



Lilydale Activity Centre / Height and Built Form Analysis

FOR Yarra Ranges Shire Council
DATE May 2023

kinética

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ACKNOWLEDGEMENT OF COUNTRY

The project team proudly acknowledge the Traditional Owners and custodians of the land, waterways and skies, the Wurundjeri Woi Wurrung and Bunurong peoples of the Kulin Nation. We pay our respects to Elders past and present.



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1. INTRODUCTION

1.1 PURPOSE OF THE BUILT FORM FRAMEWORK

This report provides a Built Form Framework (the 'Framework') to guide development within the Lilydale Activity Centre. It provides principles and directions for the residential areas identified for future intensification, preferred development outcomes for the Olinda Creek Hotel, and a peer review and recommendations for the commercial areas within the Activity Centre.

A peer review of the commercial core was undertaken to test the built form heights and setbacks proposed within the Lilydale MAC Structure Plan (the 'Structure Plan') and identify any gaps or anomalies, where different heights and setbacks may be appropriate.

The Framework is based on in-depth analysis of the strategic context, existing conditions and characteristics to establish a clear understanding of the place. It has been developed in collaboration with Yarra Ranges Shire Council (Council), including Statutory and Strategic Planning Officers. It has also been informed by heritage considerations, to ensure any development responds appropriately to identified heritage buildings or precincts.

This report sets out clear urban design principles and a built form proposition for the residential areas and Olinda Hotel at 161 Main

Street Lilydale within the Lilydale Major Activity Centre (MAC). It contains a clear rationale to support a planning scheme amendment to implement the framework.

The structure of this document is as follows:

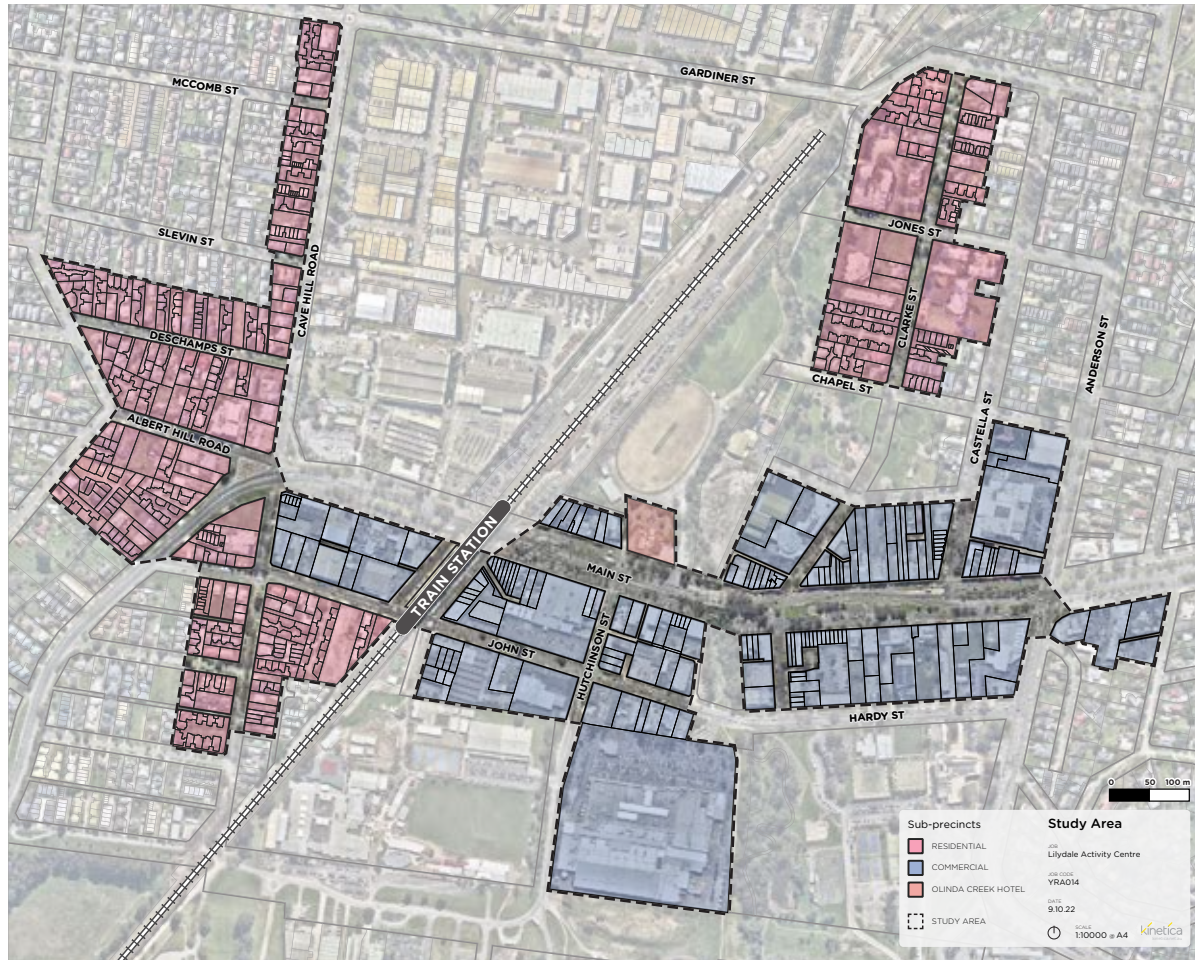
Section 2.0 identifies the strategic and planning policy context.

Section 3.0 summarises the findings of the urban design analysis for the commercial core.

Section 4.0 summarises the findings of the urban design analysis for the residential precinct.

Section 5.0 summarises the findings of the urban design analysis for the Olinda Creek Hotel Site.

Section 6.0 Summarises the built form recommendations for all precincts.



1.2 STUDY AREA EXPLANATION

The Study Area contains 3 precincts:

- The commercial core that includes lots fronting Main Street generally between Cave Hill Road in the west and Deschamps Avenue in the east within the Lilydale MAC;
- The residential areas west of Cave Hill Road, and north of Chapel Street; and
- The Olinda Hotel, located at 161 Main Street, Lilydale.

Figure 1. Study area and precincts

1.3 DEVELOPING THE FRAMEWORK

The preparation of the Framework has been undertaken in steps, all in collaboration with Council officers. It is also been informed by previous urban context analysis and visioning work undertaken to inform the Structure Plan.

The methodology undertaken to prepare the Framework can be summarised as follows:

- Stage 1 involved analysing the existing built form character and identifying principles.
- Stage 2 involved testing the urban design principles through a variety of scenarios via 3D modelling to determine building heights, setbacks and overshadowing requirements.
- Stage 3 involved preparing a Built Form Framework that includes guidelines and requirements for the study area.

Overall, the purpose of the Framework is to review and provide specific built form and height control recommendations for land identified in the three category areas to inform the drafting of planning scheme amendment provisions and the likely introduction of an Activity Centre Zone.



LILDALE STATION

Plant

2. CONTEXT

2.1 STRATEGIC CONTEXT - PHYSICAL

The study area contains the central commercial district of the Lilydale Major Activity Centre (MAC), along with residential precincts at the flanks that are proximate to public transport and services. The Lilydale MAC is located in Melbourne northeast, approximately 34km from the CBD.



Figure 2. Strategic context of Lilydale and metropolitan Melbourne

2.2 STRATEGIC CONTEXT - POLICY

Plan Melbourne, the metropolitan strategy for Melbourne, identifies Lilydale as a MAC, a suburban centre that provides access to a wide range of goods and services. Major activity centres have different attributes and provide different functions, with some serving larger subregional catchments (Plan Melbourne 2050, p. 139).

Lilydale is one of only two major activity centres within the Yarra Ranges LGA. State Policy at Clause 11.03-1S (Activity centres) seeks the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.

This is echoed in Local Policy, with Clause 11.03-1L-02 (Lilydale Activity Centre) which implements the *Lilydale Major Activity*

Centre Structure Plan (2006), and seeks the consolidation and redevelopment of underutilised key areas with mixed use commercial uses that provide high-density residential uses and encourage pedestrian activity. Built form should complement and reinforce the activity centre character.

In 2022, Council adopted the *Lilydale Major Activity Centre Structure Plan*, which establishes Council's long-term strategic framework for the activity centre, to define an integrated land use and transport plan. It seeks to direct the majority of new growth into the commercial core of the activity centre, along with proximate residential precincts, in a balanced and sustainable manner, guided by an understanding of local character, context and the capacity for change.

The Structure Plan will be implemented into the Planning Scheme by way of a Planning Scheme Amendment, superseding the policy direction at Clause 11.03-1L-02.

Clause 02.03-1 identifies land within and adjoining these centres as preferred locations for additional and more diverse residential development.

In relation to the built environment, Clauses 15.01-1S, 15.01-1L and 15.01-2S provide key urban design guidance for development at a State, regional and local level. New development is encouraged to respond to and fit within the existing character context, such as retail streetscapes with consistent street wall and historical values.

The scale, siting, massing and bulk of new development should complement the surrounding built form and prevailing patterns of height and scale while providing high quality architecture.

Development should ensure public realm areas and pedestrian environments have high amenity and are well activated. Design and new

development should respect the amenity of adjoining residential areas.

Clause 02.03-5 highlights the scenic landscapes of the Yarra Ranges as a key contributor to identity of which development should be designed sympathetically to ensure it does not detract from these landscapes. Existing heritage buildings and places should be respected.

In relation to housing, Clause 16.01-1R identifies activity centres as housing opportunity areas that can facilitate increased housing in established areas to create a city of 20 minute neighbourhoods close to existing services, jobs and public transport.

Clause 02.03-6 supports the concentration of additional housing development in identified consolidation areas in the 'Residential framework plan' at Clause 16.01-1L.

Clause 17.02-1S encourages development that meets the community's needs for retail, entertainment, office and other commercial services.

Clause 18.01-1S seeks to facilitate access to social, cultural and economic opportunities by effectively integrating land use and transport.

2.3 ZONES

The study area consists of various zones as follows:

- The commercial core of Lilydale is zoned Commercial 1 Zone (C1Z) and Commercial 2 Zone (C2Z).
- The residential precinct is predominately zoned Residential Growth Zone (RGZ). However, it also contains a small amount of Neighbourhood Residential Zone (NRZ), Public Use Zone (PUZ) and C1Z and C2Z.
- Main Street is a Transit Zone 2 (TRZ2) road.

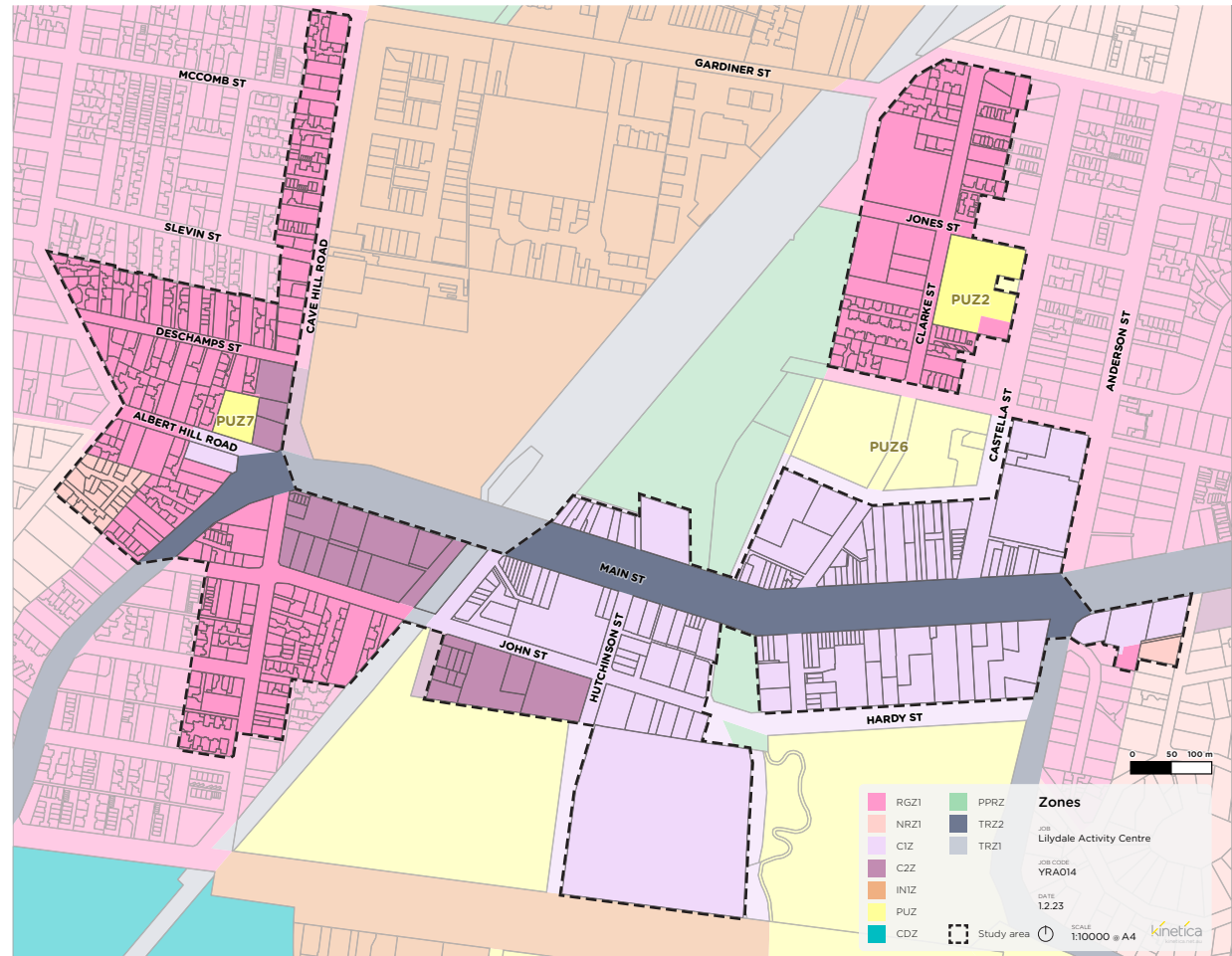


Figure 3. Zone map



2.5 SUMMARY OF URBAN DESIGN ANALYSIS

In order to develop the rationale for the future character precincts and built form framework, urban design analysis was undertaken.

The analysis involved:

- **Gathering data and background information Review** - particularly in relation to previous urban context analysis undertaken for the Activity Centre.
- **Extensive walking tours** of the streets to understand the existing built form character, heritage elements, public realm features and Study Area interface types.
- A **desktop study and mapping** (refer to maps overleaf) of lot widths, depths, size, street wall typology, heritage, and interfaces.

In summary, the analysis identified the following:

COMMERCIAL PRECINCT:

- Main Street serves as a local shopping district with cafes, retail and commercial uses for residents.
- The existing built form scale is predominantly one and two-storeys.
- There are a mix of lot sizes within the commercial precinct ranging between 200m² and >1,600m².
- Generally, the commercial core has a consistent streetwall character of one and two storeys with similar era buildings.
- The low-scale street walls add to a sense of openness and provides a low-scale character within the commercial core.
- The topography throughout the commercial core undulates and provides views to the surrounding ridgelines.

- There are individual buildings with heritage value located within the core of the Activity Centre. New development above the heritage streetwall should be designed with setbacks to ensure it doesn't detract from the heritage features.
- Most lots in the commercial precinct either have a secondary street frontage or rear lane access, meaning a consistent public realm can be achieved along Main Street.
- There is significant opportunity for redevelopment around the train station, to the south of Main Street due to lot sizes, lack of sensitive residential interfaces and accessibility.
- There is also ample opportunity for redevelopment along Main Street, John Street and Hardy Street.
- Currently, retail uses along Main Street experience reduced pedestrian activity due to difficulties crossing the road and topography changes.

RESIDENTIAL PRECINCT:

- Recent development has significantly changed the density and neighbourhood character of the residential precinct.
- Substantial amounts of redevelopment has occurred on single lots in the form of multi-unit developments.
- The multi-unit redevelopment occurring has left single lots with no consolidation potential to achieve a varied typology.
- There are limited lots left with amalgamation potential to achieve a varied built form response from the emerging character.
- There are a mix of lot sizes within the residential precinct ranging between 140m² and >1,600m².
- Lots have considerable depth, often greater than 50m, resulting in battle-axe arrangements for multi-unit redevelopment.
- Lots are generally between 14m and 19m, meaning dwellings are generally stacked along the length of the property.
- Front setbacks are typically between 3m and 10m, with newer developments often having a reduced front setback.
- Side setbacks have been significantly eroded with recent redevelopment.
- The emerging built form scale is predominantly two-storeys.
- There are a number of heritage dwellings within the precinct, that are locally recognised for their built form and landscaping qualities. These properties are likely to remain undeveloped as a result.
- The landscape character of the residential precinct has been eroded due to reduced setbacks and increased site coverage, leaving less opportunity for mature landscaping.

