

Report to the Future Melbourne Planning Committee

Agenda item 6.1

West Melbourne Structure Plan 2018

6 February 2018

Presenter: Emma Appleton, Manager Urban Strategy

Purpose and background

1. The purpose of this report is to seek endorsement of the final West Melbourne Structure Plan 2018 (the plan), refer Attachment 2.
2. Annual Plan Initiative 8.10 for 2017–18 is to ‘Deliver the West Melbourne structure plan in collaboration with the Victorian Government and the community’. Previous Annual Plan Action 5.3.3 (2016–17) ‘To finalise the sustainability plan for West Melbourne’ has been integrated within the plan through objectives and actions relating to sustainability and climate resilience.
3. The draft West Melbourne Structure Plan (the draft plan) was endorsed for community and stakeholder consultation at the Future Melbourne Committee (FMC) on 4 July 2017. The draft plan was informed by two previous phases of engagement and a range of supporting background studies.
4. Consultation on the draft plan was from 5 July to 20 August 2017. It included an information session for key businesses, landowners, industry professionals and government stakeholders, two community workshops, pop-up sessions on the streets of West Melbourne and an interactive Participate Melbourne page. In addition, an independent review was undertaken by the Office of the Victorian Government Architects, Victorian Design Review Panel (VDRP) due to the importance of the Plan.

Key issues

5. The draft plan was well received by residents, workers and visitors, with almost three quarters of the 157 respondents supporting all or most parts of the draft plan. This included support for the proposed floor area ratio controls (FARs), and proposals to deliver affordable housing, new open space and green spaces, and proposed walking, cycling and public transport infrastructure.
6. Concerns from the community included not having mandatory height controls due to the quality and scale of development recently built, under construction or approved in West Melbourne, as well as concerns about the impacts of the West Gate Tunnel.
7. The West Gate Tunnel has been approved by the Minister for Planning. The potential impacts of the West Gate Tunnel have been considered during the development of the plan. The West Gate Tunnel does not alter the vision for West Melbourne.
8. Landowners and developers supported the clarity that the structure plan provides and many of its proposals and actions, but suggested the proposed FARs and discretionary height limits are too low and that the requirement for employment floor space may be too restrictive.
9. The VDRP commended the robust and design-led process undertaken by the City of Melbourne which ‘articulated an alternative vision and place-based approach to urban renewal’ (refer Attachment 3). It suggested strengthening the vision of West Melbourne in the context of the city, as a ‘counterpoint’ to the adjacent high growth areas of the Central City and Arden, and made specific suggestions regarding built form controls. The draft plan was also supported by Transport for Victoria (refer Attachment 4).
10. The proposed changes to the final structure plan take into account the comments received on the draft plan. These include providing further clarity in terms of the vision statements for each neighbourhood; removing basements from the FAR calculation, to be consistent with the central city and Fishermans Bend; increasing the discretionary height controls in particular locations; proposing an approach to further support retention and adaptive reuse of heritage and character buildings by excluding a proportion of floor space in the FAR calculation; strengthening the evidence base for the employment requirement; and including further information and rationale from *Plan Melbourne 2017–2050*.
11. The proposed planning scheme amendment to implement the planning-related actions in the structure plan will be presented to FMC for approval for authorisation in April 2018.

Recommendation from management

12. That the Future Melbourne Committee:
 - 12.1. Endorses the West Melbourne Structure Plan 2018.
 - 12.2. Authorises the Acting Director City Strategy and Place to make any further minor editorial changes to the West Melbourne Structure Plan prior to publication.

Attachments:

1. Supporting Attachment
2. West Melbourne Structure Plan 2018
3. Office of the Victorian Government Architect Design Review report October 2017
4. Letter from Transport for Victoria

Supporting Attachment

Legal

1. There are no direct legal implications arising from the recommendation from management.

Finance

2. The costs of finalising the West Melbourne Structure Plan and starting the planning scheme amendment are incorporated within the 2017–18 budget.
3. The delivery of actions in the plan will be considered by Council as part of future annual budget and service planning processes.

