Report to the Future Melbourne Committee

Agenda item 6.1

1 August 2023

Planning Permit Application: TP-2023-168 602-606 Little Bourke Street, Melbourne

Presenter: Julian Edwards, Director Planning and Building

Purpose and background

- 1. The purpose of this report is to advise the Future Melbourne Committee (FMC) of a planning permit application seeking approval for partial demolition, external alterations, buildings and works to the existing building at 602-606 Little Bourke Street, Melbourne (refer to Attachment 2 Locality Plan).
- 2. The applicant is Unison Housing, represented by Tract Consultants, and the architect is i2c. Melbourne City Council is the owner of the land.
- 3. The site is located within the Capital City Zone (CCZ1) and is affected by the Heritage Overlay (HO737 Former Melbourne City Council Power Station), Design and Development Overlay (DDO1, DDO10 and DDO12) and Parking Overlay (PO1). A planning permit is required for development only. The intended use of the land does not require a permit.
- 4. The proposal seeks planning approval for partial demolition, alterations and works to refurbish the existing heritage building (refer to Attachment 3 Plans).
- 5. Public notice of the application was undertaken pursuant to the Heritage Overlay, noting that all other permit requirements are exempt from the notice and review requirements of the *Planning and Environment Act 1987* (the Act). A total of 38 objections were received with matters raised predominantly relating to the use.

Key issues

- 6. The key issues for consideration are whether the proposed works are an acceptable heritage outcome having regard to the HO737 and Clause 15.03-1L-02 (Heritage), and an acceptable urban design outcome as sought by the CCZ1, DDO1, DDO10 and DDO12.
- 7. The proposed works are considered to be respectful of the significance and appearance of the heritage building, subject to the inclusion of recommended conditions.
- 8. The proposed works are also considered an acceptable urban design outcome, aligning with the objectives and requirements of the CCZ1, DDO1 and DDO10. A condition will require the approval of an acoustic assessment to satisfy the requirements of DDO12.
- 9. The objections raise a number of concerns with the intended use of the land, which does not require planning permission. As planning permission for the intended use is not required, these matters are unable to be considered in determining the planning permit application.
- 10. The proposal is considered to be both an acceptable heritage and urban design outcome and, subject to conditions, meets the relevant provisions of the Melbourne Planning Scheme.

Recommendation from management

11. That the Future Melbourne Committee resolves to issue a Notice of Decision to Grant a Permit subject to the conditions set out in the delegate report (refer to Attachment 4 of the report from management).

Attachments:

- 1. Supporting Attachment (Page 2 of 58)
- 2. Locality Plan (Page 3 of 58)
- 3. Plans (Page 4 of 58)
- 4. Delegate Report (Page 35 of 58)

Supporting Attachment

Legal

- 1. Division 1 of Part 4 of the Act sets out requirements in relation to applications for permits pursuant to the relevant planning scheme.
- 2. Division 4 of Part 4 of the Act sets out requirements in relation to provisions applying to Ministers, government departments and responsible authorities. More specifically, section 96 of the Act and clauses 67, 67.01 and 67.02 of the Melbourne Planning Scheme outline the requirements and ability for Council to apply for a planning permit on land owned by Council.
- 3. As objections have been received, sections 64 and 65 of the Act provide that the responsible authority must give the applicant and each objector notice in the prescribed form of its decision to either grant a permit or refuse to grant a permit. The responsible authority must not issue a permit to the applicant until the end of the period in which an objector may apply to the Victorian Civil and Administrative Tribunal (VCAT) for a review of the decision or, if an application for review is made, until the application is determined by VCAT.

Finance

4. There are no direct financial issues arising from the recommendations contained within this report.

Conflict of interest

5. 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

6. Relevant planning considerations, such as waste management and noise attenuation matters, which could impact on health and safety have been considered within the planning permit application and assessment process.

Stakeholder consultation

- 7. Public notice of the application has been undertaken to surrounding owners and occupiers, pursuant to section 52 of the Act.
- 8. Separate to the statutory process which is the subject of this report, the Make Room project provides an ongoing platform for community engagement and feedback. This can be accessed via Participate Melbourne and the City of Melbourne website.

Relation to Council policy

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

Environmental sustainability

- 10. The Environmentally Sustainable Design (ESD) report submitted with the application confirms the development will achieve the relevant performance measures set out at Clause 15.01-2L-01 (Energy, Water and Waste Efficiency) of the Melbourne Planning Scheme.
- 11. Recommended conditions require implementation of these ESD initiatives.

Locality Plan

602-606 Little Bourke Street, Melbourne



MELBOURNE MAKE ROOM TOWN PLANNING APPLICATION

602-604 LT BOURKE STREET, MELBOURNE, VIC, 3000

05/06/2023





LOCALITY PLAN

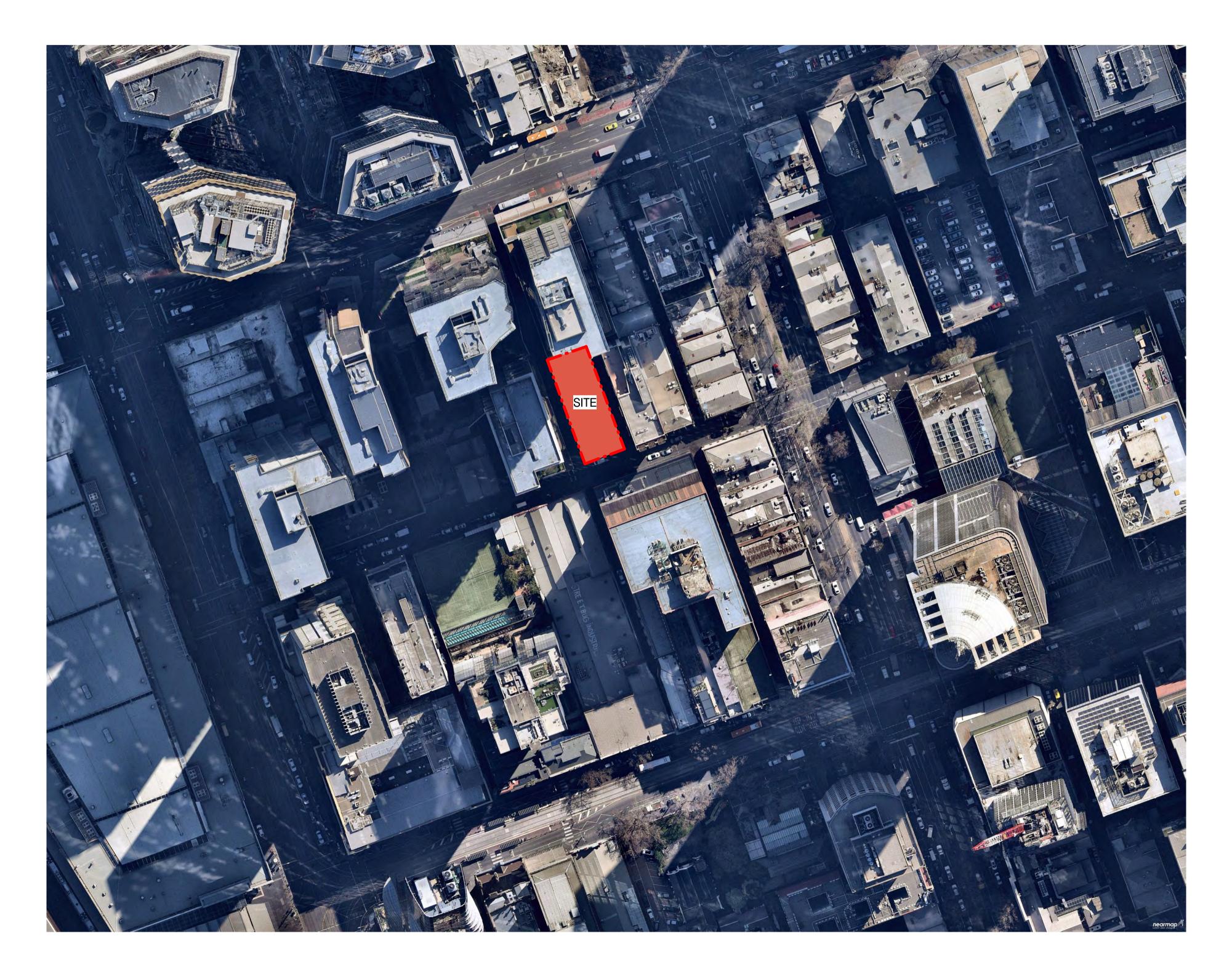




The site at 602-606 Little Bourke Street, to the north side of the street, between Spencer and King Street. The principal facade is to Little Bourke Street, with secondary frontages to Rose Lane to the west, and Pender Alley to the east.

The works propose the adaptive reuse of the existing building for transitional housing as well as additional support facilities for the residents and staff. In addition to repair works to the facade and replacement of the existing windows to match existing, these works seek additional openings to the benefit of both internal amenity, and activation of the street frontage. The roof is proposed to be landscaped, with appropriate set backs to preserve the historic silhouette of the building.





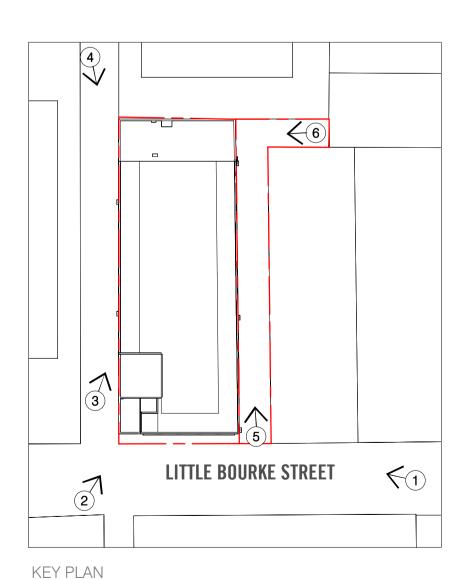
SITE CONDITIONS





The former Electricity Supply Store is a six-storey building exhibiting some characteristics of the interwar Functionalist style. The building is steel framed, with reinforced concrete construction, with an exposed concrete finish.

It was designed by Melbourne City Council's City Architects Office in 1949, as a three-storey building (plus basement), with three storeys added in 1955. It was originally built as an electricity supply store by the Melbourne City Council Electricity Supply Department, for use as a store as part of the Spencer Street Power Station located on the same block. In recent years it has been used for storing archives related to the City of Melbourne's history, and for arts events and exhibitions.









