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This report, dated November 2015, has been revised from the earlier June 2014 report with the key revisions as follows:

- Greater clarity is provided around the outcomes of the amendment as proposed and the outcomes than can be ascribed to the Indicative Development Concept. This is a direct response to concerns previously expressed by the Department of Planning and the two municipal Councils.
- The architectural imagery is all notated to be an Indicative Development Concept.
- The planning policy context has been updated to respond to changes in both Melbourne City Council and Moonee Valley City Council policies and the state planning policy framework since mid-2014.
- Throughout the report references to Flemington Hill have been amended to now reflect the new name of the development proposed as Flemington Green. This change has been undertaken to clearly differentiate the project from another locality within the City of Moonee Valley.
- Flemington Green:
  - Amendments to the Indicative Development Concept have increased the size of the two taller towers by an additional 2 levels each. The net increase in dwellings is 48 units more than the previous development concept.
- Epsom:
  - The alignment of the proposed subdivision to create the Epsom development parcel has been amended slightly to respond to the location of some infrastructure that will not be moved. All plans showing the Epsom land boundaries have been altered.
  - The Epsom Road tower has been reduced in height, but the building has been increased in width such that the yield is generally similar.
  - The tower has been rotated approximately 15 degrees off its previous alignment which has had implications for the ground plane response.
  - The new design allows for an ongoing use of the former Jockeys’ Convalescent Lodge as an amenity for residents of the development.
- The Executive Summary has been updated to respond to commentary received from Moonee Valley City Council in particular.
- The report has been reformatted to A4 size to respond to the Direction of the Advisory Committee.
- Amendments to this report vs the June 2014 version are highlighted by a graphic element adjacent to areas where significant changes have been made.
- No highlighting is provided against minor typographical changes.
This Planning Report has been prepared on behalf of the Victoria Racing Club (VRC) in association with Greenland Group, to support a Planning Scheme Amendment request to the Minister for Planning which would facilitate future development of the Flemington Racecourse Precinct.

The report details the development opportunity presented by two landmark sites that book-end the Flemington Racecourse precinct, at ‘Flemington Green’ and ‘Epsom’. It demonstrates how the redevelopment of these sites is critical to the ongoing evolution of Flemington Racecourse as a premier sporting venue, and the realisation of strategic policy objectives that seek to facilitate urban renewal and population growth in Melbourne’s inner north west.

A Planning Scheme Amendment to rezone these site is required to realise this opportunity and will create the design parameters for future development. This report outlines the proposed changes to the existing planning controls and assesses the merits of the proposed Amendments having regard to the applicable planning policy framework, including the State and Local Planning Policies and controls in the Melbourne and Moonee Valley Planning Schemes.

THE ROLE OF FLEMINGTON

Flemington Racecourse is internationally recognised as a world class racing venue which is home to one of the world’s most iconic racing festivals: the Melbourne Cup Carnival. The Carnival currently hosts approximately 350,000 people over four days, with the pinnacle being the Melbourne Cup - the ‘race that stops the nation’ - hosted on the first Tuesday in November. In 2014, the Melbourne Cup Carnival saw 37 races run over the four days, with 15 internationally trained horses competing, highlighting the rapid internationalisation of the event.

Flemington Racecourse and the Melbourne Cup Carnival is a vital contributor to Melbourne’s role as the sporting capital of Australia. It acts as a significant contributor to Melbourne, Victoria and Australia’s wider economic performance and is
a critical component of the international sporting and cultural offer. In 2014, the Melbourne Cup Carnival generated a Gross Economic Benefit for Victoria of $364.5m. This was driven by a total direct spend of $195.2 million, with 49% of expenditure generated by overseas or interstate visitation and $27.3 million spent on accommodation.

Flemington Racecourse combines with the Melbourne Showgrounds, operated by the Royal Agricultural Society of Victoria (RASV), to deliver a wider precinct that is a state significant focus of sporting and entertainment activity. The Racecourse, in addition to its primary racing calendar, hosts a number of successful and high profile music events – to a maximum of 6 per annum. The Melbourne Showgrounds also plays host to a range of major annual events including the Royal Melbourne Show and large music festivals and will continue to do so. The Racecourse and Showgrounds precinct also hosts a range of expos, conferences, trade shows and exhibitions throughout the year.

The unique range of entertainment and leisure services that are offered within the Flemington/Melbourne Showgrounds precinct, anchored by the internationally renowned Melbourne Cup Carnival, support its growing role as a major activity node. This activity precinct is supported by a dedicated rail spur that operates during race days and major events and immediate access to the wider transport network.

POSITIONING THE FLEMINGTON PRECINCT

The Flemington Racecourse precinct forms part of Melbourne’s inner north-west and is strategically positioned just 5km from Melbourne CBD on the north western edge of an expanded Central City, in Melbourne’s Metropolitan Planning Strategy: Plan Melbourne. In its wider context, the Flemington Racecourse precinct is proximate to a number of identified major growth and urban renewal areas, including the Footscray Metropolitan Activity Centre, the Parkville Employment Cluster and the major identified urban renewal precincts of Dyon, City North and E-Gate.

The Flemington Racecourse precinct in its immediate context is characterised by direct proximity to existing and future nodes of activity and employment, including the Racecourse Road Activity Centre, the Union Road Activity Centre and the Flemington Rail Corridor Potential Urban Renewal Precinct. In both its wider and immediate context, the Flemington Racecourse and Melbourne Showgrounds precinct is firmly embedded within Melbourne’s inner west, which has become a significant location for future urban growth.

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

These high capacity transport connections are supporting significant new growth and transformational change in this part of the inner west.

Melbourne’s inner north and west is unquestionably a primary focus for the growth within the metropolis after more than a century of growth that has focused largely to the city’s east; representing a broader rebalancing and reshaping of inner Melbourne.

The inner west has undergone significant socio-economic adjustment, driven by changes to education, employment and income status; becoming qualitatively comparable to Melbourne’s more established inner ring suburbs as a destination for an aspirational and professional inner-city middle-class. As such, the demand for housing has increased exponentially over the past 10 years as the aspiring professional inner-city middle-class seek affordable housing options close to the major employment opportunities offered within the expanded Central City.

Trends in the socio-economic make-up of the Melbourne’s inner north west, including changing demographics and household structure (and particularly declining household sizes), are driving the demand for housing supply and different housing preferences – which are moving towards more compact housing choices being delivered in a walkable and transit-oriented environment. Melbourne’s inner north west is positioned as a prime location for growth. It is an area of transitional change which has the capacity to accommodate a significant proportion of Melbourne’s growth. The Flemington precinct is an area of intense activity which sits at the heart of the inner north west and on the edge of the expanding Central City.

It provides a location that is compatible with the attributes required for an increased intensity of activity and aligns with the wider strategic context for growth and urban renewal in Melbourne.
INVESTING IN FLEMINGTON

Flemington Racecourse is controlled and operated by the Victoria Racing Club (VRC), which is Australia’s premier racing club and largest member based racing club in the world. The VRC has, over a period of decades, worked hard to position the Melbourne Cup Carnival and Flemington Racecourse as one of the most iconic racing carnival/venues in the world. However, Flemington cannot rest on its laurels in order to remain competitive in a global racing environment, where competitors continue to develop world class facilities to attract premier talent to globally recognised race meetings. The VRC must continue to strive to improve the world class reputation of Flemington, built on three key components:

1. **Racing** - the quality of racing at Flemington must remain globally competitive against benchmark global competitors;
2. **Place** - the quality of the facilities must match Flemington’s role as a global racing venue and be comparable to major global competitors; and
3. **Event** - the importance and significance of the event, the Melbourne Cup Carnival at Flemington, is critical to remaining competitive and increasing awareness on the international stage.

At present, the existing facilities at Flemington cannot accommodate any additional visitors during the Melbourne Cup Carnival or any new VRC members. In addition, Flemington does not uniformly offer the quality of facilities or level of amenity increasingly found at iconic global racecourses, such as Royal Ascot, Longchamp and Meydan. In order to remain internationally competitive, the VRC must significantly upgrade its existing facilities at Flemington.

The VRC is committed to delivering significant enhancement and redevelopment of the Racecourse over the next fifteen years, in order to ensure that Flemington retains its competitive edge on the global stage. The VRC’s future vision is underpinned by an estimated capital expenditure program in excess of $200 million. This includes a short term priority to provide a new world-class members grandstand to replace the Members’ Old Stand (built in 1924). Other planned initiatives include the upgrade and refurbishment of the Hill Stand, improving the Elms enclosure, enhancing the member’s areas and, in the longer term; redeveloping the Lawn Stand and expanding the iconic Birdcage area.

More detail regarding the Masterplan for Flemington’s redevelopment is contained in the Flemington Racecourse Urban Context Report, which is provided as part of this submission package.

IDENTIFYING SURPLUS LAND

A key element of the VRC’s masterplan is the identification of land that is surplus to its operational requirements. The VRC has identified two parcels of land on the edge of Flemington Racecourse, at Flemington Green (adjacent to the Hill Gate entrance) and Epsom (adjacent to the Epsom Road gateway to the course). These sites are identified as:

- No longer being required for racing or event day operations by the VRC or Melbourne Showgrounds;
- Significant development opportunities, with the potential to create landmark developments that will define key gateways to the racecourse and add to its character as a major activity precinct;
- An opportunity to deliver housing supply and diversity in Melbourne’s inner north-west; and
- Providing a significant opportunity to further enliven the Flemington Racecourse and Melbourne Showgrounds precinct through the introduction of new residents.

Rising above the Maribyrnong River corridor, Flemington Green is located adjacent to the Flemington Racecourse at the high point of a natural promontory. The precinct is around 3 hectares in area and is bounded by the Flemington Railway Station and Flemington Racecourse, the Melbourne Showgrounds and the Maribyrnong River valley sloping further to the west beyond the established residential area. The site is principally comprised of open lot car parks used for the Melbourne Cup Carnival and occasionally for other smaller events. The site is situated within the Flemington Rail Corridor, which is identified for potential urban renewal.

The Epsom site is located within the boundary of the racecourse and is adjacent to the intersection of Epsom, Racecourse and Ascot Vale Roads, and the Racecourse Road Activity Centre; which provides direct access to the tram and wider rail network. This 1 hectare site is undeveloped with the exception of a single level building – the heritage listed former Jockeys’ Convalescent Lodge. The VRC offices to the north, Quest Apartment complex to the south and future residential development at 1 Ascot Vale Road (known as ‘Only Flemington’) define the immediate built form and character of the site.
THE AMENDMENT PROPOSAL

The Flemington Green site is governed by planning controls from both the City of Melbourne and Moonee Valley Planning Schemes. Land to the east of the site is zoned under Schedule 1 of the Special Use Zone (SUZ) as part of the City of Melbourne Planning Scheme and land to the south and west of the site is zoned Residential 1 Zone as part of the Moonee Valley Planning Scheme. The Epsom site is zoned under Schedule 1 of the Special Use Zone (SUZ) as part of the City of Melbourne Planning Scheme.

Under current planning controls, the development of land within SUZ1 for residential uses is prohibited. This is directly related to the core purpose of the SUZ1 when introduced as part of the new format planning scheme in 1999 “to provide for areas to be used as a racecourse and associated uses”. The land is not required for entertainment/racing purposes and a comprehensive analysis of VRC and other users of the Flemington Green land confirms it is not required to support the ongoing use of either the VRC or Showgrounds activities. As such, the continued use of the SUZ1 is considered inappropriate for these sites particularly if the land is to be no longer under the ownership of the VRC.

To facilitate the use of the land for non-racing purposes, and in particular to support the development of the Flemington Green and Epsom for high-density residential uses, an Amendment is sought to incorporate a new Comprehensive Development Zone (CDZ) for each site. The CDZ enables the creation of a site-specific planning control that includes:

- The specification of uses that are permitted and prohibited;
- A Comprehensive Development Plan setting out the critical elements of the future development and use of the land. This plan will include building envelopes setting the scale of development as is proposed; and
- Detailed Design Guidelines and specifications for the development and associated infrastructure.

The use of the CDZ provides certainty regarding the future development of the sites to the community, the responsible authority and the developer.

The proposed CDZ for Flemington Green is contained as Appendix A and includes the following purposes:

**To develop the Flemington Green comprehensive development area for high density urban living supported by a mix of complementary uses including commercial and retail.**

**To provide for high quality urban design outcomes for the built form and public realm.**

**To support the ongoing operation of the adjacent Flemington Racecourse and Royal Agricultural Society Showgrounds by ensuring the Flemington Green comprehensive development area accommodates access to these important facilities on event days.**

The proposed CDZ for Epsom is contained as Appendix B includes the following purposes:

**To develop the Epsom Comprehensive Development Area for high density urban living supported by a limited mix of complementary uses, including commercial and retail.**

**To provide for high quality urban design outcomes for the built form and public realm.**

**To ensure an appropriate design response to the Former Jockeys’ Convalescent Lodge and its landscape setting, which is identified in the Statement of Significance for the Flemington Racecourse citation, within the Victorian Heritage Database (H2220).**

**To provide development of the land in accordance with the Flemington Green Comprehensive Development Plan, November 2015.**

**To provide development of the land in accordance with the Epsom Comprehensive Development Plan, November 2015.**

THE OPPORTUNITY

The proposed Amendment for Flemington Green and Epsom will create a significant opportunity to unlock these sites for future high density residential development.

This report undertakes a Planning Assessment to assess to the Amendment proposals in the context of the planning policy and controls framework and the Strategic Assessment of Amendments Guidelines (Ministerial Direction No.11).

A detailed Indicative Development Concept has been prepared to provide an indication of the type of development that could be accommodated on each site, and to support an informed consideration of the potential outcomes from the Amendment.

The Indicative Development Concept does not necessarily represent the final form of any development, but reflects the type, scale and siting of development that can be accommodated within the parameters proposed under the new planning controls.

The Indicative Development Concept illustrates a development potential of some 736 dwellings at Flemington Green and just under 400 dwellings at Epsom.

Subsequent to the amendment, planning applications for development would be lodged with the Responsible Authority, being the Minister for Planning.
FLEMINGTON GREEN COMPREHENSIVE DEVELOPMENT ZONE

The proposed CDZ for Flemington Green has been cognisant of planning and strategic policy at a state, regional and local level. Whilst local policy in Moonee Valley has not envisaged residential uses on the site, this does not preclude consideration of this opportunity. Recent development proposals in Leonard Crescent and Fisher Parade have sought increased residential densities. The Flemington Green site is one of few large sale sites in the City of Moonee Valley able to be transformed to residential uses. The site is capable of more intensive urban forms that the surrounding residential neighbourhood, due partly to its relative isolation and separation.

The transport assessment undertaken for the Flemington Green development proposal indicates the site is well serviced by road and active transport links and the development can successfully mitigate traffic impacts.

The VRC firmly believes that the Flemington Green development should act as a catalyst to a larger transformation of the underutilised railway corridor. The amendment as proposed is not predicated on the conversion of the spurline to a commuter train service – however, this is an outcome the VRC and Greenland strongly advocate. Flemington Green creates the impetus for a train service – however, this is an outcome the VRC and Greenland strongly advocate. Flemington Green creates the impetus for a

The CDZ provides a planning control that will deliver an appropriate type, scale and form of future development on the site. It is considered that the proposed Amendment will facilitate a future development at Flemington Green that will:

- Optimise the potential of a prime site for high density residential development.
- Align with the Flemington Racecourse/Melbourne Showgrounds precinct as a major hub of activity and situated within the Flemington Rail Corridor Potential Urban Renewal Area.
- Deliver transit oriented urban renewal on the western edge of the expanded Central City, which is within in close proximity to a number of identified major growth and urban renewal areas including the Footscray Metropolitan Activity Centre, the Racecourse Road Activity Centre, the Parkville Employment Cluster and the major urban renewal precincts of Dynon, the City North Precinct and E-Gate.
- Provide an increased supply and type of housing, including the scope for a range of townhouse style dwellings and multi-level apartments. This would provide a diversity of housing that will have a positive impact on housing affordability in the area.
- Respond to the character of surrounding precincts including the Flemington Racecourse, Melbourne Showgrounds, Ascot Vale hinterland and the Maribyrnong River Valley. Any development would be scaled towards the eastern and southern edges of the site (at the furthest point away from the existing residential precinct), to provide a transition between the racecourse and the established and emerging character of the surrounding residential area.
- Develop in accordance with the preferred maximum heights which vary across the development between 5-6 storeys (in the low rise precinct which borders the existing residential area) and 25 storeys (in the tower adjacent to the racecourse precinct to provide the highest intensity of use in the least constrained location). The scale of the building envelope responds to the topography of the site and its position at the head of a natural peninsula, providing an opportunity to deliver a landmark built form that identifies a key gateway into Flemington Racecourse.
- Respect key interfaces, including the Melbourne Showground, the Racecourse, existing residential properties to the north and west and internal interfaces within the site. Any development would be setback from existing residential uses and the Maribyrnong River Valley, as well as a heritage bluestone wall to the immediate south of the site. The interface with the Melbourne Showground will respect any future development aspirations for that land.
- Avoid overshadowing of the Maribyrnong River between 9am and 3pm on the equinox (22 September) and avoid overshadowing of the Flemington Racecourse betting ring before 3pm during the Melbourne Cup Carnival (1 November).
- Require a development pattern that will optimise solar access to streets and public open spaces to enhance amenity and functionality throughout the year.
- Ensure that adverse wind effects over and above the conditions that are currently experienced at present are not created.
- Provide a variation in design to ‘break up’ the visual impact of the development and avoid the creation of a ‘wall effect’ that could impact views from surrounding residential areas and the Maribyrnong River.
- Create clear separation between towers to create high quality internal amenity and opportunities for views for future residents.
- Deliver a high quality design outcome that is responsive to the significance of the site.
- Respect the important heritage significance of the Flemington Racecourse heritage bluestone wall by...
prescribing a minimum 6m setback.

- Ensure, through the delivery of an Integrated Transport and Access Plan, that any development will reflect integrated transport policy and deliver positive transport and access outcomes, including improved pedestrian and cycle links, upgrades to existing public transport facilities and key road improvements to mitigate the impact of traffic.
- Support the delivery of an Integrated Transport and Access Plan that will reflect integrated transport policy and deliver positive transport and access outcomes; including improved pedestrian and cycle links, upgrades to existing public transport facilities and key road improvements to mitigate the impact of traffic.
- Integrate the principles of sustainable development in line with existing and emerging policy adopted by the City of Melbourne and Moonee Valley. The CDZ requires any development to consider the principles of ESD, WSUD and urban ecology.
- Deliver a scale and intensity of development that will provide economic benefits to the immediate area and the wider community.
- Minimise the social impact of any development through the provision of amelioration measures including New Community Infrastructure.

The use of the Flemington Green site in ‘event’ mode will continue to be heavily regulated as is the case currently. We note that over the four days of the Melbourne Cup Carnival traffic management will continue to be managed by Victoria Police. Access to residential properties will be available, with the detail of this to be worked out at the direction of the Police.

The current uses on the Flemington Green site, including the outside broadcasting area and the VIP carpark will be relocated to alternative locations within the VRC property.

A detailed assessment of the implications of the Amendment for Flemington Green is contained as Section 6 in this report.

INDICATIVE DEVELOPMENT CONCEPT

An Indicative Development Concept for the Flemington Green site has been prepared that delivers a total of 736 dwellings based within a built form that comprises of 3 towers, 2 street level podium buildings and a lower density precinct containing townhouse and apartment buildings up to 4 storeys (noting that whilst the tower heights shown in the concept are consistent with the proposed CDZ, the planning controls would allow the lower level apartment buildings to be up to 6 storeys in height). The Indicative Development Concept also provides for a limited level of ancillary retail, commercial and community facilities that would provide local services for the new resident population. Detailed plans illustrating the Indicative Development Concept have been produced by Woods Bagot and are contained as part of this submission package.

Whilst the Indicative Development Concept provides a detailed indication of potential design and built for outcomes, it should be noted that more detailed design considerations will be better addressed at the planning permit stage, to the satisfaction of the Responsible Authority.

