

Report to the Future Melbourne (Planning) Committee

Agenda item 6.1

**Ministerial Planning Referral: TPM-2017-7
194-206 Lorimer Street, Docklands**

5 February 2019

Presenter: Jane Birmingham , Practice Leader Land Use and Development

Purpose and background

1. The purpose of this report is to advise the Future Melbourne Committee of a Ministerial Planning Referral of an application seeking approval to amend the Yarra's Edge Bolte Precinct Development Plan 2013 by introducing a Development Plan (DP) addendum for the Bolte Precinct West. The DP addendum will supersede all previous Section 5 commentary in the existing Yarra's Edge Bolte Precinct Development Plan and would modify the anticipated development outcomes within the precinct.
2. The applicant and land owner is Development Victoria and the architect is Hayball Pty Ltd.
3. The DP addendum seeks to amend the proposed building heights, building envelopes, land uses and open space provisions within the precinct. The built form outcome is proposed to alter from medium rise development to higher built form of up to 90 metres along the Lorimer Street frontage. The DP addendum also seeks to encourage a range of uses across the site including a potential City of Melbourne maritime facility and future health and wellbeing hub. The DP addendum also includes the full retention of existing sheds located on the site.

Key issues

4. The key issues in the consideration of this application are land use, built form and public realm.
5. The revised built form character is supported by Clause 22.18 Urban Design within the Docklands Zone and is considered to be an appropriate response to the emerging character of the precinct. The altered form will increase the density of built form along Lorimer Street, opposite the Fisherman's Bend Urban Renewal Area. An acceptable configuration for the podium tower built form has been adopted and the location of the built form allows for excellent daylight and sun penetration to the proposed open space area.
6. The proposed land uses within the DP addendum provide for a mixed use precinct with the potential for flexible public uses, community / recreation and associated parking, flexible waterways / maritime use and associated car parking in addition to a mixed use building providing commercial, retail and residential uses with the potential for a future Health and Wellbeing Hub.
7. The DP provides sufficient direction in regard to public realm outcomes and will ensure that the waterfront promenade and future open space areas are constructed in line with the relevant design objectives for the area.

Recommendation from management

8. That the Future Melbourne Committee resolves to:
 - 8.1. Advise the Department of Environment, Land, Water and Planning that the Melbourne City Council supports the proposal subject to additional changes and clarifications as outlined in the delegate report (refer Attachment 4).
 - 8.2. Note that there is currently no agreement for the Melbourne City Council to purchase or occupy the land identified in paragraph 3 of the report from management, nor is there any obligation to enter into such an agreement.

Attachments:

1. Supporting Attachment (Page 2 of 66)
2. Locality guide (Page 3 of 66)
3. Development plans (Page 4 of 66)
4. Delegate report (Page 39 of 66)

Supporting Attachment

Legal

1. The Minister for Planning is the Responsible Authority for determining this application.

Finance

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

Conflict of interest

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

Occupational Health and Safety

4. Relevant planning considerations such as waste management and potential amenity impacts that could impact on health and safety will be considered within the planning permit application and assessment process.

Stakeholder consultation

5. Council officers have not advertised the application or referred this to any other referral authorities. This is the responsibility of the Department of Environment, Land, Water and Planning acting on behalf of the Minister for Planning.

Relation to Council policy

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

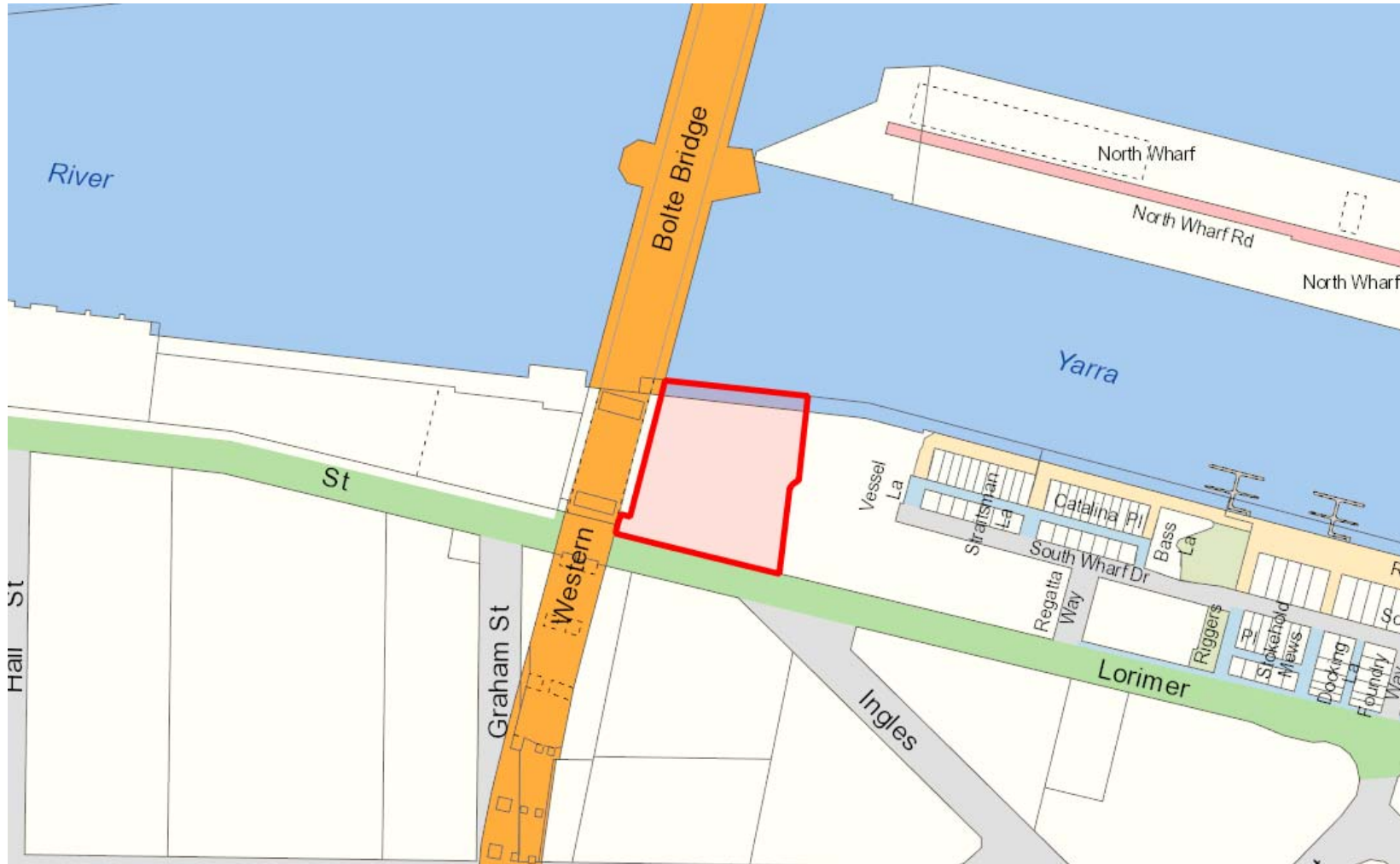
Environmental sustainability

7. Environmental sustainability will be considered for each subsequent planning application submitted under the Development Plan. Each proposal will be required to meet the relevant standards and objectives of Clause 22.19 Energy, Water and Waste Efficiency of the Melbourne Planning Scheme.

Locality Plan

Attachment 2
Agenda item 6.1
Future Melbourne Committee
5 February 2019

194-206 Lorimer Street, Docklands





BOLTE PRECINCT WEST

ADDENDUM TO THE YARRA'S EDGE BOLTE PRECINCT DEVELOPMENT PLAN
NOVEMBER 2018



Prepared for:



Prepared by:



Inputs from:

ASPECT Studios™

Disclaimer

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INTRODUCTION	4	DEVELOPMENT PLAN	17
1.1 Role of the Development Plan and this Addendum Document	5	3.1 Vision	18
1.2 Why has this document been prepared?	5	3.2 Land Use	19
1.3 Illustrative Evolution of the Development Plan	5	3.3 Urban Structure	21
		3.4 Street Network	21
		3.4.1 Vehicles	21
		3.4.1 Pedestrians/ Bicycles	21
THE SITE	6	3.5 Public Realm Elements	22
2.1 Site Context	7	3.5.1 Waterfront Promenade / Connection to Water	22
2.2 Existing Conditions	8	3.5.2 Street Widths	23
2.3 Future Context	9	3.5.3 Materials, Finishes, Wayfinding Signage	24
2.3.1 Yarra's Edge	9	3.5.4 Tree Planting Strategy	24
2.3.2 Future Context - Lorimer, Employment Precinct & Yarra's Edge	10	3.6 Built Form	25
2.4 Site Opportunities + Constraints	11	3.6.1 Built Form Principles	25
2.5 Site Planning Principles	12	3.6.2 Future Context Cross Section	26
2.5.1 Urban Structure	12	3.6.3 Lorimer Street Mixed Use Site	27
2.5.2 Place Making	12	3.6.4 Lorimer Street Mixed Use Site Design Considerations	28
2.5.3 Public Realm	13	3.6.5 Under the Bridge	30
2.5.4 Land Use	13	3.6.6 Solar Access and Shadows (Example Tower Form Only)	31
2.5.5 Built Form	13	3.6.7 View Analysis - Key Views	32
2.5.6 Access	14	3.6.7 View Analysis - Photo Montage	33
2.5.8 Sustainability	16	3.6.8 Flood Mitigation	34
		3.6.9 Amenity Analysis	34
		3.7 Future Ownership	35

INTRODUCTION

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The Melbourne Planning Scheme Development Plan Overlay DP02 control requires the preparation of a Development Plan for Yarra's Edge.

The role of the Development Plan is to provide a planning framework and set the strategic direction as to how a precinct should develop over time. The Development Plan builds upon the Site Planning Principles and sets the guidelines for the built form, land uses, public spaces and movement corridors.

The preparation of a Development Plan is guided by Practice Note 23 – applying the Incorporated Plan and Development Plan Overlays (DPO). The content of a plan proposed under the DPO should provide a broad strategic framework for the site, as the more detailed planning matter will be captured by a subsequent planning application which is “generally in accordance with the Development Plan”.

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The 2013 Yarra's Edge Bolte Precinct Development Plan was premised on and provided for an MFB emergency service centre to be developed on the Bolte Precinct West site. In 2015, the MFB confirmed that it no longer wished to pursue this option. As a result, a 50m tall building nominated for this commercial use of the site and earmarked in the 2013 Development Plan is no longer relevant, or suitable given the evolving context of Yarra's Edge and Fishermans Bend.

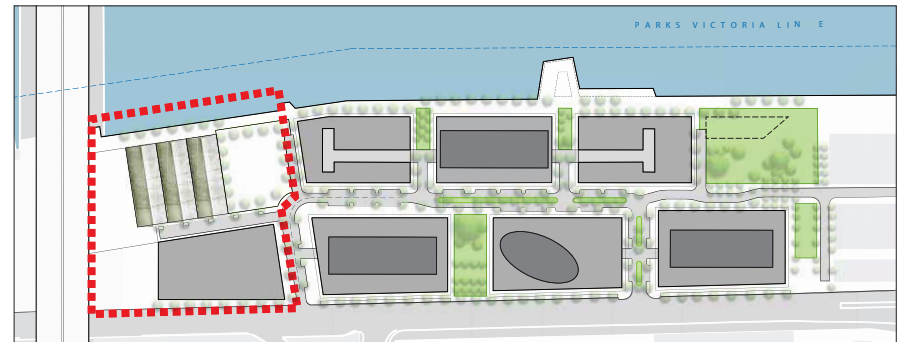
This Addendum document has therefore been prepared to provide a new vision for the site having regard to nearby uses and site opportunities and constraints. The Addendum document includes the area below the Bolte Bridge in the Development Plan and also updates the use and built form parameters for the Lorimer Street site.

The evolution of the Development Plan since 2006 is shown illustrated at right.

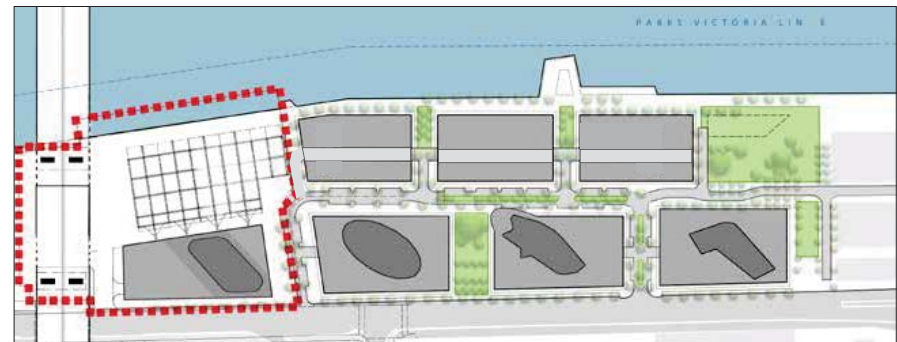
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2006 Yarra's Edge Outline Development Plan



2013 Yarra's Edge Bolte Precinct Development Plan



2018 Bolte Precinct West Development Plan Addendum



THE SITE

1 S C

The subject site is approximately 1.7 ha and is located to the west of the Yarra's Edge development area currently being developed by Mirvac.

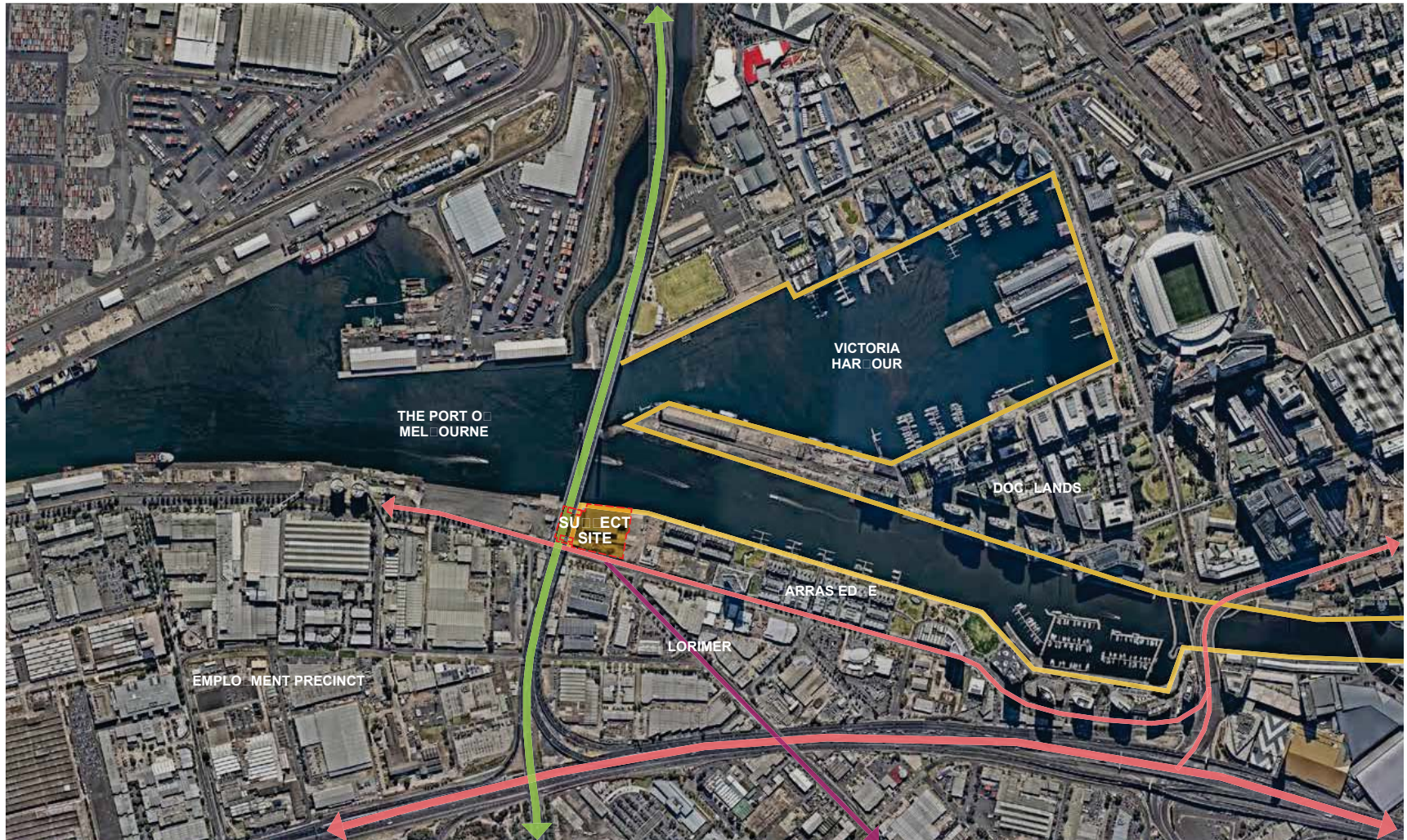
The site has frontages to Lorimer Street to the south and the Yarra River to the north and extends under the Bolte Bridge with the western boundary adjoining Port of Melbourne land. The Port of Melbourne land occupies Australia's maritime hub and is active and in operation.

There is potential to build or use the area under the bridge, providing safety clearances around the structure and maintenance access is maintained to the satisfaction of CityLink Melbourne Limited (Transurban) and VicRoads, subject to planning permit approval under the CityLink Project Overlay.

On the land to the east, works are progressing in line with the vision set down in the Yarra's Edge Bolte Precinct Development Plan .

A four and a half bay open shed structure is located on the land. The shed structure is approximately 13.9 metres high to the ridgeline. It dates from the mid 1950's, and was originally built for the Melbourne Harbour Trust Commissioner.

The site is significant in the context of the Fishermans Bend urban renewal area and the valuable public connections it can provide to the riverfront. It also has potential to address the limited open & leisure space currently available in the Lorimer precinct in consideration of the significant population increase in the area.



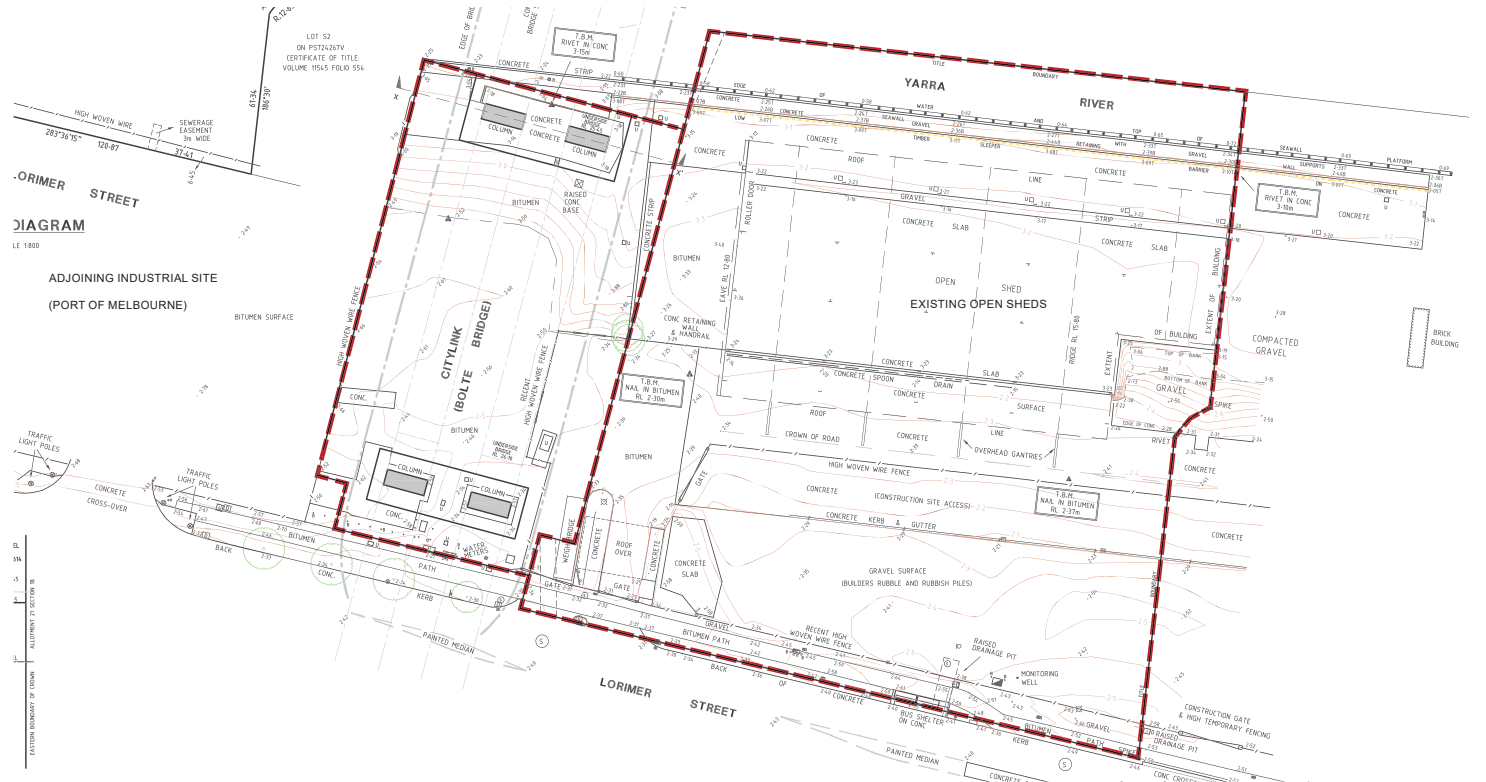
AERIAL PHOTOGRAPH - EXISTING

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At the time this Development Plan was prepared, the existing shed structure was not protected by a heritage listing. However, it is considered culturally valuable as a connection to the area's industrial past. The structure has been assessed to be in sound condition, however the building fabric requires repair to enable safe public use. Of architectural interest are the large span steel trusses and outriggers. These features will be retained.



RIVER EDGE LOOKING WEST



EXISTING SHED STRUCTURES SOUTH SIDE LOOKING EAST



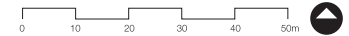
VIEW TO THE CITY FROM WITHIN SHED BAY 1



BOLTE BRIDGE STRUCTURE

IMAGES: 2018

Scale 1:1000 @ A3



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2.3.1 Yarra's Edge

The subject site at Bolte Precinct West is considered as an extension of the Yarra's Edge Bolte Precinct (now known as Wharf's Entrance).

The Yarra's Edge Bolte Precinct and Bolte Precinct West site occupies land between Lorimer Street and the Yarra River. Built development in this area is typically occurring in a phased manner from east to west. The plan at right shows the extent of development that is under construction at the date of this document. Both the Yarra's Edge Bolte Precinct and the Bolte Precinct West site are expected to have close locational and community ties to the Fishermans Bend Lorimer Precinct.

To the south of Lorimer Street, and with frontages to Ingles Street, two significant Future Development Sites are located, each of which has been subject of recent development proposals.

The proposed development at 850-868 Lorimer Street includes three multi-residential high-rise buildings with pool, garden and public arcade. 351 Ingles Street has five multi-residential high-rise buildings with retail, urban, and office space. There is a significant population increase in the Lorimer precinct, and limited public open space is currently secured in what will be a highly urban area.

The 850-868 Lorimer Street and the 351 Ingles Street proposals are currently under planning assessment.

For an update on the status of Planning Applications visit the City of Melbourne's website.



