

Town Planning Report

in support of Draft Amendment
C170 to Moreland Planning
Scheme – rezoning to Mixed
Use Zone and application of
Development Plan Overlay
and Parking Overlay

Public Housing Renewal Program Gronn Place site

Prepared by
Message Consultants Australia

On behalf of the Department of
Health and Human Services

July 2017

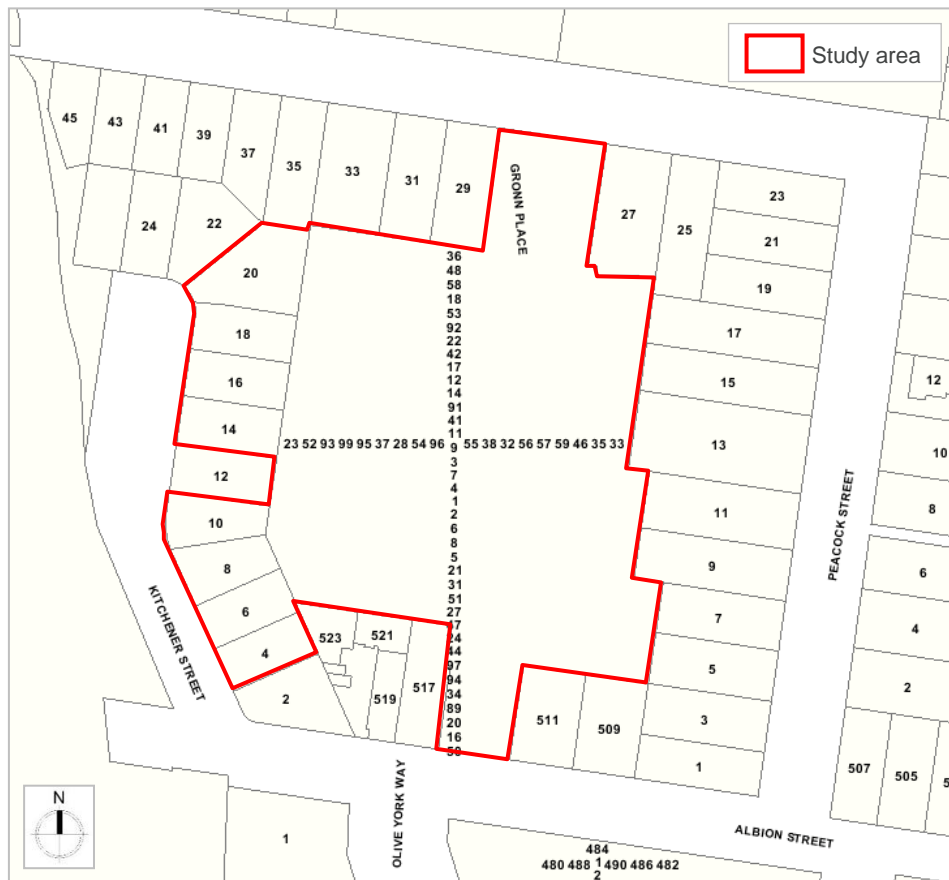


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1 Introduction

This report has been prepared by Message Consultants Australia on behalf of the Department of Health and Human Services (DHHS) and relates to public housing land located between Albion, Peacock and Kitchener Streets, Brunswick West known collectively as the Gronn Place public housing site ('Gronn Place site') (refer to **Figure 1**). The study area's location is shown at **Figure 2** (overleaf).



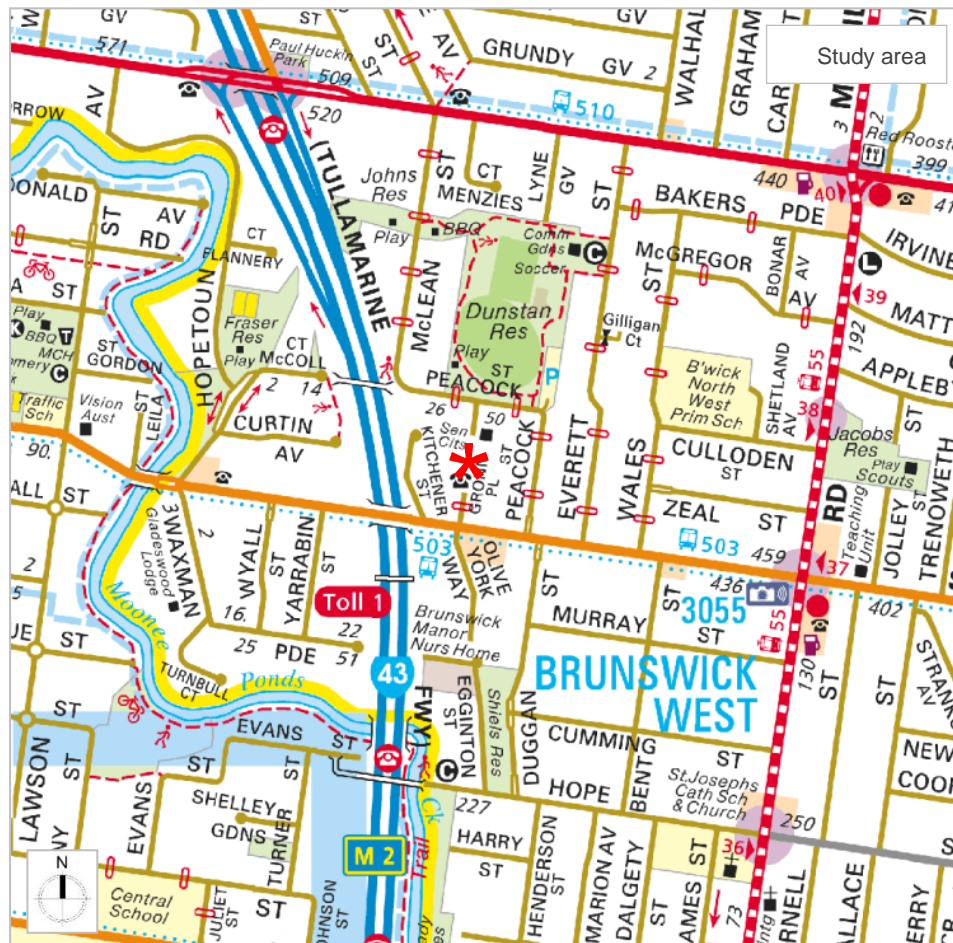


Figure 1 – Site location

This report should be read in conjunction with:

- Design Framework prepared by Hayball Architects and dated July 2017;
- Traffic Engineering Assessment prepared by Traffix Group and dated May 2017;
- Arboricultural Assessment prepared by Tree Logic and dated 21 December 2016;
- Arboricultural Assessment prepared by Tree Logic and dated 10 May 2017;
- Flora and Fauna Assessment prepared by Ecology & Heritage Partners and dated 12 January 2017;
- Community Engagement Report (Phase One), prepared by KJA and dated July 2017; and
- Gronn Place, Brunswick West Renewal. Phase Two Engagement Report, prepared by KJA and dated July 2017.

2 Background

The Department of Health and Human Services (DHHS) develops and delivers policies, programs and services that support and enhance the health and wellbeing of all Victorians. One of the key services of DHHS is the provision of public housing in Victoria. The Director of Housing is the registered proprietor of all public housing properties and is responsible for developing and managing these properties.

The demand for public housing has grown significantly in recent years, with the largest increase being for high needs single persons. In Victoria, as of March 2016, there were almost 40,000 applicants for public housing, with 10,000 being the most vulnerable people. Potential waiting times are two years.

There are currently 74,000 dwellings in the current public housing stock, which comprises a range of dwelling types and sizes. The current housing supply, however, does not match the increasing demand for smaller (one and two bedroom) dwellings. This mismatch is contributing to the underutilisation of stock. This issue is expected to continue as the population grows and household composition changes.

Ongoing replacement and renewal of public housing stock is critical, particularly as the existing stock has an average age of 35 years and that 60% of public housing stock is over 30 years old.¹

The Victorian Government has announced the *Homes for Victorians* \$2.6 billion program of investment into social housing and reducing homelessness, creating safe, accessible, affordable and suitable housing so that all Victorians feel supported by and part of the community is a key priority of the Government.

The social housing and homelessness initiatives are being delivered in the context of significant human services reform in Victoria. A key aspect of the reform agenda is the Victorian Government's response to the recent Royal Commission into Family Violence. The suite of initiatives and investments include:

- \$185 million Public Housing Renewal Program (PHRP) will redevelop nine public housing estates to increase social housing by at least 10% and deliver properties that better suit the needs of tenants. Stage one of the redevelopment includes 1,100 properties across nine suburbs in Brunswick, North Melbourne, Heidelberg West, Clifton Hill, Brighton, Prahran, Hawthorn, Northcote and Ascot Vale;
- \$152 million program to shelter more people experiencing family violence;
- Vacant parcels of land have been identified to increase the number of social housing properties on land currently owned by the Director of Housing. This program is expected to deliver over 400 homes;
- \$1 billion Social Housing Growth Fund, a collaboration between government, the private and philanthropic sectors, will provide dedicated assistance to community housing associations to help support up to 2,200 households;

¹ 'Managing Victoria's Public Housing' (Victorian Auditor-General's Office; June 2017; p. 14).

