



**plān i' sphere** [ // urban strategy planners ]

Jones & Whitehead Land Design Partnership

## REVIEW OF POLICIES AND CONTROLS FOR THE YARRA RIVER CORRIDOR: PUNT ROAD TO BURKE ROAD

# Consultant Report

TO THE DEPARTMENT OF SUSTAINABILITY AND ENVIRONMENT JUNE 2005

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## **SUBMISSIONS ARE NOW WELCOME!**

This report has been produced for consultation purposes and it should not be assumed that the content necessarily reflects the views of the Minister for Planning or the Department of Sustainability and Environment (DSE).

DSE is keen to receive submissions addressing any of the following issues:

- The extent to which the draft objectives reflect previous strategic work including former concept plans, current policies (such as *Melbourne 2030* and the draft River Health Strategy) in addition to stakeholder input during the project.
- Whether the draft strategies and guidelines in Attachment 1 adequately reflect the draft objectives.
- The suggested priorities for strengthening planning controls.
- The appropriateness of suggested additional permit triggers and performance standards recommended for inclusion in planning schemes – in the light of the draft objectives and current or potential development pressures.
- Suggestions as to how the general recommendations could be translated into planning scheme provisions – including fine-tuning of performance standards, and whether performance criteria should be mandatory or subject to discretion.
- Recommendations relating to public land enhancement and additional public access priorities.
- Suggestions for improved mechanisms for State and local government to work together on issues affecting the Yarra River, in consultation with key stakeholders and the community.

Submissions will be collated by DSE and copies provided to the relevant councils or other Government agencies where appropriate. Outcomes of the consultation will be reported back to stakeholders. DSE will continue to work with the councils and agencies to come up with final agreed recommendations and will support implementation, including the preparation of any future planning scheme amendments.

Submissions should be posted, faxed or emailed by 26 August 2005 to:

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## Definitions

'Open Space Corridor' = the areas shown on Map 1.

'Trail', 'path' and 'pathway' = routes for pedestrians and cyclists.

'Bicycle path' = a path specifically for bicyclists.

'Footway' = a path for pedestrians only.

'Shared footway' = a path shared by pedestrians and cyclists.

'Freeway' includes tollways (i.e. the Monash Freeway / City Link and the Eastern Freeway).

'Right bank' and 'left bank' assume a viewpoint looking downstream. Abbotsford and Richmond are on the right bank, while Kew, Hawthorn and Toorak are on the left bank.

# Executive Summary

## Chapter 1 – Introduction

The purpose of this Study, commissioned by the Department of Sustainability and Environment, is to review the current regulatory and policy context for development in the Yarra corridor and to recommend ways of strengthening planning controls to ensure the ongoing protection and enhancement of the valued qualities of the river corridor.

The Yarra River corridor between Burke Road and Punt Road is a highly significant metropolitan landscape resource. The Study Area for this project includes the Open Space Corridor which surrounds the river, and its urban and suburban interface areas, divided into three broad character types based on existing type of built form, vegetation coverage and separation from the river: Leafy Suburban; Urban Industrial / Ex-industrial; and Urban Residential. The river frontages are within the municipalities of Banyule and Yarra on the right bank, and Boroondara and Stonnington on the left bank.

The Study approach included field survey, desktop research and stakeholder consultation. The Study was overseen by a Reference Group comprising officers from each of the four affected Councils, the Department of Sustainability and Environment, Melbourne Water and Parks Victoria. In addition, three sessions with senior officers and elected members from each local Council were held at key stages of the project.

## Chapter 2 – Values of the Yarra River Corridor

The existing values of the Study Area are described in Chapter 2, including flora, fauna & natural heritage; urban & landscape character, built form & cultural heritage; open space, recreation & access; and drainage, flooding & waterway management. Responding to these values, four *key issues* were identified to guide the Study, namely:

- protecting and enhancing flora, fauna habitat and natural heritage (including indigenous vegetation communities, natural features, significant flora and fauna habitat);
- controlling impacts of development on urban and landscape character, built form and cultural heritage;
- supporting public access, recreation opportunities and the management and enhancement of open space; and
- managing the stability of the waterway, protecting drainage functioning and minimising the risks of damage due to flooding (this is not central to the brief but an important factor in determining the siting and design of development).

These key issues form the basis for development of objectives and strategic directions in the following sections.

## Chapter 3 – Existing Policies and Controls

Previous strategic planning, and existing planning scheme policies and controls are reviewed in Chapter 3. Much of the previous strategic planning proved to still be relevant to the community's current values and expectations for the Yarra River. In addition, current management plans in the Open Space Corridor continue to provide sound direction for public land management. Recent regional strategic planning work including *Melbourne 2030*, Parks Victoria's *Linking People & Spaces*, provides a renewed policy focus for managing development in the Study Area.

Many of the present planning controls for the Study Area date back to the River Concept Plans prepared in the 1980s. The original vision expressed in the Concept Plans is now inconsistently represented in different local Planning Schemes.

## Chapter 4 – Planning Objectives for the River Corridor

The Study Team was able to draw on a number of objectives and strategies articulated in current or previous planning studies and the input of stakeholders through stakeholder workshops in developing a consistent set of objectives for the Study Area. These objectives are outlined in Chapter 4 and form the basis for recommended objectives and planning controls in Chapter 5.

For each objective, a set of *strategies* and *guidelines* have been developed which provide more detailed direction for Councils and land managers to plan and control development in the Study Area. These are contained in Attachment 1: Strategies and Guidelines for Managing Development in the Study Area.

In the light of these policy objectives and guidelines, the issue is not so much the lack of planning controls in the most sensitive areas closest to the river, but rather the way in which the planning provisions are currently structured and the associated lack of clarity in terms of guidance about what forms of development are acceptable. The existing planning scheme provisions do contain relevant objectives derived from previous concept plans and other strategic work which indicate the significance of the valley, the need to protect the valley environment and prevent inappropriate development. However, due to the lack of more specific performance indicators and decision guidance contained in overlay schedules, the outcomes in terms of planning decisions on development proposals could be uncertain given the need for decision making bodies to weigh up generalised Yarra River objectives with other *Melbourne 2030* objectives - for example, relating to consolidation of urban form.

This chapter uses a simple formula to prioritise the need for strengthened overlay controls in different parts of the valley.

## Chapter 5 – Strategic Directions

Four strategic directions are proposed in this Study:

- strengthened planning controls;
- undertaking further detailed design and development planning of key sub-areas adjoining the Yarra River;
- ongoing management and enhancement of open space; and
- securing open space and access opportunities.

Together these four directions provided the basis for further action by State and Local Government agencies within the Study Area.

Analysis and recommendations for ways in which planning controls might be strengthened are contained in Attachments 2 and 3, and Maps 6a and 6b. These recommendations represent a starting point for consultation prior to amendment processes; they may require further fine-tuning before being suitable for inclusion in planning provisions.

Several locations adjoining the Yarra River suited to detailed design and development planning are listed in section 5.2 and shown on the same maps. Analysis and recommendations for planning, management and enhancement of open space and securing open space and access opportunities are contained in Attachments 4 and 5, and Map 7. The key findings and recommendations are summarised as follows.

### Strengthened Planning Controls

In response to the outcomes of the review of existing policies and controls, substantial emphasis has been placed on strengthening local planning schemes through the use of overlays. In most situations, the Environmental Significance Overlay is recommended as the tool which can most easily consolidate the issues relevant to a riverside environment – built form, landscape, vegetation and environment protection.

Section 5.2 reviews planning issues in each character interface and the Open Space Corridor and makes recommendations as to how permit triggers, objectives, guidelines and

strategies, and additional performance standards might be revised to improve the control of development across the Study Area. This analysis is summarised as follows.

*Leafy Suburban* – This character type occurs in all four municipalities and on both banks of the river and includes the suburbs of **Toorak, Hawthorn, Kew, Ivanhoe, Alphington** and **Fairfield**. High development pressure exists where large private lots extend to the river. Due to a lack of clarity about preferred outcomes, and reliance on reference documents or Local Policies to guide decision making, existing planning controls were found to be insufficient to protect the vegetated character of large lots in the suburbs of Fairfield and Alphington, and there is potential for similar pressures to occur in parts of Banyule and Boroondara. Recommendations include:

- rationalising existing overlays in Park Crescent, Fairfield and Rex Avenue, Alphington in the City of Yarra and include improved performance standards for building site coverage, jetties and river set-backs (proceed with planning scheme amendment);
- rationalising existing overlays, mainly where private land directly fronts the river, in the City of Boroondara to apply ESO as the preferred means to manage built form, environmental and landscape values and include improve planning objectives and performance standards (following further consultation); and
- improving planning objectives and performance standards for existing overlays in Toorak (City of Stonnington) and Ivanhoe (City of Banyule) where private land fronts the river (following further consultation).

*Urban Industrial / Ex-industrial* – This character type occurs in the City of Yarra between the Eastern Freeway and Punt Road and includes the suburbs of **Abbotsford, Richmond** and **Cremorne**. Urgent development pressures have been recognised throughout this interface by the City of Yarra's Built Form Review (2002). Guidelines for controlling built form were developed for inclusion in DDO1 through Amendment C66 to the City of Yarra Planning Scheme. Recommendations include:

- implementing Amendment C66 (immediate);
- improving planning objectives and performance standards for waterway and open space management under ESO1 (following further consultation).

*Urban Residential* – This character type occurs in one small area in the suburb of **South Yarra** in the City of Stonnington. It is significantly separated from the river and Open Space Corridor by Alexandra Avenue and no detailed analysis or recommendations are made.

*Open Space Corridor* – The Open Space Corridor occurs in all four municipalities, and includes significant vegetation and recreation resources. On public parkland, improvements are achieved primarily through public works and appropriate management by the relevant land managers rather than through planning schemes. The broad objectives proposed in this study may also be used to guide master and management planning by the park managers. In relation to planning provisions, there is a need to rationalise planning controls to ensure overlays do not duplicate the roles of public land managers.

*Additional recommendations* are made to:

- update Local Planning and Policy Frameworks using the planning objectives outlined for the Study Area, and making reference to new / updated planning controls;
- improve planning controls for flood-prone land, including replacing part of the Land Subject to Inundation Overlay (LSIO) with a Floodway Overlay (FO) in locations subject to one metre or greater flood depth in a 1 in 100 year flood event as recommended by Melbourne Water; and
- undertake further strategic work relating to landscape values and visibility, advertising signage, and other values on which existing overlay controls rely.

Detailed Design and Development Planning of Key Sub-Areas Adjoining the Yarra River

Several locations adjoining the river are recommended for more detailed design and development planning, should substantial redevelopment be proposed. These include **AMCOR Australian Paper** in Alphington; **Carlton and United Breweries** in Abbotsford;

**Victoria Street East** (between Barkers Road Bridge, and Metropolitan Fire Brigade building); and **Victoria Crescent, Abbotsford** (between Gipps Street and Church Street).

#### Ongoing Management and Enhancement of Open Space

The Open Space Corridor should continue to be managed under comprehensive strategic masterplans or management plans, such as those in place for McConchie Reserve; Burnley Harbour / Herring Island; Burnley Parklands; and Yarra Bend Park. Several locations lend themselves to more detailed strategic planning, guided by the objectives and strategies proposed by this Study, including: **Gardiners Creek/SE Freeway**; **Pridmore Park** in Hawthorn; **Middle Yarra golf courses and billabongs** (Chandler Bridge to Burke Road); **Flockhart Street Reserve**; and **Alexandra Avenue** riverside park. A brief review of these areas is contained in Attachment 4: Masterplanning in the Open Space Corridor. Each masterplanning location is shown on Map 7.

#### Securing Open Space and Access Opportunities

Eleven public acquisition overlays have previously been applied to secure public open space, often to complete recreation trail links (Map 7). Each PAO is reviewed in detail in the Attachment 5: Recommendations on Existing Public Acquisition Overlays. In the most part, the purpose for acquisition continues to be relevant and the PAO is supported. In some cases the purpose of the PAO is redundant or unclear and the PAO is recommended to be removed. Five locations within the Study Area have been identified on Map 7 as areas for potential additional public access. Each of these represents different patterns of land ownership and existing, or potential future, access. Further comment is sought on the desirability of increased public access to the river.

# 1. Introduction

The purpose of this Study, commissioned by the Department of Sustainability and Environment, is to review the current regulatory and policy context for development in the Yarra corridor and to strengthen planning controls to ensure the ongoing protection and enhancement of the valued qualities of the river corridor.

