



# **MINUTES OF THE COUNCIL MEETING**

**HELD ON**

**MONDAY, 5 MAY 2008**

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RELEASED TO THE PUBLIC ON WEDNESDAY, 7 MAY 2008

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**MINUTES OF THE ORDINARY MEETING OF THE  
DAREBIN CITY COUNCIL HELD AT  
THE DAREBIN CIVIC CENTRE,  
350 HIGH ST, PRESTON ON MONDAY 5 MAY 2008**

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**THE MEETING OPENED AT 7.02 P.M.**

**1. PRESENT**

Cr. Peter Stephenson (Mayor)  
Cr. Diana Asmar  
Cr. Stanley Chiang  
Cr. Vince Fontana  
Cr. Mendo Kundevski  
Cr. Melissa Salata  
Cr. Steven Tsitas

*Council Officers*

Michael Ulbrick – Chief Executive Officer  
Jan Black – General Manager Community Services  
Mark Davies – General Manager Corporate Services  
Geoff Glynn – General Manager Community Assets and Leisure  
Jeff Saker – General Manager City Services  
Libby Hynes – General Manager Environment & Amenity  
Michael Ballock – Acting General Manager City Development  
Ray McQuillen – Manager Customer and Civic Services  
Ron Downes – Council Business Coordinator

**2. APOLOGIES**

Apologies were lodged for the absence of Cr. Kairouz and Cr. Kelly.

**3. DECLARATIONS OF INTERESTS AND CONFLICTS OF INTEREST**

Nil.

**4. CONFIRMATION OF THE MINUTES OF COUNCIL MEETINGS**

**COUNCIL RESOLUTION**

**MOVED:** Cr. M. Salata  
**SECONDED:** Cr. M. Kundevski

**THAT** the Minutes of the Ordinary Meeting of Council held on 21 April 2008 be confirmed as a correct record of business transacted.

**CARRIED**

## **5. REPORTS BY MAYOR AND COUNCILLORS**

**MINUTE NO. 103**

### **5.1 REPORT OF CR. DIANA ASMAR**

Cr. Asmar reported on her attendance at the following functions/activities:

- Several on-site meetings with residents.

### **5.2 REPORT OF CR. VINCE FONTANA**

Cr. Fontana reported on his attendance at the following functions/activities:

- Preston Cricket Club Presentation Night for season 2007/2008.
- Opening of Employed Carers Innovative Pilot Project (ECIP) Day Centre.

### **5.3 REPORT OF CR. MELISSA SALATA**

Cr. Salata reported on her attendance at the following functions/activities:

- Several meetings with local residents.

### **5.4 REPORT OF CR. STANLEY CHIANG**

Cr. Chiang reported on his attendance at the following functions/activities:

- 100 Days countdown to the 2008 Beijing Olympics at Federation Square.
- Bundoora Homestead Board of Management meeting.

### **5.4 REPORT OF THE MAYOR, CR. PETER STEPHENSON**

The Mayor, Cr. Stephenson, reported on his attendance at the following functions/activities:

- Anzac Day function at All Nations Park.
- Anzac Day function at Northcote RSL.
- Presentation of a State Government Award to Council on Water Leadership and Storm Water.
- Northcote Town Hall Community Advisory Committee meeting.
- Guest speaker at Reservoir Secondary College as a 'back to school' ambassador.

**6. PUBLIC QUESTION TIME**

**MINUTE NO. 104**

The Mayor, Cr. Stephenson, invited questions from members of the public gallery.

No questions were submitted.

## **7. CONSIDERATION OF REPORTS**

### **7.1 HANNAH STREET, PRESTON – CLOSURE TO TRAFFIC**

**MINUTE NO. 105**

**AUTHOR:** Senior Transport Planner - Nigel Turner

**MANAGER:** Manager Transport Management & Planning - Daniel Kollmorgen

**BUDGET**

**IMPLICATIONS:** Nil

**SUMMARY:**

In 2001, Council adopted Planning Scheme Amendment C21 and issued planning permit D/686/2000/A. Both of these documents relate to the expansion of the Northland shopping centre and condition upgrades to surrounding road infrastructure in order to minimise the impact of additional traffic generated by the expansion. Specifically, both documents identify the truncation/closure of Hannah Street Preston to traffic to/from Wood Street as an action to be completed before the commencement of use of Northland's additional floor space.

At its meeting on 17 March 2008, Council resolved to give notice of its intention to place a permanent obstruction in Hannah Street Preston in order to prevent vehicular access to and from Wood Street. Public notice of the proposal was published in The Age and in the Preston Leader on Tuesday 1 April 2008. Letters were sent to residents and property owners in the area generally bounded by Tyler Street, Murray Street, Albert Street and the Darebin Creek on the same day.

Three (3) submissions were received in response to these notices.

This report outlines the content of the submissions and recommends that Council proceed with the road closure.

**CONSULTATION:**

Northland Shopping Centre

Manager Customer and Civic Services.

Residents and property owners in the affected area.

**COUNCIL RESOLUTION**

**MOVED:** Cr. M. Kundevski  
**SECONDED:** Cr. S. Chiang

**THAT:**

- (1) Council having given public notice to close Hannah Street Preston to traffic to and from Wood Street and having considered written submissions received in respect of the proposal under section 223 of the Local Government Act 1989 (“the Act”) hereby resolves in the exercise of power under section 207 and clause 9 of schedule 11 of the Act to place a permanent obstruction in Hannah Street Preston to prevent vehicular access to and from Wood Street.
- (2) Works to prevent vehicular access between Hannah Street and Wood Street be undertaken and financed by the developers of Northland in accordance with Council’s requirements.
- (3) Submitters be advised in writing of Council’s decision and the following reasons for the decision:
  - (i) To improve street amenity for the residents of Hannah Street.
  - (ii) To mitigate the impact of traffic generated by the expansion of Northland on local streets.
  - (iii) To facilitate improved traffic management at the new Wood Street, Laurel Street, Northland service road intersection.

**CARRIED**

**REPORT****BACKGROUND**

In 2001, Council adopted Planning Scheme Amendment C21, which allows for the further expansion of the Northland shopping centre. As a condition of the amendment, Council required the applicant to deliver various road works to mitigate the impact of traffic generated by the expansion of the shopping centre. This included:

- “The intersection at Hannah and Wood Street will be modified with Hannah Street truncated at Wood Street and all access from Hannah Street to the shopping centre closed.”

*Council Minutes – 19 March 2001*

The associated planning permit was also issued in 2001 and included the following under condition 3(a):

- “Immediately following the closure of Hannah Street, at its northern end, the intersection treatment works required at Wood Street and Laurel Street, for the new access road, must be completed to the satisfaction of and at no cost to the responsible authority.”

*Permit # - D/686/2000/A*



Before the applicant can proceed with works in Hannah Street, they must receive approval from Council for the placing of a permanent obstruction in Hannah Street to prevent access to and from Wood Street.

At its meeting on 17 March 2008, Council resolved to give notice of its intention to place a permanent obstruction in Hannah Street, in order to prevent vehicular access to and from Wood Street.

## CORE ISSUES

### Statutory Process

Public notice of the proposal was published in The Age and the Preston Leader on Tuesday 1 April 2008. Letters were sent to residents and property owners in the area generally bounded by Tyler Street, Murray Street, Albert Street and the Darebin Creek on the same day.

### Consideration of Submissions

Council received three (3) written submissions from Audrey Winther of Preston, Thomas MacDonald of Preston, and Yana Lebmanova of Reservoir respectively.

Copies of the written submissions are forwarded separately for Councillors consideration.

None of the submitters requested to be heard in support of their written submissions.

The objections raised in these submissions are as follows:

- Development of a community asset (Hannah Street) for the benefit of a private enterprise (Northland).

**Officer comment:** The works under discussion are a condition of a planning permit, issued by Council, for the expansion of Northland. These works were conditioned both in response to resident complaints regarding existing problems caused by Northland traffic in local streets, and to mitigate the impact of additional traffic generated by the expansion of Northland. Council included this condition in the planning permit in order to improve traffic conditions for the residents of Hannah Street and the surrounding local streets.

- Decreasing amenity caused by additional traffic in local streets.

**Officer comment:** The extension to Northland and the potential impact that this would have on surrounding infrastructure was agreed under Planning Scheme Amendment C21 and Planning Permit Number D/686/2000/A. The creation of a new intersection between Wood Street, Laurel Street, and the new Northland access road will mitigate the impact of increased levels of Northland traffic on local streets by providing more direct access between Wood Street and Northland's north-western multi-storey car park.

- Decreasing amenity caused by restricting the free movement of local traffic in the streets around the shopping centre.

**Officer comment:** Amenity for the residents of Hannah Street will be improved by restricting access for non-local traffic to this street. Furthermore, although vehicular access will be restricted between Wood Street and Hannah Street, pedestrian and cycle access will be maintained.

- Access to staff parking.

**Officer comment:** The creation of a new intersection between Wood Street, Laurel Street, and the new Northland access road, which provides direct access between Wood Street and Northland's north-western multi-storey car park, will mean that vehicular access for staff from Wood Street to on-site parking will be improved.

- Noise and dust.

**Officer comment:** The issue at hand is "whether the works should occur" and not "how the works should occur". If Council gives their approval for the proposed works, then the amount of dust and noise created by the works would be minimised as far as possible through standard good building practice.

Most of the submissions received result from the submitters not appreciating the full extent of the proposed works. Particularly, that the project will facilitate the introduction of a new intersection at Wood Street, Laurel Street, and the new Northland access road. This will not only remove non-local traffic from Hannah Street, it will also provide improved access to Northland car parking.

Council must decide whether restricting the free movement of local traffic in Hannah Street is an acceptable trade-off to improved amenity for the residents of Hannah Street and the surrounding local streets as well as improved access to Northland via the new Wood Street/Laurel Street/ Northland service road intersection.

### **Timing**

The current planning permit for the Northland extension states that "the following works shall be commenced with the commencement of the development and Completed prior to the occupation of any stage of development." This includes the works discussed in this report.

The applicant has submitted an application to amend the permit such that December 2009 would be the deadline for the completion of all works associated with the extension.

### **FINANCIAL IMPLICATIONS**

Nil. The works will be funded by the developers of Northland.

### **FUTURE ACTIONS**

The detailed design of these works will be confirmed through the normal planning process.

**RELATED DOCUMENTS**

Grogan Richards' Report - Proposed Expansion Northland Shopping Centre (2000)

Town Planning Permit D/686/2000/A

Council Minutes – 16 October 2000

Council Minutes – 19 March 2001

Council Minutes – 1 October 2001

Council Minutes – 17 March 2008

Local Government Act 1989

Darebin DTS 2008

Melbourne 2030

**7.2 1056-1140 AND 1142 PLENTY ROAD, BUNDOORA  
(LANCASTER GATE - FORMER LARUNDEL PSYCHIATRIC  
HOSPITAL)**

**MINUTE NO. 106**

**OFFICER: Manager Urban Development – Michael Ballock**

**MANAGER: General Manager City Development – Kevin Breen**

**BUDGET  
IMPLICATIONS: Nil.**

**SUMMARY:**

An amended Development Plan for the remaining undeveloped portion of the Lancaster Gate estate has been submitted for Council's approval. The amended Development Plan provides the framework for the establishment of a Mixed Use Precinct (Neighbourhood Activity Centre) and Village Precinct (incorporating the historical core of the former hospital buildings) accommodating a variety of residential, commercial and civic uses.

The Neighbourhood Activity Centre is proposed to accommodate a supermarket, shops, food and drink premises, offices, showrooms and the proposed Council Community Centre. Shop-top housing and home offices are also proposed.

The amended Development Plan provides various residential land uses including medium density housing, student accommodation and aged care. Several of these residential uses are proposed to be accommodated in the former hospital buildings.

The amended Development Plan has been referred to relevant external authorities and internal Council Units for comment.

Notice of the amended Development Plan has been given and three (3) submissions received.

Key issues for consideration include land use; siting and design of new development; protection and enhancement of heritage buildings and elements; protection of established trees; transport and car parking.

Subject to the conditions detailed in this report, it is considered that the submitted amended Development Plan is acceptable.

**COUNCIL RESOLUTION**

**MOVED:** Cr. S. Chiang  
**SECONDED:** Cr. M. Salata

**THAT** the amended Development Plan be approved subject to the following conditions:

**A. Modifications to the amended Development Plan and Appendices**

1. The amended Development Plan (identified as 'Lancaster Development Plan' prepared by Hassell for Deal Corporation, dated 6 September 2007) must be modified to show the following, to the satisfaction of the Responsible Authority:

General

- (a) Relevant text amended to correctly identify the land as 1056-1140 and 1142 Plenty Road Bundoora.
- (b) Figure 49b (Lancaster Gate Overall Master Plan) drawn to scale.
- (c) Figure 22 (existing Lancaster Gate Development Plan) to be updated to show latest approved version.
- (d) On page 35, the section on 'Vehicular Permeability and Car Parking' to include a statement that any structure associated with a future decked car parking area will be integrated into the built form of the activity centre.
- (e) Section 4.2 Public Realm' amended to state that future management and ownership of the public realm will be considered and determined in consultation with Council during the planning permit process.
- (f) Section 4.4.2 amended to nominate indicative commercial/residential uses for Building 1B-16 (also shown as Building 10E in this Section).
- (g) Deletion of any reference to 'front fences' (for example in Section 4.5.1).
- (h) Section 4.10 amended as appropriate to be consistent with the relevant conditions of approval (Refer to Conditions 8 - 28).
- (i) The third paragraph of Section 6.3 modified to state "Development contributions may be made in the provision of infrastructure to the Community Centre. Contributions may also be made in the form of works or in the giving of assets."
- (j) Deletion of reference to commercial/retail development in Precinct 2D, and deletion of reference to an additional economic assessment for this precinct.
- (k) Correct identification of the adjacent La Trobe University land as 'Agricultural Reserve', not 'Public Open Space' or 'Reserve' (for example, Figure 26 and Figure 30).
- (l) An amended layout for Precinct 1A, generally in accordance with the drawing identified as 'Lancaster Gate Townhouse Precinct Option B Rev A', dated 3 March 2008, prepared by Hassell). The amended layout must incorporate the retention of Trees 1, 2, 14, 18, 19, 22, 23, 24, 25, 26 and 80. All relevant diagrams and text must be revised to reflect this amended layout.

- (m) Modified building envelopes for Buildings 1B-01, 1B-02 and 1B-03 incorporating increased setbacks from the Plenty Road frontage, generally in accordance with the drawing identified as 'Lancaster Gate Plenty Road Setback Study', dated 3 March 2008, prepared by Hassell. All relevant diagrams and text must be revised to reflect the modified building envelopes.
- (n) Figure 86 amended to include a note in relation to Building 2C-04 stating that a maximum two storey building (above ground) is permissible provided that the second storey is located within the roof space of the existing building.
- (o) Figure 69 amended to show the potential three (3) storey height for Building 1B-11.
- (p) Completion of the last paragraph Section 2.3.3.
- (q) Details of the process which will be followed to investigate the creation of a circuit around the oval, including liaison with La Trobe University and Council.
- (r) Details of proposed provision of affordable housing, including reference to discussions with relevant providers.
- (s) Details of principles for managing the staged development of the land, including details of interim measures to provide and maintain an attractive presentation of the site as a whole.
- (t) Corrections of the following incorrect references/terms:

p.22	<ul style="list-style-type: none"> <li>• Section 6.2</li> </ul>
p.68	<ul style="list-style-type: none"> <li>• "Sotto commercial uses"</li> </ul>
p.69	<ul style="list-style-type: none"> <li>• Integrated Traffic Plan</li> <li>• Integrated Traffic Report</li> <li>• Section 4.9</li> <li>• Section 4.6</li> </ul>
p.70	<ul style="list-style-type: none"> <li>• Section 4.9</li> <li>• Section 6.1.1</li> </ul>
p.72	<ul style="list-style-type: none"> <li>• Integrated Traffic Plan</li> </ul>
p.73	<ul style="list-style-type: none"> <li>• Sections 6.3 and Sections 4.2</li> </ul>
p.80	<ul style="list-style-type: none"> <li>• correct the reference to Figure 83 and Figure 85</li> </ul>

### Transport

- (u) Incorporation of the pedestrian 'desire lines' from signalised pedestrian crossings in Plenty Road (leading from proximate tram stops into the site), and from tram/bus stops in Plenty Road into the pedestrian circulation network.
- (v) Closure of the southern connection of the semi-circular access road and integration with the adjacent two-way access road to the south.
- (w) Provision of a left turn deceleration lane in Plenty Road, adjacent to the proposed Main Street.
- (x) Discussion of the Principal Bicycle Network along Plenty Road.
- (y) Pedestrian paths and bicycle paths which maximise opportunities to link with La Trobe University, the Springthorpe Estate, the signalised crossings along Plenty Road, bus and tram services and Bundoora Park (including pedestrian and cycle facilities along Main Drive).
- (z) Incorporation of the pedestrian lights in Plenty Road into the pedestrian networks.

- (aa) Pedestrian access across Main Drive to La Trobe University and across Plenty Road to the tram stops.
- (bb) Removal of the slip lane at the Plenty Road/Main Drive intersection.
- (cc) Provision of signals or separation of vehicles and pedestrians at the zebra crossing in Main Drive.
- (dd) Deletion of the central vehicular access to/from Main Drive, being the access located between Building 1B-14/1B-15 (Linaker's Cottage) and Building 1B-16.
- (ee) Replacement of the 90° angle parking in the proposed 'Main Street' with parallel parking.
- (ff) Provision of a roundabout at the intersection of Main Drive and Garden View Drive.
- (gg) Provision of a roundabout at the intersection of Main Drive and the entrance the Neighbourhood Activity Centre (proposed 'Main Street').
- (hh) Modifications to the at-grade car parking areas adjacent to the former hospital buildings to remove reference to a specific car parking layout. These areas must be annotated as a future car parking area.
- (ii) Modifications to ensure that the amended Development Plan is consistent with the amended Integrated Transport Plan (refer to Condition No. 2).

#### Urban Design/Built Form

- (jj) Modifications to relevant building envelopes to reflect tree protection zone requirements (refer to Condition No. 3) for all trees proposed to be retained on the land, including the trees nominated in Condition 1(ss).
- (kk) Modifications to the building envelope/schematic drawing of the supermarket to avoid an open sided / open ended sub-basement car park below.
- (ll) Figure 44 amended to detail an activated edge to the following:
  - i. The east (south-east) and northern (north-east) side of Building 1B-01.
  - ii. The east (south-east) and south (south-west) side of Building 1B-02.
  - iii. The west (north-west) side of Building 1B-08.
  - iv. The east (south-east), north (north-east) and west (north-west) sides of Building 1B-16.

The activated edges must achieve a high level of visual interest and pedestrian amenity and engagement through a combination of uses, entrances, windows/glazing and other appropriate design details and treatments.
- (mm) Provision of an active frontage to the south (south-west) side of Building 1B-16, facing Main Drive.

The active frontage must encourage visual interest, safety and activity on adjoining streets or pedestrian areas by providing uses and entrances, windows and other details that maximise movement, outlook and surveillance between occupants and the building and its surrounds.
- (nn) Figure 76 modified to show a potential three (3) storey form for Building 2C-10.
- (oo) Section 5.3.4 ('Building Heights') amended to state that no building will exceed three (3) storeys in height above ground level.
- (pp) The urban design guidelines amended to state that no building will exceed 11.5 metres in height, as measured from natural ground level.

- (qq) Additional urban design guidelines to address the following:
- i. The enclosure of the car parking area beneath the supermarket to avoid the creation of an open-sided/open-ended sub-basement area.
  - ii. Design and treatment of any blank walls to ensure an attractive and visually interesting presentation.
  - iii. The design and appearance of active frontages and activated edges to achieve a high level of pedestrian amenity and engagement through a combination of uses, entrances, windows/glazing and other appropriate design details and treatments
  - iv. The location, design and screening of loading bays. Loading and servicing areas must not be provided at the front of a development/ lot. In instances where a development/lot has a dual frontage, the loading and servicing areas must not be provided in the principal frontage.
  - v. Provision of setbacks from internal roads to ensure new development respects the former hospital buildings and the landscaped setting of the land, including provision of sufficient area for canopy trees.
  - vi. Screening of any sub-basement car parking areas.
  - vii. The design and appearance of at-grade car parking areas to ensure that these areas achieve an attractive presentation and are appropriately landscaped to blend in with the surrounding landscape.
  - viii. In respect of land adjacent to open space areas (such as the oval and proposed park in Precinct 1A):
    - Buildings be designed to address the open space area.
    - Opportunities for surveillance of the open space be provided and the presentation of blank walls or utilitarian facades to the open space avoided.
  - ix. Principles for the location of advertising signs.
  - x. Provision of a 'dual address' for buildings which abut both a road and
    - An open space area; or
    - The grounds of La Trobe University; or
    - Existing residential areas.
  - xi. Use of 'back-to-back' forms in instances where the slope of land limits the ability to provide active/attractive frontages to both sides of buildings.
  - xii. Principles for the siting and design of fences. The guidelines must state that front fences (including fences in the front setback area and fences which extend between the building and the frontage) are not be permitted. Fences which are visible from the public realm must be minimised, and must be sited and designed to complement and respect the landscape and 'park-like' character of the site (including the use of landscaping to soften their appearance, as appropriate).
  - xiii. The location, design and appearance of private open space areas.



- xiv. The design and siting of development (including car parking) adjacent to La Trobe University. The siting, scale, form and appearance of development must display an appropriate response to the adjoining university land and buildings. The guidelines must acknowledge that a two (2) storey height limit (above ground) for buildings adjacent to the university land may be required.
- xv. The design and siting of development (including car parking) adjacent to existing residential areas. The siting, scale, form and appearance of development must display an appropriate response to the adjoining and nearby residential properties. The guidelines must acknowledge that a two (2) storey height limit (above ground) for buildings adjacent to the existing residential areas may be required.
- xvi. Principles for assessing and determining the appropriate building heights, based on the surrounding context, including relationship to existing buildings.
- xvii. Principles for assessing and determining the siting of all new development, based on the surrounding context, including the relationship to existing buildings.
- xviii. Principles for the design of the proposed 'Main Street Civic Plaza' to ensure that this is developed as a generous, sunlit public space.

#### Landscape Plan

- (rr) A modified Landscape Concept Plan / Overall Masterplan which removes reference to the provision of particular species in specific locations and provides indicative species list for the entire site. The plan must reflect a realistic vision for the future landscape of the site, having regard to proposed mature tree canopies, the density of plantings, the siting of building envelopes and the location of roads and associated infrastructure. Details of any paths, tree planting and seating adjacent to the oval must be provided.

#### Trees

- (ss) Retention of Tree Nos. 1, 2, 14, 18, 19, 22, 23, 24, 25, 26, 44, 46, 47, 80, 122, 125, 135, 152, 155, 156, 157, 158, 159, 164, 177, 178, 281, 304, 305, 306, 361, 368, 375, 382, 398 and 409.

#### Heritage

- (tt) Deletion of all references to the demolition/relocation of Building 2D-01 (the former Administration Building).
- (uu) The footprint of Building 2D-03 modified to mirror that of Building 2D-02 (ie adopting a crescent shape which follows the alignment of the adjacent road).
- (vv) A rectangular form for the proposed addition (identified as 1B-15) to Building 1B-14 (Linaker's Cottage).

- (ww) Additional heritage guidelines to address the following:
- i. Replacement of damaged windows with timber windows to match existing.
  - ii. The siting and design of Building 2C-10 to ensure that it is sympathetic to Building 2C-05. Particular reference must be made to the treatment of the western triangular portion. The guidelines must state that, in the event that the proposed treatment (as detailed in the guidelines) is not to the satisfaction of the Responsible Authority, the triangular section of the building will be deleted and the building envelope for Building 2C-10 will not extend further westward than the building envelope for Building 2C-09.
  - iii. Provision of appropriate setbacks of Buildings 2C-15 from the adjacent road to the east (south-east) to ensure that the siting of these buildings is sympathetic to Buildings 2C-07 and 2C-08 and their setting.
  - iv. The siting, design, form and appearance of any alterations/additions to Linaker's Cottage.
  - v. The location, design and appearance of private open space areas.
  - vi. The siting, design, form and appearance any alterations/additions to the former hospital buildings, including the former Administration Building (Building 2D-01). Any dormer roof forms to Building 2C-02 must not be applied as continuous forms or comprise more than one-quarter or one-third of the roof length.
  - vii. The design and siting of Buildings 2D-02 and 2D-03, particularly at the interface with Building 2D-01.

#### Integrated Transport Plan

2. An amended Integrated Transport Plan (ITP) must be submitted to the Responsible Authority. The ITP must to the satisfaction of VicRoads, the Department of Infrastructure and the Responsible Authority. The ITP must be generally in accordance with the Integrated Transport Plan prepared by Ratio Consultants (dated July 2007), but modified to include:
- (a) Demonstration that the proposed site access arrangements, in particular the Plenty Road/Main Drive signalised intersection, will operate satisfactorily for a minimum of 10 years after full development. Details of any necessary mitigating works necessary to achieve this must be provided.
  - (b) An intersection analysis of the Plenty Road/Main Drive intersection. The intersection analysis must include consideration of the following:
    - i) Any impact on tram priority at the intersection.
    - ii) Sensitivity analysis for potential variations in traffic distribution and volumes.
    - iii) A crash analysis.
  - (c) An assessment of the potential for any proposed on-site car parking and internal site intersection to impede vehicles leaving Plenty Road. The ITP must require the avoidance of any on-site car parking and internal site intersection which is an impediment to vehicles leaving Plenty Road.
  - (d) Details of the reduction in car parking commensurate with proposed targets. Details of the means by which specified targets will be achieved, and of the action that will be taken if the targets are not met must also be provided.
  - (e) Details of incentive schemes which employers/developers can implement (eg Travelsmart Programs or Green Travel Plans).
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- (f) Demonstration of the means by which vehicles exiting the site onto Plenty Road will cross southbound traffic to access the U-turn facility at the junction of Plenty Road and Main Drive. An assessment of the safety and efficiency of this manoeuvre must be included.
- (g) Deletion of reference to the provision of a second/additional right turn lane from Main Drive into Plenty Road.
- (h) Consideration of the removal of the northbound U-turn facility in Plenty Road, north of Main Drive, to reduce potential conflict between vehicles and trams.
- (i) Investigation of the possibility of providing new bus stops to the Neighbourhood Activity Centre. This must be undertaken in consultation with the Department of Infrastructure and the relevant bus companies
- (j) Consideration of, and response to, the views and comments of Yarra Trams.

#### Arboricultural Report

- 3. An amended Arboricultural Report must be submitted to the Responsible Authority to its satisfaction. The Arboricultural Report must be generally in accordance with the Arboricultural Report prepared by Stephen Fitzgerald Arboriculture dated June 2007 but modified to include:
  - (a) tree protection zones for all retained trees.
  - (b) correct reference to Tree 281 as an *Angophora floribunda* (Rough-barked apple)

#### Economic Assessment

- 4. An amended Economic Assessment incorporating an assessment of, and justification for, the proposed commercial (office) floor area. The Economic Assessment must be generally in accordance with that identified as “Lancaster Development Plan (Lancaster Neighbourhood Activity Centre) Plenty Road Bundoora, Economic Assessment” prepared by Charter Keck Cramer, dated July 2007 and the supplementary assessment included in correspondence from Charter Keck Cramer to Deal Corporation (referred to as “Re: Lancaster Gate Activity Centre – Economic Assessment of Commercial Component”) dated 9 April 2008.

