



# Town Planning Report

in support of Draft Amendment  
C177 to Moonee Valley Planning  
Scheme – rezoning to Mixed  
Use Zone and application of  
Development Plan Overlay  
and Parking Overlay

## Public Housing Renewal Program Debneys Precinct: Flemington Estate renewal

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On behalf of the Department of  
Health and Human Services

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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 Moonee Valley City Council and relates to land known as the Flemington public housing estate ('Flemington estate').

In a partnership between DHHS and Moonee Valley City Council (MVCC), a structure plan has also been prepared for the wider 'Debneys Precinct'. This precinct consists of Flemington estate, Debneys Park and Hopetoun Early Years Centre.

The study area's location is shown at **Figure 1**.

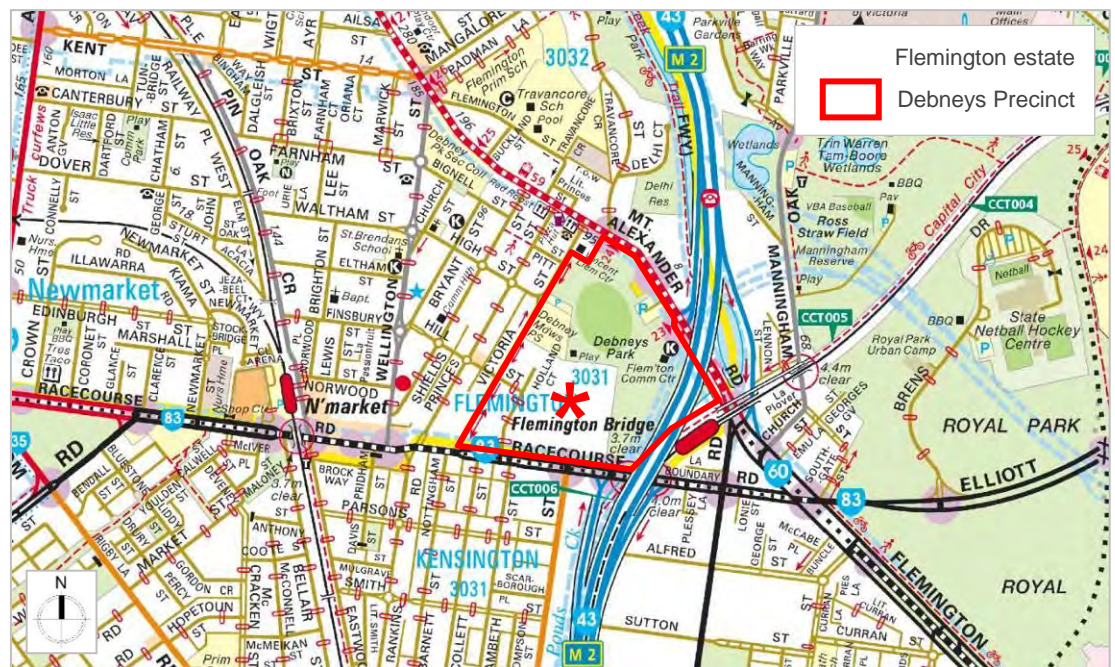


Figure 1 – Study area location

This report supports the proposed amendment to the Moonee Valley Planning Scheme to facilitate and guide the redevelopment of Flemington estate and Debneys Precinct. The amendment seeks to make the following planning control changes applying to Flemington estate:

- Rezone to a Mixed Use Zone;
- Apply a Development Plan Overlay; and
- Apply Parking Overlay.

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

- Include the *Debneys Precinct – Structure Plan* as a reference document in the Planning Scheme;
- Resolve two zoning anomalies relating to Debneys Park (small portion fronting Victoria Street

currently within a General Residential Zone) and Debney Meadows Primary School (currently within a Public Park and Recreation Zone); and

- Add the Minister for Planning as responsible authority.

The report describes the existing planning and physical context of the site and provides a strategic justification for the proposed amendment.

This report should be read in conjunction with:

- Design Framework, prepared by Hayball Architects and dated March 2017;
- Site Renewal Traffic and Transport Assessment, prepared by Beveridge Williams and dated 29 April 2017;
- Arboricultural Assessment, prepared by Tree Logic and dated 1 February 2017;
- Arboricultural Assessment, prepared by Tree Logic and dated 22 February 2017;
- Arboricultural Assessment, prepared by Tree Logic and dated 6 January 2017;
- Phase One Engagement Report, prepared by Capire and dated October 2016; and
- Phase Two Engagement Report, prepared by Capire and dated March 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 it is estimated that 10,000 properties will be obsolete within four years (VAGO; 2012).

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 as part of a \$60 million program 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;
- \$100 million in low-cost loans will be made available to registered housing associations;

- The management of 4,000 public housing properties will be transferred to the community housing sector to improve services to tenants through better property management, local housing services and access to support services and grow social housing;
- \$9.8 million of new funding to immediately rapidly rehouse vulnerable rough sleepers in inner Melbourne and provide them with targeted support to maintain their housing; and
- \$140 million to deliver over 900 dwellings and includes the redevelopment of sites in Preston and the redevelopment of the walk up units at Flemington.

In order to facilitate the program, the Minister for Housing has requested the Minister for Planning to establish an expedited process to introduce new planning controls for the redevelopment sites by way of an advisory committee process.

## 2.1 Flemington estate

The renewal at the Flemington estate runs alongside the \$185 million Public Housing Renewal Program. This site is particularly suitable due to its proximity to transport, education and health facilities, work opportunities and support services.

The project will involve demolition of the existing walk-up unit blocks centred on Holland Court that were built in the 1960s. The four high rise towers, containing a total of 718 dwellings, will remain. New buildings will then be built across the site, which will consist of both social and private dwellings. The Design Framework prepared in support of this amendment (Hayball Architects; dated March 2017) determined that approximately 1,100 additional dwellings could be provided on the site.

There will also be opportunities for non-residential uses at suitable locations such as retail, commercial and community.

The following Design Principles have been developed to guide redevelopment of Flemington estate and the nine sites within the PHRP:

- 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.

## 2.2 Debneys Precinct

The renewal of Flemington estate is a catalyst for further enhancement of the wider 'Debneys Precinct'.

This precinct is bounded by Mt Alexander Road (north), Tullamarine Freeway (east), Racecourse Road (south) and Victoria Street (west), and has an area of approximately 16.2ha. It consists of Flemington estate, Debneys Park and the Hopetoun Early Years Centre at 220 Racecourse Road.

Debneys Park is the major public open space in Flemington and is classified as a Regional open space in the Moonee Valley Open Space Strategy (2009). The park includes the Flemington Community Centre, which is one of two centres in the municipality and provides a wide range of programs and activities to suit the local community. Debney Meadow Primary School also utilises a portion of the park.

The Hopetoun Early Years Centre is a Council owned and operated facility that provides early years services such as four-year-old kindergarten, maternal and child health and a range of other community programs. A \$3.27 million redevelopment was recently completed, which greatly increased the capacity of the Centre.



### 3 The Site and its Context

#### 3.1 The site

Flemington estate is located in Melbourne's inner northwest, approximately 3km from the CBD. The site is included within the City of Moonee Valley.

The site is irregular in shape with a 200m frontage to Victoria Street to the east, 230m frontage to Racecourse Road to the south and a combined 490m frontage to Debneys Park to the north and east. Holland Court extends approximately 215m north into the site from Racecourse Road. The total site area is approximately 6.6ha.

Flemington estate currently contains four high rise towers of 21 storeys each and an assortment of three and four storey walk-up unit blocks, as well as surface car parking, playgrounds and communal open spaces. There are numerous mature trees scattered throughout the site.

