

Report to the Future Melbourne (Planning) Committee

Agenda item 6.4

**Ministerial Planning Referral TPD-2010-37/A
Collins Wharf, Victoria Harbour, Docklands**

20 September 2016

Presenter: Jane Birmingham, Practice Leader Statutory Planning

Purpose and background

1. The purpose of this report is to advise the Future Melbourne Committee of a Ministerial referral of an application to amend the Victoria Harbour Development Plan 2010. The submitted 'Victoria Harbour Collins Wharf Development Plan 2015' ('2015 Development Plan') would supersede the majority of the 2010 Development Plan for the area known as the Wharf Quarter, and would modify the anticipated development outcomes for the Wharf Quarter part of the precinct. The applicant is Lend Lease, Places Victoria is the owner of the land, and Bates Smart is the project architect.
2. The 2015 Development Plan seeks a reduction in commercial uses (retail and/or commercial office space) and an increase in residential dwelling yield, resulting in Collins Wharf being a predominantly residential precinct. The built form outcome is proposed to alter from low rise linear buildings to the south of Collins Street, to five medium to high-rise apartment buildings over low-rise podiums positioned along the southern edge of the wharf (up to a height of 85m). The public realm offering, including public open space provision and the southern pedestrian promenade have also been amended.

Key issues

3. The key issues in the consideration of this application are land use, built form (including height and tower separation) and public realm considerations.
4. While there has been a sizeable shift under the proposed 2015 Development Plan away from commercial/mixed use, this shift has been economically justified. An Economic Assessment concluded that the previously proposed 19,270m² of commercial/mixed use floor area was non-viable given the distance of the precinct from Southern Cross Station, and that the precinct would be oversupplied with retail floor space.
5. The revised built form character is supported by Clause 22.18 Urban Design within the Docklands Zone. The altered form would increase the vistas to the water for occupants of the buildings. Adequate setbacks have been adopted between each of the five towers, allowing sufficient separation between them for daylight and sun penetration, and avoiding a continuous wall of towers. However, it is recommended that the number of north-south through block links be increased and that a range of architects be engaged to achieve greater architectural diversity and break down the perceived overall bulk of the development.
6. An additional 5,000m² of public realm will be provided under the 2015 Development Plan, and an additional 1,744m² of public open space. While the area of public open space per resident has been slightly increased when compared to the 2010 Development Plan, the provision is still generally quite low. Increasing the number of through block links will assist in increasing the public realm provision and it is further recommended that the car parking provided at 'Eco Park' near the Bolte Bridge is removed to provide further open space. The altered design of the southern promenade to an over the water boardwalk will provide a strong water focus and a high degree of public accessibility to the water and distinguish itself from other areas of Docklands through its different design.

Recommendation from management

7. That the Future Melbourne Committee resolves to advise 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 (Attachment 4).

Attachments:

1. Supporting Attachment (page 2 of 37)
2. Locality Plan (page 3 of 37)
3. Selected Plans (page 4 of 37)
4. Delegate Report (page 8 of 37)

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.

Stakeholder consultation

4. Council officers have not advertised the application or referred this to any other referral authorities. This is the responsibility of the DELWP acting on behalf of the Minister for Planning.

Relation to Council policy

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

Environmental sustainability

6. Environmental sustainability issues will be considered at for each planning application submitted under the Development Plan. Each development will be required to have the design potential to achieve 5 Star Green Star and met the objectives of Clause 22.19 of the Melbourne Planning Scheme.

Locality Plan

Attachment 2
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Future Melbourne Committee
20 September 2016

Collins Wharf, Victoria Harbour, Docklands



Figure 6.3.1

Land uses – predominant uses at ground floor

Attachment 3
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-  Collins Wharf Site
 -  Control Tower
 -  Commercial
 -  Residential
 -  Health & Wellbeing Centre
 -  Human Services / Community
- Note: Predominant uses shown only, i.e. back of house / car parking included with predominant use