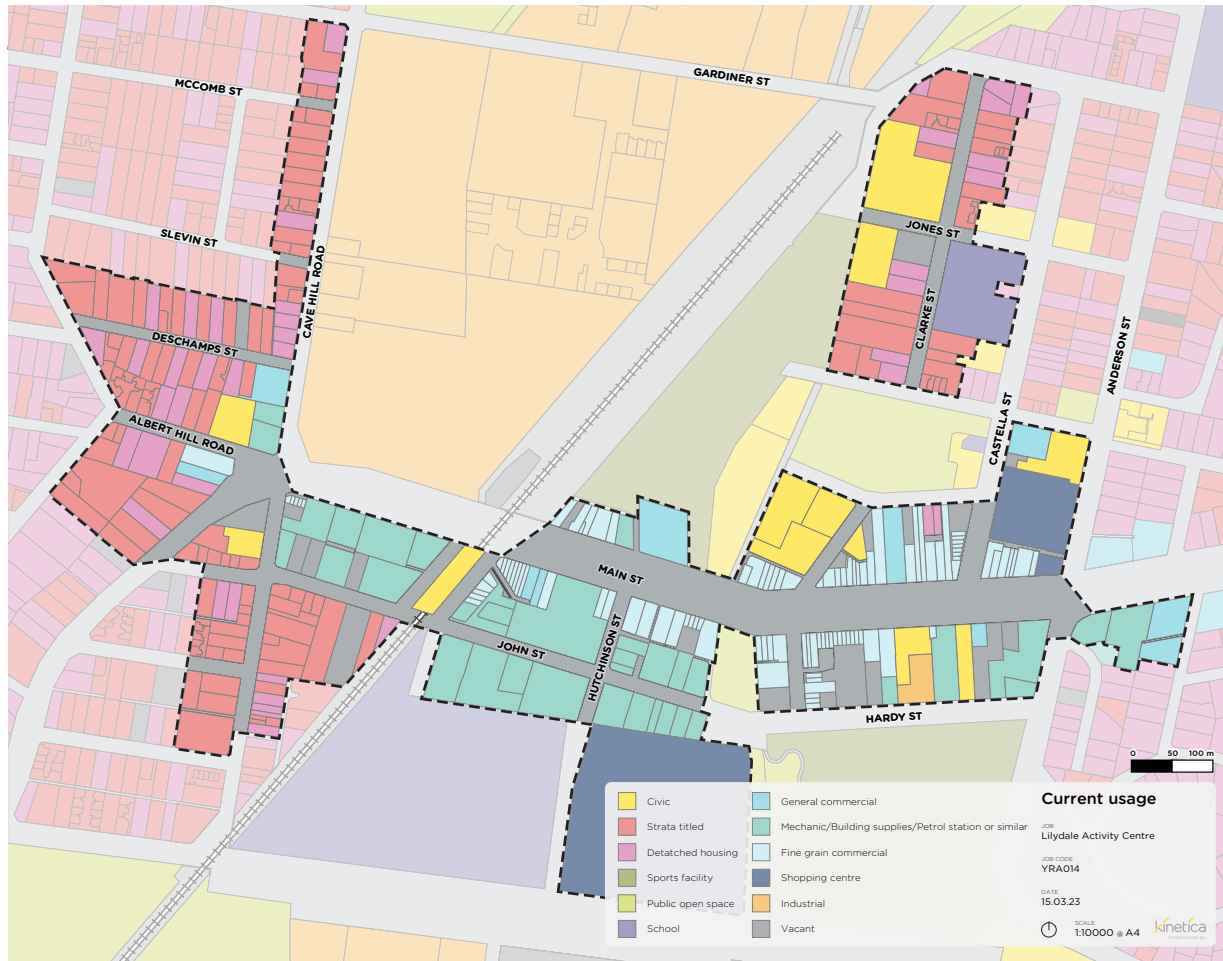


Figure 6. Current uses map



Figure 7. Public realm and open space map



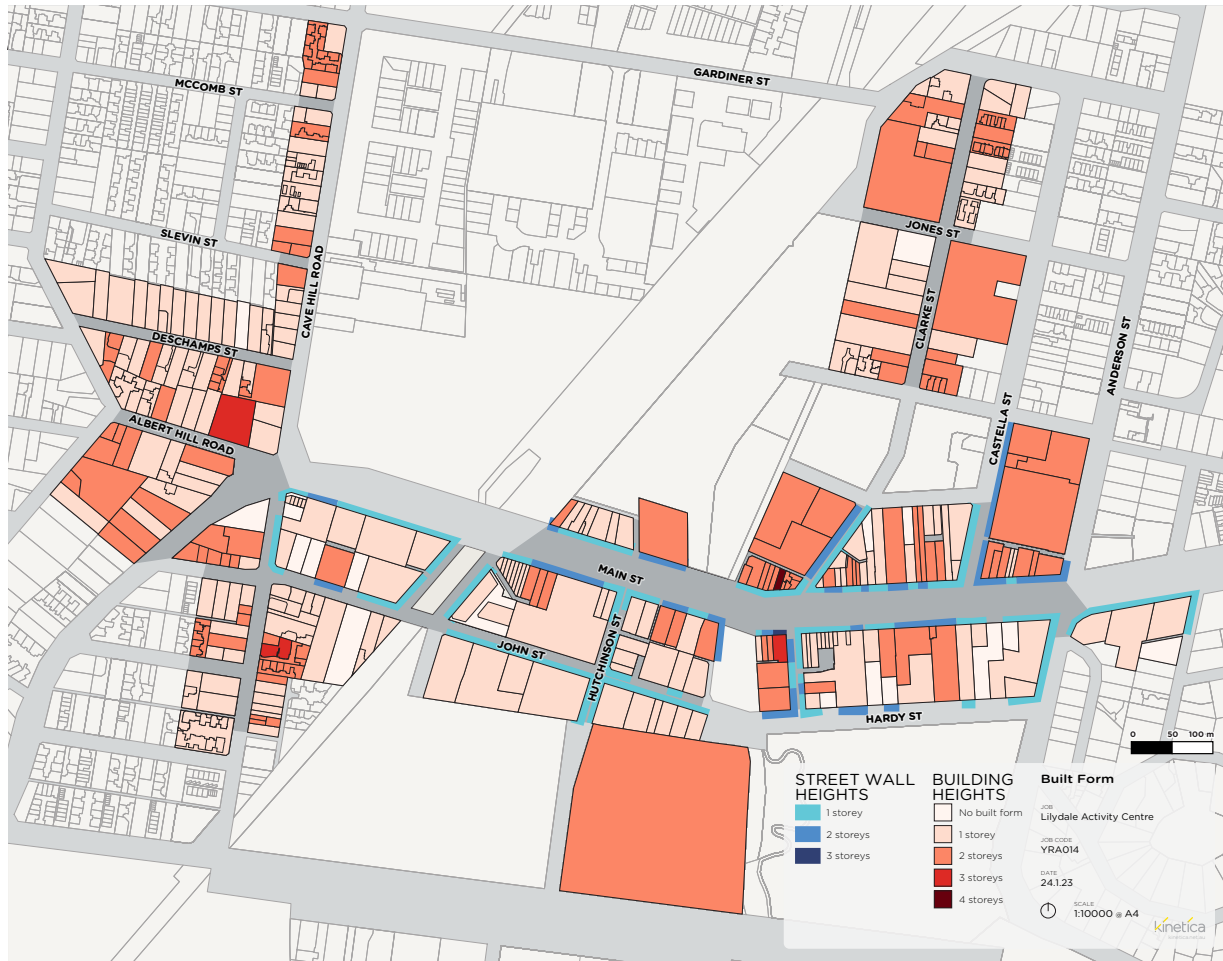


Figure 8. Building and street wall heights map

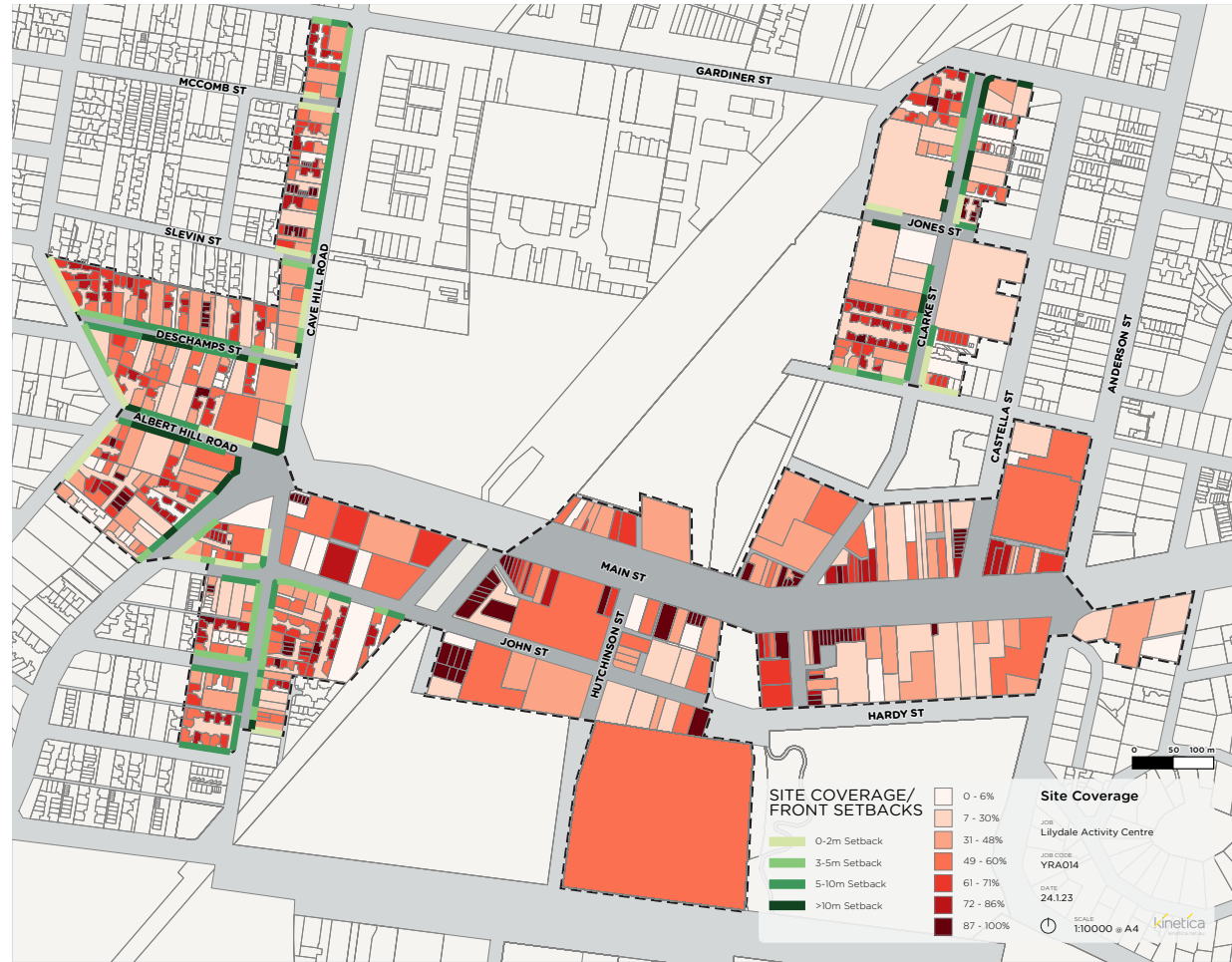


Figure 9. Setbacks and site coverage map



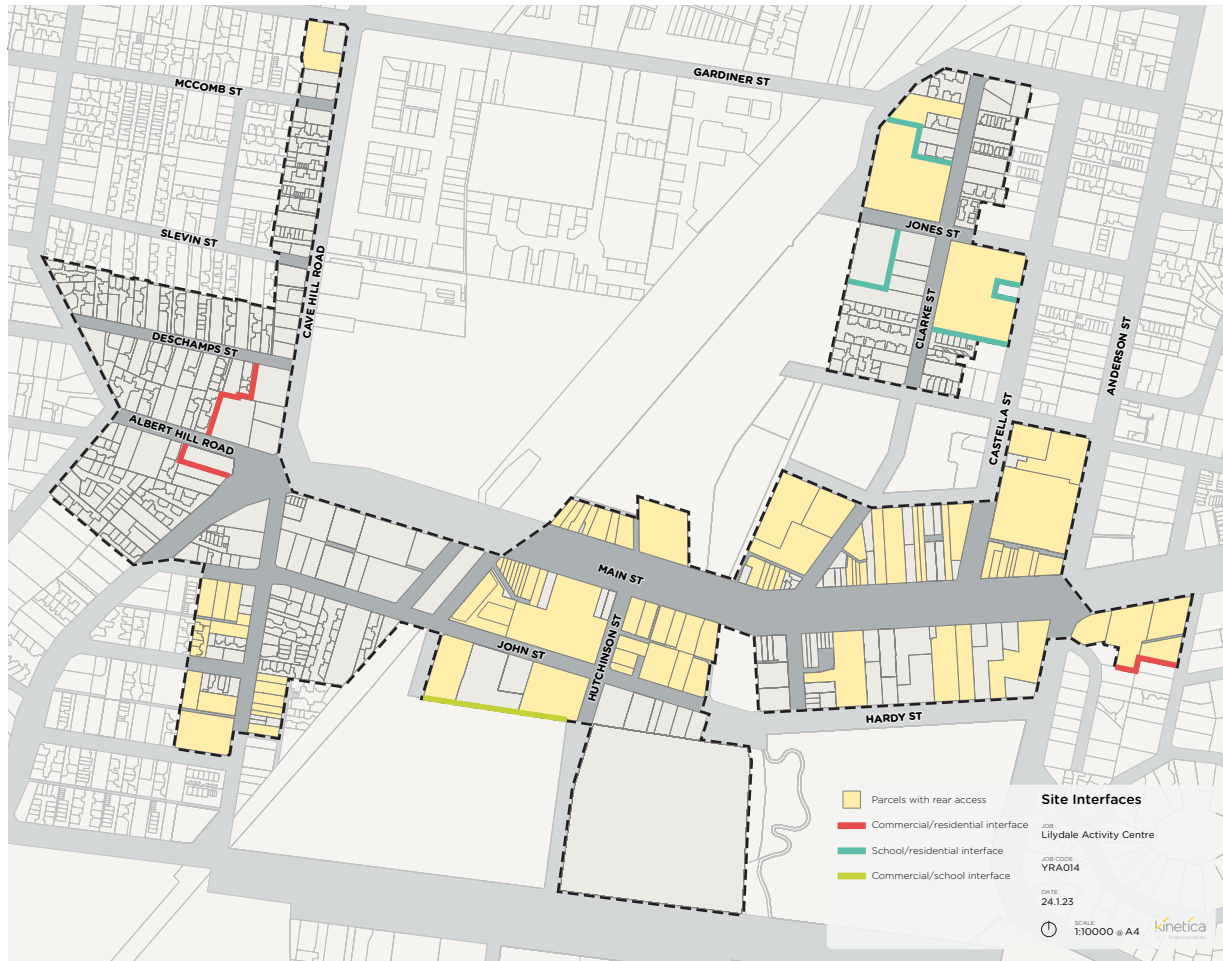


Figure 10. Interfaces and site access map



Figure 11. Lot depth map





Figure 12. Lot width map



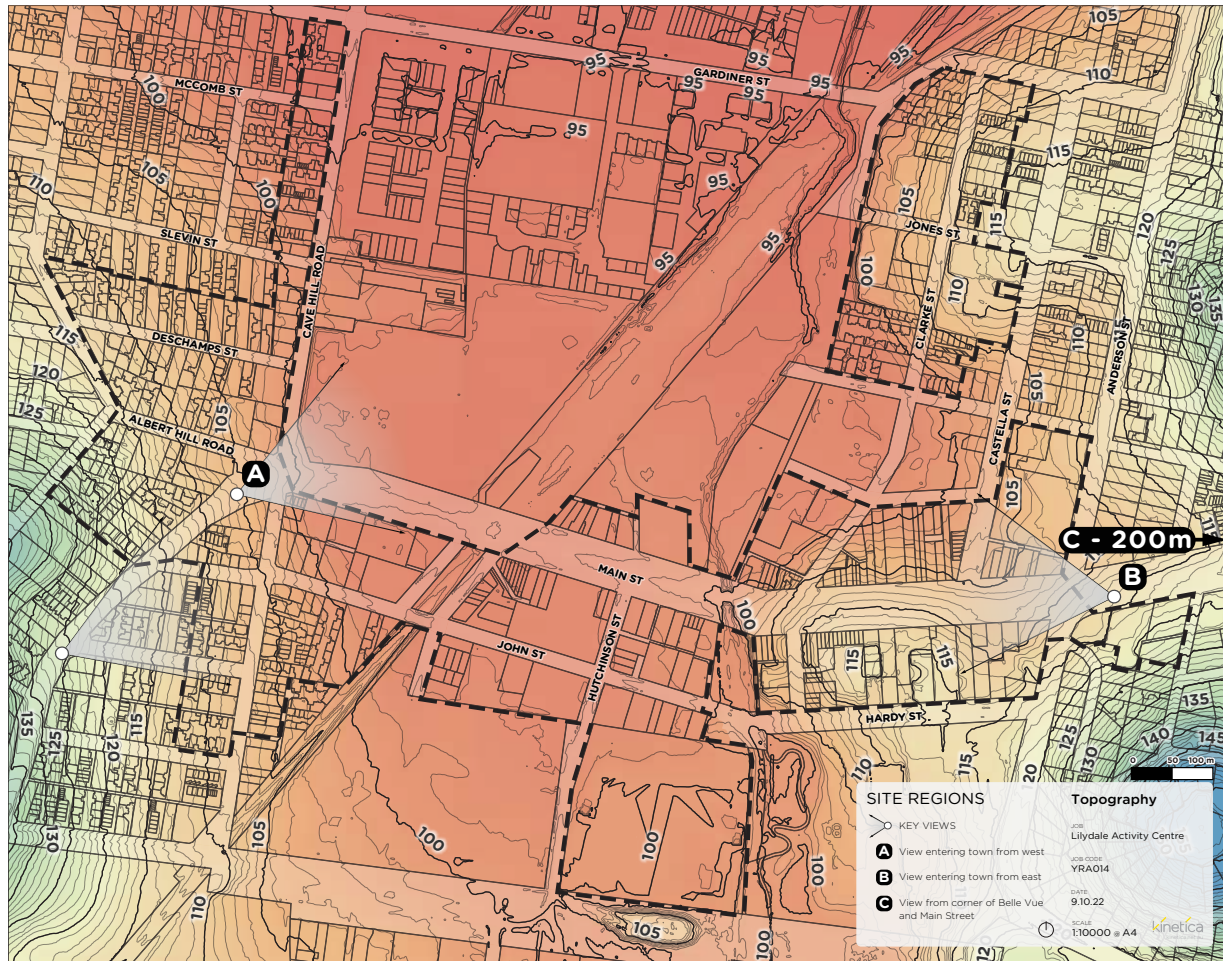


Figure 14. Topography and key views map



2.6 SUMMARY OF BACKGROUND REPORT

kinetica has prepared an accompanying background report that reviewed relevant documents and policy to understand the built form issues and opportunities for the Lilydale Activity Centre. The information gathered for the background report assisted with the preparation of this built form framework report.

