

Planning and Environment Act 1987

Social Housing Renewal Standing Advisory Committee Debney's Precinct, Flemington

Report No 2

10 November 2017

Planning and Environment Act 1987

Report pursuant to section 151 of the Act

Social Housing Renewal Standing Advisory Committee

Report No 2 - Debney's Precinct, Flemington

10 November 2017



Kathy Mitchell, Chair



Sarah Carlisle, Member



Peter Edwards, Member



Ann Keddie, Member



Mandy Elliott, Member

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List of Abbreviations

ABS	Australian Bureau of Statistics
CCTV	Closed Circuit Television
DDA	Disability Discrimination Act
DDO	Design and Development Overlay
DELWP	Department of Environment, Land, Water and Planning
DET	Department of Education and Training
DHHS	Department of Health and Human Services
DPO8	draft Development Plan Overlay Schedule 8 to the Moonee Valley Planning Scheme
ha	hectares
km	kilometres
LPPF	Local Planning Policy Framework
OVGA	Office of the Victorian Government Architect
PPN	Planning Practice Note
PTV	Public Transport Victoria
SPPF	State Planning Policy Framework
T	Tree
TfV	Transport for Victoria
The Committee	Social Housing Renewal Standing Advisory Committee
The Common Issues Report	Social Housing Renewal Standing Advisory Committee Common Issues Report No. 1 dated 10 November 2017
TPZ	Tree Protection Zone
VPP	Victoria Planning Provisions

Executive Summary

Draft Amendment C177 to the Moonee Valley Planning Scheme seeks to facilitate the redevelopment of the Flemington Estate and Debneys Precinct in Flemington. Indicative dwelling yields are 1,043 dwellings (218 social housing and 825 private).

A significant intensification of density is proposed for the Flemington Estate, which does not affect the four existing high rise towers. The redevelopments will result in a significant influx of people into Debneys Precinct and the broader Flemington area, with resulting impacts on existing community, related infrastructure and services.

The Common Issues Report addresses the consistency of the proposal with key State policy, including *Homes for Victorians* and *Plan Melbourne 2017*. The proposal is consistent with local policy, which identifies Debneys Precinct as a high to substantial housing intensification area. It is adjacent to the Arden Macaulay precinct where major urban renewal is proposed.

While the changes envisaged for the site are significant, the Committee is persuaded that the proposed built form is generally appropriate, and that the redevelopment can be managed to minimise internal and off-site impacts. Having said that, significant changes will need to be made to draft Amendment C177 to ensure appropriate outcomes can be achieved.

The Common Issues Report discusses a range of issues common to all sites considered by the Committee, and it makes several recommendations, including:

- a significant restructure and re-write of the Development Plan Overlay schedules
- development contributions being required in relation to the private dwelling component of the redevelopments
- applying the same parking rate for social and private housing
- making the Minister for Planning the responsible authority for each site.

These recommendations apply equally to the Flemington Estate. In addition to the common recommendations, the Committee considers several other matters of detail need to be addressed, and these have been dealt with in the Committee's recommended version of Schedule 8 to the Development Plan Overlay.

For the reasons expressed in this report, the Committee supports draft Amendment C177 to the Moonee Valley Planning Scheme and finds as follows:

- the subject land should be rezoned from General Residential Zone Schedule 1 to Mixed Use Zone Schedule 3
- the Development Plan Overlay is appropriate to be applied to the site, subject to the modifications detailed in Appendix D
- the Parking Overlay Schedule 1 is appropriate to be applied to the site
- the Public Park and Recreation Zone should be retained for Debneys Park
- the Debney Meadows Primary School should be rezoned to the Public Use Zone Schedule 2 (Education)
- the other overlays that apply to the site should be retained (Environmental Significance Overlay Schedule 2, Design and Development Overlay Schedule 3, Land

Subject to Inundation Overlay, Incorporated Plan Overlay Schedule 5, and CityLink Project Overlay)

- the Minister for Planning should be the Responsible Authority for the site
- the Debneys Precinct Structure Plan should be included as a reference document in the Moonee Valley Planning Scheme.

For the reasons expressed in this report, the Committee recommends that draft Amendment C177 to the Moonee Valley Planning Scheme be approved as exhibited, subject to the following changes:

- 1. Replace the exhibited version of Development Plan Overlay Schedule 8 with the revised version as provided in Appendix D.**
- 2. Update the Framework Plan in the Debneys Precinct Structure Plan to be consistent with the updated Development Plan Overlay Schedule 8.**
- 3. Amend Clause 21.06-7 of the Moonee Valley Planning Scheme to include the following additional dot point:**
 - a) Complete Stage 2 of the Debneys Precinct Structure Plan prior to the completion of the redevelopment of the Flemington Housing Estate envisaged under Stage 1 of the Structure Plan.**

1 Background

This Report should be read in conjunction with the Social Housing Renewal Standing Advisory Committee, Common Issues Report No. 1.

1.1 Proposal summary

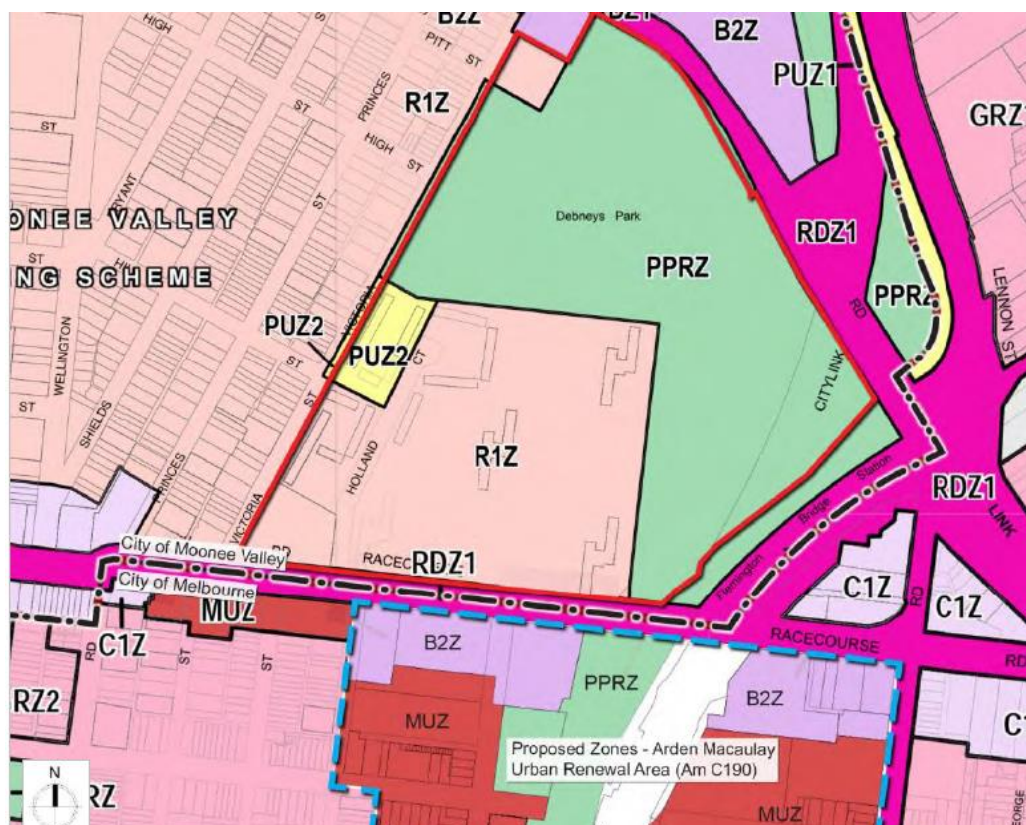
The process for the proposed redevelopment of the Flemington Estate and changes to the Debneys Precinct is set out in Tables 1-4.

Table 1: Proposal summary

Proposal summary	
Site reference	Debneys Precinct
Site address	Flemington Estate: 12-71 Holland Court, 120-130 Racecourse Road, 24-66 Victoria Street, Flemington. Debneys Park: 38 Mount Alexander Road, Flemington (refer figure 1)
Site owner	Flemington Public Housing Estate, owned by Director of Housing Debneys Park, owned by Moonee Valley City Council
Council	Moonee Valley City Council
Notice	26 June – 21 July 2017
Submissions	193 submissions were received (refer Appendix A)

The redevelopment of the Flemington Estate and changes to Debneys Precinct will be facilitated by draft Planning Scheme Amendment C177 to the Moonee Valley Planning Scheme. The existing zoning for the precinct is shown in Figure 1.

Figure 1: Existing zoning¹



The proposed planning scheme changes are summarised in Table 2. The proposed redevelopment does not affect the four existing high rise towers.

Table 2: Proposed planning scheme changes

Existing controls	Proposed changes
Flemington Public Housing Estate	
General Residential Zone – Schedule 1	Mixed Use Zone – Schedule 3
	DPO – Schedule 8 and Parking Overlay – Schedule 1
Debneys Park (land owned by Council)	
Public Park and Recreation Zone	Retain Public Park and Recreation Zone and apply the Public Use Zone – Schedule 2 (education) to the Debney Meadows Primary School
General Residential Zone – Schedule 1	Public Park and Recreation Zone

¹ Town Planning Report, Message Consultants, page 13

Existing controls	Proposed changes
Environmental Significance Overlay – Schedule 2, Design and Development Overlay – Schedule 3, Land Subject to Inundation Overlay, Incorporated Plan Overlay – Schedule 5, CityLink Project Overlay	Retain
Debneys Precinct (all land)	
Moonee Valley City Council is the responsible authority	Minister for Planning is the Responsible Authority
	Include 'Debneys Precinct - Structure Plan' as a reference document in the Moonee Valley Planning Scheme

Existing dwelling numbers and indicative dwelling yields are summarised in Table 3. Final dwelling yields will depend on the final design.

Table 3: Existing and indicative dwelling yields²

	Existing (public)	Proposed (social)	Proposed (private)	Total proposed
Flemington Estate	198 in walk-ups	218	825	1,043

The process in which the Committee undertook its assessment is summarised in Table 4.

Table 4: Committee process

Committee process	
Members	Kathy Mitchell (Chair), Sarah Carlisle, Peter Edwards, Ann Keddle and Mandy Elliott
Briefings	10 April and 24 May 2017
Directions Hearing	15 August 2017
Hearing	11, 12, 14, 19, 20, 21 September, and 12 October 2017
Site inspections	3 May, 19 September, 15 October 2017

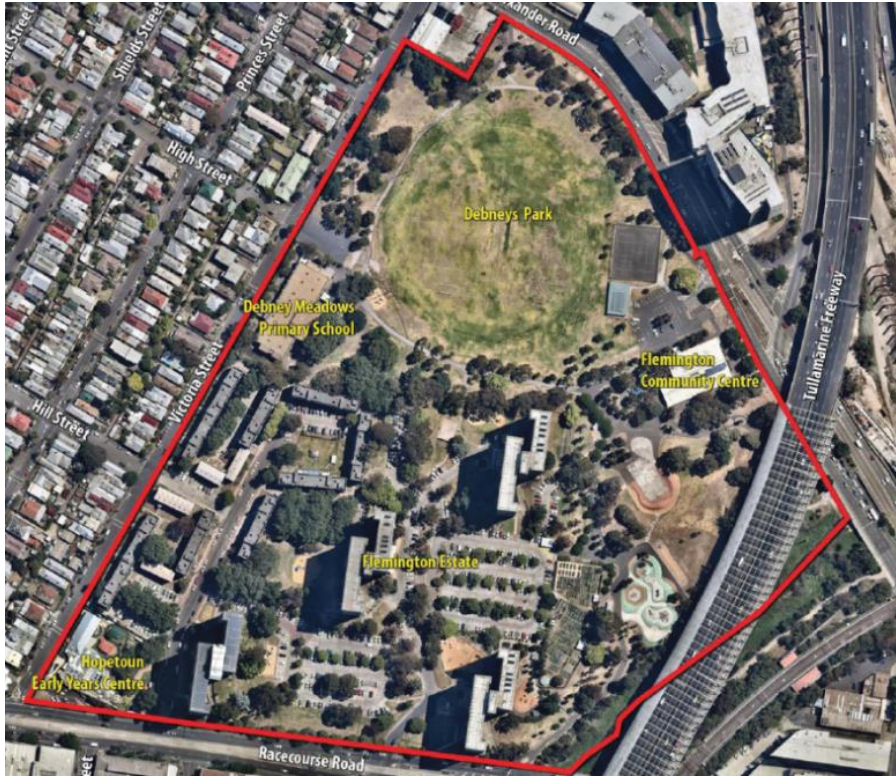
1.2 Site and surrounds

The Debneys Precinct is located in Melbourne's inner northwest, approximately three kilometres from the Central Business District of Melbourne and consists of the Flemington Housing Estate, Debneys Park, the Debneys Community Centre, Debney Meadows Primary School and the Hopetoun Early Years Centre. It is bounded by Mt Alexander Road,

² Compiled from *Site Renewal Traffic and Transport Report*, Beveridge Williams Development and Environmental Consultants, page 4

Tullamarine Freeway, Racecourse Road and Victoria Street, covering an area of approximately 16.2ha. Figure 2 illustrates the site and its surrounds.

Figure 2: Site location³



The Flemington Housing Estate currently contains four high rise towers of 21 storeys each, a number of three and four storey walk-up unit blocks, surface car parking, playgrounds and communal open spaces. There are numerous mature trees scattered throughout the site.

Debney's Park is a major public open space asset in Flemington and includes the Flemington Community Centre and a community garden and play space. Debney Meadows Primary School utilises part of the park.

The immediate area to the south, on the opposite side of Racecourse Road there are single and double storey commercial and industrial buildings. This area is identified through *Plan Melbourne* as the Arden-Macaulay Urban Renewal Area, where significant urban renewal is envisaged.

The area to the west, on the opposite side of Victoria Street is an established residential area of Flemington and predominately consists of one to two storey dwellings. Schedule 24 to the Heritage Overlay applies to the area to the west with the exception of properties fronting Victoria Street, Flemington.

