

## COUNCIL AGENDA PLANNING AND RELATED MATTERS

Wednesday 18 December 2024

Commencing 6.30 pm

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

## **Language** Link

This is the Agenda for the Council meeting. For assistance with any of the agenda items, please telephone 9240 1111.

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# 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 23 October 2024 be confirmed.

## 5. COUNCIL REPORTS

5.1 CITY DEVELOPMENT ACTIVITY REPORT - SEPTEMBER QUARTER

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5.2 251-265 LYGON STREET & 1A PITT STREET, BRUNSWICK EAST - MINISTERIAL APPLICATION - PPE/2024/362

23

## 6. URGENT BUSINESS

## 5. COUNCIL REPORTS

## 5.1 CITY DEVELOPMENT ACTIVITY REPORT - SEPTEMBER QUARTER

## **Director Place and Environment, Pene Winslade**

## **City Development**

## Officer Recommendation

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

## REPORT

## **Executive Summary**

The presentation of this report delayed due to the Council Election period.

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 appears that number of applications being received has stabilised, as application numbers are similar when 12 month periods (i.e. October to September) are compared. The caseload of planning applications awaiting determination is now at an ideal level to enable timely decision-making and great customer service.

Reduce planning application numbers have 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 other enhancements to existing parks. 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 following reduced new development activity in Merri-bek.

The focus for the Urban Planning Unit is to influence better quality planning and building design outcomes in Merri-bek, while maintaining the timeliness of planning permit decisions. The September quarter saw the continuation of decision-making above the current metropolitan average of 68 per cent, with 77 per cent of decisions being made within the 60 statutory days at Merri-bek. Pleasingly, Vic Smart timeframes, for minor matters, also remain above the metropolitan average at 95 per cent of decisions made within 10 statutory days, compared to the metropolitan average of 81 per cent.

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

The Planning Enforcement Unit has had a very productive quarter. The reactive enforcement team have continued to reduce the number of outstanding cases, and the proactive enforcement program have been successful in closing out a high proportion of cases without the need to escalate to formal enforcement actions.

## **Previous Council Decisions**

City Development Activity Report - June Quarter 2024 – 28 August 2024

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

## 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 applications.
- Retrospective planning applications.
- Planning applications with affordable housing.
- Council's performance at the VCAT.
- Proactive and reactive planning enforcement activity.
- Planning investment activity.

## 3. Issues

## **Urban Planning**

## Planning Permit Activity

A total of 280 planning applications were received for the September quarter. This compared with 326 for the same quarter in 2023. A total of 271 planning applications were decided in the September quarter compared to 273 for the same quarter in 2023. For the past 12 months (October 2023 to September 2024) there was 1,098 applications received by Council, which is similar to the number of applications received between October 2022 and September 2023 being 1,084 applications. It is noted application numbers received remain lower than previous years (e.g. in the 2021/22 financial year 1,375 applications were received). The number of decisions made is slightly less than the number of applications being received, while manageable caseloads have been maintained. See **Figures 1** and **2 at Attachment 1**.

It remains that most applications lodged and determined for the quarter were multi-unit development (63 received and 76 determined) and alterations and additions to buildings (50 received and 47 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 68 per cent in the 2023/24 financial year. Merri-bek's average for the September quarter is higher at 77 per cent. It is pleasing to see the continuation of timely decision-making in the September quarter. See **Figure 4 at Attachment 1**.

## Streamlined Planning Services

Council's streamlined planning services include the Vic Smart and Fast Track streams (being minor permit applications that do not qualify as Vic Smart), as well as the Commercial Priority Planning Permit 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 in the September quarter, with 95 per cent of planning permit applications determined within 10 days, compared to the metropolitan average in 2023/24 FY of 81 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 decision. In the September quarter there were 7 new or expanding businesses processed as Commercial Priority Applications, noting 100 per cent of these applications were determined within 60 statutory days, exceeding the Units target of 80 per cent.

In addition to considering planning permit applications, 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.

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

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 across the State of Victoria.

In September 2023, all Victorian Planning Schemes were amended, to include two new provisions that seek to facilitate developments that provide a significant level of housing, including 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, rather than Councils and will continue to be subject to public notice requirements, including notice to Council. However, the Minister's decision on these proposals will be exempt from VCAT reviews by objectors, including Council. While the *Planning and 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 powers of intervention.

In the September quarter, Council was notified of the following applications:

• 24 Jessie Street and 19 Hall Street, Coburg which sought approval for a mixed use development up to 4 storeys for 75 dwellings (all either affordable or social housing) and 1,156 square metres office / support services (drug and alcohol counselling). The September Planning and Related Matters Council meeting resolved to support this application, subject to changes including increasing car parking provision. The Department of Transport and Planning has informed Council that a planning permit has been granted, with some modifications, however no changes were made to increase car parking. The permit issued by the Minister for Planning exceeds the mandatory height in the Neighbourhood Residential Zone of two storeys, which is allowed by Clause 53.23.

There is no ability for any objector, including Council, to seek a review of the Minister's decision before VCAT.

 14 Gowanbrae Drive, Gowanbrae which sought approval to subdivide VicTrack land, which straddles municipal boundaries. The Minister is yet to determine this application, noting Council did not raise any objections. It is noted that the residential subdivision component of the application was in the City of Moonee Valley.

No heritage permit applications were referred to Council from Heritage Victoria this quarter.

## **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 action by Council's Planning Enforcement Unit. The planning compliance practice, encouraged by VCAT and the Magistrates Court, is to firstly pursue retrospective planning approval, when this may be possible, before occupying VCAT and Magistrates Court time on planning enforcement matters.

This quarter Council has received 5 retrospective planning permit applications, while 9 decisions were made on retrospective planning applications. The types of retrospective applications determined include:

- Three applications for new businesses;
- Two applications for new dwellings noting original permits expired during the construction process;
- A reconstruction of a 'lean to' to a house;
- An amendment to decrease the rear setback of a house extension;
- An amendment to business signs; and
- Amendments of external materials associated with a multi dwelling development.

## **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 to increasing social and affordable housing in Merri-bek, including through supporting the establishment of Merri-bek 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 2024 calendar year 9 months only), 2 planning permits were issued that included a requirement to provide social or affordable housing, totalling 198 dwellings. These planning permits are:

- 8 Florence Street, Brunswick. Planning Permit MPS/2015/175/B (Amended by VCAT order), 4 January 2024, with 3 affordable dwellings (10 per cent)
- 511-537 Sydney Road, Coburg. Planning Permit PA2402798 (issued by Planning Minister), 22 July 2024, with 195 affordable dwellings (60 percent using the Assemble Futures alternative housing model).

## Council's performance at the Victorian Civil and Administrative Tribunal

In the September quarter, 3 applications for review of planning decisions were lodged at VCAT all being against Council decisions to refuse planning permit applications. The number of reviews is still well below averages of the pre-pandemic years. Of the 3 reviews all were against refusals. **Figures 6, 7** and **8 in Attachment 1** provide further details of the trend of reduced VCAT reviews lodged and determined over the last 8 years.

In respect to success at VCAT, this is represented in **Figures 9** and **10 in Attachment 1. Figure 10** indicates that of the total VCAT decision made in the last 12 months (between October 2023 and end of September 2024), when counting decisions that were resolved by consent of all parties as win, Council won 28 cases and lost 2.

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

There were 7 decisions made by VCAT in the September quarter. Details of these decisions are provided in **Table 2**, **in Attachment 2**.

Only 18 applications for review to VCAT have been lodged in the first three quarters of the 2024 calendar year.

The State Planning Permit Activity Reporting System (PPARS) indicates that Council's VCAT 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. In the September quarter, 3 decisions were resolved by consent of all parties.

When decisions including consent orders are included, Council won or its concerns were addressed, and agreement reached by revised plans in 92 per cent of cases in the past 12 months (October 2023 to September 2024)

Council has only lost 2 cases in the past 12 months.

## **VCAT Outcomes from Planning and Related Matters Council Meeting Decisions**

There were 7 VCAT determinations in the past 12 months (October 2023 to September 2024), that relate to planning decisions made at the Planning and Related Matters Council meeting. Of these 7 decisions, 6 were either won, withdrawn or ultimately resolved via consent of all parties, often based on revised plans to address Council's concerns. This results in a success rate of 86 per cent.

None of the 4 VCAT reviews in the September quarter, related to applications that were determined at the Planning and Related Matters Council meeting.

## **Planning Enforcement Activity**

Planning enforcement activity includes both reactive and proactive enforcement. Reactive enforcement is investigating complaints about land use and development that may have occurred without a planning permit or may not comply 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 87 complaints were received and 143 cases were closed in the three months of the September quarter, 2024. This is the third quarter in a row that more cases were closed than the number of new cases received. This is a marked improvement on the September and December 2023 quarters.

**Figure 2, in Attachment 3** shows how the outstanding reactive enforcement caseload has continued to be reduced from its peak in the December 2023 quarter of 256 active cases, to 193 cases in the June 2024 quarter and is now sitting at 136 active cases at the end of the September 2024 quarter. For much of 2023, the Planning Enforcement Unit was impacted by higher than normal staff turnover which had impacted the team's ability to resolve cases. This saw the number of outstanding cases and individual officer caseloads increase, impacting the team's overall performance. As shown in Figure 2, pleasingly, the team have been able to get on top of the backlog, and individual officer caseloads are return to more ideal levels. Further reductions are still required in order to return to higher levels of performance.

Figure 3, in Attachment 3 shows the outcome of investigations over the September 2024 quarter. The most common outcome was that the investigation found there to be no planning breach identified in 73 cases, followed by 31 cases where voluntary compliance was achieved without the need to escalate to fines or other formal proceedings, and in 17 cases an informal resolution was achieved. In 14 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. 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 are also proactively audited.

A total of 28 new proactive audits have been allocated so far in 2024/25, comprising 25 medium density developments and 3 audits of planning decisions made at this Planning and Related Matters Council meeting or overturned at VCAT. **Figure 4, in Attachment 3** shows that 21 of these new proactive audits commenced in the September quarter. The proactive enforcement program is on track to meet the target of 90 proactive audits in 2024/25.

**Figure 5, in Attachment 3** shows a total of 13 out of 16 cases were closed in the September 2024 quarter through the proactive enforcement program without needing to be escalated to enforcement action. This represents 81 per cent of the total number of cases closed this quarter, which demonstrates the value of the proactive enforcement program.

In total 45 planning breaches were rectified this quarter through the proactive enforcement program. 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 in **Figure 6**, **in Attachment 3** which shows that 'Environmentally Sustainable Design' (ESD) breaches and 'Other' breaches continue to be the most common. ESD breaches include requirements such as the provision of solar panels, passive ESD features like double glazing, external shading to windows. These are followed by breaches of landscaping, Tree Protection Zones and a failure to provide Adjustable Shading Devices (ASD).

## **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 within existing operational resources and budget.

In terms of overall development in Merri-bek during the September quarter, developments to the value of \$313 million have been approved by planning permits issued by the Urban Planning Unit, compared to \$133 million during the same quarter in 2023.

A total of \$4.9 million was collected during the September quarter in Public Open Space Contributions which will help fund the provision of new or enhanced parkland.

## 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 February 2025 Planning and Related Matters Council meeting.

## Attachment/s

<b>1</b> <u>↓</u>	Urban Planning data - September quarter 2024	D24/581504
<b>2</b> <u>↓</u>	VCAT data - September quarter 2024	D24/582447
<b>3</b> <u>↓</u>	Planning Enforcement - September quarter 2024	D24/583345

## Attachment 1 – Urban Planning Activity, September 2024 Quarterly Data

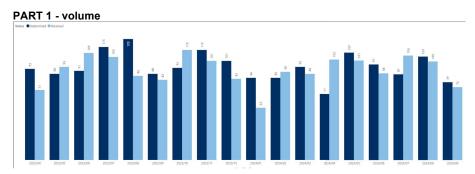


Figure 1: Urban planning number applications received and determined since April 2023

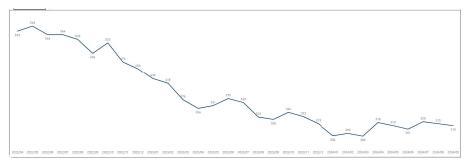
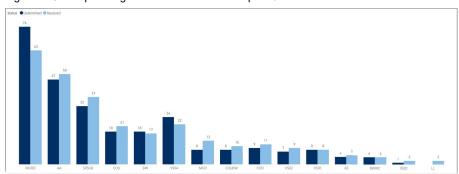


Figure 2: Urban planning overall caseload since April 2022



Legend			
MURD = multi unit residential development	AA = alterations and additions (or house extension)	SPSUB = subdivision	COU = change of use
VS01, VS02 and VS04 = VicSmart	BW = buildings and works	MUD = mixed use development	COUBW = use and development
COD = construction of dwelling	AS = advertising sign	BWWC = building and works, waiver car parking	BQD = Better Quality 2 Dwellings

LL = liquor licence

Figure 3: Urban planning applications received and determined September quarter

## PART 2 - Timeliness

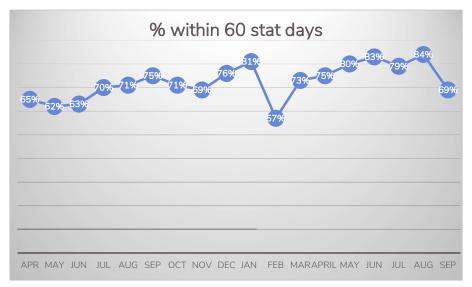
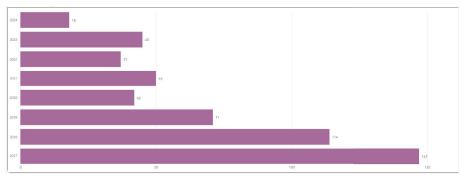


Figure 4: Urban planning applications determined within 60 days for 18 months



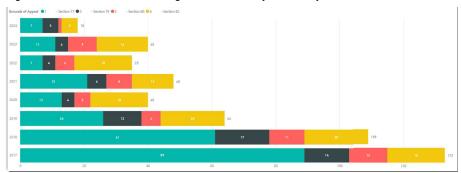
Figure 5: Urban planning VicSmart applications determined within 10 days for 18 months

## PART 3 - VCAT



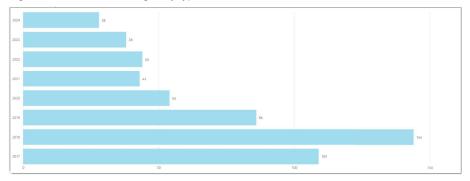
Breakdown this quarter:	
Section 77 (refusal) = 3	Section 79 (failure) = 0
Section 80 (conditions) = 0	Section 82 (objector) = 0

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



Legend			
refusal de	Section 79 = failure to etermine within 60 tatutory days	Section 80 = against conditions	Section 82 = by objectors

Figure 7: VCAT reviews lodged by type since 2017



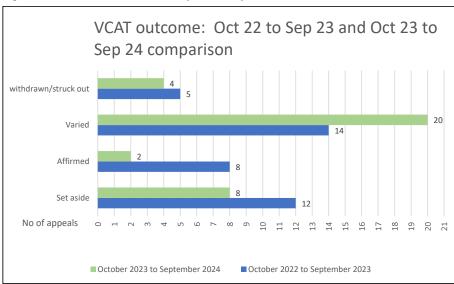


Figure 8: VCAT reviews determined by calendar year since 2017

Figure 9: VCAT results comparing years (includes consents)

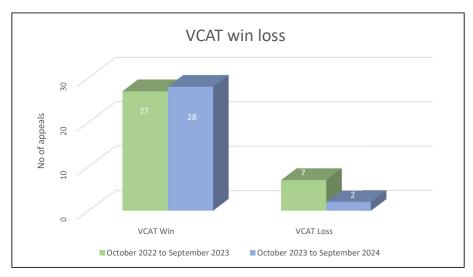


Figure 10: VCAT results comparing the last 12 months (with consent decisions counted as a win)

VCAT report appeals lodged in September 2024 Quarter						
Application number	Appeal type	Address	Original decision	Proposal		
Council Meeting Decision						
No PARM decisions reviewed in September 2024 quarter						
Delegated Officer Decision						
MPS/2022/606/A	Applicant against refusal	7 Holmes Street BRUNSWICK EAST	Refusal to amend the planning permit	Amendment to the planning permit, to remove conditions that required underground electrical connections.		
MPS/2023/515	Applicant against refusal	737-757 Sydney Road COBURG NORTH	Refusal	Construction of a carwash and service station		
MPS/2024/89	Applicant against refusal	80 Westgate Street PASCOE VALE SOUTH	Refusal	Construction of two double storey dwellings		

Table 1: VCAT reviews lodged in the September 2024 quarter

VCAT reviews determ	VCAT reviews determined in the September 2024 quarter:						
Application number	Appeal type	Address	Original decision	Proposal	Consent Order	VCAT decision	
Council Meeting Decision							
MPS/2021/520/A	Objector against approval and applicant against conditions	347 Reynard Street, PASCOE VALE SOUTH	Notice of Decision to Grant an Amended Planning Permit	The proposal is to amend an existing permit to increase operating hours (i.e. evening trade until 10.00pm Friday to Saturday) for a restaurant.	No	Prior to the hearing, the Council and the permit applicant reached agreement on conditions regarding the servery window.  The Tribunal was satisfied that the extended trading hours permitted by Council would not unreasonably:  • Create noise at night, both from patrons at the venue, and patrons leaving the venue;  • impact on-street car parking and traffic in evening hours; and • create additional potential of anti-social behaviour from patrons leaving the venue at night having consumed alcohol.  Broadly the Tribunal agreed that the later trading approved by Council would not cause an unreasonable impost on the neighbourhood.	
MPS/2023/774	Applicant review as decision not made within 60 statutory days	81A Bell Street, COBURG	The application proceeded to Planning and Related Matters (PARM) Council meeting in June 2024 and confirmed a position of no support for the VCAT review	Use and development of the land for the purposes of a multistorey mixed-use development comprising dwellings, shop tenancy and food and drink premises across multiple buildings; a reduction to the standard car	Yes	Council and the permit applicant agreed to a consent position, noting the application had addressed VCAT concerns from the previous application. The key improvements to the proposal that was considered at the PARM Council meeting were:  Improved design and reduced bulk to Bridges Reserve. Improved landscaping to Bell Street Provision of publicly-accessible open space for art pieces to reference the former high school. Mitigated traffic impacts to southern part	

			due to inadequate upper level setbacks and visual impacts of the building form on the adjoining streets and Bridges Reserve Council parkland, amongst other matters.	parking requirement; and alteration to access to a road in a Transport Zone.		of Rodda Street  ESD performance to be improved through conditions
Delegated Officer Decision						
MPS/2023/230	Applicant against refusal	71 Bolingbroke Street, PASCOE VALE	Refusal	Construction of four triple storey dwellings	No	In supporting Council's refusal, the Tribunal noted the following:  This response is uncharacteristic of the prevailing pattern of surrounding development on what is a relatively modest lot with an area of 650sqm and width of 15.24m. Importantly, I find that this response would depart too greatly from the preferred character sought for this location when viewed in oblique streetscape views from the north-east and north-west. The response would fail to provide an appropriate transition in building height to its neighbours. This is particularly so from the lower vantage points from the west from where the third storey would have a visually dominant rather than visually recessive appearance.
MPS/2023/326	Objector against approval	136 Tinning Street, BRUNSWICK	Notice of Decision to Grant a Planning	Partial demolition and buildings and works to construct an extension at the	No	VCAT upheld Council's Notice of Decision, noting: I am satisfied the scale and location of

			Permit	rear/side of an existing dwelling		the new addition is modest and discrete that will ensure it will not be visible from any view lines I noted from the adjoining public street environs. This is the appropriate heritage test and consideration in this regard.
MPS/2023/79	Applicant against refusal	14 Alsace Street, BRUNSWICK EAST	Refusal	Construction of four double storey dwellings and a reduction in the statutory car parking standard,	Yes	All parties consented to the proposal at the compulsory conference after amended plans were circulated which resolved the objectors and Council concerns. Some notable improvements include:  Increased front setback; Reduced on boundary walls; and Increase landscape/permeability.
MPS/2024/89	Applicant against refusal	80 Westgate Street, PASCOE VALE SOUTH	Refusal	Construction of two double storey dwellings	Yes	Council and the permit applicant agreed to changes. The main change was increased glazing to ground floor achieved through changing the garage from double width to single.