The following documents were reviewed:

- Relevant planning provisions from the Yarra Ranges Planning Scheme;
- Adopted Lilydale Structure Plan;
- Housing Strategy Discussion Paper;
- Draft Neighbourhood Character Strategy;
- Residential Design Guidelines; and
- VCAT decisions within the study area.

2.6.1 FINDINGS FROM REVIEW

ACTIVITY CENTRE

The Structure Plan seeks to revitalise the Lilydale town centre into a medium density, high amenity centre where the population can live, shop and work. The Structure Plan sets the basis for development within the town centre.

The vision for Lilydale is to both increase the capacity of the town centre for both retail and residential while maintaining the leafy, valley atmosphere that is synonymous with Lilydale.

RESIDENTIAL AREAS

Various VCAT decisions for properties within the residential precinct were reviewed to identify issues with emerging built form.

3A Baker St Pty Ltd v Yarra Ranges CC [2019]
VCAT 768 notes that “The local neighbourhood traditionally contains detached single-storey dwellings on uniform sized rectangular lots.

However, consistent with the RGZ, the street is experiencing substantial change. Recent double-storey residential developments with up to six dwellings have emerged.”

The RGZ supports intensification of development more than what Council are seeking, this is evident from Council’s general refusal of permit applications that propose built form in line with RGZ expectations.

DDO7 is attempting to soften the development that is occurring. However, it lacks built form requirements that have clear direction or specifications, leaving applicants to interpret the overlay in various forms.

As a result, the overlap of policy is not directing a particular outcome and generally leading VCAT to follow the zone policy which has clearer expectations, leading to outcomes that don’t reflect Council’s aspirations for the area.

VCAT noted that “Neighbourhood character is an important issue upon which the responsible authority based a good deal of its opposition to the proposal”. They have also noted that there is no existing Neighbourhood Character for the area, nor does the RGZ have a purpose to consider neighbourhood character. Therefore, making the desire to retain the vegetated and landscape character of the residential areas of the past more difficult to mandate.

The member for *Matthews v Yarra Ranges SC [2022] VCAT 404* also noted that “Although some residents have complained that there is too much multi-unit development in the area, the Planning Scheme has set aside this area for even more intensification than what exists now.”

3A Baker St Pty Ltd v Yarra Ranges CC [2019] VCAT 768 stated that “it is clear ... that increased housing density and diversity of housing types, development scale and form including articulation, spacing between buildings and setbacks, and provision for landscaping including canopy trees are ‘big picture’

considerations for development proposals within the review site area. But in the absence of a preferred character statement, application of those notions is open to wide interpretation, and notions of openness, provision for generous landscaping including canopy trees may potentially be challenged in RGZ areas.”



3. COMMERCIAL CORE

To inform the preparation of recommendations for specific built form and height controls for land within the Commercial Core, a peer review was undertaken of the built form related direction provided in the Structure Plan.

The Structure Plan recommends parameters including consideration of overshadowing of public spaces, views and character.

The purpose of the peer review is to test the proposed built form heights and setbacks within the Commercial Core to identify any gaps or anomalies, where different heights and setbacks may be appropriate.

It is also understood that the built form direction within the Structure Plan was always intended to be informed by more detailed height and built form analysis to inform future planning controls and allowable building heights.

In summary, the peer review finds the overall mid-rise building heights applied to larger sites and on land near to the Lilydale Station, to be an appropriate scale that balances the need to provide housing close to services and public transport, while ensuring built form does not intrude on key view lines to the elevated surrounding hills.

However, the following key directions and built form outcomes required further testing:

- The viewshed analysis that informed the buildings heights;
- The use of winter solstice overshadowing controls along Main Street;
- The rationale underpinning overall building heights applied in Precincts 1, 2 and 6; and
- The varied upper level setback types and their appropriateness.

The following sections discuss the appropriateness of the above built form outcomes overall, then provides specific built form recommendations in relation to building heights and setbacks as it relates to each precinct.

3.1 BUILDING HEIGHTS

3.1.1 STRUCTURE PLAN RATIONALE FOR HEIGHT

The Structure Plan describes the current built form as including some places of historic importance and a diversity of built form complemented by some very large-scale street trees and other plantings. These features, combined with Lilydale's natural setting within the valley floor of Olinda Creek with elevated land surrounding, are recognised by the community as the defining character features.

The planned scale of built form is to build on the existing village character, ensuring built form does not intrude upon key view lines to elevated surrounding hills or dominate the overall character of Lilydale.

For proposals on identified key redevelopment sites that exceed the indicative heights, a specific design proposal must be provided which:

- Demonstrates proposed buildings will not interrupt long views across the Lilydale valley from surrounding vantage points.
- Setback buildings from boundaries appropriately so they do not adversely overshadow the public realm or environment.
- Articulate or green building façades and roof tops to sit sympathetically within landscape views.
- Integrates with surrounding built form-scale and architectural style.

In relation to long range views across the Lilydale Valley from surrounding vantage points, the Structure Plan does not specifically identify them, leaving the relationship between the protection of key views and the proposed building heights ambiguous.

3.1.2 TESTING AND ANALYSIS

As part of preparing the Structure Plan, Mesh undertook built form testing which included identifying key vantage points that were one of many informants to the overall building heights within the Commercial Core.

The built form testing confirmed that a key rationale was to ensure future built form does not block views to the surrounding hills. The concept was to identify the horizon line (eye height), and identify the heights in the central Lilydale area that would leave this view unimpeded from the higher elevations in the town.

Figure 15 illustrates the protected long views. The general location of the view points at the eastern and western main entrances to the town are considered logical as key vantage points where you experience the topographical features and ridges around Lilydale and its position nestled in the valley.

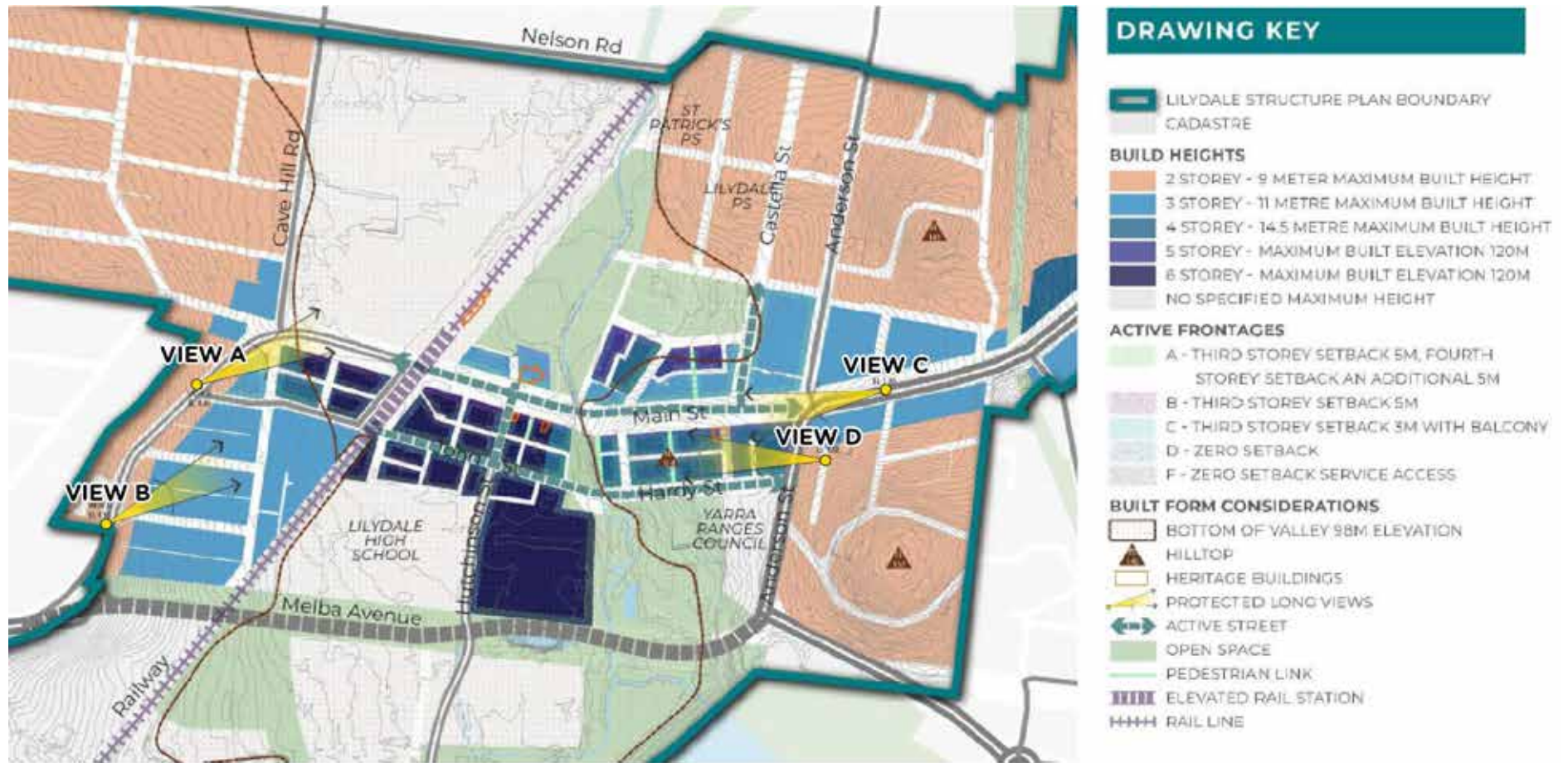


Figure 15. Building heights with protected long views



From reviewing the key vantage points to the east of the town centre, it is observed that View D is taken from Pine Street, which is a local residential street with no through traffic. Due to the lower order nature of the residential street, View D is not considered a public vantage point of significance.

View C is taken from Maroondah Highway to the east of Anderson Street. Maroondah Highway is considered a logical key vantage point however, the following observations are made:

- The closeness of the viewpoint to the eastern edges of the Core Precincts 1 and 6 (refer Figure 16) makes the retention of views to the ridgeline behind challenging.
- The viewpoint does not capture potential future development on the car yard sites to the east of Anderson Street.



Figure 16. Core Precincts: Lilydale MAC Structure Plan



- The trees within the central median obstruct views towards the Core Precincts 1 and 2 and the ridge line in the background to the north-west.
- The viewshed analysis shown at Figure 17 suggests building heights in Core Precincts 1 and 2 could extend higher than 3 storeys without obstructing views to ridgelines.
- The viewshed analysis at Figure 17 shows that the 4 storey built form proposed in Core Precinct 6 will block views to the hills and ridge line behind.

Overall, the analysis highlights the difficulty of utilising viewpoints as a key informant to overall building heights across multiple core precincts.

As part of determining the appropriate built form heights for the Commercial Core, another vantage point was tested further east along Maroondah Highway in a more elevated position adjacent to Belle Vue.

From this vantage point it is evident that the building heights proposed within the Structure Plan sit well below the ridgeline (refer Figure 18).

A key objective within the Structure Plan seeks to *“Support development of mid-rise buildings in low lying areas of the activity centre where there is minimal impact on long views”* (BFS 8.12).

Keeping this objective in mind, a more nuanced approach to the application of building heights within the Commercial Core would be to introduce more variation in heights across the precincts, with heights gradually decreasing as the topography rises to the edges of the activity centre.

This approach is tested at Figure 19, with heights varying from 3 to 6 storeys.

3.1.3 RECOMMENDATION

To balance the competing objectives of built form intensification in a MAC while ensuring built form has a minimal impact on views, it is recommended that a finer grain approach is taken to the application of built form heights in response to the topographical features of Lilydale.

Recommendations include revisions to the building heights in Precincts 2 and 6, with height gradually decreasing from 6 storeys closer to Olinda Creek to 3 storeys towards the eastern edge of each precinct. Further details of the specific built form recommendations are provided by precinct in the following sections.

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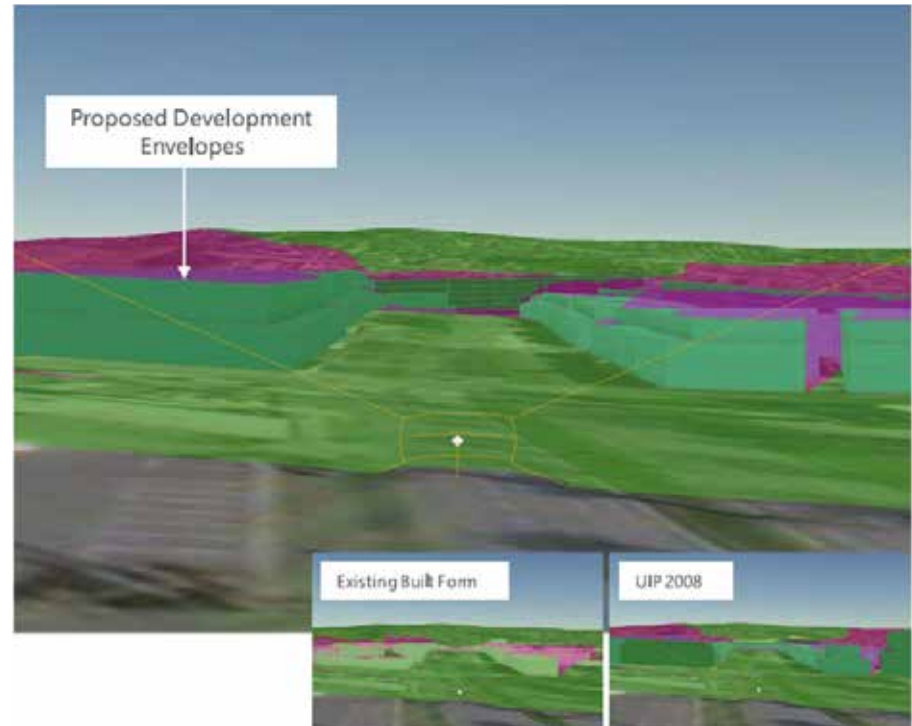
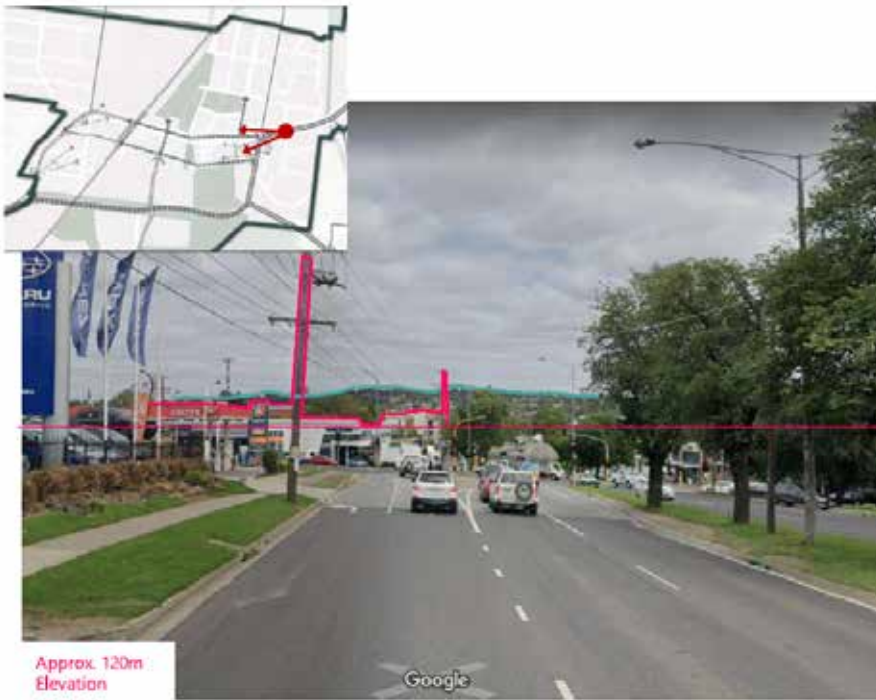


Figure 17. Mesh Built Form Testing: View C



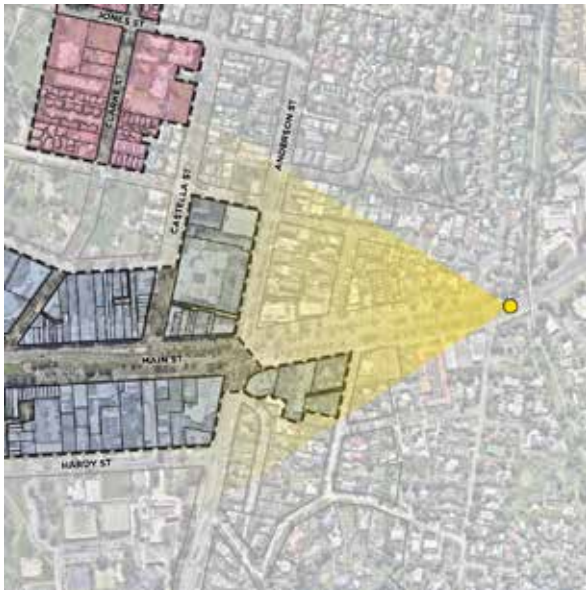


Figure 18. View of Precinct 2 and 6 from the east (Structure Plan built form heights)



Figure 19. View of Precinct 2 and 6 from the east (kinetika recommendations)

3.2 STREET WALL AND UPPER LEVEL SETBACKS

3.2.1 STRUCTURE PLAN RATIONALE STREET WALL

A street wall is defined as the facade of the building facing (and closest to) the street. The term is typically used where buildings are built on or close to the street boundary, so that they define the public realm and ensure a comfortable level of enclosure is achieved. The street wall makes the most important contribution of a building to the experience of the public realm.