It is the amendment requested being the rezoning of the site to Comprehensive Development Zone and introduction of the Comprehensive Development Plan that should be the primary consideration in the review of this lodged material.
EPSOM COMPREHENSIVE DEVELOPMENT ZONE

The proposed Comprehensive Development Zone and Comprehensive Development Plan for Epsom have been cognisant of planning and strategic policy at a state, regional and local level. The CDZ provides a control to facilitate a future development at Epsom that will:

- Optimise the potential of Epsom as a key site for high density residential development. The site is aligned with the Flemington Racecourse/Melbourne Showgrounds precinct as a major hub of activity and situated directly adjacent to the Racecourse Road Activity Centre, which has high capacity transport connections that link the Epsom site to the CBD.
- Along with the Flemington Green site, deliver transit oriented urban renewal on the western edge of the expanded Central City.
- Provide an increased supply and type of housing. This would provide a diversity of housing and have a positive impact on housing affordability in the area.
- Respond to the character of surrounding precincts including the Flemington Racecourse, the Racecourse Road Activity Centre and the built form along Epsom Road. The controls will facilitate a development that can provide a transition between the Racecourse Road Activity Centre Corridor and Flemington Racecourse landscape, and deliver a landmark point at the Ascot Vale, Racecourse Road and Epsom Road intersection.
- Respond to a preferred maximum height which allows for a 31 storey tower above a 4 storey podium, sited to the northern extent of the site. The scale of the building envelope responds to the location of the site and its position at the apex of the Racecourse Road corridor, providing an opportunity to deliver a truly unique landmark built form.
- Respect key interfaces, including the Racecourse, the Former Jockeys’ Convalescent Lodge, the Quest Apartment complex and the VRC offices.
- Ensure sufficient setback and a design response that responds to and respects the curtilage of the Former Jockeys’ Convalescent Lodge. The Epsom Road interface will reflect the scale and character of existing and proposed buildings, such as the VRC offices, Quest Apartment complex and proposed development at 1 Ascot Vale Road (known as ‘Only’).
- Minimise shadowing of the Newmarket Reserve between 9am and 3pm on 22 September (equinox), minimise overshadowing primary open space which is integrated into the Quest Apartment Complex between 9am and 3pm on 22 September (equinox), and minimise the impact of overshadowing on internal communal space and the landscaped Jockeys’ Convalescent Lodge.
- Ensure that adverse wind effects over and above the conditions that are currently experienced at present are not created.
- Provide a high quality single tower design. The control seeks to deliver a high quality design outcome that is responsive to the significance of the site.
- Respect the heritage significance of the Flemington Racecourse Former Jockeys’ Convalescent Lodge. The control also requires consideration of how landscaped setting of the Lodge can be incorporated into the design response.
- Ensure, through the delivery of an Integrated Transport and Access Plan, that any development will reflect integrated transport policy and deliver positive transport and access outcomes, including improved pedestrian and cycle links, upgrades to existing public transport facilities and key highway improvements to mitigate the impact of traffic.
- Integrate the principles of sustainable development in line with existing and emerging policy adopted by the City of Melbourne. The CDZ requires any development to consider the principles of ESD, WSUD and urban ecology.
- Deliver a scale and intensity of development that will provide economic benefits to the immediate area and the wider community.
- Minimise the social impact of any development through the provision of amelioration measures and New Community Infrastructure.

A detailed assessment of the implications of the Amendment for Epsom is contained as Section 8 in this report.

INDICATIVE DEVELOPMENT CONCEPT

An Indicative Development Concept for the Epsom site has been developed that delivers a total of 398 dwellings, based on a built form that comprises of one tower and both a crescent and a street level podium. Detailed plans illustrating the Indicative Development Concept for Epsom have been produced by Woods Bagot and are contained as part of this submission package.

A detailed assessment of the implications of the Amendment for Epsom is contained in Section 8 in this report. Whilst the Indicative Development Concept provides a detailed indication of potential design and built for outcomes, it should be noted that more detailed design considerations will be better addressed at the planning permit stage, to the satisfaction of the Responsible Authority.

It is the amendment requested being the rezoning of the site to Comprehensive Development Zone and introduction of the Comprehensive Development Plan that should be the primary consideration in the review of this lodged material.
This report has been prepared on behalf of the Victoria Racing Club (VRC) as owners of the subject land, and Greenland Australia (Greenland), the proposed developer, in support of a Planning Scheme Amendment request to the Minister for Planning to facilitate the future development of the Flemington Precinct.

The report details the potential development of two separate opportunities, known as ‘The Flemington Green’ and ‘Epsom’ sites.

The purpose of this report is to describe the proposed changes to the existing planning controls and assess the merits of the proposed Amendments having regard to the applicable planning policy framework, including the State and Local Planning Policies and controls in the Melbourne and Moonee Valley Planning Schemes.

The Special Use Zone (SUZ) that currently applies to the Flemington Racecourse Precinct prohibits the use of the land for residential purposes. It is necessary to apply new controls to the Flemington Green and Epsom sites to enable residential development to take place. It is also considered appropriate to introduce specific development controls to guide the extent of future development on the two sites. It is proposed to apply a specific Comprehensive Development Zone (CDZ) to each site. The provisions of the proposed planning controls are discussed in Section 3 of this report. The detailed controls are included in Appendix A for Flemington Green and Appendix B for Epsom.

A significant amount of design work has been undertaken to investigate development options and designs for new residential development on the two sites. The development of the design concepts for each site, together with a broad assessment of transport and traffic requirements and impacts, has been assisted through a series of transport and design workshops with authorities. This work will continue through the formal consultation phase of the amendment and beyond when, if the amendment is successful, planning permit applications will be lodged to facilitate specific development proposals on each site.

An Indicative Development Concept has also been prepared in support of the assessment of the Amendment requests, to enable an informed understanding and consideration of the proposed planning framework. The Indicative Development Concepts (one for Flemington Green and one for Epsom) illustrate the possible development outcomes that could be achieved by the proposed planning controls.

The proposed Comprehensive Development Zone and Comprehensive Development Plan have been drafted to provide some flexibility in the final design of the development, through varied setbacks and heights, and enable variation in scale across the site.
In addition to this Planning Report, this submission is supported by the following updated documents:

- Flemington Racecourse Urban Context Report, prepared by Urbis;
- Integrated Transport and Access Plan, prepared by GTA Consultants;
- Social Impact Assessment, prepared by Urbis;
- Sustainable Management Plan, prepared by EMF.
- Wind Report, Mel Consultants.

A Book of Plans including:

- Architectural Plans, Elevations, Sections and indicative perspectives, prepared by the Woods Bagot;
- Landscape Architecture Plans and Sections, prepared by Urbis.

Technical reports that provide background information and site analysis, including:

- **Flemington Green**
  - Aboriginal and Cultural Heritage Assessment, Ecology and Heritage Partners.
  - Cultural Heritage Management Plan, Ecology and Heritage Partners.
  - Arboricultural Assessment Victoria Racing Club - Leonard Crescent Sites, Tree Logic.

- **Epsom:**
  - Archaeological Heritage Assessment, Biosis.
  - Aboriginal and Cultural Heritage Advice, Ecology and Heritage Partners.
  - Arboricultural Assessment Victoria Racing Club, Tree Logic.

We also have detailed site assessments and geotechnical surveys of both parcels of land. These reports, prepared by Golder Associates, are extensive in their considerations. These documents are not provided in the package of documents but are available on request.
2.1 INTRODUCTION

The purpose of this section of the report is to explain the role and importance of Flemington Racecourse, understand the need for new investment and to provide the context for redevelopment of surplus VRC freehold land at Flemington Green and Epsom.

Flemington Racecourse Precinct is located only 5km from the CBD and situated in the heart of Melbourne’s inner north-west, an area that is currently undergoing significant population growth and urban transformation.

The Flemington Racecourse Precinct is home to one of the world’s great racecourses and the Melbourne Cup Carnival, one of the world’s most iconic racing festivals. The Flemington racecourse is controlled and operated by the VRC. The VRC is a not-for-profit entity that was established in 1864 and is regarded as the leading club in the Australian thoroughbred racing industry.

There is an ongoing need for the VRC to continually improve and upgrade its facilities to maintain the world-class status of the Melbourne Cup Carnival and to match the progress of global racing competitors. At present, facilities at Flemington do not offer the uniform quality of amenity that is increasingly found at other major racecourses around the world.

The VRC is planning a series of investments over the next fifteen years with an estimated capital expenditure program in excess of $200 million. This includes the upgrading of visitor grandstands, particularly the new Club Stand, alongside the redevelopment of other VRC facilities. The proposed disposal of the surplus freehold land will assist the funding of the significant capital investment associated with the new facilities and deliver a catalyst for an intensification of development in the Flemington Racecourse precinct, creating a new sense of place in a highly sustainable inner city location.

The accompanying Flemington Racecourse Urban Context Report provides more detail of the investment program and other changes arising from the proposed disposal of the Flemington Green and Epsom sites.

2.2 FLEMINGTON RACECOURSE PRECINCT CONTEXT

The Flemington Racecourse Precinct is principally located within the City of Melbourne, with a small landholding also within the City of Moonee Valley. The racecourse site is bounded by Smithfield Road/Princes Highway to the south, Epsom Road to the east, the Flemington spur rail line and Fisher Parade to the north and the Maribyrnong River to the west.

The racecourse precinct sits on the border of the established neighbourhoods of Flemington, Kensington and Ascot Vale, and is in close proximity to major existing nodes of activity and employment, including Footscray Major Activity Centre, Moonee Ponds Activity Centre and Highpoint Shopping Centre. Other activity centres are also located in close proximity to the precinct, including Racecourse Road (adjacent to the Epsom site) and Union Road.

The racecourse provides more than just the Melbourne Cup Carnival and other race days throughout the year. In addition to the highly successful racing events, Flemington Racecourse also hosts a number of successful and high profile music events – to a maximum of 6 per annum. The existing facilities, including premium dining and entertainment spaces, are also used for conferences and events on non-race days.

The activities of Flemington Racecourse and those of the Melbourne Showgrounds, operated by the Royal Agricultural Society of Victoria (RASV) (“Melbourne Showgrounds”), which is also a major visitor and events venue in its own right, can be characterised as a major activity node.
At a broader strategic context, Flemington Racecourse forms part of Melbourne’s inner northwest and is within an area of significant change that also includes major renewal areas such as the Dynon Corridor, E-Gate and the Flemington Road Precinct.

Flemington Racecourse is strategically positioned, being just 5km from Melbourne CBD and within proximity to the major employment areas of Docklands, Southbank and the Port of Melbourne. The Parkville National Employment Cluster is located approximately 4km to the west of Flemington and includes the Parkville bioscience area, existing hospitals, University of Melbourne and RMIT University. Victoria University’s Footscray Campus is located just over 1km to the south west of Flemington Racecourse, across the Maribyrnong River.

Flemington is located in the arc between the Craigieburn and Sunbury rail lines and positioned directly along the southern alignment of the Flemington spur line, which operates as an event only line at present. The site is also served by tram route 57, which runs along Epsom Road and connects West Maribyrnong to Elizabeth Street/Flinders Street Station in the city. Bus routes also operate regularly in the vicinity of the Racecourse, along Fisher Parade and Ascot Vale Road.

The racecourse itself sits to the immediate west of the Maribyrnong River on the river flats. The Maribyrnong River Valley is a regional open space system that stretches from the Organ Pipes National Park to the Yarra River estuary.
2.2.1 HISTORY AND DEVELOPMENT OF THE RACECOURSE PRECINCT

Flemington Racecourse is a significant contributor to Melbourne, Victoria and Australia’s economic performance and sporting offer. The VRC has, over a period of decades, worked hard to position the Melbourne Cup Carnival and Flemington Racecourse as one of the most iconic racing carnival/venues in the world.

It is the oldest continuing metropolitan racecourse with races run at Flemington every year since 1840. The first race meeting was held beside the Maribyrnong River in March 1840 when the town of Melbourne was barely five years old. This was just two years after Melbourne’s first race meeting, near present-day Spencer Street railway station (March 1838).

In 1850, 352 acres of crown land were reserved for the purposes of a public racecourse. The Melbourne Cup was first held in 1861 and has been run annually as one of the world’s most famous horse races ever since.

The VRC evolved from two earlier clubs, the Victoria Turf Club (1852) and Victoria Jockey Club (1857), who disbanded to create the new racing club. From 1864 until the end of 2001, the VRC also acted as the principal authority responsible for the conduct of racing in Victoria, a role that is now fulfilled by Racing Victoria Ltd. The VRC is now Australia’s premier racing club and largest member based racing club in the world.

Flemington Racecourse is the most significant racing site in the country with a long and highly successful heritage. In 2006, the Flemington Racecourse Precinct was placed on the Victorian Heritage Register and National Heritage List in recognition of the importance of the place and the racing events. The Summary Statement of Significance describes Flemington’s evolution as follows:

Flemington Racecourse has importance in the cultural history of Australia because of its development into one of the Australia’s premier racecourses. During the more than one hundred and sixty years since the flats beside the Saltwater River were first used for racing, Flemington has been transformed from uneven, heavily thicketed, rough paddocks into a richly grassed acreage supporting one of the finest racing surfaces in the world.

The circumference of the Flemington track at 2,312 metres and the advantage of the Straight Six make it one of the great racecourses of Australia.

Flemington Racecourse is also important as the site of the continuous running of the Melbourne Cup from its inception in 1861 to the present day. On the first Tuesday in November it is the race that stops the nation. Flemington Racecourse has a special association with the people of Australia as the venue of some of the country’s greatest horseraces, and in particular the Melbourne Cup which each year captures the imagination of the country and brings it to a standstill. The Cup has been a stimulus for the arts, including literature, painting, drama and ballet. As a spectator sport, racing has one of the highest participation rates in Australia, and the Melbourne Cup and the cult of the turf have become part of the national psyche.

Flemington Racecourse has also become an important venue for Australian fashion. The Melbourne Cup spring racing carnival is a major part of the fashion industry’s year. ‘Oaks Day’ of the spring carnival was developed as a ‘ladies day’ in 1885, and within two years had become the fashion event of the Melbourne year.

Extract from National Heritage List, Place Details – Flemington Racecourse, 448 Epsom Road, Flemington.
Other notable milestones in the development of Flemington Racecourse include:

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1877</td>
<td>Major racecourse improvements undertaken.</td>
</tr>
<tr>
<td>1922-1924</td>
<td>Redevelopment of the course, shifting the focus of the course to the east of the site, with land extending into the Hill and providing basic public grandstands, shelters and new facilities. The centrepiece of this development was the Members’ Grandstand.</td>
</tr>
<tr>
<td>1950s</td>
<td>Further redevelopment, including the construction of the Old Hill Stand and Lawn Stand.</td>
</tr>
<tr>
<td>1967</td>
<td>Construction of the Hill Stand.</td>
</tr>
<tr>
<td>1984</td>
<td>The Prince of Wales Stand is constructed.</td>
</tr>
<tr>
<td>2000</td>
<td>A new $45m Grandstand built (for use by members).</td>
</tr>
<tr>
<td>2003</td>
<td>Training facilities are improved to provide a village of training stables to accommodate 600 horses.</td>
</tr>
<tr>
<td>2004</td>
<td>$26m of course upgrades made to improve comfort and accommodation.</td>
</tr>
<tr>
<td>2004-2008</td>
<td>$65m invested by VRC in facilities including construction of the wetlands, investment in public facilities and the development of the new main office.</td>
</tr>
<tr>
<td>2014</td>
<td>VRC obtain HV approval to remove the Members’ Grandstand and develop the Club Stand.</td>
</tr>
</tbody>
</table>

It is apparent that the continuing success of Flemington has not been achieved through a simple reliance on the appeal of the Melbourne Cup. Rather the VRC has constantly adapted to changing demands and circumstances through continual improvement of the racecourse and associated facilities and the quality of the horse races. There is an ongoing need for the VRC to further improve and upgrade facilities at the course as the global competition for quality racing also increases.
2.3 THE ROLE OF FLEMINGTON RACECOURSE

The Flemington Racecourse is a vital and very significant contributor to Melbourne’s role as the sporting capital of Australia. Flemington is Australia’s premier racecourse facility, hosting 23 race meetings a year culminating in the world famous Melbourne Cup Carnival. The carnival currently hosts approximately 350,000 people over the four days. In 2015, these spectators saw 37 races run over the four days, with 15 competing, confirming the continued internationalisation of the Melbourne Cup Carnival.

The Melbourne Cup Carnival at Flemington also generated a Gross Economic Benefit for Victoria of $364.5 million in 2014. This was driven by a total direct spend of $195.2 million, with 49% of expenditure generated by overseas or interstate visitation and $273 million spent on accommodation.

Flemington, and in particular the Melbourne Cup Carnival, is important to Melbourne and Victoria through its support for:

- Melbourne’s wider global image, branding and its international reputation on the world stage;
- Melbourne’s role as the nation’s sporting, arts and culture capital;
- Tourism development and the attraction of and increasing number of overseas and interstate visitors;
- Economic activity, jobs and new investment into the State; and
- The competitiveness and strength of the Australian horse racing industry.

In this context, the ongoing success of the Flemington Racecourse and the Melbourne Cup Carnival is an important part of Melbourne’s vision to be a global city of opportunity and choice.

2.4 THE NEED FOR INVESTMENT

The contribution that Flemington Racecourse and the Melbourne Cup Carnival bring to Melbourne and Victoria cannot be taken for granted. To remain competitive, world-class racecourses such as Flemington require three key components:

1. Racing - the quality of racing at Flemington must remain globally competitive against benchmark global competitors;
2. Place - the quality of the facilities must match Flemington’s role as a global racing venue and be comparable to major global competitors; and
3. Event - the importance and significance of the event, the Melbourne Cup Carnival at Flemington, is critical to remaining competitive and increasing awareness on the international stage.

In order to maintain international competitive positioning, the VRC must significantly upgrade its existing facilities at Flemington over the forthcoming years. Threats to the viability and vitality of the Melbourne Cup Carnival remain constant with competition from leading international thoroughbred racing jurisdictions and marquee events, such as:

- Royal Ascot and Newmarket in the UK;
- Longchamp in France;
- Meydan in Dubai (UAE);
- ShaTin in Hong Kong; and
- Belmont Park and Saratoga in the USA.

In this global context, Flemington must be competitive if it is to remain successful over the long term. Continuous investment in racecourse facilities, the quality of the racing calendar and the prestige of signature events remain essential elements for ongoing future success. If Flemington’s racecourse facilities and capacity for change cannot keep pace with its world-class competitors in attracting the very best horses, this will, over time, impact on Melbourne’s economic profile, sporting/cultural development and wider international image.

At present, the existing facilities at Flemington cannot accommodate any additional visitors during the Melbourne Cup Carnival or any new members (currently at 30,154). Flemington does not uniformly offer the quality or amenity increasingly found at other major racecourses around the world and therefore requires significant redevelopment in order to remain competitive on the world stage.

More detail regarding the racing industry and the role of Flemington is outlined in the Flemington Racecourse Urban Context Report that accompanies this submission.
2.5 REDEVELOPING FLEMINGTON

The VRC is committed to the significant enhancement and redevelopment of the Racecourse in order to ensure that Flemington remains competitive on the global stage. The VRC’s future vision for Flemington identifies the priorities for investment. This includes:

- **Current Priorities** including a new world-class Club Stand to replace Members’ Old Grandstand (built in 1924). This stand is deteriorating and has limited accommodation for members. In short, it is not capable of meeting the future needs of the VRC. The new grandstand will enable the VRC to provide high quality accommodation and increase membership numbers, which in turn will further support the economic sustainability of the Flemington Racecourse.

- **Short-term Priorities** of upgrading the centre of the course to provide all-weather car parking for visitors and horse transport.

- **Medium-term Priorities** including the upgrading and refurbishment of the Hill stand, improvements to the Elms enclosure and river entrance, an enhanced entry to the members areas and the construction of a new dining/seating area in the members area.

- **Long-term Priorities** including the redevelopment of the Lawn Stand, and a significant expansion and improvement to the Birdcage area.