#### **B. Conditions to be included in the amended Development Plan as conditions of approval.**

- 5. The removal of the southbound bus lay-by on Plenty Road, adjacent to the site, and its replacement with a bus stop which complies with the Disability Discrimination Act must be investigated, and, if appropriate/feasible, be undertaken by the developer at its own cost, all to the satisfaction of the Responsible Authority. Any changes to public transport infrastructure and Plenty Road functionality resulting from this action must be the satisfaction of the Department of Infrastructure and VicRoads.

6. The developer must investigate the potential to provide the Neighbourhood Activity Centre with access to bus services, to the satisfaction of the Responsible Authority. Necessary bus stops and associated pedestrian facilities must be provided to the satisfaction of the Department of Infrastructure, VicRoads (if appropriate) and the Responsible Authority.
7. Car parking for the proposed Community Centre must be provided in accordance with the legal agreement titled "Agreement under section 173 of the Planning and Environment Act 1987 (Development & Community Infrastructure Contribution for Stages 1 to 4, Lancaster Gate) Certificate of Title Volume 10885 Folio 335" entered into by Darebin City Council and Victorian Urban Development Authority on 18 April 2007, or any subsequent superseding agreement, to the satisfaction of the Responsible Authority.

#### Engineering

8. Before the construction of any buildings and/or the construction or carrying out of any works, a detailed Drainage Plan must be submitted to the Responsible Authority, to its satisfaction. The drainage plan must include, but is not limited to, the following details:
    - (a) The potential for on-site stormwater detention in lieu of downstream works. Details of proposed on-site stormwater detention must be provided.
    - (b) Litter and silt removal treatment of stormwater prior to its discharge into the downstream drainage system.
    - (c) Measures to prevent flooding of surrounding properties by the 1 in 100 year overland flow path.
    - (d) Locations of rainwater harvesting.
    - (e) Location and size of pipes.
    - (f) Location, type, access and cleaning arrangements for gross pollutant traps.
    - (g) Location, dimensions and design approach for overland flow paths.
    - (h) Identification of roads to be used as overland flow paths.
    - (i) Location, dimensions and design approach for any retarding basins and/or wetlands, including design of inlets and outlets.
    - (j) Details of treatment proposed to control overland flow from the development adjacent to any areas of environmental sensitivity.
    - (k) Performance specifications including flow frequencies, velocities and depths for overland flow paths (including roads where so used), length and volume of in-pipe storage of water, and frequency, depth and duration of water impoundment in any retarding basins and/or wetlands.
    - (l) A management plan detailing procedures (including required expertise, equipment and materials), responsibility and cost estimates for installation and long term maintenance of any wetland system and/or retarding basin.
    - (m) Details of who is responsible for the maintenance of any retarding basin.
  9. The reticulated pipe component of the drainage plan must be designed for a 1:5 year flow for residential areas and 1:20 for commercial areas. The drainage discharge from the site is to be limited to the current capacity of the drainage at Main Drive. A 1:100 overland flow path is to be provided within the site and retarded to pre-development conditions prior to discharge from the site. The retarding basin is to be at a location suitable to the Responsible Authority.
  10. All components of the drainage plan must be designed and constructed to the satisfaction of the Responsible Authority, and in accordance with the document 'Urban Stormwater: Best
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Practice Environmental Management Guidelines' (CSIRO 1999) and the City of Darebin Stormwater Management Plan.

11. The relevant drainage requirements of Melbourne Water must be met.
12. Development must be sited and designed to safely cater for overland flows through the site. All new lots and buildings must achieve appropriate freeboard in relation to any local overland flow paths to the satisfaction of Responsible Authority.
13. All gross pollutant traps forming part of the drainage work undertaken for the development must be maintained and cleaned from the time of installation until at least 12 months following the completion of the development to the satisfaction of the Responsible Authority.
14. All obsolete drains and service conduits are to be removed to the satisfaction of the Responsible Authority.
15. Before the Responsible Authority accepts maintenance responsibility for any element of the drainage system, the relevant element or elements of the drainage system must be to a standard and in a condition satisfactory to the Responsible Authority. In determining its satisfaction, the Responsible Authority will have regard to whether the elements of the system are in good repair, whether any siltation, rubbish or other blockage within the system has been removed and whether the element or elements of the system is or are built according to the approved Drainage Plan.
16. A roundabout must be provided at the intersection of Main Drive and Garden View Drive at the developer's cost and to the satisfaction of the Responsible Authority.
17. A roundabout must be provided at the intersection of Main Drive and the entrance to the Neighbourhood Activity Centre (proposed 'Main Street') at the developer's cost and to the satisfaction of the Responsible Authority.
18. Entrances to all private car parks must be via concrete crossings, to the satisfaction of the Responsible Authority.
19. Any rehabilitation is to be based on full pavement testing, with a minimum design life of 20 years and control of the 1 in 100 year overland flow to within the road reserves, to the satisfaction of the Responsible Authority.
20. Footpaths adjacent to residential properties must be a minimum 1.8 metres wide.
21. Where footpaths are to be shared with cyclists, the footpaths must be clearly signed as shared paths and have a minimum clear width of 2.5 metres, to the satisfaction of the Responsible Authority.
22. Where 90° angled parking is to be provided adjacent to a full width footpath, the width of the footpath must allow for vehicle overhang, to the satisfaction of the Responsible Authority.
23. Where there are to be kerbside cafes, a 1.5 metre clear path is to be maintained, to the satisfaction of the Responsible Authority.
24. Street lighting along all roads and paths to the appropriate Australian Standard using T5 type light on standard pole is to be provided within the development and at entry points, to the satisfaction of the Responsible Authority.
25. Fire hydrants must be located in accordance with the requirements of the Metropolitan Fire Brigade.

26. Roads and drains must be designed and constructed in accordance with the City of Darebin Road Geometry and Design Guidelines to the satisfaction of the Responsible Authority.
27. No buildings or works are to be constructed over any easement or other restriction on the land or any sewers, drains, pipes, wires or cables under the control of a public authority or the Responsible Authority without the prior written consent of the Responsible Authority and any relevant authority.
28. The provision of all services (electricity, gas, water supply, sewerage drainage etc.) must be undertaken to the satisfaction, and in accordance with the requirements/conditions of, the relevant authority. All telecommunication and electrical supply is to be provided underground.

#### Tree Protection & Landscaping

29. All planning permits must contain a condition that all trees which are to be retained must be provided with a tree protection zone which is temporarily fenced during construction and will remain free of buildings and works, except as approved in writing by the Responsible Authority.
  30. The alignment, design and construction/installation of roads, footpaths, bicycle paths and all utility services must be such as to minimise damage (likely to detrimentally affect the health or normal lifespan) or interference to trees (including tree roots) identified for protection in the amended Development Plan or through the planning permit approvals process.
  31. If any trees identified for retention are damaged or destroyed during construction works, a monetary amount (to be determined by a suitably qualified arborist applying an agreed methodology) shall be paid to the Responsible Authority. The tree valuation shall be completed prior to the commencement of construction of any works. All monies paid to the Responsible Authority will be used by the Responsible Authority to replant vegetation on the land.
  32. Detailed landscape plans must be prepared and submitted as part of planning permit applications. As a minimum, the landscape plans must include the following, to the satisfaction of the Responsible Authority:
    - (a) Details of all existing trees to be retained and all existing trees to be removed. The genus, species, height and spread of all trees must be specified.
    - (b) A planting schedule of proposed vegetation detailing the botanical name, common name, size at maturity and quantities of all plants.
    - (c) Details of all surfaces including lawns, mulched garden beds and hard paving (such as asphalt, concrete, brick or gravel).
    - (d) Street trees within the nature strip/s adjacent to the property.
    - (e) All constructed items including retaining walls, letter boxes, garbage bin receptacles, outdoor furniture, lighting, clotheslines etc.
    - (f) Edge treatment between grass (lawn) and garden beds.
    - (g) An outline any building/s including any basement, the location of entry doors, windows, gates and fences.
    - (h) The location of both existing and proposed overhead and underground services. Conflicts of such services with the existing and proposed planting must be avoided.
    - (i) Clear graphics identifying trees (deciduous and evergreen), shrubs, groundcovers and climbers.
    - (j) A scale, North Point and appropriate legend.
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The species of all proposed plants selected must be to the satisfaction of the Responsible Authority.

33. Any landscaping proposal on Plenty Road must meet VicRoads' Clear Zone requirements.

Environmental Management Plan

34. Before any development starts, an Environmental Management Plan (EMP) must be submitted to, and approved in writing by, the Responsible Authority. The EMP must, as a minimum, include the following:
- (a) Siltation, soil erosion and water quality control measures which are to be put in place before the commencement of any development and maintained during the development process.
  - (b) Measures to prevent or control dust, smoke, noise, light or other potential sources of nuisance from construction works.
  - (c) Details of the required standard of environmental management systems certification to be held by any contractor and to be specified in all works contracts.
  - (d) Identification of all off-site impacts of construction works, and the mitigation procedures which are to be utilised to ensure such impacts do not unreasonably affect adjoining and nearby land.
  - (e) Identification, assessment and removal/remediation of any contamination, including means by which any contaminated material will be contained and disposed of;
  - (f) Measures to minimise/prevent soil erosion and the loss of soil to the surrounding environment, including the washing of vehicles and machinery and measures to minimise the deposit of soil from the site onto roads
  - (g) The means by which waste (including litter) will be contained, stored and disposed of
  - (h) Reference to compliance with any relevant Environment Protection Authority guidelines and State Environment Protection Policies. Construction activities must be consistent with EPA Publication 480 "Environmental Guidelines for Major Construction Sites".
  - (i) The "Environmental Management Plan for the Development of the Former Larundel Hospital Site, Plenty Road, Bundoora", dated 12 November 2001.

All development must be undertaken in accordance with the approved Environmental Management Plan to the satisfaction of the Responsible Authority.

Environmentally Sustainable Design

35. An Environmentally Sustainable Development Management Plan (ESD Management Plan) prepared by a suitably qualified professional, must be provided as part of planning applications.

The ESD Management Plan, as a minimum, must address:

- Energy Management;
- Water Conservation and Re-use; and
- Demolition and Construction Waste Management.

Where appropriate, the ESD Management Plan should:

- Identify relevant statutory obligations, strategic or other documented sustainability targets or performance standards;
- Document the means by which the appropriate target or performance will be achieved;
- Identify responsibilities and a schedule for implementation, and ongoing management, maintenance and monitoring; and
- Demonstrate that the design elements, technologies and operational practices that comprise the ESD Management Plan can be maintained over time.

A schedule for implementing and monitoring the ESD Management Plan must be included.

Activity Centre

36. Development within the Neighbourhood Activity Centre (Precinct 1B) must be designed generally in accordance with the following, to the satisfaction of the Responsible Authority:

- Activity Centre Design Guidelines prepared by the Department of Sustainability and Environment (or any superseding guidelines).
- Safer Design Guidelines for Victoria prepared by Crime Prevention Victoria and Department of Sustainability and Environment (or any superseding guidelines).
- The urban design guidelines within the City of Darebin Retail Activity Centres Strategy.

37. Development within the Neighbourhood Activity Centre (Precinct 1B) must be sited and designed to ensure that noise emissions and odours from activities/uses do not adversely affect the amenity of residential land uses within, and adjacent to, the activity centre. An acoustic assessment of likely noise impacts, and incorporating recommended techniques to avoid and/or mitigate the impact of noise on residential amenity, must be provided as part of planning permit applications, where relevant and to the satisfaction of the Responsible Authority.

Heritage

38. Development within the Heritage Overlay must have regard to, and be generally consistent with, the “Larundel and Linaker’s Cottage Plenty Road Bundoora Conservation Management Plan” to the satisfaction of the Responsible Authority.

Planning Applications for development within the Heritage Overlay must include a detailed heritage design response addressing the requirements of the “Larundel and Linaker’s Cottage Plenty Road Bundoora Conservation Management Plan”.



CARRIED

**REPORT****LAND**

The subject land is part of the former Larundel Psychiatric Hospital site situated on the eastern side of Plenty Road Bundoora, generally between Main Drive and Grange Boulevard. An extensive land holding, the property yields an overall area in the order of 10.9 hectares. Although a number of buildings have been demolished since the hospital was decommissioned in the late 1990s, there remain on the land ten (10) of the former hospital buildings, eight (8) of which enjoy heritage protection. Most of these buildings have suffered extensive vandalism, including fire damage, and are in need of substantial repair. The remainder of site is undeveloped, with the exception of the former road network and other ancillary elements of the former hospital use, such as the tennis courts. The land also supports a significant number of mature trees, both native and exotic. A fall of 19 metres from north to south is displayed.

Land to the east is occupied by the established residential precincts of Lancaster Gate. Also to the east is part of the La Trobe University campus, on land formerly known as the Kingsbury Centre. To the south, on the opposite side of Main Drive, are La Trobe University, a medium density housing development and a service station. To the north is further residential development comprising of a medium density housing development and part of the Lancaster Gate residential area. To the west, on the opposite side of Plenty Road are Bundoora Park, a multi unit development and a fire station.

**BACKGROUND****Lancaster Gate Development Plan**

The Lancaster Gate Development Plan was approved by Council on 27 November 2001. The Development Plan provides the framework for the redevelopment of the site into a residential and mixed use estate.

The Development Plan details the creation of a residential precinct, comprised of four (4) stages, in the eastern half of the site. The residential precinct is nearing completion and is characterised by single detached dwellings, with some attached housing and medium density housing development also present.

The Development Plan divides the western portion of the land, being that part adjacent to Plenty Road, into a 'Village Precinct' and a 'Mixed Use Precinct' and states that following in respect of these two (2) areas:

*Village Precinct*

*This precinct in conjunction with the Mixed Use Precinct, is envisaged as an urban village – an integrated residential and commercial development. The Village Precinct basically comprises seven of the heritage buildings to be retained. These buildings are significant not only because of their historical associations but also for their aesthetic contribution. In redeveloping the site it will be important to retain and strengthen the intrinsic aesthetic qualities of the buildings themselves and their relationship with the site in their setting. The actual composition of the Village Precinct will be subject to DCC approval of an amendment to the Lancaster Gate Development Plan based on the City of Darebin Lancaster Gate Urban Village Design and Development Considerations August 2001.*

*The precinct forms part of the Larundel Hospital complex designed to a masterplan, in the Tudor, or Jacobean Revival Style by notable architect Percy Everett, the former hospital buildings were intended to provide a homely style of accommodation. Clustered together about an axial plan, they present a distinctive Old World appearance which engenders a sense of comfort and peace, reinforced by the surrounding landscape, which has a semi-rural parklike quality. For this reason, the heritage area has been designated as the Village Precinct.*

*The precinct has strong urban form, which relates to the preservation and redevelopment of the existing heritage buildings. In conjunction with the redevelopment and reuse of these buildings, contemporary residential uses will be developed in new buildings which will further enhance the strong symmetry and character of the Village Precinct.*

*The site analysis identified the now ‘Village Precinct’ as the central focus of the site, and the Development Plan reflects this. The main axes meet at the ‘Village’, creating the strong spatial form utilising the symmetry of the existing buildings and associated vegetation.*

*The heritage buildings, along with existing vegetation create a unique precinct. The precinct will retain its distinctive visual quality created by the existing buildings themselves, the spatial relationships between them, derived from Everett’s masterplan, and the gardenesque setting with melds them together as a homogenous visual unit. As such, the precinct will retain its individual aesthetic which will be different from the precincts which surround it. The formal road layout, including original materials, and the link with the oval will be important precinct elements which will be retained. Similarly, trees having heritage or amenity value will be retained to reinforce the visual context.*

*The Village Precinct provides different, complementary residential opportunities from those provided in the Residential Precinct. This precinct seeks to build on the established character of the heritage buildings. A number of possible scenarios have been evaluated including:*

- the refurbishment of the existing buildings along with the construction of associated new buildings providing 95 two and three bedroom apartments and townhouses; combined with*
- the conversion of the existing heritage buildings providing shared facilities for 200 students along with the refurbishment and construction of new buildings providing 34 studio apartments.*

*In adapting the existing buildings for new uses it will be essential that their intrinsic qualities are not diminished as a consequence of alterations. Internally there is considerable scope for alteration and adaptation to accommodate a range of apartment styles. Here the heritage considerations will relate more to the internal planning and access and the number and location of new external entrances, which will be kept to a minimum. Key external elements to be retained are the tiled roofs and projecting chimneys, contrasting patterns and colours of face brickwork and the pattern and details of fenestration. Collectively, they create a distinctive image and a strong sense of separation between the interior and the outside world which reinforces a sense of community and connection, rather than individuality and separation, which will underlie the approach to future development of the precinct.*

*Guidelines for development of this precinct will ensure that new buildings are sympathetic to the character of the precinct. Consideration should also be given to how any new buildings interface with development in adjoining precincts.*

*In addressing new buildings within the precinct, it is essential that the sense of community, or shared collegiate environment, as opposed to private individual space, be maintained. Residential clusters will be preferred to individual dwellings enclosed with fences which are visible from the street. Private open space should be kept to the minimum and should be located within, or behind clusters, rather like internal courtyards, so as to be obscured from public view. All external edges will be soft to blend with the landscape. Communal public landscape area will supplement private spaces, providing opportunities for outdoor living and recreation.*

*In terms of location, footprint, envelope and design, new buildings will consciously and specifically respond to the landscape and to the heritage qualities, including the formal spatial qualities, of the precinct. The result will be one in which the new comfortably and harmoniously blends with the old, while being distinguishable from it. They will be buildings within a distinctive landscape setting and will predominate and soften the many interfaces.*

*Parking will be in specifically designated and designed areas which are intended to minimise visual intrusion on what will essentially be a pedestrian/cycling residential precinct.*

*As a main focal point of the Lancaster Gate Development Plan, the Village Precinct is integrated with the other precincts through linkages by both road and open space. Open Spaces within the Residential precinct are designed to maximise visual connection with the existing form of the Village Precinct.*

#### *Mixed Use Precinct*

*This precinct in conjunction with the Village Precinct, is envisaged as an urban village – an integrated residential and commercial development that aims to meet the local community's retail and service needs, as well as those of a broader community (encompassing Mount Cooper, Gresswell Grange and Mont Park), while also creating an innovative mix of residential development opportunities. The actual composition of the Mixed Use Precinct will be subject to DCC approval of an amendment to the Lancaster Gate Development Plan based on the City of Darebin Lancaster Gate Urban Village Design and Development Considerations August 2001.*

*The Mixed Use Precinct will provide a variety of facilities for the residents of Lancaster Gate. The mix of uses is intended to be diverse across the precinct, and could possibly range from such uses as a hotel, supermarket, chemist, restaurants, to apartments and single dwelling residential lots accommodating home based businesses.*

[The diagram in the Development Plan shows] *the potential transition from the commercial retail component of the Mixed Use Precinct to a lower density residential area can be managed, through the development of medium density housing in appropriate locations, along with encouraging shop-top housing and home office type uses along the road separating the variety of uses. This creates an established buffer utilising various land uses, to ensure that amenity is maximised for all uses.*

*Creation of an active frontage to Plenty Road is important, to maintain a visual link to the proposed activities from the road. This interface could be managed through applying landscape buffers to reduce noise within the development and 'main street' design principles. Facilities such as car parking can be designed to not dominate the road frontage. Careful design of the car parking and access to this part of the precinct will ensure that impact on future residents is minimised, and that a sympathetic interface is created with Plenty Road.*

*Uses on the boundary between the Village Precinct and the Mixed Use Precinct should be sensitive to the nature of the Village Precinct, particularly the heritage component. The Village Precinct encourages high quality building design and architecture, and this will also apply to development within the Mixed Use Precinct. Building Heights and setbacks must take into account the nature of nearby buildings within the Village Precinct.*

*The area surrounding the oval, which has great access to open space as well as local services and facilities, is a prime location for higher density residential development, which could include various forms of medium density housing, or alternatively student housing, as may occur within the Village Precinct.*

*The Mixed Use Precinct, while likely to contain a varied range of uses will become an integrated precinct through the provision of careful design to ensure the interface between all different uses is well designed and managed with particular regard to the interface with Hugh Linaker's Cottage.*

### **City of Darebin Lancaster Gate Urban Village Design and Development Considerations**

The City of Darebin Lancaster Gate Urban Village Design and Development Considerations August 2001 provide the following detailed development principles:

*Development within the Mixed Use/Heritage Precinct must:*

- *integrate and/or interface commercial, residential and community uses to create critical mass for activity levels in the village centre supporting recreational, community and commercial enterprises.*
- *Design each precinct to reflect sustainability principles.*
- *Provide a single trip/multi-activity destination.*
- *Support community sustainability for the new suburbs [sic] Larundel (Lancaster Gate), Mont Park (Springthorpe), and the existing suburbs of Gresswell Grange and Mount Cooper.*
- *Generate critical mass for the commercial centre viability as a neighbourhood centre.*
- *Integrate the usage of the heritage buildings into a vibrant activity node.*
- *Promote a 'main street' approach to the retail/commercial service node. Provide for a section of Main Street to include a low key or SoHo commercial, service and residential use.*
- *Develop an integrated car parking solution, which maximises the use of available carparking bays, rather than massing of car parking in one location.*
- *Build on public transport / bicycle network linkages by developing high quality, well lit, direct walking routes, shelters and bicycle parking.*
- *Provide a range of services and facilities necessary to meet local needs.*

- 
- *Use the development as a long term opportunity to maximise the long term viability of the adjacent La Trobe University and provide a genuine hub for students.*
  - *Use the existing vegetation as a theme base for the urban village.*
  - *Develop ingress and egress to the site, which respects the Main Street concept and minimises potential integration conflicts with the heritage buildings and the adjoining La Trobe University site.*
  - *Provide a basis for multi-layered development approach to the town village including shop-top housing, apartments above commercial buildings and medium rise developments.*
  - *Create a landscaped car-parking layout which provides minimal car parking along the Plenty Road frontage and a single car park / 'sea of cars' approach.*
  - *Create a landscaped frontage to Plenty Road which ensures retention of existing trees and high quality design buildings, which address this major municipal gateway.*
  - *Integrate open space in the mixed use and heritage precincts, which provides respite, landscape amenity, as well as a sense of place.*
  - *Provide facilities (seating, playground, public art/sculpture, cultural interpretation of sites heritage) which create a sense of place and belonging.*
  - *Create traffic flows which support and enhance Main Street activity levels.*
  - *Create active high quality frontage to Plenty Road / Main Drive which will include windowed frontages, advertising designed as part of the architecture of buildings, landscaped frontages including trees, contemporary building design, materials and finishes.*
  - *Create a flexible, but not intrusive usage boundaries [sic] between the Village Precinct and the Mixed Use Precinct.*
  - *Building density, form, height and setbacks within the mixed use precinct must take into account interface treatments with:*
    - *The existing oval.*
    - *La Trobe University student accommodation site.*
    - *Residential development within the Lancaster Gate development.*
    - *Heritage precinct.*
  - *Interface treatments must ensure the following are addressed within the design response:*
    - *Minimisation of conflicting land uses.*
    - *Building height/location and minimising potential for overshadowing & overlooking.*
    - *Protection of significant view lines.*
    - *Protection of existing trees.*
    - *Regard to the adjacent urban character and heritage in the design and layout of all buildings, car park areas and landscapes.*
  - *The oval to be integrated and used as a distinct node depending on the role function and sizing of the village centre.*
  - *A sports pavilion is to be provided to support the role of the oval as a local recreation facility.*
  - *Housing diversity particularly lower cost housing opportunities to be pursued, including evidence of discussions with relevant housing providers and agencies.*

### **North East Corridor Strategic Plan**

The North East Corridor Strategic Plan (NECSP) was adopted by Council in August 1998. Since that time, there has been a notable departure from the vision articulated in the document for that part of the site which is the subject of the amendment to the Development Plan. This departure has been in the form of the existing (approved) Development Plan itself, as it relocates the mixed use precinct from the retained former hospital building precinct to the corner of Plenty Road and Main Drive, and also in the form of the Design and Development considerations, which build on the modified vision of the Development Plan. The relevance of the NECSP has, therefore, been somewhat diminished. Notwithstanding this, some elements of the NECSP continue to provide guidance as to the future land use and development of this portion of the land. These elements are summarised below:

#### Land Use

- Mixed use development incorporating medium density housing. Residential development should incorporate a range of housing types to ensure provision for each stage of the life cycle and may include student housing and home-office combinations.
- A mixed use area fronting Plenty Road. Uses include local community, professional, service industry, retail and leisure facilities. Convenience retailing, child care centre, community health facilities, food and drink premises, personal services and small art and craft workshops are encouraged.
- Outside the local centre, only ancillary retail should be allowed, with the remainder of the mixed use area including office or educational uses, and should incorporate some residential use.
- Consideration is to be given to any potential contamination of the site, and remediation measures provided for any contamination that would adversely affect a proposed use.

#### Development form, density and character

- Higher density development is welcomed in the mixed use area, however, this may be no higher than three (3) storeys alongside Plenty Road and two (2) storeys elsewhere.
- Development must be laid out to respect the tree-lined character of Plenty Road and within the site itself.
- A public square should be provided in front of the local centre as a meeting place for the community.
- All new buildings must overlook and have their primary pedestrian access facing the street. All public open space must be overlooked by buildings along each private edge.
- New buildings along Plenty Road must be of a particularly high standard of design. Through the site, new buildings should be of a contemporary character and not seek to mimic retained buildings. New development alongside retained buildings should be of an equivalent or smaller scale.
- New buildings should be designed to meet high standards of energy efficiency in construction and use.

Development Staging

- The early stages of development should create an attractive gateway to the area from Plenty Road.

Movement and transportation

- An attractive pedestrian and cycle environment should be created along Plenty Road, linking bus and tram routes to the mixed use area and to routes into the development.
- The design of new intersection treatments on Plenty Road should incorporate improved crossing conditions for pedestrians to facilitate access to Bundoora Park and the Mount Cooper Development.
- Improvements to Plenty Road should include provision for cyclists, particularly as it forms part of the Principal Bicycle Network.
- Walking and cycling should be promoted for local trips through the creation of a permeable, legible and safe street network, focused particularly on bus and tram stops. This should incorporate the alignment of existing roads where possible, to support the preservation of the trees alongside them and provide continuity with the history of the site. In particular, the street alignments around retained buildings must be preserved to maintain the relationship between those buildings and the public realm.
- The new street network should:
  - Integrate Larundel with the adjacent La Trobe University precinct, which may require additional pedestrian and cycle paths to complete the connection between the development and Main Drive.
  - Provide better access and a higher profile to the oval, by incorporating a new street around its southern and eastern sides.
  - Create better pedestrian and cycle access into the development from Plenty Road by the incorporation of additional routes.
- Customer parking for the commercial centre should be provided directly in front of units and the creation of large open lot car parks should be avoided. Private parking should be provided on-street or hidden from view behind buildings.
- Provision for servicing of new commercial development should be designed to be hidden from view and to minimise conflict with adjacent residential uses.
- To avoid the incidence of higher levels of on-street parking than intended by the design of the street, adequate provision should be made in development proposals for resident and visitor parking. This may be either on-site or on-street if sufficient road width is allowed. Sufficient street width must also be allowed for refuse collection vehicles.

