

COUNCIL AGENDA PLANNING AND RELATED MATTERS

Wednesday 22 May 2024

Commencing 6.30 pm

Council Chamber, Merri-bek Civic Centre, 90 Bell Street, Coburg

Language Link

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ਇਹ ਕੌਂਸਲ ਦੀ ਮੀਟਿੰਗ ਦਾ ਏਜੰਡਾ ਹੈ। ਏਜੰਡੇ ਦੀ ਕਿਸੇ ਆਈਟਮ ਬਾਰੇ ਮਦਦ ਲਈ, ਕ੍ਰਿਪਾ ਕਰਕੇ 9280 0751 ਤੇ ਟੇਲੀਫੋਨ ਕਰੋ।

Acknowledgement of the traditional custodians of the City of Merri-bek Merri-bek City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Custodians of the lands and waterways in the area now known as Merri-bek, and pays respect to their elders past, present, and emerging, as well as to all First Nations communities who significantly contribute to the life of the area.

1. WELCOME

2. APOLOGIES

3. DISCLOSURES OF CONFLICTS OF INTEREST

4. MINUTE CONFIRMATION

The minutes of the Planning and Related Matters Meeting held on 24 April 2024 be confirmed.

5. COUNCIL REPORTS

5.1 CITY DEVELOPMENT ACTIVITY REPORT - MARCH QUARTER 2024 4
5.2 22-38 AND 31 THE AVENUE, COBURG - MINISTERIAL APPLICATION - MPS/2024/236 27
5.3 511-517 AND 519-537 SYDNEY ROAD, COBURG -

MINISTERIAL APPLICATION - PPE/2024/116

6. URGENT BUSINESS

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5. COUNCIL REPORTS

5.1 CITY DEVELOPMENT ACTIVITY REPORT - MARCH QUARTER 2024

Acting Director Place and Environment Phillip Priest City Development

Officer Recommendation

That Council notes the City Development Activity Report – March Quarter 2024.

REPORT

Executive Summary

The City Development Urban Planning Unit is producing positive results with officer caseloads remaining at manageable levels. Having addressed the higher caseloads that resulted from pandemic years the Unit has maintained average decision-making timeframes that continue to be better than the metropolitan average.

It is evident that since the last quarter of 2022 and continuing into 2024, there has been a reduction in the number of planning applications being received by Council. The planning application reduction over a 12 month period is 14 per cent. The caseload of planning applications awaiting determination is now at an ideal level to enable timely decision-making and good customer service.

A reducing planning application caseload will have some implications for public open space contributions that help to fund new public parks guided by Council's Park Close to Home Program as well as enhancements to existing parks and open spaces. In the past two decades the public open space reserve funds have been increasing in line with a sustained development boom in Merri-bek. A reduction in these contributions, which are realised at the time of subdivision of new apartment buildings or multi-unit developments, is being witnessed with reduced development activity in Merri-bek.

The area of focus for the Urban Planning Unit is to maintain the timeliness of planning permit decisions. The March quarter saw the continuation of timely decision making above the current metropolitan average of 60 per cent for decision-making within the 60 statutory days. Merri-bek's average is 70 per cent. Pleasingly, Vic Smart timeframes, for minor matters, also remain above the metropolitan average at 95 per cent within 10 statutory days at Merri-bek compared to the metropolitan average of 80 per cent.

Victorian Civil & Administrative Tribunal (VCAT) activity remains at a lower level when compared to the pre-pandemic case numbers.

In 2023, the Planning Enforcement Unit was impacted by staff turnover and recruitment for much of the year which had impacted the team's ability to close out cases and keep up with a surge in cases over that time. Pleasingly, with the team back to full capacity and individual officer caseloads back to more manageable levels, the outstanding reactive compliance cases this quarter have begun to drop. This will continue to be closely monitored.

The proactive enforcement program is on target for this third quarter in terms of the number of developments audited.

Previous Council Decisions

City Development Activity Report - December Quarter 2023 - 22 March 2024

That Council notes the City Development Activity Report – December Quarter 2023.

1. Policy Context

The City Development Branch administers Council's town planning, building and environmental health decision-making and compliance responsibilities under the Merribek Planning Scheme, *Planning and Environment Act 1987*, *Building Act 1993*, *Building Regulations 2018*, Building Code of Australia 2006, *Food Act 1984*, and *Public Health and Wellbeing Regulations, 2009*. This report has a focus on the Urban Planning and Planning Enforcement services within the Branch.

2. Background

This report shows the key operational performance and activity of the Urban Planning Unit and Planning Enforcement Unit within the City Development Branch. This includes analysis of:

- Planning applications received, determined and outstanding.
- Planning application decision-making.
- Streamlined planning services.
- Ministerial and Heritage Victoria referrals.
- Retrospective planning applications.
- Affordable housing applications.
- Planning enforcement activity.
- Council's performance at the VCAT.
- Planning investment activity.

3. Issues

Urban Planning

Planning Permit activity

A total of 232 planning applications were received for the March quarter. This compared with 226 for the same quarter in 2023. A total of 263 planning applications were decided in the March quarter compared to 305 for the same quarter in 2023. From April 2022 to the end of March 2023, 1,238 applications were received by Council, which, when compared with 1,069 applications received from April 2023 to the end of March 2024, is a 14 per cent reduction in planning applications being received over the last 12 months. The number of decisions made roughly exceeds the number of applications being received, resulting in a continuation of manageable caseloads. See Figures 1 and 2 at **Attachment 1**.

It remains that most applications lodged and determined for the quarter were multi-unit development (56 received and 68 determined) and alterations and additions to buildings (41 received and 50 determined). See Figure 3 at **Attachment 1**, for a complete breakdown of the different application types received.

The percentage of applications determined within 60 day statutory timeframes for all metropolitan Councils averaged 60 per cent in the March quarter. Merri-bek's average is higher at 70 per cent. It is pleasing to see the continuation of timely decision-making in the March quarter. See Figure 4 at **Attachment 1**.

Streamlined planning services

Council's streamlined planning services include Vic Smart and Fast Track (being minor permit applications that do not qualify as Vic Smart), as well as the Commercial Priority Planning Service, which is a service to assist businesses setting up or expanding in Merri-bek. Figure 5, in **Attachment 1**, shows the continued high performance of the Vic Smart application timeframes, with 95 per cent of planning permit applications determined within 10 days, compared to the metropolitan average of 80 per cent. It is pleasing to see performance continually exceeding the metropolitan average.

The Commercial Priority Planning Service is a longstanding initiative developed by the Urban Planning Unit to provide dedicated senior planning officer support to new or expanding local businesses and reward well prepared applications with a more expedient assessment and decisions. 11 Commercial Priority planning permits were issued in the March Quarter and 32 Commercial Priority planning permits were issued for the 2023/24 financial year (9 months). When the 3 Quarters (September, December and March) are combined, 94 per cent (30 of 32) Commercial Priority decisions were made within 60 statutory days. In addition to issuing planning permits, the Urban Planning Unit supports the Better Approvals Merri-bek initiative, by providing planning advice to between 17 to 25 businesses a month, noting some of the planning advice confirms no planning permit is needed, with others serving as the first contact for the Commercial Priority Planning Service.

Heritage Victoria Permit Applications and Planning Proposals Under Consideration by the Minister for Planning

The Victorian Planning System provides the ability for the Minister for Planning to intervene in VCAT or Council decisions. Increasingly the Minister, rather than Council, is the responsible authority for major developments, private schools and social or affordable housing developments.

In September 2023, all Victorian Planning Schemes were amended, to include two new particular provisions that seek to facilitate developments that provide a significant level of housing, which may include affordable housing, or make a significant contribution to Victoria's economy and provide substantial public benefit, including new jobs. These developments must meet requirements specified in Clause 52.22 or Clause 52.23 of Victorian Planning Schemes. Applications made under these new provisions will be determined by the Minister and will continue to be subject to public notice requirements, including notice to Council. However, the Minister's decision on such proposals will be exempt from VCAT reviews by objectors, including Council. While the *Planning & Environment Act 1987* has always enabled the Minister to 'call-in' and decide applications of state significance, these new provisions provide the Minister with the responsible authority status to decide the applications without the need to use Ministerial intervention powers.

In the March quarter, no planning permit applications within the City of Merri-bek were determined by the Minister for Planning and no heritage permit applications were referred to Council from Heritage Victoria.

Retrospective Planning Permits:

Retrospective planning applications seek approval for a use or development that has already taken place without the necessary planning approval. These applications are usually a result of planning enforcement action by Council's Planning Enforcement Unit. The planning compliance practice, encouraged by VCAT and the Magistrates Court, is to pursue retrospective planning approval, when this may be possible, before occupying VCAT and Magistrates Court time.

This quarter Council has received 2 retrospective planning permit applications, while 10 decisions were made on retrospective planning applications. The types of retrospective applications determined include:

Amendments associated with a licenced venue (x 2);

- Amendments associated with house extensions (x 2);
- Minor reconstruction works associated with a house (x 1).
- Amendments associated with multi dwelling development (x 2);
- Application to display business signage (x 1);
- Application for a new business (x 1); and
- Application for new fencing associated with a licenced venue (x 1).

Social and Affordable Housing

The Victorian *Planning and Environment Act 1987*, defines affordable housing as housing that is appropriate to the needs of very low, low, and moderate income households. An annually updated Governor in Council order sets the income thresholds for affordable housing. Social housing is a distinct type of affordable housing which has specific eligibility requirements defined under the Housing Act, 1983. Social housing includes public housing which is owned and usually managed by the State Government, or which is owned and/or managed by a registered housing agency.

Council has undertaken significant research to estimate the need for social and affordable housing, projecting up to 2036. The shortfall in affordable housing in Merribek was at least 4,000 dwellings in 2016. This shortfall will rise to between 7,000 and 10,500 by 2036. The Council Plan 2021-2025 includes a number of strategies relevant to increasing social and affordable housing in Merribek, including through supporting the establishment of Merribek Affordable Housing, revitalising major activity centres, and developing affordable housing on Council land.

In October 2022, Council endorsed a 4-year Affordable Housing Action Plan. This Plan includes an action to facilitate affordable housing provision in planning permit applications. The provision of social and affordable housing in new development is not currently mandated in the Merri-bek Planning Scheme and has to be negotiated through the planning permit application process. For the 2023/24 financial year (9 months), 4 planning permits were issued that included a requirement to provide social or affordable housing, totalling 369 dwellings. These planning permits are:

- 35 Pentridge Boulevard, Coburg Amended Planning Permit MPS/2017/1006/C
 27 September 2023 5 per cent of dwellings to be sold to registered housing agency, at cost.
- 342-348 & 368-370 Victoria Street, 13 & 15 Rosser Street, and 32 Wilkinson Street Brunswick – Amended VCAT Planning Permit MPS/2017/745/A 13 October 2023 with provision of 60 per cent affordable dwellings.
- 17-19 Hope Street Brunswick Planning Permit 10 November 2023
 MPS/2022/701 with provision of a minimum 15 per cent of 282 dwellings to be affordable.
- 718-724 Sydney Road, Coburg North Amended VCAT Planning Permit MPS/2015/595/A, 13 December 2023 – 147 apartments with 100 per cent affordable dwellings.

Council's performance at the Victorian Civil & Administrative Tribunal

In the March quarter, 7 applications for review of decisions were lodged at VCAT. The number of reviews was around average for the Covid-19 pandemic period, while still well below averages of the pre-pandemic years. Of the 7 reviews lodged, 3 were by objectors, 2 were against a refusal, 1 against conditions of a planning permit and 1 due to Council not making a decision on the application within 60 statutory days. Figures 6, 7 and 8 in **Attachment 1** provide further details of the trend of reduced VCAT reviews lodged and determined over the last 5 years.

Table 1, in **Attachment 2** is a more detailed list of all VCAT reviews lodged in the March 2023 quarter.

There were 18 decisions handed down by VCAT in the March quarter. Details of these decisions are provided in Table 2, in **Attachment 2**.

In respect to success at VCAT, this is represented in Figures 9 and 10 in **Attachment 1**. Given the low number of VCAT decisions, being only 36 in the 2023/24 financial year to date, it is difficult to draw many conclusions. The State Planning Permit Activity Reporting System (PPARS) indicates that Council's success rate is slightly higher than the rest of the State at 72 per cent, compared to 69 per cent State-wide. Importantly, however PPARS does not include cases resolved by consent of all parties, often following the circulation of revised plans. Relevantly, 10 decisions were consented in the March quarter. When decisions including consent orders are taken into account, Council won or its concerns were addressed, and agreement reached by revised plans in 90 per cent of cases so far in the 2023/24 financial year, with only 3 cases lost so far in the 2023/24 financial year.

There were 8 VCAT determinations so far in the 2023/24 financial year that relate to planning decisions made via the Planning and Related Matters Council meeting. Of these 8 decisions, 6 were either won, withdrawn or resolved via consent, often based on revised plans to address Council's concerns, which equates to a success rate of 75 per cent. Of the remaining two matters, one related to:

8 Florence Street. Brunswick

VCAT resolved to grant an amended permit, varying Council's decision by deleting the conditions requiring the deletion of a level, design improvements to the street wall, provision of three off-site car share spaces and the section 173 agreement mechanism for the delivery of the affordable housing.

The allowance of additional height above the discretionary height guidance in the Planning Scheme, is consistent with other similar VCAT decisions related to height. VCAT considered the context favourable, due to the height of nearby buildings and the robust interface of the Upfield railway corridor which provides a buffer to the more sensitive low-rise residential area. The Tribunal placed weight on the applicant expert evidence, noting:

16. On the basis of the expert evidence of Mr Legge and Mr McPherson, the existing physical context, and the extent of separation between the subject site and the residential neighbourhood west of the railway corridor, I am satisfied that the proposed upper level is acceptable and meets the relevant DDO18 design objectives. I therefore find that Condition 1(m) is unnecessary and should be deleted.

VCAT considered that the 10 per cent affordable housing offer was part of the planning permit application and therefore not something VCAT could direct the removal of. Interestingly, VCAT did delete the condition that required the Affordable Housing provision to be secured through a Section 173 Agreement and considered that an Affordable Housing Report forming part of the permit was sufficient to implement the affordable housing commitment.

Another VCAT decision of interest from the March quarter is:

288-290 Victoria Street BRUNSWICK

This application was refused by Council mainly due to the building bulk and height up to 8 storeys not being suitable for its location.

Council used a Planning Consultant and Urban Design expert to defend its position of not supporting the proposal.

Improvements were made to the development through formally amended plans before the hearing, including:

- Reduction in building height from 8 stories to 7
- Improvements to the ground floor appearance as recommended by Council's Urban Design expert
- Changes to the eastern interface resolving one objector party's concerns who subsequently withdrew from the VCAT review.

The changes did not resolve all of Council's concerns due to the building height and impacts of upper levels on the adjoining streetscapes as well as a future Council park.

VCAT determined to grant a planning permit, given that the new building would be opposite a similarly sized seven storey building. VCAT were satisfied that the Planning Scheme objective of achieving an appropriate balance between a sense of enclosure and openness would still be achieved in Victoria Street when taking into account the remainder of the street.

Planning Enforcement Activity

Planning enforcement activity is categorised as either reactive or proactive enforcement. Reactive enforcement is investigating complaints about land use and development that may have occurred without a planning permit or may not accord with a planning permit. Proactive enforcement is proactively checking compliance with a planning permit as the construction and preparation for the new use or development is occurring.

Reactive enforcement activity

Figure 1, in **Attachment 3** shows that a total of 99 complaints were received and 142 cases were closed in the March quarter of 2023/24, compared to only 69 cases closed in the December quarter. This represents 43 per cent more cases being closed in the March quarter than were received (although it is noted that some of the closures in January, were carried over from the month of December). This is a marked improvement on the September and December quarters where only 69 per cent of cases received, were closed.

With the team now back to full capacity, individual officer caseloads have dropped from the mid-high 60's to now sitting around the mid 40's which is much more manageable. Figure 2, in **Attachment 3** shows how the outstanding reactive enforcement caseload has been reduced from 256 active cases in the December quarter to 213 active cases in the March quarter.

Figure 3, in **Attachment 3** shows the outcome of investigations over the March quarter. The most common outcome was that the investigation found there to be no planning breach identified (71 cases), followed by cases where voluntary compliance was achieved (27 cases) and in 17 cases, an informal resolution was achieved. In 16 cases, a minor breach was identified but no action was warranted, which reflects a proportionate response to the seriousness of the breach identified. Breaches are categorised into three categories, and where a breach is determined to be 'negligible impact and/or risk', it is not an efficient use of Council resources to require rectification of the breach. For transparency, all negligible breaches are recorded with an accompanying explanation as to why the breach is considered negligible and therefore further action will not be pursued.

Proactive enforcement activity

Each year the proactive planning enforcement program aims to audit at least 80 medium density developments and 10 developments where the planning permit was issued following a Planning and Related Matters (PARM) Council meeting, or after a refusal was overturned at VCAT. The team also proactively audit all sites with a planning permit requirement to undertake an environmental audit and all planning permits that have a requirement to enter into a legal agreement with Council, for matters of particular importance or agreed community benefits, such as affordable housing, or new publicly accessible links/open space.

To date, 77 new audits have been allocated this year, comprising 70 medium density developments and 7 audits of planning decisions made at PARM or overturned at VCAT. Figure 4 in **Attachment 3** shows that 20 of these new proactive audits commenced in the March quarter, with a total of 71 commenced in 2023/24. The proactive enforcement program is on target for this third quarter.

A total of 19 planning breaches were rectified through the proactive enforcement program in the March quarter, which represents 63 per cent of cases closed this quarter. These are breaches that would otherwise have been passed on to the new owners of the developments. The different types of breaches resolved are shown at Figure 5, in **Attachment 3**. Environmentally Sustainable Design (ESD) requirements and Other breaches, continue to be the most common. The ESD breaches include requirements such as the provision of solar PV, passive ESD features like double glazing, external shading to windows, and water sensitive urban design features like rain gardens and permeable surfaces. Adjustable shading devices (ASD) is the third highest non-compliance found through the program, followed by tree protection zones and landscaping breaches.

Human Rights Consideration

The implications of this report have been assessed in accordance with the requirements of the Charter of Human Rights and Responsibilities and it was found that it does not contravene any of these sections and supports the following rights:

- Section 18: Taking part in Public Life
- Section 13: Privacy and Reputation
- Section 20: Property Rights.

4. Community consultation and engagement

No consultation was required to inform the preparation of this report.

5. Officer Declaration of Conflict of Interest

Council officers involved in the preparation of this report have no conflict of interest in this matter.

6. Financial and Resources Implications

There are no financial or resource implications as a result of this report. The ongoing operation of the Urban Planning Unit and Planning Enforcement Unit can be met with existing operational resources and budget.

In terms of overall development in Merri-bek during the March quarter, developments to the value of \$93 million have been approved by planning permits issued by the Urban Planning Unit, compared to \$101 million during the same quarter in 2023.

A total of \$6 million was collected during the March quarter in Public Open Space Contributions which will help fund the provision of new or enhanced public open space.

7. Implementation

The performance of the Urban Planning and Planning Enforcement Units within Council's City Development Branch will continue to be monitored with the activity report for the next quarter to be presented to the August Planning and Related Matters Council meeting.

Attachment/s

1 <u>↓</u>	Urban Planning data - March 2024	D24/190647
2 <u>↓</u>	VCAT data - March 2024	D24/201705
3 <u>∏</u>	Planning Enforcement - March 2024	D24/216550

Attachment 1 - Urban Planning March 2024 Quarterly Data

PART 1 - volume

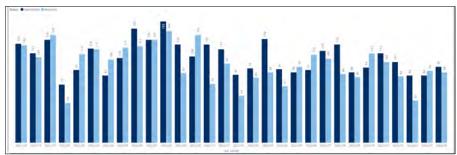


Figure 1: Urban planning number applications received and determined since October 2021

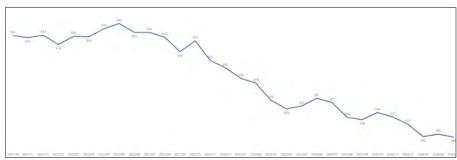
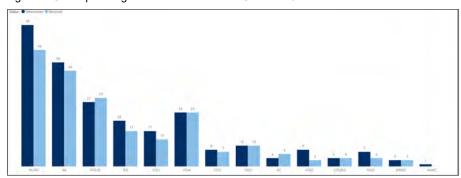


Figure 2: Urban planning overall caseload since October 2021



Legend			
MURD = multi unit residential development	AA = alterations and additions (or house extension)	SPSUB = subdivision	BW = buildings and works
VS01, VS02 and VS04 = VicSmart	COU = change of use	COD = construction of dwelling	AS = advertising sign
MUD = mixed use development	BWWC = building and works, waiver car parking	COUBW = use and development	AAWC = alternations and additions, waiver car parking

Figure 3: Urban planning applications received and determined December quarter

PART 2 - Timeliness



Figure 4: Urban planning applications determined within 60 days for 18 months



Figure 5: Urban planning VicSmart applications determined within 10 days for 18 months

PART 3 - VCAT

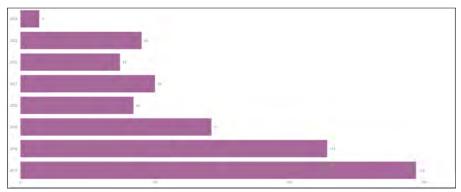
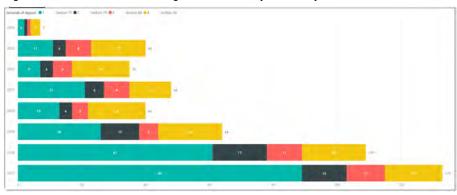


Figure 6: VCAT review reviews lodged since 2017, by calendar year



Legend			
Section 77 = against refusal	Section 79 = failure to determine within 60 statutory days	Section 80 = against conditions	Section 82 = by objectors

Breakdown this quarter:	
Section 77 (refusal) = 2	Section 79 (failure) = 1
Section 80 (conditions) = 1	Section 82 (objector) = 3

Figure 7: VCAT reviews lodged by type since 2017

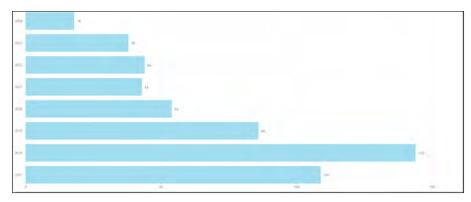


Figure 8: VCAT reviews determined by calendar year since 2017

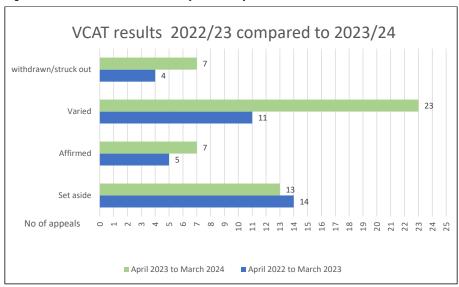


Figure 9: VCAT results comparing years (includes consents)

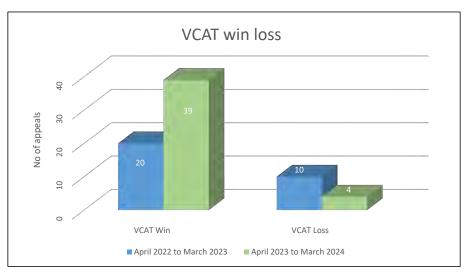


Figure 10: VCAT results comparing years with consent counted as a win

Attachment 2, City Development Activity Report, VCAT Activity - March 2024 Quarter

VCAT report appea	ls lodged in Mark	2024 Quarter		VCAT report appeals lodged in Mark 2024 Quarter								
Application number	Appeal type	Address	Original decision	Proposal								
Council Meeting Decision												
MPS/2021/968	Applicant review as decision not made within 60 statutory days.	1 (Lot S12) Champ Street, COBURG	The application proceeded to PARM in April 2024 and confirmed a position of no support for the VCAT review due to the building height above the Masterplan, lack of mixed use and accessible pedestrian links.	The proposal is to construct two apartment buildings one 12 storeys one 11 storeys above multiple basement levels.								
MPS/2023/316	Objector against approval and Applicant against conditions	11-17 Colebrook Street BRUNSWICK and Road Reserve adjacent to 11-17 Colebrook Street, BRUNSWICK	Notice of Decision to Grant a Planning Permit	The proposal is to repurpose a state significant heritage building for a live music venue including, the sale and consumption of liquor, a reduction of the car parking requirement and display of electronic promotion signs. The application received a high number of objections and was approved at PARM in December 2023. The permit applicant lodged a VCAT review against Council's conditions as well as several objectors lodging a review against Council's decision to issue a Notice of Decision to grant a permit.								
Delegated Officer Decision												
MPS/2022/952	Applicant against refusal	13 Ovens Street, BRUNSWICK	Refusal	The proposal is to construct a four storey mixed use building including a reduction of the car parking requirement. Council officers together with the permit applicant have resolved this matter at a compulsory conference reaching consent after the applicant resolved key design issues relating to the street wall and poor internal amenity. A planning permit was subsequently issued.								
MPS/2023/465	Objector against approval	45 Austral Avenue BRUNSWICK	Notice of Decision to Grant a Planning Permit	The proposal is to construct two double storey dwellings.								

Attachment 2, City Development Activity Report, VCAT Activity - March 2024 Quarter

MPS/2023/495	Objector against approval	71 May Street GLENROY	Notice of Decision to Grant a Planning Permit	The proposal is to construct three double storey dwellings. This VCAT review lodged by an objector was subsequently struck out after the objector failed to pay the application fee associated with the appeal.
MPS/2023/79	Applicant against refusal	14 Alsace Street BRUNSWICK	Refusal	The proposal is to construct four double storey dwellings including a reduction of the car parking requirement. An objector has joined as a party to the permit applicant's appeal against Council's refusal.

Table 1: VCAT reviews lodged in the March 2024 quarter

Attachment 2, City Development Activity Report, VCAT Activity – March 2024 Quarter

Application number	Appeal type	Address	Original decision	Proposal	Consent Order	VCAT decision
Council Meeting Decision	5.					
MPS/2015/175/B	Applicant against conditions	BRUNSWICK	conditions,	amendments to permit including:	No	At the March 2023 PARM meeting, Council resolved to grant a Notice of Decision to issue an amended planning permit, subject to a range of conditions including the deletion of a level. VCAT resolved to grant an amended permit varying Council's decision by deleting the conditions requiring the deletion of a level, design improvements to the street wall, provision of three off-site car share spaces and the Section 173 agreement mechanism for the delivery of the affordable housing.
MPS/2015/595	Applicant to amend permit where VCAT is the Responsible Authority		Council consent to an Amended Planning Permit	Proposed amendments to permit including: Marginal increase in building and street wall heights, with number of storeys unaltered. Revised design Reduction in commercial floor area 100% provision of social and affordable housing	Yes	This application was lodged directly with VCAT who were responsible for making a decision. At the December 2023 PARM meeting, Council resolved to consent to an amended planning permit subject to conditions securing the contribution of social and affordable housing, improvements to building materials, reinstatement of loading bay and increase in commercial floor space. After all parties consented to the application and Council's recommended conditions VCAT issued the amended permit.
MPS/2022/478	Applicant against conditions	BRUNŚWICK WEST	conditions,	Construction of three double storey dwellings	Yes	At the July 2023 PARM meeting, Council resolved to issue a Notice of Decision to grant a planning permit, subject to a range of conditions which broadly sought to reduce amenity impacts/visual bulk to the adjoining neighbour (No. 9 Harry Street) and allow more space for canopy

Attachment 2, City Development Activity Report, VCAT Activity - March 2024 Quarter

MPS/2022/709	Objector against approval	25 Gale Street BRUNSWICK EAST	Decision to Grant a	Construction of a six storey mixed use building with a reduction of the car	No	tree planting. All parties consented at the compulsory conference at VCAT after substituted plans were prepared achieving the objectives of the conditions with an alternative design. VCAT subsequently issued a planning permit. VCAT application withdrawn.
MPS/2022/773	Applicant against conditions	477 Sydney Road COBURG	Approval with conditions, including the deletion of one	parking requirement	Yes	At the June 2023 PARM meeting, Council resolved to issue a Notice of Decision to grant a planning permit, subject to conditions which sought to delete one level, reduce the total number of dwellings by deleting six solely south facing dwellings and require one on-site car share space and a loading bay. Following multiple compulsory conferences and iterations of plans officers were able to support the amended proposal via consent as a result of the following changes: Increased Level 6 street setback from 7m to 10m Reduce the number of solely south facing dwellings to three Provision of one flexi staff/loading space
Delegated Officer Decision MPS/2003/710/D	Objector against approval	280 Sydney Road BRUNSWICK	Notice of Decision to Grant an	Proposed amendments to permit including	No	VCAT varied Council's Notice of Decision including conditions requiring: • Pre-commencement acoustic testing
	and Applicant against conditions		Amended Planning Permit	external live music until 8pm		 Installation of a noise limiter Post-commencement acoustic testing Additional acoustic testing at Council's discretion (e.g. ongoing complaints)

Attachment 2, City Development Activity Report, VCAT Activity - March 2024 Quarter

MPS/2021/203/A	Applicant against conditions	39 Disraeli Grove PASCOE VALE SOUTH	Notice of Decision to Grant an Amended Planning Permit	Partial demolition and building and works to extend an existing dwelling within a Heritage Overlay	No	VCAT issued a verbal decision and varied Council's Notice of Decision amending a condition to reduce the street setback of the dwelling extension from 6 metres to 4 metres from the dwelling facade.
MPS/2021/658	Applicant against refusal	112 Barkly Street BRUNSWICK EAST	Refusal	Partial demolition of a building and construction of five, three storey dwellings	Yes	At the compulsory conference an amended proposal was prepared which satisfied Council's grounds of refusal concerning the impacts of the development on the heritage streetscape, internal amenity, overlooking and dwelling entry locations.
MPS/2022/526	Applicant review as decision not made within 60 statutory days	288-290 Victoria Street BRUNSWICK	Failure to determine application within time	Construction of an eight storey mixed use building and a reduction of the car parking requirement	No	Council engaged a Planning Consultant and Urban Design expert to defend its position of not supporting the proposal. An objector also joined as a party to the appeal. Officers were not supportive of the proposal due to its departure from the DDO18 for building height and upper level setbacks as well as its design detail. Improvements were made to the development through formally amended plans before the hearing, including: Reduction in building height from 8 storeys to 7 Improvements to the ground floor appearance as recommended by Council's Urban Design expert Changes to the eastern interface resolving one objector party's concerns who subsequently withdrew from the VCAT review. The changes did not resolve all of Council's concerns due to the building height and impacts of upper levels on the adjoining streetscapes as well as a future Council park. VCAT determined to grant a planning permit noting that this "pinch point" where the new building would be opposite a similarly sized seven storey building would achieve an appropriate balance between a sense of enclosure and openness when taking into

Attachment 2, City Development Activity Report, VCAT Activity - March 2024 Quarter

						account the remainder of the street.
MPS/2022/746	Applicant review as decision not made within 60 statutory days	142 Middle Street HADFIELD	Failure to determine application within time	Construction of a three-storey mixed-use development comprising retail tenancies and dwellings, and a reduction to the standard car parking requirement	Yes	All parties consented to the proposal at the compulsory conference after Council circulated draft conditions including relatively minor changes. VCAT subsequently issued a planning permit including Council's conditions.
MPS/2022/802	Applicant against conditions	100 Murray Street COBURG	Notice of Decision to Grant an Amended Planning Permit	Construction of two double storey dwellings		VCAT varied Council's Notice of Decision including conditions requiring: The deletion of a condition requiring the first floor ensuite of Dwelling 2 to be relocated to the area of the eastern walk in robe. The reasons given by VCAT related to the impact of the narrow appearance of the altered dwelling to the streetscape and the current design is respectful of the existing streetscape as are the materials.
MPS/2022/818	Applicant against conditions	24 Hazel Grove PASCOE VALE	Planning Permit	Construction of two double storey dwellings	Yes	VCAT varied Council's planning permit amending conditions relating to ESD requirements. In summary VCAT did not support Council's position that the roof colour must not be dark in colour to avoid heat absorption and including conditions that were seen as being beyond the 50% BESS requirements.
MPS/2022/952	Applicant against refusal	13 Ovens Street BRUNSWICK and part of the abutting road reserve	Refusal	Construction of a four storey mixed use building and reduction in the parking requirement	Yes	At the compulsory conference all parties agreed to consent to an amended proposal which included: Increase in street wall height Widening of public footpath Increase rear setbacks Improve internal amenity of dwellings Enhance street activation for office An administrative change also saw part of the road reserve added into the permit address due to an existing building encroachment.