AS OF NOVEMBER 2018



2.3.2 Future Context - Lorimer, Employment Precinct & Yarra's Edge

This Development Plan Addendum for the Bolte Precinct West site has been developed with reference to the Fisherman's Bend Framework (October 2018). The site has boundaries with two of the precincts within the framework – Lorimer to the south and the Employment precinct to the west.

The Lorimer Sub-Precinct L1 lies to the south of the site on the southern side of Lorimer Street. Lorimer is described as 'A vibrant mixed use precinct close to the Yarra River and connected to Melbourne's CBD, Docklands and emerging renewal areas'. An urban structure of new streets and development blocks is envisaged. Sub-Precinct L1 contains Hybrid (predominantly mid-rise) building typologies with dwelling density ratios of 339 dwellings per hectare. Building heights are limited to 81 m or 24 storeys.

Two new streets are proposed as shown and the signalisation of the junction of Ingles and Lorimer Streets.

A new public space is proposed beneath the Bolte Bridge southern approach and bounded by Lorimer Street at the north and Graham Street at the west.

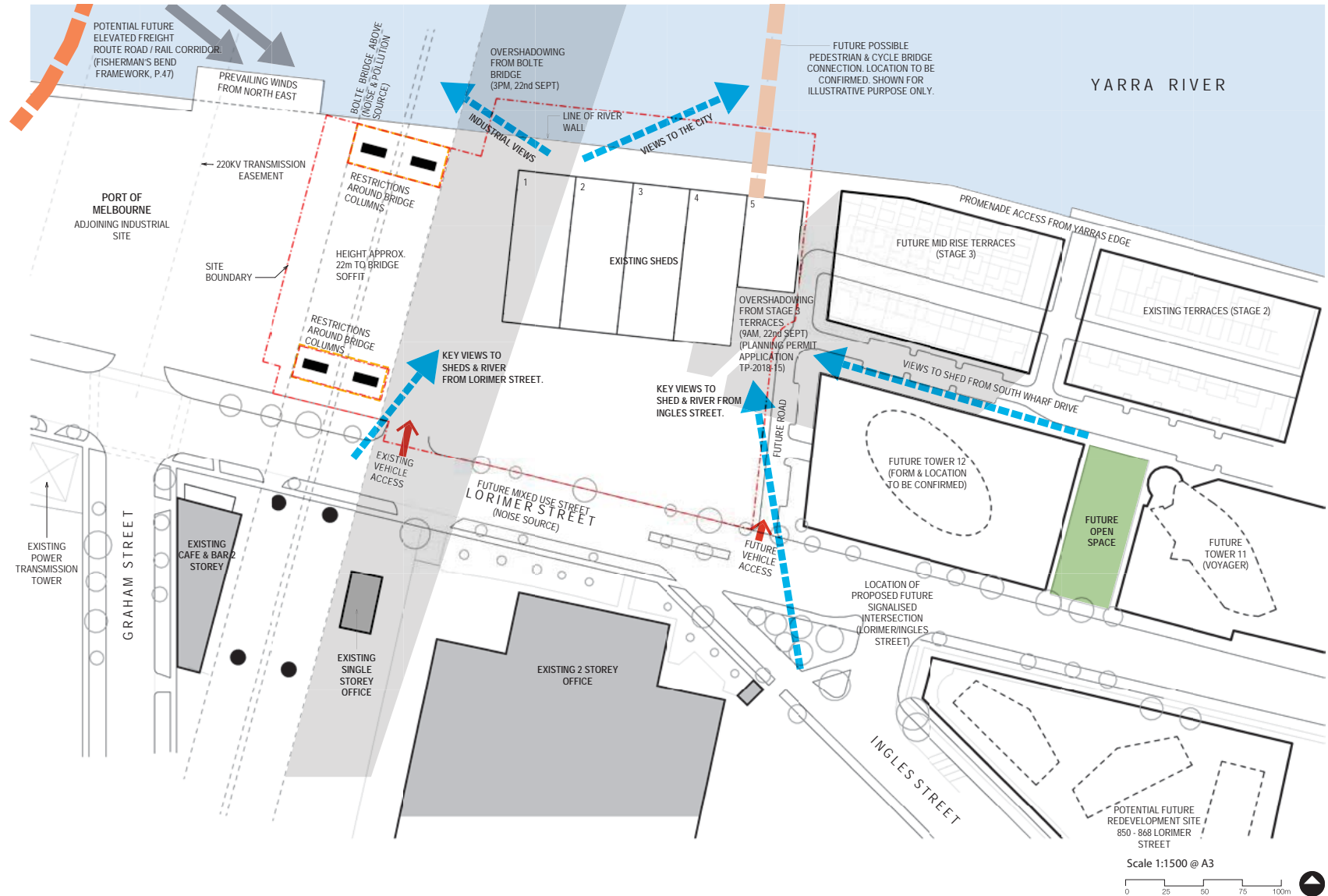
The Employment Precinct lies to the west of the site beyond Bolte Bridge and to the south of Lorimer Street and is described as 'Australia's leading design, engineering and advanced manufacturing precinct'. Land immediately to the west of the site between Lorimer Street and the river is currently in Port of Melbourne operations.



4 S O C

The site has both significant opportunities and some obvious constraints, particularly at interfaces. Later in this Development Plan there are detailed responses to amenity issues (see 3.6.8).

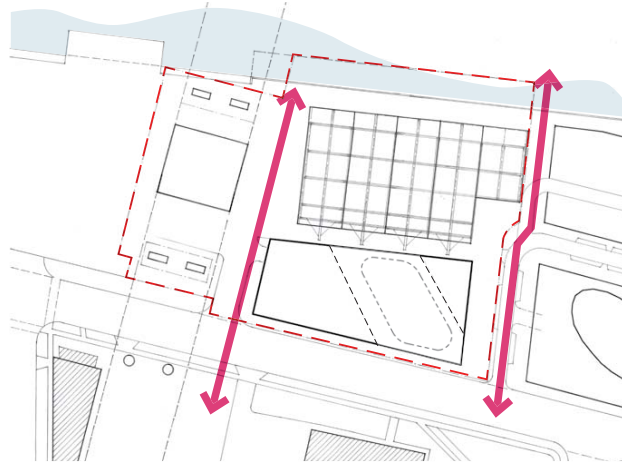
Known opportunities and constraints are illustrated here. A major constraint of podium tower development in this location is the mitigation of wind effects and detailed analysis will be required at design stage to identify design techniques to minimise adverse wind effects on surrounding streets and lanes (refer section 2.5.5.2).



S P P

The following Site Planning Principles headings and key descriptors are re-iterated from the Yarra's Edge Bolte Precinct Development Plan as they express themes and objectives which are common to the Bolte Precinct West site. Where necessary the key descriptors have been adjusted to apply to the Bolte Precinct West.

2.5.1 Urban Structure



2.5.2 Place Making



E U S E P D P

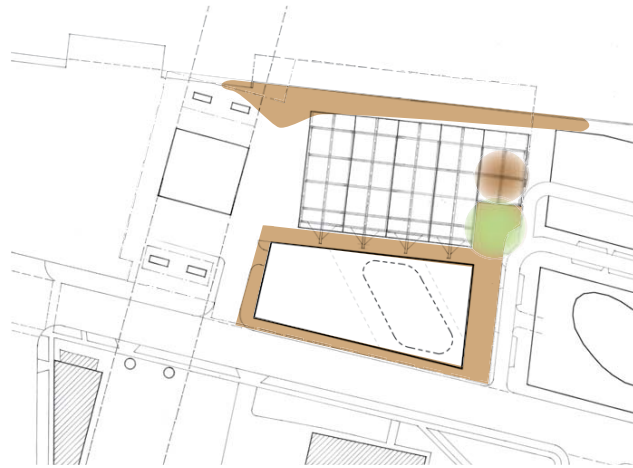
spaces, built form uses and offer of urban amenity.

Responds to broad future urban structure including Fisherman's Bend Framework October 2018.

- Orientate the streets and lanes to provide connections between the Lorimer Precinct, Lorimer Street and the river edge;
- Site the key open / community space to provide views to the river and the city;
- Site secondary open spaces on the eastern side to create connections with Yarra's Edge Bolte Precinct;
- Allow for the spaces beneath Bolte Bridge to be occupied with built form subject to consent from Transurban / VicRoads and planning approval under the CityLink Project Overlay;
- Locate larger buildings to the south side of the site to mitigate wind impacts, minimise overshadowing, optimise solar access and maximise view sharing opportunities to the City and Yarra River.
- Provide sight-lines that provide visual connections and acknowledgment of the public / community use spaces and Lorimer Street precinct (refer section 3.6.7);
- Ensure that boundaries between public and private spaces are legible, however the public and private realm is read seamlessly;
- Provide a legible sequence of public realm spaces which are connected and easy to use;
- Create spaces which provide shelter;
- Introduce a mixed use building and activity which integrate within Yarra's Edge Precinct and the Lorimer Precinct.

- Create a node of activity and inner urban amenity within the site, which both addresses the waterfront and industrial setting and re-uses part of the existing shed structure;
- Retain and re-use the existing shed structures and provide facilities for the communities use generally in line with the Vision (refer section 3.1);
- Provide a range of public and leisure spaces facilitating a wide range of possible uses.

2.5.3 Public Realm



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- Create community activity around the retained portion of the existing shed. Integrate maritime uses, civic space and community facilities in and around this location (refer 3.1.2);
- Create opportunities for a range of public realm experiences through streets, laneway, public square and waterfront promenade;
- Provide a range of water edge experiences that provide the public with visual and physical access to the water;
- Encourage the use of water transportation;
- Accommodate opportunities for water related uses, activities and events;
- Extend a publicly accessible footpath zone along Lorimer Street;
- Provide a wharf and promenade along Yarra's Edge as part of the redevelopment of the mixed use development site, and funded by the developer.
- Provide for a variety of active uses and scale and texture at the ground level;
- Contribute to a varied and detailed series of spaces along the water's edge;
- Ensure that public realm builds upon the history of the site and the precinct and allows accessible interpretation of it;
- Ensure that the public realm is designed to be safe, comfortable and welcoming for all times of the day and has adequate passive surveillance, particularly outside the hours of daylight.
- Provide a promenade and wharf along the Yarra River.

NODAL OPEN SPACE
(ALSO REFER 3.4.1)

PASSIVE OPEN SPACE OPPORTUNITY
(ALSO REFER 3.1.2)

2.5.4 Land Use

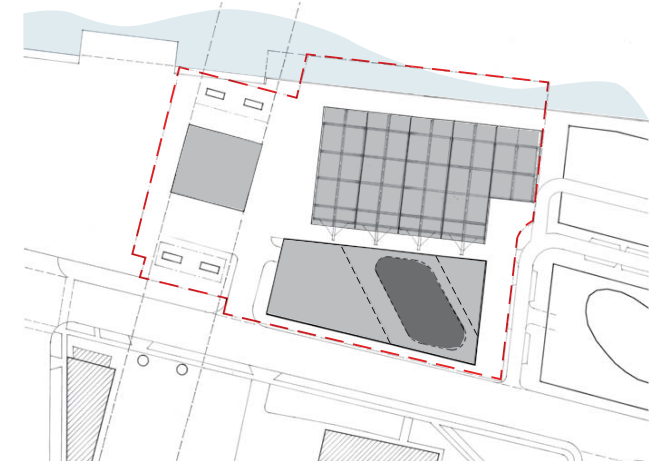


C

- Ensure land use under the Shed and Bolte Bridge remain flexible to cater for the changing community / precinct needs over time;
- Provide for a range of dwelling types to cater for Melbourne's changing residential markets as they emerge in the mixed use development;
- Provide a mix of uses that respond to the precincts character and generates an appropriate built form response;
- Maximise active uses at the ground plane to create activated safe streets and public places, particularly fronting the Shed;
- Ensure the ground floor is designed to allow for multiple tenancies that provide a human scaled active edge to Lorimer Street and the internal street;
- Provide for an appropriate level of uses and community service to support the residential community, workers and visitors to the precinct;
- Provide uses facing the shed which complements the activity, north orientation and views to the shed and river.

2.5.5 Built Form

2.5.5.1 Scale and Massing



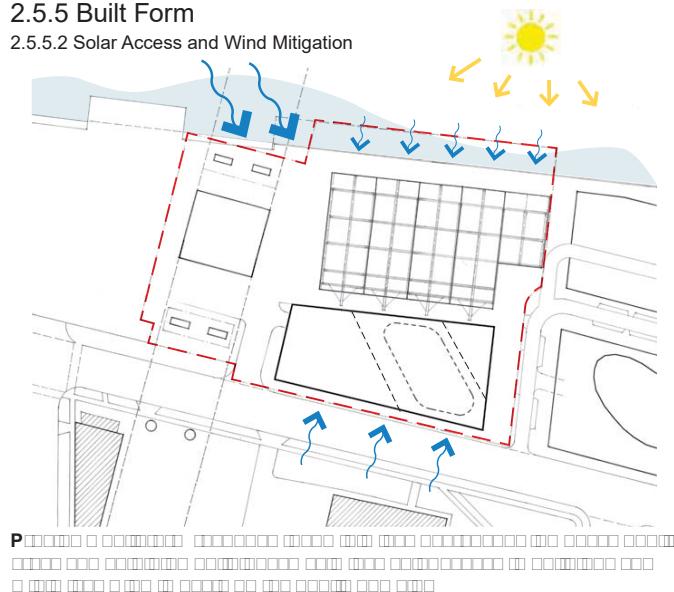
E

- Provide building heights and massing designed to mitigate wind impacts and maximise solar access to public spaces;
- Provide a variety of architectural scales and building typologies that will help to create a diverse skyline and built form articulation along Yarra's Edge;
- Retain and re-use the existing shed structures to offer built form contrasts within the precinct;
- Locate larger buildings to the south of the site to minimise wind and overshadowing impacts and maximise view opportunities (refer section 3.6.7);
- Provide a built form response and density of development that will provide a population sufficient to support a diverse, viable and active neighbourhood precinct; whilst also responding to the future development and population within the adjacent Lorimer precinct;
- Create scales within the architectural form which respond to the adjacent developments at Yarra's Edge and the emerging character of the Fisherman's Bend Lorimer Precinct as outlined in the Fishermans Bend Vision (September 2016) and permanent Planning Controls;
- Maximise view sharing opportunities to the Yarra River (refer section 3.6.7);
- Consider new built form relationship with surrounding streets;
- Podium form to provide visual interest and a fine grain response when experienced from surrounding streets;
- Provide a flexible tower building envelope to ensure buildings are site responsive;
- Note building clearances are subject to consent from Transurban / VicRoads and planning approval under the CityLink Project Overlay.



2.5.5 Built Form

2.5.5.2 Solar Access and Wind Mitigation



- Locate primary public domain areas adjacent to the water with uninterrupted north facing orientation to maximise solar access in mid-winter;
- Ensure podium and tower forms are provided with appropriate setbacks to allow downwards wind to be dissipated at the podium roof level – not at ground;
- Avoid larger buildings at the waterfront to allow winds to flow around buildings and avoid narrow gaps between buildings to reduce accelerated air flow;
- Create opportunities where necessary for sheltered streets, parks and public spaces within the precinct through built form shelter;
- Address integrated built form response to Lorimer Street including active frontages

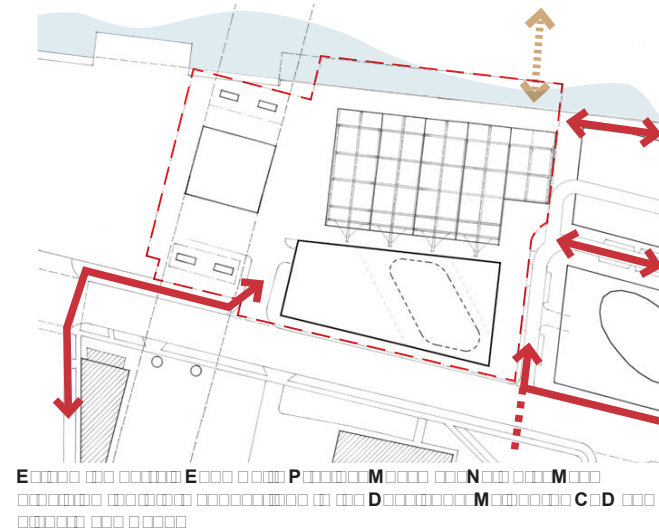
A detailed wind analysis including modelling will be required at design and planning application stages to identify optimal wind mitigation strategies in built form and the surrounding landscape areas.

Possible wind mitigation strategies for the wind conditions at pedestrian level:

- Utilise local wind breaks in public realm areas where stationary activities take place - these could be features, such as vertical screens (1.5-1.8m high), green walls, or landscaping (shrubs, trees);
- Consider venting wind through the podium;
- Consider an aerodynamically neutral tower form (round or oval);
- Consider setbacks of the tower from the north and west podium edges.

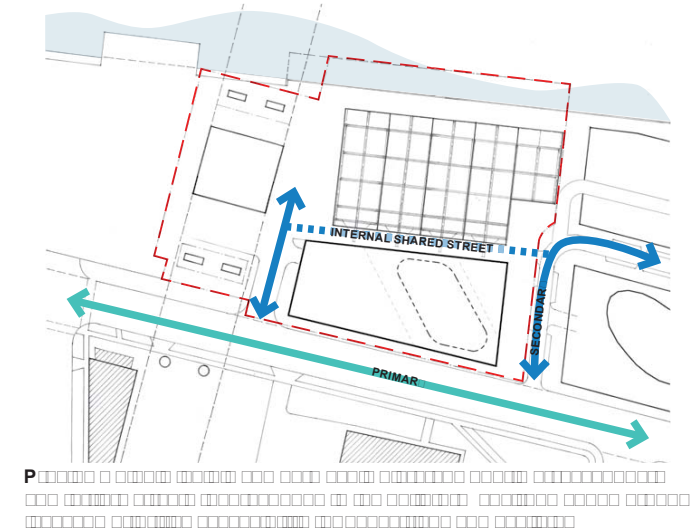
2.5.6 Access

2.5.6.1 Movement Network



- Provide for the ability to connect into future transport links to and from the Docklands;
- Provide connections to existing movement networks established within the Yarra's Edge Bolte Precinct;
- Provide connections to existing and proposed crossing points on Lorimer Street;
- Aspirational future connections to surrounding land would require consultations and the consent of the landowners and occupiers;
- Provide physical connection to the community public space from within Lorimer precinct.

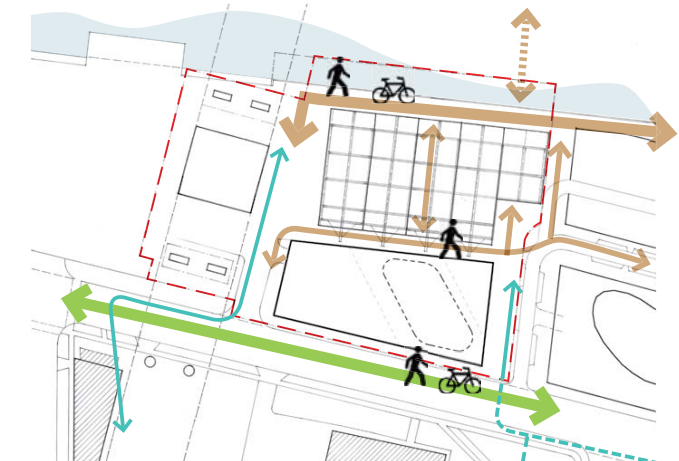
2.5.6.2 Street Hierarchy



- Continue the extension of South Wharf Drive in the form of a new shared pedestrian, bike, service vehicle and emergency services public laneway through the site;
- Continue visual and physical connections to Ingles Street;
- Extend the Waterfront Promenade through to Bolte Bridge;
- Provide streets that provide equitable access to pedestrians, bicycles and vehicles;
- Allow for activation of streets through a range of ground floor uses that have the flexibility to evolve and change with the precinct;
- Use built form, streetscape design and uses to define addresses for Lorimer Street (boulevard), new shared laneway (extension of South Wharf Drive), and the waterfront promenade (high level of public amenity and access to water);
- Prioritise pedestrian amenity and accessibility along these frontages;
- Extend the pedestrian footpath along Lorimer Street including any bike lanes required. This is subject to consent from Transurban / VicRoads and planning approval under the CityLink Project Overlay.

2.5.6 Access

2.5.6.3 Pedestrian and Cycle Network



C P D P
C D E D M

- Provide streets, laneways and waterfront public space within Bolte Precinct West that allows pedestrian and cycle access in a safe well-developed environment;
- Establish pedestrian and cycle way linkages to other areas adjoining the precinct to allow residents, workers and visitors to move around with ease creating a highly connected area.
- Ensure clear and legible pedestrian/running path zones to the rest of Docklands;
- Provide high quality amenity for pedestrians and cyclists throughout the precinct (i.e. seating areas, bike hoops).
- Recognise the opportunity for a future pedestrian and bicycle bridge link across the Yarra River;
- Consider the planning for Lorimer Precinct including the proposed open spaces and road network to the South.

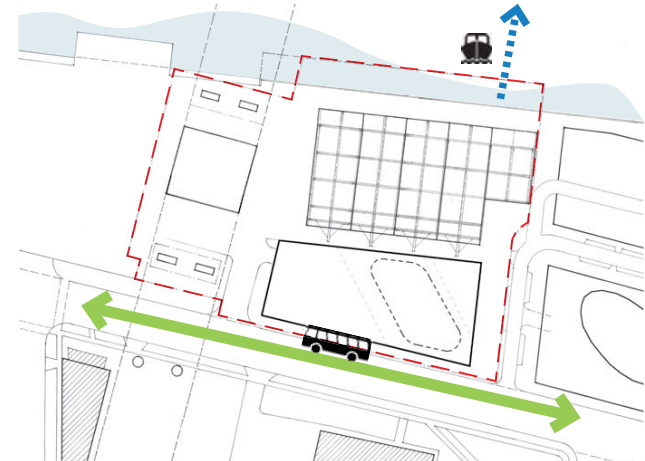
2.5.6.4 Vehicle Access



Provide safe and efficient vehicle access to all buildings in the precinct as

- Provide a high level of pedestrian permeability, legibility and accessibility by creating a network of streets, squares and shared laneways to be used by cyclists, pedestrians and vehicles;
- Design streets to allow service and delivery access to all buildings without compromising the amenity of the pedestrian space;
- Internal shared street to be for pedestrian and service vehicle use only;
- Provide for appropriate levels of private and public car parking to ensure that residential and commercial developments are feasible;
- Design car access to minimise the impact on the street quality;
- Require left-in and left-out of access points adjacent to the Bolte Bridge to Lorimer Street in line with recommendations or the requirements of VicRoads.

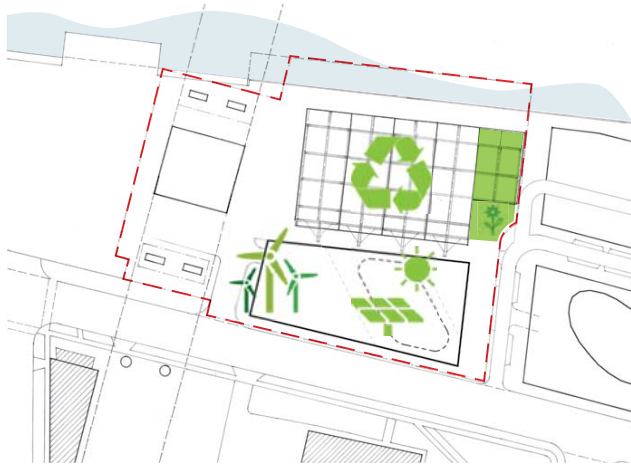
2.5.6.5 Public Transport Network



C P D P C D M M

- Maximise safe, sheltered and accessible connections to existing public transport options.
- Provide for the ability to include future transport connections from the Docklands precinct over the Yarra River;
- Provide the potential for additional bus stops on Lorimer Street that are accessible, safe and sheltered;
- Provide clear address points to all buildings that allow Taxi pick-up and drop-off;
- Consider the proposed Fishermans Bend Tram network.

