

## APPENDIX B

### Amendment C156 Rationale Report

#### 1. Introduction

Darebin City Council (Council) requests the Minister's intervention to ensure a balanced application of the new residential zones is achieved in the municipality. The purpose of this report is to provide justification for a Ministerial Amendment (amendment) to implement a reasonable and equitable level of Neighbourhood Residential Zone in Darebin.

This report provides an overview of the proposal, the previous strategic work undertaken by Council, and the methodology used to prepare the amendment. It is further submitted that this proposal responds to the requirements of Practice Note No 29 Ministerial Power of the Intervention in Planning and Heritage Matters.

This Amendment achieves a positive balance between providing supply that adequately meets the projected demand for housing growth, while recognising appropriately located areas that reflect established criterion such as consistent neighbourhood character, heritage and environmental significance, and areas remote from transport and activity centres for further protection.

#### 2. Background

##### *Prior housing work in Darebin*

Council's original application of the New Residential Zones was guided by the Darebin Housing Strategy 2013-2033 (DHS). The DHS has been subject to both independent and peer review, being identified as a sound contemporary piece of policy work. It has been adopted by Council and was approved as a reference document within the Darebin Planning Scheme through approval of Amendment C138. The Strategy identifies a three tiered Housing Change Framework of 'minimal', 'incremental' and 'substantial' housing change areas. Written prior to the announcement of the new residential zones, this strategy has broadly been used to translate and implement the new residential zones and to provide a guiding framework for how the new zones might be applied in the City of Darebin.

Amendment C144 was completed as the first step in a staged approach to introducing the New Residential Zones as part of the Residential Zones Standard Advisory Committee (RZSAC) Stage 1 process. The amendment was gazetted in October 2014. In preparing Amendment C144, Council applied the new residential zones in accordance with the principles of the Darebin Housing Strategy and the Housing Change Framework, along with further refinements in response to guidelines issued by the State Government for applying the zones (*Practice Note 78 – Applying the Residential Zones, December 2013*).

C144 included an expanded recognition of neighbourhood character as a consideration for applying the NRZ. Accordingly, criteria relating to neighbourhood character were developed to recognise a broader range of areas in the municipality that display a high degree of consistency in neighbourhood character when compared to precinct descriptions in the *Darebin Neighbourhood Character Study 2007* and/or a high level of intactness in favour of detached single dwellings. In doing so, Council proposed the application of the NRZ to areas identified as minimal change, as well as an additional 20 precincts. It is acknowledged that based on the information submitted at the time, the RZSAC did not support the application of the NRZ to 19 of these 20 precincts, as well as some of the minimal change areas.

The reasons cited by the Committee were access to “good to excellent” public transport and the inability for Council to establish and justify sound reasoning for “special identified character” (page 33).

Amendment C147 was prepared as part of RZSAC Stage 2. It was the second part of the staged implementation of the new residential zones and follows the initial proposed use of the Residential Growth Zone (RGZ) along the Plenty Road and St Georges Road corridors under Amendments C136 and C137. The amendment was gazetted in October 2015. The purpose of Amendment C147 was to deliver on the strategic objectives of the DHS and to provide appropriate design guidance to four areas identified for growth through the application of the Residential Growth Zone (RGZ) and associated Schedules and Overlays.

Amendment C152 sought to apply the NRZ to 19 of the 20 precincts identified in Amendment C144, as well as additional areas identified for their secondary neighbourhood character. This amendment was not supported by the Minister for Planning.

#### *State Government Initiatives*

A number of State Government initiatives are relevant to this Amendment. This includes the *Plan Melbourne Refresh* and the Residential Zones Review Process through the Managing Residential Development Advisory Committee (MRDAC).

The *Plan Melbourne Refresh* also has implications for the application of the new residential zones in Melbourne. The Discussion Paper released in 2015 presents options to delete/refine the existing direction to apply the NRZ to 50 per cent of metropolitan Melbourne. The application of the residential zones was guided by this direction, which is now likely to change. This has implications for Councils in applying the NRZ, as the original direction may change.

A review of the residential zones was initiated by the State Government in 2015. The MRDAC has been established to review the implementation of the zones and recommend improvements (amongst other things). The MRDAC has released a series of ‘State of Play’ reports to inform this process. The Overarching Report acknowledges that “...*the justification and rationale for implementing the zones varied between councils. There were also inconsistencies in the level of public consultation and in the process by which the merit of planning scheme amendments to introduce the zones were assessed (p 1).*” This finding by the MRDAC highlights the importance of the residential zones’ implementation, and also the inconsistencies in the implementation across the state.

### **3. Proposal**

Amendment C156 proposes to apply the Neighbourhood Residential Zone (Schedule 1) as per the map below.

The precincts identified were nominated for NRZ in Amendment C144, but were not supported by the RZSAC. Council has responded to the concerns identified in the RZSAC report in preparing Amendment C156 and this is detailed further below.