Attachment 2, City Development Activity Report, VCAT Activity - March 2024 Quarter

						VCAT subsequently issued a planning permit.
MPS/2023/363	Applicant against conditions	78 Mitchell Street BRUNSWICK	Planning Permit	Partial demolition and alterations and additions to an existing dwelling in a Heritage Overlay	Yes	Prior to the hearing (where no compulsory conference was arranged) all parties agreed to consent to an amended proposal.
MPS/2023/368	Applicant against refusal	4 Little Gold Street BRUNSWICK	Refusal	Construction of an eight storey mixed use building with a waiver of the car parking requirements	Yes	At the compulsory conference all parties (including one objector party) agreed to consent to an amended proposal which included: • Four dwellings amalgamated into two • Deletion of roof terrace and reduction in building height to comply with DDO • Design detail improvements to the street wall • Setback upper levels consistent with the adjoining development VCAT subsequently issued a planning permit.
MPS/2023/495	Objector against approval	71 May Street GLENROY	Notice of Decision to Grant an Amended Planning Permit	Construction of three double storey dwellings	No	VCAT application withdrawn.
MPS/2023/99	Objector against approval	8 Lochinvar Street PASCOE VALE SOUTH	Notice of Decision to Grant an Amended Planning Permit	Partial demolition and alterations and additions to an existing dwelling in a Heritage Overlay	Yes	At the compulsory conference all parties agreed to consent to an amended proposal.

Table 2: VCAT reviews determined in the March 2023 quarter

City Development Activity Report

Attachment 3 - Planning Enforcement Unit - March 2024 Quarterly Data

Figure 1: Received vs Determined Reactive Cases - March Quarter 2023/24

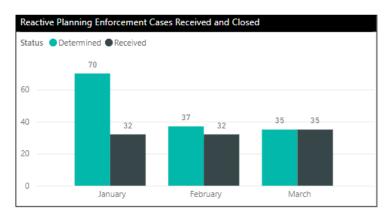


Figure 2: Outstanding Planning Enforcement Reactive Cases to 31 March 2024



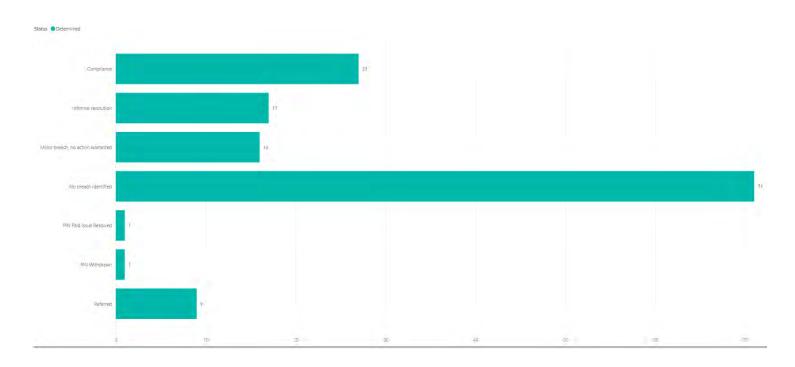
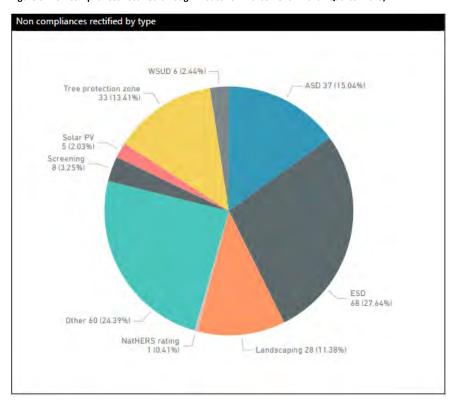


Figure 3: Outcome of Reactive Cases - March Quarter 2023/24

20

Figure 4: Proactive First Inspections Completed - March Quarter 2023/24





5.2 22-38 AND 31 THE AVENUE, COBURG - MINISTERIAL APPLICATION - MPS/2024/236

Acting Director Place and Environment Phillip Priest City Development

Executive Summary



Property:	31 & 22-38 The Avenue, Coburg				
Proposal:	Referral from the Department of Transport and Planning (DTP) for an Amendment to the Merri-bek Planning Scheme and approval of a planning permit pursuant to Section 96A of the <i>Planning and</i> <i>Environment Act 1987</i> via the Development Facilitation Program				
Current Zoning and Overlays:	 Public Use Zone Schedule 2 (PUZ2) Specific Controls Overlay Schedule 3 (SCO3) Heritage Overlay Schedule 172 (HO172) Development Contributions Plan Overlay (DCPO) 				
Planning Scheme Amendment:	Application of the Mixed Use Zone Schedule 1 (MUZ1), Environmental Audit Overlay (EAO) and Road Closure Overlay (RXO)				
	 Removal of the Public Use Zone Schedule 2 (PUZ2) and Specific Controls Overlay Schedule 3 (SCO3), and removal of covenants. 				
Development proposal:	Demolition of the existing buildings and construction of a multi- storey, mixed-use development within the Heritage Overlay, and a reduction in the car parking requirements.				
ESD:	 Minimum average NatHERS rating of 8.3 stars 140 kL rainwater tank Commitment to a 5 Star Green Star Buildings rating 				
Accessibility:	Adaptable apartments comprise 99 per cent of the proposal				
Key reasons for support	 Rezoning to the MUZ1 is appropriate to facilitate development of a large, underused site to meet housing demands Broadly, the separation into four buildings with higher buildings closer to Sydney Road and lower buildings closer to the modest scaled housing is an appropriate design response 				
	 Excellent accessibility and highly commendable ESD initiatives Contribution of land to form part of a future public park that will benefit the wider community 				

Recommendation:

Council's submission to DTP express:

- Support for the planning application generally in accordance with the plans prepared by Hayball, dated 1 March 2024, subject to the conditions outlined in the recommendation, including a reduction in height.
- A recommendation that the Planning Scheme Amendment should include the rezoning of Area 2 to the Public Park and Recreation Zone and the application of an overlay (such as a Development Plan Overlay) to Area 1 to provide guidance for the outcomes for the site for any future development, should the permit not be acted upon

Officer Recommendation

Part A

That Council writes to the Minister for Planning that the Planning Scheme Amendment and the Permit Application MPS/2024/236 should first be referred to a Standing Advisory Committee or Planning Panel. This will enable the matters raised by Council to be appropriately assessed and considered, including consideration of submissions from the Council and other parties.

Part B

That Council's submission to the Department of Transport and Planning (DTP) regarding the Planning Scheme Amendment be that:

- 1. An overlay (such as a Development Plan Overlay) that provides guidance around the preferred outcomes for Area 1 is required to provide certainty around future development, should the planning permit not be acted upon. The control must include, but not be limited to:
 - a) Indicative building massing generally in accordance with the plans prepared by Hayball, dated 1 March 2024, but modified to reduce the maximum building height to 6 storeys and with a 3 storey podium height.
 - b) A requirement to achieve at least a 5 Star Green Star or equivalent ESD outcome.
 - c) A requirement to provide an affordable housing contribution, which must provide at least 10 per cent of dwelling yield which includes at least 5 per cent for low or very low income households (as defined by the Planning and Environment Act 1987). The tenure and discount of the affordable housing contribution must be to the satisfaction of the Responsible Authority.
 - d) That the plan will be undertaken in consultation with Merri-bek City Council.
- 2. Area 2 must be rezoned from the Public Use Zone Schedule 2 to the Public Park and Recreation Zone as part of this S96A Amendment in order to enable the public open space that is offered in relation to the planning permit application to be delivered.
- 3. All other aspects of the Planning Scheme Amendment are supported.

Part C

That Council's submission to the Department of Transport and Planning (DTP) regarding Planning Permit application MPS/2024/236 be that:

 A Planning Permit be issued for the demolition of the existing buildings and construction of a multi-storey, mixed-use development within the Heritage Overlay, and a reduction in the car parking requirements at 22-28 and 31 The Avenue, Coburg, subject to the following conditions:

Amended Plans

- Before the development commences, amended plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and will then form part of the permit. The plans must be drawn to scale with dimensions and must be generally in accordance with the plans prepared by Hayball, dated 1 March 2024, but modified to show:
 - a) The deletion of two levels from Building 1, through:
 - i. Deletion of either Level 1, 2 or 3 so as to result in a three storey podium; and
 - ii. Deletion of either Level 5 or 6.
 - b) The deletion of Level 3 from Building 3.
 - c) The deletion of the two south-facing 'Studio A' apartments from each of the ground, first and second floors of Building 1. These levels may be reconfigured to enlarge other apartments as a result of this change, provided that:
 - i. There is no reduction to setbacks between buildings;
 - ii. There are no south-facing balcony or main living room outlooks created; and
 - iii. The layout of remaining apartments complies with Clause 58 Standards.
 - d) The deletion of at least one west-facing 'Studio A' apartment from each of the ground, first and second floors of Building 2. The remaining apartments may be reconfigured to allow greater daylight to living rooms and bedrooms. Any changes must ensure that:
 - i. Outlook to blank walls is avoided, as much as practicable; and
 - ii. The layout of remaining apartments complies with Clause 58 Standards.
 - e) Clear indication of the sections of the concrete panel wall along The Grove and De Carle Street that are to be retained and removed on the demolition plan.
 - f) Wind mitigation measures to the eastern portion of The Grove frontage clearly depicted on the ground floor plan and the elevation plans, consistent with the Wind Impact Report in accordance with Condition 18 of this permit. If the existing boundary wall is to be retained, the plans must clearly indicate the sections of the boundary wall along both The Grove and De Carle Street that are new or are 'existing TAFE building wall to be retained'.
 - g) Wind mitigation measures to the cafe clearly depicted on the ground floor plan and the southern and eastern elevation plans, consistent with the Wind Impact Report in accordance with Condition 18 of this permit. If a screen is required details of its design, including the location of any openings, and materials must be provided with preference given to materials that allow for visual and light permeability, such as a high quality perspex or glass screen with graffiti prevention coating.
 - h) Tree protection measures to Tree 21 and all street trees consistent with the Tree Protection Management Plan in accordance with Condition 6 of this permit.
 - i) Sufficient space within each waste bin room to allow a 1 metre wide path to access every bin without requiring residents to relocate bins.
 - j) Each horizontal bike space dimensioned as being 1.8 metres long and each vertical space as 1.2 metres long, with every space accessed from a 1.5 metre wide access aisle or 2 metre wide access aisle in the case of double-stacked bicycles.

- k) Each bicycle parking space as 0.5 metres wide, unless both levels of the double stacked bicycles meet all three conditions for 'dynamic bicycle parking devices' listed in Clause 3.3 of the Australian Standard for Bicycle Parking (AS2890.3).
- Clear indication of the portion of land intended to be transferred to Council as a Road.
- m) The delineation of proposed future private and public land along the laneway delineated through the use of differing construction materials.
- n) The ramp from the basement car park to the laneway contained entirely within the site leaving the laneway levels unaltered.
- o) The proposed location of the relocated Council drain that is currently located east-west through the centre of the site.
- p) The Environmentally Sustainable Design initiatives that are required to be shown on plans, as contained within Condition 7 of this permit.
- q) Any changes to the plans arising from the:
 - i. Landscape Plan in accordance with Condition 3 of this permit.
 - ii. Accessibility Report in accordance with Condition 11 of this permit.
 - iii. Acoustic Report in accordance with Condition 13 of this permit.
 - iv. Waste Management Plan in accordance with Condition 16 of this permit.
 - v. Facade Strategy and Materials and Finishes Schedule in accordance with Condition 20 of this permit.

Compliance with Endorsed Plans

2. The development as shown on the endorsed plans must not be altered without the written consent of the Responsible Authority. This does not apply to any exemption specified in Clauses 62.02-1 and 62.02-2 of the Merri-bek Planning Scheme unless specifically noted as a permit condition.

Landscaping

- 3. Prior to the endorsement of plans, amended landscape plans must be submitted to the Responsible Authority. The landscape plan must be generally in accordance with the plan prepared by Tract, dated 18 March 2024 but amended to show:
 - a) Landscaping associated with 31 The Avenue only, and removal of any public works (including new street trees) and landscaping of 22-38 The Avenue.
 - b) All existing trees clearly labelled as to be retained or to be removed.
 - c) Tree protection measures to Tree 21 and all existing street trees consistent with the Tree Protection Management Plan in accordance with Condition 6 of this permit.
 - d) Detailed on-site landscape plan(s) with any changes required to align with the plans for endorsement and the following detail:
 - i. A schedule of all proposed trees, shrubs and ground covers, including numbers, size at planting, size at maturity, botanical names and common names. The flora selection and landscape design should be drought tolerant and based on species selection recommended in the Moreland Landscape Guidelines 2009.
 - ii. Irrigation plans including maintenance schedule, locations of controllers and water source and drainage for all communal area and facade planting (including private balconies).

- iii. Details of all planter boxes, above basement planting areas, green walls, rooftop gardens and similar, including:
 - Soil volume sufficient for the proposed vegetation
 - Soil mix
 - Drainage design
- e) Notes and diagrams detailing the establishment and maintenance of all proposed trees, shrubs and ground covers.
- f) Details of the location and type of all paved and sealed areas. Porous/permeable paving, rain gardens and other water sensitive urban design features must be in accordance with the Sustainability Management Plan.
- g) Lighting to illuminate pedestrian access between dusk and dawn in accordance with condition 56 of this permit.

When submitted and approved to the satisfaction of the Responsible Authority, the landscape plan will be endorsed to form part of this permit. No alterations to the plan may occur without the written consent of the Responsible Authority.

- 4. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, all landscaping works, including installation of automatic irrigation, must be completed in accordance with the endorsed landscape plan to the satisfaction of the Responsible Authority.
- 5. All landscaping and irrigation systems must be maintained to the satisfaction of the Responsible Authority in accordance with the endorsed landscape plans. Any dead, diseased or damaged plants must be replaced with a suitable species to the satisfaction of the Responsible Authority.

Tree Protection

- 6. Prior to the endorsement of plans, a Tree Management Plan (TMP) must be submitted to the satisfaction of the Responsible Authority. The TMP must be prepared by a suitably qualified Arborist and make specific recommendations in accordance with the Australian Standard AS4970: 2009 Protection of Trees on Development Sites to ensure that the Tree 21 and all street trees on The Grove and De Carle Street remain healthy and viable during construction. The TMP must include the following to the satisfaction of the Responsible Authority:
 - a) A tree protection plan to scale that shows:
 - i. All Tree Protection Zones and Structural Root Zones
 - ii. All Tree Protection Fencing
 - iii. Areas where ground protection systems will be used
 - iv. The type of footings within any Tree Protection Zone
 - v. The location of services within any Tree Protection Zone
 - b) The location and design of Tree Protection Fencing.
 - c) Details of appropriate footings within the Tree Protection Zone.
 - d) The method of installing any services through the Tree Protection Zone.
 - e) Details of how the root zone within the Tree Protection Zone will be managed throughout the project.
 - f) A timetable outlining works requiring supervision by the Project Arborist.

- g) The results of any exploratory trenching where there is encroachment (construction or excavation) greater than 10 per cent into the Tree Protection Zone (in accordance with Australian Standard AS4970:2009 Protection of Trees on Development Sites) of any tree to be retained. This must include photographic evidence of any trenching/ excavation undertaken.
- h) All remedial pruning works that are required to be performed on the tree during the development of the site. The pruning comments must reference Australian Standards 4373:2007, Pruning of Amenity Trees and a detailed photographic diagram specifying what pruning will occur.

When submitted and approved to the satisfaction of the Responsible Authority, the TMP will be endorsed to form part of this permit. The recommendations of the endorsed TMP must be implemented to the satisfaction of the Responsible Authority.

Environmentally Sustainable Design (ESD)

- 7. Prior to the endorsement of plans, an amended Sustainability Management Plan (SMP) and plans must be submitted to the satisfaction by the Responsible Authority. The SMP must demonstrate a best practice standard of environmentally sustainable design and be generally in accordance with the SMP prepared by Northrop dated 5 March 2024, but modified to include the following changes:
 - a) Provide evidence that the project will be registered and certified by the Green Building Council of Australia in achieving a 5 star Green Star Buildings rating, including contracts with ESD Consultants engaged to perform these tasks.
 - b) Provide an updated Green Star assessment which confirms all targeted credits and confirms the methodology for achieving a minimum 5 star building.
 - c) Show the following ESD initiatives on the development plans:
 - i. The proposed solar PV system, including location, spatial size and system output size.
 - ii. Areas serviced by ceiling fans with fans clearly labelled.
 - d) A WSUD (Water Sensitive Urban Design) Report, including:
 - i. A Model for Urban Stormwater Improvement Conceptualisation (MUSIC) model demonstrating compliance to Best Practice Environmental Guidelines for Urban Stormwater:
 - 80 per cent reduction in the typical urban load of total suspended solids
 - 45 per cent reduction in the typical urban load of total phosphorous
 - 45 per cent reduction in the typical urban load of total nitrogen
 - 70 per cent retention of a typical urban load of litter
 - ii. The electronic MUSIC model in.msf format.
 - iii. A WSUD plan that:
 - Shows where all stormwater will drain, downpipes clearly marked, and the direction of flow shown with arrows.
 - Has all impervious surfaces (dimensioned in square metres) and their treatment/non treatment to align with the entries in the MUSIC model, to ensure all areas are included.
 - Has the location of all water tanks and WSUD features on the plans.
 Provide dimensions, sections, plant types, etc. Any raingarden or alternate measures to treat detained stormwater must be located entirely within property boundaries.

- iv. Maintenance details for the WSUD treatment/s including tasks, timeframes and responsibilities.
- v. Consistency between the plans, SMP and MUSIC report.

Where alternative ESD initiatives are proposed to those specified in the conditions above, the Responsible Authority may vary the requirements of this condition at its discretion, subject to the development achieving equivalent (or greater) ESD outcomes in association with the development.

When submitted and approved to the satisfaction of the Responsible Authority, the amended Sustainability Management Plan and associated notated plans will be endorsed to form part of this permit. No alterations to the plan may occur without the written consent of the Responsible Authority.

- 8. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, the development must be constructed in accordance with the Sustainable Management Plan to the satisfaction of the Responsible Authority. No alterations to these plans may occur without the written consent of the Responsible Authority.
- 9. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, a report from the author of the Sustainability Management Plan (SMP) approved pursuant to this permit, or similarly qualified person or company, must be submitted to the Responsible Authority. The report must be to the satisfaction of the Responsible Authority and must confirm (with documented evidence) that all measures specified in the SMP have been implemented in accordance with the approved plan.
- 10. All stormwater treatment devices (e.g., raingardens, rainwater tanks etc.) must be maintained to the satisfaction of the Responsible Authority to ensure water quality discharged from the site complies with the performance standard in the endorsed Sustainability Management Plan.

Accessibility

- 11. Prior to the endorsement of plans, an Accessibility Report prepared by a suitably qualified person must be submitted to the satisfaction of the Responsible Authority. The Accessibility Report must:
 - a) Align with the plans for endorsement.
 - b) Detail how the development will incorporate design features in accordance with Standard D17 (Accessibility) of Clause 58 of the Merri-bek Planning Scheme, including the detailed design of the adaptable bathrooms (e.g. confirmation of hobless showers and removable hinges to doors).
 - c) Detail how and which apartments within the development will satisfy the Livable Housing Australia Gold or Silver Standards.

When submitted and approved to the satisfaction of the Responsible Authority, the Accessibility Report will be endorsed to form part of this permit. No alterations to the plan may occur without the written consent of the Responsible Authority. The recommendations of the report must be implemented to the satisfaction of the Responsible Authority prior to the occupation of the development.

12. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, a report from the author of the Accessibility Report, approved pursuant to this permit, or similarly qualified person or company, must be submitted to the Responsible Authority. The report must be to the satisfaction of the Responsible Authority and must confirm that all measures specified in the Accessibility Report have been implemented in accordance with the approved report.

Acoustic Attenuation

- 13. Prior to the endorsement of plans, an Acoustic Report prepared by a qualified Acoustic Engineer must be submitted to the satisfaction of the Responsible Authority. The Report must:
 - a) Align with the plans for endorsement.
 - i. Assess noise levels from vehicle and tram travel along Sydney Road and recommend any noise attenuation measures.
 - ii. Recommend noise attenuation measures for bedrooms abutting lift cores.

When submitted and approved to the satisfaction of the Responsible Authority, the Acoustic Report will be endorsed to form part of this permit. No alterations to the Acoustic Report may occur without the written consent of the Responsible Authority.

- 14. The building must be constructed and thereafter maintained in accordance with the recommendations contained within the approved Acoustic Report to the satisfaction of the Responsible Authority, unless with the further written approval of the Responsible Authority.
- 15. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, a report from the author of the Acoustic Report approved pursuant to this permit or similarly qualified person or company must be submitted to the Responsible Authority. The report must be to the satisfaction of the Responsible Authority and must confirm that all measures specified in the Acoustic Report have been implemented in accordance with the approved Acoustic Report.

Waste Management

- 16. Prior to the endorsement of plans, an amended Waste Management Plan (WMP) must be submitted to the satisfaction of the Responsible Authority. The plan must be generally in accordance with the report prepared by One Mile Grid and dated 19 March 2024 but modified to:
 - a) Align with the plans for endorsement

When submitted and approved to the satisfaction of the Responsible Authority, the WMP will be endorsed to form part of this permit. No alterations to the WMP may occur without the written consent of the Responsible Authority.

17. The Waste Management Plan approved under this permit must be implemented and complied with at all times to the satisfaction of the Responsible Authority unless with the further written approval of the Responsible Authority.

Wind Impact Report

- 18. Prior to the endorsement of plans, an amended Wind Impact Report must be submitted to the satisfaction of the Responsible Authority. The Wind Impact Report must be generally in accordance with the Wind Assessment Report submitted with the application, prepared by VIPAC and dated 14 February 2023, but modified to:
 - a) Confirm whether there are any alternative wind mitigation measures to the eastern portion of The Grove frontage that will satisfy wind requirements but result in an improved outcome for the streetscape. This may include a lower or more permeable treatment to the boundary, a wall recessed from the boundary to allow for planting between the wall and the boundary, or similar. If the existing 1.65 metre high wall must be retained, the report must reflect the correct location of the wall that is to be retained and identify the location of any new section of the wall that is required for wind mitigation measures.
 - b) Confirm whether there are any alternative wind mitigation measures to the cafe than the 1.5 metre 2 metre high screen, such as planting in planter boxes, that will satisfy the wind requirements. If there is no alternative to the screen, the report must confirm that the design and material of the screen as depicted on the plans for endorsement, is appropriate to satisfy the wind requirements.

19. The building must be constructed and thereafter maintained in accordance with the recommendations contained within the Wind Impact Report. The Wind Impact Report will be endorsed to form part of this permit. No alterations to the report may occur without the written consent of the Responsible Authority.

Facade Strategy and Material and Finishes Schedule

- 20. Prior to the endorsement of plans, a Facade Strategy and Materials and Finishes Schedule must be submitted to and approved by the Responsible Authority. The Facade Strategy must be generally in accordance with the decision plans referred to in Condition 1 and must include:
 - a) Detailed elevation plans generally at a scale of 1:50 (or as otherwise agreed by the Responsible Authority) illustrating:
 - Detailed elevations of the lower levels relating to public realm interfaces, doors, openings, fencing, barriers, activation, services and external finishes & treatments. Any services on the facade must be appropriately concealed and/or treated to integrate with the building architecture, to the satisfaction of the Responsible Authority.
 - ii. Examples of balcony niches, entries and doors, and utilities, and any special features which are important to the building's presentation.
 - b) Information about how the facade will be accessed, maintained and cleaned, including the maintenance of any planting (if proposed).
 - c) A detailed schedule of colours, materials and finishes, including the colour, type and quality of materials showing their application and appearance. Materials and finishes must be of a high quality, durable and fit for purpose.

When approved, the endorsed Facade Strategy will form part of the permit.

21. Once approved, all materials, finishes and colours employed on external elevations of the development must be in accordance with the approved Facade Strategy, to the satisfaction of the Responsible Authority. The endorsed Facade Strategy must not be altered without the prior written consent of the Responsible Authority.

Affordable Housing

- 22. Prior to the endorsement of plans, an amended Affordable Housing Needs Report must be submitted to and approved by the Responsible Authority. The report must be generally in accordance with the Affordable Housing Needs Report dated 4 December 2023, but modified to:
 - a) Reference the updated development as approved by this permit.
 - b) Provide clear and unambiguous commitments throughout the report, including:
 - i. A clear commitment to provide at least 10 per cent of the total number of dwellings (rounded up) as Affordable Dwellings which includes at least 5 per cent for low or very low income households (as defined by the *Planning and Environment Act 1987*).
 - ii. A minimum tenure for the Affordable Dwellings from first occupation (e.g. 20 years).
 - c) Specify how many 1, 2 and 3 bedroom dwellings will be provided as Affordable Housing (i.e. the dwelling mix).
 - d) Set out a process for monitoring, compliance and reporting of Affordable Dwellings with independent oversight by a suitably qualified entity to ensure equitable and fair allocation over the period of Affordable Housing provision.

e) State that the 'Affordable Dwellings' will provide social housing in accordance with requirements of the Housing Act ,1983, or Affordable Housing (as defined by the Planning & Environment Act 1987) unless otherwise agreed with the Responsible Authority.

When approved to the satisfaction of the Responsible Authority, the Affordable Housing Needs Report will be endorsed to form part of this permit. No alterations to the endorsed Affordable Housing Needs Report may occur without the written consent of the Responsible Authority.

Public Open Space and Landscaped Road Reserve

- 23. Prior to the submission of a Public Open Space Landscape Plan in accordance with Condition 25 of this permit, community engagement must be carried out to the satisfaction of the Responsible Authority. This may be carried out by the Responsible Authority at the cost of the permit holder, or by the permit holder with the approval of the Responsible Authority. The community engagement must include the following, unless with the prior written consent of the Responsible Authority:
 - a) Preparation of an Engagement Plan prior to the commencement of any community engagement.
 - b) The following three stages of community engagement:
 - i. Involving the community to determine what they want for the park.
 - ii. Consulting the community on a Concept Design for the park.
 - iii. Informing the community about the Final Concept Design for the park.
 - c) Preparation of an Engagement Report after stage b) i and b) ii, outlining the community's feedback and how their feedback has been incorporated into the Concept Design and Final Concept Design.
- 24. The Concept Design and Final Concept Design referred to in Condition 23 must be submitted to and approved by the Responsible Authority (Open Space Branch).
- 25. Prior to the commencement of the development, a Landscape Plan associated with the Public Open Space located at 22-38 The Avenue (Lots 1&2 on TP572829J) and The Avenue Road Reserve, for a distance of 58 metres from the eastern property boundary, must be submitted to the satisfaction of the Responsible Authority. The Landscape Plan must:
 - a) Be generally in accordance with the Final Concept Design required by Conditions 23 and 24 of this permit.
 - b) Provide a schedule of all proposed trees, shrubs and ground covers, including numbers, size at planting, size at maturity, botanical names and common names. The flora selection and landscape design should be drought tolerant and based on species selection recommended in the Moreland Landscape Guidelines 2009.
 - c) Locate and provide material details of all paved and sealed areas, including pathways.
 - d) Locate any graffiti resistant park furniture, including, but not limited to, seating, tables, shelters, rubbish bins, playground equipment and drinking fountains.
 - e) Detail water sensitive urban design (WSUD) treatments. Any treatment must include the following details on the plan:
 - i. Illustration of the catchment area to be treated
 - ii. The size of the WSUD treatment
 - iii. Section diagrams indicating inlet and outlet levels and connections back to the main drainage network.

- When submitted and approved to the satisfaction of the Responsible Authority, the landscape plan will be endorsed to form part of this permit. No alterations to the plan may occur without the written consent of the Responsible Authority.
- 26. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, all landscaping works shown on the endorsed Public Open Space Landscape Plan must be completed by the owner of 31 The Avenue, Coburg, to the satisfaction of the Responsible Authority.

Public Works Plan

- 27. Prior to the commencement of the development, a Public Works Plan must be submitted to the satisfaction of the Responsible Authority detailing works to the areas outside the site. The Plan must be in accordance with the Merri-bek City Council Technical Notes October 2022, or any updated version and include:
 - a) The adjacent footpaths, nature strips and road pavements, including the laneway west of the site.
 - b) Conversion of the road closure bollards in The Avenue just east of the laneway, to a concrete island.
 - c) The upgrade of the footpaths to 1.5 metres wide adjacent to the site, reestablishing any missing nature strip and street tree planting where existing footpaths are wider than 1.5 metres. Public footpaths are to be reinstated to the previous levels with a maximum cross fall slope of 1 in 40 (2.5 per cent).
 - d) Any Council or service authority pole or pit.
 - e) For any vehicle crossing not being used, the kerb, channel and footpath reinstated.
 - f) Any necessary drainage works.
 - g) The relocation or replacement of existing and installation of new graffiti resistant street furniture and infrastructure, such as parking and traffic signs, public seating, bicycle parking and similar.
 - h) The provision of new street tree planting or landscaping along De Carle Street, The Avenue and The Grove in appropriate locations in consultation with the Responsible Authority (Open Space Branch).
 - i) Any other works to the public land adjacent to the development.
 - When submitted and approved to the satisfaction of the Responsible Authority, the Public Works Plan will be endorsed to form part of the permit. No alterations to the Public Works Plan may occur without the written consent of the Responsible Authority.
- 28. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, all public works shown on the endorsed public works plan must be implemented to the satisfaction of the Responsible Authority at the expense of the owner of the land, unless otherwise agreed with prior written consent of the Responsible Authority.

Engineering Construction Plans

29. Prior to commencing any works outside the title boundary, engineering construction plans to implement the public works plan in the laneway and the closed road within The Avenue, showing cross-sections, longitudinal sections and levels, must be submitted to the Responsible Road Authority (Council's Engineering Services Unit) for approval and the works implemented in accordance with the approved Engineering plans and under the supervision of the Responsible Road Authority.

Construction Management

30. Prior to commencement of the development hereby approved, a Construction Management Plan must be submitted to, and approved, by Council's City Infrastructure Department under Council's General Local Law.

