localities such as the City of Yarra which generally have higher residential and worker population densities than PSP locations. The weighting model described below proposes two weightings which are added together in the final steps of my alternative methodology. The first is a residential population density weighting, and the second is a worker population density weighting. The need for both weightings is necessary to account for the demand both population groups place on the public open space network. But it also allows me to treat the demand for public open space generated by the worker population differently from the residential population. In this regard I differ from the Panel's view on treating the demand for public open space equally between residential and worker populations. As discussed above in Section 2.8.1, I feel this is necessary in order to ensure my model is consistent with the PSP Guidelines.

My alternative methodology for calculating an appropriate public open space contribution rate for the City of Yarra requires a number of key steps be undertaken in order to establish alignment with the VPA's PSP Guidelines. Broadly speaking, these can be described as:

Calculating the Amount of Net Developable Area (NDA) of Each Precinct

1. This step calculates the Net Developable Area (NDA) of each of the City of Yarra's ten precincts as per VPA PSP practice. Refer to Attachment 3 for more details.

New Residential Population Weighting

2. Calculating the 2016 and 2031 residential population densities for each of the City of Yarra's precincts and expressing these figures as the number of persons (resident population) per NDA hectare.
3. Calculating a new residential population density weighting for each precinct which exceeds the PSP Guideline target specifying that PSPs aim to deliver a minimum of 20 dwellings per NDA hectare (equating to 62 persons per NDA hectare).

New Worker Population Weighting

4. Calculating the 2016 and 2031 worker population densities for each of the City of Yarra's precincts and expressing these figures as the number of workers per NDA hectare.
5. Calculating a new worker population density weighting for each precinct which exceeds the PSP Guideline target specifying that PSPs aim to deliver 1 job/worker per residential dwelling (equating to 20 jobs/workers per NDA hectare).
6. The new worker population density weighting is then reduced to 20% of the total weighting to align with the PSP Guidelines which allocates only 2% of NDA employment land hectares for public open space (which is 20% of that allocated to NDA residential land hectares – i.e. 10% of NDA residential land hectares).

Calculating a Total Weighting

7. The total weighting for each precinct is calculated by adding together the new residential population weighting and new worker population weighting.

Final Combined Public Open Space Contribution Rate

8. Applying the total weighting figure for each precinct to the estimated cost of public open space projects identified in the City of Yarra Open Space Strategy apportioned to the new residential and worker population using the 10% CIV land acquisition cost scenario (scenario 2).

2.8.3 The Residential Population Density Weighting

2.8.3.1 PSP Guidelines (2021): Dwelling/Population Densities

As previously mentioned, the first component of my weighting system refers to the application of a residential population density weighting to each precinct using the VPA's PSP Guidelines as a baseline benchmark (62 persons per NDA hectare).

Part 3 of the PSP Guidelines contains the following performance target relating to dwelling and population densities sought for PSP locations:

- **Viable Densities.** Target 2 – “The PSP should facilitate increased densities with an average of 20 dwellings or more per NDHA across the entire PSP area.” (page 39).

My residential density weighting calculations are based on comparing the differential between the VPA PSP density estimate and the residential density estimates for each of Yarra's precincts. These estimates were calculated by subtracting the 2016 residential density estimate from the 2031 residential density estimate. Where a precinct exceeds the VPA PSP density estimate (62 persons per hectare) by 2031, the differential estimate between 2016 and 2031 was used as the basis for determining a weighting for that precinct.

In my view, it is reasonable to assert that if 62 persons per NDA hectare in our less dense urban locations (i.e. PSP areas) are expected to be supplied with 10% of each NDA hectare as unencumbered local public open space, then so should our most dense urban locations like those located in the City of Yarra. Table 6 on the following page provides a summary of the proposed residential population density weighting score for each precinct. The precincts which score the highest weightings are Collingwood (0.73), North Richmond (0.70), Fitzroy (0.56) and Abbotsford (0.45).

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Table 6 – Proposed Residential Population Density Weightings by Precinct

Steps	Notes	Unit	Abbotsford	Carlton North-Princess Hill	Central Richmond	Clifton Hill	Collingwood	Cremorne, Richmond South and Burnley	Fairfield - Alphington	Fitzroy	Fitzroy North	North Richmond
Step 1 - Calculate Yarra Net Developable Area as Per VPA Methodology												
Step 1.1	Calculate total area of precinct. Figures supplied by the City of Yarra.	Total Area of Precinct (hectares)	178.7	140.6	196.0	166.6	129.2	233.1	347.2	140.3	231.5	192.1
Step 1.2	Calculate Net Developable Area (NDA) as per VPA PSP Guidelines. Figures supplied by the City of Yarra.	Total Net Developable Area (NDA) - hectares	136.1	127.8	161.1	99.6	114.8	113.2	142.3	125.3	174.3	170.1
Step 2 – Calculate VPA PSP Residential Population Density Benchmark												
Step 2.1	The VPA PSP Guidelines require PSPs to achieve a density target of 20 dwellings per NDA hectare. Based on an average household size of 3.1 persons per household this target delivers a population yield of 62 people per NDA hectares (20 x 3.1). This provides the basis for comparing the differences in population density levels in each of Yarra’s precincts compared to the VPA PSP Guidelines.	PSP residential population density benchmark	62.00	62.00	62.00	62.00	62.00	62.00	62.00	62.00	62.00	62.00
Step 3 - Calculate Yarra 2016 Residential Population Density The purpose of this step is to calculate the residential population density of Yarra precincts in 2016												
Step 3.1	Derived from Yarra Open Space Strategy	2016 residential population	8,849	9,010	13,888	6,792	9,141	4,622	2,894	11,465	12,357	14,335
Step 3.2	Formula: Step 3.1 ÷ Step 1.2	2016 residential population density per NDA hectare	65.00	70.50	86.21	68.20	79.66	40.85	20.34	91.53	70.89	84.27
Step 3.3	Formula: Step 3.2 ÷ Step 2.1	2016 residential population density weighting	1.05	1.14	1.39	1.10	1.28	0.66	0.33	1.48	1.14	1.36
Step 4 - Calculate Yarra 2031 Residential Population Density The purpose of this step is to calculate the residential population density of Yarra precincts by 2031												
Step 4.1	Derived from Yarra Open Space Strategy	Projected residential	12,671.00	8,843.00	17,269.00	7,432.00	14,347.00	9,539.00	9,099.00	15,798.00	15,112.00	21,754.00

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Steps	Notes	Unit	Abbotsford	Carlton North-Princess Hill	Central Richmond	Clifton Hill	Collingwood	Cremorne, Richmond South and Burnley	Fairfield - Alphington	Fitzroy	Fitzroy North	North Richmond
		population by 2031										
Step 4.2	Formula: Step 4.1 ÷ Step 1.2	Projected residential population density by 2031 per NDA hectare	93.07	69.20	107.19	74.62	125.03	84.30	63.96	126.13	86.70	127.89
Step 4.3	Formula: Step 4.2 ÷ Step 2.1	Projected residential population density weighting	1.50	1.12	1.73	1.20	2.02	1.36	1.03	2.03	1.40	2.06
Step 5 - Calculate New Residential Population Density Weighting												
This step calculates the residential population density change between 2016 and 2031. Weighting is applied only if 2031 residential population density exceeds VPA benchmark												
Step 5.1	Formula Step 4.3 – Step 3.3	New residential population weighting	0.45	Not applicable	0.34	0.10	0.73	0.36	0.03	0.56	0.25	0.70

2.8.4 Proposed Worker Population Density Weightings by Precinct

2.8.4.1 PSP Guidelines (2021): Jobs and Employment Land Open Space Targets

Part 3 of the PSP Guidelines contains two relevant performance targets relating to job generation and open space allocation in employment land locations. These are:

- **Connect People to Jobs & Higher Order Services.** Feature 8 (F 8). Well connected to public transport, jobs & services within the region, target 10 – “The provision of land for local employment and economic activity should be capable of accommodating the minimum job density target of one job per dwelling located within the wider growth corridor” (page 67).
- **Offer High-Quality Public Realm.** Feature 10 (F 10). Local recreation spaces and facilities, target 11 - “The open space network should seek to meet the following minimum targets: ... dedicated employment land within dedicated employment and/ or economic activity areas, 2% of the net developable area for local parks” (page 74).

In relation to F 10 - target 11, it is important to note that the 2% open space target for dedicated employment land in PSP locations is more difficult to apply in the City of Yarra which has a high proportion of land uses with a “mixed use” zoning function. In PSP locations, employment land uses appear to be more clearly separated from other land uses.

For the purposes of my alternative methodology, my worker population density weighting has been reduced to 20% of the total calculation in order to align with the PSP Guidelines (2% of NDA employment land hectares for public open space equates to 20% of that allocated for NDA residential land – i.e. 10% of NDA residential land hectares for public open space).

2.8.4.2 Job Density

I have used the job density target of 1 job per dwelling (which equates to 20 jobs/workers per NDA hectare) as a baseline benchmark against which to compare both the 2016 and 2031 job density figures for the City of Yarra using the worker figures presented in the City of Yarra Open Space Strategy. As shown in Table 7 on the following page, six of the ten City of Yarra precincts had job/worker density levels far exceeding the PSP Guideline target 1 job per dwelling (20 jobs/workers per NDA hectare). Most notable among these precincts were Collingwood (0.90), Cremorne, Richmond South and Burnley (0.81), Fitzroy (0.65) and Abbotsford (0.29).

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Table 7 – Proposed Worker Population Density Weightings by Precinct

Steps	Notes	Unit	Abbotsford	Carlton North-Princess Hill	Central Richmond	Clifton Hill	Collingwood	Cremorne, Richmond South and Burnley	Fairfield - Alphington	Fitzroy	Fitzroy North	North Richmond
Step 1 - Calculate Yarra Net Developable Area as Per VPA Methodology												
Step 1.1	Calculate total area of precinct. Figures supplied by the City of Yarra.	Total Area of Precinct (hectares)	178.7	140.6	196.0	166.6	129.2	233.1	347.2	140.3	231.5	192.1
Step 1.2	Calculate Net Developable Area (NDA) as per VPA PSP Guidelines. Figures supplied by the City of Yarra.	Total Net Developable Area (NDA) - hectares	136.1	127.8	161.1	99.6	114.8	113.2	142.3	125.3	174.3	170.1
Step 2 – Calculate VPA PSP Worker Population Density Benchmarks												
Step 2.2	The VPA PSP Guidelines require PSPs to achieve a jobs density target of 1 job per dwelling. This target delivers a job yield of 20 jobs per NDA hectare (20 x 1). This provides the basis for comparing the differences in population density levels in each of Yarra's precincts compared to the VPA PSP Guidelines.	PSP worker population density benchmark	20.00	20.00	20.00	20.00	20.00	20.00	20.00	20.00	20.00	20.00
Step 6 - Calculate Yarra 2016 Worker Population Density The purpose of this step is to calculate the worker population density of Yarra precincts in 2016												
Step 6.1	Derived from Yarra Open Space Strategy	2016 worker population	12,057	0	10,140	921	14,810	16,704	0	17,014	0	13,179
Step 6.2	Formula: Step 6.1 ÷ Step 1.2	2016 worker population density per NDA hectare	88.56	0.00	62.94	9.25	129.06	147.62	0.00	135.84	0.00	77.48
Step 6.3	Formula: Step 6.2 ÷ Step 2.2	2016 worker population density weighting	4.43	0.00	3.15	0.46	6.45	7.38	0.00	6.79	0.00	3.87
Step 7 - Calculate Yarra 2031 Worker Population Density The purpose of this step is to calculate the worker population density of Yarra precincts by 2031												
Step 7.1	Derived from Yarra Open Space Strategy	Projected Worker Population by 2031	15,972	0	13,176	1,266	25,168	25,865	0	25,216	0	17,444
Step 7.2	Formula: Step 7.1 ÷ Step 1.2	Projected Worker Population by 2031 per NDA hectare	117.32	0.00	81.79	12.71	219.32	228.58	0.00	201.32	0.00	102.55
Step 7.3	Formula: Step 7.2 ÷ Step 2.1	Yarra Precinct 2031 Worker Density Weighting	5.87	0.00	4.09	0.64	10.97	11.43	0.00	10.07	0.00	5.13

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Steps	Notes	Unit	Abbotsford	Carlton North-Princess Hill	Central Richmond	Clifton Hill	Collingwood	Cremorne, Richmond South and Burnley	Fairfield - Alphington	Fitzroy	Fitzroy North	North Richmond
Step 8 - Calculate New Worker Population Density Weighting												
This step calculates the worker population density change between 2016 and 2031. Weighting is applied only if 2031 worker population density exceeds VPA benchmark												
Step 8.1	Formula: Step 7.3 – Step 6.3	New worker population weighting	1.44	Not applicable	0.94	Not applicable	4.51	4.05	Not applicable	3.27	Not applicable	1.25
Step 8.2	Formula: Step 8.1 * 0.20	Application of 20% of new worker population weighting for new worker population open space demand (refer to Section 2.8.4.1 of this report for more details)	0.29	Not applicable	0.19	Not applicable	0.90	0.81	Not applicable	0.65	Not applicable	0.25

2.8.5 Total Weightings by Precinct

The total weighting for each precinct is calculated by adding together the new residential population weighting and new worker population weighting. As previously stated, the need for both weightings is necessary to account for the demand both population groups place on the public open space network. But it also allows me to treat the demand for public open space generated by the worker population differently from the residential population. Table 8 below summarises the total weighting score for each precinct. The precincts with the highest weightings are Collingwood (1.63), Fitzroy (1.21), Cremorne - Burnley - Richmond South (1.17) and North Richmond (0.95).

Table 8 - Summary of Total Weightings by Precinct

Precinct	Residential Population Weighting	Worker Population Weighting	Total Weighting
Abbotsford	0.45	0.29	0.74
Carlton North - Princes Hill	Not applicable	Not applicable	Not applicable
Central Richmond	0.34	0.19	0.53
Clifton Hill	0.10	Not applicable	0.10
Collingwood	0.73	0.90	1.63
Cremorne - Burnley - Richmond South	0.36	0.81	1.17
Fairfield - Alphington	0.03	Not applicable	0.03
Fitzroy	0.56	0.65	1.21
Fitzroy North	0.25	Not applicable	0.25
North Richmond	0.70	0.25	0.95

2.8.5 Final Public Open Space Contribution Rate

The final stage of my methodology applies the total weighting scores shown above in Table 8 to the costs apportioned to the proportion of new residential and worker population by 2031 using the 10% CIV scenario for land acquisition costs. Table 9 on the following page summarises the total revised dollar value of proposed open space project costs allocated to the new residential and worker population after the application of the total weighting scores for each precinct. After the application of the weighting scores the resulting total dollar value of open space projects allocated to the new residential and worker population is \$357,895,416. It is then possible to calculate the public open space contribution rate by dividing this revised cost by the total estimated value of the land to redevelop in the City of Yarra (\$3,789,238,623). As shown in the formula below, this results in a public open space contribution rate of 9.4%.

$$\$357,895,416 \div \$3,789,238,623 = 9.4\%$$

Peer Review of Amendment C286yara Open Space Project Cost Apportionment

Table 9 – Revised Public Open Space Contribution Rate Based 10% CIV Scenario for Land Acquisition Costs

Steps	Notes	Unit	Abbotsford	Carlton North-Princess Hill	Central Richmond	Clifton Hill	Collingwood	Cremorne, Richmond South and Burnley	Fairfield - Alphington	Fitzroy	Fitzroy North	North Richmond	Total
Step 9 - Calculate Total New Residential & Worker Population Weighting													
Step 9 adds the two weightings, where they apply, to each precinct to determine a total weighting figure.													
Step 9.1	Formula: Step 8.2 + Step 5.1	Total Weighting Score	0.74	Not applicable	0.53	0.10	1.63	1.17	0.03	1.21	0.25	0.95	
Step 10 - Apply Total Weighting to POS Costs apportioned to new residential and worker population only													
Step 10 applies the total precinct weighting to costs apportioned to new residential and worker population by 2031 only. Costs are those derived from the City of Yarra Open Space Strategy based on the 10% Capital Improved Value (CIV) estimates.													
Step 10.1	Derived from City of Yarra Public Open Space Strategy	Total dollar value of proposed open space projects	\$15,136,176	\$9,303,720	\$46,360,440	\$5,120,000	\$126,915,054	\$135,230,839	\$6,266,108	\$68,787,084	\$13,300,170	\$64,691,460	\$491,111,053
Step 10.2	Revised Calculation	Total dollar value of proposed open space projects allocated to existing residential and worker population	\$11,047,617	\$9,303,720	\$36,588,887	\$4,540,189	\$76,926,293	\$81,457,826	\$1,992,979	\$47,763,870	\$10,875,476	\$45,408,460	\$325,905,317
Step 10.3	Revised Calculation	Total dollar value of proposed open space projects allocated to new residential and worker population	\$4,088,559	\$0	\$9,771,553	\$579,811	\$49,988,761	\$53,773,013	\$4,273,129	\$21,023,214	\$2,424,694	\$19,283,000	\$165,205,734
Step 10.4	Revised Calculation	Proportion existing residential and worker population by 2031	73%	100%	79%	89%	61%	60%	32%	69%	82%	70%	
Step 10.5	Revised Calculation	Proportion new residential and worker population by 2031	27%	0%	21%	11%	39%	40%	68%	31%	18%	30%	

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Steps	Notes	Unit	Abbotsford	Carlton North-Princess Hill	Central Richmond	Clifton Hill	Collingwood	Cremorne, Richmond South and Burnley	Fairfield - Alphington	Fitzroy	Fitzroy North	North Richmond	Total
Step 10.6	Formula: Step 10.3 + (Step 10.3 x Step 9.1)	Revised apportionment cost to new residential and worker population based on total weighting	\$7,115,648	\$0	\$14,920,661	\$639,905	\$126,915,054 ⁸	\$116,649,630	\$4,408,483	\$46,519,949	\$3,042,811	\$37,683,276	\$357,895,416
Step 10.7	Derived from City of Yarra Public Open Space Strategy	Estimated value of the land to redevelop	\$286,757,015	\$23,588,482	\$500,779,083	\$68,930,173	\$815,247,821	\$635,975,223	\$22,555,590	\$717,813,964	\$158,903,603	\$558,687,669	\$3,789,238,623
Step 11 - Calculate POS Contribution Rate for the City of Yarra	City of Yarra Column only. Formula: Step 10.6 ÷ Step 10.7												9.4%

⁸ Note: The cost apportioned to new residential and worker population in the Collingwood precinct has been capped at the total project of \$126,915,054 as the application of the Collingwood weighting score exceeds this figure.

3. Conclusions

Based on the material reviewed in this report I conclude the following:

1. In my opinion the apportionment method used by Joanna Thompson is far too subjective and difficult to replicate with any great consistency. For example, it would appear difficult for any two open space planners to agree on which of her six apportionment ratios should apply to any particular project. However, as I have demonstrated, I believe the construction and application of some form of more quantifiable and replicable weighting system that can be applied to the apportionment process is both possible and valid.
2. The more traditional apportionment method of using only residential and worker population forecasts to determine the public open space contribution rate fails to reflect the complex and costly challenge of satisfying open space needs in high density inner suburban municipalities such as the City of Yarra and fails to provide sufficient financial resources to implement important open space measures that many locations within the City of Yarra desperately need.
3. I have highlighted there is currently a significant disparity between the actual supply of local public open space in the majority of Council's 10 precincts, and the target specified in the VPA's PSP Guidelines (10% of NDA be provided in the form of local unencumbered public open space), and clearly shown to what extent each of Council's 10 precincts exceed the residential and worker population densities anticipated in PSP locations.
4. My alternative methodology builds on the VPA's PSP Guidelines and proposes a weighting model that can be applied to inner urban localities such as the City of Yarra which generally have higher residential and worker population densities than PSP locations.
5. My weighting model proposes two weightings which are added together in the final steps of my alternative methodology. The first is a residential population density weighting, and the second is a worker population density weighting. I have explained the need for two weightings in my report.
6. The two weightings are focused on determining the following: 1) the projected residential population densities of each precinct relative to the target specified in the PSP Guidelines (20 dwellings per NDA hectare / 62 persons per NDA hectare), and 2) the projected worker population densities of each precinct relative to the target specified in the PSP Guidelines (1 job/worker per dwelling or 20 jobs / workers per NDA hectare).
7. I have also proposed that the new worker population density weighting be reduced to 20% of the total weighting score to align with the PSP Guidelines which allocates only 2% of NDA employment land hectares for public open space (which is 20% of that allocated to NDA residential land hectares – i.e. 10% of NDA residential land hectares).

8. I regard my alternative methodology as a fair and equitable weighting system as it properly acknowledges the enormously complex and costly process Council confronts in its efforts to improve open space amenity in the face of significant urban renewal and residential and worker population densities that far exceed the residential and worker density targets expected in PSP locations.
9. The application my weighting system to the estimated cost of public open space projects identified in the City of Yarra Open Space Strategy for each precinct and apportioned to new residential and worker populations by 2031 using the 10% CIV land acquisition cost scenario (scenario 2) produces a public open space contribution rate of 9.4%.

Attachments

Attachment 1. Summary Preliminary Opinion of Probable Cost City of Yarra Open Space Strategy 2020

Scenario 2: 10% Allowance Scenario on CIV Land Acquisition Costs.

Source: Memorandum Prepared by Joanna Thompson dated 18 January 2022. Response to Planning Panels Victoria Direction #3 on 20 December 2021: Alternative scenarios regarding the cost allowance on CIV land acquisition costs.

Summary Preliminary Opinion of Probable Cost			
City of Yarra Open Space Strategy 2020			
10% Allowance Scenario on CIV land acquisition costs			
[COLUMN A]	[COLUMN B]	[COLUMN C]	[COLUMN D]
PRECINCT	Total dollar value	Total dollar value for existing population	Total dollar value for new population
Abbotsford	\$15,136,176	\$7,822,992	\$7,313,184
Carlton North - Princes Hill	\$9,303,720	\$8,838,534	\$465,186
Central Richmond	\$46,360,440	\$21,412,109	\$24,948,331
Clifton Hill	\$5,120,000	\$4,096,000	\$1,024,000
Collingwood	\$126,915,054	\$42,175,825	\$84,739,230
Cremorne - Burnley - Richmond South	\$135,230,839	\$34,641,802	\$100,589,038
Fairfield - Alphington	\$6,266,108	\$2,880,814	\$3,385,294
Fitzroy	\$68,787,084	\$26,063,069	\$42,724,016
Fitzroy North	\$13,300,170	\$4,951,919	\$8,348,251
North Richmond	\$64,691,460	\$9,789,043	\$54,902,418
Total	\$491,111,053	\$162,672,106	\$328,438,946

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YOSS 2020 STRATEGY POPC -10% ALLOWANCE SCENARIO ON CIV LAND ACQUISITION COSTS

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Abbotsford						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.1A-1	Provide an additional Small Local open space in the south west part of open space sub-precinct Abbotsford C for both the existing and forecast population. The new open space is to be located south of Langridge Street between the railway and Nicholson Street.	High	YCC			
	Land acquisition			\$4,258,678	30%	70%
	Capital works for construction of new open space			\$575,450	30%	70%
7.1A-2	Provide an additional Neighbourhood open space if the large scale industrial uses are redeveloped. This would primarily be for the forecast population.	High and Ongoing	YCC Developer			
	Land acquisition			\$0	0%	0%
	Capital works for construction of new open space			\$0	0%	0%
	Subtotal for additional open space			\$4,834,128		
EXISTING OPEN SPACE						
7.1B-1	Bath Street Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.1B-2	Brearley Reserve Undertake a major upgrade to protect and interpret the existing Red Gum including expanding the size of the reserve utilising part of the road reserve to create more space around the Red Gum. Future design to provide facilities for the local community to use this reserve when major sporting events are held at Victoria Park. This is for both the existing and forecast population.	Low	YCC	\$1,224,707	50%	50%
7.1B-3	Browns Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.1B-4	Clarke Street Reserve Undertake a major upgrade to this open space to provide seating and picnic area with views over the Yarra River and the Abbotsford Convent site and indigenous revegetation to improve the biodiversity values and potentially include interpretive signage regarding the natural and cultural values of the site.	High	YCC	\$1,224,707	80%	20%
7.1B-5	Collingwood Childrens Farm Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.1B-6	Dights Falls Continue to maintain.	Ongoing	YCC, PV, MW	\$0	80%	20%
7.1B-7	Eddy Court Reserve Undertake a major upgrade to this linking space including investigating providing addition active unstructured recreation facilities to encourage greater use of this open space adjacent to the railway reserve.	Low	YCC, PTV	\$345,270	80%	20%
7.1B-8	Flockhart Reserve Continue to maintain in the short term. In the future when the additional linear open space along the Yarra River is secured, then undertake a major upgrade to improve the visitor facilities at Flockhart Reserve.	Low	YCC, MW	\$2,502,455	50%	50%
7.1B-9	Gahan Reserve Undertake major upgrades to this open space in the longer term primarily to meet the needs of the forecast population. This is to include investigating appropriate uses for the Maternal Child and Health facility that will complement the open space.	Low	YCC	\$2,502,455	80%	20%
7.1B-10	Maugle Street Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.1B-11	Saint Phillip's Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.1B-12	Studley Street Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.1B-13	Victoria Park Prepare and implement a new Masterplan to improve the structured and unstructured sport and recreation use in the context of forecast growth and change.	Medium	YCC	\$2,502,455	50%	50%
7.1B-14	Yarra River Trail - Abbot St to Turner St (Land is not zoned PPRZ) Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.1B-15	Yarra River Trail - Acacia PI to Victoria St Continue to maintain.	Ongoing	YCC, PV MW	\$0	0%	0%
7.1B-16	Yarra River Trail - Johnston St to Clarke St Continue to maintain.	Ongoing	YCC, PV MW	\$0	0%	0%
7.1B-17	Yarra River Trail - Turner St to Johnston St Continue to maintain.	Ongoing	YCC, PV MW	\$0	0%	0%
7.1B-18	Yarra River Trail - Walmer St to Acacia PI Continue to maintain.	Ongoing	YCC, PV MW	\$0	0%	0%
	Subtotal for existing open space			\$10,302,048		
	TOTAL FOR ABBOTSFORD			\$15,136,176		

YARRA PLANNING SCHEME AMENDMENT C286 - RESPONSE TO PLANNING PANELS VICTORIA DIRECTION #3 ON 20/12/21
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Carlton North Princes Hill						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.2A-1	Provide a new Small Local open space in Carlton North to address the gap area for the existing population.	Medium	YCC			
	Land acquisition			\$6,366,786	95%	5%
	Capital works for construction of new open space			\$575,450	95%	5%
	Subtotal for additional open space			\$6,942,236		
EXISTING OPEN SPACE						
7.2B-1	Canning Street Median Continue to protect and manage the mature trees.	Ongoing	YCC	\$0	95%	5%
7.2B-2	Curtain Square Minor upgrade to Curtain Square including an upgrade to the existing playground.	High	YCC	\$834,152	95%	5%
7.2B-3	Hardy Gallagher Reserve Undertake a minor upgrade to the reserve including review of the existing path network, upgrade of unstructured recreation facilities and signage regarding the proposed new urban agricultural facility at the neighbourhood house.	Medium	YCC	\$834,152	95%	5%
7.2B-4	Nicholson Street Reserve Minor upgrade to improve the overstorey canopy trees, path and seats.	Medium	YCC DHHS	\$115,090	95%	5%
7.2B-5	Park Street Reserve (Inner Circle Railway Parklands) Review the Linear Park Masterplan and function of this site within the network and undertake minor upgrades including review of lighting.	Low	YCC	\$347,911	95%	5%
7.2B-6	Pigdon Street Median Continue to protect and manage the mature trees and upgrade to include seating and associated park infrastructure including drinking fountain.	High and Ongoing	YCC	\$115,090	95%	5%
7.2B-7	Shakespeare Reserve Undertake a minor upgrade to improve the seating opportunities in this reserve.	Medium	YCC	\$115,090	95%	5%
	Subtotal for existing open space			\$2,361,484		
	TOTAL FOR CARLTON NORTH - PRINCES HILL			\$9,303,720		

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Central Richmond						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.3A-1	Provide a new Local open space in the north west of Central Richmond A as shown in Figure 7.3F for both the existing and forecast new population. The new Local open space will need to include the provision of space and facilities for unstructured active recreational uses given these are not currently well provided for in Central Richmond.	Very High	YCC Developer			
	Land acquisition			\$27,180,363	50%	50%
	Capital works for construction of new open space			\$1,739,556	50%	50%
7.3A-2	Provide either one new Small Local open space in the north east part of Central Richmond B as shown in Figure 7.3F for both the existing and future population. The location is to be accessible via the local street network and preferably improve east-west connectivity.	Very High	YCC Developer			
	Land acquisition			\$5,283,190	50%	50%
	Capital works for construction of new open space			\$575,450	50%	50%
7.3A-3	Provide a new Small Local open space in the south east part of Central Richmond B as shown in Figure 7.3F for both the existing and future population.	Very High	YCC Developer			
	Land acquisition			\$5,283,190	50%	50%
	Capital works for construction of new open space			\$575,450	50%	50%
7.3A-4	Investigate options to expand the size of Dame Nellie Melba Park in the longer term to increase the capacity of the open space to accommodate increased levels of use as a result of forecast growth.	Low	YCC Developer			
	Land acquisition			\$2,438,395	10%	90%
	Capital works for construction of new open space			\$575,450	10%	90%
	Subtotal for additional open space			\$43,657,044		
EXISTING OPEN SPACE						
7.3B-1	Ben Alexander Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.3B-2	Burnley Park Prepare a revised Landscape Masterplan that incorporates the recommendations from the 2007 CMP, investigates viable future uses of the cottage and responds to the heritage and historical values of the park. The design will need to cater to the forecast new population needs including increasing the capacity of the facilities to the accommodate the increased levels of use. This is primarily for the forecast new population.	Medium	YCC	\$834,152	20%	80%
7.3B-3	Cairns Reserve Undertake minor upgrades to adapt and cater to increased levels of use from the forecast population. This includes investigating the provision of a barbecue and picnic facility along facilities that encourage active unstructured recreation.	Medium	YCC	\$347,911	20%	80%
7.3B-4	Circus Site Undertake minor improvements to protect and appropriately interpret the cultural heritage and natural values of the site. Continue to manage this reserve for hosting major events with improved management guidelines to adequately protect the site from damage.	Ongoing	YCC	\$834,152	50%	50%
7.3B-5	Dame Nellie Melba Park Undertake minor upgrades to adapt and cater to increase levels of use from the forecast population. Facilities to promote informal use of this reserve including barbecue and picnic facilities to complement the facilities provided in Cairns Reserve, which is nearby. Refer to the Action 7.3A-5 regarding the longer term aim to investigate opportunities to expand the size of the open space to improve its function and use primarily for the forecast population.	Low	YCC	\$347,911	20%	80%
7.3B-6	Peppercorn Park Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.3B-7	Richmond Terrace Park Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.3B-8	Wangaratta Street Park Prepare a Concept Plan to guide the future expansion and upgrade of Wangaratta Street Park. This includes: •Investigating additional road closure to expand the size of the open space. •Increase the urban greening and cooling character of this open space including additional moisture absorbing surfaces, garden beds, trees and turf.	High	YCC	\$345,270	20%	80%
7.3B-9	Yarra River Trail – Bridge Rd to Swan St Continue to undertake improvements as required to the natural biodiversity values and linear path consistent with the cultural and natural values of the river corridor.	Ongoing	YCC	\$0	0%	0%
	Subtotal for existing open space			\$2,709,396		
	TOTAL FOR CENTRAL RICHMOND			\$46,366,440		

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Clifton Hill						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.4A-1	If substantial change occurs in the future between Hoddle Street and the Railway there is potential that a new Small Local open space may be required subject to an open space needs assessment. This would only be required if there is a change to the forecast growth and is not included in the contribution rate calculation and is not included on Figure 7.4F.	N/A	YCC			
	Land acquisition			\$0	0%	0%
	Capital works for construction of new open space			\$0	0%	0%
	Subtotal for additional open space			\$0		
EXISTING OPEN SPACE						
7.4B-1	Clifton Street Reserve Undertake minor upgrade to improve the design of this space including paths, social meeting areas and improved greening. This is primarily for the existing population.	Low	YCC	\$115,090	80%	20%
7.4B-2	Coulson Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.4B-3	Darling Gardens Continue to implement the Darling Gardens Masterplan, with priority given to the protection and care of the mature canopy trees and improving the quality and condition of the open grassed areas.	High	YCC	\$2,502,455	80%	20%
7.4B-4	George Knott Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.4B-5	Hall Reserve Undertake minor upgrade to Hall Reserve to provide additional picnic areas within the reserve given its size to enjoy the expansive views over the creek corridor and the create social spaces for the people to meet and spend time in the reserve. This includes retaining the existing sports training facilities. The upgrades will cater to both the forecast increased workers and residents and the existing population.	Medium	YCC	\$834,152	80%	20%
7.4B-6	Mayors Park In the short term continue to maintain. In the longer term update the Landscape Masterplan and identify opportunities to improve its level of use and complement the facilities and character of the nearby Darling Gardens. This will cater to both the forecast and existing population.	Low	YCC	\$834,152	80%	20%
7.4B-7	Merri Creek Shared Trail (Railway to Heidelberg Rd) Continue to improve the biodiversity values.	Ongoing	YCC	\$0	0%	0%
7.4B-8	Merri Creek Shared Trail (Heidelberg Road to Eastern Freeway) Continue to improve the biodiversity values.	Ongoing	YCC	\$0	0%	0%
7.4B-9	Quarries Park Undertake minor upgrades to improve the passive surveillance along with the condition of the playground and picnic area. This will cater to both the forecast and existing population.	High	YCC	\$834,152	80%	20%
7.4B-10	Ramsden Street Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
	Subtotal for existing open space			\$5,120,000		
	TOTAL FOR CLIFTON HILL			\$5,120,000		

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Collingwood						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.5A-1	Provide a new Small Local open space between Smith and Wellington Streets in open space precinct Collingwood A to cater to the existing and forecast population.	Very High	YCC Developer			
	Land acquisition			\$4,502,853	40%	60%
	Capital works for construction of new open space			\$575,450	40%	60%
7.5A-2	Investigate options to expand the size of McNamara Reserve to increase it to a Local open space size to provide space to include diversity of facilities that appeal to both the existing and forecast community.	Medium	YCC Developer			
	Land acquisition			\$4,502,853	40%	60%
	Capital works for construction of new open space			\$1,020,589	40%	60%
7.5A-3	Investigate options to expand the size of Alexander Street Reserve in Collingwood A to make it more accessible and useable. Alternatively provide a new Small Local open space for both the existing and forecast population in a more accessible and visible location in Collingwood A sub-precinct. This can either be in addition to Alexandra Reserve, or to replace it.	Medium	YCC			
	Land acquisition			\$4,502,853	40%	60%
	Capital works for construction of new open space			\$575,450	40%	60%
7.5A-4	Provide a new Local open space in the northern part of open space precinct Collingwood B in the vicinity of the Former Victoria Police Workshop on Stanley Street. This is to cater primarily for the forecast new population.	Very High	YCC Developer			
	Land acquisition			\$25,449,326	10%	90%
	Capital works for construction of new open space			\$1,739,556	10%	90%
7.5A-5	Increase the size of Peel Street Park and Cambridge Street Reserve to accommodate additional facilities and people, given both these open spaces are experiencing signs of over-development.	Very High	YCC Developer			
	Land acquisition			\$5,514,021	10%	90%
	Capital works for construction of new open space			\$575,450	10%	90%
7.5A-6	Provide a new Small Neighbourhood open space in Collingwood C. The future open space will need to be accessible to the moderate change area associated with Johnson Street to the north and any future change to the social housing estate. This can be staged so that it firstly provides a Local open space and can be expanded later to a Small Neighbourhood to cater to the 2041 forecast population.	High	YCC Developer			
	Land acquisition			\$50,055,181	50%	50%
	Capital works for construction of new open space			\$2,135,235	50%	50%
7.5A-7	Provide a new Local open space between Gipps and Victoria Streets for both the existing and forecast worker population in Collingwood D.	High	YCC Developer			
	Land acquisition			\$17,312,919	30%	70%
	Capital works for construction of new open space			\$1,739,556	30%	70%
7.5A-8	Provide a new Small Local open space in Collingwood B south of Johnston Street within the moderate change area identified in the Yarra Housing Strategy 2018. This is primarily for the forecast population.	Very High	YCC Developer			
	Land acquisition			\$5,514,021	10%	90%
	Capital works for construction of new open space			\$575,450	10%	90%
	Subtotal for additional open space			\$126,290,762		
EXISTING OPEN SPACE						
7.5B-1	Alexander Street Reserve Refer to Action 7.5A-3 regarding investigating the potential option to expand the size and suitable alternative more accessible locations for a new open space. Once the size, location and whether the existing open space is to be retained, undertake capital works improvements to establish a new open space or upgrade the existing.	Medium	YCC	Refer to Action 7.5A-3	30%	70%
7.5B-2	Cambridge Street Reserve Investigate opportunities to increase the size of Cambridge Street Reserve including options of utilising part of the adjoining road reserve. This will increase the area and also sunlight access, particularly in winter.	High	YCC	Refer to Action 7.5A-5	20%	80%
7.5B-3	McNamara Reserve In the short to medium term continue to maintain. As part of the future expansion to the reserve in the long term, undertake a major upgrade to include facilities appropriate to the existing and forecast new community. Refer to Action 7.5A-2 regarding the increase of its size.	Low	YCC	\$312,146	30%	70%
7.5B-4	Oxford Street Park Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.5B-5	Peel Street Park In the short term, undertake a minor upgrade to this open space to provide additional trees, shade, improve seating and improve the layout and condition of the open grassed area primarily for the new population due to increased levels of use. In the longer term, undertake a major upgrade to incorporate the expanded area of open space. Refer to Action 7.5A-5.	Medium	YCC	\$312,146	20%	80%
	Subtotal for existing open space			\$624,292		
	TOTAL FOR COLLINGWOOD			\$126,915,054		

YARRA PLANNING SCHEME AMENDMENT C286 - RESPONSE TO PLANNING PANELS VICTORIA DIRECTION #3 ON 20/12/21
ALTERNATIVE SCENARIOS REGARDING COST ALLOWANCE ON CIV LAND ACQUISITION COST PREPARED BY TBLD P/L 18/01/22

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YOSS 2020 STRATEGY POPC -10% ALLOWANCE SCENARIO ON CIV LAND ACQUISITION COSTS

SHEET 7 OF 12

Cremorne - Burnley - Richmond South						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.6A-1	Provide a new Small Neighbourhood open space in Cremorne in the vicinity of the Kangan TAFE site. There is potential to investigate locating this on the car park and improving east-west connectivity as well. This new open space is primarily for the new population and also for the existing population.	Very High	YCC Developer			
	Land acquisition			\$68,336,822	20%	80%
	Capital works for construction of new open space			\$2,135,235	20%	80%
7.6A-2	Provide a new Small Local open space in the north-west area of Cremorne between Punt Road and Cremorne Street as shown in Figure 7.6F. This is to cater for both the forecast new and the existing population north of Kelso Street.	Very High	YCC Developer			
	Land acquisition			\$5,922,525	50%	50%
	Capital works for construction of new open space			\$575,450	50%	50%
7.6A-3	Provide a new Small Local open space in the south-west part of Cremorne in close proximity to the High Change Area shown in the <i>Yarra Housing Strategy 2018</i> . This is primarily to cater to the forecast new resident and worker population.	Very High	YCC Developer			
	Land acquisition			\$5,922,525	20%	80%
	Capital works for construction of new open space			\$575,450	20%	80%
7.6A-4	Provide a new Small Local open space between Cremorne Street and the railway, south of Balmain Street, as shown in Figure 7.6F. This will primarily be for the forecast new population.	Very High	YCC Developer			
	Land acquisition			\$5,922,525	20%	80%
	Capital works for construction of new open space			\$575,450	20%	80%
7.6A-5	Provide a new Local open space between the railway and Church Street and north of Balmain Street. This will complement the existing White Street Reserve, which is already well used, and cater to the forecast substantial increase in the worker and resident population. Options for future open space include the car park near East Richmond Station and the on the Bryant and May Site. The future open space will preferably be large enough to provide for unstructured active recreation including multi-use court, half courts, exercise equipment combined with urban greening and picnic and barbecue facilities.	Very High	YCC Developer			
	Land acquisition			\$27,334,729	30%	70%
	Capital works for construction of new open space			\$1,739,556	30%	70%
7.6A-6	Provide a new Small Local open space in the employment precinct south of Balmain Street and between the railway and Church Street. There is an opportunity to investigate changing the configuration of Dale Street to create a public open space and/or the configuration of the square on Electric Street. This will cater to both the existing and forecast worker population.	Very High	YCC Developer			
	Land acquisition			\$5,922,525	50%	50%
	Capital works for construction of new open space			\$575,450	50%	50%
7.6A-7	Provide a new Small Local open space north or south of East Richmond Station for the forecast population in the Swan Street Precinct.	Very High	YCC Developer			
	Land acquisition			\$5,922,525	30%	70%
	Capital works for construction of new open space			\$575,450	30%	70%
	Subtotal for additional open space			\$132,036,215		
EXISTING OPEN SPACE						
7.6B-1	Alan Bain Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.6B-2	Athol J Brown Reserve Continue to maintain.	Medium	YCC	\$0	0%	0%
7.6B-3	Barkly Gardens Undertake minor upgrades to the playground and other unstructured recreation facilities to cater to increased levels of use for forecast population.	Medium	YCC	\$834,152	20%	80%
7.6B-4	Burnley Golf Course Undertake a major review of the future use of this public open space to investigate options to increase the diversity of golfing options at the Burnley Golf Course in the short to medium term. In the longer term, investigate the feasibility to provide a diversity of sporting options provided for a the site, activities offered at this site. This is investigation only, no amount is allocated for works, as the space is intended to continue to be used for structured sporting uses.	Very High	YCC	\$0	0%	0%
7.6B-5	Charles Evans Reserve Undertake minor upgrades including investigating improving the picnic and play facilities.	High	YCC	\$115,090	30%	70%
7.6B-6	Church Street Park Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.6B-7	Golden Square Park Undertake a major upgrade to better cater to the needs of the existing and forecast population including: •Improve the quality and design of the open grassed area. •Increase the variety of unstructured recreation facilities in the open space to appeal to a more diverse age group. •Activate the interface between the park and the adjoining commercial use to the west of the reserve.	High	YCC	\$1,281,141	30%	70%

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Cremore - Burnley - Richmond South						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.6B-8	Herring Island Support investigating options to improve access to Herring Island and its contribution to the biodiversity values of the Yarra River Corridor, consistent with the <i>Yarra Strategic Plan</i> .	Ongoing	PV	\$0	0%	0%
7.6B-9	Kevin Bartlett Reserve Investigate options to upgrade the sporting facilities to better cater for a broader and more inclusive participation base including females, LGBTQI+ and people with mobility challenges. As part of the future upgrade improve the passive and informal facilities provided at the reserve primarily for the forecast population as part of the future increased levels of use.	High	YCC	\$834,152	20%	80%
7.6B-10	Loys Paddock Continue to improve the natural biodiversity values with appropriate indigenous revegetation while maintaining appropriate access for the Main Yarra Trail.	Ongoing	YCC	\$0	0%	0%
7.6B-11	McConchie Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.6B-12	Ryans Reserve Undertake minor upgrade to the informal facilities to complement the recent major upgrade to the netball facilities. This is to improve the casual use of the reserve outside of sports training and match play.	High	YCC	\$0	0%	0%
7.6B-13	Stephenson Street Reserve Undertake minor upgrade to improve seating opportunities and landscape character with additional planting.	Ongoing	YCC	\$15,000	20%	80%
7.6B-14	Survey Paddock Trail PV to continue to maintain.	Ongoing	PV	\$0	0%	0%
7.6B-15	White Street Reserve Undertake a minor upgrade including provision of improved picnic facilities and review of the play facility and options to improve the seating and other uses. If opportunities arise in the future, investigate expanding the size of this open space to improve its function and use.	Medium	YCC	\$115,090	20%	80%
7.6B-16	Yarra River Trail – Church St to Railway Continue to maintain.	Ongoing	PV (YCC)	\$0	0%	0%
7.6B-17	Yarra River Trail – Loyala Gv to McConchie Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.6B-18	Yarra River Trail – McConchie Reserve to Church St PV to continue to maintain and YCC continues to support the importance of accessibility through this section of trail.	Ongoing	PV (YCC)	\$0	0%	0%
7.6B-19	Yarra River Trail – Railway to Loyala Gr Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.6B-20	Yarra River Trail – Railway to Punt Rd PV to continue to maintain.	Ongoing	PV (YCC)	\$0	0%	0%
7.6B-21	Yarra River Trail – Swan St to Railway PV to continue to maintain and YCC continues to support the importance of accessibility through this section of trail.	Ongoing	PV (YCC)	\$0	0%	0%
Subtotal for existing open space				\$3,194,624		
TOTAL FOR CREMORNE - RICHMOND SOUTH - BURNLEY				\$135,230,839		

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Fairfield - Alphington						
Strategy Action No.	ACTION	Priority	Respon- sibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.5A-1	The Alphington Paper Mills Development Plan 2016 has identified the provision of 1 new Small Local open space in the north of the precinct.	High	Developer			
	Land acquisition			\$0	0%	0%
	Capital works for construction of new open space			\$0	0%	0%
7.5A-2	The Alphington Paper Mills Development Plan 2016 has identified the provision of 3 new Local open spaces on the site including the linking space to the 30 metre wide reserve along the Yarra River corridor.	High	Developer			
	Land acquisition			\$0	0%	0%
	Capital works for construction of new open space			\$0	0%	0%
7.5A-3	Continue to advocate to Parks Victoria to provide a shared trail link to the Darebin Creek Shared Trail from Alphington. Note that no costs have been included for this project as it is the responsibility of the Victorian government to provide access onto the trail.	High	PV (YCC)			
	Land acquisition			\$0	0%	0%
	Capital works for construction of new open space			\$0	0%	0%
7.5A-4	Continue to investigate options to secure public access along the Yarra River between Coate Park and Rudder Grange.	High	YCC (MWC) Adjoining Land Holder			
	Land acquisition			\$0	0%	0%
	Capital works for construction of new open space			\$0	0%	0%
	Subtotal for additional open space			\$0		
EXISTING OPEN SPACE						
7.5B-1	Alphington Park Undertake a major upgrade of the playground and picnic facilities in Alphington Park to primarily cater to the forecast population.	High	YCC	\$2,502,455	30%	70%
7.5B-2	Alphington Park Wetland Continue to maintain and recognise the biodiversity values of the wetland. This includes advocating for ongoing protection for part of the wetland located on adjoining private land.	Ongoing	YCC (Adjoining land holder)	\$0	0%	0%
7.5B-3	Coate Park Undertake minor upgrade with additional seating, improve the condition of the open grassed areas and continue to improve the biodiversity values of the reserve consistent with the existing masterplan.	High	YCC	\$834,152	30%	70%
7.5B-4	Fairfield Park Continue to implement the masterplan including a major upgrade to the playground and picnic facilities at the park. Future upgrades are for both the existing and forecast population.	High	YCC	\$2,502,455	70%	30%
7.5B-5	Rudder Grange Undertake a minor upgrade including a bridge or formalised safe path link between Coate Park and Rudder Grange, along with additional seats and continue to improve the biodiversity values.	Medium	YCC	\$427,047	30%	70%
7.5B-6	Yarra Bend Park (all precincts) Continue to participate in the future planning and design for Yarra Bend Park to advocate for provision of additional structured sporting facilities where feasible and required in the context of limited additional space being available to cater to the sporting needs of the forecast population in the City of Yarra.	High and Ongoing	PV (YCC)	\$0	0%	0%
	Subtotal for existing open space			\$6,266,108		
	TOTAL FOR FAIRFIELD - ALPHINGTON			\$6,266,108		

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Fitzroy						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.8A-1	Provide a new Small Local open space in the southern part of open space sub-precinct Fitzroy A. This open space will primarily provide for the forecast future population that will be living and working this southern part of the precinct. The open space will have a role in mitigating urban heat island effect and provide facilities that meet the needs of the forecast future residents and workers and complement those provided in Garryowen Park.	Medium	YCC Developer			
	Land acquisition			\$6,055,728	20%	80%
	Capital works for construction of new open space			\$575,450	20%	80%
7.8A-2	Provide a new Local open space between Hanover and Gertrude Streets in open space sub-precinct Fitzroy B. This open space will be for both the existing and forecast population and the design will complement King William Reserve and assist to mitigate urban heat island effect as the urban density increases in this area.	High	YCC Developer			
	Land acquisition			\$31,306,903	50%	50%
	Capital works for construction of new open space			\$1,739,556	50%	50%
7.8A-3	Investigate options to increase the size of King William Reserve to increase the capacity of this existing open space to cater to the forecast population.	Medium	YCC Developer			
	Land acquisition			\$3,130,690	20%	80%
	Capital works for construction of new open space			\$312,146	20%	80%
7.8A-4	Provide a new Small Local open space in the southern part of open space sub-precinct Fitzroy C primarily for the forecast resident and worker population and also for the existing population.	High	YCC Developer			
	Land acquisition			\$6,059,712	30%	70%
	Capital works for construction of new open space			\$575,450	30%	70%
7.8A-5	Provide a new Small Local open space south of Gertrude Street in sub-precinct Fitzroy D. This is for both the existing and forecast population and to mitigate urban heat island effect.	Medium	YCC Developer			
	Land acquisition			\$7,133,826	40%	60%
	Capital works for construction of new open space			\$575,450	40%	60%
7.8A-6	Investigate options to expand the size of Greeves Street Reserve in sub-precinct Fitzroy D. This is primarily for the forecast population and to improve its role in mitigating urban heat island effect.	Medium	YCC Developer			
	Land acquisition			\$7,133,826	10%	90%
	Capital works for construction of new open space			\$575,450	10%	90%
	Subtotal for additional open space			\$65,174,186		
EXISTING OPEN SPACE						
7.8B-1	Atherton Reserve Undertake a minor upgrade to install fitness equipment/outdated table tennis or other facilities adjacent to the path to increase the diversity of recreation facilities that encourage fitness and use of this open space. This will be for the both the existing and forecast population given the scale of forecast growth.	Ongoing	YCC	\$834,152	50%	50%
7.8B-2	Condell Street Reserve Undertake a major upgrade to significantly expand the unstructured recreation and social facilities including the playground, picnic and barbecue facilities, paths and open grassed area. This will be for the both the existing and forecast population given the scale of forecast growth and complement the facilities at Atherton Reserve.	High	YCC	\$1,020,589	50%	50%
7.8B-3	Frank King Park Investigate options to increase the size of the park by expanding it into the existing road reserve, primarily to cater to the forecast community.	High	YCC	\$575,450	20%	80%
7.8B-4	Garryowen Park Continue to maintain.	Medium	YCC	\$0	0%	0%
7.8B-5	George Street Reserve Undertake a minor upgrade to increase planting and seating to improve the function and use of this reserve.	Medium	YCC DHHS	\$115,090	90%	10%
7.8B-6	Greeves Street Reserve Investigate options to expand the size of this open space to increase its function and use in the context of forecast population growth. Refer to Action 7.8A-6.	Ongoing	YCC	Refer to Action 7.8A-6	10%	90%
7.8B-7	King William Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.8B-8	Smith Reserve Prepare and implement a masterplan for this reserve to improve the interface to Alexandra Parade, upgrade the play and picnic facility to cater to the increased levels of use anticipated in the future along with potential expansion of the overall size. This will be for the both the existing and forecast population.	Medium	YCC	\$1,067,618	50%	50%
7.8B-9	Whitlam Place Continue to maintain.	Ongoing	YCC	\$0	0%	0%
	Subtotal for existing open space			\$3,612,898		
	TOTAL FOR FITZROY			\$68,787,084		

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Fitzroy North						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.9A-1	Provide a new Small Local open space in sub-precinct North Fitzroy B to provide a new open space to address the gap in open space provision in the southern part of the sub-precinct for both the existing and forecast population.	Medium	YCC			
	Land acquisition			\$5,669,992	40%	60%
	Capital works for construction of new open space			\$575,450	40%	60%
7.9A-2	Investigate options to expand the size of Edwards Place by converting some of the existing road reserves to open space if feasible. Refer also to Action 7.9B-6.	Medium	YCC			
	Land acquisition			\$0	0%	0%
	Capital works for construction of new open space			\$0	0%	0%
	Subtotal for additional open space			\$6,245,442		
EXISTING OPEN SPACE						
7.9B-1	Batman Street Reserve Undertake a major upgrade to this reserve including investigating options to irrigate the open grassed area and include unstructured recreation facilities appropriate to the needs of the existing and forecast community.	High	YCC	\$312,146	50%	50%
7.9B-2	Batson Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.9B-3	Brookes Crescent Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.9B-4	Bundara Street Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.9B-5	Edinburgh Gardens Continue to implement the recommendations of the CMP for the northern precinct. Undertake and implement an updated masterplan, particularly in the context of anticipated increased levels of use from the substantial forecast population in the City of Yarra.	High	YCC	\$2,502,455	20%	80%
7.9B-6	Edwards Place Identify opportunities to increase the size of this open space converting existing road reserves to increase the function and use of this open space for the community when Edinburgh Gardens is being used for major events. This includes a major upgrade to expand the facilities.	Medium	YCC	\$1,224,707	20%	80%
7.9B-7	Holden Byrne Reserve Undertake a major upgrade to expand the size and improve the quality of the playground and picnic facilities to increase the capacity of the reserve in the context of forecast growth.	Medium	YCC	\$1,020,589	20%	80%
7.9B-8	Janet Millman Reserve (Inner Circle Railway Linear Parklands) Undertake a minor upgrade to improve seating and picnic facilities.	Medium	YCC	\$115,090	80%	20%
7.9B-9	Langdon Reserve Undertake a major upgrade including review of the scale and location of the playground and inclusion of picnic facility, additional seating and larger open grassed area.	Low	YCC	\$1,020,589	80%	20%
7.9B-10	Liverpool Street Park Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.9B-11	Mark Street Linear Park Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.9B-12	Merri Creek Shared Trail -Upstream of St Georges Road Investigate options to improve condition and definition of the shared trail and the secondary walking trails in this location.	Ongoing	YCC	\$0	0%	0%
7.9B-13	Ottery Reserve Minor upgrade to improve access and upgrade seating to take advantage of the views down over the Merri Creek corridor.	High	YCC	\$25,000	90%	10%
7.9B-14	Piedmontes Corner Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.9B-15	Porter Street Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.9B-16	Raines Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.9B-17	Rushall Reserve Minor upgrade including for additional seating, drinking fountain and planting to make it more accessible for the local community.	Ongoing	YCC	\$834,152	50%	50%
7.9B-18	Thomas Kidney Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.9B-19	Triangle Park Continue to maintain this open space including protecting the existing mature trees in this space which is encumbered by traffic movement and noise.	Ongoing	YCC	\$0	0%	0%
	Subtotal for existing open space			\$7,054,727		
	TOTAL FOR FITZROY NORTH			\$13,300,170		

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North Richmond						
Strategy Action No.	ACTION	Priority	Responsibility	Total Cost	Proportion of cost for existing population	Proportion of cost for new population
ADDITIONAL OPEN SPACE						
7.10A-1	Provide a new Neighbourhood open space in Sub-precinct North Richmond A. There is potential to provide this on the DHHS land, central to the sub-precinct and accessible to the existing and forecast new population.	Very High	YCC DHHS Developer			
	Land acquisition			\$0	0%	0%
	Capital works for construction of new open space			\$4,170,758	50%	50%
7.10A-2	Provide a new Small Local open space in the sub-precinct North Richmond A, in the Bosisto/Cameron Street area north of Bridge Road as shown in Figure 7.10.F. This is to cater primarily to the forecast new population in the high change area in the south east portion of the sub-precinct.	Very High	YCC Developer			
	Land acquisition			\$4,738,741	20%	80%
	Capital works for construction of new open space			\$575,450	20%	80%
7.10A-3	Provide a Small Neighbourhood open space in sub-precinct North Richmond C primarily for the forecast population. This is to be located in the south east area of the sub-precinct in the vicinity of Murphy Street and improve the north south pedestrian connectivity between Bridge Road Murphy Street if feasible.	Very High	YCC Developer			
	Land acquisition			\$43,849,703	10%	90%
	Capital works for construction of new open space			\$2,135,235	10%	90%
7.10A-4	Provide a new Small Local open space in sub-precinct North Richmond C primarily for the future population. This is to be located in the northern part of the sub-precinct in the vicinity of Doonside Street/Victoria Gardens.	Very High	YCC Developer			
	Land acquisition			\$3,800,308	20%	80%
	Capital works for construction of new open space			\$575,450	20%	80%
	Subtotal for additional open space			\$59,845,645		
EXISTING OPEN SPACE						
7.10B-1	Annettes Place Continue to maintain in the short term. In the longer term, undertake a major upgrade to substantially improve the useability and character of this open space to better cater to a diversity of users given the forecast increase in the resident population in the immediate catchment of this reserve.	Low	YCC	\$2,085,379	20%	80%
7.10B-2	Butler Street Park Minor upgrade to improve planting.	Ongoing	YCC	\$15,000	20%	80%
7.10B-3	Citizens Park Undertake major upgrades including to the playground and other unstructured recreation facilities, incorporate stormwater harvesting project to improve the sustainable water re-use and management of this reserve to cater to the increased levels of use that this park will receive in the future and assist to mitigate urban heat island effect.	Medium	YCC	\$2,085,379	20%	80%
7.10B-4	Egan Place Park Investigate opportunities to expand the size of this open space primarily to cater to the forecast future population. Review and revise the open space design, maximising opportunities to integrate sustainable water re-use to increase the greening and the urban cooling role of this open space.	Medium	YCC	\$312,146	50%	50%
7.10B-5	O'Connell Reserve Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.10B-6	Urban Art Square Continue to maintain.	Ongoing	YCC	\$0	0%	0%
7.10B-7	Williams Reserve Continue to maintain. In the medium term review the options to increase sustainable water re-use in the reserve.	Low	YCC	\$347,911	50%	50%
7.10B-8	Yarra River Trail – River St to Bridge Rd Continue to undertake improvements where required to the natural biodiversity values, bank stabilisation and linear path connection.	Ongoing	YCC	\$0	0%	0%
	Subtotal for existing open space			\$4,845,815		
	TOTAL FOR NORTH RICHMOND			\$64,691,460		

Peer Review of Amendment C286yarra Open Space Project Cost Apportionment

Attachment 2. Proportion of Existing and New Residential and Worker Populations by 2031

Peer Review of Amendment C286yarra Open Space Project Cost Apportionment

Table 10 - Existing and New Residential and Worker Population Proportions by 2031

Precinct	Existing and New Worker Population Proportions by 2031				Existing and New Residential Population Proportions by 2031				Existing and New Residential and Worker Population Proportions by 2031			
	Estimated Worker Population 2016	Estimated Worker Population by 2031	Proportion Existing Workers by 2031	Proportion New Workers by 2031	Estimated Residential Population 2016	Estimated Residential Population by 2031	Proportion Existing Residential Population by 2031	Proportion New Residential Population by 2031	Estimated Residential and Worker Population 2016	Estimated Residential and Worker Population by 2031	Proportion Existing Residential and Worker Population by 2031	Proportion New Residential and Worker Population by 2031
Abbotsford	12,057	15,972	75%	25%	8,849	12,671	70%	30%	20,906	28,643	73%	27%
Carlton North - Princes Hill	0	0	0%	0%	9,010	8,843	100%	0%	9,010	8,843	100%	0%
Central Richmond	10,140	13,176	77%	23%	13,888	17,269	80%	20%	24,028	30,445	79%	21%
Clifton Hill	921	1,266	73%	27%	6,792	7,432	91%	9%	7,713	8,698	89%	11%
Collingwood	14,810	25,168	59%	41%	9,141	14,347	64%	36%	23,951	39,515	61%	39%
Cremorne - Burnley - Richmond South	16,704	25,865	65%	35%	4,622	9,539	48%	52%	21,326	35,404	60%	40%
Fairfield - Alphington	0	0	0%	0%	2,894	9,099	32%	68%	2,894	9,099	32%	68%
Fitzroy	17,014	25,216	67%	33%	11,465	15,798	73%	27%	28,479	41,014	69%	31%
Fitzroy North	0	0	0%	0%	12,357	15,112	82%	18%	12,357	15,112	82%	18%
North Richmond	13,179	17,444	76%	24%	14,335	21,754	66%	34%	27,514	39,198	70%	30%

Peer Review of Amendment C286yarra Open Space Project Cost Apportionment

Attachment 3. City of Yarra Net Developable Area Estimates

Excludes all land zoned Public Use Zone, Public Recreation and Resource Zone, Public Park and Recreation Zone, Urban Floodway Zone and Transport Zone 1 and 2.

Peer Review of Amendment C286yarra Open Space Project Cost Apportionment

Table 11 - City of Yarra Net Developable Area Estimates x Precinct

Zone	Abbotsford (m2)	Carlton North - Princess Hill (m2)	Central Richmond (m2)	Clifton Hill (m2)	Collingwood (m2)	Cremorne, Richmond South and Burnley (m2)	Fairfield – Alphington (m2)	Fitzroy (m2)	Fitzroy North (m2)	North Richmond (m2)	City of Yarra Total (m2)
COMMERCIAL 1 ZONE	192,846	46,773	164,369	28,980	243,679	162,393	43,609	346,782	72,617	186,507	1,488,554
COMMERCIAL 2 ZONE	172,992	0	25,153	51,421	296,123	441,084	19,826	19,496	14,322	63,227	1,103,645
COMPREHENSIVE DEVELOPMENT ZONE - SCHEDULE 1		0								127,184	127,184
COMPREHENSIVE DEVELOPMENT ZONE - SCHEDULE 2		0				8,452					8,452
COMPREHENSIVE DEVELOPMENT ZONE - SCHEDULE 3		0				12,790					12,790
GENERAL RESIDENTIAL ZONE - SCHEDULE 1	4,365	128	2,289	344	7,184	2,717		6,629	7,185	4,173	35,013
GENERAL RESIDENTIAL ZONE - SCHEDULE 2	133,344	36,110	614,495	30,485	52,229	122,340		37,861	87,985	540,815	1,655,664
GENERAL RESIDENTIAL ZONE - SCHEDULE 3		12,855	11,831	15,193	107,882	6,289		85,517	82,501	223,862	545,930
GENERAL RESIDENTIAL ZONE - SCHEDULE 4		0	48,788	6,930		6,166		6,850		21,114	89,848
INDUSTRIAL 1 ZONE	269,095	0								102,085	371,181
INDUSTRIAL 3 ZONE	62,915	0				103,276				15,216	181,407
MIXED USE ZONE	33,864	1,630	90,024	56,529	192,320	5,988	188,740	199,811	121,508	146,197	1,036,612
NEIGHBOURHOOD RESIDENTIAL ZONE - SCHEDULE 1	376,378	1,180,449	654,067	806,085	239,196	260,046		549,597	1,356,957	248,902	5,671,678
NEIGHBOURHOOD RESIDENTIAL ZONE - SCHEDULE 2		0					635,924				635,924
NEIGHBOURHOOD RESIDENTIAL ZONE - SCHEDULE 3		0					3,850				3,850

Attachment 2 Attachment 2 - Review of Open Space Project Cost Apportionment for Amendment C286yara - R Panozzo

Peer Review of Amendment C286yarra Open Space Project Cost Apportionment

Zone	Abbotsford (m2)	Carlton North - Princess Hill (m2)	Central Richmond (m2)	Clifton Hill (m2)	Collingwood (m2)	Cremorne, Richmond South and Burnley (m2)	Fairfield – Alphington (m2)	Fitzroy (m2)	Fitzroy North (m2)	North Richmond (m2)	City of Yarra Total (m2)
PRIORITY DEVELOPMENT ZONE - SCHEDULE 1	31,419	0									31,419
SPECIAL USE ZONE - SCHEDULE 1		0					500,673				500,673
SPECIAL USE ZONE - SCHEDULE 2	11,670	0									11,670
SPECIAL USE ZONE - SCHEDULE 3		0					29,899				29,899
SPECIAL USE ZONE - SCHEDULE 4	72,509	0									72,509
SPECIAL USE ZONE - SCHEDULE 5		0								21,696	21,696
SPECIAL USE ZONE - SCHEDULE 6		0			8,912						8,912
Total Net Developable Area (m2)	1,361,397	1,277,945	1,611,016	995,967	1,147,524	1,131,541	1,422,521	1,252,543	1,743,075	1,700,979	13,644,508
Total Net Developable Area (hectares)	136.1	127.8	161.1	99.6	114.8	113.2	142.3	125.3	174.3	170.1	1,364
Total Site Area (hectares)	178.7	140.6	196.0	166.6	129.2	233.1	347.2	140.3	231.5	192.1	1,955.2

7.3 Transport Action Plan - Exhibition Draft

Reference	D23/329411
Author	Simon Exon - Unit Manager Strategic Transport
Authoriser	General Manager City Sustainability and Strategy
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. To consider the approval for the draft Transport Action Plan (TAP) to be taken to community consultation for a 4-week period.

Critical analysis

History and background

2. The Yarra Transport Strategy 2022 -2032 (YTS) was adopted unanimously by Council in May 2022.
3. Since its adoption, the YTS has added significant value internally and externally to capital project work, other strategies in development at Yarra and neighbouring Councils, advocacy to State Government and general decision making.
4. The TAP will support delivery of the YTS and assists decision making at all levels of Council by:
 - (a) Considering the ambitious 10-year YTS targets and establishing a visible rate of annual activity to meet these targets;
 - (b) Raising awareness of Yarra's transport planning project pipeline to assist with project coordination internally and externally;
 - (c) Showing how strategic outcomes in the YTS translate into specific actions;
 - (d) Providing a solid foundation for proceeding with specific actions; and
 - (e) Informing others of the transport actions that Council supports (at least in principle) to maximise opportunities for external funding.
5. The TAP covers a 10-year timeframe and will be updated every four years. Updating the TAP regularly will:
 - (a) Promote ownership of the TAP.
 - (b) Keep the TAP relevant by maintaining strong linkages with the latest Council Plan, Annual Plan and other upcoming documents including the Parking Strategy and the 2024 Climate Emergency Plan.
 - (c) Ensure that the TAP continues to add value and remain relevant as the world and technology continues to change; and
 - (d) Maintain the profile of the TAP and the transport topic more broadly in community by providing the community with a regular opportunity to have its say on transport and what Council should be focused on.

6. The TAP has been developed with enough detail about upcoming actions to add the value required at this stage of the process without attempting to cover everything. The TAP is a guide and is flexible, it is not and should not be a detailed 10-year blueprint that cannot pivot depending on the changing circumstances of the municipality. The TAP needs to signpost the way forward to allow all levels of Government to respond to the transport needs of Yarra's community in a planned and coordinated way that is consistent with YTS objectives.
7. It is important to note that inclusion of an action in the TAP does not mean that there is a commitment to fund and deliver it either via Council or an external party. The TAP is an input to other detailed budget, consultation, state approvals, project management processes and decision making by Council.

Options

8. There are 3 options available for Council:
 - (a) Option 1 - the attached draft TAP is endorsed as is by Council for exhibition to seek community consultation;
 - (b) Option 2 - the attached draft TAP is endorsed subject to agreed changes and issued to the community consultation; and
 - (c) Option 3 - Councillors request changes to the attached TAP to be brought back to Council for consideration with a view to it than being issued to the community consultation.
9. The officer recommendation is that Option 1 is pursued and the attached draft TAP is placed on exhibition for community consultation.

Community and stakeholder engagement

10. To support development of the TAP, community consultation will be conducted over the 4 week exhibition period from Friday 15 September to Monday 16 October 2023. The engagement objectives are to:
 - (a) Inform the community about the purpose of the TAP, its key outputs and how it connects with the Yarra Transport Strategy; and
 - (b) Seek feedback from the community to understand if there is anything we've missed, anything we should be doing sooner (from year 2 onwards) and to understand the level of support for the actions included.
11. The community will be informed about the engagement by:
 - (a) Your Say Yarra web page with survey link and FAQs;
 - (b) News item on Yarra City Council website.
 - (c) DL postcard fliers and A1 corflute posters throughout Yarra.
 - (d) Social media (organic and/or advertisements); and
 - (e) Yarra Life & Your Say Yarra e-DM's.
12. The community will be able to participate and provide feedback by:
 - (a) Online survey via the Your Say Yarra community engagement platform; and
 - (b) In person pop-up sessions.
13. The consultation will be undertaken in full accordance with Council's Community Engagement Policy.
14. Yarra's culturally and linguistically diverse (CALD) community have language and accessibility barriers which may prevent them from participating in community consultations. To ensure their participation in this engagement, officers will:
 - (a) Include translation panels in all our printed materials and use QR codes on posters for easy access to the Your Say Yarra page;

- (b) Provide in-language promotion through Bicultural liaison officers, who will be available at our two in person pop up sessions;
 - (c) Reach out to known stakeholder groups (e.g. disability advisory committee); and
 - (d) Target CALD community participation by placing posters at locations such as public housing foyers where there are a high number of people who speak a different language at home.
15. During the consultation for the YTS, Council heard from more than 1,000 community members. Transport remains a high-profile topic and it is anticipated that engagement levels will remain high for the TAP. A consultation report will summarise key findings from the consultation and will contain all public submissions in full.
16. Officers will consider the feedback received during the consultation process and make amendments to the draft TAP before presenting an updated draft TAP back to Council for adoption.

Policy analysis

Alignment to Community Vision and Council Plan

17. The draft Strategy strongly aligns with a suite of Council policy documents, including the:
- (a) 2036 Community Vision;
 - (b) 2021-25 Council Plan;
 - (c) The Yarra Transport Strategy;
 - (d) Climate Emergency Plan;
 - (e) Place Making Framework;
 - (f) Physical Activity Strategy, and
 - (g) Access and Inclusion Strategy.

Climate emergency and sustainability implications

18. There are no implications associated with putting out the exhibition draft of the TAP.
19. More broadly, the TAP seeks to respond to climate emergency challenges in the transport context.

Community and social implications

20. The strategy seeks to make Yarra's transport network more inclusive and accessible.
21. There are actions that Council can take directly as well as advocating to other levels of Government for items that fall outside of Council's jurisdiction, such as delivery of accessible tram stops or increased heavy rail capacity.
22. There are also social elements for Council to consider in the implementation of transport actions, such as household income and cultural diversity. These are considered in the Strategy both from a strategic and delivery perspective; that is, through the provision of alternate means of movement around the municipality.

Economic development implications

23. The strategy seeks to provide Yarra with a transport network that supports economic activity in the short, medium, and longer term.
24. There are no economic implications directly associated with putting out the exhibition draft of the TAP. There may be economic development implications associated with implementing actions derived from the strategy and specific actions. These will be considered as part of specific project assessment processes.

Human rights and gender equality implications

25. Having access to safe, reliable and appropriate transport options for all, including older people, and people with disabilities, is essential to enabling many rights and responsibilities.
26. Decreasing transport disadvantage, improving actual and perceived safety and recognising the role of gender in transport project delivery and research are key aims of the YTS and the TAP which supports it.
27. A Gender Impact Assessment has been undertaken on the draft TAP.

Operational analysis

Financial and resource impacts

28. There are no direct financial implications associated with the draft TAP community consultation.
29. Delivering the TAP is likely to require substantial officer and capital resources as was the case when Council adopted the YTS and its ambitious targets. Over the last 10 years, Yarra's transport network has consistently required and received significant investment from Council and other parties including State and Federal Government.
30. Costing the completion of all TAP actions over the next 10 years is difficult at this stage, as for many actions the cost depends on the scope. This is yet to be agreed and is informed by further detailed site-specific work.
31. Accurately anticipating who will pay for what when it comes to many of the actions is also difficult at this stage, even when assets are on Council owned assets. For example, the Federal Government, through its Black Spot road safety grants program, has funded multiple pedestrian crossings and other infrastructure on local roads. State Government has funded bike lane actions in Yarra.
32. A key objective of the TAP is to maximise opportunities for external funding through focused advocacy that clearly sets out the actions that Council supports at least in principle. Given the Council budget, State and Federal Government will need to play a key role in funding transport outcomes in Yarra, that support broader objectives relating to population growth, economic growth, productivity growth and the environment.

Legal Implications

33. There are no known legal implications associated with putting the draft TAP out for public consultation.

Conclusion

34. The TAP will support delivery of the YTS and assists decision making at all levels of Council. This report seeks Council's approval to put the draft TAP on public exhibition so the community can provide feedback on its contents. The outputs of the consultation will inform a future draft of the TAP that will be presented to Council for adoption.

RECOMMENDATION

1. That Council:
 - (a) approves the draft Transport Action Plan to be taken to community consultation for a period of 4 weeks; and
 - (b) notes that officers will bring back a further report after the consultation period outlining the submissions, officers' comments, and a revised Transport Action Plan for further Council consideration.

Attachments

1 [↓](#) Attachment 1 - Draft TAP

Consultation Draft September 2023



Moving Forward

Supplementary Transport Action Plan 2023-2022



Consultation Draft

Transport Action Plan 2023-2033

The purpose of this document

The 2036 Community Vision states that the Council priority is to have:

“A transport system that is that is innovative, efficient, sustainable and accessible.”

The Yarra Transport Strategy 2022-2032 (YTS) aligns with the Community Vision and sets out the strategic issues, opportunities, and policies regarding transport in Yarra.

This supplementary Transport Action Plan (TAP) should be read in conjunction with the YTS and provides additional information regarding specific actions Council will look to undertake over the next 10 years to implement the YTS.

This document contains 135 discreet actions which cover five types of activity that Council will undertake. These are:

Capital works actions - Physical projects including bike lanes, new tram stops and footpath upgrades. These can be funded and delivered by Council, State Government or another party. Costs and timeframes for delivery vary significantly and depend on scope and complexity.

Study work actions - Investigating topics to inform subsequent Council decision making. Includes research, data analysis and forecasting, options identification, and assessment.

Policy work actions - Providing a Council policy direction on individual topics to varying levels of detail.

Advocacy actions - Informing external public stakeholders of the outcomes that Council will support and the role others will play in making these outcomes a reality. Effective advocacy will encourage capital investment in Yarra and promote co-ordination of project work with externals.

Behaviour change actions - Campaigns that encourage people to do things that align with various health, sustainability, safety and other objectives whilst also considering the impact of decision making at the individual on the wider community.

Considering 2032 Targets in Annual Decision Making

This document has been developed to consider the ambitious YTS targets for 2032 which are as follows:

- Upgrading 30 kilometres of the New Deal for Cycling Network to be compliant with Yarra’s standards
- Delivering 50 additional spot improvements on Yarra’s ‘New Deal’ and ‘Neighbourhood’ Cycle Networks
- Increasing overall cycling levels by 40%
- Doubling the number of women cycling
- Increasing bike parking (50 additional hoops per year)

- Delivering 50 spot pedestrian improvements
- Delivering 20 shared zones
- Delivering 5 additional 30kph zones
- Increasing the number of car share bays to 283 spaces by 2024
- Doubling the amount go active transport trips by 2032
- Increasing public transport use by 10% by 2032

Checking Annual Action Activity Against 10 Year Targets

Some of the more complex actions listed in this document will require a significant work commitment over multiple years so they can move forward in a manner that meets expectations. This work can include study work, options assessment, concept design work, multiple rounds of consultation, State approvals, budget bid processes, detailed design work and then construction.

A sustained strategic 'run rate' of annual activity is required, consistently supported by intentional decision making so that sufficient progress is continually made on the actions. Thereby putting Council in the best position possible to achieve its ten-year YTS targets.

The action list in this document:

- Shows how strategic outcomes set out in the YTS translate into specific actions.
- Provides information on the required 'run rate' of project activity for visibility and operational planning purposes.
- Raises awareness of what Council is actively working on in any given year and the scale of the task when it comes to implementing the YTS.
- Gives decision makers a curated list of effective Council actions to pick from that align with strategic objectives.
- Provides some strategic information on what each action involves in terms of completion schedule, officer time requirements, capital investment requirements and the opportunities for external funding.
- Gives specific actions an endorsed basis for proceeding to assist the delivery process.
- Provides a strategic pipeline of upcoming activity for coordination purposes.

Status of Listed Actions

Budgets are generally decided on an annual basis and this document provides a ten year pipeline of activity. At the time of writing, most actions listed in this document are not formally budgeted or in receipt of a formal funding commitment from either Council or another party. This document is an input to these budget processes and decisions.

Some actions will require various internal and external approvals and other associated processes such as stakeholder consultation before they are formally approved and delivered.

A program-based approach to delivering on actions

The actions in this document are grouped under six rolling strategic programs that provide a framework for policy implementation and project delivery.

City of Yarra

Consultation Draft - Transport Action Plan 2023-2033

The strategic programs are:

- STRATEGIC PROGRAM 1** The New deal for Schools program (as detailed in YTS policy 2)
- STRATEGIC PROGRAM 2** The New deal for Cycling program (as detailed in YTS policy 3 and specifically covering the New Deal for Cycling Network)
- STRATEGIC PROGRAM 3** The New deal for Walking program (as detailed in YTS policy 4)
- STRATEGIC PROGRAM 4** Moving Forward with Public Transport program (as detailed in YTS policies 13, 14 and 15)
- STRATEGIC PROGRAM 5** Growing the shared mobility transport program (as detailed in YTS policy 10)
- STRATEGIC PROGRAM 6** Other 'Moving Forward' transport projects

TAP Action Years

The TAP has a 10 year time horizon and will be updated every 4 years. The primary focus of each iteration of the TAP will be the next 4 years albeit with an eye also on the longer term 10 year picture.

TAP Action List

The 10 year action list for each program is provided in the tables from page 7. Further details on how the information is presented in the tables is provided in Appendix 1. The map provided at Appendix 2 shows the location of geographically specific actions.

PROGRAM 1: New Deal for Schools 2023-2033																			
				TAP 2023 - 2033 FINANCIAL YEAR										Capital Cost \$		Operational Cost 🕒		External Funding Opportunity \$	
Ref	Activity Type	Project	Suburb											Low	High	Low	High	Low	High
				1	2	3	4	5	6	7	8	9	10	→	→	→	→		
NDS 1	Behaviour change	Run the annual Ride to School Day event	All	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	
NDS 2	Study work	Undertake annual school crossing supervisor surveys	All	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	
NDS 3	Study work	Assess requests for new school crossing supervisors	All	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	
NDS 4	Infrastructure	Deliver final Safety Around Schools projects prior to launch of NDS	All	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	
NDS 5	Study work	Round 1 new deal for schools assessment & behaviour change prog	TBC	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	
NDS 6	Infrastructure	Round 1 new deal for schools project delivery	TBC	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	
NDS 7	Study work	Round 2 new deal for schools assessment & behaviour change prog	TBC	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	
NDS 8	Infrastructure	Round 2 new deal schools project delivery	TBC	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	
NDS 9	Study work	Round 3 new deal for schools assessment & behaviour change prog	TBC	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	
NDS 10	Infrastructure	Round 3 new deal for schools project delivery	TBC	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	

PROGRAM 2: New Deal for Cycling 2023-2033																			
				TAP 2023-2033										Capital Cost		Operational Cost		External Funding Opportunity	
				YEAR										\$		🕒		\$	
														Low	High	Low	High	Low	High
Ref	Activity Type	Project	Suburb	1	2	3	4	5	6	7	8	9	10	→		→		→	
NDC 1	Policy Work	Produce New Deal for Cycling comms material	All	█															
NDC 2	Study Work	Elizabeth St detailed design work (west)	R'mond		█														
NDC 3	Study Work	Elizabeth St detailed design work (east)	R'mond					█											
NDC 4	Infrastructure	Elizabeth St bike lanes permanent design treatment (east)	R'mond					█	█	█									
NDC 5	Infrastructure	Elizabeth St bike lanes permanent design treatment (west)	R'mond							█	█								
NDC 6	Infrastructure	Coppin St Corridor: intersection treatment Coppin St/Bridge Rd	R'mond	█	█														
NDC 7	Infrastructure	Coppin St Corridor: intersection treatment Coppin St/Swan St	R'mond	█	█														
NDC 8	Infrastructure	Coppin St Corridor: Wall St roundabout upgrade	R'mond		█	█													
NDC 9	Infrastructure	Coppin St Corridor: Palmer Street roundabout upgrade	R'mond							█	█								
NDC 10	Infrastructure	Coppin St Corridor: Barkley Avenue upgrades	R'mond		█														

Ref	Activity Type	Project	Suburb	TAP 2023-2033 YEAR										Capital Cost \$				Operational Cost				External Funding Opportunity \$							
				1	2	3	4	5	6	7	8	9	10	Low	High	Low	High	Low	High										
														→		→		→											
NDC 11	Study Work	Coppin St Corridor: New Deal for Cycling Study	R'mond																										
NDC 12	Infrastructure	Coppin St Corridor: Delivery	R'mond																										
NDC 13	Infrastructure	Various small scale bike upgrades on the New Deal network	All																										
NDC 14	Infrastructure	Various small scale bike upgrades on the neighbourhood network	All																										
NDC 15	Study Work	Wellington St Corridor: New Deal for Cycling Study (J'son St - Alex Pde)	Abbots																										
NDC 16	Infrastructure	Wellington St Corridor: Delivery (J'son St - Alex Pde)	Abbots																										
NDC 17	Study Work	Wellington St Corridor: New Deal for Cycling Study (Alex Pde - Qns Pde)	Abbots																										
NDC 18	Infrastructure	Wellington St Corridor: Delivery (Alex Pde - Qns Pde)	Abbots																										
NDC 19	Study Work	Merri Ck Wellington St Corridor: New Deal for Cycling Study	C'Hill																										
NDC 20	Infrastructure	Merri Ck Wellington St Corridor: Delivery	C'Hill																										
NDC 21	Study Work	Baker St Corridor: New Deal for Cycling Study	R'mond																										
NDC 22	Infrastructure	Baker St Corridor: Delivery	R'mond																										
NDC 23	Infrastructure	Johnson St/Victoria St intersection upgrade	R'mond																										

Ref	Activity Type	Project	Suburb	TAP 2023-2033 YEAR										Capital Cost \$		Operational Cost 🕒		External Funding Opportunity \$			
				1	2	3	4	5	6	7	8	9	10	Low	High	Low	High	Low	High		
														→		→		→			
NDC 24	Study Work	Brunswick St/St Georges Rd Corridor: New Deal for Cycling Study	C'wood																		
NDC 25	Infrastructure	Intersection treatment – Lennox St / Swan St	R'mond																		
NDC 26	Infrastructure	Intersection treatment - Elizabeth/Church/Baker St	R'mond																		
NDC 27	Infrastructure	Intersection treatment – Balmain/Cotter/Church St	R'mond																		
NDC 28	Infrastructure	Intersection treatment – Lennox St / Bridge Rd	R'mond																		
NDC 29	Infrastructure	Intersection treatment – Cremorne St / Swan St	R'mond																		
NDC 30	Infrastructure	Intersection treatment – Highett St Lennox St	R'mond																		
NDC 31	Infrastructure	Intersection treatment – Nicholson St / Johnston St	Abbots																		
NDC 32	Infrastructure	Intersection treatment – Gipps St / Nicholson St	Abbots																		
NDC 33	Infrastructure	Intersection treatment – Nicholson St / Victoria St	Abbots																		
NDC 34	Infrastructure	Intersection treatment – Pigdon St W and E bound at Lygon St	Carlton																		
NDC 35	Infrastructure	Intersection treatment – Holden St - St Georges Rd	Carlton																		
NDC 36	Infrastructure	Intersection treatment – Scotchmer St - St Georges Rd	Carlton																		
NDC 37	Infrastructure	Intersection treatment – Church St / Victoria St / Murray St	R'mond																		

City of Yarra

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Ref	Activity Type	Project	Suburb	TAP 2023-2033 YEAR										Capital Cost \$		Operational Cost 🕒		External Funding Opportunity \$							
				1	2	3	4	5	6	7	8	9	10	Low	High	Low	High	Low	High						
														➔		➔		➔							
NDC 38	Infrastructure	Intersection treatment - Reid St/Brunswick St/Alfred Cres	Carlton																						
NDC 39	Infrastructure	Intersection treatment - Brunswick St / Victoria Pde	Coll	█																					
NDC 40	Infrastructure	Intersection treatment - Langridge/Hoddle	Coll	█																					
NDC 41	Infrastructure	Intersection treatment - Langridge /Wellington	Coll	█																					
NDC 42	Infrastructure	Langridge St: New Deal for Cycling Study	Coll			█	█																		
NDC 43	Study Work	Heidelberg Rd post trial protected bike lanes decision	Alphgtn	█																					
NDC 44	Study Work	Decide on bike provision through Edinburgh Gardens	Fitz				█																		
NDC 45	Advocacy	Strategic corridor options linking the CBD and eastern suburbs via Highett St	R'mond																						
NDC 47	Advocacy	Adoption of draft State Cycle Design Guidelines	All	█																					
NDC 48	Infrastructure	4 bike corrals on kerb outstands in Activity Centres	All	█																					
NDC 49	Infrastructure	New bike hoops (x50) per year	All	█																					
NDC 50	Study Work	Complete a biannual bike parking hoop request study using a wiki map	All																						
NDC 51	Study work	Undertake 'Super Tuesday' bike counts	All	█																					

PROGRAM 3: New Deal for Walking 2023-2033																									
ACTIONS				TAP 2023-2033										Capital Cost				Operational Cost				External Funding Opportunity			
				YEAR										\$				🕒				\$			
Ref	Activity Type	Project	Suburb	1	2	3	4	5	6	7	8	9	10	Low	High	Low	High	Low	High	Low	High				
NDW 1	Infrastructure	Undertake New Deal for Walking Audit Studies	All																						
NDW 2	Policy Work	Produce New Deal for Walking comms material	All																						
NDW 3	Policy Work	Undertake 1 new deal for walking study per year	All																						
NDW 4	Infrastructure	Average of 1 new shared zone per year minimum	All																						
NDW 5	Infrastructure	Average of 5 new/ upgraded crossings or upgrades per year minimum [^]	All																						
NDW 6	Advocacy	Upgraded pedestrian footbridge across Alexandra Pde/Eastern Freeway	Abbots																						
NDW 7	Advocacy	Scramble crossing at Brunswick St/Johnson Street	Fitzroy																						
NDW 8	Advocacy	Pedestrian improvements in the vicinity of Burnley Golf Course	R'mond																						
NDW 9	Advocacy	Scramble crossing at Cremorne St/Swan St	R'mond																						

[^] includes: new or upgraded signalised crossings, zebra crossings, scramble crossings, entry treatments, pedestrian islands, and toucan crossings.

PROGRAM 4: Moving Forward With Public Transport 2023-2033																			
ACTIONS				TAP 2023-2024										Capital Cost		Operational Cost		External Funding Opportunity	
				YEAR										\$		🕒		\$	
Ref	Activity Type	Project	Suburb	1	2	3	4	5	6	7	8	9	10	Low	High	Low	High	Low	High
MFPT 1	Advocacy	Issue the 2032 YTS public transport development plan to State Gov	All																
MFPT 2	Advocacy	Issue the 2032 YTS public transport development plan to PT operators	All																
MFPT 3	Advocacy	Issue the 2032 YTS public transport development plan to G9 CEO's	All																
MFPT 4	Advocacy	Issue the 2032 YTS public transport development plan to Infrastructure Vic	All																
MFPT 5	Advocacy	Issue the 2032 YTS public transport development plan to Infrastructure Aus	All																
MFPT 6	Study Work	Undertake a Smith St/Gertrude St Tram Stop Corridor Study	Fitz																
MFPT 7	Infrastructure	Deliver a Smith St/Gertrude St Tram Stop Corridor Study	Fitz																
MFPT 8	Infrastructure	Gas and Fuel Tram Stop Upgrade planning and delivery	Fitz																
MFPT 9	Study Work	Undertake a Bruns St/St Georges Rd Tram Stop Corridor Plan	C'wood																
MFPT 10	Infrastructure	Deliver a Bruns St/St Georges Rd Tram Stop Corridor Plan	C'wood																

PROGRAM 5: Growing shared mobility-based transport 2023-2033																					
				TAP 2023-2033										Capital Cost			Operational Cost			External Funding Opportunity	
				YEAR										\$			🕒			\$	
Ref	Activity Type	Project	Suburb	1	2	3	4	5	6	7	8	9	10	Low	High	Low	High	Low	High		
GST 1	Study work	Review and renew all issued car share permits	All																		
GST 2	Study work	Existing Car Share Policy progress report	All																		
GST 3	Study Work	Produce annual monitoring reports on car share use in Yarra	All																		
GST 4	Policy Work	Decide on the future of the trial e-scooter share in Yarra	All																		
GST 5	Policy Work	Develop a policy for managing e-scooters in Yarra	All																		
GST 6	Policy Work	Develop a policy for managing e-bike share in Yarra	All																		
GST 7	Policy Work	Review policy for managing e-scooter share in Yarra	All																		
GST 8	Policy Work	Review policy for managing e-bike share in Yarra	All																		
GST 9	Study Work	Participate in the e-scooter trial	All																		
GST 10	Study Work	Participate in the shared e-bike trial	All																		
GST 11	Policy Work	Update the car share policy	All																		
GST 12	Study Work	Evaluate and decide on the future of e scooter share in Yarra	All																		

PROGRAM 6: Other Moving Forward Projects 2022 – 2033																				
				TAP 2023-2033										Capital Cost		Operational Cost		External Funding Opportunity		
				YEAR										\$		🕒		\$		
Ref	Activity Type	Project	Suburb	1	2	3	4	5	6	7	8	9	10	Low	High	Low	High	Low	High	
OMF 1	Study Work	Commission a study on e-vehicle trends in Yarra	N/A																	
OMF 2	Policy Work	Draft a new 10 year parking strategy for Yarra	N/A																	
OMF 3	Policy Work	Draft Inner Circle Linear Parklands Off Road Path Masterplan	Fitz/C'ton																	
OMF 4	Infrastructure	Deliver Inner Circle Linear Parklands Off Road Path Masterplan	Fitz/C'ton																	
OMF 5	Policy Work	Draft Edinburgh Gardens Off Road Path Masterplan	Fitz/C'ton																	
OMF 6	Infrastructure	Deliver Edinburgh Gardens Off Road Path Masterplan	Fitz/C'ton																	
OMF 7	Advocacy	Widespread deployment of local road 30kph zones	All																	
OMF 8	Advocacy	Widespread deployment of arterial road 40kph zones	All																	
OMF 9	Study Work	Work with the North East Link Authority on new off bike trails	Alp																	
OMF 10	Infrastructure	Walmer Street Bridge upgrade Yarra side delivery	Abbots																	
OMF 11	Study Work	Undertake Alphington Road Safety Study	Alph																	

Ref	Activity Type	Project	Suburb											Capital Cost \$		Operational Cost 🕒		External Funding Opportunity \$				
				1	2	3	4	5	6	7	8	9	10	Low	High	Low	High	Low	High			
OMF 12	Study Work	Undertake other Road Safety Studies	All																			
OMF 13	Infrastructure	Deliver recommendations from Alphington Road Safety Study	Alph																			
OMF 14	Infrastructure	Deliver recommendations from Road Safety Studies	All																			
OMF 15	Study Work	Operate the Council Active Transport Advisory Committee	All																			
OMF 16	Policy	Develop a Staff Green Travel Plan	All																			
OMF 17	Study Work	Participate in the Metropolitan Transport Forum	N/A																			
OMF 18	Study Work	Draft a Cremorne Streets and Movement Strategy	Cre																			
OMF 19	Infrastructure	Deliver Cremorne Streets and Movement Strategy	Cre																			
OMF 20	Infrastructure	Install off street electric car chargers where external funding allows this	All																			
OMF 21	Study Work	Update the Yarra Travel Smart Maps	All																			
OMF 22	Study Work	Update Yarra Transport Strategy	All																			
OMF 23	Study Work	Update Yarra Transport Action Plan	All																			
OMF 24	Study Work	Develop a Yarra Streetscapes Typology Framework	All																			

APPENDIX 1


Guide to the Action Tables

The action tables are intended to convey strategic information about each action in an easy-to-understand way by summarising when they will occur, how much they cost, opportunities for external funding and the amount of officer work involved.

1: Capital Cost (\$)			
	Less than \$25k		
		\$26k to \$250k	
			\$251 to 499k
			\$500k +

1: Capital Cost

- Capital costs are presented as an initial high-level estimate in 2023 for order of magnitude purposes and are subject to change.
- Capital costs include: building materials, site surveys, plant and equipment hire, site assessments, site audits, contractor fee's, consultant fee's, traffic management, service relocation, other fees and charges.
- Capital costs exclude: road re-sheeting and other asset renewal works, ongoing maintenance and inflation.
- Funding sources for capital costs are TBC and likely to be one or more of Council, other Council's, M9, MAV, State Government, Federal Government, public transport operators, and/or the private sector (including developers and transport provider services).

2: Operational Cost (officer work) 			
	Simple, self contained tasks involving a small number of junior officers		
			Complex, time intensive tasks involving multiple teams and multiple tasks involving senior officers

2: Operational Cost

- This is defined in terms of officer time (hours and days).
- These are for order of magnitude purposes and are subject to scope confirmation for various actions. Note that the scope of some actions varies widely depending on the amount of work that is requested to support decisions, particularly for sensitive and complex actions.
- Low operational cost actions are infrequent, self contained, straightforward and do not require large amounts of time from senior officers.
- High operational cost actions are complex, multi-staged, sensitive in the community and involve multiple internal and external stakeholders.
- Tasks are primarily undertaken by Council officers, in some cases external funding will be secured to provide additional operational resources to undertake actions or provide specialist advice.

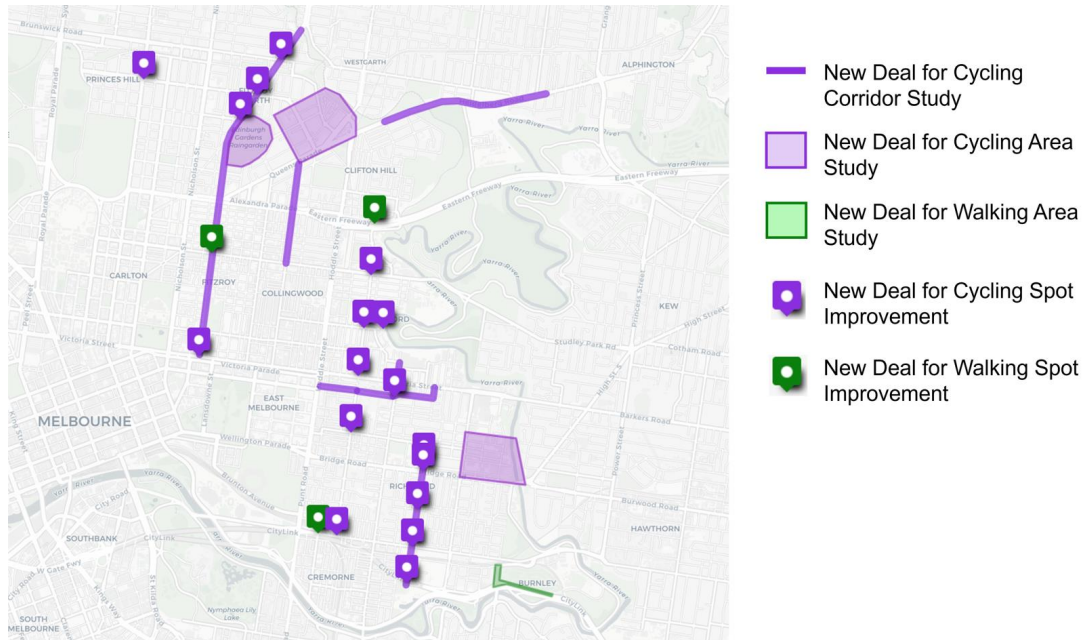
3: External Funding Opportunity (\$)				
	Very low			
				Very high

3: Revenue Opportunity – External Funding

- This is a high-level estimate of external funding potential. It is subject to change depending on various external factors including the State Budget, and State officer resources and priorities at a given time.
- In some cases, there are opportunities for ‘match funding’ where for every dollar Council contributes an external party will contribute a dollar. This is a more common arrangement for grant applications. Careful consideration is required to ensure that lower priority and/or lower value projects are not pursued purely because a match funding opportunity exists.

APPENDIX 2

Map showing location of actions



Notes on maps

Yarra wide actions are not shown.

New deal for walking project locations are to be determined by operational processes so are not shown

New deal for schools locations are not shown and will determined by operational processes

7.4 Electrical Line Clearance Advocacy

Reference	D23/325356
Author	Glen Williames - Coordinator Open Space Services
Authoriser	General Manager Infrastructure and Environment
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. The purpose of this report is to provide Council with up-to-date information and context regarding the Electricity Safety Act 1998 and the current Electrical Line Clearance Regulations 2020, as they relate to trees owned and managed by Council.
2. Energy Safe Victoria (ESV) is Victoria's independent safety regulator for electricity, gas, and pipelines. ESV's role is to ensure Victorian gas and electricity industries are safe and meet community expectations. Among its responsibilities are the administration of the Electricity Safety Act 1998 and the Electricity Safety (Electric Line Clearance) Regulations 2020, which adopts the Code.
3. Council has been complying with the ESV regulations by heavily pruning or removing trees in order to become compliant. This has resulted in community concern about reducing tree canopy from Yarra's streets.

Critical analysis

History and background

4. The Electrical Safety Act 1998 (The Act) was assented in May 1998 and the purpose of this Act is to make further provision relating to
 - (a) the safety of electricity supply and use;
 - (b) the reliability and security of electricity supply; and
 - (c) the efficiency of electrical equipment.
5. It outlines responsibilities for maintenance of vegetation around electric lines.

84C Requirement - to keep trees clear of electric lines - *Councils responsible for the management of public land in an area of land declared under section 81 is responsible for the keeping of the whole or any part of a tree situated on that land clear of an electric line that is not a private electric line.*
6. In part, the regulations were introduced, and remain despite advocacy by metropolitan Councils, to ensure electric lines did not further contribute to bush fire risks in Victoria. The City of Yarra is considered a low bush fire risk area.
7. Electric Line Clearance Regulations 2020. The objectives of these Regulations include:
 - (a) standards and practices to be adopted and observed in tree cutting or removal in the vicinity of electric lines and the keeping of the whole or any part of a tree clear of electric lines;
 - (b) a standard and practices to protect the health of trees that require cutting in accordance with the code; and
 - (c) a requirement that certain responsible persons prepare management procedures to minimise the danger of trees contacting electric lines and causing fire or electrocution.

Discussion

8. Council currently has approximately 30,000 street and park trees across the municipality, which are inspected by Council's arborist & arboriculture contractors on a minimum 2-year cycle. This is consistent with other metropolitan Councils along with a biennial tree maintenance program. This inspection and maintenance program is largely driven by the need to maintain clearance space from trees around powerlines (accounting for 2 years' growth), and to also inspect the trees' health, structure and useful life expectancy at the same time.
9. Council must comply with clearance around high voltage, low voltage and residential service lines. The regulations require trees to have minimum clearances from electrical lines which can often mean that trees are heavily pruned, resulting in weight displacement or fatally wounding the tree resulting in decline.
10. Streets within Yarra that contain high voltage powerlines are inspected and maintained on an annual basis, as clearance requirements are greater for these powerlines and trees. This cyclical maintenance program was introduced in the early 2000s, to address the requirements under the Act and to comply with the regulations.

Council Advocacy

11. The Electrical Line Clearance regulations are reviewed and updated every 5 years with the next iteration due in 2025. Council arborists across the state provided feedback to ESV on the regulations and prescribed clearances as part of the last review of the regulations.
12. Yarra's arborists, those from neighbouring municipalities, municipal Parks & Open Space Managers and members of the Council Arboriculture Group have long advocated for a relaxation of the heavy-handed approach to tree management in urban areas with low bush fire risks. The Cities of Darebin and Boroondara have been leading the advocacy with ESV from a local government perspective.
13. The previous 2015 regulations set out a minimum clearance space of 1000mm between tree branches/foliage to bare low voltage conductors (pole to pole) and 300mm between tree branches/foliage to insulated power service lines (pole to property). This clearance was to be maintained at all times.
14. Many Councils are facing the same inherited issues of tree non-compliance, strong advocacy from arborists in the local government sector, particularly from within the inner Melbourne area. The Municipality Association of Victoria (MAV) led this clearance requirement to be reviewed and reduced within the current 2020 Regulations.
15. Under this new criteria, structural tree limbs are now allowed to exist from 500mm to 1000mm from bare low voltage conductors and 150mm to 300mm from insulated power service lines. These trees are to have their locations recorded and inspected annually by a suitably qualified arborist. This reduced clearance space allowed the retention of over 100 trees across Yarra that would have otherwise required substantial pruning or removal.

Current Situation - Council

16. Of the 30,000 trees that Council maintains, there are currently 154 known sites that would be considered non-compliant under the regulations. Of these 154 sites, 123 have been assessed and considered compliant under an 'exception' to the 2020 Regulations (see paragraph 15 above). These trees have had their locations recorded and are inspected annually by Council arborists consistent with the regulations.
17. Of the remaining 31 noncompliant trees, 5 of these are due to new mid-span power service connections to properties by CitiPower making Council-owned trees non complaint. These sites are currently under review by ESV with officers working with CitiPower to correct in order to save the tree. A further 11 trees can achieve compliance through pruning, which is currently underway.

18. At this time, approximately 15 trees will require removal and replacement due to not being able to achieve compliance with the regulations or qualifying for an exception to the regulations. This number includes the plane trees in Richmond and the eucalypt in Fitzroy North. Officers believe that no further retention options exist for these trees, without ESV providing an exemption, which will not be possible under the existing regulations.

Current Situation – Energy Safe Victoria audits

19. Historically, ESV has not had the staff to perform compliance audits on Councils or issue infringement for non-compliances against the regulations. The 2020 regulations included a provision for infringement notices to be served on Councils for breaches of requirements. This provision took effect from 27 June 2022. Up until this date, there was an amnesty.
20. ESV now has a large compliance team, who regularly audit Victorian Councils for compliance against the regulations. Penalties range from \$4,500 for each non-compliance offence (each tree) to \$181,000 for failing to comply.

Other considerations

21. Officers will now plant the right tree for the right location, which minimises risks that trees will require heavy pruning or removal in future. However, legacy trees including London Plane and Paperbarks were planted decades earlier, which are now an inappropriate species for a built municipality like Yarra.
22. The overall health and life-expectancy of the tree is assessed by arborists prior to any decision about removal or retention. A tree with a fatal wound, such as having been hit by a vehicle or defect, such as rot, or susceptible to a pathogen, may be at end of life or may not survive heavy pruning and therefore may require removal.
23. Trees with structural limbs in hard contact with the powerlines have fewer options for retention, given the consequence hard pruning will have on their overall health and the possible community safety and property consequences weight displacement can have on a lopsided tree.

Options

24. Council arborists continue to work towards Council's obligations under the Electricity Safety Act 1998 and Electrical Line Clearance Regulations 2020, as they relate to trees owned and managed by Council. However, Council has no choice but to comply or face heavy penalties.
25. Officers explore all options available to ensure compliance for each tree, including pruning as first option and removal as last resort.
26. Bundling or undergrounding of powerlines can be an option for some streets, but this is a very expensive intervention (up to \$150,000 per bundle) and requires the approval and support of the power authorities along with a budget from Council. This is not always considered a reasonable option.

Community and stakeholder engagement

27. Officers undertake a letter box drop of surrounding properties prior to any tree removal works being undertaken.
28. Council currently notifies residents of Electric Line Clearance responsibilities via the Council website using a map, which outlines when and where tree pruning will take place each year. There is also a link to Council current Electric Line Clearance Management Plan which is updated annually.

Policy analysis

Alignment to Community Vision and Council Plan

29. Council Community Vision - Promote the role of Council more actively so people understand the decision-making process and how they can be involved.

30. Council Community Vision - Council actively maintains, educates, and implements infrastructure to ensure our streets and public spaces are free of hazards.

Climate emergency and sustainability implications

31. Council has taken policy and strategy positions to plant more trees via the Urban Forest Strategy, on city-wide canopy cover, through the Climate Emergency Plan, the Nature Strategy, the Open Space Strategy and through the practice of street tree planting. It can be argued that the electric line clearance obligations compete with Council's ambitions for greater tree canopy across the city.
32. While the removal of a small number of trees to ensure Council's compliance with the regulations will slightly reduce canopy cover in the short term, Council is planting over double the trees back annually that are removed.

Human rights and gender equality implications

33. A city that is cooled by street and park trees, which also adds to city amenity and adds value to properties, is a right that residents and visitors to Yarra have.

Operational analysis

Financial and resource impacts

34. General powerline clearance activities are performed under the street tree pruning contract which Council has funded as part of its annual operational budgets. Tree replacement costs are covered in operational and capital works budgets.

Legal Implications

35. Under the Electricity Safety Act 1998 Councils are required to maintain vegetation around powerlines. Failure to comply is a breach of section 84C of the Act, which can result in penalties between \$4,500 and \$181,000.

Conclusion

36. Of the approximate 30,000 trees that Council manages, there are approximately 15 trees that will require removal and replacement, as a result of inherited non-compliance against the regulations.
37. Council arborists have been working hard over the last 10 years to ensure Council is compliant with the regulations, at the same time as balancing the needs and expectations of the community regarding tree management and retention.

RECOMMENDATION

1. That Council:
- (a) notes the Council's obligations under the Electricity Safety Act 1998 and the current Electrical Line Clearance Regulations 2020, as they relate to trees owned and managed by Council;
 - (b) notes the heavy penalties for non-compliance to these regulations; and
 - (c) seeks Municipal Association Victoria support in advocating to Energy Safe Victoria and State Government MPs to amend the electric line clearance regulations, as part of the 2025 review, in order to retain trees and tree canopy and acknowledging Yarra as a low bush fire area.

Attachments

There are no attachments for this report.

7.5 Proposed Food Organics & Garden Organics kerbside rollout

Reference	D23/321864
Author	Lisa Coffa - Senior Circular Economy Advisor
Authoriser	General Manager Infrastructure and Environment
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. The purpose of this report is to provide the Council with up-to-date information and context for the municipal wide food organics and green organics (FOGO) service rollout planned for 2023/24 and 24/25. The intent is to seek Council endorsement of a recommendation for a FOGO model and timelines for the rollout.
2. By collecting food waste alongside garden waste in the FOGO bin, Council can avoid organic waste going to landfill to produce harmful greenhouse gases. FOGO recycling is the separation of all food scrap and organic material, inclusive of green waste from your general waste and therefore from landfill. When food waste goes into the general waste bin it ends up in landfill, where it generates a greenhouse gas (methane) - a gas 25 times more potent than carbon dioxide, contributing to the rise of global warming. By starting to separate food and garden organic waste from a red bin into a FOGO bin, residents and businesses are actively contributing to a more circular economy. The compost product produced from the FOGO bin has great value which improves soil condition.
3. The introduction of a universal FOGO service will reduce costs to Council and residents, given the significant reduction (approximately 20% estimated) in landfill volumes. These landfill charges, with increasing landfill levy, make continued diversion from landfill financially beneficial.

