

URBAN PLANNING SPECIAL COMMITTEE



MINUTES

(Open to the public)

Monday 17 February 2020

Council Chamber, 8 Inglesby Road, Camberwell.

Commencement 6.37pm

Attendance

- Councillor Garry Thompson (Chairperson)
- Councillor Cynthia Watson (Mayor)
- Councillor Jane Addis
- Councillor Phillip Healey
- Councillor Lisa Hollingsworth
- Councillor Steve Hurd
- Councillor Jim Parke
- Councillor Felicity Sinfield
- Councillor Jack Wegman

Apologies Councillor Coral Ross (Leave of Absence)

Officers

Shiran Wickramasinghe	Director City Planning
Simon Mitchell	Manager Statutory Planning
Shiranthi Widan	Acting Manager Strategic Planning
David Thompson	Manager Governance
Fiona Brown	Manager Community Planning and Development
Christian Wilmsen	Team Leader Strategic Planning
Seuna Byrne	Principal Planner
Kate McClure	Planner Community Strengthening
Lucy Johnson	Senior Strategic Planner
Nick Brennan	Senior Strategic Planner
Eren Cakmakkaya	Media and Advocacy Specialist
Helen Pavlidis	Governance Projects Officer

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1. Adoption and confirmation of the minutes

MOTION

Moved Councillor Healey

Seconded Councillor Hollingsworth

That the minutes of the Urban Planning Special Committee meeting held on 3 February 2020 be adopted and confirmed.

CARRIED

2. Declaration of conflict of interest of any councillor or council officer

Refer to Item 3.1 - 10 Markham Avenue Ashburton (also known as 2-18 Markham Avenue) - Councillor Thompson.

3. Presentation of officer reports

3.1 10 Markham Avenue Ashburton (also known as 2-18 Markham Avenue)

Proposal

The Department of Health and Human Services (DHHS) have made a request to the Minister for Planning for Amendment C321boro to the Boroondara Planning Scheme. The amendment facilitates the redevelopment of the Markham Estate at 10 Markham Avenue, Ashburton (also known as 2-18 Markham Avenue) for a mix of public (62%) and private apartments (38%) consisting of a total of 178 dwellings in five buildings ranging in height between 2-4 storeys. The amendment also seeks to make the Minister for Planning the responsible authority for the land, instead of Council.

If approved in the format proposed by DHHS, there would be no public notice (exhibition) of the amendment, no independent panel hearings and no third-party review rights. Following approval of the amendment, no planning permits will be required for the development or subsequent subdivision. Any plans for endorsement arising from the conditions in the proposed Incorporated Document are required to be prepared to the satisfaction of the Minister for Planning, not to Council's satisfaction.

Issues

The following are key issues in respect of this application:

- The Incorporated Document has a number of critical omissions, including failing to define "public housing" or "mixed tenure";
- The development proposes to segregate public and private apartments into separate buildings, rather than 'salt and pepper' distribution;
- The conditions, including building heights and setbacks, described in the Incorporated Document are discretionary rather than mandatory;
- The Incorporated Document does not embed many of the commitments espoused by DHHS in support of their Amendment, including details of the minimum rate for the supply and allocation of car parking, details of which trees are proposed to be removed/retained and equitable access to amenities/facilities between the different residential tenures;

- The development will result in unreasonable traffic congestion within Markham Avenue, requiring a traffic management solutions which is not proposed by DHHS (widening of the road);
- The building envelope of Building A will cause unreasonable overshadowing of No. 93A Ashburn Grove;
- The building envelope of Buildings D and E will cause unreasonable overshadowing of the Markham Reserve children's playground and Ashburton Community Garden;
- The provision of car parking at a rate of 0.6 spaces per dwelling for public housing apartments is inadequate, will entrench disadvantage, will cause unreasonable off-site amenity impacts and is inconsistent with a 'tenure blind' approach to the delivery of mixed-tenure housing projects;
- The development will cause a significant increase in demand for access to services and local facilities, but does not propose any development contribution;
- There is no reasonable basis for the removal of Council in its ordinary role as responsible authority;
- The proposed use of section 20(4) of the Act to by-pass the usual public notice (exhibition) and independent scrutiny (panel hearing) is inappropriate and a denial of natural justice.