2.5.8 Sustainability



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- The Plan seeks to:
- Meet Docklands ESD standards for the mixed use building;
 - Reduce building and occupant energy demand by maximising north facing apartments and natural ventilation;
 - Provide a precinct wide approach to WSUD;
 - Encourage the use of public transport, bicycle and pedestrian access by providing generous and legible connection and allowing for possible future connections;
 - Encourage waste reduction;
 - Reduce soil erosion where possible and minimise disposal to landfill;
 - Showcase to the community benefits of sustainable design and construction;
 - Protect the Yarra from pollution and rubbish.

DEVELOPMENT PLAN

3.1 V

The Bolte Precinct West site is to be a mixed use precinct that incorporates a dynamic blend of commercial and residential uses, as well as community recreation and open space areas and the City of Melbourne waterways functions. The 4½ bay shed structure on the site will be retained and refurbished, thereby providing a unique and distinctive built form which speaks to both to the maritime history of Docklands and the evolving inner city character of the area. Public pedestrian access to the site will be largely from the eastern end of the precinct, but vehicle access will also be available from the western end of the site adjacent to the Bolte Bridge.

It is expected that the community and recreational uses within the retained shed structure will provide a new 'destination' and key open space node for residents of Yarra's Edge as well as visitors from wider Melbourne who are taking advantage of the facilities on offer and the unique context in which they exist.

The future layout and arrangement of the site is expected to be flexible in relation to the maritime and community use which is distinct from the mixed use building. This flexibility will ensure the evolving needs of the site and precinct can be met. Each area will be designed having regard to the future use and operation of the adjoining uses.

1 A P M S C S

Waterways and maritime uses are proposed to be located at the western part of the existing site, including the opportunity to locate beneath the Bolte Bridge subject to necessary requirements and agreements with relevant stakeholders (i.e. Transurban and VicRoads). Access to the water is required. This area will be directly accessed from Lorimer Street via an access road adjacent to Bolte Bridge.

The space will have a 'working quay' flavour and is expected to accommodate maritime and waterways functions, including Council's waterways maintenance and water events operations. The uses will evolve over time to address Council's strategic waterway needs. It could also include potential boat refuelling activities. Expected uses below Bolte Bridge could also include a car parking zone / storage / community support area with the potential for active uses sleeving the eastern façade should a built parking structure be proposed. Any future buildings and uses under the Bolte Bridge will need to be cognisant of Bolte Bridge maintenance requirements and clearance distances around the structure, bridge support columns and below ground. Subject to planning approval under the CityLink Project Overlay and VicRoads access requirements.

P U C R

The retained shed structure and site immediately to its west will contain flexible public uses including an open space for community / recreation uses.

This space is expected to provide a riverside covered space with a predominance of hard landscaping treatments and active recreation areas. The half shed bay at the eastern end of the site has the capacity to provide a landscaped green area for more passive open space and social activities. Greenery, shade and microclimate should be provided through tree planting and furniture elements.

Possible amenities to be provided in Area 1 include (but are not limited to):

- Associated vehicle access / loading etc.;
- Associated parking;
- An urban plaza with some greenery;
- Undercover active sport and

- recreation areas;
- Playspace;
- Markets;
- Exhibition & Event space; and
- Pop up pods and temporary structures.

P P A

The waterfront promenade is an extension of the continuous spaces at the water's edge within the Yarra's Edge Bolte Precinct which provide access to the Yarra River. A continuous recreational pathway would be provided along the water's edge with a potential to link up with a Docklands-wide recreational circuit. Direct connections to the water could potentially be achieved through the use of stepped terraces, accessible ramps, floating jetties and pontoons.

4 L S M U

A new mixed-use development is located on the southern part of the precinct addressing Lorimer Street between the two access points into the precinct. The development adopts a tower and podium form in keeping with the built form established in the Yarra's Edge Bolte Precinct Development Plan. Built form should be arranged to retain key views from areas of public realm around the site. Of particular importance are views from the public realm of Lorimer Street and Ingles Street to the sheds and the river. Where possible views from future development within the Lorimer Precinct towards the sheds and the river should be facilitated.



LAND USE ZONE:

- 1 ZONE AVAILABLE FOR POTENTIAL WATERWAYS / MARITIME STORAGE / COMMUNITY SUPPORT USE
- 2 FLEXIBLE PUBLIC USES & COMMUNITY RECREATION
- 3 WATERFRONT PROMENADE (PUBLIC ACCESS)
- 4 LORIMER STREET MIXED USE SITE

----- NOTIONAL AREAS FOR POTENTIAL USE BASED ON REQUIREMENTS OR NEEDS FORMED OVER TIME (FLEXIBLE AREAS SUBJECT TO CHANGE).

THE FULL EXTENT OF THE ZONE SHOWN MAY NOT BE REQUIRED, THEREFORE THE OVERLAP OF POTENTIAL LAND USES WITHIN THE SAME ZONE.



3 ■■■ L ■■■ U ■■■

The Bolte Precinct West site proposes three key land uses as indicated in the plan at right.

It is recognised that the 4½ bay shed structure and surrounding land including land between the Bolte Bridge and Shed, and land under the Bolte Bridge offers significant opportunities for flexibility and a wide range of possible permanent and temporary uses which evolve over time. New temporal and early occupation of the space is considered advantageous to ‘sew the seed’ of future activation and perception of the site as a desirable public destination. Active uses throughout the day and at weekends should be encouraged.

The land uses indicated at the western end of the sites riverfront including the area below the Bolte Bridge are closely aligned with the City of Melbourne’s strategic aspiration for a permanent waterways operations centre.

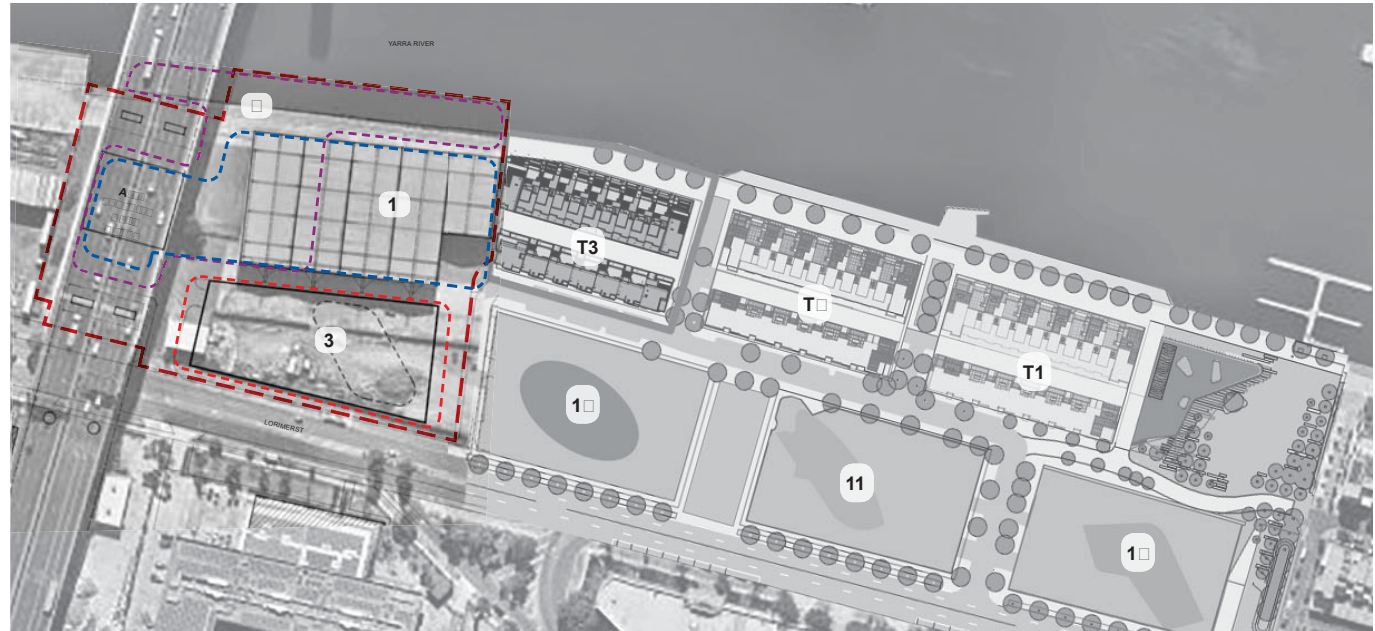
Community orientated uses will be an important function within the retained shed structure and precinct. A wide range of community uses is possible and careful integration of these uses with other uses and activities on the site will be required. It is likely that the community uses will be largely located in the retained shed, however they could also be provided in the ground level of the Lorimer Street mixed use building facing the shed.

Specific facilities to promote recreational uses are envisaged and could include a wide range of activities that are attractive to the local community and visitors to the site. It is important that all age groups are

catered for and that inclusive design underpins any such uses.

The unique context of the site with riverside connections and stunning views will be advantageous in facilitating exciting recreation opportunities. It is likely that future recreational facilities will be located under the retained shed structure and will incorporate a range of traditional and non-traditional sport and recreation opportunities.

The Lorimer Street mixed use site is expected to comprise a mix of commercial, retail and residential uses, with the possibility for the establishment of a future Health and Well Being Hub (850 sqm to 1,500 sqm in area) in part of the lower podium levels of the development. The scale, GFA and land use yield assumptions for this parcel of land will be commensurate with those outlined for the adjoining Tower 12 (Building 7) site and also the Tower 10 (Building 5) site.



- 1. FLEXIBLE PUBLIC USES & COMMUNITY / RECREATION & ASSOCIATED CAR PARKING
- 2. - FLEXIBLE WATERWAYS / MARITIME USE & ASSOCIATED CAR PARKING
- CARPARK / STORAGE / COMMUNITY SUPPORT
- 3. MIXED USE BUILDING



P **C** **R**

The space within the shed offers potential for variety of uses both in terms of temporary and permanent capacity. Some of which (but not limited to) are indicated at right.



Playspace in Brooklyn Bridge Park, New York



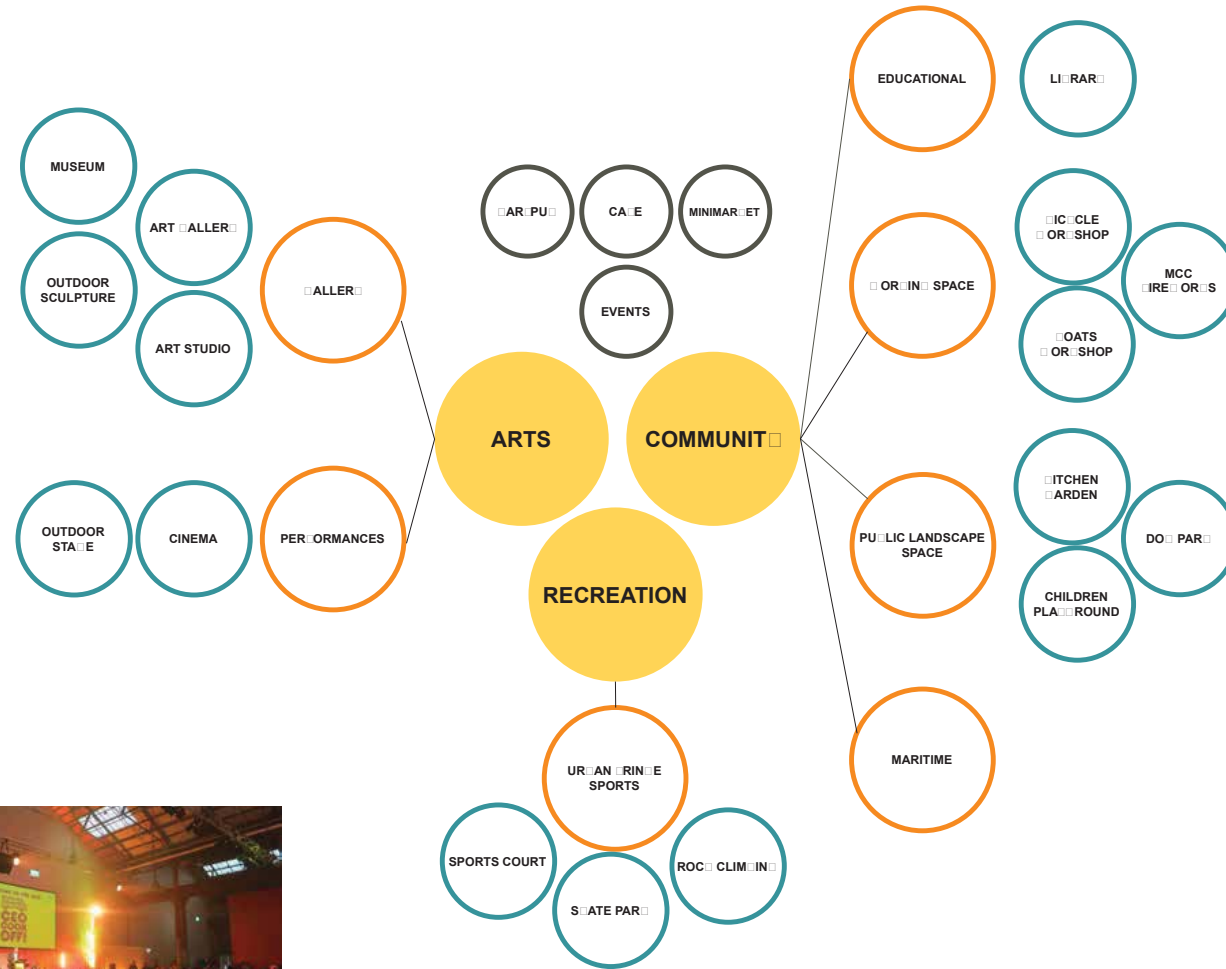
Sports Court in Brooklyn Bridge Park, New York



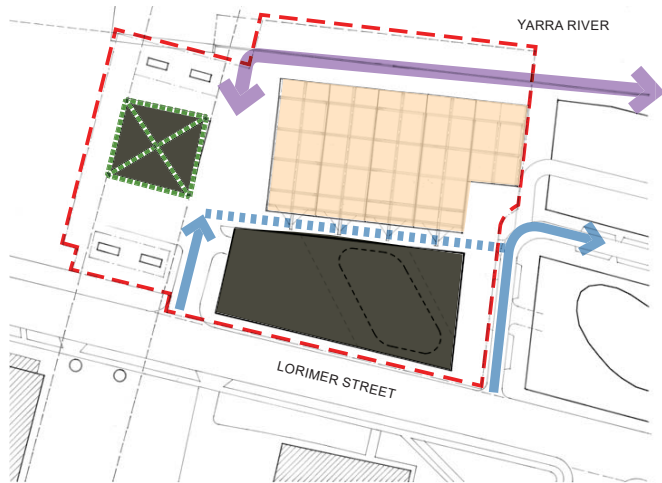
Red Bull Music Academy, Madrid



Rentable space in Carriageworks, Sydney



3.3 Urban Structure



The Urban Structure of the precinct is closely aligned to the Urban Structure established in the Yarra's Edge Bolte Precinct Development Plan with taller built forms along Lorimer Street and lower built forms fronting the river. This approach helps to mitigate wind impacts, minimise overshadowing, optimise solar access and maximise view sharing opportunities to the City and Yarra River.

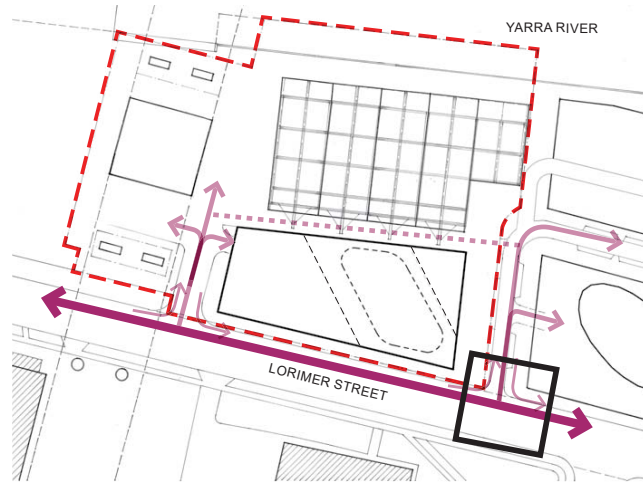
At Bolte Precinct West this pattern is naturally achieved by the retention of the existing shed structures along the river edge of the precinct. North – south streets/spaces at either end of the precinct create visual connections between Lorimer Street and the riverside and facilitate long vistas across the water.

The urban structure of the mixed-use new street network and urban design should acknowledge the existing shed structure, community uses and connection to the Yarra River.

- NEW BUILT FORM
- NEW STREET
- PROMENADE
- EXISTING SHED STRUCTURE TO BE RETAINED
- PARKING ZONE OPPORTUNITY AND / OR WATERWAYS
- SHARED LANE SERVICE VEHICLES ONLY

3.4 Street Network

3.4.1 Vehicles

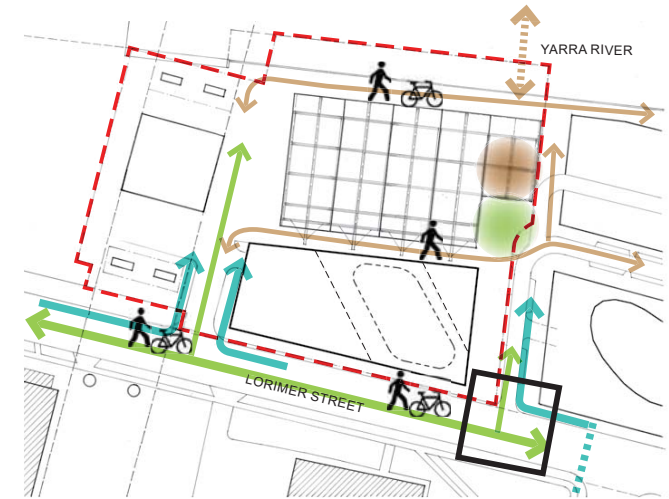


Vehicle access to the precinct from Lorimer Street is provided at two points. To the east of the precinct South Wharf Drive connects with Lorimer Street providing possible vehicle access to the eastern side of the precinct. At the west of the precinct, a new vehicle access point (in the vicinity of an existing access way) will provide access to the Waterways/Working Quay area. Vehicle access to the Lorimer Street Mixed Use site will also be provided from this street. The two access routes are linked within the precinct by an east-west shared laneway running to the south of the existing retained sheds reserved for pedestrian and service vehicle use only. The future role of Lorimer Street and its relationship to the site is important to consider. The street will morph from a hostile industrial streetscape to a mixed use precinct with public realm

improvements and accordingly, connections and frontage to the northern side of the street should be facilitated.

- FUTURE SIGNALISED INTERSECTION

3.4.1 Pedestrians/ Bicycles



Key pedestrian and bicycle access points to the precinct will be from the Lorimer precinct to the south and east. From the east, pedestrian access routes to Lorimer Street along the Yarra's Edge Riverside Promenade are extended across the northern edge of the precinct. Additionally from the east, the pedestrian routes along South Wharf Road are extended through the precinct in the form of a shared laneway between the retained sheds and the mixed-use residential development on Lorimer Street. A nodal open space is created at the junction of South Wharf Road and the new laneway. From the south, pedestrian access is achieved from the existing Lorimer Street crossing point at Graham Street and the future signalised intersection Lorimer Street crossing point at Ingles Street. The title boundary of the site is to the kerb,

therefore the southern part of the site will be provided as 'Road Reserve' and vested in roads corporate to accommodate for pedestrians, bikes, landscaping and the public realm.

Bicycle access and movement within the precinct will connect with the two main east-west bicycle routes on Lorimer Street and along the river edge using the network of internal streets and lanes. High quality amenity for cyclists will be provided throughout the precinct including legible and safe bicycle storage.

- PASSIVE OPEN SPACE OPPERTUNITY
- NODAL OPEN SPACE
- FUTURE SIGNALISED INTERSECTION

3 ■ P ■ R ■ E

3.5.1 Waterfront Promenade / Connection to Water

The waterfront promenade is an extension of the continuous spaces at the water's edge within the Yarra's Edge Bolte Precinct which provide access to the Yarra River. Significant public realm and placemaking opportunities are associated with the Waterfront Promenade, particularly in the context of the retained shed structure. The promenade will offer spectacular view opportunities of Docklands and the Melbourne CBD skyline as well as intimate connections with river activities. Direct connection to the water could be achieved by stepped terraces, accessible ramps, floating jetties and pontoons. Opportunities exist for sheltered sitting and gathering spaces to be created along the waterfront promenade. Heritage references should be retained and featured where possible with interpretive opportunities highlighting the history of the precinct and the locale. Public Art should play a part and be located along the river edge.

Public connections to water activities will need to be cognisant of and complimentary to Waterways/Working Quay activities.