Table 2: VCAT reviews determined in the September 2024 quarter

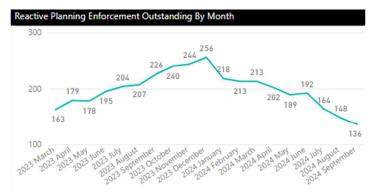
## **City Development Activity Report**

Attachment 3 - Planning Enforcement Unit - Sept 2024 Quarterly Data

Figure 1: Received vs Determined Reactive Cases - Sept Quarter 2024/25



Figure 2: Outstanding Planning Enforcement Reactive Cases at 30 Sept 2024





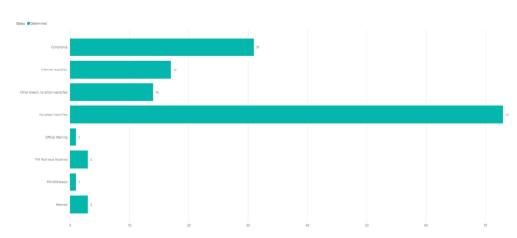


Figure 4: Proactive First Inspections Completed for 2024/25 to 30 Sept 2024



Figure 5: Proactive Cases closed with non-compliance rectified without escalation - Sept Quarter 2024/25

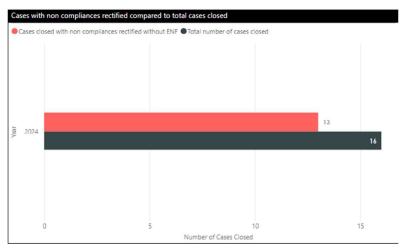
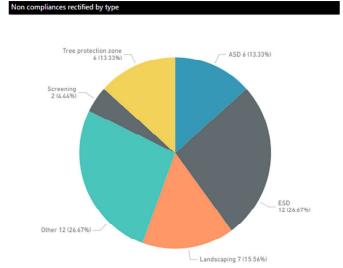


Figure 6: Non-compliances rectified through Proactive Enforcement - Sept Quarter 2024/25



## 5.2 251-265 LYGON STREET & 1A PITT STREET, BRUNSWICK EAST - MINISTERIAL APPLICATION - PPE/2024/362

## Director Place and Environment, Pene Winslade City Development

## **Executive Summary**



Property:	251-265 Lygon Street and 1A Pitt Street, Brunswick East					
Proposal:	Construction of an eight and five storey building above two levels of basement, use of land for dwellings, and a reduction in the car parking requirements.					
Zoning and Overlay/s:	<ul> <li>Commercial 1 Zone (C1Z)</li> <li>Design and Development Overlay Schedule 19 (DDO19)</li> <li>Parking Overlay 1 (PO1)</li> <li>Development Contributions Plan Overlay (DCPO1)</li> </ul>					
Strategic setting:	Minimal change Incremental change Significant change					
Objections:	Notification of the application has been given by the Minister for Planning and any objections to the application are submitted to the Department of Transport and Planning. At the time of finalising this report the Minister has received 30 objections to the application.					
ESD:	<ul> <li>Minimum average NatHERS rating of 7.5 stars (subject to permit condition)</li> <li>21kW solar panels on roof</li> <li>66 per cent BESS Score</li> </ul>					
Accessibility:	Adaptable apartments comprise 58 per cent of the proposal					
Key reasons for support	<ul> <li>The proposal can be modified, to resolve key concerns, through:</li> <li>Deleting one level to reduce the visibility of upper levels;</li> <li>Improving the quality of materials; and</li> <li>Increase the affordable housing discount to cater for low-income households.</li> </ul>					
Recommendation:	Council's submission to the Minister for Planning be to support the development, subject to permit conditions to address the above concerns.					

## Officer Recommendation

That Council's submission to the Department of Transport and Planning (DTP) be that a planning permit should issue for the construction of an eight and five storey building above two levels of basement, use of land for dwellings, and a reduction in the car parking requirements at 251-265 Lygon Street and 1A Pitt Street, Brunswick East, 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 in consultation with Merri-bek City Council. 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 Pace Building Group Pty Ltd referenced as TP11-TP12, TP17, TP21, TP43 dated 6 August 2024 and TP13A-TP16A, TP18A-TP20A, TP30A-36A, TP40A-TP42A dated 21 October 2024 but modified to show:
  - a) Ground floor levels updated as follows:
    - i. Retail (Tenancy 2 and 3) FFL = minimum 42.75 metre to AHD.
    - ii. Retail (Tenancy 4) FFL = minimum 42.66 metre to AHD.
    - iii. Basement entry ridge line top RL = minimum 43.00 metre to AHD
  - b) Deletion of one podium level (i.e. Level 4, 5 or 6).
  - c) The applied finishes to concrete replaced with a higher quality material such as oxide concrete.
  - d) 'AF-01: Dark Applied Finish' used for the ground floor northern terraces of APT TH1, APT TH2 and APT TH3 replaced with a lighter shade material.
  - e) The Lygon Street commercial tenancies provided with window plinths of at least 450mm in height.
  - f) Textured or patterned concrete walls or similar or a mural replacing the blank or painted flat pre-cast for the south and west walls on boundary.
  - g) 13 visitor / customer bicycle parking spaces that are readily accessible at ground level. These must not require access to a locked room/cage.
  - h) 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).
  - i) At least 20 per cent of the resident/employee bicycle parking devices designed to provide ground level horizontal (i.e. 1800mm long) bike parking devices in accordance with the Australian Standard for Bicycle Parking (AS2890.3).
  - j) The 'Compact' bicycle parking replaced with parking spaces dimensioned 500mm wide and the horizontal bike spaces 1800mm long and the vertical bicycle spaces 1200mm long, with every space accessed from a 1500mm wide access aisle as required by the Australian Standard for Parking Facilities – Bicycle Parking (AS2890.3).
  - k) Details of signage to be installed at the vehicle entrance and exit to discourage 'right turn in' and 'left turn out' movement.
  - I) The slopes of the car basement ramps compliant with Clause 52.06-9 of the Merri-bek Planning Scheme with:
    - i. Slopes no greater than 1 in 4;
    - ii. Slopes within 5 metres of the street boundary to be no greater than 1 in 10;
    - iii. Changes of grade of more than 1 in 8 for a summit grade change or more than 1 in 6.7 for a sag grade change, to be provided with a transition of at least 2 metres to prevent vehicles scraping or bottoming.
  - m) External lighting provided at ground floor abutting the laneway.

- n) The access aisle extended 1 metre past the last parking space in the blind aisle of the basement 2, to improve access and egress to and from this last space in accordance with Clause 2.4.2 of the Australian Standard for Off-Street Parking (AS2890.1).
- o) The car park constructed at a level and in a manner that ensures the vehicle crossing will have a slope of 1 in 40 over a 1 metre width along the public footpath and allow the B85 template in Figure C1 of the Australian Standard for Off-Street Parking (AS2890.1) to access from the road.
- p) An annotation stating 'slope floor to match existing footpath' at each entrance that abuts a footpath or laneway.
- q) Removal of waste chutes.
- r) All waste bin rooms large enough to provide a 1-metre-wide path to every bin without moving or swapping bins (i.e. bins not placed two deep).
- s) The Environmentally Sustainable Design initiatives that are required to be shown on plans, as contained within Condition 6 of this permit.
- t) 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 9 of this permit.
  - iii. Acoustic Report in accordance with Condition 11 of this permit.
  - iv. Waste Management Plan in accordance with Condition 14 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 under Condition 1, an amended landscape plan must be submitted to the Responsible Authority, in consultation with Merri-bek City Council. The landscape plan must be generally in accordance with the plan prepared by Acre dated 5 September 2024 but amended to show:
  - a) Any changes required to align with the plans for endorsement.
  - b) The garden bed areas on Level 1 where there is the proposal to plant larger trees to have wall heights of 1 metre.

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 Merri-bek City Council.
- 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 Merri-bek City Council.

## **Environmentally Sustainable Design (ESD)**

- 6. Prior to the endorsement of plans under Condition 1, an amended Sustainability Management Plan (SMP) and plans must be submitted to the satisfaction by the Responsible Authority, in consultation with Merri-bek City Council. The SMP must demonstrate a best practice standard of environmentally sustainable design and be generally in accordance with the SMP prepared by Sustainable Development Consultants dated 13 September 2024, but modified to include the following changes:
  - a) Provide preliminary NatHERS ratings assessments for all thermally unique dwellings and commit to achieving an average of at least 7.5 Stars.
  - b) Show the following ESD initiatives on the landscape plans:
    - i. That irrigation will be connected to the rainwater tank.
  - c) Remove all reference to gas on the development plans
  - d) Amend the BESS report (and any other corresponding documentation) to:
    - Do not claim credit 'Innovation 1.1' for ultra low VOC paint.
  - e) Provide a preliminary NCC Part J façade calculator, demonstrating compliance to NCC Part J and the BESS DtS Energy compliance criteria.
  - f) Provide a natural ventilation assessment, including a mark up of compliant apartments, clearly demonstrating adherence to BESS Natural Ventilation credit
  - g) Show the following ESD initiatives on the development plans:
    - i. An ESD table on the plans for items that cannot be drawn e.g. NatHERS, tap and cooling/heating ratings, etc.
    - ii. A commitment to mechanically assisted natural ventilation, including indicating which dwellings will have mechanically assisted natural ventilation.
    - iii. External operable shading devices to all east/west facing windows and glazed doors to habitable rooms drawn and labelled with ASD (Adjustable Shading Device) on the floor plan and elevations. The upper level shading devices must be operable from within the dwelling. Include a product diagram or section of the proposed device (must not be roller shutters for any street facing glazing). Ensure windows that have external adjustable shading can open when using the blind.
    - iv. Outdoor clothes lines
    - v. Outdoor taps on balconies
  - h) An amended WSUD (Water Sensitive Urban Design) catchment plan that is consistent with the MUSIC report, clearly showing:
    - i. All impervious surfaces (dimensioned in square metres) and their treatment
    - ii. Where all stormwater will drain, with downpipes marked and the direction of water flow shown with arrows.
    - iii. All water tanks and WSUD features, including dimensions, sections, plant types, etc.
    - iv. Ensure proprietary devices are not used.

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.

- 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 Responsible Authority.
- 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 Sustainability 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 Merri-bek City Council and must confirm (and include evidence) that all measures specified in the SMP have been implemented in accordance with the approved plan.

## **Accessibility**

- 9. Prior to the endorsement of plans under Condition 1, an Accessibility Report prepared by a suitably qualified person must be submitted to the satisfaction of the Responsible Authority, which must:
  - a) 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).

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 Merribek City Council prior to the occupation of the development.

10. 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**

- 11. Prior to the endorsement of plans under Condition 1, an amended Acoustic Report prepared by a qualified Acoustic Engineer must be submitted to the satisfaction of the Responsible Authority. The Report must be generally in accordance with the Acoustic Report prepared by Vipac Engineers dated 14 August 2024 but modified to:
  - a) Align with the plans for endorsement.

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.

- 12. The building must be constructed and thereafter maintained in accordance with the recommendations contained within the approved Acoustic Report to the satisfaction of the Merri-bek City Council, unless with the further written approval of the Merri-bek City Council.
- 13. 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**

- 14. Prior to the endorsement of plans under Condition 1, an amended Waste Management Plan (WMP) must be submitted to the satisfaction of Merri-bek City Council. The plan must be generally in accordance with the report prepared by Sustainable Development Consultants dated 13 September 2024 but modified to:
  - a) Align with the architectural plans submitted for endorsement;
  - b) Provide no chute systems, so food and glass are not placed into the garbage and general recycling chutes, defeating the Government's waste strategy;
  - c) Include a dimensioned plan, to scale, showing the waste bin room large enough to provide a 1-metre-wide path to every bin without moving or swapping bins (ie bins not placed two deep);
  - d) Show a dimensioned area for Hard Waste;
  - e) Include calculations of the four main waste streams for dwellings (recycled glass, general recycling; organics and garbage), size and number of bins;
  - f) Assume that any retail floorspace will include food sales during the lifetime of the building;
  - g) Provide best practice food disposal by providing no incinerators or bio-digesters;
  - h) Include discussion of the other waste streams:
  - i) Show the bins stored out of sight and any enclosed room manually ventilated;
  - j) Provide for collection within the site.

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

15. The Waste Management Plan approved under this permit must be implemented and complied with at all times to the satisfaction of the Merri-bek City Council unless with the further written approval of the Merri-bek City Council.

## **Public Works Plan**

- 16. Prior to the commencement of the development, a Public Works Plan and associated construction drawing specifications detailing the works to the land in Lygon Street, Evans Street must be submitted to the satisfaction of the Merri-bek City Council. The Plan must include:
  - a) Undergrounding the overhead powerlines along the site's Evans Street frontage.
  - b) A feature survey of the footpaths and roads.
  - c) The upgrade of the footpath adjacent to the site. 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 within 1 metre of the proposed vehicle crossing, including the 1 metre splays on the crossings, relocated or modified.

- e) For any vehicle crossing not being used, the kerb, channel and footpath reinstated.
- f) The relocation or replacement of existing and installation of new street furniture and infrastructure, such as parking and traffic signs, public seating, bicycle parking and similar.
- g) Any other works to the public land adjacent to the development.
- h) All construction details in accordance with the Merri-bek City Council Technical Notes July 2019 (or any updated version).

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 Merri-bek City Council.

17. 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 Merri-bek City Council.

## **Affordable Housing Management Plan**

- 18. Prior to commencement of the development, 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 25 percent of the dwellings to be in the form of affordable housing that is to the satisfaction of the Responsible Authority for 15 years after the issuing of the Statement of Compliance or Certificate of Occupancy. This must include a discounted rent of at least 35 per cent below the market rent.
  - 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 affordable dwellings for 15 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 suitably qualified entity such as a registered housing agency as agreed.
  - d) Detail the parameters of rental rate (including any associated annual increases in either) for the relevant affordable dwellings ensuring the annual cost of the rent does not exceed 30 per cent of the gross household income for households in the moderate, low or very low income ranges (as defined under the relevant provisions of the Planning and Environment Act 1987) at time of occupation.

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

- 19. Prior to the commencement 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 25 per cent of the dwellings must comply with either:

- i. the meaning of 'affordable housing' at Section 3AA of the Planning and Environment Act1987 and must be affordable to households consistent with Section 3AB of the *Planning and Environment Act 1987* or
- ii. another meaning of "affordable housing" acceptable to the Responsible Authority and Merri-bek City Council.

At least 25 per cent of the dwellings on site must be delivered, managed, leased in accordance with the approved Affordable Housing Management Plan required by Condition 18 of the permit for 15 years from issuing of the Statement of Compliance or Certificate of Occupancy (whichever occurs first).

b) 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 Merri-bek City Council's reasonable legal costs and expenses of this agreement concerning the preparation, execution, and registration on title.

## **Potentially Contaminated Land**

- 20. Before the construction or carrying out of buildings and works, 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.
- 21. 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 Merri-bek City Council may require the Owner(s) to enter into an Agreement with the 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.
  - 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 Merri-bek City Council, 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 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 20, 21 and 22 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 the Responsible Authority.
- 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.

## **Tree Protection**

26. Prior to the commencement of the development (including any demolition, excavations, tree removal, delivery of building/construction materials and/or temporary buildings), all council trees must have a Tree Protection Zone (TPZ) in accordance with AS4970 Protection of Trees on Development Sites to the satisfaction of the Merribek City Council. The TPZ must meet the following requirements:

## a) Tree Protection Fencing

Tree Protection Fencing (TPF) is to be provided to the extent of the TPZ, calculated as being a radius of 12 x Diameter at Breast Height (DBH – measured at 1.4 metres above ground level as defined by the Australian Standard AS 4970.2009). The TPF may be aligned with roadways, footpaths and boundary fences where they intersect the TPZ.

If works are shown on any endorsed plan of this permit within the confines of the calculated TPZ, then the TPF must be taken in to only the minimum amount necessary to allow the works to be completed.

The TPF must be erected to form a visual and physical barrier, be a minimum height of 1.5 metres above ground level and of mesh panels, chain mesh or similar material. A top line of high visibility plastic tape must be erected around the perimeter of the fence.

## b) Signage

Fixed signs are to be provided on all visible sides of the TPF clearly stating "Tree Protection Zone – No entry. No excavation or trenching. No storage of materials or waste.". The TPF signage must be complied with at all times.

## c) <u>Irrigation</u>

The area within the TPZ and TPF must be irrigated during the summer months with 1 litre of clean water for every 1cm of trunk girth measured at the soil/trunk interface on a weekly basis.

## d) Provision of Services

All services (including water, electricity, gas and telephone) must be installed underground, and located outside of any TPZ, wherever practically possible. If underground services are to be routed within an established TPZ, this must occur in accordance with Australian Standard AS4970.

### Gas

27. Any new apartment development allowed by this permit must not be connected to a reticulated gas service (within the meaning of clause 53.03 of the Merri-bek Planning Scheme). This condition continues to have force and effect after the development authorised by this permit has been completed.

### 3D model

28. Prior to the commencement of the development, a 3D digital model of the approved development which is compatible for use on Merri-bek City 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 Virtual Merri-bek. 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 Merri-bek City Council.

## **Engineering Matters**

- 29. Prior to any works outside the title boundary, engineering construction plans to implement the public works plan, showing cross-sections, longitudinal sections and levels, must be submitted to the Merri-bek City Council (Council's Engineering Services Unit) for approval and the works implemented in accordance with the approved Engineering plans and under the supervision of the Merri-bek City Council.
- 30. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance the road hump is to be relocated away from the vehicle crossing at the cost of the development.
- 31. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, a vehicle crossing must be constructed in every location shown on the endorsed plans to a standard satisfactory to the Merri-bek City Council (City Infrastructure Department).
- 32. 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 Merri-bek City Council (City Infrastructure Department).
- 33. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, access to the site, any vehicle crossover and any ancillary road and road drainage works must be constructed in accordance with any requirement of the Merri-bek City Council (City Infrastructure Department).
- 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. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, the car park entry gate and/or garage roller door(s) must be automatic and remote controlled.

- 36. 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).
- 37. 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 Merri-bek City Council. 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.
- 38. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, shields are to be placed on each street light that exists within 5 metres of a dwelling window, at the cost of the developer, 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 Merri-bek City Council.

## **Stormwater**

- 39. 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 Merri-bek City Council (Note: Please contact Merri-bek City Council, City Infrastructure Department).
- 40. 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 Merri-bek City Council.
- 41. Stormwater from the land must not be directed to the surface of the right-of-way to the satisfaction of the Merri-bek City Council.

## **Car Parking**

- 42. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, all car parking spaces must be allocated, including:
  - a) At least one car parking space to each retail tenancy;
  - b) Two of the electric vehicle charging stations to be located within common property.
- 43. The area set aside for the parking of vehicles and access lanes shown on the endorsed plan must, to the satisfaction of the Merri-bek City Council:
  - a) Be completed prior to issue of an Occupancy Permit or issue of a Statement of Compliance, whichever occurs first.
  - b) Be maintained.
  - c) Be properly formed to such levels that it can be used according to the endorsed plan.
  - d) Have the boundaries of all vehicle parking spaces clearly marked on the ground to accord with the endorsed plan.
  - e) Not be used for any other purpose other than the parking of vehicles, unless with the prior written consent of the Merri-bek City Council.
  - f) Be numbered to facilitate management of the car park.

## General

44. Prior to the issue of an Occupancy Permit or issue of a Statement of Compliance, whichever comes first, all boundary walls must be constructed, cleaned and finished to the satisfaction of the Merri-bek City Council.

- 45. Unless with the prior written consent of the Merri-bek City Council, any plumbing pipe, ducting and plant equipment must be concealed from external views. This does not include external guttering or associated rainwater down pipes.
- 46. The ground floor commercial windows must not be painted or blocked out in any way to the satisfaction of the Merri-bek City Council.
- 47. All lighting of external areas must be designed not to emit direct light onto adjoining property to the satisfaction of the Merri-bek City Council.

## **Permit Expiry**

- 48. This permit will expire if one of the following circumstances applies:
  - 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.

## **REPORT**

## 1. Background

## Subject site

The site combines 251-265 Lygon Street and 1A Pitt Street, Brunswick. The frontage to Lygon Street is 53.15 metres and 52.20 metres to Evans Street and the total combined site area is 2,476 square metres.

251- 265 Lygon Street is currently occupied by three attached double storey buildings with frontages to Lygon Street to the east and Evans Street to the north and a car park at the rear. 1A Pitt Street is occupied by a single storey building which is accessed from Pitt Street via the laneway.

There are no restrictive covenants indicated on the Certificate of Title. A 3.65 metre wide laneway (carriageway easement) accessed from Pitt Street crosses part of the site.

## **Surrounds**

The site and surrounding area forms part of a strip shopping centre that is currently undergoing substantial change given its designation as part of the Brunswick Activity Centre. Broadly, building heights range between 1 and 8 storeys along the Lygon Street corridor, whereas to the west the scale is of modest 1 and 2 storey residential properties. The immediate context includes:

- To the north of the site is a 5 storey mixed use building (267 Lygon Street).
- Abutting the site to the west is vacant land (126 Evans Street) and a single storey building used for a dance studio (3 Pitt Street).
- Directly opposite the site are two eight storey mixed used buildings.
- To the south of the site are commercial uses including live music (Noisy Ritual) and a plant nursery.

A location and zoning plan forms Attachment 1.

## The proposal

The proposal is for an eight and five storey building, summarised as follows:

- A maximum building height of 27.48 metres (excluding service equipment)
- 109 dwellings comprising:
  - 48 x 1-bedroom, 52 x 2-bedroom and 6 x 3-bedroom apartments
  - 1 x 3-bedroom and 2 x 4-bedroom townhouses
- Four retail tenancies totalling 1130.3 square metres
- Provision of 103 car spaces within two levels of basement
- Provision of 146 bicycle parking spaces
- Vehicle access via Evans Street and bicycle access via the laneway from Pitt Street
- A 'Build-to Rent' development model which includes an affordable housing offering comprising a discounted rent at 25 per cent of the market rent (meaning the rent price set by the building operator) for 25 per cent of the dwellings for a 15 year period.

The development plans form Attachment 2.

## **Planning Permit and site history**

Planning application MPS/2022/4 sought approval for the construction of an eight and five storey mixed use building above two levels of basement, and a reduction in the car parking requirements. On the understanding that Council officers were not supportive of the proposal, the permit applicant lodged an application for review with the Victorian Civil and Administrative Tribunal (VCAT) (ref. P760/2022).