Critical analysis

History and background

4. The Victorian Government's Circular Economy Bill has mandated the rollout of a 4-stream kerbside waste and recycling service, comprising of glass (by 2027), comingled recycling, FOGO (by 2030) and general waste.
5. In February 2020, Council resolved to rollout the full four-bin system by July 2020. However, due to COVID, the full rollout did not go ahead and instead Council resolved in November 2020 to first rollout the separate glass bin and changes to the recycling bin collection frequency (from weekly to fortnightly).
6. In June 2021, Minister D'Ambrosio held a Ministerial roundtable discussion with Council CEOs to discuss kerbside reform and to provide context regarding the State Government's view of the current FOGO markets. The message was that the FOGO licenced processing capacity will peak in 2022 with the potential to create risks for Councils planning to rollout a kerbside FOGO service in the short to medium term. Given the market and the complexities of the Yarra environment and the fact that one size fits all is not appropriate, it was decided it would be prudent and valuable to hold off on the rollout of FOGO.

7. Since then, the Victorian processors have substantially extended their composting capacity, infrastructure and end markets. This includes, for example, Repurpose It which is now processing 215,000 tonnes and Bio Grow which is now processes 300,000 tonnes of organics per annum. Their vertically integrated business models of soil manufacturing, enrichment and compost process lowers the risk of inadequate end markets for these products.

Service Standards Framework

8. In September 2022, the Victorian Government released its Service Standards Discussion Paper and the Service Standards Framework, which outline how mandatory standards can be established under the Circular Economy Act, to influence the management of waste and recycling provided to households across Victoria.
9. The discussion paper indicated that household waste and recycling services provided by Councils will be regulated by the head of Recycling Victoria (RV) via a service standard and accompanying regulations made under the Circular Economy Act.
10. Further, the discussion paper proposed that the standard will cover:
- (a) to whom the standard applies;
 - (b) which services it applies to;
 - (c) acceptable service arrangements in different circumstances (outlining what is reasonable access, including where alternative service arrangements to kerbside collection are acceptable);
 - (d) standard bin lid colours; and
 - (e) the dates when it will commence.
11. For this standard, households are proposed to include single-dwelling developments, multi-dwelling developments, temporary boarding houses, public housing, retirement villages and nursing homes. This will include commercial, industrial and all public properties that receive part of Council's kerbside waste services.
12. At this stage, the service standards will only apply to Councils and alpine resorts and not to other household waste and recycling service providers, such as private contractors or commercial waste providers.
13. In October 2022, Council endorsed a submission in response to the discussion paper and framework released by the state government.
14. Council's submission to the state highlighted:

Yarra City Council agrees with the need for waste and recycling standards and welcomes the improvement and clarity a consistent approach will provide for the community.

A proposed four-bin mandate for all properties that are provided with a kerbside waste collection.

- (a) *It is clearly outlined within the paper and the framework that Council must provide bins for all properties that receive a waste service from Council (some exemptions may apply, though not widely available). This is not feasible for all households within inner metropolitan Councils such as Yarra that have many small confined single houses - some of which do not have any external area that would enable bin storage.*

When rolling out the glass bin service within Yarra which added a third bin to the household at the time, Council experienced considerable feedback from property owners who complained about lack of space to store bins. The requirement for an additional (4th) bin, will be problematic for numerous households.

- (b) *It is outlined within the paper that there is an opportunity for the community to apply for exemptions from a FOGO service. It is proposed that Council manage the exemption process. The criteria for exemption, or how this process will be established, has not been outlined in detail. Understanding these criteria and the accepted process will be essential for Council to effectively provide feedback.*

The requirement ignores the complexity of Multi-Unit Development properties (MUDs), such as the Department of Families, Fairness and Housing (DFFH), which do not have the necessary infrastructure to support a 4-stream service. These properties provide considerable challenges to manage within the existing framework due to the high level of contamination. Any standards that require Councils to provide a 4-bin service to these properties should also require the State Government to provide the infrastructure and support on site to facilitate this.

The penalties for Councils who are not able to fully comply with the mandate are significant and potentially unreasonable, and there is little clarity on how compliance will be monitored and enforced:

The paper and the framework outline that the CEO of Recycling Victoria have the ability to work with Councils to identify exemptions, however there will be no ability for an exemption for not providing a four-bin waste stream. The only exemptions that will be considered will be managed by Councils and will be in line with shared services for MUDs. This is not a sustainable model and will create issues for our community.

Community members will also be able to apply for exemptions in relation to FOGO if there is a clear alternate opportunity to separate this at source. The process and criteria for exemptions and how this is to be managed requires clarification.

15. The draft service standard, corresponding draft regulations, and associated Regulatory Impact Statement (RIS) have not been released for formal public consultation. This is expected by the end of 2023. The final service standards and regulations are expected to be made in early 2024. Councillors will be briefed on outcomes as they are known.
16. Currently, Council provides a 3-bin kerbside service (except for 1400 households in the Abbotsford trial area, which have a 4-bin service). This service includes:
- (a) Fortnightly recycling collection;
 - (b) Fortnightly glass collection; and
 - (c) Weekly general waste collection.
17. There are approximately 58,000 rateable properties within the City of Yarra. A number of properties do not receive a Council waste collection service. The current kerbside service is provided to:

Current kerbside service provided to:	Number of properties serviced
Single Use Dwelling Houses (SUDs)	24,000
Multi-Unit Developments (MUDs)	18,200
Commercial and business	3,000
Total properties receiving a kerbside service	45,200*

*the remainder do not receive a Council kerbside waste service

Discussion

FOGO end market

18. In the past twelve months, the issues around capacity and the ability of industry to accept and process FOGO material from kerbside households have been resolved. Officers will continue to work with industry and community to ensure that clean material can be collected and processed and explore how Yarra can use the end product locally to ensure a truly circular economy model. The circular economy model relies on the end product, such as compost or plastic pellets, or crushed glass, being financially valued by end users such that they are willing to pay for the output.

Behaviour change

19. Council's recycling system relies on all households adopting these changes for it to be successful. When the system is used incorrectly, and there is a high level of contamination, it both financially costs Council, and it erodes community confidence in the system.
20. Through the Abbotsford trial in 2019 and the glass only bin rollout in 2020, Council learnt that Council needs to both incentivise correct use of the system (through behaviour change programs, clear messaging and other strategies) and disincentivise contamination by requiring residents to decontaminate their bins before collection. The balance of these two approaches is critical.
21. The 2020 glass bin rollout saw a vocal response from a small group of residents who objected to the new system.
22. Yarra has a high population turn over (around 50% every census) and community education is a significant and ongoing commitment.

Contamination

23. The control of contamination is a critical success factor and imperative for material quality as well as a viable end market. The experience of FOGO processors and other Councils has been that although compostable bags may reduce the barriers of resident participation, it increases contamination.

Budget

24. Council allocated funds as part of the 23/24 capital budget for the purchase of 120 litre FOGO bin stock in preparation for the introduction of the service, estimated at a total of \$1.8m.
25. A Council decision on the introduction of universal FOGO is required before these bins can be procured which, subject to Council's decision in this report, will be procured and distributed to households by the FOGO collection provider.
26. The goal is to purchase the bins, distribute them to households and deliver education campaigns to assist the community this financial year prior to the commencement of a collection service, ideally from July 2024.
27. The procurement process requires a minimum of a 6 to 8 months from time the order is placed until the bins can be deployed to the community, in part because of the quantity of bins being procured. It will also take time to procure a collection contractor and a receiving/processing contractor, which is why Council is asked to decide now.

Bin standardisation

28. The state-wide standards will mandate the service which local governments provide to the community, and the bin colour and contents. Currently, what items are collected for recycling differ between municipalities. Having standards across the state will help with community education and compliance. Council endorsed a submission to DELWP in relation to these draft standards in October 2022.

29. Officers are proposing a 120 litre bin for Yarra’s universal FOGO service. This will be provided to each house for the FOGO service with options to bin share for MUDs, as is currently done with our recycling & cardboard bins.
30. Officers will use a broad community engagement and communications program, including community meetings as appropriate, to work with residents who cannot, or choose not to, accommodate a 4th bin, wish to share a bin with neighbours, or have alternative suggestions for neighbourhood FOGO options.

Multi-Unit Developments (MUDs) including DFFH sites.

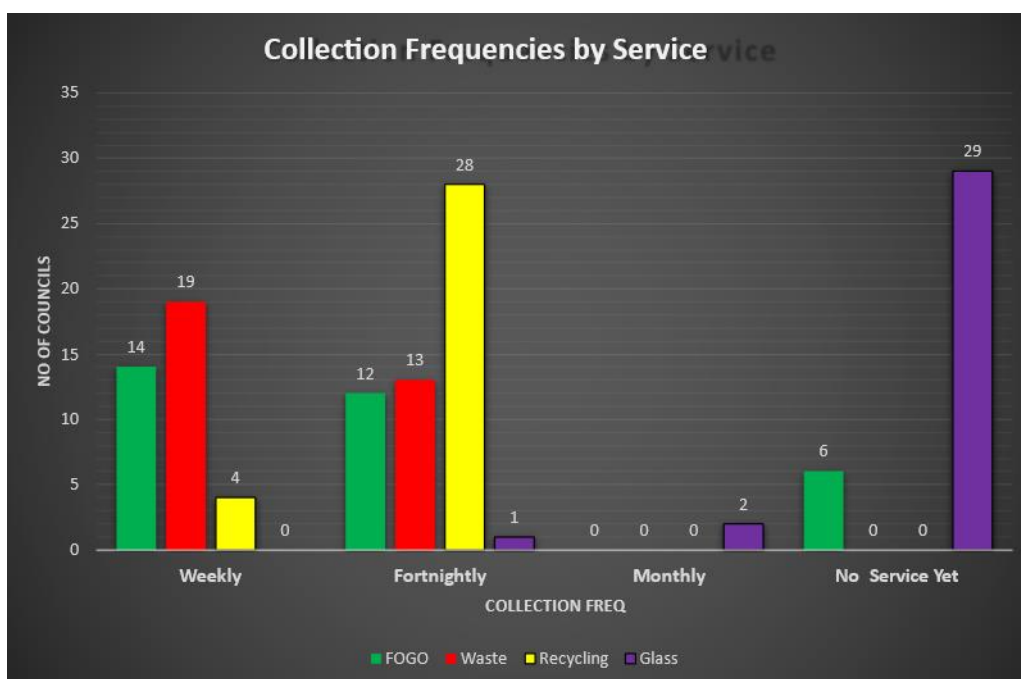
31. Yarra, along with many inner metro Councils, have similar challenges with the variety of housing stock. MUDs including DFFH sites present a significant challenge regarding the separation of recycling or organics as they often have very little space to store multiple bins, they share bins, and/or single chute systems. This makes separation at source behaviour difficult even for the most committed residents. Deep community discussions will be important for these stakeholders.

M9 Waste and Recycling

32. Officers continue to work with the M9 group of Councils on a collaboration to align to the Victorian Government Circular Economy legislation. This includes:
 - (a) maximum diversion from landfill;
 - (b) maximum resource recovery;
 - (c) using high quality recycling material; and
 - (d) extracting maximum value from processed end of life products.
33. Officers are exploring opportunities to aggregate FOGO material across the 9 Councils and have entered an interim collaborative procurement for processing of recycling, glass, and FOGO, with the tender out to market.

Benchmarking Across Other Victorian Councils

34. Victorian Councils are at different stages of providing a 4-bin kerbside service at different frequencies for FOGO, recycling, and rubbish. 32 of these Councils have been benchmarked by officers and are provided below.



Options

35. Yarra will be required, under legislation, to deliver a FOGO service to our community by 2030.
36. In order to determine the best practice model, officers have completed an analysis of:
- (a) learnings from the Abbotsford trial and other Councils;
 - (b) the changes to market capacity;
 - (c) ability of industry to accept materials and sell to end markets;
 - (d) impacts of new legislation;
 - (e) the challenges with Yarra's variety of housing stock and diverse community;
 - (f) the potential cost impact for delivering a FOGO service;
 - (g) optimal timelines for rollout; and
 - (h) the need for robust community engagement and education particularly around contamination management.
37. The following options are available for Council in relation to collection frequency:
- (a) **Option 1 – Implement a weekly universal FOGO collection service (recommended):** The current cost for Council's kerbside waste service is approximately \$11m. Additional costs can be expected for the collection and processing of an additional (up to) 40,000 120lt FOGO bins. However, these costs will be partly offset by savings from general waste volumes (approximately 20%) to landfill as well as the savings from the redundant booked green waste service. These costs will form part of the waste charge (with the option to include the cost of purchasing bins as part of the waste charge). Officers believe this model will be the most cost efficient, create the largest possible diversion rate while maintaining the quality of the end product and provide the greatest engagement with our community;
 - (b) **Option 2 – Implement a fortnightly universal FOGO collection service (not recommended):** As with option 1; and
 - (c) **Option 3 – Not proceed with universal FOGO at this time (not recommended):** No change to costs for Council's kerbside collection service, however Council will be required to introduce FOGO before 2030 as part of the State Government's waste reforms.
38. No changes to the collection frequency for other waste services/streams is proposed.

Risk Management

39. It is likely the key concern will be from residents concerned that they have insufficient space to accommodate a fourth bin. To support the community officers will:
- (a) run an extensive community engagement and communication programs to support residents with information about the new service, how the service will help reduce greenhouse gases, reduce volumes to landfill and save money;
 - (b) meet with residents, resident groups, and local communities to help answer questions and support them with the shift to a new service; and
 - (c) explore options for sharing of FOGO bins and neighbourhood hub models for alternative collection options.

Community and stakeholder engagement

40. The Yarra community has been overwhelmingly supportive of a universal FOGO service, as communicated to Council through various budget pop ups, email communications, at the Operations Centre open day and consultation during the Abbotsford trial site implementation.

41. As part of the FOGO service model analysis, officers engaged with 32 Victorian Councils to benchmark the key issues and barriers that have been raised by the respective communities since the implementation of the FOGO service. The key issues highlighted have been listed below:
 - (a) Language barriers reducing community understanding and participation;
 - (b) Smell factor with FOGO bin (correlates with fortnightly FOGO collection);
 - (c) Community perception of 'yuck' factor (including smell, insects) for food waste both for in home caddies and collection bin;
 - (d) No compostable bags allowed by Council/processor due to contamination and/or technology;
 - (e) Oppose fortnightly FOGO Collection; prefer weekly collection; and
 - (f) Cost to household for service.
42. To be successful in rolling out FOGO bins and introducing a FOGO service across Yarra, Council will work with the community to educate and support behaviour change.
43. Once Council decides on the roll-out of universal FOGO, officers will explore other opportunities for complementary activities such as neighbourhood and collaborative collection options (e.g. collection hubs etc).

Policy analysis

Alignment to Community Vision and Council Plan

44. The FOGO services and education program align with the Community Vision and Council Plan via the following themes:

The Community Vision 2021-36 – Vision Theme 4: *“We are all custodians of the City of Yarra. While our skyline is growing, so are our green spaces. We are smarter in how we manage growth and use our resources and energy. We celebrate, enable, and promote a circular economy.”*

The 2021-25 Council Plan includes this statement in strategy object 1: *‘Council is actively working to transition to a circular economy. We recognise the potential environmental and economic benefit of minimising waste, consciously consuming and preserving resources. We are committed to creating and enabling an environment for the circular economy to progress.’*

Climate emergency and sustainability implications

45. The FOGO rollout will meet Council’s objectives to be leaders in sustainability and the protection and enhancement of the natural environment. This will include a reduction in greenhouse emissions by diverting organics out of the landfill stream and a greater volume of compost produced for the local markets. Yarra would likely reduce CO2 emissions by up to 2400 tonnes per annum.
46. The Climate Emergency Plan Strategic Priority 5 – Headline Action: *‘Rollout a municipal-wide, four-bin food and organic waste kerbside collection service in 2020/21’*

Community and social implications

47. A shift in behaviour will be required by the Yarra community. This may create resistance from some members of the community and will need to be strongly supported by the ongoing and adjacent delivery of community engagement and education/behaviour change programs.

Economic development implications

48. In the longer term, the adoption of the 4-bin service across Yarra would reduce costs to Council and, in-turn the community, to assist in the generation of local circular markets, as well as the generation of local employment.

[Human rights and gender equality implications](#)

49. These will be considered when developing and delivering a 4-bin service.

Operational analysis

[Financial and resource impacts](#)

50. The State Government has and will financially support Councils to deliver kerbside reform. However, this is a contribution and does not cover the costs associated with delivering the 4-stream service mandated by the Government.

51. In June 2021, DELWP informed Yarra that based on Yarra’s Transition Plan for kerbside reform, Council will be entitled to funding of approximately \$800,000, with the exact amount to be confirmed. DELWP has made the first milestone payment of \$142K with the balance due when Yarra rolls out a FOGO service. The focus of the funding is for the purchase and rollout of FOGO bin infrastructure.

52. Funds for the purchase of bin infrastructure, delivery and associated engagement campaign have been included in Council’s 2023/24 budget.

53. Approximate costs (subject to market testing) should Council proceed with option 1.

	Cost (\$)
Current kerbside cost	\$11m
New FOGO costs	
Bins	\$1.8m (one off)
Collection and processing	\$1.5m - \$2m per annum
Reduction in general waste and green booked service costs	(\$1m)
Net kerbside cost (excluding the one-off cost of bin purchase)	\$12m

**Excludes one-off state government grant funding*

54. Council will further consider the budget implications of the introduction of universal FOGO services, as it prepares its future budgets and when the tendering of services has been tested by the market.

55. Early indications are that this will have consequences of adding approximately \$1m net, subject to market testing, to the cost of waste services across Yarra to be passed on to eligible ratepayers receiving a kerbside service through the waste charge.

[Legal Implications](#)

56. To ensure Council is receiving value for money, it is proposed that Council go through a competitive public tender process for the FOGO collection. This may slightly push back the start of the FOGO service implementation date, but ensures officers have market tested the service in line with its procurement policy.

Conclusion

57. The Victorian Government’s Circular Economy Bill has mandated the rollout of a 4-stream kerbside waste and recycling service, comprising of glass (by 2027), recycling, FOGO (by 2030) and general waste.

58. The recommendations in this report have considered results from the Abbotsford 4 bin trial area, feedback from other Councils with a FOGO service, current organics processing capacity, assessment of all organics processors in the market, end markets for processed material, long term material security, maximum diversion rates, Yarra’s diverse housing stock, and ongoing budget impacts.

RECOMMENDATION

1. That Council:
 - (a) endorses the rollout of a universal FOGO service across Yarra from July 2024 and authorises the necessary procurement of bins, collection and processing services which have been, and will be, included in the current and future capital works and operating budgets; and
 - (b) endorses that the cost of the FOGO collection and processing services will form part of the waste charge, but the purchase of FOGO bins will be procured through Council's capital works program and, therefore, the cost not form part of the waste charge.

Attachments

There are no attachments for this report.

7.6 Richmond Youth Hub evaluation report and funding advocacy

Reference	D23/305865
Author	Rupert North - Coordinator Youth and Middle Years
Authoriser	Acting Chief Executive Officer
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. This report seeks Council endorsement of the Richmond Youth Hub Evaluation Report and support to actively engage in strategic advocacy to secure further funding from the State Government for the continuation of services at the Richmond Youth Hub.

Critical analysis

History and background

2. Council has a longstanding history of supporting young people in Yarra's public housing estates, both through direct service delivery from the Yarra Youth Centre (Fitzroy), and via the three-year Richmond and Collingwood Youth Program Grants.
3. The need for a dedicated youth space on the North Richmond Housing Estate was brought to Council's attention in May 2018, with the submission of a formal petition from local young people, advocating for a safe space to engage with their peers and access youth services.
4. \$185,000 funding was approved by Council in the 2018/19 budget and negotiations began with the Victorian Government to develop a youth facility on Department of Families, Fairness & Housing (DFFH) property. DFFH matched Council's funding contribution, and, following a co-design process with young people, construction of the Richmond Youth Hub began in mid-2020 at 110 Elizabeth Street, North Richmond.
5. In 2020, when construction was completed, the Victorian Government (DFFH) allocated Council a further \$122,500 for youth coordination from 1 January 2021 – 31 December 2021. This funding was subsequently extended by a further six months to 30 June 2022.
6. Following advocacy to former Minister Wynne in May 2022, Council received a total of \$597,917 funding for the continued delivery of youth coordination services from the Richmond Youth Hub over a two-year period from July 2022-June 2024.
7. As part of the funding agreement, Council was required to undertake an evaluation of the Richmond Youth Hub against the goals and short- and medium-term objectives in line with the agreed program logic and KPIs.
8. Since the Richmond Youth Hub opened in March 2021, almost 170 young people have registered through Yarra Youth Services and accessed the service. In total, over 10,000 contacts have been made with Yarra Youth Services programs, activities, and individual support. Most young people reside on the North Richmond Housing Estate, and/or go to school locally, or are connected to Richmond through family and friends.
9. Young people have accessed a range of program and services, including after-school drop-in, structured engagement programs, middle years activities, youth-led community events, and information, support, and referral. External service providers including Youth Substance Abuse Service, Lighthouse Foundation, Jesuit Social Services, Helping Hoops and GR8M8s, have also provided group activities and one-on-one support for young people.

10. Despite the initial challenges posed by the COVID-19 pandemic, participation patterns have settled, and there is a stable growth of interest, as more young people become regularly involved with programs and/or linked in with ongoing support services.
11. The Richmond Youth Hub Evaluation Report, as attached, concludes that:
 - (a) Young people regard Richmond Youth Hub as an extension of their home and feel a high degree of ownership over the space;
 - (b) The Hub makes young people on the estate feel valued and many young people reported feeling more hopeful about their future;
 - (c) The Hub has helped foster a more positive atmosphere on the estate by offering young people constructive and enriching alternatives for how to spend their time. This has been successful at diverting young people away from participating in anti-social activities;
 - (d) The co-location of external organisations at the Hub has connected young people to important support services by bringing workers onto the estate and reducing barriers to access, and fostering relationships between young people and service providers;
 - (e) Support provided through the Hub has supported young people to re-connect or engage successfully with education and employment;
 - (f) The Hub has played an important role in activating the estate grounds, bringing the newly upgraded amenities to life, and establishing a child and family friendly atmosphere in the space between 108 and 110 Elizabeth Street;
 - (g) Young people feel more connected to each other by creating a physical safe space which helps to consolidate peer relationships into a community of mutual support;
 - (h) The Hub's open door policy plays a key role in de-escalating incidents and debriefing young people afterwards;
 - (i) The Hub successfully encourages young people to participate in youth leadership activities including the Yarra Youth Advocacy Group, Yarra Community Awards, and accessing Council's Youth-led Grants and inspired them to contribute constructively to the community; and
 - (j) Overall, there is a sense that young people who attend the Hub are thriving and enjoying their lives.
12. While not specifically noted in the evaluation report, the Richmond Youth Hub has also become an integral and integrated part of Council's Youth & Middle Years services. There has been significant collaboration between teams within the Youth & Middle Years Unit, Family, the Youth & Children Services Branch and the Community Strengthening Division more broadly.
13. The success of the Hub has also informed improved practice towards co-location, partnership and collaboration at the Yarra Youth Centre at Fitzroy. This includes new partnerships developed with other organisations including Young Assets Foundation, Project Sunrise, and Youthlaw.

Discussion

14. The purpose of establishing the Richmond Youth Hub was to create a safe space for young people, to foster social connection, encourage community involvement, and support youth leadership. The Hub has provided a platform for strengthening service coordination between local agencies, to build locally based partnerships, which support the delivery of programs, services and events on the estate.
15. The evaluation found that the Richmond Youth Hub has been successful in achieving this purpose.

16. The Evaluation Report provides five key recommendations, to build on the initial success of the hub and ensure positive long-term social change for young people and their families in North Richmond:
- (a) Recommendation 1: That the State Government continues to provide core funding of \$304,303 pa (indexed to CPI) to Council for the purposes of operating the Richmond Youth Hub for a minimum of a further four years from July 2024, to ensure the program continuity and stability required to leverage reported successes into enduring long-term social change;
 - (b) Recommendation 2: That the State Government seeks to increase the budget for the Richmond Youth Hub by \$115,000 pa (indexed to CPI) to create a new Youth Support Worker role (1.0EFT), which addresses young people’s additional wellbeing needs, as well as to extend the Peer Youth Worker and casual Youth Services Officer roles by 0.3EFT to accommodate growth in demand for programs;
 - (c) Recommendation 3: That the State Government provide an additional \$18,000 pa (indexed to CPI) for a Youth Leadership Incubator program, which will support young people to develop and deliver youth led projects that address community needs in partnership with Council, DFFH and community stakeholders;
 - (d) Recommendation 4: That the State Government undertakes a review of Richmond Youth Hub’s facilities and maintenance arrangements in the next 12 months to determine the viability of relocating to a larger space, which better suits program growth and ensures that the space is appropriately maintained; and
 - (e) Recommendation 5: That subject to funding, Council and DFFH work collaboratively to develop a rolling formative evaluation framework, which integrates into quarterly/annual reporting and measurement improvements.

Community and stakeholder engagement

17. There has been strong community and stakeholder engagement throughout the Richmond Youth Hub evaluation. Young people were actively involved through “vox pop” styled conversations during program hours. More formal, semi-structured interviews, were held with ten young leaders, selected because of their level of involvement in the initial facility co-design process, their ongoing contribution to planning and running regular activities, and their participation in broader community projects. Council has also engaged Youthworx Media to help develop a series of short films that further enabled young people to share their own stories about the impact of the Richmond Youth Hub.
18. As well as youth engagement, the evaluation engaged key stakeholders at the Richmond Youth Hub, including staff from Department of Families, Fairness and Housing; Jesuit Social Services; Drummond Street Services; Youth Support and Advocacy Services; and key staff across Council’s Youth & Middle Years Unit and broader Community Strengthening Division.
19. In August 2023, the Department of Families, Fairness and Housing (DFFH) Secretary, Deputy Secretary, Director, Yarra Housing Estates, and other staff from DFFH and Homes Victoria met with the Council’s CEO and officers to visit the North Richmond precinct including the Richmond Youth Hub. This provided an opportunity to provide an overview of the Hub’s programs and services and share key highlights and challenges.

Policy analysis

Alignment to Community Vision and Council Plan

20. The Richmond Youth Hub strongly aligns with Yarra’s 2036 Vision that “*Yarra is a vibrant, safe, and inclusive environment. We celebrate and embrace our diversity and connection to each other and the land. Our community is empowered to work together and support one another with respect and trust*”.

21. Strategic Objective Two in the Council Plan 2021 – 2025 outlines that *“Yarra’s people have equitable access and opportunities to participate in community life. They are empowered, safe and included”*. The Evaluation Report highlights how the hub has supported this objective and contributes to other Council Plan strategies.
22. The outcomes delivered to date by the Richmond Youth Hub also contribute to the vision of Council’s 0 – 25 Years Plan 2018 – 2022, that: *“All children and youth are loved and safe, have material basics, are healthy, are learning and are participating and have a positive sense of culture and identity.”*

Climate emergency and sustainability implications

23. No specific climate emergency and sustainability implications are considered in this report.

Community and social implications

24. North Richmond has an over-representation of people living in public or social housing, as well as a high number of residents on low incomes, compared to the rest of the City of Yarra.
25. The Richmond Youth Hub provides responsive social infrastructure for the community. Council officers and partners have in-depth local knowledge, trusting relationships and specialised youth development and related skills, which are central to maintaining strong connections to young people living on the estate.
26. Young people from the North Richmond Housing Estate are highly engaged in the current programs and activities provided through the Hub, and the evaluation report highlights the positive short- and medium-term outcomes.

Economic development implications

27. The Hub provides programs that support young people’s participation in learning, employment, education, and training. A continuation of these programs will have significant positive economic implications, increasing young people’s employability and/or direct employment, leading to benefit to the local economy.

Human rights and gender equality implications

28. The evaluation of the Richmond Youth Hub shows that the Hub program aligns with the Victorian Charter of Human Rights and Responsibilities Act 2006 and Yarra’s Social Justice Charter, by actively supporting young people to participate in and contribute to their community.
29. One of the four Guiding Principles of the Convention on the Rights of the Child (CRC) is *“the right of all children to express their views freely on all matters affecting them”*. Young people’s active involvement in all aspects of the Richmond Youth Hub (including the recent evaluation) demonstrates a commitment to genuine youth engagement.
30. All ongoing decisions regarding the Richmond Youth Hub will be made within the context of the new Gender Equality Bill, ensuring that young people, not matter their gender, will have the opportunities and support to actively participate. Officers are also working on a Gender Impact Assessment of the Hub program to ensure inclusive programming.

Operational analysis

Financial and resource impacts

31. Council received a total of \$597,917 for the continued “delivery of youth coordination services from the Richmond Youth Hub” over a two-year period from July 2022 – June 2024. This provides core funding the Richmond Youth Hub, including staffing and resourcing to deliver programs at the hub.
32. Through the Community Grants Program, Council also contributes financially through the Richmond & Collingwood Youth Program Grants. In FY2023/24, this equates to \$195,640 + GST.

33. Council is seeking support from the State Government to provide core funding of \$304,303 pa (indexed to CPI) for the purposes of operating the Richmond Youth Hub for a minimum of a further four years from July 2024. Council is also seeking additional funding of \$133,000 pa (indexed to CPI) to create a new Youth Support Worker role (1.0EFT), as well as to extend the Peer Youth Worker and casual Youth Services Officer roles by 0.3EFT, and for a Youth Leadership Incubator program.
34. If advocacy to the State Government is unsuccessful, or partially successful, a further report will be presented to Council regarding future options.

Legal Implications

35. No legal implications are considered in this report. However, Council has a lease with DFFH for the Richmond Youth Hub (110 Elizabeth Street, Richmond) as part of the current funding agreement. This will need to be updated if further funding is obtained.

Conclusion

36. The Richmond Youth Hub has been operating since March 2021. The current funding from the Victorian Government ends in June 2024.
37. The Richmond Youth Hub Evaluation Report highlights its short and medium-term success in creating a safe space for young people, which fosters social connection, encourages community involvement, and supports youth leadership. The Hub has also strengthened service coordination between local agencies and built locally based partnerships that support the delivery of programs, services and events on the estate.
38. The Evaluation Report outlines five key recommendations, designed to build on the success of the hub and ensure positive long-term social change for young people and their families in North Richmond.
39. This report also seeks support for Council's CEO to actively engage in strategic advocacy to secure further funding from the State Government for the continuation of services at the Richmond Youth Hub.

RECOMMENDATION

1. That Council:
 - (a) Notes the Richmond Youth Hub Evaluation report as contained in Attachment One; and
 - (b) Acknowledges the vital contribution of young people, local community, and other organisational stakeholders to the success of the Richmond Youth Hub.
2. That Council authorises the CEO to undertake strategic advocacy to secure resourcing and support from the State Government for the Richmond Youth Hub including:
 - (a) Continuation of core funding of \$304,303 pa (indexed to CPI) from the State Government to Council for the purposes of operating the Richmond Youth Hub for a minimum of a further four years from July 2024, to ensure the program continuity and stability required to leverage enduring long-term social change;
 - (b) Increasing funding by \$115,000 pa (indexed to CPI) to create a new Youth Support Worker role, which addresses young people's additional wellbeing needs, as well as to extend the Peer Youth Worker and casual Youth Services Officer roles to accommodate growth in demand for programs;
 - (c) Providing an additional \$18,000 pa (indexed to CPI) for a Youth Leadership Incubator program, to support young people develop and deliver youth led projects that address community needs in partnership with Council, Department of Families, Fairness and Housing and community stakeholders; and
 - (d) A review of Richmond Youth Hub's facilities and maintenance arrangements within the next 12 months to determine the viability of relocating to a larger space, to enable program growth and ensure that the space is appropriately maintained.

Attachments

- 1 [↓](#) Attachment 1 - Richmond Youth Hub Evaluation Report

Richmond Youth Hub:

Final Evaluation Findings Report

July 2023



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Executive Summary

This report outlines the findings for the evaluation of Richmond Youth Hub, which was conducted between January and April 2023. The evaluation coincided with the conclusion of the funding agreement between the Yarra City Council (Council) and the Department of Families, Fairness, and Housing (DFFH), which was established to operate a localised youth hub on the North Richmond public housing estate. This initiative was established as part of the State Government's Community Capacity Building initiative to address concerns for young people's safety and access to services in the North Richmond area.

The aim of establishing Richmond Youth Hub was to create a safe space for young people, which fosters social connection, encourages community involvement, and supports youth leadership. Richmond Youth Hub was also intended as a platform for strengthening service coordination between local agencies, to build locally based partnerships which would support the delivery of programs, services, and events on the estate. The evaluation found that Richmond Youth Hub has been successful across every dimension of this aim.

Young people reported that, because of the supports, programs, and opportunities offered at RYH, they not only feel safer but more visible in the community. There is a sense that young people now have a place to go where they are listened to, supported, and advocated for. On an individual level, this support has translated into young people developing a more positive self-concept and an increasingly optimistic outlook for their future. On a collective level, the shared connection to this space has strengthened young people's sense of community between themselves. Richmond Youth Hub has also fostered an organic interest in youth leadership as young people have begun proactively seeking out opportunities to contribute to their communities. To date, these opportunities have included applying for community grants and participating in the Youth Advocacy Group, as well as taking an active role in Richmond Youth hub through youth-led programs, projects, and activities.

In terms of service coordination, Richmond Youth Hub, via Council's leadership role, has been able to attract a diverse range of service delivery partners and other stakeholders onto the estate. Through Richmond Youth Hub, stakeholder organisations have expanded local service knowledge, built new referral pathways, and established trust relationships which have helped services to engage more successfully with the community, especially with vulnerable, often difficult to reach cohorts. Furthermore, the stronger working relationships between services has led to the development of new joint initiatives which address the community's needs in innovative ways.

From these findings, the evaluation makes the following five recommendations:

Recommendation 1: That the State Government continues to provide core funding of \$304,303pa (indexed to CPI) to Council for the purposes of operating the Richmond Youth Hub for a minimum of a further four years from July 2024 to ensure the program continuity and stability required to leverage reported successes into enduring long-term social change.

Recommendation 2: That the State Government seeks to increase the budget for the Richmond Youth Hub by \$115,000pa (indexed to CPI) to create a new Youth Support Worker role (1.0EFT), which addresses young people's additional wellbeing needs, as well as to extend the Peer Youth Worker and casual Youth Services Officer roles by 0.3EFT to accommodate growth in demand for programs.

Recommendation 3: That the State Government provide an additional \$18,000pa (indexed to CPI) for a Youth Leadership Incubator program which will support young people to develop and deliver youth led projects that address community needs in partnership with Council, DFFH and community stakeholders.

Recommendation 4: That the State Government undertakes a review RYH's facilities and maintenance arrangements in the next 12 months to determine the viability of relocating to a larger space which better suits program growth and ensure that the space is appropriately maintained.

Recommendation 5: That subject to funding, Council and DFFH work collaboratively to develop a rolling formative evaluation framework which integrates into quarterly/annual reporting and measurement improvements.

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1. Introduction

This report presents the findings for an evaluation of Richmond Youth Hub (RYH) which was undertaken between January and May in 2023. The evaluation was conducted by Council's Evaluation and Research Officer who engaged with young people, service delivery partners/organisational stakeholders and Council staff (including leadership, RYH staff and representatives across Council involved in hub activities).

1.1 Evaluation Aims

The evaluation maps how RYH has changed the local area service delivery landscape for young residents of the North Richmond public housing estate (the estate). By considering the impact of these changes, the evaluation has been able to qualify how RYH has contributed towards both the health and wellbeing, and sense of social connection of young people on the estate. By identifying the strengths, which should be further capitalised upon, and gaps, which will need to be addressed, this analysis is expected to assist Local and State Government decision-makers to maximise the impact of future investment in this initiative.

1.2 Key Evaluation Questions

The evaluation is guided by the following four key evaluation questions (KEQs):

1. To what extent has RYH provided a safe space for young people?
2. To what extent have RYH programs/activities/events engaged and inspired young people to get involved in the local community?
3. To what extent has the access to information, support and referral that has been coordinated by RYH improved the health and wellbeing outcomes for young people?
4. To what extent have the structures and processes implemented by RYH supported everyone to work towards a shared strategic vision?

1.3 Scope

This evaluation coincides with the completion timeframe for the medium-term outcomes which were established in the program logic. This is the first formal assessment of RYH because, due to the unforeseen circumstances surrounding COVID-19, a mid-project evaluation corresponding to the short-term goals was not able to be carried out. For this reason, the analysis presented in this report responds to both the short- and medium-term outcomes. The long-term goals are out of the scope of this evaluation because these pertain to broad population-level changes that are not expected to yield results until the initiative has been in operation for at least 3 years (as stated in the program logic document). Therefore, due to the short-term nature of this initial funding period, this evaluation is not able to deliver a more longitudinal study.

2. Background

The discussion presented in this chapter is divided into three sections, beginning with an overview of RYH's history which explains how this initiative was developed. The second section reviews contemporary hubs literature to define the model and qualify a set of best practice principles for evaluating the success of an initiative which implements this model. The final section provides a discussion of the policy context which RYH is operating in, this section helps to extend our understanding of success factors by considering best practice in terms of the State Government's current strategic priorities.

2.1 History of Richmond Youth Hub's Development

The need for a dedicated youth space in the estate was brought to Council's attention in May 2018 with the submission of a formal petition. The petition, which had been prepared by a group of young people, was the culmination of a grassroots advocacy effort to mobilise community support for a safe space to go after school. Although there had been numerous drop-in programs and other activities launched on the estate over the years few of these programs have been able to maintain their viability in the long term because of funding insecurity, turn-over of providers and staff, and low engagement. The young people outlined that this lack of a consistent program represented a concerning gap because, due to the prevalence of anti-social activity on the estate grounds, and the lack of available living space in their homes, they needed a more permanent safe space to engage with their peers and access services.

Council approved \$185,000 funding for RYH in the 2018/19 budget as a one-off capital grant to develop a localised youth hub on the estate. This funding was approved subject to the successful outcome of advocacy efforts to secure a State Government funding contribution towards the initiative. Following several meetings between former Mayor, Cr Daniel Ngyen, and Richard Wynne, then state member for Richmond and Minister of Housing, a formal letter was sent to the Ministers Office outlining a proposal for a localised youth hub. This initial advocacy effort sought funding for a full-time staffing position to "coordinate operations and provide additional activation of the youth hub space". In response, the State Government agreed to provide an initial \$122,500 funding to support the first 12 months of coordination. At the conclusion of the first 12-month funding another formal letter was sent to the Office of Richard Wynne, outlining RYH's initial successes and requesting \$657,000 to be paid over a three-year period to support the ongoing staffing costs. With the support of the Minister, DFFH approved this funding request in May 2022.

In 2019, whilst these negotiations were taking place Council prepared an internal business case in 2019 in consultation with DFFH and Drummond Street Services (The Drum), who facilitated young people's involvement in the process. This business case presented two potential locations suitable for developing a hub: The Factory (19-21 Belgium Ave) which was costed at \$385,000; and Community Information Centre (110 Elizabeth St) which was costed at \$261,500. Council approved the 110 Elizabeth site because it was young people's preference and offered the potential to create a youth precinct by activating the surrounding outdoor space. A co-contribution from State Government to cover these initial site development costs was sought through the Office of Richard Wynne and Council signed a funding deed which provided an addition \$185,000.

This development of the RYH site was impacted by the advent of the global COVID-19 pandemic, which delayed the opening of the facility until March 2021. COVID-19 disruptions continued throughout the first year of RYH's operation with lockdowns announced just before the hub's official opening, and other restrictions persisting until October 2021. Despite these challenges, Yarra Youth Services was able to employ a suitably qualified Hub Team Leader who commenced in February of

2021. Owing to the staff member's pre-existing relationship with community, having previously worked on the estate as a youth worker, they were able to mobilise their connections and local knowledge, working with other key partners such as The Drum, DFFH and Belgium Avenue Neighbourhood House, as well as across Council, to generate community interest and establish working relationships with other service providers in the local area.

RYH was not only able to establish itself under difficult circumstances, but it also played an important role in supporting families on the estate to navigate the 2021 COVID-19 response. This role included formal activities such as distributing important health updates and working with bi-cultural workers to ensure that information was understood by the community, offering material aid (including access to required personal protective equipment) and working with North Richmond Community Health (NRCH) and Council staff to ensure that the vaccine roll-out was successful. Additionally, RYH became a general point of contact (via digital and face-to-face) which provided community members with informal social support to deal with the uncertainty of that time and linked young people and their families to formal supports.

At this point, RYH has been operating for almost 2 years, coordinating programs/services that are delivered by Yarra Youth Services and a range of other community partners including The Drum, Young Assets Foundation and Helping Hoops. In addition to activity programs RYH has also established partnerships with local social services such as Youth Support and Advocacy Service (YSAS), NRCH, and Jesuit Social Services (JSS).

2.2 What is a Hub: Best Practice Principles

In broad terms, a youth hub can be defined as a geographically "central place within a community" (Manis et al., 2022, p.105) which "brings together the diverse expertise of service providers in a "one stop shop" format" (Henderson et al., 2020, p.217). The purpose of this one stop shop is to reduce barriers to service access by creating a conveniently located youth-friendly space where a variety of services are co-located to provide young people with comprehensive supports. For this reason, it is best to consider youth hubs from two different perspectives: firstly, as a specific type of facility, and secondly, as a unique service delivery model.

2.2.1 Youth Hubs as Facilities

As a facility, the location and design of the physical setting are important success factors for youth hubs. Settapani et al. (2019) explains that hubs must "make settings accessible to youth, non-stigmatising, and youth-friendly" (p.11) to attract young people into the space and ensure that they feel comfortable for the duration of their visit to the space.

The concept of accessibility extends beyond ability-related concerns and considers how travelling outside of, or across, the local area creates barriers for young people due to the lack of available transport options and/or the prohibitive cost of travel. Manis et al. (2022) explains that hubs should be located somewhere that is a natural community meeting place such as "schools, corner stores, libraries, community centres" (p.105). The choice of location for the facility should be guided by the dynamics of the specific community being serviced.

This choice should also be guided by the need to create a non-stigmatising place that is youth friendly. In practical terms, a non-stigmatising location is one which will not frame attendance to the youth hub in deficit terms, hence why places like libraries or shopping centres should be considered, because these are space that all young people hang out in. Youth-friendliness is a design principle which re-enforces the non-stigmatising location by creating an "informal, non-clinical space where youth can spend time with peers" (Settapani, 2019, p.11). To achieve this effect, the interior design

of a youth hub should prioritise art, furnishings and finishings which make the space feel like it is intended for recreational use by young people. This should also extend to the amenity that is provided within the space, offering access to things like games (consoles, pool, or tennis tables etc.) and food (communal kitchen, community-run café etc.) as a way of fostering casual social interaction.

The literature reviewed highlights the importance of a youth-led co-design process to ensure that service providers not only get the details right but that young people feel a sense of ownership over and belonging to the space. The Youth Future's Foundation (2020) asserts that the lived experience of young people should be at the heart of the service design process to ensure that each hub is responsive to the unique needs of their cohort. As Gardner et al. (2019) explains, the practice of centring young people's lived experience should extend beyond the design of the physical space to encompass a shared governance model for overseeing the delivery of services which, as we shall see in the next section, has long-ranging benefits for the young people involved.

2.2.2 Youth Hubs as a Service Delivery Model

A youth hub is typically designed around a primary service function with the two most common being employment pathways, as outlined in Synergistiq's (2015) evaluation of the National Youth Hub Pilot, or mental health, as outlined in Settapani et al.'s (2019) scoping review. However, this primary service function cannot be the sole focus of a youth hub because achieving longer-term development goals requires a host of different support services which target both engagement and immediate needs. Settapani et al. (2019) asserts that a key advantage of working in this way is that it enables services to stage early interventions and/or work preventatively to maximise impact.

According to Synergistiq (2015) getting young people engaged in the primary service function often requires hubs to offer programming that uses recreational interests like "sport, art, and music as a 'hook'" (p.15) to get them through the door. The Youth Futures Foundation (2020) support this perspective, outlining that it is often unrealistic to expect vulnerable young people with complex needs to come to a service without engagement hooks that provide a safe entry point. However, once these young people have been attracted into a hub, it is equally unrealistic to expect that they will be able to work towards any sort of development goals without service interventions that "focu[s] on the[ir] immediate needs" whilst "also maintain[ing] a 'longer view'" (Synergistiq, 2015, p.28). This perspective is re-iterated by Settapani et al. (2019) who assert that hubs must offer services which range from "acute treatment to general case management" (p.12).

This three-way focus which combines development goals with recreational engagement and acute intervention forms the founding principle of hubs, that to support the positive development of young people, it is necessary to "meet young people where they are 'at'" (Synergistiq, 2015, p.15). To find where people are 'at' youth hubs must engage with young people on their terms by both appealing authentically to their interests, and ensuring that once engaged, the services take time to understand and address their immediate before shifting focus to more aspirational goals. Manis et al. (2022) argues that because of this emphasis on being responsive there is no one-size-fits-all way to define the mix of services required to set up a successful youth hub.

Without an off-the-shelf model to rely upon, Henderson et al. (2020) highlight that the success of a hub is predicated upon the hub leader's capacity to build up and mobilise a "high degree of social capital and strong ties", bringing local service providers, young people, and their families together into a community of mutual support. Henderson et al. (2020) asserts that building this level of trust requires "managerial patience" (p.224) to ensure that organisations don't rush outcomes ahead of relationships, whilst also allocating sufficient time, space, and resources to nurture them. This

argument is reinforced by Synergistiq's (2015) evaluation which concluded that the success of a youth hub is "highly relational" (p.16) and that building up sufficient relationship capital requires a long-term investment in the initiative.

Whilst building relationships with young people is a largely organic process which requires service providers to be available and establish familiarity over time, inter-organisation relationships require a far more structured approach. As the Youth Future Foundation (2020) explains, when bringing a variety of different services together into a shared space, governance and partnership management are the "key principles for effective co-location" (p.3) and fundamental for co-ordinating an integrated approach to care. Henderson et al. (2020) explains that fostering partnerships enables hubs to maximise service impact by seamlessly coordinating support for young people across multiple organisations to combine complimentary expertise into a unified and holistic approach.

However, achieving this outcome is not as simple as inviting services to outpost a portion of their business as usual into a shared facility in the hope that such collaboration will happen on its own accord (Synergistiq, 2015). Henderson et al. (2020) acknowledges that bringing together organisations with "different intervention processes" (pp.222-23) presents hub leaders with a significant challenge because they must establish a shared way of working that accommodates a diverse range of professional practices and perspectives. The Youth Future Foundation (2020) assert that governance is key to addressing this challenge through "the implementation of clear structures and active leadership" (p.3) that are underpinned by a strong strategic vision of what everyone is working together to achieve. By taking the time to work with organisations to build a shared sense of purpose and establish common processes it ensures that services are accountable and empowered to generate new service solutions through decentralised collaboration.

Whilst hub leaders are responsible for setting up and implementing these structures, the governance processes themselves should not be unilateral. Rather, decision-making power should be shared between the different organisational stakeholders who deliver services through the hub and the young people who attend. Henderson et al. (2020) explains that empowering stakeholders to "voice their ideas and disagree openly" to negotiate how the "sharing of resources would result in mutual benefit" (p.224) ensures sustainable service delivery partnerships. Youth Future Foundation (2020) emphasises that it is necessary for evaluation to run alongside service delivery and to be undertaken as a joint project involving all service delivery partners to ensure that this mutual benefit is aligned to community need.

However, without including the young people in this governance process, services cannot be confident that their work is responsive to young people's actual needs. Gardner et al. (2019) explains that by sharing decision-making power with young people through co-design, hub leaders are not only ensuring a more responsive service, but they are also empowering youth participants to "become experts on the issues which affect them most" (p.18). This emphasis on *becoming* experts highlights that for young people to be successful in this role they require support, training, and mentoring. This investment into shared governance has benefits beyond the hub itself because it supports young people to develop important leadership skills which have the potential to help them "advance in their personal career goals" (Garner et al., 2019, p.19).

2.3 Policy Context

To fully understand the policy context of the RYH, it is important to begin by unpacking North Richmond's unique demographic profile. One of the most significant aspects of North Richmond's demography is the over-representation of people living in public/social housing: 14.6% of total residents which is almost double that of rest of Yarra City Council (8.1%) and over six times than that

of Greater Melbourne (2.3%) (Yarra City Council, 2021a). The consequences of this difference can be seen in the household income of residents with 19.5% of North Richmond residents qualifying as low income, compared to 15.8% of the rest of Yarra City Council (Yarra City Council, 2021b). Interestingly however, when compared to Greater Melbourne, North Richmond is not a socio-economically disadvantaged area owing to a larger proportion of high-income households: 28.6% as opposed to 25.3% (Yarra City Council, 2021b). What can be deduced from these demographics, is that North Richmond is a socio-economically divided area, whose population is over-represented both in terms of advantage and disadvantage with less of a middle.

Another unique feature of the North Richmond area is the location of the State Government's Medically Supervised Injecting Room (MSIR), situated on the estate at the opposite end from RYH. This facility, which began as a 5-year trial in 2018, is a policy response to "North Richmond [having] been the main site for heroin use and related harms in Victoria for the past decade" (Medically Supervised Injection Room Review Panel, 2020, p.viii). The MSIR has a harm minimisation focus and provides drug users with access to "health and social support interventions including wound care, blood-borne virus treatment, alcohol and other drug treatment, mental health support, dental care, family violence support, social welfare, and material aid" (Department of Health, 2023, para.8). Since 2018, two independent reviews of the MSIR have been conducted: The Hamilton Review in 2020, and the Ryan Review in 2023 which recommended that the facility continue "as an ongoing service" (Medically Supervised Injection Room Review Panel, 2023, p.24). This recommendation was adopted by the State Government which announced that the MSIR would become a permanent service in a media release on the 7th of March 2023.

Beyond the MSIR, the DFFH Strategic Plan identified North Richmond as a focus area and cites "Investing in a thriving North Richmond" (Department of Families Fairness and Housing, 2022a) as a funding priority until the end of the 2025-26 financial year. Richard Wynne (19 April 2021) outlined the State Government's vision for this funding in a media release which included mention of RYH alongside other community programs, projects and services intended to not just create space to engage young people but also provide "access to valuable health and wellbeing information and support" (para.8). It is worth noting that this media release specifies a youth hub as the specific model to be implemented, a policy direction that is re-enforced in Our Promise, Youth Future: Victoria Youth Strategy 2022-2027 by a state-wide commitment to "partner with local government and the community sector to provide local youth hubs in priority areas" (Department of Families, Fairness and Housing, 2022b, p.52). This plan affirms the value of youth hubs and highlights RYH's value as a case study example that is ahead of the policy curve.

In addition to these programs the media release highlights the important role that facility upgrades, and new housing developments will play in "ensur[ing] a bright and safe future for the area" (Wynne, 19 April 2021, para.1). This investment in infrastructure was formally announced as the *North Richmond Revitalisation* which is part of the *Big Housing Build* and includes upgrades to the area surrounding RYH (futsal and basketball courts, rotunda, public seating, pathways, and adjoining play spaces) (Homes Victoria, 2022). At the end of these works, the resulting amenity will create a dedicated space for family, youth, and children on the estate grounds surrounding RYH. With the ongoing issues of drug use and anti-social behaviour on the estate, the question of how this precinct will be activated to ensure it remains safe for the community is central to this revitalisation effort. RYH is best placed to lead this activation considering its placement on the estate, role as an organiser of programs and events and its established relationships with both services and families.

Beyond these geographically oriented concerns, it is also worthwhile considering how RYH fits into the strategic direction of the policy priorities outlined by DDFH (and the State Government more broadly). A comparative analysis of the themes presented in the State Government documents which have been cited for this policy context discussion revealed five key considerations for measuring the strategic alignment to State Government priorities. These are as follows:

- Inclusion and equity should focus on priority cohorts, including Aboriginal, LGBTIQ+, people living with a disability, the unhoused, survivors of family violence, women, children and youth. Efforts to work with marginalised cohorts should be strengths-based and informed by intersectional frameworks which acknowledge the multi-faceted nature of identity and structural conditions of marginalisation.
- Services and programs targeting young people should consider youth in terms of a developmental trajectory towards independent adulthood. To achieve this, a focus on pathways should guide service providers to support young people to develop the skills, knowledge, confidence and experience they need for realising their ambitions. In this context, pathways should be defined in broad terms to encompass education, service involvement, human development, personal growth, interests, and employment.
- Mental health is an important focus for health and wellbeing programs which should prioritise early-intervention and prevention to foster resilience and help people to develop positive life strategies for dealing with mental health challenges. Whilst this approach cannot replace acute intervention services, it should maximise opportunities to receive support before situations become critical.
- Services targeting young people should consider the uniqueness of each community by prioritising place-based ways of working. This represents a deliberate effort to move away from one-size-fits all solutions and towards embedded approaches which embrace local knowledge and make virtue of each community's own strengths and assets to develop localised approaches for tackling the challenges that people face.
- The governance of projects, programs and services needs to move beyond simply providing opportunities for young people to have their voice heard. Rather, there should be a shift towards shared decision-making power which is driven by governance structures that ensures the authentic inclusion of the young people who are most affected by the situation at hand. Key to the success of shared governance is ensuring that adult decision-makers are accountable to young people to ensure that feedback is acted upon.

These five priorities, alongside the best practice principles, which were outlined in the previous section shall be used to identify RYH's strength and successes as well as areas for improvement in the discussion which follows. However, before moving on it is worth outlining how this initiative fits into Council's own strategic directions as outlined in the Council Plan 2021-2025.

RYH contributes towards Council's strategic objective 'social equity and health' which aims to ensure that residents "have equitable access and opportunities to participate in community life" (Yarra City Council, 2021d, p. 39). To achieve this, Council has committed to developing explicit strategies which "support vulnerable communities and residents of public housing to thrive in the community" (Yarra City Council, 2021d, p. 41). RYH works towards this outcome by facilitating young people's access to services, supports and programs which address their wellbeing needs, assist them to engage in education and employment, and offer opportunities to make a positive contribution to the community.

3. Evaluation Method

The research for this evaluation, including participant recruitment, data collection and analysis activities was conducted between January and April of 2023. This process incorporated both desktop research and qualitative field research.

3.1 Desktop Research

A literature review and policy scan were conducted using open access research and publicly available grey literature. The material for the literature review was sourced by searching Google Scholar for 'youth hub' or 'community hub' and filtering the results to exclude publications from the field of urban planning. This exclusion made it possible to focus on literature from the fields of health, education, social services, and youth or social work. From these sources we were able to assemble a loose conceptual framework for best practice which was instrumental to defining the thematic codes used to analyse the field data.

The policy scan focussed primarily on State Government strategies or plans relating to youth, DFFH and North Richmond. This helped to make meaningful connections between the theoretical concepts found in the academic research and the current political climate, with an emphasis on budgetary priorities. Owing to the distinctly place-based nature of a hub, State Government media releases from the Premier or local members responding to local issues and relevant newspaper articles were also consulted to provide a deeper understanding of North Richmond's unique social geography.

In addition to qualitative background research, a document review was conducted to quantify RYH's performance against the KPIs which were defined in the program logic. Participation figures were taken from the Youth Engagement Data tracking spreadsheet to measure the level of demand for programs and services. These numbers were cross-referenced with the written quarterly reports and Reference Group meeting minutes to establish their operational context. By triangulating these data sources, it was possible to identify trends which not only tracked general performance but also helped to extrapolate a deeper understanding of how RYH responded to the many challenges they faced.

3.2 Participant Cohort and Recruitment

The selection of participants for the evaluation was undertaken in close consultation with the Coordinator Youth Services and the Team Leader of RYH, both Council employees. The cohort which was assembled consisted of five sub-categories:

- RYH Staff (including program delivery and leadership)
- Yarra City Council staff (focussing on other teams involved in service/program delivery)
- Representatives of Key Stakeholder Organisations
- RYH Youth Leaders
- RYH program attendees

The key stakeholder organisations (and their representatives) were nominated by the Coordinator Youth Services. This selection was based on organisations' level of involvement in RYH governance and program/service delivery and their historical connection to the local area. The chosen representatives were a mix of service delivery practitioners and leaders, or a combination of both, depending on the structure of the organisation. At times multiple staff within an organisation were engaged, this occurred when the nominated representatives referred other staff members to help provide a fuller picture. A full list of these organisations, including the names and titles of the

representatives has been provided in Appendix 1. This appendix also contains the list of RYH and Yarra City Council Staff who participated in the evaluation.

Youth Leaders were selected by the RYH Team Leader in consultation with their staff. The 10 young people who were chosen were selected because of their level of involvement in the initial facility co-design process, their ongoing contribution to planning and running regular activities, and their participation in broader community projects. Care was taken to ensure that the group was broadly representative of the range of ages, cultures and genders of the young people who regularly attend RYH. That said, the size of the group was kept relatively small to prioritise sufficient time for deep conversations to be conducted with each respondent.

Program attendees were approached over the course of three Thursday Drop-In sessions and invited to participate in an informal vox pop-styled conversation. The evaluator approached everyone who was present on each day and 15 young people agreed to participate in the process. After consent was given the age and gender of participants was recorded but participation was kept otherwise anonymous.

3.3 Field Data Collection

The collection of field data consisted of semi-structured and vox pop conversations which were conducted in situ at RYH wherever possible, as well as site observations which were recorded in a notebook after each visit. Being on site at RYH was fundamental for developing a deeper understanding of the space and establishing sufficient familiarity with the community to enable the interview process. For this reason, whenever feasible, additional project activities such as planning discussions and official meetings were conducted at RYH.

Separate semi-structured interview guides were developed for RYH Staff, Yarra City Council/Stakeholder Organisations and Youth Leaders to cater for the different interests and needs of each cohort. Consistency was maintained across each template by mapping the questions from each to the Key Evaluation Questions (KEQs), however, the line of inquiry was left intentionally open to create space for participants to guide the direction of the conversation. A cut down version of these questions was also prepared for use with vox pop respondents. For reference, copies of all these interview guides are provided in Appendix 2.

Due to young people's and stakeholders' reluctance to grant consent for interviews to be recorded, handwritten notes were taken during conversations. In addition to ensuring that participant felt comfortable to talk candidly during their interviews, this approach proved to be far more practical because of the often chaotic and noisy setting. Whilst making written notes, the evaluator took great care to directly record the respondents' words as accurately as possible, taking direct quotes wherever phrasing or word choice was significant.

It is worth noting that to successfully conduct extended interview conversations with young people it was necessary to take an unconventionally flexible approach to scheduling. Unlike stakeholders, who were accustomed to corresponding via email to negotiate a mutually convenient meeting time and location in advance, young people were used to operating in a more fluid manner that took advantage of the moment. Additionally, because of the complex needs of many of the participants, it was often not possible for the young people to plan reliably in advance. To minimise participation barriers for young people the Team Leader was given access to the evaluator's Outlook calendar and permitted to book interviews without prior notice on the proviso that there was at least 30 minutes notice to prepare and travel to RYH. By the evaluator being 'on call' for the duration of the fieldwork

the Team Leader was able to take advantage of gaps in the calendar when the young people were present and had sufficient time to participate in the process.

3.4 Field Data Analysis

To preserve the fidelity of the written notes, a data management spreadsheet was set up before data collection began, and all records were transcribed electronically as soon as the interview had concluded. The spreadsheet was organised by KEQ, and an initial judgement was made at the time of transcription regarding which question best applied to the information being entered. After the first few interviews had been conducted, some common themes started emerging and so codes were developed to group like data under each KEQ. These codes, as well as the KEQ designation of individual pieces of information, continued to change and evolve as more data was collected. Once all the interviews and vox pops had been conducted the spreadsheet was reviewed and the allocation of KEQs and thematic codes was finalised for the whole dataset. Following this process, a second order of thematic tags was developed to describe the trends within each of the themes.

After the initial analysis process, indicative weightings for the relative significance of each code were developed by ranking themes and sub-themes according to their quantity of associated data. These weightings then informed the drafting of a results summary document which described the results and helped to establish the findings by explaining the interconnections between the different sub-themes. The evaluator then attended a meeting of the RYH Reference Group to present the findings outlined in this document and seek feedback to sense check the data analysis. The RYH Reference group brings together representatives from Council, DFFH and stakeholder organisations as well as young people to provide governance oversight to the hub. This group meets regularly to review the activity that is taking place at RYH, raise and respond to emerging issues, and guide the strategic direction of the initiative. The RYH Reference Group's feedback was sought at this point in the process because of the group's possess a unique perspective which combines a detailed understanding of both the strategic objectives and operational realities of the hub.

4. The Program Logic

The program logic¹, which was developed collaboratively between DFFH and Council, was written before the fit-out of the physical space was fully designed and installed. Owing to this timing, the activities, outputs, outcomes, objectives and aims correspond to the work of making the hub a reality which, at the time only existed as an idea. Beyond its value as an evaluation tool, this program logic constitutes a useful historical document which outlines the different steps and stages of work involved in setting up a youth hub. In particular, the actions and outputs, which are mostly concerned with getting the RYH ready to open, focussing on the fit-out, set up of essential business systems, launch of the space and development of the initial program schedule.

This work was guided by an overarching goal:

To provide a safe space for young people to engage in programs, activities and events, as well as get access to information, support and referral to other services.

Underpinning this goal was a series of objectives, which foreground the importance of creating a suitable space, establishing youth-led governance, and working collaboratively with stakeholders to improve the quality of life for young people on the estate.

These objectives are:

- Design and build a cohesive space that is suitable for the needs of young people and partner organisations.
- Create and implement a governance model that allows for co-design with young people.
- Work collaboratively with stakeholders in the delivery of programs and services that are engaging and inspiring for young people.
- Enhance young people's health, wellbeing and sense of safety.
- Increase young people's knowledge of, and access to, youth services.

The overarching goal and objectives were further distilled into sets of short-, medium-, and long-term goals, each corresponding to different stages in RYH's development. The short-term goals (6-12 months) are concerned with establishing RYH within the community, fostering peer relationships between young people, and working relationships with stakeholders that will improve access to services. The medium-term goals (1-2 years) are concerned with leveraging these relationships to improve the health and wellbeing of young people and contribute to better service outcomes. Finally, the long-term goals (+3 years) describe social changes relating to young people's place within the community, outlining aspirations which should guide the direction of day-to-day planning towards a bigger picture.

In addition to these goals, the program logic established a set of KPIs in the output section which define the expected service standard of RYH. These targets, which are listed below, formed the basis of the quarterly reporting framework which was developed collaboratively by Council and DFFH and implemented to progressively capture the development of RYH and track performance metrics.

¹ The full text of the program logic document will not be reproduced in the body of this discussion. For reference, a copy of this document has been included on Appendix 3

Formal reports were prepared by Council and submit to Manager, Yarra Community Capacity Building at DFFH. The KPIs which were reported against in these reports are as follows:

- Deliver 5 programs/activities/events per week (including activities during school holidays).
- Engage 150 young people per quarter.
- Make 400 contacts with young people per quarter.
- Engage 3-5 organisations to deliver weekly activities.
- Engage 4-6 organisations to be involved in events and other services.
- Hold 6-8 reference group meetings per year.
- Engage 4 young people in the reference group.
- Facilitate the involvement of 40 young people in community consultations.

RYH's performance with regards to these KPIs and a discussion of the extent to which this performance has satisfied the program aims and objectives will be presented over the next three sections. The first section responds to the short-term goals, followed by a section addressing the medium-term goals. These discussions are informed by the field data which was collected through interviews, vox pops and site observation. The final section responds to the KPIs through an analysis of quarterly reporting metrics and other sources of participation data. These discussions are followed by a conclusion which returns to the best practice principles to qualify the degree to which RYH has satisfied the overarching aim and objectives.

5. Short-term Outcomes

The short-term outcomes listed in the program logic measure the degree to which young people:

- feel connected to the hub.
- have increased their knowledge of leadership and governance through involvement in the reference group.
- have improved their skills and abilities.
- have greater knowledge of local youth services.

These outcomes also measure the degree to which organisations:

- have improved their capacity to deliver programs and services.
- have delivered services and programs that are accessible and appropriate.
- have delivered programs that respond to choice, culture, identity circumstances and goals.

5.1 Discussion of Short-term Performance

The following discussion has been divided into themes that reflect how these different aspects of RYH's performance are inter-related.

5.1.1 Sense of Connection

From the data which was collected it is apparent that young people feel a strong connection to RYH. When referring to RYH, young people frequently describe it as *"an extension of my living room"* or *"another home"* demonstrating that, more than connection, attendees feel a strong sense of ownership over the space. This is testimony to how successfully RYH has created a youth-friendly atmosphere through the design and management of the physical space as well as all the work undertaken with stakeholders to ensure that the activities, programs, and services delivered are responsive to young people's needs.

The design of the physical space resembles an open plan living area with an adjoining kitchenette with attached breakfast bar where food is served and eaten. This main activity space opens out onto an enclosed patio area which is well utilised for socialising and play. This layout gives the impression of a homely rather than an institutional place. The furnishings add to this impression with couches arranged in ways which encourage casual social interaction dominating much of the activity floor. The space itself is filled with games and other recreational equipment such as a PlayStation, mini-basketball hoop, and ping pong table. Stacked on shelves are a selection of tabletop games and art materials for drawing or writing.

Whilst overall young people are satisfied with this space, there are some concerns regarding building capacity and maintenance. Young people, staff and other stakeholders remarked that there are ongoing building issues such internet access, hot water and electronic locks which are unresolved due to a lack of clear administrative processes and slow response times. It should be noted that whilst several of these issues have now been resolved, such as internet access, maintenance response times have continued to be an issue with the subsequent building issues that have arisen. There is also concern that the size of RYH is insufficient because during programs the space often gets overcrowded. This is an issue for young people who attend programs because, as one young person explained *"it gets so packed in here that it's quite overwhelming."*

That said, despite the obvious challenge which building capacity presents for future growth, this unexpected level of utilisation should also be viewed as a measure of how successfully RYH has connected with young people. Participants who were attending the youth drop in run prior to the opening of RYH reflected on this success, explaining that *“two years ago not even 10 people were attending but now [...] we are outgrowing this space because of word of mouth”*. Staff reiterated this point, explaining that participants believe so strongly in the value of RYH that they actively promote programs and encourage their friends to attend which is leading to a steady increase in community interest. This growth is reflected in the quarterly reporting of contacts through programs and activities, as well as attendance at events and holiday programs, which has been analysed in the Program Attendance and Participation Trends section of this report.

Addressing building capacity limitations, should be a priority because feedback describing the nature of young people’s connection to RYH has highlighted three key functions which are dependent on the availability of adequate space. These are defined as RYH’s capacity to provide:

1. amenity
2. respite
3. informal social support

Amenity refers to young people’s access to safe free space and recreational equipment which they are unlikely to have access to at home. This extends beyond the indoor spaces to encompass adult supervision of outdoor spaces such as the basketball or futsal courts to ensure these areas are safe. Young people also defined amenity as access to the internet and/or a quiet space where they can do their homework without disruptions. Another important aspect of amenity is access to food which plays a dual role, making a material contribution to nutrition whilst creating a social ritual that brings everyone together through the sharing of a communal meal.

Access to this amenity through RYH plays an important role in young people’s lives because it supports them to engage in education, involve themselves in constructive and fun activities that foster positive development and build stronger social connections with other young people. Youth respondents explained that RYH is necessary for these reasons because their apartments are small and often overcrowded, and the estate grounds feel unsafe. Therefore, young people lack privacy and often have no access to space where they can socialise, play and study on their own terms. This is especially challenging for older adolescents who require private space to establish their independence.

Young people also emphasised that RYH is important because it offers respite. Many respondents characterised RYH as a sort of sanctuary away from the stresses of their everyday lives which including intra-familial tension, issues at school and incidents on the estate. Many workers emphasised that this respite serves an important therapeutic purpose which helps young people to process the trauma of incidents experienced on the estate. Young people explained that neither school nor home was necessarily safe space for processing these experiences and so a *“third place”* which *“takes your mind off the bad things that are happening in your life”* or offers an opportunity to *“relax and detox from what is happening in your life”* is needed.

Activities, both in terms of formal programs and opportunities for informal play, are fundamental to respite because they offer a moment of much needed fun which helps young people to recharge emotionally and bolsters their resilience. The therapeutic impact of fun was frequently commented on by RYH staff and other service providers who described young people as *“thriving”*, explaining that *“all the different opportunities offered at Richmond Youth Hub bring joy and meaning which*

helps young people value life". Many respondents asserted that over time these experiences have translated into a cohort of young people who appear *"more confident"* and *"excited about life"*. Or, in the words of a young person:

"You can come here and enjoy life with your mates, life is more enjoyable because you have a place to spend time with your friends and the youth workers are very friendly."

That said, these wellbeing gains would not be possible by virtue of fun alone, on the contrary they are supported by RYH's capacity to offer a high degree of informal social support to the young people who attend. It should be noted that this support exists independent of formal service involvement and is founded upon the quality of trust relationships that have developed both between peers and with adults. Owing to the strength of these relationships a culture of mutual support has emerged which ensures that, no matter what is going on in their lives, young people can always find someone with a supportive ear to work through their problems with.

Young people really value RYH as a place to get support from their peers because the diversity of the cohort allows them to *"meet all sorts of new people and learn from other people's experiences of the world"*. They are also comfortable approaching adults for informal support because they feel accepted and supported unconditionally. As one respondent explained:

"I don't need to be scared to ask for help, like no matter what I've done, I know I won't be judged and people will support me."

5.1.2 Awareness of Youth Services

This informal turn-up-and-talk-to-someone attitude to seeking help has not occurred on its own, rather it is driven by RYH staff who set an expectation with service providers that they should be present in the main program delivery space proactively interacting with attendees rather than waiting in the consulting room for young people to come to them. RYH staff work to facilitate these interactions by making sure everyone knows each other by name and welcoming all to participate in the activities that are taking place. As a result, the services involved in RYH are much more than just organisations, they are real people with faces and names who have a human connection with the young people who attend.

Young people consider the adults who are present in RYH to be safe because they regard their presence as a sort of vetting by virtue of their having been allowed to enter the space. As a result, workers from external organisations are regarded as people *"who you can trust, who you can talk to about personal issues"*. This has flow on effects for formal service delivery because it has improved young people's awareness of the range of different supports which are available to them.

Barriers to access have also been reduced because referrals are less an intimidating and confusing administrative burden and more a friendly chat with a trusted community member. Many of the young people noted during their interviews that prior to RYH they were not only unsure who was safe to approach but had little idea where help was even available. However, as one service provider commented, once young people got to know the services, they not only have the knowledge and confidence to initiate their own involvement, but they have also begun referring their own friends and family, increasing the broader community's knowledge of services.

RYH's success at connecting young people and organisational stakeholders, demonstrates that relationships are key to delivering quality service outcomes. A unique strength of the youth hub model is that it provides a place and time which empowers services to look beyond organisational

requirements and prioritise relationship-building. As we shall see in the discussion of medium-term outcomes this shift towards an organic relationship-driven process leads to better service results. It is important to note that one of the greatest intangible assets owned by RYH is the relationship capital that has been built up between everyone who is involved in the space.

5.1.3 Capacity to Deliver Accessible, Appropriate and Responsive Programs and Services

RYH staff have leveraged this sense of mutual obligation to strengthen external stakeholder organisations capacity to deliver programs and services that are accessible, appropriate, and responsive to the unique needs of the cohort by, as one stakeholder put it *“pushing us [service providers] to work in a more co-designed, collaborative way”*. RYH staff have led by example and embedded the practice of ‘asking young people first’ in everything that they do, as one service provider observed:

“Every conversation that [Hub Team Leader] has with young people is consultation aimed at understanding what young people need and finding ways to make it possible.”

As a result, the needs of young people are better understood and catered for, and planning for programs has been able to be more coordinated and strategically responsive. This has led organisations having a deeper understanding of *“community knowledge”* which *“has made it easier to target what young people really need”*. This shift towards working in a more authentically youth-led way has not just helped to better focus existing programs and services but fostered partnerships between organisations and with young people that have led to completely new programs. Two relevant examples of new initiatives which were developed are: The Seed Network’s Skate Club, a youth-led program that taught participants how to skateboard, and the fortnightly Alcohol Awareness activities which are featured during ‘Living it Up’. These activities are planned and delivered by young people in partnership with NRCH.

5.1.4 Skills, Abilities and Leadership Capability

These examples demonstrate RYH’s success at creating opportunities for young people not only support service delivery but also help them improve their skills and abilities. This is because RYH is not a place where workers do everything for people but rather, as one young person observed, *“workers give young people big shoes to fill, they push us to become a leader by giving us responsibilities”*. These responsibilities include a range of everyday activities, including asking attendees to teach others about their skills/interests by running activities, helping to prepare or serve food during programs and looking out for shy members of the cohort who need encouragement to get involved. They also include special one-off opportunities such as supporting young people to lead the planning and delivery of special events like the end of year party.

Delegating these sorts of responsibilities to young people not only helps them develop new skills and abilities but, as one worker reflected, it *“shows that they are valued, and capable of making a valuable contribution that matters”*. Making this effort to use youth-led projects as a way of valuing young people’s capacity to contribute helps to build confidence because, as one young person explained, it *“helps us to see our own talent”*. And it is this confidence in their own abilities which is fundamental to the culture of youth leadership which has emerged. In the words of one young person:

“Through all the opportunities I got at RYH, the team built up my confidence as a leader, they also listened to all the ideas I had about the community and what we could do for it.”

This approach, of using everyday activities to continuously build up young people's confidence in their own leadership ability, has established RYH as a platform for youth voice. Through RYH young people have been involved in a myriad of leadership opportunities including contributing their voice to community, Council and State Government decision-making through co-design and community engagement and securing grant funding to launch their own youth-led community initiatives. Four young people have also been recruited into Yarra Youth Services' official Youth Advocacy Group.

An emphasis on these more organic youth leadership opportunities took precedence over young people's involvement in the RYH Reference Group which was initially set as a KPI. Although young people's involvement in formal reference group activities lacked some momentum, RYH's success with youth leadership more broadly demonstrates that this KPI should be expanded in future to better recognise the range of youth-led activities undertaken by participants. Furthermore, it would be advisable to leverage this solid foundation to develop an innovative approach to youth governance which consolidates young people's contributions to their community whilst also safeguarding organisational accountability towards young people's voices.

5.2 Short-term Outcomes: Conclusion

Overall, RYH has been successful at creating a place for young people which they feel connected to. Young people value RYH because it provides them with amenity, respite and informal social support which enriches their lives. The strength of their connection to RYH is evidenced by the high degree of ownership that young people express through their self-directed efforts to promote programs/activities/services, their willingness to contribute to the functioning of the space and their enthusiasm for youth leadership.

This connection has resulted in strong interpersonal bonds both between young people and with the adults who represent co-located services. The sense of community has been actively facilitated by RYH staff efforts to establish a relationship-based and youth-led culture. This culture has helped services deliver accessible, appropriate, and responsive programs by increasing their understanding of the community. There is evidence that young people have also found it easier to engage with services and have greater knowledge of the supports available to them. That said, there are two areas of concern which have been identified.

Firstly, the issues relating to the physical structure of RYH building, in particular, the capacity limitations and maintenance request response times. The data highlights a potential need to relocate RYH to a larger program delivery space to service growing participant numbers. It is recommended that the State Government commit to reviewing the current accommodation arrangements and consider the feasibility of relocating RYH. The choice of alternative facilities will need to consider RYH's role in the activation of the family precinct when deciding where this space should be located on the estate. Furthermore, this process should also review the current maintenance policies and procedures to ensure that the proper accountabilities are clearly documented, and that response times are adequately supported by the systems in place.

And secondly, youth-led governance would benefit from mobilising the energy that is generated from the culture of youth leadership by creating formal structures which mandate RYH's accountability to young people's voices. A Youth Leadership Incubator model should be considered which has an emphasis on building young people's skills and knowledge to undertake their own community projects. Incubator participants would still be able to support conventional governance because the group could function as a touchpoint for youth consultation and co-design activities on a needs basis. However, it is important to recognise that the success of this youth leadership model

is dependent on management team attention, to ensure organisational support of youth-led projects, and access to a discretionary budget, to ensure that projects are properly resourced.

6. Medium-term Outcomes

The medium-term outcomes listed in the program logic measure the degree to which young people:

- feel safer.
- have become more involved in the wider community.
- feel engaged and inspired.
- report increased levels of satisfaction and wellbeing.
- have greater access to local youth services.

These outcomes also measure the degree to which organisations:

- have been able to deliver their broader strategic objectives.

6.1 Discussion of Medium-term Performance

The following discussion has been divided into themes that reflect how these different aspects of RYH's performance are inter-related.

6.1.1 Sense of Safety

The data indicates that an increased sense of safety has been instrumental for progress towards medium-term outcomes. Young people's responses illustrated that, from their perspective, safety was defined in terms of the impact that crime and drugs in North Richmond has had on their lives. At the heart of young people's safety issues was the sense that, as the quote below indicates, young people did not feel welcome on the estate:

"before, all the drunk and drug people made it too hard [to play outside]"

Interviewees indicated that the prevalence of alcohol/drug-related issues and anti-social behaviour on the state has produced two different types of scenarios which frame young people's understandings personal safety. In some instances, the feeling that young people are unsafe outside on the estate grounds has translated into a pervasive sense of social isolation. And in the other instances, the prevalence of anti-social activities on the estate has drawn young people into an anti-social lifestyle which brings with it many risks to their safety and wellbeing. With this in mind, a response to personal safety must consider how to foster stronger social connections between young people and how to provide socially constructive alternatives for how young people spend their time.

Young people explained that, for the most part, they *"didn't see any young people in the area"*, because they were confined to their homes. Due to this confinement many respondents described their lives as disconnected:

"I used to just come home, shut myself up in my room and do gaming, I got to a really bad point where I realised I needed to do something with my life."

Whilst for others, this unsafe environment influenced them to get involved in the anti-social activities that were taking place. In the words of one young person:

"It used to be that after dark all you saw was people doing bad stuff [...] this changes how you feel about what you want to do. I used to want to be out there with the people getting up to bad things."

Young people who were involved in these anti-social activities reflected that they did so because, other than *“hanging out and getting into trouble”* there was a lack of options for how to spend their time. This was re-iterated by adult interviewees who noted that many of these youth issues *“were related to the boredom of not having the money to do normal things that other kids take for granted”*.

Unfortunately, attempts by parents and law enforcement to improve young people’s safety by managing the impact of this antisocial environment compounded people’s sense of social isolation and exacerbated family tensions in the home. Firstly, because parents felt compelled to restrict their children’s freedom to prevent them from becoming another *“hooligan running around outside”*. Secondly, because these youth crime issues led to an increased likelihood of police involvement for all young people. Respondents reflected that, rather than increase their safety, police attention increased the risk that they would be implicated in situations they could not control because *“we didn’t have a clue about law & order stuff so we didn’t know how to protect ourselves if we were approached by a police”*.

As a consequence of these complex safety issues, respondents explained that there is a tendency for young people who live in the estate to stay in their apartments and avoid going onto the grounds, this has led to difficulties with engaging with, or being involved in, the community. In this sense, outcomes relating to safety are inextricably linked to those pertaining to young people’s connection to, and involvement in, the broader community. This is because their lack of involvement has impacted their mental health by making it difficult for young people to have hope for their future, as exemplified by statements made by young people such as:

“six months ago [before attending RYH], I thought I was going to end up in jail”

This lack of hope has led to a negative feedback loop which can perpetuate people’s involvement in anti-social activities and further re-enforce the issues relating to safety. However, interviews with staff, organisational stakeholders and young people have illustrated that RYH has been able to affect a positive change in young people’s negative self-concept by acting as a circuit breaker which interrupts these patterns. It should be acknowledged that RYH cannot claim sole responsibility for this outcome because it has operated alongside a range of other DFFH, Victoria Police and other non-government/community-led efforts to improve the quality of life on the estate.

Important examples of these broader programs include the Peacemaker project delivered by Victoria Police in partnership with the Neighbourhood Justice Centre who work collaboratively with with community to develop alternative approaches to dispute resolution based on restorative justice. DFFH’s public amenity upgrades which have improved the quality of outdoor spaces on the estate to encourage pro-social activities on the grounds. DFFH have also made empowered the community through North Richmond Precinct Community Grants which fund community-led projects focussed on public safety, health & wellbeing, community participation and economic revitalisations. RYH has worked in concert with these and many other efforts to address public safety on the estate in several ways.

Firstly, by leveraging the strong connection that workers have with young people, RYH has been able to perform an important preventative function by diverting people away from antisocial behaviours. Fun activities and engaging programs have been instrumental to diversion because they *“steer them [young people] away from finding bad places”* by providing a constructive alternative. As one young person commented, *“now they [young people involved in anti-social activity] come here and chill, play cards or talk to their friends so they are not up to no good”*. RYH staff members further

supported this, explaining how now young people are less likely to be involved as victims or perpetrators because they *“aren’t outside mixing with whatever trouble is happening”*.

Secondly, on occasions when young people have found themselves in trouble which couldn’t be avoided, respondents explained that RYH has helped to ensure everyone’s safety by playing an important de-escalation role. To illustrate through a recent example, when a group of young residents were robbed by people from outside the community, *“rather than retaliate and escalate the trouble, their first reaction was to come here [to RYH] because they associate this as a safe space where they will be protected”*. This helps to keep the young people safe in the immediate situation because it gives them a way to minimise further consequences by extricating themselves and debriefing with staff to develop constructive strategies for managing the issue.

As well as diffusing acute situations, these debriefs facilitate positive behaviour changes which help to keep all young people safe on the estate. One respondent reflected that because staff *“don’t judge people”* young people feel comfortable to *“have deeper conversations with them [workers] and work with them to figure out what they need to learn from what happened and what would be better to do next time”*. As a result, workers have observed that *“there has been a shift in the decision-making processes”* whereby now *“rather than respond with violence when things go wrong, they [young people] tend to reflect on the situation and try to de-escalate”*.

The debriefing process also supports young people’s emotional needs. To ensure that young people are supported emotionally staff check in with young people proactively after any incident to invite them to talk. This approach, which relies upon the strength of relationship between RYH attendees and the staff/service providers, has helped to minimise the psychological impact of incidents. As one young person explained:

“we are exposed to a lot of extreme experiences on the estate but I don’t think it was until we started talking to some of the adults here that we even realised we had trauma that we needed to address.”

The numbers of young people who debrief at RYH extends beyond those directly involved in the incidents and includes witnesses, people related to/friends with those involved and others who, upon hearing the news, feel unsafe. As one worker explained, now because of these efforts, when an incident happens young people *“instinctively present here in order to receive emotional and social support”*. The extent to which young people seek out this support illustrates how the impact of these incidents can ripple across the entire community causing long-ranging consequences for mental health and wellbeing. RYH helps to deal with these wellbeing consequences by using debriefs as a touchpoint for formal referrals which ensures that young people have access to the services they need to deal with their experiences.

It should be acknowledged that the success of such a responsive approach relies upon sufficient human resourcing to provide staff the time required to attend to young people’s emergent needs whilst also keeping up with day-to-day workload. At present, staff are undertaking this work on top of their regular duties and self-organising to support each other so that everything gets done. Whilst, with the current levels of demand, this has been adequate, such an arrangement presents a risk for planning to meet future growth because this workload is not being tracked. This lack of formal institutional recognition does not place RYH in a good position to advocate for the importance of these efforts in the future. It would therefore be advisable for RYH to investigate a means for formally recording the level of demand and outcomes which have been achieved through this work to ensure that the provision of this support can meet demand.

That said, the data collected for this evaluation provides evidence of the impact that RYH's work has had on the community safety. In interviews young people, staff, and organisational stakeholders alike all expressed a belief that RYH has had a positive impact on the crime rate and frequency of incidents taking place on the estate. As one young person observed:

"I feel like the crime rate has gone down, at least in my experience, lots of my friends who were doing crimes and getting in trouble are coming here and less bad things are happening in the community".

This anecdotal account was supported by an organisational stakeholder who had recently met with Victoria Police where it was reported that *"this year the level of youth offending [on the estate] is the lowest they've recorded"*. RYH staff have recorded a similar trend with regards to incidents which, according to their records, have been declining since the hub had opened. This impact on community safety, however, cannot be entirely attributed to strategies which respond to acute situations because this is only half the equation.

As many respondents commented, the programs, activities and events that are operated through RYH play another important role in making the estate safer by activating public outdoor space. These efforts have created a family-friendly precinct by leveraging the benefits of two infrastructure projects. Firstly, the Big Housing Build infrastructure upgrades, which have improved the aesthetic presentation of the grounds and added a lot of extra amenities. And secondly, the MSIR, which has provided the drug-using community with a place to go that is away from residents' homes. This space which has been vacated by the drug using community has been activated by RYH through nightly youth-focused activities and special one-off events. Through this RYH has *"ma[de] children and young people more visible"* on the estate which has helped them to feel an increased sense of ownership over the grounds. As one young person observed, since RYH and the MSIR were established, there is a sense that everyone has space on the estate because *"they [drug users] have the injecting room and we [young people] have Richmond Youth Hub"*.

During visits to the estate, I observed that the grounds consist of two informally demarcated spaces with the young people and families occupying the central courtyard between housing towers and drug users congregating on the grounds around the NRCH building. This re-configuration of the estate's social geography is accepted by both cohorts and ensures that they can co-exist because *"drug related behaviour is not pushing everyone else out of the space"*. This is immediately apparent when walking around the central courtyard where nowadays *"you see young people riding around on their scooters and playing alongside parents and older people who are out exercising"*. Reflecting upon this, a RYH staff member remarked:

"RYH is the seed that has allowed the housing estate to flourish, previously this corner was a dark and dangerous place but now it has transformed into a community space. There is a positive atmosphere and both young people and families are out and about. It has activated the area."

6.1.2 Engaged, Inspired and Involved in the Community

This comment, that the estate is now flourishing, hints at another effect of RYH's space activation efforts, that the prevalence of positive experiences has begun to challenge many people's internalised stigma, leading to improved wellbeing as well as deeper engagement with the community. Programs, activities, and events are central to this sense of improved wellbeing in three ways. Firstly, by changing the narrative about life on the housing estate. Secondly, by encouraging participants to take part in new experiences that expand their view of the world. Thirdly, by

improving young people's self-concept through positive risk-taking that inspires them to work towards a future they want.

Putting all this together in the words of the young people, RYH has *"changed people's perceptions of the place from a depressing negative place to a positive place where it is possible to grow"*. This increased sense of hope for the future stems from activities which *"get us [young people] out trying new things and help to develop confidence and courage"*. Through these experiences RYH challenges young people to *"see our own talent and supports us to try and turn passions into real world opportunities"*. In doing so, RYH *"helps the community [of young people] realise what options exist and what opportunities there are"* where previously only a limited future felt possible. As a result, young people are far more engaged and involved in the community both in an everyday sense, and in a bigger picture sense of community leadership.

Many young people commented that because of the confidence they built up and the support they received they *"have gotten jobs and gotten back into school. None of this would have been possible without Richmond Youth Hub"*. Respondents felt that they were better able to engage with school or enter the world of work because they now have adults in their lives who *"will advocate for [them] if [they] are having any problems"*. RYH staff and other service providers also offer a lot of incidental life-skills training, helping young people prepare CVs, write cover letters etc., and brief intervention support, assisting with filling out forms and navigating administrative processes such as acquiring a TFN. One respondent commented that these supports *"solv[e] all the barriers we [young people] come up against in the process"* which is especially necessary because many families are recently arrived in Australia, so parents often lack the knowledge required to help with these everyday hurdles.

At present, this impactful work is once again being undertaken as an additional duty that is performed on top of people's regular workloads. Whilst staff should be commended for taking the time and care to be so responsive to the emergent needs of the young people, it is important to recognise that this level of commitment comes at a cost to the workers themselves. As one worker remarked:

"Currently, I cannot concentrate on my job because every time program is running and a young person presents with welfare needs it falls on me to deal with it [... meaning that] I am continually being taken away from my actual work".

To ensure that this support is sustainable, particularly when considering RYH's potential for future growth, it will be important to reflect this work in future workforce planning. Such planning must provide adequate EFT to meet community demand whilst considering who within RYH is best placed to undertake this role.

This work is especially important from a pathways perspective because, as one young person explained, *"Richmond Youth Hub is helping [us] transition into becoming an adult"* by fostering successes that help young people to think more ambitiously about their own futures. This shift towards a more positive outlook was evident in many of the interviews where young people explained how before they *"didn't know what to do with [their] lives but being here and seeing the work that was done"* had inspired them to pursue a professional career in health, youth work or community development because, in a young person's own words, *"I want to give to other the life changing support that I received"*.

Beyond paid employment and future career pathways, young people were also inspired to pursue current youth leadership opportunities to contribute to the community such as MCing at youth events or running youth activities. These undertakings are significant because they make young people's positive contributions publicly visible to the wider community. RYH staff and other service providers facilitate this by ensuring that young people are not just inspired but empowered to act. They do this firstly by listening to young people and demonstrating that their ideas are being taken seriously which helps to spur people to action because, as one respondent reflected:

"All the things they do at RYH shows young people that they believe in them. If you feel taken seriously and believed in you don't want to let people down, not because you feel like there will be negative consequences but because you feel inspired to live up to what people see in you."

Secondly, once young people feel that their ideas are viable, workers ensure that young people have opportunities to put them into practice by seeking out grant opportunities and helping young people to apply, workers also introduce young people to representatives of community groups and other organisations who share their interests to establish partnerships and find ways for young people to test out their ideas within RYH itself. The success of this multi-pronged approach is exemplified by fact that in 2021 a young person from RYH, Raghda Adam, won the Young Person of the Year Award (Yarra City Council, 2021c). In her interview for this evaluation, Raghda had this to say of RYH's role in her achievement:

"RYH links us all up with lots of people and different opportunities to help us advocate for community issues, it was these opportunities that led to me winning Young Citizen of the year."

Supporting young people to not just act as leaders within their community but to seek recognition for their efforts has a flow on effect for all young people because, as one young person explained, it *"doesn't just build them [the award recipient] up, it inspires everyone else around them to want to make a positive contribution"*.

6.1.3 Service Access and Strategic Priorities

Improved access to services is a key contributing factor which enables young people to make such important contributions to their community. As one young person said whilst reflecting on what they've achieved, *"the staff got me in touch with the workers I needed to turn my life around"* and because of this *"I am really proud of where I am now"*. The location of RYH plays a role in ensuring that young people have access to the services by being on the estate at the foot of one of the housing towers, which means that the community *"ha[s] access to services in their backyard"*.

Beyond proximity, RYH ensure good outcomes for young people by bringing together the right mix of services. To ensure this, staff have used their knowledge of the sector to carefully select what one stakeholder described as a *"raft of specialist services that ensure young people can get access to the specialised help they need"*. The diversity of expertise that is offered through this 'raft' has been achieved by being pro-active in *"attracting new services which haven't previously worked on the estate"* as well as *"br[inging] back some services who had worked there previously but moved away"*. These efforts have obviously had a significant impact on the range of services available in the community.

Furthermore, the hub approach of co-locating these services to cultivate inter-organisational relationships has been able to maximise the value of this mix by fostering a collaborative culture which has increased each organisation's service knowledge. Service knowledge has improved

because, by being in such proximity, service providers can learn from one another by *“ta[ping] into a wealth of knowledge and experience [...] about which orgs are operating in the local area and who is getting good results”*. Furthermore, by establishing working relationships with one another, services are better placed to promote themselves and each other *“to ensure that more people know about what is happening and can access the opportunities”*. One service provider commented that this emphasis on service promotion has not just improved service access but also upskilled workers by *“train[ing] us to be better communicators with the youth”*.

By working more closely together, services have been able to enhance care coordination and increase the number of referral pathways available to young people who are engaged in case management. Interestingly, multiple service providers observed that informal, incidental interactions between workers are valuable for these sorts of collaborative case management efforts *“because the other providers are just there so you can talk to them directly”* which has removed unnecessary obstacles from the coordination and referral process. By reducing these barriers RYH has helped to not just improve service knowledge and coordination but also facilitated the delivery of more tailored services by providing opportunities for service providers to share *“knowledge about the different families in the community [... which] helps me make better case management decisions”*.

Whilst this has helped to significantly improve young people’s on-the-ground access to services, the spatial constraints of RYH’s current location place unfortunate limitations on organisations’ capacities to properly attend to young people’s needs. In particular, the lack of desk space in the office combined with access to only a single consulting room has meant there are a lack of spaces appropriate for confidential discussions. There are three major consequences of these spatial limitations which have a significant impact on service delivery. Firstly, that there is a hard limit on the number of different services which can be working alongside one another at a given time because the lack of office space cannot accommodate everyone’s administrative needs. Secondly, the lack of private consulting space imposes wait times on young people who need to have confidential discussion with workers, this also hampers general productivity when staff need to vacate the office to allow a second confidential conversation to take place. Thirdly, due to the lack of space and wait times young people often make highly confidential disclosures to workers in public spaces surrounded by other people which is obviously inappropriate and unsafe.

However, despite these limitations RYH been able to extend service access beyond the physical capacity of the building by helping organisations form new partnerships. As one service provider explained:

“RYH has connected all the service providers together and “created a platform where they can work together to prepare joint applications for program delivery funding to create new initiatives”.

Joint initiatives are important for ensuring service access because, as one service provider commented, individual funding agreements are *“not sufficient to achieve what the funding bodies expect so we share the load with other organisations who are in a similar situation”* and in doing so, necessity breeds innovation. New opportunities, such as the expansion of the Jesuit Social Services employment pathways support program into the NRCH community hub, or the rollout of mental health first aid training to students at Richmond High School, have been launched from the collaborative platform the RYH provides. Collaborations like these not only *“improve what [services] young people have access to”* but also support each service delivery partner to work towards their own strategic objectives.

The service providers emphasised that, by bringing them together and helping them gain deeper access to the community, RYH supports strategic objectives by making it easier to meet service delivery targets. As one respondent commented:

“our program had very specific targets [...] and without RYH I don’t know how we would have ever connected with the young people like we did and have the success we had.”

Service providers explained that their capacity to meet these strategic objectives by engaging hard to reach communities and maximising contact with their clients is also supported by RYH in four ways which have already been covered in this discussion. Firstly, by providing workers with a physical location within the community to raise the profile of services. Secondly, by RYH staff being generous with the local knowledge and relationships to help services establish their own connections with the community. Thirdly, by bringing organisations together to facilitate mutually beneficial strategic partnerships. Finally, by establishing a culture of youth-led service delivery to help services work in a more tailored and responsive way.

To conclude this discussion of RYH’s performance it is important to return to the wellbeing of young people to re-iterate how these various activities have made a tangible impact to people’s actual lives. Firstly, by helping to change the way that young people think about themselves (and the way that they are perceived):

“Thanks to RYH I’m not just seen as a disadvantaged kid, I am now just a kid. I feel like a normal kid again.”

And finally, by supporting young people to see a more hopeful future for themselves:

“Even though I don’t spend as much time here as I used to because I am moving on to the next chapter of my life [finishing year 12] I know I can always come back here whenever I need something.”

6.2 Medium-term Outcomes: Conclusion

Overall RYH has been successful at improving young people’s sense of safety and increasing their engagement and involvement in the community. Young people indicated that RYH has been able to circuit break community safety issues by providing a space to debrief which helps to de-escalate critical incidents. The activity/event programming that RYH offers also contributes to community safety by activating spaces in family-friendly ways and providing young people with constructive alternatives for how to spend their time.

In addition to this, these activities and events support young people to get more involved in the community by offering enriching experiences and opportunities for positive risk-taking which challenge people’s perceptions of the estate and themselves. Through developing a more positive self-concept many young people have opened themselves up to the possibility of working with services to re-engage with education and/or enter the world of work. They also felt inspired to get more involved in community projects which could help to improve the local community’s perceptions of the estate.

Underpinning this outcome is an increase in access to services which helps to support young people to overcome the issues they are facing and start thriving. RYH has played a role in increasing service delivery partners’ capacity to reach the community by bringing them together to share knowledge, establish strategic partnerships and promote one another. This, in combination with and increased

sense of safety and deeper involvement in the community, has improved young people's sense of wellbeing and satisfaction with their lives on the estate. That said, two areas of concern have been identified.

Firstly, at present the level of additional work being undertaken by RYH staff to be responsive to young people's incidental needs is not formally recognised. Whilst debriefing during critical incidents and brief intervention support makes an important contribution to safety and youth engagement, it is labour intensive, and currently it has not been provisioned for in the current staffing model. Currently there are no RYH staff who are tasked with the responsibility of addressing these needs, and considering the volume of work involved, it is recommended that a new full time Youth Support Worker position. This role would be responsible for responding to critical incidents, debriefing with young people and offering informal social/emotional support alongside the provision of impromptu referrals and brief intervention.

And secondly, the spatial constraints of the RYH building are impeding the potential for service delivery partners to work to their full capacity expanding access to services within the community. As outlined in the Short-term Outcomes Conclusion section (see p.19) there is a need to review the accommodation arrangements for RYH, and it is recommended that this review consider the needs of program/service delivery partners as well as programme attendees. These considerations might include looking for a self-contained space which includes a larger office, as well as multiple consulting rooms to allow for confidential client conversations to take place in private alongside program delivery. If this is not deemed feasible, it might be necessary to consider providing extra office spaces and/or client consulting rooms in a separate location to the program delivery space.

7. Participation and Engagement Trends

The Youth Engagement Data spreadsheet which tracks the program/service numbers recorded into Yarra Youth Services' case management database forms the basis of this analysis alongside the written quarterly reports and meeting minutes for the RYH Reference Group. Using these sources, it has been possible to evaluate RYH's performance against the KPIs (summarised on page 17) which have help to flesh out our understanding of how young people and stakeholder organisations participated in the different programs/services which have been offered over the past +2 years. However, before looking at these numbers, it is necessary to consider the unique operating context which has shaped this participation.

RYH opened at the end of the first quarter in 2021 during the onset of an unexpected lockdown with case numbers rising after what many had thought was supposed to be the end of COVID-19. This was a time of great uncertainty in which the norms of community program/service delivery had been disrupted, a symptom of the global lack of clarity regarding how a post-pandemic society should operate. In this context, RYH was forced to pivot away from their core focus of program/service delivery and towards the provision of material aid and social support to residents on the estate. This situation posed a challenge for RYH, making it difficult to progress towards the longer term post-COVID-19 goals because, instead of ending, this lockdown initiating another year of rolling restrictions which persisted until October 2021.

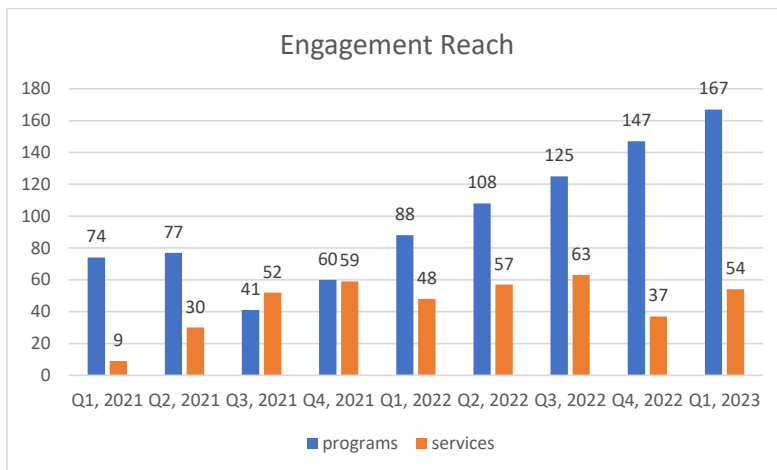
This situation is particularly pertinent to an analysis of participation and engagement data because it highlights that RYH's development has not followed the sort of linear progression that is assumed when developing program KPIs. RYH has had to deal with and adapt to changing circumstances which have continuously redefined not just the possibilities for working with young people, but the needs of the young people themselves. This is not to say that RYH was unable to meet the KPIs but rather that shifts in this data offer valuable insight into how COVID-19 has impacted the community, as well as how these impacts were dealt with by RYH staff and stakeholders.

7.1 Engagement

Based on the KPIs which were published in the quarterly reports, RYH was expected to engage 150 individual young people each quarter. From these 150, RYH was expected to have 400 contacts, meaning that each young person was expected to participate in multiple activities during each reporting period. From looking at these figures it is possible to understand:

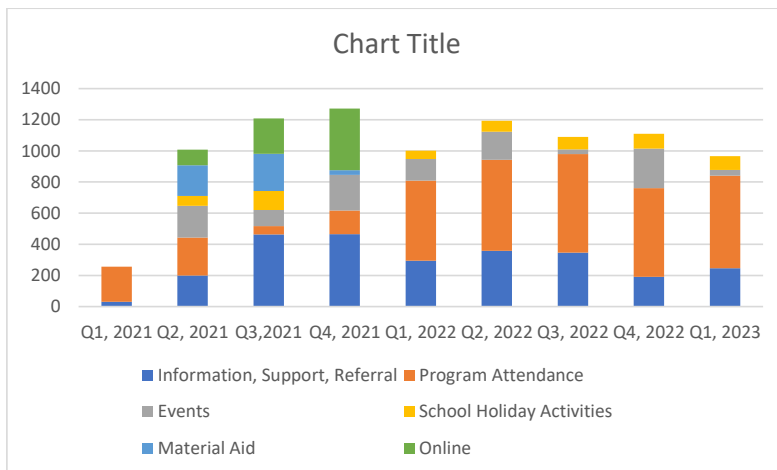
- Engagement Reach: The number of young people participating.
- Level of Demand: The number of contacts each young person has had with RYH.
- Type of Demand: The number contacts per activity type.

Quarterly reporting recorded the numbers of young people involved in programs and services separately. Program numbers were derived from the registration process which is completed when a young person attends RYH for the first time, these figures do not account for attendance at one-off events or holiday activities. Service involvement numbers were also collected from service delivery partners, these figures account for requests for information, support, or referral but not extra-special COVID-19 supports (material aid, online inquiries etc.). These have been plotted in the below chart:



Overall, program registrations (blue) are the best indicator of reach because almost every young person who is engaged with services is registered to attend programs. The first three quarters of 2021 are exceptions, because lockdowns forced all engagement online, making registration difficult, and blurring the distinction between program interaction and support. Looking at these quarters in context of the chart demonstrates the impact of COVID-19 which significantly disrupted the trajectory of growth in program registrations for the majority of 2021. That said, the ease with which RYH was able to recover by the beginning of the following year and commence its growth trajectory is significant. It is also recognised that, despite these setbacks, RYH was able to exceed the reach target by the beginning of 2023.

The full picture of RYH’s impact is evident in the number of contacts, which show the level and nature of demand as can be seen in the chart below:



This chart counts the total attendance recorded for all programs and services, counting every person each time they attend, as well as attendance at holiday programs and events. In addition to this, the number of contacts also includes people who presented at RYH to access material aid or who engaged with staff online during restrictions. What these metrics reveal, is that whilst COVID-19

prevented regular program delivery from occurring in a traditional sense, the level of RYH's contact with the community increased during this time.

RYH accommodated the increased demand for support services, which is evidenced by a sharp increase in service contact which overtook all other activity category totals in Q3 and 4 of 2021, reaching over 400 contacts per quarter. The provision of material aid was also introduced in Q2, 2021 and continued until the end of Q4 resulting in 240 contacts at its peak in Q3. During this time, the inability to deliver traditional programs was compensated for by online engagement (including a weekly games night/group video chat) which grew to almost 400 contacts by Q4 when lockdowns ended. The end of lockdowns brought a seemingly counter-intuitive drop in contacts, which was due to the cessation of online programming and material aid. It is worth noting that these activities were able to facilitate a higher volume of contact than traditional in-person activities because they were not constrained by physical space and/or could be fulfilled in a brief moment.

However, in terms of RYH's core business (face-to-face programs, services, events, holiday activities) there has been a gentle re-alignment of demand which followed the acute experience of the COVID-19 restrictions. Levels of service contact remained elevated throughout the majority of 2022 before dropping back to levels more aligned to the pre-lockdown demand. Whilst demand for programs grew at an accelerated rate over the course of 2022, peaking in Q3, before dropping back to pre-lockdown levels of demand. It is important to note that these re-adjustments do not represent a decline in growth because, as we saw in the previous chart, the numbers of registrations for programs have increased steadily over the same period. Rather, what these trends demonstrate is that during lockdowns the community became overly dependent on RYH for support and social contact due to a lack of other options, but this has gradually returned to normal over 2022 as things have opened back up and people have adjusted to life after lockdowns. Whilst the chart shows a lower number of contacts overall, the quality of post-lockdown engagement is less episodic and reactive and more meaningful contact, based upon regular participation in group programs and/or specialised individual support.

7.2 Program Delivery

Obviously, this engagement success is predicated on the strength of the regular activities offered at RYH which are designed to attract young people into the space. This was reflected in the KPIs which included a target of 5 activities to be delivered weekly, as well as additional activities to be offered during each school holiday. To determine RYH's performance in relation to this target, the quarterly reports were reviewed to tally the activities which were listed. According to the data provided by these reports RYH was able to meet this target each quarter with 4-5 weekly and 2-3 fortnightly activities running each quarter, as well as 2-6 scheduled activities each school holiday. The only exception to this being Q3, 2021 when all face-to-face activities were shut down completely. During this quarter activity programming was replaced by a weekly online games night and the holiday program was replaced by a showbag designed to keep young people occupied whilst they were confined to their homes.

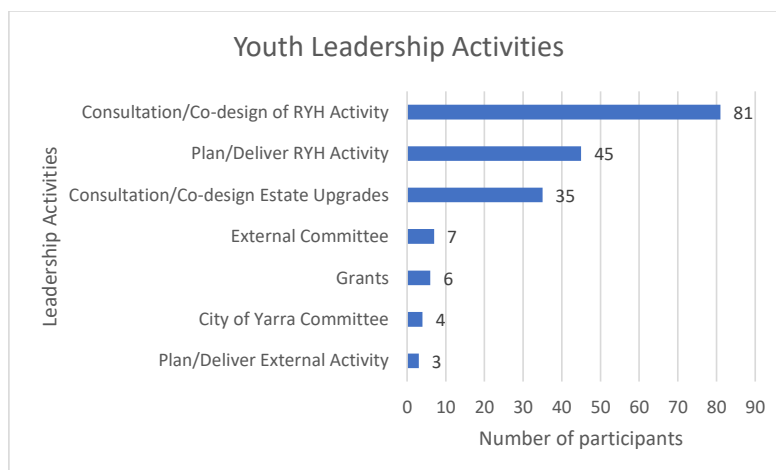
Another target associated with program delivery which is outlined in the KPIs is the number of stakeholder organisations involved in either weekly activities or events/other services. RYH was required to engage 3-5 organisations in the delivery of weekly activities and 4-6 organisations involved in events or service provision. The quarterly reports indicated that RYH consistently exceeded these targets engaging 5-11 organisations with the delivery of weekly activities and 6-12 organisations in events and service provision. This involvement included a range of different sorts of activities such as providing outreach, running their own program activities and support services,

mentoring young people and offering support to pre-existing initiatives. As the discussion of both short- and medium-term outcomes explained, this success has been instrumental to improving young people’s knowledge of and access to services by creating a platform for fostering trust relationships between the community and organisations.