Vegetation

- Development proposals should seek to retain as many trees as possible, to maintain the parkland setting of the development and create an informal habitat network. In particular, the native trees identified as having moderate or high conservation value, indicated on the Framework Plan, should be protected. A survey should be undertaken to identify exotic trees of importance to the character of the area. Those too should be protected unless they place a significant restriction on development.
- All development proposals must be based on an accurate survey of existing native trees and provide justification for the removal of any native trees. Developers must also establish a strategy to ensure the protection of trees during construction.

- Where possible, the development should be planned to incorporate trees identified for protection within the public domain. In particular, the trees identified on the Framework Plan for protection should be incorporated within public parks. Any trees identified for retention remaining on private lots should be protected by appropriate building siting controls.
- New trees should be planted to maintain the parkland setting of the development, however, species should be selected carefully to avoid disturbance of the nearby flora and fauna reserves. All new planting in the public domain should be in character with the retained landscape.

#### Open Space

[The NECSP states that the oval should be protected from development and that appropriately designed open space for children's play should be provided within the development. This has been provided for in the residential precincts of Lancaster Gate. The only open space shown on the NECSP in proximity to the Mixed Use and Village precincts is the oval.]

#### Built Heritage

- A flexible approach should be taken towards the use of the former hospital buildings, in order to ensure their long-term preservation. Their use should, however, be compatible with that of adjacent buildings. Historic interpretation should be promoted through the display of information about the site and buildings history.

#### Utilities

- The developer should provide appropriate improvements to the physical infrastructure of the area at the relevant time and contribute to the cost of maintaining any wetlands created to meet drainage requirements of new development.

#### Community facilities

- The developer should provide a multi-purpose community hall at the Larundel local centre able to cater for the social, recreational and cultural needs of the community.

### **PROPOSAL**

The amended Development Plan divides the subject land into two (2) primary Precincts:

#### **PRECINCT 1: MIXED USE PRECINCT**

This Precinct is identified as a mixed use environment comprised of a residential sub-precinct (Precinct 1A) and a Neighbourhood Activity Centre (Precinct 1B).

#### Precinct 1A

This Precinct is a residential area which is to be characterised by medium density housing in a built form of up to three (3) storeys in height. The plan indicates that a 'terrace-house' model may be used, combining single, double and three (3) storey massing, and compliance with Clause 55 of the Darebin Planning Scheme will be required. It is envisaged that a total of 55 dwellings will be provided within this Precinct.



Precinct 1B

The Neighbourhood Activity Centre is proposed to provide a 'main street' commercial area with a supermarket, retail and commercial uses, food and drink premises, shop-top housing and a civic plaza. Council's proposed Community Centre is within this precinct. The amended Development Plan nominates the following indicative floor areas for the Neighbourhood Activity Centre:

Land Use	Estimated Gross Floor Area (square metres)	Estimated Leaseable Floor Area (square metres)
Specialty shops	3030	2783
Supermarket	3550	3550
Showroom	3200	3180
Large format specialty shop	1450	1378
Tavern	560	336
Office	5910	5085
<b>Total</b>	<b>17700</b>	<b>16312</b>

Land adjacent to Plenty Road is proposed to be developed to accommodate commercial/retail activities. The built form is to range between one (1) and three (3) storeys in height, and be set back 6.0 metres from the frontage, with the built form at the corners having a reduced set back of 3 metres.

The former "Linaker's Cottage" is to be extended and converted into a tavern.

The north-south section of the proposed 'Main Street' is to accommodate home office units on the eastern side and shop-top dwellings over retail on the west side. Development is to be three (3) storeys and car parking is to be provided at the rear, from a shared pedestrian/vehicle access lane.

The east-west section of the proposed 'Main Street' is to have single storey retail on the southern side. To the rear of these retail uses is a supermarket. The northern side of 'Main Street' is to support two (2) storey development accommodating retail on the ground floor and dwellings above.

A Civic Plaza is to form part of the Neighbourhood Activity Centre and is to be sited in front of the proposed Community Centre building. It is intended that this area will be a focal point of the activity centre. A pavilion building is shown as being located within the plaza, with this building accommodating uses (such as food and drink premises) which will activate the civic space.

Main Drive is the southern boundary of the activity centre. From this aspect, the at-grade car parking areas, loading bays and rear of the supermarket building will be highly visible. The plan details the proposed landscaping of this frontage and the provision of a 2-3 storey building to partially screen views of these areas. Other than stating that the use of the building will be either commercial or residential, the intended occupation of the building has not been identified. The plan also foreshadows a potential future decked car parking area at the rear of the supermarket.

Car parking within the activity centre is proposed to be provided at ground level to the rear of the shops and supermarket, in an undercroft arrangement beneath the supermarket and two (2) other buildings, and on-street. The plan indicates the provision of approximately 530 car spaces within the activity centre.

A total of 39 dwellings (comprised of 19 Home Office apartments and 20 Shop-top apartments) are proposed for Precinct 1B.

**PRECINCT 2: VILLAGE PRECINCT.**

The greater part of Precinct 2 is within sub-precinct 2C, with the portion of the site adjacent to Plenty Road being within sub-precinct 2D.

Precinct 2C

This precinct contains seven (7) of the former hospital buildings and is to provide residential land use in a variety of forms including apartments, student housing and independent and high care aged care facilities. These uses are to be accommodated within the existing heritage buildings and also within new development. The amended development plan shows thirteen new buildings within this precinct, with these buildings being either two (2) storeys or three (3) storeys in height. The existing road layout is to be utilised and extended, and car parking is to be provided both at-grade and within basement/semi-basement form.

It is envisaged that sub-precinct 2C will provide 191 dwellings and a 125-bed student accommodation facility.

Precinct 2D

Precinct 2D is located adjacent to the Plenty Road frontage of the land and is comprised of an existing fire damaged building (the former Administration Building) and two (2) new buildings. It is proposed to utilise this precinct to provide accommodation in the form of aged care, a retirement village or residential building (eg nursing home, hostel). The existing building is proposed to be reconstructed to provide the communal facilities and is to be flanked by two (2) new buildings of three (3) storeys. Connections between the existing (reconstructed) and proposed buildings are to be in the form of glazed single storey links. The amended development plan also foreshadows the potential demolition and reconstruction of the existing fire damaged building in a location which is 2.5 metres closer to the Plenty Road frontage.

It is envisaged that a total of 127 units (providing 145 beds) will be accommodated within this sub-precinct.

**PLANNING CONTROLS****State Planning Policy Framework**

Clause 12.01 – A compact city.

Clause 12.05 – A great place to be.

Clause 12.06 – A fairer city.

Clause 12.08 – Better transport links.

Clause 14 – Settlement.

Clause 15.05 – Noise abatement.

Clause 15.06 – Soil contamination.

Clause 15.09 – Conservation of native flora and fauna.

Clause 15.10 – Open space.

Clause 15.11 – Heritage.

Clause 15.12 – Energy efficiency.

Clause 16.02 – Medium density housing.

Clause 16.05 – Affordable housing.

Clause 17.01 – Activity Centres.

Clause 17.02 – Business.

Clause 18.01 – Declared highways, railways and tramways.

Clause 18.02 – Car parking and public transport access to development.

Clause 18.03 – Bicycle transport.

Clause 18.09 – Water supply, sewerage and drainage.

Clause 18.12 – Developer contributions to infrastructure.

Clause 19.01 – Subdivision.

Clause 19.03 – Design and built form.

### **Local Planning Policy Framework**

Clauses 21 – Municipal Strategic Statement.

Clause 22.03 – Activity Centres.

In summary the State and Local Planning Policy Frameworks encourage:

- Increased densities within established urban areas to make better use of existing infrastructure and services.
- Provision of a network of activity centres to cater for the needs of the community.
- A diversity of housing types and densities.
- Good urban design outcomes.
- Protection of heritage.
- Economic development.
- Access to public transport services and other transport facilities and infrastructure.
- Protection of the environment.
- Sustainability and energy efficiency.

### **Zoning**

The land is within the Mixed Use Zone. The purpose of this zone is:

*To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*

*To provide for a range of residential, commercial, industrial and other uses which complement the mixed use function of the locality.*

*To encourage residential development that respects neighbourhood character.*

Pursuant to Clause 32.04-1, Table of Uses:

- 'Dwelling' is a Section 1 use for which planning approval is not required.
- The following uses are Section 2 uses and are subject to planning approval:
  - Accommodation (other than Dependent Person's Unit and Dwelling).
  - Food and Drink Premises (the definition of which includes Convenience Restaurant, Hotel, Restaurant, Take-away Food Premises and Tavern).
  - Office - provided the combined leaseable floor area for all offices must not exceed any amount specified in the schedule to this zone (Note: none is specified for this site).
  - Retail Premises (other than Shop and Trade Supplies).
  - Shop (other than Adult Sex Bookshop) provided the combined leaseable floor area for all shops must not exceed any amount specified in the schedule to this zone (Note: none is specified for this site).

Pursuant to Clause 32.04-5, a permit is required to construct two (2) or more dwellings on a lot.

Pursuant to Clause 32.04-6, a permit is required to construct a building or construct or carry out works for a use in Section 2 of Clause 32.04-1.

## **Overlays**

### Development Plan Overlay

The land is within the Development Plan Overlay. The purpose of Clause 43.04 is:

*To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*

*To identify areas which require the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop land.*

*To exempt an application from notice and review if it is generally in accordance with a development plan.*

Pursuant to Clause 43.04-1, a permit must not be granted to use or subdivide land, construct a building or construct or carry out works until a development plan has been prepared to the satisfaction of the Responsible Authority. A permit granted must:

- Be generally in accordance with the development plan.
- Include any conditions or requirements specified in the schedule to the overlay.

Pursuant to Clause 43.04-3 (Preparation of a Development Plan):

*The development plan may consist of plans or other documents and may, with the agreement of the responsible authority, be prepared and implemented in stages.*

*A development plan that provides for residential subdivision in the Residential 1 Zone, Residential 2 Zone, Residential 3 Zone, Mixed Use Zone, Township Zone, Comprehensive Development Zone and Priority Development Zone must meet the requirements of Clause 56 as specified in the zone.*

*The development must describe:*

- *The land to which the plan applies.*
- *The proposed use and development of each part of the land.*
- *Any other requirements specified for the plan in a schedule to this overlay.*

*The development plan may be amended to the satisfaction of the responsible authority.*

Schedule 1 to the Development Plan Overlay details the requirements for the development plan, as follows:

*The Development Plan should address the elements of the North East Corridor Strategic Plan relevant to the site and should include a plan drawn to scale which shows:*

- *The layout of existing and proposed buildings and works.*
- *All heritage buildings.*
- *Proposed uses on all parts of the land.*
- *The location of all passive and active open space.*
- *Elevation drawings of all buildings.*
- *A drainage plan that details the proposed drainage scheme to service the development.*
- *Details of materials and finishes to all buildings and surfaces.*
- *An overall scheme for landscape development including the location, spread, height, species and proposed irrigation system for all existing and proposed planting.*
- *An environment survey which identifies significant stands of indigenous vegetation, individual trees and fauna habitats to be preserved.*
- *Details of the treatment of all internal roads, road connections to the adjoining road network and the location and nature of other transport facilities to service the development.*
- *The treatment and design of bicycle and pedestrian pathway network, including links to adjoining land and networks.*
- *The staging of all development.*
- *The proposed subdivision of the development.*
- *A traffic management plan outlining traffic requirements both within and outside the site.*
- *Details of vegetation retention and enhancement and vegetation removal.*
- *Urban design guidelines.*

#### *2.0 Guidelines for consideration of development plan or permit application*

- *The responsible authority will discourage industrial uses from locating on the land.*
- *The responsible authority should consider whether the development plan or permit application is consistent with the North East Corridor Strategic Plan.*
- *Any applicable heritage study and any applicable conservation policy should be considered.*
- *Whether the location, bulk, height and appearance of any proposed buildings or works will be in keeping with the character of the area.*
- *Whether any proposed landscaping or removal of vegetation will be in keeping with the character and appearance of adjacent buildings, the streetscape or the area.*
- *The layout and appearance of areas set aside for car parking, access and egress, loading and unloading and the location of any proposed car parking.*

- *Whether subdivision will result in development which is not in keeping with the character and appearance of adjacent buildings, the streetscape or the area will adversely affect the significance, character or appearance of the heritage place.*

#### Heritage Overlay

Seven (7) of the former hospital buildings, and surrounding land, are within the Heritage Overlay. The purpose of the Heritage Overlay is:

*To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*

*To conserve and enhance heritage places of natural or cultural significance.*

*To conserve and enhance those elements which contribute to the significance of heritage places.*

*To ensure that development does not adversely affect the significance of heritage places.*

*To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.*

Pursuant to Clause 43.01, a planning permit is required to (amongst others):

- Subdivide or consolidate land.
- Demolish or remove a building.
- Construct a building or construct or carry out works.
- Externally alter a building by structural work, rendering, sandblasting or in any other way.
- Externally paint a building.

Pursuant to Clause 43.01-5, a permit may be granted to use a heritage place for a use which would otherwise be prohibited if all of the following apply:

- The schedule to this overlay identifies the heritage place as one where prohibited uses may be permitted. (Note: the schedule to the overlay identifies this heritage place - both the former hospital buildings and Linaker's Cottage - as one where prohibited uses may be permitted).
- The use will not adversely affect the significance of the heritage place.
- The benefits obtained from the use can be demonstrably applied towards the conservation of the heritage place.

#### Road Closure Overlay

The land at 1142 Plenty Road is within the Road Closure Overlay. The purpose of this overlay is:

*To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*

*To identify a road that is closed by an amendment to this planning scheme.*

Pursuant to Clause 45.04-1, a road in this overlay is closed on the date the notice of approval of the amendment is published in the Victoria Government Gazette.

Amendment C58 Part 1 to the Darebin Planning Scheme applied the Road Closure Overlay to this land. Notice of approval of the Amendment was published in the Victoria Government Gazette on 4 November 2004. The road is therefore closed.

Development Contributions Plan Overlay

All land within the Municipality is within the Development Contributions Plan Overlay. Pursuant to Clause 45.06-1, a permit granted must:

- Be consistent with the provisions of the relevant development contributions plan.
- Include any conditions required to give effect to any contributions or levies imposed, conditions or requirements set out in the relevant schedule to this overlay.

**Particular Provisions**Clause 52.06

The purpose of this Clause is:

*To ensure that parking facilities are provided in accordance with;*

- *The State Planning Policy Framework and the Local Planning Policy Framework including the Municipal Strategic Statement and local planning policies.*
- *Any parking precinct plan.*

*To provide the opportunity to use parking precinct plans in appropriate locations.*

*To promote efficient use of car spaces through the consolidation of car parking facilities.*

*To ensure the provision of an appropriate number of car spaces having regard to the activities on the land and the nature of the locality.*

*To ensure that the design and location of car parking areas:*

- *Does not adversely affect the amenity of the locality, in particular the amenity of pedestrians and other road users.*
- *Achieves a high standard of urban design.*
- *Creates a safe environment for users, particularly at night.*
- *Enables easy and efficient use.*
- *Protects the role and function of nearby roads.*
- *Facilitates the use of public transport and the movement and delivery of goods.*

Clause 52.06-1 requires the provision of car parking in association with the use of land and states that a permit may be granted to reduce or waive the car parking requirement.

Clause 52.07 – Loading Bays

The purpose of this Clause is:

*To set aside land for loading and unloading commercial vehicles to prevent loss of amenity and adverse effect on traffic flow and road safety.*

Clause 52.07 requires that a loading bay be provided in instances where buildings and works are constructed for the manufacture, servicing, storage or sale of goods or materials.

Clause 52.17 – Native Vegetation

The purpose of this Clause is:

*To protect and conserve native vegetation to reduce the impact of land and water degradation and provide habitat for plants and animals.*

*To achieve the following objectives:*

- *To avoid the removal of native vegetation.*
- *If the removal of native vegetation cannot be avoided, to minimise the removal of native vegetation through appropriate planning and design.*
- *To appropriately offset the loss of native vegetation.*

*To provide for the management and removal of native vegetation in accordance with a native vegetation precinct plan or property vegetation plan.*

*To manage vegetation near buildings to reduce the threat to life and property from wildfire.*

Pursuant to Clause 52.17-1, a permit is required to remove, destroy or lop native vegetation. Specific exemptions are nominated.

## **PUBLIC NOTICE**

Notice of the amended Development Plan was given by mail, the display of notices on the land and publication of notices in the Preston Leader and Diamond Valley Leader newspapers.

## **Submissions**

Three (3) submissions were received. The following matters were raised in the submissions:

- The development plan lacks detail or confirmed commitment to surrounding infrastructure, including public amenity and linkages with surrounding communities.
- There is no detail of how viable links from Lancaster Gate to the population centres of La Trobe University might be achieved. La Trobe University's internal community and parkland infrastructure adjoining Lancaster Gate should not be further taxed by the development.
- A drainage agreement is to be executed by Council, the developer and La Trobe University to address stormwater drainage.
- The proposed three (3) storey scale of development adjacent to the boundary of La Trobe University is excessive.
- The development plan incorrectly identifies the La Trobe University Agricultural Reserve as Public Open Space.
- It is essential that the proposed commercial activities include post office, banking and newsagent.
- The proposed tavern should not be a gambling venue
- Lack of information as to the nature of the facilities/services to be provided in the proposed Community Centre.
- The provision of a social hub where residents can meet is supported.
- The proposed tavern is not required.
- Post office and banking facilities are required.
- Need to ensure that there is sufficient off-street car parking for the proposed commercial activities.



**CONSULTATION**

The issues raised in the submissions have been responded to in this report. Given the nature of the submissions – being matters that will be assessed as part of Council’s determination of the application - it was not considered that a consultation meeting was warranted in the circumstances. A consultation meeting was, therefore, not convened.

**EXTERNAL REFERRALS****VICROADS**

*Section 18.01 of the State Planning Policy Framework within the Victoria Planning Provisions states that new development of land near or on proposed transport routes should be planned or regulated to avoid detriment to, and where possible enhance, the service, safety and amenity desirable for that transport route in the short to long term.*

*It is advised that Plenty Road is a State Arterial Road under the Road Management Act 2004 and therefore its primary function is the safe and efficient carriage of through traffic.*

*VicRoads has assessed the revised development plan and accompanying Integrated Transport Plan and provides the following comments for your consideration:*

1. *The Integrated Transport Plan should demonstrate that the proposed site access arrangements, in particular, the Plenty Road/Main Drive signalised intersection, will operate satisfactorily for at least 10 years after full development. Any additional mitigating works required to achieve this shall be identified in the plan.*
2. *The intersection analysis shall also consider:*
  - *any impact on tram priority at the intersection;*
  - *sensitivity analysis for potential variations in traffic distribution and volumes, noting that the analysis has incorporated reduced traffic volumes based on the mixed use nature of the precinct and diversion of retail trips from the broader road network;*
  - *crash analysis.*
3. *The proposal does not seek to rationalise vehicle access to the site. Consideration shall be given to integrating the existing southern connection of the semi-circular access road within the proposed two-way access just south of this existing connection. The Transport Plan suggests a truck egress only link; it is assumed this is the existing southern connection described above which would ideally be removed.*
4. *A left turn deceleration land will be required at the proposed two-way access just south of the existing southern connection.*
5. *There should be no internal site parking or internal site intersection within such a distance from Plenty Road that would cause stationary or manoeuvring vehicles to impede vehicles leaving Plenty Road. The Transport Plan should comment on this issue.*
6. *Any landscaping proposal on Plenty Road shall meet Clear Zone requirements.*

**DEPARTMENT OF INFRASTRUCTURE (DIRECTOR OF PUBLIC TRANSPORT)**

1. *As the development progresses there is a need for the developer to ensure that pedestrian access to both existing tram and bus services is maintained. Depending on these access points there may be a need to review existing bus stop locations along Plenty Road if required.*
2. *The Integrated Transport Plan (ITP) sets targets but does not reduce car parking commensurate with proposed targets nor how to achieve the targets and the actions to be taken if the targets are not met.*
3. *The ITP does not provide incentive schemes which employers or developers can implement such as Travelsmart programs or Green Travel Plans which are ongoing.*
4. *The Principal Bicycle Network along Plenty Road has not been discussed in the Development Plan.*
5. *Pedestrian paths and bicycle paths should maximise opportunities to link with LaTrobe University, the signalised crossings along Plenty Road, to bus and tram services and the parklands opposite Plenty Road.*
6. *The pedestrian lights in Plenty Road in front of the existing “V shaped” buildings are not incorporated into the pedestrian networks.*
7. *Pedestrian access across Main Drive heading towards LaTrobe and across Plenty Road to the tram stops needs to be detailed. There was discussion about the removal of the slip lane at the meeting in August 2006 however this was not resolved or detailed in the plan.*
8. *The zebra crossing located in Main Drive is also located at the main access/ egress point to the site (Figure 40 Hassell LDP). Unless signals are proposed separation of vehicles and pedestrian [sic] should be provided.*

**YARRA TRAMS**

*It is understood that amendment [sic] is to an approved Development Plan. The revised Development Plan proposes the use and development of the land for the purpose of:*

- *A mixed use Neighbourhood Activity Centre*
- *Accommodation (dwellings, medium density housing, student housing, aged care, retirement village/residential buildings)*
- *Car parking*

*The site abuts Plenty Road to the west and Main Drive to the south. Existing access and egress arrangements into the estate from Plenty Road will remain unchanged.*

*The issue of not only maintaining but improving running times is considered to be a major factor in contributing to the Government’s Transport Policy objective of achieving a 20% mode share of all motorised trips by 2020. This target has helped shape Government objectives and priorities for transport outlines in Melbourne 2030 and Linking Melbourne Transport Plan. The Government’s Transport Plan, Meeting Our Transport Challenges recognises the importance of delivering improved travel times.*

*Over the last two years the Government partnership with VicRoads and Yarra Trams has been implementing a series of improvement projects under the 'Think Tram' program with the primary objective of achieving improvements in tram reliability and travel times in support of reaching 20/2020 target.*

*Furthermore, it is understood that it is an objective of City of Darebin to increase the use of public transport as well as decrease traffic congestion and the communities' reliance on private motor vehicle. A key component in increasing public transport patronage is the provision of a frequent and reliable service eg trams running to schedule, without the provision of a reliable service, passengers may lose confidence in the public transport system and revert back to the use of private motor vehicle.*

*As the population of Melbourne grows, it is acknowledged that the City of Darebin as a middle municipality of Melbourne is likely to experience a high degree of rejuvenation and development in the coming years.*

*In principal [sic] Yarra Trams does not have any objections to development adjacent to tram tracks however, it is requested that Council, VicRoads and developers give consideration to the impact any development may have on tram services, tram running times and road safety in particular at the unsignalised median opening north of the Main Drive intersection.*

*The amended development plans, Engineering Service Report prepared by O'Neill Group (dated 3 July 2007) states 'The existing access points in Plenty Road will be retained and upgraded where required subject to traffic engineering assessment in accordance with council and VicRoads requirements'. No details of the upgrade have been provided hence impact on tram service cannot be determined.*

*Lancaster Development Plan – Integrated Transport Plan Traffic Assessment prepared by RATIO Consultants Pty Ltd dated July 2007 has been reviewed, and the following comments provided.*

- *The proposed development will result in increase [sic] right turn manoeuvres along Plenty Road into and out of the intersections of Main Drive and median opening north of Main Drive. Due to the nature of the proposed land uses, traffic generated by the proposed development will be particularly high during peak periods.*
- *The proposed development will result in an increase in traffic at Plenty Road and Main Drive. Due to the nature of the proposed land uses, traffic generated by the proposed development will be particularly concentrated in the commuter peak periods. The RATIO traffic assessment (dated 7 July 2007) estimates these turning volumes during PM peak period to be:*
  - *Right turn manoeuvres (south-west leg) along Plenty Road into the development site an increase from 30 vph (figure 6.10) to 185 vph (figure 6.11).*
  - *U-turns (north-east leg) median opening north of Main Drive intersection an increase from existing 30 vph (figure 6.10) to 80 vph (figure 6.11).*
  - *Right turn manoeuvres (east leg) out of Main Drive an increase from existing 210 vph (figure 6.10) to 354 vph (figure 6.11).*
- *To reach an acceptable level of service for both Plenty Road and Main Drive the SIDRA analysis requires the cycle time at Plenty Road/Main Drive intersection to be increased from 90 to 140 seconds. The implication on tram progression due to increased cycle length is unknown. Yarra Trams would welcome comments on this proposal from VicRoads and/or Ratio Consultants.*
- *Yarra Trams operates tram services under a commercial agreement with the State Government, which includes financial penalties for tram services not running to schedule. Whilst an increase in cycle time by 50 seconds could be considered insignificant to motorist [sic] the same doesn't apply to a public transport vehicle travelling to a schedule.*

- *The report states that additional [sic] right turn lane on the south east approach of Main Drive could be provided at future date [sic]. Yarra Trams reserves comments at this stage.*

*VicRoads Tram Priority Program is aimed at improving operating road conditions for tram services and allocates funds to projects in order to improve tram travel times.*

*To ensure the delays to trams as a result of the proposed development are minimised past the site and through the intersection of Main Drive and Plenty Road, it is recommended that the developer of the subject site be required to implement any mitigating measures deemed necessary by VicRoads' Traffic Signal Operations group and/or Tram Priority Program team.*

*Further, it is expected that any costs associated with reconfiguring/remodelling the tram priority phases would be borne by the applicant. This could be accommodated by way of a condition on the planning permit.*

*In conclusion, Yarra Trams has no objections to the proposed development subject to consideration of its impact on tram services and incorporation of any appropriate conditions to maintain current tram travel time.*

#### **DEPARTMENT OF SUSTAINABILITY AND ENVIRONMENT**

*DSE has reviewed the documentation attached to the Lancaster Development Plan and notes from the arborist's report that the range of exotic and Australian native trees are all planted, with no evidence of any indigenous vegetation occurring on the site. The Department has been involved in the planning process for the overall Mont Park area for a considerable period and contributed to earlier documents such as the "Master Plan for the Future" (the Master Plan), Mont Park Development Plan and also participated in the resolution of status issues for Crown Land.*

*The Master Plan set minimum retention rates for native and other important trees. These rates were rank 1 trees up to 100%, rank 2 trees – 70% and rank 3 trees – 70%. The current Lancaster Development Plan under review does not appear to reflect these standards nor the Ranking categories previously established for the overall site, stating the no tree is considered of very high retention value.*

*This may be appropriate given that no large old remnant River Red Gums occur on the subject land. However DSE did note that a large old "Eucalypt spp" (Tree 165) in the north-east sector of the site was not considered to be of high significance for retention purposes. This tree may be indigenous and has high habitat values and should be reassessed for retention within the site.*