Environmental Audit

- 31. Before the construction or carrying out of buildings and works, or where no buildings and works are proposed, prior to the commencement of the permitted use or the issue of a statement of compliance under the Subdivision Act 1988 (whichever is earlier), the owner(s) must provide:
 - a) A preliminary risk screen assessment statement in accordance with the Environment Protection Act 2017 stating that an environmental audit is not required for the use or, if this permit authorises the construction or carrying out of buildings or works, is not required for the use for which the buildings or works are constructed or carried out; or,
 - b) An environmental audit statement under Part 8.3 of the Environment Protection Act stating that the land is suitable for the use or, if this permit authorises the construction or carrying out of buildings or works, is suitable for the use for which the buildings or works are constructed or carried out; or.
 - c) An environmental audit statement under Part 8.3 of the Environment Protection Act 2017 stating that the land is suitable for the use or, if this permit authorises the construction or carrying out of buildings or works, is suitable for the use for which the buildings or works are constructed or carried out, if the recommendations made in the statement are complied with.
- 32. Where an environmental audit statement is issued for the land, and any recommendation of that environmental audit statement requires any maintenance and/or monitoring of an ongoing nature, the Responsible Authority may require the Owner(s) to enter into an Agreement with the Responsible Authority pursuant to Section 173 of the Planning and Environment Act 1987 that provides for the undertaking of the ongoing maintenance and/or monitoring as required by the environmental audit statement.
- 33. Where a Section 173 Agreement is required, the Agreement must be executed prior to the commencement of the permitted use, the issue of an Occupancy Permit under the Building Act 1993 or the issue of a Statement of Compliance under the Subdivision Act 1988 (whichever occurs first). All expenses involved in the drafting, negotiating, lodging, registering and execution of the Agreement, including those incurred by the Responsible Authority, must be met by the Owner(s).
- 34. Prior to any remediation works (if required) being undertaken in association with the environmental audit, a 'remediation works' plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. The plan must detail all excavation works as well as any proposed structures such as retaining walls required to facilitate the remediation works. Only those works detailed in the approved remediation works plan are permitted to be carried out prior to the issue of an environmental audit statement.
- 35. No works to construct the development hereby approved shall be carried out on the land and no building contract to construct the development hereby approved may be entered into, other than in accordance with a building contract that stipulates that works must not be commenced until such time as Conditions 31, 32 and 33 are satisfied.

- 36. Prior to commencement of the use, the issue of an Occupancy Permit under the Building Act 1993 or the issue of a Statement of Compliance under the Subdivision Act 1988 (whichever occurs first), written confirmation of compliance with all the recommendations of the environmental audit statement must be provided by an environmental auditor appointed under the Environment Protection Act 2017, including confirming that any requirements in the environmental audit statement recommendations regarding verification of works have been complied with. All the recommendations of the environmental audit statement must be complied with to the satisfaction of the Responsible Authority.
- 37. Where a preliminary risk screen assessment has satisfied Condition 31 (that an environmental audit is not required), the development and use must not deviate from the assumptions or limitations contained in the preliminary risk screen assessment, including but not limited to the-layout and design of the development and use of the land without the written consent of the Responsible Authority. The development and use must accord with any requirements and recommendations of the preliminary risk screen assessment to the satisfaction of the Responsible Authority.

Section 173 Agreement

38. Prior to the commencement of the development hereby permitted, an agreement under Section 173 of the *Planning and Environment Act 1987* between the Owners of the land and the Responsible Authority must be prepared in a form satisfactory to the Responsible Authority, providing for:

Specified works, services and facilities

- a) That prior to the occupation of any part of the development approved by this Planning Permit, the owner undertakes the works shown on the endorsed Open Space Landscape Plan and Public Works Plan at their full cost and to the satisfaction of Merri-bek City Council.
- b) That prior to the occupation of any part of the development approved by this Planning Permit, the land known as Lots 1 & 2 on TP572829J be reserved as Public Open Space and transferred at no cost to Merri-bek City Council.
- c) That the portion of land forming part of 31 The Avenue, Coburg, shown on the endorsed plans as laneway will be constructed as a laneway to the satisfaction of the Responsible Authority and transferred to Merri-bek City Council, at no cost, prior to the occupation of any part of the development approved by the Planning Permit.

Affordable Housing

- d) Affordable housing in accordance with the approved Affordable Housing Report required by Condition 22 of the permit and must include the following commitments:
 - i. A clear commitment to provide at least 10 per cent of the total number of dwellings (rounded up) as Affordable Dwellings which includes at least 5 per cent for low or very low income households (as defined by the Planning and Environment Act 1987).
 - ii. A minimum tenure for the Affordable Dwellings from first occupation (e.g. 20 years).

Once the Section 173 Agreement has been prepared to the satisfaction of the Responsible Authority, prior to the development commencing the owner must:

 i. do all things necessary to enable the Responsible Authority to register the agreement with the Registrar of Titles in accordance with section 181 of the Act; and ii. pay to the Responsible Authority its costs and disbursements incurred in relation to the negotiation, preparation, execution and registration of the agreement on the certificate of title to the land.

3D model

39. Prior to the commencement of the development, a 3D digital model of the approved development which is compatible for use on Council's Virtual Merri-bek tools and software for Council and community must be submitted to the satisfaction of the Responsible Authority. The model should be prepared in accordance with Merri-bek City Council's 3D model submission guidelines. A copy of the 3D model submission guidelines and further information on the Virtual Merri-bek Project can be found at https://www.merri-bek.vic.gov.au/building-and-business/planning-and-building/planning/virtual-merri-bek/#autoAnchor1. In the event that substantial modifications to the building envelope are approved under an amendment to this planning permit, a revised 3D digital model must be submitted to, and be to the satisfaction of the Responsible Authority.

Car Share

- 40. A minimum of two car parking spaces within the car park are to be reserved for carshare operation ('Car Share Spaces').
- 41. The Car Share Spaces must be available to all members of the car share scheme 24/7 and should be well-lit with safe pedestrian access, to the satisfaction of the Responsible Authority.
- 42. The car-share operation must be in place within two months of issue of an Occupancy Permit, to the satisfaction of the Responsible Authority.
- 43. At the request of the Responsible Authority, the carshare operator must report utilisation of the Car Share Spaces to Council (or in accordance with Council's onstreet reporting requirements). This report is to be sent by email to info@merribek.vic.gov.au with "Attention Development Engineering" in the subject line.

Engineering Matters

- 44. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, any existing vehicle crossing not to be used in this use or development must be removed and the kerb and channel, footpath and nature strip reinstated to the satisfaction of the Responsible Authority (Merri-bek City Council, City Infrastructure Department).
- 45. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, all telecommunications and power connections (whereby means of a cable) and associated infrastructure to the land must be underground to the satisfaction of the Responsible Authority.
- 46. The ramp from the basement floor to the laneway must be contained entirely within the site leaving the laneway levels unaltered.
- 47. All car parking spaces are to be numbered, and the car share, moving bay and commercial spaces clearly labelled to facilitate management of the car park to the satisfaction of the Responsible Authority.
- 48. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, the car spaces marked as 'visitor' adjacent to the laneway are to be signed with appropriate parking restrictions in accordance with the Australian Standard AS1743.
- 49. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, the area marked as a loading bay adjacent to the laneway must be signed in accordance with the Australian Standard AS1743.

- 50. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, the bicycle storage room must have self-closing and self-locking doors or gates that are only accessible using keys, codes or swipe cards in accordance with the Australian Standard for Bicycle Parking (AS2890.3).
- 51. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, bicycle signage that directs the cyclists to the bicycle facilities must be provided to the satisfaction of the Responsible Authority. Bicycle signage should be at least 0.3 metres wide and 0.45 metres high; display a white bicycle on a blue background on the top half of the sign and display information about the direction of facilities on the bottom half of the sign.

Stormwater

- 52. All stormwater from the land, where it is not collected in rainwater tanks for re-use, must be collected by an underground pipe drain approved by and to the satisfaction of the Responsible Authority (Note: Please contact Merri-bek City Council, City Infrastructure Department).
- 53. The surface of all balconies are to be sloped to collect the stormwater run-off into stormwater drainage pipes that connect into the underground drainage system of the development to the satisfaction of the Responsible Authority.
- 54. Stormwater from the land must not be directed to the surface of the right-of-way to the satisfaction of the Responsible Authority.

General

- 55. Unless with the prior written consent of the Responsible Authority, any plumbing pipe, ducting and plant equipment must be concealed from external views. This does not include external guttering or associated rainwater down pipes.
- 56. All external lighting, other than balcony lighting, must be no higher than 1.2 metres above ground level with automatic or sensor-controlled lighting installed and maintained on the land to illuminate pedestrian access between dusk and dawn with no direct light emitted onto adjoining property to the satisfaction of the Responsible Authority.
- 57. Lighting on each balcony must be designed to not emit light direct onto adjoining property to the satisfaction of the Responsible Authority.
- 58. Before the occupation of the development, shields are to be placed on each street light that exists within 5 metres of a dwelling window, at the cost of the development, to lower the glare to lighting no higher than permitted by the Australian Standard for Obtrusive Effects of Outdoor Lighting Roads and Public Places (AS4282) to the satisfaction of the Responsible Authority.

Retention of Architect

59. Hayball or an equivalent Architect must be retained to complete and provide architectural oversight during construction of the detailed design as shown on the endorsed plans, to the satisfaction of the Responsible Authority.

Covenant Removal

60. This permit shall have no force or effect until such time as the covenants have been removed under Section 23 of the *Subdivision Act 1988*.

Road

61. Prior to the commencement of development, the land formerly identified as Reserve (R1) on LP000728 must be transferred out of Council ownership with evidence of new ownership on title provided to the Responsible Authority.

62. Prior to the occupation of the development, the land identified on the endorsed plans as being intended to be transferred to Council as a Road, must be transferred to Council, at no cost to Council.

Permit Expiry

- 63. This permit will expire if one of the following circumstances applies:
 - a) the development is not commenced within three (3) years from the date of issue of this permit;
 - b) the development is not completed within five (5) years from the date of issue of this permit.

The Responsible Authority may extend the period referred to if a request is made in writing before the permit expires or;

- within six months after the permit expires to extend the commencement date.
- within 12 months after the permit expires to extend the completion date of the development if the development has lawfully commenced.

Notes: These notes are for information only and do not constitute part of this permit or conditions of this permit.

Note 1: Should Council impose car parking restrictions in this street, the owners and/or occupiers of the land would generally not be eligible for residential or visitor parking permits to allow for on street parking. See Council's website for more information: https://www.merri-bek.vic.gov.au/residential-parking-permits

Note 2: Environmental Audit Notes

- A copy of the Environmental Audit Statement, including the Environmental Audit Report, must be submitted to the responsible authority within 5 business days of issue, as set out in s 210 of the *Environment Protection Act 2017*.
- ii. The person in management or control of the site must also provide a copy of any statement to any person who proposes to become the person in management or control of the site, such as a potential occupier or potential purchaser.
- iii. The land owner and all its successors in title or transferees must, upon release for private sale of any part of the land, include in the Vendor's Statement pursuant to Section 32 of the Sale of Land Act 1962, a copy of the Environmental Statement including a copy of any cover letter.
- **Note 3**: Council allocates new street addressing to the street that the frontage/main access faces. Should a development abut a suburb boundary, the street addressing will reflect the suburb of that street. In some instances a suburb boundary realignment may be required, should the land be at the suburb boundary.
- **Note 4**: Council's Engineering Services Unit charges plan checking fees on laneway and drainage construction plans.

Note 5: As per Council's General Local Law 2018, it is noted:

- 10.1 A person must not commence to carry out building works (other than minor building works) unless he or she gives at least 48 hours written notice to the Council of his or her intention to do so.
- 10.2 A notice under clause 10.1 must be in the form prescribed by the Council and if requested, include a Construction Management Plan which must be approved by the Council prior to commencement of building.

REPORT

1. Background

Subject site

The subject site consists of 31 The Avenue, referred to as Area 1 (8,939 square metres), and the eastern portion of 22-38 The Avenue, referred to as Area 2 (602 square metres). Combined, the overall site area is approximately 9,541.2 square metres. Identification and delineation of the two Areas is depicted on **Attachment 1**.

Area 1 forms an island bounded by The Grove to the north (90.98 metre frontage), De Carle Street to the east (92.63 metre frontage), The Avenue to the south (103.7 metre frontage) and an unnamed laneway to the west. It contains numerous one to three storey former education buildings, concrete parking, and some landscaping including canopy trees, and was previously used as a TAFE campus and a secondary college. More recently it has been used by the Level Crossing Removal Authority and has now been declared surplus to government needs. There is a road reserve (R1) that runs east-west through the centre of Area 1 and is in favour of Merri-bek Council. It is not used as a road.

Area 2 is located to the south of The Avenue and west of De Carle Street. It is the north-eastern part of 22-38 The Avenue, which has an overall site area of approximately 3128.8 square metres. The remaining land is used as a child-care centre, including a single storey building and a play area adjacent to The Avenue. Area 2 itself is vacant, as is the land to the west of the childcare centre.

There are two restrictive covenants indicated on the Certificates of Title for 31 The Avenue, which are proposed to be removed as part of the Section 96A amendment process.

Surrounds

The site is nestled between Sydney Road, a part of the Coburg Activity Centre, and a residential neighbourhood to the east. This section of Sydney Road is a commercial corridor consisting typically of one to two storey buildings used for commercial purposes, although policy encourages mixed-use development up to 18 metres high.

Land to the north, south and east is residential and typically one to two storey in height. Land immediately north of the subject site on The Grove and east of De Carle Street is within the Neighbourhood Residential Zone (NRZ), which limits any future development to two storeys or 9 metres. Heritage Overlay Schedule 172 (HO172 – The Grove/Sydney Road Precinct) stretches along The Grove between Sydney Road and Nicholson Street, encompassing Area 1 and properties on both sides of Sydney Road. This Precinct has a well-preserved heritage character, including notable examples of two-storey Italianate mansionettes. The area contains many freestanding heritage houses but there is also the presence of one and two storey multi-dwelling developments. Street trees are present along The Grove, The Avenue and De Carle Street and front yards are typically well maintained resulting in the creation of an attractive, well vegetated residential character.

A zoning map forms **Attachment 2.** Mapping of the Heritage Overlay forms **Attachment 3.**

Application Process and Responsible Authority

This application has been lodged with the Department of Transport and Planning (DTP) under their Development Facilitation Program. The application is for a combined Planning Scheme Amendment ('Amendment') and an application for a planning permit, pursuant to Section 96(A) of the *Planning and Environment Act 1987*.

The DTP have notified Council of the application and will ultimately be responsible for issuing a decision. Council's comments and position will assist the DTP in making such a decision.

It is understood that post the DTP decision, Council will be the Responsible Authority for the site. This means, Council will run the post permit process which includes endorsing plans, reports and other documents.

The proposal

Planning Scheme Amendment

The Amendment seeks to change the Merri-bek Planning Scheme by:

- Removing the Public Use Zone Schedule 2 (PUZ2) from Area 1
- Applying the Mixed Used Zone Schedule 1 (MUZ1) to Area 1
- Removing the Specific Controls Overlay Schedule 3 (SCO3) from Areas 1 and
 2
- Applying the Road Closure Overlay (RXO) within Area 1 to discontinue Reserve (R1) on LP00728
- Applying the Environmental Audit Overlay (EAO) to Area 1
- Designating Area 1 as a Significant Change Area on the Housing Framework Plan with Clause 2.04 (Strategic Framework Plans)
- Removing two restrictive covenants from two land parcels within Area 1, which restrict more than one dwelling from being erected on that land.

No change is proposed to the zoning of Area 2 (PUZ2), the current Heritage Overlay Schedule 172 (HO172) which applies to Area 1 or the Development Contributions Plan Overlay (DCPO) which applies to both areas.

Area 1

The proposed permit application includes:

	Proposal breakdown (Area 1)
Demolition	Demolition of all buildings and structure except the existing
	wall along the north-eastern corner of the site
No. of dwellings	274 built-to-rent apartments (65 studios, 75 one-beds, 117
	two-beds, 17 three-beds)
Building height	Building 1 – 8 storeys
	Building 2 and 4 – 5 storeys
	Building 3 – 6 storeys
On site car parking	169 car parking spaces within one basement level, plus 2
	visitor car spaces adjacent the laneway
Bicycle spaces	325
Non-residential uses	Ground floor a food and drink premises in Building 4 –
	72sqm
Communal space	797.6sqm in Building 1, 193sqm in Building 2, 61 sqm in
	Building 4 plus 1560sqm of internal ground floor courtyard
Materials	Brickwork typically to the lower levels with light coloured
	cladding at upper levels
Laneway	The existing laneway to the west of the site widened to
-	double carriageway and vested in Council.

Area 2

Area 2, together with part of The Avenue, is indicated in the submitted documentation to become a Council maintained park, vested in Merri-bek City Council.

The development plans form Attachment 4.

Statutory Controls – why is a planning permit required?

The table below is based on the planning controls that will apply to the development as proposed by the Planning Scheme amendment.

Control	Permit Requirement
Zoning:	Clause 32.04-6 (Mixed Use Zone) - A permit is required to construct two or more dwellings on a lot.
	A permit is not required to use the land for dwellings or a food and drinks premises of less than 150 square metres.
Overlays:	Clause 43-01-1 (Heritage) - A permit is required to demolish or remove a building, construct a building or construct or carry out works.
Car Parking	Clause 52.06 (Car Parking) - A permit is required to reduce the car parking requirement for 293 spaces. A total of 171 spaces is provided.

Note, the PUZ2 currently applies to and is proposed to continue applying to Area 2. Under the PUZ2 a permit is required to use the land for a park (informal outdoor recreation area). This **has not** been applied for under this planning application.

The following Particular Provisions of the Merri-bek Planning Scheme are also relevant to the consideration of the proposal:

- Clause 45.03: Environment Audit Overlay. An Environmental Site Assessment
 has confirmed contamination for Area 1, but no contamination concerns with
 Area 2 being used for the purpose of open space. Therefore, an Environmental
 Audit Overlay (EAO) to Area 1, which means condition of the recommendation
 requires an Environmental Audit to be undertaken before the development
 commences, to ensure that the site is remediated to EPA required standard.
- Clause 45.06: Development Contributions Plan Overlay. This Overlay is not relevant because contributions under the Development Contribution Plan ended on 30 June 2023.
- Clause 45.09: Parking Overlay. The parking overlay means that the 'Column B' car parking rates in the table to Clause 52.06 apply.
- Clause 53.18: Stormwater Management in Urban Development

2. Internal/External Consultation

Public notification

Public notification of the proposal has been undertaken by the Department of Transport and Planning.

External consultation

External Body	Comments
The Office of the Victorian Government Architect (OVGA)	Broadly supportive of the height of the proposal, the scaling down to the heritage houses, the layout of four buildings with north-south and east-west breaks and the materials used, but concern raised with internal landscaping and integration with the street.
	It should be noted that OVGA comments were made following an online presentation by the architect when the design was still in a preliminary design stage. No comments on the final, detailed design have been sought or provided and Council was not invited to participate in this process.
Head, Transport for Victoria	Referral of the application was undertaken by DTP. No objections were raised, and no conditions.

Internal referrals

The proposal was referred to the following internal branches/business units:

Internal Branch/Business Unit	Comments
Urban Design Unit	Generally supports the proposal as a development providing good amenity for residents and a high quality architectural response but raised concern with the overall height of Building 1 and the podium heights of Buildings 1 and 3.
Transport - Development Engineering	Supports the proposal, including the car parking reduction. Recommended changes are addressed by conditions of the recommendation and are considered further in Section 4 of this report.
Sustainable Built Environment - ESD Unit	Acknowledges that the development incorporates a wide range of exemplar sustainability initiatives but has raised concern with the low level of daylight to a large number of apartments.
City Development - Heritage Advisor	Supports the demolition of existing buildings and the height and setbacks of proposed buildings, in relation to the heritage streetscape to the east.
Open Space Design and Development Unit Planning Arborist	Supports a park to combined Area 2 and The Avenue and supports indicative landscaping to Area 1. Concerns raised with the extent of vegetation removal. Further discussion of tree removal, landscaping and the proposed open space (park) is provided in Section 4 of this report.
Property Officer	Supports the laneway widening, Road closure and associated land transfers, noting that this must be subject to a Council resolution to buy or sell land.
Principal Advisor, Social & Affordable Housing	Highly critical of the 'affordable housing offer'. Discussed further in Section 4 of this report.
Integrated Water Management Officer	Not supportive of the location of the raingarden within the nature strip. A condition of the permit will require its deletion.

3. Policy Implications

Planning Policy Framework (PPF):

The following policies are of most relevance to this application:

- Municipal Planning Strategy (Clause 2)
- Settlement (Clause 11)
- Environmental and Landscape Values (Clause 12), including:
 - Biodiversity in Merri-bek (12.01-1L)
- Environmental Risks and Amenity (Clause 13):
 - Contaminated and Potentially Contaminated Land (Clause 13.04-1S)
 - Noise Abatement (Clause 13.05-1S and 13.05-1L)
- Built Environment (Clause 15.01), including:
 - Urban Design (Clause 15.01-1S, 15.01-1R & 15.01-1L)
 - Vehicle Access Design in Merri-bek (Clause 15.01-1L)
 - Building Design (Clause 15.01-2S & 15.01-2L)
 - Apartment developments in Merri-bek (Clause 15.01-2L)
 - Healthy Neighbourhoods (Clause 15.01-4S and 15.01-4R)
 - Neighbourhood Character (Clause 15.01-5S)
 - Environmentally Sustainable Development (Clause 15.01-2L-05-1L)
 - Energy efficiency in Merri-bek (Clause 15.01-2L-04)
- Heritage (Clause 15.03), including:
 - Heritage conservation (Clause 15.03-1S)
 - Heritage in Merri-bek (Clause 15.03-1L)
- Residential Development (Clause 16.01), including:
 - Housing Supply (Clause 16.01-1S and 16.01-1R)
 - Homes in Merri-bek (Clause 16.01-2L)
 - Housing for People with Limited Mobility (Clause 16.01-1L)
 - Housing Affordability (Clause 16.01-2S & 16.01-2L)
- Transport (Clause 18), including:
 - Sustainable Personal Transport (Clause 18.02-1S & 18.08-1R)
 - Sustainable Transport in Merri-bek (Clause 18.02-1L)
 - Car parking (Clause 18.02-4S & 18.02-4L)
- Infrastructure (Clause 19.02), including:
 - Open Space (Clause 19.02-6S, 19.02-6R & 19.02-6L)

Human Rights Consideration

This application has been processed in accordance with the requirements of the *Planning and Environment Act 1987* (including the Merri-bek Planning Scheme) reviewed by the State Government and which complies with the *Victorian Charter of Human Rights and Responsibilities Act 2006, including Section 18 (Taking part in public life).* In addition, the assessment of the application has had particular regard to:

- Section 12: Freedom of movement
- Section 13: Privacy and Reputation
- Section 20: Property rights

The proposed redevelopment of this government land does not present any physical barrier preventing freedom of movement. The right of the landowner to develop and use their land has been considered in accordance with the Merri-bek Planning Scheme. The privacy of nearby residents has also been considered as part of the application process.

4. Issues

In considering this application, regard has been given to the Planning Policy Framework (PPF), the provisions of the Merri-bek Planning Scheme, and the merits of the application.

The Planning Policy Framework seeks to ensure that the objectives of planning in Victoria are fostered through appropriate land use and development planning policies and practices which integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development. In weighing up competing policy objectives, Council officers have had regard to the benefits to the community that the proposal delivers, however these are not considered to outweigh key concerns with the proposed height, as detailed in this report.

Does the proposal have strategic policy support?

As a combined Planning Scheme Amendment and planning application, the proposal seeks to change the Planning Scheme so that the strategic policy setting better supports the development of the site for a multi-storey mixed use development. This is appropriate, because it is a large parcel of land adjacent to the Coburg Activity Centre, where substantial growth and increased building height is expected.

Subject to this Amendment, the proposal broadly meets strategic policy. In particular, the rezoning to Mixed Use Zone will support the type and height of the development proposed. Subject to conditions to lower the height of Buildings 1 and 3 the design will provide an appropriate response to Built Environment and Heritage policies. The car parking reduction is appropriate and the transformation of Area 2 and The Avenue into a public park will address an identified open space gap area.

Is the proposed layout and height of the buildings appropriate?

There is no current or proposed zoning or overlay that guides the preferred building design for the site. Broadly speaking, the layout of the development into four distinct buildings with north-south and east-west visual breaks through Area 1 is an appropriate outcome. However, there are concerns with aspects of the proposal as detailed below. Changes, including to the height and street presentation, are recommended.

Building Breakdown				
	Building 1	Building 2	Building 3	Building 4
Building Height	8 storeys – 28.31m	5 storeys – 19.11m	6 storeys – 21.16m	5 storeys – 18.36m
Podium height (i.e. the lower levels)	4 storeys – 15.1m	3 storeys – 12.5m	4 storeys – 14.7m	3 storey – 11.3m
Podium setback from street	5.6m	4.9m	2.4m	2.4m
Upper level setback from podium	10.7m	3.8m	1.5m	2m

Building Height

Area 1 represents a unique development opportunity, given its large overall area and the absence of adjoining sensitive interfaces due to roads abutting all four boundaries. As there is no preferred or mandatory height control, consideration of the features of the site and the surrounding context will determine what is an appropriate response. Area 1 is between the Activity Centre, which has a preferred height of 18 metres on Sydney Road between The Grove and The Avenue, and the low-scale residential streets to the east which contain generally one and two storey houses and have limited development potential due to their zoning (two storey maximum height requirement) and heritage status. This site, therefore, needs to transition down in scale from the Activity Centre (i.e. Sydney Road) where more intensity is encouraged, to the low scaled residential area to the east.

Whilst Buildings 2 (19.11m) and 4 (18.36m) slightly exceed the Activity Centre preferred height of 18 metres and far exceed that of the nearby residential houses, they are considered an acceptable height given the opportunity Area 1 presents to address housing demand and the generally high-quality architectural design of the buildings. The eight storey height (28.31m) of Building 1, however, is not supported.

Building 1 exceeds the preferred height along Sydney Road by over 10 metres. Whilst the upper levels are setback 16.3 metres from The Grove frontage, they remain highly visible from multiple viewpoints, including along The Grove and from Sydney Road. Owing to the four-building layout, it is not possible to truly centralise the maximum building height. While this layout is appropriate, it is not justification for an 8 storey building that will visibly tower above not only the sensitive residential heritage streetscape but also the Sydney Road corridor. In order to address this issue, a recommended condition is for the deletion of two levels from Building 1, including one from the podium levels. This will result in an overall building height of six storeys, which, while still one storey taller than what is expected on Sydney Road, would be acceptable given the generous upper level setback.

Podium Height and Upper Level Setbacks

The four storey podiums of Buildings 1 and 3 are at odds with both the existing and future site context. The Activity Centre Zone (ACZ) for Sydney Road includes a street wall height of 11 metres. Whilst the podiums of Buildings 1 and 3 are setback from their respective street boundaries, and so do not form true street walls, they will nevertheless exceed the height of the street walls of the ACZ properties by 3.7-4.1 metres. They therefore fail to provide a stepping-down from the anticipated higher buildings within the ACZ to the houses in the residential neighbourhood. A condition therefore recommends that the podiums of both buildings be lowered by one level.

Reducing the podium height of Building 3 would result in a three storey podium and three storeys at the upper levels. Given the upper levels are only recessed 2.4 metres from the podium, this would result in upper levels dominating the street. It is therefore recommended that Level 3 (the upper podium level) be deleted altogether. This would result in a three storey podium and two storeys at the upper level, similar to Building 4, which is considered acceptable. The slope of the land and the design of Building 4 means that there will still be some variation in building heights across the site and achieves an appropriate transition to the residential setting east of the site.

Ground Floor Interface

The relationship of the buildings to the streets and footpaths is generally positive for Building 1 to The Grove, Building 2 to De Carle Street and Building 3 to The Avenue.

Building 2 retains part of the existing 1.65 metre high wall that currently runs along the north-east boundary. Its retention is for wind mitigation purposes, as per the Wind Report, not for any heritage reasons. A high wall in this location is not an ideal outcome for pedestrians, with no possibility for planting in front of the wall to soften its appearance. It is unclear if alternative arrangements that provide an improved outcome, such as a lower wall or one that allows for landscaping, have been explored. A condition will require an updated report to explore alternatives, with retention of the wall accepted only if these alternatives cannot satisfy wind requirements.

Building 4 straddles the corner of The Avenue and De Carle Street. The Wind Report recommends a 1.5-2 metre high screen around the cafe for wind mitigation. No details are provided of the design or materials. Similar to above, a high screen is not an ideal outcome for the pedestrian experience, and it is unclear what alternatives, if any have been explored. If a screen is unavoidable, the material of the screen will be important to try and provide some degree of openness to the corner. A condition will require an updated report to explore alternatives. If the screen is the only practicable option, its design and material should be of a high quality and transparent, given its prominent public interface.

The north-south and east-west breaks between the buildings are a positive design feature that allow for a visual connection through Area 1. Internal pathways, courtyards, balconies, landscaping and communal spaces enhances the experience for future residents. The plans do show gates at each end of the pedestrian paths through the site, however given the surrounding network of streets and the laneway, public access through the site is not considered a necessity.

What Planning Scheme controls should apply to Area 1?

The purpose of the Public Use Zone includes using land for public utility and community services and facilities. Conversely, the purposes of the Mixed Use Zone include providing for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality and providing housing at higher densities. The PUZ2 inhibits the future use and development of Area 1 and is not an appropriate zone for a mixed-use development.

Area 1 sits between the ACZ providing a range of commercial uses with anticipated mixed-use development and a residential neighbourhood. The MUZ1 is therefore a suitable zone to transition the land between the commercial and residential uses.

Whilst the zone is appropriate for the use of Area 1 and for the proposed development for higher density residential accommodation with a food and drink premises it does not set any guidance around built form outcomes. It does not include any height controls and only provides a variation to the landscaping requirements of Clause 55, which are not applicable to an apartment development of 5 or more storeys.

Consequently, if the land is rezoned, it would result in a large parcel of land with no certainty in built form outcomes beyond a planning permit with conditions and endorsed plans. Were the permit not to be acted upon or lapse, the outcomes, built form wise or otherwise, of this approval would not be binding on any future development application. The situation would be one where there would be no specific planning controls to guide not only the built form outcomes for the site, such as overall height, street wall heights or setbacks, but also other components such as ESD, affordable housing, transport, landscaping and open space outcomes.

Ideally, the Amendment should include the application of a planning tool to Area 1 (such as a Development Plan Overlay) that provides guidance on the abovementioned areas, as further detailed in the recommendation. This would provide clear and consistent direction on what is supported on the land regardless of whether the planning permit is acted upon or not.

Is the Heritage response appropriate?

Proposed Demolition

External heritage advice was received in 2022, determining that the buildings and trees at 31 The Avenue were not of significance to the existing heritage precinct. Amendment C208more sought to apply new site-specific heritage protection to the existing Brutalist style building. However, the Panel Report for this amendment ultimately concluded that there was insufficient heritage significance to provide further protection. Accordingly, the extent of demolition proposed is supported.

New Buildings

The key consideration is whether the proposed buildings will adversely affect the significance, character or appearance of the precinct as a whole.

The height of the development tapers down towards the residential heritage setting resulting in a height of 5 storeys to Buildings 2 and 4 along De Carle Street. This form is further reduced through the use of three storey podiums facing De Carle Street and recession of the upper two levels. Building 2 uses a similar approach along The Grove. This is an appropriate response that responds to the scale and sensitive nature of this street. The design of Building 2 along the corner of The Grove and De Carle Street is also an improved outcome compared to the existing Brutalist style building that dominates the intersection.