The application was reported to the Planning and Related Matters Meeting in August 2022 where it was resolved that Council's submission to VCAT be that no planning permit should be issued for the proposal subject to grounds related to:

- The impact of building height and minimal upper level setbacks on the public realm
   particularly regarding visual bulk and overshadowing of key pedestrian streets.
- Poor internal amenity.
- Impacts on equitable development opportunities.
- Inadequate loading/unloading facilities.

Prior to the VCAT hearing, the plans were formally amended to reduce the building height from a part 5, part 8 storey building to a part 4, part 7 storey building (among various other changes). It was determined that these changes did not adequately address all the refusal grounds summarised above. Council therefore remained unsupportive.

VCAT directed the issue of a planning permit in December 2022. It is noted the permit that ultimately issued, improved the development lodged with Council through a lower overall height and a more recessive upper level through conditions that increased setbacks.

For the purposes of this report, the following terms are used:

- Original application refers to the application that was reported to the Planning and Related Matters Meeting in August 2022.
- VCAT application refers to the proposal approved by VCAT in December 2022.
- *Current application* refers to the current proposal submitted to the Minister for Planning in 2024.

## **Application Process and Responsible Authority**

This application has been lodged with the Minister for Planning 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.

## Statutory Controls – why is a planning permit required?

Control	Permit Requirement
Commercial 1 Zone	Clause 34.01-4: A permit is required to construct a building or construct or carry out works.  Clause 34.01-1: A permit is required to use land for dwellings as the Evans Street residential frontage exceeds 2 metres in width.  Retail Premises do not require a permit for the use.
Design and Development Overlay – DDO19	Clause 43.02-2: A permit is required to construct a building or construct or carry out works
Particular Provisions	Clause 52.06-3: A permit is required for a reduction in the standard car parking requirements from 157 spaces to 103 spaces

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

- Clause 45.06: Development Contributions Plan Overlay. The Development Contributions Plan has expired and is therefore not relevant to applications determined on or after 1 July 2023.
- Clause 45.09: Parking Overlay
- Clause 52.34: Bicycle Facilities
- Clause 53.06: Live Music Entertainment Venues
- Clause 53.23: Significant Residential Development with Affordable Housing
- Clause 58: Apartment Developments.

## 2. Internal/External Consultation

## **Public notification**

On 3 October 2024, DTP notified Council of the application under Section 52(1) of the *Planning and Environment Act 1987.* While Council and any other person may lodge an objection to this planning permit application, the Minister for Planning introduced Clause 53.23-5 to all Victorian Planning Schemes in September 2023. Clause 53.23-5 removes the normal rights of review to VCAT by Council and any other persons who may lodge an objection to the application.

The Minister for Planning is the Responsible Authority for determining the application, and for carrying out notification of the application under Section 52 of the *Planning and Environment Act 1987* (the Act). The public notice of this application commenced on 18 November 2024 and included public notices on the site and letters to nearby owners/occupiers. Notice was given to registered parties of the previous VCAT review. At the time of finalising this report, Council has been advised that 30 objections were lodged with Minister.

The process for considering objections, including the submission from Council and deciding the application, can include the following:

- A decision is made by officers at DTP under delegation from the Minister for Planning
- A decision is made by the Minister for Planning.
- The Minister for Planning appoints a Standing Advisory Committee (SAC) to consider the application and objections, including the submission from Council, before making a recommendation to the Minister for Planning.

Council's comments and position will assist the Minister for Planning in making a decision.

### Internal/external referrals

Referrals to external agencies will be carried out by the Minister for Planning as the Responsible Authority.

The proposal was referred to the following internal business units:

Internal Branch/Business Unit	Comments
Urban Design Unit	<ul> <li>Does not support the proposal.</li> <li>The additional height results in poor overall building proportions.</li> <li>Dark applied finish to northern walls results in poorly lit balconies.</li> <li>The retail façade lacks finer design detailing</li> <li>Some proposed materials are poor quality.</li> <li>These are considered further in Section 4 of this report.</li> </ul>
Transport - Development Engineering	Supports the proposal, subject to conditions related to additional visitor bike parking, waste management, public works and vehicle access/circulation.  These are considered further in Section 4 of this report.
Sustainable Built Environment - ESD Team	Supports the proposal subject to modifications. Recommended changes could be addressed by conditions were a permit to issue.
Open Space Design and Development Unit	Supports the proposal subject to modifications. Recommended changes could be addressed by conditions were a permit to issue.
Principle Advisor, Social and Affordable Housing	Generally supports the proposal subject to a condition to increase the discounted rent to 35 per cent to benefit low income households. Questioned whether there is any provision for families given the low proportion of 3 and 4 bedroom dwellings. This is discussed further in Section 4 of this report.
Drainage Engineer	Raised concerns that in an extreme storm event, there may be flooding through the site. Conditions are included in the recommendation, to ensure the floor levels are raised to reduce this flooding risk.

# 3. Policy Implications

### **Planning Policy Framework (PPF):**

The following policies are of most relevance to this application:

• Municipal Planning Strategy (Clause 2), including:

- Vision (Clause 2.02)
- Settlement (Clause 2.03-1)
- Environmental and Landscape Values (Clause 2.03-2)
- Environmental Risks and Amenity (Clause 2.03-3)
- Built Environment and Heritage (Clause 2.03-4)
- Housing (Clause 2.03-5)
- Economic Development (Clause 2.03-6)
- Transport (Clause 2.03-7)
- Infrastructure (Clause 2.03-8)
- 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)
  - Entertainment Venues and Licensed Premises (Clause 13.07-1L)
  - Live music (Clause 13.07-3S)
- Built Environment (Clause 15.01), including:
  - Urban Design (Clause 15.01-1S, 15.01-1R and 15.01-1L)
  - Vehicle Access Design in Merri-bek (Clause 15.01-1L)
  - Building Design (Clause 15.01-2S and 15.01-2L)
  - Apartment developments in Merri-bek (Clause 15.01-2L)
  - Healthy Neighbourhoods (Clause 15.01-4S and 15.01-4R)
  - 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 and 16.01-2L)
- Economic Development (Clause 17), including:
  - Diversified economy (Clause 17.01-1S and 17.01-1R)
  - Employment Areas (Clause 17.01-1L)
  - Business (Clause 17.02-1S)
- Transport (Clause 18), including:
  - Sustainable Personal Transport (Clause 18.02-1S and 18.08-1R)
  - Sustainable Transport in Merri-bek (Clause 18.02-1L)
  - Car parking (Clause 18.02-4S and 18.02-4L)

### **Building Regulations**

Flood mapping has been undertaken by Council and the land has been designated as liable to flooding pursuant to regulation 5(2) of the Building Regulations 2018. Whilst not currently identified in the Merri-bek Planning Scheme this flood mapping has a declaration under the Building Regulations. Council's drainage engineer suggested conditions to reduce flooding risk which are included in the recommendation.

### **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 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. 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, the merits of the application.

The assessment gives weight to the previous VCAT determination, as the planning policies and the surrounding context have not changed. Relevantly other than an increase in height and change in materials the proposed buildings are similar to what was considered by VCAT.

### Does the proposal have strategic policy support?

Planning policies support increased residential densities and a mix of retail/commercial uses in locations that can take advantage of excellent access to public transport and other services within Activity Centres. Whilst the site provides a suitable location for midrise building heights, this proposal fails to provide an acceptable built form which responds appropriately to the objectives of the Design and Development Overlay Schedule 19 (DDO19).

The appropriate overall height for this site, was rigorously tested at VCAT through expert Urban Design evidence, resulting in a permit allowing 7 storeys. This application goes beyond what was deemed as an acceptable overall height by VCAT. The community benefit of affordable housing does not outweigh the detriment the overall height will have on the street or the amenity of nearby neighbours.

### Does the proposal meet the design objectives of the DDO19?

Preferred built form outcomes for the site and surrounds are guided by Schedule 19 of the Design and Development Overlay (DDO19). Building heights, street wall heights and upper level setbacks are the key components of the DDO. The following table provides a summary of these controls, all of which are discretionary:

Component	DDO requirement	VCAT approval (MPS/2022/4)	Current proposal (PPE/2024/362)
Street wall height	11-14 metres (Lygon Street and Evans Street)	14.88-15.63 metres	14.88-15.63 metres
Upper level setback	3-5 metres	<ul> <li>4.5 metres (western and eastern interfaces)</li> <li>3 metres (northern and southern interfaces)</li> </ul>	<ul> <li>4.5 metres (western and eastern interfaces)</li> <li>3 metres (northern and southern interfaces)</li> </ul>
Maximum Building height	17 metres	<ul><li>25.1 metres (to roof parapet)</li><li>7 storeys</li></ul>	<ul><li>27.2 metres (to roof parapet)</li><li>8 storeys</li></ul>

The proposed street wall height and upper level setbacks are the same as the VCAT approval. The key difference between the two applications is the maximum building height – both of which exceed the preferred height by a significant margin. VCAT determined that a 7 storey building was appropriate for this site noting its context, large site area, corner location and the overall objective of DDO19 to create a mid-rise built form corridor for Lygon Street. However, VCAT agreed with Council that the upper level setbacks were inadequate and needed to be increased to ensure upper levels are more clearly defined and visually recessive. They therefore required an increase in the Lygon Street (east) upper level setback to 4.5 metres and the southern upper level setback to 3 metres.

While an increase in the upper level setbacks is generally supported, it is the relationship of these components with the increase in maximum building height to 8 storeys that does not strike an acceptable balance between increasing density at this site and addressing the objectives of DDO19. For clarity, it is the additional podium level that is causing harm (Level's 4, 5 and 6). Level 7 is the uppermost level which is visually recessive and therefore less harmful on the public realm. Concerns are summarised as follows:

- The proposal fails to provide an appropriate built form transition between the Lygon Activity Corridor and adjoining low-rise residential areas to the west. The land abutting the site to the west has a preferred maximum height of 11 metres where it fronts Evans Street and 14 metres where it fronts Pitt Street. The residentially zoned land located approximately 30 metres further west of the site has a maximum height limit of 9 metres. The proposed building represents a significant height difference that fails to transition to this more sensitive context.
- The site is not designated as a key redevelopment site, therefore the major exceedance of the height control is inappropriate.
- The street wall fails to remain the visually dominant element in Lygon Street and the levels above the street wall are not visually recessive. This is due to the four storeys proposed at upper levels and the proposed upper level setback resulting in highly visible upper elements.

These failings of the proposal can be addressed by conditions in the recommendation that delete one level to align with the VCAT determination that represents an acceptable response to the objectives of DDO19. This view was shared by Council's Urban Design Unit who noted that the 4 storey upper form above the street wall results in poor overall building proportions.

### Does the proposal provide for adequate activation and pedestrian amenity?

The VCAT application included commercial tenancies to Lygon Street and Evans Street. A key change to the current application is the reduction of commercial space fronting Evans Street and replacement with three additional apartments. Notably, the northern commercial tenancy occupies the north-eastern portion of the ground floor thereby activating both street frontages at the corner. The ground floor apartments then provide a transition to the residential context west along Evans Street. These apartments have terraces, front doors and habitable windows addressing Evans Street. This is an acceptable change.

Whilst no direct metric is provided, an objective of DDO19 is to maintain solar access to key pedestrian streets (Lygon Street). Through the original application, Council raised concern that the western footpath of Lygon Street is affected by shadow at 1pm, 2pm and 3pm whilst the eastern footpath is in complete shadow at 3pm. VCAT deemed that the proposal is acceptable noting that:

The proposal maintains solar access to the eastern (opposite) footpath of Lygon Street until after 2pm on 22 September. In the absence of any specific guidance on the issue, we consider this is an acceptable and balanced outcome.

While taller, the current application has similar outcomes with the overshadowing of eastern and western footpaths as demonstrated by the shadow modelling. Given the Planning Scheme provisions have not changed since the VCAT finding, it is therefore accepted that solar access to Lygon Street is within acceptable limits.

However, the proposal fails to provide adequate pedestrian amenity due to the excessive height. The proportions of the development would enclose the public space within Lygon Street and Evans Street, failing to provide the appropriate balance of open space to building form sought by Council's Urban Design in Merri-bek Policy.

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

### Overshadowing

The DDO19 design objectives and design guidelines seek to maintain the amenity of residential properties outside of the Activity Centre. The VCAT application overshadowed adjoining properties to the west and south which includes land that is zoned commercial and mixed use. This was deemed acceptable by Council. Due to the increase in height, the current application results in slight increases to overshadowing however is still an acceptable response given that the shadowing impact at the equinox does not extend beyond the boundaries of the Activity Centre.

# Does the proposal provide adequate internal amenity, onsite amenity and equitable development opportunities?

The proposal demonstrates high level of compliance with Clause 58 (Apartment Developments) ensuring a quality living environment for future residents.

The 4.5 metre west side setback at Levels 5-7 comply with the boundary setbacks sought by Council's local apartments policy for bedrooms but fall short of the 9 metre requirement sought for living areas and main balcony outlooks. Council had previously raised concern with this non-compliance however they were determined as acceptable upon review before the VCAT in this instance.

With respect to building separation, the two buildings are sited appropriately. There is a minor non-compliance between the living room window of Apt 414 and the bedroom window of Apt 408 at level 4. The variation is limited to 1.25 metres which is acceptable as the affected apartments have a dual outlook.

### Building design, materials and finishes

The material selection appears to have been 'value managed', when compared to the higher quality material presented in the VCAT application. The VCAT application included oxide concrete as one of the core materials which is visually interesting and high quality. Oxide concrete includes a colouring agent that is added during the batching process to give it its coloured appearance. The current application has amended this to be concrete with an 'applied finish' (i.e. painted concrete). This is a lesser quality response that is at risk of ageing poorly (e.g. peeling and fading). Other changes include the use of 'dark applied finish' on ground floor northern apartment walls, Lygon Street retail façade losing some of its finer detailing, removal of breezeblocks and changes to the metal cladding, all resulting in a poorer presentation. The recommended conditions include changes to the material palette which, at a minimum, should include reintroduction of oxide concrete.

### Is the social and affordable housing proposal appropriate?

An Affordable Housing Report has been submitted which provides a description of the project, relevant statistics on housing need and the affordability of housing in the local area. The affordable housing offer under a Build-to-Rent model provides a discounted rent at 25 per cent of the market rent (meaning the rent price set by the building operator) for 25 per cent of the dwellings for a 15 year period. This was reviewed by Council's Principal Advisor, Social and Affordable Housing, who generally supports its findings however notes that only households in the moderate income range would benefit. The recommended conditions require an improved subsidy of at least a 35 per cent discount is provided as this would benefit low income renters who have a much higher level of need in Merri-bek. It is also not clear from the material whether there will be any affordable provision for family households.

The provision of affordable housing as per the recommended conditions would result in a net community benefit based on a 7 storey building. For clarity, it is not considered that the proposed offer, or the offer achieved via recommended conditions, justify an 8 storey building.

### Has adequate car and bicycle parking been provided?

The table below outlines the car parking requirements of the Planning Scheme:

Use	Total spaces required	Total spaces provided	Reduction sought
109 dwellings including 48x1 bed, 52x2 bed, 7x3 bed and 2x4 bed	118	92	26
Retail: 1130.3sqm	39	11	28
Total	157	103	54

The VCAT approval includes a car parking reduction of 56 spaces. The current proposal seeks a reduction of 54 spaces thereby lessening the car parking demand of the development. While there is a reduced impact, the following assessment has been undertaken for the current application.

Council's car parking policy (Clause 18.02-4L) 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 within the Brunswick Activity Centre and has excellent access to public transport including tram routes and bus stops. There are also numerous car share vehicles nearby.

The development also provides 146 bicycle parking spaces which is well above the 39 spaces required by the Planning Scheme. However, one issue is the location of visitor bike parking. The proposal provides 13 visitor/customer bicycle spaces of which only 6 are easily accessible. The remaining spaces are within a secure room. The traffic report states that residents would accompany their visitors to the bike parking room. While this is accepted for any additional spaces provided above the minimum, at least 13 spaces should be readily accessible. This is sought to be provided by recommended conditions of permit.

Council's Development Engineers are satisfied that the car parking requirement can be reduced for this application.

### Are adequate loading/unloading facilities provided?

Clause 65.01 requires consideration of the adequacy of loading and unloading facilities. As an outcome of the Planning and Related Matters Council meeting consideration of the previous application, Council previously raised concern that loading/unloading was inadequate. VCAT did not share this view and pointed to the existing loading zones on Pitt Street as an adequate loading area for the site.

### How is waste managed?

A waste management plan (WMP) was submitted with the application. The following concerns are noted:

- Chutes have been proposed for residents on levels 1 to 7 for the garbage and recyclable waste streams. This is not acceptable because it discourages waste separation that the Victorian Government is attempting to achieve. Chutes cannot be used for food or glass waste, so there cannot be four chutes. It is therefore a better outcome to have no waste chutes.
- Waste generation rates have been calculated for the retail tenancies based on a Shop, Café and Restaurant land use. However, the WMP needs to assume that any retail floorspace will include food sales during the lifetime of the building.
- The layouts of waste rooms on Ground and Basement Level 1 have shown bins organised more than 1-deep. This is not acceptable, as it makes waste disposal difficult for less mobile residents (e.g. young, elderly and disabled).

These issues are sought to be addressed through recommended conditions.

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

ESD features of the development are considered to be adequate and include minimum average NatHERS rating of 7 stars, 21kW solar panels on roof and 66 per cent BESS score.

### Is the proposal accessible to people with limited mobility?

Council's Housing diversity in Merri-bek policy encourages the provision of housing that can be lived in by people with limited mobility (or easily adapted to be lived in). As 58 per cent of apartments meet the accessibility standard of the Apartment Development standards, the proposal exceeds the minimum 50 per cent requirement.

### Is the land potentially contaminated?

The site is potentially contaminated due to its former warehouse and manufacturing uses. Council previously established that permit conditions requiring a preliminary risk screen assessment are necessary to determine the need for an audit. VCAT supported this approach and included the relevant conditions in their decision. The same approach is recommended for the current proposal should a permit be issued.

### 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 for this submission to the Minister for Planning.

### 8. Conclusion

The proposal is seeking to *win back* yield through an additional level, which under a previous application was removed through the VCAT process. Broadly the affordable housing offer as submitted does not provide sufficient community benefit to offset the adverse impacts of the proposal that significantly offends the height guidance and Design Objectives of DDO19. In particular the upper levels fail to remain visually recessive thereby creating a sense of enclosure to Lygon Street and Evans Street. There is also concern that the materials are not durable and will age poorly. To achieve an acceptable outcome, conditions are needed that delete one level, improve the quality of the materials and improve the affordable housing contribution to cater for low income households. Therefore, on the balance of policies and controls within the Merri-bek Planning Scheme, it is recommended that Council advise the Minister for Planning of its support to the proposed development, subject to the conditions stated in the recommendation.

### Attachment/s

**1** Location and Zoning Plan D24/543280

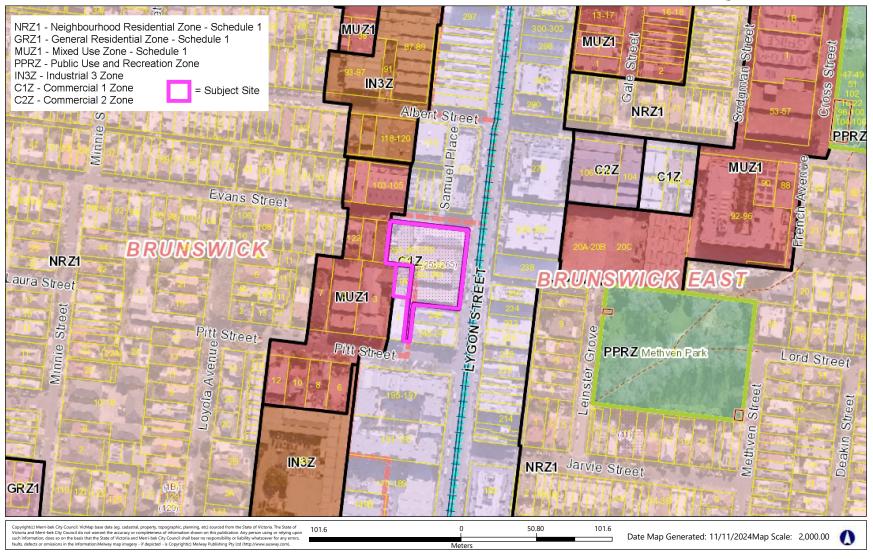
2 Development Plans D24/543300

Location and Zoning Plan Attachment 1

# 251-265 Lygon Street & 1A Pitt Street, Brunswick East

Location and Zoning Plan





# 21037 - BRUNSWICK EAST DEVELOPMENT

251-265 LYGON STREET & 1A PITT STREET BRUNSWICK EAST/BRUNSWICK VIC 3057/3056

> SUBJECT SITE: 251-265 LYGON STREET 8 1A PITT STREET



1 AERIAL PHOTOGRAPH



SUBJECT SITE:

251-265 LYGON STREET &

2 SITE MAP

### PROJECT DESIGN PILLARS



CELEBRATE SUSTAINABLE

CO-WORKING SPACE 8



HUMAN CONNECTION TO





INTEGRATED ARTWORK & LOCAL

SITE AREA (Excluding subtermean besement area)	2476 m²
SUBTERRAHEAN BASEMENT AREA	3960 m²
RETAIL AREA	1134 m²
TOTAL NUMBER OF DWELLINGS	109
3 BEDROOM APARTMENTS	6
2 BEDROOM APARTMENTS	52
1 BEDROOM APARTMENTS	48
4 BEDROOM TOWNHOUSE	2
3 BEDROOM TOWNHOUSE	1
TOTAL NUMBER OF CARPARKS	103
STANDARD CARPARK	102
ACCESSIBLE CARPARK	1 1
TOTAL NUMBER OF MOTORCYCLE PARKS	6
TOTAL NUMBER OF BICYCLE PARKING SPACES	146
VISITOR BICYCLE PARKING SPACES	6
RESIDENTIAL VISITOR BICYCLE PARKING SPACES	22
RESIDENTIAL BICYCLE PARKING SPACES	110

# SIGHT LINE DIAGRAMS

TP DRAWING LIST

DRAWING NAME

REVISION

NUMBER

LOCATION PLAN AND DRAWING LIST

NOTE
DO NOT SCALE FROM DRAWINGS.
USE FIGURED DIMENSIONS ONLY.
BUILDER MUST CHECK ALL
DIMENSIONS ON SITE. CONFIRM
WITH ARCHITECT FOR ANY
DISCREPANCIES.