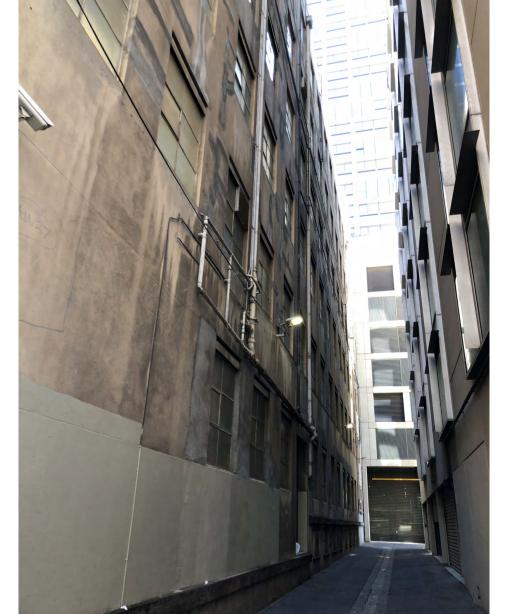








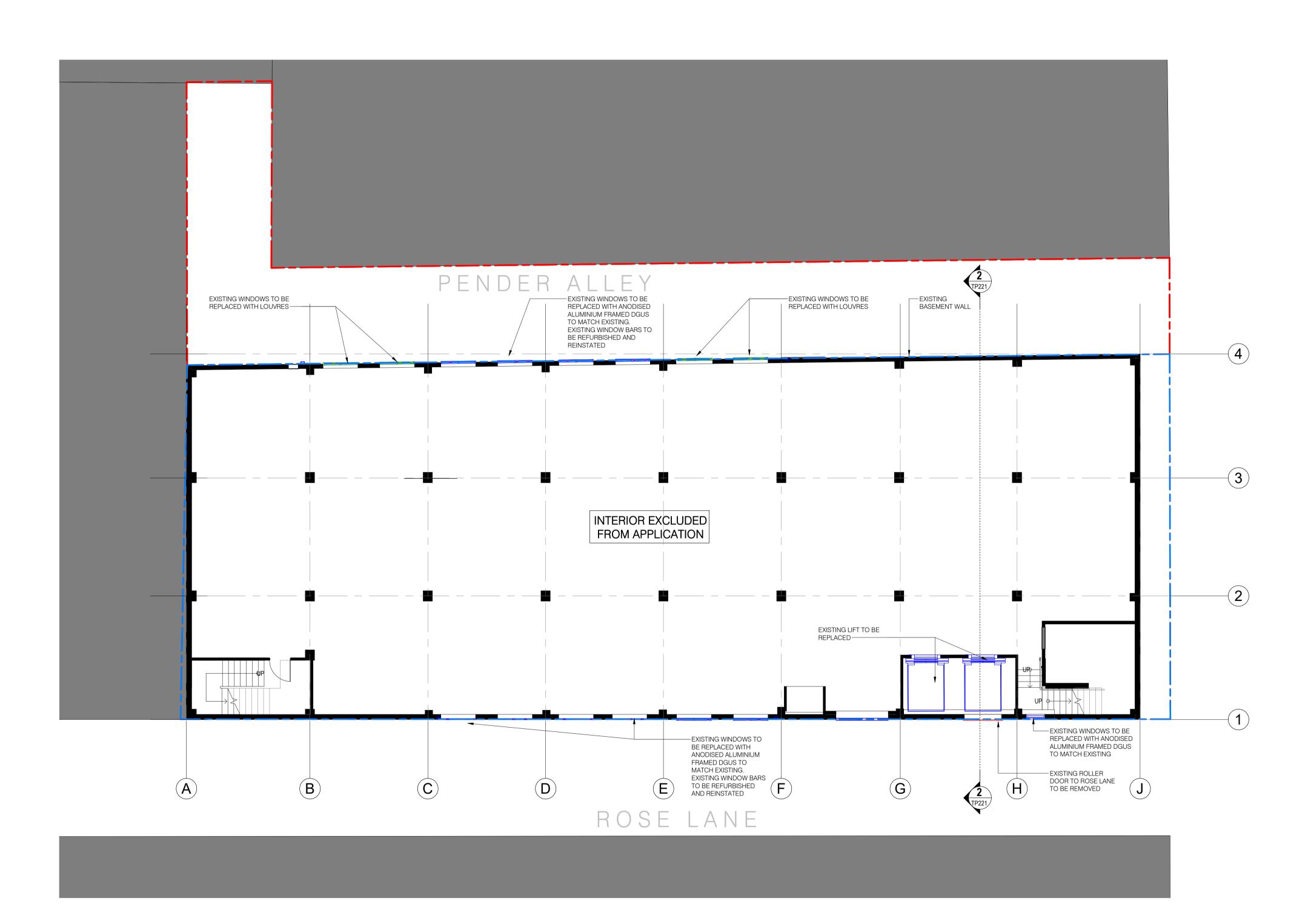
4. ROSE LANE, LOOKING SOUTH





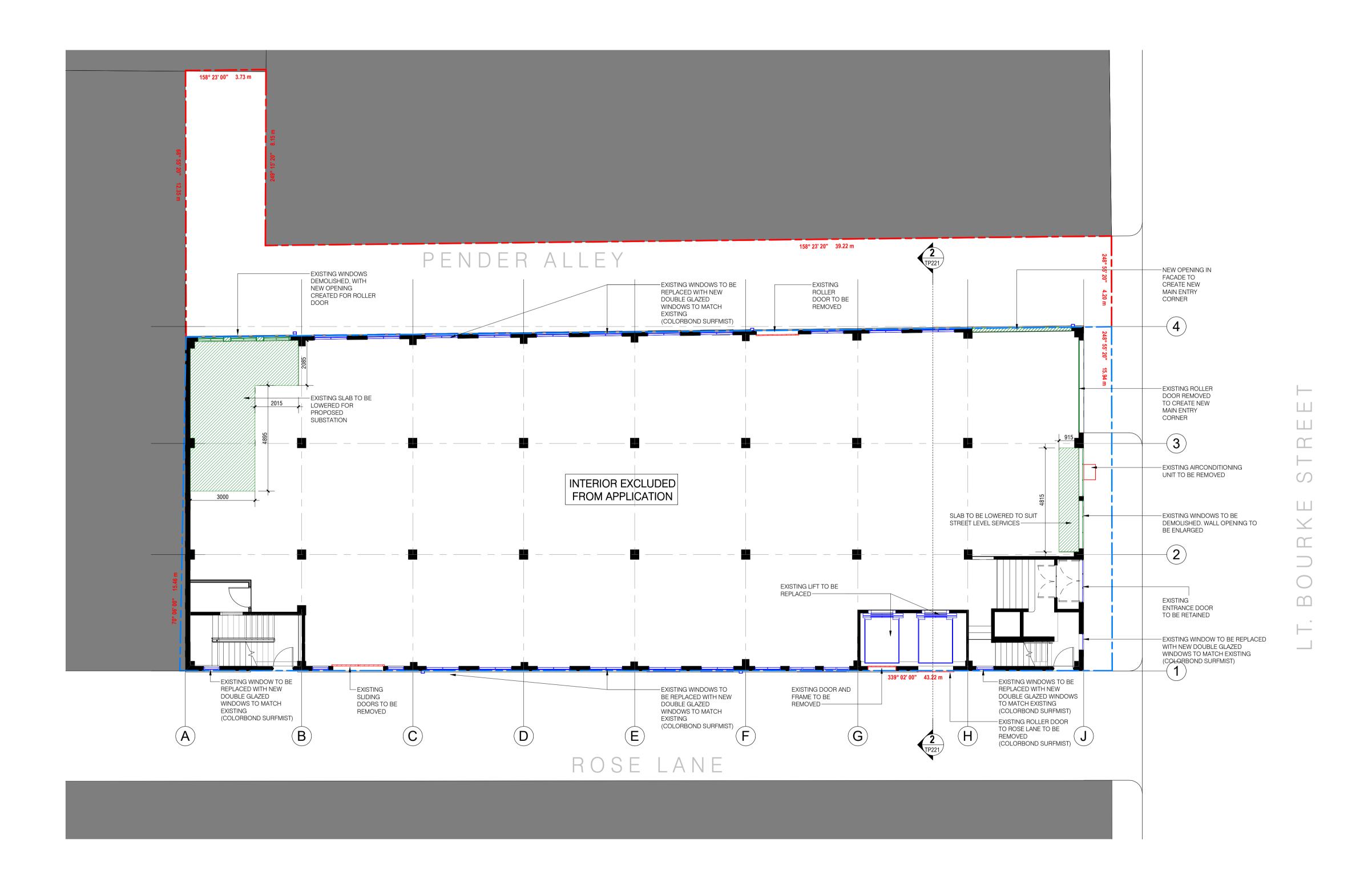


PENDER ALLEY, LOOKING WEST



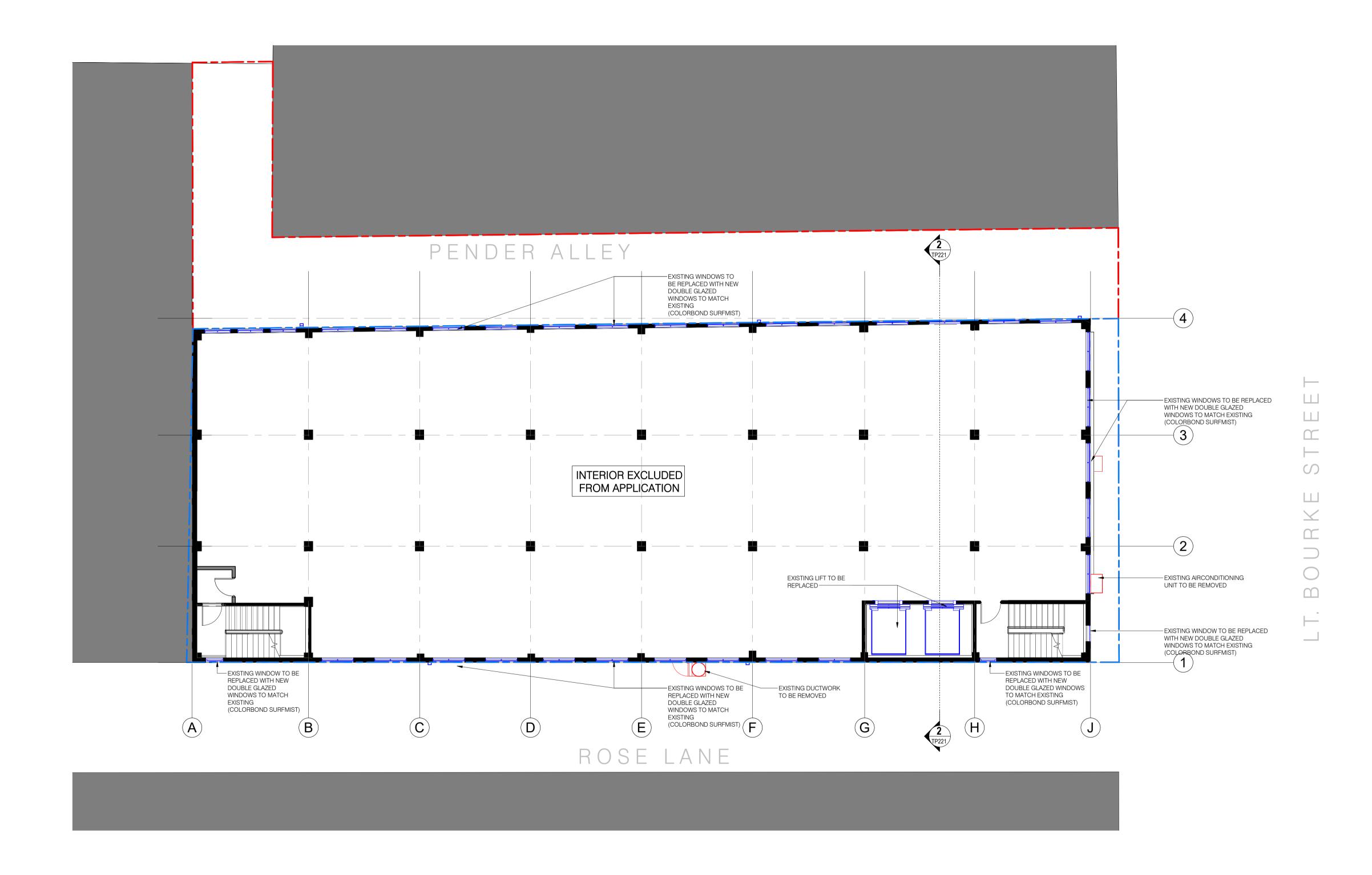






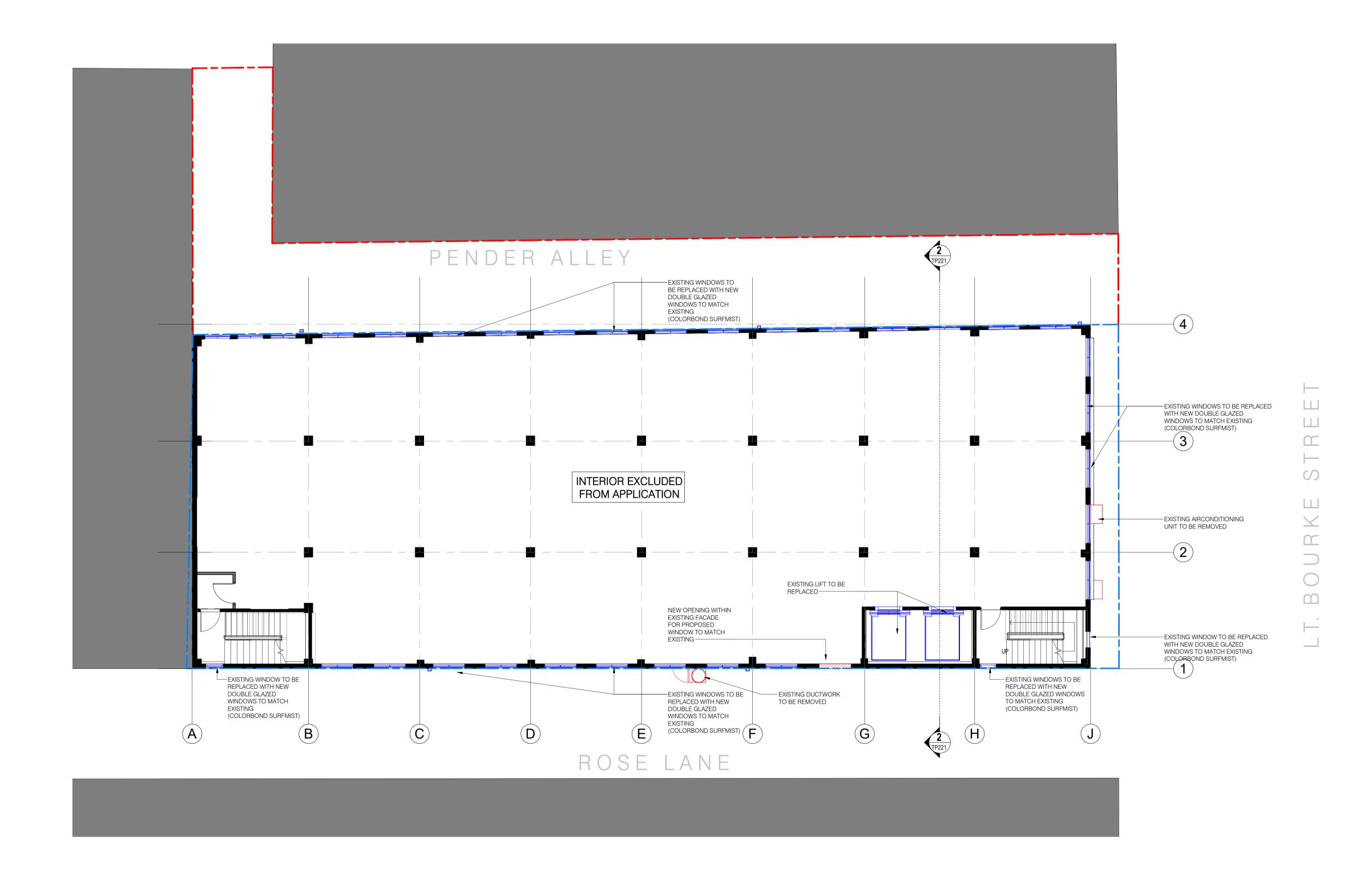






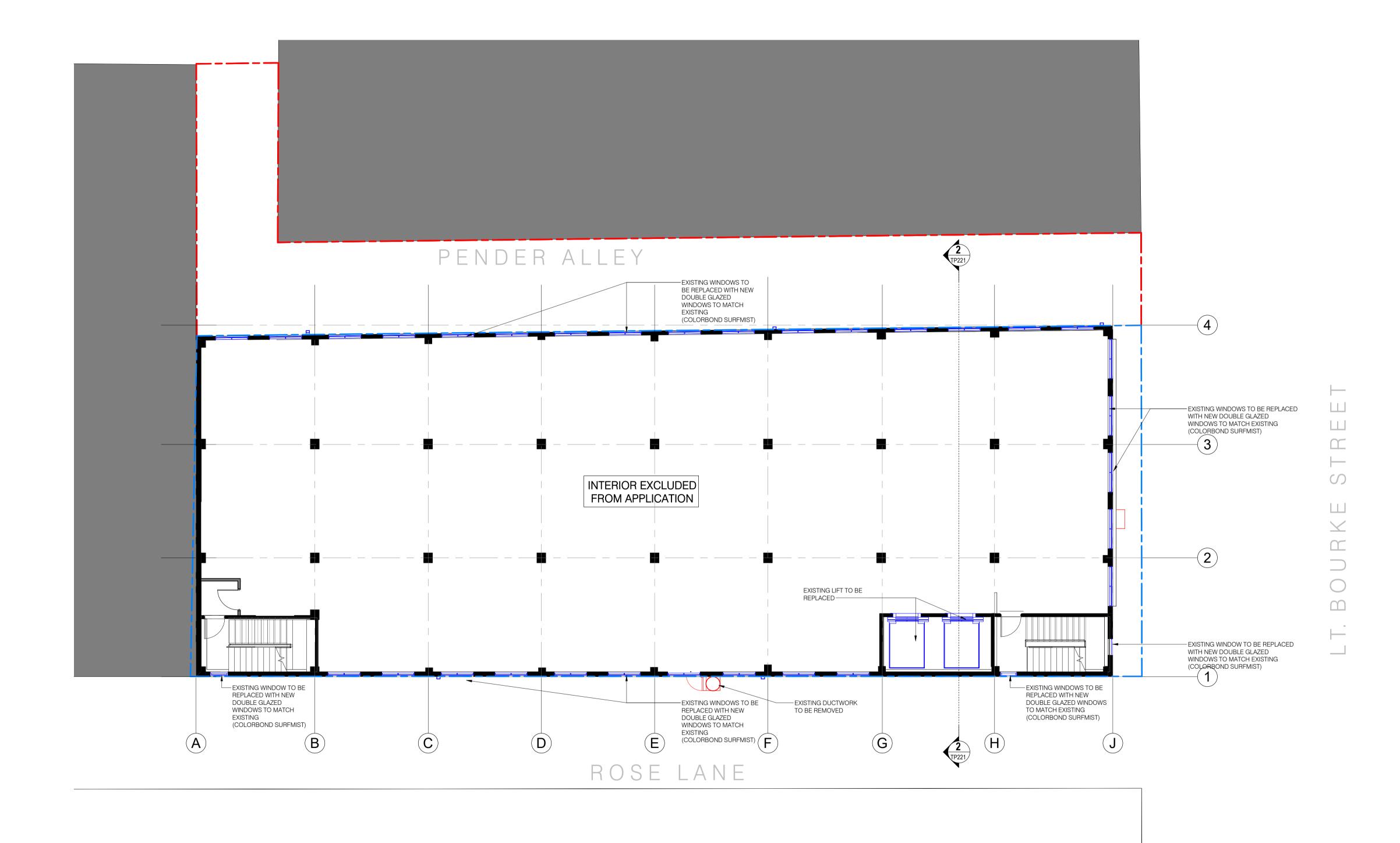






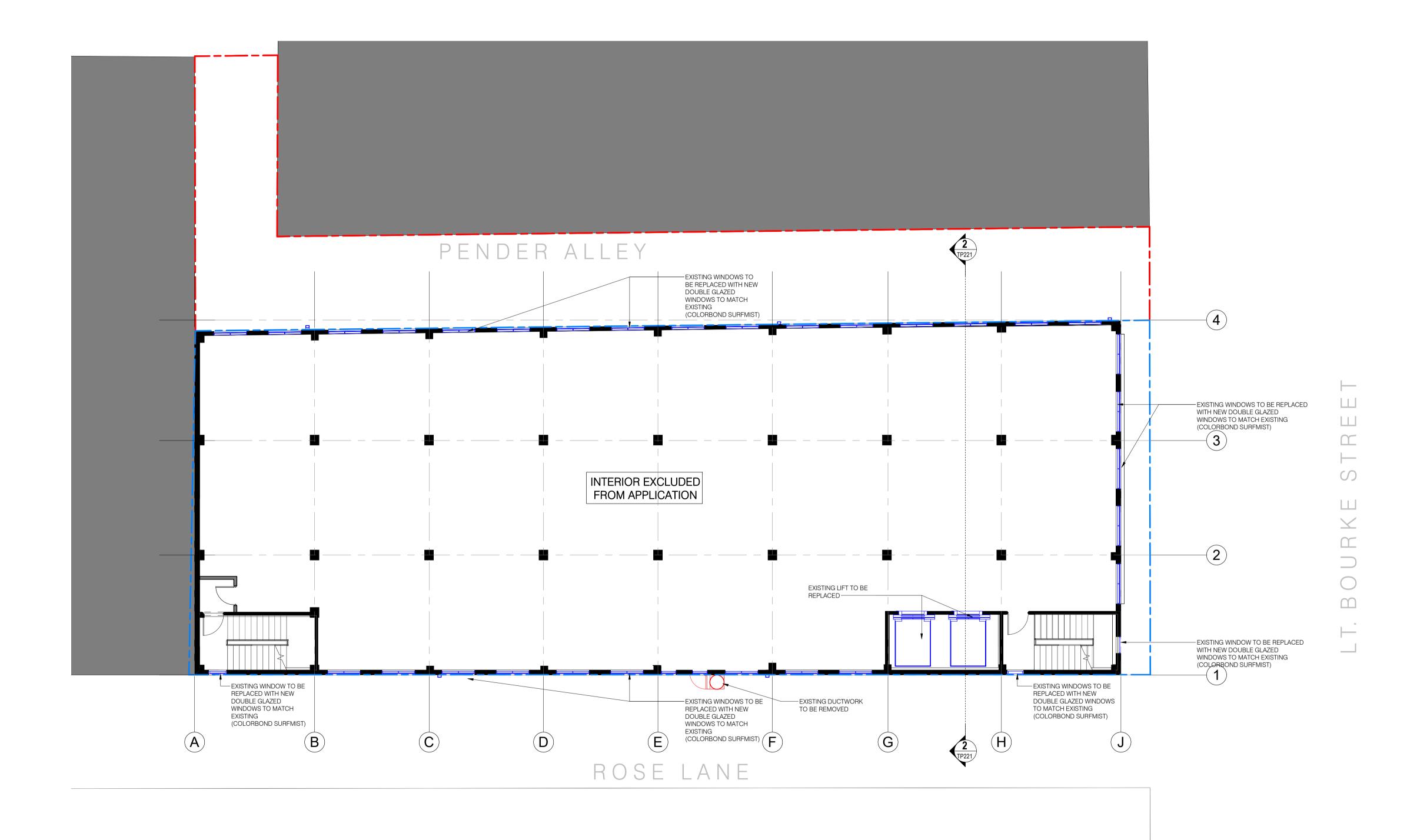






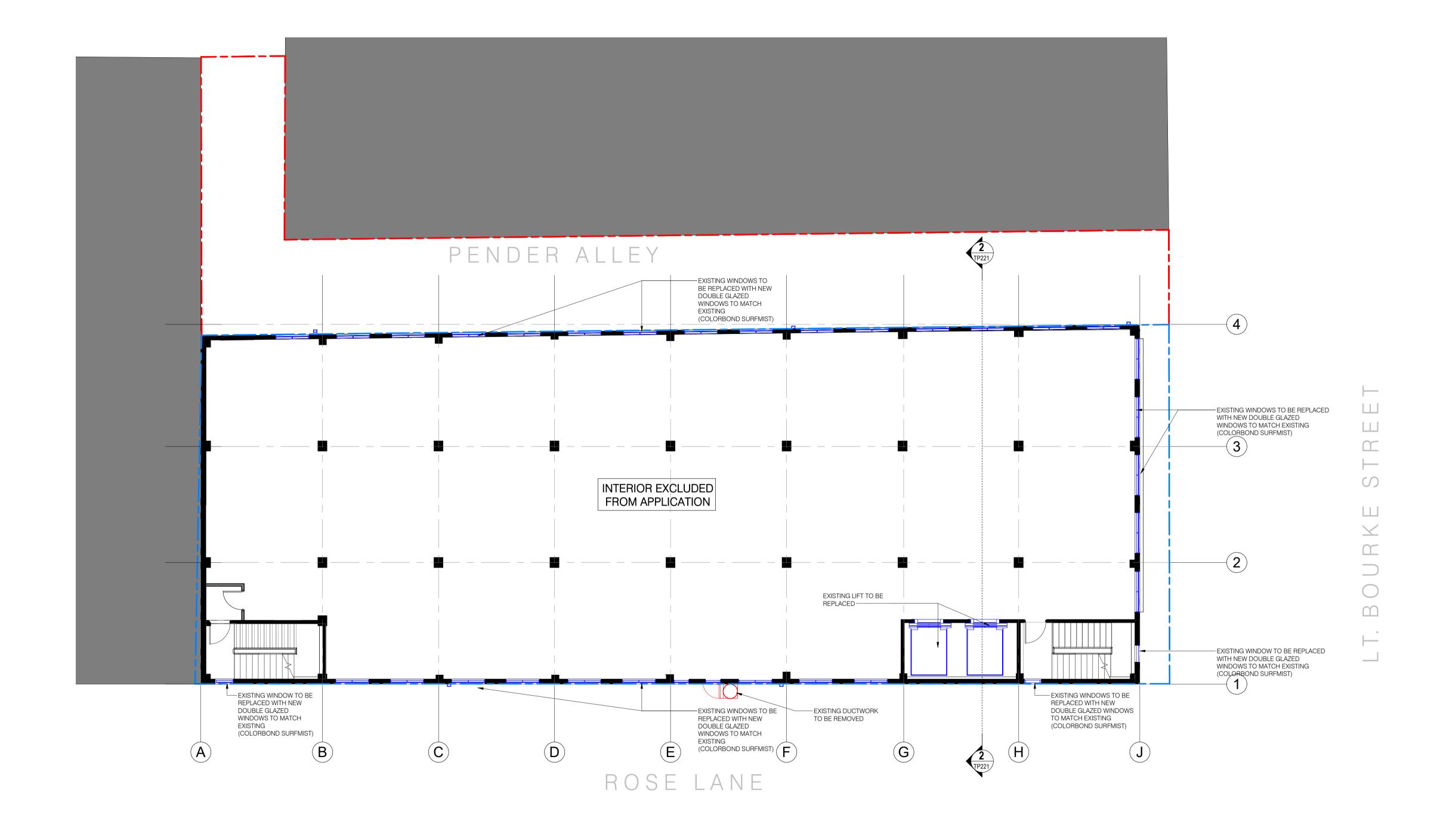






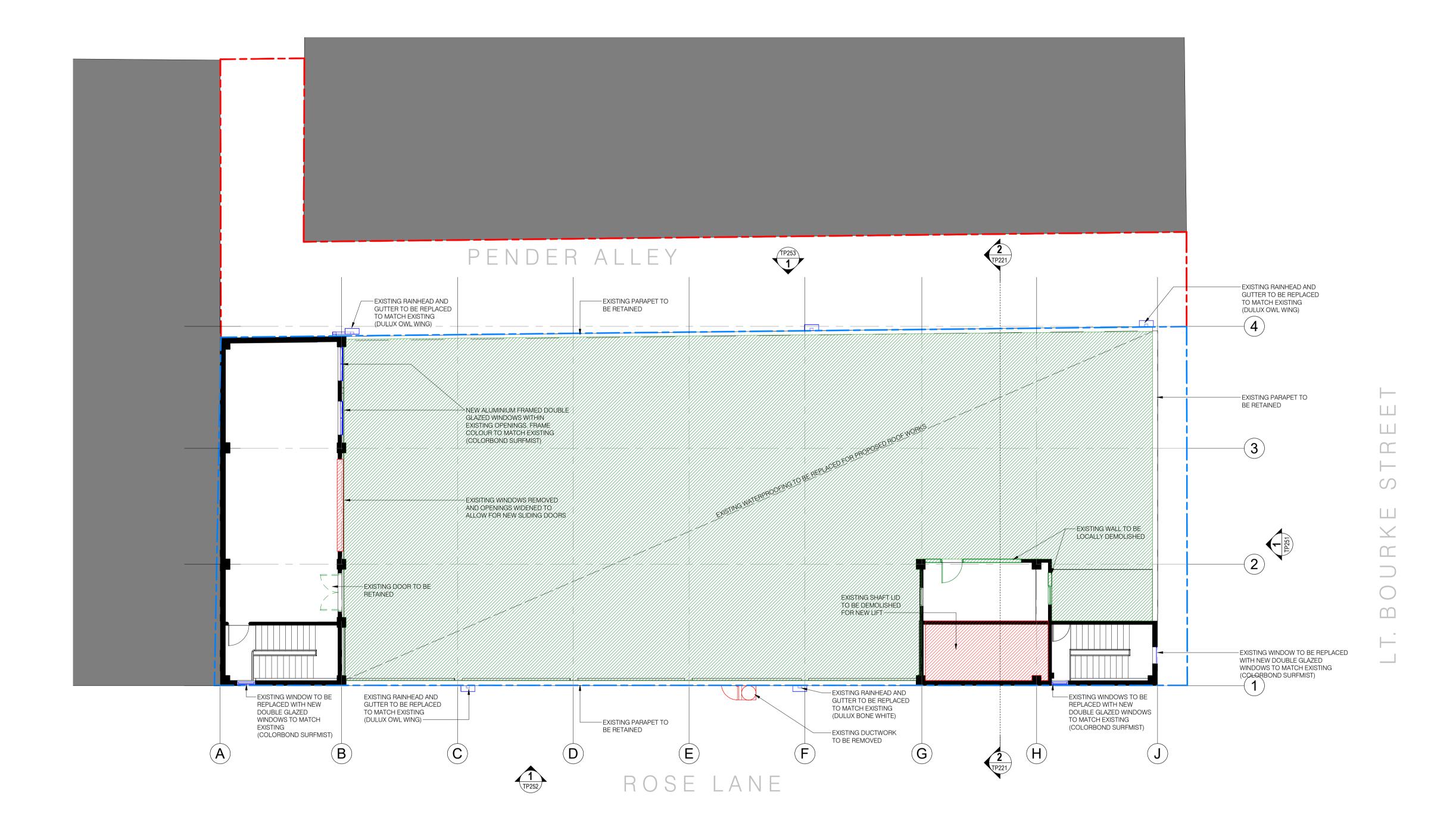






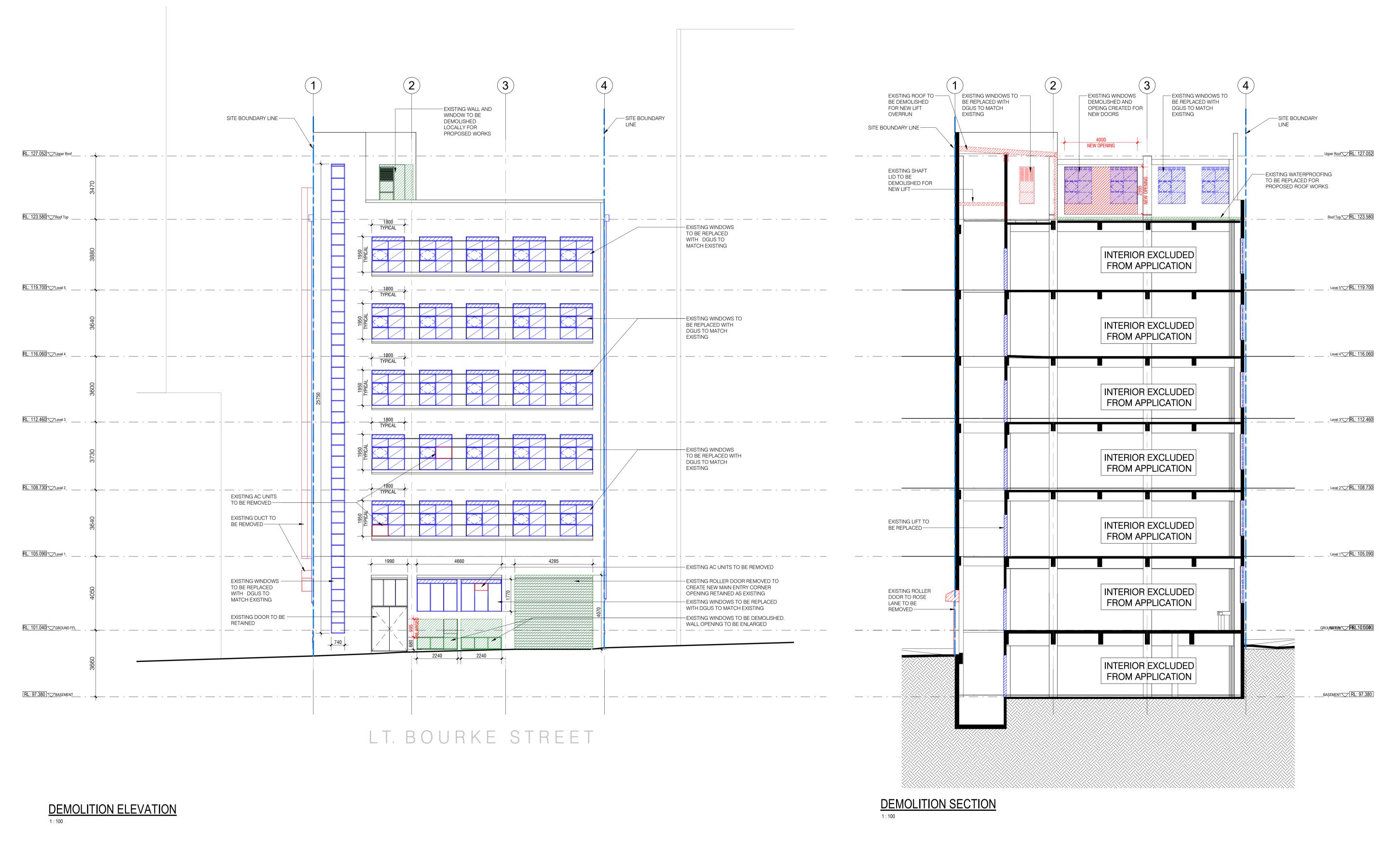






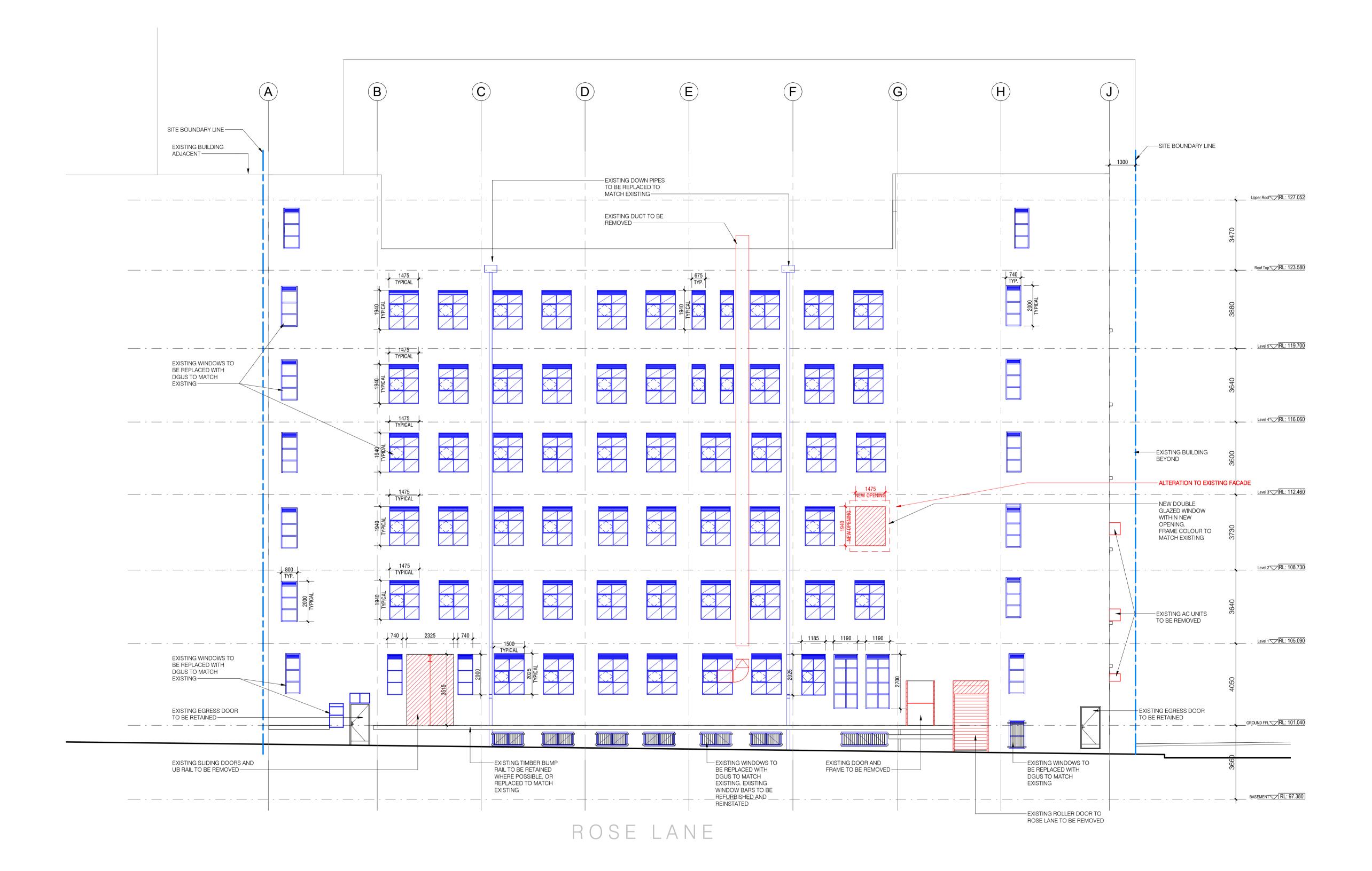






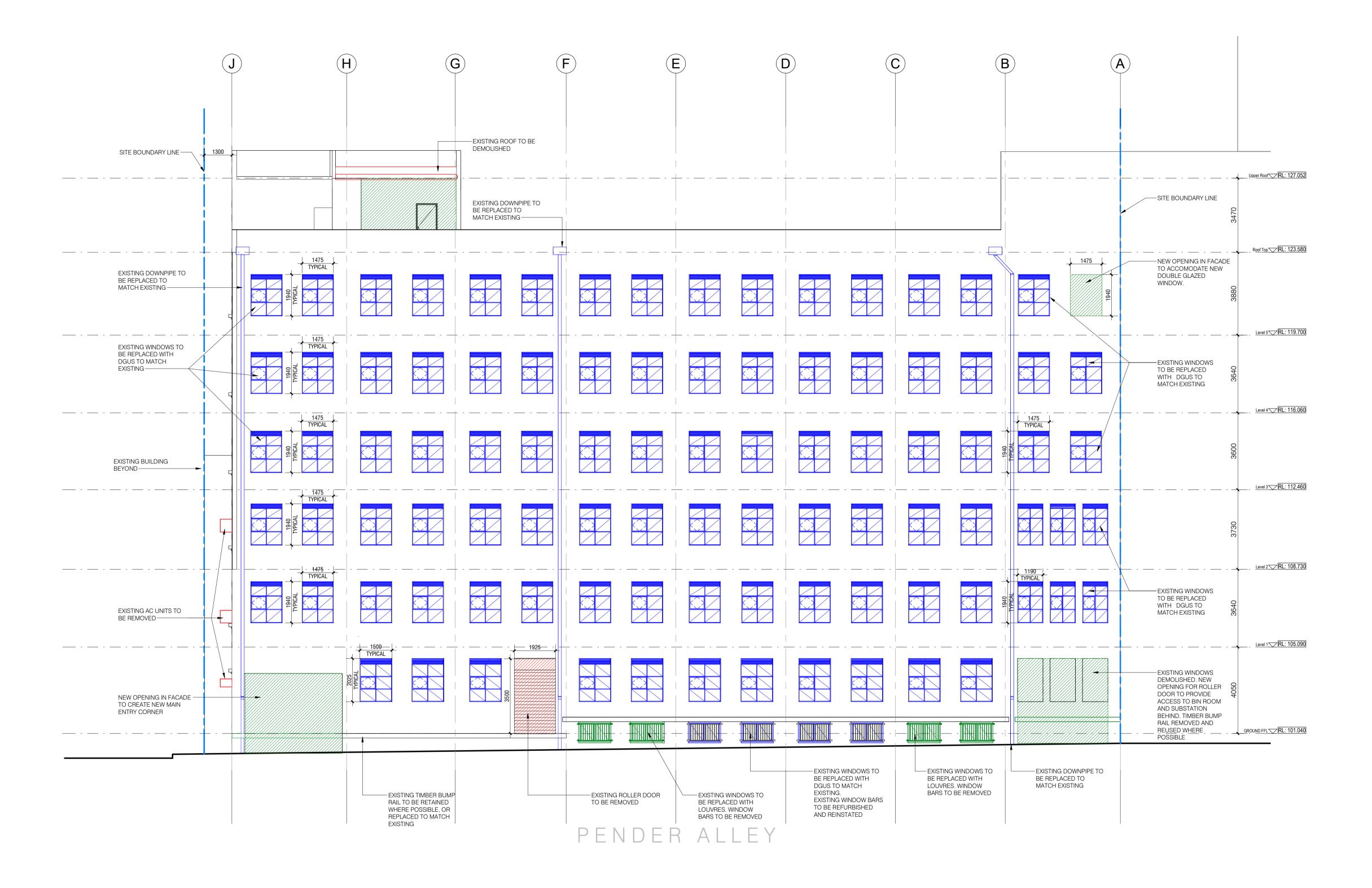










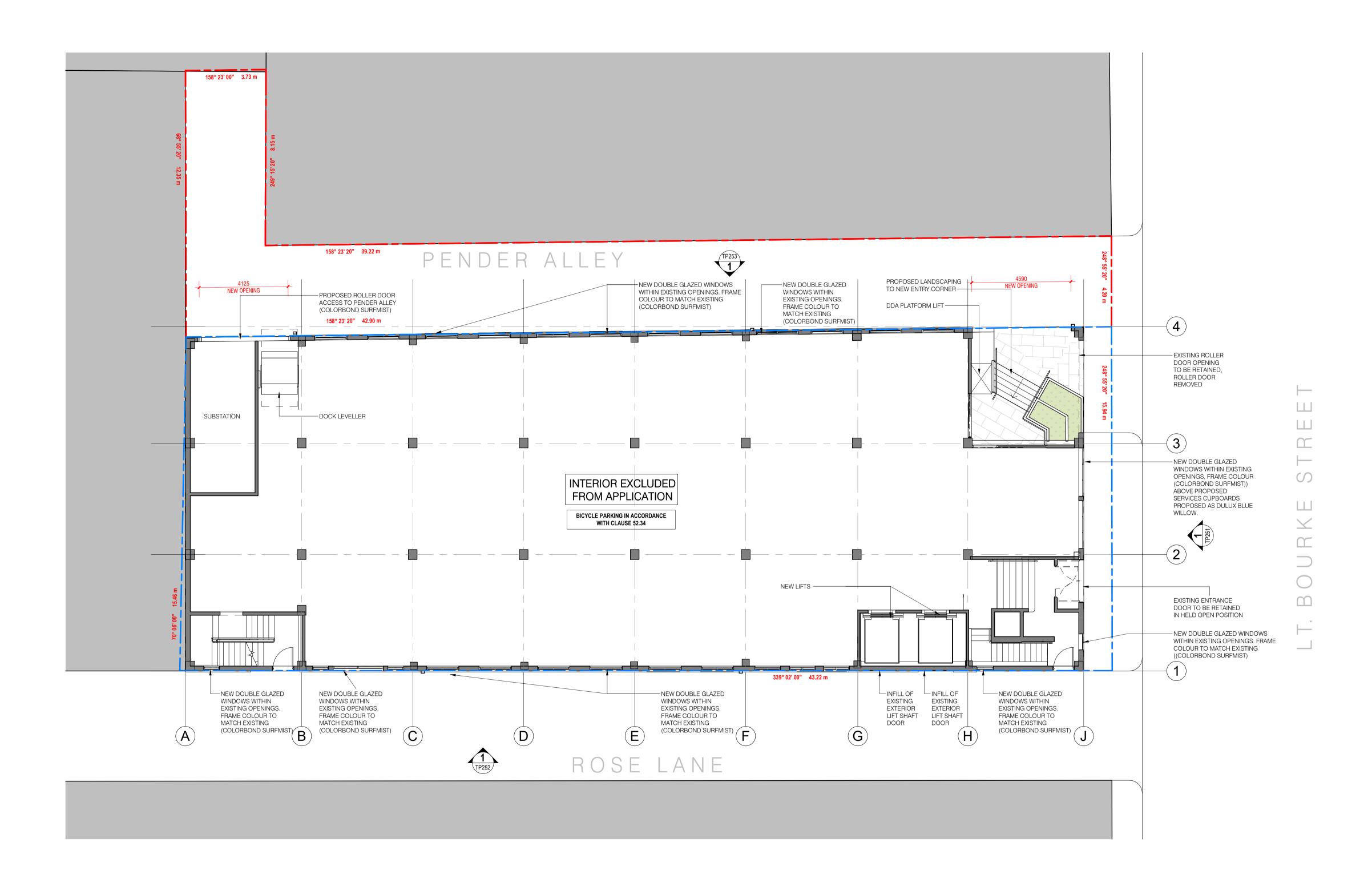






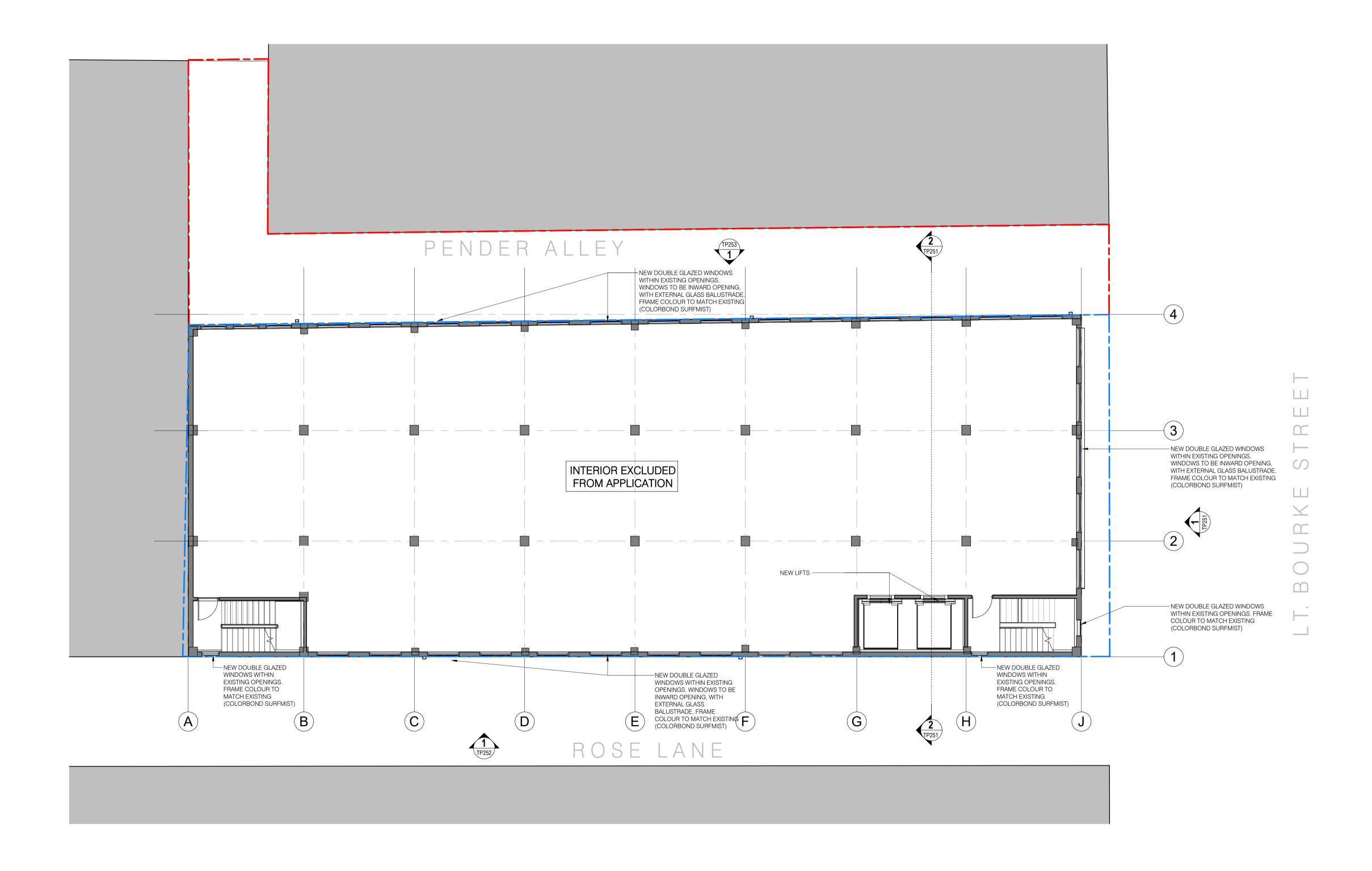






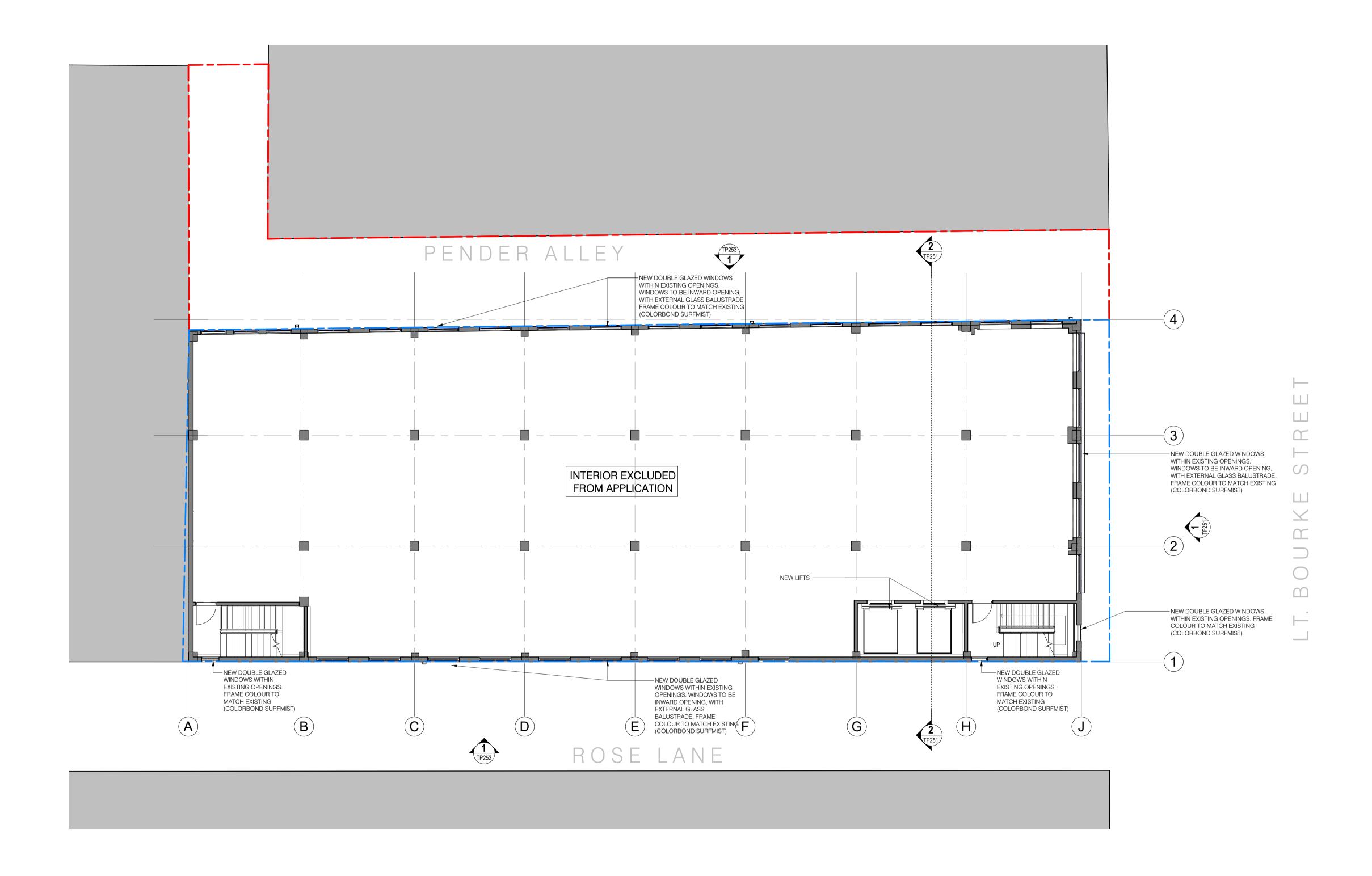






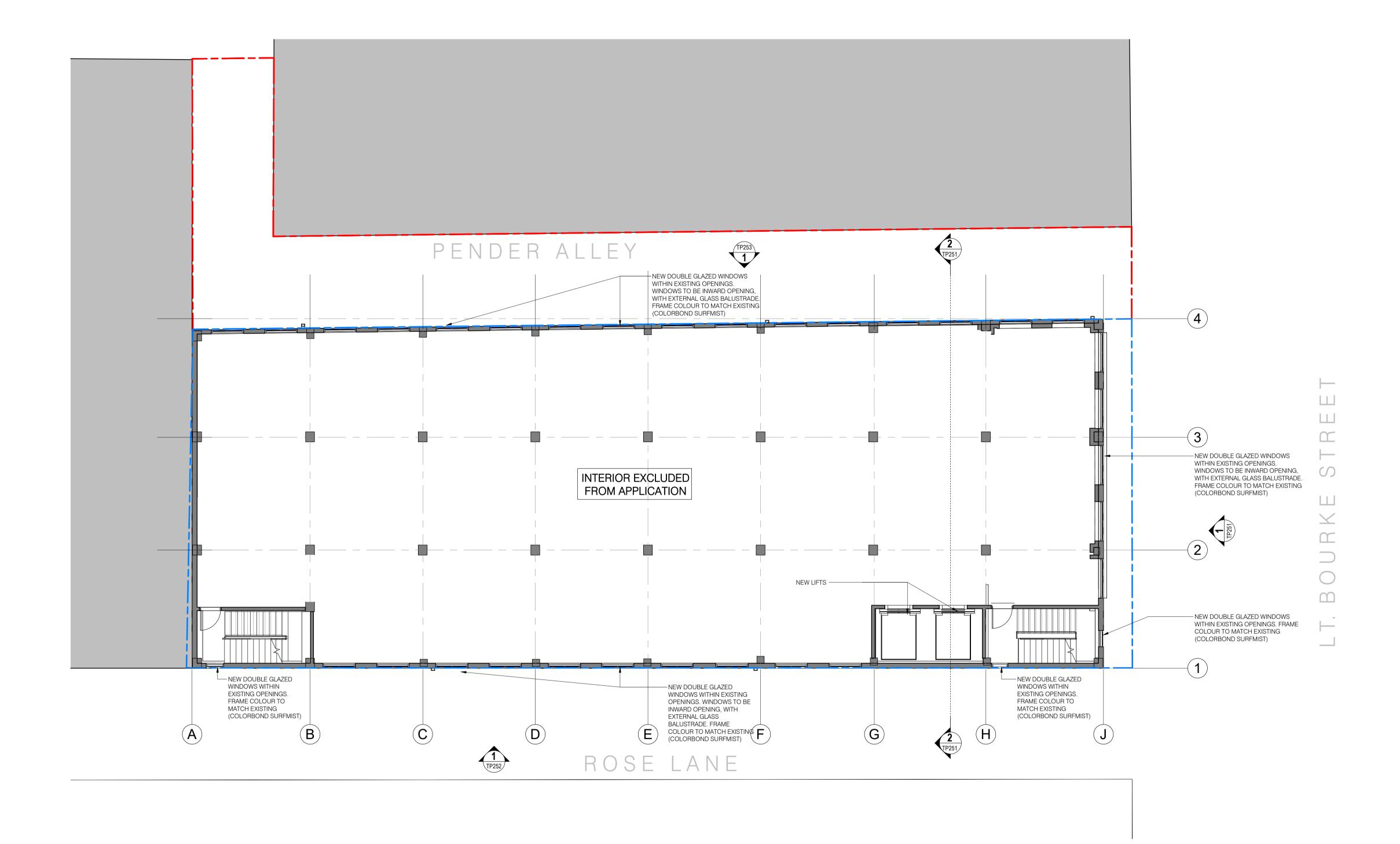






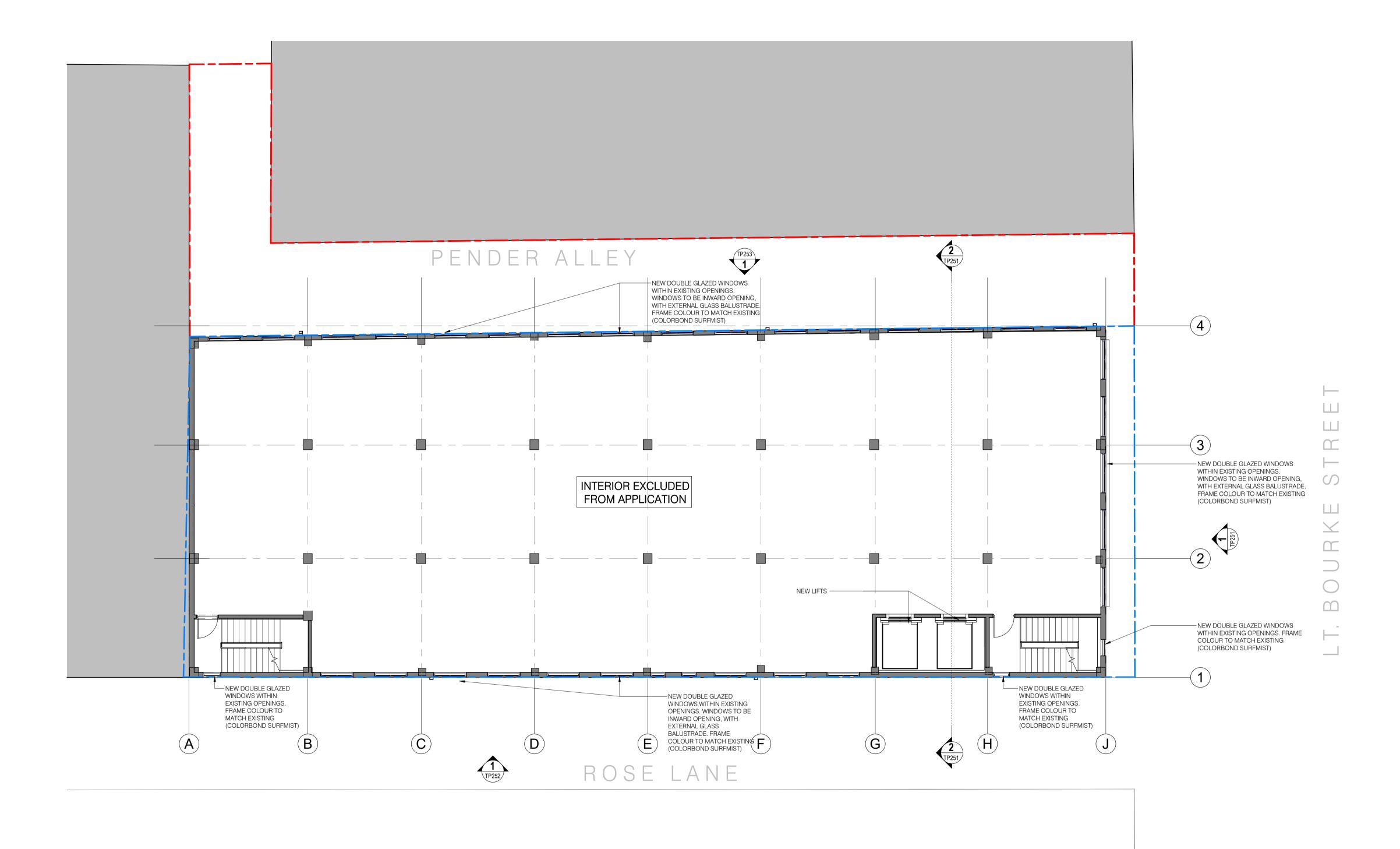






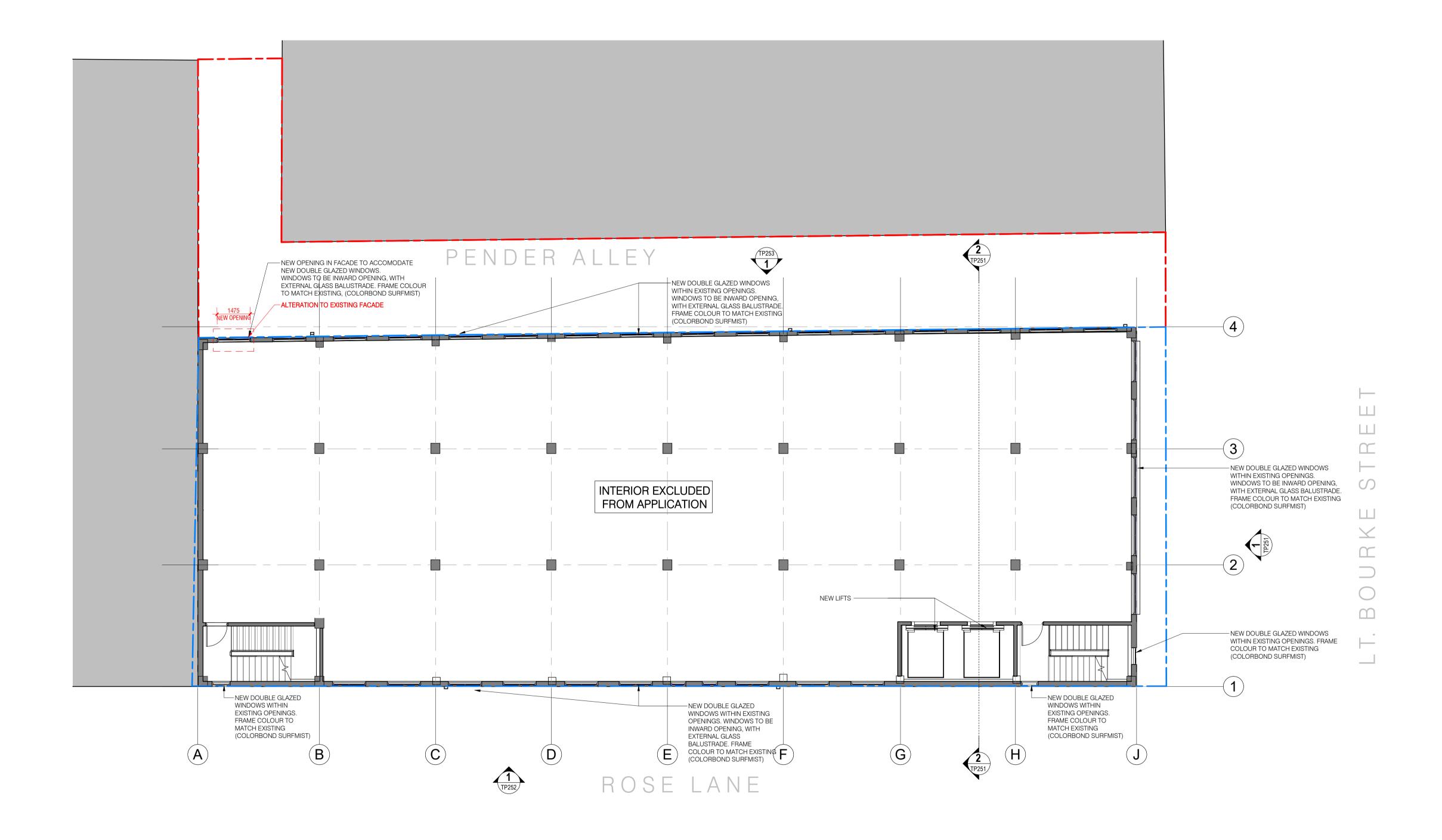






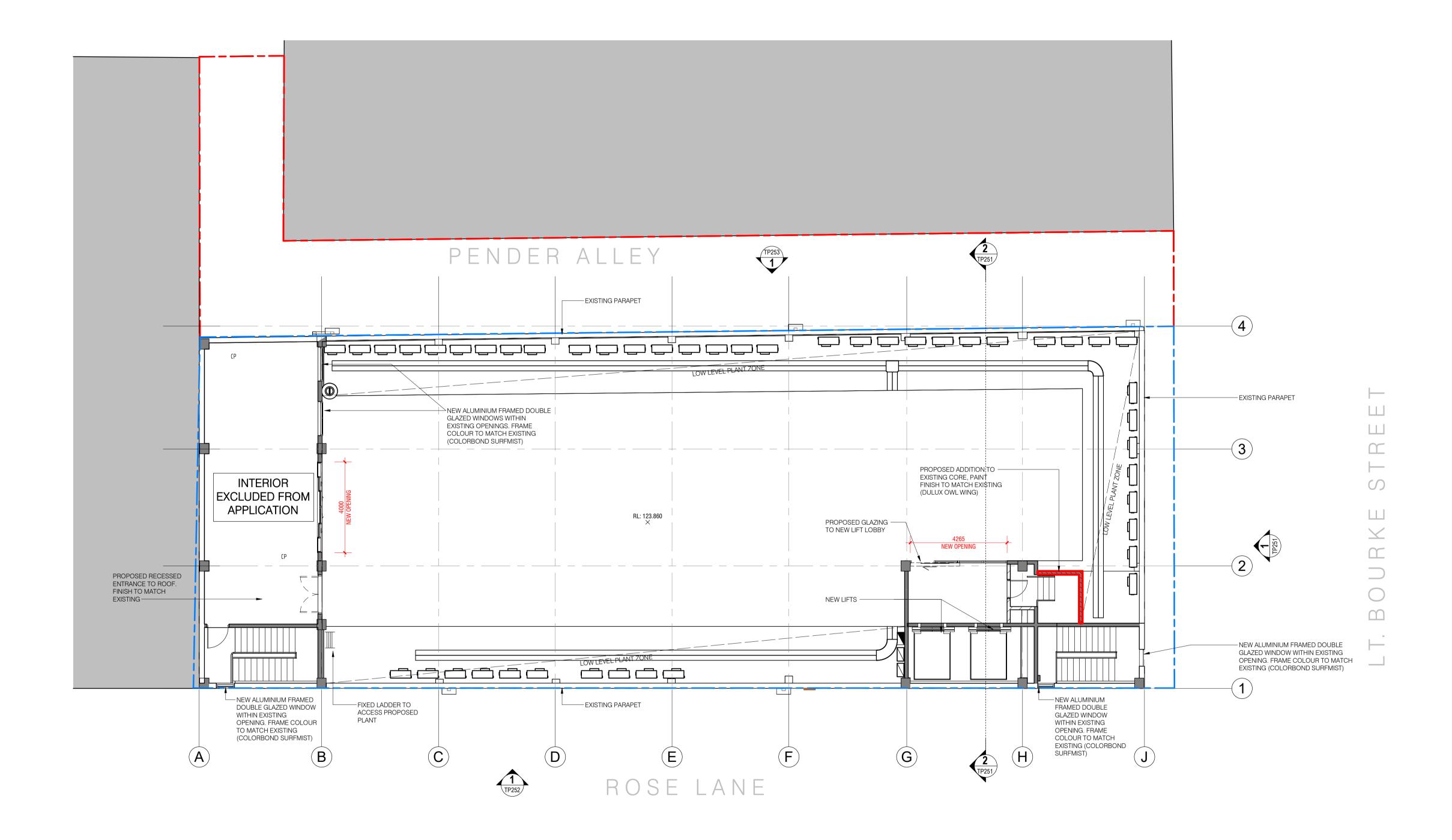










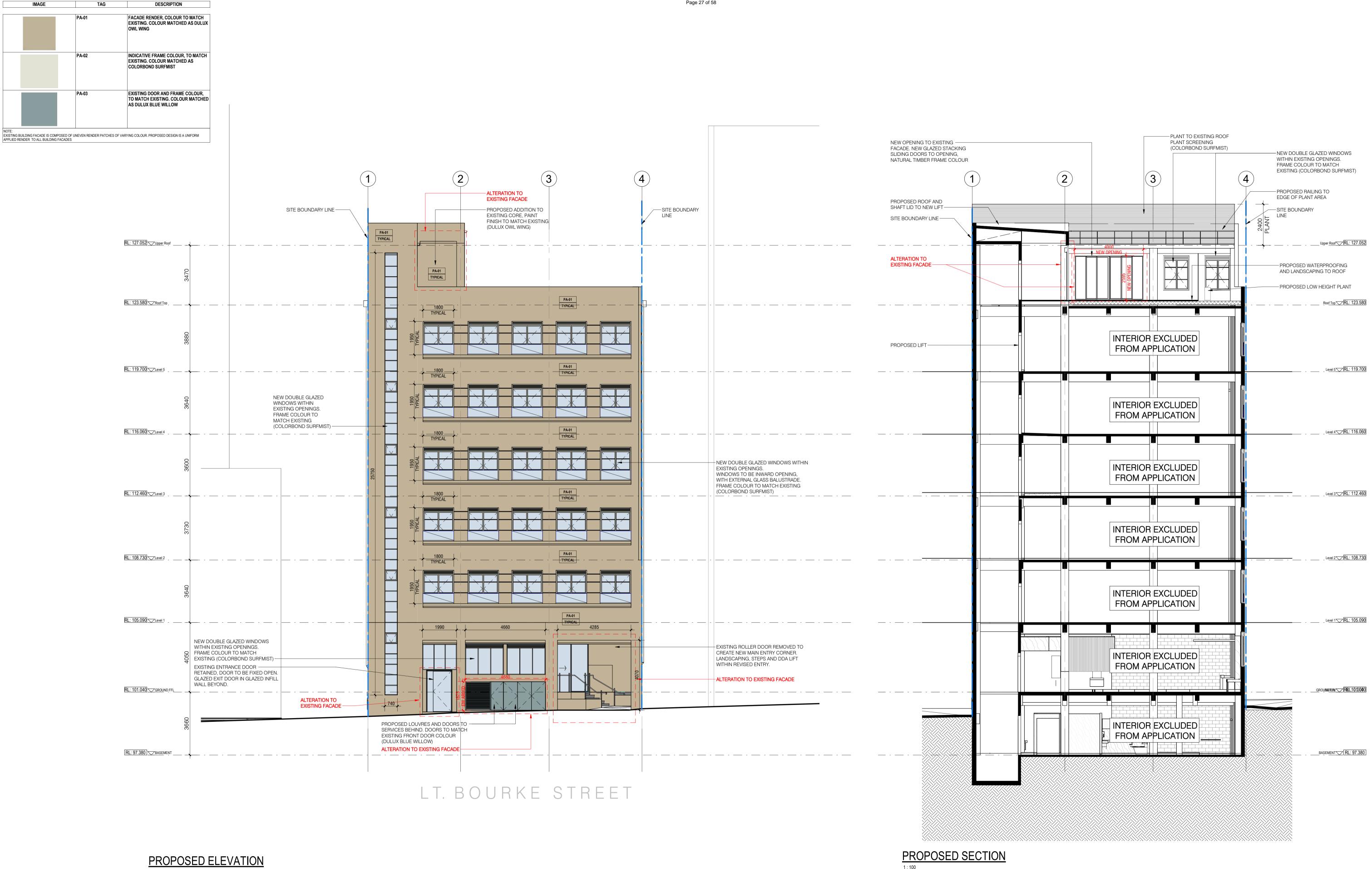












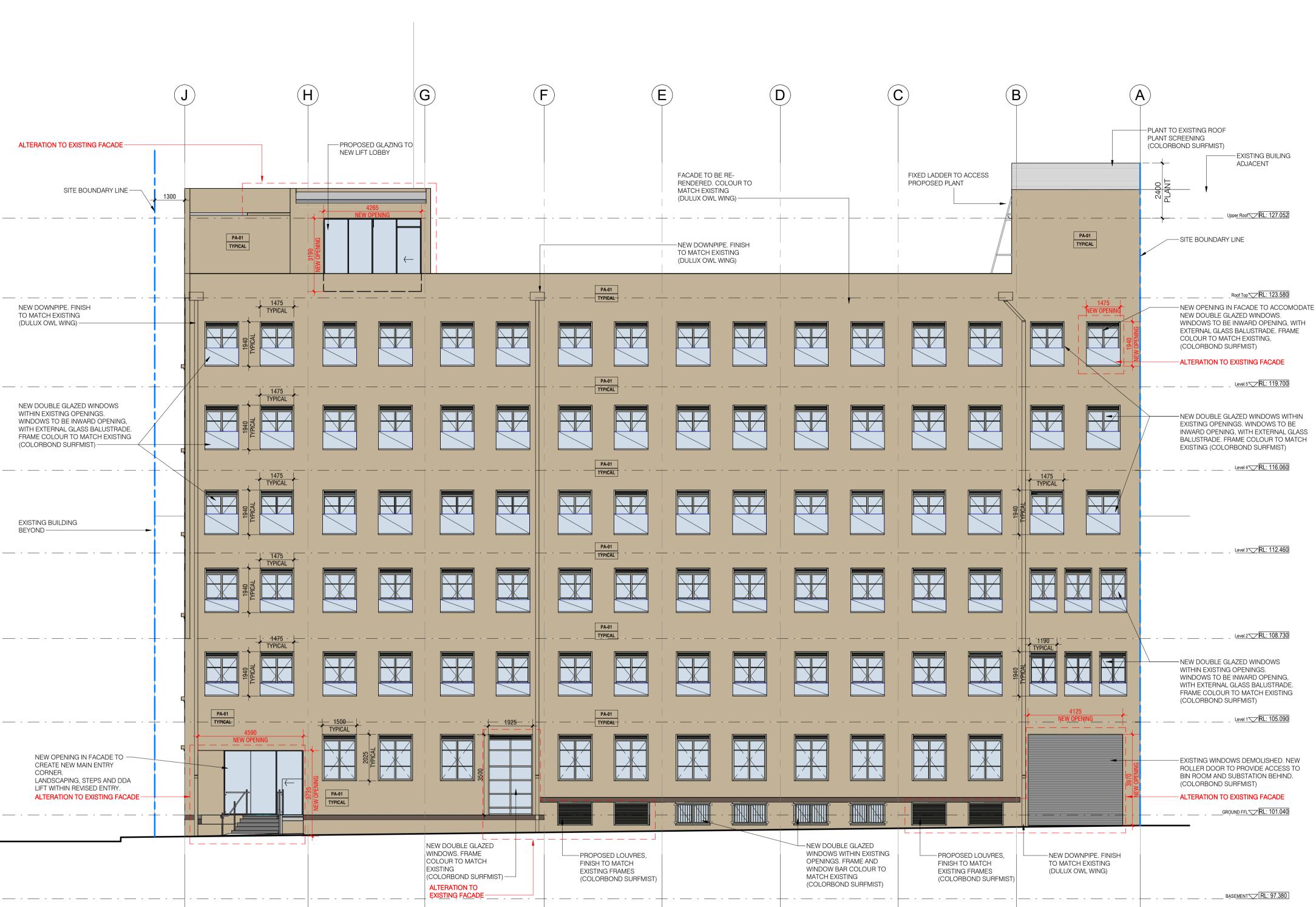












PENDER ALLEY

DESCRIPTION FACADE RENDER, COLOUR TO MATCH EXISTING. COLOUR MATCHED AS DULUX OWL WING INDICATIVE FRAME COLOUR, TO MATCH EXISTING. COLOUR MATCHED AS COLORBOND SURFMIST EXISTING DOOR AND FRAME COLOUR, TO MATCH EXISTING. COLOUR MATCHED AS DULUX BLUE WILLOW

EXISTING BUILDING FACADE IS COMPOSED OF UNEVEN RENDER PATCHES OF VARYING COLOUR. PROPOSED DESIGN IS A UNIFORM APPLIED RENDER TO ALL BUILDING FACADES

MATERIALS





The existing building provides the palette for the proposed building materials and colour selections.

Render

The existing concrete facade has an applied cementitious render. This render has been patch repaired with a natural cement colour. The design intent is to replace this patch work with a uniform render applied across all building façades. The colour of the facade will match the existing predominant colour of the original render. This has been colour matched to a Dulux Owl Wing but is subject to sample approval.

