

MAY 2018

# Stonnington Planning Scheme Review

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## Executive summary

1. The aim of the 2018 Stonnington Planning Scheme Review (Planning Scheme Review) is to:
  - (i) assess the Planning Scheme against the recently approved *Council Plan 2017–2021* and *Plan Melbourne 2017–2050*, and
  - (ii) develop a ranked inventory of actions for the short, medium and long term.
2. The State Planning Policy Framework (SPPF) is not part of this review. It is currently being reviewed by the Department of Environment, Land, Water and Planning (DELWP) and its priority is to simplify and standardise planning schemes across Victoria.
3. The Local Planning Policy Framework (LPPF) is part of this review.
4. Council's review process has included the following stakeholder engagement:
  - September 2017 : internal consultation with over 20 senior Council officers to build background knowledge on key policies and projects.
  - October 2017 : consultation with state government agencies and departments such as VicRoads, Melbourne Water and DELWP.
  - November 2017 : community consultation on a preliminary list of issues drawn from previous consultation processes for the Council Plan 2017–2021 and the Municipal Health and Wellbeing Plan 2017–2021.
  - March 2018 : community engagement on the Draft Stonnington Planning Scheme Review (draft review).
  - June 2018 : Council to consider submission of the final 2018 Stonnington Planning Scheme Review to the Minister for Planning.
5. In addition to community engagement, the Planning Scheme Review has been informed by:
  - a review of statistical data
  - identification of major projects under construction in the municipality
  - a review of key planning issues raised in the 2016 Planning Scheme Review (the 2016 review)
  - a summary of planning policy changes since the 2016 review and how they impact on Stonnington
  - a review of key Victorian Civil and Administrative Appeals Tribunal (VCAT) and Independent Planning Panel decisions, and assessment of the Planning Scheme's performance in these forums
  - a refinement of key issues, and relevant clauses that are enabling best-practice outcomes, and
  - a review of City of Stonnington's monitoring processes that assess the scheme's performance.

### Key issues

6. Residential
 

Housing is divided into four residential zones in the municipality:

  - Residential Growth
  - General Residential

- Neighbourhood Residential, and
- Mixed Use.

Apartments are also permitted on the upper levels of buildings in the Activity Centre and Commercial 1 zones.

The interface between lower- and higher-density residential zones needs further investigation. Established neighbourhoods experience the impacts of apartment developments, particularly on main roads that serve as public transport routes. The 'substantial, incremental and minimal change areas', and their correlation with underlying zones, also need to be reviewed. In addition, Council anticipates the Office of Housing estates in Prahran will undergo significant transformation, with a 10 per cent increase in dwelling density proposed. To maintain the high quality of life for residents in Stonnington, Council's community facilities must keep pace with increases in its population.

7. Open space

Stonnington has the second-lowest ratio of open space compared with other municipalities in Victoria. Population increases, now and in the future, mean Council needs to provide more open space, as well as improving/upgrading existing public spaces. For example, new initiatives like Cato Square in Prahran, a former Council car park, demonstrate Council's commitment to providing accessible open space that offers user-specific infrastructure and plenty of vegetation to offset the urban heat-island effect. A review of the Public Realm Strategy will further refine Council's approach.

8. Heritage and neighbourhood character

These qualities underpin the City of Stonnington's identity. A Heritage Overlay (HO) applies to more than 50 per cent of the total land area and, since the 2016 review, 66 new sites have been added and a further 112 sites are being processed. Heritage Policy, Cl.22.04, has been updated but review of the 2006 Strategy and ongoing work is needed to assess further measures for protection of sites not yet identified as significant to heritage or neighbourhood character.

9. Activity centres and growing jobs

The City of Stonnington's activity centres are the life-blood of our municipality. They provide jobs, social meeting places, health and professional services, and a range of other activities for the community. But their vitality is under threat from development, with high-density residential being the preferred use for the greatest commercial return. The approach to vertical zoning in the recently-gazetted Activity Centre Zone (ACZ) is a positive step to safeguarding our community and local employment hubs. To avoid ambiguity, a development contributions plan should be investigated, and a review of activity centre rankings is recommended.

10. Liquor licensing

Since the 2016 review, issue of liquor licences has been carefully managed and monitored by Council. A review of the planning provisions and the supporting research paper is recommended. By ensuring activity centre definitions and terminology in the Planning Scheme are consistent with the ACZ, the amenity of Neighbourhood Activity Centres (NACs) in the

ACZ, Windsor and Toorak Road West will be protected.

11. Trees

Stonnington's lack of open space highlights the importance of canopy trees to maintain the liveability and health of its residents. Despite an ongoing planting regime, it's estimated that >500 trees are removed from private land each year under a planning permit, and a further 500-plus without one. Council's Urban Forest Strategy will play a key role in addressing tree loss through a suite of planning controls and stronger local laws, combined with monitoring changes in canopy cover as a priority.

12. The environment, the Yarra River and creek corridors

The health of our rivers and creeks, and our biodiversity areas, are direct indicators of how well we manage urban runoff. Further research into additional controls along Gardiner's and Scotchman's Creeks would complement the detailed development controls for the Yarra River recently announced by the state government. Greater clarity is also needed on increasing biodiversity areas, and an update of Council's Sustainable Environment Strategy will further support our environment.

13. Transport

In inner Melbourne 56 per cent of residents use private transport, 30 per cent use active transport and 13 per cent use public transport. Council continues to advocate for upgrades to public transport in South Yarra and across the municipality, and a review of the Sustainable Transport Strategy is also underway. Ongoing refinement of the fit-out of residential and commercial buildings will be needed as we move into a new era of private transport, with electric and driverless cars.

14. Inventory of actions

A ranked inventory of actions and further clarity on points 6–13 is provided in Section 8.1. These priorities were further refined from the Stonnington community and other stakeholder submissions to the draft review in March 2018.

15. Updates since the draft review was released

Appendix 3b provides a detailed summary of the key changes made to the draft review.

# 1. Introduction

The 2018 Planning Scheme Review provides an overview of the performance of the Stonnington Planning Scheme since the 2016 review.<sup>1</sup> It also provides recommendations on how the scheme could be improved.

This is a formal review required under the *Planning and Environment Act 1987* (Planning and Environment Act). It provides information on the main elements of the Stonnington Planning Scheme, together with a general review of its format and content. References to the Continuous Improvement Review Kit<sup>2</sup> requirements refer to the 'road map' for council planning scheme reviews.

## **Continuous Improvement Review Kit requirement:**

### *Outcome of Step 1: Scope of the review*

- *the appointment of a review committee including a project manager*
- *the aims of the review are agreed and documented*
- *project methodology, and*
- *consultation strategy.*

## 1.1 The Stonnington Planning Scheme

### 1.1.1 What is a planning scheme?

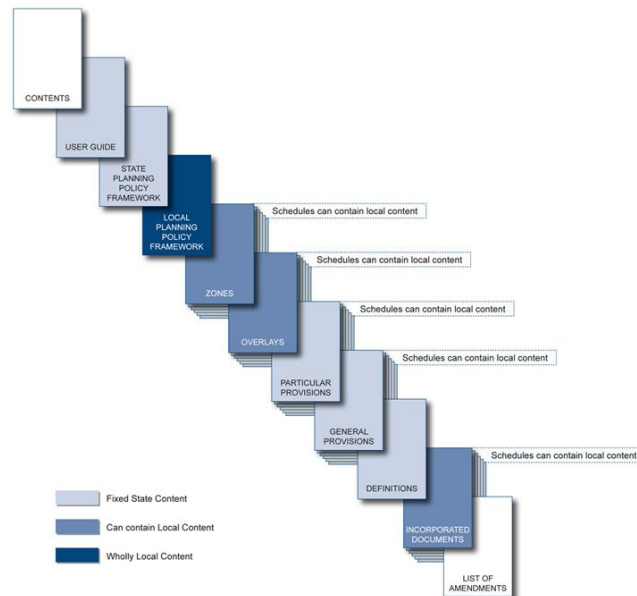
A planning scheme is a statutory document that sets out the objectives, policies and provisions for the use, development and protection of land in an area. Through a combination of state and local planning policies and provisions, it regulates the use and development of land to achieve the statutory objectives.<sup>3</sup> A planning scheme also provides a range of tools to help Council with decisions on where and how land can be developed (Figure 1).

<sup>1</sup> Adopted by Council 11 April 2016

<sup>2</sup> [https://www.planning.vic.gov.au/\\_\\_data/assets/pdf\\_file/0011/6203/CIR\\_Kit\\_Intro\\_and\\_steps.pdf](https://www.planning.vic.gov.au/__data/assets/pdf_file/0011/6203/CIR_Kit_Intro_and_steps.pdf). Continuous Improvement Review Kit for planning and responsible authorities, February 2006, Department of Sustainability and Environment

<sup>3</sup> <http://planningschemes.dpcd.vic.gov.au/about>, accessed October 2017





**Figure 1: The structure of a planning scheme.<sup>4</sup>**

### 1.1.2 The State Planning Policy Framework

The SPPF is not part of this review.

The SPPF contains state-wide policies, which comprise general principles and provisions for land use and development. DELWP is currently reviewing the SPPF.<sup>5</sup> The outcomes of the SPPF review will influence when the recommendations in this report can be actioned. Key aspects of the DELWP review include:

- integrating the Victoria Planning Provisions (VPP) with VicSmart<sup>6</sup> assessments and creating more opportunities for VicSmart use to simplify the planning system
- integrating the SPPF with the LPPF to create one planning policy framework, and a simpler Municipal Strategic Statement (MSS)
- reducing the number of permit triggers and increasing permit exemptions
- creating better access to documentation through an online library including all incorporated documents, and
- changing the provisions of zones and overlays, for example, residential lots over 300 m<sup>2</sup> potentially won't require a development permit.

Some of these changes are scheduled for gazetting in mid-2018. Given the breadth and impact on the LPPF, further information on the impact of changes to the SPPF is provided in this review.

### 1.1.3 The Local Planning Policy Framework

The LPPF is the subject of this Planning Scheme Review.

The LPPF must be consistent with the general directions of the SPPF. LPPF content specific to the City of Stonnington is contained in the MSS, local policies, schedules to zones and overlays, and incorporated documents.

<sup>4</sup> <http://planningschemes.dpcd.vic.gov.au/about>, accessed 24 October 2017

<sup>5</sup> <https://engage.vic.gov.au/reform-victoria-planning-provisions>, accessed 24 October 2017

<sup>6</sup> VicSmart is a streamlined assessment process for low-risk planning permit applications.

## 1.2 Aims of the Planning Scheme Review

Regardless of changes to the VPP, the aims of the 2018 Stonnington Planning Scheme Review are to:

- assess the Planning Scheme against the recently-approved Council Plan 2017–2021 and Plan Melbourne 2017–2050
- identify updated policies and plans, and future work, to include in the Planning Scheme amendments
- deliver a Planning Scheme Review that:
  - facilitates effective development control
  - includes a forward program for comprehensive review of recent changes to residential zones and Apartment Design Guidelines for Victoria, and
- review what's working and what needs refinement.

## 1.3 The Planning Scheme Review process

The review draws on:

- the depth of knowledge and experience within the City of Stonnington
- the community, and
- relevant agencies and statutory authorities.<sup>7</sup>

Comprehensive engagement strategy<sup>8</sup> feedback<sup>9</sup> is also provided.

In preparing the review we've considered the following factors:

- state government requirements
- mooted changes to the VPP including the SPPF
- community engagement and consultation, specifically:
  - release of the Stonnington Planning Scheme Review Issues Paper<sup>10</sup> (issues paper) in November 2017 through 'Connect Stonnington', and in hard copy at libraries and Stonnington City Centre
  - a community information 'drop-in' session
  - notification of the review paper and drop-in session through social media and local newspapers
- input from statutory authorities and government agencies
- input from Council officers
- community-wide input from other stakeholder engagement processes
- Council's knowledge of planning issues affecting the municipality
- analysis of VCAT decisions and Independent Planning Panel reports
- a review of local policies and strategies since the 2016 review, and
- a review on state-led policy provisions and projects.

Council sought feedback on the draft review in March 2018. Community and broader stakeholder feedback will be considered by Council in mid-2018. The intention is to forward the final draft of the document (2018 Stonnington Planning Scheme Review) to the Minister for Planning.

<sup>7</sup> Appendices 5 and 6: References and abbreviations

<sup>8</sup> Appendix 1: Community engagement strategy

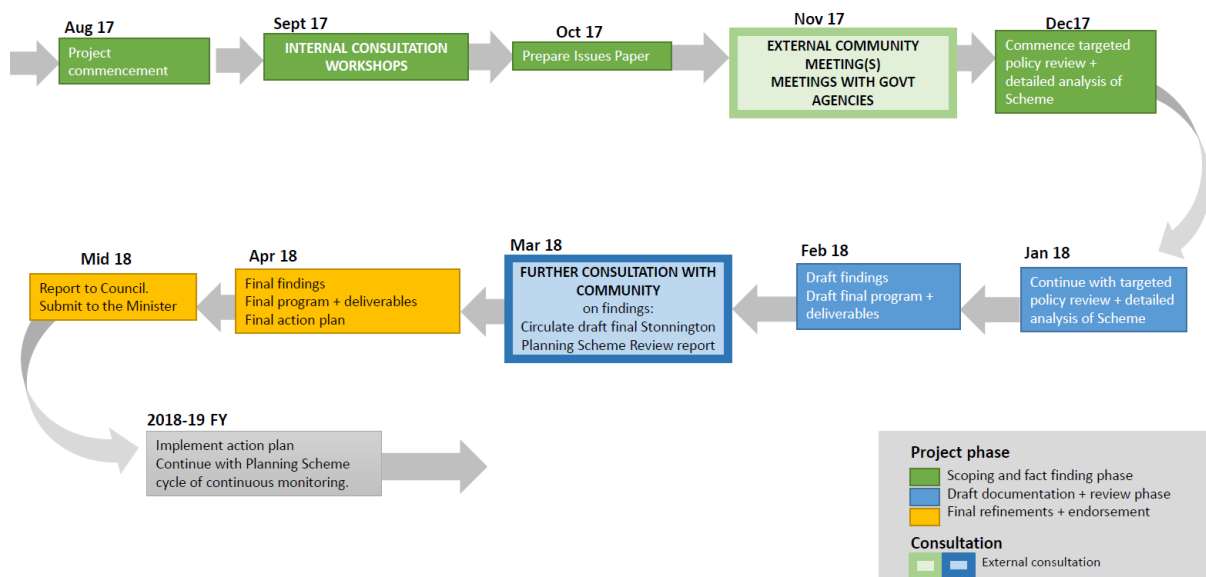
<sup>9</sup> Appendix 3: Engagement feedback

<sup>10</sup> Appendix 2: Issues paper and communications

### 1.3.1 Timeframes

Timeframes and reporting for the review are summarised below.

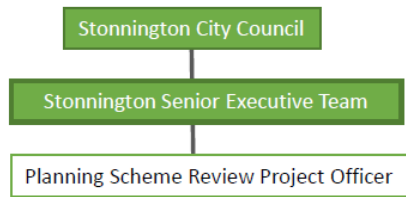
- (i) **Three-phase review process:**
  - a. scoping (shown in green)
  - b. the issues paper (in blue), and
  - c. the review and key recommendations (yellow).
- (ii) **Consultation process** (shown in bold outline):
  - a. distribution of the issues paper (November 2017), and
  - b. preparation of the 2018 Stonnington Planning Scheme Review (March 2018).
- (iii) **Reporting process:**
  - a. to DELWP in each project phase (Figure 2), and
  - b. to Council in June 2018 on the final recommended actions.



**Figure 2: Project timing and phases.**

### 1.3.2 Project governance

The Planning Scheme Review is overseen by City of Stonnington and Council's Senior Executive Team (Figure 3).



**Figure 3: Project governance.**

### 1.3.3 Review outputs

The review produces:

- a comprehensive report including:
  - (i) the alignment between current state policies such as Plan Melbourne 2017–2050
  - (ii) local policies such as the MSS and Council Plan 2017–2021
  - (iii) community feedback, and
- a list of recommended actions.

The **recommended actions** are suggested projects that Council considers on an individual basis. Their impact will vary, and additional consultation may be required because some actions will be implemented through planning scheme amendments separate to this review.

**Short-term actions** will typically have a low impact and will encompass minor wording and mapping corrections.

**Medium- and long-term actions** will be implemented following the review of the VPP and the finalisation of the SPPF.

### 1.3.4 Compliance with Victorian Government practice notes, Acts and guidelines

The Planning Scheme Review has been undertaken in accordance with the following key criteria:

- Planning Practice Note 32: Review of Planning Schemes (June 2015)<sup>11</sup>
- Continuous Improvement Review Kit for planning and responsible authorities (February 2006)
- section 12B of the Planning and Environment Act, Review of Planning Schemes
- the Victorian Auditor General's Office's Public Participation and Community Engagement: Local Government Sector (May 2017) and the IAP2 Model for Managing Public Impact, and
- Section 208B of the *Local Government Act 1989*, Best Value Principles.

The review also acknowledges:

- Ministerial Direction – the *Form and Content of Planning Schemes*,<sup>12</sup> and
- recent directions from DELWP<sup>13</sup> that the minister intends to change a key directional document, the *Form and Content of Planning Schemes* in mid-2018. It also notes:

*The department supports those councils that have commenced their planning scheme review and will provide further guidance and advice on how Smart*

<sup>11</sup> [https://www.planning.vic.gov.au/\\_\\_data/assets/pdf\\_file/0024/12768/PPN32-Review-of-planning-schemes\\_June-2015.pdf](https://www.planning.vic.gov.au/__data/assets/pdf_file/0024/12768/PPN32-Review-of-planning-schemes_June-2015.pdf), accessed October 2017

<sup>12</sup> [https://www.planning.vic.gov.au/\\_\\_data/assets/pdf\\_file/0024/27276/Ministerial-Direction-Form-and-Content-of-Planning-Schemes.pdf](https://www.planning.vic.gov.au/__data/assets/pdf_file/0024/27276/Ministerial-Direction-Form-and-Content-of-Planning-Schemes.pdf), first gazetted in May 2017, with subsequent amendments

<sup>13</sup> Letter to Councils from the Deputy Secretary Planning DELWP dated 17 April 2018

*Planning principles can be incorporated into these reviews. If council wishes to finalise the review process by the original 30 June 2018 timeline, department officers will continue to provide advice on the amendment as it becomes available.*

Despite this advice the City of Stonnington has proceeded with completion of the review to honour the original commitment it gave to the community to report to Council by mid-2018. Throughout the Planning Scheme Review process, Council has worked with DELWP to align with the anticipated changes, and will respond to the government's necessary requirements as they are gazetted.

Final

## 2. Overview of the municipality

### Continuous Improvement Review Kit requirement:

*Outcome of Step 2: Issues identified in the review*

*A summary of all issues arising from the planning document review.*

The City of Stonnington is located in Melbourne's inner south-east, approximately 3 km from central Melbourne. It includes the suburbs of Armadale, Toorak, Kooyong, Malvern, Malvern East, Prahran, Windsor, and parts of South Yarra and Glen Iris.

The municipality covers a land area of 26 km<sup>2</sup> with a population density of 43.54 people per hectare. It is well serviced by three railway lines – Sandringham, Frankston/Dandenong and Glen Waverley – and is marked by a grid of state-managed roads serviced by buses and trams. The municipality is bounded by the Monash Freeway, the Yarra River, Gardiners Creek and Scotchman's Creek to the north, Dandenong Road to the south, Warrigal Road to the east and Punt Road to the west (Figure 4).



**Figure 4: City of Stonnington municipal boundaries.** Source: id.com.au 2017

### 2.1 Demographic profile

The City of Stonnington has experienced relatively stable population growth over the past 10 years and this is expected to continue. The municipality's current population is 111,606<sup>14</sup> and is forecast to grow to 145,333 by 2036, an increase of 26.39 per cent. Between 2011–2016 the population changed by 2.2 per cent annually, with the most significant change in age of residents:<sup>15</sup>

- young workforce (25–34) (+ 4,294 people)

<sup>14</sup> <http://profile.id.com.au/stonnington/population>, accessed 25 October 2017

<sup>15</sup> <http://profile.id.com.au/stonnington/service-age-groups?SeifaKey=40004>, accessed 25 October 2017

- parents and homebuilders (35–49) (+ 1,394 people)
- tertiary education and independence (18–24) (+ 1,293 people), and
- seniors (70–84) (+ 1,087 people).

Household income in Stonnington is high, with over 33 per cent of households earning \$2,500 per week or more. In the period between 2011–2016:

- 46 per cent of households were purchasing or fully owned their home
- 40.8 per cent were renting privately, and
- 3 per cent were in social housing.

The social housing figure is slightly higher than the overall percentage for metropolitan Melbourne due to the large public housing estates in Prahran (West). This area is known for its higher levels of disadvantage<sup>16</sup> on the SEIFA<sup>17</sup> index.

## 2.2 Built fabric

The built fabric of the municipality is marked by its 19th century origins. The earliest development dates back to the 1830s, concurrent with the beginnings of Melbourne. In the second-half of the 19th century, mansions were established on higher ground and main arteries such as Toorak, Glenferrie and Malvern roads. The original workers' cottages, prestige mansions, historic railway stations, formal parklands and 'high street'-style retail strips still define Stonnington's underlying character and appeal. Protecting our heritage is an important and ongoing priority for Council.

Land uses are predominantly residential. Stonnington's established communities include some of Victoria's most affluent suburbs, where redevelopment and population growth continue.

## 2.3 Housing and the impact of a decade-long 'boom'

Stonnington's population growth has coincided with an ongoing development 'boom' for Victoria, and an increase in land and development prices. Known for its prestigious family homes in leafy suburbs with easy access to private schools and shopping centres, the housing profile of the municipality is changing. Suburban blocks are being redeveloped to accommodate multiple dwellings with high sales prices.

Key changes in residential housing stock in the five-year period between 2012–2017<sup>18</sup> include:

- a decline of 1,823 in total detached dwelling numbers
- an increase of 8,603 strata title/flats/villa units, etc., and
- an increase of 6,631 in total residential property types.

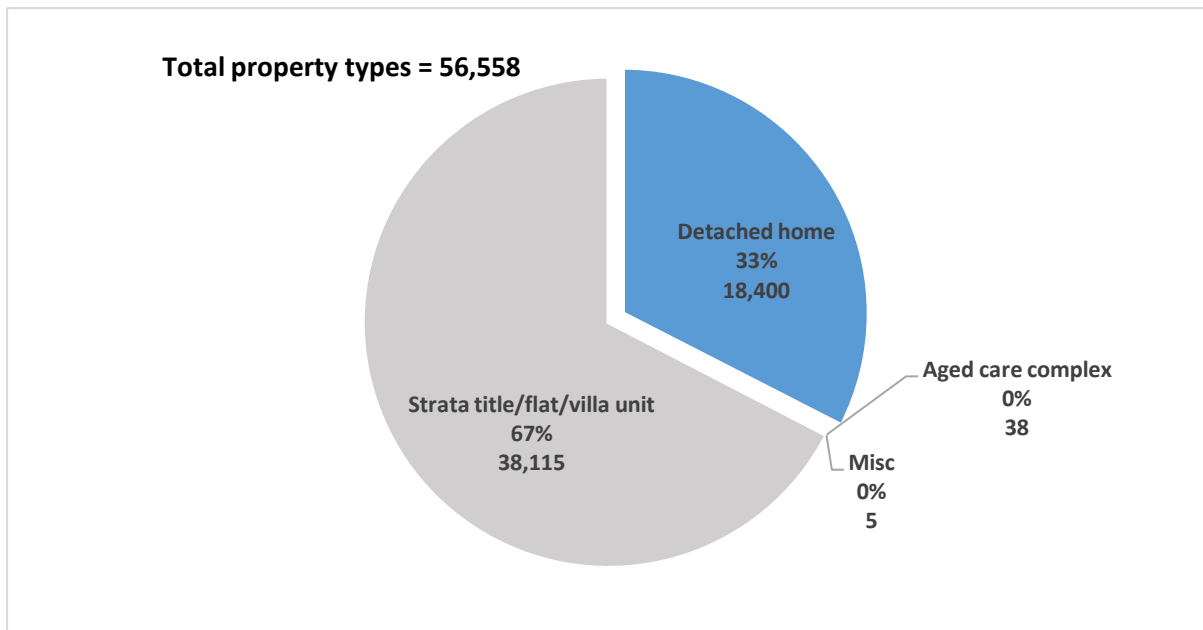
In addition, in 2012 retirement complexes were regarded as 'nursing homes' and there were 10 in the municipality. This has grown to 38 aged care complexes in 2017. However, the rapid increase in strata-titled dwellings may not be correlated with the decline in single dwellings. This is because multiple units have been established on former industrial sites, in activity centres, and along main

<sup>16</sup> <http://profile.id.com.au/stonnington/seifa-disadvantage-small-area>, accessed 26 October 2017

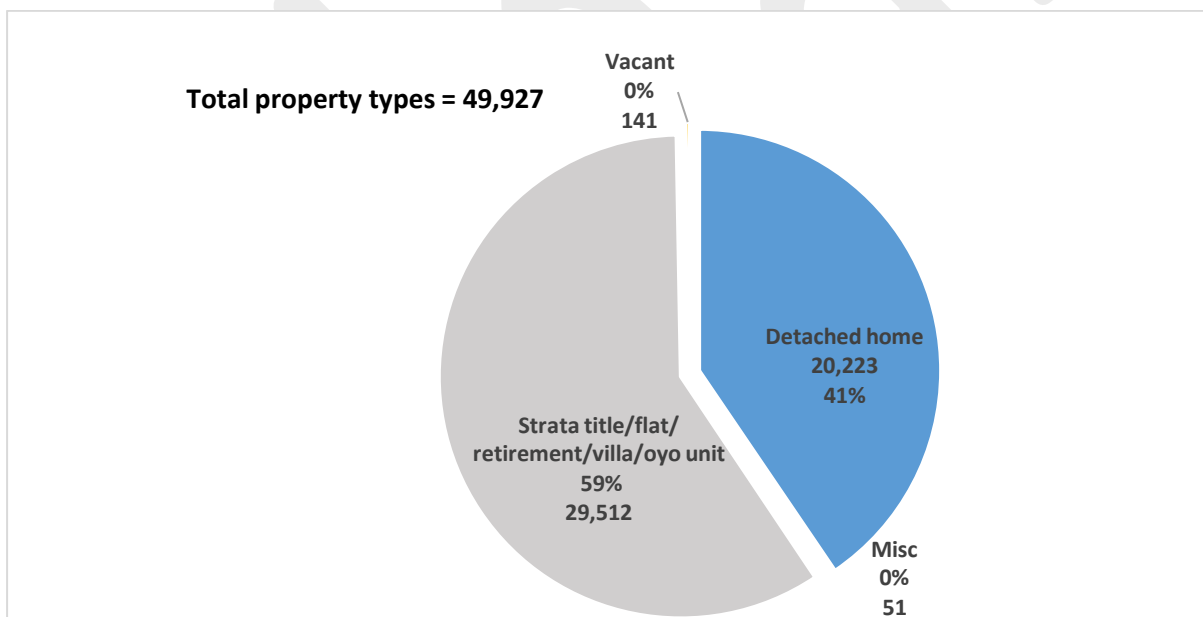
<sup>17</sup> Socio-Economic Indexes for Areas developed by the Australian Bureau of Statistics that measures relative socioeconomic advantage and disadvantage

<sup>18</sup> City of Stonnington Rates Department

roads that are primarily in activity centres, which has resulted in a proportional shift in housing types (Figures 5 and 6).



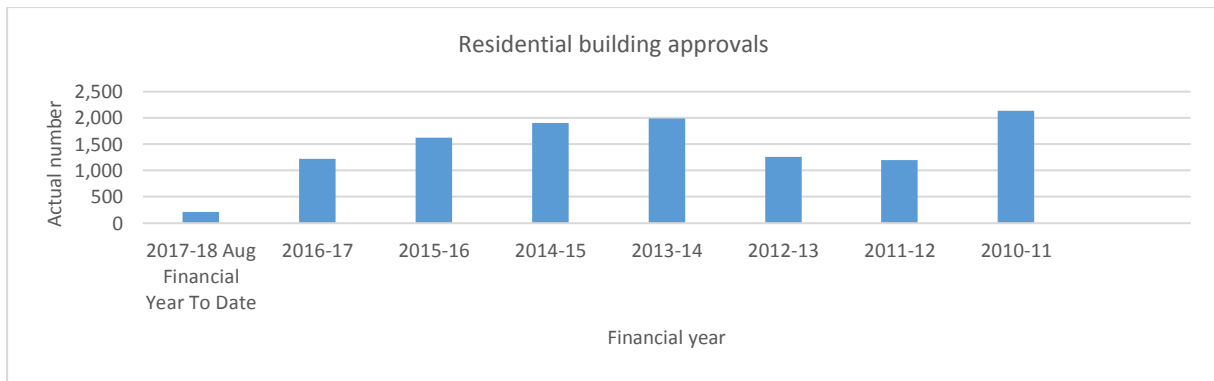
**Figure 5: City of Stonnington property types, October 2017.** Source: City of Stonnington rates, 2017



**Figure 6: City of Stonnington property types, October 2012.** Source: City of Stonnington rates, 2012

In the first quarter of the 2017–18 financial year there were 217 building approvals (Figure 7). In the past decade, there has been a slow decline in actual number of approvals, which could be attributed to larger multi-unit developments that only require a single approval.

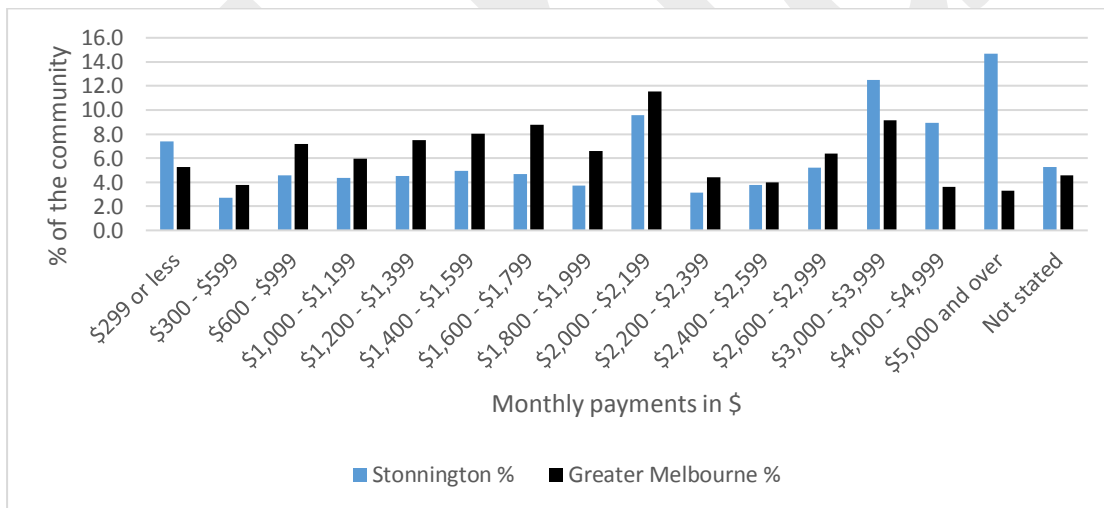




**Figure 7: City of Stonnington residential building approvals 2010–2017. Source: ABS 2017**

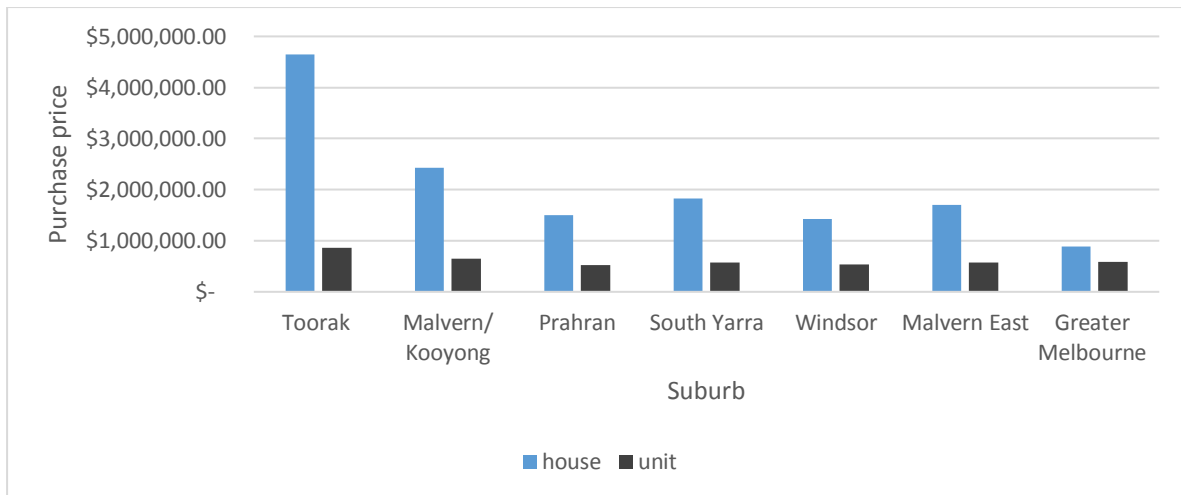
House prices in Stonnington are typically high compared with metropolitan Melbourne. Monthly housing loan repayments in the municipality exceed metropolitan Melbourne averages in the \$3,000 per month and over categories. Similarly, average rents exceed those of metropolitan Melbourne for all City of Stonnington suburbs.

The desirability of the municipality can be attributed to its history of affluence but also to its direct access to public transport, major road networks and key destinations such as central Melbourne, Chadstone, the Yarra River, Melbourne Polytechnic, Monash University, Holmesglen TAFE and some of Victoria’s best schools. Mortgage repayments in the \$3,000 per month and over categories and, conversely, for repayments less than \$299, dominate in the municipality (Figure 8). The latter figure implies a mortgage that is almost paid.

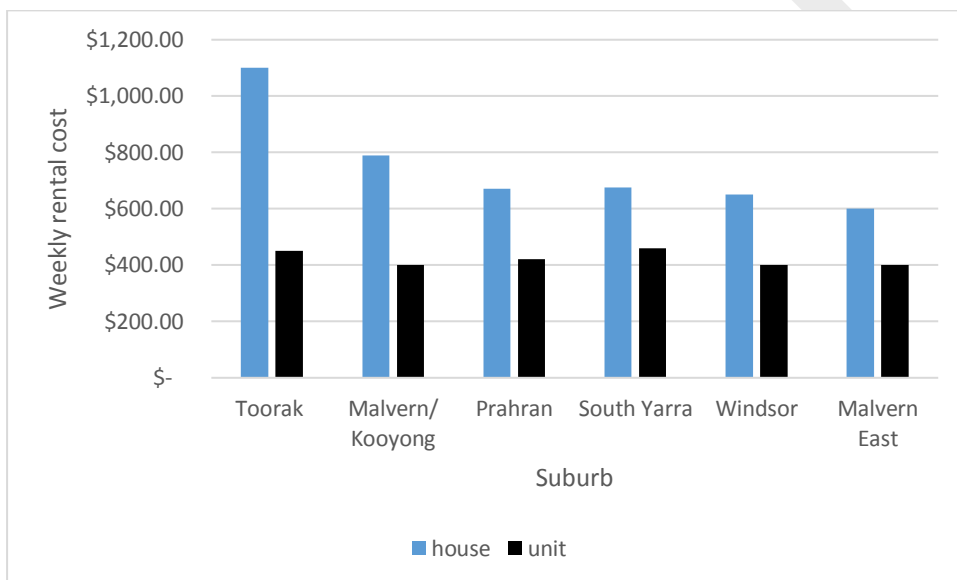


**Figure 8: City of Stonnington monthly housing loan repayments compared with Greater Melbourne. Source: ABS 2017**

The median purchase price of homes in Stonnington remains higher than the Greater Melbourne average (Figure 9), and rental rates also exceed Melbourne averages (Figure 10).



**Figure 9: Median purchase price by suburb compared with Greater Melbourne 2017.** Sources: *propertydata.com.au; realestate.com.au, accessed November 2017*



**Figure 10: Median rentals by suburb 2017.** Source: *realestate.com.au, accessed November 2017*

Although Stonnington is known for its social affluence, the municipality is significantly diverse, with pockets of disadvantage well below accepted SEIFA index levels. Office of Housing estates in Prahran (Horace Petty, King, Bangs and Essex streets) have major upgrades planned in the future. These estates currently have a mix of older style high-rise and walk-ups, with substantial open space at ground level. By late 2018 the Victorian Government intends to begin upgrading these estates to increase social housing by at least 10 per cent.

Council recognises the need to provide a diverse and affordable supply of housing, and to ensure that higher-density development is close to public transport, employment and community facilities including open space. As development densities increase, so does the shortfall of open space, and the need for more health, public transport, education, childcare and civil infrastructure services.

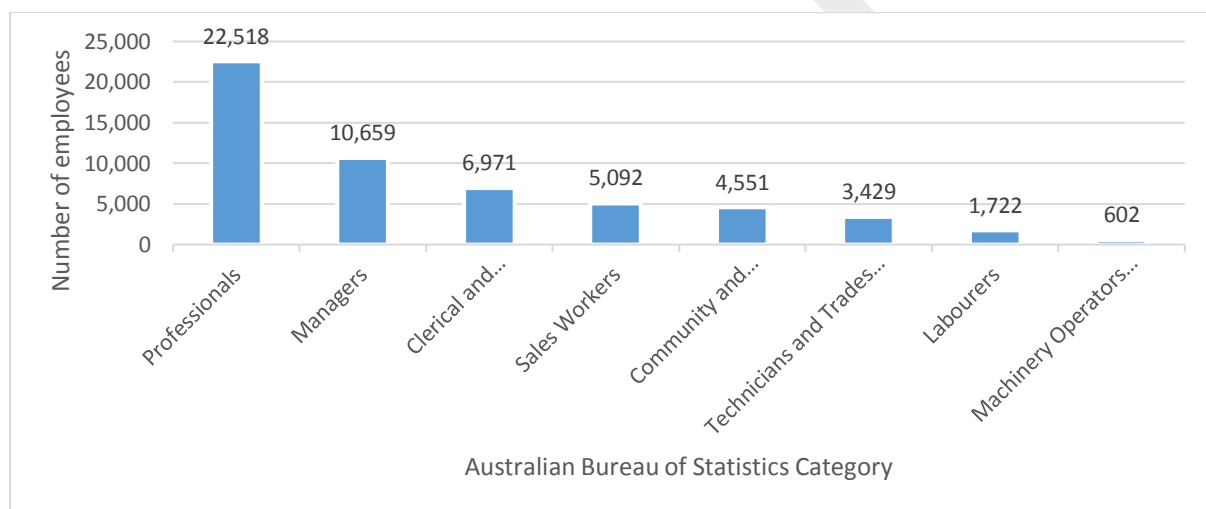
The demand for student accommodation in Stonnington is ongoing and is driven by the growth of Monash University (Caulfield) on the doorstep of Malvern East, and tertiary campuses in the

municipality, Melbourne Polytechnic and Holmesglen TAFE. Similarly, growth is anticipated in the aged care and retirement sectors as ‘empty nesters’ downsize into care-based accommodation or retirement apartments.

## 2.4 The economy

The municipality includes some of Greater Melbourne’s most notable lifestyle shopping strips and centres, which can leverage new business and high-value industries. Retail destinations such as Chadstone and Chapel Street major activity centre (Chapel Street MAC) are known, locally and internationally, for their high-end fashion, café culture and restaurants. Retail, health care, social assistance and professional services provide the dominant sources of employment.<sup>19</sup>

These strips are also popular entertainment precincts, and Council must manage the impacts of licensed premises on the amenity of nearby homes and on the general viability of the shopping strips. A large number of professionals live in Stonnington, which implies higher-spending capability and the need to live close to work in city-based offices (Figure 11).



**Figure 11: City of Stonnington occupation of employment 2016. Source: ABS 2016**

The municipality also has vibrant health, professional and education precincts, employment clusters and cultural and sporting hubs like:

- Cabrini Hospital in Malvern and, further afield, The Alfred Hospital
- Holmesglen TAFE, Melbourne Polytechnic and Monash University (Caulfield) in the City of Glen Eira
- Gymnastics Victoria, the National Institute of Circus Arts and Gymnastics Australia’s National Centre of Excellence in Windsor, and
- some of Australia’s top private secondary schools that are centres for education excellence and major employers.