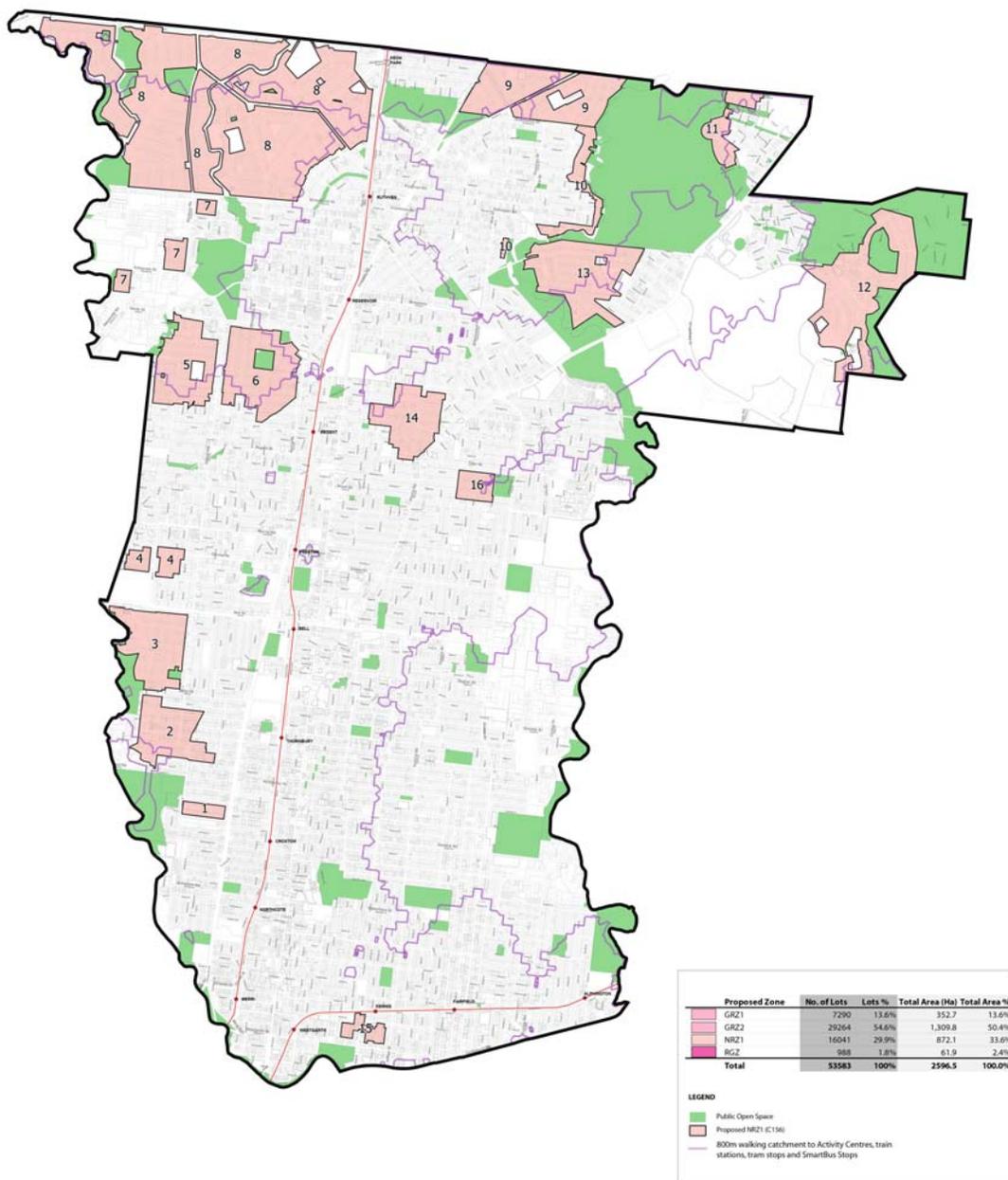


Figure 1 – Proposed NRZ1 Precincts as part of Amendment C156

As illustrated in Figure 1 above, the Amendment will result in the application of the NRZ from 11% to 33.6% of residential land in the municipality (or 9.3% to 29.9% of residential lots). Importantly, Darebin still retains 68.2% of lots in the GRZ and 1.8% of lots in the RGZ.

#### 4. Methodology/justification

The approach to the preparation of Amendment C156 was as follows:

1. Review of the recommendations of the RZSAC Stage 1 Committee Report;
2. Define assessment criteria for the NRZ based on the recommendations of the RZSAC Stage 1 Committee Report and Practice Note 78;

3. Undertake a desktop analysis of the precinct boundaries being considered against the criteria;
4. Carry out site inspections of all precincts;
5. Further refine the boundaries based on site inspections and make recommendations for any future strategic work.

## 1. Review of the recommendations of the RZSAC Stage 1 Committee Report:

The RZSAC Stage 1 assessment of the NRZ criteria was as follows:

**Table 1 Committee Assessment of Council Criteria**

Criterion	Committee's Comment
Are Heritage Overlay precincts.	Accords with PN78, but HO alone not sufficient reason for NRZ; the HO itself provides necessary protection if required.
Are identified in the Darebin Neighbourhood Character Study (2007) as 'potential Neighbourhood Character Overlay areas'.	Meet the NRZ zone purpose of an identified character. Accords with PN78 but alone is insufficient reason for NRZ. This support is based upon the Committee's understanding this criterion refers only to the 8 character areas discussed on page 75 of the NCS and Appendix 8. The Committee does not consider it applies to the 20 precincts the subject of the evidence from Ms Murphy.
Have a highly intact pattern of subdivision in favour of detached dwellings on individual lots, generally evidenced by more than 80% of housing stock having this attribute.	Accords with PN78, but alone is not considered sufficient reason for NRZ.
Have a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent.	If justified would be a significant criterion however in Chapter 6 the Committee has expressed concern the basis of this criterion has not been established, as too much weight has been placed on the 80% intactness criterion without reference to the proximity to public transport (which is not part of this list) or other criteria.
In some cases, have identified environmental or landscape significance, including land with frontage to Creek bodies, and identified Aboriginal Cultural Sensitivity Areas.	The use of the NRZ to act as a buffer to areas of identified Aboriginal Cultural Sensitivity is inappropriate, as the buffer applies to private land that is already significantly modified. There is no need for a zone to perform this role.
In some cases, have a concentration of restrictive Single Dwelling Covenants that constrain housing diversity and growth.	Not considered a criterion by which NRZ is justified. See the Committee's <i>Stage One Overarching Issues Report</i> for discussion regarding covenants.

