

YARRA RIVER - BULLEEN PRECINCT

LAND USE FRAMEWORK PLAN

CONSULTATION DRAFT
AUGUST 2020



NOTE ON UPDATED 2020 DRAFT

This updated draft of the *Yarra River – Bulleen Precinct Land Use Framework Plan* has been prepared for referral to the Yarra River – Bulleen Precinct Advisory Committee in August 2020. A previous draft was exhibited for public comment in May–June 2019, prior to the deferral of hearings associated with the advisory committee by the Minister for Planning.

To enable the advisory committee to consider the most relevant and up-to-date information and support its recommendations to the Minister, a range of minor amendments have been made to this updated draft, reflecting:

- the current status of the North East Link Project and plans for the relocation and replacement of open space and recreation facilities instigated by this project
- amended plans for the Yarra Valley Country Club, which have also been referred to the advisory committee
- a strengthened understanding of Wurundjeri Woi-wurrung cultural values in the precinct, following completion of the *Bulleen-Banyule Cultural Values Study* in early 2020.

Further information on the advisory committee can be found on page 51.

The Yarra River – Bulleen Precinct Land Use Framework Plan project commenced in 2018 as the Cultural River Precinct Structure Plan. DELWP acknowledges the feedback provided by the community and stakeholders to date and recognises the critical contribution of Taylor Cullity Lethlean and Capire Consulting to the project.

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ABORIGINAL ACKNOWLEDGEMENT

The Wurundjeri Woi Wurrung people are Traditional Owners of the lands of the *Birrarung* – the Yarra River.

We recognise and respect Traditional Owners rights and responsibilities in Caring for Country.

Aboriginal people have lived on the land now called Melbourne for tens of thousands of years.

We acknowledge Aboriginal people as Australia's first peoples and as the Traditional Owners and custodians of the land and water on which we rely.

We recognise and value the ongoing contribution of Aboriginal people and communities to Victoria and how this enriches us.

We embrace the spirit of reconciliation.

We're committed to self-determination, working closely with Aboriginal communities to drive action and improve outcomes.



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1.0 INTRODUCTION

1.1 OVERVIEW

The Yarra River (Birrarung) plays a central role in the liveability of Melbourne. The river not only provides water to the city, but also supports the social, cultural, economic and recreational needs of communities along its 242-kilometre length. The riparian zone – the riverbanks and the land adjacent to the river – is also a significant biodiversity corridor. Indigenous plants and animals thrive here, providing Melburnians unique opportunities to connect with nature.

Of special importance is the stretch downstream from the confluence with the Plenty River, where the Yarra River bends its way south-westward through Lower Templestowe, Heidelberg and Bulleen. This suburban segment of the river is home to extensive parklands and distinctive natural and cultural places. It contains the last significant remnants of the network of billabongs and riparian woodlands, featuring centuries-old River Red Gums, that were once a common feature of the river throughout our city. It has inspired generations of artists associated with the Heidelberg School and modernist art movements.

The critical need to plan for the future of the Yarra River – Bulleen Precinct (the study area) was identified by the Yarra River Protection Ministerial Advisory Committee, which recommended the development of an integrated plan to provide direction to future land use changes for the area.

Action 21 of the Victorian Government's *Yarra River Action Plan (2017)* committed to the preparation of a framework plan. The potential for the study area to become an internationally significant cultural precinct, centred on the relationship between the arts, nature and Traditional Owner heritage, was recognised.

The study area contains important Crown parklands that are part of the Greater Yarra Urban Parklands – declared under the *Yarra River Protection (Wilip-gin Birrarung murrnong) Act 2017* – identifying them as part of an urban natural entity of state significant parklands

stretching from Melbourne's urban growth boundary to the heart of the city. Together with the Yarra River itself, these parklands are recognised as a magnificent natural asset that is key to Melbourne's liveability and vitality.

The Yarra River – Bulleen Precinct is also subject to transitioning land uses brought about by development and infrastructure pressures. It is critical that changes in land use are managed carefully and deliver the best environmental and community outcomes.

This draft Yarra River – Bulleen Precinct Land Use Framework Plan has been developed to translate the values and ambitions of the *Yarra River Protection (Wilip-gin Birrarung murrnong) Act 2017*, aiming to 'keep the Yarra (Birrarung) alive'. The draft Framework Plan outlines a vision and principles to guide land use and connections in the study area over the long term. Detailed objectives for the study area set out a road map for achieving this vision. In summary, the draft Framework Plan proposes:

- Reconnected parklands and ecological landscapes, increasing the open space footprint and filling in the gaps of the Greater Yarra Urban Parklands.
- Improved walking and cycling routes that 'knit' together key places within the study area and beyond, including to public transport routes and activity centres. This will result in better community access and connection to the Yarra River and reinforce the study area's role as a cultural and recreational destination.
- An internationally significant cultural place, centred on the relationship between the arts, nature and Traditional Owner heritage, with Heide Museum of Modern Art to be expanded and two potential new cultural hubs established.
- A complementary mix of uses, where public and private uses are better connected and add value to each other.

The draft Framework Plan, once finalised and adopted, will provide certainty to local communities, landowners and developers by prioritising the amenity and character of the Yarra River and balancing the need for change in the study area with the protection of the river for the benefit of current and future generations.

1.2 YARRA RIVER – BULLEEN PRECINCT ADVISORY COMMITTEE

In October 2018, the Minister for Planning appointed an advisory committee under section 151 of the *Planning and Environment Act 1987* to provide advice about the Yarra River – Bulleen Precinct.

The advisory committee will provide the Minister for Planning with strategic and statutory planning advice on the future of the study area, including by making recommendations about the draft Framework Plan.

The draft Framework Plan and two private development proposals within the study area were exhibited in May and June 2019. Hearings of the advisory committee were subsequently postponed pending the Minister for Planning's assessment of the North East Link project under the *Environment Effects Act 1978*.

The advisory committee process is due to recommence in the second half of 2020.

Following exhibition of updated materials, the advisory committee will conduct public hearings and provide all submitters, including key stakeholders such as the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation, the Birrarung Council, the North East Link and local governments, with an opportunity to be heard.

1.3 STRATEGIC SUMMARY

The strategic summary, overleaf, outlines the consultation undertaken to date as well as the vision, principles and objectives of this draft Framework Plan.

Detailed information is included in the body of the report.

'The precinct has the opportunity to become an internationally significant cultural precinct, centred on the relationship between the arts, nature and Traditional Owner heritage'

Yarra River Action Plan (2017)

Community consultation

YOU TOLD US TO...

Improve the environmental health of the Yarra River

- Environmental health is intrinsic to our connection to the study area
- Preserve and enhance the natural 'bushland' feel of the study area.

Celebrate cultural and heritage values

- Recognise the intrinsic link between the natural landscape and Aboriginal culture
- Work with the Wurundjeri Woi Wurrung People to share and celebrate culture and heritage.

Protect the visual landscape through land use planning

- Protect natural spaces and ensure any future developments in study area complement and are sensitive to the natural environment
- Any development should respect and respond to the Yarra River corridor setting.

Improve connections between pedestrian and cycling paths

- Improve connections between pedestrian and cycling paths
- Create new connections to the Yarra River, to parklands and natural areas
- There should be more, well-designed sporting and recreation opportunities
- Balance community use and access with protecting the environment
- As part of any development at the Yarra Valley Country Club site, land should be returned to public, including for new wetlands
- Land at the former Bulleen Drive-in site should be used for rehabilitation and the restoration of indigenous vegetation.

Create a 'world class cultural precinct'

- Create a hub that builds on existing cultural places, Traditional Owners' history and culture, and features educational opportunities and community spaces
- Expand the Heide Museum of Modern Art
- Ensure strong governance is in place to deliver on the community's vision for the study area.

Vision and principles

OUR VISION FOR THE PRECINCT...

Healthy environment - land and water

This environment – the land and water – is a healthy living entity where indigenous plants and animals thrive

- Build on the legacy of high-quality parklands in the precinct
- Reclaim and rehabilitate riparian corridors
- Protect and restore habitats and biodiversity, reconnecting the floodplain and billabongs.

Culture, the arts, and storytelling

A place of spiritual connection where layered stories – Wurundjeri Woi Wurrung, colonial and modern – are celebrated and kept alive

- Keep culture alive, strengthening existing cultural places
- Develop new cultural hubs, drawing together key threads of culture
- Tell the stories of people who have lived and worked here over many generations.

Connected people and places

People and places connect to a destination of international significance

- Rebuild connections within and between: landscapes, land, water, stories, people and communities
- Reaffirm the Yarra River (Birrarung) as the heart of the precinct
- Create a walking and cycling network that links to the river, key destinations and the rest of Melbourne
- Use urban form to restore visual and physical links to the Yarra River and parklands.

Delivering public value

There is a legacy and value here for future generations

- Ensure future development and change leaves a lasting positive legacy
- Introduce a compatible mix of uses to improve the quality and amenity of parklands and open space
- Improve the environmental, social and cultural values of the study area for future generations.

Objectives

OUR ROADMAP TO ACHIEVE THE VISION...

Objective 1: Ecological and parkland connections



1.1 A continuous open space connection on the east side of the river

1.2 Bring land at Banksia Street into public ownership

1.3 Restore and link remnant indigenous landscapes

1.4 Revive the study area's billabong network

Objective 2: Access for the future



2.1 Establish new pedestrian and cycling linkages

2.2 Balance the needs of different users, values and the environment

2.3 New pedestrian and cycling bridges across the Yarra River

2.4 Safer pedestrian and cycling access at Banksia Street Bridge

2.5 Pedestrian links between the new cultural gateway and destinations

2.6 Encourage activation and circulation with a new looped connection

2.7 Investigate the duplication of Templestowe Road

Objective 3: An internationally significant cultural place



3.1 Support continued development of Heide Museum of Modern Art

3.2 Ongoing protection for Aboriginal cultural heritage places

3.3 A new cultural place as part of the Yarra Valley Country Club redevelopment

3.4 Develop a new Cultural Gateway at Bulleen Industrial Precinct

3.5 Develop a shared storytelling strategy

Objective 4: A complementary mix of uses



4.1 A new cultural place integrated with residential development on the YVCC site

4.2 Renewal of the Bulleen Industrial Precinct

4.3 New open space and revegetation at the former Bulleen Drive-In site

4.4 New open space and revegetation to compliment residential development

4.5 New open space on Crown land parcels and adjoining private land









4.6 Low-rise development at defined locations that respects its environs

4.7 Share and consolidate traffic access and car parking

4.8 Support public pedestrian access along both sides of the river



Legend

-  Study Area Boundary
-  Local Government Area Boundary
-  Key Sites
-  Heidelberg Major Activity Centre
-  Yarra River / Water body
-  Train Station
-  Rail Network
-  Transmission Line



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MAP 1: STUDY AREA



2.0 SETTING AND CONTEXT

2.1 POLICY AND STRATEGIC CONTEXT

The study area covers an area of the Yarra River corridor through the suburbs of Lower Templestowe, Heidelberg and Bulleen, shown in Map 1.

This draft Framework Plan has been developed with recognition of the existing legislative, policy and strategic framework aimed at protecting the Yarra River, and with the goal of balancing the impacts of development with the waterway's intrinsic values. The following sections provide an overview of this policy and strategic context.

