



## **3.0 Background Analysis**



### 3.1 Introduction

This section of the UDF provides the context and background along with the key influences and issues that will affect future growth and change within the Study Area. These have informed the UDF process and the Vision, Objectives and Strategies identified within it. The facts and figures presented in this section have been derived from analysis undertaken by thorough review of the strategic and physical context, along with a review of the relevant background documents. These relate to the municipal demographic profile, economic profile and community infrastructure.

### 3.2 Brief History

The historical development of Postcode 3081 and the Study Area is important in understanding the current conditions and issues faced today.

The Study Area was settled from the late 1830s, with land mainly used for farming. Significant development did not occur until the post-war years. Much of the area was constructed by the Housing Commission in the 1950s, with the area between Dougharty and Southern Roads servicing as the 1956 Olympic Village.

More recently, due to private buy back schemes, the DHHS ownership has become interspersed with private dwellings.

### 3.3 Community and Economic Profile

The study area (approximately 2 km<sup>2</sup>) accommodates approximately 1,900 dwellings, of which 30.5 % (2011 ABS Census) remain as public housing which are managed and maintained by the Department of Health and Human Services (DHHS). These properties range in typology from single detached dwellings to townhouse complexes. Only 40% of households were purchased or fully owned.

The study area contains some areas of social and economic disadvantage. Data from the 2011 Census indicates that postcode 3081 has above average levels of unemployment (11.2%, compared with 4.4% across the municipality), contributing to a smaller proportion of high income households (those earning \$2,500 per week or more) and higher proportions of low income households (those earning less than \$650 per week) (2011 ABS Census).

Historically, the postcode 3081 area has had lower residential property prices than the Banyule median. However, over the period 2014-2015 there has been significant uplift in housing prices. This may reflect increasing development interest in the area. Median unit prices in postcode 3081 remain lower than the Banyule median and have not yet experienced the same escalation in housing value growth. This is likely a reflection of the age of the building stock in the area.

### 3.4 Strategic Policy Context

The current Metropolitan Planning Strategy ‘Plan Melbourne’ was updated in 2017. Postcode 3081 sits within the La Trobe National Employment and Innovation Cluster which seeks to promote education, research, health, retail use and development. Postcode 3081 is central to the cluster, which has a focus on Northland Urban Renewal, Heidelberg Activity Centre, Latrobe University and the Heidelberg West Industrial Estate. Plan Melbourne also indicates that residential land around these education and health clusters has significant capacity to accommodate new housing.

The Planning Policy Framework (PPF) refers to the importance of providing housing choice that is close to services and jobs. It also promotes building up activity centres as the focus for high-quality development, in addition to a network of activity centres differing in size and function for the whole community to utilise. Undertaking strategic planning for the use and development of land in and around activity centres is encouraged.

The PPF also aims to create liveable communities and neighbourhoods where people have safe and convenient access to the goods and services they need for daily life within 20 minutes of where they live, travelling by foot, bicycle or public transport.

Clause 21.04-1 (Housing) of the MSS contains three objectives:

- Objective 1 New Housing: ‘guide new dwellings to preferred locations, including in Activity Centre Zones while continuing to promote appropriate urban consolidation to satisfy housing demand.’
- Objective 2 Housing Types: ‘provide a greater diversity of affordable housing opportunities in appropriate locations, including in Activity Centre Zones to address the needs of those seeking to reside in Banyule.’
- Objective 3 Housing affordability: ‘improve housing affordability.’

Clause 21.06 Clause 21.06-2 (Built Environment) includes a Housing Framework Map for the City. The Framework identifies postcode 3081 as an ‘Accessible Area’.

The vision for the Accessible Areas is:

*"They will provide townhouses and other medium density living and some dispersed single dwellings. Some opportunities for higher density housing will also exist. These areas include strategic redevelopment sites that provide for medium density and a higher density housing component.*

*Development must make a positive contribution to the desired future neighbourhood character, including opportunities for tree protection and planting."*

Postcode 3081 is identified as an area that is renewing and that ‘Public housing sites will provide well-designed redevelopment opportunities. A new desired future neighbourhood character will support development opportunities, with a focus on Olympic Village, Bell Street Mall, public housing sites and larger properties, where there may be higher density opportunities as well.’

Clause 21.05 (Natural Environment) encourages protection and enhancement of environmental links between areas of natural habitat and those which are of importance within the study area.

The Strategic Framework Plan at Clause 21.08 of the Banyule Planning Scheme (the Scheme) identifies an Activity Centre Hierarchy within Banyule. Whilst postcode 3081 is not identified, it sits within the La Trobe National Employment Cluster; this is identified as the top of the hierarchy of Centres within Banyule.

Clause 22.02 of the Scheme is Banyule’s Residential Neighbourhood Character Policy. It identifies the balance of the study area, which is currently zoned General Residential Zone 1 (GRZ1), as Garden Suburban Precinct 6, which suggests the area will accommodate change in a manner that enhances the preferred future character for the precinct whilst providing for housing growth that supports an improved, treed, urban environment.

Canopy trees and understorey planting will make a stronger contribution to the character of the area, particularly in front setbacks to reinforce the character of the street and along rear boundaries to soften the interface between dwellings. The policy suggests that site coverage may be greater as long as tree protection and planting is achieved.