³ DELWP Information Sheet, page 1

1.3 Notification

Direct notices were sent by the Department of Environment, Land, Water and Planning (DELWP) in the week commencing 26 June 2017 to:

- 7,768 owners and occupiers within the City of Moonee Valley and City of Melbourne
- 28 known community groups identified by the City of Moonee Valley and the City of Melbourne
- Prescribed Ministers and servicing authorities.

Notices were placed in The Age and Weekly Review Moonee Valley, newspapers in the week of the 27 June 2017.

The public notification resulted in 193 submissions being received.

1.4 Procedural issues

(i) Request from Council

At the Directions Hearing, Ms Hicks submitted that Council required clarification of the positions of the Department of Education and Training (DET), and Transport for Victoria to complete its submission to the Advisory Committee. Council sought to understand DET's position in relation to the proposed rezoning of the Debney Meadows School for which Council is the land owner.

The Committee sought this request in writing, which Mr Harris of Council provided on 18 August (Document 1).

The Committee wrote to DET (Document 2) and Transport for Victoria (Document 3) on 22 August 2017. A response was provided by DET (Document 4) on the same date advising that DET would meet with Department of Health and Human Services (DHHS) on 24 August 2017 to further discuss this matter. Despite a follow up on 8 September 2017 from the Office of Planning Panels Victoria, no further response or confirmation of DET's position was provided.

Transport for Victoria confirmed its willingness to participate and presented to the Committee on Day 3 of the Hearing.

(ii) Revised Schedule 8 to DPO

On Day 5 of the Hearing, Mr O'Connor advised that DHHS and Council were updating DPO8 in the light of submissions and evidence, and further review. This was confirmed in the closing submissions on 21 September 2017 and DHHS sought time to re-submit this schedule. The Committee agreed and a revised version (Document 49) was provided on Thursday 28 September 2017. The Committee provided a copy of this to all submitters and noted that further written comments could be made on the revisions only, by Friday 6 October 2017. A total of five submissions were made.

In providing the revisions, DHHS noted that it and Council were not able to satisfactorily reach agreement on many issues, and sought an opportunity to have a discussion about the schedule. This was held on Thursday 12 October 2017.

1.5 Planning framework

DHHS and Moonee Valley Council provided separate assessments of the proposal against the Local Planning Policy Framework (LPPF) for the Moonee Valley Planning Scheme and identified the following key provisions as relevant.

Clause 21.03-2: Strategic planning vision - recognises that Moonee Valley is in transition and therefore needs to ensure planning takes into account population growth and demographic change, linking transport to employment, housing and education, climate change and equity and access for all members of the community. The housing vision is an inclusive, sustainable and liveable community, a diverse range of housing which meets existing and future needs in appropriate locations and new development that enhances existing unique character. The redevelopment of the Flemington Estate contributes to this vision by providing a diverse range of both social and private housing.

Clause 21.05-1: Housing Growth - establishes a hierarchy of intensification for meeting the municipalities future housing needs. The Debneys Precinct is identified as a 'High to Substantial Housing Intensification'.

Clause 21.05-3: Affordable Housing – encourages affordable housing in locations with good access to public transport, services and retail opportunities. For developments of over 10 dwellings, it encourages the provision of affordable dwellings. The Flemington Estate is well located with regard to public transport and services, and seeks to increase the number of social housing dwellings.

Arden Macaulay:

The City of Melbourne and DHHS provided a separate assessment of policy updates proposed by Amendment C190 to the Melbourne Planning Scheme in relation to the Arden Macaulay precinct, which was approved by the Minister for Planning on 23 October 2017, following the preparation of both submissions. A relevant provision of the Melbourne LPPF includes Clause 21.04 (Settlement), which recognises Arden Macaulay as an existing urban renewal area.

The Flemington Estate is immediately adjacent to the Arden Macaulay urban renewal area.

2 Planning issues

The key issues to be addressed include:

- rezoning of the Debneys Meadows School site
- translation of the Design Framework into the DPO
- inclusion of the Debneys Precinct Structure Plan as a reference document
- extension of the DPO to the existing highrise towers.

2.1 Rezoning of the Debney Meadows School Site

DHHS submitted that the draft Amendment presents an opportunity to correct a zoning anomaly and rezone the Debney Meadows Primary School from Public Park and Recreation Zone to Public Use Zone Schedule 2 (Education). Council submitted that school enrolments are low and the future of the school is somewhat uncertain, and it would be premature to rezone the school site in the absence of information from DET as to its future intentions regarding the school.

The Committee considers that, notwithstanding the concerns expressed by Council, it is appropriate to rezone the school site now. The current zoning is not appropriate for the current use, and should be corrected. A separate amendment (if required) can be prepared to address any future adjustments to the zone, or the zone boundaries, once the future of the school is known.

The Committee considers that it is appropriate to correct the zoning anomaly that applies to the parcel of former residential land in the north-west corner of Debneys Park, to rezone it from General Residential Zone to Public Park and Recreation Zone.

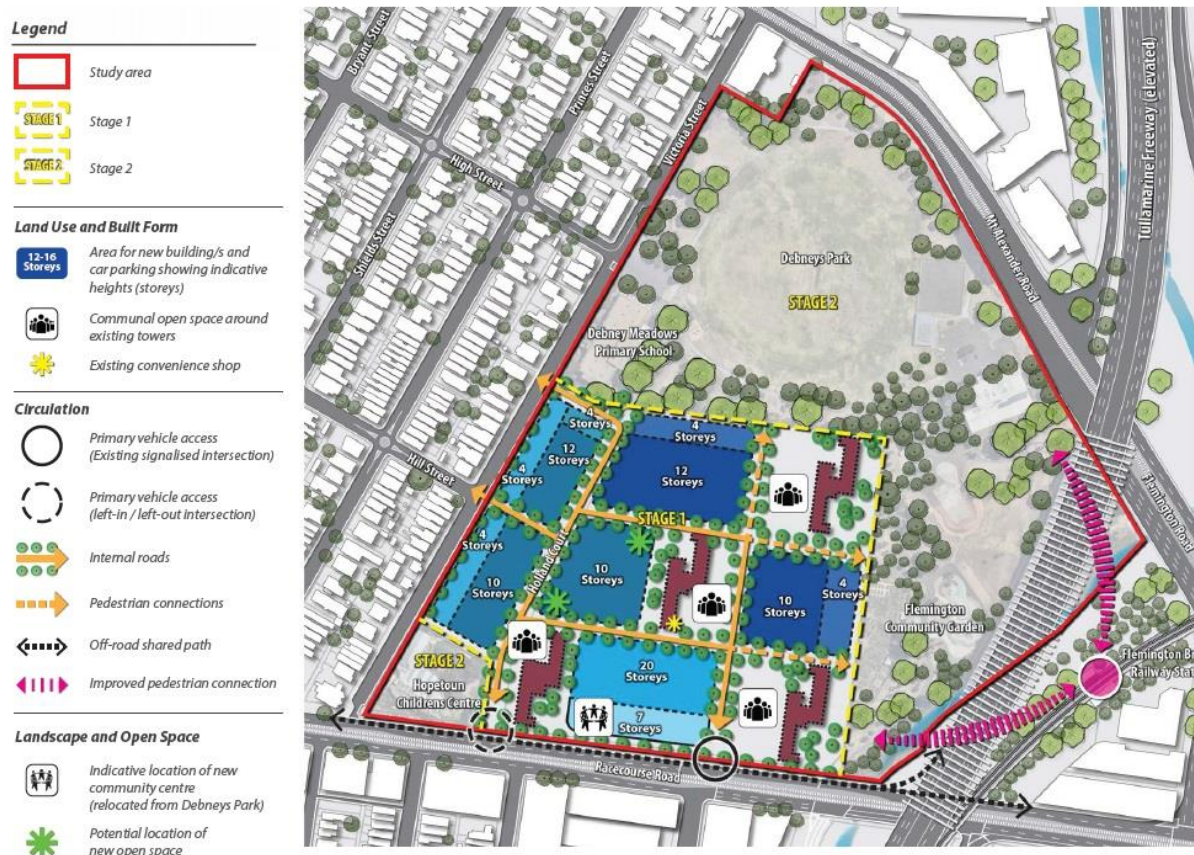
2.2 Translation of the Design Framework into DPO

The principles around translating the detail contained in the Design Frameworks prepared for each site into the DPOs is discussed in Chapter 3 of the Common Issues Report.

For Flemington, the Framework Plan contained in the Structure Plan (Figure 3) provides another level of detail over and above the Concept Plan contained in DPO8. The Framework Plan reflects, in broad terms, the movement networks, open space placement and graduated heights across the precincts envisaged in the Design Framework prepared by Hayball Architects for the Flemington site.

The Committee is satisfied that subject to further modifications, DPO8 adequately reflects the relevant principles from the Design Framework prepared for the Flemington site, and that there is no need to incorporate additional detail from the Design Framework, or make it a reference document.

Figure 3: Framework Plan from the Debneys Precinct Structure Plan



2.3 The Debneys Precinct Structure Plan

The Structure Plan was prepared by Message Consultants jointly for DHHS and Council in June 2017. The Structure Plan is intended to be implemented in two stages:

- Stage 1 (the redevelopment of the DHHS site)
- Stage 2 (enhancements to the parkland).

The Structure Plan has been adopted by DHHS, but not by Council.

Council submitted that there are a number of deficiencies in the draft Structure Plan:

- no decisions can be made in relation to the south west corner of the park until a decision is made regarding the future of Debney Meadows Primary School
- the proximity of proposed built form within the DHHS site provides no flexibility for the school to expand except into the park, which is not supported by Council
- the Structure Plan does not adequately address:
 - opportunities for the land currently occupied by the Flemington Community Centre (which, in Council's submission, is reaching the end of its useful life and should be relocated to a position within the DHHS site or in the park, adjacent to the DHHS site)
 - the relocation of the Flemington Community Garden (which, in Council's submission, should be relocated to within the DHHS site, to ensure compatibility with the Moonee Ponds Creek environs)
 - funding/contributions for upgrades of the various formal and informal recreation facilities in the park, or to improved access to Flemington Bridge Station

- future opportunities to repurpose the Hopetoun Early Years Centre site, which could accommodate community infrastructure and/or social or affordable housing
- the interface of the park to Moonee Ponds Creek.

Despite these deficiencies, Council submitted that the Structure Plan provides a holistic approach to future development and enhancement of the precinct, and that it should be a reference document in the Scheme.

Many of the issues highlighted by Council in relation to the Structure Plan are not so much deficiencies in the Structure Plan, but rather reflect the fact that there is more work to be done. Most of the issues relate to matters that will be addressed in Stage 2. Some of the work required to inform Stage 2 is already underway (for example, the work Council is undertaking with Melbourne Water and Moreland City Council to prepare a Master Plan for Moonee Ponds Creek). The fact that this work has not yet been completed should not delay the inclusion of the Structure Plan into the Scheme.

The Committee considers that it is appropriate to include the Structure Plan as a reference document in the Scheme. The Structure Plan complements the DPO, and will provide further guidance to decision makers considering further approvals required for Stage 1 (including a Development Plan and permit applications under the DPO). Although the Stage 2 structure planning is yet to be advanced, the Structure Plan highlights the need for decisions about the Stage 1 development to have regard to the need to integrate with the parkland.

Before the Structure Plan is included in the Scheme, the Framework Plan will need to be updated to be consistent with the updated DPO8, including the updated Concept Plan.

The Committee agrees with the recommendation of Ms Jordan (who gave evidence for DHHS) that the Scheme should be amended to require the Stage 2 work to be completed prior to the completion of the redevelopment of Stage 1, to maximise the opportunities for integration between the two Stages.

2.4 Extension of the DPO to existing towers

The evidence by Ms Jordan and Mr Sheppard for DHHS was that there would be benefit in extending the DPO8 to cover the existing highrise towers on the site, to ensure future proposals to redevelop the towers would be better integrated with the remaining parts of the site. Ms Jordan recommended that a further Development Plan should be required for future proposals to redevelop the towers. These recommendations are reflected in the revised DPO8 dated 28 September 2017, tabled by DHHS after the main hearing concluded (Document 49).

Several submitters (including Submitter 42 and Submitter 169), expressed concerns about the 'last minute' inclusion of the towers in the DPO8. They felt that this created the impression that the towers would (or could) be redeveloped, and that there has been no consultation with the community about the redevelopment of the towers. Submitter 42 argued that any proposal to redevelop the towers should be the subject of a separate

process involving a separate planning scheme amendment, and full consultation with the community.

In discussion about the revised DPO8, DHHS clarified that the towers had recently been upgraded and there is no current intention to replace them. The purpose of extending DPO8 to cover the existing towers is to provide a planning framework to guide any future proposals that might arise, and to ensure that any future redevelopment of the towers is consistent with, and integrated with, the redevelopment that will have occurred on other parts of the site.

The Committee agrees with Mr Sheppard and Ms Jordan that DPO8 should be extended to cover the existing highrise towers, and that a separate Development Plan should be required for any proposal to redevelop the towers, ensuring that matters of detail are properly and appropriately addressed before any redevelopment occurs.

The DPO will require consultation with Council in relation to any Development Plan for any future proposals to redevelop the towers. It will be important to also involve the community in the preparation of a future Development Plan. The Committee has recommended an inclusion in DPO8 that a Resident/Community Engagement Strategy be prepared to provide for informal review and input into the Development Plan, as well as a Social Infrastructure Assessment.