The Yarra River corridor between Burke Road and Punt Road is a highly significant metropolitan landscape resource. The Melbourne Metropolitan Strategy *Melbourne 2030* recognises the corridor as part of the intrinsic landscape framework for metropolitan Melbourne, valued for its substantial areas of open space, native vegetation communities, flora and fauna, sites of European and Indigenous heritage significance and value for tourism, commercial, residential and industrial uses.

The surrounding suburbs contain a significant proportion of Melbourne's population, and the valley itself is accessed by a large number of residents and visitors alike, who express a strong sense of ownership of the river and surrounding open spaces.

In recent years, there has been growing community concern about the impacts of particular developments on the river corridor environment and landscape character and on the quality of recreational experience in the river corridor. Pressures for development are particularly intense between Punt Road and Burke Road, where private land is in close proximity to the river, larger lots are being subjected to greater intensity of development and former industrial sites are undergoing redevelopment for commercial and residential uses. Current community concerns relate particularly to:

- visual impacts of new development – including building heights, bulk and setbacks, and overshadowing;
- availability of open space, recreation trails and links (including potential loss of open space through adverse possession or potential restrictions on public access to areas in private ownership due to public liability concerns);
- the deterioration of quality of experience and loss of sense of seclusion along sections of the corridor; and
- loss of vegetation and native habitat.

Similar development pressures exist along some other waterways in the metropolitan area.

## 1.1 Strategic Context

Many previous studies on this section of the Yarra River have identified values and suggested approaches for managing, protecting and enhancing these values through strategic planning, and planning scheme policies and controls. However, some of the present planning controls for the Yarra River corridor date back to the 1980s following the adoption of Concept Plans for the lower and middle Yarra River and the introduction of a number of overlays which sought to manage the development of land adjacent to the river. The original vision expressed in the concept plans is no longer clearly articulated and as a result, is now inconsistently represented in different local schemes.

This project intends to deliver on the *Melbourne 2030* priority initiative (5.7.4), as part of the five year Implementation Program, to “Strengthen current policies and review the adequacy of planning controls relating to the Yarra and Maribyrnong Rivers to ensure the long-term protection of open space, conservation values - with the first priority being the Yarra River corridor between Punt Road and Burke Road.”

Other State Government strategies (completed or nearing completion) which will provide a context for this project include *Linking People and Spaces*, the Port Phillip and Westernport Regional Catchment Strategy, the Port Phillip and Westernport Region River Health Strategy and Native Vegetation Plan.



At the local level, in light of increasing development pressures and community interest, the City of Yarra has recently undertaken a review of built form to determine desirable outcomes within its boundary. As part of this study, specific policies were developed for the Yarra River corridor and a planning scheme amendment (C66) was exhibited in 2003. The amendment includes Yarra River corridor policy objectives to be included in the LPPF and a schedule to the Design and Development Overlay which specifies maximum building heights and minimum setbacks as well as other built form outcomes for some precincts along the Yarra. A panel hearing on this amendment occurred in August 2004.

## 1.2 Study Area

The Study Area is the Yarra River corridor between Punt Road and Burke Road and includes both private and public land. It crosses four municipalities: the cities of Banyule, Boroondara, Yarra and Stonnington, and contains substantial areas of land managed by Parks Victoria as public open space (at Yarra Bend Park).

### Open Space Corridor

At the core of the Study Area is the Yarra River, surrounded by an 'Open Space Corridor' (Map 1) that varies in width from substantial bushland parks and recreation grounds (e.g. Yarra Bend Park), to narrow strips of linear access at the river edge. It includes some restricted access areas, such as golf courses and some public institutions.

### Interface Areas

The Study Area also includes those areas of private land (or public land not used for public open space) that interface with the Open Space Corridor and have significant direct impacts on the values of the river corridor, including land that is:

- immediately adjacent to the Yarra River edge;
- within the 1 in 100 year flood level;
- immediately adjacent to the Open Space Corridor or parkland; or
- not adjacent to the river edge or Open Space Corridor but visible from trails, roads, parkland and other key viewing locations within the Study Area.

These interface areas have been described as three broad character types (Map 1), responding to variations in the existing and desired future landscape and urban character of these interface areas. The three character types are:

- *Leafy Suburban* – Predominantly suburban residential development with large setbacks and gardens that are frequently heavily vegetated with exotic and / or native trees. It occurs in all four municipalities and on both banks of the river and includes the suburbs of Toorak, Hawthorn, Kew, Ivanhoe, Alphington and Fairfield.
- *Urban Industrial / Ex-industrial* – Intensively developed urban area with buildings originally designed for industrial and associated uses, although currently undergoing redevelopment for residential or commercial use. This character type occurs along the right bank of the river in the City of Yarra, between the Eastern Freeway and Punt Road.
- *Urban Residential* – Large houses and multiple-unit developments on moderate to large blocks with scattered vegetation. Development is set on sloping topography and is highly visible, but significantly separated from the river and Open Space Corridor by Alexandra Avenue. This character type occurs in one small area, in the suburb of South Yarra in the City of Stonnington.

Note that these character types reflect a 'high level' classification from a [regional](#) (metropolitan) perspective, consistent with Technical Report 12 (Sense of Place: Urban Design Principles for the Metropolitan Strategy, released in association with *Melbourne 2030*) and as such are necessarily generalised. These landscape character types have been described to ensure consistency of design principles across areas with common desired future landscape and urban character. Within each character type, variations in local

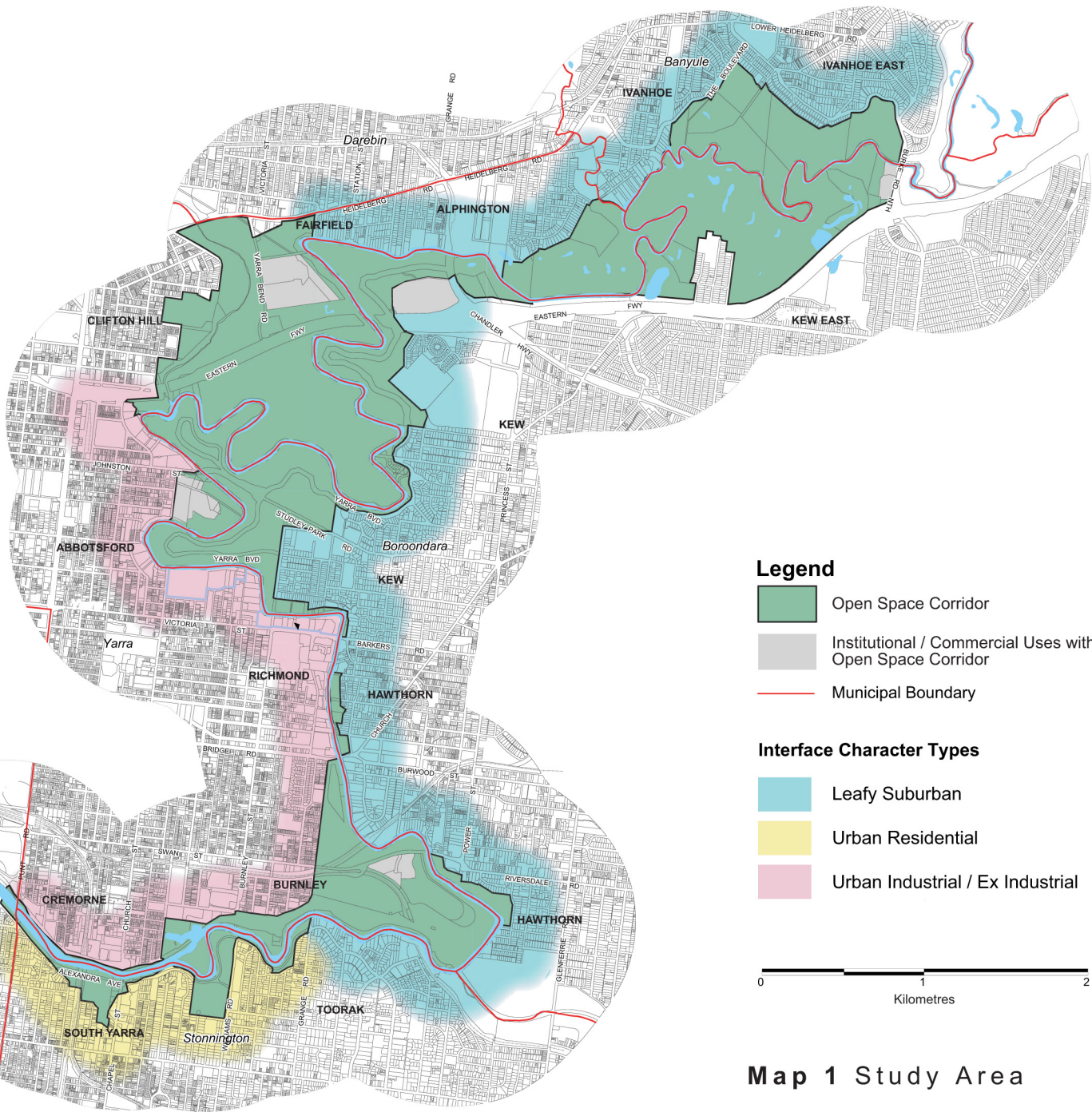
conditions may warrant slightly different approaches to planning scheme provisions for some areas.

## 1.3 Approach

The production of this study included a four-stage process shown on the attached diagram (Figure 1). The key steps included field survey, desktop research and consultation with community (through two stakeholder workshops, and an open advertisement for submissions), Council officers from each of the four Councils (through the Reference Group) and elected members of each Council.

**Map 1 – Study Area**

**Map 1 – Study Area, Open Space Corridor and Interface Areas**



**Legend**

- Open Space Corridor
- Institutional / Commercial Uses within Open Space Corridor
- Municipal Boundary

**Interface Character Types**

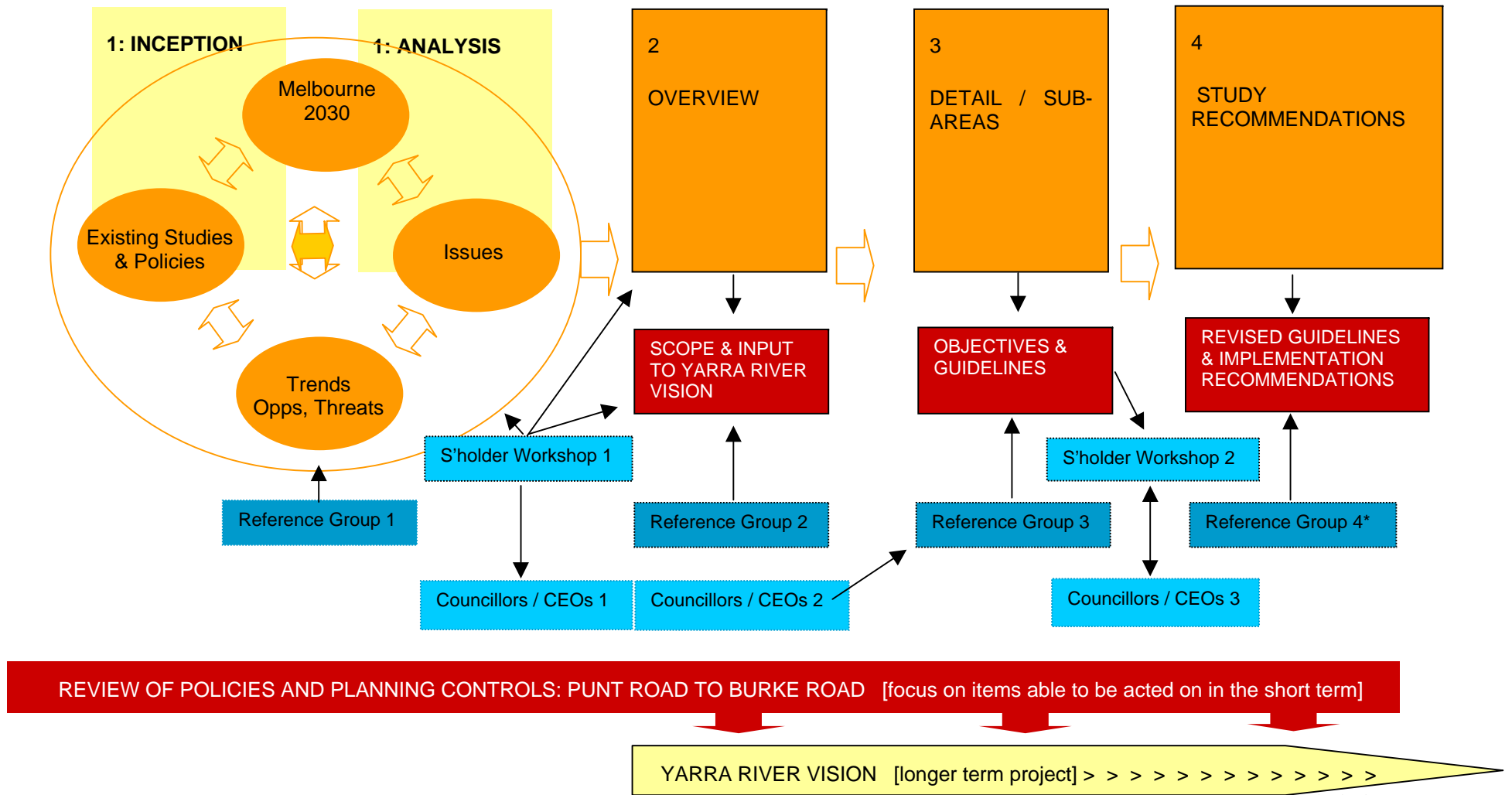
- Leafy Suburban
- Urban Residential
- Urban Industrial / Ex Industrial

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**Map 1 Study Area**

**Note:** The Interface areas shown on this map reflect a broad classification of character types from a metropolitan perspective. They do not define areas that may be affected by future planning scheme amendments.