To the south of Bell Street, the study area falls within Garden Suburban Precinct 2 which supports change in a manner that supports the suburban garden character of the precinct. All developments will contribute to an enhanced treed environment.

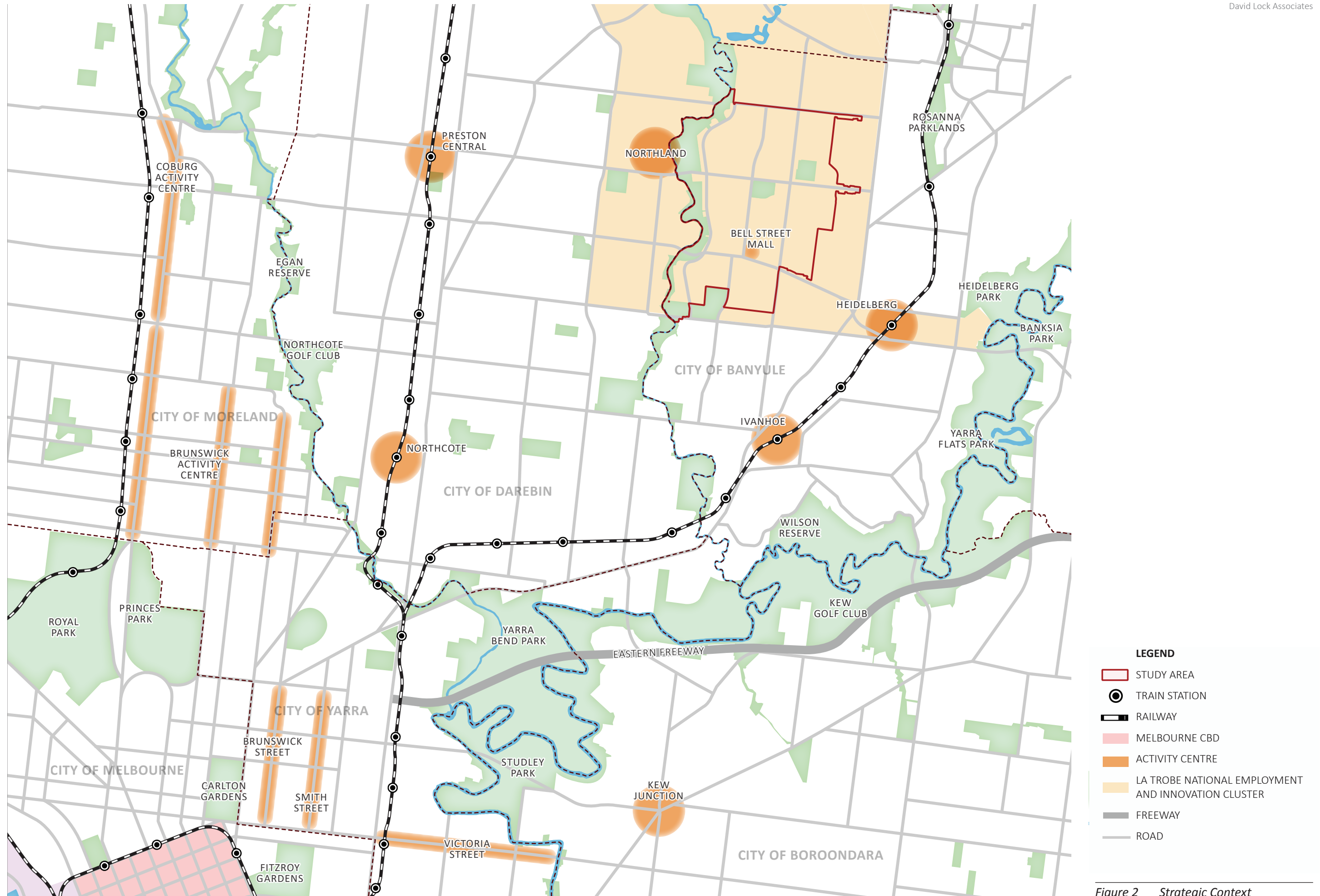


Figure 2 Strategic Context

### 3.5 Planning Controls

#### Zones

The study area is predominantly General Residential Zone 1 (GRZ1). This zone encourages development that respects the neighbourhood character of the area, whilst providing a diversity of housing types and housing growth, particularly in locations offering good access to services and transport.

The study area is also interspersed with Commercial 1 Zone (C1Z) precincts, which contain the Study Area's Activity Centres. This zone seeks to create vibrant mixed-use commercial centres for retail, office, business, entertainment and community uses. The zone also allows for residential uses at densities complementary to the role and scale of the commercial centre.

Open space through the study area is generally within a Public Park and Recreation Zone (PPRZ), which recognise areas of open space for public recreation, and to protect and conserve areas of significance where appropriate.

#### Overlays

The study area is affected by the following overlays:

- Special Building Overlay 2 (SBO2);
- Public Acquisition Overlay 1 (PAO1);
- Heritage Overlay 184 'Olympic Village Green' (HO184);
- Incorporated Plan Overlay 2 'Olympic Village' (IPO2); and
- Environmental Significance Overlay 1 'Yarra River, Plenty River and Darebin Creek' (ESO1) and 4 'Significant Trees and Areas of Vegetation' (ESO4).
- Vegetation Protection Overlay 5 'Substantial Tree Protection Area' (VPO5)

#### Public Acquisition Overlay 1 (PAO1)

The PAO1 applies to a section of Bell Street between Liberty Parade and the western side of Darebin Creek for road widening.