Plan Melbourne 2017–2050

Plan Melbourne 2017–2050, the city's metropolitan strategy, recognises the contribution that the Yarra River and its parklands have made in shaping the city's development. Plan Melbourne directs that these parklands should be protected, enhanced, and supported by a network of green spaces to encourage biodiversity conservation and the restoration of natural habitats. Key Plan Melbourne policies relevant to the draft Framework Plan include:

- **Policy 4.1.4: Protect and enhance the metropolitan water's edge parklands:**
The first step in protecting parklands on the edge of the Yarra River is the establishment of the Great(er) Yarra (Urban) Parklands stretching from Warrandyte to Port Phillip Bay.
- **Policy 4.2.2: Support the growth and development of Melbourne's cultural precincts and creative industries:**
Ensure spaces and facilities are created that encourage cultural innovation and new forms of artistic expression throughout the metropolitan area.
- **Policy 6.5.1: Create a network of green spaces that support biodiversity conservation and opportunities to connect with nature:** Melbourne's network of green spaces is made up of a range of both public and private spaces to connect people with nature and retain habitat areas for biodiversity conservation. Existing green spaces will need to be protected while new spaces are created to increase and improve landscape connectivity.
- **Policy 6.5.2: Protect and enhance the health of urban waterways:** There are a range of challenges for the health of Melbourne's waterways, such as climate change and population growth. This policy notes that water-sensitive urban design and stormwater harvesting allow for the retention of stormwater in the landscape – necessary to secure the health of the city's waterways and bays.

Plan Melbourne 2017–2050 also calls for the protection and management of sites of Aboriginal and post-European settlement cultural heritage. Protection of these sites will ensure they are available for present and future generations.

Yarra River protection

Through a comprehensive suite of reforms as part of the Yarra River protection program, the Victorian Government is working to secure the future of the river as an integral part of Melbourne's liveability and vitality. The reforms reflect the Yarra River's social, environmental and economic importance to Victoria.

Central to the program is the *Yarra River Protection (Wilip-gin Birrarung murrnong) Act 2017* (the Yarra River Protection Act). This provides for the management and protection of the Yarra River and its public lands as one living and integrated natural entity through the development and implementation of a Yarra Strategic Plan and establishes the Birrarung Council to act as the 'voice of the Yarra River'.

As part of the Yarra River corridor, public land in the study area is subject to the provisions of the Yarra River Protection Act, including:

- **Social principle:** The existing amenity of Yarra River land, including its natural features, character and appearance, should be protected and enhanced for the benefit of the whole community.
- **Recreational principle:** Community access to, and use and enjoyment of, Yarra River land should be protected and enhanced in designing and managing public open space for compatible multiple uses that optimise community benefit.
- **Environmental principle:** There should be a net gain for the environment in the area of Yarra River land arising out of any individual action or policy that has an environmental impact on Yarra River land.

Yarra River Action Plan

The Victorian Government's *Yarra River Action Plan* (2017) identifies a suite of strategic, legislative and policy actions to ensure the long-term health of the waterway and its lands. These actions are aimed at better connecting Victorians with the environment, protecting the health of waterways and parklands, and understanding that creating a greener, healthier city is not just good for the community but good for our economy.

The *Yarra River Action Plan* recognises that the Yarra River is more than a waterway; it is about the parklands and green open spaces that line its banks, the communities that live along its path and the sporting and recreational clubs that use its waters and lands.

This draft Framework Plan has been developed in direct response to Action 21 in the *Yarra River Action Plan*, which calls for development in the short-term of:

'a precinct structure plan to provide direction to the future land use changes for the Yarra corridor between Bulleen Park and Banyule Flats. This precinct has the opportunity to become an internationally significant cultural precinct, centred on the relationship between the arts, nature and Traditional Owner heritage. The precinct has a number of public acquisition overlays and land use opportunities that should be reviewed as a whole to provide certainty to landowners and developers.'

Yarra Strategic Plan

A key feature of the Yarra River Protection Act is the requirement to develop and implement an overarching plan for the length of the river to be known as the Yarra Strategic Plan. The landmark plan, currently in draft, is an integrated river corridor strategy driven by a 50-year community vision. The vision was established in 2018 through a community and stakeholder engagement process led by Melbourne Water.

The Yarra Strategic Plan will enable agencies to plan, protect and manage the Yarra River corridor as one living, integrated natural entity. It will act as an overarching strategy to integrate the many plans, regulations and investment programs of the various agencies and organisations that help manage the Yarra River. The Yarra Strategic Plan will also enable collaborative management of the river with Traditional Owners.

In accordance with provisions in the Yarra River Protection Act, the Yarra Strategic Plan will include a framework plan that:

- creates a spatial structure for the future use and development of the Yarra River corridor
- identifies areas for protection.

To ensure a unified approach to the study area, this draft Framework Plan aligns with and is complementary to the broader regional framework set out in the Yarra Strategic Plan. The Yarra Strategic Plan will be finalised consistent with the endorsement and approval process outlined in the Yarra River Protection Act.

In keeping with the 50-year community vision established as part of the Yarra Strategic Plan process, this draft Framework Plan includes an aligned community vision that reflects the significant values attached to the study area and its important cultural and recreational role in the Yarra River corridor and in Melbourne more broadly.

Bulleen-Banyule Flats Cultural Values Study

The Bulleen-Banyule Flats Cultural Values Study, undertaken by the Wurundjeri Woi Wurrung, documents the tangible and intangible Traditional Owner values associated with the study area. Identified values relate to beliefs, customs, historic figures, specific places, the history of frontier relations, traditional utilisation of the landscape and the archaeological record.

A significant finding of the study is that Wurundjeri Woi Wurrung people understand the study area as an integrated cultural landscape. The study also emphasises the importance of cultural renewal – including maintaining cultural activities on Country and protecting and enhancing both tangible and intangible place-based values.

This draft Framework Plan aims to further the specific Wurundjeri Woi Wurrung aspirations for the study area, building on the Wurundjeri Woi Wurrung Water Policy, *'Nhanbu narrun ba ngargunin twarn Birrarung – Ancient Spirit and Lore of the Yarra'* developed in 2018. Learnings from the Bulleen-Banyule Flats Cultural Values Study have been integrated with this Framework Plan, including:

- support for retuning parkland and ecological connections
- the need to avoid impacts to identified cultural values and to not disturb areas of cultural significance
- the desire to establish a cultural place for Wurundjeri Woi Wurrung people at the Plenty River confluence.



For further information on the *Yarra Strategic Plan* and its 50-year community vision, visit: [imaginetheyarra.com.au](https://www.imaginetheyarra.com.au)



State planning policy

State planning policy stresses the importance of protecting the vegetation and landscape along the Yarra River to ensure that development preserves the local landscape setting. Notably:

- Clause 12.03-1S identifies the strategic need to protect the Yarra (and other major waterways) as a significant economic, environmental and cultural asset as well as ensuring that development along these waterways responds to and respects the significant assets of these spaces.
- Clause 12.03-1R relates to the protection of the Yarra River, and the sole objective is to maintain and enhance the natural landscape character of the Yarra River corridor.
- Clause 19.02-6S aims to ensure that open space networks are linked through the provision of walking and cycling trails.
- Clause 19.02-6R seeks to ensure that continuous open space links and trails are created along the Yarra River parklands, extending from Warrandyte to the Port Phillip Bay.

Stronger planning controls

In 2017 the Victorian Government introduced stronger, consistent planning controls to protect the Yarra River from inappropriate development. The controls introduce mandatory height limits, establish minimum setbacks from the river's edge, help protect vegetation and address overshadowing of the river. Introduced on an interim basis, the controls are due to be finalised on a permanent basis in 2021.

In June 2020, the Minister for Planning announced his intention to implement the controls on a permanent basis following a review of their effectiveness to date.

For further information visit:

planning.vic.gov.au.

Local planning policy

The study area incorporates parts of two local government areas: Manningham and Banyule. The planning schemes for these two municipalities include both state and local policy content that seeks to protect and enhance the natural environment.

Both planning schemes focus on linking natural environments along the Yarra River and require that developments protect and enhance the natural environment. Notable local policies within these schemes are outlined below.

Banyule Planning Scheme

- Clause 21.03 (Cultural Heritage) sets out key issues relating to cultural heritage, noting 'cultural heritage places, including buildings and structures, areas or groups of buildings (heritage precincts), archaeological sites, trees, landscapes, and Aboriginal sites, places and objects require improved understanding, protection and conservation'.
- Clause 21.05 (Natural Environment) outlines objectives and strategies aimed at addressing key natural environment issues, with a key objective being the need to '*protect, conserve and enhance areas of floral, faunal and habitat significance*'. Strategies to achieve this include the linking of open spaces and discouraging land uses or developments that will detrimentally affect the municipality's environmental and conservation values.

Manningham Planning Scheme

- Clause 21.07 (Green Wedge and Yarra River Corridor) of the Manningham Planning Scheme notes that there are few opportunities for development within the Yarra River corridor (and green wedge). The clause notes that:
 - '*the challenge for the municipality is to provide for sustainable land use and development in these areas while achieving a net gain of native vegetation*'
 - '*development should protect and enhance the natural environment, including the Yarra River and other waterways, topography, open space,*

habitat and fauna links within the green wedge and Yarra River corridor’.

- Clause 22.11 (Heritage) identifies a range of objectives and strategies in the protection of cultural heritage assets, key objectives for which include:
 - *‘to enhance cultural heritage through the retention and protection of significant buildings, precincts, trees and landscapes’*
 - *‘to protect sites of archaeological significance’.*

Key strategies include the need to:

- *‘identify and assess the cultural significance of heritage places and sites of archaeological significance’*
- *‘encourage initiatives that preserve and enhance Manningham’s cultural heritage’.*

Public Acquisition Overlay

The Public Acquisition Overlay (PAO) is applied to several private land parcels within the study area. The majority of these were put in place in 1975 for the purposes of conservation, recognition of landscape value, protection of the Yarra River frontage and provision of parkland linkages to north side of the river.

The PAO is preserving long-term opportunities for the Victorian Government to deliver better social, environmental and economic outcomes for communities through the strategic acquisition of land.

Currently, private property holdings create major gaps in the public land footprint of the Yarra River and represent barriers to access and connectivity.

The draft planning scheme amendment C132mann, exhibited in May-June 2020, proposes that the private land at 37-59 Templestowe Road Bulleen, which is subject to a PAO as future public open space, be acquired on behalf of the Victorian Government for an expansion of parklands for recreation and conservation purposes.

The PAO has also been applied to facilitate road improvements, including the widening of Templestowe Road.

