

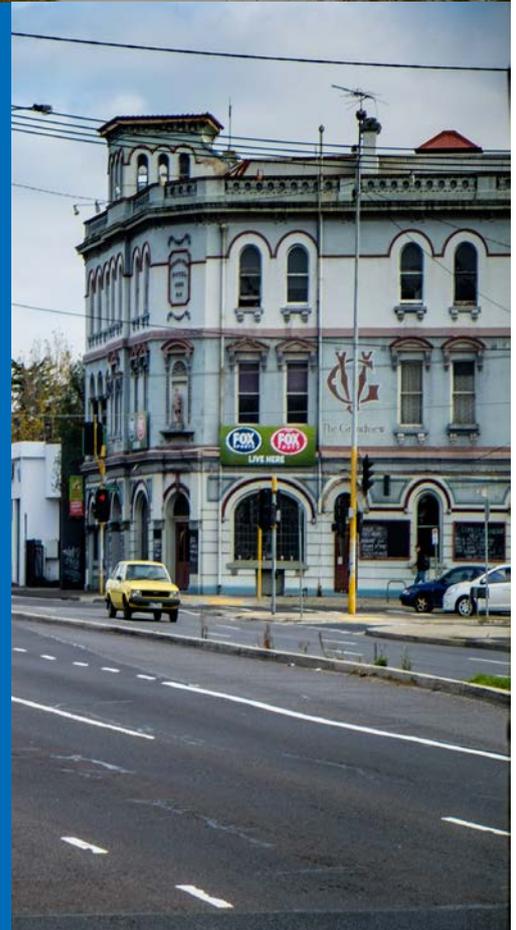
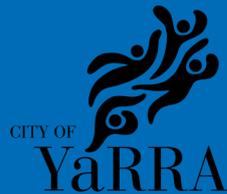
Yarra City Council

# Heidelberg Road Corridor

Background Issues and  
Discussion Paper

13 November 2019

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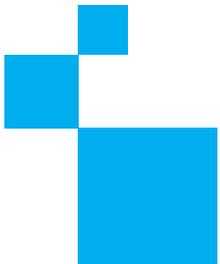


# Acknowledgement

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Yarra City Council and Darebin City Council acknowledge the Wurundjeri as the Traditional Owners of this country, pay tribute to all Aboriginal and Torres Strait Islander people in Yarra and Darebin and give their respect to Elders past and present.

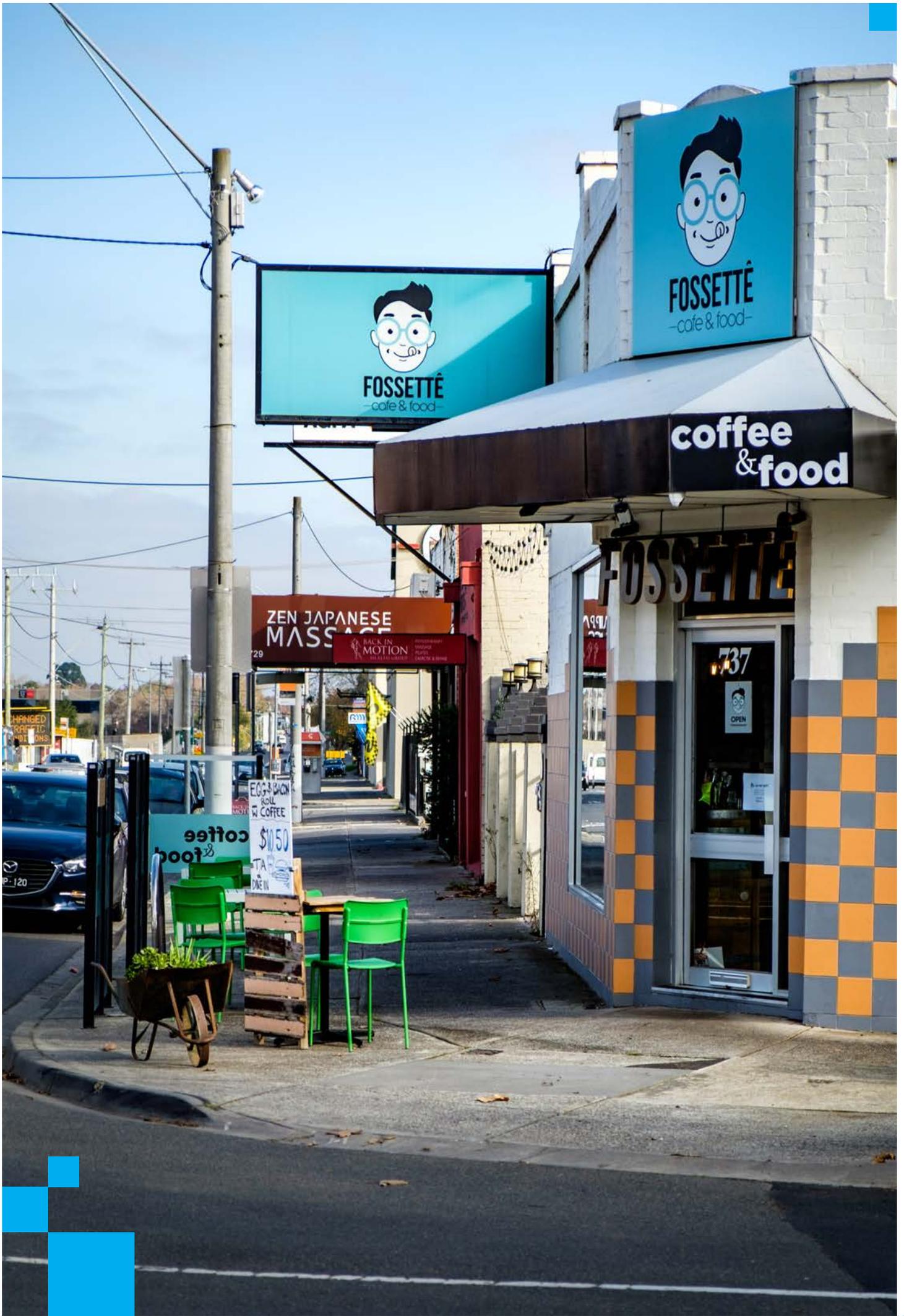
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# List of Acronyms



- Alphington Paper Mill site and redevelopment (APM)
- Commercial 1 Zone (C1Z)
- Commercial 2 Zone (C2Z)
- Commercial 3 Zone (C2Z)
- Darebin Economic Land Use Strategy 2014 (DELUS)
- Darebin Planning Scheme (DPS)
- Darebin Housing Strategy 2013 - revised 2015 (DHS)
- Design and Development Overlay (DDO)
- General Residential Zone (GRZ)
- Heritage Overlay (HO)
- Industrial 3 Zone (IN3Z)
- Mixed Use Zone (MUZ)
- Neighbourhood Activity Centre (NAC)
- Neighbourhood Residential Zone (NRZ)
- Plan Melbourne 2017-2050 (Plan Melbourne)
- Public Acquisition Overlay (PAO)
- Residential Growth Zone (RGZ)
- Road Zone – Category 1 (RDZ1)
- Special Building Overlay (SBO)
- Special Use Zone (SUZ)
- Water Sensitive Urban Design (WSUD)
- Yarra Housing Strategy 2018 (YHS)
- Yarra Planning Scheme (YPS)
- Yarra Spatial Economic and Employment Strategy, August 2018 (SEES)





Acknowledgement	2
List of Acronyms	3
Contents	5
Executive Summary	6
<b>1. Purpose, Approach and Context</b>	<b>10</b>
Purpose	10
Approach	10
Context and Local Features	12
Alphington Paper Mill Developments	16
<b>2. Planning Background</b>	<b>20</b>
Metropolitan Policy Context	20
Local Policy Context	22
Implications of Strategy and Policy Direction	29
<b>3. Place Analysis</b>	<b>30</b>
Economic Role and Function	30
Population and Housing Changes	34
Transport, Movement and Access	38
Public Realm and Built Form Design	42
Environment and Open Space	45
<b>4. Way Forward</b>	<b>46</b>
References	48

# Executive Summary

The Alphington Paper Mill (APM) redevelopment is a key driver for change along Heidelberg Road. Due to its significance, interest in the area is growing, and change in other parts along Heidelberg Road is likely. Darebin and Yarra City Councils have committed to prepare an overarching, strategic plan to ensure future development and change outside of the APM addresses current issues, and the Heidelberg Road corridor better serves the local community. This Background Issues and Discussion Paper is the result of collaboration between Councils to identify key issues and implications. This will inform a subsequent Local Area Plan and opportunities for the Heidelberg Road corridor.

The APM is the largest development site within the study area. The current planning policies and strategies of both Councils direct moderate levels of growth towards Heidelberg Road, with the surrounding residential hinterland identified as minimal change. Both planning schemes generally support more sustainable outcomes, including the uptake of public and active transport over private vehicles, a more pedestrian-friendly public realm, reduction of the urban heat island effect and resource-efficient built form that is sensitive towards its surrounds. The industrial areas along the north side of Heidelberg Road are identified for further investigation.

Three distinct commercial/light industrial precincts along Heidelberg Road are the main focus for this Paper (see Map 1). Development will be directed towards them as other areas have limited scope for development growth. These precincts are:

- Precinct 1 Yarra Bend Precinct: a mixed area with apartments, timber manufacturing and restricted retail surrounded by significant parklands on the south side.
- Precinct 2 Station Street Precinct: a strip of warehouses with restricted

retail, offices and automotive repair and car sales uses; of note is the triple storey Grandview Hotel and a large car sales business.

- Precinct 3 Heidelberg Road Neighbourhood Activity Centre: a mixed area including the APM and large warehouses to the eastern end, more traditional small shop frontages at its core and again larger footprint uses to the eastern end.

The precincts currently have lower levels of amenity due to the wide road width, high traffic volumes and speed, lack of pedestrian and cycle connectivity across the road, inconsistent and partially inactive building frontages, lack of landscaping and narrow footpaths that abut the road space. Large parts of the study area are outside of the Principal Public Transport Network, bicycle and pedestrian connections are inconsistent and/or unsafe, limiting synergies between the north and south sides of Heidelberg Road and limiting access to existing infrastructure (i.e. railway stations, parklands, businesses). Recent built form outcomes vary in quality and lack consistency. Previous approaches and solutions may need to be reconsidered as the APM and other changes increase land use and

development activity along Heidelberg Road. A brief summary of the issues and implications is provided below.





### Economic

- The redevelopment of the APM will change the economic role of the Heidelberg Road NAC (Precinct 3) as a place and will likely trigger further use and development changes and opportunities.
- The appropriateness of the Industrial 3 Zone (IN3Z) along the north side of the road should be reconsidered in light of the directions provided in the Darebin Economic Land Use Strategy, the Darebin Creative and Cultural Infrastructure Framework and Implementation Plan and additional strategic work where necessary.
- Continuing to apply the MUZ for all of the APM site may no longer be the most appropriate zone and may lead to unnecessary planning permit requirements for the Alphington Village commercial precinct. A Commercial 1 Zone is more consistent with the approved Development Plan as it applies to the Alphington Village commercial precinct which is the main hub for retail and commercial activity.
- A lack of strategic guidance and planning requirements for development and the public realm may lead to inconsistent and poor quality outcomes and limit future opportunities.

### Population

- A small population and low housing density has led to lower levels of local commercial and other service provision as activity is dispersed over the study area.
- High housing prices due to the dominance of large allotments and detached houses in an inner urban area make it difficult for middle to lower income households to be proximate to services and employment options.
- The APM will increase the population, help diversify the available dwelling types and concentrate the provision of additional services, particularly in Precinct 3, but it does not address all service and community facility issues across the corridor.
- Pressure on other precincts along Heidelberg Road will increase and their role in relation to the APM is less clearly defined, particularly Precincts 1 and the remainder of Precinct 3.

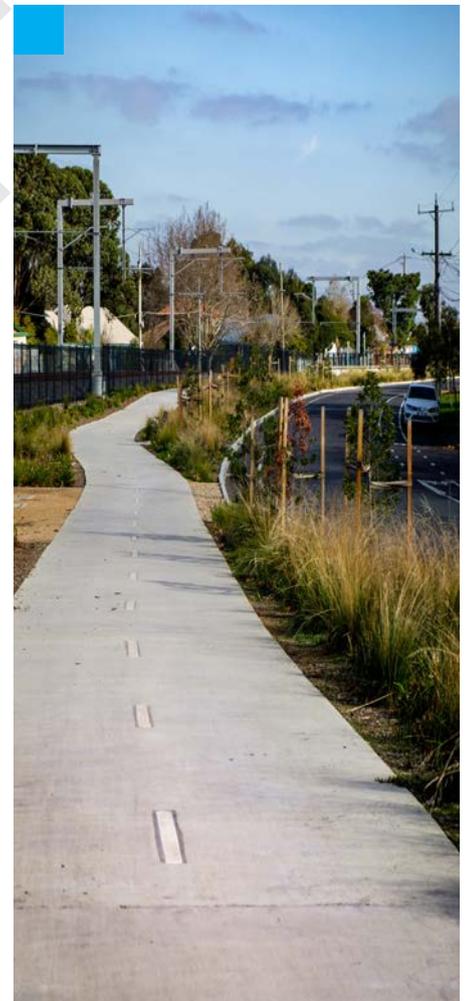
## Transport and Movement

- High traffic volumes are likely to increase even further, exacerbating existing issues such as constrained pedestrian and cycle movement and north-south crossings, and poor street amenity due to traffic noise and other pollution.
- A lack of separation from fast moving traffic, lack of crossing opportunities and short traffic light cycles for pedestrians make walking less attractive, limit accessibility to services and reduce the potential synergies between businesses on either side of Heidelberg Road. A lack of designated, separated bicycle lanes on Heidelberg Road, combined with a lack of crossing opportunities and lack of prioritisation at traffic lights make bike riding unsafe and less attractive to a wider range of users. The variations in road width and traffic lanes from 4 to 6 has impacts on traffic flow in general,

and also on the capacity to improve conditions for pedestrians, cyclists and public transport. Reducing this to a consistent four lanes could provide opportunities for improvements for the other modes. This issue in turn relates to the PAO.

- Implementing the PAO to facilitate private vehicle movement would likely exacerbate existing issues.
- The limited bus operating hours, no bus priority and poor provision of bus shelters limit potential uptake of this mode as an alternative to the private vehicle, in turn increasing or reinforcing the high vehicle reliance of the study area.
- A direct pedestrian and cycle connection between the APM and the Fairfield Railway Station/ Activity Centre on Station Street is missing.

