

**Ministerial Planning Referrals: TPM-2022-7 and TPM-2022-8
707 and 710 Collins Street, 731-735 Bourke Street and 44 Village Street, Docklands
(Goods Shed)**

7 March 2023

Presenter: Marjorie Kennedy, Head of Statutory Planning

Purpose and background

1. The purpose of this report is to advise the Future Melbourne Committee of concurrent Ministerial Planning Referrals for a planning permit application (PA2201561 and TPM-2022-8) and a development plan application (PA2201560 and TPM-2022-7) seeking approval for partial demolition to the existing Goods Shed buildings, and the construction of two towers including offices, retail, an education centre and a place of assembly (events space) at 707 and 710 Collins Street, 731-735 Bourke Street and 44 Village Street, Docklands (refer Attachment 2 – Locality Plan).
2. The applicant is Walker Corporation, the owners are Walker Corporation and Development Victoria and the architect is Bates Smart. The cost of works for the proposed development is \$750,000,000.
3. The proposal involves a mixed use development of the Goods Shed buildings, including the construction of two towers each with a maximum height of 188 metres. The development encompasses a Gross Floor Area of 236,345 square metres (refer Attachment 3).
4. The site is associated with the No.2 Goods Shed, which is a heritage place of State significance. It is located within the Docklands Zone Schedule 3 and is affected by the Heritage Overlay (HO914/VH933), Development Plan Overlay Schedule 4, Design and Development Overlay Schedules 12 and 51 and Parking Overlay Schedule 7. The site is located within the Batman's Hill precinct of Docklands, which is a mixed-use precinct that has predominantly been developed for commercial purposes in recent years.
5. The Department of Transport and Planning (DTP), on behalf of the Minister for Planning, has informally referred the planning and Development Plan applications to the City of Melbourne for comment.

Key issues

6. The key issues for consideration in the applications are the appropriateness of the built form having regard to the applicable planning controls and policy framework, overshadowing and wind impacts, and the appropriateness of the proposed Development Plan under the DPO4.
7. The proposed development is considered to achieve a well resolved response to the context and characteristics of the site. The proposal aligns with the vision for the precinct by delivering a high standard and quantum of office space, as well as a complementary mix of uses at the lower ground levels within the retained Goods Shed buildings. The paired tower forms will achieve a well-resolved built form outcome having regard to the objectives and design outcomes sought under the zone and DDO51, integrating appropriately with the existing and emerging built form context in the precinct.
8. The reduction in overall height and deletion of projecting structures over Village Street, and the reconfiguration of the building at the street edges, ensure a suitable level of activation and pedestrian amenity is achieved. The provision of open forecourt spaces on either side of Collins Street, providing views to reconstructed sections of the Goods Shed, is a positive design feature. The reduced height and scale of the proposal also ensures that compliance is achieved with regard to overshadowing of public spaces, and that pedestrian comfort wind levels in the surrounding area are satisfactory.
9. The proposed Development Plan, in conjunction with the detailed planning permit application, addresses the relevant criteria under the DPO4.
10. The applications, subject to conditions, achieve a high level of compliance with the Melbourne Planning Scheme and are therefore supported.

Attachments:

1. Supporting Attachment (Page 3 of 185)
2. Locality Plan (Page 5 of 185)
3. Selected Plans (Page 6 of 185)
4. Delegate Report (Page 130 of 185)

Recommendation from management

11. That the Future Melbourne Committee resolves to advise the Department of Transport and Planning that the Melbourne City Council supports the applications, subject to the conditions set out in the delegate report (refer to Attachment 4 of the report from management).

Supporting Attachment

Legal

1. The Minister for Planning is the Responsible Authority for determining this application. The application is exempt from the notice 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 *Planning and Environment Act 1987* (the Act). Council therefore has no formal status under the Act in relation to the application.
2. During the process, the Ministerial planning permit and development plan applications were formally amended under section 50A of the Act. The amended application was referred to Council by DTP on 31 January 2023.
3. A separate heritage permit application (P35475) was lodged with Heritage Victoria (HV) under the *Heritage Act 2017* (City of Melbourne ref: HV-2022-13) in April 2022, at same time as original the Ministerial planning permit and development plan applications. HV referred that heritage permit application to Council. An objection was provided, raising heritage concerns primarily due to the extent of demolition and impacts of new built form on the heritage place. Heritage Victoria issued a Notice of Refusal to Grant a Permit on 5 January 2023.
4. The consideration of the planning permit and Development Plan applications under the provisions of the *Planning and Environment Act 1987* and the Melbourne Planning Scheme is separate to City of Melbourne's position on the application under the *Heritage Act 2017*.

Finance

5. There are no direct financial issues to Council arising from the recommendations contained within this report.

Conflict of interest

6. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a material or general conflict of interest in relation to the matter of the report.

Health and Safety

7. Relevant planning considerations such as traffic, waste management, potential amenity impacts and noise attenuation matters that could impact on health and safety have been considered within the application and assessment process.

Stakeholder consultation

8. The applications are exempt from the requirements of the Heritage Overlay as a planning permit is not required to develop a place on the Victorian Heritage Register.
9. Council officers have not undertaken public notice of the application or referred this to any other referral authorities. This is the responsibility of DTP acting on behalf of the Minister for Planning.

Relation to Council policy

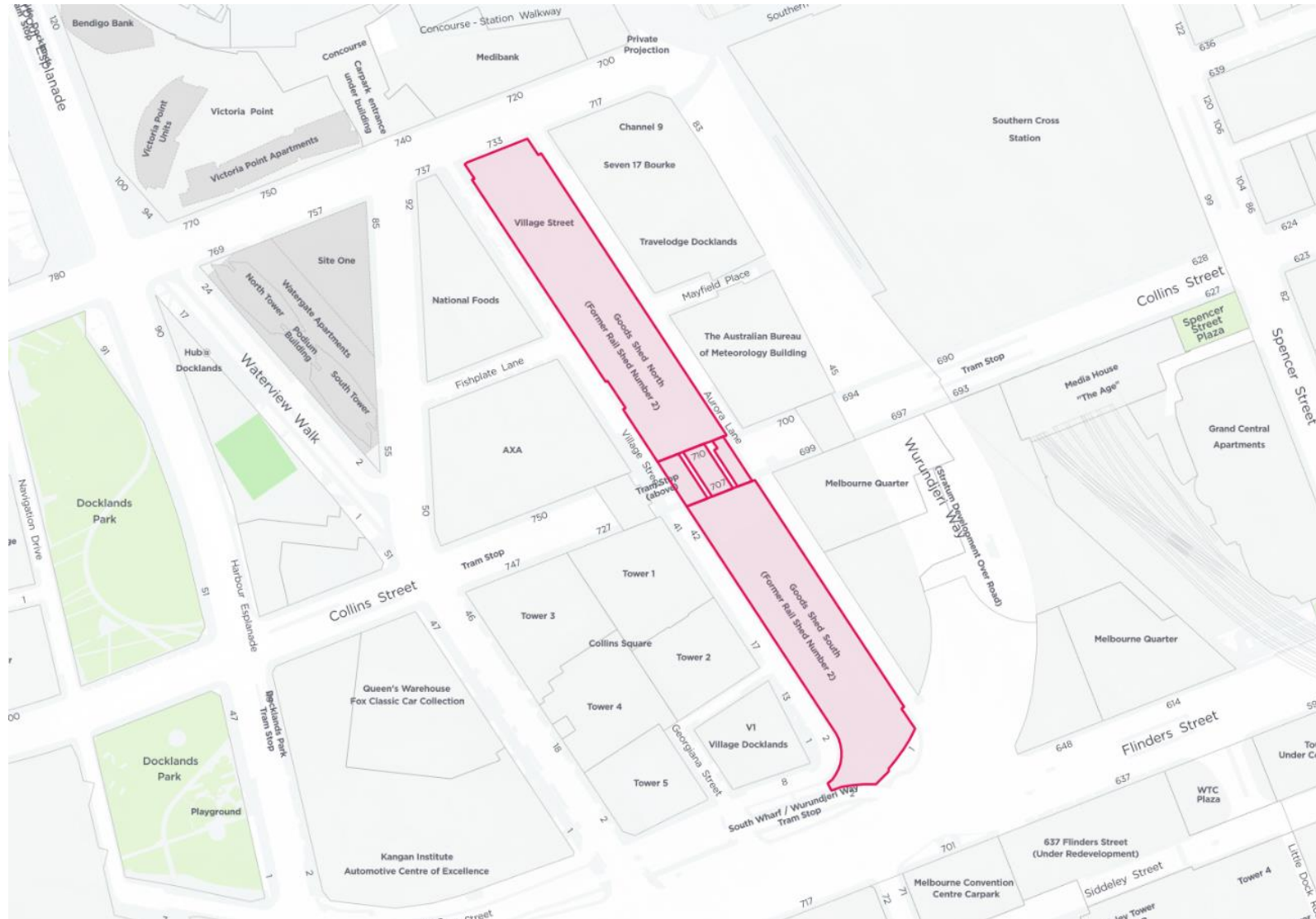
10. Relevant Council policies are discussed in the attached delegate report (refer to Attachment 4).

Environmental sustainability

11. The Environmentally Sustainable Design reports submitted with the application confirm the development will achieve the relevant performance measures set out in Clauses 15.01-2L-01 (formerly Clause 21.19) and Clause 19.03-3L (formerly Clause 22.23) of the Melbourne Planning Scheme.
12. The recommendation includes permit conditions requiring implementation of ESD initiatives.

Locality Plan

707 and 710 Collins Street, 731-735 Bourke Street and 44 Village Street, Docklands (Goods Shed)



M12492 GOODS SHED PRECINCT Drawing List

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GOODS SHED PRECINCT

TP00 Drawing List

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1	10/03/22	Town Planning Issue	BS	AJ

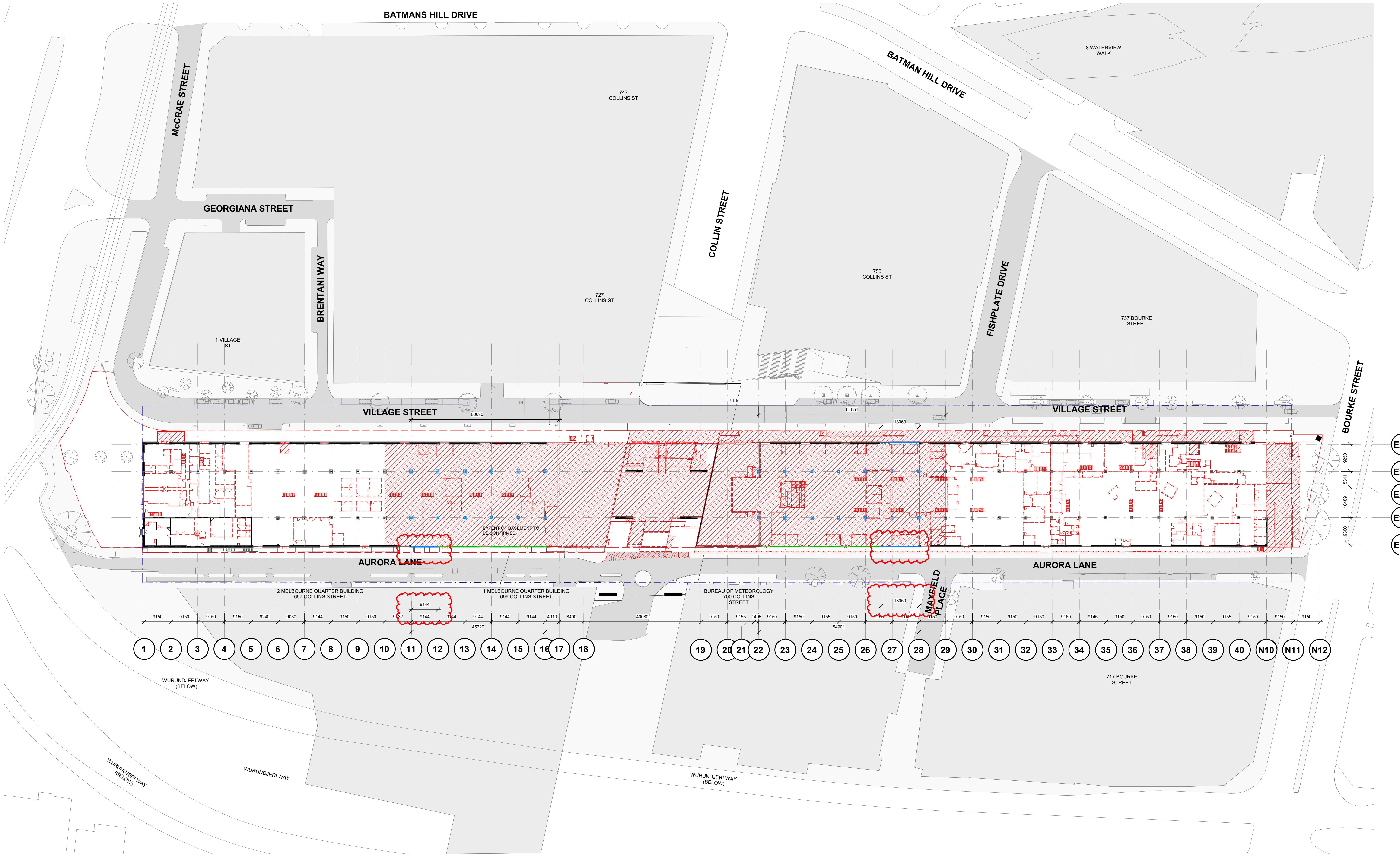
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Plot Date	23-Jan-23 10:35:40 PM
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Drawing no.	Revision
TP00.000	2