REVISIONS FOR THIS ISSUE SHOWN CLOUDED. A 21/10/2024 RESPONSE TO REL

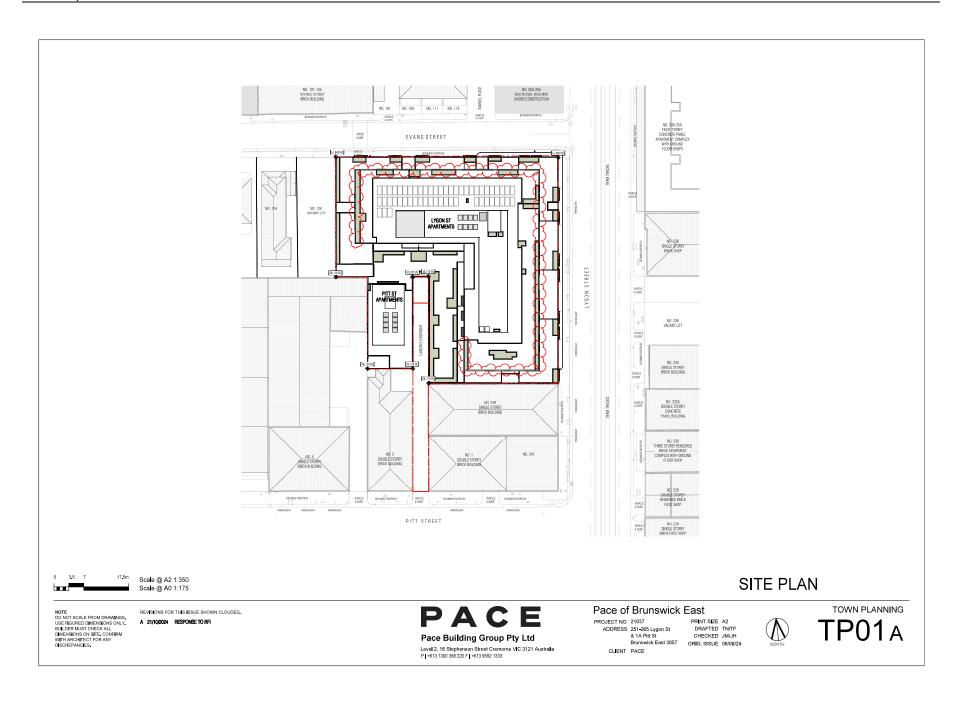
PACE Pace Building Group Pty Ltd Level 2, 16 Stephenson Street Cremorne VIC 3121 Australia P | +613 1300 368 220 F | +613 9592 1333

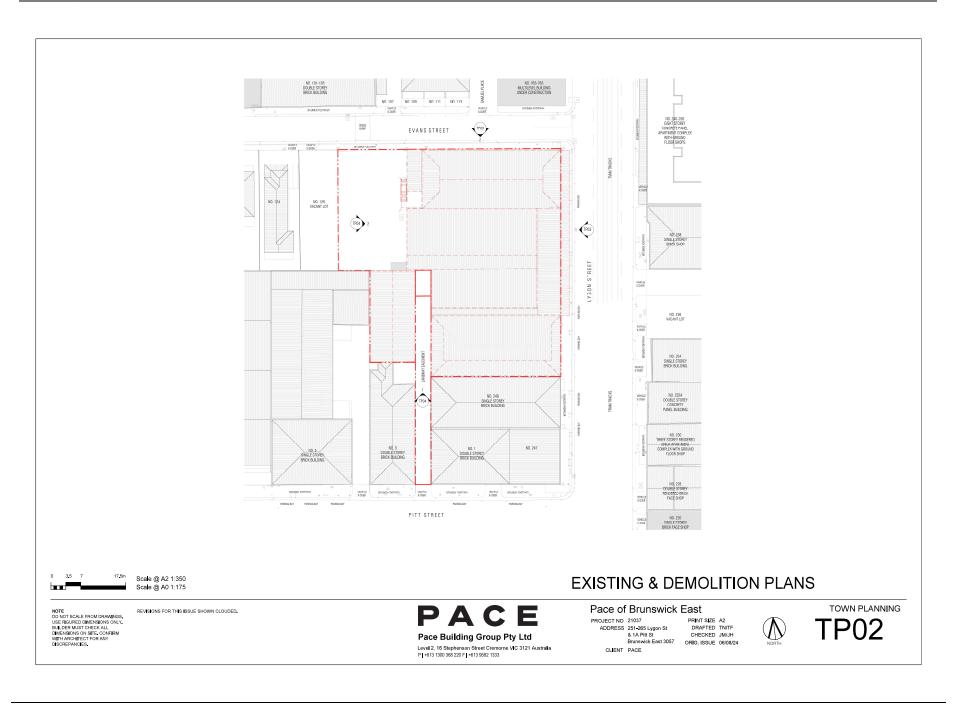
### Pace of Brunswick East

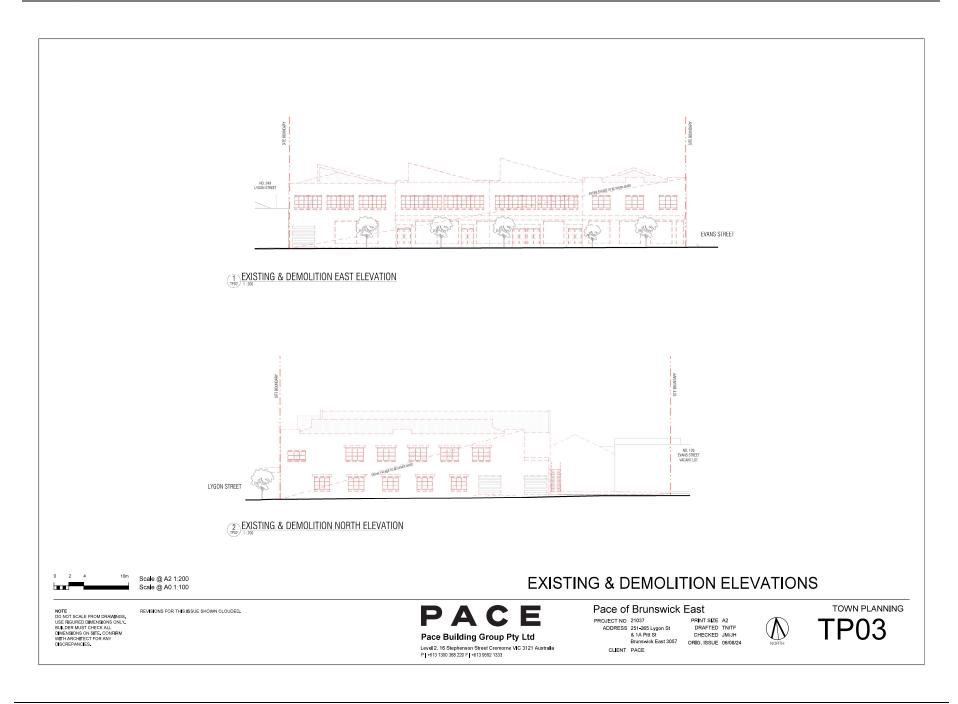
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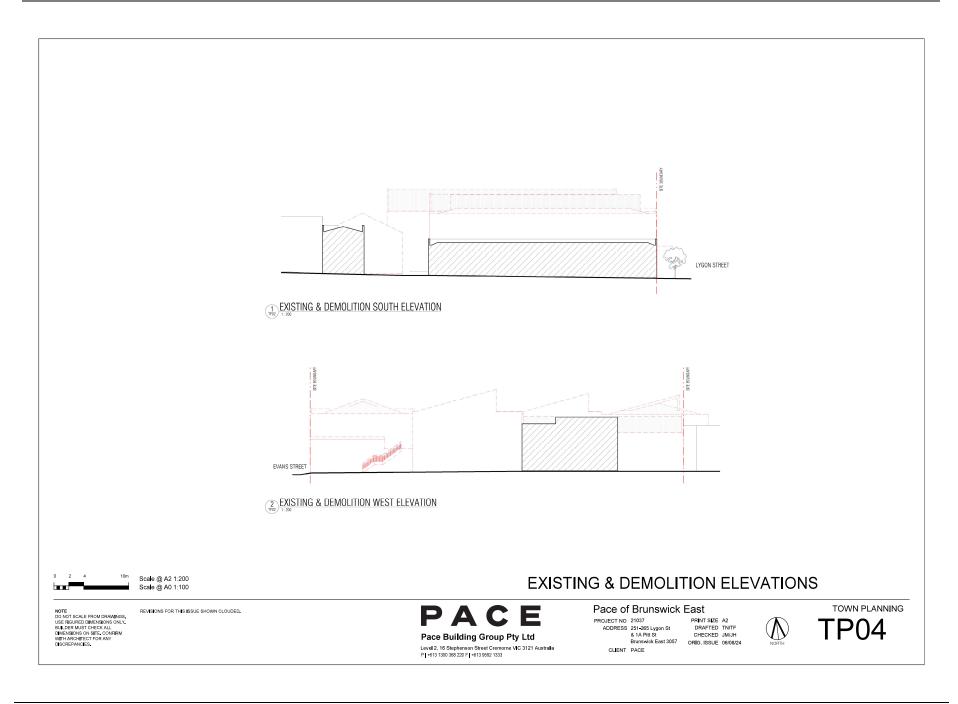
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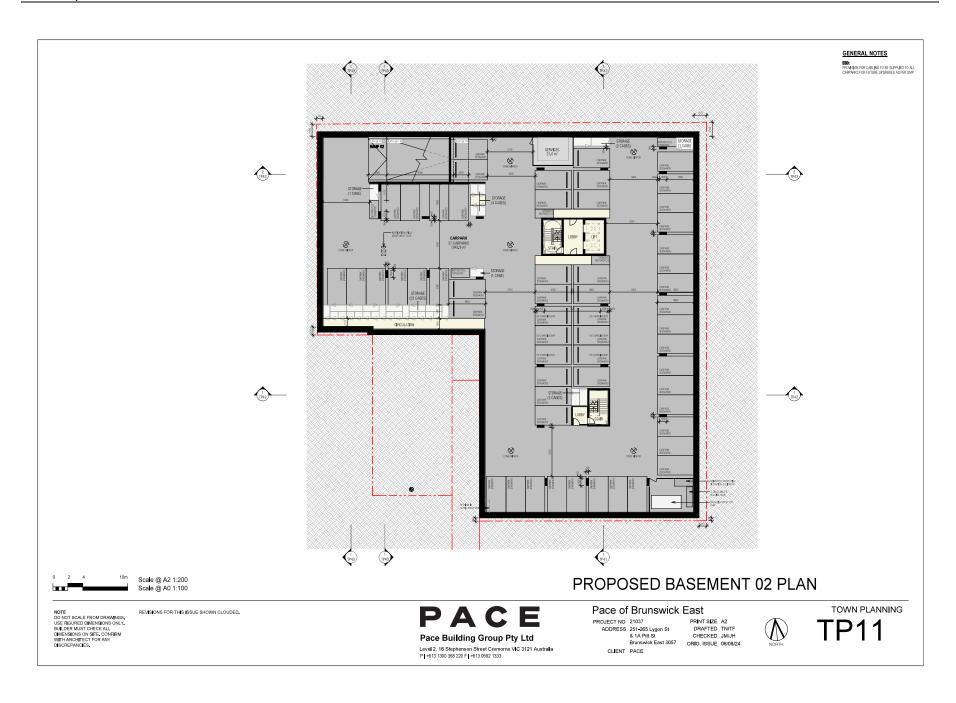
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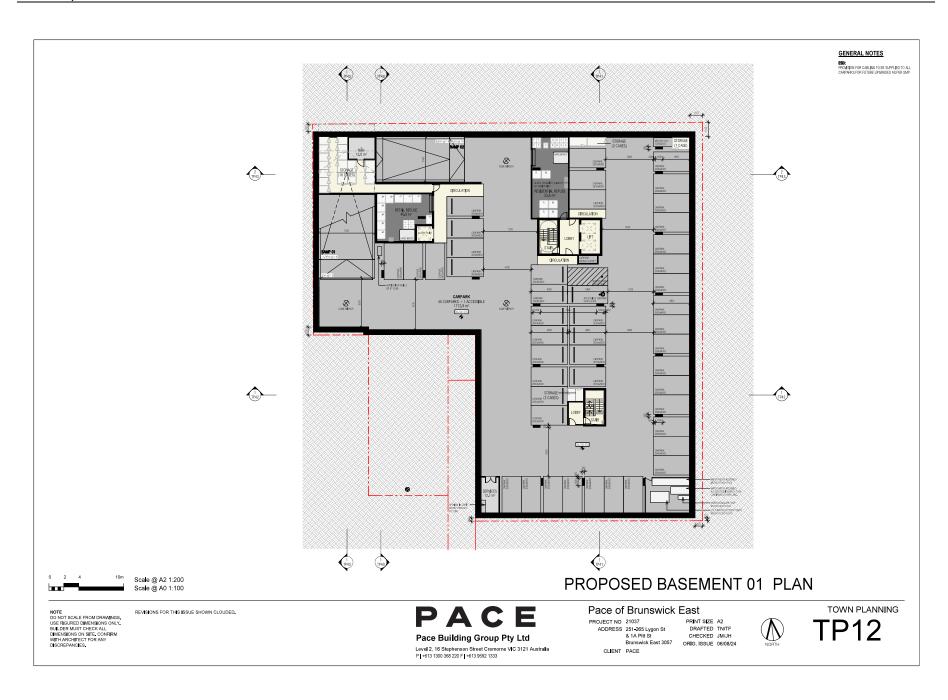