- Upgrades to the Chandler Highway, additional crossing points in Precinct 3 and the east-west bicycle route along the Eastern Freeway will address some issues, but not all and will increase traffic flows.
- Some sites require careful consideration to allow vehicle access because additional crossovers onto Heidelberg Road should be discouraged to reduce conflicts between vehicles using the crossovers and other road users.



## Public Realm and Built Form

- Landscaping is missing or inconsistent along Heidelberg Road, in turn making walking and visiting the precincts less attractive for the pedestrians and cyclists.
- Built form responses across the corridor are inconsistent and suggest a low priority has been given to quality of street frontages or interfaces of the existing businesses.
- Specific built form guidance for industrial and commercial sites along the Heidelberg Road corridor is required to improve local character and amenity.
- Recent development proposals on Commercial 1 Zone land are using the approved APM Development Plan building heights as a precedent to propose tall buildings within the study area that exceed moderate change levels likely to cause significant off-site amenity impacts to residential zoned land including overshadowing, loss of privacy and excessive building bulk.
- The APM will help improve parts of the public realm and built form issues in the Heidelberg Road NAC, but not all.
- Implementing the PAO by widening Heidelberg Road to facilitate vehicle movements would likely lead to poorer public realm outcomes.

## Open Space and Environment

- Lack of connectivity to the existing open spaces.
- A lack of canopy landscaping reduces habitat-linkages and exacerbates urban heat island effect along Heidelberg Road which makes it uncomfortable for the pedestrians and cyclist.
- Lack of WSUD treatment along Heidelberg Road.
- Poor provision of local parkland north of Heidelberg Road.

The proposed local area plan will consider the issues and implications to formulate a future direction and desired outcomes for the three precincts along the Heidelberg Road Corridor which will guide improvements more comprehensively.



# 1. Purpose, Approach and Context

## Purpose

The aim of this Background Issues and Discussion Paper (this Paper) is to inform a future high-level plan that guides change towards improving the attractiveness of Heidelberg Road for people and businesses. The focus rests with the commercial and light industrial precincts as the most likely areas where change could be accommodated. A wider study area recognises the role the surrounding context plays in relation to the functioning of Heidelberg Road as a corridor and regarding each precinct.

The development of a new mixed use centre and approx. 2,500 dwellings at the former APM site is a key driver for attracting further changes in other areas along Heidelberg Road in Alphington and Fairfield. Developments will include supermarkets, smaller retail shops, a community space, a child care centre, apartments and community housing. In its Council Plan 2017-2021, Yarra City Council has committed to preparing an overarching plan

for the remaining areas outside of the APM to ensure change occurs in a guided manner, responds to the local scale, local community needs and leads to positive outcomes in the medium to long term. Based on community expectation, Darebin and Yarra City Council recently agreed to collaboratively prepare such a plan, based on existing, collective knowledge.

This Paper describes the study area, analyses regional and local planning directions and describes the urban context and local conditions. Based on this, key issues and implications are identified to understand the impact upon Heidelberg Road and its precincts. A future local area plan will formulate desired outcomes and make recommendations for improvement.

The APM Development Plan and its approved developments are not being revisited or re-assessed. Findings (or impact) from the approved Development Plan and associated work have been considered and

included where relevant. The zoning of land within the General Residential and Neighbourhood Residential Zones is not proposed to be changed, and therefore has not been analysed in detail in this paper.

## Approach

This Paper is informed by:

- the APM Development Plan and relevant planning permits;
- directions and information from existing Darebin and Yarra Council strategies and policies;
- feedback from previous community consultations (for example from the Yarra Housing Strategy); and
- a workshop between officers from the City of Darebin and City of Yarra to discuss key issues and opportunities.





## Preliminary Consultation

Preliminary consultation occurred with key community groups during July and August 2019 about a draft of this Discussion Paper. Council received a range of submissions and input from individuals and groups including:

- Alphington and Fairfield Appropriate Development Association Inc.
- South Alphington and Fairfield Civic Association
- West Alphington Residents Inc.

The issues raised by these submissions included:

- A preference for mandatory rather than discretionary or performance related height controls.
- The need to protect the amenity of residential properties at the interface with new development.
- The relevance of recent VCAT decisions about sites in the vicinity of APM and the Heidelberg Road Neighbourhood Activity Centre.
- The need for short-term interim protection to protect the precincts along Heidelberg Road.
- The relevance of recent apartment design requirements to be applied as mandatory controls.
- Proposals to use the Public Acquisition Overlay to introduce separated bicycle lanes and tree lined footpaths between Grange Road and Yarralea Street.
- Rezoning industrial zone land to a Commercial 2 Zone to promote

local employment.

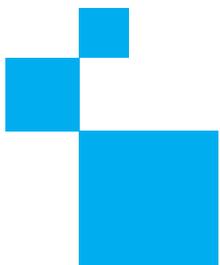
- Encouraging high quality environmentally sustainable design.
- Heritage protection for a variety of specific sites.
- Protection and management of rear laneways.
- Support for development contributions to help provide new local infrastructure and community services to meet the needs of a growing population.
- Managing new car-parking provision to minimise use of on-street space by new residents to maximise street activation by avoiding ground level car-parking in new development.
- Improve the safety of road crossings and intersections such as the junction of Yarralea Street and Heidelberg Road for pedestrians and cyclists (particularly students attending local schools and pre-school centres).
- Advocate to Improve local bus and train service to provide a better alternative public transport system.
- Retain the former railway spur site connecting with APM as a public land connection between APM Fairfield Station and shopping centre.

The issues and submissions have helped to inform this Discussion Paper.

This Paper and the future local area plan will inform and guide subsequent detailed projects, such as built form frameworks and controls, associated heritage advice and streetscape master plans.

## Context and Local Features

The study area generally covers land between the Merri and Darebin Creeks, the Yarra River and the Hurstbridge Railway Line (see Map 1 below). Measured from the intersection with the Chandler Highway, it is approximately 5.5kms to the edge of Melbourne's CBD. Heidelberg Road is a key arterial road that connects the suburbs of Heidelberg and Ivanhoe with Clifton Hill via Alphington and Fairfield. Key north-south intersections are with the Chandler Highway/Grange Road in Alphington and with Hoddle Street in Clifton Hill. Nearby activity centres are in Station Street, Fairfield, High Street in Northcote and on Queens Parade in Clifton Hill. Most notable destinations or known features in or around the study area are the Fairfield Boathouse, the former APM site, the commercial shopping strip on Station Street in Fairfield, the Yarra River, Merri and Darebin Creeks and associated parklands.



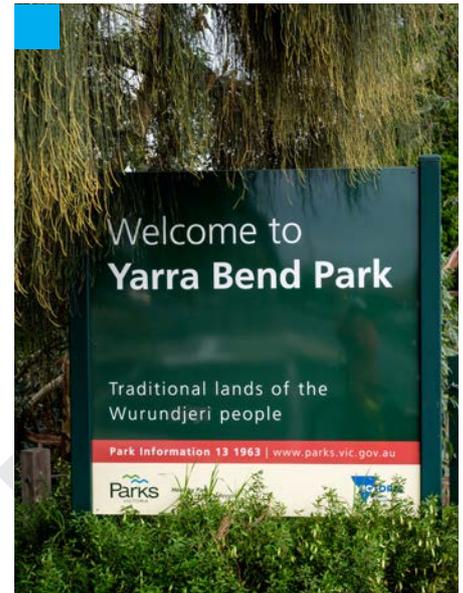
In terms of public transport, the study area is serviced by the Hurstbridge Railway Line and 3 bus routes. Key bicycle routes follow the creek and parklands as well as some on-road routes on Heidelberg Road, Station Street and Westgarth Street. The majority of the street network consists of local streets that service the suburban residential areas behind Heidelberg Road. The width of Heidelberg Road varies but is generally wider west of Station Street (between 26 to 29 metres approx.).

The Heidelberg Road Corridor incorporates three commercial/light industrial precincts that are distinct from each other in economic activity, built form and the look and feel of their public realm:

**Precinct 1 - Yarra Bend Park:** Consists of a small commercial and light industrial area, the commercial (C1Z) is located to the south of Heidelberg Road bounded by the parkland and the light industrial (IN3Z) is located to the north of Heidelberg Road bounded by Holmes Street, Albert Street and Jeffrey Street. Most significant elements along Heidelberg Road are the large parkland, industrial and warehouse buildings next to public housing flats and the increased width of Heidelberg Road. On the north side of Heidelberg Road, the precinct contains a mix of commercial and industrial uses fronting Heidelberg Road and on the south side of Heidelberg Road, the precinct currently contains a mix of industrial, offices and residential apartments.

**Precinct 2 - Station Street:** The area contains showrooms, bulky goods services and a light industrial area between Panther Place and Austin Street. The more continuous row of warehouse buildings on the south side of Heidelberg Road is complemented by a more varied built form to the north, consisting of warehouses, a parking lot, residential buildings and most notably the three storey heritage building of the Grandview Hotel on the corner with Station Street. Heidelberg Road narrows slightly at this point, gaining a sense of enclosure.

**Precinct 3 - Heidelberg Road Neighbourhood Activity Centre:** This precinct includes commercial and industrial zone land plus the main mixed use / commercial area of APM. East of the Chandler Highway and Grange Road, Heidelberg Road narrows significantly (13 metres approx.). Currently, warehouse buildings and a storage facility dominate the northern side between Clive Street and Harker Street, with the future developments on the APM site creating a modern identity to the south. East of Harker Street and Park Avenue the built form changes towards a more traditional shopping strip of smaller shop fronts. The narrow corridor of Heidelberg Road reinforces the sense of enclosure. The area includes an island site at 582 Heidelberg Road between Chandler Highway and Coate Avenue.



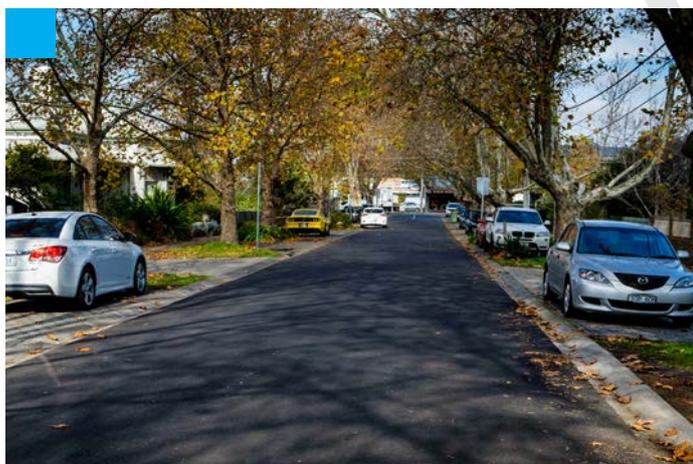
All areas have a lack and/or inconsistency of landscaping and canopy trees, with the footpath often being hard on the road edge with fast and high volumes of traffic. A more detailed impression of the corridor can be seen in the photographic survey in Appendix A.

The vast majority of the housing stock in the study area consists of low-density, suburban detached or semi-detached dwellings on medium sized lots between the commercial and light industrial areas and in the hinterland to the corridor. Some are covered by heritage overlays. The built form is generally low with mostly single storey buildings. Exceptions to this are the public housing estate on the north side

adjacent to the Merri Creek, a couple of 3-4 storey residential buildings east of Yarra Bend Road, a recent townhouse development west of Grange Road and the future developments at the APM. With the exception of the Yarra River environs and two creek banks, the study area is relatively flat in its topography

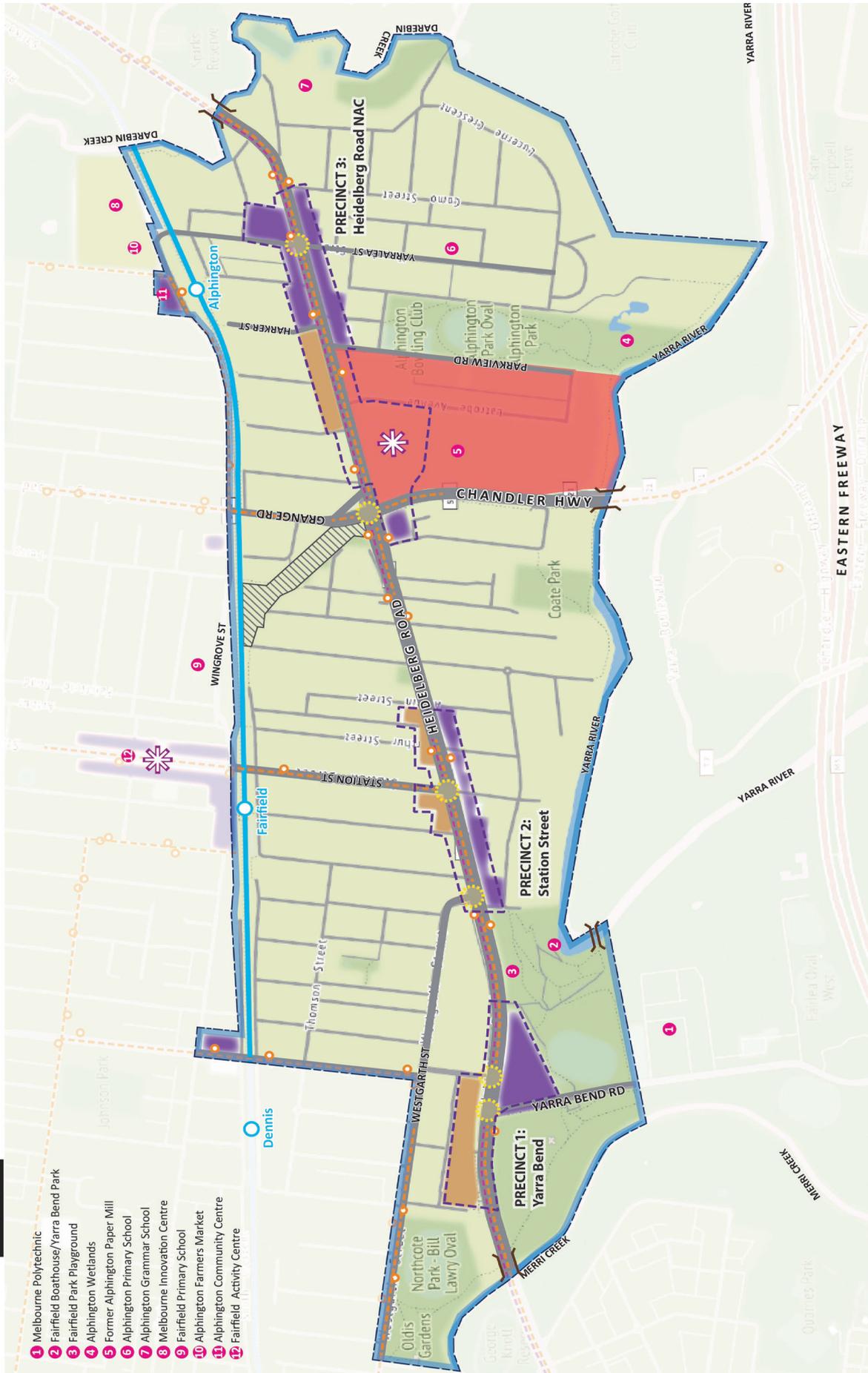
Due to the proximity to the APM, high exposure to Heidelberg Road, larger land sizes on Heidelberg Road in comparison to the residential hinterland and more restrictive residential zoning of the hinterland it is reasonable to expect that most changes (development and land use) will concentrate on Heidelberg Road. The wider study area shows

the proximity to nearby destinations such as Station Street, Fairfield, public transport connections and significant parkland (see Map 1 below). Existing residential areas are unlikely to experience significant change but have been included to acknowledge that the functioning of a corridor is more than just the commercial strip of shops or showrooms fronting it. They all form part of each place on Heidelberg Road. However, the focus of this analysis rests on the commercial and industrial land abutting Heidelberg Road. Map 1 shows the wider context and main features in the area.



# Map 1: Study Area

## Heidelberg Road Corridor Context



- 1 Meibourne Polytechnic
- 2 Fairfield Boathouse/Yarra Bend Park
- 3 Fairfield Park Playground
- 4 Alphington Wetlands
- 5 Former Alphington Paper Mill
- 6 Alphington Primary School
- 7 Alphington Grammar School
- 8 Meibourne Innovation Centre
- 9 Fairfield Primary School
- 10 Alphington Farmers Market
- 11 Alphington Community Centre
- 12 Fairfield Activity Centre

- Study Area boundary
- Neighbourhood Activity Centre
- Precinct Boundary
- Commercial areas (C1Z, C2Z)
- Light Industrial areas (IN23)
- Mixed Use Zone (MUZ)
- Residential areas
- Parks
- Railway spur line
- Traffic lights
- Bridges
- Trails
- Railway Line & stations
- Bus route & stops
- Principles bicycle route



## Alphington Paper Mill Redevelopment

The APM site in Alphington is a 16.5 hectare parcel of land on the corner of Heidelberg Road and the Chandler Highway, extending down to the Yarra River. The site is a major strategic redevelopment within the City of Yarra and within inner Melbourne.

Arcor ceased its paper production and recycling operations at the site in late 2012, and during 2013 arranged for the land to be sold. As part of this, the planning controls over the site were changed by the Minister for Planning. A Mixed Use Zone (MUZ) and a Development Plan Overlay was introduced which allows a mix of commercial and higher density residential uses and specifies the requirements for redevelopment. The Development Plan for the APM site was endorsed by Council on 27 May 2016. The vision for the site includes

a 'Village Precinct' next to Heidelberg Road with shops, offices, open spaces, community facilities and dwellings.

Numerous planning permits have been issued for the APM, including apartment buildings along Heidelberg Road and townhouses towards the south-east of the land. Heights ranging from 17 to 14 storeys are concentrated around the north-west corner with the Chandler Highway and taper down to 8 and 6 storeys along Heidelberg Road (eastern edge of the APM). On the 30 April 2019 Council approved the Alphington Village development. This part of the APM forms the main mixed use component of the development and comprises two supermarkets, spaces for retail/hospitality, a child care centre, a community meeting space, a multi-purpose court (to be owned by Council) and apartments. Significantly, the developer and a community housing provider have

negotiated the provision of 165 apartment dwellings as affordable housing. This was in response to the DPO requirements for 5% affordable housing. For an overview of the APM and recent planning permit approvals and applications see Map 2 below.

Due to the scale and mix of uses in an otherwise low-density area, changes on the APM are the key driver for future changes that are likely along the Heidelberg Road Corridor, especially in the Heidelberg Road Neighbourhood Activity Centre. Recent planning permit applications for mixed use developments around the APM demonstrate the increased attraction for investment.



## Map 2: Alphington Paper Mill Developmet Plan and Recent Planning Permit Activity

Building Height Precinct Plan from approved Development Plan, page 109 (purple - preferred heights, blue - maximum heights).



**Figure 8. Building Heights Precinct Plan (overlaid on aerial image with notations)**

- 5 Building heights (approved DPO)
- 4 Building heights (current and approved applications)

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## Fairfield Rail Spur Site

The Fairfield Rail Spur site has previously provided an important direct pedestrian connection between the Fairfield Railway Station, the APM site, and Heidelberg Road. The site also has an extensive history of use by the local community. More recently, the State Government utilised the site as part of the nearby Grange Road Level Crossing Removal Project.

The Fairfield Rail Spur Site is owned by the State Government and managed by VicTrack. It is expected that any site specific planning for the long-term use of the site will be managed by VicTrack, and include engagement with the local community and Darebin City Council.

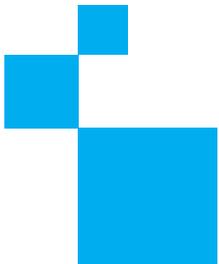
Darebin City Council, at the Council Meeting of 29 April 2019, adopted the following position in relation to the site:

That Council, advocates to the State Government to ensure that the Fairfield Rail Spur:

- Has a direct shared user path and linear park through the length of the site
- Provides open space to serve the local community, such as skate facilities and basketball/netball half court
- Provides that any residential use should be exclusively for public or social housing at accessible locations on the site

Advocates to the State Government to retain the Fairfield Rail Spur site as public land.

Advocates to the State Government to consult with Council and the community about any future uses or development of the Fairfield Rail Spur Site, to inform any decision about its future use.





## 2. Planning Background

The Background Issues and Discussion Paper has been prepared within the context of relevant planning strategies and policies. A summary of the relevant planning strategies and policies related to Darebin City Council and Yarra City Council are provided below:

### Metropolitan Planning Context

Plan Melbourne is the Victorian Government's metropolitan planning strategy. It was initially released in 2014 and revised in 2017. Plan Melbourne highlights a shift towards an economic, population and transport focussed urban structure for metropolitan Melbourne with five subregions comprising the metropolitan area. The City of Yarra is located within the inner metro region, while the City of Darebin is in the northern region. Some elements of Plan Melbourne that have particular relevance to the study area include the following:

- Providing for jobs growth and an adequate supply of commercial land to accommodate new jobs close to where people live.
- Support a network of activity centres linked by transport.
- Plan for and develop urban renewal precincts.

The former APM was identified as an example of urban renewal (Plan Melbourne 2017 – 2050 Policy 1.3.1):

“Urban renewal precincts should be developed as mixed-use neighbourhoods that offer a range and choice of housing as well as other services. They should offer high levels of amenity and connectivity and integrate into surrounding neighbourhoods.

An example of an urban renewal precinct is the former Amcor Paper

Mill site in Alphington, which is set to be developed into a major residential precinct with shops, offices, open spaces and community facilities as well as commercial and retail spaces. The site—which includes affordable housing—will create local jobs and provide up to 2,500 homes for around 5,000 residents.”

Plan Melbourne also promotes housing choices close to jobs and services. It develops the concept of 20-minute neighbourhoods with compact, walkable spaces close to public transport (Policy 2.1.2). It also calls for planning to make sure housing supply meets projected needs (2.1.3).

Plan Melbourne also indicates the need for greater certainty about the scale of growth and change in suburbs (2.1.4):

“In areas where greater change is expected—such as urban renewal precincts and mixed-use and activity centre areas—requirements to adhere to preferred heights will also be strengthened. This will be achieved by improving the way height in strategic locations is managed and decisions are made.”

It also addresses the way arterial roads are designed at Policy 3.1.3 and meeting the needs of all road users. This includes commuter cycling and better pedestrian friendly neighbourhoods (3.3.1).

At Policy 4.1.2 it deals with integrating place-making into road-space management:

“VicRoads is applying a new transport-planning approach, based on principles relating to ‘movement and place’, to better engage with the community in considering how streets should perform their movement and place function. This will help the government work with the community to determine what types of movement should be prioritised in each location, and encourage greater interaction between people and places.”

### Movement and Place

Heidelberg Road and other arterial roads zoned Category 1 Road Zone (RDZ1) in the study area, are managed by VicRoads as the road management authority. VicRoads currently manages the number of trips and priority of different transport modes through the ‘Movement & Place’ approach and the SmartRoads framework. In principle, it tries to recognise the increasing importance of active transport modes over vehicle trips and attempts to integrate land use and transport planning considerations to better reflect the interplay between land use activity, place function/role and appropriate transport solutions. According to VicRoads’ SmartRoads framework map, Heidelberg Road and the Chandler Highway are part of the ‘Principal Bicycle Network’. The Chandler Highway and Grange Road are identified as a ‘Preferred Traffic Route’.





## Local Planning Context

Below is a summary of the most relevant, overarching strategies and policies to understand the local planning direction for the study area. Other relevant, partially more specific policies and strategies are also included.

### Yarra Planning Scheme and Most Relevant Policies

The Yarra Planning Scheme (YPS) identifies the section of Heidelberg Road east of the APM as a Neighbourhood Activity Centre (NAC) at Clause 21.03 – Vision, with the centre shown in Map 3 below. The APM is

identified as a strategic redevelopment site. The YPS policies describe the Heidelberg Road Corridor as a ‘main road strip’. The corridor functions as a main route which is part of the wider metropolitan arterial road network. Chandler Highway and Grange Road are a major north – south route with the Yarra River crossing point connecting it to the Eastern Freeway.

The Yarra Housing Strategy 2018 (YHS) provides direction for housing growth across the municipality. The purpose of the Strategy is to provide guidance for new housing to meet projected future demand and direct it to the most appropriate locations. In the Heidelberg Road area it indicates:

- Minimal change areas apply to land in the Neighbourhood Residential Zone (NRZ) which applies to most of the established residential areas.
- Moderate change areas apply to Commercial 1 Zone (C1Z) land which applies to parts of Heidelberg Road.
- High change areas apply to the Mixed Use Zone (MUZ) land (APM).

Feedback from the YHS consultation indicated that the community agreed with the minimal change designation of the residential hinterland to Heidelberg Road, with some supporting the moderate designation for the C1Z areas and some requesting a minimal change designation.

## Map 3: Yarra Strategic Framework Plan



Yarra Spatial Economic and Employment Strategy, August 2018 (SEES) provides strategic directions for commercial and industrial uses. This strategy identifies areas which will play different roles. The Strategy includes proposals for:

- Employment growth in activity centres (including Heidelberg Road, Alphington).
- Retain and grow major employment precincts.
- Identify preferred locations for housing growth.
- Support the expansion of health related employment and services in Yarra's health precincts.
- Retain other Commercial 2 Zone (C2Z) precincts (including the area near the junction of Station Street, Fairfield).

Clause 21.05 Built Form sets out to enhance Yarra's heritage places, concentrate higher built form in activity centres and strategic sites, retain a fine grain street pattern, improve the built form character of transport corridors and achieve an urban environment that encourages community activity and interaction. In Strategy 17.2 it specifically refers to development in activity centres being no more than 5-6

storeys in height, unless certain criteria are met, such as significant upper level setbacks and design excellence.

Clause 21.06 Transport provides objectives and strategies to reduce car dependency and promotes walking, cycling and public transport. It includes directions such as reducing crossovers to main streets, improving walking and cycling linkages and using rear laneways for access where possible.

Clause 21.07 Environmental Sustainability includes objectives and strategies to achieve a more sustainable built form to minimise greenhouse gas emissions, improve air quality, minimise water usage, to protect waterways and reduce waste.

Clause 21.08-6 Neighbourhoods sets out the locally specific objectives and strategies, including the neighbourhood of Alphington and Fairfield. It identifies the APM and the C1Z land adjacent to Yarra Bend Road as strategic redevelopment sites and the C1Z east of the APM as a neighbourhood activity centre. General guidance for both the Commercial 1 and 2 Zone areas is for

development to maintain the hard edge with Heidelberg Road and to reflect the fine grain of the subdivision pattern. The Yarra Bend Road area should improve the interface with the street.

Clause 22.05 Interface Uses Policy intends to reduce the potential for conflicts between commercial and new residential uses as development occurs.

Clause 22.10 Built Form and Design Policy generally guides built form in Yarra towards a positive contribution to the streetscape, responding to local character, scale and form, limiting the negative impacts on surrounding land and to be environmentally sustainable.

Clause 22.17 Environmentally Sustainable Development provides a framework to consider environmental sustainability early on in the design process to achieve more environmentally sustainable building design, integrated water management, improved affordability and reduced running costs and an improved amenity and liveability for occupants, whether in commercial or residential buildings.



## Darebin Planning Scheme and Most Relevant Policies

The Darebin Planning Scheme (DPS) directs growth to activity centres and to different types of change area. This includes larger centres and 'substantial change' areas such as Preston Central and around Northland as shown on the Strategic Housing Framework.

The Darebin Housing Strategy 2013 (revised 2015) is implemented as Clause 21.03 of the Darebin Planning Scheme and identifies three 'Housing Change Areas' (see Map 4):

- Minimal housing change – parts of Alphington near the railway station and in the Neighbourhood Residential Zone (NRZ)
- Incremental housing change – areas in the General Residential Zone (GRZ) and along Heidelberg Road
- Substantial housing change – areas along Station Street in the Residential Growth Zone (RGZ) and Commercial 1 Zone (C1Z)

Substantial change is anticipated along Station Street, Fairfield, in the RGZ and the C1Z. The form and scale of development in these locations will be guided by the relevant zones and overlays of the DPS. The likely scale is, based on current (Darebin RGZ3 & 4, DDO20) and proposed provisions (Darebin Amendment C161 via proposed DDO21) generally four storeys, which would result in redevelopment at a much lower scale than is envisaged by the Development

Plan for parts of the Alphington Paper Mill site.

The area between Holmes Street and Jeffrey Street (included as part of Precinct 1 in this background issues paper) is identified on the Strategic Housing Framework Plan at clause 21.03-1 of the Darebin Planning Scheme as a "Potential Future Substantial Housing Change Precinct".

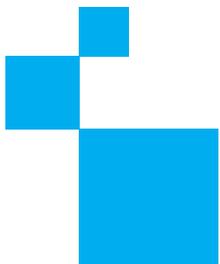
Clause 21.04 – Economic Development. The Strategic Economic Development Framework Plan at this clause identifies land between Holmes Street and Jeffrey Street (included as part of Precinct 1 in this background issues paper) as being suitable for mixed employment. Locations proximate to Precinct 2 and 3 in this paper are identified as 'local centres' on the framework plan. The clause goes on to recommend that future land use options on Heidelberg Road be examined. The accommodation of smaller restricted retail and trade supply outlets on parts of Heidelberg Road is also supported.

Clause 21.05 – Transport and Infrastructure identifies the Darebin and Merri Creek bridges as key gateways into the municipality. It aims to increase the integration of transport and land use decisions to support walking and cycling infrastructure and facilities and supports to increase density near train stations and key public transport routes.

Clause 22.04 – Industrial and Commercial Activity seeks to ensure that a high standard of urban design is achieved in industrial and commercial areas across the municipality, including suitable landscaping. It guides developments towards minimising negative amenity impacts and reduce conflicts with existing nearby sensitive uses.

Clause 22.06 – Multi-Residential and Mixed Use Development facilitates mixed use developments, requires a high standard of urban design outcomes in the built form, including achieving environmentally sustainable design. New development should create a quality interface with the public realm. Lot consolidation is encouraged to achieve better overall design outcomes, including locating the bulk towards the front to reduce rear bulk visibility and to encourage front- and rear facing developments.

Clause 22.12 – Environmentally Sustainable Development is in its essence similar to Yarra's Clause 22.17 (see above).



The Darebin Economic Land Use Strategy 2014 (DELUS) considers the future of pockets of Industrial 3 Zone (IN3Z) land along the north side of Heidelberg Road and makes recommendations in regard to the potential rezoning of these areas as follows: The IN3Z land between Holmes and Jeffrey Streets is recommended for rezoning to a Mixed Use Zone (MUZ) with a schedule that includes an objective requiring or encouraging employment uses in appropriate locations. The IN3Z land between Gillies and Austin Streets is recommended for rezoning to the Mixed Use Zone. The IN3Z land between Clive and Harker Streets is recommended for rezoning to the Commercial 2 Zone.

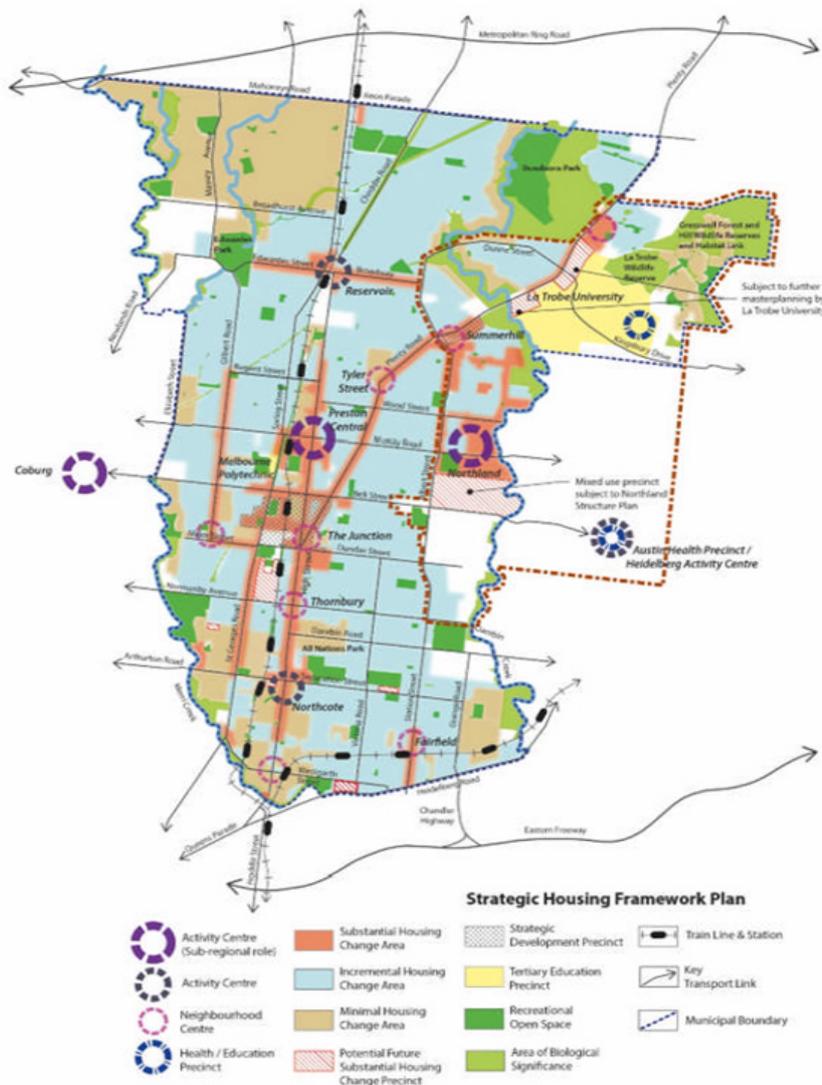
No change to the zoning of Commercial 1 Zone land east of Harker Street is suggested in DELUS.

It is noted that the new Commercial 3 Zone (C3Z) was not considered as a potential option in DELUS as this zone was developed by DELWP since the completion of DELUS.

Darebin's Transport Strategy 2007 – 2027 (and review November 2015) supports an increased role of sustainable transport modes, integrate transport, quality urban design and land use function, reduce transport demands in new developments and improve health and environmental outcomes.

Darebin's Creative and Cultural Infrastructure Framework and Implementation Plan (2018) aims to increase the number of spaces to support creative and cultural uses, help to deliver fit-for-purpose facilities and assist in raising Darebin's profile as a destination for creative practices. The framework recommends that consideration be given to piloting a special use zone in the area of IN3Z land between Holmes Street and Jeffrey Street (part of Precinct 1 in this background issues paper). The implementation plan contends that a mixed-use zoning is likely to result in a reduction in employment in these spaces and increased pressure on existing creative industries to relocate.

Map 4: Darebin Strategic Framework Plan



## Zones and Overlays

Most of the land in the study area is zoned as residential (NRZ and GRZ, see Map 5 below). The APM is zoned as MUZ, whereas zoning along Heidelberg Road is made up of C1Z, C2Z, IN3Z and residential zones in between these areas. Numerous heritage overlays apply to residential land and parts of the APM (see Map 6 below). Most notable development overlays are applying to the APM and southern end of Station Street. Environmental and landscape significance is recognised by the Environmental Significance Overlay and Significant Landscape Overlay which apply to the Merri and Darebin Creek environs and to the Yarra River corridor. Along the Yarra River these overlays are supplemented by a Design and Development Overlay (DDO 1) which applies to areas at the interface between the River parklands and private land. It applies to environs adjoining the Yarra River in parts of Fairfield and Alphington. DDO 1 is intended to minimise the impact of any new development on the River corridor and associated parkland.

The Planning Scheme Overlays Map also shows land which may potentially be contaminated and can be developed for sensitive land uses like housing. These areas are covered by the Environmental Audit Overlay. Areas within the study area are subject to potential overland flooding. These are covered by the Special Building Overlay (SBO) and a Land Subject to Inundation Overlay (LSIO) along the creeks and rivers. These areas are identified by Melbourne Water using flood modelling. The Public Acquisition Overlay (PAO1), with VicRoads as the acquiring authority, applies to both sides of Heidelberg Road, generally between Gillies Street

and the former spur line, between Fulham Road to near Yarralea Street, along the bend of Heidelberg Road west of Arbor Street on the north side and the south side of Heidelberg Road between View Street and Como Street. The overlay may impact upon the development potential of a number of properties on the north side of the corridor.

## Other Relevant Local Policies - Yarra Planning Scheme

Clause 21.10 Future Work mentions to investigate height controls for Neighbourhood Activity Centres and to investigate heritage protection for areas in Alphington.

Clause 22.07 Development Abutting Laneways gives preference to achieve vehicle access off laneways and to ensure pedestrian safety is maintained.

Clause 22.16 Stormwater Management (WSUD) aims to reduce suspended solids to reduce pollution in waterways, reduce peak stormwater peak flows and to promote the reuse of stormwater in new development and extensions over 50 square meters.

## Other local policies and strategies – City of Yarra.

Yarra's Urban Forest Policy 2017. This aims to create a more liveable city supported by a healthy and growing urban forest. It makes recommendations on managing current and future tree stock in terms of its health, coverage, distribution and diversity. The goal is to achieve a canopy cover increase of 25% by 2040, compared to 2014 levels. It represents an increase from 17% to 21.25% in total. Analysis associated with

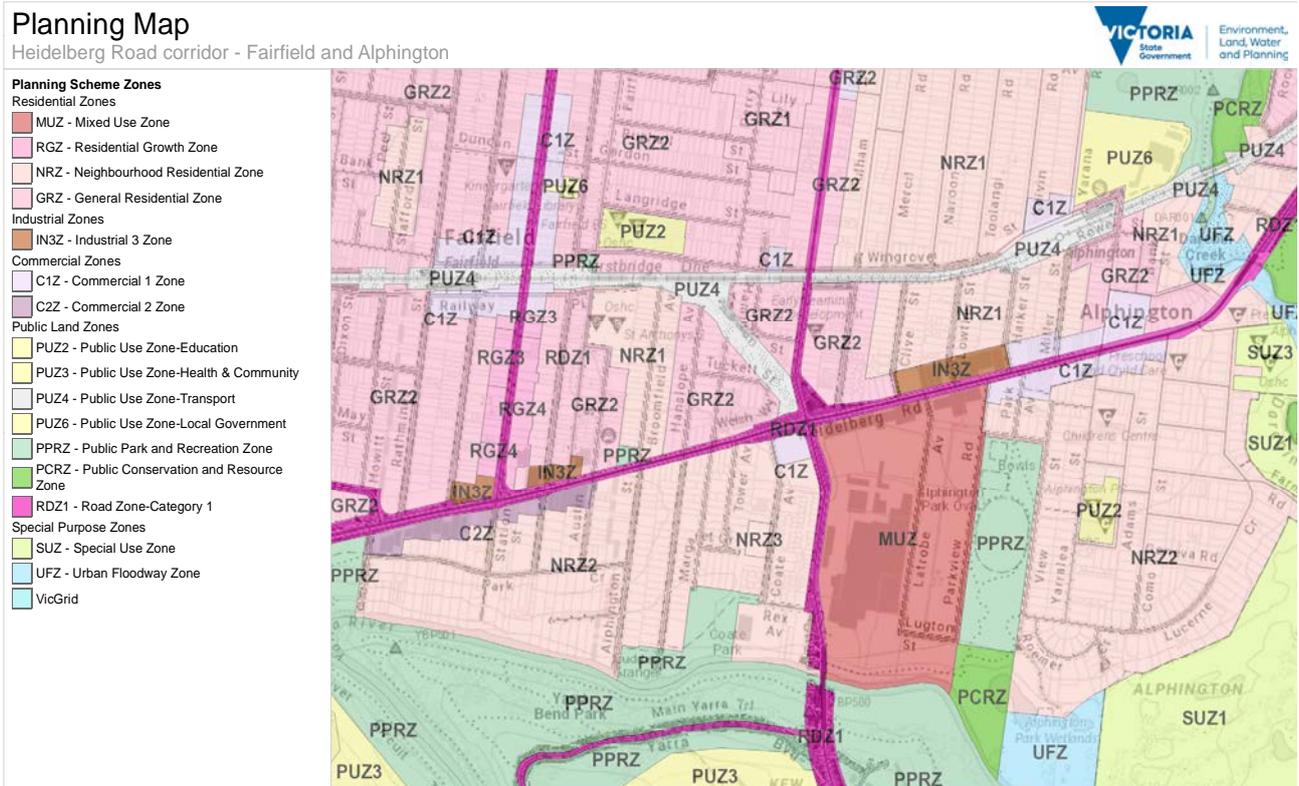
this work indicate that the Heidelberg Road study area (where in Yarra) is in comparison heavily treed, whether in parklands, streets or private land. Hotspots in terms of the urban heat island effect are located along the Chandler Highway, Heidelberg Road and some of the residential streets that have less canopy cover. The appendix to the Urban Forest Strategy 2017 shows the canopy cover by suburb. The imagery for Alphington and Fairfield show that coverage is generally high, except for Heidelberg Road and the Chandler Highway.

Strategic Community Infrastructure Framework 2016. This sets a broad framework for community infrastructure across the municipality.

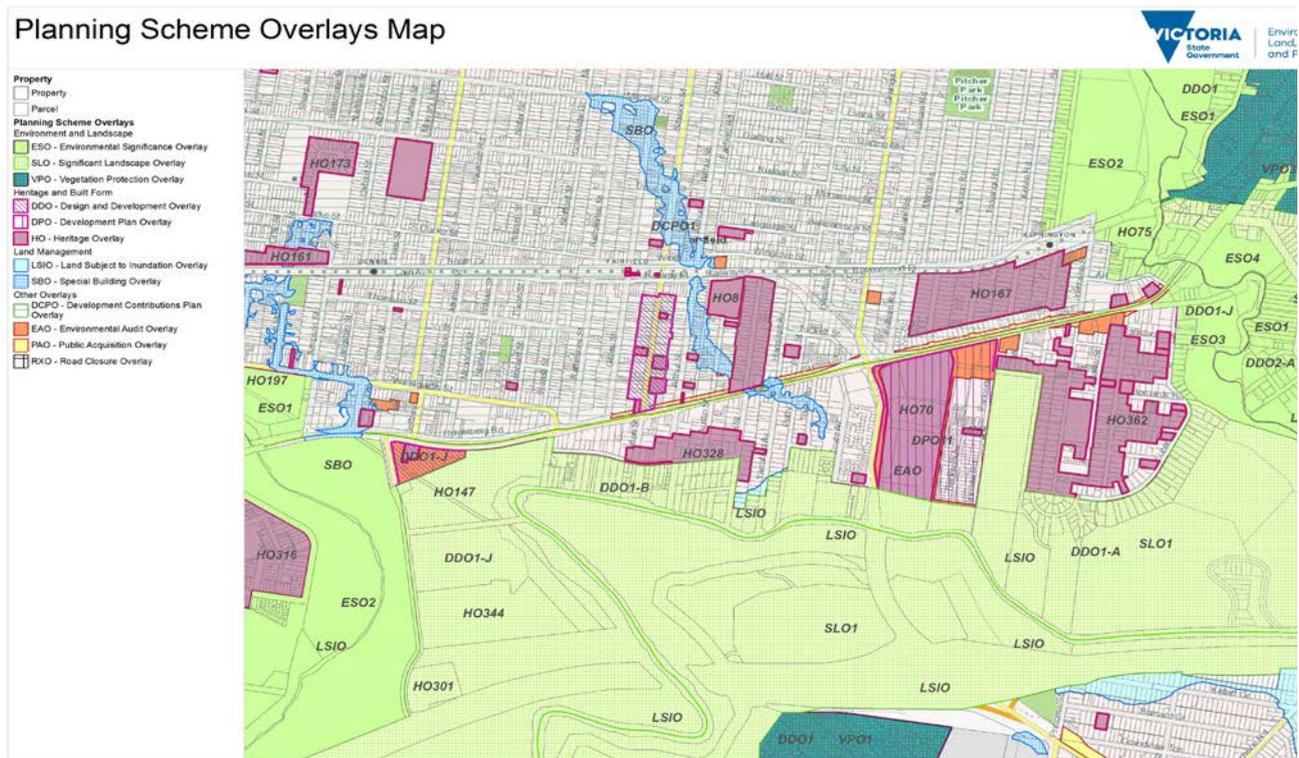
Community Infrastructure Plan 2018. The Community Infrastructure Plan includes information and proposals for more defined local areas. The neighbourhood profile of Alphington-Fairfield is at page 63. The profile contains:

- Current community infrastructure planning (CIP) considerations
- Future considerations for CIP
- A table containing key Community Infrastructure which identifies Council and non-Council facilities and services\*
- Other information
- Likely provision gaps

## Map 5: Zoning in the Study Area



## Map 6: Overlays in the Study Area



### Other Relevant Local Policies – Darebin Planning Scheme

Clause 22.03 – Darebin Creek – Adjacent Land Design and Development policy seeks to ensure new development contributes to local Darebin Creek character and that aesthetic impact is considered in assessing new development along the creek environs.

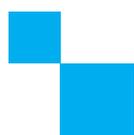
### Other local policies and strategies – City of Darebin

The Cycling Strategy 2013-2018 aims to significantly increase the use and safety of cycling and to develop it to the first mode of choice for transport, especially for shorter trips between 2 and 7 km. One of the main objectives is to create a cohesive high quality network of cycle routes that enable direct access to popular destinations within and around Darebin.

Walking Strategy 2018-2028, November 2018 seek to encourage walking as a safe and attractive mode of transport for all by providing quality infrastructure, better pedestrian amenity and education around walking. Some key goals include upgrades to the walking network and enhance connectivity to important destinations, to reduce barriers to improve community health, safety and equity of access. The strategy identifies Heidelberg Road crossings of Station Street, Grange Road and Yarralea Street as primary pedestrian routes and Gillies Street and Jeffrey Street as secondary routes. The strategy goes on to describe the preferred design outcomes for these routes.

The Green Streets Streetscape Strategy 2012-2020 aims to increase the tree canopy cover to 25%, increase Water Sensitive Urban Design (WSUD) and passive irrigation measures, increase the permeable surfaces within streetscapes and increase the opportunities for urban food production.

The Urban Forest Strategy 2013-2028, aims to increase liveability and provide a greater connection with nature across Darebin. It seek to achieve this by increasing tree coverage on public lands to at least 25% over 15 years and increase indigenous and native trees to provide local habitats.



## Implications of Strategy and Policy Direction

In summary, the Darebin and Yarra Planning Scheme and other Council policies and strategies indicate the most intensive growth in the study area will take place on the APM, as identified in the approved Development Plan. Within the APM, the highest level of activity and development will be located along Heidelberg Road and at the Chandler Highway intersections. Most employment growth is likely to be accommodated in the APM, and to a lesser extent in the existing C1Z, C2Z and IN3Z land abutting Heidelberg Road.

The residential hinterland to Heidelberg Road is identified as low-change areas. Moderate change is directed towards the commercial areas along Heidelberg Road (where outside of the APM), supporting a mix of uses with restricted retail/bulky

goods and light manufacturing in the Yarra Bend Precinct and Station Street Precinct, and strengthening the Heidelberg Road NAC in terms of achieving a wider mix and higher intensity of uses, including residential. The C2Z in Precinct 2 is not identified to be changed, whereas the future status of the IN3Z pockets along the north side of Heidelberg Road is to be investigated. Yarra City Council's built form policy provides guidance that development in activity centres and strategic redevelopment sites should be no more than 5-6 storeys. There is currently no specific built form guidance for the study area, such as a Design and Development Overlay, from either Council. DDO1 in the Yarra Planning Scheme provides guidance only to properties in the Yarra Bend Precinct on the south side of Heidelberg Road. Future land uses and built form needs to consider sensitive residential interfaces.

The various strategies and policies support a public realm and infrastructure that is pedestrian and cycle friendly. They aim to reduce negative impacts of climate change (i.e. a locally reduced heat island effect through canopy landscaping) and recommended providing urban infrastructure and built form that is water-sensitive, and more resource and energy efficient. Creating better connections across Heidelberg Road is identified as a need to improve cycling as a transport mode and to better connect the community and visitors with services and existing assets (i.e. parks, community houses, schools, railway stations). The importance of significant parklands along the Merri, Darebin and Yarra is recognised and needs to be protected and enhanced as change occurs.



## 3. Place Analysis

The place analysis focusses on the general economic role and function of Heidelberg Road, likely population changes, transport matters and trends, the status of the public realm, built form and open space provision. It provides a general description, highlights key issues that have either been identified in existing policies and/or strategies, previous community consultations, site inspections or in a collaborative workshop between Darebin and Yarra Officers. A photographic survey to support the analysis is provided in Appendix A. Supporting maps can be found in Appendix B and census and population data is available in Appendix C. A detailed list of issues and opportunities that were identified in the workshop is provided in Appendix D. Key issues and constraints are visualised in Map 7.

### Economic Role and Function

Economic activity in the study area is mostly concentrated within the three precincts along Heidelberg Road. Broadly, these precincts play an important role by providing for a range of uses, including local services, restricted retail, space for small-scale light industrial uses and associated employment opportunities. The APM and its mixed use Alphington Village development will be a key driver for change in the local area, providing an economic anchor particularly to the Heidelberg Road NAC (Precinct 3). It will significantly increase economic activity, the retail and hospitality offering and provide additional employment opportunities.

Yarra Bend Park: The area is spread diagonally across Heidelberg Road and the nature of economic activity differs between the sides. On the south side there is the industrial use of Porta Pty Ltd, a large timber product manufacturer. Residential apartments and a rehabilitation centre are located east of Porta Pty Ltd. Land on the north side is occupied by light industrial and some restricted retail uses (i.e. smaller furniture shop), storage facilities, engineering firm, gardening store, art gallery and function services.

Station Street: Land in this precinct is dominated by a mixture of light industrial and restricted retail uses. Some offices, recreational and few retail uses are also found. Namely these are car sales yards, auto repair shops, furniture or tile stores, small offices, gyms, a café and most notably the Grandview Hotel on the corner with Station Street. The nature of businesses between the north and south side of Heidelberg Road appear to be similar. Most land uses likely benefit from the high exposure and medium to larger land parcels and buildings. Upon two site inspections of Heidelberg Road (17 December 2018 and 17 April 2019), the vacancies in Precinct 2 appeared to be relatively low, although further investigation would be required to confirm vacancy rates.

Heidelberg Road NAC: The land uses in these areas include a wide variety of services, ranging from a large footprint storage facility, restrictive retail premises, offices, automotive repairs east of Harker Street to small, local retail services between Park Avenue/ Harker Street and Yarralea Street. These include a restaurant, café, post office, massage parlour and gym. Around Yarralea Street and east of this location, the nature of businesses changes again to uses with larger building footprint, such as a large bottle shop,

automotive repairs and take away premises. In the NAC some vacancies were visible, but the area still showed a certain level of economic activity. In the medium to long-term the level of activity in the NAC will likely increase as the APM is redeveloped and the area's economic profile as a destination increases. The APM will include a shopping and commercial centre with two supermarkets, specialty shops, hospitality, offices and community facilities. This will strengthen the role of the remaining NAC on Heidelberg Road as its population catchment and commercial exposure is increased.

Other small-scale economic and non-residential land use activities such as medical centres, shops, cafes, churches, schools and childcare services are located in the residential areas, spread out over the study area. A small local employment hub just outside of the study area is the Melbourne Innovation Centre on Wingrove Street, Alphington, just south of the Darebin Parklands.





## Issues and Implications

An increase in population and economic activity, largely due to developments at the APM will likely trigger higher levels of interest and change in three precincts, especially Precinct 3. The push for residential development is likely to increase the pressure on economic uses and the provision of employment spaces in new development. The City of Yarra is also seeing recent increases in office-developments, particularly in areas similar to Precinct 2. The appropriateness of the industrial zoning along the north side has been questioned in the DELUS.

The recent Darebin Creative and Cultural Infrastructure Framework highlights the need to support creative industries through any zoning changes, and discusses an alternate option for the north side of Precinct 1. Connections, public realm and built form matters are discussed in separate sections. However, generally a lack of crossing opportunities and lower quality of public realm is likely limiting current and future potential as it hinders exchange between the north and south side, discourages walking and reinforces the transient nature to travel through, rather than stop. As no local guidance regarding development changes and public investment, risks of inconsistent outcomes.

Yarra Bend Park: As industrial uses tend to move out of inner city locations, it is likely that the Porta Pty Ltd enterprises may relocate and the area will be redeveloped with a change in use, most likely including significant numbers of dwellings. This may have implications for the north side in the

form of pressure to rezone to allow similar uses.

Station Street: The area benefits from the high exposure, appears to exhibit few vacancies and seems to function reasonably well. The high exposure along Heidelberg Road is likely a key factor for this. Yarra's SEES recommends retaining the current C2Z on the south side. Similar to Precinct 1, the appropriateness of industrial zoning along the north side may require further investigation.

Heidelberg Road NAC: Due to the APM the area has already attracted development proposals and will likely continue to do so. This will also come with increased economic activity as the resident population increases and the area transforms to a retail, business and community destination. Local guidance on preferred built form development and public realm outcomes currently does not exist. Development proposals are therefore using the precedent of the APM as a means of justification. The local area (including land around Precinct 3) currently does not have convenient access to a larger supermarket. Independent, smaller supermarkets are located outside of the study area. Developments at the APM will increase the variety of the retail options in the study area and beyond. This may or may not lead to some change in the nature of the retail offer in surrounding centres as commercial activity in the APM is introduced. An increase in worker population will likely support existing businesses nearby. Creating convenient and direct pedestrian and bicycle connections

will be important to harness potential benefits of an increased worker and residential population. Additional crossing points as negotiated through the APM Development Plan and the Chandler Highway bicycle upgrades will help address some of these issues, but not all. The approved uses and development in the Alphington Village (APM site) are located in a MUZ, which is part of suite of residential zones. This mismatch will likely lead to unnecessary conflicts between the approved uses and MUZ.

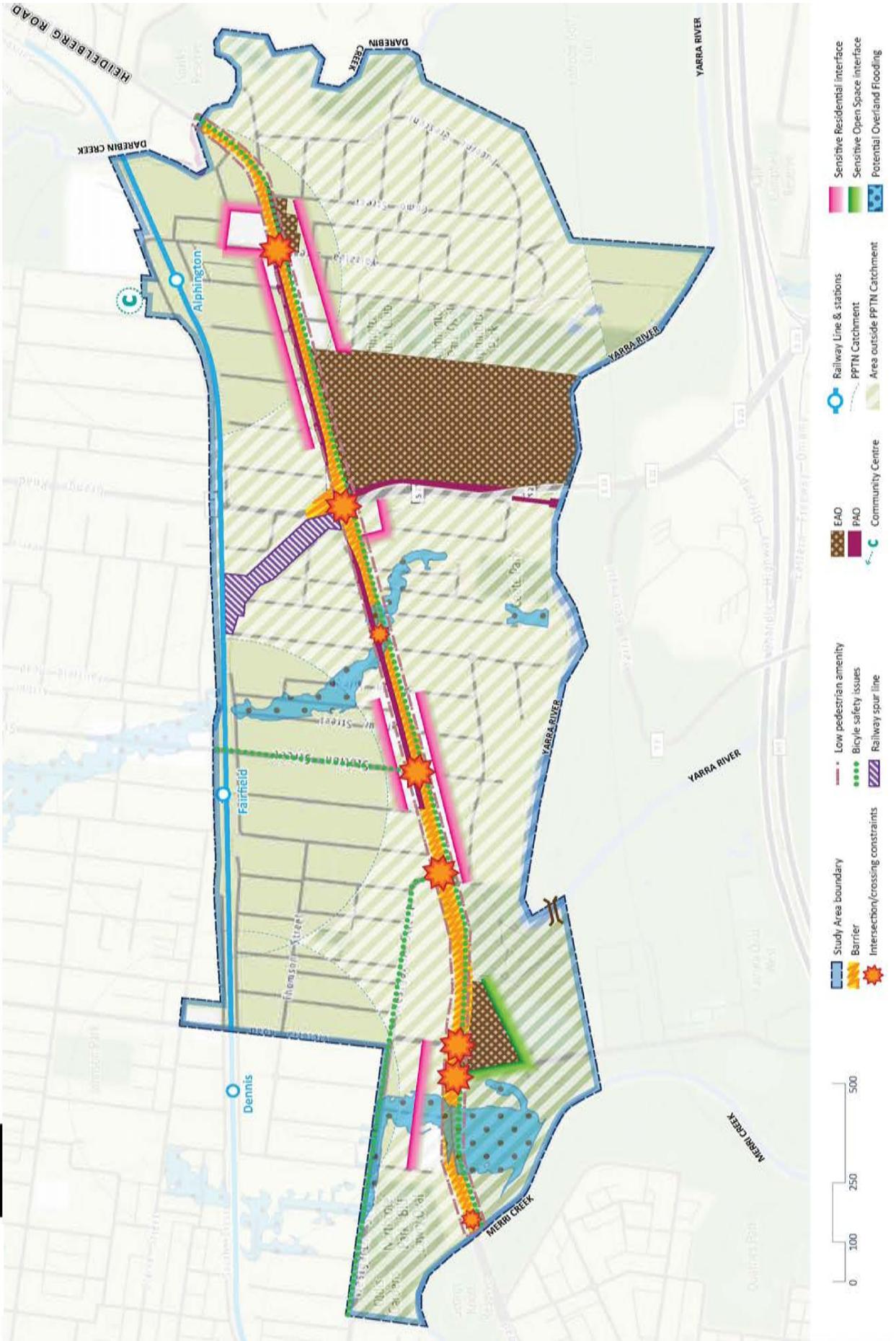
## Implication Summary

- The redevelopment of the APM will change the economic role of the Heidelberg Road NAC (Precinct 3) as a place and likely trigger further use and development changes and opportunities.
- The zoning of IN3Z land along the north side of Heidelberg Road may no longer be suitable, and may provide opportunities for change.
- Continuing to apply the MUZ for all of the APM site may no longer be the most appropriate zone and may lead to unnecessary planning permit requirements for the Alphington Village commercial precinct.
- A lack of strategic guidance and planning requirements for public realm and built form changes may lead to inconsistent and poor outcomes and limit future opportunities.



# Map 7: Key Issues and Constraints

## Heidelberg Road Corridor Issues & Constraints



## Population, Community Facilities and Housing Changes

The study area includes significant parts of the suburbs of Fairfield and Alphington. Significant parts of the suburbs are located outside of the study area boundary. For detailed population, household and dwelling data please see Appendix C. Some estimates and forecasts are only available for the entire suburbs. Where available, smaller statistical areas have been used.

### Population

The total number of people who stated Alphington and Fairfield as their permanent residence on Census Night 2016 was 5,081 and 6,559 respectively. Within the study area there were 6,325 residents, being evenly spread between Fairfield and Alphington. The below analysis concentrates on the study area only where consistent data sets between the City of Darebin and Yarra exist.

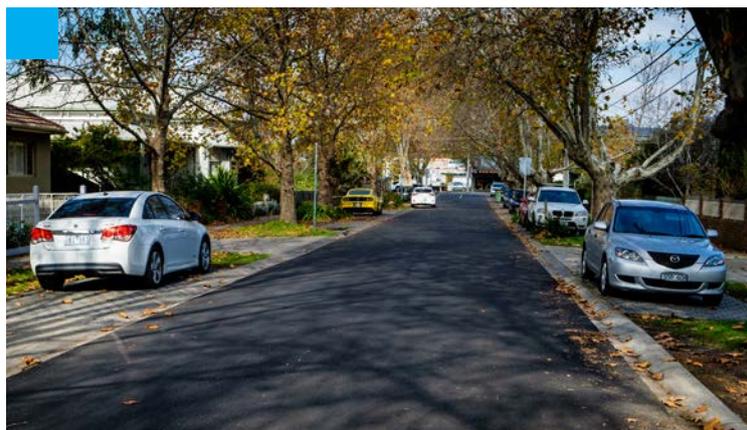
The population is projected to increase in the medium to longer term. The area south of Heidelberg Road, in the City of Yarra, is projected to increase from a population of 3,015 in 2019 to 9,843 in 2041. A significant proportion of that increase will be attributable to the APM redevelopment. Projections for this site indicate a new population ranging between 4,000 and 4,500 people by 2026.

Forecasts relating to age cohorts only exist for entire suburbs, not for smaller statistical areas. They indicate that the largest age groups in 2026 will be in 25 to 29 years of age and in 2041 30 to 34 years. Except for the age cohort of 85+, the smallest growth will occur for the people cohort 65+ and under 20 years of age cohorts. As such, there will be a strong increase in young adults and middle aged population groups, which balances an otherwise generally aging population. Household types are generally projected to remain similar, with lone person households

continuing to be the dominant type after couples with children and couples without.

Dominant household size is the lone person household at 33.6%, followed by 'traditional' family of couples with children at 23.27% couples without children 22.69%. The median age is 37.72 years, so slightly older than the Greater Melbourne average of 36. Dominant age cohorts is the 35-49 age group at 23%, followed by the 25-34 age group at 20.32%.

People across the study area generally have a higher income than the Melbourne average, per capita as well as per household. The SEIFA index of disadvantage is 1085. It means the people in the study area are quite advantaged in comparison to the Melbourne average. Unemployment rates are low at 4.89%.



## Dwelling Types and Housing Diversity

The overall dwelling stock is predominantly suburban style detached housing, with very little higher density housing such as apartments and an average proportion of medium density housing. Density within the study area is relatively low at 19.42 people per hectare. The proportion of detached housing is much higher in both suburbs than the Inner Metropolitan average of 22.5%, and is particularly high in Alphington. Density data was only available for the entire suburban areas, but can still be used to gain insight. The proportion of higher density dwellings is significantly lower in Alphington (1.8%) and Fairfield (4.79%) when compared to the Inner Metropolitan average of 43%. The slightly increased percentage of higher density dwellings in Fairfield compared to Alphington is likely due to recent developments along Station Street. The proportion of medium density housing is generally similar to the Inner Metropolitan average. Based on inspection of VicPlan aerial imagery, most medium density dwellings appear to be located outside of the local area plan study boundary. Heritage Overlays that cover a significant portion of the study area's residential land offer a reasonable explanation for this.

The dominant housing tenure is private ownership (incl. mortgage/being purchased) at approx. 60%, followed by private rental arrangements (35.66%). Social housing is very low at 3.97%. Housing costs are comparatively high in Alphington and Fairfield, whether purchasing or renting. The reported level of renting stress is 19.57%. It is noteworthy that the rental stress in Fairfield is approx. 8% higher than in Alphington.

Recent development trends have

seen incremental redevelopment of detached and attached housing in established residential areas in the Neighbourhood Residential Zone and General Residential Zone in the study area. Apartment and attached housing development has been approved and constructed in some sections of Heidelberg Road and in the early stages of redevelopment in the APM site. The approved Development Plan for the site indicates a mix of housing, with an indicative yield of 2500 dwellings.

As indicated in the table the form of housing in the new development in the APM varies. In general the lower scale townhouse and detached housing occurs towards the Yarra River with the higher density and taller building forms located closer to Heidelberg Road and the Chandler Highway. The APM development will significantly increase the supply of housing and increase the diversity of housing in the area. This development will provide 165 dwellings (apartments) as affordable community housing. A new internal street network, forms a connective grid of local streets and a new internal street landscape (also see Map 1 in Section 1 of this Paper).

The other areas which have recently seen approved or proposed apartment developments include parts of the C1Z immediately east of the APM and the site at the south – west corner of Heidelberg Road and Chandler Highway. These proposals have included buildings between five and eight storeys east of the APM and thirteen storeys for site at the south – west corner of Heidelberg Road and Chandler Highway. Recent VCAT decision have either amended proposals to be reduced to 5 storeys or refused the 13 storey proposals.

The decisions were not a dismissal of the heights per se but a result of inadequate urban design outcomes.

Amendment C161 to the Darebin Planning Scheme proposes new planning controls to guide the scale of development in the Station Street Activity Centre to generally four storeys in height. Height limits proposed in the amendment reflect the identified heritage character of the traditional shopping strip. The Panel report reviewing these proposals generally supported the amendment, subject to some changes.

A public housing estate is located west of Area 1 in Northcote. The estate consists of approximately 130 dwellings.

**Table 1: Dwelling Type Comparison**

	Detached Dwelling (% of total)	Medium Density Dwelling (% of total)	High Density Dwelling (% of total)
Alphington	67.5%	30%	1.8%
Fairfield	55%	33%	5%
Inner Metro Area	22.5%	33%	43%

**Table 2: Alphington Paper Mill site - approved development plan housing diversity**

Housing Type	Estimated Percentage of the Total New Housing
Detached housing	5 - 10%
Townhouses	15 - 25%
Apartments	45 - 70%
Live / work	0 - 10%
Affordable housing	5%
Industrial re-use / interpretation	5 - 15%
<b>Approximate total dwellings</b>	<b>2500</b>

## Community Facilities and Infrastructure

Community facilities and/or infrastructure are assessed in the Community Infrastructure Plan 2018 (Yarra City Council) and in similar work by Darebin City Council. Community services and infrastructure were also assessed as part of the background report for the APM Development Plan.



Community infrastructure and services include:

Within the Fairfield – Alphington study area	Outside the Fairfield – Alphington study area
<p>Yarralea Children’s Centre</p> <p>Alphington Bowls Club</p> <p>Alphington Park Oval and Pavilion</p> <p>Fairfield Oval Park:</p> <ul style="list-style-type: none"> <li>- Boathouse and Tea Gardens (not managed by Council)</li> <li>- Fairfield Amphitheatre</li> <li>- Playground</li> <li>- Maxwell Sutherland Pavilion</li> <li>- Cricket nets</li> <li>- 2 x soccer grounds, 1 x cricket ground</li> <li>- Dog off-leash area</li> </ul> <p>Yarra Bend Park:</p> <ul style="list-style-type: none"> <li>- Fairlea East and West Ovals, Fairlea Pavilion</li> <li>- McCutcheon Oval and Deep Rock Pavilion</li> <li>- Cox Oval</li> <li>- Olney Oval</li> <li>- Corben Oval and Pavilion</li> </ul> <p>Alphington Primary School</p> <p>Alphington Grammar School</p> <p>Alphington Grammar Preschool</p> <p>Gum nut Preschool and Childcare</p> <p>Complete Care for Kids</p> <p>Smart Start Early Learning and Development Centre</p> <p>Perry Street Child Care Centre</p> <p>Alfred Nuttall Memorial Kindergarten</p> <p>Ivanhoe Northcote canoe Club</p> <p>St Andrews Kindergarten</p> <p>Main Yarra Trail</p>	<p>Collingwood Leisure Centre</p> <p>Collingwood Library</p> <p>Alphington Community Centre (located in Darebin and Yarra City Council contributes funding, the Centre is a part of the Yarra Neighbourhood House Network)</p> <p>Darebin International Sports Centre (DISC) is located at John Cain Memorial Park</p> <p>Ivanhoe Library</p> <p>Northcote Library</p> <p>Northcote Swimming Pool</p> <p>North Fitzroy Library, Bargoonga Nganjin</p> <p>Ivanhoe Aquatic Centre</p> <p>Darebin Arts (variety of flexible spaces)</p> <p>Sparkes Reserve</p> <p>Westgarth Primary School</p> <p>Fairfield Primary School</p> <p>Spensley Street Primary School</p>



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The APM redevelopment will include a mix of community facilities including a 300m<sup>2</sup> community space, a multi-purpose court and a 1400m<sup>2</sup> 'warm shell' (a flexible space which is connected to utilities but which will be fitted out to meet a future use). These facilities will be located in the proposed 'town centre' with retail, service and other facilities, near the corner of Heidelberg Road and Chandler Highway.

### Likely provision gaps

Recent assessment in the City of Yarra Community Infrastructure Plan 2018 suggests gaps including:

- A modern maternal and child health facility integrated with associated services
- Better pedestrian and cycling connections to existing and future public spaces and facilities so they are accessible by more sustainable forms of transport
- Spaces / places for active and passive recreation which are close to or integrated with activity centres or other facilities along the Heidelberg Road corridor

### Issues and Implications

Areas with a relatively small population combined with low housing density are often less attractive for a diverse range of retail options and other service provisions. It increases the dependence on further travel to meet those needs. Rising prices, whether purchasing or renting, combined with dominant, low density, detached dwellings, have led to the areas of Alphington and Fairfield to become more unaffordable, especially for lower income households. This makes it harder for young adults and families to find housing closer to employment opportunities in the inner Melbourne areas.

A future local area plan cannot solve these bigger socio-economic trends and disparities, but it can give local direction to help address some of the potentially negative effects. As the population increases, the current housing options and level of available services is unlikely to cover the future needs. The APM and its recently approved planning permit for the Alphington Village will increase the dwelling diversity and supply more affordable housing (community housing) to increase accessibility for lower income households in a soon to be well-serviced inner urban area. The APM will increase the population density and diversify the local retail and services options. It will assist in increasing the longer-term viability for local businesses, provide more employment opportunities and likely reduce travel times for the community to cover daily needs.

As changes at the APM elevate the profile, there likely will be increased pressure on the other precincts to provide a greater housing diversity. These locations have a different context and constraints. Housing changes in the other Heidelberg Road precincts need to acknowledge the primacy of housing activity is within the APM and be complementary to it, rather than equal.

The Alphington Community Centre is located near Alphington Station on Kelvin Road. Based on comments from regular users, a community centre near the public housing estate in Northcote is missing because the Alphington Community Centre is not easily accessible due to limited bus operation hours along Heidelberg Road. Other community facility gaps should be investigated including the provision of a modern maternal and child health facility integrated with other services. Improved connections

for pedestrians and cyclists would help to make community facilities generally more accessible for a range of users. Redevelopment and change along the corridor should also aim to provide a range of informal and flexible spaces for recreation within the main activity centres and other commercial activity areas.

### Implication Summary

- A small population and low housing density has led to lower levels of local commercial and other service provision as activity is dispersed over the study area.
- High housing prices due to the dominance of large allotments and detached houses in an inner urban area make it difficult for middle to lower income households find accommodation close to services and employment opportunities.
- The APM will increase the population, help diversify the available dwelling types and concentrate the provision of additional services, particularly in Precinct 3, but it does not address all issues across the corridor.
- Pressure on other precincts along Heidelberg Road will increase and their role in relation to the APM is less clearly defined, particularly Precincts 1 and the remainder of Precinct 3.
- Potential gaps in community facilities should be investigated to see how they may be best filled as redevelopment occurs, including better connections for pedestrians and cyclists and the provision of spaces for passive or active recreation in commercial or activity centre areas.

## Transport, Movement and Access

The study area is connected by arterial roads, most notably Heidelberg Road, the Chandler Highway and Grange Road. Heidelberg Road, Chandler Highway / Grange Road, Station Street and Westgarth Street are categorised as Road Zone 1 (also see Map 5). The local street network services the residential, suburban hinterland. The width of Heidelberg Road (kerb to kerb) varies. It is generally narrower around the Merri and Darebin Creek bridges and east of Station Street, Fairfield (approximately 13 metres, with the exception of the Chandler Highway/Grange Road intersection). It widens west of Station Street and in parts includes a median with trees (approximately 23 to 26 metres, 29 metres with slip lanes).