The scope of Amendment C156 was restricted to areas that were recommended for NRZ as part of Amendment C144:

- Minimal change areas as identified in the Darebin Housing Strategy 2013 and the Housing Change Framework in the MSS.
- Areas considered to have limited accessibility to public transport, based on a hierarchy of trains, trams and smart buses.
- Anomalies from the approval of Amendment C144 where approved zones do not accord with the recommendations of the RZSAC Report.
- 19 of the 20 additional precincts which were unsuccessful in achieving NRZ.

Importantly, the strategic basis of Amendment C156 has not changed from what was consulted on and exhibited as part of Amendment C144. Additionally, the proposed NRZ has been publicly exhibited as part of the C144 process.

The RZSAC Stage 1 Darebin Report states the Committee's support for the application of NRZ to identified *Minimal Change areas*:

*“The Committee has already confirmed that it supports the use of the NRZ in areas that have been identified as minimal change areas under the DHS ...” (p.32)*

As above, the RZSAC Stage 1 report endorsed the DHS 2013 and Council's criteria for 'minimal change areas'. Although this direction from the Committee was made without exception, it is noted that the approved Amendment C144 maps identified some of the minimal change areas within the GRZ2. Based on the Committee's report, it is submitted that the omission of these areas from the NRZ1 is a genuine mistake which appears to have occurred in instances where such NRZ areas are directly adjacent to other nominated NRZ precincts that were not supported by the RZSAC.

It is acknowledged that the Committee did not support the inclusion of areas affected by covenants and those areas of Aboriginal Cultural Sensitivity within the NRZ. The Committee was also reluctant to include areas with good accessibility to public transport within the NRZ. In relation to covenants, the Committee concluded in the Stage One Overarching Issues Report that strategic planning objectives should primarily influence strategic planning for an area; however it is also submitted that covenants could result in an identifiable character which could be a factor in applying the zones.

## **2. Define assessment criteria for the NRZ**

To help determine whether the precincts should be included in the Amendment C156 proposal, a desktop analysis was carried out for the 19 precincts against the 10 key criteria taken from those listed in the Municipal Strategic Statement (MSS) Clause 21.03 and the purpose of the NRZ under Clause 32.09.

There are 7 criteria for Minimal Housing Change areas currently in the MSS as follows:

- Are Heritage Overlay Precincts.
- Are identified in the Darebin Neighbourhood Character Study (2007) as potential Neighbourhood Character Overlay areas'.
- Have a highly intact pattern of subdivision in favour of detached dwellings on individual lots, generally evidenced by more than 80% of housing stock having this attribute.
- Have a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% of more of the housing stock is consistent with the precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent.
- Have identified environmental or landscape significance, including land with frontage to Creek bodies.
- Excluding Heritage Precincts are located:
  - outside 800m walkable catchment of Activity Centre;
  - generally outside 800m walkable catchment train, tram or SmartBus.

The purpose of the NRZ lists the following three points:

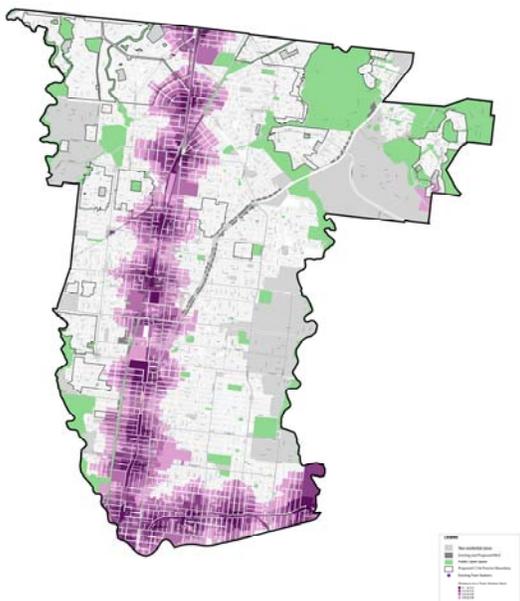
- Recognise areas of predominantly single & double storey residential development.
- Limit opportunities for increased residential development
- Implement neighbourhood character (NC) policy & adopted NC guidelines

**3. Undertake a desktop analysis of the precinct boundaries being considered against the criteria**

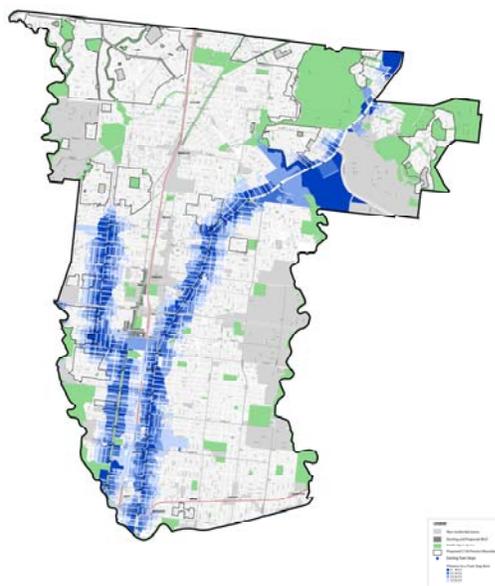
Amendment C144 proposed the NRZ for an additional 20 precincts nominated on the basis of high levels of intactness of original single dwelling stock and neighbourhood character. Nineteen of the precincts were rejected by the Committee due to “good to excellent” access to public transport in several precincts was not given more weight particularly when “special identified character” could not be clearly established (pp. 33).

Council believes that there is still justification for many of the remaining 19 precincts and has undertaken further analysis and in some cases has redrawn the precinct boundaries in accordance with the recommendations of the Committee. To help do this, a clear set of criteria was established to provide a basis for analysis of each precinct.