WATERFRONT PROMENADE, ZADAR, CROATIA



HAFENCITY PUBLIC SEATING, GERMANY



KALVEBOD WAVES, COPENHAGEN

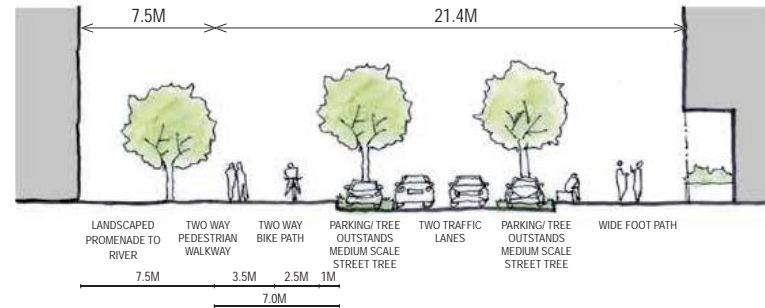


LIBRARY AT THE DOCK, VICTORIA HARBOUR

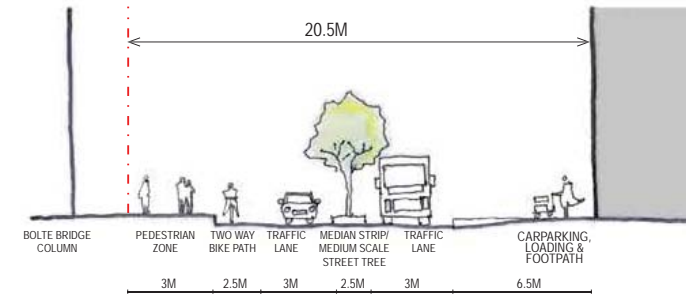
3.5.2 Street Widths

Typical street section diagrams are shown here for:

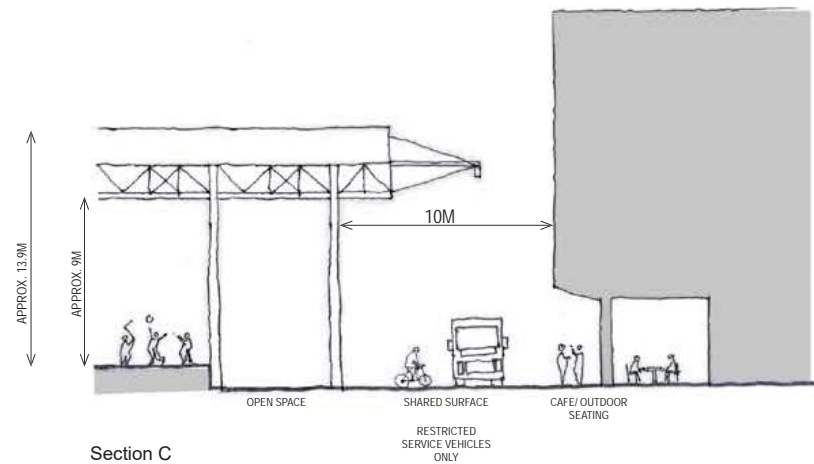
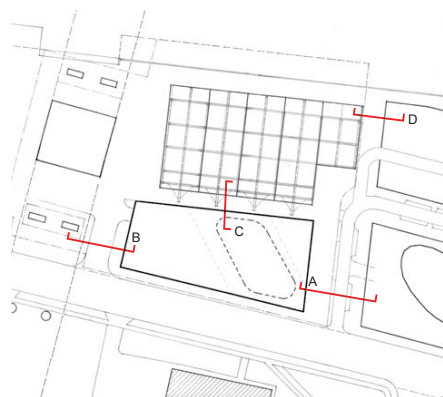
- A. South Wharf Drive extension to Lorimer Street
- B. Western access road
- C. East-West shared laneway
- D. Pedestrian path at Bay 5



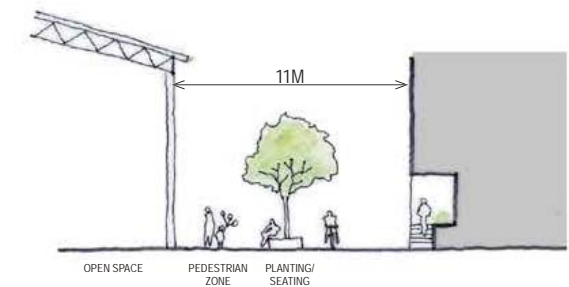
Section A
(as per Section D on page 52 of the Yarra's Edge Bolte Precinct Development Plan)



Section B

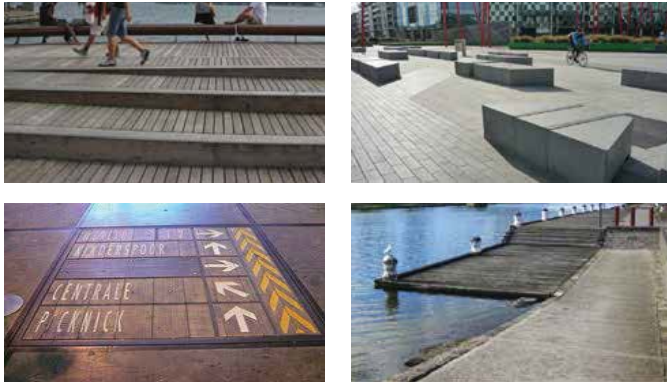


Section C



Section D

3.5.3 Materials, Finishes, Wayfinding Signage



The selection of materials for the precinct is to be guided by the Docklands Design and Construction Standards for Public Infrastructure Works, the Docklands Public Realm Plan, Melbourne 2012-2022 and the City of Melbourne Design Standards (aka Technical Notes). Details of any future Public realm elements are to be approved by the City of Melbourne's Engineering Services Group, Urban Sustainability Branch, City Design Studio, Design Branch, Parks and Waterways.

Other issues that will influence the materials selection and the future construction detailing are long-term durability, sustainability and maintenance requirements.

The aim is to reinforce the wharf-wide character of the precinct whilst continuing themes already established within the adjacent Yarra's Edge Bolte Precinct. The use of a coherent and simple palette of paving materials and furniture elements will continue the existing character of Melbourne Docklands and there is the potential to create distinct local character within the site.

On the promenade and within the waterways area, the intent is to reflect the existing wharf character in the detailing of landscape elements by retaining or taking design direction from 'heritage' materials. This may include retaining and re-using mooring bollards, designing seating elements based on the form of dock structures and the use of timber boardwalks to

enhance the general wharf character.

There is also potential for landscape treatments to act as directional markers which together with wayfinding signage will deliver a legible public realm. Wayfinding signage will be coordinated to deliver on the requirements of the City of Melbourne's Docklands Wayfinding Signage Guidelines. In general signage would be located within the key public spaces and on pedestrian and bicycle routes, with final locations and sign types to be agreed with the City of Melbourne.

3.5.4 Tree Planting Strategy



Tree planting within streets and open space areas will play a major role in setting the character of the public realm and will provide important environmental and microclimate benefits such as shade, shelter, wind amelioration and cooling in summer.

A palette of trees with a range of sizes and form is proposed to reflect the street and open space hierarchy, with evergreen, deciduous, native and exotic species proposed that will provide a diverse character. Large scale canopy trees will be used in certain areas to maximise canopy cover and to be in scale with the taller built form. On internal streets, trees will be of a small to medium size that will be of human scale and provide a more intimate pedestrian environment. The tree planting strategy will assist in creating points of difference within the precinct and provide diversity and variety within the public realm.

The future planting should be in accordance with the City of Melbourne's Docklands Urban Forest Strategy, which calls for eucalyptus and gumtree planting along Lorimer Street. As wind is a key issue, as well as pollution, the following species are recommended:

Large Evergreen:

- Angophora floribunda (photo 1)
- Araucaria spp.
- Ficus sp. (photo 2)

Medium scale species can be incorporated within the site. The following options are wind tolerant species:

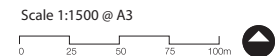
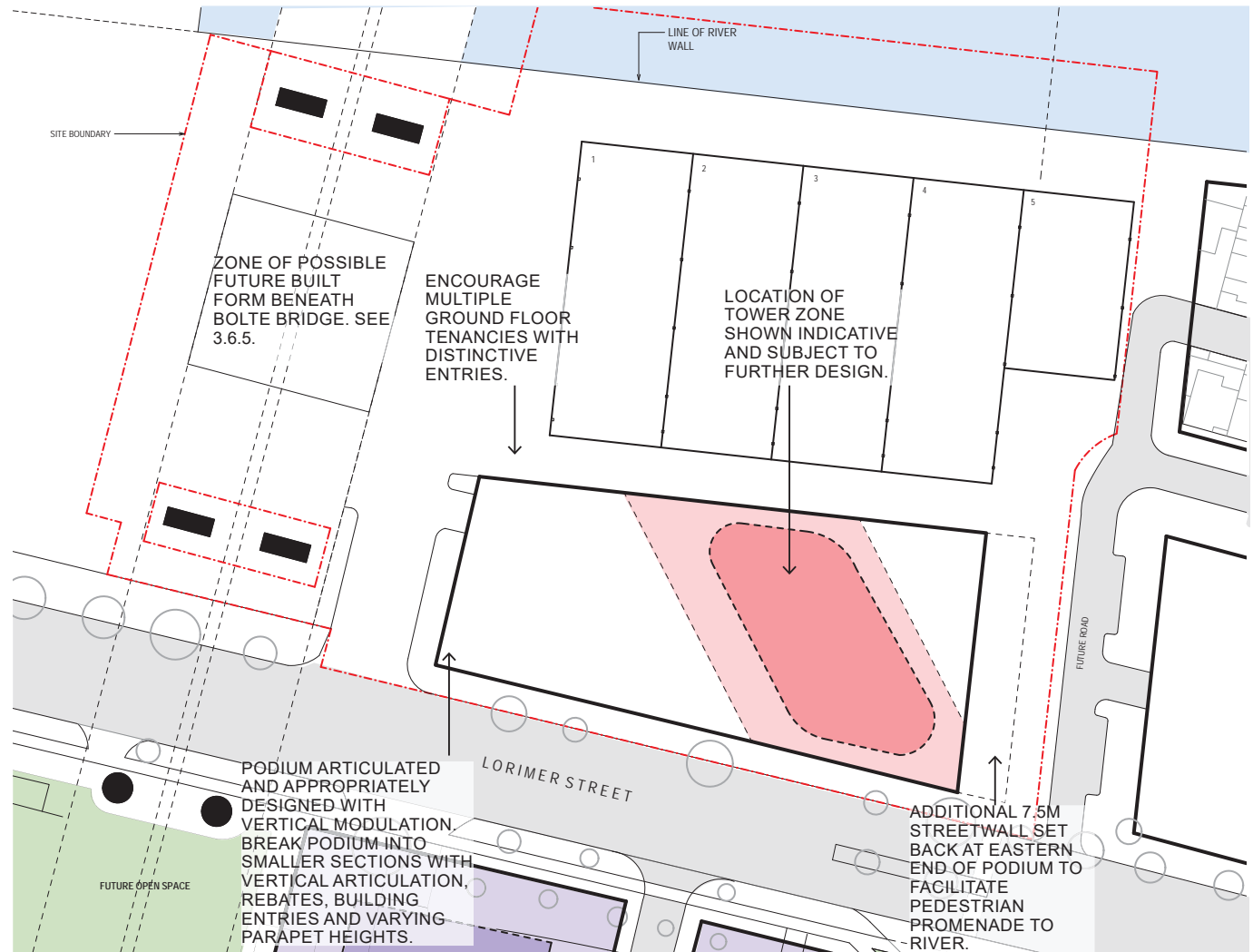
- Banksia integrifolia
- Brachychiton spp.
- Casuarina cunninghamiana
- Olea europea (photo 4)
- Brachychiton spp.
- Melia azedarach (photo 5)
- Geijera parvifolia (photo 6)

3.6

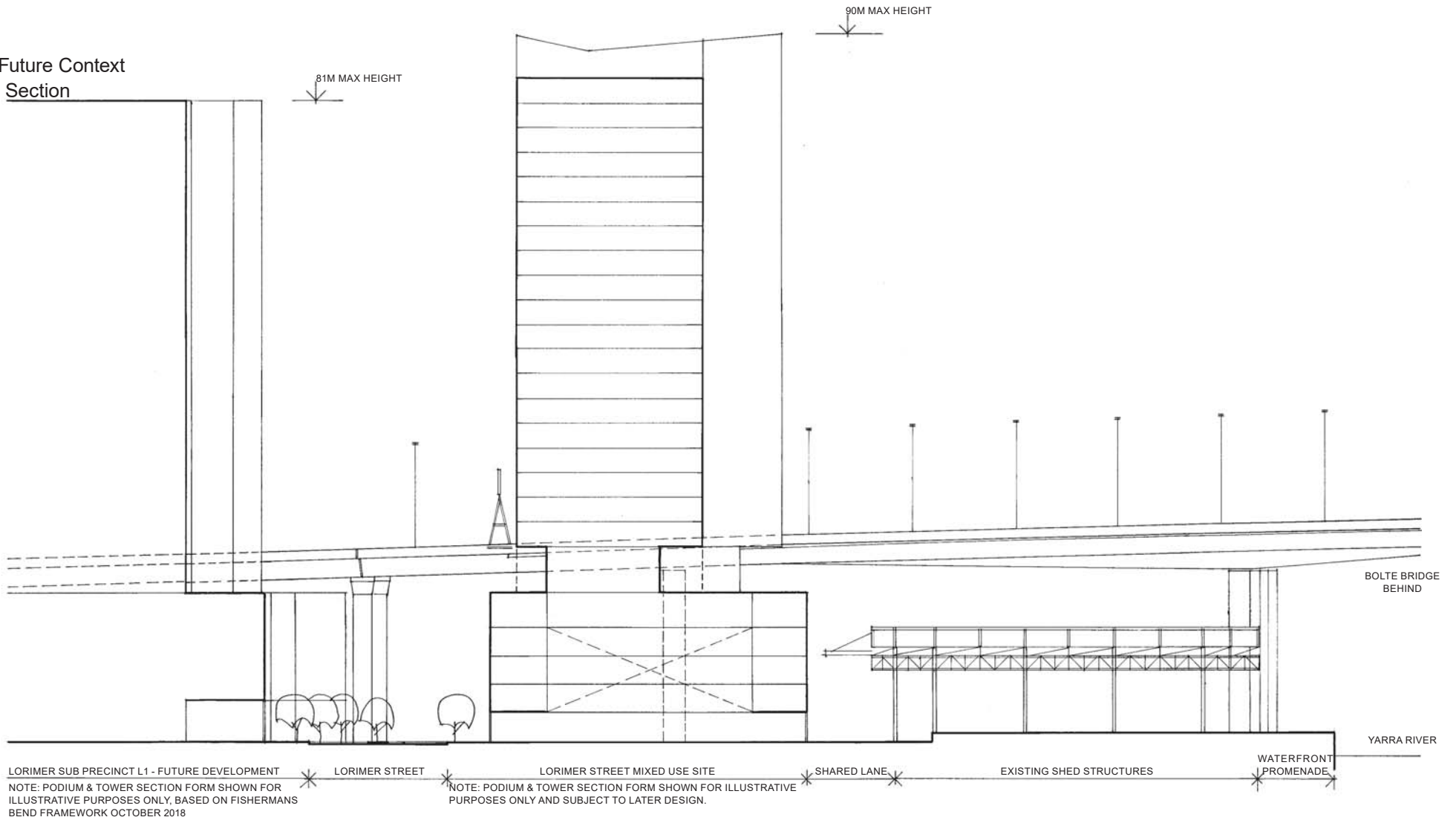
3.6.1 Built Form Principles

The possible built form on the Lorimer Street Mixed-Use site should adhere to the following design principles:

1. The podium should give strong definition to surrounding streets and lanes by providing a coherent street-wall at a similar height to that existing / approved in the other three Yarra's Edge towers and in the proposed future development in Lorimer Sub-Precinct L1 (ref Fisherman's bend Framework Oct 2018).
2. Along the south edge, the podium (street wall) should be set back from the title line to allow the provision of a pedestrian footpath (title line is at existing kerb line). This setback should continue the setbacks delivered to Lorimer Street at Towers 10, 11,12 to the east.
3. The east end of the podium should be set back from the building site boundary by approx. 7.5m to deliver a landscaped promenade to the sheds and river from Lorimer Street and to facilitate views of the sheds and river from Lorimer Street and the junction of Lorimer and Ingles Streets.
4. The podium façade must be articulated and appropriately designed with vertical modulation to break up horizontal mass and contribute to a human scaled public realm. The podium should be broken into smaller sections with vertical articulation, rebates, building entries and varying parapet heights.
5. The podium parking should be sleeved with active uses to the maximum amount possible and where wind engineering constraints allow.
6. Active frontages to surrounding public realm should be provided. Multiple ground floor tenancies with distinctive entries should be encouraged to deliver an active, fine grain public interface to Lorimer Street and the internal shared street between podium and the sheds.
7. Built form should be highly responsive to key views (see view analysis 3.6.7) from areas of public realm around the site. Of particular importance are views from the public realm of Lorimer Street and Ingles Street to the sheds and the river. Where possible views from future development within the Lorimer Precinct towards the sheds and the river should be facilitated.
8. The tower location zone shown is intended to define the zone in which the tower form will be sited. It is assumed that the tower form will need to rotate toward a north west / south east orientation to mitigate wind effects. The is based on a built form pattern established through the Yarra's Edge development. Whilst this location will offer significant setbacks to the west side of the podium and to the north east corner of the podium it is likely that a feasible tower location will need to encroach closely to the north and south podium edges. In the zone of location it is proposed that these setbacks are subject to detailed design investigation and agreement with relevant authorities at a later stage. (echoing some of the setback strategies applied to existing and proposed towers to the east along Lorimer Street - Tower 10, Tower 11 and Tower 12 within the Yarra's Edge development).
9. Any built form under Bolte Bridge should be located to retain open western views under Bolte Bridge from the riverside promenade and the proposed shared laneway. Such built form should have active uses at ground floor facing east and make a positive contribution to the activities of the re-used shed structures. Any access to parking areas or buildings should be located away from the existing shed structures. Any blank or screened walls in this built form should be treated to ensure that they make a positive contribution to the adjacent public realm.



3.6.2 Future Context Cross Section



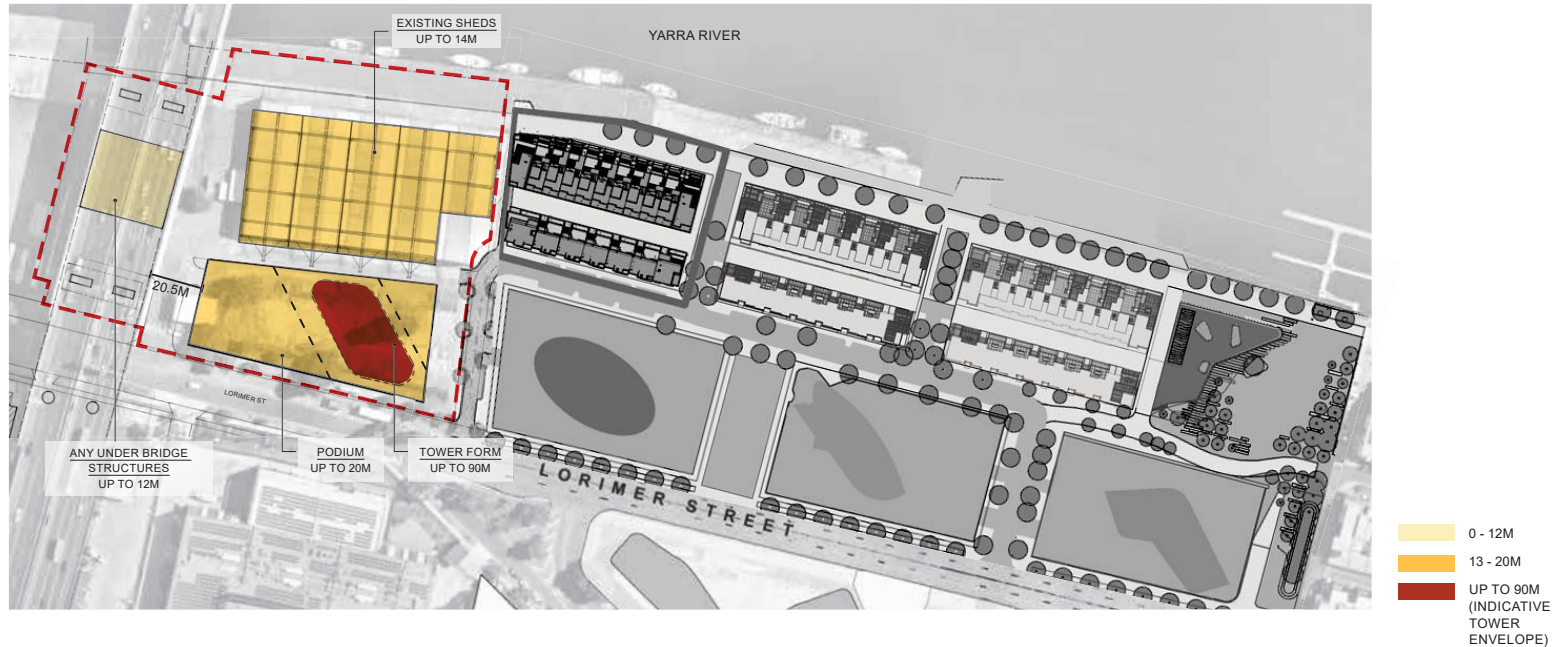
3.6.3 Lorimer Street Mixed Use site

Lorimer Street is the primary street in the road hierarchy and forms the southern edge of the Bolte Precinct West site. The street is an arterial road that has two vehicle lanes in each direction.

Future development on the Lorimer Street site is expected to continue the podium-tower form that continues to the east of the site and has been approved as part of the Yarra's Edge Bolte Precinct Development Plan.

A 5-6 level podium treatment is proposed, with the overall height of the building/s reaching up to 90m. The Lorimer Street site is located at least 20m from the eastern edge of the Bolte Bridge.

The indicative building envelope for the tower form/s will be resolved as part of a future planning application and will consider the existing context at the time, wind and solar access. A flexible building envelope will ensure a suitable design response.



Comparative Building Height Elevation. Diagram from Yarra's Edge Western Precinct Development Plan, 2013.

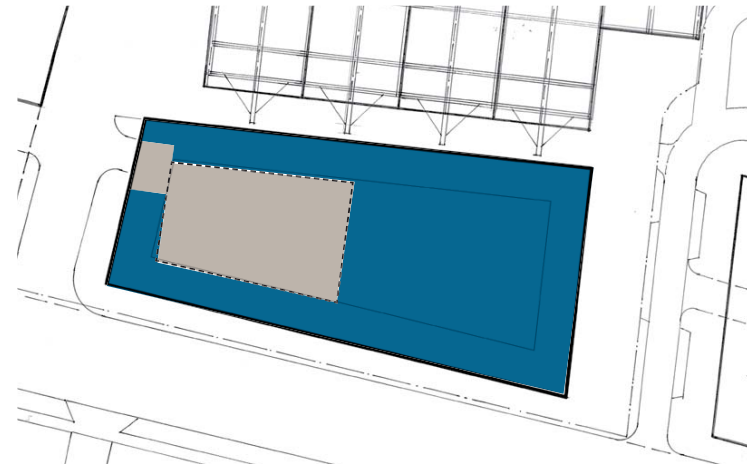


3.6.4 Lorimer Street Mixed Use Site Design Considerations

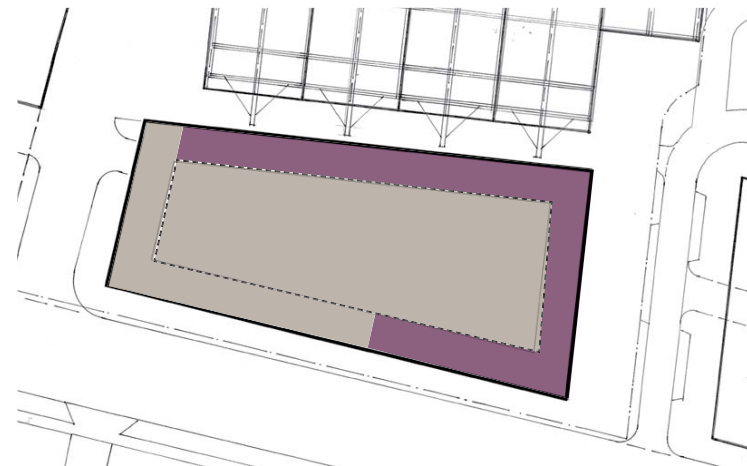
Future development on the Lorimer Street Mixed Use Site should:

- Provide podium level activation as per the diagrams at right, with more active uses located at the eastern end of the site, and service / back of house activities located towards the western end of the site.
- Locate the car park entry / exit and servicing areas at the western end of the site.
- Any minor service or utilities at the southern or eastern frontages should be located away from key prominent corners, and resolved as a volume of high design quality nested within an otherwise glazed and active ground floor facade.
- Adopt flat floor levels with floor to ceiling heights which allow for ease of adaption over time for any above ground parking within the podium.
- Acknowledge the potential for loading, storage and bike storage areas in the north-west corner of the site and midway along the eastern boundary.
- Implement noise attenuation measures along the south elevation along Lorimer Street.
- Implement noise attenuation measures along the west elevation facing the Bolte Bridge and Port of Melbourne land.
- Provide for 850 sqm to 1,500 sqm as required of community service space at the eastern end of the site in consultation with key stakeholders.
- Ensure that appropriate wind mitigation measures are implemented.
- Design and treat the lower level of the north façade of the podium to provide a built form and visual streetscape rhythm which complements and contributes to the creation of a vibrant inner urban laneway space to the south of the retained shed structure.
- Orientate the tower and apartments where possible, to take advantage of bay and city views and access to sunlight.
- Maximise building entries from the ground floor of the development cell fronting Lorimer Street to enhance public realm engagement and provide for activation and rhythm.