7.3 Governance and Youth Leadership

Youth leadership and shared governance was identified as a core activity of RYH in addition to delivering programs and coordinating improved service access. On reflection, the targets which were identified in the KPIs to measure success in this area were restrictive, limited to the number of reference group meetings to be held (6-8/year), the number of young people to be involved in the reference group (4) and the number of consultations which RYH should facilitate youth involvement in (40). This lack of scope caused two issues with reporting, both stemming in part from an over-emphasis on due process. Firstly, the attempt to quantify leadership in terms of meetings held and attendance at meetings meant that progress was too easily derailed by COVID-19 disruptions. Secondly, the emphasis on young people slotting themselves into institutionally defined processes left little opportunity to recognise how young people were demonstrating leadership on their own initiative.

The impact of COVID-19 disruptions is immediately apparent in the quarterly reporting on these KPIs with regards to the number of reference group meetings which fell short at 8 meetings over two years with 1-2 young people present at most, but not all, meetings. As explained, this result is misleading because it does not accommodate the breadth of leadership activities which young people were involved in that contributed directly to improved youth-led governance outcomes which are represented in the chart below:



RYH has been successful at facilitating young people’s involvement in formal co-design and consultation activities. However, it should be noted that the figure cited in the above chart does not reflect the full extent of young people’s participation in consultation, as a review of quarterly reports and reference group meeting minutes revealed that young people were also consulted informally as an organic part of everyday program/service delivery. Similarly, whilst young people may not have participated in the RYH reference group, this does not mean that young people were not active on governance committees related to their community. On the contrary, 7 young people were involved

in external committees run by either DFFH or stakeholder organisations and 4 young people joined Yarra Youth Advocacy Group that is facilitated by Council.

Young people from RYH were not just involved in supporting adults with the planning of organisation-led projects, programs, and services. Rather, with the support of staff, a significant number of people have led the planning and delivery of their own events and activity programs for RYH. Some young people have even had the opportunity to work with/for stakeholder organisations to lead the development of programs external to RYH. Inspired by these successes, young people from RYH have even begun working with staff to seek out, apply for and secure grant funding to develop their own independent community projects. A great example of this is the Seed Network podcast series² which secured a Council Youth-led Grant in 2022 to produce a regular podcast series focussed on giving a voice to diverse young people from African communities and initiating a conversation regarding their experiences of navigating Australian culture and society. This demonstrates a genuine appetite amongst young people to move beyond traditional models of youth leadership towards independent youth-directed activities.

7.4 A Final Comment on RYH's Reporting Framework

This evaluation found that RYH is not well served by the current reporting framework, which mainly focusses on quantitative measures with insufficient linkages to the qualitative impacts of the initiative. The KPIs which were derived from the program logic outputs rather than outcomes, resulted in process-driven framework. This is best exemplified by the numerous tasks, such as appointing a Team Leader, developing operational policy, or delivering a launch event, which are not appropriate measures of long-term success. Of the more appropriate KPIs, the tendency to prescribe strict target metrics for numbers of programming activities, partnerships, consultations, and meetings per quarter did not leave sufficient space to consider the impact of these activities.

Quantitative targets are important for ensuring proper accountability when establishing a baseline for service delivery which defines a minimum participation threshold for maintaining a program. Obviously, these numbers help to gauge the scope and reach of an initiative which is a necessary part of reporting, however, they cannot measure the impact of these activities. Without enough of a focus on impact, reporting risks becoming an exercise in simple compliance which distracts organisations from taking stock of how the work being undertaken is generating social value.

To address this, it is recommended that Council and DFFH revise the KPIs so that they are more closely aligned to outcomes and prompt critical reflection into the impact of the work. To support this change Council and DFFH should consider reviewing the reporting templates to move beyond accounting for what is being done by challenging staff to articulate how these activities contribute to improved outcomes for the community. Furthermore, the role of evaluation should be re-defined to better support deeper critical reflection by establishing an ongoing process which is conducted alongside program delivery and, if possible, integrated into quarterly reporting.

² This podcast series can be found on Spotify (<https://open.spotify.com/show/7oozbBCuhYz7uFTwvBDaZQ>) and YouTube (<https://www.youtube.com/@theseednetwork4004>)

8. Conclusion

To conclude, this section examines the Key Evaluation Questions and the extent to which RYH has fulfilled the overarching aim:

To provide a safe space for young people to engage in programs, activities and events, as well as get access to information, support and referral to other services.

Success is defined in accordance with the best practice principles, which are outlined in the Background chapter. These principles encompass both the academic models, which determine the core components of a successful hub, and State/Federal policy priorities, which contextualise core components in the present-day political landscape.

8.1 Best Practice Principles Revisited

From an academic perspective, youth hubs must provide a space that is youth-friendly in its aesthetic presentation and located somewhere central and non-stigmatising. Programming should provide a mix of recreational activities, acute intervention services and developmental programs to ensure that young people are engaged and that both their immediate wellbeing and longer-term development needs are supported. Most importantly, planning for the delivery of programs and services must be guided by the needs of the community and prioritise relationships. To ensure that the delivery of these services is properly coordinated, a hub must have clear processes which enable collaboration and accountability. These processes must be underpinned by a strategic vision which is developed through shared governance involving stakeholders, young people and the community.

In terms of the RYH's specific policy context, it must focus on improving the safety of young people and their families by activating the estate through positive activities, events, and programs. Space activation should also contribute to a stronger sense of community by building relationships between residents. Additionally, RYH must improve young people's access to the support services they need for healthy development by attracting service delivery partners into the community. To ensure maximum impact, RYH must prioritise prevention and early intervention and make a targeted effort to engage the most vulnerable and hard to reach groups within the community. RYH must avoid applying a deficit lens and adopt a strength-based approach which makes virtue of the community's diverse knowledge, abilities, and assets. Finally, this work must all be accountable to a shared governance model which gives young people real decision-making power.

8.2 Key Evaluation Question Responses

With regards to the four evaluation questions which were outlined in the Introduction chapter of this report, the evaluation has reached the following conclusions.

8.2.1 To what extent has RYH provided a safe space for young people?

RYH has successfully created a safe space for young people which epitomises the principles of a youth-friendly, central, and non-stigmatising. Key to this success is the location, which places RYH right at people's doorstep. The designs of the interior, enclosed courtyard and building facade have also played a role in helping people feel safe by establishing a casual and fun atmosphere which makes young people feel welcome. The co-design process which kept young people involved throughout the development of RYH was pivotal to this success because it has ensured that the resulting space suits their needs. It is important to recognise that a building and interior design alone cannot be credited with the sense of safety which has been created in RYH. Rather, it is the

welcoming and non-judgemental attitude of the staff, and their open and responsive way of working with young people which has helped them to feel at home.

Furthermore, the safety gains associated with RYH are not confined to the building itself because staff have leveraged this space as a launch pad for activating the surrounding grounds. Observational data and participant interviews illustrate how events and programs have made families feel more visible on the estate, helping them to be comfortable occupying space outside in the open space between towers 108 Elizabeth Street and 110 Elizabeth Street. It should be noted that, in part, this outcome has been facilitated by the MSIR which has provided an alternative space for the drug using community which redirects anti-social activity away from the outdoor spaces that adjoin the residential towers.

The evaluation did reveal some issues with the current space which need to be addressed. Firstly, maintenance request response times are slow, resulting in people having to make do without essential building services like poor internet or hot water. Secondly, due to the small size of the main activity delivery space RYH lacks the capacity to accommodate growing demand for programs and services. Thirdly, the lack of office space and consulting rooms limits access to private spaces appropriate for confidential client/worker conversations. Furthermore, the small size of the current office space constrains the number of services which can be present on site at any given time.

8.2.2 To what extent have RYH programs/activities/events engaged and inspired young people to get involved in the local community??

Participation data demonstrates that the level of engagement in RYH's programs, activities, and events is above the standard set by the KPIs. RYH's commitment to providing opportunities for young people to influence programming decisions has helped to ensure that a diverse and representative range of interests are catered for. Young people's sense of ownership over these recreational 'hooks' have helped to engage hard to reach cohorts because the programs, activities and events are promoted by their peers creating a safe entry point into RYH. This approach has been beneficial for young people's sense of belonging on the estate because they have been able to strengthen their relationships with one another.

As a result, RYH has been able to perform a preventative function by engaging young people in constructive activities which not only build relationships but also expand people's horizons, promote positive risk-taking and challenge negative self-perceptions. This helps to mitigate the risks that young people might get caught up in anti-social activity and inspires participants to make positive contributions to their community. The success of this approach is evidenced by the numerous youth-initiated and -led activities and events which have been launched through RYH with staff support.

8.2.3 To what extent has the access to information, support and referral that has been provided by RYH improved the health and wellbeing outcomes for young people??

RYH's service coordination has successfully brought together a diverse range of partner organisations which have not just improved young people's knowledge of and access to services but increased their willingness to engage with these supports. Core to this success is RYH's relationships-first approach which encourages workers from all organisations to establish rapport with young people and build their own personal connections by getting involved in the everyday life of the hub.

Through fostering familiarity between workers and young people RYH has been able to mitigate many of the barriers to accessing services because workers are regarded as trusted members of the community. This approach strengthens early intervention because workers' awareness of young people's everyday lives increases the opportunities to engage them sooner when the need arises.

This emphasis on relationships is also mirrored in the way that service providers work together as co-located colleagues, leveraging incidental everyday social interaction to facilitate better information-sharing, care team coordination, referrals, and inter-organisation collaboration.

This responsive, relationship-based service model is exemplified by RYH's open door policy which welcomes young people to ring the bell at any time that the centre is staffed (regardless of whether programs are in session). This invitation has shaped young people's perception of RYH as a place which is always there for them if they need help. Consequently, RYH has been able to work proactively, defusing family tensions, referring young people to specialist services, mitigating the impact of incidents and supporting young people to engage with school or work.

Whilst the positive impact of this approach is undeniable—with most interview respondents reporting that young people appear happier and more confident, with an increased sense of hope for the future—it is important to consider the workload associated with these outcomes. Building these relationships and being available/responsive to young people is done on top of regular duties and interviews have highlighted that, at times, this has placed staff under undue pressure.

8.2.4 To what extent have the structures and processes implemented by RYH supported everyone to work towards a shared strategic vision?

It is important to acknowledge that RYH was developed in an open, iterative, and responsive way which prioritised the creation of space for community to influence planning. Rather than setting up the hub with pre-determined structures and processes the Team Leader and their staff invited young people to work with them right from the beginning to figure out what RYH needed to be and how it needed to work. Similarly, RYH has been able to foster a culture of collaborative innovation and authentically youth-led service delivery by allowing the working relationships with stakeholder organisations to guide planning and coordination.

Whilst at an organisational level formal structures such as a reporting framework exist, at a program level RYH has relied upon fluid, informal processes which emerge from interpersonal relationships. This flexibility has delivered many beneficial outcomes, however, there are risks associated with an ongoing lack of formal structure. Informal relationship-based ways of working rely on a fragile equilibrium which is easily disrupted if individual workers leave or a service delivery partner's funding arrangements change. In the case of RYH, such disruptions would likely impact youth leadership activities which are largely ad hoc or incidental, and reliant on the generative potential of individual relationships. Without an established process for documenting and evaluating this work there is a risk that RYH will struggle to communicate its true impact to decision-makers. This has program-level implications, hampering RYH's capacity to garner formal recognition for the achievements of the community, and material implications because, without an official of these achievements, RYH is not well placed to advocate for its own resourcing needs.

8.3 Recommendations

Recommendation 1: That the State Government continues to provide core funding of \$304,303pa (indexed to CPI) to Yarra Council for the purposes of operating the Richmond Youth Hub for a minimum of a further four years from July 2024 to ensure the program continuity and stability required to leverage reported successes into enduring long-term social change.

Recommendation 2: That the State Government seeks to increase the budget for the Richmond Youth Hub by \$115,000pa (indexed to CPI) to create a new Youth Support Worker role (1.0EFT), which addresses young people's additional wellbeing needs, as well as to extend the Peer Youth

Worker and casual Youth Services Officer roles by 0.3EFT to accommodate growth in demand for programs.

Recommendation 3: That the State Government provides an additional \$18,000pa (indexed to CPI) for a Youth Leadership Incubator program which will support young people to develop and deliver youth led projects that address community needs in partnership with Council, DFFH and community stakeholders.

Recommendation 4: That the State Government undertakes a review RYH's facilities and maintenance arrangements in the next 12 months to determine the viability of relocating to a larger space which better suits program growth and ensure that the space is appropriately maintained.

Recommendation 5: That subject to funding, Council and DFFH work collaboratively to develop a rolling formative evaluation framework which integrates into quarterly/annual reporting and measurement improvements.

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Appendix 1: RYH, Yarra City Council and External Stakeholder Participants

EXTERNAL STAKEHOLDERS

Organisation	Name	Position Title
Department of Families, Fairness and Housing	Ian Adotey	Manager, Yarra Community Capacity Building
Jesuit Social Services	Heidi Boardman	JVES Mentor and Employment Pathway Advisor
	Angela Angelopoulos	Education & Employment Programs Coordinator
Youth Support and Advocacy Services	Jordana Soso	Youth and Family Worker
Drummond Street Services	Marie Iafeta	Manager, Youth Services
	Christobel Elliot	Youth Development Practitioner
Uniting	Daisy Aitken	Youth Support & Advocacy Program Practitioner
North Richmond Community Health	Chantelle Bazerghi	Healthy Communities Manager
	Kuich Johnson	Health and Wellbeing Officer
GR8M8S	Phu Ngyen	Friday Soccer Program Facilitator
Helping Hoops	Teuila Reid	Executive Director

RYH STAFF

Organisation	Name	Position Title
Yarra City Council	Malcolm Foard	Manager, Family, Youth and Children Services
	Rupert North	Coordinator, Youth Services
	Sandra Tay	Team Leader, Richmond Youth Hub
	Luciano Cornelius	Youth Development Officer, Programs & Engagement
	Iftine Omar	Peer Youth Worker
	Idil Ali	Youth Participation & Advocacy Officer

YARRA CITY COUNCIL STAFF

Unit/Team	Name	Position Title
Family Services	Joao Goncalves	Family Support Case Worker
Library Services	Dylan Oosterweghel	Team Leader, Community Engagement and Outreach

Appendix 2: Semi-Structured Interview Guides

VOX POP QUESTIONNAIRE

Demographic Information:
1. Age

Programs
2. How often do you attend Richmond Youth Hub?
3. What programs do you participate in at Richmond Youth Hub?
4. What do you like best about these programs?
5. Is there any way these programs could be improved?

General Feedback
What is your favourite thing about RYH?
6. Can you think of any ways we can make RYH better?

YOUTH LEADER INTERVIEW

Respondent Name: _____

Background Information

1. What role did you play in establishing the RYH?

2. How have you been involved in the ongoing running of the RYH? I.e., governance committee.

Impact of RYH

3. As a local resident, how do you feel the RYH contributes to the community? Issues it solves or benefits it brings?

4. From a personal perspective how have the programs/services at RYH supported you?
How would you describe the impact on your life?

5. What opportunities has RYH provided you to take a leadership role either specifically within the centre or more broadly the community?

Improvement Suggestions

6. Are there any outstanding problems with how RYH operates which need to be resolved?

7. Can you identify any gaps in the current RYH model which should be addressed?

8. Any other improvement suggestions?

RYH STAFF INTERVIEW

Respondent Name: _____

Background Information

9. What is your role at Yarra Youth Services?

10. How are you involved with RYH?

Reflections on the Integrated Youth Hub Model

11. What effect has embedding RYH in the estate grounds had on the delivery of Council Youth Services?

12. How has the co-location of different agencies at RYH changed the delivery of Council Youth services? Has it fostered a more collaborative way of working across the sector?

Service Outcomes

13. How has RYH contributed to improved service outcomes for young people in terms of health, wellbeing and social connection?

14. In general terms are there other ways that RYH has improved quality of life for young people on the estate?

Improvement Suggestions
15. Are there any outstanding problems with how RYH operates which need to be resolved?
16. Can you identify any gaps in the current RYH model which should be addressed?
17. Any other improvement suggestions?

EXTERNAL STAKEHOLDER INTERVIEW

Respondent Name: _____

Organisation Name: _____

Background Information

18. Could you provide an overview of the services which your organisation delivers for young people in North Richmond?

19. What is your specific role in the delivery of this service?

20. How would you describe your organisation's involvement with RYH?

Contributions to Service Delivery

21. How does this involvement align with or contribute to your organisation's strategic priorities?

22. How has your involvement with RYH helped young people in North Richmond access to your service? What role has RYH played in facilitating this?

23. How has RYH's integrated hub approach fostered inter-organisation collaborations organisations which support better service delivery? i.e., referral pathways, service coordination, resource-sharing etc.

Appendix 3: Program Logic

Program title: Richmond Youth Hub

Program goals:

To provide a safe space for young people to engage in programs, activities and events, as well as get access to information, support and referral to other local services

Program objectives:

- Design and build a cohesive space that is suitable for the needs of young people and partner organisations.
- Create and implement a governance model that allows for co-design with young people.
- Work collaboratively with stakeholders in the delivery of programs and services that are engaging and inspiring for young people.
- Enhance young people's health, wellbeing and sense of safety.
- Increase young people's knowledge of, and access to, youth services.

Situation	Inputs	Activities	Outputs	Short-term outcomes (6 – 12 months)	Medium-term outcomes (1 – 3 years)	Long-term outcomes (3 years and onwards)
<p>The Index of Relative Socio-economic Disadvantage (SEIFA Index) shows that the geographic levels of highest disadvantage in Yarra are concentrated in the main public housing areas of Richmond, Collingwood and Fitzroy</p> <p>There are significantly higher proportions of people feeling unsafe in Abbotsford and North Richmond compared to other parts of Yarra (Yarra Annual Customer Satisfaction Survey 2015).</p>	<p>Project funding Venue Staff Relationships with stakeholders Promotional material Building materials Governance framework Networks Data Relevant regulation and policy</p>	<p>Design and build of Richmond Youth Hub Recruitment and induction of Team Leader and Youth Workers Development of policies, procedures, and systems for application in the hub Marketing and promotion plan developed and implemented Engagement with key stakeholders to coordinate partnership activities at the Richmond Youth Hub Consultation with young people Supporting activity for launch event at</p>	<p>Richmond Youth Hub building completed and opened (by Jan/Feb 2021) Team Leaders and Youth Workers appointed Relevant policies, procedures and systems implemented Marketing and promotion plan. Launch event delivered. 5 programs, activities and events delivered at the Richmond Youth Hub each week Activities and events delivered each school holiday period 150 young people engaged per quarter through</p>	<p>Young people feel connected to the Youth Hub Young people on the Youth Hub reference group increase their knowledge about leadership and governance Young people make social connections and meet new people Young people improve their skills and abilities Young people have greater knowledge of local youth services Organisations improve their capacity to deliver programs and services Services and programs are</p>	<p>Young people become more involved in the wider community Young people feel engaged and inspired Young people feel safer Young people report increased levels of life satisfaction and wellbeing Young people have greater access to local youth services Organisations deliver their broader strategic objectives</p>	<p>Young people are seen as leaders in their community Young people have enhanced education and employment outcomes Victorians are socially engaged and live in inclusive communities</p>

Situation	Inputs	Activities	Outputs	Short-term outcomes (6 – 12 months)	Medium-term outcomes (1 – 3 years)	Long-term outcomes (3 years and onwards)
<p>Young people in the Yarra City Council have petitioned Council to enhance the safety of, and provide additional services in, the North Richmond Housing estate</p>		<p>Richmond Youth Hub Co-design governance model developed and implemented Hub Reference Group established and meeting regularly Networks established and maintained</p>	<p>services, programs, activities and events at the Richmond Youth Hub 400 contacts with young people per quarter. 3 – 5 organisations delivering weekly activities at the Richmond Youth Hub 4 – 6 organisations involved in events and other services/activities at the hub Hub Reference Group meetings held (6 – 8 per year) 4 young people involved in reference group 40 young people participating in consultation through the Hub.</p>	<p>accessible and appropriate Services and programs respond to choice, culture, identity, circumstances and goals</p>		

Assumptions:

- Launch event is well attended and targeted to its audience
- Marketing and promotion material communicates the appropriate messaging and reaches the right people
- The venue is safe and attractive to its target demographic
- Appropriate recruitment takes place and the incumbent co-ordinator and youth workers are a good 'fit'.
- Young people are engaged and motivated to participate
- Policies, systems and procedures are fit-for-purpose
- Positive and collaborative working relationships with stakeholders are established, including effective meetings and networks
- The programming is attractive to young people
- Governance model is fit-for-purpose.

External factors:

- Restricted funding environment due to COVID-19
- People less willing to interact and be in public spaces due to COVID-19
- Machinery of Government changes at DHHS diminish resources for, and ability to focus on, the project
- Young people's previous experience with local government leads them to question the value of co-design
- Partner organisations have reduced staffing levels as a result of COVID-19, which impedes their ability to contribute to the hub

7.7 Governance Report - September 2023

Reference	D23/329787
Author	Rhys Thomas - Senior Governance Advisor
Authoriser	General Manager Governance, Communications and Customer Experience
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. The Governance Report is prepared as a periodic report to Council, which provides a single reporting platform for a range of statutory compliance, transparency and governance related matters.

Critical analysis

History and background

2. To ensure compliance with the Local Government Act 2020 and in accordance with best practice and good governance principles, transparency and accountability, this standing report consolidates a range of governance and administrative matters.
3. Matters covered in this report are:
 - (a) appointment of authorised officers under the Planning and Environment Act 1987; and
 - (b) a procedural review of an authorised officer's decision to refuse the removal of a significant tree.

Discussion

Appointment of authorised officers under the Planning and Environment Act 1987

4. In order to conduct inspection, enforcement and prosecution activities on Council's behalf, officers require specific authorisation under the relevant legislation. While authorisation for most legislation is provided by the Chief Executive Officer acting under delegation, specific provisions of the Planning and Environment Act 1987 require that the authorisation be made directly by Council resolution.
5. In order to undertake the duties of office, staff members listed in the recommendation require authorisation under the Planning and Environment Act 1987.
6. In addition, authorisation must also be provided under section 313 of the Local Government Act 2020 in order to enable these officers to commence enforcement action where necessary.
7. The proposed Instrument of Appointment and Authorisation is provided at **Attachment One**.

Procedural review of an authorised officer's decision to refuse the removal of a significant tree

8. Clause 39 of the City of Yarra General Local Law (the Local Law) provides that "a person must not, without a permit, remove, damage, destroy or lop a significant tree" and that "in deciding whether to grant a permit ... the Council must have regard to the procedure and protocols manual".
9. The issuance of a permit under the Local Law must be made by a person authorised by Council for that purpose (the Authorised Officer).

10. The process provided for enables an applicant to seek a review of the authorised officer's decision by the Council itself. The role of the Council in this review is to determine whether the decision made by the Authorised Officer is lawful and provided procedural fairness to the applicant.
11. The timeline of the application is:
 - (a) On 6 April 2023, Council received an application for the removal of a significant tree at 15 Richmond Terrace, Richmond (see **Attachment Two**);
 - (b) From 6 April 2023 – the application commenced assessment in accordance with Council's "Guidelines for the consideration of Significant Tree Applications under Council's General Local Law" (the Guidelines – see **Attachment Three**). The assessment was conducted by Stewart Martin, Manager Compliance and Parking Services (authorised by Council on 21 November 2014);
 - (c) On 6 April 2023, Council commissioned an independent tree inspection report from Tree Dimensions Pty Ltd. The report was completed on 19 April 2023 and concluded that the tree's removal was not warranted. This was consistent with the conclusions of previous arborist reports in 2017 and 2020, which were commissioned following previous applications for a permit for removal of the same significant tree;
 - (d) In reaching a decision to refuse the application for a permit to remove the significant tree, Council's Authorised Officer took into consideration the applicant's detailed application, the arborist's reports from 2023, 2020 and 2017(see **Attachment Four**);
 - (e) The Authorised Officer's decision was communicated to the applicant by email on 28 April 2023;
 - (f) On 1 May 2023, Council received an application for a review of the officer's decision (see **Attachment Five**);
 - (g) The Manager Governance and Integrity reviewed the decision and determined to uphold the Authorised Officer's decision. This was communicated to the applicant on 15 June 2023;
 - (h) On 15 June 2023, the applicant requested that the decision be subject to further review by the Council; and
 - (i) On 31 August, the applicant was invited to attend the Council meeting at which this report is presented and address the Council, or to provide a written submission ahead of the meeting.
12. Following its consideration of this matter, Council has two options:
 - (a) Option One – Dismiss the application for review (meaning the Authorised Officer's decision will stand); or
 - (b) Option Two – Uphold the application for review (meaning the Authorised Officer's decision will be withdrawn, and the matter will be submitted to a different Authorised Officer for consideration afresh).
13. Council itself does not have the authority to grant a permit under the Local Law, and that any reconsideration of the application must be done by a different Authorised Officer. While this will provide an opportunity to rectify any procedural failings, it will not necessarily result in a different decision.
14. Further, it should be noted that although the applicant has provided information detailing the planned replacement planting, the issuance of a permit for the removal of a significant tree cannot be made conditional upon its replacement with a different tree or any other conditions. Should the applicant be of the view that this intention offsets the impact of the proposed tree removal such that its approval is warranted, an alternative avenue would be to seek to amend the planning permit for the site. This process would enable conditions to be placed on the removal of the tree, such as its replacement with another tree or a wider

landscape plan. A permission granted by way of a planning permit would remove the requirement for a permit under Council's Local Law.

15. Officers recommend that the application for review of the Authorised Officer's decision be refused. Should Council determine otherwise, the motion should read "That Council uphold the application for review of the Authorised Officer's decision to refuse the application for a remove to remove the significant tree at 15 Richmond Terrace Richmond and refer the application to the General Manager City Sustainability and Strategy for independent consideration."

Options

16. There are no options presented in this report.

Community and stakeholder engagement

17. No community or stakeholder engagement has been undertaken in the development of this report, save the engagement with internal stakeholders necessary to compile the report content.

Policy analysis

Alignment to Community Vision and Council Plan

18. In its Yarra 2036 Community Vision, Council articulated an objective for a community that is "informed and empowered to contribute to the shared governance of Yarra, (where) decision-making is through access, inclusion, consultations and advocacy."
19. City of Yarra Council Plan 2021-2025 includes Strategic Objective six: 'Democracy and governance', which states that good governance is at the heart of our processes and decision-making. The plan commits Council to "practice good governance, transparency and accountable planning and decision-making."
20. The presentation of a Governance Report provides an opportunity to provide updates on key organisational matters both to the Council and the community.

Climate emergency and sustainability implications

21. There are no climate emergency or sustainability implications considered in this report.

Community and social implications

22. There are no community or social implications considered in this report.

Economic development implications

23. There are no economic development implications considered in this report.

Human rights and gender equality implications

24. There are no human rights or gender equality implications considered in this report.

Operational analysis

Financial and resource impacts

25. There are no financial and resource impacts considered in this report.

Legal Implications

26. There are no legal implications considered in this report.

Conclusion

27. This report presents an officer recommendation on:
 - (a) appointment of authorised officers under the Planning and Environment Act 1987; and
 - (b) a procedural review of an authorised officer's decision to refuse the removal of a significant tree.

RECOMMENDATION

1. That in the exercise of the powers conferred by s 147(4) of the Planning and Environment Act 1987, Council resolves that:
 - (a) Patricia JACQUES;
 - (b) Alex SPADARO; and
 - (c) WALEED TALEB,be appointed and authorised as set out in the instrument at **Attachment One**, with each instrument coming into force immediately it is signed by Council's Chief Executive Officer, and remaining in force until Council determines to vary or revoke it.
2. That Council dismisses the application for review of the Authorised Officer's decision to refuse the application for a permit to remove the significant tree at 15 Richmond Terrace Richmond.

Attachments

- 1 [↓](#) Attachment One - Planning Enforcement Officer Template
- 2 [↓](#) Attachment Two - 15 Richmond Terrace Significant Tree Removal Application
- 3 [↓](#) Attachment Three - Significant Tree Guidelines
- 4 [↓](#) Attachment Four - 15 Richmond Terrace Arborist Reports
- 5 [↓](#) Attachment Five - 15 Richmond Terrace Significant Tree Removal Review

Instrument of Appointment and Authorisation
Planning Enforcement Officer



In this instrument "officer" means -

[INSERT OFFICER NAME]

By this instrument of appointment and authorisation, Yarra City Council –

1. under section 147(4) of the Planning and Environment Act 1987 - appoints the officer to be an authorised officer for the purposes of the Planning and Environment Act 1987 and the regulations made under that Act; and
 2. under section 313 of the Local Government Act 2020 - authorises the officer either generally or in a particular case to institute proceedings for offences against the Acts and regulations described in this instrument.
-

It is declared that this Instrument -

- (a) comes into force immediately upon its execution; and
- (b) remains in force until varied or revoked.

This instrument is authorised by a resolution of the Yarra City Council on [insert date].

Sue Wilkinson
Chief Executive Officer
Yarra City Council

[insert date]

Significant Tree Application Form

(Under General Local Law)



Unless there are special circumstances requiring an agent, the applicant should be the owner or occupier of the property where the tree is located. If an agent is applying please provide written consent from the owner of the land to act on their behalf

Applicant Details

First Name	Kathryn	Surname	Mitchell
Business Name			
Postal Address	23 Wattletree Road		
Suburb	Drumcondra	Postcode	3215
Email Address	kate@mitchellfamilylaw.com.au		
Home/Business Number	0418500714		

Please note a non-refundable application fee and a permit fee is applicable to Significant Tree applications. The application fee must be paid at the time of lodgement; if this fee is not paid the application will not be assessed. The permit fee will be issued after the application has been assessed and the permit will be issued once payment has been made.

Property Details

Street No:	15		
Street Name:	Richmond Terrace		
Number of trees:	1	Postcode:	3121
Suburb	Richmond		

Significant Tree Details

Identify trees to be lopped or removed and attach photos of the tree or trees, showing location and condition:

Botanical name of tree	Location on property	Origin (Native/Exotic?)	Diameter of tree	Prune of remove
Acer Negundo	In property cnr Miller St	exotic	583mm	Prune <input type="radio"/> Remove <input checked="" type="radio"/> Prune <input type="radio"/> Remove <input checked="" type="radio"/> Prune <input type="radio"/> Remove <input type="radio"/> Prune <input type="radio"/> Remove <input type="radio"/> Prune <input type="radio"/> Remove <input type="radio"/>

For more than 5 trees, please attach a separate list



Yarra Council PO Box 168 Richmond VIC 3121 T 9205 5555 F 8417 6666 TTY 133 677 then ask for 9205 5555
 Interpreter Services 9280 1940 E info@yarracity.vic.gov.au W www.yarracity.vic.gov.au

Information

Give reasons for these trees to be removed or lopped.

Note: If structural damage is a reason for the tree removal, all relevant evidence should be supplied with the application. This may include photographs and a structural engineers report.

The Tree is in poor health, overly mature and in decrepit and declining condition. The attached arborist report describes it as senescent and partially dead, with very poor form, structure and vigour.

The report also concludes that the tree has stress regrowth, twin leaders at 1.4Mtrs with a bark included bifurcation, hollow and with weeds growing in it and holding water.

Further the arborist has observed that the tree is completely hollow & rotten. The tree has now effectively outgrown the site - it is surrounded by hard landscape, with diminished growth potential and various services including power-line influences and statutory set-backs on x3 Aspects. The canopy is dying-back, is no longer viable and completely over-mature for the site.

Is the tree/vegetation either planted or grown as a result of direct seeding?

Direct seeding

Give details of planned replacement planting or reasons why none is required

We propose replacement of the tree with either a Magnolia Grandiflora or an Angophora costata to a height of 2m at planting.

Signing this application authorises Council's officer or contractor to enter the property. If access to neighbouring properties is required (e.g. to assess alleged structural damage) please provide written authorisation from the neighbouring property owner

Name of property owner (please print) Kathryn Mitchell

Signature of property owner 

Date 3/4/2023

The personal information requested on this form is being collected by Council so it may consider your application in accordance with Council's Local Laws. The personal information will be used solely by Council for these purposes or directly related purposes. Council may disclose this information to other Council departments, and any other organisations that may be affected by the works. The applicant understands that the personal information provided is for the above purpose and that he or she may apply to Council for access to or amendment of the information. Requests for access or correction should be made to Council's Privacy Officer on 9205 5555 or info@yarracity.vic.gov.au

This application is only to prune or remove trees on private property. To occupy a road or footpath a permit is required. Please contact Council on 9205 5555.



Yarra Council PO Box 168 Richmond VIC 3121 T 9205 5555 F 8417 6666 TTY 133 677 then ask for 9205 5555
Interpreter Services 9280 1940 E info@yarracity.vic.gov.au W www.yarracity.vic.gov.au

Open Space Management

PO Box 752 North Melb` VIC. 3051

Mob: 0402 084 502

Email: patrickaj@bigpond.com

ABN: 788 215 988 35



24/3/2023

15 Richmond Terrace – Richmond, Yarra City Council.

REVIEW & Tree Assessment: *T1: Box Elder: *Acer negundo*.

Applicant: Kate Mitchell. Ph: 8595 9520 E: kate@mitchellfamilylaw.com.au

On Monday 6th March 2023 AM. I undertook a detailed Tree Assessment & Review of a Box Elder Tree – T1. The tree is situated within the property on the fence-line at corner of Miller St. The owner was present. Two previous reports by Treeincarnation & Tree Dimensions and a Council refusal have been considered relative to this review and re-application; the tree was not thoroughly appraised before.

I climbed the tree. Photos & measurements were taken; relative to a review of the Council refusal.

Many annotated photos are supplied here-with to describe the tree. The applicant seeks again to remove the tree within close proximity to proposed works due to its obviously decrepit and declining condition. The overly mature, senescent and partially dead tree has been previously pruned & has stress-regrowth, with very poor form, health, structure & vigour. The 7.5Mtr High *Acer negundo* has multiple-stems at height, twin leaders at 1.4Mtrs with a bark included bifurcation, hollow and with weeds growing in it. Further the tree is completely hollow & rotten as are all the main first & second order stems are sunburned, rotten & hollow, some holding water and grass-weed growth with multiple re-active regrowth from the ageing & environmental stresses and recent heavy (on-going) statutory power-line clearances. The x2 measured stem diameters (445 & 370mm) at 1.5Mtrs above-grade is a cumulative 583mm diameter which describes an Indicative *TPZ of 7.0 Mtrs Radius and an *SRZ of 2.6Mtrs Radius; the tree has now effectively outgrown the site; its retention was not part of the current planning application upon the site. This is obviously untenable and futile as the site is fully restrictive because the tree is surrounded by hard landscape, with diminished growth potential and various services including power-line influences and statutory set-backs on x3 Aspects, and all main first and second order-stems are completely hollow & rotten, holding both water and various small weeds growing within these cavities, see screw-driver penetrations, T1 has now outgrown the site; some of these stems are now completely dead. The tree is completely hollow both in its bole at GL and also universally throughout the canopy; the canopy is dying-back. Excessive ongoing & perennial pruning has contributed to its demise; the tree is no longer viable and fully over-mature for the site.

T1 is deemed to be a Significant-tree in Yarra City due to the trunk-diameter being 400mm > @1.5

T1 has a SULE: Safe Useful Life Expectancy of less than 2-3 Years. *Remove: Category 4abcd+f.

Further as per AS 4970 -2009 the Tree AZ AS/NZ Rating is Z2- Z12 Cumulatively = ZZ Remove.

CONCLUSION: Remove this tree via a new Local Law Application as per Yarra City Council Protocols.

*Replanting is fully relevant within the Council Decision-guidelines and effective for a new perpetuity.

Submit this report to support a further application for removal of the tree by review, as the previous reports dating back to October 2019 and refusal are variously incorrect and conditions have changed.

Yours faithfully

Andrew J Patrick

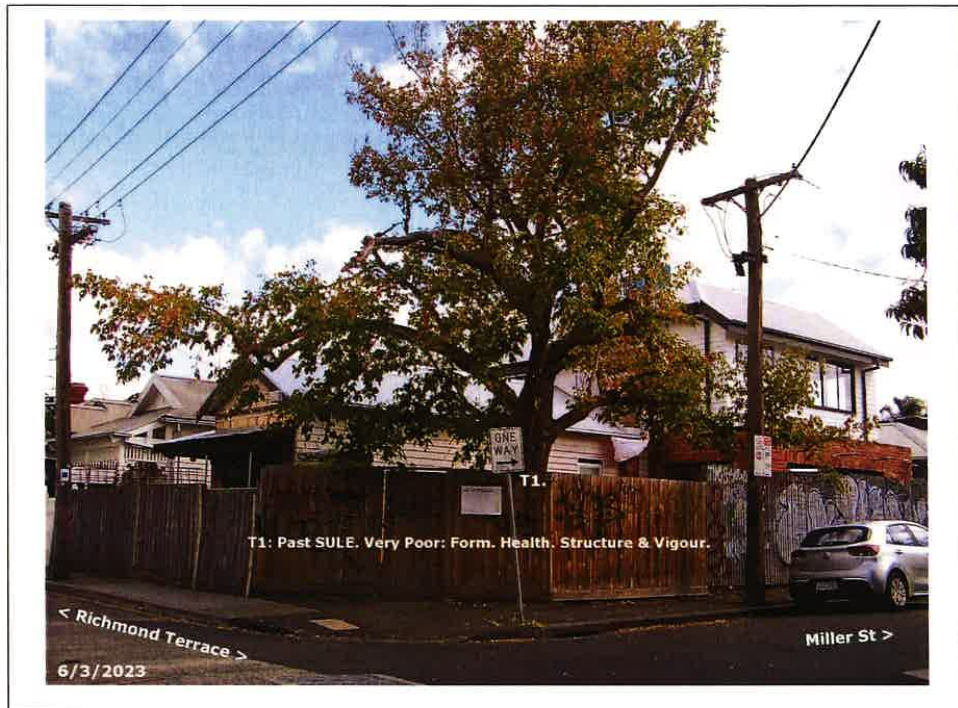
(Adv Cert Hort. Dip Hort/Arb. WTA Cert 4)

TREE CONDITION REPORT: Tree Data Table: Trunks measured at 1.5Mtr above grade in Yarra City.

No.	Species	Age	Height mtrs	Canopy Diam mtrs	DBH mm	Condition	Comments: *SULE & *TPZ / *SRZ.
T1.	Box Elder: <i>Acer negundo</i>	Senescent	7.5	Asymmetry. Averaged Canopy Diameter = 7.5Mtrs or 3.75Mtrs Radius.	450 & 370. CAV = 583 645mm @ GL.	Very Very Poor. Trending Hazardous. Very, Very Short SULE <36 Months. Ongoing statutory maintenance is required. Longevity is severely limited. This tree is now becoming a public & civil liability due to its very poor degraded condition.	Decrepit old DECIDUOUS Exotic-tree. Vagrant planting Possibly <50Yrs Old. Heavily Pruned regularly over the years to comply with the HV & LV Electricity Mains Statutory Clearances. The tree is highly problematical. This report is now requisite to fulfil the Yarra City Tree Policy Guidelines and Local Law Permit Re- Application. The trunk-bole and all structural & physiological components of the tree is in very, very poor & fully degraded condition & hollow. Canopy Die-back is obvious. Setbacks from various infrastructure is absolutely minimal and the greater proportion of this tree is within the public domain. The paling-fences are compromised as are water services. The tree is typically suckering profusely and generally considered to be in senescence with various dead & rotten stems. The tree is now not viable of retention. There is a HO332 overlay upon the site, but does not include trees. T1 is not listed on the 'Significant- tree Register' but is referred to as a 'Significant Tree' in Yarra Council. Retention of this tree is now untenable and removal is deemed to be fully appropriate. Replace this tree. A Council Permit is required. REMOVE this tree ASAP. *SULE is REMOVE: 4abcdf. *Tree AZ: Z2-Z12 = ZZ *TPZ=7.0 R / *SRZ=2.6 R Planning Zoning is NRZ1. Overlay is DCPO1 & HO/332.

Note: Category Retention Ratings: Refer Barrell SULE: NAAA Workshop Sydney 2001. Bibliography excerpt of AS 4970-2009.

REVIEW: Tree Condition Report.



T1: As viewed from the street.



T1: View from Miller St.

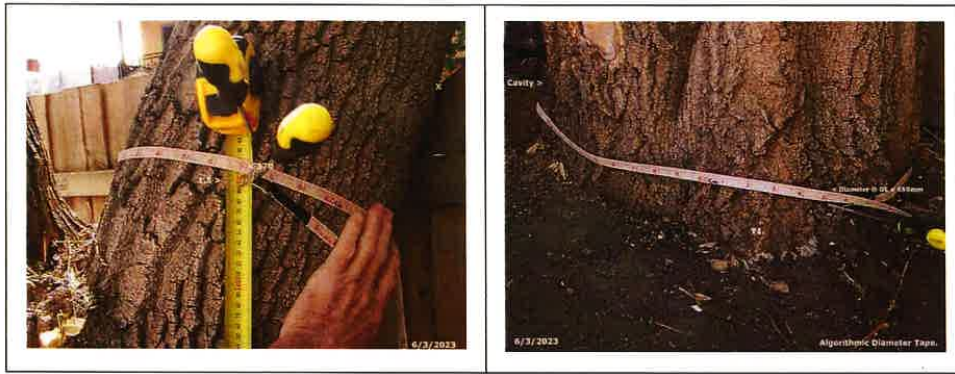
T1: Twin Leader & 1st / 2nd Order Stems.

REVIEW: Tree Condition Report.



T1: Height at 1.5Mtrs.

T1: Stem Measurement 450mm Diam.



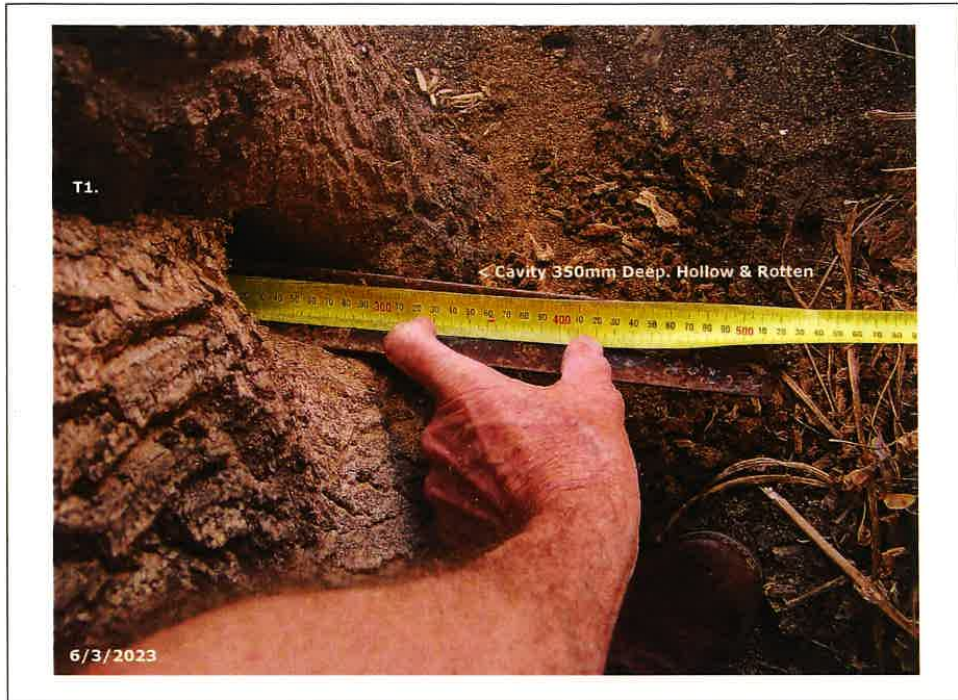
T1: Stem Measurement 370mm Diam.

T1: GL: Basal Diameter = 650mm.

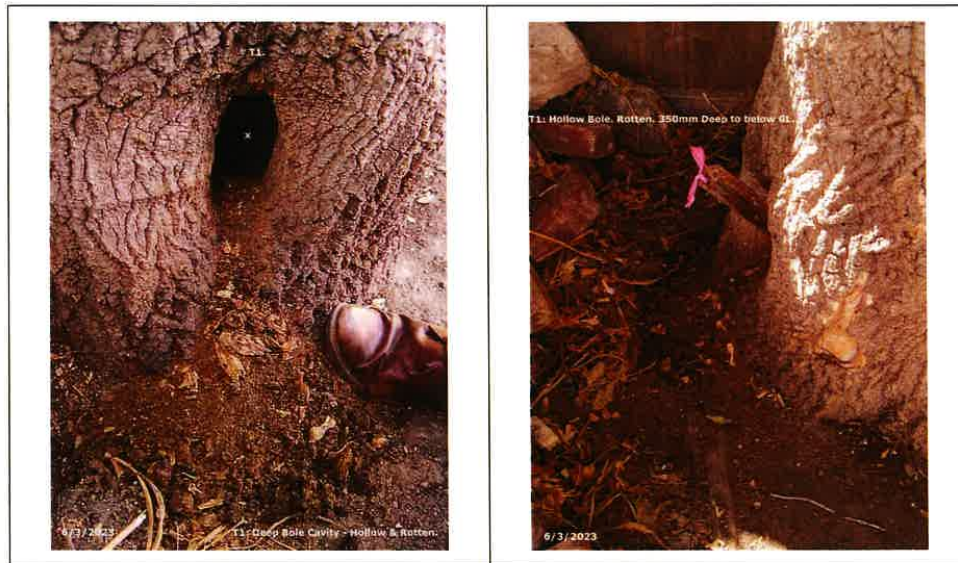


T1: General Descriptions of tree position & features.

REVIEW: Tree Condition Report.



T1: Bole Cavity at Ground Level. Hollow & Rotten.



T1: Bole Cavity.

T1: Bole Cavity to below GL.

REVIEW: Tree Condition Report.



T1: Above Grade.

T1: Site-level. Detail above FP.



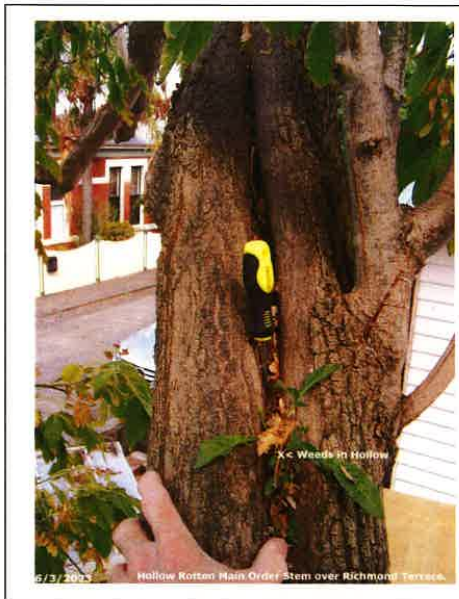
T1: Rotten Limbs at Height.

T1: Canopy Stems in Full Decline.

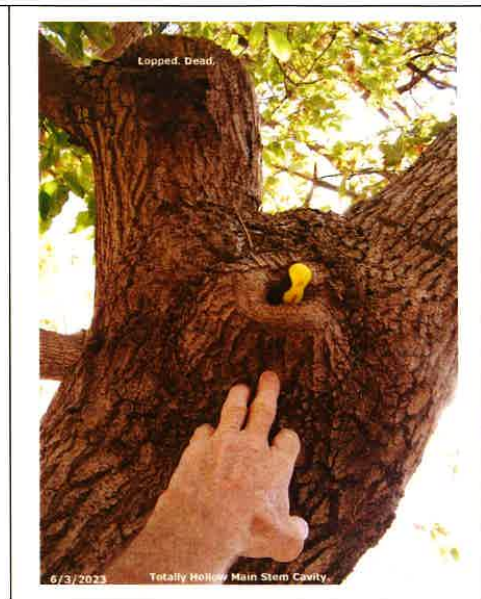


T1: General Descriptions of Rotten Limbs at Height. There are no repeat photos here!

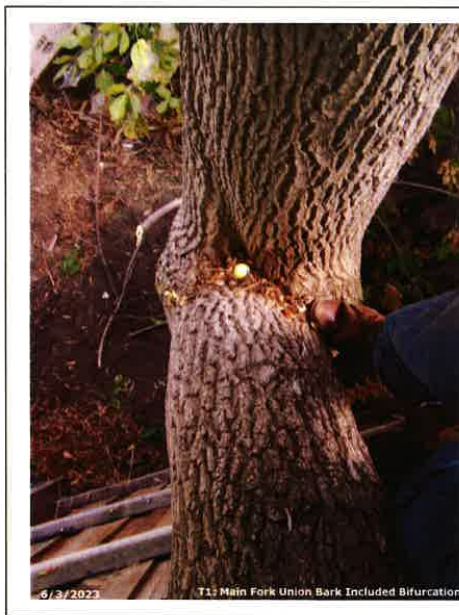
REVIEW: Tree Condition Report.



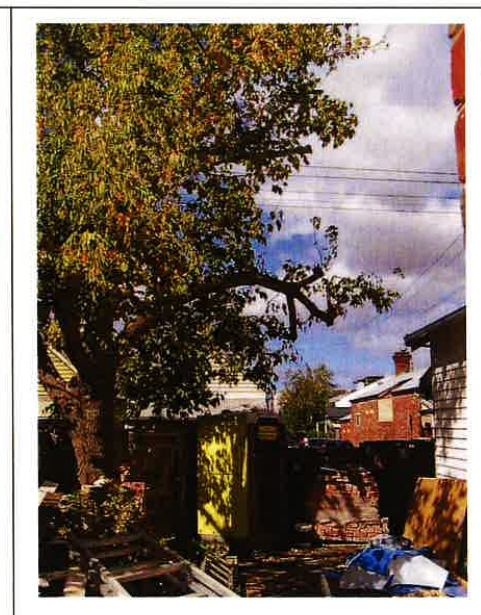
T1: Rotten Limbs at Height.



T1: Hollow Main Stem over Miller St.



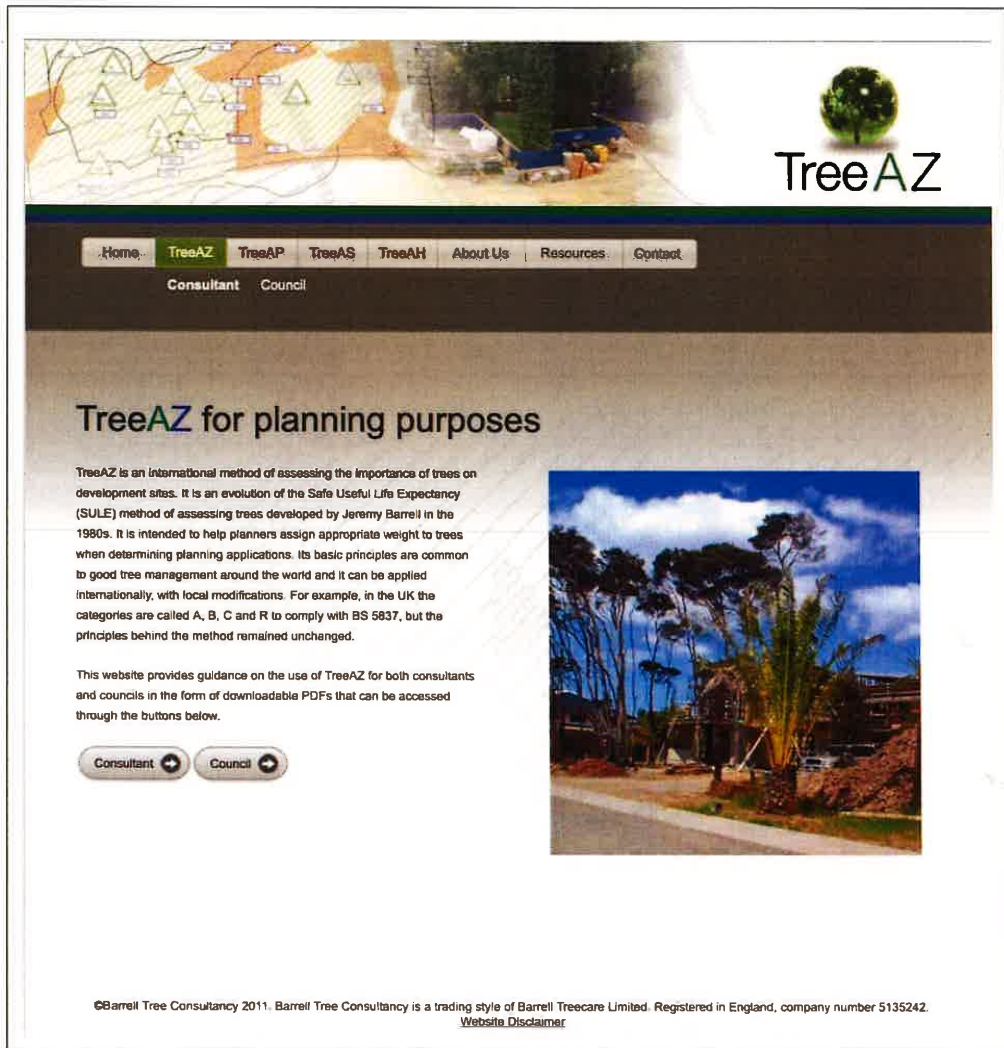
T1: Main Fork Union.



T1: Site View & Poor Form. Electrical Pruning.

REVIEW: Tree Condition Report.

Confirmation of validity of Barrell Tree AZ as an internationally recognised tree / risk assessment



TreeAZ

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Consultant Council

TreeAZ for planning purposes

TreeAZ is an international method of assessing the importance of trees on development sites. It is an evolution of the Safe Useful Life Expectancy (SULE) method of assessing trees developed by Jeremy Barrell in the 1980s. It is intended to help planners assign appropriate weight to trees when determining planning applications. Its basic principles are common to good tree management around the world and it can be applied internationally, with local modifications. For example, in the UK the categories are called A, B, C and R to comply with BS 5837, but the principles behind the method remained unchanged.

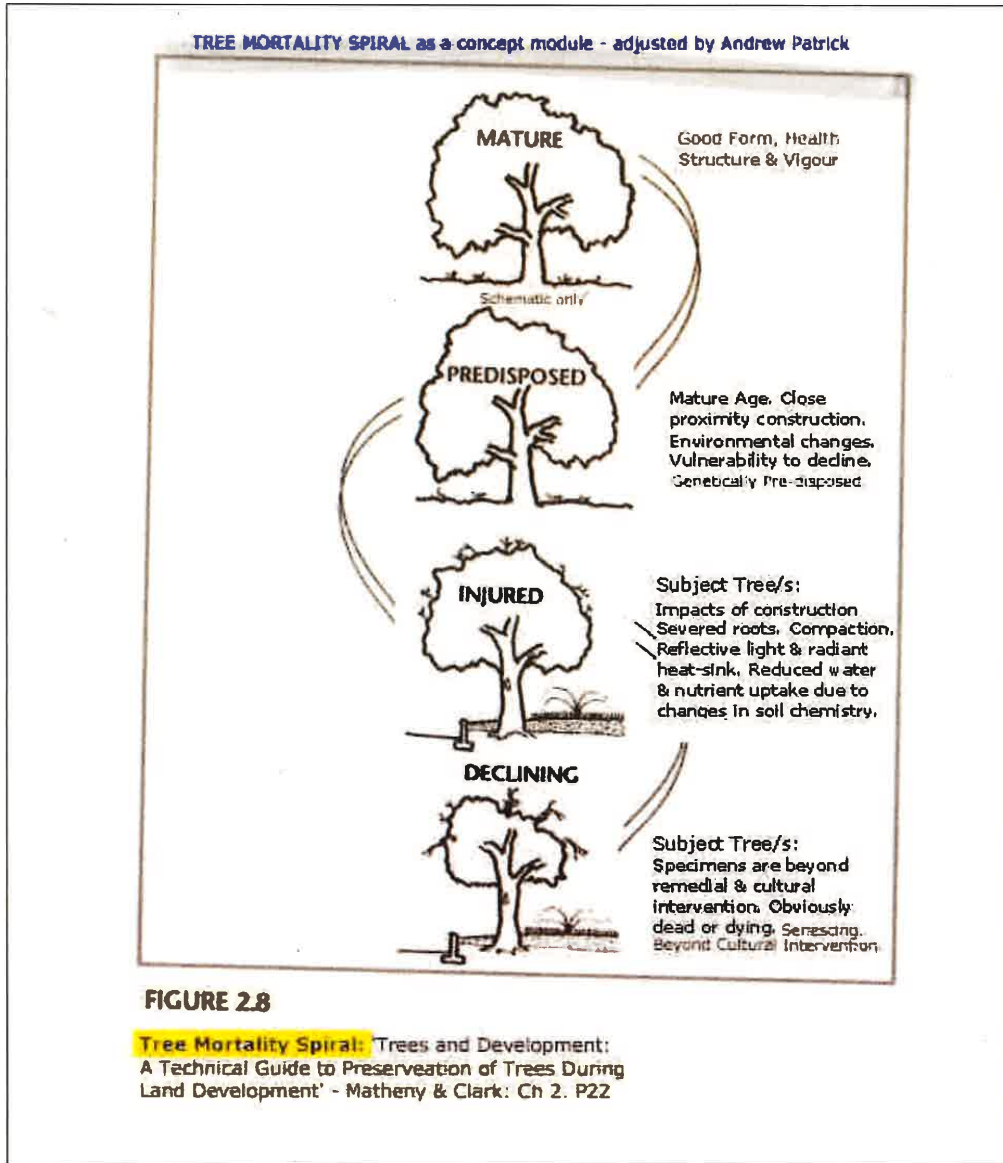
This website provides guidance on the use of TreeAZ for both consultants and councils in the form of downloadable PDFs that can be accessed through the buttons below.

Consultant Council

©Barrell Tree Consultancy 2011. Barrell Tree Consultancy is a trading style of Barrell Treecare Limited. Registered in England, company number 5135242. [Website Disclaimer](#)

REVIEW: Tree Condition Report.

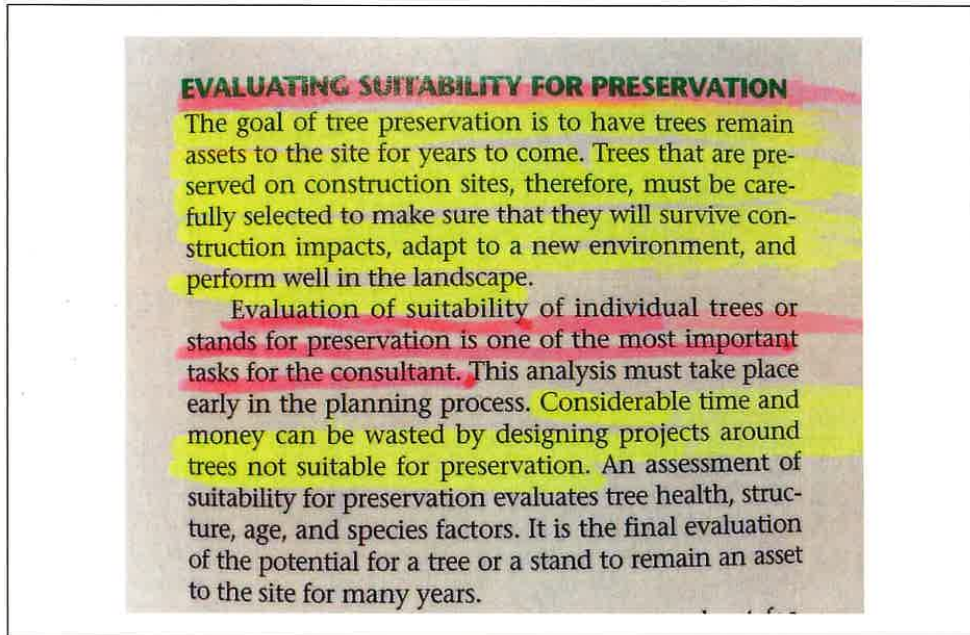
The Tree Mortality Spiral as a Module for Interpreting Arboricultural Ageism and Predictive Decline in Trees:



NOTE: Tree T1 is old & evidently Predisposed & Injured Previously by Lopping, Genetic aberrations of Bark Included Bifurcations, previous & ongoing limb-loss in a confined space. Typical short-lived species-type and the high possibility that this tree is in-fact a vagrant weed-tree. A Designated Weed-tree in Darebin & Boroondara and other Municipalities and listed as a highly invasive species by Kate Blood: Environmental Weeds for Sth East Australia and Arthur Rylah Institute Advisory List of Environmental Trees - 2018. The Tree is now Senescing & fully beyond cultural intervention; past its respective SULE for the site and offering canopy coverage for approx. ' only 5 Months of the year - deciduous.

REVIEW: Tree Condition Report.

Evaluating Suitability for Preservation: This decrepit failing *Acer negundo* is now not suitable for retention.



AS 4970-2009: Matheny & Clark: Trees & Development: Chapter 6 – P69

HO332:

PS map ref.	Heritage place	External heritage controls apply?	Internal alteration controls apply?	Tree controls apply?	Solar energy status controls apply?	Outbuildings or fences not exempt under Class 4.1.1-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited area permitted?	Aboriginal heritage place?
	42.01 Heritage Overlay, Planning permit exemptions, July 2014								
HO331	Recreation Precinct, Richmond Incorporated place Incorporated Plan under the provisions of clause 42.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	No	Yes	No	No	No	No
HO332	Richmond Hill Precinct 15 Richmond Terrace Incorporated place Incorporated Plan under the provisions of clause 42.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	Yes	Yes	No	No	No	No
HO333	Smith Street Precinct, Fitzroy/Collingwood Incorporated place Incorporated Plan under the provisions of clause 42.01 Heritage Overlay, Planning permit exemptions, July 2014	Yes	No	No	Yes	No	No	No	No
HO334	South Fitzroy Precinct Incorporated place Incorporated Plan under	No	No	No	Yes	No	No	No	No

HO 332: No Heritage Tree Controls over the Site.

REVIEW TREE ASSESSMENT: No.15 Richmond Terrace, Richmond – March 2023


REVIEW: Tree Condition Report.

REFERENCES:

- * Trees & Development: A Technical Guide to Preservation of Trees During Land Development – Matheny & Clark. 1998
- * Arboriculture: Integrated Management of Landscape Trees, Shrubs & Vines. Harris, Matheny & Clark. 3rd Edition 1999
- * Abiotic Disorders of Landscape Plants: A Diagnostic Guide. Costello, Perry, Matheny, Henry & Geisel – 2003
- * [LandVic Property Report 25/3/2023 Indicates Zoning NRZ1. Overlays DCPO1 & HO/332 affect the site.](#)
- * The Body Language of Trees a Handbook for Failure Analysis – Matheck & Breloer. 5th Edition 1995
- * [BARRELL TREE AZ: AS/NZ 2007: Bibliography Excerpt of AS 4970-2009. Detailed Descriptors.](#)
- * [Australian Standard for the Protection of Trees on Development Sites AS 4970 – 2009](#)
- * [Barrell SULE: NAAA Workshop Sydney 2001. Bibliography Excerpt of AS 4970-2009](#)
- * [YARRA City Council: Tree Removal Guidelines – 199. P1-5. As attached.](#)
- * Australian Standard for the Pruning of Amenity Trees - AS 4373 2007
- * [Yarra City Council: Significant Tree Study – Homewood Consulting.](#)
- * Council Arborists of Victoria (CAV) - Tree Protection Calculator
- * [Yarra City Council Response & Refusal to Remove tree – 23/1/2020](#)
- * [Tree Inspection by Tree Dimensions \(Matt Sauvarin\) 14/1/2020](#)
- * [Treeincarnation \(Nick Peardon\) Tree Report: October 2019.](#)
- * Trees for South Eastern Australia – Simpfendorfer 1975
- * Ornamental Flowering Trees in Australia – Rowell 1994
- * Urban Landscape Management – Hitchmough 1994
- * [Correspondence from Kate Mitchell - Various.](#)
- * [Yarra City Council: General Local Law.](#)
- * TREES Yarra City Council: Webarchive:
<file:///Users/ajpatrick/Desktop/15%20Richmond%20Terrace/Trees%20%7C%20Yarra%20City%20Council.webarchive>

REVIEW: Tree Condition Report.

BARRELL S.U.L.E: NAAA Workshop Sydney 2001. Bibliography Excerpt of AS 4970-2009



SULE: Its use and status into the new millennium

Appendix 3
Safe Useful Life Expectancy Categories (Updated 04/01)

This reference sheet should be included as supplementary information with all reports where a SULE assessment is an element. Additionally, it can be copied and covered with a laminated plastic protective sheet and used as a field sheet to help with data collection.

Safe Useful Life Expectancy Categories (Updated 01/04/01)

- 1: **Long SULE:** Trees that appeared to be retainable at the time of assessment for more than 40 years with an acceptable level of risk.
 - (a) Structurally sound trees located in positions that can accommodate future growth.
 - (b) Trees that could be made suitable for retention in the long term by remedial tree care.
 - (c) Trees of special significance for historical, commemorative or rarity reasons that would warrant extraordinary efforts to secure their long term retention.
- 2: **Medium SULE:** Trees that appeared to be retainable at the time of assessment for 15–40 years with an acceptable level of risk.
 - (a) Trees that may only live between 15 and 40 more years.
 - (b) Trees that could live for more than 40 years but may be removed for safety or nuisance reasons.
 - (c) Trees that could live for more than 40 years but may be removed to prevent interference with more suitable individuals or to provide space for new planting.
 - (d) Trees that could be made suitable for retention in the medium term by remedial tree care.
- 3: **Short SULE:** Trees that appeared to be retainable at the time of assessment for 5–15 years with an acceptable level of risk.
 - (a) Trees that may only live between 5 and 15 more years.
 - (b) Trees that could live for more than 15 years but may be removed for safety or nuisance reasons.
 - (c) Trees that could live for more than 15 years but may be removed to prevent interference with more suitable individuals or to provide space for new planting.
 - (d) Trees that require substantial remedial tree care and are only suitable for retention in the short term.
- 4: **Remove:** Trees that should be removed within the next 5 years.
 - (a) Dead, dying, suppressed or declining trees because of disease or inhospitable conditions.
 - (b) Dangerous trees because of instability or recent loss of adjacent trees.
 - (c) Dangerous trees because of structural defects including cavities, decay, included bark, wounds or poor form.
 - (d) Damaged trees that are clearly not safe to retain.
 - (e) Trees that could live for more than 5 years but may be removed to prevent interference with more suitable individuals or to provide space for new planting.
 - (f) Trees that are damaging or may cause damage to existing structures within 5 years.
 - (g) Trees that will become dangerous after removal of other trees for the reasons given in (a) to (f).
 - (h) Trees in categories (a) to (g) that have a high wildlife habitat value and, with appropriate treatment, could be retained subject to regular review.
- 5: **Small, young or regularly pruned:** Trees that can be reliably moved or replaced.
 - (a) Small trees less than 5m in height.
 - (b) Young trees less than 15 years old but over 5m in height.
 - (c) Formal hedges and trees intended for regular pruning to artificially control growth.

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REVIEW TREE ASSESSMENT: No.15 Richmond Terrace, Richmond – March 2023

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REVIEW: Tree Condition Report.

BARRELL TREE AZ: AS/NZ 2007: Bibliography Excerpt of AS 4970-2009. Detailed Descriptors.

Figure 1: TREE - AZ Categories (Version 7.05ANZ)

CAUTION: TREE-AZ assessments must be carried out by a competent person qualified and experienced in arboriculture, the following category descriptions are designed to be a brief field reference and are not intended to be self-explanatory. They must be read in conjunction with the most current explanations published at www.treeaz.com.au.

Category Z: Unimportant trees not worthy of being a material constraint

Local policy exemptions: Trees that are unsuitable for legal protection for local policy reasons including size, proximity and species

Z1	Young or insignificant small trees, i.e. below the local size threshold for legal protection, etc
Z2	Too close to a building, i.e. exempt from legal protection because of proximity, etc
Z3	Species that cannot be protected for other reasons, i.e. scheduled noxious weeds, out of character in a setting of acknowledged importance, etc

High risk of death or failure: Trees that are likely to be removed within 10 years because of acute health issues or severe structural failure

Z4	Dead, dying, diseased or declining
Z5	Severe damage and/or structural defects where a high risk of failure <u>cannot</u> be satisfactorily reduced by reasonable remedial care, i.e. cavities, decay, included bark, wounds, excessive imbalance, overgrown and vulnerable to adverse weather conditions, etc
Z6	Instability, i.e. poor anchorage, increased exposure, etc

Excessive nuisance: Trees that are likely to be removed within 10 years because of unacceptable impact on people

Z7	Excessive, severe and intolerable inconvenience to the extent that a court or tribunal would be likely to authorise tree removal, i.e. dominance, debris, interference, etc
Z8	Excessive, severe and intolerable damage to property to the extent that a court or tribunal would be likely to authorise tree removal, i.e. severe structural damage to surfacing and buildings, etc

Good management: Trees that are likely to be removed within 10 years through responsible management of the tree population

Z9	Severe damage and/or structural defects where a high risk of failure can be <u>temporarily</u> reduced by reasonable remedial care, i.e. cavities, decay, included bark, wounds, excessive imbalance, vulnerable to adverse weather conditions, etc
Z10	Poor condition or location with a low potential for recovery or improvement, i.e. dominated by adjacent trees or buildings, poor architectural framework, etc
Z11	Removal would benefit better adjacent trees, i.e. relieve physical interference, shading, etc
Z12	Unacceptably expensive to retain, i.e. severe defects requiring high levels of maintenance, etc

NOTE: Z trees with a high risk of death failure (Z4, Z5 & Z6) or causing severe inconvenience (Z7 & Z8) at the time of assessment and need an urgent risk assessment can be designated as ZZ. ZZ trees are likely to be unsuitable for retention and at the bottom of the categorisation hierarchy. In contrast, although Z trees are not worthy of influencing new designs, urgent removal is not essential and they could be retained in the short term, if appropriate.

Category A: Important trees suitable for retention for more than 10 years and worthy of being a material constraint

A1	No significant defects and could be retained with minimal remedial care
A2	Minor defects that could be addressed by remedial care and/or work to adjacent trees
A3	Special significance for historical, cultural, commemorative or rarity reasons that would warrant extraordinary efforts to retain for more than 10 years
A4	Trees that may be worthy of legal protection for ecological reasons (Advisory requiring specialist assessment)

NOTE: Category A1 trees that are already large and exceptional, or have the potential to become so with minimal maintenance, can be designated as AA at the discretion of the assessor. Although all A and AA trees are sufficiently important to be material constraints, AA trees are at the top of the categorisation hierarchy and should be given the highest weight in any selection process.

TREE-AZ is designed by Barrell Tree Consultancy (www.barrelltreecare.co.uk) and is reproduced with their permission

REVIEW: Tree Condition Report.

BARRELL TREE AZ: AS/NZ 2007: Bibliography Excerpt of AS 4970-2009. Detailed Descriptors.

TreeAZ Categories Field Sheet (Version 10.04-ANZ)

CAUTION: TreeAZ assessments must be carried out by a competent person qualified and experienced in arboriculture. The following category descriptions are designed to be a brief field reference and are not intended to be self-explanatory. They must be read in conjunction with the most current explanations published at www.TreeAZ.com.

Category Z: Unimportant trees not worthy of being a material constraint

Local policy exemptions: Trees that are unsuitable for legal protection for local policy reasons including size, proximity and species

Z1	Young or insignificant small trees, i.e. below the local size threshold for legal protection, etc
Z2	Too close to a building, i.e. exempt from legal protection because of proximity, etc
Z3	Species that cannot be protected for other reasons, i.e. scheduled noxious weeds, out of character in a setting of acknowledged importance, etc
High risk of death or failure: Trees that are likely to be removed within 10 years because of acute health issues or severe structural failure	
Z4	Dead, dying, diseased or declining
Z5	Severe damage and/or structural defects where a high risk of failure <u>cannot</u> be satisfactorily reduced by reasonable remedial care, i.e. cavities, decay, included bark, wounds, excessive imbalance, overgrown and vulnerable to adverse weather conditions, etc
Z6	Instability, i.e. poor anchorage, increased exposure, etc
Excessive nuisance: Trees that are likely to be removed within 10 years because of unacceptable impact on people	
Z7	Excessive, severe and intolerable inconvenience to the extent that a locally recognized court or tribunal would be likely to authorize removal, i.e. dominance, debris, interference, etc
Z8	Excessive, severe and intolerable damage to property to the extent that a locally recognized court or tribunal would be likely to authorize removal, i.e. severe structural damage to surfacing and buildings, etc
Good management: Trees that are likely to be removed within 10 years through responsible management of the tree population	
Z9	Severe damage and/or structural defects where a high risk of failure can be <u>temporarily</u> reduced by reasonable remedial care, i.e. cavities, decay, included bark, wounds, excessive imbalance, vulnerable to adverse weather conditions, etc
Z10	Poor condition or location with a low potential for recovery or improvement, i.e. dominated by adjacent trees or buildings, poor architectural framework, etc
Z11	Removal would benefit better adjacent trees, i.e. relieve physical interference, suppression, etc
Z12	Unacceptably expensive to retain, i.e. severe defects requiring excessive levels of maintenance, etc

NOTE: Z trees with a high risk of death/failure (Z4, Z5 & Z6) or causing severe inconvenience (Z7 & Z8) at the time of assessment and need an urgent risk assessment can be designated as ZZ. ZZ trees are likely to be unsuitable for retention and at the bottom of the categorization hierarchy. In contrast, although Z trees are not worthy of influencing new designs, urgent removal is not essential and they could be retained in the short term, if appropriate.

Category A: Important trees suitable for retention for more than 10 years and worthy of being a material constraint

A1	No significant defects and could be retained with minimal remedial care
A2	Minor defects that could be addressed by remedial care and/or work to adjacent trees
A3	Special significance for historical, cultural, commemorative or rarity reasons that would warrant extraordinary efforts to retain for more than 10 years
A4	Trees that may be worthy of legal protection for ecological reasons (Advisory requiring specialist assessment)

NOTE: Category A1 trees that are already large and exceptional, or have the potential to become so with minimal maintenance, can be designated as AA at the discretion of the assessor. Although all A and AA trees are sufficiently important to be material constraints, AA trees are at the top of the categorization hierarchy and should be given the most weight in any selection process.

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Further explanations to assist categorization

Z1	Any existing statutory definitions of trees that are too small to be legally protected should be applied and trees less than those heights or diameters will be Z1. If there are none, then if the tree has been planted for less than 5 years it is Z1. If it is less than 5m in height, it will be Z1 unless it is significant, i.e. clearly mature, but small trees are not Z1. If it is greater than 10m in height it is not Z1 unless it was planted in the last 5 years. Applying Z1 to trees between 5-10m is a matter of judgment; the most obvious test being that the tree could be easily and reliably moved or replaced. Ideally, the replacement tree should not be less than 20% of the replaced tree's trunk, height and spread dimensions.
Z2	Any existing statutory rules that prevent protection of trees within a fixed distance of a structure will allow a tree to be subcategorized as Z2.
Z3	Any existing statutory rules or guidance that prevent protection of trees for reasons other than size and proximity dictate Z3, i.e. invasive or alien species. If none exist, then Z3 cannot be applied.
Z4	This subcategory is for trees that are unlikely to recover from a serious health problem. The condition must be terminal with no obvious potential to recover, i.e. severe crown dieback related to excavation damage or root decay, to the extent that the structural branch framework is compromised. Trees that are likely to recover or improve should not be placed in this subcategory, i.e. trees suffering from a foliar problem that has little impact on the branch framework and varies from year to year.
Z5	Severe means so bad that there is no realistic chance of the tree achieving its full potential and there is a high of failure risk. In many cases, the risk of failure can be reduced by dramatic reduction in tree size, but this has severe health, maintenance cost and amenity implications, so is unlikely to be a sustainable management option. A common example is a severely unbalanced tree within a group that will be particularly vulnerable in adverse weather conditions and the adjacent trees mean there is no hope of remedial works resulting in an

Tree AZ Detailed Descriptors.

REVIEW: Tree Condition Report.:

BARRELL TREE AZ: AS/NZ 2007: Bibliography Excerpt of AS 4970-2009. Detailed Descriptors.

Z5	<p>improvement. Topped trees do not automatically fit into this subcategory, although there is an obvious temptation. Species prone to decay, such as willow and poplar, often have severe decay at the origin of vigorous re-growth, creating a high risk of failure in adverse weather conditions. Z5 is clearly appropriate for them. However, this needs to be a careful judgment because topping in itself does not necessarily condemn a tree to this subcategory. Some trees, such as plane, oak and lime, are particularly good at coping with this treatment and often are able to mature with a low risk of failure. If remedial works will allow the tree to be retained with no significant adverse impact on amenity, health or maintenance costs, then it does not fit here.</p>
Z6	<p>Trees can become poorly anchored because of soil erosion through climatic factors, i.e. water or wind, wear from traffic - pedestrian or vehicular, changing soil conditions - increasing wetness, sudden and severe physical stress from storms and root damage such as decay or severance reducing root strength. In some case, i.e. storm induced instability, there may be a realistic chance of recovery and a subcategorization of Z6 may be premature. However, if excessive remedial work is required, it is likely that Z6 is a defensible subcategory. Alterations to tree exposure to the wind occurs because of changes in the shelter provided by adjacent objects such as buildings or trees. This often applies to groups of trees where one large dominant individual will be lost because of poor health or a structural problem, which then dramatically exposes the remaining trees.</p>
Z7	<p>Establishing thresholds of acceptable levels of inconvenience: In its broadest sense, inconvenience is the interference with the authorized use of land. In relation to trees, it can be in the form of roots disrupting landscaping and hard surfacing, parts of trees physically preventing land use, tree debris such as leaves and fruit falling and tree crowns causing excessive shade. The principles for establishing what are acceptable levels of inconvenience are the same irrespective of the cause. In a community context, it is generally accepted that trees provide a significant benefit to society and it is reasonable for individuals to tolerate some level of inconvenience from their presence. However, the precise location or value of these thresholds is not always obvious and is often a subjective interpretation rather than a definitive point. There will always have to be a balancing of the benefit to the community weighed against the inconvenience suffered by the individual. What is an acceptable, tolerable or reasonable level of inconvenience is often a matter of judgment for each specific situation, tempered by experience and common sense. This, in turn, should be guided by court, tribunal and planning decisions that have made informed judgments on these issues.</p> <p>Common examples: Very large trees near existing occupied buildings can dominate to the extent that the disbenefit from the anxiety of the occupants outweighs the benefit of the tree. Regular and severe staining caused by fallen debris to a swimming pool surround may be unacceptable because the stark contrast in colours creates a dirty impression whereas the same staining on a path or drive surface may be more acceptable. In contrast, falling leaves blocking gutters causing them to be cleaned once a year is not that much of a local inconvenience in the context of the wider benefits that trees impart.</p> <p>Making the decision: Assessing inconvenience is almost entirely a subjective judgment, based on experience and understanding of what is perceived as being reasonable and unreasonable for a normal person. As with all these judgments, a simple test is to imagine a court hearing where a judge has to decide if the levels of inconvenience are intolerable. If they are, then the tree is Z7; if they are not that bad, then the tree belongs in another subcategory.</p>
Z8	<p>Where more serious damage occurs to property from root action, then court/tribunal judgments on liability help to focus on what level of damage is deemed tolerable by society. The most common example is direct damage from roots, trunks and branches to structures and surfacing. Repairs to walls may require such extensive excavation and cutting of roots that the tree cannot be retained. However, the use of innovative techniques may reduce root damage, but still produce a viable boundary, allowing the tree to be retained. Root damage to surfacing is often a sustainable reason for removal if rectifying the damage will significantly adversely affect the tree. In contrast, the potential for roots to deform surfacing would be a less reliable basis for allocation to this subcategory because it is so unpredictable. As a general rule, there would need to be good evidence for ongoing damage, with little scope for remedial works, before a tree could be reliably allocated to this subcategory.</p>
Z9	<p>This is a similar subcategory to Z5, but where the defect is not so severe that remedial works have to be extensive and immediate. Quite often, there are less severe defects that are so bad there is no realistic potential for the tree to improve, but it could be retained in the short term with some significant remedial works. This would only be seen as a temporary measure because to continue applying the same principle would not be cost-effective compared to replacement. A typical example would be a tree with a large and progressive cavity that will clearly prevent it ever improving its condition or contribution to amenity. However, substantial thinning and reduction would allow it to be retained in the short term to allow other replacement trees to develop to buffer its inevitable loss. The benefit of retaining it in the short term might outweigh the cost of doing the works as a one-off, but not on a regular basis.</p>
Z10	<p>It is common to find trees that are obviously not good enough for long term retention because they look unhealthy or are so unbalanced or so tall and thin or that they will never improve. However, the problems are not so severe that there is a high risk of death or failure, and they cannot be discounted for that reason. This subcategory is for those trees and relies on the principle of sustained amenity to justify the allocation. Trees with no potential to improve are taking up space where new trees could be growing, which would be enhancing the desirable objective of an uneven age class structure. The replacements would obviously be small trees and these would then fall into the Z1 subcategory. As set out in the Z1 explanations, the precise location on the site is not often that critical, so these trees would not generally be considered worthy of being a material constraint.</p>
Z11	<p>This applies to trees in groups where one individual is destructively interfering with another. The judgment of which is the better tree is obviously subjective and would be informed by which tree had the best potential for sustainable retention. An obvious example is one tree growing up through another and directly rubbing causing damage. Retaining both would probably result in the loss of each, whereas removing one may allow the other to achieve its full potential. Another example would be one tree shading and preventing the sustainable development of a neighbour to the extent that both trees would be prematurely removed if left alone. The removal of one tree may be justified if it allowed the remaining tree to reach its full potential. If both trees could be retained as a group and achieve their full potential, then they should not be included in this subcategory.</p>
Z12	<p>This is a matter of judgment and may vary widely. It primarily applies to existing trees that are not suited to their location, but there is resistance to their replacement. As a general principle, all trees will incur some management costs and these would normally not be a valid reason for removal. However, as those costs increase, their acceptability decreases to a point where it will be more cost-effective to plant a new tree more suited to the location rather than incur the burden of repeated and excessive costs indefinitely. Typical examples include topped trees with excessive decay, pollarded trees to reduce subsidence risk, trees beneath power lines and trees close to buildings, roads and paths. All these examples will require high levels of maintenance that may not be financially acceptable unless the benefits that arise from retaining the trees are particularly high.</p>
A1	Trees that do not require any specific remedial works above those that would be required for normal maintenance.
A2	Trees with minor defects likely to recover from remedial works to be retainable in the long term, i.e. pollards with little decay.
A3	'Special' means unusual, rare or uncommon, i.e. a tree of some historical/cultural significance, etc.
A4	Trees can be valuable ecological habitat that may be protected by legislation, which may be a material constraint on the type and timing of changes that can occur on a site. If an ecological assessment has not been carried out by the time of the survey, and the arborist suspects there may be habitat issues, the tree should be identified as A4, and specialist assessment should be sought.

Tree AZ Detailed Descriptors.

TREE DESCRIPTORS & TERMINOLOGY - OPEN SPACE MANAGEMENT

AGE:

Young	Juvenile tree recently planted. Last 1- 5 Yrs
Semi-mature	Tree still growing within the current environment
Mature	Specimen has reached expected size in current situation.
Senescent	Tree is over mature and in decline or past its respective SULE for the site.

FORM:

Good	Canopy full and symmetrical.
Fair	Minor asymmetry or suppression; considered typical for species in situation.
Poor	Canopy suppressed, major asymmetry. Stump re-growth.

HEALTH:

Good	Crown full, with good density. Foliage entire with good colour with minimal or no pathogen damage. Good growth indicators, e.g. extension growth. No or minimal canopy dieback. Good wound-wood development.
Fair	Tree is exhibiting one or more of the following symptoms; Tree has <30% dead wood, or can have minor canopy dieback, Foliage generally with good colour, some discolouration may be present, minor pathogen damage present. Typical growth indicators, e, g. extension growth, leaf size, canopy density for species in location may be slightly abnormal.
Poor	Tree has >30% dead wood. Canopy Dieback present. Discoloured or distorted leaves and or excessive Epicormic Regrowth. Pathogen is present and or stress symptoms that could lead to or are leading to decline of tree.
Dead	Tree is dead.

STRUCTURE:

Good	Good branch attachment and or no minor structural defects. Trunk and scaffold branches sound or only minor damage. Good trunk and scaffold branch taper. No branch over extension. No damage to structural roots and or good buttressing present. No obvious root pests or diseases.
Fair	Some minor structural defects and or minor damage to trunk. Bark missing. Cavities could be present. Minimal or no damage to structural-roots. Typical structure for species in the situation.
Poor	Major structural defects and or trunk damaged and or missing bark. Large cavities, and or girdling or damaged roots that are problematical.
Hazardous	Tree poses immediate hazard potential that should be rectified as soon as possible.

VIGOUR:

Good, Fair or Poor. This describes the ability of a tree to promote extension growth and wound-callus effectively; this is directly related to the annual progress of tree growth, including root systems, which are dependent on in-situ and environmental conditions.

GENERAL CONDITION:

Describes a tree or group of trees in a broad term of convenient précis that considers all of these Tree Descriptors as mentioned in Documents. Tree Data Tables & Photos.

SAFE USEFUL LIFE EXPECTANCY (SULE): As per AS 4970-2009

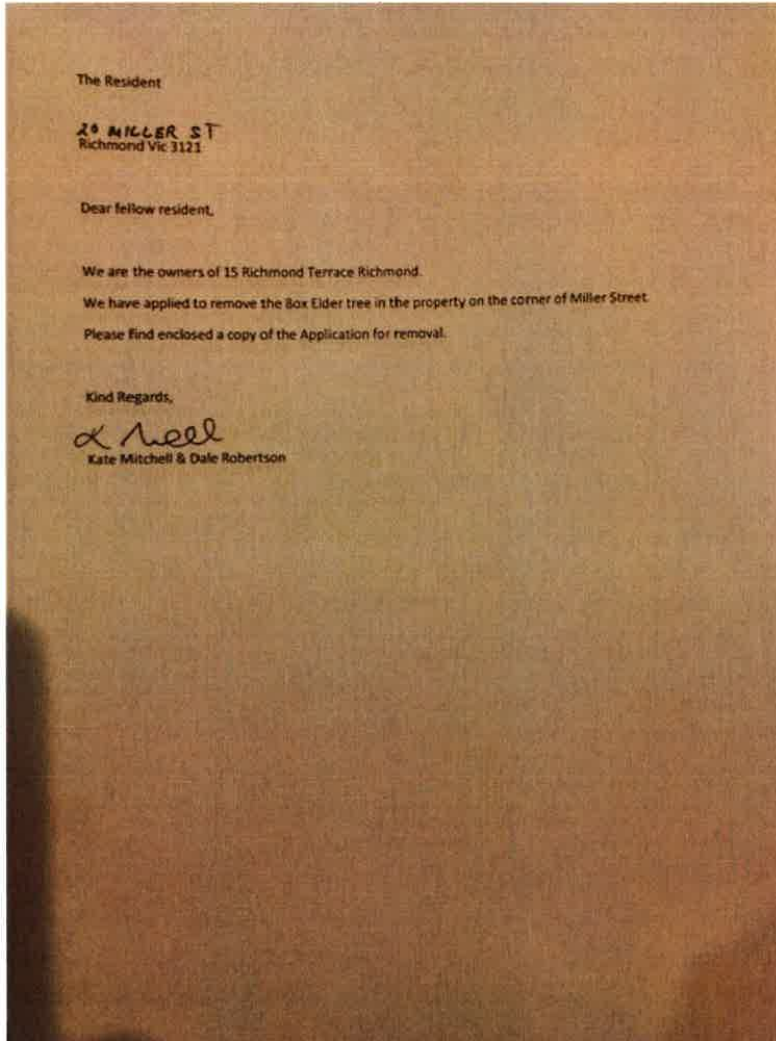
Safe Useful Life Expectancy (SULE) means that in a planning context the length of time a tree can be maintained as a useful amenity and not a liability is by far the most important long-term consideration. SULE is contingent on a number of obvious management assumptions and the fundamental principles of public safety and usefulness in the landscape. Trees are a renewable resource.

Arboricultural Consultancy Assumptions and Limiting Conditions - OSM

1. Any legal description provided to the consultant is assumed to be correct. Any titles and ownerships to any property are assumed to be good. No responsibility is assumed for matters legal in character.
2. It is assumed that any property/project is not in violation of any applicable codes, ordinances, statutes or other government regulations.
3. Care has been taken to obtain all information from reliable sources. All data has been verified in so far as possible, however; the consultant can neither guarantee nor be responsible for the accuracy of the information provided by others.
4. The consultant shall not be required to give testimony or to attend court by reason of this report unless subsequent contractual arrangements are made, including payment of an additional fee for such services.
5. Loss or alteration of any part of this report invalidates the entire report.
6. Possession of this report or a copy thereof does not imply right of publication or use for any purpose by anyone but the person to whom it is addressed, without the prior written consent of the consultant.
7. Neither all nor any part of the contents of this report, nor any copy thereof, shall be used for any purpose by anyone but the person to whom it is addressed, without the written consent of the consultant; not shall it be conveyed by anyone, including the client, to the public through advertising, public relations, news, sales or other media, without the written consent of the consultant.
8. This report and any values expressed herein represent the opinion of the consultant and the consultant's fee is in no way contingent upon the reporting of the specified value, a stipulated result, the occurrence of a subsequent event, nor upon any finding to be reported.
9. Sketches diagrams, graphs and photographs in this report, being intended as visual aids, are not necessarily to scale and should not be construed as engineering or architectural reports or surveys.
10. Unless expressed otherwise: Information contained in this report covers only those items that were examined and reflect the condition of those items during the inspection.
11. The inspection is limited to visual examination accessible components without dissection, excavation or probing unless otherwise indicated within the report.
12. There is no warranty or guarantee, expressed or implied that the problems or deficiencies of the plants property in question may not arise in the future.

Kate Mitchell

From: Kate Mitchell
Sent: Tuesday, 4 April 2023 9:09 AM
To: Kate Mitchell



The Resident

27 MILLER ST
Richmond Vic 3121

Dear fellow resident,

We are the owners of 15 Richmond Terrace Richmond.

We have applied to remove the Box Elder tree in the property on the corner of Miller Street.

Please find enclosed a copy of the Application for removal.

Kind Regards,


Kate Mitchell & Dale Robertson

The Resident

29 MILLER ST
Richmond Vic 3121

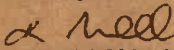
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The Resident

7 RICHMOND TCE
Richmond Vic 3121

7

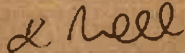
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Kate Mitchell & Dale Robertson

The Resident

15 RICHMOND TEE
Richmond Vic 3121

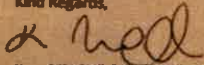
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Kate Mitchell & Dale Robertson

The Resident

11 RICHMOND TCE
Richmond Vic 3121

Dear fellow resident,

We are the owners of 15 Richmond Terrace Richmond.

We have applied to remove the Box Elder tree in the property on the corner of Miller Street.

Please find enclosed a copy of the Application for removal.

Kind Regards,


Kate Mitchell & Dale Robertson

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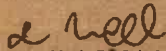
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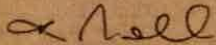
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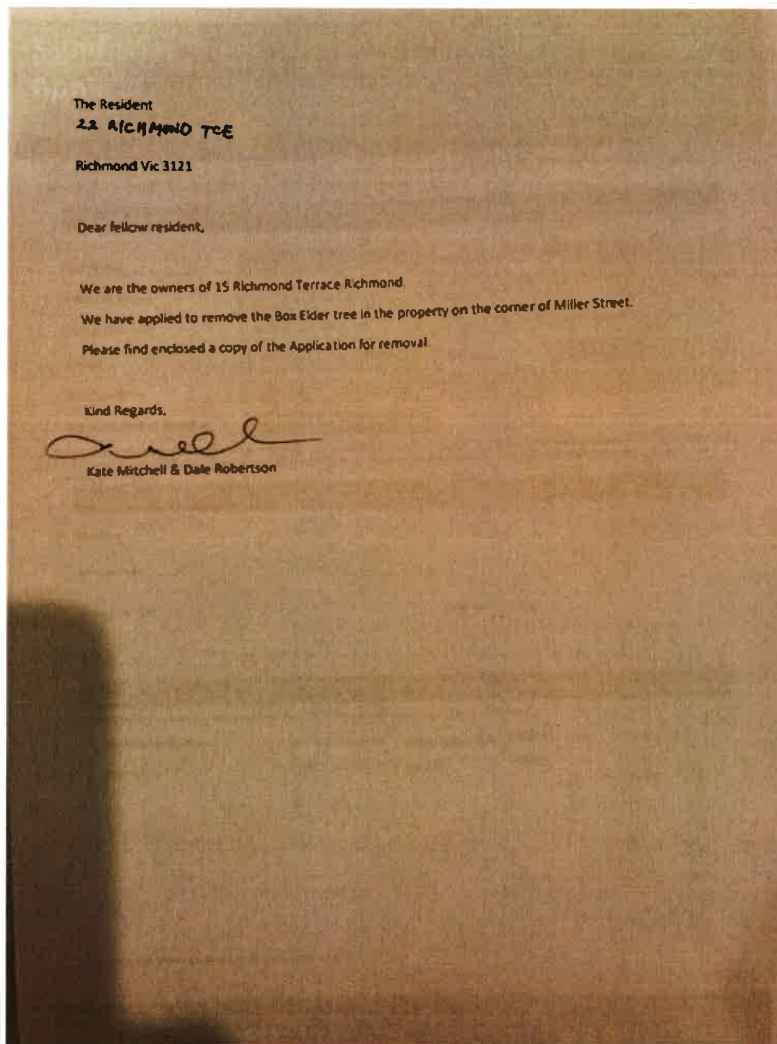
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Kind Regards,




Kate Mitchell & Dale Robertson



Regards,
Kate Mitchell
Mitchell Family Law

Sent from my iPhone



**Guidelines for the
consideration of
Significant Tree
Applications under
Council's General
Local Law - 2016**



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02 Guidelines for assessing applications for significant tree removals.



Introduction

Trees in urban landscapes provide many environmental, health and economic benefits. In many cases, the value of urban trees in private and public landscapes can outweigh the financial inputs required in their establishment and maintenance if issues of urban sustainability are considered. Their benefits include opportunities to ameliorate the urban heat island effect, reduce stormwater runoff, provide shade and reduce energy use.

Landscape values are another benefit of trees. They provide a sense of human scale and soften the built landscape. Trees can also reinforce the character of a streetscape and visually link areas.

Council's implementation of the General Local Law 2016, clause 39 specifically provides for the protection of trees within the municipality and refers to the Council's development of a significant tree register. It is the aim of the General Local Law 2016 to maximise the benefits from trees and maintain a tree canopy that provides for the wider community.

These Guidelines have been prepared in order to clearly set out the way in which applications for permits will be assessed for trees listed on the Council's 'Significant Tree Register' as defined in subclause 7.43 of the General Local Law 2016. Under this subclause the following is defined:

- 7.43 **"significant tree register"** means a register of trees of cultural significance to the Council, which is kept and maintained by Council;

The Guidelines also apply to any other tree which meets the criteria set out in subclause 7.42 of the General Local Law 2016 as follows:

- 7.42 **"significant tree"** means a tree which meets one or more of the following criteria:
- 7.42.1 the tree is single trunked with a trunk diameter of 400 mm or greater measured at 1500 mm (1.5m) above the ground; or
 - 7.42.2 the tree is multi-trunked with a combined trunk diameter of 400mm or greater at 1500 mm (1.5m) above the ground; or
 - 7.42.3 the tree is individually listed on the significant tree register;
 - 7.42.4 the tree is one of a group of trees listed on the significant tree register; or
 - 7.42.5 the tree is single trunked with a trunk diameter of 400 mm or greater measured at ground level; or
 - 7.42.6 the tree is multi-trunked with a combined trunk diameter of 400 mm or greater measured at ground level;

Preliminary Matters

An application for a permit to remove, damage, destroy or lop a tree protected under the Local Law must be made to the Council. It will then be determined in accordance with clause 39 of the General Local Law 2016 either by an authorised officer or by resolution of the Council.

For ease of expression, these Guidelines refer throughout to "the Council", however, they apply to the assessment and determination of an application by Council resolution and by an authorised officer.

Guidelines

These Guidelines require that, in the assessment of an application for a permit to remove, damage, destroy or lop a significant tree; the Council consider three key elements. These are:

- (i) the health, condition and identified & potential hazard status of the tree
- (ii) the type of tree and its value to both people and the surrounding environment; and
- (iii) the reasons for the request to remove, damage, destroy or lop the tree.

Assessments are to be guided by the overarching principle of the General Local Law 2016, which is to retain significant trees where practicable and safe to do so, while also seeking to safeguard the right of the landowner to the reasonable use of their property.

Hierarchy of Need

The Council, when assessing applications for permits to remove, damage, destroy or lop a tree, will have regard to a hierarchy of need which has been established in relation to the most common improvements undertaken on home sites. The purpose of this hierarchy is to allocate decreasing levels of significance to the different kinds of improvements undertaken, from the construction of new dwellings to the addition of recreational facilities to existing dwellings. The hierarchy of need is:

- (i) New dwellings;
- (ii) Building Repairs
- (iii) Alterations and additions to existing dwellings (including extensions to the dwelling, and structures such as garages and carports);
- (iv) Swimming pools;
- (v) Patios and decks;
- (vi) Landscaping and paving; and
- (vii) Recreational facilities (eg tennis courts)

Where an improvement other than those listed above is proposed as part of an application, the Council will allocate it to a suitable level in the hierarchy of need based on its similarity to one of the improvements listed above.

Applications

When the Council receives an application for a permit to remove, damage, destroy or lop a tree on private land, it will be assessed as follows:

- (i) The application will be referred to the Council's Manager Compliance for assessment.
- (ii) If required, the Council's Manager Compliance will allocate the application to an Arborist, for the purpose of preparing a report on the health and significance of the tree the subject of the application. The Arborist's report will make recommendations as to whether the tree can and/or should be removed, or other appropriate action should be undertaken.
- (iii) Council's Manager Compliance will consider all supporting documentation from a suitably qualified professional (e.g. structural engineers, arborists, other relevant specialist professions, etc)
- (iv) The Council's Manager Compliance will consult with other Council Officers as appropriate
- (v) The Council's Manager Compliance will then assess and determine the application, taking into account:
 - (a) the recommendations of the independent Arborist and any comments of the Council's Arborist;
 - (b) any other reports provided or comments from other relevant Council professionals;
 - (c) the hierarchy of need;
 - (d) any other reasons for the proposal to remove, damage, destroy or lop the tree;
 - (e) the effect of the proposed removal, damage, destruction or lopping on the aesthetics of the surrounding area;
 - (f) whether the tree the subject of the proposal has caused, is causing, or is likely to cause, substantial property damage or a threat to the health or safety of any person
 - (g) whether the tree the subject of the proposal has caused, is causing, or is likely to cause a significant public nuisance or a nuisance to adjoining landowners that cannot be alleviated with pruning or other forms of tree management;
 - (h) whether the tree is a recognised weed as defined by the Declared Noxious Weeds under the Catchment and Land Protection Act;
 - (i) any legislative requirements imposed by any Act, regulation or other legislative instrument; and
 - (j) any other matter relevant to the circumstances of the application.

If deemed necessary by the Council's Manager Compliance, the Council's Manager Compliance and other relevant persons may conduct a site inspection to assist in the determination of the application.

Tree Removal

The Council values trees located throughout parks, streets and private land holdings within the municipality. It is for this reason that the Council will retain all trees where it is appropriate and possible to do so.

The preservation of significant trees is of prime importance to the Council and it will encourage the use of practical techniques to maintain the health and safety of trees.

In some circumstances, however, the removal of trees may be necessary and by recognising those circumstances, and permitting removal where appropriate, Council can protect property and public safety within the municipality to an acceptable level.

Reasons for approving an application for removal of a significant tree include:

- (i) The tree is damaged, diseased, and dead or in decline and further remedial action is unlikely to be effective in saving the tree.

Note: In the event that vandalism to, or poisoning of, a tree is suspected, by persons known or unknown, provided that the tree does not present a threat to property or to the health or safety of any person, the application will not be determined until an investigation into the cause of damage to, or death of, the tree has been completed, or the Council is otherwise satisfied that the application should be determined sooner.

- (ii) The tree has a significant structural fault, identified by a qualified arborist, that cannot be remedied by appropriate techniques

- (iii) The tree is an immediate threat to the health or safety of any person, or poses a serious, documented health risk that cannot be rectified by pruning or other methods.

Note: Where it is claimed that a tree poses a serious, documented health risk, the Council may require the provision of evidence in support of that claim.

- (iv) The tree has caused, is causing, or is likely to cause, substantial damage to property (including that of public utilities) and the estimated cost of ongoing repairs outweighs the value of the tree, and there is no reasonable alternative to solve the problem.

- (v) The works must be carried out in order to comply with any obligation imposed at law (e.g. an Act, Court order, etc.).

- (vi) The tree has been identified in a property development plan approved by the Council as requiring removal in order to implement that plan.

- (vii) Construction of one or more new buildings on a site where the applicant can demonstrate to the Council's satisfaction that:

- (a) the proposed works cannot be redesigned, or the use of particular building techniques are not feasible in order to protect the buildings; and

- (b) that appropriate arboricultural techniques as detailed in the submission of an Arborist report cannot be employed, in order to retain the tree.

Reasons for refusing an application for removal of a significant tree might include:

- (i) The tree is in good condition, suitable to the site, and has not caused, is not causing, and is unlikely to cause substantial damage to property or a threat to the health or safety of any person.
- (ii) The tree is to be removed from private property only to facilitate the construction of tennis courts, patios, decks, garages, carports, swimming pools, or similar facilities, unless a planning permit has been approved which requires removal in order to implement the permit.
- (iii) The tree is to be removed only to address issues with tree litter and/or leaf fall.
Note: this is considered part of general maintenance and not a nuisance issue.
- (iv) The tree is to be removed to address an unsubstantiated and perceived danger that a tree might fall or drop branches in a storm.
Note: If such a claim is made, the Council may require provision of evidence that the stability of the tree is compromised. The Council might also engage an Arborist to conduct its own enquiries into the stability of the tree.
- (v) The tree is to be removed only to facilitate a desire to re-landscape.
- (vi) The tree is to be removed only to facilitate access for solar panels.
- (vii) The tree has caused, is causing, or is likely to cause problems for swimming pool installation and/or maintenance because of interference by roots and/or falling
- (viii) The tree must be removed to facilitate the repair of underground services (e.g. water, gas etc.) when all other options have not yet been considered (e.g. sleeving sewerage pipes, realignment of services etc.). In these instances, tree owners must consider Hydro-excavation and other non-destructive excavation methods.

Tree Pruning

The trigger for an application to prune the tree includes the removal of branches that will affect the overall shape and appearance of the tree. A permit to lop or prune a tree listed in the Council's Significant Tree Register will not be issued unless the Council is reasonably satisfied that:

- (i) the branch/es to be removed are dead or dying;
- (ii) the branch/es to be removed pose an immediate hazard of falling
- (iii) the branch/es to be removed are causing damage to property (including public assets) which cannot be alleviated through means other than removal;
- (iv) the works are to be carried out in order to comply with any obligation imposed by law (e.g. an Act, Court order, etc);
- (v) the works are to be carried out to provide access for vehicles or pedestrians; or
- (vi) the works are to be carried out to reduce overhang from dwelling roofs.

All pruning should be carried out by a qualified arborist according to AS 4373-2007, Pruning of Amenity Trees.

Grievance Procedure

If a person applying for a permit to remove, damage, destroy or lop a significant tree on private property is dissatisfied with the determination of that application by the Council's Manager Compliance, they may apply to the Council's Executive Manager CEO Office, for review of that determination.

Any application must be in writing, addressed to the Council's Executive Manager CEO Office, and accompanied by:

- (i) a document explaining why the person is applying to remove, damage, destroy or lop the tree the subject of the application;
- (ii) any supporting documentation which justifies the proposal to remove, damage, destroy or lop the tree they may have (e.g. soil engineer's report evidencing property damage);
- (iii) a report prepared by an arborist who is suitably qualified (AQF Level 5 Arboriculture or equivalent) in accordance with Council Arboriculture Victoria guidelines (**CAV**).

The Council's Executive Manager CEO Office will then review the application, in consultation with the Council's Manager Compliance and any relevant persons.

The Council's Executive Manager CEO Office will then assess the application, following the procedure set out in paragraph 'Application' of these Guidelines. The Council's Executive Manager CEO Office may obtain and consider such further information and evidence as considered necessary for determination of the application. A determination will then be issued by the Council's Executive Manager CEO Office.

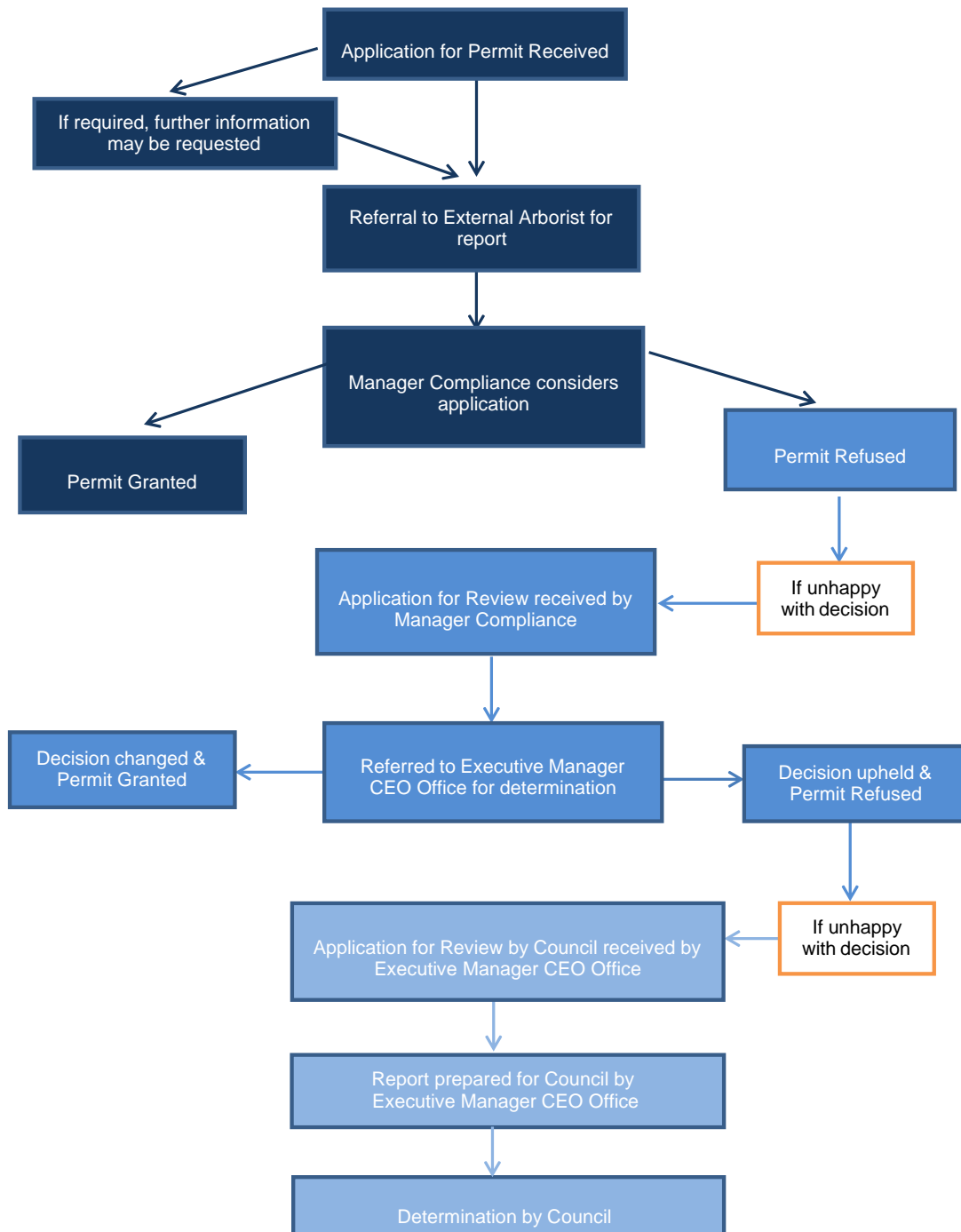
If the person applying for the permit is still dissatisfied with that determination, they may request that the matter is referred to the Council for assessment and determination.