Officer's response

Officers have prepared a tracked-changes amended version of the Incorporated Document (at Appendix D) which addresses many of the fundamental flaws and omissions in the proposed document. The key modifications include:

- a) Changing controls within the Incorporated Document from discretionary to mandatory, including maximum building heights and minimum building setbacks expressed in the Building Envelope Plan and compliance with the objectives and standards of Clause 55;
- b) Requiring the localised widening of Markham Avenue to facilitate simultaneous two-way vehicle movement, to relieve congestion. This includes the consequential relocation of the Gardiners Creek Trail Shared Path partially into the subject site;
- c) The vehicle accessway designed in accordance with the recommendations of Council's Traffic Engineers, to ensure the crossing over the Gardiners Creek Trail Shared Path is safe and prioritises pedestrians and cyclists;
- d) Requiring a Tree Protection Plan and the retention of all 'moderate' and 'high' value trees;
- e) Defining 'public housing' and 'mixed tenure';
- f) Requiring the development to be a 'salt and pepper' mix of public and private apartments, rather than segregated in separate buildings;
- g) Requiring the provision of a communal multi-purpose room for use by all residents and the local community;
- h) A requirement for a Communal Open Space Strategy to ensure equitable access to communal facilities and to define maintenance, management and financial responsibilities;
- i) The supply and allocation of resident car spaces in full compliance with Clause 52.06;

- j) The envelopes of Buildings D and E modified to ensure there will be no net increase in the extent or duration of overshadowing of the Markham Reserve children's playground or the Ashburton Community Garden between the hours of 9am-3pm at the September Equinox and the Winter Solstice;
- k) The envelope of Building A modified to ensure there will be no net increase in the extent or duration of overshadowing of the secluded private open space of No. 93A Ashburn Grove between the hours of 9am-3pm at the September Equinox;
- l) Privacy screening of any west-facing habitable room window or balcony/terrace in Building A;
- m) All building facades to be articulated;
- n) All buildings to incorporate rainwater harvesting for re-use in toilet flushing and garden irrigation, and for irrigation of the Ashburton Community Garden;
- o) Increased detail in the documentation to be submitted to the responsible authority for approval;
- p) A requirement for copies of the plans and documentation for approval to be provided to Council for review and comment not less than six weeks prior to being submitted to the responsible authority, with any comments provided by Council to be taken into consideration before a decision is made;
- q) A requirement for a s173 Agreement dealing with:
 - i. The provision, fit-out, ownership, maintenance and management of a multi-purpose community room;
 - ii. Re-investment of any proceeds from the sale of any dwellings on the land by the Director of Housing in the supply of new public housing located within the City of Boroondara;
 - iii. The widening of Markham Avenue and relocation of the Gardiners Creek Trail Shared Path partially into the subject site to be carried out at the full cost of the developer to the satisfaction of Boroondara City Council and ownership of the land occupied by the relocated shared path to be transferred (gifted) to Council at no cost to Council (including preparing and registering title) prior to the occupation of the development;
- r) Requirement for a cash 5% open space contribution payable to Council;
- s) The Building Envelope Plan amended to express building heights in storeys and metres.

Subject to the adoption of the modifications set out in Appendix D, officers have formed the view the development will achieve an acceptable fit in the neighbourhood, will not cause unreasonable off-site amenity impacts and will make an acceptable contribution to addressing the chronic shortage of public housing in Victoria.

Officers are mindful of the views of some in the local community that public land should never be sold for private housing. In response, officers note the development is now substantially comprised of public housing (62%) and represents to close to a 100% increase compared with the number of public apartments formerly on the land (56). Officers are of the view a seamlessly integrated mix of residential tenures located in a high quality, tenure-blind development will assist in removing the stigma some associate with public housing. To this end, it is vital the recommended modifications to the Incorporated Document be adopted by DELWP and the Minister, to ensure the many virtues of the project are actually delivered.

On review of the amendment documents, officers have noted a number of errors and mis-statements relating to DHHS' claimed compliance with the Standards of Clause 55 (Rescode). It is the officers' experience assessing applications against the requirements of Clause 55.07 is complex and requires detail, which is lacking from the amendment documents.