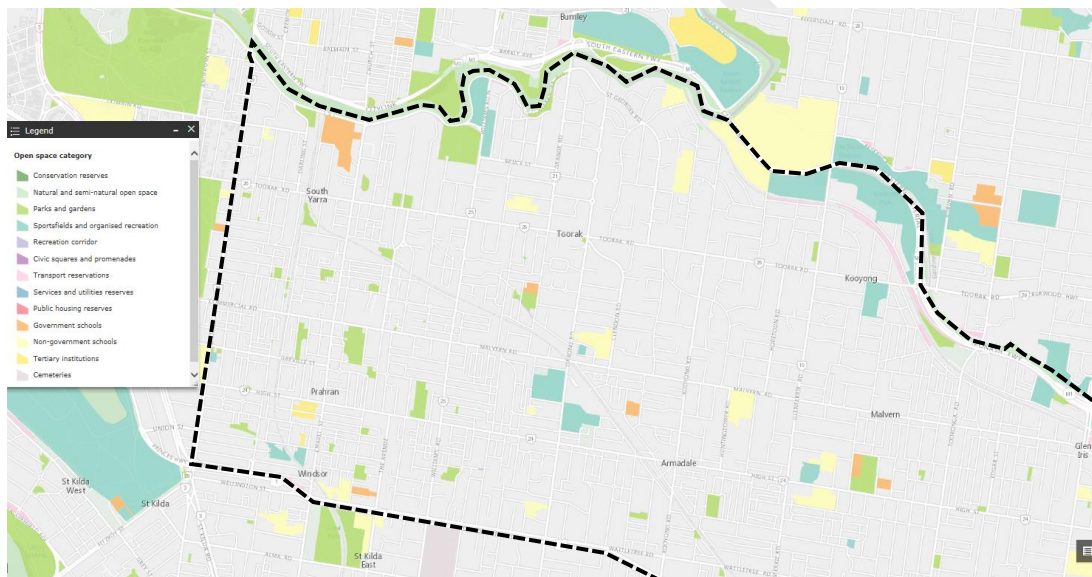
## 2.5 Natural features and open space

On the municipality’s northern boundary, the Yarra River and Gardiners Creek corridors include recognised biodiversity areas. The state government has recently formalised the significance of the

<sup>19</sup> Stonnington Economic Development Strategy 2017–2021, adopted 4 December 2017

Yarra River through new legislation<sup>20</sup>, due to come into formal effect in 2018. Council will work with DELWP and other councils sharing the river frontage to develop an integrated masterplan in 2018. The City of Stonnington plays an important role in maintaining waterway health and the ecology of the local area, particularly through improved management of stormwater input to the river system and ongoing planting of indigenous species.

Stonnington's amount of open space is low, at 6.7 per cent (20 m<sup>2</sup> per person).<sup>21</sup> Council continues to increase and enhance the current level of open space and recreational facilities. We've also responded to climate change and rising CO<sup>2</sup> levels by limiting the reduction in tree canopy cover, on public and private land. The open space network includes government and non-government schools, which may not be accessible after-hours for organised or passive recreation (Figure 12). Council acknowledges the need for a regional approach in open space provision.



**Figure 12: City of Stonnington open space: extract showing west and central parts of the municipality.** Source: Metropolitan Open Space Network, Victorian Planning Authority

## 2.6 The ongoing transformation of the municipality

Stonnington continues to undergo a physical transformation through public and private sector developments and initiatives, with more people drawn to work and live in the municipality. The transformation is being driven by rising property values, major projects and policy changes led by the state government, as well as new initiatives by Council.

- The **Metro Tunnel project at South Yarra**: will enable direct passenger rail travel from Caulfield to a new station at Domain and on to central Melbourne. It is not within the existing scope to integrate South Yarra into the Metro Tunnel rail network but it is acknowledged that the potential for an interchange at South Yarra should not be precluded. Public transport upgrades in South Yarra are urgently needed to address population growth. The recent announcement<sup>22</sup> of a \$12.33-million upgrade at South Yarra station could provide disability access, better connections from Yarra Street and improved amenities, however,

<sup>20</sup> Yarra River Protection (Wilip-gin Birrarung murrn) Bill 2017

<sup>21</sup> Municipal Strategic Statement, clause 21.02-1

<sup>22</sup> <https://www.premier.vic.gov.au/south-yarra-station-redevelopment-begins/>

further upgrades are needed. Similarly, at Caulfield station in the City of Glen Eira, the anticipated growth in Monash University (and surrounding residential areas), combined with upcoming station improvements advocated by Council, will boost demand for student housing in the area, and local services such as retail, open space and restaurants.

- A **new tram route**: planned to link Caulfield Station to Rowville via Chadstone is to run in the Dandenong Road central median. (Refer also to Section 5.8.1.)
- **Cato Square**: the City of Stonnington is also responding to the lack of open space in Prahran with construction of Cato Square. The development will 'green' the area and provide an expansive open-air space for the community with underground car parking for shoppers (Figure 13).
- The new **Prahran High School**: currently under construction, it will be one of the few public secondary schools in the inner south. The new facility will include shared community facilities such as basketball courts (Figure 14).
- **Stonnington indoor sports stadium**: in October 2017 Council adopted the recommendation to undertake further feasibility work on a new multi-court indoor stadium. The Council-owned site on Chadstone Road is planned to offer a range of indoor sports such as bowls and tennis. If built, the facility will respond to a lack of active indoor sports facilities in the municipality.
- **Office of Housing estate upgrades**: The Office of Housing is planning upgrades to the Prahran public housing estates in Bangs, King and Essex streets, and Horace Petty estate.

Other changes include developments on the edge of the municipality like the growth of Monash University (Caulfield), the related demand for more student housing, and the potential to provide high-quality regional open space at the Caulfield racecourse reserve.



**Figure 13: Cato Square, Prahran**  
(City of Stonnington initiative<sup>23</sup>).



**Figure 14: Prahran High School, 144 High Street Windsor**  
(Victorian Government initiative<sup>24</sup>).

The ongoing increase in private vehicle use also increases the congestion on Stonnington's state and

<sup>23</sup> Photo source: <http://www.stonnington.vic.gov.au/Development/Council-Projects/Cato-Square>, accessed 6 February 2018

<sup>24</sup> Photo source: <http://www.schoolbuildings.vic.gov.au/Pages/Schools/Prahran-High.aspx>, accessed 6 February 2018

local road system. Council continues to encourage mode shifts to public transport, cycling and walking.

In the near future, the municipality will experience the impacts of electric and driverless cars. These potentially mean a reduction in noise (as a result of no combustion engines), a potential increase in car sharing, and a reduced need for on-site parking spaces. Tram routes will also undergo upgrades to tram-stop infrastructure, led by the Victorian Government (date TBC). Prioritising off-road cycling and walking links will continue to be important in addressing traffic congestion and to promote health benefits. Infrastructure upgrades will be required to meet demand.

Final

### 3. City of Stonnington community aspirations

**Continuous Improvement Review Kit requirement:**

*Outcome of Step 3: Consultation*

*A summary of all the issues identified from consultation.*

#### 3.1 Council Plan 2017–2021

The recently-adopted Council Plan 2017–2021 included an extensive community-wide engagement program in 2016.<sup>25</sup> Eighty-four per cent of participants identified liveability as the most pressing issue, while 60 per cent of residents said Council's future focus should be on access to services and facilities, the amenity/character of the area, and liveability (generally of equal importance).

The Council Plan identified a number of other community concerns:

- the impact of large developments on the environment
- the sustainability of construction
- the removal of established trees
- access to public transport and more connected bike paths
- evening and night-time safety, and
- affordable and inclusive community-based activity groups and programs.<sup>26</sup>

#### 3.2 Preliminary consultation

Community engagement in the lead-up to the Planning Scheme Review has been extensive, and included developing key municipal policies and associated community-wide consultation processes.

For example:

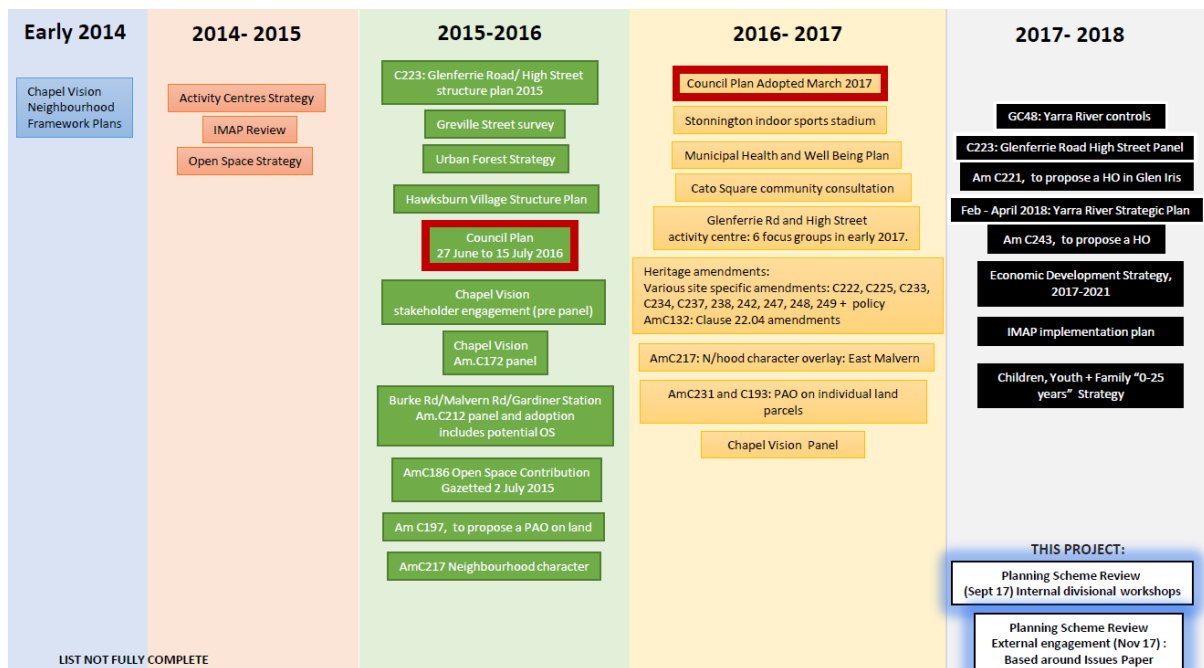
- the Council Plan 2017–2021
- the Municipal Public Health and Wellbeing Plan 2017–2021
- the Children, Youth and Family '0–25 years' Strategy
- the Economic Development Strategy 2017–2021, and
- various heritage and neighbourhood character amendments, and activity centre structure plans for the Chapel Street MAC, Glenferrie Road/High Street and Hawksburn activity centres.

Broad community engagement has provided Council with detailed and targeted data that is included in the review. A snapshot of targeted community engagement is provided (Figure 15).

<sup>25</sup> Council Plan 2017–2021, page 12. Consultation was enabled through online and paper surveys, online polls, forums through 'Connect Stonnington', workshops, community forums, newsletters, e-newsletters, advertisements in the local paper, social media and postcard drops

<sup>26</sup> Council Plan 2017–2021, page 12





**Figure 15: Recent policies and strategies involving city-wide and targeted engagement processes (indicative only, the list is not exhaustive).**

The engagement strategy<sup>27</sup> identified key internal and external stakeholders responsible for major projects and policies that influence the Planning Scheme Review outcomes.

### 3.3 The issues we engaged on and the outcomes

The issues paper was developed to provide a basis for consultation.<sup>28</sup> Presented in a 'plain English', user-friendly format, the document's aim was to promote discussion on the performance of the scheme, to explain the reasons why a review was needed and to identify community issues.

Public consultation on the issues paper was held in November 2017. In general, feedback reflected the overall directions of the issues paper (see Table 1 and Appendix 3A for detailed comments).<sup>29</sup>

**Table 1: Summary of community comments in relation to the issues paper**

Issue	Comment
Protect established residential communities	<p>Development densities and the form they take in established residential communities needs greater management. For example, creating two dwellings on a single lot, both with street frontages and corresponding crossovers, reduces on-street parking, street trees and uninterrupted nature strips.</p> <p>There is little difference in the planning outcomes of the general residential zone (GRZ) and the residential growth zone (RGZ) in Stonnington. Further policy direction is needed to clarify desired outcomes and to address interface issues, particularly in substantial change areas. Future growth will also place additional pressure on existing social infrastructure, which requires ongoing planning and review.</p>

<sup>27</sup> Appendix 1: Community engagement strategy

<sup>28</sup> Appendix 2B: Issues paper and communications

<sup>29</sup> Appendix 3: Internal engagement feedback



Issue	Comment
Address the interface between residential and higher-density residential zones	In some interface areas, where the RGZ sits alongside a neighbourhood residential zone (NRZ), the difference in allowable heights and setbacks to the NRZ needs review, particularly because main roads are substantial change areas.
Provide housing diversity including social housing	There is an undersupply of affordable housing in the municipality.
Maintain and respect heritage	<p>Ongoing research to ensure all heritage places are protected is a Council priority. Refining heritage controls and overlay coverage has been a strong focus in recent years, with an updated Heritage Policy and greater HO coverage now in place.</p> <p>For unprotected heritage places, Council has been relying on section 29a of the <i>Building Act 1993</i> (Building Act), where the municipal building surveyor can suspend granting a demolition permit, subject to the consent of the responsible authority. This is an uncertain process given the planning minister may not grant interim protection.</p>
Ensure development on the Yarra River corridor respects the natural environment	Stonnington continues to be included as a stakeholder for development guidelines along the Yarra River corridor. The Gardiners and Scotchman's Creek corridors are important parts of the river system and need to be treated with an equally high level of importance.
Maintain canopy trees and increase their number	<p>The Urban Forest Strategy identifies the need to establish habitat corridors, build on biodiversity, and increase canopy tree cover through protecting existing trees and planting more.<sup>30</sup></p> <p>The Sustainable Environment Strategy is currently being reviewed. This presents real opportunities to set targets on the delivery of green infrastructure, and to monitor outcomes that align with Plan Melbourne's vision for a sustainable and resilient city.</p>
Provide connected and user-specific open space	Open space in the municipality is lacking, at only 6.7 per cent or 20 m <sup>2</sup> per person, and this will decrease as medium- to high-rise apartment developments grow in number. Council is committed to enhancing and growing its provision of open space and has been successful in recent acquisitions.
Provide high-quality and co-located community facilities	Coordinate social infrastructure planning with other councils <sup>31</sup> to deliver regional plans and maximise service provision.
Update the MSS	The strategic framework in the MSS should refine the extent of major hubs and activity centres, and also reflect Plan Melbourne's directions. A cross-reference to clause 21.05-2, Substantial change areas, would be helpful to provide Council with direction on where changes to urban form could be expected.
Protect and encourage local employment	There should be no net loss of commercial floor space in activity centres. 'Vertical zoning' has been included in the Planning Scheme, through Chapel reVision, to ensure the first floor of new developments provides commercial not residential floor space. There are also opportunities to investigate other tools and locations to protect employment land. The arts sector is a key aspect of the local economy that Council will continue to support. <sup>32</sup>

<sup>30</sup> Stonnington Urban Forest Strategy

<sup>31</sup> Council is a stakeholder in (i) the Inner South East Metropolitan Partnership with Boroondara, Bayside and Glen Eira and (ii) IMAP (Inner Melbourne Action Plan) with Yarra, Melbourne, Port Phillip and Maribyrnong

<sup>32</sup> Stonnington Economic Development Strategy, 2017

Manage traffic congestion	More sustainable transport such as walking and cycling needs to be encouraged. This can be achieved through reprioritising road space, effectively linking pathways and improving wayfinding. Reinforcing the importance of Crime Prevention Through Environmental Design (CPTED), and providing 'end points' with toilets and showers will also motivate use of more sustainable transport options.
<b>Other issues</b>	
Control liquor licensing to ensure residential amenity is maintained and activity centres retain their core retail functions	Application of clause 22.10-3, Licensed premises, is needed, with discretion, particularly in activity centres with interfacing residential uses and potential amenity issues.  Liquor regulation <sup>33</sup> is currently under review, however, Council should continue to play a role in the consideration of liquor licences.
Metro Tunnel project	South Yarra Station plays a critical role in Melbourne's south-eastern rail network, and services the growing, high-density populations of Forrest Hill and South Yarra. Major construction projects like the Metro Tunnel have an equally major impact on open space locally because it is often used for an extended period as a construction site. Improving amenity at all stations along the route, particularly at South Yarra, is also needed. Council will continue to advocate for extensive upgrades to public transport in the South Yarra area.
Updating the extent of overland flood mapping	Updated overland flood mapping data could change the extent and location of the Special Building Overlay (SBO) and the Land Subject to Inundation Overlay (LSIO), which may trigger more planning and building permits. But there are also opportunities to incorporate more Water Sensitive Urban Design treatments into developments to limit stormwater run-off.

### 3.3.1 Engagement on the Draft Stonnington Planning Scheme Review

Community engagement on the draft review was held in March 2018. The engagement outcomes are provided in Table 2 and a detailed summary is also provided in Appendix 3B.

**Table 2: Summary of community comments in relation to the draft review**

Issue	Comment
<b>Residential development densities and housing capacity</b>	
Discourage the longitudinal split of blocks in Malvern Meadows Estate (MME)	Undertake urban design framework plans in areas of pressure for growth
Restrain the scale of Cabrini Hospital to align with the sensitive low-rise residential interface	Council plans to work with Cabrini on a masterplan for the site. <sup>34</sup>
Increase public housing in the municipality	Council continues to lobby to increase public housing, <sup>35</sup> a program led by the state government.
<b>Open space</b>	
Ensure Stonnington residents' needs can be incorporated into the Caulfield Racecourse masterplan	The Planning Scheme Review reinforces the importance of Caulfield Racecourse as a valuable open space resource for the community. <sup>36</sup>
Land use in the Public Park and Recreation Zone (PPRZ) is dominated by groups such as Malvern Primary School and Malvern Valley golf course, and some open space	Council has an ongoing commitment to improving open space provision and accessibility through the initiative "Strategies for

<sup>33</sup> Review of the *Liquor Control Reform Act 1998*

<sup>34</sup> Planning Panel Report for Amendment C223, refer also Section 4.5 of the review

<sup>35</sup> [https://www.parliament.vic.gov.au/images/stories/committees/SCLSI/Public\\_Housing\\_Renewal\\_Program/Submissions/S16-City\\_of\\_Stonnington.pdf](https://www.parliament.vic.gov.au/images/stories/committees/SCLSI/Public_Housing_Renewal_Program/Submissions/S16-City_of_Stonnington.pdf), accessed April 2018

<sup>36</sup> <https://vpa.vic.gov.au/project/caulfield-station-precinct/>, accessed April 2018

Issue	Comment
incorporated into larger developments has been 'privatised'	Creating Open Space". One of the strategies is to "Improve accessibility to existing open space and recreational reserves".
Open space in the Windsor area is dominated by 'off-leash' dog exercise areas and is not designed for small children	Communal open space provided in larger developments such as 590 Orrong Road remains in private ownership. The developer provided a financial contribution for public open space, which Council has used to purchase land on the periphery of the development.
The indoor stadium will reduce the amount of ground-level open space	Council confirmed Percy Treyvaud Memorial Park as the site for a new multipurpose sport and recreation facility <sup>37</sup> in October 2017. The facility will host a four-court indoor basketball/netball facility, Chadstone Bowls Club, Chadstone Tennis Club, Chadstone Recreation and Civic Club, and summer users of the sports ground. A masterplan for the stadium will commence shortly.
<b>Heritage and neighbourhood character</b>	
Rezone land in areas of heritage significance or with sensitive low-rise residential interfaces from general residential to neighbourhood residential (e.g., the Gascoigne estate)	Review of the residential zones and overlays that influence planning outcomes is a high priority for Council.
Protect heritage and neighbourhood character	Heritage places are an important part of the identity and amenity of Stonnington and Council has an ongoing program to protect them. This includes a Heritage Strategy review, and a program for research and protection of heritage places, which are underway.
<b>Activity centre planning and growing jobs</b>	
High-rise development in the South Yarra area is unattractive	The recently-approved and gazetted Chapel reVision amendment addresses urban design in the Chapel Street/Toorak Road area in considerable detail.
Quality of Chapel Street as a shopping destination is declining	The quality of Chapel Street as a shopping destination is outside the scope of the planning scheme review. Council will continue to work with Chapel Street traders' association to promote Chapel Street.
<b>Liquor licensing</b>	
Limit late-night liquor licensing	A research paper into the impacts of licensed venues has been commissioned by Council.
<b>Trees, landscaping and the environment</b>	
Retain tree canopies	Council's Urban Forest Strategy highlights the importance (and priority) of ensuring developers design around trees, and respect of the tree-root zone is mandatory. The Planning Scheme Review also highlights the importance of deep soil plantings and larger tree canopies and that more detail is needed for set backs and preferred canopy tree types for all multi level developments and not just residential development over 5 storeys. More recently, Council tabled <sup>38</sup> a financial bond or 'Tree/Landscape bank guarantee' initiative to ensure developers protect trees. Changes to the Planning Scheme to enable the Urban Forest Strategy are proposed.

<sup>37</sup> [www.connectstonnington.vic.gov.au/stadium](http://www.connectstonnington.vic.gov.au/stadium)

<sup>38</sup> City of Stonnington Council meeting 5 March 2018 Item 3. General Business: 'Tree management – Planning approach towards compliance issues'

Issue	Comment
Manage overland flooding in the Scotchman's Creek area	Planning Scheme Amendment C221 is currently considering this issue.
Keep the Yarra corridor 'clean and green'	This is a strategic priority noted in Section 5.7 of the review.
<b>Transport and parking</b>	
The reduction in parking spaces in the Holmesglen car park due to rail works and the proposed sub-station	The Holmesglen car park is owned by VicTrack and is outside the scope of the Planning Scheme Review.
Consider the parking overlay across the municipality	Residents can apply for parking permits in accordance with Councils local parking provisions.
Road corridor strategy underway by VicRoads	Further information will be sought from VicRoads as the project is planned.
Tram stop upgrades	
Stonnington Cycling Strategy	Council will develop its own strategy with reference to the new Victorian Cycling Strategy 2018–2020.
Stonnington Sustainable Transport Strategy	Council continues to encourage a significant mode shift from private cars to active transport (e.g., walking and cycling).
Transport hubs need to be highlighted on the Strategic Framework Plan	This is included in the Action Plan as a priority.
More trains and improvements to South Yarra station	Council continues to advocate strongly for South Yarra station improvements. <sup>39</sup> The recent state government announcement of a \$12.33-million upgrade to the station is a positive step. <sup>40</sup>
New tram service from Caulfield to Rowville	<p>The proposed corridor for Stage 1 begins near Caulfield Station, stops at Chadstone Shopping Centre, and ends near the intersection of Blackburn and Wellington roads outside Monash University's Clayton campus. Stage 2 will extend to Rowville.</p> <p>Council will work with Transport for Victoria on the design and planning of the new route to assess alignments, park-and-ride options, stop locations, cost, and travel-time benefits.</p>

<sup>39</sup> <http://www.stonnington.vic.gov.au/Vision/Advocacy/Urgent-upgrade-of-South-Yarra-Station>

<sup>40</sup> <https://www.premier.vic.gov.au/south-yarra-station-redevelopment-begins/>, accessed April 2018

## 4. The changing policy platform and its effectiveness

### Continuous Improvement Review Kit requirement:

#### *Requirements for Step 4: Doing the review*

*The audit should examine the following questions about the Planning Scheme, in particular:*

- *the content of the LPPF*
- *the consistency of the Planning Scheme with the SPPF*
- *the strategic performance of the Planning Scheme*
- *any strategic gaps in the Planning Scheme*
- *linkages between the Council Plan and the Planning Scheme, and*
- *format, consistency and useability of the Planning Scheme.*

### 4.1 Previous Planning Scheme reviews

Table 3 details reviews of the Planning Scheme since 2010.

**Table 3: Stonnington's Planning Scheme reviews, 2010–2016**

Year	Descriptor
2010	<b>Formal review</b> The City of Stonnington adopted the Planning Scheme Review process on 7 June 2010. A key recommendation was to review the LPPF and MSS.
2013	<b>Amendment C161: Review of the MSS and LPPF</b> Amendment C161 came into operation on 5 December 2013. The amendment comprehensively reviewed the MSS and LPPF.
2016 <sup>41</sup>	<b>Formal review</b> The 2016 review responded to the Council Plan adopted on 3 June 2013. The review was formally due in June 2014 but Council wrote to the Minister for Planning requesting an extension on the following grounds: <ul style="list-style-type: none"> <li>• many of the recommendations from the 2010 review were progressed or completed by 2014</li> <li>• major changes to the planning system that would inform future changes were still pending including:               <ul style="list-style-type: none"> <li>○ gazetting of new residential zones</li> <li>○ release of the final version of Plan Melbourne, and</li> <li>○ a state government review of the SPPF (which has not been completed).</li> </ul> </li> </ul>

<sup>41</sup> Appendix 4: 2016 Stonnington Planning Scheme Review

## 4.2 Key issues raised in the 2016 Stonnington Planning Scheme Review

The 2016 report identified 10 key issues (also reflected in the issues paper) and recommended future work (Table 4).

### *Status of actions:*

<b>Remains relevant</b>	These are listed in section 8.1: Inventory of actions
<b>State government</b>	Recently completed/underway by the state government
<b>Completed</b>	Recently completed by the City of Stonnington
<b>Underway</b>	Work in progress

**Table 4: Ten key issues raised in the 2016 Stonnington Planning Scheme Review**

No.	Key issue/challenge	Recommendations for future work	Status
1.	Increased population growth and associated increased-density living	<ul style="list-style-type: none"> <li>Review substantial, incremental and minimal change areas.</li> <li>Develop better guidance for substantial change areas.</li> <li>Prepare a higher-density design policy and guidelines.</li> </ul>	Remains relevant Remains relevant State government
2.	Apartment design and amenity	<ul style="list-style-type: none"> <li>Implement clear objectives and strategies for internal amenity of apartments.</li> </ul>	State government
3.	Higher-density housing guidelines	<ul style="list-style-type: none"> <li>Assess the infrastructure capacity, and prepare a plan for improvements in areas identified for higher-density housing (already partly covered by the Activity Centres Strategy).</li> <li>Develop strategies for on-site waste management for large apartment complexes.</li> </ul>	Completed in part (Chapel reVision Am.C172) Remains relevant State government
4.	Affordable housing and diversity	<ul style="list-style-type: none"> <li>Prepare a housing strategy.</li> <li>Review the policy on rooming houses and their impact on the community.</li> </ul>	Underway Remains relevant
5.	Parking infrastructure capacity and development contributions	<ul style="list-style-type: none"> <li>Review car parking rates across activity centres and residential zones, and guidelines for reducing or waiving car parking requirements.</li> <li>Include objectives from Council's Advocacy Statement for public transport services and infrastructure in the MSS.</li> </ul>	Remains relevant Remains relevant
	Integrated transport	<ul style="list-style-type: none"> <li>Include a revised policy for parking and transport in the MSS (as per Council's adopted Sustainable Transport Policy).</li> </ul>	Remains relevant

No.	Key issue/challenge	Recommendations for future work	Status
6.	Open space for an increasing population	• Review Council's Strategies for Creating Open Space and provide more strategic justification to acquire properties for public open space.	Remains relevant
		• Review Council's Strategic Vision to reference Council's Public Acquisition Overlay (PAO) of sites for open spaces, and the ongoing need for increased public open space to:	Remains relevant
		○ provide for a rapidly increasing population, particularly in areas projected for high-density housing	
		○ encourage multiple social, economic and environmental benefits for the community, and	
		○ provide for the varying and changing needs of the community including all age groups and cultural backgrounds.	
		• Identify issues, and strategies that recognise the importance of the street, as well as methods to encourage public use of private space.	Remains relevant
		• Review the Built Environment and Heritage and Open Space and Environment policies to identify opportunities for a more seamless transition between public and private spaces.	Remains relevant
7.	Protecting our heritage spaces	• Investigate the potential development of a streetscape-style guide so there are clear guidelines for Council and developers.	Remains relevant
		• Investigate the impact of:	Remains relevant
8.	Review the MSS	○ the construction of balconies and awnings overhanging public land	
		○ new developments that overshadow or overlook public parks, and	
		○ private, street-side or footpath furniture in the public realm and pedestrian areas.	
		• Review how Council incorporates protection of heritage spaces into the MSS, and assesses Cultural Heritage Management Plans.	Remains relevant
		• Review universally-accessible design principles across the MSS.	Remains relevant
9.	Increased pressure for alternative uses of spaces	• Review the Strategic Vision.	Remains relevant
		• Review the MSS with regard to new residential zones:	Remains relevant
		○ to consider their consistency and compatibility, and	
		○ whether the policy is consistent with higher-density locations.	
		• Review the MSS and ResCode standards and assess the impact of the '75 per cent site-coverage' standard.	Remains relevant
10.	Infrastructure and environment	• Review the provisions for adaptive buildings.	
		• Investigate the importance of urban manufacturing in Stonnington.	Remains relevant
		• Investigate the options of incorporating vertical zoning and other tools to encourage employment retention into structure plans for activity centres.	Completed Chapel reVision)
		• Review the Entertainment Uses Policy to consider 24-hour public transport.	Remains relevant
10.	Infrastructure and environment	• Review liquor licences in-line with state government regulations.	Underway
		• Review the schedule to clause 52.01 to close the loophole that allows contributions for subdivisions to be evaded.	Remains relevant
		• Review the policy support provided for protection of the Yarra River and Gardiners Creek, and other large, natural areas.	Remains relevant
		• Review the flooding policies to cross-reference Council's Water Sensitive Urban Design or Environmentally Sustainable Design policies.	Remains relevant

No.	Key issue/challenge	Recommendations for future work	Status
		<ul style="list-style-type: none"> <li>Review clause 21.07-5, Potentially contaminated land, for sites adjoining railway land.</li> </ul>	Remains relevant
		<ul style="list-style-type: none"> <li>Implement clear outcomes, and specify issues and strategies to prepare for climate change.</li> </ul>	Remains relevant
		<ul style="list-style-type: none"> <li>Determine the effects of climate change on infrastructure.</li> </ul>	
	Other issues	<ul style="list-style-type: none"> <li>Review the Institutional Uses Policy (clause 22.16) in the context of the Neighbourhood Character Policy,<sup>42</sup> and how to best manage their development.</li> </ul>	Remains relevant

The relevance of these recommendations in the review is assessed against the key criteria<sup>43</sup> for a Planning Scheme Review including:

- the current state planning policy document, Plan Melbourne 2017–2050
- the recently adopted Council Plan 2017–2021, and
- the MSS.

#### 4.2.1 What's changed since 2016?

##### **Continuous Improvement Review Kit requirement:**

*Document the strategic work that has been completed or carried out since the approval of the scheme and any additional work required to strengthen the strategic direction of the planning scheme.*

Since the 2016 review there have been considerable changes to policy at state level including a new Plan Melbourne 2017–2050, new residential zones, and a new state housing policy. Council has delayed reviewing major policy matters such as the MSS until the new-format VPP are known.<sup>44</sup>

A detailed summary of the breadth of policy changes, together with new infrastructure projects and their impact on the City of Stonnington, is provided in Table 5. Refer also to the appended list of references (Appendix 5) for all documents considered in this report.

<sup>42</sup> Stonnington Council Report Meeting of 2 February 2015

<sup>43</sup> [https://www.planning.vic.gov.au/\\_\\_data/assets/pdf\\_file/0024/12768/PPN32-Review-of-planning-schemes\\_June-2015.pdf](https://www.planning.vic.gov.au/__data/assets/pdf_file/0024/12768/PPN32-Review-of-planning-schemes_June-2015.pdf), accessed 5 February 2018

<sup>44</sup> Refer Section 1.3.4



**Table 5: State of play in March 2018: What's changed since the 2016 review and the impact on Stonnington**

Note: this list is not exhaustive of all policies, controls and laws.

Amendment number (if applicable)	Name of policy/control/law	Impact on the City of Stonnington
<b>State-led control</b>		
<b>VC 134</b>	<b>Plan Melbourne 2017–2050 and Plan Melbourne implementation plan</b>	<p>Implements Plan Melbourne 2017–2050. Replaces clauses 9–19 of the SPPF and clauses 52.45 and 81.01. It also makes provision for the new Principal Public Transport Network (PPTN) plan. The extent of the new PPTN plan has is yet to be updated by the state government.</p> <p>Plan Melbourne promotes development around well-serviced activity centres, transport hubs and community facilities using the '20-minute neighbourhood' as a model. Key issues<sup>45</sup> for Stonnington include the following.</p> <p><b>Governance</b> For the purposes of planning, implementation and forecasting, Stonnington has been grouped with Bayside, Boroondara and Glen Eira councils to form the Inner South East Region group. Stonnington continues to be part of the Inner Melbourne Action Plan (IMAP) group of councils.</p> <p><b>Activity centres and 20-minute neighbourhoods</b> Plan Melbourne now ranks Prahran/South Yarra, Toorak Village, Chadstone and Malvern/Armadale as major activity centres (MACs). This influences liquor licensing permits, and the scale and type of development permitted, particularly in strips that Council ranks as NACs. The NACs in the Chapel Street MAC are Toorak Road West (South Yarra) and Chapel Street (Windsor). The activity centre categories identified in Plan Melbourne 2017–2050 include metropolitan activity centres, MACs and NACs. Stonnington's MACs are Prahran/South Yarra (Chapel Street, excluding Windsor and Toorak Road West) and parts of Toorak Road (South Yarra), Malvern/Armadale (Glenferrie Road and High Street) and Chadstone Shopping Centre. Other smaller centres in Stonnington become NACs.</p> <p>The Precinct Structure Planning Guidelines will be updated to address key Plan Melbourne initiatives including creation of 20-minute neighbourhoods and application of appropriate commercial and residential zones (Action 20).</p>

<sup>45</sup> Plan Melbourne 2017–2050; Council minutes, report and attachments

Amendment number (if applicable)	Name of policy/control/law	Impact on the City of Stonnington
		<p>Mandatory heights are no longer explicitly supported for NACs. Instead, state government will support councils to prepare structure plans for their NACs to deliver 20-minute neighbourhoods Practice Note (PN59) still exists and supports mandatory controls in some circumstances.</p> <p>The concept of 20-minute neighbourhoods was a feature of the original Plan Melbourne 2014, and the revised Plan Melbourne 2017–2050 places more emphasis on it as an important outcome, particularly for NACs. Walkability and connectivity are a defining feature, and it is likely this principle will be a central consideration for all strategic planning projects, Precinct Structure Plans and Activity Centres (Actions 11, 20 and 75).</p> <p><b>Urban renewal precincts</b> Plan Melbourne 2017–2050 and its implementation plan no longer identify the Forrest Hill and Caulfield Station precincts as urban renewal areas, and this may have implications for government funding of strategic priority projects in these areas. Caulfield (Glen Eira City Council, adjacent to Stonnington’s boundary) is identified as a MAC, with Monash University (Caulfield) forming part of the core of the international education sector that accommodates 90,000 international students across Melbourne. There is no specific mention in the implementation plan about the role or renewal of Caulfield Station but Plan Melbourne notes that Precinct Structure Plans could be investigated for education precincts.</p> <p><b>Open space</b> There is no indication that Plan Melbourne has considered the challenge of increasing open space for a growing population in inner city areas, where there are already shortages of public open space (Action 93). Anticipated growth in affordable housing on public housing estates and private land may lead to a wider gap between open space and other community facilities, and the number of dwellings.</p> <p><b>Climate change and environmentally sustainable development</b> Council policies, including clause 22.05, Environmentally Sustainable Development, require all development to follow environmentally sustainable development best practice. This policy expires on 30 June 2019 but a review of planning and building systems to support environmentally sustainable development outcomes has been identified for the short term (Action 80).</p> <p><b>Heritage</b> Plan Melbourne recognises the need to identify and review unprotected heritage places in areas earmarked for substantial change. There is a strong focus on protecting Aboriginal cultural heritage including important landscapes and places (Actions 69 and 70). It also acknowledges stimulating economic growth through adaptive re-use of heritage buildings.</p> <p><b>Housing</b> Plan Melbourne aims to increase the supply of social and affordable housing by utilising government land for additional social housing, and streamlining the decision-making processes for social housing proposals (Actions 24 and 25). In the City of</p>

Amendment number (if applicable)	Name of policy/control/law	Impact on the City of Stonnington
		<p>Stonnington, these will likely be on existing Office of Housing estates. Each metropolitan region is required to assess its existing capacity and to accommodate more dwellings, as well as infrastructure enhancements to support this growth.</p> <p><b>Transport</b> Plan Melbourne proposes major investment in Melbourne's public transport network (like the Metro Tunnel project and level crossing removals), with upgrades projected to support an additional 104 million trips per day by 2050. Council has advocated for improvements in and around South Yarra Station. There are two level crossing removal sites in Stonnington: Burke Road site (Gardiner Station, which is complete) and Toorak Road, Kooyong.</p> <p>Existing bus and tram networks are slated for improvement with increased priority and the roll-out of new tramway treatments in the short term. No improvements are identified for Stonnington specifically, however, more information is anticipated (Action 35).</p> <p>The PPTN map is to be updated and revised in planning schemes by December 2017 (Action 36). As at January 2018, the PPTN map had not been updated.</p> <p><b>Yarra River corridor</b> There is an increased focus on protecting urban waterways by establishing the Great Yarra Parklands from existing Crown land reserves in the metropolitan area (Action 61), and strengthening planning controls along the Yarra River corridor (Action 62). GC48 now provides planning controls to protect the Yarra River. These apply on an interim basis until 31 January 2021.</p>
	<b>Inner Melbourne Action Plan 2016–2026</b>	IMAP identifies a suite of projects to improve the performance and liveability of inner Melbourne. These include affordable housing and homelessness, prioritising a network of walking and cycling paths, and collecting and mapping employment data. There is strong commitment from all IMAP councils to continue with delivery of the plan.
<b>RESIDENTIAL</b>	<b>Homes for Victorians, 2017</b>	<p>By 'increasing the supply of housing through faster planning',<sup>46</sup> development pressures in Stonnington are likely to increase.</p> <p>The Victorian Government will also offer land discounts to developers to accommodate affordable housing.</p> <p>Consistent with the Infrastructure Strategy,<sup>47</sup> the supply of affordable housing is delivered through three-way Section 173 agreements; between Council, the developer and the affordable housing provider.</p>
	<b>Planning and Building Legislation Amendment (Housing Affordability and Other Matters) Bill 2017</b>	<p>This Bill received royal assent on 26 September 2017. The planning system reforms will come into effect on 1 June 2018. The Bill enables councils to negotiate affordable housing outcomes through Section 173 agreements, and DELWP is currently developing guidelines for these.</p> <p>The changes confirm that the definitions of 'affordable housing' in the Homes for Victorians strategy and Plan Melbourne are now part of the Planning and Environment Act.</p>

<sup>46</sup> Homes for Victorians, page 17

<sup>47</sup> Victoria's 30-year Infrastructure Strategy, 2016, Infrastructure Victoria

Amendment number (if applicable)	Name of policy/control/law	Impact on the City of Stonnington
VC 136	<b>Apartment Design Guidelines for Victoria, 2017</b>	These guidelines apply to apartment buildings of five or more storeys. There is ongoing development pressure on the City of Stonnington's main roads, in particular, and the interface between higher residential development densities and adjacent NRZs needs further review.
VC 136	<b>Urban Design Guidelines for Victoria, 2017</b>	The guidelines dictate how the public realm is treated including the movement network, open space and transport environs where there is a mix of public and private stakeholders. They provide further clarity on public transport upgrades in the public domain, which are long overdue, but it's not clear how they will apply to some of Stonnington's heritage-listed stations. Guidelines for the retention and planting of trees are not extensive enough, given the priority to reduce the heat-island effect emphasised in Urban Design Guidelines for Victoria, Plan Melbourne and the Climate Change Framework.
VC 110	<b>Implements new residential zones</b>	The new zones in Stonnington include residential growth, general residential and neighbourhood residential. There is a marked difference between residential growth, and general residential and neighbourhood residential zones. For example, the height differences are significant because the apartment design guidelines don't apply to developments under five storeys.  The residential zones were reformed in 2014 to enable more specific identification of areas suitable for intensification (via Amendment C187). Further changes to the residential zones have recently taken place via Amendment VC110.
HERITAGE VC 141	<b>Heritage Act 2017 (the Heritage Act)</b>	The City of Stonnington has 55 places on the State Heritage Register. The Heritage Act provides a greater role for local government in permit processes, and allows its concerns to be heard in any review before proceeding to the Heritage Council. The changes also increase the penalties for unauthorised works to heritage places and a stop-order tool is in place to prevent illegal demolition.
ENVIRONMENT GC48	<b>Yarra River controls</b>	The forthcoming Yarra River masterplan aims to ensure planning for the river considers it as a complete environmental system.  The amendment provides interim planning controls to protect the river from inappropriate development. Forthcoming Yarra River visioning guidelines will further refine this, and may result in a planning scheme amendment that modifies the interim protection.
VC121	<b>Significant Landscape Overlay</b>	A Significant Landscape Overlay (SLO) applies to the Lower Yarra in Stonnington's suburbs of Toorak and South Yarra. Other creek corridors should be considered for this control in the future.
	<b>Yarra River Protection (Wilip-gin Birrarung murrn) Bill 2017</b>	The purpose of the Bill is to provide an overarching framework and plan to protect the Yarra River and certain public land in its vicinity as one living and integrated entity. The Bill also proposes establishing a Birrarung Council to report to the minister on its development and implementation.
VC135	<b>VicSmart</b>	VicSmart provides a framework for planning permits for smaller developments to be approved faster, generally within a 10-day timeframe.
PLANNING PROCESS	<b>Forthcoming review of the Victoria Planning Provisions and VicSmart</b>	The new-format VPP will likely delay the review of the MSS and associated reviews of residential zones. Given the municipality's predominance of residential land uses, it is at risk of poorly-aligned development outcomes.