2.5 Findings and recommendations

The Committee finds that:

- the Public Use Zone Schedule 2 is the appropriate zone for the school site, and should be applied as part of this process
- the Public Park and Recreation Zone is the appropriate zone for the parcel of land in the north-west corner of Debneys Park that is currently zoned General Residential Zone
- the Debneys Precinct Structure Plan should be included as a reference document in the Moonee Valley Planning Scheme
- Stage 2 of the Structure Plan should be completed before the Stage 1 redevelopment is completed
- DPO8 should be extended to cover the existing highrise towers on the site, subject to the requirement that a new Development Plan be prepared for any future proposals to redevelop the towers
- it will be important for DHHS to continue to engage in meaningful consultation with both Council and the community in relation to any Development Plans for future proposals to redevelop the towers.

The Committee recommends:

- 2. Update the Framework Plan in the Debneys Precinct Structure Plan to be consistent with the updated Development Plan Overlay Schedule 8.**
- 3. Amend Clause 21.06-7 of the Scheme to include the following additional dot point:**

- a) **Complete Stage 2 of the Debneys Precinct Structure Plan prior to the completion of the redevelopment of the Flemington Housing Estate envisaged under Stage 1 of the Structure Plan.**

3 Urban design and built form

The key issues relating to urban design and built form include:

- integration of the Estate with the surrounding neighbourhood and its internal circulation
- appropriateness of the heights and setbacks proposed
- appropriateness of the proposed interface treatments.

3.1 Integration and circulation

(i) Evidence and submissions

Mr Sheppard assessed the merits of the Design Framework and Debneys Park Structure Plan and the effectiveness of the proposed DPO8. He identified the locational attributes that attract policy support for higher density developments on the Estate, and the mature trees that mitigate the dominance of built form that *“contribute to visual and recreational amenity”*. He noted the public realm is currently poorly defined and the circulation network is relatively disconnected from the surrounding urban fabric. He emphasised the importance of ‘normalising’ the streets, parks, facilities and buildings as a way of promoting integration with the local neighbourhood. Mr Sheppard saw the removal of barriers to through movement as important to better integration. Shared facilities, and higher quality housing and open space are other factors he said promote integration. His assessment of the DPO8 and the Design Framework was that they are consistent with a *“best practice outcome”*.

The Concept Plan in the DPO8 does not follow the Design Framework street layout. However, Mr Sheppard supported the layout proposed in the DPO8 as a practical interpretation of the suburban grid, given the constraints of the existing highrise towers. He suggested that footpaths, street tree planting and on-street parking would assist in normalising the internal roads. He considered that the abrupt termination of Hill Street at Holland Court to be a poor outcome, and that it should extend through the Estate eastwards towards Debneys Park as suggested in the Design Framework. He supported the proposal for non-residential uses along Racecourse Road, and was generally supportive of the distribution of open space, stating that podium open spaces can work if they are not too high, are protected from wind and receive sufficient solar access. If it is necessary to have podium parking, he saw it as essential that all faces are ‘sleeved’ by outward facing dwellings. He said the removal of surface car parking will establish a more normal public realm, but that it would be preferable to relocate cars underground rather than in above ground podia.

Ms Jordan’s evidence was that Design Framework is important in establishing the overall approach of the Concept Plan in DPO8. She says it:

... identifies the many ‘elements’ or influences that contribute to the amenity of the site at present and how those elements must be integrated into the future development plan to ensure residents within the Estate, and the surrounding residential neighbourhood, experience a positive living environment.

Council was generally supportive of attempts to improve legibility, and rectify what is perceived as a lack of 'ownership' of the public realm, and a lack of civic focus or integration into the wider context. Council supported replicating the surrounding street grid pattern to assist in knitting the Estate into the surrounding neighbourhood, but said that the proposed street layout may not improve movements in and out of the Estate. Council suggested that the north-south orientation of the retained towers provides a reference for a more simplified north-south grid aligned to Arden-Macaulay to the south. It submitted that if Holland Court were decommissioned, it could act as a green link through the site.

(ii) Discussion

DHHS has high aspirations for the Flemington Estate. Design principles have been established by DHHS, DELWP and the Office of the Victorian Government Architect to guide urban design and planning. They seek integration with the surrounding area, enhancement of the public realm and existing movement networks, establishment of legible access points and definition of public, communal and private open space, which is resilient and landscaped to enhance the sense of place.

The Structure Plan and Design Framework respectively represent high level and detailed analysis of the Estate's potential for higher density.

The Committee generally supports the circulation proposed in the Concept Plan in that it provides a more legible framework to the Estate and direct links to both Hill and Stubbs Streets. The northern extension to Holland Court shown in the Concept Plan capitalises on the use of the existing roadway and does not preclude a vehicular link to High Street further to the north, should that be possible, once the future of the school is determined and a Stage 2 Master Plan is prepared.

The Committee supports Mr Sheppard's suggestion that the Hill Street extension should be more effectively linked to the proposed northern east-west road. It agrees that a visual connection can be established by inserting a wedge-shaped pocket park to the north of the intersection. This has been included in the revised DPO8.

Council sought to reposition the controlled intersection opposite Stubbs Street to directly align with Stubbs Street. The Committee endorses this proposal. The resulting street alignment (which is slightly to the west of that shown on the Concept Plan) would retain a visual connection to the park to the north, while at the same time reusing existing pavement areas adjacent to the high-rise tower, minimising disturbance to the existing tree line to the east and reducing the space occupied by roadway at the intersection.

Council submitted that the roadway shown in the Concept Plan along the southern boundary of the school site, linking Victoria Street to the northern extension to Holland Court, should be removed, allowing additional play space to be provided in this area for the school and/or the Estate. The Committee does not support its removal. Not only does it reinforce the neighbouring street pattern, but it allows an alternative access point for residents of the Estate, and would be useful if the community garden formed part of Precinct 3.

However, the Committee sees merit in setting aside land adjacent to the southern boundary of the school in order to provide a play facility for young residents. This would address an aspect highlighted in a number of submissions of the need to provide facilities for the full

age range of children living on the Estate. If this were to be included, the alignment of this leg of the road would need to move south.

The Committee acknowledges that the proposed changes to the Estate envisaged, such as open and direct pedestrian and vehicular routes and active building frontages, will contribute to improved surveillance of the areas currently characterised by residents as unsafe.

The Committee shares the concern expressed by Mr Sheppard and Council as to the efficacy and design impact of the car parking podia proposed in the Design Framework. Not only is the inactive edge to the east of Precinct 5 an unacceptable outcome, the Committee considers that the podia would result in an unnecessary limitation on design, for example the ability to provide adequate daylight, solar access and cross ventilation to the new apartments. It has concerns in relation to the useability of the podia top garden areas in terms of accessibility and ongoing maintenance. The Committee has been presented with no evidence in relation to the efficacy of podia car parking and open space in addressing the frequently articulated concerns of residents regarding security. The Committee notes the revised DPO8 provides the opportunity for basement car parking, which is supported.

(iii) Findings

The Committee finds that:

- the internal circulation layout proposed in the Concept Plan is appropriate, with some rationalisation to retain flexibility in the medium to long term
- consideration should be given to aligning the north-south road directly with Stubbs Street
- shift the east-west road connecting Victoria Street to the northern extension of Holland Court (along the boundary of the school site) further to the south, to allow a play space to be incorporated along the southern boundary of the school site
- the revised precinct allocations in the revised DPO8 are logical and including the existing high-rise towers, will promote a more holistic development of the Estate
- providing basement car parking instead of podia is a preferred outcome. If podia parking is to be provided, it must be sleeved with active building frontages.

3.2 Heights

(i) Submissions and evidence

Mr Sheppard was broadly comfortable with the maximum heights proposed across the different precincts, but considered that in Precincts 1 and 2, the maximum building height should be the same, as they share the same relationship to Victoria Street. He noted that the Design Framework proposed a maximum of nine storeys in this area, whereas the DPO8 contemplates a maximum building height of 10 storeys in Precinct 1, and 12 storeys in Precinct 2.

The Flemington Association did not support the scale of the proposed development, and challenged the description of the land as 'underutilised'. Rather, it said that the proposal to introduce almost double the Estate's population will destroy the openness which is the

Estate's greatest asset, and asked whether the choice of public-private partnership has driven the built form outcomes. It echoed Mr Sheppard's concern that the DPO could potentially allow the majority of a precinct to be developed to the maximum height, and suggested that mandatory height controls would provide reassurance as to design outcomes.

The Victorian Public Tenants Association expressed concern that overshadowing of the existing highrise tower may occur from a nearby 20 storey building in Precinct 6, submitting that the north-south orientation of all towers already has a negative effect on the community. They queried the 20 metre separation proposed between the higher buildings, and sought the incorporation of measures that provide protection from noise and overlooking.

Mr Muhammad of the Flemington Estate Residents Committee articulated many of the concerns expressed in residents' submissions, highlighting the overshadowing they fear on the open space areas resulting from higher, denser built form. This includes shadows over the hardstand car park areas, which provide meeting places. He submitted that disruption to lines of sight from new buildings increased safety concerns for parents watching children.

Many residents and community groups expressed concerns that discretionary height limits led to too much uncertainty as to the ultimate built form outcomes on the site. Relying on the evidence of Ms Jordan, DHHS argued that discretionary heights provide the necessary flexibility to allow for design innovation and the best outcomes. The Committee considers that mandatory heights are appropriate, for the reasons discussed in Chapter 3 of the Common Issues Report.

(ii) Discussion

There are two aspects that concern the Committee – height and density.

Council has calculated the proposed density for the Flemington Estate (based on the indicative design represented in the Design Framework) as 270 dwellings per hectare. Mr Sheppard noted that this density is less than that proposed for Southbank or Fishermans Bend. He gave examples of similar densities in Port Melbourne (250 dwellings/ha) and South Melbourne (300 dwellings/ha), saying that in comparison, that proposed for the Estate is not unreasonable.

Residents and neighbours of the Estate were concerned about the effect of intensification on the amount of open space available. Both Council and the Flemington Association submitted that to absorb this type of density, open space (as well as other community services and infrastructure) need to accommodate the increase by expanding a proportionate amount. As discussed in Chapter 5 of the Common Issues Report, the Committee agrees that the provision of adequate open space and community and related infrastructure will be particularly important to the success of the project.

The Committee shares the concern, expressed by Council and Mr Sheppard, that the DPO8 as exhibited could allow greater built form than that envisaged by the Design Framework, leading to even higher densification. The Committee considers that, even as revised, the DPO8 does not successfully balance the need for flexibility with the need to achieve an integrated development over an extended time frame and potentially involving a number of

separate 'delivery partners'. Given the existing character of the Estate, and the built form of the closest neighbours, modest footprints are appropriate, particularly for built form at the upper limits of the heights proposed in the DPO8.

The Committee agrees that aligning built form heights with that proposed in Arden-Macaulay on the other side of Racecourse Road would strengthen the form of the road by creating a relationship between its two sides. There is only one building proposed as higher than 12 storeys, in Precinct 6. Nominating this precinct as the site for a single high building of modest footprint is appropriate, given the existing character of this part of the Estate. Council supported a high building at a point of entry aligning with Stubbs Street.

The Committee does not support the difference in the maximum heights proposed between Precincts 1 and 2. It considers that as both will be seen from the rising land to the west, they could have a similar built form profile, and for this reason there may be merit in combining the two precincts into one. It would allow both sides of the Hill Street extension to be considered together.

The Committee supports Mr Sheppard's suggestion that the DPO8 would benefit from additional requirements in the schedule to preclude the majority of a precinct being developed to the maximum heights nominated. It is not persuaded that the objectives and requirements for a Development Plan, as articulated in the revised DPO8, will achieve this result without a floor area limit on upper building heights. The Committee considers that the provisions of the revised DPO still require strengthening. The desire for 'flexibility' and the achievement of 'innovative solutions' should not result in excessive site coverage.

In the revised DPO the 'general' and 'maximum' heights for built form are shown in a table, but no gross floor areas for any level has been included. The Committee considers that it would be clearer if gross footprint areas for upper building heights were shown in this table. Limiting the floor area of upper building height within each precinct should address the concern of many submitters that, assuming the buildings meet specific amenity requirements, buildings across all precincts could be built to the maximum building height.

The Committee agrees that a density control may not achieve the variety of building heights sought by the Design Framework, because it would leave open the possibility that the delivery partner may choose to build a single tall building in each precinct. It prefers Mr Sheppard's approach of specifying a limited floor area for upper building heights within each precinct.

(iii) Findings

The Committee finds that:

- the table of heights introduced into the revised DPO8 should include a gross floor plate limitation for upper building heights of 1, 000 square metres for Precincts 1 to 5, and 900 square metres for Precinct 6
- the maximum height proposed for Precinct 2 should be 10 storeys to match that of Precinct 1, and consideration should be given to combining the two precincts
- heights along Racecourse Road should have regard for those proposed in adjacent urban renewal areas

- one taller building of 20 storeys, with a relatively modest footprint, is appropriate in Precinct 6.

3.3 Interface treatments

Along with amendments to the precinct configurations, the revised Concept Plan contained in Document 49 increases the extent of the interface treatments, which now cover almost the entire perimeter of the Estate, apart from the interface with the Hopetoun Early Years Centre.

(i) Treatment A, Victoria Street Frontage (Precincts 1 and 2)

Submissions and evidence

Mr Sheppard found the Design Framework's proposed interface treatment for Victoria Street to be appropriate. The Design Framework contemplates the 10-storey component in Precinct 1 being set back around 20 metres from Victoria Street. He said lower four storey form closer to Victoria Street would moderate the visual impact of the higher built form, and substantially screen it in views from Victoria Street.

Mr Patrick observed that the minimum setback of three metres from Victoria Street to the four storey built form is inadequate where the planting of canopy trees is sought. He suggested that varying the built form setback where trees are to be planted is a solution, but other design solutions could emerge if Council and DHHS considered the issues in tandem.

Discussion

In Precincts 1 and 2, the Design Framework includes a section that shows a four storey building envelope, with the first three storeys set back three metres from Victoria Street, and the fourth storey set back a further (unspecified) distance. The Committee finds this appropriate. However, the DPO8 does not include this section. Rather, it provides a simplified cross-section of a uniform three metre setback of four storeys, with a further (unspecified) setback to the upper building height of 10 storeys.