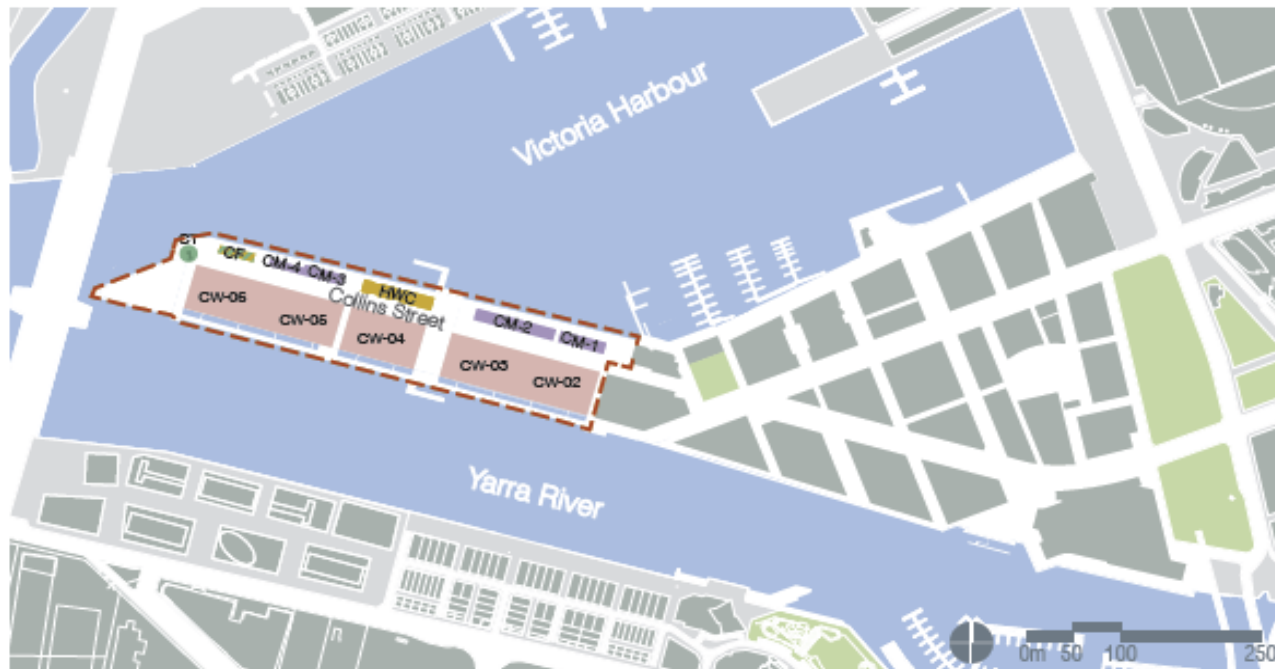


Figure 6.4.2

3 Dimensional building heights diagram

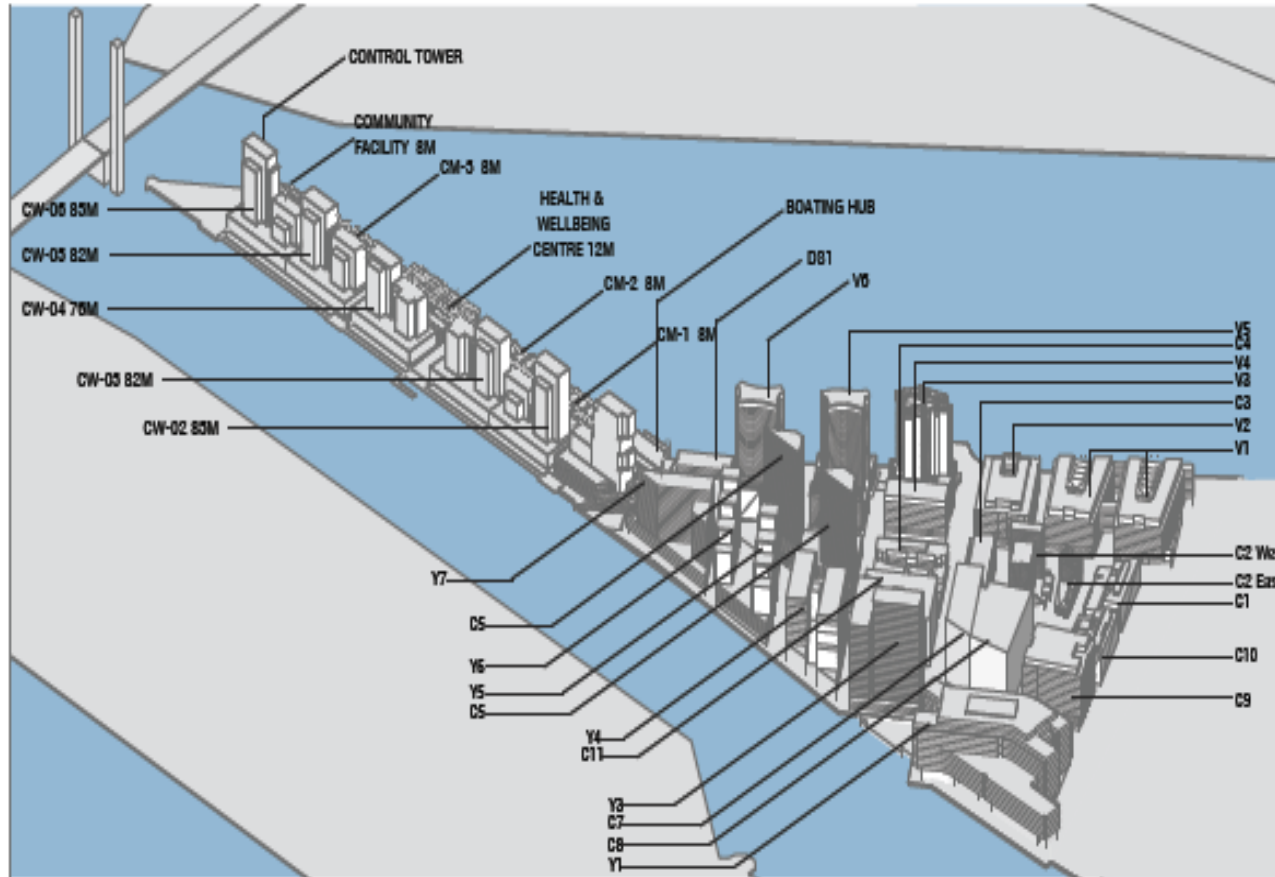


Figure 6.4.15

Overall tower setback approach along Collins Wharf

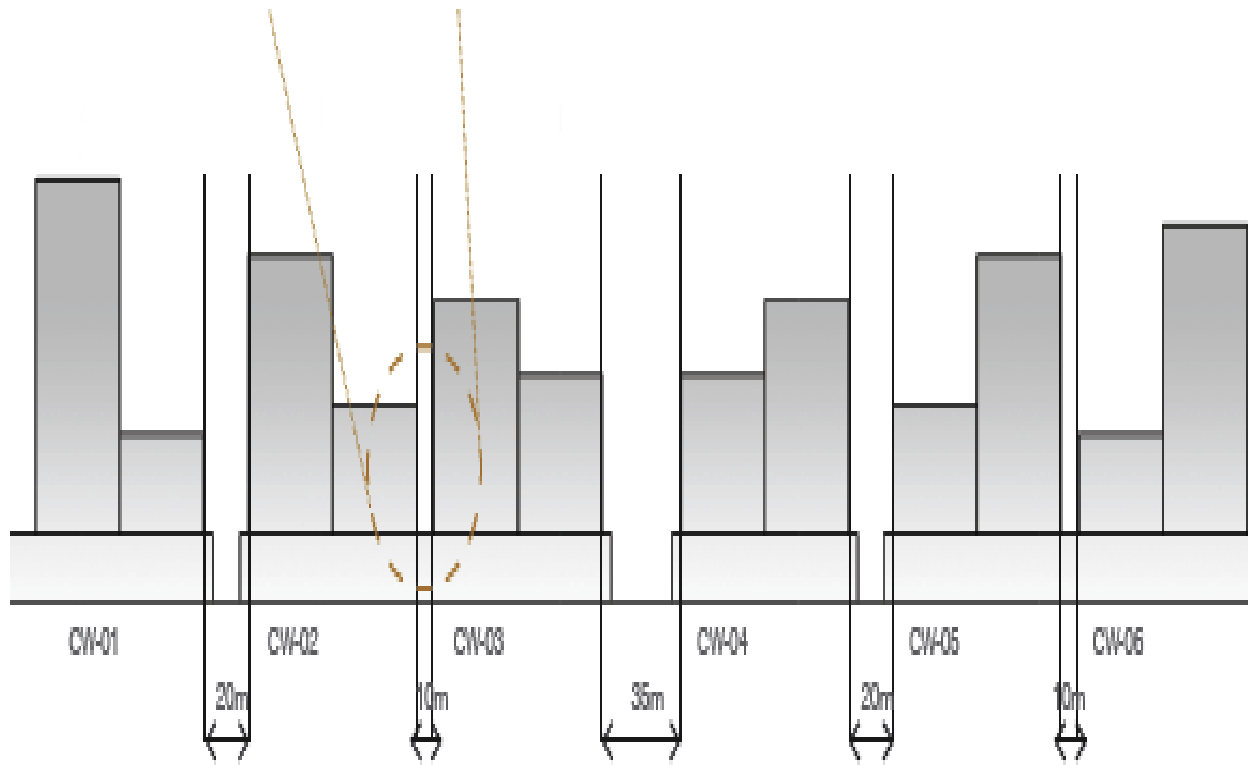
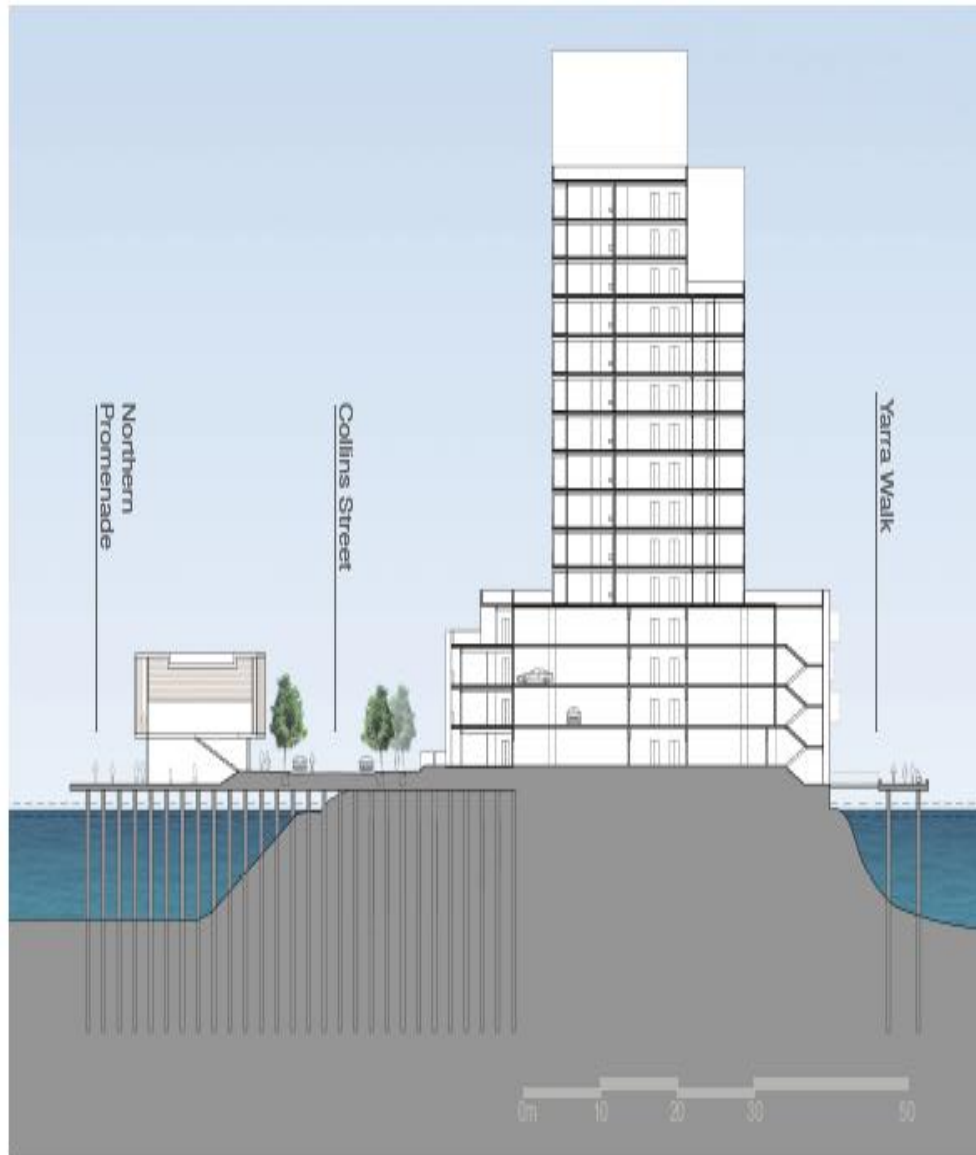


Figure 6.4.24
Section AA through Collins Wharf



PLANNING REPORT

MINISTERIAL REFERRAL

Application number:	TPD-2010-37/A
DELWP Application number:	2010028221
Applicant / Owner / Architect:	Lend Lease / Places Victoria / Jackson Clement Burrows & Aspect Oculus
Address:	Wharf Quarter (aka Collins Wharf), Victoria Harbour Precinct, Docklands
Proposal:	Amendment to the Victoria Harbour Development Plan 2010 to include an addendum for Collins Wharf - 'Victoria Harbour Collins Wharf Development Plan 2015'
Cost of works:	n/a
Date received by City of Melbourne:	16 February 2016
Responsible officer:	Maree Klein
Report Date:	8 September 2016
(DM# 9755253)	

1. SUBJECT SITE AND SURROUNDS

Development of the Victoria Harbour Precinct in Docklands commenced in 2001 when Lend Lease was awarded the development rights to develop Victoria Harbour over a 20 year period. The Development Plan under which development of the precinct is to be guided has been reviewed and amended on several occasions since its initial approval in 2002. The current Development Plan, the 'Victoria Harbour Development Plan 2010' was approved by the Minister for Planning in 2011.

The 2010 Development Plan divides the Victoria Harbour Precinct into two areas; the City Quarter to the east and the Wharf Quarter to the west. The City Quarter is primarily over terra firma while the Wharf Quarter is largely over the 450m long wharf bound by Victoria Harbour to the north, City Quarter to the east and the Yarra River to the south (see location plan below). The Wharf Quarter is referred to by Lend Lease as 'Collins Wharf'.

Collins Wharf is located on the western edge of Docklands, with South Wharf and Southbank located across the Yarra River to the south east, Fishermen's Bend to the south west, the docks of the Port of Melbourne to the north west and the E-Gate site to the north. The Wharf itself is approximately 6 hectares and includes 1.2 kilometres of water frontage to Victoria Harbour and the Yarra River. Collins Street provides the primary connection to Collins Wharf through Victoria Harbour for vehicles, trams, pedestrians and cyclists.

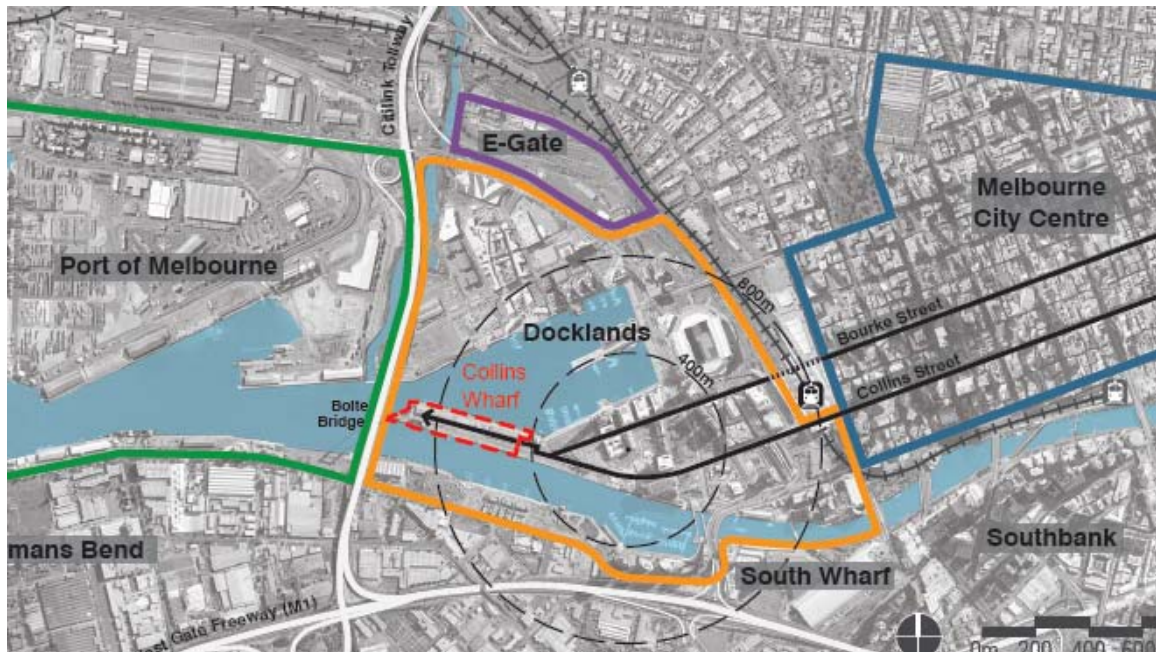


Image 1. Location Plan



Image 2. View of Collins Wharf from north-west, with Bolte Bridge to the left (west)

The wharf itself extends west from Buluk Park and the Family Services and Boating Hub, and is a relatively flat peninsula and wharf which extends to the edge of the Bolte Bridge. The northern and southern boundaries are defined by wharf structures which conceal the shore line.

Collins Wharf is currently owned by Places Victoria. All other continuing wharf areas in Docklands have been rejuvenated before divestment to the Crown with Council

then being appointed as Committee of Management under the *Crown Land (Reserves) Act 1978*. It is proposed to continue with this approach for the wharf to ensure that the waterfront is delivered in good condition and to remain in public ownership with both municipal and state oversight.

At the Future Melbourne (Finance and Governance) meeting on 5 April 2016, the following resolution in relation to the future ownership and management arrangement for the northern part of the wharf ('Northside Wharf') was made:

Council will agree to accept responsibility as committee for management under the Crown Land (Reserves) Act 1978 for Northside Wharf and the planned public space to its west subject to:

- 1. prior rejuvenation of the wharf to a 50 year structural life;*
- 2. prior agreement of the adjoining land owner to a declaration of a special charge over that land under Section 163 of the Local Government Act 1989 to provide for the long term maintenance funding of the wharf structure, and if the development of the wharf and the adjoining land proceeds, the special charge will be additional to general rates that may apply;*
- 3. no separate property tenure being created on the wharf that depends upon the wharf structure and exceeds its structural capacity or life subject to assessment of appropriate maintenance regimes;*
- 4. Notes that the development of the wharf and the land adjoining it is subject to separate planning approval and that this decision does not prejudice its consideration of any relevant planning application.*

1. THE PROPOSAL

Lend Lease has submitted an application to the Minister for Planning to amend the Victoria Harbour Development Plan 2010 as it relates to Collins Wharf.

The submitted 'Victoria Harbour Collins Wharf Development Plan 2015' ('2015 Development Plan') would supersede the majority of the 2010 Development Plan for the Wharf Quarter area, and would modify the anticipated development outcomes for the Wharf Quarter part of the precinct.

The 2010 Development Plan would remain the relevant Plan for the City Quarter and a proposed development of No. 1 Collins Wharf (a separate application submitted to the Minister for Planning).

The 2015 Development Plan proposes to alter the future outcomes in the Wharf Quarter precinct in built form outcomes, public realm and land use terms.