Management of land

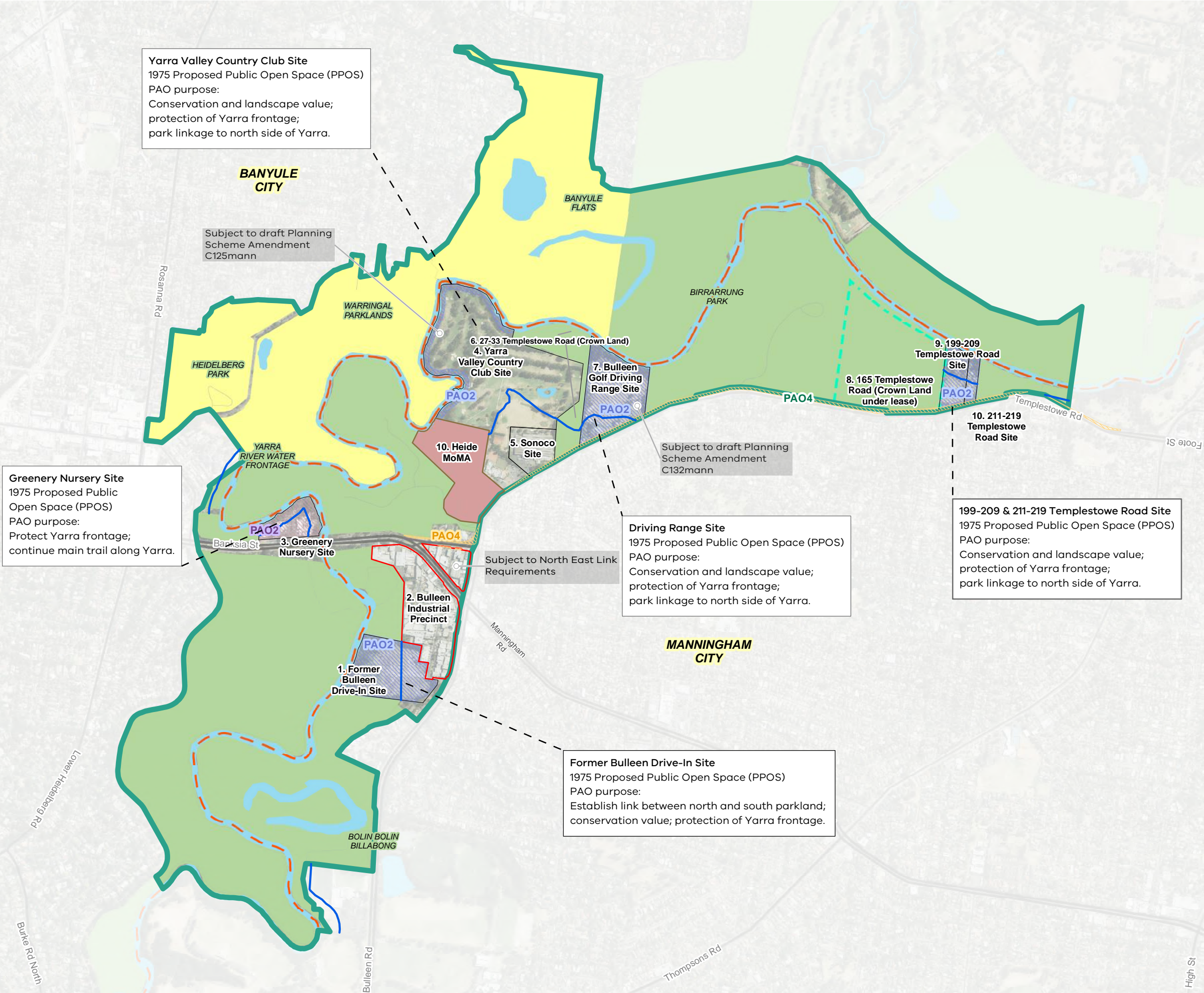
Land within the study area is managed by a range of public and private entities, including Parks Victoria, local government, the Heide Museum of Modern Art and private landholders.

Some areas are managed in partnership with others, such as friends’ groups, the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation and Melbourne Water.

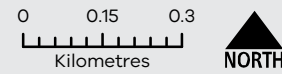
Map 2 shows the status of land ownership and management and identifies land subject to the PAO.

Legend

- Study Area Boundary
- Local Government Area Boundary
- Yarra River / Water body
- Bulleen Industrial Precinct
- Private Property
- Public Acquisition Overlay (PAO)
- Banyule City Council
 - PAO2 - Open Space
- Manningham City Council
 - PAO2 - Open Space
 - PAO4 - Road Widening
- Mandatory minimum setback line
- Public Land Management - Managing Organisation
 - Parks Victoria
 - Council
 - Heide Museum of Modern Art (including public land)



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MAP 2: LAND STATUS

2.2 OTHER PROJECTS

A number of important projects focusing on the study area are currently underway. The following projects have been considered in the development of the draft Framework Plan.

Project	Agencies	Detail
Banyule Flats Conservation Project	Banyule Council	Development and enhancement of existing connectivity corridors, particularly along drainage lines at ground level and above. Restoration of wetlands and Banyule Swamp.
Bolin-Bolin Billabong Rehabilitation Project	Melbourne Water, Parks Victoria, Manningham Council, Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation	Major rehabilitation works at Bolin Bolin Billabong. The project aims to restore natural water inflow regimes and rehabilitate the surrounding environment. This will improve habitat for local wildlife as well as amenity for people using the area.
Koonung Creek Linear Park Pathway Connection	Manningham Council, Boroondara Council	Investigation (as part of the Koonung Creek Linear Trail Management Plan) of a pedestrian link to create a circuit at the southern end of the Bolin-Bolin Cultural Heritage Trail Site.
North East Link	Major Transport Infrastructure Authority	New road link to connect the Eastern Freeway and the M80 Ring Road in Melbourne's north-east. Tunnelling along a north-south alignment through the precinct, the link will include a significant interchange at Manningham Road.
Yarra Flats Park Restoration	Melbourne Water	Planning to improve the quality of the stormwater runoff from the adjacent residential areas. The proposal is part of Melbourne Water's overall plan to improve the health of the Yarra River.
Yarra Strategic Plan	Melbourne Water	This landmark plan will be a single, integrated river corridor plan to give effect to the Yarra River 50-Year Community Vision (2018), enable collaborative management of the river with Traditional Owners, guide localised planning and ensure management of the Yarra River as one living and integrated natural entity.

2.3 COMMUNITY VIEWS AND VALUES

In 2018 the Victorian Government consulted with the community on the future directions for land use and development within the study area. Through a range of face-to-face and online engagement activities, the following priorities were identified:

The health of the Yarra River is of paramount importance

- Environmental health is integral to the sense of connection to the Yarra River and the study area
- The natural 'bushland' feel of the study area needs to be preserved and enhanced.

Celebrate cultural and heritage values

- The intrinsic link between the natural landscape and Aboriginal culture and practices should be recognised.
- Work with the Wurundjeri Woi Wurrung People to share and celebrate culture and heritage.

Protect the visual landscape through land use planning

- Protect natural spaces and ensure any future developments in the study area complement – and are sensitive to – the natural environment.
- Any development should be low key and responsive to the Yarra River corridor setting.

Community use and access needs to be improved

- Improve connections between pedestrian and cycling paths, including new river crossings.
- Create additional connections to the Yarra River, to parklands and natural areas.
- There should be more, well-designed sporting and recreation opportunities in the study area, accessible to an increasingly diverse community.
- We need to carefully balance community use and access with protecting the environment.
- As part of any development at the Yarra Valley Country Club, it would be good if it could be returned to public, including for new wetlands.
- Land at the former Bulleen Drive-in site could be used for rehabilitation and the restoration of indigenous vegetation.

Create a 'world class cultural precinct'

- Create a hub that attracts visitors and builds on existing cultural places, Traditional Owners' history and culture, and features educational opportunities and community spaces that complement the existing landscape
- Expand the Heide Museum of Modern Art to grow the arts focus of the study area.
- Ensure strong governance is in place to deliver on the community's vision for the study area.

2.4 WHAT IS SPECIAL?

The study area is a unique part of the Yarra River that encompasses significant sections of the Greater Yarra Urban Parklands. Over time, with Melbourne's projected population growth and the impacts of climate change, this impressive cultural landscape will become even more important.

This study area is defined by some remarkable features:

- **Evolution of the landscape:** A high concentration of remnant landscapes, including a network of billabongs and riparian woodlands, that continue to play an important ecological and cultural role and provide uniquely immersive experiences close to Melbourne's central city area.
- **Traditional Owner connection to Country:** A integrated cultural landscape at a confluence of songlines, including several highly significant cultural places and associated meanings for the Wurundjeri Woi Wurrung people.
- **Colonial and modern art practice:** The inspiration and founding place for Australia's early artists, the Heidelberg School and the nexus of Australia's modern art movement, the Heide Museum of Modern Art.
- **Melbourne's environmentalist lineage:** A significant site of environmental activism and stewardship over time.
- **Melbourne's great parklands:** A diverse and extensive urban open space network, offering a range of landscape experiences and uses, accessible to the communities of Melbourne.

Overall, the cultural and environmental values embodied in the study area tell important stories of Melbourne's continuing relationship to the Yarra River.

Making the right decisions to protect and enhance these values will set an important precedent for the long-term protection and enjoyment of the river into the future.



SOURCE: TCL



Evolution of the landscape

For generations the Yarra River landscape has been managed and cultivated by its Traditional Owners – the Wurundjeri Woi Wurrung – through the changing seasons of the year.

The study area is a landscape of high ecological value. It has retained much of its pre-contact conditions and character through the past two centuries and is unique in Melbourne.

The greater Yarra River is an important ecosystem – one that has been largely spared by development due to its topography, geomorphology and flood-prone nature. It is an important ecological corridor, linking habitats along its length and across a broader network of tributaries.

The study area has been shaped by long-term geomorphological processes, resulting in a unique landscape characterised by expansive, flat areas punctuated by steep and rocky escarpments. This in turn has shaped the study area's ecological characteristics, cultural history and identity.

The study area contains large areas of remnant indigenous vegetation – mainly floodplain riparian woodland containing River Red Gums, Silver Wattles, Currant Bush Tea Tree, River Bottle Brush and Sword and Common Tussock Grasses.

Across this landscape are a network of wetlands and billabongs that flood intermittently and provide important habitat to threatened plant species, threatened and migratory bird species, and native fish and frog species. Further upstream, the landscape transitions to riparian forest and woodland, characterised by Manna Gum, Silver Wattle and Blackwood.

'The requirement to touch the land and waterways lightly, respecting that which provides life, is implicit here. Since our beginning it has been understood that a harm to any aspect of biik, to Country, is a harm to all things and ourselves'

Wurundjeri Council foreword, Yarra River Action Plan (2017)



Traditional Owner connection to Country

'The Wurundjeri's connection to land is underpinned by cultural and spiritual values vastly different to those of the Europeans. The Wurundjeri did not 'own' the land in the European sense of the word, but belonged to, or were owned by the land' (Yarra City Council in partnership with the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation).

The study area is culturally significant to its Traditional Owners, the Wurundjeri Woi Wurrung people. The Wurundjeri Woi Wurrung understand this place as an integrated cultural landscape invested with meaning. It is to them a spiritual place, a meeting place, a conduit for movement, a cultivated landscape and a place remembered for negotiating Indigenous-settler relations.

The Yarra River (Birrarung) is the dwelling place of creation ancestors and supernatural beings. Many songlines – journeys of the creation ancestors who made the landscape and the law – are woven into the cultural landscape. Stories are told of Lohan cooking eels on the Yarra Flats and of Waa the raven stealing fire on the Yarra Flats, resulting in humankind obtaining the knowledge of making fire.

The study area contains a remnant network of billabongs that were once important for harvesting and hunting food and other material resources. These billabongs were places of meeting and camping during the summer and autumn fish and eel harvest. Accounts of large gatherings in this area were observed by early colonial settler William Thomas, the Assistant Protector of Aborigines in the Port Phillip District, in 1854.

Today, the near-intact pre-contact remnant landscape conditions and character of the floodplain are unique in Melbourne.

European colonisation catalysed a process of dispossession. Wurundjeri Woi Wurrung ancestors were displaced from their Country and prohibited from sharing history, knowledge and language. Non-Indigenous urbanisation modified the landscape, land uses and water systems. Although European colonisation disrupted the relationship between Aboriginal culture and the natural environment, connection to Country and bonds within the community have been continuous.

Of particular significance to the Wurundjeri Woi Wurrung in the study area is the Bolin Bolin Billabong, a key feature of the Birrarung riverscape and an impressive place of natural and cultural of significance in its own right.