Officers are of the view the Boroondara Statutory Planning Department has the necessary experience and expertise to undertake the assessment. For this reason, the recommendation to make the Minister for Planning the responsible authority is not supported as it removes opportunities for independent scrutiny and third-party involvement. Third parties are an important and valued part of the Victorian Planning System. Community consultation conducted by Council does not absolve the Department or Minister from independently fulfilling their statutory obligations in relation to public notice and the provision of a fair hearing.

An assessment of the proposed Amendment against relevant controls and policies are contained in the attachment to this report.

Councillor Thompson declared an Indirect Conflict of Interest in this item in accordance with Section 78B of the Local Government Act 1989. Councillor Thompson advised the nature of the indirect interest was "the company to which I am a Director and Shareholder is directly contracted to the Department of Health & Human Services, Victoria to provide professional consulting services".

Councillor Thompson left the Chamber at 6.43pm prior to the consideration and vote on this item.

Election of temporary chairperson

The Manager Governance called for nominations for the position of temporary chairperson.

Councillor Healey nominated the Mayor, Councillor Watson

Councillor Addis seconded the nomination

There being no further nominations, the Manager Governance declared the Mayor, Councillor Watson elected as temporary chairperson.

The Mayor, Councillor Watson assumed the chair.

*1 speaker opposed to the officers' recommendation addressed the meeting.
6 speakers in support of the officers' recommendation addressed the meeting.*

MOTION

Moved Councillor Healey

Seconded Councillor Sinfield

- A. That the Urban Planning Special Committee resolve to inform DELWP and the Minister for Planning that:**
- 1. Council does not support proposed Planning Scheme Amendment C321boro for the following reasons:**
 - a) Use of section 20(4) of the Act to by-pass the usual public notice (exhibition) and independent scrutiny (panel hearing) is inappropriate and a denial of natural justice in circumstances where:**
 - i. There has never been any formal public consultation or independent review of the form and content of the Incorporated Document;**
 - ii. The proposed controls are discretionary, rather than mandatory;**
 - iii. The Incorporated Document does not embed many of the commitments espoused by DHHS in support of their Amendment, putting their delivery at risk;**
 - iv. The Clause 55 Assessment included with the Amendment documents contains errors or mis-statements in relation to claimed compliance with some Rescode Standards;**
 - b) There is no reasonable basis for Council to be removed from its role as the responsible authority for the land;**
 - c) The Incorporated Document has seven critical omissions:**
 - i. Definitions of “mixed tenure” and “public housing”;**
 - ii. An ongoing obligation to maintain the public housing as such, or provisions regulating reinvestment of profit in local public housing in the event of the public housing being sold on the private market;**
 - iii. Anything to regulate or require the provision of on-site car parking;**
 - iv. Details of the protection/retention of any trees, including a Tree Protection Plan;**
 - v. The localised widening of Markham Avenue adjacent to the site frontage to facilitate two-way vehicle movement and consequential relocation of the Gardiner’s Creek Shared Trail to partially within the subject land;**
 - vi. A requirement to make an open space contribution in accordance with Section 18 of the *Subdivision Act 1988*, equal to 5 percent of the site value of all of the land, to be paid to Council prior to the issue of a Statement of Compliance under the *Subdivision Act 1988*;**
 - vii. A requirement for any plans for endorsement to be submitted to Council for assessment and comment, prior to being given to the Minister for Planning for approval;**
 - d) The proposed envelope of Building A will have a detrimental impact on the amenity of adjacent residential properties in Ashburn Grove due to overshadowing and overlooking; and**