Nor do the DPO8 interface diagrams show the open space shown in all Design Framework schemes between the lower and upper built form in each precinct. This confused many submitters, supporting their concern that the built form will provide little open space for residents within each precinct.

The Committee considers that the diagrams in the DPO8 are unclear and confusing, and do not accurately or appropriately demonstrate the relationship between the lower and upper built forms contemplated in each precinct. The Committee considers that the diagrams should be deleted. If they are to be included, they will require substantial revision.

In Precinct 1, underground car parking opens up the possibility to incorporate the new units into the higher built form envisaged for the precinct, creating the opportunity for increased setbacks along the northern boundary of the Hopetoun Early Years Centre. Increasing the setback would have the consequence of retaining the treed interface between the Estate and the Centre, increasing solar access, giving the Centre 'room to breathe' and the potential for future expansion.

The DPO8 requires a Development Plan to provide new street trees along the Victoria Street frontage. Submissions noted the poor quality of the Victoria Street public realm, including the narrow uneven footpath and lack of canopy trees. Mr Patrick suggested that varying the built form setback on the Estate where trees are to be planted is a solution, but other design solutions could emerge if Council and DHHS considered issues in tandem. The Committee considers that the design of the street interface setbacks is an issue for Council and DHHS to resolve together.

Findings

The Committee finds that:

- the Victoria Street interface treatment proposed is appropriate, but requires further detail
- DHHS and Council should work together to resolve the interface with the public realm of Victoria Street
- consideration should be given to an appropriate setback and interface treatment along the Hopetoun Early Years Centre interface, and the Debney Meadows Primary School interface
- the interface treatment diagrams are unhelpful and should be deleted.

(ii) Treatment B, Debneys Park frontage (Precincts 3 and 5)

Submissions and evidence

Along the north interface with Debneys Park, the Design Framework suggests a setback of six metres to a six-storey built form, with eight to 12 levels set further back. Along the western interface a 6 metre setback to a four to five level car parking podium is contemplated, with 10-storey built form setback a further 35 metres.

Mr Sheppard supported the lesser setback of four metres now proposed in the revised DPO8 (Document 49), saying that it would create a strong relationship between the buildings and open space of the park, more clearly defining the public realm. Mr Patrick's evidence was that the mature canopy trees along this northern interface, which he described as "*amongst the most magnificent surveyed*", with a Tree Protection Zone of up to 12 metres, should be protected from encroachment by built form.

Mr Sheppard considered the proposed six-storey interface with the park to the west (in Precinct 5) is an acceptable scale, but described the exposed car park podium as unattractive, saying if a podium is unavoidable, a townhouse 'sleeve' would be a better solution. He said a setback to the boundary of four metres would be acceptable in this location, quying the six metre setback originally proposed.

Council submitted that built form at this interface should be set back behind public or communal open space, which could be integrated with the park.

Discussion

The Committee strongly supports Mr Patrick's view that the protection of the root zones of the trees along the northern interface with Debneys Park should be a fundamental consideration in determining building footprints. It sees merit in the Council officers' suggestion that this location has the potential to accommodate the community garden. In

addition, the Committee considers that the area could include open space incorporating some of the Estate's trees, which have been identified as of high retention value.

Adjacent to the northern east-west road, built form to the south of up to 10 levels could be accommodated, with up to 12 levels further to the east of Precinct 3. Allowing a minimum spacing of 20 metres from the adjacent tower, a generous landscaped extension to the north south road and pedestrian pathway to Debneys Park could be accommodated by shifting the north-south road further to the west.

Along the western interface, built form should be determined by an analysis of the amount of additional overshadowing of the park. For this reason, the Committee supports the six metre setback originally proposed, rather than four metres as shown in the revised DPO8. The Committee finds podia carparks in general a poor urban design outcome. It agrees, however, that along this interface an appropriately designed building within a 4 and 10 storey envelope as proposed, with underground parking and overlooking of the park, would form an acceptable interface treatment.

Findings

The Committee finds that:

- while a four metre setback is generally appropriate along the northern interface with Debneys Park (subject to the need to protect and preserve the existing trees), the setback along the western interface should be six metres
- built form along the Debneys Park interfaces should be informed by the protection of the Debneys Park trees to the north and by appropriate solar access to the west.

(iii) Treatment C, Racecourse Road (Precinct 6)

This is a complex interface, one which seeks to accommodate community facilities, pedestrian and bicycle paths while accommodating pedestrian canopy protection, the main entrance into the Estate and a future super stop for the tram in Racecourse Road. It is directly opposite the Arden-Macaulay renewal area.

Evidence and submissions

The diagram for interface treatment C in the DPO8 suggests seven storeys with a six metre setback, with additional height up to 20 storeys setback a further six metres. This differs from the four metre setback proposed in the Design Framework.

Mr Sheppard observed that a seven storey street wall complements that of six storeys proposed on the opposite side of Racecourse Road in the Arden-Macaulay Urban Renewal Area. However, he pointed out that the DPO8 as exhibited would allow 20 storey built form running east west continuously for a distance of approximately 85 metres. He said a building such as this could combine with the existing towers to form a 'wall' of high built form along Racecourse Road. This is in contrast to the modest north-south footprint proposed for the 20 storey building in the Design Framework. To avoid a 20 storey 'wall' along Racecourse Road, Mr Sheppard proposed a single 20 storey building of limited footprint in Precinct 6, and said the remainder of the precinct could have buildings not exceeding eight storeys.

Council sought inclusion of measures to increase connectivity across Racecourse Road within the DPO8. It said connectivity and activation between the north and south sides of

Racecourse Road is of primary importance. A better connection to Stubbs Street would establish a direct connection to Debneys Park. Walking and cycling connectivity to the two train stations, bike trails and tram routes are essential considerations. It noted that Racecourse Road is subject to Melbourne City Council's Racecourse Road Streetscape and Activation Plan which provides for a three metre setback and a new tram superstop west of Stubbs Street.

Discussion

On the southern boundary of the Estate, Precinct 6 is a location where higher built form can protect other areas of the site and will form an 'entrance statement' to the Estate. Council's requested relocation of the north south road to align with Stubbs Street, which the Committee supports, allows the potential for a generous treed open-space between the proposed new built form and the existing south-eastern most tower. It would allow open-space is at its northern end to provide a visual connection and pedestrian access to the park.

The Committee supports Mr Sheppard's recommendations to avoid the 20 storey 'wall' along Racecourse Road. The DPO should seek, as much as possible, to avoid unintended consequences.

Council officers' preliminary concept for new community facilities is an 'iconic' building, meeting the needs of both residents and the whole community with a major frontage to Debneys Park. Be that as it may, the Committee supports the proposal to include at least some of what will be necessarily expanded community facilities on the ground floor of the Racecourse Road building. Not only is this a location where residential amenity would be poor, it has excellent access for both the Estate residents and those from the wider Flemington community. In addition, it frees up valuable space within the park. The Committee considers that the creation of a community hub within the redevelopment with frontage to Racecourse Road can reinforce the sense of community as sought by the Structure Plan. It can have both a beneficial urban design and community outcome.

Even at this preliminary stage, it is apparent that the design of this interface will be complex. While the Committee supports the inclusion of the many elements identified by various parties, and recognises the important integration with the Arden-Macaulay Renewal Area, this is largely outside the scope of this process. The Committee acknowledges that, ideally, completion of the analysis and design work for the whole Estate should be undertaken prior to the redevelopment of Precinct 6. This is so the design can incorporate appropriate facilities and ensure that the setback to Racecourse Road is adequate to incorporate appropriate landscaping and linkages which connect beyond the immediate neighbourhood.

Findings

The Committee finds that:

- the proposed built form heights and setbacks along the Racecourse Road interface are appropriate, but definition of building footprints is required to prevent a 20 storey 'wall' along Racecourse Road
- the Racecourse Road interface is an appropriate location for communal facilities
- the treatment of this interface should consider works outside the Estate in Racecourse Road.

4 Traffic and parking

The key issues to be addressed include:

- increase in traffic generation and impact on road network
- parking rates
- access to public transport

Traffic and parking issues common to all Estates such as differential parking rates, sustainable transport and car park safety and management are discussed in the Common Issues Report at Chapter 4.

The key access and parking elements of the draft Amendment consist of:

- a permeable road, bicycle and footpath network throughout the site utilising the existing traffic signals at Racecourse Road, Holland Court (modified to left in-left out due to crash history), Hill Street and Victoria Street. Footpath and cycle paths will also connect into Debneys Park
- 1,340 parking spaces consisting of:
 - a combination of at grade and multi-deck car parks providing 1,235 spaces
 - approximately 105 spaces on the internal road network and public roads fronting the site.

4.1 Increase in traffic generation and impact on road network

(i) Evidence and submissions

The ability of the surrounding road network to absorb development traffic was a significant issue for the community. Many submitters flagged the already congested nature of the nearby arterial road network would not be capable of accepting additional traffic from this development. Flemington Hill residents expressed concern that the development would encourage 'rat running' and it was inappropriate for additional traffic to utilise the local street network.

DHHS called Mr Walsh of Traffix Group to give evidence on traffic and parking issues. He concluded there are no traffic reasons why the development should not proceed.

The draft Amendment would generate an additional 2,680 vehicle movements per day, 10 per cent of which are assumed to be during the AM and PM peak hour periods. This is based on an assumed four vehicles movements per dwelling per day. The majority of this traffic would be attributed to the private housing component as only 20 additional social housing dwellings will be built, 12 of which would be provided with a car space.

Mr Walsh estimated that 20 per cent of the traffic (536 vehicles per day, 54 in peak hours) will filter north and west through the local street network (initially along Victoria Street and Hill Street) in the Flemington Hill precinct, with the remainder of the traffic utilising primary access to and from Racecourse Road (either the left in/left out access point at Holland Court, or the signalised access point at Stubbs Street).

Mr Walsh used SIDRA (a computer package which models intersection performance, including delays to motorists and queue lengths) and identified that Racecourse

Road/Stubbs Street intersection would continue to operate satisfactorily. He concluded that remedial works would not be required due to the additional traffic.

The Committee explored the proposal to modify Holland Court to a left in/left out access with Mr Walsh. The Committee notes that a detailed review of the crash history suggests the majority of bicycle crashes involved motorists turning right into Holland Court during peak hours and that VicRoads had installed a warning sign 'watch for bicycles' with flashing yellow lights. Mr Walsh could not provide details on when VicRoads had installed the warning sign, its effectiveness or an in-depth analysis of the crash history at this location.

In relation to Holland Court, while Council's original position supported the proposed left in/left out arrangement, its Urban Designer suggested pedestrian operated signals, while its Traffic Engineer suggested further investigations are warranted. He said potentially full signalisation should occur.

Mr Walsh indicated a good understanding of the arterial road network's typical operating conditions and likely 'rat running' routes through the local street network. He submitted that in peak periods, Racecourse Road is "*more like a slow moving queue*" and it may take one to two cycles to move through a signalised intersection. Further, new developments occurring locally and throughout the metropolitan area will increase traffic. This will result in more congestion and delays, with the peak periods becoming longer on the arterial road network.

In terms of the local road network, Mr Walsh did not anticipate the permeable nature of the Amendment's proposed network would attract a significant amount of non-local traffic due to the circuitous route through the site. He observed it would also be treated with traffic management treatments (e.g. raised pavements). He noted that the site enjoys two existing access points on Victoria Street, however from a traffic operational perspective, the northern access point was not essential.

Council identified several nearby sites to be developed accommodating several thousand dwellings which will ultimately contribute a significant traffic load onto the surrounding road network. It argued it is essential to have an understanding of the cumulative impacts on the main road corridor(s) and the level of mitigation works that may be required, including a review of Racecourse Road signal phasings to further prioritise through movement.

A key theme of Council's submission was that greater emphasis should be placed on increasing the uptake of sustainable transport modes (see Chapter 4 of the Common Issues Report).

Council is aware of Flemington Hill residents' concerns regarding traffic congestion and road safety issues. From May 2013, Council implemented a suite of local area traffic calming treatments to deter non-local traffic from this area. It is important that the Amendment does not encourage motorists to divert onto this local road network.

(ii) Discussion

The Committee is satisfied that the road network and nearby intersections will continue to perform satisfactorily with the additional traffic (2,680 vehicle movements per day; 268 vehicle movements during peak hour periods).

The Committee notes and accepts that Racecourse Road, like many other arterial roads around Melbourne, operates as 'a slow-moving queue' during peak hours. New developments, near and further afield all contribute to an increase in traffic. It is appropriate to consider the traffic implications of the development on the immediate road network, and Mr Walsh has demonstrated that two access points off Racecourse Road can accommodate the development traffic. A more holistic approach is required for the overall operation of the arterial road network (considering the broader traffic growth attributed to the local precinct and its interplay with metropolitan wide traffic conditions). In this regard, the Committee supports Council's suggestion for Racecourse Road signal phasing to be reviewed to further prioritise through traffic.

In relation to the Flemington Hill local road precinct, the Committee did not have access to traffic survey data for these streets to make an informed assessment. It notes that the precinct has a variety of traffic management and calming devices which would contribute to encouraging motorists to remain on the arterial road network. Mr Walsh estimates that the development would contribute 54 vehicles in peak hours (less than one vehicle a minute) into the precinct. Considering that these motorists are likely to select a number of different routes, the additional traffic is unlikely to have a detrimental impact on residential amenity or safety.

The Committee accepts Mr Walsh's assessment that the proposed internal road network will have its own traffic management treatments and is unlikely to be attractive for non-local traffic.

(iii) Findings

The Committee finds:

- the existing road network can safely and satisfactorily accommodate the proposed development traffic
- Racecourse Road signal phasing should be reviewed to further prioritise through traffic
- the development is unlikely to materially contribute to 'rat running' through the Flemington Hill precinct.