Conflict of interest

4. 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

5. A six week consultation period on the draft plan (the third phase of engagement) was held in July and August 2017. Consultation activities included an interactive online engagement on the Participate Melbourne West Melbourne page, workshops with the community, businesses, landowners and other stakeholders and pop-ups on streets in West Melbourne. Over 90 people attended the community workshops and around 2400 people visited the Participate Melbourne page. A total of 175 responses were received, with 157 responses to the engagement questions from Participate Melbourne and the workshops and 18 email submissions from residents, planning consultants, landowners and other stakeholders.
6. The first phase of community engagement took place in mid-2015 and was a chance for the community and stakeholders to express their likes, concerns, priorities and visions for West Melbourne prior to any plans for the area being established. There were 168 contributions on the Participate Melbourne page, nearly 600 document downloads and over 130 people attended two workshops.
7. The second phase of engagement was on the *Ideas for West Melbourne* Discussion Paper and involved three workshops as well as opportunities for people to input at pop-up park events and online via the interactive plan on the Participate Melbourne page. Over 150 people attended a launch of the discussion paper and separate workshops were held with businesses and government stakeholders. Over 3000 people visited the Participate Melbourne page.
8. Ongoing discussions and meetings with key stakeholders, residents' groups and others have occurred throughout the development of the plan. This has included meetings with specific landowners, businesses and government stakeholders such as the Department of Environment, Land, Water and Planning, Transport for Victoria and VicRoads.
9. A fresh eye review from the Office of the Victorian Government Architect's Victorian Design Review Panel was undertaken which included a site visit, and critical feedback from a range of independent experts.

Relation to Council policy

10. The plan is consistent with Council's broader policy objectives to deliver sustainable development in our inner city as outlined in our Municipal Strategic Statement and other supporting strategies such as the Urban Forest Strategy, Nature in the City Strategy and Open Space Strategy. The structure plan delivers on Council's Goal 8: A city that plans for growth.
11. The plan also encourages multimodal transport options, consistent with the Transport Strategy 2012.

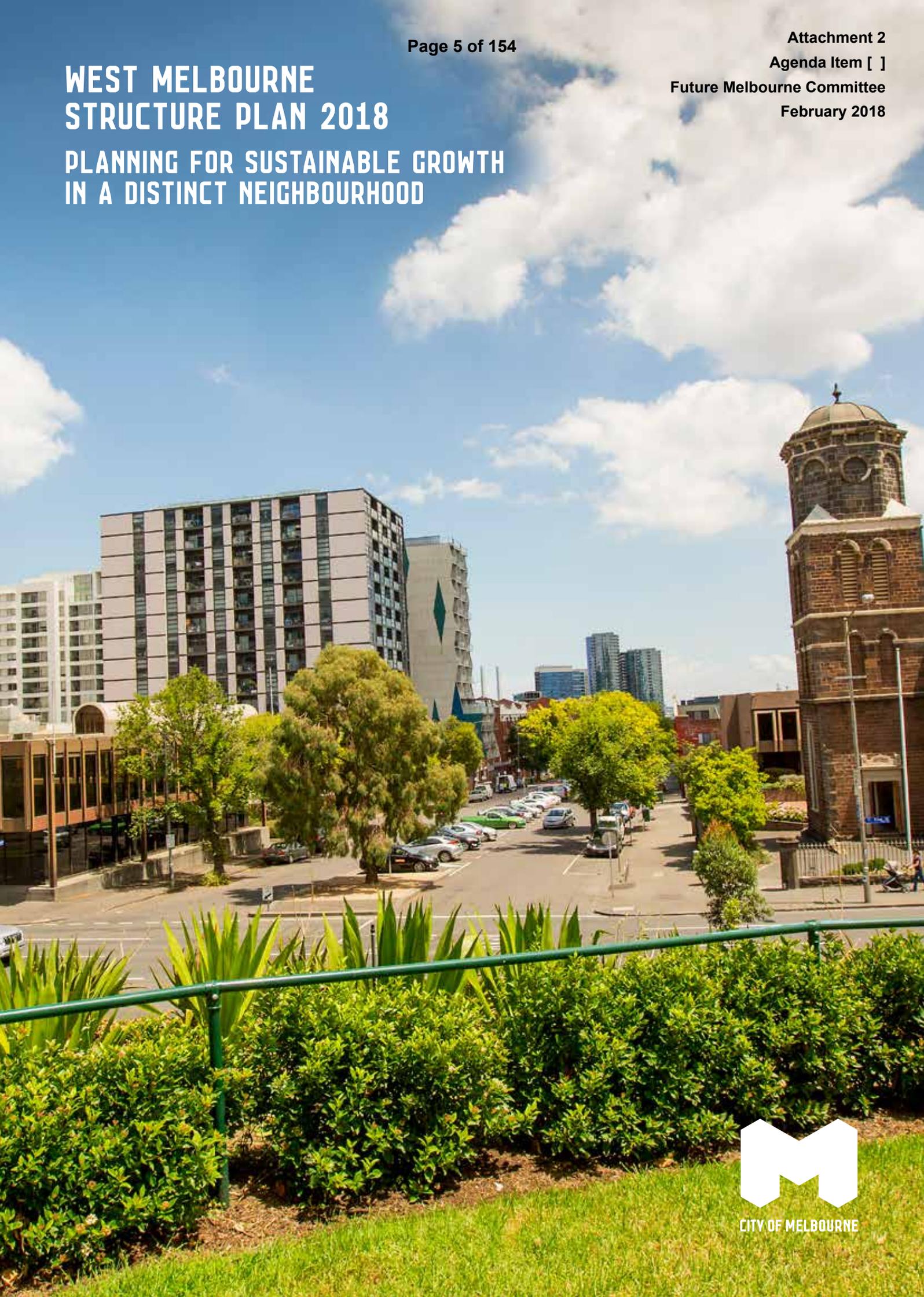
12. The plan helps to achieve Annual Plan Initiative 8.10 is to 'Deliver the West Melbourne structure plan in collaboration with the Victorian Government and the community' and previous Annual Plan Action 5.3.3 (2016–17) 'To finalise the sustainability plan for West Melbourne'.