- \$100 million in low-cost loans will be made available to registered housing associations;
- \$9.8 million of new funding to immediately rapidly rehouse 40 vulnerable rough sleepers in inner Melbourne and provide them with targeted supports to maintain their housing; and
- The delivery of over 900 dwellings in Preston and the redevelopment of the walk up units at Flemington.

2.1 Independent review and consideration of the planning proposal

Homes for Victorians identifies the need to streamline social housing redevelopments, with a first implementation priority being the redevelopment of public housing estates. The Minister for Housing requested that the Minister for Planning establish an dedicated process to introduce new planning controls for the redevelopment of the PHRP and Flemington renewal sites.

The Minister for Planning established the Social Housing Renewal Standing Advisory Committee (the Advisory Committee) on 19 March 2017 under Section 151 of the *Planning and Environment Act 1987* to advise on the suitability of planning proposals prepared by DHHS to facilitate new social housing outcomes. The independent Advisory Committee is made up of a Chair, Deputy Chair and Members who are experts in strategic and statutory land use planning, urban design, property economics, development feasibility and transport planning.

The Terms of Reference for the Advisory Committee are available at www.planning.vic.gov.au/shrp. The Advisory Committee process includes a four week public exhibition period of the DHHS planning proposals that will provide all interested stakeholders the opportunity to present their views in the form of a written submission. Public hearings will also be held by the Advisory Committee at the conclusion of the exhibition period and will allow submitters to speak in support of their submission. Public hearings are open to all submitters and interested members of the public to attend.

The Advisory Committee must consider:

- All relevant submissions made to the Advisory Committee during the four week exhibition period;
- How the planning proposals meet the objectives of *Homes for Victorians*, Plan Melbourne 2017 and the *Planning and Environment Act 1987*;
- Whether the Minister for Planning should act as the Responsible Authority for the development of the renewal sites and if this would expedite future planning approvals; and
- Whether the proposed changes to the planning scheme or any planning permits should be approved, subject to any recommended changes.

It is not the role of the Advisory Committee to consider the increasing demand for specific types of social housing dwellings, the proposed delivery model and the use of public land for the project, the dwelling yields required to achieve a 10% increase in social housing or the appropriateness of community housing providers to administer the provision of social housing.

The Advisory Committee will provide a report for each planning proposal for the Minister for Planning outlining the assessment of the relevant matters, advice and recommendations. This report must be submitted to the Minister no later than 20 days after the completion of the public hearings.

Upon receiving the Advisory Committee report, the Minister for Planning will make a decision on the future planning provisions for the renewal sites.

2.2 Gronn Place site

The Gronn Place site was identified for renewal under the PHRP due to its accessibility to public and active transport, education facilities, work opportunities and support services.

The project will involve demolition of the existing buildings that were built in the 1960s and 1970s. New buildings will then be built across the site, which will consist of both social and private dwellings. There will also be opportunities for small-scale non-residential uses at suitable locations such as retail, commercial and community.

The following Design Principles have been developed to guide redevelopment of the 9 sites within the PHRP, including the Gronn Place site:

- To maximise the social, economic and environmental 'return' of public land assets and ensure the economic viability of the project.
- To deliver a sustainable and high quality development that contributes to the longevity of housing stock and reducing the cost of living.
- To create safe buildings and spaces throughout the site.
- To respond to the features of the site, such as context, aspect, topography, significant vegetation.
- To integrate with the surrounding area by responding to existing or preferred neighbourhood character, enhancing the public realm and existing networks and delivering 'good neighbour' outcomes.
- To balance issues of equity in the successful delivery of private and social housing that is 'tenure blind'.
- To provide retail, commercial or community uses to meet an identified local need or stimulate local activity and participation.
- To prioritise pedestrian and bicycle access within the site.
- To establish legible access and address points for the site, buildings and spaces, including defining private, communal and public spaces.
- To foster social connections between residents and the wider community.
- To provide high levels of residential amenity and liveability.
- To provide landscaping and communal open space that is resilient and enhances the sense of place, sustainability and liveability of the site and local area.

- To deliver buildings and spaces that are accessible and practical for people of all abilities and readily adaptable to respond to the future needs of residents.

DHHS undertook two phases of community engagement prior to the formal Advisory Committee process:

- Phase One sought to inform the resident community about the project including priorities for the renewal of the public housing estates and to begin a conversation with estate residents about future changes; and
- Phase Two provided the opportunity for people who were consulted in Phase One, as well as surrounding residents and key stakeholders, to provide feedback on a draft 'sketch plan' for the proposed renewal of the estates.

3 The Site and its Context

3.1 The site

The Gronn Place site is located in Melbourne's inner northwest, approximately 6km from the CBD. The site is included within the City of Moreland.

The site is irregular in shape with a 28m frontage to Peacock Street to the north, 18m frontage to Albion Street to the south and 120m frontage to Kitchener Street to the west. The total site area is approximately 1.4ha.

As shown at **Figure 3**, the main site area currently contains an assortment of three and four storey buildings that house 73 dwellings and a number of single storey duplexes fronting Kitchener Street. Private roads both known as Gronn Place run from Albion and Peacock Streets, as well as surface car parking, communal open space, a communal garden and play areas. There are several mature trees scattered throughout the site. An example of existing development on the site is shown at **Figure 4** (overleaf).



Figure 3 – Existing site plan and adjoining land uses



Figure 4 – Example of existing development in main site area

The Gronn Place site has the following abutments:

- To the **north** are privately owned residential properties containing single storey dwellings and the Richard Lynch Senior Citizens Centre. On the other side of Peacock Street is Dunstan Reserve;
- To the **south** are privately owned residential properties containing single storey dwellings. On the opposite side of Albion Street is a mixed use development that contains buildings up to 10 storeys. This land is designated a Neighbourhood Activity Centre;
- To the **east** are privately and publicly owned residential properties containing single and double storey dwellings; and
- To the **west**, are some privately owned residential properties containing single storey dwellings. The Tullamarine Freeway is located on the opposite side of Kitchener Street.



Figure 5 – Existing interface with Peacock Street



Figure 6 – View east along Albion Street, with recent mixed use development on right



Figure 7 – View south along Kitchener Street, showing existing duplexes and walk-ups in background

3.2 Site context

The Gronn Place site is located within an established location containing by a variety of land uses and built form. The context of the site is shown at **Figure 8**.

The site benefits from proximity to a range of services and amenities, including:

- Bus Route 503 (along Albion Street) (abutting to south);
- Dunstan Reserve (20m north);
- Neighbourhood Activity Centre (20m south);
- Tullamarine Freeway (70m west);
- Brunswick North West Primary School (250m northeast);
- Moonee Ponds Creek Trail (360m west);
- Melville Road Neighbourhood Activity Centre (450m east);
- Tram Route 55 (along Melville Road) (450m east); and
- Brunswick Activity Centre (1.7km east).

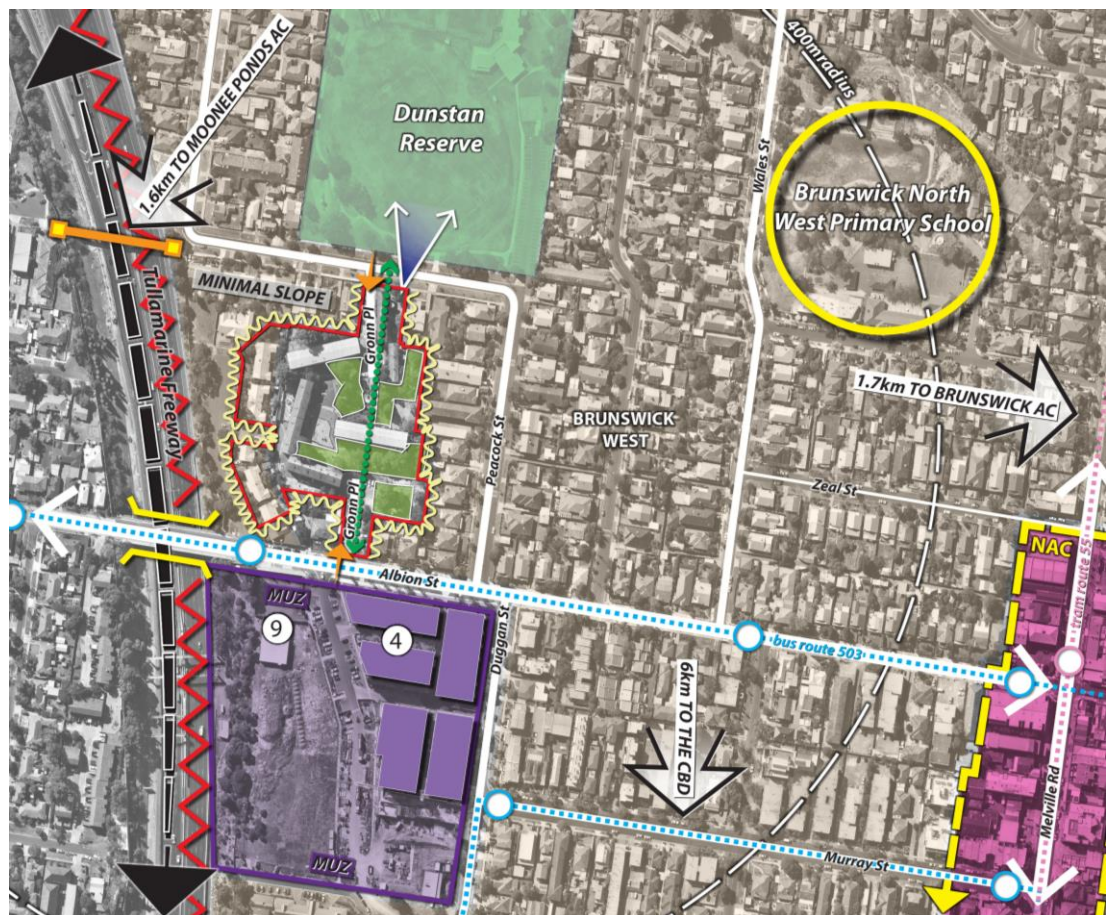


Figure 8 - Site context

4 Existing Planning Controls

The Gronn Place site is located within the General Residential Zone – Schedule 1 (General Residential Areas) (GRZ1) pursuant to Clause 32.08 of the Moreland Planning Scheme.