LAND USES - GROUND LEVEL



LAND USES - UPPER LEVELS



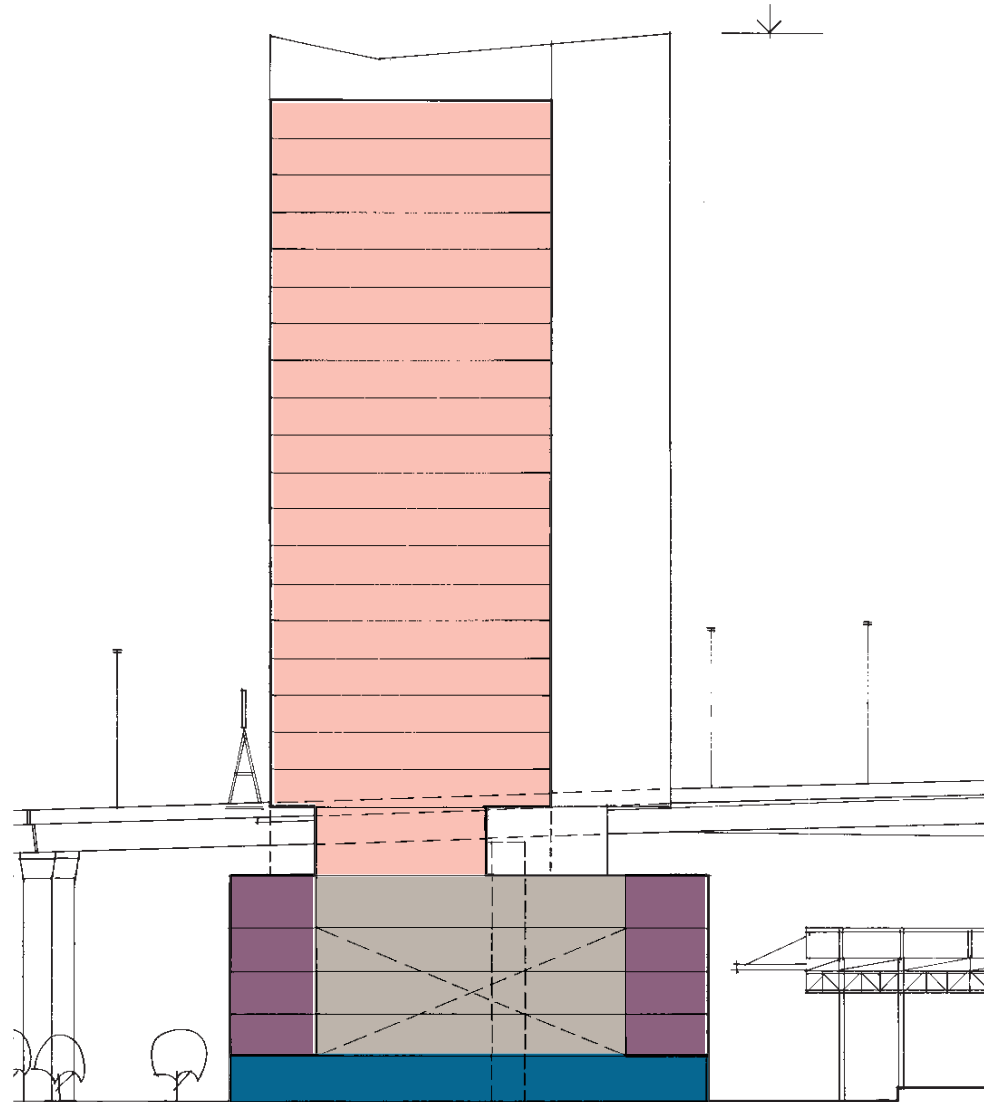
- MIXED USE - RESIDENTIAL / COMMERCIAL - PODIUM SLEEVE
- RESIDENTIAL
- COMMUNITY SERVICES / COMMERCIAL
- SERVICE AND CARPARK



3.6.4 Lorimer Street Mixed Use
Site Design Considerations

LAND USES - BUILDING SECTION

RESIDENTIAL ASSUME 75% EFFICIENCY AND AVERAGE 70M ² APARTMENT SIZE	
APPROX GFA TOWER =	16,500M ² (20 LEVELS)
APPROX GFA PODIUM SLEEVE =	2,190M ² (2 LEVELS ASSUMED)
APPROX TOTAL NO. OF APARTMENT =	200
COMMUNITY SERVICES - COMMERCIAL - GROUND LEVEL	
APPROX GFA =	1,420M ²
MIXED USE COMMERCIAL	
APPROX GFA PODIUM SLEEVE =	2,190M ² (2 LEVELS ASSUMED)
SERVICE - CAR PARKING ASSUME 37M ² PER CAR SPACE	
APPROX GFA PODIUM LEVELS 1-4 =	8,220M ²
APPROX. TOTAL NUMBER OF CARS =	220
CAR (LORIMER STREET MIXED USE SITE ONLY - INCLUDES EAST SETBACK, WEST SETBACK ALLOWANCE & SOUTH SETBACK FROM TITLE LINE)	
GFA BUILT FORM =	32,500M ²
DEVELOPABLE SITE AREA =	4095M ²
FAR =	7.9:1
NOTE: IF FAR CALCULATED USING FULL SITE AREA INCLUDING SHEDS AND AREA BENEATH BOLTE BRIDGE (15,825M ²) FAR = 2.05:1	
ALL AREAS ARE APPROXIMATE AND SUBJECT TO LATER DESIGN. ALL AREAS SHOWN HAVE GENERALLY BEEN MEASURED FROM DRAWINGS PRODUCED AT THE DEVELOPMENT PLAN STAGE AND ARE APPROXIMATE AND FOR ILLUSTRATIVE PURPOSES ONLY. HAAS ACCEPTS NO LEGAL RESPONSIBILITIES OR AN OPINION/DECISION COMMERCIAL OR OTHERWISE MADE ON THE BASIS OF THE INFORMATION PRESENTED.	



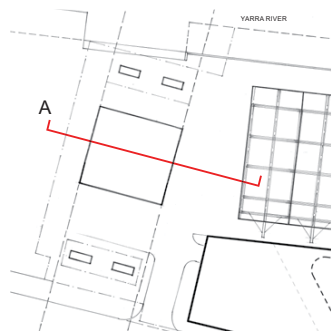
3.6.5 Under the Bridge

The area below the Bolte Bridge could be used for waterways operation and associated uses and / or at grade car parking purposes. Scope also exists to construct a building below the bridge, subject to bridge maintenance and access requirements being addressed, and subject to planning approval under the CityLink Project Overlay.

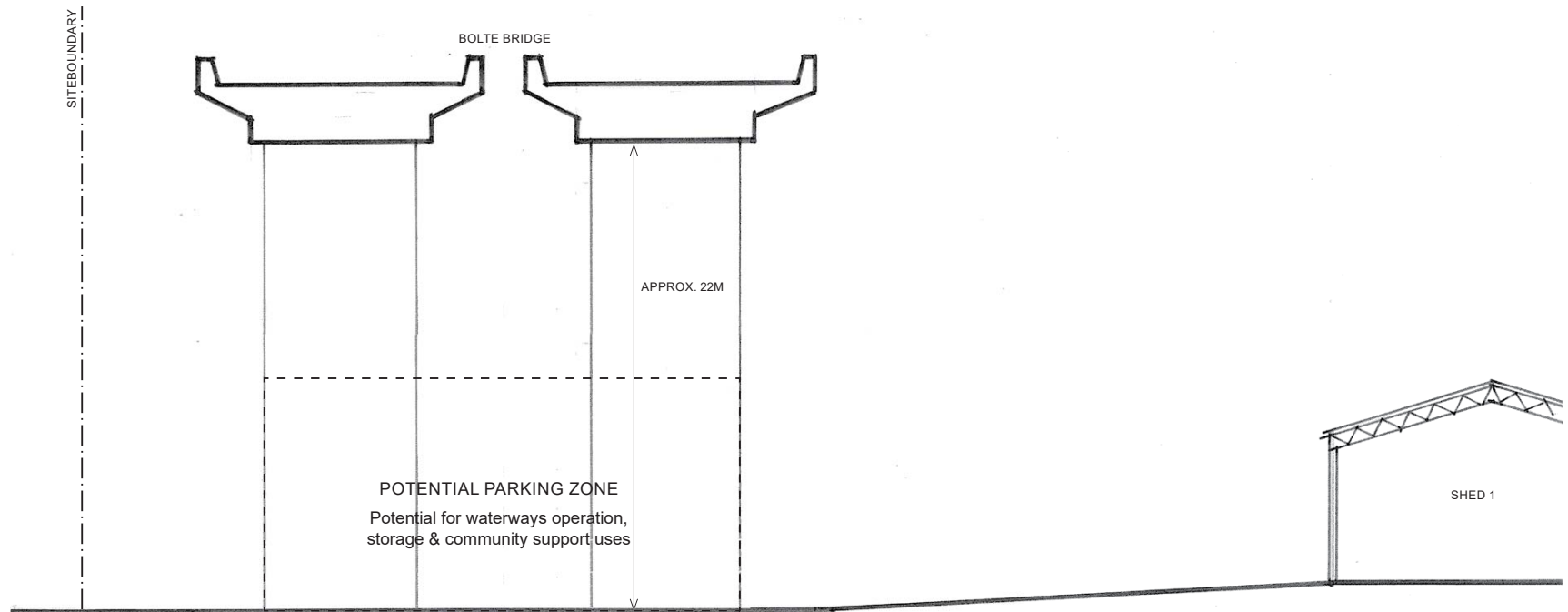
Any future structures should be designed in a manner that does not preclude Transurban / City Link from being able to undertake bridge repair, maintenance and protection works.

Any future buildings proposed in this area must be cognisant of and have regard to the lease that has been granted to Citylink Melbourne Pty Ltd (as delineated in Certificate of Title Volume 10701 Folio 465).

Any proposal to permanently use or develop the land will require approval under the CityLink Project Overlay.



Key Plan



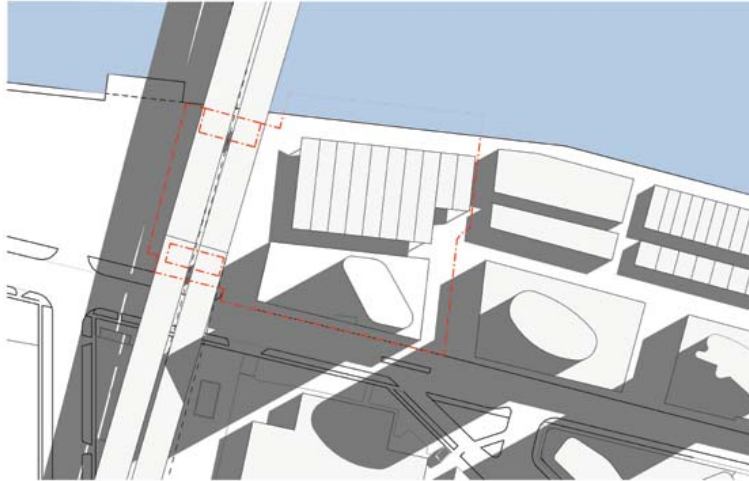
Section A

Scale 1:250 @ A3

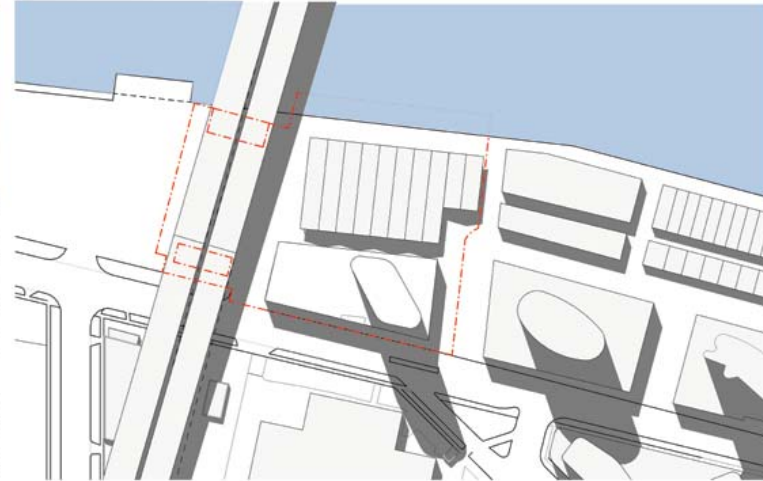


3.6.6 Solar Access and Shadows (Example Tower Form Only)

The primary public domain is located adjacent to the water with uninterrupted north facing orientation to maximise solar access in winter. The built form response minimises overshadowing of the public domain and adjoining buildings and maximises solar access to buildings.



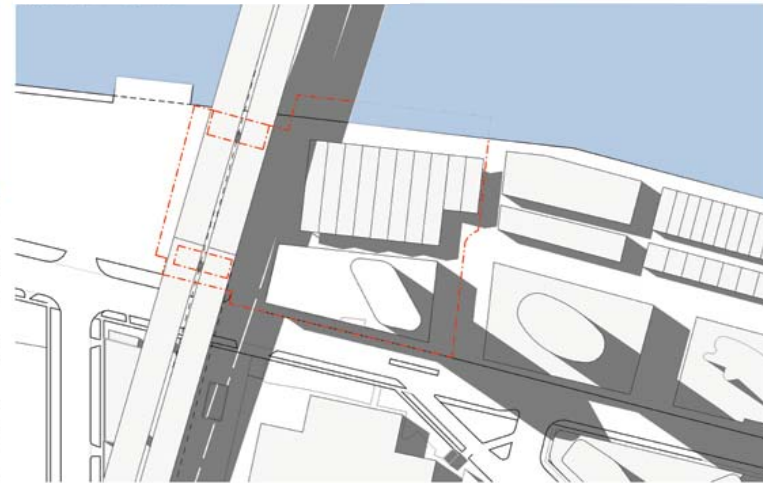
SHADOW DIAGRAM - EQUINOX 9AM



SHADOW DIAGRAM - EQUINOX 1PM



SHADOW DIAGRAM - EQUINOX 11AM



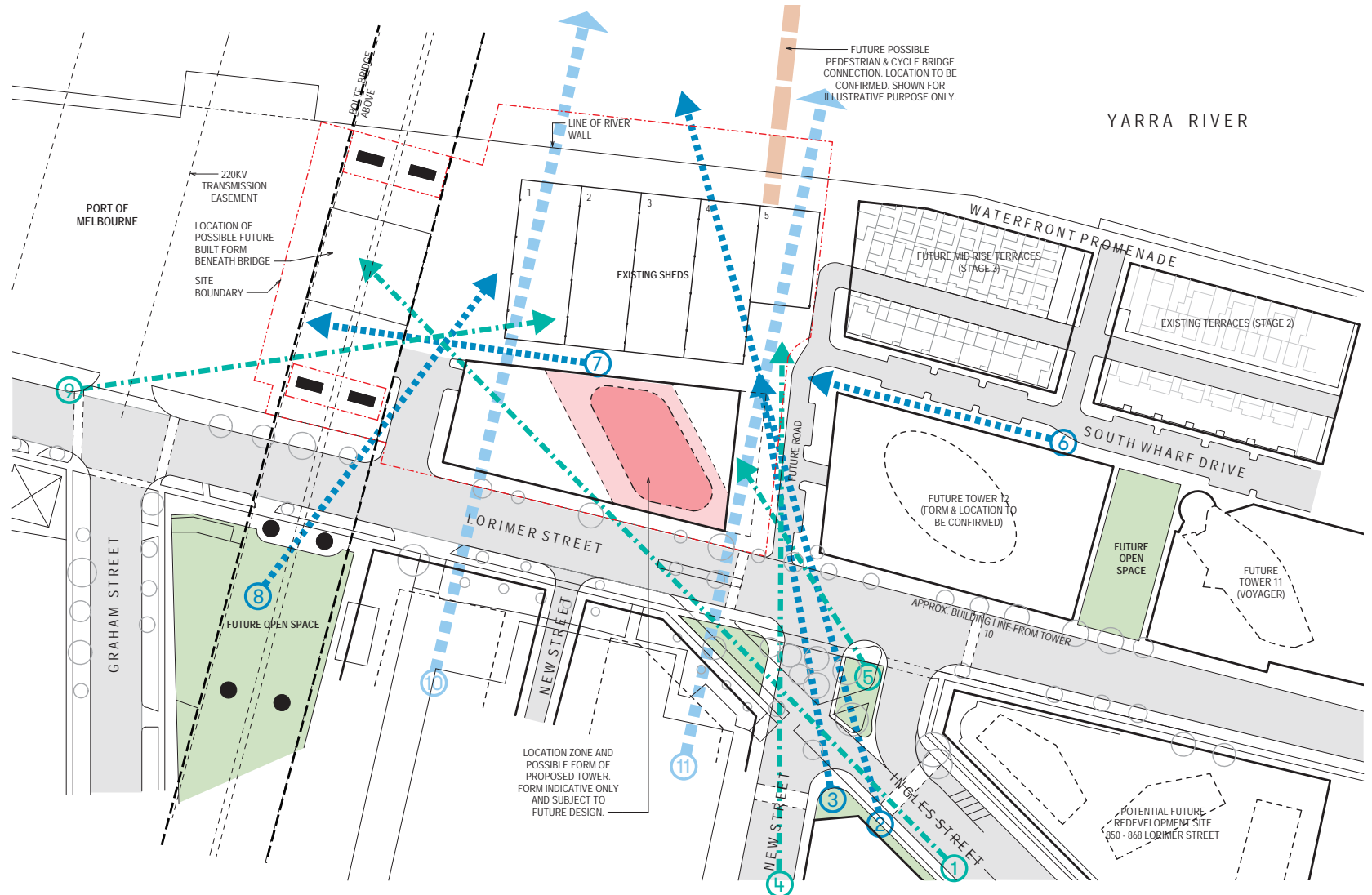
SHADOW DIAGRAM - EQUINOX 3PM



3.6.7 View Analysis - Key Views

Any development must be highly responsive to key views and vistas from areas around the site. Any opportunities to maintain or improve the views shown here must be taken and these views must be considered during the design process.

- 1 LONG VIEW FROM INGLES STREET TO BOLTE BRIDGE
- 2 VIEW FROM INGLES STREET TO BRIDGE PYLONS
- 3 VIEW FROM INGLES STREET TO SHED BAYS 4 & 5 AND YARRA RIVER
- 4 VIEW FROM PROPOSED STREET TO SHED BAY 5 AND YARRA RIVER
- 5 VIEW FROM LORIMER STREET TO ACTIVE SLEEVED PODIUM
- 6 VIEW FROM SOUTH WHARF DRIVE TO SHED BY 4
- 7 VIEW FROM NEW SHARED ZONE TO OPEN SPACE BENEATH BOLTE BRIDGE
- 8 VIEW FROM FUTURE OPEN SPACE UNDER BOLTE BRIDGE TO SHED BAY 1 AND YARRA RIVER
- 9 VIEW FROM LORIMER STREET TO SHED BAY 1
- 10 ELEVATED VIEW FROM LORIMER DEVELOPMENT (WEST PARCEL) TO SHED ROOF AND YARRA RIVER
- 11 ELEVATED VIEW FROM LORIMER DEVELOPMENT (EAST PARCEL) TO SHED ROOF AND YARRA RIVER



Scale 1:1500 @ A3
 0 25 50 75 100m

3.6.7 View Analysis - Photo Montage



VIEW LINE 5



VIEW LINE 1



VIEW LINE 4

3.6.8 Flood Mitigation

Any development on the site must accord with the requirements of Melbourne Water in respect of flood mitigation.

Preliminary land and flood level information available at Melbourne Water indicates that the site is subject to flooding from the Yarra River (Dr4400), Port Phillip Bay and is impacted by sea level rise. The applicable flood level for a 1% AEP flood event is 1.6m to Australian Height Datum (AHD) increasing to 2.40m AHD by 2100.

Initial conditions to be met (from September 2018 advice) are:

1. All new lots must be filled to a minimum of 600mm above the applicable 1% AEP flood level of 2.4m to Australian Height Datum (AHD).
2. Floor levels of any new development must be at least 600 mm above the applicable 1% AEP flood level of 2.4m to Australian Height Datum (AHD).
3. Any new basement must be tanked and bunded to at least 600mm above the applicable 1% AEP flood level of 2.4m to Australian Height Datum (AHD).
4. Prior to the commencement of works, a separate application direct to Melbourne Water must be made for any new or modified storm water connection to Melbourne Water's drains or watercourses.

5. Any new fencing/gates must be of an open style of construction (minimum 50% open) to allow for the passage of overland flows.
6. Any new development plans / design in this area to be forwarded to Melbourne Water for approval.

3.6.9 Amenity Analysis

A condition of the permit for the Bolte Precinct West 'Lorimer Street Site' will require a Section 173 agreement to inform future purchasers / occupants of any new building that they will be residing near to port and industrial related activities. Such information should also inform of the anticipated amenity impacts of that proximity.

The following lists some of the design measures that should be considered at the design phase to mitigate possible amenity impacts from existing adjacent uses on residential and other sensitive uses:

Amenity Impacts

- Limiting the exposure of transport emissions to bedroom openable windows / balconies;
- Mechanical Ventilation;
- Location of air intakes;
- Use of a filtration unit;
- Non-openable windows;
- Podium Treatment;
- A setback of the tower from the western interface (bridge and port activities).

Noise Impacts

Undertake a detailed noise survey in the subject area, including on-site attended and unattended noise monitoring to determine the characteristics of the existing background ambient (including traffic and port) noise levels.

Non-amenity Impacts

- Non-openable windows;
- Podium Treatment;
- A setback of the tower from the western interface (bridge and port activities);
- Façade and façade glazing specification;
- Enclosed balconies or winter-gardens.

Light Impacts

- Podium Treatment;
- A setback of the tower from the western interface (bridge and port activities);
- Tinting of windows;
- Use of external louvres / screens to allow light ingress from the sky while blocking light from light sources.

37



The plan outlines the proposed potential future private and public ownership structure for the Bolte Precinct West site. The final ownership arrangement will be determined in line with each stage.

- COUNCIL AND / OR CROWN LAND / PUBLIC
- PRIVATE PROPERTY/ OWNERS CORPORATION TO DRIP LINE OF BUILDING

DELEGATE REPORT**MINISTERIAL PLANNING REFERRAL**

Application number:	TPM-2017-7
DELWP Application number:	2013000752
Applicant / Owner / Architect:	Development Victoria / Development Victoria / Hayball
Address:	194-206 Lorimer Street, DOCKLANDS VIC 3008
Proposal:	Proposed amendment to Yarra's Edge Bolte Precinct Development Plan 2013 to introduce an addendum for the Bolte Precinct West Site
Cost of works:	N/A
Date received by City of Melbourne:	18 January 2017
Responsible officer:	Nicholas McLennan

1. SUBJECT SITE AND SURROUNDS**1.1. Site**

The site comprises two parcels of land at 194-206 and 208 Lorimer Street, which provide a total area of approximately 1.7ha.

194-206 Lorimer Street is formally described as Lot S100 on Plan of Subdivision 724267V (Volume 11545 Folio 553).

208 Lorimer Street is formally described as Crown Allotment 21 Section 1B Parish of Doutta Galla and is Crown Land. A lease over this land to City Link is described in the certificate of title.