'We belong to this Country. This Country and the Birrarung are part of us. The Birrarung is alive, has heart, a spirit and is part of our Dreaming. We have lived with and known the Birrarung since the beginning. We will always know the Birrarung. Since our beginning it has been known that we have an obligation to keep the Birrarung alive and healthy – for all generations to come'

Yarra River Protection (Wilip-gin Birrarung murrnong) Act 2017

Colonial and modern art practice

The landscape of the study area is closely linked to Australian artistic practice, from the Heidelberg School to the modernists associated with Heide. From the 1840s, European painters were inspired by the landscape of the Yarra River near Heidelberg, which they first perceived as a bush wilderness and later as a semi-rural, Europeanised landscape. Artists including Arthur Streeton, Tom Roberts, Frederick McCubbin and Charles Conder, inspired by contemporary European practice, worked *'en plein air'* to capture the light and shadow of the idyllic Australian landscape as it appeared.

With the introduction of the railway from Melbourne to Heidelberg in 1888, this landscape became accessible to the urban population of Melbourne, a destination to be experienced by day-trippers and shared with the city's growing population. Walking routes linked significant sites of the Heidelberg School; both sites along the river, which inspired painting, and sites of the School's social life, such as the Banyule and Clarendon Eyre estates, the Old England Hotel and the Impressionists Retreat.

In the twentieth century, Heide – a former dairy farm purchased in 1934 by John and Sunday Reed – became the 'hub or crucible for the avant-garde' of Melbourne. Supporting the artists Albert Tucker, Joy Hester, John Perceval, Danila Vasillieff and Sidney Nolan, the Reeds acted as philanthropists, offering support for avant-garde art practice and making a lasting contribution to international modernism.










Heide II, a modernist house, was designed by David McGlashan and Neil Everist in 1963. The Reed's brief to the architects was for 'a gallery to be lived in' and anticipated the home's future use as a museum. Gifted by the Reeds to the public in 1981, today Heide is a well-loved museum, events and education space, with a sizeable public sculpture garden and an estimated 120,000 visitors per year. It is described as having a 'mythology', its identity 'rooted in the story of site and in the initiatives of artistic people'.

The rich heritage of the study area is highlighted in Map 3, and in the cultural heritage timeline on page 23.

'An effect is only momentary: so an impressionist tries to find his place. Two half-hours are never alike, and he who tries to paint a sunset on two successive evenings, must be more or less painting from memory. So, in these works, it has been the object of the artists to render faithfully, and thus obtain first records of effects widely differing, and often of very fleeting character'

Heidelberg School Artists' Exhibition Statement, 1889

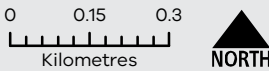
Legend

-  Study Area Boundary
-  Local Government Area Boundary
-  Key Sites
-  Yarra River / Water bodies
-  Heritage Overlay (HO)
- Heritage Victoria Database
- Category
 -  Victorian Heritage Register
 -  Cultural Heritage Sensitivity*
 -  Bulleen Art & Garden Centre
 -  Heidelberg School Artist Trail

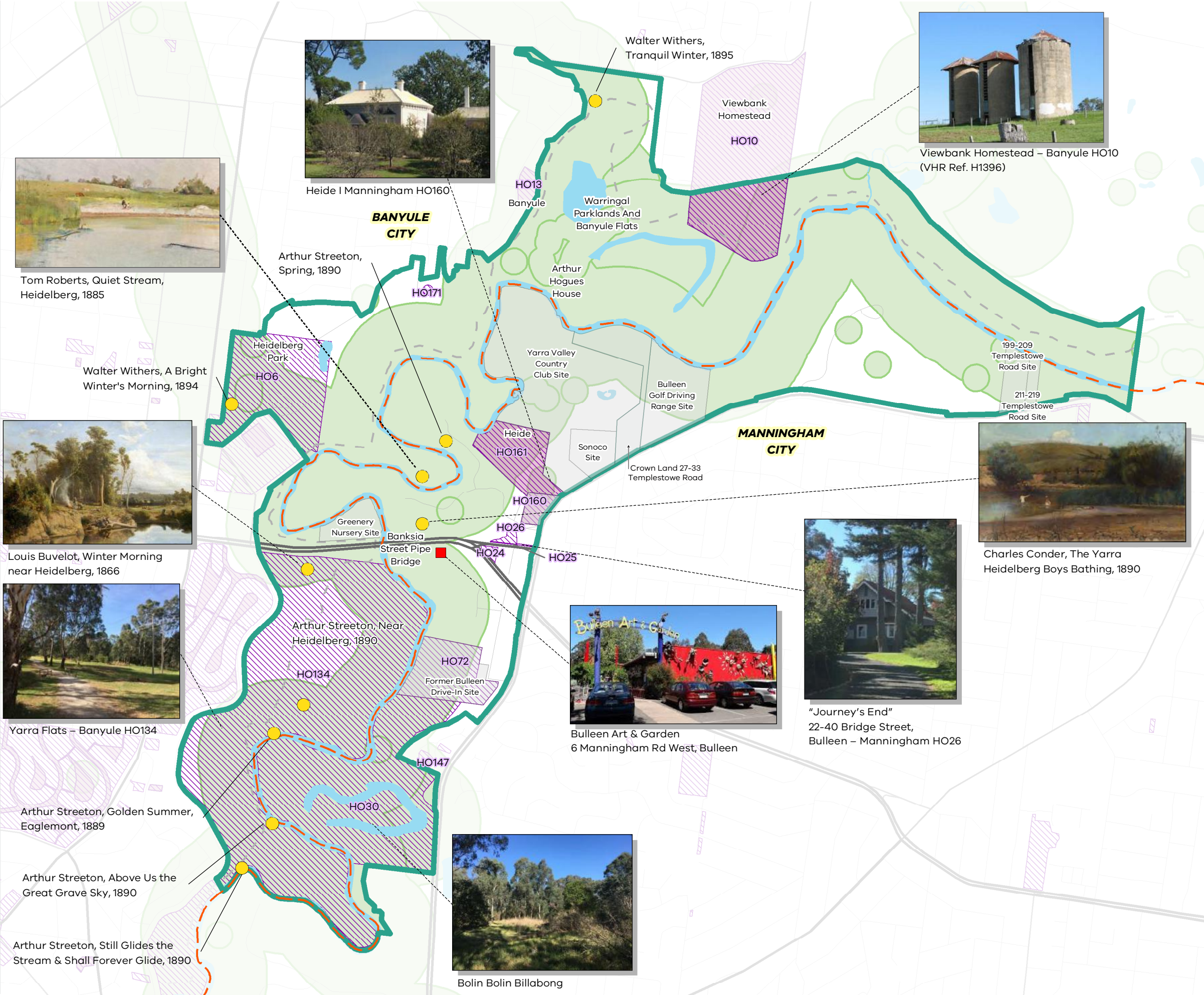
Zone Code	Description
H06	Warringal Village Precinct
H010	Viewbank Homestead. VHR Ref. H926
H013	Banyule, 60 Buckingham Drive. VHR Ref. H926
H024	River Red Gum, Bridge Street Corner
H025	Bridge Street Pine and Cypress plantings
H026	"Journey's End", 22-40 Bridge Street, Bulleen
H030	Bolin Bolin Billabong
H072	Bulleen Drive-In (former) archaeological site, 49 Greenaway Street, Aboriginal heritage place
H0134	Yarra Flats, 340-680 The Boulevard, Eaglemont
H0147	"Clarendon Eyre", 6 Robb Close, Bulleen
H0160	Heide I, 5 Templestowe Road. VHR Ref. H687
H0161	Heide II, 7 Templestowe Road. VHR Ref. H1494
H0171	Former shire offices and library

**This dataset contains a spatial representation of "Areas of Cultural Heritage Sensitivity" as specified in Division 3, Part 2 of the Aboriginal Heritage Regulations 2018. Areas of cultural heritage sensitivity are areas that are either known to contain, or are likely to contain Aboriginal cultural heritage places and objects. These areas, which include various landforms within Victoria, are defined in the Aboriginal Heritage Regulations 2018. This polygon dataset is a representation of those areas as defined in the Regulations.*

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MAP 3: CULTURAL HERITAGE



CULTURAL HERITAGE TIMELINE

Up to 60,000 years ago

TRADITIONAL OWNERS

"The confluence of creeks and rivers have always been important meeting places..."

David Wandin, Wurundjeri Elder, 2013

1803

EUROPEAN SETTLEMENT

"We came to a fall when we could not get the boat over... The timber in general is gum, oak and banksia, the gum two to four feet in diameter, and from ten to thirty feet high... we were not more than half a mile from the river."

Surveyor Charles Grimes, 1803

1837 - 1850s

CLEARING & CROPPING

"The unusual size and straightness of the river red gums which grow in the flats and bends of the winding Yarra."

Rolf Boldrewood, 1840

1860 - 1870s

GRAZING & DAIRYING

"Flats on both sides of the river cleared. Land on the Heidelberg side were cultivated for grains, vegetables, and fruit... Orchards and vineyards were planted on both the slopes and flats."

Geoff Lacey, Still Glides the Stream, 2004

1880 - 1890s

RECREATION & LEISURE

Large swimming clubs were formed, often at sandy beaches. Heidelberg Swimming club was active at Sill's bend in the early 1900s, a club house built in 1913. The land at this site was bought by Council and converted from orchard to parkland in 1927.

Geoff Lacey, Still Glides the Stream, 2004

1900 - 1920s

MARKET GARDENS & RECREATIONAL PURSUITS

"Nearly every garden suburb has sold well... Land buyers seem to realise now that with the rapid growth of Australian cities, it is necessary to provide parks and playgrounds, curved streets and plantations, and other amenities to relieve suburban life of its old congestion."

Australian Home Builder (Melbourne), November 15, 1924

1934

GREAT FLOOD OF THE YARRA

"Hundreds of homes have been submerged as a result of the greatest flood in the history of the Yarra... great damage has been done to farms and orchard... On the flats near Banksia Street, four Chinese gardeners were trapped on Friday night."

The Argus, 3 Dec 1934

1970 - 1980s

CONSERVATION MOVEMENT

"Most of the work is weed pulling, but they botanise as they go, get rewards for learning flora and from finding what is in flower... Work is dictated by priority, season and weather. In the heat the friends work in the shade, if it is windy, they work in shelter."

Geoff Lacey, Still Glides the Stream, 2004

1950 - 1960s

MID CENTURY DEVELOPMENT

"Nearly all of the sandy beaches disappeared and the river bed now consists of silt and clay."

Geoff Lacey, Still Glides the Stream, 2004

2017 - Future

YARRA RIVER PROTECTION ACT

"We have an obligation to keep the Birrarung alive and healthy - for all generations to come..."

Yarra River Protection Act, 2017

Melbourne's environmentalist lineage

The study area's high ecological values and their proximity to urban development have made this area a place of environmental activism since the mid-20th century. Melbourne experienced its second population boom post-war. This increased pollution and erosion of the Yarra River, and expanded sand mining operations (for construction) and residential subdivision along the waterway.

The first of these river-based environmentalist groups, the Save the Yarra League (originally the River Protection League), was ambitious and visionary. Their aim was to 'ultimately ... have the State Government acquire the land on both sides of the Yarra (from Studley Park, Kew, to Pound Bend, Warrandyte) ... and develop it as a national park.'

In the decades since, a range of river advocacy groups have formed to promote and restore the health of the Yarra, including the Warringal Conservation Society (1970), numerous 'friends' groups, and, in recent years, the Yarra Riverkeeper Association (2006). These groups have also launched significant campaigns to secure the public open space footprint of the Yarra River corridor against residential development, such as Banyule Flats (1970) and Westerfolds Park (1970s).

The environmentalist lineage, including community advocacy and tireless volunteer hours, has played a key role in the protection and revitalisation of the impressive public parklands we have today.