Will the proposal produce an acceptable landscaping and open space outcome? On-Site Tree Removal

A total of 20 of the 21 trees on site are proposed to be removed, including 16 of 'moderate' value. One tree is proposed to be retained, identified as Tree 21, located along the northern frontage of Area 1. Council officers have encouraged the applicant to explore additional tree retention but have been advised that this is not possible without significant redesign or compromise of laneway upgrades.

Whilst Council's Planning Arborist has raised concerns with the extent of tree removal, there are no specific tree protection controls for Area 1 that require they be retained or require planning approval for their removal. It can often be challenging to protect existing trees whilst also achieving a higher density built form outcome encouraged by the planning policy. Whilst the vegetation removal is extensive, additional landscaping and tree planting as detailed in the following sections will assist in ensuring an appropriate landscape outcome for the area.

Street Trees and Nature Strip

The landscape plan shows a raingarden within The Grove nature strip with the Stormwater Report indicating treatment of detained stormwater *may* require treatment through a raingarden prior to discharge into the legal point of discharge. Further modelling has not been provided at this stage to confirm whether or not it is required. It is inappropriate to locate a raingarden to treat run-off from the development within the public realm. The plan also shows canopy trees within the raingarden which is also not appropriate, as it results in long term issues for maintenance and renewal of the raingarden. Given the strong existing landscape character of The Grove, street trees should be prioritised. It is therefore recommended that the raingarden be deleted. If stormwater modelling indicates treatment of run-off is necessary, any raingarden or other measure should be located entirely within the property boundaries.

The landscape plan also shows street tree planting along all three street frontages, which is positive. Along The Grove, this includes the replacement of five existing juvenile street trees with five new street trees. Council's Planning Arborist has confirmed their removal is acceptable given their young age and struggling advancement.

Public Open Space - New Park

It is intended for Area 2, in association with a portion of The Avenue, to become a public open space. Closure of through traffic from De Carle Street to a point further west along The Avenue was adopted by a Council resolution in 1986. This section of The Avenue is therefore already a 'closed road' and as such, can be transformed into a park with appropriate landscaping. It is not required to be discontinued.

The planning application seeks a permit that will apply to both the land at 31 The Avenue and 22-38 The Avenue. It touts the creation of a park as one of the 'community benefits' of the proposal. Yet, it is understood that the applicant is intending to request that the land at 22-38 The Avenue be transferred to Council as part of the mandatory Public Open Space Contribution as part of a future subdivision of the land.

Furthermore, the application does not seek planning permission for Area 2 to be used as a park, which is a permit trigger under its current zoning of PUZ2. The applicant has suggested that once ownership of the land is transferred to Council, Council themselves can initiate the rezoning of the land to the Public Park and Recreation Zone (PPRZ), under which no permit is required for a park.

The planning application therefore is seeking an outcome that facilitates the creation of a park, and is indeed championing this as a community benefit being voluntarily provided, but is failing to create the means for the land to be used in such a manner by seeking to rezone Area 2 from the PUZ2 to the PPRZ as part of the current Amendment. The intention is clearly for this land to be used as a park and given it is located within an open space gap area it is an appropriate location for such a use. The purpose of the PUZ2 is education, so it is the incorrect zone for a park. The appropriate zoning for the park is the PPRZ. Given the land is already subject to a Planning Scheme Amendment, it is unnecessary for the time, resources and financial costs of rezoning the land to PPRZ to be burdened by Council at a later date.

It is therefore recommended that the Amendment be amended to include the rezoning of Area 2 from the PUZ2 to the PPRZ. This also resolves the procedural issue of the application not seeking a planning permit to use the land as a Public Open Space.

If the land is transferred as part of a Public Open Space Contribution, this would not be considered to be a public benefit. However, it is understood that the applicant is committed to undertaking the works to deliver the park, at its cost, prior to occupation of the development. This is commended as a genuine community benefit. However, it is crucial that the design and community engagement for the park be undertaken in accordance with Council's requirements. Conditions of the recommendation seek to ensure this.

Landscaping and On-Site Communal Open Space

The development has a strong landscape response along all interfaces and within the site. The landscaping requirements of Clause 58 are satisfied, including 15 per cent of the site as deep soil, and the required number of canopy trees within appropriately sized planters over the basement. This landscaping response helps to soften the appearance of the buildings and provides amenity for pedestrians in the surrounding streets.

Does the proposal result in any unreasonable off-site amenity impacts?

There are no concerns around overshadowing, overlooking, daylight access or any similar impacts to nearby properties.

Does the proposal provide appropriate onsite amenity and facilities? Building Separation

The building separation requirements of Council's Apartment Developments policy (Clause 15.01-2L) are generally met and, in several cases, exceeded. However, there are some instances of non-compliance between Building 1 and 3 and Building 2 and 4, the non-compliance ranging from as little as 0.34 metres to 6 metres. The policy seeks to ensure reasonable outlook, daylight access to habitable rooms, and the avoidance of overlooking opportunities. It sets differing height requirements for buildings up to 4 storeys and less than 12 metres in height, and those above 4 storeys or 12 metres. The largest non-compliance occurs at the fourth storey, part of which is below 12m and part of which exceeds 12m and therefore has greater separation requirements. Given it sits between the two measurements and would comply with the lesser requirement, the outcome is considered acceptable in this instance. The other main area of concern is between the Studio A dwellings in Building 1 and the opposite apartments in Building 3. Concerns with these apartments are discussed further below, with conditions outlined that will also address the non-compliance. All other areas of non-compliance are relatively minor and acceptable on balance.

Internal Amenity of Apartments

There is an expectation that developments of this scale provide a high standard of internal amenity, which includes total compliance with Clause 58 standards of the Merri-bek Planning Scheme. Despite generally meeting the Clause 58 requirements for room depth and windows, the daylight modelling submitted with the application shows that multiple apartments at the ground, first and second floors of all buildings receive minimal levels of daylight. It is possible that the recommendation for the deletion of two levels from Building 1 may improve daylight levels to the lower level apartments of Building 3.

However, there also apartments in other buildings that are poor performing. In cases where this is combined with poor outlook, excessive screening, and/or minimal internal room dimensions the concern is that the overall amenity levels to these apartments will be unacceptable for future residents.

At the ground, first and second floor of Building 2 there are four west-facing apartments to the south of the lift well that contain both bedroom and living areas with poor levels of daylight, bedrooms with a poor outlook to an internal wall, and studios with overlap between their living areas and bedroom areas (in accordance with the Clause 58 requirements). There is scope to alter the configuration, number and layout of these apartments to improve internal amenity outcomes for future residents of these apartments, which is recommended by a condition.

Similarly, the ground, first and second floor south-facing Studio A apartments of Building 1 have poor access to daylight, overlap between their living areas and bedroom areas (contrary to Clause 58 requirements) and for the ground floor studios, poor outlook over the basement driveway. A recommended permit condition will require their deletion and allow some flexibility for the expansion of the adjoining apartments either side into the deleted area.

These recommended conditions will impact a total of six apartments in Building 1 and 12 apartments in Building 2. A number of apartments in Building 3 are also likely to be improved via the deletion of levels from Building 1. On balance, it is considered that this will result in an acceptable overall level of internal amenity for the development.

Is the proposal affordable and accessible?

Affordable Housing

An Affordable Housing Needs Report was submitted with the application. The assessment into the need for affordable housing identified that there is a real and genuine need for social and affordable housing for low and very low income households within Coburg. Unfortunately, the proposed offer fails to address this need beyond a general reference to potential funding from state or Commonwealth programs. Instead, it offers 10 per cent of the apartments as affordable housing to moderate income households, with a "likely" commitment to a 10 year period. As demonstrated in the submitted report, median rents for 1, 2 and 3 bed apartments in Coburg already are affordable to moderate income households. The offer for 'affordable housing' is no different to what is already being delivered to moderate income households as affordable by the market. Furthermore, the commitment to only a 10 year period fails to provide secure, long-term tenure that allows residents to age in place.

For the offer to be a real and genuine affordable housing offer, and to be of real and genuine community benefit it would need to address the needs of low and very low income households (ideally at least 5 per cent), extend for a longer duration (at least 20 years), and provide more in-depth details of the offer, in order to provide certainty. The recommendation seeks to improve the affordable housing offer, to better address the genuine need in Coburg.

Accessibility

Clause 16.01-3L (Housing diversity in Merri-bek) encourages the provision of housing that can be lived in by people with limited mobility (or easily adapted to be lived in). 99 per cent of the dwellings meet Clause 58 accessibility requirements, far exceeding the requirement of 40 per cent required by the Planning Scheme, which is a positive aspect of the proposal. In addition, 74 per cent are claimed as meeting the Livable Housing Gold Standard, although an accessibility report has not been provided at this stage to confirm this.

Are car and bicycle parking, loading and traffic movements appropriate? Car and Bicycle Parking

Parking Provision				
	No. required	No. provided	Surplus/shortfall	
Dwellings	291	161	-130	
Food and Drink Premise	2	2	-	
Share Car	0	2	+2	
Visitors	0	2	+2	
Moving Bays	0	4	+4	
Total	293	171	-122	

The required and proposed parking is outlined in the above table.

Clause 18.02-4L (Car parking in Merri-bek) supports reduced car parking rates in developments:

- within and close to activity centres
- with excellent access based on frequency and location to a range of public transport options
- with increased provision of bicycle parking above the rates specified in Clause 52.34.

The proposal is located adjacent to the Coburg Activity Centre and has excellent access to public transport including trains, trams and buses and provides 353 bicycle parking spaces which is above the 82 specified in Clause 52.34 (Bicycle Facilities). The development also includes two share car spaces, which are each conservatively estimated to equate to 10 individual car parking spaces. As such, the reduction of car parking is supported.

Loading

Clause 65.01 requires consideration of the adequacy of loading and unloading facilities. In addition to the four moving bays within the basement, a dedicated loading area for a small rigid vehicle is provided on the eastern side of the unnamed laneway. This is considered satisfactory.

Traffic movements

Council's Development Engineers have assessed the proposal and consider that the development will result in 438 additional vehicle movements per day. The car park can be accessed via the laneway from either the north or south, meaning traffic movements can be distributed between both The Grove and The Avenue. This is not expected to cause unacceptable congestion at the nearby intersections.

Laneway widening

As part of the planning application, it is sought to widen the unnamed laneway. This will ensure it is at least 5.5 metres wide along its entirety, allowing for two-way traffic, which is largely of benefit to the future residents of the proposal, but also provides some benefit to the existing commercial properties along Sydney Road who abut the laneway, as well as any future development of these properties. The recommendation includes conditions stating that the development cannot be occupied until the road is created at no cost to Council.

Closure of Reserve (R1)

The road reserve within Area 1 is sought to be closed via the application of a Road Closure Overlay (RXO). The closure of the road is appropriate given it does not currently serve a purpose as a road and is not required to do so as part of the proposed development.

Once the Amendment is approved and the road is closed, ownership of this strip of land will revert to Council. Transferring this land out of Council ownership cannot occur as part of the Amendment or planning application but will require its own Council resolution. A condition should be placed on the permit stating that development cannot commence until such time as the road is transferred out of Council ownership.

Does the proposal incorporate adequate Environmental Sustainable Design (ESD) features?

The development targets a 5 star Green Star rating, and has some excellent ESD features, including a minimum average NatHERS rating of 8.3 stars. Council's ESD officers would like to see the development meet BESS daylight requirements, noting that Green Star's daylight measures are less stringent. Concerns with daylight access are discussed earlier in this report under internal amenity considerations, with conditions recommended that should result in improved access to daylight for several apartments. Subject to these recommended changes, and given the otherwise high performance across all other ESD aspects, the proposal is considered an acceptable ESD outcome overall.

Is the removal of the Special Controls Overlay Schedule 3 (SCO3) appropriate?

The SCO3 relates to the previous use of the site in association with the Bell and Moreland Level Crossing Removal Project. As this has concluded and this site is no longer required in association with this use, the removal of this control is appropriate.

Is the proposed covenant removal appropriate?

Removal of the covenants as part of the Amendment is supported in order to facilitate the development. A condition of permit can impose a requirement that the permit is not to come into effect until the covenants have been removed under Section 23 of the *Subdivision Act 1988*.

Does the proposal meet the Design Excellence Scorecard?

Efforts have been made by the applicant to meet Council's Design Excellence Scorecard requirements. Council's ESD officers are satisfied with most of the ESD components of the Scorecard, however it is noted that the Scorecard references BESS requirements, not Green Star, and that BESS requirements are more stringent when it comes to daylight, which is a noted concern for ESD. Regarding accessibility the requirement for 75 per cent of apartments as accessible is far exceeded by the proposal's 99 per cent. The building design and materials components can all be met, subject to the conditions about reducing the overall heights and podium heights, which will ensure that the contextual response is acceptable. The affordable housing offer is considered poor and not of tangible benefit to the community, however the future promise of a public park is a tangible community benefit, provided the park is delivered by the permit holder, not Merri-bek City Council. It is also noted that no pre-lodgement consultation has occurred with the community.

5. Officer Declaration of Conflict of Interest

Council Officers involved in the preparation of this report do not have a conflict of interest in this matter.

6. Financial and Resources Implications

There are no financial or resource implications.

7. Conclusion

The overall proposal is supportable. The rezoning to a Mixed Use Zone is appropriate to facilitate the development of a large, underused site to meet housing demands. However, other changes to the planning controls to both Area 1 and Area 2 are necessary to provide certainty to both the planning permit and the site in general, should the permit not be acted upon.

The permit application itself similarly has commendable aspects but is not considered supportable unless reductions to the building heights are imposed. These changes are reflected in the conditions that are included in the recommendation of this report and a Planning Permit could be issued subject to these conditions.

Attachment/s

1 <u>↓</u>	31 The Avenue, Coburg - Area Map	D24/189352
2 <u>↓</u>	31 The Avenue, Coburg - Zoning Map	D24/189463
3₫	31 The Avenue, Coburg - Heritage Overlay Map	D24/189491
4 <u>↓</u>	31 The Avenue, Coburg - Development Plans	D24/189502

31 The Avenue, Coburg



Area Map



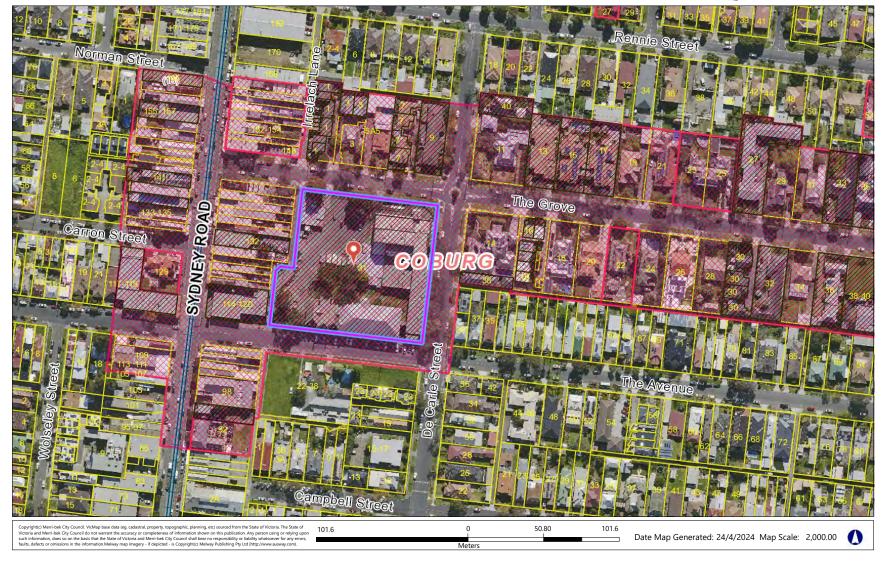


Public Use Zone 2 (PUZ2) Activity Centre Zone 1 (ACZ1) 31 The Avenue, Coburg Merri-bek City Council Neighbourhod Residential Zone 2 (NRZ2) General Residential Zone 1 (GRZ1) Zoning Map The Grove SYDNEY ROAD De Carle Street COBURG The Avenue Copyright(c) Merri-bek Chy Council Vickhap base data (eg. cadastral, property, topographic, planning, etc) sourced from the State of Victoria. The State of Victoria and Merri-bek Chy Council do not warrant the accuracy or completeness of information shown on this publication. Any person using or relying upon such information, does so on the basis that the State of Victoria and Merri-bek Chy Council data bear on expressfoilility or laishing whatoever for any errors, faults, defects or omissions in the information. Melway map imagery - if depicted - is Copyright(c) Melway Publishing Pty Ltd (http://www.aucusus.com/ 25.40 Date Map Generated: 24/4/2024 Map Scale: 1,000.00

31 The Avenue, Coburg

Heritage Overlay Map

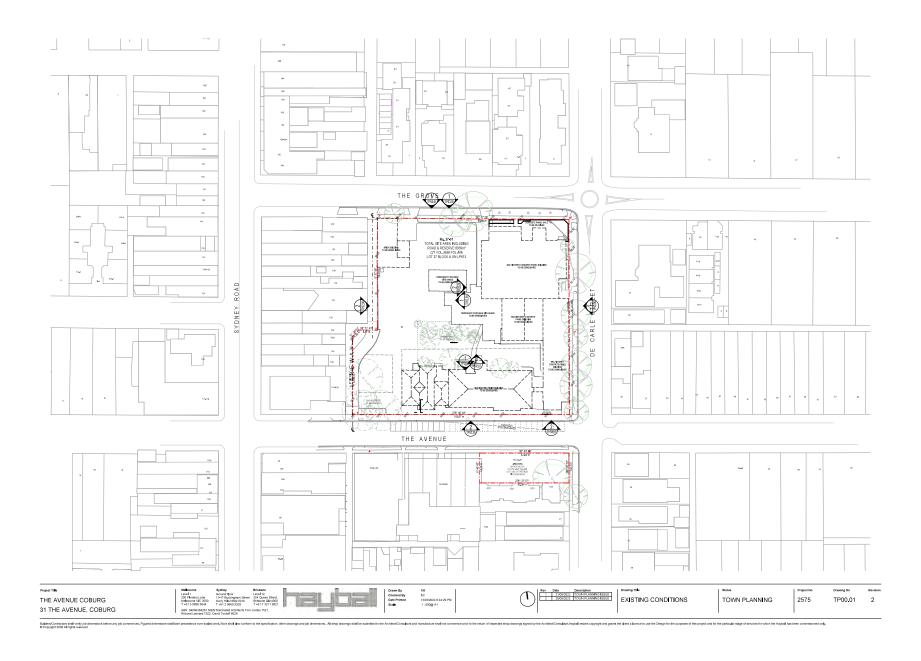


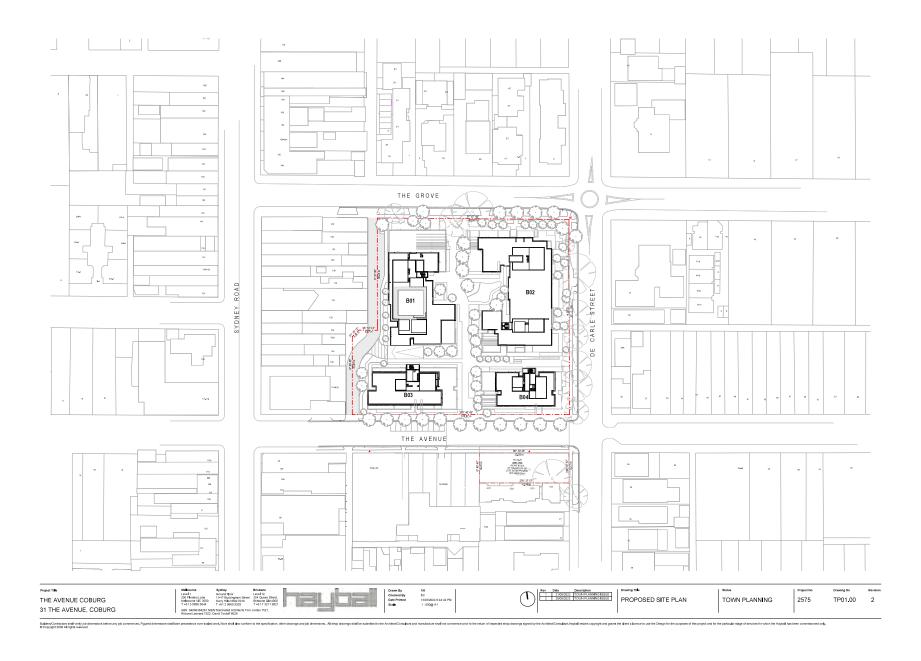


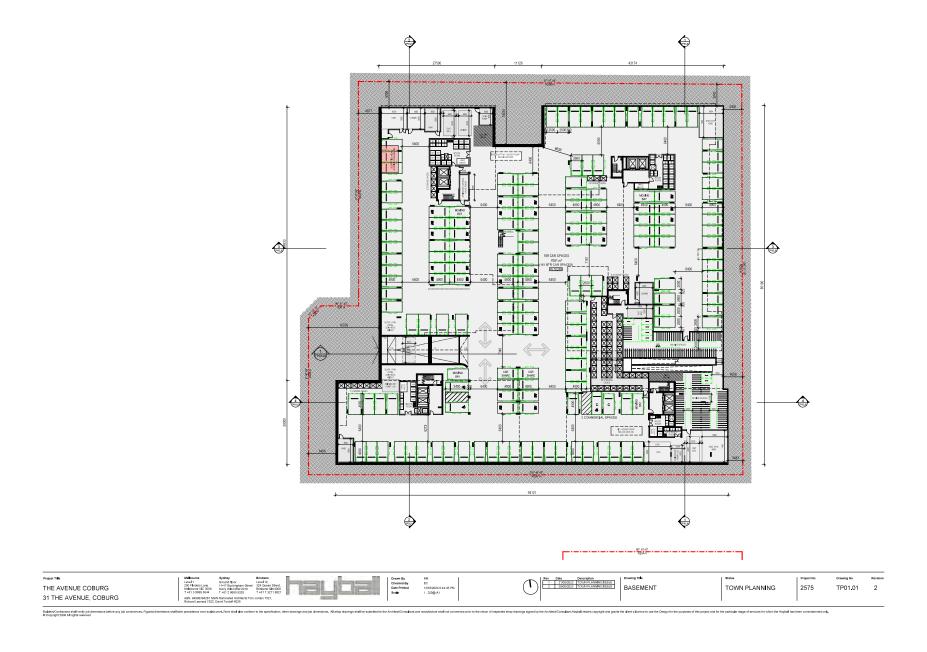


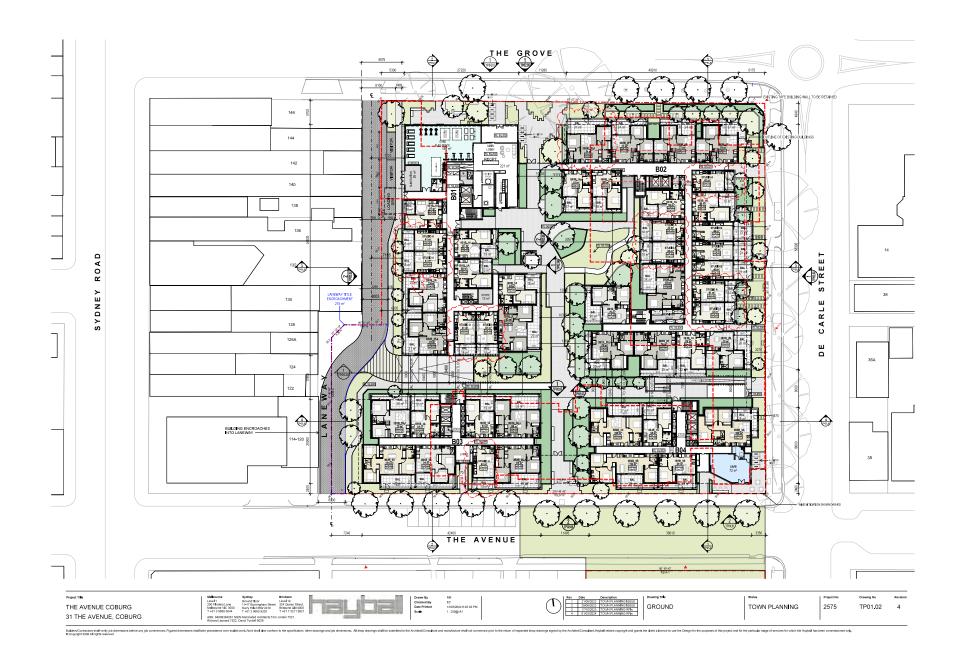
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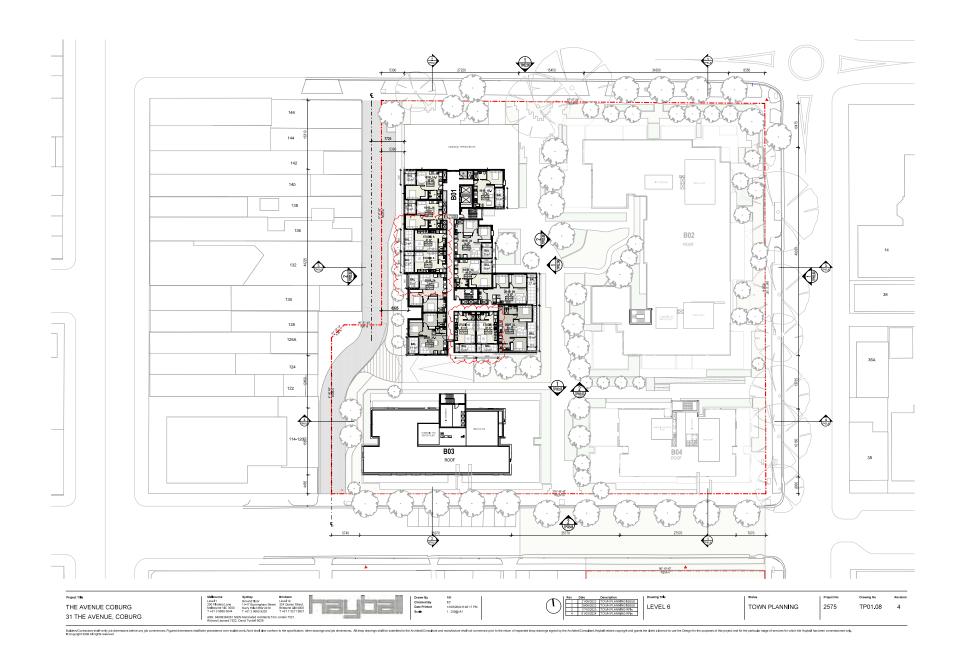