Any request must be in writing, addressed to the Council's Executive Manager CEO Office. The Council's Executive Manager CEO Office will then prepare a report to the Council, to be considered at the earliest ordinary meeting following receipt of the request.

The report will address the matters set out in paragraph 'Application' of these Guidelines, together with such further information and evidence as was considered by the Council's Executive Manager CEO Office in the initial review of the application. The Council will then determine the application by resolution.

The permit assessment and grievance procedure is outlined in a flowchart on the following page.

Permit Assessment and Grievance Procedure



Tree Inspection Report for the City of Yarra

Applicant:	[REDACTED]	
Applicant address:	[REDACTED]	
Phone/Email:	[REDACTED]	
TRIM Reference:	230404-000195	Permit Reference: STree23/0031
Date of referral:	6/04/2023	
Property owner consent:	<input checked="" type="checkbox"/> Yes	

Request:	Significant tree removal permit
Applicant's reasons:	<p>The tree is in poor health, overly mature and in decrepit and declining condition. The attached arborist report describes it as senescent and partially dead, with very poor form, structure and vigour. The report also concludes that the tree has stress regrowth, twin leaders at 1.4Mtrs with a bark included bifurcation, hollow and with weeds growing in it and holding water.</p> <p>Further the arborist has observed that the tree is completely hollow & rotten. The tree has now effectively outgrown the site - it is surrounded by hard landscape, with diminished growth potential and various services including power-line influences and statutory set-backs on x3 Aspects. The canopy is dying-back, is no longer viable and completely over-mature for the site.</p> <p>We propose replacement of the tree with either a Magnolia Grandiflora or an Angophora costata to a height of 2m at planting.</p>

Ward:	Melba
Overlays:	Heritage Overlay (HO332)
	Would a permit be required under planning overlays? No

Tree #1 Details

Location:	Front of 15 Richmond Terrace, Richmond	
Botanical Name:	<i>Acer negundo</i>	Height: 10 metres
Common Name:	Box Elder	Spread: 12 metres
DBH at 1.5 m:	57 centimetres	Multiple stems: 37 and 44 centimetres

Origin: Exotic	Age Class: Mature	Significance: Medium
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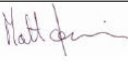

Health: Good	Structure: Fair	Useful Life Expectancy: 5-15 years
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Comments:	<p>Note:</p> <ul style="list-style-type: none"> This tree was inspected by Tree Dimensions as part of a significant tree removal application in February 2017. Report date 22 February 2017. This tree was inspected by Tree Dimensions as part of a significant tree removal application in January 2020. Report date 23 January 2020. The application form and an arborist's letter dated 24/3/2023 were reviewed as part of this assessment. <p>The Box Elder's crown is healthy and visible in the landscape because of its corner position. Medium significance has been allocated because of the tree's size, taking into account its contributions to ecosystem services and amenity. Some surface roots have been damaged, but there was no indication that the tree's stability was compromised. The yard is large enough for the tree's root system; the stem is ~4.5 m from the dwelling and the tree has not outgrown the space.</p> <p>The stem has a wound with a cavity at the base and other minor wounds. A mallet was used to sound the stem and the structural integrity at the base does</p>
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not appear compromised. The stem divides into two at about 1.0 m above ground level with bark included in the tight crotch above the union. Reaction wood has been produced on either side of the union. Old decaying wounds were visible on the top side of some primary branches. Reduction pruning has been undertaken on the crown on all sides, decreasing the load on decayed defects. The tree is not a listed weed species within the Yarra Local Government Authority. This medium-sized tree has reached maturity and has a number of defects described above. However, it has been pruned and could continue to provide amenity and ecosystem services benefits (with ongoing maintenance every 2–5 years) for at least another 10 years.

Damage:	<input type="checkbox"/> Building <input type="checkbox"/> Fence <input type="checkbox"/> Path <input type="checkbox"/> Sewer <input type="checkbox"/> Stormwater <input type="checkbox"/> Car				
Description: (Include gap widths)	No damage has been alleged by the applicant.				
Contributing factors:	<input type="checkbox"/> Old or inadequate footings	<input type="checkbox"/> Inadequate stormwater discharge	<input type="checkbox"/> Poor site drainage	<input type="checkbox"/> Private plantings	<input type="checkbox"/> Council plantings
	<input type="checkbox"/> Seasonal flexing	<input type="checkbox"/> Reactive clay soils	<input type="checkbox"/> Service pits	<input type="checkbox"/> Site maintenance	<input type="checkbox"/> Drought
Comments:	None				
Probability of tree involvement:	None	Distance from tree trunk to alleged damage:	Not applicable		

Conclusions:	<p>This tree is of medium significance in the landscape and contributes high amenity to the area. It does not require removal. Because of recent pruning, no action is required at this time. However, further reduction pruning will be required every 2–5 years.</p>
Recommended action:	<p>Decline application for removal.</p> <p>Note: Pruning is to be done by qualified arborists (minimum AQF level 3) and must conform to the guidelines of AS4373 Pruning of Amenity Trees.</p>

<p>Assessed by: </p> <p>Matt Sauvarin CertiVHort(P&G), AssocDegreeEnvHort(Arb) BHort(Arb) Melb. Arboricultural Consultant</p> 	<p>Inspection date: 11/04/2023</p> <p>Report date: 19/04/2023</p>
<p>Tree inspection was undertaken in accordance with section 39 of <i>Procedure and Protocol Manual - Yarra City Council General Local Law 2016</i>.</p>	

Aerial photo showing tree location:

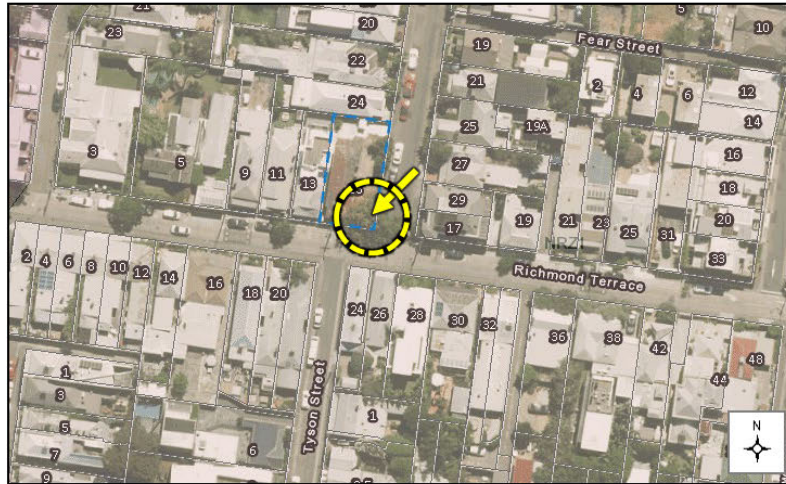


Image taken from VicPlan , 2023.

Photographic illustrations:



Tree #1 viewed form the north-east.



Tree #1, viewed from the south-west.



Tree #1, the stem.



Tree #1, the stem base. A cavity (the steel picket was taken out to inspect the cavity) and a minor wound.



Tree #1, a decayed wound on the topside of primary branches.



Tree #1, another decayed wound on the topside of a primary branch.

Tree Inspection Report for the City of Yarra

Applicant:	[REDACTED] Treeincarnation	
Applicant address:	PO Box 113 ASHBURTON 3147	
Phone/Email:	[REDACTED] @treeincarnation.com.au;	[REDACTED]
TRIM Reference:	191024-000594	Permit Reference: Stree19/0050
Date of referral:	13/01/2020	
Property owner consent:	<input checked="" type="checkbox"/> Yes Application signed by [REDACTED]	

Request:	Significant tree removal permit
Applicant's reasons:	Tree has been assessed to be in declining health and is evident that there is excessive amounts of decay throughout the trunk and main lateral branches. Weight reducing the canopy of the tree wouldn't mitigate the chance of branch failure to an acceptable level of risk, without significantly compromising the health and longterm longevity of the tree.

Ward:	Melba
Overlays:	Heritage Overlay Schedule (HO332) Would permit be required under planning overlays? No

Tree #1 Details

Location:	Front of 15 Richmond Terrace, Richmond		
Botanical Name:	<i>Acer negundo</i>	Height:	10 metres
Common Name:	Box Elder	Spread:	N-S 13 m, E-W 15 m
DBH at 1.5 m:	~50 centimetres	Multiple stems:	35 & 35 (estimated)



Origin: Exotic	Age Class: Mature	Significance: Medium
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Health: Good	Structure: Fair	Useful Life Expectancy: 5-15 years
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Comments:	<p>Note:</p> <ul style="list-style-type: none"> This inspection was undertaken from the street. This tree was inspected by Tree Dimensions as part of a significant tree removal application in February 2017. Report date 22 February 2017. Recommendations of the report do not appear to have been undertaken. <p>The Box Elder's crown is healthy and visible in the landscape because of its corner position. Medium significance has been allocated because the tree's size, taking into account its contributions to ecosystem services and amenity. The crown has been pruned from electrical conductors to the north and south; however, it has been left to extend over the road to the east.</p> <p>Necrotic areas were visible on the topside of some limbs and branches. This is usually the result of sun scorch. The stem divides into two at about 1.0 m above ground level and the union at this height is poorly formed. However, reaction wood has been produced either side of the union. With pruning to reduce the crown's length on the eastern side and pruning to decrease load on decayed areas, the tree could be retained in the landscape for up to 15 years.</p>
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Damage:	<input type="checkbox"/> Building <input type="checkbox"/> Fence <input type="checkbox"/> Path <input type="checkbox"/> Sewer <input type="checkbox"/> Stormwater <input type="checkbox"/> Car <input type="checkbox"/> Other:				
Description: (Include gap widths)	n/a				
Contributing factors:	<input type="checkbox"/> Old or inadequate footings	<input type="checkbox"/> Inadequate stormwater discharge	<input type="checkbox"/> Poor site drainage	<input type="checkbox"/> Private plantings	<input type="checkbox"/> Council plantings
	<input type="checkbox"/> Seasonal flexing	<input type="checkbox"/> Reactive clay soils	<input type="checkbox"/> Service pits	<input type="checkbox"/> Site maintenance	<input type="checkbox"/> Drought
	<input type="checkbox"/> Other:				
Comments:	There is no alleged damage.				
Probability of tree involvement:	None	Distance from tree trunk to alleged damage:	n/a		

Conclusions:	<p>This tree is of medium significance in the landscape and contributes to amenity and ecosystem services. It does not require removal.</p> <p>Reduction pruning to decrease weight on the eastern side and on decayed limbs/branches is a viable option to reduce the risk if limb failures. This will also shape the tree and reduce some of the canopy overhanging the road.</p>
Recommended action:	<p>Decline application for removal.</p> <p>Approve the following pruning: Reduction pruning, shortening the crown's length on the eastern side length (and therefore decreasing the weight), and pruning to reduce load on decayed limb/branches. A maximum of 15–30% live crown can be removed.</p> <p>Note: Pruning is to be done by qualified arborists (minimum AQF level 3) and must conform to the guidelines of AS 4373 <i>Pruning of amenity trees</i>.</p>

Assessed by:  Matt Sauvarin CertIVHort(P&G), AssocDegreeEnvHort(Arb) BHort(Arb) <i>Melb.</i> Arboricultural Consultant  TREE DIMENSIONS <small>TREES IN THE RIGHT ENVIRONMENT</small>	Inspection date: 14/01/2020 Report date: 23/01/2020
<p>Tree inspection was undertaken in accordance with section 39 of <i>Procedure and Protocol Manual - Yarra City Council General Local Law 2016</i>.</p>	

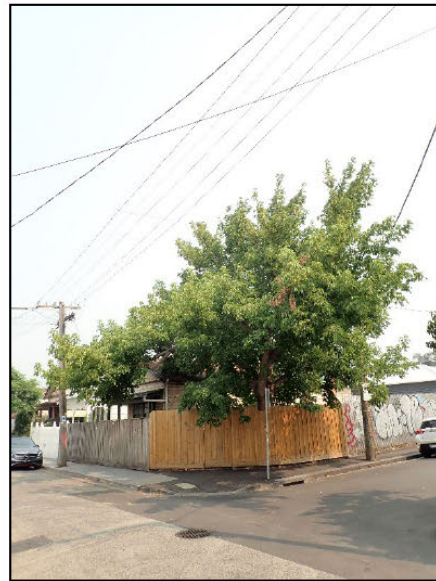
Aerial photo showing tree location:



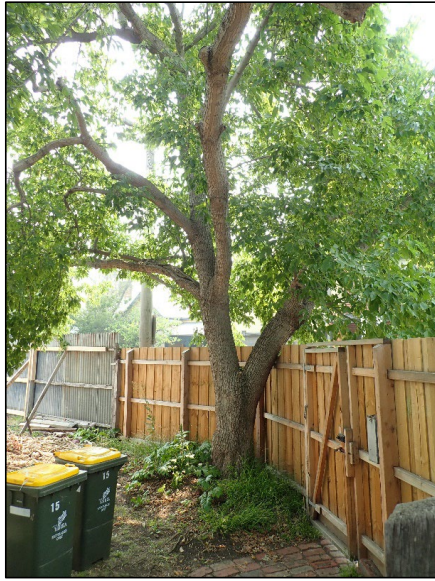
Photographic illustration:



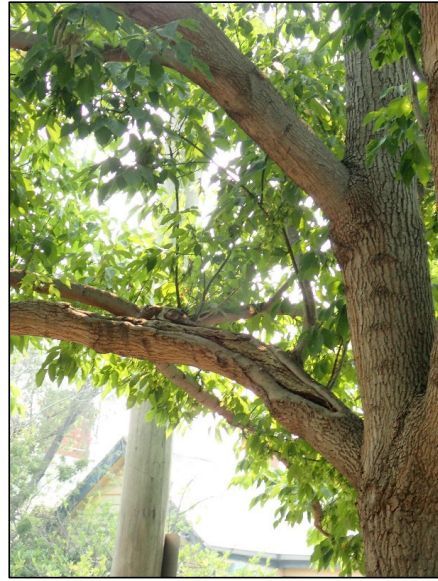
Tree #1 viewed from the north-east.



Tree #1 viewed from the south-east.



Tree #1's lower stem.



Tree #1: A decayed wound on the topside of a limb to the north-west.

Tree Inspection Report for the City of Yarra

Applicant:	Amsal Pty Ltd	
Applicant address:	[REDACTED]	
Phone/Email:	[REDACTED]	
TRIM Reference:	D17/12112	Permit Reference: STree17/0006
Date of referral:	7/02/2017	
Property owner consent:	<input checked="" type="checkbox"/> Yes	

Request:	Significant tree removal permit
Applicant's reasons:	I recently had to replace sewer which was broken with roots - plus trees are too big for block and are overwhelming the house causing it to be in shadow most of time and clogging up the roof which has needed to be replaced.

Ward:	Melba
Overlays:	Heritage Overlay Schedule (HO332) Would permit be required under planning overlays? No

Tree #1 Details

Location:	Eastern yard of 15 Richmond Terrace, RICHMOND, 3121 (northern tree)		
Botanical Name:	<i>Acer negundo</i>	Height:	11 m
Common Name:	Box Elder Maple	Spread:	15 m
DBH at 1.5 m:	78 cm	Multiple stems:	54 & 57 cms

Origin: Exotic	Age Class: Mature	Significance: Medium
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Health: Good	Structure: Fair	Useful Life Expectancy: 5-15 years
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Tree #2 Details

Location:	15 Richmond Terrace, RICHMOND, 3121 (southern tree)		
Botanical Name:	<i>Acer negundo</i>	Height:	8 m
Common Name:	Box Elder Maple	Spread:	13 m
DBH at 1.5 m:	52 cm	Multiple stems:	39 & 35 cm

Origin: Exotic	Age Class: Mature	Significance: Medium
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Health: Good	Structure: Fair	Useful Life Expectancy: 5-15 years
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Comments:	Both subject trees are highly visible from Miller Street and Richmond Terrace, providing good amenity to the area. These deciduous trees provide summer shade to the dwelling and to pedestrians in the area. They also provide habitat for lorikeets that were observed in the trees' crowns at the time of inspection.
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The northern tree (#1) has been pruned for powerline clearance on its eastern side. Viewed from within the site, the tree has also been lopped in the distant past. Epicormic shoots have since established from lopping points. The branch unions that were visible from the ground appeared sound. Some branches extend over a significant area of the dwelling's roof and may be of epicormic origin from the lopping points. If so, they may be weakly attached and pose a risk of failure. Some structural roots near the root flare are exposed and show early signs of decay.

The southern tree (#2) grows over a section of the south-east corner of the roof. The tree has some established epicormic shoots in the crown. This tree's stem is bifurcated with a y-shaped union and has a sealed cavity at the base. The roots of this tree are not exposed.

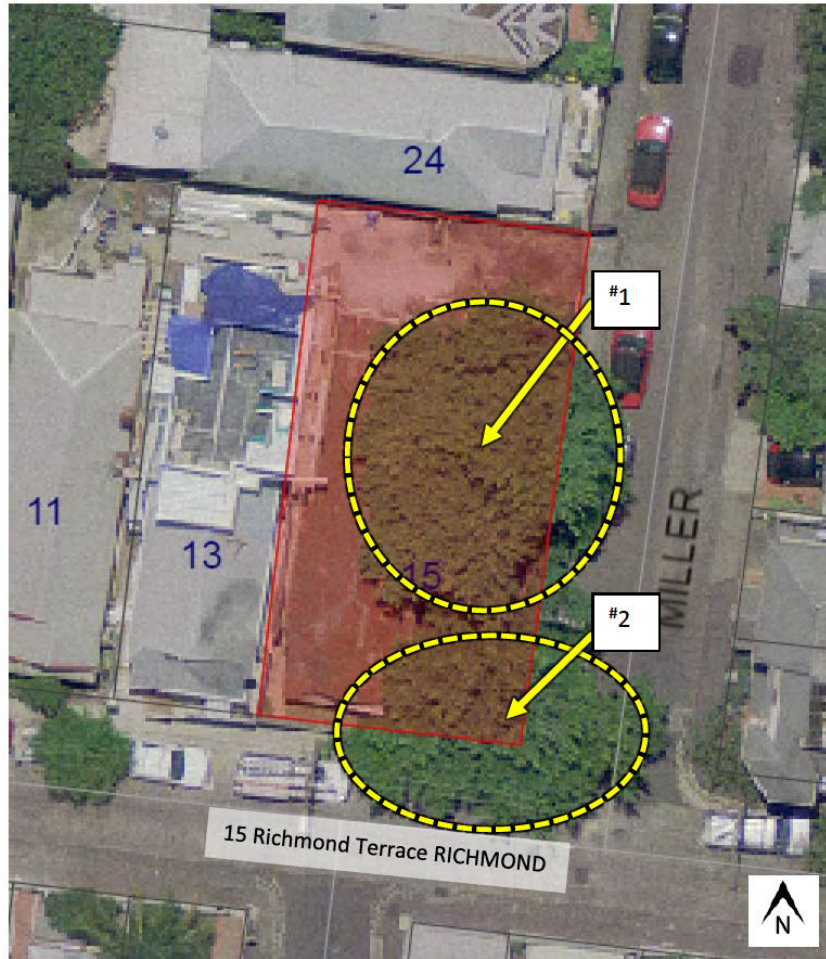
Damage:	<input type="checkbox"/> Building <input type="checkbox"/> Fence <input type="checkbox"/> Path <input checked="" type="checkbox"/> Sewer <input type="checkbox"/> Stormwater <input type="checkbox"/> Car <input type="checkbox"/> Other:		
Description: (Include gap widths)	The applicant has alleged that recently replaced pipes contained tree roots, the trees cast too much shade, and that tree debris has caused rusting of the roof.		
Contributing factors:	<input type="checkbox"/> Old or inadequate footings <input type="checkbox"/> Inadequate stormwater discharge <input type="checkbox"/> Poor site drainage <input checked="" type="checkbox"/> Private plantings <input type="checkbox"/> Council plantings <input type="checkbox"/> Seasonal flexing <input type="checkbox"/> Reactive clay soils <input type="checkbox"/> Service pits <input checked="" type="checkbox"/> Site maintenance <input type="checkbox"/> Drought <input type="checkbox"/> Other		
Comments:	<p>No direct damage to the house from the trees was observed at the time of inspection. The house is old and no recent maintenance to the dwelling or trees (except for powerline clearance pruning) was apparent.</p> <p>No evidence of root damage to sewer pipes was provided. I did not view the sewer pipes during the inspection. Tree roots will enter pipes when they are inadequately sealed. If the pipes have been replaced and are in good condition, tree roots are unlikely to damage them.</p>		
Probability of tree involvement:	Low	Distance from tree trunk to alleged damage:	2.5 m from tree #1 to house.

Conclusions:	<p>The deciduous and exotic subject trees are of medium significance in the landscape. They provide habitat for native birds, contribute high amenity to the area, and provide shade in a high-density residential area.</p> <p>Tree #1 has been lopped in the distant past and pruned recently for powerline clearance on its eastern side. This tree is 2.5 m from the dwelling with a significant amount of its crown overhanging the roof. There is a risk of limb failure over the dwelling. Owing to pruning already undertaken for powerline clearance, pruning to reduce the branches overhanging the roof would not leave a viable tree.</p> <p>Tree #2 is approximately 4.5 m from the dwelling. This tree has not been pruned for powerline clearance. Preventative weight-reduction pruning would shorten over-extended branches, thus reducing the risk of branch failures. This pruning would also</p>
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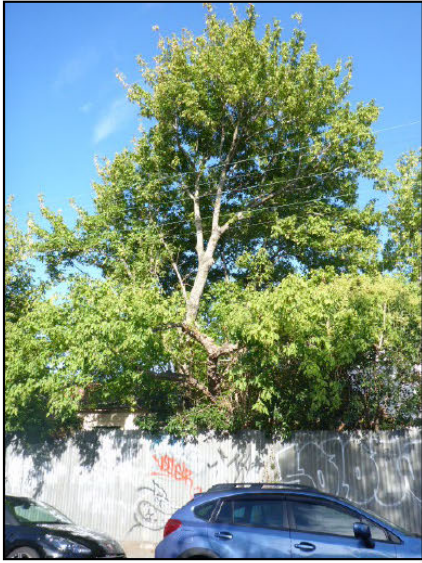
	<p>shape the tree and reduce the crown overhanging the south-east corner of the dwelling. Deadwood removal is also required.</p> <p>All trees shed leaves and twigs, which in urban environments will often fall onto roofs and gutters. Cleaning such debris is part of routine property maintenance and is not usually a reason for Council to approve tree removal.</p>
Recommended action:	<p>Approve application for removal of tree #1.</p> <p>Decline application for removal of tree #2.</p> <p>Approve the following pruning for tree #2: Deadwood removal; preventative weight-reduction pruning, reducing the length of branches by about 20% maximum canopy loss.</p> <p>Note: Pruning must be done by qualified arborists (minimum AQF level 3) and conform to the guidelines of AS4373 <i>Pruning of Amenity Trees</i>.</p> <p>Note: Removal must be done by qualified arborists (minimum AQF level 3) with appropriate insurance.</p>

<p>Assessed by:</p>  <p>Linda Worland AssocDegUrbanHort Melb, BSc/Japleng Griff, BSc(Hons) UNSW</p>  <p>TREE DIMENSIONS FULLY ACCREDITED</p>	<p>Inspection date: 22/02/2017</p>
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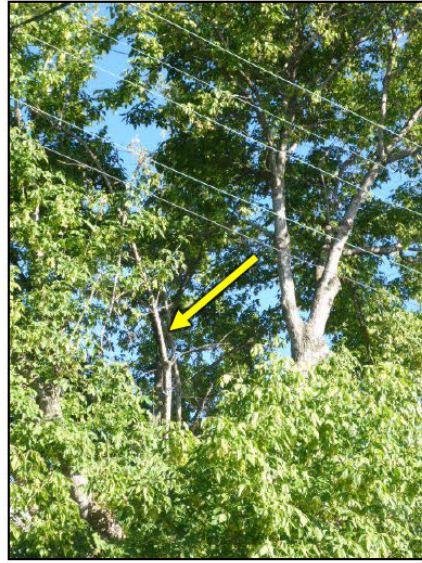
Aerial photo showing tree location



Inspection photographs



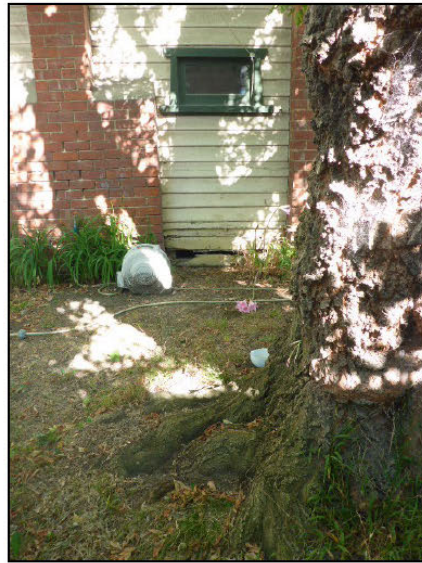
Tree #1 viewed from Miller Street.



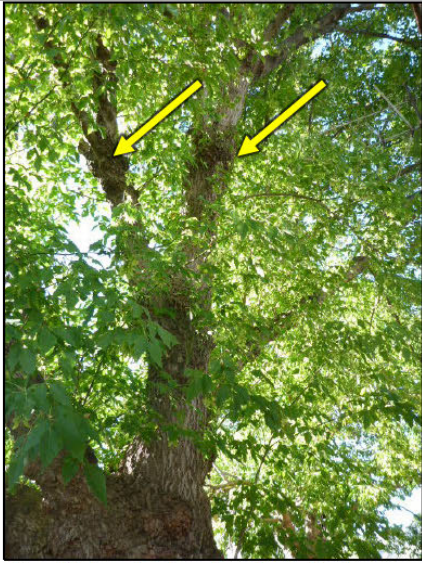
Tree #1 has been pruned for powerline clearance and has large deadwood in its crown (arrow), along with established epicormic shoots.



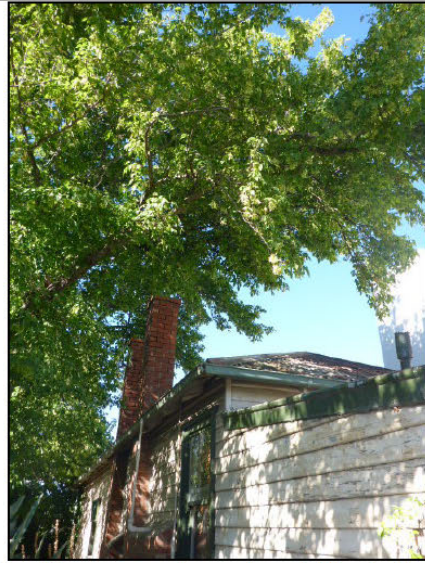
Tree #1's base; some exposed structural roots show early indications of decay.



Tree #1's base in relation to the dwelling (2.5 metres).



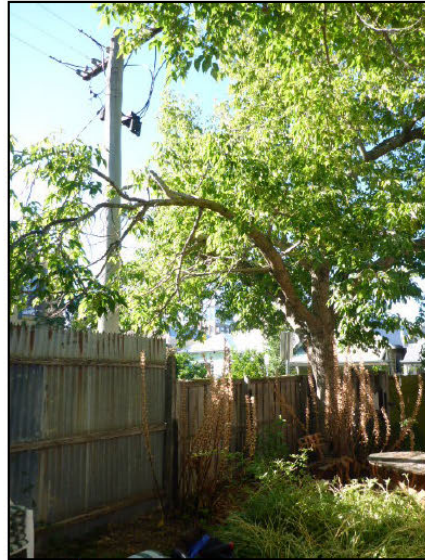
Tree #1's branches have been lopped in the past.



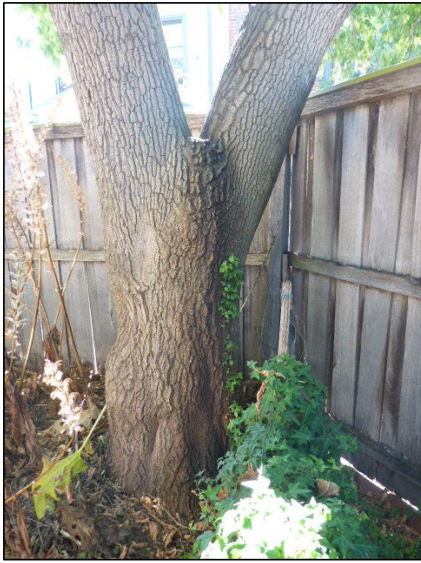
Tree #1's crown extends over the roof of the dwelling.



Tree #2 viewed from Richmond Terrace (Tree #1 is visible in the background).



Tree #2 viewed from the north, within the site.



Tree #2's bifurcated stem.



Tree #2's crown reaches the south-east corner of the dwelling.



1 May 2023

Governance Office
Yarra City Council

Dear Governance Officer

I am applying to the Council's Governance Office for review of a decision to reject my application to remove an Acer Negundo ("**Box Elder**") tree on my property at 15 Richmond Terrace, Richmond.

In support of the Application, please find **attached**:-

- Application to remove the Box Elder;
- Arborist's Report;
- Letters to the 10 closest neighbours providing a copy of my Application before it was lodged with the Council.
- 6 letters from the owners/residents confirming that they support an Application to remove the tree.
- Landscape design plan showing the extensive greening of the property that I propose to undertake which includes 2 images of the proposed Angophora Costata (Sydney Redgum) to replace the Box Elder.
- Current photographs of the Box Elder.
- Advisory List Of Environmental Weeds in Victoria.

The City of Yarra's Guidelines for removal of trees are assessed on the tree's condition, suitability, landscape value and significance.

I note that an enquiry under the Guidelines entails the following:-

- Assessment of condition based on health and vigour, structure, form, useful life expectancy, safety and damage caused.

- Assessment of suitability based on compatibility with surrounding streetscapes or landscapes, compliance with the Council's Streetscape Strategy - Planting Masterplan, potential to cause damage, potential to cause nuisance, suitability of species to growing space and condition and potential for weed invasion.
- Consideration of whether it has important landscape value if it has a major impact on the streetscape or landscape, forms part of an avenue or boulevard, has outstanding visual appearance, is one of the locally rare species, provides habitat for native fauna, has historical or cultural value and is a remnant specimen.

Reasons for Application

1. I have provided an assessment prepared by Andrew Patrick. Andrew is a highly experienced professional horticulturalist and arboriculturist with extensive national experience, skills and relevant professional qualifications. Andrew examined the Box Elder in careful detail over several hours and provided a comprehensive report outlining why he recommended the tree's removal. There are numerous grounds pursuant to Council's other criteria which do not appear to have been properly considered by the Arborist engaged by the Council in rejecting my application.
2. I was provided with an excerpt of the Arborist's report obtained by Council which does not address all the issues I have raised. The Arborist appointed by the Council did not inspect the tree with any notice to me and did not provide an opportunity for me or Andrew Patrick to speak to them to discuss our concerns.
3. I am undertaking a major renovation of the property. As part of the works, I have engaged Ben Scott, Landscape Architect to provide a comprehensive plan for the garden which will represent a significant re-greening of the whole garden, which is currently mostly barren and covered in weeds. The only tree on the property is the Box Elder, an introduced species which is deciduous and therefore has no leaves at all for half of the year. I am proposing to replace it with a native evergreen gum which will provide green amenity and ecosystem benefits all year round.
4. In Council's Arborist report it is stated that: *"The Box Elder's crown is healthy and visible in the landscape because of its corner position. Medium significance has been allocated because of the tree's size, taking into account its contributions to ecosystem services and amenity"*. The Box Elder is certainly visible, but it has no leaves for half of the year. I propose to replace it with a large native evergreen tree in the same corner, slightly away from the fence so that I can plant a hedge of Bay trees and so as not to interfere with the fence, public pavement, and powerlines in Miller Street. There will be a far greater contribution to ecosystem services and amenity if the Box Elder is replaced with a native evergreen tree planted at least 2 metres high. In addition, the property will be bordered by a hedge of bay trees which are also evergreen. I will not be able to plant the new tree, or the bay hedge along the fence line if I must retain the Box Elder.

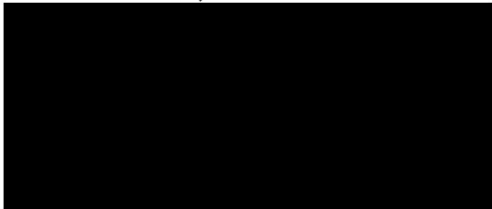
5. As can be seen from the proposed landscape plan, I also wish to plant a large number of plants in the part of the garden where the Box Elder's roots are, which will not be viable if those plants must compete with the roots and overhang of the Box Elder.
6. The council report states "*Some surface roots have been damaged, but there was no indication that the tree's stability was compromised. The yard is large enough for the tree's root system; the stem is ~4.5 m from the dwelling and the tree has not outgrown the space.* This completely ignores that fact that the Box Elder takes up a massive part of what is a small, narrow garden and its retention would mean that I cannot regenerate the soil under it and I cannot plant anything else near it.
7. The council report states – "*The stem has a wound with a cavity at the base and other minor wounds. A mallet was used to sound the stem and the structural integrity at the base does not appear compromised. The stem divides into two at about 1.0 m above ground level with bark included in the tight crotch above the union. Reaction wood has been produced on either side of the union. Old decaying wounds were visible on the top side of some primary branches. Reduction pruning has been undertaken on the crown on all sides, decreasing the load on decayed defects*". The Andrew Patrick report concludes that the Box Elder is overly mature, senescent, partially dead and that its canopy is dying back. Rather than promoting its health and load, pruning the tree in this weakened state has caused stress-regrowth, with very poor form, health, structure & vigour. Andrew's report also notes that the tree is completely hollow & rotten, and that the main first & second order stems are sunburned, rotten and hollow. Contrary to the council report, Andrew concludes that the tree has now outgrown the site; its retention is untenable and futile as the site is fully restrictive because the tree is surrounded by hard landscape, with diminished growth potential and various services including power-line influences and statutory set-backs on 3 aspects.
8. The council report states:- "*The tree is not a listed weed species within the Yarra Local Government Authority*". While this may be currently true, the Box Elder is a declared environmental weed in Victoria with a risk rating of *very high*. This is referred to in the **attached** *Advisory List Of Environmental Weeds in Victoria* prepared for the State of Victoria Department of Environment, Land, Water and Planning (as updated March 2022). It is also a *High Rated Invasive Risk Weed* in the following Victorian Councils:- Darebin CC. Whitehorse CC. Borroondara CC. Banyule CC. Maroondah CC. Manningham CC. Our Arborist has also advised that while the City of Melbourne does not list any trees as weed species, he is confident that its policy guidelines for removal of trees would be in line with his recommendation to remove the Box Elder.
9. The council report states:- "*This medium-sized tree has reached maturity and has a number of defects described above. However, it has been pruned and could continue to provide amenity and ecosystem services benefits (with ongoing maintenance every 2–5 years) for at least another 10 years. The tree is in good condition, suitable to the site, and has not caused, is not causing, and is unlikely to cause substantial damage to property or a threat to the health or safety of any person.* The defects in the Box Elder have been understated by the council report, and as stated above, pruning has not improved or conserved its condition. Even if it manages to live for another 10 years, these problems with the tree will continue and its condition will not improve. Instead, I wish to plant an attractive mature Sydney Red Gum tree at a height of at least 2 metres, which will last much longer than 10 years. The Sydney Red Gum is endemic to eastern Australia and has a lifespan of up to 100 years. It is a beautiful tree with a broad trunk, attractive bark and spreading form. It is home to numerous local species including Rosellas and insects.

10. The Box Elder is nearing the end of its life and shows no sign of vigorous growth. Its structure and form is random and unappealing. It's impact on the streetscape is largely negative. It is an ill formed and damaged looking tree that looks even worse when it is bare for 6 months of the year.
11. While it might live for a few more years, the Box Elder is bare for 6 months of the year, is ugly and unhealthy, is regularly pruned aggressively by Powercor when the branches reach the power lines on the road, and it would prevent me from extensive planting to green the entire site as I hope to do.
12. Further, the existing fence has had to be cut around the trunk of the Box Elder and has been damaged by the tree's trunk and branches. Our new proposed fence would have to be cut into a shape to accommodate the Box Elder trunk and will be damaged again like the previous fence. The Box Elder is a continuous cause of damage/nuisance to our fence, the power lines in Miller Street, cars parked on the street and pedestrians. The **attached** photos show how close the tree is to powerlines in Miller Street. They also show how the public pavement on the other side of the fence has begun to lift, which is a danger to pedestrians, bikes, scooters etc in what is a busy street near the sporting precinct and 3 pubs close by.
13. The Box Elder is not one of a locally rare species and is in fact a weed species in Victoria and several other council areas. I have not observed any other trees of its type around the neighbourhood. Yarra Council's Street tree policy recognises the benefits of healthy and diverse street trees and promotes biodiversity values across the Municipality. Native and indigenous species are preferred as street trees to build on their ecological value and provide valuable habitat that accommodates a range of wildlife. The Box Elder has limited or no capacity to provide habitat for native fauna, it has no historical or cultural value and is not a remnant specimen.
14. I provided notice of the application (including a copy of the application) to the ten closest neighbours, copies of which are **attached**. I did not receive any objection from our neighbours to the removal of the tree and in fact have been told by all our neighbours that they agree that the Box Elder should be removed and replaced with a healthier greener specimen. All neighbours I have spoken to have commented that the tree is ugly, does not provide much if any greenery to the area, drops seeds and other tree matter on the pavement and road and is encroaching onto the pavement on Miller Street and over the road. I have **attached** letters from six of the neighbours confirming their support for the Box Elder's removal.

Please let me know if you require any further information to determine this matter.

I look forward to hearing from you.

Yours Sincerely



Significant Tree Application Form

(Under General Local Law)



Unless there are special circumstances requiring an agent, the applicant should be the owner or occupier of the property where the tree is located. If an agent is applying please provide written consent from the owner of the land to act on their behalf

Applicant Details

First Name [Redacted] **Surname** [Redacted]
Business Name [Redacted]
Postal Address [Redacted]
Suburb [Redacted] **Postcode** [Redacted]
Email Address [Redacted]
Home/Business Number [Redacted]

Please note a non-refundable application fee and a permit fee is applicable to Significant Tree applications. The application fee must be paid at the time of lodgement; if this fee is not paid the application will not be assessed. The permit fee will be issued after the application has been assessed and the permit will be issued once payment has been made.

Property Details

Street No: 15
Street Name: Richmond Terrace
Number of trees: 1 **Postcode:** 3121
Suburb: Richmond

Significant Tree Details

Identify trees to be lopped or removed and attach photos of the tree or trees, showing location and condition:

Botanical name of tree	Location on property	Origin (Native/Exotic?)	Diameter of tree	Prune of remove
Acer Negundo	In property cnr Miller St	exotic	583mm	Prune <input type="radio"/> Remove <input checked="" type="radio"/> Prune <input type="radio"/> Remove <input type="radio"/> Prune <input type="radio"/> Remove <input type="radio"/> Prune <input type="radio"/> Remove <input type="radio"/> Prune <input type="radio"/> Remove <input type="radio"/>

For more than 5 trees, please attach a separate list



Yarra Council PO Box 168 Richmond VIC 3121 T 9205 5555 F 8417 6666 TTY 133 677 then ask for 9205 5555
 Interpreter Services 9280 1940 E info@yarracity.vic.gov.au W www.yarracity.vic.gov.au

Information

Give reasons for these trees to be removed or lopped.

Note: If structural damage is a reason for the tree removal, all relevant evidence should be supplied with the application. This may include photographs and a structural engineers report.

The Tree is in poor health, overly mature and in decrepit and declining condition. The attached arborist report describes it as senescent and partially dead, with very poor form, structure and vigour.

The report also concludes that the tree has stress regrowth, twin leaders at 1.4Mtrs with a bark included bifurcation, hollow and with weeds growing in it and holding water.

Further the arborist has observed that the tree is completely hollow & rotten. The tree has now effectively outgrown the site - it is surrounded by hard landscape, with diminished growth potential and various services including power-line influences and statutory set-backs on x3 Aspects. The canopy is dying-back, is no longer viable and completely over-mature for the site.

Is the tree/vegetation either planted or grown as a result of direct seeding?

Direct seeding

Give details of planned replacement planting or reasons why none is required

We propose replacement of the tree with either a Magnolia Grandiflora or an Angophora costata to a height of 2m at planting.

Signing this application authorises Council's officer or contractor to enter the property. If access to neighbouring properties is required (e.g. to assess alleged structural damage) please provide written authorisation from the neighbouring property owner

Name of property owner (please print) Kathryn Mitchell

Signature of property owner

Date

The personal information requested on this form is being collected by Council so it may consider your application in accordance with Council's Local Laws. The personal information will be used solely by Council for these purposes or directly related purposes. Council may disclose this information to other Council departments, and any other organisations that may be affected by the works. The applicant understands that the personal information provided is for the above purpose and that he or she may apply to Council for access to or amendment of the information. Requests for access or correction should be made to Council's Privacy Officer on 9205 5555 or info@yarracity.vic.gov.au

This application is only to prune or remove trees on private property. To occupy a road or footpath a permit is required. Please contact Council on 9205 5555.



Yarra Council PO Box 168 Richmond VIC 3121 T 9205 5555 F 8417 6666 TTY 133 677 then ask for 9205 5555
Interpreter Services 9280 1940 E info@yarracity.vic.gov.au W www.yarracity.vic.gov.au

Open Space Management

PO Box 752 North Melb VIC. 3051

Mob: 0402 084 502

Email: patrickaj@bigpond.com

ABN: 788 215 988 35



24/3/2023

15 Richmond Terrace – Richmond, Yarra City Council.

REVIEW & Tree Assessment: *T1: Box Elder: *Acer negundo*.

Applicant: Kate Mitchell. Ph: 8595 9520 E: kate@mitchellfamilylaw.com.au

On Monday 6th March 2023 AM. I undertook a detailed Tree Assessment & Review of a Box Elder Tree – T1. The tree is situated within the property on the fence-line at corner of Miller St. The owner was present. Two previous reports by Treeincarnation & Tree Dimensions and a Council refusal have been considered relative to this review and re-application; the tree was not thoroughly appraised before.

I climbed the tree. Photos & measurements were taken; relative to a review of the Council refusal.

Many annotated photos are supplied here-with to describe the tree. The applicant seeks again to remove the tree within close proximity to proposed works due to its obviously decrepit and declining condition. The overly mature, senescent and partially dead tree has been previously pruned & has stress-regrowth, with very poor form, health, structure & vigour. The 7.5Mtr High *Acer negundo* has multiple-stems at height, twin leaders at 1.4Mtrs with a bark included bifurcation, hollow and with weeds growing in it. Further the tree is completely hollow & rotten as are all the main first & second order stems are sunburned, rotten & hollow, some holding water and grass-weed growth with multiple re-active regrowth from the ageing & environmental stresses and recent heavy (on-going) statutory power-line clearances. The x2 measured stem diameters (445 & 370mm) at 1.5Mtrs above-grade is a cumulative 583mm diameter which describes an Indicative *TPZ of 7.0 Mtrs Radius and an *SRZ of 2.6Mtrs Radius; the tree has now effectively outgrown the site; its retention was not part of the current planning application upon the site. This is obviously untenable and futile as the site is fully restrictive because the tree is surrounded by hard landscape, with diminished growth potential and various services including power-line influences and statutory set-backs on x3 Aspects, and all main first and second order-stems are completely hollow & rotten, holding both water and various small weeds growing within these cavities, see screw-driver penetrations, T1 has now outgrown the site; some of these stems are now completely dead. The tree is completely hollow both in its bole at GL and also universally throughout the canopy; the canopy is dying-back. Excessive ongoing & perennial pruning has contributed to its demise; the tree is no longer viable and fully over-mature for the site.

T1 is deemed to be a Significant-tree in Yarra City due to the trunk-diameter being 400mm > @1.5

T1 has a SULE: Safe Useful Life Expectancy of less than 2-3 Years. *Remove: Category 4abcd+f.

Further as per AS 4970 -2009 the Tree AZ AS/NZ Rating is Z2- Z12 Cumulatively = ZZ Remove.

CONCLUSION: Remove this tree via a new Local Law Application as per Yarra City Council Protocols. *Replanting is fully relevant within the Council Decision-guidelines and effective for a new perpetuity.

Submit this report to support a further application for removal of the tree by review, as the previous reports dating back to October 2019 and refusal are variously incorrect and conditions have changed.

Yours faithfully

Andrew J Patrick

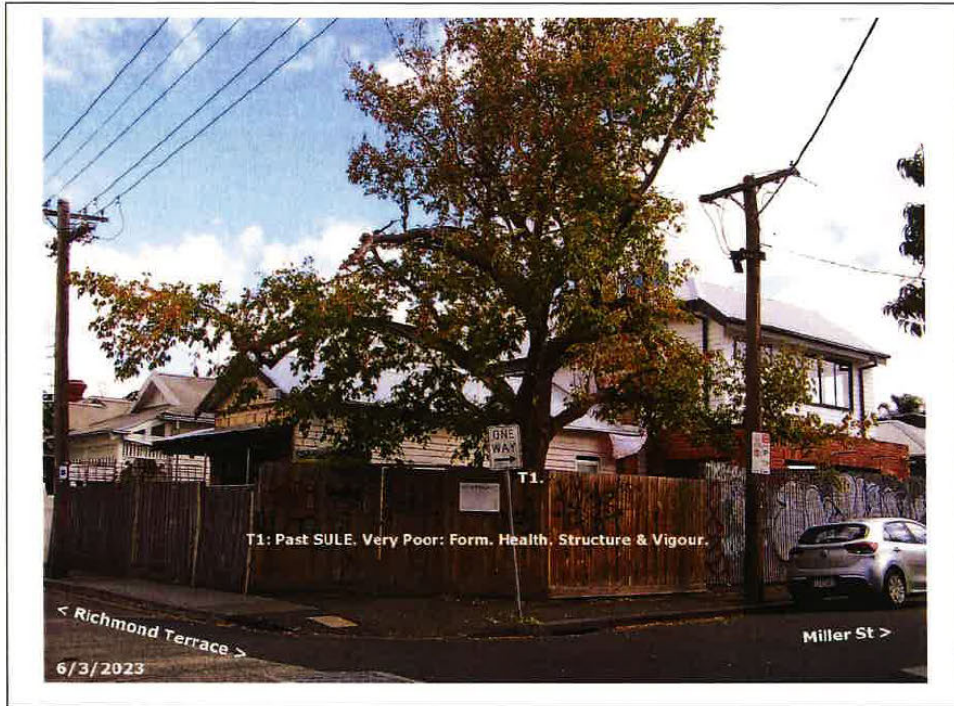
(Adv Cert Hort. Dip Hort/Arb. WTA Cert 4)

TREE CONDITION REPORT: Tree Data Table: Trunks measured at 1.5Mtr above grade in Yarra City.

No.	Species	Age	Height mtrs	Canopy Diam mtrs	DBH mm	Condition	Comments: *SULE & *TPZ / *SRZ.
T1.	Box Elder: <i>Acer negundo</i>	Senescent	7.5	Asymmetry. Averaged Canopy Diameter = 7.5Mtrs or 3.75Mtrs Radius.	450 & 370. CAV = 583 645mm @ GL.	Very Very Poor. Trending Hazardous. Very, Very Short SULE <36 Months. Ongoing statutory maintenance is required. Longevity is severely limited. This tree is now becoming a public & civil liability due to its very poor degraded condition.	Decrepit old DECIDUOUS Exotic-tree. Vagrant planting Possibly <50Yrs Old. Heavily Pruned regularly over the years to comply with the HV & LV Electricity Mains Statutory Clearances. The tree is highly problematical. This report is now requisite to fulfil the Yarra City Tree Policy Guidelines and Local Law Permit Re- Application. The trunk-bole and all structural & physiological components of the tree is in very, very poor & fully degraded condition & hollow. Canopy Die-back is obvious. Setbacks from various infrastructure is absolutely minimal and the greater proportion of this tree is within the public domain. The paling-fences are compromised as are water services. The tree is typically suckering profusely and generally considered to be in senescence with various dead & rotten stems. The tree is now not viable of retention. There is a HO332 overlay upon the site, but does not include trees. T1 is not listed on the 'Significant- tree Register' but is referred to as a 'Significant Tree' in Yarra Council. Retention of this tree is now untenable and removal is deemed to be fully appropriate. Replace this tree. A Council Permit is required. REMOVE this tree ASAP. *SULE is REMOVE: 4abcdf. *Tree AZ: Z2-Z12 = ZZ *TPZ=7.0 R / *SRZ=2.6 R Planning Zoning is NRZ1. Overlay is DCPO1 & HO/332.

Note: Category Retention Ratings: Refer Barrell SULE: NAAA Workshop Sydney 2001. Bibliography excerpt of AS 4970-2009.

REVIEW: Tree Condition Report.



T1: As viewed from the street.



T1: View from Miller St.

T1: Twin Leader & 1st / 2nd Order Stems.

REVIEW: Tree Condition Report.



T1: Height at 1.5Mtrs.



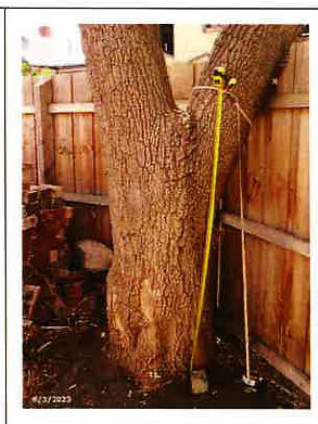
T1: Stem Measurement 450mm Diam.



T1: Stem Measurement 370mm Diam.



T1: GL: Basal Diameter = 650mm.



T1: General Descriptions of tree position & features.

REVIEW: Tree Condition Report.



T1: Bole Cavity at Ground Level. Hollow & Rotten.



T1: Bole Cavity.

T1: Bole Cavity to below GL.

REVIEW: Tree Condition Report.



T1: Above Grade.

T1: Site-level. Detail above FP.



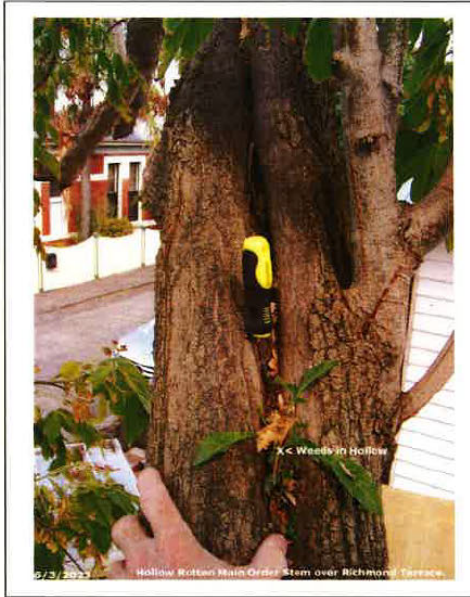
T1: Rotten Limbs at Height.

T1: Canopy Stems in Full Decline.

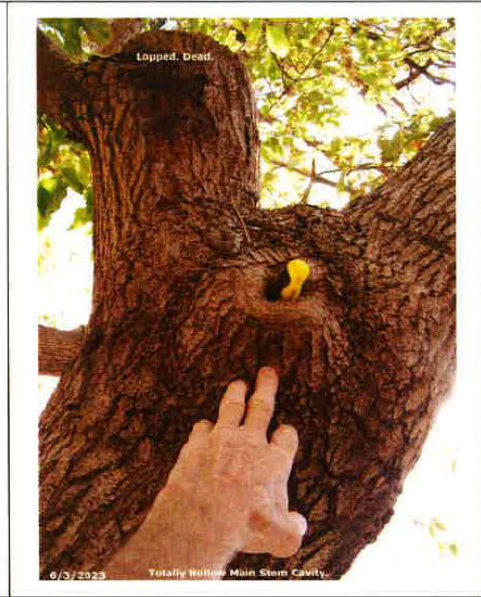


T1: General Descriptions of Rotten Limbs at Height. There are no repeat photos here!

REVIEW: Tree Condition Report.



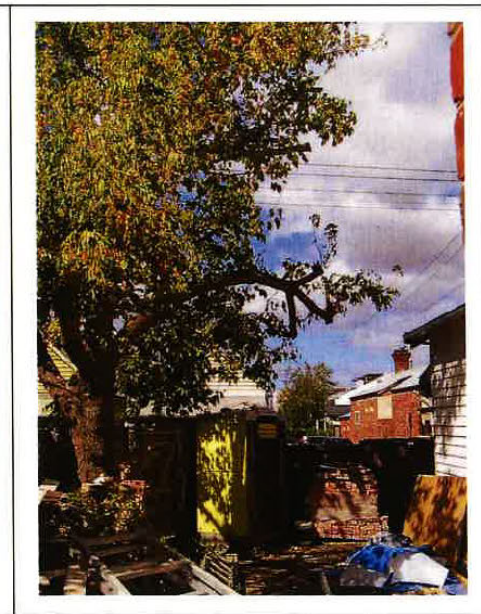
T1: Rotten Limbs at Height.



T1: Hollow Main Stem over Miller St.



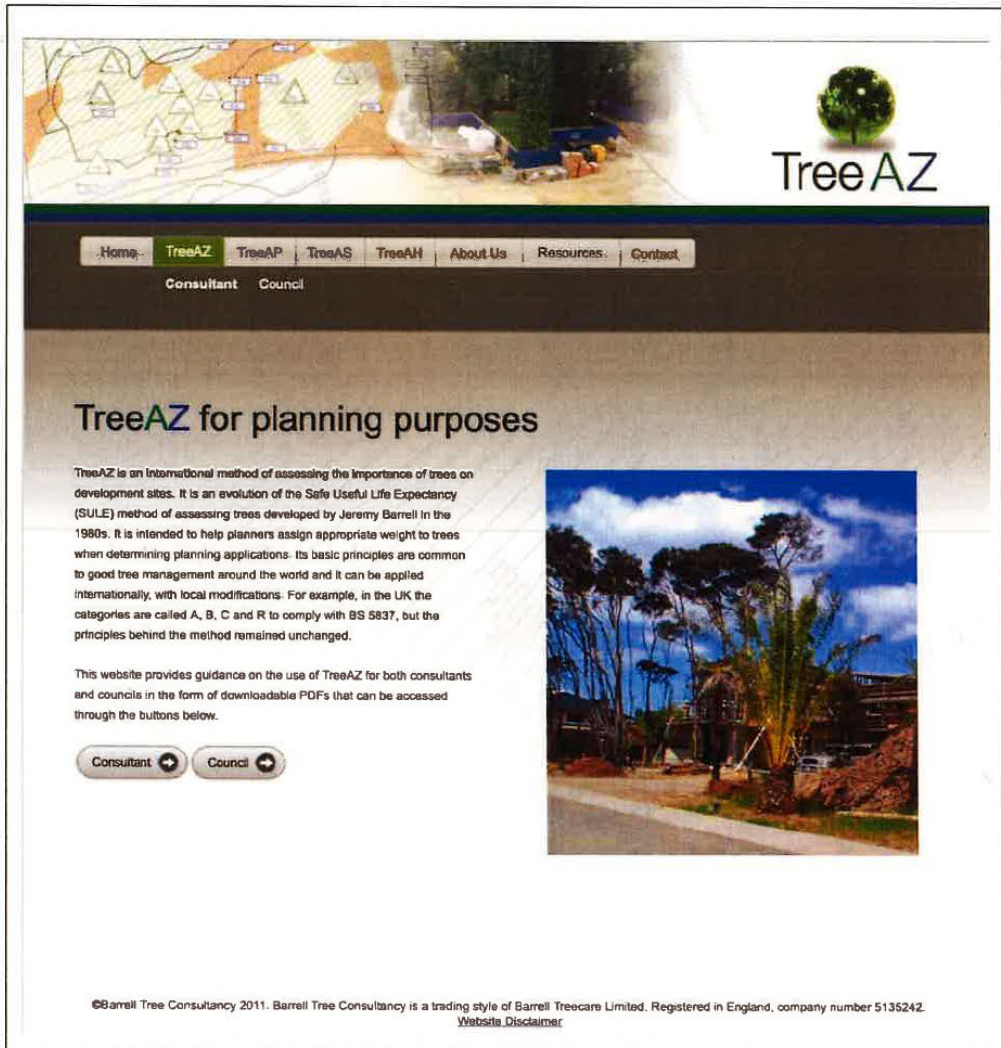
T1: Main Fork Union.



T1: Site View & Poor Form. Electrical Pruning.

REVIEW: Tree Condition Report.

Confirmation of validity of Barrell Tree AZ as an internationally recognised tree / risk assessment



TreeAZ

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Consultant Council

TreeAZ for planning purposes

TreeAZ is an international method of assessing the importance of trees on development sites. It is an evolution of the Safe Useful Life Expectancy (SULE) method of assessing trees developed by Jeremy Barrell in the 1980s. It is intended to help planners assign appropriate weight to trees when determining planning applications. Its basic principles are common to good tree management around the world and it can be applied internationally, with local modifications. For example, in the UK the categories are called A, B, C and R to comply with BS 5837, but the principles behind the method remained unchanged.

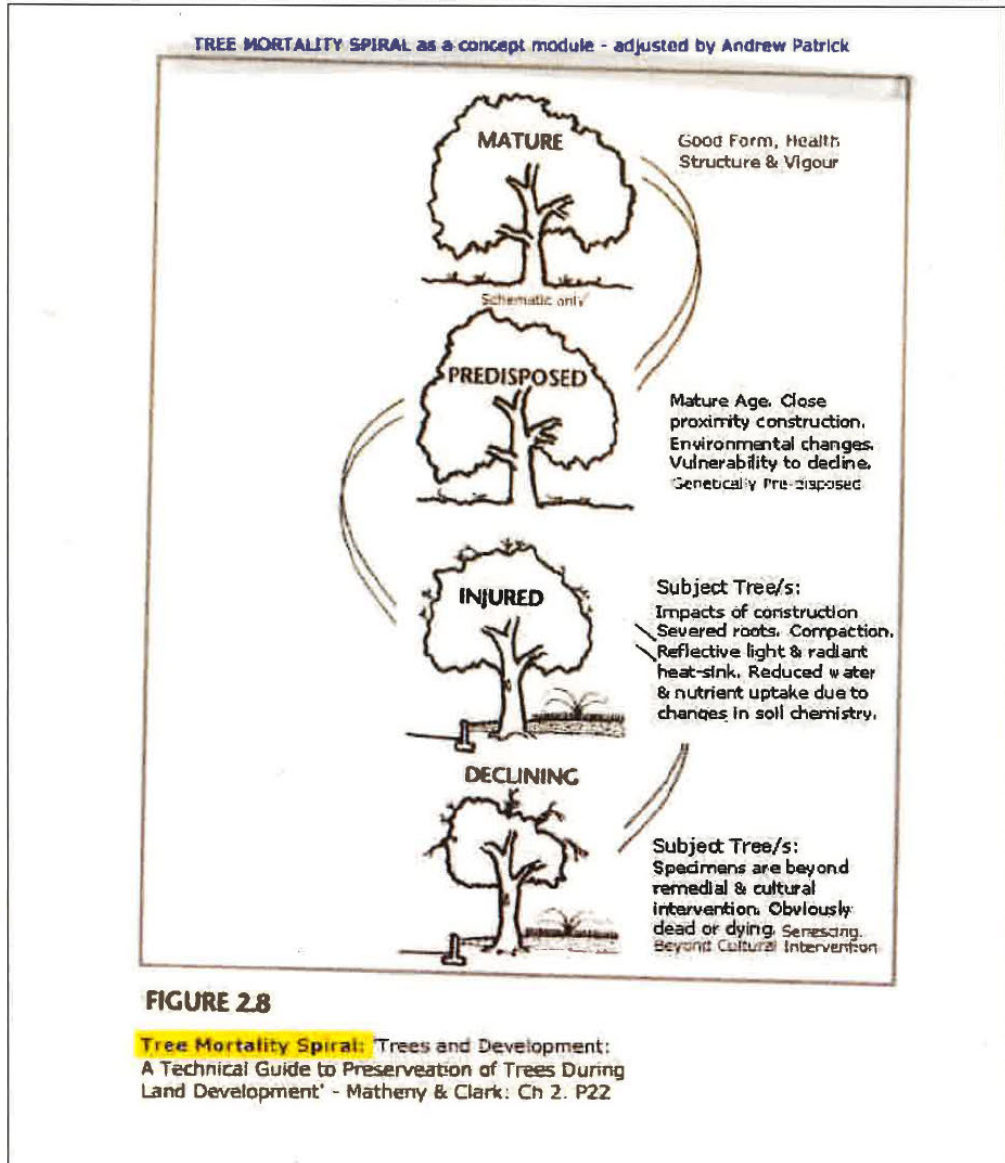
This website provides guidance on the use of TreeAZ for both consultants and councils in the form of downloadable PDFs that can be accessed through the buttons below.

Consultant Council

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REVIEW: Tree Condition Report.

The Tree Mortality Spiral as a Module for Interpreting Arboricultural Ageism and Predictive Decline in Trees:



NOTE: Tree T1 is old & evidently Predisposed & Injured Previously by Lopping, Genetic aberrations of Bark Included Bifurcations, previous & ongoing limb-loss in a confined space. Typical short-lived species-type and the high possibility that this tree is in-fact a vagrant weed-tree. A Designated Weed-tree in Darebin & Boroondara and other Municipalities and listed as a highly invasive species by Kate Blood: Environmental Weeds for Sth East Australia and Arthur Rylah Institute Advisory List of Environmental Trees - 2018. The Tree is now Senescing & fully beyond cultural intervention; past its respective SULE for the site and offering canopy coverage for approx. only 5 Months of the year - deciduous.

REVIEW: Tree Condition Report.

Evaluating Suitability for Preservation: This decrepit failing *Acer negundo* is now not suitable for retention.

EVALUATING SUITABILITY FOR PRESERVATION

The goal of tree preservation is to have trees remain assets to the site for years to come. Trees that are preserved on construction sites, therefore, must be carefully selected to make sure that they will survive construction impacts, adapt to a new environment, and perform well in the landscape.

Evaluation of suitability of individual trees or stands for preservation is one of the most important tasks for the consultant. This analysis must take place early in the planning process. Considerable time and money can be wasted by designing projects around trees not suitable for preservation. An assessment of suitability for preservation evaluates tree health, structure, age, and species factors. It is the final evaluation of the potential for a tree or a stand to remain an asset to the site for many years.

AS 4970-2009: Matheny & Clark: Trees & Development: Chapter 6 – P69

HO332:

HS map ref	Heritage place	External built controls apply?	Internal alteration controls apply?	Tree controls apply?	Solar energy system controls apply?	Outbuildings or fences not covered under Class 4.3.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
	4521 Heritage Overlay Recreational excavations, July 2014								
HO321	Bluewater Precinct, Richmond Incorporated plan Incorporated Plan under the provisions of clause 45.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	No	No	No	No	No	No
HO332	15 Richmond Terrace Incorporated site Incorporated Plan under the provisions of clause 45.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	No	No	No	No	No	No
HO323	Seven Street Precinct, Fitzroy/Collingwood Incorporated plan Incorporated Plan under the provisions of clause 45.01 Heritage Overlay, Planning permit exemptions, July 2014	Yes	No	No	No	No	No	No	No
HO334	South Pines Precinct Incorporated plan Incorporated Plan under	No	No	No	No	No	No	No	No

HO 332: No Heritage Tree Controls over the Site.

REVIEW TREE ASSESSMENT: No.15 Richmond Terrace, Richmond – March 2023



REVIEW: Tree Condition Report.

REFERENCES:

- * Trees & Development: A Technical Guide to Preservation of Trees During Land Development – Matheny & Clark. 1998
- * Arboriculture: Integrated Management of Landscape Trees, Shrubs & Vines. Harris, Matheny & Clark. 3rd Edition 1999
- * Abiotic Disorders of Landscape Plants: A Diagnostic Guide. Costello, Perry, Matheny, Henry & Geisel – 2003
- * [LandVic Property Report 25/3/2023 Indicates Zoning NRZ1. Overlays DCPO1 & HO/332 affect the site.](#)
- * The Body Language of Trees a Handbook for Failure Analysis – Matheck & Breloer. 5th Edition 1995
- * [BARRELL TREE AZ: AS/NZ 2007: Bibliography Excerpt of AS 4970-2009. Detailed Descriptors.](#)
- * [Australian Standard for the Protection of Trees on Development Sites AS 4970 – 2009](#)
- * [Barrell SULE: NAAA Workshop Sydney 2001. Bibliography Excerpt of AS 4970-2009](#)
- * [YARRA City Council: Tree Removal Guidelines – 199. P1-5. As attached.](#)
- * Australian Standard for the Pruning of Amenity Trees - AS 4373 2007
- * [Yarra City Council: Significant Tree Study – Homewood Consulting.](#)
- * Council Arborists of Victoria (CAV) - Tree Protection Calculator
- * [Yarra City Council Response & Refusal to Remove tree – 23/1/2020](#)
- * [Tree Inspection by Tree Dimensions \(Matt Sauvarin\) 14/1/2020](#)
- * [Treeincarnation \(Nick Peardon\) Tree Report: October 2019.](#)
- * Trees for South Eastern Australia – Simpfendorfer 1975
- * Ornamental Flowering Trees in Australia – Rowell 1994
- * Urban Landscape Management – Hitchmough 1994
- * [Correspondence from \[REDACTED\] Various.](#)
- * [Yarra City Council: General Local Law.](#)
- * TREES Yarra City Council: Webarchive:
<file:///Users/ejpatrick/Desktop/15%20Richmond%20Terrace/Trees%20%7C%20Yarra%20City%20Council.webarchive>

REVIEW: Tree Condition Report.

BARRELL S.U.L.E: NAAA Workshop Sydney 2001. Bibliography Excerpt of AS 4970-2009



SULE: Its use and status into the new millennium

Appendix 3
Safe Useful Life Expectancy Categories (Updated 04/01)

This reference sheet should be included as supplementary information with all reports where a SULE assessment is an element. Additionally, it can be copied and covered with a laminated plastic protective sheet and used as a field sheet to help with data collection.

Safe Useful Life Expectancy Categories (Updated 01/04/01)

- 1: **Long SULE:** Trees that appeared to be retainable at the time of assessment for more than 40 years with an acceptable level of risk.
 - (a) Structurally sound trees located in positions that can accommodate future growth.
 - (b) Trees that could be made suitable for retention in the long term by remedial tree care.
 - (c) Trees of special significance for historical, commemorative or rarity reasons that would warrant extraordinary efforts to secure their long term retention.
- 2: **Medium SULE:** Trees that appeared to be retainable at the time of assessment for 15–40 years with an acceptable level of risk.
 - (a) Trees that may only live between 15 and 40 more years.
 - (b) Trees that could live for more than 40 years but may be removed for safety or nuisance reasons.
 - (c) Trees that could live for more than 40 years but may be removed to prevent interference with more suitable individuals or to provide space for new planting.
 - (d) Trees that could be made suitable for retention in the medium term by remedial tree care.
- 3: **Short SULE:** Trees that appeared to be retainable at the time of assessment for 5–15 years with an acceptable level of risk.
 - (a) Trees that may only live between 5 and 15 more years.
 - (b) Trees that could live for more than 15 years but may be removed for safety or nuisance reasons.
 - (c) Trees that could live for more than 15 years but may be removed to prevent interference with more suitable individuals or to provide space for new planting.
 - (d) Trees that require substantial remedial tree care and are only suitable for retention in the short term.
- 4: **Remove:** Trees that should be removed within the next 5 years.
 - (a) Dead, dying, suppressed or declining trees because of disease or inhospitable conditions.
 - (b) Dangerous trees because of instability or recent loss of adjacent trees.
 - (c) Dangerous trees because of structural defects including cavities, decay, included bark, wounds or poor form.
 - (d) Damaged trees that are clearly not safe to retain.
 - (e) Trees that could live for more than 5 years but may be removed to prevent interference with more suitable individuals or to provide space for new planting.
 - (f) Trees that are damaging or may cause damage to existing structures within 5 years.
 - (g) Trees that will become dangerous after removal of other trees for the reasons given in (a) to (f).
 - (h) Trees in categories (a) to (g) that have a high wildlife habitat value and, with appropriate treatment, could be retained subject to regular review.
- 5: **Small, young or regularly pruned:** Trees that can be reliably moved or replaced.
 - (a) Small trees less than 5m in height.
 - (b) Young trees less than 15 years old but over 5m in height.
 - (c) Formal hedges and trees intended for regular pruning to artificially control growth.

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www.barrelltreecare.co.uk

REVIEW: Tree Condition Report.

BARRELL TREE AZ: AS/NZ 2007: Bibliography Excerpt of AS 4970-2009. Detailed Descriptors.

Figure 1: TREE - AZ Categories (Version 7.05ANZ)

CAUTION: TREE-AZ assessments must be carried out by a competent person qualified and experienced in arboriculture, the following category descriptions are designed to be a brief field reference and are not intended to be self-explanatory. They must be read in conjunction with the most current explanations published at www.treecaz.com.au.

Category Z: Unimportant trees not worthy of being a material constraint

Local policy exemptions: Trees that are unsuitable for legal protection for local policy reasons including size, proximity and species

Z1	Young or insignificant small trees, i.e. below the local size threshold for legal protection, etc
Z2	Too close to a building, i.e. exempt from legal protection because of proximity, etc
Z3	Species that cannot be protected for other reasons, i.e. scheduled noxious weeds, out of character in a setting of acknowledged importance, etc

High risk of death or failure: Trees that are likely to be removed within 10 years because of acute health issues or severe structural failure

Z4	Dead, dying, diseased or declining
Z5	Severe damage and/or structural defects where a high risk of failure <u>cannot</u> be satisfactorily reduced by reasonable remedial care, i.e. cavities, decay, included bark, wounds, excessive imbalance, overgrown and vulnerable to adverse weather conditions, etc
Z6	Instability, i.e. poor anchorage, increased exposure, etc

Excessive imbalance: Trees that are likely to be removed within 10 years because of unacceptable impact on people

Z7	Excessive, severe and intolerable inconvenience to the extent that a court or tribunal would be likely to authorise tree removal, i.e. dominance, debris, interference, etc
Z8	Excessive, severe and intolerable damage to property to the extent that a court or tribunal would be likely to authorise tree removal, i.e. severe structural damage to surfacing and buildings, etc

Good management: Trees that are likely to be removed within 10 years through responsible management of the tree population

Z9	Severe damage and/or structural defects where a high risk of failure can be temporarily reduced by reasonable remedial care, i.e. cavities, decay, included bark, wounds, excessive imbalance, vulnerable to adverse weather conditions, etc
Z10	Poor condition or location with a low potential for recovery or improvement, i.e. dominated by adjacent trees or buildings, poor architectural framework, etc
Z11	Removal would benefit better adjacent trees, i.e. relieve physical interference, shading, etc
Z12	Unacceptably expensive to retain, i.e. severe defects requiring high levels of maintenance, etc

NOTE: Z trees with a high risk of death/failure (Z4, Z5 & Z6) or causing severe inconvenience (Z7 & Z8) at the time of assessment and need an urgent risk assessment can be designated as ZZ. ZZ trees are likely to be unsuitable for retention and at the bottom of the categorisation hierarchy. In contrast, although Z trees are not worthy of influencing new designs, urgent removal is not essential and they could be retained in the short term, if appropriate.

Category A: Important trees suitable for retention for more than 10 years and worthy of being a material constraint

A1	No significant defects and could be retained with minimal remedial care
A2	Minor defects that could be addressed by remedial care and/or work to adjacent trees
A3	Special significance for historical, cultural, commemorative or rarity reasons that would warrant extraordinary efforts to retain for more than 10 years
A4	Trees that may be worthy of legal protection for ecological reasons (Advisory requiring specialist assessment)

NOTE: Category A1 trees that are already large and exceptional, or have the potential to become so with minimal maintenance, can be designated as AA at the discretion of the assessor. Although all A and AA trees are sufficiently important to be material constraints, AA trees are at the top of the categorisation hierarchy and should be given the highest weight in any selection process.

TREE-AZ is designed by Barrell Tree Consultancy (www.barrelltreecare.co.uk) and is reproduced with their permission

REVIEW: Tree Condition Report.

BARRELL TREE AZ: AS/NZ 2007: Bibliography Excerpt of AS 4970-2009. Detailed Descriptors.

TreeAZ Categories Field Sheet (Version 10.04-ANZ)

CAUTION: TreeAZ assessments must be carried out by a competent person qualified and experienced in arboriculture. The following category descriptions are designed to be a brief field reference and are not intended to be self-explanatory. They must be read in conjunction with the most current explanations published at www.TreeAZ.com.

Category Z: Unimportant trees not worthy of being a material constraint

Local policy exemptions: Trees that are unsuitable for legal protection for local policy reasons including size, proximity and species

- Z1** Young or insignificant small trees, i.e. below the local size threshold for legal protection, etc
- Z2** Too close to a building, i.e. exempt from legal protection because of proximity, etc
- Z3** Species that cannot be protected for other reasons, i.e. scheduled noxious weeds, out of character in a setting of acknowledged importance, etc
- Z4** High risk of death or failure: Trees that are likely to be removed within 10 years because of acute health issues or severe structural failure
Dead, dying, diseased or declining
- Z5** Severe damage and/or structural defects where a high risk of failure cannot be satisfactorily reduced by reasonable remedial care, i.e. cavities, decay, included bark, wounds, excessive imbalance, overgrowth and vulnerable to adverse weather conditions, etc
- Z6** Excessive nuisance: Trees that are likely to be removed within 10 years because of unacceptable impact on people
Instability, i.e. poor anchorage, increased exposure, etc
- Z7** Excessive, severe and intolerable inconvenience to the extent that a locally recognized court or tribunal would be likely to authorize removal, i.e. dominance, debris, interference, etc
- Z8** Excessive, severe and intolerable damage to property to the extent that a locally recognized court or tribunal would be likely to authorize removal, i.e. severe structural damage to surfacing and buildings, etc
- Z9** Good management: Trees that are likely to be removed within 10 years through responsible management of the tree population
Severe damage and/or structural defects where a high risk of failure can be temporarily reduced by reasonable remedial care, i.e. cavities, decay, included bark, wounds, excessive imbalance, vulnerable to adverse weather conditions, etc
- Z10** Poor condition or location with a low potential for recovery or improvement, i.e. dominated by adjacent trees or buildings, poor architectural framework, etc
- Z11** Removal would benefit better adjacent trees, i.e. relieve physical interference, suppression, etc
- Z12** Unacceptably expensive to retain, i.e. severe defects requiring excessive levels of maintenance, etc

NOTE: Z trees with a high risk of death/failure (Z4, Z5 & Z6) or causing severe inconvenience (Z7 & Z8) at the time of assessment and need an urgent risk assessment can be designated as ZZ. ZZ trees are likely to be unsuitable for retention and at the bottom of the categorization hierarchy. In contrast, although Z trees are not worthy of influencing new designs, urgent removal is not essential and they could be retained in the short term, if appropriate.

Category A: Important trees suitable for retention for more than 10 years and worthy of being a material constraint

- A1** No significant defects and could be retained with minimal remedial care
- A2** Minor defects that could be addressed by remedial care and/or work to adjacent trees
- A3** Special significance for historical, cultural, commemorative or rarity reasons that would warrant extraordinary efforts to retain for more than 10 years
- A4** Trees that may be worthy of legal protection for ecological reasons (Advisory requiring specialist assessment)

NOTE: Category A1 trees that are already large and exceptional, or have the potential to become so with minimal maintenance, can be designated as AA at the discretion of the assessor. Although all A and AA trees are sufficiently important to be material constraints, AA trees are at the top of the categorization hierarchy and should be given the most weight in any selection process.

TreeAZ is designed by Barrell Tree Consultancy (www.barrelltreecare.co.uk) and is reproduced with their permission

Further explanations to assist categorization

Z1	Any existing statutory definitions of trees that are too small to be legally protected should be applied and trees less than those heights or diameters will be Z1. If there are none, then if the tree has been planted for less than 5 years it is Z1. If it is less than 5m in height, it will be Z1 unless it is significant, i.e. clearly mature, but small trees are not Z1. If it is greater than 10m in height it is not Z1 unless it was planted in the last 5 years. Applying Z1 to trees between 5-10m is a matter of judgment, the most obvious test being that the tree could be easily and reliably moved or replaced. Ideally, the replacement tree should not be less than 20% of the replaced tree's trunk height and spread dimensions.
Z2	Any existing statutory rules that prevent protection of trees within a fixed distance of a structure will allow a tree to be subcategorized as Z2.
Z3	Any existing statutory rules or guidance that prevent protection of trees for reasons other than size and proximity dictate Z3, i.e. invasive or alien species. If none exist, then Z3 cannot be applied.
Z4	This subcategory is for trees that are unlikely to recover from a serious health problem. The condition must be terminal with no obvious potential to recover, i.e. severe crown dieback related to excavation damage or root decay, to the extent that the structural branch framework is compromised. Trees that are likely to recover or improve should not be placed in this subcategory, i.e. trees suffering from a foliar problem that has little impact on the branch framework and varies from year to year.
Z5	Severe means so bad that there is no realistic chance of the tree achieving its full potential and there is a high of failure risk. In many cases, the risk of failure can be reduced by dramatic reduction in tree size, but this has severe health, maintenance cost and amenity implications, so is unlikely to be a sustainable management option. A common example is a severely unbalanced tree within a group that will be particularly vulnerable in adverse weather conditions and the adjacent trees mean there is no hope of remedial works resulting in an

Tree AZ Detailed Descriptors.

REVIEW: Tree Condition Report.:

BARRELL TREE AZ: AS/NZ 2007: Bibliography Excerpt of AS 4970-2009. Detailed Descriptors.

Z5	improvement. Topped trees do not automatically fit into this subcategory, although there is an obvious temptation. Species prone to decay, such as willow and poplar, often have severe decay at the origin of vigorous re-growth, creating a high risk of failure in adverse weather conditions. Z5 is clearly appropriate for them. However, this needs to be a careful judgment because topping in itself does not necessarily condemn a tree to this subcategory. Some trees, such as plane, oak and lime, are particularly good at coping with this treatment and often are able to mature with a low risk of failure. If remedial works will allow the tree to be retained with no significant adverse impact on amenity, health or maintenance costs, then it does not fit here.
Z6	Trees can become poorly anchored because of soil erosion through climatic factors, i.e. water or wind, wear from traffic - pedestrian or vehicular, changing soil conditions - increasing wetness, sudden and severe physical stress from storms and root damage such as decay or severance reducing root strength. In some case, i.e. storm induced instability, there may be a realistic chance of recovery and a subcategorization of Z6 may be premature. However, if excessive remedial work is required, it is likely that Z6 is a defensible subcategory. Alterations to tree exposure to the wind occurs because of changes in the shelter provided by adjacent objects such as buildings or trees. This often applies to groups of trees where one large dominant individual will be lost because of poor health or a structural problem, which then dramatically exposes the remaining trees.
Z7	Establishing thresholds of acceptable levels of inconvenience: In its broadest sense, inconvenience is the interference with the authorized use of land. In relation to trees, it can be in the form of roots disrupting landscaping and hard surfacing, parts of trees physically preventing land use, tree debris such as leaves and fruit falling and tree crowns causing excessive shade. The principles for establishing what are acceptable levels of inconvenience are the same irrespective of the cause. In a community context, it is generally accepted that trees provide a significant benefit to society and it is reasonable for individuals to tolerate some level of inconvenience from their presence. However, the precise location or value of these thresholds is not always obvious and is often a subjective interpretation rather than a definitive point. There will always have to be a balancing of the benefit to the community weighed against the inconvenience suffered by the individual. What is an acceptable, tolerable or reasonable level of inconvenience is often a matter of judgment for each specific situation, tempered by experience and common sense. This, in turn, should be guided by court, tribunal and planning decisions that have made informed judgments on these issues. Common examples: Very large trees near existing occupied buildings can dominate to the extent that the disbenefit from the anxiety of the occupants outweighs the benefit of the tree. Regular and severe staining caused by fallen debris to a swimming pool surround may be unacceptable because the stark contrast in colours creates a dirty impression whereas the same staining on a path or drive surface may be more acceptable. In contrast, falling leaves blocking gutters causing them to be cleaned once a year is not that much of a local inconvenience in the context of the wider benefits that trees impart. Making the decision: Assessing inconvenience is almost entirely a subjective judgment, based on experience and understanding of what is perceived as being reasonable and unreasonable for a normal person. As with all these judgments, a simple test is to imagine a court hearing where a judge has to decide if the levels of inconvenience are intolerable. If they are, then the tree is Z7; if they are not that bad, then the tree belongs in another subcategory.
Z8	Where more serious damage occurs to property from root action, then court/tribunal judgments on liability help to focus on what level of damage is deemed tolerable by society. The most common example is direct damage from roots, trunks and branches to structures and surfacing. Repairs to walls may require such extensive excavation and cutting of roots that the tree cannot be retained. However, the use of innovative techniques may reduce root damage, but still produce a viable boundary, allowing the tree to be retained. Root damage to surfacing is often a sustainable reason for removal if rectifying the damage will significantly adversely affect the tree. In contrast, the potential for roots to deform surfacing would be a less reliable basis for allocation to this subcategory because it is so unpredictable. As a general rule, there would need to be good evidence for ongoing damage, with little scope for remedial works, before a tree could be reliably allocated to this subcategory.
Z9	This is a similar subcategory to Z5, but where the defect is not so severe that remedial works have to be extensive and immediate. Quite often, there are less severe defects that are so had there is no realistic potential for the tree to improve, but it could be retained in the short term with some significant remedial works. This would only be seen as a temporary measure because to continue applying the same principle would not be cost-effective compared to replacement. A typical example would be a tree with a large and progressive cavity that will clearly prevent it ever improving its condition or contribution to amenity. However, substantial thinning and reduction would allow it to be retained in the short term to allow other replacement trees to develop to buffer its inevitable loss. The benefit of retaining it in the short term might outweigh the cost of doing the works as a one-off, but not on a regular basis.
Z10	It is common to find trees that are obviously not good enough for long term retention because they look unhealthy or are so unbalanced or so tall and thin or that they will never improve. However, the problems are not so severe that there is a high risk of death or failure, and they cannot be discounted for that reason. This subcategory is for those trees and relies on the principle of sustained amenity to justify the allocation. Trees with no potential to improve are taking up space where new trees could be growing, which would then fall into the Z1 subcategory. As set out in the Z1 explanations, the precise location on the site is not often that critical, so these trees would not generally be considered worthy of being a material constraint.
Z11	This applies to trees in groups where one individual is destructively interfering with another. The judgment of which is the better tree is obviously subjective and would be informed by which tree had the best potential for sustainable retention. An obvious example is one tree growing up through another and directly rubbing causing damage. Retaining both would probably result in the loss of each, whereas removing one may allow the other to achieve its full potential. Another example would be one tree shading and preventing the sustainable development of a neighbour to the extent that both trees would be prematurely removed if left alone. The removal of one tree may be justified if it allowed the remaining tree to reach its full potential. If both trees could be retained as a group and achieve their full potential, then they should not be included in this subcategory.
Z12	This is a matter of judgment and may vary widely. It primarily applies to existing trees that are not suited to their location, but there is resistance to their replacement. As a general principle, all trees will incur some management costs and these would normally not be a valid reason for removal. However, as those costs increase, their acceptability decreases to a point where it will be more cost-effective to plant a new tree more suited to the location rather than incur the burden of repeated and excessive costs indefinitely. Typical examples include topped trees with excessive decay, pollarded trees to reduce subsidence risk, trees beneath power lines and trees close to buildings, roads and paths. All these examples will require high levels of maintenance that may not be financially acceptable unless the benefits that arise from retaining the trees are particularly high.
A1	Trees that do not require any specific remedial works above those that would be required for normal maintenance.
A2	Trees with minor defects likely to recover from remedial works to be retainable in the long term, i.e. pollards with little decay.
A3	'Special' means unusual, rare or uncommon, i.e. a tree of some historical/cultural significance, etc.
A4	Trees can be valuable ecological habitat that may be protected by legislation, which may be a material constraint on the type and timing of changes that can occur on a site. If an ecological assessment has not been carried out by the time of the survey, and the arborist suspects there may be habitat issues, the tree should be identified as A4, and specialist assessment should be sought.

Tree AZ Detailed Descriptors.

TREE DESCRIPTORS & TERMINOLOGY - OPEN SPACE MANAGEMENT

AGE:

Young	Juvenile tree recently planted. Last 1- 5 Yrs
Semi-mature	Tree still growing within the current environment
Mature	Specimen has reached expected size in current situation.
Senescent	Tree is over mature and in decline or past its respective SULE for the site.

FORM:

Good	Canopy full and symmetrical.
Fair	Minor asymmetry or suppression; considered typical for species in situation.
Poor	Canopy suppressed, major asymmetry. Stump re-growth.

HEALTH:

Good	Crown full, with good density. Foliage entire with good colour with minimal or no pathogen damage. Good growth indicators, e.g. extension growth. No or minimal canopy dieback. Good wound-wood development.
Fair	Tree is exhibiting one or more of the following symptoms; Tree has <30% dead wood, or can have minor canopy dieback, Foliage generally with good colour, some discolouration may be present, minor pathogen damage present. Typical growth indicators, e, g. extension growth, leaf size, canopy density for species in location may be slightly abnormal.
Poor	Tree has >30% dead wood. Canopy Dieback present. Discoloured or distorted leaves and or excessive Epicormic Regrowth. Pathogen is present and or stress symptoms that could lead to or are leading to decline of tree.
Dead	Tree is dead.

STRUCTURE:

Good	Good branch attachment and or no minor structural defects. Trunk and scaffold branches sound or only minor damage. Good trunk and scaffold branch taper. No branch over extension. No damage to structural roots and or good buttressing present. No obvious root pests or diseases.
Fair	Some minor structural defects and or minor damage to trunk. Bark missing. Cavities could be present. Minimal or no damage to structural-roots. Typical structure for species in the situation.
Poor	Major structural defects and or trunk damaged and or missing bark. Large cavities, and or girdling or damaged roots that are problematical.
Hazardous	Tree poses immediate hazard potential that should be rectified as soon as possible.

VIGOUR:

Good, Fair or Poor. This describes the ability of a tree to promote extension growth and wound-callus effectively; this is directly related to the annual progress of tree growth, including root systems, which are dependent on in-situ and environmental conditions.

GENERAL CONDITION:

Describes a tree or group of trees in a broad term of convenient précis that considers all of these Tree Descriptors as mentioned in Documents. Tree Data Tables & Photos.

SAFE USEFUL LIFE EXPECTANCY (SULE): As per AS 4970-2009

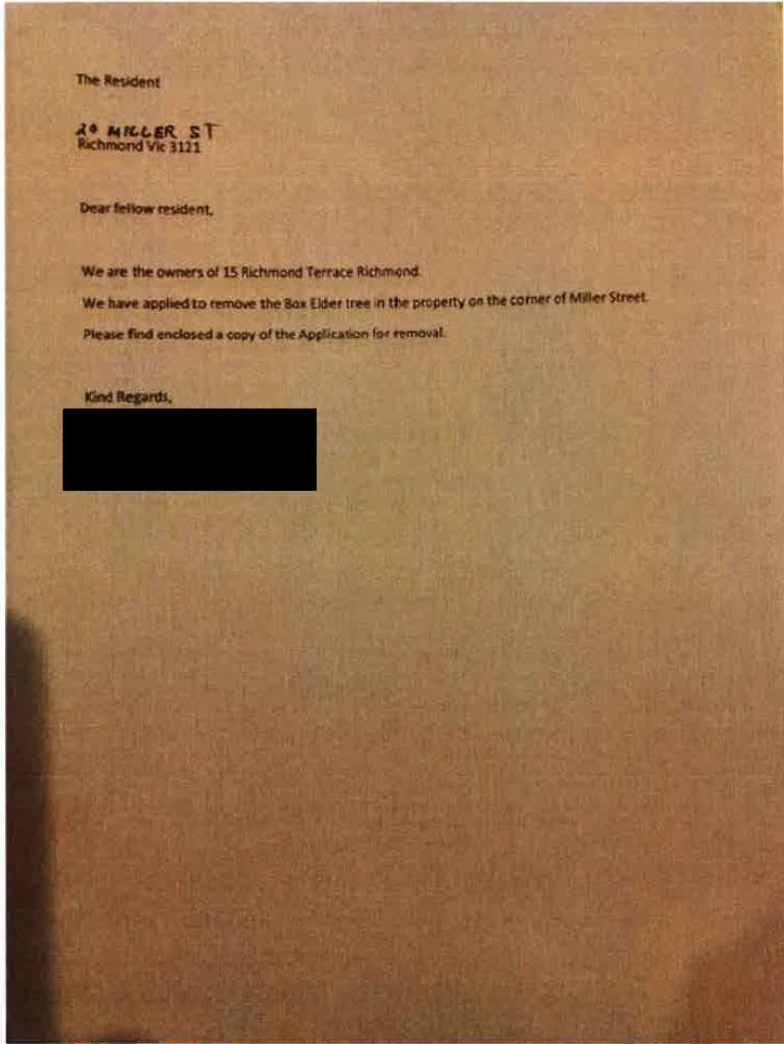
Safe Useful Life Expectancy (SULE) means that in a planning context the length of time a tree can be maintained as a useful amenity and not a liability is by far the most important long-term consideration. SULE is contingent on a number of obvious management assumptions and the fundamental principles of public safety and usefulness in the landscape. Trees are a renewable resource.

Arboricultural Consultancy Assumptions and Limiting Conditions - OSM

1. Any legal description provided to the consultant is assumed to be correct. Any titles and ownerships to any property are assumed to be good. No responsibility is assumed for matters legal in character.
2. It is assumed that any property/project is not in violation of any applicable codes, ordinances, statutes or other government regulations.
3. Care has been taken to obtain all information from reliable sources. All data has been verified in so far as possible, however; the consultant can neither guarantee nor be responsible for the accuracy of the information provided by others.
4. The consultant shall not be required to give testimony or to attend court by reason of this report unless subsequent contractual arrangements are made, including payment of an additional fee for such services.
5. Loss or alteration of any part of this report invalidates the entire report.
6. Possession of this report or a copy thereof does not imply right of publication or use for any purpose by anyone but the person to whom it is addressed, without the prior written consent of the consultant.
7. Neither all nor any part of the contents of this report, nor any copy thereof, shall be used for any purpose by anyone but the person to whom it is addressed, without the written consent of the consultant; not shall it be conveyed by anyone, including the client, to the public through advertising, public relations, news, sales or other media, without the written consent of the consultant.
8. This report and any values expressed herein represent the opinion of the consultant and the consultant's fee is in no way contingent upon the reporting of the specified value, a stipulated result, the occurrence of a subsequent event, nor upon any finding to be reported.
9. Sketches diagrams, graphs and photographs in this report, being intended as visual aids, are not necessarily to scale and should not be construed as engineering or architectural reports or surveys.
10. Unless expressed otherwise: Information contained in this report covers only those items that were examined and reflect the condition of those items during the inspection.
11. The inspection is limited to visual examination accessible components without dissection, excavation or probing unless otherwise indicated within the report.
12. There is no warranty or guarantee, expressed or implied that the problems or deficiencies of the plants property in question may not arise in the future.

[REDACTED]
From:
Sent:
To:

[REDACTED]
Tuesday, 4 April 2023 9:09 AM
[REDACTED]



The Resident

27 MILLER ST
Richmond Vic 3121

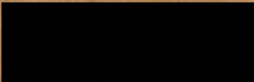
Dear fellow resident,

We are the owners of 15 Richmond Terrace Richmond.

We have applied to remove the Box Elder tree in the property on the corner of Miller Street.

Please find enclosed a copy of the Application for removal.

Kind Regards,



The Resident

29 MILLER ST
Richmond Vic 3121

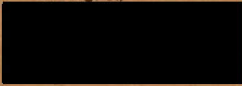
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Kind Regards,



The Resident

7 RICHMOND TCE
Richmond Vic 3121

7

Dear fellow resident,

We are the owners of 15 Richmond Terrace Richmond.

We have applied to remove the Box Elder tree in the property on the corner of Miller Street.

Please find enclosed a copy of the Application for removal.

Kind Regards,

A black rectangular redaction box covering the signature of the sender.

The Resident

RICHMOND TEE
Richmond Vic 3121

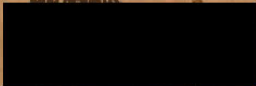
Dear fellow resident,

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We have applied to remove the Box Elder tree in the property on the corner of Miller Street.

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Kind Regards



The Resident

11 RICHMOND TCE
Richmond Vic 3121

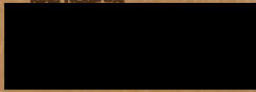
Dear fellow resident,

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We have applied to remove the Box Elder tree in the property on the corner of Miller Street.

Please find enclosed a copy of the Application for removal.

Kind Regards,



The Resident

16 RICHMOND TCE
Richmond Vic 3121

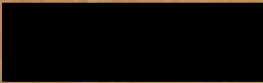
Dear fellow resident,

We are the owners of 15 Richmond Terrace Richmond.

We have applied to remove the Box Elder tree in the property on the corner of Miller Street.

Please find enclosed a copy of the Application for removal.

Kind Regards,



The Resident

13 RICHMOND TCE
Richmond Vc 3121

Dear fellow resident,

We are the owners of 15 Richmond Terrace Richmond.

We have applied to remove the Box Elder tree in the property on the corner of Miller Street.

Please find enclosed a copy of the Application for removal.

Kind Regards


The Resident

20 RICHMOND TCE
Richmond Vic 3121

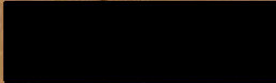
Dear fellow resident,

We are the owners of 15 Richmond Terrace Richmond.

We have applied to remove the Box Elder tree in the property on the corner of Miller Street.

Please find enclosed a copy of the Application for removal.

Kind Regards,



The Resident
22 RICHMOND TCE
Richmond Vic 3121

Dear fellow resident,

We are the owners of 15 Richmond Terrace Richmond.
We have applied to remove the Box Elder tree in the property on the corner of Miller Street.
Please find enclosed a copy of the Application for removal.