Amendment number (if applicable)	Name of policy/control/law	Impact on the City of Stonnington
<b>TRANSPORT</b>		
<b>GC41</b>	<b>Alfred Hospital flight overlay controls for helicopters</b>	Flight-path controls affect land east of Punt Road to Chapel Street (DDO17 and DDO18). They also affect the RGZs and ACZs, which are anticipated higher-growth areas. A permit is needed for building heights above 15.7 m and 25.7 m, respectively. This amendment is not expected to significantly affect future development in our area.
<b>GC67</b>	<b>Metro Tunnel project</b>	The Metro Tunnel incorporated document (May 2017) has been inserted into the Planning Scheme. Local residents will be affected for at least eight years while the South Yarra sidings parkland is used as a works depot because no other readily accessible open space in the construction area is available. Council continues to lobby for upgrades to South Yarra Station as the population of Forrest Hill and the broader area continues to grow.
<b>GC37</b>	<b>Elevated rail on the Dandenong line</b>	Residents in the southern sector of Malvern East may experience noise pollution from the elevated rail.
	<b>Hoddle Street/Punt Rd corridor Public Acquisition Overlay review</b>	The retention of the PAO suggests that much of the RGZ applying to this land cannot be realised.
	<b>Burke Road grade separation</b>	Existing vacant land to ultimately accommodate commercial development.
<b>Stonnington-led control initiatives</b>		
<b>COMMUNITY</b>	<b>Council Plan 2017–2021</b>	The Council Plan sets the actions and budgets for implementing policy commitments based on a suite of directions.
	<b>Stonnington Children, Youth and Family Strategy</b>	The strategy prioritises infrastructure planning and service delivery for the 0–25 age group. The Children, Youth and Family Strategy will inform Council on preferred areas to benefit from improved provisions that are targeted to particular community groups. The strategy will also inform Council about footprints for each facility type, with consideration given to community needs, legislated responsibilities, resourcing capability and the role of other service providers, funders and agencies. The infrastructure plan will define the spatial requirements for new facilities, and provide timeframes and (potentially) expenditure. There is also an opportunity to expand facilities' provision through the private sector.
	<b>Stonnington Municipal Health and Wellbeing Plan 2017–2021</b>	Development of Stonnington's recently-adopted Health and Wellbeing Plan included a review of current population health data and service provision. Key issues included alcohol consumption, violence/family violence, the need for more open space, walking and cycling linkages, and improvements in community safety including implementation of CPTED practices. These were applied successfully in Chapel reVision and Forrest Hill.
<b>HERITAGE AND NEIGHBOURHOOD CHARACTER</b>		
<b>C132 (Heritage policy)</b> <b>Site-specific controls:</b> <b>C183, C222, C224, C225, C226, C228, C230, C232, C233, C237, C238, C241, C242, C245, C246, C247,</b>	<b>Heritage Policy and Action Plan: site-specific controls</b>	Updating clause 22.04 provides clearer policy direction on development that is likely to be supported. This includes: <ul style="list-style-type: none"> <li>• limited circumstances where demolition is likely to be supported</li> <li>• alterations and additions that retain significant building fabric</li> <li>• design requirements for new buildings, and</li> <li>• outcomes for commercial centres in relation to building scale and signs.</li> </ul>

Amendment number (if applicable)	Name of policy/control/law	Impact on the City of Stonnington
<b>C254. C249 + C270 in progress</b>		The Heritage Policy (AmC132) adds considerable detail to enabling best-practice heritage conservation.  Council has continued to implement its Heritage Strategy since 2016, with 66 new sites added to the HO and a further 112 sites in various stages of being added. <sup>48</sup> Some of these sites were identified in Victorian and Federation house studies. <sup>49</sup>
<b>C212</b>	<b>Neighbourhood character</b>	Applies a Design and Development Overlay (DDO) to the Burke Road/Malvern Road activity centres.
<b>C185</b>	<b>Neighbourhood Character Strategy</b>	Applies the Neighbourhood Character Overlay (NCO) and the DDO to the GRZ and the NRZ in precincts noted for their Edwardian and Victorian architecture.
<b>C217</b>	<b>Neighbourhood Character Overlay, and Design and Development Overlay</b>	This amendment applies the NCO to six areas that present a consistent and identifiable character. The amendment also applies the following changes to the Stonnington Planning Scheme: <ul style="list-style-type: none"> <li>• inserts a new Schedule 14 for areas of significant character in the GRZ, and</li> <li>• applies Schedule 4 for areas of significant character in the NRZ.</li> </ul> A permit is needed for demolition.
<b>C239 and 244</b>	<b>Punt Road off-street parking</b>	The amendment applies to 182 and 198 Punt Road, Prahran, and 274 and 504A Punt Road, South Yarra. It inserts a new incorporated document, 'Punt Road Off-Street Parking June 2016', into the Stonnington Planning Scheme to allow the use and development of the land for car parking, subject to conditions.
<b>C219</b>	<b>590 Orrong Road and 4 Osment Street</b>	Rezones a large site opposite Toorak Station to a mixed use and GRZ, and introduces the Environmental Audit Overlay.
<b>ACTIVITY CENTRES</b>	<b>Activity centre structure plans (various amendments)</b>	Since the 2010 Stonnington Planning Scheme Review, Council has focused on strengthening its LPPF by adopting and implementing detailed structure plans for activity centres including: <ul style="list-style-type: none"> <li>• Burke/Malvern roads</li> <li>• Dandenong/Tooronga roads</li> <li>• Chapel Street including the neighbourhood centres of Toorak Road West and Chapel Street, Windsor (Chapel reVision)</li> <li>• Hawksburn Village</li> <li>• Toorak Village, and</li> <li>• Glenferrie Road/High Street.<sup>50</sup></li> </ul>

<sup>48</sup> Heritage Strategy Update. Report to Council, 10 July 2017. Refer also the references (Appendix 5) for a complete list of heritage amendments.

<sup>49</sup> GJM Heritage with Purcell Consultants, 'City of Stonnington Federation Houses Study', 2017

<sup>50</sup> Stonnington Planning Scheme Amendment C223, 'Glenferrie Road High Street Structure Plan'

Amendment number (if applicable)	Name of policy/control/law	Impact on the City of Stonnington
		The draft Stonnington Activity Centres Strategy <sup>51</sup> will begin its second community engagement process in 2018. It may need reviewing due to recent changes in activity centre categories in Plan Melbourne. In addition, there may be a lack of alignment with the vision for some of Stonnington's activity centres and state planning policy.
<b>C172</b>	<b>Chapel reVision</b>	<p>New planning provisions for:</p> <ul style="list-style-type: none"> <li>• Prahran/South Yarra MAC and its NACs,</li> <li>• Toorak Road West, South Yarra, and</li> <li>• Chapel Street, Windsor.</li> </ul> <p>Chapel reVision tightens planning provisions, limits the decline in commercial/employment space, provides controls for new development, and identifies future sites for open space. Amendment C276 reviews this amendment.</p>
<b>OPEN SPACE</b>	<b>Land acquisition for open space is successful and ongoing</b>	Council continues to purchase land for open space, with some success. An undersupply of open space across the municipality is a strategic planning issue as apartment numbers increase.
<b>ENVIRONMENT</b>	<b>Urban Forest Strategy</b>	The strategy promotes the greening of Stonnington in public and private domains. Controls in the Planning Scheme are needed to ensure canopy trees are retained and additional tree-planting is prioritised in new developments. Further work is needed on how to apply and review the strategy.
<b>JOBS</b>	<b>Economic Development Strategy</b>	The strategy identifies key education, arts and activity centres as hubs. It supports retaining jobs in activity centres, which is implemented through the Activity Centre Strategy.
<b>FLOODING C221<sup>52</sup></b>	<b>Special Building Overlay and Land Subject to Inundation Overlay</b>  (A panel hearing is anticipated in late 2018)	<p>Melbourne Water and the City of Stonnington are proposing revisions to the Stonnington Planning Scheme, under Amendment C221, to minimise the effects of overland flows and flooding on new buildings, and ensure new developments don't adversely affect existing properties. The proposed overlays are:</p> <ol style="list-style-type: none"> <li>1. The <b>SBO</b> is a planning control that identifies areas prone to stormwater overflow from either Melbourne Water or Council drains. The proposed amendment also aims to distinguish between the two drainage systems using two schedules:               <ol style="list-style-type: none"> <li>(a) Schedule 1: flooding associated with main drainage infrastructure (managed by Melbourne Water), and</li> <li>(b) Schedule 2: flooding associated with local drainage infrastructure (managed by Council).</li> </ol> </li> <li>2. The <b>LSIO</b> is a Melbourne Water-specific control that applies to land affected by flooding associated with waterways and open drainage systems.</li> </ol>

<sup>51</sup> Draft Stonnington Activity Centres Strategy, June 2016, Echelon Planning

<sup>52</sup> <https://www.connectstonnington.vic.gov.au/sbo>, accessed April 2018

### 4.3 What are the effects of the changing policy platform?

The combination of a property development boom with ongoing changes to the state and local planning policy platform has meant Council faces the following immediate challenges.

- The **local policy framework**, particularly the MSS, is not targeted enough to support effective development control. The impending review of the VPP will lead to substantial rewrites of key policy documents, like the MSS, once the formal structure is known. A rewrite of the MSS is now overdue, partly due to proposed and overdue changes at state level.
- The impacts of **major, state-led projects** are not completely understood or known. For example, the scale and intensity of the Caulfield Station precinct may increase development pressures on the Waverley Road precinct for activities such as student housing, retail, cafes, restaurants and public transport services, which would change its 'local neighbourhood' feel.
- An ongoing **decline in office floor space** in activity centres has led Council to undertake detailed planning as part of Chapel reVision to ensure that commercial floor space is provided at ground and first-floor levels. The policy needs monitoring to determine its impact and success, particularly in the Chapel Street MAC.
- Although Plan Melbourne 2017–2050<sup>53</sup> ranks Chadstone, Toorak Village, Prahran/South Yarra and Malvern/Armadale as **MACs** it notes that local strategic planning is needed to further define development potential. Council recently carried out very detailed reviews of two of its major centres and has refined these rankings:
  - (i) Prahran/South Yarra contains three centres – the Chapel Street MAC, and the Chapel Street Windsor and Toorak Road West **NACs**, and
  - (ii) the Malvern/Armadale MAC encompasses Glenferrie Road and High Street in the suburbs of Malvern and Armadale. Plan Melbourne describes Toorak Village as a MAC but, due to its limited development potential, the Stonnington Planning Scheme confirms it as a large NAC. The impact of this lack of alignment in centre categories needs to be further understood.<sup>54</sup>
- With a priority to encourage higher-density developments on selected main roads, activity centres and mixed-use areas,<sup>55</sup> the **character** of the municipality is rapidly changing. Lots that once contained single dwellings now accommodate apartments of three storeys and over. Combined with the ongoing commitment to protecting buildings of heritage value, a revised Heritage Policy, with demolition control provisions, is awaiting approval by the Minister for Planning.<sup>56</sup> Further work to review other heritage theme gaps, like Victorian and Edwardian housing, is in progress and demonstrates Council's ongoing commitment to implementing its Heritage Strategy. This parallels a recent ministerial approval for interim

<sup>53</sup> These were ranked as 'Activity Centre' in Plan Melbourne 2014.

<sup>54</sup> Plan Melbourne 2017–2050, Direction 2.2, page 50

<sup>55</sup> Stonnington Planning Scheme Cl.21.05-2: Substantial change areas

<sup>56</sup> As at 8 December 2017



heritage controls that noted, 'The approval of amendment C260 responds to the exceptional development pressure currently being experienced in Stonnington'.<sup>57</sup>

- The potential of a 'street wall' design outcome for our **main roads** needs further consideration. By 2031, Stonnington is expected to see a substantial growth in dwelling numbers. Accordingly, more detailed planning will be needed to ensure development in substantial change areas has access to open space and community facilities, and our main roads continue to be inviting places to experience and the 'hearts of our communities'.<sup>58</sup>
- Similarly, with more intensive development in residential zones, **trees** (exotic, native remnant and gardens) are being lost at a rate that is not fully understood (at least 1,000 per year on private land).<sup>59</sup> Council continues to rely on its local laws and its work on implementing the Urban Forest Strategy.
- Pressure to meet the undersupply of **open space** across the municipality has intensified, particularly given the proposed increase in dwelling numbers of Office of Housing estates. The municipality has no regional open space.
- The impending new laws complementing the Homes for Victorians policy will directly enable faster approvals for **affordable housing**, but this will put pressure on Council's social infrastructure. City of Stonnington must complete its housing-needs work as a matter of urgency. We strongly support family-sized unit options to address the need for diversity and affordability.<sup>60</sup>
- Stonnington is expected to experience significant growth and ongoing demand for new dwellings in the period to 2031 but this must align with the **actual capacity of the municipality to accommodate growth**. Accordingly, more detailed planning will be needed to ensure areas with potential for the most change will have enough services and facilities including open space.
- The increase in **stormwater run-off** as development density increases, and the need to stop urban run-off reaching the river and creek corridors, and ultimately Port Phillip Bay, is also an issue. Initiatives such as Water Sensitive Urban Design treatments incorporated into our streetscapes and parkland can address this.

#### 4.4 VCAT and Independent Panel analysis

An important part of any planning scheme review is to analyse the outcomes of VCAT planning permit decisions. Council understands the importance of the lessons that can be learned from state government review forums.

##### 4.4.1 VCAT decisions since 2015

Since 2015, 199<sup>61</sup> cases dealing with matters determined by Council have been heard from the Planning and Environment List at VCAT (Figure 16). These cases predominantly reviewed Council

<sup>57</sup> DELWP correspondence dated 16 January 2018

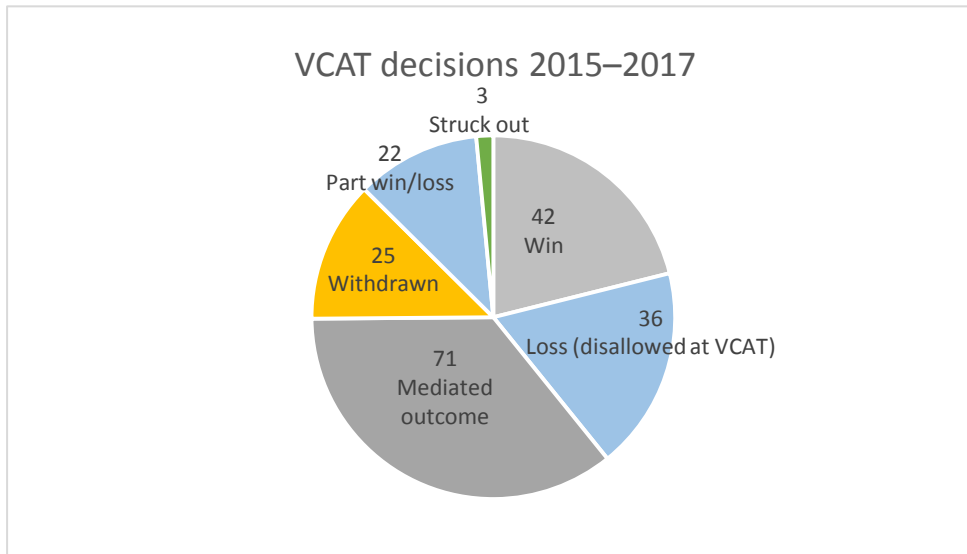
<sup>58</sup> Jacobs, AB (1995) *Great Streets*, The MIT Press, Cambridge

<sup>59</sup> Stonnington Urban Forest Strategy, page 23

<sup>60</sup> City of Stonnington, Plan Melbourne Refresh submission, December 2015

<sup>61</sup> VCAT outcomes monthly internal reporting to Council

decisions on the merits of planning permit applications but also heard appeals on permit conditions.<sup>62</sup>



**Figure 16: City of Stonnington VCAT decisions, 2015–2017.**

In reviewing the merits of proceedings where Council has determined to refuse or approve an application, VCAT set aside (disallowed) about 18 per cent.

A snapshot of some of the key issues to emerge from the decisions is provided (Table 6).

**Table 6: Key issues to emerge from VCAT decisions**

Matter	Outcome
Performance of the Forrest Hill Structure Plan	<p>Council was successful in ensuring its refusal of a 75.5-metre-high building in the Forrest Hill precinct at <b>35–41 Claremont Street, South Yarra</b> was upheld and the building height was reduced to 65.5 m. The site is affected by DDO8, which stipulates a maximum height of 50 m. Although the Forrest Hill Structure Plan is a decade old, the approvals in the area have not rendered the preferred maximum irrelevant. Given that the applicant had amalgamated land, Council supported the bonus 15-m height over the preferred maximum.</p> <p><b>Comment:</b> The Forrest Hill Structure Plan has decreasing importance given that the area has largely reached its development capacity. Ongoing attention to the public realm is needed to ensure adequate space for pedestrians, landscaping and access to sunlight.</p>
<p><b>The performance of the Neighbourhood Character Policy, clause 22.23</b></p> <p>This policy includes four major character precincts: inner urban, garden river, garden estate and garden suburban, with additional</p>	<p>In the case of <b>41–45 Donald Street, Windsor</b>,<sup>63</sup> Council relied on clause 22.23 to guide a development outcome in NRZ3 with SBO controls for four detached dwellings on an 850 m<sup>2</sup> site. A preferable design outcome would have been to retain the two existing period-style dwellings to meet the character test for preferred development. VCAT noted that the sites were not in a minimal change area and that the proposal was not an</p>

<sup>62</sup> Section 149, Planning and Environment Act

<sup>63</sup> 24, 25 August 2016, VCAT reference no. P479/2016. Permit application no. 475/14

Matter	Outcome
<p>subcategories. The purpose of the policy is to guide future development and ensure it reflects desirable architectural and garden qualities. No permit is required for demolition. The neighbourhood character and precinct statements were found to be too broad because they cover vast areas of the municipality and apply to various zones and areas subject to substantial, incremental and minimal change.</p>	<p>overdevelopment because it did not create any unacceptable impacts on the adjacent neighbours.</p> <p><b>Comment:</b></p> <p>In some cases, neighbourhood character is further reinforced with an NCO, which can provide for a permit for demolition. Council should ensure that existing streetscapes are protected from inappropriate development and, if warranted, apply the NCO with demolition controls.</p> <p>The proposal for <b>74 Hawksburn Road, South Yarra</b><sup>64</sup> involved a four-level apartment building in an NRZ, which is subject to clause 22.23 and noted as an incremental change area. The application was refused based on neighbourhood character. The local street has a mix of heights and the proposal was seen as excessive. VCAT did not support the recommendations of the preferred character in an incremental change area. It considered the precinct statements covered vast areas with different physical characteristics, and were too broad to be applied in this case.</p> <p><b>Comment:</b> A review of the neighbourhood character statement and the application of heritage or character overlays to further protect parts of, or whole streetscapes, needs to be considered.</p>
<p><b>The performance of the HO (clause 22.04)</b></p> <p>The controls were effective in ensuring the building was not demolished but the design outcome was not a good one. Since the 2016 VCAT hearing, clause 22.04 has been revised and is now awaiting gazettal.</p>	<p>In the case of <b>709–713 Toorak Road, Kooyong</b>, three buildings were graded as being of local significance, architecturally interesting, and part of a diverse group of dwellings and streetscapes built between 1920–1940. The application proposed a substantial development, and a departure from the character and quality of the precinct. The gradings were not accepted by the applicant and the matter is due to be heard by VCAT in early 2018.</p> <p><b>Comment:</b> The Heritage Policy, clause 22.04, has since been gazetted and is expected to provide further weight to this type of case.</p> <p>The application for <b>168 High Street, Prahran</b>,<sup>65</sup> proposed a multi-level development behind a Victorian shopfront, which meant demolition of the heritage fabric behind the façade (Figure 17). These substantive changes erode the quality of the 19th century streetscape and do not meet the Heritage Policy (clause 22.04) standards or substantial setbacks.</p> <p><b>Comment:</b> Greater setbacks are preferred because heritage buildings need to be interpreted as three-dimensional structures and not a single façade.</p> <div data-bbox="679 1473 1206 1718" data-label="Image"> </div> <p><b>Figure 17: 168 High Street, Prahran.</b><sup>66</sup></p>

<sup>64</sup> VCAT reference no. P2143/2015, Permit application no. 0601/13. Refer to paragraphs 11 to 14 in the VCAT Order.

<sup>65</sup> Planning permit no. 0469/15, VCAT reference no. P2214/2015

<sup>66</sup> <https://www.domain.com.au/168-high-street-windsor-vic-3181-2013566892>, accessed 6 February 2018

Matter	Outcome
Car parking for a proposed structure in an Industrial 3 Zone	<p>The brewery/tavern proposal for <b>4 Paran Place, Glen Iris</b>,<sup>67</sup> (with 15 staff and 18 car parking spaces in a narrow, dead-end street) was refused by Council on the basis of noise, parking and odour emissions. VCAT was not able to make a specific recommendation on the saturation of car parking from one use but refused the application due to patron numbers (maximum 250) and doubts about patrons finding the nearby TH King Oval for car parking.</p> <p><b>Comment:</b> In this case, the opportunity to build on local jobs was lost due to inadequate car parking provision. Stonnington's activity centres have a limited capacity to provide local employment due to lack of car parking (and because they often coincide with higher-intensity uses).</p>
Clause 52.27: Sale and consumption of liquor	<p>The proposal to extend late-night trading to 1am and allow consumption of liquor in outdoor areas at <b>477 Malvern Road, South Yarra</b>,<sup>68</sup> was refused on the basis of loss of amenity for nearby residents and the 1am extension being excessive.</p> <p><b>Comment:</b> VCAT noted that clause 22.10 is, 'very much on point', and should be given serious weight.</p> <p>In the case of <b>163 Toorak Road, South Yarra</b>,<sup>69</sup> adjacent to South Yarra Station, a proposal was made to extend trading to 3am and 1am on various days. The Planning Scheme does not identify this end of Toorak Road as a preferred location for late-night entertainment and, given the area has sensitive residential interfaces, the application was refused.</p> <p><b>Comment:</b> VCAT upheld Council's decision and found the Stonnington Planning Scheme policies for this location were comprehensive.</p>
RGZ interfaced with NRZ	<p>The application for <b>1131 Dandenong Road, Malvern East</b>,<sup>70</sup> was for a multi-level building in an RGZ adjacent to an NRZ. This strip of Dandenong Road (opposite Carnegie Central) is well-placed for higher-density growth, but the design was inadequate. VCAT supported the need for canopy trees around the building's setbacks and the requirement for reduced heights at NRZ interfaces.</p> <p><b>Comment:</b> More detail is needed for setbacks and preferred canopy tree types for all multi-level developments, not just those over five storeys.</p>
Inadequate landscaping around a proposed development in an RGZ	<p>At <b>74 Wattletree Road, Armadale</b>,<sup>71</sup> inadequate space was provided for landscaping in a four-level residential development. A large tree (<i>Liquidambar</i> sp.) was noted as lacking overlay controls. VCAT upheld Council's position.</p> <p><b>Comment:</b> Further detail in a local policy context would be beneficial in protecting trees, possibly through a Significant Tree Register.</p>
Use of planter boxes in lieu of in-ground landscaping in the setback to adjacent residential uses	<p>Council's decision to refuse the application for a three-storey apartment building at <b>14 Payne Street, Glen Iris</b>,<sup>72</sup> was upheld by VCAT. The landscaping response did not provide for deep soil planting in perimeter landscaping on the east, and instead proposed large planter boxes. VCAT recommended a reduction in car parking (and therefore numbers of bedrooms) to achieve a genuine response for deep soil planting.</p> <p><b>Comment:</b> Deep soil planting design responses should be incorporated into the early stages of proposals including developments under five storeys.</p>

Matter	Outcome
<p>Application of ACZ 1: mid-scale building proposal</p> <p>(site is adjacent to the Office of Housing estate, behind Chapel Street)</p>	<p>In the case of <b>10–16 Cecil Place, Prahran</b>,<sup>73</sup> located in an ACZ1, a 12-storey mixed-use development with four levels of basement car parking, and retail and office space on the ground and first floors was proposed. Council's refusal was based on the excessive height, unsympathetic design response in a HO, and concerns about flooding. VCAT set aside Council's decision citing 'significant community benefit' because the applicant had offered to upgrade a nearby Council car park into a park. Council did not see this as a benefit due to the loss of car parking for traders. VCAT also allowed an additional two levels to the project.</p> <p><b>Comment:</b> A preferred list of community benefit projects for the precinct would be useful.</p>

#### 4.5 Panel and Planning Scheme amendment analysis

Key messages from Panel reports received in the past 24 months are provided in Table 7.

**Table 7: Key messages from Panel reports, 2016–2017**

Matter	Outcome
Chapel reVision: Am C172	<p>The Panel considered the integrity of the substantial research to support the amendment and noted:</p> <ul style="list-style-type: none"> <li>• A 'stronger hand' was needed to manage height and setbacks to protect Windsor and Greville Street.<sup>74</sup></li> <li>• The 15-year forecast for the centre provides for a significant increase in residential and commercial floor space but the amendment is likely to need refinement as circumstances change, and supply and demand fluctuates.</li> <li>• The 'vertical zoning' concept was supported, but the model would not necessarily apply to all sites. There are some sites where residential and office uses should be supported at ground-floor level.</li> </ul>

<sup>67</sup> VCAT reference no. P2506/2016, Permit application no. 0361/16

<sup>68</sup> VCAT reference no. P622/2017, Permit application no. 0478/15-3

<sup>69</sup> VCA reference no. P453/2016, Permit application no. 0352/08

<sup>70</sup> VCAT reference no. P1218/2016, Permit application no. 0116/16

<sup>71</sup> VCAT reference no. P1794/2015, Permit application no. 0246/2015

<sup>72</sup> VCAT reference no. P1330/2017, Permit application no. 0685/16

<sup>73</sup> VCAT reference no. P409/2017, Permit application no. 1042/16

<sup>74</sup> Stonnington Planning Scheme Am C172, Panel report, page 19

Matter	Outcome
Heritage – various amendments	<p>In the past, Council has undertaken extensive research on heritage.</p> <ul style="list-style-type: none"> <li>• <b>Am C242</b> requested that the minister apply interim controls to Blairholme House and Sutherland House in Armadale. The minister approved interim protection for Blairholme House only and Sutherland House was subsequently demolished before the Panel hearing. The Panel supported protection of Blairholme House.</li> <li>• <b>Am C249</b> added 58 individually significant places to the HO across the municipality. The Panel supported the grading methodology applied by Council, and noted that the 'High local significance' category demonstrated Council's intention to achieve a higher threshold when considering properties in Stonnington.<sup>75</sup></li> </ul> <p>Such processes reinforce the ongoing commitment of Council to heritage values in Stonnington.</p>
Neighbourhood character controls: Am C234	<p>To implement the findings of a neighbourhood character study the amendment proposed introducing the NCO and DDO to St Georges Road, Toorak. The Panel recommended that Council abandon the amendment for the following reasons.</p> <ul style="list-style-type: none"> <li>• The controls would duplicate the existing HO controls and mean the area was subject to a HO, NCO and DDO, which would lead to a confusing suite of controls.</li> <li>• Front fence controls were not warranted.</li> <li>• Subdivision controls were not warranted.</li> <li>• The controls were excessive for an inner urban area.</li> </ul> <p>The submitters and the Panel agreed that reasons behind the existing heritage controls were clear but justification for the NCO was not. Greater clarification is needed on the desired outcomes for the neighbourhood character areas.</p>
Glenferrie Road and High Street Activity Centre: Am C223	<p>The amendment proposes:</p> <ul style="list-style-type: none"> <li>• a new DDO to guide built-form outcomes including preferred maximum building heights and setbacks, and</li> <li>• a separate DDO for land surrounding Malvern Central and the railway to the south.</li> </ul> <p>Key messages that form the Panel's report<sup>76</sup> included the following.</p> <ul style="list-style-type: none"> <li>• Support for the level of detail and justification in the amendment that was considered necessary for the area.</li> <li>• Future development controls should include a noise assessment for rail given the southern end of Glenferrie/Wattle tree roads is a dedicated freight corridor.</li> <li>• Support for increased heights at Malvern Central.</li> <li>• Support for more intense development in and around Malvern Station.</li> <li>• Cabrini Hospital should not be included in the DDO but a masterplan to guide development on its land should be prepared.</li> <li>• Setbacks to the rear of properties and mid-block were not supported.</li> <li>• Mandatory heights were only supported in certain parts of the centre.</li> </ul>

<sup>75</sup> Stonnington Planning Scheme Am C249. 'Individual Victorian houses heritage protection', December 2017

<sup>76</sup> As at 18 May 2018, Am C223 had not yet been gazetted

## 5. Issues

### **Continuous Improvement Review Kit requirement:**

*Identify the major planning issues facing the municipality.*

In summary, the revised list of issues that are the focus of this Planning Scheme Review is:

1. residential development densities and housing capacity
2. open space
3. heritage and neighbourhood character
4. activity centre structure planning and growing jobs
5. liquor licensing
6. trees and landscaping
7. the environment, the Yarra River and creek corridors, and
8. transport.

### 5.1 Residential development densities and housing capacity

Stonnington is characterised by established suburbs with high-performing shopping strips and employment centres, and good access to public transport. The municipality can therefore expect to experience further development pressure into the next decade, particularly on its main roads, and around station hubs and activity centres. Stonnington must respond to residential growth through meeting its open space ratios, ensuring good through-movements of traffic and protecting its heritage. The outcome of overdevelopment may mean the livability of the municipality is heavily compromised if effective local policies are not provided.

Residential is the dominant land-use type in the municipality and is applied through four zones: residential growth, general residential, neighbourhood residential (Figure 18) and mixed use. Council acknowledges the significance of providing effective development control for its community through the priority to 'Monitor and review the application of the residential zones' and to 'Balance the competing demands for maintaining residential amenity and population growth through appropriate planning'.<sup>77</sup>

The significance of the residential zones is further reflected in the key issues from the 2016 review:

1. increased population growth and associated increased-density living
2. apartment design and amenity
3. high-density housing guidelines, and
4. affordable housing and diversity.

#### 5.1.1 *Actions since the 2016 review*

Since the 2016 review Council has:

- updated population and development projections

<sup>77</sup> Council Plan 2017–2021, Direction L3

- continued to review substantial, incremental and minimal change areas, and work on gaps in the ‘reformed residential zones’<sup>78</sup>
- completed the submission to the Managing Residential Development Advisory Committee in response to the new zones
- responded to the PAO for Punt Road, and
- advocated to government on best-practice planning and development outcomes for the Office of Housing estate upgrades. (Council strongly supports family-sized unit options to address the need for diversity and affordability. Higher-density development should be contextually appropriate, responsive to local strategic policy,<sup>79</sup> and close to a range of social infrastructure.)

### 5.1.2 Key issues for the Planning Scheme

A summary of key planning issues identified in this review is provided in Table 8. A map showing the zones is provided in Figure 18.

**Table 8: Key residential development planning issues – summary**

Clause	Provision	Issue
<b>Effectiveness of the MSS</b>		
21.03	Vision	The Strategic Framework Plan requires updating to include areas of substantial change and locations for higher density. While it’s implied that growth can be accommodated on the major transport routes (Toorak, High, Malvern, Wattle tree and Glenferrie roads), care is needed to ensure heritage and urban character is protected, and that the sensitive residential interfaces (many of which are low-rise) are considered.
21.05	Housing	This clause needs updating to reflect current population statistics and a new housing strategy. The new housing strategy will provide further illumination on the types of housing needed and also foreshadows an increase in affordable housing projects. More detailed planning will be needed to ensure development in substantial change areas provides access to open space and community facilities, and that our main roads are inviting places to experience.
21.06	Built form and heritage	This clause augments the importance of residential neighbourhood, character and heritage in communities. They are important benchmarks that underpin the character of the municipality.
21.08-5	Community infrastructure	Planning for community infrastructure is increasingly important as residential densities increase, particularly around the Office of Housing estates. This includes provision of more sporting facilities, swimming pools, maternal and child healthcare centres, and schools.
22.08	Student housing	A review of this policy coincides with the new housing strategy. Greater consideration needs to be given to Holmesglen TAFE and its impact on the residential area to the north of the railway. Names also need to be updated (e.g., Melbourne Polytechnic). The preferred locations for student housing need to align with the ACZ boundaries.
<b>Effectiveness of the zones</b>		
32.07	Residential growth zone	Stonnington believes that further work on the new zones is needed and is unsure whether the ‘new’ residential zones will: <ul style="list-style-type: none"> <li>• ‘maintain its housing diversity and choice to meet the current and future needs of the city’s population</li> </ul>
32.08	General residential zone	<ul style="list-style-type: none"> <li>• protect and reinforce the city’s overall urban structure and distinctive character including the high-quality landscape character of the city and its heritage</li> <li>• accommodate its projected population</li> </ul>

<sup>78</sup> Council meeting, 6 February 2017, ‘Reformed Residential Zones 2017’

<sup>79</sup> City of Stonnington, Plan Melbourne Refresh submission, December 2015



Clause	Provision	Issue
32.09	Neighbourhood residential zone	<ul style="list-style-type: none"> <li>provide more certainty to the community and stakeholders about the anticipated outcomes, and</li> <li>ensure that resources are used efficiently and effectively in order to meet the needs of the community'.<sup>80</sup></li> </ul> <p>In many parts of Stonnington the RGZs abut lower-density residential zones. The interface between these two zones needs further consideration.<sup>81</sup> Plan Melbourne notes that the new zones 'lack clarity, transparency and consistency'<sup>82</sup> and that the current review will provide a higher level of certainty to councils. Council also believes that further clarity is needed on design performance and policy directions to understand the rationale of the different zones.</p> <p>The maximum number of dwellings on a lot in an NRZ is two. This is a simple and clear requirement that is at risk of failing if further subdivision occurs prior to an application for two dwellings on each newly created lot. It's believed that amending clause 32.09-3 to address dwellings and lots could easily address this.</p>
32.04	Mixed-use zone	A review of the mixed-use zone may be needed to determine its effectiveness and success in accommodating employment land and high-amenity dwellings.
37.08-1	ACZ1	The creation of a very large ACZ will facilitate more intense development, retail and office uses, and high-rise residential above the first floor. The ACZ includes the Office of Housing land that is proposed for an upgrade and a 10 per cent increase in capacity.
<b>Effectiveness of overlays</b>		
43.04	Development Plan Overlay 5	DPO5 covers the Prahran housing precinct. The provisions could be reviewed with the state government, given the impending intensification of uses. Greater clarity is needed on how this overlay will be applied to the redevelopment.
45	Public Acquisition Overlay	VicRoads intends to retain the PAO on Punt Road. This major north-south arterial road includes a substantial strip of RGZ land, which has limited capacity to absorb new residential development.
<b>Other provisions</b>		
<b>Homes for Victorians, 2017</b>		<p>The government will make a number of changes including speeding-up development approvals in the inner and middle suburbs.<sup>83</sup> It will also pay land discounts to developers to accommodate affordable housing.</p> <ul style="list-style-type: none"> <li>Consistent with the Infrastructure Strategy, state-led changes to the planning scheme will be implemented, following consultation with councils, to deliver on the supply of affordable housing. Underpinning the upgrade of the public housing estates is the value capture model,<sup>84</sup> which aims to add value to communities through infrastructure upgrades. Further clarity is needed on what this will deliver for the City of Stonnington.</li> <li>Further clarification is needed on the proposed categories of social housing types: affordable housing, public housing and community housing on Office of Housing land.</li> </ul>

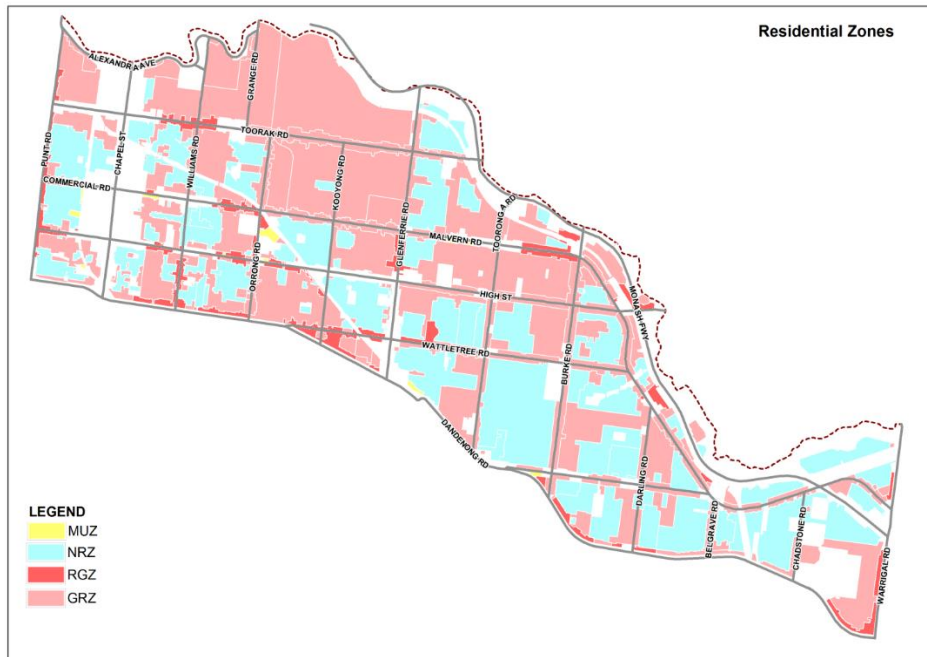
<sup>80</sup> City of Stonnington submission to government, 'Residential Zones Review 2016', submitted 8 March 2016

<sup>81</sup> *ibid.*

<sup>82</sup> Plan Melbourne 2017–2050, page 49

<sup>83</sup> Direction 2: 'Increasing the supply of housing through faster planning', page 17

<sup>84</sup> Victoria's Value Creation and Capture Framework, Department of Treasury and Finance, February 2017



**Figure 18: Extent of residential zones (as at November 2017)**

### 5.1.3 Summary

- When the housing strategy is completed, a detailed review will be needed on the performance outcomes of the Apartment Design Guidelines for Victoria in conjunction with the residential zones.
- Main roads are effectively substantial change areas. The RGZ and the GRZ are treated similarly in development assessments if they occur in substantial change areas. The distinction between these two zones needs further definition to ensure greater clarity for developers and the community.
- The interface of higher-density residential zones with low-rise, typically lower-density NRZs, needs to be resolved.
- The effectiveness of the Neighborhood Character policy needs to be reviewed.
- Landscaping setbacks could be different for the RGZ and the GRZ. A generous setback to allow for canopy trees will ensure the result is not a monotonous street-wall, and that there is an adequate response to the urban heat-island effect.
- The boundaries of the RGZ should be determined by underlying urban character. These boundaries need further refinement and review as part of a broader residential zones review.
- Social housing is a key issue across Australia's three tiers of government. Substantial upgrades to public housing and new affordable housing stock are expected. However, the proposed redevelopment of the Horace Petty estate will have a significant impact on the fabric and social context of Stonnington through increased urban densities, strain on local community services and a lack of public open space.
- Further clarity on housing Stonnington's future community is a central issue that will be addressed in a new housing strategy.

- The Planning Scheme will be amended to provide a framework for affordable housing. This will be consistent with the forthcoming state-led framework for assessing affordable housing developments.
- Stonnington's capacity to accommodate more affordable housing will be reviewed.
- The capacity of existing open space networks will be reviewed in response to affordable housing delivery: Will the City of Stonnington have enough open space per head of population to ensure a high quality of life?
- Stonnington will continue to provide input to state-led processes on the proposed Section 173 agreements,<sup>85</sup> planning overlays and/or planning controls.
- The inner south-east region of Metropolitan Partnership Councils<sup>86</sup> will work together to plan for social housing and to develop land-use frameworks for 'urban renewal precincts and sites where medium- and higher-density housing, and mixed-use development will be encouraged', and 'additional regional open-space networks and enhancements, and greening initiatives'.<sup>87</sup>

## 5.2 Open space

The priority for open space has been a consistent theme in current and previous Council plans. Accessible, well-designed open space is a central issue in the future liveability of the municipality. To respond to the increasing undersupply across the municipality, Council Plan 2017–2021 directs:<sup>88</sup>

- more opportunities for open space and landscaping
- delivery of identified public realm improvements in accordance with adopted masterplans and landscape improvement plans
- strategies for creating open space or 'pocket' parks, and
- high-quality and well-maintained public open space including parks, gardens, reserves, golf courses and sportsgrounds that cater for diverse community needs.