4.2 Internal road network and circulation

(i) Evidence and submissions

A major issue for several submitters was the operation and design of the internal road network. Further background material is discussed in Chapter 4 of the Common Issues Report. However, for the Flemington Estate there are some site-specific issues which require separate investigation.

Mr Walsh provided brief commentary on the internal road layout concept design. Access to and from the site would be via:

- improvements to the existing signalised intersection at Racecourse Road
- retaining access to Victoria Street

- converting Holland Court to left in-left out at Racecourse Road due to its crash history.

(ii) Discussion

The Committee is concerned with the proposed Holland Court treatment, in that different council officers were suggesting different treatments, and Mr Walsh did not appear to be fully abreast of the crash history. A detailed review in conjunction with Council and VicRoads should be carried out to ensure that left in/left out is the most appropriate solution as opposed to say a right turn ban during peak periods, or allowing right turning vehicles to exit Holland Court.

(iii) Findings

The Committee finds:

- the proposed left in/left out treatment at the Holland Court/Racecourse Road intersection should be reviewed to ensure the optimal solution is realised.

4.3 Parking rates

(i) Evidence and submissions

Parking was a significant issue. Background material and common issues are discussed in the Common Issues Report. A summary of Mr Walsh's parking overlay rates is shown in Table 5 below. Council has significant reservations about the differential parking rates.

(ii) Discussion

The Committee has found it difficult to reconcile the parking issues around the Estate reported by residents with the proposed parking overlay rates.

The difficulty with Flemington Estate is that 718 high rise dwellings are to remain, yet the Committee does not know the mix of dwellings to determine what is an appropriate level of parking required by these residents. Mr Walsh suggested 587 spaces (0.82 spaces/dwelling) which is generally consistent with the Committee's assessment (603 spaces), based on Mr Walsh's parking survey data. As discussed in the Common Issues Report, it is inappropriate to apply the proposed rate of 0.6 space per dwelling, as the majority of high rise units are understood to be three bedroom dwellings compared to the new social housing of predominately one and two bedroom dwellings with their corresponding lower parking demand.

For the new housing (social and private), the Committee analysed the parking demand (based on Australian Bureau of Statistics (ABS) data) and supply (parking overlay rates) to understand the likely ramifications. The results are displayed in Table 5. This shows a parking demand for 1,532 spaces against 1,568 to be supplied through the parking overlay.

Table 5: Flemington Estate - Parking demand and supply assessment

Use	No.	ABS		Proposed	
		av. car ownership	av. parking demand	parking rate	parking supply
Public					
Existing high rise	718	0.84*	603	0.84	603
New Public Housing ⁴					
1 bedroom	120	0.2	24	0.6	72
2 bedroom	73	0.6	44	0.6	44
3 bedroom	25	1.1	28	0.6	15
Total	218		95		131
Private					
1 bedroom	425	0.7	298	0.7	298
2 bedroom	400	0.9	360	0.9	360
Total	825		658		658
Total (Public & Private)	1761		1356		1392
Visitors Dwellings (All)	1761		176	0.1	176
TOTAL	1761		1532		1568
Design Framework – indicative parking supply					1340

*The Committee's empirical assessment of parking demand

Notes: For example; new public 1 bedroom parking demand (120×0.2 (ABS av. car ownership) = 24 spaces), parking supply (120×0.6 (proposed parking overlay rate) = 72 spaces)

While the Design Framework plans show around 1,340 spaces in the podia car parks and along the internal road network – a shortfall of 192 spaces – this is not fatal for the Amendment. The design in the Design Framework is indicative only, and the proposed parking rates could be achieved by reducing the number of dwellings, or increasing off-street parking, or some combination to achieve balance between parking demand and supply.

(iii) Findings

The Committee finds:

- the proposed Parking Overlay rates are satisfactory
- the proposed amounts of car parking to be retained for the existing highrise residents is satisfactory.

4.4 Access to public transport

(i) Evidence and submissions

The existing narrow steep ramps to access Flemington Bridge station and circuitous route from the Estate was raised in a number of submissions. Many submitters, including Council,

⁴ ASR research Flemington Public Housing Estate Preliminary Social Infrastructure Assessment Final Report (section 5.3 p.30) for proposed indicative dwelling mix

submitted that considering the significant increase in residents associated with the Amendment, upgrades works should be carried out.

Mr Walsh's evidence was that the site is well serviced by public transport with trams and train services nearby. DDA (Disability Discrimination Act) compliant tram stops are located on Racecourse Road in front of the site, and nearby along Mount Alexander Road. To access Flemington Bridge station requires pedestrians to negotiate narrow steep paths (part of which is a shared bicycle path forming part of the Capital City trail). The Newmarket train station is some 500 metres away from the site.

Council acknowledged that the site is well served by a range of public transport options but is concerned that the routes along Racecourse and Mount Alexander Roads are serviced by older style trams which are not DDA compliant. Anecdotal evidence indicates that this is a significant barrier for use. Council would like to see a corridor study undertaken.

Council had developed concept plans to improve pedestrian access to Flemington Bridge station by introducing accessible (DDA compliant) ramps. Considering the significant increase in residents, Council believes these works are essential to reduce the dependency on private vehicle usage.

Transport for Victoria advised that residents will benefit from an additional 50 tram services for the 57 (Racecourse Road), 58 and 59 (Mount Alexander Road) tram routes to be implemented in mid-2018. With the completion of Metro Tunnel Rail Project in 2026, more trains will run on the Craigieburn (Newmarket station) and Upfield (Flemington Bridge station) lines. While Transport for Victoria supports improved accessibility to Flemington Bridge station, further investigations are warranted, including the option of a development contribution scheme.

The majority of submitters flagged issues around the safety and access to Flemington Bridge Station, with more than one resident telling the Committee they would not use this station after dark.

(ii) Discussion

The site is well served with public transport and the Committee notes that additional tram and train services will be provided in the future, providing further opportunity for residents to utilise public transport.

The public transport network is gradually being made accessible for all. Accessible tram stops at Racecourse Road and Mt Alexander Road provide some relief. The Committee can see benefit in improving pedestrian access to Flemington Bridge station but resolving this issue will be difficult and expensive. It will most likely require a multi-disciplinary and multi-government agency approach.

In the Common Issues Report the Committee has raised the possibility of development levies being used to fund, in part, some off-site infrastructure items. Whether they can be used in this instance or the quantum of possible levels is not for the Committee to comment on but a matter for later discussion by DHHS with Council.

While existing and new residents will gain benefit, so too does the broader local community. The burden to solve Flemington Bridge Station access does not fall solely onto this

development. The Committee accepts that the site is well served with public transport and in the future, additional services will and can be provided. Access to Flemington Bridge Station requires further investigation.

(iii) Findings

The Committee finds that:

- the site is well serviced by a range of public transport opportunities
- access to Flemington Bridge Station requires further investigation.

5 Open space and trees

The key issues to be addressed include:

- tree retention and replacement
- the amount, distribution and function of open space
- relationship with Debneys Park, and siting of the community garden.

5.1 Tree retention and replacement

(i) Evidence and submissions

Treelogic Pty Ltd undertook three arboricultural assessments across the site, which were provided as part of the supporting documents for the draft Amendment:

- Arboricultural Assessment Holland Court, Flemington, Ref: 7774 (dated 6/01/2017)
- Arboricultural Assessment Flemington Estate Racecourse Road, Ref: 7943, (dated 1/02/2017)
- Arboricultural Assessment Flemington Estate Racecourse Road, Flemington, Ref: 7943 (dated 22/02/2017)

DHHS proposes to retain, where possible, all trees that are assessed as moderate to high retention value. The draft Amendment proposes that DPO8:

... requires development in the Estate to retain trees assessed in a new required Arboricultural Assessment Report as having moderate or high retention value, unless it is demonstrated that their retention significantly affects the feasibility of development of the relevant precinct. Any trees to be removed are to be replaced with trees that provide equivalent amenity value to residents and the public realm. It is considered that such landscaping will enhance the sense of place, sustainability and liveability of the site and local area.

To maintain and enhance the streetscape amenity along the external road frontages of the Estate, the proposed DPO8 includes the following requirements:

- *Retention of the row of trees in Precinct 6 fronting Racecourse Road. This outcome may require variation to the building setbacks from the road; and*
- *New street trees along the Victoria Street frontage.*

Mr Patrick peer reviewed Treelogic's assessments. Mr Patrick generally concurred with the arboricultural assessments undertaken by Treelogic for the site. He said *"the site has a remarkable collection of trees, not for their rarity or diversity but for their size, health and potential to contribute effectively into the future"*.

Submissions, including the Flemington Estate Residents Committee and the Flemington Association, stressed the importance of retaining the existing trees because of the value of trees for the community in terms of amenity. The Flemington Association said *"mature trees are incredibly valuable and contribute to health and well-being. Apart from their visual appeal, they improve air quality, absorb sound, reduce wind speed and have cooling effects –*

all benefits that are needed, especially for residents in the four towers. The whole neighbourhood benefits from the trees”.

Mr Patrick suggested that there are a few trees that were assessed as low to medium value for retention that should be removed and that more emphasis should be placed on replacement planting. In particular, T190, T218 and T198 should be removed. He noted that if these trees were replaced with a mix of species and age canopy, it would provide an opportunity to enhance the site for the next 30 years. Mr Patrick suggested that those trees should be replaced with a mix of species that will continue to provide the amenity that the current suite of species provides, including a mix of maturity and canopy cover.

In identifying priority areas on the site for replacement planting, he again stressed the importance of taking out the trees assessed as being in poor condition and providing adequate protection for the trees that are to remain, followed by replanting, which should occur at the completion of the building works. When questioned by Submitter 42 about the ongoing maintenance of tree plantings, Mr Patrick said it was important that a maintenance and management regime was in place to ensure the success of the replanting.

Mr Patrick emphasised the importance of the use of the Australian Standard *AS4970-2009 Protection of Trees on Development Sites* in the redevelopment of the site for protection of trees prior to and during construction. He advised that this standard “*provides sound information about the Protection of Trees and will form the basis of any works by professional Arborists*”. His evidence was that the standard should be referenced in DPO8.

He noted the key measures to protect trees within this document, and that fencing is the best way to ensure intrusion into tree protection zones does not occur during works. Mr Patrick suggested that a Tree Management Plan be prepared by a qualified arborist prior to any earthworks on site, including demolition works. The Tree Management Plan would include tree protection zones for trees being retained. *AS4970-2009 Protection of Trees on Development Sites* states:

The tree protection zone (TPZ) is the principal means of protecting trees on development sites. The TPZ is a combination of the root area and crown area requiring protection. It is an area isolated from construction disturbance, so that the tree remains viable.

Mr Patrick noted that the setbacks provided in the Interface Treatments within DPO8 are inadequate to protect the trees to be retained. Generally, Mr Patrick's evidence is that setback areas should be a minimum of six metres and not, for example, three metres as proposed along the boundary of Victoria Street. His evidence was that three metres is inadequate to protect the root zones and canopy cover of larger trees.

Regarding the proposed shared path along the Racecourse Road boundary, Mr Patrick suggested that it was possible to have both retention of the existing trees (Queensland Brush Box) and the proposed shared path. He noted that the path would need to be constructed in a manner that protected the trees and referred to *AS4970-2009*, which recommends paths be constructed above natural grade without excavation into the root plate. He noted trees identified in Treelogic's report T247 and T247a (two eucalypts located within an existing car park closest to Racecourse Road) as being of significance and of high

retention value, because people are attached to the most visible trees. These trees should be amongst those being retained.

(ii) Discussion

In terms of arboriculture, the Committee agrees with Mr Patrick that the neighbourhood character of the site can be retained if the majority of trees in good health that are assessed as medium to high retention value are kept. The Committee agrees with him that these trees should be provided adequate protection (for example with fencing) in accordance with *AS4970-2009 Protection of Trees on Development Sites* prior to any earthworks or demolition commencing on site.

The revised DPO8 provides for flexibility in setbacks to accommodate new trees and keep existing trees and reference has been included to ensure trees are protected in accordance with *AS4970-2009 Protection of Trees on Development Sites*. The Committee supports DHHS' commitment to replace any moderate or high value tree lost on a two for one basis.

The Committee has noted above that the proposed northern internal road should be deleted, as it would disrupt links to Debneys Park, and have a major impact on the root zones of trees.

The Committee agrees with Mr Patrick that a Tree Management Plan should be prepared by a qualified arborist prior to any works on site. The Tree Management Plan could be attached to the Construction Management Plan and made a requirement in the DPO8.

(iii) Findings

The Committee finds that:

- retention of trees and open space across the site is important to the residential amenity of the site.
- reference to *AS4970-2009 Protection of Trees on Development Sites* should be included in DPO8.
- a Tree Management Plan should be prepared by a qualified arborist prior to any works on site.
- Tree replacement on a two for one basis where trees of high and medium retention value are to be removed.

5.2 Amount, distribution and function of open space

(i) Evidence and submissions

Mr Sheppard's evidence was that the Design Framework identifies a total of 16,300 square metres of public open space. This figure includes playgrounds and the majority of the land is located alongside existing high-rise towers, outside the originally proposed precincts, or forms part of tree reserves. Mr Sheppard commented that the retention of high and medium value trees will result in a series of parks, and given the Estate's proximity to Debneys Park, he considers a 1000 square metre central open space within the Estate to be sufficient.

Mr Sheppard supported as reasonable the solar access requirement to maintain a minimum two hours direct sunlight between 9am and 3pm at the winter solstice to 50 per cent of the existing open space around the towers and the new public and communal open spaces. He had checked the winter solstice shadows which indicate that indicative design represented in the Design Framework proposal meets this test.

Moonee Valley Council noted the opportunity for the redevelopment to enhance the setting of the Estate. Council has undertaken an Open Space Strategy which notes that Flemington as a suburb has insufficient open space. At the time of the strategy (2008), the public open space provision was 12 square metres per person. Current best practice in provision of open space is 20 square metres per person.