Melbourne's great parklands

The Yarra River and its lands form one of Melbourne's most significant public open space corridors. Its extensive bush, pastoral and parkland landscapes have played an important social, economic, recreational and ecological role for the city through time.

The Yarra River's parklands have largely retained their bushland qualities, partly reflecting a historical desire for metropolitan parks to remain a 'fair representation of the Australian forest land' (Clement Hodgkinson, Inspector-General of Gardens, Parks and Reserves, Melbourne, 1873).

Although the scale, topography and flood-prone nature of the Yarra River's lands makes much of the riverscape inappropriate for development, the study area reflects the history of varied land uses along the Yarra River corridor. These include agricultural, industrial, recreational, conservation and other community uses.

The Crown parklands of the study area are now part of the 'Greater Yarra Urban Parklands', declared under the Yarra River Protection Act, which identifies them as part of urban natural entity of state significant parklands stretching from Melbourne's urban growth boundary to the heart of the city. The Yarra River Protection Act recognises these public parklands, together with the river itself, as a magnificent natural asset and key to Melbourne's liveability and vitality.













As an important stretch of this metropolitan-scale system of parklands, the study area plays a significant role in formal and informal recreation, through its formal sport fields and shared recreational trails. It is also used for diverse activities such as scouting, orienteering and bird watching, and river activities such as rowing, kayaking and canoeing.

Cycling is the most common activity within the study area. The Main Yarra Trail – a shared track that runs continuously from the Docklands to Warrandyte – is a key recreational route linking the study area to the city and outer suburbs beyond.

Map 4 shows the network of parks and open space in the precinct.

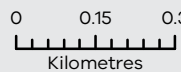


Legend

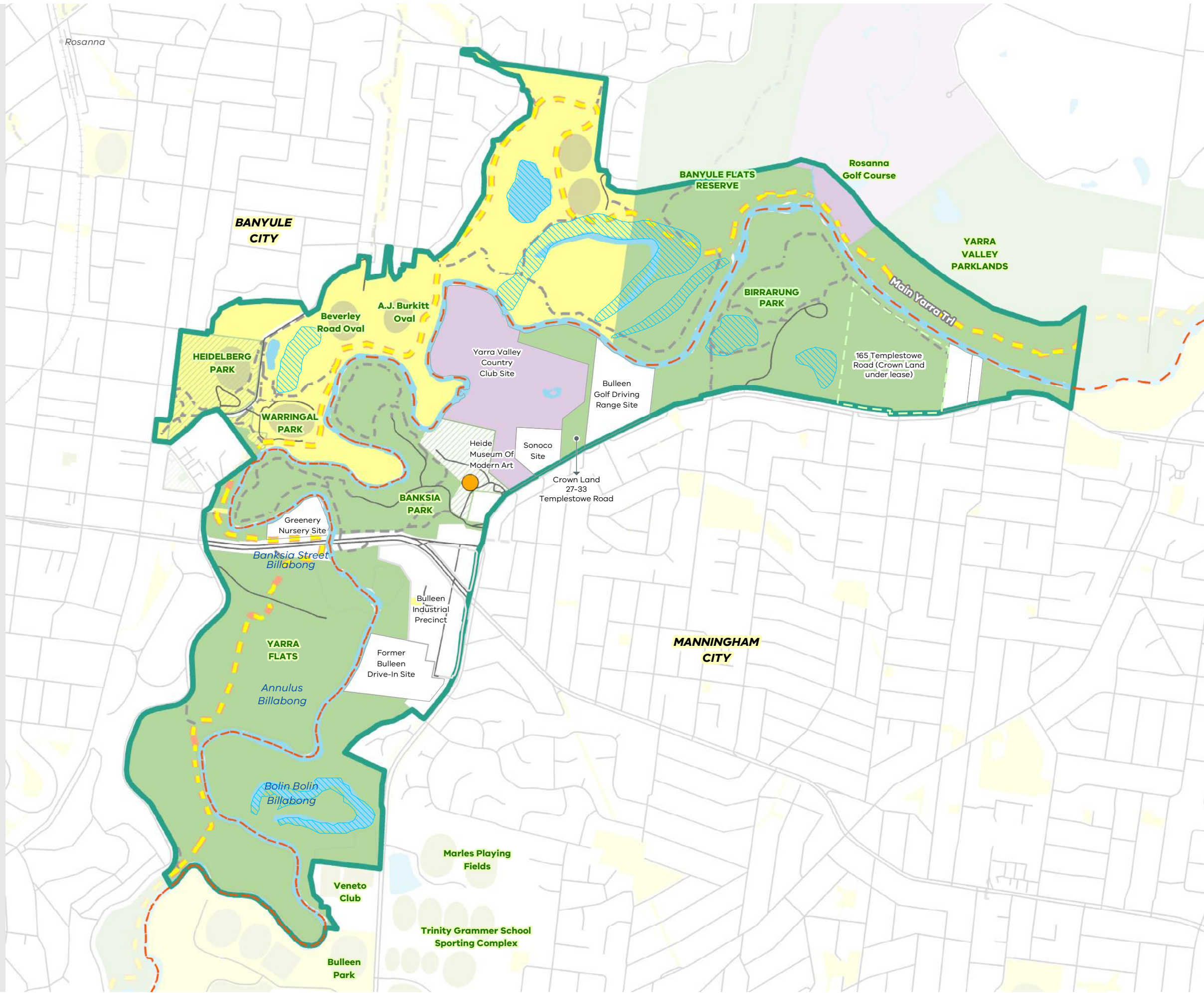
-  Study Area Boundary
-  Local Government Area Boundary
-  Yarra River / Water body
-  Wetland
-  Main Yarra Trail
-  Existing Walking / Cycling Paths
-  Roads
-  Greater Yarra Urban Parklands (Other Crown land)*
-  Greater Yarra Urban Parklands (Parks Vic managed)*
-  Golf Course
-  Council Parkland
-  Sports Ground

*State & Crown land forms part of Greater Yarra Urban Parkland

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Land, Water and Planning 2020



MAP 4: EXISTING PARKS AND OPEN SPACE







3.0 ISSUES AND OPPORTUNITIES

The study area presents a number of challenges that this draft Framework Plan seeks to address. These challenges include physical and legacy factors impacting the environment and connectivity, as well as emerging issues including the North East Link and development pressure related to the growth of Melbourne.

It is important to recognise that many of these issues also create opportunities. For example, growth and investment also bring chances for renewal and reconnection. This section places these issues and opportunities into context.

3.1 NORTH EAST LINK PROJECT

New twin tunnels will be constructed as part of the North East Link, generally along a north-south alignment beneath the precinct. The North East Link will connect Melbourne's M80 Ring Road with an upgraded Eastern Freeway, providing improved vehicular links between the study area and Greater Melbourne, and northern and south-eastern growth areas. The top of the tunnels will be approximately 15 metres under residential properties and at least 20 metres under the Yarra Riverbed. The project will also deliver new walking and cycling paths in the study area.

The most significant physical impact of the North East Link in the study area will be a major interchange with Manningham Road, expected to include ramps between Manningham Road and the new tunnels. Infrastructure associated with the tunnels, including a substation and emergency smoke exhaust, are proposed to be constructed above ground near Manningham Road.

Construction of the North East Link will have a range of short- and long-term impacts on land uses in the study area. The project will result in some permanent land acquisition, the temporary occupation of parts of the study area, and impacts on the ongoing use of land after completion. Early works for the North East Link have commenced and plans are progressed for the relocation and replacement of sporting and recreation areas to be impacted by the project. Draft Planning Scheme Amendment C132mann was recently exhibited. The draft amendment seeks to facilitate the delivery of new soccer field facilities at 27-59 Templestowe Road, Bulleen. Should it be approved, the land will be acquired for the delivery of the new facilities and open space.

Following the Minister for Planning's assessment of the environmental effects of the North East Link in 2019 and approval of Planning Scheme Amendment GC98 for the project in January 2020, this draft Framework Plan recognises that sites including the Bulleen Industrial Precinct and the former Bulleen Drive-in site will have disrupted usage in the short to medium term but will present opportunities for land use change and renewal over the longer term.

The design intent of the approved Urban Design Framework Plan for Manningham, contained in the North East Link Urban Design Strategy, is to ensure an integrated design approach which supports viable future land uses and existing cultural places and provide appropriate access and connections to the Yarra Valley Parklands, land at Manningham interchange and adjoining land uses.



Courtesy of North East Link Project. Plan is based on EES Mapbook Sheet 19 - 05 March 2019. It is indicative only and subject to change. The final project design does not have to reflect this particular layout in order to be in accordance with the UDS.

LEGEND

	Potential new surface roads		Potential cycling connection
	Potential new road trench		Existing off-road walking/cycling connection
	Potential new tunnel		Proposed walking path
	Land use to be determined (including vehicle access)		Existing bus stops
	Existing commercial or non-residential properties		Cultural Landscape Trail
	Flood wall		Proposed signalised crossing
	Existing roads		Existing signalised crossing
	Waterways		Potential ancillary buildings
	Open space / landscaped area		Pedestrian desire line
	Interface treatment		
	Proposed off-road walking/cycling connection		

3.2 POPULATION GROWTH AND LAND USE CHANGE

Melbourne's population growth and the trend towards smaller household sizes is reflected in urban consolidation and renewal within the middle-ring suburbs of Bulleen and Banyule. The study area's proximity to these established residential neighbourhoods and planned new infrastructure will continue to place redevelopment pressure on private land holdings. Population growth will also increase demand for higher-quality, and better access to, open space and recreation facilities.

Currently, there are a number of private land holdings in the Manningham side of the study area where future change in land use is anticipated over the medium term. These include the Bulleen Industrial Precinct, the former Bulleen Drive-in site, the Yarra Valley Country Club site and the Bulleen Golf Driving Range site.

There are also other private land holdings in the study area that represent opportunities for renewal and change over the longer-term. These sites include the Sonoco industrial site at 17-25 Templestowe Road and private properties located at 199-209 and 211-219 Templestowe Road.

Planning controls and future development

Any development in the study area will bring challenges and opportunities that need to be carefully balanced. Currently proposed within the study area is a development proposal for the Yarra Valley Country Club site. The Minister for Planning has referred this application to the Yarra River – Bulleen Precinct Advisory Committee.

Key considerations for any future development in the study area will be how it responds to the high-level policy and objectives for Yarra River protection and the existing planning controls in the Manningham Planning Scheme.

Furthermore, as outlined in Section 2, the Public Acquisition Overlay is preserving the long-term opportunity for the Victorian Government to deliver better social, environmental and economic outcomes for communities by

facilitating the strategic acquisition of land. Any decision on future development will be considered within this strategic context.

Of the suite of existing planning controls in place, most relevant to the draft Framework Plan is the Design and Development Overlay Schedule 2 (DDO2), which stipulates mandatory minimum setback lines from the Yarra River and mandatory maximum building heights.

The Design and Development Overlay (DDO), along with a Significant Landscape Overlay (SLO), was introduced on an interim basis in 2017 as part of streamlined and consistent planning controls for the Yarra River corridor from Richmond to Warrandyte. The controls were developed with reference to the *Middle Yarra River Corridor Study* (DELWP and Planisphere, 2016) and are a key component of the Victorian Government's Yarra River protection program. These controls will be reviewed and finalised by 2021.

The DDO2 outlines a range of design objectives, covering landscape protection, siting and design, and site coverage and permeability. The DDO was chosen as the most appropriate tool to manage built form outcomes, while the SLO and an Environmental Significance Overlay provide protection for the Yarra River landscape and its vegetation.

Use of the DDO is supported by *Planning Practice Note 59: The Role of Mandatory Provisions in Planning Schemes*, which indicates that the DDO is the most appropriate tool for the expression of mandatory built form requirements.