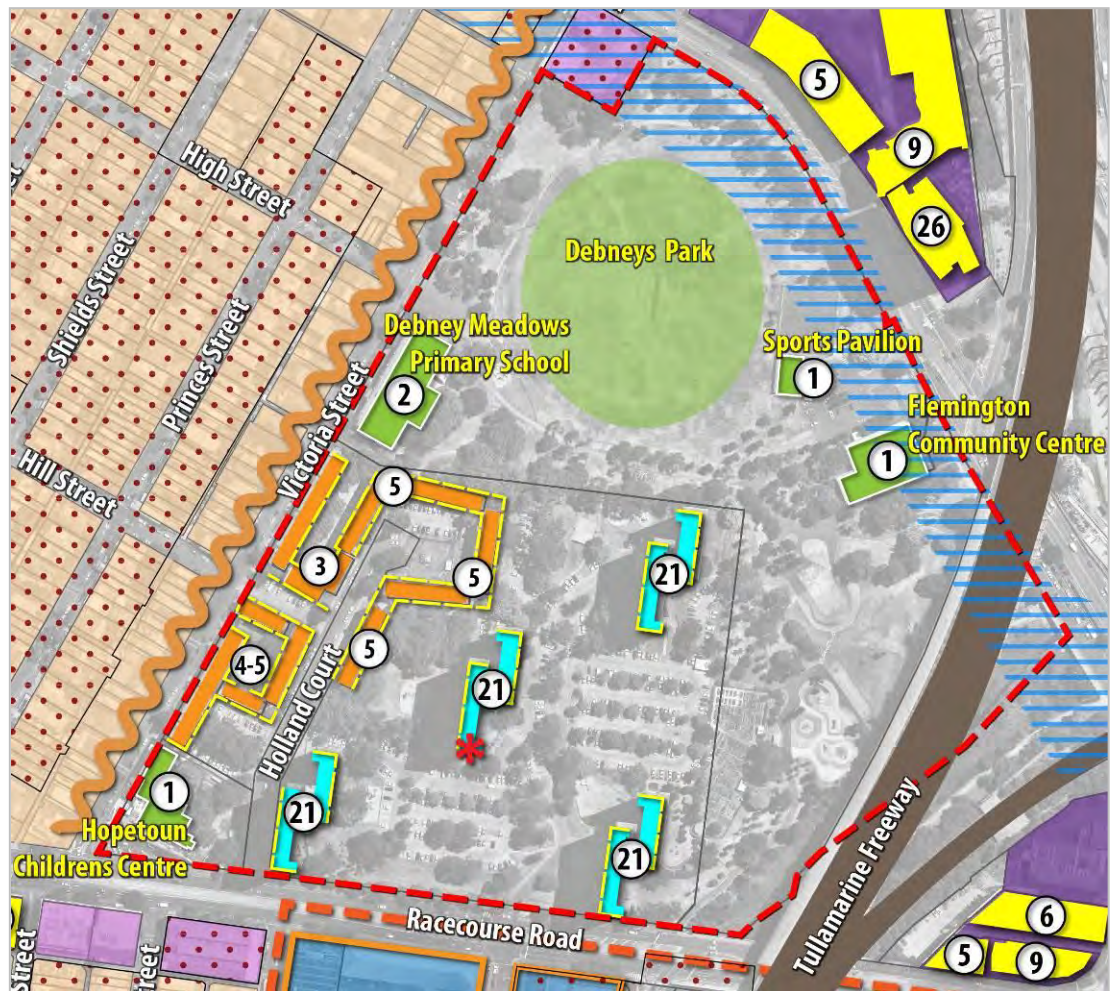


Figure 2 – Existing built form



Flemington estate has the following direct abutments:

- To the **north** is Debneys Park, which includes the Flemington Community Centre and Debney Meadows Primary School. Further north is Mt Alexander Road and a contemporary mixed use development on the opposite side. This development includes a 26 storey building known as the ALT Tower Serviced Apartments;
- To the **south**, on the opposite side of Racecourse Road, are single and double storey commercial / industrial buildings. This area is located within the City of Melbourne and is located at the northern extent of the Arden-Macaulay Urban Renewal Area where significant residential and employment growth is envisaged;
- To the **southwest**, on the corner of Racecourse Road, Holland Court and Victoria Street, is Hopetoun Early Years Centre;
- To the **east** is Debneys Park, which includes Flemington Community Garden. Further east is Moonee Ponds Creek and the elevated Tullamarine Freeway and Upfield Rail Line; and
- The area to the **west**, on the opposite side of Victoria Street, is an established residential area consisting primarily of one or two storey dwellings that are affected by Heritage Overlays controls (except for those fronting Victoria Street).

As previously discussed, Debneys Park (including Debney Meadows Primary School) and Hopetoun Children's Centre are included in this amendment as a structure plan has been prepared for the wider Debneys Precinct.



Figure 3 – Existing view of estate from Victoria / Hill Street intersection

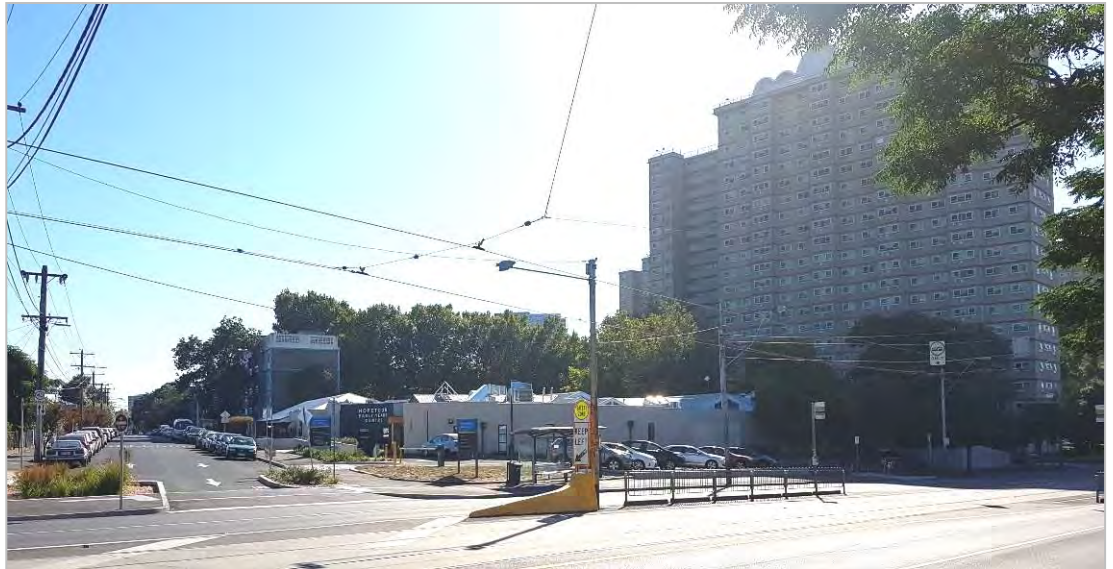


Figure 4 – View across Racecourse Road with Hopetoun Early Years Centre in foreground

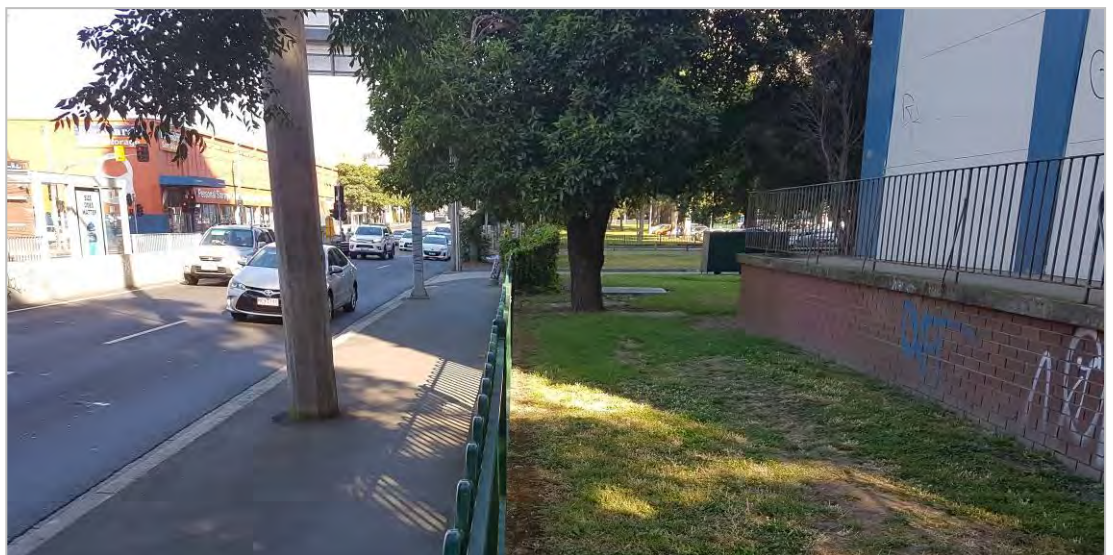


Figure 5 – Existing interface with Racecourse Road





Figure 6 – Holland Court, facing north from Racecourse Road



Figure 7 – Existing interfaces with Debneys Park





## 4 Existing Planning Controls

Flemington estate is located within the General Residential Zone – Schedule 1 (General Residential Areas) (GRZ1), pursuant to Clause 32.08 of the Moonee Valley Planning Scheme. This zone also applies to the Hopetoun Early Years Centre and a small portion of Debneys Park fronting Victoria Street.

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.”*

The Public Park and Recreation Zone (PPRZ) applies to the remainder of Debneys Park (including the portion utilised by Debney Meadows Primary School). The purpose of PPRZ is:

- *“To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To recognise areas for public recreation and open space.*
- *To protect and conserve areas of significance where appropriate.*
- *To provide for commercial uses where appropriate.”*

The northwest corner of Flemington estate is located within the Public Use Zone – Schedule 2 (Education) (PUZ2), however this zone relates to the adjoining Debney Meadows Primary School and was incorrectly applied. The purpose of PUZ is:

- *“To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To recognise public land use for public utility and community services and facilities.*
- *To provide for associated uses that are consistent with the intent of the public land reservation or purpose.”*

A zone plan has been provided at **Figure 9** (overleaf).