#### Heritage Overlay 184 'Olympic Village Green' (HO184)

HO184 applies to 15 Alamein Road, 1-17 Moresby Court and 180 Southern Road, Heidelberg West; which generally consists of Olympic Village, a local activity centre servicing the local community.

#### Special Building Overlay 2 (SBO2)

SBO2 applies across parts of the study area that are liable to inundation by overland flows from the urban drainage system. Consideration will need to be given to the impact the renewal of the area will have on overland flows, and the design methods to construct basement car parking in accordance with the requirements of the SBO.

#### Incorporated Plan Overlay 2 'Olympic Village' (IPO2)

IPO2 applies to the north western quadrant of the study area. It requires that all subdivision, building services and works must be generally in accordance with the Olympic Village Local Structure Plan date 5 October 1995 to the satisfaction of the responsible authority. The Olympic Village LSP provides a strategy for the redevelopment of Olympic Village, providing details on housing areas, locations of community, shopping, schools and other land uses and facilities for the comprehensive redevelopment of the Study Area. Its is noted that the intent and content of the LSP is outdated and redundant.

#### Environmental Significance Overlay 1 'Yarra River, Plenty River and Darebin Creek' (ESO1) and 4 'Significant Trees and Areas of Vegetation' (ESO4)

ESO1 and ESO4 apply to parts of the study area. ESO1 applies along the Darebin Creek corridor, and aims to protect the watercourse, adjoining parkland and its flora and fauna.

ESO4 applies to specific groups of trees and vegetation within Banyule, which have specific significance. ESO4 applies along Southern Road, between Liberty Parade and Waterdale Road, generally to the road reserve and 3 lots between South Crescent and Southern Road. Protection of the existing vegetation through increased front setbacks has been considered as part the preparation of the UDF.

#### Vegetation Protection Overlay 5 'Substantial Tree Protection Area' (VPO5)

VPO5 applies across the balance of the study area, excluding some specific parcels. VPO5 refers to Banyule's vegetation and treed streetscapes as being one of the most valued characteristics that contribute to the City's neighbourhood character. In particular, the overlay refers to substantial trees located around existing dwellings, which help to enhance and add natural interest to these residential areas. Key objectives of the overlay include retaining and protecting existing tress, and promoting further planting to contribute to local identity and neighbourhood character.

### 3.6 Proposed Controls and Plans

#### Development Contribution Plan

Council has recently prepared a municipal wide DCP to deliver cost-benefits for developers to equitably contribute to works within defined pricing areas.

Council's Housing Strategy includes a policy commitment to support affordable housing and encourage innovative housing designs. The DCP can further this policy aspiration by giving exemptions for:

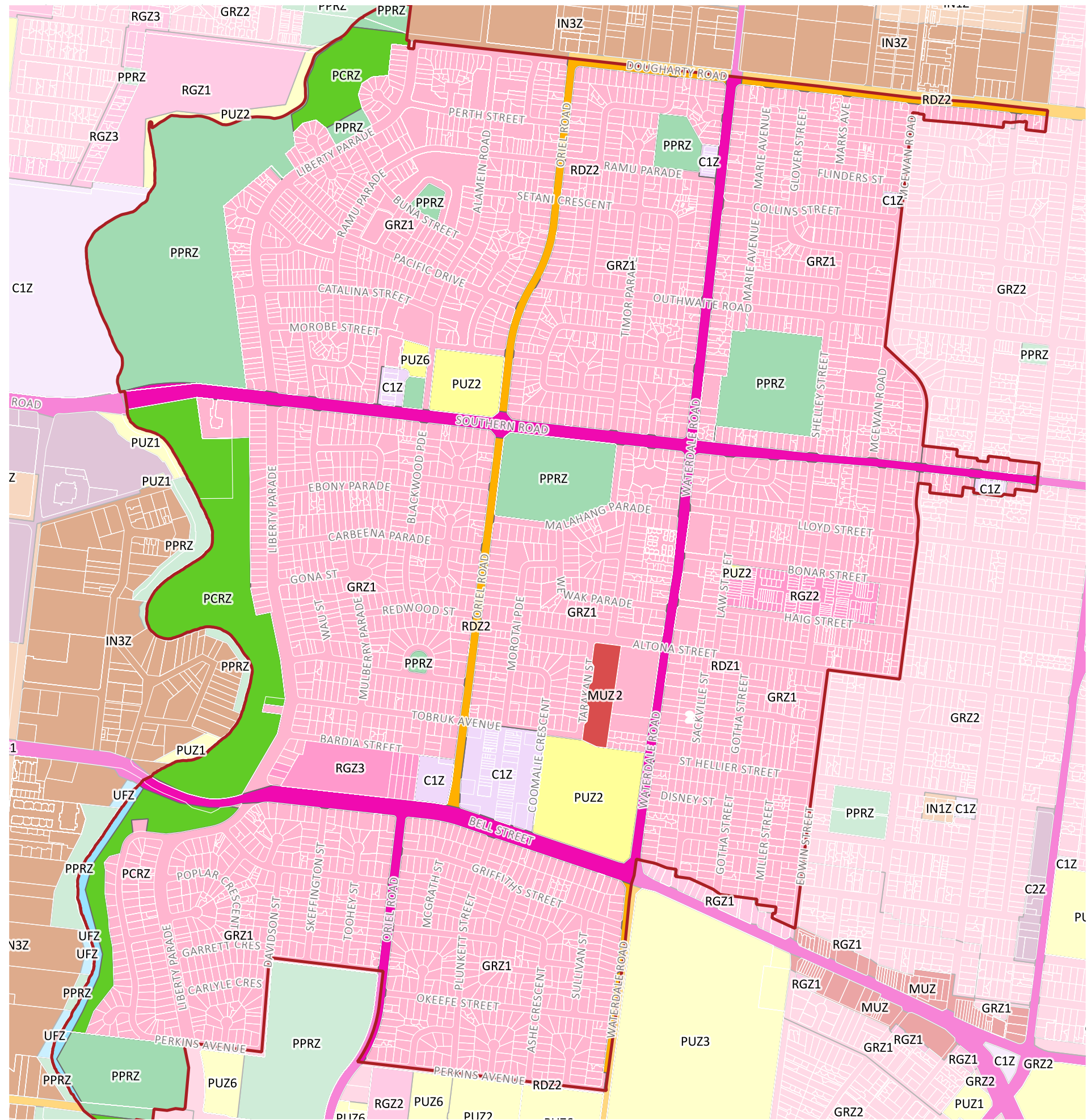
- Social housing projects undertaken by a designated service provider. This includes public housing and housing owned, controlled or managed by a registered housing association. Ministerial exemptions already exempt public housing projects from DCP payments.
- Cooperative housing designs that show a clear commitment to shared spaces and their effective management. Such designs must provide for multiple shared spaces.
- Deliberative development models and innovative housing for intentional communities and must meet the Responsible Authority's minimum environmental and socially sustainable threshold.