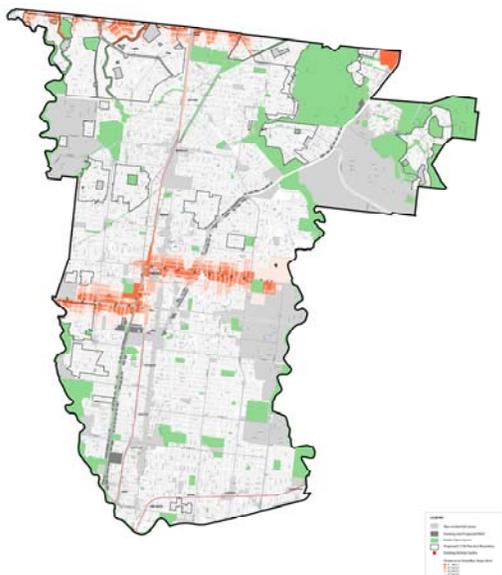
An important aspect of Amendment C156 is that none of the 16 precincts wholly rely on one particular criterion and has been assessed on balance to achieve the outcomes sought by the purpose of the NRZ. In regards to accessibility, a series of maps have been produced (slightly revised from the maps presented to Amendment C144) to help identify the most accessible neighbourhoods where the NRZ may not be as justifiable. Furthermore, while it is acknowledged that areas close to public transport and activity centres should reasonably anticipate a greater level of development, it is submitted that consideration should be given to different types of public transport and their overall usefulness to residents living within particular catchments. Council submits that there is a distinct difference in the usefulness in connectivity to facilities and services between the rail network and the SmartBus and should be assessed as such. The following series of maps provide an 800m catchment for transport modes (rail, tram and SmartBus), activity centres, and an overall composite Accessibility Map.



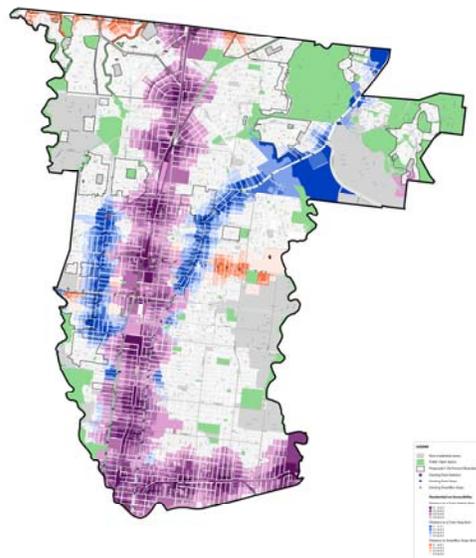
**Accessibility Map – Train Stations**



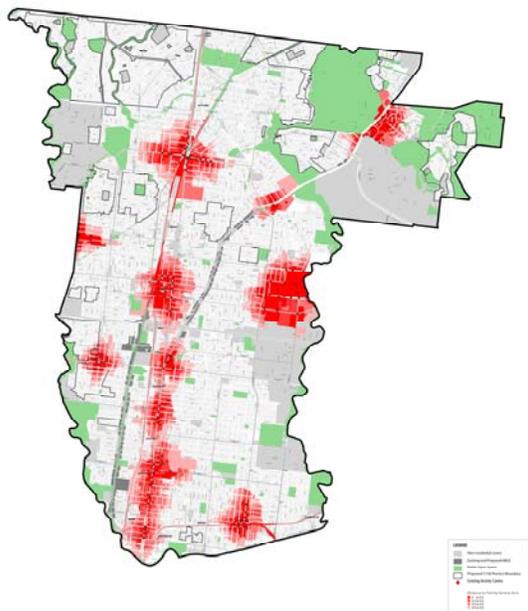
**Accessibility Map – Tram routes**



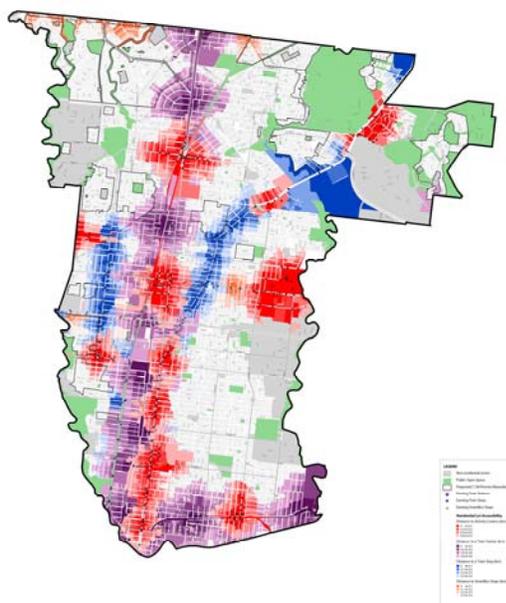
Accessibility Map – SmartBus



Accessibility Map – Transport Composite



Accessibility Map – Activity Centres



Accessibility Map –Composite

#### 4. Site Inspections

Each of the 19 precincts was then inspected to determine which of these areas would form part of Amendment C156 alongside the ESO, HO and Minimal Change areas.

This inspection process was to help test the desktop assessment and the previous work carried out by Tract Consulting as part of Amendment C144. These inspections helped determine the following:

- The neighbourhoods which were intact enough to warrant the NRZ in spite of having good or comparatively good access to public transport;
- The very intact neighbourhoods, where in addition to NRZ, would justify further work to explore additional planning controls such as the NCO; and

- The neighbourhoods that had been altered or whose character no longer justified the NRZ.

## 5. Compiling the amendment

The above steps have resulted in a more rationalised package from the Amendment C144 proposal. The number of precincts has been reduced to 16, and contiguous areas have been included as single precincts. This is discussed in Table 1 – Precinct Analysis.

## 5. Response to Practice Note – Ministerial Powers of Intervention in Planning and Heritage Matters

The practice note provides criteria for when Ministerial intervention in planning matters is justified. The following provides a response to the relevant parts of these criteria.