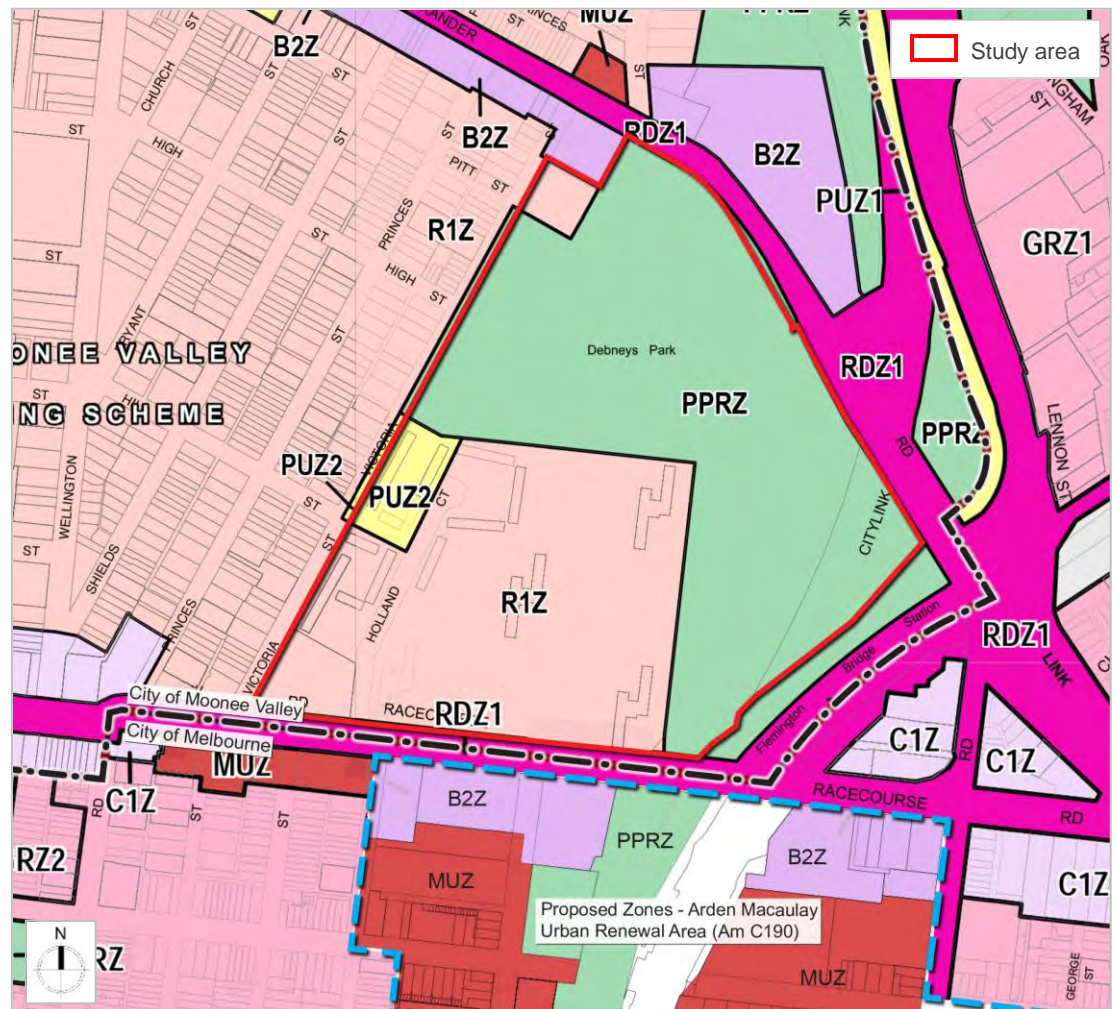


Figure 9 – Existing zoning

Flemington estate and Hopetoun Early Years Centre are not affected by any overlays. Debneys Park is affected by the following overlays:

- Environmental Significance Overlay – Schedule 2 (Significant Trees) (ESO2) – four trees in northern portion;
- Design and Development Overlay – Schedule 3 (Mt Alexander Road Corridor) (DDO3) – Mt Alexander Road frontage;
- Land Subject to Inundation Overlay (LSIO) – portion along Moonee Ponds Creek;
- Integrated Plan Overlay – Schedule 5 (Moonee Ponds Creek Concept Plan) (IPO5) – all, except for portion fronting Victoria Street; and
- CityLink Project Overlay (CLPO) – eastern portion.

An overlay plan has been provided at **Figure 10** (overleaf).



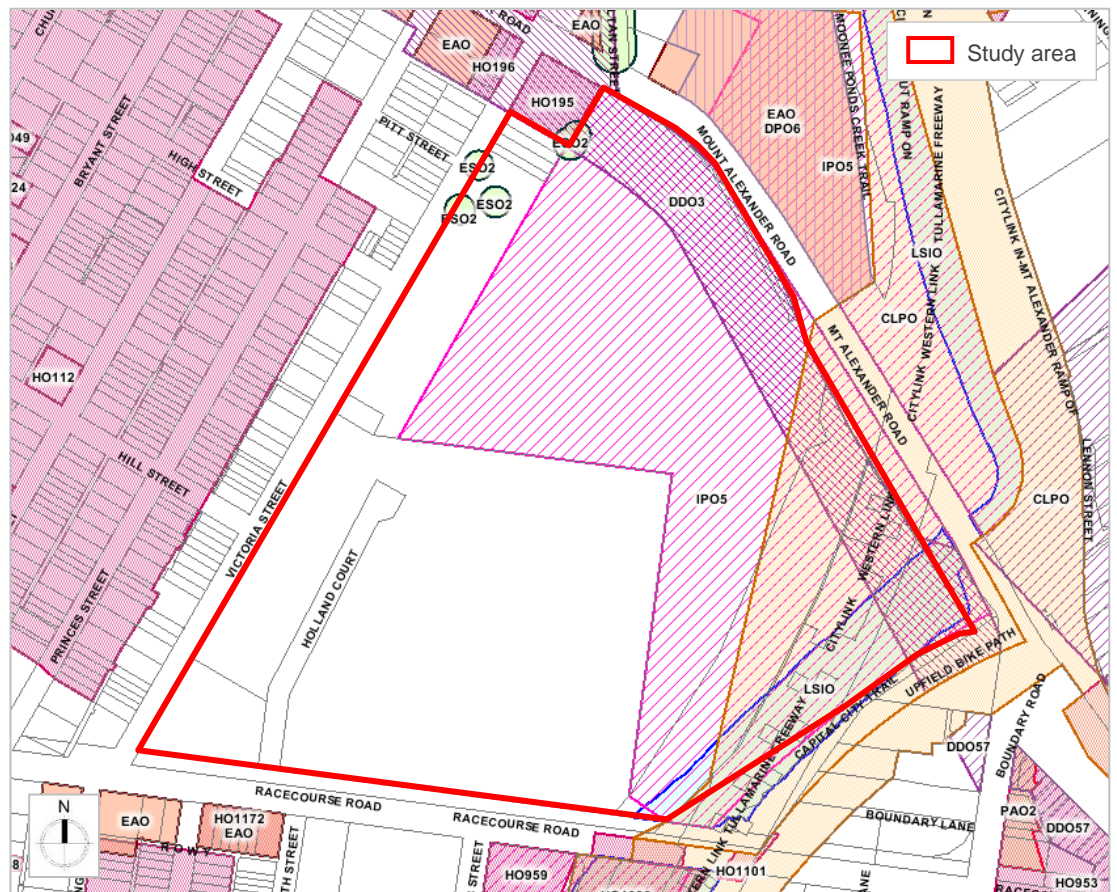


Figure 10 – Existing overlays

## 5 Strategic Planning Policy

The site is located within the Racecourse Road Activity Centre, which is identified as a higher order Activity Centre in Plan Melbourne. This designation emphasises the strategic importance of the activity centre as a location for redevelopment for ‘transit oriented development’.

State level policies that support the redevelopment of the activity centre and specifically Flemington estate 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 21.03-2 provides the following vision for activity centres:

*“To develop economically, environmentally and socially sustainable community places that provide for a range of goods, services, facilities, and diverse housing and transport options to meet the needs of the community now and into the future.*

*For each activity centre to be a vibrant community place, with commercial, civic, cultural and community value, whilst retaining its own unique identity and character.”*

Victoria in Future 2016 (VIF) forecasts that the population of the municipality will increase by 34,200 residents from an estimated 112,200 in 2011 to around 146,400 by 2031<sup>1</sup>. Under Clause 21.05-1, the site would be located within an area of ‘High to Substantial Housing Intensification’, where the Policy Guidelines are to:

*“Consider the majority of housing growth and higher density development to occur within Activity Centres identified in Plan Melbourne, provided that the height scale and massing of new development is in accordance with the requirements and recommendations of adopted structure plans or strategies for those centres, and that development respects the surrounding built form context.”*

In Clause 21.01, Council recognises that, *“the projected population growth for Moonee Valley will be concentrated in infill developments [...], as well as in and around activity centres”*.