Windows Frames, Doors and Louvres The window fames, doors and Louvres of the existing building have been painted on several occasions.

The Lt Bourke Street Door and adjacent windows have been colour matched as Dulux Blue Willow, the retained ground level doors will be repainted this colour.

The replaced windows, window feature bars, louvres, roller shutter doors will be in Colorbond Surfmist, the closest match to the existing window frames.

Glazing

Window glazing specification will follow the specification proposed by the building energy model. This model requires the use of an insulated glazing unit with an external VLR value of 12%.



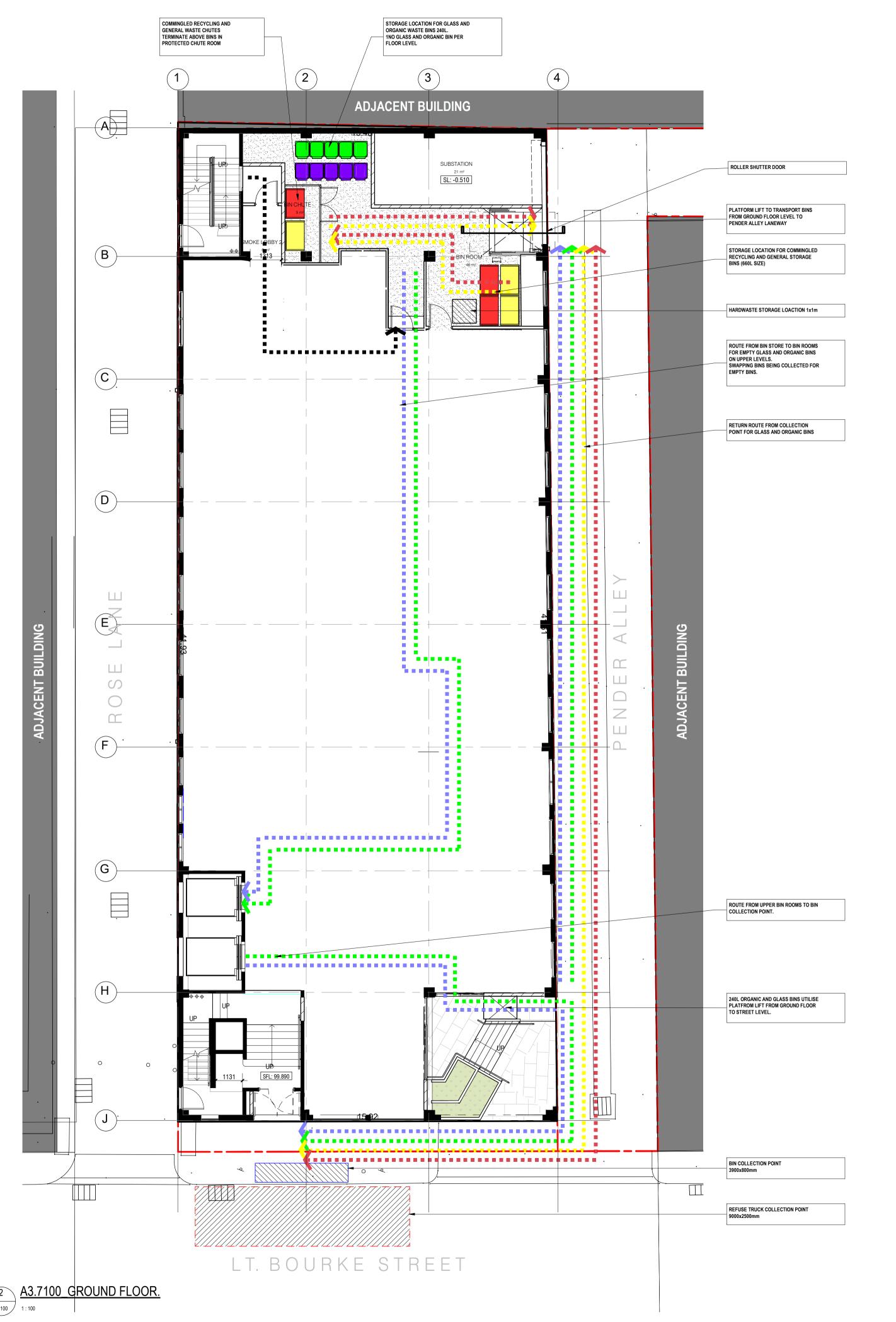
EXISTING BUILDING Lt. Bourke Street

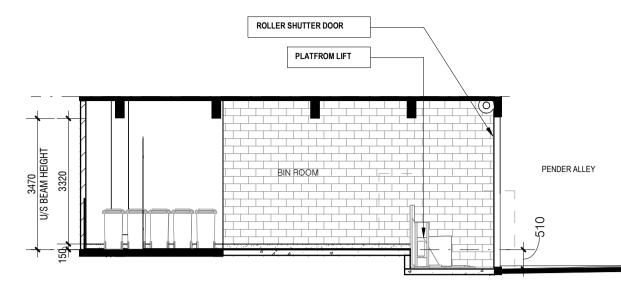
EXISTING BUILDING

Location for Indicative Render Colour Swatch Noted - Colour matched as Dulux Owl Wing (subject to sample approval) Indicative Window Frame Colour also noted - Colour matched as Colorbond Surfmist (subject to sample approval)

EXISTING BUILDING

Window Frame Colour Swatch Noted -Colour Matched as Dulux Blue Willow

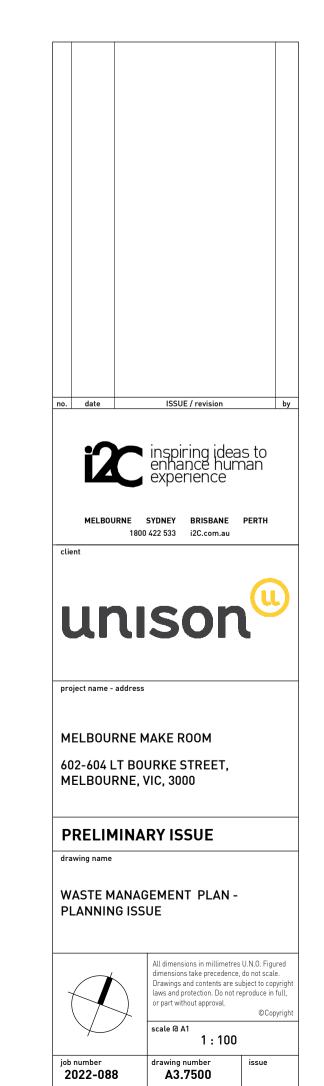




WASTE ROOM - PLATFORM LIFT SECTION.

1:100

NOTE:
THIS PLAN IS INDICATIVE THE INTERNAL REARRANGEMENT OF THE BUILDING IS
EXEMPT FROM PLANNING PERMISSION AND IS
SUBJECT TO CHANGE



CITY OF MELBOURNE PLANNING 16/02/2023

322-0052-00-L02 - MAKE ROOM ROOFTOP GARDEN 602 LITTLE BOURKE STREET, MEBOURNE

LANDSCAPE DESIGN DEVELOPMENT DOCUMENTATION

DRAWING NUMBER

DRAWING TITLE

COVER SHEET 322-0052-00-L-01 DR-101

322-0052-00-L-03 DR-300 GENERAL ARRANGEMENT PLAN

322-0052-00-L-03 DR-500 LANDSCAPE SECTIONS