*The Lancaster Development Plan does not mention implementing these retention rates and has adopted a different approach to tree retention which does not clearly specify the expected percentage of trees to be retained, with no reference to the existing Tree ranking protocols. Every effort should be made to include retained trees in Public Open Space reserves as experience shows that the retention of large old trees in residential areas is difficult in the long term.*

*For example, changes to land management/use can adversely impact on the tree(s) and large mature trees retained in backyards could be considered to be dangerous by the landowner and hence put up a case to have the tree removed. It is noted that the Lancaster Development Plan states that the final form and method of protection of trees will be determined relative to the retention ranking of individual trees as denoted in the arborist's tree report.*

*DSE acknowledges that the report prescribes the protection of trees denoted of high significance, particularly the larger Spotted Gums, Lemon-Scented Gums and Blue Gum trees. Most other trees are predominantly exotic Cypress/Pinus and deciduous Ash species. It will be important for the Council in assessing each of the subsequent planning applications to consider proposed tree removal in the context of the entire site and the cumulative tree loss and not just the removal for the particular stage of the subdivision.*

#### **DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT**

*In summary, there are many encouraging aspects of the LDP, these include:*

- *retention of all heritage buildings on site*
- *incorporation of a main street*
- *many access points into the main commercial and retail centre*
- *comprehensive pedestrian and cycling routes*
- *wide footpaths alongside the shops, providing opportunities for outdoor dining*
- *active frontages in retail and commercial areas*
- *comprehensive mix of uses*

*That said, Lancaster Gate is a Neighbourhood Activity Centre (NAC) and two key features of a NAC are:*

- *Generally, a limited mix of uses meeting local convenience needs*
- *Generally less than 10,000 square metres of retail floor space area*

*The LDP envisages a NAC centre that clearly meets more than local convenience needs and provides greater than 10,000m<sup>2</sup> of retail floor space. This is not necessarily unacceptable as the use of the word "generally" at the start of these key features clearly indicates flexibility in what is to be developed in an NAC. It is further noted that the NAC as envisaged would not be to a scale to be accurately described as a Major Activity Centre. That said, when a NAC meets more than local needs and includes over 10,000m<sup>2</sup> of retail, justification needs to be provided for those additional services.*

*The activity centre unit (ACU) is satisfied that the Lancaster Gate NAC will meet local convenience needs and that there are reasonable justifications for the Lancaster Gate NAC to include additional retail services. However, we are not persuaded that this site is best suited for the 5,910m<sup>2</sup> of office space. Additional information will need to be supplied to justify the location of such significant amounts of office space in a NAC rather than a nearby MAC or PAC.*

#### *Proposed retail floor amounts*

*In total, 11,790m<sup>2</sup> of retail space is proposed, 3200m<sup>2</sup> of which is showroom (Restricted Retail Premises), with the remainder meeting local convenience needs (and some non-local needs) through a supermarket, specialty shops and a tavern.*

*The showrooms are likely to attract a greater catchment than just the local area, so it could be argued that these uses are better located in a MAC or PAC. However we accept as follows:*

- *that local policy encourages integrated development of smaller bulky goods outlets, trade supplies and showrooms at appropriate locations*
- *that locations along Plenty Road have been identified as appropriate for smaller bulky goods outlets, trade supplies and showrooms*

- *that the 3,200m<sup>2</sup> will still serve the local community*
- *that it is desirable to have a mix of uses in activity centres*
- *that the Economic Assessment prepared by Charter Keck Cramer (CKC) identifies a real need for these services in the area.*
- *the existing DPO envisaged up to 12,000m<sup>2</sup> of retail*

*The ACU is of the view that the Lancaster Gate NAC is an appropriate location for 3,200m<sup>2</sup> of showroom. It encourages multi purpose trips, adds to the diversity of the centre, is located near public transport, has a good road frontage, and there is a real need for showrooms in the area.*

*In short, there is sufficient justification for a provision greater than 10,000m<sup>2</sup> of retail floor space in this area.*

*Proposed office floor amounts*

*In total, 5,910m<sup>2</sup> of office is proposed, which will generate 410 (240 direct, 170 indirect) employment positions. We would have thought this level of office development would have been better located in a MAC or PAC.*

*The Economic Assessment prepared by CKC provides detailed analysis on the appropriateness of establishing retail at Lancaster Gate, but only provides limited discussion on establishing office in this area. In fact the only justification for such large amounts of office space seems to be on p.28, where it states:*

*The provision of this new and higher quality floorspace than what is currently available in the region is expected to stimulate local economic development through attracting new businesses to Darebin or encouraging existing Darebin businesses to relocate or expand within the municipality through absorption of new accommodation.*

*It is agreed that attracting business to Darebin should be encouraged, however this should be done at appropriate locations. We are not stating that this is an inappropriate location for 5,910m<sup>2</sup> of office development, however better justification for such large amounts of office space will need to be provided. Such justifications may include similar arguments to the provision of bulky goods at this location e.g. near PPTN, good road exposure, need identified for local area etc. If this justification is not able to be provided, we would think a MAC or PAC would be a better location for such large amounts of retail [sic] floorspace.*

**ABORIGINAL AFFAIRS VICTORIA**

*After a search of our records, I advise that Aboriginal Affairs Victoria (AAV) holds no records for Aboriginal Heritage sites or places within the area shown in the documents provided. However, as far as can be established, only a small part of the subject area has been previously assessed for Aboriginal cultural heritage values. AAV advises that the absence of registered Aboriginal cultural heritage values does not necessarily indicate that such values will not be present.*

*The requirements in relation to new development and the management of Aboriginal cultural heritage are set out clearly in the Aboriginal Heritage Act 2006 (the Act) and the Aboriginal Heritage Regulations 2007 (the Regulations).*

*Information in relation to 'high impact activities' and 'areas of cultural heritage sensitivity' is set out clearly in the Regulations. Maps available on the AAV website (<http://ww1.dvc.vic.gov.au/aav/index.htm>) provide further details about areas of cultural heritage sensitivity.*

*The emphasis for determining the application of the Act and the Regulations on a proposed development is on the proponent of the activity, in this case, the Developer. Accordingly, AAV is not able to advise on the interpretation of the legislation as it relates to the proposed development, and the developer should seek its own advice.*

#### **URBAN DESIGNER**

The amended Development Plan was referred to an external Urban Designer for comment. A summary of the recommendations received follows:

##### Established tree removal

- *Retain established canopy trees of high and medium retention value vegetation in particular in the site's south and eastern precinct.*
- *Protect and enhance well established avenue plantings along the existing road network to the north, in particular, along the site entry arc off Plenty Road.*
- *While much of the vegetation on site is exotic, wholesale removal of exotic species is not warranted on 'horticultural' grounds alone. As demonstrated at Springthorpe and other nearby developments, native and exotic palettes can coexist with appropriate land management.*
- *Reconfiguration of the street and development configuration of residential Precinct 1a to the south east.*
- *Reuse existing trees within proposed road reservations and verges so as to establish immediate tree effect.*

##### Presentation to Plenty Road

- *While increased setbacks of some 6m are now provided, we would suggest more notable commercial setbacks of up to 10m (from boundary) to allow for a combination of landscape treatments, pedestrian movement and forecourt spaces. This is need not be a 'consistent' belt, but varied along the spine.*
- *Additional breaks within or between buildings fronting Plenty Road (of minimum 5m dimension) should be demonstrated to ensure clear visual and physical links in an east west capacity. These breaks should also support pedestrian links to retail uses located within the site.*
- *While the building setbacks vary within this location [Precinct 2D] buildings are set too close to the Plenty Road site boundary. Increased building setbacks of 10m will assist in maintaining a consistent landscape frontage to the full face of the proposed development and a more pleasant environment/outlook for future residents. It also offers the opportunity to retain additional existing vegetation and notable new planting. The treatment to the setback area in this sector should be different to that presented to the south in the commercial precinct.*

Presentation to Main Drive

- Consider further basement parking (given sloping land) on site to limit the extent of open exposed surface car parking.
- Conceal loading areas from Main Drive.
- Ensure presentation of the supermarket and related buildings is of the highest standard given its prominence.
- Anchor supermarket building to ground level so as to avoid the appearance of a floating big box.
- Introduce a 'skin' of retail along the southern and eastern edge of the supermarket form.

Alignment of views and vistas

- Ensure new roads are accurately aligned with features of heritage buildings ie gabled roofs, timber and clinker tile work, chimneys, etc.
- Realign principal Main Street entry off Plenty Road and Main Drive to match the face of the wings of the proposed community building.
- Reconfigure alignment of northern domestic subdivision to complement the existing feature building to its east.

Response to topography

- Slope limits the ability to achieve active and/or attractive frontages to both sides of buildings. Where take up of slope of realised, a back to back development arrangement is encouraged.
- Sloping land presents opportunities for basement or sub basement format, concealing car parking. Avoid broad areas of surface car parking.

Integration/linkages with existing oval

- Reconfigure public spaces and parking areas around the proposed community facilities to enable clear line of sight and access from Main Street to oval. The removal or relocation of the small building on the corner of Main Street will facilitate this initiative.
- Ensure that heritage buildings with backs to the oval/east provide a dual address and surveillance over oval.

Main Street and public spaces

- Given slope of the land, further opportunities for parking to be in basement or sub-basement format to the south-east of the site should be examined. This will reduce the extent of surface car parking and increase developable area.
- Reduce parking cells between heritage buildings in lieu of landscape 'spacers'.
- Rationalise parking requirements in the site's north-east, including the necessity of excessive road spaces between heritage buildings. Ensure suitable landscape thresholds around heritage forms.



**ENVIRONMENT PROTECTION AUTHORITY**Stormwater management

*The Engineering Service Report for the proposal indicates that stormwater and drainage will follow the key principles of Water Sensitive Urban Design (WSUD). The report also indicates that drainage capacity may require use of detention systems or creation of wetland systems. EPA supports measures to improve management of stormwater, including creation of wetlands or other detention features.*

*The report also 'considers' use of detention systems to reduce discharges to pre-development conditions and the use of rainwater harvesting for toilet flushing and irrigation. EPA encourages the use of these best practice measures for water conservation and stormwater management.*

Commercial uses

*The proposal includes a mixed use precinct. The plan should ensure that any commercial uses in this zone are managed in a way to prevent any impacts on the amenity of noise and odours from shops and commercial buildings and noise from any entertainment venues.*

Demolition and construction

*Construction and demolition activities may pose risks to the environment. The proposal should include requirements for the construction phase to be subject to an environment improvement plan. Construction activities should be consistent with EPA publication 480 Environmental Guidelines for Major Construction Sites.*

Contamination

*The Lancaster Development Plan document indicates that contamination issues have been addressed in a satisfactory manner and that an 'all clear' has been given for sensitive land uses. Landfills and chemical or fuel storage facilities are occasionally discovered during construction activities on former hospital complexes. If any additional areas of contamination are identified during construction activities, please ensure that these risks are managed appropriately so that land is fit for its intended use.*

**MELBOURNE WATER**

*Melbourne Water is responsible for regional drainage, floodplain and waterway management, and for contributing to the protection and improvement of waterway health across greater Melbourne.*

*Overall Melbourne Water supports the revised development plan, as consideration has been taken into account in regards to current best practice for treating stormwater drainage and managing flooding and stormwater impacts.*

*Information available at Melbourne Water indicates that this property is not subject to flooding from Melbourne Water's drainage system, based on a flood level that has a probability of occurrence of 1% in any one year.*

*The property generally falls away from the high point at the north, gently towards to the south and west. The layout of the development must be designed to safely cater for overland flows through the site. All new lots and buildings would be required to achieve appropriate freeboard in relation to any local overland flow paths to Council's satisfaction.*

*Onsite retention is recommended and Melbourne Water supports the use of Water Sensitive Urban Design (WSUD) throughout the development. The 'WSUD Technical Manual' available at <http://wsud.melbournewater.com.au> provides the procedure for design of various treatment measures.*

*Works are to be maintained by Council due to the catchment area and must be designed and constructed in accordance with Council and Melbourne Water's standards.*

#### **APA GROUP (GAS)**

*As indicated in Section 8 of the "Engineering Service Report" you provided, APA Group has numerous existing gas reticulation mains located in adjoining subdivisions to this development site that should not be affected by this proposal.*

*However, as shown in the attached District Plans, APA Group has an existing 50mm high pressure gas reticulation main located along a section of Wattle Avenue, extending from Main Drive, within the boundaries of this development. Indications are that the location of buildings proposed for construction in conjunction with the development of Precinct 1A and 1B, will conflict with this existing gas main.*

*Therefore in the absence of any detailed design information, and to protect the future integrity of this gas main, APA Group advises the following:-*

- *The existing gas main may need to be relocated to a mutually acceptable alignment, to maintain APA Group minimum clearance from the location of any future buildings.*
- *It may be possible to have this gas main cut off and decommissioned, with any existing gas services currently dependent on this main, reconnected from an alternate alignment. Negotiations would need to be entered into with APA Group to investigate this possibility.*
- *Consideration could be given to incorporating this existing gas main into the future infrastructure of the proposed development layout (Precinct 1A and 1B). This may include the need to create an easement in favour of Vic Gas Distribution Pty Ltd, (as the gas network owner), over the affected section of the gas main.*
- *It will be necessary to contact a retail gas company when formally applying for any future gas servicing needs to this development.*

#### **YARRA VALLEY WATER**

No objections subject to the following conditions:

- *The owner of the subject land must enter into an agreement with Yarra Valley Water for the provision of water supply.*
- *The owner of the land must enter into an agreement with Yarra Valley Water for the provision of sewerage.*

#### **TELSTRA**

No objections.

**SPI ELECTRICITY**

No objections subject to the following conditions:

*The applicant must:*

- *Enter in an agreement with SPI Electricity Pty Ltd for supply of electricity to each newly created lot.*
- *Enter into an agreement with SPI Electricity Pty Ltd for the rearrangement of the existing electricity supply system.*
- *Enter into an agreement with SPI Electricity Pty Ltd for rearrangement of the points of supply to any existing installations affected by any private electric power line which would cross a boundary created by a subdivision, or by such means as may be agreed by SPI Electricity Pty Ltd.*
- *Provide easements satisfactory to SPI Electricity for the purpose of "Power Line" in favour of "Electricity Corporation" pursuant to Section 88 of the Electricity Industry Act 2000, where easements have not been otherwise provided, for all existing SPI Electricity Pty Ltd electric power lines and for any new power lines required to service the lots on the endorsed plans and/or abutting land.*
- *Obtain for the use of SPI Electricity Pty Ltd any other easement required to service the new lots.*
- *Set aside on the plan of subdivision Reserves for the use of SPI Electricity Pty Ltd for electric substations.*
- *Provide survey plans for any electric substations required by SPI Electricity Pty Ltd and for associated power lines and cables and executes leases for a period of 30 years, at a nominal rental with a right to extend the lease for a further 30 years. SPI Electricity Pty Ltd requires that such leases are to be noted on the title by way of a caveat or a notification under Section 88(2) of the Transfer of Land Act prior to the registration of the plan of subdivision.*
- *Provide to SPI Electricity Pty Ltd a copy of the plan of subdivision submitted for certification that shows any amendments that have been required.*
- *Agree to provide alternative electricity supply to lot owners and/or each lot until such time as permanent supply is available to the development by SPI Electricity Pty Ltd. Individual generators must be provided at each supply point. The generator for temporary supply must be installed in such a manner as to comply with the Electricity Safety Act 1998.*
- *Ensure that all necessary auditing is completed to the satisfaction of SPI Electricity Pty Ltd to allow the new network assets to be safely connected to the distribution network.*

*It is recommended that, at an early date the applicant commences negotiations with SPI Electricity Pty Ltd for a supply of electricity in order that supply arrangements can be worked out in detail, so prescribed information can be issued without delay (the release to the municipality enabling a Statement of Compliance with the conditions to be issued).*

*Arrangements for the supply will be subject to obtaining the agreement of other Authorities and any landowners affected by routes of the electric power lines required to supply the lots and for any tree clearing.*

*Prospective purchasers of lots on this plan should contact this office to determine the availability of a supply of electricity. Financial contributions may be required.*

**INTERNAL REFERRALS**

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**HERITAGE ADVISER**

The comments of Council's Heritage Adviser are summarised as follows:

- It is acknowledged that most of the remnant heritage fabric must be retained. Yet it is not just bricks and mortar which infuse such buildings with their heritage character, significance and integrity. The context of the buildings can be just as important, particularly for a large complex such as this which has been so logically and symmetrically laid out in a picturesque, informal parkland setting. In a sense the whole is greater than the sum of its parts. Hence, heritage concerns can and should be expressed equally in terms of protecting the setting, and as such this overlaps with urban design principles.
- Ideally new building should be restricted to the periphery of the site, as new buildings in the spaces between the existing historic ones can only compromise the relationships and vistas between them, diminishing the overall integrity. Obviously retention of all the open space is not practical or sustainable, but the impact on the key and representative elements of the complex must be minimised. Given that most of the important heritage elements of the site are to be retained and adapted for re-use, the concern about heritage integrity transfers more to the issues of setting, landscape, aspect and vista so that overall integrity is also retained to work in unison with, and to reinforce built form.

Administration Building (2D-01)

- This building is a critical central focus for the whole complex, and it has always been intended that it should be retained.
- Given that the essence of the structure is still intact, that there is plenty of documentation to inform reconstruction, and that a degree of flexibility is likely to be allowed in adapting and extending it, it is still considered the most appropriate outcome to require reconstruction as authentically as is reasonably and practically possible.
- The proposed new wings (2D-02 and 2D-03) to the Administration Building are acceptable in principle, and while the intended transparent links between old and new are appropriate, building form east of the links appears to negate the effect they are intended to have. Some re-modelling is required to increase the potential visibility of the heritage fabric to passers-by whether in cars, on bicycles or on foot.
- The proposed new building height of three (3) storeys for the sections of both wings closest to the Administration Building, and for 2D-03 also seems to exceed what is likely to be necessary to achieve an optimal heritage outcome locally, and to maximise potential views to buildings 2C-07 and 2C-08 in the background. The actual architectural expression of these wings should be further considered at a more detailed level at a future stage of resolution.
- The 'reversed' shape of the new building to the south west of the Administration Building is questioned. Without wanting to overestimate the significance of layout symmetry, it is not immediately apparent why the pattern of the north eastern wing (2D-03) would not simply be repeated, working with the established layout and topography rather than against it. The desire for landmark qualities should be tempered in favour of affording the heritage buildings to remain the centrepiece and defining elements of the site.

[Note: the applicant has agreed to modify the layout of proposed Building 2D-03 to mirror the crescent shape of Building 2D-02. The Heritage Adviser has confirmed that he is supportive of this modification as it maintains the symmetry of the complex footprint and results in an increase in the front setback along the western boundary (Plenty Road)].

- There is no 'in principle' problem with the proposed new section of building on the front (west) side of the Administration Building (2D-01), subject to it being designed in a sympathetic, recessive and low-key manner to complement original fabric. It would probably need to employ flat or very low profile roof forms so as not to compete with or interrupt the gable forms and tall decorative chimney stacks.

#### Male and Female Receiving Wards (Building 2C-05)

- It is noted that there have been improvements in this area, with the footprint of the proposed new building (2C-10) being reduced to retain more visibility of key features. Its size and shape, however, still appear to be too invasive of the curtilage, and to most likely introduce alien shapes and forms. The footprint, orientation and shape of the proposed new building (2C-09) opposite, adjacent to building 2C-04, seems to be far more capable of producing something which can sit comfortably and respectfully adjacent to the heritage fabric. It is more distant from building 2C-04, more regular in shape and better aligned with the overall layout of the complex. Even though the symmetry of the layout is less evident on site than on paper, there is nevertheless some benefit perceptually of having the 2 new buildings in this area quite similar at least where they are most visible from public spaces.
- It is considered that the western triangular western end of Building 2C-10 leaves too much potential for a 'heritage insensitive' structure and could only be agreed to on the basis of a more detailed concept design.

#### Male and Female Receiving Wards (Building 2C-04)

- The seemingly disproportionate level of car parking in the curtilage of the building is questioned.

[Note: the applicant has agreed to modify the depiction of the space around this building to conceptualise the provision of car parking and rely on nominated design guidelines to achieve an appropriate car park layout and design].

#### Sub-receiving wards (Building 2C-06)

- The footprint and height of the new building proposed on the western side of building 2C-06, also seems overly invasive of the space the old building commands. It would be better if just 2 storeys high, but better still without the western wing which constrains the view to 2C-06, and needs to be reconsidered. Also, the wedged shape of the north wing, given that it could be taken literally, does not seem conducive to heritage sensitive architectural expression, but more a method by which to maximise footprint area.

[Note: as a result of further discussions with the applicant's heritage consultant, the Heritage Adviser has agreed that the proposed layout is acceptable and no longer requires any modifications to this area].

#### Sub-receiving wards Buildings 2C-07 and 2C-08 (adjacent but not part of Heritage Overlay)

- These two buildings are probably the most visually dramatic on the site and are best appreciated in a holistic heritage sense from a distance and through parkland, their natural setting. There should be far better, more accurately defined and protected lines of vision to these from the west. The row of houses to the west, mainly due to their three (3) storey height and lateral continuity, negates that viewing potential.
- The road serving these houses is too close to buildings 2C-07 and 2C-08, and insensitive to the scale of the gabled forms and the space required for them to not appear compromised. The

houses and the road need to be set as far way from these imposing facades as overall site planning allows. Their height should not exceed two (2) storeys, unless better vistas can be opened up for strategically located views as mentioned above.

- The street itself is also too straight and formal, imposing a conventional suburban pattern which is very much at odds with the informality and expansiveness of the parkland. At the very least, the road layout should be less formal, probably curving in sympathy with the roadway to the west and the topography.

[Note: as a result of further discussions with the applicant's heritage consultant, the Heritage Adviser has agreed that the proposed layout is acceptable, subject to maintaining as much space as possible to the west of these buildings to enable views to be obtained].

#### Linaker's Cottage (Building 1B-14)

- While the notion of extending this building is acceptable, the manner in which it is undertaken is of paramount importance. The oddly and insensitively shaped extension indicated on the north west side and the closeness of the adjacent new development, which denies the cottage appropriate 'breathing space', are not supported. The cottage needs to remain free-standing in its own appropriately sized and proportioned space, with any extension being to the north or east, in a pavilion form with sympathetic roof forms, and connected by recessive and probably transparent links.

#### Section 4.7.5 of the Development Plan Heritage Buildings (Guidelines)

- The policy outlined in section '4.7.5 Heritage Buildings' of the Development Plan is generally supported. The 'General Guidelines' are appropriate, though it is considered that it is far preferable to replace damaged windows with timber to exactly match the existing, rather than with steel or aluminium approximations.
- While the principles outlined for additions to heritage buildings are not disagreed with, the question of when and where to use 'interpretative inter-war' style, or 'complementary modern' needs to be resolved at a later more detailed stage. At present, documentation indicates design options which range from being a little over replicative (figures 78B and 78C) to over simplistic and generic 'boxes' (figures 63, 73 & 76). In contexts such as this, design options need to be particular to the location, and should not be generalised. As indicated previously, retention of important vistas to significant heritage elements of the site are as important as matters of precise style. The best possible outcome will be achieved by ensuring that all these issues are well handled in the context of a well integrated and sensitive design for the whole development.
- Regarding the Hospital Building (2C-02), dormer roof forms are acceptable in principle subject to their actual form, scale and materials being sympathetic to the architecture and resolved at a detailed level. They should not be applied as continuous forms, or comprise more than say a quarter to a third of the roof length.
- The possibility of 'substantial' alterations and additions to the west of the Linaker's Cottage (1B-14) is not supported. It is considered that more is required than a simple 'indent or point of transition' between old and new. A simplified, interpretative pavilion style addition to the east, behind the cottage, would be acceptable, if connected by way of a narrow, recessive link.
- The options proposed for the reconstruction and/or rebuilding and adaptation of the Administration Building (2D-01) are reasonable, but need to be weighed in the context of the total development plan. At present, it is considered that the best option is the first dot point of that section of the report, as it seems to be readily achievable, it maximises retention of actual

heritage (as distinct from replication), and it can apparently provide a workable solution for the developer with supplementary new additions of a complementary style.

### **MAJOR PROJECTS**

The comments received from the Major Projects Unit are summarised as follows:

- Any contamination on the land (including asbestos) must be appropriately addressed.
- The proposed Community Centre building must be secured until its handover to Council.
- Insufficient detail is provided in respect of the process which will be followed in creating a circuit around the oval, including liaison with La Trobe University.
- Sufficient public car parking should be provided for the visitors and staff of the proposed Community Centre.
- It is unclear whether the proposed rainwater tanks are to be localised facilities or part of a larger drainage/runoff scheme.
- The last paragraph of Section 2.3.3 is incomplete.
- There may be some naming confusion between the existing “Main Drive” and the proposed “Main Street”.
- It is assumed that the proposed dwellings will ensure efficient and appropriate garbage collection services, particularly those dwellings above retail.
- Figure 84 shows some car parking within the retail area near the new Plenty Road entrance to be ‘public space’, whilst other car parking will be private land. It is unclear why this is the case.
- It is suggested that the developers consider a local power generation scheme to maximise their ESD.
- There is no mention of site runoff measures to be employed (eg Gross Pollutant Traps, sediment and oil interceptors).

### **ENVIRONMENTALLY SUSTAINABLE DESIGN OFFICER**

The information contained in the ESD statement is all satisfactory. The range of issues and objectives covered in the design response are in line with both general practice and minimum BCA regulations (where applicable). The commitments made in the ESD statement are also reflected in the Lancaster Development Plan under section 4.11 Environmental Sustainable Development (ESD).

A mechanism to ensure that the commitments made in both documents are carried through on the ground is required. Requesting that detailed environmental management plans be submitted with any planning applications will provide a mechanism to assess how the objectives outlined in the ESD statement and development plan are being achieved.

**COMMUNITY PLANNING AND ADVOCACY**Integration with the Community Centre

The integration of the proposed Community Centre into the design is supported, however, clarification and ongoing consultation concerning the following is required:

- Development of the Civic Plaza in a way that complements the Community Centre and maximises the opportunities for the Community Centre to contribute to the life of the community through the use of the Plaza
- In particular, the development of the Pavilion offers a unique opportunity to ensure the Community Centre design and functions are integrated with the Plaza. Close collaboration with Council will be needed to realise this potential.
- Responsibility for the development of the ‘indicative foyer’ to the Community Centre
- The nature of public art installations adjacent to the Community Centre

Precinct 2D

The proposed re-use of the Administration Building in precinct 2D as a retirement village or other appropriate aged care facility is supported.

Notwithstanding the need for further consultation with the Aged and Disability area of Council, the proposal to relocate the footprint of the Administration Building 2.5 metres towards Plenty Road to accommodate vehicular access and community bus pick up and drop off is supported, as is the inclusion of communal facilities in the design. Key to the successful implementation of the design is the selection of an appropriate service provider and continued consultation with Council.