Detailed planning for the Racecourse Road Activity Centre has not yet been completed. In 2012, Council prepared the *Draft Racecourse Road Major Activities Area Structure Plan*. Although Amendment C118 to give effect to this Plan was later abandoned by Council, this work provides an indication of Council’s strategic directions for the site. The Structure Plan identified the site for

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<sup>1</sup> This projection is higher than that provided in Clause 21.01, which suggests an increase of 19,000 residents between 2013 and 2031.

increased densities and public / private housing mix and outlined the following relevant key initiatives for the precinct in which the site was included:

- *“Include a public/private housing mix with no-net loss of public housing. This should include new medium to low rise housing models.*
- *Reduce and consolidate the ground level car parking currently provided on site for residents, and ensure that car parking facilities do not detract from the amenity of the area.*
- *Provide additional public open space and improved community facilities for the residents and wider community of Flemington.*
- *Improve the interface between the residents of the estate and surrounding residential areas through innovative urban design treatments.*
- *Provide an active and attractive frontage with built form located closer to Racecourse Road and Victoria Street.”*

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, as well as the ongoing renewal and activation of this section of the Racecourse Road corridor. Provision of a 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 6.3ha area that can accommodate the proposed built form and manage potential off-site amenity impacts;
- Benefits from extensive frontage to Racecourse Road, which is one of the key east-west corridors through the area;
- Contains four residential towers of 21 storeys each that will be retained, as well as an assortment of three and four storey walk-up unit blocks;
- Is located 100m from the commercial area of the Racecourse Road Activity Centre and has easy access to the Moonee Ponds Activity Centre and Melbourne CBD;
- Is located in close proximity to the Flemington Bridge Railway Station and tram routes along Racecourse and Mt Alexander Roads;
- Is located at the intersection of several key cycle routes, being the Capital City Trail, Moonee Ponds Creek Trail and routes along Racecourse and Mt Alexander Roads;
- Is located in an area that contains recent higher buildings, including the 26 storey mixed use development on the opposite side of Mt Alexander Road (No. 18) and the 26 storey mixed use development under construction at 1 Ascot Vale Road, Flemington (refer to **Figure 11** overleaf). The elevated Tullamarine Freeway and Upfield Railway Line also contribute to the robust built form of the area; and





Figure 11 – 18 Mt Alexander Road (left) and 1 Ascot Vale Road (right)

- Has immediate adjacency to a neighbouring municipality's intention to substantially increase population and built form. The Arden Macaulay Urban Renewal Area is located on the opposite (south) side of Racecourse Road (within the City of Melbourne). The properties fronting Racecourse Road are proposed to be included within the Business 2 Zone (B2Z) (now the Commercial 1 Zone; C1Z), as well as Design and Development Overlay – Schedule 26, (DDO26) and Schedule 60 (DDO60) and these properties will have a 30m preferred maximum building height. An indicative illustration of the proposed built form fronting Racecourse Road is shown at **Figure 12**.

In conclusion, there is strong policy support for the proposed redevelopment of Flemington Estate for more intensive development.



Figure 12 – Indicative illustration of proposed built form controls for Arden-Macaulay (extract of Figure 3.10 of Arden-Macaulay Structure Plan, 2012)

## 6 The Proposed Amendment

To enable the redevelopment of Flemington estate to substantially increase housing density in the form of social and private housing, a number of land use and design control changes are required to the Moonee Valley Planning Scheme.

In particular, the existing General Residential Zone does not reflect the existing high density use of the land and limits the potential for increased building heights and a diversity of land uses in this appropriate location. In particular, a mandatory maximum building height of 11m and 3 storeys is specified in Clause 32.08-9. The Public Use Zone – Schedule 2 (PUZ2) was incorrectly applied to the northwest corner of Flemington estate and a dwelling is prohibited in this zone.

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

- Rezone the Flemington estate from a General Residential Zone – Schedule 1 (General Residential Areas) (GRZ1) and Public Use Zone – Schedule 2 (Education) (PUZ2) to a Mixed Use Zone – Schedule 3 (Flemington Estate) (MUZ3);
- Apply a Development Plan Overlay (DPO) – Schedule 8 (Flemington Estate); and
- Apply a Parking Overlay (PO) – Schedule 1 (Flemington Estate).

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

- Add the *Debneys Precinct – Structure Plan* as a reference document in Clause 21.06-8 and add Stage 2 of the Structure Plan as further strategic work to be undertaken by Council in Clause 21.06-7;
- Rezone the portion of Debneys Park utilised by Debney Meadows Primary School from a Public Park and Recreation Zone (PPRZ) to a PUZ2;
- Rezone the northwest portion of Debneys Park from a GRZ1 to a PPRZ; and
- Add the Minister for Planning as responsible authority over Debneys Precinct in the Schedule to Clause 61.01.

The proposed zoning changes are shown at **Figure 13** (overleaf). Refer to **Appendix 1** for the plans showing the proposed overlay changes.

Other existing zones and overlays applying to the study area are proposed to remain.



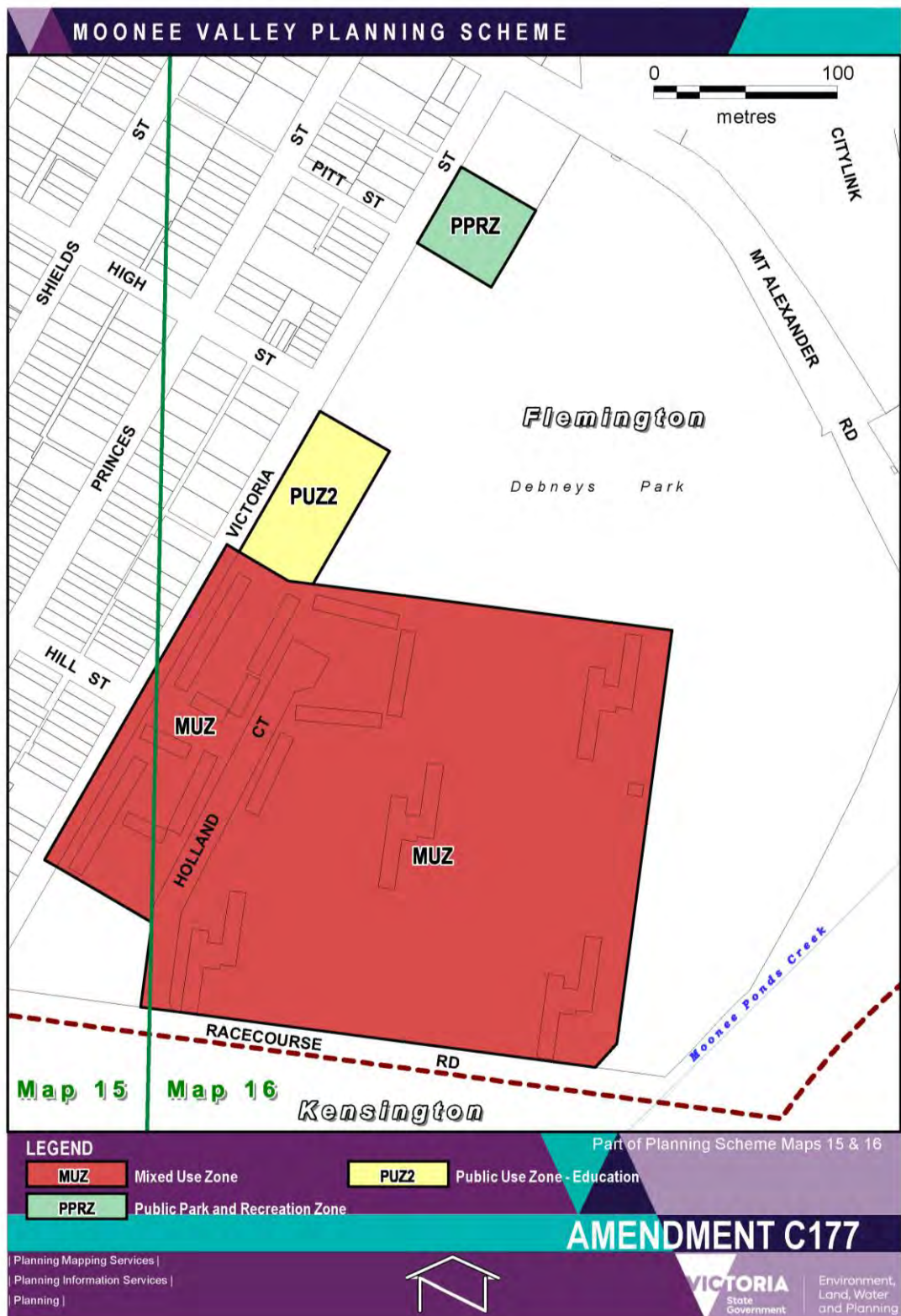


Figure 13 – Proposed zoning changes



## 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 Flemington estate. 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 Flemington estate 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, the preparation and approval of a development plan would be required prior to a planning permit application being made.