A review of existing planning controls undertaken to inform this draft Framework Plan confirms that the existing setback requirements in DDO2 are appropriately placed to protect environmental and social values of the river. Preventing any future development inside the minimum setback line avoids further loss of open space and will allow the integrity of the Yarra River's natural topography to be maintained. This is consistent with the objectives of state and local policy for development in the Yarra River corridor.

Any future development must also demonstrate how it responds to key aspects of the final approved version of the Framework Plan.

Bulleen Industrial Precinct

The Bulleen Industrial Precinct is located south of the intersection of Bridge Street and Bulleen Road in Bulleen. As outlined in Section 3, the North East Link and a new interchange at Manningham Road will fundamentally change the long-term land use potential of this industrial area, ultimately resulting in the removal of the industrial precinct. However, the final design of the North East Link also presents opportunities for its renewal.

Current policy within the Manningham Planning Scheme calls for the retention of industrial uses within existing employment areas, particularly those that do not adversely affect the amenity of the local area and the natural environment.

Recognising the role that the Bulleen Industrial Precinct has played in providing local employment and services, this draft Framework Plan recommends a renewal of community and employment uses in the precinct, where suitable, following the construction of the link (see Section 5).



3.3 ECOLOGICAL AND CULTURAL CONNECTIONS

Over time, as the study area has been urbanised and reshaped by infrastructure and development, connection has been lost between landscape and water, and between people, their stories and the environment.

Patterns of land use and interventions upstream have disrupted natural inflows into billabongs and lagoons, while some continuing land uses limit ecological and habitat connections.

As outlined in Section 2, the study area is highly significant for the Wurundjeri Woi Wurrung people and is rich in historic heritage sites and stories. However, the study area has no dedicated place where Wurundjeri Woi Wurrung culture and connection to landscape is acknowledged, celebrated and shared.

The initial brief for the Yarra River – Bulleen Precinct Land Use Framework Plan, as set out in the *Yarra River Action Plan*, recognised the need to rebuild these connections by creating an internationally-significant cultural precinct, centred on the relationship between the arts, nature and Traditional Owner heritage.

This need for ecological and cultural recognition and connection has formed a foundational component of the vision and principles of this draft Framework Plan (see Section 4). The Yarra River itself is the key to reconnecting this fragmented reach of the waterway.

A future 'cultural core'

There is an opportunity to strengthen the 'cultural core' of the study area, with a focus on cultural and heritage places. Generally located in the in the centre of the study area, the core encompasses places of Aboriginal cultural significance, and Heide, with its grounds and sculpture park, landmark trees and vegetation of heritage significance, as well as places where members of the Heidelberg School artists movement worked.

In the future, the core could be reinforced by new cultural places, with a strong gateway feature linking further south to the Bolin Bolin Billabong.

Critical to the success of the study area as a flourishing cultural precinct will be how we can strengthen and connect *living culture* – including Traditional Owners' connection to Country and a thriving creative industries ecosystem that builds on a significant artistic heritage. Most importantly, the 'cultural core' concept could reinforce physical and cultural connections to the Yarra River (Birrarung) and to existing heritage-listed places.

This idea is further explored in Section 5.

3.4 PHYSICAL CONNECTIONS

The study area has ineffective internal and external connections. Key destinations are poorly linked to each other and there are limited connections to places further afield. In particular, there is poor physical connectivity with the nearby Heidelberg Major Activity Centre.

The North East Link will improve regional vehicular access and provide some new or upgraded shared user paths. Local and internal access (particularly for pedestrians and cyclists) need to be addressed through this Framework Plan and subsequent projects.

Currently the internal movement network includes walking and cycling tracks, notably the Main Yarra Trail on the northern and western (Banyule) side of the Yarra River. Beyond the Main Yarra Trail, circulation is uncoordinated and missing several key connections, particularly for cyclists, pedestrians and public transport users. Conflicts occur between various types of users – pedestrians, slow cyclists, fast cyclists and mountain bikers.

Improving physical connectivity and ‘knitting’ together key destinations is of critical importance. At the same time, community access demands must be balanced with protection of cultural values, natural vegetation and riparian environment.

At present there is only one river crossing through the study area. The bridge at Banksia Street is car-dominated and poorly designed for pedestrians and cyclists, inhibiting access to the key destinations within the study area, including the Yarra River itself.

Existing places of cultural significance, including the Heide Museum of Modern Art and the Bolin Bolin Billabong, are difficult to access except by private vehicle, while large, private land holdings fragment the public park network and community access to the Yarra River.

The fragmentation of public open space surrounding the Yarra River limits opportunities to fully address environmental needs (revegetation and conservation) and recreational needs (for more open space, trails and sports fields) within the river corridor.

Improving physical connectivity and ‘knitting’ together key destinations is of critical importance. Community access demands must be balanced with protection of cultural values, natural vegetation and the riparian environment.

Securing the Yarra footprint

In response to the recommendations of the Yarra River Protection Ministerial Advisory Committee, the *Yarra River Action Plan* outlines five objectives, including securing the open space footprint of the Yarra River.

This objective aims to:

- protect iconic and naturalistic river landscapes from inappropriate development
- connect communities and places along the river with trails and cycling corridors
- recognise the importance of the river to the economic prosperity and vitality of Melbourne and the Yarra Valley.

3.5 LAND AND WATER

The study area includes a network of ecologically and culturally valuable remnant floodplain landscapes, including large areas of intact indigenous vegetation and billabongs. Many of these valuable landscapes are disconnected, from both the larger Yarra River corridor and the water flows integral to their health.

As a riparian landscape, the relationship between land and water is intrinsic. Flow regulation, water extraction and urban development have reduced flows by about 38 per cent in this stretch of the river, which affects the frequency of flooding.

Historically, river floods would have inundated low-lying billabongs in the study area on an annual basis. For higher positioned billabongs this would have been about every 3 years. Flooding of the low-lying billabongs now occurs only every 3 - 4 years. The higher billabongs - only every 30 or so years.

This change in flood regime has serious implications for ecological health and water quality. It also impacts the wellbeing the Wurundjeri Woi Wurrung people, for whom the billabongs have traditionally been places where large groups have gathered to hunt and to collect resources.

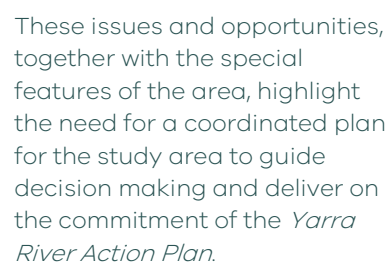
The billabongs, if restored and rehabilitated, could play a major hydrological role in stormwater management. Altered flood regimes and the ensuing sedimentation also affect the distribution of vegetation in these landscapes, promoting colonisation by other vegetation types, both indigenous and weeds.

Urban stormwater is the most significant source of pollution to the Yarra River. The study area is surrounded predominantly by suburban subdivisions, affecting water quality across the catchment.

Despite decreased frequency of flooding over the years, the study area remains subject to inundation. The Land Subject to Inundation Overlay (LSIO) applies to most of the study area. This planning control requires development to maintain the free passage and temporary storage of floodwaters in order to reduce flood hazard.

A significant portion of the study area is subject to inundation in a one per cent annual exceedance probability storm event. This means that there is a one per cent chance of such a flood event occurring in any given year. In such an event, much of the floodplain would be flooded by water more than two metres deep.

Maintaining floodplain storage – and ensuring enough land is available to service environmental needs – will be a critical flood management factor for any new development in the study area.



These issues and opportunities, together with the special features of the area, highlight the need for a coordinated plan for the study area to guide decision making and deliver on the commitment of the *Yarra River Action Plan*.



4.0 VISION AND PRINCIPLES

4.1 VISION

A vision for the study area has been developed that captures the intent of *Yarra River Action Plan* and translates the values and ambitions of the Yarra River Protection Act:

This environment – the land and water – is a healthy living entity where indigenous plants and animals thrive.

This is a place of spiritual connection where layered stories – Wurundjeri Woi Wurrung, colonial and modern – are celebrated and kept alive.

This is where people and places connect – to a destination of international significance.

There is a legacy and value here for future generations.

The vision for the study area responds to the Yarra Strategic Plan community vision for the Suburban Reach of the Yarra River (Kew to Warrandyte) established in 2018:

Our Yarra River, Birrarung, provides a continuous network of protected parklands, providing inclusive access to all. A covenant of custodianship is adopted by private landowners along the reach, embedding a culture of respect and responsibility for river values. The river corridor provides a healthy natural environment, enabling swimming, relaxation and other recreational activities. Importantly, it also supports a flourishing natural ecosystem, including networks of billabongs and wetlands, for indigenous plants and animals to thrive.

This is a valued place of connection to Wurundjeri Woi Wurrung culture and community, with a network of hubs of learning, play and celebration. It benefits from a united and integrated approach to governance and land management, guided by the wisdom and practices of Traditional Owners, keeping culture not just in the past but alive into the future.'

'Suburban Reach Vision' (Kew to Warrandyte) in Yarra River 50-year Community Vision (May 2018)

4.2 PRINCIPLES

The principles for this draft Framework Plan, set out below, have guided the development of the plan. They are organised under four key pillars that align with the vision.

Healthy environment – land and water	Build on the legacy of high-quality parklands
	Reclaim and rehabilitate riparian corridors
	Protect and restore habitats and biodiversity, reconnecting the floodplain and billabongs
Culture, the arts, and storytelling	Keep culture alive, strengthening existing cultural places
	Develop new cultural hubs, drawing together the key threads of culture
	Tell the stories of people who have lived and worked here over many generations
Connected people and places	Rebuild connections within and between landscapes, land, water, stories, people and communities.
	Reaffirm the Yarra River (Birrarung) as the heart of the study area
	Create a walking and cycling network that links to the river, key destinations and the rest of Melbourne
	Use urban form to restore visual and physical links to the Yarra River and parklands
Delivering public value	Ensure future development and change leaves a lasting positive legacy
	Introduce a compatible mix of uses to improve the quality and amenity of parklands and open space
	Improve the environmental, social and cultural values of the study area for future generations

5.0 FRAMEWORK PLAN

The draft Framework Plan is the spatial representation of the vision and principles outlined in Section 4. The Framework Plan is expressed in Maps 5A and 5B and in four interrelated objectives:

- **OBJECTIVE 1:** Ecological and parkland connections
- **OBJECTIVE 2:** Access for the future
- **OBJECTIVE 3:** An internationally significant cultural place
- **OBJECTIVE 4:** A complementary mix of uses

These objectives, like the vision, have been distilled from the outcomes of community and stakeholder consultation, our strategic analysis and other policy drivers set out in this report.

This section outlines the objectives in further detail.