Pedestrian access routes between precinct 2D and Precinct 1B, in particular the Community Centre, need to be carefully considered to allow movement of residents in Precinct 2D to and from the retail and community facilities in Precinct 1B. While figure 41 (p35) of the LDP shows pedestrian links, care needs to be taken to ensure that these links take into account restricted mobility of residents in Precinct 2D, including the use of motorised wheelchairs and the like. It appears that the current link would require a resident in Precinct 2D to cross a minimum of three roads and a car park to get to the proposed Community Centre.

Affordable housing

Section 1.2 (p 6) of the LDP suggests one of the key aims and objectives of the development is “Community and affordability initiatives”, yet there is little evidence in the LDP that affordable housing will be particularly encouraged.

Clearly the design structure has been developed to respond the needs of students and incorporates an aged care facility, but is the view of Community, Planning and Advocacy, that these do not necessarily imply affordability.

More thought needs to be given to housing design to ensure low cost building and maintenance and Council would encourage Deal Corp to look for other ways to include low cost housing options. One opportunity may be the development of shop top housing on the supermarket.

In order for Deal Corp to improve the current response to housing affordability in the LDP, it will be important to establish good working relationships with local housing associations. Council is able to facilitate such partnerships.

**AGED AND DISABILITY SERVICES**

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Residential aged care needs and issues are outlined in 'Status of Residential Aged & Packaged Care Services in Darebin' January 2007.

There is always a demand for high quality purpose-built residential aged care – particularly high care or Nursing Home level of care. There are vacancies in low-care (Hostel) as this is level of care is able to be provided at home which is usually preferred by residents. The developer could also consider ageing-in-place or continuity by providing retirement/independent living which is connected to the high care/nursing home.

There are many opportunities here. There are models of aged/child care ie intergenerational links. The site is also close to the Bundoora Extended Care Centre providing Aged Care Assessment and Residential Care.

### **CAPITAL WORKS**

- Further information is required in respect of the following:
  - The potential for on-site stormwater detention in lieu of downstream works.
  - Litter and silt removal treatment of stormwater prior to its discharge into the downstream drainage system.
  - Prevention of flooding of surrounding properties by the 1 in 100 year overland flow path.
  - Locations of rainwater harvesting.
  - Whether the loading dock area will require trucks to back off Main Drive.
  - Whether there are any features in the heritage roads that require protection.
  - Whether there is provision for disabled or restricted parking within the road reserves.
  - The cross sections for each road, including the width of the southern exit of the loop road into Plenty Road.
- All obsolete drains and service conduits are to be removed.
- A roundabout is to be provided at the intersection of Main Drive and Garden View Drive.
- Entrances to all private car parks or private roads are to be via concrete crossing to delineate that they are entering private property.
- Any rehabilitation is to be based on full pavement testing, a minimum design life of 20 years and control of the 1 in 100 year overland flow to within the road reserves.
- Where footpaths are to be a shared path with cyclists, the paths are to be clearly signed as shared paths and have a minimum clear width of 2.5 metres.
- Where angled (ie 90°) parking is to be used against full width footpath, the path must be widened by 600mm to allow for vehicle overhang.
- Where there is to be kerb side cafes, a 1.5 metre clear path is to be maintained.
- Street lighting along all roads and paths to the appropriate Australian Standard using T5 type light on standard pole is to be provided within the subdivision and entry points.
- All telecommunication and electrical supply is to be underground.
- Multi unit sites are to have appropriate locations for the storage of rubbish, recycling and green waste bins.
- Fire hydrants are to be located in accordance with the requirements of the Metropolitan Fire Brigade.

- Roads and drains are to be designed in accordance with Council's Road Geometry and Design Guidelines.
- Supervision (2.5%) and plan checking (0.75%) fees will apply.

### OPEN SPACE PLANNING

#### Landscaping/Open Space

- There is no open space in the development. It is however adjacent to the Lancaster Gate oval and is opposite Bundoora Park. This is noted in the plan. The connections to these pieces of open space are therefore important.
- The plan shows path connecting to the oval and making a circuit. This is good, and the development plan needs to detail paths, tree planting and seating adjacent to the oval.
- Under the section Public Realm Fig 45 is a statement about the local authority managing the street reserves, parkland and forecourt. The details all need to be confirmed in Landscape Plans. Naturestrip maintenance is normally carried out by adjacent owners.
- It is assumed that the open space/landscape around the different stages will be private.
- The concept of the Civic Plaza and proposed pavilion is acceptable, but the plans are only conceptual at this stage and would require significantly more detail.

#### Tree Removal/Retention

Council would advocate the retention of the following trees:

Tree Number	Species	Common name	Precinct
1	Corymbia maculata	Spotted Gum	1A
2	Corymbia maculata	Spotted Gum	1A
14	Corymbia maculata	Spotted Gum	1B
18	Cupressus macrocarpa	Monterey Cypress	1A
19	Quercus cerris	Turkey Oak	1A
22	Araucaria bidwillii	Bunya Bunya Pine	1A
23	Corymbia maculata	Spotted Gum	1A
24	Pinus canariensis	Canary Island Pine	1A
25	Pinus canariensis	Canary Island Pine	1A
26	Pinus canariensis	Canary Island Pine	1A
44	Corymbia maculata	Spotted Gum	1B
46	Corymbia maculata	Spotted Gum	1B
47	Corymbia maculata	Spotted Gum	1B
80	Pinus radiata	Monterey Pine	1A
122	Casuarina cunninghamiana	River Oak	2C
125	Platanus orientalis	Oriental Plane	2C
135	Eucalyptus viminalis	Manna Gum	1B
152	Casuarina cunninghamiana	River Oak	2C

Tree Number	Species	Common name	Precinct
155	<i>Corymbia citriodora</i>	Lemon-scented Gum	2C
156	<i>Corymbia maculata</i>	Spotted Gum	2C
157	<i>Corymbia maculata</i>	Spotted Gum	2C
158	<i>Corymbia maculata</i>	Spotted Gum	2C
159	<i>Corymbia maculata</i>	Spotted Gum	2C
164	<i>Pinus canariensis</i>	Canary Island Pine	2C
177	<i>Eucalyptus globulus</i>	Blue Gum	2C
178	<i>Casuarina cunninghamiana</i>	River Oak	2C
281	<i>Angophora floribunda</i>	Rough-barked Apple	1B
304	<i>Corymbia maculata</i>	Spotted Gum	2C
305	<i>Corymbia citriodora</i>	Lemon-scented Gum	2C
306	<i>Corymbia maculata</i>	Spotted Gum	2C
361	<i>Eucalyptus camaldulensis</i>	River Red Gum	2C
368	<i>Eucalyptus camaldulensis</i>	River Red Gum	2C
375	<i>Eucalyptus camaldulensis</i>	River Red Gum	2C
382	<i>Corymbia citriodora</i>	Lemon-scented Gum	2C
398	<i>Corymbia maculata</i>	Spotted Gum	2C
409	<i>Corymbia maculata</i>	Spotted Gum	2C

An amended Arborist's Report incorporating tree protection zones for all these trees must be submitted for approval.

The applicant will need to review the planting proposals (streetscape plans) and demonstrate that there is adequate space allowed for proposed plantings. A plan should be provided that shows the medium term canopy coverage and allowance for root development of the various species.

#### TRANSPORT MANAGEMENT AND PLANNING

1. The applicant's development plan does not show how surrounding roads and infrastructure will be modified to minimise the impact of this development on the surrounding road network. The following is a synopsis of the off-site issues that must be addressed in subsequent development plan submissions.

Plenty Road

- Paragraph 3.1.3 and figure 28 do not highlight pedestrian desire lines from the signalised pedestrian crossings on Plenty Road into the site. These signalised crossings, leading from proximate Plenty Road tram stops (Grange Boulevard, Main Drive, and near the fire station), must be primary considerations in relation to pedestrian access between Plenty Road and the site.
- Although "The Conservation Management Plan (2000)" suggests that the developer "retain the curved entrance drive", I would suggest that "retaining" the entrance drive does not necessarily mean supplying vehicular access along these routes. Instead, the applicant should investigate the possibility of delivering pedestrian facilities, along the alignment of the curved entrance drive, linking the historical core of the site with walking, cycling, and public transport facilities on Plenty Road.
- The applicant must investigate the removal of southbound bus lay-bys, on Plenty Road, and the introduction of DDA compliant bus stops in their place. The Department of Infrastructure and VicRoads must approve any changes to public transport infrastructure and Plenty Road functionality resulting from this action.
- The proposed number of re-opened/new intersections on Plenty Road is excessive and will severely impact Plenty Road traffic operations. The proposed Plenty Road intersections must be consolidated and evidence must be provided which shows that any additional access on to Plenty Road will have a minimal impact on Plenty Road traffic operations. (see VicRoads comments)
- Any new Plenty Road access will only ever operate as a left in/left out facility in order to minimise impact on Plenty Road tram operations (see Yarra Trams comments). This being the case, it may be more reasonable to delete all Plenty Road intersections from the development plan and deliver all vehicular access from a principal site entrance on Main Drive. The northern end of the site can still be accessed from the north via Grange Boulevard (through the original Lancaster Gate development) and along Sanctuary Drive from the east.
- If the applicant insists on pursuing vehicular access directly from Plenty Road, as well as providing VicRoads with a full analysis of how the new intersection will impact Plenty Road traffic operations, the applicant must particularly consider how vehicles exiting the site will cross southbound traffic to reach the U-turn facility at the junction of Plenty Road and Main Drive.
- The removal of the slip lane at the intersection of Plenty and Main Drive was discussed at a pre-submission meeting held in August 2006. These changes must be detailed in the development plan.
- Removal of the northbound U-turn facility, just north of Main Drive, must also be considered as part of these proposals as increased U-turn movements will result in increased conflict between vehicles and trams, which is not only a safety hazard but will cause delays/increased tram running times (see Yarra Tram comments).

Main Drive

- Pedestrian and cycle facilities along Main Drive (to the northern entrance to La Trobe University and to the Springthorpe Estate) must be addressed in these plans. The applicant should contact La Trobe University's Physical Planning Manager to determine the best way to deliver this type of facility.
- The applicant should investigate the possibility of supplying new bus stops, for visitors from the Springthorpe Estate to the new mixed-use/neighbourhood activity centre, either near the northern entrance to La Trobe University or closer to the site following a review of bus route 548. Associated pedestrian facilities must then be provided to the new stops. DOI and the bus company must be consulted on this point.

- Again, there are too many vehicular entrances to the site along Main Drive. These entrances should be consolidated and some form of entry treatment should be provided. In previous discussions, a roundabout was proposed for the Main Drive entrance. Council would be willing to consider alternative entry treatments in order to accommodate bicycle facilities on Main Drive.
- Council will not support the introduction of a second right-turn lane from Main Drive into Plenty Road as it will further encourage the use of Springthorpe Boulevard as a rat-run between Waiora Road and Plenty Road.

#### La Trobe University Off-Street Pedestrian and Cycle Link

- A dedicated off-street pedestrian/cycle facility between the site and the northern entrance to La Trobe University must be more fully addressed in these plans. The applicant should contact La Trobe University's Physical Planning Manager to determine the best way to deliver a dedicated pedestrian/cycle facility across the oval, through La Trobe University's Institute for Advanced Study, and to the northern entrance to the La Trobe University site.
2. Some of the indicative details shown in the applicant's development plan do not comply with Darebin standards or current best practice. The following is a synopsis of the on-site issues that must be addressed in subsequent development plan submissions.

#### General

- Pedestrian facilities have not been sufficiently addressed in the development plan. Pedestrian links (standard footpaths should be a minimum of 1.8m wide) must "link up" and reflect pedestrian desire lines within the site. Footpaths, pedestrian crossings, and pram ramps must all be detailed in subsequent development plan submissions.
- Even if the applicant does not intend to provide dedicated cycle lanes on roads within the site, visitor cycle parking is a statutory requirement for the development of high density housing and mixed-use, office, and retail land-uses. Therefore, cycle parking must be provided for all multi-storey residential buildings and for the mixed-use neighbourhood activity centre. General details of how much cycle parking is required and where it might be located should be included in subsequent development plan submissions.
- The allocation of road space has not been sufficiently detailed in the development plan. In general, the applicant should provide 7m wide carriageways in residential areas, to accommodate on-street parking (2m) on both sides of the street with a single passing lane (3m). Alternative treatments (ie residential parking bays) will only be considered where there are corresponding reductions in carriageway widths or other traffic calming treatments.
- Two 3m trafficable lanes with a raised median strip, as shown at the front of the proposed Council Offices, can be considered for all streets in the mixed-use neighbourhood activity centre. However, appropriate pedestrian crossing facilities must be provided across/through the median strips.

#### Residential

- The applicant must supply 1.8m width footways along all residential frontages. These must be properly "linked in" to pedestrian facilities around the rest of the site.
- Figure 28 does not show pedestrian desire lines from the northern tram stop and bus stop on Plenty Road in to the north of the site or from the signalised pedestrian crossing near the fire station. Again, I would suggest that, although "The Conservation Management Plan (2000)" suggests that the developer "retain the curved entrance drive", the applicant should provide dedicated pedestrian links to the site, linking the historical core of the site with walking, cycling, and public transport facilities on Plenty Road.

- The parking requirement for residential units, according to the planning scheme, is 1 parking space per 1 & 2 bedroom unit and 2 parking spaces for units of 3 bedrooms or more. Residential parking waivers will be considered following the submission of outline residential travel plans for the site. (Please refer the applicant to Council's website for a Residential Travel Plan template: [http://www.darebin.vic.gov.au/page/page.asp?Page\\_Id=5223&h=0](http://www.darebin.vic.gov.au/page/page.asp?Page_Id=5223&h=0)).
- City of Darebin's planning scheme states that a maximum of 33% of any residential street frontage can be taken up with accessways or car spaces and Council's general aim is to minimise the number and width of vehicular crossovers. Particularly in Residential Precinct 1A parking should be consolidated and accessed from a single crossover. Vehicular access from dedicated rear laneways can provide for more flexible parking facilities.

#### Mixed-Use/Neighbourhood Activity Centre

- More consideration must be given to pedestrian activity in and around the neighbourhood activity centre. An updated version of Figure 28, showing all pedestrian desire lines\* in and around the site, should be used as the basis for a new mixed-use neighbourhood activity centre plan. The orientation of some buildings may need to be reconsidered based on the new footprint of the neighbourhood activity centre.

\*Suggested pedestrian desire lines include: Plenty Road tram stop to Council Offices; Plenty Road bus stop to south-eastern residential area; pedestrian continuation of the original south-western axial road to Main Drive.

- When determining footway widths in mixed-use and retail areas, the applicant should consider: the width of car doors opened from adjacent parallel parking; outdoor seating/dining areas; minimum 1.8m walkways; external shop display areas and supply additional footway width where appropriate.
- Council is willing to consider parking waivers for the neighbourhood activity centre subject to: improved local/pedestrian access around the site (based on our comments); improved access to public transport at the site (based on our comments); the submission of outline travel plans for the different land-use types within the mixed-use/ neighbourhood activity centre.
- Although on-street parallel parking bays are acceptable in the mixed-use neighbourhood activity centre, angled (90 degree) parking increases the likelihood of cycle/vehicular conflict and should be removed from all plans.
- The majority of parking, associated with the retail area, should be supplied in a centralised parking area with limited short-term parking provided on-street, near active frontages.

#### Summary

1. The applicant must supply greater detail for all off-site changes highlighted in these comments (pedestrian access arrangements, provision of cycle facilities, bus stop improvements, consolidation of vehicular accesses, slip-lane removal, U-turn removal)
2. The applicant must supply further design detail with regards to road-space allocation and pedestrian facilities throughout the site.
3. The applicant must supply an improved design for the mixed-use neighbourhood activity centre, which takes more account of the pedestrian/public transport opportunities afforded by the layout of the existing site and its surrounding infrastructure.

**BUSHLAND MANAGEMENT**

In relation to Section 4.10 of the Development Plan (page 62):

- Stormwater harvesting, treatment and re-use (possibly from the drainage network in the area) for the irrigation of the existing council oval to the east to be "required/preferred" rather than "considered". This would preferably include supply and installation of under groundwater storage tanks of appropriate size for the existing oval irrigation - to be viewed as developer contribution/condition of permit.
- Conversion of the existing oval to warm-season grasscover (approved species by Council) to be completed by the developer. This will minimise the demand on irrigation water from potable sources consistent with Yarra Valley Water & Melbourne Water objectives - demonstrating sustainable water use resulting from the development. It will also minimise the scale of water storage required to irrigate the oval, thereby saving the developer in costs to install the water tanks.

**STRATEGIC PLANNING**

The development of a neighbourhood activity centre at Lancaster Gate is supported by Objective 6 of Clause 21.05-6 Activity Centres of the MSS:

- Provide well designed community activity centres that service the local community.

The strategy related to Objective 6 states:

- Facilitate the establishment of a neighbourhood activity centre to serve Lancaster Gate new residential area.

The Retail Activity Centres Strategy 2005 anticipates the development of a neighbourhood activity centre at Lancaster Gate to serve the new residential population in the north-east corridor.

The amended development plan refers to some home/office accommodation in Precinct 1B. Darebin has experienced some difficulty in attracting the home/office market.

**PLANNING ASSESSMENT****LAND USE**

In general terms, the proposed land use mix is considered to be appropriate and is consistent with the vision articulated in both the existing approved Development Plan and the Design and Development Considerations. The overall scheme provides for a variety of residential land uses ranging from conventional medium density housing through to student accommodation and aged care. The absence of detached housing is acceptable, as this form of accommodation is well provided for in the established residential precincts of Lancaster Gate.

The non-residential land uses (supermarket, shops, food and drink premises, offices etc) will provide for the convenience needs for residents of the estates within the North-East Corridor, as well as providing local employment. It is considered that the land uses within the Mixed Use Precinct are appropriate having regard to the identification of this Precinct as a Neighbourhood Activity Centre.

The residential and accommodation uses proposed for the Village Precinct are similarly considered to be appropriate and will cater for a variety of household types, ranging from student accommodation through to aged care. The conversion of existing buildings, and construction of new buildings, for the purpose of providing medium density housing will add to the diversity of accommodation in this location and serve to further distinguish the residential land use from that which prevails within the established Lancaster Gate neighbourhoods.

#### Mixed Use Precinct

The existing Development Plan, Design and Development Considerations and Council's Activity Centres Policy articulate and promote the development of a Neighbourhood Activity Centre (NAC) on this site. The provision of a full-line supermarket is supported as it will act as an 'anchor' tenancy for the centre as a whole and will cater to the convenience retail needs of the surrounding neighbourhoods. The adoption of a 'Main Street' model for the layout of the centre is supported as it will provide for an appropriate pedestrian scale, allow for active frontages and facilitate the development of an environment that will encourage community interaction and integration with the surrounding area. Activity and surveillance beyond standard business hours is encouraged and facilitated by the provision of shop-top housing and home/office accommodation.

The Design and Development Considerations envisage the provision of 5300 square metres of retail floor space, with this overall floor area comprised of a 3000 square metre supermarket and 2300 square metres of specialty retail. The proposed retail floor area of 11 230 square metres is significantly in excess of this nominated amount.

Reference to the Activity Centres policy (Clause 22.03) confirms that Lancaster Gate is identified as a NAC. With respect to Neighbourhood Activity Centres, it is policy to:

- *Encourage convenience shopping facilities that are supported by the surrounding residential neighbourhood and provide additional facilities such as specialty shopping, small office and micro-business premises, service businesses and the like.*
- *Ensure that new centres locate only to serve new urban growth areas and provide opportunity for a variety of transport access modes, including walking, cycling and public transport.*
- *Ensure that new centres will be designed in accordance with the Urban Design Policies contained within the Retail Activity Centre Strategy.*
- *Utilise opportunities for redevelopment at the fringe of centres where appropriate through the consolidation of active retail uses within the centre.*

Melbourne 2030 identifies the key features of a NAC as being:

- *generally, a limited mix of uses meeting local convenience needs.*
- *generally, less than 10,000 square metres of retail floor space.*
- *accessible to a viable user population by walking/cycling.*
- *accessibility by local bus services and public transport links to one or more Principal or Major Activity Centres.*
- *their role as important community focal points, ideally close to schools, libraries, child care, health services, police stations and other facilities that benefit from good public transport.*



There are three (3) principal concerns regarding the land use mix and floor area of the proposed activity centre.

Firstly, the nature of the proposed retailing uses. It is evident from the inclusion of 3200 square metres of showroom floor space that the catchment of the centre is beyond the immediate neighbourhoods, and that the centre will provide for more than just the local convenience needs. The submitted Economic Assessment concludes that there is sufficient demand to support around 3530 square metres of this form of retailing, and notes that the proposed showrooms would not compete with the larger homemaker centres such as Northland. The Economic Assessment envisages that the activity centre will accommodate one-off retailers and retailing services that are otherwise excluded from large format homemaker centres and not otherwise represented in the region. The Department of Planning and Community Development (DPCD) has not raised any concerns with the conclusions of the Economic Assessment in this respect. Indeed, the DPCD have advised that this activity centre is an appropriate location for 3200 square metres for showroom as “it encourages multi purpose trips, adds to the diversity of the centres, is located near public transport, has a good road frontage, and there is a real need for showrooms in the area”.

Secondly, the overall retail floor area. The proposed retail floor area of 11 230 square metres is in excess of the floor space guidelines for a NAC specified in Melbourne 2030. Given the Economic Assessment has concluded that the proposed retail floor space is supportable, and that the floor area is not substantially in excess of the Melbourne 2030 guideline, the proposal is considered acceptable. It is noteworthy that the DPCD has stated that there is “sufficient justification for a provision of greater than 10,000m<sup>2</sup> of retail floor space in this area”.

Thirdly, the amount of proposed office floor area. Concern has been raised with respect to the proposed provision of 5910 square metres of office floor space, as this is considered excessive for a NAC. In response to this concern, the applicant submitted a further Economic Assessment, justifying the proposed office floor area provision. The Assessment concludes:

*Based upon a series of factors, as follows, the following factors, the Consultant is confident that there is a sufficient, and growing pool of user demand and interest to underpin the development of the proposed quantum of office floorspace within the LGAC [Lancaster Gate Activity Centre]:*

- *changing demographic and economic dynamics affecting the region generally, and this part of Darebin particularly;*
- *underlying office and commercial market dynamics;*
- *broad range of identified potential future users; and*
- *the proponent’s extensive experience in delivery such projects across Melbourne’s suburb [sic].*

...

*Analysis of 2006 Census results, particularly when compared to 2001 results, highlight the changing nature of Darebin, and particularly the northern part of the municipality which is undergoing gentrification that has spilled over from the earlier gentrification that occurred through the southern part of the municipality in the late 1990s. Darebin is becoming a more attractive destination for investment in commercial facilities as well occupation by commercial tenants because of changing demographic characteristics of the population as well as a greater appreciation of its location and other benefits it provides to office occupiers.*

*The Consultant considers that the proposed level of commercial floorspace is justified and supportable within a Neighbourhood Activity Centre particularly because it will create much greater economic and community benefits than would otherwise be achieved by a typically retailfocussed form of development.*

*The Consultant concludes that the status of LGAC as a Neighbourhood Activity Centre should not, in itself, determine the quantum of permissible commercial floorspace because the notional floorspace within Neighbourhood Activity Centres has continued to evolve and grow over time to accommodate a more complex range of uses in response to underlying community needs and the direction of planning policy. The underlying objectives of Activity Centre policy to encourage integrated and mixed use development in such locations should be the benchmark against which the proposal is considered.*

*Finally, the Consultant highlights that the potential economic benefits delivered by the proposed form of development will not be easily replicated elsewhere in Darebin, nor in the broader Northern Region, because of the lack of sites in existing Activity Centres with comparable location and other qualities that can immediately accommodate this style of development.*

Based on the submitted Economic Assessment, and the above conclusions, it is considered that there may be sufficient justification for the proposed quantum of office floor space.

A focal point of the activity centre will be the proposed Council Community Centre in the former hospital building. The Community Centre will accommodate a range of services and social activities, precise details of which will be determined following consultation with the community. It is intended to construct a civic plaza opposite the Community Centre building to provide an area where the community can meet. A pavilion building within the plaza will accommodate smaller tenancies, such as food and drink premises with adjacent outdoor seating areas, to activate this space. This is supported, although guidelines to ensure that this civic space is a generously proportioned, attractive, sunlit area are required to be provided.

The Plenty Road frontage of the activity centre is to display larger format commercial premises, ranging in height between one (1) and three (3) storeys. Other than identifying the proposed end use as retail/commercial, the amended Development Plan does not detail the nature of these tenancies, although it is considered likely that these buildings will accommodate the large format retail and showroom tenancies.

Linaker's Cottage is identified as a future tavern. This proposed use includes the construction of extensions to this building. Specific details of the tavern use have not been provided. Concern has been raised in the submissions regarding the appropriateness of the tavern use in this location. The Planning Scheme defines 'Tavern' as:

*Land used to sell liquor for consumption on the premises. It may include accommodation, food for consumption on the premises, entertainment, dancing, amusement machines and gambling.*

By virtue of the nature of the activities which are encompassed within this definition, the tavern use has the potential to impact adversely on the amenity of nearby residential uses - both existing and proposed. It is noteworthy that the Design and Development Considerations envisage the provision of a Hotel within the Mixed Use (Activity Centre) Precinct. In principle, therefore, the proposed inclusion of a tavern within the land use mix for this part of the site is acceptable. The tavern use, however, does raise concern with respect to its proximity to the residential areas. Whether undesirable impacts associated with a tavern use, being both patron-related and operational (eg music), materialise is dependent to a significant degree on how the use is managed. Conditions of any subsequent planning permit can ensure that the tavern use is appropriately managed and that undesirable off-site impacts are avoided or contained to within acceptable levels.

The concerns raised by residents in respect of gambling are noted. The definition of 'Tavern' makes provision for gaming machines as part of this use. Notwithstanding this, a planning permit to install and use a gaming machine is required pursuant to Clause 52.28 of the Planning Scheme. Accordingly, the provision of gaming machines is not 'as-of-right' and permission from Council is required in the form of a planning permit. The amended Development Plan states that no gaming machines are proposed. In addition, it should be noted that Council is not supportive of the provision of additional gaming machines in the municipality.

To the east of the activity centre, adjacent to the former Kingsbury Centre (now part of La Trobe University), a residential sub-precinct is proposed to be developed. The conceptual drawings indicate that this precinct is proposed to be comprised of attached housing of up to three (3) storeys in height. This precinct is to accommodate dwellings at a higher density than exists in the established residential areas of the Lancaster Gate estate. This proposed form of residential use and development is appropriate as it provides a diversity of housing and is well located proximate to the activity centre where residents can readily access a range of services.

As will be discussed in later in this report, this precinct has been redesigned to allow the retention of significant trees.

#### Village Precinct

Consistent with the vision articulated in the existing Development Plan, the Village Precinct is to be developed and used as a residential precinct. The larger sub-precinct (2C) is identified as providing a mix of accommodation types including medium density housing, student housing and aged care facilities. This provision includes the conversion of the former hospital buildings into various forms of accommodation. The provision of student accommodation is supported, particularly given the site's proximity to La Trobe University and the Bundoora campus of RMIT, and the abuttal to Plenty Road and associated public transport services. The diversity of housing proposed is also supported as it will cater for a variety of household types and sizes.