A zone map extract has been provided at **Figure 9**.

The purpose of GRZ is:

- “To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To encourage development that respects the neighbourhood character of the area.
- To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.
- To allow educational, recreational, religious, community and a limited range of other nonresidential uses to serve local community needs in appropriate locations.”

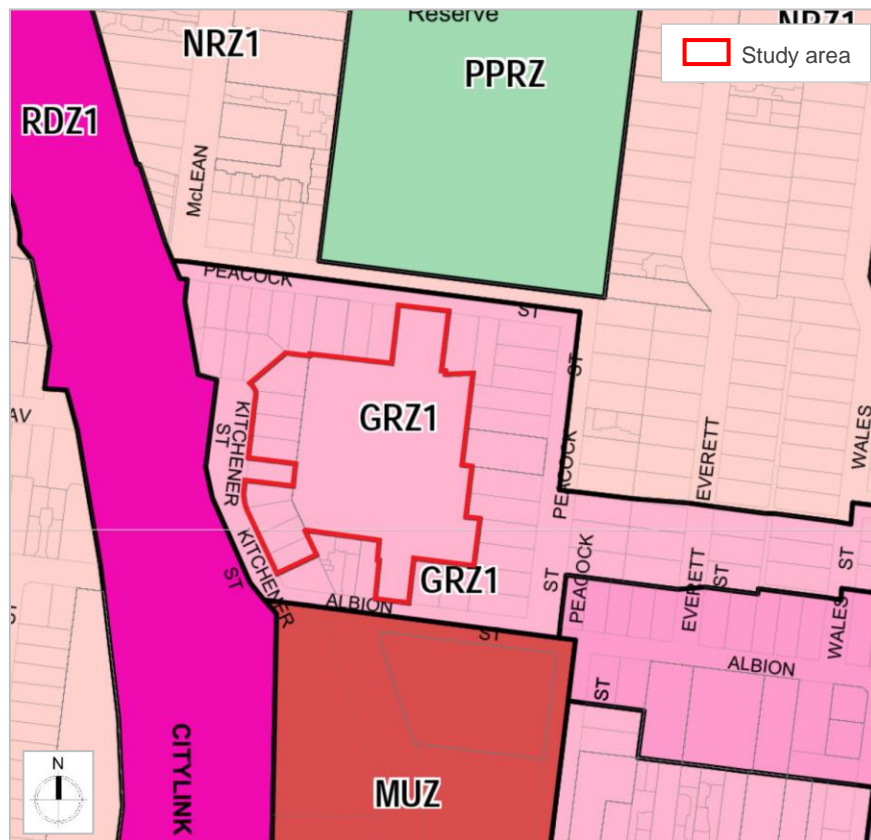


Figure 9 – Existing zoning

The site is affected by the Development Contributions Plan Overlay– Schedule 1 (General Residential Areas) (DCPO1) pursuant to Clause 45.06 of the Moreland Planning Scheme.

An overlay map extract has been provided at **Figure 10**.

The purpose of DCPO is:

- *“To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To identify areas which require the preparation of a development contributions plan for the purpose of levying contributions for the provision of works, services and facilities before development can commence.”*

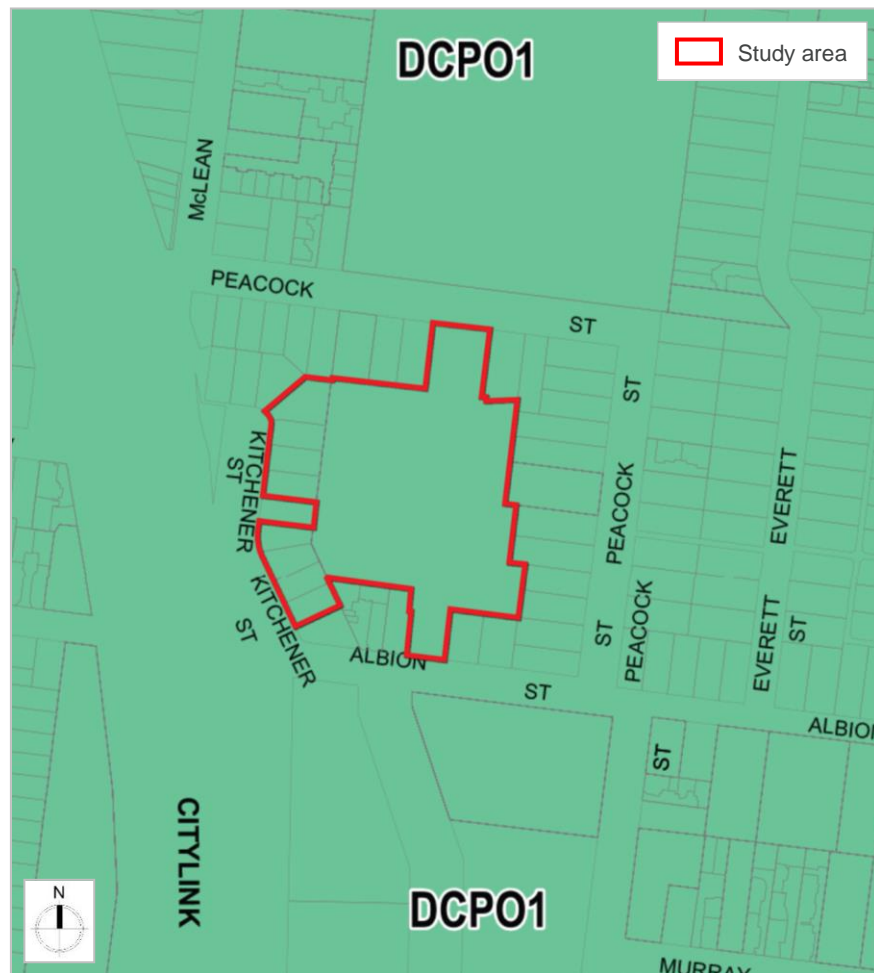


Figure 10 – Existing overlay

5 Strategic Planning Policy

State level policies that support the redevelopment of the site include:

- **Clauses 11.06-2** seeks to *“facilitate development that increases the supply of affordable and social housing in suburbs across Melbourne.”*
- **Clause 16.01-2** encourages new housing in or close to activity centres and in urban renewal precincts and sites that offer good access to jobs, services and transport.
- **Clause 16.01-1** encourages the planning system to support the appropriate quantity, quality and type of social housing. In particular, it seeks to, *“facilitate the delivery of high quality social housing to meet the needs of Victorians.”*
- **Clause 16.01-4** seeks a range of housing types to meet diverse resident needs.

These State policy directions are echoed at the local level, where Clause 21.02-3 states, *“Council will facilitate housing development to meet the needs of the growing and diverse population, with a focus on:*

- *Providing a range of housing sizes and types to accommodate a diversity of household sizes.*
- *Housing affordability.*
- *Housing designed to be visitable by people with limited mobility, and adaptable for residents with specific accessibility requirements.”*

Victoria in Future 2016 (VIF) forecasts that the population of the municipality will increase by 62,100 residents from an estimated 154,200 in 2011 to around 216,300 by 2031². In order to cater for this population growth and diversity, Council seek to facilitate increased housing supply and choice as identified in Clause 21.02-3 in the following manner:

“The approach to facilitating character change and increased density housing in locations close to shops, services and public transport has been integrated with the objective to provide for housing choice and diversity. In some locations where there is poor housing choice and a predominance of detached dwellings (suburbs north of Moreland Road), Council will seek to increase the amount of multi dwelling developments.”

Strategy 8.2 also seeks to, *“encourage developments to include a proportion of affordable rental housing to be owned and managed by a registered Housing Association, Housing Provider or similar not for profit organization.”*

The site has clear potential for intensified development and to positively contribute to urban consolidation in and around activity centres where there is access to public transport and services. Provision of both social housing and private dwellings across the site will also increase the diversity of housing in this location and allow for better integration of social housing within the community. In concise terms the site:

- Has a large 1.4ha area that can accommodate the proposed built form and manage potential off-site amenity impacts;

² This projection is higher than that provided in Clause 21.01, which suggests an increase of 31,547 residents between 2013 and 2031.