YARRA RIVER - BULLEEN PRECINCT

LAND USE FRAMEWORK PLAN

MAP 5A: LAND USE & CULTURE

Existing

- Study Area
- Yarra River/billabong/lakes
- Parklands
- Key sites
- North East Link proposed alignment
- North East Link proposed road connections
- Heidelberg Activity Centre
- Low density residential
- Heide Museum

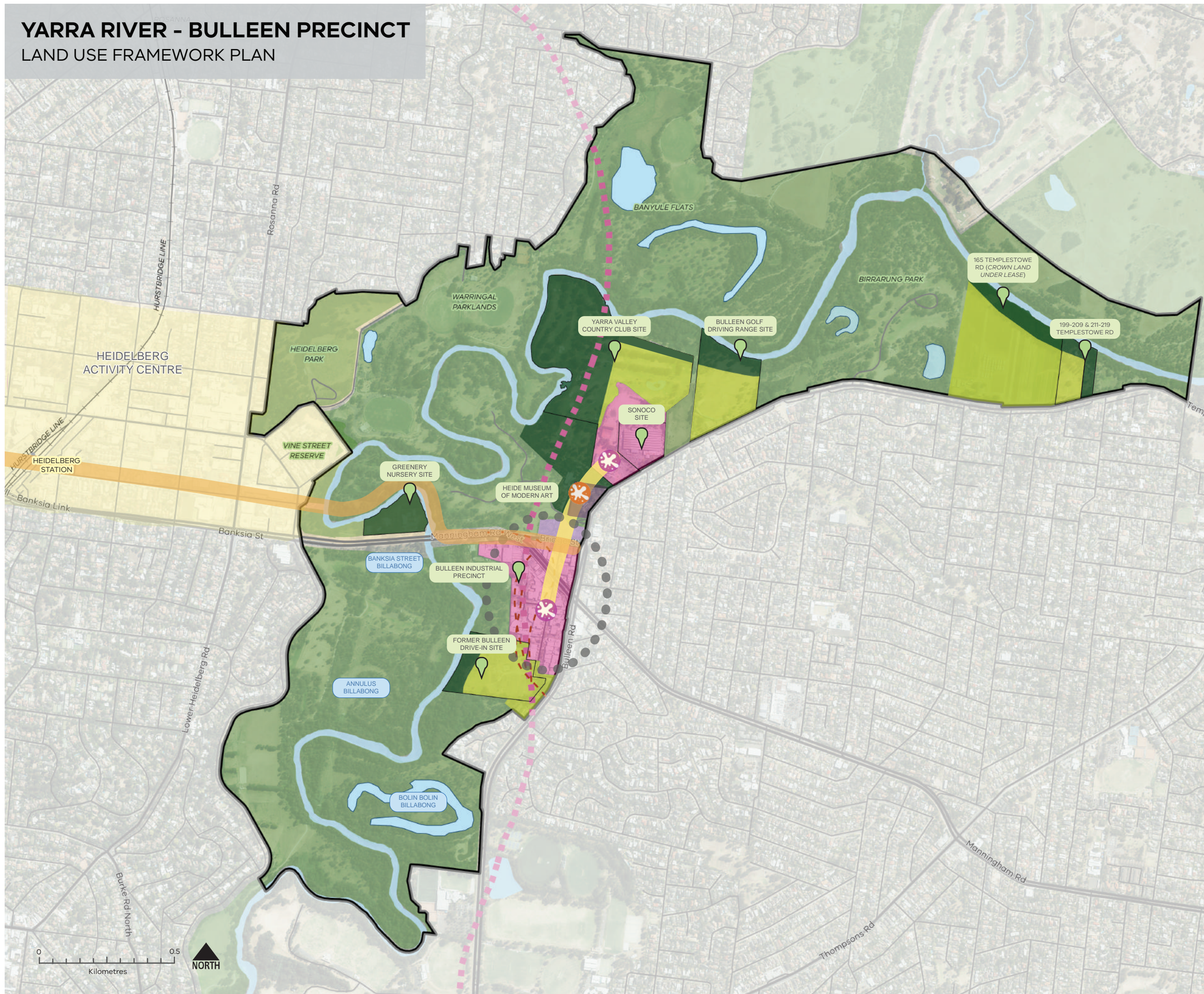
New parklands

- Expansion of parklands/ecological connections
- Expansion of parklands/potential active recreation

New development

- Potential development opportunities
- Expanded cultural place
- Cultural place
- Cultural Gateway
- Circulation from Heidelberg Major Activity Centre
- Cultural 'core'

* Proposals for the Bulleen Industrial Precinct and Former Bulleen Drive-In site are subject to North East Link Project's infrastructure requirements



YARRA RIVER - BULLEEN PRECINCT

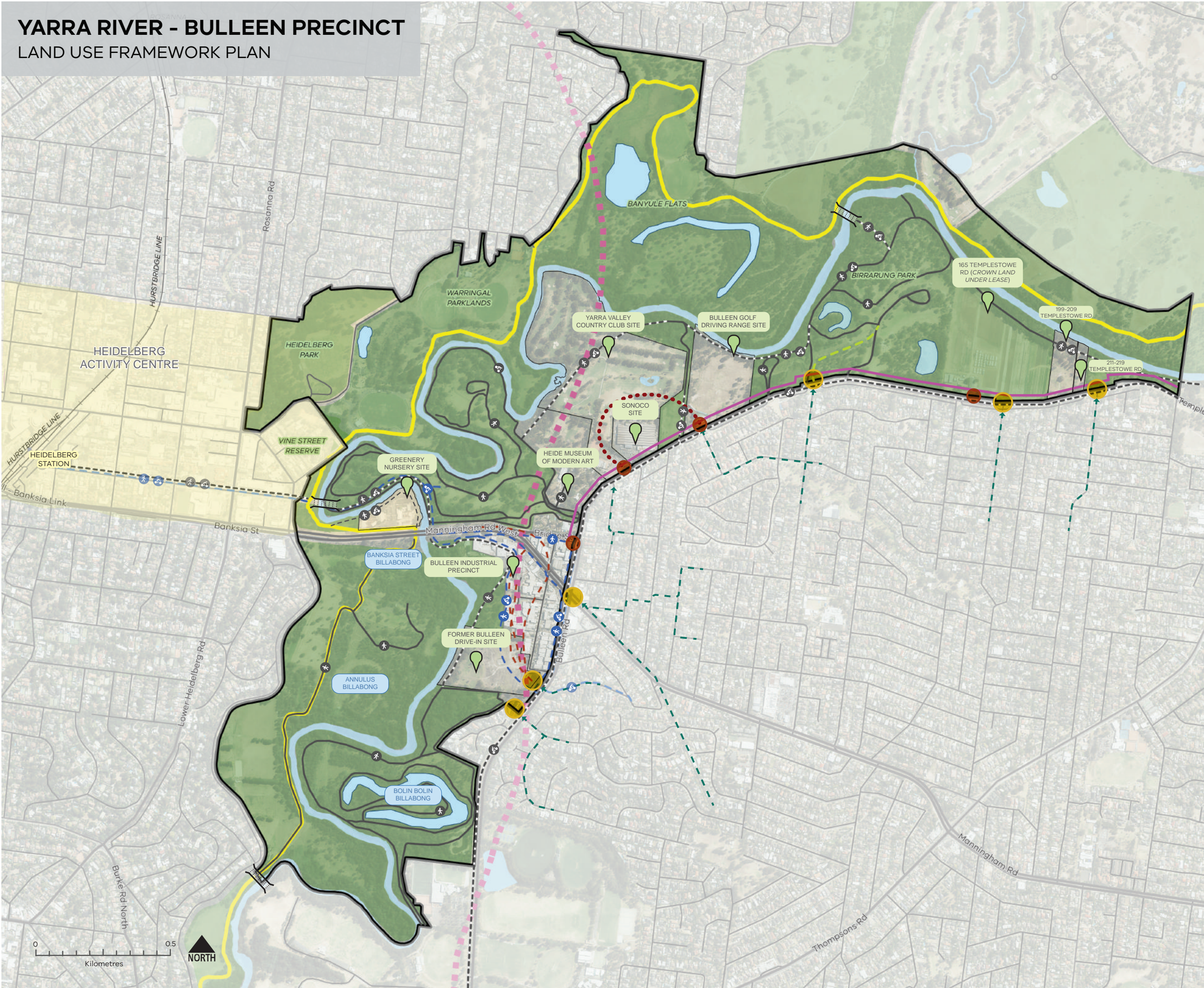
LAND USE FRAMEWORK PLAN

MAP 5B: CONNECTIONS

- Existing**
- Study Area
 - Yarra River/billabong/lakes
 - Parklands
 - Key sites
 - Main Yarra Trail
 - Heidelberg Activity Centre

- Existing connections**
- Existing walking path
 - Existing cycling path

- Proposed connections**
- North East Link proposed alignment
 - North East Link proposed road connections
 - North East Link walking path (indicative only)
 - North East Link cycling path (indicative only)
 - Walking path
 - Cycling path
 - Road widening/duplication
 - Birrarung Park realigned signalised access
 - Key pedestrian access routes
 - Improved parkland access (pedestrians)
 - Signalised intersection
 - Shared circulation
 - Proposed bridge connection





1. Objective 1: Ecological and parkland connections

At the heart of the draft Framework Plan is the need to reconnect the study area's network of ecologically and culturally valuable remnant floodplain landscapes, including intact indigenous vegetation and billabongs. This is closely linked to the need to fill in the gaps of the Greater Yarra Urban Parklands, which is interrupted by the large, mostly inaccessible private land holdings fronting the river, particularly on the east side.

Through the development of the North East Link, there is the potential for impact on the billabong network through groundwater drawdown. This must be managed consistent with the environmental performance requirements outlined in the Minister for Planning's assessment of the environmental impacts of the project.

Through this objective, the draft Framework Plan seeks to:

- 1.1. Create a contiguous, open space connection on the east side of the river that expands and links together the Greater Yarra Urban Parklands. This will be achieved by converting at least part of the private land holdings and leased Crown land on the eastern side of the Yarra River (former Bulleen Drive-in site, Yarra Valley Country Club, Bulleen Golf Driving Range, 165 Templestowe Road, 199-209 and 211-219 Templestowe Road) to open space. In most cases, this will include a mix of active and passive open space uses as well as a more naturalistic, re-vegetated buffer directly fronting the Yarra River (see below).
- 1.2. Strengthen the natural interface between the Yarra River and Banksia Street by bringing land at 4 Banksia Street Heidelberg (Greenery Nursery site) into public ownership, consistent with the public acquisition overlay in place in the Banyule Planning Scheme. This land should become fully integrated with the surrounding open space network as an expanded part of the Greater Yarra Urban Parklands.
- 1.3. Restore and link the study area's remnant indigenous landscapes by re-vegetating a portion of private land holdings and leased Crown land where they directly front the Yarra River. Ecological rehabilitation should include species identified as culturally important to the Wurundjeri Woi Wurrung people and may also include a program of cultural burning. Revegetation should be undertaken at a depth sufficient to achieve minimum ecological outcomes.
- 1.4. Revive the study area's billabong network and develop coordinated water management approaches in partnership with the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation.

2. Objective 2: Access for the future

Improving physical connectivity and ‘knitting’ together key places will be critical to the success of the study area’s future role as a cultural and recreational destination. Access for all modes needs significant improvement and will be particularly important for walkers and cyclists.

Through this objective, the draft Framework Plan seeks to:

- 2.1. Link key destinations to each other, to the Main Yarra Trail, to surrounding neighbourhoods and nearby Heidelberg Station, by further developing the pedestrian and cycling network. The development of new and improved access for pedestrians and cyclists is particularly important on the large private land holdings on the east side of the Yarra River (outlined in Objective 1), as well as on existing streets and through parkland where connectivity is absent or lacks formality.
- 2.2. Structure the future pedestrian and cyclist network to accommodate (and where necessary, separate) different types of users. Accessibility requirements need to be considered at regional, subregional and local scales. Plans for future trail network must be balanced with protection of cultural values, natural vegetation and riparian environment. Trails should deter people from moving off the formal track and disturbing the surrounding environment.
- 2.3. Create at least two new pedestrian and cycling bridges across the Yarra River to link up the new trail network. These new bridges should support improved regional-scale access for pedestrians and cyclists to the study area, including between the Main Yarra Trail and public transport connections.
- 2.4. Realign the Main Yarra Trail at the Banksia Street Bridge and the Greenery site to provide safer access for pedestrians and cyclists.