On the Estate proper at present, Council calculated the open space to be 6.2 square metres per person, and submitted that the proposed provision of open space of approximately 8,250 square metres, would, with the addition of 1500 new residents, result in an allocation of two square metres per person. Council submitted that locating open space on podia can restrict opportunities for social interaction and for planting. Neither would it enhance the sense of place, sustainability and liveability of either the Estate or the local area.

Estate residents explained the use of the existing open space as their 'backyard' and raised concerns about the need for playgrounds suited to children of all ages. Neighbouring residents submitted that there is extensive use of the open space by children from outside the Estate, particularly the playgrounds. The submission from the Moonee Valley Golden Age Women echoed many in seeking safe, accessible open space for Flemington residents of all ages. In particular, they wished to retain a community garden in a location with sufficient sunlight and good access for both residents and non-residents, and highlighted the importance of the trees on the site to the Estate residents. Mr Patrick's opinion was that the high and medium value trees could form the basis for a network of open space of varying character across the Estate.

(ii) Discussion

Submitters raised many issues about the open space element of the proposal. There is no doubt that the influx of new residents into the Estate and Flemington generally means that Debneys Park will do what Council refers to as 'the heavy lifting' in regard to organised and passive recreational opportunities.

The revised DPO8 (Document 49) proposes a total of 4,000 square metres of open space, including a pocket park at the Hill Street extension and Holland Court junction and two potential locations for 1,000 square metres of communal open space. In the context of the site, the Committee finds this is insufficient, and that at least one open space area should be at minimum of 4,000 square metres.

A fundamental requirement for healthy cities is open space. This becomes a critical issue as densities increase. It goes without saying that far more community activities take place in open space than simply active and passive recreation, apart from the beneficial effects of vegetation and its role in moderating heat load. An open space network is required throughout our urban areas to provide for the diverse needs of the community.

The Committee does not underestimate the value placed by residents on the existing open space on the Estate, but it recognises the need for rationalisation and revegetation. This can occur as part of the redevelopment, which includes rationalisation of car parking. As noted in Chapter 3, the Committee does not generally support open space on top of car parking podia and is strongly of the view that the majority of parking should be provided underground, maximising ground level open space.

The Committee agrees with the proposed minimum solar access requirements, noting that this is only one factor to be considered in the design of open space and that opportunities exist to exceed this minimum. It recognises that the disposition of different types of open-space will be dependent on the configuration of built form as a result of the detailed design work required in preparation of the Development Plan, where issues such as access and sunlight will be considered.

(iii) Findings

The Committee finds that:

- there should be no net loss of usable public open space
- a 4,000 square metre centrally located park should be provided within the Estate
- 'precinct' open space must be integral to the configuration of built form proposed in the Development Plan
- a minimum of two hours of sunlight be available to at least 50 per cent of areas of public and communal open space throughout the site between 9am and 3pm on 21 June.

5.3 Relationship with Debneys Park

(i) Evidence and submissions

The interface treatments for this precinct are discussed in Chapter 3.3(ii).

Council suggested the part of the Debneys Park Precinct where the trees are closest to the Estate may be a good location for the community garden. The relocation of the community garden would allow naturalisation of the Moonee Ponds Creek environs. Council noted that the Concept Plan has no capacity to accommodate the community garden at ground level, submitting that this is a bad outcome. Council highlighted a number of issues relating to the integration of Stages 1 and 2 of the development of the Debneys Precinct, which are discussed in Chapter 2.3.

Mr Patrick's evidence is that the mature canopy trees along this northern interface, with a Tree Protection Zone of up to 12 metres, should be protected from encroachment by built form. He noted that this row of trees (dominated by Spotted Gum) are important for amenity and open space values. He said the Arboricultural Assessment shows that:

... these trees are among the most magnificent surveyed, that they are located off site within the adjacent reserve and that their TPZ's are up to 12.6 metres and frequently (generally) in the range of 8-9 metres. While some of this distance will be located within the Park the TPZ's remain such that a 4 metre

construction setback is likely to cause significant damage even if damage minimisation measures are in place ...

Furthermore, even if protection measures are in place for the root plates of trees, this is hardly likely to be an appropriate place for landscaping; planting sites will be heavily root infested and subject to significant shade.

Mr Patrick considered the proposed Community Centre option adjacent to the boundary of Debneys Park is a poor location, as it would act as a barrier to the park. Of most concern to Mr Patrick is the proposed road to be constructed along part of the northern boundary, as he considered that the opportunity to provide direct access to the park would be lost.

Regarding the proposal represented in the Design Framework to relocate the community garden atop a podium, Mr Patrick said that in such a location, a garden could work to a degree, but would be constrained in area and subject to increased climatic conditions such as exposure to wind and sun. Importantly, Mr Patrick suggested that the community garden “*was more than a garden; it’s a gathering place*” and thus it is important that it is at ground level. Council endorses this view, suggesting that the northern part of Precinct 3 could be an appropriate location, where it could be experienced as an extension to Debneys Park.

(ii) Discussion

The Committee supports Mr Patrick’s view that the protection of the root zones of the trees along the northern interface with Debneys Park should be a fundamental consideration in determining building footprints. It sees merit in the Council officers’ suggestion that this location has the potential to accommodate the community garden. The Committee understands the importance of community gardens for the Estate, and that these provide an important social function.

The Committee finds that the community garden needs to be at ground level and the location should be determined in further consultation with the residents during detailed design.

In addition, the Committee considers that the area could include open space incorporating some of the Estate’s trees, identified as of value. A minimum spacing of 20 metres from the existing towers would allow a generous landscaped extension to the north-south road and pedestrian pathway to Debneys Park, which is a positive outcome.

(iii) Findings

The Committee finds that:

- the relocation of the community garden to Precinct 3 should be considered
- the opportunity to consider Stages 1 and 2 of the development of the Debneys Precinct in parallel should be facilitated by DHHS and Council.

Appendix A: List of submitters

No.	Submitter	No.	Submitter
1	Nelson Yeung	37	Tafik Abdishekus
2	Thomas Kelly	38	Elena Camus
3	Shwu Wen Tran	39	Thi Chinh Nguyen
4	Haydn Moyle	40	Kerstin Schulenburg
5	Katherine May Cameron	41	Victorian Public Tenants Association
6	Zainab Haid	42	Rose Iser
7	Ayan Chial	43	Roslyn Beryl Nataprawira
8	Kay Kenchington	44	Raquel Kennedy
9	Iman Ahmed	45	Christopher James Welsh
10	Adam Bandt, Member of Federal Parliament	46	Kinaayo Mahamed Osmu
11	Magdi Botres Shehata	47	Margaret Alexandra Rolfe
12	Ayan Daher	48	Rowan Ewing
13	George Paulos	49	Sucdi Mahamed Osman
14	Lul Awalle	50	Gamal Osman
15	Tofik Abdishekur	51	Lul Awalle
16	Gamal Osman	52	Hani Osman
17	Daine Catlin	53	Barlin Abdulah
18	Hani Ali	54	Kathryn Bocquet
19	Mahad A. Daher	55	Sadiya Hussein Sheikh
20	Mohamed Nur	56	Hani Ali
21	Thi Bui	57	Abdirahim Osman
22	Sahro Aden	58	Nasteho Mohamed
23	Suad Mahamed Osman	59	Helina Nicholls
24	Downer	60	Liban Dahir
25	Graeme Dobson	61	Le Ngoc Oanh
26	Carolyn Gorham	62	Nhen Ham Lanh
27	Flemington Chinese Golden Age	63	Lydia Zaffaroni
28	Xiao An Hu	64	Thi Bieu Phan
29	Ai Zhen Sun and Yan Xin Xu	65	Hani Abdi
30	Ky Lim	66	Chui Mei Yeung
31	I Lan Yie	67	Thi Nguyet-Mai
32	Saron Belachew	68	Nfissa Oaman
33	Leteberhan Woldu	69	Magdi Botros Shehater
34	Hani Ali	70	Diane Catlin
35	Takle D Barake	71	Thi Bui
36	Mahad A Daher	72	Ayan Daher

No.	Submitter	No.	Submitter
73	Paul Anthony Gallivan	113	Angelica Panopoulos
74	Jennifer Jean Gallivan	114	Halima Malaakh
75	Department of Education and Training	115	Hudeyfa Abshir
76	Christine Wood	116	Sahro Aden
77	Cultivating Community	117	Alawiya Hussein
78	Nimca Ahmed	118	Forhan Aden
79	Khalid Ibrahim	119	Mohamed Hassan
80	Newmarket Pheonix FC	120	Mohamed Ahmed
81	Muna Ali	121	Christina Carter
82	Danielle Cobb	122	Mubaarik Levis
83	Anthony Arthur	123	Fatuma Jalle
84	Moonee Valley Golden Age Women	124	Ismail Said Abdullahi
85	Rodney George Wayth	125	Saliha Mohammed
86	Kristoffer Paulsen	126	Ayub Abdullahi
87	Melody Thomas	127	Mariam Nafi
88	Ruth Eyakem	128	Sahra Aden
89	Khien Febey	129	Rowa Hassab
90	Naima Aziz	130	George Paulos
91	Hang Le	131	Zahra Ibrahim
92	Fatima Omar	132	Raja Hajj
93	Khalid Ibrahim	133	Ikram Hajj
94	Abebech Kassa	134	Akran Hajj
95	Abdi Ibrahim	135	Sam Nicol & Stella Hyde
96	Amir Mohammed	136	Fuat Yalcin
97	Mariam Nafi	137	Halwa Said
98	Mi Hoi Cheong (Celina)	138	Halima Abdiullahi Atran
99	Ayan Hassan	139	Helen Papadimitriou
100	Omar Mohamed	140	Luut Ali Mohamed
101	Alex Kuzo	141	Zahara Malekin
102	Eric	142	Nesrit Mohamed Ahy
103	Brian Gray	143	Shadia Mohamed Aly
104	Maketh	144	Hamish Taylor
105	Ayub Abdullahi	145	Pauline Moore
106	Hamza Hassan Noor	146	Sahara Hussien
107	Chelsea Lang	147	Jemia Faraj
108	Rachel Chapman	148	Bibi Ameaa
109	Roberto Morales	149	Jafar Mahmoud
110	Yusuf	150	Mohamed Ramadan
111	Siba Chahal	151	Tuhur Kacim
112	Abdi Hassen	152	Khalid Ramadan

No.	Submitter	No.	Submitter
153	Hayat Rmadan	174	Elma Khan
154	Mahir Muhammad	175	Nadia Mohamed
155	Ahmed Ahmed	176	Fatima
156	Mohamed Ahmed	177	Karen Cosson
157	Kamal Ahmed	178	Tsega Gebresilassie
158	Flemington Estate Residents Committee	179	John Dickie
159	Zenebech Babiso	180	The Venny Inc Kensington
160	Iman Ahmed	181	Michael Naylor
161	Thunny	182	Preethi Vergis
162	Alamin Ramadan	183	Thomas Harper
163	Safio Ali	184	Thomas Suardi Nataprawira
164	Khadra Ahmed	185	Arhet Ibrahim
165	Seble Ayele	186	Walid Hajj
166	Rahma Abdirahaman	187	Melinda Lousie Rolfe
167	Les Potts	188	Bernard Frank Rolfe
168	Marta Gebremedhin	189	James David
169	Kerry Jennings	190	Ramsay Smith
170	Samantha Cripps	191	Tanner Ozdemir
171	Flemington Association Inc.	192	Moonee Valley City Council
172	Transport for Victoria	193	City of Melbourne
173	Olinga Sabet		

Appendix B: Appearances at the Hearing

DELWP, represented by Cassie Hannam (Senior Planner) and Darcy Daniher (Planner)

DHHS, represented by Rory O'Connor of Norton Rose Fulbright, with Jessica Cutting (Principal Project Manager), Emma Dean (Senior Project Manager) and Luke McDonald (Senior Project Manager), with evidence from:

- Mark Sheppard of David Lock Associates on urban design
- Sophie Jordan of Sophie Jordan Consulting on planning
- Jason Walsh of Traffix Group on traffic
- John Patrick of John Patrick Landscape Architects Pty Ltd in landscape

Moonee Valley City Council, represented by Louise Hicks of Counsel, with

- Colin Harris, Senior Project Manager, Infrastructure and Land Use Developments
- Anabel Adler, Senior Urban Designer
- Damir Agic, Strategic Transport Planner
- Carey Patterson, Manager Building Health and Property Services
- Venta Sliyzs, Coordinator City Design
- Kate Heissenbuttel, Coordinator Research and Facilities Planning

Transport for Victoria, represented by Rosario Pacheco

Flemington Estate Residents Committee, represented by Mahir Muhammad

Victorian Public Tenants Association, represented by Mark Fennane

Moonee Valley Golden Age Women, represented by Anne Heyes

Cultivating Communities, represented by Daniyela Rob

Venny Inc. Kensington Adventure Playground, represented by Danielle von der Borch and Catherine Hude