It is important to note that the role of a development plan (or amended development plan) is to identify and document the overall planning strategy for an area in terms of its future use and development. Once a development plan has been approved, separate applications for planning approval are required to be lodged for each stage of development. It is these applications for planning approval that provide the detail of each stage of development.

The key aspects are outlined below:

2.1 Height and Built Form

The 2010 Development Plan along Collins Wharf is characterised by low-rise linear buildings along the south of Collins Street, serviced by podia wrapped with low rise mixed use 'SOHO' units that would create a two storey active streetscape. The heights as evidenced in image 3 below demonstrate these buildings to be a maximum of 35m high.

The buildings that line the northern edge of Collins Street are lower 2-3 storey mixed use buildings with dual frontage to Collins Street to the south and Victoria Harbour promenade to the north (see images 3 and 4 below). These buildings are intended for 'a mix of uses including retail, commercial, residential, entertainment and public amenity.' Image 3 below demonstrates heights of 12m.

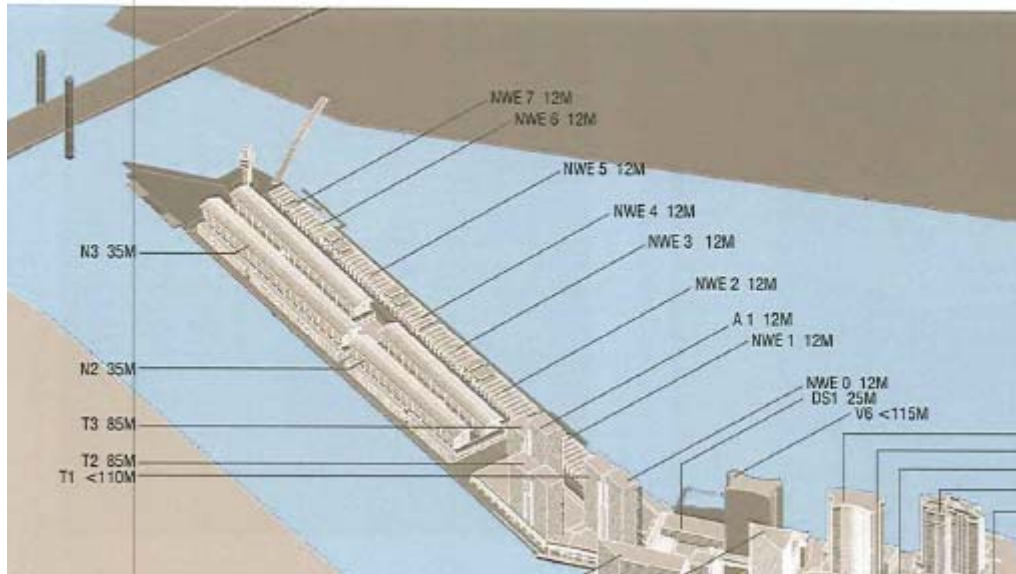


Image 3. Dimensional Building Heights Diagram (source: Figure 6.5.2 Victoria Harbour Development Plan 2010)



Image 4. Built Form Outcomes of 2010 Development Plan (source: Victoria Harbour Development Plan Addendum Economic Assessment, deep end services pty ltd)

The built form under the proposed 2015 Development Plan consists of five medium to high-rise apartment buildings over low-rise podiums positioned along the southern edge of the wharf (up to a height of 85 metres), and low rise linear commercial and community buildings to both sides of Collins Street. The high-rise residential

development sits predominantly within the sea wall edges, while the low-rise linear commercial and community buildings are situated on the piled structures to the north. The towers have a minimum separation of 10 metres, with primary aspect towards the north and south.

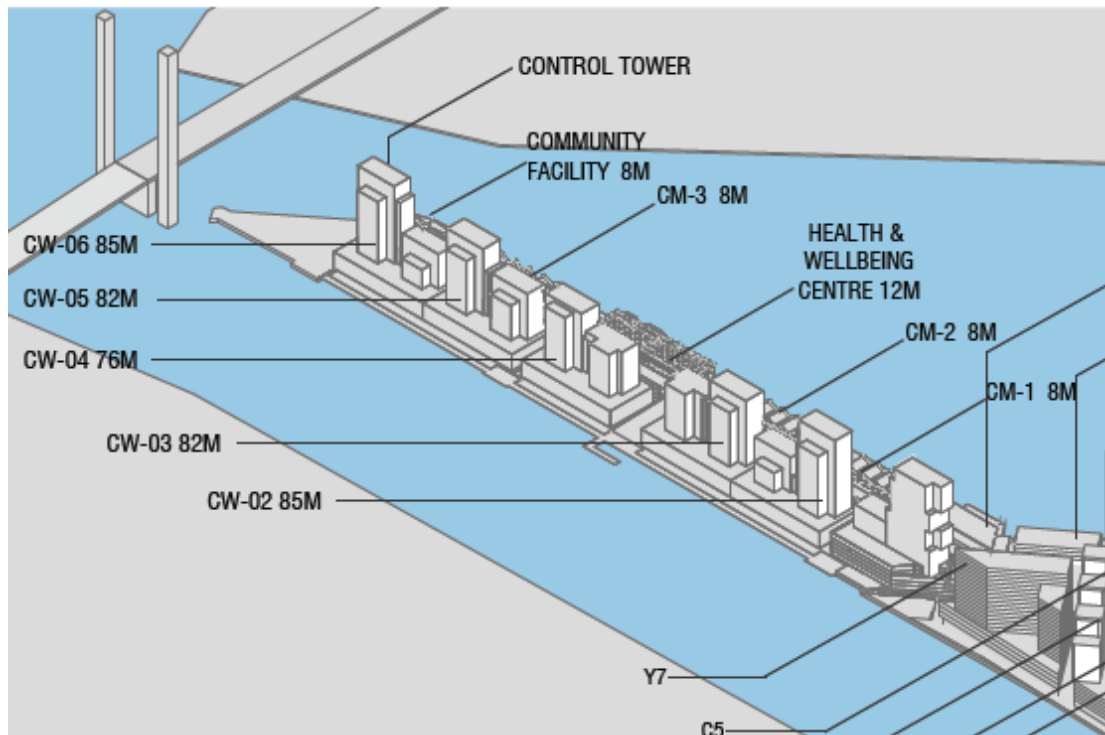


Image 5. Dimensional Building Heights Diagram (source: Figure 6.4.2 2015 Development Plan)



Image 6. Built Form Outcomes of 2015 Development Plan (source: Victoria Harbour Development Plan Addendum Economic Assessment, deep end services pty ltd)

Buildings fronting the Northern Promenade and Collins Street are typically 2-3 storeys in height. Residential podium levels fronting Collins Street to the south and

Yarra Walk range from 4-5 storeys, with residential towers setback above the podium level to a maximum of 28 storeys.

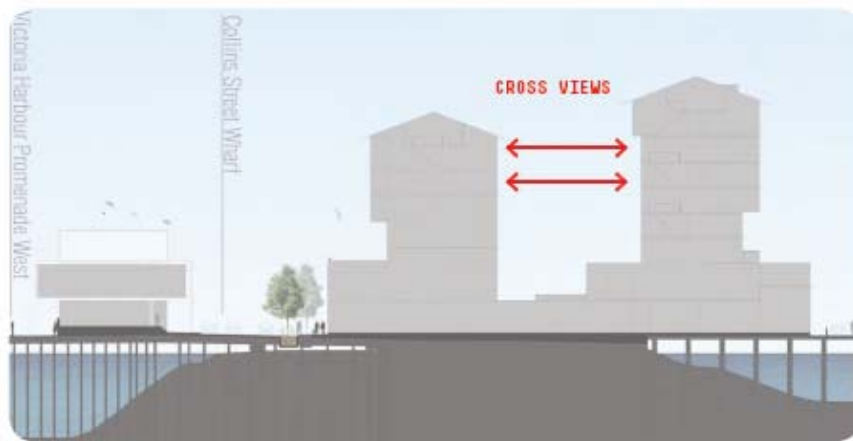
Proposed heights are:

South of Collins Street

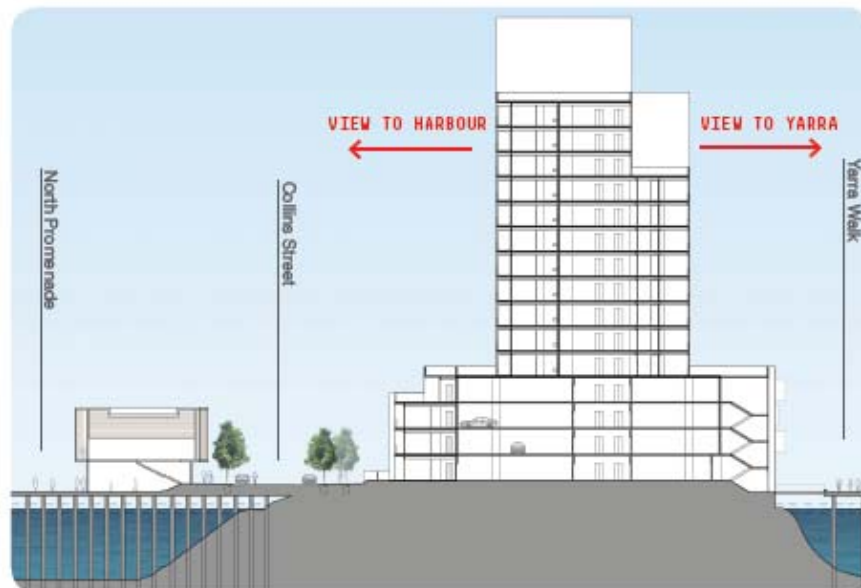
North of Collins Street

Project	Max. height (metres)		Project	Max. height (metres)
CW-02	85		CF	8
CW-03	82		CM-1	8
CW-04	76		CM-2	8
CW-05	82		CM-3	8
CW-06	85		CM-4	8
			HW Centre	12

CF – Community Centre
 CM – Commercial Mews
 HW Centre – Health and Wellbeing Centre



2010 Development Plan – Cross Section



2015 Development Plan – Cross Section

Image 7. Cross-sectional comparison

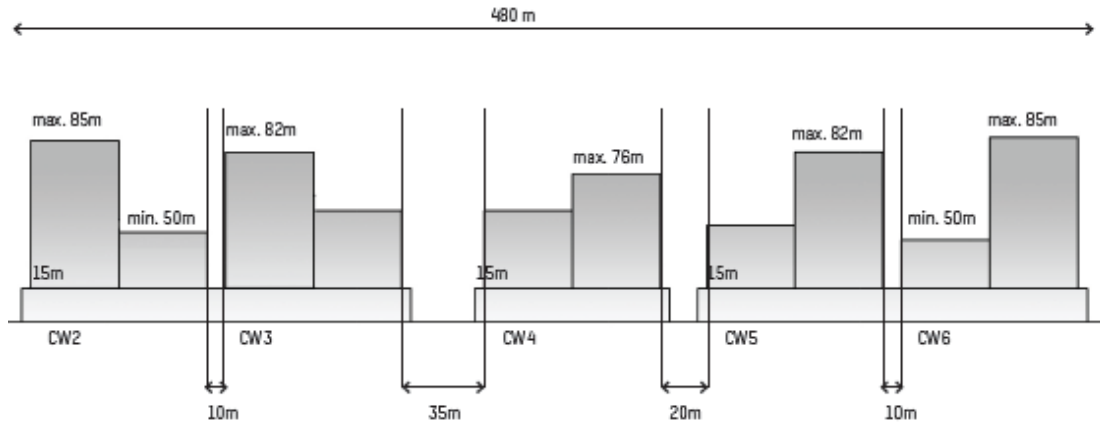


Image 8. Building heights and tower separation

2.2 Public Realm / Public Open Space

The proposed public realm areas in the Wharf Quarter of the 2010 Development Plan are identified in Image 7 below:

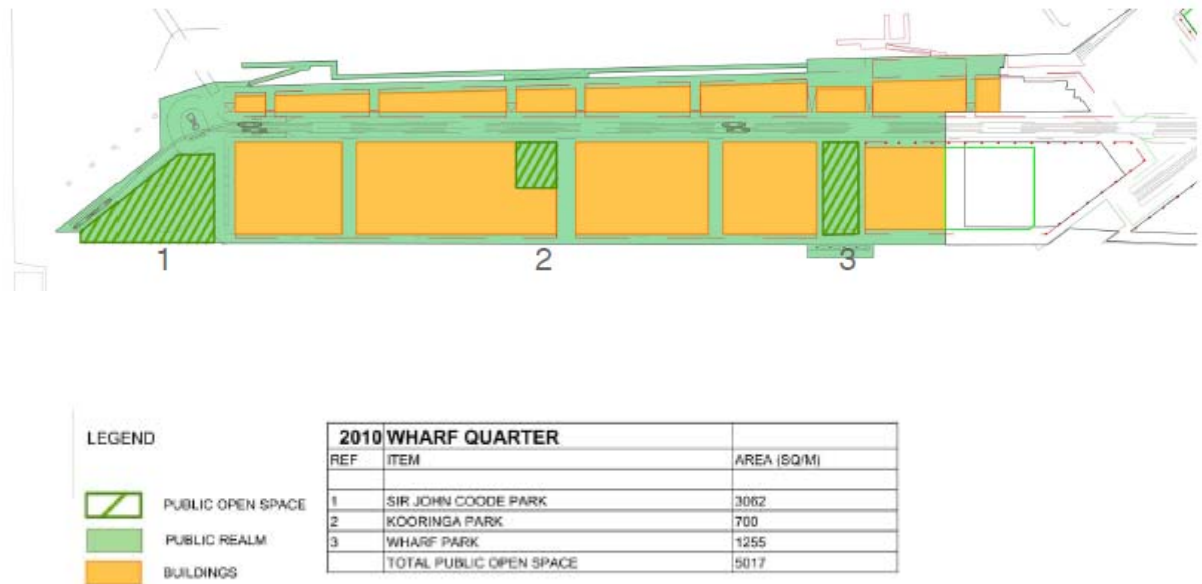


Image 9. Public Realm provision for the Wharf Quarter 2010 Development Plan

The 2015 Development Plan re-plans this provision given the proposed changes to the built form outcomes. The key public spaces under the 2015 Development Plan are:

- Community Green, a central park located at the midpoint of Collins Wharf;
- Eco Park, an environmental open space with a reintroduction of native species, an off lead dog park, fishing platforms and fitness stations;
- Northern promenade, featuring pocket parks along the Victoria Harbour waterfront;
- Promenade Park, featuring water steps and a gathering space for medium sized events;
- Collins Street, a tree lined boulevard and main vehicle access; and

The applicants contend that the area of public realm in the 2015 Development Plan represents an increase of approximately 5,000m² compared to the 2010 Development Plan where it related to the Wharf Quarter (see image 8 below). This includes 1,744m² of additional public open space.

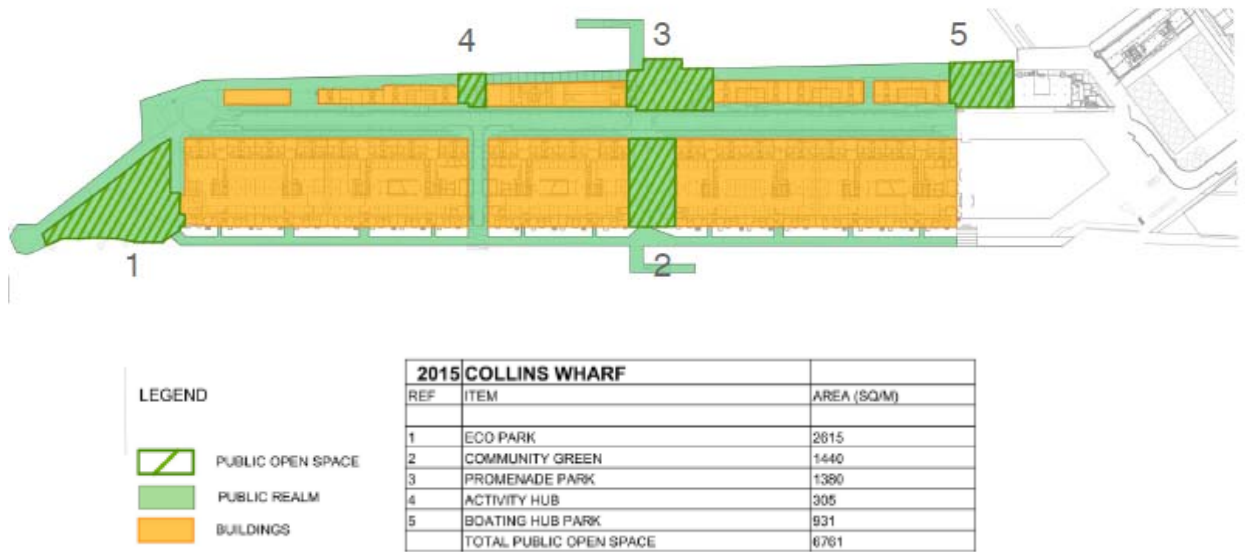


Image 10. Public Realm provision under 2015 Development Plan Addendum

The 2015 Development Plan seeks to substantially alter the promenade arrangements along the southern side of the wharf by incorporating a public boardwalk separated from the southern edge of the wharf by a 5.7m wide passage of water (to be known as 'Yarra Walk') along the full length of the wharf (see image 12). Yarra Walk is proposed to have a width of 5.5m, which is 1m narrower than the previously approved 6.5m wide on wharf promenade, known as 'Australia Wharf Promenade West' in the 2010 Development Plan (see image 11).

The boardwalk would continue to be a shared zone for cyclists and pedestrians and also provide access for small vehicles limited to a proposed 10km/hr speed limit.

The northern promenade is not proposed to be significantly altered from the approved 2010 Development Plan, having retained an on-wharf promenade of 6.5m width along the full length of the wharf. However, the 2015 Development Plan seeks to remove the deletion of the 2.5m over-water boardwalk adjacent to the northern promenade (see image 7 above).

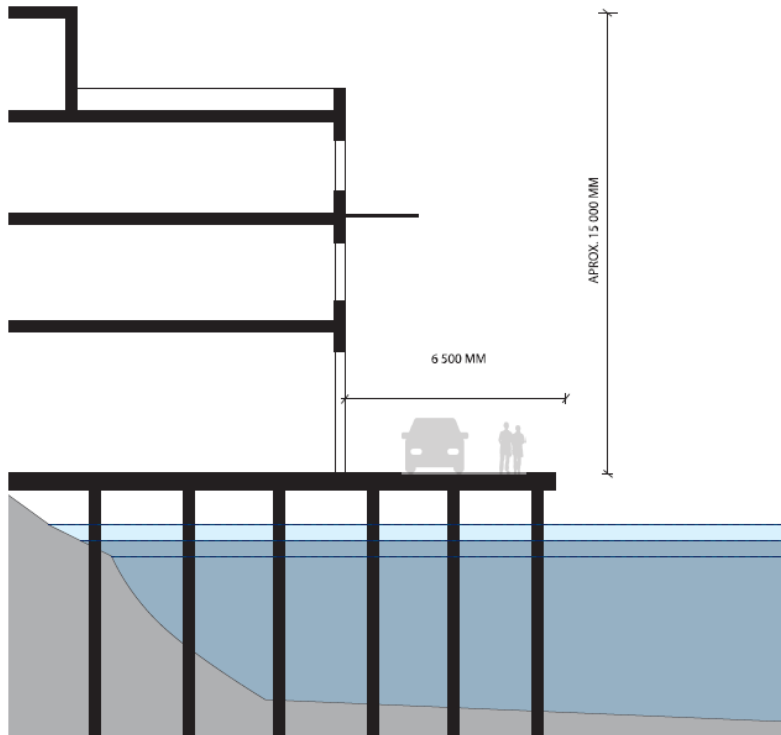


Image 11. Southern promenade typical section 2010 Development Plan

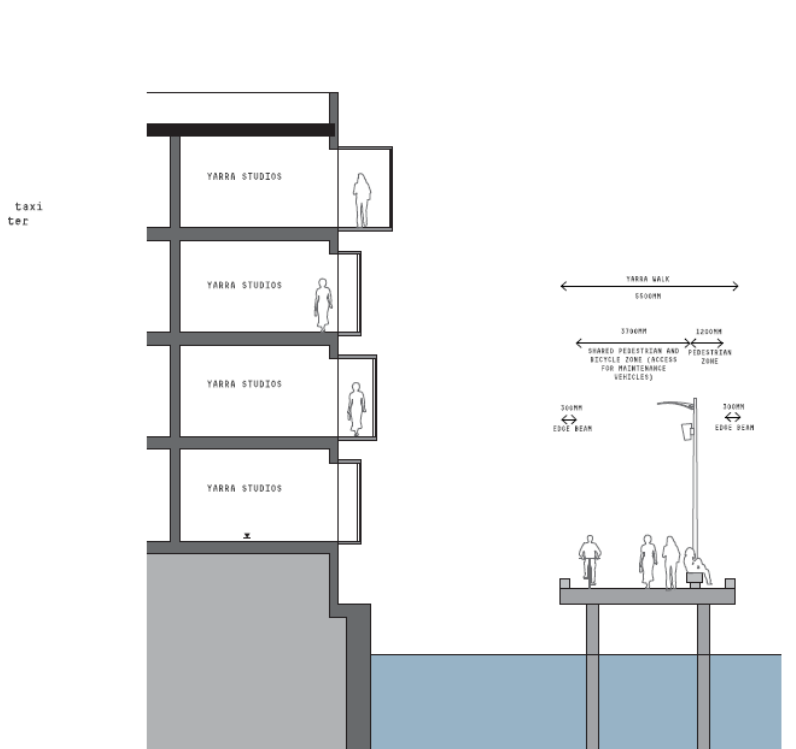


Image 12. Southern boardwalk (Yarra Walk) typical section under 2015 Development Plan

2.3 Land Use

Under the 2010 Development Plan all of the buildings along the Collins Wharf are to provide mixed use opportunities for ground floor activation through retail and commercial ventures.

The 2015 Development Plan seeks a significant reduction in commercial uses (retail and/or commercial office space) and an increase in the proposal residential dwelling yield, resulting in Collins Wharf being a predominantly residential precinct.

Proposed land use changes for GFA and dwelling yield are below:

Land use	2010 DP	2015 DP	Difference
Commercial/mixed use GFA m ²	19,270	5,500	-13,770
Residential dwellings	715	1,500	+785
Human services m ²	900	1,865	+965

- The reduction in commercial floor area is associated with a reduction in ground and first floor commercial offices, SOHOs and other mixed uses. Research undertaken on behalf of Lend lease concluded that a large area of commercial gross floor area (GFA) was non-viable given the distance of the precinct from Southern Cross Station. The research also showed the Victoria Harbour precinct would be oversupplied with retail floor space, which has largely arisen because of the policy requirement for new residential and commercial office development across Docklands to make provision for activated ground floor retailing.
- The increase in dwelling yield would have the effect of increasing the local residential population from approximately 1,490 persons under the 2010 Development Plan to an estimated 2,850 persons under the 2015 Development Plan.

2. BACKGROUND

Several pre-application discussions were held between the applicant, Places Victoria, DELWP and Melbourne City Council officers commencing in late 2014.

Massing options were presented by Lend Lease which indicated towers at a height of 60-70m. With regard to tower design, the following was noted:

- Further details regarding tower design principles and materiality are required
- A tower separation of 8m is of concern and unlikely to be supported. A minimum 10m tower separation is sought in combination with design principles promoting appropriate view lines and orientations between apartments.
- Indicative tower floor plans should be provided to ensure an appropriate level of amenity.
- Additional activation is required at the podium interface to Central Park and Eco Park. At a minimum it is expected that the end apartments in these locations will wrap around the corner (necessitating the removal of some car parking in these locations).