### 1. *The matter will be one of genuine State or regional significance.*

The implementation of the New Residential Zones into Victorian Planning Schemes is a matter of State significance. The implementation of the residential zones has received significant attention at the State level, particularly with the release of the *Plan Melbourne Refresh* and the establishment of the Managing Residential Development Advisory Committee (MRDAC).

As has been noted in both *Plan Melbourne Refresh* and the *Overarching State of Play Report* by the MRDAC, the implementation of the residential zones varied between Councils. Different municipalities have been subject to different processes of consultation and review. The MRDAC has been established to review this process, amongst other things, which highlights the importance of the zones' implementation at a state level.

The implementation of the zones in Darebin has been directed by the RZSAC. Amendments reviewed by the RZSAC were subject to formal review process, and as a result, generally have less NRZ coverage than those that were not reviewed the RZSAC. It is a matter of state significance to ensure that the application of the NRZ is balanced and consistent.

### 2. *The matter will give effect to an outcome where the issues have been reasonably considered and the views of affected parties are known.*

The NRZ proposed via Amendment C156 was exhibited as part of Amendment C144. The views of affected parties were sought at this time, and Council undertook detailed analysis of these issues in preparing for an independent panel hearing. These issues were also reviewed by the RZSAC. It is noted that the final outcome of Amendment C144 was based more upon the application of the NRZ as directed by Practice Notes, rather than the outcome of submissions.

Council has responded to the RZSAC's concerns with Amendment C144, as noted in Section 4, above. The Committee's primary concern over accessibility has been responded to. While it is acknowledged that areas close to public transport and activity centres should reasonably anticipate a greater level of development, it is submitted that consideration should be given to different types of public transport and their overall usefulness to residents living within particular catchments. Council submits that there is a distinct difference in the usefulness between the rail network and the SmartBus and should be assessed as such. This has influenced the boundaries proposed for Amendment C156.

3. *The matter will be the introduction of an interim provision or requirement and substantially the same provision or requirement is also subject to a separate process of review (such as the introduction of permanent controls in a planning scheme).*

N/A. Permanent controls are sought.

4. *The matter will raise issues of fairness or public interest, where:*
  - *the mechanisms of the planning process have created a situation that is unjust, unreasonably causes hardship or is clearly in error;*
  - *anomalous provisions apply and the valid intent is clearly evident or simple inconsequential correction is required;*
  - *there is a need for urgency and the public interest would be served by immediate action;*

Council submits that the application of the zones is a matter of fairness and public interest. Whilst this proposal does seek to increase NRZ to 33.6%, Darebin still retains sufficient residential supply to accommodate future projected demands. Importantly, Darebin will still retain more GRZ and RGZ than adjoining and surrounding Local Government Areas.

As noted by the MRDAC, there were inconsistencies in the rationale and justification, consultation process and review processes in the implementation of the zones across the state. These inconsistencies resulted in procedural unfairness, and outcomes that vary widely between municipalities.

Council also submits that the application of the zones, in some instances, has been erroneous. Council has attempted to correct these errors through Amendment C149, which was not supported by the Minister for Planning.

5. *The matter is unlikely to be reasonably resolved by the processes normally available.*

Darebin has been through a detailed and transparent process, part of which was supported by the RZSAC. Council considers that a full planning scheme amendment process is not appropriate with the current Amendment C156 proposal given that Council has already been through a number of public processes, including the exhibition of Amendment C138 and C144.

Notwithstanding the above, Council intends to start a full amendment process once this Ministerial Amendment has been finalised and further direction about the future of the residential zones has been provided by the State Government (through MRDAC review process). This amendment will further investigate areas for neighbourhood character protection and involve thorough process of community consultation.

## **6. Conclusion**

Darebin City Council (Council) requests the Minister's intervention to ensure a balanced application of the new residential zones is achieved in the municipality.

**Amendment C156**  
**Table 1 – Precinct Analysis**

C156 Precinct Number	Area boundaries	Description	Amendment C144 reference	Response to Criteria	Comment
1	Thornbury, Bradley and Bird Avenues.	This area consists of two streets of highly intact and consistent character. Bird Avenue is currently in two residential zones (NRZ1 and GRZ2) with no justification.	Precinct 1	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent</li> <li>• Outside an 800 metre walkable catchment of an activity centre</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, consistency and neighbourhood character.</li> </ul>	<p>The area remains highly intact and remains consistent with the description in the NCS. Precinct F1 is described by the predominant character as Postwar style dwellings ‘generally constructed of brick and appear solid and intact. This soundness of construction is reflected in the fact that little redevelopment has occurred, although some dwellings have been extended.’ It contrast with surrounding areas with weatherboard dwellings and wider than average nature strips.</p> <p>Although it is acknowledged that half of this precinct is within a walkable catchment of the train network (Croxton Station) and completely within the 800m of the 11 Tram, it is a highly intact neighbourhood, both in terms of its subdivision pattern and its contribution to the streetscape. It is further noted that the southern side of Bird Street is zoned NRZ1 and there is no justification for the dual zoning of Bird Avenue (appears to be an error). Of note, this site is not within a walkable catchment of an activity centre.</p> <p>Note: This area is currently under threat from unsympathetic redevelopment including replacement of existing single dwellings with contemporary design. As a result of this, Council views this area as a candidate for further strategic analysis enabling protection by the NCO or HO.</p>
2	Thornbury – South of Miller Street, west of St Georges Road and east of Merri Creek.	This area consists of part of the residential area south of Miller Street and west of St Georges Road. The area consists of some older housing stock, part of which has been recommended for further heritage investigation.	Incorporates part of Precinct 2 and adjoining Minimal Change (ESO) area	<ul style="list-style-type: none"> <li>• Heritage Overlay – while not affected by the HO, part of this precinct (in the vicinity of 33 Comas Grove) has been recommended for inclusion in the Heritage Overlay (reported to Council 21 May 2012). Exact boundaries were not defined.</li> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent</li> <li>• ESO (part) – part of the precinct adjoining Merri Creek reserve.</li> <li>• Outside an 800 metre walkable catchment of an</li> </ul>	<p>It is acknowledged that the north eastern section of this precinct is accessible to the tram network and to the Miller Street Neighbourhood Activity Centre. On balance however, this area is also highly intact in terms of both its subdivision pattern and its contribution to the streetscape. The D2 precinct is particularly reflective of the description in the NCS and a number of the less intact streets have been removed from the original C144 boundary.</p> <p>Note: This precinct and surrounding streets outside the boundary should be considered for further strategic analysis investigating the potential use of the NCO or HO.</p>