The height of a street wall should respond to both the existing heritage buildings and the emerging street wall character. It should also respond to the width of the street and the role of the road.

The height of the street wall should be at least one-third, preferably half of the distance to the

opposite side of the street or open space to provide good spatial definition.

To ensure that the future built form will not dominate the overall character of Lilydale, the Structure Plan proposes 2-storey street walls across all commercial precincts. The low-scale 2-storey street wall both responds to the existing and emerging street wall character, and retains a sense of spaciousness and openness in streets and public spaces, which is synonymous with its natural setting.

3.2.2 STRUCTURE PLAN RATIONALE FOR UPPER LEVEL SETBACKS

Upper level setbacks are applied to buildings for varying reasons which include:

- Responding to an existing or desired future character;
- Responding to an existing heritage building;
- Protecting amenity and solar access in the public realm;

- Providing an appropriate sense of enclosure within the street, avoiding the canyoning effect of taller buildings; and
- Responding to the need for urban consolidation and neighbouring development potential.

The width of the street, the height of the street wall and the depth of the upper level setback will affect the visibility of the upper levels.

The Structure Plan applies varied upper level setbacks across the commercial precincts. In precincts 4 and 5 which are both close to the train station and on the southern side of Main Street, the Structure Plan proposes a 5m upper level setback up to a height of 6 storeys overall.

Further away from the train station in Precincts 2 and 6, upper level setbacks to Main Street are much greater, with a 5m upper level setback applied at the third and fourth storeys respectively.

It is understood that the rationale for increased upper level setbacks in these precincts is to ensure built form does not adversely overshadow the public realm and to protect views to the surrounding hills.

In relation to heritage buildings, the Structure Plan proposes increased upper level setbacks to ensure new development behind a heritage significant building is partly concealed.

However, apart from the diagrams shown at Figure 20 there is no specificity in the control.

3.2.3 TESTING AND ANALYSIS

For street wall heights, the application of a 2-storey street wall in most instances is considered appropriate ensuring a sense of openness is retained in the streetscape.

In terms of upper level setbacks, Type B which is applied to areas of greatest change is supported, as it ensures the low-scale street wall will be distinct from the upper form, which retains a consistent 5m upper level setback, avoiding unnecessary stepping in the form.

The Type C upper level setback is also supported, allowing greater enclosure on north-south running local and activity streets and laneways.

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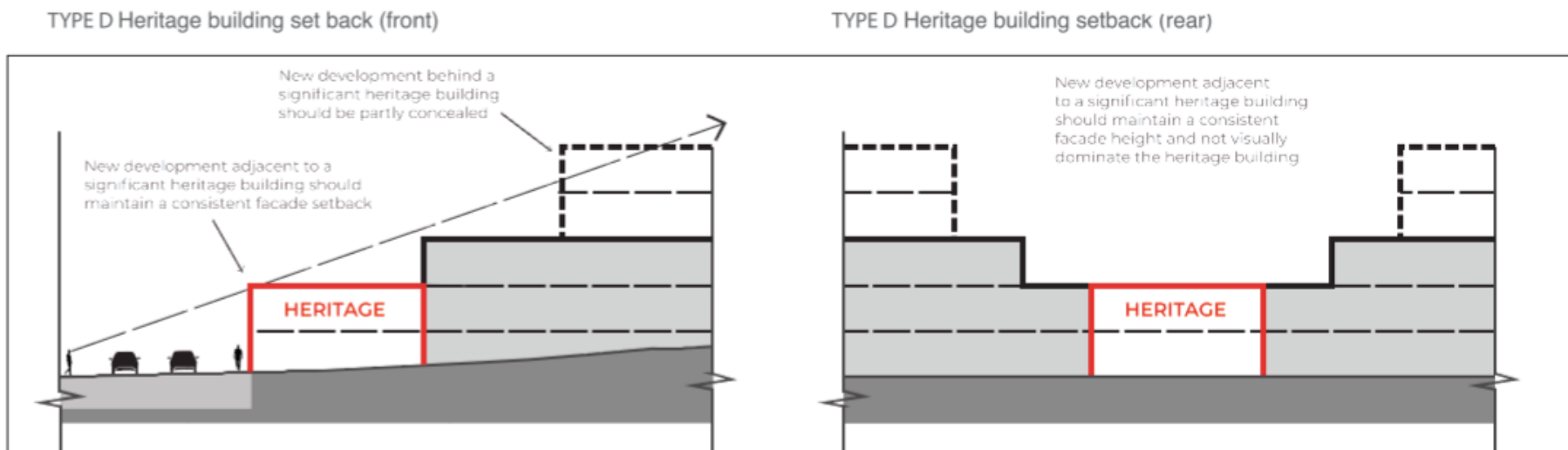


Figure 20. Heritage setback diagrams from the Structure Plan

Type A upper level setbacks which proposes a 5m upper level setback at the third and fourth storeys respectively appear to be overly restrictive to scale considering the width and openness of Main Street. Buildings with a repetitive, stepped form tend to lack a legible composition.

Though it is accepted that retaining a sense of openness and views to the surrounding ridgelines is important, it is considered that this can be achieved without the unnecessary stepping in built form (wedding cake) as proposed by the Type A upper level setback.

In relation to heritage buildings, the Structure Plan control is ambiguous, but seeks to minimise the visibility of upper form from the opposite side of the street.

Responding to an existing heritage building by ensuring the upper levels are visually recessive is a commonly applied approach. In many instances, a one quarter three quarter rule is applied to heritage buildings. This seeks to

ensure that from eye level on the opposite footpath the heritage building occupies three quarters of a persons field of view, with the upper form additions occupying one quarter.

The difficulty with the application of this rule in the Lilydale context however, is the width of Main Street which as shown in the Olinda Hotel built form testing in Section 5.0, the upper form continues to occupy more than one quarter of the field of view even with significant setbacks.

Again, the local context suggests a more nuanced approach should be taken to heritage which balances the need for upper level setbacks that ensure it maintains a clear distinction between the heritage fabric and addition, as well as ensuring the new addition is visually recessive.

Buildings adjacent to a heritage building should also ensure they provide a responsive street wall height. Built form additions should be setback to avoid overwhelming the heritage fabric.



3.2.4 RECOMMENDATIONS

Replace Type A setback diagram with the following:

- Apply a 5m upper level setback from the street boundary to the fifth storey.
- Above 5 storeys in height, the building setback should be increased to avoid a repetitive stepped form (wedding cake).

Replace Type D Heritage building setback with the following:

- Apply a 6m upper level setback at the third and fourth storeys.
- Ensure levels above four storeys are hidden behind a sight line from the opposite side of the street.
- Development adjoining a heritage building must match the upper level setback of the adjoining heritage building.

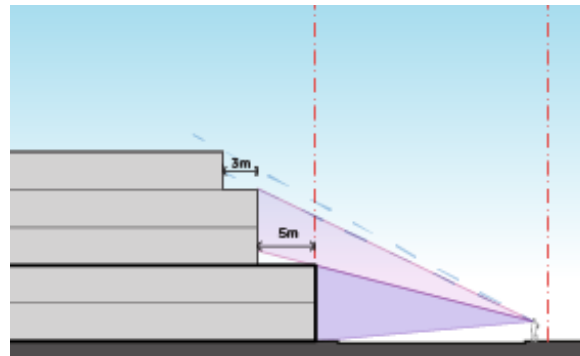


Figure 21. Type A - Revised upper level setback recommendations

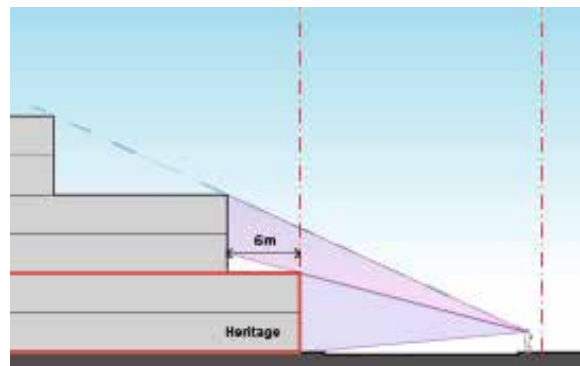


Figure 22. Type D - Revised upper level recommendations - heritage

3.3 PUBLIC REALM AMENITY

STRUCTURE PLAN RATIONALE FOR OVERSHADOWING

A key determinant of increased scale within the Commercial Core is to ensure built form does not adversely overshadow the public realm, environment or public open space.

Of relevance, proposals for development identified on key development sites that exceed the indicative heights must provide a site specific design proposal which sets back buildings from boundaries appropriately so they do not adversely overshadow the public realm or environment.

BFS8.10 Seeks to ensure new development around open space and public spaces is orientated toward such spaces appropriately and does not create unreasonable overshadowing but supports passive surveillance.

The Structure Plan then provides more specific overshadowing commentary in the relevant core precincts.

The Structure Plan provides no further guidance on what is considered “unreasonable” overshadowing and what parts of the public realm are protected. It also does not confirm whether the overshadowing test is at the September Equinox or the June Solstice. However, the proposed 3 storey building heights on the northern side of Main Street and the sun angle present on the diagram at Figure 22 would suggest a June Solstice overshadowing test has guided the built form outcome.

Overshadowing controls are applied in the planning scheme to protect the amenity of streets and open spaces. The type of sunlight protection policy varies depending on the importance or type of public space being protected, and the scale of development that has already been considered appropriate for the area.

Typically, the aim of the sunlight protection control is to protect public spaces during the times of year when the intensity of use is at its highest, therefore the September equinox is applied.

However, the exhibited version of proposed DDO1 for Sunlight Access to Public Parks forming part of Amendment C278 to the Melbourne Planning Scheme has recently received Panel support for its winter solar access provisions. It implements the findings of the *Sunlight access to public parks modelling analysis report (February 2018)*, of which its

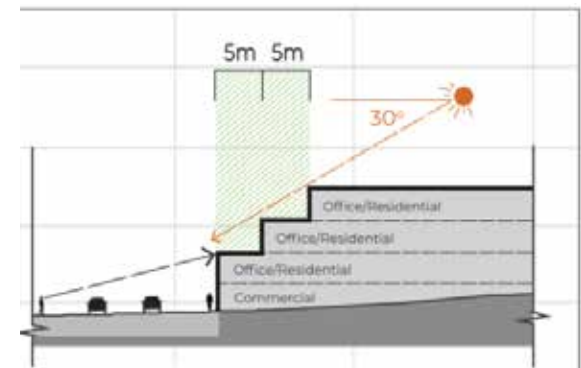


Figure 23. Type A upper level setbacks

findings suggest that *“a growing body of health research indicates that access to sunlight in winter is important as access to shade in the summer.”* It suggests that ensuring health benefits for all means that equitable access to winter sunlight is important.

That said, the report also found that a balanced approach needs to be taken to applying overshadowing controls, and that parks in or adjacent to growth areas where taller buildings are anticipated and a more balanced approach between solar access and providing growth is required.

In relation to parks within or adjacent to the activity centre, winter solar access provisions are supported. In relation to streets, to balance the competing objectives of public realm amenity and providing growth, the more typically applied approach is the September Equinox test. Following the Bypass however, the Structure Plan seeks to give Main Street a priority ‘place’ function, allowing it to be highly walkable, with new public spaces and high amenity which will

attract destination based visitors. This strategic direction, combined with the significance of the heritage trees running along Main Street suggest a June Solstice control would be more appropriate.

3.3.1 TESTING AND ANALYSIS

3D modelling has been prepared in Precincts 1 and 2 to test the potential overshadowing impact to the southern footpath of Main Street between the hours of 10am and 2pm at the June Solstice and the September Equinox (refer Figures 23 to 26).

The testing confirms the proposed built form heights in Precincts 1 and 2 do not cast shadow to the southern footpath of Main Street between the hours of 10am and 2pm at either the Solstice or the Equinox.

Increased heights of up to 6 storeys were also applied to Precincts 1 and 2 with no further upper level setbacks applied above 4 storeys.

The testing confirmed that built form of up to 6 storeys on the northern side of Main Street will not overshadow the southern footpath between the hours of 10am and 2pm at either the Solstice and the Equinox.

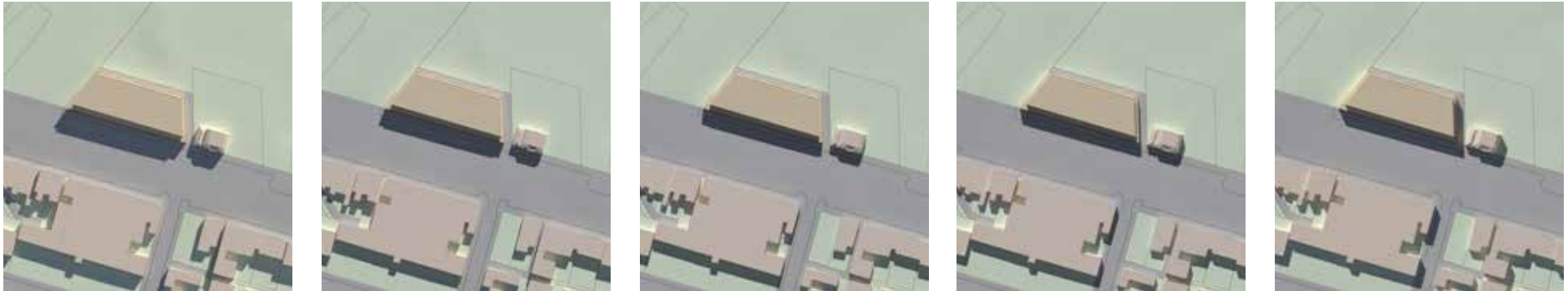
The testing suggests therefore that overshadowing is not the key informant to the overall building heights applied to the northern side of Main Street in Precincts 1 and 2. It suggests there is an opportunity to increase building heights in Precincts 1 and 2 while still avoiding unreasonable overshadowing impacts to the public realm.

3.3.2 RECOMMENDATIONS

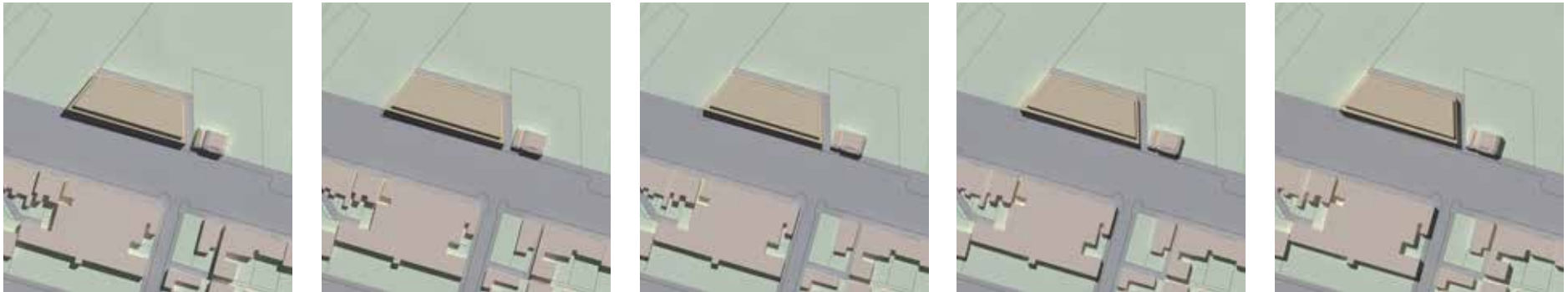
- Apply a June Solstice control to avoid unreasonable overshadowing to the southern footpath of Main Street between the hours of 10am and 2pm.
- Revise buildings heights in Precincts 1 and 2 to allow for increased height as specified in Sections 3.4 and 3.5.