- Currently contains a number of three and four storey walk-up unit blocks;
- Is located 500m from the Melville Road Neighbourhood Activity Centre and has easy access to the Brunswick Major Activity Centre and Melbourne CBD. The plan in **Appendix 1** illustrates the 20-minute catchment of the site;
- Is located in close proximity to public transport options including a bus along Albion Road and a tram route along Melville Road; and
- The site is located opposite side of Albion Street from a Neighbourhood Activity Centre that contains a recent mixed use development up to 10 storeys in height.

In conclusion, there is strategic policy support for the proposed redevelopment of the Gronn Place site for more intensive development.

6 The Proposed Amendment

To redevelop the Gronn Place site, the Moreland Planning Scheme will require changes to land use and design controls. The changes will enable increased housing density for both social and private housing.

The current General Residential Zone does not reflect the existing medium density use of the land and limits the potential for increased building heights in this appropriate location. In particular, a mandatory maximum building height of 11m and 3 storeys is specified in Clause 32.08-9 (with certain variations permitted).

The amendment seeks to make the following planning control changes applying to the site:

- Rezone from a General Residential Zone – Schedule 1 (General Residential Areas) (GRZ1) to a Mixed Use Zone – Schedule 2 (Gronn Place, Brunswick West) (MUZ2);
- Apply a Development Plan Overlay – Schedule 12 (Gronn Place, Brunswick West) (DPO12);
- Apply a Parking Overlay (PO) – Schedule 2 (Gronn Place, Brunswick West) (PO2);
- Add a strategic direction for public housing sites in Clause 21.02-3 (MSS Strategic Directions);
- Add a strategy for public housing sites in Clause 21.03-3 (Housing);
- Add a policy objective and policy for public housing sites in Clause 22.01 (Neighbourhood Character); and
- Add the Minister for Planning as Responsible Authority in the Schedule to Clause 61.01.

The proposed zoning changes are shown at **Figure 13** (overleaf). Refer to **Appendix 2** for the plans showing the proposed overlay changes.

The existing Development Contributions Plan Overlay applying to the site is proposed to remain.

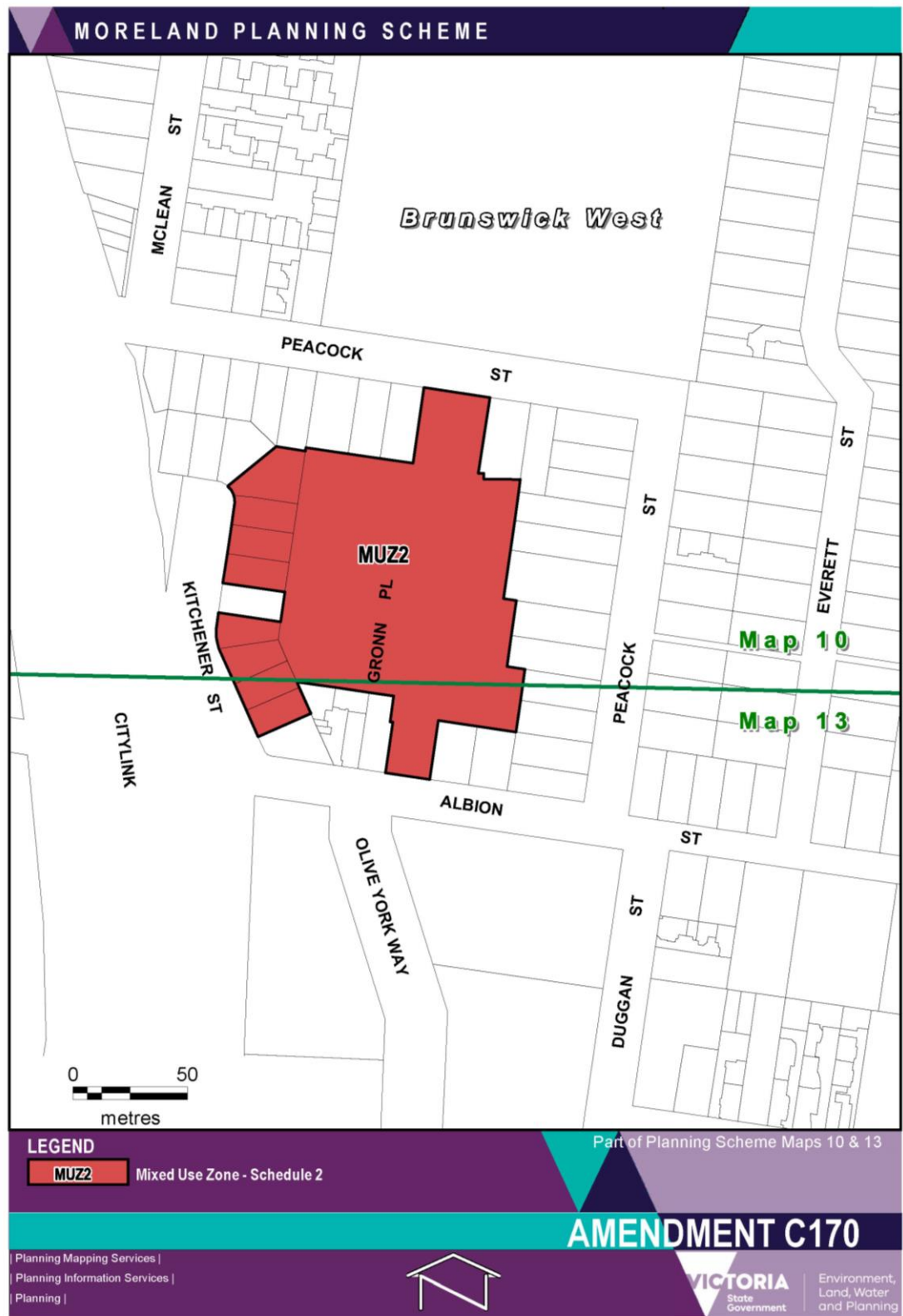


Figure 13 – Proposed zoning

6.1 Analysis of proposed controls

Zoning

The purpose of the Mixed Use Zone (MUZ) is:

- *“To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality.*
- *To provide for housing at higher densities.*
- *To encourage development that responds to the existing or preferred neighbourhood character of the area.*
- *To facilitate the use, development and redevelopment of land in accordance with the objectives specified in a schedule to this zone.”*

The application of the MUZ on this site is considered to be appropriate as it will support the preferred housing density and resultant built environment.

The MUZ will also enable the provision of a broader range of land uses, such as retail, commercial and community facilities, to provide for the needs of the local community.

The use of this zone aligns with Planning Practice Note 78, which states that:

“The Mixed Use Zone enables new housing and jobs growth in mixed use areas. The zone provides for a range of residential, commercial, industrial and other uses and provides for housing at higher densities that responds to the neighbourhood character.

The zone is flexible because there is no default building height limit and planning authorities can specify different objectives, decision guidelines and building and design requirements to suit a range of strategic outcomes. The Mixed Use Zone may be appropriate for areas:

- *Planned for more intense and diverse residential development on sites well located in relation to activity centres, employment and public transport*
- *Brownfield or urban renewal sites*
- *Planned for apartment style development.”*

Development Plan Overlay

A Development Plan Overlay (DPO) is proposed over the Gronn Place site. A DPO is a planning tool that outlines the matters that must be considered when preparing the development plan itself. For example, the proposed DPO for the Gronn Place site lists a number of additional plans and documents that must be prepared, such as an Integrated Transport and Traffic Management Plan, and provides details about heights of buildings, setbacks and defined precincts. The development plan is a master plan for the site that will respond to the requirements in the DPO and will be prepared at a later stage by DHHS and other partners.

The purpose of the DPO is:

- *“To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To identify areas which require the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop the land.*
- *To exempt an application from notice and review if it generally in accordance with a development plan.”*

As illustrated in the flowchart to the right (**Figure 14**), the preparation and approval of a development plan would be required prior to a planning permit application being made.

The application of the DPO is considered to be the appropriate planning tool as it will provide certainty to government agencies, Council and the local community about the future development outcomes on the land. It does not define the development outcome for the site, but establishes broad parameters to guide future development, including heights, road layout and proposed location of open space. The Responsible Authority will consider proposed development plan that fit within the parameters that are included in the DPO Schedule. Following approval of a development plan, detailed planning permit applications will be submitted, as shown in **Figure 14**.

By providing certainty for the how the future of the land could be developed, the DPO removes the ability for third parties such as the community to be consulted on the development plan itself when it is prepared by the land owner. This approach is considered warranted as the consultation has been undertaken as part of the preparation and approval of the DPO via the Standing Advisory Committee process (refer to **Section 2**). It is noted that should the development plan, or subsequent planning applications, not comply with the requirements of the DPO, the exemptions from third party notice and appeal do not apply.