Figure 1 – Study Method Diagram



\*A fifth Reference Group meeting was held in December to consider the Draft Reports and key recommendations.

## 2. Values of the Yarra River Corridor

The values of the Yarra River corridor Study Area are described in this section under the following categories:

- 2.1 Flora, Fauna & Natural Heritage
- 2.2 Urban & Landscape Character, Built Form & Cultural Heritage
- 2.3 Open Space, Recreation & Access
- 2.4 Drainage, Flooding & Waterway Management

The last category is not central to the Brief, but may be a critical factor in determining the siting and form of development.

### 2.1 Flora, Fauna & Natural Heritage

The Study Area contains some of the most valuable flora, fauna, geological and geomorphological assets in Metropolitan Melbourne. Indigenous vegetation and remnant riparian vegetation provide habitat for native fauna, harbour significant flora species and contribute to the protection of water quality and flow regimes. Additionally, a number of natural geological and geomorphological features occur in places where urbanisation has not intruded to the river banks.

Indigenous vegetation communities of State and regional significance occur on public and private land upstream of Walmer Street. Broad-acre native bushland, mostly within Yarra Bend Park, includes shrubby forest of river red gum, swamp gum and yellow gum while river and billabong riparian areas include native reeds and sedges. A checklist compiled in 1973 by the late Dr J H Willis identified 205 indigenous vascular plant species in Yarra Bend Park alone.

A number of species of native mammals, birds, frogs and reptiles thrive throughout the Open Space Corridor, mostly associated with the areas of native vegetation. At least five species of bats, the short-beaked echidna, common brushtail possum and common ringtail possum are all known to occur along the river length between Burke Road and Punt Road. The river itself is home to significant fauna species including the threatened Australian grayling and Australian mudfish, while vegetation communities along the river provide habitat for birds such as Yellow-Tailed Black Cockatoos, Brown Goshawk, Peregrin Falcon and Little Lorikeet which are not usually associated with adjacent urban and suburban areas.

Riparian plant communities are adapted to respond to natural disruptions from flooding and erosion, and are equally capable of re-colonising areas disturbed after construction. Even in the most urbanised areas, an ecosystem based on indigenous plants can be as viable as one based on plants from other places. Nonetheless, ongoing constructive effort is required to balance destructive impacts from the surrounding city, including invasions of weeds, litter, and wear from recreational activities.

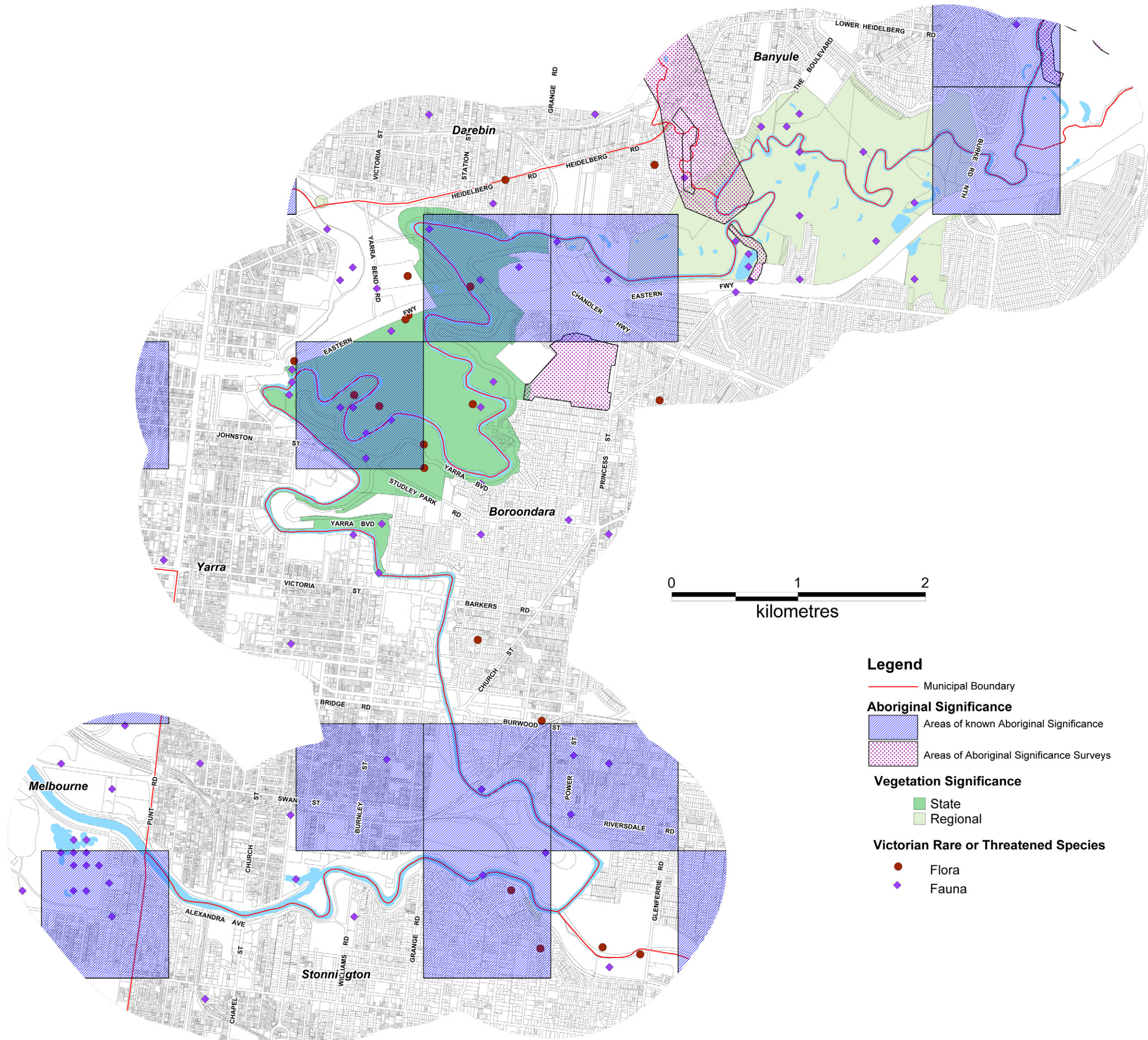
The Melbourne Water Waterway Satisfaction Monitor Study 2002, identified the vegetated appearance as a key strength of the Lower Yarra River at present, and one highly valued by people who live near or access the waterway corridor.

In some pockets, exotic vegetation is of heritage significance (for example Burnley Gardens) and contributes to riverside and/or neighbourhood character.

Some flora and fauna significance data obtained in this Study is shown on Map 2.

## Map 2 – Known Flora, Fauna and Aboriginal Significance





**MAP 2: Known Flora, Fauna and Aboriginal Significance**



## 2.2 Urban & Landscape Character, Built Form & Cultural Heritage

### Urban and Landscape Character

Urban and landscape character and built form varies across the Study Area. As described above, character varies both within the Open Space Corridor, and in the urban and suburban interface areas.

The general value ascribed to the Yarra's 'natural' landscape character, despite the obvious presence of buildings, rebuilt river banks, power lines, and so on, relies heavily on indigenous vegetation. According to the City of Yarra Built Form Review:

*Most people ... experience the river corridor not from the river and its banks, but from vantage points outside the corridor, or as they drive across the river on a bridge. What they see (or expect to see) is a line of trees, a heavily vegetated river corridor. They will rarely see the water itself, except perhaps as a glimpse amongst the trees. The expression of the river corridor as a corridor of vegetation, particularly of canopy trees, is most important.*

The viewpoints from which the character of the river and its Open Space Corridor are experienced include:

- from the river itself;
- from the network of trails within the corridor (e.g. the Main Yarra Trail);
- from key public use areas (e.g. Collingwood Children's Farm, Studley Park Boathouse, Fairfield Boathouse)
- from broader open space areas within the river valley (e.g. sports fields and parkland);
- from river crossings (road, rail and pedestrian bridges);
- from outside the corridor (e.g. distant elevated views from surrounding suburbs, rail and road corridors).

While parts of the Study Area are dominated by natural landscapes, a river valley's character is also shaped by, and reveals the character of, the land it passes through. So inevitably a river passing through an urban area will be shaped by, and reveal aspects of, the urban character. The character of development and its relationship to the river often differs from one side to the other largely because of the topography and history of development. It is generally desirable for this urban character to be seen in broad landscape-scaled patterns rather than for individual buildings, signs or other structures to dominate. These patterns are described by the three character types ascribed to the interface areas, namely:

- *Leafy Suburban;*
- *Urban Industrial / Ex-industrial;* and
- *Urban Residential.*

These character types are described in the Introduction above.

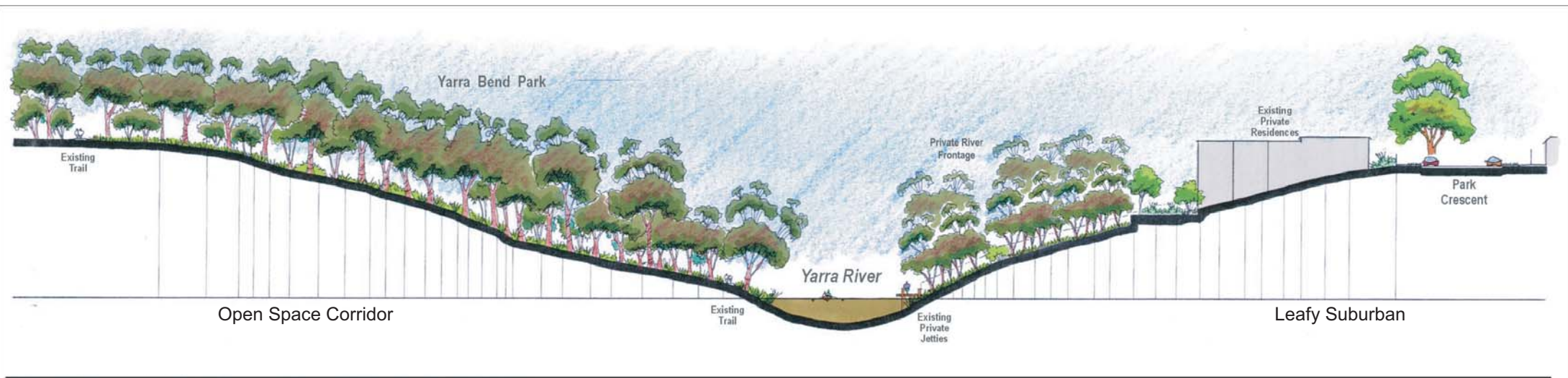
### Cultural Heritage

Cultural heritage elements including features of European and Indigenous heritage significance occur throughout the Study Area corridor.

Indigenous cultural heritage values are particularly associated with the waterway itself, and areas of native vegetation and natural landscapes, which were often sites used for food, materials and shelter by local Aboriginal communities. While the available data on Indigenous historic heritage values is varied, scatters of stone artefacts, tools, and river red gum scars provide clues of an association with the river over a long period of time. A particularly high value is ascribed by Indigenous communities to the area where Merri Creek joins the Yarra River. Some regions of known Aboriginal significance are shown on Map 2.