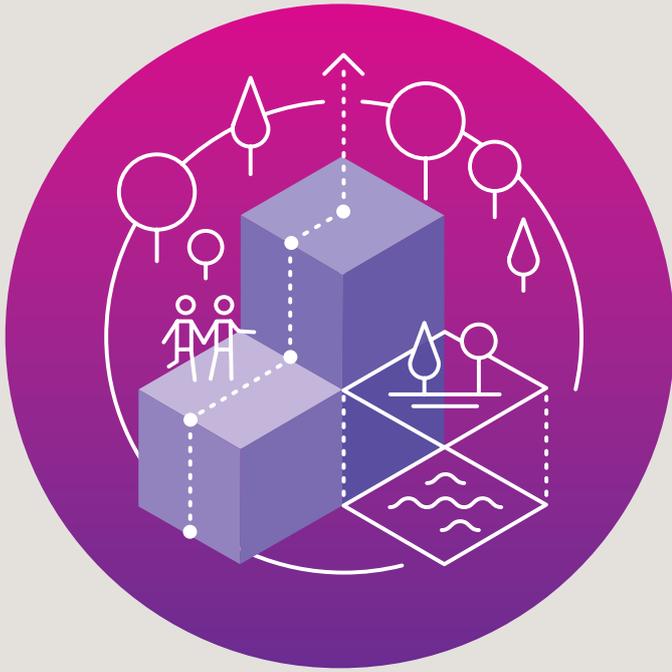
Environmental sustainability

13. The plan incorporates previous Council Plan Action 5.3.3 (2016–17) to develop the sustainability plan for West Melbourne. Sustainability has been approached as an integral part of the plan and is embedded throughout.
14. The plan provides a range of opportunities to increase the resilience and sustainability of the area. Proposed density and updated built form controls will help to provide more certainty and support for rooftop solar and other sustainable infrastructure. The plan aims to improve the environmental sustainability of West Melbourne through achieving urban forest and permeability objectives, while helping to respond to flooding issues currently being experienced in West Melbourne (around the western end of Dudley Street) by incorporating water sensitive urban design and permeable paving. The structure plan also aims to improve the amenity of the arterial and local streets in West Melbourne by encouraging more people to walk, cycle and take public transport, consistent with the Transport Strategy 2012. The plan, once implemented, will result in a net gain of trees and public open spaces to improve the amenity for the growing resident and worker populations.

WEST MELBOURNE STRUCTURE PLAN 2018

PLANNING FOR SUSTAINABLE GROWTH IN A DISTINCT NEIGHBOURHOOD





A CITY PLANNING FOR GROWTH

Melbourne will be a leader in planning for growth and technological advancement. We will guide and influence the future development of the city for the benefit of all city users and in a way that values and celebrates its historical and cultural identity.

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Issue 7 - For endorsement at Future Melbourne Committee 6 February 2018

February 2018

The City of Melbourne respectfully acknowledges the Traditional Custodians of the Land. For the Wolwurrung (Wurundjeri), Boonwurrung, Taungurong, Dja Dja Wurrung and the Wathaurung groups who form the Kulin Nation, Melbourne has always been an important meeting place for events of social, educational, sporting and cultural significance. Today we are proud to say that Melbourne is a significant gathering place for all Aboriginal and Torres Strait Islander people.