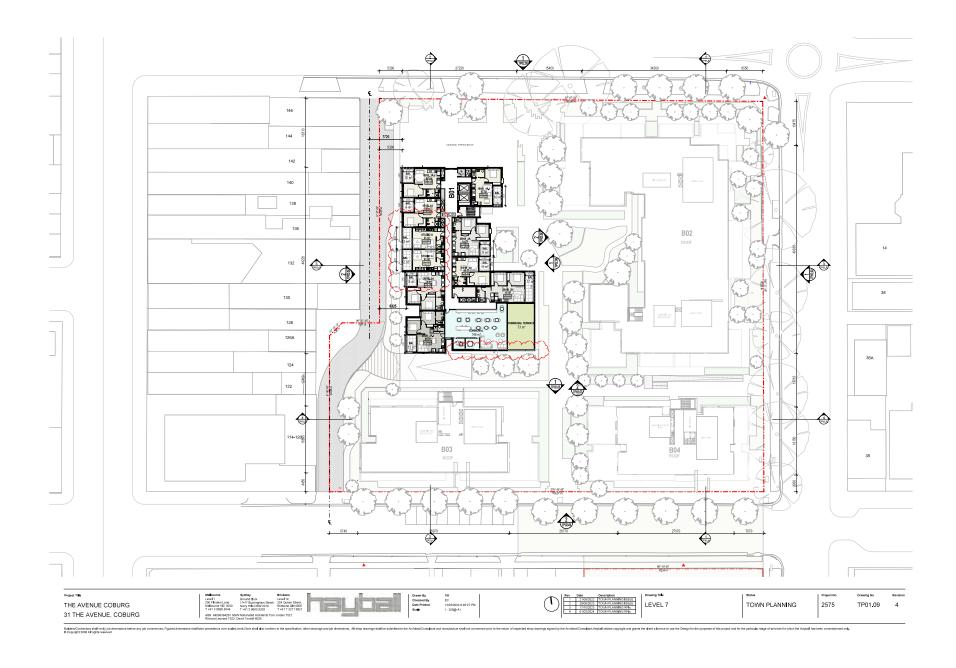


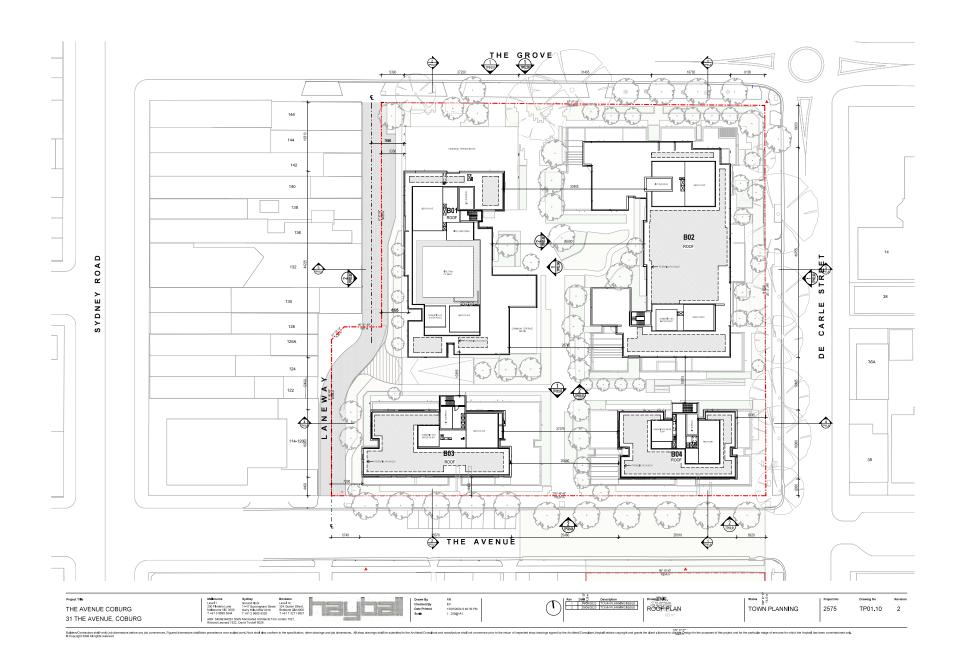
















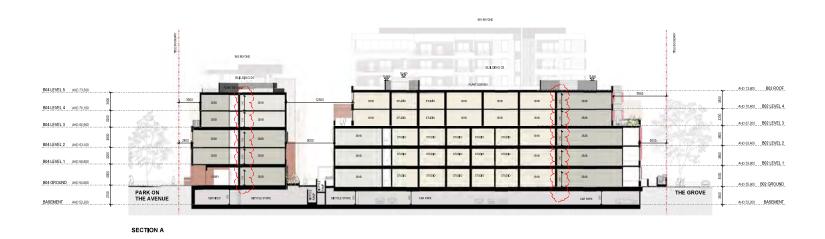


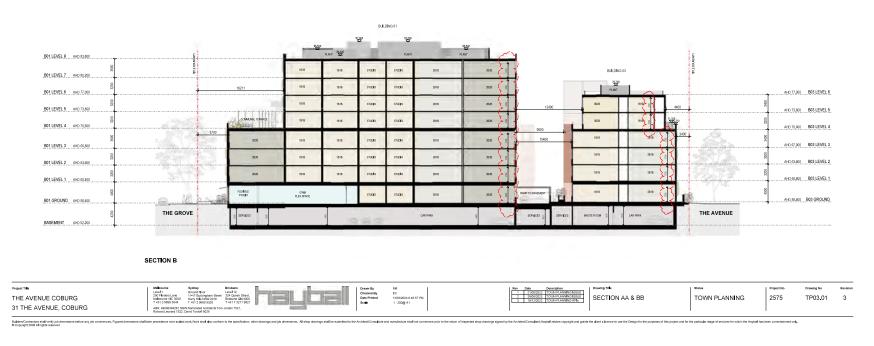




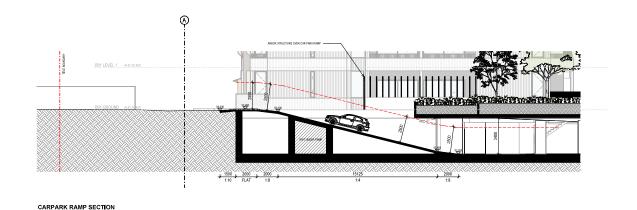








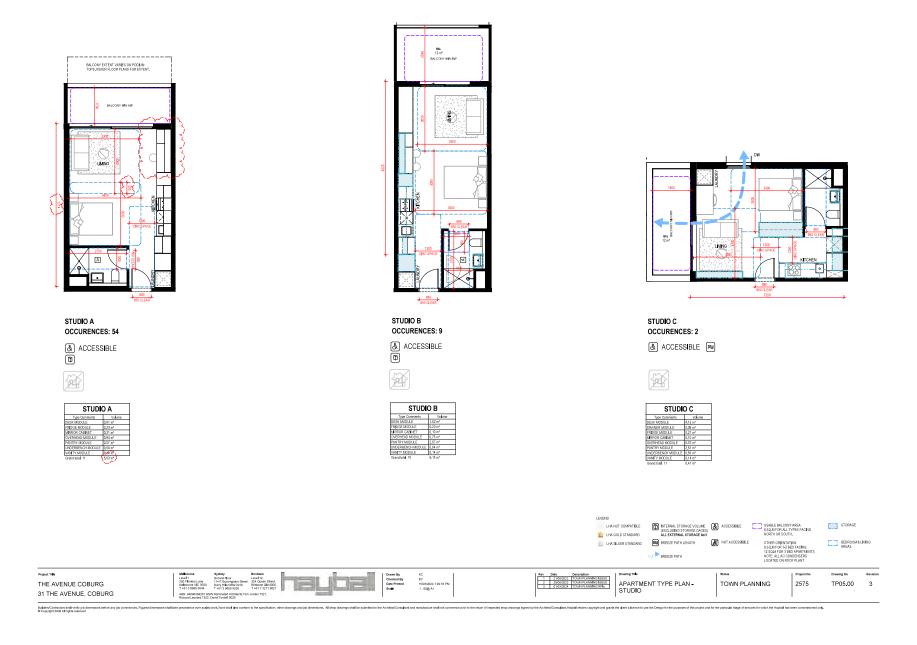


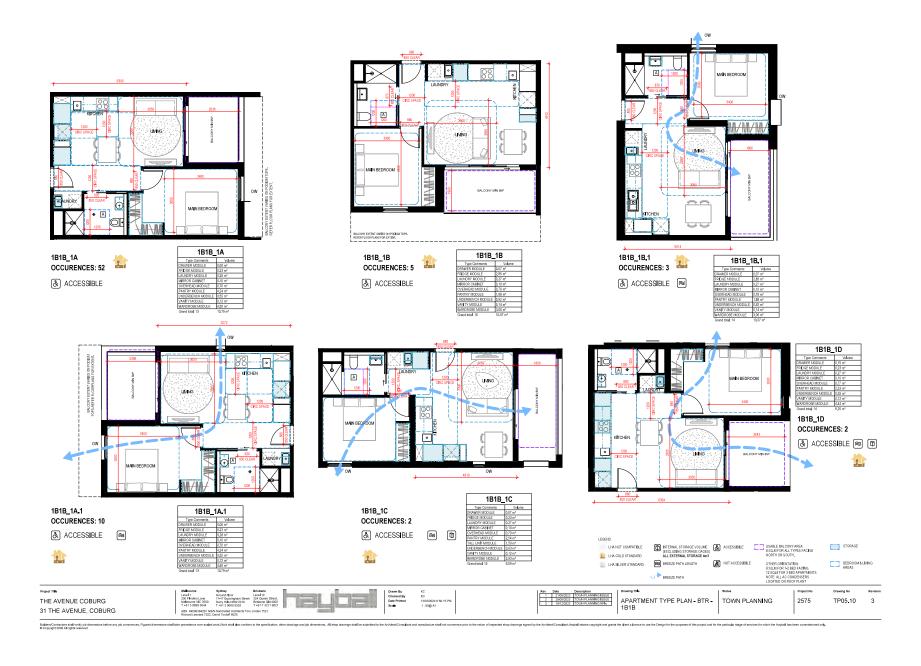


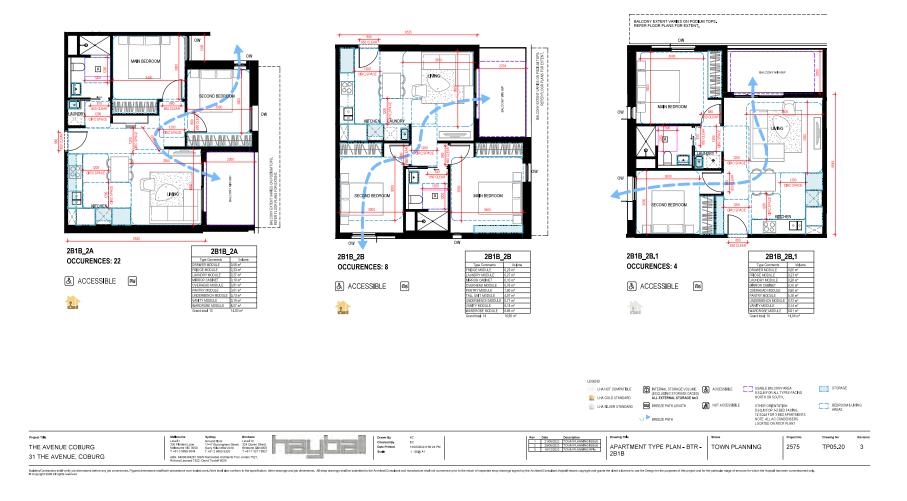


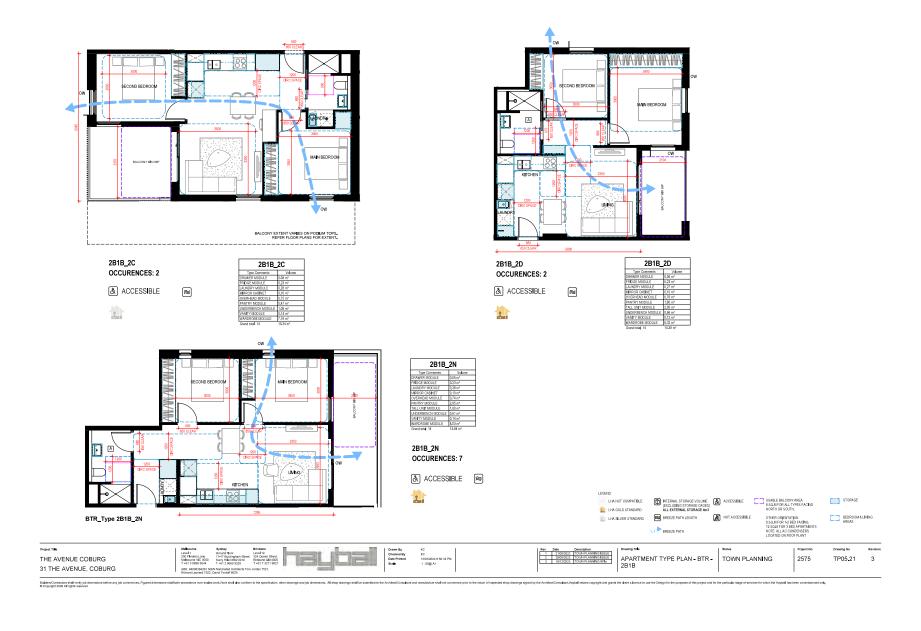


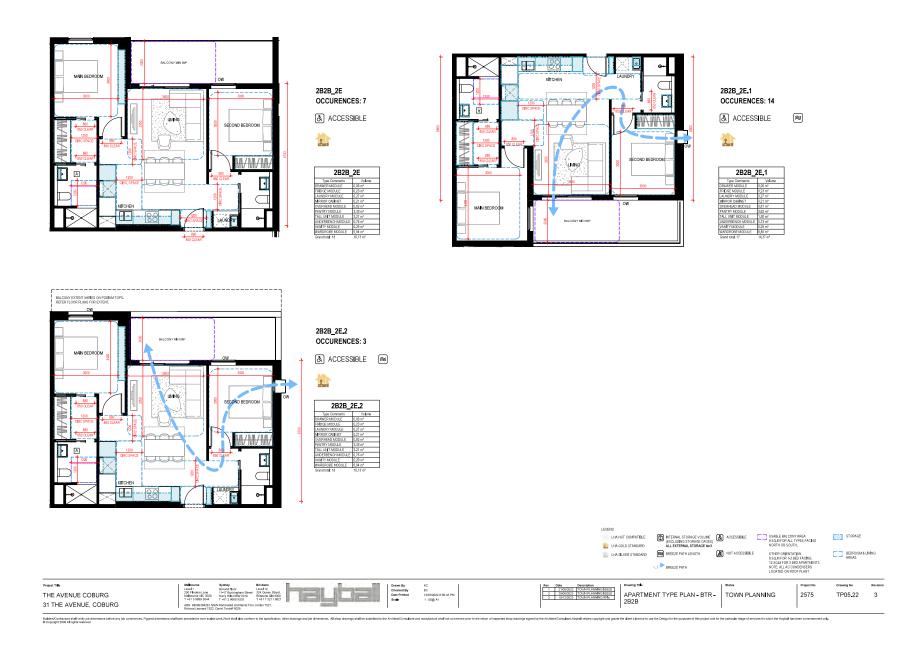


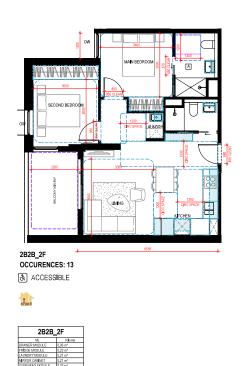


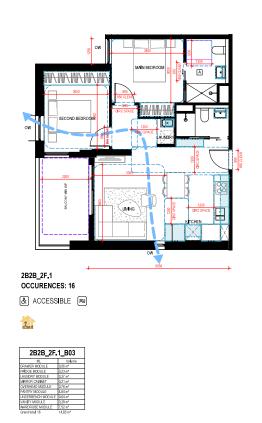




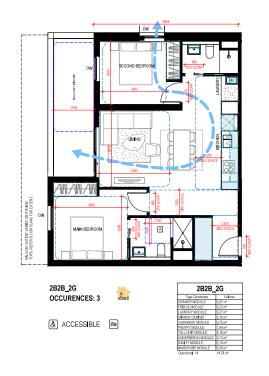


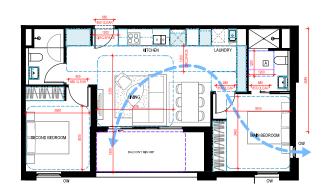








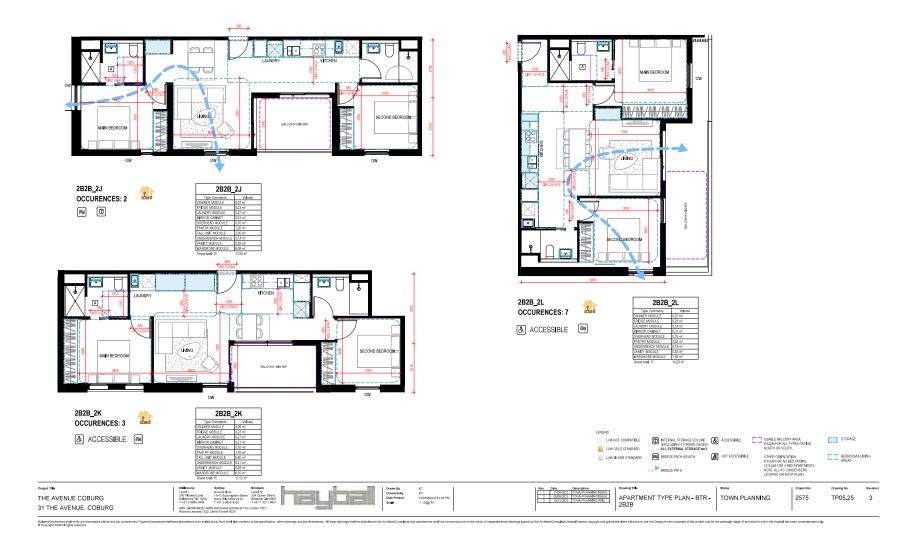


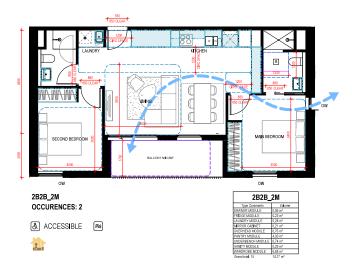




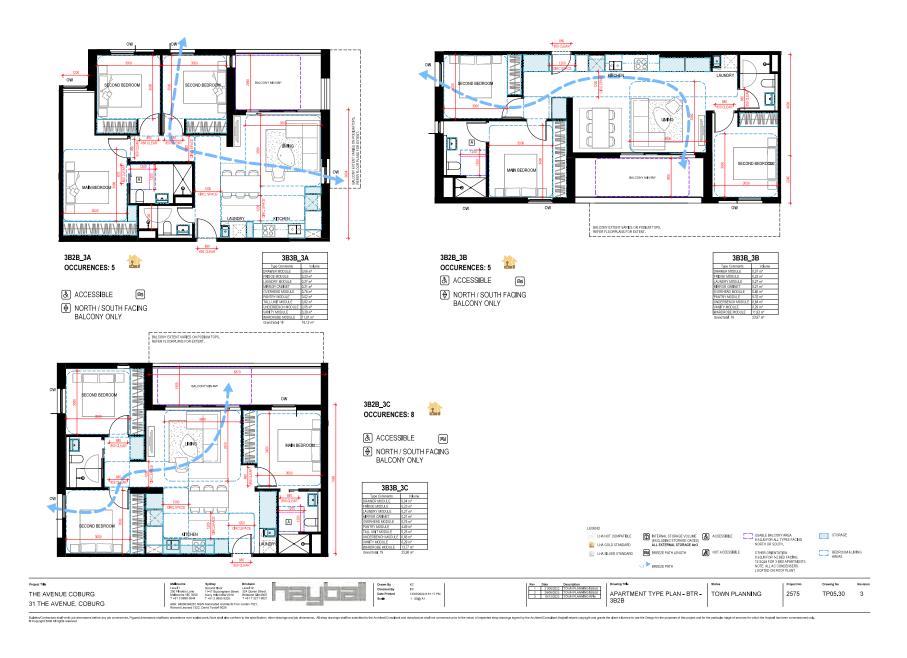
















SUN STUDY Sept 22 - 10AM

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COS SUN STUDY June 21 - 9AM

COS SUN STUDY June 21 - 10AM







COS SUN STUDY June 21 - 12PM

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COS SUN STUDY June 21 - 1PM

COS SUN STUDY June 21 - 2PM













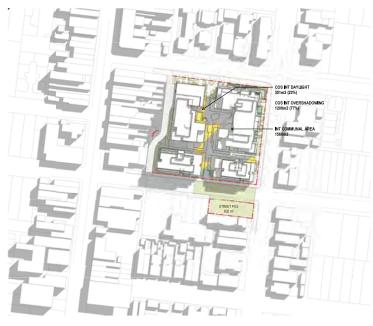












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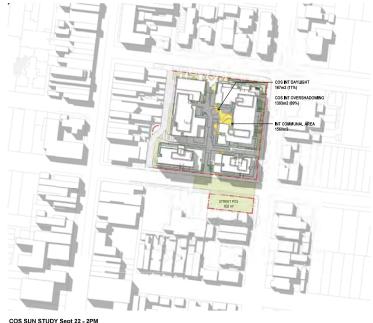
COS SUN STUDY Sept 22 - 10AM







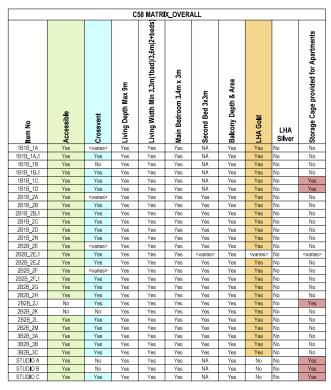




SEPT 22 - SPRING EQUINOX SHADOW STUDIES 1pm - 2pm TOWN PLANNING 2575







	Total Number of Accessible	Deventors of Associble		
	I otal number of Accessible	Percentage of Accesible Apartments		
No	5	2%		
Yes	269	98%		
Grand tot		3070		
	NUMBER OF CROSSVI	ENT ADADTMENTS		
	Total Number of Crossvent			
	Units	Apartments		
No	154	56.20%		
Yes	120	43.80%		
Grand tot	al 274			
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NU	MBER OF STORAGE CA	IGES NEEDED		
		age Needed		
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No	200 Storage C	ago Hococo		

31 THE AVENUE, COBURG ABN:8	1 Ground Floor Livel 12: Livel 12: SA4 Causer Street, sume Vic 20:00 Stary Hills NSW 20:00 Brisbare Old 40:00 T+61 2: 9860 9329 T+61 7: 321 9821 94000394281 NSW Nominated Architects from Jacken 7821.	Drawn By Ri Checked By EC Date Printed 13 Scrillo (3	RIM EC 1303/2024 6:56:17 PM	5 m	Rev Date Description 1 2106/2022 TOWN PLANNING ISSUE 2 2806/2023 TOWN PLANNING ISSUE	CLAUSE 58 MATRIX	TOWN PLANNING	Project No 2575	Drawing No TP10.01	Revision 2
31 THE AVENUE, CODONG Richard	rd Leonard 7522, David Toxdoff 8028		1			1	11	1		

5.3 511-517 AND 519-537 SYDNEY ROAD, COBURG - MINISTERIAL APPLICATION - PPE/2024/116

Acting Director Place and Environment Phillip Priest City Development

Executive Summary



Property:	511-517 and 519-537 Sydney Road, COBURG					
Application Number:	 Notice of application provided by Department of Transport and Planning (the Responsible Authority) Council ref: PPE/2024/116 					
Proposal:	Development of the land for a mixed-use development comprising dwellings, a food and drink premises and offices; use of the land for dwellings; alteration to access to a road in a Transport Zone and Public Acquisition Overlay; removal of an easement; and a reduction to the standard car parking requirement					
Zoning and Overlays:	 Activity Centre Zone (Schedule 1, Precinct 2) Environmental Audit Overlay Parking Overlay (Schedule 1) Public Acquisition Overlay (Schedule 1) Development Contributions Plan Overlay 					
Strategic setting:	Minimal change Incremental change Significant change					
ESD:	Minimum average NatHERS rating of 7.6 stars71 per cent BESS Score					
Accessibility:	Adaptable apartments comprise 88 per cent of the proposal					
Key reasons for support	High quality building design, subject to conditions to reduce height 88 per cent adaptable apartments Provision of Affordable Housing Construction of publicly-accessible open space and eastwest green link					
Recommendation:	Council's submission to the Department of Transport and Planning (DTP) be one of support for the application subject to the conditions outlined in the recommendation.					

Officer Recommendation

Part A:

That Council writes to the Minister for Planning that this application should first be referred to a Standing Advisory Committee. This will enable the consideration of the matters raised by Council to be appropriately assessed and considered, including consideration of submissions from the Council and other parties.

Part B:

That Council's submission to the Department of Transport and Planning (DTP) be that a Planning Permit be issued for the development of the land for a mixed-use development comprising dwellings, food and drink premises and offices; use of the land for dwellings; alteration to access to a road in a Transport Zone and Public Acquisition Overlay; removal of an easement; and a reduction to the standard car parking requirement, at 511-517 & 519-537 Sydney Road, Coburg, subject to the following conditions:

- 1. Before the development commences, amended plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and will then form part of the permit. The plans must be drawn to scale with dimensions, and must be generally in accordance with the advertised plans prepared by JCB Architects dated 28 February 2024, but modified to show:
 - a) Deletion of levels 13, 14 and 15.
 - b) Deletion of level 10 from the southern building.
 - c) For the rear (Ross Street) components of the North and South Towers, the deletion of Level 8 to result in a reduction of one storey (i.e. deletion of the built form that contains dwellings A8.01, A8.02, A8.03, A8.12, A8.13, A8.14, B8.01, B8.02, B8.03, B.813, B8.14, B8.15).
 - d) Any consequential changes to apartment layout as a consequence of conditions 1(a), 1(b) and 1(c) which ensure compliance with applicable Clause 58 Standards.
 - e) Amended external materials and detailed design in consultation with Merri-bek City Council, to:
 - i. Provide a finer grain and more tactile approach to the lower levels (podium) of the Sydney Road and Ross Street public realm interfaces. Materials such as salvaged/terracotta brick and white brick, among others, may be considered.
 - ii. Provide greater richness and diversity between the three distinct forms facing Sydney Road.
 - iii. Recess windows and/or utilise metal framing to windows to create a sense of depth to the facades.
 - iv. Subtly vary the colour of pre-cast panels, to achieve a response similar to the reference image on Page 41 of the Urban Context Report.
 - v. Provide improved articulation to the southern boundary wall, through varied materials, artwork or similar.
 - f) An amended response to the staggered shapes, balconies and fenestration to the South and North Towers, to reduce their visual dominance, perceived height and top-heavy impression. This may include floor plan changes that allow for balconies to be positioned at the corners of the building, to soften the block form, particularly at the north-east corner.
 - g) An amended schedule of materials, finishes and colours, including physical samples of all external finishes.

- h) A detailed East-West Green Link plan, that includes all the land north of the building (including the Assemble Garden and vehicle accessway) to the satisfaction of Merri-bek City Council, including but not necessarily limited to:
 - i. Amended materials to the northern vehicle accessway to better encourage the shared use of this space by pedestrians and cyclists;
 - ii. The vehicle accessway and loading area reduced as much as practicable;
 - iii. An amended landscaping response that maximises tree planting and should ideally achieve an avenue of trees on the north and south side of the accessway from Sydney Road to Ross Street, to enhance the visual connection of this space as a publicly accessible pedestrian link.
- i) Dimension each bicycle parking device in horizontal bike spaces as 1800mm long and the vertical bicycle spaces as 1200mm long, with every space accessed from a 1500mm wide access aisle (or 2000mm wide for double stacked bicycles) as required by the Australian Standard for Parking Facilities Bicycle Parking (AS2890.3).
- j) Dimension each bicycle parking space (BPD) 500mm wide unless the Responsible Authority accepts the proposed bicycle parking devices meet the three 'Dynamic BPD' conditions in Clause 3.3 of the Australian Standard for Parking Facilities – Bicycle Parking (AS2890.3).
- k) Amended ground-floor plan to include prominent Notes as follows:
 - i. Label the Sydney Road public footpath with a prominent Note stating "Reinstate public asphalt footpath with a crossfall slope of 1 in 33 from top of roadside kerb to property boundary"; and
 - ii. Label the Ross Street public footpath with a prominent Note stating "Reinstate public concrete footpath with a crossfall slope of 1 in 40 from top of roadside kerb to property boundary"; and
 - iii. Label each pedestrian entrance and garage with a prominent Note stating, "Floor to be ramped down to match the level of the public footpath that will be reinstated at 1 in 33 from top of roadside kerb".
- I) An amended Landscape Plan as required by Condition 3 of this permit, including any modifications required to align with this plan.
- m) The Environmentally Sustainable Design initiatives that are required to be shown on plans, as contained within Condition 6 of this permit.
- n) An Accessibility Report, as required by Condition 9 of this permit, including any modifications required to align with this plan.
- o) An amended Waste Management Plan as required by Condition 11 of this permit, including any modifications required to align with this plan.
- p) An amended Acoustic Report as required by Condition 14 of this permit, including any modifications required to align with this plan.
- q) An amended Wind Impact Statement as required by Condition 17 of this permit, including any modifications required to align with this plan.
- r) A Public Works Plan and detailed East-West Green Link Plan as required by Condition 26 of this permit, including any modifications required to align with this plan.
- s) A Facade Strategy as required by Condition 28 of this permit, including any modifications required to align with this plan.

Compliance with Endorsed Plans

2. The use and development as shown on the endorsed plans must not be altered without the written consent of the Responsible Authority. This does not apply to any exemption specified in Clauses 62.01, 62.02-1 and 62.02-2 of the Merri-bek Planning Scheme unless specifically noted as a permit condition.

Landscape Plan

- 3. Prior to the commencement of development an amended detailed Landscape Plan must be submitted to and approved by the Responsible Authority in consultation with Merri-bek City Council. The Landscape Plan must be generally in accordance with the plan advertised plan prepared by Mala and dated 29 February 2024 but provide for the following:
 - a) Reflect the development hereby approved, including changes necessitated by the requirements of Condition 1 to this permit.
 - b) Further detail on planter boxes and planter mounds at Level 3, including information relating to any structural engineering requirements that may be required to support the soil volumes. Unless otherwise agreed by Council, planter beds are to be a minimum of 800mm deep and provided with sides, with mounding to occur on top of this if required.
 - c) The 'eucalyptus torquata' tree replaced with a eucalypt species that is more suited to the Melbourne climate.
 - d) A maintenance and planting schedule for the replacement of dead, diseased, or damaged plants which anticipates the future low-light context of the area of the Level 3 courtyard and nominates alternative planting in the event the original planting is no longer suitable.
 - e) Maintenance schedule and plan for the satisfactory upkeep and management of the publicly-accessible 'Assemble Garden' open space.
 - When submitted and approved to the satisfaction of the Responsible Authority, the Landscape Plan will be endorsed to form part of this permit.
- 4. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, all landscaping works, including installation of automatic irrigation and lighting must be completed in accordance with the endorsed landscape plan to the satisfaction of the Merri-bek City Council.
- 5. All landscaping and irrigation systems must be maintained to the satisfaction of the Merri-bek City Council in accordance with the endorsed landscape plans and/or the maintenance schedule, as applicable. Any dead, diseased, or damaged plants must be replaced with a suitable species to the satisfaction of the Responsible Authority.

Environmentally Sustainable Design

- 6. Prior to the endorsement of plans, an SMP must be submitted to and approved to the satisfaction by the Responsible Authority in consultation with Merri-bek City Council. The Sustainable Management Plan must demonstrate a best practice standard of environmentally sustainable design and be generally in accordance with the SMP drafted by HIP V. HYPE dated 29 February 2024, but modified to include the following changes:
 - a) Provide further detail on proposed fire system test water re-use.
 - b) Provide a copy of the preliminary NCC Section J facade calculator

- c) Provide an updated daylight model, including:
 - i. An image of the development as modelled in the software which demonstrates that all external architectural features, overhangs, lightwells, screening, adjacent buildings and structures and other daylight obstructions have been accurately modelled and incorporated. Provide multiple views of the 3D model to clearly show all orientations and sections.
 - ii. All surrounding future equitable (including proposed) development modelled where relevant. If no building is proposed, consider what is likely to be developed adjacent. Model the worst-case scenario.
 - iii. Amending the internal reflectance of walls, floor and ceiling to align with the recommended values detailed in the Daylight SDAPP factsheet.
- d) Provide a revised WSUD strategy that:
 - i. Does not rely on proprietary stormwater treatment systems to meet best practice stormwater targets
 - ii. Provide the electronic MUSIC model in.msf format.

Where alternative ESD initiatives are proposed to those specified in this condition, the Responsible Authority may vary the requirements of this condition at its discretion, subject to the development achieving equivalent (or greater) ESD outcomes in association with the development.

When submitted and approved to the satisfaction of the Responsible Authority, the amended Sustainability Management Plan and associated notated plans will be endorsed to form part of this permit.

- 7. Prior to the issue of a Statement of Compliance or Certificate(s) of Occupancy whichever occurs first, all works must be undertaken in accordance with the endorsed Sustainable Management Plan report to the satisfaction of the Merri-bek City Council. No alterations to these plans may occur without the written consent of the Merri-bek City Council.
- 8. Prior to the issue of Certificate of Occupancy or Statement of Compliance, whichever comes first, of any dwelling approved under this permit, a report from the author of the Sustainable Management Plan (SMP) approved pursuant to this permit, or similarly qualified person or company, must be submitted to the Merri-bek City Council. The report must be to the satisfaction of the Responsible Authority and must confirm (and include evidence) that all measures specified in the SMP have been implemented in accordance with the approved plan.

Accessibility Report

- 9. Prior to the endorsement of plans, an Accessibility Report must be submitted to the satisfaction of the Responsible Authority. The report must:
 - a) Reflect the decision plans, with any changes required under Condition 1 of this permit;
 - b) Set out how the development responds to Clause 16.01-1L (housing for people with limited mobility) of the Merri-bek Planning Scheme;
 - c) Detail how the development will incorporate design features in accordance with Standard D17 (Accessibility) of Clause 58 of the Merri-bek Planning Scheme, including the detailed design of the adaptable bathrooms (e.g. confirmation of hobless showers and removable hinges to doors); and
 - d) Detail how and which apartments within the development will satisfy the Livable Housing Australia Gold or Silver Standards.

- When submitted and approved to the satisfaction of the Responsible Authority, the Accessibility Report will be endorsed to form part of this permit. No alterations to the report may occur without the written consent of the Responsible Authority.
- 10. Prior to the occupation of any dwelling approved under this permit, a report from the author of the Accessibility Report, approved pursuant to this permit, or similar qualified person or company, must be submitted to the Merri-bek City Council. This report must be to the satisfaction of the Responsible Authority and must confirm that all measures specified in the endorsed accessibility report have been implemented.

Waste Management

- 11. Prior to the endorsement of plans an amended Waste Management Plan (WMP) must be submitted to the satisfaction of the Responsible Authority. The amended WMP must be generally in accordance with the WMP prepared by Traffix Group and dated March 2024 but modified to:
 - a) Reflect the development hereby approved and the changes required by Condition 1 of this permit;
 - b) Provide a Food and Organics collection for the volumes that exceed the capacity of the in-house composter.
 - c) Cover the requirement of Condition 13.

When submitted and approved to the satisfaction of the Responsible Authority, the WMP will be endorsed to form part of this permit. No alterations to the WMP may occur without the written consent of the Responsible Authority.

- 12. The Waste Management Plan approved under this permit must be implemented and complied with at all times to the satisfaction of the Responsible Authority unless with the further written approval of the Responsible Authority.
- 13. The land owner or owners corporation must provide a glass recycling bin adjacent to each garbage and recycling chute on each level of the building and ensure these bins are emptied in time for every waste collection.

Noise Attenuation

- 14. Prior to the endorsement of plans, an amended Acoustic Report must be submitted to the satisfaction of the Responsible Authority. The report must be generally in accordance with the Acoustic Report prepared by Acoustic Logic dated 29 February 2024, and must:
 - a) Reflect the development hereby approved and the changes required by Condition 1 of this permit.

When submitted and approved to the satisfaction of the Responsible Authority, the Acoustic Report will be endorsed to form part of this permit. No alterations to the Acoustic Report may occur without the written consent of the Responsible Authority.