Features and places of European heritage value are also known to occur throughout the Study Area, including structures such as bridges, boat houses, former industrial sites, locations of social significance, and areas associated with the visual arts.

**Figure 2 – Existing interface character: example cross section (Leafy Suburban)**



**Park Crescent - Yarra Bend Park, Fairfield**



**Yarra Boulevard, Burnley - St. Georges Road, Toorak**

**Figure 2 - Existing interface character : example cross section (Leafy Suburban)**

**Figure 3 – Existing interface character: example cross section (Urban Industrial Ex-industrial)**



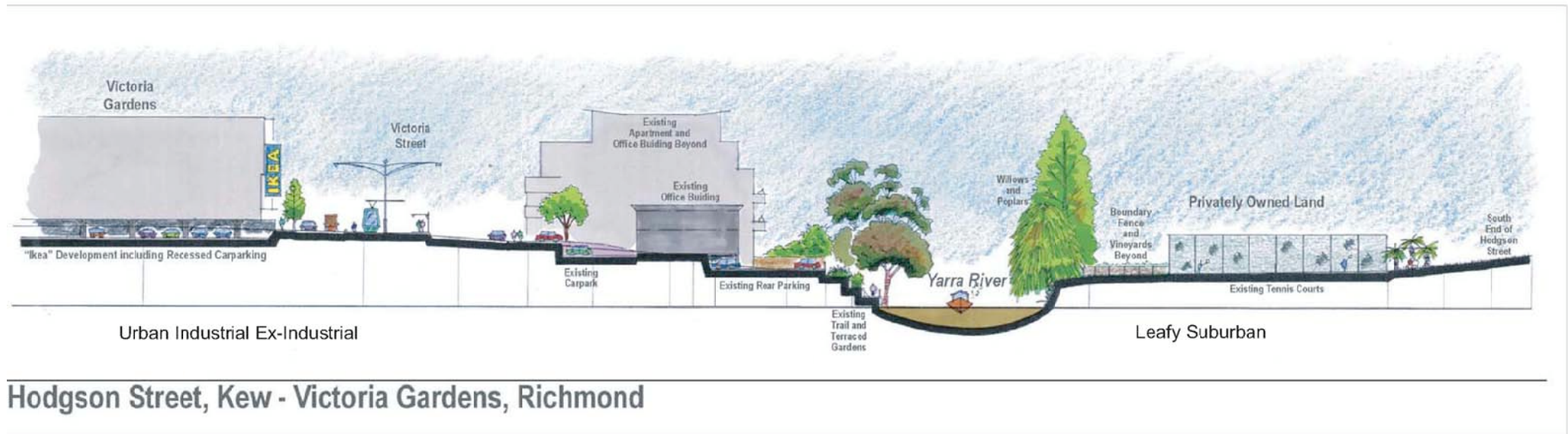
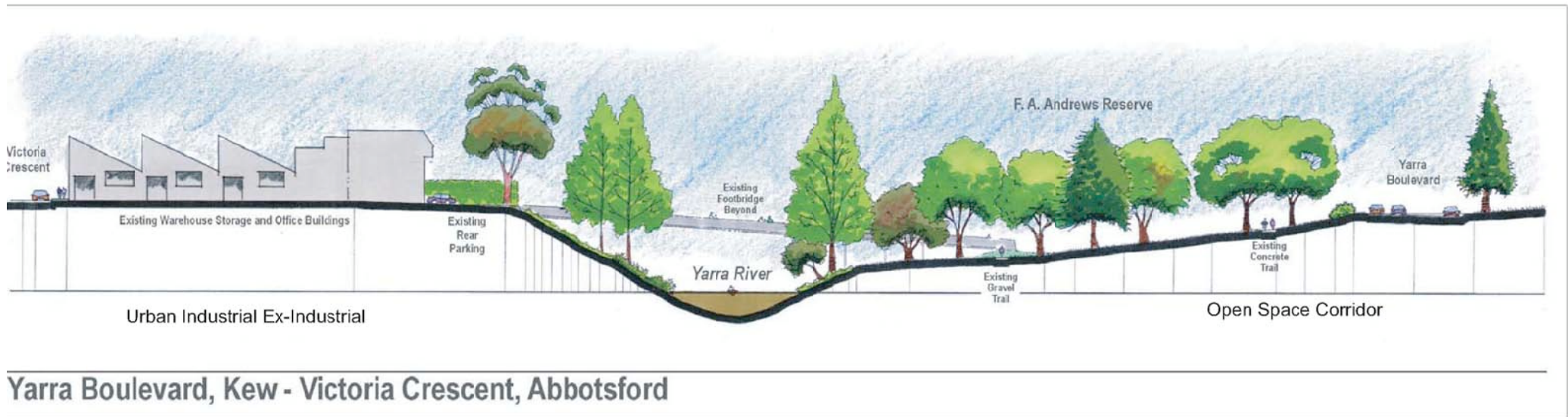


Figure 3 - Existing interface character : example cross section (Urban Industrial Ex-industrial)

**Figure 4 – Existing interface character: example cross section (Urban Residential)**



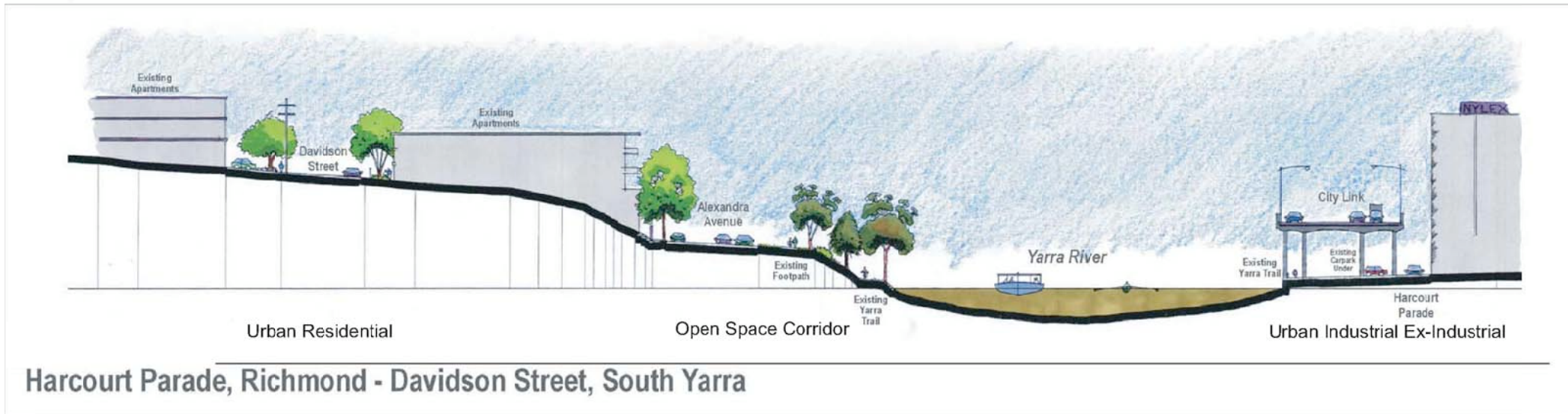


Figure 4 - Existing interface character : example cross section (Urban Residential)

## 2.3 Open Space, Recreation & Access

There is a substantial area of public parkland at Yarra Bend, and smaller public or semi-public reserves such as Burnley Gardens, Chelsworth, Como and Pridmore Parks. A network of trails provides access to and along the corridor, associated with native bushland, built-up areas and the river itself.

Open spaces associated with the Yarra River represent the largest and most important resource of parks and green spaces in inner Melbourne. The extent of the remnant bushland and 'leafy' environment that provides habitat for wildlife and a secluded, peaceful haven for visitors makes it unique in inner Melbourne. The Open Space Corridor is easily accessible to a large proportion of Melbourne's population, particularly in the inner and eastern suburbs. Densely developed areas like Richmond and Collingwood depend on this corridor for a large part of their open space provision.

The location of the Study Area means that its open spaces are a valuable recreation resource for a large proportion of Melbourne's population. It is particularly valuable in the more built-up sections of the Study Area, where the density of development is such that available open space is scarce.

The types and availability of recreational facilities vary across the Study Area, with the lower reaches between Dights Falls and Punt Road primarily being utilised as a linear park, and for water-based recreation, including by a number of rowing clubs, commercial boating companies and residences with facilities located at the water's edge (navigation is blocked at Dights Falls). In the middle sections water-based recreation is mostly constrained to non-motorised craft, concentrated at two commercial boat-hire operations, while substantial areas of bushland are available for informal active and passive recreation, and a number of sports fields and playgrounds have been developed. The Middle Yarra floodplain is dominated by golf courses, although areas such as Willsmere-Chandler Park provide valued bushland settings where one can enjoy a sense of isolation and seclusion.

A central objective of previous strategic planning of the river corridor has been to 'develop a continuous linear trail network for non-motorised movement within the area, which will link with areas of open space upstream and downstream and facilitate cross-valley movement' (1985 Lower Yarra River Development Plan, p. 9 and repeated in later plans). While this has been largely successful with the development of the Main Yarra Trail and associated links, private land extends to the river bank (or effectively so) in many areas and significant gaps remain in the trail network. Furthermore, the valued seclusion of sections of the corridor, and environmental constraints may warrant no further development of formal trails in some areas.

## 2.4 Drainage, Flooding & Waterway Management

Key risks to the Lower Yarra River identified by the Draft Port Phillip and Westernport Regional River Health Strategy which are relevant to this study include:

- changes to hydrology of the waterway;
- reduced water quality as a result of stormwater; and
- prevalence of exotic weeds and pests.

The last two of these key risks are affected by development throughout the catchment as well as within our Study Area. While some concerns regarding these risks were raised in this study, it was determined that water quality and weeds are issues that are more appropriately addressed at a whole of catchment level and as such are not addressed in detail in this report.

Changes to the hydrology of the waterway and the impact of flooding on the river valley itself is a significant factor constraining development and uses of the Study Area. Controlling use and development adjacent to the river (and within the Yarra catchment more broadly)

through planning controls makes a significant contribution to the achievement of waterway management goals. Throughout the Study Area drainage, flooding and waterway management are the primary responsibility of Melbourne Water. Melbourne Water is a referral authority for all developments occurring in the Urban Floodway Zone, or on land covered by the Land Subject to Inundation Overlay.

Melbourne Water's Guidelines for Development in Flood-prone Areas (October 2003) detail issues relating to development on floodplains. In principle, development within the floodway is generally undesirable, although some developments (such as boat sheds) need to be as close to the river as possible regardless of the risk of flooding. Some open space uses, such as golf courses within floodplains, are (relatively) unaffected by flooding. However, many private properties, including buildings, extend into the flood zone and some are entirely within the flood zone, e.g. along the east side of Flockhart Street in Abbotsford.

There is increasing evidence to suggest current flooding risks could change in the future, due to the combined effects of climate change and increasing impervious surfaces associated with urban development within the Yarra River catchment area. It is therefore important that the technical basis underpinning planning controls relating to flood risk is reviewed regularly and updated as necessary according to the latest information.