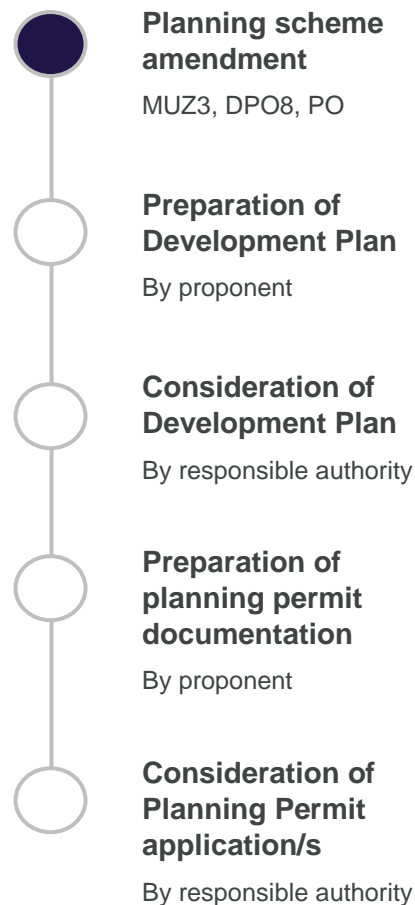
The application of the DPO is considered to be the appropriate planning tool as it will provide certainty to government agencies, Council and the local community about the future development outcomes on the land. It does not define the development outcome for the site, however, as this will be provided at a later stage with the preparation of the development plan.

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. 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 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

### Planning Process



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 8 to the DPO (DPO8) has been prepared for Flemington estate. 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 14**).

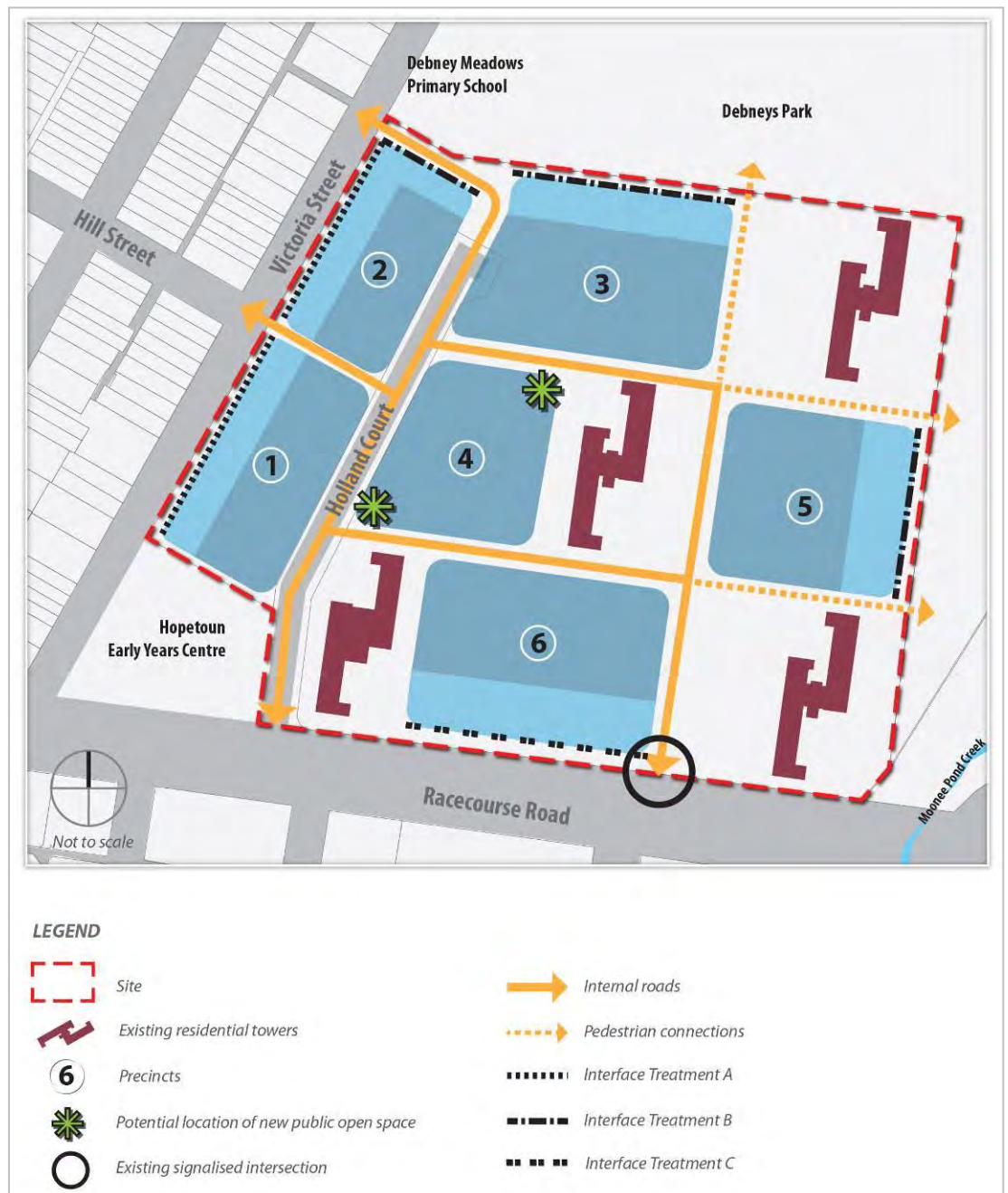


Figure 14 – Development Concept Plan in proposed DPO8



Proposed DPO8 specifies design responses to be provided for in the development plans relating to:

- Land use;
- Built form;
- Landscape and open space; and
- Circulation.

The proposed DPO8 also outlines the detailed analysis and plans required to support and inform the development plan:

- Site Context Analysis;
- Preliminary architectural plans;
- Integrated Transport and Traffic Management Plan;
- Arboricultural Assessment Report;
- Landscape and Open Space Plan;
- Ecologically Sustainable Development Plan;
- Services and Infrastructure Plan;
- Environmental Site Assessment; and
- Staging Plan (if applicable).

The responsible authority (the Minister for Planning or Council) would be responsible for approving both the development plan and any subsequent planning permit applications. Once applied, 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.

## Parking Overlay

The Site Renewal Traffic and Transport Assessment prepared in support of this amendment (Beveridge Williams; dated 29 April 2017) found that:

- The location of the site is conducive to promoting alternate transport choices to reduce reliance of private vehicle use and that this is supported by local policy. In particular, the site has excellent access to alternate transport modes, such as train and tram, and is located within close proximity to a number of retail, commercial and recreational uses that are readily accessible by foot or by bicycle. Dedicated bicycle infrastructure also facilitates longer distance trips;
- Census data for Flemington estate and surrounding areas illustrate reduced rates of car ownership for both public housing and private dwellings; and
- Demand for visitor car parking for high density dwellings is generally less than the current planning scheme requirements and that reduced rates have been generally adopted across the industry and accepted by VCAT.

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

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.”*

### ***Debneys Precinct – Structure Plan***

The *Debneys Precinct – Structure Plan* (dated April 2017) was prepared for DHHS and MVCC to provide a holistic approach to future development and enhancement of this precinct to meet the existing and future needs of the community.

Stage One of the Plan covers the redevelopment of Flemington estate and will include a relocated community centre operated by Council. Stage Two will cover Debneys Park and the Hopetoun Early Years Centre, which are both owned by City Council. Key outcomes that will be sought for this stage are improved recreation, sporting and community facilities for the local community and enhanced connections to Flemington Bridge Railway Station.

The Framework Plan from Section 5 of the Structure Plan is provided at **Figure 15** (overleaf).

The amendment proposes to include the Structure Plan as a ‘reference document’ in Clause 21.06-8 of the Planning Scheme. Reference documents provide background information to assist in understanding the context within which a particular policy or provision has been framed<sup>2</sup>. Stage Two of the Structure Plan is proposed to be included as ‘further strategic work’ to be undertaken by Council (Clause 21.06-7).