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TP01 - Existing Conditions Lower Ground

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1	10/03/22	Town Planning Issue	BS	AJ

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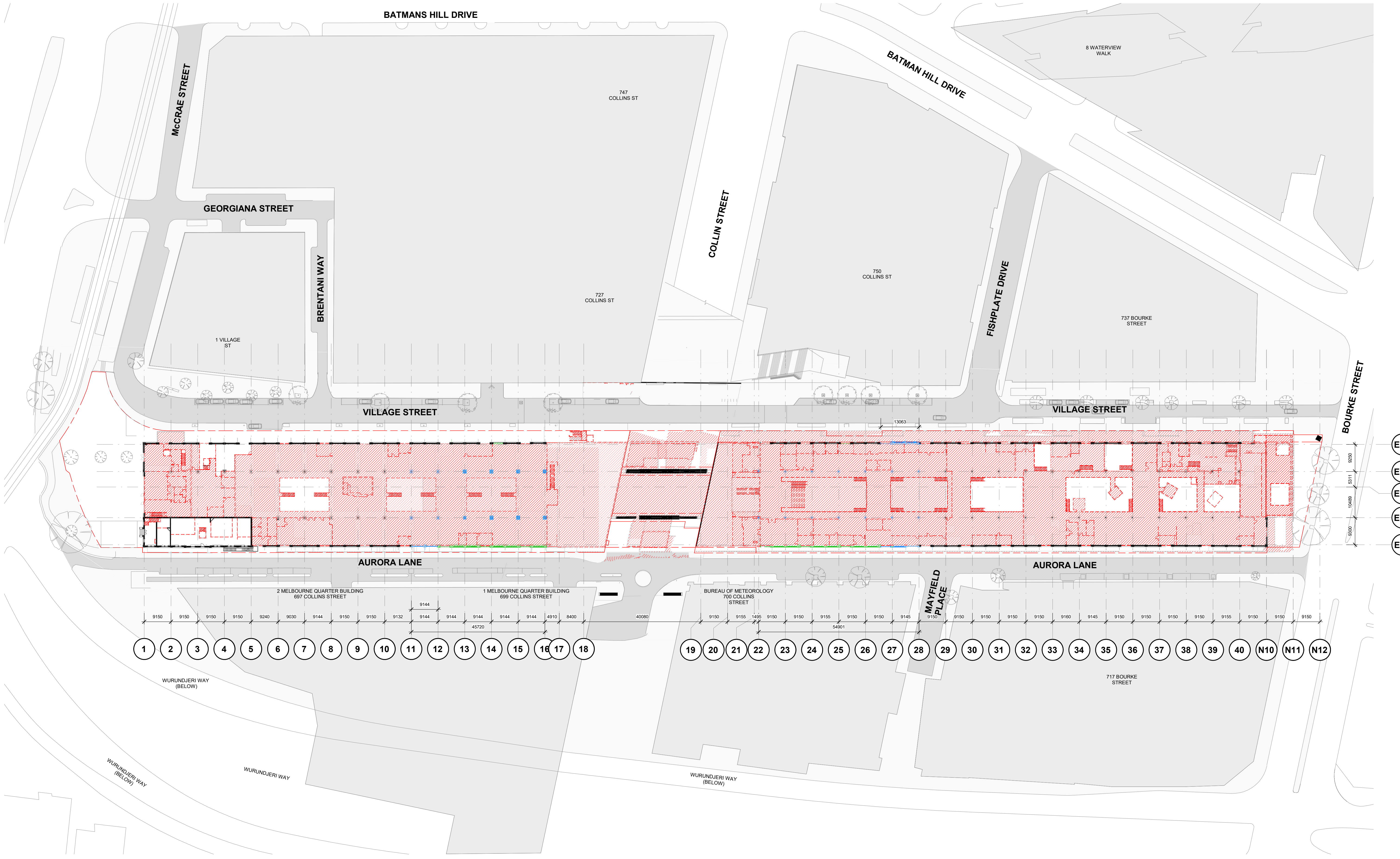
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TP01 - Existing Conditions Mezzanine

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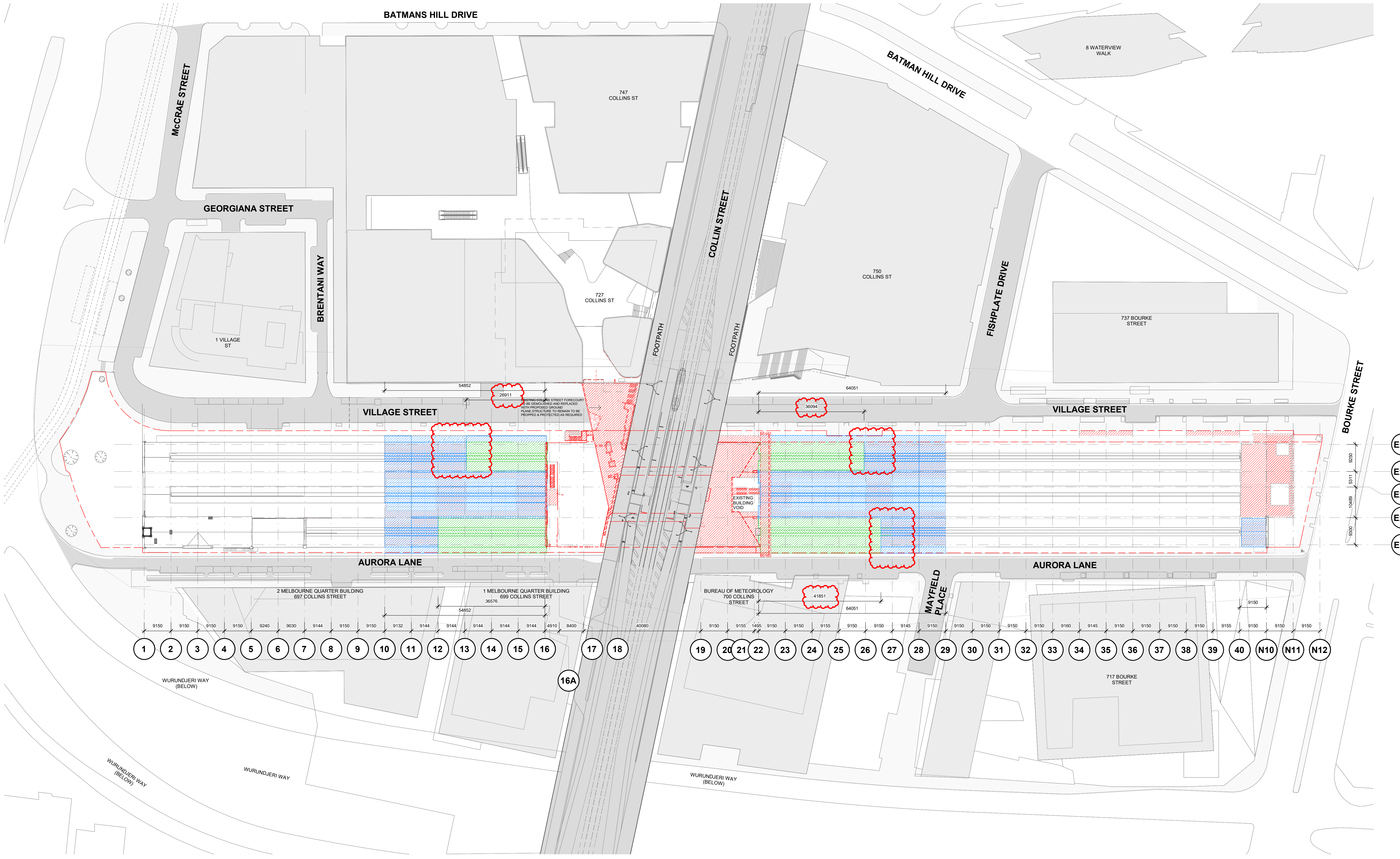
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**TP01 - Existing Conditions
Ground Floor**

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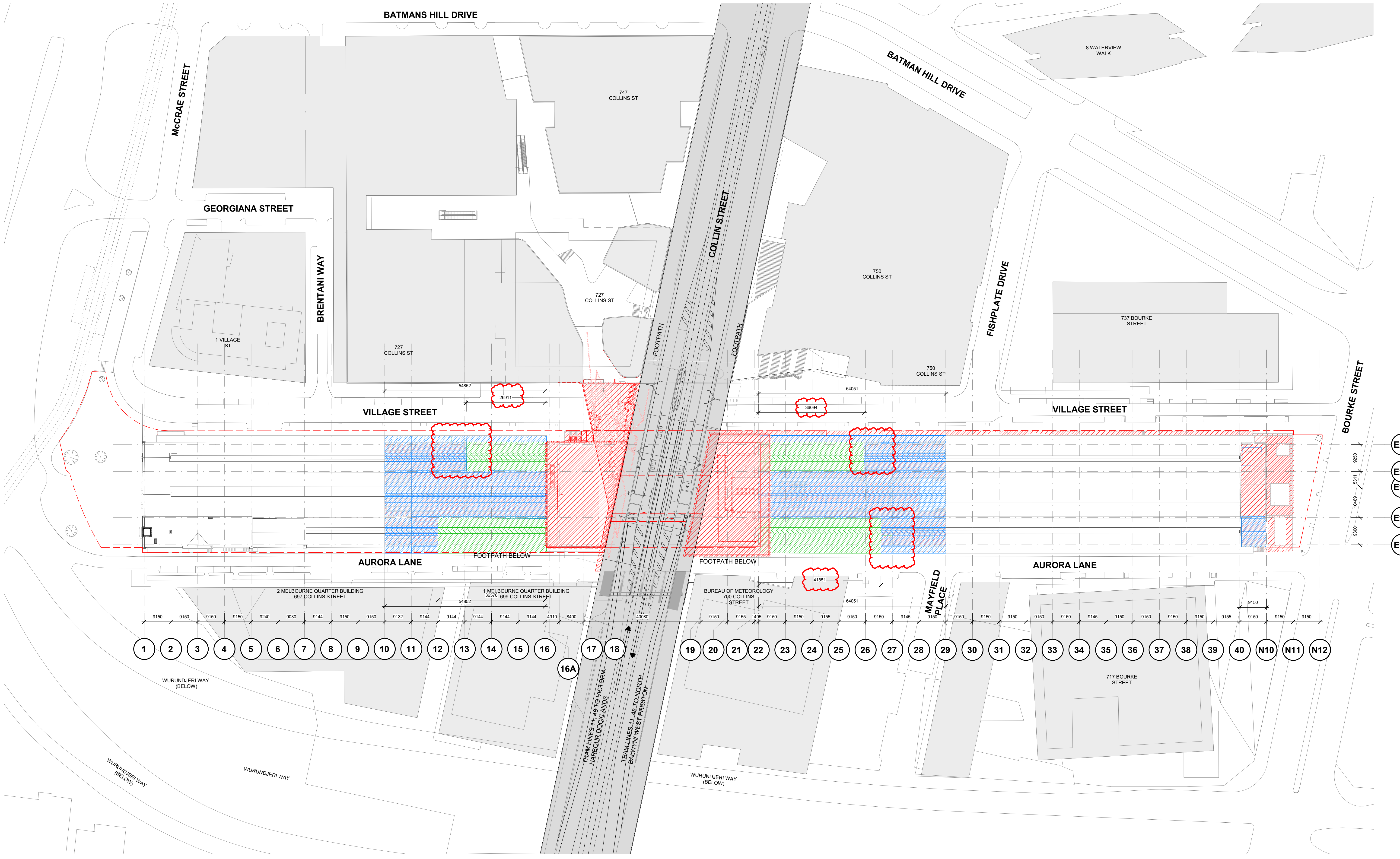
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TP01 - Existing Conditions
Roof