- 15. The building must be constructed and thereafter maintained in accordance with the recommendations contained within the approved Acoustic Report to the satisfaction of the Responsible Authority, unless with the further written approval of the Responsible Authority.
- 16. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, a report from the author of the Acoustic Report approved pursuant to this permit or similarly qualified person or company must be submitted to the Merri-bek City Council. The report must be to the satisfaction of the Merri-bek City Council and must confirm that all measures specified in the Acoustic Report have been implemented in accordance with the approved Acoustic Report.

Wind Impact Statement

- 17. Prior to the endorsement of plans, an amended Wind Impact Statement must be submitted to the satisfaction of the Responsible Authority. The report must be generally in accordance with the Wind Impact Statement prepared by VIPAC dated 29 February 2024, and must:
 - a) Reflect the development hereby approved and the changes required by Condition 1 of this permit; and
 - b) Set out results of the scaled wind tunnel study required by the Wind Impact Statement, including any recommendations to changes in built form that arise from this study.

When submitted and approved to the satisfaction of the Responsible Authority, the Wind Impact Statement will be endorsed to form part of this permit. No alterations to the Environmental Wind Assessment may occur without the written consent of the Responsible Authority.

18. The Wind Impact Statement approved under this permit must be implemented and complied with at all times to the satisfaction of the Responsible Authority unless with the further written approval of the Responsible Authority.

Environmental Audit

- 19. Before the construction or carrying out of buildings and works (other than demolition of existing buildings and structures, removal of vegetation, site investigation works necessary to determine the level of contamination on the land, and remediation works), the owner(s) must provide:
 - a) A Preliminary Risk Screen Assessment statement in accordance with the Environment Protection Act 2017 stating that an environmental audit is not required for the use or, if this permit authorises the construction or carrying out of buildings or works, is not required for the use for which the buildings or works are constructed or carried out; or
 - b) An environmental audit statement under Part 8.3 of the *Environment Protection Act 2017* must be issued stating that the land is suitable for the use or, if this permit authorises the construction or carrying out of buildings or works, is suitable for the use for which the buildings or works are constructed or carried out; or
 - c) An environmental audit statement under Part 8.3 of the *Environment Protection Act 2017* stating that the land is suitable for the use or, if this permit authorises the construction or carrying out of buildings or works, is suitable for the use for which the buildings or works are constructed or carried out, if the recommendations made in the statement are complied with.
- 20. Where an environmental audit statement is issued for the land, and any recommendation of that environmental audit statement requires any maintenance and/or monitoring of an ongoing nature, the Responsible Authority may require the Owner(s) to enter into an Agreement with Responsible Authority and Merri-bek City Council pursuant to Section 173 of the *Planning and Environment Act 1987* that provides for the undertaking of the ongoing maintenance and/or monitoring as required by the environmental audit statement.
- 21. Where a Section 173 Agreement is required, the Agreement must be executed prior to the commencement of the permitted use, the issue of an Occupancy Permit under the Building Act 1993 or the issue of a Statement of Compliance under the Subdivision Act 1988 (whichever occurs first). All expenses involved in the drafting, negotiating, lodging, registering and execution of the Agreement, including those incurred by the Responsible Authority, must be met by the Owner(s).

- 22. Prior to any remediation works (if required) being undertaken in association with the environmental audit, a 'remediation works' plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. The plan must detail all excavation works as well as any proposed structures such as retaining walls required to facilitate the remediation works. Only those works detailed in the approved remediation works plan are permitted to be carried out prior to the issue of an environmental audit statement.
- 23. No works to construct the development hereby approved (other than demolition of existing buildings and structures, removal of vegetation, site investigation works necessary to determine the level of contamination on the land, and remediation works) shall be carried out on the land and no building contract to construct the development hereby approved may be entered into, other than in accordance with a building contract that stipulates that works must not be commenced until such time as Conditions 19, 20 and 21 of this permit are satisfied.
- 24. Prior to commencement of the use, the issue of an Occupancy Permit under the Building Act 1993 or the issue of a Statement of Compliance under the Subdivision Act 1988 (whichever occurs first), written confirmation of compliance with all the recommendations of the environmental audit statement must be provided by an environmental auditor appointed under the Environment Protection Act 2017, including confirming that any requirements in the environmental audit statement recommendations regarding verification of works have been complied with. All the recommendations of the environmental audit statement must be complied with to the satisfaction of Merri-bek City Council.
- 25. Where a preliminary risk screen assessment has satisfied Condition 20 (that an environmental audit is not required), the development and use must not deviate from the assumptions or limitations contained in the preliminary risk screen assessment, including but not limited to the layout and design of the development and use of the land without the written consent of the Responsible Authority. The development and use must accord with any requirements and recommendations of the preliminary risk screen assessment to the satisfaction of the Responsible Authority.

Public Works Plan

- 26. Prior to the endorsement of plans, a Public Works Plan (PWP) and associated construction drawing specifications detailing public works at the northern, eastern western interfaces of the property must be submitted to the satisfaction of the Merribek City Council. The PWP must include:
 - a) Any proposed buildings and works to the Council-owned right-of-way at No. 539 Sydney Road, in consultation with and to the satisfaction of the Responsible Authority.
 - b) All construction details in accordance with the *Merri-bek City Council Technical Notes July 2019* (or any updated version).
 - c) A detailed level and feature survey of the footpaths and roads.
 - d) Longitudinal plans of the road verge commencing 10 metres beyond the site boundary, together with cross-sections between the kerb and the building line at 5 metre intervals, with levels showing the slope of the public footpath and highlighting how the level difference between footpath and floor levels will be made up within the site to the satisfaction of the Responsible Authority.
 - e) The upgrade of the Ross Street footpath adjacent to the site's western boundary. Public footpaths are to be reinstated to the previous levels with a maximum cross fall slope of 1 in 40 (2.5 per cent).
 - f) The upgrade of the Sydney Road footpath adjacent to the site's eastern boundary. Public footpaths are to be reinstated to the previous levels with a maximum cross fall slope of 1 in 33 (2.5 per cent).

- g) The vehicle crossing to have a slope of 1 in 40 over a 1 metre width along the public footpath.
- h) Any necessary parking signs.
- i) Any necessary drainage works.
- j) The installation of bike hoops, provided with graffiti-resistant surfaces.
- k) The provision of other works and street furniture including seating (where practicable), which is to be provided with graffiti-resistant surfaces.
- I) The provision of new street tree planting in Sydney Road and Ross Street in appropriate locations in front of the site (where practicable), with the number of trees maximised based on the space available, to the satisfaction of Merri-bek City Council (Open Space Unit).
- m) The undergrounding of powerlines and power poles adjacent to the site's Sydney Road frontage (where practicable), to the satisfaction of the relevant authorities.
- n) New street lighting supported by a Lighting Plan with LUX levels tested against CPTED principles to the satisfaction of Merri-bek City Council (City Infrastructure Department).

When submitted and approved to the satisfaction of the Merri-bek City Council, the Public Works Plan will be endorsed to form part of the permit. No alterations to the Public Works Plan may occur without the written consent of the Responsible Authority.

27. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance (whichever comes first), all public works shown on the endorsed public works plan must be implemented to the satisfaction of the Merri-bek City Council at the expense of the owner of the land, unless otherwise agreed with prior written consent of the Responsible Authority.

Facade Strategy and Materials & Finishes Schedule

- 28. Prior to the endorsement of plans, a Facade Strategy and Materials and Finishes Schedule must be submitted to and approved by the Responsible Authority in consultation with Merri-bek City Council. The Facade Strategy must be generally in accordance with the decision plans referred to in Condition 1 and must include:
 - a) Detailed elevation plans generally at a scale of 1:50 (or as otherwise agreed by the Responsible Authority) illustrating:
 - i. Detailed elevations of the lower levels relating to public realm interfaces (ie. the Sydney Road and Ross Street podiums, and the lower two levels of the north elevation), doors, openings, activation, services and external finishes & treatments. Any services on the facade must be appropriately concealed and/or treated to integrate with the building architecture, to the satisfaction of the Responsible Authority.
 - ii. Examples of balcony niches, entries and doors, and utilities, typical tower detail, and any special features which are important to the building's presentation.
 - iii. Any subsequent modifications to plant screening and plant enclosure as a result of the facade update.
 - b) Information about how the facade will be accessed, maintained and cleaned, including the maintenance of any planting (if proposed).
 - c) A detailed schedule of colours, materials and finishes, including the colour, type and quality of materials showing their application and appearance. Materials and finishes must be of a high quality, durable and fit for purpose.

When approved, the endorsed Facade Strategy will form part of the permit.

29. All materials, finishes and colours employed on external elevations of the development must be in accordance with the approved Facade Strategy, to the satisfaction of the Responsible Authority. The endorsed Facade Strategy must not be altered without the prior written consent of the Responsible Authority.

Easement to be removed

30. Prior to the commencement of development hereby approved (or as otherwise agreed by the Responsible Authority), the easement in favour of MMBW (shown as E-1 on the Land in Plan of Consolidation PC364199E) must be removed and registered at the office of Land Use Victoria.

Civil Engineering

- 31. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, each bicycle storage room must have self-closing and self-locking doors or gates that are only accessible using keys, codes or swipe cards in accordance with the Australian Standard for Bicycle Parking (AS2890.3).
- 32. The Ross Street public footpath is to be reinstated with the standard crossfall slope of 1 in 40 from the top of the roadside kerb to the property boundary, with any level difference made up within the site using ramps or steps. The Sydney Road public footpath is to be reinstated with the standard crossfall slope of 1 in 33 from the top of the roadside kerb to the property boundary, with any level difference made up within the site using ramps or steps.
- 33. Lighting on each balcony must be designed not to unreasonably impact nearby properties through light emissions, to the satisfaction of the Responsible Authority.
- 34. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, all telecommunications and power connections (where by means of a cable) and associated infrastructure to the land must be underground to the satisfaction of the Responsible Authority.
- 35. The substation must be incorporated within the building (i.e. not free standing or pole mounted in the street) to ensure minimal impact on the visual amenity of the public realm, to the satisfaction of the Responsible Authority.
- 36. Prior to commencement of the development hereby approved, a Construction Management Plan must be submitted to, and approved, by Merri-bek City Council Council's City under Council's General Local Law.
- 37. All stormwater from the land, where it is not collected in rainwater tanks for re-use, must be collected by an underground pipe drain approved by and to the satisfaction of Council (Note: Please contact Merri-bek City Council, City Infrastructure Department).

Car Share

- 38. A minimum of four car parking spaces within the car park are to be reserved for carshare operation (Car Share Spaces).
- 39. The Car Share Spaces must be available to all members of the carshare scheme 24/7 and should be well-lit with safe pedestrian access, to the satisfaction of the Responsible Authority.
- 40. The car-share operation must be in place within two months of issue of an Occupancy Permit, to the satisfaction of the Responsible Authority.
- 41. At the request of Merri-bek City Council, the carshare operator must report utilisation of the Car Share Spaces to Council (or in accordance with Council's on-street reporting requirements). This report is to be sent by email to info@merri-bek.vic.gov.au with "Attention Development Engineering" in the subject line.

3D Model

42. Prior to the commencement of the development, a 3D digital model of the approved development which is compatible for use on Council's Virtual Merri-bek tools and software for Council and community must be submitted to the satisfaction of the Merri-bek City Council. The model should be prepared in accordance with Merri-bek City Council's 3D model submission guidelines. A copy of the 3D model submission guidelines and further information on the Virtual Merri-bek Project can be found at https://www.merri-bek.vic.gov.au/building-and-business/planning-and-building/planning/virtual-merri-bek/#autoAnchor1. In the event that substantial modifications to the building envelope are approved under an amendment to this planning permit, a revised 3D digital model must be submitted to, and be to the satisfaction of Merri-bek City Council.

Affordable Housing Management Plan

- 43. Prior to the endorsement of plans, an Affordable Housing Management Plan must be submitted to and approved by the Responsible Authority in consultation with Merri-bek City Council. The plan must:
 - a) Require 60 per cent of the dwellings to be in the form of the Assemble Futures alternative housing model, or some other affordable housing that is to the satisfaction of Merri-bek City Council.
 - b) Collect demographic information, including age, sex and occupations of each household living in an affordable housing dwelling and use this information to inform and evaluate affordable housing and key worker policy objectives.
 - c) Provide for annual reporting to the Responsible Authority and Merri-bek City Council for the relevant 60 per cent of dwellings for seven consecutive years from the one year anniversary of issuing of the Statement of Compliance or Certificate of Occupancy, whichever occurs first. This reporting should be reviewed and verified by a registered housing provider or other suitably qualified entity as agreed.
 - d) Detail the parameters of rental rate and purchase price (including any associated annual increases in either) during a 5-year lease and purchase arrangement, to be agreed between the prospective tenant/owner and the owner of the land at the point of sale, including:
 - i. Ensuring the annual cost of the rent, until the point of sale, does not exceed 30 per cent of the gross household income for moderate income households at time of occupation.
 - ii. Ensuring the cost of future mortgage repayments (principal and interest) does not exceed 35 per cent of the gross household income for moderate income households at the time of sale.

When submitted and approved to the satisfaction of the Responsible Authority, the Affordable Housing Management Plan will be endorsed to form part of the permit. No alterations to the Affordable Housing Management Plan may occur without the written consent of the Responsible Authority.

Section 173 Agreement - Affordable Housing

- 44. Prior to occupation of the development, the owner of the land must enter into an agreement pursuant to Section 173 of the Planning and Environment Act 1987 with the Responsible Authority and Merri-bek City Council and register the agreement on the title for the land in accordance with Section 181 of the Planning and Environment Act 1987 to provide for the following:
 - a) At least 60 per cent of the dwellings must comply with the meaning of 'affordable housing' and must be affordable to households with at least a 'moderate income range'. Moderate income is defined as being not greater than 120 per cent of the median income for the ABS geographic area in which the land is located. This can be amended to ensure affordability is provided to households benefiting from less than the 'moderate income range'.
 - b) All dwellings on site must be delivered, managed, leased and sold in accordance with the approved Affordable Housing Management Plan required by Condition 42 of the permit.
 - c) This restriction, as it applies to each individual dwelling, will expire at the first sale of each individual dwelling.
 - d) The agreement must otherwise be in a form to the satisfaction of the responsible authority and Merri-bek City Council. The owner of the land must pay all of the Responsible Authority and Merri-bek City Council's reasonable legal costs and expenses of this agreement concerning the preparation, execution, and registration on title.

Section 173 Agreement - Public Access

- 45. Prior to the commencement of the development, the owner of the property must:
 - a) Lodge with Merri-bek City Council a request to amend, pursuant to section 178 of the Planning and Environment Act 1987 (the Act), the Section 173 Agreement registered on title (AM223891Q) to reference the updated 'Endorsed Detailed East-West Green Link Plan' in place of the existing 'Northern Accessway' plan found at 'Annexure A', with a copy of the endorsed plan provided as an attachment.
 - Do all things necessary to enable the Merri-bek City Council to register the amended agreement with the Registrar of Titles in accordance with section 181 of the Act; and
 - c) Pay to the Merri-bek City Council costs and disbursements incurred in relation to the negotiation, preparation, execution and registration of the amended agreement on the certificate of title to the land.

Retention of Architects

46. Unless with the prior written approval of the Responsible Authority, JCB Architects must provide lead architectural oversight of the delivery of the detailed design (as shown in the endorsed plans and endorsed schedule of materials and finishes) during construction.

Permit Expiry

- 47. This permit will expire if one of the following circumstances applies:
 - a) the development is not commenced within three (3) years from the date of issue of this permit.
 - b) the development is not completed within five (5) years from the date of issue of this permit.
 - c) the use is not commenced within five (5) years from the date of issue of this permit.

- d) The Removal of Easement is not commenced within two (2) years of the date of issue of this permit as evidenced by a Plan of Removal of Easement being certified by the Responsible Authority within that time.
- e) The Certified Plan of Removal of Easement is not registered within five (5) years from the date of the Certification of the Plan.

The Responsible Authority may extend the period referred to if a request is made in writing before the permit expires or:

- within six months after the permit expires to extend the commencement date.
- within 12 months after the permit expires to extend the completion date of the development if the development has lawfully commenced.

Notes: These notes are for information only and do not constitute part of this permit or conditions of this permit.

Note 1

Should Council impose new or further car parking restrictions in the street or surrounding streets, the owners and/or occupiers of the land would generally not be eligible for residential or visitor parking permits to allow for on street parking. See Council's website for more information.

Note 2 - Environmental Audit Notes

- i) A copy of the Environmental Audit Statement, including the Environmental Audit Report, must be submitted to the Responsible Authority within 5 business days of issue, as set out in s 210 of the *Environment Protection Act 2017*.
- ii) The person in management or control of the site must also provide a copy of any statement to any person who proposes to become the person in management or control of the site, such as a potential occupier or potential purchaser.
- iii) The land owner and all its successors in title or transferees must, upon release for private sale of any part of the land, include in the Vendor's Statement pursuant to Section 32 of the Sale of Land Act 1962, a copy of the Environmental Statement including a copy of any cover letter.

Note 3

As per Council's General Local Law 2018, it is noted:

- 10.1 A *person* must not commence to carry out *building works* (other than *minor building works*) unless he or she gives at least 48 hours written notice to the *Council* of his or her intention to do so.
- 10.2 A notice under clause 10.1 must be in the form *prescribed* by the *Council* and if requested, include a *Construction Management Plan* which must be approved by the *Council* prior to commencement of *building works*.

Note 4

Council allocates new street addressing to the street that the frontage/main access faces. Should a development abut a suburb boundary, the street addressing will reflect the suburb of that street. In some instances a suburb boundary realignment may be required, should the land be at the suburb boundary.

Note 5

Council's Engineering Services Unit charges plan checking fees on laneway and drainage construction plans.

REPORT

1. Background

Subject site

The Site is located across two properties known as 511-517 and 519-537 Sydney Road, Coburg, on the western side of Sydney Road, approximately 40 metres north of Bell Street.

The northern portion of the Site (519-537 Sydney Road) is encumbered by an easement running east-west. This easement is in favour of the Melbourne Metropolitan Board of Works and is proposed to be removed as part of the current application.

The overall Site is affected by a Section 173 Agreement, which requires the land owners to provide unrestricted public pedestrian access and bicycle access through the northern part of the Site, between Sydney Road and Ross Street.

Surrounds

The Site is located within the Activity Centre Zone and Coburg Activity Centre.

Opposite the Site is Bell Street Reserve and the Victorian Heritage Register-listed former Wesleyan Church at 512A Sydney Road.

To the west of the Site is a row of residentially-zoned one and two-storey dwellings addressed to Lobb Street (separated from the Site by Ross Street – a road approximately 6 metres in width).

South of the Site is a range of two-storey commercial buildings fronting both Bell Street and Sydney Road. These buildings are within the Activity Centre Zone and Coburg Activity Centre and are affected by the Heritage Overlay.

Immediately north of the Site is Council-owned land (539 Sydney Road), which is intended to be used as a right of way in the future. The Activity Centre Zone intends for this land to form part of an east-west green link from Sydney Road to Ross Street.

Further north of the Site is a future development site at 541 Sydney Road. This property benefits from planning approval (MPS/2020/793/A) for a ten-storey mixed-use building.

The surrounding area is characterised by a mix of commercial, mixed-used and community buildings typical of an Activity Centre. While existing buildings in the immediate area do not rise above two-storeys, buildings of up to 10-storeys have been approved in the Activity Centre. Developments ranging from eight to 18-storeys are found at Pentridge, with the nearest of these located approximately 110m from the Site. Relevantly, the building heights within Pentridge are the subject of two Master Plans which have allowed 'marker' buildings up to 18-storeys to be interspersed between significant buildings that are part of the Victorian Heritage Register (the overall site being the former prison).

A Location and Zoning Plan forms Attachment 1.

Application Process and Responsible Authority

This application has been lodged with the Department of Transport and Planning (DTP) under Clause 53.23 (Significant Residential Development with Affordable Housing) of the Merri-bek Planning Scheme. Clause 72.01 of the Scheme sets out that the Minister for Planning, not Council, is the Responsible Authority in relation to the use and development of land to which Clause 53.23 applies. Further, this particular provision allows the Responsible Authority the ability to waive or vary any building height or setback requirement.

On 9 April 2024, DTP notified Council of the application under Section 52(1) of the *Planning & Environment Act 1987,* and will ultimately be responsible for issuing a decision. Council's comments and position will assist DTP in making such a decision.

The proposal

The proposal seeks planning approval for the following:

- Construction of a major mixed-use development ranging in height from three to 16-storeys, comprising:
 - 326 built-to-rent dwellings (26 studios, 75 one-beds, 156 two-beds and 69 three-beds);
 - Four office tenancies at Ground Floor totalling 1051 square metres; and
 - One 103 square metre food and drink premises;
- Landscaped communal open space at Level 3, and further communal terraces and services at Level 9;
- Landscaped publicly-accessible open space at the north-west corner of the Site (shown on plans as the 'Assemble Garden');
- 60 per cent of total dwellings proposed to be offered as Affordable Housing in the Applicant's built-to-rent-to-own model;
- A three-storey street wall to both Sydney Road and Ross Street;
- 156 car parking spaces across three levels of above grade car parking (i.e. no basement).

The development plans form Attachment 2.



Figure 1 – 3D perspective of proposed Sydney Road elevation, taken from Bell Street Reserve (Source: Applicant's Urban Context Reports)

Planning Permit and site history

Planning Permit MPS/2011/266 was issued on 28 June 2012. The permit was issued subject to VCAT Order P427/2012.

The approval - which was amended in August 2015 - comprises 270 dwellings, four shops, one food and drink premises and five offices within an eight-storey building. Vehicle access is provided via Sydney Road at the north-east corner of the Site.

The permit remains valid, with the most recent extension approved by Council on 8 February 2023. The development must now commence no later than 28 June 2025 and be completed no later than 28 June 2027.

While the current application was lodged with DTP as a fresh proposal and is not an amendment to the existing permit, the existing approval is of some relevance to the current assessment.

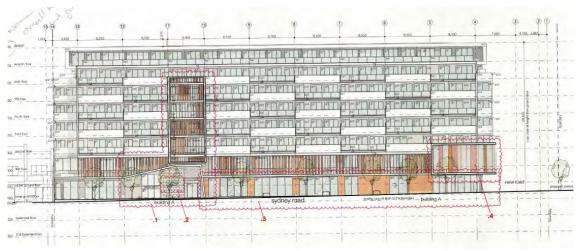


Figure 1 – Endorsed Sydney Road elevation (Source: MPS/2011/266)

Statutory Controls – why is a planning permit required?

Control	Permit Requirement			
Clause 37.08	Buildings and works			
Activity Centre Zone Schedule 1, Precinct 2	Pursuant to Clause 37.08-5, <u>a permit is required</u> to construct a building or construct or carry out works.			
	<u>Use</u>			
	A permit is required to use the land for the purpose of dwellings as the apartment entrance fronting Sydney Road is over 2.0 metres in width.			
	A permit is <u>not</u> required to use land for the purposes of a food & drink premises or office.			
Clause 45.01 Public Acquisition Overlay	A permit is required to construct a building or construct or carry out works.			
Clause 52.02 Easements, Restrictions and Reserves	A permit is required to remove an easement.			
Clause 52.06 Car Parking	A permit is required to reduce the standard car parking requirement.			
Clause 52.29 Land Adjacent to the Principal Road Network	A permit is required to create or alter access to a road in a Transport Zone 2 and Public Acquisition Overlay.			

The following Provisions of the Merri-bek Planning Scheme are also relevant to the consideration of the proposal:

- Clause 45.03: Environment Audit Overlay. A condition of the recommendation requires an Environmental Audit to be undertaken before the development commences, to ensure that the site is remediated to EPA required standard.
- Clause 45.06: Development Contributions Plan Overlay. This Overlay is not relevant because contributions under the Development Contribution Plan ended on 30 June 2023.
- Clause 45.09: Parking Overlay. The parking overlay means that the 'Column B' car parking rates in the table to Clause 52.06 apply.
- Clause 53.18: Stormwater Management in Urban Development.

2. Internal/External Consultation

Public notification

Notification of the application has been undertaken by DTP under Section 52 of the *Planning and Environment Act 1987* by:

• Sending notices to the owners and occupiers of adjoining and nearby land. Council is not the Responsible Authority determining the application. Any submissions will be received and reviewed by DTP. As of 10 May, Council has been advised three objections have been received. It is understood the three objections received to date also include two group objections from owners/occupiers of multiple properties, with a total of 11 addresses represented.

The process for considering objections (including from Council) can include the following:

- A decision made by Officers at DTP
- A decision made by the Minister for Planning
- A Standing Advisory Committee (SAC) who makes a recommendation to the Minister for Planning

Given the significant scale of this proposal, the recommendation advocates that a Standing Advisory Committee should be convened.

Internal/external referrals

The proposal was not referred by Council to any external agencies. These referrals will instead be carried out by DTP as the Responsible Authority.

External Referral Authorities that will likely be referred the application through the DTP process include:

- The Head, Transport for Victoria, pursuant to Clause 52.29-4 and Clause 66.02-11 of the Planning Scheme;
- The Roads Corporation, pursuant to Clause 45.01-3 of the Planning Scheme;
 and
- Melbourne Water and Yarra Valley Water, pursuant to the requirements of Clause 52.02 of the Planning Scheme.

The proposal was referred to the following internal Council business units:

Internal Branch/Business Unit	Comments
Urban Design Unit	Supports the proposal subject to significant changes including: Reduction in overall building height by 3-4 levels; Changes to external materials and detailed design; Improved design to the East-West Green Link. Recommended changes are addressed by conditions of the recommendation and are considered further in Section 4 of this report.
Transport - Development Engineering	Supports the proposal subject to conditions. Recommended changes are addressed by conditions of the recommendation.
Sustainable Built Environment - ESD Unit	Supports the range of sustainability initiatives. Concerns raised regarding: Daylight modelling inputs, which likely means that rooms will receive less daylight than modelled; and The use of proprietary products as part of the Water Sensitive Urban Design strategy. These products are not supported by Council because they require regular maintenance and have not been widely tested. Recommended changes are addressed by conditions of the recommendation and are considered further in Section 4 of this report.
Open Space Design and Development Unit	Supports the proposal subject to conditions.
Planning Arborist	Supports the proposal subject to conditions. Recommended changes are addressed by conditions of the recommendation and are considered further in Section 4 of this report.
Principal Advisor Social and Affordable Housing	Supports an affordable housing offer but raised concerns that the offer does not support lower income households. Recommends that additional rigour is needed relating to reporting requirements. Ensuring such reporting is independently verified will assist the credibility of the Assemble Futures model and can be secured through permit conditions.

3. Policy Implications

Planning Policy Framework (PPF):

The following policies are of most relevance to this application:

- Municipal Planning Strategy (Clause 2)
- Settlement (Clause 11)
- Environmental and Landscape Values (Clause 12), including:
 - Biodiversity in Merri-bek (12.01-1L)

- Environmental Risks and Amenity (Clause 13):
 - Contaminated and Potentially Contaminated Land (Clause 13.04-1S)
 - Noise Abatement (Clause 13.05-1S and 13.05-1L)
- Built Environment (Clause 15.01), including:
 - Urban Design (Clause 15.01-1S, 15.01-1R & 15.01-1L)
 - Vehicle Access Design in Merri-bek (Clause 15.01-1L)
 - Building Design (Clause 15.01-2S & 15.01-2L)
 - Apartment developments in Merri-bek (Clause 15.01-2L)
 - Neighbourhood Character (Clause 15.01-5S)
 - Environmentally Sustainable Development (Clause 15.01-2L-05-1L)
 - Energy efficiency in Merri-bek (Clause 15.01-2L-04)
- Residential Development (Clause 16.01), including:
 - Housing Supply (Clause 16.01-1S and 16.01-1R)
 - Homes in Merri-bek (Clause 16.01-2L)
 - Housing for People with Limited Mobility (Clause 16.01-1L)
 - Housing Affordability (Clause 16.01-2S & 16.01-2L)
- Economic Development (Clause 17), including:
 - Business (Clause 17.02-1S)
- Transport (Clause 18), including:
 - Sustainable Transport in Merri-bek (Clause 18.02-1L)
 - Car parking (Clause 18.02-4S & 18.02-4L)

Human Rights Consideration

This application has been processed in accordance with the requirements of the *Planning and Environment Act 1987* (including the Merri-bek Planning Scheme) reviewed by the State Government and which complies with the *Victorian Charter of Human Rights and Responsibilities Act 2006, including Section 18 (Taking part in public life).* In addition, the assessment of the application has had particular regard to:

- Section 12: Freedom of movement
- Section 13: Privacy and Reputation
- Section 20: Property rights

An assessment of whether there is any potential for unreasonable overlooking has been undertaken in section 4 of this report. The proposed redevelopment of private land does not present any physical barrier preventing freedom of movement. The right of the landowner to develop and use their land has been considered in accordance with the Merri-bek Planning Scheme.

4. Issues

In considering this application, regard has been given to the Planning Policy Framework (PPF), the provisions of the Merri-bek Planning Scheme and the merits of the application.

Does the proposal have strategic policy support?

The Site is located within the Coburg Activity Centre, where the strategic direction at Clause 2.03-1 seeks to accommodate substantial residential/mixed-use growth and change to create a new character of increased density and scale of built form. This strategy is supported by State planning policy, and the proposed development generally represents a suitable approach to this direction.

Notwithstanding the above, developments within areas identified for substantial change are still required to appropriately respond to the existing and preferred characteristics of an area, including off-site amenity impacts. Developments must provide a positive contribution to the public realm, while matters of height and scale remain relevant planning considerations.

Does the proposal appropriately respond to the objectives and guidelines of the Activity Centre Zone?

Subject to recommended conditions requiring relatively significant changes, it is considered the development can make a positive contribution to the surrounding area. Issues relevant to the requirements of the Activity Centre Zone are covered below.

Height and Setbacks

The proposal seeks to vary the discretionary requirements set out in the Activity Centre Zone (ACZ) relating to overall building height, street wall heights and upper-level setbacks, as summarised below.

Design Element	ACZ Precinct 2 Preferred Control	Existing approval	Proposed	Variation
Building height	36m (~10-11- storeys).	27.4m / eight- storeys.	Two towers of 46.7m / 15-storeys (South Tower) and 49.7m / 16-storeys (North Tower).	Up to 13.7 m
Street wall height to Sydney Rd	14.5m (~four- storeys).	Approx. 23.5m / seven-storeys to the Level 6 balustrade.	10.1m / three-storeys.	Complies.
Street wall height to Ross St	7.5m (~two-storeys).	8.94m / three- storeys.	10.6m / three- storeys.	3.1 m
Upper-level setback to Sydney Rd	Minimum of 5m.	0m (shear balcony siting)	2m-5m from street wall (South Tower) 3m (North Tower)	Up to 3m
Ground-level setback to Ross St	3m landscaped.	Om.	3m landscaped.	Complies

Section 4.4 of the Schedule to the ACZ provides guidance for assessing variations from the preferred built form controls. An assessment of the proposal against these guidelines (in bold) is provided below:

The proposed development supports the vision for the Activity Centre and achieves objectives of this schedule;

The proposed development seeks to revitalise this section of the Coburg Activity Centre through a major mixed-use development. This generally supports the vision for the Activity Centre, which seeks to create a vibrant centre, with a range of housing choices including high density housing.

However, a key built form objective of the ACZ is to encourage a mid-rise centre, with buildings ranging from 6-10 storeys. At 16-storeys, the proposal substantially exceeds this range. The proposal's response to other objectives of the Schedule to the ACZ are considered throughout this report. Subject to recommended conditions discussed in greater detail below, the proposal generally satisfies the objectives.