LOCATION PLAN (N.T.S.) - COPYRIGHT NEARMAP 2022 MELWAY REFERENCE: 43 F9

CODE	BOTANIC NAME	COMMON NAME	SIZE H x W (m)	DENSITY	POT SIZE		
	SHRUBS						
Ase	Atriplex semibaccata	Australian Saltbush	1.5 Spread	6/m²	150mm pots		
Cq	Coprosma quadrifida	Prickly Currant-bush	2 x 1	6/m ²	150mm pots		
Cg	Correa glabra	Rock Correa	0.5 × 0.5	6/m²	150mm pots		
Cr	Correa reflexa	Common Correa	0.5-1 x 0.5-1	6/m²	150mm pots		
Lo	Lomandra 'LittleCon'	Mat Rush	0.3 x 0.5	6/m ²	150mm pots		
Mi	Myoporuminsulare	Common Boobialla	1-2 x 1-2	6/m ²	150mm pots		
	GROUNDCOVERS						
Dc	Disphyma crassifolium	Round-leaved Pigface	0.3 x 1	6/m ²	150mm pots		
Mst	Microlaena stipoides	Weeping Grass	0.6 x 0.3	6/m ²	150mm pots		
	TREES						
Cj	Citrusjaponica	Cumquat	3 x 2	6/m²	100 lt		
Cr	Citrus reticulata	Mandarin Orange	3 x 2	6/m²	100 lt		
CLa	Citrusx latifolia	Tahitian Lime	3 x 2	6/m²	100 lt		
CLi	Citrusx limon	Lemon	3 x 2	6/m ²	100 lt		
	SHRUBS, GROUNDCOVERS & HERBS						
Asc	Allium schoenoprasum	Chives	0.3 × 0.4	6/m²	150mm pots		
Ms	Mentha spicata	Mint	0.3 × 0.4	6/m ²	150mm pots		
Ov	Oreganus vulgare	Oregano	0.5 x 0.5	6/m ²	150mm pots		
Ob	Ocimum basilicum	Perennial Basil	0.4 × 0.6	6/m ²	150mm pots		
PEc	Petroselinum crispum 'Moss Curled'	Curly Leaf Parsley	0.3 × 0.3	6/m ²	150mm pots		
Ro	Rosmarinus officinalis	Rosemary	0.8 x 1.5	6/m ²	150mm pots		
So	Salvia officinalis	Sage	0.4 × 0.7	6/m²	150mm pots		
Sm	Sanguisorbaminor	Salad Burnet	0.4 × 0.4	6/m ²	150mm pots		
Tv	Thymusvulgaris	Thyme	0.4 × 0.4	6/m ²	150mm pots		
	SHRUBS			0,111			
Ac	Acacia cognata 'Limelight'	Dwarf Mini-cog	1 x 1	6/m ²	150mm pots		
Ade	Asparagus densiflorus	Foxtail Fern	0.75 × 0.75	6/m²	150mm pots		
Adu	Austromyrtus dulcis	Midyim Berry	0.5-1 × 0.5-1	6/m ²	150mm pots		
Do	Daphneodora Daphneodora	Winter Daphne	1 x 0.6-1	6/m ²	150mm pots		