In addition, the VRC will seek to:

- Continually develop as a world-class racing and entertainment venue all year round;
- Provide continual improvements in member and patron facilities;
- Develop the experience through investment in the physical embodiment of the brand to reinforce the experience;
- Maximise the function/operations of events on race days; and
- Allow non-core activities, which are not to the detriment of racing.

These improved facilities will:

- Consolidate Flemington’s reputation as the premier racecourse in Australia and continue to enhance the global status of Melbourne as one of the leading thoroughbred racing cities in the world.
- Provide an economic enabler to further elevate the international standing of Flemington and the Melbourne Cup Carnival (MCC) through the inclusion of additional internationally level races during the MCC.
- Enable the VRC to increase membership numbers that are the lifeblood of Flemington and its racing calendar.
- Provide new and enhanced facilities enabling the VRC to generate incremental revenue from non-raceday events such as festivals, corporate functions and weddings.

Details of the VRC’s plan for investment at Flemington Racecourse are contained in the Flemington Racecourse Urban Context Report.

2.6 IDENTIFICATION OF SURPLUS LAND

A key facet of the VRC’s rationalisation of its assets is the identification of land that is surplus to operational requirements. The VRC proposes to excise two parcels of freehold land from the Flemington Racecourse property, at Flemington Green and adjacent to Epsom Road (the Epsom site). The Flemington Green and Epsom sites are illustrated in Figure 3 and in more detail in Figure 4.

As described in the Flemington Racecourse Urban Context Report, these sites are no longer required by the VRC as part of its longer-term vision for Flemington Racecourse. Specifically, these sites have been identified as:

- No longer being required for racing or event day operations by the VRC or Melbourne Showgrounds (noting that all functions currently performed on these sites can be decanted to other parts of the Flemington Racecourse);
- A significant development opportunity, with the potential to create landmark developments that will define the eastern and western gateways to the racecourse and add to its character as a major activity precinct; and
- Offering an opportunity to develop large strategic sites and deliver additional housing diversity in Melbourne’s inner north-west.

As described in the Flemington Racecourse Urban Context Report, these sites are no longer required by the VRC as part of its longer-term vision for Flemington Racecourse. Specifically, these sites have been identified as:

- No longer being required for racing or event day operations by the VRC or Melbourne Showgrounds (noting that all functions currently performed on these sites can be decanted to other parts of the Flemington Racecourse);
- A significant development opportunity, with the potential to create landmark developments that will define the eastern and western gateways to the racecourse and add to its character as a major activity precinct; and
- Offering an opportunity to develop large strategic sites and deliver additional housing diversity in Melbourne’s inner north-west.

- Providing a significant opportunity to consolidate residential uses at a key inner city urban renewal area, with the potential to further enliven the Flemington Racecourse Precinct through the introduction of new residents.
The sale of the Flemington Green land has only been made possible by the VRC based on their clear planning for how the current uses on this site will be decanted to other parts of the racecourse land. The current uses on the Flemington Green site, including the outside broadcasting area and the VIP carpark will be relocated to alternative locations within the VRC property. These arrangements can also be applied to the use of the land by RASV at certain key periods (particularly around the Melbourne Show).

We confirm that the use of the Flemington Green site in 'event' mode will continue to be heavily regulated as is the case currently. We note that over the four days of the Melbourne Cup Carnival traffic management will continue to be managed by Victoria Police. Access to residential properties will be available, with the detail of this to be worked out at the direction of the Police.

The amendment allows for the development of commercial uses at street level along Leonard Crescent. These businesses will need to determine how best to respond to the strong influx of pedestrians on race days.
2.7 FLEMINGTON GREEN

Rising above the river corridor, Flemington Green is located adjacent to the Flemington Racecourse at the high point of the promontory. The precinct is approximately 3 hectares in area and is illustrated in Figure 5.

Access to the site is provided via Fisher Parade and Leonard Crescent, which run north-south along the western edge and centre of the site; connecting east-west across the centre of the site. The site is bounded by; the Flemington Railway Station and Flemington Racecourse to the south and south and east, the Melbourne Showgrounds to the north east and existing residential uses to the west and north west; with the Maribyrnong River valley sloping further to the west.

The site is principally comprised of open lot car parks used for the Melbourne Cup Carnival and occasionally for other smaller events. Three dwellings fronting onto Fisher Parade also form part of the site.

The location of the site and its context inform the design and use of any future development. As is discussed in later sections of the report, the site is best used for residential activities complementing the existing established use.

The intensity and scale of development can consider a new paradigm given:

- The site’s location at the ‘southern edge’ of the existing residential neighbourhood.
- The site’s location adjacent to the activities of the Flemington Racecourse where a more robust and larger built form character already exists.
- The site’s location at on a ‘peninsula’ formed by the topography and the course of the Maribyrnong River. The site sits well above the river valley itself.
- The site’s location at the ‘entry’ to the Flemington Racecourse proper forms a ‘transitional’ site between the existing residential precinct to the north and west and the sporting and entertainment precincts of Flemington and the Melbourne Showgrounds.

The site context, proposed planning controls and opportunities for redevelopment of Flemington Green are discussed in Sections 5 and 6.
FIGURE 5. FLEMINGTON GREEN SITE LOCATION
2.8 EPSOM

The Epsom site is located within the boundary of the racecourse, immediately south-east of the VRC Offices (448 Epsom Road), as illustrated in Figure 6.

The site is undeveloped excepting a single level building being the former Jockeys’ Convalescent Lodge, which is identified in the statement of significance for the Flemington Racecourse Heritage citation within the Victorian Heritage Database (H2220). Established landscaping that features both original planting, being a number of large peppercorn trees, and more recent ‘opportunistic’ and unplanned growth surrounds the Lodge. Currently a portion of the site is used for VRC staff parking. In the event that the site is redeveloped, this carparking will be allocated elsewhere on the Flemington Racecourse site.

The site adjoins the headquarters of the VRC. Immediately to the south-east is a 3 storey building containing serviced apartments operated by the Quest Group. Access to these serviced apartments is from Epsom Road. The eastern part of this building complex contains privately owned apartments with access from Smithfield Road.

The site is otherwise separated from the surrounding neighbourhood by Epsom and Smithfield Roads and the Newmarket Reserve, a public park. The neighbourhoods of Flemington and Ascot Vale to the north across Racecourse and Epsom Roads feature a mixture of housing types and styles ranging from single level workers cottages to multi-level apartment buildings.

The neighbourhood of Kensington, across Smithfield Road, features a mixture of established housing which includes terrace housing. The redevelopment of the former Newmarket saleyards south of Epsom Road has provided a wider range of housing types including multi-level apartment buildings, townhouses and detached houses.

The Epsom Site is adjacent to the intersection of Epsom, Racecourse and Ascot Vale Roads, which meet at a roundabout. Racecourse Road features a large number of commercial and retail premises leading to the Racecourse Road Activity Centre approximately 500 metres to the east of the Epsom site. The Newmarket rail station, providing access to the city and beyond, is located on Racecourse Road adjacent to the Woolworths supermarket.

The subject site is located to the south of a residential tower being developed at 1 Ascot Vale Road. Now marketed as the ‘Only’ development, this site has approval for a 23 storey tower and more than 340 residential units.

As is discussed in later sections of the report, it is considered that the site is best used for residential activities with the opportunity to provide small-scale commercial activities. It is considered that the site can accommodate a more intense scale of development given:

- The site’s ‘separate’ location away from the existing residential areas and its abuttal to the racecourse.
- The site’s location at a focal point of the intersection of three major roadways.
- The site’s location adjacent to the Racecourse Road Activity Centre and corridor extending through to Epsom Road.
- The site’s proximity to significant open space and the Flemington Racecourse.
- The site’s location at a higher point in the topography well above the river valley itself.

The site context, proposed planning controls and opportunities for redevelopment for the Epsom site are discussed in Sections 7 and 8.
FIGURE 6. EPSOM SITE LOCATION
3.1 RESPONSIBLE AUTHORITY

Flemington Racecourse and the activities of the VRC are recognised as being of state significance to Victoria. Flemington Racecourse land is located within two municipalities: Moonee Valley and the City of Melbourne. The Minister for Planning has been the responsible authority for Flemington Racecourse for land within the Melbourne Planning Scheme for some time. Until 2012, the Moonee Valley Council was the responsible authority for the VRC owned land within the Moonee Valley municipality.

In recognition of the importance to Victoria of the racecourse, the Minister became responsible authority for all VRC land in August 2012. In approving Amendment C125, the Minister ensured future decisions for the entire site, including both Flemington Green and Epsom, would be made through a single responsible authority. In approving the amendment the Minister indicated:

*The timely redevelopment of the site will in turn contribute to the social, economic and environmental well-being of the community by ensuring Victoria does not fall behind other racecourses in Australia and the world in terms of providing the highest quality racing facilities, which are important to the State economy.*

*And further:*

*The amendment will provide for a single responsible authority across the totality of the Flemington Racecourse land, and exemption of the amendment from notice will enable a timely approval process of future development of this land which is a matter of state significance.*

In September 2015 the Minister for Planning formally appointed an Advisory Committee to provide advice on the proposed redevelopment of surplus land at Flemington Racecourse. This planning report forms part of the documentation prepared to assist the Advisory Committee consider various aspects of the development proposal including the most appropriate form and process of the amendments to introduce the planning controls into the respective planning schemes.
3.2 CURRENT CONTROLS – FLEMINGTON GREEN

3.2.1 ZONING

The Flemington Green site is governed by planning controls from both the City of Melbourne and Moonee Valley Planning Schemes. Land to the east of Leonard Crescent is zoned under Schedule 1 of the Special Use Zone (SUZ) as part of the City of Melbourne Planning Scheme. SUZ1 relates to ‘Flemington Racecourse’ and seeks to:

- Provide for areas to be used as a Racecourse and associated uses including Horse stables.
- Recognise that Flemington Racecourse is a major recreational and entertainment resource of State and Metropolitan significance.
- Provide for the use and development of the Flemington Racecourse in non-racing periods for a range of events including temporary cultural or community activities and entertainment such as a concert, festival or exhibition.
- Ensure that the future use and development of the Flemington Racecourse does not unduly impact on the amenity of surrounding areas.

Under current planning controls, the development of land within SUZ1 for residential uses is prohibited. The SUZ1 also seeks to prohibit the development of tower forms – a response to the Moonee Valley River Valley Design guidelines. The subject land sits outside of the Maribyrnong River Valley.

The parcel of Flemington Green, to the south and west of Leonard Crescent, is zoned General Residential Zone as part of the Moonee Valley Planning Scheme, which seeks to provide for residential development at a range of densities with a variety of dwellings and to encourage residential development that respects the neighbourhood character.

At the time of preparing this report the City of Moonee Valley is currently considering the implementation of State Government’s new planning zones. That part of the Flemington Green site within Moonee Valley is currently proposed to become part of the General Residential Zone, under Schedule 1 and Schedule 2. Schedule 1 of the GRZ (32.09) relates to arterial roads and key development areas and Schedule 2 (32.08) relates to Medium Density Townhouses.

3.2.2 OVERLAYS

A Heritage Overlay, HO272, applies to land situated to the east of Leonard Crescent. HO272 seeks to conserve heritage places of natural and cultural significance and relates to “Flemington Racecourse, Epsom Road and Smithfield Road”. The site is included on the Victorian Heritage Register in respect of its state significance (including bluestone walls around base of Flemington Green, along Fisher Parade and Leonard Crescent and near the Hill Entrance).
FIGURE 8. FLEMINGTON GREEN, HERITAGE OVERLAY
3.3 CURRENT CONTROLS - EPSOM

3.3.1 ZONE

The Epsom site is zoned under Schedule 1 of the Special Use Zone (SUZ) as part of the City of Melbourne Planning Scheme. As detailed in the previous section, the SUZ1 relates to ‘Flemington Racecourse’.

Under current planning controls, the development of land within SUZ1 for residential uses is prohibited.

 Clause 61.01 (Schedule 1) of the City of Melbourne Planning Scheme specifies that the Minister for Planning is the responsible authority for administering and enforcing the scheme for Flemington Racecourse.

The SUZ includes buildings and works requirements that relate to the Maribyrnong River Design Guidelines. The Epsom site is well setback from the river bank does not form part of the river valley.
3.3.2 OVERLAY

A Heritage Overlay applies to the Epsom site and seeks to conserve heritage places of natural and cultural significance. HO272 relates to "Flemington Racecourse, Epsom Road and Smithfield Road". The site is included on the Victorian Heritage Register in respect of its state significance (including structure B3 listed as the Former Jockeys’ Convalescent Lodge).

The Epsom site also falls within that part of the VRC controlled land that is covered by the National Heritage Listing for Flemington Racecourse (note this designation does not apply to Flemington Green).

Lovell Chen has provided inputs to this planning report regarding the heritage aspects of the Former Jockey’s Convalescent Lodge.

FIGURE 10. EPSOM, HERITAGE OVERLAY
3.3.3 SUMMARY

The continued use of the site specific Special Use 1 Zone is not appropriate for these sites if the land is to be no longer under the ownership of the VRC. Consequently the VRC has sought to undertake a planning scheme amendment process to allow the Flemington Green and Epsom sites to be developed for non-racing purposes.

Whilst the current SUZ makes specific commentary regarding setbacks from the river bank (to be discussed in Section 6.7.3.2) and that development ‘must not create tower forms’, we note that unlike the majority of the racecourse land, the Flemington Green and Epsom sites are outside the Maribyrnong River Valley.

As is detailed in the following sections of this Planning Report, the policy context supports the redevelopment of Flemington Green and Epsom for higher density residential development.

3.4 THE AMENDMENT PROPOSAL

These Planning Scheme Amendment requests propose changes to the Melbourne Planning Scheme, with respect to Epsom, and both the Melbourne and Moonee Valley Planning Schemes, with respect to Flemington Green.

To facilitate the use of the land for non-racing purposes, and in particular to support the development of the sites for high-density residential uses, the Amendments sought involve the implementation of new Comprehensive Development Zones (one for each precinct).

The Amendment involves changes relating to:

- Replacing Melbourne Planning Scheme Map No. 4 with a new map that shows the land zoned as Comprehensive Development Zone - Epsom Comprehensive Development.
- Replacing Melbourne Planning Scheme Map No. 3 with a new map that shows the land zoned as Comprehensive Development Zone - Flemington Green Comprehensive Development.
- Replacing Moonee Valley Planning Scheme Map No. 14 with a new map that shows the Flemington Green land zoned as Comprehensive Development Zone - Flemington Green Comprehensive Development.
- Amend the schedule to the Comprehensive Development Zone in both Melbourne and Moonee Valley schemes to add the new site specific schedules.

Broad concept plans are proposed to form part of the respective Comprehensive Development Zone schedules. These are illustrated for Flemington Green as Figure 11, and in Figure 12 for Epsom.
FIGURE 11. PROPOSED MASTERPLAN AND BUILDING ENVELOPE PLAN, FLEMINGTON GREEN

FIGURE 12. PROPOSED MASTERPLAN AND BUILDING ENVELOPE PLAN, EPSOM
3.4.1 MINISTERIAL DIRECTIONS

The following Ministerial Directions apply to the proposed changes to the planning controls for the Flemington Green and Epsom sites.

Ministerial Direction 9 (Metropolitan Planning Strategy) requires when a planning scheme amendment is prepared regard must be had to the Metropolitan Planning Strategy being the recently approved Plan Melbourne: The matters required to be addressed include:

‣ What aspects, if any, of the Metropolitan Planning Strategy are relevant?
‣ How does the Metropolitan Planning Strategy affect the amendment?
‣ Is the amendment consistent with any directions and policies in the Metropolitan Planning Strategy?
‣ Does the amendment support, give effect to or assist the implementation of the Metropolitan Planning Strategy or can it be reasonably modified to do so?
‣ Will the amendment compromise the implementation of the Metropolitan Planning Strategy?

Ministerial Direction No.11 (Strategic Assessment of Amendments) applies to the preparation of all planning scheme amendments and sets out strategic considerations that must be addressed, which include:

‣ Why is an amendment required?
‣ How does the amendment implement the objectives of planning in Victoria?
‣ How does the amendment address any environmental effects?
‣ How does the amendment address any relevant social and economic effects?
‣ Does the amendment comply with the requirements of any other Minister’s Direction applicable to the amendment?
‣ How does the amendment support or implement the State Planning Policy Framework and any adopted State policy?
‣ How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?
‣ Does the amendment make proper use of the Victoria Planning Provisions?
‣ How does the amendment address the views of any relevant agency?
‣ Does the amendment address the requirements of the Transport Integration Act 2010?

Planning Authorities should also assess the impact of new planning provisions on the resource and administration costs of the responsible authority.

The assessment of the amendments proposed in Sections 6 and 8 of this report has been cognisant of these strategic assessment guidelines.
3.4.2 PROPOSED CONTROLS

This amendment request to the Minister seeks the rezoning of the Flemington Green land from part Residential 1 Zone and part Special Use Zone to Comprehensive Development Zone. The amendment request also seeks to rezone the Epsom site from Special Use Zone to Comprehensive Development Zone.

The purpose of the CDZ is as follows:

- The specification of uses that are permitted without a permit, permitted subject to a permit and prohibited. In the first instance the Mixed Use Zone was used as a base and modified to reflect the circumstances of the two sites - for example limiting the amount of commercial space to a small amount on both sites. In discussions, both Councils indicated the uses permitted in the Mixed Use Zone did not necessarily reflect the Flemington Green or Epsom proposals and consequently the schedule of uses were amended.

- The schedule of uses for Flemington Green has sought to restrict retail and commercial uses to Precincts B and Precinct C and not permit retail uses in Precinct A except through a planning permit process.

- In discussions with the City of Moonee Valley, it was also considered that a review of the proposed control against the requirements of the General Residential Zone (GRZ) was also appropriate as it would be expected that once developed, the primary residential components of the Flemington Green (Precinct A) would be rezoned to this zoning to tie in with the existing community. In this regard, uses permitted without a permit and exemptions from the need for a permit for certain buildings and works have included those found in the GRZ.

- A Comprehensive Development Plan setting out the critical elements of the future development and use of the land. This plan can include building envelopes setting the scale of development as is proposed in this instance.

- Detailed guidelines and specifications for the development and associated infrastructure.

The use of the CDZ provides surety regarding the future development of the sites to the community, the responsible authority and the developer.

Given the detailed nature of the planning control the schedule to this zone can specify that an application is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.

The draft CDZ for both sites proposes exemptions from notice and review for use, subdivision, buildings and works applications.

However, based on consultation with the City of Moonee Valley, the CDZ created for both sites requires that applications for the use of the land for a tavern are not exempt from notice requirements, decision requirements and review rights. In relation to building heights, an application to exceed the heights detailed in the proposed Comprehensive Development Plans are not exempt from notice requirements, decision requirements and review rights.
3.4.3 PROPOSED CONTROL – FLEMINGTON GREEN

The CDZ for Flemington Green includes the following purposes:

To develop the Flemington Green comprehensive development area for high density urban living supported by a mix of complementary uses including commercial and retail.

To provide for high quality urban design outcomes for the built form and the public realm.

To support the ongoing operation of the adjacent Flemington Racecourse and Melbourne Showgrounds by ensuring the Flemington Green comprehensive development area accommodates access to these important facilities on event days.

To provide development of the land in accordance with the Flemington Green Comprehensive Development Plan, November 2015.

The proposed CDZ control for Flemington Green is provided at Appendix A and is discussed in more detail in Section 6 of this report.
3.4.4 PROPOSED CONTROL
- EPSOM

The CDZ for Epsom includes the following purposes:

To develop the Epsom comprehensive development area for high density urban living supported by a limited mix of complementary uses including commercial and retail.

To provide for high quality urban design outcomes for the built form and the public realm.

To ensure an appropriate design response to the former Jockey’s Convalescent Lodge and its landscape setting, which is identified in the statement of significance for the Flemington Racecourse Heritage citation within the Victorian Heritage Database (H2220).

To provide development of the land in accordance with the Epsom Comprehensive Development Plan, November 2015.