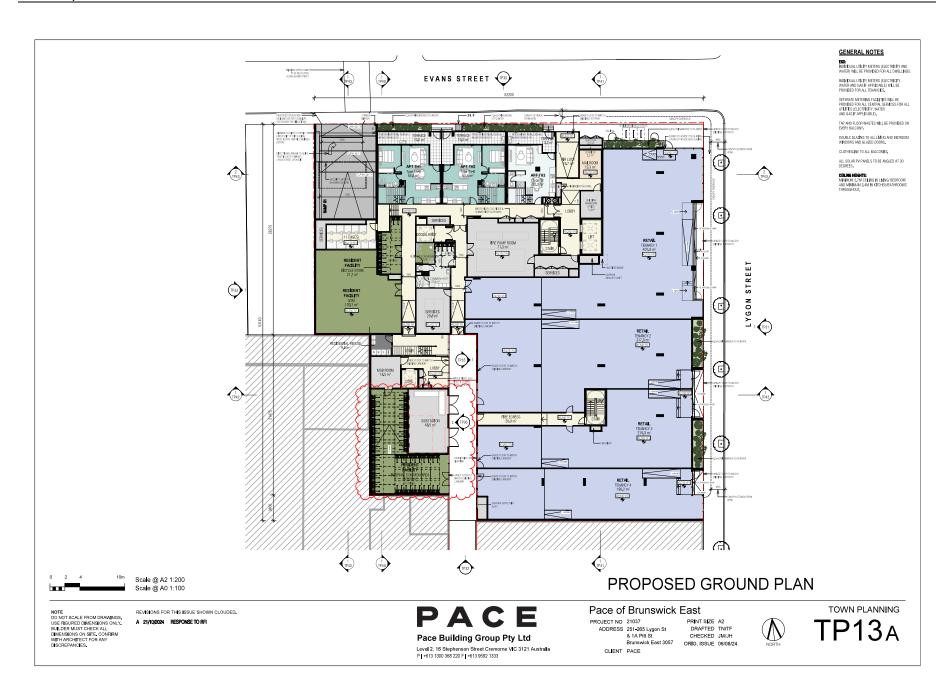


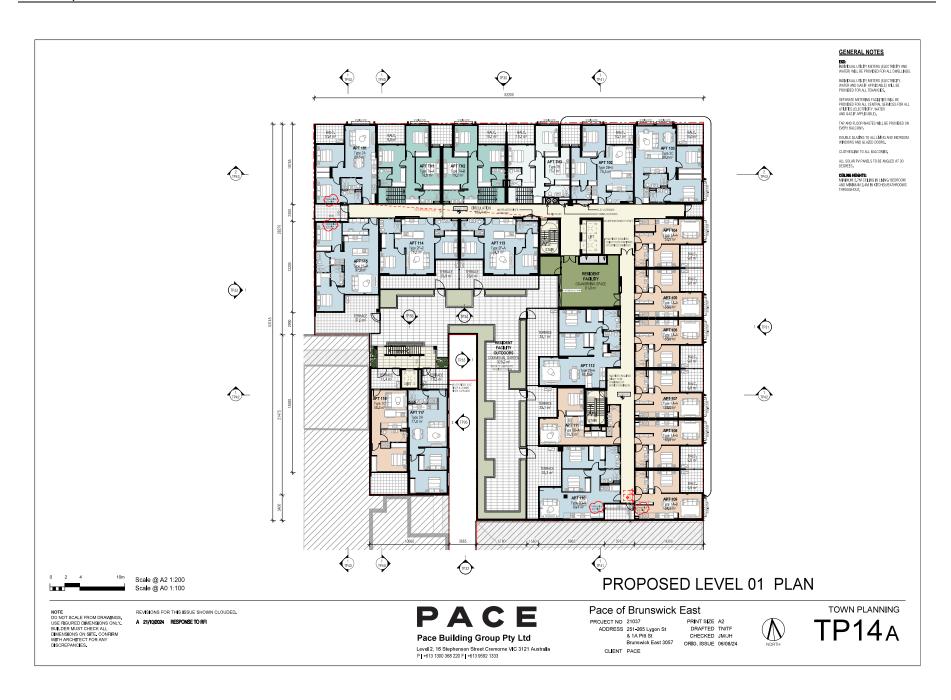


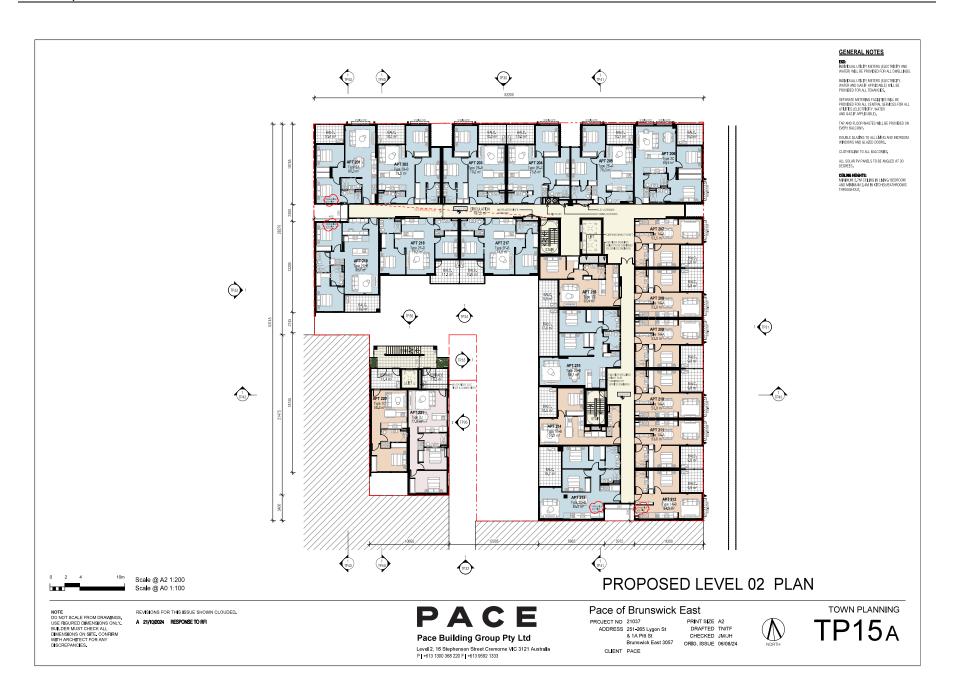


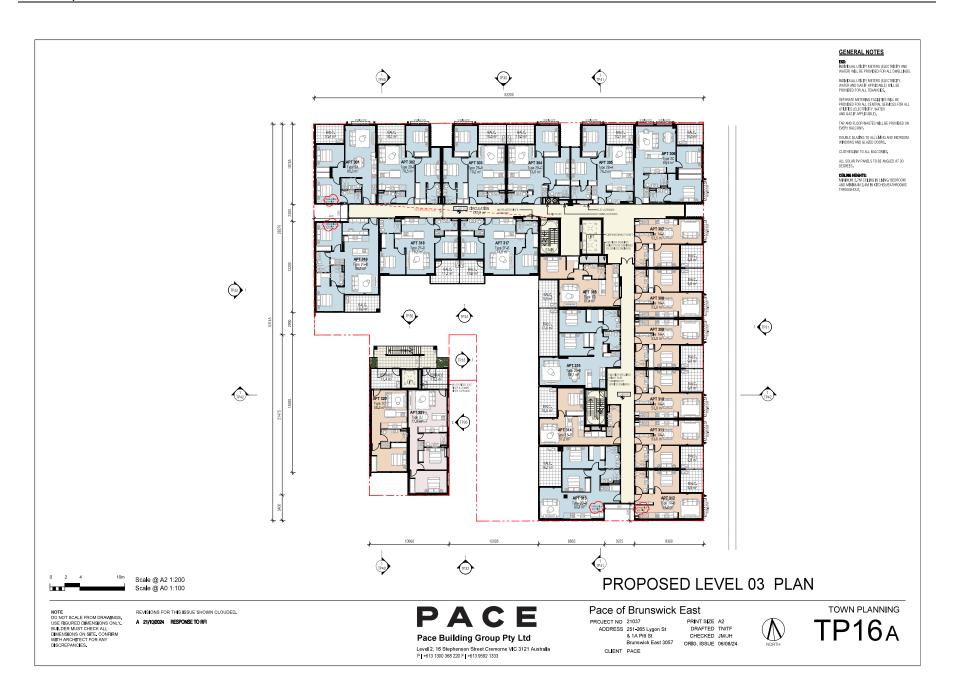


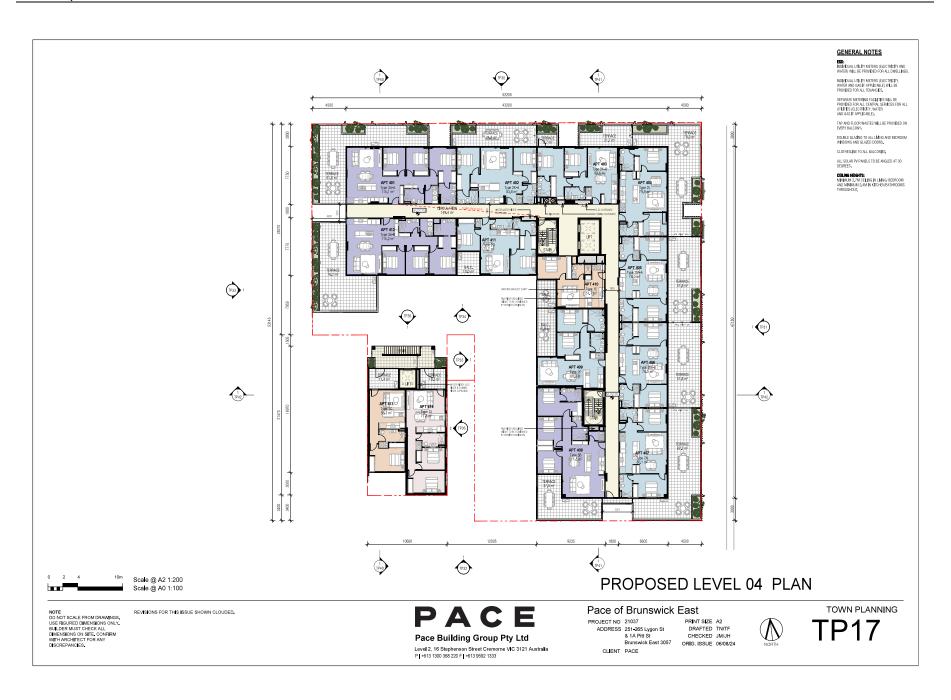


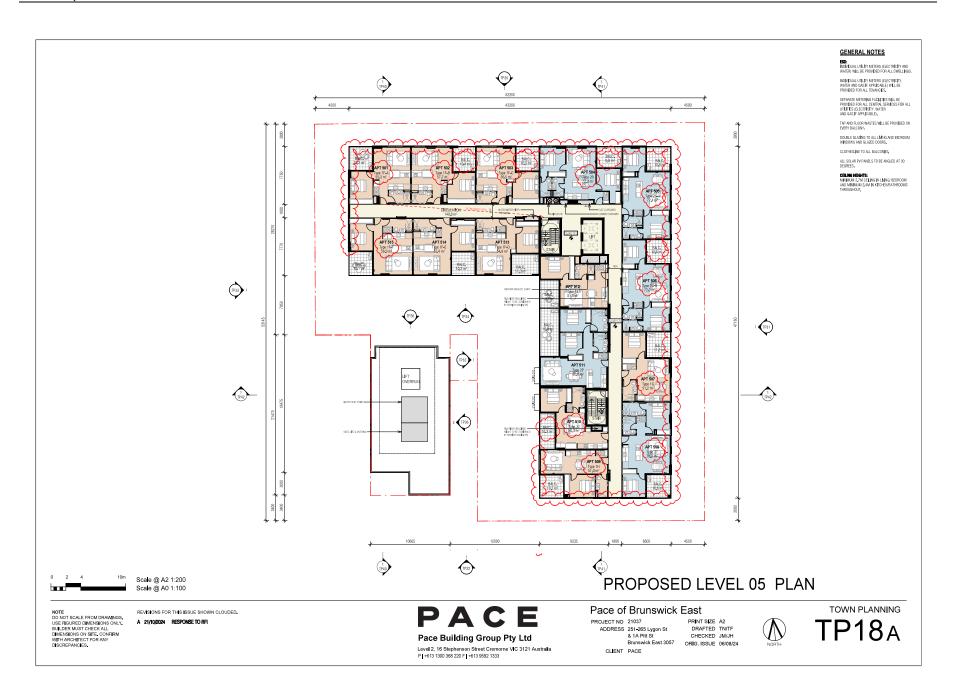


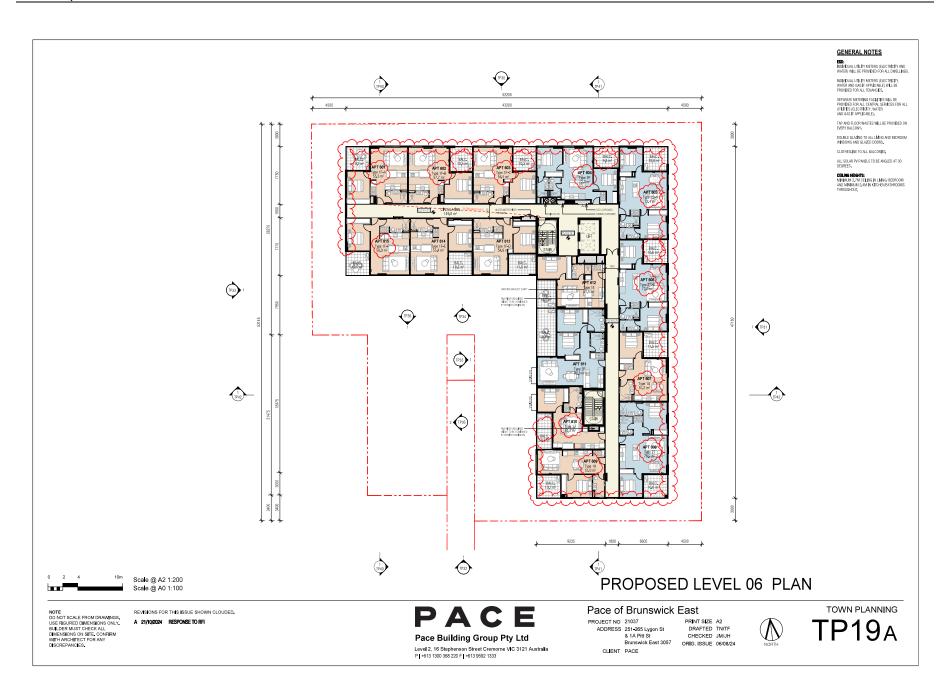


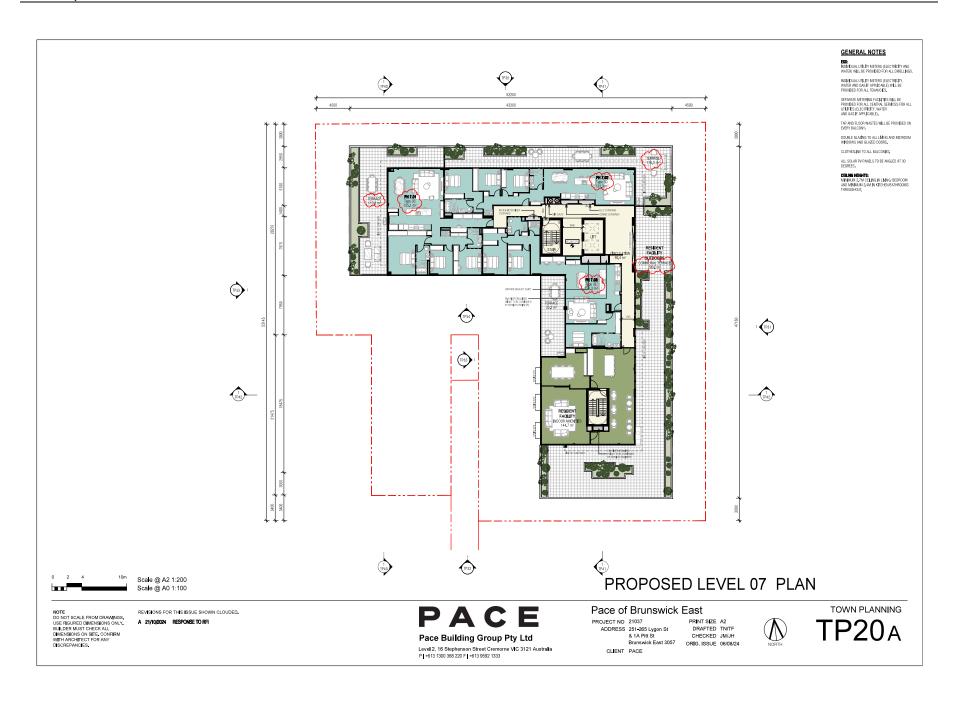


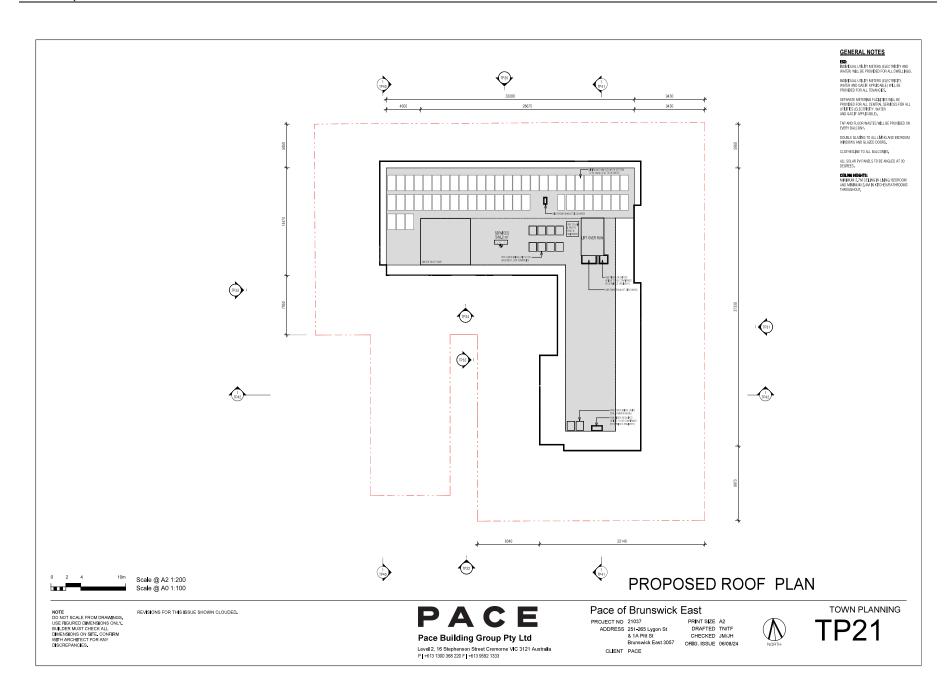


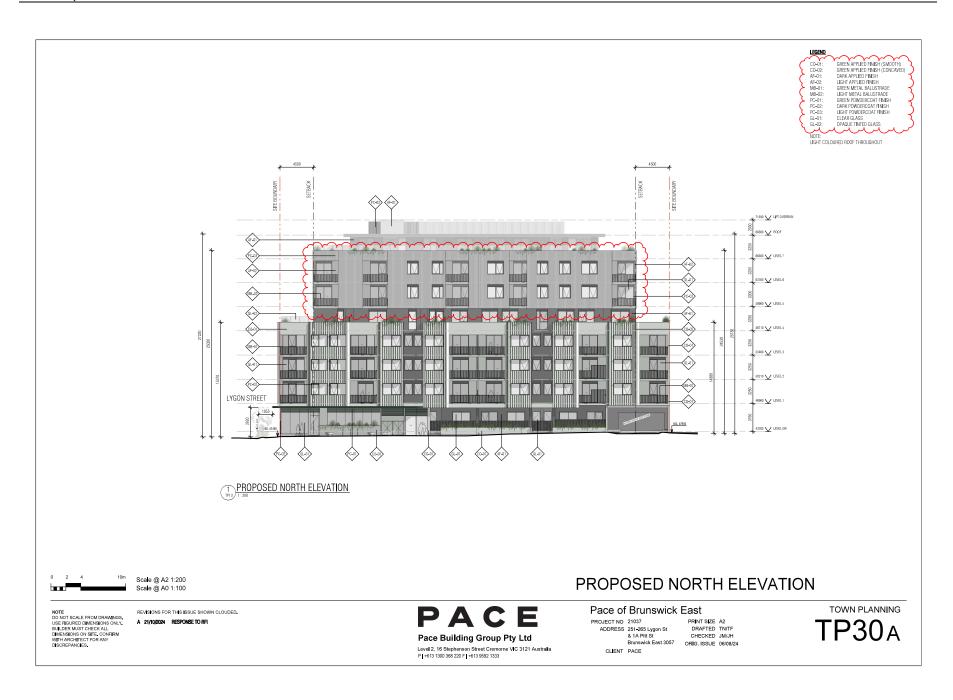


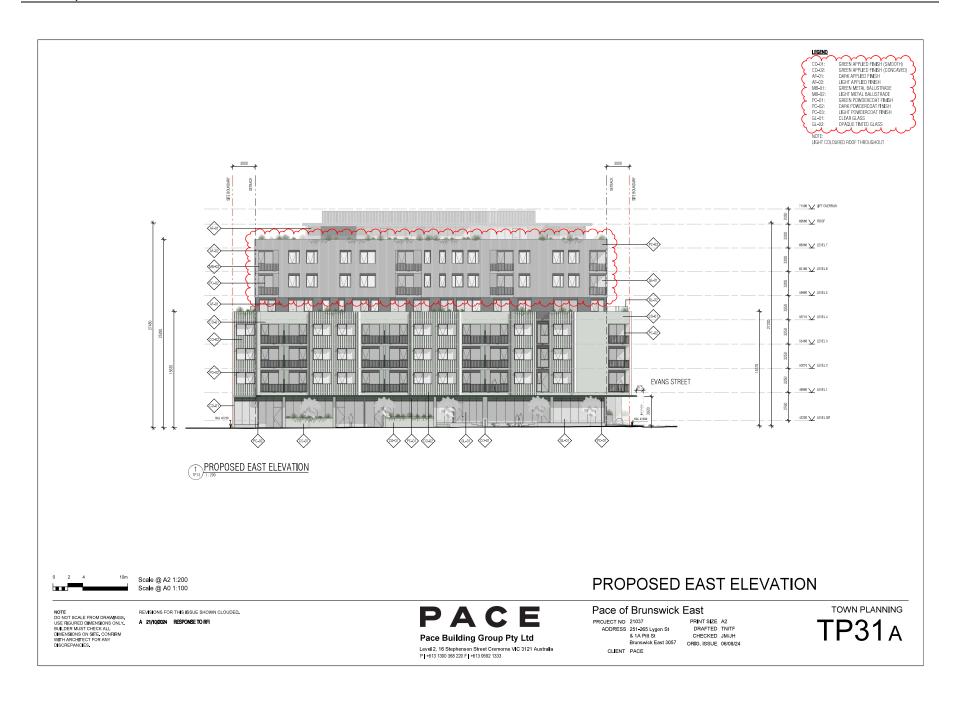


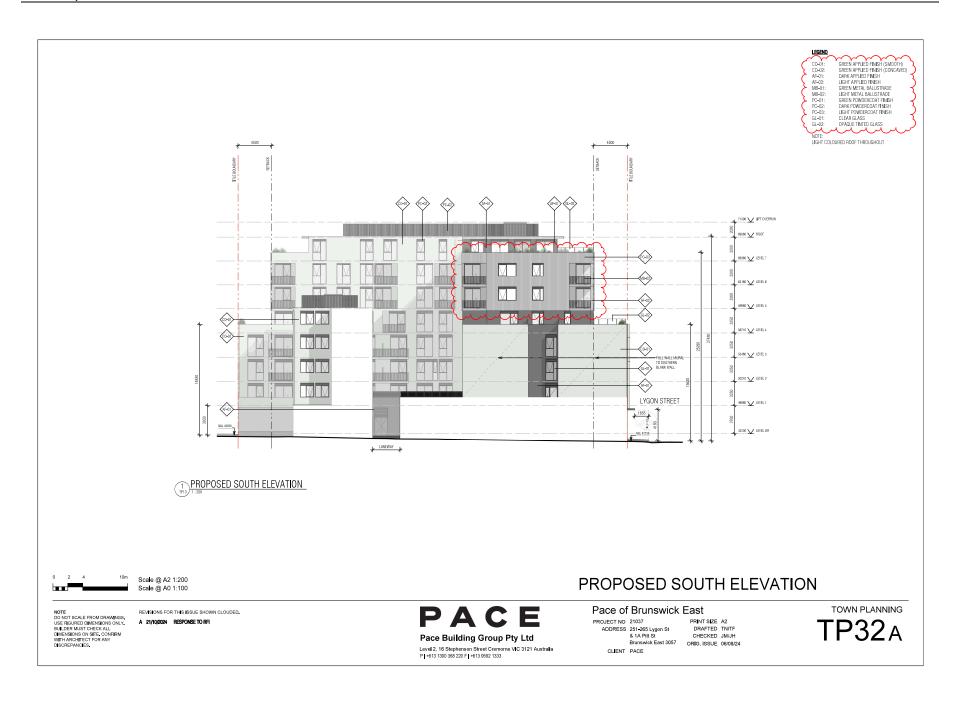


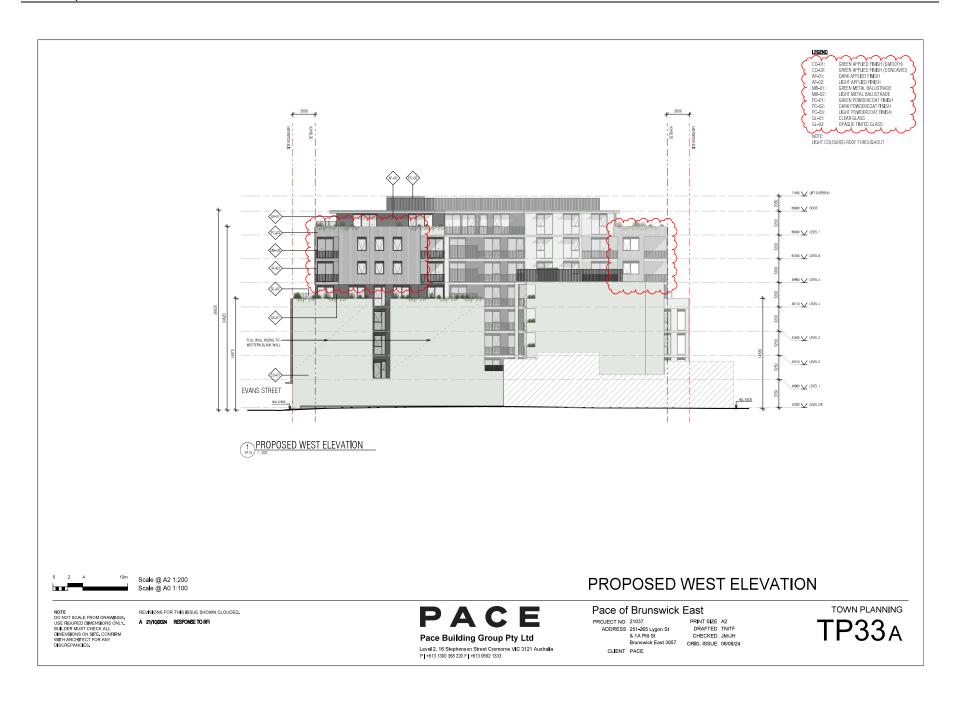


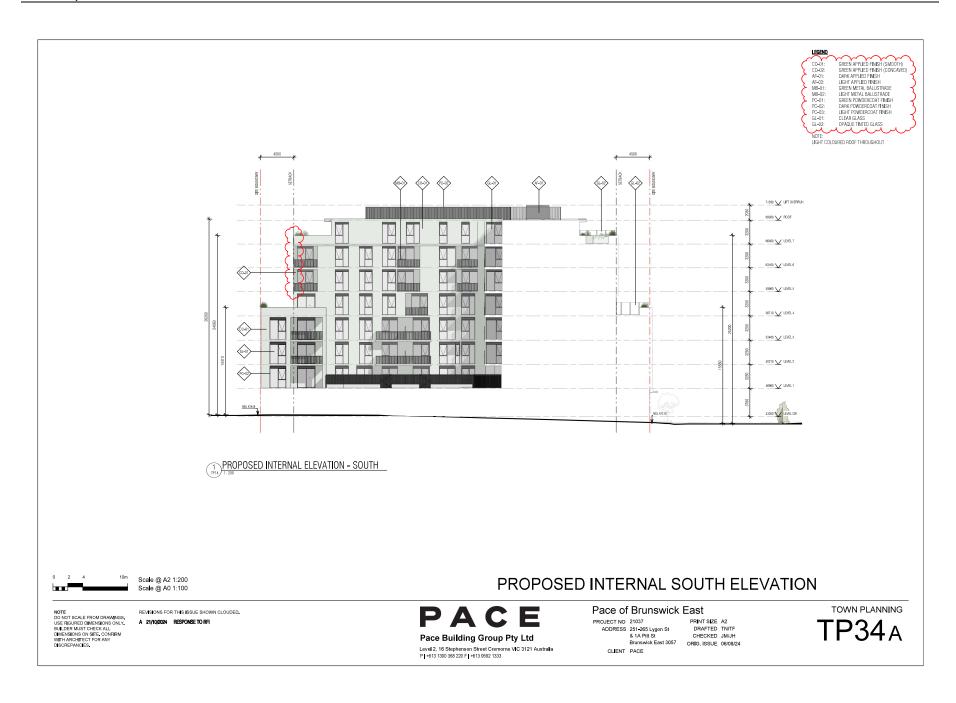


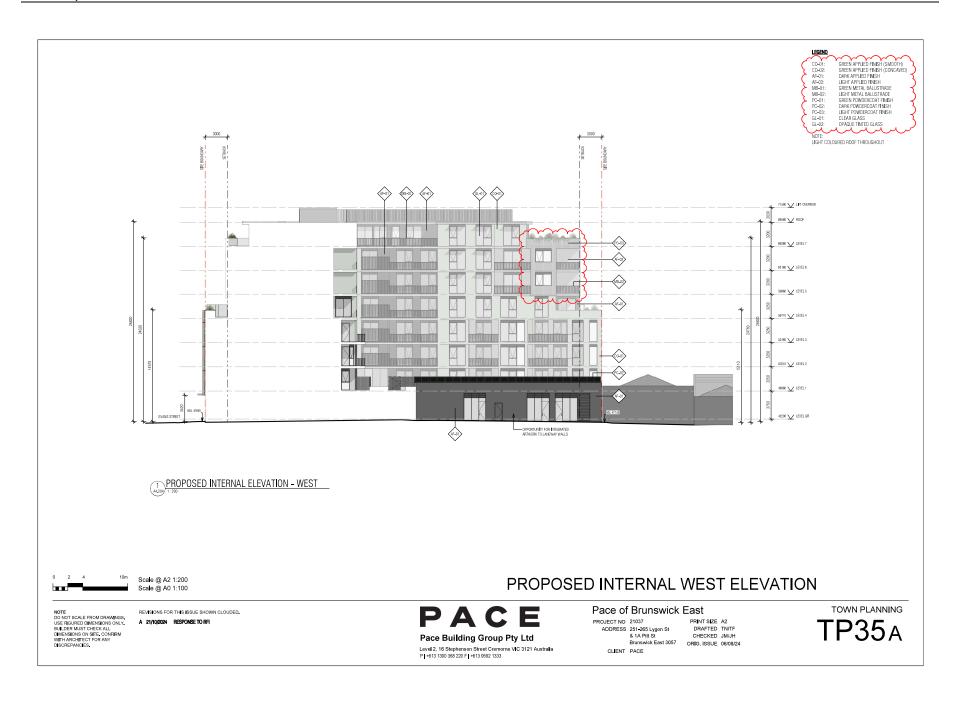


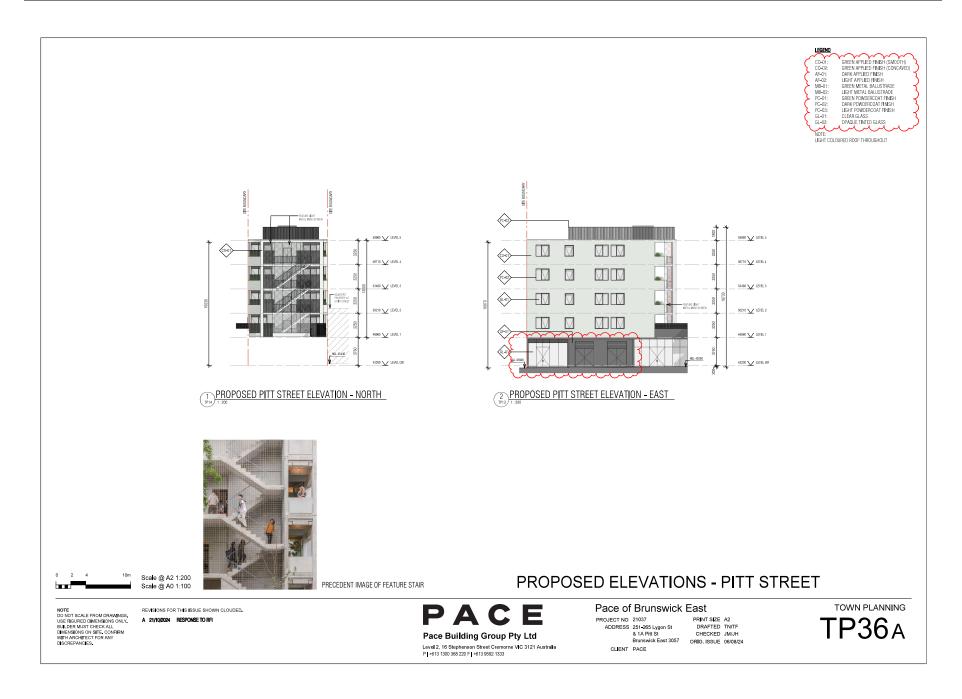