## 2.5 Implications for this Study

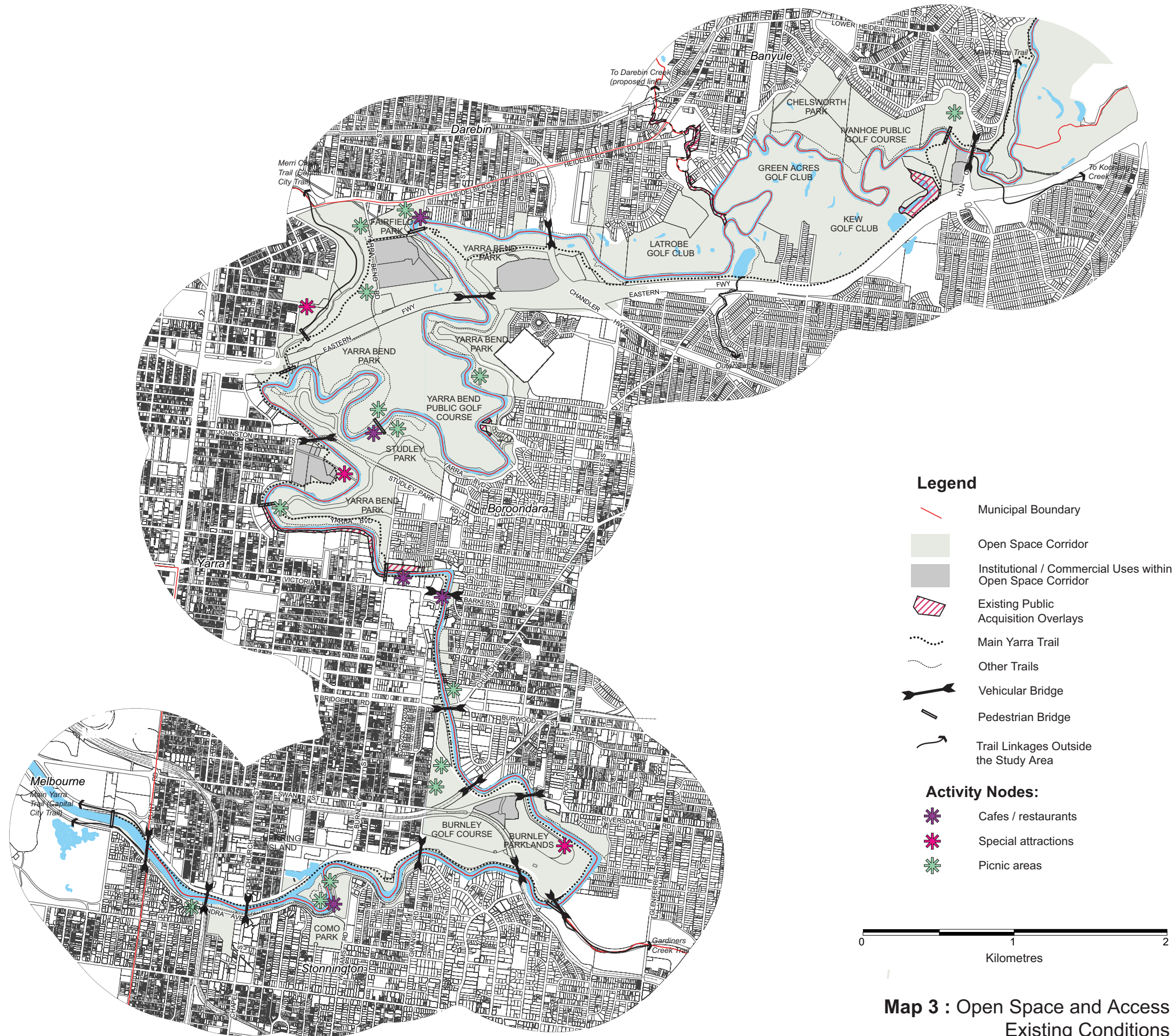
Values associated with the river lead to a need to coordinate development throughout the Open Space Corridor and the interface areas, especially with respect to four *key issues*:

- protecting and enhancing flora, fauna habitat and natural heritage (including indigenous vegetation communities, natural features, significant flora and fauna habitat);
- controlling impacts of development on urban and landscape character, built form and cultural heritage;
- supporting public access, recreation opportunities and the management and enhancement of open space; and
- managing the stability of the waterway, protecting drainage functioning and minimising the risks of damage due to flooding.

These issues form the basis for development of objectives and strategic directions in the following Chapters.

### Map 3 – Open Space, Recreation and Access: Existing Conditions





## 3. Existing Policies and Planning Controls

### 3.1 Existing Policies

The main policy driver for this Study is the Melbourne Metropolitan Strategy *Melbourne 2030*. Policy 5.7 from 'Direction 5: A Great Place to Be' aims to ensure that major open space corridors such as the Yarra River are protected and enhanced. The Yarra River is also noted as requiring specific attention in regard to infrastructure, landscaping and trail connections. In particular this project intends to deliver on the Melbourne 2030 priority initiative 5.7.4 as part of the five year implementation program to:

*Strengthen current policies and review the adequacy of planning controls relating to the Yarra and Maribyrnong Rivers to ensure long-term protection of open space, conservation values – with the first priority being the Yarra River corridor between Punt Road and Burke Road.*

Other previous policy work is reviewed as it applies to each of the four Key Issues outlined above.

### Vegetation, Habitat and Natural Heritage

Many past management plans contain objectives for preferred vegetation type along the river. The 1985 **Lower Yarra River Development Plan** recommends that 'native species, preferably indigenous to the Valley, should generally be planted' upstream of Gardiners Creek with maintenance of the 'existing native-exotic mix' downstream (page 33). However, the vegetation downstream from Gardiners Creek is generally impoverished and weed-infested, although it includes significant indigenous vegetation at Herring Island. Maintenance of the existing mix is a dubious ambition. The same document refers approvingly to 'attractive vegetation such as willows, poplars and palms' in the Abbotsford area, although these are all invasive exotic species, mostly self-sown; and it proposes use of 'some kind of creeping vegetation' to cover a large concrete retaining wall near Turner Street although no indigenous species would achieve this concept (p. 16). It recommends that the existing exotic/native mix be retained at F A Andrews Reserve in Abbotsford despite the relatively recent history of the exotic plantings and despite the stated significance of Yarra Bend Park as the site of one of the last vestiges of native bushland to be found near the centre of Melbourne (pp 15 and 17).

Subsequent plans maintain a similar position:

- The 1986 **Lower Yarra River Concept Plan** repeats recommendations of the Development Plan in abbreviated form.
- The 2001 **Lower Yarra River Future Directions Plan** recommends 'maintenance of the variety and mix of vegetation, including the use of indigenous and non-indigenous species where appropriate'.

The MMBW 1988 **Lower Yarra River Landscape Guidelines** (Punt Road to Dights Falls) introduces the objective 'to provide a continuous indigenous wildlife corridor to link with the bushland areas upstream of Dights Falls', while also recommending preservation of nominated exotic species at six sites due to their historical significance. It recommends planting indigenous species only, even in areas of exotic vegetation, and removal of any regenerating non-indigenous species. It does not recommend replanting exotic species. The guidelines in this document are focused, clear, and not at risk of variable interpretations.

The City of Yarra's 1998/2004 **Yarra River Urban Design Guidelines** expands upon the primary objective from the 1988 Landscape Guidelines 'to maintain and reinforce the Yarra River Corridor as a primary habitat link in inner Melbourne for indigenous flora, fauna and aquatic life' but also include a contradictory objective 'to retain landscaped pockets of the Yarra River Corridor that support healthy non-indigenous, non-environmental weed species where they positively contribute to the character of the River Corridor.' The latter allows for

great variance in its interpretation, both in the question of what 'positively contributes to the character of the River Corridor', in allowing for replanting existing exotics as well as entirely new exotic plantings, and in leaving the number, locations and sizes of 'landscaped pockets' open-ended.

Upstream of Dights Falls, the 1990 **Middle Yarra Concept Plan** 'recognises the need for conservation of significant vegetation and wildlife habitats' including wetlands and billabongs, riparian vegetation, open woodlands and native grasslands. It strongly emphasises the need to protect, manage and restore this vegetation. It includes a list of indigenous species appropriate to the area. It refers to exotic species only as weeds (apart from grasses on golf courses and sports fields), implicitly discouraging the planting of exotics. However, it does not include an explicit policy supporting use of indigenous species only.

The 1990 **Middle Yarra River Planning Controls** follows a similar line, encouraging use of indigenous species (with a list appended) but without explicitly recommending indigenous plantings only.

Parks Victoria's metropolitan strategy plan, **Linking People & Spaces** 2002 recommends a range of objectives relevant to the vegetation and natural heritage of key waterways, including the Yarra and Maribyrnong Rivers, and the Moonee Ponds and Merri Creeks. These include:

- continue to protect and enhance riparian vegetation and habitat corridor links along the key waterways, including the Yarra;
- ensure complementary management of adjacent open space and parklands;
- protect significant flora and fauna species occurring in the open space network;
- increase the cover of depleted riparian forest by revegetating the Yarra River and other waterways; and
- implement a coordinated Yarra River Biolink program in order to connect, revegetate gaps and improve habitat condition in the strategic wildlife corridors of the Yarra River and its key tributaries.

The **Melbourne Water Waterway Satisfaction Monitor** 2002 found that 82% of people identified "protect environment" as the most important issue in management of the Lower Yarra waterway. This contrasts with 'below average satisfaction' with the current state of the river environment.

## Urban & Landscape Character, Built Form & Cultural Heritage

The **Lower Yarra River Concept Plan** 1984 is one of the earliest documents to address character and built form around the river. This document sets out key aims including:

- Development will complement and enhance the River environment
- Institute a landscaping program to enhance visual quality of environs

The **Middle Yarra Concept Plan** 1985 extends the same aims upstream and sets out particular objectives and strategies for landscape and character including:

- provide a co-ordinated approach to the enhancement, protection and management of the Middle Yarra River;
- reinforce Eastern Freeway as scenic entry to the city;
- recognise Yarra Boulevard as scenic roadway;
- encourage use of indigenous plants in golf courses;
- screen / plant boundaries of residential / industrial using indigenous plants;
- maintain views and vistas from Eastern Freeway / screen Freeway from Yarra Bend Park;
- Skyline Area Control: restrict the scale of structures to protect character of Yarra River Valley; and
- consider the effect on the natural beauty and future use and enjoyment by the community.



The **Middle Yarra Planning Controls** 1990 sets out to apply planning controls consistent with the Middle Yarra Concept Plan.

The **Lower Yarra Urban Design Guidelines** (Punt Road to Dights Falls) 1992 was commissioned by the Department of Planning & Housing and Melbourne Water for the former Cities of Collingwood, Richmond, Hawthorn, Kew and Prahran. It is referenced in the current Boroondara Planning Scheme (being superseded in the City of Yarra by Yarra River Corridor Urban Design Guidelines 1998, and in the City of Stonnington by the Stonnington Urban Design Strategy). The Guidelines:

- present comprehensive, uniform and clear development and urban design guidelines for development along the Yarra River including areas covered by the Concept Plan and adjacent private land;
- describe future directions for eleven separate character precincts;
- outline design guidelines for natural river character, views, private landscape, building heights, residential/commercial/industrial development, advertising, signage and overshadowing etc. and for development in each precinct; and
- identify visually sensitive areas of 'major significance' in each character precinct.

The Guidelines state objectives for building heights, residential development (single allotment or units), residential development (medium density) and commercial development.

As this document has been superseded in the Cities of Stonnington and Yarra, the implications for the current study are only relevant to the extent it is relied upon by the Boroondara Planning Scheme, that is, in the application of SLO2. In the case of Marathon Foods vs Boroondara City Council, the objectives of the schedule alone were sufficient to prevent an undesirable landscape intrusion.

The **Yarra River Corridor Urban Design Guidelines** 1998 is a Reference document in the Yarra Planning Scheme, and include prescribed heights and setbacks for development in the corridor. However these are not explained or justified in the guidelines.

The setback provisions in the Guidelines vary according to the use of the land between the subject site and the river. Generally there are two points from which the setbacks might be measured: the river edge, or the Main Yarra Trail (shared path). There is also an 'exception' clause allowing the setbacks to be waived where '...the depth of the site or the existing configuration of the site does not allow...' for the specified setbacks. In the City of Yarra's subsequent Built Form Review, these guidelines were found to be difficult to apply, and inconsistent in result. This issue was addressed through the development of new built form guidelines for inclusion in the City of Yarra Planning Scheme by the Built Form Review.

A review of the **City of Yarra Built Form Review** 2002 is relevant to the current regulatory and policy context to the extent that it is proposed to be adopted into the Planning Scheme as Policy and revision to DDO1 by **Amendment C66**. The Planning Panel considering Amendment C66 supported the Built Form Review and considered that it 'provides an appropriate strategic basis to guide the overall design and scale of built form throughout the municipality, particularly along the Yarra River corridor' (p5). The proposed planning scheme amendments were also supported by the Panel, with some qualifications, including:

- 'the Panel supports Council's approach of establishing the broad Built Form Review design principles and then refining these as and when needed on a precinct by precinct basis, as it has done with the Victoria Street area' (p30);
- 'the Panel considers that any subsequent Urban Design Frameworks should accept and detail, rather than challenge, the principles established in the Built Form Review' (p34); and
- 'the Panel notes that in the Freeway edge section of the river corridor the recommended height is accompanied by a requirement that also requires some variation in heights along the river frontage. The Panel considers that a similar approach could be pursued along other sections of the river to encourage variety in built form' (p31).