Kind Regards,


Regards,


Sent from my iPhone

To :- Yarra City Council

15 Richmond Terrace Richmond – removal of tree

I am the owner resident of ... [redacted] Richmond Terrace, Richmond

I support the application for a permit to remove the box elder tree at 15 Richmond Terrace Richmond

[redacted]

Name

[redacted] Richmond Terrace, Richmond

Address

01/05/2023

Date

Hi there,
Apologies for the delay
in returning this, we
support the tree removal
and proposed replanting
plans. Thanks, [redacted]

To :- Yarra City Council

15 Richmond Terrace Richmond – removal of tree

I am the owner/resident of [REDACTED] RICHMOND TCE., Richmond

I support the application for a permit to remove the box elder tree at 15 Richmond Terrace Richmond

[REDACTED]

Name

[REDACTED] RICHMOND TERRACE, RICHMOND

Address

11/04/23

Date

To :- Yarra City Council

15 Richmond Terrace Richmond – removal of tree

I am the owner/resident of [redacted] Richmond Tce Richmond

I support the application for a permit to remove the box elder tree at 15 Richmond Terrace Richmond

[redacted]	[redacted]
[redacted]	[redacted]
Address	Address
[redacted] <u>Richmond Tce</u>	[redacted] <u>RICHMOND TCE</u>
[redacted] <u>Richmond</u>	[redacted] <u>RICHMOND</u>
Date	Date
<u>6/4/23</u>	<u>6/4/23</u>

To :- Yarra City Council

15 Richmond Terrace Richmond – removal of tree

I am the owner/resident of [REDACTED] MILLER ST Richmond

I support the application for a permit to remove the box elder tree at 15 Richmond Terrace Richmond

[REDACTED]

Name

[REDACTED] Miller St

Address

28-3-23

Date

To :- Yarra City Council

15 Richmond Terrace Richmond – removal of tree

I am the owner/resident of [REDACTED] RICHMOND TERRACE Richmond

I support the application for a permit to remove the box elder tree at 15 Richmond Terrace Richmond

[REDACTED]

Name

[REDACTED] RICHMOND TERRACE

Address

5 APRIL 2023

Date

To :- Yarra City Council

15 Richmond Terrace Richmond – removal of tree

I am the owner/resident of [REDACTED] RICHMOND TERRACE..... Richmond 3121

I support the application for a permit to remove the box elder tree at 15 Richmond Terrace Richmond

[REDACTED]

[REDACTED]

Address

[REDACTED] RICHMOND TERRACE 3121

Date 4-4-2023

RICHMOND
15 RICHMOND TERRACE

CONCEPT DESIGN - 12 APRIL 2023

Ben Scott
GARDEN DESIGN

+61 412 748 804 - ben.scott.com.au
5 Henry Street, Hawthorn, Vic 3122

**OVERALL GARDEN
HARDSCAPE MATERIAL PALETTE**



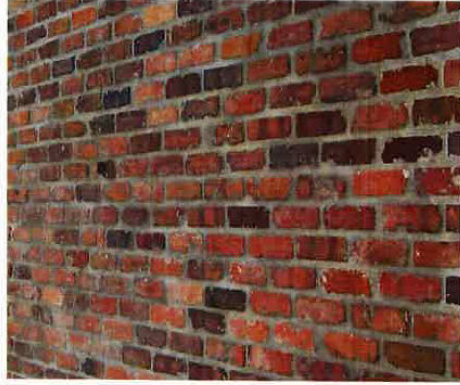
Alba Pavers with ground cover between



Alba Fillet



Alba Pavers



Brick paving laid on edge



Timber Decking - Greyed Off

FRONT GARDEN
REFERENCE IMAGES



Virginia creeper around verandah



Star Jasmine growing on 50 x 50mm mesh to fence



Top: Oakleaf Hydrangea
Below: Arthropodium



Top: Oakleaf Hydrangea
Below: Arthropodium



Top: Camellia japonica
Below: Liriope Evergreen Giant



Top: Camellia japonica
Below: Liriope Evergreen Giant



Top: Helleborus
Below: Babys tears



Top: Helleborus
Below: Babys tears

**NORTHERN REAR GARDEN
SOUTHERN SECTIONAL ELEVATION**



NORTHERN REAR GARDEN
REFERENCE IMAGES

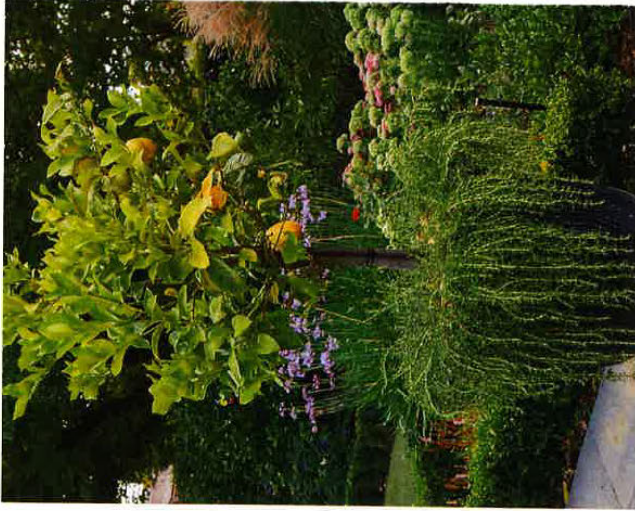


Magnolia Teddy Bear hedge

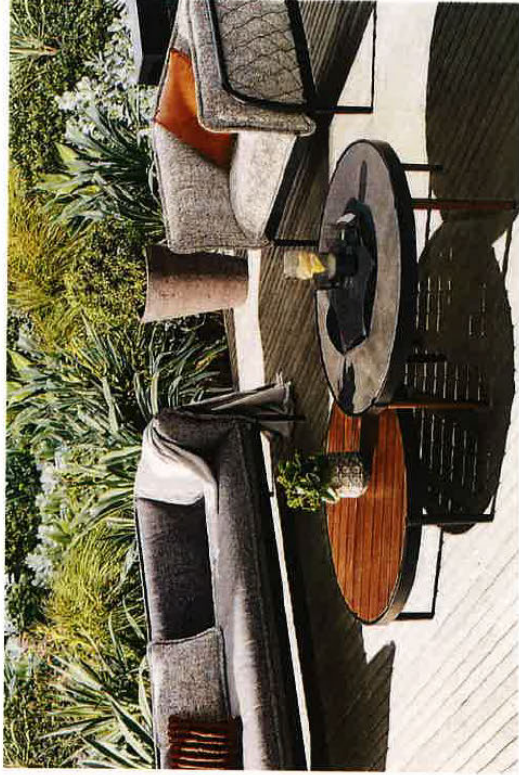


Top: Virginia Creeper to climb up Carport posts to soften
Below: Virginia Creeper Hanging

NORTHERN REAR GARDEN
 REFERENCE IMAGES



Top: Lemon tree to pot with ground cover Rosemary below
 Below: Fillet paved terrace



Top: Trace outdoor sofa
 Below: Eco Outdoor - Heaven Wire Chairs

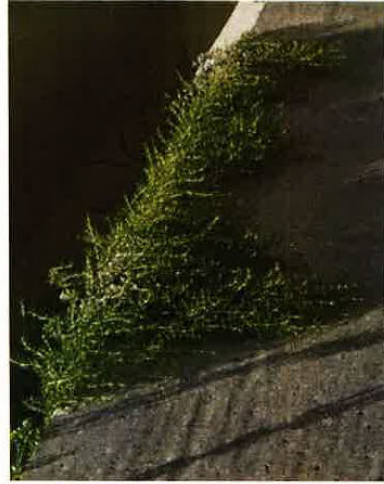
**NORTHERN REAR GARDEN
| PLANTING PALETTE**



Star Jasmine on mesh fence



Top: Liriope Evergreen Giant
Below: Rosemary ground cover



Top: Asiatic Jasmine Ground Cover
Below: Espaliered camellia



**SOUTHERN REAR GARDEN
WESTERN SECTIONAL ELEVATION**

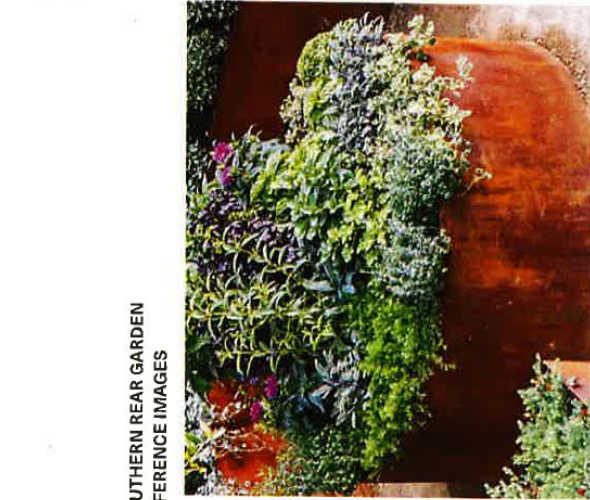
SOUTHERN REAR GARDEN
REFERENCE IMAGES



Bay hedge



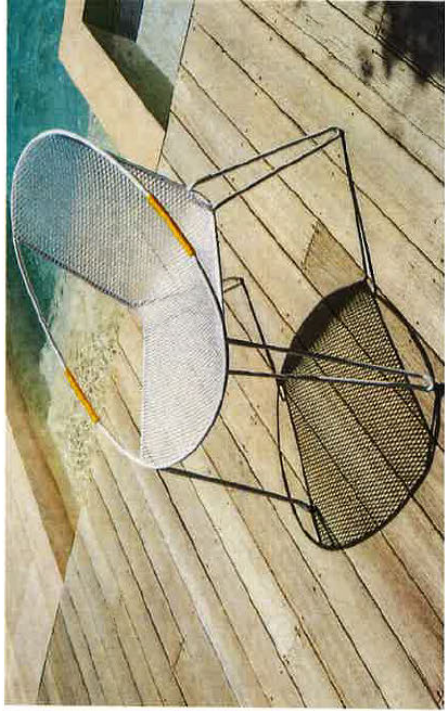
Alba Steppers with Zoysia ground cover surrounding



Steel ring herb garden



Zoysia surrounding pavers



Tait - wire chairs

TREES
PLANTING PALETTE



Angophora



Lemon Tree

**SHRUBS & CLIMBERS
 PLANTING PALETTE**



Top: Arthropodium
 Below: Ligularia reniformis



Top: Tulbaghia
 Below: Myers Asparagus Fern



Top: Sedum
 Below: Anigazanthos



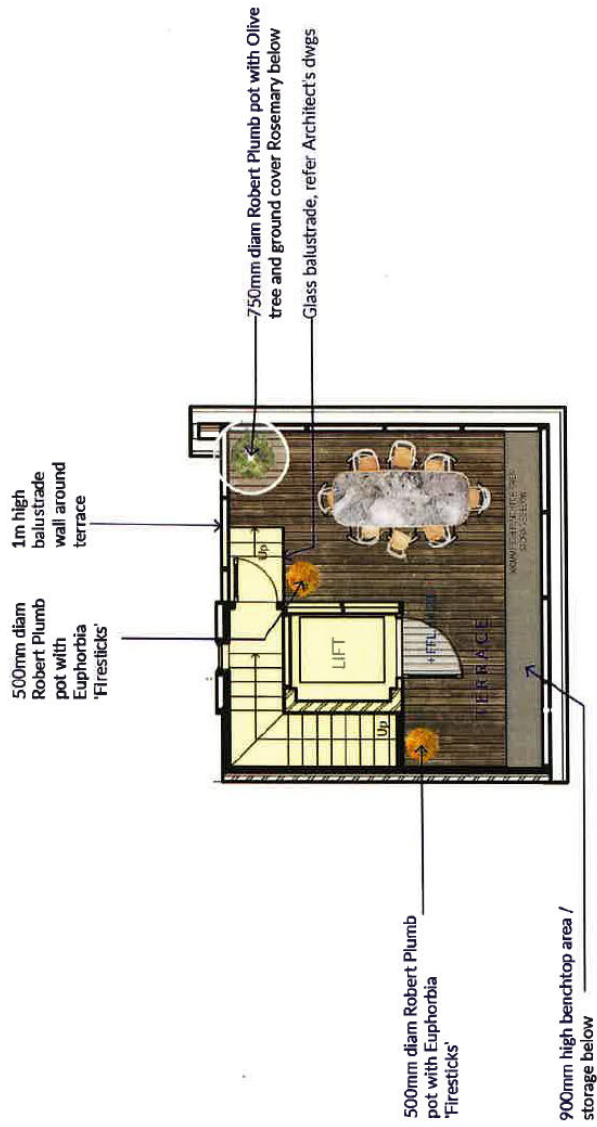
Top: Lamandra 'Tanita'
 Below: Westringia



Top: Roldana petasitis
 Below: Boston Ivy



**ROOF GARDEN
CONCEPT PLAN**



**ROOF GARDEN
REFERENCE IMAGES**



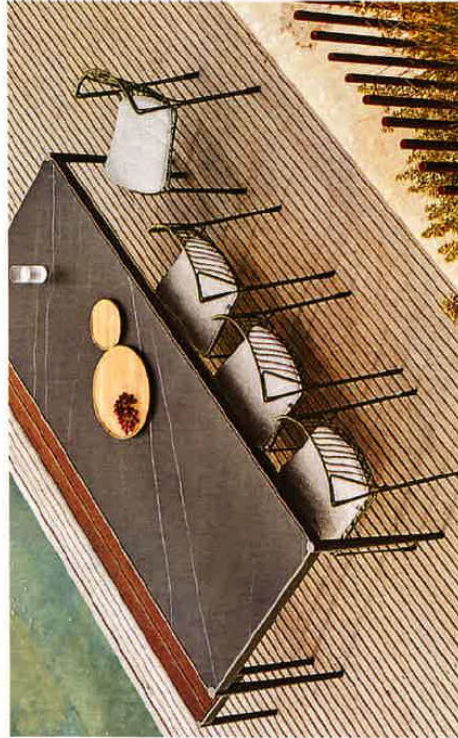
Kyoto Pot by Robert Plumb



Euphorbia 'Firesticks'



Olive Tree in Concrete Pot

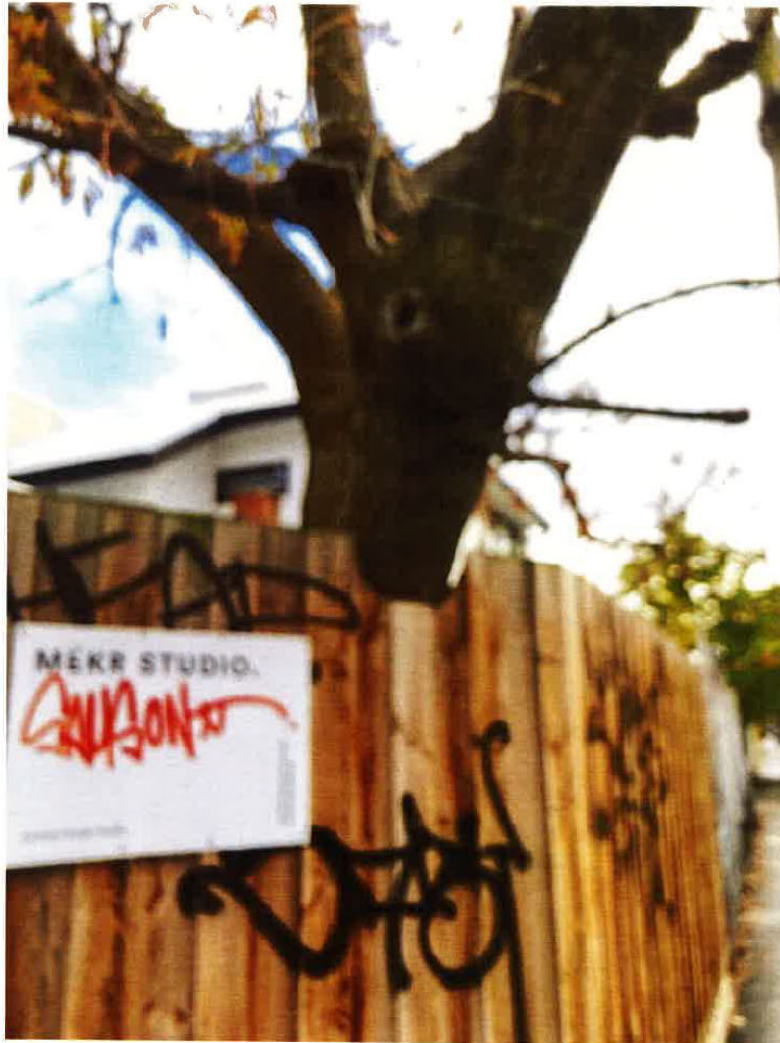


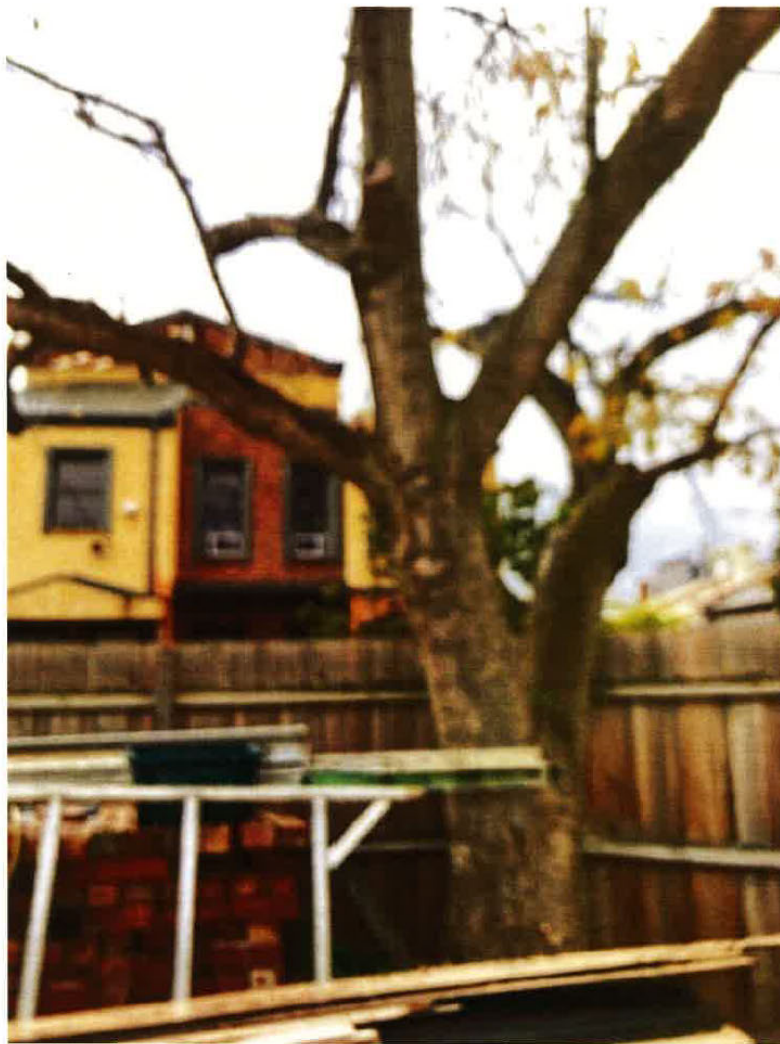
Tall - trace table

END

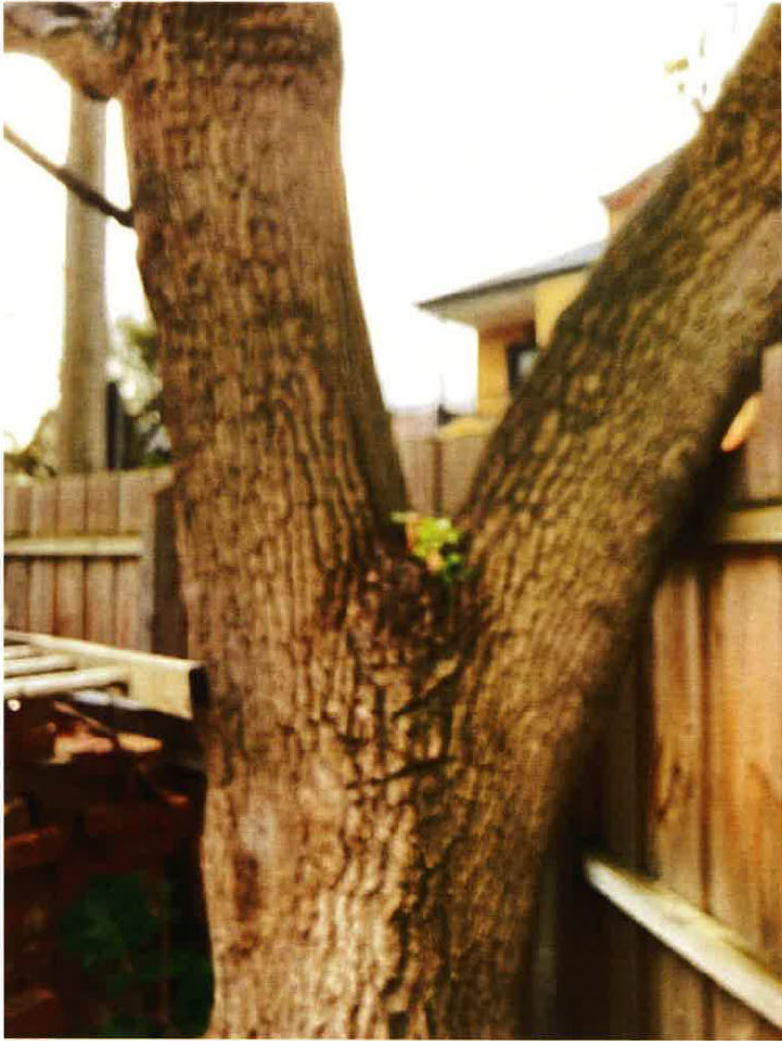
13 April 2023
5 Henry Street,
Hawthorn,
Vic 3122

+61 412 746 604
www.benscott.com.au
ben@benscott.com.au
Ben Scott Garden Design



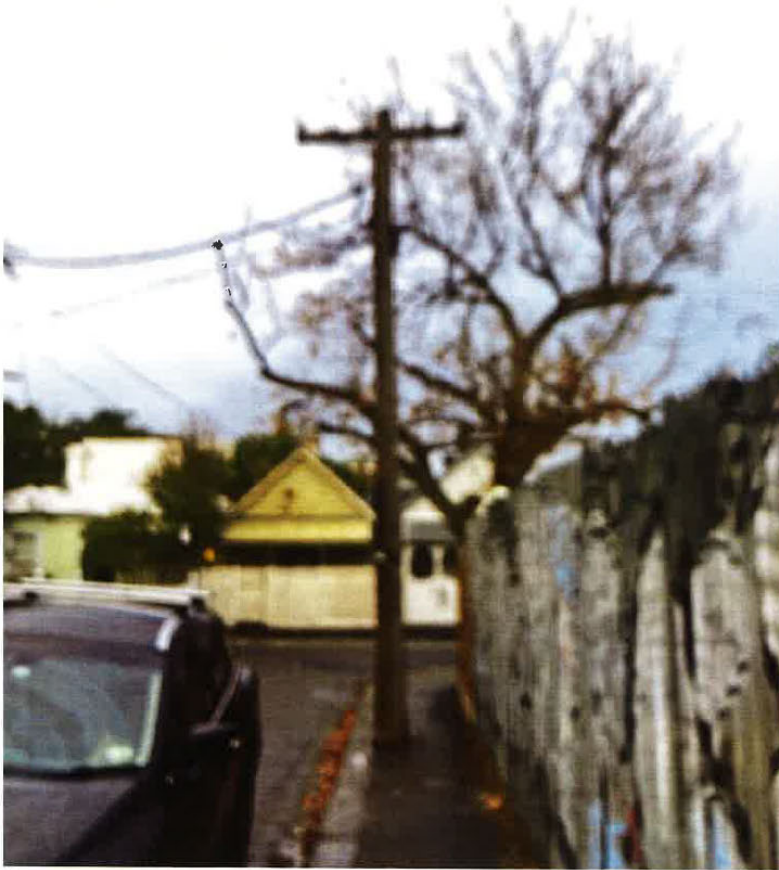


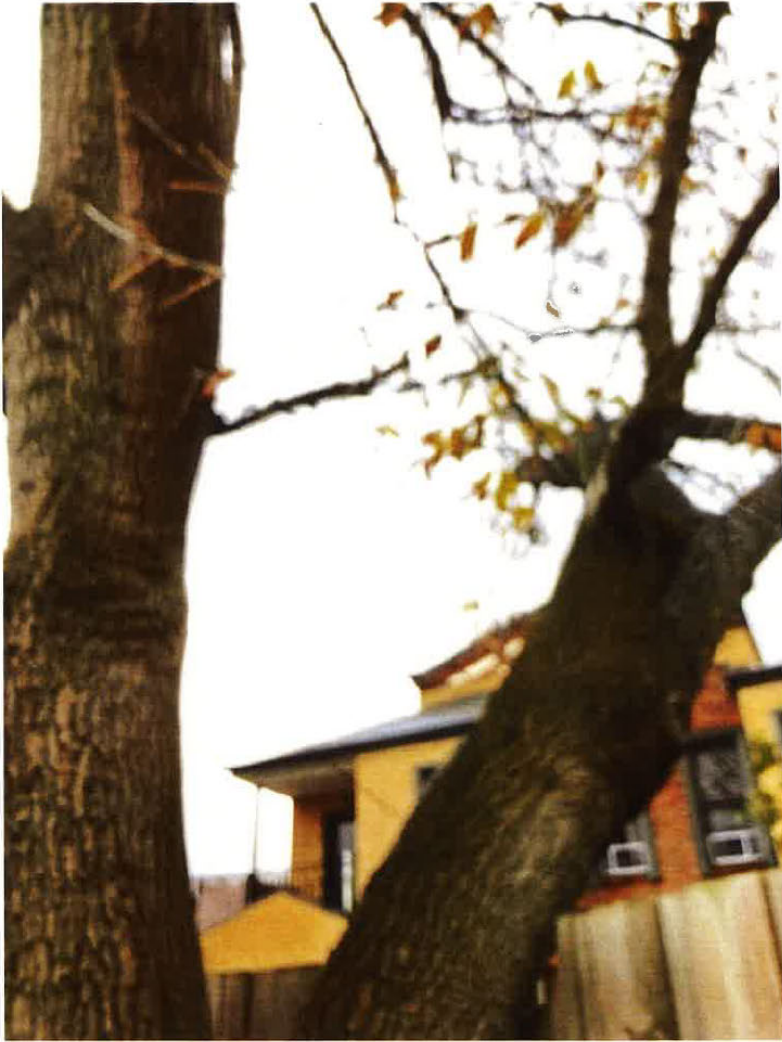
















Regards,



Sent from my iPhone

Scientific Name	Common Name	Family	Weed status in Victoria	Impact on natural systems	Area of potential distribution remaining	Potential for invasion	Rate of dispersal	Range of susceptible habitat types	Risk Ranking Score	Risk Rating
<i>Salix x sepulcralis nolteovar. chrysocoma</i>	Weeping Willow	Salicaceae	Environmental weed	Typically significant	Early stage of invasion	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Salix x sepulcralis nolteovar. sepulcralis</i>	Weeping Willow	Salicaceae	Environmental weed	Typically significant	Early stage of invasion	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Salix babyonica</i>	Weeping Willow	Salicaceae	Environmental weed	Typically significant	Extensive potential for further spread	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Salix matsudana Tortuosa</i>	Tortured Willow	Salicaceae	Environmental weed	Typically significant	Early stage of invasion	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Salix nigra</i>	Black Willow	Salicaceae	Environmental weed	Typically significant	Extensive potential for further spread	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Salix purpurea</i>	Purple Osier	Salicaceae	Environmental weed	Typically significant	Early stage of invasion	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Salvinia molesta</i>	Salvinia	Salvinaceae	Environmental weed	Typically significant	Early stage of invasion	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Schoenoplectus mucronatus</i>	Rice-marsh Bulrush	Cyperaceae	Environmental weed	Typically significant	Early stage of invasion	Moderately invasive	Moderate	Restricted	32.1	Very high
<i>Sorbus aucuparia</i>	Rowan	Rosaceae	Environmental weed	Typically significant	Early stage of invasion	Moderately invasive	Moderate	Restricted	32.1	Very high
<i>Tribolium uniolae</i>	Haas Grass	Poaceae	Environmental weed	Typically significant	Early stage of invasion	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Triglochin scilloides</i>	Awl-leaved Liliace	Juncaginaceae	Environmental weed	Typically significant	Extensive potential for further spread	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Viola odorata</i>	Common Violet	Violaceae	Environmental weed	Typically significant	Extensive potential for further spread	Moderately invasive	Moderate	Restricted	32.1	Very high
<i>Wachendorfia thyrsiflora</i>	Red Root	Haemodioraceae	Environmental weed	Typically significant	Early stage of invasion	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Xanthium strumarium</i>	Noogoora Burr	Asteraceae	Environmental weed	Typically significant	Extensive potential for further spread	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Zantedeschia aethiopica</i>	White Arum-lily	Araceae	Environmental weed	Typically significant	Extensive potential for further spread	Highly invasive	Moderate	Restricted	32.1	Very high
<i>Acacia acuminata</i>	Jam Tree	Fabaceae	Environmental weed	Occasionally significant	Early stage of invasion	Moderately invasive	Slow	Extensive	31.3	Very high
<i>Acer negundo</i>	Box Elder	Sapindaceae	Environmental weed	Typically significant	Extensive potential for further spread	Somewhat invasive	Rapid	Extensive	31.3	Very high
<i>Allocasuarina dimidiata</i> subsp. <i>dimidiata</i>	Bicornbush Sheoak	Casuarinaceae	Environmental weed	Typically significant	Early stage of invasion	Moderately invasive	Slow	Extensive	31.3	Very high
<i>Arbutus unedo</i>	Strawberry Tree	Ericaceae	Environmental weed	Typically significant	Extensive potential for further spread	Somewhat invasive	Moderate	Extensive	31.3	Very high
<i>Callitris oblonga</i> subsp. <i>oblonga</i>	Tasmanian Cypress-pine	Cupressaceae	Environmental weed	Typically significant	Early stage of invasion	Somewhat invasive	Slow	Extensive	31.3	Very high

7.8 2022/23 Annual Plan Report - June 2023

Reference	D23/330598
Author	Shane Looney - Corporate Planner
Authoriser	General Manager Corporate Services and Transformation
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. To present the 2022/23 Annual Plan Progress Report for June 2023.

Critical analysis

History and background

2. The 2022/23 Budget and Annual Plan were adopted by Council on 23 June 2022. The Annual Plan and Budget delivers Year 2 Initiatives in the Council Plan.
3. The budget year 2022/23, is Year 2 of the Council Plan 2021-25 incorporating the Municipal Health and Wellbeing Plan, adopted by Council on 19 October 2021 in accordance with the Local Government Act 2020.
4. The 2022/23 Annual Plan included 49 actions that are Year 2 actions that contribute to the delivery of 4-year Initiatives in the Council Plan 2021-25.
5. Actions in the 2022/23 Annual Plan were funded in the 2022/23 Budget.

Discussion

6. The 2022/23 Annual Plan Report for June 2023 is provided as Attachment 1 for noting and discussion.
7. Progress of each of the actions in the Annual Plan is rated on the following scale:

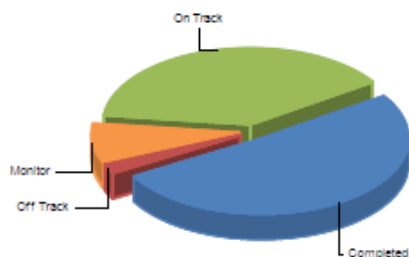
Completed	100% achieved
On track	90<99% achieved
Monitor	75<89% achieved
Off track	<75% achieved.
8. The established performance target for the Annual Plan is 75% of total actions scheduled to commence during the reporting quarter are rated as completed (100%) or on track (90<99%).

2022/23 Annual Plan Quarter 4 results

9. At the end of June 2023, 90% of the Annual Plan actions were reported as completed or on-track, against the performance target of 75%.
10. The result of 90% is the best result achieved in the past five years.

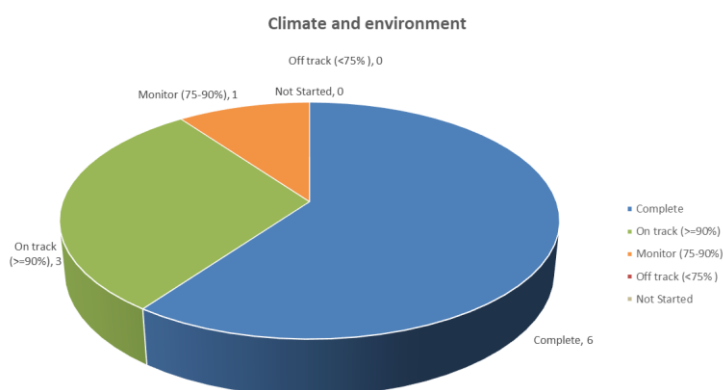
Year	% actions completed or on track
2018/19	83%
2019/20	86%
2020/21	89%
2021/22	82%
2022/23	90%

11. The table below provides a breakdown of the action results by strategic objective.



Strategic Objective	No. of Actions Reported	Complete	On track (>=90%)	Monitor (75-90%)	Off track (<75%)	Not Started
Climate and environment	10	6	3	1	0	0
Social equity and health	11	5	6	0	0	0
Local economy	4	2	2	0	0	0
Place and nature	7	3	2	1	1	0
Transport and movement	6	1	4	1	0	0
Democracy and governance	11	8	2	1	0	0
	49 (100%)	25 (51.02%)	19 (38.78%)	4 (8.16%)	1 (2.04%)	0 (0.00%)

Strategic Objective 1 Climate and environment



12. Climate and environment actions include work to transition Council buildings off gas, supporting and engaging households and businesses to transition to zero carbon, progress zero carbon development, continue transition of Council's fleet to low emissions options and programs and initiatives to reduce organic and plastic waste and support circular economy solutions.

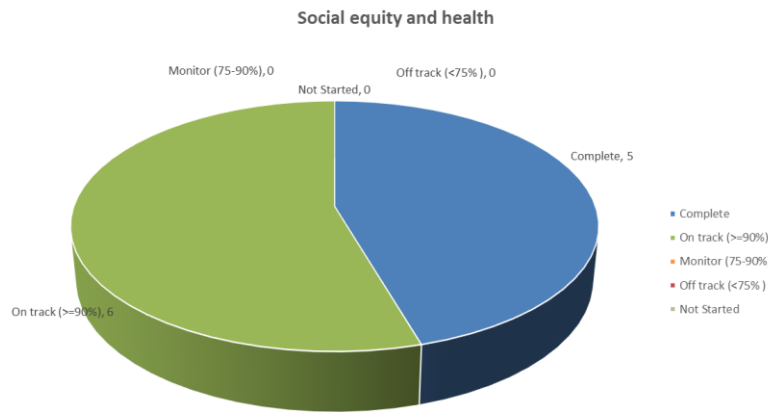
13. Of the ten actions, six are completed and three are on track.

14. The status of the following action is Monitor (75-90%).

(a) 1.10 Circular Economy:

The training program for Executive and Councillors was not delivered during the project, officers lodged a joint application with 4 neighbouring Councils for a circular economy grant from State Government to fund the training program. We are awaiting the outcome of the application. A circular economy action has been carried over into the 2023/24 Annual Plan.

Strategic Objective 2 Social equity and health

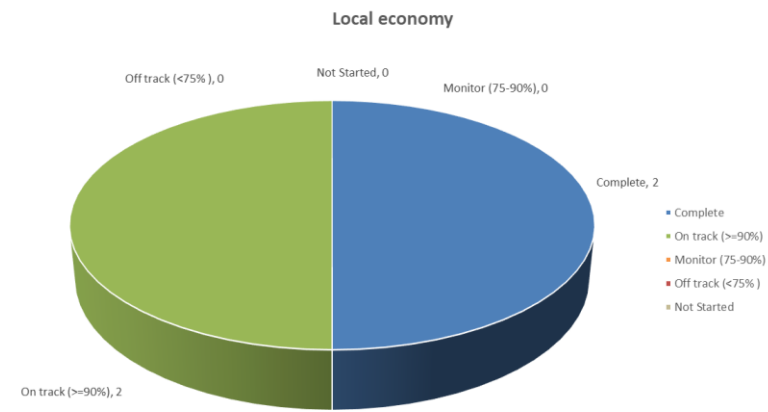


- 15. Social equity and health actions in the Annual Plan include commencing construction of Collingwood College early childhood centre, progressing the Collingwood Town Hall Precinct Community Hub project, programs and initiatives to support children and young people, older people, culturally diverse and LGBTIQ communities.

- 16. Of the eleven actions, five are completed and six are On Track.

Note: Action 2.01 Collingwood College early childhood centre build was deferred by Council after the project underwent a significant rescoping, with works originally to be undertaken by Council now to be undertaken by the Victorian Schools Building Alliance instead. Council will be responsible for delivering a smaller scope of works associated with a 22-place room for occasional care, to be delivered over budget years 2023/24 and 2024/25. This action is recorded as completed, as there are no outstanding milestones.

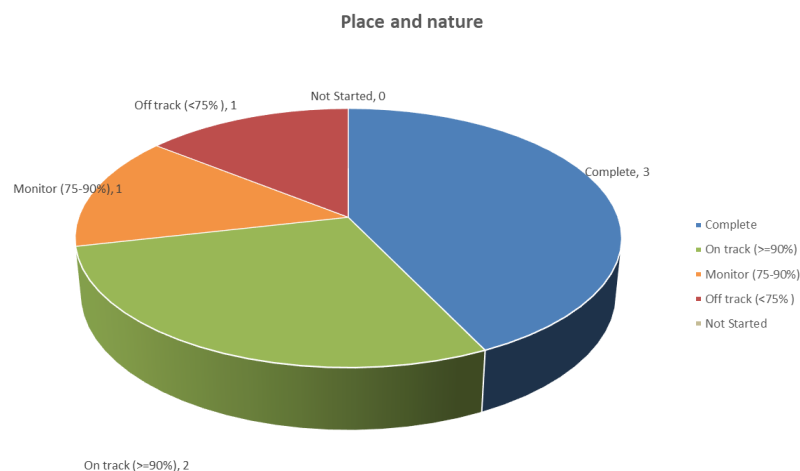
Strategic Objective 3 Local economy



- 17. Local economy actions in the Annual Plan include promotion of arts and culture, supporting new businesses through the approvals process, developing accessible information for potential businesses to locate vacant properties and work to understand community perceptions of safety.

- 18. Of the four actions, two are completed and two are on track.

Strategic Objective 4 Place and nature



19. Place and nature actions in the Annual Plan include the Cremorne Urban Design Framework, new parks in Cambridge Street and Otter Street, the redevelopment of Brunswick Street Oval Precinct, renewing Yambla Street Pavilion, direct seeding and cultural burning bushland management, nature engagement programs and greening initiatives including tree planting and measuring tree cover canopy.

20. Of the seven actions, three are completed and two are on-track.

Note: Action 4.04 Yambla Street Pavilion and public toilet renewal, construction was deferred by Council after project costs escalated from \$3.2m to \$5.9m. Funding has been included in the 2023/24 budget to explore other options. The software records this action as completed as there are no outstanding milestones.

21. The status of the following actions is Monitor (75<90%):

(a) 4.02 Cambridge Street expansion reserve and Otter Street park:

Revised dates have been negotiated with the Department of Environment, Land, Water and Planning who are funding the project. Cambridge Street works are currently underway, while Otter Street works commenced in July.

Both projects have been carried over into the 2023/24 Annual Plan. Completion dates for these open spaces are end of October 2023 for the Cambridge Street expansion and end of year for Otter Street works.

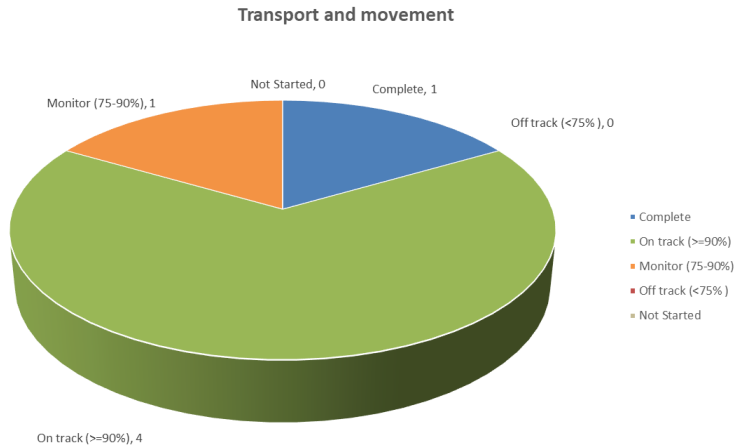
22. The status of the following action is Off Track (<75%):

(a) 4.01 Cremorne Urban Design Framework:

The draft Urban Design Framework (UDF) was put on public exhibition in November 2022, with over 165 pieces of written feedback received, and 20 meetings held with State Government departments and agencies, landowners, community members and Council’s advisory committees. In response, officers commissioned additional work on transport and built form testing.

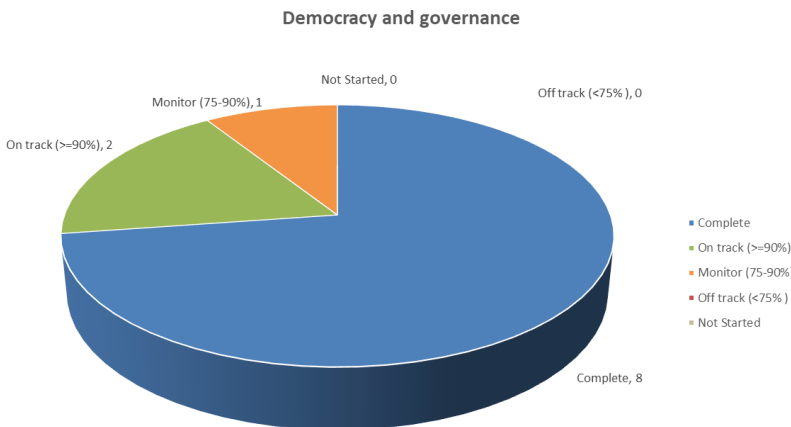
This project has been carried over into the 2023/24 Annual Plan. A report will be presented to Council on 12 September 2023 to consider the feedback received on the draft UDF, a revised UDF and a request to the Minister for Planning to progress interim planning provisions and exhibit permanent provisions.

Strategic Objective 5 Transport and movement



- 23. Transport and movement actions in the Annual Plan include adoption of the Transport Action Plan, delivering active transport projects, advocacy for public transport, designing and implementing road safety studies and supporting shared micro-mobility, car share and ride share schemes.
- 24. Of the six actions, one action is completed and four are on track.
- 25. The status of the following actions is Monitor (75<90%):
 - (a) 5.01 Transport Action Plan:
The draft Transport Action Plan is being developed. A report will be presented to Council at its September 2023 meeting to commence community input into the plan, Engagement is scheduled to occur in September – October 2023.

Strategic Objective 6 Democracy and governance



- 26. Democracy and governance actions in the Annual Plan include initiatives to review Council’s strategic documents, investigate the Sustainable Development Goals, projects to improve engagement with youth and underrepresented members of the community, work to build partnerships to support strategic advocacy priorities, development and implementation of the Gender Equality Action Plan and the review and adoption of new Governance Rules.
- 27. Of the eleven actions, eight actions are completed and two are on track.

28. The status of the following action is Monitor (75<90%):

(a) 6.04 CX Program 2020-2022:

A plan to evaluate the program has been developed, but was not undertaken by 30 June 2023, which impacts the status. A working group has been formed to progress the program and new initiatives for FY24, as part of this ongoing initiative.

Options

29. There are no options in this report.

Community and stakeholder engagement

30. The Annual Plan Progress and Financial Report will be made available to the community, when published on Council's website.

31. The Annual Plan is informed by initiatives in the adopted Council Plan 2021-25 and extensive community engagement, which was undertaken during the development of the Council Plan 2021-25.

32. Projects in the Annual Plan are subject to community consultation and engagement on a project-by-project basis.

Policy analysis

Alignment to Community Vision and Council Plan

33. Yarra 2036 Community Vision: The Council Plan 2021-25 Strategic Objectives address all Themes in Yarra 2036 Community Vision.

34. Council Plan 2021-25: This report provides an overview of progress against actions in the 2022/23 Annual Plan that respond to all Strategic Objectives and Year 2 Initiatives from the Council Plan 2021-25.

Climate emergency and sustainability implications

35. The Council Plan 2021-25 includes a Strategic Objective 'Climate and environment' that addresses environmental sustainability and climate emergency considerations. The Annual Plan includes ten actions that respond to initiatives in this Strategic Objective.

36. The Council Plan 2021-25 includes a Strategic Objective 'Transport and movement', that is an integral part of our climate emergency response to reduce transport emissions. The Annual Plan includes six actions that respond to Initiatives in this Strategic Objective.

37. The Council Plan 2021-25 includes a Strategic Objective 'Place and nature', which recognises the important role that public places, streets and green open space have in bringing our community together. The Annual Plan includes seven actions that respond to Initiatives in this Strategic Objective.

Community and social implications

38. The Council Plan 2021-25 incorporates the Municipal Health and Wellbeing Plan that guides how Council will promote health and wellbeing across the municipality, as well as initiatives seeking to address issues of social equity and inclusion.

Economic development implications

39. The Council Plan 2021-25 includes a Strategic Objective 'Local economy' that addresses economic development implications. The Annual Plan includes four actions that respond to Initiatives in this Strategic Objective.

Human rights and gender equality implications

40. The Council Plan 2021-25 includes a Strategic Objective 'Social equity and health' that addresses equity, inclusion, wellbeing and human rights considerations. The Annual Plan includes eleven actions that respond to Initiatives in this Strategic Objective.

Operational analysis

Financial and resource impacts

41. There are no financial or resource impacts.

Legal Implications

42. None relevant to this report.

Conclusion

43. The 2022/23 Annual Plan Progress Report for June 2023 is the final report for this plan and is presented for noting.

RECOMMENDATION

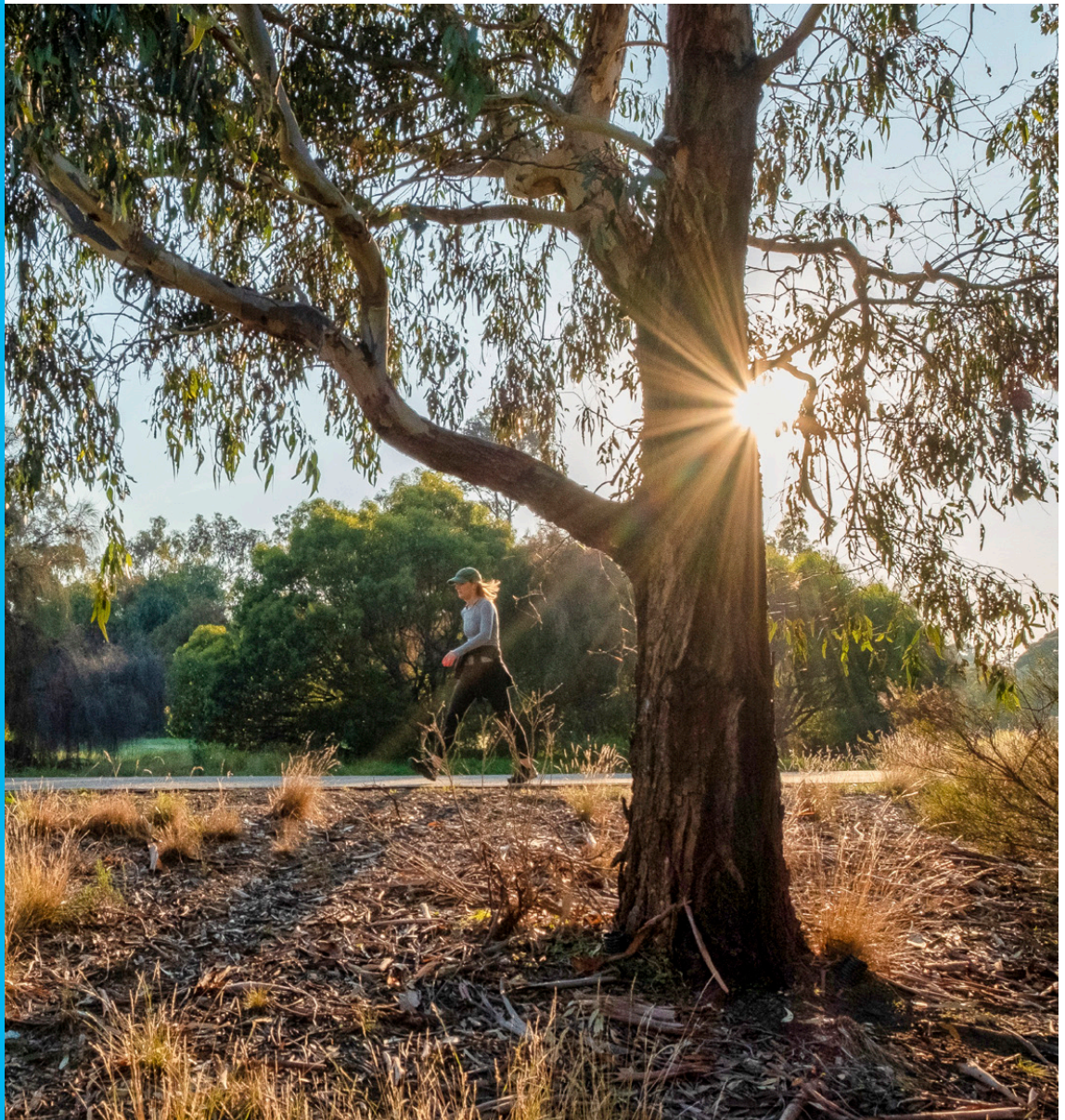
1. That Council:
 - (a) notes the 2022/23 Annual Plan Progress Report for June 2023.

Attachments

- 1 [↓](#) Attachment 1 - 2022-23 Annual Plan June Report



2022/23 Annual Plan June Report



Introduction

Yarra City Council adopted its Council Plan 2021-25 on 19 October 2021. The Council Plan 2021-25 sets out the medium-term direction of Council and the outcomes sought by Councillors for their term. The Council Plan incorporates the Municipal Health and Wellbeing Plan. This financial year, 2022/23 is Year 2 of the Council Plan 2021-25.

Under the Local Government Act 2020 (the Act) each Council is required to produce a four-year Council Plan by 31 October in the year following a general election. The Council Plan must include Strategic Objectives, Strategies, Strategic Indicators and Initiatives. The Act requires that the Council Plan must be developed in accordance with the Strategic Planning Principles. One of these principles is that the Council Plan must address the Community Vision.

The Annual Plan and Budget operationalise the Council Plan. The Annual Plan identifies several initiatives under each Strategic Objective which are significant projects that Council will undertake towards achieving the Strategic Objectives. The Annual Budget and Annual Plan includes some, but not all initiatives from the Council Plan.

The Council Plan 2021-25 has six Strategic Objectives that respond to the Community Vision, which represent the Strategic Direction of Council for their four-year term, these are:

Climate and environment: Yarra urgently mitigates climate change while also adapting to its impacts and developing resilience in everything we do. The community, business and industry are supported and encouraged to do the same.

Social equity and health: Yarra's people have equitable access and opportunities to participate in community life. They are empowered, safe and included.

Local economy: Yarra's neighbourhoods and major activity centres, nightlife and employment precincts are thriving, accessible and connected. They support and inspire diverse creative communities, cultural activities, businesses, and local employment.

Place and nature: Yarra's public places, streets and green open spaces bring our community together. They are planned to manage growth, protect our unique character and focus on people and nature.

Transport and movement: Yarra's transport network is sustainable and recognises that streets are important shared public spaces. Transport and movement is accessible, safe and well connected.

Democracy and governance: Yarra is smart, innovative and sustainable. Our decisions and advocacy are built on evidence and meaningful engagement. Good governance is at the heart of our processes and decision-making.

Progress of these projects and actions will be reported in the 2022/23 Annual Plan Quarterly Progress Reports. Further information can be found in the published version of the Council Plan 2021-25 on the City of Yarra's website.

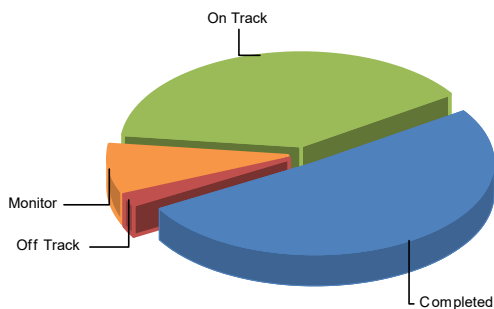
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Quarter Summary

Council has committed to 49 actions across a range of services. Any variations to the Annual Plan are made openly and transparently in the context of priorities that arise over the course of the year.

The status of actions is classified based on the percentage of targets achieved as assessed by the responsible officer (forecast milestones compared to actual work completed).



Strategic Objective	No. of Actions Reported	Complete	On track (>=90%)	Monitor (75-90%)	Off track (<75%)	Not Started
Climate and environment	10	6	3	1	0	0
Social equity and health	11	5	6	0	0	0
Local economy	4	2	2	0	0	0
Place and nature	7	3	2	1	1	0
Transport and movement	6	1	4	1	0	0
Democracy and governance	11	8	2	1	0	0
	49 (100%)	25 (51.02%)	19 (38.78%)	4 (8.16%)	1 (2.04%)	0 (0.00%)

1 . Climate and environment

Yarra urgently mitigates climate change while also adapting to its impacts and developing resilience in everything we do. The community, business and industry are supported and encouraged to do the same.

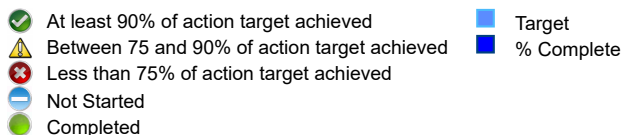
Strategies

Council's work to achieve this Strategic Objective includes the following strategies:

1. Take urgent action to respond to the climate emergency and extend our impact through advocacy and partnerships
2. Lead and support the community, business and industry to take urgent climate action and transition towards net zero emissions and a circular economy
3. Enhance the resilience of our community to prepare for health-related and other impacts of climate change (MPHWP)
4. Lead, embed and promote the transition towards net zero carbon and a circular economy and extend our impact through advocacy and partnerships

The following actions are being undertaken in 2022/23 to work toward achieving Council's Strategic Objective; Climate and environment.

Action Progress Summary



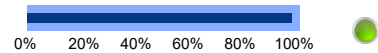
Action	Start Date / End Date	Progress	Status
1.01 Working towards zero emissions in the community	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	Completed
1.02 Accelerating deployment of solar panels	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	Completed
1.03 Community batteries	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	At least 90% of action target achieved
1.04 Community engagement and mobilisation on climate emergency	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	Completed
1.05 Zero carbon development	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	At least 90% of action target achieved
1.06 Transition Council buildings off gas	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	Completed
1.07 Sustainable fleet	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	Completed
1.08 Reduce organic waste	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	At least 90% of action target achieved
1.09 Proudly plastic free	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	Completed
1.10 Circular economy	01/07/22 / 30/06/23	0% 20% 40% 60% 80% 100%	Between 75 and 90% of action target achieved

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1.01 Working towards zero emissions in the community

Council is mid-way through implementation of the Climate Emergency Plan. The Roadmap to Zero Emissions in Yarra Advisory Report was received in early 2022. In 2022/23 Council will implement key initiatives. Council will also use the report as a key input for development of the next Climate Emergency Plan.



Branch Sustainability

Quarterly Milestones

September Update Council on the progress of the Business Renewables Buying Group being led by Council

December Incorporate Roadmap to Zero recommendations into mid-plan review of Climate Emergency Plan actions.

Update Council on the success and lessons from supporting small businesses in Yarra to save energy, emissions, and money.

March Update Council on the progress of the Business Renewables Buying Group (BRBG) being led by Council.

Quarterly Progress Council has been updated on the progress of the Business Renewables Buyers Group as part of the Climate Emergency Plan mid-plan review and a further ebulletin in March 2023.

Comments

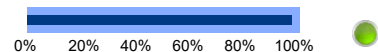
The BRBG is progressing well towards final group formation with 10 businesses having expressed interest.

The Roadmap to Zero Emissions Advisory Report developed by Ironbark Sustainability presented an analysis of opportunities to reduce carbon emissions towards zero-net emissions across the entire Yarra community by 2030. This was presented to Council in February 2022.

The recommendations within the Roadmap to Zero were incorporated into the mid-plan review of the Climate Emergency Plan ('Acting on our Climate Emergency Plan') within section 5 - The next two years and beyond: a review of key actions and pathways - outlining the areas of focus in implementing the Climate Emergency Plan over the next two years. This was presented to Council in October 2022, the update also included the actions undertaken to support small business, and a focus for the next two years and beyond.

1.02 Accelerating deployment of solar panels

Solar installations offer the opportunity for Yarra citizens to take charge of their 100% renewable future, however for many residents and businesses the solutions may not be simple. Council can help by focusing on specific audiences and removal of barriers.



Branch Sustainability

Quarterly Milestones

September Provide a pathway for households and businesses looking to install solar, and promote this via usual channels.

December Provide programs to at least one residential and commercial target audience to provide specific support for solar.

March Brief Councillors on the opportunities to support further solar uptake.

Quarterly Progress Council continues to develop and provide pathways for households and businesses looking to install solar including:

Comments

- Updated webpage with useful tips, previous webinar recordings, and links for going solar,
- Supported Yarra Energy Foundation's (YEF) development of a Solar for Apartments guide,
- Hosted a 'Solar for Apartments' webinar information session,
- Provided targeted support for Small-Medium businesses to install solar,
- Hosted a webinar for small businesses to reduce emissions, including installing solar,
- Initiated a program with YEF to target installation of solar for larger businesses/those with larger roof spaces.

In partnership with Merri-bek Council and Hip v Hype, Council delivered the Unlocking Sustainable Strata project to support apartment residents to undertake sustainability retrofits including installing solar and

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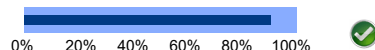
going all-electric. This project delivered 12 apartment building energy audits, trialed a methodology of working directly with strata management, and developed guides to sustainability retrofits and electrification for apartments across four building typologies.

We also commenced recruitment for the Better Business Better Energy project with YEF, targeting large businesses to support them in tailored all electric options including installation of large scale solar.

Updates have been provided to Council on progress and actions to increase the uptake of solar in Yarra, via eBulletin.

1.03 Community batteries

Community Batteries provide an opportunity to accelerate uptake of renewable energy in Yarra. Yarra Energy Foundation are launching Australia's first inner-urban community battery in North Fitzroy in June 2022.



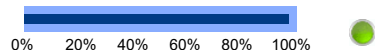
Branch Sustainability

Quarterly Milestones

- December** Yarra Energy Foundation to brief Councillors on the performance of the first community battery installation.
- March** Brief Councillors on the opportunities to support further community batteries.
- June** Brief Councillors on progress towards supporting additional community batteries in Yarra.
- Quarterly Progress Comments** The first community battery in Victoria was installed in North Fitzroy in June 2022. The battery was delivered by Yarra Energy Foundation with funding contributed to by the Victorian Government through its Neighbourhood Battery Initiative. YEF provided an update in their annual reporting to Councillors in November 2022. Council is currently working with Yarra Energy Foundation on a second location for a community battery.

1.04 Community engagement and mobilisation on climate emergency

Council will deliver targeted programs and activities to key sectors in our community to take climate action. This includes supporting our community to reduce individual and household carbon emissions; bringing people together to be active citizens pushing for change; and helping our community prepare for and cope with worsening climate impacts.



Branch Sustainability

Quarterly Milestones

- September** Commence delivery of a new Arts and Climate Action initiative
- December** Commence delivery of a new initiative to support CALD communities in Yarra take climate action. Work with Aged and Disability Services to embed outcomes of Health Homes project into ongoing service.
- March** Complete phase 1 of the Arts and Climate Action initiative, and evaluate outcomes. Deliver analysis and recommendations to accelerate renewable energy uptake in apartments in Yarra.
- June** Complete phase 1 of a new initiative to support CALD communities in Yarra to take climate action, and evaluate outcomes.
- Quarterly Progress Comments** The delivery of a new Arts and Climate Action initiative is well underway via the program titled Extraordinary Times Require Extraordinary Art. A three-part series was developed for delivery across October-November 2022, with 30 local Artists recruited to participate. Participating artists worked together to build further awareness, understanding and networks, towards creating accessible, visible art which engages our community in climate action.

The first session focused on understanding and articulating the cultural, political and social landscape we are in, and how artists responded to this, including guest speaker Chris Tamwoy who has supported the recent Our Islands, Our Home (Torres Strait 8) campaign. The second session focused on creating art with impact, and the third session focused on collaborations and partnerships. Based partly on the success of the project 'Climate Action Small Project Grants' that was established to support projects which engaged and

inspired our community to take climate action.

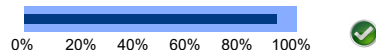
In partnership with Merri-bek Council and Democracy in Colour, we have developed the Climate Justice in Colour program which aims to develop a network of community connectors and influences whose purpose is to shift the narrative on climate justice and support and grow climate action within CALD communities. The first phase of the project was completed in June 2023. There was significant work undertaken and lessons learned from the project, but in its existing form it was decided by Yarra and Merri-bek Councils not to proceed. Further work will be undertaken in 2023/24 to review and roll out the next phase of work to support CALD communities in Yarra to take climate action.

The Healthy Homes project delivered 47 home energy efficiency assessments with more than half of the retrofits now complete. The Aged and Disability team will consider continuing draught proofing upgrades as part of their ongoing maintenance service, and annual promotion of this draught proofing service.

Significant work has been delivered in the space of accelerate renewable energy uptake in apartments in Yarra, with a key output being the development a key resource 'Unlocking Sustainable Strata – a guide to electrifying your apartment, building or townhouse' collaboratively with Merri-bek Council.

1.05 Zero carbon development

A key action in the Climate Emergency Plan, Council is pursuing a 'zero carbon development' planning scheme amendment and developing further environmentally sustainable development guidelines.



Branch *Statutory Planning*

Quarterly Milestones

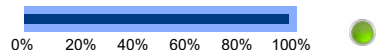
- September** Brief Council on the final Planning Scheme Amendment proposed in partnership with the Council Alliance for a Sustainable Built Environment (CASBE).
- December** If authorisation is provided by the Minister, commence industry and community engagement, in conjunction with CASBE.
Request Council consent for seeking 'authorisation' from Minister for Planning to place the Amendment on exhibition.
- March** Undertake advocacy and engagement activities with DELWP and the Minister for Planning to support the progression of the amendment, in conjunction with CASBE.
- Quarterly Progress Comments** A zero carbon development planning scheme amendment was lodged with the Minister of Planning in July in conjunction with identical amendments from 23 other Victorian Councils who have worked together with support from the Council Alliance for Sustainable Built Environment to share costs and to draft consistent proposed planning provisions. During November and December, the project team delivered information sessions providing an update on the project to all leading industry groups.

Ongoing engagement with Department of Environment Land Water and Planning indicates that authorisation to proceed to public exhibition will be received during 2023, however no authorisation has been received as at 30 June.

Yarra continues advocacy to the Planning Minister in conjunction with CASBE and Greenhouse Alliances. The authority to proceed to public exhibition and the ultimate success of the proposed amendment, rests entirely with the Minister for Planning. Ongoing meetings and written communication continue with the Minister for Planning and senior staff.

1.06 Transition council buildings off gas

Council will undertake design for the renewal of building services at Richmond Town Hall . A major component of this is Heating, Ventilation and Air-conditioning (HVAC), which will include full electrification to enable retirement of the use of gas at the facility, along with renewal of lighting, power/data cabling and fire systems.



Branch *Building and Asset Management*

Quarterly Milestones

- December** Complete preliminary design

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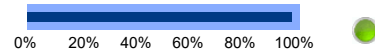
June Complete detailed specification ready for tender.

Quarterly Progress Comments The preliminary design for the upgrade of HVAC and building services at Richmond Town Hall was completed in December 2022.

The detailed design was completed in the second half of 2022/23. Further associated investigation will be undertaken in 2023/24 on architectural, structural and acoustic elements of the facility renewal. Council will support the State Government to deliver a project at the site to increase kindergarten places at the site.

1.07 Sustainable fleet

In line with the Climate Emergency Plan and the Corporate Zero Carbon 2030, Council will continue to transition its fleet to a low emissions option. This will include the development of a fleet transition plan that will identify challenges and opportunities.



Branch City Works

Quarterly Milestones

September Install a further three electric charging stations at 345 Bridge Road.

December Complete the development of a fleet transition plan that will document in detail the steps and opportunity to transition Council's fleet to low emissions options.

March Identify opportunities to transition plant to low emission options and commence the process to procure.

June Complete the purchase of an additional four electric cars and one electric truck subject to availability.

Quarterly Progress Comments Three additional electric car charging stations have been installed at 345 Bridge Road and are now operational. An additional 3 x dual charging stations have been installed at Collingwood under a funding agreement with DELWP and are now operational.

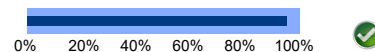
Council has in place an Electric Vehicle Transition plan to move Council's fleet to low emissions and to identify opportunities to transition plant to low emission options. Implementation of the plan has commenced with Council ordering two electric utility vehicles, three electric pool cars and eight Hybrid Yaris cars. Four of the Hybrid Yaris vehicles have been delivered, due to manufacturing delays the four remaining Yaris cars will not be available for delivery until after June. This year's targets have been met within the allocated budget.

Officers are investigating the purchase of an electric bus, while the order for the electric truck has been cancelled pending further analysis into these types of vehicles and their use.

1.08 Reduce organic waste

In 2020, the State Government announced that all Victorian Councils would be required to provide a glass service by 2027 and a food and garden organics (FOGO) service by 2030. Council introduced its glass service in November 2020. Local processors need time to develop and prepare for the changes introduced by the State Government. This includes increasing market capacity to meet growing demand. Council is assessing its options and taking time to engage, plan and design a FOGO system that will work long term.

This year, Council will continue to investigate options for the reduction of organics from the waste stream and opportunities for community drop off points for organic material. Council will further determine the best methods to remove waste and the best collection method to divert, organics material from landfill.



Branch City Works

Quarterly Milestones

September Commence a food waste avoidance education program
Deliver a report to Council for approval of the preferred service model to reduce organic material to landfill, with timeframes for implementation.

December Investigate opportunities and locations for community drop off points for organic material.

March Determine optimum collection methods to divert organics from household waste.

June Prepare a report and update on the roll out of new initiatives and the resultant reduction of organics to landfill.

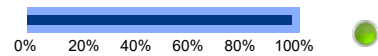
Quarterly Progress Comments The first stage of the food waste avoidance program, awareness raising, has commenced. This included Yarra News article and social media referring residents to Council’s website for tips on how to reduce their household food waste.

Investigation of opportunities and locations for community drop off points for organic material was completed and a report on options, timeframe and budget presented to Management.

Officers have completed analysis of programs across other Councils as well as best practice and have determined optimum collection methods to divert organics from household waste. These have been presented to the Executive team and Councillors. A report is being developed for Council to approve the preferred service model and timelines. This should go to Council in August.

1.09 Proudly plastic free

The Proudly Plastic Free program is a behaviour change campaign aimed at reducing the use of single use plastic packaging in food traders and educating the community on plastic waste avoidance. The whole-of-community approach aims to reduce the use of single-use plastic packaging and reduce our plastic waste footprint.



Branch City Works

Quarterly Milestones

- December** Distribute communications and education materials through various mediums and channels including through Eco Dev Ambassadors, and small business officers.
- March** Promote materials at events hosted by Eco Dev/Sustainability and if resourcing permits, host events to highlight key businesses.
- June** Prepare evaluation report and look for ongoing opportunities to support businesses to reduce waste and engage with sustainability.

Quarterly Progress Comments Communication and education material on reducing single use plastics has been distributed to businesses and event organisers. This has been through business e-news, Business Advisory Group, face to face discussions with businesses and emails to event organisers promoting the reduction of single use plastics and the State Governments Single Use Plastics Ban.

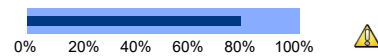
These include events such as Pride, Fiesta and Lunar Festivals. Key businesses have been promoted through Yarra’s Zero Waste Map and the Sustainable Business e-newsletter.

Officers have reviewed the activities and outcomes to date and are developing the next stage of the Proudly Plastic Free program.

1.10 Circular economy

Council advocates and partners with the waste industry and all levels of government to develop circular economy solutions, encouraging innovative and new technologies.

Council will show leadership by developing an organisation wide Circular Economy Policy and Action Plan. This includes the procurement and management of Council’s assets, goods, and services.



Branch City Works

Quarterly Milestones

- September** Trial the use of recycled computers, devices, and digital technologies to support the Smart Public Housing Project.
Develop actions as part the Circular Economy Strategy 2020-30, in consultation with the commercial sector.
Work with State Government to influence what is included in bin content standards.

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	Continue to advocate to the state government to get financial support for the delivery of kerbside reform.
December	Develop and deliver a 'lending library of things' program at the libraries e.g., cake tins, sewing machines etc.
March	Develop and deliver Circular Economy training for the Executive team and Councillors. Work with Yarra's processors and manufacturers to explore opportunities and technology to recycling problematic material.
June	Work with Arts Culture and Venues to develop circular catering guidelines. Deliver the year one actions from the Circular Economy Strategy 2020-30. Participate in advisory and reference groups to advance the transition to a Circular Economy.
Quarterly Progress Comments	Council has connected with multiple industry stakeholders around recycled device opportunities including Work Ventures (Australia's leading IT social enterprise), Reboot IT and Enable. In April 2022, Council supported the Enable Yarra Tram Device Collection Campaign through the Smart Public Housing Project Working Group - being Yarra CityLab, Yarra Libraries, Economic Development, NBN, Belgium Avenue Neighbourhood House (BAHN), Kangan Institute and Carringbush Adult Education. A device drop-off point was established at BAHN, with the incoming devices being sent to be data wiped and refurbished for on-sale to the community. The Working Group negotiated a 30% discount for public housing residents to purchase A-Grade refurbished laptops. More recently, Yarra Libraries has been working with LiteHause International (digital learning NFP based in QLD) and Yarra's Information Services Branch around recycling of Council devices. A pilot has been established with LiteHaus for 100 Council devices to be data-cleansed at no charge, with the recycled devices being linked to Connected Programs at the new Richmond Community Hub. This pilot and case study will be used to advocate for funding and grants to support an ongoing partnership with LiteHaus. As part of the development of the draft Circular Economy Strategy action plan, consultation with the commercial sector included a survey, pop up sessions and officers attending a Business Advisory Group meeting. Council has built relationships with relevant stakeholders across the industry to influence the State Governments standard bin content list. This has occurred through attending forums such as Department of Environment Land Water and Planning consultations, Food and Glossary Council industry supply chain tour, inviting industry representatives to present to Council's Technical Advisory Group. Officers take every opportunity to advocate to the State Government, through the forums and committees we participate in, for increased financial support to deliver Kerbside reform. Investigation into a 'lending library of things' program at the libraries e.g., cake tins, sewing machines etc, is currently in progress looking at format, content and locations. Development of the Sustainable Events Guide and Toolkit is continuing, the guide will ensure the concepts of circularity are communicated in tangible and applicable ways. This will be completed in the second half of 2023. Officers continue to participate in advisory and reference groups such as Waste Management Association of Australia, Cross Council Waste and Circular Economy Network, LGPro special interest group and DEECA Kerbside Reform Forum. The advocate has a focus on the designing waste out of the system, making better use of material through reuse and repair and implementing robust product stewardship. Officers are exploring opportunities to fund training through a Circular Economy Grant in collaboration with four neighbouring Councils. An application has been submitted to State Government and if successful training will be delivered in Quarter 2 of 2023/24. The draft Circular Economy Strategy and action plan was developed and went out for public consultation in 2022. Once review of the community feedback is completed the revised documents will be presented to Executive and Councillors for discussion and adoption later this year.

2. Social equity and health

Yarra's people have equitable access and opportunities to participate in community life . They are empowered, safe and included.








Strategies

Council's work to achieve this Strategic Objective includes the following strategies:

1. Celebrate, respect and embrace Wurundjeri Woi Wurrung, Aboriginal and Torres Strait Islander people and heritage, and reflect this in our decision-making, services and activities.
2. Build a more resilient, inclusive, safe and connected community, which promotes social, physical and mental wellbeing (MPHWP).
3. Support vulnerable communities and residents of public housing to thrive in the community.
4. Work to reduce the harms associated with the use of alcohol, illicit drugs, gambling and tobacco (MPHWP)
5. Celebrate and respect culturally vibrant and socially diverse communities.
6. Leverage opportunities and advocate for increased access to public, social and affordable housing stock in new and significant developments..
7. Work actively to prevent and respond to gendered violence and all forms of violence by addressing known contributors to violence and promoting a gender equitable, safe and respectful community (MPHWP)

The following actions are being undertaken in 2022/23 to work toward achieving Council's Strategic Objective; Social equity and health.

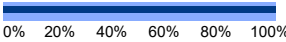



Action Progress Summary

-  At least 90% of action target achieved
 -  Between 75 and 90% of action target achieved
 -  Less than 75% of action target achieved
 -  Not Started
 -  Completed
-  Target
 -  % Complete

Action	Start Date / End Date	Progress	Status
2.01 Collingwood College early childhood centre build	01/07/22 / 30/06/23		
2.02 Collingwood Town Hall Precinct Community Hub Project	01/07/22 / 30/06/23		
2.03 Delivering health and wellbeing activities	01/07/22 / 30/06/23		
2.04 Supporting and engaging children and young people	01/07/22 / 30/06/23		
2.05 Active and Healthy Ageing Strategy and Action plan 2021-23	01/07/22 / 30/06/23		
2.06 National aged care reforms	01/07/22 / 30/06/23		
2.07 Supporting urban agriculture	01/07/22 / 30/06/23		
2.08 Promote initiatives to celebrate Yarra's cultural diversity	01/07/22 / 30/06/23		
2.09 Supporting our LGBTIQ+ community	01/07/22 / 30/06/23		

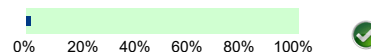
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Action	Start Date	/ End Date		
2.10 Social and affordable housing	01/07/22	30/06/23		
2.11 Supporting vulnerable communities with access to digital resources	01/07/22	30/06/23		

2.01 Collingwood College early childhood centre build

In partnership with the State Government and Collingwood College, Council will refurbish and re- purpose a set of dis-used buildings on the grounds of Collingwood College. This will provide two kindergarten rooms, playgroups space with occasional care; and an allied health and family service meeting rooms. This will offer greater capacity for the community to access early childhood education programs including 3 and 4 year old kindergarten, extended day care, occasional care and kinder vacation care. The building will offer a single integrated location for families to access integrated early childhood education, health and family services.



Branch *Building and Asset Management*

Quarterly Milestones

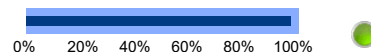
March Commence construction - Removed by Council resolution 16 May

Quarterly Progress This project has undergone a significant rescoping, with works originally to be undertaken by Council now to be undertaken by the Victorian Schools Building Alliance instead. Council will support the State Government to deliver the project.

Comments

2.02 Collingwood Town Hall Precinct Community Hub Project

Council has commenced investigations into the Collingwood Town Hall precinct to establish a people and services focused community hub.



Branch *Equity and Community Development*

Quarterly Milestones

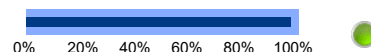
September Present a report to Council proposing recommendations for next steps.

Quarterly Progress A report on the initial investigation findings was presented to Executive in Quarter 1, after additional research a report was presented at the Councillor Workshop held in December 2022. Council officers

Comments will undertake community infrastructure mapping and planning to develop a new Community Infrastructure Plan. This will guide any further progress regarding this project.

2.03 Delivering health and wellbeing activities

The Operational supplement: Health and Wellbeing Activities details the actions Council will deliver towards achieving the Municipal Health and Wellbeing Plan strategies and initiatives as incorporated in the Council Plan 2021-25. Work includes harm minimisation for people who use illicit drugs, gambling harm reduction, research into alcohol-related cultures and harm, research and collaboration with stakeholders and promoting community safety and inclusion.



Branch *Equity and Community Development*

Quarterly Milestones

September Support the State Government in the roll out of the public intoxication health-based response within the City of Yarra.

December Produce a new report related to syringe and cleansing data trends in Yarra to inform external advocacy to state government.

Utilise accessible data, including the 'Yourground' data collected in 2021, to inform projects and upgrades within Yarra and apply for funding to trial interventions in specific environments.

March Conduct an initial review into the first year of the local law around public street drinking.

Proactively scope and pursue relevant grant and partnership opportunities, particularly those provided by the State Government.

Quarterly Progress Council supported the State Government roll out of the public intoxication health-based response within the City of Yarra trial, commencing in July 2022, providing information about local services and demographics.

Comments

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- Council has assisted the trial including local relationship brokering. Trial site partners have a series of presentations to advisory groups and sector-based networks (e.g. Yarra Liquor Forum and Yarra Housing and Homelessness Network).
- Council has also facilitated logistics such as parking permit applications (i.e., for outreach vehicles).
- The Centre for Evaluation and Research Evidence within the Department of Health is now overseeing evaluation of the trial, which will consider data collected from the trial commencement up to and including 30 April 2023. Data is still collected by service providers for ongoing service improvement purposes.
- Officers continue to attend fortnightly stakeholder and partner meetings convened by the Department of Health.
- It is anticipated that a similar model to the existing trial will be ongoing following the legislation change in November.

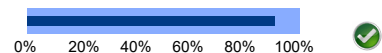
A new quarterly syringe and cleansing data report has been developed and provided to relevant officers to identify opportunities for continuous improvement. A Syringe Data report was submitted to independent Medically Supervised Injecting Room review panel and follow up meetings held with panel experts. Discussions with Department of Families Fairness and Housing and Department of Health representatives regarding syringe disposal and cleansing are ongoing.

YourGround data and other accessible data is used regularly to inform continuous improvement and identify public health and community safety issues in Yarra.

Council received funding from VicHealth for the development of an alcohol harm management plan. This project addresses a key health issue as identified in the most recent census data and Municipal Public Health and Wellbeing Plan.

2.04 Supporting and engaging children and young people

Activities delivered across Family, Youth and Children's Services for children and young people to participate in decision making and advocacy to promote positive connections in Yarra.



Branch *Family Youth and Childrens Services*

Quarterly Milestones

- September** Review and update of Council's Strategy for children and young people (0-25 Plan) reflects community aspirations to support promotion of positive social connections for children, young people and parents, and caregivers.
- December** Provide leadership and development opportunities to young people to help build their advocacy skills, confidence, knowledge, and networks.
- March** Form children's committees in all education and care centres managed by Council
Implement the Phoenix Cups project in Children's Services to provide a positive psychology approach to working with children emphasising equity, child mental health and wellbeing and trauma informed practice.
- June** Strengthen the voice of the child in family support services through child friendly feedback tools in the service practice.

Quarterly Progress Comments Review of the 0-25 Plan is monitored through analysis of participation rate and feedback in the review of programs and activities delivered to ensure ongoing aligned with Council's Strategy for children and young people (0-25 Plan). To date these included:

- Supported Playgroups facilitated by staff – approximately 125 children participated.
- Parent education: Smalltalk home visiting program, Tuning Into Kids and online parent information sessions (Healthier Masculinities, Nutrition, Sexuality and Health Education) – 120 parents
- Kindergarten projects: 115 kindergarten children were engaged across 4 kindergartens:
 - Naming of rooms for Richmond Kindergarten upgrade
 - Indigenous planning project at Princess Hill Kindergarten
 - Sustainability challenge at Yarraberg Children's Centre
 - Wet weather inquiry for Keele St Nature Kinder.
- Inclusion Support Partnerships with Community Childcare and Uniting to provide inclusion support resources to successfully engage with 75 children with complex/diverse needs across 7 sites.
- School Readiness Funding intervention programs supported approximately 500 children across all Yarra

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- managed funded kindergarten programs.
- Therapeutic intervention for approximately 150 children across 4 sites through community partnership with ACU speech pathology students and LaTrobe University art therapy students .
- Access to Early Learning Facilitator provided parenting and program interaction support for the families of 10 children.
- Pre School-Field Officer made 65 referrals to allied health services.
- Yarra Youth Services engaged 897 young people (9,565 contacts) through group programs at the Yarra Youth Centre, Richmond Youth Hub and Fitzroy Library.
- 107 young people were supported through the Youth Support program (3,034 contacts).
- Young people were also engaged via other one-off activities and events and through other organisations providing engagement activities at our facilities (2,625 contacts).
- A total of eight young people successfully passed their driving test and received their provisional licenses through Yarra L2P Learner Driver Mentor Program.
- Ten young people joined the new Yarra Youth Advocacy Group via EOI. The group meets fortnightly, and key outcomes this year included hosting a youth forum at the Yarra Youth Centre in December , as well as influencing the FY23/24 budget process following advocacy to the Mayor and Councillors.
- Yarra Community Awards were promoted to young people to encourage youth nominations . A record number of young people were nominated, and were well represented in the final awards, winning across several categories.
- Youth Services hosted several work experience students from local Yarra schools , as well as providing student placement opportunities for young people studying youth work degrees. Planning is underway to support improved community engagement with families including a draft Terms of Reference and a strategy to support recruitment for a parents committee. An Expression of Interest launch is planned for September 2023 and committee launch in 2024.Children’s Committees with be launched as part of the ‘Voice of the Child’ Community Engagement Strategy. Research and networking is also supporting our approach via Council’s involvement in the Child Friendly Cities initiative.

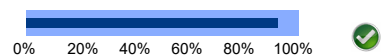
The Phoenix Cups project has progressed with:

- All educators have undertaken their educator certification training
- Education Leaders and Champions have completed advanced certification
- 2022 – Phoenix cups engaged to provide individual mentoring and coaching to leaders and champions
- 2023 – Phoenix cups engaged to provide on-site mentoring, supervision, and feedback for educators, training is now embedded in the staff induction program.

Council’s Family Support service has continued to make progress towards further strengthening and embedding the Voice of the Child into their practice and direct service delivery. Officers are implementing recommendations that have been made following a research project that was undertaken to define contemporary best practice to inform frontline family service delivery practice and organisational development. This review established the need to create a ‘Community of Practice’ for practitioners , which is now in implementation in the Family Support Service, in order to promote ongoing peer-led professional development in youth and children’s voices. Changes have also been made to ‘Case Plan’ templates which now requires relevant social work staff to engage with and document the personal goals of individual children as part of a family consultation. Further tools will be developed to enhance this practice in the future.

2.05 Active and Healthy Ageing Strategy and Action plan 2021-23

The Active and Healthy Ageing 2020-22 Action Plan provides strategic actions to ensure our residents aged 50+ remain engaged, active, and independent. The actions for 2022-23 will be revised, to align with new and emerging priorities and needs as we emerge from COVID-19 (in particular, supporting and enabling older residents to reconnect post Covid-19). With a specific focus on our most vulnerable community members (Seniors groups, including CALD), we will support people with dementia and their carers, and work with the community to implement initiatives that leverages resources and engages community to address social isolation.



Branch *Aged and Disability Services*

Quarterly Milestones

September Implement the Seniors Health and Wellbeing project- engaging community in café style conversations and community connectors
Re-establish Dementia alliance group post Covid-19

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Consult with service users to identify preferred option/s regarding annual Seniors Festive celebration
 Re-establish and coordinate the Companion Animal program utilising a volunteer support model

December Implement mapping of community assets and training of community connectors as part of the Seniors Health and Wellbeing project.
 Conduct annual aged and disability services sector planning forum.
 Deliver Seniors Festive Season celebration.

Quarterly Progress Comments The self-directed online training program for engaging community in café style conversations was completed by 20 participants. This included community mapping and through a partnership, established with Belgium Avenue Neighbourhood House, 275 older residents were engaged. Outreach activities included pet portraits, East Timorese Breakfast, Circus skills, and golden years conversations.

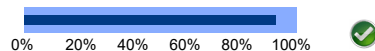
Council reached agreement with Dementia Australia to refocus on support of multicultural groups and provide support and information, enabling a 'Friends of Dementia' group and support network.

Service user consultation completed and annual gift giving continued. Gift packs (800) personally delivered to all service recipients across Yarra. Gifts were curated from a local social enterprise.

The Companion Animal program has been completed, volunteers have been recruited, inducted and matched with registered participants of the program. Positive feedback has been received, and work continues on promotion of the program. The annual aged and disability services sector planning forum did not proceed in 2022, due Covid-19 impacts in the sector. Council has re-established the Yarra Aged Care Services Forum and is meeting quarterly to support local engagement on aged care reforms and emerging local needs.

2.06 National aged care reforms

The Federal Government has announced a further delay in implementing the National Aged Care reforms. The Assessment Services will be re-designed and 1 July 2024 timeline established. Further work is being undertaken on the Support at Home program, and with 1 July 2025 timeline now in place. Across 2022-2023, Council will continue to define its role in the new Support at Home program and existing State based Home and Community Care program for Young People. This will include the range of services that Council provides directly and areas of potential reinvestment. A key focus will include ensuring residents and service users are supported across this transitional period.



Branch *Aged and Disability Services*

Quarterly Milestones

September Advocate for quality and accessible aged care services, inclusive of people at risk of isolation and homelessness, people from CALD backgrounds, people requiring mental health support, or otherwise vulnerable, as part of the final design of the national Support at Home program.
 Determine Council's position on service delivery under the new Support at Home program (home care and home maintenance; meals services; social support; community transport, assessment)
 Identify areas for re-investment and/or re-orientation of service focus

December Implement any short (to 30 June 2023) or long term (post 1 July 2023) changes resulting from Council decisions.
 Provide advice and information to residents and clients as the new Support at Home program roll-out occurs, including access to advice and service options.
 Work with the State Department on service options under the Home and Community Care Program for Young People.

March Provide transitional support to residents and clients as they move to the new program (as either users of Council services or in moving to another provider of choice).
 Implement changes required to deliver the Support at Home Program post 1 July 2023.

June Continue to support residents and clients, including offering transitional support, to assist in navigating and accessing services under the new national program.

Quarterly Progress Comments Council has actively participated in, and provided feedback and advocacy on the Aged Care reforms and proposed Support at Home Program. This has included attending webinars, participating in round-table discussions, and engaging with the Active Ageing Advisory Committee to ensure local and at risk groups needs are supported.

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Due to the Federal Government announcing a further review in August 2022, Council decision making was placed on hold. In May 2023 the Federal Government announced a revised timeline for implementation of the reform – now moved into 2024-2025. Council is continuing to provide services under the Commonwealth Home Support program.

Significant work has been undertaken to understand the current options available in the context of the external decisions, with regular briefings provided to Council on the progress including current service options that can be implemented in the interim. Interim steps undertaken by Council include the extension of existing service provider contracts until June 2024 following the announcement by the Federal Government that transition has been delayed.

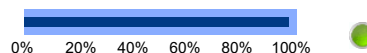
The Aged and Disability Service Branch continues to undertake regular planning workshops to explore and identify opportunities within the Yarra community and Aged Care sector that align with Council’s Active & Healthy Ageing and Access and Inclusion strategies.

Council has developed an outreach model under the Home and Community Care Program for Young People . The model has been confirmed with State Department representatives and will be implemented in 2023-2024.

Council has fulfilled all transition tasks based on the current national program, including moving to monthly data reporting and ensuring client data is up-to-date. Due to the delay in full implementation of the national program until 1 July 2025, the support of transitioning clients to services under the new national program has been delayed. However at a one-to-one level, residents have been supported in transitioning to alternative care (home care packages) as needs increase.

2.07 Supporting urban agriculture

Deliver actions outlined in the Urban Agriculture Strategy 2019-2023 to support the community to grow, produce and share food as part of a healthy and resilient food system that is better for the climate.



Branch City Works

Quarterly Milestones

September Promote and run an online Community Growing Spaces workshop for residents interested in applying for a planter box, productive tree, or laneway garden.

December Promote and run an online Community Growing Spaces workshop for residents interested in applying for a planter box, productive tree, or laneway garden.

March Share and promote the 'stories' of community growing spaces via Yarra’s communication channels to demonstrate the variety of growing spaces available to participate in.

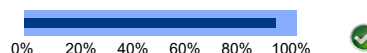
June Deliver three My Smart Garden Workshops that informs a holistic approach to 'smarter' and more sustainable home gardening across five elements, including food, shelter, waste, water, and habitat.

Quarterly Progress Council has developed and delivered the second of community growing space workshops to residents interested in applying for a planter box, productive tree, or laneway garden.

Comments Council promotes the 'stories' of community growing spaces via Yarra’s communication channels including offering a My Smart Garden e-newsletter to subscribers to demonstrate the variety of growing spaces available to participate in.

2.08 Promote initiatives to celebrate Yarra’s cultural diversity

Deliver initiatives that promote and celebrate the cultural richness of Yarra’s community and are developed in direct response to the history of Yarra, the environmental conditions and respond to the aspirations and values of our community. There is a focus of Aboriginal and Torres Strait Islander arts, culture and community, on cultural diversity and on the unique creative community that works and lives in Yarra.



Branch Libraries Arts and Events

Quarterly Milestones

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September	Deliver a range of events including Leaps and Bounds Music Festival and Gertrude Projection Festival Support events via Council's arts grants program
December	Deliver Johnston Street Fiesta and Christmas Program Deliver Yarra Libraries programs/events celebrating cultural diversity Deliver Social Strategy and Community Development programs/events celebrating cultural diversity
March	Deliver New Year's Eve Program, Lunar Festival and Summer Music Program
June	Deliver Sorry Day event (26 May) Deliver Reconciliation Week events (May/June) Celebrate Smith Street Dreaming (June) Deliver Yarra Libraries programs/events celebrating cultural diversity Deliver Social Strategy and Community Development programs/events celebrating cultural diversity
Quarterly Progress Comments	A month-long music festival, Leaps and Bounds was back in 2022, showcasing home-grown artists and local hospitality venues. It featured performers from across Australia as well as overseas, spanning rock and electronica to jazz and classical. The 2022 event featured; 94 Gigs, over 500 local artists, 7 First Nations Events and 36 local venues.

The Gertrude Street Projection festival was successfully delivered in July 2023.

Yarra Libraries programs/events celebrating cultural diversity were attended by 1151 members of the community and included:

- BAHN twilight and community markets
- Movie Screenings
- Community Safety and Wellbeing Expo
- Orange Sky - Outreach
- Professional Migrant Women Book launch
- Julia Nishimura - around the table
- Recollection project - Story telling

Council partnered with cohealth in a program of anti-racism community workshops. Several sessions were delivered across the municipality with speakers from Victoria Police, Victorian Equal Opportunity and Human Rights Commission, Fitzroy Legal Service, Crimestoppers, Neighbourhood Justice Centre, and Carringbush Adult Education. The sessions were well attended, with more than 150 community participants.

Council supported the following arts and cultural events through its art grants program:

- Chinese Mandarin Community Friendship Association Inc event on 9 Dec 2022 at Florence Peels Centre celebrating Christmas and New Year.
- Somali Culture Club (classes in languages including Somali and Arabic, costumes and traditions, school support) with Collingwood Somali Community Association Incorporated.
- Fitzroy Chinese Association Birthday Party for Seniors aged over 80 years at Florence Peel Centre.
- Yarra Wild Beasts Program Cultural Celebration Day celebrating the African Community in Yarra involving the public housing estates.
- Yarra Family Christmas BBQ for the Irish Australian support and resource bureau.
- Comhaltas Hallow Celebration for the Irish Community.
- Chinese traditional Yue opera performance at Belgium Ave Richmond.

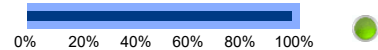
National Sorry Day (26 May) event was held at the Stolen Generations Marker in Atherton Gardens. Council partnered with Blak Pearl Studio to honor and commemorate the members of the Stolen Generations. Reconciliation Week Breakfast event was held on 31 May with an inspiring conversation with Professor the Honourable Kevin Bell AM KC from the ground-breaking Yoorrook Justice Commission; Laura Thompson, CEO and Co-Founder of Clothing the Gaps; and Peter Naughton, Director of KIN Fashion.

Support was provided to Belgium Ave Neighbourhood House for a cultural diversity week event in March 2023, however the event was postponed due to extreme weather conditions. The event was re-scheduled for a Winter Solstice event on 20 May at Perry Park Collingwood and involved a multicultural focus. Residents of the public housing estate at Collingwood were in attendance and participated in food, music and art.

A refugee week event was held on 20 June 2023 as part of the Twilight Market at Richmond Housing Estate. The event involved music, performances, food and speakers. It was well-attended and showcased the strengths and talents of the community.

2.09 Supporting our LGBTIQ+ community

Yarra is committed to creating an inclusive community and valuing the strength of our diversity . Council will continue to actively work to reduce barriers so that all residents can participate in the community and access services and information by facilitating the rainbow advisory committee, implementation of the LGBTIQ+ Strategy 2021-24, and coordinating/facilitating any activities or actions that arise as a result. We will also conduct an inclusive Gym and Swim event targeted to the LGBTIQ+ community and their allies to provide a safe and welcoming space to learn to swim, relax, and participate in aquatic, gym and group exercise activities.



Branch *Equity and Community Development*

Quarterly Milestones

- September** Establish cross-organisational event management planning team for swim event
Report on the visibility campaign
- December** Undertake consultation with identified user groups and relevant committees to inform event planning
- March** Report on the Pride and MidSumma events
- June** Hold inclusive Gym and Swim event at a Yarra Leisure venue
Report on the IDAHOBIT event
- Quarterly Progress Comments** Officers from the aquatic centre collaborated with the Inclusion and Diversity team on an annual basis on the Pride Night and other initiatives. Council scheduled the annual "Pride Night" at the Collingwood Leisure Centre for early 2023; an open event to celebrate the LGBTIQ+ communities engagement with our services.

Council's Sportsgrounds and Facilities Allocations Policy , endorsed in 2022, has a core objective to drive inclusive and diverse participation in community sport in Yarra .

The multi-phase Rainbow Yarra Visibility campaign successfully met efforts to increase visibility and support for the LGBTIQ+ community. The campaign produced a series of videos featuring members of the Yarra LGBTIQ+ community sharing their positive experiences, demonstrating the city's commitment to creating a safe and welcoming place for everyone.

Yarra updated its Civic Flag Policy to include the full spectrum of LGBTIQ+ Pride Flags. This saw Yarra fly the new flags on the key days of significance. The added flags were Non-Binary, Intersex, Pride Progress (intersex inclusive), Pansexual, Lesbian and Bisexual flags.

Yarra Youth Services held an event for Wear it Purple Day, to foster a safe, supportive, empowering, and inclusive environment for rainbow young people with purple-themed snacks and an art activity. Yarra Recycling Depot also hosted a morning tea for Wear it Purple Day.

Yarra Libraries marked Transgender Day of Remembrance with their annual vigil alongside Transgender Victoria, the Ewing Trust, and several LGBTIQ+ clothing swaps in collaboration with Queerspace.

Through a letter to the Minister for Equality, the Hon. Harriet Shing, the Mayor extended her gratitude to the state government, Midsumma and others. An additional three years of state government funding has been secured for this event.

Yarra marked Aromantic Awareness Week (last week of Feb), Trans Day of Visibility (31 March),
The following meetings took place from July 2022 to March 2023:
- Yarra LGBTIQ+ safety reference group VicPol meetings (2)
- Rainbow Advisory Committee meetings (3)

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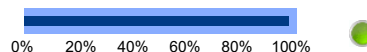
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- Yarra teams planning meetings for Victoria's Pride with Midsumma and stakeholder's meetings
- Northern Councils LGBTIQ+ alliance group meetings (4)

IDAHOBIT was marked by an event including a flag raising by the Mayor on 17 May 2023. Councillors, staff and the LGBTIQ+ community shared breakfast following the Pride Progress flag raising. Rainbow Yarra webpage was launched, which includes events, venues, resources, campaigns and plans.

2.10 Social and affordable housing

Council will progress the strategic directions of the Social and Affordable Housing Strategy , which includes providing an annual update on outcomes and actions for the year. Advocacy along with cooperation, coordination and communication with stakeholders is also a significant undertaking.



Branch *Equity and Community Development*

Quarterly Milestones

- September** Facilitate the Yarra Housing and Homelessness Network meetings and report back on emerging issues and themes
- December** Provide annual update on activities associated with the progress of the Strategic Directions of the Social and Affordable Housing Strategy.
- March** Attend and participate in external meetings including the InterCouncil Affordable Housing network meeting and report back on emerging issues and themes.
- Quarterly Progress Comments** Council officers facilitated the quarterly meetings of the Yarra Housing and Homelessness Network as a networking and knowledge sharing platform for local health, homelessness and community service providers, and regularly attend the InterCouncil Affordable Housing Network .

A report providing the annual update on the actions undertaken to progress the strategic directions of the Social and Affordable Housing Strategy was presented at the Councillor Workshop held in December 2022.

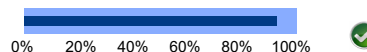
It is broadly agreed that networking and information exchange, and the opportunity to hear from guest speakers in the sector, were valuable to those attending. Throughout the past year guest speakers have presented and led discussions on topical themes, such as health outreach, the functional zero approach to homelessness, the Victorian public intoxication reforms, and legal support for people experiencing homelessness.

In June 2023, officers commenced the Yarra Zero initiative, a coordinated approach to addressing primary homelessness in partnership with Launch Housing and cohealth, supported by a network of specialist service providers. This project will replace the Yarra Housing and Homelessness Network as representatives from homelessness services will instead meet weekly to coordinate a response to each person who is sleeping rough in the municipality.

Yarra Zero aims to assist people sleeping rough in Yarra to secure and sustain housing by engaging them with local services and appropriate resources to ultimately achieve functional zero homelessness. Functional Zero is achieved when the number of people becoming homeless does not exceed the number of people exiting homelessness in the municipality. This model coordinates different services (i.e., outreach, housing, health, etc.) using a By Name List, which tracks each individual's situation, using data to provide a human-centred service response. The initiative aligns Council with similar Zero projects within Greater Melbourne including in Dandenong, Frankston, Melbourne, Merri-bek, Port Phillip, and Stonnington Councils. Yarra Zero's first stakeholder information session was held in early April 2023, governance groups and processes are being established, and the collection of data for the by-name list will begin in July 2023.

2.11 Supporting vulnerable communities with access to digital resources

Supporting the Yarra CALD Community, getting connected with services, wellbeing activities, job skills, resume help and bridging the Digital Divide for our vulnerable communities. Seek opportunities to bridge the digital divide by providing public housing residents with access to critical digital resources.



August 07, 2023

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Branch *Libraries Arts and Events*

Quarterly Milestones

- September** Engage with stakeholders to inform library program activities
Work in partnership with the Department of Families, Fairness and Housing and Homes Victoria, to facilitate the installation of a smart bench at Collingwood Housing Estate - providing free device charging and Wi-Fi to enable everyone to access the internet and digital services
- December** Report on the number of library programs and participants
- March** Engage with key education providers around the potential for developing inclusive digital programs, and the provision of industry-led digital technician training for public housing communities
- June** Report on the number of library programs and participants.
Explore opportunities to establish a Community Connections Hub to link public housing communities with digital literacy programs and first-language training, fit- for-purpose hardware and devices, and pathways guidance to help individuals prepare for, find and create jobs in the digital economy.

Quarterly Progress Comments Council Library services have continued to provide extensive outreach with our more vulnerable community members by working closely with our partners, including monthly markets (Atherton Gardens, Collingwood Neighbourhood House, Richmond Housing Estate). We have developed weekly digital outreach programs being held in partnership with Carringbush Adult education and Belgium Avenue Neighbourhood House, which includes a combination of staff and library volunteers, delivering access to one-on-one digital help, portable wifi, portable devices and train the train programs. We also promote and online library resources where applicable. These programs continue to be run receiving strong support and participation from the community.

Council's new Learning Bank hub was launched in late April 2023. The Learning Bank is dedicated to fostering community and business learning for the North Richmond community. In collaboration with Belgium Avenue Neighbourhood House (BANH), the BeConnected, a digital literacy program in Mandarin has been delivered. Over the course of eight weeks, participants gained essential skills and were rewarded with a second-hand laptop upon completion, empowering them to continue their digital journey.

Our partner, NBN Co, has provided digital information sessions on scams, phishing and other online safety tips and support.

We have also continued our partnership program and Yarra's Aged and Disability Services branch with a carer/device program; this is a government funded program that provides devices to carers free of charge and the library team do one on one digital setup and support for the carer to be able to access and personalise the clients device.

Council has worked closely with Homes Victoria to establish a smart bench installation at the Collingwood Housing Estate, at the Harmsworth Reserve basketball court. Homes Victoria have recognised Council as one of their delivery partners for the basketball court upgrade, including client's in a permanent plaque being fixed at the site.

3 . Local economy

Yarra’s neighbourhoods and major activity centres, nightlife and employment precincts are thriving, accessible and connected. They support and inspire diverse creative communities, cultural activities, businesses, and local employment.








Strategies









Council’s work to achieve this Strategic Objective includes the following strategies:

1. Support Yarra’s employment precincts and drive economic development opportunities
2. Revitalise local retail, arts and culture and night-time economy to enhance Yarra as an economic destination and extend our reach through partnerships and advocacy
3. Support and encourage innovative and entrepreneurial activities across Yarra’s employment precincts
4. Facilitate local partnerships which create and promote a range of learning, employment and other pathway opportunities for businesses, workers, and residents
5. Manage access, safety and amenity to enhance people’s experience when visiting Yarra (MPHWP)

The following actions are being undertaken in 2022/23 to work toward achieving Council’s Strategic Objective; Local economy.

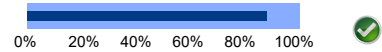
Action Progress Summary

-  At least 90% of action target achieved
-  Between 75 and 90% of action target achieved
-  Less than 75% of action target achieved
-  Not Started
-  Completed
-  Target
-  % Complete

Action	Start Date / End Date	Progress	Status
3.01 Promote arts and culture within Yarra	01/07/22 / 30/06/23		
3.02 Commercial vacancy project	01/07/22 / 30/06/23		
3.03 Supporting new business	01/07/22 / 30/06/23		
3.04 Understanding community perception of safety	01/07/22 / 30/06/23		

3.01 Promote arts and culture within Yarra

Council will work to safeguard Yarra's artists' future by providing access to affordable creative spaces , more public art opportunities and supporting artists to develop new skills, build connections and increase innovations through a community of practice. We will continue to provide a range of creative spaces for artistic practice that responds to the needs of the arts community, to ensure that Yarra remains an accessible home for artists .



Branch Arts, Culture and Venues

Quarterly Milestones

- September** Complete the public artwork for the Jack Dyer Pavilion
Complete the Edinburgh Gardens plinth installation (2 year temporary work)
- December** Complete the public artwork for the Mary Rogers Pavilion
Complete the public artwork for the Cambridge Street reserve expansion
Complete a review of the Events in Public Spaces policy
Deliver a fundraising and awareness raising event for the Room to Create Fund
- March** Complete the trial of a discounted use scheme for community facilities to creative practitioners
Determine the future of the artist studios at the Collingwood Yards , a partnership with the Lord Mayors Charitable Foundation
- June** Progress report on the Creative Neighbourhoods Partnerships Pilot project funded by the Victorian Government
Complete the public artwork for the new Otter Street Park

Quarterly Progress The public artwork for the Mary Rogers Pavilion was completed and installed.

Comments An artist for the public artwork at Cambridge Street reserve has been commissioned with artwork 90% complete.

Works for public art at Otter Street Park are progressing with artist commissioned and design work approved. Artwork elements are part of the integrated building works with estimated completion in December 2023.

The Events in Public Spaces Policy review was completed, and a revised policy endorsed by Council.

In partnership with the Lord Mayor's Charitable Fund, agreement has been reached on the future continuation of the artist studio at the Collingwood Yards.

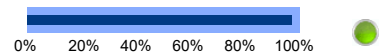
A promotion and fundraising event was held in June 2023 at the Room to Create studios at the Collingwood Yards.

The Creative Neighbourhood's Partnership project was funded by a Creative Victoria grant (\$100k) with additional support from Council. Funding was used to deliver an affordable, creative workspace in an underutilised Council asset for low-income creative industry workers. The premise at 12-16 Peel Street was refurbished including provision of disability access and toilet facilities.

Through an open EOI process, Kin Fashion, a First Nations fashion accelerator project was selected for a two-year term. The site has become a working studio for First Nations designers, makers and artists.

3.02 Commercial vacancy project

Develop an accessible information platform to enable potential business operators to locate vacant properties that may suit their business needs by providing information on the current overlays, required licenses and approvals for the property.



Branch City Strategy

Quarterly Milestones

- September** Develop an example of an accessible information platform that can be shared amongst stakeholders

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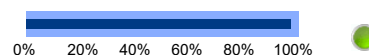
- December** Finalise the design of the platform, complete user testing, and deliver a fully functioning site
Provide updates to the funding agency
- March** Commence a three month marketing campaign to promote the platform
Partner with the City of Port Phillip to jointly launch the platform
- June** Present platform to Department of Treasury and Finance and Department of Jobs Precincts and Regions, and suggest roll out to inner metro Councils
- Quarterly Progress Comments** Development of two accessible information platforms was completed and the marketing campaign undertaken. The joint launch of the platform happened via a news item across the corporate channels, and features on the corporate website and Yarra News commenced. The platform assist new businesses to identify suitable vacant premises that are fit for purpose.

Data shows that both sites are being accessed successfully and utilized by the community.

The Department of Treasury and Finance (funding agency) have been kept informed throughout the process.

3.03 Supporting new business

Develop opportunities for improving support and assistance to businesses through improvement in the development approvals process.



Branch City Strategy

Quarterly Milestones

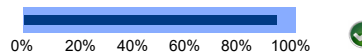
- September** Commence discussion with the business community to better understand frustrations with current planning processes and other approval processes
- December** Develop Information Sheets on appropriate locations for signage placement on heritage buildings and paint colours
- March** Integrate the 'Better Approvals Process' with the Property and Rating system to allow more streamlined referral processes to occur and enable better and clearer advice to potential new businesses.
Draft review of improvements that could be made to the current process to facilitate business approvals.
- June** Implement new processes
- Quarterly Progress Comments** The business community were engaged around the Planning and Permit process inviting feedback from all businesses subscribed to the business newsletter (17,000) on their own personal experiences with acquiring permits.

The integration of the 'Better Approvals Process' with the Property and Rating system has been completed and went live on-line in December 2022, it allows for a more streamlined referral processes to occur and enables better and clearer advice to potential new businesses.

The statutory planning team has worked alongside the Economic Development unit to develop a more streamlined business application process. This is now running at full capacity with improvements to both the processing time and customer experience.

3.04 Understanding community perception of safety

Activities include internal research and cooperation with stakeholders to investigate localised data and recognise new opportunities to partner on interventions which seek to improve community safety (particularly perceptions of safety) within our community, especially to avoid the exclusion of members of our community.



Branch Equity and Community Development

Quarterly Milestones

- September** Collaborate with local stakeholders and attend/facilitate relevant networks including Local Safety Reference Group, Yarra Drug and Health Forum, Edinburgh Gardens and Smith Street working groups, and the Engage North Richmond reference groups
Support Department of Health and Department of Families, Fairness and Housing in an education and awareness campaign in relation to appropriate responses to illicit drug use impacts
- December** Produce a report related to public amenity and cleansing (including syringes) to assist the State Government with the MSIR evaluation
- June** Deliver the Safe and Liveable Victoria Street project by conducting an evaluation of the intervention
Investigate and analyse Annual Customer Satisfaction Survey results related to perceptions of safety in Yarra including locations of interest and themes of concern

- Quarterly Progress Comments** Council continues to collaborate with local stakeholders on local safety including:
- Local Safety Reference Group convenes quarterly, in September the Manager Commissioning and Engagement, Public Intoxication Reforms from the Department of Health presented to the group on the public intoxication reform health-model trial.
 - The Yarra Liquor Forum was last held in September and continues to show a high level of engagement from the sector, with good feedback and attendance rates.
 - Senior officers attend the Engage North Richmond group and an associated subgroup
 - Officers attend the Smith Street Working Group as relevant to provide updates on homelessness engagement.

Stakeholder consultations have been completed for development of a community resource to provide information on immediate outreach support available for people who are alcohol or drug affected, or who are having a mental health episode.

- A downloadable, double-sided A4 PDF resource will be designed that service providers can print as needed and for a quick reference fridge magnet that would have a QR Code that points to the PDF (in multiple languages).
- The resource will be translated into key community languages.
- Officers continue to liaise with Department of Health and Department of Families Fairness and Housing on this project.

Council provided a report to the Medical Safe Injecting Room Evaluation Panel in September 2022 on data related to public amenity and cleansing (including appropriately and inappropriately disposed syringes as well as human waste). In October 2022 a meeting was held with a member of the evaluation team to discuss the data provided in the report. Quarterly a report on syringe and cleansing data is prepared for Council on current status and identifying opportunities for continuous improvement. Ongoing discussions are being held with Department of Families Fairness and Housing representatives regarding syringe disposal and cleansing.

In March 2023, the Mayor wrote to the Minister for Mental Health regarding the Victorian Government's announcement that the MSIR would become a permanent service. The letter communicated that Council remained an advocate for this facility and included a meeting request to discuss service delivery.

In September 2022 a survey was undertaken on the Safe and Liveable Victoria Street Project to establish baseline safety data. The findings were that respondents rated their feeling of safety as moderate during the day and mild at night in the study area. A second survey is scheduled to be undertaken after 12 months, in September 2023 to gauge change over time resulting from the project.

4 . Place and nature

Yarra's public places, streets and green open spaces bring our community together. They are planned to manage growth, protect our unique character and focus on people and nature.








Strategies

Council's work to achieve this Strategic Objective includes the following strategies:

1. Create safe, accessible active spaces that provide diverse physical activity opportunities for the whole community (MPHWP)
2. Plan and manage community infrastructure that responds to growth and changing needs
3. Protect and enhance the biodiversity values, connectivity and resilience of Yarra's natural environment
4. Protect, promote and maintain our unique heritage and ensure development is sustainable
5. Encourage people to connect with Yarra's natural and cultural heritage and prioritise the voices of traditional owners

The following actions are being undertaken in 2022/23 to work toward achieving Council's Strategic Objective; Place and nature.

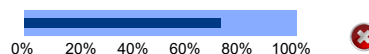
Action Progress Summary

-  At least 90% of action target achieved
 -  Between 75 and 90% of action target achieved
 -  Less than 75% of action target achieved
 -  Not Started
 -  Completed
-  Target
 -  % Complete

Action	Start Date / End Date	Progress	Status
4.01 Cremorne Urban Design Framework	01/07/22 / 30/06/23		
4.02 Cambridge Street reserve expansion and new Otter Street park	01/07/22 / 30/06/23		
4.03 Brunswick Street oval precinct redevelopment – Edinburgh Gardens	01/07/22 / 30/06/23		
4.04 Yambra Steet Pavilion and public toilets renewal – Quarries Park	01/07/22 / 30/06/23		
4.05 Direct seeding and cultural burning	01/07/22 / 30/06/23		
4.06 Community based education, awareness and nature engagement program	01/07/22 / 30/06/23		
4.07 Greening Yarra to support biodiversity and increase tree canopy	01/07/22 / 30/06/23		

4.01 Cremorne Urban Design Framework

This framework aims to support redevelopment that contributes to Cremorne as a mixed-use area, while supporting strategic aims to develop employment opportunities in the area. It will assist in identifying physical improvements to public transport, roads, footpaths and parks.



Branch City Strategy

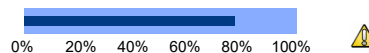
Quarterly Milestones

- September** Present draft UDF to Council to be considered for consultation
- December** Develop draft Design and Development Overlay planning scheme provisions
- March** Brief Councillors on a program to implement the adopted UDF actions
Report back to Council on submissions on UDF and seeking adoption of UDF
Seek Council resolution to request the Minister for Planning approve interim controls and authorise the preparation of permanent controls
- June** Brief Councillors on progress
- Quarterly Progress Comments** Council considered the draft Urban Design Framework (UDF) and endorsed it for consultation in October 2022. The Draft UDF was released on 7 November 2022, feedback closed on 12 December, over 165 pieces of written feedback were received, and 20 meetings held with State Government departments and agencies, landowners, community members and Council’s advisory committees as well as three pop-up sessions.

In response to community feedback officers have commissioned more transport work and are undertaking further built form testing. Councillors were briefed on this approach in late March. Further briefings took place on proposed updates to the UDF, in late May (general update on timing) and in late June (focused on transport options).

4.02 Cambridge Street reserve expansion and new Otter Street park

Council will continue work to expand the Cambridge Street Reserve and build a new park at Otter Street. This project is part of the State Government’s Suburban Parks Program.



Branch City Strategy

Quarterly Milestones

- December** Commence Cambridge Street construction
Complete Cambridge Street construction - Removed by Council resolution 16 May
- March** Commence Otter Street construction - Removed by Council resolution 16 May
- June** Commence Otter Street construction
Complete Cambridge Street construction
Complete Otter Street construction - Removed by Council resolution 16 May
- Quarterly Progress Comments** Revised dates have been negotiated with the Department of Environment, Land, Water and Planning who are funding the project. Delays in the design and permit approvals and corresponding nearby public works has delayed progress on both parks.

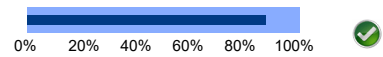
The tender for Cambridge was awarded in December following Council approval and construction has commenced and is expected to be completed in September 2023 having been impacted by adjoining construction site delays.

The tender for Otter Street was advertised late January and the contract has been awarded. Construction is scheduled to commence early July with work expected to be completed December 2023.

4.03 Brunswick Street oval precinct redevelopment – Edinburgh Gardens

This project will redevelop the sporting and community facilities in the immediate vicinity of the Brunswick Street Oval (WT Peterson Community Oval) within Edinburgh Gardens, North Fitzroy, along with improvements to the landscaping and civil infrastructure in the area. Subject to Council approval of the revised design and provision of a funding agreement by the State, in 2022/23 Council will commence Stage 1 of the project for the construction of a

new Sports Pavilion.



Branch *Building and Asset Management*

Quarterly Milestones

September Lodge planning and heritage approval applications

March Award Stage 1 tender

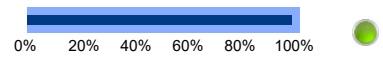
June Commence Stage 1 contractor on site

Quarterly Progress Planning and Heritage approvals for the project were granted early April 2023, the tender for the construction work was developed and advertised during quarter 4. Tender evaluation will occur in July 2023, followed by a report to Council to recommend award of the construction contract.

4.04 Yambla Steet Pavillion and public toilets renewal – Quarries Park

This project will renew the Yambla Street Pavilion and public toilets at Quarries Park, with a modern, accessible and environmentally sustainable facility supporting increased sports participation in particular by females and juniors, as well as providing a venue suitable for general community uses. This project has \$500K of funding provided by the State Government World Game Facilities Fund.

In 2022/23 Council will commence construction of the replacement facility, with completion due in the second half of 2023.



Branch *Building and Asset Management*

Quarterly Milestones

March Award tender

June Commence contractor on site - Removed by Council resolution 16 May

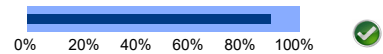
Quarterly Progress Comments A pre-tender update of the project cost estimate showed an increase in costs to \$5.9m (compared to the previous cost estimate of \$3.7m), and therefore the construction of the proposed design cannot proceed without additional funds being allocated. The 2023/24 budget includes an allocation for exploring alternative lower-cost designs that could provide for the renewal of the pavilion with a fit-for-purpose facility, along with an allocation for providing three temporary change rooms at the site to support the immediate needs of the sporting clubs that utilise the facility.

4.05 Direct seeding and cultural burning

Partner with Yarra’s Bushland Contractor and Wurrundjeri Woi Wurrung Narrap Team to adopt innovative integrated bushland management approaches to achieve cost effective and efficient bushland management and site -specific targets including:

- reduction in weed cover,
- improvement in overall resilience, functionality, and sustainability,
- increase in a sites Ecological Vegetation Class (EVC) structure and species richness (aka. habitat hectarecondition rating).

Novel management approaches will align with the Yarra Nature Strategy's goal to increase the diversity , connectivityand resilience of Yarra’s natural environment. Two such approaches include broad scale direct seeding and culturalburning to heal country.



Branch *City Works*

Quarterly Milestones

September Undertake a pre-burn habitat hectare assessment of the spring ecological cultural burn site.

December Deliver a spring ecological cultural burn in the endangered Plains Grassy Woodland EVC in Burnley Park to heal country, in conjunction with the Wurrundjeri Woi Wurrung Narrap Team
Implement 2000m2 of spring direct seeding in Halls Reserve to reinstate endangered Plain Grassy Woodland and Escarpment Shrubland EVCs.

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March Undertake a post-burn habitat hectare assessment of the spring ecological cultural burn site

June Implement 2000m2 of autumn direct seeding in Halls Reserve to reinstate endangered Plain Grassy Woodland and Escarpment Shrubland EVCs

Quarterly Progress The pre-burn habitat assessment was completed by Ecological Australia in December 2022.

Comments The ecological cultural burn in the endangered Plains Grassy Woodland EVC in Burnley Park has been delayed until Autumn 2024. Rain events of Spring 2022 halted fuel reduction and cultural/ecological burning across Victoria. The City of Yarra is not in a fire protected area, therefore is a low priority for delivery of cultural burns in collaboration with fire authorities.

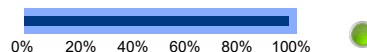
The post-burn habitat hectare assessment of the spring ecological cultural burn site will be undertaken once the cultural burn is completed.

2500m2 of direct seeding has been completed in Kevin Bartlett Reserve (South Side), Hall Reserve (Nth of Rotunda Wetland).

2000m2 autumn seeding in Hall Reserve to reinstate endangered Plain Grassy Woodland and Escarpment Shrubland was completed.

4.06 Community based education, awareness and nature engagement program

Deliver actions outlined in the Yarra Nature Strategy Action Plan 2020-2024. The aim is to plant 2500 local indigenous plants to reinstate the endangered Plains Grass Woodland Ecological Vegetarian Classes . A key action in the plan Waterwatch which is a citizen science program that aims to raise knowledge in the community about catchments, aquatic biodiversity and waterway pollution issues.