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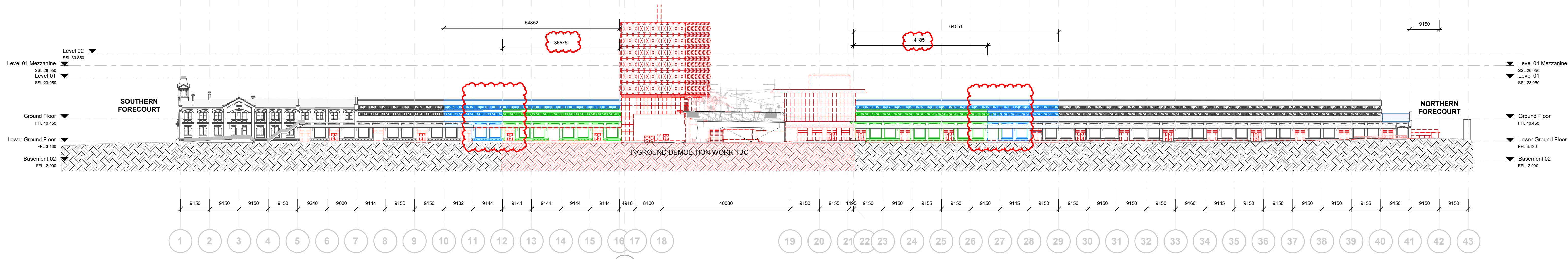
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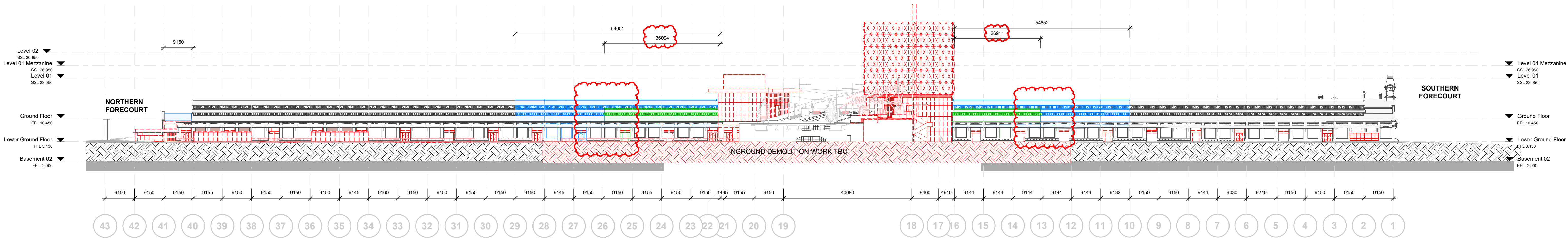
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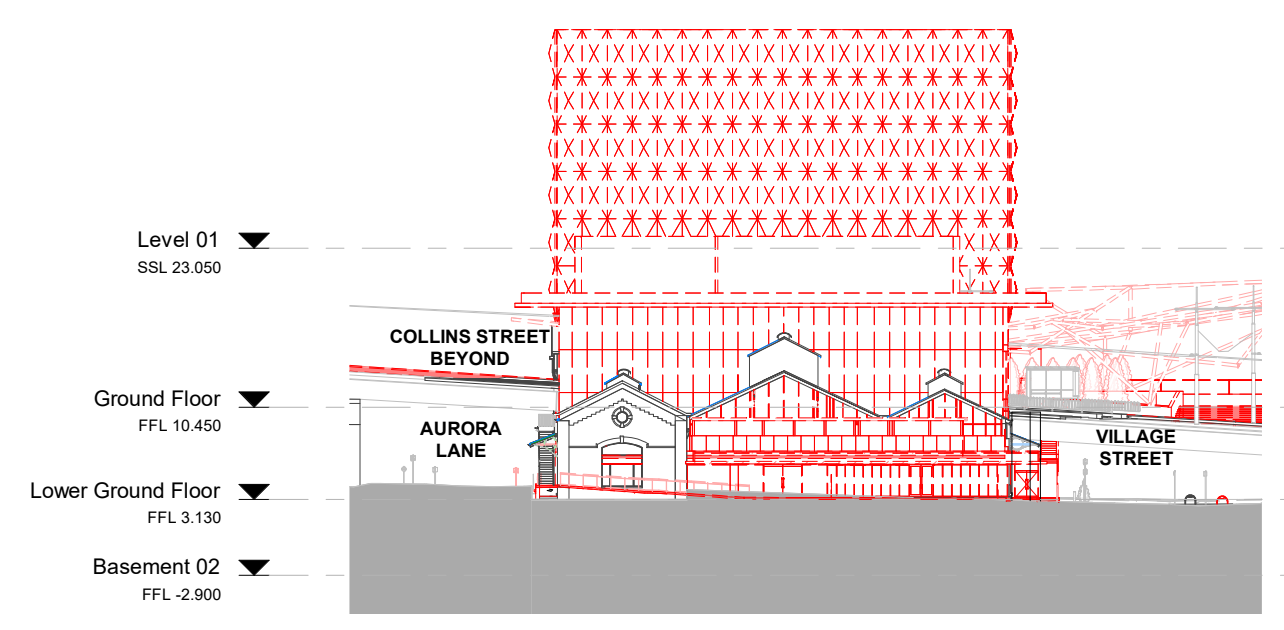
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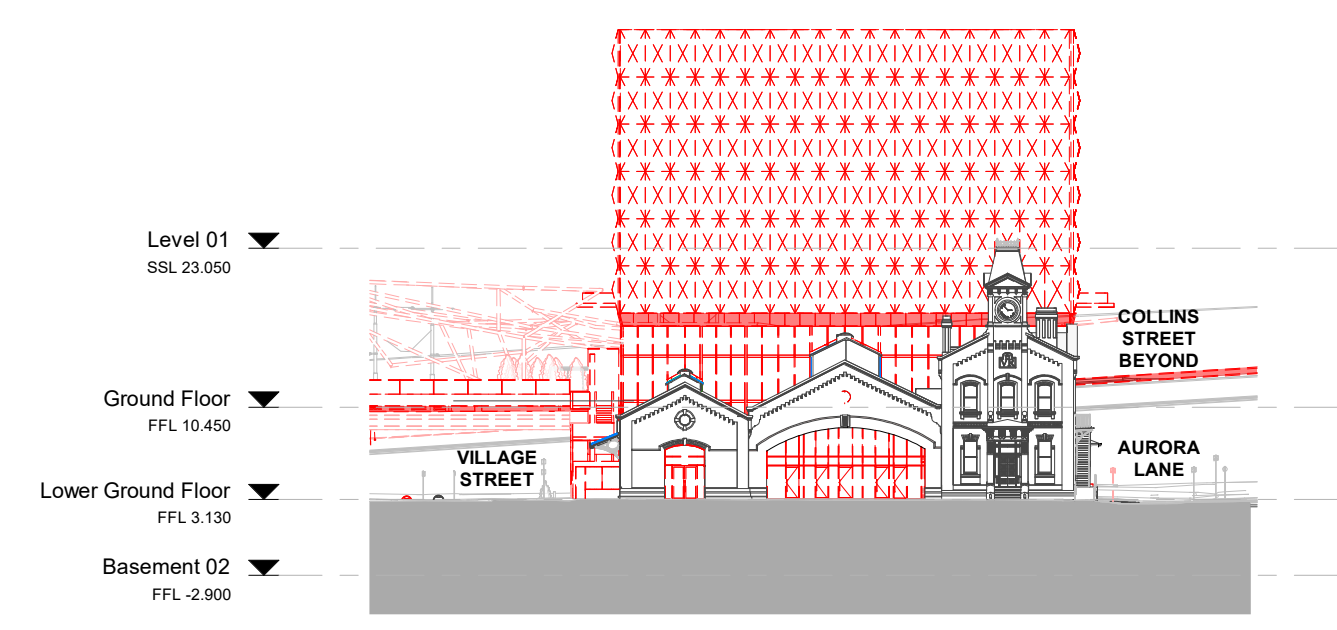
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3 Existing Elevation - North
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TP01 - Existing Conditions Elevations

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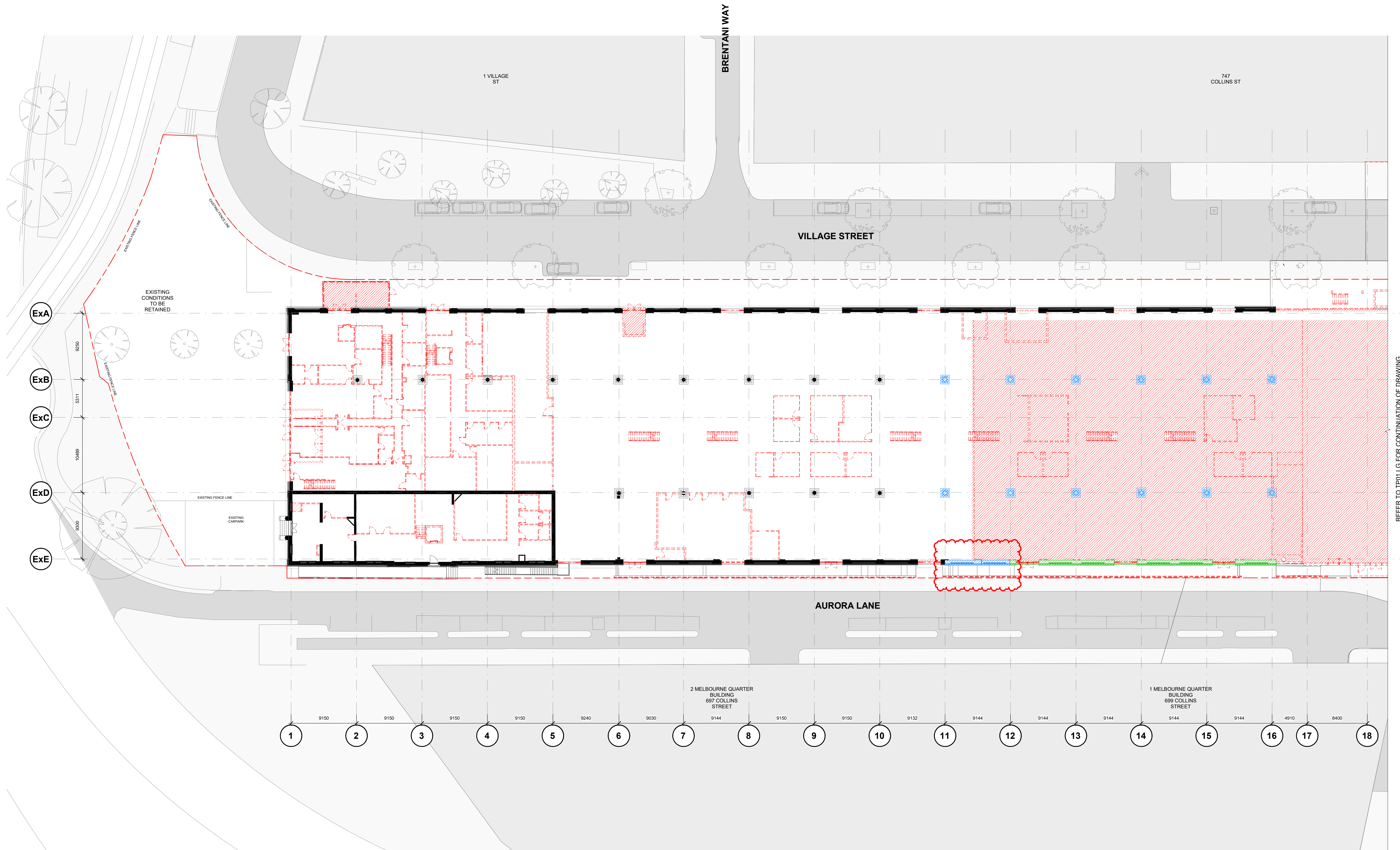
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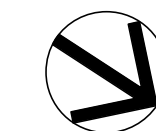
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**TP01 - Existing Conditions
South Goods Shed - Lower Ground Floor**