PRECINCT 1: STRUCTURE PLAN RECOMMENDATIONS

Winter Solstice



Spring Equinox



1000

1100

1200

1300

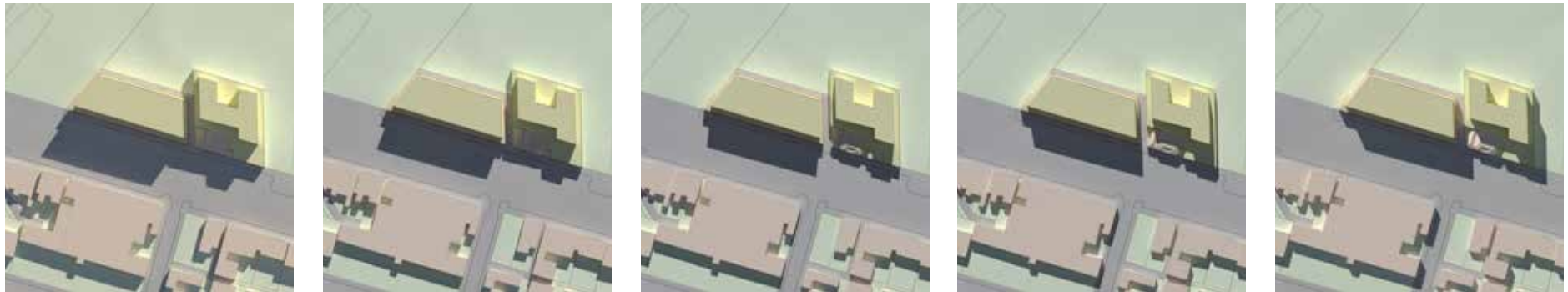
1400

Figure 24. Structure plan - shadow testing

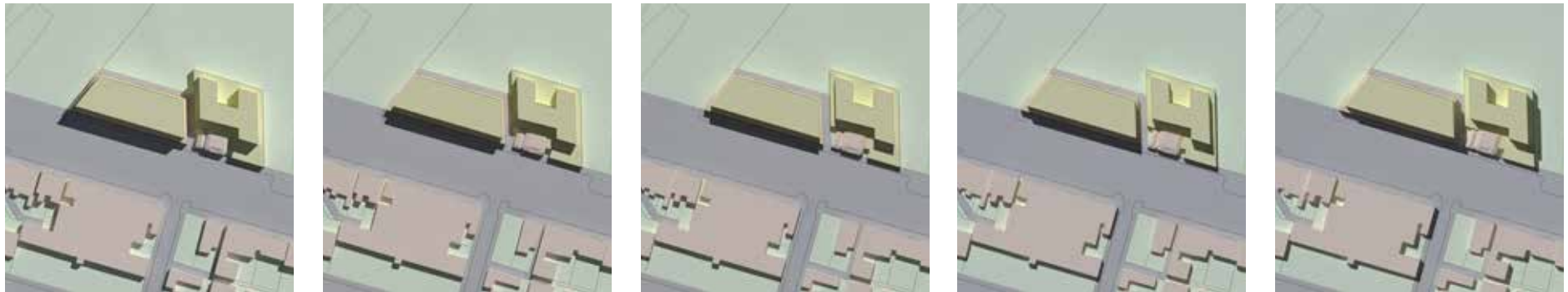


PRECINCT 1: KINETICA RECOMMENDATIONS

Winter Solstice



Spring Equinox



1000

1100

1200

1300

1400

Figure 25. kinetica recommendations - shadow testing

PRECINCT 2: STRUCTURE PLAN RECOMMENDATIONS

Winter Solstice



Spring Equinox



1000

1100

1200

1300

1400

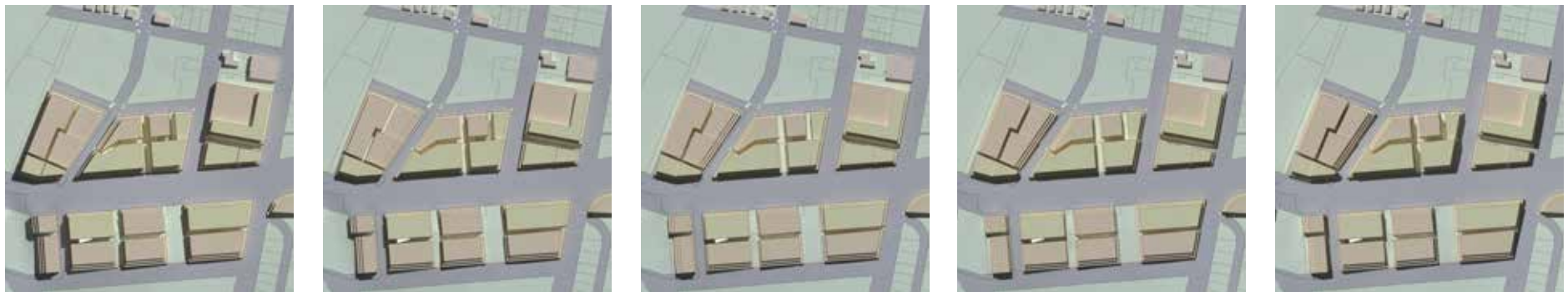
Figure 26. Structure plan shadow testing

PRECINCT 2: KINETICA RECOMMENDATIONS

Winter Solstice



Spring Equinox



1000

1100

1200

1300

1400

Figure 27. kinetica recommendations shadow testing

3.4 CORE PRECINCT 1 - MELBA PARK

3.4.1 STRUCTURE PLAN RATIONALE FOR HEIGHT AND UPPER LEVEL SETBACKS

Precinct 1 is defined by large open space areas and community facilities, with built form pockets at the edges fronting Main Street and Melba Park.

The Precinct 1 Plan proposes an overall building height of 3 storeys on the C1Z zoned land adjacent to the train station. Building setbacks proposed include a third storey setback 5m from Main Street and 3m from the adjacent side boundaries and side streets.

It is understood the rationale for an overall building height of 3 storeys relates to avoiding overshadowing to Main Street and the relative shallow nature of the lots.

A 6 storey overall building height is proposed on the MUZ land, with upper levels above the 2nd

storey setback 3m at the park interface and 4m from Market Street.

It is understood that the rationale for 6 storeys adjacent to the park is to leverage the high amenity location with mixed use development.

3.4.2 TESTING AND ANALYSIS

The 6 storey mixed use outcome proposed adjacent to Melba is supported. The site offers a great opportunity to create high amenity apartments with a vibrant mixed use ground floor plane fronting the park.

In relation to the 3 storeys applied to the C1Z land this is considered too low-scale considering its location adjacent to the train station on land not affected by heritage with no direct sensitive interfaces.

Furthermore, the testing at Figures 23 to 25 confirms built form scale of up to 6 storeys will not overshadow the southern footpath of Main Street

at the June Solstice between the hours of 10am and 2pm.

Furthermore from a character perspective, a 6 storey form would be more responsive to the 6 storeys proposed on the southern side of Main Street. 6 storeys would also more appropriately respond to the highly accessible nature of the land sitting adjacent to the train station.



Figure 28. Core Precinct 1 (source: Lilydale Structure Plan)

3.4.3 RECOMMENDATIONS

- Revise built form height on C1Z land from 3 storeys to 6 storeys as shown at Figure 30.
- Replace Type A upper level setbacks with Type B upper level setbacks to Main Street.



Figure 29. View from Lilydale Train Station looking east (Structure Plan built form outcome)

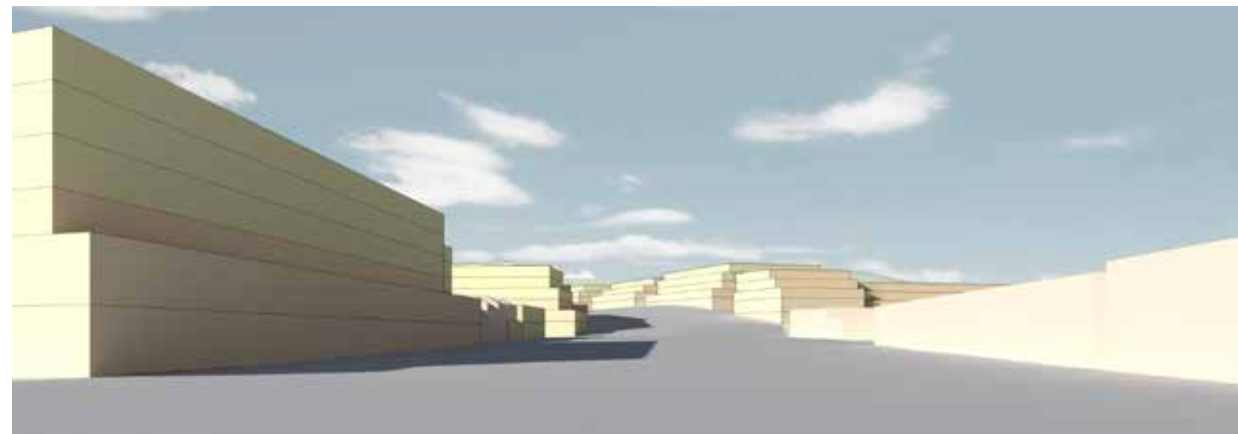


Figure 30. View from Lilydale Train Station looking east (kinetica recommendations)

3.5 CORE PRECINCT 2 - MAIN STREET NORTH EAST

3.5.1 STRUCTURE PLAN RATIONALE FOR HEIGHT

Precinct 2 is defined by retail, health and civic services between Main Street and Melba Park. Built form related objectives seek to support mid-rise mixed-use development that appropriately integrates with existing development and activates streetscapes and parks. Objective 4. seeks to protect Main Street from any additional overshadowing due to new development

The Precinct 2. Plan proposes an overall building height of 3 storeys for the C1Z zoned land fronting Main Street, with 4 storeys applied to the civic/health facilities and 6 storeys applied to MUZ zoned land fronting Melba Park.

Lilydale Village is also identified as a key development site, with street wall heights

prescribed, but the overall height subject to meeting a design criteria.

3.5.2 TESTING AND ANALYSIS

As discussed in Section 3.1.2, in relation to views to ridgelines, the key viewline tested by Mesh on Maroondah Highway was considered too close to the built form, therefore restricting scale unnecessarily.

In relation to the C1Z land, it is understood the rationale for an overall building height of 3 storeys relates to avoiding overshadowing to Main Street, character and protecting views to ridge lines from the east on Maroondah Highway and south from the southern footpath of Main Street.

However, when testing views from the southern side of Main Street, as shown at Figure 32 it is evident that 3 storeys as proposed in the Structure Plan will obstruct views to the ridgeline (ridgeline annotated in yellow dashed line).



Figure 31. Core Precinct 2 (source: Lilydale Structure Plan)

What was also noted was the opportunity for increased built form height within Precinct 2 as the land slopes downwards towards Olinda Creek.

Along Main Street, the building heights have been revised to follow the topography, varying from 6 storeys closer to Olinda Creek to 4 storeys on the sites directly south of Lilydale Village.



The modelling confirmed the following:

- The increased building height will not overshadow the southern footpath of Main Street at the June Solstice between 10am and 2pm.
- Views to ridgelines from Maroondah Highway (opposite Belle Vue) are retained.
- The proposed upper level setbacks continue retain the openness of the streetscape.

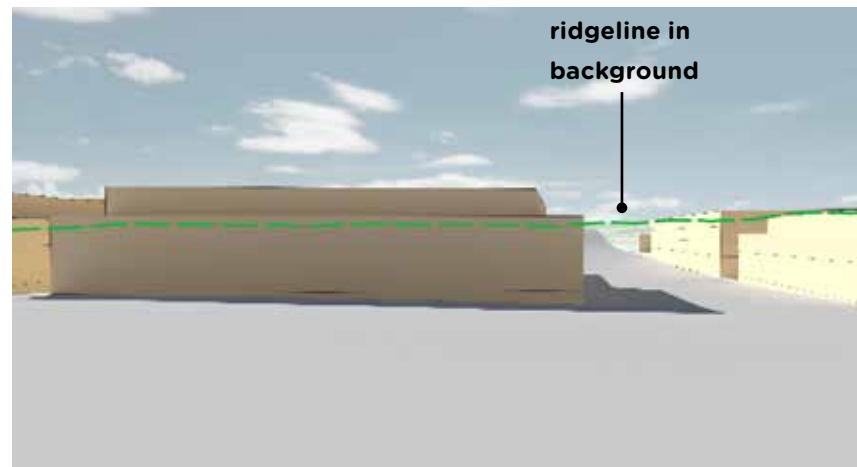


Figure 32. View from south side of Main Street (Structure Plan built form outcome)

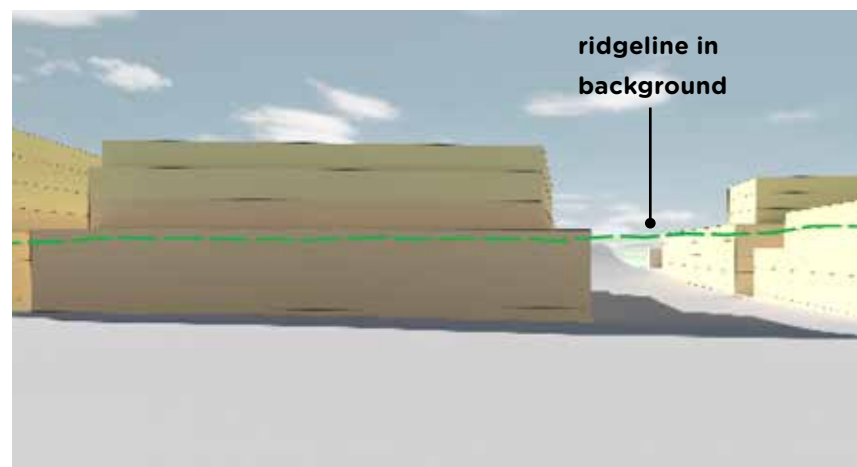


Figure 33. View from south side of Main Street (kinetica recommendation)

3.5.3 RECOMMENDATIONS

- Revise building heights as per Figure 32 to Precinct 2.
- Apply revised Type A upper level setbacks to Main Street.



Figure 34. kinetica recommendations for Precinct 2 building heights

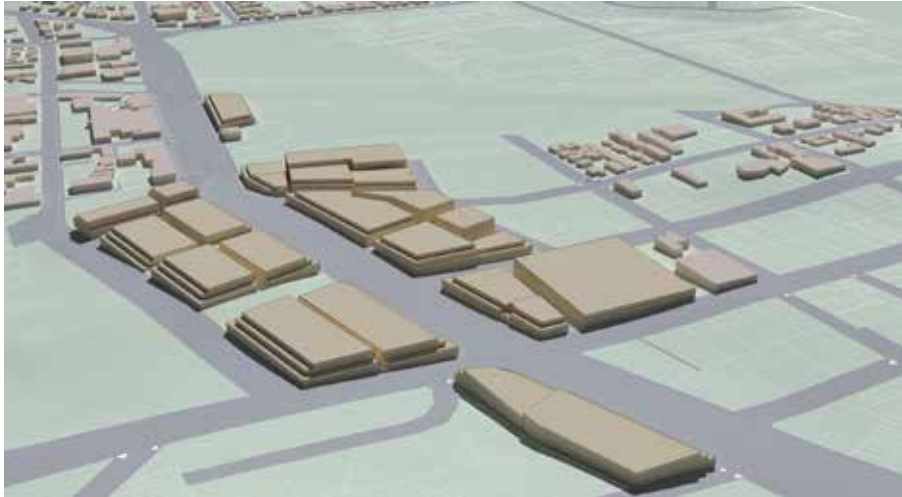


Figure 35. Aerial view of commercial precinct (structure plan scheme)

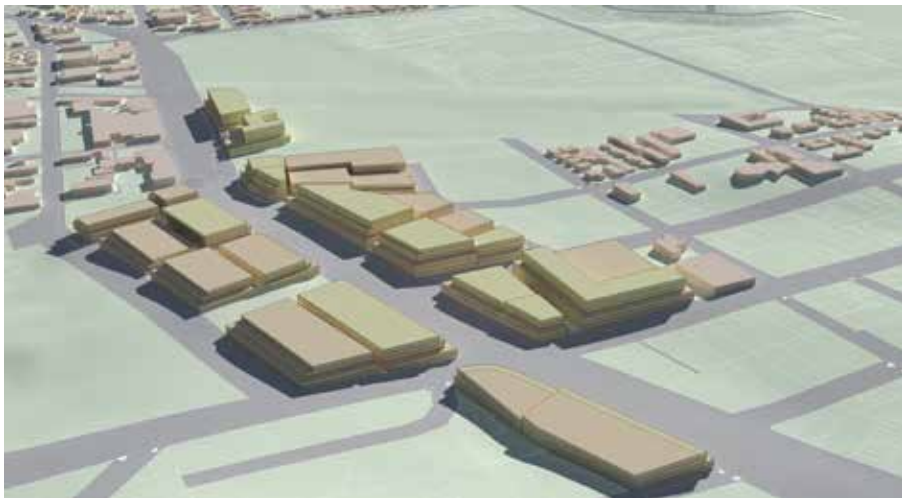
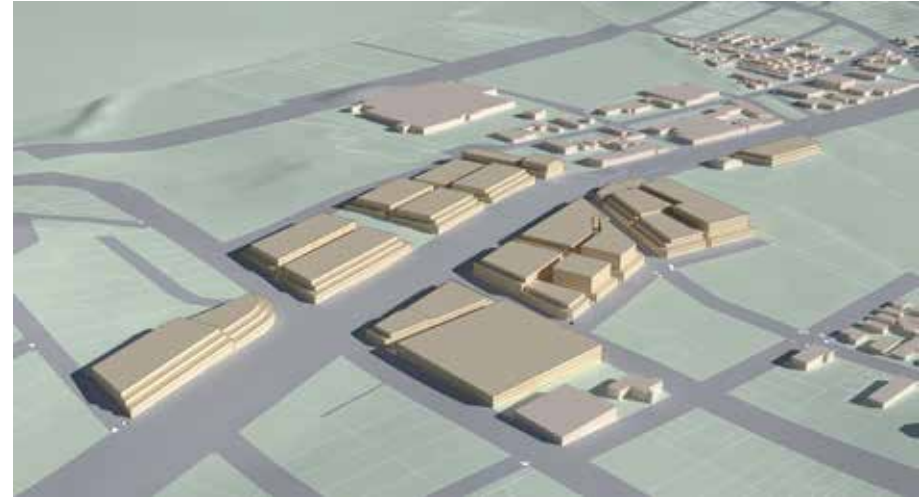


Figure 36. Aerial view of commercial precinct (kinetica recommendations)

3.6 CORE PRECINCT 4 - JOHN STREET WEST / NEW STATION

3.6.1 STRUCTURE PLAN RATIONALE FOR HEIGHT

Precinct 4 is located on the southern side of Main Street directly east of the elevated railway. It is proposed to contain the most significant level of the change within the Activity Centre.

The precinct contains building heights up to 6 storeys across the balance of the precinct, with 4 storeys proposed at the western edge to enable a transition in scale to the adjacent residential character.

A key objective is to provide diverse, high quality and high-density mid-rise residential and accommodation uses that leverage the amenity of the station.

3.6.2 TESTING AND ANALYSIS

The proposed building heights, street walls and upper level setbacks are generally considered sound. They balance the need to leverage the precincts accessible location while also focussing on high amenity and activated streetscapes which assist in increasing permeability and reducing visual bulk.

In relation to the application of upper level setbacks, it is recommended that the Type A upper level setbacks are replaced with the revised version. The revised Type A upper level setbacks will continue to maintain solar access to the southern side of each east-west running street, and the grounds of Lilydale High School directly south of Precinct 4.