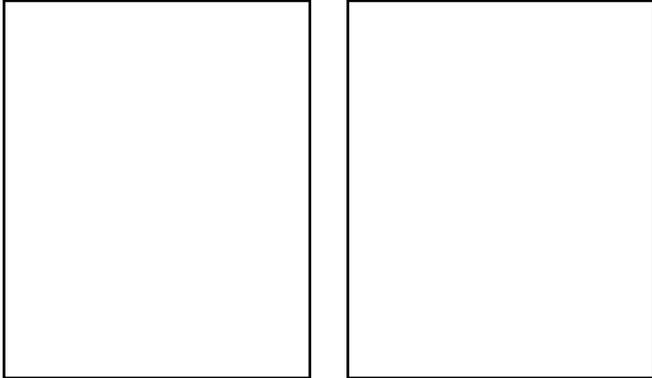
Disclaimer

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MESSAGE FROM THE CITY OF MELBOURNE



West Melbourne Structure Plan 2018

To be included following the outcome at the Future Melbourne Committee meeting on 6 February 2018.

Image (opposite). A walking tour of West Melbourne during the first phase of community engagement

PART ONE: INTRODUCTION

In this part you will find the vision for West Melbourne, a quick snapshot of the structure plan including an illustrative masterplan, the key drivers of change influencing the plan, an introduction to the study area and a summary of how the plan was developed.





Image. A walking tour with the community at the start of preparing the structure plan.

1.1 PLAN STRUCTURE

Planning for West Melbourne

The West Melbourne Structure Plan (the plan) has been developed using a ‘place based’ approach - identifying five distinct places in West Melbourne, each with its own character and qualities. This approach allows the vision for West Melbourne to be translated into separate visions for each of the five places.

These five places are referred to as Spencer, Flagstaff, Adderley, Station Precinct and Historic Hilltop (see figure 1.1 below).

The study area outlined for the new West Melbourne Structure Plan covers a different area to the 2005 plan which included parts of North Melbourne and West Melbourne. The area classified as the ‘industrial’ part of West Melbourne (west of the railway yards all the way to the Maribyrnong River) is not included in the study area.

The format of the structure plan

Part one: Introduction explores the context of West Melbourne, the drivers of change and the structure plan process.

Part two: The framework details the objectives and actions for the whole of West Melbourne.

Part three: Places applies the framework objectives and actions to the five places identified in West Melbourne.

Part four: Making it happen explains the implementation process that enables the objectives and actions of the plan to be realised.



Figure 1.1: A map of West Melbourne showing the study area and five places identified in the plan.

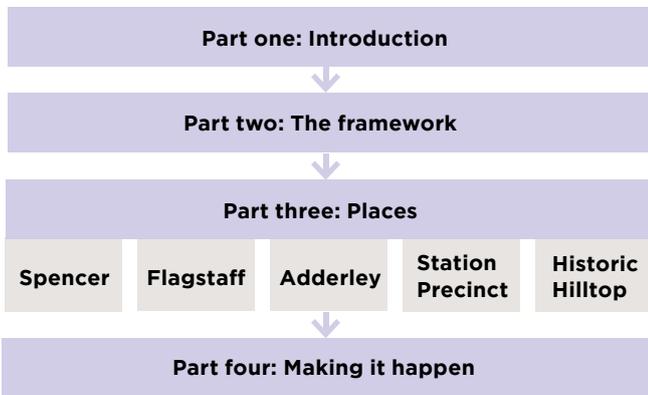


Figure 1.2: The format of the structure plan.

The objectives of the structure plan

There are four key objectives that underline the preparation of the structure plan:

- To establish a shared vision and framework for the long-term future growth, development and character of West Melbourne.
- To ensure that community and creative infrastructure, open space and transport provision better match the needs of a growing population.
- To deliver current City of Melbourne strategies and policies related to West Melbourne.
- To identify a set of actions to deliver the vision and framework for the future development of West Melbourne. These include planning scheme amendments and street and open space improvements (capital works proposals).



Figure 1.3: An aerial image of West Melbourne looking north-east, with the higher rise central city to the south and south-east of West Melbourne and the lower rise North Melbourne to the north. Image © Google Earth

1.2 THE VISION FOR WEST MELBOURNE

West Melbourne will retain its unique identity, varied areas of character and mix of uses as it evolves into one of Melbourne’s distinct inner urban neighbourhoods and a counterpoint to the central city.