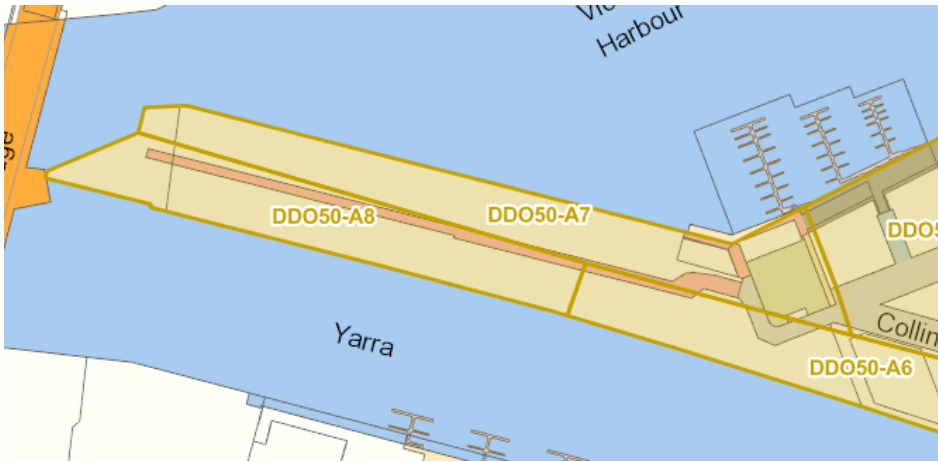
3. PLANNING SCHEME PROVISIONS

The following provisions of the Melbourne Planning Scheme apply:

State Planning Policies	Clause 9 Plan Melbourne Clause 10 Operation of the State Planning Policy Framework Clause 11 Settlement Clause 12 Environment and Landscape Values
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	<p>Clause 13 Environmental Risks</p> <p>Clause 14 Natural Resource Management</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 22.18 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	
Development Plan Overlay, Schedule 3 – Victoria Harbour	<p>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>Specifies requirements for the content of a development plan and contemplates that development plans may be amended. 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. 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>
Docklands Zone, Schedule 2 – Victoria Harbour Precinct	<p>The purpose of DZ2 is:</p> <ul style="list-style-type: none"> To provide for a range of commercial, residential, recreational, educational, technology, business and leisure uses within a mixed use environment. To provide a promenade environment for urban art and waterfront events and festivals. To provide a retail focus for Docklands that complements retailing in the Central City. To encourage the refurbishment of existing wharves for commercial, institutional and public uses.
Docklands Zone, Schedule 7 – Waterways	<p>The purpose of DZ7 is:</p> <ul style="list-style-type: none"> To provide for the mooring of watercraft. To provide for integration with adjoining development.

	<ul style="list-style-type: none"> • To provide for extensive public access to the water. • To ensure the conservation of the general form of Victoria Harbour. • To ensure that any use and development on the edge of the waterways is appropriately designed, operated and maintained so as to retain an attractive waterfront.
<p>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>Design and Development Overlay, Schedule 50 (Victoria Harbour Precinct), areas 6, 7 and 8</p>	<p>Schedule 50 to the DDO applies specifically to the Victoria Harbour Precinct and provides height requirements for the various areas, and identifies minimum widths for waterfront promenades.</p>  <p>The following requirements are specified for the respective areas:</p> <p>Area 6 Maximum building height of 90 metres with the exception of two towers not exceeding 115 metres, comprising one tower at each of the eastern and western portions of this area. Minimum 6.5m wide southern waterfront promenade</p> <p>Area 7 Maximum building height of 15 metres with the exception of one building not exceeding 25 metres at the eastern portion of this area. Minimum 6.5 metre wide northern waterfront promenade with the eastern end promenade to have an average width of 15 metres.</p> <p>Area 8 Maximum building height of 35 metres Minimum 6.5m wide southern waterfront promenade</p> <p>A permit is required if the requirements are not met.</p>
<p>Heritage Overlay, Schedule 915 (Victoria Dock, Harbour Esplanade, Victoria Harbour Promenade, North Wharf Road, Docklands Drive and Newquay</p>	<p>Relates to the northern edge of Collins Wharf only. The area covered by HO915 is also listed on the Victorian Heritage Register (VHR Ref No. H1720)</p>

Promenade, Docklands)	
City Link Project Overlay	This Overlay affects the western end of Collins Wharf (closer to Bolte Bridge) and relates to impacts on the Melbourne City Link Project.
Parking Overlay, Schedule 6 (Docklands – Victoria Harbour)	Sets out maximum car parking rates for various land uses including: <ul style="list-style-type: none"> • 2 spaces to each dwelling • 2.5 spaces to each 100m² of office floor area • 2 spaces to each 100m² of retail floor area • 1 space to each 150m² of industrial floor area • 1 space to each 100m² of floor area for any other use

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 52.07, Loading and Unloading of Vehicles	No building or works may be constructed for the manufacture, servicing, storage or sale of goods or materials unless: <ul style="list-style-type: none"> • Space is provided on the land for loading and unloading vehicles as specified in the table below. • The driveway to the loading bay is at least 3.6 metres wide. If a driveway changes direction or intersects another driveway, the internal radius at the change of direction or intersection must be at least 6 metres. <p>The road that provides access to the loading bay is at least 3.6 metres wide.</p>
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 52.35, Urban Context Report and Design Response for Residential Development of Four or More Storeys	An application for a residential development of five or more storeys in any zone must be accompanied by: <ul style="list-style-type: none"> • An urban context report. • A design response.
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.
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4. PUBLIC NOTIFICATION

Section 3.0 of Schedule 3 to the Development Plan Overlay specifies that, in assessing an amendment to a Development Plan, the responsible authority (ie. the Minister for Planning) should, among other things, to consider the views of the Melbourne City Council (MCC).

The application was therefore referred to MCC.

5. REFERRALS

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

6.1 Engineering Services Group – Traffic

Car Parking Provision & Access

A total of 1,816 car parking spaces (sp) are proposed (1,786sp allocated to residents & 30sp to commercial uses). The Melbourne Planning Scheme (MPS) requires a maximum provision of 2sp/dwelling (total 3,634sp). The detailed review of the car parking layout, gradients, ramps & height clearances is to be undertaken with subsequent future planning permit stages of the development. The car parking areas should be designed in accordance with the relevant design criteria outlined at Clause 52.06 of the MPS & AS2890.1:2004.

ES has no objection to the proposed parking provision. A note should be placed on any future planning permits, stating: *“Council may not change the on-street parking restrictions to accommodate the access/servicing/delivery/parking needs of this development, as the restrictions are designed to cater for a number of other competing demands & access requirements. As per Council’s policy, developments in this area are not entitled to resident parking permits. Therefore, the residents/visitors/staff who will occupy this development will not be eligible to receive parking permits & will not be exempt from any on-street parking restrictions”.*

Traffic Generation

The traffic generated by the site is summarised below.

Peak Period	Spaces	Vehicle Movements / hour		
		In	Out	Total
AM	Residential (1,786sp, 0.15 veh/sp, gen=268 veh)	54 veh (20%)	214 veh (80%)	268 veh
	Commercial (30sp, 0.5 veh/sp, gen=15 veh)	12 veh (80%)	3 veh (20%)	15 veh
	Total	66 veh	217 veh	283 veh (527 veh in 2010 DP *)
PM	Residential (1,786sp, 0.12 veh/sp, gen=214 veh)	43 veh (80%)	171 veh (20%)	214 veh
	Commercial (30sp, 0.5 veh/sp, gen=15 veh)	7 veh (50%)	8 veh (50%)	15 veh
	Total	50 veh	179 veh	229 veh (280 veh in 2010 DP *)

* Trip generation assumed in the 2010 Development Plan.

Given that the traffic volumes generated under the current development proposal are likely to be significantly lower than the volumes calculated as part of the 2010 DP, ES has no objection to the current application.

Bicycle Parking

It is recommended that generous bicycle parking provisions should be proposed as part of future planning applications/ stages of this development, at least double the MPS requirements, in order to meet the likely future demand for this sustainable mode of transport.

Motorcycle Parking

ES is requesting the provision of motorcycle parking in excess of the MPS requirements. Our motorcycle parking requirements are for 1 motorcycle space per 50 car parking spaces, with the car parking spaces calculated as the greater of the number of:

- Car parking spaces required (or permitted in the case of a maximum rate) by the MPS; or
- Car parking spaces proposed.

Considering the maximum number of 3,634 car parking spaces permitted, a minimum of 73 motorcycle spaces should be provided as part of future planning applications/stages of this development, in conveniently situated off-street locations, in order to meet the likely demand.

Other Issues

Please also note the following issues raised in our previous comments, which are still considered to be relevant:

- Consideration could be given to extending the tram service along the length of Collins St, even given the currently proposed 19m cross-section, with a shared tram track area (*with 3.2m footpaths on both sides, 3m parking lane on 1 side, 3m contraflow bike lanes on 1 side & 3.3m shared traffic/tram lanes on both sides*);
- Consideration could be given to the creation of Shared Zones with pedestrian priority in the laneways, which could be extended to the smaller streets. Ultimately, the determination of whether a Shared Zone designation is appropriate for a given street can be addressed at the detailed planning stage, which will require VicRoads approval. During the detailed planning stage, ES will also review/provide advice on preferred widths for all cross-sectional elements of the smaller streets/lanes, in order to adequately respond to the anticipated pedestrian/cyclist usage patterns/servicing requirements/other traffic needs that will become evident at that stage of planning;
- As the carriageway widths of approximately 6m would be insufficient to enable U-Turns by service vehicles/garbage trucks, it will be imperative to ensure that the design of all buildings incorporates generous off-street loading dock/delivery areas to enable service vehicles to enter/leave premises in a forward manner. This design requirement is fundamental, given that most of the small streets/lanes terminate at “dead-ends” (*promenades on the Yarra/Harbour waterfronts*) & are unlikely to accommodate U-Turns by large vehicles;
- Consideration could be given to providing at least 6.5m widths for clear/unobstructed public access along the promenade, to adequately cater for future pedestrian/cyclist movements. This width should be free of obstructions & could be provided as separate pedestrian & cyclist spaces. If there is a requirement to provide short-term parking within the promenade, this should be in the form of indented parking under the building area &

should not restrict the 6.5m clear shared public space. Any such parking would need to be accommodated within the building footprint. Alternatively, the promenade could be appropriately widened to accommodate the parking;

- The key feature is the provision of a pedestrian bridge between the western extremity of Collins St Wharf & New Quay West. This initiative is fully supported & it is recommended that the bridge's width be sufficient to sustain shared use by pedestrians/cyclists; and
- While it is understood that motor vehicle movements will be possible along the promenade facing the Yarra, it would be preferable for the promenade to be designed exclusively for pedestrian/cyclist use, with occasional/controlled/intermittent access permitted for Council's street cleaning/other goods carrying vehicles. Our preliminary legal advice indicated that, in order to restrict access to a new road for a specific class of vehicles only (*i.e. allow street cleaning/goods carrying vehicles & ban all other traffic*), the road would need to be initially designed (& handed over to Council) allowing/enabling access for all traffic. Council would then need to go through a legal process under the Local Government Act in order to undertake such an access restriction (*e.g. as was done along Swanston St*). Given that considerable community benefit is likely to be gained by banning the through traffic from the promenade, ES would be prepared to undertake such a legal process.
- While the submitted plans of Collins St & Dock Lane East are acceptable in principle, comments are not made at this stage on the detailed design matters such as the locations/wording of parking signs, parking dimensions, road/footpath widths, pram ramps, etc, as such comments will ultimately be provided by our Infrastructure branch as part of the formal approval of detailed construction plans, as per usual process. A formal independent Road Safety Audit should be undertaken of the proposed design/layout along Collins St, the laneways & promenade areas, to assess the road safety issues & possible conflicts between all road users, and the findings of the Audit should be incorporated into the design at the developer's expense, to the satisfaction of ES.
- It is understood that bicycle lanes are not proposed along Collins St, due to the limited available carriageway width & the low projected traffic volumes. However, in order to enhance the safety of pedestrians/cyclists & ensure that traffic travels at/below the proposed 40km/h speed limit, it will be necessary to install traffic management measures (*such as Watts profile road humps*) at regular intervals along the street. Particular care should be taken to ensure low traffic speeds & good sight lines at approaches to the several bends.