A DPO exempts a planning permit application from the standard third party notice and review requirements, if it is generally in accordance with an approved development plan. Planning Practice Note 23 – Applying the Incorporated Plan and Development Plan Overlays states that, *“responsible authorities should not use non-statutory consultation practices to assist in deciding planning applications. Where notice is being served without a basis in the planning scheme or*



Figure 14 – Proposed planning process

Planning and Environment Act 1987, *it is possible that defects in the notice process can be judicially reviewed in the Supreme Court*".

Given that formal consultation is not available under the proposed provisions and the use of informal consultation is actively discouraged, the community consultation process which is being carried out as part of the Standing Advisory Committee process represents the opportunity for the community to actively participate in, and to share its views on, the proposed planning scheme amendment as well as the future opportunities for the use and development of the land.

A site-specific Schedule 12 to the DPO (DPO12) has been prepared for the Gronn Place site. It specifies objectives to be achieved in the redevelopment of the site (based on the Design Principles outlined in **Section 2**) and includes a Development Concept Plan with which the required development plan must be generally in accordance (provided at **Figure 15** overleaf).

Parking Overlay

The Traffic Engineering Assessment prepared in support of this amendment (Traffix Group; dated June 2017) found that:

- The site has access to everyday services, including retail, food and beverage and has access to public transport (buses) and other alternative transport modes (walking and cycling routes);
- There is a demand for smaller dwellings without resident parking in this locality;
- Local Policy for City of Moreland supports reduced parking provisions to encourage the use of sustainable transport modes and reduction in traffic congestion caused by private motor vehicle ownership; and
- There has been a historical reliance on on-street parking by residents of the existing site.

On this basis, the report considers that reduced car parking rates would be acceptable for the anticipated development in the Gronn Place site.

The Parking Overlay (PO) is considered to be the appropriate planning tool to facilitate an appropriate provision of car parking spaces for residential uses within the site. The purpose of the PO is:

- *"To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To facilitate an appropriate provision of car parking spaces in an area.*
- *To identify areas and uses where local car parking rates apply.*
- *To identify areas where financial contributions are to be made for the provision of shared car parking."*

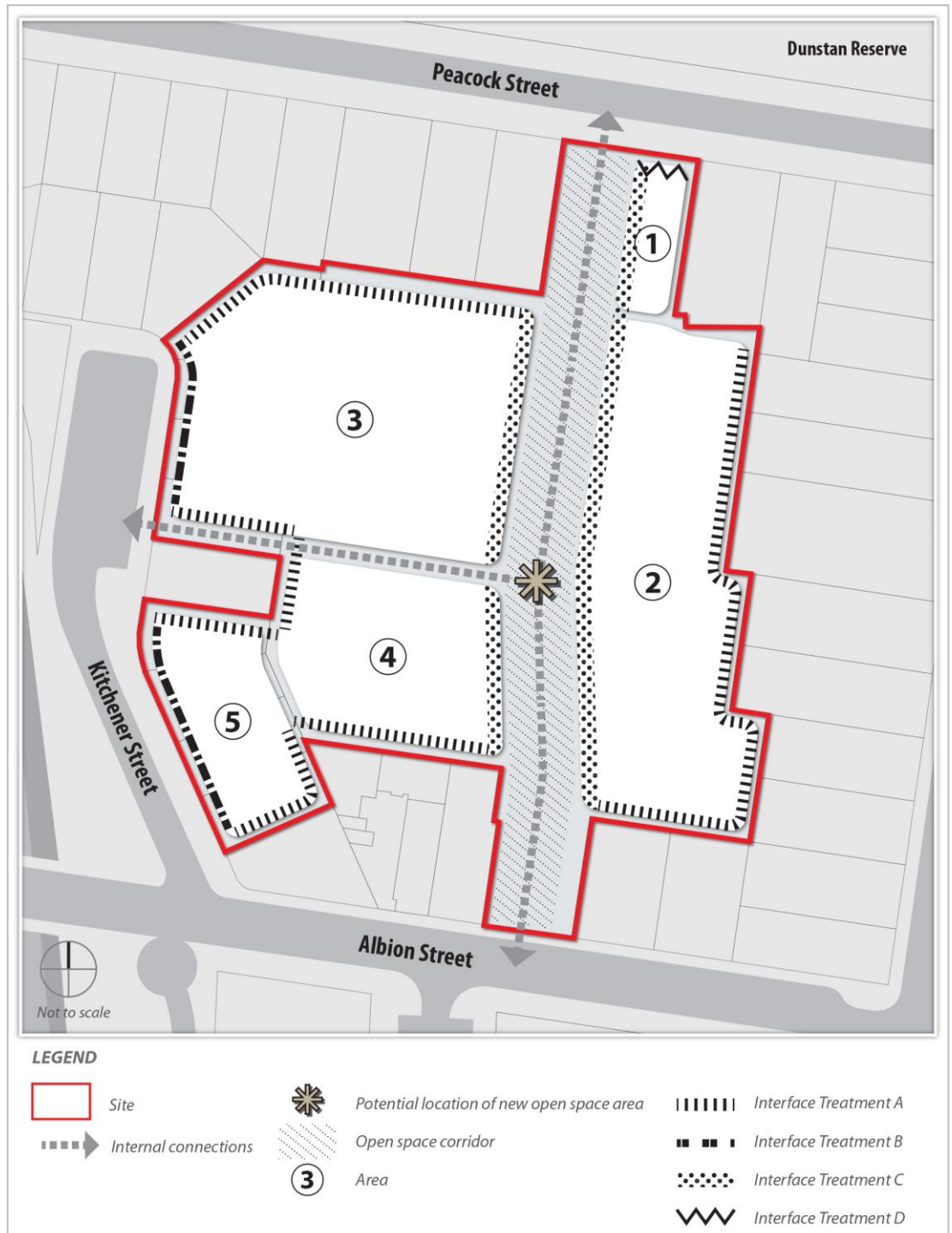


Figure 15 – Development Concept Plan in proposed DPO12

Changes to Local Planning Policy Framework

The proposed changes to the Local Planning Policy Framework will reflect the strategic policy support for the proposed redevelopment of the Gronn Place site for more intensive development, as discussed in **Section 5** of this report, and will ensure consistency of strategic planning policy with the proposed MUZ and DPO controls relating to the site.

Responsible Authority

There is growing pressure on Government to increase public housing stock and reduce wait times, and as such DHHS is committed to the renewal of existing sites to deliver an increase in housing in the short term.

An impediment to the supply of new or replacement stock is the planning system where either decision making is taking too long or there are excessive or unnecessary requirements for social housing. Currently, applications made by the Director of Housing to build and replace public housing are not exempt from any of the requirements in the Victoria Planning Provisions. All other States in Australia have special planning provisions to facilitate the construction of public housing.

DHHS has proposed that the Minister for Planning become the 'responsible authority' for the site. This change would mean that Moreland City Council would no longer be responsible for making planning decisions for the precinct. All future planning permit applications or the approval of a development plan would be submitted to the Minister for Planning for consideration and approval.

This proposal has been made so that the public housing projects, such as the Gronn Place site renewal, are delivered through a streamlined process with consistent decision making. It is anticipated that DHHS will request that the Minister for Planning become the Responsible Authority for all sites in the Public Housing Renewal Program. This approach will also allow for the opportunity for uniform requirements to be imposed by the Responsible Authority across the other DHHS redevelopment sites.

It is noted that the Minister for Planning has become the Responsible Authority for a number of sites and precinct across the state. The Minister has taken on this role as these projects or precincts are either of State significance, warrant specific consideration, the need for the application of a broader policy, and or implementation issues which can extend across municipal boundaries.

The Minister for Planning has not decided whether to become the Responsible Authority for the site and has specifically asked the Standing Advisory Committee to consider the planning scheme amendment proposed by the DHHS and provide advice on whether the Responsible Authority status should be transferred to the Minister for Planning.

As noted previously, a DPO exempts a planning permit application from the standard third party notice and review requirements, if it is generally in accordance with an approved development plan. Should the Minister for Planning, therefore, become the Responsible Authority and implement the proposed planning controls, including the DPO, the Minister for Planning would not be required to carry out community consultation pursuant to these new controls.

7 Key Planning Considerations

7.1 Land use and built form

Land use

The Gronn Place site is intended to continue as a primarily residential enclave, with apartments being the dominant dwelling type. It is possible that some townhouses could be developed.

Given the existing community facility abutting the site fronting Peacock Street and the mixed use development on the opposite side of Albion Street, it is considered that small-scale non-residential uses could be reasonably located on the site to meet the needs of the local community and to stimulate local activity and participation. The proposed MUZ provides for a range of small scale non-residential uses to be established 'as-of-right', such as food and drink premises, office and shop. The proposed DPO12 seeks to guide the siting and design of these uses. In particular, the preferred siting would be in locations such as such as fronting the central pedestrian corridor through the site to minimise amenity impacts on nearby residential properties.

Building height

The Gronn Place site was developed for public housing in the 1960s and contains an assortment of three and four storey buildings. As such, the site has long accommodated a different built form compared to the one or two storey buildings that have traditionally characterised the surrounding area. This higher built form has been reinforced by the recent development on the opposite side of Albion Street has heights up to 10 storeys.