The land at 194-206 Lorimer Street is developed with a four and a half bay open shed structure, known as Shed 21. The sheds were originally built for the Melbourne Harbour Trust Commissioner and date back to the 1950s. The sheds are culturally significant for their connection to the area's industrial history and architecturally interesting for their large span steel trusses and outriggers. The sheds are approximately 9m high to the eave line and 12m high to the ridge.

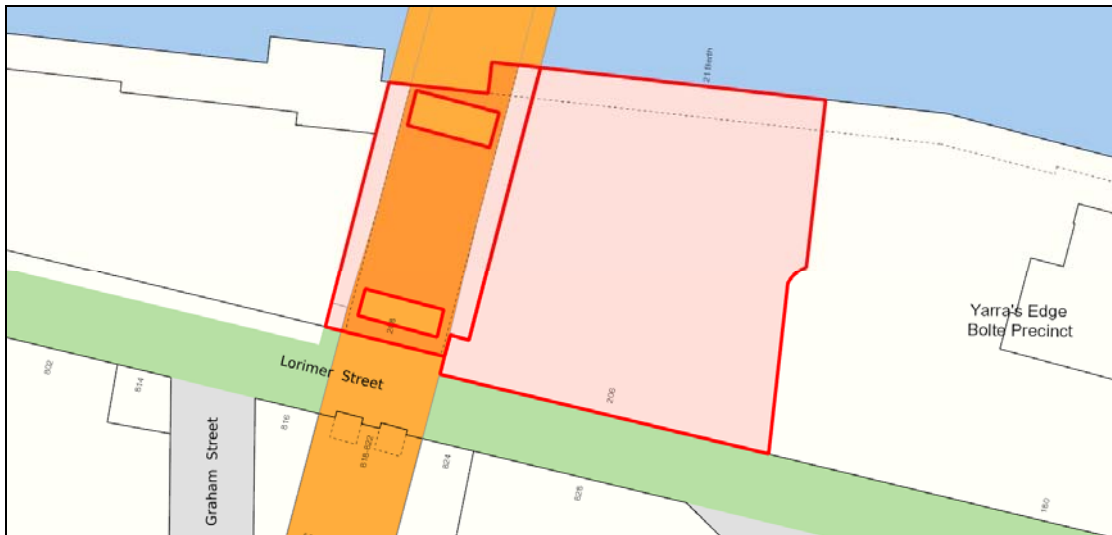
The Bolte Bridge is located above the land at 208 Lorimer Street and is supported by four pylons. The underside of the bridge is approximately 22m high.

The site is predominantly hardstand and is enclosed by a chain mesh fence.

Vehicle access / egress is provided via two crossovers on Lorimer Street. A weighbridge and entrance canopy are located at the front of the site.

The site forms part of the Yarra's Edge Bolte Precinct Development Plan (2013) and is subject to this application for a proposed addendum.

Aerial Photo / Locality Plan



1.2. Surrounds

The site has a Yarra River frontage of approximately 150m.

The land to the east is being developed by Mirvac in accordance with the Yarra's Edge Bolte Precinct Development Plan.

The land to the west is owned by the Port of Melbourne Corporation and is used for the storage of shipping containers.

The land to the south, over Lorimer Street, is developed with an office / warehouse however it is noted that the land is located within the Fisherman's Bend urban renewal area.



Photographs of the subject site – Source: Application Documentation

2. BACKGROUND AND HISTORY

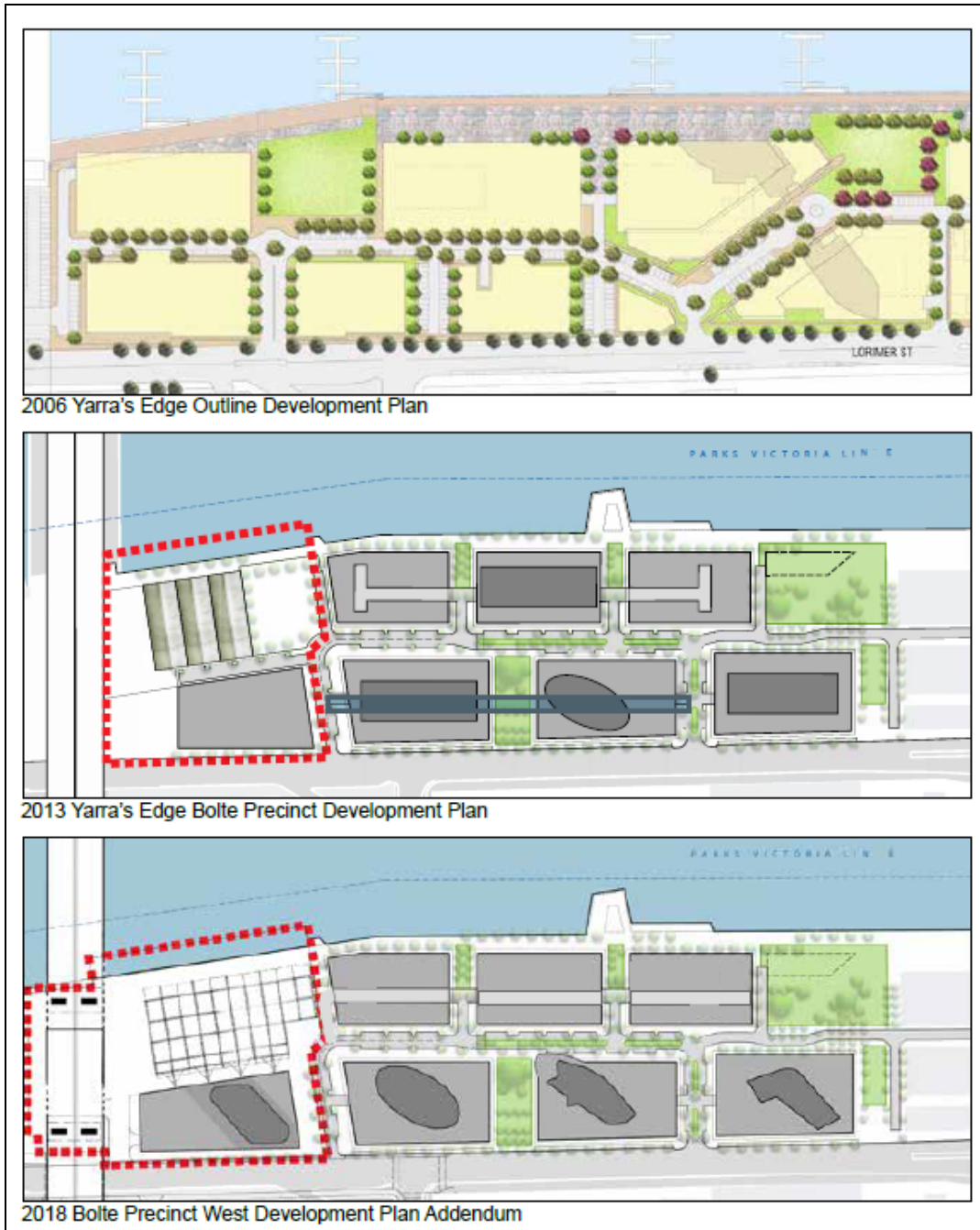
The Yarra's Edge Outline Development Plan was approved in 2006.

The current 'Yarra's Edge Bolte Precinct Development Plan', approved by the Minister for Planning on 6 November 2013, superseded all previous plans. Its purpose is to provide further clarity regarding the future use and development of the western end of the Yarra's Edge Bolte Precinct.

The 2013 Yarra's Edge Bolte Precinct Development Plan was premised on and provided for a Metropolitan Fire Brigade (MFB) emergency service centre to be developed on the Bolte Precinct West site (the subject of this application).

In 2015, the MFB confirmed that it no longer wished to pursue an emergency service centre in this location. As a result, a 50m tall building nominated for this commercial use of the site and earmarked in the 2013 Development Plan was no longer relevant, or suitable given the evolving context of Yarra's Edge and Fisherman's Bend.

The evolution of the Yarra's Edge Development Plan is illustrated below:



Yarra's Edge Development Plan Evolution – Source: Application Documentation

2.1 Planning Application History

The application was originally lodged with the Department of Environment, Land, Water and Planning (DELWP) in late 2016 and was referred to the City of Melbourne on 18 January 2017.

Following consultation between all parties Development Victoria submitted a revised Development Plan (DP) that responded to comments and issues raised by officers. The revised DP was referred to the City of Melbourne on 6 August 2018.

Following further consultation between all parties Development Victoria resubmitted a final version of the Bolte Precinct West – Development Plan Addendum for consideration by the City of Melbourne and the DELWP on 8 November 2018.

Several permits have been issued around the subject site and further to its east in accordance with the redevelopment of the Yarra's Edge Bolte Precinct. Of note are the following permits:

- TP-2013-1050 – Construction of three to four storey residential buildings including mixed use residences, demolition of the wharf and partial construction of the promenade, associated buildings and works and creation of access to a Road Zone Category 1 – Permit issued 30 May 2014.
- TP-2014-565 - Buildings and works in relation to Yarra's Edge Bolte Precinct Recreational Facility and South Wharf Park, a waiver of the loading and unloading requirements and a waiver of the bicycle parking requirements – Permit issued 10 December 2014.
- Ministerial Application – 2013/010104 - Construction of a multi-storey residential building with ground level retail (Tower 10) – Ministerial approval.
- Minister Application - PA1500010 – Development of the land for a multi-storey building and associated public realm works.
- TP-2015-565 – Construction of three to four storey residential buildings including mixed use residences, demolition of the wharf and partial construction of the promenade node /jetty and associated buildings and works – Permit issued 1 October 2015.
- TP-2018-15 – Stage Three of Mirvac's Yarra's Edge Development for the construction of three to four storey residential buildings including mixed use residences, demolition of the wharf and partial construction of the promenade and associated buildings and works.

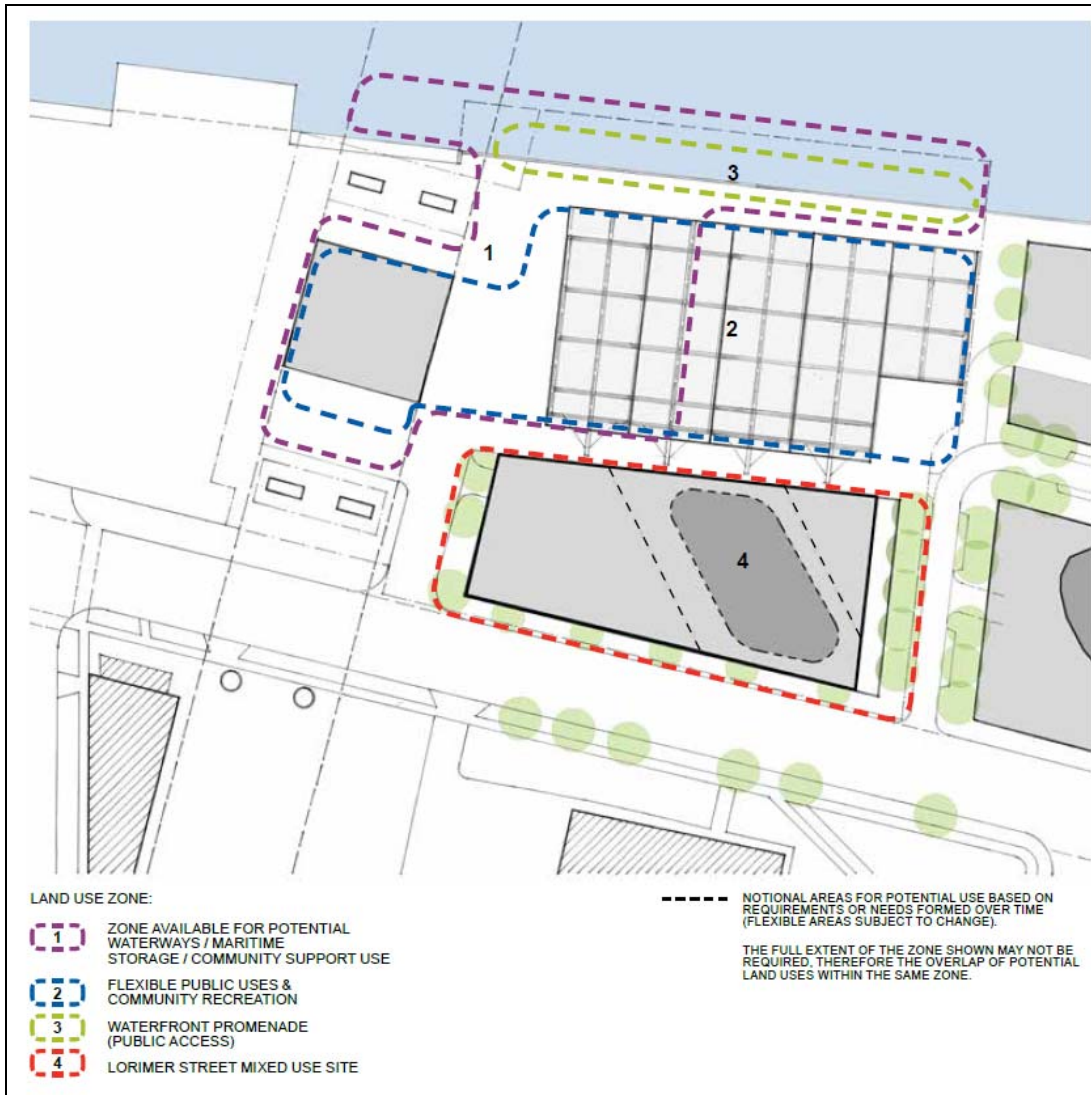
3. THE PROPOSAL

Development Victoria has submitted an application to the DELWP to amend the existing approved Yarra's Edge Bolte Precinct Development Plan 2013 to introduce an addendum Development Plan (DP) for the Bolte Precinct West Site.

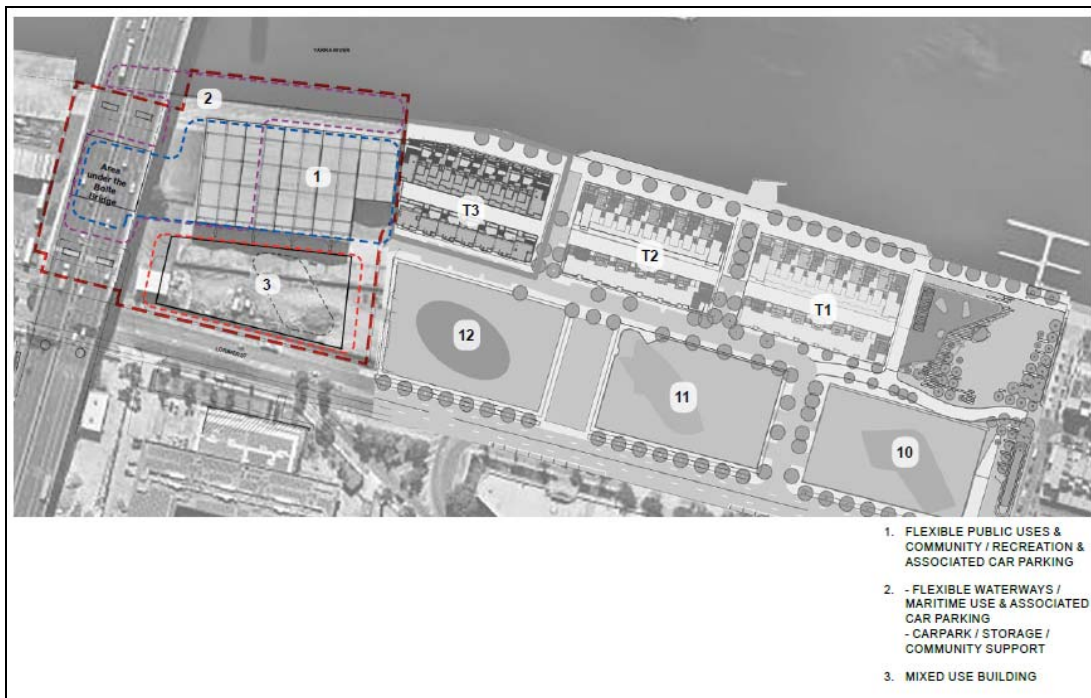
The addendum to the development plan will supersede all previous Section 5 commentary in the Yarra's Edge Bolte Precinct Development Plan and results in revised building heights, building envelopes, uses and open space provisions.

The proposed addendum notes that the Bolte Precinct West site is to be a mixed use precinct that incorporates a dynamic blend of commercial and residential uses, as well as community recreation and open space areas and the City of Melbourne waterways functions.

The Vision of the DP addendum allows for a flexible response to the final uses on the site dependent on future ownership arrangements as can be seen in the diagrams below:

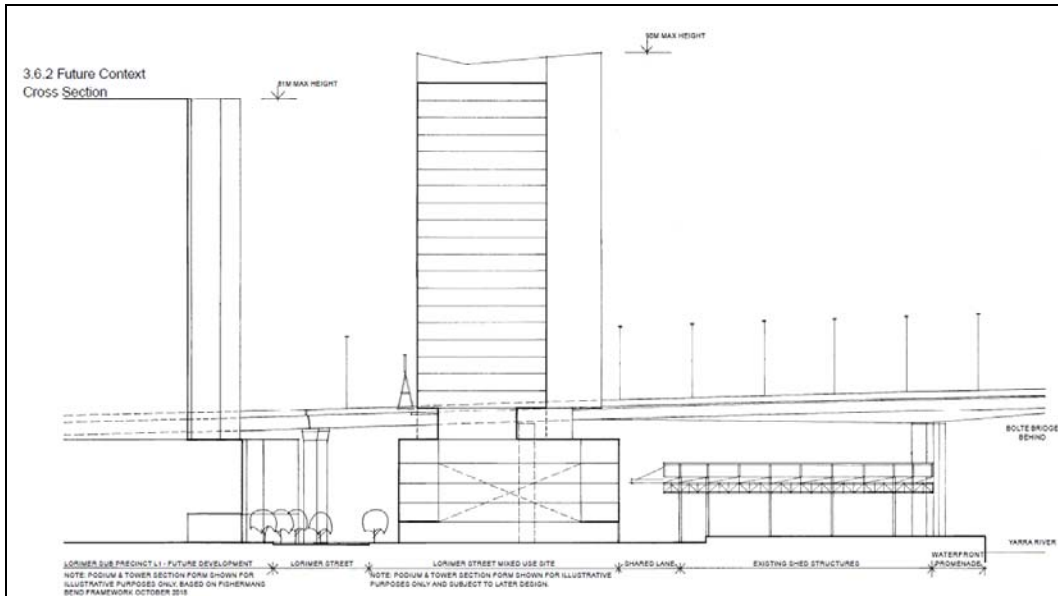


Bolte Precinct West Addendum Vision – Source: Application Documentation



Bolte Precinct West Land Use – Source: Application Documentation

The DP addendum sets out a series of proposed Built Form Principles that will be required to be adhered to in any future development application. The development parcel within the DP allows for flexibility in any future design while setting an indicative height for future built form at a maximum of 90 metres.



Indicative Future Context – Source: Application Documentation

In regard to the mix of uses on the site, the following table has been included in the DP addendum to provide an overarching guide of the areas anticipated.

RESIDENTIAL ASSUME 75% EFFICIENCY AND AVERAGE 70M ² APARTMENT SIZE	
APPROX GFA TOWER =	16,500M ² (20 LEVELS)
APPROX GFA PODIUM SLEEVE =	2,190M ² (2 LEVELS ASSUMED)
APPROX TOTAL NO. OF APARTMENT =	200
COMMUNITY SERVICES / COMMERCIAL GROUND LEVEL	
APPROX GFA =	1,420M ²
MIXED USE COMMERCIAL	
APPROX GFA PODIUM SLEEVE =	2,190M ² (2 LEVELS ASSUMED)
SERVICE & CAR PARKING ASSUME 37M ² PER CAR SPACE	
APPROX GFA PODIUM LEVELS 1-4 =	8,220M ²
APPROX. TOTAL NUMBER OF CARS =	220
FAR (LORIMER STREET MIXED USE SITE ONLY - INCLUDES EAST SETBACK, WEST SETBACK ALLOWANCE & SOUTH SETBACK FROM TITLE LINE)	
GFA BUILT FORM =	32,500M ²
DEVELOPABLE SITE AREA =	4095M ²
FAR =	7.9:1
NOTE: IF FAR CALCULATED USING FULL SITE AREA INCLUDING SHEDS AND AREA BENEATH BOLTE BRIDGE (15,825M ²) FAR = 2.05:1	
ALL AREAS ARE APPROXIMATE AND SUBJECT TO LATER DESIGN. ALL AREAS SHOWN HAVE GENERALLY BEEN MEASURED FROM DRAWINGS PRODUCED AT THE DEVELOPMENT PLAN STAGE AND ARE APPROXIMATE AND FOR ILLUSTRATIVE PURPOSES ONLY. HAYBALL ACCEPTS NO LEGAL RESPONSIBILITIES FOR ANY DECISION, COMMERCIAL OR OTHERWISE, MADE ON THE BASIS OF THE INFORMATION PRESENTED.	