6.2 Engineering Services Group – Waste

Any developments in the area will require a Waste Management Plan.

6.3 Engineering Services Group – Civil

The surface and air space of the public realm (Collins Street, laneways, promenades and parks/public spaces) must be formally vested in Council as Road or Reserve as appropriate on plan of subdivision to the satisfaction of the City of Melbourne's Manager, Engineering Services and Team Leader, Land Survey. All wharfs and promenades structure must remain as part of the abutting Crown Land Reservation.

The existing wharf structure is a Places Victoria asset and as such any works affecting the wharf structure and the required rejuvenation works must be undertaken to the requirement and satisfaction of Places Victoria.

All proposed new promenades (Northern Promenade and Yarra Walk) structures are Places Victoria assets and as such must be constructed to the requirement and approval of Places Victoria.

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

6.4 City Design & Urban Strategy

Consolidated advice has been received from Urban Strategy, Urban Sustainability (Open Space Planning & Urban Forest and Ecology), Parks and Waterways, and City Design Studio which is summarised below:

Built Form Envelopes & Architectural Quality

The proposed amendment substitutes significantly larger, longer buildings for the small buildings previously proposed, with an associated reduction in the number of pedestrian links and spaces between Collins Street and the Yarra River. The benefit that arises is improved access to northern sunlight and views. Negative impacts however, include increased visual bulk and loss of ground plane permeability.

The increased height adds to overall building bulk and, combined with the proximity of built form to the southern boundary (the Yarra's edge), will result in an increase in the amount of shadow over the open water to the south.

The large built forms, consistently orientated east-west and relatively evenly spaced along the peninsula have the potential to appear as a wall of homogenous built form. The final form, character and architectural quality of each 'tower' will be critical to avoid this appearance of continuous, homogenous form and be important in mitigating the overall perceived scale and form.

The lower forms at the street interface mitigate the scale of the large buildings to some extent, which is commended, and this should be developed through the building design to ensure the overall effect of the large buildings does not dominate the reading of the wharf and public realm.

The proposed contemporary interpretation of shed/wharf forms north of Collins Street is supported, as is the indicative architectural quality. The architectural quality, urban grain, breakdown in forms, proportions, modulation and proposed materials are also generally supported as are the indicative ground level street interfaces as presented for dwellings abutting Collins Street, where there appears to be a delineation of private open spaces versus public realm and opportunities for good passive surveillance.

In addition to limiting the maximum building envelopes in terms of maximum height and minimum setbacks, a provision should be added requiring tower quality, modulation and articulation. A range of architects should be engaged to design each of the towers and a mix of architects should be engaged to design the podium/terrace buildings and ground floor interfaces, thus ensuring high quality design is enshrined in any subsequent planning approval.

Buildings should be designed to be robust and adaptable to allow for changing community needs. For example, ground level dwellings and interfaces should be designed to be adaptable and readily suitable to convert into home offices or retail/commercial space in the future.

Land Use Mix

It is acknowledged that market forces have impacted on the original proposal for a mix of uses, however the emphasis on private residential use diminishes the opportunity to create a broader public benefit through a varied and active public realm and diverse uses. It is recommended that the use mix be increased wherever possible and that the design be developed with as much scope for adaptability at ground and first floor levels to enable a future increase in diversity of the uses that can be accommodated at Collins Wharf.

Public Realm & Public Open Space

The City of Melbourne's Open Space Strategy 2012 defines 'open space' as distinct from 'public realm'. While both are important, they provide different benefits and serve different community needs.

The 2015 Development Plan includes an increase in public realm space, but is relatively low in its offering of additional open space.

The proposal for larger, longer building blocks, with an associated reduction in the number of mid-block links from Collins Street to the Yarra River reduces pedestrian permeability. It is recommended that the number of through block links be increased.

On calculations of the projected population, the proposal appears to offer approximately 2.15m² open space per resident.

There will be great demand and use pressure on those public open space proposed. The limited pedestrian mid-block links also limits accessibility and walkability to much needed public open space.

The Open Space Strategy specifies that there should be a minimum 'neighbourhood park' of 1ha in size within 500m of all residents. The closest neighbourhood park is Docklands Park, which is 500m from the eastern edge of the development area. Therefore the majority of the population of Collins Wharf will not have access to a neighbourhood park.

Of the remaining areas considered to be public open spaces, 'Promenade Park' is encumbered due to being located over a structure. Council's strong preference is not to accept space over structure. Should Council agree to open space over a structure, a number of minimum design and construction conditions apply:

- Structural capacity to support at least 1.5 metre depth of saturated soil and associated live loadings.
- An irrigation system to be provided
- Soil profile acceptable to Council
- Plant species acceptable to Council
- Independently certified structural design to allow maintenance vehicle access, and installation of all types of commercially available play equipment
- No fault clause for damage to underlying structure caused by approved landscaping plan or approved maintenance plan.

It is noted that 'Eco Park' includes car parking. Given their high demand and low provision, the public open spaces provided in this precinct should be predominantly for the local population. The car park should be removed in favour of additional open space.

There should be consideration of Eco Park as a dog off leash area.

Therefore, overall recommendations with respect to Public Realm and Public Open Space are as follows:

- Increase the number of through block links and therefore increase the public realm provision;
- Increase the provision of public open space per resident;
- Remove the car parking provided at Eco Park and increase the provision of public open space; and
- Specify the minimum design and construction conditions for Promenade Park.

Landscape

The apparent heavy reliance on planting on structure rather than 'natural ground' is of concern. The open space and public realm landscape is described as incorporating 'a planting strategy that responds to the site conditions', yet the principles for achieving this are insufficiently addressed in terms of growing medium and root volumes. These should be developed to provide confidence in the viability of the proposal.

It is not clear if the wind conditions specific to the 'Community Green' open space have been assessed. This space contains one of the few areas on relatively deep soil, but could be affected by winds passing between adjacent high buildings. Further details of the wind effects are recommended to be provided.

As per the Docklands Urban Forest Precinct Plan 2014-2024, the Yarra River is an important ecological corridor and as such, a proposal should look to enhance habitat and biodiverse connections along this waterway and the drainage lines that feed into it. The proposal should enhance biodiversity for the area through selecting bird and pollinator attracting species and by adding layers of vegetation to provide structural diversity.

Several concerns were raised with respect to planting species and locations, however Urban Forest and Ecology acknowledge that these concerns can be further resolved during the design development process in collaboration with MCC.

The proposed floating 'wetlands' concept will be difficult to maintain and the cost benefit of these islands is not understood at this time.

6.5 Waterways

Documents referenced in the 'Role of the Development Plan' for waterways are out of date. The most up to date list is included in the Docklands Design and Construction Manual which should be treated as a key reference.

Public Realm Promenades - 2. Yarra Walk (page 54)

Design and construct the Yarra Walk wharf structure to have sufficient structural capacity to allow for future berthing of commercial vessels up to 200Tonne for the remaining length of Yarra Walk between Dock Lane East and Eco Park.

Built Form. Wind mitigation

No reference is made to any wind from the West or East. As a result of local conditions, the wind direction tends to follow the path of the Yarra corridor making the river a wind tunnel, thus impacting promenades and making berthing difficult.

The relationship with the water - 6.7.1 The Water Plan

'Boats Workshop' - More detail would need to be provided on what the boating workshop is and its relationship to the water, if any at all, to make comment.

Waterfront Access and Charters

The two drop off/pick up points are not conducive to water tour passenger transfer because of the lack of back of house infrastructure, ability to disperse passengers and possible conflicts with the surrounding residential areas.

Water taxis on the North side of Collins Wharf (Victoria Harbour) would be better serviced from within the proposed marina. This would allow the berths to be managed.

The proposed terminal on the Southside (Yarra River) could be serviced from Australia Wharf and Collins Landing.

Private Marina Facilities

While the 1:6 ratio is great in principle, consideration needs given for the ramifications of introducing more public berths to a waterways where occupancy rates are lower than average.

Private marinas must also consider on shore facilities for berth holders and marina operators. Marinas without adequate facilities are leaving Docklands with a glut of unserviceable and empty berths.

Minimum requirements:

- Onshore amenities (laundry, toilets, showers, etc.)
- Marina Office
- Car parking, in the absence of traffic and parking studies, the following car parking spaces should be provided per wet berth 0.3–0.6.
- Marina services (water, power, sewage pump-out, waste management, safety equipment)

6. 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.
- Impact of overshadowing on the waterfront promenade and Yarra River.
- The impact of the proposed development on heritage places.
- The treatment of the waterfront and public realm.

The 2015 Development Plan proposes to alter the future development outcomes in the Wharf Quarter precinct in built form outcomes, public realm and land use terms.

The key issues arising from these changes are:

- Built Form, including height and tower separation
- Land Use
- Public Realm Considerations
- Wind Conditions and Shadowing Impacts
- Parking, Traffic and Waste
- Each are addressed in turn below:

7.1 Built Form, including Height and Tower Separation

Lend Lease have provided advice relating to the geotechnical challenge posed by the original wharf structure, including soft Coode Island silt and difficult seismic conditions, which necessitate steel driven tubes to a depth of greater than 40m. Lend Lease further advise that the cost of this piling system is approximately five times the cost of piling in a typical city quarter site and that the yield under the 2015 Development Plan has been balanced to off-set the high foundation and infrastructure costs in order to ensure project viability.

As noted earlier in this report, the Council determined the matter of ownership of the Northside Wharf structure (north of the proposed Collins Street extension) and agreed to accept responsibility as a Committee of Management for the structure

subject to a number of conditions, including prior rejuvenation of the wharf to a 50 year structure life, and, most relevantly:

‘no separate property tenure being created on the wharf that depends upon the structure and exceeds its structural capacity or life subject to assessment of appropriate maintenance regimes.’

A consequence of this Council requirement is a reduction in the area available for the construction of the residential buildings envisaged for Collins Wharf. The previous 2010 Development Plan included residential buildings built on wharf structure.

The proposed built form under the 2015 Development Plan is characterised by low rise linear buildings to both sides of Collins Street and high-rise towers to the southern edge of the wharf. The high rise residential development would sit predominantly within the sea wall edges, while the low-rise linear commercial and community buildings are situated on the piled structures to the north.

The building heights to the south of Collins Street are proposed to be significantly increased (from a maximum building height of 35m to a maximum height of 85m). Buildings to the north of Collins Street however are proposed to be reduced (from a maximum height of 15m with the exception of one building not exceeding 25m, to a reduced height of 8m).

The principle guiding policy for built form in Docklands is Clause 22.18 Urban Design within the Docklands Zone, whose primary purpose is ‘to stimulate and guide the work of the private and public sector developers to *achieve design excellence*’ (emphasis added). The policy 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 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 relevant design principles:

- Creating active and attractive streets by incorporating ground level frontages which enliven and energise public streets and spaces and discouraging blank walls;
- Ensuring development is site response, taking maximum advantage of varying characteristics and features of each site.
- Ensure that development is focused on the waters of Victoria Harbour and the Yarra River, incorporating low structures within the waterfront area which contribute to the activity and interest of public spaces.
- Provide a range of social and public spaces, including water places, urban places, urban squares, promenades and precinct open spaces to cater for diverse activities and uses. Ensure that the network of spaces is linked via public promenades, streets and pedestrian pathways or linear parklands.

- Architectural character should adopt a contemporary palette of styles and materials and should create new and interesting vistas from both land and water. Vistas to the water and to the city skyline should be maximised.
- Development should create integration between the Docklands development and adjacent areas, particularly the Central City.