A planning scheme amendment C115 to implement the DCP into the planning scheme was exhibited in February 2018 and considered by a Planning Panel in July 2018.

#### Community Infrastructure Plan for the La Trobe National Employment Cluster

Council has recently adopted this Plan that was jointly prepared by Banyule and Darebin Councils, the Victorian Planning Authority and DHHS. The Plan sets out priorities for delivery of community infrastructure across the cluster area.



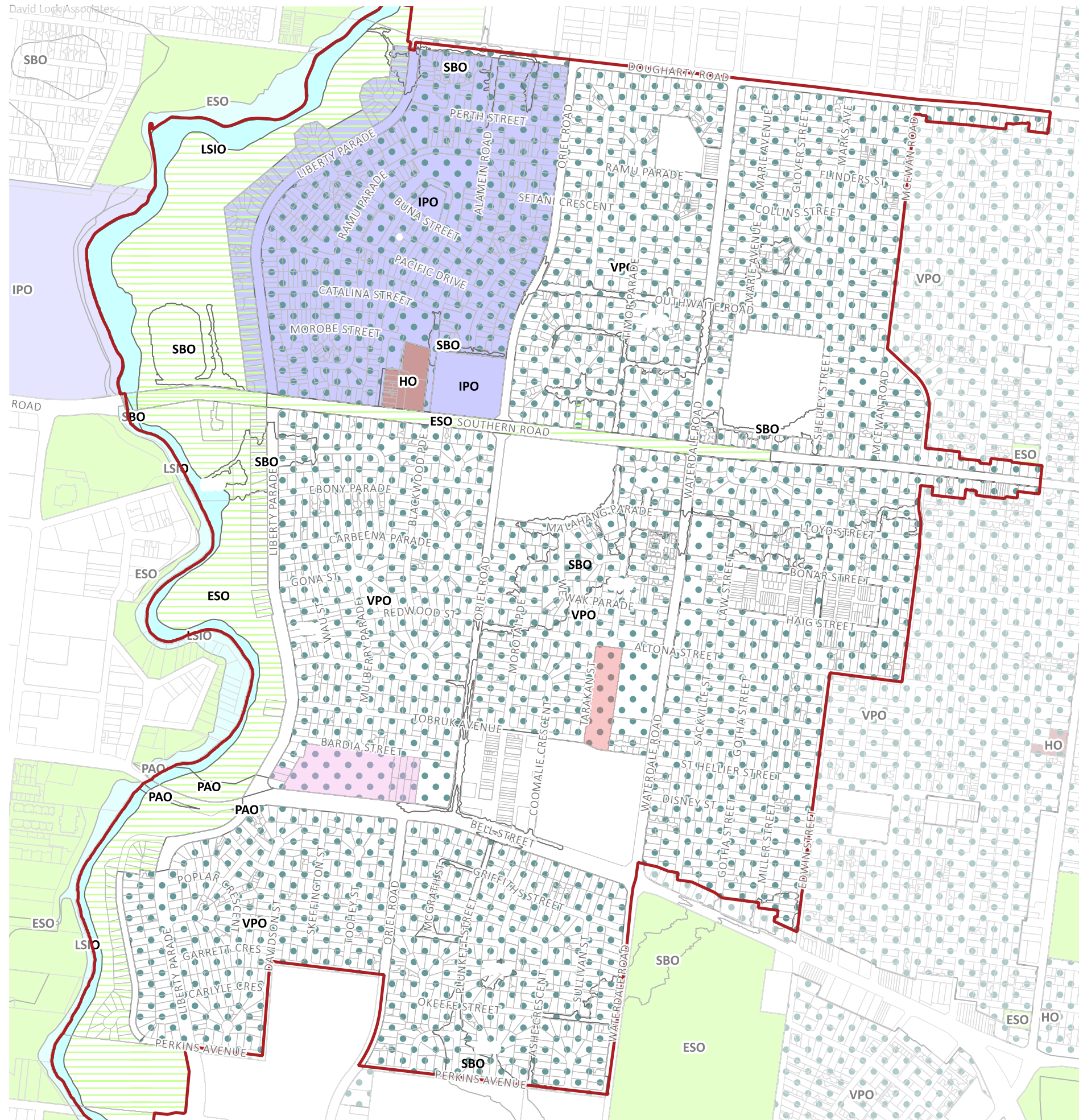


## Zones

- LEGEND**
- STUDY AREA
  - COMMERCIAL 1 ZONE (C1Z)
  - COMMERCIAL 2 ZONE (C2Z)
  - NEIGHBOURHOOD RESIDENTIAL ZONE SCHEDULE 3 (NRZ3)
  - GENERAL RESIDENTIAL ZONE SCHEDULE 1 AND 2 (GRZ1 AND GRZ2)
  - RESIDENTIAL GROWTH ZONE SCHEDULE 1, 2 AND 3 (RGZ2 AND RGZ3)
  - INDUSTRIAL 1 ZONE
  - INDUSTRIAL 3 ZONE
  - MIXED USE ZONE
  - PUBLIC PARK AND RECREATION ZONE (PPRZ)
  - PUBLIC CONSERVATION AND RESOURCE ZONE
  - PUBLIC USE ZONE SERVICE AND UTILITY (PUZ1), EDUCATION (PUZ2), HEALTH AND COMMUNITY (PUZ3), CEMETERY/CREMATORIUM (PUZ5), LOCAL GOVERNMENT (PUZ6) AND OTHER PUBLIC USE (PUZ7)
  - PUBLIC USE ZONE TRANSPORT
  - ROAD ZONE CATEGORY 1 (RDZ1)
  - ROAD ZONE CATEGORY 2 (RDZ2)
  - SPECIAL USE ZONE
  - URBAN FLOODWAY ZONE

Figure 3 Zoning Map





## Overlays

### LEGEND

- STUDY AREA
- PUBLIC ACQUISITION OVERLAY
- HERITAGE OVERLAY (HO)
- SPECIAL BUILDING OVERLAY
- ENVIRONMENTAL SIGNIFICANCE OVERLAY (ESO)
- INCORPORATED PLAN OVERLAY (IPO)
- VEGETATION PROTECTION OVERLAY
- LAND SUBJECT TO INUNDATION OVERLAY
- DEVELOPMENT PLAN OVERLAY 5
- DEVELOPMENT PLAN OVERLAY 6

Figure 4 Overlay Map



### 3.7 Physical Context

To understand the existing physical context, an urban and landscape analysis was undertaken. The analysis reviewed the existing built form and landscape character within the study area. It also reviewed the Study Area's access to activity centres, public open space, public transport and community facilities. This analysis helped inform the identification of future opportunities for increased density and levels of built form change across the study area.

#### Character

The study area currently comprises single detached dwellings and 2-storey unit developments that remain from the 1956 Melbourne Olympic Games athlete's village.