The Built Form Review and Amendment C66 were also considered as part of the current Review. The Built Form Review is considered to remain an appropriate strategic basis for

managing the built form and character issues at the City of Yarra interface with the Yarra River. As it relates to the Yarra River, the Built Form Review sets up a number of principles and objectives related to siting, scale and impact of buildings and their relationship to landform, the natural vegetated character of the waterway and immediate surrounds, public access, overshadowing of public use areas (particularly the Main Yarra Trail), runoff and erosion and fauna habitat.

Many of these objectives, particularly where they relate to natural values, have been substantially updated or superseded in developing objectives for the entire River corridor in this study, as more appropriate strategic documents are available for these values. However, a number of the objectives and principles related to the interplay of landscape character and built form are considered appropriate to other interfaces with the Yarra River, and have been adapted for broader application throughout the Study Area. Examples include:

- relate the siting, scale, bulk and massing of new development adjacent to the width and scale of the waterway and the river banks;
- protect and enhance the landscape qualities of the Yarra River as a vegetation-dominated corridor;
- tailor the siting, scale, bulk and massing to the distinctive landscape character of each section of the Yarra River corridor;
- consider the impact of building massing and siting on long-range views of the river corridor, including from the opposite bank;
- minimise overshadowing of the river and Main Yarra Trail at all times of the year.

## Recreation, Open Space and Access

A central objective of previous plans for the river (1985 **Lower Yarra River Development Plan** and later plans) has been to 'develop a continuous linear trail network for non-motorised movement within the area, which will link with areas of open space upstream and downstream and facilitate cross-valley movement'. This Plan also set out goals for greater public access and recreational use, reduced conflicts, and promotion of water-based recreation activities.

**The Middle Yarra Concept Plan** 1990 extends these goals upstream and adds:

- improve pedestrian access to the area;
- increase public access by purchasing or gaining use of frontage land;
- redevelop Yarra Boulevard;
- establish Main Yarra Trail;
- improve pedestrian and cyclist facilities, bridges;
- establish marked bike route in adjacent streets;
- provide for boating, competition rowing, canoeing, ferries and canoe/kayak use; and
- provide / improve park network.

In consequence, much of the recent effort along the river has focused on public acquisition of land, negotiating rights of access across private land, and developing walking and cycle paths. There is now a continuous (more or less) shared trail along the river (more or less) throughout the area. The Melbourne Water Waterway Satisfaction Monitor 2002 identified recreation and access related functions as the key strengths of the Lower Yarra River. The ability to walk along the waterway, and existence of the river as an "urban haven" were both rated as both above average importance, and above average satisfaction by survey respondents. Nonetheless, access remains limited in various places by private property, steep terrain, restrictive uses (e.g. golf courses), sensitive vegetation, freeways and other barriers and resident desire to retain a 'sense of solitude' (e.g. Kew Billabong).

Parks Victoria's strategic planning framework **Linking People and Spaces** 2002 lists a number of relevant strategies to the Study Area, including:

- complete critical trail gaps;

- continue making improvements to sustainable recreation opportunities provided along the Yarra River; and
- enhance visitor facilities at Yarra Bend Park as a major inner Melbourne regional park.

**Lower Yarra River Landscape Guidelines** 1988 includes a goal to improve and enhance access to the River, and the recreational resources along the banks, (linear path, boat launching ramps, jetties, picnic areas). The **Lower Yarra River Urban Design Guidelines** 1992 makes recommendations about access along the River edge, and consolidation of any public open space contributions on the river side of any new development and outlines recreation, open space and tourism opportunities in the Corridor.

**Lower Yarra River Future Directions Plan & Recreation Guidelines** 2001 deals primarily with river based activities and advocates mainly transit-only movement of recreational boats downstream of Swan Street and promotion of rowing and sporting activities, casual berthing upstream of Swan Street and development of appropriate signage, landings, roads and paths.

**Yarra Built Form Review** 2002 and **Yarra River Corridor Urban Design Guidelines** 1998 (the latter has been substantially revised and superseded by Amendment C66) deal primarily with built form but include aims to provide continuous public access along the river bank, minimise overshadowing of the river and Main Yarra Trail at all times of the year and improve recreational opportunities within the River Corridor.

## Drainage, Flooding and Waterway Management

Melbourne Water's **Guidelines for Development in Flood-Prone Areas** (October 2003) is the primary source document for drainage and flooding in the Study Area. For developments on land zoned as Urban Floodway Zone or with a Land Subject to Inundation Overlay (see below), Melbourne Water is a referral authority, and the **Guidelines for Development in Flood Prone Areas** apply. These guidelines relate to flood flow (works or buildings must not affect floodwater flow capacity); flood storage (works or buildings must not reduce floodwater storage); freeboard (0.6m minimum for main buildings, 0.3m minimum for garages / outbuilding); site safety (developments should not occur where the depth and flow of floodwater on a property will be hazardous); and access safety (the depth and flow of floodwater affecting access to a property must not be hazardous).

Only a few previous policy documents reviewed by this Study specifically addressed objectives for drainage, flooding and waterway management, although a number more indirectly mention water quality and environmental management.

**Lower Yarra River Development Plan** 1985 includes objectives to protect and conserve air, water, soil flora and fauna and that development will not prejudice drainage and floodplain management, and recognise drainage function and associated maintenance activities.

The **Lower Yarra River Planning Controls** 1986 translate these objectives into a Floodway Management Area Control, which aims to control development on the floodplain to minimise flood damage; allow flow of floodwater; and maintain flood storage capacity. For buildings and works in the Floodway Management Areas the planning authority must consider need to prevent or reduce the concentration or diversion of floodwater or stormwater. These controls were duplicated upstream by the **Middle Yarra Planning Controls** 1990 and formed the main basis for the application of drainage and flooding related overlays (see below).

The **Lower Yarra River Landscape Guidelines** 1988 does not deal with flooding and drainage in detail, but seeks to ensure that drainage objectives of the watercourse are not compromised.

The Department of Sustainability and Environment has also issued a Practice Note dealing with planning controls for flood prone areas.

## 3.2 Existing Planning Controls

### Zones

Four main zones apply across the Study Area: the Public Park and Recreation Zone, the Residential 1 Zone, the Road Zone, and the Public Use Zone. The application and purpose of these zones is described as follows:

#### Public Park and Recreation Zone (PPRZ)

Large tracts of land bordering the Yarra River are zoned PPRZ. The purpose of this zone is to recognise areas for public recreation and open space, protect and conserve areas of significance where appropriate and to provide for commercial uses where appropriate.

#### Residential 1 Zone (R1Z)

Large tracts of land in the vicinity of the Yarra River, and in some areas land directly bordering the river are zoned R1Z. The purpose of this zone is to provide for residential development at a range of densities with a variety of dwellings.

#### Road Zone (Category 1) (RDZ1)

Major roads in the areas are covered by the RD1Z. In particular the Eastern and Monash Freeways occupy large areas of land near the river. The purpose of this zone is to identify significant roads.

#### Public Use Zone (PUZ)

This zoning applies to some public institutions within the Open Space Corridor. The purpose of this zone is to recognise land use for public utilities and community services and facilities, and to provide for associated uses that are consistent with the intent of the public land reservation or purpose.

#### Urban Floodway Zone (UFZ)

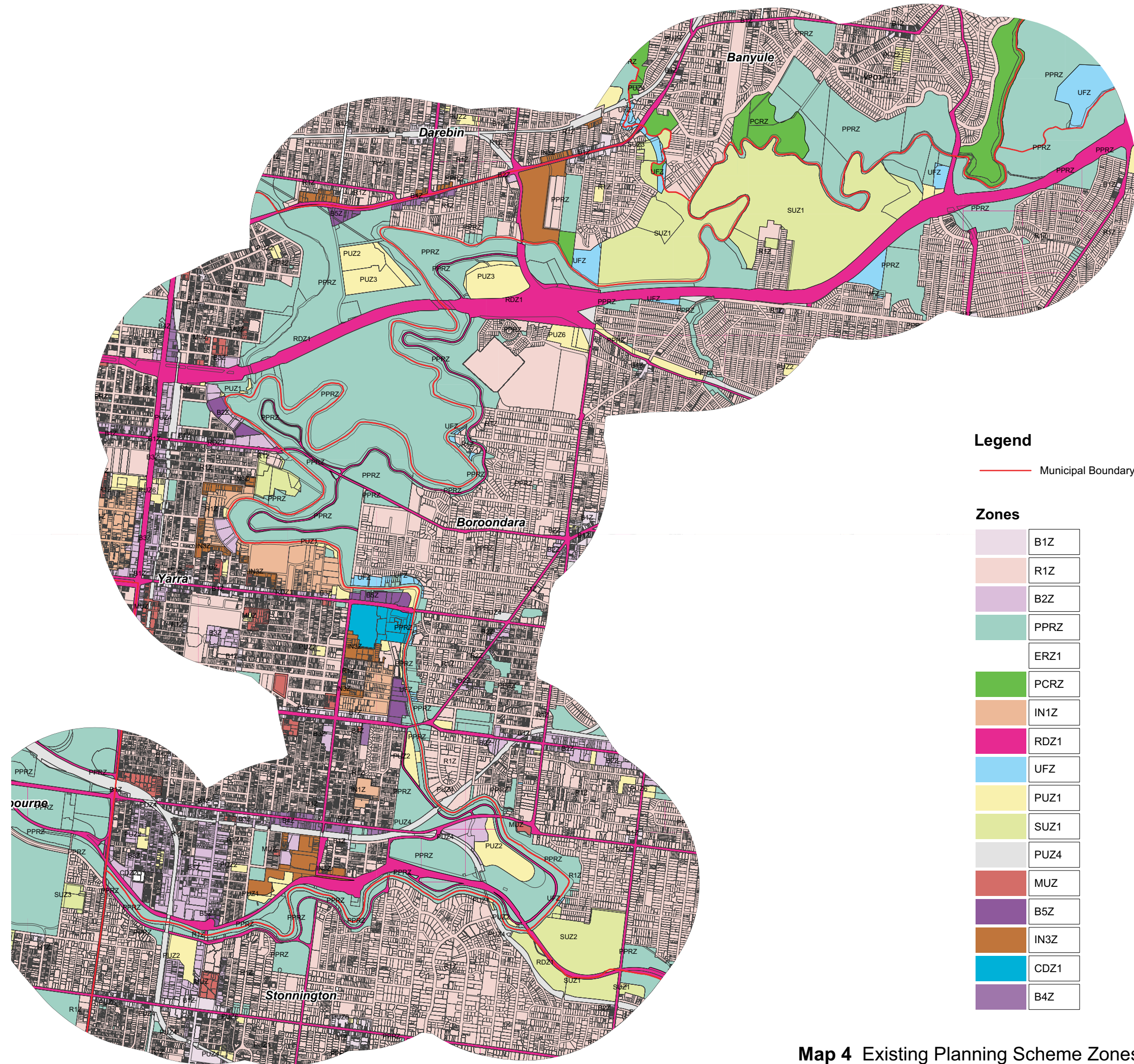
Some small sections of the Study Area are zoned as Urban Floodway. The purpose of the Urban Floodway Zone is:

- to identify waterways, major floodpaths, drainage depressions and high hazard areas which have the greatest risk and frequency of being affected by flooding.
- to ensure that any development maintains the free passage and temporary storage of floodwater, minimises flood damage and is compatible with flood hazard, local drainage conditions and the minimisation of soil erosion, sedimentation and silting.
- to reflect any declarations under Division 4 of Part 10 of the Water Act, 1989 and to protect water quality and waterways in accordance with the provisions of relevant State Environment Protection Policies, and particularly in accordance with Clauses 33 and 35 of the State Environment Protection Policy (Waters of Victoria).

The UFZ is a particularly restrictive zoning, and can only apply where existing uses are not contrary to that zoning.

## Map 4 – Existing Planning Scheme Zones





Map 4 Existing Planning Scheme Zones

## Other Zones

Several other zones also apply to the Study Area. These are listed by municipality as follows:

- City of Yarra*
  - Comprehensive Development Zone (Victoria Gardens)
  - Industrial Zone 1 (parts of Abbotsford, including CUB)
  - Industrial Zone 3 (Amcor, Alphington and Burnley Depot)
  - Special Use Zone (St Helier's Convent, Abbotsford and Latrobe Golf Course, Alphington)
  - Business 3 Zone (parts of Abbotsford)
  - Business 5 Zone (Trenerry Crescent and Victoria Street East, Abbotsford; and River Street and Church Street, Richmond)
  - Public Conservation and Resource Zone (Alphington Park).
  