The development is of an exemplary quality design that makes a positive contribution to the character of the neighbourhood;

The design is generally of a high quality, including achieving good activation to the streets and use of durable materials. However, Council's Urban Designers have raised some concerns with the detailed design, which would need to be resolved in order to consider the development to be of exemplary quality.

As viewed from Sydney Road, the development's separation into a three-storey podium with visual separation provided between the South and North Towers is supported. This arrangement achieves a sense of separation and articulation subject to a reduction in overall height. Further, the varying heights of the towers assists in creating an interesting and acceptable skyline, therefore any reduced scale must retain this articulation in massing and height. Notwithstanding this, the recommendation requires changes to the detailed design of the primary elevations aimed at reducing the visual dominance and perceived height of the towers – including through a re-think of the staggered presentation to the corners of the towers.

The additional height or reduced setback:

- results in specific design benefits; and
- facilitates benefits to the community, such as excellent ESD performance, positive contributions to public open space or the public realm, or the provision of affordable housing:

The proposal seeks to provide some modest benefit to the community through:

- the provision of 60 per cent Affordable Housing in the Applicant's build-to-rent-tobuy model. This provides renters with an opportunity to sign a long term lease while saving a deposit for the same apartment (with rent capped at 30 per cent of household income), prior to purchasing the dwelling for a moderately capped price;
- 88 per cent of dwellings designed to be accessible/adaptable;
- a positive ESD response.

While these elements of the proposal are commended, it is considered they are insufficient to justify a six-storey increase to the preferred height control as proposed.

For example, although the Affordable Housing offer is welcomed and comfortably exceeds what is offered through the majority of planning applications, the offer of assisting couples and families in the moderate income range (i.e. those in the top 40-60 per cent of income earners) does not achieve the ACZ objective of assisting households in the lowest 40 per cent of income earners (see Section 2.0 of the Schedule). Notwithstanding the generous quantum of Affordable Dwellings proposed, the lack of support for singles and low income earners significantly affects the value of this offer.

Similarly, the proposal's ESD response is positive but requires substantial changes to receive the full support of Council's ESD Unit. While a 7.6 Star average NatHERS rating and 71 per cent BESS Score are considered 'excellent' as per Council's Design Excellence Scorecard, concerns are raised with both the daylight modelling provided and the water sensitive urban design (WSUD) response offered. Addressing these matters may result in a reduced ESD score. As such, the ESD response submitted to date represents a modest community benefit.

While Council Officers support many of the positive elements of the current proposal, it is recommended the community benefit proposed is reflective of a reduced uplift of between two and three storeys rather than the five to six storeys sought. Other factors such as off-site amenity impacts and an appropriate response to the public realm (discussed below) also contribute to this recommendation.

does not increase overshadowing of primary pedestrian routes on 21
 March / September (Equinox) between 10:30am and 2pm;

The proposal does not overshadow any primary pedestrian routes as identified in the Activity Centre Zone.

- does not have an adverse impact on the streetscape, heritage values, the public realm or the amenity of adjoining properties; and
- does not cause an unacceptable visual impact on surrounding streets, public spaces or private open space.

At the proposed scale, the development is expected to unreasonably impact the amenity of residentially-zoned properties on the opposite side of Ross Street. Non-compliances with requirements relating to Clause 55 Standard B17 (Side & Rear Setbacks) and Standard B21 (Overshadowing) - relevant to the ACZ through Section 4.4 'Building Envelope' of the Schedule - weigh against supporting the proposed scale. An assessment of these impacts is detailed later in this report.

As depicted in the overshadowing diagrams submitted as part of the application, the proposal also unreasonably overshadows the Bell Street Reserve from 3pm in late September. This impact would be greater in winter. Although not formally listed as a key area of public open space within the ACZ, creation of additional afternoon shadow to an important area of public open space is relevant to Council's consideration of offsite amenity impacts.

While the proposal offers desirable elements of community benefit, reducing the amenity of another important community asset through additional building height to the extent proposed is not supported. It is considered critical to protect the amenity of Bell Street Reserve given this is the only example of green open space fronting this section of Sydney Road, and is anticipated to play a key role in the greening of a densified urban environment in the future. Further, the additional shadows cast may impact solar access for the significant canopy trees located within this park. As such, a reduction in height to the Sydney Road towers in the order of three levels is expected to reduce the late afternoon shadow impacts to an acceptable extent.

Further, the southern boundary wall of the smaller southern tower is highly prominent from Bell Street. The adjoining commercial properties to the south are narrow and may require amalgamation prior to being developed, meaning the proposed wall could be left exposed for a significant length of time.

Building Height

At 15 and 16 storeys, the proposed height of the two main towers is considered excessive and not suitable for the surrounding area. The proposal exceeds the preferred height control of the ACZ by 13.7 metres and fails to demonstrate that the proposal achieves the requirements of Section 4.4 of the Schedule to the ACZ.

Conditions of the recommendation therefore seek deletion of levels 13, 14 and 15 and deletion of level 10 from the southern building.

These conditions would result in:

- An overall height of approximately 40.6 metres (13-storeys) to the North Tower;
- A height of approximately 37.55 metres (12-storeys) to the South Tower; and
- A height of approximately 31.54 metres (10-storeys) to the lower component of the southern tower.

While still taller than the ACZ control in some areas, these changes would mitigate offsite amenity impacts to an acceptable extent, including a reduction to the shadow of the Bell Street Reserve and a reduction to the impact of the southern wall on boundary, and is considered an appropriate outcome for the context of the Site.

Sydney Road upper-level setbacks

Subject to recommended conditions relating to reduced building heights, varied external materials and increased openings/articulation of the Sydney Road elevation, the eastern upper-level setbacks as proposed are considered acceptable, because:

- The proposed setback of upper levels from the three-storey podium of 3m for the North Tower and between 2m and 5m for the South Tower is expected to provide sufficient distinction between lower and upper components.
- The existing approval has no upper-level setback from the street to its balcony line and provides a sheer presentation both vertically and horizontally. Subject to the recommended permit conditions to reduce the overall height, the proposed arrangement is considered to represent an improved outcome than what is already permitted to be built on site.
- A landscaped setback to Sydney Road at ground-floor level assists in providing separation to the street, notwithstanding this land may be acquired and converted into a carriageway in the future as part of the Public Acquisition Overlay (PAO).
- The ACZ contemplates the encroachment of balconies into the setback requirement, where they provide a positive contribution to the overall facade composition. Although this exemption does not apply because balconies are integrated into the overall facade, the balconies do assist in providing depth and articulation.

Land Uses and Precinct Guidelines

The proposed office and food & drink premises uses at ground-floor address the objectives of Precinct 2 to the ACZ. Locating the food & drink premises adjacent to the green link is supported, as this will activate the new public space and encourage visitation to the shared area.

The proposal is found to generally accord with the guidelines of Precinct 2 to the ACZ given:

- The development will facilitate upgrades to the Ross Street public realm;
- Office tenancies are provided at ground-floor level, with the proposed uses considered to suitably complement the adjacent Activity Centre core;
- Permeability for pedestrians and cyclists will be improved through the construction and delivery of the east-west green link; and
- Although the ACZ seeks to avoid vehicle access from Sydney Road, this is an outcome that is already approved under the existing permit.

East-West Green Link

Subject to relatively substantial changes to the detailed design and delivery of the east-west green link adjacent to the Council-owned right-of-way directly north of the Site, the proposal is expected to deliver on the ACZ requirement of providing convenient access from Urquhart Street and Sydney Road through to Ross Street. This requirement is also triggered by the Section 173 Agreement registered on title.

Council's Urban Designers, Development Engineers and Open Space Planners have provided comment on how the design of this space could be amended to encourage a greater sense of shared use between vehicles, cyclists and pedestrians. A stronger landscaping response is also recommended.

Such changes can be secured through the submission of a Detailed East-West Green Link Plan, which should be designed in consultation with and to the satisfaction of Council. The existing Section 173 Agreement should also be amended to include the updated East-West Green Link Plan (once endorsed), given that the dimensions of this space are slightly wider than what is shown on the current Agreement. This can be secured through recommended permit conditions.

Does the proposal result in any unreasonable off-site amenity impacts? Response to Clause 15.-01-2L – external side and rear setback requirements Northern boundary:

The proposal generally complies with the requirements of Table 1 (Building Setbacks to the Side or Rear Boundary) to Clause 15.01-2L (Apartment Developments in Merribek). A setback of 13m is achieved to the 16-storey front (eastern) portion of the North Tower (requirement: 12m), while an 11.8m setback is achieved to the 9-storey rear portion (requirement also 12m). This arrangement is considered acceptable in relation to off-site amenity impacts.

Southern boundary:

The middle and rear portions of the South Tower do not achieve compliance with the requirements of Table 1 (Building Setbacks to the Side or Rear Boundary) to Clause 15.01-2L. The 15-storey middle portion achieves a setback of 11.5m (requirement: 12m), while the 9-storey rear portion is setback 9.3m (requirement also 12m). Reducing the rear portion by one level would result in an 8-storey height and a compliant southern setback, improving amenity impacts and equitable development opportunities for the future development of adjoining sites to the south. This forms a condition of the recommendation.

Visual bulk, overshadowing and overlooking experienced from abutting residential properties

The Schedule to the ACZ sets out that Clause 55 Standards B17 (Side & Rear Setbacks), B20 (Overshadowing) and B21 (Overlooking) are relevant to proposals that share an interface with residentially-zoned land located outside of the Coburg Activity Centre. This applies to the western interface of the proposed development and its relationship with properties addressed to Lobb Street.

As foreshadowed earlier in this report, the proposal is non-compliant with Standard B17 rear setback requirements at Levels 7 and 8. This leads to increased visual bulk experienced from the rear yards and east-facing habitable rooms of dwellings at Nos. 2B, 2, 4, 4A, 6 and 8 Lobb Street. While the proposed building massing and separation of bulk between the two towers is, in some ways, an improvement on the previously-approved singular mass of bulk, the built form is located closer and higher than the existing approval. Furthermore, although overshadowing at 9am is likely unavoidable given the orientation of the site, the proposal results in 16 square metres of additional shadow at 2 Lobb Street at 10am, which is excessive.

It is recommended that the height of the rear components should be reduced by one level to reduce the extent of non-compliance with Standard B17 to a smaller portion of a single level, rather than the two levels which currently encroach the relevant setback requirement. This will also address shadow impacts.

The proposal represents an acceptable outcome in relation to overlooking, given west-facing habitable room windows and balconies will be located a minimum of 8.76m from the rear yards of the dwellings addressed to Lobb Street. These rear yards will be separated from the proposed development by a public road, boundary fencing, and — in the cases of some dwellings — existing outbuildings. This technical non-compliance with the nominal 9m requirement is of negligible consequence, and is considered acceptable given the Site's Activity Centre location. Further, the vast majority of west-facing dwellings above podium level are setback much greater distances. As such, no unreasonable opportunities for direct overlooking are provided by the proposal.

Does the proposal provide appropriate onsite amenity and facilities?

There is an expectation that developments of this scale provide future occupants with a high standard of internal amenity. This includes total compliance with the requirements of Clause 58 (Apartment Developments) of the Merri-bek Planning Scheme. It is acknowledged that recommended conditions reducing overall building height may impact internal layouts and therefore internal amenity considerations. A permit condition ensuring compliance with Clause 58 standards for all dwellings is recommended.

It is further noted that the plans as currently submitted appear to lack detail relating to services between levels, with only modest floor-to-floor heights nominated. Such detail may impact the floor-to-floor heights across the development, and may result in increased overall building heights to ensure adequate floor-to-ceiling heights are achieved. This is of relevance to both internal amenity and building scale.

It is noted that the proposal seeks significant variations to Council's Building Setback and Separation Policy Guidelines (Table 3, Clause 15.01-2L). The internal separation of North and South Towers is compliant for only the first four levels of residential use (i.e. from Level 3 to Level 6), with non-compliances found at and above Level 7.

This results in eight affected levels where a 15.9m minimum separation between living rooms and/or balconies falls short of the relevant requirements (18m for Levels 7 to 10 and 24m for Levels 11 to 14). This is expected to result in reduced internal amenity in relation to daylight and outlook. While the variation of approximately 2.1m at Levels 7 to 10 is generally acceptable, the substantial non-compliance of approximately 8.1m at Levels 11 to 14 is not supported as proposed and is expected to impact amenity at both the affected and lower levels of the development. Reducing the height of the North and South Towers by three levels each as recommended will assist in mitigating these impacts, removing three of the most non-compliant levels to result in just one level of dwellings where a 15.9m setback is offered in lieu of the 24m requirement.

Has adequate car and bicycle parking been provided?

Subject to recommended conditions, Council's Development Engineers are generally satisfied with the proposed car and bicycle parking arrangements.

Clause 52.06 (Car Parking) of the Merri-bek Planning Scheme requires a total of 395 residential car parking spaces, plus 39 commercial spaces for the offices and food & drink premises. The proposal seeks to provide 143 residential spaces, including four car-share spaces. The proposal also provides 13 commercial parking spaces, including one Accessible space.

The proposed car parking reduction of 278 spaces (252 residential spaces and 26 commercial spaces) is acceptable for the following reasons:

 The site is located in the Coburg Activity Centre and benefits from excellent access to a range of public transport options, including train (260m to Coburg Station), tram (20m to Sydney Road) and multiple bus (110m to Bell Street) routes servicing both north-south and east-west travel.

- The development provides 562 residential on-site bicycle spaces, exceeding the ACZ requirement of 551 spaces. Further, the site is located with convenient access to the Upfield Path and other bicycle routes and the proposal provides for a 'bike workshop' at ground-floor level.
- Four on-site car-share spaces are proposed. Submissions made by the Permit Applicant suggests one on-site car-share space can support between 30-50 dwellings without car parking. This exceeds the broadly-accepted ratio of one car-share space equating to 10 private spaces (Phillip Boyle & Associates, June 2015, for the City of Melbourne). Council has received advice from applicants and car-share companies at other sites arguing the figure is more accurately represented at 15-19 private spaces per car-share vehicle. Employing a conservative approach to these figures by applying a ratio of 1:10 would result in an effective parking shortfall of 212 residential spaces compared to Clause 52.06 requirements.
- It is policy to support reduced car parking rates in developments within activity centres pursuant to Clause 18.02-4L as it encourages people to walk, cycle and use public transport. The site context and proposed development meets the expectations of that policy.

It is noted recommended permit conditions to reduce the scale of the development would result in the removal of approximately 56 dwellings, reducing the car parking reduction sought.

Are adequate loading/unloading facilities provided?

Clause 65.01 requires consideration of the adequacy of loading and unloading facilities. The proposal provides for on-site loading and waste collection via the northern accessway. This is supported.

Any change to the design and siting of the East-West Green Link will need to account for appropriate on-site loading. It is recommended such changes should be made in consultation with relevant Council Business Units including Development Engineering, with the available space expected to allow for appropriate provision.

Is the proposal accessible to people with limited mobility?

Clause 16.01-3L (Housing diversity in Merri-bek) encourages the provision of housing that can be lived in by people with limited mobility (or easily adapted to be lived in).

The proposal provides for 88 per cent of total dwellings to comply with the requirements of Clause 58's Standard D18 (Accessibility Objective). This comfortably exceeds the minimum expectation (50 per cent) and represents an excellent response in relation to accessibility.

6. Officer Declaration of Conflict of Interest

Council Officers involved in the preparation of this report do not have a conflict of interest in this matter.

7. Financial and Resources Implications

There are no financial or resource implications.

8. Conclusion

Subject to changes achieved by recommended permit conditions, it is considered that the proposal for a major mixed-use development at the Site can be supported. The proposal will offer suitable benefits to the community such as a provision of 60 per cent Affordable Housing, and public realm upgrades to the Site's Ross Street, Sydney Road and northern interfaces. Conditions relating to reduced building height to both the front and rear tower components can mitigate on and off-site amenity impacts to an acceptable extent, while detailed design changes to the relevant facades can ensure an exemplary design standard is achieved.

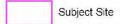
On the balance of policies and controls within the Merri-bek Planning Scheme, it is recommended that Council write to the Department of Transport and Planning supporting the proposal.

Attachment/s

1 Location and Zoning Plan D24/189110 Development Plans D24/189206

Location and Zoning Plan Attachment 1

511-517 & 519-537 Sydney Road, Coburg





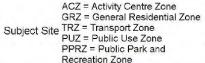


Location and Zoning Plan Attachment 1

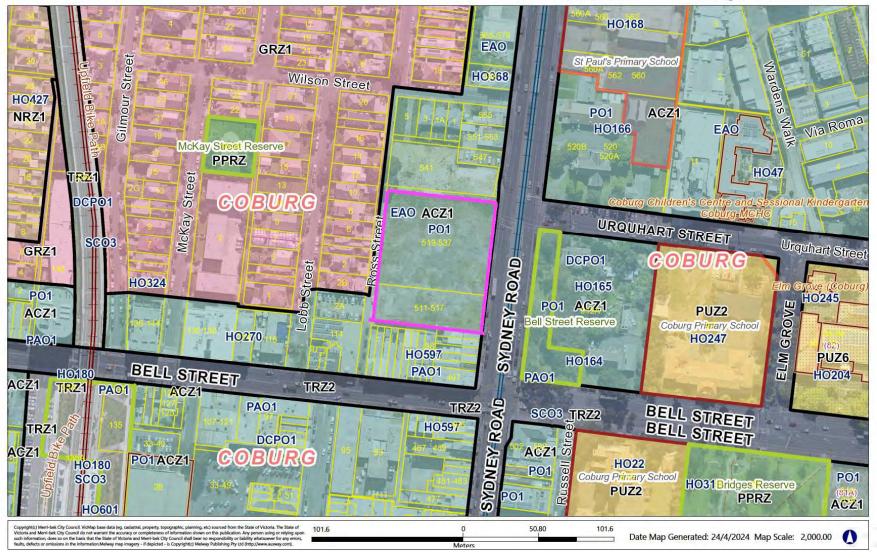
511-517 & 519-537 Sydney Road, Coburg

Zoning Plan

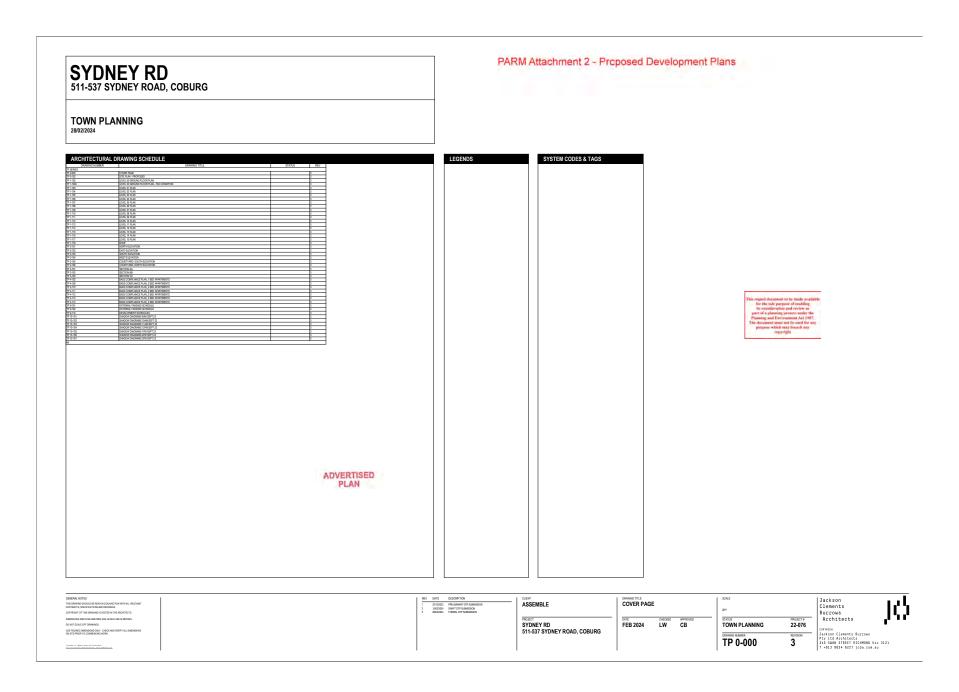
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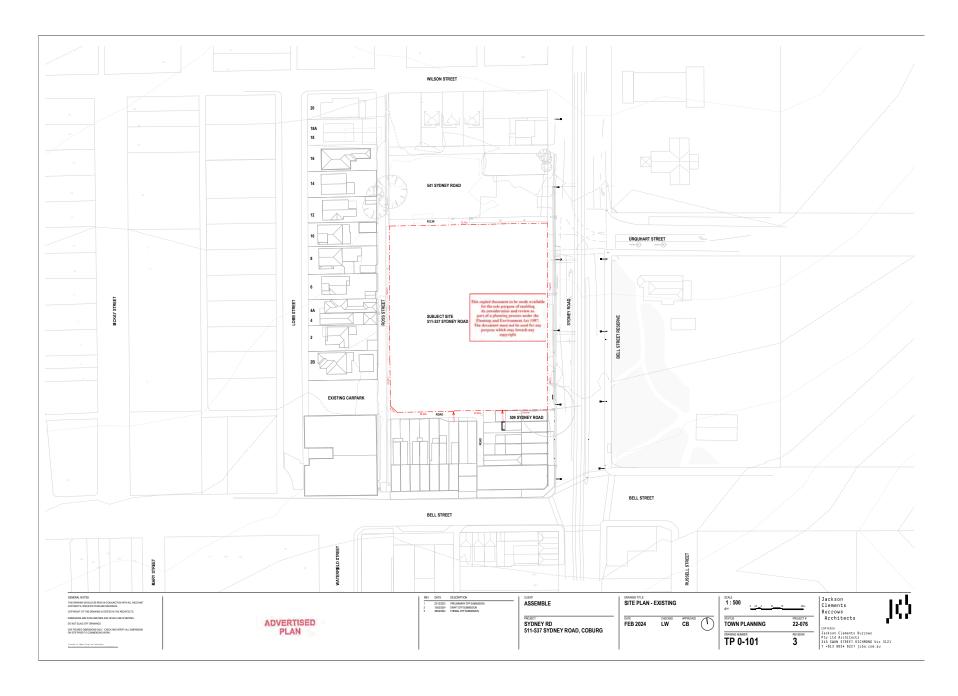