The proposed CDZ control for Epsom is provided at Appendix B and discussed in more detail in Section 8 of this report.
4.1 INTRODUCTION

The Flemington Green and Epsom sites are embedded into a broad range of adopted State and Local strategic planning policy. This policy is contained within the State Planning Policy Framework (SPPF), the City of Moonee Valley and City of Melbourne Local Planning Policy Frameworks (LPPFs); and within a range of supporting local strategic and policy documents. The existing policy environment provides the basis for decision making and underpins the rationale for the rezoning and potential redevelopment of these sites.

Of increasing weight and importance to the planning policy setting, is new and emerging policy direction at the State level. Plan Melbourne, Melbourne’s new Metropolitan Planning Strategy, is driving the development of a new policy framework and seeks to articulate the State Government’s vision for Melbourne to 2050. This vision will be underpinned by a revised State Planning Policy Framework and new planning policy at a local level that supports the strategic direction of Plan Melbourne.

This section provides a summary of the planning policy context relevant to the strategic positioning of the Flemington Green and Epsom sites and an assessment of the detailed policy considerations against which any rezoning and potential redevelopment should be assessed. A summary of the relevant Planning Policy Framework is set out below in Figure 15.
FIGURE 15. PLANNING POLICY FRAMEWORK

STATE PLANNING POLICY FRAMEWORK

PLAN MELBOURNE
Melbourne’s Metropolitan Planning Strategy

CITY OF MELBOURNE

CLAUSE 11 Settlement
CLAUSE 12 Environmental and Landscape Values
CLAUSE 15 Built Environment and Land Heritage
CLAUSE 16 Housing
CLAUSE 17 Economic Development
CLAUSE 18 Transport
CLAUSE 19 Infrastructure

LOCAL PLANNING POLICY FRAMEWORK

MUNICIPAL STRATEGIC STATEMENT (MSS)

CLAUSE 21.03 Vision
CLAUSE 21.04 Sustainable Environment
CLAUSE 21.05 Housing
CLAUSE 21.06 Built Environment
CLAUSE 21.07 Activity Centres
CLAUSE 21.08 Economic Development
CLAUSE 21.09 Transport
CLAUSE 21.10 Social & Physical Infrastructure

LOCAL PLANNING POLICY FRAMEWORK

LOCAL PLANNING POLICIES

CLAUSE 21.04 Settlement
CLAUSE 21.05 Environmental and Landscape Values
CLAUSE 21.06 Built Environment and Land Heritage
CLAUSE 21.07 Housing
CLAUSE 21.08 Economic Development
CLAUSE 21.09 Transport
CLAUSE 21.10 Infrastructure
CLAUSE 21.11 Local Areas
CLAUSE 21.15 Potential Urban Renewal Areas

LOCAL PLANNING POLICY FRAMEWORK

LOCAL PLANNING POLICIES

CLAUSE 22.04 Heritage Places Outside the CCZ
CLAUSE 22.17 Urban Design Outside the CCZ
CLAUSE 22.19 Energy, Water & Waste Efficiency
CLAUSE 22.23 Stormwater Management (WSUD)

LOCAL PLANNING POLICY FRAMEWORK

LOCAL PLANNING POLICIES

CLAUSE 22.01 Public Open Space Contribution
CLAUSE 22.06 Car Parking
CLAUSE 22.34 Bicycle Facilities
CLAUSE 22.35 Urban Context Report & Design
Response Development of 4 or More Storeys
CLAUSE 22.36 Integrated Public Transport

PARTICULAR PROVISIONS

CLAUSE 52.01 Public Open Space Contribution
CLAUSE 52.06 Car Parking
CLAUSE 52.34 Bicycle Facilities
CLAUSE 52.35 Urban Context Report & Design
Response Development of 4 or More Storeys
CLAUSE 52.36 Integrated Public Transport

 LOCAL PLANNING POLICY FRAMEWORK

CLAUSE 22.01 Residential Development for Four or More Stories
CLAUSE 22.02 Public Open Space Contribution
CLAUSE 22.03 Stormwater Management (WSUD)

MOONEE VALLEY CITY COUNCIL

CLAUSE 21.03 Vision
CLAUSE 21.04 Sustainable Environment
CLAUSE 21.05 Housing
CLAUSE 21.06 Built Environment
CLAUSE 21.07 Activity Centres
CLAUSE 21.08 Economic Development
CLAUSE 21.09 Transport
CLAUSE 21.10 Social & Physical Infrastructure

CLAUSE 22.04 Heritage Places Outside the CCZ
CLAUSE 22.17 Urban Design Outside the CCZ
CLAUSE 22.19 Energy, Water & Waste Efficiency
CLAUSE 22.23 Stormwater Management (WSUD)

CITY OF MELBOURNE

CLAUSE 21.04 Settlement
CLAUSE 21.05 Environmental and Landscape Values
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CLAUSE 21.10 Infrastructure
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CLAUSE 22.35 Urban Context Report & Design
Response Development of 4 or More Storeys
CLAUSE 22.36 Integrated Public Transport

CITY OF MELBOURNE

CLAUSE 21.04 Settlement
CLAUSE 21.05 Environmental and Landscape Values
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CLAUSE 22.06 Car Parking
CLAUSE 22.34 Bicycle Facilities
CLAUSE 22.35 Urban Context Report & Design
Response Development of 4 or More Storeys
CLAUSE 22.36 Integrated Public Transport
4.2 STRATEGIC POSITIONING

This section provides an overview of the strategic policy context for the Flemington Green and Epsom sites, which sets out the overarching positioning of each site relative to settlement policy and the strategic context for growth. It provides the framework for the more detailed planning policy considerations against which the rezoning proposal will be assessed.

A detailed summary of the State and Local Planning Policy Framework is provided in Appendix C of this report.

4.2.1 STATE & METROPOLITAN CONTEXT

Plan Melbourne is Melbourne’s Metropolitan Planning Strategy that was released in May 2014. It provides a renewed focus on delivering an increased density and the intensification of development in high capacity and highly accessible locations. These locations include the expanded central city, metropolitan activity centres and urban renewal precincts and sites.

Plan Melbourne anticipates a significant growth in Melbourne’s population over the next 35 years to around 7.7 million people. Plan Melbourne also recognises the significant growth in housing and employment required to sustain the increased population stating:

To accommodate this growth, we will require around 1.6 million more dwellings than we have today. The numbers of all types of households – parents with children, couples without children, single people and others – will grow, suggesting that Melbourne will need to provide diverse housing options. Because Melbourne’s population is ageing, the city will also need to become more age-friendly. At the same time, the school-age population is projected to grow by over 450,000 people.

Over 1.7 million new jobs will be created in Melbourne, with a large share in the central city and adjacent inner suburbs, if recent trends continue. Business and knowledge services (including financial, insurance, professional, scientific and technical services) are forecast to become increasingly important drivers of Melbourne’s prosperity.

Direction 1.4 of Plan Melbourne proposes the expansion of the central city to the north, west and south-west (Fisherman’s Bend) to accommodate part of this significant growth. It is envisaged that the central city will ultimately extend through to a greatly enlarged Footscray Activity Centre. The increasing concentration of jobs within the central city will create ongoing demand for housing in those areas immediately adjacent to the central city. A map showing the Expanded Central City is illustrated in Figure 16.

Plan Melbourne has a strong emphasis on locating medium and higher density housing development on ‘underutilised land’ within established areas with access to services, jobs and public transport. A significant part of the central city’s expansion is on such land. It is noted that the Flemington Racecourse Precinct shares many of these qualities including:

- Close proximity to the Racecourse Road, Union Road and Footscray activity centres and their associated retail, commercial and community services.
- Proximity and access to a wide range of employment opportunities including the central city, the Parkville Employment Cluster, various industrial precincts as well as nearby activity centres.
- Excellent access to higher education and major health facilities including Victoria University, 800 metres to the south, the Western Hospital, 1500 metres to the south-west and Melbourne University 4.7 km to the east.
- Access to high quality open space along the Maribyrnong River.
- Access to public transport services including bus, tram and train services.
FIGURE 16. PLAN MELBOURNE – AN EXPANDED CENTRAL CITY

Source: Plan Melbourne (Map 10), 2014 – PAGE 40, Amended by URBIS.
Direction 1.6 of Plan Melbourne seeks to enable an 'Investment Pipeline of Transit Oriented Development and Urban Renewal' where it can take advantage of underutilised land close to jobs, services and public transport infrastructure; to provide new housing, jobs and services. Renewal projects in defined precincts and sites are identified as playing an important role in accommodating future housing and employment growth and making better use of existing infrastructure.

Plan Melbourne identifies a series of potential urban renewal precincts and sites around the existing rail network, based on transit oriented development principles. This includes the ‘Flemington-Newmarket Precinct’, centred on the Racecourse Road activity centre, which is illustrated in Figure 17 (Reference 3). As part of its objective to increase housing diversity, Plan Melbourne aims to capitalise on the potential of urban renewal areas by seeking to unlock the capacity of urban renewal precincts for higher density mixed use development (Initiative 2.2.2).

**FIGURE 17. PLAN MELBOURNE: URBAN RENEWAL PRECINCTS**

Source: Plan Melbourne

Legend
- Metropolitan region
- Metropolitan urban boundary
- Urban area
- Road network
- Rail network
- Waterway

Potential Urban Renewal Opportunities/Investigation areas:

1. Forrest Hill precinct, South Yarra
2. Footscray precinct
3. Flemington-Newmarket precinct
4. Keon Park Station
5. Fishermans Bend Urban Renewal Area
6. Caulfield station precinct
7. City North precinct
8. Sunshine corridor
9. North Richmond to Victoria Park station corridor
10. Highect precinct
11. Brunswick to Batman station corridor
12. Oakleigh to Dandenong station corridor
13. Deer Park station
14. Nunawading station
15. Frankston station
16. Tottenham corridor
17. East Richmond station-Cremorne precinct
18. Lilydale Quarry (Cave Hill) (not shown on map)
19. Hughesdale station
20. Watsonia station

Note: not in order of priority and boundaries are indicative only.
In the context of Plan Melbourne, the Flemington Precinct sits on the north western edge of the expanded central city. It is within a corridor of significant change and growth that extends from the Footscray Metropolitan Activity Centre to the Parkville Employment Cluster; and includes the major urban renewal precincts of Dynon, the City North, E-Gate and the Flemington-Newmarket Corridor. In this context, Plan Melbourne positions the wider Flemington precinct as a primary location for future growth.

The existing State Planning Policy Framework (SPPF) sets out statewide policy that guides the development of the local policy framework and underpins the planning scheme amendment process. The SPPF seeks to ensure that sufficient zoned land is provided for housing, employment, recreation and open space, commercial, community facilities and infrastructure to meet future demand in a sustainable manner.

The SPPF sets out the policy framework that guides urban growth, the supply of urban land and Metropolitan Melbourne’s settlement hierarchy (Clause 11). Emphasis is placed on the intensification and diversification of uses in identified Activity Centres across Metropolitan Melbourne, as well as identifying opportunities within established areas, particularly in terms of opportunities for the consolidation, redevelopment and intensification of existing urban areas (Clause 11.02).

The SPPF seeks to provide a diversity of new housing to meet growth and community needs in appropriate locations, which are supported by adequate infrastructure. In particular, Clause 16 seeks to provide new higher density housing in or close to existing activity centres and employment corridors, and at other strategic sites that offer good access to services and transport (Clause 16.01).

Clause 16.01-3 of the SPPF seeks to identify ‘Strategic redevelopment sites for large residential development in Metropolitan Melbourne’ particularly where they are located:

- In and around Central Activities Districts;
- In or within easy walking distance of Principal or Major Activity Centres; and/or
- On or abutting tram, train, light rail and bus routes that are part of the Principal Public Transport Network and close to employment corridors, Central Activities Districts, Principal or Major Activity Centres.
4.2.2 LOCAL CONTEXT
CITY OF MELBOURNE

The City of Melbourne’s Municipal Strategic Statement (MSS) provides a framework for growth in Melbourne over the next 20-30 years. It seeks to identify intensive growth areas where Melbourne will need to expand beyond the Central City (Hoddle Grid, Docklands and Southbank) into designated new urban renewal areas. The MSS seeks to limit development in established residential areas in order to respect the existing neighbourhood character and heritage values of these areas.

Settlement policy (Clause 21.04) seeks to promote areas of growth and protect areas of stability in the city. The Growth Area Framework Plan identifies four key areas as a focus for growth and urban renewal:

- The original city centre (the Hoddle Grid);
- Urban renewal areas;
- Proposed urban renewal areas; and
- Potential urban renewal areas.

The Flemington Green site sits within the ‘Racecourse Rail Corridor’, which is identified as a ‘Potential Urban Renewal Area’ in the MSS – as illustrated in Figure 18. Potential Urban Renewal Areas are identified as long term options for future urban renewal, which for the Racecourse Rail Corridor is identified as being dependent on the future option of a rail service to the area.

The MSS specifically recommends that, with respect to ‘Potential Urban Renewal Areas’, planning policy should:

“In the longer term, consider sites of Potential Urban Renewal at Dynon Road, the Jolimont Rail Corridor and the Racecourse Rail Corridor…” (Strategy 1.6, Clause 21.04-2).

Local Area Policy (Clause 21.11) provides more detailed direction at a local level for distinct character areas. The proposed subject sites sit within ‘Area 9: Kensington and Flemington’ Policy for the Flemington and Kensington Area is targeted at maintaining and enhancing residential amenity in existing residential areas such as Kensington, protecting the ongoing operation and growth of Flemington Racecourse and the Melbourne Showgrounds, enhancing the recreational role of the Maribyrnong River and investigating the potential of the rail corridor between Flemington Racecourse and the Melbourne Showgrounds for urban renewal.
FIGURE 18. GROWTH FRAMEWORK PLAN
City of Melbourne Municipal Statement Figure 2
Moonee Valley City Council’s new Municipal Strategic Statement updates housing growth policies to reflect Council’s 2010 Housing Strategy. Updated housing policy seeks to:

- Encourage residential development in locations which have the capacity for change due to accessibility to public transport, services, commercial and shops, within existing activity centres or along major transport routes.
- Encourage housing growth while ensuring that new residential development does not compromise the heritage and neighbourhood character values of established residential areas.
FIGURE 19. MOONEE VALLEY - POTENTIAL AREAS FOR RESIDENTIAL DEVELOPMENT

Source: Moonee Valley Planning Scheme, Clause 21.04
4.2.3 SUMMARY: STRATEGIC POLICY POSITIONING

The strategic policy context sets the broad policy framework for development in Metropolitan Melbourne in terms of the strategic locations for growth. The proposed rezoning and subsequent redevelopment of the Flemington Green and Epsom sites is consistent with the extant and emerging policy framework in seeking to provide a diversity of housing in locations that have significant potential for urban renewal.

The Flemington Green and Epsom sites are prime sites for urban renewal and are situated within and immediately adjacent to future urban renewal precincts and existing activity centres. They are locations which meet the criteria for high density and high capacity growth and which would complement the wider Flemington and Melbourne Showgrounds precinct as a major hub of activity.

In a wider context, Flemington Racecourse sits on the western edge of the expanded Central City and sits within close proximity to a number of identified major growth and urban renewal areas including the Footscray Metropolitan Activity Centre, the Racecourse Road Activity Centre, the Parkville Employment Cluster and the major urban renewal precincts of Dynon, the City North Precinct and E-Gate.

Table 1 provides a snapshot of the broad strategic positioning of the Flemington Green and Epsom sites within the existing policy environment.

### TABLE 1: STRATEGIC POSITIONING

<table>
<thead>
<tr>
<th>RELEVANT POLICY DIRECTION</th>
<th>DOCUMENT / REF</th>
<th>OBJECTIVES / LOCATIONS</th>
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| ‘Strategic Development Sites’ | SPPF (Clause 16.01-3) | Objective: Identify sites for large residential development that are:  
  • In Activity Centres  
  • On or abutting tram, train, light rail and bus routes on the PTN.  
  • In employment corridors. |
| ‘Enabling and Investment Pipeline of Transit Oriented Development and Urban Renewal’ | Plan Melbourne (Direction 1.6) | Objective: Identify new urban renewal precincts and sites around the existing rail network, based on transit oriented development principles. Identified Locations: the Flemington-Newmarket Precinct immediately adjacent to the Epsom site. |
| ‘Potential Urban Renewal Areas’ | City of Melbourne MSS | Objective: Identify longer term areas for intensive growth and urban renewal. Identified Locations: The Racecourse Rail Corridor - between Melbourne Showgrounds and Flemington Station, encompassing the Flemington Green site. |
| Moderate to High Housing Intensification | Moonee Valley MSS | Consider moderate residential growth within established commercial areas and on sites with frontage to a main road adjacent to the fixed and light rail Principal Public Transport Network (PPTN). New development will generally be housing above or to the rear of retail / commercial premises, or as part of a more intensive mixed-use development on larger sites. The intensity and scale of new development must respect the existing streetscape character and commercial context of the centre, and any development controls that may apply. All new development in residential areas must be in accordance with the preferred character statement for the area |
4.3 KEY POLICY CONSIDERATIONS

A wide range of detailed planning policies have been considered as part of the strategic assessment of the planning scheme amendment, including the State Planning Policy Framework (SPPF), Plan Melbourne, the City of Melbourne Planning Scheme and the Moonee Valley Planning Scheme. Draft emerging policy, including the Moonee Valley MSS, has also been considered where new or relevant policy is proposed. The key policy issues that have been considered include:

‣ Housing;
‣ Design and Built Form;
‣ Transport and Accessibility;
‣ Open Space;
‣ Environment and Sustainability;
‣ Infrastructure; and
‣ Heritage.

A summary of the key policy considerations is provided below and a more detailed synopsis of the relevant planning policy framework is contained as Appendix C. The policy review underpins the Planning Assessment of the proposed amendment and Indicative Development Concept provided in Sections 6 & 8 of this report.
4.4 HOUSING

Housing policy is crucial to the positioning and type of development appropriate for the Flemington Green and Epsom sites. Policy direction is seeking to provide new housing that is diverse, appropriately located close to transport, goods and services; does not impact on the character or amenity of surrounding uses, is well designed and seeks to provide a level of affordability. In considering the rezoning of these sites and the Indicative Development Concepts, the key housing considerations include:

- The strategic location of the proposed sites in terms of their proximity to existing nodes of activity (Flemington Racecourse and Melbourne Showgrounds), activity centres, employment corridors, public transport and services;
- The contribution to the supply and diversity of housing stock in the area;
- Synergy with surrounding neighbourhoods and land uses, in terms of impact on character and amenity; and
- Housing affordability and understanding the type/diversity of housing that would be considered ‘affordable’.

The proposed Comprehensive Development Zone and an Indicative Development Concept have been assessed against these key land use considerations and the relevant planning policies for both the Flemington Green and Epsom sites, in Section 6.5 and Section 8.5 respectively.

4.4.1 STATE POLICY

Clause 16 of the SPPF seeks to provide for housing that is sustainable, diverse, provides efficient supporting infrastructure and provides for affordable housing. Clause 16.01-2 (Location of Residential Development) seeks to locate new housing in or close to activity centres and employment corridors and at other strategic redevelopment sites that offer good access to services and transport; to:

- Encourage higher density housing development on sites that are well located in relation to activity centres, employment corridors and public transport;
- Ensure an adequate supply of redevelopment opportunities within the established urban area to reduce the pressure for fringe development;
- Identify opportunities for increased residential densities to help consolidate urban areas;
- Plan Melbourne seeks to embed housing choice and diversity into the strategic planning framework. Relevant directions and initiatives include:
  - To understand and plan for expected housing needs (Direction 2.1), and
  - To ‘reduce the cost of living by increasing housing supply near services and public transport’ (Direction 2.2) with a key initiative to ‘…unlock the capacity of urban renewal precincts for higher density residential development’ (Initiative 2.2.2).

4.4.2 LOCAL POLICY

CITY OF MELBOURNE

Clause 21.07 (Housing) of the City of Melbourne MSS seeks to ensure housing growth is managed to provide high quality, diverse housing options, including encouraging the most significant housing and population growth in the Central City and Urban Renewal areas, whilst protecting established housing areas.

More particularly, Clause 21.15 (Local Areas) identifies the need to protect residential character in established areas in the ‘Flemington and Kensington’ area. This Clause also identifies potential future growth and urban renewal in the Rail Corridor between Flemington Racecourse and Melbourne Showgrounds - dependent on future rail provision to the area.