- City of Boroondara*
  - Urban Floodway Zone (several small parcels adjacent to the River in Kew and Hawthorn)
  - Special Use Zone (Scotch College)
  - Mixed Use Zone (former Wallen Road Tram Depot, Hawthorn).
  
- City of Stonnington*
  - Business 2 Zone (Chapel Street)
  - Special Use Zone (St Kevin's College)
  
- City of Banyule*
  - Public Conservation and Resource Zone (Chelsworth Park, Ivanhoe).

Existing zones are shown on Map 4.

## Overlays

Along with zones, the most important tools in the Study Area for control of development are the planning scheme overlays; the most relevant to this study are:

- Design & Development Overlay (DDO)
- Environmental Significance Overlay (ESO)
- Significant Landscape Overlay (SLO)
- Vegetation Protection Overlay (VPO)
- Land Subject to Inundation Overlay (LSIO)
- Floodway Overlay (FO)

Most parts of the Study Area have at least one overlay in place. Presently there are a large number of different types of overlays, including VPO, SLO and ESO in Banyule, DDO and ESO in Yarra, SLO and ESO in Boroondara, and SLO and DDO in Stonnington. The use and application of these overlays is reviewed in detail below.

In addition, the Public Acquisition Overlay (PAO) is relevant to this study and occurs in specific locations across the Study Area.

Each of the relevant existing overlays is reviewed in Table 3.1 – Existing Planning Provisions, which follows. Their coverage is shown Maps 5a-5c.

## Local Planning & Policy Framework

The existing content of Municipal Strategic Statements and Local Policies for each municipality as they relate to the Study Area are outlined in Table 3.1 – Existing Planning Provisions.

**Table 3.1 Existing Planning Provisions**

Banyule				LANDSCAPE CHARACTER	PUBLIC AMENITY	VIEWS AND VISTAS / SKYLINE	WATER QUALITY	INDIGENOUS HERITAGE	HAIRTAT / OTHER NAT. HERITAGE	EUPEAN HERITAGE	FLOODING / DRAINAGE	TRAILS / LINKAGES / ACCESS	OPEN SPACE / RECREATION			
Control / Policy	Geographic Coverage	Permit Trigger	Strategic Basis / Refs	Scope of Existing Objectives										Decision Guidance	Comments	
<b>MSS</b>	21.04-5 Natural Environment Objectives-Strategies-Implementation	N/A	<ul style="list-style-type: none"> <li>Middle Yarra River Concept Plan – Dights Falls to Burke Road (1990).</li> <li>Wildlife Corridor Program (2000)</li> </ul>	√			√	√			√	√		<ul style="list-style-type: none"> <li>Apply Middle Yarra Environs Local Policy</li> <li>Apply relevant SLO/VPO/ESO.</li> </ul>	<ul style="list-style-type: none"> <li>General environment section of MSS.</li> </ul>	
<b>22.01 Middle Yarra Environs Policy</b>	Middle Yarra and Parklands.	N/A	<ul style="list-style-type: none"> <li>Middle Yarra River Concept Plan – Dights Falls to Burke Road (1990);</li> <li>Yarra Valley Park Management Plan.</li> </ul>				√	(general)	√	(general)		√	√	(general)	<ul style="list-style-type: none"> <li>Refer to Concept Plans / any Parks Vic Plans</li> <li>Environmental/recreation/heritage values and flood management objectives</li> </ul>	<ul style="list-style-type: none"> <li>Is Policy just a ref to Concept Plans? Only very general decision guidance given.</li> <li>No objectives for landscape char.</li> <li>Are there conflicts where some public works are excluded?</li> </ul>
<b>ESO1</b>	Slopes and environs close to River edge.	<ul style="list-style-type: none"> <li>Incl.fences; remove, destroy or lop veg.</li> <li>Excl. dwelling &lt;4.5m (wall) or &lt;6m (total). Some public works veg &lt;5m (height), &lt;0.5m (Ø 1m), overhanging &lt;2m, weeds or street trees.</li> </ul>	<ul style="list-style-type: none"> <li>Middle Yarra River Concept Plan – Dights Falls to Burke Road (1990);</li> <li>Sites Env Significance in Banyule, 1995 and others.</li> <li>Wildlife Corridor Program, BCC 1998</li> </ul>	√			√	√	√	√				<ul style="list-style-type: none"> <li>Consider Concept Plan</li> <li>Decision guidelines considerably extended from Concept Plan to incl natural ecosystems, pollution, Aboriginal issues, pervious surfaces etc.</li> </ul>	<ul style="list-style-type: none"> <li>Used in place of SLO in some areas (e.g. near Riverside Road)</li> </ul>	
<b>SLO2</b>	Certain skyline areas in the R1Z. Generally 1-2 streets back. Some slopes near Darebin Ck excluded (e.g. Riverside Rd).	<ul style="list-style-type: none"> <li>Excl. dwellings / outbuildings &lt;4.5m (wall) or &lt;6m (total). Works associated with dwellings. Drainage works by drainage authority.</li> </ul>	<ul style="list-style-type: none"> <li>River Concept Plans: Middle Yarra – Dights Falls to Burke Road (1990); Middle Yarra – Burke Road to Watson Creek (1991);</li> <li>and others.</li> </ul>	√		√								<ul style="list-style-type: none"> <li>Bulk, size, appearance, outline not impact on skyline / character as per Concept Plan</li> <li>Considerably extended from Concept Plan to incl veg screening, design to slope, colours &amp; materials, retaining walls, pervious surfaces etc</li> </ul>	<ul style="list-style-type: none"> <li>Essentially implements Concept Plan Skyline Control Areas, but decision guidance extended.</li> <li>What is theoretical/strategic basis for these extended guidelines?</li> <li>Lacks coverage near Riverside Road.</li> </ul>	
<b>VPO3</b>	Generally 1-2 streets back from the River, extending to cover large areas of suburban land away from the River.	<ul style="list-style-type: none"> <li>Remove, destroy or lop vege</li> <li>Excl. vege &lt;5m (height) &lt;0.5m (Ø 1m), overhanging &lt;2m, weed or street tree</li> </ul>	<ul style="list-style-type: none"> <li>Wildlife Corridor Program BCC 1998</li> </ul>	√		√		√						<ul style="list-style-type: none"> <li>Visual amenity, undesirable change to character, all alternative designs considered, conserve native vegetation and implement "Wildlife Corridor program", BCC 1998.</li> </ul>		
<b>PAO2</b>	Land to be acquired by Melbourne Parks & Waterways for open space	<ul style="list-style-type: none"> <li>Section 1 or 2 use, buildings and works, subdivision, remove, lop or destroy vege excl. elec works, crop, risk of injury</li> <li>Exempt public authority or council</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>										√	<ul style="list-style-type: none"> <li>land not to be spoiled or wasted to adversely affect purpose for being acquired</li> </ul>		
<b>PAO3</b>	Land to be acquired by Council for Open Space	<ul style="list-style-type: none"> <li>Section 1 or 2 use, buildings and works, subdivision, remove, lop or destroy vege excl. elec works, crop, risk of injury</li> <li>Exempt public authority or council</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>										√	<ul style="list-style-type: none"> <li>N/A</li> </ul>	<ul style="list-style-type: none"> <li>None.</li> </ul>	
<b>LSIO</b>	Broad area at Chelsworth Park Ivanhoe Public Golf Course. Some private lots along The Boulevard.	<ul style="list-style-type: none"> <li>Excl: buildings, works, fence or roadworks in accord with a management plan to satisfaction of Responsible Auth. / floodplain man auth.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>								√			<ul style="list-style-type: none"> <li>None additional to overlay.</li> </ul>	<ul style="list-style-type: none"> <li>Proposed to be replaced by FO for areas &gt;1m flood depth – 100 Year ARI.</li> </ul>	



Yarra				LANDSCAPE CHARACTER	PUBLIC AMENITY	VIEWS AND VISTAS / SKYLINE	SIGNIFICANT FLORA / FAUNA	HABITAT / OTHER NAT. HERITAGE	EUROPEAN HERITAGE	INDIGENOUS HERITAGE	WATER QUALITY	FLOODING / DRAINAGE	TRAILS / LINKAGES / ACCESS	OPEN SPACE / RECREATION		
Control / Policy	Geographic Coverage	Permit Trigger	Strategic Basis / Refs	Scope of Existing Objectives										Decision Guidance	Comments	
<b>MSS</b>	21.03-4 Protect Environmental Assets – Balancing Demands of Yarra River Corridor.	• N/A		√			√	√	√	√				√√ (incl. tourism)		
<b>22.08 Protection of Biodiversity</b>	Areas covered by the ESO1, ESO2 and ESO3	• N/A	<ul style="list-style-type: none"> <li>• Stage 2 of the Natural Heritage Study for the City of Yarra, 2001</li> <li>• Gardening with Native Plants in Yarra.</li> </ul>				√	√							<ul style="list-style-type: none"> <li>• Ensure remnant indigenous vegetation is not disturbed; minimise disturbance to non-remnant indigenous vegetation; require a landscape plan.</li> <li>• Use indigenous species, do not use weeds (listed).</li> </ul>	
<b>22.03 Yarra River Corridor Urban Design Guidelines</b>	Areas covered by DDO1	• N/A	• Yarra River Corridor Urban Design Guidelines (City of Yarra).		√	√		√						√	<ul style="list-style-type: none"> <li>• To ensure decisions have regard to Yarra River Corridor Urban Design Guidelines.</li> </ul>	
<b>DDO1</b>	Large areas of PPRZ and PUZ adj to River in north of City; narrow area to first street back in other zones south of Johnson St.	<ul style="list-style-type: none"> <li>• All Buildings and works.</li> <li>• No requirements for subdivision.</li> </ul>	<ul style="list-style-type: none"> <li>• Urban Design Guidelines for the Yarra River Corridor (1998).</li> <li>• Guidelines for Heritage Places (1998); Advertising Code (1996).</li> </ul>	√√	√	√√			√	√				√	<ul style="list-style-type: none"> <li>• Location, bulk, appearance of buildings; promote environmental values/ character, landscaping, vegetation; physical and visual impacts.</li> <li>• 1998 Urban Design Guidelines.</li> </ul>	<ul style="list-style-type: none"> <li>• Good strategic basis in updated 1998 Urban Design Guidelines.</li> <li>• To be amended by C66.</li> <li>• Amenity of open space other than trail not considered.</li> </ul>
<b>ESO1</b>	Immediate streamside environs	<ul style="list-style-type: none"> <li>• Incl. Fence, road, signs, veg (incl dead/dying)</li> <li>• Excl. Buildings &lt;6m in R1Z, PPRZ, PUZ; repairs/maint/ some public works.</li> </ul>	<ul style="list-style-type: none"> <li>• River Concept Plans: Lower Yarra – Punt Road to Dights Falls (1986) Middle Yarra – Dights Falls to Burke Road (1990).</li> </ul>	√			√	√√ (incl geol)		√	√	√	√√	facilities	<ul style="list-style-type: none"> <li>• Extends Concept Plans with numerous, more detailed decision guidelines including ecology, Aboriginal values, visual intrusion, vegetation etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Has more permit <u>inclusions</u> than other controls.</li> <li>• Coverage?</li> <li>• Strategic basis outdated?</li> </ul>
<b>LSIO</b>	Narrow riverside environs, broader at Burnley Gardens and Latrobe GC. Incl private lots in Park Cres Fairfield, Abbotsford, and parts of Richmond.	<ul style="list-style-type: none"> <li>• None additional to overlay.</li> </ul>	• None									√			<ul style="list-style-type: none"> <li>• None additional to overlay.</li> <li>• Implements the Floodplain Control Areas of Concept Plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Proposed to be replaced by FO for areas &gt;1m flood depth – 100 Year ARI.</li> </ul>
<b>PAO</b>	Land required by Melbourne Parks and Waterways for continuous riverside park between Victoria and Gipps Streets, Abbotsford	<ul style="list-style-type: none"> <li>• Section 1 or 2 use, buildings and works, subdivision, remove, lop or destroy vege excl. elec works, crop, risk of injury</li> <li>• Exempt public authority or council</li> </ul>											√	√	• N/A	• Valuable piece of open space for recreation linkage
<b>Amendment C66</b>	<ul style="list-style-type: none"> <li>• Introduce new built-form policy</li> <li>• Amend and extend the application of DDO1.</li> </ul>		<ul style="list-style-type: none"> <li>• City of Yarra Built Form Review, 2003.</li> <li>• Amends Urban Design Guidelines for the Yarra River Corridor (1998).</li> </ul>	√	√	√		?							<ul style="list-style-type: none"> <li>• Precinct based approach which includes visions and design responses for 13 Yarra River precincts.</li> <li>• Applies precinct basis to DDO and Policy.</li> </ul>	<ul style="list-style-type: none"> <li>• Would give strong strategic guidance to devt. including precinct based approach.</li> </ul>