At 1.4ha, the site is large enough to provide built form outcomes that integrate with the surrounding area and manage potential amenity impacts on adjoining residential properties. The new buildings will result in a diversity of styles on the site that will add to the complexity of people's experience of the area while the buildings themselves will come to represent a certain period in time.

The redevelopment of the Gronn Place site has been planned to provide for the highest built in the centre of the site and towards Kitchener Street and the Tullamarine Freeway interface. A transition down in scale is then provided to lower built forms adjacent to existing residential properties. As such, the proposed DPO13 specifies different building heights for different 'areas', as shown on the Development Concept Plan (refer to **Figure 15** on page 19):

- The highest built form (up to 8 storeys) will be located in the northwest portion of the site (Area 3);
- The southern portion of the High Street frontage (Area 1) will be up to 3 storeys which replicates the existing building in this location; and
- The remainder of the site (Areas 2, 4 and 5) will be up to 6 storeys.

The proposed DPO13 requires new buildings to limit potential internal and external impacts, including solar access to proposal open space areas. Development will also be required to address other relevant requirements in the Moreland Planning Scheme, including Clauses 15 (Built Environment and Heritage), Clause 22.01 (Neighbourhood Character), 22.07 (Development of Five or More Storeys), 22.08 (Environmentally Sustainable Development), 55 (Two or More Dwellings on a Lot and Residential Buildings) and 58 (Apartment Developments).

The massing study undertaken by Hayball Architects as part of the Design Framework prepared in support of the amendment (dated June 2017) provides an indicative distribution of built form and range of building heights (refer to **Figure 16**).



Figure 16 – Potential built form response, showing distribution of built form and range of building heights (Section 6.0 of Design Framework). Note: L denotes levels / storeys.

Interface treatments

The proposed DPO12 specifies that development achieves the following interface treatments:

- 1 Direct residential interfaces – a 3m minimum building setback from the common boundaries and increased as required to provide a landscaped buffer (either retained existing trees or new canopy trees) and to manage potential amenity impacts outlined in Clause 32.04-9 (such as overshadowing, daylight access and overlooking). It is considered that this outcome will maintain acceptable amenity for adjoining properties.
- 2 Kitchener Street (west) – a 4.5m street setback up to three storeys. This height will also provide a human scale interface with the road and opportunities for passive surveillance of the public realm. Higher levels (up to 6-8 storeys) are to be setback at least a further 3m.
- 3 Peacock Street (north) – a street setback in accordance with Clause 55.03-1 (ResCode).
- 4 New Open Space Corridor through the site – a 3m setback for portions of buildings above three storeys, which will provide a human scale and opportunities for sunlight access to this corridor.

Ground plane

The proposed DPO12 requires future development to provide active frontages to Albion, Peacock and Kitchener Streets, internal connections and open space areas. Off-street car parking is also to be located within basement levels or suitably concealed within buildings or behind features such as active podium frontages.

7.2 Circulation and parking

Vehicle access and internal connections

The Traffic Engineering Assessment prepared in support of this amendment found that the level of traffic generated by the proposed redevelopment is expected to be able to be accommodated by the existing road network and surrounding intersections. As part of the site redevelopment it is proposed to create an internal road network, with vehicle access to continue to be distributed between Albion, Peacock and Kitchener Streets.

The proposed DPO12 also includes a requirement for an Integrated Transport and Traffic Management Plan to be submitted for approval with the development plan.

It is intended that all internal roads will continue to be owned and managed by the Director of Housing.

Parking

As discussed in **Section 6.1** of this report, the Traffic Engineering Assessment considers that reduced car parking rates would be acceptable for the anticipated development in the Gronn Place site. In particular:

- Car parking for public housing has been reviewed based on an average car ownership rate for public housing of 0.6 spaces per dwelling;
- Car parking for private housing has been reviewed based on average car ownership rates of 0.8 spaces per 1 bedroom dwelling and 1 space per 2 bedroom dwelling and 1.3 spaces per 3 bedroom dwelling; and

- Visitor parking at 0.1 spaces per dwelling.

It is understood that the new buildings will provide sufficient on-site parking to accommodate the needs of new residents. Car parking for visitors is proposed to be provided on any internal roads, within the new buildings and within the existing on-street car parks in Walker Street and High Street Close (subject to agreement from DCC).

Bicycle access and connections

The site is supported by quality bicycle infrastructure with the Moonee Ponds Creek Trail connecting to Melbourne CBD a short distance to the west. Connections to this infrastructure will be provided via the existing street network.

The proposed DPO12 includes a requirement for bicycle parking for residents and visitors, and bicycle servicing facilities.

Pedestrian access and connections

Pedestrian and bicycle connectivity to and from the site is considered a key component of the site operations given its excellent connections to surrounding land uses and amenities and multiple public transport opportunities. As part of the site redevelopment a series of pedestrian connections are contemplated to key external access locations as well as between internal buildings.

The proposed DPO12 requires development to provide a publicly accessible pedestrian path along the new open space corridor through the site between Albion and Peacock Streets. A legible pedestrian circulation system within the site will also be provided, particularly between external access points, building entries, car parking areas and communal open space areas, and linking with pathways adjoining roads. This system will largely be via footpaths along the internal roads and other formal pedestrian connections.

7.3 Landscape and open space

Landscape

The current layout of the Gronn Place site has allowed for buildings to be interspersed by communal open space areas and contain numerous mature trees. The vegetation extending through the site contributes to the greenery and visual amenity of the local area. The Arboricultural Assessment prepared in support of this amendment (Tree Logic; dated 21 December 2016 and 10 May 2017) found that numerous mature and semi-mature trees throughout the site have moderate or high retention value.

It is important for the redevelopment of the site to provide an appropriate response to the existing site features and neighbourhood character in light of providing for increased residential densities in this highly suitable location.

As such, the proposed DPO12 requires development in the site to retain trees assessed in a new required Arboricultural Assessment Report as having moderate or high retention value, unless it is demonstrated that their retention significantly affects the feasibility of development of the relevant precinct. Any trees to be removed are to be replaced with trees that provide equivalent amenity value to residents and the public realm. It is considered that such landscaping will enhance the sense of place, sustainability and liveability of the site and local area.

Open space

The proposed DPO13 requires the provision of a new publicly accessible open space corridor through the site between Albion and Peacock Streets generally located as shown on the Development Concept Plan. This corridor will greatly enhance permeability through the site and integration of the community between the key focal points of Dunstan Reserve and the Neighbourhood Activity Centre on Albion Street.

This corridor is to include a new open space area. The intended location of this space in the centre of the site and at the intersection of proposed internal connections will be accessible to all residents and will help foster social connections between residents. The final location, configuration and embellishments of this space will be determined at the planning permit application stage of the development. There will be opportunity to reinstate the existing community garden on the site (as shown at **Figure 17**).

In addition, communal open spaces will be provided in each area in accordance with Clause 55.07-2 or Clause 58.03-2.

The provision of multiple open space areas within the site will enhance the sense of place and liveability of the site.

Furthermore, future residents will benefit from the amenity and recreation facilities provided in Dunstan Reserve, which is sited immediately north of the site. The park contains sports fields, various play spaces, a connected pathway network, the West Brunswick Community Garden & Food Forest and generous areas of lawn with scattered trees.



Figure 17 – Existing community garden on the site

8 Strategic Assessment of the Amendment

This section demonstrates how the planning scheme amendment addresses the strategic considerations outlined in *Ministerial Direction No. 11 Strategic Assessment of Amendments*. The impact of the new planning provision on the resource and administration costs of the responsible authority has also been assessed.

Why is the Amendment required?

This amendment is required to allow the redevelopment of the Gronn Place site to provide improved social and private housing through the Public Housing Renewal Program. The existing General Residential Zone does not reflect the existing medium density use of the land and limits the potential for increased housing density and diversity of land uses.

Rezoning the land to a Mixed Use Zone (MUZ) will support the preferred housing density and resultant built environment in this highly suitable location. The MUZ will also enable the provision of a broader range of land uses, such as retail, commercial and community facilities, to provide for the needs of the local community.

The application of the Development Plan Overlay (DPO) will provide a framework to guide the future residential development of the Gronn Place site. The DPO Schedule will outline design responses expected to achieve the preferred future outcome for the Gronn Place site. The application of the DPO will provide assurance to government agencies, Council, development and the local community about future development outcomes on the land.

The application of the Parking Overlay (PO) will facilitate an appropriate provision of car parking spaces for residential uses within the Gronn Place site.

The changes to the Local Planning Policy Framework will reflect the intensity of development provided for in the new MUZ and DPO and ensure consistency of strategic planning policy relating to the site.

How does the Amendment implement the objectives of planning in Victoria?

The amendment implements the objectives of planning in Victoria as outlined in Section 4 of the *Planning and Environment Act 1987* through:

- Providing for the fair, orderly, economic and sustainable use and development of land;
- Securing a pleasant, efficient and safe work, living and recreational environment for all Victorians and visitors to Victoria;
- Balance the present and future interests of all Victorians;
- Ensuring sound, strategic planning and co-ordinated action at State, regional and municipal levels;
- Enabling land use and development planning and policy to be easily integrated with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels;
- Facilitating development that achieves the objectives of planning in Victoria and planning objectives set up in planning schemes; and

- Ensure the effects on the environment are considered and provide for explicit consideration of social and economic effects when decisions are made about the use and development of land.