MOONEE VALLEY

Clause 21.05 (Housing) of the Moonee Valley MSS identifies that Council has prepared a Housing Strategy to identify areas for accelerated growth (including key redevelopment sites). The strategy designates the highest amount of housing growth and higher density development to occur within activity centres identified in Plan Melbourne (‘High to Substantial Housing Intensification’ areas). The remainder of growth is designated into ‘Moderate to High Housing Intensification’ and ‘Slight to Moderate Housing Intensification’.

AFFORDABLE HOUSING

Clause 16.01-5 (Housing Affordability) of the SPPF seeks to improve housing affordability and the supply of well-located affordable housing by providing broad, but non-specific guidance that seeks to encourage a significant proportion of new development, including development at activity centres and strategic redevelopment sites to be affordable for households on low to moderate incomes.

Clause 21.07 (Housing) in the City of Melbourne MSS and Clause 21.05 (Housing) of Moonee Valley’s MSS provide broad policies which supports the provision of affordable housing, including encouraging affordable housing opportunities to be integrated into new, large-scale developments. Affordable Housing is defined by Moonee Valley as requiring less than per cent of gross income for the purpose of rent or mortgage repayments. As of 2012, only 1.2 per cent of all rent was affordable, and no dwellings were affordable to purchase for single people and sole parents with one child.
4.5 DESIGN & BUILT FORM

Built form and design is an important consideration shaping the scale, type and design of any redevelopment that would be facilitated by the rezoning of the Flemington Green or Epsom sites. Policy seeks to ensure that new development respects the character of its surrounding area, is guided by high quality design objectives and does not adversely impact on surrounding amenity. The key considerations for any Indicative Development proposals include:

- The impact on the character and urban context of the surrounding area;
- The appropriateness of the height, bulk and mass that is proposed;
- The impact on the amenity of surrounding residential uses, in terms of views, sunlight, shadowing and scale;
- Site interfaces with surrounding uses such as Flemington Racecourse, the Melbourne Showgrounds and residential land uses;
- Views and visual impact, particularly in relation to Flemington Racecourse, the Maribyrnong River valley and the city skyline;
- Setbacks and siting, particularly in relation to key heritage assets;
- Internal design, including requirements to provide residential amenity, such as natural light and ventilation, and
- The quality of design articulation, design finishes and materials that will define the visual impact of the buildings on key strategic sites.

The proposed Comprehensive Development Zone and an Indicative Development Concept have been assessed against these key built form considerations and the relevant planning policies for both the Flemington Green and Epsom sites, in Section 6.7 and Section 8.7 respectively.

4.5.1 STATE POLICY

Clause 15 (Built Environment) seeks to ensure all new development appropriately responds to its landscape, valued built form and cultural context, and protects places and sites with significant heritage, architectural, aesthetic, scientific and cultural value. Relevant policies that guide these principles include:

- Clause 15.01-1 (Urban Design);
- Clause 15.01-2 (Urban Design Principles);
- Clause 15.01-5 (Cultural Identity and Neighbourhood Character).

Plan Melbourne places an increased emphasis on good design. It seeks to "achieve and promote design excellence" (Direction 4.8, Liveable Communities and Neighbourhoods) and states that:

"New development should have a commitment to promote urban design excellence by having a clear commitment to quality design outcomes, including a design review in assessments of significant development projects and strengthening design capability at all levels of government."

4.5.2 LOCAL POLICY

CITY OF MELBOURNE

Clause 21.06 (Built Environment & Heritage) of the City of Melbourne MSS seeks to ensure new development is coordinated with the development of the streets, paths, parks and places in the public realm and that the built environment is designed to moderate and provide protection from disruptive climate impacts. It also seeks to ensure that the height and scale of development is appropriate to the identified preferred built form character of an area. Relevant MSS policy includes:

- Clause 21.06-1 (Urban Design) – provides guidance for design and built form in urban renewal areas, seeking to "ensure the design, height and bulk of development in the Urban Renewal Areas creates a high quality built form" (Strategy 4.1) and "ensure development in Urban Renewal Areas provides a complementary transitional scale to adjoining low scale buildings in areas where the existing built form character should be maintained" (Strategy 4.3);
- Clause 21.15-2 (Local Area policy for 'Flemington and Kensington') – provides local level design guidance including a recognition of the role and importance of the Maribyrnong River.

Local Planning Policy Clause 22.17 (Urban Design outside the Capital City Zone) provides detailed guidance on urban design outside of the central city and, amongst other guidance, for "Large and Prominent Sites". More detail on the detail of this policy is provided in Appendix C.

MOONEE VALLEY

Clause 21.05 (Built Environment) of the Moonee Valley MSS seeks to achieve contemporary development that is innovative, legible and designed in a manner that responds to its location and context.

Local Planning Policy Clause 21.04-4 (Urban Design) seeks to ensure that development achieves a balanced outcome that reflects sensitivity to both surrounding land uses and existing neighbourhood character, or any preferred character identified in the Local Planning Policy Framework - together with the need to provide a greater diversity of housing choice.

COMMON PARTICULAR PROVISIONS

Particular provisions common to the two municipalities include:

- Clause 52.07 – guidelines the loading and unloading of commercial vehicles to prevent loss of amenity and adverse effect on traffic flow and road safety; and
- Clause 52.35 – requirements for the provision of an urban context report for development greater than 4 storeys.
4.6 TRANSPORT

State and local policy provides the framework to assess the transport considerations that frame the rezoning and future redevelopment of Flemington Green and Epsom. Transport policy seeks to ensure that high trip generating activity, such as high density residential development, is situated close to goods and services and integrated with transport infrastructure. It promotes access to active modes of transport including walking, cycling and public transport; and seeks to ensure that the provision of and access to these facilities is improved. In assessing an Indicative Development Concept against the policy framework, the key considerations will be:

- Site location in terms of accessibility to existing transport infrastructure;
- The integration of any development proposals with existing or planned walking, cycling and public transport networks;
- The impact of any development proposals on the current transport infrastructure, in terms of capacity, demand, usage and traffic flows;
- Any impact potential improvements will have on transport and accessibility in the catchment;
- The location and type of any required new transport infrastructure to be provided as part of any development;
- The need for VRC access to the Racecourse and RASV access to Melbourne Showgrounds, particularly during major events.

The proposed Comprehensive Development Zone and an Indicative Development Concept have been assessed against these key transport considerations and the relevant planning policies for both the Flemington Green and Epsom sites, in Section 6.8 and Section 8.8 respectively.

4.6.1 STATE POLICY

Clause 18 (Transport) of the SPPF seeks to ensure that planning provides an integrated and sustainable transport system - that provides access to social and economic opportunities, facilitates economic prosperity, contributes to environmental sustainability, coordinates reliable movements of people and goods, and is safe.

Plan Melbourne places increased emphasis on promoting more sustainable modes of transport, such as walking, cycling and public transport. It seeks to provide an integrated transport system that connects people to jobs and services, and goods to market. Plan Melbourne seeks to strengthen transport networks in existing suburbs and improve local travel options to increase social and economic participation.

Key initiatives include:

- Improving tram travel times, capacity and reliability and extending the tram network into key urban renewal precincts (Initiative 3.1.3);
- Support growing areas of the Central City by strengthening bus services to and around Central Melbourne (Initiative 3.1.4);
- Harmonise and improve public transport services across trains, trams and buses to provide access to job rich areas in the suburbs (Initiative 3.2.2);
- Create a network of high quality cycling links (Initiative 3.4.2).

4.6.2 LOCAL POLICY

CITY OF MELBOURNE

Clause 21.09 (Transport) of the City of Melbourne MSS seeks to integrate transport and urban growth; especially in locations which can maximise the potential use of public transport. Clause 21.15-2 (Local Area policy for Flemington and Kensington) seeks to strengthen pedestrian links between Flemington Racecourse and the Footscray Botanical Gardens across the Maribyrnong River and strengthen public space and pedestrian and cycle connections on both sides and across the Maribyrnong River.

MOONEE VALLEY

Clause 21.09 (Transport and Access) of the Mooney Valley MSS provides key objectives that include reducing environmental impact and improving access to sustainable modes of transport, by encouraging new development to be located within close proximity to public transport.

COMMON PARTICULAR PROVISIONS

Relevant particular provisions that are common to both the City of Melbourne and Moonee Valley include:

- Clause 52.06 Car Parking – setting out the provision and quantum of car parking for new development (with 1 space per two bedroom dwelling, 2 spaces per three or more bedroom dwelling and 1 space per 5 dwellings for visitors);
- Clause 52.34 Bicycle Facilities - setting out the provision and quantum of bicycle spaces for new development (in developments of four or more storeys, 1 bicycle space is required to each 5 dwellings for employees/residents; and in developments of four or more storeys, 1 bicycle space to each 10 dwellings is required for visitors);
- Clause 52.36 Integrated Public Transport Planning - requiring that developments of more than 60 dwellings are referred to Public Transport Victoria.
4.7 OPEN SPACE

Open space policy creates a framework against which the rezoning of the Flemington Green and Epsom sites will be assessed in terms of the impact and requirements of an Indicative Development Proposal. Open space policy seeks to ensure that development does not adversely impact upon the open space network, in terms of the development itself and any demand generated by new residents. It seeks to grow and develop the open space network to meet the needs of the community and sets out the provisions for open space contributions for new developments. In assessing the proposals against the policy framework for open space, the key considerations will be:

‣ Understanding the distribution, type, size and adequacy of current open space provision in the surrounding catchment;
‣ Any identified need for additional open space in the Flemington, Ascot Vale and Maribyrnong areas;
‣ The impact of any development proposals on the current provision of open space, in terms of increased demand and/or the impact on the use of existing open space and connections;
‣ Providing pedestrian connectivity to existing areas of open space;
‣ Provisions for required open required contributions as part of the development, in terms of the type, amount and location; and
‣ The size, location, design and role of any open space provided as part of any development proposal.

The proposed Comprehensive Development Zone and an Indicative Development Concept have been assessed against these key open space considerations and the relevant planning policies for both the Flemington Green and Epsom sites, in Section 6.9 and Section 8.9 respectively.

4.7.1 STATE POLICY

Clause 11.03 (Open Space) of the SPPF establishes the objective “to assist in the creation of a diverse and integrated network of public open space commensurate with the needs of the community.” Relevant strategies which aim to achieve this objective include:

‣ Plan for regional and local open space networks, for both recreation and conservation of natural and cultural environments.
‣ Ensure that open space networks are linked through the provision of walking and cycle trails and rights of way, are integrated with open space from abutting subdivisions and incorporate, where possible, links between major parks and activity areas, along waterways and natural drainage corridors.
‣ Ensure that land is set aside and developed in residential areas for local recreational use and to create pedestrian and bicycle links to commercial and community facilities.
‣ Ensure that urban open space provides for nature conservation, recreation and play, formal and informal sport, social interaction and peace and solitude.

Plan Melbourne seeks to further embed the provision of open space within the policy framework. Direction 4.5 seeks to make Melbourne greener, a key initiative of which is to “provide new neighbourhood parks and open space”. (Initiative 4.5.2). This initiative seeks to ensure that the redevelopment of urban-renewal precincts and of surplus underutilised government land will provide opportunities to plan for new open space.

Plan Melbourne also seeks to protect open space waterway corridors from inappropriate development (Initiative 5.6.2), stating that “The government has introduced significantly stronger planning protections for Melbourne’s two main river corridors, the Yarra and Maribyrnong rivers. These include mandatory height controls; controls in relation to site coverage, vegetation removal and drainage requirement.”
4.7.2 LOCAL POLICY

CITY OF MELBOURNE

Clause 21.10 (Infrastructure) of the City of Melbourne MSS has a key objective to “maintain, enhance and increase Melbourne’s public open space network and promote greening of the City.” Key strategies also seek to ensure there is no net loss of public open space, to secure new public open space where opportunities arise and to provide an integrated network of public open spaces in Urban Renewal Areas.

The City of Melbourne Open Space Strategy (2012) identifies the Flemington Green and Epsom sites within the Flemington / Ascot Vale Precinct as part of the open space strategy. New open space is proposed including neighbourhood level facilities provided in a proposed ‘Capital City Open Space’ adjoining the Maribyrnong River, and two Small Local parks. The Flemington Green site/area is identified as an “Indicative area in which future Small Local open space is proposed – minimum 0.03 to 0.25 hectare in size with a 300m walkable catchment.”

Melbourne Planning Scheme Amendment C209 – Public Open Space Contributions was heard at an Independent Panel in June 2014. Following consideration of the Panel’s recommendations, the adopted amendment was sent to the Minister for Planning for approval on 3 June 2015.

MOONEE VALLEY

Clause 21.10 (Social and Physical Infrastructure) of the Moonee Valley MSS seeks opportunities to replace infrastructure or upgrade its capacity when new development takes place.

Clause 22.02 (Public Open Space Contributions) identifies Flemington Green within the Ascot Vale Precinct where land contributions may be sought. Policy on land contributions greater than 5% states that “Land Contributions greater than 5% may be required for the subdivision of land into more than ten lots when located within the precincts where land contributions may be sought.”

Schedule 1 to Clause 52.01 (Particular Provisions) sets out the requirement that in the case of subdivisions of more than ten lots, the schedule requires:

- Five percent where provided as a percentage of the site value of the land;
- Five percent or greater subject to negotiation of the density and layout of development where provided as land.

The Moonee Valley Open Space Strategy (2009) is a reference document to key open space policy contained in the planning scheme. Within the Open Space Strategy, the Flemington Green site is contained with the Ascot Vale Precinct (Sub Precinct 3032A). The strategy states that in Sub-precinct 3032A:

There are no gaps in open space distribution in this sub-precinct, with a diversity of open space providing both formal sporting and informal recreational use. There are, however, gaps in the linear open space system along the Maribyrnong River south of Riverside Golf Course. The gaps have been identified in the Moonee Valley Planning Scheme with Public Acquisition Overlays over the river frontage of private properties downstream of Riverside Golf course to Fisher Parade.

The Epsom site sits outside of the Moonee Valley municipal boundary, but adjacent to the Newmarket Precinct. The strategy for this precinct states that:

There is an under-supply of open space in Newmarket and it is therefore anticipated that additional Small Local open space will be required to cater to both the new and existing population. Residential contributions to open space will be established by the mandatory open space contribution rate. Contributions will be negotiated for the new non-residential population with individual developers.
4.8 ENVIRONMENT & SUSTAINABILITY

- Planning policy is placing increasing emphasis on achieving better environmental and sustainability planning outcomes, driven by the impacts of climate change. Existing, and particularly new and emerging policy is providing more detailed guidance on the integration of sustainable planning, design and construction into new development proposals, such as energy efficiency requirements, ESD and WSUD. The key considerations for any future development of the site include:
  - Impacts in terms of energy, water use, and wastewater management;
  - Any adverse impact on biodiversity, habitats and native vegetation on and surrounding the site;
  - Consideration of how the impacts of any development will be mitigated or offset, including the provision of open space and links to pedestrian and cycling networks;
  - The incorporation of sustainable development principles in terms of energy efficiency, water conservation, stormwater management and waste water treatment;
  - Building design, such as the provision of good natural light and ventilation, and
  - Compliance with sustainability requirements, such as WSUD, ESD and the Green Star - Multi Unit Residential rating.

The proposed Comprehensive Development Zone and an Indicative Development Concept have been assessed against these sustainable development considerations and the relevant planning policies for both the Flemington Green and Epsom sites, in Section 6.10 and Section 8.10 respectively.

4.8.1 STATE POLICY

Environment and sustainable development policy is contained across a number of policy themes and clauses as part of the wider policy framework. Within the SPPF, these include:

- Clause 12 (Environment and Landscape Values) seeking to implement environmental principles for ecologically sustainable development that have been established by international and national agreements.
- Clause 14 (Natural Resource Management) seeking to ensure that water resources are managed in a sustainable way, including the use of alternative water sources such as rainwater tanks, stormwater and recycled water by governments, developers and households, and effluent recycling.
- Clause 15 (Built Environment) seeking to ensure all building, subdivision and engineering works should include efficient use of resources and energy efficiency.

Plan Melbourne seeks to place renewed emphasis on sustainability and the need to ensure this is an integral part of new development. Key initiatives under the Environment and Water theme include:

- Accommodate the majority of new dwellings in established areas within walking distance of public transport (Initiative 5.1.1).
- Prepare and implement a whole-of-water cycle management plans in Melbourne’s Sub-Regions (Initiative 5.5.1).
- Support Local Governments and the private sector in their efforts to promote energy efficiency (Initiative 5.7.1).
- Develop new waste systems to meet the logistical challenges of medium and higher density developments (Initiative 5.8.2).
4.8.2 LOCAL POLICY

CITY OF MELBOURNE

Sustainability and environmental policy in the City of Melbourne MSS is contained in:

- Clause 21.05 (Environment and Landscape Values) which seeks to protect significant biodiversity and native vegetation.
- Clause 21.06-3 (Sustainability) which aims to create an environmentally sustainable urban environment with reduced greenhouse emissions.

Local Planning Policy Clause 22.19 (Energy, Water and Waste Efficiency) requires all applications (Over 2,000sqm) to be accompanied by an Environmentally Sustainable Design Statement. Residential buildings over 5,000sqm are required to be assessed against the following performance measures:

- Water - 1 point for Wat-1 credit under a current version of the Green Building Council of Australia’s Green Star – Multi Unit Residential rating tool or equivalent.
- Waste - A Waste Management Plan prepared in accordance with the current version of the City of Melbourne’s Guidelines for Waste Management Plans.
- Over 5,000 square metres gross floor area – require the same minimum energy, water & waste requirements as above plus a 5 star rating under a current version of Green Star – Multi Unit Residential rating tool or equivalent.

Local Planning Policy Clause 22.23 (Stormwater Management - Water Sensitive Urban Design) requires new buildings to be accompanied by a Water Sensitive Urban Design Response.

MOONEE VALLEY

Clause 21.04 (Sustainable Environment) of the Moonee Valley MSS outlines that Council has set targets to reduce emissions in order to prevent the worst effects of climate change and its damaging economic, social and environmental consequences. Strategies to achieve this include encouraging development which reduces the dependence on private motor vehicle travel, encourage heat resilient buildings with appropriate material selection, promote waste management that reduces emissions from landfill and encourage planting and landscaping in the public realm.

COMMON PARTICULAR PROVISIONS

Clause 52.16, Native Vegetation seeks to ensure permitted clearing of native vegetation results in no net loss in the contribution made by native vegetation to Victoria’s biodiversity. This clause is not applicable given the lack of native vegetation on the subject sites.
4.9 INFRASTRUCTURE

Social and physical infrastructure policy guides the impact on and provision of new infrastructure that may arise as a result of the development. Policy seeks to ensure that existing physical and social infrastructure is not adversely impacted by the proposals and that any new infrastructure is provided where required. Any development would need to consider:

- The capacity of existing servicing and utilities and the need for improved/new infrastructure;
- The impact on existing social and community facilities, such as education, health and community establishments;
- Requirements to provide or contribute new community facilities as part of the development; and
- Implications for the social and demographic fabric of existing communities.

The proposed Comprehensive Development Zone and an Indicative Development Concept have been assessed against these key infrastructure considerations and the relevant planning policies for both the Flemington Green and Epsom sites, in Section 6.12 and Section 8.12 respectively.

4.9.1 STATE POLICY

Clause 19 (Infrastructure) of the SPPF seeks to plan for the development of social and physical infrastructure and for it to be provided in a way that is efficient, equitable, accessible and timely. Clause 19 seeks to:

- Provide for social needs by providing land for a range of accessible community resources, such as education, cultural, health and community support (mental health, aged care, disability, youth and family services) facilities;
- Planning for growth in a logical and efficient manner with the provision and maintenance of infrastructure;
- Strategic planning for the efficient use of existing infrastructure and human services; and
- Consideration of the use of development contributions (levies) in the funding of infrastructure.

4.9.2 LOCAL POLICY

CITY OF MELBOURNE

Clause 21.10 (Infrastructure) of the City of Melbourne MSS seeks to ensure that growth and development in the municipality match the provision of infrastructure. Clause 21.10-5 relates to ‘Community Facilities’ which seeks to provide facilities which meet the needs of the community.