3.6.3 RECOMMENDATIONS

- Apply revised Type A upper level setbacks.



Figure 37. Core Precinct 4 (source: Lilydale Structure Plan)

3.7 CORE PRECINCT 5 - JOHN STREET EAST

3.8 STRUCTURE PLAN RATIONALE FOR HEIGHT

Precinct 5 is defined by the commercial area between Hutchinson Street and Olinda Creek which includes the Lilydale Marketplace indoor shopping mall.

Due to the precincts accessible location, heights of up to 6 storeys are proposed. To retain a sense of openness in Lions Park and minimise overshadowing impacts, heights are reduced to 4 storeys at this interface.

Redevelopment of the Lilydale Marketplace that supports the growing community and improves accessibility and amenity is also advocated for.

3.8.1 TESTING AND ANALYSIS

The proposed building heights, street walls and upper level setbacks are generally considered sound. Future redevelopment of the Lilydale Market Place up to 6 storeys is supported as a catalyst site for the precinct. The reduced heights adjacent to Lions Park are supported, as they will ensure built form will not overwhelm or overshadow the natural environment.

In relation to the application of upper level setbacks, it is recommended that the Type A and Type D upper level setbacks are replaced with the recommended versions.

3.8.2 RECOMMENDATIONS

- Apply revised Type A upper level setbacks.
- Apply revised Type D Heritage building upper level setbacks.



Figure 38. Core Precinct 5 (source: Lilydale Structure Plan)

3.9 CORE PRECINCT 6 - JOHN STREET WEST / NEW STATION

3.9.1 STRUCTURE PLAN RATIONALE FOR HEIGHT

Precinct 6 contains a wide mix of uses including a significant offering of professional services concentrated towards Olinda Creek/ Clarke Street, the post office, and a busy cluster of shops and restaurants along the western half of Main Street.

The precinct sits on a relative high point of the Activity Centre and is afforded views of the surrounding hills from key vantage points. Therefore building heights have been maintained to protect long range views over the Activity Centre.

3.9.2 TESTING AND ANALYSIS

Due to the elevation of this precinct it is



Figure 39. Core Precinct 6 (source: Lilydale Structure Plan)

considered that only moderate increases to building heights would be supportable due to the potential impact views to ridgeline.

Based on identifying low points within the precinct, 5 storeys was tested on land to the east of Dukes Saloon and directly east of Clarke Street.

The modelling suggest additional height can be achieved on these land parcels without

significantly impacting views towards the ridgelines surrounding.

3.9.3 RECOMMENDATIONS

- Revise building heights as per Figure 40 to Precinct 6.
- Apply revised Type A upper level setbacks.
- Apply revised Type D Heritage building upper level setbacks.





Figure 41. View of Precinct 2 and 6 from the east (structure plan scheme)



Figure 40. kinetica recommendations for Precinct 6 building heights



Figure 42. View of Precinct 2 and 6 from the east (kinetica recommendations)





4. RESIDENTIAL PRECINCT

4.1 INTRODUCTION

The residential precinct identified for review through the Structure Plan has largely been redeveloped in recent years from single dwellings on a lot to multi-unit developments.

This has resulted in a substantial number of isolated lots that cannot consolidate due to the multi-unit development that has occurred on adjoining properties. Based on the adjacent emerging character, it is likely therefore, that these properties will continue the pattern of townhouse development occurring on adjacent lots.

Figure 43 identifies undeveloped lots. Yellow indicating single lots and orange indicating adjacent lots where consolidation could occur. Heritage constraints (if any) on available lots are also noted.



Figure 43. Developable lots in the residential precinct

4.2 NEIGHBOURHOOD CHARACTER

Prior to the development that has occurred in the precinct in the last decade, the *2002 Neighbourhood Character Study (2002 NCS)*¹ identified the following valuable character attributes:

- Styles of housing from cottage to mansion, from modest suburban villages to retirement villages,
- Mix of garden types, with low level and establishing often exotic gardens in many inner streets and more recently developed areas, and a more native character with high canopy trees on the fringe,
- Street patterns vary from grid like in the older inner areas and curvilinear/court style street patterns in outer areas, and
- Rolling topography, often offering views to

the surrounding landscape.

The preferred character ambitions were:

- Maintain a variety of character types including reminders of Lilydale's country town origins,
- Retaining Victorian, Edwardian and Interwar dwellings, and
- Encouraging planting of native vegetation, particularly trees.

The 2002 NCS was referenced as part of a 2011 planning scheme amendment (C97). However, it was never formally adopted into the planning scheme. The Panel report considered that, although the NCS is dated, it does provide some useful background information in terms of recognition of the critical characteristic of the Yarra Ranges which is its landscape values.

Amendment C97 introduced DDO7 to residentially zoned land within the Lilydale MAC. The DDO encouraged greater residential densities through housing consolidation. It

provided design objectives for building form, siting and layout, parking and landscaping, established maximum height depending on the location and size of the lot and encouraged 11 metre development on larger lots and for developments fronting Melba Park.

4.2.1 EMERGING ISSUES

In 2021, Council engaged Hansen Partnership to review the 2002 NCS and prepare an updated character study.

The 2021 Neighbourhood Character Study (2021 NCS) identified the impact recent development has had on neighbourhood character in the precinct.

The report identified the following effects:

- Diminished landscaping and canopy tree opportunities through reduced side and rear setbacks and higher site coverage,

¹ The Shire of Yarra Ranges Neighbourhood Character Study, 2002

- Loss of established front gardens due to maintenance issues,
- Additional crossovers to sites reducing nature strip and on-street parking,
- Linear, impermeable driveways along side boundaries reducing views to landscape between dwellings from the street,
- Higher site coverage of front setbacks accommodating car parking and driveways,
- Higher, impermeable front fences reducing sense of openness,
- Bulky massing and cantilevered forms to side boundaries reducing sense of openness and landscape opportunities,
- Roof forms or building materials not in keeping with the predominant type, and
- Elevated private open spaces to side and rear boundaries requiring screening and reducing landscape opportunities.

It is evident that the planning policy that currently directs development in the residential precinct is not achieving the ambitions of the neighbourhood character study. This could be due to a number of reasons:

1. The absence of an objective relating to preferred character in the DDO,
2. Lack of mandatory controls in the DDO, leaving interpretation of the objectives and outcomes open for varied responses,
3. Precedent of development within the precinct, combined with lack of mandatory controls creates a difficult benchmark for Council to argue against,
4. Council officers not provided with a clear assessment criteria to assess preferred outcomes.



Figure 44. Emerging built form in the residential precinct



4.3 CASE STUDIES

ASSESSMENT OF DEVELOPMENTS

A selection of recent development approvals were assessed against the current DDO7 policy to determine the shortfalls of the policy and resulting outcomes.

Figure 45. Emerging built form in the residential precinct



Figure 46. 72 Clarke St



Figure 47. 74 Clarke St



Figure 48. 20Cave Hill Rd



Figure 49. 8DeschampsSt



Figure 50. 14DeschampsSt

		Property:				
		72 Clarke Street	74 Clarke Street	20 Cave Hill Road	8 Deschamps Street	14 Deschamps Street
Design Objectives:	To increase residential density and to provide for a range dwelling types within the housing consolidation area of Lilydale.					
	To encourage the aggregation of existing lots allowing greater flexibility to design quality higher density residential development that complements the existing streetscape.					
	To ensure new development is articulated and upper storey elements are not bulky or visually obtrusive.					
	To ensure new development retains existing streetscape elements of setback and spacing between buildings.					
	To protect the amenity of existing dwellings by confining higher built form to larger lots.					
Building Height:	11m - Frontage greater than 30 metres and depth greater than 45 metres	NA	NA	NA	NA	NA
	9m - Frontage less than 30 metres and depth less than 45 metres					
Building form, siting and layout:	Setbacks from the street boundary are no less than the lesser front setback of the buildings on the adjoining allotments.					
	Development maintains the existing pattern of spacing between dwellings in the street. Reduced front, side and rear setbacks may be considered for development on lots with a frontage greater than 30 metres and a depth greater than 45 metres.					
	Building heights are stepped down to provide a gradual transition to the scale of dwellings on the adjoining lots.					
	The upper levels of development are recessed and articulated to reduce the dominant scale of the upper level and impact of overlooking and visual bulk.					
	On sloping sites buildings are designed to follow the natural contours and step down the site in order to minimise visual impact and reduce the need for excavation.				NA	
	Development complements the front, side and rear setbacks of buildings identified under the Heritage Overlay.		NA		NA	NA



		Property:				
		72 Clarke Street	74 Clarke Street	20 Cave Hill Road	8 Deschamps Street	14 Deschamps Street
Driveways and car parking:	Developments include only one cross over to avoid impacts on roadside vegetation.					
	Garages and carports associated with new development are not visually obtrusive when viewed from the front street and are located behind the line of the buildings.					
	Larger developments integrate car parking requirements into the design of the development and encourage the use of undercroft or basement parking.					
	Driveways and car parking allow for vehicles to turn within the property and to exit the property in a forward manner.					
Landscaping and front fencing:	Developments retain existing trees where possible.					
	Landscaping provides for at least two canopy trees (with a maturity height no less than 8 metres) in the front setback. On development sites that have a width of more than 30 metres this should be increased to at least three canopy trees.					
	Front fences are low scale (below 1.2 metres in height) and generally reflect the typical fencing style of the street.					
	Landscaping and boundary treatments create a strong connection between the public and private realms.					



= compliant



= non-compliant



4.3.1 SUMMARY OF CASE STUDIES

Design Objectives

- All properties provided an increase in density
- No consolidation of lots in case studies
- Upper storey elements lack articulation to reduce bulk
- Setbacks and spacing gradually decreasing
- Most lots are narrow with 2 storey elements close to the side boundaries

Building Height

- All sites are narrow and height compliant

Building form, siting and layout

- Setbacks were generally less than adjoining allotments
- Spacing between dwellings is generally decreasing

- Taller elements were generally in the middle of the site, transitioning to the front and rear
- Upper levels were insufficiently setback, resulting in excessive obscure glazing and screening
- Sites generally followed the slope
- Properties that adjoined a heritage building generally didn't complement setbacks and spacing

Driveways and car parking

- Newer developments have one cross over with vehicle access along one side of the property
- Garages are generally visible from the street
- Garages are generally incorporated into the GF of each dwelling
- Properties allow vehicles to enter and exit the site in a forward manner

Landscaping and front fencing

- Lack of existing trees on properties that are retained
- Generally have sufficient space for canopy planting in the front setback
- All properties either provide a low front fence or no front fence
- Low levels of permeability result in poor landscaping

4.4 PREFERRED FUTURE CHARACTER

The 2021 NCS identified the preferred future character for the residential precinct, taking into account recent development and resulting emerging character. This report has peer reviewed the recommendations and provides an assessment.



The report has the following character objectives and guidelines:

4.4.1 CHARACTER OBJECTIVES

The key preferred character outcomes for this precinct seek to:

Preferred outcomes (2021 NCS)	Assessment
To increase residential density and to provide for a range dwelling types within the urban housing consolidation area in Yarra Ranges.	This is a strategic direction that is supported.
To encourage consolidation of adjoining lots to facilitate contemporary dwelling design that makes efficient use of land.	This is a key factor in achieving developments that respond to the objectives in policy.
To encourage modest change which responds to the prevailing single storey forms.	Most development in the precinct is now 2-storey or 3-storey, making this preferred outcome redundant, except on properties that are adjacent to a lower order zone.
To respond to prevailing front and side setbacks.	Prevailing front and side setbacks are below the minimum preferred outcome in most cases. Policy should be setting a minimum setback to achieve preferred outcome.
To respect the open garden setting.	A combination of setbacks, site coverage and permeability controls will help maintain the landscaping character outcomes.
To ensure new development is articulated and upper storey elements are not bulky or visually obtrusive.	Specific upper level controls relating to setbacks, bulk, separation, articulation and screening will help achieve the preferred outcome.
To ensure street frontages provide sufficient room for canopy trees and vegetation.	A combination of setbacks and permeability controls will help maintain the landscaping character outcomes.



These character objectives are aligned to the current DDO7 objectives under which current planning applications are assessed.

4.4.2 GUIDELINES

Guidelines (2021 NCS)	Assessment
Buildings above 2-storeys should be setback further.	This is supported.
Recessed upper levels are encouraged, however where ground floor setbacks to side boundaries exceed minimum requirements, sheer 2 storey forms may be acceptable (subject to facade design).	This is supported, however a minimum side setback requirement needs to be stated.
Upper levels should not cantilever into the front, rear, or side boundaries and does not cantilever over the common driveways and encroaches no more than 2m (for the purpose of balconies).	This is supported.
In the RGZ/GRZ, 2 storey townhouses should step down to 1 storey to the rear where located within 5m of the common boundary. This should also be adopted where abutting a lot in the NRZ.	This is supported.
Provide a landscape buffer between the driveway and common boundary.	This is supported, however a minimum width landscape buffer should be stated.
Encourage consistent material comprising Brick and weatherboard.	Encourage materials and colours that are found in the streetscape to be used.
Encourage hipped roof, or gabled roof forms.	This is supported.
Where private open space is provided in upper-level balconies, minimise the extent of screening.	This is supported, however screening options should be provided to enable a best practice outcome.



Guidelines (2021 NCS)	Assessment
Ground level secluded open space should be located away from the street frontage.	Secluded private open space for the front dwelling on a property is acceptable, provided the fencing is semi-permeable and landscaping is provided to soften the fencing.
Upper level balconies should be oriented towards the public realm.	This is supported.

The 2021 NCS also recommended the following variations to ResCode. This report has peer reviewed the recommendations and provides an assessment:

ResCode Standard	Recommendation	Assessment
A4 / B7	Building Height Variation to preferred height: Buildings should not exceed 3 storeys or 11m in height, or 12m where the slope of the natural ground level is greater than 2.5 degrees (measured at any cross section of the site of the building wider than 8m)	This is supported. Where consolidation is possible there may be scope for an additional recessed level, allowing buildings of 4 storeys or 14m in height.
A3 & B6	Minimum street setback 7.5m from front boundary; or Match adjoining front setbacks (whichever is greater)	It should be made clear that the 'whichever is greater' relates to the 7.5m specification as well as the adjoining properties.
A5 & B8	Site coverage 50%	This is supported.
A6 & B9	Permeability and stormwater management No change At least 20% of the site should not be covered by impervious surfaces	This is supported.
B13	Landscaping 1 x medium tree in front setback Small trees in rear setback	Tree dimensions (H x W) should be specified and it should be noted that tree should be able to reach full maturity in the front setback provided.



ResCode Standard		Recommendation	Assessment
A10 & B17	Side and rear setbacks	Side setback: Minimum 2m ground level setback and Standard B17. Rear setback: Minimum 4m. Side and rear setbacks can be increased to accommodate for canopy trees.	This is supported. The reference to landscaping should be reworded to say 'Side and rear setbacks <i>should</i> be increased to accommodate for <i>retained</i> canopy trees <i>where possible</i> .'
A11 & B18	Walls on Boundaries	No change	This is supported.
A17 & B28	Private open space	No change	Investigate applying a variation to the standard that requires a percentage of dwellings are provided with Ground Floor SPOS.
A20 & B32	Front fence height	A front fence within 3m of a street frontage should not exceed: Road Zone Category 1: 2m For other streets: No front fencing	This is supported.

The following are recommended additions to the ResCode Standards:

ResCode Standard		Recommendation	Assessment
A15 & B22	Overlooking	No change	Screening of windows should be minimised where possible with setbacks and detail design allowing for greater amenity of both residents and neighbouring properties.



4.4.3 URBAN DESIGN RECOMMENDATIONS

The recommendations put forward by the 2021 NCS set out to guide development with better outcomes than have been achieved in the past.

The recommendations are supported with the following changes:

- Setbacks that seek to provide for specific landscape outcomes should specify minimum dimensions;
- Where recessed upper levels are encouraged there should be design requirements to achieve this;
- Applying a variation to Standard B28 that requires a percentage of dwellings to be provided with Ground Floor SPOS should be investigated;

- Screening of windows and balconies should be used minimally where separation cannot be achieved rather than built form pushing to all boundaries and using screening to protect residents and neighbours; and
- Specific landscaping requirements should be provided that outlines planting dimensions and the need for planting to reach maturity in the space provided.

The above recommendations would be contained within the Activity Centre Zone (ACZ) as design objectives and specific built form requirements and outcomes.

4.5 VISION, OBJECTIVES AND URBAN DESIGN GUIDELINES

This section outlines the vision for the residential precinct, taken from the preferred character statement from the Neighbourhood Character Study. We have developed a built form framework that includes a series of design objectives and urban design strategies to respond to the vision.

The vision, design objectives and urban design strategies apply to both single width lots and lots that have the ability to consolidate to achieve greater built form.

4.5.1 VISION

“These urban areas will undergo a moderate transformation for a more diverse, compact, contemporary, multi-storey built form character set within flat and gently sloping topography. The linear gridded street networks will continue to reinforce the streetscape consistency, framed by canopy trees within the public realm and front gardens. Future development consolidation will be softened through landscaped driveways and front setbacks consistent with those prevailing in established streetscapes, comprising formal, open gardens.”

4.5.2 DESIGN OBJECTIVES

Design Objectives for the residential precinct have been drawn from the key findings of the background analysis and Structure Plan.

They are supported by Urban Design Strategies and Guidelines which set out in detail how they can be met by the design of new development and its response to the neighbourhood character strategy.

Objectives and Design Guidelines for the residential precinct are:

1. To encourage residential infill whilst responding sensitively to existing and surrounding properties.
2. To encourage site consolidation to provide more diverse housing and facilitate high quality development.
3. To support well designed housing and provide housing options for all residents' needs and lifestyles.