Flemington Association Inc, represented by Les Potts and Jenny Gullivan

Adam Bandt MP, with Rob McLeod

Mahir Muhammad

Rose Iser

Ramsay Smith

Saron Belachew

Leteberhan Woldu

Elena Camus

Hani Ali

Pauline Moore

Ruth Eyakem

Kerry Jennings

Danielle Cobb

Thi Bieu Phan

Thi Chinh Ngyen

Sadiya Hussein Sheikh

Preethi Vergis

Olinga Sabet

John Dickie

Les Potts

Margaret Rolfe

Michael Naylor

Karen Cosson

Appendix C: Document list

No.	Date	Description	Presented by
1	28/07/17	Report – Notification Report, Debneys Precinct.	Mr Daniher, DELWP
2	18/08/17	Email – Request for DET and Transport for Victoria to attend the Public Hearing	Mr Harris, Moonee Valley City Council
3	22/08/17	Email – Committee request for DET to attend the Public Hearing	Ms Harwood, PPV
4	“	Email – Committee request for Transport for Victoria to attend the Public Hearing	“
5	“	Email – Response from DET to the Committee	Mr Binns, Department of Education and Training
6	25/08/17	Submission – Council endorsed submission	Mr Harris
7	04/09/17	Submission – Part A and Expert Witness Statements from Mr Sheppard on urban design, Ms Jordan on planning and Mr Walsh on traffic	Mr McCardle, Norton Rose Fulbright for DHHS
8	05/09/17	Flemington Public Housing Estate Preliminary Social Impact Assessment, 4 September 2017	Mr O'Connor, Norton Rose Fulbright for DHHS
9	11/09/17	Revised Terms of Reference dated 6 September 2017	DELWP
10	“	Revised DPO8 dated 4 September 2017	Mr O'Connor
11	“	Debneys Precinct, Flemington Estate summary of notification	Ms Hannam, DELWP
12	“	DHHS Part B submission	Mr O'Connor
13	“	Managing Victoria's Public Housing, VAGO, June 2017	“
14	“	Expert Urban Design Evidence PowerPoint summary	Mr Sheppard, David Lock Associates
15	“	Winter solstice shadow diagrams	“
16	12/09/17	Definitions of social and public housing	Mr O'Connor
17	14/09/17	Transport for Victoria submission	Ms Pacheco, TFV
18	“	Debneys Park Flemington – Land Exchange Agreement	Ms Hicks for Moonee Valley City Council
19	“	Land tenure aerial plan	“
20	“	Confidential document	“
21	“	Development Plan	“
22	“	Moonee Valley Racecourse Traffic Assessment and Management Plan	“
23	19/09/17	Letter from Council to Chair concerning status of Council's alternative development plan	Mr Harris
24	“	Submission, Moonee Valley Golden Age Women and Flemington Chinese Golden Age	Ms Heyes
25	“	Submission	Ms Iser
26	“	Melbourne Pavilion information sheet	Mr Muhammad
27	“	Photographs of parking on the Flemington Estate	“
28	“	Social impact and community benefits of community gardens, Cultivating Community, Deakin Uni, July 2017	Ms Rob, Cultivating Communities

No.	Date	Description	Presented by
29	"	Guidelines for locating community gardens	"
30	"	Submission	Ms Moore
31	20/09/17	Australian Standard – Protection of trees on development sites AS 4970 - 2009	Mr Patrick, John Patrick Landscape Architects Pty Ltd
32	"	Private Open Space for High Density Living, 2009. Guthrie, Beca and March	Ms Vergis
33	"	Submission, Flemington Association (Parts 1 and 2 and attachments)	Mr Potts
34	21/09/17	Submission - PowerPoint presentation	Mr Dickie
35	"	Submission – notes accompanying PowerPoint presentation	"
36	"	Extract – Debneys Park Community Centre official opening programme, 1971	"
37	"	"The Facts" brochure prepared by Danny Pearson MP	"
38	"	Photographs and sketch plan of Debneys Precinct	Ms Jennings
39	"	PowerPoint presentation	Ms Cosson
40	"	Submission	Mr Naylor
41	"	Submission	Ms Cobb
42	"	DHHS closing submission	Mr O'Connor
43	"	Additional traffic information from Jason Walsh	"
44	"	Indicative open space area plans before and after redevelopment	"
45	"	Public Housing Renewal Program – DHHS relocation process	"
46	"	Moonee Valley Planning Scheme Activity Centre Zone Schedule 1 (Moonee Valley Racecourse)	"
47	"	Invitation from Martin Foley MP to join Flemington Consultative Committee, together with Terms of Reference	"
48	22/09/17	Submission – PowerPoint and accompanying email	Ms Hude, the Venny Inc
49	28/09/17	Submission – Revised DPO Schedule	Ms Turnbull for DHHS
50	"	Submission – MVCC Closing submission	Mr Harris
51a	03/10/17	Additional tram boarding information from Transport for Victoria	Ms Pacheco
51b	"	Additional train station patronage information from Transport for Victoria	"
52	09/10/17	Further submission to revised DPO	Ms Iser
53	"	Further submission to revised DPO	Ms Jennings
54	"	Further submission to revised DPO	Moonee Valley Golden Age Women
55	"	Further submission to revised DPO	Flemington Association
56	"	Further submission to revised DPO	Ms Potts

Appendix D: Revised Schedule 8 to Clause 43-04 Development Plan Overlay

SCHEDULE 8 TO CLAUSE 43.04 DEVELOPMENT PLAN OVERLAY

Shown on the planning scheme map as **DPO8**.

SOCIAL HOUSING RENEWAL - FLEMINGTON ESTATE

This Schedule applies to the Flemington Estate, being 12-71 Holland Court, 120-130 Racecourse Road and 24-66 Victoria Street, Flemington (referred to in this Schedule as 'the site'). Refer to the boundaries shown on the Concept Plan included in this Schedule.

1.0 Requirement before a permit is granted

---- A permit may be granted before a Development Plan has been approved for the following:

- The removal or demolition of any building that is carried out in accordance with a Construction Management Plan (CMP) prepared in accordance with this Schedule
- Earthworks and site preparation works that are carried out in accordance with a CMP and Arboricultural Assessment Report prepared and implemented in accordance with *Australian Standard AS 4970-2009 Protection of Trees on Development Sites*, in accordance with this Schedule
- The construction of minor buildings or works that are carried out in accordance with a CMP prepared in accordance with this Schedule
- Consolidation or subdivision of land
- Removal, variation or creation of easements or restrictions.

Before granting a permit, the Responsible Authority must be satisfied that the permit will not prejudice the future use and integrated and orderly development of the site in accordance with the development plan requirements specified in this Schedule.

2.0 Conditions and requirements for permits

---- Prior to the commencement of any permitted demolition, buildings or works, a detailed CMP as relevant to that demolition or those buildings or works must be prepared to the satisfaction of the Responsible Authority. The CMP must be prepared in accordance with the requirements of Clause 3.0 of this schedule.

3.0 Requirements for Development Plan

Prior to the preparation of a Development Plan, a **Resident/Community Engagement Strategy** must be prepared to the satisfaction of the Responsible Authority which establishes the mechanisms by which the residents and the community will be provided with information and opportunities for feedback during the preparation of the Development Plan. The Strategy must include a requirement that the Development Plan be made available for public inspection for 15 business days prior to its consideration by the Responsible Authority.

A Development Plan must include the following requirements.

General

The Development Plan must be prepared to the satisfaction of the Responsible Authority in consultation with Moonee Valley City Council.

The Development Plan must demonstrate the following:

- high quality integrated social and private housing that is socially, economically and environmentally sustainable that delivers high levels of residential amenity and liveability
- increase in the number of social housing dwellings that achieves dwelling diversity across the site with a range of one, two and three or more bedroom dwellings, balancing issues of equity in the delivery of social and private housing that is well integrated and is 'tenure blind'
- creation of safe buildings and spaces within the site that adopts Crime Prevention Through Environmental Design principles to determine the siting of buildings, access ways and dwelling design
- integration with the surrounding area by responding to existing or preferred neighbourhood character, enhancing the public realm and existing networks and delivering 'good neighbour' outcomes
- opportunities for legible access and address points for the site, buildings and spaces, including defining private, communal and public spaces that foster social connections between residents and the wider community, and that prioritise pedestrian and bicycle access within and external to the site
- landscaping and communal open space (including communal parks, playgrounds and other pocket spaces) that is resilient, well connected and enhances the sense of place, sustainability and liveability of the site and local area that meets the needs of both the social and private housing residents
- delivery of adaptable buildings and spaces that are accessible and practical for people of all abilities and respond to the future needs of residents.

Land Use

The Development Plan could show or make provision for:

- Community facilities in appropriate locations at ground level where they will be accessible to all residents of the Estate and the surrounding community.
- Non-residential uses such as retail and commercial to meet the needs of the local community

The Development Plan must demonstrate that potential amenity impacts of these uses can be appropriately managed.

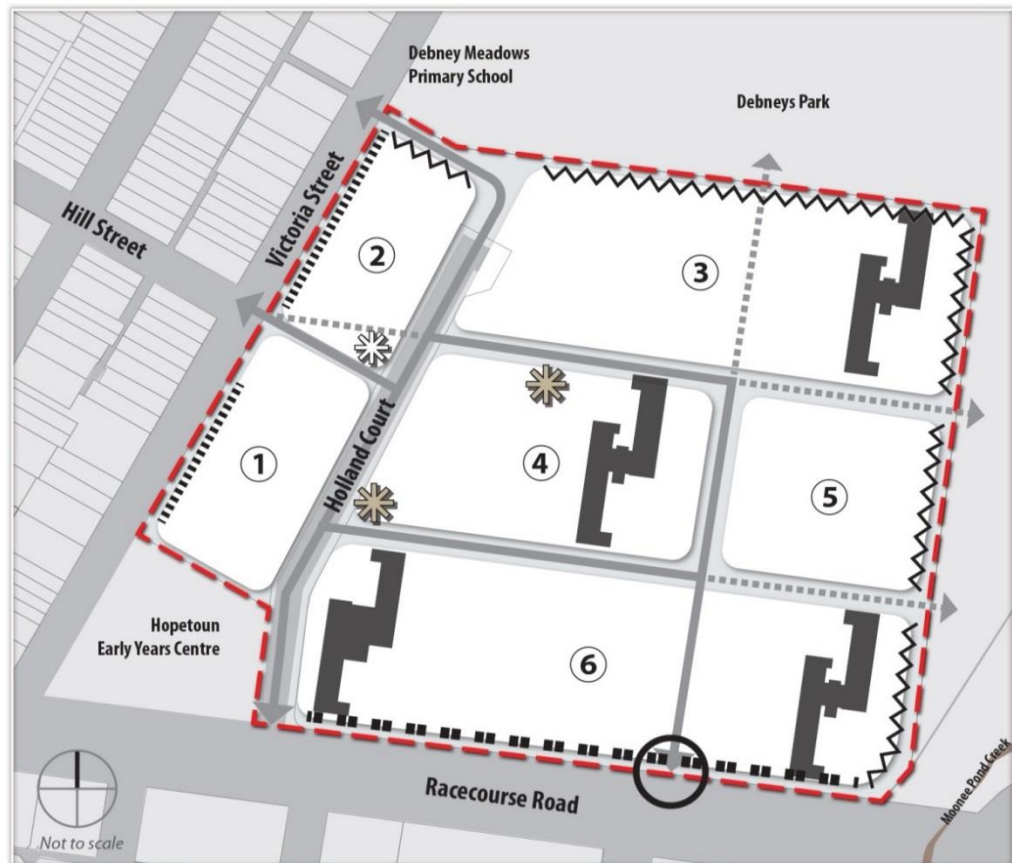
Built Form (Heights and Setbacks)

The Development Plan must be generally in accordance with the Concept Plan forming part of this schedule to the satisfaction of the Responsible Authority.

Concept Plan (Note: include Concept Plan, legend and table as an integrated document)

Note: The Concept Plan should incorporate the Committee's recommendation to align the north-south road with the existing Stubbs Street intersection and to shift the link between Victoria Street and the northern extension of Holland Court (along the boundary of the Debney Meadows Primary School site) further to the south.

The Reference to 'Interface Treatments' in the legend needs to be amended to say 'Interface Treatments (with associated minimum ground level boundary setbacks)'.



LEGEND

	Site		Internal roads
	Existing residential towers		Pedestrian connections
	Precincts		Interface Treatment A
	Potential location of centrally located park		Interface Treatment B
	Potential location of gateway park		Interface Treatment C
	Existing signalised intersection		

Precinct	Maximum General Building Height	Maximum Upper Building Height	Number of taller buildings per precinct	Gross Floor plate at Upper Building Height
1	6 storeys	10 storeys	1	1000
2	6 storeys	10 storeys	1	1000
3	8 storeys	12 storeys	3*	1000
4	7 storeys	10 storeys	2*	1000
5	6 storeys	10 storeys	1	1000
6	8 storeys	20 storeys	3*	900

*Includes existing public housing towers in precinct

The Development Plan must show:

- In each precinct, the maximum building height must not exceed the 'maximum general building height' provided in the table to the Concept Plan
- The number of buildings must not exceed the 'number of taller buildings per precinct' in the table to the Concept Plan
- The 'taller buildings per precinct' must not exceed the gross floor plate amount specified in the table to the Concept Plan
- Buildings that do not encroach within the setbacks and interface treatments in accordance with the table.

Note: The Committee has deleted the three interface treatment plans and recommends that the interface treatments provided be incorporated into a table or re-drawn to be clearer to the reader.

Plan deleted

Interface Treatment A (Buildings fronting Victoria Street)

Plan deleted

Interface Treatment B (Buildings fronting Debneys Park)

Plan deleted

Interface Treatment C (Buildings fronting Racecourse Road)

Setbacks and interface treatments for Precincts

- For Precincts 1 and 2 (**Note: which the Committee recommends be one Precinct**):
 - setbacks from Victoria Street of 3 metres, increased as required to provide for larger canopy trees to be planted within communal spaces along this frontage.

Note: An appropriate setback will need to be specified from the northern boundary of Precinct 2 (along the boundary of the school site) to address the matters raised in Chapter 3.1(ii)

Note: An appropriate setback will need to be specified from the southern boundary of Precinct 1 (along the boundary of the Hopetoun Early Years Centre), to address the matters raised in Chapter 3.3(i)

- For Precinct 3:
 - setbacks to Debneys Park of 4 metres, increased as required to protect high and medium retention value trees that will be retained

- For Precinct 6:
 - setbacks from Racecourse Road of 6 metres, increased as required to protect any existing trees to be retained
 - a minimum 4 metre floor to floor height at ground floor level
 - an entrance and/or clear glazed window at the ground level street frontages of each individual non-residential use
 - Weather protection at the street frontages of the non-residential uses.
- For all internal roads
 - 3m discretionary setback.