Best-practice environmental management underpins the quality of open space in the Council Plan by:<sup>89</sup>

- enhancing biodiversity values at key sites throughout the city with targeted weed management, native vegetation planting and habitat-creation programs, and
- implementing the Urban Forest Strategy to protect, maintain and grow Stonnington's tree population. (There is a need to strengthen the delivery of the strategy by integrating key directions into planning controls and policy.)

### 5.2.1 Actions since the 2016 review

Since the 2016 review, Council has:

- purchased land for open space in selected locations that lack open space (Council's open space strategy is funded by developer contributions)
- undertaken community engagement on the design of Cato Square, previously a car park
- implemented the Municipal Public Health and Wellbeing Plan 2013–2017, which reinforces the importance of open space for health and wellbeing, and

<sup>85</sup> Section 173, Victorian Planning and Environment Act

<sup>86</sup> Cities of Stonnington, Boroondara, Glen Eira and Bayside

<sup>87</sup> Plan Melbourne 2017–2050: five-year implementation plan, page 7

<sup>88</sup> Council Plan 2017–2021, Action L1

<sup>89</sup> Council Plan 2017–2021, Action ENV3.1 and 4.1

- lobbied the Metro Tunnel project for more open space and improvements to existing open space in the South Yarra area. The project has a significant impact on the area around the Eastern Portal in South Yarra with the temporary (eight-year) loss of the South Yarra Siding Reserve as local public open space, particularly given the municipality has the second-lowest amount of open space per capita in Victoria.

### 5.2.2 Key issues for the Planning Scheme

A summary of key planning issues identified in this review is provided as Table 9.

**Table 9: Key open space planning issues – summary**

Clause	Provision	Issue
<b>Effectiveness of the MSS</b>		
<b>21.03-2</b>	Vision	<p>The imperative is to ensure that Stonnington's 'valued open space is protected and enhanced with no net loss in public open space, increased in areas of identified shortage, safe and accessible for public use, and meets the diverse and changing needs of the community'.</p> <p>Given the declining ratio of open space in the municipality, there is a need to strengthen this vision statement.</p> <p>Enhancing open space responds to the importance of 'biodiversity, and a system of linked riparian environment areas that support native flora and fauna'.</p>
<b>21.07</b>	Open space and environment	<p>This clause acknowledges the low ratio of open space compared with the metropolitan average and adjacent municipalities. The MSS emphasises that Stonnington will be innovative and lateral in creating opportunities for open space, to carefully manage the impact of private development in and beside open space. This will continue to be an important direction for the municipality as demand for open space increases.</p> <p>The MSS emphasises the importance of improving and extending the open space network to respond to the undersupply in Stonnington. Council continues to apply the Public Realm Strategy 2010 as a key document in guiding open space provision across the municipality. There is also a continued desire to increase regional linkages along railway corridors, freeways and waterways. Council is continuing to pursue these initiatives with VicTrack as well as through the Metro Tunnel project.</p> <p>A new metropolitan strategy will be developed to ensure Melbourne's growing population has access to open space.<sup>90</sup></p>
<b>Zones and overlays</b>		
<b>37.08</b>	Activity Centre Zone	<p>Am C172 (Chapel reVision) identified the Cato Street car park, parts of Dyeworks Park, parts of Horace Petty Reserve and existing car parks behind Chapel Street as future open spaces.</p> <p>Many initiatives identified in Am C172 will take some years to be realised, and will rely on cross-government agency relationships, Council investment in its land, and negotiation with community stakeholders.</p>
<b>43.05</b>	Design and Development Overlay	Am C212 was approved on 14 July 2016 for the Burke Road/Malvern Road activity centres urban design framework, which includes open space around Gardiner Station.
<b>45.01</b>	Public Acquisition Overlay	Various PAOs for the acquisition of open space <sup>91</sup> have been put on exhibition. In some cases, Council has negotiated the purchase of this land directly with the land owner, circumventing the need for a PAO.
<b>52.01</b>	Development Contributions Plan	Am C186 was gazetted on 2 July 2015 and relates to variations to open space contributions. The amendment includes a higher levy of 8 per cent for parts of the municipality such as South Yarra, Windsor, Prahran and Armadale but retains the 5 per cent levy for the remaining parts of the municipality. The increased levy will continue to assist Council with acquiring land in underserved parts of the municipality.

<sup>90</sup> Plan Melbourne 2017–2050, page 119

<sup>91</sup> Refer to the reference list (Appendix 5) for a complete list of open space PAO amendments.

### 5.2.3 Summary

- Council will undertake a detailed review of the Public Realm Strategy.
- Council will participate in the forthcoming metropolitan open space strategy to ensure Melbourne's growing population can access open space.<sup>92</sup> Stonnington lacks regional open space but there could be improved linkages to regional open space beyond our boundaries.
- All new major developments, including public housing, must acknowledge the undersupply of open space and the need to 'reshape' the city by providing ground-floor open space that has access to sunlight.
- Council will monitor urban heat-island temperature targets, particularly in the west of the municipality, with a view to adding to the open space portfolio.
- Council will continue to acquire new land for open space.

## 5.3 Heritage and neighbourhood character

Heritage and neighbourhood character underpin the identity of the municipality. The overlays apply to more than 50 per cent of the municipality (Figure 19). Since 2006, more than 2,000 places have been included in the HO under the existing Heritage Strategy and Action Plan.

The Council Plan 2017–2021 prioritises the need to 'preserve Stonnington's heritage architecture and balance its existing character with complementary and sustainable development' through:

- implementing the Heritage Strategy Action Plan (L2.1)
- implementing the Neighbourhood Character Strategy (L2.2), and
- promoting and encouraging sympathetic development in heritage areas and seeking to preserve the municipality's heritage building stock (L2.3).

### 5.3.1 *Actions since the 2016 review*

Since the 2016 review:

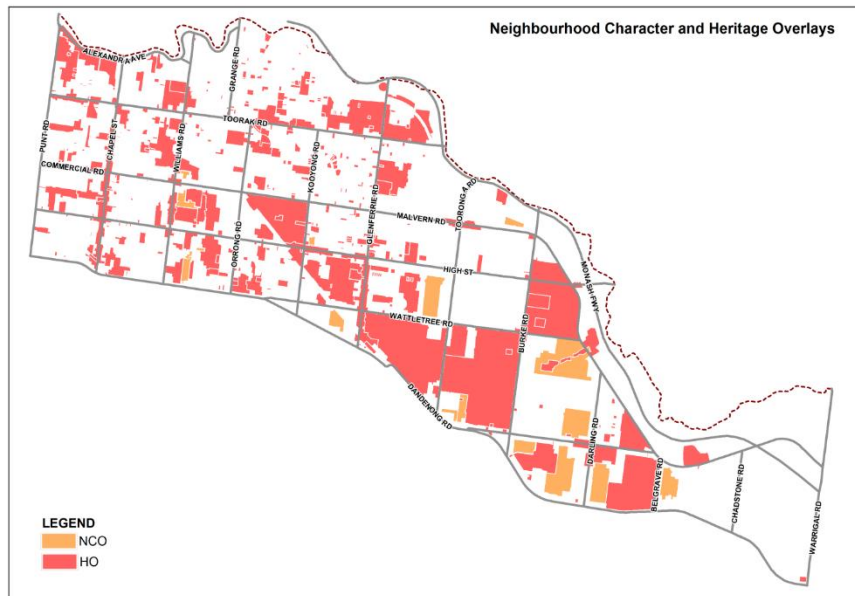
- Council has continued to implement its Heritage Strategy – 66 new sites have been added to the HO. In addition to this, 112 sites are in various stages of the process of being added to the HO.<sup>93</sup> Some of these sites were identified in recently completed Federation and Victorian houses studies.<sup>94</sup>
- Clause 22.04 has been updated to provide clearer policy direction about developments that are likely to be supported. This includes limited circumstances where demolition is likely to be supported, alterations and additions that retain significant building fabric, design requirements for new buildings, and outcomes for commercial centres in relation to building scale and signs.
- Council has sought expert advice to determine places not subject to the HO or the NCO but with special character or local heritage significance. To protect significant places that are threatened with demolition, Council has relied on section 29a of the Building Act, where a municipal building surveyor may suspend approval of the demolition of a building subject to the consent of the 'responsible authority'. The opportunity for Council to apply this clause allows for any demolition works to be delayed until the Minister for Planning can

<sup>92</sup> Plan Melbourne 2017–2050, page 119

<sup>93</sup> Heritage Strategy Update. Report to Council, 10 July 2017. See also Appendix 5 for complete list of heritage amendments

<sup>94</sup> GJM Heritage with Purcell Consultants, 'City of Stonnington Federation Houses Study', 2017

consider interim protections. There is some risk in this process because the minister may not choose to provide interim protection.



**Figure 19: Extent of heritage and neighbourhood character controls (October 2017).**

### 5.3.2 Key issues for the Planning Scheme

A summary of key planning issues is provided in Table 10.

**Table 10: Key heritage and neighbourhood planning issues – summary**

Clause	Provision	Issue
<b>Effectiveness of the MSS and local policies</b>		
21.03	Vision	The vision is not reflective of the municipality. It has an emphasis on the Shrine of Remembrance and the Botanic Gardens, which are outside the municipality and cannot be seen from Stonnington. There is a need to draw on the heritage sites in the municipality such as Como, the network of historic train stations and parkland, 19th century shopping strips, large mansions and residential streets. These are extraordinary assets that are also the working infrastructure of the municipality.
21.06-10	Built environment and heritage	This clause augments the importance of heritage assets in the built fabric of Stonnington and the need to prevent the loss of heritage stock. It seeks, 'to protect and enhance all places which are significant and contributory to the heritage values of the City of Stonnington'. Greater emphasis is needed on the importance of conservation to avoid demolition of heritage fabric but it must be a balanced approach and incorporate a range of priority historical themes such as post-war, Federation and Victorian.
22.04	Heritage	Council has an ongoing commitment to ensure its heritage fabric is protected by the extent of overlay coverage and in the provisions of the local heritage policy, particularly clause 22.04. An updated clause 22.04 provides further clarity on circumstances where demolition will be permitted, the contributory buildings, the nature of alterations and additions, painting, setbacks for future development, etc. The updated Heritage Policy (Am C132) adds considerable detail to enable best-practice heritage conservation. It is awaiting formal approval from the Minister for Planning. Despite Council nearing the end of its current Heritage Strategy Action Plan, there are two historic themes that remain under-represented in the HO: Victorian and Federation houses. Since the 2016 review, Council has responded to the inadequacy of heritage controls in the municipality by:

Clause	Provision	Issue
		<ul style="list-style-type: none"> <li>suspending applications made under section 29a of the Building Act and requesting interim protection for individual sites, and</li> <li>initiating 15 amendments to the Planning Scheme that are specific to heritage and neighbourhood character, and apply to small precincts and individual lots.</li> </ul>
22.16	Institutional uses	There are 29 sites affected by this local policy, many of which are historic schools, clubs and hospitals. While most are protected by the HO, the development of Conservation Management Plans is recommended to inform future incorporated plans. Only one site, Loreto Mandeville Hall, has an incorporated plan to guide future development. This type of plan would need to be driven by the user rather than Council, given the complexities. However, there remains little appetite from these institutions for applying any more control to their properties.
22.23	Neighbourhood character policy	The precinct statements cover large areas with different physical characteristics, which may be too broad to be effective. A review of the neighbourhood character statements should be considered to enable Council to protect existing streetscapes from inappropriate development. This is in light of VCAT findings that the 'preferred character' in an incremental change area is confusing.

### Zones and overlays

37.08	ACZ1	Heritage and neighbourhood character has also been supported and acknowledged through structure plans for activity centres such as Chapel reVision, Glenferrie Road High Street and Hawksburn Village.
43.01	Heritage	The HO will be supported by the recently-gazetted local Heritage Policy (Am C132). Further gaps in it should be identified as part of a review of the Heritage Strategy and more detailed investigations.
43.05	Neighbourhood character	<p>The NCO is applied to specific streetscapes, largely to the east of the municipality, and can modify clauses 54 (one dwelling on a lot) and 55 (two or more dwellings on a lot). Schedules to the NCO can identify whether a demolition permit is required but further detail may be needed on supporting documentation and consistency between the NCO schedules.</p> <p>Further clarity is needed on which parts of ResCode apply for sites larger than 500 m<sup>2</sup>, and on appropriate future development and the need to avoid replication.</p>

### Other provisions

<b>Heritage Act 2017</b>	Stonnington has 55 places on the Heritage Register. The Heritage Act provides a greater role for local government in permit processes and allows its case to be heard in any review before proceeding to the Heritage Council. We expected a higher standard of development control outcomes on registered sites will be realised as a result of the updated Heritage Act.
<b>Plan Melbourne 2017–2050</b>	<p>Plan Melbourne's Direction 4.4, 'Respect Melbourne's heritage as we build for the future', reinforces the need to facilitate innovative uses in existing heritage places. This is an ongoing challenge but there are successful examples including:</p> <ul style="list-style-type: none"> <li>'The Stables of Como' (Figure 20), an increasingly popular local café at the rear of the Como site, which was previously under-utilised</li> <li>the use of historic parks such as Central Park Malvern for a range of community events, and</li> <li>Chapel off Chapel, a popular Council-run performance and exhibition space.</li> </ul> <p>The challenges in promoting Stonnington's heritage are that many heritage places are in private ownership. These include Cranlana at 62 Clendon Road, Toorak and schools such as Loreto Mandeville Hall and St Catherine's. 'Open House Melbourne' partly addresses issues regarding access to heritage places, and architectural tours draw more visitors into the municipality.</p>



**Figure 20: Adaptive re-use shown in The Stables of Como cafe, South Yarra.**

### 5.3.3 Summary

- Council will continue to implement the existing Heritage Strategy, applying the HO to places of significance by theme.
- A review of the 2006 Heritage Strategy and Action Plan is needed. This should outline a framework for identification of further gaps in the HO.
- Am C132 to clause 22.04 will strengthen Council's ability to protect and manage its heritage through:
  - preventing incremental loss of heritage stock and inappropriate new development that can undermine the integrity of heritage places and precincts
  - weighing-up the competing objectives for retaining heritage assets and accommodating higher-density development, and
  - including the Heritage Guidelines as a reference document into the scheme and providing clarity on demolition where the previous policy was silent.
- The new Heritage Act allows a higher level of Council involvement to ensure an appropriate design response and consideration of off-site amenity impacts. Archaeological sites are highlighted, giving them a greater level of importance.
- Stonnington's approach is consistent with Plan Melbourne's clear direction to protect, promote and leverage the economic potential of heritage assets in the municipality, even if they are privately held.
- Consider the effectiveness of the Neighbourhood Character Policy.

## 5.4 Activity centre structure planning and growing jobs

Activity centres at Chadstone, Toorak Village, Prahran/South Yarra and Malvern/Armadale are ranked as MACs in Plan Melbourne 2017–2050.<sup>95</sup> Their rankings differ from Council's Strategic Framework Plan, where Chadstone and Prahran/South Yarra are ranked as principal activity centres, Malvern/Armadale is ranked as a MAC and Toorak Village is ranked as a large NAC. Council confirms its position on the activity centre rankings in the Strategic Framework Plan, but the impact of the difference in definitions needs further investigation.<sup>96</sup> This applies to the outcomes of liquor licensing permits and the scale and type of development permitted, particularly in strips that Council believes should be NACs.

The City of Stonnington's activity centres continue to provide affordable, small- to medium-sized employment spaces in close proximity to the communities they serve. Shop-top development and serviced office spaces are under threat from developers' preference for residential development as

<sup>95</sup> These were ranked as 'Activity Centre' in Plan Melbourne 2014.

<sup>96</sup> Plan Melbourne 2017–2050, Direction 2.2, page 50



the highest and best use for the best commercial return. The Commercial 1 zone, which provides for 'as-of-right'<sup>97</sup> residential development above ground floor, does not include a mechanism to address this critical issue.<sup>98</sup>

Stonnington has also experienced an increase in the number of proposals with a smaller commercial component on the ground floor and a larger residential component to the rear, at ground floor level and above. Such developments undermine the local employment potential of centres. This was not the intended outcome and the framework would benefit from a review because it has important implications for employment and street-level vitality.<sup>99</sup> An innovative approach to vertical zoning is encouraged.<sup>100</sup>

#### 5.4.1 Actions since the 2016 review

Since the 2016 review, Council has continued to refine its activity centre planning through:

- developing the Chapel reVision structure plan implemented by the gazettal of Am C172
- facilitating the Glenferrie Road and High Street Activity Centre Structure Plan (Am C223), which proposes a suite of DDO controls over Glenferrie/High/Wattletree roads (the Panel report has been received and Council is due to consider adopting it), and
- reviewing the draft Activity Centres Strategy.

#### 5.4.2 Key issues for the Planning Scheme

A summary of key planning issues is provided in Table 11.

**Table 11: Key active structure and jobs planning issues – summary**

Clause	Provision	Issue
<b>Effectiveness of the MSS</b>		
21.03	Vision	The strategic vision should highlight the importance of the Prahran/South Yarra MAC. Key development sites such as the Jam Factory, the forthcoming upgrade of South Yarra Station and the new development site opposite should be emphasised.
	Strategic Framework Plan	The Strategic Framework Plan map needs updating and major urban renewal sites could be highlighted on the map.
21.04	Economic development	<p>The clause identifies categories for activity centres that directly apply to clauses 22.10 and the ACZ. Plan Melbourne's activity centre rankings are different to this clause.</p> <p>Council needs to ensure that terminology of the Prahran/South Yarra MAC is consistent in various parts of the scheme. Currently it is referred to as the Chapel Street precinct and/or Chapel Street activity centre.</p> <p>Council's ranking of Chapel Street activity centre needs review given Plan Melbourne ranks it as a MAC. Windsor and Toorak Road West (part of the ACZ) are ranked as NACs, which is consistent with Plan Melbourne given that it directs councils to undertake local strategic planning. Toorak Village is noted in Plan Melbourne as a MAC but ranked in this clause as a NAC. Council has advocated to change the classification of Toorak Village to a NAC given the limited development potential in the centre.</p> <p>This clause should also seek to ensure no net loss of commercial/employment floor space in the ACZ and other commercial areas to reinforce and support the Activity Centre Strategy.</p>

<sup>97</sup> No planning permit required

<sup>98</sup> City of Stonnington submission to government. 'Residential Zones Review 2016', submitted 8 March 2016

<sup>99</sup> *ibid*

<sup>100</sup> Planning Panels Victoria, Am C172 to the Stonnington Planning Scheme. Chapel Street Structure Plan (Chapel reVision)

**Effectiveness of the zones and schedules**

34.01	C1	Monitoring of commercial floor space in the Commercial 1 zone is needed to limit the invasive nature of residential development in the heart of Stonnington's retail strips. Completion of the Activity Centre Strategy and structure plans will provide for this.
37.08	ACZ1	There is a need to monitor the success of the 'vertical zone' approach in the ACZ1.

**Effectiveness of overlays and schedules**

43.02	DDO5	In 2008, Am C75 initially proposed height controls of five storeys along Dandenong and Waverley roads by applying DDO5 – Waverley Road NAC. The Independent Panel's final recommendation was that there should be no height controls between Bates Street and Tooronga Road, and that the DDO should only be applied east of Bates Street. The final version of the amendment introduced permanent height controls east of Bates Street in 2010. Extensive stretches of Waverley Road in Malvern East may experience further redevelopment pressure given activities in the Caulfield Station precinct will intensify. As a result, the performance of DDO5 will require monitoring.
43.02	DDO9	Toorak Village: These development guidelines require a review based on Plan Melbourne's new ranking of this centre as a MAC. Careful consideration needs to be given to Jackson Street to manage height and visual bulk.
43.02	DDO10	Dandenong Road: Tooronga to Bates Street. Further refinement of planning provisions for major sites such as Dan Murphy's and Swimwear Galore may be required given the push for development along this strip and a recently-approved, 18-level apartment building, which is now under construction. <ul style="list-style-type: none"> <li>DDO10, Dandenong Road (between Tooronga Road and Bates Street) provides for higher-scale buildings that contribute to Dandenong Road's boulevard character. Although height limits and setbacks to the low-rise residential interface to the north are provided, the height and configuration of taller structures fronting Dandenong Road between Boardman Street and Tooronga Road are not specified. Development is required to step back from residential interface. Between Boardman and Bates streets heights are limited to seven storeys, with the frontages to Dandenong Road limited to between 3 and 6 m.</li> <li>The 18-storey residential/commercial development at the corner of Tooronga and Dandenong roads is now under construction. The scale of this building (particularly as it relates to the low-rise residential area to the north) goes well beyond anything Council had anticipated or proposed in the Planning Scheme amendment.</li> </ul>
43.02	DDO 15	This recently-approved amendment provides for Burke Road/Malvern Road activity centres and rail corridor. It provides for a major development on land adjacent to the station, which is currently used as open space. Sites along this strip are constrained by limited vehicle access.

**5.4.3 Summary**

- MSS consistent with Direction L4.2 of the Council Plan 2017–2021, undertake urban design framework plans (activity centres plans) for the small NACs.
- Prepare a development contributions plan for the municipality.
- Monitor the changing rates of commercial floor space in the ACZ.
- Ensure activity centre definitions are consistent throughout the Planning Scheme.
- Consider reviewing the rankings of Chadstone and the Prahran/South Yarra activity centres, which are ranked as a MACs in Plan Melbourne and as principal activity centres in Cl.21.04

**5.5 Liquor licensing**

The MSS seeks to address the negative impacts of licensed premises in clauses 21.04-1 and 21.04-2. An increase in the number of licensed premises in an inner-city suburban area results in additional alcohol-related assaults.<sup>101</sup>

Increased alcohol consumption and increased violence are directly influenced by:<sup>102</sup>

<sup>101</sup> Clause 22.10-1, paragraph 4

<sup>102</sup> DELWP Planning Practice Note 61. Licensed premises. Assessing cumulative impact, page 5

- patron capacity (larger venues accommodating more than 200 patrons), and
- late-night trading (after 11pm).

Venues offering packaged liquor also increase the likelihood of antisocial behaviour.

### 5.5.1 Actions since the 2016 review

Since the 2016 review, Council has carefully managed and monitored issuing of liquor licences to manage community safety and to ensure the economic viability of our activity centres is upheld rather than dominated by one type of land use.

### 5.5.2 Key issues for the Planning Scheme

A summary of key planning issues is provided in Table 12.

**Table 12: Key liquor licensing planning issues – summary**

Clause	Provision	Issue
<b>Effectiveness of the MSS</b>		
21.03	Vision	The vision seeks to provide entertainment and hospitality uses that contribute to the economy and vitality of an area without dominating or adversely affecting activity centres and their surrounding residential areas. The scale and late-night operations of licensed premises can lead to increased disruptions and violence.
21.04	Economic development	The MSS seeks to address the negative impacts of licensed premises. This identifies particular geographic areas of concern (such as Chapel Street) and encourages applicants to submit a Noise and Amenity Action Plan, which is not required under the state provisions via clause 52.27.
22.10	Licensed premises	The clause notes the preferred location for trading after 11pm is in principal activity centres and MACs, such as Chadstone, Prahran/South Yarra, Glenferrie Road Malvern, and High Street Armadale. This clause needs to be applied with careful discretion in NACs of the ACZ, namely Windsor and Toorak Road West, which have sensitive interfaces.
<b>Effectiveness of the zones and schedules</b>		
37.08	Activity Centre Zone	Two ACZ sub-precincts, Windsor (south of High Street) and Toorak Road (west of South Yarra station), are NACs. They do not have the same high-level function as the remaining parts of the Prahran/South Yarra MAC. As a result, ambiguities can arise in interpreting associated policy such as C122.10 and the IPO3.
<b>Effectiveness of specific provisions</b>		
43.03	Incorporated Plan Overlay Schedule 3	<p>The IPO came into effect via Am C129 to control licensed premises open after midnight and patron numbers in the Chapel Street precinct. The IPO is defined in Schedule 1 to CI 37.08. Opening hours must not extend beyond 1am and patron capacity of a venue must not exceed 200.</p> <p>A review of the research and planning tools is underway.</p> <p>The IPO has been successful in preventing any further late-night licensed premises but there has been a proliferation of other licensed premises in the Chapel Street precinct, mostly restaurants.</p> <p>The boundaries of the IPO3 should be reviewed in the context of the ACZ.</p> <p>Supporting the IPO is a research paper, which is now due for review. To ensure continued relevance in determining the appropriate suite of planning provisions and broader alcohol management in Stonnington, the work of the research paper should be revisited and updated to reflect the present context.</p> <p>The wording in the IPO3 refers to Chapel Street precinct. The terminology needs to be consistent with the ACZ Prahran/South Yarra MAC.</p>
52.27	Licensed premises	This clause seeks to ensure that licensed premises are situated in appropriate locations to reduce the impact on the amenity of an area. The schedule to this clause could strengthen the performance of clause 22.10 and needs further consideration.

### 5.5.3 Summary

- Despite the Liquor Licensing Review underway by the *Victorian Commission for Gambling and Liquor Regulation*, Council should continue to closely monitor issuing of liquor licenses in sensitive interface areas in the Activity Centre and Commercial 1 zones.
- Ensure the research paper that underpins CI 22.10 and Schedule 3 to CI.43.03 is updated, and review the planning provisions to implement the findings.
- Ensure activity centre definitions are consistent to safeguard the amenity of NACs such as Chapel Street Windsor and Toorak Road West.

## 5.6 Trees and landscaping

The City of Stonnington is noted for its mature exotic trees in established gardens, and its remnant indigenous vegetation along river and creek corridors. Large canopy trees play an important role in managing the urban heat-island effect, improving air quality and ‘softening’ an increasingly built-up urban fabric. Direction 6.4 of Plan Melbourne 2017–2050 seeks to make Melbourne ‘cooler and greener’, enabled through the City of Melbourne’s Urban Forest Strategy.

### 5.6.1 Actions since the 2016 review

Since the 2016 review, Council has prepared and adopted the Urban Forest Strategy.

The strategy notes:

- Despite the City of Stonnington’s ongoing planting regime on local and state road networks and its parks, the municipality’s under-provision of open space highlights the importance of canopy trees in the private domain in safeguarding the future health and liveability of the area. It is estimated that more than 500 trees are removed from private land each year under a planning permit,<sup>103</sup> with another 500-plus removed without one (not required or no application). However, it may be well in excess of this number. Council Plan 2017–2021 confirms that Stonnington will implement the metropolitan-wide Urban Forest Strategy. The strategy can be further enabled by incorporating it into the Planning Scheme and identifying appropriate planning mechanisms to limit tree removal and add to the total percentage of canopy cover across the municipality. There is also a need to accurately monitor tree numbers and canopy cover.

### 5.6.2 Key issues for the Planning Scheme

A synopsis of the effectiveness of current provisions is provided in Table 13.

<sup>103</sup> Stonnington Urban Forest Strategy, page 23

**Table 13: The effectiveness of current tree and landscaping provisions – summary**

Clause	Provision	Issue
Effectiveness of the MSS		
21.07-3	Significant trees and landscapes	The clause seeks to protect significant trees and landscapes along river and creek corridors in Stonnington. Policy direction is lacking on significant trees and landscapes beyond the river corridor environs, and for trees of particular species and canopy breadth. Greater clarity is needed on the direction to 'seek opportunities to increase and replace significant trees'. Ideally, significant trees should be retained, and if they are senescent, replacement trees should meet appropriate environmental offset standards.
Effectiveness of the overlays and schedules		
42.03	Significant Landscape Overlay (Schedule 1)	The recently gazetted, state-led amendment extended the area of the SLO in Toorak and South Yarra. The overlay provides specific guidelines for protecting remnant indigenous vegetation.
43.01	Heritage Overlay	The HO currently protects trees on eight sites and in three precincts. There is capacity to add to this level of protection if the tree has significance.
43.02	Design and Development Overlay 3: Yarra (Birrarung) River corridor protection	This overlay seeks to protect the natural qualities of the river corridor but is not specific in its controls for trees.
43.03	Incorporated Plan Overlay Schedule 1	This overlay protects trees at the Mandeville Hall school site.
43.04	DPO1	This overlay protects trees on the Stonnington estate.
43.05	NCO	This overlay protects trees of a particular size.
43.05	NCO 1: Hedgeley Dene	A permit is required to remove a tree subject to the NCO in the Hedgeley Dene estate. Direction A8 provides for the protection of significant trees. At least 35 per cent should not be covered by buildings or impervious surfaces such as swimming pools and tennis courts. Trees subject to the DDO (such as Hedgeley Dene) have stricter controls for pruning and removal than the local law. The DDO requires permits for a trunk circumference less than 0.5 m.
52.17	Native vegetation	Remnant vegetation, including dead trees that may house native fauna, exist along the river and creek corridors. There may be isolated remnant native trees on private and public land that require documenting and protection through the schedule to this clause. A review of native vegetation is recommended.
93.06-1	Remove, destroy or lop a tree	This clause reflects the need for a VicSmart planning assessment to remove a tree. An update of Council's Significant Tree Register would be helpful.
Other provisions		
General local law 2008, No. 1: Tree work permit		<p>The City of Stonnington's local law requires a permit to undertake works on trees:</p> <ul style="list-style-type: none"><li>(i) with a trunk circumference of 1.8 m or greater measured at the base</li><li>(ii) with a trunk circumferences of 1.4 m measured 1.5 m above the base, or</li><li>(ii) listed on Council's Significant Tree Register.</li></ul> <p>Similarly, under local laws, works within the tree-root zone require a permit. Local laws are limited in their ability to deliver adequate tree protection for the following reasons:</p> <ul style="list-style-type: none"><li>• they carry limited statutory weight due to low fines and the nature of the regulatory process</li><li>• it is difficult to negotiate the replacement of trees (e.g., a local law permit may have been issued but a planning permit may also have been granted and space for a replacement tree may not have been included)</li><li>• an inadequate-sized planter box planned in a development may not ultimately provide for a mature tree</li><li>• the removal of a substantial tree may require many smaller trees to match the environmental offset, which is not accounted for, and</li></ul>

Clause	Provision	Issue
		<ul style="list-style-type: none"> <li>there is a need for monitoring and review, particularly of the Significant Tree Register, which requires updating.</li> </ul>
	<b>Urban Design Guidelines for Victoria</b>	This document provides general guidance on selection and siting, and for new canopy trees, but is not strong enough in its level of control to enable continual addition to total canopy coverage across the municipality.
	<b>Apartment Design Guidelines for Victoria</b>	These guidelines specify deep soil areas to ensure the longevity of a tree in a future development. They emphasise the need for a design response, reinforce the need for on-site irrigation, and provide for adequate offset of trees that may be removed because they are senescent. The guidelines specify when an arborist report is required before removing a tree, and that any new trees must have the proposed tree protection zone shown.

### 5.6.3 Summary

In summary, Council will:

- consider applying the provisions for deep soil areas and canopy trees (Apartment Design Guidelines for Victoria) to sites across Stonnington for residential development regardless of height
- investigate GIS mapping to track the extent of tree canopy across the municipality over time and monitor tree removal
- develop a preferred planting list for developers that could be applied as part of a detailed site-design response to support the natural ecosystem and respond to high-intensity, built-up areas in apartment developments
- consider an adequate offset for removal of mature/senescent trees, provided that offset planting is either on site or nearby, and implement a commonly-used model for calculating this
- consider adding trees on private land to existing HO precincts subject to supporting citations, and
- implement the findings in the Urban Forest Strategy, potentially through planning controls or a practice note.

## 5.7 The environment, the Yarra River and creek corridors

The health of the municipality's rivers and creek systems is a direct indicator of how well we manage our urban run-off and manage our biodiversity areas.

The northern boundaries of the municipality are marked by significant river and creek corridors. Direction 6.5.2 of Plan Melbourne 2017–2050 seeks to 'protect and enhance the health of the urban waterways' and to build on the linear open space network and environmental corridors.<sup>104</sup> Similarly, Plan Melbourne proposes to deliver on this direction via more effective metropolitan regional planning<sup>105</sup> through 'additional regional open space networks and enhancements and greening initiatives'.

<sup>104</sup> State Amendment VC101 (2015) prioritises Victoria's biodiversity and VC134 (2017) seeks to create green metropolitan areas and to ensure that waste and resource recovery is appropriately managed in metropolitan areas. The amendment seeks to 'protect and enhance the significant river corridors of metropolitan Melbourne'

<sup>105</sup> Plan Melbourne 2017–2050: five-year implementation plan, page 7

State planning scheme amendment GC48 applied the SLO to the Yarra River environs.<sup>106</sup> In 2018, Stonnington will continue to work with the Yarra River councils to deliver a vision and guidelines for the river to ensure an agreed approach (that goes beyond standard setback and height controls).

Heavy rainfall across Victoria in early November 2017 temporarily compromised the health of Port Phillip Bay, and our creeks and rivers. Continued management of stormwater run-off into our waterways is needed through careful on-site management and its use for local irrigation.

#### 5.7.1 Actions since the 2016 review

Since the 2016 review, Council has:

- commenced the review of the SBO and LSIO maps with the intent to manage future development and plan for on-site stormwater harvesting on larger sites<sup>107</sup>
- worked with the state government on a strategy for the Yarra River that complements recent legislation, and
- started the review of its Sustainable Environment Strategy, consistent with Plan Melbourne's vision for green infrastructure<sup>108</sup> in the form of linear parks, vegetated creek corridors, replenished habitats and environmental water delivery. This is consistent with Council's Public Realm Strategy, which defines the vision for the open space network.

#### 5.7.2 Key issues for the Planning Scheme

A synopsis of the effectiveness of current provisions is provided as Table 14.

**Table 14: The effectiveness of current environmental provisions – summary**

Clause	Provision	Issue
<b>Effectiveness of the MSS</b>		
<b>21.03</b>	Vision	The vision seeks to limit the environment risks of flooding, contamination, air and noise pollution, and ameliorate their impact.
<b>21.03</b>	Strategic Framework Plan	The full extent of the biodiversity areas should align with the SLO.
<b>21.06-8</b>	Environmentally sustainable development	There is a cross-reference to clause 22.05, which is due to expire in 2019.
<b>21.07-2</b>	Biodiversity	The clause seeks to create new biodiversity areas that can be enabled through implementing the Urban Forest Strategy. It is not clear how the initiatives in this clause will be delivered. Native trees should be 'offset' if they are to be replaced. Environmental offset standards need more detailed consideration.
<b>21.07-3</b>	Significant trees and landscapes	Greater clarity is needed on the concept of 'replacing significant trees', particularly given the need for higher levels of biodiversity and the lack of clarity on how to create new biodiversity areas.
<b>21.07-4</b>	Flooding	Further clarity is needed on how to protect flood-prone areas, other than upgrading the drainage system. This is the preference to limit stormwater flowing into the creek and river systems, and to manage stormwater on site. Council is currently reviewing the extent of the SBO.
<b>21.08-4</b>	Drainage and utility services	Given the completion of the SBO review, Council will reconsider the need to undertake an infrastructure capacity audit. Other factors may include the growth in the numbers of medium-density developments since 2013.

<sup>106</sup> State Planning Scheme amendment VC121. Forthcoming Yarra River visioning guidelines will further refine this vision and may result in a Planning Scheme amendment that modifies Am GC48

<sup>107</sup> Am GC72, which provides for environmentally sustainable development. Matters in the amendment include stormwater harvesting and, in general, best practice building design regarding environmental management

<sup>108</sup> Victoria's 30-year Infrastructure Strategy, December 2016, page 190

Clause	Provision	Issue
22.05	Environmentally sustainable development	This clause expires on 30 June 2019. We need to ensure that best-practice environmental standards are continued after this date, potentially in the VPP's new suite of clauses. The Sustainable Design Assessment in the planning process guidelines should be inserted as a reference document in the Planning Scheme to potentially bridge this gap after expiry of this clause.
22.18	Stormwater management	The policy will expire when the water-sensitive urban design provisions in the VPP or the Building Code of Australia are updated. This needs review to determine if it should be retained or absorbed into the Environmentally Sustainable Development Policy.
52.17	Native vegetation	Remnant vegetation, including dead trees that may house native fauna, exist along the river and creek corridors. There may be isolated remnant native trees on private and public land that require documenting and protection through the schedule of this clause or on the Significant Tree Register.
<b>Effectiveness of the overlays and schedules</b>		
42.03	Significant Landscape Overlay	The clause seeks to conserve significant vegetation but further clarity is needed on establishing new growth, and replacing senescent and diseased trees.
43.03	Incorporated Plan Overlay 2	The 2012 Chadstone Shopping Centre Incorporated Plan requires that an environmentally sustainable development framework be developed for the centre. This may need to be updated as the community's environmental standards continue to rise. The disposal of hard rubbish, plastics and putrescible waste from the site will be significant.
43.02	Design and Development Overlay 3: Yarra (Birrarung) River corridor protection	This state provision seeks to protect the natural qualities of the river corridor but is not specific in its controls for trees. Council cannot make a change to this because it is a state provision, however, we can suggest improvements.
44.04	Land Subject to Inundation Overlay	The overlay identifies land in the 1:100-year flooding event zone and aims to ensure the flow of water will not be impeded, and that natural wetlands are protected. The Yarra River, and Gardiners and Scotchman's creek systems are included in this overlay. Further consideration should be given to including these waterways in the DDO and/or SLO to manage future development, and maintain and enhance biodiversity.
44.05	Special Building Overlay	Council is currently reviewing the extent of the SBO in the context of its local drainage network. This will be undertaken via a proposed amendment to update the flow path from Melbourne Water and Council drains, and from water bodies such as Gardiners Creek.
<b>Particular provisions</b>		
56.07-4	Urban run-off management objectives	The clause seeks to limit urban run-off through Standard C25, which establishes design standards for flooding events. There are opportunities to integrate the key principles of this clause into non-residential subdivisions and developments.

### 5.7.3 Summary

- Council's Sustainable Environment Strategy will be updated, with a view to implementing it into the adopted Planning Scheme, if required.
- Further clarity is needed on managing the environmental impacts of stormwater flowing into creek and river systems from Council drains. This responsibility should not rest with Council management of stormwater drains but include private sector development on residential and government-owned assets such as rail land.
- Clause 22.05 is due to expire in 2019. Following the review of the VPP, further local policy detail may be needed on environmentally sustainable development.
- Council will monitor urban heat-island temperature targets, particularly in the west of the municipality and as development density increases.



- Greater clarity is needed on how to build on biodiversity areas in established urban areas. This is critical given the importance of the Yarra River and its tributaries, which are of state importance.
- Council Plan 2017–2021 seeks to maximise the efficiency of water use and to improve the quality of waterways.<sup>109</sup> This can be facilitated by reviewing or deleting the 75 per cent site coverage measure in some of the zone schedules, and advocating on issues such as the garden area requirement where it erodes or conflicts with this intention.
- The Gardiners and Scotchman’s creek corridors would benefit from a detailed review of environmental management and development control provisions, with the potential to apply a DDO and an SLO to these corridors.

## 5.8 Transport

The importance of integrated transport planning and improvements to non-car-based transport and the public transport network is augmented in the Council Plan 2017–2021 through:

- advocating for improvements to public transport, cycling and walking facilities (L5.1), and
- implementing the Integrated Transport Plan (L6.3).

In inner Melbourne, 56 per cent of residents use private transport, 30 per cent use active transport and 13 per cent use public transport.<sup>110</sup> Public transport improvements such as the Metro Tunnel and tram upgrade proposed for Chadstone will increase the percentage of commuters using public transport as reliance on private cars shifts.

Council is prioritising time, space and resources to more sustainable modes of transport as a means of enabling a healthier and fitter community. Moving users out of single-occupancy vehicles and onto sustainable modes of transport also leads to better environmental performance, more residents walking and cycling, and better economic efficiencies through reduced congestion. The gradual shift to electric vehicles will also need to be considered, with Council investigating the instillation of charging stations at activity centres and apartment complexes. More information is needed from government on suitable charging standards.

Plan Melbourne (supported by the Urban Design Guidelines for Victoria) prioritises a well-located and well-designed network of sustainable transport. The priorities to deliver the Metro Tunnel project, provide high-quality public transport access to job-rich areas,<sup>111</sup> progressively upgrade the bus network, and provide real-time information for bus, tram and train users will enable Stonnington’s suburbs to become more socially interconnected and economically efficient. These infrastructure priorities, along with the ongoing development and maintenance of the road and cycle network, will support metropolitan activity centres and areas with growing job densities. Council will advocate more on the broader transport issue to allow a modal shift away from private cars.