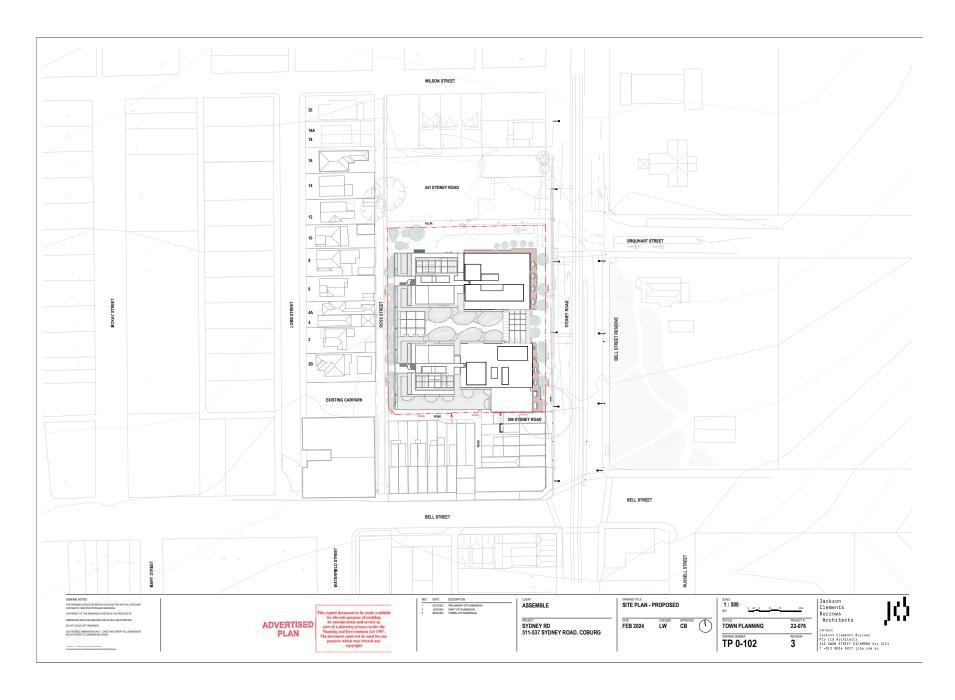


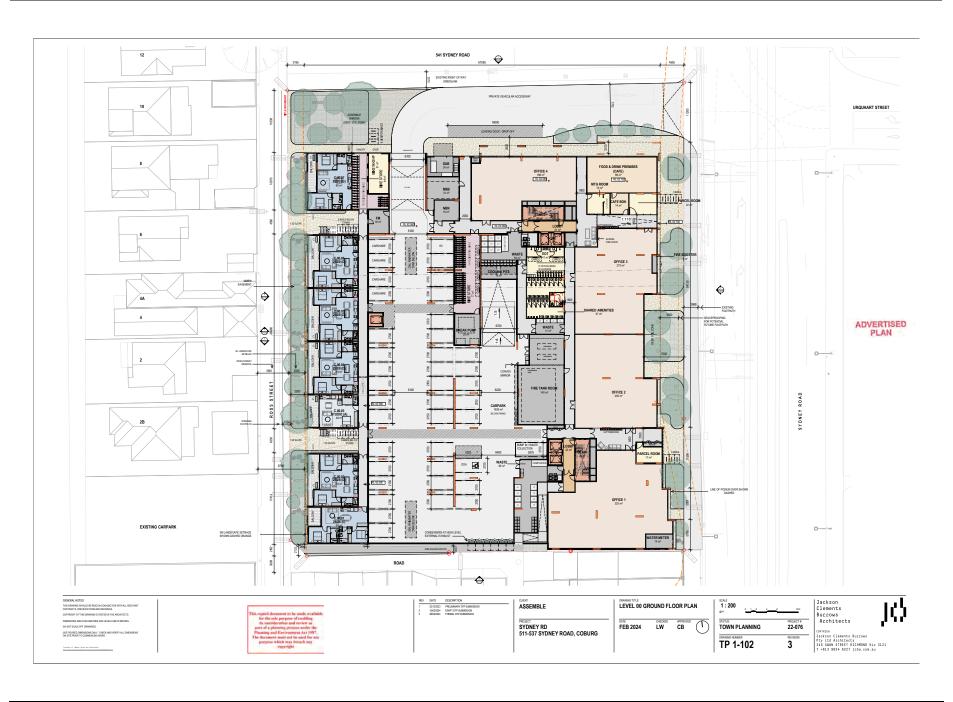


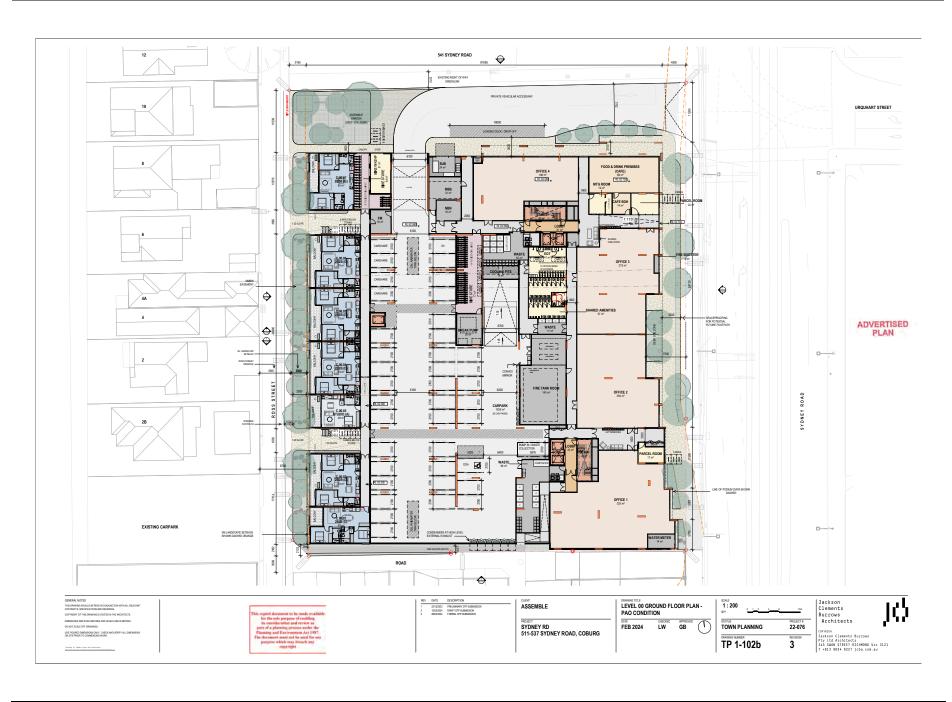
Development Plans

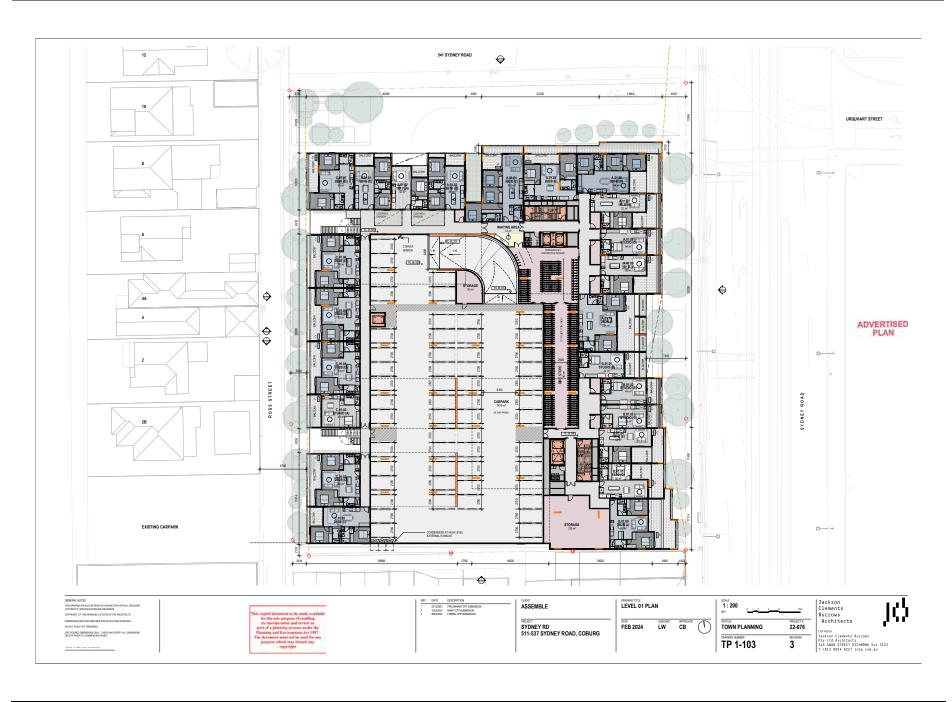


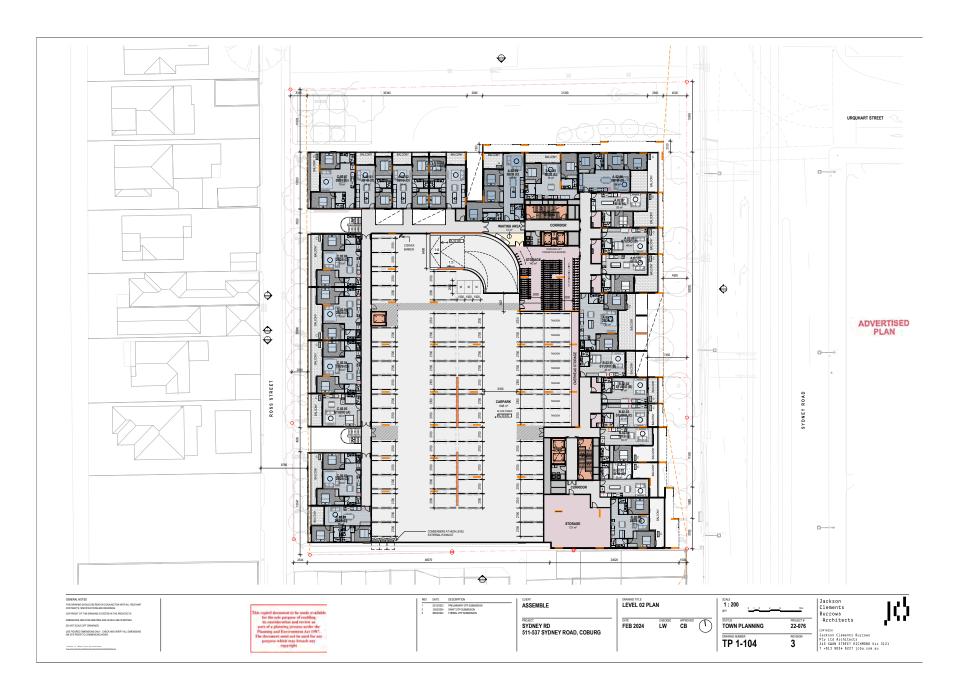


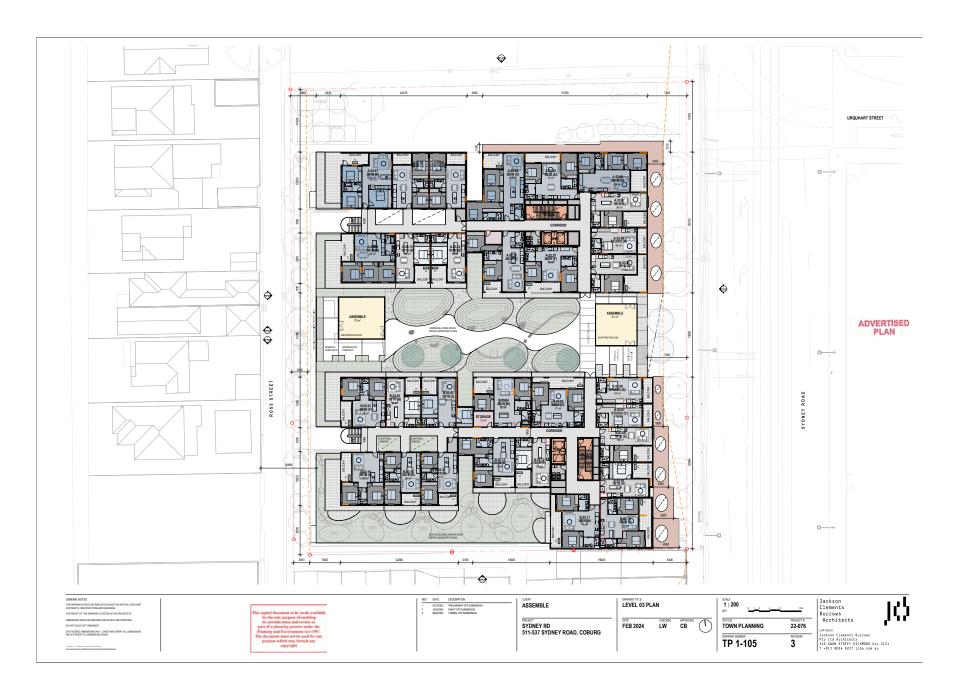






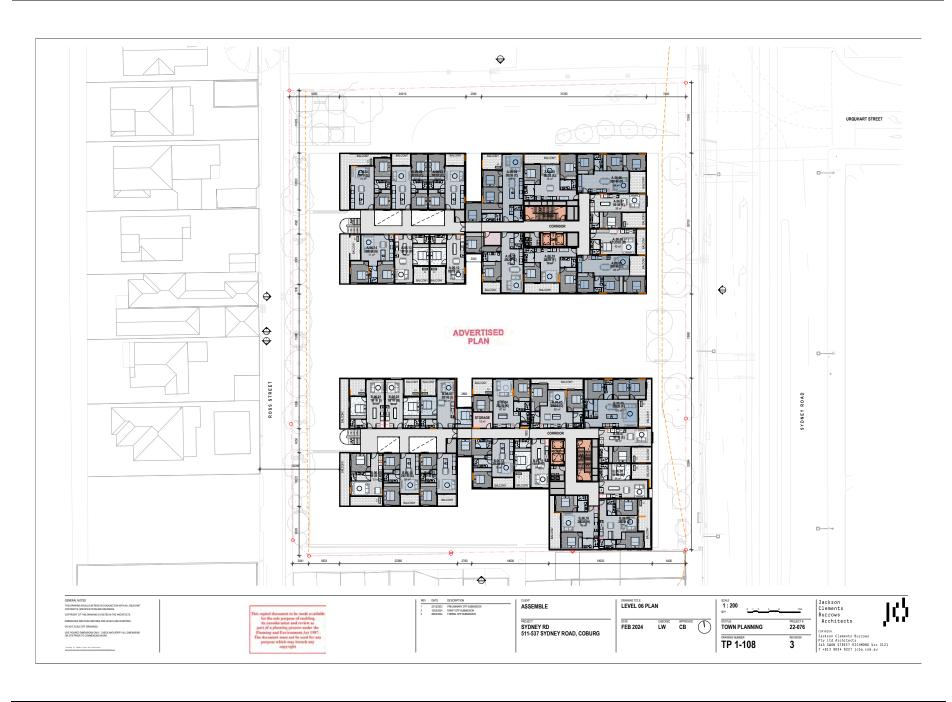






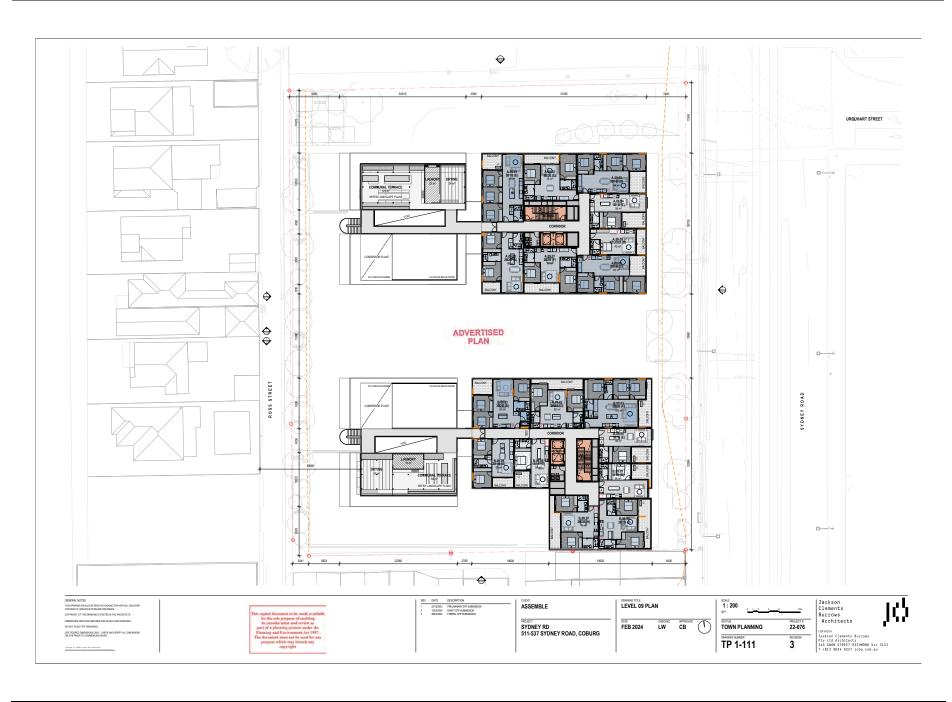


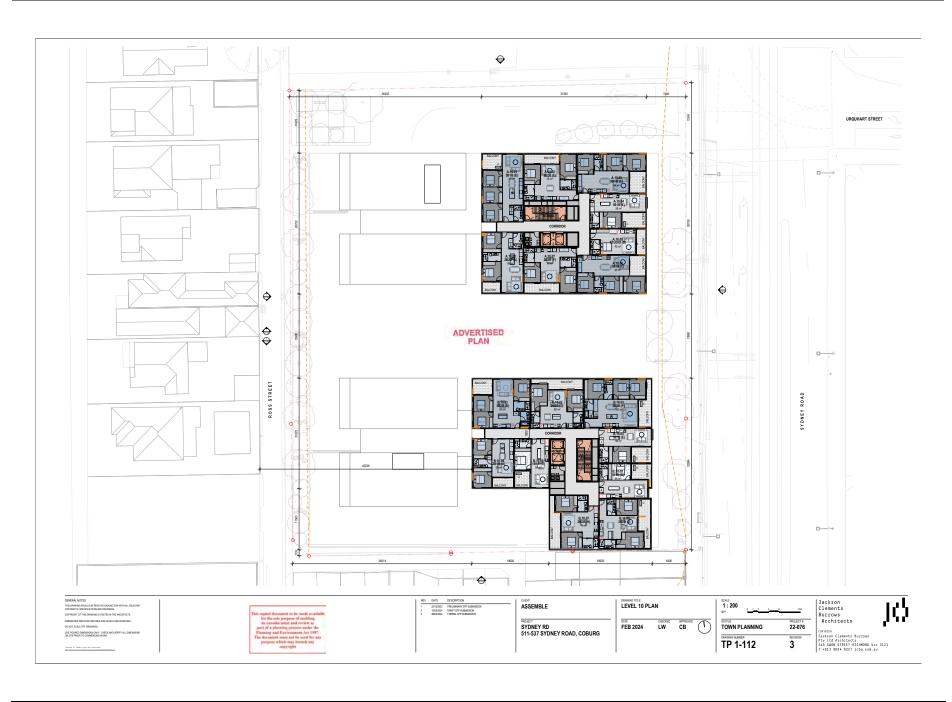


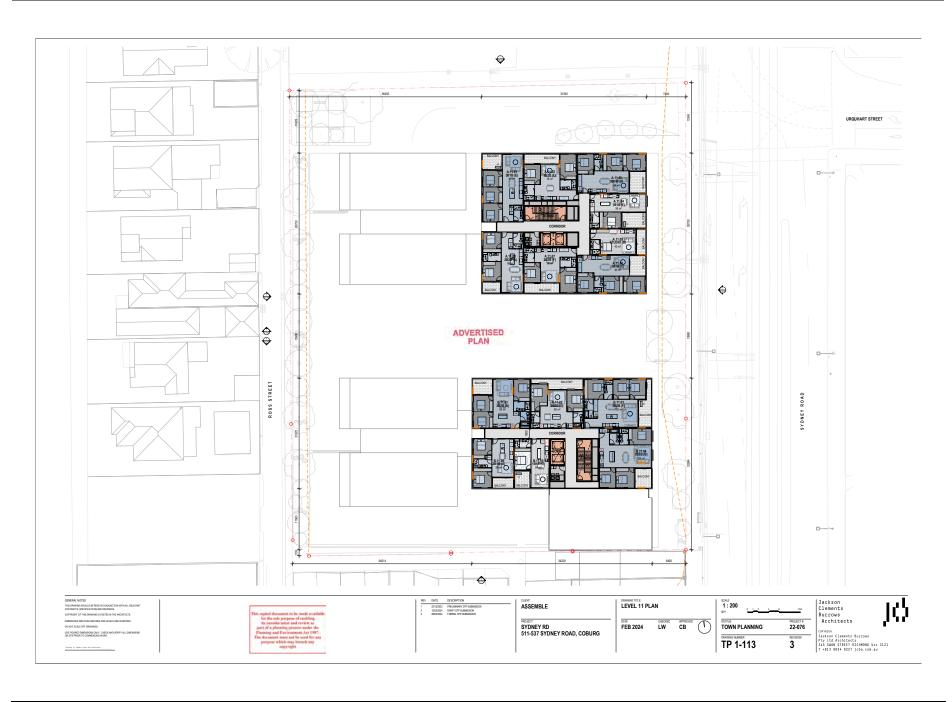


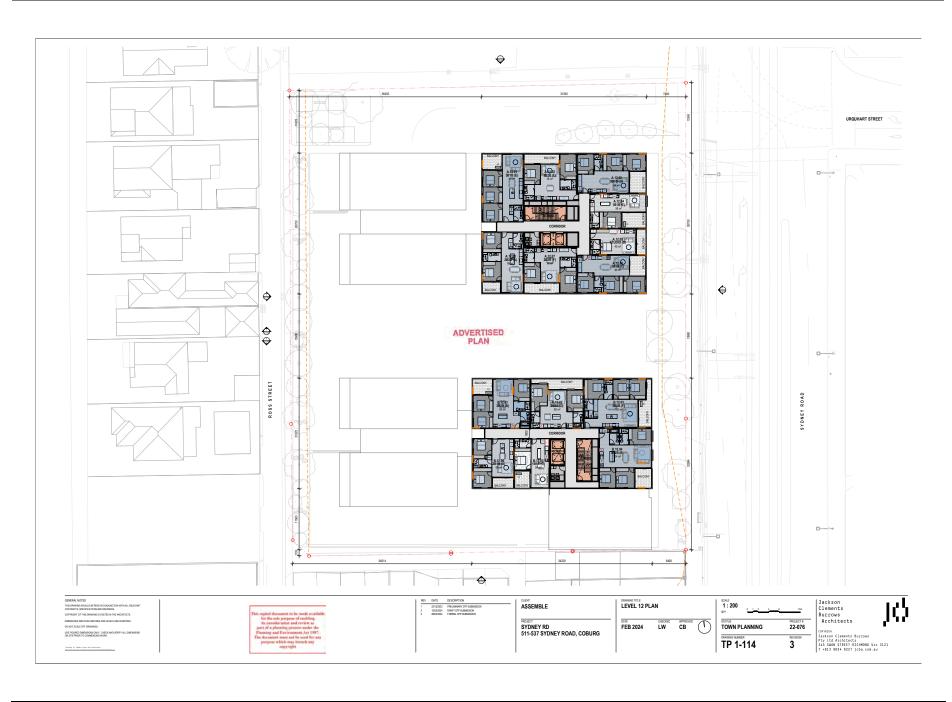


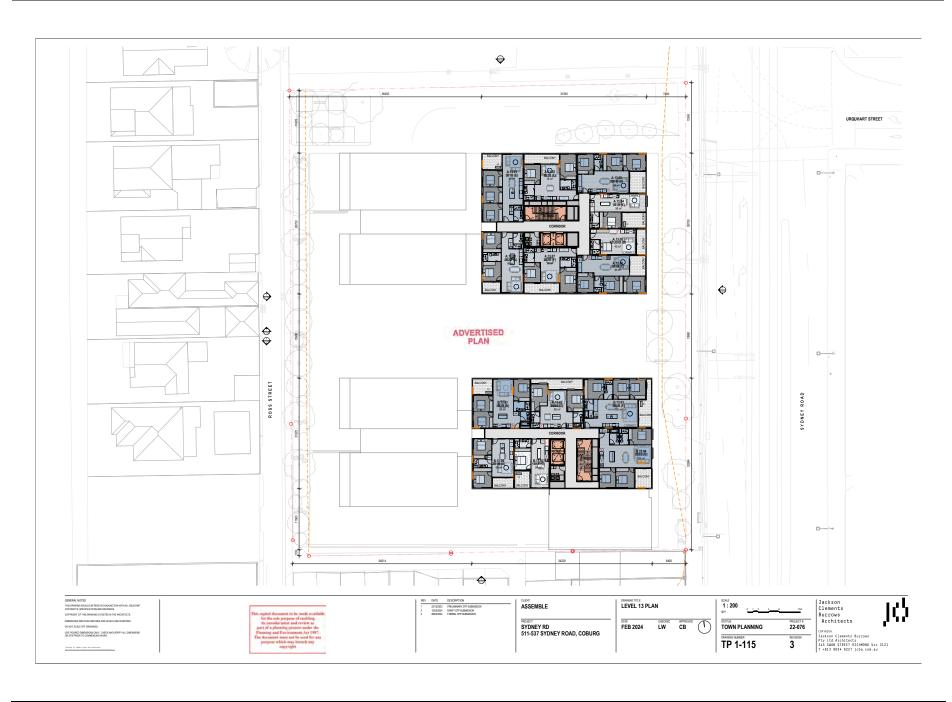


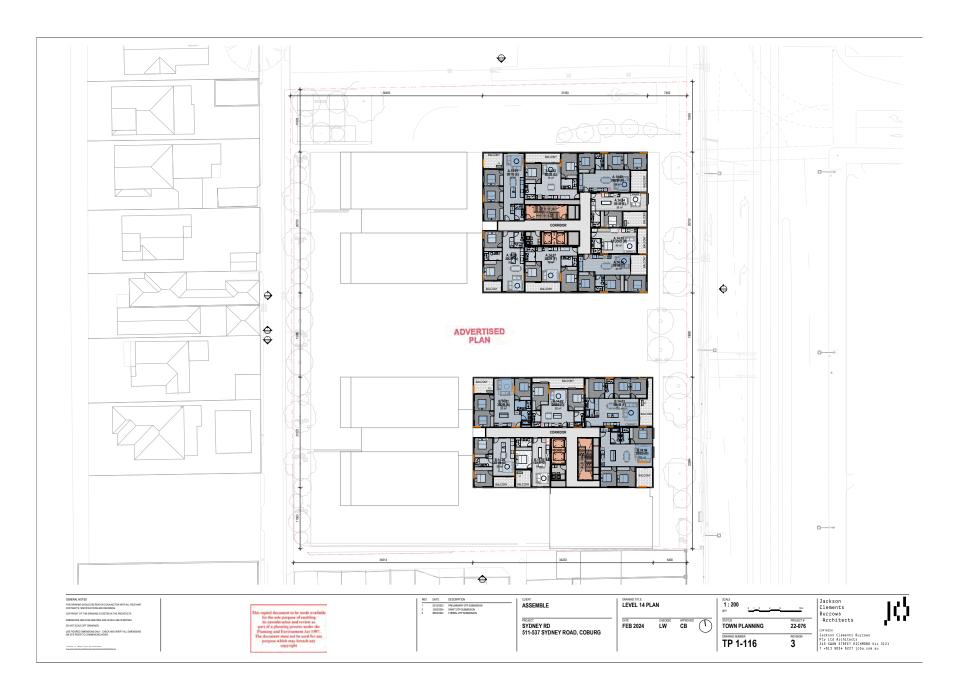


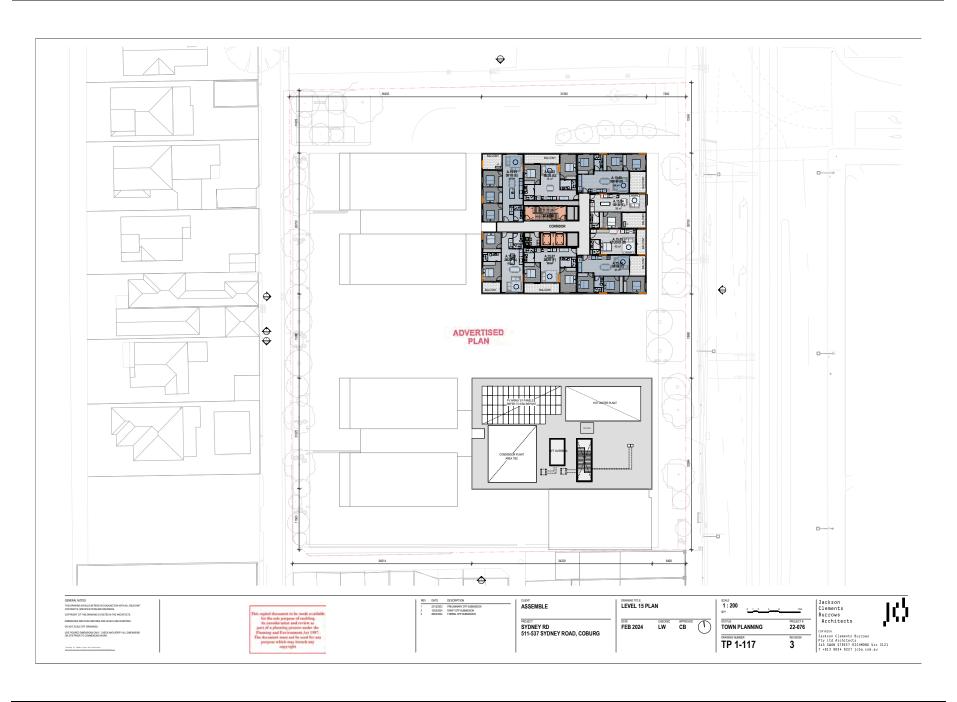


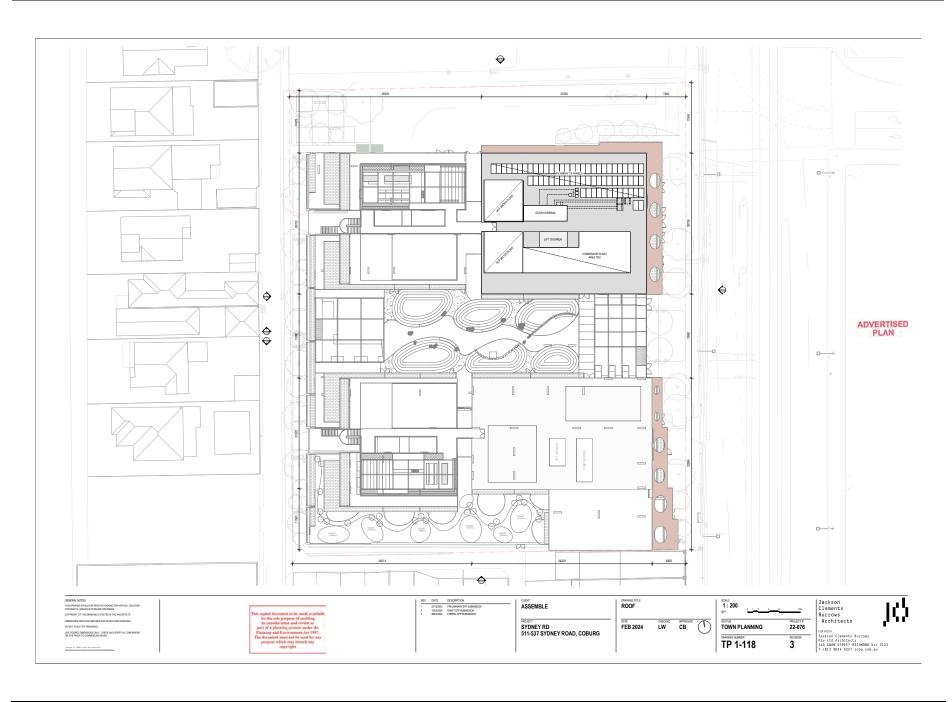






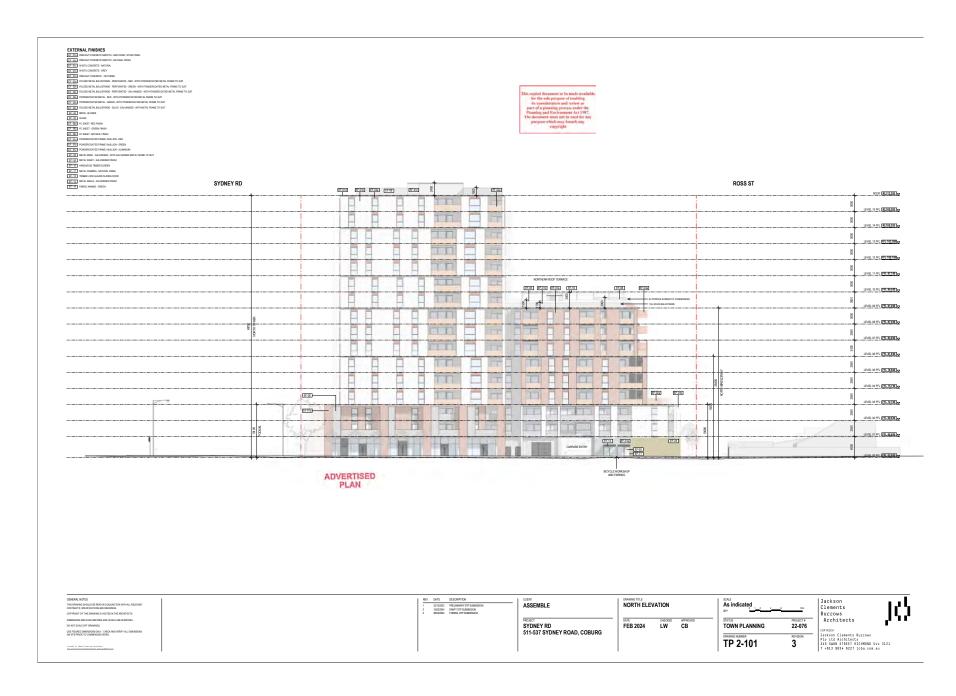


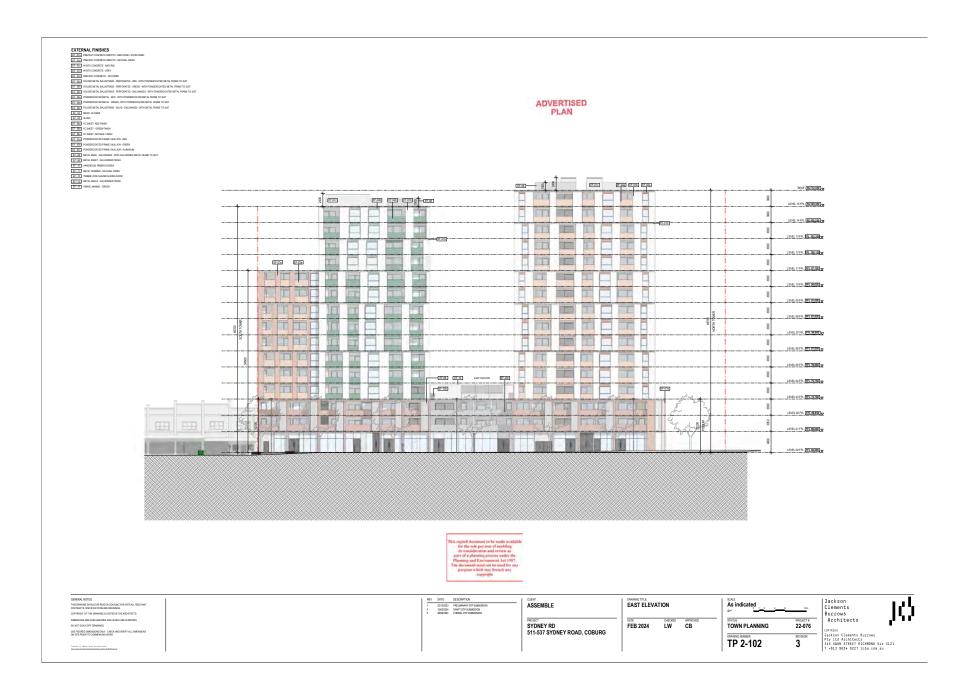




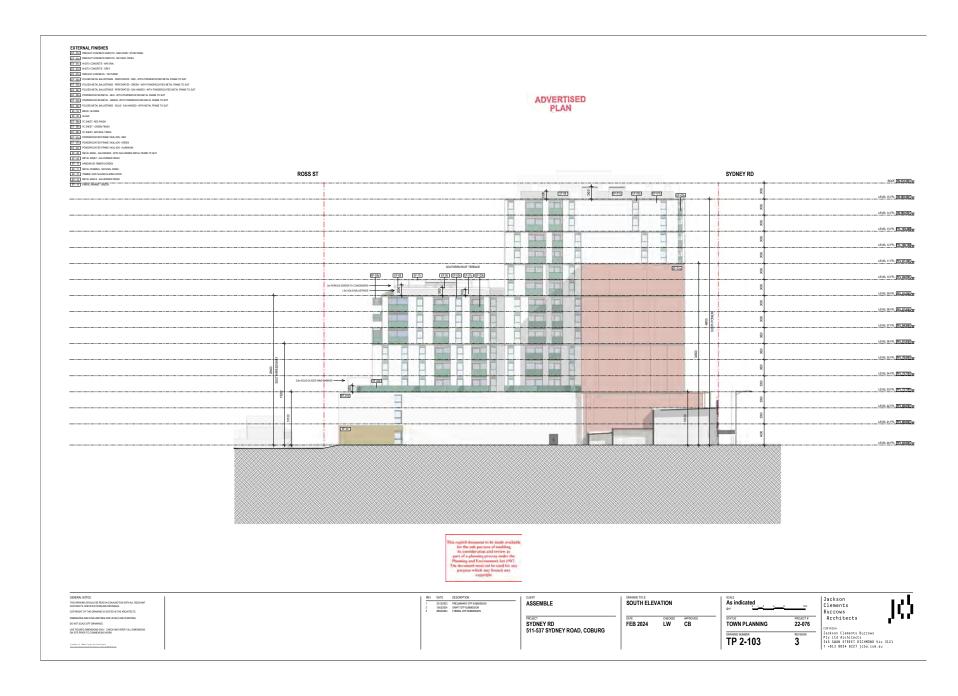




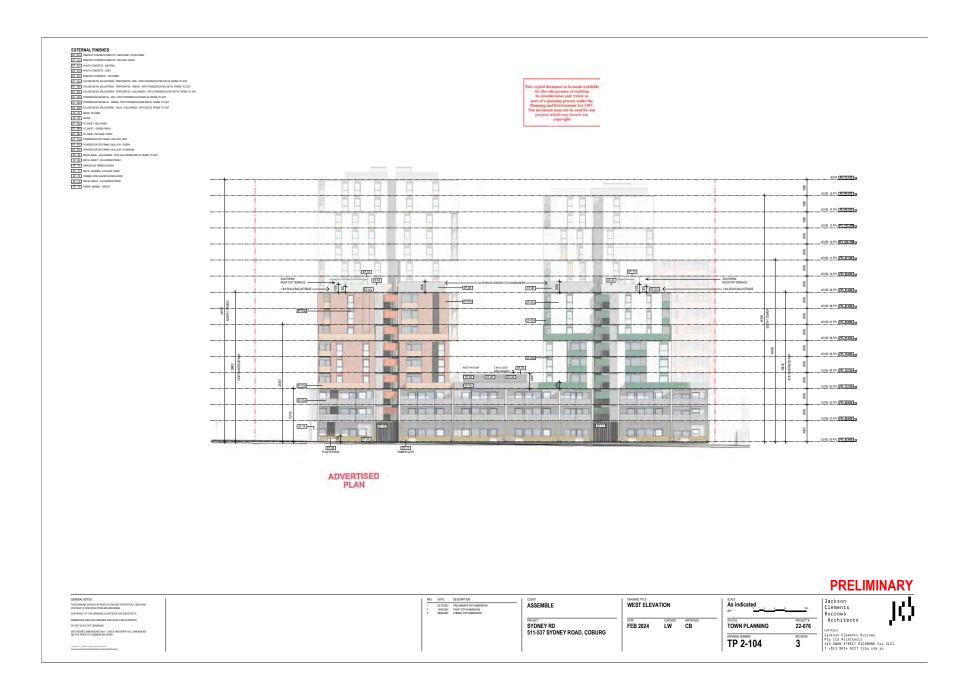




Development Plans



Development Plans



Development Plans