- 2.5. Consider a new pedestrian link between the new cultural gateway (see Objective 3), Bolin Bolin to the south, and Heide and the Yarra Valley Country Club site to the north.
- 2.6. Encourage activation and circulation by investigating a looped connection for pedestrians, cyclists and vehicles between the Heide Museum of Modern Art and the Bulleen Golf Driving Range site. Provide integrated and signalised access on Templestowe road at each end of the connection.
- 2.7. Alongside Objective 2.6, investigate with the Department of Transport as the coordinating roads authority, the duplication of Templestowe Road, which an analysis of current and projected traffic volumes suggests is warranted.

3. Objective 3: An internationally significant cultural place

This objective has its genesis in the Yarra River Protection Ministerial Advisory Committee's final report and in the subsequent *Yarra River Action Plan*. It highlights the opportunity to create an internationally significant cultural place, centred on the relationship between the arts, nature and Traditional Owner heritage.

This draft Framework Plan identifies and seeks to protect future opportunities to develop cultural infrastructure, without prescribing the possible use or function at each opportunity (noting that this should occur within the implementation phase).

Consultation revealed that there is strong support in the community for the development of new cultural facilities in the area, building on existing cultural places that are treasured for their historical, cultural and environmental values. Consultation findings indicate that new cultural places should be connected to Aboriginal and art histories and be inclusive and accessible to the wider community.

Cultural and heritage places are dispersed throughout the Yarra River – Bulleen Precinct (see Map 3). Many cultural places are clustered at a central 'core', which includes significant Aboriginal places, Heide and its grounds and sculpture park, heritage significant trees and vegetation and places associate with the Heidelberg School artists. This 'core' is the logical place for expanded cultural infrastructure.

Objective 3 seeks to reinforce the cultural core by facilitating the planned expansion of Heide Museum of Modern Art, together with a new cultural place. It also seeks to facilitate a new cultural gateway focused on the Bulleen Industrial Precinct. This will create a sense of entry to the cultural core, improve the visibility of the precinct and provide a point of recognition.

The proposed gateway should be both functional and sculptural, and could incorporate North East Link infrastructure (portals, stacks, control buildings), a new cultural place and other development opportunities. It provides an opportunity to screen views towards elevated roads from the street and from the Yarra River

The concept of a cultural gateway has synergies with the ideas in the North East Link's approved Urban Design Strategy which includes the opportunity for a gateway feature as part of the Manningham Road interchange. The Urban Design Strategy includes a comprehensive list of place-based outcomes, including to:

- create a high quality navigational feature at the Manningham Road interchange that complements and respects the role of the existing Manningham Gateway 'Helmet' sculpture in Banksia Park and signifies the entry into this important cultural and heritage precinct which includes the Heide Museum of Modern Art and the Yarra River Parklands.
- consider all practical design alternatives to retain the existing significant River Red Gum should be explored. If removal cannot be avoided, provide legacy actions in consultation with key stakeholders.
- provide roadside planting with large canopy trees along Bulleen Road to enhance the area's 'green' character and role as a gateway to Melbourne's north-east.

Each of these threads within the cultural core – the expansion of Heide Museum of Modern Art, the new cultural place and the cultural gateway – should be drawn together by a storytelling strategy. This could include signs, monuments, markers, sculpture, interpretative facilities and other infrastructure that both tells the layered stories of this place and draws together the key threads of culture and history that are present here.

Through this objective, the draft Framework Plan seeks to:

- 3.1. Support continued development of Heide Museum of Modern Art at its current location and strengthen links between the Museum, the surrounding parklands and other cultural destinations.
- 3.2. Provide ongoing protection for Aboriginal cultural heritage places by ensuring that new trails and other development across the precinct minimise potential impacts to heritage sites and to Wurundjeri Woi Wurrung cultural values identified in the Bulleen-Banyule Flats Cultural Values Study. The precinct should be considered holistically as an integrated cultural landscape. Identification of options and strategies to develop new and enhance existing Aboriginal places should be self-determined by the Wurundjeri Woi Wurrung Cultural Heritage Corporation.
- 3.3. Develop a new cultural place in association with the redevelopment of the Yarra Valley Country Club, closely linked to the Yarra River, Heide, parklands and other cultural destinations.
- 3.4. Develop a new cultural gateway focused on the Bulleen Industrial Precinct and adjacent to the future Manningham Road interchange. This should be achieved in partnership with North East Link, the Department of Transport and with local government. The gateway should include the renewal of employment uses in this area and be anchored by a new cultural place. The gateway should have regard to North East Link infrastructure and other built form elements as part of an

integrated design solution that screens elevated roads from the street and the Yarra River, and provides an activated street edge to key thoroughfares. The gateway should also support strong pedestrian connection with the Bolin Bolin Billabong to the south and with the Heide Museum of Modern Art and the Yarra Valley Country Club site to the north.

- 3.5. Develop a shared storytelling strategy that connects the multi-layered histories and values of the study area. This should reinforce Wurundjeri Woi Wurrung custodianship through interpretive signage and naming of places – paths, bridges and destinations – in Woiwurrung language.

Critical to the success of this concept will be how it can strengthen and connect living culture – including Traditional Owners' connection to Country and a thriving creative industries ecosystem that builds on the significant artistic heritage of the study area.

4. Objective 4: A complementary mix of uses

As Melbourne grows, land in the established area becomes increasingly contested. This reality is impacting places of renewal across Melbourne that are close to waterways and major infrastructure projects including Arden, on the Moonee Ponds Creek, and Footscray on the Maribyrnong River. In these places, a complementary mix of uses will need to be supported, where public and private are more closely connected and add value to each other.

Within the study area there is the opportunity for residential, commercial and cultural uses to 'activate' open space and the public realm. Increased pedestrian activity from these land uses can benefit passive surveillance throughout the day and into the evening. There is also an opportunity to leverage private investment in the public realm, through development contributions and other mechanisms.

Given the study area's rich parkland setting and ecological and cultural values, it will be important to consider how future buildings can respond to and reflect their environment. Where future development is contemplated, this should prioritise compact and low-rise urban form that retains sightlines from the Yarra River and its parklands and should provide improved public access through street connections and laneways.

Through this objective, the draft Framework Plan seeks to:

- 4.1. Facilitate a new development site (fronting Templestowe Road) that encompasses parts of the Yarra Valley Country Club site, the Sonoco site at 17-25 Templestowe Road in the core of the study area. Development should be seamlessly integrated with a new cultural place, the Heide Museum of Modern Art and existing parklands. The inclusion of residential uses will activate open space in the study area and provide passive surveillance of parks and open space. Development must maintain the existing minimum mandatory setback line set out in DDO2 of the Manningham Planning Scheme.
- 4.2. Facilitate a new cultural gateway (see Objective 3) and development site on the balance of land within the (former) Bulleen Industrial Precinct. Consider the potential for this site to be anchored by a new cultural place. Uses on this site could include employment uses that complement cultural uses.
- 4.3. Following construction of the North East Link Project, redevelop relevant parts of the former Bulleen Drive-in site as active open space and revegetate a habitat corridor along the Yarra River frontage. Maintain the existing minimum setback line as set out in DDO2.
- 4.4. Facilitate the development of new open spaces at the Bulleen Golf Driving Range site and on the balance of the Yarra Valley Country Club site and Crown land 27-33 Templestowe Road to complement adjoining residential development. Revegetate a habitat corridor along the Yarra River frontage.
- 4.5. In the medium-term, redevelop Crown land under lease at 165 Templestowe Road and at 199-209 and 211-219 Templestowe Road as active open space, revegetating a habitat corridor along the Yarra River frontage. Maintain existing minimum setback line as set out in DDO2.
- 4.6. Consistent with the provisions of DDO2, facilitate a new low-rise built form in defined locations. This should have regard to the parkland setting and surrounding residential character and not adversely impact the amenity of the waterway corridor. New development should create a strong built form edge with uniform setbacks to Banksia Street, Manningham Road West and Bulleen Road. Ensure the new built form prioritises public access to the Yarra River and parklands and avoids 'gated' privatised spaces.
- 4.7. Consolidate and share traffic access and car parking to serve a range of sites, including Heide and a redeveloped Yarra Valley Country Club site.
- 4.8. Ensure that future land uses support public pedestrian access along the entire stretch of both sides of the Yarra River through the study area.



FRAMEWORK PLAN SUMMARY: KEY SITES

The follow table summarises the proposed long-term future land uses for key sites identified in the preceding objectives and shown in Maps 5A and 5B.

Key site	Existing use	Proposed future use
41-49 Greenaway Street (Former Bulleen Drive-in site) *	Vacant (Urban Floodway Zone, Residential Growth Zone)	Open space / recreation / conservation
Bulleen Industrial Precinct*	Manufacturing industry, storage and distribution (Industrial 1 Zone)	Employment / community
4 Banksia Street The Greenery Garden Centre	Commercial nursery (Urban Floodway Zone)	Open space / recreation / conservation
1 Templestowe Road 22-40 Bridge Street 42 Bridge Street	Residential, community (Rural Conservation Zone)	(No change)
7 Templestowe Road (Heide Museum of Modern Art)	Gallery, open space (Public Park and Recreation Zone)	(No change)
9-15 Templestowe Road (Yarra Valley Country Club site)	Golf course (Special Use Zone)	Open space / recreation / conservation Community / residential
17-25 Templestowe Road (Sonoco site)	Manufacturing industry, storage and distribution (Industrial 1 Zone)	Community / residential
27-33 Templestowe Road (Crown land)	Open space (Public Park and Recreation zone)	Open space / recreation / conservation
37-59 Templestowe Road (Bulleen Golf Driving Range site)	Golf driving range (Rural Conservation Zone, Urban Floodway Zone)	Open space / recreation / conservation
165 Templestowe Road (Crown land under lease, HM. Clause)	Agriculture (Public Park and Recreation Zone)	Open space / recreation / conservation
199-209 Templestowe Road 211-219 Templestowe Road	Residential (Rural Conservation Zone, Urban Floodway Zone)	Open space / recreation / conservation

* Future use is also subject to North East Link requirements





6.0 NEXT STEPS

YARRA RIVER – BULLEEN PRECINCT ADVISORY COMMITTEE

In October 2018, the Minister for Planning appointed an advisory committee under section 151 of the *Planning and Environment Act 1987* to provide advice about the Yarra River – Bulleen Precinct.

The purpose of the advisory committee is to provide the Minister for Planning with strategic and statutory planning advice on the future of the Yarra River – Bulleen Precinct and make recommendations about the draft Framework Plan, development applications in the study area and options for implementation.

In May – June 2019 the advisory committee exhibited the draft Framework Plan and two associated planning scheme amendments. The advisory committee was subsequently deferred. The draft Framework Plan has now been revised, with the advisory committee exhibiting an updated version of the plan, and resubmitted plans for private development at the Yarra Valley Country Club site (draft Planning Scheme Amendment C125mann).

After public exhibition, the advisory committee will carry out a public hearing and provide all submitters, including key stakeholders such as the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation, the Birrarung Council, the North East Link Project and relevant councils, with an opportunity to be heard.

FINALISATION AND IMPLEMENTATION OF THE FRAMEWORK PLAN

To enable the Framework Plan to be finalised and implemented, the following work will be required:

- **Implementation and staging plan** that has regard to the timing and delivery of the North East Link Project
- **Built form modelling** to inform final development controls
- **Planning scheme amendments** to give statutory effect to the plan
- **Land acquisition and assembly strategy** to enable proposed development and open space outcomes
- **Accessibility and movement strategy** to resolve the initiatives in this plan and identify any further requirements arising from the final proposed form of the North East Link.