Banyule has diverse residential stock and households; the municipality predominantly accommodates couples with children, followed by couples without children and lone person households (Victoria in the Future 2014). Whilst the majority of dwelling types within the municipality are separate houses, new redevelopment occurring consists of 2-storey units and town houses. Houses in other suburbs within the municipality date back to the 1910s and are predominately brick veneer, whilst the majority of houses in postcode 3081 are detached brick dwellings dating back to the 1950s.

The study area also has a strong 'green' character, with significant established trees within both the private and public realms. Significant trees, substantial trees and other vegetation make a contribution to the desired future character of residential neighbourhoods, the identity of Activity Centres, Neighbourhood Centres, the character of landscaping, streetscapes, habitat links and biodiversity.

The suburb sits on basalt and any need for excavation is a major factor in the viability of projects.

#### Activity Centres

The primary retail core of Postcode 3081 is contained between Tobruk Avenue to the north and Bell Street to the south and Coomalie Crescent to the east and Oriel Road to the west, with 'The Bell Street Mall' being the primary pedestrian street through the centre. This retail core is contained in the Commercial 1 Zone (C1Z).

A smaller, secondary retail centre is provided within the Olympic precinct. Various small retail stores front Moresby Court and the Olympic Village Green, north of Southern Road. Similarly, this retail centre is contained in the C1Z.

#### Public Open Space

The study area contains a number of quality public parks and the creek corridor:

- Shelley Park, on Shelley Street, is the largest park in the precinct and home to the North Heidelberg Football Club. The park features an oval, playground and pavilion.
- Malahang Reserve, on Southern Road offers a variety of open fields, along with a playground, BMX and Skate Park, BBQ and picnic facilities, public restrooms, and parking. It is also used for local festivities.
- The Darebin Creek spans more than 30km running from the north and feeding into the Yarra River in the south. Darebin Creek Forest Park and Linear Reserve is a vast public open space corridor spanning approximately 3km of the creek corridor on the western boundary of the study area. Among the winding creek environs is Olympic Park, which provides sporting facilities, a playground and pavilion.
- In addition to these larger parks, smaller parks are dispersed throughout residential precincts of the study area.