Boroondara				LANDSCAPE CHARACTER	PUBLIC AMENITY	VIEWS AND VISTAS / SKYLINE	SIGNIFICANT FLORA / FAUNA	HABITAT / OTHER NAT. HERITAGE	EP/EN HERITAGE	INDIGENOUS HERITAGE	WATER QUALITY	FLOODING / DRAINAGE	TRAILS / LINKAGES / ACCESS	OPEN SPACE / RECREATION		
Control / Policy	Geographic Coverage	Permit Trigger	Strategic Basis / Refs	Scope of Existing Objectives										Decision Guidance	Comments	
<b>MSS</b>	21.05 – Urban Character	• N/A	<ul style="list-style-type: none"> <li>River Concept Plans: Lower Yarra – Punt Road to Dights Falls (1986); Middle Yarra – Dights Falls to Burke Road (1990).</li> <li>Res Urban Character Study (1996).</li> <li>Lower Yarra River Urban Design Guidelines (1992); and others.</li> </ul>	√√		√		√	√	√					<ul style="list-style-type: none"> <li>Basis for application of SLO1 between River and Yarra Blvd to protect parkland character, and SLO2 to Yarra River Valley banks and skylines.</li> </ul>	
	21.06 – Environment	• N/A	<ul style="list-style-type: none"> <li>River Concept Plans: Middle Yarra – Dights Falls to Burke Road (1990).</li> <li>Sites of Flora &amp; Fauna Significance (Beardsell, 1997); Management of Flora and Fauna in Yarra Catchment (DNRE, 1994); and others.</li> </ul>	?			√	√			√	√			<ul style="list-style-type: none"> <li>Basis for application of ESO to River environs to control all buildings and works within Valley environs.</li> </ul>	
<b>22.13 – Yarra Valley Environs Policy</b>	The Open Space Corridor, including some private (residential) areas, e.g. River Retreat.	• N/A.	<ul style="list-style-type: none"> <li>River Concept Plans: Lower Yarra – Punt Road to Dights Falls (1986); Middle Yarra – Dights Falls to Burke Road (1990). Middle Yarra – Burke Road to Watsons Creek, 1993.</li> <li>Sites of Flora &amp; Fauna Significance (Beardsell, 1997); Yarra Bend Park Strategy Plan; CoB OS Strategy.</li> </ul>					√	√	√			√	√	<ul style="list-style-type: none"> <li>Policy that access and open space areas are retained and extended, to encourage proposals which improve recreational use (while not compromising env. values).</li> <li>Consistency with River Concept Plans and OS Strategy.</li> <li>Compatibility with function and character.</li> <li>Need to protect high env value.</li> <li>Ensure access to and along River.</li> <li>Effect on natural beauty.</li> <li>Erosion, deposition, pollution etc.</li> </ul>	<ul style="list-style-type: none"> <li>Applies mostly to open space areas.</li> <li>Does not address amenity of public use areas, only access and availability of open space.</li> <li>Provides little guidance as to where access and / or open space should be improved, or what constitutes compatibility with function and character of the area.</li> </ul>
<b>SLO1</b>	Yarra Bend Park and Yarra Boulevard. All PPRZ except River Retreat.	<ul style="list-style-type: none"> <li>Incl. Signage, fences, street furniture.</li> <li>Excl. some public park works; drainage and some utility works; post and wire fences; dead/dying trees.</li> </ul>	<ul style="list-style-type: none"> <li>Middle Yarra River Concept Plan – Dights Falls to Burke Road (1990).</li> <li>River Retreat Area Veg Study (1998).</li> </ul>	√√		√√		√							<ul style="list-style-type: none"> <li>Must consider Concept Plans.</li> <li>Bulk, size, appearance, outline not impact on skyline / character as per Concept Plan.</li> <li>Extended to consider vegetation, views and more detailed effects of built form on character, effects on Yarra Blvd etc.</li> </ul>	<ul style="list-style-type: none"> <li>Relies on Concept Plan.</li> <li>Does not reference Urban Design Guidelines, 1993.</li> </ul>
<b>SLO2</b>	Mostly residential areas one street back, includes most hill faces overlooking River.	<ul style="list-style-type: none"> <li>Excl. buildings &lt;6m in R1Z, PUZ, PPRZ; repairs and maint; some public works; post and wire fencing; tree &lt;6m; dead, dying trees, etc</li> </ul>	<ul style="list-style-type: none"> <li>River Concept Plans: Lower Yarra – Punt Road to Dights Falls (1986) Middle Yarra – Dights Falls to Burke Road (1990).</li> <li>Lower Yarra River Urban Design Guidelines (1992); and others.</li> </ul>	√√	√	√√									<ul style="list-style-type: none"> <li>As per Concept Plan for location, bulk, outline, appearance etc. from River, Yarra Blvd, parklands, trails and scenic viewpoints</li> <li>Extends to include need for veg retention, building and works considerations, natural features etc.</li> </ul>	<ul style="list-style-type: none"> <li>Implements Skyline Area and Streamside Environment Area controls of Concept Plan as SLO.</li> </ul>
<b>DDO1</b>	Some areas around Willsmere, visible from Yarra Bend Park.	• All buildings and works.	• None listed.	√√		√		√	√						<ul style="list-style-type: none"> <li>Detailed performance standards for buildings and works.</li> <li>RA must consider whether predominantly detached housing, impact on character, setbacks from boundaries, building heights and whether they dominate the landscape and land available for landscaping.</li> </ul>	<ul style="list-style-type: none"> <li>Provides useful guidance for managing development in views from the Yarra River Open Space Corridor.</li> </ul>
<b>ESO1</b>	Streamside environment areas as outlined in concept plan. Largely public open space but includes private land at River Retreat and Young St Kew and St James Park Hawthorn.	<ul style="list-style-type: none"> <li>Incl dead/dying trees.</li> <li>Excl b&amp;w on slope &lt;1:5 (to max 50% impervious surfaces), some public works and utilities (tphone / powerlines, trees &lt;0.35 dia, pruning/ maint/ safety etc. weeds.</li> </ul>	<ul style="list-style-type: none"> <li>River Concept Plans: Lower Yarra – Punt Road to Dights Falls (1986) Middle Yarra – Dights Falls to Burke Road (1990).</li> <li>Sites of Flora &amp; Fauna Significance (Beardsell, 1997); CoB OS Strategy, etc.</li> </ul>				√	√	√?	√?	√				<ul style="list-style-type: none"> <li>Concept Plans, incorporated plan</li> <li>Preservation of natural env., vegetation, fauna habitat, pests, minimise fire hazard</li> <li>Cultural value</li> <li>Buffer strip, pervious land, minimised cut and fill, planting strip</li> <li>Views of Parks Victoria.</li> </ul>	<ul style="list-style-type: none"> <li>Applies to similar area as SLO1, including large areas of parkland.</li> <li>Fairly current reference documents.</li> </ul>



## Boroondara (cont.)

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Control / Policy	Geographic Coverage	Permit Trigger	Strategic Basis / Refs	Scope of Existing Objectives										Decision Guidance	Comments	
				LANDSCAPE CHARACTER	PUBLIC AMENITY	VIEWS AND VISTAS / SKYLINE	SIGNIFICANT FLORA / FAUNA	HABITAT / OTHER NAT. HERITAGE	EPEAN HERITAGE	INDIGENOUS HERITAGE	WATER QUALITY	FLOODING / DRAINAGE	TRAILS / LINKAGES / ACCESS	OPEN SPACE / RECREATION		
<b>PAO2</b>	Three titles north of Hawthorn Bridge; four titles near end of Walmer Street, Kew; and Kew Golf Club.	<ul style="list-style-type: none"> <li>Section 1 or 2 use, buildings and works, subdivision, remove, lop or destroy vege excl. elec works, crop, risk of injury</li> <li>Exempt public authority or council</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>										√	√	<ul style="list-style-type: none"> <li>N/A</li> </ul>	<ul style="list-style-type: none"> <li>Covers some key locations.</li> </ul>
<b>LSIO</b>	Narrow riverside environs, except for broad area around Kew Golf Club. Incl dwellings in Kew / Hawthorn.	<ul style="list-style-type: none"> <li>None additional to overlay.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>									√			<ul style="list-style-type: none"> <li>None additional to overlay.</li> </ul>	<ul style="list-style-type: none"> <li>Proposed to be replaced by FO for areas &gt;1m flood depth – 100 Year ARI.</li> </ul>

## Stonnington

Stonnington																
Control / Policy	Geographic Coverage	Permit Trigger	Strategic Basis / Refs	Scope of Existing Objectives										Decision Guidance	Comments	
				LANDSCAPE CHARACTER	PUBLIC AMENITY	VIEWS AND VISTAS / SKYLINE	SIGNIFICANT FLORA / FAUNA	HABITAT / OTHER NAT. HERITAGE	EPEAN HERITAGE	INDIGENOUS HERITAGE	WATER QUALITY	FLOODING / DRAINAGE	TRAILS / LINKAGES / ACCESS	OPEN SPACE / RECREATION		
<b>MSS</b>	21.05 – Urban Environment and Character	<ul style="list-style-type: none"> <li>N/A</li> </ul>	<ul style="list-style-type: none"> <li>Stonnington Urban Design Strategy</li> <li>Toorak Residential Character Strategy</li> </ul>	√	√	√									<ul style="list-style-type: none"> <li>Apply DDO3 to protect skyline areas along River from visual intrusion.</li> <li>Apply SLO1 to streamside environments.</li> </ul>	
	21.04 – Natural Environment and Open Space	<ul style="list-style-type: none"> <li>N/A</li> </ul>	<ul style="list-style-type: none"> <li>Stonnington Open Space Strategy (2000)</li> </ul>			√		√			√	√			<ul style="list-style-type: none"> <li>Apply SLO1 to streamside environments.</li> <li>Apply LSIO to flood prone areas.</li> </ul>	
<b>SLO1</b>	From River edge to first street back for a short distance between Gardiners Creek and MacRoberston Bridge	<ul style="list-style-type: none"> <li>Excl. Buildings &lt;6m in R1Z; repairs &amp; maint; some public works.</li> </ul>	<ul style="list-style-type: none"> <li>Lower Yarra River Concept Plan – Punt Road to Dights Falls (1986)</li> </ul>	√		√		√			√	√		√	<ul style="list-style-type: none"> <li>Location, bulk, outline etc of buildings as per Concept Plan.</li> <li>Also, ecosystems, erosion, pollution, weeds, views of drainage authority etc.</li> </ul>	<ul style="list-style-type: none"> <li>Lacks detailed decision guidance.</li> <li>Strategic basis outdated?</li> <li>Coverage: small area, why not b/w MacRobertson &amp; Punt Road?</li> </ul>
<b>DDO3</b>	Yarra River Skyline Areas as identified in Concept Plan.	<ul style="list-style-type: none"> <li>Incl. Signs, fences, roads et</li> <li>Excl. Buildings &lt;6m in R1Z, PUZ, PPRZ; repairs &amp; maint. No requirements for subdivision.</li> </ul>	<ul style="list-style-type: none"> <li>Lower Yarra River Concept Plan – Punt Road to Dights Falls (1986)</li> </ul>	√	√	√									<ul style="list-style-type: none"> <li>Location, bulk outline and appearance effect on objectives.</li> </ul>	<ul style="list-style-type: none"> <li>Lacks detailed decision guidance.</li> <li>Strategic basis dated? (1986)</li> <li>No ref to 1992 UD guidelines.</li> <li>Using DDO for skyline areas can not control impacts on veg.</li> </ul>
<b>LSIO</b>	One in 100 year flood level.	<ul style="list-style-type: none"> <li>None additional to overlay.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>									√			<ul style="list-style-type: none"> <li>None additional to overlay.</li> <li>Implements the Floodplain Control Areas of Concept Plan.</li> </ul>	<ul style="list-style-type: none"> <li>Proposed to be replaced by FO for areas &gt;1m flood depth – 100 Year ARI.</li> </ul>