- e) **The proposed envelopes of Buildings C, D and E will have a detrimental impact on the amenity and character of Markham Reserve (including the adjacent children's playground) and Ashburton Community Garden due to overshadowing and/or visual bulk.**
2. **If, irrespective of Council's objection, the Minister for Planning determines to approve Amendment C321boro, modifications be made to the Incorporated Document in accordance with the officers' tracked-changes version of the Incorporated Document at Appendix D Version 2 to this report, which incorporates the various recommendations officers have made throughout this report, including but not limited to:**
- a) **Changing controls within the Incorporated Document from discretionary to mandatory, including maximum building heights and minimum building setbacks expressed in the Building Envelope Plan and compliance with the objectives and standards of Clause 55;**
 - b) **Requiring the localised widening of Markham Avenue to facilitate simultaneous two-way vehicle movement, to relieve congestion. This includes the consequential relocation of the Gardiners Creek Trail Shared Path partially into the subject site and transfer of ownership of the occupied land to Council, at no cost to Council;**
 - c) **The vehicle accessway designed in accordance with the recommendations of Council's Traffic Engineers, to ensure the crossing over the Gardiners Creek Trail Shared Path is safe and prioritises pedestrians and cyclists;**
 - d) **Requiring a Tree Protection Plan and the retention of all 'moderate' and 'high' value trees;**
 - e) **Defining public housing and mixed tenure;**
 - f) **Requiring the development to be a 'salt and pepper' mix of public and private apartments, rather than segregated in separate buildings;**
 - g) **Requiring the provision of a communal multi-purpose room for use by all residents and the local community;**
 - h) **A requirement for a Communal Open Space Strategy to ensure equitable access to communal facilities and to define maintenance, management and financial responsibilities;**
 - i) **The supply and allocation of resident car spaces in full compliance with Clause 52.06;**
 - j) **Resident parking to be accommodated within enclosed basements;**
 - k) **The envelopes of Buildings D and E modified to ensure there will be no net increase in the extent or duration of overshadowing of the Markham Reserve children's playground or the Ashburton Community Garden between the hours of 9am-3pm at the September Equinox and the Winter Solstice;**
 - l) **The envelope of Building A modified to ensure there will be no net in the extent or duration of overshadowing of the secluded private open space of No. 93A Ashburn Grove between the hours of 9am-3pm at the September Equinox;**

- m) The envelope of Building C modified to have a maximum height of 2-storeys at its western-most end, rising to a maximum of 4-storeys;
 - n) Privacy screening of any west-facing habitable room window or balcony/terrace in Building A and the western-most west elevation of Building C;
 - o) All building facades to be articulated;
 - p) All buildings to incorporate rainwater harvesting for re-use in toilet flushing and garden irrigation, and for irrigation of the Ashburton Community Garden;
 - q) Increased detail in the documentation to be submitted to the responsible authority for approval;
 - r) A requirement for copies of the plans and documentation for approval to be provided to Council for review and comment not less than four weeks prior to being submitted to the responsible authority, with any comments provided by Council to be taken into consideration before a decision is made;
 - s) A requirement for a s173 Agreement dealing with:
 - i. The provision, fit-out, ownership, maintenance and management of a multi-purpose community room;
 - ii. Re-investment from the sale of any dwellings on the land by the Director of Housing in the supply of new public housing located within the City of Boroondara;
 - iii. The widening of Markham Avenue and relocation of the Gardiners Creek Trail Shared Path partially into the subject site to be carried out at the full cost of the developer to the satisfaction of Boroondara City Council and ownership of the land occupied by the relocated shared path to be transferred (gifted) to Council at no cost to Council (including preparing and registering title) prior to the occupation of the development;
 - t) Requirement for a cash 5% open space contribution payable to Council;
 - u) The Building Envelope Plan amended to express building heights in storeys and metres.
- B. That the Urban Planning Special Committee resolve to instruct officers to undertake a post-development study of the intersection of Markham Avenue and Ashburn Grove and surrounds, to determine if any traffic management strategies are required, with any recommendations arising from the study reported back to Council.**

CARRIED

The Mayor, Councillor Watson vacated the chair.

Councillor Thompson returned to the Chamber at 7.49pm and resumed the chair.

3.2 Amendment C318 - Balwyn Heritage Peer Review Stage 2 - outcomes of public exhibition

On 2 September 2019, the Urban Planning Special Committee (UPSC) resolved to commence Amendment C318 to the Boroondara Planning Scheme - Balwyn Heritage Study Peer Review Stage 2.

Amendment C318 seeks to introduce Heritage Overlays to fifteen individual properties and one precinct in Balwyn, Balwyn North and Deepdene.