Its heritage and other characterful buildings will provide opportunity for a diverse range of uses, new mixed use development will bring high amenity for residents and workers and visitors. Its wide green streets will provide excellent connections and a network of local places and spaces to rest and play with Spencer Street as a vibrant local high street.

The vision statement above expresses the aspirations and goals of West Melbourne and will guide decision making and investment. The vision has been informed by community input and a range of background studies.

The vision will be delivered through a number of **Objectives** and **Actions** that relate to built form and density, uses, activities and infrastructure, movement and access and streets and spaces (see Part Two: The Framework).

The structure plan identifies five distinct places in West Melbourne, each with its own character and qualities. The vision for West Melbourne is translated into specific visions for these five places which define them, and outlines how the objectives and actions in the structure plan relate to each place (see Part Three: Places).



Increased use of photovoltaic or solar thermal panels

Sensitive interface with existing residential area

Water sensitive design

Preserved fine grain heritage buildings



1.3 A SNAPSHOT OF THE STRUCTURE PLAN

A distinct place with diverse surroundings

- West Melbourne has been shaped by its underlying topography and its location next to the central city. The structure plan sets out policies and objectives to protect its unique attributes as a place distinct from the central city.
- The significant level of growth anticipated in adjacent urban renewal areas (City North, Arden and E-Gate) will influence the form of development, types of uses and urban context of West Melbourne.
- The northern parts of West Melbourne share an architectural heritage and character with adjacent North Melbourne.
- West Melbourne's proximity to universities, the medical precinct, QVM, innovation precincts, retail, entertainment and jobs, has seen a renewed interest for residential development in the area and emphasises the importance of the areas economic function for supporting services and start ups.



Celebrating West Melbourne's different places

- West Melbourne has evolved to include a mix of building types and uses, from low rise heritage cottages in the north, mid-rise factories and warehouses in the middle to larger scale high-rise apartment buildings in the south.
- The structure plan takes a character approach to planning for the future of West Melbourne and has identified five distinct 'places' within the area.
- These places have been identified based on their character - informed by the way buildings, landscape and topography, and the way public and private areas relate to each other.
- The five places are Spencer, Flagstaff, Adderley, Station Precinct, and Historic Hilltop (as shown opposite).
- The structure plan defines a vision, design recommendations, built form controls and priority street improvement projects for each place (see Part Three: Places, page 81).



Streets as places for people

- Updated parking controls will improve access to on-street parking for local residents, support local businesses and create more opportunities for street greening (see Objective 12, page 69).
- Some of the asphalt surfaces in West Melbourne's 30 metre wide local streets will be used for parks, open spaces, trees and recreation space (see Objectives 14 and 15, pages 73 and 75).
- Streets will incorporate sustainability elements including Water Sensitive Urban Design, increased tree canopy and permeable paving to cool the city, reduce flood risk and improve habitat and biodiversity (see Objectives 16 and 17, pages 77 and 79).
- Open space design and street greening will incorporate the Arts Melbourne Public Art Framework principles and practices relating to Caring For Country (see Objectives 15 and 16, pages 75 and 77).



Better walking and cycling routes

- West Melbourne's movement and access network will evolve to meet the changing needs of the area's residents, workers and visitors.
- West Melbourne will leverage off its proximity to high value destinations with improved walking and cycling routes to surrounding areas.
- Streets will be upgraded to support walking and cycling to existing and expanded open spaces in West Melbourne and surrounding areas (see Objectives 9 and 10, pages 63 and 65).



Spencer Street as a local high street

- Spencer Street will become a vibrant and active mixed-use street - the local high street of West Melbourne with shops, cafés and restaurants (see Objective 5, page 53).
- The high street will accommodate local businesses to provide everyday needs within walking distance for residents, promoting more sustainable and healthier travel.
- Spencer Street will be rezoned to Special Use Zone to support the delivery of the high street (see Objective 5, page 53).
- Spencer Street will be improved as a street for all users with an upgraded public realm and greater pedestrian, cycling and public transport priority (see Objective 8, page 61).
- Tram and priority buses services will be extended along Spencer Street to connect with Footscray and/or Arden in the medium to long term (see Objective 11, page 67).