MOONEE VALLEY

Infrastructure policy in the Moonee Valley MSS is contained in Clause 21.10 (Social and Physical Infrastructure). Key objectives seek to ensure that the infrastructure system is able to accommodate new development and that there is adequate provision to community facilities.
4.10 HERITAGE

Heritage policy is an important consideration for the redevelopment of Flemington Green and Epsom due to the heritage significance of Flemington Racecourse and the prevalence of heritage assets in proximity to the sites, including the Former Jockeys’ Convalescent Lodge within the Epsom site and an original Bluestone Wall to the south of Flemington Green. Policy seeks to ensure that these features are protected and that development respects their heritage value. The key considerations for any redevelopment proposals include:

- The level of heritage significance of heritage sites adjacent to Flemington Green and the Epsom site, including the Jockeys’ Convalescent Lodge adjacent at the Epsom site and the original Bluestone Wall to the south of Flemington Green;
- The design of proposals and impact on identified heritage listed features – particularly in terms of maintaining an adequate curtilage and setback to these assets;
- The impact of the site on the Heritage Listed Flemington Racecourse precinct and its key assets;
- Requirements for the protection of heritage features during any construction and operation phase of site development; and
- The requirement for additional approvals, such as Heritage Victoria.

The proposed Comprehensive Development Zone and an Indicative Development Concept have been assessed against these key heritage considerations and the relevant planning policies for both the Flemington Green and Epsom sites, in Section 6.7.5 and Section 8.7.5 respectively.

4.10.1 STATE POLICY

Clause 15 (Built Environment and Heritage) seeks to ensure that all new land use and development appropriately responds to its landscape, valued built form and cultural context, and protect places and sites with significant heritage, architectural, aesthetic, scientific and cultural value.

Clause 15.03 (Heritage Conservation) sets out a number of strategies, recommending the need to:

- Identify, assess and document places of natural and cultural significance as a basis for their inclusion in the planning scheme.
- Provide for the conservation and enhancement of those places which are of aesthetic, archaeological, architectural, cultural, scientific, or social significance, or otherwise of special cultural value.
- Encourage appropriate development that respects places with identified heritage values and creates a worthy legacy for future generations.
- Retain those elements that contribute to the importance of the heritage place.
- Encourage the conservation and restoration of contributory elements.
- Ensure an appropriate setting and context for heritage places is maintained or enhanced.
- Support adaptive reuse of heritage buildings whose use has become redundant.

4.10.2 LOCAL POLICY

CITY OF MELBOURNE

Clause 21.06 (Built Environment & Heritage) of the City of Melbourne MSS seeks to conserve and enhance places and precincts of identified cultural heritage significance.

Local Planning Policy Clause 22.05 (Heritage Places Outside of the Capital City Zone) aims to conserve all parts of buildings of historic, social or architectural interest which contribute to the significance, character and appearance of the building, streetscape or area.

MOONEE VALLEY

Clause 21.06 (Built Environment) of the Moonee Valley MSS seeks to conserve the historic fabric and quality of places of cultural heritage significance including buildings, streetscapes, gardens and archaeological sites.
A. FLEMINGTON GREEN
FIVE EXISTING SITE ANALYSIS

This section provides analysis of the existing site conditions at Flemington Green. The subject site has been reviewed in detail through a number of technical assessments. These technical reports are provided as supporting material to this submission. The specific site conditions, together with our understanding of the broader context, have helped to shape the proposed planning zone control for Flemington Green, in terms of the objectives and requirements.

This section provides an assessment of the existing situation in terms of:

- Site context;
- Topography and views;
- Transport;
- Open space;
- Heritage;
- Environmental and site conditions; and
- The relationship of Flemington Green and the Melbourne Showgrounds.

5.1 CONTEXT

The Flemington Green site is an agglomeration of land titles around Fisher Parade and Leonard Crescent, to the north of Flemington Racecourse. Current key uses within the site include:

- Existing residential properties situated on the northwest corner of the site which front Fisher Parade to the west;
- Land to the west of Leonard Crescent which is a former track area, which is now used as an area for informal overflow car parking;
- Land to the south of the Leonard Crescent that has been utilised for TV broadcast vans during race meetings. This land is vacant for the majority of the non-racing season and has a site interface to the heritage bluestone wall; and
- Land to the east of Leonard Crescent which has an interface to the railway line and Melbourne Showgrounds and is currently used as the VIP car park during major events.

FIGURE 20. THE SITE IN ITS CURRENT CONTEXT.
FIGURE 20.

THE SITE IN ITS CURRENT CONTEXT.

PICTURE 3 – RESIDENTIAL PROPERTIES FRONTING FISHER PARADE

PICTURE 4 – LAND WEST OF LEONARD CRESCENT - FORMER TROTting TRACK

PICTURE 5 – LAND SOUTH OF LEONARD CRESCENT – BLUESTONE WALL INTERFACE

PICTURE 6 – EXISTING VIP CARPARK
FIGURE 21. SURROUNDING URBAN FORM

KEY DIRECTIONS

- Maximising the future development potential of the whole Racecourse Rail Corridor Urban Renewal Area to ensure efficient use of land;
- The proximity of the site to the railway station and future potential for this to be upgraded beyond an event only line;
- Development to be setback from the bluestone heritage wall of the Racecourse; and
- Undertake modelling of overshadowing and wind tunnel impacts of new built form on existing adjoining development including open areas for Melbourne Cup (racedays) at Flemington.
FIGURE 22. BUILDING HEIGHTS

Legend
- Hill Site
- Building Heights
  - 1 - 2 storeys
  - 2 - 3 storeys
  - 4-8 Storeys
  - 10 storeys

KEY DIRECTIONS
- Building to minimise overshadowing of adjoining residential uses.
- Buildings to minimise overshadowing of Flemington Racecourse open areas on Melbourne Cup Carnival;
- Built form to provide a variety of residential accommodation types;
- Buildings to be setback a minimum of m from the bluestone heritage wall;
- Building materiality to respond and complement existing and future character of Flemington Racecourse so as to contribute positively to the identity of the racecourse.
Key land uses that surround the site include:

North West – residential and some former equine related uses along Fisher Parade and Leonard Crescent, leading into the Ascot Vale suburban hinterland. Existing land uses adjacent to the site are in a period of transition as equine related entities leave the area and landholdings are increasingly being developed for multi-unit and medium density residential uses.

North East – land to the north east of the site provides an interface with western extent of the Melbourne Showgrounds major events venue.

South West – to the immediate south west of the site is a heritage bluestone wall which remains within the VRC’s landholdings and is identified as an important heritage asset. Beyond this, wider VRC landholdings and the Flemington floodplain slope westwards toward the Maribyrnong River Valley.

South East – to the immediate south east of the site is Flemington Rail Station which is at the conclusion of the Flemington Rail Spur. Beyond this sits the Flemington Racecourse grandstands, betting ring and core visitor complex.
PICTURE 7 - RESIDENTIAL USES ON LEONARD CRESCENT NORTH OF THE SITE

PICTURE 8 - INTERFACE TO MELBOURNE SHOWGROUNDS

PICTURE 9 - FLEMINGTON RAILWAY STATION

PICTURE 10 - REAR OF PROPERTIES FRONTING FISHER PARADE, ADJACENT TO THE MARIBYRNONG RIVER
5.2 TOPOGRAPHY & VIEWS

Flemington Green sits at the termination of the ridgeline, where land starts to fall away to the southwest of the site towards the Maribyrnong River. It is on a natural peninsula with significant sweeping views and excellent visual amenity in all directions. Key views include:

- Views to Maribyrnong River Valley to the west;
- Long distance views of the CBD skyline to the east;
- Long distance views to Port Phillip Bay to the south east; and
- Immediate views of the racecourse and river flats to the south-east.

Figure 24 provides an illustration of the topography and key sight lines that characterise the Flemington Green site.

![Figure 23. SITE TOPOGRAPHY AND VIEWS, FLEMINGTON GREEN](image-url)
5.3 TRANSPORT

Flemington Green is easily accessible to all modes of transport, including connections to the Maribyrnong River Valley pedestrian and cycle trail, bus rail and tram routes and the primary road network. Figure 25 provides an illustration of the existing accessibility and movement network.

- Development of the Hill Precinct site to be of a scale and intensity aligned with the future intent of the Urban Renewal Area and the upgrading of services along the Flemington spur of the railway line to commuter services.
- In the meantime existing bus routes service the site and provide interchanges to key rail stations. Demand and frequency for this service generated as part of this development should be monitored in line with service provision and improved where required.
- Improvements to the cycle network along Fisher Parade should be made, where possible, to ensure conditions are consistent and safe. Alternatives to access the River Corridor, such as through the VRC site, should be explored along with the inclusion of additional signage to assist in wayfinding.
5.3.1 PEDESTRIAN & BICYCLE ACCESS

The site is generally well served by pedestrian footpaths and the surrounding area supports pedestrian movement and access. The pedestrian links provide access to key destinations including the Maribyrnong River Corridor and the Epsom Road Shopping Precinct/tram connections (via Langs Road).

The site is within proximity to a number of high quality off-road bicycle routes, which provide excellent bicycle access to the CBD/Docklands, Footscray and Highpoint Shopping Centre. Informal routes on residential streets also provide safe cycling conditions. Flemington Green is well served by bicycle routes, particularly along the Maribyrnong River between Footscray and the CBD.

There are opportunities to improve cycling facilities in proximity to the site, such as improvements to on-road cycling along Fisher Parade, better way-finding to assist cyclists in connecting to key destinations and links to the wider cycling network on Smithfield Road, through VRC land along the Maribyrnong River.

The future development of the site can leverage these active transport opportunities by adopting a ‘pedestrian first’ approach to the layout of the overall site, provision of multiple pedestrian only paths and shared accessways for people, bikes and cars. This approach can be further enhanced by creating shared carparking areas with a limited number of access points thereby minimising the potential for conflict between pedestrians and vehicles.

5.3.2 PUBLIC TRANSPORT

There are several bus services in the vicinity of Flemington Green that connect to destinations across the metropolitan area, including the CBD, Moonee Ponds, Footscray, Yarraville, Highpoint and Williamstown. Key services include:

- Route 472 - connecting Moonee Ponds and Williamstown and operating along Fisher Parade (adjacent to the site), linking to central Footscray train station which provides high frequency connections into the CBD. The service runs at a frequency of approximately every 15/30 minutes on weekdays and hourly at weekends.
- Route 409 - operates along Farnsworth Avenue (turning on Cumberland Drive approximately 600m from the site), between Yarraville, Footscray and Highpoint Shopping Centre. The service runs at a frequency of approximately every 30 minutes to 1 hour on weekdays and hourly at weekends.

The 472 service provides the highest frequency and greatest accessibility to Flemington Green. It also provides good interchange opportunities and access to services and facilities at Footscray, Moonee Ponds and Ascot Vale activity centres. A key consideration for bus services in proximity to the site is accessibility and safety, with bus stops on Fisher Parade / Langs Road being potentially difficult to cross for older or impaired users.

Key tram routes operate to the east and west of the site. Route 57 is the most accessible service for Flemington Green, which travels along Epsom Road approximately 1km from the site. The service connects West Maribyrnong with the CBD (Elizabeth Street). Route 82 travels along Droop Street, across the Maribyrnong River, close to the Victoria University Footscray Park Campus and approximately 1km from the Flemington Green site. The service runs between Footscray to Moonee Ponds, which provides connections on to the CBD.

Flemington Green has moderate access to metropolitan rail services and is within the wider catchment of the following stations:

- Newmarket Station – approximately 2km from the site on the Craigieburn Line;
- Ascot Vale Station - approximately 2km from the site on the Craigieburn Line; and
- Footscray Station - approximately 2.5km from the site on the Sydenham, Werribee and Williamstown Lines.

These services provide high frequency heavy rail services between the CBD and to the northern and western suburbs, with peak services running every 5 to 10 minutes, with journey times to the CBD ranging from 10 to 18 minutes. However, due to overcrowding and limited capacity, the Regional Rail Link project, which is due for completion in 2015, will boost capacity on the Craigieburn and Sydenham lines to cater for patronage growth in these areas.

Rail services on the Flemington arm, including stations at Flemington Racecourse and the Showgrounds, provide a limited service for events only with no regular services. However, in the context of potential future redevelopment of this precinct for high-density development (designated in existing and emerging policy as an urban renewal area as part of the Flemington Rail Corridor), this arm of the railway provides existing infrastructure that is currently underutilised. It presents a potential future opportunity to provide additional capacity to cater for increased population growth in Flemington, Ascot Vale and Maribyrnong.
5.3.3 VEHICULAR ACCESS

Flemington Green can be accessed from a number of gateways, with primary highway access from the north-south via Fisher Parade. Fisher Parade is a secondary arterial road, which connects Farnsworth Avenue in the south and Langs Road in the north to form a link between Epsom Road and Ballarat Road. Fisher Parade provides a single lane carriageway in each direction, with on-road bicycle provision and on-street car parking.

Access to the central site is provided from Leonard Crescent at the northern end of the precinct, which dissects the site and connects with Fisher Parade in the west. Leonard Crescent is a local residential street, which currently provides access to the Royal Melbourne Showgrounds, Flemington Racecourse, and adjacent residential properties; with direct driveway access currently provided for residential lots adjacent to Fisher Parade. All access points via Leonard Crescent are generally unrestricted, other than the Hill Gate, which is closed during the Melbourne Cup Carnival.
FLEMINGTON GREEN IN EVENT MODE

During major events at Melbourne Showgrounds and the Flemington Racecourse, Flemington Green has an increased level of activity with a range of operational management controls enforced during event conditions. Movement and accessibility in event mode is illustrated in FIGURE 24. Key changes to accessibility and movement in the precinct include:

‣ Pedestrians – primary pedestrian access during event mode is via Hill Gate, which connects Leonard Crescent to the Racecourse’s main grandstand area and betting ring. Access to the racecourse is also provided via the Riverbank Entry, which is located off Fisher Parade adjacent to the Maribyrnong River Bridge.

‣ Train - the Flemington rail line is an event only spur terminating at Flemington Station, which is in use for major event days such as the Melbourne Cup Carnival, the Royal Melbourne Show.

‣ Shuttle Bus – An existing shuttle bus drop off and pick up for major events is located along the eastern side of Leonard Crescent. This provides linkages to Footscray Station.

‣ Taxi - Leonard Crescent and the Hill Gate entrance to the racecourse provide the official taxi drop off locations for major events, including the Melbourne Cup Carnival.

‣ Limousine - the Showgrounds land to the north of the Flemington Green site is utilised during event days for Limousine Drop off and holding bay.

‣ Car - Leonard Crescent becomes a one way street during events with cars entering from the north, turn west and exit onto Fisher Parade. VIP parking is provided on the easterly Hill land.

KEY DIRECTIONS

‣ Maintain existing alignment of Leonard Crescent and one-way function during event mode

‣ Provide generous hardstand public realm between Leonard Crescent, the Hill Gates and Flemington Racecourse rail station platform

‣ Investigate the opportunity to provide an additional road connection between Leonard Crescent and Fisher Parade to allow for more vehicle movements and facilitate vehicle access to the development.

‣ Provide taxi and shuttle bus kerbside allocation for use during event days

‣ Investigate opportunities to design road network to balance pedestrian and vehicle priorities on race days
FIGURE 24. FLEMINGTON GREEN IN EVENT MODE (EXISTING SITUATION)
5.4 OPEN SPACE

Whilst there is no public open space in the immediate vicinity of the site, Flemington Green sits adjacent to the Maribyrnong River Valley. The riverside precinct provides a range of formal and informal open space and recreation facilities approximately 400 to 600 metres to the south west of Flemington Green, offering a range of passive and active recreation options and facilities. The site is also served by existing areas of open space within the western suburban areas of Ascot Vale and further north along the Maribyrnong River corridor.

The Moonee Valley Open Space Strategy (2009) identifies Flemington Green as within the Ascot Vale suburb (sub-precinct 3032A). Ascot Vale has an identified 52.21 hectares of open space (36.2 hectares excluding restricted open space); totalling 15.6 per cent of total suburb area and equal to 425sqm per person. The strategy states that in Ascot Vale Sub-Precinct 3032A:

*…There are no gaps in open space distribution in this sub-precinct, with a diversity of open space providing both formal sporting and informal recreational use. There are, however, gaps in the linear open space system along the Maribyrnong River south of Riverside Golf Course. The gaps have been identified in the Moonee Valley Planning Scheme with Public Acquisition Overlays over the river frontage of private properties downstream of Riverside Golf course to Fisher Parade…*

Key open space areas in the Ascot Vale area, within proximity to the Flemington Green site, include:

- Thornbury Reserve (0.8ha) - local open space (0.4km);
- H W Cousins Reserve (0.1ha) - small local play / linking space (0.5km);
- Victory Park (3.7ha) - municipal sporting formal open space (0.8km);
- Riverside Golf Course (16ha) – restricted open space (0.8km);
- Fairbairn Park (26ha) – regional sporting open space (1.2km); and
- Walter Street Reserve (4.9ha) - municipal sporting open space (1km).

The Maribyrnong River Valley is a major area of linear open space. The river and its adjacent parklands are recognised as an important regional natural and recreational resource and is one of Melbourne’s most important waterways. The gateway to this open space is approximately 500m from the site on Farnsworth Avenue. Other areas of open space are located on the western banks of the Maribyrnong River, within between 500m and 2km of the Flemington Green, including:

- Footscray Park;
- Quarry Park;
- The Henry Turner Memorial Oval;
- The Mervyn G Hughes Oval;
- Pipemakers Park; and
- The DF Thompson Reserve.

Access to certain elements of the Flemington Racecourse is available to the public. Whilst the stabling areas, grandstands and the track are off limits, the wetlands provide a passive open space area, accessed via pedestrian paths within racecourse. The VRC close the racecourse outside of daylight hours and limit access when events are on.
5.5 HERITAGE

Flemington Green is partially covered by a Heritage Overlay (HO272), under the City of Melbourne Planning Scheme. The Heritage Overlay seeks to conserve heritage places of natural and cultural significance and relates to ‘Flemington Racecourse, Epsom Road and Smithfield Road’. HO272 is included on the Victorian Heritage Register (VHR H2220) in respect of its state significance. A Bluestone Wall (listed F6 in the Victorian Heritage Register) is considered an important heritage feature and is situated along the southern boundary of the Flemington Green site. It is the only identified item of heritage significance within immediate proximity of the site.

The VHR citation for Flemington Racecourse indicates that “the bluestone walls at the base of The Hill and along Fisher Parade and Leonard Crescent are also of interest as examples of nineteenth century bluestone construction”.

VRC sought advice from Lovell Chen on the potential for development in the Flemington Green precinct. The advice of Lovell Chen included the following:

- **Setbacks to the heritage wall**
  - New development should be setback between 6 and 8 metres from the wall.
  - Free space should be retained around the wall, to maintain its setting and presentation.
  - Development on registered land area
  - Development in the eastern portion of the Hill Precinct is generally not constrained in heritage terms in regards to height and density.

To fully understand the cultural and historical heritage significance of the site, an Aboriginal Historical Heritage Assessment (AHHA) and Cultural Heritage Management Plan (CHMP) have been undertaken. The AHHA was undertaken in 2012 and led into the preparation of a CHMP in 2014. These assessments are provided as an appendix to this report and a summary of the findings is provided overleaf.
5.5.1 ABORIGINAL AND HISTORICAL HERITAGE

An Aboriginal and Historical Heritage Assessment (AHHA) was previously prepared for Flemington Green in 2012, including the subject site and land to the south between Fisher Parade and the Racecourse, as illustrated in Figure 24.

The study provides an assessment of Aboriginal cultural heritage and non-Aboriginal heritage/archaeological significance.

A desktop assessment was undertaken that indicated that there are two Aboriginal archaeological sites previously recorded within a 2 km radius of Flemington Green, but that no sites were located in the activity area. The desktop assessment concluded that isolated artefacts and artefact scatters were the types of Aboriginal sites most likely to occur within the area.