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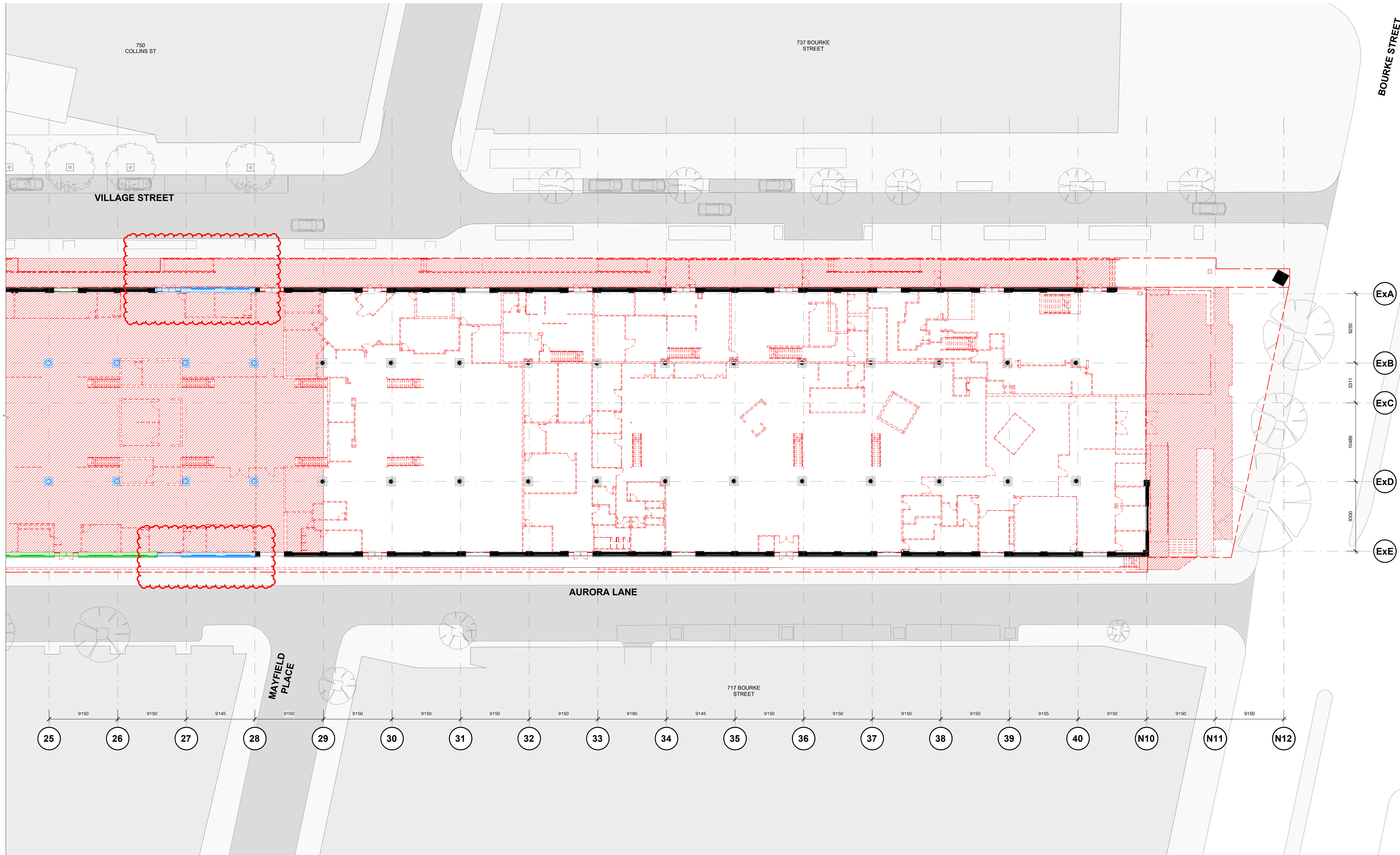
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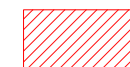




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-  DISMANTLE HERITAGE FABRIC FOR SALVAGE
DEMOLISH NON-HERITAGE FABRIC

GOODS SHED PRECINCT

**TP01 - Existing Conditions
North Goods Shed - Lower Ground Floor**

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Revision	Date	Description	Initial	Checked
3	23/01/23	Town Planning Amendments Issue	BS	MN
2	12/05/22	Town Planning Issue	BS	AJ
1	10/03/22	Town Planning Issue	BS	AJ

Scale	1:250	@ A1
Drawn	AI	Checked KW / TM
Project no.	M12492	
Status	Town Planning	
Plot Date	23-Jan-23 10:43:46 PM	
BIM	AB	
Drawing no.	TP01.N.LG	Revision 3

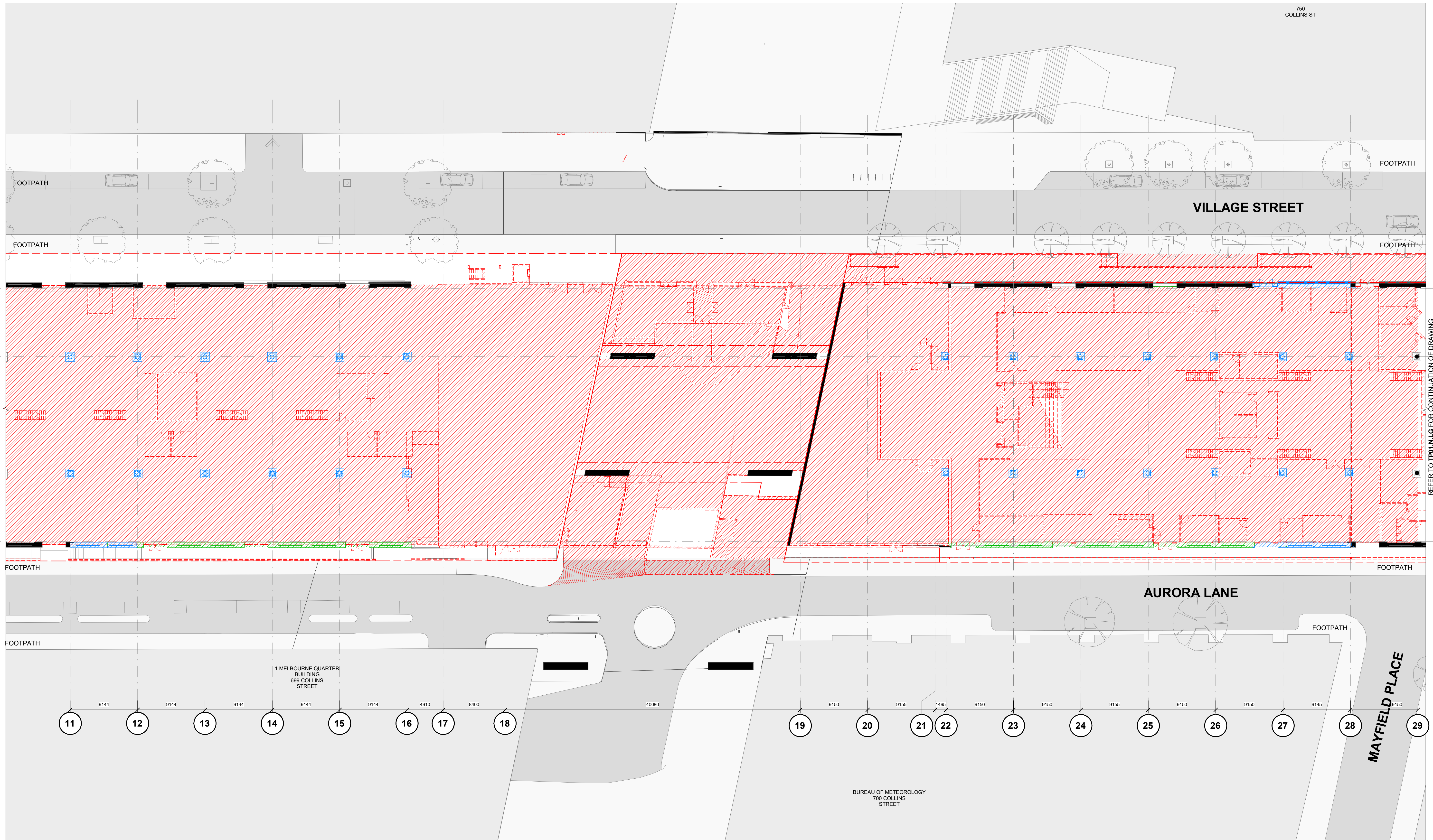
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- DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR REINSTATEMENT
DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR SALVAGE
DEMOLISH NON-HERITAGE FABRIC

GOODS SHED PRECINCT

**TP01 - Existing Conditions
Collins St - Lower Ground Floor**

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2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI

Scale	1:250	@ A1
Drawn	AI	Checked KW / TM
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BIM	AB	
Drawing no.	TP01.C.LG	Revision 2

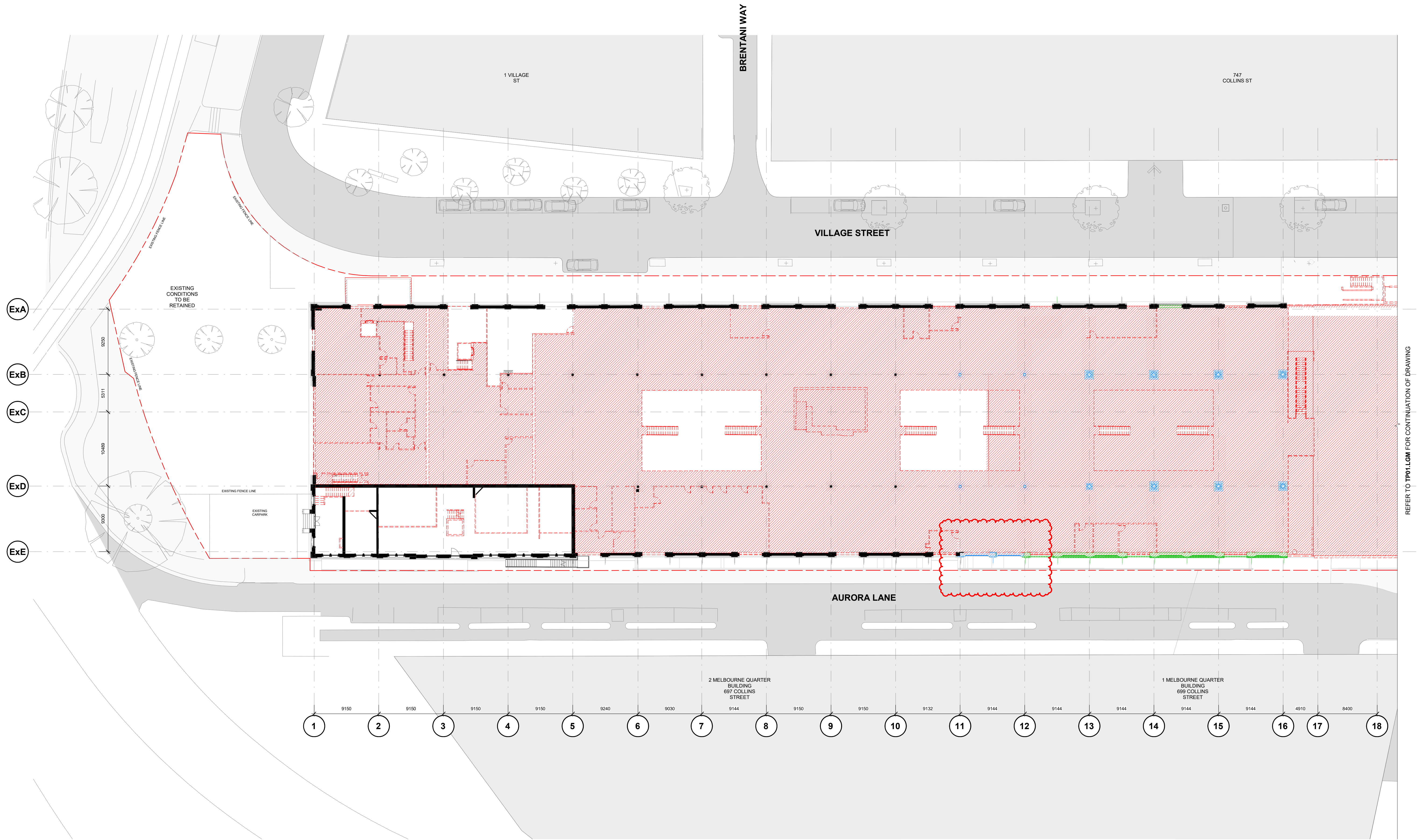
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- DISMANTLE HERITAGE FABRIC FOR REINSTATEMENT
DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR SALVAGE
DEMOLISH NON-HERITAGE FABRIC

GOODS SHED PRECINCT

TP01 - Existing Conditions
South Goods Shed - Mezzanine

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2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI

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Drawn	AI	Checked KW / TM
Project no.	M12492	
Status	Town Planning	
Plot Date	23-Jan-23 10:44:08 PM	
BIM	AB	
Drawing no.	TP01.S.LGM	Revision 3