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<sup>2</sup> Planning Practice Note 13 – Incorporated and Reference Documents

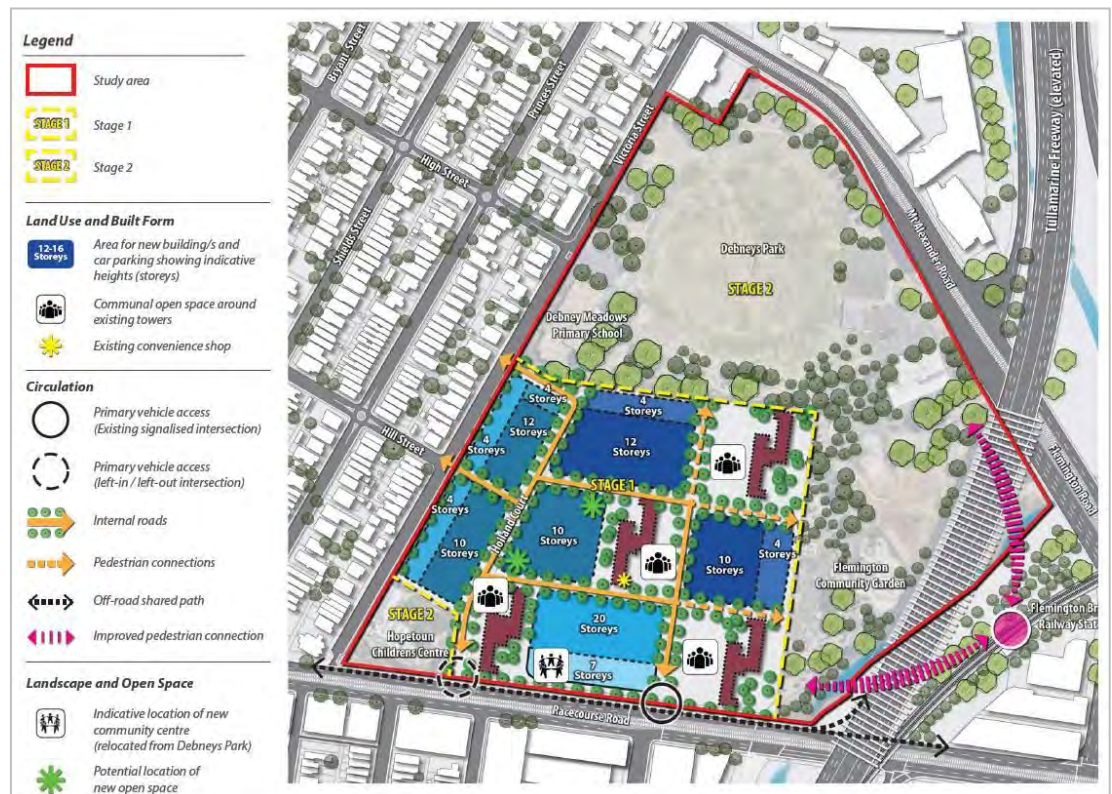


Figure 15 – Framework Plan in proposed Debneys Precinct – Structure Plan

## 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.

DHHS and MVCC has jointly proposed that the Minister for Planning become the 'responsible authority' for the entire Debneys Precinct. This change would mean that Moonee Valley 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 Flemington estate 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 Debneys Precinct 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

Redevelopment of Flemington estate has been planned around six 'precincts' (as shown on the Development Concept Plan at **Figure 14** on page 22). These precincts are derived on the land between the internal road network and open space surrounding the four existing residential towers.

Flemington estate is intended to continue as a primarily residential enclave, with apartments being the dominant dwelling type. It is likely that townhouses will be developed fronting Victoria Street.

The small existing shop on the estate is intended to continue operating.

The proposed DPO8 provides for the establishment of non-residential uses fronting Racecourse Road, such as retail, commercial and community facilities, to meet the needs of the local community and to stimulate local activity and participation. MVCC has provided in-principle support for the relocation of the Flemington Community Centre "*more proximate to Racecourse Road in any future development outcomes*" and this outcome is reflected in the *Debneys Precinct – Structure Plan*. Non-residential uses will be facilitated by building design in Precinct 6, including a minimum 4m floor to floor height at ground floor level and weather protection at the street frontages of the non-residential uses.

#### Building height

Flemington estate was developed for public housing in the 1960s and contains four high rise towers of 21 storeys each and an assortment of three and four storey walk-up unit blocks. 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 more recent developments in the local area, including the 26 storey mixed use development on the opposite side of Mt Alexander Road, and to an extent the elevated Tullamarine Freeway and Upfield Railway Line adjoining to the east.

At 6.3ha, the site is large enough to maintain its individual character, whilst providing built form outcomes that enhance the estate's integration with the surrounding area. 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.

A 20 storey building is proposed at the Racecourse Road side of the site (Precinct 6), which will sit comfortably amongst the existing residential towers and is located furthest from the adjoining residential area and Debneys Park. This location is also at the 'entry' to the Racecourse Road Activity Centre.

The remainder of the site will accommodate a number of buildings up to 10-12 storeys.

The proposed DPO8 requires new buildings to limit potential internal and external impacts, including solar access to existing and proposal open space areas and the southern footpath of Racecourse Road. Development will also be required to address other relevant requirements in

the Moonee Valley Planning Scheme, including Clause 15, Clause 21.06 and Clause 58.

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

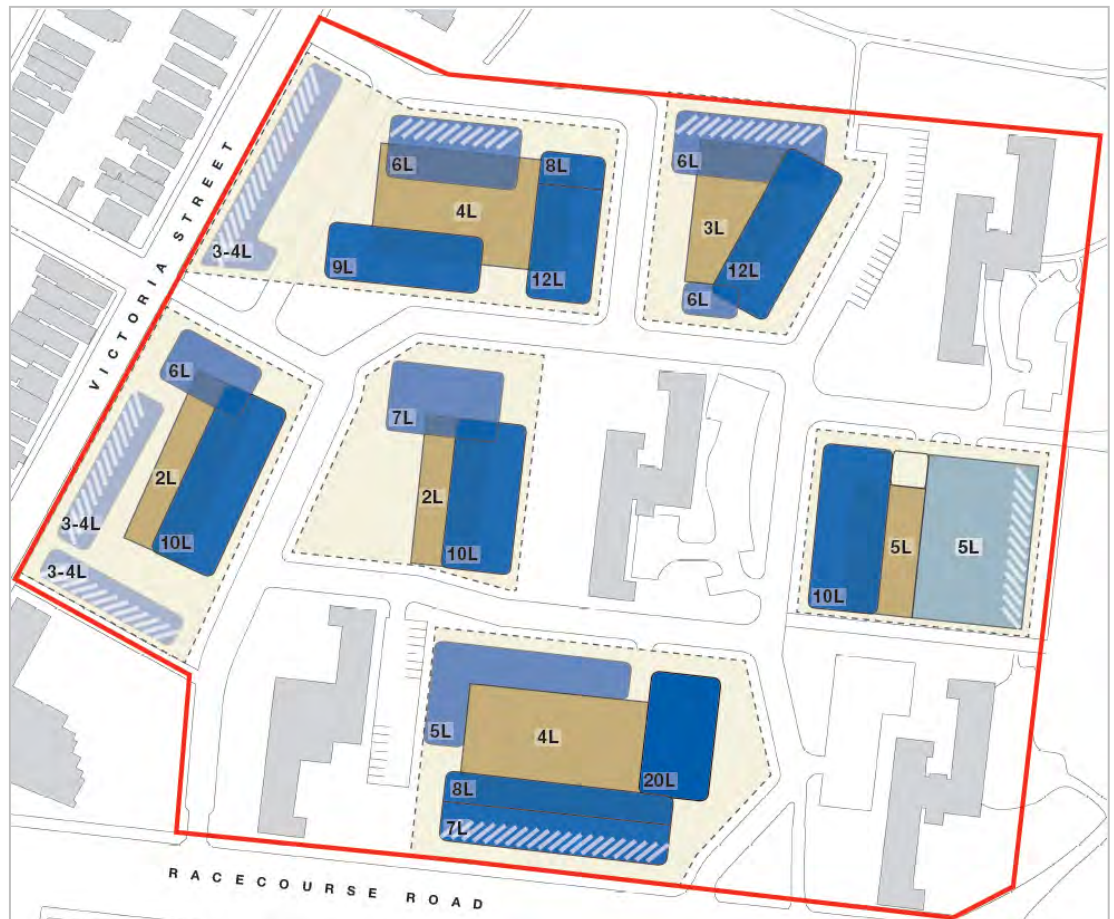


Figure 16 – Potential built form response, showing distribution of built form and range of building heights (Section 6.0 of Design Framework). Note: L denotes levels / storeys.

## Interface treatments

The proposed DPO8 specifies that development achieves the following interface treatments in order to integrate with the surrounding area:

- 1 Victoria Street (west) – a four storey built form at the street frontage, which replicates the height of the existing walk-up buildings fronting Victoria Street and provides a transition to the established residential area adjoining to the west. Higher levels (up to 10 or 12 storeys) are to be setback a sufficient distance to limit visibility from the opposite side of the street. It is considered that this outcome will maintain the existing amenity of the residential properties on the opposite side of the street. A 3m minimum street setback will provide for landscaping and activation on the ground level (e.g. dwelling courtyards).