Showcasing climate resilience

- New built form controls will provide greater certainty for the introduction or protection of solar panels and will include specific design objectives (see Objective 2, page 47).
- The Urban Forest Strategy 40 per cent tree canopy cover target will help mitigate the Urban Heat Island effect (see Objective 16, page 77).
- Achieving a 20 per cent increase in understorey planting will improve habitat, biodiversity and water management (see Objective 16, page 77).
- Water management will be integrated in buildings and street design to reduce flood risk and increase opportunities for stormwater harvesting (see Objective 17, page 79).



Well-designed, sustainable development, supported by infrastructure

- New density and built form controls will ensure that development responds to the vision and design objectives for each area (see Objective 1, page 39).
- These new controls will include maximum floor area ratios and preferred maximum building heights to ensure a contextual response and diversity of buildings types (see Objective 1, page 39).
- An established development capacity will give greater certainty for future density and population to determine infrastructure requirements.
- The structure plan supports the 11 metre mandatory height limit in the General Residential Zone area in West Melbourne, following a review by the Victorian Government.
- A six per cent affordable housing target could help deliver around 200 affordable dwellings in West Melbourne (see Objective 8, page 61).



Supporting a mix of uses

- Rezoning of some areas to a Special Use Zone (or equivalent) will help support a genuine mix of uses in West Melbourne (see Objective 4, page 51).
- Minimum employment floorspace requirements are included in the floor area ratio controls to support a greater mix of commercial/retail uses in West Melbourne (see Objective 4, page 51).
- Employment floorspace requirements will help to deliver the projected 10,000 jobs in West Melbourne by 2036.



The masterplan for West Melbourne

The masterplan for West Melbourne (opposite) illustrates how the vision and objectives will work together to create a well designed, distinct and sustainable place, held together by an attractive, safe and sustainable public realm.

The plan has been guided by good urban design and planning principles to help achieve the vision and create great places (see the eight urban design principles listed in Part 4).

The key features in the masterplan are:

1. A new local centre along Spencer Street which becomes a high mobility street for all users (see pages 53 and 61)
2. Hawke Street linear park (see page 73)
3. New open spaces along Adderley St (see page 75)
4. New open spaces along Batman Street (see page 75)
5. Redesigned space outside St James Old Cathedral (see page 75)
6. New open spaces in Stanley and Rosslyn Streets (see page 75)
7. Upgraded space around North Melbourne (to be renamed West Melbourne) Station (see page 63)
8. Improved and new walking routes, crossings and connections (see pages 56 and 63)
9. New bicycle lanes (see page 65)
10. New density and built form controls (see page 39)

Change around West Melbourne

- A. Queen Victoria Market Precinct Renewal
- B. E-gate urban renewal area
- C. Arden urban renewal area
- D. West Gate Tunnel - Dynon Road Bridge connection
- E. West Gate Tunnel - Wurundjeri Way extension
- F. Future Melbourne Metro station



Figure 1.4: The masterplan for West Melbourne (indicative only for illustrative purposes)

1.4 DRIVERS OF CHANGE

Melbourne is projected to be a city of nearly 8 million people by 2051. Many areas of Melbourne, particularly those close to the central city such as West Melbourne, are under pressure to change. A number of key drivers of change have been considered in the development of the plan.

Current planning in West Melbourne

The previous West Melbourne Structure Plan was completed in 2005 and informed the existing planning controls for the area.

Since then, a lot of change has occurred in and around West Melbourne and further change is expected into the future. A gradual shift away from industrial uses has seen a renewed interest in the development of land for higher value uses, including residential and commercial.

Some areas in West Melbourne, particularly those with 'discretionary' height controls close to the central city and North Melbourne (future West Melbourne) Station, have been developed in a way that significantly exceeds current planning controls and existing growth forecasts.

The ambiguity and flexibility of the current built form controls leads to uncertainty for the community, landowners and developers regarding what is considered an appropriate level of development in West Melbourne. It also means that supporting infrastructure, such as open space, transport and community facilities, are not keeping pace with increasing populations.

One of the key messages from the community during the first phase of engagement was a desire for greater certainty from the planning process. The plan aims to give a greater level of certainty with regard to built form outcomes, while helping to ensure that supporting infrastructure meets the needs of the growing population.

Plan Melbourne 2017-2050

Plan Melbourne is the Victorian Government's 35-year blueprint to ensure Melbourne becomes more sustainable, productive and liveable as its population approaches 8 million. The vision for Melbourne is that Melbourne will continue to be a global city of opportunity and choice.

Plan Melbourne helps address the challenges and opportunities around managing population growth, growing the economy, creating affordable and accessible housing, improving transport, responding to climate change and connecting communities.