Other built form requirements

- Visual bulk of buildings reduced through variation in heights within each precinct and the placement of balconies and use of discontinuous forms, articulated facades and varied materials.
- Buildings and works such as architectural features, sunshades, screens and artworks may be constructed within setback areas, provided they demonstrate a positive contribution to the overall facade composition
- A 20-metre minimum separation of new buildings from the existing residential towers on the site
- Higher built form on street corners where it can be demonstrated that there are minimal negative impacts on surrounding open space or adjacent built form
- Active frontages to all publicly accessible areas
- The location of car parking spaces within basement levels or suitably concealed within or behind buildings
- Cohesive architectural design throughout the site, with the use of high quality, durable and low maintenance materials
- Orientation and overshadowing demonstrating how development within the proposed building envelopes can comply with the following requirements:
 - A minimum of 2 hours of sunlight available to at least 50% of the following spaces between 9:00am and 3:00pm on 21 June
 - Public and communal open space areas throughout the site, including around the existing residential towers
 - The outdoor play area of the Hopetoun Early Years Centre
 - No increased overshadowing of the footpath on the southern side of Racecourse Road between 10:00am and 2:00pm on 22 September
 - Appropriate levels of sunlight to other areas to achieve a comfortable public realm.
- Appropriate mitigation measures to minimise the adverse impacts on existing or potential future sensitive uses in proximity of the site
- Appropriate noise attenuation measures to minimise noise impacts on proposed dwellings from CityLink, the Upfield Railway Line, Racecourse Road and any non-residential uses on the site
- Building forms that will minimise the adverse impacts of wind on streets and public spaces, and provide weather protection where appropriate.

Future redevelopment of any or all existing residential towers on the Estate will require a new Development Plan to be prepared and approved in accordance with this schedule.

Open space and trees

The Development Plan must:

- Be designed to ensure no net loss of existing useable public open space and:
 - Include one 4,000 square metre area of centrally located public open space generally located in either of the two locations shown on the Concept Plan (not including land set aside for road reserves or at-grade car parking areas), and:
 - A single park on the northwest side of the intersection of the extension of Hill Street and Holland Court to allow clear vision to the northern and east west roads
 - Various pocket parks that will retain or replace existing playground areas
 - Protect and enhance amenity, including by receiving good levels of sunlight
 - Be resilient and enhance the sense of place, sustainability and liveability of the site and local area
 - Contribute to the diversity of recreation and leisure options for residents that are available to the community
- Retain:
 - The row of trees in Precinct 6 fronting Racecourse Road, as appropriate
 - All trees identified in the required Arboricultural Assessment Report as trees to be retained
- Include a tree planting/replacement plan which requires:
 - Any high or medium value tree identified in the Arboricultural Assessment Report to be replaced on a two for one ratio
 - Replacement trees that provide equivalent amenity value to residents and the public realm
 - New street trees along the Victoria Street frontage
 - New canopy trees along internal roads and pedestrian connections and within new open space areas.

Circulation

The Development Plan must show:

- An indicative layout and hierarchy of internal roads that:
 - Complements the form and structure of the surrounding network
 - Recognises the primacy of pedestrian and bicycle access within the site
 - Provides a high level of amenity and connectivity through the site, while managing the movement of vehicles travelling through the site
 - Are of sufficient width to accommodate footpaths, on street parking and street trees
- Vehicle access points at:
 - A signalised intersection onto Racecourse Road
 - The Holland Court/Racecourse Road intersection, redesigned to allow vehicle access by left-in left-out movements only or other intersection treatment to the satisfaction of VicRoads

- The two existing vehicle access points to Victoria Street, provided there will be no significant increase in vehicle movements to maintain the existing function of the street
- Location of on-site car parking for residents, visitors and staff, including that associated with the existing residential towers on the site.
- Provision for secure bicycle storage for residents and workers, end of bicycle trip facilities for workers and short term bicycle parking for visitors. Bicycle parking must be located at primary frontages in proximity to pedestrian access ways. Bicycle parking must be provided at a minimum of:
 - one space per dwelling without a car space
 - one space per five dwellings with a car space
 - one space per 10 dwellings for visitors
- Bicycle servicing facilities, located to promote usage and safety
- An off-road bicycle path (shared with or separate from pedestrian path) along the Racecourse Road frontage of the site, to the satisfaction of VicRoads and Moonee Valley City Council
- A legible pedestrian circulation system within the site, particularly between external access points, building entries, car parking areas and communal open space areas, and linking with pathways within Debneys Park and along adjoining roads
- Footpath widths that reflect the proposed hierarchy of streets.

The internal connections shown on the Concept Plan are indicative only and further connections within and through the site should be provided to ensure a highly permeable urban structure.

Required documents, plans and reports

The following documents, plans and reports must form part of any Development Plan (as applicable if the Development Plan is approved in stages), and must be prepared to the satisfaction of the Responsible Authority:

1. A **Planning Report** that demonstrates how the recommendations of the other plans required by this Schedule to the Development Plan Overlay have been incorporated into the proposed development of the land.
2. A **Site Context Analysis** prepared in accordance with Clause 55.01 or Clause 58.01 that includes, but is not limited to:
 - The urban context and existing conditions showing topography, the surrounding and on site land uses, buildings, noise and odour sources, access points, adjoining roads, cycle and pedestrian paths and public transport
 - Views to be protected and enhanced, including views of and from the site
 - Key land use and development opportunities and constraints.
3. **Preliminary Architectural Plans** that show the distribution and design of built form on the site which must be generally in accordance with the Concept Plan (as amended), included in this Schedule and must comply with the heights and setbacks of this Schedule, including, but not limited to:
 - A design response to the Site Context Analysis in accordance with Clause 55.01 and Clause 58.01
 - Demonstration of compliance with the requirements of Clauses 55 and 58 as relevant
 - Demolition works

- Building envelopes including maximum building heights, building setbacks to all interfaces, and building depths
 - The proposed built form edge and interface treatments to Victoria Street, Racecourse Road and Debneys Park that responds to the character of existing streetscapes
 - Conceptual elevations and cross-sections, indicating level changes across the site
 - Shadow diagrams of both the existing conditions and proposed shadows, demonstrating that the overshadowing criteria identified in this Schedule can be met
 - Images that show how the proposed built form will be viewed from the Racecourse Road corridor and Debneys Park
 - The mix of dwelling types and sizes for each precinct
 - The mix of land uses, and the location of these uses in each building or precinct
 - The relationship between proposed buildings and works and surrounding land uses and development, including:
 - Existing residential towers to be retained on the site
 - Existing residential properties on the opposite side of Victoria Street
 - Debneys Park
 - Debney Meadow Primary School and Hopetoun Early Years Centre
 - Racecourse Road and the Arden-Macaulay Urban Renewal Area on the opposite side
 - CityLink and the Upfield Railway Line.
4. An **Integrated Transport and Traffic Management Plan** that addresses, but is not limited to:
- The range and scale of residential and non-residential uses anticipated on the site
 - The estimated population of residents, visitors and workers
 - Estimated vehicle trip generation levels resulting from use and development within the site
 - Estimated levels of usage for each vehicle ingress and egress point
 - The likely impacts of the proposed development on the arterial and local roads and any mitigating works required such as off-site traffic management treatments
 - An indicative layout of internal roads that:
 - Complements the form and structure of the surrounding network;
 - Recognises the primacy of pedestrian and bicycle access within the site;
 - Provides a high level of amenity and connectivity, whilst managing the movement of vehicles travelling through the site;
 - Are of sufficient width to accommodate footpaths and street trees;
 - Areas for loading and unloading of vehicles and access to those areas
 - Green Travel Plan initiatives that can be adopted to reduce private car usage by residents, workers and visitors, including a new resident awareness and education program and opportunities for the provision of a car share program
 - The views of Moonee Valley City Council and Transport for Victoria (VicRoads and Public Transport Victoria).

5. An **Arboricultural Assessment Report** that addresses, but is not limited to:
 - Assessment of trees on or adjacent to the site, including retention value
 - Recommendations for the protection of trees to be retained to conform to *Australian Standard AS 4970-2009 Protection of Trees on Development Sites* to ensure long-term health, including designation of tree protection zones and structural root zones
 - Recommendations for trees to replace any trees of moderate or high retention value required to be removed where replacement trees provide equivalent amenity to the residents and the public realm.
6. A **Landscape and Open Space Plan** that addresses the landscape and open space requirements of this Schedule, that addresses but is not limited to:
 - Existing vegetation to be retained and the appropriate protection zones to allow for their retention
 - A planting theme which complements existing trees to be retained and the surrounding neighbourhood character, and that demonstrates water sensitive urban design outcomes
 - New canopy trees and landscaping within the public realm and communal areas/open spaces
 - Street trees along Victoria Street, Racecourse Road and internal roads
 - Delineation of public, communal and private open spaces and the treatment of these interfaces
 - Hard and soft landscaping treatments of the public realm and public and communal open spaces
 - Interface treatments between Victoria Street, Racecourse Road, Debneys Park and the Hopetoun Early Years Centre, including boundary fences
 - Integration of sustainability and water sensitive urban design (WSUD) measures with WSUD measures informed by the Stormwater Drainage Master Plan
 - Opportunities for communal gardens
 - Maintenance responsibilities.
7. A **Wind Effects Analysis** to ensure the built form arrangement achieves acceptable standards regarding pedestrian comfort and safety. The analysis should consider management measures such as stepped facades, articulated facades and wind screening to ensure a hospitable environment for trees and residents is provided.
8. A **Dwelling Diversity** report that must:
 - Demonstrate how the development will achieve an appropriate level of dwelling diversity for both the social and the private components across the site
 - This should include the number and extent of one, two and three bedroom plus dwellings for social and private housing
 - Provide for additional initiatives that actively encourage affordable housing opportunities.
9. An **Ecologically Sustainable Development Plan** that demonstrates how development on the site will achieve best practice standards and incorporate innovative initiatives. This Plan is to address energy efficiency, on-site renewable energy systems, resilience to climate related impacts water resources, indoor environment quality, stormwater management, transport,

waste management, innovation and urban ecology. The Plan must meet the requirements of Clause 21.04-3 and all buildings must achieve a minimum of 5-star rating against the Green Building Council of Australia's Green Star rating system for design (or achieve an equivalent standard using an equivalent rating tool).

10. A **Services and Infrastructure Plan** that addresses, but is not limited to:
 - An assessment of the existing engineering infrastructure servicing the site and its capacity to service the proposed development
 - A description of the proposed provision of all appropriate utility services to development parcels
 - Preparation of a Stormwater Drainage Master Plan, including proposed stormwater treatment, capture and reuse (if appropriate), and water sensitive urban design measures to ensure appropriate protection of the Moonee Ponds Creek adjacent to the land
 - The identification of the location of any on-site drainage retention facilities.
11. A **Construction Management Plan (CMP)** that details how the development of the land will be managed to ensure the protection of the amenity, access and safety of adjoining residents. The CMP:
 - must be prepared prior to any works, including demolition
 - must address (as relevant); demolition, bulk excavation, management of the construction site, hours of construction, noise, control of dust, public safety, construction vehicle road routes and traffic management (including location of construction vehicle access and worker parking), soiling and cleaning of roadways, discharge of any polluted water and stormwater, security fencing, disposal of site waste, location of cranes, location of site offices, storage of plant and equipment, redirection of any above or underground services and the protection of trees on or adjacent to the site to be retained in accordance with an Arboricultural Assessment Report prepared in accordance with this schedule.
12. An **Environmental Site Assessment** that addresses, but is not limited to:
 - Site history and current site uses, including a photographic record of the buildings to be demolished
 - The extent of fill that has occurred on the site, including area, depth and fill material
 - The presence and depth of groundwater at the site
 - Underground infrastructure that has contamination source potential
 - The contamination status of soil on the site
 - If intrusive works are likely to occur during redevelopment works, an acid sulphate soil assessment
 - Advice on the need for a Site Remediation Strategy.
13. Where the development will be undertaken in stages, a **Staging Plan** that addresses, but is not limited to:
 - The delivery of infrastructure and shared facilities within each stage to ensure the orderly development of the site
 - Site management, such as resident amenity, vehicle access and parking, pedestrian access and protection of existing buildings, infrastructure, open space and vegetation

- Timeframes for the commencement and completion of each stage and any management of overlap between stages.

14. An **Acoustic Report** that identifies:

- Whether the proposed use and development of the Estate is likely to be affected by noise from nearby uses or abutting roads and freeways
- The likely effect of non-residential uses on the site on the amenity of nearby residential uses
- Methods to address the issues identified.

15. A **Waste Management Plan** that addresses a cohesive approach to waste and recycling collections for the entire development. The Waste Management Plan must:

- Identify the location of bin storage areas that are sufficient to cater for waste that will be produced
- Specify the type of bins to be used
- Show where bins will be stored
- Provide details of screening and ventilation of bin storage areas
- Identify collection points
- Identify responsibility for taking bins out for collection and returning them to the bin storage area
- Specify how recycling materials will be managed and collected
- Specify bin collection times
- Show access routes for waste collection vehicles that do not rely on reversing movements.

The Waste Management Plan should explore:

- A waste management system that diverts organic waste from landfill
- Centralised and easily accessible areas located within the development where waste compactors could be stationed for all residents of the development to utilise
- The option of an underground vacuumed waste collection system
- The option of a small onsite waste to energy plant

The Waste Management Plan must be in accordance with the City of Moonee Valley's 'Waste Management Plans – Guidelines for Applicants'

16. A **Social Infrastructure Assessment** to inform potential community facilities, programs and services that may be delivered on site.

Decision guidelines

Before deciding on a request to approve or amend a Development Plan, the Responsible Authority must consider as appropriate:

- Relevant written comments received in response to the display of the Development Plan in accordance with Clause 3.0 of this Schedule
- The views of:

- City of Moonee Valley
- Office of the Victorian Government Architect
- Transport for Victoria (including Public Transport Victoria and VicRoads)
- Department of Education and Training Victoria
- Other relevant agencies as required.