- 2 Debneys Park (north and east) – a four storey built form at the street frontage, which will provide a human scale interface with the park and opportunities for passive surveillance of the public realm. Higher levels (up to 10 or 12 storeys) are to be setback at least 6m. A 4m minimum building setback will provide for separation from trees within the park, as well as landscaping along the frontage and activation on the ground level.
- 3 Racecourse Road (south) – a seven storey built form at the street frontage, which is appropriate for this wide road corridor and is similar to the six storey streetwall proposed for properties on the opposite side of the road that are within the Arden Macaulay Urban Renewal Area. 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 20 storeys) are to be setback at least 6m. A 6m minimum building setback will provide for separation from the existing row of trees to be retained.
- 4 Hopetoun Early Years Centre – a 3m minimum building setback from the common boundary and a four storey built form transition. It is considered that this outcome will maintain acceptable amenity for this centre. Provision of access to winter sunlight is also required to the outdoor play area.
- 5 Existing residential towers on the site – a 20m minimum separation of new buildings, in order to provide acceptable amenity for existing residents.
- 6 Higher built form on street corners, to create focal points, enhance view corridors and assist in wayfinding.

## Ground plane

The proposed DPO8 requires future development to provide active frontages to Victoria Street, Racecourse Road, Debneys Park, internal roads, communal open space areas and internal connections. 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 existing vehicle access locations to the site are intended to continue, being:

- The existing signalised intersection onto Racecourse Road;
- Holland Court; and
- The 2 existing vehicle access points to Victoria Street, provided no significant increase in vehicle movements in order to maintain the existing function of the street.

A number of traffic management treatments are anticipated to these locations. In particular, the proposed DPO8 requires the Holland Court / Racecourse Road intersection to be redesigned to allow vehicle access by left-in left-out movements only, or otherwise to the satisfaction of VicRoads. The Site Renewal Traffic and Transport Assessment anticipates that a separate left turn lane on the western approach to the existing signalised intersection will be required.

As part of the site redevelopment it is proposed to create an internal road network comprising the extension or rationalisation of existing infrastructure and a series of east-west road connections extending between Holland Court and the north-south road. The Site Renewal Traffic and

Transport Assessment prepared in support of this amendment envisages that the existing primary access from Racecourse Road will be strengthened to create a key north-south connection through the site.

It is intended that all internal roads will be managed by Council and designed to address Council's road design criteria.

## Parking

As discussed in **Section 6.1** of this report, the Site Renewal Traffic and Transport Assessment considers that reduced car parking rates would be acceptable for the anticipated development in Flemington estate. In particular:

- Car parking for public housing has been reviewed based on an average car ownership rate of 0.6 spaces per dwelling;
- Car parking for private housing has been reviewed based on average car ownership rates of 0.7 spaces per 1 bedroom dwelling and 0.9 spaces per 2 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 and that additional car parking opportunities will be provided across the site to cater for the parking needs of existing public housing residents.

Car parking for visitors is proposed to be provided across on-street car parking opportunities and within the additional residential buildings.

## Bicycle access and connections

The site is supported by strong bicycle infrastructure with the Capital City Trail connecting to Melbourne CBD a short distance to the east and on road bicycle lanes provided on Racecourse Road and nearby Mt Alexander Road. Connections to this infrastructure will be provided via the internal road network and external connections to Racecourse Road and Debnays Park.

The proposed DPO8 includes a requirement for bicycle parking in each precinct for residents and visitors, and bicycle servicing facilities.

The proposed DPO8 also includes a requirement for an off-road bicycle path (shared with or separate from pedestrian path) to be provided along the Racecourse Road frontage of the site. This work will be undertaken to the satisfaction of VicRoads and Moonee Valley City Council.

In addition, Stage Two of the *Debnays Precinct – Structure Plan* includes a strategic direction to improve the off-road cycle path connection to the Capital City Trail and to the east along Racecourse Road (in consultation with Public Transport Victoria / VicRoads).

## 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 DPO8 requires development to provide a legible pedestrian circulation system within the site, particularly between external access points, building entries, car parking areas and communal open space areas, and linking with pathways within Debneys Park and along adjoining roads. This system will largely be via footpaths along the internal roads and other formal pedestrian connections.

In addition, Stage Two of the *Debneys Precinct – Structure Plan* includes a strategic direction to advocate for improved pedestrian connections to Flemington Bridge Railway Station from Racecourse and Mt Alexander Roads (in consultation with Public Transport Victoria).

## 7.3 Landscape and open space

### Landscape

The current layout of Flemington Estate 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 Assessments prepared in support of this amendment (Tree Logic; dated 6 January, 1 February and 22 February 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 estate 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 DPO8 requires development in the estate to retain trees assessed in a new required Arboricultural Assessment Report as having moderate or high retention value, unless it is demonstrated that their retention significantly affects the feasibility of development of the relevant precinct. Any trees to be removed are to be replaced with trees that provide equivalent amenity value to residents and the public realm. It is considered that such landscaping will enhance the sense of place, sustainability and liveability of the site and local area.

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

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

### Open space

The Development Concept Plan in proposed DPO8 provided at **Figure 13** (page 20) shows that generous areas of open space will be retained around the four existing residential towers on the estate.

The proposed DPO8 requires the provision for a new 1,000sqm open space area, generally located as shown on the Development Concept Plan and containing significant trees to be retained. The intended location of this space within Precinct 4 and either fronting Holland Court or a new east-west road will serve the estate as a whole, as well as provide access to the surrounding residential community. This outcome will help foster social connections between residents and the wider community. The final location, configuration and embellishments of this



space will be determined upon agreement with MVCC at the planning permit application stage of the development.

In addition, communal open spaces will be provided in each development precinct or building 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, existing and future residents of Flemington estate will benefit from the amenity and sports and recreation facilities provided in Debneys Park, which is sited immediately adjacent to the site. The park is classified as a Regional open space in the Moonee Valley Open Space Strategy (2009) and currently contains a sports field, tennis courts, various play spaces, a connected pathway network, the Flemington Community Garden and generous areas of lawn with scattered trees. The Flemington Community Centre is also located in the park and provides a wide range of programs and activities to suit the local community.

Enhancements to Debneys Park are proposed as part of Stage Two of the *Debneys Precinct – Structure Plan* to meet anticipated sport and recreation needs of the community. These enhancements include creation of a walking / jogging / exercise circuit, enhanced recreation facilities and gathering places for local residents, additional trees and improved sporting facilities.

## 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?

The amendment is required to allow the redevelopment of Flemington estate to provide improved social and private housing on the estate. The existing General Residential Zone, Schedule 1 does not reflect the existing high 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 Public Use Zone – Schedule 2 (PUZ2) relates to the adjoining Debney Meadows Primary School and was incorrectly applied to the northwest corner of Flemington estate. Moreover, the PUZ2 prohibits the use of the land for residential purposes. The northwest portion of Debneys Park (fronting Victoria Street) forms part of the park and should be rezoned to a Public Park and Recreation Zone (PPRZ).

The application of the Development Plan Overlay (DPO) will provide a framework to guide the future residential development of Flemington estate. The DPO Schedule will outline design responses expected to achieve the preferred future outcome for Flemington estate. 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 Flemington estate.

The *Debneys Precinct – Structure Plan* provides a holistic approach to future development and enhancement of this precinct to meet the existing and future needs of the community.

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

The amendment implement 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 strategic location within a higher order activity centre and with ready access to multiple public transport routes and pedestrian and bicycle infrastructure. These locational advantages can support increased housing density and commercial 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* identifies the Racecourse Road Activity Centre as an activity centre. Plan Melbourne 2017-2050 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 Moonee Valley 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 19,000 persons over the coming 18 years to around 135,000 in 2031. **Clause 21.02 Key Issues and Influences** identifies the lack of affordable and social housing within the municipality and the need for the urban environment to be designed to improve safety and surveillance, and promote health and wellbeing.

The key local planning policies of relevance are:

- **Clause 21.03 Vision** promotes, *"a diverse range of housing that anticipates the needs of existing and future residents, that is built in appropriate locations that supports and improves community health and well-being"*.
- **Clause 21.05 Housing** seeks adaptive, affordable and diverse housing that caters for people with disabilities and the elderly and that meets the needs of a range of low and moderate income households. In particular, Clause 21.05-3 seeks to, *"improve housing affordability within the municipality for households with household incomes below the 60<sup>th</sup> percentile of income groups"*.
- **Clause 21.06 Built Environment** ensures new development contributes to safe environments by encouraging opportunities for increased safety, health and wellbeing.
- **Clause 21.07 Activity Centres** recognises that Racecourse Road is an activity centre identified in Plan Melbourne.
- **Clause 21.08 Economic Development** seeks for commercial development and uses to satisfy the community's retail, commercial, entertainment and leisure needs.