The plan identifies that for the central city to remain a desirable destination for business investment and a major destination for tourism, new space must be found for office, retail, education, health, entertainment and cultural activities. The plan also refers to the major urban renewal precincts, some of which border West Melbourne, to deliver high-quality, distinct and diverse neighbourhoods offering a mix of uses. *Plan Melbourne* is structured around

principles, outcomes, directions and policies, many of which relate to West Melbourne. The main parts relevant to West Melbourne are:

West Melbourne as an evolving and distinct neighbourhood within the city

West Melbourne will support well-designed growth for housing and employment, while retaining its distinctive neighbourhood character.

The existing complexity and character of West Melbourne will be maintained, consistent with Plan Melbourne *Principle 1 A distinctive Melbourne*, and Outcomes 4 and 5 that '*Melbourne is a distinctive and liveable city with quality design and amenity*' and that '*Melbourne is a city of inclusive, vibrant and healthy neighbourhoods*'.

West Melbourne as a 20-minute, mixed-use neighbourhood

West Melbourne will become an area where people can 'live locally' and access most of their everyday needs within a 20-minute walk, cycle or local public transport trip (Plan Melbourne Principle 5). This will be achieved by creating a pedestrian friendly neighbourhood (Plan Melbourne Policy 3.3.1), creating a network of cycling links for local trips (Plan Melbourne Policy 3.3.2) and transforming Spencer Street as a new local high street where residents and workers can access their everyday needs.

It is also important to help ensure West Melbourne becomes a mixed use neighbourhood (Plan Melbourne Policy 5.1.1). Create mixed-use neighbourhoods at varying densities) that offers more choice in housing along with opportunities for local businesses and new jobs and deliver better access.

West Melbourne provides housing choice close to jobs and services

West Melbourne will help to manage the supply of housing in the right location (Plan Melbourne Direction 2.1), deliver more housing closer to jobs and public transport in defined locations within the neighbourhood (Plan Melbourne Direction 2.2 and Policy 2.2.3), help to facilitate and deliver social and affordable housing (Plan Melbourne Direction 2.3 and Policy 2.2.3) and provide greater choice and diversity of housing (Direction 2.5).

West Melbourne is a sustainable and resilient city

West Melbourne has the opportunity to make a contribution towards local, national and global goals of reducing greenhouse gas emissions (Plan Melbourne Direction 6.1), integrating water cycle management (Direction 6.3) and making Melbourne cooler and greener (Direction 6.4). See page 31 for more information on how West Melbourne will help achieve this.



Figure 1.5: Key features in and around Melbourne's central city from the Victorian Government's metropolitan planning strategy, *Plan Melbourne*. The West Melbourne Structure Plan area is outlined in red.

Global influences

There are major shifts in environmental, social and economic conditions in the world today that will substantially change the way people live. These external forces will impact on the future of cities and their neighbourhoods and include:

- **Population growth:** The world's growing population will place pressure on scarce natural resources. Australia, with a population of 50 million in 2089, will be very different to the Australia of today.
- **An ageing population:** A shift to an increasingly aged population will have an impact on people's lifestyles, the services they demand and the structure and function of the labour market.
- **Powerhouses of China and India:** Coming decades will see the world economy shift from west to east and north to south. This economic shift will build new export markets, trade relations, business models and cultural ties for Australia.
- **Climate change:** The impact of climate change, including increasing temperatures and more frequent extreme weather events, will place pressure on our water resources and food production systems.
- **Biodiversity:** Population growth will place pressure on natural habitats if not planned and managed well and has the potential to contribute to the decline of our biodiversity.
- **Increased connectivity:** Individuals, communities, governments and businesses will become more immersed into the virtual world than ever before, resulting in changes to business models, the retail sector and existing work patterns and arrangements.

Future Melbourne 2026

Future Melbourne 2026 sets out the community's vision for the city:

In 2026, Melbourne will be a sustainable, inventive and inclusive city that is vibrant and flourishing.

It provides a foundation for individuals and institutions with an interest in the city's future to work towards common goals. The framework of goals and priorities builds on the strengths and attributes that make Melbourne the world's most liveable city now and for future generations.

The wider community goals of *Future Melbourne 2026* have helped shape the vision for West Melbourne. These goals include Melbourne as a city managing change, a connected city, a creative city that encourages innovation and initiative, and a city that cares for its environment.

These community aspirations, along with focused engagement with local residents, businesses and stakeholders, have directly informed the proposals and actions in the plan.