La	Lavandula angustifolia	English Lavender	0.5 × 0.7	6/m²	150mm pots		
Px	Philodendron xanadu	Winterbourn	0.9 x 1.5	6/m²	150mm pots		
PHc	Phlomispurpurea x crinite 'Lemon Blush'	Phlomis 'Lemon Blush'	0.5 x 0.6	6/m²	150mm pots		
Rsm	Rhaphiolepis 'Snow Maiden'	Indian Hawthorn	1 x 1	6/m²	150mm pots		
Nom	GROUNDCOVERS						
Ac	Anthropodium cirratum	New Zealand Rock Lily	0.5-1 × 0.5	6/m²	150mm pots		
Ade	Asparagus densiflorus	Foxtail Fern	0.75 × 0.75	6/m²	150mm pots		
Cc	Convolvulous cneorum	Silver Bush	0.4 × 0.6	6/m ²	150mm pots		
Gl	Gaura lindheimeri	Whirling Butterfly	0.8 × 0.8	6/m²	150mm pots		
Lm	Liriopemuscari	Lily Turf	0.45 x 0.6	6/m²	150mm pots		
Px	Philodendron Xanadu	Winterbourn	0.9 x 1.5	6/m ²	150mm pots		
Px Pa	Plectranthusargentatus	Silver Spurflower	0.5-1 x 0.5-1	6/m ²	150mm pots		
Tv	Tuhlbugia violacea	Society Garlic	0.4 × 0.3	6/m ²	150mm pots		
1 V	CLIMBERS	Journey Guille	U.7 A U.3	0/111	130mm pots		
Aq	Akebia quinata	Chocolate Vine	5 × 0.3-0.6	3 L/m	150mm pots		
Aq Hv	Hardenbergia violacea 'Happy Wanderer'	Purple Coral Pea	1-5 x 1-2	3 L/m	150mm pots		
Pp	Pandorea pandorana	Wonga Wonga Vine	3-5 x 3-5	3 L/m	150mm pots		
· · · · · · · · · · · · · · · · · · ·	Trachelospermum jasminoides	Star Jasmine	6-5 x 6-8	3 L/m	150mm pots		
Tj	INDOOR PLANTS	Jean Jasifillie	0-0 X C-0	3 L/III	rounin pots		
		New Zealand Rock Lily	051405	c 1 2	15000 00 00 00		
۸ -	Anthropodium cirratum Asparagus densiflorus	Foxtail Fern	0.5-1 x 0.5	6/m ²	150mm pots		
Ac	- ASDOROUS OPPISHOUS	FUXIAII FEITI	0.75 x 0.75	6/m ²	150mm pots		
Ade	· · ·	Lily Truf	0.45 0.5	e. 2	150		
	Liriope muscari Philodendron Xanadu	Lily Turf Winterbourn	0.45 x 0.6 0.9 x 1.5	6/m ²	150mm pots		

PLANTING INSTALL SIZES		
Shrubs & groundcovers: 70	 150mm pots, 25% 200mm	 pots, 15% 300mm pots

*Food Cube productive garden infrastructure provided, plant installation by tenants.