<sup>109</sup> ENV2.1: ‘Advocate for planning controls to provide an increase in permeable surfaces and reduce water run-off’

<sup>110</sup> [http://economicdevelopment.vic.gov.au/\\_\\_data/assets/pdf\\_file/0003/1269291/VISTA-2013-Travel-in-metropolitan-Melbourne.PDF](http://economicdevelopment.vic.gov.au/__data/assets/pdf_file/0003/1269291/VISTA-2013-Travel-in-metropolitan-Melbourne.PDF), accessed 6 February 2018

<sup>111</sup> Plan Melbourne 2017–2050, Policy 3.1.2

## Metro Tunnel Project

Plan Melbourne 2017–2050 proposes delivery of more effective metropolitan regional planning<sup>112</sup> through transit-oriented development opportunities arising from major transport infrastructure projects such as Metro Tunnel, level crossing removals, and through land-use framework plans for each of the metropolitan regions.<sup>113</sup> In addition, a framework for improved access will ensure that activity centres, and urban renewal employment and tourism precincts are supported by walking, cycling, public transport and night-time travel options.

South Yarra Station is already the busiest station on the metropolitan network, outside the City Loop. This, together with significant residential growth in Forrest Hill and the broader South Yarra area, is expected to increase the demands on, and congestion at, the station. Despite the state government's recent announcement of a \$12.33-million upgrade to the station,<sup>114</sup> Council will continue to advocate for further upgrades to mitigate these pressures including improvements to the station's infrastructure, public transport services and user connectivity in the region, particularly relating to modal interchange. An emphasis on improving the experience for pedestrians and cyclists is paramount. Infrastructure upgrades will be required to meet the increased demand created by additional development.

While under construction over the next eight years, the Metro Tunnel Project will have a significant impact on the area around the Eastern Portal in South Yarra including the temporary loss of the South Yarra Siding Reserve (Figure 21) as a public open space. Council will continue to advocate for additional open space and improvements to existing open spaces in the municipality, given that Stonnington has the second-lowest amount of open space per capita in Victoria.



**Figure 21: Metro Tunnel portal entrance at South Yarra siding.**<sup>115</sup>

<sup>112</sup> Plan Melbourne 2017–2050: five-year implementation plan, page 7

<sup>113</sup> *ibid.*

<sup>114</sup> <https://www.premier.vic.gov.au/south-yarra-station-redevelopment-begins/>, accessed April 2018

<sup>115</sup> <http://metrotunnel.vic.gov.au/construction/south-yarra/eastern-tunnel-entrance-location>, accessed 31 January 2018

### 5.8.1 Actions since the 2016 review

Since the 2016 review, Council has:

- continued to advocate for upgrades to South Yarra Station and its interlinking transport connections to respond to the growing local population
- promoted the benefits of improved public transport to Chadstone including trams, buses and trains
- advocated for the extension of a tram route along Dandenong Road from Caulfield to Chadstone
- continued to advocate for outcomes in South Yarra as a result of the Metro Tunnel project
- worked with VicRoads on achieving the best outcomes for the Burke Road level crossing removal, and
- started a review of the Sustainable Transport Strategy.

#### New tram route from Caulfield to Rowville via Chadstone

Since the draft review was released for public comment the state government announced<sup>116</sup> planning will commence for a major new tram route for Melbourne's south-east, linking the Caulfield station precinct to Chadstone shopping centre and beyond to Monash University's Clayton campus (Figure 22). The route is proposed to run in the central median of Dandenong Road, along the Princes Highway and down the centre of Wellington Road, beyond EastLink, to Stud Road.

Stonnington will work with Transport for Victoria on potential alignments, stop locations including possible park-and-ride centres, and travel times.

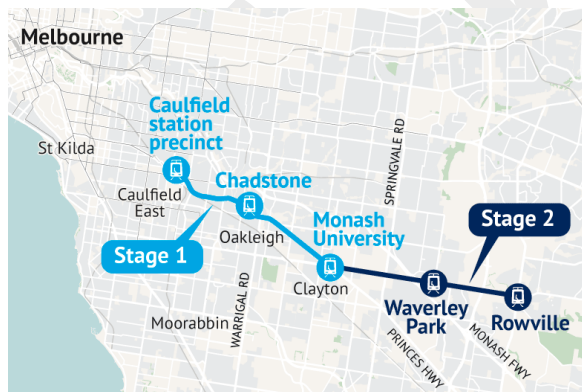


Figure 22: Proposed tram route to Chadstone.<sup>117</sup>

### 5.8.2 Key issues for the Planning Scheme

A synopsis of the effectiveness of current provisions is provided in Table 15.

Table 15: The effectiveness of current transport provisions – summary

Clause	Provision	Issue
<b>Effectiveness of the MSS</b>		
21.03	Vision	An adequate level and standard of infrastructure (utility, transport and community) is provided to support the community's needs and new development, which includes well-integrated transport and land use, a reduction in through traffic, encouraging more

<sup>116</sup> <https://www.premier.vic.gov.au/new-tram-to-connect-citys-south-east/>, accessed April 2018

<sup>117</sup> <https://www.theage.com.au/politics/victoria/new-tram-line-planned-to-run-from-caulfield-to-rowville-via-chadstone-20180409-p4z8lo.html>, accessed April 2018

Clause	Provision	Issue
		sustainable personal transport modes, world-class walking areas and sustainable transport modes.
21.03	Strategic Framework Plan	Investigate whether sustainable transport hubs such as South Yarra Station, and Caulfield, Malvern and Chadstone should be highlighted in the Strategic Framework Plan. This could help align development intensity with greater accessibility to public or active transport, and can be enabled through improved active transport linkages, good natural surveillance, end-of-journey facilities such as showers and lockers, and retailing that complements the public transport function. The plan should show the PPTN when it is revised. (Note that the current PPTN does not show all main roads with public transport. Many heavily-used bus routes are excluded.)
21.06-4	Built form character	For private car access to dwellings, the priority is to minimise the number of crossovers, which typically have a negative impact on the street and often involve loss of on-street parking spaces and street trees. Access to sites is recommended via laneways to the rear. Full basement car parks are encouraged but the MSS is silent on the use of car stackers as a design solution. Car stackers potentially need noise attenuation and recharge points for each space. They do not accommodate larger cars such as high-roofed 4WDs and are vulnerable to water and corrosion if the basement is flooded. 'Car stackers are another commonly suggested alternative, however, community and local government workshop participants view them as impractical to enter and exit and are therefore underutilised.' <sup>118</sup> Charging standards for electric vehicles (particularly when combined with car stackers) in new apartment complexes will need to be incorporated into the VPP.
21.08-1	Integrated infrastructure planning	The clause seeks to ensure new infrastructure is adequate and commensurate with the level of the projected increase in population in Stonnington. With the implications of the new residential zones, and the increased pressure the RGZ and the GRZ will have on the fabric of the city, there is a need to promote walking and cycling, with public transport connections, parkland, cycle storage and toilets as integrated solutions. Full compliance with the <i>Disability Discrimination Act 1992</i> standards for public transport access is to be mandated by 2032. The impact that easy-access tram stops will have in activity centres will need to be considered. The type of easy-access tram stop used will need to reflect the area and surrounding land use.

### 5.8.2 Summary

- The Victorian Government has underpinned the importance of effective public transport through the design of its interchanges, and active transport infrastructure for walking and cycling.
- The impact of electric vehicles on on-street demand for parking and in shopping centres is expected to emerge in the coming years, and make a significant impact on travel patterns and demand for parking in the city. These emerging changes in travel patterns, together with an increase in dwelling density, population growth and changes in work arrangements, should be monitored.
- In the future, homes will require at-home car charging, which may affect the power grid. This will potentially encourage more residents to install solar panels. As this demand for solar panels increases, there may be a need to review planning permission requirements for solar panels and their support structures.
- The practicality of car stackers needs to be more carefully considered as a preferred solution in major developments, particularly in terms of actual utilisation and levels of maintenance required. How car stackers will work with electric charging points needs further consideration.
- Council will update the Sustainable Transport Policy to ensure local recommendations are understood and able to be implemented, and that there is a clear connection between the MSS and the LPPF.

<sup>118</sup> 'Better apartments public engagement report', DELWP with the Office of the Victorian Government Architect, December 2015, page 61

- Council will update the Cycling Strategy 2013–2018 in line with the Victorian Cycling Strategy 2018-2020.
- Council will identify sites where end-of-journey facilities can be established that offer toilets, showers and, potentially, lockers. Locations could include activity centres.

Final

## 6. Monitoring and implementation

### Continuous Improvement Review Kit requirement:

*Document the strategic work that has been completed or carried out since the approval of the scheme and any additional work required to strengthen the strategic direction of the planning scheme. Describe the monitoring and review process that has been carried out.*

### 6.1 Current monitoring and review practices

### Continuous Improvement Review Kit requirement:

*Council is encouraged to undertake an annual review of its planning services. An annual review helps Council to monitor implementation and supports a continuous improvement approach.*

Table 16 outlines the approach that Council takes to monitor the performance of its Planning Scheme on an annual and quarterly basis.

**Table 16: Annual and quarterly Planning Scheme monitoring**

What is being monitored?	How and when is it being reported?
<b>City of Stonnington</b>	
<b>VCAT outcomes</b>	Quarterly detailed reports on VCAT outcomes to Council are reported. These reports categorise outcomes according to the following categories: win, loss, withdrawals, mediated outcomes, part win/part loss and struck out.
<b>Heritage (clause 22.04)</b>	Annual reporting to Council on the success of the 2006 Heritage Strategy, with subsequent updates on the protection of heritage fabric and associated expenditures.
<b>Open space</b>	Annual reporting to Council on open space.
<b>Activity centre planning (clause 22.20)</b>	Reporting to Council on activity centre planning including Chapel Street MAC, Glenferrie Road and High Street. For the Chapel Street MAC, Council has a dedicated Place Manager led by Council's executive management team. <sup>119</sup>
<b>Liquor licensing</b>	Regular monitoring on the impact of licensed premises on amenity.
<b>Major local projects: Cato Square, the Stonnington stadium</b>	Regular Councillor briefings and annual budget cycle.
<b>Stonnington Cycling Strategy Action Plan</b>	This detailed action plan is reviewed annually.
<b>State and regional projects</b>	
<b>Major state-led projects: Metro Tunnel and the elevated Dandenong rail line</b>	Dedicated Council officers tasked to each project. Regular Council briefings and updates.
<b>Major state-led project: Caulfield Station precinct (Glen Eira)</b>	Membership on the steering group. Regular meetings to discuss major infrastructure (both private and public sector-led) including public transport upgrade opportunities.
<b>Major state-led project: upgrade to the Prahran public housing estates</b>	Occasional updates from the Office of Housing. More frequent whole-of-government meetings are needed to ensure alignment with the recently approved ACZ1 Policy via Am C172, and open space and community facility planning.

<sup>119</sup> Chapel reVision Implementation Plan, adopted by Council in November 2017

What is being monitored?	How and when is it being reported?
State-led rail projects	These include the Metro Tunnel project and planned upgrades for Caulfield Station, and bus and tram connections. Also critical are pedestrian and cycle movements to the station and the university campus.
State-led public housing upgrades	These include Horace Petty estate and the King, Bangs and Essex Street walk-ups.
State-led education projects: Prahran High School	Regular updates on the construction program.
State-led Yarra River provisions	Regular project meetings with dedicated Council officer and updates to Council.
The Inner South East Metropolitan Partnership	Together with the inner south-east councils (Glen Eira, Boroondara and Bayside) Council is considering land use typologies to include employment-generating land, activity centres, urban renewal precincts, a health, education and community framework, regional open space, sustainability, and strategic planning gaps. A regional land-use framework plan is currently being prepared.
Inner Melbourne Action Plan	Collects data on local businesses with the intention of developing 3D mapping, improving wayfinding and working with Council on monitoring homelessness.

## 6.2 What needs to be monitored?

Table 17 provides a list of what Council will consider monitoring in future.

**Table 17: Issues and initiatives for potential Council monitoring**

What could be monitored?	Why and how?
Chadstone Ecologically Sustainable Development Framework	The success of the provisions in IPO2 need regular monitoring to determine the environmental effects of major facilities and sites. We will check the planning permit conditions to ensure Council has the scope to do this.
Liquor licenses in the ACZ	Monitor the number and locations of liquor licenses in the ACZ. One way this can be done is via an update to the research paper that underpins the policy at clause 22.10.
Office and commercial floor space in activity centres	Work with the IMAP Councils to monitor the levels of actively-used commercial floor space in our activity centres. The viability of our activity centres is threatened with the loss of commercial and office floor space at ground and first floor levels. Council can also monitor this, for example, through the Chapel reVision implementation plan.
Water quality	Consider monitoring the quality and volume of run-off from key sites and infrastructure, and its impact on the water quality of the river corridors. This may enable Council to allocate responsibilities among stakeholders and land owners to ensure water entering the river corridors is an acceptable quality.
Residential zones	Monitor the Direction in Council Plan 2017–2021 that states, ‘Monitor and review the application of the residential zones to determine the impact of the new zones on the liveability of the City’. (This needs to be consistent with requirements under Am VC110 and associated DELWP planning practice documentation.)

## 7. Conclusion

### *Can we continue to provide high-quality amenities with this rate of growth?*

A few facts:

- Stonnington's rates data indicates that, since 2012, the total number of detached homes has declined by 1,823 and that this decline is expected to continue, paralleled by the substantial growth in strata-titled dwellings.
- Stonnington's development densities are continuing to grow, along our main roads and in established residential neighbourhoods.
- Stonnington does not have any regional open space and, despite the fact that Council continues to be effective in its land purchases for new open space, the rate of undersupply is growing.
- The development boom has meant that house prices have escalated, leaving accommodation, both owner-occupier and rental, unaffordable for many. There is an imperative to provide affordable housing in strategic locations.
- As urban growth continues on our main roads and activity centres, further understanding is needed on how main road streetscapes will transform as places to walk, ride, meet friends and enjoy. Access to sunlight, shelter from the wind and rain, ensuring the longevity of large trees and garden areas (for cleaner air and to soften an increasingly hardened environment), and encouraging active transport are all necessities.<sup>120</sup> These spaces are 'living spaces' that we will all increasingly rely on in the future and will serve as measures of our city's liveability.
- To respond to best-practice sustainability, managing the flow of urban water into our creeks and the Yarra River needs an ongoing focus, particularly on major redevelopment sites. Opportunities to capture the water for irrigating our local parks, biodiversity areas and private gardens needs greater integration. Amendment C221 (the proposed SBO and LSIO) can play a key role in Council's response.
- How the private sector can create value<sup>121</sup> to the public realm, such as through new public amenities and facilities, needs further investigation. Defining what these projects are, and quantifying their net community benefit, will enable further improvements to our community infrastructure and public domain.
- By monitoring and reviewing the performance of state and local policies, particularly residential policies, Stonnington can safeguard the amenity of our residents for years to come.
- The Stonnington Planning Scheme accommodates new development in substantial change areas (clause 21.05-2), which typically occur on main roads, activity centres and mixed-use areas. Subject to heritage and neighbourhood character overlay controls, many sites along these strategic routes have the capacity to accommodate apartment buildings that exceed five storeys. This principle is consistent with Plan Melbourne 2017–2050. Our main roads serve as public transport spines with established high-street-style activity centres that are proximate to

<sup>120</sup> Jacobs, AB (1995) *Great Streets*, The MIT Press, Cambridge

<sup>121</sup> Victoria's Value Creation and Capture Framework, Department of Treasury and Finance, February 2017



major land uses such as hospitals, Chadstone Shopping Centre and the Caulfield Station precinct.

- In incremental change areas, typically GRZ and NRZ, the municipality is also experiencing change as detached dwellings make way for multi-unit developments. Development proposals are typically below five storeys so do not meet the specific criteria in Apartment Design Guidelines for Victoria. To ensure our communities retain their high quality, an ongoing refinement of the Neighbourhood Character Policy is needed. There is also a need to ensure our heritage is protected from inappropriate development.

### ***Where to now?***

We can update the Planning Scheme and refine our policies to ensure that:

- residents, including those in affordable housing, have access to community facilities
- the desired character and our existing heritage buildings are protected
- trees and soft landscaping play more significant roles in reducing urban heat
- our main roads are attractive places to experience and are inviting to pedestrians
- urban water run-off is managed and utilised for irrigation
- the amenity of our residential areas is protected from excessive noise from licensed premises and adjacent activity centres, and
- we are clear about where new development can occur and which of our neighbourhoods require more specific development controls.

A detailed inventory of actions is provided in section 8.1.

## 8. Recommendations

### **Continuous Improvement Review Kit requirement:**

#### *Outcome of Step 5: Analysis*

- *an understanding of the issues and their relative importance*
- *an understanding of actions that can be taken to address the issues, and*
- *recommendations on the priority of the actions and the weight they should be given.*

#### *Outcome of Step 6: Report the review*

- *report back to the participants of the outcomes of the review*
- *a report to Council, and*
- *a report to the minister.*

#### *Outcome of Step 7: Implement the findings*

This review identifies all issues and provides an inventory of actions (section 8.1) for short-term corrections and anomalies, and longer-term policy reviews that are mindful of the coming DELWP changes to the SPPF.

The inventory of actions will guide the update of the Planning Scheme to better reflect state policies and local issues.

## 8.1 Inventory of actions

Rec. no.	Recommendation	Benefits of implementation	Timeframe	Risks associated with inaction
1	Adopt the review, required pursuant to section 12B(1) of the Planning and Environment Act.	Compliance with the requirement of the Act Implements Action L3.2 of the Council Plan 2017–2021.	Immediate	Failure to comply with obligations under the Planning and Environment Act.
2	Forward the report to the Minister for Planning as required by section 12B(5) of the Planning and Environment Act.	Compliance with the requirement of the Act.	Immediate	Failure to comply with obligations under the Planning and Environment Act.
3	Am.C221 (SBO and LSIO) to review flooding at Lomond Terrace, the Malvern East golf course and the Boulevard. Consider the boundaries of the LSIO, SLO, and DDO in the Scotchman's Creek area and how they relate to the area.	Ensures alignment between an existing planning scheme amendment and the 2018 Planning Scheme Review.	Immediate	Lack of alignment between an existing Council amendment and the latest review.
4	Correct anomalies relating to PUZ4 land (VicTrack) in the Planning Scheme maps.	Ensures land owned by VicTrack, Council and other third parties is correctly zoned (includes land previously sold to Council for open space that needs updated zoning). Implements Action L1.4 of the Council Plan 2017–2021.	Short term	Incorrect zoning may lead to inappropriate works on private or public land.
5	Complete the review of the research paper and planning provisions to manage liquor licensing. Monitor issue of liquor licenses in the ACZ.	Improved local controls, particularly in the ACZ.	Short term	Weaker development controls.
6	Review the Licensed Premises Policy and the planning tools to implement the research paper. Update the research paper.	Responds to the Victorian Commission for Gaming and Liquor Regulation's current review of liquor licences.	Short term	Impact on amenity and vitality of commercial precincts as well as perceptions of safety.
7	Implement the findings of the Urban Forest Strategy into the Planning Scheme. Identify further development control tools that will ensure deep-soil plantings and larger tree canopies including those that meet the biodiversity standards. More detail is needed for setbacks and preferred canopy tree types for all multi-level developments, regardless of height. Update the Significant Tree Register. Investigate monitoring tree canopy coverage with GIS.	Strengthens controls to retain and grow tree canopy throughout the municipality. Implements Action ENV 4.1 of the Council Plan 2017–2021	Short term	Ongoing loss of canopy trees resulting in increased urban heat-island effect, poorer air quality and reduced liveability. Inability to deliver on biodiversity goals. Increased usage of power for heating and cooling.

Rec. no.	Recommendation	Benefits of implementation	Timeframe	Risks associated with inaction
	Develop a preferred planting list of trees for developers. Consider adequate offsets for mature/senescent trees proposed for removal. Investigate ways to increase biodiversity.			
8	Update clause 21 of the MSS to: (i) ensure all references are up-to-date (ii) update demographic data (iii) update the future strategic work sections for each land-use activity, and (iv) ensure all headings align with the <i>Form and Content of Planning Schemes</i> .	Alignment with state and recently-adopted local policies.	Short term	Lack of alignment with state policy undermines the importance of the Strategic Framework Plan.
9	Update the Strategic Framework Plan. Ensure the extent of the Chapel Street MAC and Glenferrie/High Streets activity centres align, and are ranked according to Council's local policy position and zones. Refine and define 'community hubs' and 'special built form considerations' (Yarra River controls). Clarify the extent of NACs and ensure they align with zones. Ensure Chadstone is marked as a MAC. In the legend, highlight the land-use typologies that are substantial change areas (clause 21.05-2). Update the Strategic Framework Plan in the context of the PPTN. Note transport hubs on the plan at Caulfield, Malvern, South Yarra and Chadstone.	Alignment with state and recently-adopted local policies.	Short term	Lack of alignment with state policy undermines the accuracy and relevance of the Strategic Framework Plan and creates ambiguity.
10	Update references in clause 21.09.	Streamlines and provides clarity on priority reference documents.	Short term	Lack of clarity on priority documents.
11	Implement the findings of the Economic Development Strategy into the Planning Scheme. Update it as a reference document in the Planning Scheme.	Supports small business and the arts sectors in the community. Supports Stonnington as a place to work and invest Implements Action ECO1.6 of the Council Plan 2017–2021	Short term	Failure to support Stonnington as a place to work and invest.

Rec. no.	Recommendation	Benefits of implementation	Timeframe	Risks associated with inaction
12	Complete a housing strategy including a housing needs assessment. Ensure consistency with coming directions on Section 173 agreements (affordable housing) and Homes for Victorians. Monitor the overall supply of public housing in the municipality to ensure no reduction in total numbers.	Ensures alignment with the Homes for Victorians state policy. Ensures a better-informed review and application of the residential zones. Broader planning for housing to include diversity.	Short term	Inadequate supply of housing for at-risk members of the community will lead to an increase in homelessness, social division and crime.
13	Update the Cycling Strategy for Stonnington with reference to the Victorian Cycling Strategy 2018-2020.	Ensure alignment with State government policies. Implements ENV8.2 of the Council Plan 2017–2021.	Short term	Slow take-up of mode shift will increase congestion.
14	Seek further information from VicRoads on the main roads corridor plan for Warrigal Road, Dandenong Road, Punt Road and proposed tram stop upgrades.	Council will be included in the planning of these corridors.	Short term	Lack of alignment between the municipality's main road corridors and land uses.
15	Update the Sustainable Transport Strategy.. Plan for a significant mode shift to active transport.	Ensures alignment with Plan Melbourne principles of decreased private care use, cleaner air and reduced congestion. Implements Actions L6.3 and ENV8 of the Council Plan 2017–2021.	Medium term	Increased car usage. Opportunities to maximise non-car-based transport not realised.
16	Review the Public Realm Strategy.	Reviews the provision of open space in the context of the housing strategy. Implements Action L1 of the Council Plan 2017–2021. Links with the Urban Forest Strategy and Strategies for Creating Open Space. Identify linkages for bikes and pedestrians that respond to all Crown land. Implements Action L1 of the Council Plan 2017–2021. Implements Action ENV 8. 2 of the Council Plan 2017–2021.	Medium term	Further loss of open space with increased development pressure.
17	Participate in the review of the Metropolitan Open Space Strategy. Participate in the Caulfield Station precinct planning, and take advantage of the opportunities presented for active open space at Caulfield Racecourse.	Implements Action L1 of the Council Plan 2017–2021.	Short to medium term	Lack of an adequate plan for regional open space

Rec. no.	Recommendation	Benefits of implementation	Timeframe	Risks associated with inaction
18	Update all clauses according to the <i>Form and Content of Planning Schemes</i> .	Ensures consistency with impending revision of the SPPF	Short to medium term (Note: an update is anticipated in mid-2018)	Lack of alignment with state policy. Some gaps in development controls may result if local content is lost.
19	Review the residential zones as informed by the revised Housing Strategy. Review the extent of the change areas: substantial, incremental and minimal to ensure they align with the underlying zones and overlays, and the revised PPTN. More detail is needed for setbacks and preferred canopy tree types for all multi-level developments regardless of height. Review and monitor success of the Apartment Design Guidelines for Victoria. Review the Neighbourhood Character Policy. Consider the neighbourhood character of the NRZ. Cross-check the underlying zones in significant heritage areas such as the Gascoigne estate. Consider height provisions on main roads to ensure alignment with interfacing lower rise residential development.	Provides a 'check state' with the Stonnington community as to the desired density of residential areas and where new residential development (including affordable housing) could be located.  Implements Actions L3.2 and L4.6 of the Council Plan 2017–2021.	Short to medium term	Undersupply of housing, mismatch in type of housing with what the community needs, and in the most appropriate locations. Inappropriate development in established neighbourhoods.
20	Review clause 22.08, Student housing, in line with the revision of the Housing Strategy.	Ensures alignment across residential zones. Implements Actions L3.2 of the Council Plan 2017–2021.	Short to medium term	Compromised liveability.
21	Heritage controls: address existing gaps in heritage protection and, if significant, include in the HO. A review of the 2006 Heritage Strategy and Action Plan. This should outline a framework for identification of further gaps in the HO. Cross-check the underlying zones in significant	Protects significant heritage and cultural assets in the municipality. Implements Actions L2 of the Council Plan 2017–2021.  Refer notes above.	Short to medium term  Refer notes above.	Permanent loss of heritage sites of local significance including significant trees. Reduced quality of streetscapes.  Refer notes above.

Rec. no.	Recommendation	Benefits of implementation	Timeframe	Risks associated with inaction
	heritage areas to ensure heritage objectives can be met.			
22	Investigate a city-wide development contributions plan. Progress this to determine possible development contributions plans or infrastructure contributions plans to implement into the Planning Scheme as appropriate.	Provides Council with: <ul style="list-style-type: none"> <li>the ability to levy appropriate funding from new development for the necessary development and upgrade of infrastructure to service the community and anticipated population increases, and</li> <li>an alternative infrastructure funding opportunity commensurate with development activity.</li> </ul> The process will enable Council to: <ul style="list-style-type: none"> <li>have a detailed and accurate understanding of its infrastructure networks and their capacity, and</li> <li>determine infrastructure requirements and inform the capital works program.</li> </ul>	Short to medium term	Lost opportunity for an infrastructure funding adoption. Infrastructure funding is not adequately linked to infrastructure demand. Costs associated with development projects are not fully recovered. Infrastructure provision does not meet growth demands.
23	Review and monitor the Waverley Road Urban Design Framework.	Checks the impact of the growth of Monash University and other developments in the Caulfield Station precinct in Malvern East and surrounds. Implements Action L4.2 of the Council Plan 2017–2021.	Ongoing	Existing controls may not be appropriate to manage development pressure in this area, particularly for student housing associated with Monash University (Caulfield).
24	Undertake urban design framework plans in areas of pressure for growth	Implements the Council Plan 2017–2021.	Ongoing	High degree of speculation on development potential Poor development outcomes
25	Continue to advocate for a state-wide Environmentally Sustainable Development Policy. In the absence of a state-wide policy, ensure that clause 22.05, Environmentally Sustainable Development, is extended.	Ensures state-wide approach to environmentally sustainable development. Local policy Cl. 22.05 expires on 30 June 2019. Ensures alignment with L4.3, L4.4 and L4.5 and ENV8.	Short to medium term	Poor environmental outcomes. Lack of alignment with Plan Melbourne 2017–2050. Increased living costs and greater stress on the environment are likely.
26	Prepare the Activity Centres Strategy and review it against Plan Melbourne 2017–2050.	Ensures public realm improvements are consistent with the hierarchy of centres and other Council strategies. Ensures consistency with Council Plan 2017–2021. Provides greater clarity on the role of NACs and the related framework to manage development.	Short to medium term	Lack of clarity of role of centres High degree of speculation on development potential Poor development outcomes

Rec. no.	Recommendation	Benefits of implementation	Timeframe	Risks associated with inaction
		Implements Actions ECO1 of the Council Plan 2017–2021. Identifies opportunities for value creation that can be enabled by the private sector.		
27	Institutional uses: Encourage institutional uses to develop masterplans for key sites such as Cabrini Hospital.	Actions the Panel report for the Am C223 <sup>122</sup> which recommends. Council approach Cabrini to discuss a masterplan to guide development on its land.	Medium to long term	Ongoing development adjacent to low-rise residential interface. Potential for additional development activity on adjacent sites
28	Identify, negotiate and purchase sites for open space and community facilities such as maternal and child healthcare. Review the importance of streets, and methods to encourage private space for use as public open space. Review the interface between the private and public domains to ensure new developments do not 'rob' the amenity of public land.	Meets the needs of the growing city.  Implements Actions ECO1 and L1 of the Council Plan 2017–2021.	Medium to long term	Undersupply of well-located community facilities means people will travel further to access services (some will suffer disadvantage).
29	Undertake a comprehensive review of the MSS.	Ensures alignment with the revised Planning Scheme format, and responds to the new residential zones, affordable housing shortage, development contributions plans and open space. Implements Action L3.3 of the Council Plan 2017–2021.	Medium term: following gazettal of the VPP reforms (according to DELWP timing)	Poor outcomes at VCAT. Confusion for the Stonnington community. Loss of liveability as development densities increase.
30	Continue to add well-located sites to the open space network and rezone these as PPRZ. Continue to ensure connectivity in open space.	Addresses the shortfall of open space in the municipality and increase/maintain liveability. Implements Actions L1 of the Council Plan 2017–2021.	Ongoing	Undersupply of passive and active open space. Lost opportunity to add to increased tree canopy and biodiversity areas.
31	Review the maximum 75 per cent site coverage in the zone schedules. Investigate if sites can achieve increased permeability or if water can be captured and treated on site. Consider as part of a residential zones review.	Limits the amount of dirty (urban) run-off through Council drains and into local creeks and waterways. Captures urban run-off for watering street trees and parkland. Ensures alignment with ENV2.1 of the Council Plan 2017–2021.	Medium term	Increased pollution of local waterways.
32	Review the Gardiners Creek and Scotchman's Creek provisions.	Ensures best-practice development close to tributaries of the Yarra River.	Medium term	Inappropriate development and reduced biodiversity.

<sup>122</sup> Stonnington Council report 19 March 2018 for Am C223



Rec. no.	Recommendation	Benefits of implementation	Timeframe	Risks associated with inaction
	Consider placing a DDO and/or a SLO on these corridors. Implement the Urban Forest Strategy in these corridors.			
33	Minor policy-neutral adjustments to the MSS as recommended in clause 21.06.	Ensures alignment with the recently-approved clause 22.04.	Short/ Medium term	Potential lack of clarity.
34	Monitor the changing rates of commercial floor space in ACZs. Investigate the importance of urban manufacturing in Stonnington.	Council can monitor the success of Chapel reVision and the ACZ.	Medium term	The scale of loss of employment land over time will be unknown and Council will not be able to take targeted action.
35	Review the Neighbourhood Character Strategy including potential Neighbourhood Character areas in the context of the Residential zones review	Greater clarity on the nature of development in residential zones Implements Action L3.2 and Direction L2 of the Council Plan	Medium term	Inappropriate development and loss of neighbourhood character

## Appendices

**Appendix 1:** Community engagement strategy

**Appendix 2:** Issues paper and communications

**Appendix 3:** External engagement feedback

**Appendix 4:** 2016 Stonnington Planning Scheme Review

**Appendix 5:** References

**Appendix 6:** Abbreviations

Final

## Appendix 1: Community engagement strategy

Stonnington's Engagement Policy 2015–18 is underpinned by the six key principles for public participation,<sup>1</sup> which will be embraced in the Planning Scheme Review community engagement process. They are:

Public participation principle	Stonnington engagement approach
<b>Responsiveness</b>	Be open and honest with the community to support constructive conversations.
<b>Transparency and integrity</b>	Provide accessible information about the review and how it will impact on the community.
<b>Openness</b>	Give the community time to digest information, understand the project and make informed decisions.
<b>Accountability</b>	Involve stakeholders so they have the opportunity to play a part in decisions that affect them.
<b>Inclusiveness</b>	Maximise benefits and minimise adverse effects by listening to stakeholders and incorporating their needs where possible into project planning.
<b>Awareness</b>	Provide opportunities for ongoing two-way dialogue that allows for detailed, timely discussions and provides a continuous feedback loop.

### A1.1 Purpose statement

The purpose of the community engagement process is to:

- seek feedback from the community regarding targeted issues
- focus community and stakeholder discussion towards areas where they can have the most impact
- inform residents and business owners that the City of Stonnington (with final endorsement from DELWP) is responsible for reviewing the Planning Scheme and that the views of the community are important and an integral part of the Planning Scheme Review process
- inform local business owners about the scale of change that will result in the Planning Scheme Review and how they will be affected, and
- involve existing stakeholder groups that Council has already engaged with in previous planning matters.

### A1.2 Scope of the engagement process

The consultation program relies heavily on internal workshops within Council, with some external consultation. This is due to:

- the very detailed and recent consultation processes undertaken in the past 18 months by Council

<sup>1</sup> Victorian Auditor-General's Office. 'Public participation and community engagement Local Government Sector', May 2017

- the recent timing of state-government-led projects
- the need to ensure that consultation for this project is specific and targeted so as not to 'over consult' in the planning process, and
- major issues such as the new residential zones and the comprehensive review of the MSS (being reviewed in detail in 2018) following the completion of the housing strategy.

Accordingly, a community drop-in session will inform the community about the program. Workshops will be focused around land-use themes with key government agencies and departments.

### A1.3: Engagement objectives

That stakeholders:

- understand the purpose, context and intentions of the Planning Scheme Review
- understand the process of undertaking the review and how they can provide commentary and feedback
- recognise the process of gaining their feedback has been inclusive, transparent and thorough, and
- understand the engagement timeline and opportunities for input.

That Council understands the view of the community.

### A1.4: Managing public impact

Consistent with Stonnington's Engagement Policy and the May 2017 Auditor-General's requirements for local government engagement, the IAP2 model (for managing public impact) is provided in Table 1.

**Table 1: The IAP2 model**

Inform	Consult	Involve	Collaborate	Empower
<b>Public participation goal</b>				
To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision, including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
<b>Promise to the public</b>				
We will keep you informed.	We will keep you informed, listen to and acknowledge your	We will work with you to ensure your concerns and	We will look to you for direct advice and innovation,	We will implement what you decide.

Inform	Consult	Involve	Collaborate	Empower
	concerns, and provide feedback on how public input influenced the decision.	aspirations are directly reflected in the alternatives developed, and provide feedback on how public input influenced the decision.	formulating solutions and incorporating your advice and recommendations into the decisions to the maximum extent possible.	

### Who we will target

#### (i) Internal: City of Stonnington key officers

There is copious information currently available through recent consultation processes undertaken by the City of Stonnington. Key officers and managers will be consulted.

#### (ii) External: The broader Stonnington community

The broader community will be informed about the process and its timing through social media and local newspapers. This approach reflects the detailed consultation on specific issues already undertaken by Council and the forthcoming detailed work proposed on residential zones and the MSS, and Victoria Planning Provisions (VPPs). Community groups will be directly notified.

#### (iii) External: Government agencies

In addition to DELWP, key stakeholders such as VicRoads, Melbourne Water and Transport for Victoria will also be consulted.

### How we will do this

#### Internal workshops:

- Individual workshops will be held across Council in September 2017 to ensure all key issues are addressed. See Table 2 for the program.

#### Engagement with the broader community

- An **issues paper** will be prepared based on key findings from the research and internal consultation. The paper will be developed to inform the community about the issues at hand and included on Council's website, the Connect Stonnington page and placed in libraries.
- Fact sheets** will be distributed at the information session and be included on Council's website, Connect Stonnington page and placed in libraries summarising the key issues and process in plain English.

- A **drop-in session** will be held at Malvern Town Hall in November 2017. The community will be invited to ask questions about the review and its outputs and when they can expect to view the final-draft review. The issues paper and fact sheets will be used to frame the discussion.
- **Advertisements** will be placed in the local Leader newspaper informing the community about the date and time.
- A **final consultation report** will be circulated in March 2018 to key stakeholders that summarises the key issues and findings of the review. It will be posted on Council's website, Connect Stonnington page and placed in libraries.
- **Stonnington's four libraries:** Hard copies of the issues paper and final consultation report will be provided as well as information about the drop-in session.

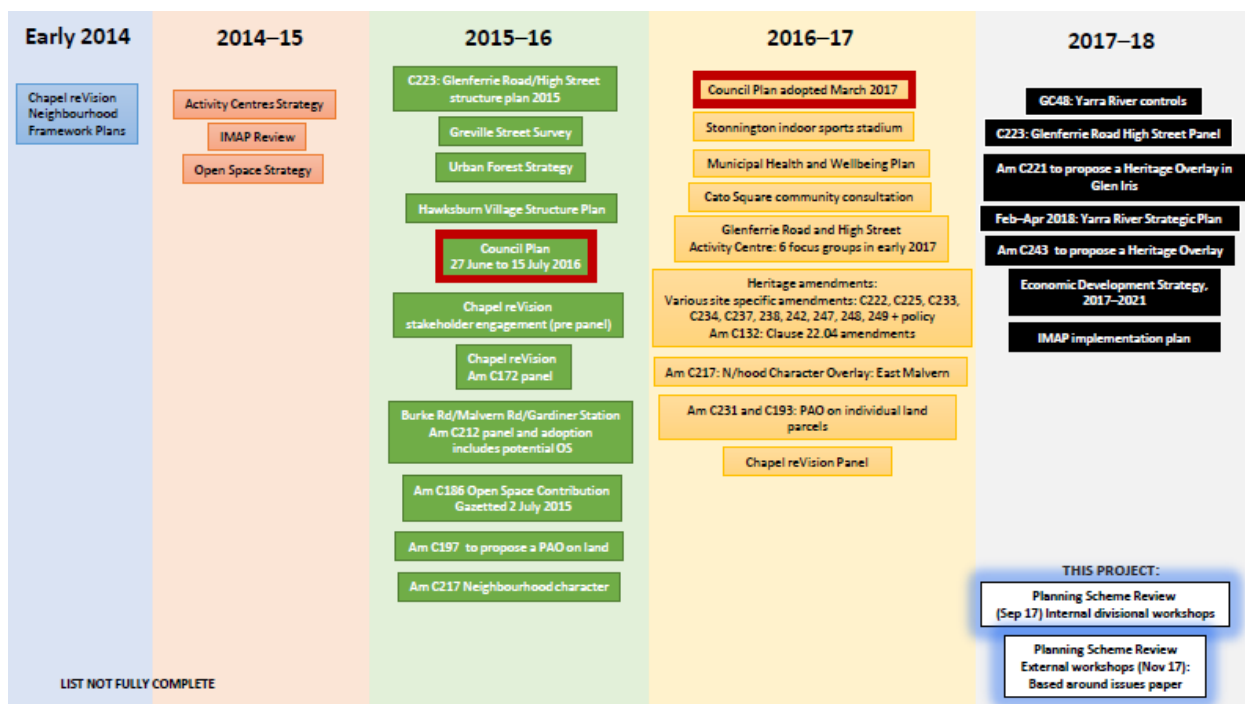
**Table 2: Detailed consultation program**

Timing	Activity	Rationale
September 2017	Internal consultation workshops	Before meeting with the community, a series of internal workshops will be held. In the last 18 months, there has been extensive consultation across the community for a range of projects. The internal workshops will ensure all of this information has been captured.
	<i>Workshop 1: City Strategy</i>	Purpose: To review current issues with the housing strategy (underway), recent and proposed heritage amendments, current issues with the residential zones, the Council Plan and the Better Apartment Design Standards and their alignment with the MSS, Activity Centres Strategy (underway), the implementation of the Transport Strategy, outcomes from the Council Plan workshops and any other matter arising.
	<i>Workshop 1a: Metro Tunnel project</i>	Purpose: To encapsulate the issues and outcomes relating to the Metro Tunnel and VicTrack projects.
	<i>Workshop 1b: IMAP</i>	Purpose: To encapsulate the issues and outcomes relating to the IMAP and how Stonnington is tracking in outcomes.
	<i>Workshop 2: Statutory planning</i>	Purpose: To review recent VCAT decisions against the performance of the MSS, maps and ordinance and also issues arising out of Plan Melbourne, the new residential zones and the Better Apartment Design Standards. To check on any anomalies in maps and ordinance.
	<i>Workshop 3: Building and compliance</i>	Purpose: To review alignment with the building permit and planning permit process and to ensure consistency of decisions for building heights, floor levels, the application of the Special Building, Urban Character and Heritage overlays.
	<i>Workshop 4: Communications</i>	Purpose: To review key findings determined from the Council Plan process and to ensure that there are no overlaps between the Council Plan and Planning Scheme Review process.
	<i>Workshop 5: Parks and environment</i>	Purpose: To review the performance and needs of user groups and to check on the performance of the Open Space Strategy and Public Realm Strategy.
	<i>Workshop 6: Transport and parking</i>	Purpose: To review the performance of the Integrated Transport Strategy and key pressures facing the private and public transport network.
	<i>Workshop 7: Economic development</i>	Purpose: To review the performance of the municipality as a place to work and invest and to investigate if the Planning Scheme impedes investment and development.