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

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

Flemington estate is a large site located within the Racecourse Road Activity Centre with excellent locational attributes. 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 Flemington estate 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 Flemington estate. The site specific schedule sets parameters against which the responsible authority can assess the required development plan and subsequent planning permit applications. The application of the Parking Overlay will facilitate an appropriate provision of car parking spaces for residential uses within Flemington estate.

Relocation of the Public Use Zone will correct a zoning anomaly.

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

The views of the Department of Environment, Land, Water and Planning were sought and considered during the preparation of the amendment.

It is anticipated that the views of 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, retail, commercial and community 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 MVCC, particularly through the Minister for Planning becoming the responsible authority for development on Flemington estate. The amendment will improve and clarify future planning outcomes and provide for more guidance for decision makers and applicants.

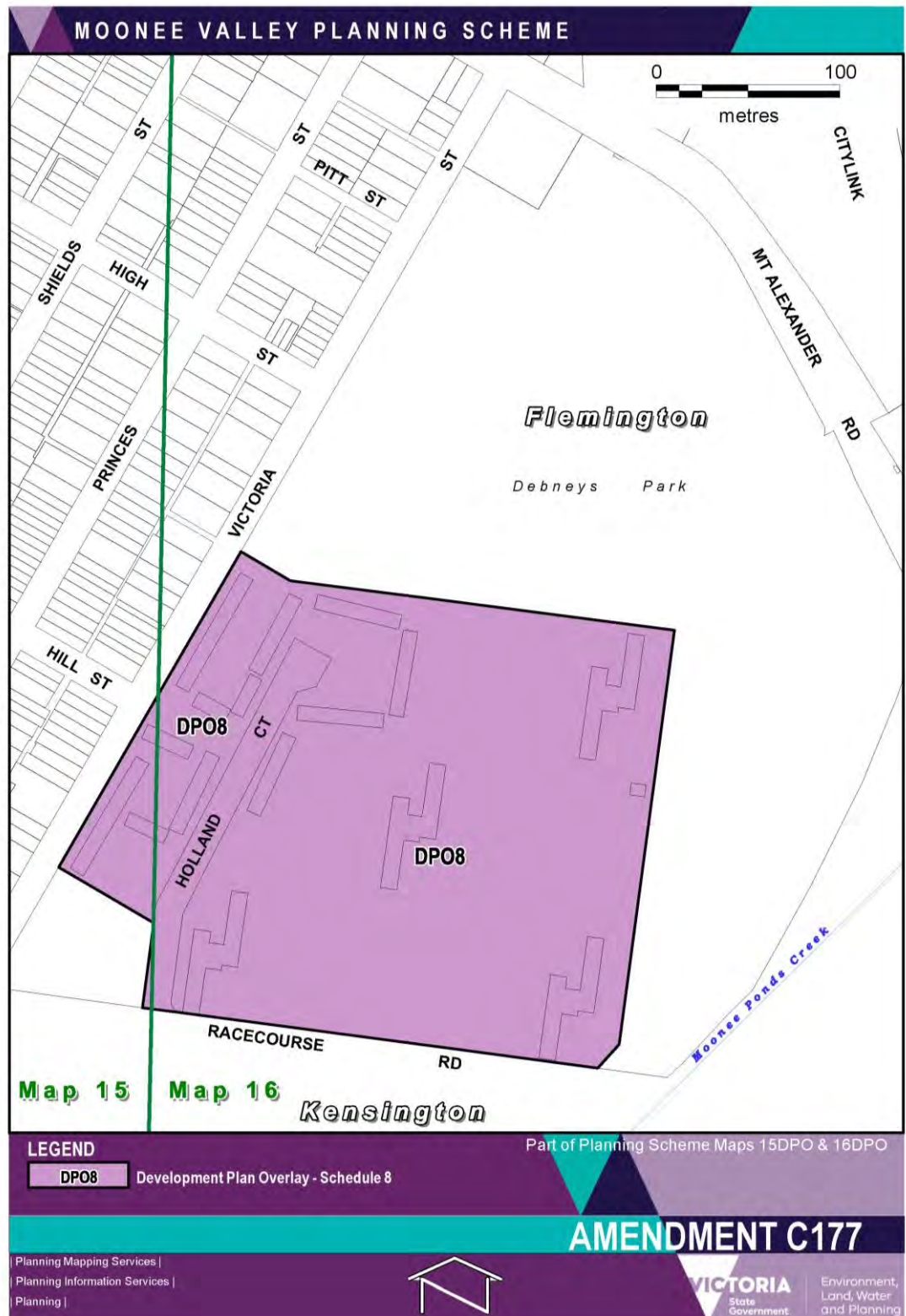


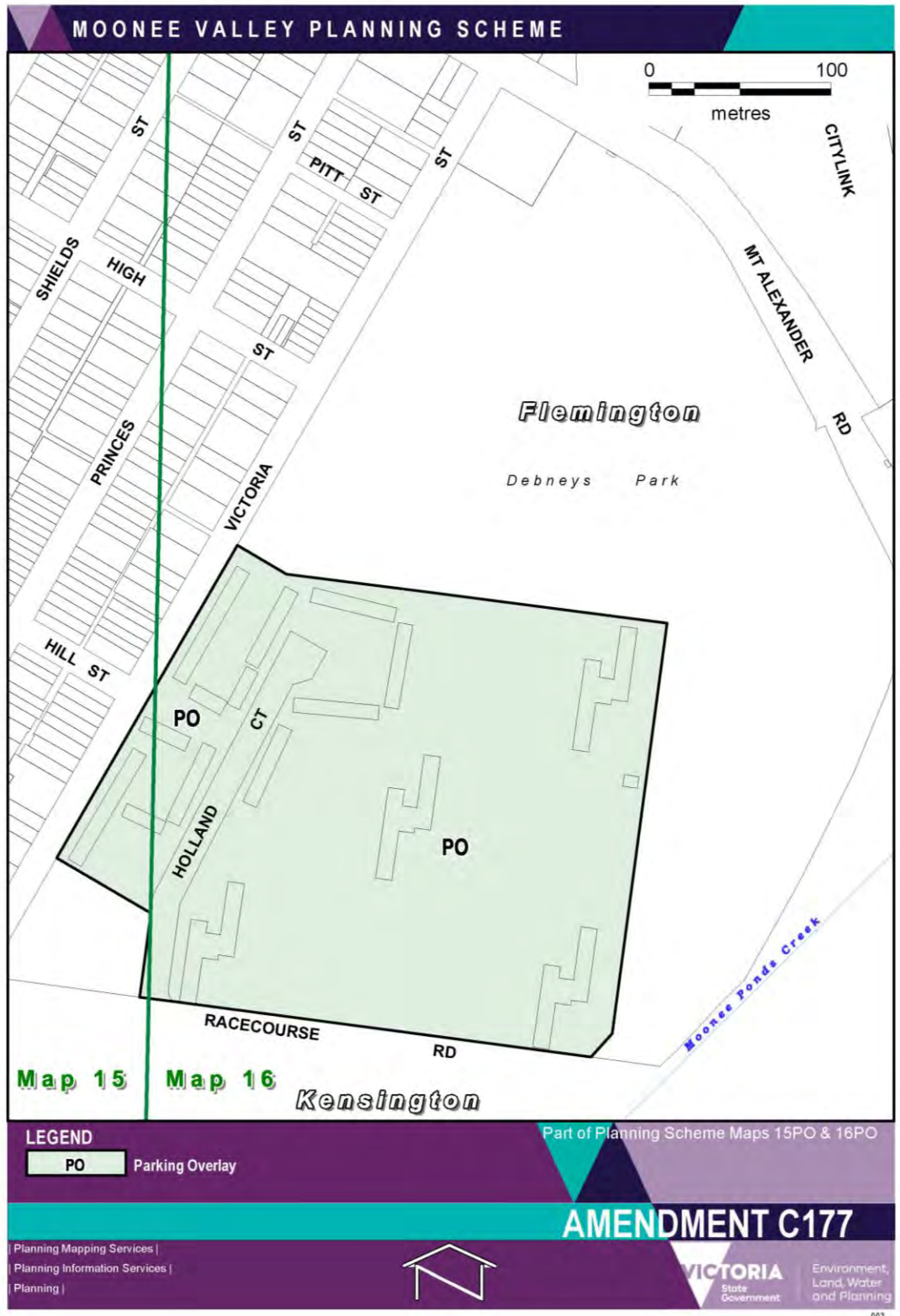
## 9 Conclusion

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

- The future residential redevelopment of this strategic redevelopment site will contribute to the increased housing choice and the delivery of a 20 minute neighbourhood within a higher order activity centre and with very high access to public transport;
- 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 and achieve good planning and urban design outcomes;
- 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 – Proposed Overlay Plans









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