Officers at the Department of Environment, Land, Water and Planning (DELWP) under delegation from the Minister for Planning granted authorisation to prepare and exhibit Amendment C318 on 14 October 2019.

Amendment C318 was exhibited from 4 November to 13 December 2019.

At the conclusion of the exhibition period, Council had received a total of nine submissions. Of these, three were in support of the amendment and six were opposed or sought changes to the amendment.

Officers have prepared a response to each of the submissions received, which can be viewed in **Attachment 1**. The heritage study, incorporating officer's proposed changes, can be viewed at **Attachment 2**.

As there are unresolved submissions, it is recommended that the UPSC resolve to adopt the recommended changes to the exhibited citations and refer all submissions received to a planning panel for consideration.

*1 speaker opposed to the officers' recommendation addressed the meeting.
1 speaker in support of the officers' recommendation addressed the meeting.
1 submitter opposed to the officers' recommendation had their written submission read out at the meeting.*

MOTION

Moved Councillor Sinfield

Seconded Councillor Watson

That the Urban Planning Special Committee resolve to:

- 1. Receive and note the submissions to Amendment C318 (Attachment 1) to the Boroondara Planning Scheme in accordance with Section 22 of the Planning and Environment Act 1987.**
- 2. Endorse the officers' response to submissions and recommended changes to Amendment C318 as shown at Attachment 1 and Attachment 2 subject to the following additional change:**
 - a. Endorse the changes to the citation for the property at 129-131 Yarrbat Ave, Balwyn as shown in Attachment 3.**

3. **Request the Minister for Planning appoint a Planning Panel under Section 153 of the Planning and Environment Act 1987 to consider all submissions to Amendment C318.**
4. **Refer Amendment C318 and all submissions to a Planning Panel in accordance with Section 23(1) of the Planning and Environment Act 1987.**
5. **Authorise the Director City Planning to undertake administrative changes to Amendment C318 that do not change the intent of the amendment prior to a Panel Hearing.**

CARRIED

3.3 Heritage Protection for 5 Trumper Street, Camberwell and 57 Berkeley Street, Hawthorn

The purpose of this report is to inform the Urban Planning Special Committee (UPSC) of community and councillor interest in the heritage protection of 5 Trumper Street, Camberwell and 57 Berkeley Street, Hawthorn and to seek a decision of the UPSC to write to the Minister for Planning for their inclusion in the Heritage Overlay. The properties are not included in the Heritage Overlay and residents are concerned they are at risk of demolition and re-development.

Both properties were recently assessed through the Camberwell and Hawthorn heritage gap studies. It was determined through these studies the dwellings do not meet the threshold for inclusion in the Heritage Overlay as individually 'significant' places. However, it was noted both dwellings would be considered 'contributory' to a wider heritage precinct had the dwellings been located in an area where a precinct was identified. The dwelling at 5 Trumper Street, Camberwell is also the subject of a current planning permit application which seeks to construct two new dwellings on the lot. The application implies demolition of the existing dwelling, however demolition is not a planning permit trigger as the Heritage Overlay does not apply to the land. The application was lodged in September 2019 and received five objections. The application is currently being assessed.

The heritage assessment of both properties from Council's heritage advisor Context Pty Ltd, who were responsible for the preparation of the Camberwell and Hawthorn heritage gap studies, is provided at **Attachment 1**.

An issue that has been raised through community feedback is Council's inability to protect heritage places where they do not meet the threshold for individual significance as defined by the State Government's Practice Note *Applying the Heritage Overlay (August 2018)*.

At present, in accordance with Council's adopted process, if an application for demolition were received for either property under s.29A of the *Building Act 1993*, consent must be issued to their demolition. Nevertheless officers have flagged both properties for referral to the Strategic Planning Department should an application be made for their demolition. This is a temporary measure while the UPSC considers whether to seek heritage protection for both properties.

If the UPSC wishes to afford either property heritage protection, a planning scheme amendment must be initiated and then authorised by the Minister for Planning. This would require a resolution of the UPSC to request authorisation from the Minister for Planning to prepare and exhibit a planning scheme amendment to include the properties in the Heritage Overlay on a permanent basis. Officers also recommend the UPSC request the Minister for Planning introduce an interim Heritage Overlay to the properties, which provides immediate heritage protection while the permanent controls are progressed.