The amended built form proposed under the 2015 Development Plan responds well to the above principles, specifically:

While the height of buildings is proposed to increase, they continue to be lower than many of those within the remainder of the Victoria Harbour Precinct (including those already constructed), thereby creating a differing building form unique to Collins Wharf. However, the proposed increase in height, together with the reduction in mid-block links from Collins Street to the Yarra River, results in the scheme presenting in a series of large built forms, consistently orientated east-west. Exposed as they are due to the nature of the site, the combined effect has the potential to appear visually bulky and as a wall of homogenous built form. As noted by City Design, the apparent flatness of the north and south facades and the 'sameness' of architectural style depicted in supporting documentation exacerbates the overall sense of visual bulk and dominance due to the homogeneity of the built form envelopes of the group of five. It is acknowledged that the effect could be countered through greater tower modulation, and a greater degree of architectural diversity through ensuring that each tower is designed by a different architect. The variation would assist in breaking down the perceived bulk of the overall development and add to the vibrancy and character of this new precinct.

It is therefore imperative that high quality design solutions are enshrined in the 2015 Development Plan, and as such, it is recommended that Section 6.4.5 of the Plan be updated to require a range of architects be engaged to design each of the towers, and that a mix of architects be engaged to design the podium/terrace buildings and ground floor interfaces.

Lower buildings have been incorporated within the waterfront areas of Victoria Harbour and the Yarra River, with the proposed 8m high contemporary interpretation of shed/wharf forms north of Collins Street, and the podiums for the tower developments to the south, opposite the Yarra River.

- As evidenced by images 13 and 14 below, the amended built form would significantly increase the vistas to the water (both Victoria Harbour and the Yarra River) for occupants of the buildings, substantially improving the internal amenity offered within the residential apartments;

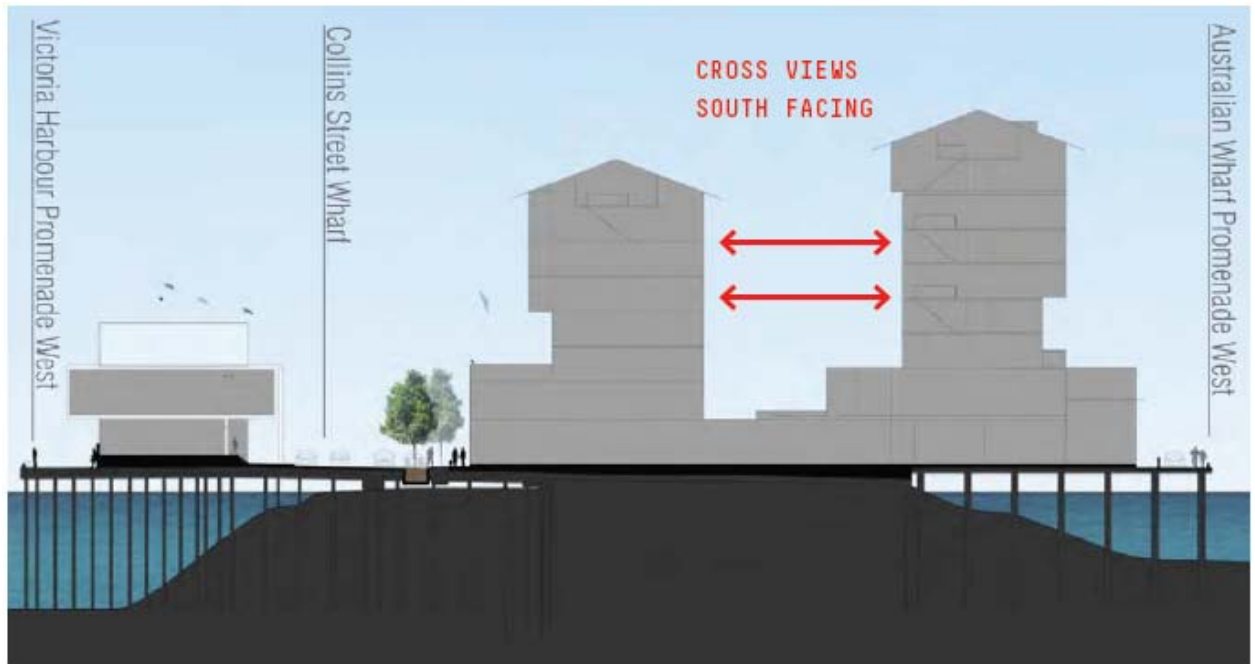


Image 13. 2010 Development Plan cross section

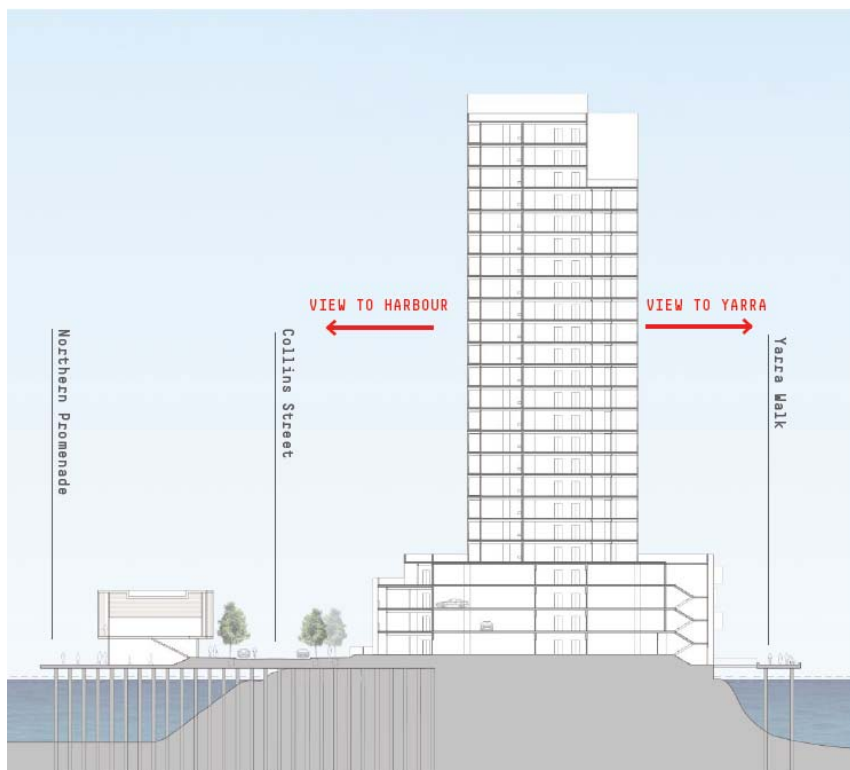


Image 14. 2015 Development Plan cross section

- While there are no tower setbacks specified under the Planning Scheme for development in Docklands, the 2015 Development Plan has nonetheless adopted the generally accepted minimum setbacks between towers of 10m, with setbacks from Yarra River to the south and Collins Street to the north to

act as podiums. The setbacks between the towers will allow sufficient separation between them for daylight and sun penetration to the public realm and avoid a continuous wall of towers.

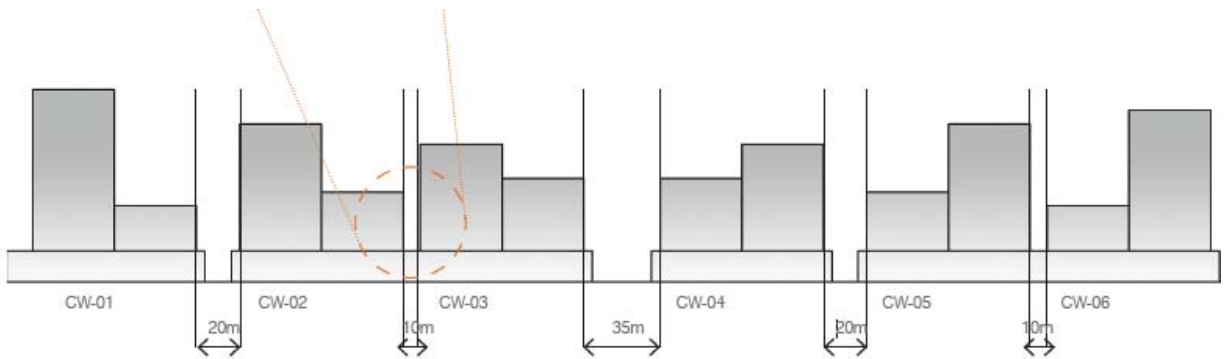


Image15. Overall tower setback approach along Collins Wharf

- The 2015 Development Plan substitutes longer buildings, with a reduction in the number of mid-block links from Collins Street to the Yarra River (from 4 to 2, over the same site area). The reduction in these links reduces the public invitation and permeability necessary for interest, choice of access and the ability to explore. Additionally, the creation longer buildings at the lower levels contributes to increased visual bulk and a loss of ground plane permeability. It is recommended that the number of north-south through block links is increased to assist with general permeability, increased legibility of the wharf, increased pedestrian activation through Collins Wharf between the Yarra River and Victoria Harbour, increased accessibility and walkability to areas of public open space, and reduced visual bulk. Further, increasing the number of through block links would assist in off-setting the loss of the 2.5m over-water boardwalk adjacent to the northern promenade as currently shown in the 2010 Development Plan.
- While it is accepted that market forces have impacted on the original proposal for use mix, it is nonetheless recommended that the design be developed with as much scope for adaptability at ground and first floor levels to enable a future increase in diversity of the uses that can be accommodated should market forces alter.
- The heights are in excess of those specified under DDO50, however it is noted that the DDO heights are a general reflection of the heights under the 2010 Development Plan, and that the DDO was amended after the approval of the Development Plan to specifically reflect those heights via Amendment C156. Interestingly, prior to the approval of Amendment C156, the heights envisaged for this area of Docklands were actually higher (Area 6 was previously 40-100m, Area 7 was previously 25-200m and Area 8 was previously 25-60m). The DELWP advises that, should the 2015 Development Plan be approved, a similar planning scheme amendment will be prepared to amend the heights specified under DDO50.

Overall, the revised built form is considered to make a positive contribution to the developing character of Docklands and is supported.

7.2 Land Use

The Municipal Strategic Statement (MSS) naturally 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. Mixed use development is supported, 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 use changes continue to be consistent with the strategic directions of Docklands. While there has been a sizeable shift under the proposed 2015 Development Plan away from commercial/mixed use, this shift has been economically justified. The Economic Assessment concluded that the previously proposed 19,270m² of commercial/mixed use floor area was non-viable given the distance of the precinct from Southern Cross Station, and that the precinct would be oversupplied with retail floor space.

Under the 2015 Development Plan Collins Wharf would become a predominantly residential area with the shift from commercial/mixed use to residential. The increase in dwelling yield would have the effect of increasing the local residential population from approximately 1,490 persons under the 2010 DP to an estimated 2,850 persons under the 2015 DP.

Provided that adequate infrastructure, public open space, services and facilities can be provided to support this additional population (discussed below), there is no objection to this change in land use direction. However, it is recommended that the design be developed with scope for adaptability at ground and first floor levels to enable a possible future increase in diversity of uses that can be accommodated at Collins Wharf.

7.3 Public Realm & Open Space 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 City of Melbourne's Open Space Strategy 2012 defines 'open space' as distinct from 'public realm'. While both are important, they provide different benefits and serve different community needs. Open space is defined as publicly owned land that is set aside primarily for recreation, nature conservation, passive outdoor enjoyment and public gatherings. This includes public parks, gardens, reserves, waterways, publicly owned forecourts and squares.

The public realm provision provided under the 2015 Development Plan reasonably meets the relevant objectives of Clause 22.18. The public realm provision proposed represents an overall increase of 5,000m² when compared to the 2010 Development Plan. As noted earlier however, it is recommended that the number of north-south through block links is increased to assist with general permeability, increased legibility of the wharf, increased pedestrian activation through Collins Wharf between the Yarra River and Victoria Harbour, increased accessibility and walkability to areas of public open space.