The parks are all contained within the Public Park and Recreation Zone (PPRZ) and the Darebin Creek Corridor is within the Public Conservation and Resource Zone (PCRZ).

#### Public Transport

The postcode 3081 study area is serviced by a Smart bus route that runs along Bell Street, Oriel Road and Southern Road. There are also several local bus services running through the study area along Altona Street, Waterdale Road, Collins Street, Ramu Parade, Oriel Road Liberty Parade and Southern Road. Both Rosanna and Heidelberg train stations are outside the study area, approximately 1.6km and 2km to the east, respectively. The bus services within postcode 3081 provide connections to train stations for commuters.

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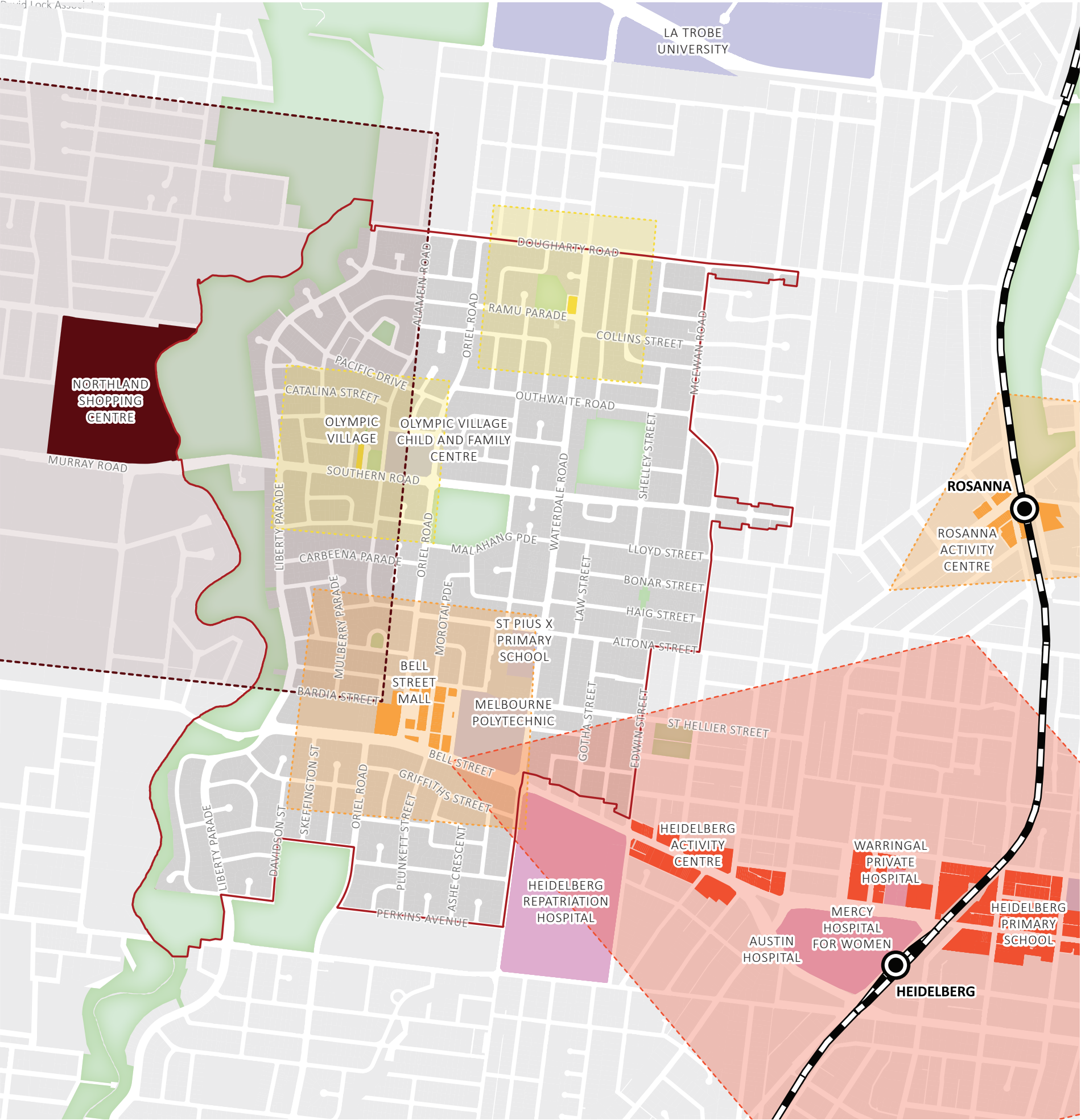