IRRIGATION NOTES:

The design shall ensure the following criteria is undertaken or included:

i. A separate automatic systems (stations) to service all garden beds.

ii. Connection to existing mains tapping point per Hydraulic Engineering drawings, including appropriately sized water meter and backflow prevention device.

iii. Co-ordination with Landscape Contractor for connection to harvested / recycled water tanks, including provision of all pumping and filtration system components.

iv. All necessary pipe work and fittings.

v. Automatic, programmable controller(s), single phase, 240V, 10 amp general power connection and associated control wiring.

vi. The controller shall include separate battery power source in event of power failure.

viii. Approved vandal-resistant stainless steel / painted galvanised steel, lockable irrigation control housing, located (TBC) and mounted on building wall / a 75mm thick concrete pad.

ix. Approved vandal-resistant heavy-duty powder coated galvanised steel mesh water meter/backflow preventer cage located adjacent to the irrigation controller enclosure, and mounted on a 100mm thick concrete base to approval of water authority, including padlock.

x. Provision of rain sensors as part of the Automatic Irrigation System under the permanent Water Saving Rules.

xi. Commission the entire system and maintain against malfunction for a period of 12 months from date of practical completion.

xiii. Provision for Class A recycled system purple piping, pipe sleeves, identification tapes outlets and sprinkler heads in accordance with relevant Australian and water authority standards.

xiv. All component parts of a Fertiliser Injection System, electrical connections, concrete mounting pad(s), and commissioning of the system.

xv. Quick coupling valve(s) located in approved valve boxes,

xvi. Garden tap(s) included

GENERAL NOTES

- 1. DO NOT SCALE DRAWINGS. FIGURED DIMENSIONS HAVE PREFERENCE OVER SCALED DIMENSIONS.
- 2. ANY DISCREPANCIES MUST BE REPORTED
- IMMEDIATELY TO THE SUPERINTENDENT. 3. THESE DRAWINGS ARE TO BE READ IN CONJUNCTION WITH THE DETAILS, SPECIFICATIONS AND
- 4. LOCATE AND PROTECT ALL UNDERGROUND SERVICES PRIOR TO ANY EXCAVATION. MAKE GOOD ALL DAMAGE TO EXISTING WORKS CAUSED BY THE
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FOR COUNCIL APPROVAL NOT FOR CONSTRUCTION

REV	DESCRIPTION	DATE	DRN	снк
0	FOR COUNCIL APPROVAL	16.12.22	LP	JF

Tract
Landscape Architects
Urban Designers
Town Planners

Geelong P: 03 5221 0105 Adelaide P: 08 8223 1324 www.tract.com.au

PROJECT

MELBOURNE MAKE ROOM 602-604 LITTLE BOURKE ST

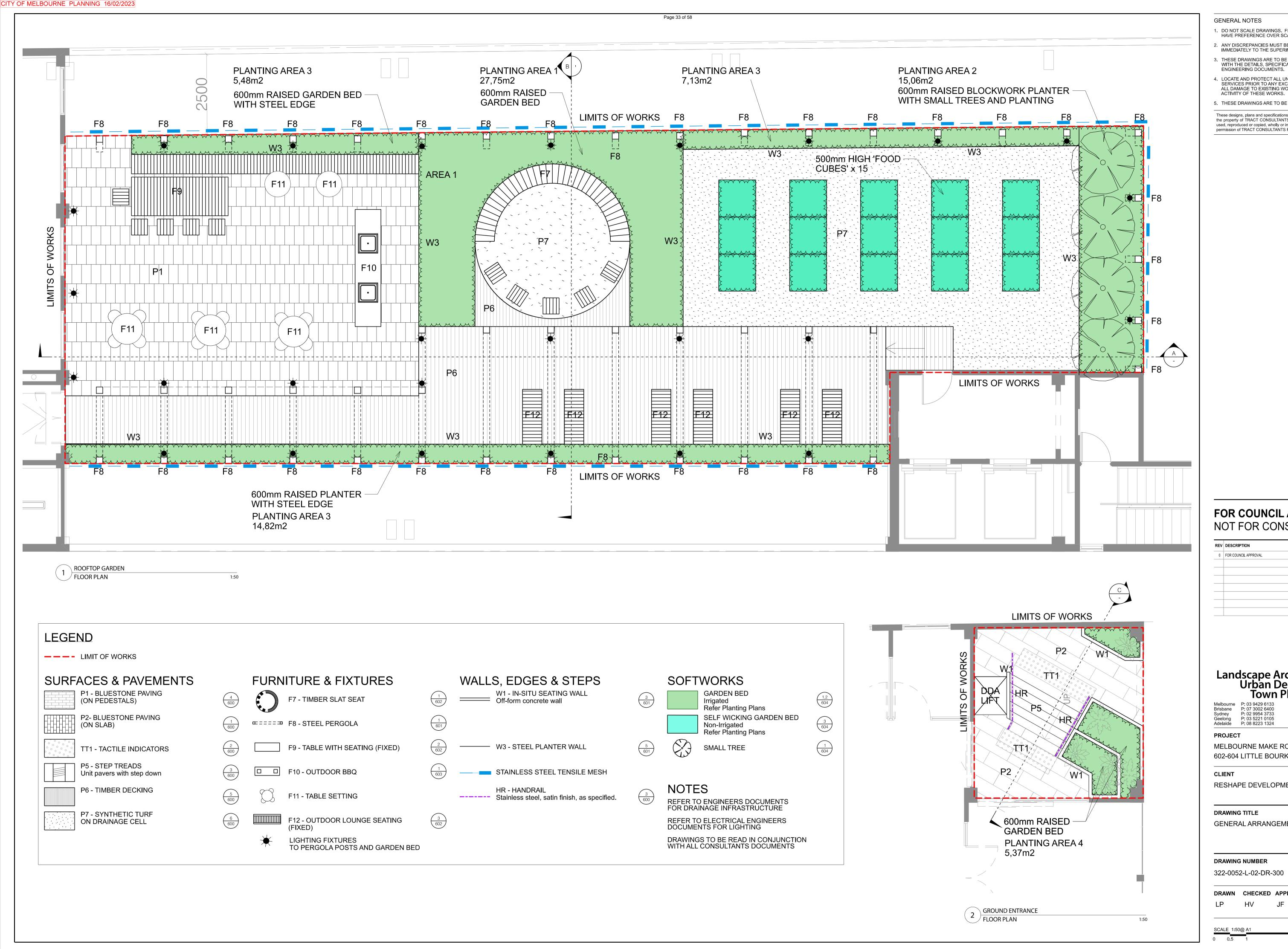
CLIENT

RESHAPE DEVELOPMENT PTY LTD

DRAWING TITLE COVER SHEET

DRAWING NUMBER **REVISION**

322-0052-L-02-DR-101



GENERAL NOTES

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- 4. LOCATE AND PROTECT ALL UNDERGROUND SERVICES PRIOR TO ANY EXCAVATION. MAKE GOOD ALL DAMAGE TO EXISTING WORKS CAUSED BY THE
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0	FOR COUNCIL APPROVAL	16.12.22	LP	JF



 Sydney
 P: 02 9954 3733

 Geelong
 P: 03 5221 0105

 Adelaide
 P: 08 8223 1324
 PROJECT

MELBOURNE MAKE ROOM

602-604 LITTLE BOURKE ST

CLIENT RESHAPE DEVELOPMENT PTY LTD

DRAWING TITLE GENERAL ARRANGEMENT

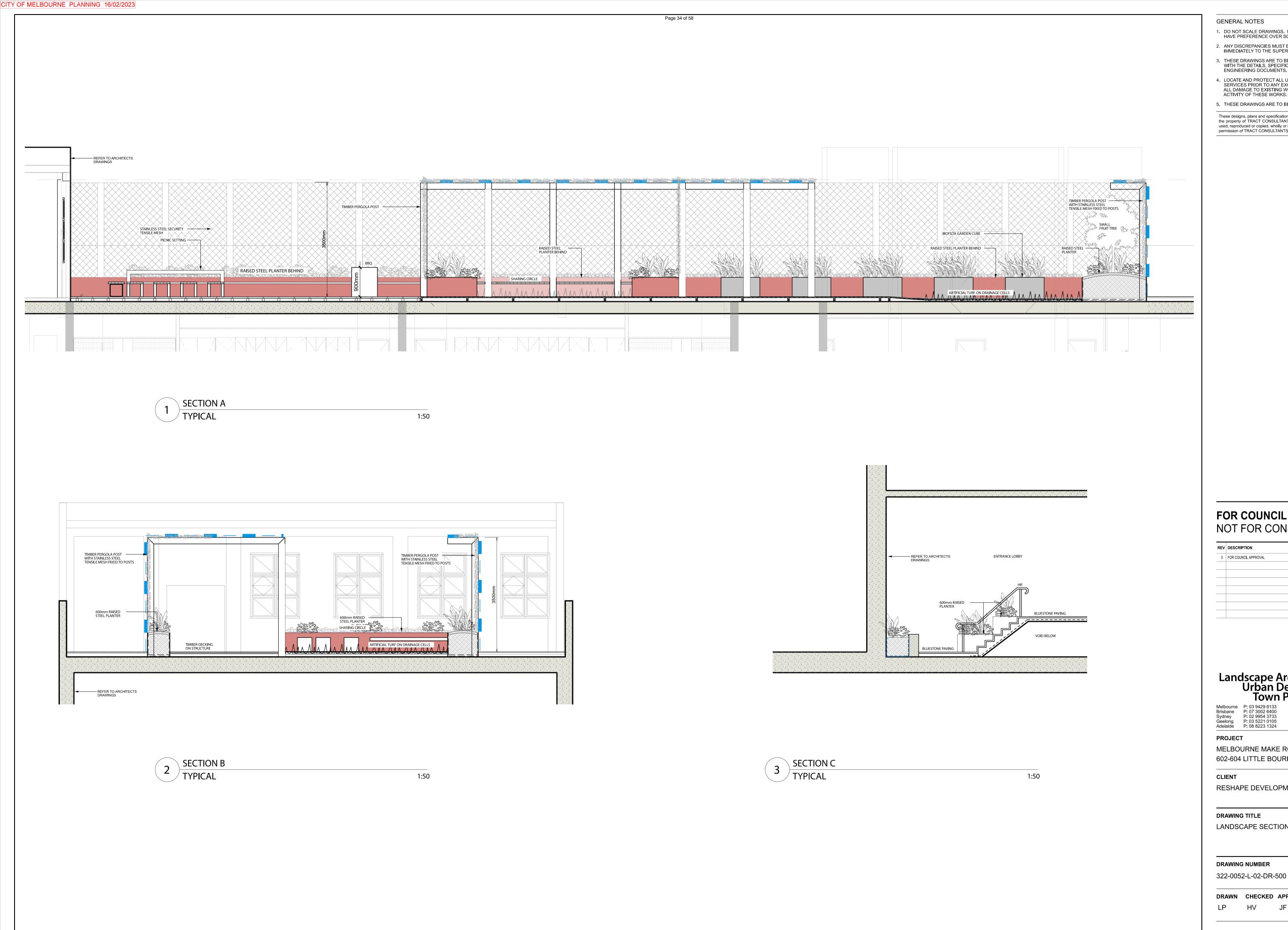
DRAWING NUMBER

DRAWN CHECKED APPROVED 16.12.2022



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GENERAL NOTES

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- 2. ANY DISCREPANCIES MUST BE REPORTED IMMEDIATELY TO THE SUPERINTENDENT.
- 3. THESE DRAWINGS ARE TO BE READ IN CONJUNCTION WITH THE DETAILS, SPECIFICATIONS AND
- ENGINEERING DOCUMENTS. 4. LOCATE AND PROTECT ALL UNDERGROUND SERVICES PRIOR TO ANY EXCAVATION. MAKE GOOD ALL DAMAGE TO EXISTING WORKS CAUSED BY THE ACTIVITY OF THESE WORKS.
- 5. THESE DRAWINGS ARE TO BE PRINTED IN COLOUR

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REV	DESCRIPTION	DATE	DRN	CHKD
0	FOR COUNCIL APPROVAL	16.12.22	LP	JF



 Melbourne
 P: 03 9429 6133

 Brisbane
 P: 07 3002 6400

 Sydney
 P: 02 9954 3733

 Geelong
 P: 03 5221 0105

 Adelaide
 P: 08 8223 1324

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MELBOURNE MAKE ROOM 602-604 LITTLE BOURKE ST

CLIENT

RESHAPE DEVELOPMENT PTY LTD

DRAWING TITLE LANDSCAPE SECTIONS

DRAWING NUMBER

DRAWN CHECKED APPROVED

16.12.2022

SCALE AS SHOWN A1

REVISION

PLANNING PERMIT APPLICATION DELEGATE REPORT

Application number: TP-2023-168

Applicant: Unison Community Housing

Owner: City of Melbourne

Architect: i2C Architects

Address: 602-606 Little Bourke Street, Melbourne

Proposal: Partial demolition, external alterations, buildings and

works to the existing building

Cost of application works: \$1,100,000

Date of application: 16 March 2023

Responsible officer: Amanda Duong, Urban Planner

1 SITE AND SURROUNDS

1.1 The Site

Planning permit application TP-2023-168 (**Application**) concerns the land at 602-606 Little Bourke Street, Melbourne (**Site**), which is formally identified as Lot 1 on Plan of Subdivision 718943Q. The Site is located on the north side of Little Bourke Street, between Spencer Street and King Street, Melbourne.



Figure 1 - Subject site and surrounds, purple indicates Heritage Overlay (Source: CoMPASS).

The Site is rectangular in shape with a frontage to Little Bourke Street (south boundary) of 15.94 metres, and boundaries to Pender Alley (east) of 41.61 metres and Rose Lane (west) of 43.22 metres; yielding a site area of 665.81 square metres.

The Site is located in the Capital City Zone (Schedule 1) and affected by an individual Heritage overlay (Schedule HO737 – Former Melbourne City Council Power Station, 617-639 (part) and 651-669 Lonsdale Street, 602-606 and 620-648 Little Bourke Street,

Melbourne). The Site is host to one of three buildings which form the former Melbourne City Council Power Station. The two sister sites (substations) are located further west and north-west of the Site towards Spencer Street.

The Site currently contains a six-storey rendered brick building, constructed in 1952. The building has previously been used as Melbourne City Council's Archives building (former Store Building). The City of Melbourne's *Heritage Places Inventory March 2022 (Amended May 2023)*, an incorporated document in the Melbourne Planning Scheme, categorises the building on-site as 'Significant' within an ungraded streetscape.

The building is constructed to the east and west boundaries, and features a rendered façade punctuated with rows of steel framed windows across the extent of the building, which are identified as notable features of the building. A number of air-conditioning condenser units installed from the windows are visible from each elevation. Pedestrian access to the Site is afforded via primary entrance door from Little Bourke Street and egress door located within the south-west corner of the building on Rose Lane. Vehicular access to the Site is provided via a crossover on Little Bourke Street, with access restricted by a roller door.

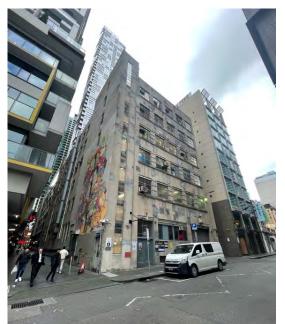




Figure 2 – View of the Site from the corner of Little Bourke Street and Rose Lane (left) and Pender Alley (right) (Source: Officer).

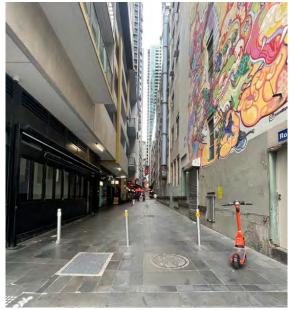




Figure 3 – View down Rose Lane (left) and the building as currently viewed from Rose Lane (right) (Source: Officer).

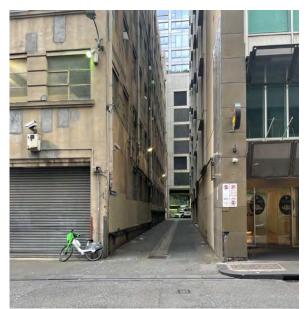




Figure 4 – View down Pender Alley (left) and the building as viewed from Pender Alley (right) (Source: Officer).

1.2 Title Particulars

The register search statement for the Site identifies the land is not burdened by any Section 173 Agreements or restrictive covenants.

The Plan of Subdivision 718943Q depicts one easement along the southern boundary of the Site for the purpose of 'public highway'.

1.3 Surrounds

The Site is located at the western end of the Melbourne Central Business District (**CBD**). Land uses within the immediate area include a range of retail, commercial and residential uses. Much of the retail premises are located at ground level with upper level residential and office uses.

The built form character comprises a mix of building typologies, including heritage buildings, some of which feature upper level extensions, and more modern high rise developments.

The immediate surrounds feature the following:

1.3.1 North

Sharing the Site's north boundary, 20-40 Rose Lane features a two storey heritage building with a frontage to Lonsdale Street which has been developed with a multistorey (49 storey) residential tower.

Retail tenancies, many of which are food and drink premises, are located at the ground level of the building and along the Rose Lane elevation.