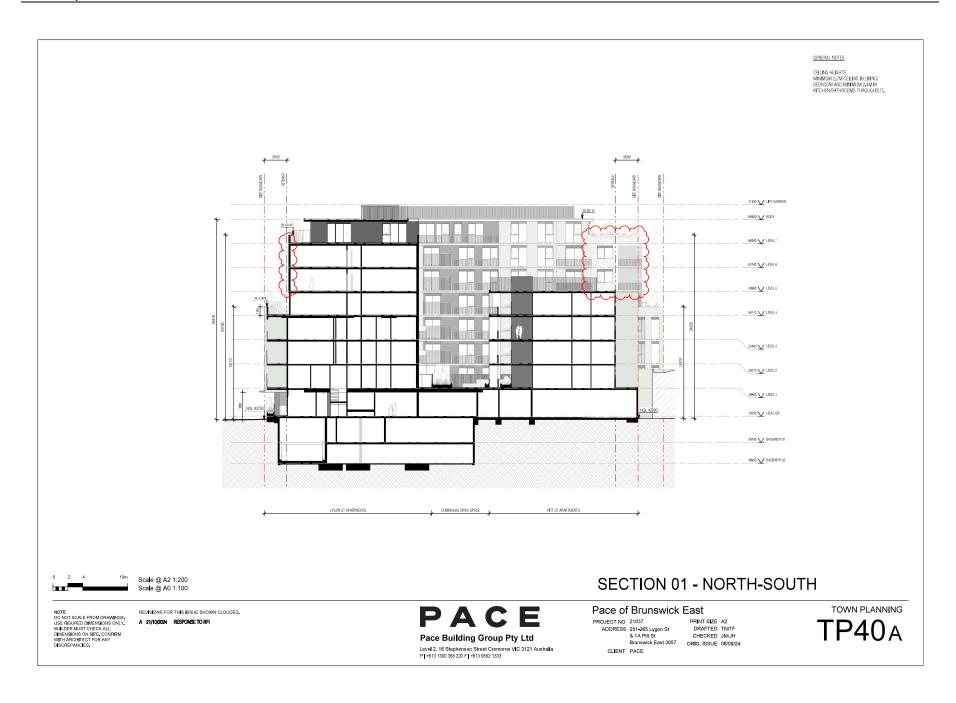


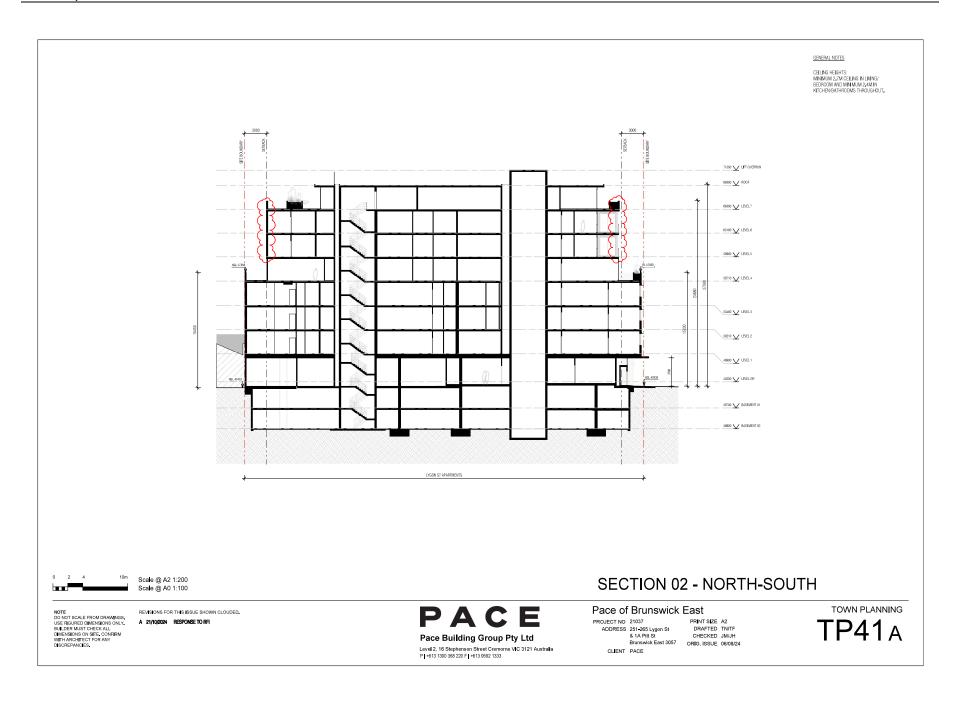


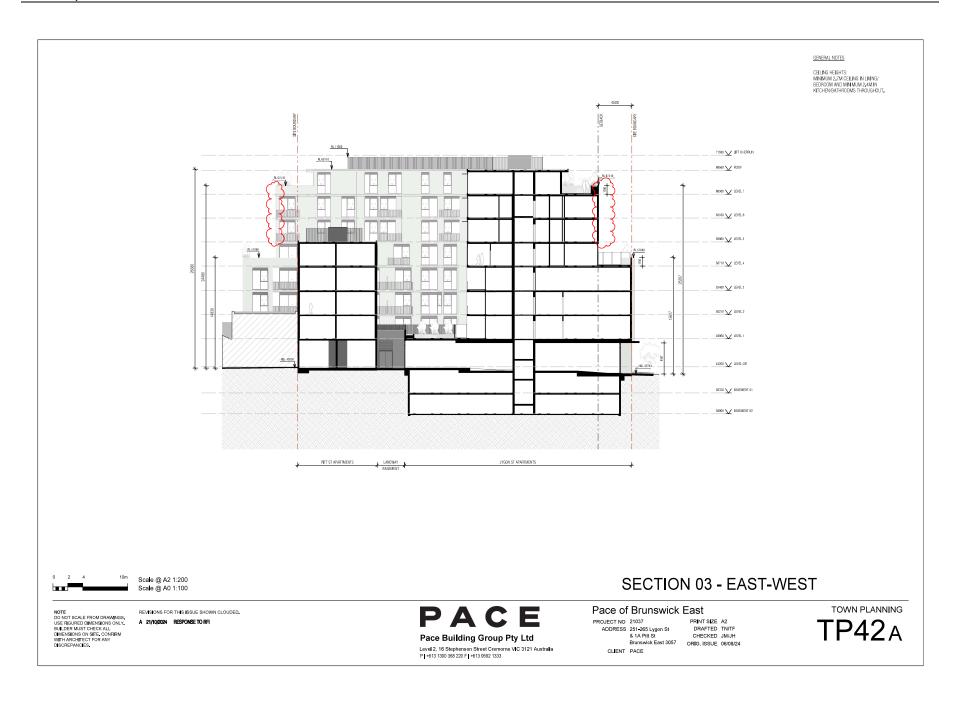


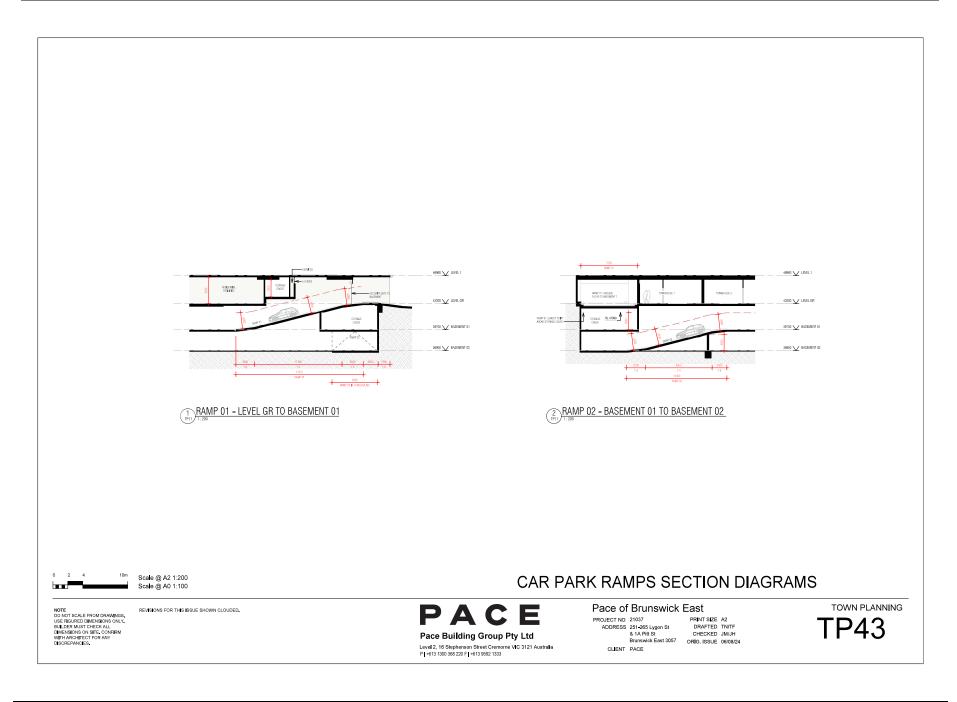


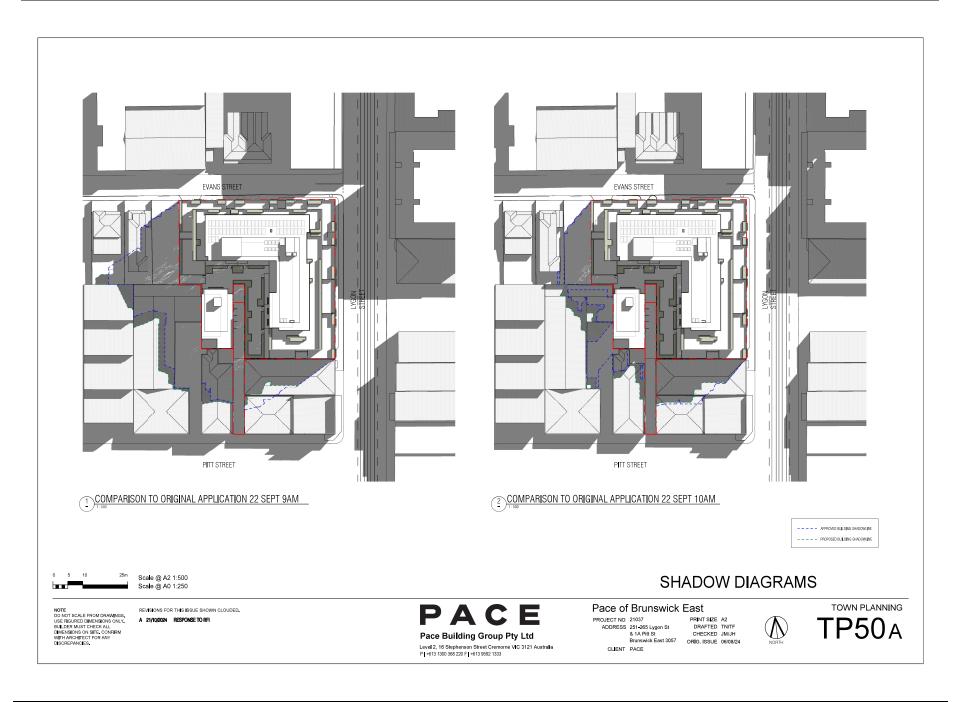


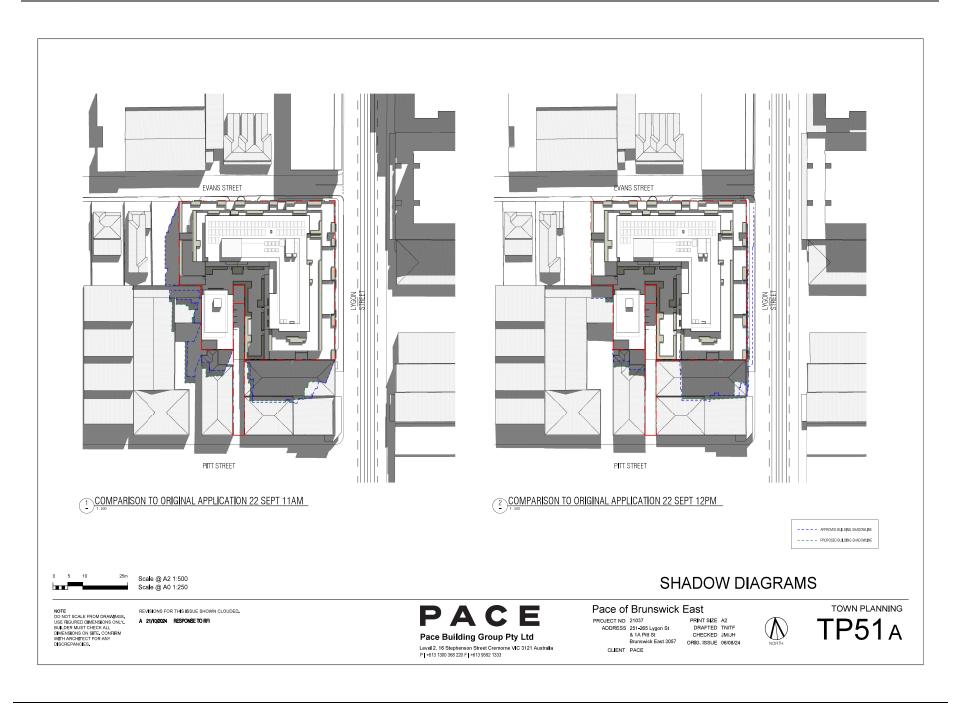


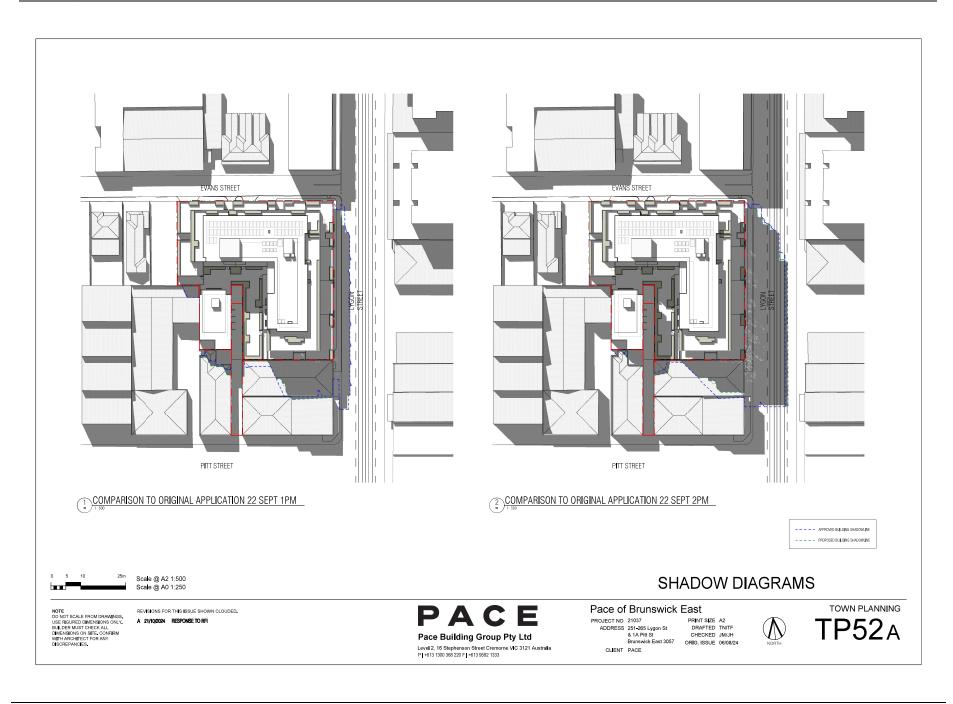


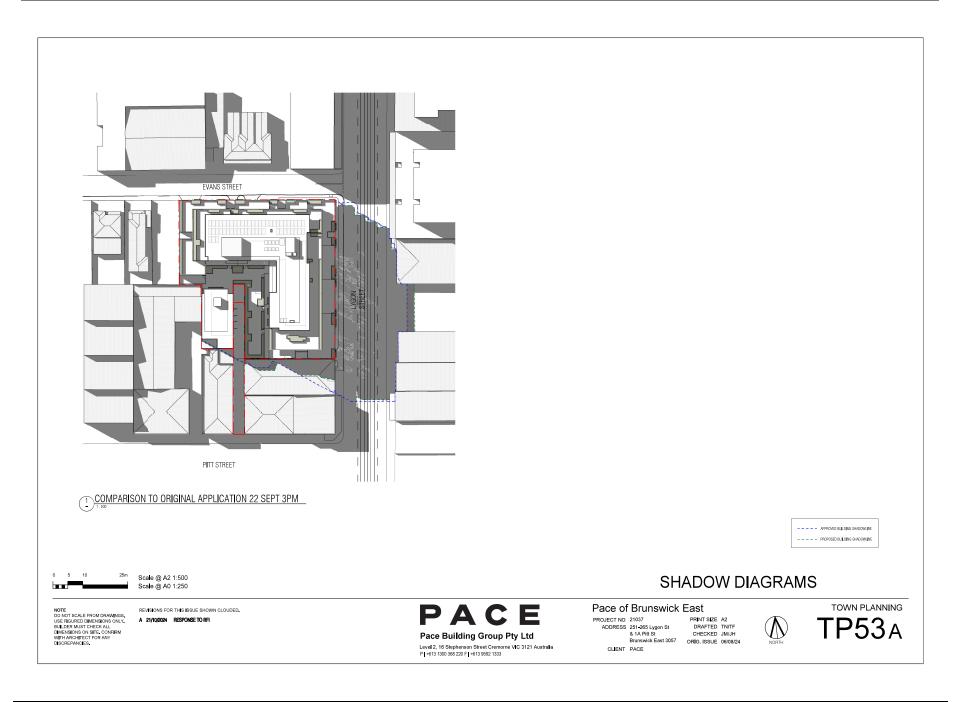


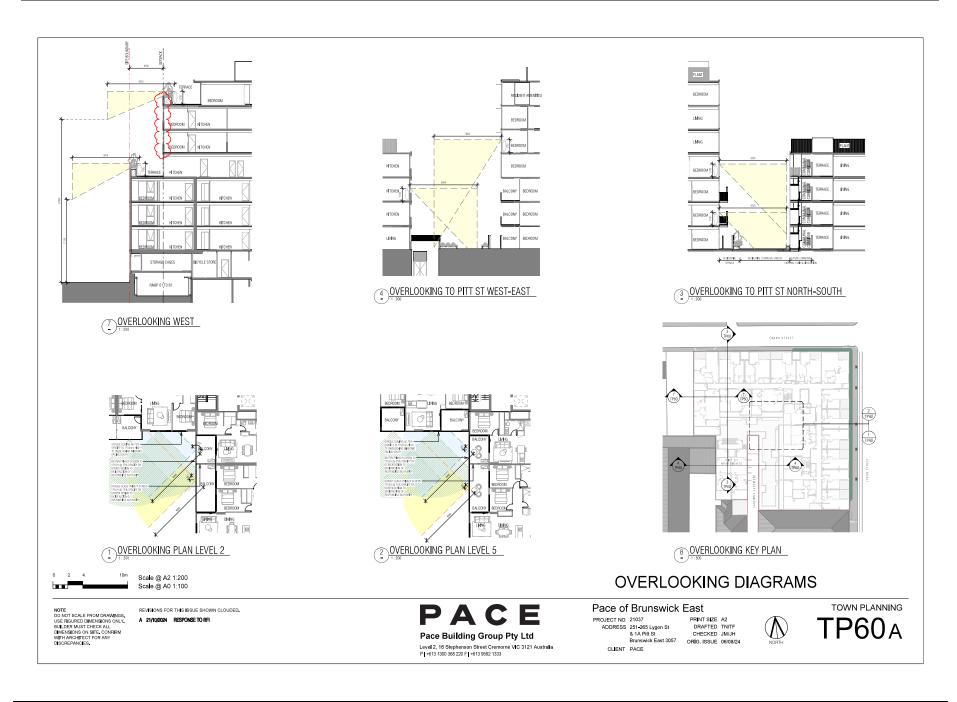


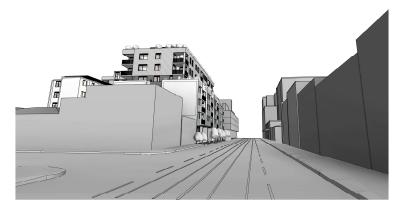




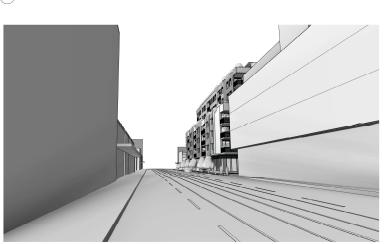








1 LYGON STREET VIEW LOOKING NORTH



2 LYGON STREET VIEW LOOKING SOUTH

## PERSPECTIVE VIEWS

NOTE
DO NOT SCALE FROM DRAWINGS.
USE FIGURED DIMENSIONS ONLY.
BUILDER MUST CHECK ALL
DIMENSIONS ON SITE. CONFIRM