The smaller sub-precinct (2D), adjacent to Plenty Road, is earmarked for aged care. The existing former Administration Building is identified as the location of the communal facilities, with two new three (3) storey wings providing the aged care accommodation. Specific details of the nature of the accommodation, whether it is independent living or high-care, have not been provided at this stage.

Comments received from Council's Aged Services Unit confirm that there is demand for aged care accommodation within the municipality and, accordingly, the proposed uses are supported.

## **HERITAGE**

### **Larundel Heritage**

The former Larundel Hospital is identified as being of heritage significance, with this being reflected by the application of the Heritage Overlay to the historical 'core' of the hospital buildings, and to the nearby Linaker's Cottage. The Heritage Overlay affords statutory protection to the buildings within the overlay boundary, such that planning permission is required undertake any demolition and to construct any buildings and works. It is considered to be of the utmost importance that the redevelopment of the land does not compromise the heritage values of the site. In assessing the appropriateness or otherwise of the amended Development Plan in this respect, consideration must be given to the identified significance of the Larundel site.

This significance is detailed in the 'Larundel and Linaker's Cottage, Plenty Road Bundoora, Conservation Management Plan':

*Statement of Significance*

*The former Larundel Complex in Bundoora is of considerable historic and aesthetic significance.*

*Erected in 1938, the complex provides evidence of changes in attitudes towards the mentally ill, from the nineteenth century tradition of restraint within secure prison-like asylums to a more sympathetic approach, as medical knowledge of mental illness increased and treatment changed. Along with nearby Mont Park, Gresswell and Kingsbury hospitals, Larundel forms a significant part of an important precinct of mental institutions which has been a strong presence in the Bundoora area for much of the twentieth century.*

*Aesthetically, the Larundel complex represents a remarkable merging of traditional and progressive architectural styles. The Tudor Revival elements, while not exactly incorporated with a truly Picturesque sensibility, nevertheless demonstrate the important concept of 'deinstitutionalisation' which had been an innovation in the design of mental hospitals in Europe and America since the late nineteenth century.*

*The Larundel complex is a fine example of the work of Percy Everett, who served as Chief Architect of the Public Works Department for almost twenty years. The architectural style employed at Larundel represent a rare and fascinating foray into the Tudor Revival idiom by an architect who is best known for his sophisticated Moderne style. The masterplanning at Larundel is a fine, if somewhat small-scale example of axial planning on the principles of the City Beautiful movement, an approach which had characterised Percy Everett's work throughout his long career. The pervasive influence of the Garden suburb movement of the 1920s is also evident, demonstrating another layer of influence in the work of an architect, and one-time president of the Victorian Town Planning Associations, whose interest in town planning is well documented.*

*Located within the complex, but historically connected with the former Mont Park Hospital site, is the cottage of Hugh Linaker, master landscape gardener, responsible for the original landscaping of many of Victoria's mental institutions, including Mont Park. The cottage, c1910, is architecturally undistinguished and much altered, but is of historical significance in connection with Linaker.*

The Conservation Management Plan includes a detailed Conservation Strategy which addresses the key considerations in the redevelopment of the site. These considerations are summarised below:

#### Use

*Future use of the place should have regard for those factors which have been identified in the statement of significance as contributing to its significance and should not detract from the identified cultural significance of the place.*

- Residential with some supporting mixed use and community use is acceptable;
- A mix of residential housing styles including private individual and semi-communal accommodation is appropriate; and
- Some buildings may be more suitable for student/college type accommodation rather than separate apartments.

### Internal Site Development

*Development within the heritage curtilage should ensure that the aesthetic significance of the site is not diminished as a result of inappropriate new work or overdevelopment, especially within the immediate vicinity of the main core of historic buildings and Linaker's Cottage.*

- In redeveloping the site, it is important to retain and strengthen the intrinsic aesthetic qualities of the buildings themselves and their relationship with the site (ie their setting);
- New development should respect the masterplan, in particular the road layout and the visual quality and spacing of the heritage buildings;
- Development should comfortably and harmoniously blend with the old while being distinguishable as new;
- In terms of location, footprint, envelope and design, new buildings should consciously and specifically respond to the landscape and the heritage qualities, including the spatial qualities of the precinct;
- New buildings should not crowd, nor should their envelopes obscure, the heritage buildings from key views, which are from the internal road system and, to a degree, from the oval;
- The interface with Plenty Road is also an important consideration;
- Within the heritage curtilage, the distinctive landscape setting should predominate and soften the many interfaces;
- New buildings should be deferential to the form and style of the existing Tudor buildings but should not result in mock heritage. Heights and setbacks are of the utmost importance;
- Some form of cluster development with interspersed communal open space is preferred to a traditional grid of single, fenced allotments. Private open space should be kept to a minimum and be obscured from public view. Communal public open space areas should supplement private open spaces;
- Parking should be located in specially designated, designed and vegetated areas so as to minimise visual intrusion and expanses of hard surfacing in an otherwise soft landscape; and
- Development outside the heritage curtilage could be quite different in character and appearance and could provide an interesting but polite 'foil' to the heritage area, reinforcing its aesthetic significance. The development should provide a soft transition or buffer zone between the 'Village Precinct' and the broader residential area.

### New works to and adaptation of the heritage buildings

*The approach to future works should first be to conserve important elements of the fabric and then to adapt elements in a manner which maintains the aesthetic harmony and cohesion of the built form.*

- The interiors of the building have no conservation significance;
- The architectural planning, design and detailing (including chimneys, patterns of face brickwork, gable infill, original door openings, fenestration and glazing details and original decorative finishes) all make a distinctive and fundamental contribution to the aesthetic significance of the buildings and to the heritage area and should be retained. The removal of any of these original elements would compromise the overall homogeneity of the aesthetic quality and rationale of the complex; and
- Attempts to change glazing bars, install balconies or attics, solidly infill existing verandahs and create numerous or larger door or window openings and the like should be resisted.

*The introduction of new elements should be carefully considered and designed so as to enhance the natural and historic attributes of the building and to blend as far as possible with the existing cohesive appearance.*

- New elements should be contemporary but well designed so that they present appropriately in their immediate setting;
- New elements which affect the existing buildings should be restrained and recessive and should not result in a significant change to the overall appearance and English Tudor nature of the buildings; and
- Mock heritage and imitation is to be avoided.

#### Administration Building (2D-01)

As noted in the comments of the Heritage Adviser, this building is a critical central focus of the heritage complex, and it has always been intended that the building be retained. The building has suffered extensive fire damage and is in need of major reconstruction. The amended Development Plan foreshadows the potential demolition of this building and its reconstruction as an entirely new structure closer to the Plenty Road frontage. This is not acceptable, and all references to this option should be deleted. This building should be reconstructed as authentically as possible. That said, the construction of an addition to the front (west) of this building is considered to be acceptable in principle, subject to the addition being designed in a sympathetic, recessive and low-key manner which complements the original fabric. As noted earlier, roof form(s) will need to be flat or very low profile so as to not compete with or interrupt the gable forms and tall decorative chimney stacks. This can be addressed by appropriate heritage guidelines.

#### Proposed Buildings 2D-02 and 2D-03

The Heritage Adviser has commented that, although the proposed 'wings' are acceptable in principle, concerns are held in respect of the form of Building 2D-03, the proximity of the wings to the Administration Building and their three (3) storey height at the point closest to the existing building. These concerns are agreed with.

The crescent form of Building 2C-02 is considered acceptable, as it follows the historic road pattern and 'opens up' views of the Administration Building from Plenty Road. The somewhat 'reversed' shape of Building 2C-03 has been questioned by the Heritage Adviser, commenting that it is not immediately apparent why the form of Building 2D-02 is not replicated. It is considered that the modification of Building 2D-03 to follow the crescent shaped road and replicate the form of Building 2D-02, thereby providing symmetry, will provide an acceptable outcome and assist in maintaining the role of the Administration Building as a centrepiece of the heritage precinct. The modification of the building envelope for this building to mirror the crescent form of building 2D-02 has been agreed to by the applicant and can be required as a condition of any approval.

A condition of any approval can require the inclusion of heritage guidelines to address the siting and design of Buildings 2D-02 and 2D-03, in particular at their interface with the former Administration Building (2D-01).

### Proposed Building 2C-10

The form and siting of Building 2C-10 is also of concern to the Heritage Adviser. In particular, shape and form are considered to be inappropriate, having regard to the heritage fabric in this locality - more specifically that of Building 2C-05. In recognising that a new building may be successfully sited in this location, the Heritage Adviser has drawn reference to the proposed siting and form of Building 2C-09, considering this building envelope as being far more capable of producing a built form which can sit respectfully adjacent to the heritage fabric. Particular concern is held in respect of the triangular section of the building. These views are agreed with. Proposed Building 2C-10 is considered to potentially represent an inappropriate building envelope for this location. It is an irregular form and displays the potential to result in a built form outcome which does not respect the adjacent heritage building. Specific heritage guidelines are required to ensure that the design of this building is sympathetic to the adjacent heritage building. The guidelines must also require that, in the event that an acceptable design is not achieved, the triangular portion of the building envelope must be deleted.

### Proposed Buildings 2C-15

This row of buildings is sited in front (to the west) of two former hospital buildings, being Buildings 2C-07 and 2C-08. The Heritage Adviser has placed significance on the views of these former hospital buildings from the west, given their elevated position on the site and their 'natural' setting, and has commented that these views should be defined and protected. Concern has also been raised regarding the siting and alignment of the road in front of these proposed buildings. Further discussions with the Heritage Adviser have clarified that this concern relates to the proximity of the proposed buildings to the road, with the suggestion being that a greater setback from this road is required to be provided. The purpose of this increased setback is to provide the space required for the existing buildings not to be compromised. This requirement can be reflected in the relevant guidelines.

### Linaker's Cottage (Building 1B-14 and 1B-15)

The amended Development Plan proposes the construction of additions to the former Linaker's Cottage. Again, while not objecting to the notion of extending the building, concern is raised in respect of the manner in which this is proposed to be undertaken. More particularly, the proposed addition is unusually shaped and it is sited in a highly visible location. The Heritage Adviser has, however, provided guidance as to what design response should be adopted by stating that the cottage needs to remain free-standing in its own appropriately sized and proportioned space and any extension should be to the north or east, adopting a pavilion form and connected by a recessive link. A remodelling of the proposed building envelope is required, as are heritage guidelines which address the form and appearance of the addition.

### **Heritage Guidelines**

The amended Development Plan includes selected guidelines to inform and guide development within the heritage precinct, and also the proposed additions to Linaker's Cottage. These guidelines have been reviewed by the Heritage Adviser, and comments provided in an earlier section of this report. In summary, the Heritage Adviser considers that:

- Damaged windows should be replaced with timber to exactly match existing.
- The matter of whether an 'interpretative inter-war' style or 'complementary modern style' is adopted needs to be resolved at a later detailed stage.

- Provision of dormer roof forms to the Main Hospital Building (2C-02) is acceptable in principle, subject to the form, scale and materials being sympathetic to the architecture. The dormers should not be applied as a continuous form, or comprise more than a quarter or one third of the roof length.
- With respect to the Administration Building (2D-01), reconstruction of the building in its current location, with the provision of an addition to the front (west) elevation is the preferred option.

A condition of any approval can require that appropriate heritage guidelines form part of the amended Development Plan.

### **Aboriginal Heritage**

A report titled 'An Archaeological Desktop Assessment of the Former Larundel Psychiatric Hospital, Plenty Road, Bundoora', dated August 1999 concluded that:

*It is unlikely that any stone artefacts will be found in the study area. The ground has been heavily disturbed by the construction of a large number of buildings and vegetation planting. There are a number of mature river red gums that may predate 1939 in the south-east corner of the study area. There is a possibility that these may have Aboriginal cultural scarring.*

The 'south-east corner' referred to above is in the now established residential precincts of Lancaster Gate and is not affected by this current proposal. Further, the comments received from Aboriginal Affairs Victoria confirm that their records do not disclose any known places or sites of Aboriginal heritage on the subject land.

Notwithstanding this, as part of any proposed development, the applicant is required to comply with the relevant requirements of the *Aboriginal Heritage Act 2006*.

### **TRANSPORT**

#### Road Network / Traffic

The proposed road network will need to be constructed to Council's standards. Although Council's Transport Management and Planning Unit (TMP Unit) has raised concerns in respect to the proposed 'Main Street' access to Plenty Road, stating that ideally there should be no access to Plenty Road from the site, these concerns are not shared by VicRoads. Aside from requesting an intersection analysis for the Plenty Road/Main Drive intersection, VicRoads has foreshadowed the required provision of a left-turn deceleration lane and commented that the internal layout should not impede vehicles from leaving Plenty Road. The TMP Unit has stated that, in the event that access to/from Plenty Road is to be maintained, an analysis of how this new intersection will impact on Plenty Road operations must be provided, including consideration of vehicles crossing southbound traffic in Plenty Road to reach the U-turn facility. A modification to the Integrated Transport Plan to provide this additional information can be required as a condition of any approval.

Both VicRoads and the TMP Unit have advised that the southern end (exit) of the existing crescent shaped road should be closed, with a modification to the internal road pattern to connect this access to the proposed Main Street. Further, the TMP Unit considers that there are too many vehicular entrances to the site along Main Street. The rationalisation of these elements can be addressed as a condition of any approval.

No specific concerns in respect to the anticipated traffic volumes have been raised by either VicRoads or the TMP Unit.

#### Car Parking



The Integrated Transport Plan (ITP) provides the following estimates for the car parking provision in association with the proposed non-residential uses:

<i>Use</i>	<i>Car Parking Rate</i>
Supermarket	5 spaces/100m <sup>2</sup> of NLFA
Shops	3 spaces/100m <sup>2</sup> of NLFA
Office	3 spaces/100m <sup>2</sup> of Gross Leaseable Floor Area
Large format specialty shop (packaged liquor shop)	4 spaces/100m <sup>2</sup> of NLFA
Showrooms	2 spaces/100m <sup>2</sup> of NLFA
Tavern (150 seats)	0.15 spaces/seat (weekday daytime); 0.35 spaces/seat (evening)

(NLFA: Net Leaseable Floor Area)

In applying the above parking rates to the proposal, the ITP estimates that there will be a peak daytime parking demand of 532 car spaces and a peak evening parking demand of 302 spaces. The ITP states that the indicative provision of 516 car spaces in the amended Development Plan is “ample provision” given that the various uses will peak at different times of the day. [It is noted that the overall master plan (Figure 49b) indicates the provision of 530 spaces within the activity centre].

The ITP also comments on alternative uses which may establish within the Neighbourhood Activity Centre, these being ‘Mini-Major’ and Variety Stores (4 spaces per 100m<sup>2</sup> of NLFA); Café/Restaurant (0.20 spaces per seat at lunchtime and 0.35 spaces per seat during the evening); and ‘Fast Food’ (3 spaces per 100m<sup>2</sup> of NLFA during the daytime and 6 spaces per 100 m<sup>2</sup> of NLFA).

With respect to the residential land uses, the ITP provides the following comments:

Dwellings	1 space per one and two bedroom dwelling 2 spaces per three or more bedroom dwelling 1 visitor car space per 5 dwellings
Student Accommodation	0.20 space per student
Aged care facility	
• Special care	0.3 space per bed
• Independent units	0.5 space per unit
• Townhouses	1 space per dwelling

Neither the TMP Unit or VicRoads raised any concerns with the estimated car parking demand or parking provision.

As part of the negotiations to transfer the proposed Council Community Centre from the former Activities Building in Stage 4 to the former hospital building in the Mixed Use Precinct, Council and VicUrban entered into an Agreement pursuant to Section 173 of the *Planning and Environment Act* 1987. The Agreement addressed a number of issues including the proposed car parking for the Community Centre.

The Agreement includes the following obligations:

- Not less than 25 and not more than 30 car spaces will be provided on the Community Centre site
- There will be a number of spaces on the public road network of the Mixed Use Precinct which will be ‘Shared Spaces’. The Agreement defined ‘Shared Spaces’ as:
  - A kerbside or centre-of-road car parking space provided within the road network adjacent to or nearby the Reserve (the Reserve being the land on which the Community Centre is located).
  - A car parking space provided in proximity to the Reserve within the retail precinct; which is accessible to staff and patrons of the Community Centre and to ordinary members of the public.

The provision of the parking for the Community Centre has thus been foreshadowed and addressed by the Section 173 Agreement. Recognition of this Agreement should be included in the amended Development Plan, as it is relevant to the overall provision of car parking on the land.

#### Public Transport and the Pedestrian / Bicycle Network

As will have been noted, concerns have been raised both by external authorities and the TMP Unit in respect of the amended Development Plan’s provision for integration of future development/use with existing public transport and the surrounding pedestrian/bicycle network. This is a critical consideration given the scale of the proposed development and the increasing emphasis being placed on reducing dependence on private motor vehicle and facilitating greater use of sustainable transport modes. The role to be played by the activity centre in meeting demand for goods and services from surrounding communities further highlights the importance of ensuring that appropriate connections to these residential areas are provided for. The amended Development Plan does not address or resolve this matter to an acceptable level. Accordingly, a condition of any approval can require that the amended Development Plan and the accompanying Integrated Transport Plan be modified to address this issue to Council’s satisfaction.

#### **BUILT FORM / URBAN DESIGN**

Given the somewhat conceptual nature of a Development Plan - being more of a master planning document that a detailed plan - urban design considerations are at the overall macro scale of site planning, rather than the fine detail of the layout and appearance of specific buildings and spaces. Urban design guidelines form part of the amended Development Plan to provide some high-level guidance at the future planning permit stages, when the detail of each of the proposed developments will be provided.

Both the existing approved Development Plan and the NECSP envisage a height of two (2) storeys throughout the site, with the exception of the Plenty Road frontage, where development can be up to three (3) storeys. The amended Development Plan shows development throughout the site as ranging between one (1) and three (3) storeys. It is important that any new development is not of a scale which competes with, or detracts from the retained former hospital buildings. It is noteworthy that these existing buildings, although two (2) storeys, are of a scale which is comparable to a contemporary three (3) storey building. There is therefore potential for new development to be of a three (3) storey scale and still be subservient to the existing buildings. This is particularly so in instances where the topography results in the existing buildings being elevated. It is considered that, subject to appropriate siting and design, a three (3) storey height can be potentially accommodated on the site without detracting from the former hospital buildings.

The amended Development Plan includes a diagram showing indicative heights for development, and states that the building heights are indicative only, are subject to future detailed design and development at the planning permit stage, and are subject to Council’s approval. Accordingly, the actual height of new development will be assessed at the permit stage and the amended Development

Plan provides scope to require a lesser height than that nominated if the particular circumstances of the application so require.

The urban design guidelines included in the amended Development Plan state that no building will exceed 15 metres in total height as measured from natural ground level. This height is considered excessive and is not representative of a three (3) storey scale of development. A condition of any approval can require that this maximum height be reduced to 11.5 metres (referred to in the Design and Development considerations as a height limit which is consistent with the existing buildings) to reflect a scale which is sympathetic to former hospital buildings.

Concern has been raised by La Trobe University in respect of the proposed three (3) storey height adjacent to the University's land and buildings. It is considered important that the height and scale of new development acknowledges and respects that existing on adjoining land. This applies equally to development adjacent to the established residential areas. A condition of any approval can require that the design and height of development adjacent to these areas responds appropriately to these interfaces.

The comments of the Urban Designer have been detailed in an earlier section of this report. Officers have reviewed these comments and the following discussion provides a response to the issues raised by the Urban Designer.

#### Tree Removal

The concerns raised in respect of the proposed extent of tree removal are supported by the comments of the Open Space Planning Branch and echoed in the comments received from the Department of Sustainability and Environment. It is considered that the extent of tree removal proposed is unwarranted and unjustifiable, particularly having regard to the significance of vegetation to the landscape and character of the estate as a whole. This issue is discussed in a later section of this report.

#### Presentation to Plenty Road

It is agreed that the building envelopes adjacent to Plenty Road provide an insufficient setback from the frontage. The existing spacious landscaped character of this section of Plenty Road, provided by the extensive grounds of Bundoora Park and the substantial setbacks of the existing hospital buildings and vacant areas of land on the subject site, must be acknowledged and respected by the proposed development. The minimal setbacks proposed by the amended Development Plan are insufficient and must be increased. In response to this concern, the applicant has prepared modified plans showing increased setbacks along part of the Plenty Road frontage as follows:

- The setback of the northern end of Building 1B-01 increased to 9.0 metres.
- The setback of the southern end of Building 1B-02 increased to 11.9 metres and the provision of a 4.75 metre setback for the northern end of this building.
- A setback of 4.75 metres for Building 1B-03.
- A modified form for Building 2D-03, to mirror the crescent shape of Building 2D-02. This will provide an increased setback from Plenty Road for a greater portion of the building than the current layout.

These modifications are considered to provide for a more appropriate response to the Plenty Road context and facilitate planting of canopy trees to complement the broader landscaped character of this thoroughfare. Incorporation of these setbacks into the amended Development Plan can be required as a condition of any approval.

#### Presentation to Main Drive

The operational requirements of an activity centre invariably present a challenge with respect to the siting and appearance of service areas such as loading bays. Given their utilitarian nature, loading bays can detract from the appearance of a building or centre and, ideally, should be sited and designed to be hidden from public view. This, however, is not always possible, and regard must also be given to the need to provide access for delivery vehicles to these areas. The proposed supermarket loading bay will be visible from Main Drive. It appears that a significant re-design of the activity centre would be required in order to relocate the loading bay to another location where perhaps it will be less visible from Main Drive, or any other road. This would also impact on the location and number of car parking spaces. It is considered that appropriate urban design guidelines can be utilised to ensure that the loading bay is designed to not present as unsightly element of the supermarket, and that it remains concealed from view when not in use.

Urban design guidelines can also be utilised in influencing the appearance of the supermarket building, given its prominence within the activity centre. Due to the slope of the land, the southern portion of the supermarket building will be cantilevered above ground level, effectively appearing as a 'floating' element. This will not only appear incongruous within the context of the other buildings, which are to be 'anchored' to ground level, but will also leave the undercroft car parking highly exposed, presenting an unattractive outlook. The supermarket building should be 'anchored' to the ground on all elevations and this can be addressed by an appropriate urban design guideline.

As, in its submitted form, the southern elevation of the supermarket is elevated above the ground in response to the slope of the land, it is not possible to provide a 'skin' of retailing along this elevation. The opportunity to provide this treatment to the eastern elevation exists and the amended Development Plan document indicates that an active frontage will be provided along this elevation. This can be reinforced by an appropriate urban design guideline. The provision of a 'skin' of retail along this elevation is therefore not considered to be necessary.

Due to its prominence and visibility, in addition to being 'anchored' to the ground, the overall appearance of the supermarket should provide a high degree of visual interest and be designed and articulated to provide an attractive and interesting element within the activity centre. In this regard it is noted that the urban design guidelines state that buildings should demonstrate excellence of design and attention to construction quality.

Building 1B-16 is sited to, in part, screen views of the car park and rear of the supermarket building from Main Drive. This building should have an active frontage to Main Drive and activated edges to the remaining elevations, given their high level of exposure. In addition, landscaping along the site's abuttal to Main Drive will also assist in screening views and reducing the visual impacts of the more utilitarian elements of the activity centre upon the public realm

#### Alignment of views and vistas

The existing axial road pattern is being retained and extended. There is no alteration to the alignment of the historic road pattern, and its alignment with the heritage buildings similarly remains unaltered. Given the retention of these key alignments, it is not considered necessary to ensure that each of the new roads align with features of the heritage buildings. It is considered sufficient or acceptable that the vistas along these roads will be terminated by the buildings themselves.

Views along the sections of the proposed Main Street which lead from both Plenty Road and Main Drive terminate at the proposed Community Centre building. This is appropriate as it provides an attractive view for visitors, residents and customers as they enter the site and highlights the prominence and significance of the building as an important community/civic facility within the proposed activity centre. It is not considered that this prominence will be unreasonably diminished or compromised if the views along the proposed Main Street do not directly align with the face of the wings of the proposed community building.

#### Response to topography

The slope of the site presents opportunities to provide basement or sub-basement car parking. This form of car parking has been provided in various locations throughout the site, including the proposed activity centre where a significant proportion of the parking for the supermarket has been provided in a basement/undercroft arrangement. Although there is potential to provide additional concealed car parking, what should be determined is whether the proposed at-grade car parking provision is unacceptable, to the extent that it should be replaced with further basement or undercroft parking. It is considered that, as part of an activity centre, the at-grade parking area does not present as an unacceptable element of the centre's overall design and layout. To an extent, such car parking represents a common and expected element of any shopping area. While it is agreed that the design and siting of the at-grade parking is not optimal, it is nonetheless acceptable and a requirement to further conceal car parking is difficult to justify – particularly as the parking will be largely screened from the greater public realm by buildings and landscaping. This, however, is not the case for the parking areas in the northern portion of the site (Precinct 2C) where at-grade car parking is provided within the historical core, proximate to heritage buildings. This is discussed in a later section of this report.

It is recognised that slope also has the effect of limiting the ability to achieve active and/or attractive frontages to both sides of buildings and the comments of the Urban Designer in respect of providing a back-to-back development in such cases are supported. It is considered that this matter can be addressed by appropriate urban design guidelines.

#### Integration with the oval

It is important that the redevelopment of those heritage buildings that are adjacent to the oval provides for a sense of address to, and surveillance of, the oval. The presentation of a 'back-of-house' to the oval is an inappropriate outcome, given the oval represents a significant recreational and landscape element in the overall estate. Again, this matter can be suitably be addressed by an appropriate urban design guideline.

#### At-grade car parking cells

The landscaped setting of the northern part of the site, identified as the 'Village Precinct' (Precincts 2C and 2D) is a critical element of its character, and to an extent, a notable point of distinction between this portion of the land and the more 'urban' form of the proposed activity centre. While a degree of visible car parking can be tolerated in the south-western section of the land, car parking in the northern section should be discretely sited and be located and designed to reflect sympathy for the landscaped historical context within which it is to be provided.

A condition of any approval can require that the proposed location of car parking in this area be shown as a more conceptual representation, with associated guidelines addressing the design and landscaping of such areas. This will provide greater flexibility in achieving a layout and appearance which is sympathetic to its context.

In addition to the above, the following matters must also be addressed:

- A greater provision of active frontages / activated edges within the proposed activity centre is required to facilitate a high level of surveillance and activity between the pedestrian environment and the uses accommodated by the built form of the centre. These treatments will also enhance the appearance of the buildings by minimising or avoiding the presentation of utilitarian blank walls. This is of particular importance along key pedestrian routes such as those extending between Buildings 1B-01/1B-02 and Building 1B-08 and also between Buildings 1B-01 and 1B-02.
- Sub-basement areas, due to their partly exposed nature have the potential to impact adversely on the visual amenity of the public realm. While accepting that these areas are potentially necessary as a means of accommodating on-site car parking, it is important that they are sited and designed to minimise their visibility.
- Advertising signs similarly display the potential to significantly impact on the visual amenity of an area. It is considered appropriate that signs be integrated with, and designed as part of, the architecture of buildings.
- Due to its highly visible nature, development adjacent to open space areas warrants specific treatment to ensure that its presentation enhances these areas. Development should provide an appropriate interface with these spaces, avoiding the presentation of blank walls or utilitarian facades.
- In a similar vein, buildings which abut (or face) both a road and an open space area should be provided with a 'dual address', so that these buildings do not 'turn their back' on either of the elements of the public realm.
- The Lancaster Gate estate is characterised by a park-like environment. This has been respected in the established residential precincts by not permitting the provision of front fences. It is considered that front fences should not be permitted. Further, any fences which may be visible from the public realm must be appropriately sited and designed to ensure that they do not detract from this character.