A standard assessment was undertaken that identified no Aboriginal archaeological sites. One area of Aboriginal Cultural Heritage potential was located, as illustrated in Figure 27. This area is deemed likely to contain Aboriginal archaeological material below the fill layer, as rises in the landscape were generally favoured by Aboriginal groups in the past as camping sites.

No new archaeological sites were identified within the study area. One area likely to contain historical heritage was identified within the activity area, comprising units D, E and F. Background research indicates that houses once stood in these areas and were demolished prior to 1931, and that there is potential for historical deposits associated with these houses.

The report makes recommendations in relation to non-aboriginal heritage within the activity area and notes that prior to any works commencing, a permit to disturb is required from Heritage Victoria (this is related to the bluestone wall.)
5.5.2 CULTURAL HERITAGE MANAGEMENT PLAN

A Cultural Heritage Management Plan (CHMP) was prepared by Ecology & Heritage Partners Ltd in January 2014. It provides an assessment of Aboriginal heritage issues and is required due to the site’s location within an area of cultural heritage sensitivity being located within 200 metres of the Maribyrnong River waterway.

The desktop assessment was undertaken which reflected the findings of the AHHA. A complex assessment and subsurface testing program was conducted in October-November 2013. The complex assessment located a total of 20 artefacts, comprising one Aboriginal cultural heritage place which is referred to as the VAHR 7822-3726 (Leonard Crescent Artefact Scatter) which is situated to the north of Flemington Green, as illustrated in Figure 28.

The CHMP sets out a series of recommendations to avoid and minimise harm to the Leonard Crescent Artefact Scatter. It notes that due to the nature of the proposed development, it is not possible to avoid or minimise harm to the site and no specific harm avoidance or minimisation strategies are proposed. It recommends that a salvage program is appropriate, which seeks to retrieve artefacts during site excavation - full details of these recommendations are provided in the detailed CHMP.

The CHMP concludes that “this recommendation is considered an appropriate measure by all parties, given the density (of artefacts) and moderate significance of the site, given avoidance of the site is not possible”.

The CHMP was formally approved by the Wurundjeri Tribe Land and Compensation Cultural Heritage Council in February 2014. The findings of the CHMP do not preclude the use of Flemington Green land for residential development, but any development to be undertaken on the site will need to respond to the management recommendations in the approved plan. This can be a condition of future permit approvals.

FIGURE 28. HILL SITE CHMP, LEONARD CRESCENT ARTEFACT SCATTER
Source: Ecology and Heritage Partners, CHMP, January 2014
5.6 ENVIRONMENTAL & GROUND CONDITIONS

A number of technical studies have been undertaken to understand the impact of existing environmental and ground conditions on the development potential of Flemington Green. These include:

- A Flora and Fauna Study – to evaluate the existing flora and fauna values of the site;
- An Arboricultural Assessment – to understand the potential impact of the development on significant trees within the subject site;
- An Environmental Site Assessment – to assess soil and groundwater conditions; and
- A Geotechnical Investigation – to understand sub-surface conditions.

A summary of the key findings of these studies is provided below and the detailed technical studies are contained as an appendix to this submission or on request. All studies conclude there are no impediments to the future use of the land for residential purposes.

5.6.1 FLORA AND FAUNA

Ecology Australia prepared a Flora and Fauna Survey for both the Flemington Green and Epsom sites in August 2011. The assessment found that 89 flora species and a total of 16 fauna species were recorded in the wider study area. The study considers that the redevelopment of Flemington Green and the Epsom site is unlikely to have a significant impact on threatened flora, fauna or ecological communities. As such, the report concludes that:

“The history of land-use of the study has resulted in the removal of almost all native vegetation. Only nine native flora species were recorded on the site, none of which were rare or threatened species or had large populations. No threatened fauna species are considered likely to occur or be reliant upon the study area”.

In March 2014, Ecology Australia provided an updated due diligence assessment of the 2011 study, which found that:

“Given the nature of the study area and the absence of remnant native vegetation, we consider that it is highly unlikely that the ecological values of the site have materially improved in the intervening three years. We also consider that, given the reduced development footprint, and assuming the above recommendations are implemented, it is highly unlikely that the proposed development will have a significant impact on threatened flora, fauna or ecological communities”.

In summary, the rezoning of Flemington Green for the purposes of residential redevelopment is not considered to adversely impact on the existing flora and fauna values of the Flemington Racecourse precinct.
5.6.2 ARBORICULTURE

An arboricultural assessment of Flemington Green site was undertaken by Tree Logic Pty Ltd in March 2014. 44 trees were inspected within the nominated study area - these are illustrated in Figure 29. The assessment found that there were no outstanding arboricultural features to warrant a high arboricultural rating, however, twenty six trees and three 'tree groups' were of moderate arboricultural value and could be expected to continue contributing to the landscape if provided appropriate space and protection. The remaining fifteen trees were of lower merit, primarily on account of smaller size and their more limited landscape impact.

In summary, it is not considered that any trees at Flemington Green are of significance in terms of their arboricultural merit that they require retention. The full detailed assessment, undertaken by Tree Logic Pty Ltd, is provided as a technical appendix. This report provides an arboricultural rating and landscape value rating to assist in guiding the future management considerations for the retention of existing trees, should they be retained as part of a future development application.

FIGURE 27. HILL SITE ARBORICULTURAL ASSESSMENT
Source: Tree Logic Pty Ltd, Arboricultural Assessment, March 2014
5.6.3 ENVIRONMENTAL SITE ASSESSMENT

A preliminary Environmental Site Assessment (ESA) was undertaken by Golder Associates (report dated 19 March 2014) for Flemington Green to assess the contamination status of the site as well as soil and groundwater conditions, drawing on a Phase 1 site assessment undertaken in September 2011. The latest assessment considered that the soils on site present a low risk to the proposed high density residential use and that no remediation is required to allow the proposed use of the land for residential uses.

The report makes a number of conclusions around management of the site during excavation, off-site disposal of any fill cut from site etc. These are matters of detail that could form part of a planning permit issued for development of the site at a future point.

Based on this assessment, it is not considered that the existing on-site soil or groundwater conditions would provide a barrier to the development of Flemington Green for residential uses including the construction of sub-surface/basement car parking.

5.6.4 GEOTECHNICAL INVESTIGATION

In November 2013, Golder Associates Pty Ltd undertook a geotechnical investigation for Flemington Green. The report provides the results and findings of the geotechnical investigation to understand and provide recommendations on sub-surface conditions with regard to the proposed development of the site.

The study provides a number of recommendations relating the building works and proposed development on the site in relation to:

- Potential building footing systems including likely founding depths, allowable bearing pressures for pad footings and allowable unit stresses for bored piles.
- Earthquake risk classification.
- Suitable basement retention systems and design earth pressures.
- Excavation characteristics of subsurface materials likely to be encountered during construction.

The report does not preclude the potential rezoning and subsequent development of residential development, including multi-storey with basement excavation, on the Flemington Green site.

Given the highly detailed engineering nature of the Environmental Assessment and the Geotechnical Assessment, both are extensive documents. They have not been provided in the technical documents supporting the application; however both are available on request.
5.7 INTERACTION WITH THE MELBOURNE SHOWGROUNDS

The Victoria Racing Club has a longstanding relationship with the Royal Agricultural Society of Victoria (RASV), with regard to the shared use of facilities between Flemington Racecourse and the Melbourne Showgrounds. In particular, the two share carparking.

In 1882, the RASV permanently reserved 30 acres of land in Flemington / Ascot Vale, with the first show being held from 7 to 9 November 1883. Over the years, the RASV acquired landholdings and up until 2005, the Melbourne Showgrounds covered an area of 67 acres (27 hectares). In 2005, the Melbourne Showgrounds underwent a major $106 million redevelopment in conjunction with the Victorian State Government. Features of the redeveloped site include a grand pavilion, a town square, revitalized main entrance and boulevard, new exhibition space and an outdoor animal competition area.

The Showgrounds host a range of events throughout the year, including:

- The annual Royal Melbourne Show;
- Large music festivals, such as Soundwave and Stereosonic;
- A number of expo’s, conferences, trade shows and exhibitions.

The redevelopment of Flemington Green is likely to have some impact for the Showgrounds and its ongoing operations. Key considerations include:

- The loss of car parking at the Hill - the VRC presently allow the use of its car parks, including the Hill Car Park, for major events at the Showgrounds;
- The impact of noise generated by events for new residents in the area;
- The provision of existing pedestrian access between car parks and facilities at the Showgrounds and Flemington Racecourse; and
- The impact of longer term potential redevelopment plans for the Showgrounds.

The operations teams of both RASV and VRC have worked together throughout early 2014 to ensure that the loss of car parking at Flemington Green can be accommodated elsewhere within the racecourse site. Plans showing future layout of the site in event mode are presented in the Urban Context Report.

5.8 SUMMARY

An assessment of existing site conditions as expressed in the various technical reports demonstrates that Flemington Green is suitable for residential land uses based on existing on-site conditions. The assessment concludes that:

- Existing and future land uses surrounding the site would complement an intensity of built form, and the natural topography of the site offers the opportunity to develop landmark built forms that characterise the transition between Flemington Racecourse and the Ascot Vale hinterland.
- The site is serviced by excellent pedestrian and cycling links, including direct access to the Principal Bicycle Network which currently runs along Fisher Parade/Langs Road and along the southern bank of the Maribyrnong.
- The site is within close proximity to the Maribyrnong River Valley, which offers a range of formal and informal open space along either side of the river reserve and within 500m of the site.
- A heritage bluestone wall would require an appropriate curtilage to be respected as part of any redevelopment proposal. In addition, an area of aboriginal heritage scatter would require monitoring and detailed planning requirements as part of any redevelopment of the site.
- Site environmental, arboricultural and ground conditions would not provide any significant constraints to the development of the site as a result of:
  - The limited flora and fauna value of the site and in particular, threatened flora, fauna or ecological communities;
  - The absence of trees that are of a high arboricultural value, with only moderate or lower value trees occupying the site;
  - Existing soils and groundwater conditions presenting a low risk to the proposed redevelopment, with no remediation required; and
  - The results of a geotechnical investigation to understand sub-surface conditions, which do not prevent the excavation and redevelopment of the site.
This section provides an assessment of the proposed amendment for Flemington Green, including its response to the policy and controls framework. An ‘Indicative Development Concept’ has been provided to enable an informed consideration of the potential outcomes from the amendment, and to illustrate the use and development outcomes that the amendment and proposed planning controls could deliver.

6.1 OVERVIEW

The consideration of the amendment proposal has been cognisant of Ministerial Direction No.11 (Strategic Assessment of Amendments) that applies to the preparation of all planning scheme amendments and sets out strategic considerations that must be addressed. The guidelines inherently require a triple bottom line consideration of the impacts of the proposed amendment and the development outcomes they will facilitate. The amendment is assessed having regard to the Victorian Planning Policies and objectives, Ministerial Directions, and the role of other relevant agencies.

This section briefly describes the Indicative Development Concept and then considers the amendment in the context of following key questions (with reference to the relevant parts of the Strategic Assessment of Amendment guidelines):

- How well does the proposed amendment further the intent of policy (dealing with the State Planning Policy Framework and Metropolitan Planning Policy, the Local Planning Policy Framework, the Objectives of Planning in Victoria, and Transport Integration Act requirements)?
- Are the proposed planning provisions appropriate (is proper use made of the Victorian Planning Provisions)?
- What are the potential built form outcomes facilitated by the amendment and how would they respond to the metropolitan and local context, including access and site interface considerations?
- How does the amendment address the relevant heritage issues for Flemington Green?
- How does the amendment address the potential transport and accessibility effects?
- How is open space considered in the context of the amendment?
- How does the amendment address the environmental effects and any relevant social and economic effects?
Indicative Development Concept – Flemington Green, view looking east from Fisher Parade along Leonard Crescent

Indicative Development Concept – Flemington Green, view looking north along Leonard Crescent from the Hill Gates

The building envelopes in the proposed Comprehensive Development Zone allow variations in height and setbacks.
6.2 INDICATIVE DEVELOPMENT CONCEPT

The amendment has been proposed to facilitate the future development of Flemington Green through a rezoning of the site to a Comprehensive Development Zone. It is important that the implications of the amendment are understood in terms of the proposed controls and the parameters they set from a policy, urban context and built form perspective. To demonstrate this, an Indicative Development Concept has been prepared to demonstrate the potential development outcomes that could be achieved.

The Indicative Development Concept provides a detailed indication of the type of development that could be accommodated on the site. This concept does not necessarily represent the final form of any development on the site, but reflects the type, scale and siting of development that could be accommodated within the parameters proposed under the new planning controls. The building envelopes shown in the proposed Comprehensive Development Zone for the low-rise component only allows variations in height and setbacks. Detailed plans illustrating the Indicative Development Concept have been produced by Woods Bagot and are contained as part of this submission package.

The Indicative Development Concept for Flemington Green demonstrates a proposal with a total of 736 dwellings; based on a built form that comprises of 3 towers, two street level podium buildings and a lower density precinct containing townhouse and apartment buildings up to 4 storeys. It is also proposed to provide a small amount of ancillary retail, commercial and community facilities that will provide local services for the new resident population.

A summary of the type and mix of dwellings proposed is provided in Table 2.

It is anticipated that the new residential precinct as described in the indicative development concept will be capable of housing a population in the order of 1,300 people.

Key elements of the Indicative Development Concept for the Flemington Green provide:

- A design concept that is predicated on creating a highly walkable community where there is a reduced dependence on car travel for local activities. The structure of the Flemington Green precinct is based on:
  - A focus on Leonard Crescent as that ‘main street’ of the development, creating a pedestrian friendly environment and forming the ‘backbone’ of the development.
  - A new road running east-west off Leonard Crescent. The west leg will connect with Fisher Parade enhancing the connectivity of the precinct. The east leg will run to the rail reserve and provide access to PTV controlled land adjoining the rail line.
  - A public open space area, which creates a central ‘village green’, providing communal space that defines the surrounding built form and provides a network of linkages that permeate surrounding residential courtyards.
  - A new widened north-south pedestrian link (on the alignment of an existing laneway) between the proposed new east-west road and the east-west leg of Leonard Crescent.
  - Continued and improved pedestrian access into the Hill Gate both on event and non-event days.
- A large area of publicly accessible space adjacent to the VRC’s Hill Gate. This area has been designed to:
  - Provide an open area adjacent to the podium buildings for seating and outdoor dining with future cafes.
  - Accommodate the significant flow of pedestrians during event mode who will rely on Leonard Crescent to access taxis and buses.
  - Provide a DDA compliant pedestrian path connection to the railway station.
- Improved pedestrian connectivity to key destinations such as the Maribyrnong River and Langs Road.
- Cycle connectivity that links the development to the wider Principal Bicycle Network not only on Fisher Parade, but more broadly to Smithfield Road via improved links on the eastern bank of the Maribyrnong River.
- Two podium buildings that rise between 1 and 4 storeys, containing housing and commercial/retail floorspace together with car parking and storage facilities. The podium built form is designed to reinforce the streetscape and define Leonard Crescent as a key central activity hub and spine of the wider development.
- Three landmark towers, which rise above the podium level. Towers 1 and 2 (on Podium 1) are 25 storeys (RL98.5) and 20 storeys (RL85.8) in height, and Tower 3 (on Podium 2) is 14 storeys (RL67). The CD2 preferred building envelope is set at these heights. The CD2 permits heights above the building envelope for architectural features and building service equipment including plant rooms, lift overruns, solar collectors and the like. The towers will visually define the development precinct. The concept delivers tower elements with variations in height, orientation and architectural design. The towers are located at the eastern and southern edges of the Flemington Green Precinct to enable the northern and western parts of the site to be developed as a transitional low rise precinct of a scale compatible with the established and emerging built form.

- A low-rise precinct which provides for a range of dwelling types in a number of buildings ranging in height between 1 and 4 storeys. We note the CDZ would allow up to 5/6 storeys for the low-rise. These low-rise areas provide diversity in the type of housing provided with a greater proportion of larger dwellings suited to families.
- Approximately 1,900sqm of commercial/retail space is provided at ground level fronting the Leonard Crescent streetscape. This will provide an activity street frontage and provide local facilities for existing and future residents of the area.
- Mitigation measures to alleviate the traffic impact on the surrounding road network and the provision of new public transport facilities to improve the quality and accessibility of public transport options.
- 827 car parking spaces for residents and visitors provided in a combination of basement and street level spaces, and resident and visitor bicycle spaces integrated into the building design.

The design and built form response illustrated in the Indicative Development Concept demonstrates the scope for an appropriate response to the proposed planning controls, as well as to its internal and external functionality. The improvements made to circulation flows (both pedestrian and vehicular) are made possible through the configuration and design response of the Indicative Development Concept.

### TABLE 2 – FLEMINGTON GREEN, INDICATIVE DEVELOPMENT SUMMARY

<table>
<thead>
<tr>
<th>Floor Type</th>
<th>One Bed</th>
<th>Two Bed</th>
<th>Three Bed</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low Rise</td>
<td>24</td>
<td>78</td>
<td>45</td>
<td>147</td>
</tr>
<tr>
<td>Podium/Towers</td>
<td>310</td>
<td>226</td>
<td>53</td>
<td>586</td>
</tr>
<tr>
<td>Sub Total</td>
<td>147</td>
<td>226</td>
<td>53</td>
<td>586</td>
</tr>
<tr>
<td>Total</td>
<td>310</td>
<td>53</td>
<td>53</td>
<td>366</td>
</tr>
</tbody>
</table>

**TOTAL 736 Dwellings**
6.3 STRATEGIC POLICY CONSIDERATIONS

The Amendment aligns with existing and emerging strategic planning policy at the state, metropolitan and local levels. The policy framework supports new development that will sustain Melbourne’s growing population by delivering new and higher density housing in appropriate locations. The broad policy framework seeks to identify opportunities for new residential development across the metropolis.

After more than a century of growth that has focused largely to the city’s east, Melbourne’s population is rebalancing to the west and reshaping inner Melbourne. This area has also undergone significant socio-economic change, becoming qualitatively comparable to Melbourne’s inner ring suburbs and a destination for an aspirational and professional inner-city middle-class.

This has resulted in housing demand in the inner suburbs of Melbourne having increased exponentially over the past 10 years as the growing professional middle-class pursue the accessibility and lifestyle benefits afforded by near city housing.

The recently released new metropolitan strategy plan Plan Melbourne recognises these shifts together with the new economic drivers of employment across Metropolitan Melbourne. Plan Melbourne recognises these trends commenting:

Melbourne’s 2 million jobs are distributed across the metropolitan area, with 14 per cent located in the CBD, Docklands and Southbank and one in five jobs within the City of Melbourne. In 2012, the City of Melbourne contributed about 29 per cent of Melbourne’s total economic output, up from 22 per cent in 2001…

Knowledge-based industries are clustering in more-defined locations in Melbourne. For example, professional services and finance industries are concentrated in the central city, where they benefit from being close to clients, have better access to workers and are able to share ideas and knowledge. Other knowledge-based industries are growing in high-tech precincts around the city, in medical research, biotechnology, advanced manufacturing and pharmaceuticals [p.25].

Plan Melbourne proposes to significantly enhance the central city to accommodate growth in both jobs and people by nominating a series of major urban renewal precincts. Both the Flemington Green and Epsom sites are ideally located to support the extraordinary growth of Melbourne through the provision of new housing opportunities. Flemington Green is proximate to the central city and accessible to a wide range of amenities, open space, employment and transport choice.