WITH ARCHITECT FOR ANY
DISCREPANCIES.

REVISIONS FOR THIS ISSUE SHOWN CLOUDED.

A 21/10/2024 RESPONSE TO RFI

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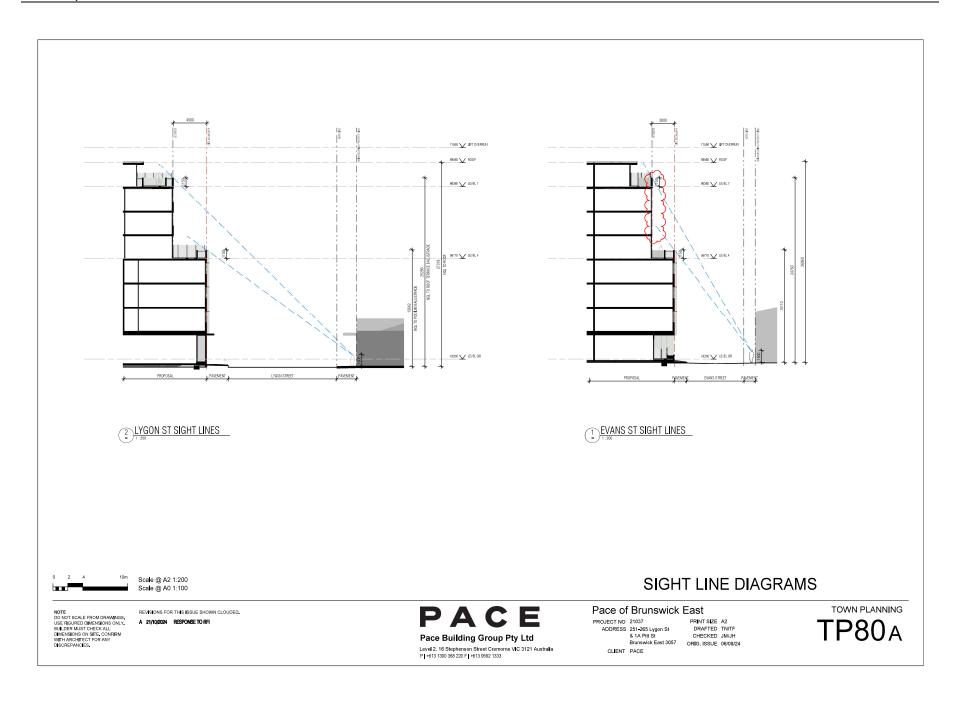
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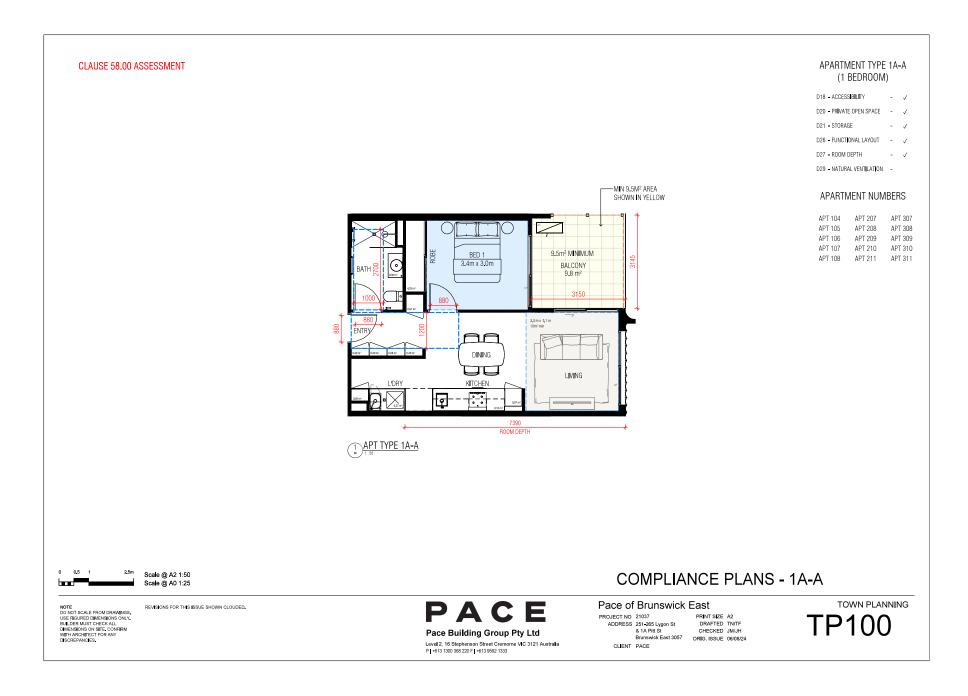
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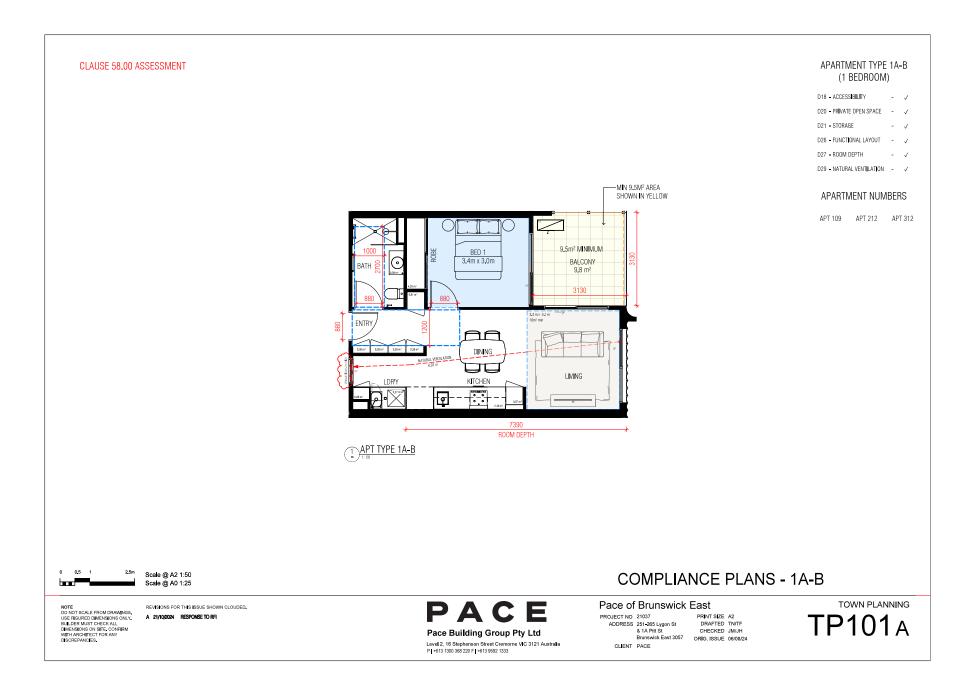
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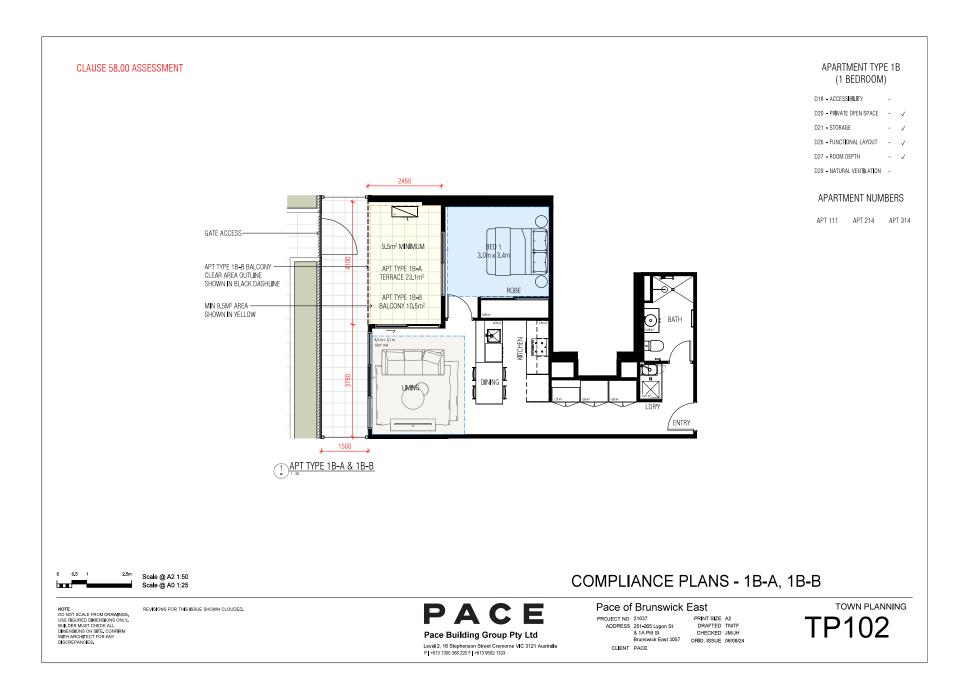
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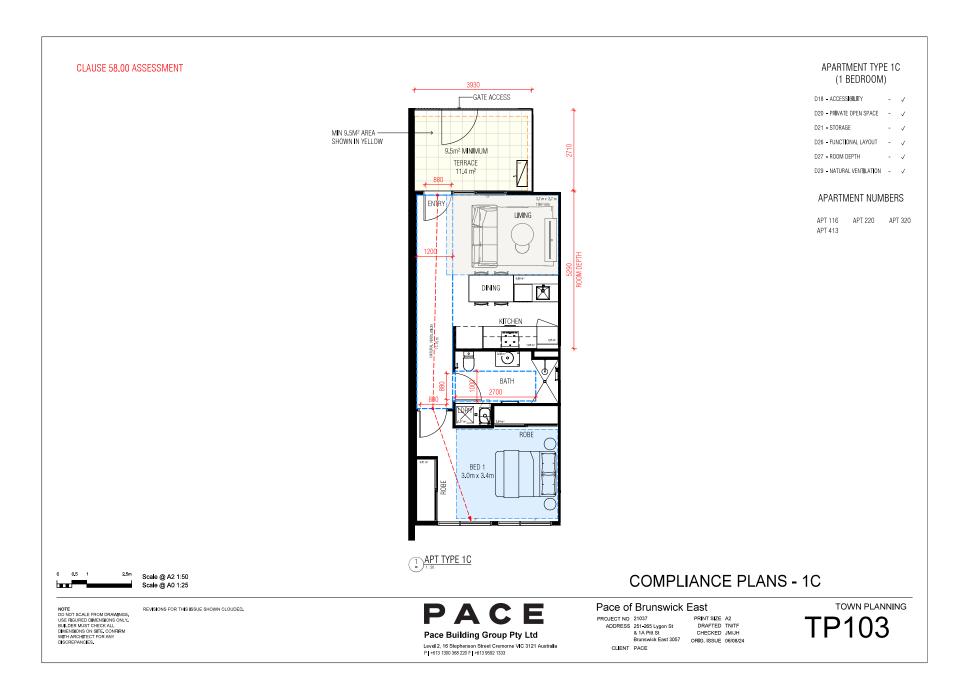
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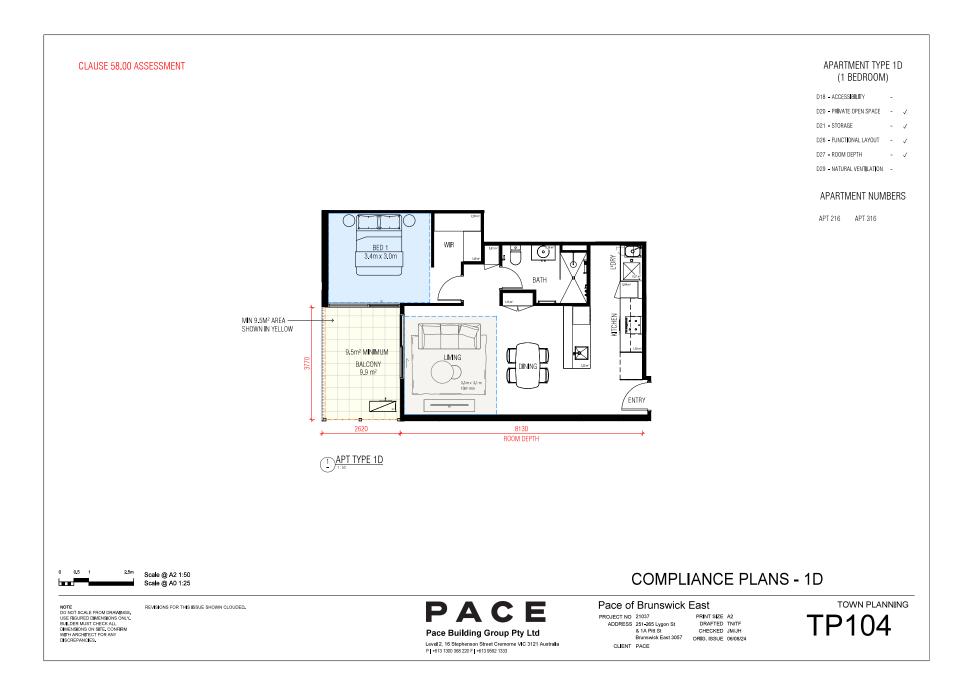