Timing	Activity	Rationale
<b>November 2017</b>	<b>Community drop-in session</b>	
	<i>Broad community</i>	Purpose: To brief the broader community on the nature of the project, issues and timeframes for circulating documentation. The messaging will be in plain English to avoid confusion. Advertise in the Leader for the date and time.
	<b>Government agencies and departments</b>	
	<i>Meeting: VicRoads</i>	Purpose: To review future VicRoads projects.
	<i>Meeting 2: Transport for Victoria</i>	Purpose: To understand the significance of any future planned public transport projects and policies. Note any changes to cycling and tram networks.
	<i>Meeting 3: Melbourne Water</i>	Purpose: To understand the significance of any reviews of Relative Levels and SBO flood mapping.
<b>March 2018</b>	All external stakeholders	Publish the final consultation report on Council's website, Connect Stonnington page and distribute through Stonnington libraries.

#### A1.4.1 Recent community engagement programs

The following (past and proposed) community engagement processes will inform this review. Note the considerable consultation work undertaken in 2016–17.



**A1.5 Risks**

<b>Risk</b>	<b>Likelihood</b>	<b>Strategy</b>
Community assume that their development controls will dramatically change.	Possible	Clear fact sheets in plain English distributed in libraries. Newspaper advertisements in the Leader prior to drop-in session.
Community is 'over consulted' on a range of development controls issues already underway.	Possible	Consult with existing stakeholder groups.
Stonnington needs to undertake further work on the application of the new residential zones and higher-density guidelines in 2018; the community may get confused as to what the real outputs of this review are.	High	Clear fact sheets in plain English. Clarification in the community drop-in session and distribution of issues paper. Feedback from this review to be included in forthcoming residential zones and MSS review.
Stonnington needs to review the MSS; the community may get confused as to what the real outputs of this review are.	High	Clear fact sheets in plain English. Clarification in the community drop-in session and distribution of issues paper. Feedback from this review to be included in forthcoming residential zones and MSS review.
Engaging the community on a fairly 'conceptual' topic can cause confusion and mistrust of Council.	High	In the drop-in sessions it is not ideal to respond with 'we can't fix that' but to clearly communicate what the objectives are, capture all feedback and make sure that those involved are then sent further notification of how their feedback is being used – closing the loop.



## Appendix 2: Issues paper and communications



**We need you!**

Have we got the issues right? Are there other issues we haven't identified you think the planning scheme should address, what do you think is important?

You can have your say in person at the drop-in information session at:

Malvern Town Hall (Dining Room)  
(Enter from Glenferrie Road)  
21 November 2017, 5pm to 6:30pm

Alternatively, you can provide your feedback online at [connectstonnington.vic.gov.au/planningreview](http://connectstonnington.vic.gov.au/planningreview), via email at [council@stonnington.vic.gov.au](mailto:council@stonnington.vic.gov.au) or write to us at:

City of Stonnington  
PO Box 21  
Prahran 3181.

**Submissions close Thursday 30 November 2017.**

**Next steps**

We will:

- take into account your thoughts
- refine our research on how the planning scheme is performing
- develop a series of recommended actions that will ensure the Planning Scheme reflects its community
- seek your feedback on the draft report.

If you put in a submission or provide us with your details we will be keep you informed throughout the process.

For more information visit [connectstonnington.vic.gov.au/planningreview](http://connectstonnington.vic.gov.au/planningreview) or call 8290 1395.

**NOVEMBER 2017**

# Stonnington Planning Scheme Review

**HAVE YOUR SAY!**

**What is a planning scheme?**

A planning scheme is the legal instrument that guides our planning and development decisions. It includes a range of tools and sets out how we use, develop and protect land within our municipality. The scheme includes where and how people can develop their land and what restrictions or controls might apply.

All land within Stonnington is affected by the planning scheme and is subject to its provisions.

**Why is this important for you?**

The planning scheme affects everyone because it outlines how and where people can develop or use their land in the City of Stonnington.

**Why are we reviewing the scheme?**

We need to review the planning scheme to ensure that it is up to date and addresses key issues that our Council is experiencing now, or we think we may face in the future. This review will ensure the City of Stonnington's new Council Plan 2017-2021, Plan Melbourne 2017-2050 and any other recent changes to state and local policies are aligned.

It's also a legislative requirement under the *Planning and Environment Act 1987* that each council must review their planning scheme every four years and within a year of adopting the Council Plan.

**Community Languages**  
Call the Stonnington Community Link, a multilingual telephone information service.

General Enquiries	8290 1333	Greek	<b>Ελληνικά</b>	9280 0732	Russian	<b>Русский</b>	9280 0735	
Mandarin	<b>普通话</b>	9280 0730	Italian	<b>Italiano</b>	9280 0733	Indonesian	<b>Indonesia</b>	9280 0737
Cantonese	<b>廣東話</b>	9280 0731	Polish	<b>Polski</b>	9280 0734	All other languages	9280 0736	

**Service Centres**

**Stonnington City Centre**  
311 Glenferrie Road, Malvern  
T 8290 1333 F 9521 2255

**Prahran Town Hall**  
Corner Chapel and Greville Streets  
Depot  
293 Tooronga Road, Malvern

Open  
Monday to Friday, 8.30am to 5pm  
T 8290 1333 F 9521 2255  
PO Box 21, Prahran Victoria 3181  
[council@stonnington.vic.gov.au](mailto:council@stonnington.vic.gov.au)  
[stonnington.vic.gov.au](http://stonnington.vic.gov.au)

**City of Stonnington**



### What's in the planning scheme?

The planning scheme includes state and local planning policies and provisions.

State policies are the same in every planning scheme in Victoria. Council must implement state policies through its local clauses in the planning scheme. The State Planning Policy Framework includes general principles and strategies for land use and development in Victoria.

The Local Planning Policy Framework outlines the local policies within the Stonnington Planning Scheme and demonstrates how the state planning policies will be implemented locally. It is made up of two main parts:

#### 1. Municipal Strategic Statement

Outlines the key strategic planning, land use and development objectives for the municipality, and sets out the strategies and actions for achieving those objectives.

#### 2. Local planning policies

Local planning policies are policy statements of intent or expectation about specific types of land uses or developments (for example Council's policy on public open space).

The planning scheme includes tools so that the state and local policies can be implemented. These tools include zones, overlays, particular provisions and general provisions.

### What's the review process?

#### 01 Council identifies key issues and gaps

Council has identified a number of key issues and gaps that we think the planning scheme should address and where new policies or strategies will inform changes as well as suggestions to help tackle these issues (outlined overleaf).

#### 02 WE'RE HERE!

##### » Community has their say

We are seeking community feedback to make sure we have identified all of the issues and areas that our planning scheme should address.

#### 03 Draft Planning Scheme Review Report

We will use the feedback we receive from our community and other key stakeholders, as well as researching a range of other information, to draft the Planning Scheme Review Report.

#### 04 Community consultation on Draft Report

Our community will get another chance to have a say on the planning scheme review. In March 2018 we will be asking for further community feedback on the draft report, including the recommended actions.

#### 05 Report finalised and submitted to the Minister for Planning

We anticipate that the final report, taking into account community submissions, will be ready for Council to consider by June 2018. The final step is to submit the report to the Minister for Planning. The report will detail the changes proposed to the planning scheme as a result of the review. It will also make recommendations that can be actioned in the short, medium and longer term.

#### 06 Implement the actions and recommendations

### How the planning scheme fits together

<b>State Planning Policy Framework</b>	» Provisions that affect all planning schemes in Victoria
<b>Local Planning Policy Framework</b>	» Municipal Strategic Statement » Local Planning Policies
<b>Zones</b>	» Such as residential or commercial zones
<b>Overlays</b>	» Such as heritage, design and development overlays
<b>Particular Provisions</b>	» Such as open space contributions
<b>General Provisions</b>	» Such as general permit exemptions

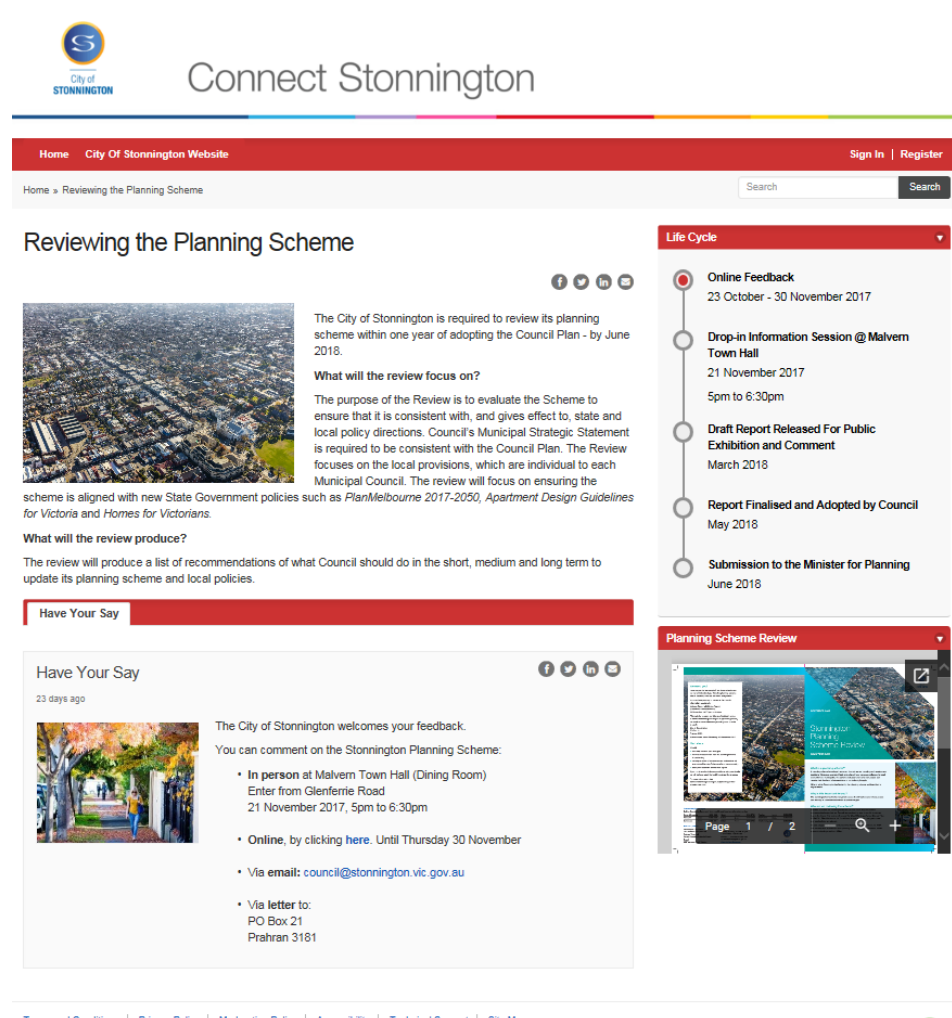
### Issues in focus

Council has identified key issues that we believe are important to address as part of this review.

KEY ISSUE	HOW CAN THE PLANNING SCHEME REVIEW HELP?
<b>Protect established residential communities</b>	Refine local policies to ensure liveability is maintained in residential communities. Review the Victorian Apartment Design Guidelines and the residential zones and refine local policies to ensure liveability is maintained.
<b>Neighbourhood residential zones interfacing with higher density residential zones</b>	Consider local policies that manage the transition from higher density development to more sensitive residential areas.
<b>Provide housing diversity, including social housing</b>	Prepare a housing strategy and update local policies to plan for our diverse community including social housing, student housing, housing for families and the aged.
<b>Maintain and respect heritage</b>	Ensure that heritage controls protect places in a range of historic themes.
<b>Ensure development on the Yarra River corridor respects the natural environment</b>	Monitor Yarra River corridor developments, the effectiveness of new State controls and refine the local policies to further support the importance of the river.
<b>Increase and maintain canopy trees</b>	Include the key principles of our Urban Forest Strategy in the planning scheme.
<b>Provide connected and usable open space</b>	Ensure the planning scheme provides open space for our growing community.
<b>Provide high quality and co-located community facilities</b>	Ensure the planning scheme supports our program for community facilities, existing and new.
<b>Protect and encourage local employment</b>	Encourage the retention of commercial floor space in activity centres.
<b>Manage traffic congestion</b>	Promote the principles of our Sustainable Transport Strategy by encouraging sustainable forms of transport in new developments.

Extract from 'Connect Stonnington', the City of Stonnington's website

From November 2017 to June 2018



**Connect Stonnington**

Home City Of Stonnington Website Sign In Register

Home » Reviewing the Planning Scheme

## Reviewing the Planning Scheme

The City of Stonnington is required to review its planning scheme within one year of adopting the Council Plan - by June 2018.

**What will the review focus on?**

The purpose of the Review is to evaluate the Scheme to ensure that it is consistent with, and gives effect to, state and local policy directions. Council's Municipal Strategic Statement is required to be consistent with the Council Plan. The Review focuses on the local provisions, which are individual to each Municipal Council. The review will focus on ensuring the scheme is aligned with new State Government policies such as *PlanMelbourne 2017-2050*, *Apartment Design Guidelines for Victoria* and *Homes for Victorians*.

**What will the review produce?**

The review will produce a list of recommendations of what Council should do in the short, medium and long term to update its planning scheme and local policies.

**Have Your Say**

23 days ago

The City of Stonnington welcomes your feedback. You can comment on the Stonnington Planning Scheme:

- In person** at Malvern Town Hall (Dining Room)  
Enter from Glenferrie Road  
21 November 2017, 5pm to 6:30pm
- Online**, by clicking [here](#). Until Thursday 30 November
- Via email:** [council@stonnington.vic.gov.au](mailto:council@stonnington.vic.gov.au)
- Via letter to:**  
PO Box 21  
Prahran 3181

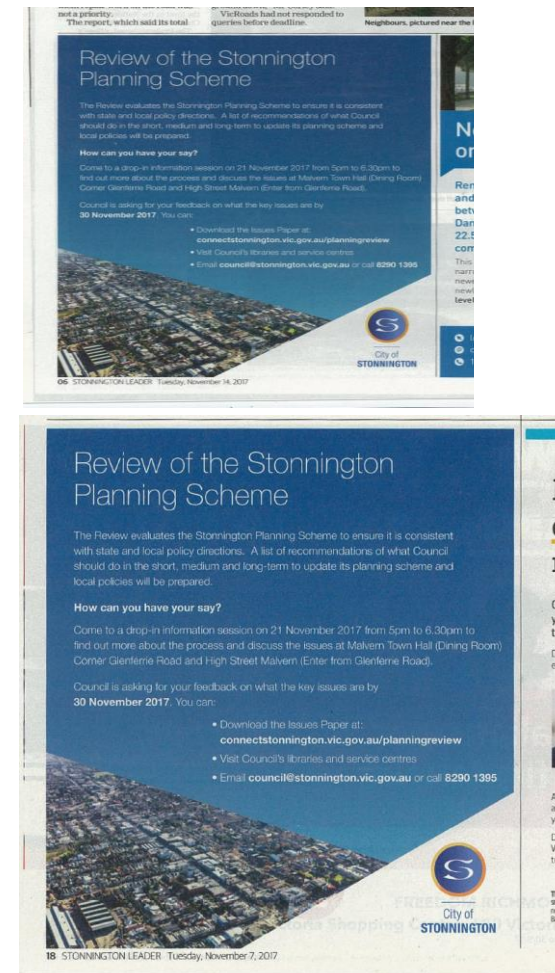
**Life Cycle**

- Online Feedback**  
23 October - 30 November 2017
- Drop-in Information Session @ Malvern Town Hall**  
21 November 2017  
5pm to 6:30pm
- Draft Report Released For Public Exhibition and Comment**  
March 2018
- Report Finalised and Adopted by Council**  
May 2018
- Submission to the Minister for Planning**  
June 2018

**Planning Scheme Review**

Page 1 / 2

Extract from 'Connect Stonnington', the City of Stonnington's website  
From 6 March 2018 to 29 March 2018



## Review of the Stonnington Planning Scheme

The Review evaluates the Stonnington Planning Scheme to ensure it is consistent with state and local policy directions. A list of recommendations of what Council should do in the short, medium and long term to update its planning scheme and local policies will be prepared.

**How can you have your say?**

Come to a drop-in information session on 21 November 2017 from 5pm to 6:30pm to find out more about the process and discuss the issues at Malvern Town Hall (Dining Room) Corner Glenferrie Road and High Street Malvern (Enter from Glenferrie Road). Council is asking for your feedback on what the key issues are by 30 November 2017. You can:

- Download the Issues Paper at: [connectstonnington.vic.gov.au/planningreview](http://connectstonnington.vic.gov.au/planningreview)
- Visit Council's libraries and service centres
- Email [council@stonnington.vic.gov.au](mailto:council@stonnington.vic.gov.au) or call 6290 1395

06 STONNINGTON LEADER Tuesday, November 14, 2017

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## Review of the Stonnington Planning Scheme

The Review evaluates the Stonnington Planning Scheme to ensure it is consistent with state and local policy directions. A list of recommendations of what Council should do in the short, medium and long-term to update its planning scheme and local policies will be prepared.

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- Visit Council's libraries and service centres
- Email [council@stonnington.vic.gov.au](mailto:council@stonnington.vic.gov.au) or call 6290 1395

18 STONNINGTON LEADER Tuesday, November 7, 2017

Extract from the Leader advertisement  
Quarter page. Tuesday 7 and 14 November 2017



<p>Stonnington Planning Scheme Review: draft report</p>  <p>The Planning Scheme is a legal document that sets out the objectives, policies and provisions for land use, development and the protection of land. It includes State Government provisions, as well as local policies and a strategic vision specific to Stonnington.</p> <p><b>The review</b></p> <p>The review evaluates and reports on the alignment between current state and local policies, the Municipal Strategic Statement and Council Plan 2017-2021 and draws on community feedback. It will also produce a list of recommended actions.</p> <p>The review focuses on eight key themes (<i>click on each topic for more information</i>):</p> <ul style="list-style-type: none"> <li>residential development densities and housing capacity</li> <li>open space</li> <li>heritage and neighbourhood character</li> <li>activity centre structure planning and growing jobs</li> <li>liquor licensing</li> <li>trees</li> <li>the environment and the Yarra River corridor</li> <li>transport</li> </ul> <p><b>Next steps</b></p> <p>Council will consider the Planning Scheme Review final report, incorporating feedback from the community consultation mid-2018, before the report will be submitted to the Minister for Planning.</p> <p><b>Life Cycle</b></p> <ul style="list-style-type: none"> <li>Online Feedback 23 October - 30 November 2017</li> <li>Drop-in Information Session @ Malvern Town Hall 21 November 2017 5pm to 6:30pm</li> <li>Draft Report Released For Public Exhibition and Comment March 2018</li> <li>Report Finalised and Adopted by Council May 2018</li> <li>Submission to the Minister for Planning June 2018</li> </ul> <p><b>Draft Planning Scheme Review</b></p>  <p><b>Planning Scheme Review</b></p> 	 <h2>Stonnington Planning Scheme Review: draft report</h2> <p>Stonnington reviews our planning scheme every four years, within a year of adopting a new Council Plan.</p> <p>The planning scheme sets out provisions for land use, development and the protection of land within the municipality.</p> <p>The review evaluates its alignment with current state and local land use provisions, the Municipal Strategic Statement, Council Plan and community feedback to recommend actions.</p> <p>Council is seeking feedback on the Stonnington Planning Scheme Review Draft Report from 7 to 29 March 2018.</p> <p>Have your say:</p> <ul style="list-style-type: none"> <li><b>visit:</b> connectstonnington.vic.gov.au</li> <li><b>email:</b> council@stonnington.vic.gov.au</li> <li><b>call:</b> 8290 1333</li> </ul>
<p><b>Extract from 'Connect Stonnington', the City of Stonnington's website</b></p> <p>From 6 March 2018 to 29 March 2018</p>	<p><b>Extract from the Leader advertisement</b></p> <p>Quarter page. 13 March 2018</p>

## Appendix 3a: External engagement feedback

### Community information drop-in session

21 November 2017, 5pm to 6.30pm, Malvern Town Hall

Address	Organisation	Issue	Council officer's response
Malvern East	Summerhill Residents Association	<p>Consistent with the single-dwelling covenant on this precinct:</p> <ul style="list-style-type: none"> <li>• Stop subdivisions in the Summerhill estate.</li> <li>• Ensure that the area is not rezoned from NRZ to a higher-density residential zone.</li> <li>• Retain trees.</li> <li>• Retain low-scale fence heights.</li> <li>• Ensure roofs are not built of corrugated steel and must be tiles to retain the suburban character (some properties may have contravened this covenant).</li> </ul>	<p>Your comments will be recorded as an issue in the Planning Scheme Review.</p> <p>The final recommended list of actions may address this as part of the residential zones review, however, it is not anticipated that the Summerhill estate will be the subject of a zone change due to the general appropriateness of the NRZ.</p>
Malvern East	Resident	<ul style="list-style-type: none"> <li>• Stop the subdivision of blocks lengthways along the block in the Thurso Street/The Boulevard/Argyll Street subdivision.</li> <li>• Retain a single crossover per block to retain on-street parking and nature strip trees.</li> <li>• Provide for subdivisions by creating a rear lot (this will protect street trees and on-street parking).</li> <li>• Stop the flooding of the golf course (subject to the Gardiners Creek LSIO). (They recently changed the landscaping of the golf course and added mounds. This has made the flooding worse.</li> <li>• Holmesglen students and people using Holmesglen station are parking in Thurso Street, creating a lot of congestion. It is very difficult to get onto Warrigal Road as the entire length of Thurso Street is banked up with cars.</li> <li>• Can more parking be provided for the station and the TAFE?</li> </ul>	<ul style="list-style-type: none"> <li>• The City of Stonnington is working with Melbourne Water to review the LSIO and SBO. There is a need to respond to the local drainage network in the SBO which will be undertaken via Amendment C221.</li> <li>• There may be an opportunity for VicTrack to add more car parking on its land within the northern part of the railway corridor. This is outside the scope of the planning scheme review.</li> <li>• Council is the owner of the golf course and will investigate the flooding matter into the NRZ.</li> <li>• Traffic and parking issues relating to Council assets have been passed to Council's Transport and Parking Unit.</li> </ul>
Malvern	Resident	<ul style="list-style-type: none"> <li>• Limit development density and protect suburbs.</li> </ul>	<p>Council has undertaken a comprehensive review of its heritage policy which was gazetted on 25 January 2018. Council is continuing to add to its heritage controls and is investigating Victorian- and Federation-style housing as heritage themes.</p>

## Appendix 3b: External engagement feedback

### Community engagement March 2018

Submission number	Organisation	Issue	Council officer's response
1.	Malvern Meadows Estate, Malvern East	<p>Response to Action 29 of the Action Plan:</p> <ul style="list-style-type: none"> <li>• Clean up rubbish at Lomond park.</li> <li>• Remove dumped soil on the golf course.</li> <li>• Respond to the overland flooding at Lomond Terrace, the golf course and the Boulevard.</li> <li>• Discourage the 'longitudinal split' of blocks in the area to maintain neighbourhood character, retain vegetation, discourage cars in the street, reduce hard stand, discourage garages on the street frontage, retain a single crossover to lots.</li> <li>• Provide new lots by creating a lot at the rear of existing lots and not the 'longitudinal split'.</li> <li>• Ongoing negative impact of increased numbers of cars wanting to park at the Holmesglen station and also access the TAFE. A reduction of car parking is proposed with the construction of a new substation. This has a flow-on effect of too many cars in the local area.</li> <li>• Encourage the Holmesglen TAFE to use its car parking for students: it should not be used by railway contractors.</li> </ul>	<p>The Planning Scheme Review will recommend:</p> <ul style="list-style-type: none"> <li>• a review of the Gardiners Creek and Scotchman's Creek provisions</li> <li>• New SBOs are proposed for the area as part of Amendment C221. Council is currently progressing this amendment.</li> <li>• The submitter's concerns about the pressure of car parking may be addressed by a local parking permit scheme. The submitter has been notified of this opportunity.</li> <li>• This feedback is noted for the forthcoming review of residential zones. The area is in a NRZ.</li> </ul>

Submission number	Organisation	Issue	Council officer's response
2.	VicRoads	Transport for Victoria is developing a <b>corridor strategy and plan for key main roads</b> that will outline the staging and program for the future development of Punt Road lane widening and clearways, and other major roads such as Dandenong Road and Warrigal Road. There are no plans to upgrade other arterial roads in the municipality.	The Planning Scheme Review will recommend that further information be sought from VicRoads on the corridor plan for these main roads and that Council wish to be included in the planning of these corridors.
		<b>Tram stop upgrades</b> on main roads in Stonnington: no funding has been allocated to-date. The tram stops will be upgraded in the future to meet DDA compliance.	The Planning Scheme Review will recommend that further information be sought from VicRoads on the corridor plan for these main roads, and that Council wish to be included in the planning of these corridors.
		A future <b>Cycling Strategy</b> for Stonnington should be consistent with the recently-released Victorian Cycling Strategy 2018-2028.	The Planning Scheme Review will recommend that an updated Cycling Strategy for Stonnington will make reference and be consistent with the Victorian Cycling Strategy 2018-2020.
		VicRoads recommend the review of the <b>Sustainable Transport Strategy</b> be completed as a high priority to not only take into account state policies but also given the comparative under-utilisation of active transport in the municipality.	A review of Council's Sustainable Transport Strategy is proposed. Council will encourage mode shift from the private car to active (walking and cycling) transport.  Council has long held the position to encourage active and public transport modes. There is a need for the state government to work with Council on delivering the Principal Bicycle Network on strategic routes and to ensure compatibility with future tram stop upgrades.
		On the <b>Strategic Framework Plan</b> highlight transport hubs including South Yarra, Caulfield, Malvern and Chadstone.	Noted. Transport hubs will be updated in the Strategic Framework Plan.
		Consider applying a <b>parking overlay</b> across much of the municipality particularly in the more developed areas. Such an overlay could manage additional parking capacity in areas zoned for higher-density development and public transport interchanges.	Council's Sustainable Transport Policy seeks to reduce total car parking numbers in developments in order to encourage mode shift. Council will continue to advocate for public transport improvements to ensure the capacity and services enable modal shift. Council will consider any updates to the planning scheme to support this policy.

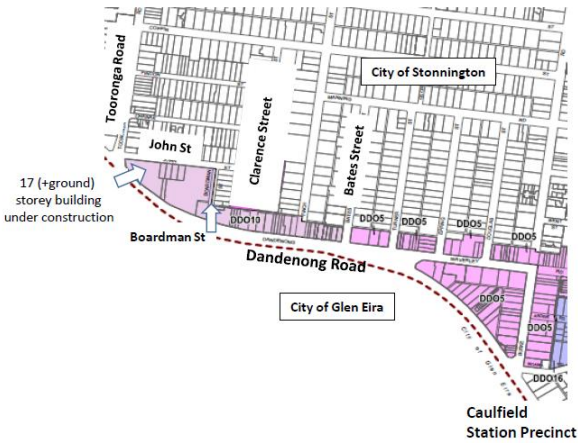
Submission number	Organisation	Issue	Council officer's response
3.	Gascoigne Estate residents	Request to have 95 Kerferd Street, Malvern East rezoned to NRZ to <b>limit development in a significant heritage area</b> on a site adjacent to Burke Road.	Consistent with Council's priority to ensure the historic integrity of the Gascoigne Estate is maintained, Council will place more emphasis on this matter in the Planning Scheme Review Action Plan which currently notes that a review of residential zones is needed. The final Planning Scheme Review sets an important list of priorities for strengthening the Planning Scheme for the future, particularly for the residential zones.
4.	Malvern East Group	<b>Residential development densities:</b> There is a need to review the findings of amendment <b>C173</b> particularly in relation to the section of Dandenong Road from Boardman to Tooronga. The 18-storey development currently under construction is a very harsh interface between the single-storey dwellings to the north. The need to protect the existing residential interface for taller structures.	<p><b>Further background on the issue:</b> Council has previously applied for height controls in the area between Tooronga Road and Bates Street on numerous occasions. Amendment C75 proposed heights of 5 storeys (Precinct 1a – Tooronga Rd to Boardman St) and 4 storeys (Precinct 1b – Boardman St to Bates St).</p> <p>The Panel for Amendment C75 recommended that this area be removed from the Amendment entirely. Council adopted the Amendment with the retention of this area, including setback provisions and no height limit for Precinct 1a and a preferred maximum height of 4 storeys for Precinct 1b. The Minister for Planning removed this area from the planning controls.</p> <p>In 2011 Council initiated <b>Amendment C148</b> which proposed to extend the DDO5 to include the precinct west of Bates Street via a Ministerial Amendment. The new amendment was in response to four permit applications along the Dandenong Road strip for 6 and 7 storey apartment buildings with ground floor shops. Council refused the applications and lost the appeals at VCAT. This amendment did not progress as the Minister did not approve it.</p> <p><b>Background to Amendment C173:</b> In November 2012 Council prepared <b>Amendment C173</b><sup>2</sup> which was supported by an updated urban design framework plan for the area. This Amendment again sought to introduce permanent planning controls over Dandenong Road (west of Bates Street). The C173 Panel report did not support the limited mandatory height controls along this strip which proposed to better manage the sensitive interface with the low rise residential areas to the north. Council's adopted planning controls sought to include greater protection for the existing low scale</p>

<sup>2</sup> Extract from Stonnington City Council General Business Report. 27 November 2017. Item 1 – The Caulfield Station Precinct.

Note that prior to Amendment C173, Council attempted several times to apply a DDO in the area with lower height limits and was unsuccessful both at Panel and with the Minister.



Submission number	Organisation	Issue	Council officer's response
			<p>residential properties fronting John Street by including setback provisions for this sensitive interface.</p> <p>In response to several significant planning applications, including the then impending scheduled VCAT hearing for a high rise development (corner of Tooronga and Dandenong Roads), in February 2015 Council wrote to the Minister for Planning, on several occasions over two years, urging him to approve Amendment C173 approve Council's adopted Amendment C173 which included some limited mandatory height controls. The Minister for Planning did not support Council's adopted planning controls or make a decision on this request in advance of the VCAT hearings, and as a result, the approved controls for the area include:</p> <ul style="list-style-type: none"> <li>(i) DDO10, Dandenong Road (Between Tooronga and Bates Street) provides for higher scale buildings that contribute to Dandenong Road's boulevard character. Although height limits and setbacks to the low rise residential interface to the north are provided, the height and configuration of taller structures between Boardman and Tooronga are not specified. Development is required to step back from residential interface. Between Boardman and Bates Streets heights are limited to 7 storeys with the frontages to Dandenong Road limited to between 3 and 6 metres.</li> <li>(ii) The 18 storey residential/ commercial development at the corner of Tooronga and Dandenong Road is now under construction. VCAT gave limited weight to Amendment C173 given it had not yet been approved by the Minister for Planning. The scale of this building (particularly as it relates to the low-rise residential area to the north) is well beyond what Council had proposed in the planning scheme amendment.</li> </ul>

Submission number	Organisation	Issue	Council officer's response
		<p><b>Reduced public housing:</b> Council should make information more widely available on the supply of public housing in the municipality. A loss of public housing is unacceptable.</p>	 <p><b>Council officer's response</b> Council will place more emphasis on this matter in the Planning Scheme Review Action Plan which currently notes that a Review of Residential Zones is needed. The final Planning Scheme Review report includes an important list of priorities for strengthening the planning scheme for the future, particularly for the residential zones and interfacing built form.</p> <p>In November 2017 the City of Stonnington made a submission to the Public Inquiry into the Public Housing Renewal program<sup>3</sup>. Council expressed its concern that the Bangs Street redevelopment in the City of Stonnington would only deliver a 10 per cent increase in public housing stock, which is inadequate. Council also requested that government consider the gazetted Chapel reVision amendment: a detailed suite of development controls for the entire Chapel Street precinct. Council will continue to hold its position on these concerns. More information on the broader issue and the government's processes is available on the Victorian Parliament's website for Parliamentary Inquiries. The City of Stonnington has public housing as one of its top ten advocacy priorities.</p>

<sup>3</sup> [https://www.parliament.vic.gov.au/images/stories/committees/SCLSI/Public\\_Housing\\_Renewal\\_Program/Submissions/S16-City\\_of\\_Stonnington.pdf](https://www.parliament.vic.gov.au/images/stories/committees/SCLSI/Public_Housing_Renewal_Program/Submissions/S16-City_of_Stonnington.pdf)

Submission number	Organisation	Issue	Council officer's response
		<b>Cabrini hospital IPO.</b> Support a master plan for Cabrini Hospital.	Section 4.5 of the Planning Scheme Review report notes that a masterplan will ensure development is guided on this significant site and is preferable. As Cabrini Hospital are not compelled to prepare a masterplan under the Incorporated Plan Overlay Council has resolved to retain Cabrini Hospital in the proposed Design and Development Overlay as part of Amendment C223. Council has adopted the DDO with the retention of key objectives and design requirements to manage the edges of development including contributing to the landscape setting and providing a transition in scale with low scale residential areas. Council has also resolved to approach Cabrini to discuss the Panel's recommendations for the preparation of a masterplan with building envelopes.
		<b>Open space.</b> Utilisation of the middle of <b>Caulfield racecourse</b> for regional open space. Council should be included in the planning for the precinct, potentially through representation on the new Trust that is currently being formed.	<p>A whole of Government process is currently underway for the Caulfield Station precinct<sup>4</sup> which includes the Caulfield racecourse. The State government and local Councils are aware of the need to maximise the utilisation of such sites for regional open space. A structure plan is proposed. Although no land within Stonnington is within the Caulfield Station precinct study area, the City of Stonnington is included in the Caulfield Precinct Steering Group.</p> <p>The Planning Scheme Review will reinforce the importance of the Caulfield Racecourse as a valuable regional open space resource with the potential to be redesigned for passive and active recreation opportunities.</p>
		<b>Open space:</b> the community have no access to <b>Penpraze Park</b> during Malvern Primary School opening hours.	Council has an ongoing commitment to improving open space provision and accessibility through the initiative "Strategies for Creating Open Space". One of the strategies is to "Improve accessibility to existing open space and recreational reserves".
		<b>Open space:</b> The proposed <b>indoor stadium</b> on Chadstone Road will reduce the current supply of passive open space in the municipality because it is used to provide for indoor sports. The proposal should be relocated.	<p>At its meeting of 30 October 2017, Council confirmed Percy Treyvaud Memorial Park as the site for a new multipurpose sport and recreation facility<sup>5</sup>. "The facility will host a four court indoor basketball/netball facility, Chadstone Bowls Club, Chadstone Tennis Club, Chadstone Recreation and Civic Club, and summer users of the sports ground."</p> <p>Council has established a Stakeholder Group with members from various stakeholder groups including three local residents, local traders from Chadstone Road and representatives from current and future sporting users of the site. This group is a reference group to Council on the</p>

<sup>4</sup> <https://vpa.vic.gov.au/project/caulfield-station-precinct/>

<sup>5</sup> [www.connectstonnington.vic.gov.au/stadium](http://www.connectstonnington.vic.gov.au/stadium)

Submission number	Organisation	Issue	Council officer's response
			development of a Masterplan for the new facility by providing representative and balanced input on behalf of stakeholders.
		<b>Open space:</b> Councils can enter into partnerships with other organisations to provide open space. This includes neighbouring councils, the private sector and the state government. Some open space in the municipality is privately managed but zoned Public Park and Recreation Zone (PPRZ). There is a need to ensure open space is not privatised when it is understood to be accessible to all.	<p>Council has an ongoing program to increase its provision of open space delivered both publicly and privately. There is a strong focus for delivering open space through Council's 'Strategies for Creating Open Space'. The Malvern East Group quotes sites that are of concern that have restricted access. The open space forms part of a larger development that has not been zoned Public Park and Recreation Zone and Council is not the management authority for its upkeep.</p> <p>(i) Como Centre (corner Toorak and Chapel): land at the centre of Como development is intended for public use from sunrise to sunset and it is privately managed<sup>6</sup>. We understand that in the recent past public access to this area has been restricted. Council is currently investigating this matter.</p> <p>(ii) 590 Orrong Road: the developers provided a cash contribution of 8% for open space that has been used to fund the purchase of additional land in the immediate area. The communal open space provided in the heart of the development remains in the ownership of the developer. The community are free to access this area from the public pathways that lead to the station and surrounding streets.</p>
		<b>Open space:</b> use of artificial turf is not supported as it potentially contains carcinogens and contributes to global warming.	The design of active open space is outside the scope of the planning scheme review. The feedback has been passed to the Recreation Unit.
		<b>Heritage and neighbourhood character</b>	Council has an ongoing program to protect its heritage places, which are an important part of the identity and amenity of the city. This includes a Heritage Strategy review and a program for researching and protecting heritage places, which are currently underway.
		<b>Retention of tree canopy and protection of significant trees:</b> How can this be implemented?	Council acknowledges the need to protect tree canopy across the municipality including in the NCO areas. Council's Urban Forest Strategy sets a positive direction for protecting the municipality's trees. The Planning Scheme Review provides a range of recommendations to include formal controls in the Planning Scheme to ensure the municipality's mature tree canopy

<sup>6</sup> South Yarra Project Act 1984, South Yarra Project (Subdivision and Management) Act 1985

Submission number	Organisation	Issue	Council officer's response
			is protected. A more recent Council report tabled <sup>7</sup> an initiative to ensuring developers protect trees through placement of a financial bond or 'Tree/Landscape bank guarantee'. Council agrees with the importance (and priority) of developers designing around trees, and that respect of the tree-root zone is mandatory.
		The opportunity to introduce <b>urban design awards</b> that showcase innovative design solutions to designing around trees.	Council agrees to the need to showcase design innovation, particularly around trees and general sustainability. There are various prestigious state and national awards that commend good design from organisations such as the Australian Institute of Architects, the Australian Institute of Landscape Architects, the Urban Design Institute of Australia and the Property Council. Projects in the City of Stonnington are often nominated for awards.
5.	South Yarra resident	Respondent has no issue with the <b>high-density development</b> in South Yarra but feels that the aesthetics of the buildings need to be considered. In some parts of South Yarra the high rises are 'out of control'. Washing on balconies should be screened.	Council will place more emphasis on this matter in the Planning Scheme Review Action Plan, which currently notes that a review of residential zones is needed. The final Planning Scheme Review sets an important list of priorities for strengthening the Planning Scheme for the future, particularly for residential zones and parts of South Yarra that include residential high rise.  The recently adopted and gazetted Chapel reVision amendment also addressed urban design matters in the Chapel Street/Toorak Road area in considerable detail.
6.		Quality of <b>Chapel Street</b> as a shopping destination:  Chapel Street is now like a ghost town. Building owners with vacant shops should have to pay a vacancy tax. Improve the festivities and qualities of Chapel Street, particularly at Christmas time.	The quality of Chapel Street as a shopping destination is outside the scope of the planning scheme review. Council will continue to work with the Chapel Street traders' association to promote Chapel Street.
7.	Windsor resident	There is a strong need for child-friendly parks that encourage outdoor play, and have shade protection. Many council parks are dominated by off-leash dog play areas.	A strong emphasis was placed on open space through the Planning Scheme Review undertaken in 2010 and the Strategies for Creating Open Space in 2013. Feedback has been noted and passed onto the relevant Council department for future open space planning

<sup>7</sup> City of Stonnington Council meeting 5 March 2018 Item 3. General Business: "Tree management – Planning approach towards compliance issues"

Submission number	Organisation	Issue	Council officer's response
8.	Local resident	<p>1. <b>Density:</b> It would ruin Stonnington if we destroy the heritage of the area by over building and building too high. Traffic is already at capacity; increasing the amount of apartments and cars would cause even more problems. It would also destroy the few green spaces we have left.</p> <p>2. <b>Trees:</b> We need to protect our trees, too many developers just chop down whatever they like with no consequences, they don't care about fines they just do as they like.</p> <p>3. <b>Heritage</b> is of upmost important to retain the beauty of the neighbourhood.</p> <p>4. Controlled <b>liquor licensing:</b> not too late at night.</p> <p>5. Protecting our <b>old trees</b> and continued planting of new trees is of upmost importance for our mental and emotional wellbeing.</p> <p>6. The <b>Yarra corridor</b> must be kept clean and green.</p> <p>7. More <b>trains</b> and improvements to South Yarra station, and including it in the new Metro works.</p>	<p>Many of these issues are addressed in the Planning Scheme Review. They are regarded as strategic priorities:</p> <ul style="list-style-type: none"> <li>• <b>Heritage</b> is addressed in Section 5.3. Council has an ongoing program to protect its heritage places which are an important part of the identity and amenity of the city. This includes a review of the heritage strategy and a program for researching and protecting additional heritage places</li> <li>• <b>Trees</b> are addressed in section 5.6. Council acknowledges the need to protect tree canopy across the municipality including in the Neighbourhood Character overlay areas. Council's Urban Forest Strategy sets a positive direction for protecting the municipality's trees. The planning scheme review provides a range of recommendations to include formal controls in the planning scheme to ensure the municipality's mature tree canopy is protected. A more recent Council report tabled<sup>8</sup> an initiative to ensure developers protect trees through the placement of a financial bond or "Tree/Landscape bank guarantee". Council agrees with the importance (and priority) of developers designing around trees and that respecting the tree root zone is mandatory. The Planning Scheme Review also highlights the importance of deep soil plantings and larger tree canopies and that more detail is needed for set backs and preferred canopy tree types for all multi level developments and not just residential development over 5 storeys.</li> <li>• <b>Liquor licensing</b> is addressed in Section 5.5. A review of the research paper and planning provisions to manage liquor licensing is underway. This responds to the Victorian Commission for Gaming and Liquor Regulation.</li> <li>• the <b>Yarra River corridor</b> is addressed in Section 5.7. A strategy led by the State Government is underway. In 2018, Stonnington will continue to work with the State Government who is leading a process with the Yarra River councils to deliver a vision and guidelines for the river to ensure an agreed approach (that goes beyond standard setback and height controls).</li> </ul>

<sup>8</sup> City of Stonnington Council meeting 5 March 2018 Item 3. General Business: "Tree management – Planning approach towards compliance issues"

Submission number	Organisation	Issue	Council officer's response
			<ul style="list-style-type: none"> <li>• <b>Public transport</b> is addressed in Section 5.8.<sup>9</sup> Council has a strong position on the need to upgrade South Yarra Station. Recently the government announced<sup>10</sup> a \$12.33-million upgrade to the station and surrounds.</li> </ul>

<sup>9</sup> <http://www.stonnington.vic.gov.au/Vision/Advocacy/Urgent-upgrade-of-South-Yarra-Station>, accessed April 2018

<sup>10</sup> <https://www.premier.vic.gov.au/south-yarra-station-redevelopment-begins/>, accessed April 2018

## Appendix 4: 2016 Stonnington Planning Scheme Review



**FEBRUARY 2016**

# **STONNINGTON PLANNING SCHEME REVIEW**

## **FINAL REVIEW REPORT**

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## STONNINGTON PLANNING SCHEME REVIEW 2016 – FINAL REVIEW REPORT

### 1. INTRODUCTION

This Review Report (Report) summarises the findings of the Stonnington Planning Scheme Review 2016 (the Review), which commenced in June 2015 and was completed in February 2016.