These matters can be addressed by appropriate urban design guidelines.

### **TREES / VEGETATION**

The landscape of Lancaster Gate is characterised by established trees, and the trees are a key attribute of the site. As has been the case with the residential precincts of the estate, the retention of trees and their incorporation into the redeveloped site is of primary importance as it provides the future residents and occupants with an established landscape and tree canopy, which they and visitors to the site can immediately benefit from – both from an aesthetic and environmental perspective.

Recognising the significance of the role played by the trees in the overall character and appearance of the estate, officers requested the applicant to provide an assessment of all the existing trees as part of the application to amend the Development Plan. The arboricultural assessment was provided and detailed the following ranking of the 501 trees which are on the land at present:

Retention value	Number of trees
Very High	0
High	47
Moderate	146
Low	308

A summary of the proposed tree retention/removal is tabulated below:

Retention Value	No. of trees retained	No. of trees removed	Percentage of trees retained
High	25	22	53%
Moderate	47	99	32%
Low	9	299	3%

The arboricultural report notes that 259 trees (or 51.7%) are recommended for removal on grounds such as poor structure, declining health, or being classified as a weed.

Even when consideration is given to the recommended removal on arboricultural grounds, the proposed extent of tree removal is excessive and will significantly alter the landscape of the site. The amended Development Plan does not reflect an acknowledgement of the significance of the trees in the context of the site and the wider area. Insufficient justification has been provided for the proposed tree removal.

It appears from the plan that trees are being removed as a consequence of the proposed building siting and street layout, rather than the plan being a response to the tree location.

In response to concerns raised by officers in respect of the proposed tree removal, the applicant has redesigned Precinct 1A to allow for a greater retention of high rated trees. The modified layout incorporates a 'pocket park' accommodating five (5) of the high rated trees. This proposed park will not only allow for the retention of the trees, but will also provide a local public open space area and an attractive outlook for the residential development which will surround this space. The amended layout for Precinct 1A is considered acceptable, subject to further modifications to allow for the retention of additional trees as recommended by Council's Open Space Planning Branch.

The applicant has elected not to amend the remaining precinct layouts to allow for a greater level of tree retention. Officers of Council's Open Space Planning Branch have inspected the trees on the site and have nominated the trees which, as a minimum, are to be retained. These trees were listed in an earlier section of this report. It is noted that the majority of the trees are already shown as being retained in the amended Development Plan. A condition of any approval can require the retention of the remaining nominated trees. Further, an amended Arborist's Report identifying tree protection zones and tree protection measures can be required to be provided as a condition of any approval.

The Open Space Planning Branch has raised concerns in respect of the submitted Landscape Concept Plan. Put simply, it is considered that this plan does not present a practical or realistic vision for the landscaping of the site. Specific concern has been raised regarding the space which will be available for the canopy of the proposed tree plantings, given the siting of the proposed buildings and the density of planting indicated. A revised Landscape Concept Plan will need to be provided as a condition of any approval.

**FAUNA**

The Fauna Habitat Assessment submitted with the application details the following conclusion:

*The study area has been highly modified through past development of the site and the introduction and planting of non-indigenous and exotic vegetation. As a result of this disturbance and lack of suitable cover, fauna habitats present are of low value to native species. In particular, the exotic grassland areas are mostly depleted of native fauna. The planted native trees present are unlikely to produce hollows and therefore reduce their value as habitat. They do, however, offer some value in the form of foraging resources for a limited number of native birds and mammals (including possums and bats) and provide connectivity throughout the surrounding landscape.*

*The current Landscape Master Plan (Figure 80) within the Lancaster Development Plan (2007), prepared by HASSELL, proposes to include plantings of indigenous, native and exotic flora species throughout the site. The planting of indigenous flora species has the capacity to improve the poor habitat areas of the site and it is recommended that where possible, indigenous species be planted in preference to exotics. The retention of several of the native trees currently on site, as proposed in the Landscape Master Plan, will further maintain their habitat values and connectivity while the newly planted vegetation establishes over time.*

No concerns regarding the assessment or its conclusions have been raised by either external authorities or internal Units of Council. Accordingly, it is not considered that the amended Development Plan will have an unacceptable impact on existing fauna on the site.

**POTENTIAL CONTAMINATION**

As part of the decommissioning process of the former hospital use, the planning controls applicable to the land were amended by Amendment L64 to the Darebin Planning Scheme. Amendment L64 was approved by the Minister for Planning and Local Government on 11 January 1999 and in addition to rezoning the land to 'Mixed Use', included the land within the 'Potentially Contaminated Land Overlay' and 'Development Plan Overlay'.

Upon gazettal on the new format Darebin Planning Scheme on 2 December 1999, the 'Potentially Contaminated Land Overlay' was replaced with the Environmental Audit Overlay.

The provisions of the Environmental Audit Overlay state:

*Before a sensitive use (residential use, child care centre, pre-school centre or primary school) commences or before the construction or carrying out of buildings and works in association with a sensitive use commences, either:*

- *A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970, or*
- *An environmental auditor appointed under the Environment Protection Act 1970 must make a statement in accordance with Part IXD of that Act that the environmental conditions of the land are suitable for the sensitive use.*

A Statutory Environmental Audit for the site was prepared by Golder Associates in November 2001. Under the heading of 'Purpose of Report', it states:



*The property is currently owned by Urban and Regional Land Corporation and is to be developed for low and medium density residential use, commercial uses and associated open space. An Environmental Audit Overlay applies to the former Larundel Psychiatric Hospital as a whole. For the purpose of removing the Overlay, Urban and Regional Land Corporation has conducted assessment, remediation and validation of two areas of the site.*

*The area of the site subject to this Environmental Audit consists specifically of the former nursery area (Audit Area 1) and the former paint workshop and adjacent carpenter's workshop and surrounds (Audit Area 2). Audit Area 1 and Audit Area 2 were remediated and validated with the intention of allowing the completion of a Statutory Environmental Audit. The remainder of the site was remediated and validated for the purpose of gaining a "Letter of Adequacy" from an Environmental Auditor.*

A Certificate of Environmental Audit for Audit Area 1 and Audit Area 2 was issued on 26 November 2001.

By letter dated 22 November 2001, Golder Associates advised the Urban and Regional Land Corporation (in summary) that soil contamination risks to human health and the environment posed by redevelopment of the site were considered acceptable subject to the implementation of the *Environmental Management Plan for the Development of the Former Larundel Hospital Site, Plenty Road, Bundoora* dated 12 November 2001. The letter identifies its purpose as being to enable Council to be satisfied that, in respect of contamination issues, those parts of the site which are not subject to a Statutory Environmental Audit are safe for the proposed development and uses. The letter concluded by stating:

*Based on the findings of the investigations undertaken on this site, our review of the information and that the site work will be undertaken with an Environmental Management Plan ...it is our opinion that the Potentially Contaminated Land Overlay should now be removed.*

Amendment C36 to the Darebin Planning Scheme, gazetted on 12 June 2003, removed the Environmental Audit Overlay from the site.

Having regard to the above, it is considered that any potential contamination on the land can be appropriately addressed by requiring that the redevelopment of the land be undertaken in accordance with an Environmental Management Plan (EMP). The EMP should incorporate the requirements of the existing *Environmental Management Plan for the Development of the Former Larundel Hospital Site, Plenty Road, Bundoora* dated 12 November 2001.

## **CLAUSE 56 ASSESSMENT**

### **Liveable and Sustainable Communities**

- The proposal will result in the creation of a compact neighbourhood which will provide access to public transport, public open space and the new activity centre within convenient walking distance.
- The proposed activity centre provides for an appropriate land use mix; is accessible to pedestrians, cyclists and public transport users; is located on Plenty Road; will provide for the convenience needs of local residents; and incorporates active street frontages.
- The proposed activity centre will accommodate a Council-owned Community Centre.
- The development of the land will be subject to appropriate urban design and heritage guidelines which will facilitate the creation of an urban place with identity and character.

- Given the unique characteristics of this site and the mixed use nature of the proposal, the development will result in the creation of a character which is distinct from, although complementary to, that of the surrounding residential areas.

### **Lot Design**

- A variety of lot sizes and accommodation types are provided for in the amended Development Plan. The predominance of medium density housing is appropriate, as conventional detached housing is well represented in the established precincts of Lancaster Gate and surrounding residential areas. The development will provide for a diversity of housing to accommodate varying household types.
- Indicative building envelopes have been shown. The precise form and siting of dwellings will be determined at the detailed planning permit stage. In general conceptual terms, subject to the modifications detailed in the recommendation, the proposed building envelopes appear to provide for suitable development.
- Subject to the design of the dwellings, the orientation of the lots within Precinct 1A will allow adequate solar access into these dwellings and their secluded private open space areas.
- The proposed lots all front a road.
- Extensive common areas are provided around the former hospital buildings. The management of these common areas, if necessary, can be addressed at the detailed planning permit stage.

### **Urban Landscape**

- Landscaping of the site (including streets and public areas) will need to be to Council's satisfaction. Concerns have been expressed by Council's Open Space Planning Branch in respect of the proposed landscaping. A condition of any approval can require that a satisfactory Landscape Masterplan is submitted to Council for approval.
- The provision of public open space does not form part of the amended Development Plan. Reference is, however, made to the existing oval within Lancaster Gate and also to the extensive Bundoora Park on the opposite side of Plenty Road.

### **Access and Mobility Management**

- In general terms, the proposed layout provides for pedestrians, cyclists and motorists in an integrated manner.
- The adjacency of the site to public transport and cycling routes will assist in reducing car dependence.
- The layout of the site allows for the provision of a walking and cycling network, with the detailed engineering design being determined at the planning permit stage. In accordance with the comments of the Transport Management and Planning Branch, the adjacent cycle routes need to be shown and pedestrian 'desire lines' incorporated into the plan.
- The plan will need to show the location of public transport stops proximate to the site and provide convenient pedestrian connections from the stops to the site and key destinations within.
- The detailed engineering requirements associated with the construction of the road network will be determined at the planning permit stage.
- The applicant will be required to investigate the provision of a bus stop proximate to the activity centre, to facilitate access to the centre by public transport.

**Integrated Water Management**

- Water supply and sewerage will be required to be provided to the satisfaction of Yarra Valley Water.
- The amended Development Plan states that rainwater harvesting and re-use of this water for landscape irrigation and flushing of toilets will be provided with the use of on-site detention systems.
- Drainage will need to be provided to Council's satisfaction. The amended Development Plan states that stormwater management will follow the key principles of water sensitive urban design and that consideration will be given to the creation of on-site detention systems in lieu of downstream wetlands.
- Melbourne Water has raised no objection to the proposal, commenting that on-site retention is recommended and that the use of water sensitive urban design is supported. Melbourne Water has also advised that drainage works are to be constructed to relevant standards.

**Site Management**

A requirement for an Environmental Management Plan as part of future planning permits should form a condition of any approval of this amended Development Plan to ensure that environmental impacts during the construction/development phase are appropriately managed.

**Utilities**

- The amended Development Plan has been referred to all relevant servicing authorities for comment. The responses received confirm that all necessary utilities are available to service the site and will need to be provided by the developer to the relevant authority's satisfaction.
- Fire hydrants will need to be provided to the satisfaction of the Metropolitan Fire Brigade.
- Public lighting throughout the estate will be required to be provided to Council's satisfaction.

**DEVELOPMENT CONTRIBUTIONS**

The amended Development Plan includes the following statements in respect of the provision of Development Contributions:

*The timing and provision of development contributions will generally match the provision of the actual works or facilities. The level of provision will be determined through consultation between Darebin City Council and Deal Corporation.*

*Development contributions will be made in the provision of infrastructure to the community centre. Infrastructure provided is likely to be for electricity, sewerage reticulation, gas, water supply stormwater drainage and telecommunications. Only in the case where physical works are inappropriate or not applicable, shall any of the works be in the form of a monetary payment. Contributions will also be made in the form of works or in the giving of assets (eg the possible giving of the Municipal Reserve to Darebin City Council for the community centre).*

*The extent of development contributions may be incorporated as conditions of a planning permit application for use and development. However, it is noted that a monetary contribution in relation to the Lancaster Gate Estate has previously been made to the Darebin City Council by VicUrban.*

The amended Development Plan also includes a statement that specific details regarding traffic management works, drainage, public art, any works-in-kind, financial contribution to the renovation of the Community Centre building and public open space contribution (including improvements to the oval) will be provided at the planning permit stage for each relevant future precinct.

### DESIGN AND DEVELOPMENT CONSIDERATIONS

An assessment of the amended Development Plan against the City of Darebin Larundel Urban Village Design and Development Considerations has been undertaken and is summarised as follows:

- The overall plan provides for a mix of land uses which will support the activity centre and facilitate its viability and successful operation.
- The ESD assessment has been reviewed by Council's ESD Officer, who has raised no objections. The amended Development Plan will provide for linkages to public transport and cycling routes, provide for rainwater harvesting and re-use, on-site stormwater detention and provision of landscaping. Detailed requirements to promote and support sustainability principles can be addressed at future planning permit stages.
- The activity centre is to accommodate a variety of land uses, thereby providing a single trip/multi-activity destination.
- The development as a whole will provide services and community facilities for the newly established neighbourhoods of Gresswell Grange, Springthorpe, Lancaster Gate and Mount Cooper.
- The heritage buildings are retained and integrated into the overall development. Modifications to the proposed siting and scale of proposed new buildings is required to ensure that the intrinsic heritage values of the existing buildings and the site are not compromised by the development.
- The amended Development Plan adopts the 'Main Street' approach for the commercial core, and incorporates retail, office, residential and home-office uses.
- The car parking arrangements include two (2) core consolidated areas of at-grade car parking, car parking in basement/undercroft form, parking on individual sites and on-street parking. It is considered that, generally, the proposal has minimised the creation of a 'sea of car parking'.
- Connectivity to pedestrian and cycle routes is generally demonstrated and provided for by the plan. Greater detail is required to show key cycle routes and pedestrian 'desire lines'.
- Due to its proximity to the La Trobe University Campus, the activity centre has the potential to become a hub for students. This potential role is supported by the location of the activity centre (at the southern portion of the site, where it is closest to the university campus) and the provision of connections to the campus, greater detail regarding which is required to be provided.
- As it is proposed to remove some 83% of existing trees, the amended Development Plan does not satisfactorily use the existing vegetation as a theme base for the urban village. Modifications to the plan to provide for greater tree retention, particularly in Precinct 1A, can be required as a condition of any approval.
- Subject to reducing the number of vehicular entry/exit points in Main Drive, the proposal is considered to minimise potential integration conflicts with La Trobe University. The proposed ingress to and egress from the site is not considered to result in conflict with heritage buildings.
- It is proposed to provide a variety of dwelling forms and types, including shop-top housing, home-office arrangements and medium density housing.

- No car parking is provided along the Plenty Road frontage. To the extent that it is possible within such a layout, the at-grade car parking areas will be landscaped to soften their appearance and provide some tree canopy.
- Although the Landscape Masterplan shows the provision of landscaping along the Plenty Road frontage, the setback of the proposed buildings is insufficient to respect the spacious landscaped character of this thoroughfare. A greater setback will provide a more respectful sense of space and meaningful contribution to this established character.
- Formal open space areas are not provided in the amended Development Plan. Open space takes the form of landscaped building surrounds which provide a context for the built form. The civic plaza opposite the proposed Community Centre will provide for a community/civic focus and public meeting place. It is envisaged that this space will be characterised by outdoor dining and seating areas.
- Indicative locations for the provision of public art are shown at various locations throughout the site, including the civic plaza and Main Street. Opportunities for including cultural interpretation exist and can be considered in detail at the planning permit stage.
- No concern has been raised by Council's Transport Management and Planning Branch regarding the potential traffic flows along Main Street. It is therefore considered that anticipated traffic flows will support the Main Street activity levels.
- Active frontages are shown along Plenty Road and part of Main Drive. Further active frontages/activated edges are required to be provided in Main Drive, internal roads and pedestrian routes and can be addressed in the urban design guidelines, as can materials, design, landscaping and advertising sign locations.
- The boundary between the Village Precinct and the Mixed Use Precinct is one which is sufficiently flexible and reflects a transition in built form and land use between the two (2) precincts.
- Urban design guidelines can require that the interfaces between the site and the adjacent residential precinct and La Trobe University land are responded to in an appropriate manner to display respect for these areas. Urban design guidelines can address interface issues with the oval and open space areas, to ensure that buildings do not 'turn their back' onto these spaces.
- There is scope to provide the sports pavilion within the proposed Community Centre to support the role of the oval as a local recreation facility.
- Although a variety of residential accommodation is provided for in the amended Development Plan, there is no evidence that lower cost housing opportunities have been investigated. This needs to be addressed.

## CONCLUSION

Overall, it is considered that the amended Development Plan represents an acceptable vision for the future use and development of this remaining portion of the Lancaster Gate estate. It is recommended that the amended Development Plan be approved subject to conditions.

**FINANCIAL IMPLICATIONS**

Nil

**RELATED DOCUMENTS**

Lancaster Gate Development Plan

Darebin Planning Scheme

North-East Corridor Strategic Plan

Planning and Environment Act 1987

Plans – Lancaster Development Plan – see **Appendix A**

**7.3 AMENDMENT C90 AND AMENDMENT C91  
HERITAGE CONTROLS AT 418 MURRAY ROAD PRESTON**

**MINUTE NO. 107**

**AUTHOR:** Strategic Planner – Meredith Kermode

**MANAGER:** Manager Urban Development – Michael Ballock

**BUDGET**

**IMPLICATIONS:** Within budget

**SUMMARY:**

As part of the work for the Darebin Heritage Study, an independent heritage consultant has indicated that the house at 418 Murray Road, Preston has historic and aesthetic significance and that the site should be included in the Heritage Overlay with an individual listing in the Schedule to the Heritage Overlay. Historically, the site is significant as representing an early phase of development in Preston during the late nineteenth century as well as for its use as a private hospital during the mid-twentieth century. Aesthetically, the house at 418 Murray Road Preston is significant as a relatively substantial and intact example of a Victorian Italianate villa with architectural features characteristic of that style and period.

An application has been made to demolish the house at 418 Murray Road Preston. Amendment C90 proposes interim protection for the house at 418 Murray Road, Preston while an amendment to introduce permanent controls is considered by Council (Amendment C91).

**CONSULTATION:**

Notice will be sent to owners/occupiers of the affected and adjoining land as well as required by the Minister as part of the Amendment process to place permanent heritage controls on 418 Murray Road Preston (Amendment C91) in accordance with Section 19 of the *Planning and Environment Act 1987*.

**COUNCIL RESOLUTION**

**MOVED:** Cr. S. Tsitas  
**SECONDED:** Cr. M. Kundevski

**THAT** Council:

- (1) Request the Minister for Planning to prepare interim heritage controls for 418 Murray Road Preston (Amendment C90).
- (2) Request the Minister for Planning authorise Council to prepare and exhibit Amendment C91 to the Darebin Planning Scheme (permanent heritage controls for 418 Murray Road, Preston).

**CARRIED**

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**REPORT****BACKGROUND**

The Darebin Heritage Study aims to identify, document and protect sites of cultural, natural and Aboriginal heritage across Darebin. The study will also review the existing sites and controls in the *Darebin Heritage Study 2000* and identify new sites/areas of significance for protection.

**CORE ISSUES****Application to demolish the house**

An application was made by Metro Building Surveying Ltd on 15 April 2008 to demolish the house at 418 Murray Road Preston under Section 29A of the *Building Act 1993*. Council has fourteen days to respond. After this period, the private building surveyor can issue a permit to demolish the house. Due to the proposed demolition, it is important that Council make a request to the Minister for Planning for interim heritage controls in order to prevent a demolition permit being issued and retain this significant house.

**Justification for Amendment C90 (interim) Heritage Overlay and C91 (permanent heritage controls)****Ministerial Powers of Intervention in Planning and Heritage Matters General Practice Note**

Amendment C90 is consistent with this practice note as it relates to State heritage objectives.

**Strategic Assessment Guidelines**

The Strategic Assessment of the Amendment including why the Amendment is required, the *Planning and Environment Act 1987*, the State Planning Policy Framework, the Local Planning Policy Framework, the Municipal Strategic Statement, appropriate use of the Victorian Planning Provisions, the view of relevant agencies and the possible impact on the resources and administrative costs of Council have been addressed in the Explanatory Report for the Amendments.

**Planning and Environment Act 1987**

Section 4(d) of the *Planning and Environment Act 1987* refers to conserving and enhancing buildings of historical or special historical value.

The Darebin Heritage Study aims to identify, document and protect sites of cultural, natural and Aboriginal heritage across Darebin. The study will also review the existing sites and controls in the *Darebin Heritage Study 2000* and identify new sites/areas of significance for protection.

As part of the work for the Darebin Heritage Study, an independent heritage consultant has indicated that the house at 418 Murray Road Preston has historic and aesthetic significance and that the site should be included in the Heritage Overlay with an individual listing in the Schedule to the Heritage Overlay.



**Ministerial Directions****Ministerial Direction No.9**

Ministerial Direction No.9 requires all Amendments to have regard to Melbourne 2030. The amendment is consistent with Direction 5 of Melbourne 2030. Direction 5 A Great Place to Be, which includes policy 5.4 Protect Heritage Places and Values. Policy 5.4 includes as initiative 5.4.4 ensure that planning schemes reflect the full extent of heritage values in each municipality.

**Ministerial Direction No.11**

The Amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the Act.

**State Planning Policy Framework**

Strategy 12.05-2 of the State Planning Policy Framework refers to protecting “heritage places and values by supporting the identification, conservation, protection and management of cultural heritage.

A heritage assessment has identified that the house at 418 Murray Road Preston has historic and aesthetic significance and that the site should be included in the Heritage Overlay with an individual listing in the Schedule to the Heritage Overlay.

**Local Planning Policy Framework**

The amendment is consistent with Clause 21.08-4 of the Municipal Strategic Statement which refers to element 4:Heritage, culture and arts. Objective 1 states “increase community awareness and recognition of Darebin’s history and heritage”. A strategy associated with this objective is “to identify and assess Darebin’s cultural and natural heritage values and places of significance”.

**Purpose of the Heritage Overlay**

The purposes of the Heritage Overlay are:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To conserve and enhance heritage places of natural or cultural significance.
- To conserve and enhance those elements which contribute to the significance of heritage places.
- To ensure that development does not adversely affect the significance of heritage places.
- To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

**Applying the Heritage Overlay Victorian Planning Provisions Practice Note**

This practice note states that “places identified in a local heritage study, provided the significance of the place can be shown to justify the application of the overlay” should be included in a Heritage Overlay.

## **FINANCIAL IMPLICATIONS**

Within budget

## **FUTURE ACTIONS**

- Respond to requests for interim and permanent heritage controls arising from the ongoing work conducted as part of the Darebin Heritage Study.

## **RELATED DOCUMENTS**

- Statement of Significance for 418 Murray Road, Preston Context Pty Ltd – see **Appendix A** attached.

**7.4 DAREBIN INDIGENOUS ECONOMIC SUMMIT AND JOB MARKET REPORT AND IMPLEMENTATION PLAN****MINUTE NO. 108****AUTHOR:** Manager Economic Development - Sue La Greca**MANAGER:** General Manager City Development - Kevin Breen**BUDGET****IMPLICATIONS:** All initiatives will be funded either within existing budget allocations, through consideration of new initiatives as part of the annual budget process, or through external funding.**SUMMARY:**

The Darebin Indigenous Economic Summit and Job Market Report (see **Appendix A**) was approved by Darebin Aboriginal and Torres Strait Islander Community Council (DATSICC) at its meeting on 10 October 2007. Further to this an Implementation Plan was also approved by DATSICC at its meeting on 9 April 2008 (see **Appendix B**).

The full report provides an account of the summit which took place in late 2006 with the objective to promote business and employment opportunities to the local Indigenous community and to also address the issues considered to hinder full engagement of the Indigenous community into employment and business development.

The summit included guest speakers, workshops and displays by educational institutions and employers from both the public and private sectors.

The main recommendations of the summit have been summarised and presented as an Implementation Plan to be adopted by Council and included in Council's work plans.

The purpose of this report is for Council to formally note and receive the Darebin Indigenous Economic Summit and Job Market Report and to approve the Implementation Plan.

**CONSULTATION:**

- Notes were taken from the summit workshops and key note speaker presentations. Summit attendees (estimated at approximately 400) represented a broad cross section of government, business and community.
- Darebin Aboriginal and Torres Strait Islander Community Council.

**COUNCIL RESOLUTION**

**MOVED:** Cr. M. Kundevski  
**SECONDED:** Cr. V. Fontana

**THAT:**

- (1) Council formally note and receive the *City of Darebin and Darebin Aboriginal and Torres Strait Islander Community Council Indigenous Economic Summit & Job Market Report, Outline & Recommendations, October 2007* attached as **Appendix A** to this report and approve the Implementation Plan attached as **Appendix B** to this report.
- (2) Council note that all initiatives will be resourced:
  - a) From within existing budget allocations; or
  - b) Subject to considerations for new initiatives, as part of the annual budget process; or
  - c) Through external funding.

**CARRIED****REPORT****BACKGROUND**

The Darebin Indigenous Economic Summit and Job Market Report (see **Appendix A**) was approved by Darebin Aboriginal and Torres Strait Islander Community Council (DATSICC) at its meeting on 10 October 2007. Further to this an Implementation Plan was also approved by DATSICC at its meeting on 9 April 2008 (see **Appendix B**).

The full report provides an account of the summit which took place in late 2006 with the objective to promote business and employment opportunities to the local Indigenous community and to also address the issues considered to hinder full engagement of the Indigenous community into employment and business development.

The summit included guest speakers, workshops and displays by educational institutions and employers from both the public and private sectors.

The main recommendations of the summit have been summarised and presented as an Implementation Plan to be adopted by Council and included in Council's work plans. The plan lists sixteen actions for implementation, grouped into ten employment support actions and six business support actions. It also recommends the Council business unit responsible for delivering the action with the year for implementation and a comment on the status of each action. Implementation has been spread over three years from 2008/2009 to 2010/2011 due to resource implications. Seven of the actions have already commenced, in part due to their overlap with other existing projects. Some of these are still in very preliminary stages while others are more advanced.

**CORE ISSUES****DATSICC and City of Darebin Indigenous Economic Summit and Job Market – Recommended Action Plan**

Following on from the two day Indigenous Economic Summit and Job Market, the following action plan is recommended as a strategy to improve education, employment and business development for Darebin's Indigenous Community.