How does the Amendment address any environmental, social and economic effects?

The amendment is expected to have a net community benefit and positive environmental, social and economic benefits through:

- Supporting an urban renewal opportunity in a location with ready access to multiple activity centres, public transport routes and pedestrian and bicycle infrastructure. These locational advantages can support increased housing density and some non-residential activity;
- Encouraging a high quality of development incorporating environmentally sustainable design and water sensitive urban design;
- Encouraging a mix of uses, including retail, commercial and community activities that provide opportunities for local employment opportunities and access to services for the local community;
- Increasing the supply of both social and private housing opportunities in order to cater to forecasted demands; and
- Encouraging a high quality public realm that contributes to pedestrian and resident amenity and contributes to the ongoing connectivity and safety of the precinct.

Does the Amendment address relevant bushfire risk?

This amendment affects land within an established urban area and therefore bushfire risk is not relevant.

Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The amendment complies with section 7(5) of the Act and complies with all relevant Minister's Directions under Section 12 of the *Planning and Environment Act 1987*.

How does the Amendment support or implement the State Planning Policy Framework and any adopted State policy?

The amendment supports and implements the State Planning Policy Framework (SPPF). Key State planning policies of relevance to this amendment include:

- **Clause 9 Plan Melbourne** facilitates provisions for adequate employment, housing and transport through strategic vision employed by the Victorian Government.

Plan Melbourne 2017-2050: Metropolitan Planning Strategy seeks to make better use of underutilised land that is close to jobs, services and public transport infrastructure. At the local level, *Plan Melbourne 2017-2050* seeks to enable people to live within 20 minute neighbourhoods by providing residents access to a wide ranges of goods and services.

- **Clause 10 Operation of the State Planning Policy Framework**, in particular:

"Planning and responsible authority should endeavour to integrate the range of policies relevant to the issues to be determined and balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future"

generations.”

- **Clause 11 Settlement** requires that planning contributes to ‘diversity of choice’, ‘a high standard of urban design and amenity’ and ‘accessibility’. It encourages opportunities for consolidation, redevelopment and intensification. The strategies of this policy encourages a diversity of housing types at higher densities in and around activity centres.
- **Clause 15 Built Environment and Heritage** seeks to create safe, functional, good quality urban environments, It provides urban design principles for development which includes context, the public realm, safety, landmarks, views and vistas, pedestrian spaces, heritage, architectural design and landscape architecture.
- **Clause 16 Housing** supports increasing development density whilst providing for housing diversity, access to services and planned long term sustainability. Higher density development is encouraged in locations in and around activity centres, close to public transport and employment opportunities.
- **Clause 17 Economic Development** seeks to provide a strong and innovative economy. Planning is to contribute to the economic well-being of communities and the State by supporting and fostering growth and development through providing land, facilitating decisions and encouraging development that meets the needs of the community.
- **Clause 18 Transport** relates to an integrated and sustainable transport system that provides universal access to social and economic opportunities and the coordination of reliable movement of people.

How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

The Moreland Municipal Strategic Statement (MSS) sets out the land use and development. At a local level, the Moreland Municipal Strategic Statement (MSS) sets out the land use and development strategies for the municipality. **Clause 21.01 Municipal Profile** states that the municipality’s population is projected to increase by approximately 31,547 persons over the coming 19 years to around 188,500 in 2031. **Clause 21.01-2 The City of Moreland Today – Key Issues** identifies the lack of housing supply, choice and affordability within the municipality and the importance of delivering a diversity of housing that caters to different needs and incomes.

The key local policies of relevance are:

- **Clause 21.02 Vision** identifies that; *“Council will facilitate housing development to meet the needs of the growing and diverse population, with a focus on:*
 - *Providing a range of housing sizes and types to accommodate a diversity of household sizes.*
 - *Housing affordability.*
 - *Housing designed to be visitable by people with limited mobility, and adaptable for residents with specific accessibility requirements.”*

- **Clause 21.03 Strategic Framework** encourages the provision of housing diversity to meet community needs and to contribute to housing affordability.

Does the Amendment make proper use of the Victoria Planning Provisions?

The amendment utilises the appropriate tools from the Victoria Planning Provisions toolbox.

The land can easily accommodate an increased development density. In this context it is considered that the Mixed Use Zone to be the most appropriate zone for the Gronn Place site as it allows for housing at higher densities and a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality.

The application of the Development Plan Overlay will deliver a framework to guide the future development of the Gronn Place site. The site specific schedule sets parameters against which the responsible authority can assess the required development plan and subsequent planning permit applications.

How does the Amendment address the views of any relevant agency?

The views of the following agencies were sought and considered during the preparation of this amendment:

- Moreland City Council;
- Department of Environment, Land, Water and Planning;
- Office of the Victorian Government Architect, Places Victoria, Victorian Planning Authority;
- VicTrack, VicRoads, Department of Department of Economic Development, Jobs, Transport and Resources / Public Transport Victoria, Infrastructure Victoria;
- Sustainability Victoria;
- City West Water, Yarra Valley Water, South East Water; and
- Jemena, Citipower / Powercor, NBN, Ausnet.

It is anticipated that the views of these and other relevant agencies can be addressed as part of the amendment process.

Does the Amendment address relevant requirements of the Transport Integration Act 2010?

The amendment complies with the relevant requirements of the *Transport Integration Act 2010*, specifically Part 2, Division 2, 11 – Integration of transport and land use.

The amendment will allow for an increase in residential and supporting uses in a location that is well-served by multiple public transport modes. This development will contribute to environmental sustainability, social inclusion, and economic prosperity.

What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

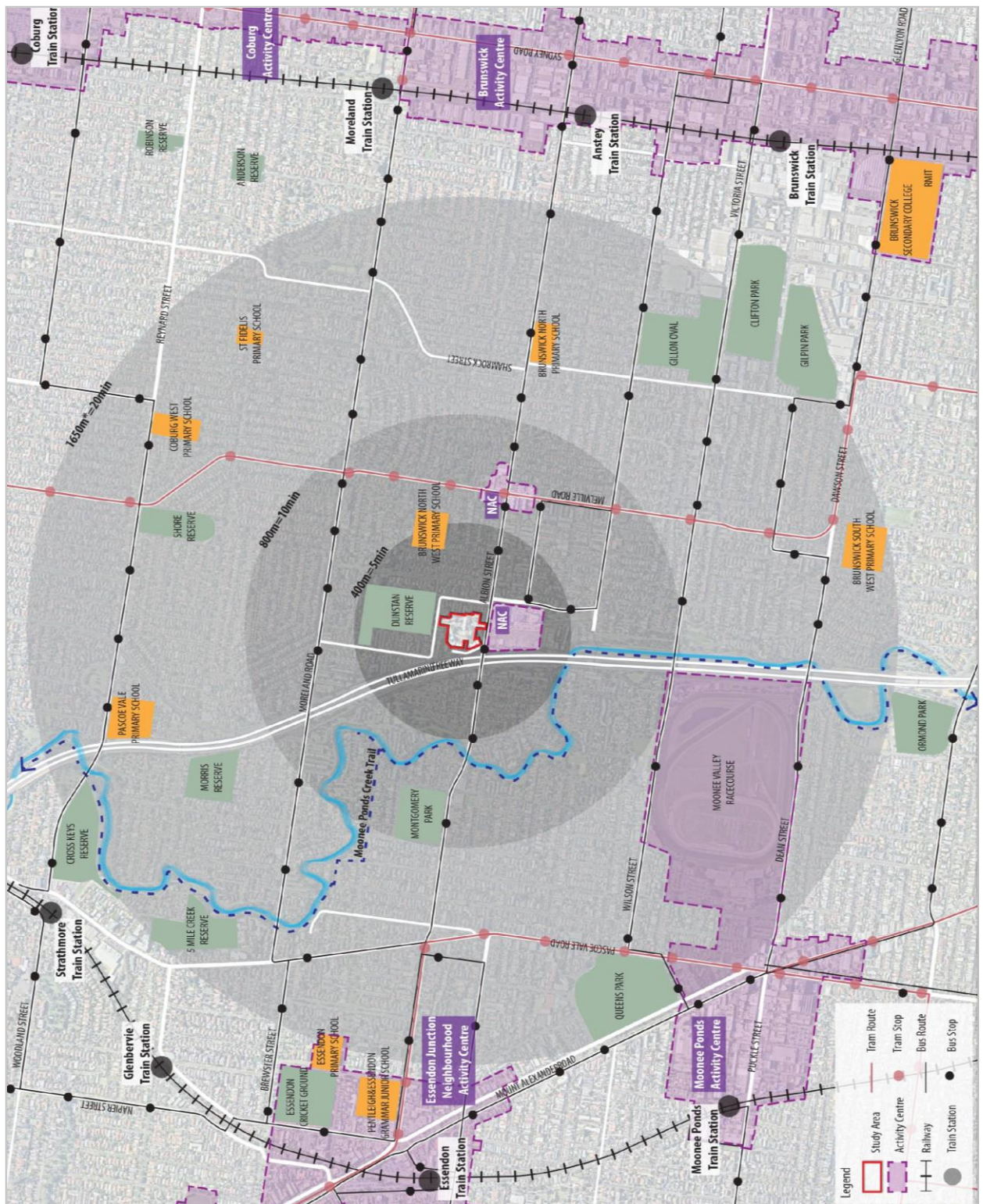
The new planning provisions will have a positive impact on both the resources and administration costs of Moreland City Council, particularly through the Minister for Planning becoming the Responsible Authority for development on the Gronn Place site. The amendment will improve and clarify future planning outcomes and provide for more guidance for decision makers and applicants.