Indicative Future Context – Source: Application Documentation

4. PLANNING SCHEME PROVISIONS

The following provisions of the Melbourne Planning Scheme apply:

State Planning Policies	<p>Clause 11 – Settlement</p> <p>Clause 12 – Environmental and Landscapes</p> <p>Clause 13 – Environmental Risks and Amenity</p> <p>Clause 15 – Built Environment and Heritage</p> <p>Clause 16 – Housing</p> <p>Clause 17 – Economic Development</p> <p>Clause 18 – Transport</p> <p>Clause 19 – Infrastructure</p>
Municipal Strategic Statement	<p>Clause 21.06 Built Environment and Heritage</p> <p>Clause 21.07 Housing</p> <p>Clause 21.08 Economic Development</p> <p>Clause 21.09 Transport</p> <p>Clause 21.10 Infrastructure</p> <p>Clause 21.13-2 Docklands</p>
Local Planning Policies	<p>Clause 22.2 Sunlight to Public Spaces</p> <p>Clause 22.18 Urban Design within the Docklands Zone</p> <p>Clause 22.19 Energy, Water and Waste Efficiency</p> <p>Clause 22.23 Stormwater Management (Water Sensitive Urban Design)</p>

Statutory Controls	
<p>Clause 43.04</p> <p>Development Plan Overlay, Schedule 2 – Yarra’s Edge Precinct</p>	<p>The purpose of a Development Plan is to identify areas which require the form and conditions of future use and development to be shown before a permit can be granted to use or develop the land.</p> <p>The DPO specifies requirements for the content of a development plan and contemplates that development plans may be amended.</p> <p>Specifies decision guidelines for assessing an amendment to a development plan.</p> <p>Once a development plan (or amended development plan) has been endorsed as being to the satisfaction of the responsible authority, separate planning applications will need to be lodged for the individual stages of development.</p> <p>The following statutory controls will apply to the future development of the land. A permit granted must be generally in accordance the with the development plan.</p>
<p>Clause 37.05</p> <p>Docklands</p>	<p>The purpose of DZ2 is:</p>

<p>Zone, Schedule 1 – Yarra’s Edge Precinct</p>	<ul style="list-style-type: none"> To provide for a range of residential, commercial, recreational, business and leisure uses within a mixed use environment. To provide for medium to high residential density and a variety of dwelling types that acknowledge the location adjoining the Yarra River. 								
<p>Clause 43.04 Design and Development Overlay, Schedule 12 (Noise Attenuation Area)</p>	<p>Seeks to ensure that 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.</p>								
<p>Clause 43.04 Design and Development Overlay, Schedule 49 Area 1 Yarra’s Edge Precinct</p>	<p>Schedule 49 to the DDO applies specifically to the Yarra’s Edge Precinct and provides height requirements for the various areas, and identifies minimum widths for waterfront promenades.</p> <p>Table 1 to Schedule 49</p> <table border="1" data-bbox="432 999 1195 1317"> <thead> <tr> <th>Area</th> <th>Maximum building height</th> </tr> </thead> <tbody> <tr> <td>DDO49-A1</td> <td>30m except for: <ul style="list-style-type: none"> A single or twin 130m tower on the Bourke Street axis A 75m tower on the Little Bourke Street axis A 135m tower on the Collins Street axis </td> </tr> </tbody> </table> <p>Table 2 to Schedule 49</p> <table border="1" data-bbox="432 1361 1195 1525"> <thead> <tr> <th>Area</th> <th>Minimum width of waterfront promenades</th> </tr> </thead> <tbody> <tr> <td>DDO49</td> <td>15m wide waterfront promenade</td> </tr> </tbody> </table> <p>A permit is required if the requirements are not met.</p>	Area	Maximum building height	DDO49-A1	30m except for: <ul style="list-style-type: none"> A single or twin 130m tower on the Bourke Street axis A 75m tower on the Little Bourke Street axis A 135m tower on the Collins Street axis 	Area	Minimum width of waterfront promenades	DDO49	15m wide waterfront promenade
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Area	Minimum width of waterfront promenades								
DDO49	15m wide waterfront promenade								
<p>Clause 45.07 City Link Project Overlay</p>	<p>This Overlay affects the western end of Yarra’s Edge and relates to impacts on the Melbourne City Link Project.</p>								
<p>Clause 45.09 Parking Overlay, Schedule 11 (Docklands – Yarra’s Edge)</p>	<p>Notes that a permit is required for a public car park facility.</p> <p>A permit is required to provide car parking spaces in excess of the maximum number specified in the Table below.</p> <p>Sets out maximum car parking rates for various land uses including:</p> <ul style="list-style-type: none"> 2 spaces to each dwelling 2 spaces to each 100m² of office gross floor area 								

	<ul style="list-style-type: none"> • 4 spaces to each 100m² of retail gross floor area • 1 space to each 150m² of industry gross floor area • 1 space to each 100m² of gross floor area for any other use
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Particular Provisions	
Clause 52.06, Car Parking	A permit is required to: Provide more than the maximum parking provision specified in a schedule to the Parking Overlay.
Clause 52.34, Bicycle Facilities	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 reduce or waive the bicycle parking requirement.
Clause 52.29, Land Adjacent To a Road Zone, Category 1 or a Public Acquisition Overlay for a Category 1 Road	Pursuant to Clause 52.29, a permit is required to create or alter access to a road in a Road Zone, Category 1.
Clause 52.36, Integrated Public Transport Planning	An application for in excess of 60 dwellings must be referred to PTV for comment.

General Provisions	
Clause 61.01 – Administration and enforcement of this scheme	The Minister for Planning is the responsible authority for this planning permit application as the total floor area of the development exceeds 25,000 square metres.
Clause 65 – Approval of an application or plan	Sets out matters that the responsible authority must consider before deciding on an application.

5. PUBLIC NOTIFICATION

Section 3.0 of Schedule 2 to the Development Plan Overlay specifies that, in assessing an amendment to a Development Plan, the responsible authority (i.e. the Minister for Planning) should, among other things, consider the views of the City of Melbourne.

The application was therefore referred to Council.

6. CONSULTATION

The original application was lodged by Development Victoria (DV) in December 2016. Following discussions between DV, the City of Melbourne and DELWP, DV sought to address and accommodate comments and concerns raised by the agencies and provided a revised Development Plan addendum.

In particular the following commentary was provided by DV with the associated amendments adopted (summarised):

- The key transition perceived from the public realm is the transition of 'podia-to-sheds-to-riverside' – transitioning down to the river and requiring a high quality podium design. It is considered that the tower height shown is appropriate to the context of Yarra's Edge and to the future tower heights in the adjacent Lorimer Precinct – see 3.6.2 Future Context Cross Section.
- The tower form is located toward the eastern end of the site, as a partial focal point at the end of Ingles Street - see 3.6.7 View Analysis. This location also helps to mitigate amenity issues and it is turned onto a north west-south east axis to deal with wind issues known to be prevalent in Docklands.
- Full sleeving at ground level has been adopted. Upper podium level sleeving has been adopted to the north, east and part-south facades to ensure an appropriate active response to the public realm.
- Views analysis has generated the current built form proposals – see 3.6.7 View Analysis.
- A midblock link / arcade is not considered appropriate, as it is likely to become inactive due to the primacy of the other two routes from Lorimer Street to the sheds and riverside. The eastern route has been substantially widened by a generous street-wall setback forming a 'promenade to the river'.
- References to further opportunities for connectivity with the Port of Melbourne have been removed, and a S173 to confirm residents' understanding of the Ports functions proposed – see 3.6.9 Amenity Analysis.
- CoM Engineering Services comments have been acknowledged and incorporated where appropriate. However, it is considered that this DP Addendum is not the appropriate mechanism to provide additional details on potential pedestrian bridges, junction signalisation or public transport contributions.
- Key elements of the Fisherman's Bend Framework (October 2018) have reviewed and incorporated into the urban design analysis underpinning the Addendum.
- The amenity of future sensitive uses has been acknowledged and appropriate design measures have been identified – see 3.6.9 Amenity Analysis (based on the findings of the GHD report, submitted with the July 2018 DP Addendum).
- A table of key development data has been provided for the Lorimer Street site on page 29, including approximate GFA, FAR, apartment and parking numbers. Approximately 220 parking spaces could be achieved, representing a parking ratio of approximately 1:1 for residential, and an allowance for commercial uses.

7. REFERRALS

The application was referred to the following areas of the City of Melbourne for comment, with responses summarised below:

7.1. Engineering Services Group – Traffic

The application was referred to the City of Melbourne's Engineering Services Group (ESG) who provided comments on the proposal. Within the subsequent revised Addendums to the Development Plan changes were made in response to comments from Traffic. The following matters remain unresolved from Traffic's perspective:

- Given the poor public transport provision to this site, car usage is likely to be higher than at other developments located close to the CBD. The developer should therefore consider financially supporting an improved bus service for the first few years of occupation, to encourage bus use by residents / visitors, until such time as the service becomes economic to run in its own right.
- Lorimer Street represents a significant barrier to pedestrians, due to the lack of a formal crossing facility. This hinders pedestrian access across the street, further discouraging public transport use as the westbound bus stop is located on the south side of the street.
- There is a lack of funding commitment for the future links in the pedestrian network, such as the "potential" pedestrian bridge linking the site to Bourke Street.
- The Addendum states: *"From the south, pedestrian access is achieved from the existing Lorimer Street crossing point at Graham Street and the possible future Lorimer Street crossing point at Ingles Street".* If in fact the signalisation is required by the planning condition, then this statement should be changed to indicate that the signalisation will be undertaken, rather than only being 'possible'. As previously advised, the signalisation is vital to ensure the safe / efficient operation of the Ingles / Lorimer Street intersection and the provision of adequate / convenient access to and egress from the precinct. The proposed land uses, including the public car park under the bridge, further serve to justify the need for the upgrading of this intersection. The developer must fully commit to funding the signalisation prior to the completion of this development

7.2. Engineering Services Group – Waste

Any development in the area will require a Waste Management Plan to be submitted and approved by the City of Melbourne's Waste Services team.

7.3. Engineering Services Group – Civil

A number of detailed conditions have been recommended, however these would be more applicable to individual development applications.

In accordance with the consideration of other Development Plans in Docklands, the following Civil comments are relevant:

- Any structure affecting the Yarra River edge and / or encroaching into the Yarra River must be undertaken in consultation with Melbourne Water, Parks Victoria and City of Melbourne and the works performed to the requirements of relevant Authorities.

- Pursuant to the Road Management Act 2004 (the Act) any works within the road reserve of Lorimer Street, an arterial road, requires the written consent of VicRoads, the Coordinating Road Authority.
- The works shall be undertaken in accordance with the current Docklands Design and Construction Standards for Infrastructure Works.

7.4. City Design Studio

The application was referred to the City of Melbourne's City Design Studio team who offered the following comments in relation to the public realm on the originally lodged Addendum to the Development Plan:

For the purposes of this referral, and with reference to the retention of portions of the shed over future open space, we note from meetings that Placemaking and Engagement and Urban Sustainability are broadly in support of the Addendum. In the light of this we have no comments specific to the sheds.

Section 3.1 of the Addendum ('Vision') includes under subsection 1 'Community Open Space' a number of 'possible amenities' to be provided in conjunction with the sheds. This acknowledges that the final form of this component and indeed the remainder of the Bolte Precinct West will be subject to a design and documentation process. Section 3.5.3 of the Addendum refers to manuals, guidelines and approval groups relevant to the public realm design process. The first paragraph of this section should be amended as follows to confirm aspects of the design process and to update the names of approval areas of the City of Melbourne:

First paragraph – *'The design of the precinct and the selection of materials for the precinct.....Notes). The design and details of any future public realm elements are to be approved by the City of Melbourne's Engineering Services Group, Urban Sustainability Branch, City Design Studio Design Branch and Parks and Waterways.*

The revised Development Plan incorporated the above change and City Design Studio had no further comments.

7.5. Open Space Planning, Parks and Waterways

Open Space Planning

The City of Melbourne's Open Space Planning team suggested that, within the Vision of the plan, the area below the Bolte Bridge could also be explored for hard surface recreation opportunities, not just as a car park.

The updated Development Plan Addendum makes reference to this area as being a 'flexible public use and community recreation' area.

Parks and Waterways

The City of Melbourne's Waterways team has been involved in ongoing discussions with relevant stakeholders in regard to part of the site covered by the Development Plan addendum.

The Waterways Team is supportive of the proposal and has provided the following comments:

The only item to note is that it's critical that any on land components proposed for waterways activities (working quay) be connected to the water. This may require promenades to be a shared space and as such may not be accessible to the public for short periods, for example when transferring goods to a vessel. Design elements will also need to take into account waterfront connections and may need to consider activities like truck access close to the water's edge, approximately 90m East from the East drip line of the Bolte Bridge.

7.6. Urban Forest and Ecology

The City of Melbourne's Urban Forest and Ecology team has reviewed the proposal and made the following comments:

Section 3.5.4 of the application document addresses the opportunities for tree planting within streets and open spaces and references the Urban Forest Strategy. It is considered that significant opportunities for additional greening, including tree planting, will be provided by the development and is therefore supported.

Lorimer Street is the primary street in the area and forms the southern boundary to the application site. Existing trees along Lorimer Street are largely contained within the application site, although a number have already been removed. Trees in public land adjacent to the application site are located in the central median of Lorimer Street and under the Bolte Bridge structure on the southern site boundary. The impact of the proposal on these is not clear and as such will need to be addressed.

CoM Urban Forest and Ecology have been involved with tree planting pit design and species selection in other phases of the areas redevelopment, such as Point Park. Whereas this proposal does reference the Urban Forest Strategy and Urban Forest Diversity Guidelines, specific details on planting pit design, soil specifications and volumes and species selection will be critical for successful tree establishment and future, their health and longevity.

It is noted that any future application will be required to provide detail on any potential impact on existing street trees as well as an indication of where proposed trees will be planted to the satisfaction of the City of Melbourne's Urban Forest and Ecology team.

7.7. Urban Design

The originally submitted Development Plan addendum was reviewed by Urban Design and various issues were raised. In regard to the revised Development Plan and following various workshops with the applicant and DELWP the following comments were provided:

The key conclusions / recommendations from Urban Design are noted below, with a comment as to how each has been addressed.

- *Elevate the role of the precinct as an important node / destination for the surrounding precinct, especially Lorimer. Connections from the Lorimer Precinct through the site to the Yarra River must be visible and legible. This must be a key design principle.*
 - This has been emphasised in the text, but is not a key design principle. We recommend this is highlighted as a key design principle.
- *Refine site planning principles to ensure the building envelope does not result in a 'full build out' as currently shown. A key view analysis is required to inform the shape of the podium and tower.*

- A key view analysis has been provided at 3.6.7. This outlines views to the heritage sheds, Yarra River and to Bolte Bridge from key locations within the public realm and future development in the Lorimer precinct.
 - We support setting back the podium edge by a further 7.5m to allow views through to the heritage sheds and river.
 - We support the shape and location of the tower. It provides a slender tower form along the axis of Ingles Street, but still allows generous space to view the Bolte Bridge in the background.
 - The future context cross section at 3.6.2 has been updated to show a more contextual response of the podium and tower. The podium aligns with the edge of the Yarra Edge, providing a consistent Street edge. The podium and tower also respond to the datum of the Bolte Bridge.
 - We also support the podium being slightly higher than the heritage sheds to provide a solid background to read the profile of the sheds.
 - The 90m height of the tower can be supported as its location in the south east corner provides adequate separation from the Bolte Bridge and provides a transition in height from the adjacent 135m height of towers within the Yarra's Edge precinct.
 - Overall we are comfortable with how the key views have informed the built form principles.
- *Update site planning principles to highlight how a future design will respond to the specific opportunities and constraints of the site, including key views to the Heritage Sheds, Yarra River and other local landmarks such as the Bolte Bridge.*
 - This is clearly shown in the View Analysis that has been included in 3.6.7.
 - *Investigate ways to further break down the urban structure, including a mid-block link or arcade through the ground level of the podium. This should be shown on the Development Plan.*
 - A mid-block link or arcade through the podium has not been provided. However, the setback to the eastern edge has been increased by 7.5m. This allows a road reserve of 29m approx. and views through to the heritage sheds and river from the intersection of Ingles and Lorimer Street. The function of this street is critical as it will become the key connection from the Lorimer Precinct to the river. The current form of the podium can be supported if the role of the links either side are elevated in the Development Plan.
 - *A street section for each street has been provided, but this would be enhanced with a site design principle that outlines the role, function and character of each street.*
 - If a through block link can't be achieved within the podium, then the public interface to Lorimer Street and the proposed boulevard link must provide clear design guidance to promote connections through the site. Built form principles have been included as per our recommendations to ensure a high quality podium is achieved and sleeved with active uses.
 - *Update the site analysis plan, future context plan, and opportunities and constraints plan to reflect the changes outlined in the Draft Fishermans Bend Framework Plan and other key strategic documents.*
 - Key elements of the *Fisherman's Bend Framework (October 2018)* have been incorporated into the site analysis plan.

Following the submission of further information by the applicant in response to the advice noted above, Urban Design provided further comments in relation to specific sections of the Development Plan Addendum:

2.2 Existing Conditions

- Update existing conditions plan to show key views / images to the sheds and the Yarra River from the broader public realm, particularly from Ingles street and the future Lorimer Precinct.

(All comments relating to views have been addressed by the addition of 3.6.7 View Analysis – Key Views and 3.6.7 View Analysis – Photos montage).

2.4 Site Opportunities and Constraints

- Notes on this page have been addressed by the addition of 3.6.7 View Analysis – Key Views and 3.6.7 View Analysis – Photos montage

2.5 Site Planning Principles

- Comments relating to views have been included in 3.6.7 View Analysis – Key Views and 3.6.7 View Analysis – Photos montages.

2.5.5.5 Scale and Massing

- Additional built form principles outlined in the formal urban design advice has been included as discussed above.

2.5.6.3 Access

- Identify mid-block pedestrian link - discussed above.

2.5.6.4 Access

- No daily traffic movements to the internal street, service and emergency vehicles only. (this note needs to be included)

2.5.8 Sustainability

- Consider the potential flood impacts identified in this area. How will levels within the public realm and the ground floor of the mixed-use building mitigate flood risk.

3.3 Urban Structure

- It needs to be clear that the scale and form of the building envelope must be further subdivided to provide greater visibility and permeability to the shed structure and public space from within the Lorimer precinct. (This has been addressed through the setback to the eastern edge of the podium to allow views from Lorimer to the heritage sheds as discussed above.)

3.4.1 Vehicles

- Indicate this is for service and emergency vehicles only. (This is noted elsewhere – not critical)

3.4.1 Pedestrians / Bicycles

- Indicate future Docklands cycle bridge. (This is noted elsewhere – not critical)

3.5.2 Street Widths

- Refer to comments under 'interfaces' in formal urban design advice. (It's not clear how these points were to be incorporated)

3.6.2. Lorimer Street Mixed Use Site

- The tower footprint currently has been refined to address comments as discussed above.

3.6.3 Lorimer Mixed Use Site Design Considerations

- Include a point about a building form that allows views from the Lorimer Precinct to the existing sheds / community and Yarra River, particularly from Ingles and Lorimer Streets. (This has been addressed through the revised tower footprint)
- Show a publicly accessible ground floor arcade, that links Lorimer Street to the sheds. (This has not been included – see comments above.)

7.8. Placemaking and Engagement

The City of Melbourne's Placemaking and Engagement team has been in discussions with relevant stakeholders regarding the future use and ownership of the land in question. The following comments have been provided in relation to the proposed Addendum to the Development Plan:

The strategic need for marine vessel refuelling and associated maritime uses at this location has been detailed within the *Docklands Waterways Strategic Plan*. Additionally, the *Docklands Community and Place Plan* nominates the "delivery of a marine precinct that includes space for commercial service providers, a regulatory centre and a facility for servicing and maintenance" as a priority.

These strategic documents were prepared by the City of Melbourne, Places Victoria / VicUrban and Parks Victoria to ensure adequate infrastructure is provided to facilitate the urban renewal of Docklands.

Whilst the Development Plan addendum makes reference to land as *expected* or *anticipated* to accommodate Council functions, there is currently no agreement to purchase or occupy the land, nor is there any obligation to enter into such an agreement. The City of Melbourne continues to work with Development Victoria to investigate how marine operations in the Docklands can best be managed and facilitated.

Discussions in regard to future ownership of the site are ongoing.

8. ASSESSMENT

In assessing any amendments to the approved Development Plan, the following should be considered:

- The purposes of the zone, overlays and any other relevant provisions of the planning scheme.
- Pedestrian and vehicle movement networks, both internal and external to the site.
- The impact of the proposed development on heritage places.
- The treatment of the public realm.

The addendum to the approved 2013 Yarra's Edge Bolte Precinct Development Plan proposes to alter the development outcome for the Bolte West precinct in built form outcomes, public realm and land use terms. The key issues arising from these changes are:

- Land Use
- Built Form, including height and setbacks

- Public Realm Considerations
- Wind Conditions and Shadowing Impacts
- Parking, Traffic and Waste

Each are addressed in turn below:

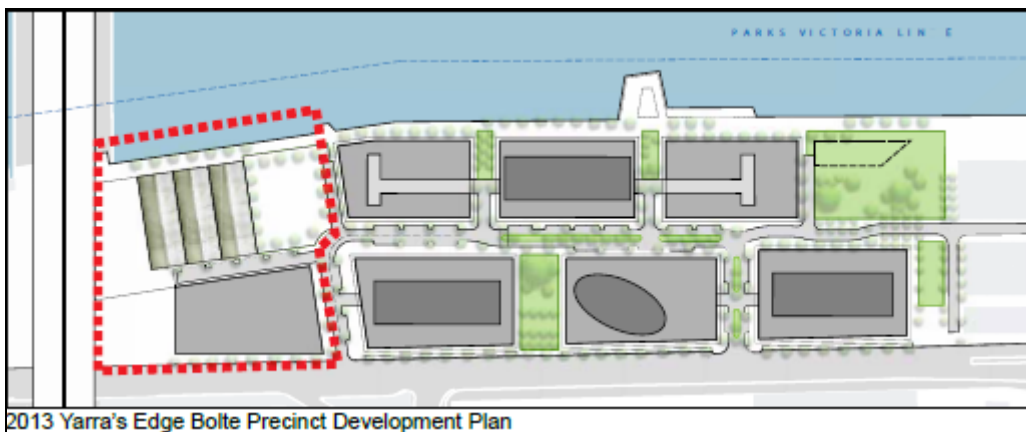
8.1. Land Use

The Municipal Strategic Statement (MSS) identifies Docklands as being an Urban Renewal Area. Clause 21.13-2 supports residential development in Docklands that complements its other functions and encourages medium to high residential density. Specifically mixed use development is supported in Yarra's Edge, including office and commercial development. Active uses in areas fronting the waterfront are further encouraged, to promote maximum usage and activity at the waterfront.

The proposed land uses as outlined in the proposed Development Plan provide for a true Mixed Use precinct at the western edge of Yarra's Edge including the potential for flexible public uses, community / recreation and associated parking, flexible waterways / maritime use and associated car parking and a mixed use building providing commercial, retail and residential with the potential for a future Health and Wellbeing Hub of between 850m² – 1500m². Given the direction within the Melbourne Planning Scheme, provided that adequate infrastructure, public open space, services and facilities can be provided to support any additional population (discussed below), there is no objection to the proposed land use direction.

8.2. Built Form, including Height and Setbacks

The 2013 Yarra's Edge Bolte Precinct Development Plan (DP) was prepared with the understanding that the Metropolitan Fire Brigade (MFB) emergency service centre was to be developed on the Bolte Precinct West site. The DP had provision for a 50 metre tall building nominated as commercial use on the site with the retention of three bays of the sheds fronting the Yarra and an open space area as depicted in the diagram below. The MFB subsequently confirmed it no longer wanted to pursue this offer.



Yarra's Edge Bolte Precinct Development Plan 2013 – Source: Application Documentation

The principle guiding policy for built form in Docklands is Clause 22.18 Urban Design within the Docklands Zone which promotes design excellence in buildings and encourages diversity and complementary design between buildings and public spaces with the aim of creating a destination with a unique character and sense of place.

The policy differs from Clause 22.01 Urban Design in the Capital City Zone, as it does not encourage a particular model of development, such as the podium and tower format of buildings, as is encouraged in the Capital City Zones. Rather, design excellence and innovative design which considers a range of themes relating to street frontages and pedestrian and vehicle networks, responsiveness to the site, waterfront and public realm are encouraged.

Relevantly, Clause 22.18 includes the following design principles:

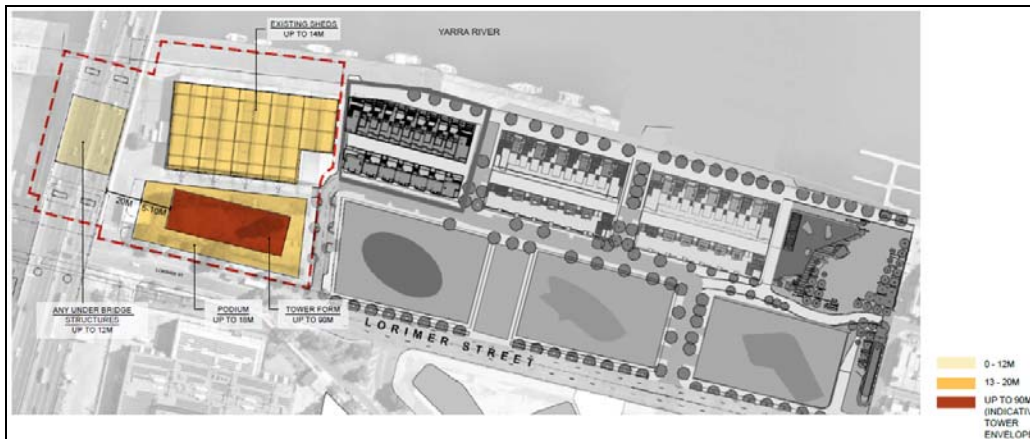
- Create “active” streets throughout Docklands with new development incorporating active ground level frontages which enliven and energise public streets and spaces.
- Ensure ground level uses are occupied wherever possible by shops, cafes, offices and similar functions of high activity.
- The facades of buildings should be attractive to passing pedestrians, with blank walls strongly discouraged. Interest should be provided by window and door openings into activities, displays, and by rich architectural detailing. Pedestrian entries should be clearly visible from the public domain.
- Safe, comfortable and direct pedestrian routes, which are fully accessible by day and night, should be provided throughout Docklands.
- Integrated parking structures must maintain active and attractive frontages to the streets; vehicles should not be visible from street level and the standard of architectural design must meet that for any other use within the Docklands.
- Attractive pedestrian and cycle networks should be provided to encourage walking, cycling and the use of public transport as the primary means of moving around Docklands.
- Development should generally be constructed to the street boundary to define and enclose streets and other public spaces, creating continuous street frontage whilst allowing variations in individual buildings and uses.
- Streetscapes should maximise opportunities as social spaces and places for public activity.
- Development should create new and interesting vistas from both land and water. Vistas to the water and to the city skyline should be maximised.
- Where possible, public open space should be co-located with community services and civic facilities.
- Sufficient space should be provided for maritime waterfront uses and activities, including active waterfront facilities.
- Development should provide full public access along the waterfront promenade that accommodates a mix of uses, diverse structures, gathering spaces, activities and points of interest.