**Amendment C156**  
**Table 1 – Precinct Analysis**

C156 Precinct Number	Area boundaries	Description	Amendment C144 reference	Response to Criteria	Comment
				<p>activity centre – a significant portion is outside the 800m from Miller on Gilbert, which is a lower order Neighbourhood Centre.</p> <ul style="list-style-type: none"> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this applies to part of this larger precinct.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, consistency, high prevalence of renovation, environmental significance (part) and neighbourhood character.</li> </ul>	
3	Preston – West of Gilbert Road, north of Miller Street, east of Merri Creek and south of Bell Street	The precinct excludes the lots fronting the major transport corridors of Bell Street and Gilbert Road. Includes the Parkside Row and The Mews development (ESO) and Kelley Grove Heritage Overlay	Incorporates Precinct 3, ESO areas on Merri Creek and the Kelley Grove HO Precinct	<ul style="list-style-type: none"> <li>• Heritage Overlay (part) – Kelley Grove .</li> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent</li> <li>• ESO (part) – part of the precinct adjoining Merri Creek reserve.</li> <li>• Outside an 800 metre walkable catchment of an activity centre – a significant portion is outside the 800m from Miller on Gilbert, which is a lower order Neighbourhood Centre.</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this applies to western part of the precinct.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to heritage (part), intactness, consistency, high prevalence of renovation, environmental significance (part) and neighbourhood character.</li> </ul>	<p>Again, it is acknowledge that this precinct is accessible to both public transport (tram network) and to the Miller Street Neighbourhood Activity Centre. On balance, the D3 area as identified in Council’s Neighbourhood Character Strategy in particular, is highly intact in character from both a subdivision and streetscape perspective. To strengthen this argument, the D3 Preferred Character Statement states that the preferred character will be achieved by: <i>“Retaining Californian bungalows and Interwar dwellings, where located within the Heritage Overlay or where these dwellings contribute to the valued character of the area.”</i> It is noted that there has been limited change to the built form of this area since the character statement was prepared. Also the Tract Report ‘Darebin New Residential Zones: Overview of Ground Survey Methodology and Outcomes’ (“The Tract Report”) only identified nine building anomalies in its table.</p> <p>Note: This precinct and surrounding streets outside the boundary should be considered for further strategic analysis investigating the potential use of the NCO or HO.</p>
4	Preston – West of Gilbert Street and north of Bell Street	Two smaller precincts from the original larger one. The western most area is less accessible and is an area of consistent character. The eastern portion represents an older and more intact neighbourhood.	Incorporates part of Precinct 4	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in</li> </ul>	The Tract Report for Amendment C144 identified 18 building anomalies in the original precinct, however most of these anomalies have been removed from the reduced area. Located in close proximity to the Gilbert Road tram line. (James St which runs parallel to Gilbert Road is within

**Amendment C156**  
**Table 1 – Precinct Analysis**

C156 Precinct Number	Area boundaries	Description	Amendment C144 reference	Response to Criteria	Comment
				<p>architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent</p> <ul style="list-style-type: none"> <li>• Outside an 800 metre walkable catchment of an activity centre.</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this applies to western part of the precinct.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to lack of accessibility to Activity Centres and intactness.</li> </ul>	<p>400m of the tram line.)</p> <p>The character of the wider E3 precinct in the NCS is noted for its variability of Interwar and Postwar housing stock. There is a high level of intactness and consistency in the two areas making up the revised and reduced precinct.</p>
5	Reservoir – area bounded by Elizabeth Street in the west, Livingstone Street in the south, Gilbert Street in the east, and Henty Street in the north.	<p>An arbitrary boundary has been drawn in relation to Coburg Hill Shopping Centre. This arbitrary line seeks to align with precinct 6 to the west of Gilbert Road.</p> <p>The boundary of Livingstone Street which changes name to Knox Street, is located approximately 400m north of where tram route 47 terminates on Gilbert Road.</p>	Incorporates part of Precinct 5	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Outside an 800 metre walkable catchment of an activity centre.</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this applies to western part of the precinct.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, consistency, neighbourhood character.</li> </ul>	<p>This Precinct is located to the west of Gilbert Road. Although nearby the Coburg Hill Neighbourhood Centre in the City of Moreland, this Precinct is not directly accessible to any form of public transport. Although previously on Council’s agenda, extension of the Gilbert Road tram route is not a priority project in the short term. This precinct also retains relative intactness.</p> <p>Moreland Activity Centre Framework 2014 classifies the Coburg Hill Neighbourhood centre as a NAC – the Accessibility Map has been amended to add this centre and it has in turn, influenced the revised precinct boundary. .</p>
6	Reservoir – area bounded by	Predominantly Neighbourhood Character Precinct F9.	Part of Precinct 6	<ul style="list-style-type: none"> <li>• Heritage Overlay – while not affected by the HO, the NCS identifies the red brick State Bank Housing Estate in the north east of the precinct for further investigation.</li> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent</li> </ul>	<p>This Precinct is located to the east of Gilbert Road and west of the rail line and is not directly accessible to public transport. The precinct is to the north of the terminus of the Route 11 tram and although previously on Council’s agenda, the extension of the Gilbert Road tram route is not a priority project in the short term.</p> <p>Subdivision pattern in character area F9 lends itself to NRZ because many streets are dead-ends which significantly reduces the walkability of this area to either the train line at Regent Station or Reservoir Station.</p> <p>The precinct E6 is noted for its variable architectural character, but there is strong prevalence of renovation of older housing stock.</p>