9 Conclusion

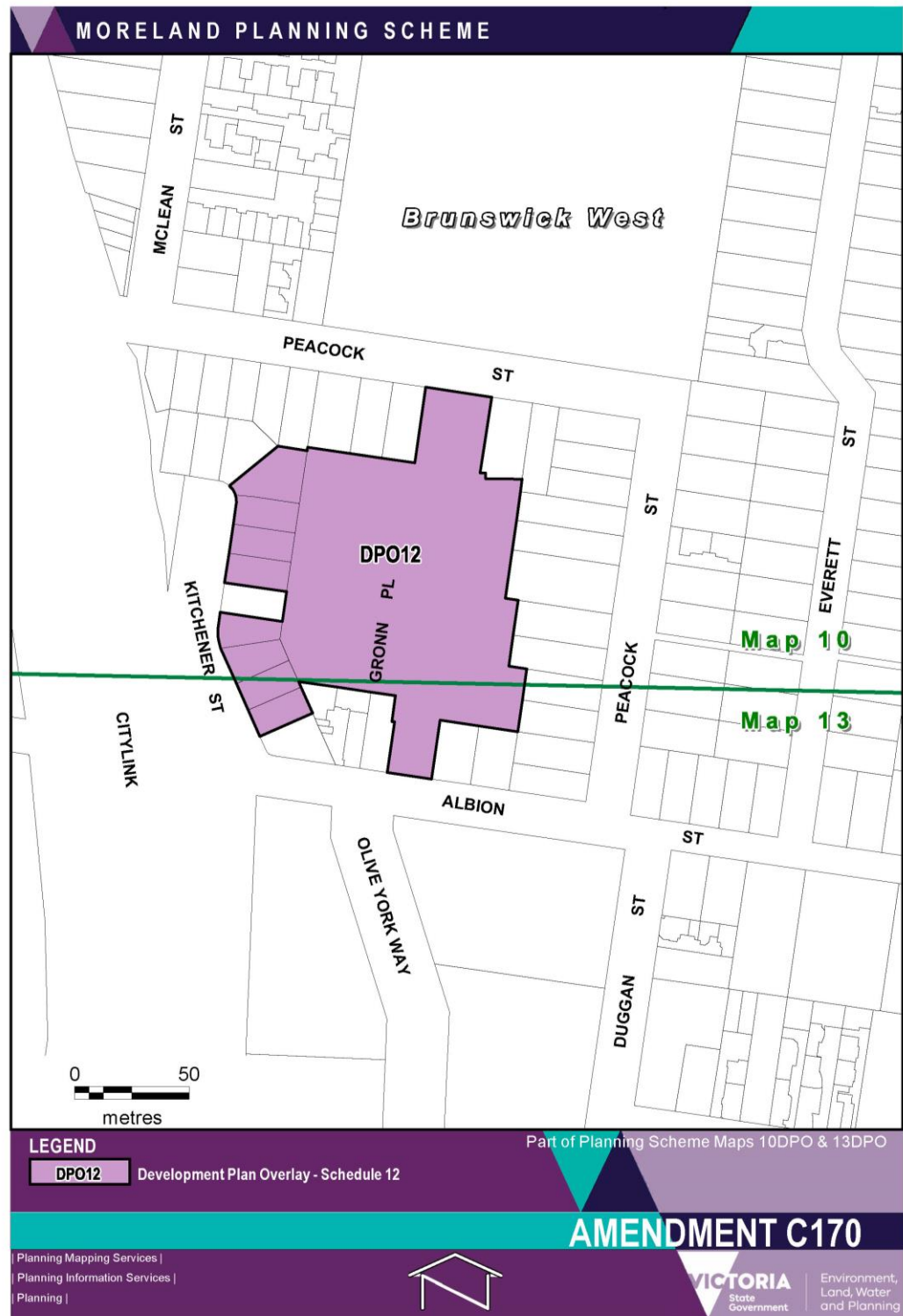
In conclusion, it is considered that the proposed amendment is appropriate for the following reasons:

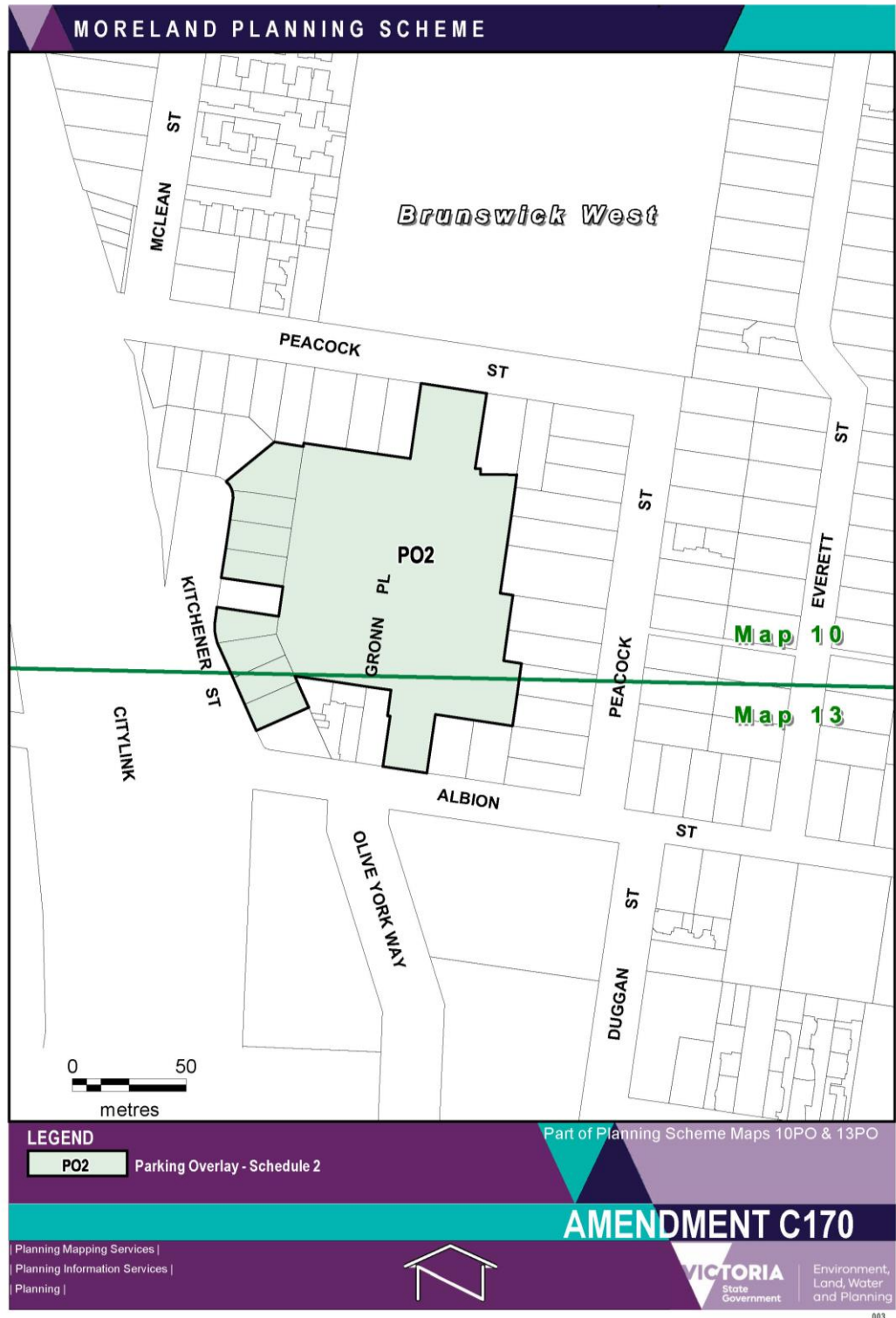
- The future redevelopment of this strategically located and accessible site will contribute to increased housing choice and the delivery of a 20 minute neighbourhood around activity centres;
- The current planning controls for the site are inadequate to provide for increased housing densities and non-residential uses;
- The proposed amendment makes appropriate use of the available statutory tools to enable the redevelopment of the site;
- The amendment is consistent with State and Local planning policies and advances the strategic directions in *Plan Melbourne 2017-2050: Metropolitan Planning Strategy*; and
- The amendment will deliver positive environmental, social and economic outcomes and a net community benefit.

Appendix 1 – 20-Minute Neighbourhood Plan



Appendix 2 – Proposed Overlay Plans







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