The Review is required by Section 12B of the *Planning and Environment Act (1987)*, which requires Council to review its Planning Scheme (the Scheme) within a year by which it is required to approve its Council Plan (which was approved on 3 June 2013), and report the findings of the Review to the Minister for Planning. Council is also required to prepare and approve a Council Plan within 6 months of the general election or by the next 30 June, whichever is later. The next Council elections are scheduled to be held in October 2016.

Council resolved in 2013 to write to the previous Minister for Planning, Matthew Guy to request an extension of time to complete Council's Planning Scheme Review. Council officers wrote to the Minister in early 2014 to seek an extension of time for all Councils to review their planning schemes, given the State Government planning reforms at that time, and that the State Planning Policy Framework was still not finalised. No formal response was received from the Minister, but informal feedback was received from the Department advising that the approach was consistent with a number of other Councils.

The purpose of the Review is to evaluate the Scheme to ensure that it is consistent with, and gives effect to, state and local policy directions. The Act requires the Municipal Strategic Statement (MSS) to be consistent with the Council Plan. The Review focuses on the local provisions, which are individual to each Municipal Council.

Extensive community consultation has been undertaken since the last review, including on the MSS review (Amendment C161), residential zones implementation and Plan Melbourne. Feedback from this earlier consultation has fed into the current process.

The 2015/16 Review comprised three stages:

- Stage 1 - preliminary review (June 2015)
- Stage 2 - internal review and feedback (June – December 2015)
- Stage 3 - finalisation of the review and report (January – February 2016)

#### 1.1 Planning Practice Note 32

The Review has been undertaken in accordance with *Planning Practice Note 32 – Review of Planning Schemes (June 2015)*, which states that the review is an audit of the performance of the Planning Scheme at a point in time and will inform the continuous improvement of the Planning Scheme by addressing:

- What has been achieved since the last review? Refer *Appendix 1*.
- Where are we now?
- Where to from here?

The Practice Note states that the report to the Minister should:

- Identify the major issues facing the municipality.
- Outline the key matters requiring further strategic work to strengthen the strategic objectives of the Planning Scheme in terms of its efficiency and effectiveness to satisfy the requirements of Section 12B of the Act and indicate what action is proposed to be taken.
- Identify any operational and process improvements proposed to be undertaken.



- Outline issues that require the engagement or assistance of the Department of Environment, Land, Water and Planning.

The previous Planning Scheme Review was conducted in 2009-10 as part of the *Stonnington Planning Scheme Review (2010)*.

The current Review has been undertaken on two main fronts:

- A review of the Planning Scheme provisions in accordance with the requirements of the Act;
- A policy neutral review to undertake minor changes to the Planning Scheme.

## **1.2 Planning Scheme Review 2016**

The Review meets the basic requirements of the Act for a policy neutral review. Council has used the Review process to canvas some broader visions for the future land use and development of the City which will be consulted on with the community at a later stage. This will occur through a broader visionary exercise which is anticipated to occur in 2016, following the local body elections.

This Report provides information on the key issues facing the City, and details the scope of the current review, the results of the previous 2010 review, methodology, key findings of the Review and internal consultation feedback, and makes recommendations for policy neutral changes to the Planning Scheme and further work to be investigated.

## **2. CONTEXT OF CHANGE AND UNCERTAINTY (STATE POLICY CHANGES)**

The Review has been undertaken in the context of considerable change and debate in the state, federal and global arenas, including issues such as climate change, increased population and legislative changes.

At the state level there has been considerable policy change, with some key proposals still unresolved. Many of the key guiding state documents are draft and there is no clear guidance on the final structure and format of proposed strategic documents and frameworks. Council has needed to adopt a position relative to these documents for the purpose of its own Review.

### Key guiding documents

Several key state policy documents and frameworks are currently undergoing change, including:

#### *Plan Melbourne*

- The State Government's Metropolitan Planning Strategy, 'Plan Melbourne' outlines the vision for Melbourne's growth to 2050. The core of this strategy is the '20-minute neighbourhood' and the 'polycentric city'. The strategy supports growth through the concept of the '20-minute neighbourhood', where people live close to the services they need. The concept of the 'polycentric city' is of an expanded Central City surrounded by and linked to other major centres of business, recreational and community activity distributed across the city. In particular, this brings in the Chapel Street and Forrest Hill precincts. Plan Melbourne specifically identifies Forrest Hill Precinct as an urban renewal opportunity (Map 30 - Central Subregion, page 153, Plan Melbourne).
- Plan Melbourne states that the vision for Melbourne is to become a global city of opportunity and choice. This vision will be achieved by numerous methods, including protecting the suburbs, developing in defined areas near services and infrastructure, and creating a clearer and simpler planning system, amongst other methods (page 2, Plan Melbourne). The current

Plan Melbourne initiatives (Direction 7.1 - Drive Delivery and Facilitate Action) anticipate a revised structure for MSSs and a streamlining of planning provisions in the Planning Schemes.

- The aim of the Plan Melbourne review is to produce a renewed Plan Melbourne “that provides the long-term vision for Victoria's growing population. This will include identifying further housing opportunities and alternatives, increasing jobs and improving liveability, dealing with a changing climate, integrating public transport and supporting infrastructure investment” (<http://www.planmelbourne.vic.gov.au/>).
- Plan Melbourne is currently being reviewed. The ‘*Plan Melbourne Refresh*’ Discussion paper was released on 22 October 2015 with comments due by the end of December 2015 for which Council made a submission. Following community consultation a refreshed Plan Melbourne will be published in the first half of 2016, with the new plan expected to be included into the Planning Scheme in 2016.

#### *State Planning Policy Framework*

- In addition to the changes to the residential zones the State Government is undertaking a review of the State Planning Policy Framework (SPPF). The intention of the draft SPPF is to update the existing SPPF, incorporate regional policy and enable local policy to be better aligned with state and regional policy. This review will have implications for the form and content of Stonnington's LPPF (including the MSS). The Advisory Committee has prepared a document called the draft Planning Policy Framework (PPF) which the Council provided comment on, but it has subsequently stalled.
- For the purpose of the Review, no assessment has been made against the proposed draft SPPF as it is considered that Council can review the LPPF against the SPPF once the SPPF has been finalised. At the time of writing this Report the Draft Bill has still not been taken to Parliament.

Several key state policy documents have undergone change and have been implemented into the Planning Scheme and planning processes.

State Government undertook several major planning initiatives, including the reformed planning zone and ‘VicSmart’ to assist in achieving Plan Melbourne’s vision.

#### *New Planning Zones*

- State Government established a new set of residential, commercial and industrial zones to provide clarity and certainty, reducing the previous set of residential zones from nine to five. Stonnington was one of the first councils to implement the new zones. The State Government has appointed an Advisory Committee which is undertaking a review of the implementation of the zones in 2016.

#### *VicSmart*

- VicSmart is a new, simplified process to enable faster assessment of straightforward, low-impact planning permit applications.



### 3. KEY ISSUES FACING THE MUNICIPALITY

The following is a summary of key issues and challenges identified as part of the Review.

#### *Increased population growth and associated increased density living*

Melbourne is experiencing and is predicted to experience significant population and economic growth. This will place increasing pressures on housing stock. The extent of higher-density living in inner Melbourne is increasing and expected to increase further with the central subregion of Melbourne (i.e. the IMAP region) expected to accommodate at least one million jobs and one million people over the next 40 years (Draft IMAP, 2015). This is putting pressure on the housing supply and resulting in increased higher density living.

#### *Affordable housing and diversity*

As the Victorian population is growing demand for housing is increasing. Conversely, house prices are rising, making it more unaffordable to become a homeowner and more difficult to enter the housing market. There is a lack of family units in apartment developments as the market is saturated with predominantly 1 and 2 bedroom units, thereby not necessarily providing for families in apartment developments.

#### *Apartment design and amenity*

Apartment design and amenity are key issues as increasingly apartments are being built with insufficient internal amenity. With increasing densification and an increasing amount of apartments being built in Stonnington, apartment 'homes' are becoming future homes for a far greater number in Stonnington. Better designed apartment buildings rely not just on their internal amenity, configuration and performance but also their external design, building typology and siting.

#### *Higher density housing guidelines*

As demand increases for higher density living in Stonnington, the quality of development has been decreasing as developers look to extract the highest yields for their developments. The Planning Scheme does not provide adequate tools to encourage good design that is both respectful of its context and that encourages good internal amenity, particularly for higher density housing developments. There is a need for guidelines to ensure higher standards for higher density housing developments, to more appropriately manage higher density development in Stonnington, and to provide more certainty for developers.

#### *Parking / infrastructure capacity and development contributions*

Stonnington is located close to the Melbourne CBD, creating pressures for increasing housing densities and associated demands on traffic and parking. Stonnington is well served by public transport, with rail, tram and bus routes operating through the municipality. Refer *Appendix 2 – Road Use Hierarchy Plan*. However small pockets of the municipality are relatively less well served by public transport, and Stonnington has a history of traffic congestion and parking problems which can undermine residents quality of life.

There needs to be a consideration of the cumulative impacts of parking as minimum standards for parking are not always working. However community expectations for car parking need to be managed with many expecting that every household should have a car park. Some areas, such as Forrest Hill specifically and the broader Chapel Street Activity Centres which are located close to public transport networks could be discouraging car parking, with lower parking rates introduced

and advocacy for sustainable transport alternatives such as car share. Many developments reflect this.

Development contributions are not consistently applied across the municipality. Council is now able to collect contributions from new development at the subdivision stage for open space reserves, and for developments in Forrest Hill. Development contributions for levying financial contributions for specific services across the municipality needs to be considered, using Forrest Hill as an example. To implement this, Council needs a clear idea about its infrastructure capacity, and what infrastructure will need to be upgraded in the future, as there must be a clear connection between development and the contributions being sought.

*Increased pressures for alternative uses - such as residential uses in activity centres and commercial and industrial uses being pushed out of commercial areas*

There is an increasing demand for residential apartments in activity centres which are close to public transport networks, services, entertainment and recreation. Current demand is exceeding supply. This is resulting in the displacement of retail and office uses for residential uses in activity centres as the current use and future use of buildings is market driven.

State Government and the IMAP councils have recognised that there is great value to the urban economy in preserving a place for manufacturing innovators in the central city and immediate inner suburban areas. However, due to the increasing demand for residential development there has been a loss of commercial and industrial space across the municipality. Further there is already a lack of industrial zoned land in the municipality and increasing pressure for Council to rezone industrial and commercial zoned land to residential zoned land.

This demand for residential land has placed pressures on activity centres. Council needs to recognise the role of destination strips and local shopping needs in activity centres, and for there to be requirements for more flexible, creative and adaptive developments in activity centres.

*Open space for an increasing population*

Stonnington has the second lowest ratio of public open space per capita of any Victorian municipality. Open space is a highly valued community priority and it is becoming increasingly scarce as population growth and development density continues to place pressure on all areas of Stonnington. The population of Stonnington is projected to increase which will reduce the amount of open space per person even further than existing rates. The Council's *Strategies for Creating Open Space* establishes a sustainable model to deliver increased accessible open space across Stonnington.

*Protecting our heritage buildings and places*

Stonnington is committed to the retention and conservation of heritage places, with 255 individual places and 82 precincts within the Heritage Overlay. Increasing demands for higher density development are placing increasing pressures on heritage buildings and places for redevelopment. This includes pressure on heritage places and precincts along main roads and in activity centres. There are also increased pressures to redevelop other places which are not currently identified as within a Heritage Overlay but for which Council may be considering placing within a Heritage Overlay.



#### **4. SCOPING OF THE REVIEW**

The Review commenced in June 2015.

The project comprised three stages:

- Stage 1 – preliminary review (June 2015)
- Stage 2 – internal review and feedback (June - December 2015)
- Stage 3 – finalisation of the review and report (December - February 2016)

The Planning Scheme includes state and local provisions. This Review focuses on the local provisions particular to Stonnington, and more specifically the MSS.

#### **5. RESEARCH AND ANALYSIS**

##### **5.1 Preliminary Review**

Council based its review on the *A1 Planning scheme audit tool* in the Continuous Improvement Kit (February 2006) developed by the Department of Sustainability and Environment (now DELWP) in conjunction with the Municipal Association of Victoria (MAV).

Council also utilised Planning Practice Note 32 'Review of Planning Schemes' (June 2015) to implement a process for conducting and reporting on the review.

A preliminary review was undertaken at the outset of the Review. It focussed on cross-referencing the identified actions of the 2010 Review with what Council has achieved since that Review. The results of the preliminary review are provided in *Appendix 1* which outlines what Council has achieved since the previous 2010 Review; work that was identified in the 2010 Review and is currently underway; work that Council is continually advocating to State Government; work that was not specified in the 2010 Review but which has been progressed; and work that Council has not started but was identified as a future action in the 2010 Review.

##### **5.2 Review / Consultation**

The Review involved consultation with internal Council departments (see Section 6 for further detail).

Council's Strategic Framework Plan was reviewed. *Appendix 2* contains the VicRoads (SmartRoads) Road Use Hierarchy Plan which has been used to inform a proposed updated Strategic Framework Plan in *Appendix 4*.

Refer *Appendix 5* for an updated map which illustrates all the existing and proposed Heritage Overlay and Neighbourhood Character Overlays across the municipality.

##### **5.3 Broad visioning exercise**

The next stage of the Review will be a broad visioning exercise with Council. It is anticipated that this will occur in late 2016 when the new Council is elected.

## **6. CONSULTATION**

Internal consultation was undertaken with key representatives from within Council. Recommendations from the consultation are provided in appendices 6-8.

No external consultation was undertaken specifically for this Planning Scheme Review however it has been informed by recent extensive consultation for example on the Council Plan, residential zone reforms and Plan Melbourne.

## **7. KEY REVIEW FINDINGS**

This Report has been prepared, compiling the results of the Review, using the *A1 Planning scheme audit tool* in the Continuous Improvement Kit developed by the Department of Sustainability and Environment (now DELWP) in conjunction with the MAV. The key findings are summarised below and in Appendices 6-8.

### **7.1 Consistency and effectiveness of the Planning Scheme**

The existing Stonnington Planning Scheme is largely consistent with state policy in the SPPF. With the introduction and implementation of the State Government reformed residential zones, the identification of residential zoned land as 'substantial, incremental and minimal' change areas requires review to ensure consistency with the application of the zones.

### **7.2 Gaps and deficiencies**

The Review had identified the need for stronger policy (in the LPPF) in relation to:

- Economic Development:
  - displacement of retail and office uses for residential development in activity centres and commercial areas;
  - displacement of industrial uses for residential uses in industrial areas;
  - activity centre planning to provide clarity of role and hierarchy for neighbourhood centres; effects of recently introduced 24 hour public transport on residential uses
- Housing – housing strategy; higher density housing guidelines; apartment design and internal amenity; affordable housing and diversity; adaptable housing; rooming houses; maintaining character areas
- Built Environment and Heritage – protecting heritage places; transition between private developments and public spaces and the impacts of private developments on public spaces and infrastructure; high quality design; innovation; waste in higher density developments; Cultural Heritage Management Plans
- Open Space and Environment – increasing public open space and improving the public realm; buffer zones for reserves; private developments providing open space; significant trees and landscapes; flooding; contaminated railway land
- Infrastructure – a review of car parking requirements; improved road and public transport links; improved sustainable transport options; providing infrastructure for those with disabilities; effects of climate change on infrastructure; infrastructure capacity in higher density areas; institutional uses; development contributions
- Health and wellbeing – universally accessible design – providing for the aged, children and those with disabilities; safety.

## **8. REVIEW RECOMMENDATIONS**

### **8.1 Recommended changes to the Planning Scheme**

Refer to *Appendices 6 and 7* for a summary of the proposed policy and policy neutral changes to the Planning Scheme; and *Appendix 8* for a summary of the proposed policy changes to Clause 22 Local Planning Policies.

It is proposed to recommend a revision of the Stonnington Planning Scheme as follows:

- Make policy neutral changes to the MSS in line with *Appendix 6* to clarify the Planning Scheme
- Review the MSS in line with the proposed policy changes in *Appendix 7*
- Review the Clause 22 Local Planning Policies in line with the proposed policy changes in *Appendix 8*
- Review the Strategic Vision in line with the Council Plan and updates to the Planning Scheme

Refer to *Appendix 4* for the proposed changes to the Strategic Framework Plan.

### **8.2 Recommendations for future work**

Refer to *Appendices 6-8* for current and future work actions required to implement the proposed changes to the Planning Scheme, and advocacy actions of State Government which are also listed below in Section 8.3.

Key future work recommendations include:

- A review of 'substantial, incremental and minimal' change areas
- Better guidance for 'substantial change areas'
- Review universally accessible design principles across the MSS
- Review the Strategic Vision
- Investigate the importance of urban manufacturing within Stonnington
- Investigate the options of incorporating vertical zoning and other tools to encourage employment retention into structure plans for activity centres
- Review the Entertainment Uses Policy taking into consideration 24 hour public transport
- Review liquor licenses in line with State Government
- Prepare a Higher Density Design Policy and Guidelines
- Implement clear objectives and strategies for internal amenity for apartments
- Prepare a Housing Strategy
- Review the MSS in light of the new residential zones to consider their consistency and compatibility, and whether the policy is consistent with respect to higher density locations
- Review the MSS and ResCode standards in light of the impact of the 75% site coverage standard
- Review the Built Environment and Heritage, and Open Space and Environment policies for opportunities to provide a more seamless transition of public and private space. Investigate the potential development of a streetscape style guide so that there are clear guidelines for Council and developers. Investigate the impact of:
  - the construction of balconies and awnings overhanging public land
  - new developments which overshadow and/or overlook public parks
  - private street side or footpath furniture in the public realm and pedestrian areas
- Review the provisions for adaptive buildings
- Develop strategies for onsite waste management for large apartment buildings



- Review the policy around rooming houses and their impact on the community
- Review how Council incorporates into the MSS and assesses CHMPs
- Review Council's 'Strategies for Creating Open Space' to provide more strategic justification for the acquisition of properties for the purposes of public open space
- Review the Strategic Vision to refer to Council's PAO of sites for open sites and the need for increased open spaces for public use; to provide for an increasing population; to encourage multiple benefits for the community; and to provide for varying needs of the community:
  - *Open spaces respond to the rapidly increasing population of Stonnington, in particular in those areas projected for high density housing*
  - *Open spaces are used to encourage social, economic and environmental benefits to the community*
  - *New open spaces are explored and actively pursued through public acquisition overlays*
  - *Open spaces respond to the varying and changing needs of the community through all age groups and cultural backgrounds*
- Identify issues and strategies to recognise the importance of the street and methods to encourage private space to be used for public uses
- Review the Schedule to Clause 52.01 to close up the anomaly whereby contributions can be evaded for subdivisions
- Review the policy support provided for the protection of the Yarra River and Gardiners Creek and other large natural areas
- Review the flooding policies to cross-reference Council's WSUD or ESD policies
- Review Clause 21.07-5 'Potentially contaminated land' regarding land adjoining railway land
- Review car parking rates across activity centres and residential zones and guidelines for reducing or waiving car parking requirements
- Include in MSS objectives from Council's Advocacy Statement in relation to public transport services and infrastructure
- Include revised policy for parking and transport in the MSS (per Council's adopted Sustainable Transport Policy)
- Implement clear outcomes, and specify issues and strategies to prepare for climate change, and determine the effects climate change will have on infrastructure
- Assessment of the infrastructure capacity, and preparation of a plan for improvements, in areas identified for higher density areas (already partly covered by the developing Activity Centres Strategy)
- Review the Institutional Uses Policy.

### **8.3 Recommendations for advocacy actions**

Refer to *Appendices 7 and 8* for advocacy actions of State Government.

Key advocacy actions of State Government:

- A review of the residential zones to consider whether the policy is appropriate with respect to higher density locations
- Clarity regarding measuring building height in a residential area
- A review of current definitions and terms used in the new zones to ensure consistency of language and meaning in respect to growth and development objectives already contained and defined within the MSS
- Affordable and diverse housing initiatives
- A state-wide approach to internal amenity for apartments with criteria, objectives and standards
- Advocacy with VicTrack to improve the public amenity of railway land

- Improved public transport services and infrastructure in line with the projected increases in population

Continuing from the 2010 Review, Council continues to advocate for:

- Public transport improvements in line with the projected increases in population
- The introduction of traffic management measures to significantly reduce through traffic through the Municipality
- Retention of third party rights in relation to planning permits
- Retention of landscaped setbacks in all new development (including higher density development) reflecting the existing valued Stonnington character
- An improved understanding of the principles of good design and the achievement of high standards (rather than meeting the bottom line) in every development
- Request DPCD establish simple state standard monitoring systems based on a database of planning permit parameters and decisions
- Recommend changes to the VPPs

## **9. MONITORING AND REVIEW / NEXT STEPS**

A visionary exercise will be undertaken with the newly elected Council in late 2016 to consider the proposed policy positions and a future work programme.

Findings of the Review include:

- Continue advocating to State Government to make policy changes to the SPPF
- Continue the analysis of VCAT and Panel decisions to inform policy improvements
- Continue using other monitoring mechanisms, such as the relevant strategic indicators in the Council Plan

## **APPENDIX 1 – BACKGROUND**

### **Stonnington Planning Scheme Review 2010**

The previous Planning Scheme Review commenced in October 2009. The Review identified the major issues facing the municipality and considered the consistency and effectiveness of the Planning Scheme. The Review also identified gaps and deficiencies, and recommended changes to the Planning Scheme and future work to be undertaken.

Feedback from the community was sought in March and April 2010. The final Report summarised the results of the Review, the consultation process, feedback and made recommendations for changes to the Planning Scheme and future work.

The Planning Scheme Review Report was adopted by Council at its meeting on 7 June 2010 and submitted to the Minister for Planning.

Since the 2010 Review a number of projects have been completed or progressed are or no longer being pursued. Most significantly, the Review identified the need to update Council's planning vision and policies. The LPPF was recommended to be revised by replacing the previous MSS with a new MSS; consequential changes to several local policies.

There is a significant amount of strategic planning work that has been undertaken since the previous Planning Scheme Review including the implementation of the reformed residential zones and the comprehensive review of the MSS and LPPF.

### **What Council has achieved since the previous 2010 Review:**

Amendment C161 (gazetted on 5 December 2013) implements the recommendations of the Review, which updates council's planning vision and policies, and revises the Local Planning Policy Framework (LPPF) by replacing the previous Municipal Strategic Statement (MSS) with a new MSS. It also made consequential changes to several local policies.

### ***Work identified in the 2010 Review which has been **completed**:***

- Inclusion of a Water Sensitive Urban Design Policy
- Inclusion of a Footpath Trading and Awnings Policy
- Inclusion of Licensed Premises Saturation provisions (Schedule 3 to the Incorporated Plan Overlay) in the Planning Scheme
- Inclusion of a Prahran/South Yarra and Windsor Activity Centre Policy; and Design and Development Overlay in the Planning Scheme
- Inclusion of a Toorak Village Activity Centre Policy and Design and Development Overlay in the Planning Scheme
- New Residential Zones applied
- Review of the Urban Design Policy (removed from the Planning Scheme)
- Review of the Neighbourhood Character Study to confirm preferred character and guidelines for precincts and areas with potential for inclusion in the Neighbourhood Character Overlay
- Inclusion of a Neighbourhood Character Policy in the Planning Scheme.
- Preparation of a Proposed Public Acquisition Overlay Over Specified Land Policy for public open space ('Strategies for Creating Open Space' endorsed Council approach)
- Amendment C153 introduced permanent planning controls to the former SKM site at 590 Orrong Road, Armadale
- A neutral translation of the heritage places and precincts into the new multi-tiered heritage overlays



- As part of the current Main Roads Study and the Housing Capacity Study (DPCD), endorsement of the VicRoads Road Use Hierarchy Plan (Feb 2010), completion of an integrated Land Use and Transport Study of Stonnington's main PPTN roads, preparing guidelines for development beside Main Roads (completed through Amendment C161)
- Economic Development strategies and policies (completed through the Council's Economic Development Strategy 'Building Prosperity' 2012-2016 and Amendment C161)
- Inclusion of a new Environmentally Sustainable Development Local Policy (Amendment C177 approved) – joint initiative with five other Councils.

*Work that was identified in the 2010 Review which is **currently underway**:*

- Continued implementation of a Heritage Strategy (ongoing)
- Review and revise the Heritage Policy and Heritage Guidelines (commenced)
- Continued corrections of zoning and heritage boundary anomalies (ongoing)
- Incorporate strengthened policy positions in relation to Environment, Urban Design, Residential Issues, Economic Development, Health and Well-being, and Transport (ongoing)
- Continued involvement with the State Government for greater environmental and built form guidelines for land adjacent and abutting the Yarra River (ongoing)
- Prepare an amendment to review and extend the Special Building Overlay to areas identified as liable to overland flows from the drainage system (Authorisation granted)
- In association with State Government agencies, assess the infrastructure capacity and prepare a plan for improvements in areas identified for higher density areas (ongoing)
- Prepare a Policy for Higher Density Development of 4+ storey properties/buildings (ongoing and advocacy through State Government's 'Better Apartments Guidelines')
- Continued systematic analysis of VCAT and Panel decisions to inform policy improvements (ongoing)
- Consider other monitoring mechanisms, including the use of the relevant strategic indicators in the Council Plan (ongoing)
- Review the Discretionary Uses in Residential Zones Policy (currently being progressed through a review of the Institutional Uses policy)
- Ensure new structure plan work includes proposals to improve connectivity (pedestrian and cycle links) with residential areas; safe design and active frontage of pedestrian links to car parks and public transport; and traffic capacity limitation and a sustainable transport plan (ongoing)
- Prepare Structure Plans for Malvern/Armadale, Chadstone and other local centres (ongoing)
  - o Chapel reVision complete – awaiting approval for Am C172
  - o Glenferrie Road High Street Structure Plan adopted – progressing planning controls
  - o Hawksburn Structure Plan – draft for consultation
  - o Malvern Burke Road Urban Design Framework – implemented via Am C212 (awaiting approval)
  - o Tooronga / Dandenong Roads Urban Design Framework – adopted and implemented via Am C173
- Review local activity areas for their potential for improved local service provision (under way – Activity Centres Strategy)
- Review the Forrest Hill Design and Development Overlay Schedule 8 (undertaken via Chapel revision – pending Minister's approval).

*Continued **advocacy** of State Government regarding:*

- Public transport improvements in line with the projected increases in population
- The introduction of traffic management measures to significantly reduce through traffic through the municipality
- Retention of third party rights in relation to planning permits
- Retention of landscaped setbacks in all new development (including higher density development) reflecting the existing valued Stonnington character
- An improved understanding of the principles of good design and the achievement of high standards (rather than meeting the bottom line) in every development
- Request state government establish simple state standard monitoring systems based on a database of planning permit parameters and decisions
- Recommend changes to the VPPs (state section) (ongoing)

***Work that was **not** specified in the 2010 Review but which has progressed:***

- Extending from the Neighbourhood Character Study, preferred character areas have been progressed for inclusion in the Neighbourhood Character Overlay:
  - o Preparation of a Victorian and Edwardian Houses Neighbourhood Character Overlay and Design & Development Overlay (Amendment C185 adopted by Council)
  - o Preparation of an Edwardian & Interwar Neighbourhood Character Overlay and a Californian Bungalows Neighbourhood Character Overlay (Amendment C217 is considered seriously entertained).

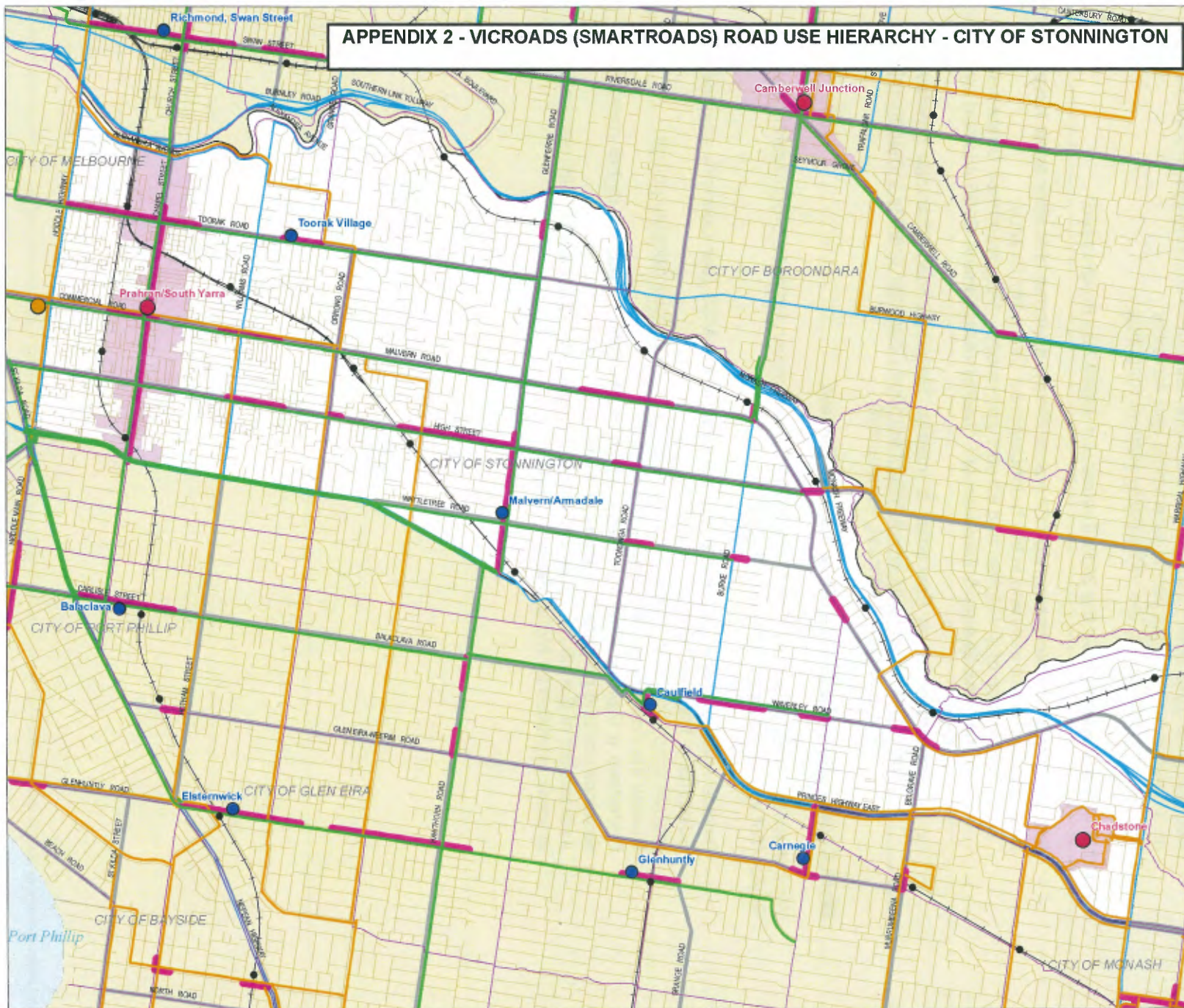
**Work Council has not achieved since the 2010 Review:**

*Work deemed 'ready to proceed' or 'future work' and recommended to be progressed in the Review but which has **not commenced**:*

- Include revised policy for parking and transport in the MSS (per Council's adopted Sustainable Transport Policy)
- Include policy for vehicle crossovers in the MSS (per Council's adopted policy)
- Review the Advertising Signs Policy
- Undertake a Railway Environs Study, which would define areas for higher density development and prepare development guidelines
- Assessment of the infrastructure capacity and preparation of a plan for improvements in areas identified for higher density areas.



## APPENDIX 2 - VICROADS (SMARTROADS) ROAD USE HIERARCHY - CITY OF STONNINGTON



## ROAD USE HIERARCHY CITY OF STONNINGTON



0 0.2 0.4 0.8  
Kilometers

### LEGEND

#### Road Use Hierarchy

- Tram Priority Route
- Bus Priority Route
- Bicycle Priority Route
- Pedestrian Priority Area
- Preferred Traffic Route
- Future Preferred Traffic Route
- Traffic Route
- Future Traffic Route

Note: Some lines are offset to improve clarity.

#### Activity Area

- Central Activities Area
- Principal Activity Area
- Major Activity Area
- Specialised Activity Area

#### Other

- Railway Station
- Railway Line
- Local Roads
- Activity Area Boundaries

#### KEY MAP



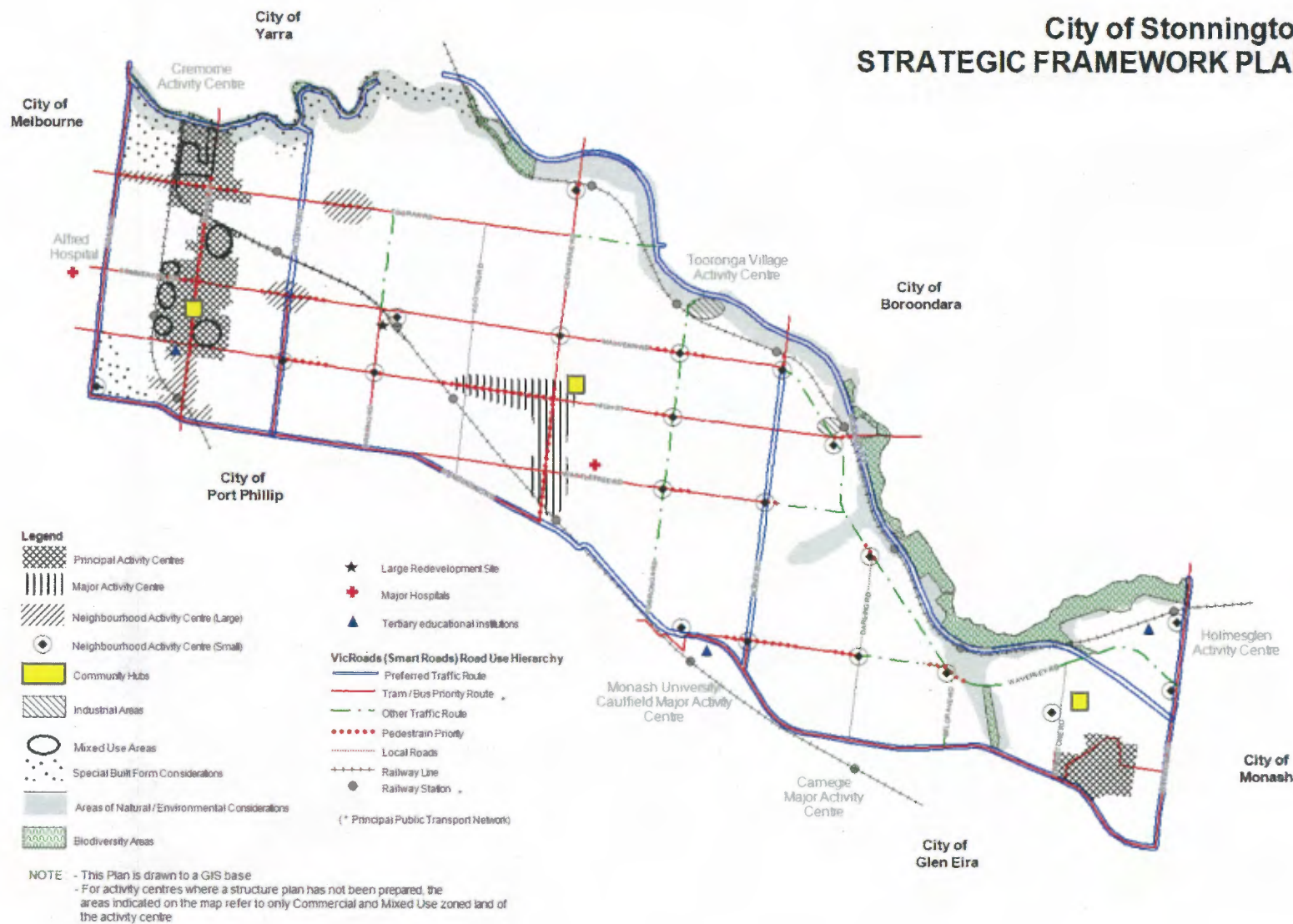
### DISCLAIMER

This VicRoads map is provided for general information purposes only. VicRoads does not accept any liability to any person for the information or advice (or use of such information or advice) which is provided on the map or incorporated into it by reference.