**Amendment C156**  
**Table 1 – Precinct Analysis**

C156 Precinct Number	Area boundaries	Description	Amendment C144 reference	Response to Criteria	Comment
				<ul style="list-style-type: none"> <li>• Outside an 800 metre walkable catchment of an activity centre.</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – most of the precinct is outside the walkable catchments.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, high prevalence of renovation, remoteness from activity centres and transport and neighbourhood character.</li> </ul>	<p>The character of the wider E3 precinct in the NCS is noted for its variability of Interwar and Postwar housing stock. There is a high level of intactness and consistency in this area.</p> <p>Note: Parts of this precinct and surrounding streets outside the boundary such as the Red Brick State Bank Housing Estate should be considered for further strategic analysis investigating the potential use of the NCO or HO.</p>
7	Three small residential neighbourhoods in the vicinity of the Reservoir Principal Industrial Area.	Two of these neighbourhoods are surrounded by the Reservoir Principal Industrial Area. The third (formerly Precinct 8) is a collection of two cul de sacs in the adjoining residential area which are highly intact.	Formerly Precincts 7 and 8 and one Minimal Change area	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent</li> <li>• ESO (part) – part of the precinct adjoining Merri Creek reserve.</li> <li>• Outside an 800 metre walkable catchment of an activity centre.</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this is one of the least accessible parts of the Municipality.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, consistency, remoteness from transport, remoteness from Activity Centre.</li> </ul>	<p>The exclusion of these precincts from NRZ1 appears to be an anomaly. They are remote from transport, have consistent character and are in areas where limiting opportunities for residential development is appropriate. The Reservoir Principal Industrial Area is also identified for protection as part of DELUS and provides a further justification for limiting density in these precincts.</p> <p>The Tract Ground Survey Report identifies only a small number of building anomalies.</p>
8	Reservoir – Merrilands Estate (excluding areas more accessible to public transport)).	This area includes most of the original Merrilands Estate and newer areas along the Merri Creek. The lots adjoining Mahoneys Road and areas within the walkable catchment of Keon Park and Ruthven Stations have been excluded.	Minimal Change areas including ESO area adjoining Merri Creek.	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007),</li> </ul>	<p>The Covenants existing at Merrilands Estate strongly influence the intactness and consistency of the character. This precinct includes some larger lots and Council will advocate to the State Government to resolve the current policy gap in relation to large lots within the NRZ as part of the current Residential Zones Review.</p> <p>Areas near Merri Creek are among the more remote parts of the Municipality.</p>

**Amendment C156**  
**Table 1 – Precinct Analysis**

C156 Precinct Number	Area boundaries	Description	Amendment C144 reference	Response to Criteria	Comment
				<ul style="list-style-type: none"> <li>and where restoration of original housing stock is prevalent</li> <li>• ESO (part) – part of the precinct adjoining Merri Creek reserve.</li> <li>• Outside an 800 metre walkable catchment of an activity centre.</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this applies to part of this larger precinct.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness and consistency (strongly influenced by Covenants), environmental constraints (part), remoteness to activity centres, remoteness to P/T and neighbourhood character.</li> </ul>	The northern section is accessible to the Smart Bus and land along Mahoneys Road has been excluded from the precinct. Areas in the walkable catchment of Keon Park and Ruthven Train Stations have also been excluded from the revised precinct.
9	Reservoir	This is an amalgamation of three precincts on the northern border of the municipality.	Incorporates Precincts 9, 10 and 11	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Outside an 800 metre walkable catchment of an activity centre.</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this applies to part of this larger precinct.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, remoteness from transport, remoteness from Activity Centre.</li> </ul>	<p>While the area is partly within an accessible distance to the Smart Bus in the north western corner, this influence is slight and the area is generally seen as remote from Activity Centres and transport as well as being generally intact.</p> <p>The area abuts a significant industrial area to the north, providing additional justification to limit density in this area.</p>
10	Darebin Creek, Reservoir	This area includes the ESO and Aboriginal Cultural Sensitivity Area.	ESO and Minimal Change areas	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent</li> <li>• ESO (part) – part of the precinct adjoining Darebin Creek reserve.</li> <li>• Outside an 800 metre walkable catchment of an activity centre.</li> </ul>	<p>The precinct primarily identifies the areas affected by the ESO which was a criterion supported by RZSAC for inclusion in the NRZ1.</p> <p>The Aboriginal Cultural Sensitivity Area has been removed from the southern portion of the precinct proposed for Amendment C144 however has been retained along Ayr Street due to the highly intact neighbourhood character.</p>

**Amendment C156**  
**Table 1 – Precinct Analysis**

C156 Precinct Number	Area boundaries	Description	Amendment C144 reference	Response to Criteria	Comment
				<ul style="list-style-type: none"> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – these areas are very remote.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, environmental constraints (part), remoteness from transport, remoteness from Activity Centre.</li> </ul>	
11	Bundoora – Mount Cooper Estate	Part of the Mount Cooper Estate outside the walkable catchment to public transport.	Part of Precinct 12	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Outside an 800 metre walkable catchment of an activity centre.</li> <li>• Environmental significance (VPO).</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – the original C144 precinct has been reduced to only include the area outside the walkable transport catchment.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, consistency, remoteness from transport, remoteness from Activity Centre.</li> </ul>	<p>This is a new estate and a masterplanned community incorporating a range of newer housing styles. It is relatively remote from transport and activity centres. The original C144 precinct has been reduced to only include the area outside the walkable transport catchment.</p> <p>The Estate is also affected by a VPO.</p>
12	Bundoora – Springthorpe Estate	This includes all of the Springthorpe Estate, Bundoora	Minimal Change precinct	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Environmental significance (VPO).</li> <li>• Outside an 800 metre walkable catchment of an activity centre – a significant portion is outside the 800m from Miller on Gilbert, which is a lower order Neighbourhood Centre.</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this applies to part of this larger precinct.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential character – due to intactness, consistency, remote from Activity Centre, remote from public transport, environmental significance.</li> </ul>	<p>This precinct is within the La Trobe National Employment Cluster however is a materplanned community which has incorporated some opportunities for medium density in the overall design. The whole estate is also affected by a VPO.</p>