The public open space provision has also been increased by 1,744m², resulting in an increase of public open space provision per person from 1.96m² to 2.15m² when comparing the overall public open space provision between the previous total resident population. While acknowledging an increase in space per resident, Open Space Planning have nonetheless noted that this area of space is well below the average for residents within the City of Melbourne, currently at 7m², and recommend that the provision should be increased.

It is noted that Eco Park includes car parking. Given their high demand and low provision, the public open spaces provided in his precinct should be predominantly for the local people. As such, it is recommended that the car park be removed in favour of additional open space.

The altered design of the southern promenade, referred to as Yarra Walk, will provide a strong water focus and a high degree of public accessibility to the water. While the redesign of Yarra Walk over the water is a change in waterfront public typology as rolled out elsewhere in Docklands, it is considered acceptable in this location given the uniqueness of the wharf structure within Docklands. A different design for moving along the water adds to a diversity of public realm and user experience in Docklands.

Practically, Yarra Walk will continue to be a shared zone for cyclists and pedestrians and also provide access for small service vehicles limited to a proposed 10km/h speed limit. It extends the full length of the southern face of Collins Wharf, providing direct access to Eco Park at the westernmost tip of the wharf. It will also maintain flexibility for future berthing of commercial vehicles.

7.4 Wind conditions and shadowing impacts

Schedule 2 of the Docklands Zone specifically prohibits the construction of buildings and works which would cast a shadow across the south bank of the Yarra River between 11.00 am and 2.00 pm on 22 June, excluding mooring poles, marinas and gangways.

The increased proposed heights of the buildings along Collins Wharf need careful analysis to ensure that the above requirement can be met. Section 6.4 of the Development Plan demonstrates that the proposed urban form will not overshadow the south bank of the Yarra River. It is noted that further detailed shadow diagrams for each stage of the Development Plan will need to be submitted at planning application stage.

The Yarra Walk boardwalk would benefit from improved solar conditions throughout the year given the increased setback of the boardwalk from the south edge of the wharf and the separation between the podiums and towers as proposed.

The 2015 Development Plan identifies that the location of Collins Wharf on the southern side of Victoria Harbour means that the site is significantly exposed to the prevailing winds for Melbourne throughout the entire year. A detailed wind assessment will be required for the assessment of each individual building in addition to the overall preliminary wind assessment, and this is reflected in the Development Plan.

7.5 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 detail comments at Section 6 above). There are no in principle objections.

8 OFFICER RECOMMENDATION

That a letter be sent to DELWP advising that MCC offers in principle support for the proposal subject to the following changes/comments:

General

- Section 2.3 Zoning and Overlays (p. 15). Specify that the site is also located within the Docklands Zone, Schedule 7 (Waterways). On page 16, correctly reference the specified heights of DDO50 where they relate to Area 8.
- The built form should be designed scope for adaptability at ground and first floor levels to enable a possible future increase in diversity of uses that can be accommodated at Collins Wharf.
- Section 6.4.5 of the Plan be updated to specify that a range of architects will be engaged to develop all sites (not just landmark sites).
- Increase the number of north-south through block link to assist with general permeability, increased legibility of the wharf, increased pedestrian activation through Collins Wharf between the Yarra River and Victoria Harbour, increased accessibility and walkability to areas of public open space, and reduced visual bulk.

Traffic Engineering

- Consideration should be given to extending the tram service along the length of Collins Street, even given the currently proposed 19m cross-section, with a shared tram track area (*with 3.2m footpaths on both sides, 3m parking lane on 1 side, 3m contraflow bike lanes on 1 side and 3.3m shared traffic/tram lanes on both sides*).
- Consideration could be given to the creation of Shared Zones with pedestrian priority in the laneways, which could be extended to the smaller streets. Ultimately, the determination of whether a Shared Zone designation is appropriate for a given street can be addressed at the detailed planning stage, which will require VicRoads approval. During the detailed planning stage, ES will also review/provide advice on preferred widths for all cross-sectional elements of the smaller streets/lanes, in order to adequately respond to the anticipated pedestrian/cyclist usage patterns/servicing requirements/other traffic needs that will become evident at that stage of planning;
- As the carriageway widths of approximately 6m would be insufficient to enable U-Turns by service vehicles/garbage trucks, it will be imperative to ensure that the design of all buildings incorporates generous off-street loading dock/delivery areas to enable service vehicles to enter/leave premises in a forward manner. This design requirement is fundamental, given that most of the small streets/lanes terminate at “dead-ends” (*promenades on the Yarra/Harbour waterfronts*) & are unlikely to accommodate U-Turns by large vehicles;
- Consideration could be given to providing at least 6.5m widths for clear/unobstructed public access along the promenade, to adequately cater for future pedestrian/cyclist movements. This width should be free of obstructions & could be provided as separate pedestrian & cyclist spaces. If there is a requirement to provide short-term parking within the promenade, this should be in the form of indented parking under the building area & should not restrict the 6.5m clear shared public space. Any such parking would need to be accommodated within the building footprint. Alternatively, the promenade could be appropriately widened to accommodate the parking;
- The key feature is the provision of a pedestrian bridge between the western extremity of Collins St Wharf & New Quay West. This initiative is fully supported & it is recommended that the bridge’s width be sufficient to sustain shared use by pedestrians/cyclists; and

- While it is understood that motor vehicle movements will be possible along the promenade facing the Yarra, it would be preferable for the promenade to be designed exclusively for pedestrian/cyclist use, with occasional/controlled/intermittent access permitted for Council's street cleaning/other goods carrying vehicles. Our preliminary legal advice indicated that, in order to restrict access to a new road for a specific class of vehicles only (*i.e. allow street cleaning/goods carrying vehicles & ban all other traffic*), the road would need to be initially designed (& handed over to Council) allowing/enabling access for all traffic. Council would then need to go through a legal process under the Local Government Act in order to undertake such an access restriction (*e.g. as was done along Swanston St*). Given that considerable community benefit is likely to be gained by banning the through traffic from the promenade, ES would be prepared to undertake such a legal process.
- While the submitted plans of Collins St & Dock Lane East are acceptable in principle, comments are not made at this stage on the detailed design matters such as the locations/wording of parking signs, parking dimensions, road/footpath widths, pram ramps, etc, as such comments will ultimately be provided by our Infrastructure branch as part of the formal approval of detailed construction plans, as per usual process. A formal independent Road Safety Audit should be undertaken of the proposed design/layout along Collins St, the laneways & promenade areas, to assess the road safety issues & possible conflicts between all road users, and the findings of the Audit should be incorporated into the design at the developer's expense, to the satisfaction of ES.
- It is understood that bicycle lanes are not proposed along Collins St, due to the limited available carriageway width & the low projected traffic volumes. However, in order to enhance the safety of pedestrians/cyclists & ensure that traffic travels at/below the proposed 40km/h speed limit, it will be necessary to install traffic management measures (*such as Watts profile road humps*) at regular intervals along the street. Particular care should be taken to ensure low traffic speeds & good sight lines at approaches to the several bends.

Civil Engineering

- The surface and air space of the public realm (Collins Street, laneways, promenades and parks/public spaces) must be formally vested in Council as Road or Reserve as appropriate on plan of subdivision to the satisfaction of the City of Melbourne's Manager, Engineering Services and Team Leader, Land Survey. All wharfs and promenades structure must remain as part of the abutting Crown Land Reservation.
- The existing wharf structure is a Places Victoria asset and as such any works affecting the wharf structure and the required rejuvenation works must be undertaken to the requirement and satisfaction of Places Victoria.
- All proposed new promenades (Northern Promenade and Yarra Walk) structures are Places Victoria assets and as such must be constructed to the requirement and approval of Places Victoria.

Waterways

- Section 6.2 Yarra Walk (p. 54) Addition of a statement:
'Design and construct the Yarra Walk wharf structure to have sufficient structural capacity to allow for future berthing of commercial vessels up to 200Tonne for the remaining length of Yarra Walk between Dock Lane East and Eco Park.'

- Section 6.4 Wind Mitigation (p. 80) No reference is made to any wind from the west or east. As a result of local conditions, the wind direction tends to follow the path of the Yarra corridor making the river a wind tunnel, thus impacting promenades and making berthing difficult.
- Section 6.7.1 The Water Plan (p. 87). More detail is required on what the 'boating workshop' is and its relationship to the water.
- Section 6.7 Waterfront Access and Charters (p. 87). The two drop off/pick up points are not conducive to water tour passenger transfer because of the lack of back of house infrastructure, ability to disperse passengers and possible conflicts with the surrounding residential areas. Water taxis on the North side of Collins Wharf (Victoria Harbour) would be better serviced from within the proposed marina. This would allow the berths to be managed. The proposed terminal on the Southside (Yarra River) could be serviced from Australia Wharf and Collins landing.
- Section 6.7 Private Marina Facilities (p. 87). While the 1:6 ratio is great in principle, consideration needs given for the ramifications of introducing more public berths to a waterways where occupancy rates are lower than average. Private marina must also consider on shore facilities for berth holders and marina operators. Marinas without adequate facilities are leaving Docklands with a glut of unserviceable and empty berths.
Minimum requirements:
 - Onshore amenities (laundry, toilets, showers, etc.)
 - Marina Office
 - Car parking, in the absence of traffic and parking studies, the following car parking spaces should be provided per wet berth 0.3–0.6.
 - Marina services (water, power, sewage pump-out, waste management, safety equipment)

Open Space Planning and Urban Forest and Ecology

- Integrate the additional information and undertakings provided in the document titled 'Referral Comments – Open Space Planning, City of Melbourne' and Referral Comments – Urban Forest and Ecology, City of Melbourne by Aspect Oculus into the Amended Development Plan.
- Eco Park (p. 49). Acknowledgement that Eco Park does not have to attain pre-settlement vegetation, however a link between the planning palette and the local flora and faunal interactions needs to be demonstrated.

- Activity Hub (p. 50). It is considered that the industrial authenticity (essentially the concrete deck and rails) can be retained whilst including trees and other greenery within the design. This should be investigated further prior to endorsement of final plans. Trees positioned to the Activity Hub (along the Collins Street fringe) are unlikely to provide effective shade of the area with the northerly aspect of the sun. Additional trees and other greenery should be applied to the site which would provide a 'sun-smart' design, particularly during summer. It is acknowledged that there are challenges will installing trees or vegetation over-water; however, suspended containerised trees are not impossible particularly with input from the privately engaged consultants Stephen Frank and Peter May.

- Whilst the vegetation proposed to be introduced along Collins Street is supported, the ultimate dimensions and form of street trees can be hampered by built form and traffic. Plantings within an open space is therefore a desirable outcome and will better facilitate the mature dimensions of trees. It is believed that a relationship between wharf and water can be established with plantings that consider circulation provisions. This will provide greater amenity to the site and create conditions that encourage and activate the area. This will need to be reviewed by Urban Forest and Ecology prior to endorsement.

- The species selection at Section 6.2 are not considered appropriate. Final species selections will be subject to Council approval.

- Public Realm Planting (p. 60). Acknowledge the aim for 60% tree coverage for each public realm area when the tree canopies are fully mature.

- Additional information on the floating wetlands should be supplied on their long-term viability such as examples where this has been successfully incorporated and whether use (such as boating) of the area will prevent long-term retention.

- Removal of car parking from 'Eco Park' in favour of additional open space

- 'Promenade Park' is encumbered due to being located over a structure. Council's strong preference is not to accept space over structure. Should Council agree to open space over a structure, a number of minimum design and construction conditions apply:
 - Structural capacity to support at least 1.5 metre depth of saturated soil and associated live loadings.
 - An irrigation system to be provided
 - Soil profile acceptable to Council
 - Plant species acceptable to Council
 - Independently certified structural design to allow maintenance vehicle access, and installation of all types of commercially available play equipment
 - No fault clause for damage to underlying structure caused by approved landscaping plan or approved maintenance plan.