Branch City Works

Quarterly Milestones

September Assist Fitzroy North Primary School to deliver their successful Urban Microbats Grant
Deliver the 2022 National Tree Day Community Event at Hardy Gallagher Reserve on 31 July 2022

December Design an online communication program for nature-focused news, initiatives and interactions

March Deliver two Microbat evenings to connect the community with nocturnal native mammals and record Microbat species richness during summer

June Compile results of community frog watch observations held throughout the year
Expand Yarra’s Gardens for Wildlife Program to include 100 households in 2022/23

Quarterly Progress Council delivered a presentation on Microbats to the Fitzroy North Primary School to assist them in the delivery of their community grant. A further 2 Microbat education awareness evening sessions were delivered

Comments aimed at connecting the community with nocturnal native mammals.

National Tree Day community event was held at Hardy Gallagher Reserve with 4000 plants installed by volunteers.

The design of an online communication program for nature-focused news, initiatives and interactions was delayed initially, but the design of the program is now complete.

The results of community frog watch observations held throughout the year have been compiled for analysis of the results.

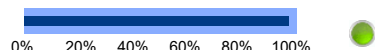
The Yarra’s Gardens for Wildlife Program was expanded to include 100 households.

4.07 Greening Yarra to support biodiversity and increase tree canopy

The Greening Yarra Program aims to reduce the urban heat island effect through the planting of trees , shrubs and grasses to increase the tree canopy cover to improve liveability, and overall biodiversity values within Yarra. Council will undertake a 5-year measure and map of tree canopy cover to determine progress on the Urban Forest Strategy targets.

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Branch City Strategy

Quarterly Milestones

- September** Plant 60 advanced local provenance trees species of 6 different species in open space park and reserves areas
Complete main planting season for new trees
- December** Plant 40 advanced local provenance trees species of 6 different species in open space park and reserves areas
Commence tree cover canopy measurement
- March** Complete tree cover measurement and brief Councillors
- June** Plant a minimum of 10,000 locally indigenous plant species
Consolidate and reinstate areas of strategic biodiversity
Complete mapping of the tree canopy coverage and infrared imaging
- Quarterly Progress Comments** Council planted 108 advanced local provenance trees species in open space parks and reserves, there were only 5 of the 6 species available at the time for planting. All street tree planting for the 2022 Autumn/winter season was completed.

The reinstatement of areas of strategic biodiversity exceeded the 5000m2 target by 2486m2

- Burnley Park, Park Grove 1,330m2
- Loys Paddock, embankment 1480m2
- Merri Labyrinth, Community Grant 250m2
- Coate Park, Yerrin Chase entrance 580m2
- Monash Fwy Yarra Blvd Exit - 3700m2

A total of 24,760 local indigenous plants of three different strata (groundstorey, understorey and canopy) were planted during 2022/23.

The tree canopy cover measurement and mapping was completed in June, a report to Council on the results is scheduled in August 2023.

5 . Transport and movement

Yarra’s transport network is sustainable and recognises that streets are important shared public spaces. Transport and movement is accessible, safe and well connected.








Strategies

Council’s work to achieve this Strategic Objective includes the following strategies:

1. Lead, promote and facilitate the transition to active transport modes for people living and working in Yarra , as well as people moving through Yarra (MPHWP)
2. Advance the transition towards zero-carbon transport by 2030 throughout the municipality
3. Foster strategic partnerships and advocate to improve sustainable and active transport options, integration and accessibility
4. Create a safe, well-connected and accessible local transport network including pedestrian and bike routes through Yarra (MPHWP)

The following actions are being undertaken in 2022/23 to work toward achieving Council’s Strategic Objective; Transport and movement.

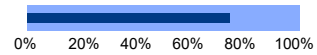
Action Progress Summary

-  At least 90% of action target achieved
 -  Between 75 and 90% of action target achieved
 -  Less than 75% of action target achieved
 -  Not Started
 -  Completed
-  Target
 -  % Complete

Action	Start Date / End Date	Progress	Status
5.01 Transport Action Plan	01/07/22 / 30/06/23		
5.02 Active transport	01/07/22 / 30/06/23		
5.03 Road safety studies and implementation program	01/07/22 / 30/06/23		
5.04 Advocate for improved public transport	01/07/22 / 30/06/23		
5.05 Support shared micro-mobility, car share and ride share schemes	01/07/22 / 30/06/23		
5.06 Parking technology improvements	01/07/22 / 30/06/23		

5.01 Transport Action Plan

The Transport Strategy once adopted by Council will provide the key principles to drive an action plan. The Action Plan will provide a list of projects over a 10 year period that will deliver improvements to active transport and sustainable transport in the municipality.



Branch Strategic Transport

Quarterly Milestones

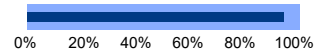
- September** Report to Council recommending adoption of the Policy section having regard to community submissions
Subject to Council consent, exhibit the draft Actions section seeking community feedback
- December** Report to Council post exhibition stage seeking adoption of the Actions Section having regard to community submissions
Brief Councillors on anticipated program for next 2 years
- Quarterly Progress Comments** The Yarra Transport Strategy (YTS) was adopted by Council in July 2022. A later report to Council saw the adoption of the Policy section of the strategy in October.

Officers are preparing three detailed Implementation Plans for the three new deal policies in the Yarra Transport Strategy (walking, cycling and schools). Work on all these documents is being moved forward by the Strategic Transport team, the implementation plans are internally focused and consider governance, process and operational aspects. They are a key support for the Transport Action Plan and the intention is for Council to have a suite of effective documents that support the delivery of the YTS over the next 10 years.

A table has been produced showing the anticipated program for the next three years based on known commitments. This has been issued to Executive. A further table has been produced summarising all new initiative bids some of which have a three year time frame. The draft Transport Action Plan is being developed. The report to Council has been delayed due to more work being required in order to finalise details of the Plan, this has delayed the community exhibition of the plan which is now scheduled for November/December 2023.

5.02 Active transport

Yarra prioritises sustainable and active transport, to help people move safely and sustainably through and within our municipality. Planning, designing, delivering and maintaining a range of high-quality active and sustainable transport infrastructure makes walking and cycling possible as a part of everyday life.



Branch Strategic Transport

Quarterly Milestones

- September** Provide Councillors with a timetable for delivery of active transport projects approved in 22/23 budget allocation
- December** Update Councillors on program
- March** Update Councillors on program
- June** Complete Year 1 actions approved in 22/23 budget and provide update to Councillors

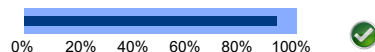
Quarterly Progress Comments The Transport Action Plan is currently being developed and will include details for projects to deliver. The Transport Strategy. Projects underway this year include Somerset Street/Davison Street modal filter (complete), Scotchmer Street priority crossing lighting upgrade has been delayed due to ongoing negotiations with Department of Transport and Planning.

Bicycle parking corrals at Moor Street are currently being redesigned with aim to deliver next financial year and plans for Easy Street are under review.

Works for the remaining year 1 projects have been completed. Councillors have been regularly updated on progress via bulletins, with a final eBulletin for Councillors scheduled for July 2023.

5.03 Road safety studies and implementation program

Road Safety Studies (RSS) identify and prioritise road safety projects to make Yarra’s streets safer. RSS is our approach to manage our road infrastructure responsibly and safely; continuing work previously referred to as Local Area Place Making (LAPM). Studies and reviews will be undertaken to identify projects to address key road safety issues in Richmond and Alphington. Projects from previous LAPMS will progress to the next stage of infrastructure design and delivery in the following precincts/corridor: Carlton North (LAPM 2), Scotchmer (LAPM 3), Rose (LAPM 9), Abbotsford (LAPM 13), Clifton Hill and North Abbotsford (RSS).



Branch Infrastructure Traffic and Civil Engineering

Quarterly Milestones

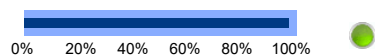
- September** Commence Alphington precinct/corridor study - Removed by Council resolution 16 May
Commence LAPM and RSS design packages
- December** Commence next stage of LAPM infrastructure delivery across each precinct
Commence Richmond precinct/corridor study
- March** Complete Alphington precinct/corridor study Removed by Council resolution 16 May
- June** Complete LAPM and RSS design packages
Complete next stage of LAPM infrastructure delivery across each precinct
Complete Richmond precinct/corridor study
- Quarterly Progress Comments** The Alphington precinct/corridor study has not commenced. Council negotiated a co-funding agreement with Victorian School Building Authority (VSBA) and are currently finalising the details of the agreement. The study will be commenced in partnership and co-funded by the VSBA. This study will commence in July 2023 having been deferred from 2022/23.

An internal Road Safety review was undertaken for The Vaucluse as a corridor study for Richmond. This identified that The Vaucluse would benefit from a painted Shared Zone. Design, approvals, and delivery of a Shared Zone will be progressed during 2023/24.

Designs for LAPM treatments have been completed for 10 sites across LAPM 2 (Carlton North), LAPM 3 (Scotchmer) and LAPM 13 (Abbotsford). A range of treatments were delivered including raised pedestrian crossings on Gipps Street, Langridge Street, Stanton Street and Victoria Street; intersection improvements on Albert Street, Langridge Street, Otter Street and Rae Street; speed reduction treatments on Drummond Street, George Street and Station Street.

5.04 Advocate for improved public transport

Advocate to State Government and agencies for increased and well-connected public transport options including DDA tram upgrades and safer cycling facilities.



Branch Strategic Transport

Quarterly Milestones

- September** Update Councillors on advocacy planned and undertaken in the lead up to the State election regarding DDA tram stop implementation and safer cycling facilities
- December** Following State election, meet with senior DoT officials to discuss opportunities
- March** Develop further advocacy for lead up to State budget
Meet with State Government officials to advocate and discuss opportunities
- June** Update Councillors on advocacy undertaken
- Quarterly Progress Comments** A program of advocacy initiatives regarding Disability Discrimination Act standards for tram stop implementation and safer cycling facilities has been developed and discussion are taking place with Council’s Advocacy and Partnerships unit on branding and promotion that links back to the Transport Action Plan.

Ongoing advocacy program includes regular discussions with Yarra Trams, Department of Transport and Planning and other statutory and non statutory bodies. Recent success includes the State Government

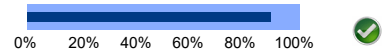
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announcement of planning and design for accessible tram stop upgrades on Smith Street and Gertrude Street following many years of community and Council advocacy.

5.05 Support shared micro-mobility, car share and ride share schemes

Council is committed to supporting shared micro-mobility, car share and ride share schemes to help people get around when other sustainable and active modes of transport are not available or preferred. For the times when a car is necessary, car sharing is a cost-effective alternative to owning a car and reduces car usage. E-scooter trials are an important step in making E-scooters more readily available as an affordable, convenient and low-emissions alternative form of transport.



Branch Strategic Transport

Quarterly Milestones

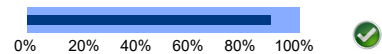
- September** Brief Councillors on E-scooter trial
Monitor shared micro-mobility schemes and work with operators to identify and manage issues
- December** Brief Councillors on car share scheme spaces allocated
Brief Councillors on opportunities for ride share schemes
- March** Complete assessment of the E-scooter trial in partnership with State Government and other participating Councils
Monitor shared micro-mobility schemes and work with operators to identify and manage issues
- June** Continue to implement these schemes in accordance with the trial findings including any decisions by State regarding E-scooters
- Quarterly Progress Comments** Councillors were briefed on the current status of the State Government's E-scooter trial in which Yarra is participating.

Officers are continuing to meet with State Government, operators and other Councils to monitor the E-scooter trial progress. Officers are working closely with shared E-scooter and E-bike scheme operators to identify opportunities and manage issues arising. These include implementing geofencing technology, trialling designated e-scooter parking bays and improving reporting mechanisms for footpath riding and parking. A report was presented to Council in May 2023 to provide an update on progress. The State Government announced an extension of the trial to October 2023. A final report will be provided to Councillors once the trial has ended and evaluation is completed.

Car share operators have only recently approached Council seeking to increase their available spaces. We are currently meeting with operators together with other departments at Council to finalise next steps.

5.06 Parking technology improvements

Improve parking technology with focus on optimising processes and assets to create efficiency and better customer experience. Better utilise data to enable more strategic and considered short and long term decision making relating to parking throughout the municipality.



Branch Parking and Compliance

Quarterly Milestones

- September** Install and implement new meter technology – cashless meters/paid-parking
- December** Commence review of parking strategy
Benchmark with neighbouring Councils in relation to joint procurement and efficiency options
- March** Implement e-permit system for all Council Parking Permits
Investigate and increase ability for data collection of on street parking assets such as disabled bays and loading bays
- June** Brief Councillors on evaluation report on paid parking and e-permit projects
- Quarterly Progress Comments** The new parking cashless meter technology and equipment has been installed and in operation, including extensive promotion to traders and community members.

A series of meetings are currently taking place with Melbourne, Port Phillip and Stonnington Councils

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relating to benchmarking services, joint procurement opportunities and efficiency initiative.

Responsibility for the review of the Parking Strategy rests with the Strategic Transport Branch. Funds have been allocated in the 2023/24 Budget to commence work on the review. A Parking Strategy is a large and very complex piece of work that will be of great interest to the community. Timeframes for completing the Parking Strategy are dependent on various factors including scope, level of ambition and budget. Officers will liaise with Councillors on these aspects prior to commencing the review.

Officers are currently working with Council's Digital Technology Branch investigating available options and associated costs to enable us to capture data from all of our on-street parking assets. A Project submission has been submitted and Digital Technology are currently working on a solution which could entail an in-house application solution.

The briefing report on the review and evaluation of paid parking and e-permit projects is being developed and is scheduled for August 2023 so it can include all the relevant end of financial year figures.

August 07, 2023

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6 . Democracy and governance

Yarra is smart, innovative and sustainable. Our decisions and advocacy are built on evidence and meaningful engagement. Good governance is at the heart of our processes and decision-making.








Strategies

Council's work to achieve this Strategic Objective includes the following strategies:

1. Provide opportunities for meaningful, informed and representative community engagement to inform Council's decision-making
2. Manage our finances responsibly and improve long-term financial management planning
3. Maximise value for our community through efficient service delivery , innovation, strategic partnerships and advocacy
4. Practice good governance, transparency and accountable planning and decision-making
5. Progress and embed our culture of organisational continuous improvement and build resilience to adapt to changing requirements in the future

The following actions are being undertaken in 2022/23 to work toward achieving Council's Strategic Objective; Democracy and governance.

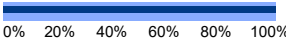

Action Progress Summary

-  At least 90% of action target achieved
 -  Between 75 and 90% of action target achieved
 -  Less than 75% of action target achieved
 -  Not Started
 -  Completed
-  Target
 -  % Complete

Action	Start Date / End Date	Progress	Status
6.01 Council strategic documents	01/07/22 / 30/06/23		
6.02 Investigate the Sustainable Development Goals	01/07/22 / 30/06/23		
6.03 Review of finance quarterly reporting format	01/07/22 / 30/06/23		
6.04 CX Program 2020-2022	01/07/22 / 30/06/23		
6.05 Communications campaign	01/07/22 / 30/06/23		
6.06 Establish a youth-based forum	01/07/22 / 30/06/23		
6.07 Building strategic partnerships to support Yarra's advocacy priorities	01/07/22 / 30/06/23		
6.08 Investigate innovative and emerging digital tools	01/07/22 / 30/06/23		
6.09 Risk and safety workplace culture	01/07/22 / 30/06/23		
6.10 Gender Equality Action Plan 2021 - 2025	01/07/22 / 30/06/23		

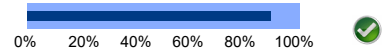
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Action	Start Date	/ End Date		
6.11 Governance Rules Review	01/07/22	30/06/23		

6.01 Council strategic documents

Council's Strategies, Plans, Policies and Frameworks have developed over time without a standardised approach. Work is to be undertaken to better understand the current strategic document landscape and transition to a more holistic and consistent approach that will support integrated planning and reporting. This includes how strategic documents are developed, implemented, reviewed and retired. This is a long-term project that will take a number of years to achieve the desired outcome.



Branch Finance

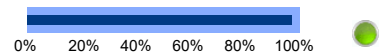
Quarterly Milestones

- September** Report to Executive on proposed project approach
Engage Councillors in proposed project approach
- December** Commence internal engagement on proposed project approach and desired outcomes
- March** Commence implementation of 'quick wins'
- June** Report to Councillor Briefing on progress
- Quarterly Progress Comments** An initial report outlining the proposed project scope and focus areas was provided to Executive for consideration and feedback. Councillors have been provided with an update on the proposed project approach via internal memo.

All current strategic documents and plans have been identified and copies sourced and a central storage of all strategic documents is being created. A cross-organisational group have been formed, and work is underway to establish a more holistic and consistent approach.

6.02 Investigate the Sustainable Development Goals

The United Nations Sustainable Development Goals (SDGs) provide a global framework for sustainable development to 2030. Council's work towards sustainability is well established and work to align and measure our contribution to sustainable development using the SDGs as a reference point will be investigated.



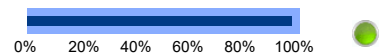
Branch Finance

Quarterly Milestones

- December** Report to Councillor Briefing on outcome of initial investigation
- Quarterly Progress Comments** Initial investigation of the Sustainable Development Goals has been undertaken, including high level mapping of current services and strategies to each of the SDGs. A working group has been formed and relationships have been established with other Local Governments engaged in similar activity. Reference of Council's alignment to the SDGs will be reflected in the new Council Plan.

6.03 Review of finance quarterly reporting format

Review and improve the format for quarterly finance report to enable greater community understanding of Yarra's Financial performance and situation.



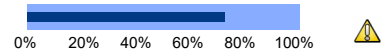
Branch Finance

Quarterly Milestones

- December** Utilise new format report and share with public for September Finance report and forecast in October
- March** Share summary of December Finance report and mid-year budget review in February graphically on Yarra's website as easy to read news item
- Quarterly Progress Comments** A review of the finance quarterly reporting format was undertaken, and the revised quarterly financial report format is now in place having been trialled in September and December for finance reporting.
Mid-year budget review outcomes and Council September and December financial reporting included graphical content. Documents are available on Council's website.

6.04 CX Program 2020-2022

The CX Strategy is a three-year program of initiatives to realise and deliver the best service value for Yarra's customers, community and internal teams. This is delivered through four strategic objectives Mindset | Systems Discipline | Collaboration | Empathy. This year Council will deliver service experience improvements with the implementation of additional digital channels, service centre enhancements for in person experiences and the evaluation of the CX strategy.



Branch *Customer Experience*

Quarterly Milestones

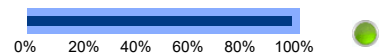
- September** Implement actions of service centre model review
- December** Implement live chat and digital assistance channels
- June** Evaluate CX Strategy

Quarterly Progress The service centre model review identified two new customer channels that have now been launched to support customers/community with additional digital options. The new channels are:
Comments - Digital Assistant - a 'chat bot', which helps guide customers to complete requests or applications via Council's website/online options.
 - Live Chat – real time, online conversations between customers and Council's Customer Service team to support enquiries and requests.

The transition of the Connie Benn Centre to a community hub has been completed with the closure of the centres customer service function. Council now has two customer service centres operating at Collingwood Town Hall and Richmond Town Hall.

6.05 Communications campaign

Undertake a coordinated communications campaign to promote the work of Council and the ways people can engage in the decision-making process. Actively provide content to the bi-cultural liaison officers so they can disseminate information to their channels and ensure under- represented and hard to reach audiences have opportunities to participate in decision making.



Branch *Strategic Communications and Engagement*

Quarterly Milestones

- September** Plan for and launch a dedicated membership campaign for Your Say Yarra to bring new users to the platform and encourage greater participation in decision making
- December** Implement Your Say Yarra digital campaign targeting under-represented groups within the municipality
- March** Implement Your Say Yarra digital campaign targeting under-represented groups within the municipality
- June** Engage bicultural liaison officers in person consultations and work with them on a program of disseminating key Council information and consultation opportunities through their networks and channels

Quarterly Progress The Your Say Yarra subscription campaign has continued to develop this quarter after a growth in subscribers last quarter. We have used the updated branding to promote the monthly dedicated email newsletter through other Council e-newsletters, corporate social media ads, a dedicated space in Yarra News, corporate and sub brand social media feeds and across the Yarra Council website. We have embedded the branding across the Your Say Yarra site, including on the homepage and made the subscription to the e-newsletter one of the key constant calls to action. Collateral has been available at all in-person consultations including the new Councillor Conversations with Community sessions, which were launched in September 2022.

The Your Say Yarra subscription campaign has been targeted to underrepresented groups via culturally and linguistically diverse (CALD) newspaper advertisements such as Vietnamese, Chinese, Greek and Arabic. We have also completed some outreach through our Bicultural Liaison Officers who provide support for

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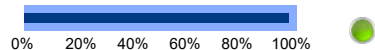
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Vietnamese, Chinese, Somali, Greek and Arabic languages. Our Bicultural Liaison Officers also attend our engagement activities where it is identified and required.

From a base of zero we currently have 529 subscribers. This has created an active engagement channel with an average open rate of 77.266% and an average click through rate of 12.283% across the 7 editions of the EDM disseminated to date. For a comparison average Government email newsletters typically have an open rate of 19.5% and a click through rate of only 2.8%.

6.06 Establish a youth-based forum

Establish a new youth-based forum focused on targeted engagement with young people from across Yarra.



Branch Strategic Communications and Engagement

Quarterly Milestones

- September** Develop the project plan/format/structure for a youth forum
- December** Work with Yarra’s Youth team to identify participants for the youth forum
- March** Host a youth forum with a broad cross section of young people from across Yarra
- June** Evaluate the forum and develop recommendations for future forums in conjunction with Youth Services
- Quarterly Progress** The Strategic Communications and Engagement branch has worked closely with the Youth Services team to form a Youth Advocacy Group with diverse representation from across Yarra. This was undertaken through a competitive Expression of Interest process.
- Comments**

Yarra held its first Youth Forum in December 2022, this was attended by approximately 25 young people. Their contributions during this forum have helped inform a formal Budget submission by the Yarra Youth Advocacy Group to Council in February 2023.

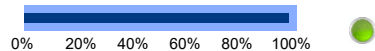
During the draft Budget public exhibition period in April, we held another engagement session with young people at the Yarra Youth Centre to check in on their priorities and ensure they were reflected within the 2023/24 Budget. In total, we had nearly 30 young people in attendance where the participants were able to speak to their budget submission and advocate for an accredited mental health first aid program for young people from culturally and linguistically diverse backgrounds living in Yarra’s Public Housing Estates. This was adopted within the 2023/24 Budget, alongside a program to promote young people’s voices and enhance youth engagement and participation in decision-making and employment opportunities.

Plans are currently underway for future youth forums. These will not only guide the future direction and priorities of Yarra’s Youth Advocacy Group but also allow Council to glean valuable information and insights about what priorities are important to young people living in the City of Yarra.

A guide to engaging with children is also in its early stages of development and preliminary discussions have also been undertaken around the formation of a children’s jury for primary school aged children so they can feed into and influence Council decision making processes on projects relevant to them.

6.07 Building strategic partnerships to support Yarra’s advocacy priorities

Build strategic partnerships with critical stakeholders, including other councils, peak bodies and industry, that supports Yarra’s advocacy agenda and aligns to endorsed priorities and projects .



Branch Strategic Advocacy

Quarterly Milestones

- September** Brief partnership stakeholders, including M9 and the Inner Metropolitan Partnership, on Council’s 2022 Budget and key priorities for the Victorian Election
- December** Share Yarra City Council’s 2023 Victorian Budget submission with partnership stakeholders , including M9 and the Inner Metropolitan Partnership, to support greater collaboration of common projects and priorities
- March** Participate in forums such as M9 and the Inner Metropolitan Partnership and foster greater alignment between the work and activities of these groups and that of Council

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June Participate in forums such as M9 and the Inner Metropolitan Partnership and foster greater alignment between the work and activities of these groups and that of Council

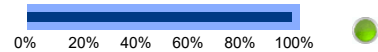
Quarterly Progress Comments Council continued its participation in forums such as M9 and Inner Metropolitan Partnership fostering greater alignment and sharing knowledge. Yarra led on the topics of e-scooters and the circular economy throughout 2023.

In the lead up to the November 2022 State Election, Council developed a 'pitch' of Victorian Election Advocacy Priorities which set out an ambitious list of commitments across a broad range of topics including infrastructure, transport, sustainability, jobs, the economy and the arts. Meetings and correspondence with every candidate in each electorate occurred.

Regular (quarterly) meetings were scheduled with Yarra's Local MPs, stakeholders, State Government Ministers, Federal MPs and department executives to discuss local issues, explore opportunities for collaboration and engagement, and promote the City of Yarra. A particular focus has been advocacy on the Medically Supervised Injecting Room, state planning controls, planning amendments, public transport and circular economy, housing affordability and aged care.

6.08 Investigate innovative and emerging digital tools

Investigate innovative and emerging digital tools that are currently available that will promote better accessibility and encourage broader participation in decision making to ensure Council achieves best practice in this space.



Branch *Digital Communications and Marketing*

Quarterly Milestones

September Review the Page Assist accessibility tool and the benefits of introducing this tool through our corporate website

December Investigate opportunities for the creation of digital reports to assist with enhancing accessibility requirements for key council documents

March Develop a guide for creating accessible communications materials and provide training to staff

June Implement accessible communications guide and build capacity through staff capacity building

Quarterly Progress Comments The PageAssist tool has been successfully implemented on Council's website in 2022. The benefits include:

- Increased compliance with accessibility standards set out by Web Content Accessibility Guidelines (WCAG).
- Provides digital accessibility for people with accessibility needs including people with visual, hearing, cognitive or motor impairments.

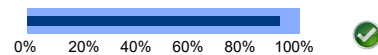
The tool will continue to be reviewed until the new website is built and launched in 2024 to comply with WCAG Level AA accessibility standards.

An accessibility visual and written communications guide was also developed and launched to staff in May 2023.

6.09 Risk and safety workplace culture

Continue to embed a proactive risk and safety culture across the organisation through:

- implementation of the OHS Management System
- socialisation and promotion of the OHS and Risk Management Roadmaps and Project Plans
- psychological and physical wellbeing practices
- early intervention injury management practices



Branch *Risk and Safety*

Quarterly Milestones

September Establish an annual health and wellbeing program to address the current psychological and physical challenges across the organisation

December Present Injury Management Plan for adoption to embed an early intervention program

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June Implement milestones as outlined in the OHS and Risk Management Roadmaps and Project Plans and communicate and celebrate the success

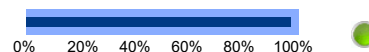
Quarterly Progress Comments Council has established a range of effective, evidence-based health and wellbeing initiatives across mental health and wellbeing including workshops, learning sessions, activity resources and guides for people leaders on how to support their staff as well as promotion of annual community and government health and wellbeing events. Significantly, Council has built a very high standard Mental Health First Aid Program that has now achieved Skilled Employer Award through the Mental Health First Aid group due to our development of the program across the past two years.

Council Occupational Health and Safety and Risk Management Roadmaps and Project Plans are continually reviewed and are on track for completion in 2024. A review of Council's Injury Management processes and actions was undertaken by WorkSafe in November 2022 and January 2023. Both visits by WorkSafe showed compliance to the relevant legislative provisions (Workplace Injury Rehabilitation and Compensation Act 2013) and Council's established processes. Further enhancements to the early intervention program have also been identified for implementation.

The Risk and OHS roadmap milestones have been achieved to date with further refinement and enhancement identified as part of continuous improvement to be embedded in Year 3 and to meet overall project timelines and objectives.

6.10 Gender Equality Action Plan 2021 - 2025

Ensure Yarra City Council meets its obligations under the requirements of the Gender Equality Act (2020) and builds on its previous achievements under the Gender Equity Strategy.



Branch *People and Culture*

Quarterly Milestones

September Report to Executive on Year 1 Action Plan
 Seek endorsement of Year 2 Action Plan
 Commence implementation of Year 2 Action Plan
 Commence preparation of first progress report to Commissioner

December Continue implementation of Year 2 Action Plan

March Continue implementation of Year 2 Action Plan

June Finalise implementation of Year 2 Action Plan
 Commence development of Year 3 Action Plan

Quarterly Progress Comments Year 1 Progress Report presented to Council's Executive team in September 2022. Additionally, quarterly Gender Equality Scorecard presented at Executive meeting in July 2022 and October.

Due to revised submission date for GEAP (30 March), the Plan implementation cycle does not align to internal reporting cycle, consequently we are continuing to implement remaining Year 1 actions and have concurrently commenced implementation of Year 2 actions to bring activities/reporting into better alignment. 13 actions that are in progress will be carried over to Year 3 of the GEAP. Some highlights include:

- Roll out of People Matters Survey, 25% response rate
- GIA Divisional Roadshow 4/5 complete
- GIA Toolkit endorsed by Executive on 1 May 2023
- Utilisation of Family Violence Contact Officer Program by three employees (woman)
- Gender markers updated with appropriate options in Chris21 and PageUp
- Add new codes into Chris21 and PageUp to capture requirements of the Victorian Gender Equality Act 2020

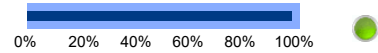
Year 2 actions have been included in the endorsed 4-year Gender Equality Action Plan as set out under the Act. The Plan was reviewed by the Commission for Gender Equality and in July we were notified we reached the status of 'meets the requirements under the Act'. The Plan has now been published on the Commission's website – Insights and Research Portal.

The Year 3 Action Plan has been developed and will be aligned to the newly updated reporting cycle to the Commission and Yarra's reporting cycle (financial year).

The first progress report to the Commissioner is due by 31 October 2023, however the GEAP is continually being monitored and evidence of compliance is being documented/compiled in preparation for first report.

6.11 Governance Rules Review

Undertake a review of the City of Yarra Governance Rules to foster a decision-making environment that is conducive to transparent evidence-based governance and provides an opportunity for community participation that is consistent with the Community Engagement Framework.



Branch Governance and Integrity

Quarterly Milestones

September Council endorse Discussion Papers and proposed rule amendments for consultation purposes
Adopt revised Governance Rules

Quarterly Progress Council endorsed thirteen Governance Rules Directions Papers at the Council Meeting in May 2022, these formed the basis of the subsequent community engagement process. At the close of the consultation period, Council had received 70 items of feedback across 17 community submissions.

Comments

The revised Governance Rules were adopted at the Council meeting in August 2022 following the conclusion of the community engagement process. The new Governance Rules were fully implemented and became effective on 1 September 2022.

7.9 2022/2023 Annual Financial Statements and Performance Statement Adoption in Principle

Reference	D23/329915
Author	Wei Chen - Chief Financial Officer
Authoriser	General Manager Corporate Services and Transformation
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. To adopt the 2022/2023 Financial Statements and Performance Statement in principle.
2. To receive the recommendations of Council's Audit and Risk Committee.
3. To nominate two Councillors to certify the 2022/2023 Annual Financial Statement and Performance statements in their final form.
4. To provide capital works information for 2022/23 quarter 4, including performance commentary and program adjustments.

Critical analysis

History and background

5. The Financial Statements and Performance Statement form part of Council's annual report.
6. Section 98(1) of the *Local Government Act 2020* requires councils to prepare an annual report in respect of each financial year. The annual report must be presented to a council meeting (open to the public) by 31 October 2022.
7. The Financial Statements (**Attachment One**) compile a general-purpose financial report that has been prepared by Council officer and complies with the Australian Accounting Standards (AAS), other authoritative pronouncements of the Australian Accounting Standards Board, the *Local Government Act 2020*, and the *Local Government (Planning and Reporting) Regulations 2020*.
8. The Performance Statement (**Attachment Two**) and Governance and Management Checklist (**Attachment Three**) have been prepared in accordance with the Department of Jobs Skills, Industry and Regions (DJSIR) guidance.
9. The Report of Operations (**Attachment Four**) lists all the non-financial service performance indicators results, some of which are in the Performance Statement.
10. The 2022/2023 Financial Statements and Performance Statement accompanying this report reflect the financial results and Council Plan outcomes for the 2022/2023 financial year.
11. Council's Audit and Risk Committee received and considered the 2022/2023 Financial Statements and Performance Statement and related auditor's reports at its meeting on 31 August 2023.
12. The resolution from the Audit and Risk Committee meeting on 31 August 2023 was a recommendation to Council for adoption of the 2022/2023 Financial Statements and Performance Statement in principle and signing, subject to any administrative changes required by the Victorian Auditor General's Office (VAGO).

Discussion

Financial Sustainability

13. Like all other councils across Victoria, Yarra is facing financial challenges with rising cost pressures, rate capping and cost shifting, coupled with unprecedented growth and increasing pressure and demand on its services.
14. More recently, changes to the current economic landscape have compounded these challenges with high levels of inflation and significant increases to cost of services, labour, utilities and construction materials.
15. Whilst COVID-19 significantly impacted Council's financial position, pre-existing budgetary structural issues have also contributed to Council's ability to generate adequate cash flow. Council has limited unrestricted cash and cash levels have been historically subsidised by borrowings.
16. Work to meet these challenges has commenced and will need to be ongoing and require constant attention. There is no single solution, rather a holistic approach is required.
17. The preparation of a long-term Financial Sustainability Strategy is underway, which aims to provide Council with guidance for the long-term sustainable management of its resources. The strategy will seek to articulate the challenges and opportunities for Council and to identify options to ensure long term financial sustainability including both strategic and systemic reforms.
18. Strategic reforms seek to ensure that future investment decisions are based on need, underpinned by evidence and guided by informed strategies, including detailed asset management plans, contemporary property management and community infrastructure planning and an ongoing program of service reviews.
19. Systemic reforms include expenditure/cost controls, prudent management of debt, operational efficiencies, and capital works delivery management.
20. Over the past twelve months, Council has taken steps to improve our financial position. A range of cost saving measures and reductions to expenditure supported by work to strengthen project management to improve capital works delivery, has been delivered. This has had significant benefits, including addressing known future financial risks, reducing borrowings and improving Council's overall cash position. Prudent financial management has delivered a \$23.3m surplus, a favourable variance of \$11.1m to the adopted budget of \$12.2m and no further capital projects carried forward as planned and reported in March 2023, at \$7.2m.
21. Despite the favourable net result to budget, this has not directly translated to an improvement in the unrestricted cash balance as at 30 June 2023, due to a lower than anticipated cash collection from rates.

Financial Statements

Income Statement

22. The financial statements provide commentary regarding the financial and performance outcomes for 2022/23 (see notes 2.1.1 and 2.1.2). Key commentary related to the financial results are also provided below.
23. Council recorded a \$23.3m operating surplus, a favourable variance of \$11.1m to the adopted budget of \$12.2m. Council's operations resumed to more normalised activities post COVID-19. With 2022/23 being the first "normal" period post COVID-19, some results vary significantly from 2021/22.
24. Operating revenue of \$230.5m was \$0.4m unfavourable compared to the budget of \$230.9m. Statutory fees and fines and user fees revenue were not impacted post COVID-19.

25. Whilst there was a forward payment of the annual financial assistance grant from Victorian Local Government Grants Commission and an increase in interest received from term deposits, these increases were more than offset by a reduction in user fees and the timing of recognising the capital grants in accordance with the Australian accounting standards.
26. Operating expenditure of \$207.2m was \$11.5m favourable to the budget of \$218.7m. The major favourable components were material and services (\$6.3m favourable to budget as a result of timing of projects for digital transformation and Fitzroy Gasworks stadium contribution); and employee costs (\$4.1m favourable to budget due to timing of vacancies and savings from leave provisions).

Balance Sheet

27. Council's closing cash balance (including other financial assets) was \$81.1m. This balance is fully committed and will be utilised to fund future open space projects, carried forward capital projects and unspent grant funds, as well as covering Council's current liabilities due for payment during the 2023/24 financial year.
28. Council owned land value was adjusted downwards by \$125.9m because of a valuation by a qualified independent valuer, Westlink Consulting. This event has no significant impact to the net result, unrestricted cash or rates.

Capital Works

29. The Capital Works Statement for the year ended 30 June 2023 is on page 8 of the Financial Statements (**Attachment 1**), with variance analysis at note 2.1.2 on pages 12-13.
30. Council delivered a capital works program of \$35.3m in 2022/23. The result was \$18.8m less than the adopted 2022/23 budget of \$54.1m (which originally consisted of \$38.9m new adopted works and \$15.3m of works carried forward from 2021/22).
31. The underspend was primarily due to projects that were deferred, along with \$7.2m of works being included as planned carry forwards in Council's adopted 2023/24 capital works budget.
32. The Capital Works 2023/24 Quarter 4 Report (**Attachment 5**) provides further information on the capital works delivery performance by asset class in Quarter 4.
33. The Capital Works Program is subject to adjustments to deliver best value outcomes in response to various issues. These include variations to current projects, substitution in response to changing priorities, urgent works being identified, additional external funding obtained for new projects, or funds carried forward to the subsequent budget year for projects in progress that cannot be completed within the current budget year.
34. The Capital Works Program Adjustments 2023/24 Quarter 4 (**Attachment 6**) records the adjustments made during quarter 4.
35. Following all budget adjustments to the end of quarter 3, the adjusted capital works budget was \$36.9m and at end of quarter 4, the final expenditure of \$35.3m was 96% of that amount.
36. The results for financial year 2022/23 reflect an improved approach to planning, cost estimation and mitigation of delivery risks for capital works projects and provides the foundation for successful delivery of the adopted 2023/24 capital works program.

Local Government Performance Reporting Framework

37. The analysis of data from 2022/2023 reported results within the historic trend and comments are provided for any significant variances.
38. DJSIR has reviewed the draft results with no significant issues identified.

Performance Statement and Governance and Management checklist

39. The Performance Statement contains 10 service indicators and 18 financial indicators which have been audited by VAGO.
40. Council provides comments against all indicators in the Performance Statement.
41. The Governance and Management Checklist contains the acknowledgment by Council of the existence of key nominated policies and plans, and the dates when they were adopted.
42. The Report of Operations contains all the service indicators results, some of which are in the Performance Statement. The report is not required to be adopted by Council, but the results will be uploaded on the DJSIR performance portal.

Options

43. There are no further options.

Community and stakeholder engagement

44. Council's 2022/2023 Financial Statements and Performance Statement have been independently audited by RSD Audit, a VAGO's audit appointed agent.
45. RSD Audit has substantially completed their audit of the Financial Statements and Performance statement. They can provide reasonable assurance that those Statements presented fairly under the Australian Accounting Standards, *Local Government Act 2020* and *Audit Act 1994*.
46. There are no high-risk issues and Council is likely to receive an unqualified audit opinion, (subject to a final VAGO review), which is a positive result.

Policy analysis

Alignment to Council Plan

47. The 2022/2023 Performance Statement records Council's performance over a range of performance indicators required by the *Local Government Act 2020* and the *Local Government (Planning and Reporting) Regulations 2014* as part of the Local Government Performance Reporting Framework.

Climate emergency and sustainability implications

48. There are no climate emergency and sustainability implications.

Community and social implications

49. There are no community or social implications.

Economic development implications

50. There are no economic implications.

Human rights and gender equality implications

51. There are no human rights and gender equality implications.

Operational analysis

Financial and resource impacts

52. There are no material financial or resource impacts associated with the in principle adoption of the Financial Statements and Performance Statement.

Legal Implications

53. Section 98(1) of the *Local Government Act 2020* requires councils to prepare an annual report in respect of each financial year. The annual report must be presented to a council meeting (open to the public) by 31 October 2022.

Conclusion

54. The annual report includes the Financial Statements and Performance Statement. Council is required to certify the Financial Statements and Performance Statement in principle each year, in order to lodge the statements to be formally certified by VAGO.
55. The Performance Statement contains selected indicators from the service indicators, which are audited by VAGO. The Report of Operations contains all the service indicators, audited and not audited. It is attached for noting.

RECOMMENDATION

1. That Council:
 - (a) notes the accompanying 2022/2023 Annual Financial Statements and Performance Statement, which has received the endorsement of Council's Audit and Risk Committee;
 - (b) adopts the 2022/2023 Annual Financial Statements and the Performance Statement in principle prior to them being provided to the Victorian Auditor-General's Office for final audit sign off;
 - (c) nominates the Mayor and Audit and Risk Committee member Councillor Nguyen and Audit and Risk Committee member Councillor Landes, as the two Councillors to certify the Annual Financial Statements and Performance Statement;
 - (d) authorises the nominated Councillors to accept any further recommended changes by the Victorian Auditor-General's Office;
 - (e) designates Wei Chen, Chief Financial Officer, as Principal Accounting Officer to certify the Annual Financial Statements and Performance Statement, as required by the *Local Government Act 2020* and *Local Government (Planning and Reporting) Regulations 2020*;
 - (f) approves the 2022/23 Governance and Management Checklist;
 - (g) nominates the Mayor, Councillor Nguyen, to sign the 2022/23 Governance and Management Checklist;
 - (h) notes the Report of Operations; and
 - (i) notes the capital works reports and program adjustments for 2022/23 quarter 4.

Attachments

- 1 [↓](#) Attachment 1 - City of Yarra Annual Financial Statements 2022-2023
- 2 [↓](#) Attachment 2 - 2022/23 Performance Statement
- 3 [↓](#) Attachment 3 - 2022/23 Governance and Management Checklist
- 4 [↓](#) Attachment 4 - 2022/23 Report of Operations
- 5 [↓](#) Attachment 5 - Capital Works 2022-23 Q4 Report
- 6 [↓](#) Attachment 6 - Capital Works Program Adjustments - 2022-23 Q4

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Certification of the Financial Statements

In my opinion, the accompanying financial statements have been prepared in accordance with the *Local Government Act 2020*, the *Local Government (Planning and Reporting) Regulations 2020*, the Australian Accounting Standards and other mandatory professional reporting requirements.

Wei Chen CPA

CFO and Principal Accounting Officer
XX September 2023
Richmond

In our opinion, the accompanying financial statements present fairly the financial transactions of the Yarra City Council for the year ended 30 June 2023 and the financial position of the Council as at that date.

At the date of signing, we are not aware of any circumstances that would render any particulars in the financial statements to be misleading or inaccurate.

We have been authorised by the Council and by the *Local Government (Planning and Reporting) Regulations 2020* to certify the financial statements in their final form.

Cr Claudia Nguyen

Mayor
XX September 2023
Richmond

Cr Herschel Landes

Councillor
XX September 2023
Richmond

Sue Wilkinson

Chief Executive Officer
XX September 2023
Richmond

Yarra City Council
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**Comprehensive Income Statement
For the Year Ended 30 June 2023**

	Note	2023 \$'000	2022 \$'000
Income / Revenue			
Rates and charges	3.1	126,300	120,957
Statutory fees and fines	3.2	35,682	23,168
User fees	3.3	31,718	26,014
Grants - operating	3.4 (a)	19,410	20,256
Grants - capital	3.4 (b)	5,833	4,558
Contributions - monetary	3.5	6,528	5,737
Net gain on disposal of property, infrastructure, plant and equipment	3.6	756	-
Other income	3.7	4,238	1,872
Total income / Revenue		230,465	202,563
Expenses			
Employee costs	4.1	99,037	97,865
Materials and services	4.2	76,357	73,017
Depreciation	4.3	24,231	23,960
Amortisation - right of use assets	4.4	1,192	1,263
Bad and doubtful debts	4.5	4,525	2,271
Borrowing costs	4.6	1,050	1,163
Finance costs - leases	4.7	74	147
Net loss on disposal of property, infrastructure plant and equipment	3.6	-	1,068
Other expenses	4.8	723	695
Total expenses		207,189	201,449
Surplus for the year		23,276	1,113
Other comprehensive income			
Items that will not be reclassified to surplus or deficit in future periods			
Net asset revaluation (decrement) increment	6.1, 9.1	(125,864)	8,122
Total comprehensive result		(102,588)	9,235

The above comprehensive income statement should be read in conjunction with the accompanying notes.

Yarra City Council
2022/2023 Financial Report

Balance Sheet
As at 30 June 2023

	Note	2023 \$'000	2022 \$'000
Assets			
Current assets			
Cash and cash equivalents	5.1 (a)	31,124	54,801
Trade and other receivables	5.1 (c)	25,721	23,578
Other financial assets	5.1 (b)	50,000	25,000
Inventories	5.2 (a)	147	180
Other assets	5.2 (b)	2,148	1,267
Total current assets		109,139	104,827
Non-current assets			
Investments in joint arrangements	6.2	5	5
Property, infrastructure, plant and equipment	6.1	1,926,440	2,041,598
Right-of-use assets	5.8	279	1,337
Total non-current assets		1,926,724	2,042,940
Total assets		2,035,862	2,147,766
Liabilities			
Current liabilities			
Trade and other payables	5.3 (a)	5,699	11,075
Trust funds and deposits	5.3 (b)	15,797	15,359
Unearned income/revenue	5.3 (c)	13,413	10,994
Provisions	5.5	17,759	18,527
Interest-bearing liabilities	5.4	4,399	4,271
Lease liabilities	5.8	249	1,260
Total current liabilities		57,315	61,486
Non-current liabilities			
Trade and other payables	5.3 (a)	1,489	1,870
Other Liabilities	5.3 (b)	386	386
Provisions	5.5	1,227	1,443
Interest-bearing liabilities	5.4	30,501	34,900
Lease liabilities	5.8	50	200
Total non-current liabilities		33,654	38,799
Total liabilities		90,969	100,285
Net assets		1,944,894	2,047,481
Equity			
Accumulated surplus		674,426	654,053
Reserves	9.1	1,270,468	1,393,428
Total Equity		1,944,894	2,047,481

The above balance sheet should be read in conjunction with the accompanying notes.

Yarra City Council
2022/2023 Financial Report

**Statement of Changes in Equity
For the Year Ended 30 June 2023**

	Note	Total \$'000	Accumulated Surplus \$'000	Revaluation Reserve \$'000	Other Reserves \$'000
2023					
Balance at beginning of the financial year		2,047,481	654,053	1,370,757	22,671
Surplus for the year		23,276	23,276	-	-
Net asset revaluation increment	6.1	(125,864)	-	(125,864)	-
Transfers to other reserves	9.1(b)	-	1,307	-	(1,307)
Transfers from other reserves	9.1(b)	-	(4,211)	-	4,211
		<u>1,944,894</u>	<u>674,426</u>	<u>1,244,893</u>	<u>25,575</u>
Balance at end of the financial year		1,944,894	674,426	1,244,893	25,575

		Total \$'000	Accumulated Surplus \$'000	Revaluation Reserve \$'000	Other Reserves \$'000
2022					
Balance at beginning of the financial year		2,038,246	656,661	1,362,635	18,950
Surplus for the year		1,113	1,113	-	-
Net asset revaluation increment	6.1	8,122	-	8,122	-
Transfers to other reserves	9.1(b)	-	1,095	-	(1,095)
Transfers from other reserves	9.1(b)	-	(4,817)	-	4,817
		<u>2,047,481</u>	<u>654,053</u>	<u>1,370,757</u>	<u>22,671</u>

The above statement of changes in equity should be read in conjunction with the accompanying notes.

Yarra City Council
2022/2023 Financial Report

**Statement of Cash Flows
For the Year Ended 30 June 2023**

	Note	2023 Inflows/ (Outflows) \$'000	2022 Inflows/ (Outflows) \$'000
Cash flows from operating activities			
Rates and charges		123,227	117,522
Statutory fees and fines		36,719	24,500
User fees		30,524	22,184
Grants - operating		21,828	25,547
Grants - capital		5,833	4,558
Contributions - monetary		6,529	5,737
Interest received		2,785	284
Trust funds and deposits taken		25,773	31,265
Other receipts		2,414	2,410
Net GST refund		125	516
Employee costs		(100,020)	(97,470)
Materials and services		(88,208)	(80,970)
Trust funds and deposits repaid		(25,336)	(27,760)
Net cash provided by operating activities	9.2	42,193	28,325
Cash flows from investing activities			
Payments for property, infrastructure, plant and equipment	6.1	(35,291)	(33,635)
Proceeds from sale of property, infrastructure, plant and equipment	3.6	1,111	801
Payments for investments	5.1(b)	(125,000)	(45,000)
Proceeds from sale of investments	5.1(b)	100,000	30,000
Net cash used in investing activities		(59,180)	(47,833)
Cash flows from financing activities			
Finance costs	4.6	(1,050)	(1,163)
Proceeds from borrowings		-	32,500
Repayment of borrowings		(4,271)	(34,532)
Interest paid - lease liability	4.7	(74)	(147)
Repayment of lease liabilities		(1,295)	(1,278)
Net cash used in financing activities		(6,690)	(4,620)
Net decrease in cash and cash equivalents		(23,677)	(24,128)
Cash and cash equivalents at the beginning of the financial year		54,801	78,930
Cash and cash equivalents at the end of the financial year	5.1(a)	31,124	54,801
Financing arrangements	5.6		

The above statement of cash flows should be read in conjunction with the accompanying notes.

Yarra City Council
2022/2023 Financial Report

**Statement of Capital Works
For the Year Ended 30 June 2023**

	2023 \$'000	2022 \$'000
Property		
Buildings	10,207	12,217
Total buildings	10,207	12,217
Total property	10,207	12,217
Plant and equipment		
Heritage plant and equipment	-	-
Plant, machinery and equipment	1,103	1,887
Fixtures, fittings and furniture	196	110
Computers and telecommunications	2,767	1,835
Library books	638	635
Total plant and equipment	4,705	4,468
Infrastructure		
Roads	6,750	6,036
Bridges	83	2
Footpaths and cycleways	3,152	2,790
Drainage	2,900	3,579
Waste management	100	65
Parks, open space and streetscapes	4,444	2,777
Other infrastructure	2,951	1,701
Total infrastructure	20,380	16,951
Total capital works expenditure	35,291	33,635
Represented by:		
New asset expenditure	3,246	4,912
Asset renewal expenditure	27,892	25,137
Asset upgrade expenditure	4,154	3,586
Total capital works expenditure	35,291	33,635

The above statement of capital works should be read in conjunction with the accompanying notes.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 1 OVERVIEW

Introduction

The City of Yarra was established by an Order of the Governor in Council on 22 June 1994 and is a body corporate. The Council's main office is located at 333 Bridge Road Richmond.

Statement of compliance

These financial statements are a general purpose financial report that consists of a Comprehensive Income Statement, Balance Sheet, Statement of Changes in Equity, Statement of Cash Flows, Statement of Capital Works and Notes accompanying these financial statements. The general purpose financial report complies with the Australian Accounting Standards (AAS), other authoritative pronouncements of the Australian Accounting Standards Board, *the Local Government Act 2020*, and *the Local Government (Planning and Reporting) Regulations 2020*.

The Council is a not-for-profit entity and therefore applies the additional AUS paragraphs applicable to a not-for-profit entity under the Australian Accounting Standards.

Significant accounting policies

(a) Basis of accounting

Accounting policies are selected and applied in a manner which ensures that the resulting financial information satisfies the concepts of relevance and reliability, thereby ensuring that the substance of the underlying transactions or other events is reported. Accounting policies applied are disclosed in sections where the related balance or financial statement matter is disclosed.

The accrual basis of accounting has been used in the preparation of these financial statements, except for the cash flow information, whereby assets, liabilities, equity, income and expenses are recognised in the reporting period to which they relate, regardless of when cash is received or paid.

The financial statements are based on the historical cost convention unless a different measurement basis is specifically disclosed in the notes to the financial statements.

Judgements, estimates and assumptions are required to be made about the carrying values of assets and liabilities that are not readily apparent from other sources. The estimates and associated judgements are based on professional judgement derived from historical experience and various other factors that are believed to be reasonable under the circumstances. Actual results may differ from these estimates.

The financial statements have been prepared on a going concern basis. The financial statements are in Australian dollars. The amounts presented in the financial statements have been rounded to the nearest thousand dollars unless otherwise specified. Minor discrepancies in tables between totals and the sum of components are due to rounding.

Revisions to accounting estimates are recognised in the period in which the estimate is revised and also in future periods that are affected by the revision. Judgements and assumptions made by management in the application of AAS's that have significant effects on the financial statements and estimates relate to:

- the fair value of land, buildings, infrastructure, plant and equipment (refer to Note 6.1)
- the determination of depreciation for buildings, infrastructure, plant and equipment (refer to Note 6.1)
- the determination of employee provisions (refer to Note 5.5)
- the determination of whether performance obligations are sufficiently specific so as to determine whether an arrangement is within the scope of AASB 15 Revenue from Contracts with Customers or AASB 1058 Income of Not-for-Profit Entities (refer to Note 3)
- the determination, in accordance with AASB 16 Leases, of the lease term, the estimation of the discount rate when not implicit in the lease and whether an arrangement is in substance short-term or low value (refer to Note 5.8)
- whether or not AASB 1059 *Service Concession Arrangements: Grantors* is applicable
- other areas requiring judgements.

Unless otherwise stated, all accounting policies are consistent with those applied in the prior year. Where appropriate, comparative figures have been amended to accord with current presentation, and disclosure has been made of any material changes to comparatives.

Goods and Services Tax (GST)

Income and expenses are recognised net of the amount of associated GST. Receivables and payables are stated inclusive of the amount of GST receivable or payable. The net amount of GST recoverable from, or payable to, the taxation authority is included with other receivables or payables in the balance sheet.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 2 ANALYSIS OF OUR RESULTS

Note 2.1 Performance against budget

The performance against budget notes compare Council's financial plan, expressed through its annual budget, with actual performance. The *Local Government (Planning and Reporting) Regulations 2020* requires explanation of any material variances. Council has adopted a materiality threshold of 10 percent and at least \$0.5 million where further explanation is warranted. Explanations have not been provided for variations below the materiality threshold unless the variance is considered to be material because of its nature.

These notes are prepared to meet the requirements of the *Local Government Act 2020* and the *Local Government (Planning and Reporting) Regulations 2020*.

2.1.1 Income / revenue and expenditure

	Budget 2022/23 \$'000	Actual 2022/23 \$'000	Variance \$'000 Fav/(Unfav)	Variance % Fav/(Unfav)	Ref
Income / Revenue					
Rates and charges	125,163	126,300	1,137	0.9%	1
Statutory fees and fines	35,754	35,682	(71)	(0.2%)	
User fees	33,174	31,718	(1,456)	(4.4%)	2
Grants - operating	16,234	19,410	3,176	19.6%	3
Grants - capital	11,825	5,833	(5,992)	(50.7%)	4
Contributions - monetary	6,985	6,528	(457)	(6.5%)	
Net gain on disposal of property, infrastructure, plant and equipment	80	756	676	845.3%	5
Other income	1,707	4,238	2,531	148.3%	6
Total income	230,922	230,465	(457)	(0.2%)	
Expenses					
Employee costs	103,092	99,037	4,055	3.9%	7
Materials and services	82,691	76,357	6,334	7.7%	8
Depreciation	24,837	24,231	606	2.4%	
Amortisation - Right of use assets	1,163	1,192	(29)	(2.5%)	
Bad and doubtful debts -allowance for impairment losses	5,075	4,525	550	10.8%	9
Borrowing costs	1,050	1,050	(0)	(0.0%)	
Finance costs - Leases	58	74	(16)	(27.8%)	
Other expenses	746	723	23	3.0%	
Total expenses	218,712	207,189	11,523	5.3%	
Surplus/(deficit) for the year	12,210	23,276	11,066	(90.6%)	

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 2.1 Performance against budget (Cont'd)

2.1.1 Income and expenditure (Cont'd)

(i) Explanation of material variations

Ref	Item	Explanation
1	Rates and charges	Rates and Charges are favourable primarily due to an increase in supplementary rates and interest.
2	User fees	User fees unfavourable variance is primarily due to lower than budgeted user fees in Statutory Planning, Children Services, Property and Traffic and Civil Engineering. Partly offsetting these unfavourable variances is an increase in income from Compliance.
3	Grants - operating	Operating Grants favourable due to the timing of grant income for Online Portal Development as well as unbudgeted grant income for Victoria Street Pop-Up Community Space, Covid relief program, Cremorne Precinct Digital Infrastructure Upgrade, and Live music on the road again as well as the forward payment of 2023/24 allocation of Financial Assistance Grant. Partially offsetting these is a reduction in grant funding for Children Services due to lower utilisation than expected.
4	Grants - capital	Capital grants received for projects Brunswick Street Oval, Atherton Gardens and Curtain Square have been carried forward to 2023/24, to align the grant income with the timing of expenditure as the projects will be delivered 2023/24 onwards.
5	Net gain on disposal of property, infrastructure, plant and equipment	Disposals favourable due to unbudgeted income from road discontinuance.
6	Other income	Other income favourable variance is due to increased interest on investments.
7	Employee costs	Employee costs are favourable to budget as a result of more leave taken compared what is accrued on an annual basis and staff vacancies.
8	Materials and services	Material and services is favourable to budget as a result of timing of projects including, digital transformation and gasworks' stadium contribution.
9	Bad and doubtful debts -allowance for impairment losses	Bad and doubtful debts expense were less than budget as a result of improved collection rates during the second half of 2022/23.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 2.1 Performance against budget (Cont'd)

2.1.2 Capital works

	Budget 2022/23 \$'000	Actual 2022/23 \$'000	Variance \$'000 Fav/(Unfav)	Variance % Fav/(Unfav)	Ref
Property					
Buildings	18,951	10,207	(8,744)	(46.1%)	1
Total buildings	18,951	10,207	(8,744)	(46.1%)	
Total property	18,951	10,207	(8,744)	(46.1%)	
Plant and equipment					
Plant, machinery and equipment	2,688	1,103	(1,585)	(59.0%)	2
Fixtures, fittings and furniture	150	196	46	30.9%	
Computers and telecommunications	2,713	2,767	54	2.0%	
Library books	640	638	(2)	0.0%	
Total plant and equipment	6,191	4,705	(1,486)	(24.0%)	
Infrastructure					
Roads	7,636	6,750	(886)	(11.6%)	3
Bridges	108	83	(25)	(23.2%)	
Footpaths and cycleways	2,488	3,152	664	26.7%	4
Drainage	3,752	2,900	(852)	(22.7%)	5
Waste management	100	100	(0)	(0.0%)	
Parks, open space and streetscapes	9,585	4,444	(5,141)	(53.6%)	6
Other infrastructure	5,295	2,951	(2,344)	(44.3%)	7
Total infrastructure	28,964	20,380	(8,584)	(29.6%)	
Total capital works expenditure	54,106	35,291	(18,815)	(34.8%)	
Represented by:					
New asset expenditure	12,218	3,245	(8,973)	(73.4%)	
Asset renewal expenditure	35,730	27,892	(7,838)	(21.9%)	
Asset upgrade expenditure	6,158	4,154	(2,004)	(32.5%)	
Total capital works expenditure	54,106	35,291	(18,815)	(34.8%)	

Yarra City Council
2022/2023 Financial Report

2.1.2 Capital works (Cont'd)

(i) Explanation of material variations

Variance Ref	Item	Explanation
1	Buildings	The buildings program underspend of (\$8.74m) was primarily due to budget reductions including: Collingwood College Early Childhood Centre \$2.66m (works to be performed by Victorian Schools Building Authority instead of Council), Atherton Gardens Kindergarten \$0.69m (carried forward), Richmond Town Hall facade/roof remediation works and HVAC renewal \$2.53m (deferred), Fitzroy Town Hall main hall HVAC and related works \$2.26m (deferred by decision of Council).
2	Plant, machinery and equipment	The plant, machinery and equipment program underspend of (\$1.59m) underspend was primarily due to budget reductions including: trucks \$0.54m (savings), compactors \$0.50m (deferred), passenger cars \$0.19m (savings).
3	Roads	The roads program underspend of (\$0.89m) was due to savings achieved in various projects and the deferral of some projects due to delays caused by external authorities and property developments.
4	Footpaths and cycleways	The footpaths and cycleways program overspend of \$0.66m was primarily due to \$0.81m of unbudgeted expenditure on Nicholson Street activity centre works, noting that this was offset by \$0.41m in unbudgeted external funding received from the Department of Transport and Planning and \$0.45m of funds from the deferral of road works in Wangaratta Street.
5	Drainage	The drainage program underspend of (\$0.85m) was primarily due to the removal of the Curtain Square Stormwater Harvesting Scheme project (\$1.14m, part externally funded), partially offset by \$0.34m of unbudgeted expenditure on the Edinburgh Gardens sediment trap project.
6	Parks, open space and streetscapes	The parks, open space and streetscapes program variance of (\$5.14m) underspend was primarily due to budget reductions including: Cambridge Street Reserve \$0.68m (planned carry forward), Otter Street Pocket Park \$0.44m (planned carry forward), Burnley Golf Course risk mitigation works \$1.65m (carried forward), Land purchase \$2.00m (deferred).
7	Other infrastructure	The other infrastructure program underspend of (\$2.34m) was primarily due to budget reductions including: various Local Area Place Making (LAPM) projects \$1.04m (deferred), Federal Spot Safety Program \$0.80m (carried forward).

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 2.2 Analysis of Council results by program

In December 2022, Council implemented a revised structure to ensure delivery of community needs and ensure delivery of Council Plan. The new structure will embed a strong focus on continuous improvement and financial sustainable service delivery.

2.2.1 Chief Executive Office

The Chief Executive Officer's division is responsible for the oversight of the organisation to ensure provision of high quality Council services as well as delivery of the capital works program.

Corporate Services and Transformation

The Corporate Services and Transformation division provides efficient, effective and proactive support services across council to enable the delivery of policy commitments, council vision and mission. The provision of these services includes financial services, procurement, people and culture, digital information and technology, procurement, strategy and program delivery and program integration and development.

City Sustainability and Strategy

The City Sustainability division is responsible for providing strategic input into the overall management of the city. It includes, City Strategy (Economic Development, Strategic Planning, Urban Design, Open Space and heritage), Statutory Planning, Sustainability, Strategic Transport, Building Services and Parking and Compliance.

Community Strengthening

The Community Strengthening division provides high quality community focused programs, service delivery and communication to residents. Community Wellbeing is comprised of community care, connected communities, family services, health communities and social planning and investment.

Infrastructure and Environment

The Infrastructure division is responsible for asset management, maintenance and provision of a range of assets that contribute to liveability, including buildings, civil infrastructure such as drains, roads and footpaths, sporting facilities, gardens and trees. It also supports the local amenity through services such as waste collection, recycling service, and street cleansing. The division ensures safety and amenity related to development within Yarra, and seeks to manage traffic and the impact of works from external authorities. The division also support health and wellbeing through the management of Councils Recreation and Leisure services as well as Council's property portfolio including leases, licenses and management agreements.

Governance, Communications and Customer Service

The Governance, Communications and Customer Service division is responsible for providing support to the mayor and Councillors. The division also oversees Council meetings, legal, public registers, delegations and freedom of information requests, and has oversight of Council's integrity processes including public interest disclosures and enquiries. It is also responsible for delivering strategic communications and advocacy, media relations, publications, digital communications and marketing, community consultation and engagement and civic events.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 2.2 Analysis of Council results by program (Cont'd)

2.2.2 Summary of income / revenues, expenses, assets and capital expenses by program

	Income	Expenses	Surplus/ (Deficit)	Grants included in income	Total assets
2023	\$'000	\$'000	\$'000	\$'000	\$'000
Chief Executive Office	-	716	(716)	-	6,999
Corporate Services and Transformation	133,956	46,458	87,497	3,982	120,633
City Sustainability and Strategy	51,979	39,877	12,103	3,460	1,568
Community Strengthening	17,647	42,384	(24,737)	12,966	2,011
Infrastructure and Environment	26,850	68,660	(41,809)	4,834	1,904,651
Governance, Communications and Customer Service	33	9,095	(9,062)	-	-
	230,465	207,190	23,276	25,243	2,035,862

	Income	Expenses	Surplus/ (Deficit)	Grants included in income	Total assets
2022	\$'000	\$'000	\$'000	\$'000	\$'000
Chief Executive Office	-	672	(672)	-	7,151
Corporate Services and Transformation	125,471	46,024	79,447	4,069	115,166
City Sustainability and Strategy	38,662	37,955	708	3,026	904
Community Strengthening	17,319	41,559	(24,240)	13,311	2,221
Infrastructure and Environment	20,675	64,823	(44,148)	4,408	2,022,324
Governance, Communications and Customer Service	435	10,418	(9,983)	-	-
	202,562	201,450	1,113	24,814	2,147,766

In 2022-2023 a new organisational structure was implemented to better align to the organisations objectives. As a result comparatives have been adjusted accordingly.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 3 Funding for the delivery of our services

3.1 Rates and charges

Council uses Net Annual Value as the basis of valuation of all properties within the municipal district. The NAV of a property is its imputed rental value.

The valuation base used to calculate general rates for 2022/23 was \$3,465 million (2021/22 \$2,999 million).

	2023	2022
	\$'000	\$'000
General rates	92,080	88,839
Commercial	24,533	22,789
Industrial	7,024	7,241
Special rates and charges	141	141
Supplementary rates and rate adjustments	1,336	1,899
Garbage bin charges	49	49
Interest on rates and charges	1,138	(1)
Total rates and charges	126,300	120,957

The date of the latest general revaluation of land for rating purposes within the municipal district was 1 January 2023, and the valuation will be first applied in the rating year commencing 1 July 2023.

Annual rates and charges are recognised as revenues when Council issues annual rates notices. Supplementary rates are recognised when a valuation and reassessment is completed and a supplementary rates notice issued.

3.2 Statutory fees and fines

	2023	2022
	\$'000	\$'000
Infringements and costs	16,550	10,916
Court recoveries	3,642	2,442
Fees - parking meters/ticket machines	13,186	7,947
Permits	2,304	1,864
Total statutory fees and fines	35,682	23,168

Statutory fees and fines (including parking fees and fines) are recognised as revenue when the service has been provided, the payment is received, or when the penalty has been applied, whichever first occurs.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 3 Funding for the delivery of our services (Cont'd)	2023	2022
	\$'000	\$'000
3.3 User fees		
Leisure centres and golf course fees	10,918	6,363
Child care/children's program fees	2,995	2,856
Town planning fees	3,426	4,114
Registration fees	1,855	1,750
Aged services fees	288	228
Road occupation permit fees	4,383	4,826
Footpath advertising & display	1,585	411
Building services fees	283	290
Valuation fees/supplementary charges	177	198
Kerb market fees	200	183
Land information certificates	143	175
Local laws fines	349	181
Rent	1,362	1,556
Permits - bins and skips	193	199
After school program	253	211
Report and consent fees	159	173
Road and drainage inspection fees	814	1,037
Hall hire	693	155
Asset protection permits	197	216
Occupation area permit fees	428	236
Other fees and charges	1,016	657
Total user fees	31,718	26,014

User fees are recognised as revenue at a point in time, or over time, when (or as) the performance obligation is satisfied. Recognition is based on the underlying contractual terms.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 3 Funding for the delivery of our services (Cont'd)

3.4 Funding from other levels of government

Grants were received in respect of the following :

Summary of grants

	2023 \$'000	2022 \$'000
Commonwealth funded grants	13,079	12,362
State funded grants	12,163	12,452
Total grants received	25,243	24,814

(a) Operating Grants

Recurrent - Commonwealth Government

Financial Assistance Grants	3,503	3,384
Children services	4,126	4,385
Primary care partnerships	1,464	1,472
General home care	1,233	1,592

Recurrent - State Government

Family and children services	3,151	2,727
Maternal and child health	784	1,015
Aged care services	807	924
Library	671	707
School crossing supervisors	414	339
Tobacco Act Reform	36	49

Total recurrent operating grants

16,188 **16,594**

Non-recurrent - Commonwealth Government

Drainage maintenance	-	-
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Non-recurrent - State Government

COVID-19 response	551	2,359
Regulatory reform	1,592	319
Working for Victoria	-	221
Environmental planning	-	-
Family and children services	138	204
Drainage	-	-
Other	940	560

Total non-recurrent operating grants

3,221 **3,662**

Total Operating Grants

19,410 **20,256**

(b) Capital Grants

Recurrent - Commonwealth Government

Roads to recovery	259	259
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Total recurrent capital grants

259 **259**

Non-recurrent - Commonwealth Government

Roads - Black Spot funding	405	128
Roads LRCI program	1,828	1,142
Public Artwork	130	-
Community Safety	132	-

Non-recurrent - State Government

Buildings	1,790	2,335
Roads	325	387
Open space	676	197
Drainage	211	-
Other	78	110

Total non-recurrent capital grants

5,574 **4,299**

Total Capital Grants

5,833 **4,558**

Total Grants

25,243 **24,814**

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 3 Funding for the delivery of our services (Cont'd)

3.4 Funding from other levels of government (Cont'd)

	2023	2022
	\$'000	\$'000
(c) Unspent grants		
Operating		
Balance at start of year	3,662	2,604
Received during the financial year and remained unspent at balance date	1,512	2,616
Received in prior years and spent during the financial year	(2,104)	(1,558)
Balance at year end	<u>3,070</u>	<u>3,662</u>
Capital		
Balance at start of year	21,741	18,636
Received during the financial year and remained unspent at balance date	5,633	6,229
Received in prior years and spent during the financial year	(2,350)	(3,124)
Balance at year end	<u>25,024</u>	<u>21,741</u>

*The major portion of unspent capital grants at the start of the year relates to state government funding received for the Fitzroy Depot relocation.

(d) Recognition of grant income

Before recognising funding from government grants as revenue the Council assesses whether there is a contract that is enforceable and has sufficiently specific performance obligations in accordance with *AASB 15 Revenue from Contracts with Customers*. When both these conditions are satisfied, the Council:

- identifies each performance obligation relating to revenue under the contract/agreement
- determines the transaction price
- recognises a contract liability for its obligations under the agreement
- recognises revenue as it satisfies its performance obligations, at the time or over time when services are rendered.

Where the contract is not enforceable and/or does not have sufficiently specific performance obligations, the Council applies *AASB 1058 Income for Not-for-Profit Entities*.

Grant revenue with sufficiently specific performance obligations is recognised over time as the performance obligations specified in the underlying agreement are met. Where performance obligations are not sufficiently specific, grants are recognised on the earlier of receipt or when an unconditional right to receipt has been established. Grants relating to capital projects are generally recognised progressively as the capital project is completed. The following table provides a summary of the accounting framework under which grants are recognised.

Income recognised under AASB 1058 Income of Not-for-Profit Entities

General purpose	16,188	16,594
Specific purpose grants to acquire non-financial assets	259	259

Revenue recognised under AASB 15 Revenue from Contracts with Customers

Specific purpose grants	8,795	7,961
	<u>25,243</u>	<u>24,814</u>

3.5 Contributions

Monetary	6,528	5,737
Total contributions	<u>6,528</u>	<u>5,737</u>

Monetary

Public Open Space contributions	4,211	4,817
Developer contributions plan levy	1,558	181
Road maintenance/works (other)	222	181
Open space and planning	161	254
Park rental	53	53
Other	324	251
Total monetary contributions	<u>6,528</u>	<u>5,737</u>

Monetary contributions are recognised as revenue at their fair value when Council obtains control over the contributed asset.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 3 Funding for the delivery of our services (Cont'd)	2023	2022
3.6 Net gain on disposal of property, infrastructure, plant and equipment	\$'000	\$'000
Proceeds of sale	1,111	801
Written down value of assets disposed	(354)	(1,869)
Total net gain/(loss) on disposal of property, infrastructure, plant and equipment	756	(1,068)

The profit or loss on sale of an asset is determined when control of the asset has passed to the buyer.

3.7 Other income	4,238	1,872
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Other income is measured at the fair value of the consideration received or receivable and is recognised when Council gains control over the right to receive the income.

The increase from prior year is primarily due to interest on deposits.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 4 The cost of delivering services

	2023	2022
	\$'000	\$'000
4.1 (a) Employee costs		
Wages and salaries	72,050	72,908
Work Cover	994	663
Casual staff	8,427	6,920
Superannuation	8,628	8,158
Fringe benefits tax	244	247
Agency staff (external)	3,499	3,621
Other	5,195	5,348
Total employee costs	99,037	97,865

(b) Superannuation

Council made contributions to the following funds:

Defined benefit fund

Employer contributions to Local Authorities Superannuation Fund (Vision Super)	308	335
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Accumulation funds

Employer contributions to Local Authorities Superannuation Fund (Vision Super)	3,702	3,606
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Employer contributions - other funds	4,617	4,217
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	8,320	7,823
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Employer contributions payable at reporting date.

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Refer to note 9.3 for further information relating to Council's superannuation obligations.

4.2 Materials and services

Materials and services	21,338	21,320
Aged services contract payments	1,481	1,569
Waste services contract payments	4,299	4,270
Recycling contract payments	3,777	3,723
Tipping fees	3,089	3,085
Open space contract payments	3,547	3,573
Bushland tree maintenance contract payments	1,843	1,506
Street cleaning services contract payments	3,514	3,422
Other contract payments	7,485	7,195
Building maintenance	4,191	3,710
General maintenance	5,360	4,983
Utilities	3,766	3,340
Information technology	5,978	5,460
Insurance	2,080	2,015
Consultants	4,608	3,847
Total materials and services	76,357	73,017

Expenses are recognised as they are incurred and reported in the financial year to which they relate.

4.3 Depreciation

Property	3,215	2,859
Plant and equipment	6,216	6,402
Infrastructure	14,800	14,698
Total depreciation	24,231	23,960

Refer to note 5.8 and 6.1 for a more detailed breakdown of depreciation and amortisation charges and accounting policy.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 4 The cost of delivering services (Cont'd)

	2023	2022
	\$'000	\$'000
4.4 Amortisation - Right of use assets		
Equipment	1,192	1,263
Total Amortisation - Right of use assets	1,192	1,263
4.5 Bad and doubtful debts - allowance for impairment losses		
Parking infringement debtors	4,128	2,405
Other debtors	397	(133)
Total bad and doubtful debts - allowance for impairment losses	4,525	2,271
Movement in provision for doubtful debts - allowance for impairment losses		
Balance at the beginning of the year	34,507	43,943
New provisions recognised during the year	4,440	2,263
Amounts already provided for and written off as uncollectible	(289)	(11,699)
Balance at end of year	38,658	34,507
<p>Provision for doubtful debt in respect of debtors is recognised based on an expected credit loss model. This model considers both historic and forward looking information in determining the level of impairment.</p>		
4.6 Borrowing costs		
Interest - borrowings	1,050	1,163
Total borrowing costs	1,050	1,163
<p>Borrowing costs are recognised as an expense in the period in which they are incurred, except where they are capitalised as part of a qualifying asset constructed by Council.</p>		
4.7 Finance Costs - Leases		
Interest - lease liabilities	74	147
Total finance costs	74	147
4.8 Other expenses		
Auditors' remuneration - VAGO - audit of the financial statements, performance statement and grant acquittals	61	61
Auditors' remuneration - internal	209	208
Councillors' allowances	424	372
Others	29	53
Total other expenses	723	695

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 5 Our financial position

5.1 Financial assets	2023	2022
(a) Cash and cash equivalents	\$'000	\$'000
Cash at Bank	11,060	23,596
Cash on Hand	10	10
Term deposits	20,053	31,195
Total cash and cash equivalents	31,124	54,801
(b) Other financial assets		
Term deposits - current	50,000	25,000
Total other financial assets	50,000	25,000
Total financial assets	81,124	79,801

Cash and cash equivalents include cash on hand, deposits at call, and other highly liquid investments with original maturities of three months or less, net of outstanding bank overdrafts.

Other financial assets are valued at fair value, at balance date. Term deposits are measured at original cost. Any unrealised gains and losses on holdings at balance date are recognised as either a revenue or expense.

Other financial assets include term deposits and those with original maturity dates of three to 12 months are classified as current, whilst term deposits with maturity dates greater than 12 months are classified as non-current.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 5 Our financial position (Cont'd)

5.1 Financial assets (Cont'd)

	2023	2022
	\$'000	\$'000
(c) Trade and other receivables		
Current		
<i>Statutory receivables</i>		
Rates debtors	18,060	15,703
Provision for doubtful debts - rates	(813)	(715)
Infringement debtors	41,460	36,500
Provision for doubtful debts - parking infringements	(36,314)	(32,186)
Provision for doubtful debts - non-parking infringements	(1,326)	(1,384)
GST recoverable from ATO	1,650	1,775
<i>Non statutory receivables</i>		
Other debtors	3,210	4,107
Provision for doubtful debts - non statutory receivables	(205)	(223)
Total trade and other receivables	25,721	23,578

Short term receivables are carried at invoice amount. A provision for doubtful debts is recognised when there is objective evidence that an impairment has occurred. Long term receivables are carried at amortised cost using the effective interest rate method.

(d) Ageing of Receivables

The ageing of the Council's trade and other receivables (excluding statutory receivables) that are not impaired was:

Current (not yet due)	2,331	3,326
Past due by up to 30 days	148	1,115
Past due between 31 and 180 days	1,121	398
Past due between 181 and 365 days	292	326
Past due by more than 1 year	763	495
Total trade and other receivables	4,655	5,659

(e) Ageing of individually impaired Receivables

At balance date, other debtors representing financial assets with a nominal value of \$38.7m (2022: \$34.5m) were impaired. The amount of the provision raised against these debtors was \$2.0m (2022: \$2.2m). They individually have been impaired as a result of their doubtful collection. Many of the long outstanding past due amounts have been lodged with Council's debt collectors or are on payment arrangements.

The ageing of receivables that have been individually determined as impaired at reporting date

Current (not yet due)	402	332
Past due by up to 30 days	255	178
Past due between 31 and 180 days	719	558
Past due between 181 and 365 days	3,145	1,684
Past due by more than 1 year	34,137	31,756
Total trade and other receivables	38,658	34,507

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 5 Our financial position (Cont'd)

5.2 Non-financial assets	2023	2022
(a) Inventories	\$'000	\$'000
Inventories held for distribution	147	180
Total inventories	147	180

Inventories held for distribution are measured at cost, adjusted when applicable for any loss of service potential. All other inventories, including land held for sale, are measured at the lower of cost and net realisable value. Where inventories are acquired for no cost or nominal consideration, they are measured at current replacement cost at the date of acquisition.

(b) Other assets		
Prepayments	1,646	1,228
Accrued income	501	39
Total other assets	2,148	1,267

5.3 Payables, trust funds and deposits and unearned income/revenue

(a) Trade and other payables

Current

Trade payables	444	7,029
Superannuation	20	14
Accrued expenses	5,235	4,033
	5,699	11,075

Non-current

Accrued expenses	1,489	1,870
Total trade and other payables	7,188	12,945

(b) Trust funds and deposits

Current

Drainage works deposits	30	30
Leased properties	31	31
Refundable deposits	6,687	6,587
Fire services levy	8,898	8,602
Other refundable deposits	151	110
	15,797	15,359

Non-current

Other liabilities	386	386
Total trust funds and deposits	16,183	15,745

(c) Unearned income/revenue

Income in advance	1,056	1,329
Grants received in advance - operating	3,070	3,662
Grants received in advance - capital	9,287	6,004
Total unearned income/revenue	13,413	10,994

Unearned income/revenue represents contract liabilities and reflect consideration received in advance from customers in respect of leisure services, facility hire, child care and infrastructure reinstatements. Unearned income/revenue are derecognised and recorded as revenue when promised goods and services are transferred to the customer. Refer to Note 3.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 5 Our financial position (Cont'd)

5.3 Payables (Cont'd)

Amounts received as deposits and retention amounts controlled by Council are recognised as trust funds until they are returned, transferred in accordance with the purpose of the receipt, or forfeited. Trust funds that are forfeited, resulting in council gaining control of the funds, are to be recognised as revenue at the time of forfeit.

Purpose and nature of items

Refundable deposits - deposits are taken by council as a form of surety in a number of circumstances, including in relation to building works, tender deposits, contract deposits and the use of civic facilities.

Fire Service Levy - Council is the collection agent for fire services levy on behalf of the State Government. Council remits amounts received on a quarterly basis. Amounts disclosed here will be remitted to the state government in line with that process.

Retention amounts - Council has a contractual right to retain certain amounts until a contractor has met certain requirements or a related warrant or defect period has elapsed. Subject to the satisfactory completion of the contractual obligations, or the elapsing of time, these amounts will be paid to the relevant contractor in line with Council's contractual obligations.

5.4 Interest-bearing liabilities	2023	2022
	\$'000	\$'000
Current		
Treasury Corporation of Victoria borrowings - secured	2,979	2,922
Bank loans - secured	1,420	1,349
	4,399	4,271
Non-current		
Treasury Corporation of Victoria borrowings - secured	25,904	28,145
Bank loans - secured	4,597	6,755
	30,501	34,900
Total	34,900	39,171
Borrowings are secured by way of mortgages over the general rates of Council.		
The maturity profile for Council's borrowings is:		
Not later than one year	4,399	4,271
Later than one year and not later than five years	17,317	21,818
Later than five years	13,184	13,082
	34,900	39,171

Borrowings are initially measured at fair value, being the cost of the interest bearing liabilities, net of transaction costs. The measurement basis subsequent to initial recognition depends on whether the Council has categorised its interest-bearing liabilities as either financial liabilities designated at fair value through the profit and loss, or financial liabilities at amortised cost. Any difference between the initial recognised amount and the redemption value is recognised in net result over the period of the borrowing using the effective interest method.

The classification depends on the nature and purpose of the interest bearing liabilities. The Council determines the classification of its interest bearing liabilities at initial recognition. At present all Council's loans are classified at amortised cost.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 5 Our financial position (Cont'd)

5.5 Provisions

	Employee	
	\$ '000	
2023		
Balance at beginning of the financial year	19,970	
Additional provisions	5,134	
Amounts used	(6,127)	
Change in the discounted amount arising because of time and the effect of any change in the discount rate	10	
Balance at the end of the financial year	18,987	
2022		
Balance at beginning of the financial year	19,574	
Additional provisions	5,901	
Amounts used	(5,234)	
Change in the discounted amount arising because of time and the effect of any change in the discount rate	(272)	
Balance at the end of the financial year	19,970	
	2023	2022
	\$'000	\$'000
Employee provisions		
Current provisions expected to be wholly settled within 12 months		
Annual leave	5,684	6,221
TOIL	62	101
Long service leave	2,838	1,265
	8,585	7,587
Current provisions expected to be wholly settled after 12 months		
Annual leave	1,895	2,074
Long service leave	7,280	8,866
	9,175	10,939
Total current employee provisions	17,759	18,527
Non-current		
Long service leave	1,227	1,443
Total non-current employee provisions	1,227	1,443
Aggregate carrying amount of employee provisions:		
Current	17,759	18,527
Non-current	1,227	1,443
Total aggregate carrying amount of employee	18,987	19,970

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 5 Our financial position (Cont'd)

5.5 Provisions (Cont'd)

The calculation of employee costs and benefits includes all relevant on-costs and are calculated as follows at reporting date.

Annual leave

A liability for annual leave is recognised in the provision for employee benefits as a current liability because the Council does not have an unconditional right to defer settlement of the liability. Liabilities for annual leave are measured at:

- nominal value if the Council expects to wholly settle the liability within 12 months
- present value if the Council does not expect to wholly settle within 12 months.

Liabilities that are not expected to be wholly settled within 12 months of the reporting date are recognised in the provision for employee benefits as current liabilities, measured at the present value of the amounts expected to be paid when the liabilities are settled using the remuneration rate expected to apply at the time of settlement.

Long service leave

Liability for long service leave (LSL) is recognised in the provision for employee benefits. Unconditional LSL is disclosed as a current liability as the Council does not have an unconditional right to defer settlement. Unconditional LSL is measured at nominal value if expected to be settled within 12 months or at present value if not expected to be settled within 12 months. Conditional LSL that has been accrued, where an employee is yet to reach a qualifying term of employment, is disclosed as a non-current liability and measured at present value.

Key assumptions:

	2023	2022
Weighted average increase in employee costs	1.75%	1.75%
Weighted average discount rates	4.06%	3.43%
Weighted average settlement period	5 Years	5 Years

5.6 Financing arrangements

The Council has the following funding arrangements in place as at 30 June 2023.

	2023	2022
	\$'000	\$'000
Bank overdraft	10,000	10,000
Credit card facilities	495	495
Treasury Corporation of Victoria facilities	28,883	31,067
Bank loan facilities	6,017	8,104
Total facilities	<u>45,395</u>	<u>49,666</u>
Used facilities	(35,009)	(39,303)
Unused facilities	<u>10,386</u>	<u>10,363</u>

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 5 Our financial position (Cont'd)

5.7 Commitments

The Council has entered into the following commitments. Commitments are not recognised in the Balance Sheet. Commitments are disclosed at their nominal value and presented inclusive of the GST payable.

(a) Commitments for expenditure
2023

	Not later than 1 year	Later than 1 year and not later than 2 years	Later than 2 years and not later than 5 years	Later than 5 years	Total
	\$'000	\$'000	\$'000	\$'000	\$'000
Operating					
Street cleaning services	3,192	3,420	11,681	9,172	27,465
Garbage collection and recycling	9,191	234	82	-	9,507
Open space management	4,164	1,523	1,626	-	7,313
Information systems & technology	5,552	2,640	1,391	1,778	11,360
Cleaning contracts for Council buildings	1,909	-	-	-	1,909
Animal pound services	83	89	-	-	172
Drainage maintenance	207	221	236	-	665
Total	24,298	8,127	15,016	10,950	58,391

Capital

Buildings	4,908	-	-	-	4,908
Total	29,206	8,127	15,016	10,950	63,298

2022

	Not later than 1 year	Later than 1 year and not later than 2 years	Later than 2 years and not later than 5 years	Later than 5 years	Total
	\$'000	\$'000	\$'000	\$'000	\$'000
Operating					
Street cleaning services	3,270	-	-	-	3,270
Garbage collection and recycling	7,756	136	69	-	7,961
Open space management	2,105	1,288	2,692	-	6,084
Information systems & technology	5,126	1,731	167	75	7,100
Cleaning contracts for Council buildings	1,582	-	-	-	1,582
Animal pound services	70	70	210	-	350
Drainage maintenance	201	207	323	-	732
Total	20,111	3,432	3,462	75	27,079

Capital

Buildings	2,386	-	-	-	2,386
Total	22,497	3,432	3,462	75	29,465

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Notes to the Financial Report for the Year Ended 30 June 2023

Note 5 Our financial position (Cont'd)

(b) Operating lease receivables

The Council has entered into commercial property leases of freehold office complexes. These properties held under operating leases have remaining non-cancellable lease terms of between 1 and 10 years. All leases include a CPI based revision of the rental charge annually.

Future undiscounted minimum rentals receivable under non-cancellable operating leases are as follows:

	2023	2022
	\$'000	\$'000
Not later than one year	324	388
Later than one year and not later than five years	838	954
Later than five years	187	117
	1,349	1,459

5.8 Leases

At inception of a contract, all entities would assess whether a contract is, or contains, a lease. A contract is, or contains, a lease if the contract conveys the right to control the use of an identified asset for a period of time in exchange for consideration. To identify whether a contract conveys the right to control the use of an identified asset, it is necessary to assess whether:

- The contract involves the use of an identified asset;
 - The customer has the right to obtain substantially all of the economic benefits from use of the asset throughout the period of use;
- and

This policy is applied to contracts entered into, or changed, on or after 1 July 2019.

As a lessee, Council recognises a right-of-use asset and a lease liability at the lease commencement date. The right-of-use asset is initially measured at cost which comprises the initial amount of the lease liability adjusted for:

- any lease payments made at or before the commencement date less any lease incentives received; plus
- any initial direct costs incurred; and
- an estimate of costs to dismantle and remove the underlying asset or to restore the underlying asset or the site on which it is

The right-of-use asset is subsequently depreciated using the straight-line method from the commencement date to the earlier of the end of the useful life of the right-of-use asset or the end of the lease term. The estimated useful lives of right-of-use assets are determined on the same basis as those of property, plant and equipment. In addition, the right-of-use asset is periodically reduced by impairment losses, if any, and adjusted for certain measurements of the lease liability.

The lease liability is initially measured at the present value of the lease payments that are not paid at the commencement date, discounted using the interest rate implicit in the lease or, if that rate cannot be readily determined, an appropriate incremental borrowing rate. Generally, Council uses an appropriate incremental borrowing rate as the discount rate.

Lease payments included in the measurement of the lease liability comprise the following:

- Fixed payments
- Variable lease payments that depend on an index or a rate, initially measured using the index or rate as at the commencement date;
- Amounts expected to be payable under a residual value guarantee; and
- The exercise price under a purchase option that Council is reasonably certain to exercise, lease payments in an optional renewal period if Council is reasonably certain to exercise an extension option, and penalties for early termination of a lease unless Council is reasonably certain not to terminate early.

When the lease liability is remeasured in this way, a corresponding adjustment is made to the carrying amount of the right-of-use asset, or is recorded in profit or loss if the carrying amount of the right-of-use asset has been reduced to zero.

Under AASB 16 Leases, Council as a not-for-profit entity has elected not to measure right-of-use assets at initial recognition at fair value in respect of leases that have significantly below-market terms.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 5 Our financial position (Cont'd)

5.8 Leases (Cont'd)

<i>Right-of-Use Assets</i>	Plant and equipment	Total
	\$'000	\$'000
Balance at 30 June 2022	1,337	1,337
Additions	135	135
Amortisation charge	(1,192)	(1,192)
Balance at 30 June 2023	279	279
Balance at 1 July 2021	2,374	2,374
Additions	226	226
Amortisation charge	(1,263)	(1,263)
Balance at 30 June 2022	1,337	1,337
Lease Liabilities	2023	2022
Maturity analysis - contractual undiscounted cash flows	\$'000	\$'000
Less than one year	256	1,307
One to five years	52	203
More than five years	-	-
Total undiscounted lease liabilities as at 30 June:	308	1,510
Lease liabilities included in the Balance Sheet at 30 June:		
Current	249	1,260
Non-current	50	200
Total lease liabilities	299	1,460

Short-term and low value leases

Council has elected not to recognise right-of-use assets and lease liabilities for short-term leases of machinery that have a lease term of 12 months or less and leases of low-value assets (individual assets worth less than existing capitalisation thresholds for a like asset up to a maximum of AUD\$10,000), including IT equipment. Council recognises the lease payments associated with these leases as an expense on a straight-line basis over the lease term.

Yarra City Council
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Notes to the Financial Report for the Year Ended 30 June 2023

Note 6 Assets we manage

6.1 Property, infrastructure, plant and equipment

Summary of property, infrastructure, plant and equipment

	At Fair Value 30 June 2022	Additions	Contributions	Revaluation	Depreciation	Disposal	Write-off	Transfers	At Fair Value 30 June 2023
	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
Property	1,262,539	8,811	-	(126,094)	(3,215)	(34)	-	6,579	1,148,586
Plant and equipment	37,350	6,456	-	-	(6,216)	(105)	-	1,947	39,431
Infrastructure	729,322	14,720	-	230	(14,800)	(12)	-	1,418	730,879
Work in progress	12,387	5,304	-	-	-	-	(203)	(9,944)	7,544
Total	2,041,598	35,291	-	(125,864)	(24,231)	(151)	(203)	-	1,926,440

Summary of Work in Progress

	Opening WIP	Additions	Write-off	Transfers	Closing WIP
	\$'000	\$'000	\$'000	\$'000	\$'000
Property	8,237	2,166	(2)	(6,579)	3,822
Plant and equipment	2,713	2,240	(196)	(1,947)	2,810
Infrastructure	1,437	898	(5)	(1,418)	912
Total	12,387	5,304	(203)	(9,944)	7,544

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 6 Assets we manage (Cont'd)

6.1 Property, infrastructure, plant and equipment (Cont'd)

(a) Property

	Land - specialised	Land - non specialised	Land improvements	Total Land & Land Improvements	Heritage buildings	Buildings - specialised	Buildings - non-specialised	Building improvements	Leasehold improvements	Total Buildings	Work in Progress	Total Property
	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
At fair value 1 July 2022	857,002	181,231	12,547	1,050,780	-	320,797	657	-	-	321,454	8,237	1,380,470
Accumulated depreciation at 1 July 2022	-	-	-	-	-	(109,103)	(591)	-	-	(109,694)	-	(109,694)
	857,002	181,231	12,547	1,050,780	-	211,694	66	-	-	211,760	8,237	1,270,776
Movements in fair value												
Additions	-	(18)	100	82	-	8,701	28	-	-	8,729	2,166	10,977
Revaluation	(104,348)	(21,746)	-	(126,094)	-	-	-	-	-	-	-	(126,094)
Disposal	-	-	-	-	-	(380)	-	-	-	(380)	-	(380)
Write-off	-	-	-	-	-	-	-	-	-	-	(2)	(2)
Transfers	-	-	348	348	-	6,232	-	-	-	6,232	(6,579)	-
	(104,348)	(21,764)	448	(125,664)	-	14,552	28	-	-	14,581	(4,415)	(115,499)
Movements in accumulated depreciation												
Depreciation and amortisation	-	-	-	-	-	(3,209)	(7)	-	-	(3,215)	-	(3,215)
Accumulated depreciation of disposals	-	-	-	-	-	345	-	-	-	345	-	345
Accumulated depreciation of revaluations	-	-	-	-	-	-	-	-	-	-	-	-
Transfers	-	-	-	-	-	-	-	-	-	-	-	-
	-	-	-	-	-	(2,863)	(7)	-	-	(2,870)	-	(2,870)
At fair value 30 June 2023	752,654	159,467	12,995	925,116	-	335,349	685	-	-	336,034	3,822	1,264,972
Accumulated depreciation at 30 June 2023	-	-	-	-	-	(111,966)	(598)	-	-	(112,564)	-	(112,564)
Carrying amount	752,654	159,467	12,995	925,116	-	223,383	87	-	-	223,470	3,822	1,152,408

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 6 Assets we manage (Cont'd)

6.1 Property, infrastructure, plant and equipment (Cont'd)

(b) Plant and Equipment

	Heritage plant and equipment	Motor Vehicles	Plant, machinery and equipment	Irrigation and sprinkler systems	Street furniture	Parks and gardens furniture and equipment	Playground equipment	Fencing	Mobile garbage bins/recycling crates	Computers and Mobile Phones	Office furniture and equipment	Library books	Work In Progress	Total plant and equipment
	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
At fair value 1 July 2022	4,974	7,949	8,698	4,193	19,894	19,753	3,676	2,427	3,143	24,592	12,837	10,573	2,713	125,422
Accumulated depreciation at 1 July 2022	(454)	(4,684)	(7,046)	(2,281)	(14,241)	(8,651)	(1,951)	(2,058)	(2,777)	(21,666)	(11,198)	(8,353)	-	(85,359)
	4,520	3,265	1,652	1,912	5,653	11,102	1,725	369	366	2,926	1,639	2,220	2,713	40,063
Movements in fair value														
Additions	-	728	78	44	61	1,983	-	69	100	2,597	158	638	2,240	8,696
Disposal	-	(715)	-	-	-	-	-	-	-	-	-	-	-	(715)
Write-off	-	-	-	-	-	-	-	-	-	-	-	-	(196)	(196)
Transfers	-	26	105	-	-	607	-	45	-	1,165	-	-	(1,947)	-
	-	39	183	44	61	2,589	-	113	100	3,763	158	638	97	7,784
Movements in accumulated depreciation														
Depreciation and amortisation	(50)	(947)	(488)	(265)	(613)	(664)	(229)	(58)	(80)	(1,678)	(363)	(782)	-	(6,216)
Accumulated depreciation of disposals	-	610	-	-	-	-	-	-	-	-	-	-	-	610
Transfers	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	(50)	(337)	(488)	(265)	(613)	(664)	(229)	(58)	(80)	(1,678)	(363)	(782)	-	(5,606)
At fair value 30 June 2023	4,974	7,988	8,880	4,236	19,955	22,342	3,676	2,540	3,243	28,355	12,995	11,211	2,810	133,206
Accumulated depreciation at 30 June 2023	(504)	(5,021)	(7,534)	(2,545)	(14,854)	(9,315)	(2,180)	(2,116)	(2,856)	(23,344)	(11,561)	(9,135)	-	(90,965)
Carrying amount	4,470	2,967	1,346	1,691	5,101	13,028	1,496	424	387	5,011	1,434	2,076	2,810	42,241

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Notes to the Financial Report for the Year Ended 30 June 2023

Note 6 Assets we manage (Cont'd)

6.1 Property, infrastructure, plant and equipment (Cont'd)

(c) Infrastructure

	Roads	Footpaths and cycleways	Drainage	Kerb and channel	Bridges	Lanes	Trees and Tree Infrastructure	Work In Progress	Total Infrastructure
	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
At fair value 1 July 2022	434,166	156,373	148,228	133,712	5,358	108,646	7,318	1,437	995,239
Accumulated depreciation at 1 July 2022	(62,949)	(73,847)	(59,031)	(45,750)	(2,742)	(20,160)	-	-	(264,480)
	371,217	82,526	89,197	87,962	2,616	88,486	7,318	1,437	730,760
Movements in fair value									
Additions	6,127	2,959	2,369	1,578	172	1,516	-	898	15,618
Revaluation	-	-	-	-	(386)	-	-	-	(386)
Disposal	-	-	-	-	-	(20)	-	-	(20)
Write-off	-	-	-	-	-	-	-	(5)	(5)
Transfers	1,122	186	8	100	2	-	-	(1,418)	-
	7,248	3,145	2,377	1,678	(212)	1,496	-	(525)	15,208
Movements in accumulated depreciation									
Depreciation and amortisation	(5,848)	(3,333)	(1,239)	(2,668)	(44)	(1,670)	-	-	(14,800)
Accumulated depreciation of disposals	-	-	-	-	-	8	-	-	8
Accumulated depreciation of revaluations	-	-	-	-	616	-	-	-	616
	(5,848)	(3,333)	(1,239)	(2,668)	572	(1,662)	-	-	(14,176)
At fair value 30 June 2023	441,415	159,518	150,605	135,390	5,146	110,142	7,318	912	1,010,447
Accumulated depreciation at 30 June 2023	(68,797)	(77,180)	(60,270)	(48,418)	(2,170)	(21,822)	-	-	(278,656)
Carrying amount	372,618	82,338	90,335	86,972	2,976	88,320	7,318	912	731,791

Notes to the Financial Report for the Year Ended 30 June 2023

Note 6 Assets we manage (Cont'd)

6.1 Property, infrastructure, plant and equipment (Cont'd)

Acquisition

The purchase method of accounting is used for all acquisitions of assets, being the fair value of assets provided as consideration at the date of acquisition plus any incidental costs attributable to the acquisition. Fair value is the price that would be received to sell an asset (or paid to transfer a liability) in an orderly transaction between market participants at the measurement date.

Where assets are constructed by Council, cost includes all materials used in construction, direct labour, borrowing costs incurred during construction, and an appropriate share of directly attributable variable and fixed overheads.

In accordance with Council's policy, the threshold limits have applied when recognising assets within an applicable asset class and unless otherwise stated are consistent with the prior year.

	Depreciation Period	Threshold Limit \$'000
Asset recognition thresholds and depreciation periods		
Land & land improvements		
land	Nil	Nil
land improvements	Nil	10
Buildings		
buildings	100 years	10
Plant and Equipment		
heritage plant and equipment	100 years	Nil
plant, machinery and equipment	6 - 10 years	5
furniture, equipment & computers	3 - 14 years	5
library books	6 - 7 years	5
library audio and visual	4 years	Nil
mobile garbage bins/recycling crates	10 years	5
motor vehicles	5 - 10 years	5
Infrastructure		
roads - substructure	120 years	50
roads - seal	20 years	15
footpaths - substructure	75 years	25
footpaths - seal	30 years	15
kerb & channel	50 years	25
drains	120 years	25
bridges	120 years	25
lanes - substructure	120 years	50
lanes- seal	50 years	15
irrigation & sprinkler systems	10 years	5
street furniture	10 - 20 years	5
parks & gardens furniture & equipment	10 - 20 years	5
playground equipment	10 - 20 years	5

Land under roads

Council recognises land under roads it controls at fair value.

Yarra City Council
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Notes to the Financial Report for the Year Ended 30 June 2023

Note 6 Assets we manage (Cont'd)

6.1 Property, infrastructure, plant and equipment (Cont'd)

Depreciation and amortisation

Buildings, land improvements, plant and equipment, infrastructure, and other assets having limited useful lives are systematically depreciated over their useful lives to the Council in a manner which reflects consumption of the service potential embodied in those assets. Estimates of remaining useful lives and residual values are made on a regular basis with major asset classes reassessed annually. Depreciation rates and methods are reviewed annually.

Where assets have separate identifiable components that are subject to regular replacement, these components are assigned distinct useful lives and residual values and a separate depreciation rate is determined for each component.

Road earthworks are not depreciated on the basis that they are assessed as not having a limited useful life.

Straight line depreciation is charged based on the residual useful life as determined each year.

Depreciation periods used are listed above and are consistent with the prior year unless otherwise stated.

Repairs and maintenance

Where the repair relates to the replacement of a component of an asset and the cost exceeds the capitalisation threshold the cost is capitalised and depreciated. The carrying value of the replaced asset is expensed.

Leasehold improvements

Leasehold improvements are recognised at cost and are amortised over the unexpired period of the lease or the estimated useful life of the improvement, whichever is the shorter. At balance date, leasehold improvements are amortised over a 40 to 100 year period.

Valuation of land and buildings

Given market volatility regarding value of land and buildings post COVID-19 and in accordance with accounting standards management determined that a formal assessment should be performed on Council owned land and buildings. As a result an Interim valuation of land and buildings were undertaken by a qualified independent valuer, Westlink Consulting. The interim valuation indicated to management that Council owned land had decreased in value by 12%. Given, the significance of the decrease, management has determined that the fair value of land should be adjusted downwards. The valuation of land and buildings is at fair value, being market value based on highest and best use permitted by relevant land planning provisions. Where land use is restricted through existing planning provisions the valuation is reduced to reflect this limitation. This adjustment is an unobservable input in the valuation. The adjustment has no impact on the comprehensive income statement.

Specialised land is valued at fair value using site values adjusted for englobo (undeveloped and/or unserviced) characteristics, access rights and private interests of other parties and entitlements of infrastructure assets and services. This adjustment is an unobservable input in the valuation. The adjustment has no impact on the comprehensive income statement.

Any significant movements in the unobservable inputs for land and land under roads will have a significant impact on the fair value of these assets.

The date of the current valuation is detailed in the following table.

Details of the Council's land and buildings and information about the fair value hierarchy as at 30 June 2023 are as follows:

	Level 1 \$'000	Level 2 \$'000	Level 3 \$'000	Date of Valuation	Type of valuation
Land - Non specialised	-	159,467	-	June 2023	Interim by Valuer
Land - Specialised	-	-	752,654	June 2023	Interim by Valuer
Buildings - Specialised	-	87	223,383	June 2022	Full Revaluation
		159,555	976,036		

Yarra City Council
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Notes to the Financial Report for the Year Ended 30 June 2023

Note 6 Assets we manage (Cont'd)

6.1 Property, infrastructure, plant and equipment (Cont'd)

Valuation of infrastructure

Valuation of infrastructure assets - Roads, Footpaths, Lanes, Kerb and Channel - was undertaken by the Senior Coordinator Asset Management and Capital Works, BSc. MConstMgt. The valuations are at replacement costs less accumulated depreciation and were first applied as at 30 June 2022. An independent valuation was performed for bridges for 30 June 2023 by an independent valuer, JJ Ryan Consulting Pty Ltd.

The date of the current valuation is detailed in the following table.

The valuation is at fair value based on replacement cost less accumulated depreciation as at the date of valuation.

Details of the Council's infrastructure and information about the fair value hierarchy as at 30 June 2023 are as follows:

	Level 1 \$'000	Level 2 \$'000	Level 3 \$'000	Date of Valuation	Type of valuation
Roads	-	-	372,618	June 2022	Full Revaluation
Bridges	-	-	2,976	June 2023	Full revaluation
Footpaths, Lanes and Kerb and Channel	-	-	257,632	June 2022	Full Revaluation
Drainage	-	-	90,335	June 2022	Full Revaluation
Trees	-	-	7,318	June 2004	
Total	-	-	730,879		

Description of significant unobservable inputs into level 3 valuations

Specialised land and land under roads is valued using a market based direct comparison technique. Significant unobservable inputs include the extent and impact of restriction of use and the market cost of land per square metre. The extent and impact of restrictions on use varies and results in a reduction to surrounding land values between 20% and 95%. The market value of land varies significantly depending on the location of the land and the current market conditions. Currently land values range between \$1 and \$3,000 per square metre.

Specialised buildings are valued using a current replacement cost technique. Significant unobservable inputs include the current replacement cost and remaining useful lives of buildings. Current replacement costs is calculated on a square metre basis and ranges from \$300 to \$5,000 per square metre. The remaining useful lives of buildings are determined on the basis of the current condition of buildings and vary from 20 years to 150 years. Replacement cost is sensitive to changes in market conditions, with any increase or decrease in cost flowing through to the valuation. Useful lives of buildings are sensitive to changes in expectations or requirements that could either shorten or extend the useful lives of buildings.

Infrastructure assets are valued based on the current replacement cost. Significant unobservable inputs include the current replacement cost and remaining useful lives of infrastructure. The remaining useful lives of infrastructure assets are determined on the basis of the current condition of the asset and vary from 20 years to 120 years. Replacement cost is sensitive to changes in market conditions, with any increase or decrease in cost flowing through to the valuation. Useful lives of infrastructure are sensitive to changes in use, expectations or requirements that could either shorten or extend the useful lives of infrastructure assets.

	2023 \$'000	2022 \$'000
Reconciliation of specialised land		
Land under roads	283,787	283,787
Parks and reserves	468,867	573,215
Total specialised land	752,654	857,002

Yarra City Council
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Notes to the Financial Report for the Year Ended 30 June 2023

Note 6 Assets we manage (Cont'd)

	2023	2022
	\$'000	\$'000
6.2 Investments in joint arrangements		
Municipal Association Purchasing Scheme (Procurement Australia)	5	5
Total investments	<u>5</u>	<u>5</u>

Investments in joint arrangements are classified as either joint operations or joint ventures depending on the contractual rights and obligations each investor has, rather than the legal structure of the joint arrangement.

Yarra City Council
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Notes to the Financial Report for the Year Ended 30 June 2023

Note 7 People and relationships

7.1 Council and key management remuneration

(a) Related Parties

Parent entity

Yarra City Council is the parent entity.

Subsidiaries and Associates

Interests in subsidiaries and associates are detailed in Note 6.2.

(b) Key Management Personnel

Details of persons holding the position of Councillor or other members of key management personnel at any time during the year are:

Councillors

Cr Sophie Wade	28 November 2022 – 30 June 2023
Cr Sophie Wade (Mayor)	1 July 2022 – 27 November 2022
Cr Gabrielle de Vietri*	1 July 2022 – 9 December 2022
Cr Edward Crossland (Deputy Mayor)	1 July 2022 – 30 June 2023
Cr Claudia Nguyen	1 July 2022 – 27 November 2022
Cr Claudia Nguyen (Mayor)	28 November 2022 – 30 June 2023
Cr Amanda Stone	1 July 2022 – 30 June 2023
Cr Anab Mohamud	1 July 2022 – 30 June 2023
Cr Bridgid O'Brien	1 July 2022 – 30 June 2023
Cr Herschel Landes	1 July 2022 – 30 June 2023
Cr Stephen Jolly	1 July 2022 – 30 June 2023
Cr Michael Glynatsis *	25 January 2023 - 30 June 2023

*The resignation of a Langridge Ward Councillor on 9 December 2022 created a vacancy which remained until the swearing in of a new Councillor on 25 January 2023 following their election by countback.