4. To ensure the scale and form of higher density housing complements the existing character.
5. To ensure the scale of higher built form doesn't break the ridgeline to the surrounding hills from key view points.
6. To respond to local natural attributes and landscape opportunities.
7. To protect existing trees within the public realm.
8. To ensure landscape design enhances the new character to be created and integrates the development into its surroundings.
9. To establish a cohesive architectural character that responds to the natural environment and treed character of the suburb.

10. To ensure buildings are of a high quality design and construction that include the use of materials and colours of muted tones that blend in with the surrounding environment.
11. To maintain the low-rise character building form, height and scale of the precinct.

4.5.3 URBAN DESIGN STRATEGIES

The following overarching design strategies have been prepared to ensure development realises the Vision and Objectives:

- Require a green zone at the rear of lots to a depth of 6 metres to retain existing trees and maintain backyard character.
- Require a landscaped front setback of 7.5m metres to respond to the existing treed streetscape character.
- Ensure breaks between built form to allow landscaping and amenity through side setbacks of a minimum of 2 metres.

- Promote highly modulated built form that responds to the existing domestic scale.
- Encourage upper levels to form a distinct lightweight element setback from the front, side and rear.
- Require upper level side setbacks to increase with height, encouraging lot consolidation to allow for greater height in the centre of sites.
- Encourage consolidation of lots to facilitate higher quality development via increased setbacks, and more efficient use of land.

4.6 BUILT FORM FRAMEWORK

This section outlines the proposed Built Form Framework for the residential precinct. It provides recommendations in relation to building heights and setbacks.

It outlines the rationale underpinning the built form recommendations. It also contains the overall Built Form Framework Plan which summarises the building heights and setbacks.

4.6.1 OVERALL BUILDING HEIGHTS

Relevant Urban Design Principles

4. To ensure the scale and form of higher density housing complements the existing character.
5. To ensure the scale of higher built form doesn't break the ridge line to the surrounding hills from key view points.
11. To maintain the low-rise character building form, height and scale of the precinct.

Purpose

Overall building heights are recommended to guide the future scale and urban structure of the Study Area. Building heights have been applied through rigorous urban design analysis undertaken through site visits, mapping of interfaces, lot depths, widths, access and 3D modelling/sectional testing, which helped to determine the development capacity of the

sites. The overall building height should respond to not only the physical characteristics of the Study Area, but also the strategic policy framework.

Rationale and Application

The following rationale was applied to the building heights:

- Buildings heights of 2-3 storeys (11m) are recommended to be applied across the single width lots within the precinct, in response to the defining physical elements of the lots.
- Building heights of 3-4 storeys (14m) are recommended to be applied across lots where consolidation allows for greater height and greater lot widths provide capacity to respond to interfaces.

4.6.2 FRONT, SIDE AND REAR SETBACKS

Relevant Urban Design Principles

6. To respond to local natural attributes and landscape opportunities.
7. To protect existing trees within the public realm.
8. To ensure landscape design enhances the new character to be created and integrates the development into its surroundings.

Purpose

While there is no neighbourhood character referenced in the zone or overlay, the streets within the residential precinct have a treed streetscape character that needs to be responded to.

Features of this include front setbacks with varying depths, landscaping and detached and semi-detached dwellings varying between 1-2 storeys. It is considered that future development within the precinct should respond to the emerging residential character through both a front setback

and rear backyard character through an increased setback. This will allow for a landscaping to remain as a prominent feature of the precinct.

Rationale and Application

The following rationale is applied to the application of front setbacks:

- Based on the emerging streetscape character, a 7.5m front setback is recommended. This will allow for greater landscaping opportunities and respond to the objective of integrating into the surrounding context.

The following rationale is applied to the application of side setbacks:

- Minimum 2m side setbacks are recommended on single width lots. This allows for a better response to side interfaces with neighbouring properties, reduces the need for screening of habitable room windows, and provides greater opportunities for secluded private open space and landscaping at the ground floor.

- 3m side setbacks are recommended on consolidated lots (no walls on boundaries permitted). This allows for a better response to side interfaces with neighbouring properties, reduces the need for screening of habitable room windows, and provides greater opportunities for secluded private open space and landscaping.

The following rationale is applied to the application of rear setbacks:

- Minimum 4m rear setback is recommended on single width lots to allow for development to provide landscaping and secluded private open space.
- Minimum 6m rear setback is recommended on consolidated lots to allow for development to provide landscaping and secluded private open space.

4.6.3 UPPER LEVEL SETBACKS

Relevant Urban Design Principles

1. To encourage residential infill whilst responding sensitively to existing and surrounding properties.
2. To encourage site consolidation to enable preferred scale and dwelling form outcomes and to improve housing diversity and facilitate high quality development.
3. To support well designed housing and provide housing options for all residents' needs and lifestyles.
4. To ensure the scale and form of higher density housing complements the existing character.

Purpose

Upper level setbacks are applied to buildings for varying reasons which include:

- Responding to an existing or desired future character;
- Protect off-site amenity for adjoining properties;
- Reduce the impact of visual bulk; and
- Protecting amenity and solar access in the public realm.

The width of the street, the height of the street wall and the depth of the upper level setback will affect the visibility of the upper levels. The overall height of the building also needs to be considered.

Rationale and Application

The following rationale is applied to the application of front upper level setbacks:

Upper levels should be setback behind a 45 degree plane above Level 2 to respond to the residential streetscape character. This will ensure the cap is recessed in views from the street.

The following rationale is applied to the application of side upper level setbacks:

Upper levels should be setback 3m above Level 2 to respond to the residential interfaces.

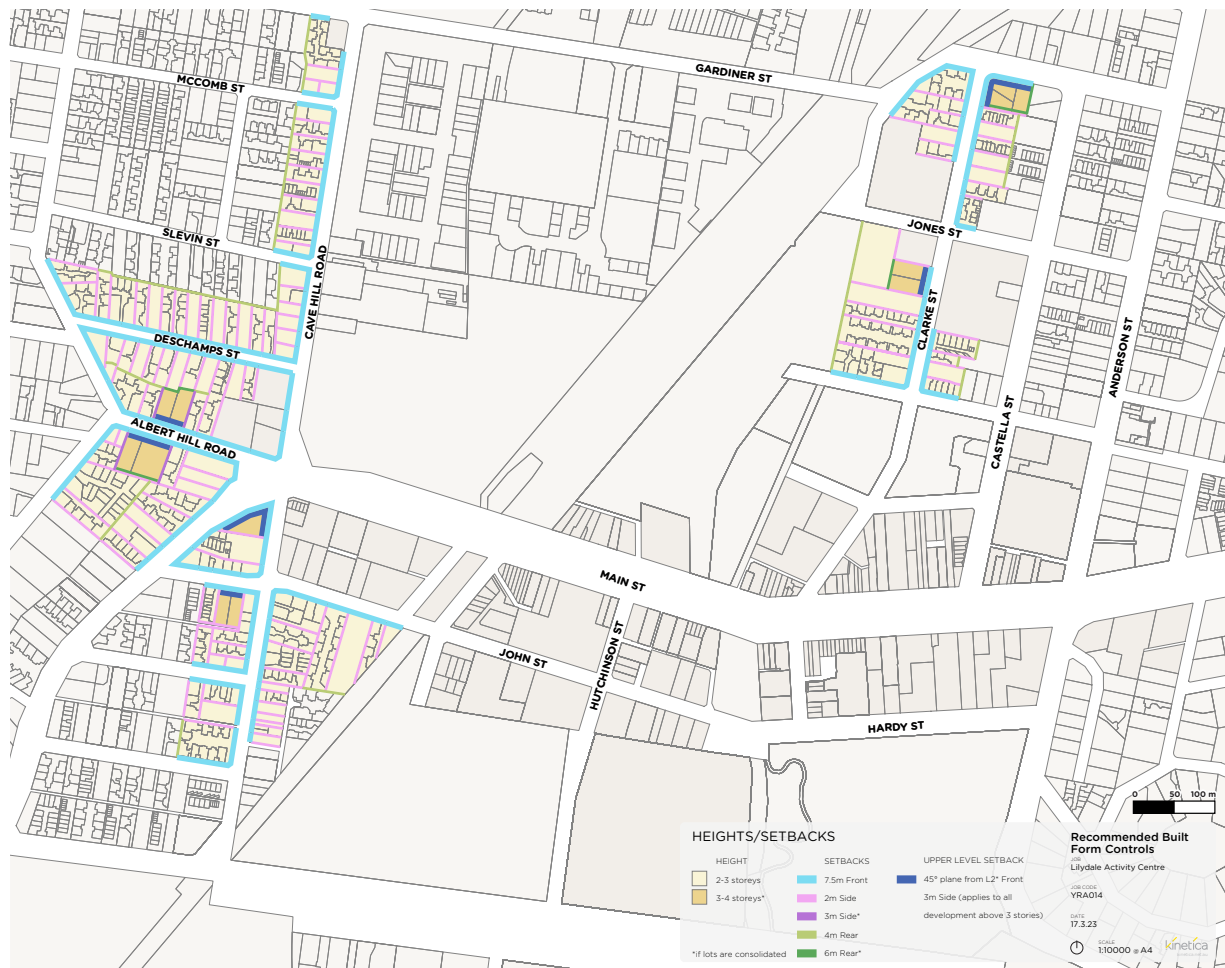


Figure 51. Recommended built form controls





4.7 BUILT FORM TESTING

The following lots have been identified within the precinct as suitable for consolidation and as a result can achieve greater density with better built form outcomes.

Testing has been done applying the built form recommendations in Section 4.6 to identify the type of massing that could be achieved on the sites if they were consolidated. The following pages show the current condition of the properties, built form controls through section diagrams and indicative 3D massing.

53-55 CLARKE STREET, LILYDALE

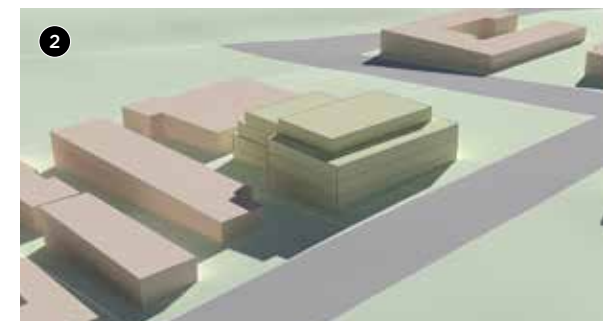
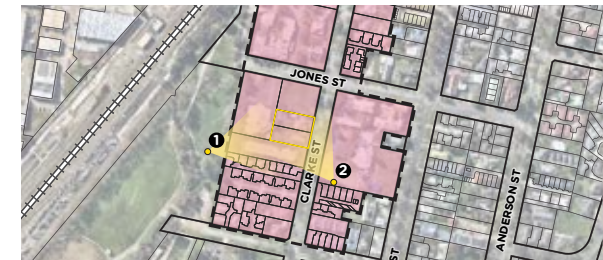
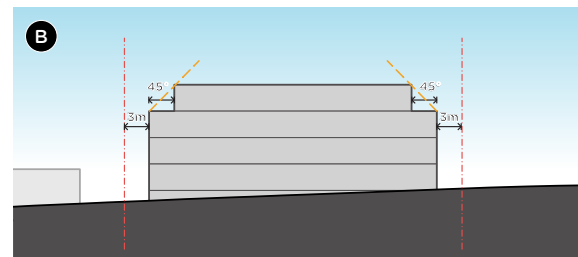
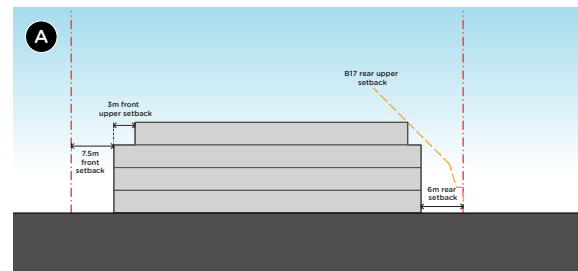
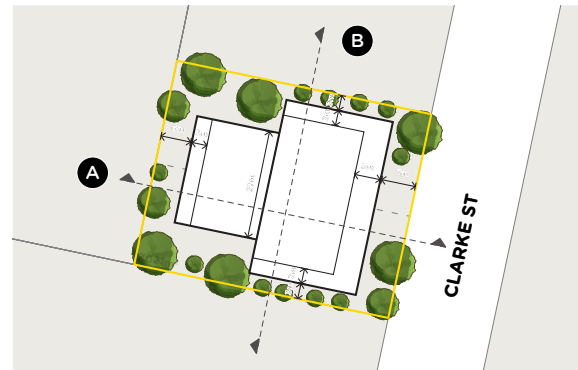


53 and 55 Clarke Street have a combined lot area of approximately 2,020m² with site dimensions of 40m wide and 50m deep, making consolidation feasible for greater built form.

Modelling shows that a 4 storey development could be achieved on the site. The form would present to Clarke Street with a part 2 storey - part 3 storey streetwall due to the slope of the land, with a recessed top floor.

Setbacks along all property boundaries would provide space for significant landscaping to respond to design objectives 6, 7 and 8.

Figure 52. Sections and modeling for 53-55 Clarke St



2D-2E JOHN STREET, LILYDALE



2D and 2E John Street have a combined lot area of approximately 1,670m² with site dimensions of 33m wide and 50m deep, making consolidation feasible for greater built form.

Modelling shows that a 4 storey development could be achieved on the site. The form would present to John Street with a part 2 storey - part 3 storey streetwall due to the slope of the land with a recessed top floor.

Setbacks along all property boundaries would provide space for significant landscaping to respond to design objectives 6, 7 and 8.

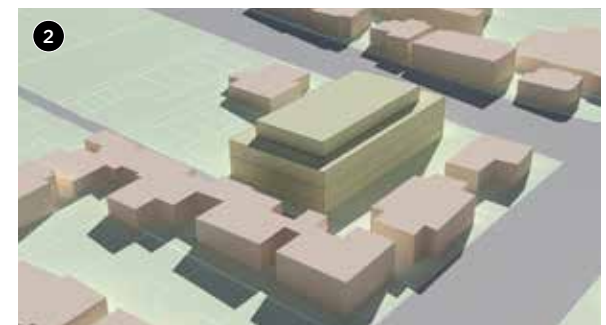
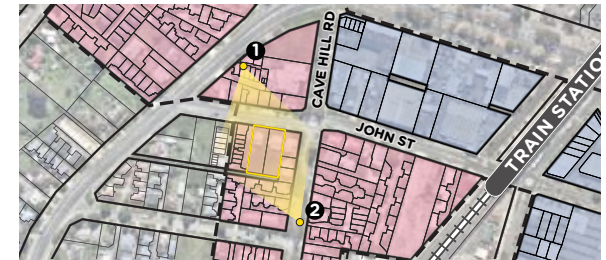
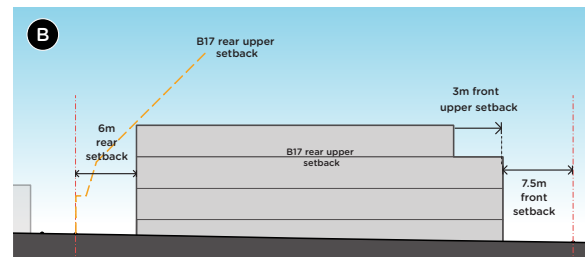
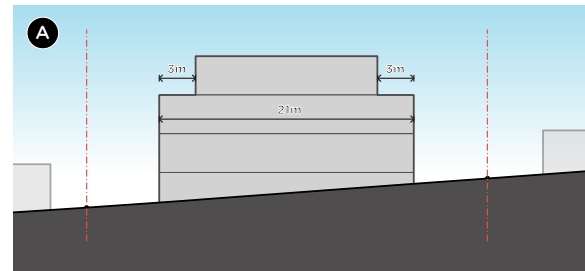


Figure 53. Sections and modeling for 2D-2E John St



78-80 CLARKE ST & 19 GARDINER ST, LILYDALE

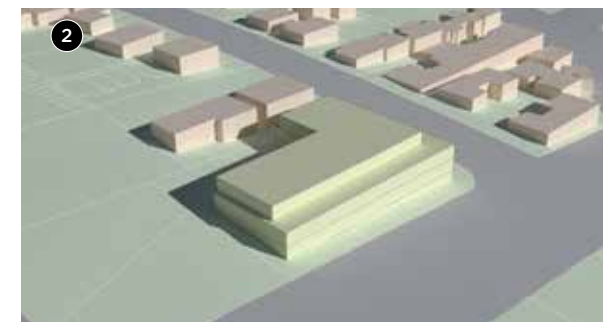
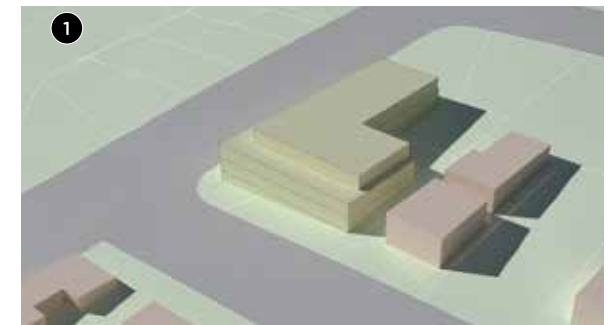
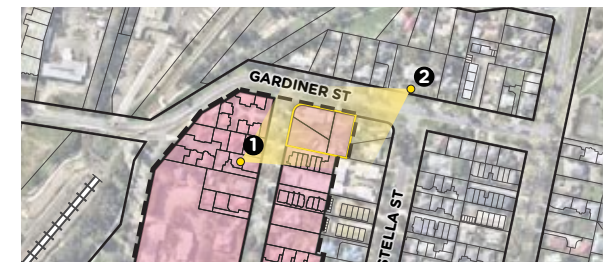
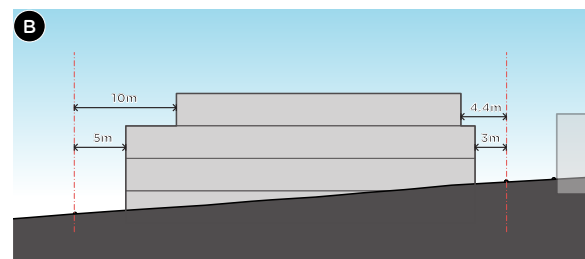
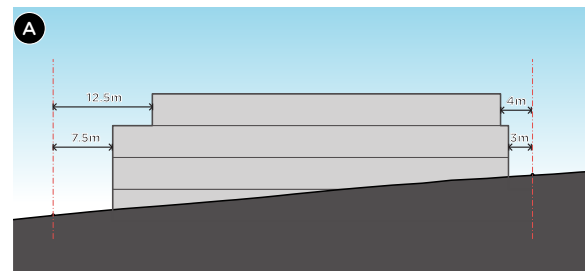
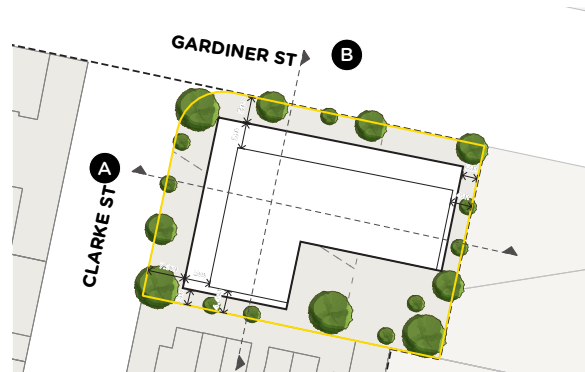


78 and 80 Clarke Street and 19 Gardiner Street have a combined lot area of approximately 2,570m² with site dimensions of 52m wide and 43m deep, making consolidation feasible for greater built form.