It is considered that the introduction of new planning controls for Flemington Green to enable significant residential redevelopment is concordant with the strategic policy settings that seek to:

- Facilitate new high-density housing close to existing activity centres and employment corridors. It is noted that Plan Melbourne aims to enable an investment pipeline of transit-oriented development and urban-renewal. In this regard, Flemington Green is located within the wider inner north west region that is characterised by a significant range of new housing opportunities including:
  - Major city expansion urban renewal precincts such as E-Gate, Dynon Corridor and the Arden Macaulay Precinct (Direction 1.4 of Plan Melbourne);
  - The major expansion of the Footscray Metropolitan Activity Centre which is located approximately one kilometre to the south of the Flemington Green site (Initiative 1.5.2 of Plan Melbourne); and
  - The introduction of additional housing in the Flemington-Newmarket Precinct centred on the Racecourse Road Activity Centre (Direction 1.6 of Plan Melbourne).
- Provide a diversity of new housing to meet community need and population growth in an appropriate locations in the inner Metropolitan area, close to the largest employment centre in the metropolis – that is Central Melbourne (Initiative 1.4.2 of Plan Melbourne); and
- Deliver high standards of urban design and amenity, and allowing for an appropriate response to the surrounding urban context (Direction 4.8 of Plan Melbourne).
In summary, the proposed changes to the planning controls for Flemington Green will provide opportunities for the redevelopment and intensification of an existing urban area, adjacent to an existing activity precinct at the Flemington Racecourse/Melbourne Showgrounds and on a strategic redevelopment site.

At a local level, Flemington Green is located across the municipal boundaries of the City of Melbourne and Moonee Valley. There is broad strategic support for development around the Flemington Racecourse/Melbourne Showgrounds activity precinct and the Rail Corridor, articulated in policy positions which seek to deliver:

- Growth in identified locations such as an expanded central city, key employment clusters/nodes, identified Activity Centres and on key transit-orientated urban renewal sites consistent with Clause 21.04 of the Melbourne Planning Scheme and Clause 21.05 of the Moonee Valley Planning Scheme.

- Higher density residential development in locations which have the capacity for change or on strategic sites/locations in proximity to transport and services - Clause 21.07 of the Melbourne Planning Scheme.

- The development of future ‘Potential Urban Renewal Areas’ which include the ‘Racecourse Rail Corridor’ between Flemington Racecourse and the Melbourne Showgrounds – encompassing the Flemington Green site which has the potential to be the catalyst for the urban renewal in this precinct as discussed at Clauses 21.04-2 and 21.15 of the Melbourne Planning Scheme.

- Higher density residential development in and around existing Activity Centres, including the Footscray Activity Centre, Racecourse Road Activity Centre and the Union Road Activity Centre which are in proximity to Flemington Green, consistent with Plan Melbourne and Clause 21.05 of the Moonee Valley Planning Scheme.

Flemington Green’s status as a potential urban renewal site is more widely recognised in policy within the City of Melbourne planning scheme, due to its relationship with the Flemington Racecourse and Flemington Rail Corridor future urban renewal area. Current planning policies in the Moonee Valley Scheme do not explicitly contemplate any major development at Flemington Green, however this is not surprising as there has been limited public visibility of VRC’s Masterplan aspirations or confirmation that the land is no longer required for core racing activities.

Plan Melbourne places significant emphasis on the need to plan for Melbourne’s future population growth. It widely recognises the need for Melbourne to become an more consolidated and contained metropolis, by establishing a permanent metropolitan urban boundary and facilitating more development in established areas.

Flemington Green is well positioned to support Plan Melbourne’s growth aspirations by providing the opportunity to redevelop an underutilised brownfield site situated within an identified urban renewal precinct. It is a site that meets the criteria for high density and high capacity growth and would serve to provide the catalyst to accelerate the development of the Racecourse Rail Corridor. The precinct would also create a development that integrates with Flemington Racecourse and the Melbourne Showgrounds as a major centre of activity that is distinct from neighbouring established suburban areas.

The proposed planning controls will set the parameters that will enable Flemington Green to be redeveloped in line with core strategic policy aspirations, in terms of its development use, type and density. The Indicative Development Concept has been prepared to articulate the type of development that could be accommodated and to demonstrate the intensity of use that would further these identified policy objectives.

The alignment of the proposed controls and the potential redevelopment of Flemington Green in relation to local planning policy is examined in more detail in the remainder of this section.
6.4 PLANNING CONTROL CONSIDERATIONS

As previously detailed, the existing Special Use Zone (Schedule 1) of the Melbourne Planning Scheme covers the land east of Leonard Crescent. Under the Special Use Zone, the use of land for accommodation is prohibited – an Amendment is therefore required to realise the development potential of the site.

The Amendment makes proper use of the relevant controls within the planning scheme, proposing to place the site within a Comprehensive Development Zone (CDZ). The application of the CDZ to the Flemington Green site will:

‣ Recognise the strategic policy context and the positioning of Flemington Green as a significant strategic residential site capable of accommodating a range of dwelling types and sizes with supporting services.
‣ Recognise the opportunity to create higher density and diversity in the scale and height of development across the Flemington Green site.
‣ Identify the proposed site layout and potential built form through the Comprehensive Development Plan incorporated into the planning control.
‣ Provide detailed objectives and Design Guidelines for the proposed development. The guidelines will cover matters such as built form and massing, materials, the design of the public realm, landscaping etc.
‣ Provide for both the land use and detailed development controls to be placed in a single control rather than relying on multiple overlays to guide future development.

It is considered that the control provides for greater certainty in terms of the potential development outcome for the site for the community, the responsible authority and the developer. The scope of the proposed planning controls and their influence on different design and development outcomes is analysed in more detail in the remainder of this section.

6.5 LAND USE

The proposed CDZ seeks to provide a new planning control that will allow a more intensive use of the site for a mixture of residential and commercial development. The schedule outlines a range of uses where planning permission is not required, subject to meeting certain criteria. For example, the draft control allows retail uses as of right in Precincts B and C but not Precinct A which is proposed to have a primarily residential character.

The schedule also includes a range of land uses which will be prohibited on the land. Such uses include Hotel, Brothel and Nightclub.

It uses building envelope and height parameters (explained in more detail later), as well as floorspace restrictions to provide a degree of control over the type and capacity of land uses on the site.

The proposed CDZ includes a number of uses which will be as of right in the new development – that is, no planning permit for the use will be required. Planning permission for buildings and works is still required under the zone.

The draft Flemington Green Comprehensive Development Zone control is contained as Appendix A.
6.5.1 RESIDENTIAL USE

The proposed controls primarily seek to unlock Flemington Green for the development of residential uses. This type of land use is wholly appropriate in the context of its policy position as a strategic site within a future urban renewal precinct, as set out in detail as part of the strategic positioning of the site. As such, the use of land for a dwelling will not require a permit under the CDZ.

It is apparent that the site can be developed to accommodate a mix of housing types and provide a significant supply of housing that can meet the needs of the population in the inner suburbs. The planning controls within the CDZ limit the scale of development across the western and northern parts of the site, resulting in the opportunity to provide a range of townhouse style dwellings, multi-level apartments and single level apartments ranging in size.

**INDICATIVE DEVELOPMENT CONCEPT RESPONSE**

The Indicative Development Concept illustrates the range of housing types and the scale of residential development that could be accommodated on the site.

The Indicative Development Concept indicates that the low rise development can accommodate a higher proportion of three bedroom dwellings that are ideal for families. The proposed larger tower buildings can offer a variety of apartment sizes ranging from one to three bedrooms that cater to the increasing number of single and two person households in the community.

The type and price of housing stock prescribed by the Indicative Development Concept will accommodate the projected resident profile and changing demographics of the area (as set out in the Urbis Social Impact Assessment which forms part of this submission package). The concept proposes a range of housing types that will provide a more diverse range of housing than traditionally found in the suburbs of Flemington and Ascot Vale.

6.5.2 RETAIL/COMMERCIAL USE

The proposed planning controls seek to provide retail and commercial uses that are of a scale and type to serve the local catchment and, in particular, new residents that will occupy the site. The controls restrict these uses, without a permit, to the following maximum floor areas:

- Office uses up to a maximum of 500sqm;
- Retail uses up to a maximum of 2,000sqm.

The limited as-of-right floorspace allowance applicable to these uses clearly establishes their intended role and function as local facilities. Any shop or office uses will primarily support the on-site and local population, and will not serve a wider catchment or act as a destination. It is expected that the future residents will use the retail facilities at Union Road, the Showgrounds and the larger centres such as Footscray, Moonee Ponds and Racecourse Road.

The proposed table of uses contained within the CDZ specifically require tavern uses, if sought, to be subject to a planning permit rather than be as-of-right. This additional control for this land use has been included to provide a greater level of control for uses that may, without conditions, create off-site amenity impacts.

The type of provision proposed accords with the SPPF which seeks to “provide new convenience shopping facilities to provide for the needs of the local population in new residential areas” as expressed in Clause 17.01 (Commercial).

**INDICATIVE DEVELOPMENT CONCEPT RESPONSE**

The Indicative Development Concept indicates how retail and commercial uses could be accommodated on the site. The proposed retail and commercial uses are a key element in the positioning of Leonard Crescent as the primary focus of activity through the creation of active frontages at ground level opposite the central public open space reserve.

6.5.3 PROHIBITED USES

The proposed CDZ land use tables allow a range of uses to be considered by the Responsible Authority through Section 2 – Permit required uses. The land use table has also been designed to prohibit certain uses, such as industry, from establishing on the site. These prohibited uses are considered to be incompatible with the proposed residential use.
6.6 RESPONSE TO URBAN CONTEXT AND CHARACTER

The proposed new planning controls seek to allow a new built form that is commensurate with the positioning of Flemington Green as a strategic site for intensive development, whilst remaining responsive to its immediate and wider urban context. It is noted that it is also essential for the continued operation of the racecourse that access continues to be available from Leonard Crescent. Importantly, the CDZ recognises the relationship of Flemington Green to the residential areas to the north and west (across Fisher Parade) and the racecourse itself. The CDZ seeks to retain the character and urban context of its surrounding by providing a development that responds to the following objectives as part of the proposed planning control:

‣ To create a composition of varied building forms and heights across the development area.
‣ Materials, finishes to be of a high quality and generally consistent throughout the development, drawing design cues from the Flemington Racecourse precinct and the surrounding residential neighbourhood.
‣ To contribute to the character and identity of Flemington Racecourse whilst defining a new character for the emerging new urban renewal precinct.
‣ To protect and enhance existing heritage elements.
‣ To avoid the potential for overshadowing on the Maribyrnong River between 9am-3pm at the equinox (22 September).
‣ To avoid overshadowing of the Flemington Racecourse betting ring, which is a key heritage component of the racecourse activities, before 4:00pm during the Melbourne Cup Carnival (early November).

The proposed CDZ control, Comprehensive Development Plan and detailed Design Guidelines respond to the provisions of the State and Local planning policy framework. The proposed amendment will facilitate a development that is compliant with relevant framework relating to neighbourhood character and urban context, providing a design response that has a positive impact on the surrounding area (including the Flemington and Melbourne Showgrounds precincts). The CDZ seeks to ensure that any proposed development:

‣ Contributes positively to local urban character and surrounding neighbourhoods as set out in Clause 15.01 (Urban Environment) of the SPPF;
‣ Develops liveable communities and neighbourhoods, whilst protecting established suburbs as promoted in Directions 4.1- 4.8 of Plan Melbourne;
‣ Ensures development in Urban Renewal Areas provides a complementary transitional scale to adjoining low scale buildings in areas where the existing built form character should be maintained as directed by Clause 21.06 (Urban Design) of the Melbourne Planning Scheme;
‣ Maintains and enhances residential amenity and the heritage characteristics of the area as set out in policy for the local area under Clause 21.15-2 (Flemington and Kensington) of the Melbourne Planning Scheme;
‣ Seeks to deliver development that is innovative, legible and designed in a manner that responds to its location and context as prescribed by Clause 21.06 (Built Environment - Character) of the Moonee Valley Planning Scheme.

The CDZ achieves this by requiring the scaling of development towards the eastern and southern edges of the site (at the furthest point away from the existing residential precinct). This requirement is contained in the Comprehensive Development Plan that establishes maximum building heights and areas of development. It is noted that the introduction of a low scale form adjacent to the existing residential area, which itself is undergoing redevelopment and change, ensures that the development nearest to the existing residential precinct is consistent with the established and emerging character.

The CDZ is also cognisant of key urban design policy, including the Guidelines for Higher Density Residential Development (which in turn informed Local Planning Policies of the Melbourne and Moonee Valley Planning Schemes under Clause 22.17 and 21.06 respectively) and the Maribyrnong River Valley Design Guidelines. The planning control has a series of detailed Design Guidelines that have been specifically prepared having regard to the site context and conditions.
The Indicative Development Concept for Flemington Green demonstrates how a detailed development proposal for the site can respond to surrounding character and urban form, based on the proposed planning controls and policy framework. The Flemington Green Indicative Development Concept provides a design response that reflects the urban context of the precinct by:

- Providing a transition between the Ascot Vale hinterland and Flemington Racecourse landscape that responds to the natural topography of the site;
- Providing 3-4 storey built form at the interface in closest proximity to Fisher Parade and the Ascot Vale suburban area, rising into landmark towers that characterise the change between the lower built context and the Flemington Racecourse/Melbourne Showgrounds activity precinct;
- Creating a new urban residential precinct and new character area that is part of Flemington Racecourse/Melbourne Showgrounds activity precinct; reflecting the role of this precinct as a major focus of activity in its own right and the future potential for significant population growth;
- Complementing the character of and framing the north western boundary of Flemington Racecourse, providing active frontages and a central area of public realm/open space that will help to define the Hill Gate entrance to the course;
- Creating a pedestrian scale streetscape around Leonard Crescent to reflect the residential street pattern along Leonard Crescent and Fisher Parade; and
- Along with the Epsom site, providing visual markers and demarcation points to identify key gateways into the Flemington Racecourse and to define the precinct as a major centre of activity.

The CD2 has sought to recognise the inherent issues of building among two municipal areas where each has their own design guidelines / streetscape controls and standards.

The CD2 proposes a Public Realm and Streetscape Design Document to be prepared to the satisfaction of the Responsible Authority in consultation with the Cities of Melbourne and Moonee Valley.

This document will confirm issues such as street tree planting theme, street furniture design and standard road construction details to ensure the development presents a uniform presentation across both sides of Leonard Crescent.
6.7.1 BUILDING HEIGHT

The proposed controls identify preferred maximum heights across three site precincts, as illustrated in Figure 30. The preferred maximum heights are:

- Precinct A (Low Rise) – a maximum of 6 storeys (variable across the precinct and at 5 storeys closest to existing residential properties to the north) to reflect the interface with the existing residential community and the urban transition that this precinct seeks to achieve.
- Precinct B (Southern) – a maximum podium height of 6 storeys to reflect the transition from Fisher Parade and a maximum tower height of 14 storeys.
- Precinct C (Eastern) – a maximum podium height of 6 storeys and maximum tower heights of 20 and 25 storeys, to provide the highest intensity of use in this least constrained location.

The three towers of the Indicative Development Concept are proposed at the preferred maximum heights detailed in the proposed Comprehensive Development Zone.

The low rise as depicted in the Indicative Development Concept is below the preferred maximum heights nominated in the control. The proponent has sought to allow a degree of flexibility to allow the developer to respond to increased market demand should it exist for the low rise product proposed. Whilst the low rise components of the indicative concept are shown at 3-4 storey heights, the maximum preferred is 6 storeys and 5 storeys for the north-western most precinct.

The building envelope seeks to respond to the topography of the site and its position at the head of a natural peninsula. This provides the opportunity for the higher development to mark this high point and the arrival at the gate of Flemington Racecourse, transitioning to a lower built form towards established residential areas and the Maribyrnong River.

The planning control, through the Comprehensive Development Plan, also restricts any development on Flemington Green to a maximum of three towers and confines their location to Precincts B and C only. The limitation to three towers will ensure the amenity and visual impact objectives, as detailed further in this section, are achieved.

In relation to the height and visual of the proposed building envelope, the CDZ also seeks to ensure that:

- The height and siting of any buildings does not overshadow the Maribyrnong River between 9am and 3pm at the Equinox (22 September) to ensure that the development is not detrimental to the objectives of the Maribyrnong River Guidelines.
- The Betting Ring, which is a key heritage element of the Racecourse, is not overshadowed before 4pm during the Melbourne Cup Carnival on 1st November.
- Tower elements are at varied heights so as to create visual interest. The profile of the towers should contribute visual interest to the skyline and the location of towers should seek to create light and space between buildings.

**FIGURE 28. CDZ MASTERPLAN AND BUILDING ENVENOPES**
These specific issues relating to amenity and visual impact are considered in more detail later in this section.

The proposed CDZ will facilitate a development that achieves the objectives of the planning framework by seeking to ensure a built form and height response that:

- Provides a sufficient density, using higher built forms, to be accommodated to ‘unlock the capacity of urban renewal precincts for higher density mixed use development’ – Initiative 2.2.2 of Plan Melbourne;
- Creates development that provides an appropriate degree of visual interest and design articulation – Clause 21.06.4 (Urban Design) of the Moonee Valley Planning Scheme; and
- Ensures that the development does not create unacceptable bulk and creates a high quality design response – Clause 21.06 and 22.07 (relating to higher density residential development) of the Melbourne and Moonee Valley Planning Schemes.

**INDICATIVE DEVELOPMENT CONCEPT RESPONSE**

The Indicative Development Concept provides a design response that indicates how significant built form could be accommodated on the site without creating significant adverse impacts. The Indicative Development Concept provides a height and massing response that would:

- Deliver three taller buildings of a scale, visual prominence and design quality that will contribute to the world-class character and identity of Flemington Racecourse;
- Contribute to the city wide legibility of Flemington as a culturally significant and unique destination, providing a development that will rise above the northern gateway to the site and create a visual marker that defines the racecourse;
- Provide a landmark built form and critical mass that responds to the rising topography of the site and capitalises on its prominent location at the heart of a major area of future growth;
- Transition between the urban landscape and racecourse flats by providing an evolution in building heights which provide a degree of separation from the existing urban and suburban setting by providing:
  - 2-4 storey town house development adjoining the existing Ascot Vale urban character area;
  - Buildings in the southern precinct rising from single storey at Fisher Parade to 3-4 storey into the site; and
  - Three residential towers, in closer proximity to the racecourse, which define the northern boundary of the course and capitalise on the prominent topography of this part of the site.
- Provide different heights between the towers to provide visual variation, situing the largest towers in closest proximity to the racecourse and the Flemington Rail Station.

The architectural feature on the tallest tower sits outside the preferred building envelope as permitted by the proposed control.
6.7.2 SITE INTERFACE CONSIDERATIONS

The proposed Comprehensive Development Plan and detailed Design Guidelines ensure that the built form and building envelopes that define any future development are sensitive to key site interfaces. Setbacks to the northern boundary (interface with the Melbourne Showgrounds and properties on Leonard Crescent and Fisher Parade) will be required to be consistent with ResCode. There are no planning parameters set with respect to the minimum setback to the eastern site boundary, although the location of the existing landscape buffer between the subject site and the railway station will be a design consideration to any future development.

A key prescribed setback relates to the bluestone Heritage Wall. The CDZ decision guidelines include the consideration of the impact of any development on the bluestone wall. Further, the Design Guidelines in the Comprehensive Development Plan require a minimum setback of 6m from the wall, consistent with advice from heritage consultants, Lovell Chen.

The proposed Comprehensive Development Plan and detailed Design Guidelines provide a building envelope that respects its surrounding interfaces by:

- Ensuring development in Urban Renewal Areas provides a complementary transitional scale to adjoining low scale buildings in areas where the existing built form character should be maintained – Clause 21.06-1 of the Melbourne Planning Scheme.
- Requiring integrated building forms that have a sense of address and highlight key corners or intersections through the use of design projections, detailing and massing - presenting to surroundings and street frontages - Clause 21.06-3 of the Moonee Valley Planning Scheme;
- Ensuring that new development makes a positive contribution to the primary streetscape amenity through the development of active street frontages that encourage pedestrian activity and enhance public safety and experiences - Clause 21.06-3 of the Moonee Valley Planning Scheme;
- Ensuring that the scale, siting, massing and bulk of development complements the scale, siting, massing and bulk of adjoining and nearby built form and does not adversely affect the preferred neighbourhood character including off-site amenity impacts - Clause 21.06-4 and 22.17 (relating to higher density residential development) of the Melbourne and Moonee Valley Planning Schemes; and
- Supporting the ongoing operation of Flemington Racecourse and the Melbourne Showgrounds, including ancillary activities - Clause 21.15 of the Melbourne Planning Scheme.

In relation to key site interfaces, the CDZ requires the following: