Report to the Future Melbourne (Planning) Committee

Agenda item 6.4

Ministerial Planning Referral: TPM-2018-16 428-550 Epsom Road, Flemington (Flemington Racecourse) 4 December 2018

Presenter: Nick McLennan, Acting Practice Leader Land Use and Development

Purpose and background

- 1. The purpose of this report is to advise the Future Melbourne Committee of a Ministerial planning referral seeking approval of the 550 Epsom Road Comprehensive Development Plan. The land is located within the Flemington Racecourse precinct, adjacent to the intersection of Epsom and Racecourse Roads, Flemington (refer Attachment 2 Locality Plan).
- 2. The applicant is Pace Development Group, the owner of the land is Victorian Racing Club Limited and the architect is ARM Architecture.
- 3. Planning Scheme Amendment 290 was gazetted into the Planning Scheme on 2 March 2017 to facilitate the development of high and/or medium density urban living incorporating a variety of residential uses and dwelling types, supported by a limited mix of complementary uses including commercial and retail.
- 4. The land is located within Comprehensive Development Zone Schedule 4 (CDZ4) which requires the delivery of the 550 Epsom Road Comprehensive Development Plan.

Key issues

- 5. The key consideration is whether the requirements of the Comprehensive Development Plan (CDP) have been satisfied.
- 6. The Comprehensive Development Zone Schedule 4 provides a list of objectives that are required to be met in the preparation of the CDP. The submitted CDP has appropriately addressed the objectives of the Zone and provides an acceptable framework for a future planning application for buildings and works on the site.
- 7. Detail ensuring that no part of the building envelope projects into or overhangs a 25 metre curtilage from the centre of the former Jockey's Convalescent Lodge, at any level should be provided prior to any approval.

Recommendation from management

8. That the Future Melbourne Committee resolves to advise the Department of Environment, Land, Water and Planning that the Melbourne City Council supports the proposal subject to the conditions set out in the Delegate Report (refer Attachment 4).

Attachments:

- 1. Supporting Attachment (Page 2 of 35)
- 2. Locality Plans (Page 3 of 35)
- 3. Plans (Page 4 of 35)
- 4. Delegate Report (Page 13 of 35)

Attachment 1
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Supporting Attachment

Legal

1. The Minister for Planning is the Responsible Authority for determining this application.

Finance

2. There are no direct financial issues arising from the recommendations contained within this report.

Conflict of interest

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Occupational Health and Safety

4. In assessing this application, no Occupational Health and Safety issues or opportunities have been identified.

Stakeholder consultation

5. Council officers have not undertaken public notice of the application or referred this to any other referral authorities. This is the responsibility of the DELWP acting on behalf of the Minister for Planning.

Relation to Council policy

6. Relevant Council policies are discussed in the attached delegate report (refer to Attachment 4).

Environmental sustainability

7. Environmental sustainability issues will be considered in any future planning permit application. The development proposal will be required to demonstrate the preliminary design potential to achieve a 5 Star Green Star rating and meet the objectives of Clause 22.19 of the Melbourne Planning Scheme.

Locality Plan

Attachment 2
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428-550 Epsom Road, Flemington (Flemington Racecourse)



550 Epsom Road – Comprehensive Development Plan

3 July 2018



CITY OF MELBOURNE PLANNING 10/07/2018

550 Epsom Road: CDP Objectives

- To promote medium and/or high density residential living that encourages both day and evening activity though the provision of limited complementary community, convenience and service uses.
- To provide for limited community facilities and other nonresidential uses that support the current and future residential community and provide opportunities for social interaction.
- To provide ground level uses (including residential, community and commercial) that promote activity to Epsom Road.
- To provide for a mix of residential accommodation, dwelling typographies and apartment sizes.
- Materials and finishes to be of a high quality and generally consistent throughout the development.
- To provide high quality internal amenity for future residents, including the provision of communal spaces for the overall development.
- To optimise solar access and minimise the effect of wind to streets and public open spaces to enhance amenity and function throughout the year

- To limit minimise the extent of overshadowing of the Newmarket Reserve between 9am-3pm at the equinox (22 September) and to allow a minimum of 3 hours of direct sunlight between 9 am and 3 pm at the winter solstice (22 June).
- To protect and enhance the former Jockey's Convalescent Lodge including retaining a visual relationship between the Lodge and the Racecourse
- To provide sufficient car parking and utilise, where possible, the fall across the site to minimise the view of car parking areas from the street frontage
- To provide safe pedestrian and bike paths to connect to the principal pedestrian bicycle and public transport networks.
- To ensure buildings achieve high environmental performance standards at the design, construction and operation phases.
- To improve the water and energy efficiency of buildings and encourage the use of alternative water and energy (such as on-site solar generation) sources.
- To explore opportunities for innovative precinct scale environmentally sustainable initiatives.
- To minimise the impacts of waste on the community.

550 Epsom Road: Site Context







LEGEND

DETACHED HOUSING

MULTI RESIDENTIAL HOUSING

COMMERCIAL USE

EVENT USE PUBLIC OPEN SPACE

HERITAGE BUILDING → SITE ACCESS

SITE BOUNDARY EXISTING TREES

DOCUMENTS SUBMITTED FOR:

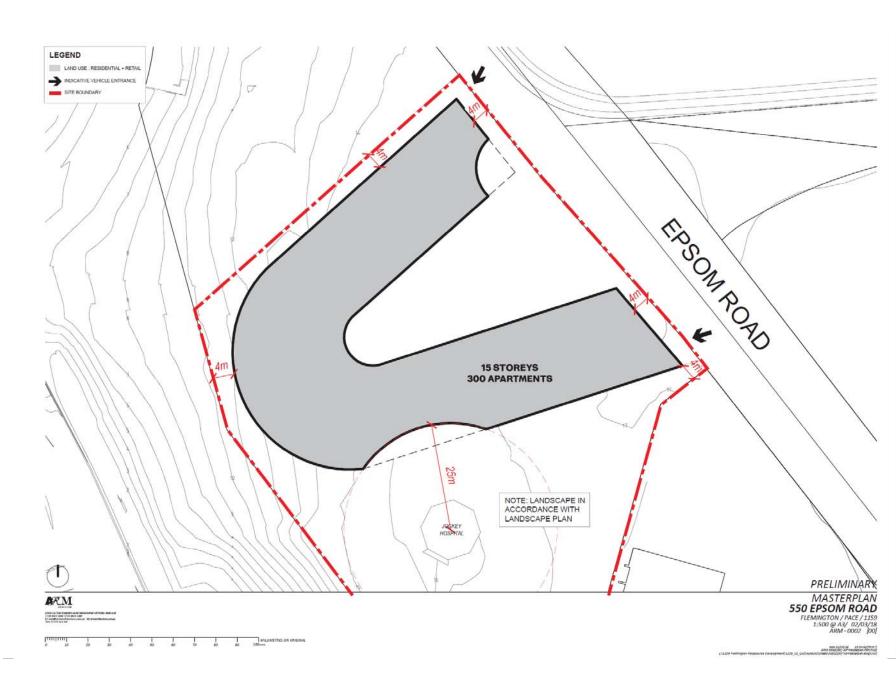
TOWN PLANNING PERMIT APPLICATION

HERITAGE PERMIT APPLICATION



Site Context and Existing Conditions Plan
550 Epsom Road
Lot 2, 448-550 Epsom Road, Flemington VIC 3031 / PACE / 1159

550 Epsom Road: Master Plan



Page 10 of 35 LEGEND- PAVEMENTS AND SURFACES





HARDWOOD TIMBER DECK

EXISTING ASPHALT PAVE-MENT

PERMEABLE SURFACE TO DRIVEWAY AND CARPARKS TWO COLOR BRICK

NATURAL STONE, LIGHT GREY FEATURE PAVER TILES MIX OF 4 COLORS TO CREATE PAT-

EXISTING BRICK PAVEMENT TO BE RETAINED

TO BE RESURFACED

RECYCLED RED BRICK



NATURAL STONE SMALL SIZE, SEMI- DARK GREY GRANITE



CASTLEMAINE SLATE PAVERS IN 'CRAZY PAVE' ARRANGE-







NATURAL STONE SMALL SIZE, SEMI- LIGHT GREY GRANITE



LIGHT GREY GRANITE PAVING LAID IN VARIOUS DIREC-TIONS TO FORM AROUND FEATURE RIBBON TILES

OPPORTUNITIES FOR ROOM PLANTING/ GARDENS TO NEW BUILT FORM

NOTES:

PLANTING TO JOCKEY'S LODGE TO PROMOTE REINSTATEMENT OF PLANTING TO ORIGINAL

CONFIGURATION (CIRCULAR). THE LANDSCAPE

CONCEPT IS BASED AROUND THE EXISTING HERITAGE HEDGE WHICH IS RETAINED WITHIN

ITS CURRENT LOCATION AND EXTENDED LANDSCAPE PLANS TO RESPOND TO

LEGEND- HARDSCAPE ELEMENTS

TERN



FEATURE RIBBON TO FORM PAVING AND SEATING FEA-



SHALLOW WATER FEATURE



FENCING AND GATES FOR DETAILS REFER



BIKE RACKS

FENCING BETWEEN PRIVATE GARDENS



FLEXIBLE SEATING AND TABLES



CONCRETE WALL WITH





LEGEND- SOFTSCAPE



PROPOSED HEDGE- 1200 MM TO EXTEND EXISTING HEDGE Pittosporum undulatum



RETAINED TRANSPLANTED TREE



EXISTING TREES TO BE



GARDEN BED





PRIVATE GARDEN AREAS



PROPOSED TREES



EXISTING HEDGE Pittosporum undulatum



DISTANCE TO THE EXISTING PITTOSPORUM UNDULATUM HEDGE



CITY OF MELBOURNE PLANNING 10/07/2018

550 Epsom Road: Transport & Access Plan

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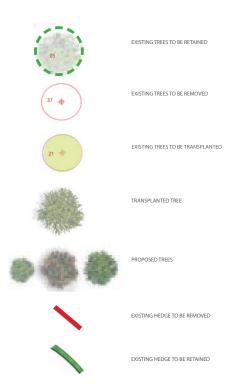


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The removal of trees is primarily dictated by

- . The extent of the building basement and associated construction works
- . The health of the trees at the time of the arboricultural report, two trees in particular were of poor health and not greatly contributing to heritage value, these were Malus sp. and Prunus sp.
- . Based on the health condition of tree no. 21 Schinus areira it was nominated to be transplanted within the proposed works.

Trees are retained where possible, with a maximum number of trees being retained around the Jockey Lodge.



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MINISTERIAL PLANNING REFERRAL

DELEGATE REPORT

Application number: TPM-2018-16

DELWP Application number: DP1800354

Applicant: Pace Development Group c/- Urbis **Owner:** Victorian Racing Club Limited

Architect: ARM Architecture

Address: Flemington Racecourse, 428-550 Epsom

Road, Flemington VIC 3031

Proposal: Application for approval of 550 Epsom Road

Comprehensive Development Plan as required under the Comprehensive Development Zone (Schedule 4)

Cost of works: N/A

Date received by City of Melbourne: 10 July 2018

Responsible officer: Richard Cherry

Report Date: 16 November 2018

1. INTRODUCTION

Pursuant to the Melbourne Planning Scheme, the subject site is located within Comprehensive Development Zone (Schedule 4). The purpose of the overarching Comprehensive Development Zone is to provide for a range of uses and the development of land in accordance with a comprehensive development plan incorporated in this scheme.

Schedule 4 to the Comprehensive Development Zone requires the delivery of the 550 Epsom Road Comprehensive Development Plan, which was introduced as part of Planning Scheme Amendment C290. Further details of Amendment C290 are discussed at Section 4 of this report.

This report provides an assessment against the applicant's Comprehensive Development Plan only, in accordance with Section 5.0 of Schedule 4 to the CDZ, which states:

Before a permit can be granted under any provision of this Schedule a Comprehensive Development Plan must be prepared in accordance with the requirements of this Schedule and be approved by the responsible authority.

This assessment has not considered a planning permit application.

The Minister for Planning is the Responsible Authority for the subject site.

2. SUBJECT SITE AND SURROUNDS

Referring to the Flemington Hill and Epsom Road Advisory Committee – Advisory Committee Stage 4 Report, 3 June 2016 (discussed in detail at Section 4 of this report), a detailed overview of the subject site and surrounds is summarised as follows.

The Flemington Racecourse precinct is located in Melbourne's inner northwest, approximately 5km from the Melbourne Central Activities District (CAD). The Flemington Racecourse precinct is proximate to a number of major growth and urban renewal areas, including the Footscray Metropolitan Activity Centre, the Parkville Employment Cluster and the urban renewal precincts of Arden-Macaulay, Dynon, City North and E-Gate.

Flemington Racecourse is proximate to existing and future nodes of activity and employment, including the Racecourse Road Activity Centre.

The Flemington precinct is located between the Craigieburn and Sunbury rail lines and includes the alignment of the Flemington spur line. Epsom Road (a designated Road Zone) is served by tram route 57, which runs along Epsom Road and connects West Maribyrnong to Elizabeth Street/Flinders Street Station in the city, and a range of bus routes which operate in the vicinity of the Racecourse.

The subject site itself is irregular in shape, of approximately one hectare in area. It is located between the Quest Apartments to the south-east and the Victoria Racing Club (VRC) offices to the north-west.

The site is predominantly vacant, consisting of landscaped open space, trees and a heritage-listed Jockeys Convalescent Lodge – an octagonal structure – located towards the southern portion of the site. The Statement of Cultural Heritage Significance for this structure states:

The former Convalescent Jockey's Lodge is of significance as a possibly unique example in Victoria of a centralised hospital building, a form which became popular in the 1880s in England. It is an exceptional example of a picturesque structure of the late nineteenth century.

A 22 storey residential redevelopment (known as the 'Only' building) is located on the triangular site directly north – at the intersection of Epsom Road and Ascot Vale Road. Small-scale commercial properties are located on the north side of Racecourse Road and Newmarket Reserve, and the Flemington and Kensington Bowling Club occupy a triangular site located on the south side of Racecourse Road. Quest serviced apartments, a low rise development set in landscaped grounds with areas of open car parking, are located directly adjacent the south-east boundary of the subject site. The VRC's office – a low-rise building situated in a landscaped setting – is located to the north-west of the site.

West of the site the land slopes steeply to an internal access road, with stables and other buildings associated with horse training abutting the west side of this road.

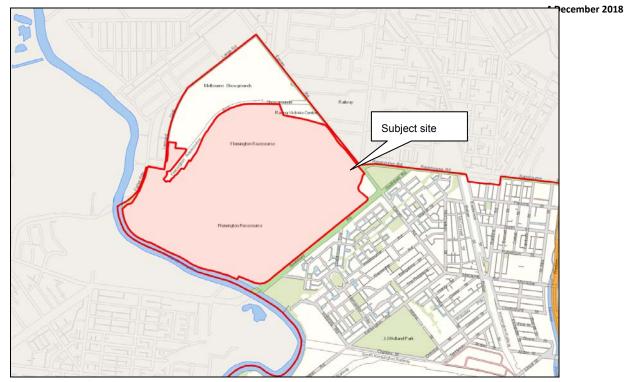


Figure 1: Map of site (Flemington Racecourse) and surrounds



Figure 2: Aerial of site (Flemington Racecourse) and surrounds – Source: NearMap 23 August 2018



Figure 3: Review site title boundaries - Source: application material

3. THE PROPOSAL

The Comprehensive Development Plan seeks to introduce the broad parameters for future development of the subject land as part of any future planning permit application. While specific details of future development are not considered as part of this assessment, broadly, the proposed Comprehensive Development Plan seeks approval for the following:

- Construction of a horse-shoe (U-shaped) building sited towards the northern portion of the land.
- The building has a maximum height of 15 storeys and contains a maximum of 300 dwellings plus retail.
- The building has 4m setbacks from the north, east and west property boundaries.
- The southern portion of the building has a semi-circular cut-out so that a 25m setback is provided from the centre of the nearby former Jockey's Convalescent Lodge, which is being retained and restored on-site.

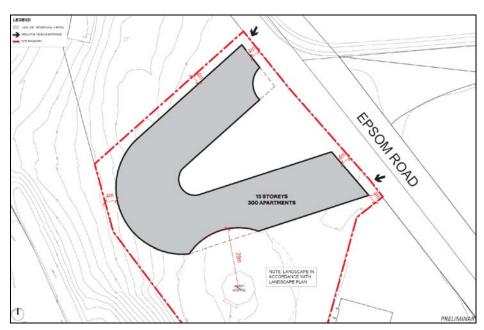


Figure 4: General development footprint- Source: application material

Landscaping is proposed throughout the site, with special consideration for the reinstatement of circular planting around the existing Jockey's Convalescent Lodge.



Figure 5: General landscape response – Source: application material

- The submitted Integrated Transport and Access Plan provides the following details:
 - o Development Summary:

Lanc	l Use	Size
	1-bedroom	48 dwellings
Posidontial Anartmont	2 -bedrooms	187 dwellings
Residential Apartment	3-bedrooms	38 dwellings
	4-bedrooms	9 dwellings
Desidential Terrals areas	2-bedrooms	6 dwellings
Residential Townhouses	3-bedrooms	12 dwellings
Sub	Total	300 dwellings
Food and D	rink Premises	290sqm (2 tenancies)

o A total of 355 car parking spaces located across four basement levels.

- A new vehicular entry (double crossover) towards the south-east portion of the site off Epsom Road with a potential second vehicle entry (single crossover) further north, also off Epsom Road.
- A total of 330 bicycle parking spaces.
- Associated off-site public realm works to enhance pedestrian, vehicle and tram networks proximate to the site.



Figure 6: General traffic works - Source: application material

A Section 173 Agreement has been prepared and submitted with the application

 refer Section 7.4 of the report for details.

4. BACKGROUND

4.1. Amendment C290

Planning Scheme Amendment C290 was gazetted into the Planning Scheme on 2 March 2017. Amendment C290 rezoned 550 Epsom Road, Flemington to Comprehensive Development Zone in order to facilitate the development of high and/or medium density urban living incorporating a variety of residential uses and dwelling types, supported by a limited mix of complementary uses including commercial and retail.

Specifically, the amendment:

- Rezoned the land from a Special Use Zone to the Comprehensive Development Zone.
- Introduced Schedule 4 to the Comprehensive Development Zone into the Melbourne Planning Scheme.

The land at 550 Epsom Road, Flemington is freehold land, currently owned by the Victoria Racing Club Limited. This land has been identified as surplus to racing requirements. The land was previously zoned Special Use under the Melbourne Planning Scheme. The specific purposes of Schedule 1 to the Special Use Zone were related to the use of the land as a Racecourse. A planning scheme amendment was required to facilitate the use of the land for residential and limited commercial and community uses.

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The Schedule to the Comprehensive Development Zone (CDZ) encourages the development of the site for high and/or medium density urban living supported by a limited mix of complementary uses including commercial and retail. The zone makes specific reference to the need to appropriately respond to the former Jockey's Convalescent Lodge and its landscape setting that forms part of the subject site.

As part of Amendment C290, the Minister for Planning appointed the Flemington Hill and Epsom Road Advisory Committee to provide advice on the suitability of draft amendments.

The Advisory Committee carried out an initial review and consultation on the amendments with Melbourne City Council, Moonee Valley City Council, Victoria Racing Club, the Department of Environment, Land, Water and Planning (DELWP) and the Royal Agricultural Society Victoria. The Committee also invited VicRoads, Public Transport Victoria, Office of the Victorian Government Architect and the Department of Economic Development, Jobs, Transport and Resources to its initial meeting. The Committee also sought the involvement of various local community groups as part of its early considerations.