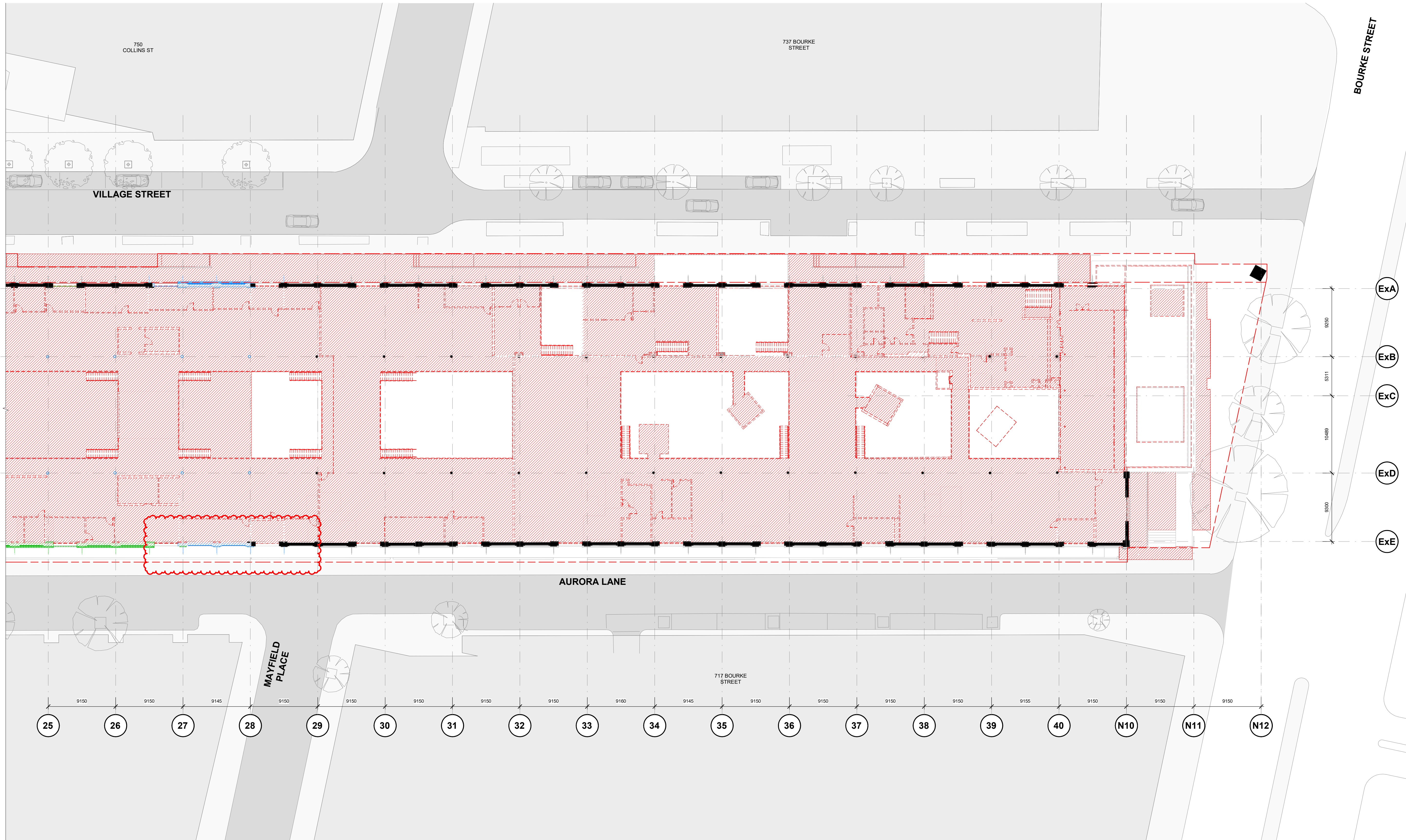
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ExA
ExB
ExC
ExD
ExE

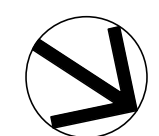
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- DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR REINSTATEMENT
DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR SALVAGE
DEMOLISH NON-HERITAGE FABRIC

GOODS SHED PRECINCT

**TP01 - Existing Conditions
North Goods Shed - Mezzanine**

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1	10/03/22	Town Planning Issue	BS	AI

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Drawing no.	TP01.N.LGM	Revision 3

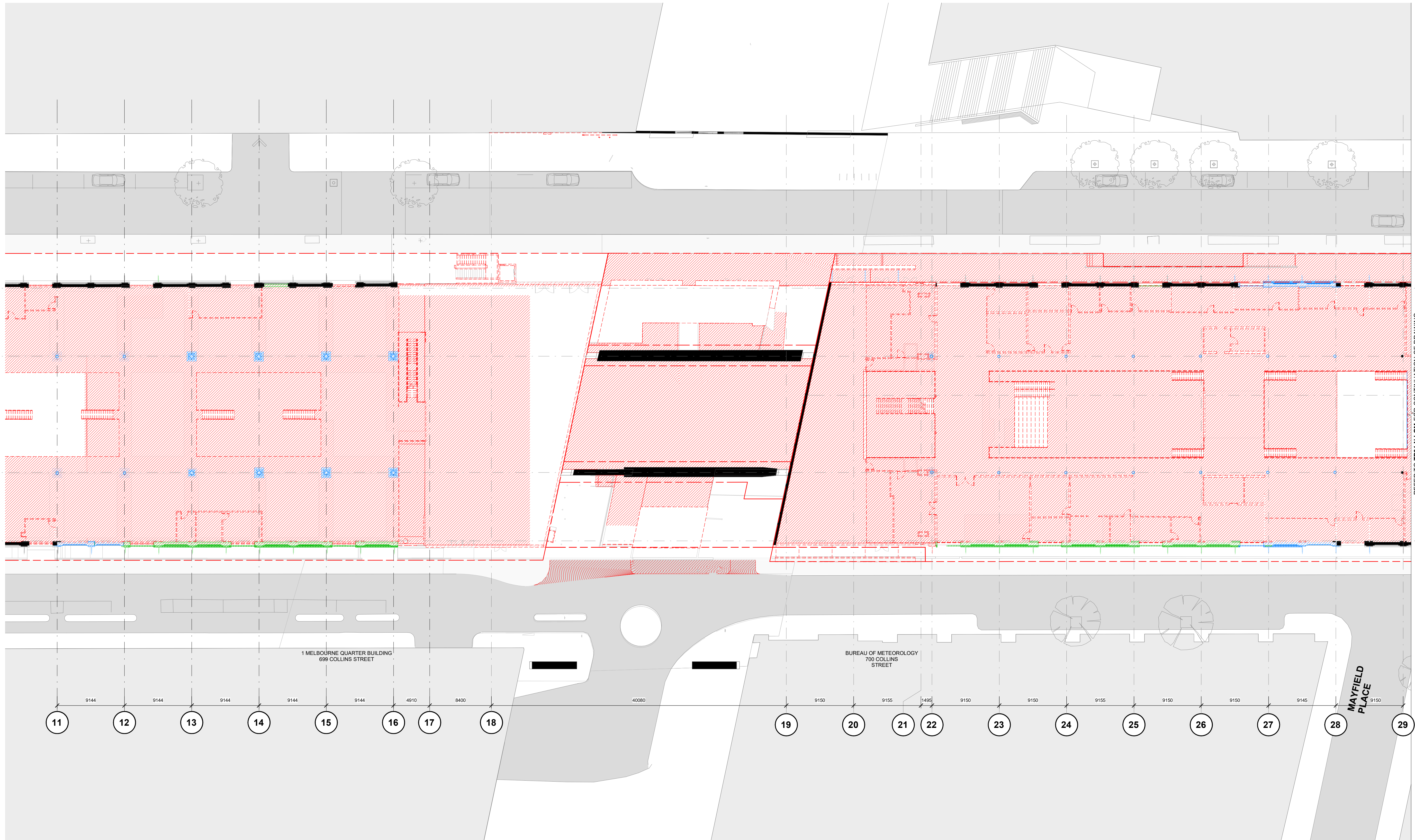
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- DISMANTLE HERITAGE FABRIC FOR REINSTATEMENT
- DISMANTLE HERITAGE FABRIC FOR SALVAGE

GOODS SHED PRECINCT

**TP01 - Existing Conditions
Collins St - Mezzanine**

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1	10/03/22	Town Planning Issue	BS	AJ

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Status	Town Planning	
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BIM	AB	

Drawing no. **TP01.C.LGM 3** Revision

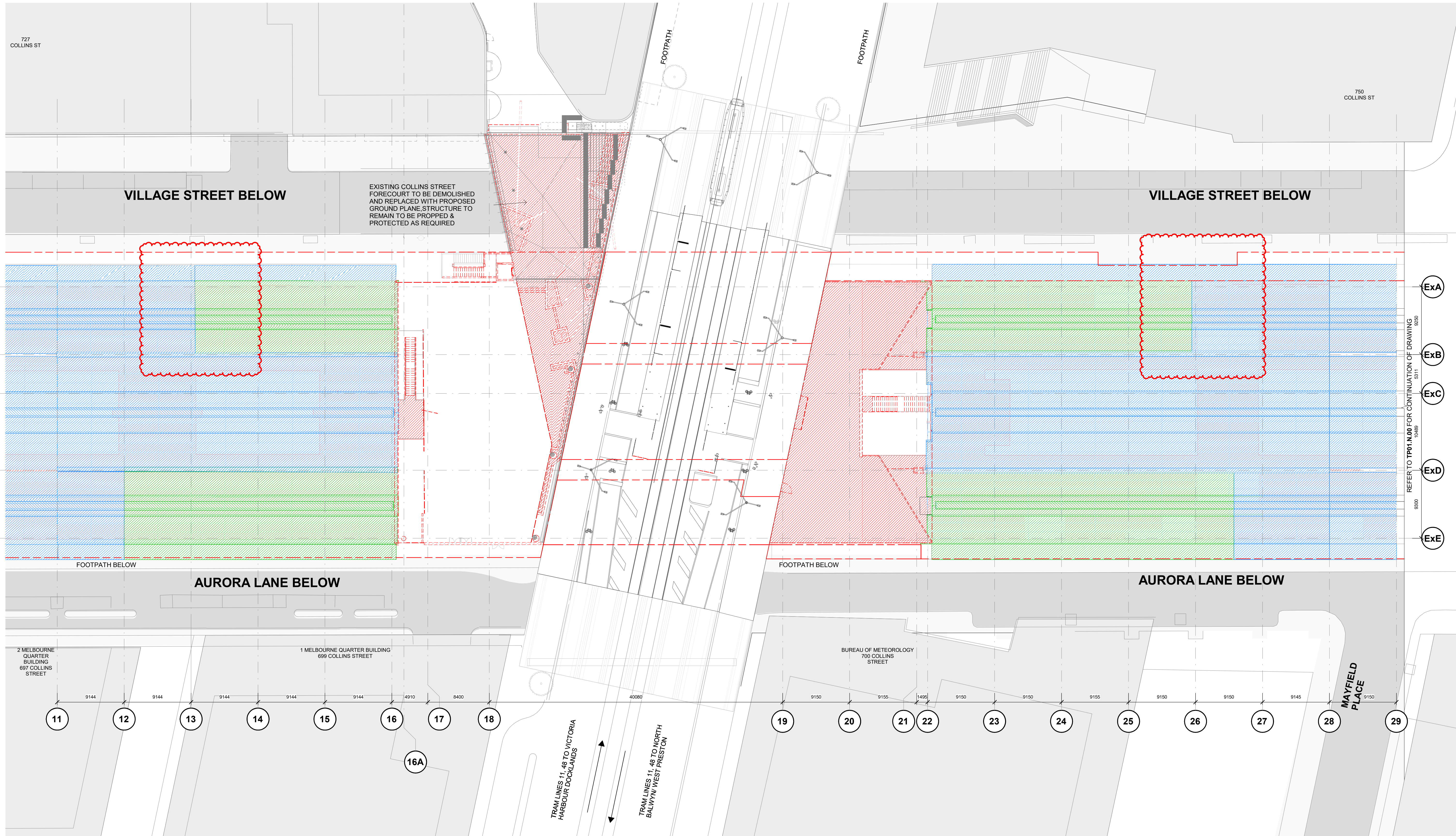
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- DISMANTLE HERITAGE FABRIC FOR REINSTATEMENT
DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR SALVAGE
DEMOLISH NON-HERITAGE FABRIC

GOODS SHED PRECINCT

**TP01 - Existing Conditions
Collins St - Ground Floor**

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3	23/01/23	Town Planning Amendments Issue	BS	MN
2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI

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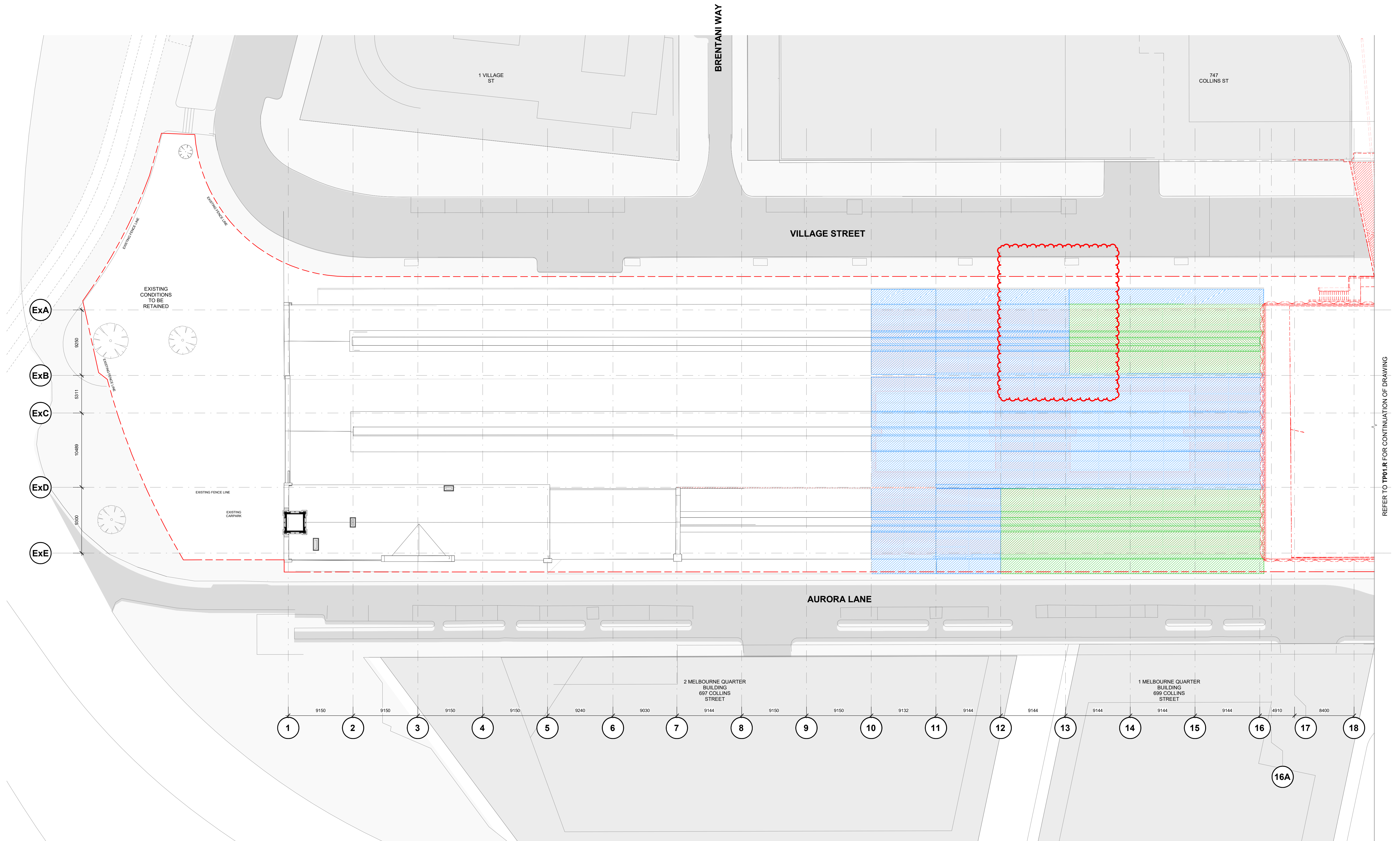
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DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR SALVAGE
DEMOLISH NON-HERITAGE FABRIC

GOODS SHED PRECINCT

**TP01 - Existing Conditions
South Goods Shed - Roof**

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Revision	Date	Description	Initial	Checked
3	22/01/23	Town Planning Amendments Issue	BS	MN
2	12/05/22	Town Planning Issue	BS	AJ
1	10/03/22	Town Planning Issue	BS	AJ

Scale	1:250	@ A1
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Project no.	M12492	
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Plot Date	23-Jan-23 10:47:00 PM	
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Drawing no.	TP01.S.R	Revision 3

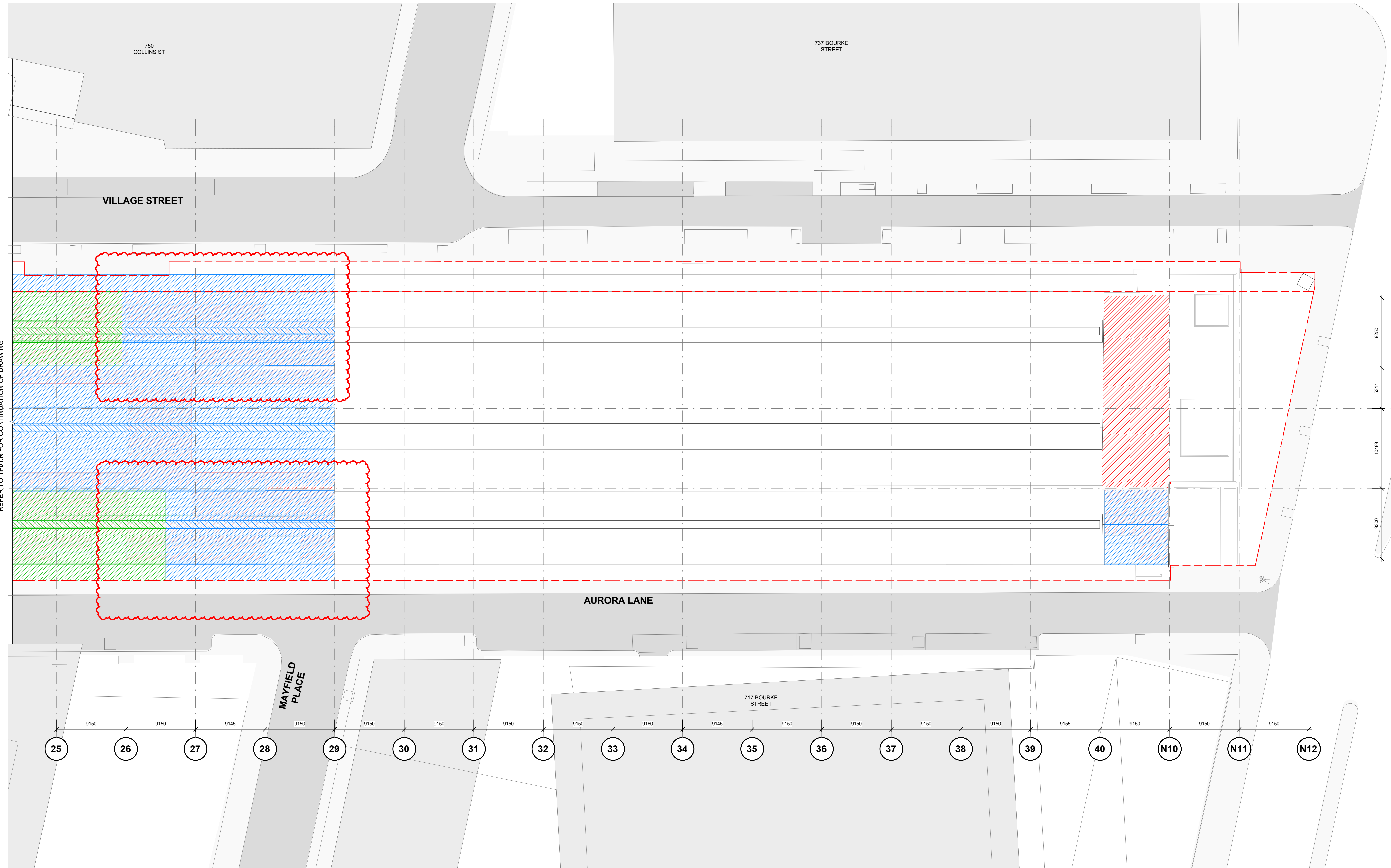
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DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR SALVAGE
DEMOLISH NON-HERITAGE FABRIC

GOODS SHED PRECINCT

**TP01 - Existing Conditions
North Goods Shed - Roof**

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3	23/01/23	Town Planning Amendments Issue	BS	MN
2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI

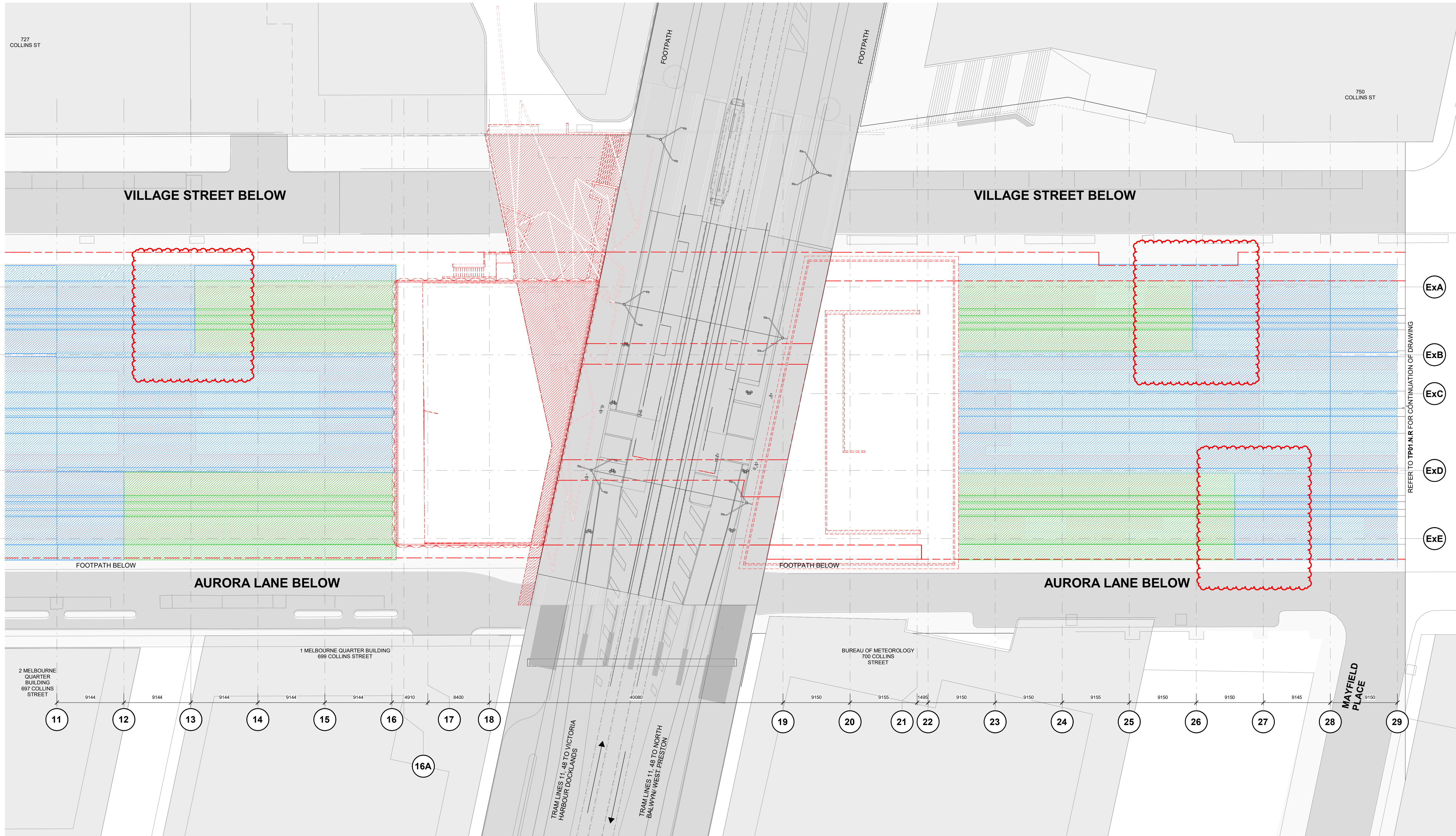
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Project no.	M12492	
Status	Town Planning	
Plot Date	23-Jan-23 10:47:45 PM	
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Drawing no.	TP01.N.R	Revision 3

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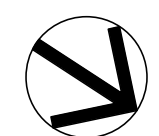
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ExD
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- DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR REINSTATEMENT
DEMOLISH NON-HERITAGE FABRIC
- DISMANTLE HERITAGE FABRIC FOR SALVAGE
DEMOLISH NON-HERITAGE FABRIC

GOODS SHED PRECINCT

**TP01 - Existing Conditions
Collins St - Roof**

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3	23/01/23	Town Planning Amendments Issue	BS	MN
2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI

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Drawing no.	TP01.C.R	Revision 3