**Employment Support Actions**

- Produce a resource book (soft copy as well as hard copy) of all Darebin (and other) Indigenous Community Support Organizations with a comprehensive outline of name, contact details, location, service provisions. This resource to be used by Council and other non Indigenous organizations to develop a partnership approach to improving education, training and employment support to our local Indigenous community.
- Investigate the development of an Indigenous mentoring program to support families and individuals to keep young Indigenous people at school until the end of year 12.
- Encourage the development of partnerships between Indigenous community organizations and non-Indigenous employment and training organizations so that additional resources can be used to assist with Indigenous employment and non Indigenous organizations can become more culturally aware of Indigenous issues when matching people with jobs.
- Investigate the development of an Indigenous cultural awareness program for schools and also for business. This will involve an advocacy role with the Education Department and also with an industry group such as the Victorian Employers' Chamber of Commerce and Industry (VECCI) or with the State or Federal Government.
- Investigate the possibility of an appropriate Indigenous organization to provide a mentoring role for employers of Indigenous people, particularly Indigenous youth.
- Investigate the establishment of an Indigenous community controlled employment agency.
- Darebin City Council to develop an Indigenous Employment Strategy with a target employment number and a focus on skill development and training. This follows a precedent set by some government departments and Indigenous organizations and could be used to encourage other local employers to do the same.
- Encourage mainstream employment and training organizations to develop partnerships or pathways with Aboriginal and Torres Strait Islander community organizations
- Liaise with the Career Education Association of Victoria (CEAV) to encourage career planning with local Indigenous youth.
- Also investigate ways to encourage Indigenous people to consider employment in areas of identified skill shortages such as the traditional trades, teaching and careers counselling.
- Investigate how the Federal Government's Structural Training & Employment Program (STEP program) could be further used to increase employment of Indigenous people.

**Business Support Actions**

- Undertake an inventory of all business support programs available through both the Victorian and the Federal Governments and produce a “booklet” (soft copy as well as hard copy). This inventory to be updated regularly and marketed to the community in an effort to increase the uptake of business support programs.
- Develop an Indigenous cultural awareness program for business
- Investigate the possibility of establishing an Indigenous Business Hub in Darebin. Preliminary discussions have been undertaken with the Darebin Enterprise Centre (DECL) and it may be possible to incorporate such a service into DECL’s general business support program.
- Undertake a feasibility study to establish an Indigenous “virtual business incubator” under the management of the Darebin Enterprise Centre Ltd.
- Work with VECCI to establish a Victorian Indigenous Chamber of Commerce. The main purpose or aim to be networking and education of Indigenous businesses.
- Establish an Indigenous Trade Show or Market where Indigenous businesses could show case their products and services. This could be incorporated into the proposed Koori Night Market at the Northcote Civic Square.
- Investigate the possibility of successful business people mentoring Indigenous business start ups.

**FINANCIAL IMPLICATIONS**

All initiatives will be funded either within existing budget allocations, or through consideration of new initiatives as part of the annual budget process, or through external funding.

**FUTURE ACTIONS**

- The Indigenous Economic Summit Implementation Plan will be circulated to the relevant Council officers for inclusion into annual departmental work plans.
- A status report on implementation to be presented to DATSICC and Council on a regular basis
- Wherever possible, external funding will be sought to assist implementation

**RELATED DOCUMENTS**

- *City of Darebin and Darebin Aboriginal & Torres Strait Islander Community Council (DATSICC) Indigenous Economic Summit & Job Market Report, Outline & Recommendations, October 2007* – see **Appendix A**.
- City of Darebin and Darebin Aboriginal & Torres Strait Islander Community Council (DATSICC) Indigenous Economic Summit – Implementation Plan, 2008/09 – 2010/11 see **Appendix B**.

**7.5 DRAFT METROPOLITAN WASTE AND RESOURCE RECOVERY STRATEGIC PLAN****MINUTE NO. 109****AUTHOR: Manager Environmental Engineering - Maurie Schultz****MANAGER: General Manager Environment and Amenity - Libby Hynes****BUDGET****IMPLICATIONS: Nil****SUMMARY:**

The Draft Metropolitan Waste and Resource Recovery Strategic Plan is currently out for formal public consultation with submissions closing on 19 May 2008. Amongst other things, the plan gives an overview of the waste infrastructure required to recover more waste in the future.

This paper details the issues considered in the draft plan and recommends a formal response to the draft Plan from the City of Darebin.

**CONSULTATION:**

The Draft Metropolitan Waste and Resource Recovery Strategic Plan is currently out for formal public consultation with submissions received until 19 May 2008. This Strategic Plan has been jointly prepared by the Department of Sustainability and Environment (DSE), Sustainability Victoria (SV), the Metropolitan Waste Management Group (MWMG) and the Environment Protection Authority (EPA) Victoria. DSE has overall responsibility for development of the Strategic Plan, while SV has responsibility for the Metropolitan Plan, and MWMG is responsible for the two Schedules to the plan.

In developing this draft, these agencies undertook widespread consultation and engaged in discussions with local government and industry to obtain initial feedback, including:

- Briefings with local government and the waste industry regarding the development process and expected timelines in April and May 2007
- Development of an 'issues paper' for discussion and feedback at workshops held in July 2007
- Consultation on options to deal with municipal solid waste and approaches for all wastes from October to December 2007.

Councillor Chris Kelly represents Local Government on the Metropolitan Waste Management Group Board. Councillors, the Executive Management Team and the Darebin Environmental Reference Group have been briefed on the draft Plan.

**COUNCIL RESOLUTION**

**MOVED:** Cr. M. Salata  
**SECONDED:** Cr. M. Kundevski

**THAT** a submission be made by Darebin City Council to the Draft Metropolitan Waste and Resource Recovery Strategic Plan to indicate that Council:

- (1) Supports the strategic intent of the Draft Metropolitan Waste and Resource Recovery Strategic Plan.
- (2) Is concerned that there is very little direction regarding the element of waste reduction in the strategic plan and that its focus is heavily weighted to 'end of pipe' solutions and requests further work on municipal waste reduction.
- (3) Will consider future Advanced Resource Recovery Technology (ARRT) proposals subject to rigorous analysis and contract governance and other procurement arrangements being agreed by all Local Governments concerned.
- (4) Requests assurance that individual Councils wishing to participate in a procurement process are represented by appropriate officers on specific Project Development Teams.
- (5) Acknowledges State Government support and funding for transitioning to improved waste collection systems in the past and confirms that ongoing support and funding will be required for the options presented in the draft Plan.
- (6) Encourages the Government to consider 'reward mechanisms' for those Councils wishing to 'buy into' early initiatives coming out of the Plan, commensurate with the risks of piloting a new system and to recognise this intent in the Final Plan.
- (7) Seeks to confirm that involvement in future projects will be on a voluntary basis.
- (8) Will favour options demonstrating superior environmental outcomes.

**CARRIED**

**REPORT****BACKGROUND**

The Draft Metropolitan Waste and Resource Recovery Strategic Plan is currently out for formal public consultation with submissions received until 19 May 2008. The Executive Summary of the Draft Metropolitan Waste and Resource Recovery Strategic Plan is attached as **Appendix B**. The following background information is an excerpt.

Following the adoption of the *Towards Zero Waste Strategy* (TZW), the Victorian Government initiated a number of key changes to the Environment Protection Act in 2006 to help meet the strategy's objectives and targets.

In 2006 the Metropolitan Waste Management Group (MWMG) was formed in recognition of the key role that metropolitan Melbourne would have in achieving the state-wide targets. The MWMG is an amalgamation of the four former metropolitan Regional Waste Management Groups (RWMGs).

The changes to the Act also provided for the development of a long-term Metropolitan Waste and Resource Recovery Strategic Plan for the management of solid waste across metropolitan Melbourne.

*The Metropolitan Waste and Resource Recovery Strategic Plan* (Strategic Plan) will articulate the implementation and delivery of the State Government's TZW Strategy for metropolitan Melbourne and identify future directions for waste and resource recovery, to 2030.



The Strategic Plan has three parts: the Metropolitan Plan, the Municipal Solid Waste Infrastructure Schedule and the Metropolitan Landfill Schedule.

Part 1 – The Metropolitan Plan sets the strategic framework for the management of all solid waste in metropolitan Melbourne.

Part 2 – The Municipal Solid Waste Infrastructure Schedule sets out a schedule of existing and required infrastructure for municipal solid waste.

Part 3 – The Metropolitan Landfill Schedule sets a schedule identifying the location and sequence for the filling and operation of landfill sites.

The key drivers of the Strategic Plan are:

- Government's policies and commitments relating to the TZW strategy and targets
- A need to deal with the projected population and economic growth of Melbourne in terms of sustainability outcomes for waste and materials recovery
- A need to manage and reduce greenhouse gas emissions as well as energy and water consumption in response to climate change
- Government's policies seeking to increase energy generation from renewable sources.

*The Metropolitan Waste and Resource Recovery Strategic Plan* sits within a broader sustainability context which takes into account the need for a more efficient use of resources and the impact of the entire lifecycle of a product or service.

When approved, the Strategic Plan is expected to inform local government and the waste industry of the strategic direction for future waste management in metropolitan Melbourne.

A glossary of terms is included in **Appendix C**.

## CORE ISSUES

The plan recognises that to achieve Towards Zero Waste (TZW) reduction targets, new technologies involving the development of major infrastructure to sort and treat the communities solid waste will be required to be built at strategic locations around Melbourne.

Before such facilities can be built, supply of large quantities of municipal solid waste over an extended contract period will need to be guaranteed to make such ventures commercially viable. (\$50m to \$150m per facility depending on the technology system selected and it is anticipated to cover the Metro area 6 to 8 facilities will be required).

Ideally, 'clusters' of Councils' will band together and enter into some form of common agreement to supply municipal waste for such ventures to be financed.

As stated in the background this is a Strategic Plan. It is not a prescriptive document and purports to allow Metropolitan Councils choice and flexibility when considering entering into future contracts for the collection and processing of municipal solid waste at high technology processing sites known as Advanced Waste Technology (AWT) or Advanced Resource Recovery Technology (ARRT) facilities.

### Targeting Food & Garden Organics

Regardless of what type of technology is considered, the recovery and processing of organic food and garden waste features as a key objective. This is because organic material is the largest component of waste found in the garbage waste stream and offers the greatest potential to improve diversion rates, reduce greenhouse gas emissions and produce renewable energy.

### Indicative Costing

High level cost modelling of the various bin/processing options suggests that additional costs to be in the order of 50 cents per week or \$26 per household per annum.

### Possible impacts to Darebin

Various technology options have been modelled for discussion purposes and changes. **Appendix A** shows the description and performance of the various options. The table shows 2 waste streams being “inner urban” and “outer suburban” with recommendations of “2 bin systems” for inner urban and “3 bin systems” for outer suburban. Darebin has inner urban characteristics to the south of the municipality, with the majority of the municipality currently fitting the characteristics (as discussed in the report) of “outer suburban”.

The 2 bin systems basically comprise one bin for recycling and one bin for everything else which is sorted and processed at an AWT. A critical issue to be considered in these systems is the environmental education around requiring residents to revert back to putting garden organics in the rubbish bin.

The 3 bin systems analysed have 2 main options

1. Three-bin service – weekly residual (garbage), fortnightly recyclables and **weekly food organics plus garden organics** in one bin.
  - Recyclables to MRF
  - Food organics and garden organics to anaerobic digestion at an AWT
  - Residual to best practice landfill

OR

2. Three-bin service – weekly residual (garbage), fortnightly recyclables and fortnightly garden organics
  - Recyclables to MRF
  - Garden organics to controlled atmosphere composting
  - Residual to mechanical sorting, plus anaerobic digestion at an AWT facility

**Option 1** (and variations thereof): Involves residents separating food waste and mixing in with the garden waste in the organics bin to be sent to a processing facility dedicated to this material alone. (effectively what Nillumbik Council is currently operating).

This option would see:

- Reasonably significant changes to kerbside collection systems
- Greater commitment to community education/behaviour change required
- Significant but not the highest landfill diversion rates. (assuming residual bin goes to landfill)
- High greenhouse gas reduction benefit

- Higher renewable energy gains (approx 80-100kWh/t)
- Best quality compost high nutrient material produced for agricultural purposes.

**Option 2** (and variations thereof): Keeping food waste in the existing residual (garbage) bin and sending this bin to an ARRT for mechanical separation and anaerobic digestion of organics rather than landfill - Garden waste and recycling bins remain as is.

This option would see:

- Less operational changes for kerbside collection (ie just take the existing garbage bin to an ARRT facility instead of landfill) but does not build on the community's developing environmental waste wise ethic involving separation at source, reducing and managing waste on site where possible.
- High level of diversion from landfill (albeit lower grade inert organic end products that may have to be used in landfill rehabilitation in the absence of commercial markets to on sell)
- High greenhouse gas reduction benefit
- Renewable energy produced to power facility with small net production for export (approx 0-20kWh/t)
- End products of lower marketable quality when compared to source separated material. (eg dedicated food and garden waste bin).

As previously mentioned the modeling present in the Plan is for discussion purposes. The models are based on numerous assumptions and until detailed business cases are prepared within a project procurement process the question of what the most appropriate system might be for a cluster of Councils remains open. It could be that further collection efficiencies could be gained by electing to collect residuals (garbage bin) fortnightly as occurs in Nillumbik.

### **Waste Reduction and Minimisation**

The Plan focuses primarily on large scale waste processing infrastructure developments as a means to better manage the community's waste streams in the future. Some reference has been made to the need to continue and expand on education/behavioural change programs aimed at reducing waste in the first instance however this most important (and difficult to deal with) aspect of waste management does not appear to have been adequately addressed in the Plan. This may have been intentional but regardless, the Plan should include greater consideration on waste reduction and minimisation options to provide the best environmental outcomes.

### **The Metropolitan Landfill Schedule**

Whatever technology is introduced there will be the need for landfill for some time to come. The technologies considered all have a residual element of waste that will require landfilling.

The Landfill Schedule is required to assess the future need for landfill in the metropolitan area and compare to the currently scheduled sites to determine the need for more landfill sites to be designated over the 10 years to 2017.

A key finding out of the development of the schedule was that the availability of airspace in the entire metropolitan area is adequate to satisfy demand for many decades. However, most of this airspace is located to the north and west of Melbourne. Landfill is in relatively short supply in the South East.

The draft Landfill Schedule does not provide for any new sites in the scheduled period. This recognises the existing airspace capacities available and the planned development of AWT plants to divert waste/resources from landfill.

### **Existing and Future Economic Instruments**

An unknown at this stage is to what extent the State Government will vary or impose new mechanisms to bring the commercial costs of traditional landfill, relative to new technology processing, closer together. (The cost of landfill in Sydney is more than double than in Melbourne making the introduction of AWTs more economically feasible in that area)

While there is no suggestion that the Government has any particular position on economic instruments at present, some of the options open to the Government include:

- Increasing the current Landfill Levy
- Imposing bans on certain waste materials to landfill
- Increasing environmental best practice requirements of existing landfills (thereby increasing operational costs)
- Funding various stages of the procurement process. (Business case, public sector comparators etc)
- Seed funding for capital intensive projects
- 'Best Practice' funds to Councils to assist in changes to kerbside collection systems as a result of new technology requirements
- Establishment subsidies (\$ per tonne sunset industry agreements) for the diversion of certain materials to ARRT facilities.

### **Carbon Trading**

An Australian Emission Trading Scheme is currently being formulated but the specific trading rules to be used will not be known for some time yet. While not certain, it is likely that the waste sector will not be a 'covered sector'. This may or may not provide financial advantages with respect to the generation of carbon offset credits tradable to the 'covered' sectors.

### **Incentive based economic instruments**

While the issue of economic instruments is uncertain, what is certain is that the cost to deliver waste services will continue to increase. Encouraging the Government to introduce incentive based economic instruments that reward proactive Councils for supporting new technologies would be well received by Local Government.

### **Conclusion**

Issues, concerns and expectations to be articulated in a formal response to the Strategic Plan can be summarised as follows:

**How much and who pays?:** Until detailed business planning is carried out to the satisfaction of the Councils involved and there is some certainty around government policy on matters that will affect the cost of establishing and operating ARRTs, the actual financial costs for a specific project will not be known. The types of technologies being considered may require Government support to establish and transition Councils waste services across. The Draft Strategic Plan should make suitable reference to this point and also that Local Governments' share should reflect the financial capacity of local communities to pay for increases in waste management costs.

**Flexible ‘buy in’:** The right of Local Government to choose to participate or not and if electing to participate ‘tailor’ options found in the Plan to suit their specific communities needs. It is noted that the Draft Strategic Plan infers Council commitment to future AWT contracts is discretionary. It is expected that Local Governments retain the right to participate or not in procurement AWT services as they see fit and to tailor services to suit their community’s needs and expectations.

**Direct Local Government input into project procurement:** It is expected that Councils prepared to express an interest in supplying material to a proposed facility would be given the opportunity to be adequately represented in the projects procurement process. It is expected that at some time over the next two to three years, Darebin (along with other Metropolitan Councils) will be asked to consider entering into a long term agreement that will see the development of major advanced resource recovery technology plants to receive our municipal waste in one form or another. Entering into such agreements will not be without some level of risk and it is important that the procurement model and guidelines for this process are understood and clearly agreed to by Local Government.

As a base requirement it is expected that the procurement model to be used is acceptable to the affected Councils in the Metropolitan Waste Management Group (including Darebin) and the resultant procurement guidelines allow for rigorous business case analysis at all stages of project development.

**Environmental Benefits:** Major environmental benefits are expected to flow from the introduction of ARTTs, including reduction of waste to landfill and production of renewable energy. This is consistent with Darebin’s environmental policies and waste strategy and will guide the ultimate model choice.

**Waste Hierarchy:** The City of Darebin as articulated in the *Waste Management Strategy 2007-2014* supports an overarching principle that sustainable waste practice should begin in the home, supplemented by Council kerbside waste services to manage waste on a larger scale. The waste hierarchy calls for a reduction in the generation of waste as the best waste management option available. This should be better emphasised and expanded in the Final Plan with direction given as to how this important element of municipal waste management will be strengthened to support the TZW strategy.

These issues have been summarised for submission in the Recommendation section of this report.

## FUTURE ACTIONS

A submission will be made to the Draft Metropolitan Waste and Resource Recovery Strategic Plan and officers will continue to be involved in ongoing development and implementation.

## RELATED DOCUMENTS

- Full Draft Metropolitan Waste and Resource Recovery Strategic Plan (<http://www.sustainability.vic.gov.au/www/html/1517-home-page.asp>) Executive summary attached as **Appendix B**.
- Darebin Council Waste Management Strategy
- Waste Management Glossary of Terms (see **Appendix C**)

**7.6 STATUS REPORT ON REPORTS AND 'GENERAL BUSINESS' ITEMS OUTSTANDING**

MINUTE NO. 110

**AUTHOR:** Council Business Coordinator – Ron Downes**MANAGER:** General Manager Corporate Services – Mark Davies**BUDGET  
IMPLICATIONS:** Nil**SUMMARY:**

This report provides a summary of the status of reports and 'General Business' items outstanding as at April 2008.

**CONSULTATION:**

Executive Management Team

**COUNCIL RESOLUTION****MOVED:** Cr. V. Fontana  
**SECONDED:** Cr. M. Salata

**THAT** the status report on Reports and 'General Business' items outstanding as at April 2008, attached as **Appendix A** to this report, be received and noted.

**CARRIED****REPORT**

The status of outstanding reports and actions requested by Council resolution is reported to Council monthly.

A schedule of the reports and actions outstanding as at April 2008 is attached as **Appendix A**.

The list of reports requested includes items raised by Councillors under 'General Business'.

Items are deleted from the list once the report or action has been completed and the completed status has been noted by the Council.

**8. URGENT BUSINESS**

Nil.

**9. GENERAL BUSINESS****9.1 PARKING - MAIN DRIVE MACLEOD NEAR 'KINGSBURY GARDEN'****MINUTE NO. 111**

<b>COUNCIL RESOLUTION</b>
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**MOVED: Cr. S. Chiang****SECONDED: Cr. M. Salata**

**THAT** Council officers submit a report to Council regarding traffic and parking issues in Main Drive MacLeod near 'Kingsbury Garden' (Student Accommodation).

**CARRIED****9.2 REGULATION OF ALCOHOL PROMOTIONS****MINUTE NO. 112**

<b>COUNCIL RESOLUTION</b>
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**MOVED: Cr. P. Stephenson****SECONDED: Cr. M. Salata**

**THAT** Council officers submit a report to Council on what remedies can be applied to halt the promotion of potential alcohol misuse through special home delivery offers.

**CARRIED**

**10. CONSIDERATION OF REPORTS CONSIDERED CONFIDENTIAL****CLOSE OF MEETING**

**MOVED:** Cr. S. Chiang  
**SECONDED:** Cr. D. Asmar

**THAT** in accordance with Section 89(2) of the Local Government Act 1989, Council resolves to close the meeting to members of the public to consider the following items which relate to contractual matters:

- 10.1 Right of Way (Road) Discontinuance adjacent to 193 and 195 Purinuan Road and 6 and 8 Corvey Road, Reservoir.
- 10.2 Award of Tender – Supply and delivery of two (2) Dual Control Multi Purpose Green Waste and Domestic Side Loading Compaction Units.
- 10.3 Tender for Northcote Aquatic and Recreation Centre Stage 2 Works.

**CARRIED**

The meeting was closed to members of the public at 7.45pm.

*The Council considered and resolved on Report Item 10.1 (Right of Way (Road) Discontinuance adjacent to 193 and 195 Purinuan Road and 6 and 8 Corvey Road, Reservoir), Report Item 10.2 (Award of Tender – Supply and delivery of two (2) Dual Control Multi Purpose Green Waste and Domestic Side Loading Compaction Units) and Report Item 10.3 ( Tender for Northcote Aquatic and Recreation Centre Stage 2 Works) which had been circulated to Councillors on Thursday 1 May 2008 with the Council Agenda Paper.*

**RE-OPENING OF MEETING**

**MOVED:** Cr. M. Salata  
**SECONDED:** Cr. S. Chiang

**THAT** the meeting be re-opened to the members of the public.

**CARRIED**

The meeting was reopened to members of the public at 7.47pm.



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**CONFIDENTIAL****10.1 RIGHT OF WAY (ROAD) DISCONTINUANCE ADJACENT TO 193 AND 195 PURINUAN ROAD AND 6 AND 8 CORVEY ROAD, RESERVOIR.**

MINUTE NO. 113

**AUTHOR:** Property Officer - Kelly Caruso**MANAGER:** Manager Asset Strategy – Nerina Di Lorenzo**BUDGET  
IMPLICATIONS:** Detailed in the confidential report.**SUMMARY:**

This report recommends that Council commence the statutory procedures for the discontinuance and sale of the 3.05m wide right of way (road) adjoining 193 and 195 Purinuan Road and 6 and 8 Corvey Road, Reservoir, and to also consider a departure from its policy guidelines in regard to the sale of the land from the road.

**CONSULTATION:**

Owners/occupiers of abutting properties, Service Authorities and Council Departments.

<b>RECOMMENDATION</b>
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**THAT** the Council Resolution be made available to the public but the report remain confidential.

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<b>COUNCIL RESOLUTION</b>
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**MOVED:** Cr. S. Chiang

**SECONDED:** Cr. M. Salata

**THAT** the following Council Resolution:

*“THAT Council:*

- (1) *Commence the statutory procedures under section 206 and clause 3 of Schedule 10 to the Local Government Act 1989 (“the Act”) to discontinue the road adjoining 193 and 195 Purinuan Road and 6 and 8 Corvey Road, Reservoir, shown hatched on the plan attached as **Appendix A** to this report.*
- (2) *Give public notice under Sections 207A and 223 of the Act of the proposed discontinuance in the appropriate newspapers and such notice state that if discontinued, Council proposes to sell the land from the road.*
- (3) *Agree to depart from its policy guidelines and authorise the General Manager Community Assets and Leisure to negotiate the sale of the land from the road, if discontinued, adjoining 195 Purinuan Road Reservoir, to the owners of that property for the sum of \$9000, and adjoining 8 Corvey Road Reservoir to the owner of that property for the sum of \$9,000.”*

be made available to the public but the report remain confidential.

**CARRIED**

**CONFIDENTIAL****10.2 AWARD OF TENDER – SUPPLY AND DELIVERY OF TWO  
(2) DUAL CONTROL MULTI PURPOSE GREEN WASTE AND  
DOMESTIC SIDE LOADING COMPACTION UNITS****MINUTE NO. 114****AUTHOR: Coordinator Fleet and Plant - John Milwain****MANAGER: General Manager City Services - Jeff Saker****BUDGET****IMPLICATIONS: As detailed in the confidential report.****SUMMARY:**

In accordance with the 2007/2008 plant replacement program, the City of Darebin called for Tenders on 3 November 2007 for the supply and delivery of Two (2) Dual Control Multi Purpose Green Waste and Domestic Side Loading Compaction Units.

The evaluation of all tenders received has been carried out with due consideration given to the tenderer's ability to deliver consistent with the specification. This report recommends the acceptance of the preferred tender.

**CONSULTATION:**

Tender Evaluation Panel

**RECOMMENDATION**

**THAT** the Council Resolution be made available to the public but the report remain confidential.

**COUNCIL RESOLUTION****MOVED: Cr. S. Chiang****SECONDED: Cr. M. Salata****THAT** the following Council Resolution:*“THAT:*

- (1) *Council award Contract CT0830 for the supply and delivery of two (2) Dual Control Multi Purpose Green Waste and Domestic Side Loading Compaction Units to MacDonald Johnston Pty Ltd for \$652,416.60 inclusive of on-road costs and GST in accordance with the specifications stated in the tender document.*

- (2) *Authority be delegated to the General Manager City Services to finalise contract negotiations and sign the Contract. “*

be made available to the public but the report remain confidential.

**CARRIED**

**CONFIDENTIAL****10.3 TENDER FOR NORTHCOTE AQUATIC AND RECREATION CENTRE STAGE 2 WORKS**

MINUTE NO. 115

**AUTHOR:** Manager Leisure Services - Janice Lane**MANAGER:** General Manager Community Assets and Leisure - Geoff Glynn**BUDGET****IMPLICATIONS:** Detailed in the confidential report**SUMMARY:**

Tenders for project CT 0861, Stage 2 of the Northcote Aquatic and Recreation Centre (NARC) Masterplan have been advertised. Three companies submitted applications for this project. This report identifies the preferred tender based on key selection criteria and tender evaluation ratings.

**CONSULTATION:**

YMCA – Managers of Northcote Aquatic and Recreation Centre

**RECOMMENDATION**

**THAT** the Council Resolution be made available to the public but the report remain confidential.

**COUNCIL RESOLUTION****MOVED:** Cr. S. Chiang**SECONDED:** Cr. M. Salata**THAT** the following Council Resolution:*THAT Council:*

- (1) Award Contract CT 0861 for Northcote Aquatic and Recreation Centre (NARC) Stage 2 works for the lump sum price of \$988,295 (including GST) to AVP Constructions.
- (2) Authorise the General Manager Community Assets and Leisure to sign the contract documentation on behalf of Council.”

be made available to the public but the report remain confidential.

**CARRIED**

## **11. CLOSE OF MEETING**

The meeting closed at 7.49pm.