1.3.2 East

To the immediate east of the Site is Pender Alley, a Class 3 laneway as per the CBD Lanes policy (Clause 15.01-1L-01), which provides access to rear of buildings at 594-600 Little Bourke Street, 597-603 Lonsdale Street and 20-40 Rose Lane.

Further east of the Site across Pender Alley at 594-600 Little Bourke Street is a ten storey building, currently used as a tourist hotel.

1.3.3 South

The south boundary of the Site abuts Little Bourke Street, a one-way street with onstreet car parking and pedestrian footpaths either side.

The streetscape is characterised by a mix of interfaces, including main entrances for buildings addressing Little Bourke Street and retail tenancies, which contrast 'back-of-house' aspects of larger buildings that front Bourke Street and Lonsdale Streets.



Figure 5 – Little Bourke Street streetscape (Source: Google Street view).

South of the Site across Little Bourke Street at 624-634 Bourke Street is a concrete building which has a sixteen storey section to Little Bourke Street, used as offices. A number of the ground level retail tenancies are currently vacant.

1.3.4 West

To the immediate west of the Site is Rose Lane, a Class 3 laneway as per the CBD Lanes policy (Clause 15.01-1L-01) which extends between Lonsdale Street and Little Bourke Street. The Rose Lane elevation features commercial uses at ground level.

Across Rose Lane at 617-649 Lonsdale Street is the Upper West Side, a mixed-use development comprising four towers constructed between 2011 and 2016.

2 BACKGROUND AND HISTORY

2.1 The 'Make Room' Project

The application is associated with the Make Room project (**Project**), which is an initiative between the City of Melbourne, the Victorian Government, Unison Housing and other philanthropic organisations to address homelessness in Melbourne. The Project aims to connect people with short-term accommodation and associated support services for a pathway out of homelessness.

The Project involves the conversion of the existing Council Archive Building into 50 studio apartments integrated with communal living areas, housing and homeless services, and on-site support for residents. Public consultation of the Make Room project was undertaken by Council from July to August 2021.

2.2 Pre-application discussions

A pre-application meeting was held on-site with Council officers and Council's heritage advisor on 31 May 2022.

2.3 Relevant Permit History

There are no historical planning permits of direct relevance to the assessment of this Application.

3 PROPOSAL

3.1 Documents considered in assessment

The documents which form the assessment of this application are identified at Table 2 below:

Table 2: Plans / Reports considered in assessment				
Plan / Report Title	Drawing / Report Author	Date		
Title	Landata	27 Feb 2023		
Planning Report	Tract Consultants	16 Mar 2023		
Architectural Plans	i2c	5 June 2023		
Heritage Impact Statement	Lovell Chen	10 Feb 2023		
Landscape Plans	Tract Consultants	16 Dec 2022		
ESD Statement	Sustainable Development Consultants	Oct 2022		
Waste Management Plan	Leigh Design	15 Mar 2023		

3.2 Summary of the Proposal

The Application seeks permission for partial demolition of the existing building, external alterations, buildings and works.

3.2.1 Demolition

The following demolition is proposed:

- Demolish section of south-facing wall above existing windows to increase height of openings on Little Bourke Street elevation.
- Remove existing air-conditioning units from Little Bourke Street elevation and ducts along Rose Lane elevation.
- Demolish section of east-facing wall to principal portion of building at ground level to create new opening on Pender Alley elevation.
- Remove existing windows and demolish section of east-facing wall to rear portion of building at ground level to create new opening on Pender Alley elevation.
- Demolish section of west-facing wall on Level 2 of the building to create new window opening on Rose Lane elevation.
- Demolish sections of wall, shaft and roof of the existing lift room on the rooftop.
- Remove windows and demolish section of south-facing wall to create enlarged opening on the rooftop.
- Remove existing roller doors along each elevation.

3.2.2 External alterations and works

The proposed external alterations, buildings and works are summarised as follows:

- External alterations to replace all windows (inclusive of frames and glazing) with new windows consisting of double glazed units.
 - A majority of the windows (levels 1 to 5) will be replaced with operable units with a glass balustrade and inward opening casements.
 - Vertical windows to the front and rear of the building will be replaced with similarly fixed windows.
 - Windows on ground level of the Little Bourke Street elevation are to be fixed, with those along Rose Lane and Pender Alley to be operable (inward swinging).
 - Basement level windows are to consist of fixed glazing refit with window bars.
- Construction of new pedestrian entrance on south-east corner of the building from Little Bourke Street and Pender Alley.
- Existing entry door replaced with a new door and infilled where required on Little Bourke Street elevation.
- Installation of double glazed windows in place of existing doors on Rose Lane and Pender Alley elevations.
- Replacement roller door to the rear of the building on Pender Alley elevation.
- Infill of existing openings on Rose Lane elevation (towards Little Bourke Street) and finished to match existing walls.
- Installation of louvres and doors to services cabinet on Little Bourke Street elevation.

- Retrofitting a number of existing openings on Pender Alley with louvres.
- Modified roof plant, services and screening on the upper roof of the building.
- Landscaping of the roof for a rooftop garden.
- Re-rendering of the building to provide consistent appearance across the building in the colour 'Dulux Owl Wing'.
- Replacement of downpipes on Rose Lane and Pender Alley elevations.
- External painting of existing doors along ground level of the building in the colour 'Dulux Blue Willow' (no permit required).



Figure 6 – Existing / demolition elevation (left) and proposed elevation (right) to Little Bourke Street.

4 STATUTORY CONTROLS

The following planning controls and provisions are relevant to this proposal:

Clause	Permit Trigger			
Zone				
Clause 37.04	Use (Accommodation) – A permit is not required			
Capital City Zone Schedule 1 –	Pursuant to Clause 37.04-2, any requirement in the schedule			
	to this zone must be met.			
Outside the Retail Core	Clause 1.0 of Schedule 1 to Clause 37.04 identifies that use of the land for 'accommodation (other than corrective institution)' does not require a permit.			
(CCZ1)				
	<u>Demolition – A permit is required</u>			
	Pursuant to Clause 37.04-4, a permit is required to demolish or remove a building or works.			
	Building and Works – A permit is required			

Pursuant to Clause 37.04-4, a permit is required to construct a building or construct or carry out works unless the schedule to this zone specifies otherwise.

Clause 3.0 of Schedule 1 states no permit is required for:

- The construction, or modification, of a waste pipe, flue, vent, duct, exhaust fan, air conditioning plant, lift motor room, skylight, security camera, street heater or similar minor works provided they are to the satisfaction of the responsible authority.
- A modification to the shop front window or entranceway of a building to the satisfaction of the responsible authority having regard to the architectural character of the building.
- Changes to glazing of existing windows to not more than 15% reflectivity.

The proposed works only partially meet the exemptions of the Schedule listed above and as such, a **permit is required**.

Overlays

Clause 43.01

Heritage Overlay

HO737 – Former Melbourne City Council Power Station, 617-639 (part) and 651-669 Lonsdale Street, 602-606 and 620-648 Little Bourke Street, Melbourne Pursuant to Clause 43.01-1, a permit is required to:

- 'Demolish or remove a building
- Construct a building or construct or carry out works
- Externally alter a building by structural work, rendering, sandblasting or in any other way'.

Clause 43.02

Design and Development Overlay

Schedule 1 – Urban Design in Central Melbourne

(DDO1)

Pursuant to Clause 43.02-2, a permit is required to construct a building or construct or carry out works, unless a schedule to this overlay specifically states that a permit is not required.

Clause 2.2 of Schedule 1 states a permit is not required to 'externally alter a building by making changes to the glazing of an existing window and the new/modified window has no more than 15 per cent reflectivity'.

The proposed changes to the glazing of windows does not exceed 15 per cent reflectivity, as such this element of works is exempt from requiring a permit.

A permit is required for the remaining works.

Clause 43.02

Design and Development Overlay Pursuant to Clause 43.02-2, a permit is required to construct a building or construct or carry out works unless a schedule to this overlay specifically states that a permit is not required.

Clause 2.2 of Schedule 1 states a permit is not required for:

Schedule 10 – General Development Area Built Form (DDO10)	 'Buildings and works at ground level Buildings and works to install or modify plant and service fixtures to an existing building Buildings and works to an existing building(s) which do not alter the height or setback of any part of an existing building or result in any additional habitable or occupiable floor area' Only some of the proposed works meet the exemption above. The proposed works to the roof seek to alter the height of part of the existing building therefore, a permit is required. 	
Clause 43.02 Design and Development Overlay Schedule 12 – Noise Attenuation Area (DDO12)	Pursuant to Clause 43.02-2, a permit is required to construct a building or construct or carry out works unless a schedule to this overlay specifically states that a permit is not required. Clause 4.0 of Schedule 12 states a permit is not required 'for building and works other than buildings and works associated with new, refurbished or converted developments for noise sensitive uses'. Clause 2.0 of the Schedule states 'for the purpose of this requirement, noise-sensitive uses are those that have an element of residential accommodation and are nested under the definition of accommodation in the planning scheme'. The proposed works are associated with conversion of the building for accommodation purposes which is identified as a noise sensitive use. A permit is required.	
Clause 45.09 Parking Overlay Schedule 1 – Capital City Zone – Outside the Retail Core (PO1)	Schedule 1 to the Parking Overlay identifies the appropriate car parking rates for various uses within the Capital City Zone. Clause 2.0 of Schedule 1 states a permit is required to provide car parking spaces in excess of the car parking rates in Clause 3.0 of this schedule. The proposal does not seek to provide any car parking on-site, as such, a permit is not required.	
Particular Provisions		
Clause 52.34 Bicycle Facilities	Pursuant to Clause 52.34-1, a new use must not commence or the floor area of an existing use must not be increased until the required bicycle facilities and associated signage has been provided on the land. A permit may be granted to vary, reduce or waive any requirement of Clause 52.34-5 and Clause 52.34-6.	
	Table 1 to Clause 52.34-5 requires a Residential building	

(other than specified in the table) to provide:

Employee/Resident

Use

Visitor/Shopper/Student

Residential building other than specified in this table	In developments of four or more storeys, 1 to each 10 lodging rooms	In developments of four or more storeys, 1 to each 10 lodging rooms
this table		

The proposed use includes a total of 50 lodging rooms which equates to a requirement of ten (10) bicycle spaces, consisting of five (5) bicycle facilities for residents and five (5) bicycle spaces for visitors.

Table 2 and 3 of Clause 52.34-5 specifies that one (1) shower is required, with one (1) change room or direct access to a communal change room required.

The proposal seeks to provide the required bicycle spaces / facilities on-site, therefore, **a permit is not required**.

5 STRATEGIC FRAMEWORK

5.1 Municipal Planning Strategy (MPS)

The relevant provisions of the MPS are summarised as follows:

- Clause 02.02 Vision
- Clause 02.03 Strategic Directions
- Clause 02.04 Strategic Framework Plans

5.2 Planning Policy Framework (PPF)

The relevant provisions of the PPF are summarised as follows:

- Clause 11 Settlement
 - o Clause 11.03 Planning for Places
- Clause 11.03-6L-09 Hoddle Grid
- Clause 15 Built Environment and Heritage
 - Clause 15.01 Built Environment
 - Clause 15.01-1S Urban Design
 - Clause 15.05-1L-01 CBD Lanes
 - Clause 15.01-2S Building Design
 - Clause 15.01-2L-01 Energy and resource efficiency
 - Clause 15.03 Heritage
 - Clause 15.03-1S Heritage Conservation
 - Clause 15.03-1L-02 Heritage

6 GENERAL PROVISIONS

The following general provisions apply to the Application:

Clause 65 – Decision Guidelines

7 PUBLIC NOTIFICATION

Under the provisions of Clause 43.01 (Heritage Overlay), an application is subject to 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 *Planning and Environment Act 1987*.

The Applicant was therefore directed to give notice of the application to owners and occupiers of surrounding properties by ordinary mail and by posting two (2) notices to the Little Bourke Street and Rose Lane frontage for a 14 day period, in accordance with Section 52 of the Act.

It is noted that the Application is exempt from the notice and review requirements under:

- Clause 3.0 of Schedule 1 to Clause 37.04 (Capital City Zone) To construct a building or construct of carry out works for a use in Section 1 of Clause 37.04-1. The proposed use of the land is for 'Accommodation' which is identified as a use in Section 1 of Clause 37.04-1.
- Clause 4.0 of Schedule 1 to Clause 37.04 (Capital City Zone) To demolish or remove a building or works.
- Clause 2.10 of Schedule 1 to Clause 43.02 (Design and Development Overlay) To construct a building or to construct or carry out works.
- Clause 2.4 of Schedule 10 to Clause 43.02 (Design and Development Overlay) To construct a building or to construct or carry out works.
- Clause 3.0 of Schedule 12 to Clause 43.02 (Design and Development Overlay) To construct a building or to construct or carry out works.

8 OBJECTIONS

Thirty eight (38) objections were received in response to advertising of the Application.

The matters raised by objectors have been summarised below:

- Operation of a 'shelter' within a residential area and behaviour of tenants.
- Decrease to security and personal safety of surrounding residents and personnel.
- Increased littering and land pollution on surrounding public space.
- Increased rate of crime to the area and surrounds.
- Negative effects and decline on property values as result of the proposed use.
- Negative financial impacts on surrounding commercial businesses and residents.
- Increased vacancy rates of buildings / units as result of operation of Make Room.
- Inappropriate impacts on amenity of surrounding residents as result of noise generated from tenants of Make Room.
- Inappropriate encouragement of occupation of public spaces in proximity to Make Room for residence.
- Inappropriate / premature selection of site for operation of Make Room. Preference for use of the building for high end commercial tenancies.
- Incompatible and inappropriate use of the building in CBD, particularly where characterised by dense / established residential apartments.
- Compatibility and dynamics of people facing homelessness with general public.

- Negative impacts on quality of life, living standards, and mental health and financial wellbeing of surrounding residents.
- Loss to visual aesthetics of the area from potential construction of makeshift structures to the building from operation of Make Room.
- Inappropriate use of Council funds.

The concerns raised above are addressed at Section 11.4 of the Report.

9 REFERRALS

9.1 Internal

9.1.1 Heritage

The Application was referred to Council's Heritage Advisor who advised 'aspects of the project besides the render finish and window replacement appear supportable', with the following key recommendations (summarised):

'It is recommended that the project adopt the approach currently applied on a number of projects is to issue a permit with a condition requiring the provision of a Conservation Works Plan (CWP). The CWP requires future submission to the satisfaction of the Responsible Authority of developed detail and methodology for works that impact the external presentation of the building to a tender ready standard. Upon endorsement the CWP including the conservation works and any program for submission of construction detail becomes a requirement of the permit. The capacity to amend the CWP, with update of endorsements as construction detail is developed and submitted, allows for matters of detail to be addressed with a more appropriate timing than the requirement of all relevant detail at planning permit stage.

It is my recommendation that a permit could reasonably be issued with a condition requiring the CWP. The CWP would address at further condition requiring the retention and reuse of the exiting steel windows frames, with the addition of a second hopper to each window, additions of rubber seals, and the replacement of the existing glass with double glazing. The original ventilation to the heads of the window could be amended internally with provision of operable cover. Alternatives could naturally be considered however such proposed amendment to the CWP would need to be supported with a frank and fearless Heritage Impact Statement and appropriate construction detail and methodology.

A condition of the permit should also be applied requiring the re-rendering of the building with a skim coat of natural lime or cement based render with the colour and finish of the original render. The detail and methodology for re-rendering to produce the original appearance should be addressed under the CWP, as should be the other external works that will have impact upon the presentation of the heritage character and appearance of the building.

Planner Comment:

In response to the above, it is recommended a condition requiring submission of a Conservation Works Plan be included on any permit to issue. The document will enable a detailed investigation and response to any alternatives proposed.

Subject to the above changes, it is considered that the proposal will suitably respond to Council's heritage feedback, and will achieve compliance with 15.03-1L-02.

Heritage matters are further addressed at Section 11.1 of this Report.

9.1.2 City Design (Urban design)

The Application was referred to Council's City Design team whose comments can be summarised as follows:

'We are highly supportive of the adaptive re-use of this former storage facility as specialist residential building. We are sympathetic of the challenges conversion of a very functional former industrial building to a residential development, noting the building's heritage significance.

While we are sympathetic of the challenges involved with this proposal, the impact of our advice and ability to make a full assessment against DDO1 is limited by the information available, noting that the application is limited to external works.

DDO1 requires the building to integrate with, and makes a positive contribution to, its context, including the hierarchy of main streets, streets and laneways and internal layouts need to have a strong relationship to the public realm. Full assessment in both of these instances is not possible but it does appear, with services, located in the Little Bourke St frontage and a platform lifted proposed adjacent to the public realm, to be a shortcoming of the proposal.

While it would be preferable to relocate the services to a secondary elevation, we recommend that the services cabinet is reconsidered and finessed to minimise its impact and appear more considered in the overall façade treatment. Cabinets should be setback, in line with the window reveals above and cabinets should be provided to align with the fenestration patterns above. Refer to the attached sketch.

With regard to the proposed platform lift, it would be preferable if this level transition could be achieved internally.

We question the value and viability of the proposed landscape at the building frontage, and are concerned that it may become a litter trap if planting is not well maintained. We suggest that a larger, more meaningful, entrance might be preferable at the building frontage.'

Council's Urban Design team provided the following diagram to further clarify their recommendations regarding the service cabinets:

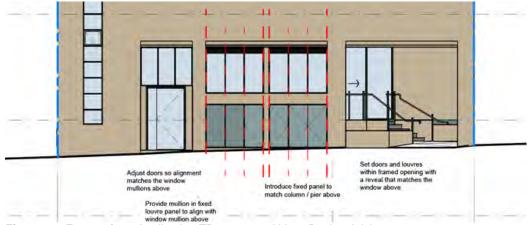


Figure 7 - Excerpt from Application TP-2023-168 Urban Design Advice

Planner Comment:

The recommendation for a revised design of the service cabinet will provide a visual improvement to the presentation of the building, as viewed from Little Bourke Street at street level.

The other recommendations are not considered necessary, noting they would require additional demolition of the building which has implications from a heritage perspective. These recommendations will therefore not be addressed by conditions.

It is recommended that a condition be included on any permit being granted to require the submission of amended plans with revisions to the arrangement of the service cabinets as shown above. Subject to this change, it is considered that the proposal will suitably align with the design objectives of the DDO1.

Urban design matters are further addressed at Section 11.2 of this Report.

9.1.3 Waste

The Application was referred to Council's Waste & Recycling team whose comments can be summarised as follows:

We have reviewed the WMP by Leigh Design dated 15th March 2023 for this proposed development and found it to be unacceptable. The following items need to be addressed:

- Given each of the dwellings will be fully self-contained, waste generation rates for studio apartments need to be used in place of guest apartment rates.
- The WMP is required to show two scenarios for glass collections. Prior to Council providing a dedicated glass collection service, glass will be collected as part of the commingled recycling stream the appropriate number of recycling bins required needs to be specified to accommodate glass as part of the recycling stream. The WMP is also required to specify bin numbers and the collection arrangement once Council provides a dedicated glass collection service.
- The floor plans indicate that there will be a dedicated organics and glass bin on each level, yet there is no mention of the use of these bins in Section 2.1 of the WMP. The WMP and drawings need to be consistent.
- If dedicated glass bins are to be provided on each level, the use of 240 L glass bins will be considered acceptable. If these dedicated bins are not going to be used, then it is the expectation that 2 x 660 L glass bins be used once Council provides a dedicated glass service.
- If 240 L glass and organics bins are to be provided on each level, only the number of bins that aligns with the development's entitlement can be presented each week for collection (to be specified in the WMP).
- Bins are to be shown (drawn to scale) in their kerbside presentation location.
- The development will be entitled to monthly collections of up to 4 m³ hard waste (to be specified in the WMP).
- 4 m² of floor space for hard waste storage needs to be provided.
- Please show the charity bin.'