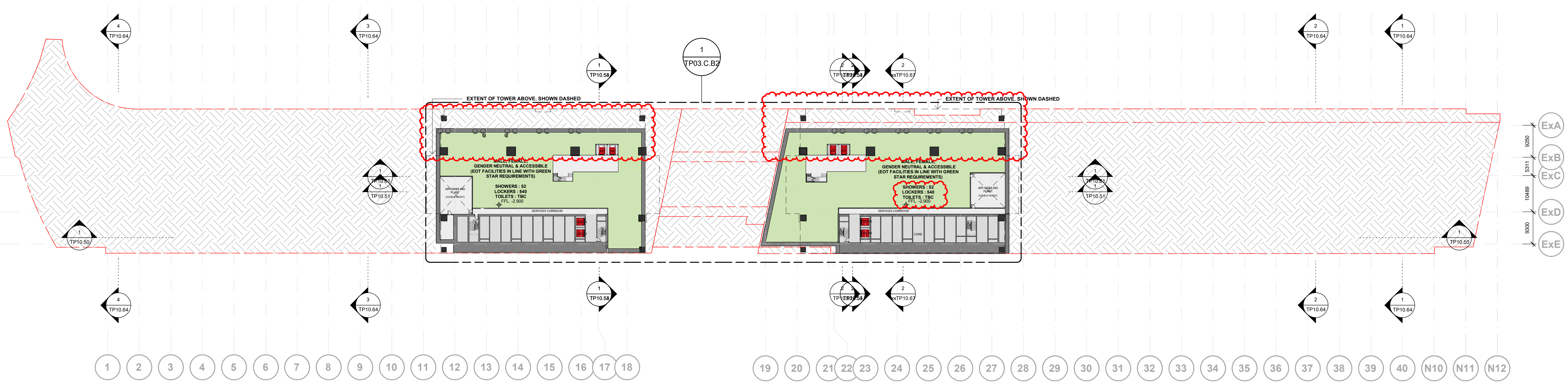
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4	23/01/23	Town Planning Amendments Issue	BS	MN
3	25/08/22	RPI Response Issue		
2	12/05/22	Town Planning Issue	BS	AJ
1	10/03/22	Town Planning Issue	BS	AJ

GOODS SHED PRECINCT

TP02 - Key Plans Basement 02

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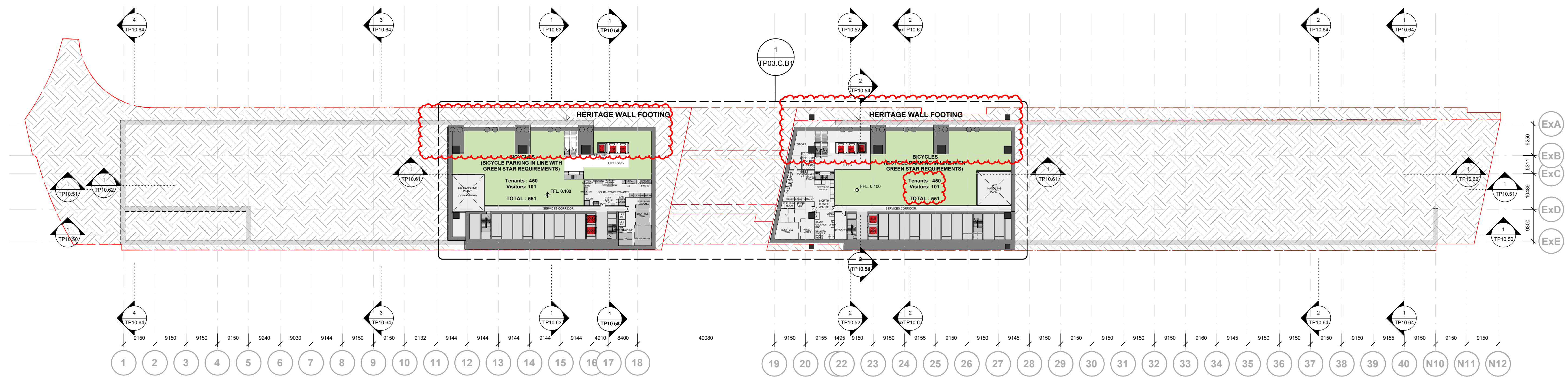
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Project no.	M12492	
Status	Town Planning	
Plot Date	23-Jan-23 10:50:03 PM	
BIM	AB	
Drawing no.	TP02.B2	Revision 4

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**TP02 - Key Plans
Basement 01**

Revision	Date	Description	Initial	Checked
4	23/01/23	Town Planning Amendments Issue	BS	MN
3	25/08/22	RPI Response Issue	BS	AI
2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI

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Scale	1 : 600	@ A1
Drawn	AI	Checked KW / TM
Project no.	M12492	
Status	Town Planning	
Plot Date	23-Jan-23 10:50:13 PM	
BIM	AB	
Drawing no.	TP02.B1	Revision 4

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BATMANS HILL DRIVE

McCRAE STREET

GEORGIANA STREET

BRENTANI WAY

1 VILLAGE ST

VILLAGE STREET

747 COLLINS ST

750 COLLINS ST

VILLAGE STREET

BATMANS HILL DRIVE

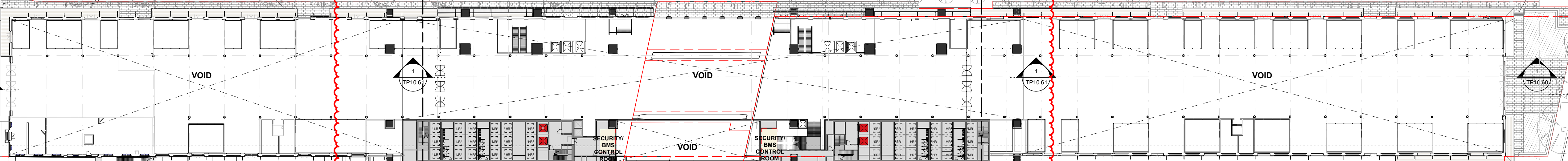
FISHPLATE DRIVE

8 WATERVIEW WALK

737 BOURKE STREET

BOURKE STREET

ExA
ExB
ExC
ExD
ExE



AURORA LANE

2 MELBOURNE QUARTER BUILDING 697 COLLINS STREET

1 MELBOURNE QUARTER BUILDING 699 COLLINS STREET

BUREAU OF METEOROLOGY 700 COLLINS STREET

AURORA LANE

717 BOURKE STREET

9150 9150 9150 9150 9240 9030 9144 9150 9150 9132 9144 9144 9144 9144 9144 4910 8400 40080 9150 9155 1495 9150 9150 9155 9150 9150 9145 9150 9150 9150 9150 9150 9150 9150 9155 9150 9150 9150 9150

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 N10 N11 N12

WURUNDJERI WAY (BELOW) WURUNDJERI WAY (BELOW) WURUNDJERI WAY (BELOW) WURUNDJERI WAY (BELOW)

WURUNDJERI WAY

GOODS SHED PRECINCT

TP02 - Key Plans Mezzanine

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Scale	1 : 600	@ A1
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Status	Town Planning	
Plot Date	23-Jan-23 10:51:01 PM	
BIM	AB	
Drawing no.	TP02.LGM	Revision 3

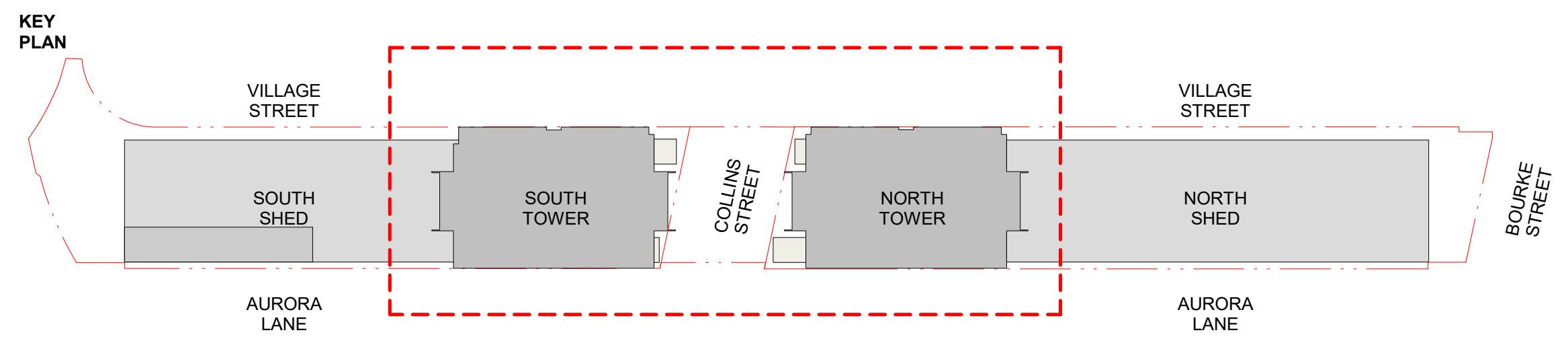
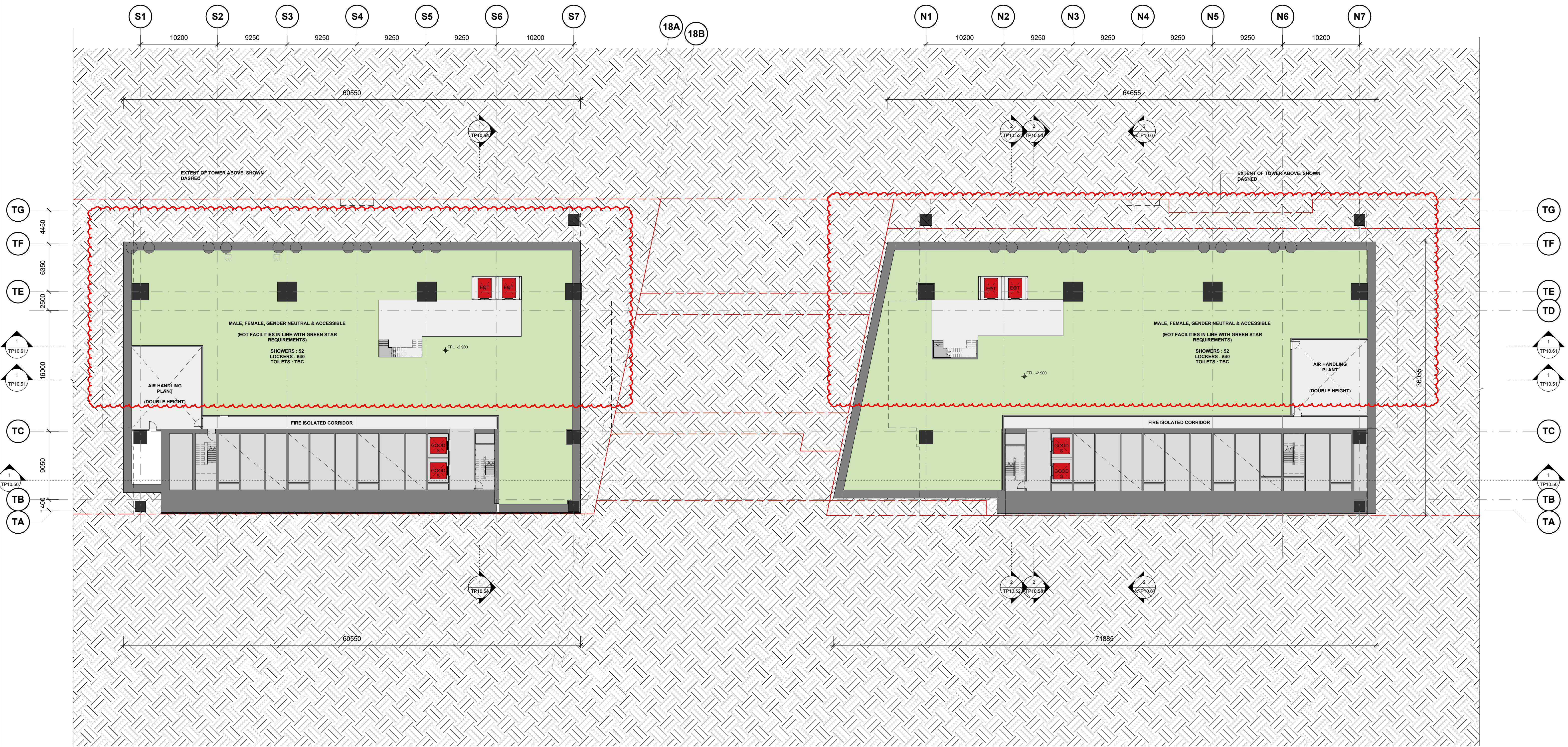
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Revision	Date	Description	Initial	Checked
3	23/01/23	Town Planning Amendments Issue	BS	MN
2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI



GOODS SHED PRECINCT

**TP03 - General Arrangements
Collins St - Basement 02**

Revision	Date	Description	Initial	Checked
4	23/01/23	Town Planning Amendments Issue	BS	MN
3	25/08/22	RPI Response Issue	BS	AI
2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI

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Scale	As indicated	@ A1
Drawn	NM	Checked KW / TM
Project no.	M12492	
Status	Town Planning	
Plot Date	23-Jan-23 10:52:24 PM	
BIM	AB	
Drawing no.	TP03.C.B2	Revision 4

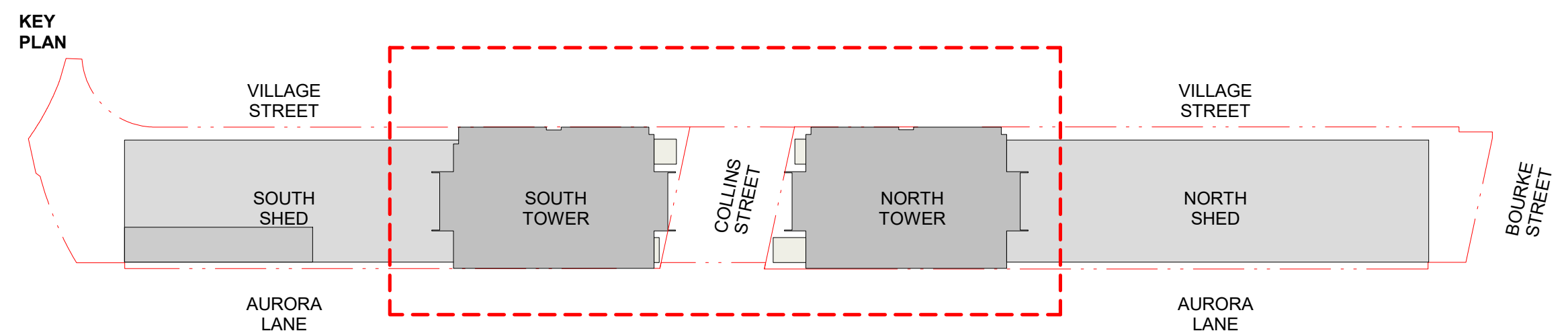
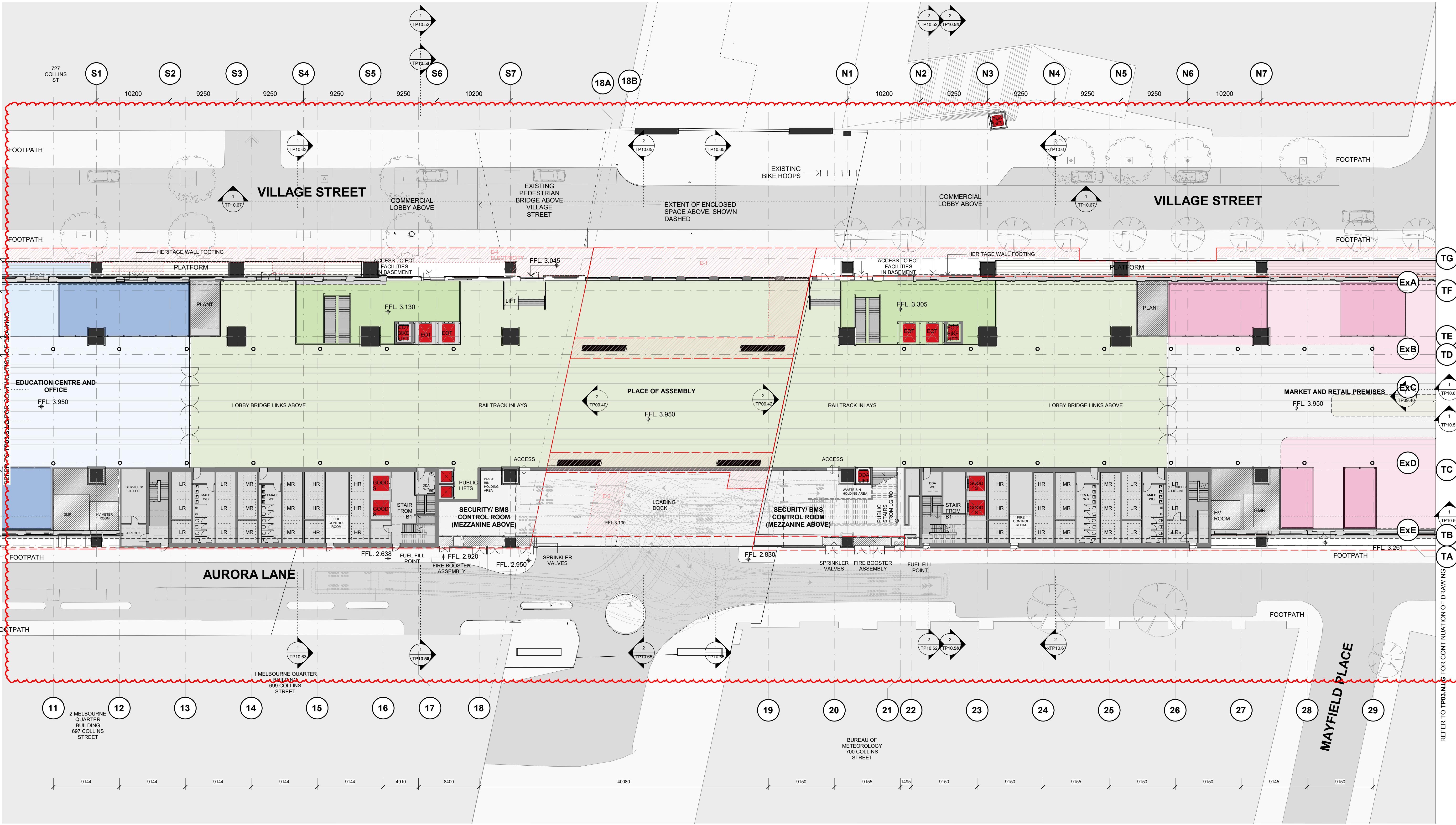
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**TP03 - General Arrangements
Village St - Lower Ground Floor**

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Do not scale drawings - refer to figured dimensions only. Any discrepancies shall immediately be referred to the architect for clarification.
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Revision	Date	Description	Initial	Checked
4	23/01/23	Town Planning Amendments Issue	BS	MN
3	19/07/22	Waste Bin Holding Areas Noted	BS	AI
2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI

Scale	As indicated	@ A1
Drawn	AI	Checked KW / TM
Project no.	M12492	
Status	Town Planning	
Plot Date	23-Jan-23 10:53:11 PM	
BIM	AB	
Drawing no.	TP03.C.LG	Revision 4

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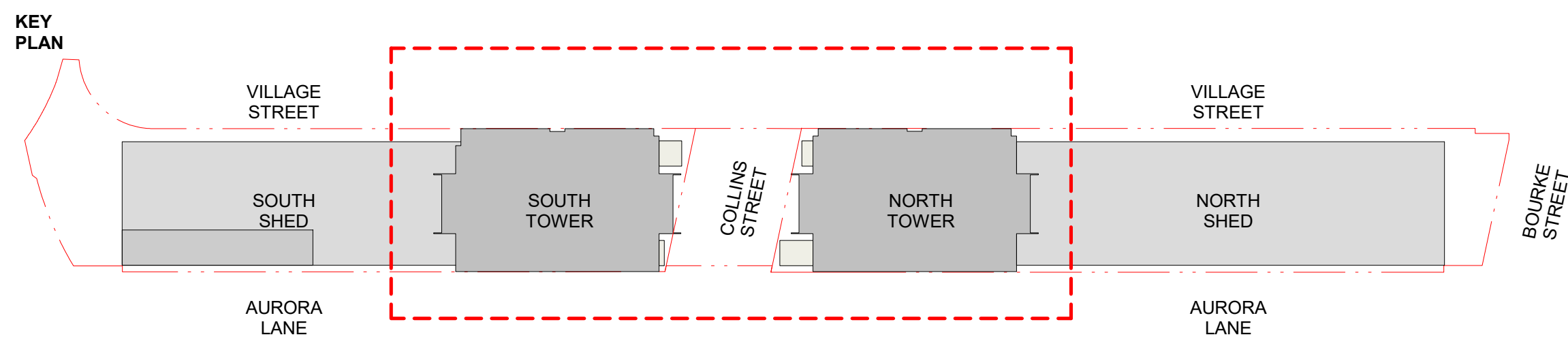
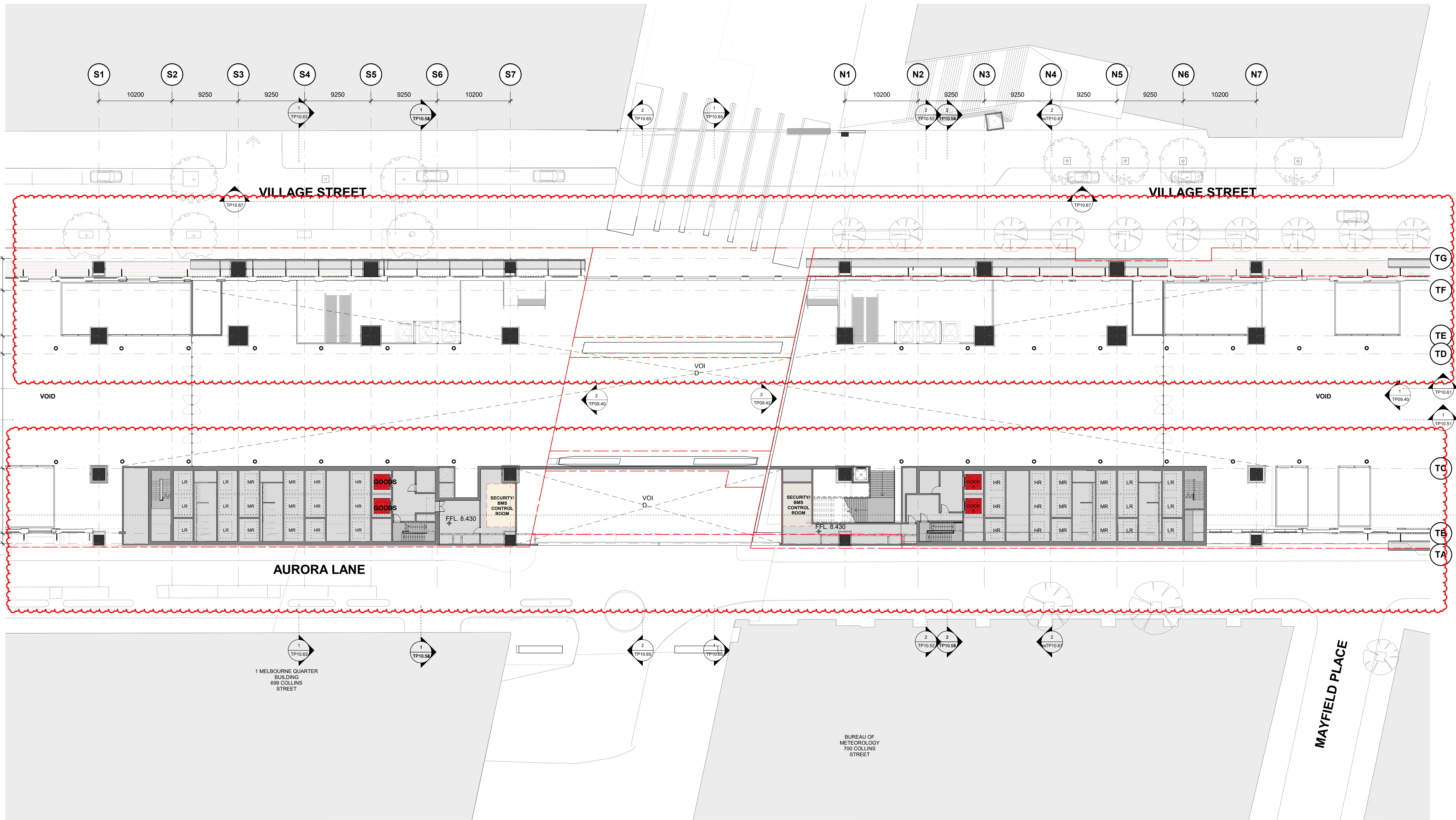
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Project/WALKER_BS_ARCH_R0202.rvt

REFER TO TP03.N.LG FOR CONTINUATION OF DRAWING



GOODS SHED PRECINCT

**TP03 - General Arrangements
Collins St - Mezzanine**

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Revision	Date	Description	Initial	Checked
3	23/01/23	Town Planning Amendments Issue	BS	MN
2	12/05/22	Town Planning Issue	BS	AI
1	10/03/22	Town Planning Issue	BS	AI

Scale	As indicated	@ A1
Drawn	AI	Checked KW / TM
Project no.	M12492	
Status	Town Planning	
Plot Date	23-Jan-23 10:53:40 PM	
BIM	AB	
Drawing no.	Revision	
TP03.C.LGM	3	

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