Figure 6 Activity Centres Accessibility





Figure 7 Open Space Accessibility

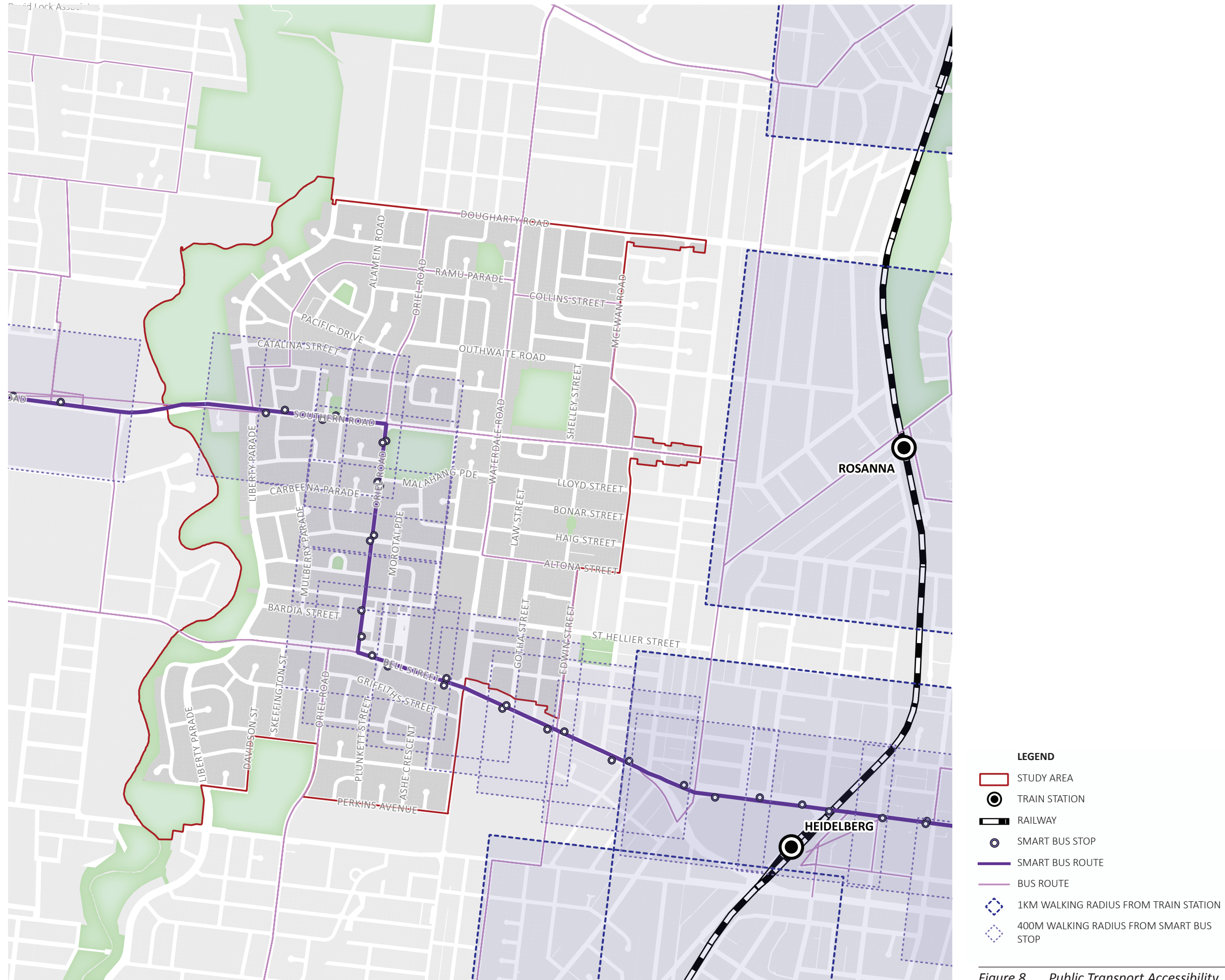


Figure 8 Public Transport Accessibility



3.8 Key Issues and Opportunities

From the background analysis summarised in Sections 3.1-3.7, a number of issues and opportunities have been identified and have been considered in the preparation of the UDF. This analysis has helped to determine the potential location of higher density housing as outlined at Figure 9. This analysis was significant in determining the future character areas described in later sections of the UDF.

Issues

- Public Transport: Approximately 50% of residential properties in postcode 3081 are within a 400m walking distance of a Smart Bus stop. There is a significant lack of access to the PPTN network in the north-eastern and south-western parts of the study area as they fall outside these walking catchments. Similarly, 99% of the study area is outside the 1km walking catchment of both Rosanna and Heidelberg train stations. A small portion of Southern Road to the east has walking proximity to Rosanna Station.
- Consolidation of lots: The majority of residential properties in postcode 3081 are privately owned or strata titled. This will be a key issue should development require consolidation of lots.
- Managing interfaces and amenity: During the course of future development and renewal of postcode 3081, managing various interfaces to improve amenity will require careful planning to ensure the transitions between different characters are appropriately managed. This is addressed by the Design Guidelines for each Future Character Area.
- Proximity to Latrobe University, RMIT and the Austin Hospital: The Study Area is close to significant education and employment opportunities, which are attractive for the increased housing.
- Infrastructure: Higher density residential redevelopment increases the need for neighbourhood services and infrastruture, for example; public transfort, community facilities and open space. This report identifies areas of greater densification, which will assist in future infrastructure planning and investment.

Opportunities

Open Space and Creek Corridor: The majority of residents have access to quality public open space (POS) throughout the study area, with the highest quality POS being in the north-western quarter and along Darebin Creek. The Darebin Creek Corridor in particular provides an opportunity for higher density built form outcomes with better creek access.