It is important to note the likelihood of each of these requests not being supported is high. This is because a heritage expert has not recommend support of the properties having regard to PPN1, the HERCON criteria or the requirement for comparative analysis.

*2 speakers opposed to the officers' recommendation addressed the meeting.
12 speakers in support of the officers' recommendation addressed the meeting.
17 submitters in support of the officers' recommendation chose not to address the meeting.
1 submitter opposed to the officers' recommendation chose not to address the meeting.*

MOTION

Moved Councillor Addis

Seconded Councillor Hurd

That the Urban Planning Special Committee resolve to:

- 1. Adopt the heritage assessments of the properties at 5 Trumper Street, Camberwell and 57 Berkeley Street, Hawthorn prepared by Context Pty Ltd at Attachment 1.**
- 2. Write to the Minister for Planning to request authorisation to prepare an amendment to the Boroondara Planning Scheme in accordance with Section 4B and 8A(4) of the *Planning and Environment Act 1987* to include 5 Trumper Street, Camberwell and 57 Berkeley Street, Hawthorn in the Heritage Overlay as contributory graded places.**
- 3. Following receipt of Authorisation from the Minister for Planning, exhibit the amendment in accordance with Section 19 of the *Planning and Environment Act 1987*.**
- 4. Write to the Minister for Planning to request that he prepare, adopt and approve an amendment to the Boroondara Planning Scheme under Section 20(4) of the *Planning and Environment Act 1987* to introduce an interim Heritage Overlay to 5 Trumper Street, Camberwell and 57 Berkeley Street, Hawthorn.**
- 5. Authorise the Director City Planning to undertake administrative changes to the amendment that do not change the intent of the amendment or any changes required under the Minister for Planning's Authorisation prior to the commencement of exhibition.**

CARRIED

Procedural motion**MOTION****Moved Councillor Healey****Seconded Councillor Parke****That the following items:**

- 3.4 VCAT decisions and decisions under delegation October 2019**
- 3.5 VCAT decisions and decisions under delegation November 2019**
- 3.6 VCAT decisions and decisions under delegation December 2019**

be moved en bloc as per the officers' recommendations outlined in the agenda.**CARRIED****3.4 VCAT decisions and decisions under delegation October 2019**

This report sets out the delegated planning decisions made and VCAT decisions received during October 2019.

There were no speakers wishing to make submissions to Council for this item.

MOTION**Moved Councillor Healey****Seconded Councillor Parke****That the Urban Planning Special Committee resolve to receive and note the Delegated Planning Permit Decisions by Ward report and the VCAT Decisions by Ward report for October 2019.****CARRIED****3.5 VCAT decisions and decisions under delegation November 2019**

This report sets out the delegated planning decisions made and VCAT decisions received during November 2019.

There were no speakers wishing to make submissions to Council for this item.

MOTION**Moved Councillor Healey****Seconded Councillor Parke**

That the Urban Planning Special Committee resolve to receive and note the Delegated Planning Permit Decisions by Ward report and the VCAT Decisions by Ward report for November 2019.

CARRIED

3.6 VCAT decisions and decisions under delegation December 2019

This report sets out the delegated planning decisions made and VCAT decisions received during December 2019.

There were no speakers wishing to make submissions to Council for this item.

MOTION

Moved Councillor Healey

Seconded Councillor Parke

That the Urban Planning Special Committee resolve to receive and note the Delegated Planning Permit Decisions by Ward report and the VCAT Decisions by Ward report for December 2019.

CARRIED

4. General business

Nil

5. Urgent business

Nil

6. Confidential business

Nil

The meeting concluded at 9.39pm

Confirmed

Chairperson _____

Date _____

MINUTES ATTACHMENTS



Urban Planning Special Committee

Monday 17 February 2020

Attachments annexed to the minutes for the following items:

- 3.1 10 Markham Avenue Ashburton (also known as 2-18 Markham Avenue)
- 3.2 Amendment C318 - Balwyn Heritage Peer Review Stage 2 - outcomes of public exhibition
- 3.3 Heritage Protection for 5 Trumper Street, Camberwell and 57 Berkeley Street, Hawthorn