The Advisory Committee's Stage 1 report recommended that the VRC make a number of changes to the draft amendments before they were publicly exhibited. The revised amendment documentation was exhibited from 11 January 2016 until 19 February 2016, with late submissions accepted until 1 March, 2016. A total of 331 submissions were received.

The Committee held a Directions Hearing and public hearings over 12 days during March and April 2016. Some 33 parties were represented at the hearings.

The Committee's assessment encompassed a wide range of relevant issues, including existing conditions, strategic planning, traffic and transport, urban design, built form, heritage, noise, public open space, development contributions, affordable and diverse housing, responsible authority status and municipal boundaries.

The Committee made 23 recommendations and its primary recommendation was that the Comprehensive Development Zone be applied to both precincts through amendments adopted and approved by the Minister for Planning using section 20(4) of the Act. The Committee concluded that the accompanying Comprehensive Development Plans, that are to be incorporated in the planning schemes, required further work and that these plans should be revised through a further consultative process.

4.2. Flemington Hill and Epsom Road Advisory Committee

The Flemington Hill and Epsom Road Advisory Committee (the Committee) was appointed by the Minister for Planning on 29 September 2015 under section 151 of the *Planning and Environment Act 1987* (the Act) to provide advice on the suitability of two draft planning scheme amendments that sought to rezone and facilitate development of two precincts within the Flemington Racecourse to a Comprehensive Development Zone. The two precincts were originally identified as 'Flemington Hill' and 'Epsom Road'.

The site that is the subject of this report is 'Epsom Road'.

The Terms of Reference provided that the Committee undertook its work in four clear stages:

 Stage 1: Review and Consultation on proposed Comprehensive Development Plans and associated draft Planning Scheme Amendment documentation dated June 2014. This part of the process resulted in the Committee releasing a report on 17 December 2015: Stage 1 Review and Consultation (the Stage 1 report).

- Stage 2: Public Consultation exhibition of the draft Planning Scheme
 Amendments was undertaken from 11 January 2016 to 19 February 2016. Late submissions were accepted from the community up until the Directions Hearing on 1 March 2016.
- Stage 3: Public Hearing held over 12 days from 15 March to 6 April 2016.
- Stage 4: Outcomes, resulting in a report to the Minister for Planning.

The Stage 4 **Outcomes** report is known as the *Flemington Hill and Epsom Road Advisory Committee – Advisory Committee Stage 4 Report, 3 June 2016.*

Appendix F, referenced throughout the report, includes the following diagram (Figure 7). It shows that a proposed building envelope must not encroach into retained former Jockey Convalescent Lodge and must provide minimum boundary setbacks.

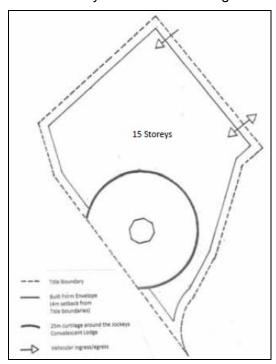


Figure 7: Setback diagram – Source: Flemington Hill and Epsom Road Advisory Committee – Advisory Committee Stage 4 Report, 3 June 2016

The Comprehensive Development Plan requirements of Schedule 4 to the Comprehensive Development Zone refer back to the Advisory Committee Stage 4 report – discussed at Section 8 of this report.

5. PLANNING SCHEME PROVISIONS

The following provisions of the Melbourne Planning Scheme apply:

State Planning	Clause 11.02 – Managing Growth
Policies	Clause 11.03 – Planning for Places
	Clause 15.01 – Built Environment
	Clause 15.02 – Sustainable Development
	Clause 15.03 – Heritage
	Clause 16.01 – Residential Development
	Clause 18.01 – Integrated Transport
	Clause 18.02 – Movement Networks
Municipal	Clause 21.06 – Built Environment and Heritage
Strategic	Clause 21.07 – Housing

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Statement	Clause 21.09 – Transport	mı
	Clause 21.10 – Infrastructure	
	Clause 21.15 – Potential Urban Renewal Areas	
	(Clause 21.15-2 – Kensington and Flemington)	
Local Planning	Clause 22.02 – Sunlight to Public Spaces	
Policies	Clause 22.05 – Heritage Places outside the Capital City Zone	
	Clause 22.17 – Urban Design outside the Capital City Zone	
	Clause 22.19 – Energy, Water and Waste Efficiency	
	Clause 22.23 – Stormwater Management (Water Sensitive Urban Design)	
	Clause 22.26 – Public Open Space Contributions	

Statutory Contro	ls
Clause 37.02	The purpose of Schedule 4 to the Comprehensive Development Zone is:
Comprehensive Development Zone Schedule 4	To develop 550 Epsom Road for medium and/or high density urban living incorporating a variety of residential uses and dwelling types with a high quality of internal amenity, supported by a limited mix of complementary uses including commercial and retail.
	To provide for an exemplary standard of architecture and urban design, having regard to the site's premier location close to both a major intersection and main entrance to the Flemington Racecourse.
	To ensure that the design of buildings respect and enhance the heritage significance of the former Jockey's Convalescent Lodge and its landscape setting, which is identified in the statement of significance for the Flemington Racecourse Heritage citation within the Victorian Heritage Database (H220).
	To support the ongoing operation of the Flemington Racecourse and Melbourne Showgrounds.
	To provide for best practice sustainability outcomes in the design, construction and ongoing management of development on the site.
	To provide for development of the land in accordance with the approved Comprehensive Development Plan, as required by this Schedule.
	Pursuant to Clause 1.0 to Schedule 4 of the Comprehensive Development Zone:

not exceed 300.

required).

Development Zone:

The use of land must be generally in accordance with the approved

A Retail Premises (other than Food and Drink Premises, Gambling Premises, Hotel, Tavern and Shop) is a Section 2 Use (permit

A Dwelling (other than Bed and Breakfast) is a Section 1 Use (permit not required) on the condition that the total number of dwellings does

A Food and Drink Premises (other than Hotel and Tavern) is a Section 1 Use (permit not required) on the condition that the

leasable floor area does not exceed 150m².

Pursuant to Clause 2.0 to Schedule 4 of the Comprehensive

	Comprehensive Development Plan.
	Pursuant to Clause 4.0 to Schedule 4 of the Comprehensive Development Zone:
	A permit must not be granted to construct a building or construct or carry out works which exceeds 15 storeys in height above natural ground level, with the exception of non-habitable architectural features and building services.
	550 Epsom Road Comprehensive Development Plan
	Pursuant to Clause 5.0 to Schedule 4 of the Comprehensive Development Zone:
	Before a permit can be granted under any provision of this Schedule a Comprehensive Development Plan must be prepared in accordance with the requirements of this Schedule and be approved by the responsible authority.
Clause 43.01	The subject land is included on the Victorian Heritage Register under the
Heritage Overlay	Heritage Act 2017 – Ref No H2220.
Schedule 272	Pursuant to Clause 43.01-2, a heritage place which is included in the Victorian Heritage Register is subject to the requirements of the Heritage Act 2017.
	Pursuant to Clause 43.01-3, no permit is required under this overlay to develop a heritage place which is included in the Victorian Heritage Register, other than an application to subdivide a heritage place of which all or part is included in the Victorian Heritage Register.