**Amendment C156**  
**Table 1 – Precinct Analysis**

C156 Precinct Number	Area boundaries	Description	Amendment C144 reference	Response to Criteria	Comment
13	Kingsbury	This boundary is consistent with the proposed NRZ1 precinct as part of Amendment C144, incorporating the part of Kingsbury outside of the walkable transport catchment and those affected by ESO and Aboriginal Cultural Sensitivity Area.	Incorporates Precinct 14, ESO and Aboriginal Cultural Sensitivity Area	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent</li> <li>• ESO (part) – part of the precinct adjoining Darebin Creek reserve.</li> <li>• Outside an 800 metre walkable catchment of an activity centre – the precinct is over 800m from the Polaris centre.</li> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this applies to part of this larger precinct.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, consistency, environmental significance (part), remote from Activity Centre, remote from public transport and neighbourhood character.</li> </ul>	<p>The proposed boundaries are consistent with the Amendment C144 boundaries.</p> <p>Part of the precinct was identified as Minimal Change in the DHS</p> <p>Note: Parts of this precinct should be considered for further strategic analysis investigating the potential use of the NCO.</p>
14	Preston – part of the Oakhill Estate	Includes Neighbourhood Character Precincts E5, D5 and C3 in addition to the Heritage Overlay Precinct HO172	Incorporates part of Precinct 15 and the Minimal Change area consisting of the HO Precinct.	<ul style="list-style-type: none"> <li>• Heritage Overlay – while not affected by the HO, part of this precinct (in the vicinity of 33 Comas Grove) has been recommended for inclusion in the Heritage Overlay (reported to Council 21 May 2012). Exact boundaries were not defined.</li> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent – the precinct is highly consistent with the descriptions in the NCS.</li> <li>• Outside an 800 metre walkable catchment of an activity centre.</li> </ul>	<p>Whilst the precinct is accessible to public transport, the character of this area is intact and the original housing stock of Californian bungalows and other interwar style dwellings are well valued by residents.</p>

**Amendment C156**  
**Table 1 – Precinct Analysis**

C156 Precinct Number	Area boundaries	Description	Amendment C144 reference	Response to Criteria	Comment
				<ul style="list-style-type: none"> <li>• Generally outside 800m walkable catchment train, tram or SmartBus – this applies to part of this larger precinct which is outside the walkable catchments for the tram and train.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to HO, intactness, consistency, high prevalence of renovation, and neighbourhood character</li> <li>• Intact and consistent Neighbourhood Character (strongly influenced by the well-established Heritage Overlay).</li> </ul>	
15	Westgarth (Northcote) – Area bounded by railway line and Thomson, Bower, Westgarth and Green Streets Westgarth	The area is made up of several streets to east of Northcote-Westgarth HO161.	Part of Precinct 20	<ul style="list-style-type: none"> <li>• Heritage Overlay – while not affected by the HO, the precinct is compatible with the HO precinct to the west.</li> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent</li> <li>• Outside an 800 metre walkable catchment of an activity centre – a significant portion is outside the 800m from Miller on Gilbert, which is a lower order Neighbourhood Centre.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, consistency, high prevalence of renovation, remoteness to Activity Centres and neighbourhood character.</li> </ul>	<p>Precinct 20 was an Addendum to the Tract work and was presented to RZSAC. This precinct has been reduced in area from the original boundaries to remove the less intact streets – Thomson and Jessie Streets. Despite its accessibility, the precinct contains a high level of consistency of character and intactness consistent with the NCS precinct character description and the HO to the west.</p> <p>Note: This precinct should be considered for further strategic analysis investigating the potential use of the NCO or HO.</p>
16	Preston (East) – incorporating the eastern parts of Rene, Madeline and Malpas Streets.	Small precinct with intact character – two neighbourhood character precincts.	Precinct 16	<ul style="list-style-type: none"> <li>• Highly intact pattern of subdivision in favour of detached dwellings on individual lots, with more than 80% of housing having these attributes.</li> <li>• Has a strong neighbourhood character, evidenced by a high degree of consistency in architectural style and streetscape, in particular where 80% or more of the housing stock is consistent with precinct descriptions in the</li> </ul>	<p>The Tract report identifies some inconsistent developments but NRZ is still recommended to guide further development.</p> <p>Note: Parts of this precinct and surrounding streets outside the boundary such as the Red Brick State Bank Housing Estate should be considered for further strategic analysis investigating the potential use of the NCO or HO,</p>

**Amendment C156**  
**Table 1 – Precinct Analysis**

C156 Precinct Number	Area boundaries	Description	Amendment C144 reference	Response to Criteria	Comment
				<p>Darebin Neighbourhood Character Study (2007), and where restoration of original housing stock is prevalent.</p> <ul style="list-style-type: none"> <li>• Outside an 800 metre walkable catchment of an activity centre – a significant portion is outside the 800m from Miller on Gilbert, which is a lower order Neighbourhood Centre.</li> <li>• Predominantly single and double storey residential development.</li> <li>• Limit opportunities for increased residential development – due to intactness, consistency, high prevalence of renovation, remoteness from Activity Centre, and neighbourhood character.</li> </ul>	<p>particularly Madeline Street.</p>