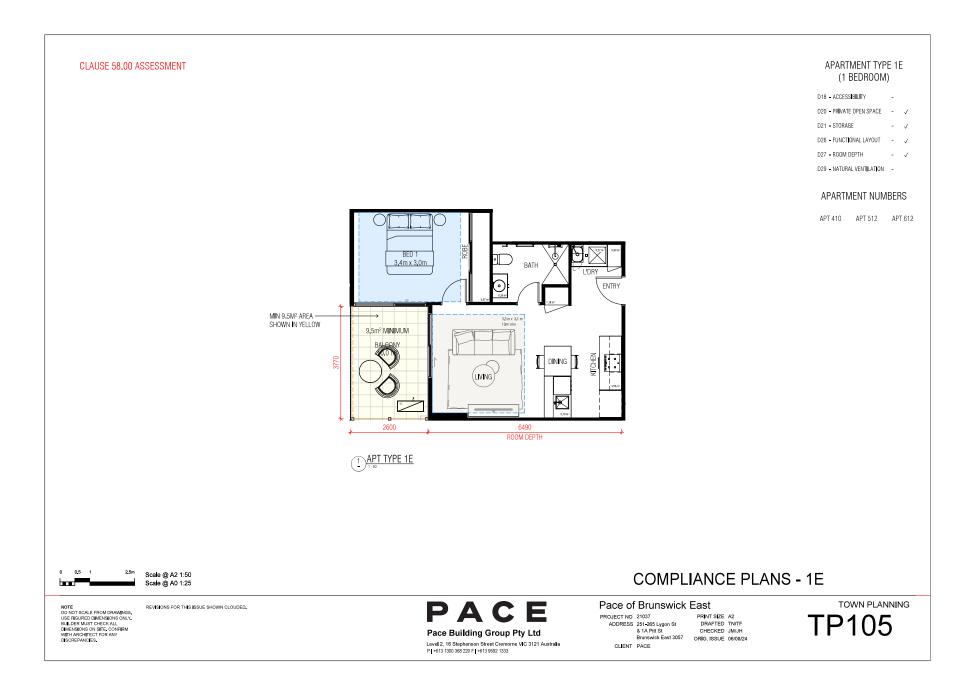


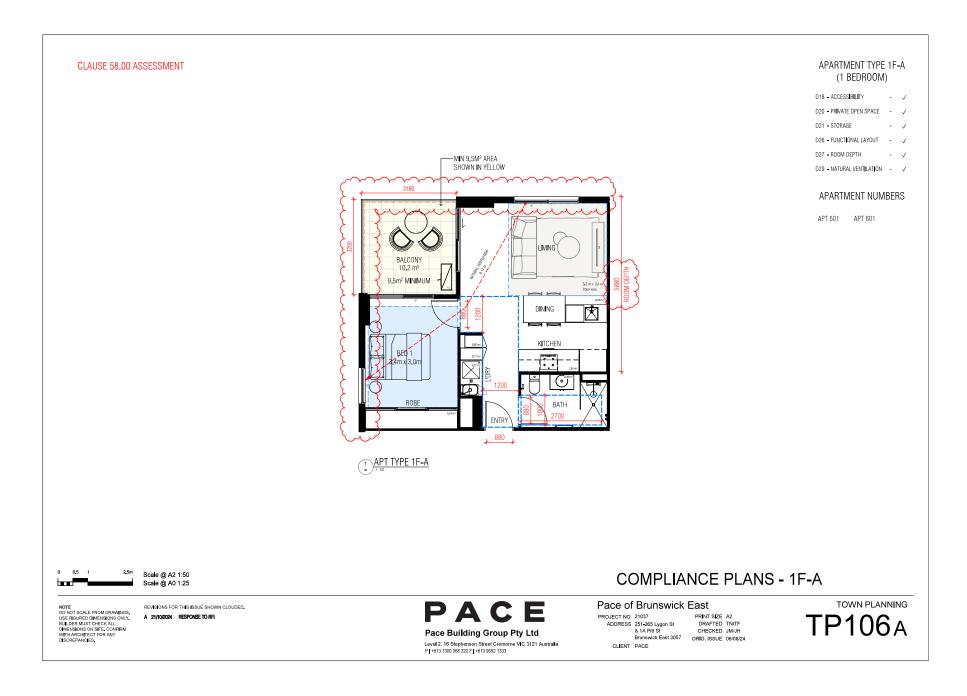


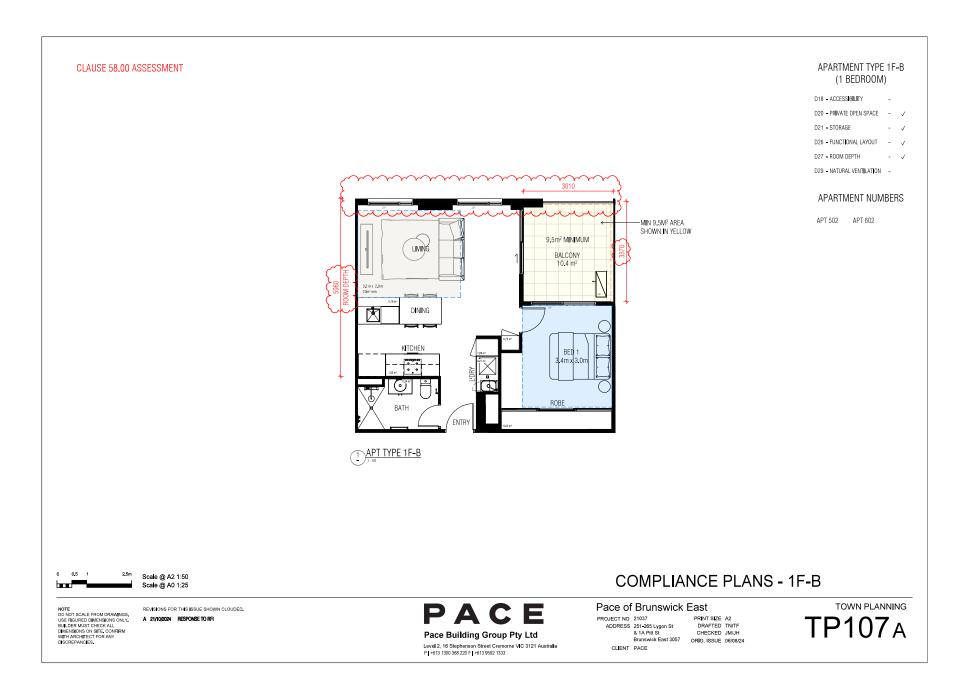


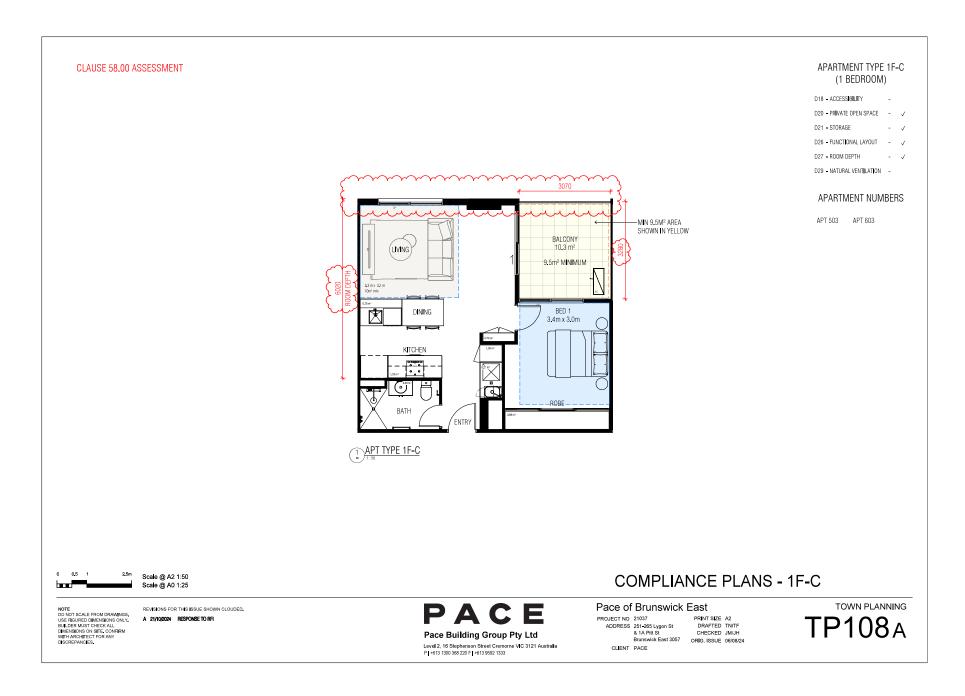


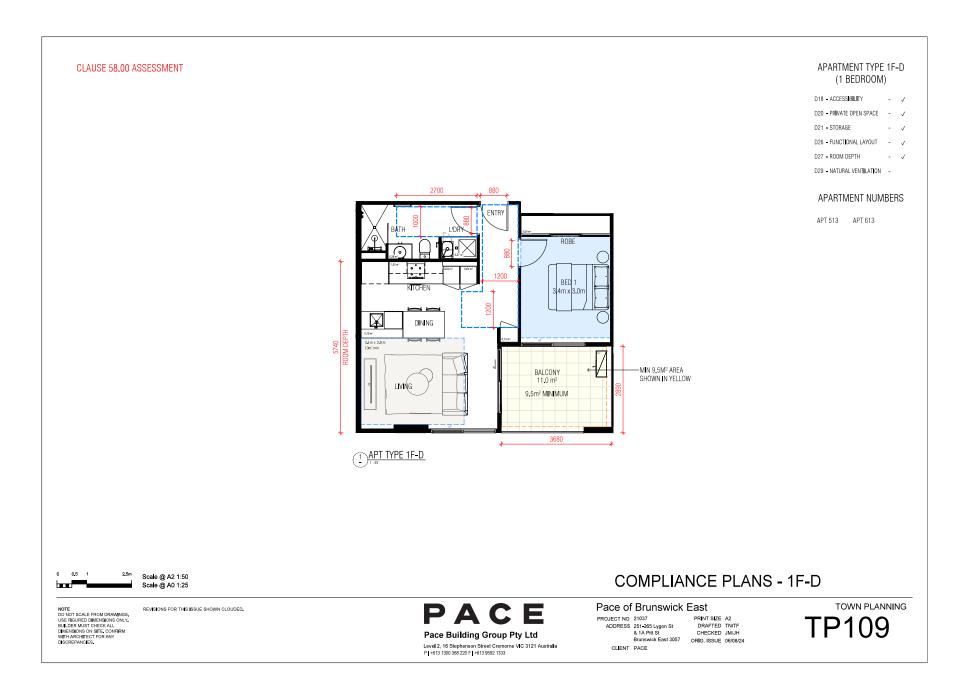


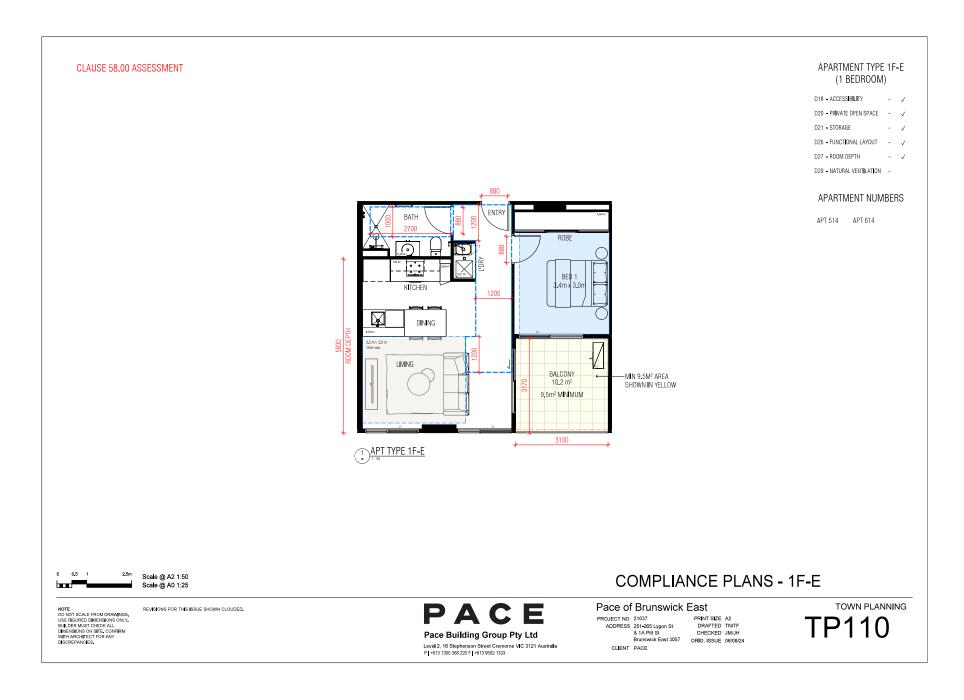


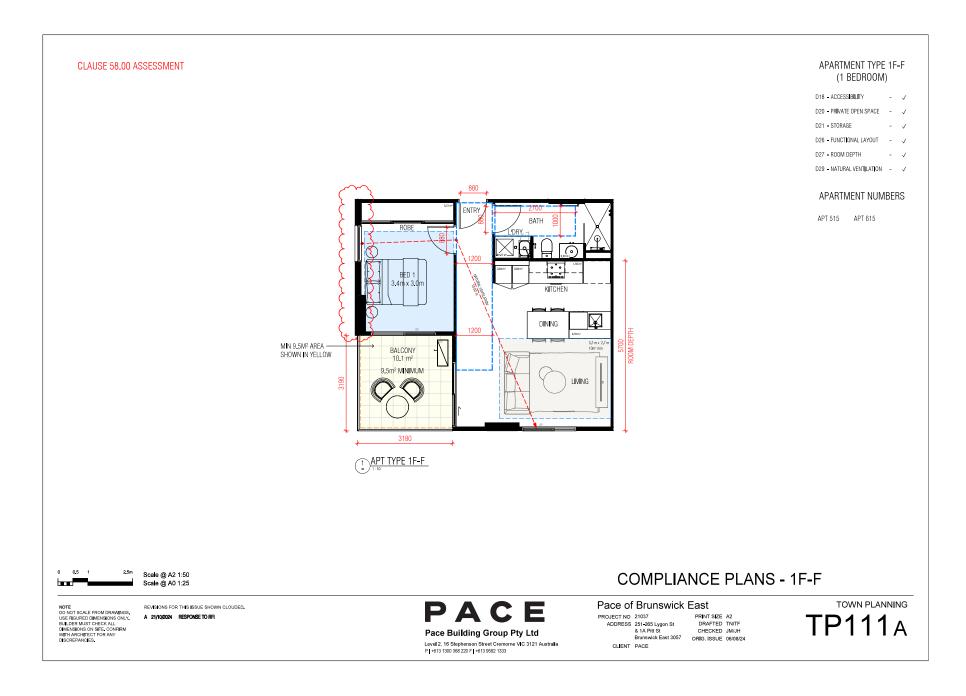


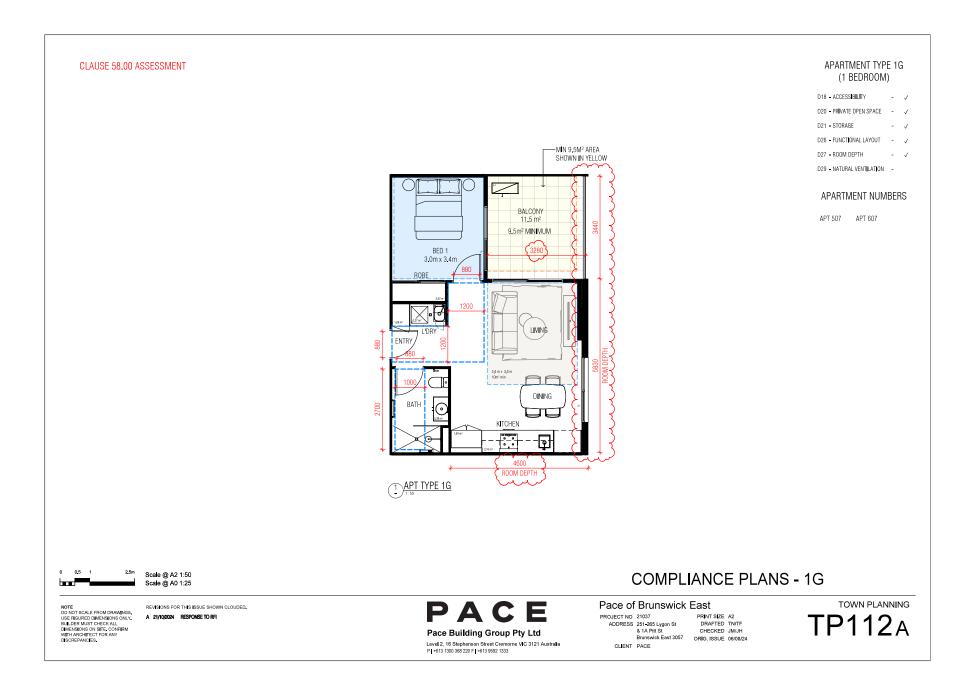


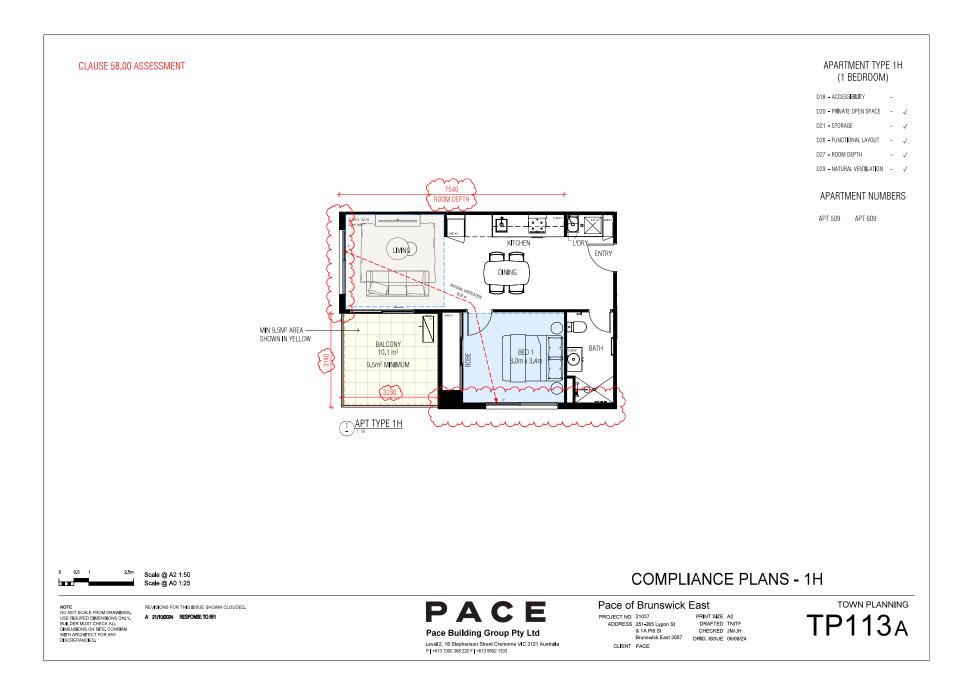


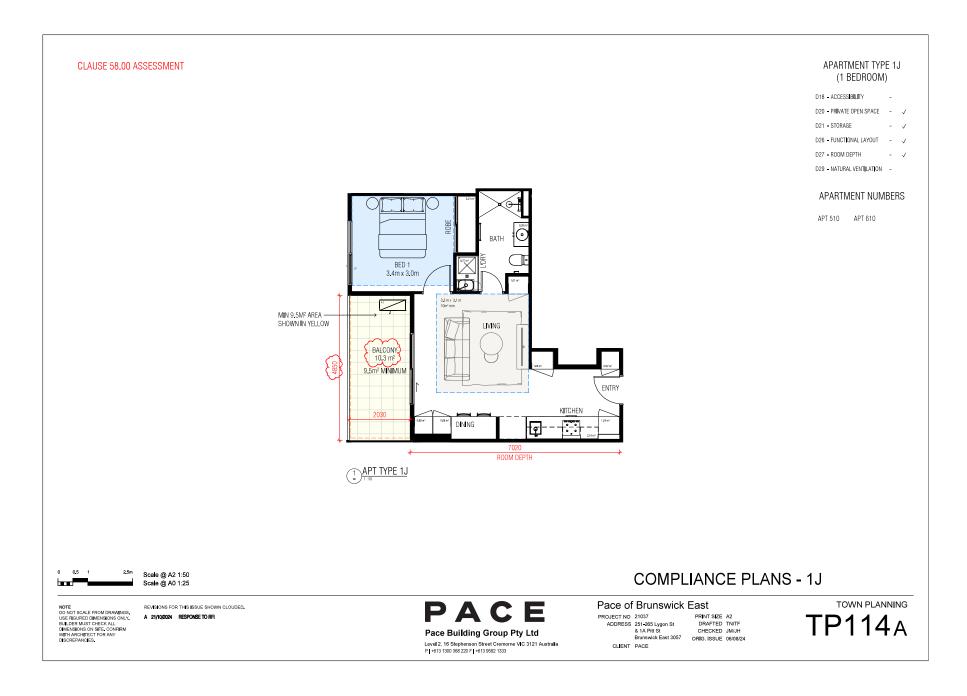


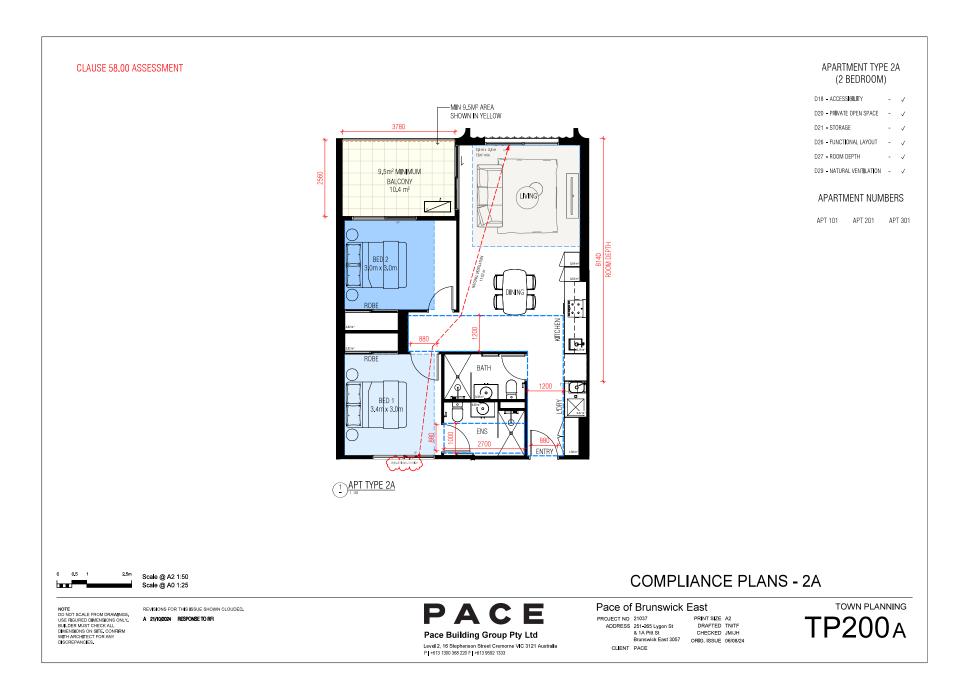












## CLAUSE 58,00 ASSESSMENT APARTMENT TYPE 2B-A (2 BEDROOM) D18 - ACCESSIBILITY D20 - PRIVATE OPEN SPACE -D21 - STORAGE -MIN 9.5M2 AREA SHOWN IN YELLOW D26 - FUNCTIONAL LAYOUT -D27 - ROOM DEPTH D29 - NATURAL VENTILATION -9.5m<sup>2</sup> MINIMUM APARTMENT NUMBERS 10.1 m<sup>2</sup> APT 102 APT 205 APT 305 (LIVING) BED 1 3.6 m x 3.4 m 12m² min DINING 囱 APT TYPE 2B-A Scale @ A2 1:50 **COMPLIANCE PLANS - 2B-A** Scale @ A0 1:25 TOWN PLANNING NOTE DO NOT SCALE FROM DRAWINGS, USE FIGURED DIMENSIONS ONLY. BUILDER MUST CHECK ALL DIMENSIONS ON SITE. CONFRM WITH ARCHITECT FOR ANY DISCREPANCIES. PACE Pace of Brunswick East REVISIONS FOR THIS ISSUE SHOWN CLOUDED. PROJECT NO 21037 **TP201** PRINT SIZE A2

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