Given the withdrawal of the MFB and the evolving context of Yarra’s Edge and Fishermans Bend, a new vision has been prepared for the site having regard to nearby uses and site opportunities and constraints. This has resulted in the Development Plan addendum seeking higher density built form along Lorimer Street in a tower and podium configuration. The Development Plan addendum notes the following within Section 3.3

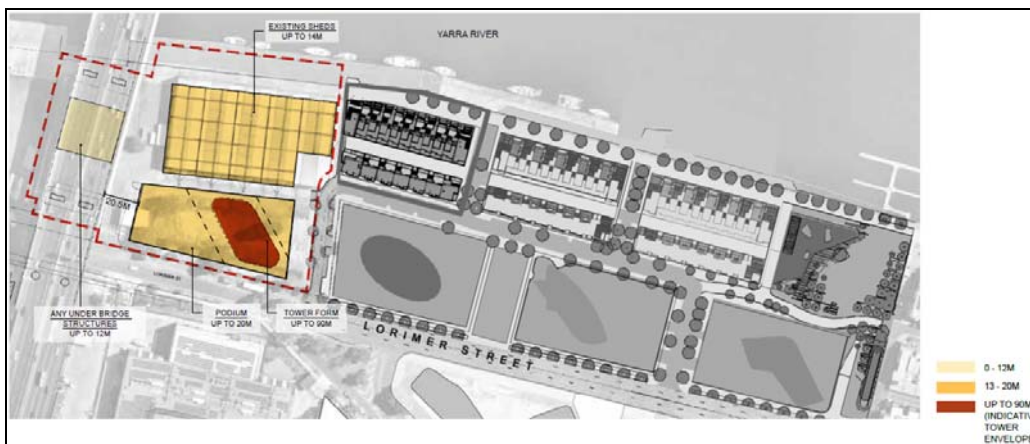
‘The Urban Structure of the precinct is closely aligned to the Urban Structure established in the Yarra’s Edge Bolte Precinct Development Plan with taller built forms along Lorimer Street and lower built forms fronting the river.’

Concerns were originally raised with the breadth of the tower form indicated within the Development Plan and the associated impacts this may have. As a result the applicant undertook further work on the fundamental design principles of the tower resulting in a modified form that represents a more realistic tower podium configuration for this area of Docklands taking cues from previous tower developments along Yarra's Edge.

The morphing of the tower and podium configuration within the addendum can be seen below:



Bolte Precinct West Addendum July 2018 – Source: Application Documentation



Bolte Precinct West Addendum November 2018 – Source: Application Documentation

The amended form shows the tower now being located toward the eastern end of the site to create a partial focal point at the end of Ingles Street. View analysis has been undertaken and incorporated into the Development Plan highlighting the potential view lines of any future tower and how it may fit within the emerging built form context. The City of Melbourne's Urban Design team made the following comment on the revised podium tower form:

We support the shape and location of the tower. It provides a slender tower form along the axis of Ingles Street, but still allows generous space to view the Bolte Bridge in the background.

Importantly it is noted that the proposed Development Plan addendum also incorporated an increased setback of the podium edge from the east by 7.5 metres compared to the original footprint, allowing for views through to the existing sheds and river when looking north through the site.

In regard to the indicative podium height of up to 20 metres and overall height of the tower up to 90 metres, the City of Melbourne’s Urban Design team has noted:

The future context cross section at 3.6.2 has been updated to show a more contextual response of the podium and tower. The podium and tower also respond to the datum of the Bolte Bridge.

We also support the podium being slightly higher than the heritage sheds to provide a solid background to read the profile of the sheds.

The 90m height of the tower can be supported as its location in the south east corner provides adequate separation from the Bolte Bridge and provides a transition in height from the adjacent 135m height of towers within the Yarra’s Edge precinct.

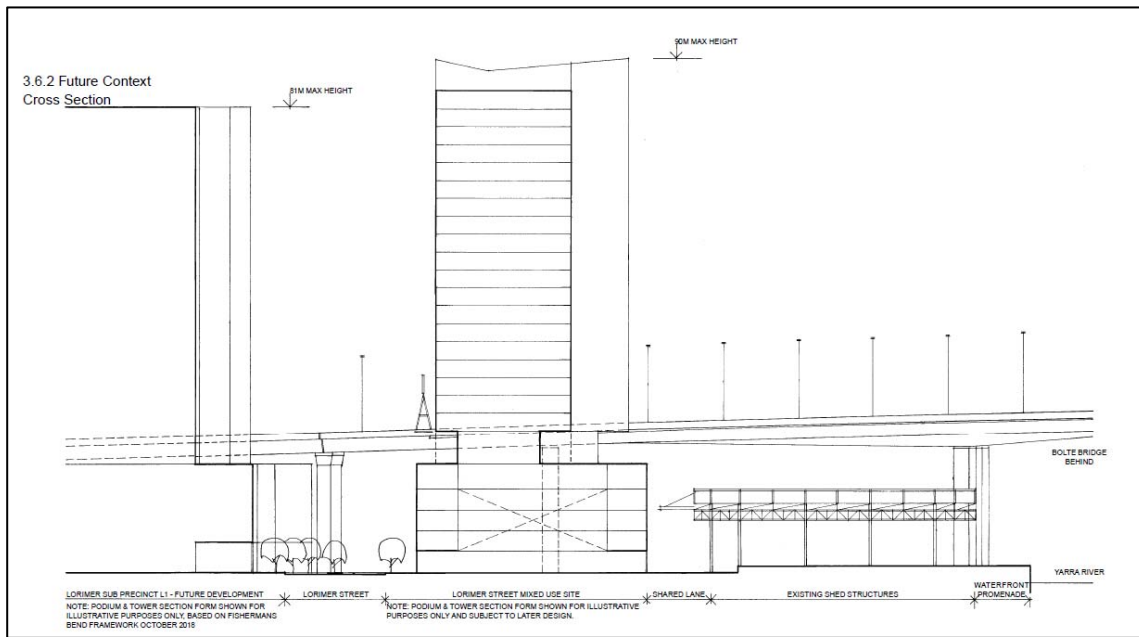
A comparative height analysis of the subject site in relation to other developments along Yarra’s Edge is provided in the below section:



Comparative Building Height Elevation – Source: Application Documentation

The proposed podium and tower heights are considered to appropriately respond to the existing and emerging character of this end of Yarra’s Edge. Importantly the Development Plan addendum has been updated to take into consideration the Fisherman’s Bend Framework (October 2018) noting the site has boundaries with two precincts within the framework (Lorimer precinct to the south and the Employment precinct to the west).

Having regard to the built form direction to the south within the Lorimer precinct it is noted that the proposed Bolte West Tower would sit in the order of 9 metres above the allowable height within the Fisherman’s Bend Urban Renewal Area at the interface. The below diagram has been provided to illustrate the potential built form over Lorimer Street to the south of Bolte Precinct West:



Future Context Cross Section – Source: Application Documentation

It is considered that the proposed height of the Bolte West tower is acceptable within the context of the northern side of Lorimer Street having regard to the existing character and Yarra’s Edge Bolte Precinct Development Plan. The proposed height will allow for an appropriate transition into the Lorimer precinct and will not be at odds with the future built form direction of the Fisherman’s Bend Framework.

In regard to design principles for the podium and its future interaction with the street the Development Plan addendum has incorporated detail around the sleeving of the podium with active uses to ensure a high quality podium on the site. While there are still areas within the upper levels of the podium that will inevitably have an interface with the street, these are encouraged to be minimised where possible.

The diagrams within the Development Plan addendum that highlight the requirement for active edges within the podium are shown below:



Proposed uses diagram – Source: Application Documentation

It is noted the only other proposed significant built form on the site is potentially underneath the Bolte Bridge up to a height of 12 metres. Importantly the Development Plan provides sufficient flexibility for future uses of the land under the bridge and it is noted that any proposal will require approval from relevant authorities.

Further comments provided by the City of Melbourne’s Urban Design team in regard to built form were responded to by the applicant via updates to the Development Plan addendum and were subsequently accepted by the Urban Design team. The following points remain outstanding:

- *Elevate the role of the precinct as an important node / destination for the surrounding precinct, especially Lorimer. Connections from the Lorimer Precinct through the site to the Yarra River must be visible and legible. This must be a key design principle.*
 - This has been emphasised in the text, but is not a key design principle. We recommend this is highlighted as a key design principle.

A request for section 3.6.1 Built Form Principles to be updated to include reference to the precinct as an important node / destination for the surrounding precinct, and for connections from the Lorimer Precinct through the site to the Yarra River must be visible and legible where possible will form part of the response to DELWP.

Section 2.5.6.4 Access

- No daily traffic movements to the internal street; service and emergency vehicles only (this note needs to be included).

It is noted that section ‘2.5.6.2 Street Hierarchy states:

- Continue the extension of South Wharf Drive in the form of a new shared pedestrian, bike, service vehicle and emergency services public laneway through the site.

This shared road will require approval from VicRoads and will need to be designed to ensure the equitable use of the space by pedestrians, bicycles and vehicles. It is considered that the nature of the shared road itself will ensure a safe suitable interface between the proposed podium and tower and retained sheds.

Section 2.5.8 Sustainability

- Consider the potential flood impacts identified in this area. How will levels within the public realm and the ground floor of the mixed-use building mitigate flood risk?

It is noted that the updated Development Plan addendum provides a section on Flood Mitigation at section 3.6.8. Nonetheless it is considered appropriate to make reference for consideration of flood impacts within section 2.4.8 also and this recommendation will form part of the response to DELWP.

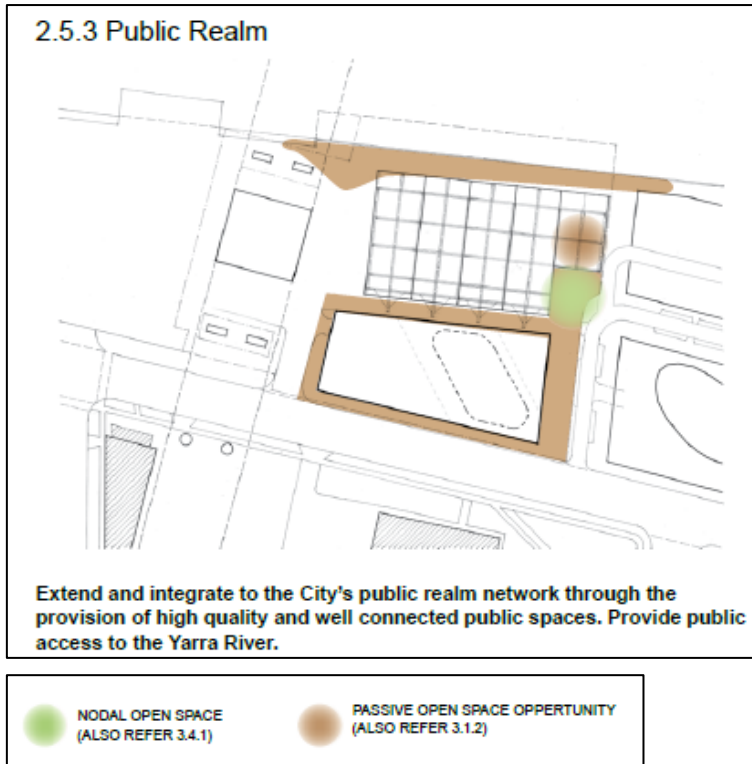
Having regard to the above, and subject to the recommendations outlined, the addendum to the Development Plan is considered to have had sufficient regard to the current and emerging context and is acceptable.

8.3. Public Realm Considerations

Clause 22.18 Urban Design within the Docklands Zone encourages the provision of a range of spaces, including water places, urban places, urban squares, promenades and precinct open spaces, both public and private, to cater for diverse activities and uses and seeks to ensure that the network of spaces is linked via public promenades, streets and pedestrian pathways or linear parklands.

The Development Plan addendum makes specific reference to the importance of public realm connections and the provision of high quality urban structures and urban amenity. One of the major objectives of the Development Plan addendum is to create community activity around the retained portion of the existing shed and to integrate maritime uses, civic space and community facilities in and around this location. Further the Development Plan highlights the potential for Community / Recreation uses within the retained shed structure but importantly it does allow for flexibility to ensure the most suitable uses can be accommodated once identified.

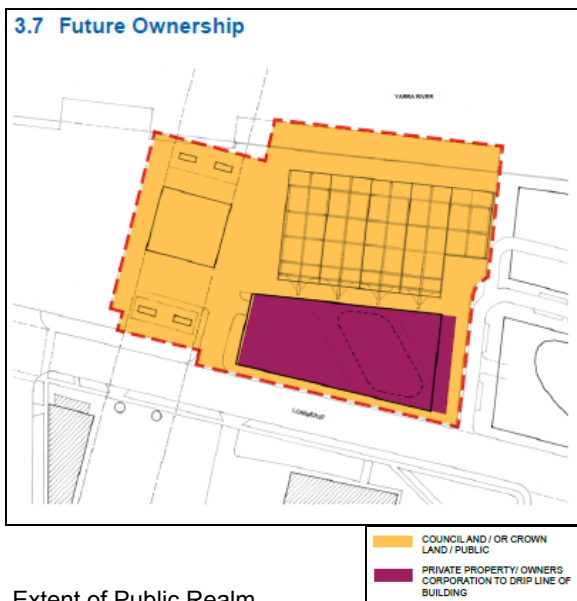
The public realm areas provided for within the Development Plan addendum are highlighted in section 2.5.3 as shown below:



Extent of Public Realm – Source: Application Documentation

The Urban Design and Open Space teams of the City of Melbourne have not raised any significant concerns with the configuration and provision of the public realm noting that further detail of these spaces will be required in any subsequent planning permit applications. Further the City of Melbourne’s teams are supportive of the proposal and the potential for waterways activities on the site.

The Development Plan provides a potential future private and public ownership diagram at section 3.7 for the Bolte Precinct West site however as suggested, discussions regarding future ownership arrangements are ongoing and there is currently no agreement to purchase or occupy the land, nor is there any obligation for Council to enter into such an agreement.

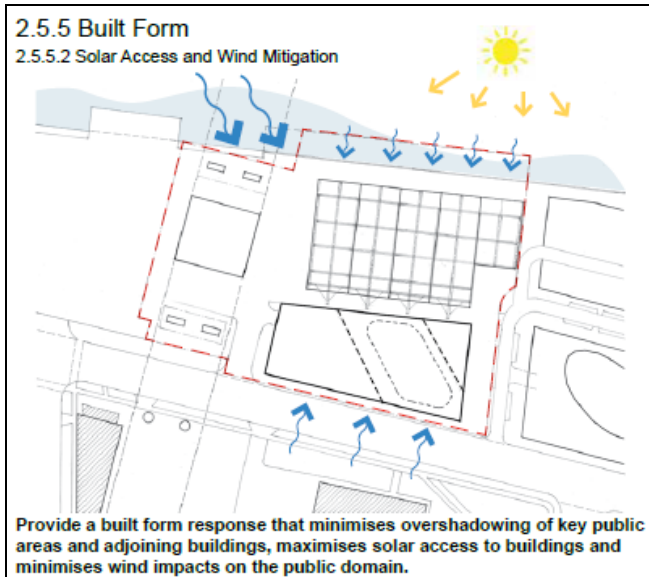


Extent of Public Realm – Source: Application Documentation

Overall the public realm has been well considered within the Development Plan addendum and will ensure that the waterfront promenade and future open space areas are constructed in line with the relevant design objectives for the area.

8.4. Wind Conditions and Shadowing Impacts

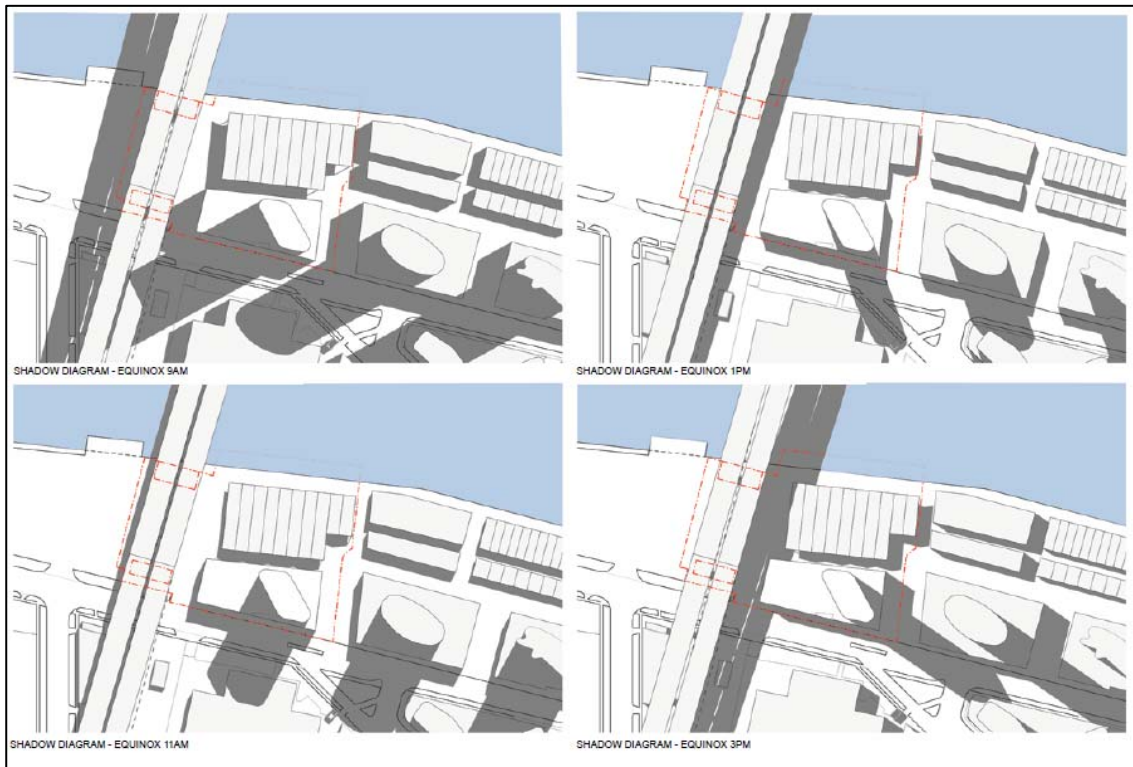
The potential shadowing of public open space areas has been appropriately addressed within the Development Plan.



Solar Access and Wind Mitigation – Source: Application Documentation

While it is acknowledged that a detailed wind assessment will be required for any future planning permit application, it is noted that appropriate wind design criteria have been built into the Development Plan addendum to ensure wind impacts are considered up front in any application.

In regard to solar access it is noted that the site enjoys a northerly aspect and the location of the proposed tower is to the south of the retained sheds which are to have no built form above. This would ensure that the built form can optimise solar access and maximise view sharing opportunities to the City and Yarra River. It is noted that the primary public domain is located adjacent to the water and as such the built form response minimises overshadowing of the public realm as highlighted below in the submitted shadow diagrams:



Shadow Diagrams for Example Tower Form – Source: Application Documentation

8.5. Parking, Traffic and Waste

The parking, traffic and waste implications of the amended Development Plan have been considered by Council's Engineering Services Group (refer to Section 7 above). While there are no in principle objections, several traffic matters remain unresolved and a response to each of these is provided below.

- Given the poor public transport provision to this site, car usage is likely to be higher than at other developments located close to the CBD. The developer should therefore consider financially supporting an improved bus service for the first few years of occupation, to encourage bus use by residents / visitors, until such time as the service becomes economic to run in its own right.*

Development Victoria (DV) provided the following response to this issue:

The bus service to Fishermans Bend has improved since the 2013 DP was approved. A negotiated approach to achieving funding to support an improved bus service could form part of planning applications within the precinct. There is no formal mechanism within the Planning Scheme which can require this contribution. It is noted that a bus shelter at the front of the subject site has been recently installed.

As per DV's response there is no formal requirement within the Planning Scheme to require funding for improved bus services however it is noted that public transport offerings to the site will only be improved as Fishermans Bend is developed and it is not considered necessary to incorporate the above requirement into the Development Plan.

- *Lorimer Street represents a significant barrier to pedestrians, due to the lack of a formal crossing facility. This hinders pedestrian access across the street, further discouraging public transport use as the westbound bus stop is located on the south side of the street.*

The development plan acknowledges and makes reference to the future signalised intersection at Lorimer and Ingles Streets.

- *There is a lack of funding commitment for the future links in the pedestrian network, such as the “potential” pedestrian bridge linking the site to Bourke Street.*

The Development Plan is not considered to be the appropriate mechanism for the funding of future pedestrian links. There are provisions within the Development Plan to provide for land to the frontage of the site for pedestrians and cyclists.

- *The Addendum states: “From the south, pedestrian access is achieved from the existing Lorimer Street crossing point at Graham Street and the possible future Lorimer Street crossing point at Ingles Street”. If in fact the signalisation is required by the planning condition, then this statement should be changed to indicate that the signalisation will be undertaken, rather than only being ‘possible’. As previously advised, the signalisation is vital to ensure the safe / efficient operation of the Ingles / Lorimer Street intersection and the provision of adequate / convenient access to and egress from the precinct. The proposed land uses, including the public car park under the bridge, further serve to justify the need for the upgrading of this intersection. The developer must fully commit to funding the signalisation prior to the completion of this development.*

A recommendation will be included requiring the wording of 3.4.1 to:

From the south, pedestrian access is achieved from the existing Lorimer Street crossing point at Graham Street and the future Lorimer Street crossing point at Ingles Street”

9. OFFICER RECOMMENDATION

That a letter be sent to the Department of Environment, Land, Water and Planning (DELWP) advising that the Melbourne City Council supports the proposal subject to the following changes / comments being incorporated into the Development Plan:

- Section 3.6.1 Built Form Principles of the Development Plan addendum to be updated to include reference to the precinct as an important node / destination for the surrounding precinct, and for connections from the Lorimer Precinct through the site to the Yarra River must be visible and legible where possible.
- Section 2.4.8 Sustainability of the Development Plan addendum to include reference for consideration of flood impacts and potential mitigation measures.

It is noted that there is currently no agreement for the Melbourne City Council to purchase or occupy the land identified, nor is there any obligation to enter into such an agreement.