Particular Provision	ons
Clause 52.06 Car Parking	Pursuant to Clause 52.06-3, a permit is required to reduce (including reduce to zero) the number of car parking spaces required under Clause 52.06-5.
	Pursuant to Clause 52.06-5, the following car parking rates apply: <u>Dwelling</u>
	1 space to each one or two bedroom dwelling;
	2 spaces to each three or more bedroom dwelling;
	0 spaces for visitors.
	Food and Drink Premises
	3.5 spaces to each 100m² of leasable floor area.
Clause 52.29 Land Adjacent to	Pursuant to Clause 52.29-2, a permit is required to create or alter access to a road in a Road Zone, Category 1.
a Road Zone	Epsom Road is identified as a Road Zone, Category 1.
	Pursuant to Clause 52.29-4, an application to create or alter access to, or to subdivide land adjacent to, a road declared as a freeway or arterial road under the Road Management Act 2004, land owned by the Roads Corporation for the purpose of a road, or land in a Public Acquisition Overlay if the Roads Corporation is the acquiring authority for the land, must be referred to the Roads Corporation under section 55 of the Act.
Clause 52.34	Pursuant to Clause 52.34-2, a permit may be granted to vary, reduce or
Bicycle Facilities	waive any requirement of Clause 52.34-5 and Clause 52.34-6.
	Pursuant to Clause 52.34-5, the following bicycle parking rates apply:

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	Dwelling
	1 space to each 5 dwellings for residents;
	1 space to each 10 dwellings for visitors.
	Retail (Food and Drink Premises)
	1 space to each 300m² of leasable floor area for employees;
	1 space to each 500m² of leasable floor area for shoppers.
Clause 58	Provisions in Clause 58 apply to an application to construct or extend an
Apartment Developments	apartment development, or to construct or extend a dwelling in or forming part of an apartment development, if
·	The apartment development is five or more storeys, excluding a basement, and is in the General Residential Zone, Residential Growth Zone, Mixed Use Zone or Township Zone, or
	The apartment development is in the Commercial 1 Zone, Commercial 3 Zone, Special Use Zone, Comprehensive Development Zone, Capital City Zone, Docklands Zone, Priority Development Zone or Activity Centre Zone.

General Provision	s
Clause 72.01	The Minister for Planning is the responsible authority for administering
Responsible Authority for this Planning Scheme	and enforcing the scheme for the Comprehensive Development Zone – Schedule 4 550 Epsom Road.
Clause 66.02	Pursuant to Clause 66.02-11, an application to subdivide land, to
Use and Development Referrals	construct a building or to construct or carry out works for a residential development comprising 60 or more dwellings or lots must be referred to Head, Transport for Victoria.
Clause 66.03	Pursuant to Clause 66.03, application to create or alter access to, or to
Referral of Permit Applications	subdivide land adjacent to, a road declared as a freeway or an arterial road must be referred to Roads Corporation.
under other State Standard Provisions	Epsom Road is identified as a Road Zone, Category 1.

6. PUBLIC NOTIFICATION

Clause 5.0 of Schedule 4 to the Comprehensive Development Zone states that prior to approving, or amending, a Comprehensive Development Plan, the responsible authority must consider the views of Melbourne City Council.

The Minister for Planning has therefore referred this application to Melbourne City Council for comment.

7. REFERRALS

The application was referred to the following internal departments with comments summarised:

7.1. Traffic Engineering

Schedule 4 to the Comprehensive Zone requires an Integrated Transport and Access Plan to be prepared to the satisfaction of the responsible authority in consultation with Melbourne City Council. The originally lodged CDP was therefore referred to Council's Traffic Engineers who raised a number of discussion points for the applicant's further consideration. The applicant subsequently provided a response to these discussion points to which Council's Traffic Engineers have reviewed and addressed as follows:

Item 1

Engineering Services original comment

It is considered that the proposed left-in only access (i.e. no right turns into the site), will lead to vehicles performing U-turns at various ad hoc locations in the vicinity of the site, which is undesirable. Ideally a more appropriate access would have been developed.

Applicant's response

The vehicle access strategy for the site, including access points to Epsom Road, has been developed in conjunction with VicRoads. The vehicle access routes to the site from the surrounding road network is addressed in the GTA Report.

Engineering Services revised comment

Given that this section of Epsom Road is classified as an Arterial Road and is under the care/management of VicRoads, this issue is considered to be a matter for VicRoads, the CoM will have to defer to VicRoads position on this matter.

Item 2

Engineering Services original comment

It is noted that VicRoads (Appendix A, GTA ITAP) stated that an additional left-in access on Epsom Road north of the roundabout "would support vehicles entering the site from the north and west and reduce their impact to the surrounding road network". Yet this additional access has now been removed from the proposal. Presumably all traffic modelling undertaken as part of the Panel Hearing was done with this second access included. Has the option with a single access to the south of the roundabout been modelled?

Applicant's response

The modelling completed as part of the Panel Hearing assumed only one access to Epsom Road was provided (consistent with the proposed). The most recent correspondence with VicRoads, the responsible authority, documents that VicRoads preference is not to provide the additional access point (captured in meeting minutes dated 23/05/18).

Engineering Services revised comment

As per our response to Issue 1.

Item 3

Engineering Services original comment

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The GTA ITAP, Section 3.3.2, states that the trend of reduced car use is considered likely to continue into the future. This reduced car use will only occur if alternative travel facilities are provided.

Applicant's response

Noted.

Engineering Services revised comment

No further comments are made in relation to this matter.

Item 4

Engineering Services original comment

Section 3.6 states that the footpath outside the site can be upgraded to a shared path by the use of signage. It continues that "... the traffic volumes and speed on Epsom Road imply that an off-road facility is required in this location (in addition to the lack of available road space for on-road facilities." The existing footpath is not suitable for use as a shared path, given its width and future higher use by pedestrians. Providing a shared path of the width available will result in significantly reduced safety for pedestrians and cyclists. Consideration should have been given to providing a new off-road path through the site.

Applicant's response

The intention at the rezoning phase was to retrofit a shared path as best as possible to the existing footpath to allow cyclists to use the footpath rather than the road. There are numerous examples of shared paths throughout Melbourne and Australia that don't meet all the specific dimensional requirements of a shared path (due to physical constraints) but provide an enhanced facility for cyclists. It was not the intention of the rezoning to incorporate a shared path through the site itself.

Engineering Services revised comment

Although there are a number of shared paths on relatively narrow footpaths within the CoM (due to constrained road space), they are problematic. The CoM maintains the view that, given that this is a 'greenfields' site, consideration should be given to providing a new off-road path through the site.

Item 5

Engineering Services original comment

Although ultimately a matter for VicRoads (given the Arterial Road status of Epsom Road between Smithfield and Racecourse Roads) it is considered that the proposed pedestrian signals on the plans, should incorporate a bicycle crossing.

Applicant's response

The design of the pedestrian operated signals was developed as part of the site rezoning with the design further developed in conjunction with VicRoads the responsible authority for Epsom Road.

Engineering Services revised comment

The above response is accepted, given that VicRoads is also the responsible authority for the installation & maintenance of traffic signals in the CoM.

The above is discussed in detail at Section 8 of the report.

7.2. City Design (Landscaping)

The City of Melbourne's City Design team made the following comments:

Our comments are made based on the amended landscape plans by RWA and the arboricultural assessment by Treelogic.

The Comprehensive Development Plan requires a landscape plan which:

 Promotes the reinstatement of the original garden and planting of the Jockey's Convalescent lodge to its original early configuration (being an area of 19m from the edge of the building).

The justification that retaining and improving the original hedge is consistent with the intent of the CDZ makes sense. Even if the retention of this hedge is outside of the 19m from the edge of the building, retention in its original location should be what is more important.

While we are comfortable with landscape extending beyond the 19m offset, the CDP requirements also state that: A minimum curtilage of 25m surrounding the former Jockey's Convalescent Lodge, within which no development is to occur, with the exception of landscaping. You advised that this is addressed to the north, however it is not clear based on the plans submitted. Future iterations of the landscape plan should show the design relative to the ground floor, with sections identifying the overhang of the building. The hedge could actually be reinstated completely within the site footprint, rather than cut off to the north as is currently shown.

During the planning application process further information should be provided on the proposed planting species and pavement design to ensure suitability.

Retains existing significant vegetation where practicable.

The attached arborist report indicates that the existing trees are of a moderate value at best. The proposal then shows the best of these moderate trees to be removed – including all Australian natives, with many of those to be retained of a low value. So while the revised submission notes that nine trees will be retained (increased from four) and an additional tree relocated, it is questionable as to whether more significant trees could have been retained. Alternatively it could also be considered whether any of the trees are worthy of retention if they are only of moderate value. I will defer to Urban Sustainability to provide further insight on this issue.

Sets the buildings in a landscaped setting.

Landscaping has been shown within the courtyard and is acceptable.

7.3. Urban Forest and Ecology

The City of Melbourne's Urban Forest and Ecology teams made the following comments:

General

These comments refer to the Arboricultural Assessment and Report by Tree logic, dated 15 August 2018.

Comments

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The development plan does not define 'significant vegetation', although it is often a combination of environmental and cultural, historic and aesthetic factors. The methodology used to assign the Arboricultural rating is tree focused and defined in the report. In terms of tree assessments the method is robust. However, as identified in the report, it does not assess the significance of any vegetation from an ecological or habitat perspective.

Many of the trees assigned the highest category in the report are located within the footprint of the proposed building and as such cannot be retained.

It is probable that other trees identified for retention may be under threat given their location within land that will be required for construction purposes (site compounds, storage etc).

Review Conclusion

In terms of trees on the site, the Arboricultural Assessment demonstrates that the majority of the highest category trees, or trees of highest significance, cannot be retained.

It is clear that the site includes a number of trees assigned with low ratings, or low significance, and as such, once removed, will provide space for tree planting and other landscaping.

In this instance it is considered prudent to adopt the widest definition of 'significant vegetation' and as such, this cannot be solely provided by an Arboricultural Assessment.

Recommendation

The applicant should provide an ecological assessment that will define significant vegetation based on habitat or other measurable ecological values.

7.4. Legal Counsel

The original draft Section 173 Agreement, prepared on behalf of, and submitted by the applicant was referred to Council's legal Counsel for review and adjustment, if required.

The Agreement was amended accordingly and sent to the applicant via DELWP for review and amending in accordance with the changes requested by Council's Legal Counsel.

7.5. Other Referrals

The following Council departments have not been requested to provide referral comments on the Comprehensive Development Plan with comments to be sought at the planning application stage:

- Urban Design
- Waste Services
- Civil Design
- Land Survey
- Parks, Property and Waterways
- Open Space
- Green Infrastructure

8. ASSESSMENT

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Pursuant to Schedule 4 of the Comprehensive Development Zone, a Comprehensive Development Plan must be prepared in accordance with the requirements of this Schedule.

The key consideration in this application is whether the requirements of the Comprehensive Development Plan have been satisfied. An assessment against these requirements is as follows:

Requir	rement	Response
The res	sponsible authority must consider the of:	Achieved The Stakeholder Engagement Report
0	Melbourne City Council,	submitted by the applicant demonstrates
0	Moonee Valley City Council, and	considerable liaison with Melbourne City Council, Moonee Valley City Council and the
0	The Office of the Victorian Government Architect, or any other independent reviewer, as to the architectural expression and materiality of the proposal having regard to the significance of the racecourse precinct.	Office of the Victorian Government Architect (OVGA).
	ner of the land must enter into an	Achieved
the res of the r 173 of	nent with the City of Melbourne and ponsible authority, to the satisfaction responsible authority under Section the Planning and Environment Act requiring:	A draft Section 173 Agreement has been prepared by the applicant and has been reviewed and amended where required by Council's Legal Counsel.
0	Payment by the owner to the City of Melbourne of a contribution of \$3,000.00 per dwelling (indexed 1 July each year according to the Building Price Index, June Quarter, Melbourne, in Rawlinsons Australian Construction Handbook), such contribution to be paid prior to a certificate of occupancy being granted;	The specified requirements listed (left-hand column) have been included in the draft Section 173 Agreement.
0	Provision of 5% of new dwellings to be held in Trust and managed as affordable housing.	
0	Contribution towards the shared path between the site and the Showgrounds Village Shopping Centre on the west side of Epsom Road and a shared path from the site to connect to the existing bicycle path on Smithfield Road.	
0	Payment by the owner of all of the City of Melbourne and the responsible authority's reasonable legal costs and expenses of the agreement, including preparation, execution and registration on title.	

Comprehensive Development Plan Objectives

Objective	Response
To promote medium and/or high density	Achieved
residential living that encourages both day	A medium density (15 storey, 300 dwelling)

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and evening activity though the provision of limited complementary community, convenience and service uses.	residential development with limited complementary uses is shown as a general layout, to promote day and night activity onsite.
To provide for limited community facilities	Achieved
and other non-residential uses that support the current and future residential community and provide opportunities for social interaction.	Communal open space and a retail component are nominated, which will support the on-site and broader residential community. This includes use of the existing open space to the south of the proposed building (around the jockey lodge) and within the development's ground level communal space surrounded by the development's 'horse-shoe' footprint.
To provide ground level uses (including	Able to be Achieved
residential, community and commercial) that promote activity to Epsom Road.	Internal floor layouts have not been shown in detail on CDP application material. Notwithstanding, the provision for a mix of active uses facing Epsom Road is able to be achieved and will be required as part of any planning application lodged.
To provide for a mix of residential	Able to be Achieved
accommodation, dwelling typographies and apartment sizes.	Internal floor layouts have not been shown in detail on CDP application material. However, the general mix of dwelling types has been provided as part of the Integrated Transport and Access Plan (see Section 3 of this report), which lists a mix of 1, 2, 3 and 4 bedroom apartments and 2 and 3 bedroom townhouses. The number of bedrooms will largely determine the apartment sizes to comply with the Better Apartment Design Standards at Clause 58 of the Melbourne Planning Scheme. This level of detail will be required as part of any planning application lodged.
Materials and finishes to be of a high quality	Able to be Achieved
and generally consistent throughout the development.	Assessment of a planning application will include a full detailed design review in consultation with Council's Urban Design team.
To provide high quality internal amenity for	Able to be Achieved
future residents, including the provision of communal spaces for the overall development.	Internal dwelling amenity must satisfy the requirements of the Better Apartment Design Standards at Clause 58 of the Melbourne Planning Scheme. This level of detail will be required as part of any planning application lodged.
To optimise solar access and minimise the	Able to be Achieved
effect of wind to streets and public open spaces to enhance amenity and function throughout the year.	The building footprint has been shown, along with the maximum building height (allowable within Schedule 4 to the Comprehensive Development Zone).
	Sunlight, shadow and wind assessments will be required as part of any planning application and will contribute in determining the building envelope (i.e. heights and

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	setbacks of the development).
To limit minimise the extent of overshadowing of the Newmarket Reserve	Able to be Achieved
between 9am-3pm at the equinox (22 September) and to allow a minimum of 3 hours of direct sunlight between 9 am and 3 pm at the winter solstice (22 June).	As above, the shadow impacts will determine what heights and setbacks are necessary to limit overshadowing of Newmarket Reserve. This level of detail will be required as part of a planning application.
To protect and enhance the former Jockey's	Able to be Achieved
Convalescent Lodge including retaining a visual relationship between the Lodge and the Racecourse.	The basis for achieving an appropriate visual relationship with the former Jockey's Convalescent Lodge and Racecourse is discussed in the Flemington Hill and Epsom Road Advisory Committee – Advisory Committee Stage 4 Report, 3 June 2016.
	The report discusses how sensitive interfaces can be protected and enhanced, as follows:
	"the Committee supports Heritage Victoria's request for a 25 metre un-obstructed curtilage around the Lodge without the possibility of new structures."
	"A built form of varying heights, up to a maximum height of 15 storeys, is recommended. The Committee considers that the building envelope should derive from the site's garden setting and lack of nearby buildings, and capitalise on the excellent solar access and various outlooks. The built form should respond to the form and scale of the Jockey's Convalescent Lodge and its landscaped surrounds. Solar access should be another determinant of built form and the orientation of dwellings."
	The proposed building footprint provides a 25m curtilage from the centre of the lodge, which is generally consistent with the diagram (see Section 4.2 of this report) referred to in Appendix F of the Advisory Committee Stage 4 Report.
To provide sufficient car parking and utilise, where possible, the fall across the site to minimise the view of car parking areas from the street frontage.	Able to be Achieved
	As outlined at Section 3 of the report, a total of 355 car parking spaces are proposed for a mix of 1, 2, 3 and 4 bedroom dwellings plus retail. Using these numbers as a guide, the car parking rate at Clause 52.06-5 of the Melbourne Planning Scheme (specified at Section 5 of this report) would require a total of 369 on-site car parking spaces; resulting in a shortfall of 14 spaces.
	While these numbers are a guide (to be specified in greater detail at the planning application stage), the general provision of car parking is sufficient, if not an oversupply.
	Car parking is to be located within four basement levels to minimise streetscape impacts otherwise caused by visible car parking areas.

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	Detailed design within a planning application will be required to ensure that this objective is achieved in full.
To provide safe pedestrian and bike paths to connect to the principal pedestrian bicycle and public transport networks.	Able to be Achieved
	As recommended by Council's Traffic Engineers at Section 7.1 of the report, consideration should be given to providing a new off-road path through the site for pedestrians and cyclists.
	This recommendation is able to be achieved through compliance with mitigation and improvement works as identified in the applicant's Integrated Transport and Access Plan (ITAP), prepared by GTA Consultants.
	Liaison with Council's Traffic Engineers and VicRoads will form part of any assessment of a planning application.
To ensure buildings achieve high environmental performance standards at the design, construction and operation phases.	Able to be Achieved
	A Sustainability Management Plan detailing the environmental performance of the development will be required to be lodged as part of a planning application to ensure compliance with Council policy at Clause 22.19 (Energy, Water and Waste Efficiency) of the Melbourne Planning Scheme.
To improve the water and energy efficiency of buildings and encourage the use of alternative water and energy (such as on-site solar generation) sources.	Able to be Achieved
	A Stormwater Management report detailing the water sensitive urban design response for the development will be required to be lodged as part of a planning application to ensure compliance with Council policy at Clause 22.23 (Stormwater Management (Water Sensitive Urban Design)) of the Melbourne Planning Scheme.
To explore opportunities for innovative precinct scale environmentally sustainable initiatives.	Able to be Achieved
	As discussed above, a Sustainability Management Plan detailing the environmental performance of the development will be required to be lodged as part of a planning application.
To minimise the impacts of waste on the	Able to be Achieved
community.	A Waste Management Plan detailing the waste initiatives of the development will be required to be lodged as part of a planning application to ensure compliance with Council's waste guidelines and Council policy at Clause 22.19 (Energy, Water and Waste Efficiency) of the Melbourne Planning Scheme.

Comprehensive Development Plan Requirements

The Comprehensive Development Plan must be prepared to address the Objectives and include the following:

A site context and existing conditions plan,	Achieved 4 Dec
showing levels at AHD, existing land uses and building footprints, adjoining roads and access points.	A site context and existing conditions plan was provided as further information, submitted on 7 August 2018. The plan details AHD levels, existing land uses and building footprints, adjoining roads and access points.
A site master plan which includes:	
Indicative building locations, including a single tower form with a maximum building height of 15 storeys.	Achieved
	A site master plan was submitted on 18 September 2018 showing a single, U-shaped building footprint with a notation of 15 storeys.
A building envelope with minimum setbacks	Achieved
of no less than 4m from all site boundaries.	A site master plan was submitted on 18 September 2018 showing the location of a building footprint with minimum setbacks of 4m from all site boundaries.
A minimum curtilage of 25m surrounding the former Jockey's Convalescent Lodge, within which no development is to occur, with the exception of landscaping.	Achieved
	The original site master plan lodged with the CDP application included a section diagram taken through the lodge and the proposed building, indicating that a 25m curtilage was provided at the lower levels only with the upper levels overhanging (encroaching) this area.
	An updated site master plan was submitted on 18 September 2018 showing a building footprint with a minimum setback (curtilage) of 25m from the centre of the former Jockey's Convalescent Lodge and the section diagram removed.
	This therefore indicates that any potential overhangs at upper levels will be the subject of extensive assessment at the planning application stage and this should be reiterated through further section diagrams in any approved CDP.
No more than two indicative vehicle entry	Achieved
points to the site from Epsom Road.	A site master plan was submitted on 18 September 2018 showing two indicative vehicle entry points from Epsom Road.
	A full traffic assessment will be undertaken at the planning application stage, in consultation with Council's Traffic Engineers and VicRoads.
A maximum of 300 dwellings.	Achieved
	A site master plan was submitted on 18 September 2018 showing a single, U-shaped building footprint with a notation of 300

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	dwellings.
A landscape plan which:	
Promotes the reinstatement of the original	Achieved
garden and planting of the Jockey's Convalescent lodge to its original early configuration (being an area of 19m from the edge of the building).	The applicant submitted an updated Landscape Plan on 22 October 2018, accompanied by the following statement:
	"a detailed review of the existing planting locations has shown that the original hedge is 23 metres from the lodge, rather than the 19m specified in the CDZ. To ensure consistency with the intent of the CDZ provisions, the existing hedge has been retained and infilled where parts were absent. The landscape plan has been updated to more clearly show this."
	The landscape plan shows the reinstatement of the circular hedge as shown in Figure 5 of this report.
	While the proposed building encroaches into the location of the original northern portion of the hedge, the building achieves a 25m curtilage from the jockey's lodge in accordance with the minimum requirements specified in Schedule 4 to the CDZ.
	A further setback of the building footprint is therefore not considered necessary.
Retains existing significant vegetation where practicable.	Achieved
	A tree plan submitted on 22 October 2018 demonstrates that the majority of trees to be removed on-site are located where built form has been identified in the Amendment C290 documentation. A small number of trees (approximately 7) located within the circular hedge are proposed to be removed; however, these are supplemented with the planting of new trees as well as the retention of nine existing trees.
	An Arboricultural Assessment and Report was submitted on 22 October 2018 advising that only low to moderate trees were being removed from the site. As 'significant vegetation' has not been defined in any Amendment C290 material, there is limited scope to seek the retention of a higher number of existing trees on-site.
Sets the buildings in a landscaped setting.	Achieved
	The landscape plan illustrates that the building generally sits within a landscaped setting. The landscape plan submitted on 22 October 2018 shows an appropriate level of

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	hard and soft surfaces around the building footprint, within the U-shaped central courtyard and around the retained former jockey's lodge.
	As commented by Council's City Design team at Section 7.2 of the report, further information will be required at the planning application stage regarding proposed planting species and pavement design to ensure suitability.
An Integrated Transport and Access Plan showing:	
Mitigating works shown in diagrams for developments up to 300 dwellings: • Epsom Road, Racecourse Road and Ascot Vale Road, generally in accordance with drawing number 14M9014011-14-P4, prepared by GTA and dated 24 March 2016 (noting this plan includes intersection works at the roundabout, the signalised pedestrian crossing of Epsom Road, the pedestrian crossing of Racecourse Road to provide access to the tram stops on Racecourse Road).	Achieved
	An updated Integrated Transport and Access Plan (ITAP), prepared by GTA Consultants, was submitted on 22 October 2018. The ITAP details mitigating works in accordance with an updated version of referenced document "14M9014011-14-P4". The applicant explains:
	The referenced drawing is provided as Appendix C to the ITAP and Section 6.1 now makes the connection to this drawing. The ITAP is generally in accordance with the referenced drawing but has been updated as outlined in Section 6.1.
	All mitigating works outside the subject site's title boundaries will continue to be assessed in consultation with Council's Engineering Services team and VicRoads, as required.
Any further mitigation works necessary as a	Achieved
consequence of a Section 2 uses proposed.	Mitigation and improvement works have been detailed in the Integrated Transport and Access Plan.
Any conditions to be included on permits	Achieved
granted for use, subdivision or buildings and works as required by the Integrated Transport and Access Plan.	While specific wording of potential permit conditions have not been specified, the Integrated Transport and Access Plan includes an extensive list of recommended improvement works that could form part of any relevant permits granted.
	It is not appropriate for potential conditions to be specified at the Comprehensive Development Plan stage.
A requirement that mitigating works may be staged to the satisfaction of the responsible authority and must be implemented at the cost of the developer.	Not Applicable
	The applicant has advised that it is not proposed to stage the works. All works will be required to be completed prior to the occupation of the building. This could be translated if a planning permit is granted.

A requirement for the Integrated Transport	Achieved
and Access Plan to be prepared to the satisfaction of the responsible authority in consultation with Moonee Valley City Council, Melbourne City Council, VicRoads and Public Transport Victoria.	The ITAP has been prepared in consultation with Moonee Valley City Council, Melbourne City Council, VicRoads and Public Transport Victoria. As discussed throughout this report, ongoing liaison with Council's Traffic Engineers and VicRoads will form part of any assessment of a planning application.
An assessment of how the CDP addresses the recommendations of the Flemington Hill and Epsom Road Advisory Committee - Advisory Committee Stage 4 Report, 3 June 2016.	Achieved The Integrated Transport and Access Plan addresses the recommendations of the Flemington Hill and Epsom Road Advisory Committee – Advisory Committee Stage 4 Report, 3 June 2016, noting that limited recommendations relate to the subject site.

9. OFFICER RECOMMENDATION

That a letter be sent to DELWP advising that the City of Melbourne supports the proposal subject to the following condition:

 Demonstration through further Section Diagrams that no part of the building envelope projects into or overhangs a 25 metre curtilage from the centre of the former Jockey's Convalescent Lodge, at any level.