A Public Acquisition Overlay (PAO) applies to Heidelberg Road between Darebin Creek, Alphington and Gillies Street, Fairfield. The PAO purpose is to facilitate the purchase of land to allow for a road widening to improve traffic management and accommodate increasing traffic. The Department of Transport and VicRoads are responsible for this PAO and have indicated that it is intended to remain in place. It could, potentially, be used for public transport or 'active transport' for example bicycle lanes or designated bus lanes and wider footpaths and better conditions for pedestrians. It is understood that there are no specific proposals to implement the Heidelberg Road PAO.

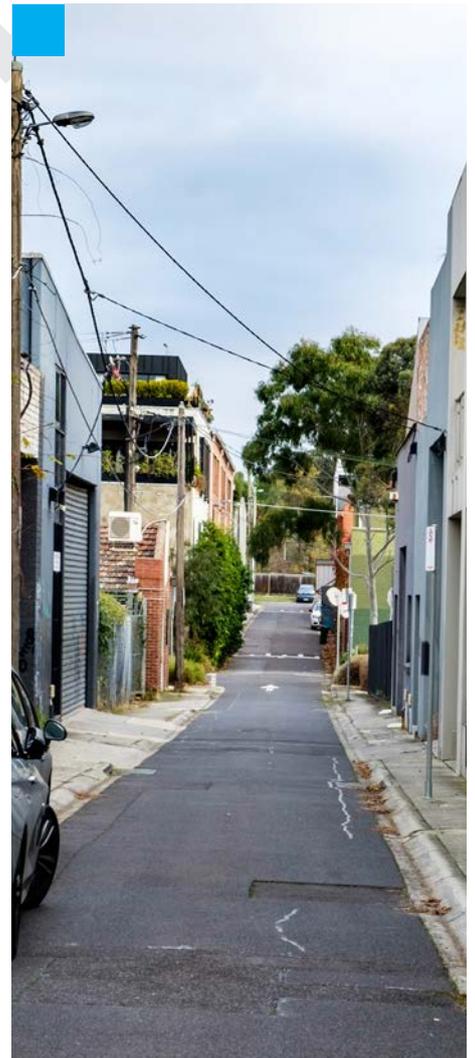
## Vehicle Movements

Movement along the Heidelberg Road Corridor is dominated by vehicle traffic along Heidelberg Road and the Chandler Highway / Grange Road. The annual average daily volumes for Heidelberg Road as available in the VicRoads Arterial Road Traffic Volumes suggest that the traffic volume is comparable to Bell Street (Coburg, Heidelberg West) or Victoria Parade (Fitzroy, Collingwood; data was accessed via [www.vicroads.gov.au](http://www.vicroads.gov.au) on 1 May 2019). Depending on the section of Heidelberg Road, this equates to approx. 10,000 to 22,000 vehicle movements a day. The Chandler Highway currently carries 20,000 to 24,000 movements. Station Street also connects Heidelberg Road with considerable amounts of traffic (6,000-8,000, depending on direction; sources on VicRoads Open Data). The volumes show Heidelberg Road is a key east-west connector that feeds into the Chandler Highway, Hoddle Street and Eastern Freeway network. Heidelberg Road is subject to clearways during morning and afternoon peak hours (west- and east-bound, respectively).

The proportion of people in the study area travelling to work by car is relatively high for an inner Melbourne location at 48.24%. This is mirrored by the high percentage of households (37.89%) with two cars. 25% of people take public transport to work (with 8% more in Fairfield in comparison to Alphington), whilst 3% walk.

## Site Access

Direct vehicle access to individual properties along the Heidelberg Road Corridor varies. The generally fine-grain street network often provides additional access from side streets and laneways. In some instances narrower lots (below 15 metres width) do not have vehicle access from Heidelberg Road and have no side street or laneway access. In combination with the clearway, vehicle parking is at a premium for these sites in particular. Vehicle parking on side streets is partially time restricted. VicRoads is responsible for the clearway provisions.





## Public and Active Transport

The study area is serviced by the railway stations of Dennis, Fairfield and Alphington along its northern boundary. Bus routes along Heidelberg Road are the 546 (running along Heidelberg Road between Heidelberg Station and Melbourne University) and the 609 (running along Chandler Highway, Heidelberg Road and Station Street between Kew and Fairfield). The 508 starts at Alphington Station and runs north along Grange Road, eventually connecting to Moonee Ponds. Bus route 546 does not operate on Saturdays or Sundays, despite larger parts of the study area being outside the Principal Public Transport Network (see Map 2). It operates at 30 minute intervals throughout the weekdays, with the last bus leaving citybound at 7PM (Melbourne Polytechnic stop, Yarra Bend Road).

A network of off-road bicycle paths follows the creek environs and parklands, complemented by on-road bicycle lanes on Heidelberg Road, Station Street (south of the railway line), Westgarth and Jeffrey Streets. Heidelberg Road is part of the Principal Bicycle Network and has line markings for on-road bicycle lanes. The bike lanes are shared with fast moving traffic (60km/h, during clearway hours), parked cars (outside of clearway hours) and become inconsistent at intersections (i.e. Station Street). Priority signalling at traffic lights does not exist. Yarralea Street is a main connection for the Alphington Primary School but does not have bicycle lane marking. As part of the Chandler Highway Bridge duplication the old bridge will become designated for pedestrians and bike riders only and designation

on the Chandler Highway should be improved.

Footpath widths along Heidelberg Road vary between the 3 precincts and between the north and south sides. In precinct 2 and 3 they are mostly hard to the road edge with moving traffic. Pedestrian crossing points over Heidelberg Road exist at the following intersections:

- Jeffrey Street
- Westgarth Street
- Station Street
- Grange Street / Chandler Highway
- Yarralea Street



The creek and parklands are well known for the numerous walking paths along the creeks and the Yarra River, attracting local residents and visitors alike. The former railway spur from the Hurstbridge Line previously serviced the AMCOR Paper Mill. Since this service ceased, local residents have used the former spur line for walking. More recently, the space was utilised during construction of the Grange Road level crossing removal project. Darebin City Council has adopted an advocacy position in relation to the Spur Line Site (see section 1 in this paper) which includes advocating for a direct shared user path to be provided through the length of the site. This path would provide a direct connection between the APM and the Fairfield Railway Station and Activity Centre on Station Street.

Fairfield and Alphington Station are important transport nodes in the study area.

The approved Development Plan for the APM site sets out a range of improvements to facilitate access to these stations.

Map 8 below shows the current bicycle routes in blue, public transport options (railway stations in red, bus routes in orange numbers) and hierarchy of the street network.

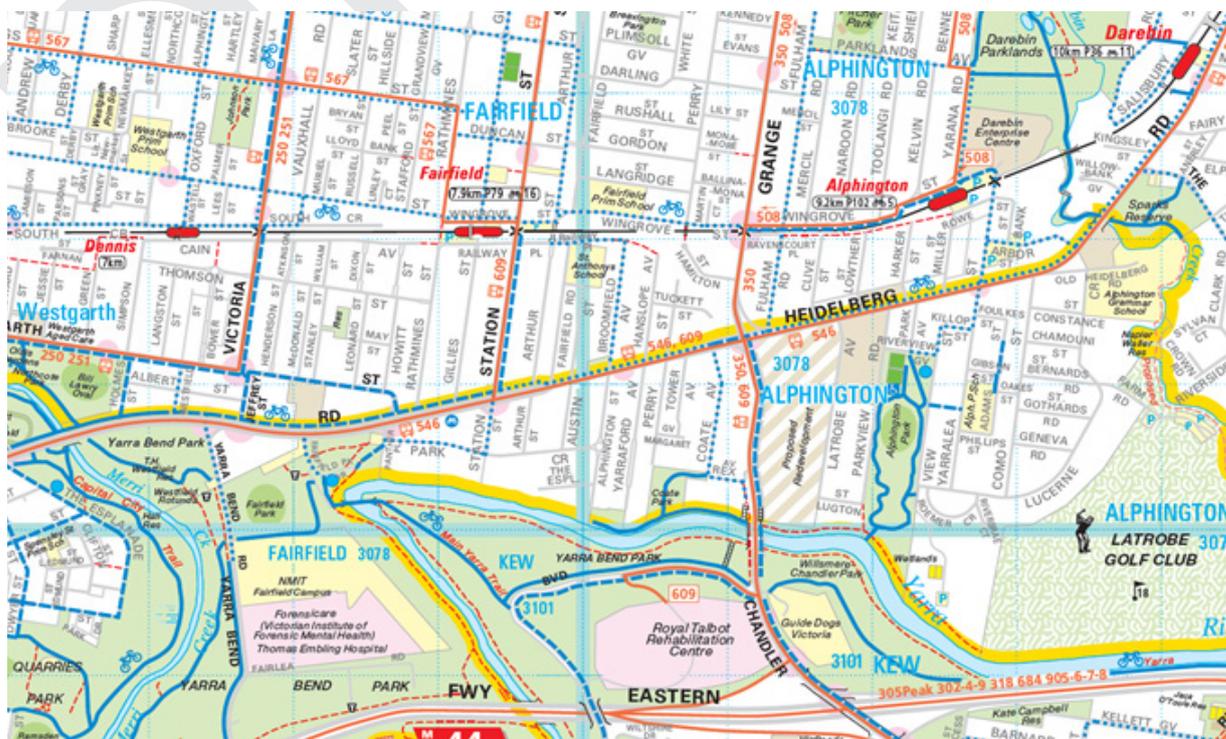
### Issues and Implications

The forecast increase in traffic volumes will likely lead to longer travel times and congestion at peak hours. Flow-on effects include more pollution (noise & air), likely increased conflicts with bike riders and pedestrians, longer bus travel times (there are no bus lanes or bus priority along Heidelberg Road) and reduced productivity and efficiency overall. Upgrades to the Chandler Highway and the level crossing removal at Grange Road will provide some relief to congestion, but the traffic volume created by the APM developments is estimated to fully utilise this new capacity.

Inconsistent and less frequent bus operation hours, poor or non-existent bus shelters and no priority for bus services is likely to discourage higher public transport usage as an alternative to private vehicle use. This could increase traffic volumes and reliance on private vehicles. For a growing community in proximity to numerous significant employment areas such as Collingwood, Fitzroy, Cremorne, Heidelberg, Northland / Preston East and the CBD, current bus operating hours are likely insufficient for future travel needs.

The shared, inconsistent and partially occupied bicycle lanes are unsafe and discouraging to most riders as they require changing lanes into moving traffic, or do not offer enough separation from fast moving vehicles. A lack of priority at intersections (i.e. at Yarralea Street), combined with a lack of connections, whether across Heidelberg Road or along the Yarra River (i.e. in Precinct 1 at the Merri Creek Bridge, in Precinct 3), generally discourages more vulnerable and less confident bike users. Upgrades to the Chandler Highway, additional crossing points in Precinct 3 and the completion of a future east-west bicycle route along the eastern freeway will help address some issues.

Map 8: Travel-smart Map



Similar issues and implications apply to walking. Generally, the current pedestrian realm feels relatively unpleasant and unsafe, due to the low amenity streetscape and high volumes of traffic, along with the lack of crossing opportunities. This discourages walking. A convenient and direct connection to Fairfield Railway Station and Station Street activity centre is currently lacking. Pedestrian movement across Heidelberg Road in Precincts 2 and 3 is currently very limited, preventing potential synergies between businesses and reducing accessibility to services for people. Additional crossing points in Precinct 3 will address some of the connectivity issues. Due to the lack of footpath space, proximity to traffic, and short traffic light cycles for pedestrians, conflicts between users at Yarralea Street intersection have been reported. Being a school route, the current traffic solutions make it less safe for children to walk (or cycle) to school.

The future intention to implement PAO on Heidelberg Road is unclear and uncertain at this point. Its original purpose was for road widening, but it could potentially be utilised for public or active transport services. There is opportunity to resolve the future of the PAO and use it to facilitate improved active transport and streetscape amenity.

As VicRoads is the authority for Heidelberg Road as a Category 1 Road Zone, additional vehicle cross overs along Heidelberg Road frontages are likely discouraged or not supported. Some smaller sites do not have side street or laneway

access. Further consideration needs to be given to how to provide access to these properties should uses and development intensify. Potential conflicts between side-street parking for businesses and the adjoining residential areas need to be considered, especially as the clearway along Heidelberg Road is likely to continue to apply.

### Implication Summary

- High traffic volumes are likely to increase further, exacerbating existing issues.
- The limited bus operating hours limit potential uptake of this mode as an alternative to the private vehicle, in turn increasing or reinforcing the high vehicle reliance of the study area.
- A lack of designated, separated bicycle lanes on Heidelberg Road, combined with a lack of crossing opportunities and lack of prioritisation at traffic lights make cycling unsafe and less attractive to a wider range of users.
- A direct pedestrian and cycle connection between the APM and the Fairfield Railway Station/ Activity Centre on Station Street is missing.
- A lack of separation from fast moving traffic, lack of crossing opportunities and short cycles of the traffic light and associated long waiting times for pedestrians make walking less attractive, limit accessibility to services and reduce the potential cohesiveness of the Heidelberg Road NAC being impacted by the separation created by Heidelberg Road.
- Utilising the PAO for a road

widening to facilitate private vehicle movement would likely exacerbate existing issues with increased traffic noise, traffic volumes, pollution and greater difficulties crossing the road; alternatively it could be used for pedestrians and cyclist and streetscape improvements.

- Some sites require careful consideration to allow vehicle access as additional crossovers onto Heidelberg Road would be discourage.



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## Public Realm and Built Form Design

### Overall Character

The majority of the study area is designated for residential use or parkland. Most of the study area's road network is comprised of local residential streets, some with a significant tree canopy (i.e. Miller Street, Broomfield Avenue, Alphington Street). The residential areas on either side of Heidelberg Road are hemmed in by the Yarra River to the south and the Hurstbridge Railway Line to the north. Some streets connect across the railway line (i.e. Jeffrey St/Victoria Parade, Station Street, Grange Road and Yarralea Street) or align in a north-south direction, but without a connection across the railway. However, the street network and subdivision patterns north of the railway line and those between the north and south side of Heidelberg Road differ from each other despite similarities in construction periods for these areas. The residential areas are occupied by a mix of predominantly detached housing and some medium density housing such as lower scale apartments and attached houses. The general character of these areas can be described as 'leafy suburban' with larger lots, local residential streets and houses in garden settings which create a high proportion of canopy trees and shade. Heritage studies have identified significant precincts and individual heritage overlays across the study area as shown in Map 6. A Heritage Overlay also applies to the APM which recognises key industrial buildings and features on the site. A DDO also applies to the southern section of Station Street to manage development in this area.