Chief Executive Officer & other Key Management Personnel

Chief Executive Officer

General Manager Governance, Communications and Customer Service (Previously incorporated Group Manger, Advocacy & Engagement)

General Manager Infrastructure and Environment (Previously Director City Works & Assets)

General Manager Community Strengthening (Previously Director Community Wellbeing)

General Manager City Sustainability and Strategy (Previously Director Planning & Placemaking)

General Manager Corporate Services and Transformation (Previously Director Corporate, Business & Finance)

Group Manager, CEO's Office*

Group Manager, People & Culture*

Group Manager, Advocacy & Engagement*

* On the 2nd of December 2022, a new organisational structure was implemented to better align the organisation to the Council Plan objectives. As a result three key management personnel positions were removed from the organisational structure.

	2023	2022
	No.	No.
Total Number of Councillors	10	9
Total of Chief Executive Officer and other Key Management Personnel	8	8
Total Number of Key Management Personnel	<u>18</u>	<u>17</u>

(c) Remuneration of Key Management Personnel

Remuneration comprises employee benefits including all forms of consideration paid, payable or provided by Council, or on behalf of the Council, in exchange for services rendered. Remuneration of Key Management Personnel and Other senior staff is disclosed in the following categories.

Short-term employee benefits include amounts such as wages, salaries, annual leave or sick leave that are usually paid or payable on a regular basis, as well as non-monetary benefits such as allowances and free or subsidised goods or services.

Other long-term employee benefits include long service leave, other long service benefits or deferred compensation.

Yarra City Council
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Notes to the Financial Report for the Year Ended 30 June 2023

7.1 Council and key management remuneration (Cont'd)

(c) Remuneration of Key Management Personnel (Cont'd)

Post-employment benefits include pensions, and other retirement benefits paid or payable on a discrete basis when employment has ceased.

Termination benefits include termination of employment payments, such as severance packages.

Yarra City Council
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Notes to the Financial Report for the Year Ended 30 June 2023

Note 7 People and relationships (Cont'd)

7.1 Council and key management remuneration (Cont'd)

	2023	2022
	\$'000	\$'000
Total remuneration of key management personnel was as follows:		
Short-term benefits	2,353	2,400
Long-term benefits	390	55
Post-employment benefits	185	194
Termination benefits	346	48
Total*	<u>3,274</u>	<u>2,697</u>

* Total remuneration increased in 2023 following retirement of long-term staff, organisational realignment, and staff who were in an acting capacity.

	2023	2022
	No.	No.
The numbers of key management personnel whose total remuneration from Council and any related entities, fall within the following bands:		
\$1 - \$9,999	1	-
\$10,000 - \$19,999	1	-
\$20,000 - \$29,999	-	1
\$30,000 - \$39,999	5	5
\$40,000 - \$49,999	-	1
\$50,000 - \$59,999	-	1
\$60,000 - \$69,999	1	-
\$70,000 - \$79,999	1	-
\$80,000 - \$89,999	1	1
\$210,000 - \$219,999	-	3
\$230,000 - 239,999	1	-
\$240,000 - \$249,999	1	-
\$250,000 - \$259,999	1	1
\$280,000 - \$289,999	1	3
\$290,000 - \$299,000	1	-
\$380,000 - \$389,999	1	1
\$420,000 - \$429,999	1	-
	<u>18</u>	<u>17</u>

Key management personnel (KMP) include the Councillors, the CEO and the Executive Management Team.

(d) Remuneration of other senior staff *

Other senior staff are officers of Council, other than Key Management Personnel, whose total remuneration exceeds \$160,000 and who report directly to a member of the KMP.

	2023	*2022
	\$'000	\$'000
Total remuneration of other senior officers was as follows:		
Short-term benefits	3,041	3,714
Long-term benefits	52	88
Post-employment benefits	300	351
Termination benefits	853	-
Total	<u>4,246</u>	<u>4,153</u>

Yarra City Council
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Notes to the Financial Report for the Year Ended 30 June 2023

Note 7 People and relationships (Cont'd)

7.1 Council and key management remuneration (Cont'd)

The number of other Senior officers are shown below in their relevant income bands:

	2023	*2022
Income Range:	No.	No.
\$160,000 - \$169,999	2	5
\$170,000 - \$179,999	3	7
\$180,000 - \$189,999	4	6
\$190,000 - \$199,999	4	3
\$200,000 - \$209,999	1	1
\$210,000 - \$219,000	1	-
\$240,000 - \$249,999	1	-
\$280,000 - \$289,000	1	-
\$350,000 - \$359,999	1	-
\$370,000 - \$379,000	1	-
	19	22

Total Remuneration for the reporting year for other senior staff included above, amounted to: 4,246 4,153

Several factors affected total remuneration payable to key management personnel and other senior officers over the year. A number of employees resigned and positions were made redundant. This has had a significant impact on remuneration figures for the termination benefits category.

* Due to a definitional change the comparative figures in this note may not align with the previous year's annual report which included disclosure of senior officers as defined in the Local Government Act 1989.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 7 People and relationships (Cont'd)

7.2 Related party disclosure

(a) Transactions with related parties

During the period Council did not enter into any other transactions with related parties.

(b) Outstanding balances with related parties

There were no balances outstanding at the end of the reporting period in relation to transactions with related parties.

(c) Loans to/from related parties

There were no loans in existence at balance date that have been made, guaranteed or secured by the council to a related party.

(d) Commitments to/from related parties

There were no commitments in existence at balance date that have been made, guaranteed or secured by the council to a related party.

Yarra City Council
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Notes to the Financial Report for the Year Ended 30 June 2023

Note 8 Managing uncertainties

8.1 Contingent assets and liabilities

Contingent assets and contingent liabilities are not recognised in the Balance Sheet, but are disclosed and if quantifiable, are measured at nominal value. Contingent assets and liabilities are presented inclusive of GST receivable or payable, respectively.

(a) Contingent assets

Contingent assets are possible assets that arise from past events, whose existence will be confirmed only by the occurrence or non-occurrence of one or more uncertain future events not wholly within the control of the Council. At balance date the Council are aware of one contingent asset relating to an insurance claim for building damages. The value is estimated at \$100,000.

(b) Contingent liabilities

Contingent liabilities are:

- possible obligations that arise from past events, whose existence will be confirmed only by the occurrence or non-occurrence of one or more uncertain future events not wholly within the control of the Council; or
- present obligations that arise from past events but are not recognised because it is not probable that an outflow of resources embodying economic benefits will be required to settle the obligation; or the amount of the obligation cannot be measured with sufficient reliability.

There are two litigations currently underway at balance date. The details of which are not disclosed in order not to prejudice the cases.

(i) arising from Public Liability

As a local authority Council manages parks, reserves, roads, and other land holdings and, as a result, receive potential claims arising from incidents which occur on land managed by Council. There are a number of outstanding claims against Council in this regard. Council carries \$600 million of public liability insurance and an excess of \$50,000 on this policy in 2022/23. Therefore, the maximum liability of Council in any single claim is the extent of its excess. The primary insurer is LMI Insurance. There are no claims of which Council is aware which would fall outside the terms of Council's policy.

(ii) arising from Professional Indemnity

As a local authority with statutory regulatory responsibilities, including the responsibility of issuing permits and approvals, Council receives potential claims for damages arising from actions of Council or its officers. Council carries \$600 million of professional indemnity insurance and an excess of \$50,000 on this policy in 2022/23. Therefore, the maximum liability of Council in any single claim is the extent of its excess. The primary insurer is LMI Insurance. There are no instances or claims of which Council is aware which would fall outside the terms of Council's policy.

(iii) Superannuation

Council has obligations under a defined benefit superannuation scheme that may result in the need to make additional contributions to the scheme, matters relating to this potential obligation are outlined below. As a result of the volatility in financial markets the likelihood of making such contributions in future periods exists.

Future superannuation contributions

In addition to the disclosed contributions, Council has not paid unfunded liability payments to Vision Super during 2022/23. There were no contributions outstanding and no loans issued from or to the above schemes as at 30 June 2023. At this point in time it is not known if additional contributions will be required, the timing or potential amount. The expected contributions to be paid to the Defined Benefit category of Vision Super for the year ending 30 June 2024 are \$0.32 million.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 8 Managing uncertainties (Cont'd)

8.2 Change in accounting standards

Certain new Australian Accounting Standards and interpretations have been published that are not mandatory for the 30 June 2023 reporting period. Council assesses the impact of these new standards. As at 30 June 2023 there were no new accounting standards or interpretations issued by the AASB which are applicable for the year ending 30 June 2024 that are expected to impact Council.

8.3 Financial instruments

(a) Objectives and policies

The Council's principal financial instruments comprise cash assets, term deposits, receivables (excluding statutory receivables), payables (excluding statutory payables) bank and Treasury Corporation Victoria borrowings. Details of the significant accounting policies and methods adopted, including the criteria for recognition, the basis of measurement and the basis on which income and expenses are recognised, in respect of each class of financial asset, financial liability and equity instrument is disclosed in the notes of the financial statements. Risk management is carried out by senior management under policies approved by the Council. These policies include identification and analysis of the risk exposure to Council and appropriate procedures, controls and risk minimisation.

(b) Market risk

Market risk is the risk that the fair value or future cash flows of council financial instruments will fluctuate because of changes in market prices. The Council's exposure to market risk is primarily through interest rate risk with only insignificant exposure to other price risks and no exposure to foreign currency risk.

Interest rate risk

Interest rate risk refers to the risk that the value of a financial instrument or cash flows associated with the instrument will fluctuate due to changes in market interest rates. Council's interest rate liability risk arises primarily from long term loans and borrowings at fixed rates which exposes council to fair value interest rate risk / Council does not hold any interest bearing financial instruments that are measured at fair value, and therefore has no exposure to fair value interest rate risk. Cash flow interest rate risk is the risk that the future cash flows of a financial instrument will fluctuate because of changes in market interest rates. Council has minimal exposure to cash flow interest rate risk through its cash and deposits that are at floating rates.

Investment of surplus funds is made with approved financial institutions under the *Local Government Act 2020*. Council manages interest rate risk by adopting an investment policy that ensures:

- diversification of investment product;
- monitoring of return on investment; and
- benchmarking of returns and comparison with budget.

There has been no significant change in the Council's exposure, or its objectives, policies and processes for managing interest rate risk or the methods used to measure this risk from the previous reporting period.

Interest rate movements have not been sufficiently significant during the year to have an impact on the Council's year end result.

(c) Credit risk

Credit risk is the risk that a contracting entity will not complete its obligations under a financial instrument and cause Council to make a financial loss. Council have exposure to credit risk on some financial assets included in the balance sheet. Particularly some areas of credit risk exist in relation to outstanding fees and fines. To help manage risk associated with fees, Council utilises agreements and where appropriate seeks collateral.

Council invest surplus funds with financial institutions. To help manage risks associated with investments, Council only invests in financial institutions with recognised credit rating as specified in Council's investment policy.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 8 Managing uncertainties (Cont'd)

8.3 Financial instruments (Cont'd)

Receivables consist of a large number of customers, spread across the ratepayer, business and government sectors. Credit risk associated with the council's financial assets is minimal because the main debtor is secured by a charge over the rateable property. Council recognises a level of risk associated with parking infringement debtors.

There are no material financial assets which are individually determined to be impaired.

Council may also be subject to credit risk for transactions which are not included in the balance sheet, such as when Council provide a guarantee for another party. Details of our contingent liabilities are disclosed in Note 8.1(b).

The maximum exposure to credit risk at the reporting date to recognised financial assets is the carrying amount, net of any provisions for impairment of those assets, as disclosed in the balance sheet and notes to the financial statements. Council does not hold any collateral.

(d) Liquidity risk

Liquidity risk includes the risk that, as a result of council's operational liquidity requirements it will not have sufficient funds to settle a transaction when required or will be forced to sell a financial asset at below value or may be unable to settle or recover a financial asset.

To help reduce these risks Council:

- have a liquidity policy which targets a minimum and average level of cash and cash equivalents to be maintained;
- have readily accessible standby facilities and other funding arrangements in place;
- have a liquidity portfolio structure that requires surplus funds to be invested within various bands of liquid instruments;
- monitor budget to actual performance on a regular basis; and
- set limits on borrowings relating to the percentage of loans to rate revenue and percentage of loan principal repayments to rate revenue.

The Council's maximum exposure to liquidity risk is the carrying amounts of financial liabilities as disclosed on the face of the balance sheet, and is deemed insignificant based on prior periods' data and current assessment of risk.

There has been no significant change in Council's exposure, or its objectives, policies and processes for managing liquidity risk or the methods used to measure this risk from the previous reporting period.

With the exception of borrowings, all financial liabilities are expected to be settled within normal terms of trade. Details of the maturity profile for borrowings are disclosed at Note 5.4.

Unless otherwise stated, the carrying amounts of financial instruments reflect their fair value.

(e) Sensitivity disclosure analysis

Taking into account past performance, future expectations, economic forecasts, and management's knowledge and experience of the financial markets, Council believes the following movements are 'reasonably possible' over the next 12 months:

- A parallel shift of 1.0% and 2.0% in market interest rates (AUD) from year-end rates.

These movements will not have a material impact on the valuation of Council's financial assets and liabilities, nor will they have a material impact on the results of Council's operations.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 8 Managing uncertainties (Cont'd)

8.4 Fair value measurement

Fair value hierarchy

Council's financial assets and liabilities are not valued in accordance with the fair value hierarchy, Council's financial assets and liabilities are measured at amortised cost.

Council measures certain assets and liabilities at fair value where required or permitted by Australian Accounting Standards. AASB 13 *Fair value measurement*, aims to improve consistency and reduce complexity by providing a definition of fair value and a single source of fair value measurement and disclosure requirements for use across Australian Accounting Standards.

All assets and liabilities for which fair value is measured or disclosed in the financial statements are categorised within a fair value hierarchy, described as follows, based on the lowest level input that is significant to the fair value measurement as a whole:

Level 1 — Quoted (unadjusted) market prices in active markets for identical assets or liabilities

Level 2 — Valuation techniques for which the lowest level input that is significant to the fair value measurement is directly or indirectly observable; and

Level 3 — Valuation techniques for which the lowest level input that is significant to the fair value measurement is unobservable.

For the purpose of fair value disclosures, Council has determined classes of assets and liabilities on the basis of the nature, characteristics and risks of the asset or liability and the level of the fair value hierarchy as explained above.

In addition, Council determines whether transfers have occurred between levels in the hierarchy by re-assessing categorisation (based on the lowest level input that is significant to the fair value measurement as a whole) at the end of each reporting period.

Revaluation

Subsequent to the initial recognition of assets, non-current physical assets, other than plant and equipment, are measured at their fair value, being the price that would be received to sell an asset (or paid to transfer a liability) in an orderly transaction between market participants at the measurement date. At balance date, the Council reviewed the carrying value of the individual classes of assets measured at fair value to ensure that each asset materially approximated its fair value. Where the carrying value materially differed from the fair value at balance date, the class of asset was revalued.

Fair value valuations are determined in accordance with a valuation hierarchy. Changes to the valuation hierarchy will only occur if an external change in the restrictions or limitations of use of an asset result in changes to the permissible or practical highest and best use of the asset. In addition, Council undertakes a formal revaluation of land, buildings, and infrastructure assets on a regular basis ranging from 1 to 5 years. The valuation is performed either by experienced council officers or independent experts.

Asset class	Revaluation
Land	2 years
Buildings	2 years
Roads	4 years
Bridges	4 years
Footpaths and cycleways	4 years
Drainage	4 years
Recreational, leisure and community facilities	4 years
Parks, open space and streetscapes	4 years
Kerb & channel	4 years
Lanes	4 years
Bridges	4 years

Where the assets are revalued, the revaluation increments are credited directly to the asset revaluation reserve except to the extent that an increment reverses a prior year decrement for that class of asset that had been recognised as an expense in which case the increment is recognised as revenue up to the amount of the expense. Revaluation decrements are recognised as an expense except where prior increments are included in the asset revaluation reserve for that class of asset in which case the decrement is taken to the reserve to the extent of the remaining increments. Within the same class of assets, revaluation increments and decrements within the year are offset.

**Yarra City Council
2022/2023 Financial Report**

Notes to the Financial Report for the Year Ended 30 June 2023

Note 8 Managing uncertainties (Cont'd)

8.4 Fair value measurement (Cont'd)

Impairment of assets

At each reporting date, the Council reviews the carrying value of its assets to determine whether there is any indication that these assets have been impaired. If such an indication exists, the recoverable amount of the asset, being the higher of the asset's fair value less costs of disposal and value in use, is compared to the assets carrying value. Any excess of the assets carrying value over its recoverable amount is expensed to the comprehensive income statement, unless the asset is carried at the revalued amount in which case, the impairment loss is recognised directly against the revaluation surplus in respect of the same class of asset to the extent that the impairment loss does not exceed the amount in the revaluation surplus for that same class of asset.

8.5 Events occurring after balance date

No matters have occurred after balance date that require disclosure in the financial report.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 9 Other matters

9.1 Reserves	Balance at beginning of reporting period	Increment (decrement)	Balance at end of reporting period
(a) Asset revaluation reserves	\$'000	\$'000	\$'000
2023			
Property			
Land	843,554	-126,094	717,460
Buildings	42,842	-	42,842
Heritage buildings	2,860	-	2,860
	<u>889,256</u>	<u>(126,094)</u>	<u>763,162</u>
Infrastructure			
Road Substructure	229,910	-	229,910
Road Seal	1,930	-	1,930
Footpaths Substructure	35,952	-	35,952
Footpaths Seal	20,301	-	20,301
Drains	29,626	-	29,626
Bridges	1,000	230	1,230
Lane Substructure	22,754	-	22,754
Lane Seal	58,870	-	58,870
Kerb and channel	81,073	-	81,073
Open space	27	-	27
Trees	13	-	13
Art, Heritage and Culture	44	-	44
	<u>481,501</u>	<u>230</u>	<u>481,731</u>
Total asset revaluation reserves	<u>1,370,757</u>	<u>(125,864)</u>	<u>1,244,893</u>
2022			
Property			
Land	808,639	34,915	843,554
Buildings	28,892	13,950	42,842
Heritage buildings	2,860	-	2,860
	<u>840,391</u>	<u>48,865</u>	<u>889,256</u>
Infrastructure			
Road Substructure	202,446	27,464	229,910
Road Seal	9,850	(7,920)	1,930
Footpaths Substructure	61,444	(25,491)	35,952
Footpaths Seal	37,259	(16,958)	20,301
Drains	31,063	(1,437)	29,626
Bridges	1,000	-	1,000
Lane Substructure	23,266	(513)	22,754
Lane Seal	45,272	13,599	58,870
Kerb and channel	110,560	(29,487)	81,073
Open space	27	-	27
Trees	13	-	13
Art, Heritage and Culture	44	-	44
	<u>522,244</u>	<u>(40,743)</u>	<u>481,501</u>
Total asset revaluation reserves	<u>1,362,635</u>	<u>8,122</u>	<u>1,370,757</u>

The asset revaluation reserve is used to record the increased (net) value of Council's assets over time.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 9 Other matters (Cont'd)

9.1 Reserves (Cont'd)

	Balance at beginning of reporting period \$'000	Transfer from accumulated surplus \$'000	Transfer to accumulated surplus \$'000	Balance at end of reporting period \$'000
(b) Other reserves				
2023				
Statutory Reserves				
Public Open Space Reserve (i)	22,592	4,211	(1,307)	25,495
Parking (ii)	79	-	-	79
Total Statutory Reserves	22,671	4,211	(1,307)	25,575
Total Other reserves	22,671	4,211	(1,307)	25,575
2022				
Statutory Reserves				
Public Open Space Reserve (i)	18,871	4,817	(1,095)	22,592
Parking (ii)	79	-	-	79
Total Statutory Reserves	18,950	4,817	(1,095)	22,671
Total Other reserves	18,950	4,817	(1,095)	22,671

(i) Public Open Space Reserve to contributions received as Public Open Space Levies pursuant to the provisions of Section 18 of the *Subdivision Act 1988*. The reserve will be used to fund eligible open space capital works projects. In 2022/23 the following projects and amounts were acquitted from the Public Open Space Reserve:

	\$'000
Inner Circle Park	41
Charlotte street	102
Smith Reserve	39
Golden Square	48
Alphington Park	352
Cambridge Street Reserve	725
Total	1,307

(ii) Parking reserve relates to contributions received in lieu of the provision of parking spaces required for property developments. This reserve will be used in the provision of additional car parking spaces as required.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 9 Other matters (Cont'd)

	2023	2022
	\$'000	\$'000
9.2 Reconciliation of cash flows from operating activities to surplus/(deficit)		
Surplus/(deficit) for the year	23,276	1,113
Depreciation	24,231	23,960
Amortisation	1,192	1,263
Finance costs	1,124	1,310
(Profit)/Loss on disposal of non-current assets (refer to Note 3.6)	(756)	1,068
<i>Change in assets and liabilities:</i>		
(Increase)/decrease in trade and other receivables	(2,142)	(4,593)
(Increase)/decrease in other assets	(881)	135
Increase/(decrease) in trade and other payables	(3,339)	245
Increase/(decrease) in trust funds	438	3,505
Increase/(decrease) in other liabilities	0	9
(Increase)/decrease in inventories	33	(85)
Increase in provisions	(983)	395
Net cash provided by operating activities	42,193	28,325

9.3 Superannuation

Council makes the majority of its employer superannuation contributions in respect of its employees to the Local Authorities Superannuation Fund (the Fund). This Fund has two categories of membership, accumulation and defined benefit, each of which is funded differently. Obligations for contributions to the fund are recognised as an expense in the Comprehensive Income Statement when they are made or due.

Accumulation

The Fund's accumulation category, Vision MySuper/Vision Super Saver, receives both employer and employee contributions on a progressive basis. Employer contributions are normally based on a fixed percentage of employee earnings (for the year ended 30 June 2023, this was 10.5% as required under Superannuation Guarantee (SG) legislation (2022: 10.0%).

Defined Benefit

Council does not use defined benefit accounting for its defined benefit obligations under the Fund's Defined Benefit category. This is because the Fund's Defined Benefit category is a pooled multi-employer sponsored plan.

There is no proportional split of the defined benefit liabilities, assets or costs between the participating employers as the defined benefit obligation is a floating obligation between the participating employers and the only time that the aggregate obligation is allocated to specific employers is when a call is made. As a result, the level of participation of Yarra City Council in the Fund cannot be measured as a percentage compared with other participating employers. Therefore, the Fund Actuary is unable to allocate benefit liabilities, assets and costs between employers for the purposes of AASB 119.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 9 Other matters (Cont'd)

9.3 Superannuation (Cont'd)

Funding arrangements

Council makes employer contributions to the Defined Benefit category of the Fund at rates determined by the Trustee on the advice of the Fund Actuary.

A triennial actuarial investigation is currently underway for the Defined Benefit category which is expected to be completed by 31 December 2023. Council was notified of the 30 June 2023 VBI during August 2023 (2022: August 2022). The financial assumptions used to calculate the 30 June 2023 VBI were:

Net investment returns	5.70% pa
Salary information	3.50% pa
Price inflation (CPI)	2.80% pa

As at 30 June 2022, an interim actuarial investigation was held as the Fund provides lifetime pensions in the Defined Benefit category. The vested benefit index (VBI) of the Defined Benefit category of which Council is a contributing employer was 102.2%. The financial assumptions used to calculate the VBI were:

Net investment returns	5.5% pa
Salary information	2.5% pa to 30 June 2023, and 3.5%pa thereafter
Price inflation (CPI)	3.0% pa

Council was notified of the 30 June 2022 VBI during August 2022 (2021: August 2021). Vision Super has advised that the estimated VBI at June 2023 was 104.10%.

The VBI is used as the primary funding indicator. Because the VBI was above 100%, the 30 June 2022 actuarial investigation determined the Defined Benefit category was in a satisfactory financial position and that no change was necessary to the Defined Benefit category's funding arrangements from prior years.

Employer contributions

(a) Regular contributions

On the basis of the results of the 2022 interim actuarial investigation conducted by the Fund Actuary, Council makes employer contributions to the Fund's Defined Benefit category at rates determined by the Fund's Trustee. For the year ended 30 June 2023, this rate was 10.5% of members' salaries (10.0% in 2021/22). This rate is expected to increase in line with any increases in the SG contribution rate and was reviewed as part of the 30 June 2022 interim valuation.

In addition, Council reimburses the Fund to cover the excess of the benefits paid as a consequence of retrenchment above the funded resignation or retirement benefit.

(b) Funding calls

If the Defined Benefit category is in an unsatisfactory financial position at an actuarial investigation or the Defined Benefit category's VBI is below its shortfall limit at any time other than the date of the actuarial investigation, the Defined Benefit category has a shortfall for the purposes of SPS 160 and the Fund is required to put a plan in place so that the shortfall is fully funded within three years of the shortfall occurring. The Fund monitors its VBI on a quarterly basis and the Fund has set its shortfall limit at 97%.

In the event that the Fund Actuary determines that there is a shortfall based on the above requirement, the Fund's participating employers (including Council) are required to make an employer contribution to cover the shortfall.

Using the agreed methodology, the shortfall amount is apportioned between the participating employers based on the pre-1 July 1993 and post-30 June 1993 service liabilities of the Fund's Defined Benefit category, together with the employer's payroll at 30 June 1993 and at the date the shortfall has been calculated.

Due to the nature of the contractual obligations between the participating employers and the Fund, and that the Fund includes lifetime pensioners and their reversionary beneficiaries, it is unlikely that the Fund will be wound up.

If there is a surplus in the Fund, the surplus cannot be returned to the participating employers.

In the event that a participating employer is wound-up, the defined benefit obligations of that employer will be transferred to that employer's successor.

Yarra City Council
2022/2023 Financial Report

Notes to the Financial Report for the Year Ended 30 June 2023

Note 9 Other matters (Cont'd)

9.3 Superannuation (Cont'd)

The 2022 interim actuarial investigation surplus amounts

An actuarial investigation is conducted annually for the Defined Benefit category of which Council is a contributing employer. Generally, a full actuarial investigation is conducted every three years and interim actuarial investigations are conducted for each intervening year. An interim investigation was conducted as at 30 June 2022 and the last full investigation was conducted as at 30 June 2020.

The Fund's actuarial investigation identified the following for the Defined Benefit category of which Council is a contributing employer:

	2022 (Interim) \$m	2021 (Interim) \$m
- A VBI Surplus	44.6	214.7
- A total service liability surplus	105.8	270.3
- A discounted accrued benefits surplus	111.9	285.2

The VBI surplus means that the market value of the fund's assets supporting the defined benefit obligations exceed the vested benefits that the defined benefit members would have been entitled to if they had all exited on 30 June 2022.

The total service liability surplus means that the current value of the assets in the Fund's Defined Benefit category plus expected future contributions exceeds the value of expected future benefits and expenses as at 30 June 2022.

The discounted accrued benefits surplus means that the current value of the assets in the Fund's Defined Benefit category exceeds the value of benefits payable in the future but accrued in respect of service to 30 June 2022.

The 2023 triennial actuarial investigation

A triennial actuarial investigation is being conducted for the Fund's position as at 30 June 2023. It is anticipated that this actuarial investigation will be completed by 31 December 2023. The financial assumptions for the purposes of this investigation are:

	2023 Triennial Investigation	2020 Triennial Investigation
Net investment return	5.7% pa	5.6% pa
Salary inflation	3.5% pa	2.5% pa
Price inflation	2.8% pa	2.0% pa
		for the first two years and 2.75% pa thereafter

Superannuation contributions

Contributions by Council (excluding any unfunded liability payments) to superannuation plans for the financial year ended 30 June 2023 are detailed below:

Scheme	Type of Scheme	Rate	2023 \$,000	2022 \$,000
Vision super	Defined benefit	10.5% (2022:10.0%)	308	335
Vision super	Accumulation fund	10.5% (2022:10.0%)	3,702	3,606
Australiansuper	Accumulation fund	10.5% (2022:10.0%)	766	685
Hostplus	Accumulation fund	10.5% (2022:10.0%)	654	599
HESTA	Accumulation fund	10.5% (2022:10.0%)	490	442
UniSuper	Accumulation fund	10.5% (2022:10.0%)	280	273
Rest	Accumulation fund	10.5% (2022:10.0%)	315	247
Cbus	Accumulation fund	10.5% (2022:10.0%)	223	218
VicSuper	Accumulation fund	10.5% (2022:10.0%)	248	218
Other	Accumulation fund	10.5% (2022:10.0%)	1,640	1,535
			8,628	8,158

There were no contributions outstanding and no loans issued from or to the above schemes as at 30 June 2023.

The expected contributions to be paid to the Defined Benefit category of Vision Super for the year ending 30 June 2024 is \$0.32M.

Council has no unfunded liability payments to Vision Super during both 2022/23 and 2021/22 years.

**Yarra City Council
2022/2023 Financial Report**

Notes to the Financial Report for the Year Ended 30 June 2023

10 Change in accounting policy

There have been no changes to accounting policies in the 2022-23 year.

There are no pending accounting standards that are likely to have a material impact on Council.

Yarra Council

Performance Statement

For the year ended 30 June 2023

Performance Statement

For the year ended 30 June 2023

Description of municipality

The City of Yarra is an inner metropolitan municipality which is home to a diverse community of people. Yarra is one of Australia's smallest inner city municipalities at 19.5 square kilometres, and features lively arts and entertainment precincts, vibrant shopping and café strips, and numerous sports and recreational facilities.

Created in June 1994, the City of Yarra merged the former municipalities of: Collingwood; Richmond; Fitzroy; (including the annexed part of Carlton North); Northcote (Alphington & Fairfield: South of Heidelberg Road only).

In 2021 the Australian Bureau of Statistics forecast the Yarra population to be 103,125. In 2023 they revised their population estimates, the revision took into consideration the impact of the COVID-19 pandemic which for Yarra resulted in multi-year absences of international students and foreign workers coupled with people relocating to Victoria's regions or interstate which meant Yarra's residential population experienced a dramatic but temporary decline. The revision resulted in the 2023 forecast resident population dropping to 92,118. Our population forecasters, id@ consulting estimates that despite this temporary decline Yarra will continue to grow, with the population predicted to reach 123,995 by 2031.

Overview of 2023

During the financial year council experienced growth in residents and demand for services. Extensive works were undertaken to improve infrastructure.

Sustainable Capacity Indicators

For the year ended 30 June 2023

<i>Indicator / measure</i> [formula]	Results				Comment
	2020	2021	2022	2023	
Population					
<i>Expenses per head of municipal population</i> [Total expenses / Municipal population]	\$1,857.25	\$1,927.03	\$2,022.13	\$2,249.18	The 2022/23 ABS population estimate decreased by 7.5% compared to the 2021/22 estimate, increasing the cost per head of population
<i>Infrastructure per head of municipal population</i> [Value of infrastructure / Municipal population]	\$9,928.65	\$9,913.72	\$9,945.76	\$10,870.01	The increases in 2022 and 2023 is due to the decrease in the ABS population forecasts for these years compared to 2021. In 2021 the population forecast was 103,124, revised in 2023 to 92,118 after considering the impact of COVID-19.
<i>Population density per length of road</i> [Municipal population / Kilometres of local roads]	323.23	327.48	316.32	290.59	The population density per length of road decreased by 8% compared to the 2021/22 due to a decrease in the 2022/23 ABS population estimate.

<i>Indicator / measure</i> [formula]	Results				Comment
	2020	2021	2022	2023	
Own-source revenue					
<i>Own-source revenue per head of municipal population</i> [Own-source revenue / Municipal population]	\$1,691.76	\$1,566.01	\$1,726.64	\$2,156.95	Own source revenue improved in 2022/23 compared to prior years as we continue to recover from the impacts of the COVID-19 pandemic.
Recurrent grants					
<i>Recurrent grants per head of municipal population</i> [Recurrent grants / Municipal population]	\$132.26	\$150.04	\$169.17	\$178.55	Recurrent grants have been impacted by the advance of 100% of the Financial Assistance Grants for 2023/24.
Disadvantage					
<i>Relative socio-economic disadvantage</i> [Index of Relative Socio-economic Disadvantage by decile]	8.00	8.00	8.00	9.00	On average, Yarra has lower levels of disadvantage across the municipality with high levels of disadvantage concentrated in the main public housing areas within Richmond, Collingwood and Fitzroy.
Workforce turnover					
<i>Percentage of staff turnover</i> [Number of permanent staff resignations and terminations / Average number of permanent staff]	10.4%	7.4%	14.1%	16.6%	Council's staff turnover rates decreased during 2019/20 and 2021/22 which coincided with the period of COVID-19 pandemic restriction in Victoria and the slowing of the employment market. The end of COVID-19 restrictions has seen staff turnover rates continue to

<i>Indicator / measure</i> [formula]	Results				Comment
	2020	2021	2022	2023	
for the financial year] x100					increase to a level that is comparable with pre COVID-19 levels.

Definitions

"adjusted underlying revenue" means total income other than:

- (a) non-recurrent grants used to fund capital expenditure; and
- (b) non-monetary asset contributions; and
- (c) contributions to fund capital expenditure from sources other than those referred to above

"infrastructure" means non-current property, plant and equipment excluding land

"local road" means a sealed or unsealed road for which the council is the responsible road authority under the Road Management Act 2004

"population" means the resident population estimated by council

"own-source revenue" means adjusted underlying revenue other than revenue that is not under the control of council (including government grants)

"relative socio-economic disadvantage", in relation to a municipality, means the relative socio-economic disadvantage, expressed as a decile for the relevant financial year, of the area in which the municipality is located according to the Index of Relative Socio-Economic Disadvantage (Catalogue Number 2033.0.55.001) of SEIFA

"SEIFA" means the Socio-Economic Indexes for Areas published from time to time by the Australian Bureau of Statistics on its Internet website

"unrestricted cash" means all cash and cash equivalents other than restricted cash.

Service Performance Indicators

For the year ended 30 June 2023

Service / indicator / measure	Results				Comment
	2020	2021	2022	2023	
Aquatic facilities					
Utilisation					
<i>Utilisation of aquatic facilities</i> [Number of visits to aquatic facilities / Municipal population]	7.08	3.57	6.21	7.02	Attendance at the Aquatic facilities has been increasing since their re-opening in November 2021 when they returned to normal operating hours and programs after the forced closures in March 2020, which continued on and off until November 2021 due to COVID- 19 restrictions.
Animal management					
Health and safety					
<i>Animal management prosecutions</i> [Number of successful animal management prosecutions / Number of animal management prosecutions] x 100	100%	100%	100%	100%	Council continues to perform well with all 13 animal management prosecutions ruled in favour of Council.

Service / indicator / measure	Results				Comment
	2020	2021	2022	2023	
Food safety					
Health and safety					
<i>Critical and major non-compliance outcome notifications</i>	100.00%	99.54%	100.00%	99.20%	Council responds to 100% of critical and major non-compliance outcome notifications. Results less than 100% occur where follow-up inspections are delayed due to closures and re-inspections fall in the next period.
[Number of critical non-compliance outcome notifications and major non-compliance notifications about a food premises followed up / Number of critical non-compliance outcome notifications and major non-compliance notifications about a food premises] x100					
Governance					
Satisfaction					
<i>Satisfaction with council decisions</i>	71	66	49	46	Council scored an average of 46% for Satisfaction with council decisions in the Annual Customer Satisfaction Survey 2023 (ACSS), a decrease of 6% compared to 2021/22.
[Community satisfaction rating out of 100 with how council has performed in making decisions in the interest of the community]					A breakdown of the scores by category, showing the % of respondents, between 2023 and 2022 respectively are: Very good/Good 33% compared to 36%; Average 32% compared to 34%; and Very Poor/Poor 35% compared to 30%.
					The answer scale for the ACSS was updated in 2022 to align with the scale used in the Victorian Local Government Community Satisfaction Survey conducted by the Department of Government Services.

Service / indicator / measure	Results				Comment
	2020	2021	2022	2023	
					This means that results prior to 2022 are not directly comparable with current results.
Libraries					
Participation					
Active library borrowers in municipality	16.24%	15.10%	13.23%	13.08%	While the percentage of active library borrowers has decreased, this calculation is based on an average of active borrowers over the past three years and includes borrowing activity during 2 years of COVID-19 restrictions. In actual terms there has been a 19.5% increase in the number of borrowers during 2022/23 compared to the number during 2021/22.
[Number of active library borrowers in the last three years / The sum of the population for the last three years] x100					
Maternal and child health					
Participation					
Participation in the MCH service	84.20%	84.63%	80.55%	83.02%	Participation levels are aligned with previous trends. Council contacts every family whose details are provided as part of the birth notification process inviting them to participate, offering a first home visit. Council is not in control of how many families accept the offer.
[Number of children who attend the MCH service at least once (in the year) / Number of children enrolled in the MCH service] x100					

Service / indicator / measure	Results				Comment
	2020	2021	2022	2023	
Participation					
<p><i>Participation in the MCH service by Aboriginal children</i></p> <p>[Number of Aboriginal children who attend the MCH service at least once (in the year) / Number of Aboriginal children enrolled in the MCH service] x100</p>	95.65%	97.34%	55.70%	51.85%	<p>This data includes Aboriginal children who participate with City of Yarra Maternal and Child Health services and the Victorian Aboriginal Health Services (VAHS) after a partnership was developed in 2020-21. While the total 26 Aboriginal children are registered with Council, 14 are active clients with Council and regularly attend their Key Age and Stage appointments. The remaining 12 attend VAHS who use a different recording program, these attendances are not included in the Council participation figures. Council continues to work with VAHS and promote the Maternal and Child Health services with Aboriginal families.</p>
Roads					
Satisfaction					
<p><i>Satisfaction with sealed local roads</i></p> <p>[Community satisfaction rating out of 100 with how council has performed on the condition of sealed local roads]</p>	75	73	63	59	<p>Council scored an average of 59% for Satisfaction with sealed local roads in the Annual Customer Satisfaction Survey 2023 (ACSS), a decrease of 6% compared to 2021/22.</p> <p>A breakdown of the scores by category, showing the % of respondents, between 2023 and 2022 respectively are: Very good/Good 48% compared to 57%; Average 31% compared to 29%; and Very Poor/Poor 21% compared to 14%.</p> <p>The answer scale for the ACSS was updated in 2022 to align with the scale used in the Victorian Local Government Community Satisfaction Survey conducted by the Department of Government Services.</p>

Service / indicator / measure	Results				Comment
	2020	2021	2022	2023	
This means that results prior to 2022 are not directly comparable with current results.					
Statutory Planning					
Decision making					
<i>Council planning decisions upheld at VCAT</i>	86.00%	58.67%	70.53%	82.50%	Council made decisions on 1192 applications in 2022/23, a decrease of 11% compared to 2021/22 (1340). Yarra continues to have a significant number of appeals related to complex and controversial applications. In 2022/23 the number of appeals to VCAT decreased 16%, 80 compared to 95 in 2021/22, while the number of Council decisions upheld at VCAT increased by 17% compared to 2021/22. In 2022/23 66 were upheld out of 80 appeals.
[Number of VCAT decisions that did not set aside council's decision in relation to a planning application / Number of VCAT decisions in relation to planning applications] x100					
Waste Collection					
Waste diversion					
<i>Kerbside collection waste diverted from landfill</i>	36.33%	33.03%	30.36%	29.66%	The ratio of waste diverted from landfill decreased 0.7% compared to 2021/22.
[Weight of recyclables and green organics collected from kerbside bins / Weight of garbage, recyclables and green organics collected from kerbside bins] x100					

Definitions

"Aboriginal child" means a child who is an Aboriginal person

"Aboriginal person" has the same meaning as in the Aboriginal Heritage Act 2006

"active library borrower" means a member of a library who has borrowed a book from the library

"annual report" means an annual report prepared by a council under section 98 of the Act

"class 1 food premises" means food premises, within the meaning of the *Food Act 1984*, that have been declared as class 1 food premises under section 19C of that Act

"class 2 food premises" means food premises, within the meaning of the *Food Act 1984*, that have been declared as class 2 food premises under section 19C of that Act

"critical non-compliance outcome notification" means a notification received by council under section 19N(3) or (4) of the *Food Act 1984*, or advice given to council by an authorized officer under that Act, of a deficiency that poses an immediate serious threat to public health

"food premises" has the same meaning as in the *Food Act 1984*

"local road" means a sealed or unsealed road for which the council is the responsible road authority under the *Road Management Act 2004*

"major non-compliance outcome notification" means a notification received by a council under section 19N(3) or (4) of the *Food Act 1984*, or advice given to council by an authorized officer under that Act, of a deficiency that does not pose an immediate serious threat to public health but may do so if no remedial action is taken

"MCH" means the Maternal and Child Health Service provided by a council to support the health and development of children within the municipality from birth until school age

"population" means the resident population estimated by council

Financial Performance Indicators

For the year ended 30 June 2023

Dimension / indicator / measure	Results				Forecasts				Material Variations
	2020	2021	2022	2023	2024	2025	2026	2027	
Efficiency									
Expenditure level									
<i>Expenses per property assessment</i>	\$3,427.30	\$3,486.41	\$3,461.32	\$3,476.63	\$3,744.42	\$3,766.52	\$3,742.48	\$3,826.68	Indicator is consistent with prior years and forecasts for future years indicate no major variances.
[Total expenses / Number of property assessments]									
Revenue level									
<i>Average rate per property assessment</i>	\$2,030.69	\$2,037.22	\$2,075.05	\$2,097.03	\$2,208.00	\$2,233.02	\$2,252.70	\$2,267.37	Indicator is consistent with prior years and forecasts for future years indicate no major variances.
[General rates and Municipal charges / Number of property assessments]									
Liquidity									
Working capital									
<i>Current assets compared to current liabilities</i>	246.58%	126.61%	170.49%	186.56%	176.01%	175.06%	177.51%	178.01%	Improvement in indicator reflective of improved

Dimension / indicator / measure	Results				Forecasts				Material Variations
	2020	2021	2022	2023	2024	2025	2026	2027	
[Current assets / Current liabilities] x100									operating performance in the net result 30 June 2023.
Unrestricted cash									This indicator is affected by term deposits of \$50 million that are treated as other financial assets. This indicator would be 29.39% if the \$50 million was held as cash and cash equivalents. The indicator in future years, is impacted by debt reduction and increases in statutory reserves.
<i>Unrestricted cash compared to current liabilities</i>	84.14%	13.27%	-7.38%	-54.13%	54.45%	55.41%	58.00%	55.19%	
[Unrestricted cash / Current liabilities] x100									
Obligations									
Loans and borrowings									
<i>Loans and borrowings compared to rates</i>	37.86%	35.45%	32.42%	27.66%	23.11%	19.08%	15.21%	11.48%	Improvement in indicator mainly due to loans and borrowings reducing from \$39.17 million in 2021/22 to \$34.90 million in 2022/23. Forecast indicator is impacted by a reducing reliance on debt.
[Interest and principle repayments on Interest bearing loans and borrowings / Rate revenue] x100									

Dimension / indicator / measure	Results				Forecasts				Material Variations
	2020	2021	2022	2023	2024	2025	2026	2027	
Loans and borrowings									
<i>Loans and borrowings repayments compared to rates</i>	2.80%	2.70%	29.54%	4.22%	4.01%	3.92%	3.81%	3.71%	This indicator has return to trend following the repayment of interest only loan of \$32.5 million in 2021/22.
[Interest and principal repayments on interest bearing loans and borrowings / Rate revenue] x100									
Indebtedness									
<i>Non-current liabilities compared to own source revenue</i>	27.39%	7.93%	22.56%	16.94%	14.09%	11.23%	8.51%	6.67%	Indicator affected in 2020/21 by \$33.8 million of borrowings that moved to current liabilities. Indicator has now returned to trend.
[Non-current liabilities / Own source revenue] x100									
Asset renewal and upgrade									
<i>Asset renewal and upgrade compared to depreciation</i>	120.65%	107.26%	119.88%	132.25%	85.11%	100.00%	100.00%	100.00%	In June 2022, Council adopted a formal Asset Plan which directs and informs investment levels for renewal capital works. The 2024 ratio of 85.11% has been informed by the Council Asset Plan. This reduced forecast has been offset by higher than normal renewal spend during 2020, 2021, 2022 and 2023.
[Asset renewal and upgrade expense / Asset depreciation] x100									

Dimension / indicator / measure	Results				Forecasts				Material Variations
	2020	2021	2022	2023	2024	2025	2026	2027	
Operating position									
Adjusted underlying result									
Adjusted underlying surplus (or deficit)	-1.02%	-9.01%	-4.63%	7.87%	3.53%	4.25%	5.95%	4.12%	This indicator has reflected the improvement in parking and user fee income as we emerge from the effects of the COVID-19. Forecast is that this indicator will continue to improve in future years.
[Adjusted underlying surplus (deficit)/ Adjusted underlying revenue] x100									
Stability									
Rates concentration									
Rates compared to adjusted underlying revenue	60.11%	63.77%	62.75%	56.10%	57.05%	56.93%	56.77%	56.97%	Indicator is consistent with prior years and forecasts for future years indicate no major variances.
[Rate revenue / Adjusted underlying revenue] x100									
Rates effort									
Rates compared to property values	0.20%	0.20%	0.20%	0.18%	0.20%	0.20%	0.20%	0.20%	Indicator is consistent with prior years and forecasts for future years indicate no major variances.
[Rate revenue / Capital improved value of rateable									

Dimension / indicator / measure	Results				Forecasts				Material Variations
	2020	2021	2022	2023	2024	2025	2026	2027	
properties in the municipality] x100									

Definitions

"adjusted underlying revenue" means total income other than:

- (a) non-recurrent grants used to fund capital expenditure; and
- (b) non-monetary asset contributions; and
- (c) contributions to fund capital expenditure from sources other than those referred to above

"adjusted underlying surplus (or deficit)" means adjusted underlying revenue less total expenditure

"asset renewal expenditure" means expenditure on an existing asset or on replacing an existing asset that returns the service capability of the asset to its original capability

"current assets" has the same meaning as in the AAS

"current liabilities" has the same meaning as in the AAS

"non-current assets" means all assets other than current assets

"non-current liabilities" means all liabilities other than current liabilities

"non-recurrent grant" means a grant obtained on the condition that it be expended in a specified manner and is not expected to be received again during the period covered by a council's Strategic Resource Plan

"own-source revenue" means adjusted underlying revenue other than revenue that is not under the control of council (including government grants

"population "means the resident population estimated by council

"rate revenue" means revenue from general rates, municipal charges, service rates and service charges

"recurrent grant "means a grant other than a non-recurrent grant

"residential rates" means revenue from general rates, municipal charges, service rates and service charges levied on residential properties

"restricted cash" means cash and cash equivalents, within the meaning of the AAS, that are not available for use other than for a purpose for which it is restricted, and includes cash to be used to fund capital works expenditure from the previous financial year

"unrestricted cash" means all cash and cash equivalents other than restricted cash.

Other Information

For the year ended 30 June 2023

1. Basis of preparation

Council is required to prepare and include a performance statement within its annual report. The performance statement includes the results of the prescribed sustainable capacity, service performance and financial performance indicators and measures together with a description of the municipal district and an explanation of material variations in the results. This statement has been prepared to meet the requirements of the *Local Government Act 2020* and *Local Government (Planning and Reporting) Regulations 2020*.

Where applicable the results in the performance statement have been prepared on accounting bases consistent with those reported in the Financial Statements. The other results are based on information drawn from council information systems or from third parties (e.g. Australian Bureau of Statistics).

The performance statement presents the actual results for the current year and for the prescribed financial performance indicators and measures, the results forecast by the council's strategic resource plan. The *Local Government (Planning and Reporting) Regulations 2020* requires explanation of any material variations in the results contained in the performance statement. Council has adopted materiality thresholds relevant to each indicator and measure and explanations have not been provided for variations below the materiality thresholds unless the variance is considered to be material because of its nature.

The forecast figures included in the performance statement are those adopted by council in its financial plan on 19 June 2023 and which forms part of the council plan. The financial plan includes estimates based on key assumptions about the future that were relevant at the time of adoption and aimed at achieving sustainability over the long term. Detailed information on the actual financial results is contained in the General Purpose Financial Statements. The financial plan can be obtained by contacting council.

Certification of the Performance Statement

In my opinion, the accompanying performance statement has been prepared in accordance with the *Local Government Act 2020* and the Local Government (Planning and Reporting) Regulations 2020.

Wei Chen

Principal Accounting Officer

Dated: 12 September 2023

In our opinion, the accompanying performance statement of the City of Yarra Council for the year ended 30 June 2023 presents fairly the results of council's performance in accordance with the *Local Government Act 2020* and the Local Government (Planning and Reporting) Regulations 2020.

The performance statement contains the relevant performance indicators, measures and results in relation to service performance, financial performance and sustainable capacity.

At the date of signing, we are not aware of any circumstances that would render any particulars in the performance statement to be misleading or inaccurate.

We have been authorised by the council and by the Local Government (Planning and Reporting) Regulations 2020 to certify this performance statement in its final form.

(Councillor 1 Name)

Councillor

Dated: 12 September 2023

(Councillor 2 Name)

Councillor

Dated: 12 September 2023

Sue Wilkinson

Chief Executive Officer

Dated: 12 September 2023

Governance and Management Items	Assessment
<p>1 Community engagement policy (policy under section 55 of the Act outlining Council's commitment to engaging with the community on matters of public interest)</p>	<p>Adopted in accordance with section 55 of the Act Date of adoption: 15 September 2020</p>
<p>2 Community engagement guidelines (guidelines to assist staff to determine when and how to engage with the community)</p>	<p>Guidelines were developed late 2020 and officially launched in July 2021.</p>
<p>3 Financial Plan (plan under section 91 of the Act outlining the financial and non-financial resources required for at least the next 10 financial years)</p>	<p>Adopted in accordance with section 91 of the Act Long Term Financial Plan 2023/24-2032/33 Date of adoption: 19 June 2023</p>
<p>4 Asset Plan (plan under section 92 of the Act setting out the asset maintenance and renewal needs for key infrastructure asset classes for at least the next 10 years)</p>	<p>Adopted in accordance with section 92 of the Act Asset Plan Date of adoption: 23 June 2022</p>
<p>5 Revenue and Rating Plan (plan under section 93 of the Act setting out the rating structure of Council to levy rates and charges)</p>	<p>Adopted in accordance with section 93 of the Act 2023/2024 Revenue and Rating Plan Date of adoption: 19 June 2023</p>
<p>6 Annual budget (plan under section 94 of the Act setting out the services to be provided and initiatives to be undertaken during the budget year and the funding and other resources required)</p>	<p>Adopted in accordance with section 94 of the Act 2023/24 Budget Date of adoption: 19 June 2023</p>
<p>7 Risk policy (policy outlining council's commitment and approach to minimising the risks to council's operations)</p>	<p>Policy Date of commencement of current policy: 30 August 2021</p>
<p>8 Fraud policy (policy outlining council's commitment and approach to minimising the risk of fraud)</p>	<p>Policy Date of commencement of current policy: 22 July 2020 □</p>

Governance and Management Items	Assessment
<p>9 Municipal emergency management plan (plan under section 60ADB of the Emergency Management Act 2013 for emergency mitigation, response and recovery)</p>	<p>Prepared and maintained in accordance with section 108 of the Act Date of preparation: 03 April 2023</p>
<p>10 Procurement policy (policy under section 108 of the Act outlining the principles, processes and procedures that will apply to the purchase of goods and services by the Council)</p>	<p>Adopted in accordance with section 108 of the Act Date of adoption: 07 December 2021</p>
<p>11 Business continuity plan (plan setting out the actions that will be undertaken to ensure that key services continue to operate in the event of a disaster)</p>	<p>Council's current Business Continuity Plan was updated and adopted by Council. Council undertakes Business Continuity planning as part of its Risk Management framework Date of adoption: 25 January 2022</p>
<p>12 Disaster recovery plan (plan setting out the actions that will be undertaken to recover and restore business capability in the event of a disaster)</p>	<p>Council's Disaster Recovery Plan Date of endorsement: 03 April 2023.</p>
<p>13 Risk management framework (framework outlining council's approach to managing risks to the council's operations)</p>	<p>Framework Date of commencement of current framework: 30 June 2021</p>
<p>14 Audit and Risk Committee (see sections 53 and 54 of the Act)</p>	<p>Established in accordance with section 53 of the Act Date of establishment: 01 September 2020</p>
<p>15 Internal audit (independent accounting professionals engaged by the council to provide analyses and recommendations aimed at improving council's governance, risk and management controls)</p>	<p>Engaged Date of engagement of current provider: 20 January 2020 An independent internal audit function is a long-standing part of Council's management framework, our current independent accounting professionals were engaged by Council following a competitive tender process.</p>

Governance and Management Items	Assessment
<p>16 Performance reporting framework (a set of indicators measuring financial and non-financial performance, including the performance indicators referred to in section 98 of the Local Government Act 2020)</p>	<p>Framework Date of adoption of current framework: 25 October 2022</p>
<p>17 Council Plan report (report reviewing the performance of the council against the council plan, including the results in relation to the strategic indicators, for the first six months of the financial year)</p>	<p>No report Council Plan progress is reported in the Annual Report including the performance results for the Strategic Indicators. The Annual Report was presented to Council on 25 October 2022. Council also endorses an Annual Plan, linked to initiatives in the Council Plan. Progress is reported to Council via the Annual Plan Quarterly Progress Report.</p>
<p>18 Quarterly Budget reports (quarterly reports to the Council under section 97(1) of the Local Government Act 2020, comparing actual and budgeted results and an explanation of any material variations)</p>	<p>Reports presented to the Council in accordance with section 138(1) of the Local Government Act 1989 Date reports presented: 13 September 2022, 15 November 2022, 14 March 2023, 16 May 2023</p>
<p>19 Risk reporting (6-monthly reports of strategic risks to Council's operations, their likelihood and consequences of occurring and risk minimisation strategies)</p>	<p>Reports Date of reports: 9 March 2023, 1 June 2023</p>
<p>20 Performance reporting (6-monthly reports of indicators measuring financial and non-financial performance, including the performance indicators referred to in section 98 of the Local Government Act 2020)</p>	<p>Reports Council reports on the LGPRF and Council Plan performance indicators annually in the Annual Report in accordance with section 98 of the Local Government Act 2020.</p>
<p>21 Annual report (annual report under sections 98, 99 and 100 of the Local Government Act 2020 containing a report of operations and audited financial and performance statements)</p>	<p>Presented at a meeting of the Council in accordance with section 100 of the Act Date statements presented: 25 October 2022</p>

Governance and Management Items	Assessment
<p>22 Councillor Code of Conduct (Code under section 139 of the Act setting out the standards of conduct to be followed by Councillors and other matters)</p>	<p>Reviewed and adopted in accordance with section 139 of the Act</p> <p>Date reviewed: 8 March 2022</p>
<p>23 Delegations (documents setting out the powers, duties and functions of Council and the Chief Executive Officer that have been delegated to members of staff, in accordance with sections 11 and 47 of the Act)</p>	<p>Reviewed in accordance with section 11(7) of the Act and a register kept in accordance with sections 11(8) and 47(7) of the Act</p> <p>Date of review: Instrument of Delegation from Council to the Chief Executive Officer was reviewed 26 October 2020.</p> <p>Instrument of Delegation from Council to Council staff was reviewed and endorsed and executed by Council on 26 October 2020.</p>
<p>24 Meeting procedures (Governance Rules under section 60 of the Act governing the conduct of meetings of Council and delegated committees)</p>	<p>Governance Rules adopted in accordance with section 60 of the Act</p> <p>Date Governance Rules adopted: 23 August 2022</p>

I certify that this information presents fairly the status of council's governance and management arrangements.

Sue Wilkinson

Chief Executive Officer

Dated: 12 September 2023

Cr Claudia Nguyen

Mayor

LGPRF 2022/23

Yarra City Council

Dated: 12 September 2023

Yarra Council

Report of Operations

For the year ended 30 June

2023

REPORT OF OPERATIONS (ANNUAL REPORT INSERT)

Service Performance Indicators

The following statement provides the results of the prescribed service performance indicators and measures including explanation of results in the comments.

Service / indicator / measure	Results				Comments
	2020	2021	2022	2023	
Aquatic Facilities					
Service standard					
<i>Health inspections of aquatic facilities</i>	4.00	5.00	1.00	1.00	Each aquatic facility was inspected by an Authorised Officer in accordance with the Public Health Act. [Number of authorised officer inspections of Council aquatic facilities / Number of Council aquatic facilities]
[Number of authorised officer inspections of Council aquatic facilities / Number of Council aquatic facilities]					
Utilisation					
<i>Utilisation of aquatic facilities</i>	7.08	3.57	6.21	7.02	Attendance at the Aquatic facilities has been increasing since their re-opening in November 2021 when they returned to normal operating hours and programs after the forced closures in March 2020, which continued on and off until November 2021 due to COVID-19 restrictions. [Number of visits to aquatic facilities / Municipal population]
[Number of visits to aquatic facilities / Municipal population]					
Service cost					
<i>Cost of aquatic facilities</i>	\$6.39	\$19.41	\$8.04	\$6.85	The cost of the Aquatic facilities continued to decrease, 15% this year compared to 2021/22. Increased patronage and income after their re-opening in November 2021 when they returned to normal operating hours and programs after their forced closures in March 2020, which continued on and off until November 2021 due to COVID-19 restrictions. [Direct cost of aquatic facilities less income received / Number of visits to aquatic facilities]
[Direct cost of aquatic facilities less income received / Number of visits to aquatic facilities]					
Animal Management					
Timeliness					
<i>Time taken to action animal management requests</i>	1.56	1.98	1.76	1.92	Council continues to take all necessary steps to timely action animal management requests. Time taken to action animal management requests remains under 2 days. [Number of days between receipt and first response action for all animal management requests / Number of animal management requests]
[Number of days between receipt and first response action for all animal management requests / Number of animal management requests]					
Service standard					
<i>Animals reclaimed</i>	61.37%	49.81%	51.60%	46.45%	Council collected 422 animals this year, compared to 343 animals in 2021/22, an increase of 23%. This year 196 animals were reclaimed by their owners compared with 177 in 2021/22. [Number of animals reclaimed / Number of animals collected] x100
[Number of animals reclaimed / Number of animals collected] x100					
<i>Animals rehomed</i>	4.67%	8.61%	5.25%	48.34%	The increase in animals rehomed is due to a change in reporting methodology, previous years reported number of animals rehomed while still at Councils Pound services before they were transferred to private kennels and put up for adoption. This years figure includes the number of animals collected that were rehomed through both services. [Number of animals rehomed / Number of animals collected] x100
[Number of animals rehomed / Number of animals collected] x100					
Service cost					
<i>Cost of animal management service per population</i>	\$4.93	\$4.75	\$5.19	\$6.70	There has been an increase in cost of the animal management service (23%) which reflects the increase in CPI and contact costs which were impacted by both CPI and the 23% increase in animals collected. [Direct cost of the animal management service / Population]
[Direct cost of the animal management service / Population]					
Health and safety					
<i>Animal management prosecutions</i>	100.00%	100.00%	100.00%	100.00%	Council continues to perform well with all 13 animal management prosecutions ruled in favour of Council. [Number of successful animal management prosecutions / Number of animal management prosecutions] x 100
[Number of successful animal management prosecutions / Number of animal management prosecutions] x 100					
Food Safety					
Timeliness					
<i>Time taken to action food complaints</i>	1.56	1.78	1.58	1.28	Council continues to take all necessary steps to timely action food complaints. Time taken to action complaints decreased by 19% in 2022/23 compared to the previous year and remains under 2 days. [Number of days between receipt and first response action for all food complaints / Number of food complaints]
[Number of days between receipt and first response action for all food complaints / Number of food complaints]					
Service standard					
<i>Food safety assessments</i>	99.91%	97.00%	99.74%	99.74%	Council's food safety assessment result is consistent with previous years. Council continues to undertake food safety assessments in accordance with the Food Act 1984 that requires registered class 1 and 2 food premises to receive an annual food safety assessment. The number of relevant registered food premises increased from 1154 in 2021/22 to 1165 in 2022/23. Three premises were registered in 2022/23 but did not open to enable a food safety assessment to be undertaken. [Number of registered class 1 food premises and class 2 food premises that receive an annual food safety assessment in accordance with the Food Act 1984 / Number of registered class 1 food premises and class 2 food premises that require an annual food safety assessment in accordance with the Food Act 1984] x100
[Number of registered class 1 food premises and class 2 food premises that receive an annual food safety assessment in accordance with the Food Act 1984 / Number of registered class 1 food premises and class 2 food premises that require an annual food safety assessment in accordance with the Food Act 1984] x100					
Service cost					
<i>Cost of food safety service</i>	\$361.60	\$362.82	\$417.21	\$380.03	There has been a 9% decrease in cost of food safety program compared to 2021/22. In 2021/22 there was additional investment in new equipment and technology to support the team in the delivery of their food safety service which resulted in an increase in the cost of the service. Comparing the trend over the past 4 years the 2022/23 result is consistent. [Direct cost of the food safety service / Number of food premises registered or notified in accordance with the Food Act 1984]
[Direct cost of the food safety service / Number of food premises registered or notified in accordance with the Food Act 1984]					
Health and safety					
<i>Critical and major non-compliance outcome notifications</i>	100.00%	99.54%	100.00%	99.20%	Council responds to 100% of critical and major non-compliance outcome notifications. Results less than 100% occur where follow-up inspections are delayed due to closures and where inspections fall in the next period. [Number of critical non-compliance outcome notifications and major non-compliance notifications about a food premises followed up / Number of critical non-compliance outcome notifications and major non-compliance notifications about a food premises] x100
[Number of critical non-compliance outcome notifications and major non-compliance notifications about a food premises followed up / Number of critical non-compliance outcome notifications and major non-compliance notifications about a food premises] x100					
Governance					
Transparency					
<i>Council decisions made at meetings closed to the public</i>	7.13%	6.95%	9.58%	3.26%	A decision to consider major procurement decisions in public Council Meetings has resulted in a 65% drop in the percentage of Council decisions made at meetings closed to the public. This has continued an ongoing trend of transparent decision-making where management continues to conduct a rigorous assessment of each proposed confidential report against the definition of confidential information in the Local Government Act. [Number of Council resolutions made at meetings of Council, or at meetings of a delegated committee consisting only of Councillors, closed to the public / Number of Council resolutions made at meetings of Council or at meetings of a delegated committee consisting only of Councillors] x100
[Number of Council resolutions made at meetings of Council, or at meetings of a delegated committee consisting only of Councillors, closed to the public / Number of Council resolutions made at meetings of Council or at meetings of a delegated committee consisting only of Councillors] x100					

Attachment 4 Attachment 4 - 2022/23 Report of Operations

Service / indicator / measure	OFFICIAL				Comments
	2020	2021	2022	2023	
Consultation and engagement					
<i>Satisfaction with community consultation and engagement</i> [Community satisfaction rating out of 100 with how Council has performed on community consultation and engagement]	72.00	65.00	50.00	45.00	Council scored an average of 45% for Satisfaction with community consultation and engagement in the Annual Customer Satisfaction Survey 2023 (ACSS), a decrease of 10% compared to 2021/22. A breakdown of the scores by category, showing the % of respondents, between 2023 and 2022 respectively are: Very good/Good 31% compared to 38%; Average 32% compared to 37%; and Very Poor/Poor 37% compared to 31%. The answer scale for the ACSS was updated in 2022 to align with the scale used in the Victorian Local Government Community Satisfaction Survey conducted by the Department of Government Services. This means that results prior to 2022 are not directly comparable with current results.
Attendance					
<i>Councillor attendance at council meetings</i> [The sum of the number of Councillors who attended each Council meeting / (Number of Council meetings) x (Number of Councillors elected at the last Council general election)] x100	92.89%	93.98%	95.65%	88.89%	The election of one of Yarra's Councillors to the Victorian Parliament in 2022 resulted in a period where they were absent from Council meetings, yet still technically held the office of Councillor. Adjusting for this anomaly brings the attendance figure above 90% in line with prior years.
Service cost					
<i>Cost of elected representation</i> [Direct cost of the governance service / Number of Councillors elected at the last Council general election]	\$41,032.00	\$38,849.87	\$47,596.22	\$53,345.00	The cost of Councillor representation is primarily made up of allowances paid to Yarra Councillors. The 2022/2023 year was the first full year following the Victorian Independent Remuneration Tribunal's February 2022 determination to increase the allowance of Mayors and Councillors and to introduce an allowance for the Deputy Mayor.
Satisfaction					
<i>Satisfaction with council decisions</i> [Community satisfaction rating out of 100 with how council has performed in making decisions in the interest of the community]	71.00	66.00	49.00	46.00	Council scored an average of 46% for Satisfaction with council decisions in the Annual Customer Satisfaction Survey 2023 (ACSS), a decrease of 6% compared to 2021/22. A breakdown of the scores by category, showing the % of respondents, between 2023 and 2022 respectively are: Very good/Good 33% compared to 36%; Average 32% compared to 34%; and Very Poor/Poor 35% compared to 30%. The answer scale for the ACSS was updated in 2022 to align with the scale used in the Victorian Local Government Community Satisfaction Survey conducted by the Department of Government Services. This means that results prior to 2022 are not directly comparable with current results.
Libraries					
<i>Utilisation</i>					
<i>Physical library collection usage</i> [Number of physical library collection item loans / Number of physical library collection items]	3.81	1.90	3.47	4.11	There has been an increase in physical Library collection usage compared to the previous three years which is largely attributed to Libraries returning to normal operations for 12 months after the forced closures and restricted operations due to COVID-19 restrictions. During the past 12 months Yarra Libraries also introduced their after hours service providing registered patrons access to Libraries and borrowings after normal closing hours.
Resource standard					
<i>Recently purchased library collection</i> [Number of library collection items purchased in the last 5 years / Number of library collection items] x100	70.98%	70.64%	60.79%	65.57%	Council increased its investment in the physical library collection after reducing it in 2021/22 when it reduced funding for new physical collection resources and invested in its digital collection instead due to increased demand for digital collection material during COVID-19 restriction.
Participation					
<i>Active library borrowers in municipality</i> [Number of active library borrowers in the last three years / The sum of the population for the last three years] x100	16.24%	15.10%	13.23%	13.08%	While the percentage of active library borrowers has decreased, this calculation is based on an average of active borrowers over the past three years, and includes borrowing activity during 2 years of COVID-19 restrictions. In actual terms there has been a 19.5% increase in the number of borrowers during 2022/23 compared to the number during 2021/22.
Service cost					
<i>Cost of library service per population</i> [Direct cost of the library service / Population]	\$47.39	\$48.66	\$56.48	\$59.52	There has been a 5% increase in cost of the Library service which is in-line with the CPI increase as Library services returned to a full year of normal operations after the previous years disruptions due to COVID-19 restrictions.
Maternal and Child Health (MCH)					
Service standard					
<i>Infant enrolments in the MCH service</i> [Number of infants enrolled in the MCH service (from birth notifications received) / Number of birth notifications received] x100	102.17%	101.61%	101.02%	100.59%	Infants are enrolled in the Maternal and Child Health Service by Council as part of the birth notification process. A result of >100% can occur where the birth and first home visit occur in different financial years.
Service cost					
<i>Cost of the MCH service</i> [Cost of the MCH service / Hours worked by MCH nurses]	\$70.40	\$68.03	\$100.03	\$87.95	The cost of the service is based on overall cost divided by hours works by nurses. During 2021/22 while total costs remained comparable with 2020/21 and 2022/23 there was a reduction of 32% in the number of service hours delivered compared to 2020/21. This was due to the impact of COVID-19 and the State's Code Brown mandate which prioritised key MCH services and suspended others for six weeks further reducing total service hours in those services suspended and resulting in high cost per service hour. Service cost a now moving back to align with pre COVID-19 trends.
Participation					
<i>Participation in the MCH service</i> [Number of children who attend the MCH service at least once (in the year) / Number of children enrolled in the MCH service] x100	84.20%	84.63%	80.55%	83.02%	Participation levels are aligned with previous trends. Council contacts every family whose details are provided as part of the birth notification process inviting them to participate, offering a first home visit. Council is not in control of how many families accept the offer.

Attachment 4 Attachment 4 - 2022/23 Report of Operations

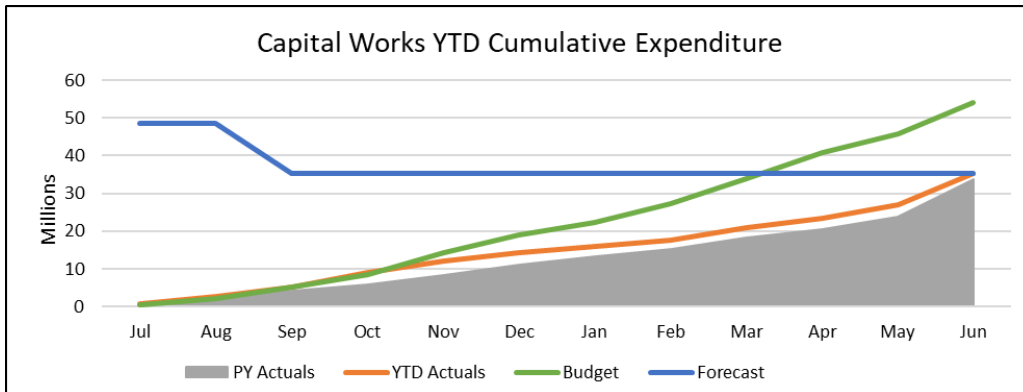
Service / indicator / measure	OFFICIAL				Comments
	2020	2021	2022	2023	
Participation					
Participation in the MCH service by Aboriginal children [Number of Aboriginal children who attend the MCH service at least once (in the year) / Number of Aboriginal children enrolled in the MCH service]x100	95.65%	97.34%	55.70%	51.85%	This data includes Aboriginal children who participate with City of Yarra Maternal and Child Health services and the Victorian Aboriginal Health Services (VAHS) after a partnership was developed in 2020/21. While the total 26 Aboriginal children are registered with Council, 14 are active clients with Council and regularly attend their Key Age and Stage appointments. The remaining 12 attend VAHS who use a different recording program, these attendances are not included in the Council participation figures. Council continues to work with VAHS and promote the Maternal and Child Health services with Aboriginal families.
Satisfaction Participation in 4-week Key Age and Stage visit [Number of 4-week key age and stage visits / Number of birth notifications received] x100	91.76%	91.36%	93.38%	92.11%	Community participation in 4-week Key Age and Stage visits continues to be comparable with previous years results.
Roads					
Satisfaction of use Sealed local road requests [Number of sealed local road requests / Kilometres of sealed local roads] x100	153.38	111.78	136.23	132.35	There was a slight decrease in the number of local road requests (420) compared to 2021/22 (429). This year's result is mid range compared to results over the past 4 years range 111- 153.
Condition Sealed local roads maintained to condition standards [Number of kilometres of sealed local roads below the renewal intervention level set by Council / Kilometres of sealed local roads] x100	98.78%	98.31%	92.88%	97.96%	Council has consistently demonstrated its commitment to maintaining its local road network over the last 5 years with 97.96% of its roads above its renewal intervention level.
Service cost Cost of sealed local road reconstruction [Direct cost of sealed local road reconstruction / Square metres of sealed local roads reconstructed]	\$243.84	\$386.93	\$288.81	\$357.12	Traditionally the majority of Council's sealed road reconstruction works involve reconstruction of bluestone laneways which significantly increases the cost per square metre. Overall average unit rate costs increased due to a CPI increase of 5.5%, plus rising bitumen supply costs. Further, the specific mix of projects adopted for completion in 2023/24 resulted in cost increases per m2 due to site specifics such as more traffic management, the proportion of full depth pavement reconstruction for some projects and the scope of bluestone work being undertaken.
Service Cost Cost of sealed local road resealing [Direct cost of sealed local road resealing / Square metres of sealed local roads resealed]	\$37.88	\$37.97	\$41.49	\$49.22	The cost of sealed local road resealing has increased compared to previous years due to a CPI increase of 5.5%, plus rising bitumen supply costs. Further, the specific mix of projects adopted for completion in 2023/24 resulted in cost increases per m2 due to site complexity, traffic management and other factors such as project scope and scale.
Satisfaction Satisfaction with sealed local roads [Community satisfaction rating out of 100 with how council has performed on the condition of sealed local roads]	75.00	73.00	63.24	59.00	Council scored an average of 59% for Satisfaction with sealed local roads in the Annual Customer Satisfaction Survey 2023 (ACSS), a decrease of 6% compared to 2021/22. A breakdown of the scores by category, showing the % of respondents, between 2023 and 2022 respectively are: Very good/Good 48% compared to 57%; Average 31% compared to 29%; and Very Poor/Poor 21% compared to 14%. The answer scale for the ACSS was updated in 2022 to align with the Victorian Local Government Community Satisfaction Survey conducted by the Department of Jobs, Precincts and Regions. Scores were collected on a 5-point scale in 2022 and a 11-point scale prior to 2022. Average scores prior to 2022 are not directly comparable and should be considered in the context of the scale change.
Statutory Planning					
Timeliness Time taken to decide planning applications [The median number of days between receipt of a planning application and a decision on the application]	120.00	132.00	130.00	131.00	Time taken to decide planning applications has been consistent over the past three years with variations between 1% to 2%.
Service standard Planning applications decided within required time frames [(Number of regular planning application decisions made within 60 days) + (Number of VicSmart planning application decisions made within 10 days) / Number of planning application decisions made] x100	62.91%	60.66%	46.95%	46.84%	The current result of 46.84% is within the range of results for previous years which is 46% to 62%.
Service cost Cost of statutory planning service [Direct cost of the statutory planning service / Number of planning applications received]	\$3,943.17	\$5,077.19	\$5,363.52	\$5,246.30	Cost of the service remained consistent compared to the 2021/22 result.
Decision making Council planning decisions upheld at VCAT [Number of VCAT decisions that did not set aside council's decision in relation to a planning application / Number of VCAT decisions in relation to planning applications] x100	86.00%	58.67%	70.53%	82.50%	Council made decisions on 1192 applications in 2022/23, a decrease of 11% compared to 2021/22 (1340). Yarra continues to have a significant number of appeals related to complex and controversial applications. In 2022/23 the number of appeals to VCAT decreased 16%, 80 compared to 95 in 2021/22, while the number of Council decisions upheld at VCAT increased by 17% compared to 2021/22. In 2022/23 66 were upheld out of 80 appeals.
Waste Collection					
Satisfaction Kerbside bin collection requests [Number of kerbside garbage and recycling bin collection requests / Number of kerbside bin collection households] x1000	63.41	38.18	76.58	64.86	While there was a decrease in the number of requests in 2022/23 compared to the 2021/22 result, the number is within the accepted range of results for the past 4 years, 38 to 76. This relates to all bin requests such as requests for new bins, repairs and upgrades as well as missed bins.
Service standard Kerbside collection bins missed [Number of kerbside garbage and recycling collection bins missed / Number of scheduled kerbside garbage and recycling collection bin lifts] x10,000	0.29	1.12	0.35	1.45	Missed bin collection requests have fluctuated over the past 4 years, during this time Council has introduced changes in the bins service including a change in contract providers and collection routes and dates to the more recent introduction of a glass bin service during 2022/23. Change in services often result in an increase in missed bins. In 2022/23 missed bin requests increased to 1.45 compared to 0.35 in 2021/22.

Attachment 4 Attachment 4 - 2022/23 Report of Operations

Service / indicator / measure	OFFICIAL				Comments
	2020	2021	2022	2023	
Service cost					
<i>Cost of kerbside garbage bin collection service</i> [Direct cost of the kerbside garbage bin collection service / Number of kerbside garbage collection bins]	\$75.45	\$76.01	\$87.22	\$91.71	The cost of kerbside garbage bin collection service increased by 5% compared to 2021/22. This reflects the increasing cost of waste services within the sector.
Service cost					
<i>Cost of kerbside recyclables collection service</i> [Direct cost of the kerbside recyclables bin collection service / Number of kerbside recyclables collection bins]	\$40.77	\$40.09	\$44.79	\$59.41	The cost of kerbside recycle bin collection service increased by 33% compared to 2021/22. This reflects the increasing cost of waste recycling services within the sector.
Waste diversion					
<i>Kerbside collection waste diverted from landfill</i> [Weight of recyclables and green organics collected from kerbside bins / Weight of garbage, recyclables and green organics collected from kerbside bins] x100	36.33%	33.03%	30.36%	29.66%	The ratio of waste diverted from landfill decreased 0.7% compared to 2021/22.

Capital Works 2022/23 Quarter 4

Capital Works Program Snapshot



Capital Works Performance

Property

Buildings

A total of 31 projects were successfully completed as part of this program, with 22 projects completed in quarter 4 including:

- Richmond Kindergarten extension and upgrade
- 'Learning Bank' 124 Victoria Street Pop-Up Community Space
- Djerring Centre southern entry ramp and main hall works
- Studio 1 Maternal and Child Health Centre
- North Carlton Childrens Centre renewal works
- John Street Community Early Childhood Centre refurbishment works
- Carlton Hall (Dancehouse) toilet renewals including backstage showers.

This program has a full-year expenditure variance of \$8.74m underspend, including those projects carried forward, replanned, deferred, additional projects to the program or projects otherwise identified as having underspend in the quarterly program adjustments reports. The variance was primarily due to budget reductions including:

- Collingwood College Early Childhood Centre \$2.66m (works to be performed by Victorian Schools Building Authority instead of Council)
- Atherton Gardens Kindergarten \$0.69m (planned carry-forward)
- Richmond Town Hall façade/roof remediation works and HVAC renewal \$2.53m (deferred)
- Fitzroy Town Hall main hall HVAC and related works \$2.26m (deferred by decision of Council)

Plant & Equipment

Plant, machinery and equipment

This program has a full-year expenditure variance of \$1.59m underspend, including those projects carried deferred or otherwise identified as having underspend in the quarterly program adjustments reports. The variance was primarily due to budget reductions including:

- Trucks \$0.54m (underspend)
- Compactors \$0.50m (deferred)
- Passenger cars \$0.19m (underspend)

Fixtures, Fittings and Furniture

This program has a full-year expenditure variance of \$46K overspend. The \$127K of expenditure on the Archie Roach AC and Ruby Hunter public artwork attributed to this category is fully funded by unbudgeted external grant income. Adjusting for this, this program has an underlying underspend of \$81K.

Computers and telecommunications

This program for the renewal of computers, networking and telecommunications equipment was completed with a full-year minor expenditure variance of \$54K overspend.

Library books

This program for the purchase of library resources was completed with a full-year minor expenditure variance of \$2K underspend.

Infrastructure

Roads

A total of 76 road renewal projects were successfully completed as part of this program, with 24 projects completed in quarter 4.

This program has a full-year expenditure variance of \$0.89m underspend. This variance was due to delivery underspend achieved in various projects and the deferral of some projects due to delays caused by external authorities and property developments.

Bridges

This program concluded with a full-year expenditure variance of \$25K savings.

Footpaths and cycleways

A total of 29 footpaths and cycleways projects were successfully completed as part of this program, with 13 projects completed in quarter 4 including:

- Brunswick St/Kerr St Outstand works
- Nicholson Street Activity Centre renewal
- Nicholson/Victoria (North) Intersection Upgrade Pilot set-up

This program has a full-year expenditure variance of \$0.66m overspend. The variance was primarily due to \$0.81m of unbudgeted expenditure on Nicholson Street Activity Centre works, noting that this was offset by \$0.41m in unbudgeted external funding from the Department of Transport and Planning and \$0.45m of funds from the deferral of road works in Wangaratta Street.

Drainage

A total of 12 drainage projects were successfully completed as part of this program, with 6 projects completed in quarter 4, including:

- Brick Drain Rehabilitation Program
- Edinburgh Gardens Sediment Trap

This program has a full-year expenditure variance of \$0.85m underspend which was primarily due to the removal of the Curtain Square Stormwater Harvesting Scheme project (\$1.14m, part externally funded), partially offset by \$0.34m of unbudgeted expenditure on the Edinburgh Gardens Sediment Trap project.

Waste management

This program for the renewal of street bins (including smart and compacting bins) was completed on budget.

Parks, open space and streetscapes

A total of 28 parks and open space projects were successfully completed as part of this program, with 23 projects completed in quarter 4, including:

- Stephenson Reserve park extension and redevelopment works
- George Knott Reserve track repairs and discuss cage work

Construction work has commenced on these projects, with works to be completed in 23/24:

- Burnley Golf Course risk mitigation works (preliminary irrigation and bunker works commenced)
- Cambridge Street Reserve
- Otter Street Pocket Park

This program has a full-year expenditure variance of \$5.14m underspend, including those projects carried forward, replanned, deferred or otherwise identified as having underspend in quarterly program adjustments reports. The variance was primarily due to budget reductions including:

- Cambridge Street Reserve \$0.68m (planned carry forward)
- Otter Street Pocket Park \$0.44m (planned carry forward)
- Burnley Golf Course risk mitigation works \$1.65m (planned carry forward)
- Land purchase \$2.00m (deferred)

Other infrastructure

The infrastructure improvements delivered through this program included:

- Local Area Place Making (LAPM) program – \$1.80m of road safety improvements delivered across LAPM precinct 2 (North Carlton), precinct 3 (Scotchmer), precinct 9 (Rose), precinct 13 (Abbotsford) and precinct 19 (Bendigo)
- Pedestrian Provisions program
- Spot Safety and Safety Around Schools programs
- Bicycle Infrastructure program including contraflow bike lanes in Madden Grove and Griffiths, Lord, Lambert and Webb Streets.

This program has a full-year expenditure variance of \$2.34m underspend, including those projects carried forward, replanned, deferred or otherwise identified as having underspend in the quarterly program adjustments reports. This variance was primarily due to budget reductions including:

- various LAPM projects \$1.04m (deferred)
- Federal Spot Safety Program \$0.80m (planned carry forward)

Attachment 6 Attachment 6 - Capital Works Program Adjustments - 2022-23 Q4

Capital Works Program Adjustments - 2022-23 Q4

Project ID	Description	Project Budget Before Change \$	Net Change to Budget \$	Unbudgeted Income \$	Change Request Type	Reason	Reporting Period	2022/23 Adjusted Budget Running Total \$	Cumulative Variance Adjusted to Baseline Budget \$
	2022/23 adopted new allocations							38,859,307	
	2022/23 adopted works carried forward from 2021/22		+15,245,676		Adopted Carry Forward	Running total is adopted 2022/23 budget (new allocations plus adopted carry forward)		54,104,983	
	Further works carried forward from 2021/22		+2,016,929		Further Carry Forward	Running total is the baseline capital works budget for the year (and starting adjusted budget for the year), being the adopted 2022/23 budget plus further amounts carried forward from 2021/22		56,121,912	
	2022/23 Q1 Totals		+1,586,628	1,486,628				57,708,540	+1,586,628
	2022/23 Q2 Totals		-19,430,818	10,321				38,277,722	-17,844,190
	2022/23 Q3 Totals		-2,523,110	388,680				35,754,612	-20,367,300
3373	Collingwood Senior Citizens Centre - Refurbishment works	132,000	+64,000	58,821	Unbudgeted Income and Budget Increase	Recognise \$58,821 funding from DFFH Universal Design 2022 to fund the southern entry ramp and entry door modifications. In addition, budget increase of \$64,000 fully offset by savings in the buildings program.	Apr-2023	35,818,612	-20,303,300
3312	Bob Rose Stand - Remedial Works	220,000	-64,000		Savings	Savings identified in construction works to the terrace stand. Budget reduced by \$64,000 to fund the Collingwood Senior Citizens Centre budget increase.	Apr-2023	35,754,612	-20,367,300
3315	Coppin Street Intersections Improvements	4,640	+25,640		Budget Increase	Budget increase \$25,640 to deliver full scope of works in 22/23. Funded by savings identified in the strategic transport program.	Apr-2023	35,780,252	-20,341,660
3310	Alfred Crescent Bi-Directional Bike Lane	25,000	-19,400		Savings	Savings identified through deferral of works. Budget savings used to fund the 3315 Coppin Street Intersections Improvements budget increase.	Apr-2023	35,760,852	-20,361,060
3312	Bicycles - lane markings	340,000	-6,240		Savings	Savings realised through the delivered works. Budget savings used to fund the 3315 Coppin Street Intersections Improvements budget increase.	Apr-2023	35,754,612	-20,367,300
3271	Curtain Square Stormwater Harvesting Scheme	800,000	+496,579		Carry Over Reversal	Reversal of carry over approved in Dec 2022 cycle - project will not proceed at this stage due to tendered cost significantly exceeding project budget.	Apr-2023	36,251,191	-19,870,721
3271	Curtain Square Stormwater Harvesting Scheme	1,296,579	-1,132,390	564,485	Savings	Project will not proceed at this stage due to tendered cost significantly exceeding project budget - savings through project deferral, with corresponding decrease in grant income (project 50% externally funded).	Apr-2023	35,118,801	-21,003,111
	2022/23 Q4 Totals		-635,811	-505,664		Adjusted 2022/23 capital works budget		35,118,801	-21,003,111
	2022/23 Totals		-21,003,111	+1,379,965					

7.10 Draft Financial Sustainability Strategy

Reference	D23/319324
Author	Wei Chen - Chief Financial Officer
Authoriser	General Manager Corporate Services and Transformation
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. To seek in principle endorsement of the draft Financial Sustainability Strategy (FSS) for the purpose of community engagement.

Critical analysis

History and background

2. The overarching objectives of the Local Government Act 2020 (the Act) are to ensure councils adhere to sound financial practices, put in place long-term planning and effective risk management frameworks to support the financial sustainability of the Council and act in the best interests of the municipal community, including future generations.
3. In today's complex and rapidly changing economic landscape, local governments face unique challenges and responsibilities in effective financial management. The financial sustainability of local governments across Australia continues to be challenging, driven by population growth, increasing community demand for services, and rising costs associated with service delivery and the renewal of ageing infrastructure.
4. Since its inception in 2016, the 'Fair Go Rates System' has challenged all Victorian Councils' financial sustainability. In recent years, the Essential Services Commission (ESC) has recommended that the rate cap be set equal to the CPI forecast. However, the CPI does not accurately reflect increases in costs faced by Councils, because they have a significantly different composition of expenditure compared to households. Key Council expenditures (wages, construction, utilities, etc.), required to provide services and deliver infrastructure projects, have been increasing faster than the CPI.
5. Furthermore, for 2023/24, the rate cap is set at 0.5% below the CPI forecast - a substantial disparity between policy and actuality.
6. Over the past seven years, the rate cap set below the actual CPI has cost Council \$8.4m.
7. Cost shifting has been a major financial issue for many years and poses a risk on the ability for Council to deliver services and our financial sustainability. Yarra has taken on additional responsibilities, delivered within the prescribed fees and revenue envelope and the rate cap, which have had a detrimental impact on our financial position. Over time, the funds received by local government have not increased in line with real cost escalation. Council has relied on rate revenue to bridge funding gaps, meet growing service demands, comply with new government policies, tackle rising costs, and fulfill community expectations.
8. The present Council is facing the impacts of past decisions made by previous Councils. In a different economic climate, Council took out borrowings to finance infrastructure projects, such as the North Fitzroy Library and Community Hub and the acquisition of the 345 Bridge Road premises, and to pay for an industry-wide defined-benefit superannuation call. These historic borrowings with 'interest only' payments have created a significant financial issue for this Council that requires systemic response.

9. The situation was further impacted by the COVID-19 pandemic, an unforeseen shock, which ultimately had an estimated \$50m impact to Council's financial position. This was as a result of substantial revenue losses, fee waivers and the introduction of programs and services to support Yarra's local businesses and community members.
10. More recently, Council's position has been impacted by escalating contract prices for infrastructure projects driven by factors such as inflation, supply pressures and competition from state infrastructure initiatives, and increasing cost-of-services above the rate of the Consumer Price Index (CPI).
11. The Municipal Monitor's *Report on the Governance of the City of Yarra* outlined the need for Council to make significant changes to the service mix, restructuring of the organisation, major investments in technology to improve the quality and efficiency of internal business processes, the implementation of a contemporary asset management system and improved processes for community interactions with Council. Therefore, further significant reform is needed to create a modern service-orientated organisation, with an emphasis on Council's financial sustainability.
12. Council entered the 2022/23 budget period with significant challenges and in 2023, Council commenced implementing measures in relation to its financial sustainability.
13. Over the past twelve months, Council has acted on the Municipal Monitor's recommendations and taken proactive measures to improve its financial position from 2022/23 due to diligent financial management practice, including:
 - (a) Improved capital works performance;
 - (b) Prudent financial management such as reducing fleet costs and holding staff costs; and
 - (c) Separating Waste Charges from general rates.
14. Consequently, Council's current financial position has significantly improved from 2022/23. Diligent financial management practice has produced benefits, including addressing known future financial risks, reducing borrowings and improving Council's overall financial position, with Council returning a \$15.2m surplus, which is a 24% increase on last year.
15. This has been made possible through a unified focus throughout the entire organisation and a fundamental shift in culture. Taking a holistic approach is essential, as there is no single solution to these complex issues and will be pivotal in driving further change and progress.
16. As is best practice, the draft Financial Sustainability Strategy (FSS) has been developed to implement the mandated financial management principles in section 101 Financial Management Principles of the Act:
 - (a) revenue, expenses, assets, liabilities, investments and financial transactions must be managed in accordance with a Council's financial policies and strategic plans;
 - (b) financial risks must be monitored and managed prudently having regard to economic circumstances;
 - (c) financial policies and strategic plans, including the Revenue and Rating Plan, must seek to provide stability and predictability in the financial impact on the municipal community; and
 - (d) accounts and records that explain the financial operations and financial position of the Council must be kept.
17. Council is committed to ensuring its long-term financial sustainability, while renewing and maintaining its assets appropriately and providing balanced and required community services without imposing a significant burden on our residents and community, today and into the future.

Discussion

18. Financial sustainability is Council's ability to manage its financial resources in a responsible and efficient manner over the long term.

19. It involves achieving a significantly improved financial position, ensuring that revenue sources are sufficient to cover operating expenses, fund essential services and liabilities, and ensure adequate surplus to effectively manage and invest in assets.
20. Financial sustainability also includes planning and budgeting for future needs, such as new, upgrade and maintenance of infrastructure to respond to community need and growth, while considering the potential impacts of economic fluctuations and changing demographics. It encompasses prudent financial management practices, responsible borrowing management, revenue diversification, effective cost control measures, and transparency in financial reporting. By achieving financial sustainability, Council can meet the needs of current and future generations.
21. The FSS will guide future decision-making, in order that Council can transparently, proactively and prudently plan to be financially sustainable, to maximise our community impact, deliver efficient and effective services and infrastructure, and meet our financial obligations both today and in the future.
22. The draft FSS provides an assessment of macro-economic trends, outlines current financial challenges, sets long-term financial goals, and importantly, outlines a roadmap to achieve financial sustainability objectives.
23. It is our aim for Council to:
 - (a) 0-2 years: maintain a net positive position by delivering a surplus, ensure our operating activities no longer relies on borrowings, hold costs and start to build cash reserves for specified purposes;
 - (b) 3-5 years: achieve a financial position where Council has sufficient cash reserves to repay borrowings, generate new revenue, can cover all known operating expenses without borrowing, deliver a long-term financial plan that more reliably reflects future financial requirements ('unknown risks'), and have approximately \$20m available in cash reserves for risk and strategic growth; and
 - (c) Within 10 years: ensure that Council has sufficient cash reserves (approximately \$30m) to meet unforeseen or emergency expenses and support population growth without relying on borrowing or compromising essential services.
24. For Yarra, having adequate cash reserves is essential for managing and accommodating the predicted 57,594 new residents or a 63% population growth expected by 2041.
25. Over the next 10 years, cash reserves will be required to allow Council to respond conservatively and flexibly to the financial risks and assumptions without borrowing, including potential unknown events that are outside the control of Council. To support these goals, two key reserves have been identified:
 - (a) Risk Reserve: to tackle unexpected events, including climate events, with significant financial impacts, safeguarding our long-term stability; and
 - (b) Strategic Growth Reserve: to fund major community projects that arise due to population growth, benefiting our community directly.
26. In addition, Council will responsibly manage our loan obligations, ensuring repayment without burdening our financial sustainability.
27. After Council has grown cash reserve balances to the necessary levels, the draft FSS is designed to progress towards the industry benchmark and Victorian Auditor General's Office (VAGO) 'low-risk' rating; unless we can demonstrate it is more responsible not to (for example, one-off abnormal transactions that do not have an enduring impact).
28. The purpose of the draft FSS is to recommend a set of initiatives which Council can immediately pursue to uplift Council's financial position to 2031-32 and beyond. The strategic levers for change are:

- (a) Sustainable cash reserves: Build cash reserves for strategic purposes, enabling community infrastructure for a growing population and to respond to unforeseen events. Council will also decrease our reliance on borrowings, ensuring a stable financial foundation;
 - (b) Optimise revenue: To optimise our revenue-generating assets and services, reflecting the true cost of services provided;
 - (c) Well planned assets: To maintain our community's assets at a level that caters to current and future needs. Our focus will be on renewals and new infrastructure, ensuring the right blend to meet community needs;
 - (d) Review the service landscape: Council will establish a new service planning and review framework to ensure all services are relevant, financially sustainable and can meet future community needs;
 - (e) Invest in transformation: Through technology, process improvements and careful planning, Council enhance the customer experience, service delivery and operational efficiency;
 - (f) Robust financial management: Council make fiscally responsible decisions and put in place effective financial planning and responsible budgeting processes; and
 - (g) Prioritise advocacy and partnerships: Council will strengthen partnerships and advocacy efforts to secure resources and navigate financial challenges.
29. The draft FSS does not make decisions about the level or quality of service. Rather, it identifies a roadmap for reform to improve financial sustainability over the next decade.
30. Most initiatives are interdependent and related. Specifically, most will need to be completed in parallel with the strategic review of the service landscape, community infrastructure planning and transformation program, rather than as stand-alone reforms.
31. The roadmap ensures that the strategy is translated into practical actions and outcomes and articulates where a Council decision will be required.
32. The draft FSS will be subject to community engagement (September – October 2023).
33. It is proposed that the final Financial Sustainability Strategy will be presented for adoption to Council in November 2023.

Community and stakeholder engagement

Draft Financial Sustainability Strategy

- 34. The draft FSS available for community feedback on *Your Say Yarra* (online survey).
- 35. Two in-person pop-up sessions – one as part of the *Councillor Conversations with Community* session in September.
- 36. One online community information session in early October.
- 37. Timeframe for feedback - 15 September – 16 October 2023.

Service Review Principles

- 38. The draft FSS commits Council to undertake a comprehensive engagement approach to define the principles governing the service planning and review framework through a deliberative engagement process. The outcome is to develop community-supported service planning principles to inform and guide Council's future service planning and review program.
- 39. The engagement approach to develop Council's service planning and review principles will be undertaken in two parts as follows:
 - (a) Stage 1: Social research and general community engagement:
 - (i) Representative community survey (via targeted research methodology);

- (ii) Community sentiment about Council's role in service landscape and attitudes towards service delivery;
 - (iii) Online survey replicating 'questions' for general community participation through a Your Say Yarra;
 - (iv) Community sentiment report to inform Stage 2: deliberative engagement stage;
 - (v) Timeframe - October – November 2023;
- (b) Stage 2: Deliberative engagement:
- (i) reflective of best practice deliberative engagement;
 - (ii) representative of Yarra's diverse population;
 - (iii) independently facilitated by engagement consultant;
 - (iv) Engagement activities: workshop sessions using deliberative engagement principles (at least 2 sessions per group);
 - (v) To recommend Service Planning and Review Principles (subject to a Council decision) for council consideration;
 - (vi) Timeframe February – March 2024 (due to no engagement over December-January period).
40. The final document will be designed to improve the visual appearance and readability once adopted by Council.

Policy analysis

[Alignment to Community Vision and Council Plan](#)

41. The draft FSS will deliver on the Council Plan (Objective 6) by being future-focused, managing our finances responsibly and innovatively responding to challenges.

[Climate emergency and sustainability implications](#)

42. The draft FSS identifies natural disasters and mitigating climate change as a financial risk.

[Community, social and economic development implications](#)

43. The City of Yarra's population, household and age structure forecasts help us understand what is driving population change in the community and inform Council about future community infrastructure and service priorities.

[Human rights and gender equality implications](#)

44. The FSS's purpose is to ensure that Yarra continues to meet the needs of its diverse community, now and into the future. It will take account of the Victorian Charter of Human Rights and responsibilities Act 2006, Yarra's Social Justice Charter and Gender Equality Legislation.

Operational analysis

[Financial and resource impacts](#)

45. The draft FSS is based on existing assumptions available at the time of its development. Considering the dynamic nature of the external policy and economic landscape, it is reasonable for Council to periodically assess and revise its strategic financial outlook, as new information evolves.
46. Most initiatives are interdependent and related and will need to be completed in parallel with the strategic review of the service landscape and the community infrastructure planning and transformation program, rather than as stand-alone reforms.
47. Any new strategy, program or systems will require detailed implementation costings, however most initiatives identified in the draft FSS are foreshadowed in current and future operational budgets.

48. The actions clearly articulate where a Council decision will be required, including successive Council's.
49. The roadmap ensures that the strategy is translated into practical actions and outcomes. Quality assurances over Council's financial performance include a rigorous internal review process by management, endorsement by Council's Audit and Risk Committee and approval by Council.
50. On 31 August 2023, Council's Audit & Risk Committee endorsed the overarching principles and strategic levers as detailed in the Draft Financial Sustainability Strategy.

Legal Implications

51. The strategic levers in the draft FSS are important measures to mitigate and reduce Council's risk exposure.

Conclusion

52. Financially, Council's primary obligations are to be financial sustainable, make optimal and effective use of the public funds, and ensure the responsible management and planning of community assets, so that future ratepayers are not disproportionately burdened.
53. It is crucial that today's decisions are forward-thinking and meet the evolving needs our present and future community. Long-term financial sustainability is essential for Council to continue providing the required services and programs for our community.
54. The draft Financial Sustainability Strategy provides an assessment of macro-economic trends, outlines current financial challenges, sets long-term financial goals, and outlines a roadmap to achieve financial sustainability objectives.
55. One core aim is to build and sustain Council's cash reserves so that Council can invest in new infrastructure needed to support a growing and changing community, as well as respond to unexpected or urgent events.
56. The draft Financial Sustainability Strategy will guide future decision-making, so Council can transparently, proactively and prudently plan to be financially sustainable, to maximise our community impact, deliver efficient and effective services and infrastructure, and meet our current and future financial obligations.

RECOMMENDATION

1. That Council:
 - (a) provides in principle endorsement of the draft Financial Sustainability Strategy for community engagement;
 - (b) notes the final Financial Sustainability Strategy will be presented to Council in November 2023 for consideration; and
 - (c) notes the community engagement approach to inform Council's service review principles.

Attachments

- 1 [📄](#) Attachment 1 - Draft Financial Sustainability Strategy



City of Yarra
Draft Financial Sustainability Strategy
2023 to 2033

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1. Executive summary

Yarra City Council puts our community's aspirations at the heart of everything we do. Yarra's long-term vision was developed in partnership with our community and is used as a formal planning tool to guide Council services, priorities and projects for the next 15-20 years. We are committed to achieving our community's goals for Yarra – a strong, safe and vibrant community, a thriving local economy with shared, accessible spaces, social equity and shared governance, a healthy environment and financial sustainability.

Financially, Council's primary obligations are to be financial sustainable and make effective use of the public funds entrusted to us, ensure the responsible management and planning of community assets, so that future ratepayers are not burdened unnecessarily.

It is crucial that today's decisions are forward-thinking and meet the evolving needs our present and future community. Long-term financial sustainability is essential for Council to continue providing the services and programs our community relies on.

Now more than ever with rising cost pressures, a tightening fiscal environment and a growing population, Council has recognised that it must establish a robust and forward-thinking financial strategy that extends beyond short-term budgeting cycles.

At Yarra, we acknowledge that addressing these challenges demands continuous effort.

This journey has already begun. Over the past twelve months, Council has taken a number of steps to improve our financial position. This has had significant benefits – including addressing known future financial risks, reducing borrowings and improving Councils overall cash position.

These outcomes have been made possible through a unified focus throughout the entire organisation and a fundamental shift in culture. We acknowledged that a holistic approach is essential, as there is no single solution to these complex issues. Embracing this holistic perspective has been pivotal in driving positive change and progress. However, there is still more to achieve.

For Yarra, having adequate cash reserves is essential if we are to be well positioned to respond to the unprecedented population growth that is projected for Yarra over the next twenty years. It is forecast that our city will grow by more than 50,000 people by 2041. As our population grows, the demand for more infrastructure and services also grows, for example parks, pathways, waste collection, libraries, playgrounds etc.

Overall, our core goal is to build and sustain Council's cash reserves so that we are able to invest in the new infrastructure needed to support a growing and changing community as well as respond to unexpected or urgent events.

This document provides an assessment of macro-economic trends, outlines current financial challenges, sets long-term financial goals, and importantly, outlines a roadmap to achieve financial sustainability objectives. The Strategy identifies seven strategic levers for change to drive long term financial sustainability, categorised into two primary categories: strategic measures for evidence-based investment decisions and systemic changes for efficient cost controls and resource management. The strategic levers include plans to build reserve funds, responsible borrowing, optimisation of revenue, a focus on well planned assets, a review of the service landscape, investment in digital transformation, robust financial management and a strengthening of advocacy and strategic partnerships.

This Financial Sustainability Strategy (FSS) does not make decisions about the level or quality of service, rather identifies a roadmap for significant reform and to achieve financial sustainability within the decade.

This FSS will guide future decision-making so Council can transparently, proactively and prudently plan to be financially sustainable, to maximise our community impact, deliver efficient and effective services and infrastructure, and meet our financial obligations both today and in the future.

2. Strategic framework

Council has an integrated approach to planning, monitoring and performance reporting. The following diagram provides an overview of the core legislated elements of an integrated strategic planning and reporting framework and outcomes. The Financial Sustainability Strategy underpins all elements within the framework.



2.1. Local Government Act 2020

The overarching objectives of the *Local Government Act 2020* (the Act) is to ensure councils adhere to sound financial practices, put in place long-term planning and effective risk management frameworks to support the financial sustainability of the Council and achieve the best interests of the municipal community, including future generations.

This FSS outlines Council's strategic measures to improve its financial position in the short and long term. The measures will inform the priorities of subsidiary strategic plans and programs, such as the Long-Term Financial Plan, Asset Plan, Workforce Plan, digital transformation and advocacy programs, and the newly proposed service planning and review program.

The Long-Term Financial Plan (LTFP) articulates how Council will use its financial assets to achieve the goals set out in the FSS. Council's Budget always seeks to balance demand for services and infrastructure within revenue constraints. This is challenging as compromises and choices need to be made about 'what to do when', and to 'what standard'.

The FSS is not a legislative or statutory requirement of the Act or associated regulations. As best practice, the FSS has been developed to implement the mandated financial management principles in section 101 financial management principles of the Act:

- revenue, expenses, assets, liabilities, investments and financial transactions must be managed in accordance with a Council's financial policies and strategic plans.
- financial risks must be monitored and managed prudently having regard to economic circumstances.
- financial policies and strategic plans, including the Revenue and Rating Plan, must seek to provide stability and predictability in the financial impact on the municipal community.
- accounts and records that explain the financial operations and financial position of the Council must be kept.

For the purposes of the financial management principles, "financial risk" includes any risk relating to the financial viability of the Council, the management of current and future liabilities of the Council, and the beneficial enterprises of the Council.

2.2. Community Vision and Council Plan

Yarra 2036 Community Vision (Vision) is our first-ever community vision. It sets out the community's hopes, aspirations and priorities for the next 15 years. It is an important, long term strategic document that guides all planning and decision making for Council and the community.

Vision statement Yarra is a vibrant, safe and inclusive environment. We celebrate and embrace our diversity and connection to each other and the land. Our community is empowered to work together and support one another with respect and trust.

In all we do, Council works to meet the goals of the Council Plan 2021-2025, which was also developed in partnership with the community. The Council Plan 2021-25 includes six Strategic Objectives that describe Council's Strategic Direction for the next four years. They are:

1. Climate and environment
2. Social equity and health
3. Local economy
4. Place and nature
5. Transport and movement
6. Democracy and governance

The FSS delivers on the Council Plan (Objective 6) by being future-focused, managing our finances responsibly and innovatively responding to challenges.

2.3 Community engagement

The *Local Government Act 2020* requires all Victorian councils to develop and adopt a community vision. The Vision informs all planning and decision making for Council including the Council Plan (2021-2025), 10-year financial plan, asset management plans and this Financial Sustainability Strategy.

Council is deeply committed to serving the community's best interests and recognises that a targeted and coordinated effort is required to ensure we are financially sustainable.

A summary of broad community sentiment we have heard over the past 2 years can be found below:

Transparency and accountability: for Council to be transparent and accountable for financial decisions, budget allocations, expenditure priorities, and long-term financial planning.

Priority services: For parks, reserves and open spaces, cleaning and maintaining public spaces, environment and sustainability, recycling and waste, roads, traffic and parking to be Council priorities.

Balancing service delivery and affordability: For Council to strike a balance between providing essential services and managing costs responsibly.

Involvement in decision-making. For the community to participate in and contribute to the budget process, and other decisions that impact on the community and the liveability of Yarra.

It is expected that specific actions directed by the FSS will require more detailed and targeted community engagement. Any substantial or significant change to a community-facing service, policy, strategy or price point may require a decision of Council and will be subject to a project-specific community engagement program in accordance with Yarra's Community Engagement Policy.

Operational and technology transformation efficiencies is the responsibility of the Chief Executive Officer and while is not subject to community engagement, the outcomes will be reported in Council's Annual Report.

The community can also provide feedback on an annual basis to the draft Budget, draft Long-Term Financial Plan and draft Revenue and Rating Plan.

3. Context

3.1 Yarra's journey

In today's complex and rapidly changing economic landscape, local governments face unique challenges and responsibilities in effective financial management.

The financial sustainability of local governments across Australia continues to be a challenge, driven by population growth, increasing community demand for services, and rising costs associated with service delivery and the renewal of ageing infrastructure.

Local government income structures are different to other levels government. Nationally, local government derives nearly 90% of its revenue from its own sources (including rates) and only 10% from State and Federal government grants. In comparison, the State Government receives 47% of its revenue through transfers from the Federal Government (including all GST revenue) and 39% from uncapped taxation revenue (largest tax lines: payroll tax, land tax, land transfer duty and new COVID debt levy tax). Rates are the most significant revenue source for Yarra and make up approximately 60% of our annual income.

Since its inception in 2016, the 'Fair Go Rates System' has challenged all Victorian councils' financial sustainability. In recent years, the Essential Services Commission (ESC) has recommended that the rate cap be set equal to the CPI forecast. However, the CPI does not accurately reflect increases in costs faced by councils because they have a significantly different composition of expenditure compared to households. Key council expenditures (wages, construction, utilities, etc.) required to provide services and deliver infrastructure projects have been increasing faster than the CPI. For example, the 2023/24 rate cap is set at 0.5% below the CPI forecast. Over the past seven years the rate cap set below CPI has cost Council \$8.4m.