- Proximity to City: Postcode 3081 area is located just 13km from Melbourne’s CBD. This proximity to the CBD means travelling by car is roughly 30 minutes via major arterials and freeways. Access to the city via public transport is more difficult with the closest train stations being Heidelberg (1.5km southeast) and Rosanna (1.6km northeast). Whilst a Smart Bus Route passes through the study area, public transport will need to be improved as part of the renewal of postcode 3081 to better service the community.
- Proximity to Heidelberg MAC and Northland: The study area is positioned between the Heidelberg Major Activity Centre (MAC) to the southeast and Northland Shopping Centre to the west. Both centres offer a variety of retail, commercial and community services. The north western portion of residents in postcode 3081 have walking access to Northland via Southern/Murray Road.

Levels of Change

Figure 9 identifies opportunities for increased residential density based on the issues and opportunities mentioned above. The greatest opportunity for intensification is along Bell Street which is a wide road without a valued character and with good access to public transport, employment, shops and services.

The other main roads within the Study Area (Southern Road, Oriel Road, Waterdale Road and Outwaite Road) also provide good opportunity for intensification given their width, and accessibility to public transport and local activity centres. These will have sensitive treatment in response to neighbouring lower rise residential areas.

The Darebin Creek corridor provides an opportunity for more intense development to capitalise on the amenity of the creekside reserve and to contribute to more active open space that neighbouring residences can surveil. Redevelopment can also enhance access to the creek corridor.

The existing planning framework provides for incremental change in the remaining areas. Local parks similarly provide an opportunity for more modest intensification.

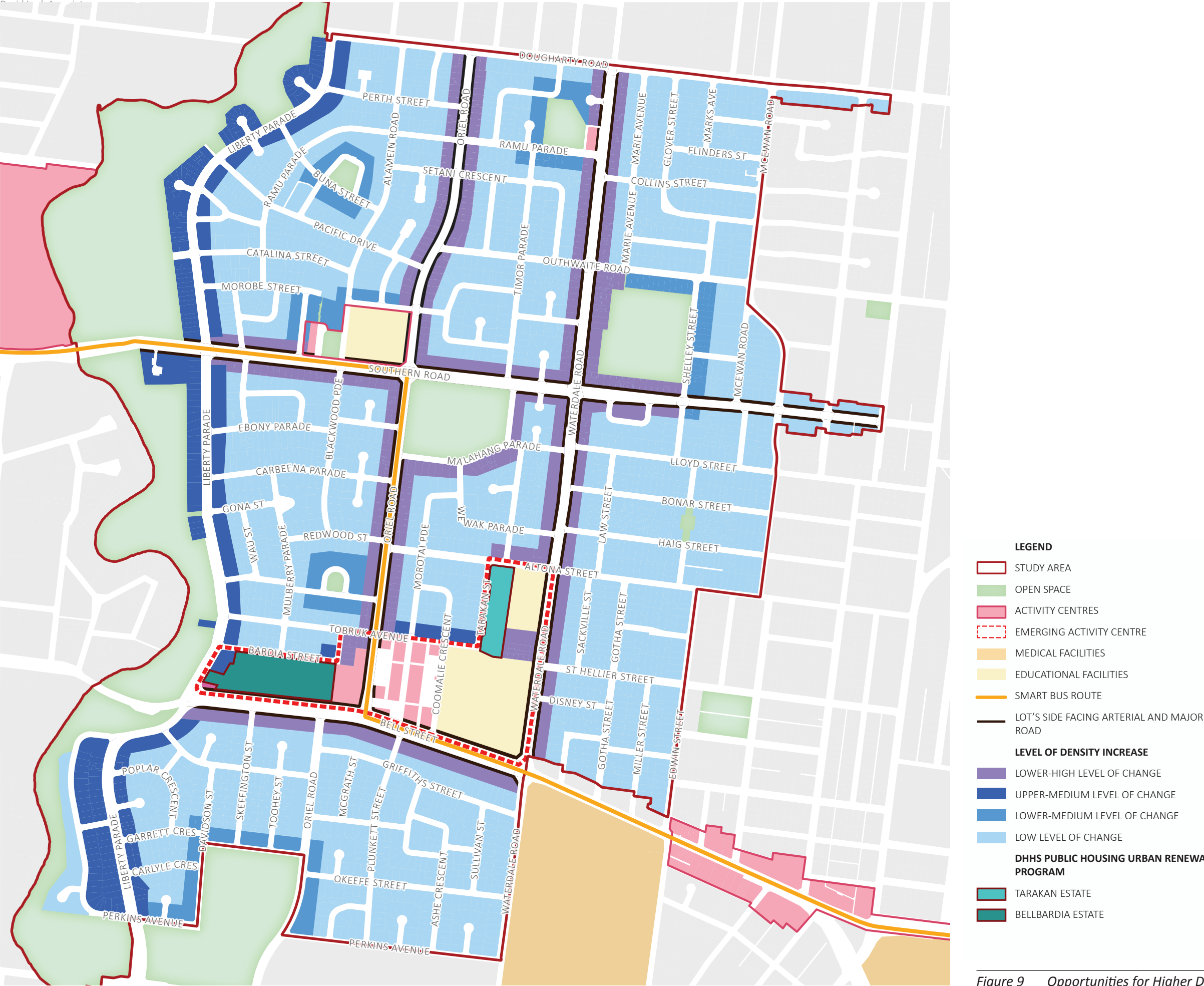


Figure 9 Opportunities for Higher Density Housing