The current building forms in the wider study area are mostly low rise, with one

and two storey houses in the residential areas and one, two and occasionally three storey commercial buildings on the commercial and industrial zoned land. The major departure from this will be taller buildings allowable on the APM which range from six to 17 storeys (see Map 2). These taller structures will be concentrated along Heidelberg Road and the Chandler Highway.

### Heidelberg Road Character

When travelling through the Heidelberg Road Corridor, its look and feel changes quite considerably due to the change in its width and the alternating residential and commercial pockets. Due to this the commercial areas are defined as three distinct precincts, each with its own character. Local landmarks in the study area include older hotels such as the former Tower Hotel at the corner of Heidelberg Road and Old Heidelberg Road, Alphington, and the Grandview Hotel at the north-west corner of Station Street and Heidelberg Road. Other elements include the heritage structures from the Porta buildings (incl. chimney), the former Paper Mill which will be retained in the redevelopment, the Chandler Highway Bridge over the Yarra River and the River corridor and associated parkland with remnant indigenous vegetation and landforms. These include a former pool and a billabong at the southern end of Alphington Park.

Yarra Bend Park between the Merri Creek and Jeffrey Street/Fairfield Park Drive includes larger and medium-sized lots and distinction of character between the industrial/warehouse buildings on the north and large parklands on the south side. Of note is the 'island'-like location of properties on the south side that are

surrounded by parkland. Next to the large parklands leading to the Yarra River are the historic factory buildings and chimney of the current Porta Pty Ltd site at 224-256 Heidelberg Road. The public housing estate adjacent to the Merri Creek on the northern side of Heidelberg Road is also visible landmark. Heidelberg Road is approximately 26 to 29 metres wide in this area, reinforcing a disconnection between the two sides. A small nature strip separates the footpath from moving traffic along the south side, landscaping is inconsistent or missing. The northern side of the precinct differs from the south side as a service road and small nature strip separates the footpath and frontages from Heidelberg Road lanes. Landscaping is also inconsistent.

Station Street between Panther Place/Gillies Street and Austin Street resembles the character of a post-war light industrial, commercial, restricted retail/bulky goods strip due to the medium-sized frontage width, small to medium sized warehouse buildings and Heidelberg Road still being relatively wide (approx. 24 metres). Notable buildings are the 3 storey Grandview Hotel and the large car sales yard with a modern building between Arthur and Austin Streets. The precinct has no nature strip on either side of Heidelberg Road, landscaping is sporadic and the footpath is hard alongside the road edge. Numerous properties have front setbacks that are occupied by car parking, whilst others have retained the building line with the footpath.

Heidelberg Road NAC also bears unique characteristics. Between the Chandler Highway and Park Avenue/ Harker Street large warehouse buildings and the APM dominate the streetscape. Currently, a small nature strip separates footpath from road. The approved Development Plan for the APM will allow a mix of medium and denser housing, a new

shopping centre with supermarkets, specialty shops and office space (also see Map 1). The APM will create a new contemporary architectural character with taller buildings and improved widened footpaths and tree planting along the southern side of Heidelberg Road. This will set a precedent for improvements elsewhere along the corridor. East of this, Heidelberg Road

narrows considerably (to approx. 13 metres). Up to Yarralea Street, more typical, single storey shop frontages on narrower lots form a more enclosed and slightly more intimate character.

For a detailed, recent photo survey of each precinct please see Appendix A.



## Issues and Implications

Along Heidelberg Road, the public realm and building interfaces in Precincts 1 to 3 appears harsh and uninviting, and lacks a sense of identity. This is symptomatic and likely due to the cumulative effect of:

- narrow footpaths with a lack of or limited separation from fast moving traffic, making pedestrians feel less safe
- a lack of consistent and meaningful landscaping, making the precincts less attractive
- a lack of weather protection above the footpaths, reducing pedestrian-friendliness, especially in Precinct 3
- blank building walls along Heidelberg Road reinforcing the harsh feel to the environs
- current low level of pedestrian activity

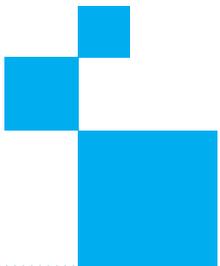
These factors reinforce the transient nature of Precincts 1 to 3 where people are discouraged to stay or linger in the precincts, which in turn has implications for businesses. Particularly in precinct 3 where Heidelberg Road and the footpaths are at their narrowest and there is limited separation from the road, these conditions create a harsher environment and diminish the potential to rejuvenate the corridor despite the APM injecting more potential for activity.

As built form guidance or plans for streetscape improvements currently do not exist, there is no clear preferred character for the precincts. The APM will only transform parts of the Heidelberg Road NAC. Recent built form and other urban design proposals provide ad-hoc solutions and use the higher forms at the APM as a precedent, leading to unacceptable outcomes.

The PAO that alternates between the north and south side of Heidelberg Road would require an acquisition of approx. 10m from frontages. This would be a severe impact, especially for Precinct 3 where lots generally are less deep and sometimes narrower. Acting on the PAO would, from an urban design point of view, exacerbate the issues further and make the two sides of Heidelberg Road feel less connected.

## Implication Summary

- Walking is discouraged due to narrow footpaths, lack of separation from traffic and lack of crossing points
- Landscaping is missing or inconsistent, in turn making walking and staying in the precincts less attractive
- Built form responses across the corridor are inconsistent and suggest a low priority has been given to quality street frontages or improved street interfaces for businesses
- Recent development proposals on Commercial 1 Zone land are using the approved APM Development Plan building heights as a precedent to propose tall buildings that exceed moderate change levels and the City of Yarra local policy of restricting height to 5-6 storeys in most circumstances
- The APM will help improve parts of the public realm and built form issues in the Heidelberg Road NAC, but not all
- Implementing the PAO to widen the road and facilitate vehicle movements would likely lead to poorer public realm outcomes including increased traffic, noise and associated amenity impacts on people using the corridor



## Environment and Open Space

With the exception of the Darebin Parkland at the eastern end of the study area, the distribution of open space is one-sided as all large and medium-sized parks and open spaces are south of Heidelberg Road. The most significant areas are adjacent to the Yarra River (Yarra Bend Park) and the Merri and Darebin Creeks. These are going to be protected and improved through initiatives which include stronger planning scheme controls and a proposed Yarra Strategic Plan which is being prepared by the State Government. Other parkland areas include Coate Park and Alphington Park, and the Alphington Wetlands adjacent to the Yarra River. The Old Alphington Swimming Pool is south of Alphington Park.

## Issues and Implications

A growing population and local workforce will likely result in greater demand for parklands and local open spaces for respite, recreation and sporting facilities. Due to the lack of signalised pedestrian and bicycle crossing points, the significant parklands on the south side of Heidelberg Road are hard to access for the community on the northern side of Heidelberg Road.

More specific built form guidance currently does not exist to minimise potential negative impacts on the amenity and character of parkland and the public realm. The close proximity of significant bushland along the Yarra River and Merri and Darebin Creek is not legible or clear in some streetscapes, especially along Heidelberg Road.

Due to the lack of treatment via WSUD elements or landscaping along, road-run-off from Heidelberg Road is not adequately addressed.

## Implication Summary

- Connection and visibility issues limit the accessibility of existing open space
- A lack of canopy landscaping along the main roads reduces or interrupts habitat-linkages
- A lack of canopy and other landscaping along Heidelberg Road means the urban heat island effect is not addressed along the corridor
- Poor provision of local parkland north of Heidelberg Road



## 4. Way Forward

### Local Area Plan

To assist in formulating the general future direction for the Heidelberg Road study area, it is recommended that an overarching Local Area Plan (LAP) is prepared as a 'road map' for future development and change. The LAP will help to achieve more attractive and distinctive places in Precincts 1 to 3, and better connect the community with areas inside and outside of the study area.

The LAP will:

- Communicate the key issues discussed in this Paper
- Utilise the key implications identified in this Paper to inform future directions and desired outcomes
- include the following:
  - an agreed vision as an overall goal;
  - key outcomes to address the key issues;
  - key actions regarding future projects that may be undertaken;
  - responsibilities, potential timing and identified trigger points, where relevant.

The LAP will achieve common strategic directions for Darebin and Yarra Councils to inform: urban design and built form controls; directions for public realm work; advocacy work for improved transport outcomes; and communicate the preferred future direction for development and change generally.

As part of the LAP, a heritage assessment and urban design and built form study is underway by Yarra City Council for the southern side of Heidelberg Road.

Given development pressure is continuing within the study area along Heidelberg Road, it is important to provide a basis for planning policy and controls. Depending on the urgency, Councils could consider interim built form controls to ensure a minimum level of consistency is implemented early.





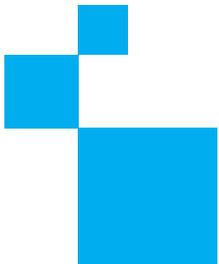
# References

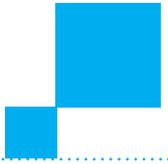
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- Alphington Paper Mill Development Plan, endorsed 27 May 2016 – Volume 1 & 2
- Chandler Highway Modelling 2015 – Aecom for VicRoads
- Darebin Planning Scheme
- Darebin Housing Strategy 2013 (revised 2015)
- Darebin Creative and Cultural Infrastructure Framework and Implementation Plan 2018
- Darebin Cycling Strategy 2013-2018
- Darebin Economic Land Use Strategy 2014
- Darebin Greenstreets Streetscape Strategy 2012-2020
- Darebin Transport Strategy 2007 – 2027 (and review November 2015)
- Darebin Urban Forest Strategy 2013-2028
- Darebin Walking Strategy 2018-2028
- Demographic Estimates and Projections Australia, Australian Bureau of Statistics 2018
- Id Community – Demographic Resources: Community Profile, Social Atlas, Population Forecast
- NE Link – Environment Effects Assessment – Appendix C Forecast traffic volumes
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- Strategic Community Infrastructure Framework – Yarra City Council 2016
- Community Infrastructure Planning Policy - Yarra City Council 2016
- Community Infrastructure Plan - Yarra City Council 2018
- VicRoads Movement and Place: <https://www.vicroads.vic.gov.au/traffic-and-road-use/traffic-management/smartroads>
- VicRoads Open Data
- Yarra Housing Strategy 2018
- Yarra Planning Scheme
- Yarra Spatial Economic and Employment Strategy, August 2018
- Yarra Urban Forest Policy 2017

## Appendices List

- A. Photographic Survey
- B. Map Information
- C. Census 2016 Population and Dwelling Data - Id Data and Forecasts
- D. Heidelberg Road Corridor: Issues and Opportunities Tables

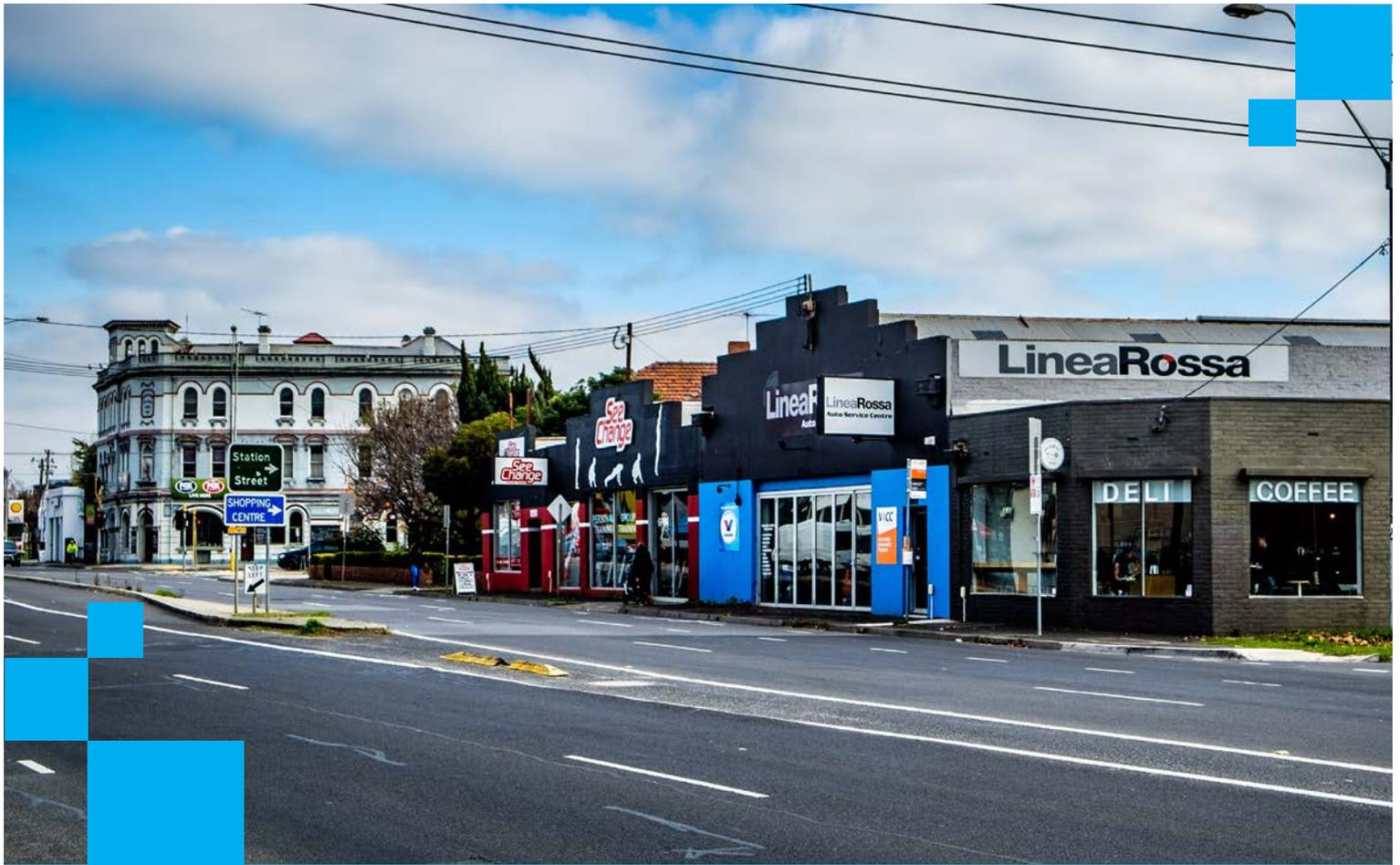




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Version Number	Purpose/Change	Date
0.1	First working draft	1/10/2019
0.2	Second working draft	14/11/2019

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# Heidelberg Road Corridor Background Issues and Discussion Paper