Planner Comment:

It is recommended that conditions be included on any permit granted to ensure that an updated Waste Management Plan (WMP) is provided responding to the above, and that any changes to the ground floor layout flowing from this updated WMP are included in plans for endorsement.

9.1.4 Civil

Council's Civil Infrastructure and Assets team offered no objection to the proposal and requested that standard conditions and notes be included on any permit to issue. These conditions and notes are recommended for inclusion on any permit granted.

9.2 External

The application was not required to be referred externally.

10 ASSESSMENT

The Application seeks approval for partial demolition, external alterations, buildings and works to the existing building.

The key issues for consideration in the assessment of the Application include the following:

- Heritage
- Built form and urban design
- Objector concerns.

10.1 Heritage

The key considerations for this application regarding heritage is the appropriateness of the proposed works to the 'Significant' building on the Site.

The Site is listed as 'Significant' in the Council's Heritage Inventory, and is one of three buildings which form the 'Former Melbourne City Council Power Station'.

The following Statement of Significance (**SoS**) is provided for the 'Former Melbourne City Council Power Station':

'Elements that contribute to the significance of the place include:

- CitiPower substation (Substation J) at 651-669 Lonsdale Street, which comprises the brick substation from 1920, and the reinforced concrete additions to the south from 1950s and to the east in 1953 (former Control Building).
- External walls to the façade and north and south elevations of the Office Building, now part of 617-639 Lonsdale Street (with frontages to Spencer Street).
- Economiser Building, now part of 617-639 Lonsdale Street (with frontages to Little Bourke Street), built in 1908.
- Overhead Water Tank, fashioned out of prefabricated cast-iron panels in 1888 and relocated to this site in 1927.
- Substation JA at 620-648 Little Bourke Street, which comprises the post-1925 substation (built as a workshop and later converted to a substation) adjacent to Cleve Lane and a large substation constructed in 1985 on the site of the former 1903 Boiler House.
- Melbourne City Council Archives building (former Store Building) at 602-606
 Little Bourke Street.'

The decision guidelines of the overlay at Clause 43.01-8 are relevant to this assessment, and the considerations of these guidelines are expanded within the relevant local policy at Clause 15.03-1L-02.

An assessment of the proposed development against the policy guidelines of Clause 15.03-1L-02 is provided below to address the appropriateness of the proposed development.

10.1.1 Demolition

It is policy that:

- 'Partial demolition in the case of significant buildings and of significant elements or the front or principal part of contributory buildings will not generally be permitted.
- Encourage the retention of the three dimensional form regardless of whether it is visible whilst discouraging facadism.
- Encourage adaptive reuse of a heritage place as an alternative to demolition.
- A demolition permit will not be granted until the proposed replacement building or works have been approved.'

The proposed extent of demolition is considered acceptable, having regard to the policy guidelines above, noting:

- The Application has been referred to Council's Heritage Advisor who advised the extent of demolition, including demolition to the principal part of the building, would not prejudice the legibility or the heritage significance of the building.
- While the policy states that partial demolition of significant buildings will not generally be permitted, the demolition in this case is minor and will not unreasonably diminish the significance of the original building. Demolition will make way for new entrances and services for the building that will provide meaningful improvements for the reasonable functionality of the building.
- The three dimensional form of the building will not be unreasonably compromised, noting the height, setback and overall form of the building is being maintained.
- The demolition is associated with a broader proposal for the heritage place, which will contribute to the place's adaptive reuse and longevity.

10.1.2 Alterations

It is policy to:

 Preserve external fabric that contributes to the significance of the heritage place on any part of a significant building, and on any visible part of a contributory building.

Before deciding on an application, the Responsible Authority is also required to consider the following matters under Clause 15.03-1L-02:

- The assessed significance of the building and heritage place.
- The degree to which the alterations would detract from the significance, character and appearance of the building and heritage place.
- The character and appearance of the proposed replacement materials.
- Whether the alterations can be reversed without loss of fabric which contributes to the significance of the heritage place.

The proposed alterations are considered appropriate having regard to the heritage policy.

The alterations at ground level have been adapted in a suitably sympathetic matter, in that the adopted materials and finishes for elements of the building being replaced will be of a similar appearance to what is existing on-site, otherwise replaced with a glazed equivalent that will present as a recessive element to the heritage building.

Council's Heritage Advisor expressed concern towards the design and materiality of the replacement windows, which are identified as original and a notable feature of the building but was in agreeance that alternatives can be considered, subject to preparation and submission of a Conservation Works Plan. This plan would focus on the construction detail and methodology of the works to ensure they will not adversely impact on the external presentation of the building. This will also clarify the exact materiality of the replacement works where only the finishes (colour) of replacement works have been specified on the plans.

A balanced consideration of the need for improved thermal performance and internal amenity for future occupants of the building is required, acknowledging the challenges inherently present with refurbishing heritage buildings to current standards. This is further complicated by the mandatory requirements for noise attention measures as a result of the DDO12 (see Section 11.2.1). The proposed windows are considered to

achieve an appropriate balance through their design, particularly the retention of the existing window opening sizes as well as the arrangement of glazed panelling within.

As seen in the excerpts below, while the operation of the windows may be altered, the general expression and rhythm of the window openings will be maintained. This is acceptable where the desired heritage outcome is to maintain the character of the building.



Figure 8 – Proposed demolition and proposed Rose Lane (above) and Pender Alley (below) elevations.

Therefore, the proposed windows are supported, subject to a condition on any permit granted requiring submission of a Conservation Works Plan, which will verify the specification and full construction methodology of the windows (and overall works) to ensure they are sympathetic to the heritage building.

Similarly, subject to the approval of a Conservation Works Plan, the proposed cleaning and reinstatement of the original face render finish is considered to be an improvement which will restore and highlight the significance of the building.

The modifications to accommodate new building services will generally be concealed from view on the roof, while the new services at ground level will be appropriately incorporated into the ground level façade subject to a condition outlined below.

10.2 Built form and Urban Design

The proposal involves buildings and works for alterations to the existing building, including construction of a new pedestrian entrance on the south-east corner on the Site from Little Bourke Street and Pender Alley.

The proposal requires a permit under the provisions of Schedule 1 to the Capital City Zone, Schedules 1 and 10 of the Design and Development Overlay. The requirements of Schedule 12 of the Design and Development Overlay are also applicable.

10.2.1 Capital City Zone, Schedule 1

The purpose of the Capital City Zone is to (inter alia) 'create through good urban design an attractive, pleasurable, safe and stimulating environment'. In addition, Schedule 1 to

the Capital City Zone seeks to 'provide for a range of financial, legal, administrative, cultural ... and other uses that complement the capital city function of the locality'.

In response to the decision guidelines of the CCZ1, the proposed demolition and works are appropriate for the following reasons:

- The proposed demolition is to facilitate works which will continue to improve the amenity, and offer a unique community facility that complements the capital city function of the CBD.
- The works will ensure there will be no significant loss to amenity of use of the building as the central city continues to develop.

10.2.2 Design and Development Overlay, Schedule 1

The purpose of the Design and Development Overlay is to 'identify areas which are affected by specific requirements relating to the design and built form of new development'.

The design objectives of the DDO1 include:

- To ensure that all development achieves high quality urban design, architecture and landscape architecture.
- To ensure that development integrates with, and makes a positive contribution to, its context, including the hierarchy of main streets, streets and laneways.
- To ensure that development promotes a legible, walkable and attractive pedestrian environment.
- To ensure that the internal layout including the layout of uses within a building has a strong relationship to the public realm.
- To ensure that development provides a visually interesting, human scaled and safe edge to the public realm.

The proposal is considered to generally meet the applicable design objectives of the DDO1 for the following reasons:

- The design response acknowledges and respects the existing heritage building, and seeks to maintain the general expression, rhythm, character and form of the building. As such the appreciation and level of visual interest of the building will be generally maintained, while improving amenity outcomes for occupants of the building.
- The conversion of a number of solid doors to glazed doors and windows, and fixed windows to operable ones at ground level will increase the extent of active interfaces to Rose Lane and Pender Alley. This contributes to the activity, safety and interest of the public realm, which complies with the intended design outcomes for public interfaces (Clause 2.8).
- The works will facilitate an improved building program that will enhance the
 function, form and capacity of public interfaces, particularly for Pender Alley and
 Rose Lane where the CBD lanes policy (Clause 15.01-1L-01) recognises that
 Class 3 lanes 'may benefit from upgrading and enhancement to realise their full
 potential with regard to pedestrian amenity and urban design'.
- As recommended by Council's City Design team, a permit condition will require
 the reconfiguration of the services cabinets on the Little Bourke Street elevation
 to present as an integrated design element that will not compromise the quality
 or experience of the public realm for pedestrians. This complies with the
 intended design outcomes for building programs (Clause 2.7).

 The proposal provides for an acceptable level of visual interest and engagement with pedestrians by incorporating improved passive surveillance and landscaping at street level.

10.2.3 Design and Development Overlay, Schedule 10

The purpose of the DDO10 is to regulate height and massing within the Central City.

As described under Section 4 of this report, a permit is triggered under the DDO10 due to the minor increase in height of the existing roof structure (approximately 1.2 m).

The rooftop works also include a minor addition to the existing lift core near the southern edge of the roof, which does not reduce any existing minimum setback of the existing building. The proposed works to the rooftop are appropriate noting the change is minor and will not be able to be interpreted from street level, being located on the roof of the building (level 6) and setback from the street. As such, the works will not adversely affect the appearance of the building. There would be no unreasonable overshadowing or wind effects as a result of the proposed works.

Overall, the proposed works to the roof level are considered to be appropriate and aligned with the objectives of this overlay and the existing scale of the building will be maintained.

10.2.4 Design and Development Overlay, Schedule 12

The Site is affected by the Design and Development Overlay, Schedule 12 (Noise attenuation measures).

The relevant design objective of the DDO12 is 'to ensure that new or refurbished developments for new residential and other noise sensitive uses constructed in the vicinity of the Docklands Major Sports and Recreation Facility include appropriate acoustic measures to attenuate noise levels, in particular music noise, audible within the building.

The following requirements apply to the proposed development:

'Any new or refurbished development or any conversion of part or all of an existing building that will accommodate new residential or other noise-sensitive uses must:

Be designed and constructed to include noise attenuation measures. These
measures must achieve a maximum noise level of 45 dB in habitable rooms with
windows closed when music is emitted from the Major Sports and Recreation
Facility in the Melbourne Docklands Area.

...

 Have external glazing and doors and the air conditioning or ventilation system in all new residential and other noise-sensitive use and development designed by a recognised acoustic consultant.

For the purpose of this requirement, noise-sensitive uses are those that have an element of residential accommodation and are nested under the definition of accommodation in the planning scheme.'

The Application involves works to convert and refurbish the existing building to accommodate new residential use. As such, the above requirements of the DDO12 apply.

It is considered the proposed development is capable of complying with the relevant requirements of the DDO12, and it is recommended a condition be included on any permit granted requiring approval of an acoustic report responding to the requirements above.

10.3 Waste ESD and Landscaping

10.3.1 Waste and ESD

Clause 15.01-2L-01 of the Planning Scheme applies to applications for a building (including alterations and additions) for the purposes of accommodation.

The objectives of Clause 15.01-2L-01 is 'to ensure buildings achieve high environmental performance standards at the design, construction and operation phases.'

In addition the policy guidelines requires all applications to include a Waste Management Plan (**WMP**) and an Environmentally Sustainable Design (**ESD**) Statement.

As mentioned at Section 10.1.3, a condition is recommended to require the approval of an amended WMP to address the requirements of Council's Waste and Recycling Team.

An ESD statement prepared by Sustainable Design Consultants has been submitted which outlines how the proposal will meet the performance standards of Clause 15.01-2L-01 and will included as a condition of permit to ensure its implementation.

10.3.2 Landscaping

A Landscape Plan, prepared by Tract, outlines the planting schedule. Considering the nature of the Application, a generous degree of landscaping is proposed for the development, including a landscaped rooftop garden as well as a small landscaped area at the ground entrance. A condition is recommended to be included on any permit granted for the endorsement of the landscape plan.

10.4 Objector concerns

The consideration of this application is limited to the proposed building and works, which are assessed in the preceding sections of this report. As noted, a planning permit is not required under the Capital City Zone (Schedule 1) for use of the land for 'Accommodation'. Public notification of the application was required only under the Heritage Overlay.

Upon review of the objections received for the Application, the majority of the concerns raised (summarised at Section 8.0 above) are associated with the intended use of the building for the Make Room project, and not in relation to the proposed works or heritage considerations.

These concerns do not fall within the remit of Council's discretion when assessing the application in accordance with the *Planning and Environment Act 1987* and therefore, cannot be addressed through this planning application.

One objector raised concerns towards potential for makeshift structures to be erected to the building. Any further building and works attached to the building or which alter the appearance of the heritage building would require planning permission. If this were to occur, Council would require anyone carrying out works in breach of the Planning Scheme to apply for a planning permit (where it would be assessed accordingly), or alternatively require the removal of any unapproved structures.

10.5 Conclusion

It is considered that the proposal is consistent with the relevant sections of the Melbourne Planning Scheme, and that a Notice of Decision to Grant a Permit be issued for the proposal subject to the following conditions:

11 RECOMMENDATION

That a Notice of Decision to Grant a Permit be issued subject to the following conditions:

11.1 Permit preamble

Partial demolition, external alterations, buildings and works to the existing building in accordance with the endorsed plans.

11.2 Conditions

Amended Plans

- 1. Prior to the commencement of the development, electronic plans, drawn to scale must be submitted to the Responsible Authority generally in accordance with the plans by i2c dated 5 June 2023, but amended to show:
 - a) The arrangement of the services cabinet on the Little Bourke Street elevation revised to include two sets of three doors with a clear break, generally consistent with pattern of the windows above.
 - b) Service cabinet doors setback in line with window reveals on the building.
 - c) Any changes required by the Conservation Works Plan at Condition 5.
 - d) Any changes required by the Waste Management Plan at Condition 9.
 - e) A notation that the development will be carried out in accordance with the Acoustic Report required by Condition 10.
 - f) Notations to accord with the ESD statement required by Condition 11.

These amended plans must be to the satisfaction of the Responsible Authority and when approved shall be the endorsed plans of this permit.

Layout not altered and satisfactory completion

- 2. The development as shown on the endorsed plans must not be altered or modified without the prior written consent of the Responsible Authority.
- No architectural features, plant and equipment or services other than those shown on the endorsed plans are permitted above roof level, unless with the prior written consent of the Responsible Authority or as otherwise exempt under the Melbourne Planning Scheme.

Materials and colours schedule

Prior to the commencement of the development, a schedule and electronic samples
of all external materials, must be submitted to, and approved by the Responsible
Authority.

Conservation Works Plan

- 5. Prior to the commencement of the development, a Conservation Works Plan (CWP) for the heritage building must be submitted to and be approved by the Responsible Authority. The CWP must not be altered or modified unless with the prior written consent of the Responsible Authority. The Conservation Works Plan is to include:
 - a) The design and construction materiality and finish of the replacement windows, including retention and reuse of existing window frames where feasible or appropriately justified substitute to the satisfaction of the Responsible Authority.
 - b) The method and technique for the application, colour and technique of the render to the satisfaction of the Responsible Authority.

The provisions, recommendations and requirements of the endorsed CWP must be implemented and complied with to the satisfaction of the Responsible Authority.

Civil

- 6. All portions of roads and laneways affected by the building related activities of the subject land must be reconstructed together with associated works including the reconstruction or relocation of services as necessary at the cost of the developer, in accordance with plans and specifications first approved by the Responsible Authority – City Infrastructure.
- 7. Existing street levels in roads adjoining the site must not be altered for the purpose of constructing new pedestrian entrances without first obtaining approval from the Responsible Authority City Infrastructure.
- 8. All street lighting assets temporarily removed or altered to facilitate construction works shall be reinstated once the need for removal or alteration has been ceased. Interim lighting arrangements must be provided until the reinstatement / upgrade of public lighting is completed. Existing public street lighting must not be altered without first obtaining the written approval of the Responsible Authority City Infrastructure.

Waste Management Plan

- 9. Prior to the commencement of the development, an amended Waste Management Plan (WMP) must be submitted to and approved by the Responsible Authority. When approved, the amended WMP will be endorsed and will form part of this permit. The WMP must detail waste storage and collection arrangements and be prepared with reference to the Melbourne City Council Guidelines for Preparing a Waste Management Plan. The amended WMP must be generally in accordance with the WMP prepared by Leigh Design dated 15 March 2023, but modified as below:
 - a) Waste generation rates updated for 'studio apartments'.
 - b) Arrangements of both comingled glass collection and dedicated glass collection.
 - c) Waste generations updated to show dedicated glass bins if being provided on each level, otherwise designation of two communal glass bins once dedicated glass service is provided by Council.
 - d) Section 2.1 updated to reference use of dedicated organics and glass bins.
 - e) Volume of hard waste collection.
 - f) Provision of hard waste storage.
 - g) Designated charity bin clarified.
 - h) Bins drawn to scale in their kerbside location for collection.
 - i) Confirm the number of bins aligning with the development entitlement for collection.

The WMP endorsed under this permit must be implemented and complied with at all times to the satisfaction of the Responsible Authority unless with the further written approval of the Responsible Authority.

Acoustic Report

10. Prior to the commencement of the development, an Acoustic Report addressing the requirements of Schedule 12 to the Design and Development Overlay, pursuant to Clause 43.02 of the Melbourne Planning Scheme, must be submitted to and approved by the Responsible Authority. When approved, the Acoustic Report will be endorsed and will form part of this permit. The Acoustic Report must not be altered or modified unless with the prior written consent of the Responsible Authority.

Environmentally Sustainable Design

- 11. Prior to the commencement of the development, an Environmentally Sustainable Design (ESD) Statement generally in accordance with the statement prepared by Sustainable Design Consultants shall be prepared by a suitably qualified professional and submitted to the satisfaction of the Responsible Authority. The ESD Statement must demonstrate that the building has the preliminary design potential to achieve the objectives of Clause 15.01-2L-01 of the Melbourne Planning Scheme.
- 12. Prior to the occupation of any building approved under this permit, a report from the author of the endorsed ESD report, or similarly qualified persons or companies, outlining how the performance outcomes specified in the amended ESD report have been implemented must be submitted to the Responsible Authority. The report must be to the satisfaction of the Responsible Authority and must confirm that all measures specified in the approved ESD report have been implemented in accordance with the relevant approved plans.

Landscape Plan

13. Prior to the commencement of the development, an amended landscape plan prepared by a suitably qualified landscape architect must be submitted and approved by the Responsible Authority. The plan must be generally in accordance with the landscape plans prepared by Tract and updated as required by Condition 1 of this permit. This landscape plan must be to the satisfaction of the Responsible Authority and when approved shall form a part of the endorsed plans of this permit.

Permit Expiry

- 14. This permit will expire if one or more of the following circumstances apply:
 - a) The development is not started within two years of the date of this permit.
 - b) The development is not completed within four years of the date of this permit.

The Responsible Authority may extend the permit if a request is made in writing before the permit expires, or within six months afterwards. The Responsible Authority may extend the time for completion of the development if a request is made in writing within 12 months after the permit expires and the development started lawfully before the permit expired.

Notes

Other Approvals May Be Required

This Planning Permit does not represent the approval of other departments of Melbourne City Council or other statutory authorities. Such approvals may be required and may be assessed on different criteria from that adopted for the approval of this Planning Permit.

Building Approval Required

This permit does not authorise the commencement of any construction on the land. Before any demolition or construction may commence, the applicant must apply for and obtain appropriate building approval from a Registered Building Surveyor.

Infrastructure and Assets

All necessary approvals and permits are to be first obtained from the City of Melbourne and the works performed to the satisfaction of the Responsible Authority – City Infrastructure.