## APPENDIX 3 – STRATEGIC FRAMEWORK PLAN – EXISTING

### City of Stonnington STRATEGIC FRAMEWORK PLAN



# City of Stonnington STRATEGIC FRAMEWORK PLAN

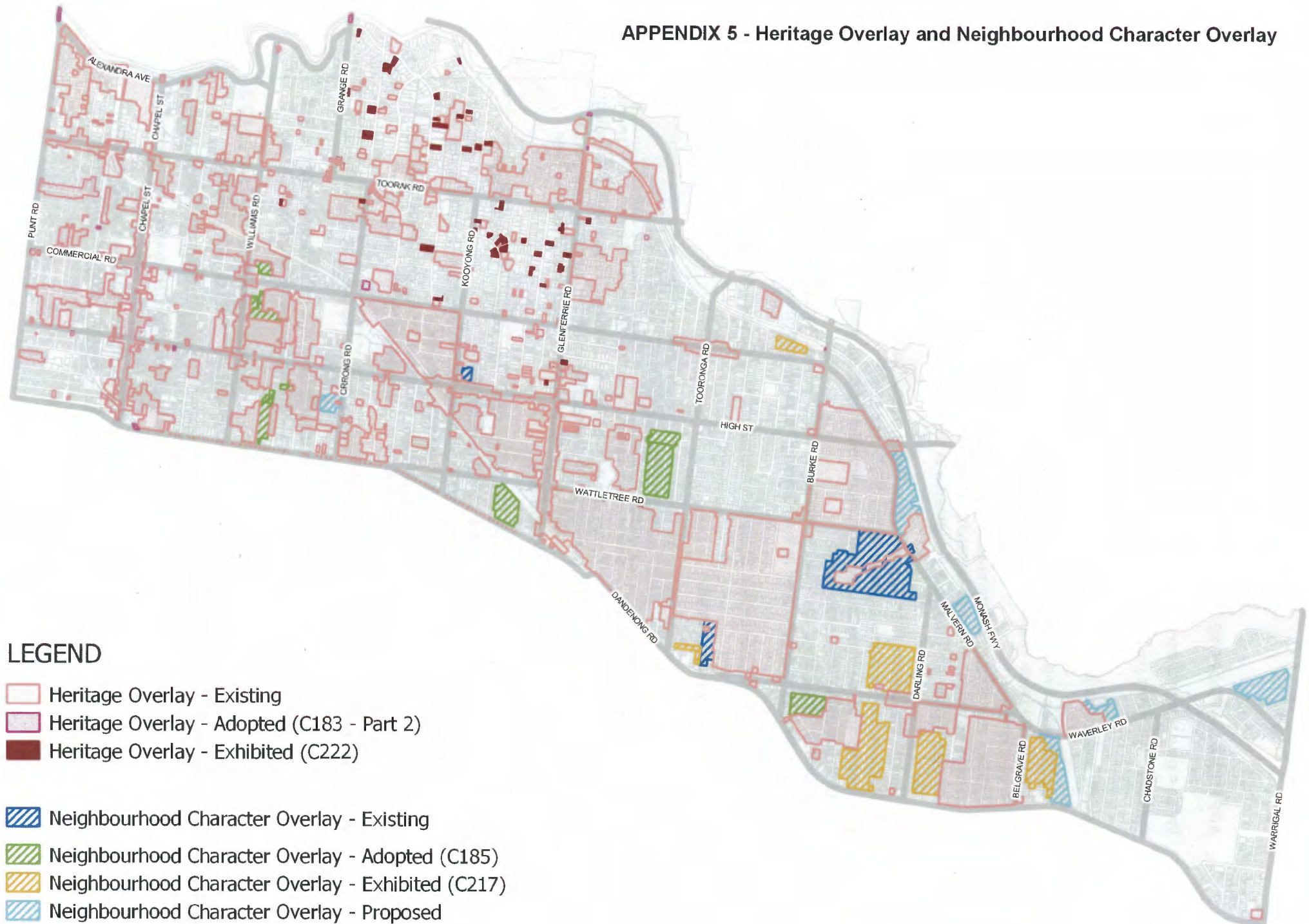
## APPENDIX 4 - STRATEGIC FRAMEWORK PLAN - PROPOSED



NOTE: - This Plan is drawn to a GIS base  
 - For activity centres where a structure plan or Urban Design Framework has not been prepared, the areas indicated on the map refer to only Commercial and Mixed Use zoned land of the activity centre



## APPENDIX 5 - Heritage Overlay and Neighbourhood Character Overlay



## APPENDIX 6 – PROPOSED CHANGES TO PLANNING SCHEME – POLICY NEUTRAL

*Italics* = new text proposed to be inserted

~~Strikethrough~~ = text proposed to be deleted

Review and revise MSS to:

- Update titles and dates of plans, strategies and Institutional Uses
- Update statistics where more recent data is available including municipal profile and projections
- Update the Strategic Framework Plan showing new updates to Activity Centres (eg. Chapel reVision) and road hierarchy as dictated by VicRoads
- Update the list of Reference Documents in the Planning Scheme (refer list in Appendix 12)
- Update the Council Plan Vision to align with the new Council Plan vision
- Remove inconsistencies between the SPPF and LPPF
- Amend text defining substantial, incremental and minimal change areas to reflect changes to the residential zones
- Remove references to “Future strategic work” where that work has already been completed and implemented in the Planning Scheme; and move to the “Implementation” section
- Clarify roles of Council and State Government where Council should be advocating to State Government
- Correct grammatical errors

	PROPOSED CHANGE (POLICY NEUTRAL)
<b>Strategic Framework Plan</b>	- See <b>Appendix 3</b> for existing Strategic Framework Plan and <b>Appendix 4</b> for proposed Strategic Framework Plan which highlights the changes which are required to incorporate the VicRoads (SmartRoads) Road Use Hierarchy (see <b>Appendix 2</b> )
<b>21.01 Structure of MSS</b>	- “Municipal Health Plan” now called “Municipal Public Health and Wellbeing Plan” - Update 2010 Planning Scheme Review to refer to the 2016 Review (following this Review) - Sections could be re-ordered to be consistent with the SPPF (pending outcome of the SPPF review).
<b>21.02 Overview</b>	- Council Plan ‘Vision’ requires updating to align with new adopted Council Plan vision - Council needs to protect/extend not only open spaces, but all public spaces – this should be referred to in Clause 21.02 Overview - Statistics (21.02-1 ‘Local and regional context’, and 21.02-2 ‘Municipal profile and projections’) require updating  21.02-1 Local and regional context The ‘Stonnington Context’ has changed and requires updating - Large scale mixed use, residential, retail, office developments, medium density and larger sized dwellings all should be referred to as redevelopment pressures



	<ul style="list-style-type: none"> <li>- Recognise the limited availability of industrial zoned land in Stonnington</li> <li>- Refer to arterial roads and tram routes</li> <li>- Update/corrections to educational establishments – Swinburne has been replaced by Melbourne Polytechnic</li> <li>- Revise to refer to the enlarging <i>building</i> footprint, not just footprint of the single dwelling.</li> </ul> <p>21.02-2 Municipal profile and projections Update using the following statistics:</p> <ul style="list-style-type: none"> <li>- Census data and Profile ID projections</li> <li>- ABS data for cultural diversity statistics.</li> </ul> <p>21.02-3 Key influences and challenges The key influences and challenges for Stonnington have changed and require updating to reflect the following influences and challenges:</p> <ul style="list-style-type: none"> <li>- Economic development: the effects on retail from market force displacement, online retail, technological advancements, high cost of commercial spaces, development</li> <li>- Housing: Investment in affordable housing and public housing is required. Council needs to work with agencies and partner with / advocate to the State to utilise land and buildings; cohesion in high rise areas; and build communities around infrastructure</li> <li>- Infrastructure: reference needs to be made to the City's existing capacity as well as its ageing infrastructure, and to maintaining and replacing infrastructure, i.e. "The impact of intensive new development on the City's <i>existing capacity and</i> ageing infrastructure, and how to maintain <i>and replace</i> an appropriate mix and level of social and physical infrastructure <i>in co-ordination with new development</i>"</li> </ul>
21.03 Vision	<p>21.03-1 Council Plan</p> <ul style="list-style-type: none"> <li>- Four pillars of the Council Plan should be noted in order – i.e. Community, Environment, Liveability and Prosperity</li> <li>- Council Plan vision needs to be corrected to read <i>"Stonnington will be a connected community that fosters the hopes, wellbeing and aspirations of all people"</i>.</li> </ul> <p>21.03-2 Strategic vision Economic development:</p> <ul style="list-style-type: none"> <li>- Minor amendment to text recommended – "Entertainment and hospitality uses are recognised for their contribution to the vitality and viability of the City; <del>however they do not dominate</del> <i>without dominating or adversely affecting</i> activity centres and the surrounding residential areas."</li> </ul> <p>Built environment and heritage:</p> <ul style="list-style-type: none"> <li>- Minor amendment to text to highlight the importance of public transport for connectivity - "The City is a walkable environment with enhanced connectivity within activity centres and between centres and adjacent residential neighbourhoods <i>and public transport</i>"</li> </ul>

	<p>Infrastructure</p> <ul style="list-style-type: none"> <li>- Amend outcome to correct grammar (change the location of the bracket) - "The need for sustainable personal transport modes (for pedestrians and cyclists) and public transport users is given priority over the needs of motorists"</li> </ul> <p>21.03-3 Strategic Framework Plan</p> <ul style="list-style-type: none"> <li>- Update Strategic Framework Plan (see Appendix 3 and 4): <ul style="list-style-type: none"> <li>o Amend to reflect the updated VicRoads (Smart Roads) Road Use Hierarchy Plan (4 October 2012)</li> <li>o Substantial Change Areas – a review is required to align Change Areas with the implemented residential zones.</li> </ul> </li> </ul>
<b>21.04 Economic Development</b>	<p>21.04-1 Activity centres</p> <p>Activity centre planning and land use balance</p> <ul style="list-style-type: none"> <li>- 2.6 "As part of Structure Plan work, identify opportunities at the residential interface with a business zone" (clarify purpose of sentence)</li> <li>- 3.1 – Add "recreation"</li> </ul> <p>Future strategic work:</p> <ul style="list-style-type: none"> <li>- "Reviewing the Chapel Vision Structure Plan <i>subject to the finalisation of Chapel reVision</i>"</li> </ul>
<b>21.05 Housing</b>	<p>21.05-1 Housing supply</p> <p>Objective and strategies</p> <ul style="list-style-type: none"> <li>- "To accommodate the projected population to 2026" - Year will need to be updated in line with the updated housing strategy, once the housing strategy is completed</li> </ul> <p>21.05-2 Location of residential development</p> <p>Strategies:</p> <ul style="list-style-type: none"> <li>- Text defining substantial change areas, incremental change areas and minimal change areas needs to be amended to reflect changes to the residential zones, e.g.: <ul style="list-style-type: none"> <li>o 1.3 Minimal change areas – delete specific NCO areas and amend to refer to the Neighbourhood Character Overlay.</li> </ul> </li> </ul> <p>21.05-3 Housing in activity centres</p> <p>Strategies</p> <ul style="list-style-type: none"> <li>- 1.4 – update strategy to refer to the "Chapel Street Activity Centre".</li> </ul> <p>Future strategic work:</p> <ul style="list-style-type: none"> <li>- Add action to "Monitor and review existing structure plans" (once the Activity Centre Strategy and Hawksburn and Glenferrie Road structure plans are in the Planning Scheme)</li> <li>- "Developing and implementing Structure Plans for principal, major and large neighbourhood activity centres and other selected centres to guide future use and</li> </ul>

	<p>development of these centres". Chadstone is the only remaining activity centre to develop a structure plan so suggest deleting reference to "developing" (and retain the implementation) and add an additional action of future strategic work to develop a structure plan for Chadstone</p> <p>21.05-5 Specific housing needs</p> <ul style="list-style-type: none"> <li>- Replace 'Swinburne' with 'Melbourne Polytechnic'</li> </ul>
<b>21.06 Built Environment and Heritage</b>	<p>21.06-2 Landscape character</p> <p>Future strategic work</p> <ul style="list-style-type: none"> <li>- "Preparing a Neighbourhood Character Precinct Policy" – change to "<i>Implement</i>" as the Policy is complete and included in the Planning Scheme</li> </ul> <p>21.06-3 Amenity</p> <p>Strategies:</p> <ul style="list-style-type: none"> <li>- 1.3 – "prepare comprehensive design guidelines..." – this would better sit under 'future strategic work'</li> </ul> <p>21.06-4 Built form character</p> <p>Future strategic work:</p> <ul style="list-style-type: none"> <li>- Delete "Identifying areas of special character for inclusion in the Neighbourhood Character Overlay". Delete as this has been completed through Planisphere's review</li> <li>- Delete 'Reviewing the Chapel Vision Structure Plan and introducing permanent controls in the planning scheme'. Add new strategic work to monitor the implementation of Chapel reVision</li> </ul>
<b>21.07 Open Space and Environment</b>	<p>21.07-1 Open Space</p> <p>Key issues:</p> <ul style="list-style-type: none"> <li>- "Acknowledging the City's low ratio of public open space compared to the metropolitan average and adjacent municipalities and <i>actively seek to increase open space</i>"</li> <li>- "Addressing the gaps and variations in <del>distribution</del> <i>quantity</i> and quality of open space across the City."</li> <li>- "Addressing the additional demand on the <i>existing open space and public realm</i> arising from increases in population..."</li> </ul> <p>Strategies:</p> <ul style="list-style-type: none"> <li>- 1.3 – refer to passive and physical activity</li> <li>- 1.4 – refer to parks</li> <li>- 1.5 – "Seek opportunities to provide local links between public and private open space and through large private developments <i>and in accordance with endorsed Structure Plans</i>"</li> </ul> <p>Future strategic work:</p> <ul style="list-style-type: none"> <li>- Revise "Preparing a policy and strategy to guide the identification and acquisition of properties". Revise as Council is now at the implementation stage of the Policy and Strategy</li> <li>- Delete: "Preparing and implementing a strategy for public</li> </ul>



	<p>open space contributions" as has already been completed, and replace with "Review and monitor Council's strategy for open space contributions"</p> <p>21.07-2 Biodiversity</p> <p>Key issues:</p> <ul style="list-style-type: none"> <li>- "Ensuring development is sensitive to its impact on natural areas and open space, to ensure that the ecological value of natural resources remains intact <i>and are protected and enhanced where appropriate</i>"</li> </ul> <p>Strategies:</p> <ul style="list-style-type: none"> <li>- 1.2 – also refer to streetscapes</li> <li>- 1.3 – refer to the improvement of existing corridors, not just new corridors of vegetation</li> </ul> <p>21.07-3 Significant trees and landscapes</p> <p>Future strategic work:</p> <ul style="list-style-type: none"> <li>- Prior to amalgamation, the cities of Prahran and Malvern had significant tree and garden registers, but currently none of these are maintained or updated. This is currently identified as future strategic work</li> </ul> <p>21.07-4 Flooding</p> <p>Key issues:</p> <ul style="list-style-type: none"> <li>- "Identifying all areas affected by overland flows <i>for storms with an ARI of 1 in 100 years</i>"</li> </ul> <p>Strategies:</p> <ul style="list-style-type: none"> <li>- "Ensure that the siting of buildings and <i>determination of floor levels...</i>"</li> </ul>
<b>21.08 Infrastructure</b>	<p>21.08-1 Integrated infrastructure planning Objectives and strategies:</p> <p>Infrastructure (general) –</p> <ul style="list-style-type: none"> <li>- 2.3 – "safe <i>and accessible</i> design / active frontage of pedestrian links to car parks and public transport"</li> <li>- 2.3 – update the name of the "Sustainable Transport Plan" to "<i>Integrated Transport Action Plan</i>"</li> </ul> <p>Policy guidelines</p> <ul style="list-style-type: none"> <li>- "In the case of proposals which, in the opinion of the responsible authority, may generate a level of travel demand sufficient to impact on the provision of local transport infrastructure, requesting a <del>traffic, parking and sustainable</del> transport analysis prepared by a suitably qualified consultant which identifies: ..."</li> <li>- "the increase in the traffic volume and the impact on traffic management, <i>road intersections</i> and road based public transport in the area;"</li> </ul> <p>Future strategic work:</p> <ul style="list-style-type: none"> <li>- "Preparing an Infrastructure Improvement Plan and a <i>reviewing the Sustainable Transport Plan for the City;</i>"</li> </ul> <p>21.08-2 Sustainable transport</p> <p>Key issues</p> <ul style="list-style-type: none"> <li>- <del>Building on</del> <i>Advocating for</i> the existing public transport system to increase its capacity and improve its operation."</li> </ul>

	<ul style="list-style-type: none"> <li>- “<i>Advocating for</i> improving safety at night-time around railway stations and links from stations to car parking areas.” Public transport and railway stations are not a Council responsibility</li> </ul> <p>Objectives and strategies</p> <p>Cycling</p> <ul style="list-style-type: none"> <li>- 3.3 - delete – “Ensure new development provides passive surveillance of the bicycle network.” This is an unnecessary objective</li> <li>- (New) - “<i>Implement the endorsed Stonnington Cycling Strategy 2013-2018</i>”</li> </ul> <p>Public transport</p> <ul style="list-style-type: none"> <li>- 4.6 – delete – “Seek a direct new fixed rail public transport link to Chadstone Shopping Centre.” Replace with “Seek public transport options to Chadstone Shopping Centre in line with Council’s Public Transport Advocacy Statement.</li> </ul> <p>Future strategic work:</p> <ul style="list-style-type: none"> <li>- “<del>Liaising with the State government regarding the provision of a direct new fixed rail public transport link</del> <i>improvements to public transport connections to Chadstone Shopping Centre.</i>” This change is in line with the previous point regarding Chadstone</li> <li>- “<del>Preparing Sustainable Transport Plans Integrated Transport Action Plans</del> as part of the preparation of Structure Plans for the activity centres.” Change to the correct term</li> </ul> <p>21.08-3 Roads and parking</p> <p>Objectives and strategies</p> <ul style="list-style-type: none"> <li>- 1.1 – Change name - “Use the <i>VicRoads Plan ‘Road Use Hierarchy’ 2010 Road Use Strategy</i> as a guide to managing traffic, road treatments and adjoining land use on main roads in the City.”</li> <li>- 1.2 – delete - “Seek the introduction of traffic management measures to significantly reduce through traffic through the municipality.” A study on through traffic has already been completed and there is not much through traffic through the municipality as traffic takes either Dandenong Road or the freeway</li> </ul> <p>21.08-5 Community infrastructure</p> <p>Key issues:</p> <ul style="list-style-type: none"> <li>- “Providing residents and institutional bodies effective guidance and greater certainty about the development of schools, <i>Early Years facilities</i>, hospitals and similar facilities, especially in residential areas.”</li> </ul>
21.09 Reference Documents	<ul style="list-style-type: none"> <li>- See <b>Appendix 9</b> for recommended updates to Reference Documents</li> </ul>

## APPENDIX 7

### PROPOSED CHANGES TO PLANNING SCHEME –

### KEY POLICY POSITIONS FOR FUTURE CONSIDERATION

#### Heritage

A review of Council's heritage policy and guidelines is currently being undertaken. Heritage issues (e.g. facadism, heritage gradings) will be addressed in the heritage review.

#### Overview and Vision

The Strategic Vision could be reviewed in light of policy changes since the previous Planning Scheme Review, changes to the Council Plan and outcomes of this Planning Scheme Review.

#### Recommendation

- Review the Strategic Vision in the MSS

#### Economic Development

The importance of urban manufacturing should be recognised in the Planning Scheme as an area of future strategic work, e.g. "Identifying appropriate locations for creative industries" could be updated to state "encouraging the use of shop tops and other appropriate locations by creative industries with a particular focus on urban manufacturers".

Policies and controls are required to prevent the displacement of commercial office space in activity centres across the City, and to retain industrial zoned sites for industrial uses and services. Vertical zoning has been introduced through Chapel reVision as a mechanism to provide for mixed uses in commercial zones. It is suggested that consideration could be given to the application of vertical zoning in other activity centres across the municipality.

Terminology and definitions for Liquor licenses for late night premises should be consistent with the State Government Licensing Authority. The impact of late night fast food outlets and consequent street litter needs to be addressed in the MSS.

#### Recommendation

- Review Clause 21.04 *Economic Development* with regards to the state importance of urban manufacturing and the need to encourage urban manufacturing in Stonnington
- When reviewing and developing structure plans for activity centres, investigate the option of incorporating vertical zoning and other planning tools to increase employment uses into structure plans, where appropriate
- Review the Entertainment Uses Policy taking into consideration 24 hour public



transport

- Review liquor license definitions with the relevant State Government Department

## Housing

The importance of providing for affordable and diverse housing is outlined in Clause 21.03 *Strategic vision* and Clause 21.05 *Housing*. These clauses outline the necessity to cater for the changing nature of our community, including those who have aged and those with disabilities.

Clause 21.05 does not specifically refer to the internal amenity of apartment buildings. While Council considers that a state-wide approach should be adopted, the internal amenity of apartments could be reflected in Clause 21.05 to advocate for high standards of amenity.

Clauses 21.05-2 *Location of residential development*, Clause 21.06-3 *Amenity* and 21.06-4 *Built form character* currently identify “preparing a Higher Density Policy and Guidelines” as future strategic work. As it is not clear of the timing or final outcome of any State Government guidelines or the scope, it is considered that this should be retained but amended to include the work ‘design’, i.e. “Preparing a Higher Density *Design* Policy and Guidelines”.

A future piece of strategic work is still required to consolidate Council’s housing data and develop a Housing Strategy for the municipality. Such a strategy needs to take into account updated municipal profile and population projections (previously identified as an area of ‘future strategic work’).

The State Government introduced a new set of residential and commercial zones. The new residential zones were introduced into the Planning Scheme through Amendment C187 and gazetted in July 2014. Amendment C187 brought into effect the reformed residential zones applying the Residential Growth Zone, General Residential Zone and Neighbourhood Residential Zone.

Since the inclusion of the residential zones there is a misalignment between the application of the zones and their intended Purpose and Objectives and Council’s MSS which identifies ‘substantial, incremental and minimal’ change areas.

The MSS needs to be clear in identifying substantial change areas. The MSS currently states that medium-higher density housing should be directed to land abutting a main road which could include a tram or priority bus route. The policy could identify a hierarchy to tram and bus routes (if applicable), or if they carry equal weight.

The introduction of mandatory building heights in residential areas may be encouraging developers to develop sites with basements (below natural ground level) to maximise the number of ‘levels’ which can be achieved on a site. This creates additional pressure on existing drainage infrastructure, increases the potential risks of flooding and can result in poor internal and external amenity outcomes.

In the GRZ and NRZ, further clarification is needed around building height in relation to whether plant and equipment, lift overruns, balustrades to roof terraces, and stairs/lift leading to rooftops falls within the overall height.

The new residential zones have also brought about a number of issues which have previously been addressed in Council's submission to the Minister for Planning on the Residential Zones Review (October 2015). The submission made a number of recommendations.

Universally accessible design, and providing for the aged and those with disabilities could be more clearly articulated in the MSS. For example:

- Clause 21.04 *Economic Development* could acknowledge that there is a need for activity centres to adapt to changing demographics, an aging population and increased rates of disability.
- Clause 21.05 *Housing* could better outline the need to provide for the aged and those with disabilities
- Clause 21.06 *Built Environment and Heritage* could contain a key urban design framework element which requires new developments to respect the scale, form and setbacks of nearby heritage places, while implementing best practice safety and access design principles for upgrading infrastructure
- Clause 21.06-9 *Designing for safety, universal access and social inclusion* could contain a strategy which encourages access to and utilisation of public active open spaces and facilities including aquatic and community centres
- Clause 21.08 *Infrastructure* could focus on community infrastructure, accessibility and movements for the aged and those with disabilities. E.g. providing for safe and accessible design of car parks and car park buildings
- Clause 21.08-2 *Sustainable transport* could acknowledge that access to public transport could be improved to encourage people with mobility needs to use sustainable transport. Accessible paths of travel could be prioritised and identified, and paths should be wide enough for mobility aids

#### **Recommendations**

- Continue advocating to State Government for affordable and diverse housing initiatives
- Implement clear objectives and strategies for internal amenity for apartments, and continue advocating to State Government for a state-wide approach to internal amenity for apartments with criteria, objectives and standards as well as updated design guidelines for higher density.
- In the absence of State Government updated guidelines, prepare a local Higher Density Design Policy and Guidelines
- Consolidate Council's housing data into a Housing Strategy
- Continue advocacy to State Government to review the residential zones and consider whether the policy is appropriate with respect to higher density locations

- A review of 'substantial, incremental and minimal' change areas in Council's MSS to align with the application of the reformed residential zones
- Better guidance is required for 'substantial change areas' in relation to urban design, internal amenity and infrastructure, what substantial change areas can incorporate
- Advocate to State Government to review current definitions and terms used in the new zones to ensure consistency of language and meaning in respect to growth and development objectives already contained and defined within Municipal Strategic Statements
- Advocate to State Government to provide clarity regarding measuring building height in a residential area
- Undertake a review of universally accessible design principles within the MSS.

## **Built Environment and Heritage**

New developments can have impacts on private space. A review of Clauses 21.06 *Built Environment and Heritage* and 21.07 *Open Space* could provide an opportunity for a more seamless transition of public and private space, particularly in new developments.

ESD principles should be embraced in all new developments and new developments should seek to reduce the urban heat island effect.

The construction of balconies can affect any new or existing vegetation beneath the balconies which can prevent an 'avenue of trees' from being established and can also impact underground utilities.

Council must ensure that what is built now is sustainable, adds to this chronology of architecture and does not undermine the intrinsic valued character of the municipality. Council needs provisions for adaptive buildings so that buildings can be responsive to future demands.

Rooming houses with less than ten habitable rooms do not require planning permission but create many impacts on the amenity of the community (e.g. parking and waste). Council's policy could be reviewed.

With the continuing development of large apartment buildings, strategies are required to promote private on-site waste collections from large developments.

The Aboriginal Heritage Act 2006 is currently being reviewed. The Aboriginal Heritage Amendment Bill 2015 (Bill) details the proposed amendments to the Aboriginal Heritage Act 2006. The Bill proposes to increase certainty about circumstances where a Cultural Heritage Management Plan (CHMP) is required, including removing the trigger for some small developments in urban areas to prepare a CHMP. There have been issues with mapping areas of cultural heritage sensitivity, and the currency of any map as it could become outdated relatively quickly. Council needs to monitor changes to the Aboriginal Heritage Act.



### Recommendations

- Review Clause 21.06 in light of the new residential zones to consider their consistency and compatibility, and whether the policy is consistent with respect to higher density locations
- Review Clause 21.06 and ResCode standards in light of the impact of the 75% site coverage standard
- Review Clauses 21.06 and 21.07 for opportunities to provide a more seamless transition of public and private space. Investigate the potential development of a streetscape style guide so that there are clear guidelines for Council and developers. Investigate the impact of:
  - o new developments which overshadow public parks
  - o private street side or footpath furniture in the public realm and pedestrian areas
- Review Clause 21.06 to provide provisions for adaptive buildings
- Develop strategies for private onsite waste management for large apartment buildings
- Continued advocacy with VicTrack to improve the public amenity of railway land
- Monitor changes to the Aboriginal Heritage Act

### Open Space and Environment

Clause 21.07 could provide stronger for the social, environmental and economic benefits which open space has within a community.

Clause 21.07 could also refer to the potential to identify buffer zones for a range of reserves. It could also identify the importance of connecting open space and targeting areas where there are buffer areas, such as parks and railway reserves, between developments through creative approaches with a range of agencies.

Clause 21.07-4 'Flooding' could be cross-referenced to Council's WSUD or ESD Policy. This policy needs to provide for the regular revision of areas subject to flooding as these are in constant change.

Land adjoining railway reserves could be potentially contaminated with water overflowing over railway tracks. Clause 21.07-5 'Potentially contaminated land' could identify this land as sites to be included within the Environmental Audit Overlay.

### Recommendations

- Recommend inserting new outcomes in Clause 21.03 *Vision* to refer to Council's PAO of sites for open sites and the need for increased open spaces for public use; to

provide for an increasing population; to encourage multiple benefits for the community; and to provide for varying needs of the community:

- *Open spaces respond to the rapidly increasing population of Stonnington, in particular in those areas projected for high density housing*
- *Open spaces are used to encourage social, economic and environmental benefits to the community*
- *New open spaces are explored and actively pursued through public acquisition overlays*
- *Open spaces respond to the varying and changing needs of the community through all age groups and cultural backgrounds*
- Undertake a review to identify issues and strategies to recognise the importance of the street and methods to encourage private space to be used for public uses
- The Policy should provide further protection for the Yarra River and Gardiners Creek and other large natural areas
- Review Clause 21.07-4 'Flooding' to cross-reference Council's WSUD or ESD policies
- Review Clause 21.07-5 'Potentially contaminated land' and investigate land adjoining the railway in conjunction with VicTrack and PTV.

## **21.08 Infrastructure**

As Stonnington's population grows, there are increased pressures on infrastructure, including transport networks, car parking, community infrastructure, and water supply, sewerage and drainage.

In light of recent planning applications such as the Nightingale development which was refused by VCAT, a review of Clause 21.08 *Infrastructure* could be undertaken to address a need for a policy which provides for a variety of responses to car parking demands in different areas. Minimum parking rates are not always working or providing the best outcomes, and reduced parking ratios could be provided for developments along public transport routes. VCAT often waives visitor parking regulations. The policy guidelines in 21.08-3 could be reviewed as they can be outdated and are often not considered in decision making.

Rolling over from the 2010 Planning Scheme Review it is still considered that a revised policy could be included in the MSS for parking and transport as per Council's adopted Sustainable Transport Policy.

Clause 21.08-3 *Roads and Parking* identifies policy guidelines for deciding on an application to reduce or waive car parking. These guidelines state that whether the proposal facilitates the renovation, recycling or upgrading of existing older style or heritage buildings, or facilitates medical and other service uses locating in commercial rather than residential areas. It is recommended that these guidelines are reviewed as they are not always being assessed in planning applications.



Clause 21.08 *Infrastructure* should reference Council's WSUD policy and encourage storm water retention and ESD.

The effects of climate change on infrastructure need to be addressed in the MSS, and managing levels of change (increasing density, reduced permeability) and its impact and load on existing infrastructure and services.

An assessment of the infrastructure capacity, and preparation of a plan for improvements, in areas identified for higher density areas (partly covered by Activity Centres Strategy) is required to cope with intensified development. This should have regard to the cumulative impact of zones and should take into account all infrastructure capacity. It should include main roads; laneway widening; waste management; and social infrastructure such as open space and community facilities.

#### **Recommendations**

- Review car parking rates across activity centres and residential zones and guidelines for reducing or waiving car parking requirements
- Include revised policy for parking and transport in the MSS (per Council's adopted Sustainable Transport Policy)
- Advocate to State Government for improved public transport services and infrastructure commensurate with growth
- Implement clear outcomes in Clause 21.03 and specify the issues and strategies in Clause 21.08 to prepare for climate change and determine the effects climate change will have on infrastructure
- Assessment of the infrastructure capacity, and preparation of a plan for improvements, in areas identified for higher density areas (partly covered by Activity Centres Strategy)
- Review the Institutional Uses Policy

## APPENDIX 8 – PROPOSED CHANGES TO CLAUSE 22 LOCAL PLANNING POLICIES – KEY POLICY POSITIONS FOR FUTURE CONSIDERATION

### 22.03 Advertising

Council's Advertising Policy has not previously been reviewed. There have been numerous changes to advertising over the years, including the introduction of electronic signage. Accordingly, there are a number of concerns about Council's Advertising Policy, including:

- The need to improve clarity and design guidelines regarding appropriate locations, sizes, illumination, animation etc.
- The Policy needs to be updated to consider newer forms of signage with changing technology and practices (i.e. promotional signs, animated signs, scrolling signs, TV screen signs and hoarding signs).
- The Policy should have different considerations for commercial buildings included in and out of Heritage overlays.
- Additional businesses are now permissible within the Residential Growth Zone. The policy needs to be reviewed and consider the new permitted uses in the zone.
- Advertising banners, particularly electronic banners, can create a safety hazard. These hazards need to be mitigated.
- The policy should be worded in an affirmative sense rather than a negative sense. Currently it states *"above verandah signs are discouraged unless..."*. The policy could be amended to state *"business identification signage should be located at ground level..."*.

#### Recommendations

- Review the Advertising Policy

### 22.04 Heritage

An Amendment to implement a review of Council's Heritage Policy is currently being progressed and feedback has been incorporated through that review process.

Heritage has been reaffirmed as a priority for Council.

See *Appendix 7* for further comments

#### Recommendations

- Continue the review of the heritage policy.

### 22.08 Student Housing Policy

The Student Housing Policy has been working well however, the parking rate in the original Policy was removed through Amendment C161. A review is required to ascertain whether the parking rate should be re-included in the planning scheme.

With regards to 'Internal Layout and Facilities' requirements, it would be prudent to include a requirement for kitchen facilities to have exhaust fans.

There is currently a requirement for laundry and drying facilities, but no requirement for storage facilities. This should be considered as part of any review.

#### **Recommendations**

- Consider including requirements for exhaust fans in kitchens and storage facilities
- Review the car parking rate for student accommodation.

### **22.10 Licensed Premises Policy**

The Policy requires a review to consider any changes in terms of packaged liquor and ongoing monitoring of the policy.

The statistics included in the policy require an update and review.

#### **Recommendations**

- Policy neutral change: Review statistics
- Review the Licensed Premises Policy in terms of packaged liquor Policy neutral change: Update Clause 22.10-6 *Reference Documents* to correct the date of the Plan from "Municipal Public Health Plan 2009-2013" to "Municipal Public Health and Wellbeing Plan 2013-2017"

### **22.16 Institutional Uses Policy**

The Institutional Uses Policy encourages the preparation of masterplans for all institutions located in residential areas. There are currently no requirements for an Institutional Use to prepare a Masterplan which reduces the effectiveness of the policy.

#### **Recommendations**

- Review the Institutional Uses Policy to consider if any improvements to the operation of the policy can be made.

### **22.21 Awnings Policy**

Although the Awnings Policy is relatively new and has been through a significant editing process, ongoing monitoring has identified improvement in relation to the operation of the control.

**Recommendations**

- Review the Awnings Policy to improve clarity and installation of awnings in heritage and non heritage areas
- Policy neutral change: The date of the Footpath Trading and Awnings Policy listed in Clause 21.09 should be revised to 2013 in line with the final adoption

## Appendix 5: References

### State

- Better Apartment Design Guidelines (2016) superceded by the Apartment Design Guidelines for Victoria (Am VC 136)
- Census Update (2016) – ID Consulting
- Continuous Improvement Review Kit for Planning and Responsible Authorities (February 2006)
- Hoddle Street Punt Road Corridor. August 2017: retention of the PAO, Panel Report
- Inner Melbourne Action Plan 2017–2026
- Level Crossing Removal Project Urban Design Framework: Principles and objectives. Measures and qualitative benchmarks. Version 3. 31 August 2016
- *Liquor Control Reform Act 1998*
- Livable Walkable Melbourne: The structure, character and significance of inner Melbourne (brochure) – IMAP
- Lower Yarra River Corridor Study: Recommendations Report (2016) – Planisphere and VC Am GC48
- Managing Residential Zones Standing Advisory Committee Report. Residential Zone Review (14 July 2016)
- Melbourne Metro Rail Urban Design Strategy 2016
- Metro Tunnel Living Infrastructure Plan
- Options Book for Victoria's 30-Year Infrastructure Strategy (2016) – Infrastructure Victoria
- Plan Melbourne 2017–2050
- Plan Melbourne 2017–2050: Five Year Implementation Plan
- *Planning and Environment Act 1987* (as at 12 April 2017)
- Planning Practice Note 32: Review of Planning Schemes (June 2015)
- Planning Practice Note 83: Assessing External Noise Impacts for Apartments (August 2017)
- Public Participation and Community Engagement: Local Government Sector (2017) – Victorian Auditor General's Office
- Regional Plan 2016 – Southern Melbourne Regional Development Australia
- Stormwater Strategy 2013–14 to 2017–18
- The Road Ahead: How an efficient, fair and sustainable pricing regime can help tackle congestion (2016) Infrastructure Victoria
- VC139: Incorporating 'Urban Design Guidelines for Victoria' and 'Apartment Design Guideline for Victoria' (2017)
- Victoria in Future (2016)
- Victoria's 30-Year Infrastructure Strategy (2016) – Infrastructure Victoria
- Yarra River Healthy Waterways strategy 2013–14 to 2017–18
- Yarra River Protection (Wilip-gin Birrarung murrong) Bill 2017
- Am GC72 provides for environmentally-sustainable development in Clause 22.05 (the policy expires on 30 June 2019 or earlier depending on impending changes to VPPs)

**The Building Act 1993**

- Minister's Guidelines MG 03: Involvement of adjoining owners in siting appeals
- Victorian Building Authority Practice Note 2006 47: Part 4 of the Building Regulations 2006
- Victorian Building Authority Practice Note 2014 43: Demolition of Buildings

**Stonnington*****Policies and strategies***

- City of Stonnington Council Plan 2017–2021
- City of Stonnington Federation Houses study (2017) – GJM Heritage with Purcell Consultants
- City of Stonnington Urban Forest Strategy 2017–2022
- Economic Development Strategy 2017–2021
- Heritage Strategy 2006
- Birth to 25: Children, Youth and Family Strategy (adopted 2017)
- Stonnington Engagement Policy 2015
- Stonnington Public Realm Strategy, October 2010
- Stonnington Recreation Strategy 2014–2024
- Stonnington Strategies for Creating Open Space
- Stonnington Sustainable Environment Strategy 2013–2017
- Stonnington Public Health and Wellbeing Plan 2017–2021

***Urban design strategies and policies***

- Malvern Road Burke Neighborhood Activity Centre Road Urban Design Framework Plan (draft) (2014) – David Lock and Associates
- Waverley Road Urban Design Framework Plan
- Dandenong Road Review (Tooronga Road to Bates Street)

***Structure plans***

- Chapel reVision Structure Plan 2013–2031 and background documents
- Hawksburn Village Structure Plan
- Toorak Village Structure Plan and Design Guidelines (2008)

***Position statements and commentary***

- City of Stonnington submission to government. 'Residential Zones Review 2016', submitted 8 March 2016
- Heritage Strategy update. Report to Council (10 July 2017)
- Plan Melbourne Refresh Submission (2015)
- Stonnington Housing Assessment (2017) – SGS Economics

- Stonnington Planning Scheme Review, Final Review Report (2016)

### ***Amendments and VCAT***

- 590 Orrong Road and 4 Osment Street Armadale (Am C153)
- Am C223: Glenferrie Road and High Street Activity Centre – Hansen Partnership
- Stonnington Response to the PAO for Punt Road
- VCAT quarterly report to Council (reviews the outcomes of significant VCAT decisions)

### Heritage amendments

- Am C217 applied the Neighbourhood Character Overlay to specific sites in Malvern East (gazetted 30 June 2016) (this will assist in preserving key streetscapes in the municipality)
- Am C222 gazetted 15 June 2017: Heritage protection for individual inter-war houses
- Am C225 and C254: Site specific heritage protection
- Am C225: Site specific heritage protection for four federation houses in Toorak
- Am C233: 878 High Street Armadale, site specific heritage protection
- Am C234: Neighbourhood character controls for parts of St Georges Road Toorak
- Am C237 and C238: Site specific heritage protection
- Am C242 and C243: Interim controls for Sutherland House and Blairholme House Armadale (Lauriston Girls School)
- Clause 22.04 Heritage Policy. Adopted July 2017 (Am C132)

### Open space amendments

- Am C186 was gazetted on 2 July 2015 relating to the developer contributions funds for open space
- Am C193: Public Acquisition overlay for 118 Union Street Windsor: To increase the siding reservation by adding additional land to the precinct
- Am C197: Land in Fulton Street Armadale and Aubrey Street Armadale
- Am C212 was approved on 14 July 2016 for the Burke Road/Malvern Road Activity Centre, which include some open space around Gardiner Station
- Am C231: PAO on Porter Street and Grattan Street Prahran
- Am C231: Proposed PAO over land in Prahran

### Urban design and urban character amendments

- Am C212: Burke Road/Malvern Road Activity Centre urban design framework
- Am C217 applied the Neighbourhood Character Overlay to specific sites in Malvern East (gazetted 30 June 2016)
- Am C217: Urban Character Overlay for Edwardian, inter-war and Californian bungalows
- Am C223: Glenferrie Road and High Street Activity Centre: DDO and DPO specifying development heights and interfacing residential
- Am C234: Neighbourhood character controls in St Georges Rd, Toorak
- Clause 21.07 Malvern Road/Burke Road Neighbourhood Activity Centre urban design framework (gazetted July 2016) (Am C212)

### ***Community engagement***

- Connect Stonnington 2012–2016: Council Department Engagement Projects

- Developing the Council Plan 2017–2021: Analysis Report (draft) (2016)
- Local Law Review 2017. Surveyed between 15 September 2017 to 15 October 2017

***Traffic and transport***

- Resident permit conditions
- Stonnington Cycling Strategy 2013–2018
- Stonnington Cycling Strategy Action Plan
- Stonnington Resident Parking Scheme



## Appendix 6: Abbreviations

Abbreviation	Meaning
ACZ	Activity Centre Zone
CPTED	Crime Prevention Through Environmental Design
DDO	Design and Development Overlay
DELWP	Department of Environment, Land, Water and Planning
GIS	Geographic Information System
GRZ	General Residential Zone
HO	Heritage Overlay
IMAP	Inner Melbourne Action Plan
IPO	Incorporated Plan Overlay
LPPF	Local Planning Policy Framework
LSIO	Land Subject to Inundation Overlay
MAC	Major activity centre
MME	Malvern Meadows Estate
MSS	Municipal Strategic Statement
NACNCO	Neighbourhood Character Overlay
NRZ	Neighbourhood Residential Zone
PPRZ	Public Park and Recreation Zone
RGZ	Residential Growth Zone
PAO	Public Acquisition Overlay
PPTN	Principal Public Transport Network
SBO	Special Building Overlay
SEIFA	Socio-Economic Indexes for Areas – developed by the Australian Bureau of Statistics to measure relative socioeconomic advantage and disadvantage
SLO	Significant Landscape Overlay
SPPF	State Planning Policy Framework
VCAT	Victorian Civil and Administrative Appeals Tribunal
VPP	Victoria Planning Provisions