The present Council is facing the implications of decisions made by its predecessors. In a very different economic climate, Council took out borrowings to finance infrastructure projects such as the North Fitzroy Library and Community Hub and the acquisition of the 345 Bridge Road premises, and to pay for an industry-wide defined-benefit superannuation call. These historic borrowings with 'interest only' payments have created a significant financial issue for this Council that requires response.

The situation was further impacted by the Covid-19 pandemic - an unforeseen shock which ultimately, had an estimated \$50m impact to Council's financial position as a result of substantial revenue losses, fee waivers and the introduction of programs and services to support our struggling local businesses and community members.

More recently, Council's position has been threatened by escalating contract prices for infrastructure projects driven by factors such as inflation, supply pressures and competition from state government infrastructure initiatives, and the increasing cost-of-services above the rate of the Consumer Price Index (CPI). The changes to the current economic landscape have compounded these issues with high levels of inflation and significant increases to cost of services, labour, energy and construction materials.

The Municipal Monitor's *Report on the Governance of the City of Yarra* outlined the need for Council make significant changes to the service mix, restructuring of the organisation both in terms of accountability and culture, major investments in technology to improve the quality and efficiency of internal business processes, the implementation of a contemporary asset management system and improved processes for community interactions with Council. In short, significant reform is needed to create a modern service-orientated organisation. A particular emphasis was placed on Council's financial sustainability, a legacy of previous Council decisions over many years in a very different operating environment¹.

As a result, Yarra entered the 2022/23 budget period with significant challenges and in 2023, Council embarked on its journey to financial sustainability.

¹ Local Government Victoria (2022), *Municipal Monitor's Report on the Governance of the City of Yarra*. [Municipal-Monitor-Report-Yarra-City-Council-September-2022-Final.pdf \(localgovernment.vic.gov.au\)](https://www.localgovernment.vic.gov.au/municipal-monitor-report-yarra-city-council-september-2022-final.pdf)

Council's current financial position has significantly improved from 2022/23 due to diligent financial management practice, and while the current indicators are lower than desired, Council returned to a \$15.2m surplus (a 24% increase on last year) and marginally improved our VAGO risk rating.

Over the 12 months Council has implemented a number of measures to significantly improve our financial position (below). This is demonstrated in the adopted Budget 2023/24 and Long-Term Financial Plan (LTFP) 2023/24- 2032/33. Two key outcomes were achieved:

- Council did not require additional borrowings, despite a \$20m borrowing capacity in the Budget 2022/23
- Creation of capacity to repay borrowings 6 years earlier (from 2030/2031 to 2024/25) than planned.

Reaching this achievement was made possible by an entire organisation refocus and embracing a cultural shift. We realised that there is no one-size-fits-all solution and a holistic approach is necessary. Several actions and decisions have played a crucial role in contributing to this substantial improvement, including:

Budget 2022/23 monitoring

In preparation for the 2023/24 budget, a whole of organisation, forensic mid-year review of the 2022/23 financials was conducted. The mid-year review examined all aspects of the budget including operating, capital and project budgets and the progress of projects against timeframes.

The mid-year review identified significant savings and a revised surplus of \$14.4m, compared to a surplus of \$12.3m in the adopted budget. A similar process was undertaken for the quarter 3 review, which identified further savings and a revised operating surplus of \$16.1m, \$3.9m favourable to the adopted budget. However, our preliminary 2022/23 year-end accounts indicate a lower than forecast rates collection, which although is a timing issue, had impact on our year-end final financial position.

Improved capital works performance

The VAGO 2021-22 *Audits: Local Government* report notes "over the last five years, councils have consistently underspent and carried forward their capital budgets by \$3.789 billion. While inflation and COVID-19 has compounded this problem, this consistent underspend also reflects issues with the project delivery, budget and forecasting process."

Unfortunately, Yarra is no exception with significant capital works (monies) historically carried forward year-on-year. In 2022/23 the carried forward from 2021/22 was \$17.3m. Over the last 12 months Council worked hard to achieve our goal of reducing the impact and value of unplanned capital works carry over. As a result of careful oversight and a strengthened approach to project management, the recently adopted 2023/24 Budget includes a more achievable capital works program which meets asset renewal requirements and a significantly reduced carried forward (\$7.2 million) from the 2022/23 financial year.

Our aim is to deliver the capital works program so that there is no, or limited, planned carryover and no, or negligible, unplanned carryover.

Prudent financial management

Council adopted its 2023/24 Budget on 19 June 2023. The budget shows improved results driven by stringent cost control and prudent financial management (cost-saving measures such as holding staffing costs, cutting expenditure and greater oversight of capital works delivery). The budget delivers a projected surplus of \$15.2m which is a 24% increase on 2022/23 budget. The surplus will fund our capital works program and avoid incurring more borrowings.

Whilst the unrestricted cash remains less than borrowings in 2023/24, our focus on financial sustainability will enable us to have an unrestricted cash levels that are adequate to repay all borrowings by the end of 2024/25, providing council the option to do so, should it wish to. This has been brought forward from 2030/31.

Separating Waste Charges

It is the responsibility of Council to take action to limit the impacts of known future financial risks wherever possible.

This is the case with waste services, as the rising cost of providing waste services is a known risk to council's future financial sustainability. The costs of waste and recycling is continually outpacing the rate cap. Separating the waste charge from general rates has been critical to addressing this risk to ensure Council's financial sustainability is not eroded further.

Whilst the State's efforts to address systemic issues with the waste and recycling system and encourage a transition to a circular economy are strongly supported, the reality is that the cost of these reforms will have a direct and significant impact on all Victorian local governments.

The State Government's support to deliver kerbside reform is welcomed, but the contribution provided to Yarra is far short of covering the costs associated with delivering the mandated 4-stream service. In addition, increases to the landfill levy have created significant cost pressures for Yarra.

The landfill levy has risen over 90% in the last 3 years, from \$65.90 per tonne in 2020/21 to \$125.90 per tonne in 2022/23. This was a total cost of \$4,242,225 (2020/21 - \$939,075, 2021/22 - \$1,509,075, 2022/23 - \$1,794,075). This increase is well above the amount councils can raise through rates alone, with the Victorian Government rate cap averaging 1.75% over the same period. Overall, for Yarra, waste costs increased from \$17,843,044 in 2021/22 to \$19,263,544 2022/23, an increase of \$1,420,500. This reflects an increase of 8% in one year. Given the rate cap shortfall the gap between the amount recovered via rates under the rate cap and the actual increased cost to Council for these services was \$1,108,245.

As part of the 2023/24 Budget, Council has separated waste and recycling costs from general rates and implemented a separate rate for public and kerbside waste services. This is achieved by reducing general rates by the equivalent value. Yarra was one of the last councils in Victoria to make this structural change.

3.2 Our changing community profile

The City of Yarra's population, household and age structure forecasts help us understand what is driving population change in the community and helps inform Council about future community infrastructure and service priorities.

This section provides a summary of key demographic drivers and change within the Yarra community between 2021-2041².

Key demographic profile

- Yarra's population is predicted to increase by 49,580 people between 2023 and 2041 (62.92% growth)
- Yarra has a population density of 4,717 persons per square km, the second highest in Victoria.
- 87.6 per cent of Yarra's population live in medium and high-density dwellings compared to 34.4 per cent in Greater Melbourne.
- The number of dwellings is also forecast to grow from 49,961 in 2021 to 77,416 in 2041.
- Yarra has a significant portion of private rentals that traditionally attract young people, particularly those aged 18-24 years.
- Between 2021 and 2041, the age structure forecasts indicate:
 - a 34.4% increase in population under working age
 - a 35.2% increase in population of retirement age
 - a 17.1% increase in population of working age
- Single person households are predicted to continue to be the dominant household in 2041 and increase by 11,952 households (38.9% of all households).
- Yarra will retain a higher proportion of share houses and fewer families compared to greater Melbourne.
- 10% of Yarra residents currently live in public housing.

² [Home | City of Yarra | Population forecast \(id.com.au\)](#)

- A significant proportion of Yarra households do not own a car at double the Victorian average.
- Approximately 20.4% of households in Yarra live at the lowest end of the socioeconomic scale, experiencing hardship and social disadvantage. In contrast, 25.8% of households earn an income of \$2,000 or more per week.
- Yarra has 25.3m2 of open space per person, expected to reduce to 20m2 per person with population growth.
- 57,172 people are employed in Yarra across diverse sectors, including hospitality, professional services, the industrial sector and creative industries.
- Over one quarter of the community was born overseas. In 2021, there were 18,025 non-English speakers living in the City of Yarra. Approximately 20% of residents speak a language other than English at home. Vietnamese, Greek, Mandarin, Italian and Cantonese are the top languages spoken at home, other than English.

Strategic analysis

The City of Yarra has been affected by the impact of COVID-19 and over the past 2 years, Yarra experienced an unusual population decline due to a reduction in overseas tertiary student migration. Migration patterns and population growth are projected to revert to pre-pandemic levels. This migration will see a return to increased demand for high-density residential housing (and development). However, the distribution of dwelling type, household structure and wealth are not uniform across the city. The accessibility of Yarra, along with lifestyle and job opportunities and the availability of both government and private rental housing means that the city gains migrants and other diverse population groups.

Specific to the FSS, several strategic considerations emerge:

- Yarra's diverse community identity is a strength. It also means Council's decision-making remit becomes more challenging as Council responds to diverse, and at times, competing community interests.
- Affordability is a key influence on the City of Yarra's role and function, specifically service delivery, community infrastructure and amenity. The City of Yarra is an economically polarised community. Many residents have the capacity to pay market-based rates for services (82% are ineligible for Commonwealth Concession Card), while 18% of the community experience hardship and are eligible for Commonwealth Concession Cards.
- Demographic information such as age structures, household composition, and cultural and sociodemographic diversity will inform future community service profiles. Single households continue to be dominant and have very different service needs than households with dependents. Services will need regular reviews to make sure they are purpose-fit to meet the needs of a changing community, especially those most vulnerable.
- Community infrastructure demands associated with a growing population will increase, so too will the need to renew and upgrade existing assets during a period of escalating construction costs.
- Both renters and ratepayers benefit from, and have equal right, to services and amenities provided by Council. This distinction sometimes leads to community tension from the two groups' different financial obligations and contribution to Council operations.
- The planning scheme will need to balance respectful housing growth with well-designed community infrastructure policy. This means levying a fair and reasonable contribution from land developers to fund local infrastructure projects that benefit Yarra's changing suburbs.
- Many of the areas that are forecast to change the most are former industrial and manufacturing areas which historically did not have public open space. Enhanced public spaces, parks, and recreational facilities will be more important as inner-city land becomes scarce and the demand for high-quality amenity increases. Preserving the unique heritage and cultural assets of Yarra, such as historical sites and significant locations for the Aboriginal community is important. Most of Yarra's well-loved open spaces and natural and cultural assets do not generate revenue and the cost is fully borne by ratepayers.
- Council's approach to sustainable and climate-resilient practices becomes more important to minimise the negative impacts of increased housing and population on climate change.

- Council's customer experience needs to continually evolve to make it easier for customers to connect with us, access services and complete their business. A contemporary program will require a significant technology uplift and investment.

3.3 External influences

Macroeconomic conditions

Macroeconomic conditions have worsened since 2021 and the Australian Treasury forecasts for key domestic macroeconomic parameters have been revised downwards for 2023 onwards³. Global economic activity is experiencing a broad-based and sharper-than-expected slowdown, with inflation higher than seen in several decades. The cost-of-living crisis, tightening financial conditions in most regions, Russia's invasion of Ukraine disrupting supply chains, and the lingering COVID-19 pandemic all weigh heavily on the outlook. There is some consensus that Australian economic growth is expected to recover after 2024, however, economic slowdowns are expected to last for at least another year and a half before they fully recover.

Sector-led *Research for Submission to Local Government Productivity Inquiry*⁴ and *Sustainability Gap Report*⁵ identify several financial challenges and impacts to local government, mostly due to poor State and Federal policy settings. Most relevant to Yarra are:

Grants not indexed to meet the true cost

Commonwealth Federal Assistance Grants are distributed to local governments based on a formula that considers population size, socio-economic indicators and relative expenditure needs and relative capacity to raise revenue. This funding is "untied", and councils can use the grants at their discretion. Yarra's Financial Assistance Grants (general purpose grants) are the second lowest in Victoria⁶. As a proportion of the Commonwealth's revenue, grants declined 1.2% (in 1992-1994) to 0.53% in 2021/2022. In 2014 to 2015, indexation of the grant was frozen. Although the freeze has been removed, the impact of the reduced proportion is still felt on the base level of grants.

Cost-shifting

Cost shifting has been a major financial issue for many years and poses a risk on the ability for Council to deliver services and our financial sustainability.

Cost-shifting occurs where local government provides a service to the community on behalf of the State and Federal Government. Over time the funds received by local government do not increase in line with real cost increases.

Cost shifting happens when other levels of government:

- reduce, in real terms, payments to local government but maintain a requirement for the same level of service delivery, or
- require councils to perform new functions without supplying adequate resources

Some sector estimates herald a cumulative burden of cost-shifting in the order of \$6.2b in a 10-year period (preceding 2021). Council 'top-ups' funding for services that it provides on behalf of the State and Federal Government to the local community (such as school crossing supervision, aged care services and library services).

Legislative and policy changes imposed by the State Government have had a significant financial impact on Yarra, such as early years reform, pool fence compliance, psychological safety legislation,

³ Parliament of Australia (2022), *Budget Statement 2: Economic Outlook*. parlinfo.aph.gov.au

⁴ Australian Local Government Association (2022), *Australian Local Government Association. Research for Submission to Local Government Productivity Inquiry*. alga.com.au

⁵ Municipal Association of Victoria (2022), *Sustainability Gap Report*. finpro.org.au

⁶ Victorian Local Government Grants Commission (2023), *Financial Assistance Grants* (localgovernment.vic.gov.au)

cladding, gender equality legislation, child safe legislation, revised childcare regulations, accreditation requirements for Family Day Care, new immunisation programs, fire services levy collection and waste reforms. In all these services, the level of payment Council receives (or the absence of payment) from government does not reflect the real cost of providing the service to the community – leaving a financial burden that is borne by ratepayers.

Local government's capacity to respond to cost shifting is limited and all options available have potential detrimental consequences for the local community. Options available may include:

- reduce investment in other services to provide cost-shifted services within the same overall budget envelope.
- increase operating budget to fund cost-shifted services 'on top' of the current overall budget envelope, and therefore reducing the overall operating surplus which would normally be allocated to fund capital works to develop and enhance community assets.
- increase operating budget and seek an exemption to the rate cap to increase rates at amount higher than the rate cap (which may ultimately not be supported by the State Government).
- exit the service.
- advocate for additional State and Federal Government funding to help offset the expense of cost shifted services.

Rate capping

Rates are the most significant revenue source for Council and make up approximately 60% of our annual income. Supplementary valuations (due to changes in land and building value) provide additional revenue (historically variable between \$700k to \$1.8m per annum). Importantly, supplementary rates recognises that new residents require services on the day they move into the municipality. Supplementary rates become part of the general rates in the following year.

The Victorian Government established the Fair Go Rates system (2015) to limit the amount Victorian councils can increase rates in a year without seeking additional approval. Each year the Minister for Local Government sets the average rate cap for the following rating year based on the forecast change in the consumer price index (CPI). The annual cap cannot be increased without the permission of the Essential Services Commission.

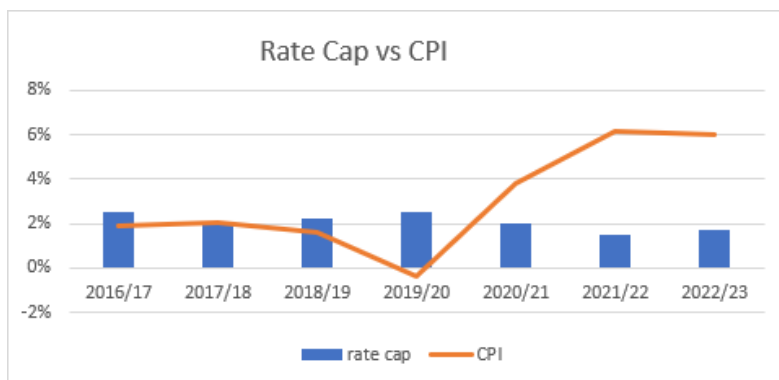
Since its inception, the 'Fair Go Rates System' has challenged Council's long-term financial sustainability, and it continues to restrict Council's ability to raise revenue to maintain service delivery levels and invest in community assets.

The CPI does not accurately reflect increases in costs faced by councils because they have a significantly different composition of expenditure compared to households. Key council expenditures (wages, construction, utilities, etc.) required to provide council services and deliver infrastructure projects have been increasing faster than the CPI.

The Australia Institute (2021) estimates that rate caps have reduced employment in Victoria by up to 7,425 jobs in 2021-22, with an estimated GDP reduction of up to \$890m in 2021-22⁷. The Municipal Association of Victoria (MAV) estimates rate capping has eroded council rate bases in the order of \$100m since its introduction.

Furthermore, the rate cap issue presents a significant concern for Yarra in 2023 and the near future. In 2022/23 the rate cap was set at 1.75% and CPI for the same period was 7%. For 2023/24, the rate cap is set at 0.5% below the CPI forecast, -- a substantial disparity between policy and actuality. Since its inception, the rate cap set below the actual CPI has resulted in a \$8.4m impact to Council.

⁷ The Australia Institute (2021), *Putting a Cap on Community*. [Public Service in Challenging Times \(australiainstitute.org.au\)](https://www.australiainstitute.org.au)



The Victorian Auditor General's Office (VAGO) reported in their *Results of 2021–22 Audits: Local Government* report that 'the growth in council expenses outpaced the increase in their own source revenue'⁸. Basically, rate revenue is not keeping pace with inflation or the true cost of service delivery. The report notes:

"The COVID-19 pandemic continued to affect the sector in 2021–22. The sector's financial performance only improved because government funding increased. It would have declined without this financial assistance. The growth in council expenses outpaced the increase in their own source revenue. Councils' balance sheets remain relatively strong. Councils face challenges ahead due to the:

- (a) council rate cap, which constrains their ability to increase rate revenue
- (b) variability in government funding
- (c) rising cost of materials and services, which they need to actively manage.

The sector's financial performance would have declined had the Australian Government not advanced (early payment) 75 per cent of the 2022–23 financial assistance grant in 2021–22, up from 50 per cent in 2020–21".

Yarra is closely following the 'rate pegging' impact in NSW local government. NSW introduced rate pegging in 2009. The Independent Pricing and Regulatory Tribunal (IPART) acknowledges the NSW rate peg methodology can be improved to better reflect changes in council costs to maintain services. IPART's draft report (review of the rate peg methodology) found NSW councils' financial positions deteriorated from 2016-17 to 2020-21 and more than half of NSW councils do not meet the infrastructure backlog ratio with the current rate peg methodology compromising councils' financial sustainability⁹. In 2023, 17 NSW councils applied for a variation to the rate cap.

Under the current model, and like NSW, the effects of the Victorian rate cap will continue to diminish Council's ability to deliver services and infrastructure renewal needs into the future.

Waste services

The Circular Economy (Waste Reduction and Recycling) Act 2021 mandates that all Victorian Councils roll out new standard waste systems, most notably the introduction of a four-stream kerbside waste and recycling service, comprising rubbish, recycling, glass and food organics and green organics (FOGO). The new system also includes the standardisation of bin lid colours, bin material acceptance lists and education campaigns.

In addition to the mandated service changes, all Victorian Councils have been impacted by significant increases to state landfill levy costs. The levy is the charge to dispose waste to landfill and the pricing model set by the State is, at least in part, aimed at encouraging reduction in waste generation and volumes sent to landfill. For Yarra City Council, the landfill levy has increased 90% over the last 3

⁸ Victorian Auditor General's Office (2022), *Results of 2021–22 Audits: Local Government*. [Victorian Auditor-General's Office](#)

⁹ Independent Pricing and Regulatory Tribunal (2023), *Draft Report - Review of the rate peg methodology - June 2023*. [IPART \(nsw.gov.au\)](#)

years to an annual cost in the order of \$1.8 million in 2022/23 and further rises are expected in the future.

The rising costs to provide existing and mandated waste services to the community are also due to several factors, including:

- Market volatility due to limited providers in processing and remanufacturing as well as end markets for the recycle product
- yearly % increase of logistic contracts due to increase fuel and supply chain costs;
- increase landfill levy (90% over the last 3 years)
- any increase in service levels, additional services and/or innovation in embedding circular principles.

Council has a legislative obligation to continue to provide waste and recycling services. It is also required to take measures to ensure Council's budget is financially sustainable.

Whilst the State's efforts to address systemic issues with the waste and recycling system and lead the transition to a circular economy are strongly supported, the reality is that the cost of these reforms will have a direct and significant impact on all Victorian local governments. The State Government has, and will, financially support councils to deliver kerbside reform, however the contribution provided to Yarra is far short of covering the costs associated with delivering the 4-stream service mandated by the Government.

Every council in Victoria shares these challenges. All other councils in Victoria have taken this into consideration of their financial future and have either separated or made the decision to separate waste services charges.

Yarra is the last Council in Victoria to make the decision to separate waste charges from general rates. Failing to do so would have impacted Council's ability to implement State Government mandated legislative requirements as well as the ability to continue to provide other essential services that are highly valued by residents.

By implementing this separate charge, we can progress towards financial sustainability and ensure quality services and infrastructure for the community.

New infrastructure pressures

According to a recent survey conducted by the MAV on infrastructure delivery challenges, over 80% of Victorian councils reported a decline in the responsiveness of industry tenders compared to the preceding 12 months. This impact is particularly pronounced in the construction sector, where 42% of councils indicated encountering a minimum cost escalation of 25% for construction projects ranging from \$5m to \$15m. This can mean delays or reductions in scope of infrastructure programs, as well as needing to cut other services to fund the increased costs. Key findings included¹⁰:

- the cost of delivering infrastructure, particularly construction costs has increased rapidly over 2021-22
- services, materials, and skill shortages are leading challenges
- infrastructure pipelines in Victoria and Australia are exceeding the capacity of industry to deliver
- local government's asset to revenue ratio is substantially different to other levels of government.
- Councils have large assets to manage, yet significant constraints on revenue (including imposed limits on own-sourced revenue such as the rate-cap and statutory fees)
- flexibility around how grant funding can be used and increases to untied grants are seen by councils as the most promising response to these challenges.

Over the next five years, the demand on Yarra's capital works program is expected to rise due to increased population and community demand, while government grants are likely to diminish. Yarra

¹⁰ Municipal Association of Victoria (2022), *Infrastructure pressures affecting Victorian councils*. [MAV infrastructure pressures survey - summary report - Oct 2022.docx](#)

has already witnessed escalated expenses in its capital works program due to challenges such as limited contractor availability, disruptions in material supply chains, and labor shortages.

Relying primarily on government grants to fund infrastructure projects presents a significant risk for Council. With uncertainties surrounding State and Federal budgets and changes in policies and political priorities, there is a potential for limited availability of funds. Despite this risk, the Council will continue to strategically source State and Federal Government grants to support new infrastructure projects.

Maintaining existing assets

Council manages \$2b of essential municipal and community assets. According to the Institute of Public Works Engineering Australia (IPWEA), 1 in 10 of all local government assets across the nation needs significant attention, and 3 in every 100 assets may need to be replaced. IPWEA also estimates that replacing poor quality infrastructure will cost \$51b and replacing infrastructure that is assessed as in fair condition will cost between \$106b and \$138b¹¹. This evidence highlights if assets deteriorate it will cost our community more to repair them.

The major threat to Council's financial sustainability is the long-term ability to maintain assets to an adequate level. Yarra's current Asset Plan delivery program is restricted by financial affordability. This merely enables us to 'scrape by' and fails to account for the true financial obligations necessary to sustain current service levels of our infrastructure over the next decade and beyond.

Our asset management challenge becomes more pronounced when taking into account the surging costs of infrastructure delivery and construction.

Council as a 'last resort' provider

Councils, including Yarra, tend to 'step in' as a provider of 'last resort' when other levels of government or the market exits a service to the community. This occurs when the service is essential or perceived to be important to the community. Typically, councils do not receive sufficient funding to deliver these services and often struggle to maintain continuity. At Yarra, if Council didn't step in our community would miss out on vital services including school crossing supervisors, early years education, aged care services and maintenance of state government big-build assets. Going forward, Council alongside our community, will need to make difficult decisions about the role of local government in delivering some services.

Community expectations

As our community continues to evolve, the demands of our residents will naturally evolve as well.

Public awareness and understanding of local government varies. Some may argue councils should simply deliver basic services – often expressed as “roads, rates and rubbish”. In recent times, there has been a noticeable upswing in community expectations, specifically on Council's involvement in promoting social equity and implementing climate reforms. These expectations extend beyond traditional services and infrastructure. Our community now looks to Yarra for innovative solutions that drive positive changes, advance social equity, ensure environmental sustainability, and address climate change challenges.

In response to these changing dynamics, it is important for our Council to proactively adapt and engage with stakeholders to meet these increasing expectations while fulfilling our core roles in service and infrastructure delivery.

Digital transformation

COVID-19 accelerated the need for digital services and remote working capabilities as Council and its community rapidly adapted to lockdowns and restrictions. Our community reasonably expects to be able to access council services online to pay rates or fines, apply for permits, book waste collection and access other council services.

¹¹ Institute of Public Works Engineering Australia (2021). *2021 National State of the Assets Technical Report – Our Assets, Our Opportunity*. alga.com.au

Yarra has a series of legacy ICT systems that require upgrading to improve system integration, efficiency and service responsiveness, data analytics capabilities for evidence-based decision-making, and the protection of Council data. Yarra is committed to a significant investment program to uplift its digital capabilities over the next 5 years.

Cyber security risks pose a significant threat, compromising data security, disrupting services and public trust. The Australian Cyber Security Centre (ACSC) received over 76,000 reports of cyber security incidents in 2021-22, an increase of nearly 13 percent from the previous year¹². Investing in robust cybersecurity and expert collaboration is crucial to safeguarding critical systems and personal data.

Local government holds significant amounts of sensitive and valuable data about their community and staff that must be held securely.

Responding to climate change

As the intensity and frequency of extreme weather events increase, the sense of urgency for significant strategic investment in climate change adaptation and mitigation is increasing within the sector.

The role of local government in helping the community adapt to climate change and reduce emissions is recognised in Victorian legislation. Changes to the *Local Government Act 2020* have strengthened the need to consider climate change risk in council decision-making processes.

Climate change affects all areas of Council operations – from planning to parks and recreation - to maintaining assets - to delivering community services. Yarra has committed to the transition to net zero and to strengthen community resilience, with investment to reduce and manage community climate risks exceeding \$4.4m per annum. In its first year, Council 'scaled up' rapid emissions reductions to ensure savings for the decade ahead.

The bushfires of 2019, and the flooding of the Australian east coast in 2022 is a stark reminder of major disruptions to communities, key infrastructure and services from extreme events. According to the research of the Australian Insurance Council (AIC), direct costs from extreme weather events are estimated to grow by 5.13 per cent each year (before inflation) and reach \$35.24 billion (in 2022 dollars) by 2050¹³.

While Council may not be able to fully anticipate all financial contingencies for events of such magnitude, it is vital to have provisions in place for immediate responses to natural emergencies.

Attracting skilled workforce

According to analysis of the 2022-23 adopted budgets of Victorian councils by the Department of Jobs Precincts and Regions¹⁴:

“Employee costs remain the single largest operating expense for most councils and are budgeted to rise 4.46% in total. However staff turnover is occurring at heightened levels across the sector compared to historical trends. This reflects the relative strength of the current employment market and remains a challenge for councils seeking to attract and retain appropriately qualified and experienced staff.”

The City of Yarra proximity to the CBD along with its liveability and accessible public transport positively contributes to Council's employee value proposition. However, the MAV *Current and Future Skills Needs Report 2018* and Council's own *Workforce Plan* identifies occupational shortages in engineers, urban and town planners, building surveyors, environmental health officers and IT/ICT technicians^{15,16}. At Yarra, the 900+ workforce constitutes 55% of the operating expenses in terms of

¹² Australian Cyber Security Centre (2022), *ACSC Annual Cyber Threat Report, July 2021 to June 2022*. [Cyber.gov.au](https://www.cyber.gov.au)

¹³ Australian Insurance Council (2022), *Insurance Catastrophe Resilience Report*. (insurancecouncil.com.au)

¹⁴ Local Government Victoria (2022), *Analysis of the 2022-23 adopted budgets of Victorian councils*. localgovernment.vic.gov.au

¹⁵ Municipal Association of Victoria (2018), *Local Government Workforce and Future Skills Report*. (mav.asn.au)

¹⁶ City of Yarra (2022), *Workforce Development Strategy 2022-2026*. www.yarracity.vic.gov.au

employee costs. From an employee cost perspective, Council is outpriced in a competitive remuneration market (compared to the State Government and private sector). Employee provisions within the Enterprise Bargaining Agreement are typically informed by external market pressures beyond the imposed rate cap.

Reducing the number of employees might lead to cost savings, but it will also have an effect on the services provided, requiring a delicate balance. Considering the addition of 50,000 new residents to our municipality, staff numbers will need to be responsive and agile to service demands as they are anticipated to rise. Therefore, Council’s workforce planning needs to be an active, informed and continuous process that must be responsive to external and internal change.

Summary: the MAV and ALGA ^(11,22) reports identified the following risks to the financial sustainability of Victorian councils, including Yarra:

1. Cost-shifting, where responsibilities are passed on to local councils from other levels of government without adequate funding.
2. Declining grants from higher levels of government as these governments themselves are grappling with budget deficits.
3. The compounding effect of a rate cap that has been consistently set below the level of cost increases experienced by local government.
4. Managing an increasing number of depreciating assets, also known as an ‘asset renewal gap’
5. Deteriorating underlying surplus.
6. A deteriorating unrestricted cash position across most councils.

This Financial Sustainability Strategy seeks to address these challenges through strategic and systemic financial reform over the next decade.

3.4 Current financial position

Yarra’s detailed financial information and financial statements can be found at [Annual Report | Yarra City Council](#). This section is intended to provide a contextual snapshot of the key structural components of Council’s finances: income, adjusted underlying operating surplus, working capital, borrowing, expenses and capital works.

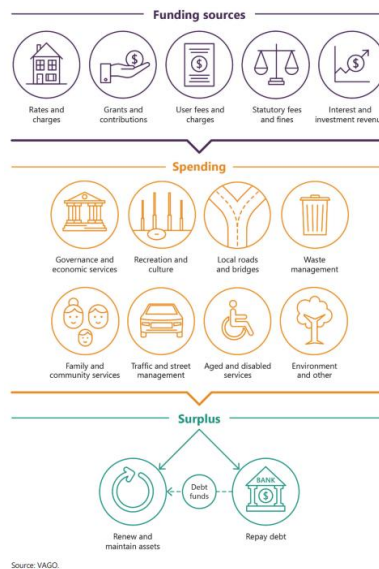
Key points:

Income is relatively stable, with a higher-than-average reliance on user fees, statutory fees and fines, and government grants.	Stability in rate income provides a predictable revenue stream. However, we have experienced lower rates collection rates since Covid-19. Variability in user fees, statutory fees, and fines may lead to fluctuations in revenue, requiring careful budgeting to manage cash flow effectively. Dependence on government grants can expose Council to potential funding uncertainties if government policies or priorities change. A stable income does not allow Council to expand services or infrastructure programs to accommodate population growth.
Low adjusted underlying result.	A low underlying result indicates a lack of surplus from Council’s ordinary course of business (excluding capital receipts) to fund capital spending.
Low working capital.	Adequate working capital is essential to meet short-term obligations and fund day-to-day operations.
Indebtedness	Council’s indebtedness ratio is a low-risk level for Council, which stands at 21.2% well below the 40% threshold set by VAGO. All of council’s borrowing is based on principal and interest repayment, indicating that Council is now managing its borrowings more responsibly.
Operating expenditure predominantly related to direct service delivery.	Focusing operating expenditure on direct service delivery can be seen as a positive sign, as it indicates Council is prioritising the Council Plan and core business activities. Controlling and managing expenses are crucial for maintaining financial health.

	Understanding the composition of expenses and identifying areas where costs can be reduced or optimised is essential for improving financial performance.
Stable capital works program	A stable capital works program can provide predictability for budgeting and planning long-term projects, and to ensure the maintenance and renewal programs of existing assets are met. However, a static capital works program will not meet the needs of a growing population (for example new community infrastructure).

Source of income

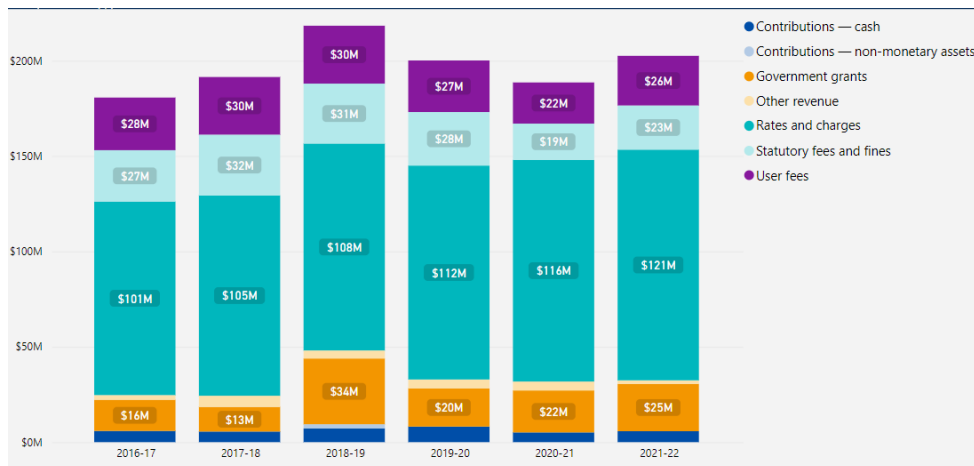
Council operations are funded through rates and charges, government grants, developer contributions and user fees and charges. Most of the local government assets are property, infrastructure and the plant and equipment that councils need to deliver community services. Below illustrates the services that councils spend most of their funding on and what they apply their operating surpluses to.



Rates and charges, and user fees and statutory fees and fines are Council's largest revenue source, accounting for 83% of total revenue between 2018–19 and 2021–22¹⁷. Compared with the inner-city council average, Yarra has a lower reliance on revenues from rates and a comparatively higher reliance on revenue from statutory fees and fines and user fees and charges. Our preliminary 2022/23 year-end accounts indicate a lower than forecast rates collection, which although is a timing issue, has had impact on our year-end final financial position.

In order to reduce risk from unexpected shocks, it is important that Council creates a more sustainable and diversified revenue base to reduce its reliance on specific sources.

¹⁷ VAGO <https://www.audit.vic.gov.au/report/results-2021-22-audits-local-government>

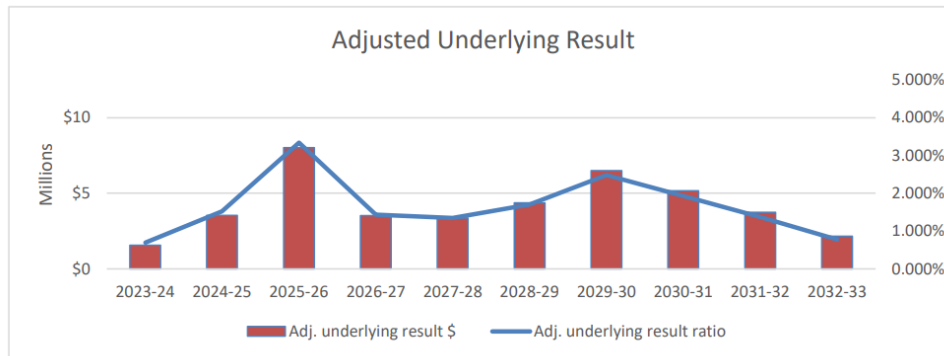


Adjusted Underlying Result

The adjusted underlying ratio is a key indicator of financial sustainability. The adjusted underlying result indicator measures a council’s ability to generate a surplus from its ordinary course of business (excluding capital receipts) to fund its capital spending. A longer-term negative trend in this indicator could force Council to reduce the services they offer the community.

In local government, a surplus should not be equated with a "profit," as commonly understood in business terms. Unlike business profits, which reflect financial gains after deducting expenses, a surplus in local government are funds derived from income sources which are put to strategically deliver community services and infrastructure. However, Council needs to strike a balance between investment now and investment into the future. A “lazy” balance sheet is a metaphor, where an entity (such as a local government) holds excessive funds without actively utilizing or investing them. It is Council’s plan to strategically invest in cash reserves and, at the right time, use this investment for specified purposes.

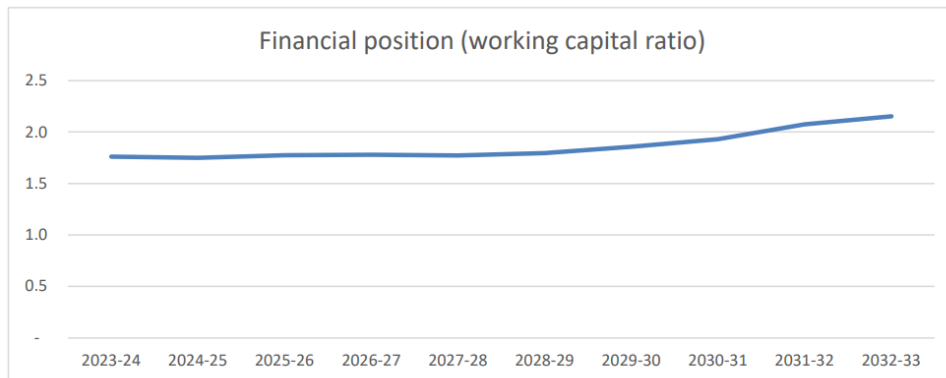
Based on current assumptions (in the LTFP), Council forecasts an adjusted underlying result that is below the Victorian Auditor General Office (VAGO) target ratio of 5%.



Working capital ratio

Sufficient working capital is required to meet Council's obligations as and when they fall due. A high or increasing level of working capital suggests an improvement in liquidity. Despite the increase to the working capital position in the Long Term Financial Plan (LTFP), Council is still at risk of not

generating sufficient funds to maintain existing (and plan for future) levels of service, maintain and improve Council facilities and infrastructure and re-pay borrowings.



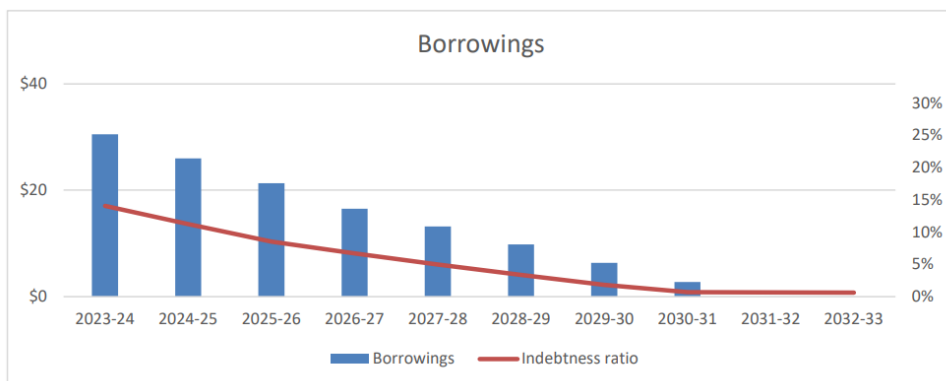
Borrowings

Council borrowed \$32.5m in 2013/2014 to settle the Vision Super unfunded defined benefit liability and fund major capital projects, including the acquisition of 345 Bridge Road Richmond. This borrowing was an interest only loan and repaid in full in November 2021.

In February 2022, Council re-borrowed \$32.5m through Treasury Corporation Victoria (a principal and interest facility) for a term of 10 years.

An additional loan of \$13.5 million was drawn down in 2016/17 to fund the construction of Bargoonga Nganjin, North Fitzroy Library. This loan is funded on a principal and interest basis and will be repaid in 2027.

The 2022/23 budget allowed capacity for Council to borrow an additional \$20m. However, prudent financial management has resulted in no additional borrowings. The current borrowing balance at 30 June 2023 is \$34.9m. This FSS prioritises reducing borrowings to build capacity for future years.



Expenses

Most of Council's operating expenditure relates to direct service delivery. Major expenditure categories include employee costs, materials and services, doubtful debts, depreciation, amortisation

right of use assets and borrowing costs. The following table details the allocation of Council's \$201.4 million total operating expenditure for 2021/22.

Through a careful and considered process, Council adopted a range of cost-saving measures including adjusting our staffing allocation to hold staffing costs, cutting expenditure, and improving our planning processes for greater oversight of capital works delivery.

Expenditure by category 2021/22	\$'000s	%
Employee costs	97,865	48.6%
Materials and services	73,017	36.2%
Depreciation	23,960	11.9%
Amortisation – right of use assets	1,263	0.6%
Bad and doubtful debts	2,271	1.1%
Borrowing costs	1,163	0.6%
Finance – costs leases	147	0.1%
Net loss on disposal of non-current assets	1,068	0.5%
Other expenses (e.g., auditors' fees, councillors' allowances)	695	0.3%
Total expenditure	201,449	100.0%

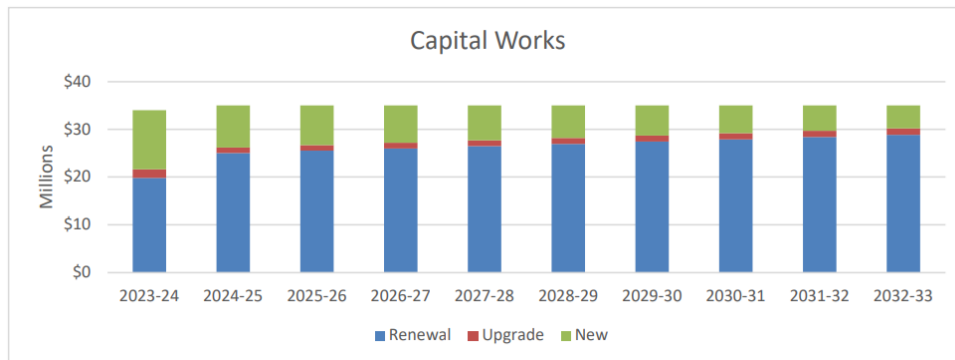
Capital works

Based on current condition data, Council has invested in its existing infrastructure at a rate higher than depreciation. In 2023/24, Council brought the ratio back to 1 in an effort to address sustainability. Yarra's spending on asset renewal trended upwards in real terms between 2018–19 and 2021–22. Asset renewal accounted for the highest share of capital expenditure over this period (81%). Council's spending on new assets increased in real terms between 2018–19 and 2021–22, while spending on asset upgrades declined.

The current capital works outlook is based on financial affordability and capacity to deliver. Council intends to spend \$349m (\$35m per annum) to renew, improve and create new community facilities and infrastructure over the next 10 years. This will be funded by a mix of rates, reserves and external funding sources including grants, contributions and other sources of income.

The need for additional capital works investment in the form of new community infrastructure to meet the needs of a rapidly growing community is expected to increase over the decade. To ensure evidence-based investment decisions are made, Council is currently preparing a new Community Infrastructure Plan and detailed Asset Plans for all classes of assets which will inform investment priorities.

The capital works outlook is expected to evolve in response to the development of new Community Infrastructure and Asset Plans.



3.5 Assumptions

Validated (Known) Assumptions

Current assumptions are based on Council's LTFP, which is updated annually as part of budget process. They are existing and conservative assumptions available at the time of its development¹⁸. Considering the dynamic nature of the policy and economic landscape, it is reasonable for Council to periodically assess and revise its strategic financial outlook as new material information evolves. Materiality is a fundamental concept in Australian accounting standards that refers to the significance or relevance of financial information (qualitative and quantitative) in influencing the economic decisions or could reasonably impact the assessment of Council's financial performance.

Key baseline financial assumptions are:

Escalation Factors % movement	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33
Rates and charges	3.50%	2.00%	2.00%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%
Statutory fees, fines and User Fees	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%
User fees	4.00%	2.75%	2.50%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%
Operating Grants	2.75%	2.75%	2.50%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%	1.75%
Employee costs	1.85%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%
Materials, services & Other	7.05%	6.35%	3.70%	3.70%	3.70%	3.70%	3.70%	3.70%	3.70%	3.70%
Depreciation & Amortisation	0.5m	0.5m	0.5m	0.5m	0.5m	0.5m	0.5m	0.5m	0.5m	0.5m

Other baseline assumptions are:

- maintaining an asset renewal ratio at 1.0
- Council prioritises the renewal and upgrade of existing infrastructure over the creation of new assets.
- capital works expenditure - baseline of \$35m annually comprising:
 - renewal to average \$25 - \$28m
 - discretionary funding to average \$6 - 10m for new, upgrade and expansion.
- Council will repay principal and interest on all borrowings on an annual basis with a long-term reduction in borrowings across the next ten years (or sooner if financially advantageous).
- Local Authorities Superannuation Fund (LASF) Defined Benefit Plan to remain above the shortfall threshold of 97% Vested Benefits Index (VBI).
- no new borrowings
- no growth in employee numbers (full time equivalent), unless it is directly linked to service enhancement in response to population growth.
- no new services (excluding growth in services respondent to population change).
- rising customer expectations for digital services.

¹⁸ City of Yarra (2023), Long Term Financial Plan.

Unknown risks

Unknown risks are assumptions that cannot be validated. The following assumptions can be validated at some point in the future (by implementing the actions), but not now, and/or because we can't control them:

- further cost shifting from the other levels of government
- the extent and period of the cost-of-living crisis, and subsequent impact on State and Federal Government budgetary funding cuts impacting on local government
- rate of development within Yarra City Council given current financial climate and cost of living pressures, and the extent of financial impact on Council's Developer Contribution Plan and Open Space Reserves
- community infrastructure demands set out in the new Community Infrastructure Plan
- infrastructure renewal, upgrade and new infrastructure requirements based on improved condition assessment data and new Asset Plan
- future Enterprise Agreement provisions
- evolution of IT solutions and costs, however, we expect costs to rise as technology advances
- outcome of new property strategy
- outcome of new parking strategy
- user pay principles to be adopted
- the optimum service mix, service level, service delivery options and operation models, and any associated operational savings or expenditure
- the timing or extent of an emergency event
- the timing and amount of any Local Authorities Superannuation Fund (LASF) Defined Benefit Plan call.

The Long-Term Financial Plan outlook will evolve over time as actions within the strategy are completed and their impact quantified.

3.6 Strategic financial risk

Yarra City Council uses International Risk Management Standard (AS/NZS ISO 31000:2018) as the best practice framework for managing risks. These policies include identification and analysis of the risk exposure to Council and appropriate procedures, controls and risk minimisation.

The City of Yarra *Risk Management Framework* (internal document) outlines Council's risk appetite (the type and amount of risk which Council is prepared to accept or avoid). Council typically seeks to be risk averse and the financial risk appetite rating is low.

This section summarises Council's inherent strategic risk profile (for financial sustainability) without mitigation, controls and measures. Prevention and mitigation are the most effective and appropriate approach for control of risks which are within 'its' sphere of control' and where genuine mitigation efforts are feasible. The strategic levers in this FSS are important measures to mitigate and reduce Council's risk exposure.

It is noted Council has no to low exposure to:

- liquidity risk
- market risk (primarily through interest rate risk) with only insignificant exposure to other price risks
- foreign currency risk
- cash flow interest rate risk
- fair value interest rate risk
- credit risk.

Overarching strategic risk (Strategic Risk Review July 2023):

Strategic Risk	Likelihood	Consequence	Risk	Current controls
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Inability to maintain financial sustainability leading to an adverse impact on the delivery of strategic objectives.	Possible	Major	High	<ul style="list-style-type: none"> Financial Sustainability Strategy Long Term Financial Plan Procurement Policy and processes Financial Policies Grant funding/scheme VAGO financial and performance audits Internal audit program Annual budget and LTFF process to facilitate critical discussions on key financial decisions Capital works planning and monitoring Quarterly financial reporting Education/awareness processes on financial decision-making Early identification of cost-shifting
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Detailed risk mapping:

Risk cause	Likelihood	Consequence	Risk	Mitigation Strategy	Strategic Lever
Cyber security	Likely	Catastrophic	Very High	Digital transformation program, including cyber security plan	5
Funding call on the Local Authorities Superannuation Fund Defined Benefits Plan	Possible	Major	High	Review reserve funding strategies	1
Cost of service above CPI and rate cap	Almost Certain	Major	High	Diversify revenue sources, review cash reserves, review service delivery, explore cost-control measures, advocacy	1, 2, 4, 6, 7
Inadequate asset management to meet community infrastructure demand	Possible	Major	High	Develop community infrastructure plan, implement robust asset management program including condition, modelling and lifecycle assessments	3, 4, 5
Inadequate technology to meet customer or business needs	Almost Certain	Minor	High	Implement and invest in digital transformation program	5
Ongoing cost-shifting	Likely	Major	High	Build relationships with state/federal representatives, review services, monitor financial impact	4, 7
Natural disasters and climate change	Unlikely	Catastrophic	High	Develop emergency response plans, review insurance coverage, review contingency reserves	1, 6
Revenue fluctuation	Likely	Major	Medium	Diversify revenue sources, review cash reserves, explore cost-control measures	1, 2, 6
Economic downturn	Unlikely	Major	Medium	Establish contingency reserves, monitor economic indicators, implement financial control measures	1, 4, 6
Changing community demand for	Likely	Minor	Medium	Regular assessment and review of services	4, 3, 5

Risk cause	Likelihood	Consequence	Risk	Mitigation Strategy	Strategic Level
services and service demand exceeds funding capacity					
Loss and/or reduction of State or Federal funding	Likely	Minor	Medium	Diversify funding sources, build relationships with State/Federal representatives, explore grants and partnerships	7, 2
Inefficient borrowing management	Possible	Moderate	Medium	Establish borrowing management policies, monitor borrowing-to-revenue ratios	1, 6
Inadequate budget planning	Rare	Minor	Low	Improve budget forecasting methods, implement long-term financial planning, regular budget reviews	6

4. Defining financial sustainability

4.1 Objective

Council is committed to ensuring its long-term financial sustainability while renewing and maintaining its assets appropriately and providing balanced community services without imposing a significant burden on our residents and community, today and tomorrow.

4.2 Defining financial sustainability

Financial sustainability is Council’s ability to manage its financial resources in a responsible and efficient manner over the long term.

It involves achieving a significantly improved financial position, ensuring that revenue sources are sufficient to cover operating expenses, fund essential services and liabilities, and to have adequate surplus to effectively manage and invest in assets. Financial sustainability also includes planning and budgeting for future needs, such as new, upgrade and maintenance of infrastructure to respond to community need and growth, while considering the potential impacts of economic fluctuations and changing demographics. It encompasses prudent financial management practices, responsible borrowing management, revenue diversification, effective cost control measures, and transparency in financial reporting. By achieving financial sustainability, Council can meet the needs of current and future generations.

It is our aim for Council to:

- 0-2 years: Maintain a net positive position by delivering a surplus, ensure our operating activities no longer rely on borrowings, hold costs and start to build cash reserves for specified purposes.
- 3-5 years: Achieve a financial position where we have sufficient cash reserves to repay borrowings, generate new revenue, can cover all known operating expenses without borrowing, deliver a long-term financial plan that more reliably reflects future financial requirements ('unknown risks'), and have approximately \$20m available in fund reserves for risk and strategic growth.
- Within 10 years: Ensure that we have sufficient cash reserves (approximately \$30m) to meet unforeseen or emergency expenses and support population growth without relying on borrowing or compromising essential services.

Over the next 10 years, cash reserves will be required to allow Council to respond conservatively and flexibly to the financial risks and assumptions without borrowing, including potential unknown events that are outside the control of Council.

Reserve	Purpose	\$ value (goal)
Loan reserve	To repay \$32.5m principal and interest loan and a \$13.5m principal and interest	\$34.9 (current balance as at 30 June 2023) down to \$0 by 2031/32
Risk reserve	Reserve available to fund emergency or unplanned events that have significant financial impacts that if not addressed appropriately could have significant and long lasting financial sustainability issues. For example: future defined benefit superannuation shortfall calls, or significant projects related to climate change impacts or any emergency event(s) deemed as unavoidable (such as flooding, pandemic, cyber security breaches) or as working capital, which are one-off and material in nature	\$20m
Strategic growth reserve	To fund future new major community infrastructure projects that provide direct benefit to the Yarra community as a result of population growth	\$10m

All Councils use the Victorian Auditor General's (VAGO) financial sustainability indicators to monitor their financial sustainability.

After Council has grown cash reserve balances to the desired levels, the FSS is designed to progress towards the industry benchmark and VAGO 'low-risk' rating; unless we can demonstrate it is more responsible not to (for example, one-off abnormal transactions that do not have an enduring impact).

Measure	General Description	As at June 2023	Target	Comment
*Adjusted underlying result ratio (%)	Ability to generate surplus in the ordinary course of business, excluding non-recurrent capital grants, non-monetary asset contributions and other contributions, to fund capital expenditure from its net result.	0.7%	>5%	A positive result indicates a surplus. The larger the percentage, the stronger the result.
Working capital ratio	Ability to pay existing liabilities in the next 12 months.	1.27	>1.4	A ratio higher than 1:1 means there is more cash and liquid assets than short-term liabilities.
Indebtedness ratio	Ability to pay the principal and interest on its borrowings when they are due from the funds it generates.	7.93%	<40%	The higher the percentage, the less able to cover non-current liabilities from the revenues the entity generates itself.
Renewal gap (ratio)	The rate of spending on renewing, restoring and replacing existing assets with depreciation.	1.07	1	Ratios higher than 1:1 indicate that spending on existing assets is greater than the depreciation rate.

**The VAGO target 'ratio of underlying revenue' is the key indicator of financial sustainability. It is an accepted measure of financial sustainability as it is not impacted by non-recurring or one-off items of revenue and expenses that can often mask the operating result.*

4.3 Outcomes

In summary, the FSS seeks to:

1. reduce borrowings
2. improve cash reserves for specified purposes (to enable future investment in community infrastructure or unforeseen events)
3. maintain Yarra's asset base at a standard that can service the needs of our community now and into the future
4. develop a financially responsible community infrastructure plan with the right blend of renewals and new infrastructure
5. ensure the right level of services are provided to the community and effectively plan for future and changing community needs
6. optimise revenue generating assets (including property) and services
7. ensure user fees and charges reflect the true cost of service (that is, rates funding is not unreasonably subsidising services that provide private benefit)
8. improve operational efficiencies through technology, process, procurement, and project planning and delivery improvements
9. take a careful and fiscally responsible approach towards the use of reserves for strategic property acquisitions and major projects that will provide intergenerational community benefit
10. strengthen Yarra's advocacy and partnerships to achieve a better share of, and weather the storm of declining, government grants and subsidies
11. achieve an overall 'low-risk' rating on all Victorian Auditor General's (VAGO) financial sustainability indicators.

5 Strategic Levers

The purpose of this FSS is to recommend a set of initiatives which Council could immediately pursue to uplift Council's financial position to 2031-32 and beyond. The initiatives consider:

- ability to address risks and challenges
- likely scale of the net financial contribution to address the financial gap
- ability to be delivered within 3-5 years
- low to moderate operational challenge
- rectifying legacy policy, systems and processes
- least impact on community.

There are two primary types of levers for change to drive long term financial sustainability:

Strategic lever to ensure that future investment decisions are based on need, underpinned by evidence and guided by informed strategies including detailed asset management plans, contemporary property management and community infrastructure planning and an ongoing program of service reviews.

Systemic lever to invest in new way-of-working to manage expenditure/cost controls, responsible borrowing management, operational efficiencies and capital works delivery management, among others.

Most initiatives are interdependent and related. Specifically, most will need to be completed in parallel with the strategic review of the service landscape and the community infrastructure planning and digital transformation program, rather than as stand-alone reforms. Any new strategy, program or systems will require an implementation cost, however funding has been foreshadowed in current and future operational budgets to initiate many of the actions identified in this FSS. Cost savings have not been specifically identified due to the degree of uncertainty over their potential impact or the degree to which their impact will be determined by progress on other measures.

The actions clearly articulate where a Council decision, including successive Council's, will be required.

The road map serves as a guide for the organisation to follow, ensuring that the strategy is translated into practical actions and outcomes.

5.1 Strategic Lever 1: Sustainable cash reserves & responsible borrowing

Council can hold funds in:

- trust, restricted reserves (tied to a specific purpose) and intended allocations, such as developer contributions, statutory reserves, capital works projects or grant allocations which are set aside for specific purposes or obligations
- discretionary cash reserves segregated from general revenue, based on Council direction, to finance future expenditures or to provide for a specific purpose or projects.

Restricted cash reserves

Restricted Reserve	Purpose	Reserve balance as at 30 June 2022
Public Open Space Reserve	For contributions received as public open space levies pursuant to s18 of the Subdivisions Act 1988. The reserve is used to fund eligible open space capital works projects.	\$14.766m
Parking Reserve	For contributions received in lieu of the provision of parking spaces required for property development. The reserve is used for the provision of car parking spaces as required.	\$79,000
Developer Contribution Plan (DCP) Reserve	The DCP became part of the Yarra Planning Scheme via Amendment C238 on 1 February 2021. This levy applies to all residential, retail, commercial and industrial developments and helps to fund community infrastructure projects.	This reserve is generally acquitted each year

Discretionary (unrestricted) cash reserves

One of the key indicators of assessing Council's financial sustainability is the ability to generate sufficient cash flows and the level of unrestricted cash held.

Council must maintain a reasonable amount of cash to meet the requirements of Council business and ensure timely payment of all liabilities. Maintaining a healthy cash balance is important for financial sustainability. It can provide Council 'a financial cushion' to meet unforeseen or emergency expenses or to strategically fund priority projects and/or invest in infrastructure improvements without the need to borrow or disrupt essential services.

For example, Council has an ongoing obligation to fund any investment shortfalls in the Defined Benefits Scheme (superannuation scheme), which has been closed to new members since 1993. The last call on Local Government was in the 2012-2013 financial year where Council was required to pay \$11.3m to top up its share of the Defined Benefits Scheme. At that time Council borrowed to pay this top up and this borrowing is now directly impacting councils' financial sustainability.

The amount and timing of any liability is dependent on the global investment market. At present the actuarial ratios are at a level that additional calls from local government are not expected in the next 12 months. It is therefore responsible to commence a risk reserve to fund any potential future calls and to minimise borrowings.

At the present time, Council has very limited cash reserves as a result of the COVID pandemic, inherited commitments on superannuation and interest repayments on borrowings. Council's limited cash levels have been subsidised by borrowings.

For Yarra, having adequate reserves is essential for managing and accommodating 57,594 new residents or a 63% population growth to 2041.

The FFS recommends establishing two (2) new cash reserves (for specified purposes) to allow Council to respond conservatively and flexibly to financial risks, potential unknown events that are

outside the control of Council, to support population growth and contribute to our financial sustainability goals without borrowing (reference Section 3.6 and 4.2, respectively).

Risk Reserve

Risk: Funding call on the Local Authorities Superannuation Fund Defined Benefits Plan (high)
 Cyber security and Inadequate technology to meet customer or business needs (very high)
 Natural disasters and climate change (high)
 Value: \$20m
 Purpose: To fund future defined benefit superannuation shortfall calls or significant projects related to climate change impacts or emergency events deemed as unavoidable or working capital which are one-off and material in nature.

Strategic Growth Reserve

Risk: Inadequate asset management to meet community infrastructure demand (high)
 Value: \$10m
 Purpose: To fund future land acquisition and new major community infrastructure projects that provide direct benefit to the Yarra community.

Council responsibly manages its limited cash resources through an Investment Policy. The objectives of the policy are to:

- invest Council funds not immediately required for financial commitments.
- maximise earnings from authorised investments of surplus cash after assessing counterparty, market, and liquidity risks.
- ensure that appropriate records are kept and that adequate internal controls are in place to safeguard public monies.

Borrowings

Council typically views loan funding as a last resort. The use of borrowings must ensure intergenerational equity by aligning asset consumption with the future generations benefiting from those assets.

Yarra’s current borrowings consists of a \$32.5m principal and interest loan scheduled for repayment by 2031/32, as well as a \$13.5m principal and interest loan due by 2027. The Council’s indebtedness ratio is a low-risk level for Council, which stands at 21.2% well below the 40% threshold set by VAGO.

Considering the significant investment required in infrastructure and assets beyond the current strategy’s lifespan, it becomes critical for the Council to maintain sufficient borrowing capacity. It is important to note that the comparison of borrowing levels does not fully assess Council’s ability to generate sufficient cash flow for current and future service delivery. The introduction of rate capping, coupled with the need to repay borrowings within a limited timeframe and rising interest rates has significantly impacted Council’s financial position and borrowing capacity. However, due to Council’s current financial vulnerability (limited cash reserves) to withstand future financial shocks and low working capital, no new borrowings are projected in this FSS.

Council’s approach is now to make annual principal and interest repayments on all borrowed funds, resulting in the reduced borrowings over the next ten years. This robust borrowing reduction plan creates room for future borrowings if required to meet the infrastructure demands of a growing city beyond the current strategy’s lifespan. Ideally, rather than borrow Council would invest in infrastructure reserves and self-fund projects wherever possible. Should Council deem borrowings absolutely necessary, Council will comply with the Local Government Prudential Guidelines, adopt a cautious and judicial approach to borrowing and only pursue new borrowings for capital works if they demonstrate clear long-term benefits for future generations, hold no other borrowings and demonstrate a clear ability to repay borrowing levels without compromising infrastructure or services.

Ref	Action	Timeframe	Enabler	Authorising Environment	Lever Type	Interdependency
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1.1	Develop a new Reserves Policy and establish new cash reserves to optimise cash availability for specified purposes, including. <ul style="list-style-type: none"> • Risk Reserve • Strategic Growth Reserve 	Year 1	Finance	Council decision	Systemic	Nil
1.2	Invest in identified cash reserves	Per Annum	Executive	Council decision	Strategic	All
1.3	Prioritise the 'paying down' of existing borrowing and adopt a judicious approach to new borrowings.	Per Annum	Executive	Council decision	Systemic	1.1, 3.2, 3.6

5.2 Strategic Lever 2: Optimise revenue

As populations grow, local governments face increasing pressure from community and business to improve service delivery performance. Yarra revenue is highly constrained threatening service delivery and quality to meet a growing community.

Rates and charges, and user fees and statutory fees and fines are Council's largest revenue source, accounting for 83% of total revenue between 2018–19 and 2021–22. Compared with the inner-city council average, Yarra has a lower reliance on revenues from rates and a comparatively higher reliance on revenue from user fees and charges.

As our population grows, more properties mean more infrastructure and services are needed (parks, pathways, waste collection, libraries, playgrounds etc). Inflation and the cost of living continues to rise, so too will the challenge to minimise rate increases over the coming years. As a part of our overall financial strategy, Council will need to consider other opportunities to generate income and to reduce the reliance on these traditional revenue sources.

Generating new revenue or increasing current fees and charges to properly reflect the cost of service beyond statutory limits and the affordability of our community is extremely challenging.

The user pay principle, in the context of local government, is a guiding concept that advocates for individuals or entities benefiting directly from specific services or facilities to bear the associated costs. Under this principle, users are charged fees corresponding to the level of services they use or the extent of benefits they receive. The user pay principle promotes fairness by ensuring that those who directly benefit from particular amenities, such as recreational facilities or waste collection services, contribute proportionately to the cost of maintaining and providing these services, relieving the financial burden on the broader community. Those who directly benefit from, or cause expenditure, should make an appropriate contribution to the service, balanced by the capacity of people to pay while ensuring compliance with National Competition Policy.

Realistic options to uplift revenue include leveraging strategic partnerships to attract more funding, reviewing our pricing policy, ensuring developers fairly share the burden to contribute to new infrastructure and open space, and reviewing Council's strategic property portfolio and leasing arrangements.

For example, Council in 2023 increased metered parking and permit fees for the first time in 6 years. The cost of Yarra's resident parking permits will remain among the lowest in inner-city Melbourne, and we are also maintaining our significant concession discounts (including retaining a free first permit for concession holders). Parking restrictions have a primary goal of sharing a resource rather than generating revenue, however a pricing model is effective in supporting more efficient, fairer use. We are moving towards a more demand driven parking model that considers demand for parking spaces in price setting. This increase in parking revenue will help Council's financial position without major community impost.

Council may also consider revisiting subsidies to businesses using public spaces for profit-based activities like outdoor dining. By striking the right user-pay balance, public spaces can support local businesses, while also safeguarding the interests of the community and Council.

A Development Contributions Plan (DCP) is also another means of enabling the fair funding and delivery of infrastructure for a growing population. It is a planning and legal instrument that ensures developers contribute towards infrastructure that is required to service a growing population. Each contribution is spent within the area that the new development is built, to benefit existing and future local residents. A review of the Council's Community Infrastructure Plan is underway, which in turn may necessitate a review of the DCP planning provisions.

In 2022, Amendment C286yara to the Yarra Planning Scheme sought to increase the public open space contribution rate from 4.5% to 10.1%. The independent Planning Panel acknowledged that the current rate of 4.5% in the Yarra Planning Scheme is inadequate and recommended an open space contribution rate of 7.4%. Council is currently pursuing all available options to secure a higher than recommended rate to meet the needs of a growing community from the State Government. Delays in planning amendment approvals are costing millions.

A strategic review of properties, leases and licenses will likely identify opportunities to optimise potential revenue, and/or identify surplus property and assets for Council-owned assets (taking into consideration private, commercial and community benefit).

Ref	Action	Timeframe	Enabler	Authorising Environment	Lever Type	Interdependency
2.1	Implement the Pricing Policy for fees and charges, including applying user pays principles where it is appropriate to do so.	Year 3	Finance	Council decision	Strategic	4.2
2.2	Develop a new Strategic Property Plan, including review existing revenue generated by each property, current financial performance and potential for growth for each property, and underperforming properties.	Year 1	Property & Leisure Services	Council decision	Strategic	3.2, 3.6, 4.2
2.3	Review Council's parking strategy, including financial modelling.	Year 2	Sustainable Transport	Council decision	Strategic	Nil
2.4	Review Council's Developer Contribution Plan and Open Space contributions.	Year 3	City Strategy	Council decision	Strategic	3.6
2.5	Investigate new and/or alternative revenue streams.	Annual	Executive	Council decision	Strategic	Nil
2.6	Assess the risk of variability for current income sources and its impact to Council.	Every three years	Finance	Audit & Risk Committee	Strategic	Nil
2.7	Benchmark high volume fees with other councils and establish comparable rates.	Year 1	Finance	Council	Strategic	Nil

5.3 Strategic Lever 3: Well planned assets

Council manages \$2b in assets from land and buildings to roads, drains, footpaths, parks and open space and our asset base is largely the product of investment by prior generations of residents. As custodians, Council has the responsibility to ensure these assets are available to future generations.

Integration with the Asset Plan is a key principle of Council's strategic financial planning principles. The Asset Plan is designed to inform the 10-year Long-Term Financial Plan by identifying the amount of capital renewal, backlog and maintenance funding that is required over the life of each asset category. The level of funding incorporates knowledge of asset condition, risk assessment, as well as setting intervention and service levels for each asset class.

Consistent with the trend across the local government sector, Yarra faces escalating costs to operate, maintain and renew our ageing asset base. Climate change is putting additional pressure on asset capacity, utilisation and condition. Insufficient investment in asset renewal will result in assets deteriorating much faster than necessary, adding cost in the long run and potentially compromising levels of service.

Yarra must continue to reinvest in renewing and upgrading existing assets to an acceptable condition and to be sustainable we must also review the assets we already have to ensure we are maximising public value. It should be noted that Yarra's current Asset Plan (and investment in assets) is limited by financial affordability and does not reflect the actual financial requirements to develop new and maintain current service levels over the next ten years and beyond.

It is also important for Council to understand the current condition of our assets. Asset data helps Council better manage all aspects of the asset lifecycle and better allocate funding to ensure that assets are available to the community at an appropriate level of service. This becomes more important when new assets are created (for example new community infrastructure and open space delivered under the Open Space Reserve and Developer Contributions Plan). A resilient future may require an upfront investment in new innovative technology, automation and remote monitoring to help with evidence-base predictive analysis, modelling, and investment planning.

The availability of assets and the related service level can change over time as population demographics change. Asset management is also interdependent with service planning; the current and future demand for services, the service delivery approach, the service level to be provided and/or major changes to services.

While we are working on a new Community Infrastructure Plan and 10-year capital works program (including the investment required), previous plans foreshadow the need for new integrated community hubs, sporting facility upgrades, upgrades to outdated existing community spaces and quality connected open spaces. The foundational actions in this FSS, including establishing a new cash reserve for future community infrastructure demands which will place Council in a better position to respond to the investment requirements set out in the next iteration of the Community Infrastructure Plan and Asset Plan.

A major focus is continued improvements and resourcing to Yarra's asset planning and management capability to plan and manage investment (in response to growth) and risks associated with our assets.

Ref	Action	Timeframe	Enabler	Authorising Environment	Lever Type	Interdependency
3.1	Detailed asset plans (condition, quantity) across Council's asset portfolio (buildings, roads/footpaths/ cycleways, stormwater and open space).	Year 1 and ongoing	Asset Management	Operational	Systemic	Nil
3.2	Use strategic asset management data and modelling to inform appropriate renewal funding and to prioritise renewal projects.	Year 1 and ongoing	Asset Management	Operational	Systemic	3.1
3.3	Independently assess Council's unit rates and 'useful lives' for all asset classes to ensure appropriate asset value and depreciation calculations.	Year 1 and ongoing	Asset Management	Operational	Systemic	3.2
3.4	Implement a new asset management framework to ensure whole of lifecycle asset management.	Year 2 and ongoing	Asset Management & Transformation	Operational	Systemic	5.1, 5.2, 5.4
3.5	Develop a new Asset Plan to inform the Long-Term Financial Plan.	Year 3	Asset Management	Council decision	Strategic	3.2, 3.4, 3.6, 4.2
3.6	Finalise a new Community Infrastructure Plan aligned with service planning and Developer Contribution Plans.	Year 2	City Strategy	Council decision	Strategic	3.2, 3.5, 2.5, 4.2

3.7	Build new integrated ten-year capital works plan including: <ul style="list-style-type: none"> • review and re-prioritise the program • scale the program to organisational capacity to deliver • make projects more stageable • increase budget contingencies 	Year 1 and ongoing	Assets Management	Council decision	Systemic	3.5, 3.6, 3.2
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5.4 Strategic Lever 4: Review the service landscape

For every dollar Council receives in rates, Council spends \$1.70 on providing services. VAGO developed a framework to categorise the range of Council services. The exact scope and method of service delivery differs greatly across Victorian councils, with the greatest variation in service delivery within the 'community expectation' and 'Council discretion' categories.

Rational for service	Explanation	Examples
Statutory obligation	Council is legally required to provide the service	Rates, roads, animal management, food safety, maternal and child health, noise, building and planning, waste collection.
Statutory discretion	Legislation that gives Council the option to deliver the service, but it is not mandatory for Council.	Economic development, community grants.
Community expectation	Due to market failure and community demand, Council is expected to provide the service and it would be extremely difficult for Council to exit the service.	Library services, sportsgrounds and pavilions.
Council discretion	Although it is not legally required to do so, Council provides the service to meet an identified community need that other organisations may be able to provide.	Markets, arts and cultural activities, events, sister-city relations, childcare, aged services, environmental education, youth programs.

Over time, the needs and expectations of the Yarra community will change, meaning Council's service mix, service levels and operating models will also need to respond and change.

Currently, Council lacks the financial capacity to undertake ('take-on') any new services and may even need to reduce services. Redefining the service mix, service level and service delivery options through a comprehensive service planning and review program will be central to Council's financial sustainability over the next 10 years. Council will need to establish a (new) robust service planning and review framework to ensure all services are relevant, financially sustainable and can meet future community needs.

Planning for services will help Council identify and understand:

- the value of the service to the community
- new services and when to reduce or remove services
- the cost of services
- what level of service to the community we can afford
- the revenue needed to generate to make the service(s) financially sustainable (if appropriate)
- adjusting service levels to manage costs
- managing and maintaining key infrastructure assets
- the right level of resources to deliver services
- the role of alternative service providers
- compliance with National Competition Policy.

The process will ensure Council makes service-delivery decisions based on community need with a full understanding of the role of Council and the full cost of each service.

Due to the program's crucial role in ensuring financial sustainability, it is anticipated that the Council will adopt a deliberative engagement approach to define the principles governing the service planning and review framework. Through targeted engagement, Council aims to examine the changing community demographics, service landscape, key Council services (both essential and non-essential, legislated and non-legislated), financial limitations, community awareness and attitudes towards service delivery, potential alternative options available in the market, and the alignment of service provision with other obligations such as asset maintenance and capital works.

To support this initiative, Council has established a new business transformation department to lead the service review processes and identify service and operational efficiencies and improvements, and to contribute to service cost control and prudent financial management of internal operations.

Four (4) strategic service reviews are proposed per annum. The types of reviews will be:

Strategic Reviews: To evaluate service efficiency, effectiveness, and value, considering internal and external factors to decide on continuity, enhancement, or changes. Council endorsement will be required when decisions exceed the Chief Executive Officer's delegation or when significant changes impact community-facing services. These reviews will follow project-specific community engagement in accordance with policy.

Management Reviews: Reviews conducted within the Chief Executive Officer's delegation, with minimal impact on community services. These reviews assess efficiency, effectiveness, and value, informing decisions on continuity, enhancements, or changes.

Council is committed to creating a culture of continuous improvement in all its operations. This involves two main components: workforce planning and continuous improvement programs.

Regular and proactive workforce planning allows Council to develop operating models that respond strategically to service needs, changes and market challenges.

Continuous improvement goes beyond periodic service reviews; it involves consistently assessing and streamlining operating models and internal processes to boost efficiency and save resources. By embracing this commitment, the Council can make regular and gradual improvements without solely relying on formal service reviews, remaining responsive to the community's needs.

The service review program is expected to unlock financial capacity within 3 years.

Ref	Action	Timeframe	Enabler	Authorising Environment	Lever Type	Interdependency
4.1	Deliberative engagement to establish the principles of the service planning and review framework	Year 1	Business Transformation	Council decision	Strategic	Nil
4.2	Implement a new service planning and review program	Year 1 and ongoing	Business Transformation	Council decision	Strategic	3.6, 4.1
4.3	Develop a new Workforce Plan	Year 2	People & Culture	Operational	Strategic	Nil

5.5 Strategic Lever 5: Invest in transformation

Yarra has embarked on a comprehensive digital transformation program to modernise its operations and enhance service delivery to the community. This program encompasses initiatives and strategies designed to leverage technology and digital solutions to integrate systems, streamline processes, improve efficiency and service innovation, and provide better accessibility and convenience for residents and staff.

The digital transformation program will also focus on leveraging data and enhancing analytics capabilities to ensure evidence-based service and asset planning and decision-making. Over the next 3 years, Council will develop an advanced data management and analytics program, enabling data-

driven insights into community needs and preferences. This data-driven approach will help Council use resources more effectively, identify areas for improvement, and tailor services to meet the evolving demands of the community.

An uplift in our cybersecurity is important as we rely on digital systems and technology to provide essential services and manage sensitive data. Protecting the integrity, confidentiality, and availability of information is crucial to safeguarding customer privacy, maintaining public trust, protecting critical infrastructure and ensuring uninterrupted service delivery.

Embracing technological advancements and fostering innovation can significantly improve financial sustainability in the long term. However, for Yarra, the realistic outlook is a high upfront investment to uplift digital technology capabilities alongside a comprehensive program to streamline processes. Efficiencies gains will normally be evidenced in Council's financial position after 5+ years.

Council's adopted risk appetite for corporate systems is *high* and is willing to pursue a greater level of risk with innovation, new technology and systems which can enhance efficiency, service delivery results, customer experience or safety enhancements.

It is expected the digital transformation program will operate within following financial sustainability parameters:

- evaluate the risks associated with the program and develop contingency plans to address potential challenges or unexpected costs. Conduct regular risk assessments throughout the project's lifecycle and adjust financial planning accordingly.
- be certain about lifecycle costs (ie ongoing operational costs, maintenance expenses, and any future upgrades or enhancements)
- build internal capabilities to lead to cost savings and improved efficiencies over time
- deliver a well-managed digital transformation program that prioritises responsible resource allocation, transparent financial reporting to ensure long-term viability and public trust.

Ref	Action	Timeframe	Enabler	Authorising Environment	Lever Type	Interdependency
5.1	Implement Council's digital transformation program.	Ongoing	Transformation	Operational	Strategic	Nil
5.2	Procure and implement an Enterprise Resource Planning (ERP) suite.	Year 3-5	Transformation	Operational	Systemic	5.1
5.3	Develop and implement a new cyber security strategy.	Year 1	Information Systems	Operational	Strategic	5.1
5.4	Develop and launch a new Data Hub to enhance and support effective data driven decision-making.	Year 3	Transformation	Operational	Strategic	5.1
5.5	Consolidate and or upgrade/replace systems that sit outside of the Enterprise Resource Planning suite.	Year 3-5	Transformation	Operational	Systemic	5.2
5.6	Implement a new Digital Blueprint Strategy.	Year 5	Transformation	Operational	Strategic	5.1

5.6 Strategic Lever 6: Robust financial management

Over the past 3 years, Council's operations and its financial results were significantly impacted by the prolonged impacts of COVID-19. At the time, Council made a deliberate and considered decision to step up and assist our community and businesses during the pandemic, at the expense of our bottom-line. Our financial position was impacted by \$50m in lost revenue and increased expenditure.

The COVID-19 pandemic taught essential financial lessons, emphasising the importance of regularly reviewing cost control measures, fostering a resilient workforce during uncertainty, and staying flexible to adapt to changing conditions.

Mitigating financial risks, effective financial planning and responsible budgeting are essential for long-term sustainability. Management undertakes a rigorous and robust budget setting process each year, including a line-by-line review of operating budgets and proposed projects to ensure alignment with strategic priorities and value. Performance is monitored closely throughout the year with forecasts updated monthly and reported to Council quarterly. Through this process, Council delivered:

- Budget 2022/23: A revised operating surplus of \$16.1m, \$3.9m favourable to the adopted Budget
- Budget 2023/24: An improved \$15.2m operating surplus, up \$3.85m or an equivalent 24% improvement from 2022/23).

Increases to the landfill levy have created significant cost pressures for Yarra. The levy has risen over 90% in the last 3 years, from \$65.90 per tonne in 2020/21 to \$125.90 per tonne in 2022/23. For Yarra, waste costs increased from \$17,843,044 in 2021/22 to \$19,263,544 2022/23, an increase of \$1,420,500. This reflects an increase of 8% in one year. This increase is well above the amount councils can raise through rates alone. As a structural change to our annual budget, Council recently resolved to separate waste and recycling costs from general rates and to implement separate rates for public and kerbside waste services. This is achieved by reducing general rates by the equivalent value.

Other important levers are:

Capital works management

Yarra historically has had significant unplanned capital works/monies carried forward year on year. In 2022/23 the carry forward from 2021/22 was \$17.3m. Over the last 12 months, Council limited the impact and value of unplanned carry over by strengthening project management and building a more achievable capital works program within the capacity of the organisation. Ongoing, our aim is to deliver the capital works program so that there is no/limited planned carryover and no/negligible unplanned carryover.

Procurement & contract management

Improved and innovative procurement practises will also be important for long term financial sustainability. By implementing prudent procurement practices, Council can achieve cost efficiencies and optimal allocation of resources. Through competitive bidding, strategic sourcing, and supplier evaluation, procurement aims to secure goods and services at the best value, while maintaining quality and compliance. Sustainable procurement practices involve considering environmental and social factors, fostering responsible supplier relationships, and promoting long-term cost savings. Overall, a well-managed procurement process contributes significantly to financial performance.

Effective contract management is instrumental in ensuring financial sustainability. Overseeing contracts throughout their lifecycle, Council can control costs, risks and operational efficiencies. Proactive contract monitoring and adherence to terms and conditions helps prevent costly variations and ensure that both parties meet their obligations. Contract planning helps deliver the best value for money and can drive financial value by:

- leading continuous improvement
- value preservation and additional value creation
- performance management
- risk mitigation, role clarity, and the value of supplier relationship
- quality assurance.

Ref	Action	Timeframe	Enabler	Authorising Environment	Lever Type	Interdependency
6.1	Adopt a year-on-year operational savings program across the business to grow cash balances.	Year 1 for 5 years	Finance and Executive	Operational	Systemic	Nil
6.3	Review Council's procurement and contract management processes to	Year 2	Strategic Procurement & Project	Operational	Systemic	5.2

	ensure better value and hold costs.		Management Office			
6.4	Continue rigorous internal monthly and quarterly financial monitoring processes.	Ongoing	Finance and Executive	Operational	Systemic	Nil
6.5	Articulate the implementation cost(s) of all new and updated strategies and plans in the Council decision making process.	Ongoing	Executive	Operational	Systemic	Nil
6.6	Develop a new Enterprise Project Management Office (EPMO) to manage capital and transformation project delivery (and costs).	2 years	Project Management Office	Operational	Systemic	5.2

5.7 Strategic Lever 7: Prioritise advocacy & partnerships

Communities face uncertainty and financial pressures due to their reliance on other levels of government for funding support. This dependence leads to various challenges for Council, including:

Cost-shifting: The Victorian and Federal Governments often transfer responsibilities to local governments, such as libraries and kindergartens, without providing sufficient funding. This results in councils having to cover the costs associated with these services.

Declining government grants: Funding from other levels of government may be reduced, stopped altogether, or fail to keep up with the increasing costs incurred by councils in delivering community services.

Cost-shifting has traditionally affected services like libraries and school crossing supervision programs. However, it has expanded to non-traditional sectors like social housing, maternal and child health, building enforcement, early years infrastructure, urban planning, landfill levy and waste services, state infrastructure projects, urban stormwater, electrical line clearance, environment protections, climate change response and mitigations, road network projects, state road amenity maintenance, disaster response and recovery, pool fencing and cladding compliance, and other indirect costs.

Policy changes made by government are often important steps towards reform, but they come at a cost to Council. In 2022, the State Government proposed a rates exemption on social housing which was quantified at \$30+m in reduced council rates over 10 years.

Since 2009, planning fees have not kept pace with the cost of delivering the service and importantly representing the community at VCAT. Council, or more accurately ratepayers, subsidise the administration of 1,091 planning applications.

Most recently, the cost to implement waste reforms is modelled at an additional \$3m year-on-year. Council was required to make structural changes in our rates and charges policy to allow cost recovery and an equitable 'user-pays' approach to waste services charges.

Yarra has taken on all these additional responsibilities, operated within the prescribed fees and revenue envelope, the rate cap and fixed staffing resources – all to the detriment of our financial position. We have relied on rate revenue to bridge funding gaps, meet growing service demands, comply with new government policies, tackle rising costs, and fulfill community expectations.

As the Victorian and Australian Government are grappling with budget deficits there is a real risk grant funding will also reduce over the next 10 years. In a declining funding environment, Yarra needs to establish stronger strategic partnerships, leverage regional networks, and proactively advocate for policy changes and investment in Yarra. To enhance the effectiveness of grants Council should adopt a more strategic approach. Instead of pursuing grants opportunistically, Council should proactively identify and target high-value funding opportunities that directly support the Council Plan.

By strategically aligning grant applications, Council can allocate resources more efficiently and ensure that the grants received have a meaningful impact on the community.

Ref	Action	Timeframe	Enabler	Authoring environment	Lever Type	Interdependency
7.1	Refresh Council's strategic advocacy approach to specifically address cost-shifting policy and identify community projects to leverage partnership funding with government and strategic partners.	Year 1 and ongoing	Advocacy	Council decision	Strategic	Nil
7.2	Quantify the financial impact of cost-shifting to Council.	Year 1	Advocacy & Finance	Operational	Strategic	6.2
7.3	Seek funding (including provision for administration overhead) for a greater Government contribution towards the upgrade, renewal and maintenance of community assets and programs.	Ongoing	Advocacy (and grant seekers)	Operational	Strategic	3.6, 4.2
7.4	Investigate opportunities to "hand back" responsibilities to the State and Federal Government (ie land management)	Ongoing	Advocacy	Operational	Strategic	7.1

6 Implementation

The implementation of a financial strategy carries inherent risks:

- Council changes strategic direction and commitment to financial sustainability (2024 elections)
- resistance to change will hinder the successful execution of the strategy
- a lack of clear accountability and governance mechanisms might hinder the effective monitoring and evaluation of the strategy's progress.
- potential for misalignment between the strategy and changing economic conditions or unforeseen shifts in local priorities. This could lead to a mismatch between revenue projections and actual funding needs, causing budgetary constraints, overspending or misallocation.

6.1 Governance

The Executive Leadership Team is responsible for overseeing the strategic direction, driving a change culture, and prioritisation of actions and resources.

- A Project Control Group is formed under the Executive Leadership Team and is responsible for practical implementation of the strategy. The General Manager of Corporate Services and Transformation serves as the chair of the Project Control Group. The Project Control Group reports to the Executive Leadership Team and is accountable for oversight, strategy, project management, reporting, and communications related to the project.
- Cross-functional teams are formed to support the Project Control Group. These teams work collaboratively and contribute their expertise to deliver actions.

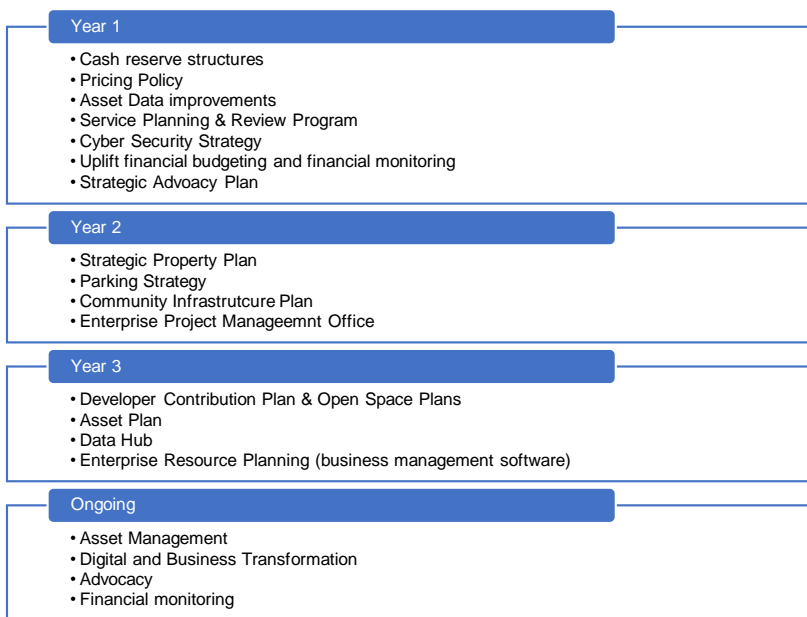
6.2 Monitoring & review

Quality assurances over Council's financial performance include a rigorous internal review process by management, endorsement by the Audit and Risk Committee and approval by Council.

Yarra's Annual Report will report on Council's financial and service performance, including progress towards financial sustainability.

It is reasonable for this strategy to be viewed in response to material change or in 2026.

6.3 Road Map



6.4 Service Planning Principles: Deliberative Engagement

The FSS commits Council to undertake a comprehensive engagement approach to define the principles governing the service planning and review framework through a deliberative engagement process. The overall outcome is to develop community-supported service planning principles that will inform and guide Council’s future service planning and review program.

Through the engagement process, Council aims to examine the changing community demographics, service landscape, key Council services (both essential and non-essential), financial limitations, community awareness and attitudes toward service delivery, potential alternative options available in the market, and the alignment of service provision with other obligations such as asset maintenance and capital works.

The *Local Government Act 2020* sets out the following service performance principles will be incorporated into Council’s deliberative engagement process and outcomes:

- services should be provided in an equitable manner and be responsive to the diverse needs of the municipal community
- services should be accessible to the members of the municipal community for whom the services are intended
- quality and costs standards for services set by the Council should provide good value to the municipal community
- a Council should seek to continuously improve service delivery to the municipal community in response to performance monitoring
- service delivery must include a fair and effective process for considering and responding to complaints about service provision.

The engagement approach to develop Council’s service planning and review principles will be undertaken in two parts.

Stage 1: Market Research and general community engagement

Stage 2: Deliberative engagement

The adoption of the Service Planning and Review Principles will be subject to a Council decision.

7 Conclusion

This FSS provides a sound, strategic yet ambitious, program to move towards financial sustainability for the Council. It will optimise our continued support of Yarra’s growing community and further the community’s vision.

8 Key financial terms

Term	Calculation	Explanation
Adjusted underlying result		Surplus/deficit for the year adjusted for capital grants and contributions.
Adjusted underlying result (ratio)	Adjusted underlying surplus (or deficit)/adjusted underlying revenue	This measures Councils’ ability to generate surplus in the ordinary course of business, excluding non-recurrent capital grants, non-monetary asset contributions and other contributions, to fund capital expenditure from its net result. A surplus or increasing surplus suggests an improvement in the operating position.
Annual Report		Details Council’s financial and operational performance for each year including audited financial and performance statements, progress updates for Council Plan strategies, indicators and major initiatives, and performance indicator results.
Asset		Council assets include roads, bridges, footpaths, drains, libraries, town halls, parks, recreational centres, and other community facilities.
Annual Budget		A rolling 4-year budget is prepared annually to outline how resources will be allocated across services, initiatives and capital works projects and the income that will be generated.
Capital replacement (ratio)		Cash outflows for the addition of new property, infrastructure, plant and equipment/depreciation This compares the rate of spending on new infrastructure, property, plant and equipment with its depreciation. Ratios higher than 1 indicate that spending is faster than the depreciating rate. This is a long-term indicator because capital expenditure can be deferred in the short term if there are insufficient funds available from operations and borrowing is not an option.
Indebtedness (ratio)	Non-current liabilities/own-sourced revenue	This assesses an entity’s ability to pay the principal and interest on its borrowings when they are due from the funds it generates. The lower the ratio, the less revenue the entity is required to use to repay its total borrowings. Own-sourced revenue is used, rather than total revenue, because it does not include grants or contributions.
Liquidity (ratio)	Current assets/current liabilities	This measures Council’s ability to pay existing liabilities in the next 12 months. A ratio of 1 or more means that an entity has more cash and liquid assets than short-term liabilities.
Restricted Cash Reserve, including developer contributions plan and open space reserve		Cash levies paid to Council and is to be used to cover the cost of any open space and infrastructure assets that are to be purchased or constructed by Council. These funds are restricted to prescribed projects.
Surplus		Net surplus is Council’s revenue and income from transactions minus expenses from transactions. Council surplus is be used to fund the capital works program each year, as well as the information technology program. Put simply, without a budget surplus – there would be a significantly reduced capital works programs at all Councils.
Unrestricted Cash		Cash that is free of restrictions and is available to pay bills for any purpose as and when they fall due.

7.11 Microsoft Licensing Enterprise Agreement Renewal - 2023-2026

Reference	D23/326525
Author	Jonathan Merriweather - Technology Services Lead
Authoriser	General Manager Corporate Services and Transformation
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

Purpose

1. The purpose of this report is to seek endorsement of the Council regarding the renewal of the City of Yarra's Microsoft Licensing Enterprise Agreement (EA) for the period 2023-2026.

Critical analysis

History and background

2. The Microsoft Licensing Enterprise Agreement (EA) is designed for large organisations to consolidate their licensing arrangements, in order to provide their workforce with Microsoft applications. The EA is tiered based on the number of licensed computers or users and covers software licensing and upgrades for up to a three-year period. It includes software products such as Windows 10, Microsoft Office (Desktop, email, Office 365), and core Client Access Licenses for Windows Server, Exchange System Centre, and SharePoint. The City of Yarra's current EA expires on 31 August 2023, necessitating the renewal of the licensing agreement for a new contract period. Shifting away from Microsoft is not viable due to City of Yarra's technology ecosystem, compatibility, and cost implications.

Discussion

3. The current EA has been reviewed by the Microsoft's account management team and validated by Data#3 (current vendor).
4. Microsoft has flagged a worldwide global price increase of 9% starting 1 September 2023. We have secured a price freeze until 15 September 2023.
5. Under our current 2020 - 2023 Microsoft Enterprise Agreement, we primarily use Microsoft E5 licenses, with approximately a third of all staff using E1 licenses.
6. The Microsoft E5 license offers access to Microsoft's cloud and device products and services including Microsoft's advanced cyber security features, such as:
 - (a) Full extended detection and response (XDR);
 - (b) Automated investigation and response (AIR);
 - (c) Identity protection and conditional access; and
 - (d) Information protection and insider risk management.
7. To ensure optimum cyber security for our systems and licences, we have two options:
 - (a) Purchase F3+F5 licenses to replace the E1 licences and make them compliant with the security and compliance features. The resulting F3+F5 license still lacks the features of the E5 license and is not a like-for-like replacement. or
 - (b) Migrate the current E1 users to E5 licenses. This is the preferred option.
8. Cloud consumption has grown over the past 3 years, as we have migrated workloads to the cloud:

- (a) We have included additional allowance for cloud consumption per year of the agreement. Most of our cloud consumption is for the following services:
 - (i) Backup and Disaster Recovery;
 - (ii) File storage and collaboration;
 - (iii) System redundancy; and
 - (iv) Cyber Security services.

Options

- 9. As part of our review, we examined two options:
 - (a) renewing under the Municipal Association of Victoria (MAV) contract; and
 - (b) renewing under the State Purchase Contract (SPC).
- 10. The SPC contract provides significant savings on licenses and services purchased through that contract, however the contract stipulates that user licenses must be licensed under the E5 license.
- 11. The MAV contract is more expensive across the board when comparing like for like, however, allows the mix of different user licences.
- 12. During our analysis, we found that overall, the SPC contract is approximately 2.1% more expensive compared against the MAV contract. However, the SPC contract provides significantly more value and will provide equal access to all staff, providing full access to the Microsoft suite of applications and services. The SPC contract also offers opportunity for a reduction in daily administration of license maintenance.

Community and stakeholder engagement

- 13. The current City of Yarra three-year Enterprise Agreement has been reviewed by the Microsoft account management team responsible for supporting Victorian local government organisations. This process was undertaken to ensure the City of Yarra procures the correct level and mix of licences and products provided by Microsoft for use over the next contract agreement period.
- 14. This information was further verified by Data#3, the sole supplier for the SPC contract, and is one of only five companies available via a MAV Panel arrangement licenced by Microsoft to sell Microsoft EA products to Local Government entities.

Policy analysis

Alignment to Community Vision and Council Plan

- 15. The renewal of the Microsoft Licensing Enterprise Agreement directly aligns with Council's community vision and council plan. Council's strategic objective of "Democracy and Governance" emphasises evidence-based decision-making, meaningful engagement, good governance, and financial stewardship. By carefully evaluating the licensing options and choosing a best-fit model for the immediate and future organisation's needs, Council demonstrates its commitment to responsible financial management and transparency. This decision-making process, involving external research, ensures that the chosen licensing approach supports the long-term technology needs of the community.

Climate emergency and sustainability implications

- 16. While the provided information does not explicitly mention climate or sustainability implications, the decision to renew the Microsoft Licensing Enterprise Agreement could indirectly contribute to sustainability efforts. Microsoft 365 E5 license will prime the organisation to reduce reliance on travel and real estate to deliver business critical work. It enables governance and efficiencies for our hybrid workforce. By opting for licensing models that optimise usage and streamline technology resources, Council could potentially reduce energy consumption and electronic waste associated with software and hardware.

Additionally, the transition to cloud-based solutions aligns with sustainability goals by promoting more efficient data storage and reducing the need for physical infrastructure.

Community and social implications

17. The decision to renew the licensing agreement has community and social implications. The Council's focus on empowering all employees with equitable technology is supported by this approach. By selecting a licensing model that supports online digital tools for participation, the Council enhances accessibility to decision-making processes, allowing a broader cross-section of the workforce to produce work efficiencies without limitations. This aligns with Council's commitment to respectful relationships and community capacity-building.

Economic development implications

18. The decision to renew the licensing agreement presents economic development implications for the City of Yarra. By choosing a best-fit licensing model that balances costs, cyber security, and compliance, the Council can ensure that its technology ecosystem remains secure, robust, and up to date. This, in turn, supports the efficient delivery of services to the community. Moreover, by embracing digital tools and innovations through the agreement, Council paves the way for potential technological advancements that can foster economic growth and technological expertise within the community.

Human rights and gender equality implications

19. While the provided information does not explicitly address human rights and gender equality, the considerations around licensing models and technological tools can indirectly impact these areas. Council's commitment to inclusive engagement and equitable participation in decision-making aligns with principles of human rights and gender equality. Ensuring that digital tools are user-friendly, secure, accessible, and available to all community members, regardless of gender or background, reflects a commitment to fairness and inclusivity.

Operational analysis

Financial and resource impacts

20. The SPC contract term ends 31 March 2026, as such, Yarra City Council will be prorated into this term making the new EA contract span two (2) years and seven (7) months.
21. The new EA cost is outlined in Confidential Attachment One, item 23.
22. Microsoft has flagged a worldwide global price increase of 9% starting 1 September 2023. The benefits of signing the SPC contract before 15 September 2023 are outlined in Confidential Attachment One, item 24.

Legal Implications

23. City of Yarra must meet procurement obligations under section 186 of the Local Government Act. The procurement services provided by the State Government and the SPC Contract DPC-ICT-04-2020 have been accessed. Data#3 is the sole provider of the SPC contract. Compliance with Microsoft licensing requirements is essential to avoid legal and financial penalties.
24. The proposed EA aligns with City of Yarra's technology needs, considering shifts to flexible work arrangements, increased mobility, and cloud-based products. User-based licenses will become cost-effective due to flexible mobile device-driven scenarios. The EA addresses security and compliance requirements, ensuring protection across devices.
25. Failure to renew the Microsoft EA accurately would breach Microsoft licensing requirements and expose Council to legal and financial penalties. The proposed EA enables City of Yarra to meet licensing obligations, ensuring compliance, and mitigating risks.

Conclusion

26. Microsoft technologies are integral for City of Yarra's operations. The proposed SPC-based EA offers E5 licenses, security benefits, and license discounts. It ensures compliance, minimises risk, and supports technology requirements. The report recommends this option to meet Yarra's evolving technology needs while addressing compliance obligations.

RECOMMENDATION

1. That Council:
 - (a) approves the award of Contract to _____ for a Microsoft Enterprise Agreement titled Microsoft Software Licencing Contract DPC-ICT-04-2020 for a term of two (2) years and seven (7) months;
 - (b) notes the services are based on a lump sum of _____ (exclusive GST) and schedules of rates;
 - (c) authorises the CEO to sign on behalf of Council all necessary documentation relating to this Contract;
 - (d) authorises the General Manager Corporate Services and Transformation to sign on behalf of Council any contract variations (as per delegation limits) relating to this Contract; and
 - (e) authorises Council officers to communicate this information to the extent necessary to give effect to the recommendation.

Attachments

- 1 Attachment 1 - Yarra City Council EA 2023 - 2026 - *Confidential*
- 2 Attachment 2 - Yarra City Council Renewal WB - 2023-2026 - *Confidential*

8.1 Notice of Motion No. 4 of 2023 - E-scooters in Yarra

Reference	D23/344052
Author	Herschel Landes - Councillor
Authoriser	Chief Executive Officer
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

I, Councillor Herschel Landes, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on 12 September 2023:

1. *That Council:*

- (a) *reaffirms the existing measures being taken to improve safety and amenity of the e-scooter system during the Victorian Government's ongoing shared e-scooter trial under the current agreement;*
- (b) *provides in principle support for the ongoing operation of commercial e-scooters in the City of Yarra, should the Victorian Government legalise the use of shared e-scooters beyond the trial, subject to:*
 - (i) *local governments being provided with the power to manage shared e-scooter schemes in their respective municipalities by contractual agreements with shared e-scooter operators;*
 - (ii) *the issues raised in the officer's report and Council resolution of 16 May 2023 being satisfactorily addressed; and*
 - (iii) *clarification from the Minister for Roads and Road Safety in writing about the government's intentions to construct safe infrastructure on State Government-managed roads on the State Government's Strategic Cycling Corridors (SCCs) and Principal Bicycle Network (PBN) in line with the objectives of the Victorian Cycling Strategy and Yarra Transport Strategy, noting that any e-scooter network will rely on the staged rollout of the PBN to minimise the risk of injury and death to all road users;*
- (c) *notes that breaches of the Road Safety Road Rules 2017 are traffic offences, enforceable by Victoria Police, which includes failure to wear a helmet, riding an e-scooter on a footpath and other breaches;*
- (d) *resolves that any future contractual agreements between the City of Yarra and shared e-scooter operations must ensure that:*
 - (i) *e-scooter companies are required to abide by clear and agreed performance standards, and requires that their operations mandate proactive safety measures to prevent breaches of the Road Safety Road Rules 2017 wherever practical; and*
 - (ii) *the City of Yarra is able to levy penalties for non-compliance, and to withdraw from an agreement with a shared e-scooter provider, requiring that operator to cease activities in the City of Yarra, at Council's discretion;*
- (e) *continue advocacy and negotiations with other councils, including M9, in line with Council's existing advocacy priorities; and*
- (f) *authorises the CEO under delegation to enter into any future agreements with the operators and/or Victorian Government regarding e-scooter operations post the conclusion of the trial for a 12 month period from the date of this resolution; and*

- (g) *notes that Councillors will be briefed on the e-scooter topic, options, and any next steps 12 months from the date of this resolution.*

[Background](#)

A trial of shared e-scooters in Melbourne has been running since 1 February 2022 with the trial scheduled to finish at the end of September 2023.

The Victorian Government is to determine whether e-scooters can be safely included as part of Victoria's transport system.

There has been ongoing popularity of e-scooters as an alternative transport technology to vehicles, where the benefits of e-scooter use include:

- (a) reduced emissions and congestion;
- (b) increased transport connectivity; and
- (c) enabling economic activity.

There has been public demand however for more controls especially around footpath clutter and causing hazards and the lawful use of e- scooters.

It is reported that many cities around the world are moving from free floating e-scooter parking to designated parking, often clustered with other micro mobility vehicles such as bicycles.

Recently, the City of Melbourne has taken the approach that the government in considering its decision, should consider ensuring councils have legal powers to manage e-scooter schemes in order for shared e-scooter systems to be safe, viable and provide a net public benefit.

This approach includes agreements with e scooter operators to provide the tools for Council to determine performance standards and ensure compliance including but not limited to acceptable rider behaviour, e scooter fleet size and e scooter deployment and parking.

There is a benefit in Yarra Council adopting the same approach before the government makes its decision to ensure consistent messaging.

There is also an urgent need to improve the number and connectivity of safe separated lanes for bikes and e-scooters along key routes as an alternative to using cars for short trips around the city.

The government's commitment to mode shift and encouraging active transport outcomes is to be welcomed. Building on this commitment is an opportunity for a coordinated approach between councils towards seeking the further investment in safe separated lanes across the municipalities.

RECOMMENDATION

1. That Council:

- (a) reaffirms the existing measures being taken to improve safety and amenity of the e-scooter system during the Victorian Government's ongoing shared e-scooter trial under the current agreement;
- (b) provides in principle support for the ongoing operation of commercial e-scooters in the City of Yarra, should the Victorian Government legalise the use of shared e-scooters beyond the trial, subject to:
 - (i) local governments being provided with the power to manage shared e scooter schemes in their respective municipalities by contractual agreements with shared e-scooter operators;
 - (ii) the issues raised in the officer's report and Council resolution of 16 May 2023 being satisfactorily addressed; and
 - (iii) clarification from the Minister for Roads and Road Safety in writing about the Government's intentions to construct safe infrastructure on State Government-managed roads on the State Government's Strategic Cycling Corridors (SCCs) and Principal Bicycle Network (PBN) in line with the objectives of the Victorian Cycling Strategy and Yarra Transport Strategy, noting that any e-scooter network will rely on the staged rollout of the PBN to minimise the risk of injury and death to all road users;
- (c) notes that breaches of the Road Safety Road Rules 2017 are traffic offences, enforceable by Victoria Police, which includes failure to wear a helmet, riding an e-scooter on a footpath and other breaches;
- (d) resolves that any future contractual agreements between the City of Yarra and shared e-scooter operations must ensure that:
 - (i) e-scooter companies are required to abide by clear and agreed performance standards, and requires that their operations mandate proactive safety measures to prevent breaches of the Road Safety Road Rules 2017 wherever practical; and
 - (ii) the City of Yarra is able to levy penalties for non-compliance, and to withdraw from an agreement with a shared e-scooter provider, requiring that operator to cease activities in the City of Yarra, at Council's discretion;
- (e) continue advocacy and negotiations with other councils, including M9, in line with Council's existing advocacy priorities;
- (f) authorises the CEO under delegation to enter into any future agreements with the operators and/or Victorian Government regarding e-scooter operations post the conclusion of the trail for a 12 month period from the date of this resolution; and
- (g) notes that Councillors will be briefed on the e-scooter topic, options, and any next steps 12 months from the date of this resolution.

Attachments

There are no attachments for this report.

8.2 Notice of Motion No. 5 of 2023 - Developer contact and gift disclosure

Reference	D23/344022
Author	Sophie Wade - Councillor
Authoriser	Chief Executive Officer
Disclosure	The authoriser, having made enquiries with members of staff involved in the preparation of this report, asserts that they are not aware of any general or material conflicts of interest in relation to the matters presented.

I, Councillor Sophie Wade, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on 12 September 2023:

1. *That a draft policy governing Councillor contact with property developers, submitters, lobbyists, and other stakeholders in land use planning decision making processes be presented to Council for consideration no later than the December Council Meeting.*
2. *That a draft policy on gift disclosure be presented to Council for consideration no later than the December Council Meeting.*

Background

The Local Government Inspectorate – the agency responsible for investigating alleged breaches of the Local Government Act 2020 – has recommended all Victorian Councils create a policy which clearly sets out how Councillors should interact with developers.

The intent of this policy would be to create the ground rules for interactions with developers and associated stakeholders, improve public transparency, and manage community expectations.

It should also include the development of a publicly available register for recording all declared interactions with developers, submitters, lobbyists, and other stakeholders in land use planning decision making processes.

A number of Victorian Councils have developed policies of this nature to date, with some requiring optional declarations of meetings with developers.

The release of the Independent Broad-Based Anti-Corruption Commission's (IBAC) Operation Sandon special report has highlighted the need for greater transparency around developers' interactions with Councillors and Council officers.

A refreshed and clear gift disclosure policy would similarly address concerns raised in the Operation Sandon special report.

RECOMMENDATION

1. That a draft policy governing Councillor contact with property developers, submitters, lobbyists, and other stakeholders in land use planning decision making processes be presented to Council for consideration no later than the December Council Meeting.
2. That a draft policy on gift disclosure be presented to Council for consideration no later than the December Council Meeting.

Attachments

There are no attachments for this report.

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