Modelling shows that a part 3-storey part 4-storey development could be achieved on the site. The form would present to Clarke Street and Gardiner Street with 2 storey streetwall with a recessed top floor.

Setbacks along all property boundaries would provide space for significant landscaping to respond to design objectives 6, 7 and 8.

Figure 54. Sections and modeling for 78-80 Clarke St and 19 Gardiner St



**JOHNNIE
WALKER**

Born
1820 -



Still
going
Strong

OLINDA HOTEL

5. OLINDA HOTEL

4.9 HERITAGE CITATION¹ FOR 161 MAIN STREET, LILYDALE

The form, scale and detailing of the substantial Interwar Arts and Crafts style hotel has been identified as having local significance.

The hotel was built in 1870 and its physical characteristics contribute to the site's aesthetic significance, these include:

- The rectilinear built form;
- Square columns with capitals and exposed decorative joists on a projecting balcony with timber panelling;
- Rendered hotel name on the parapet;
- Hipped roof form with terracotta tiling;
- Dado tiling on the ground floor façade;
- Pressed metal awning ceiling; and
- The brass plaques denoting the hotel amenities.

However, the rear bistro, pokies and BWS on the eastern portion of the site are not significant as they are later additions to the original building.

¹ C207yran Olinda Hotel 161 Main St Lilydale (Dec 2021) Exhibition Gazetted

Figure 55. Olinda Hotel



4.10 OPPORTUNITIES AND CONSTRAINTS

The following opportunities and constraints have been identified for the Olinda Hotel site:

Opportunities:

- The rear of the 'Site' presents an opportunity for redevelopment with approximately 4,000m² of developable land.
- The side and rear interfaces to public open space (Melba Park and Lilydale Recreation Reserve) should be enhanced with activation across all levels.
- There is an opportunity for the developer to work in partnership with nearby landowners/managers to create improved access and parking arrangements for the Lilydale Recreation Reserve and Melba Park.

Constraints:

- Development needs to be sympathetic to the heritage facade in both scale and detailing.
- Development needs to address the park interfaces.
- Basement car parking may not be possible due to the LSIO.
- Laneway identified as potential new connection to open space, limiting logical areas for services and back of house.



Figure 56. Existing conditions - Olinda Hotel

4.12 BUILT FORM RATIONALE AND TESTING

Built Form testing was conducted on the Site in order to provide a framework for future built form.

It describes building height (in metres and storeys) and built form interface responses. Built form recommendations are outlined in the tables below along with its urban design rationale and supporting section diagrams and 3D modelling.

4.12.1 RATIONALE

BUILDING HEIGHT

An overall building height is recommended to guide the future scale of Olinda Hotel. 6 storeys (21m) is recommended, which along with upper level setbacks, will ensure the retained heritage fabric holds its prominence on the Site, and expectations for large sites within the Lilydale MAC.

A 6 storey form will also sit comfortably with the revised heights proposed in Section 3.4.

STREET WALL HEIGHTS

See section 3.2 for street wall heights.

UPPER LEVEL SETBACKS

See section 3.2 for upper level setbacks.

Upper level setbacks are commonly applied to respond to an existing heritage building. The overall height of the building also needs to be considered. When existing heritage fabric is to be retained, an upper level setback should ensure it maintains a clear distinction between the heritage fabric and addition, ensuring the new addition is visually recessive.

Where the existing character is more varied and robust, such as Main Street, the upper level setback can be reduced in depth, subject to ensuring a high level of public realm amenity is maintained.

VISUAL BULK

Buildings can visually overwhelm neighbouring properties, which is sometimes referred to as visual bulk. It is defined as the impact of a development on the character perceived from neighbouring properties; that is, whether it maintains the sense of openness and view of the sky typically experienced in the area, or feels like it is uncharacteristically overwhelming them. Visual bulk is a relevant consideration due to the retained heritage on the Site and adjacent properties within the commercial precinct.

To address visual bulk, setbacks should be applied along with landscaping to minimise the impact of the building at the various interfaces.

OVERSHADOWING OF THE PUBLIC REALM AND OPEN SPACE

It is important in determining overall built form scale to test overshadowing impacts on footpaths and public open space, as sunlight contributes to pedestrian amenity.

Melba Park is located to the east of the Site. Minimising overshadowing impact to public open space is an important consideration for future overall scale of development. However, the proportion of the park that should have good solar access depends on the use. Sunshine should be maximised to heavily used parts of the park between the main hours of use, such as 10am to 2pm.

PASSIVE SURVEILLANCE AND SAFETY

To improve the safety and level of comfort within the public realm surrounding Olinda Hotel, development should:

- Incorporate windows and balconies at upper levels that overlook streets.
- Avoid building recesses along street edges more than 500m deep to preclude their use as places of concealment.
- Locate car parking below ground or, if at

podium level, 'sleeved' behind commercial or residential uses.

4.12.2 TESTING

The following 3D modelling tests two propositions for the Olinda Hotel site. Figure 58 retains the heritage building in its entirety with a new built form sitting to the east and behind. Figure 59 retains the front portion of the heritage building with new built form sitting to the rear behind the heritage roof line.

Scenario 1 is the preferred approach to new built form on the site, as it responds more appropriately to the heritage building.

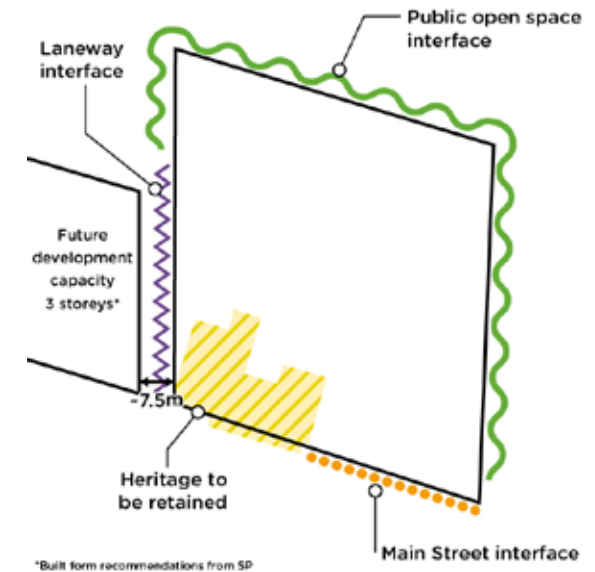


Figure 57. Olinda Hotel interfaces



SCENARIO 1 MASSING

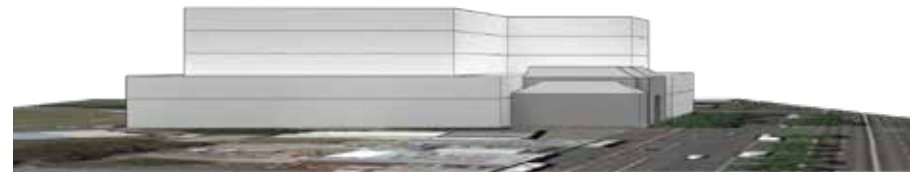


Figure 58. 3D testing of scenario 1 massing

SCENARIO 2 MASSING



Figure 59. 3D testing of scenario 2 massing



4.11 OBJECTIVES AND URBAN DESIGN GUIDELINES

Based on the background review and analysis undertaken, a series of design objectives and strategies have been prepared.

The purpose of the objectives and guidelines are to provide overall guidance and direction to shape the future built form of the Olinda Hotel that responds to urban structure of the area, whilst respecting both the existing and future character of the places referred to within this report.

4.11.1 DESIGN OBJECTIVES

Design objectives and Design Guidelines for the Olinda Hotel site are:

- To maintain the prominence of the Olinda Hotel in views from Main Street.
- To ensure new development respects and enhances the identified heritage building.

- To encourage the Site and future additions to respond to the 'high street' characteristics and distinctive features of Main Street.
- To maintain a high amenity public realm environment along Main Street.
- To create high-quality urban amenity through improving accessibility to open space at the rear.
- To contribute to an inviting, visually interesting and vibrant public realm at walking pace (human scale) along all interfaces.
- To deliver a refined architectural composition that avoid unnecessary stepping of built form.
- To respect transitions to public open space, public realm and neighbouring buildings.
- To maintain reasonable amenity for neighbouring properties.
- To deliver a high standard of architectural design.

4.11.2 URBAN DESIGN STRATEGIES

The following overarching design strategies have been prepared to ensure development realises the Vision and Objectives:

- Ensure the massing and architectural design enhances the Main Street character.
- Ensure the building responds to all interfaces with active edges, with car parking, if at podium level, 'sleeved' behind commercial or residential uses.
- Promote highly modulated built form that responds to the preferred commercial precinct scale.
- Encourage upper levels to form a distinct lightweight element setback from the front, side and rear.
- Ensure upper levels are recessive and distinct from the heritage building to be retained.

5.1 BUILT FORM FRAMEWORK

This section outlines the proposed Built Form Framework for the for the Olinda Hotel site. It provides recommendations in relation to building heights and setbacks.

BUILDING HEIGHT : 6 storeys/21m (preferred)

Main Street interface response

STREET WALL HEIGHT	UPPER LEVEL SETBACKS	URBAN DESIGN RATIONALE / OUTCOME
6m (preferred)	6m (mandatory)	<ul style="list-style-type: none"> To respect and enhance the heritage streetwall. To retain the primacy of the heritage fabric when viewed from eye level (upper levels should occupy no more than one quarter of the view of the building from the opposite side of the street). To ensure the built form additions do not overwhelm the heritage street wall. To avoid a repetitive stepped form at the upper levels.

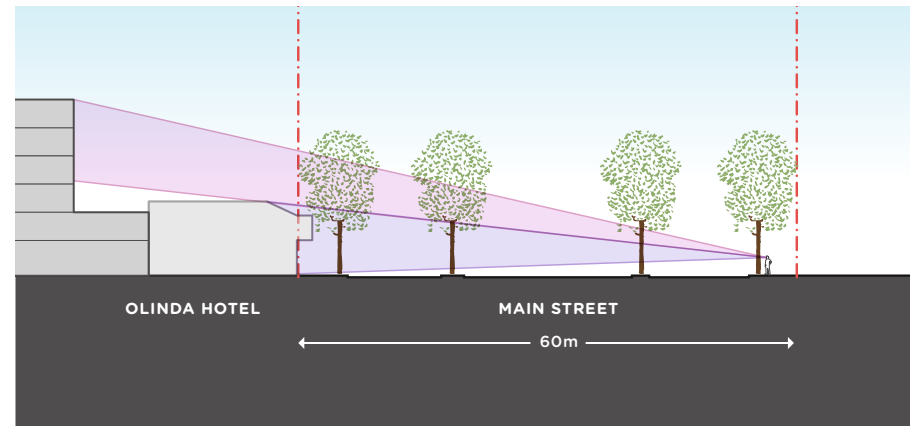
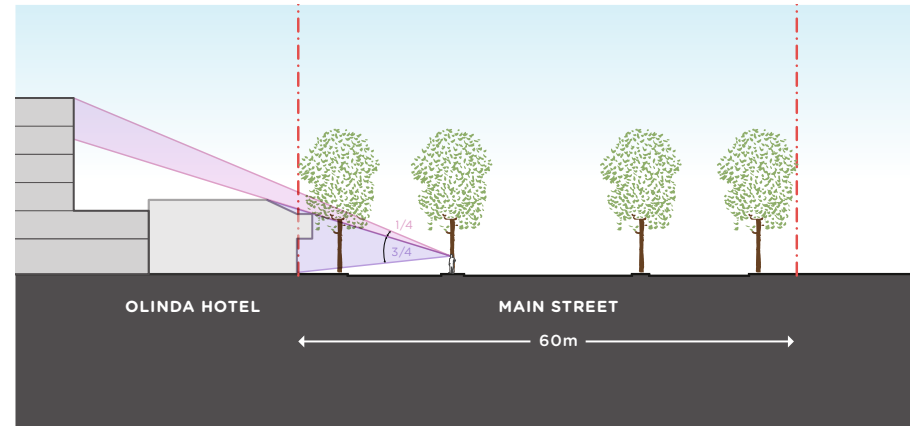


Figure 60. Main Street sections

Open space interface response

STREET WALL HEIGHT	UPPER LEVEL SETBACKS	URBAN DESIGN RATIONALE / OUTCOME
10m (preferred)	5m (preferred)	<ul style="list-style-type: none"> To respond to the open space to the north with activation across all levels. To ensure the built form above responds to the Main Street frontage. To avoid a repetitive stepped form at the upper levels.

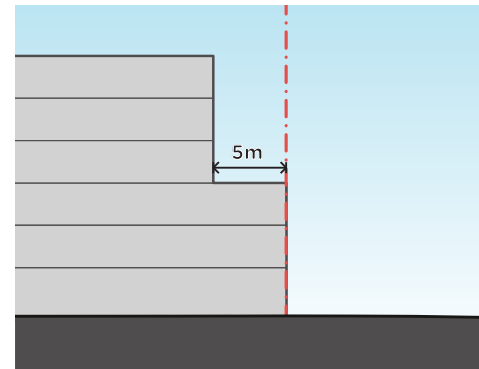


Figure 61. Open space interface section

Laneway interface response

STREET WALL HEIGHT	UPPER LEVEL SETBACKS	URBAN DESIGN RATIONALE / OUTCOME
10m (mandatory)	5m (preferred)	<ul style="list-style-type: none"> To maintain a sense of openness in the laneway. To respond to the existing and preferred character of the commercial area. To allow for equitable development of adjacent property.

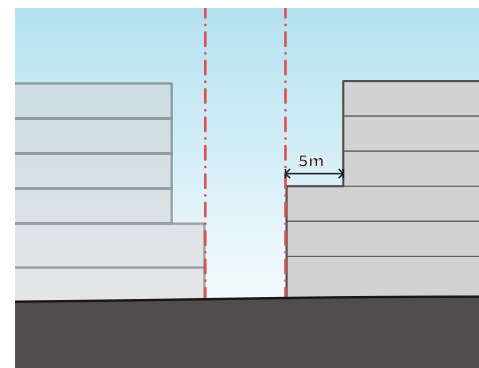


Figure 62. laneway interface section



Lions Park



6. SUMMARY OF RECOMMENDATIONS

The following tables summarise the built form recommendations made for each precinct.

6.1 COMMERCIAL PRECINCT

SUB-PRECINCT	BUILDING HEIGHT	STREETWALL HEIGHT	UPPER LEVEL SETBACK
1	Apply 6 storeys to C1Z zoned land fronting Main Street	2 storeys	<ul style="list-style-type: none"> Apply revised Type A upper level setbacks.
2	Apply revised building heights of 3- 6 storeys as per Figure 32	2 storeys	<ul style="list-style-type: none"> Apply revised Type A upper level setbacks.
4	None	2 storeys	<ul style="list-style-type: none"> Apply revised Type A upper level setbacks.
5	None	2 storeys	<ul style="list-style-type: none"> Apply revised Type A upper level setbacks. Apply revised Type D Heritage building upper level setbacks.
6	Apply revised building heights as per Figure 37		<ul style="list-style-type: none"> Apply revised Type A upper level setbacks. Apply revised Type D Heritage building upper level setbacks.



6.2 RESIDENTIAL PRECINCT

LOT TYPE	BUILDING HEIGHT	FRONT SETBACK	UPPER LEVEL SETBACK	SIDE SETBACK	REAR SETBACK
Single	2-3 storeys /11m (preferred)	7.5m (preferred)	-	2m (preferred)	4m (preferred)
Consolidated	3-4 storeys / 14m (preferred)	7.5m (preferred)	45° plane from L2 (preferred)	3m (preferred)	6m (preferred)

6.3 OLINDA HOTEL

INTERFACE	BUILDING HEIGHT	UPPER LEVEL SETBACK	STREETWALL HEIGHT
Main Street	6 storeys	6m (mandatory)	6m (preferred)
Open Space	(preferred)	5m (preferred)	10 (preferred)
Laneway		5m (preferred)	10m (mandatory)



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