Delivering City of Melbourne strategies and plans

A new structure plan also helps to ensure that West Melbourne contributes to reducing green gas emissions and is able to adapt, survive and thrive in the face of the stresses and shocks of a changing climate.

The structure plan provides an opportunity to implement City of Melbourne strategies in West Melbourne. This includes the Zero Net Emissions Strategy, Climate Change Adaptation Strategy Refresh 2017, Urban Forest Strategy, Transport Strategy and Total Watermark Strategy. Relevant strategies are referenced throughout the structure plan.

The ongoing development of Caring for Country principles provides an opportunity to contribute to a West Melbourne that respects its Aboriginal past and shape a future that is inclusive of contemporary Aboriginal culture and values.

A changing context

Significant growth is occurring in urban renewal areas adjacent to West Melbourne, dramatically changing its surrounding context. Melbourne Metro Rail Project and West Gate Tunnel are major transport infrastructure projects creating further pressure for change in West Melbourne.

Metro Tunnel and Arden Station

The Victorian Government's Metro Tunnel is a high capacity rail project, which delivers a tunnelled connection between the existing Sunbury and Cranbourne-Pakenham lines with five new stations; North Melbourne (the current North Melbourne Station will be renamed West Melbourne Station), Parkville, State Library, Town Hall and Anzac.

The new North Melbourne Station will be about half a kilometre north west from the current North Melbourne (future West Melbourne) Station, further enhancing West Melbourne's public transport access.

Arden-Macaulay and City North urban renewal areas

Arden-Macaulay and City North are urban renewal areas identified for significant change over the next 10-15 years overlap the West Melbourne study area. Arden-Macaulay will become a mixed use, commercial and residential precinct. City North will become an extension of the central city, supporting the Parkville health, medical and education sectors.

Intensive development of the central city

The central city, including the Hoddle Grid, Southbank and Docklands has undergone significant high density residential and commercial growth in the last two decades, increasing development pressure on adjacent areas.

Redevelopment of the Queen Victoria Market

On the doorstep of West Melbourne, the City of Melbourne's Queen Victoria Market Precinct Renewal is a \$250 million investment over five years to create a world-class market precinct, with better facilities and new public open spaces.

E-Gate urban renewal area

E-gate is an identified urban renewal area owned by the Victorian Government between the railway yards and Docklands. The timing of the renewal of E-Gate is uncertain and is likely to be impacted by the West Gate Tunnel.

Dynon urban renewal area

Freight and industrial land to the north of Dynon Road is identified as a potential urban renewal area in the Melbourne Planning Scheme.

Innovation districts

Emerging innovation districts in Fishermans Bend and City North will provide high quality city spaces and infrastructure. They will support new enterprise development and job creation, enable experimentation and testing for new interventions, and be places for people to connect to each other and the city.

West Gate Tunnel project

The West Gate Tunnel is a road project led by the Victorian Government in partnership with Transurban. The road will connect into West Melbourne via the Dynon Road Bridge. The project also proposes an extension of Wurundjeri Way to connect with Dynon Road in the vicinity of CityLink via a road through E-Gate. Construction of the West Gate Tunnel Project is expected to be completed by 2022.

The City of Melbourne made a submission on the West Gate Tunnel as part of an Environment Effects Statement assessment process in July 2017. The City of Melbourne submission opposed several aspects of the design, including the connection to Dynon Road Bridge because the connection will bring more traffic into North Melbourne and have residual traffic impacts in West Melbourne. Also, the project will have impacts on E-Gate and the Moonee Ponds Creek which are important for the broader growth of inner Melbourne.

The final stage in the Environment Effects Statement process was the Minister for Planning's Assessment which was released in November 2017. The Assessment found that the project will have acceptable environmental effects, paving the way for the project to go ahead.

The structure plan establishes a framework to deliver a vision for West Melbourne in line with the City of Melbourne's commitment to making great places for people. The potential impacts of the West Gate Tunnel have been considered during the development of the plan. The West Gate Tunnel does not alter the vision for West Melbourne.

The main objectives and actions within the plan that help to mitigate any impacts include:

- **Objective 8:** Transform Spencer Street to become a local centre and high mobility street at the heart of the West Melbourne neighbourhood (see page 61).
- **Objective 14:** Create linear open spaces through West Melbourne to enhance connectivity with surrounding areas (Hawke Street linear park) (see page 73).
- **Action 17:** Strongly advocate to Transport for Victoria to change the status of Spencer Street from an arterial to local road (see page 61).
- **Action 21:** Work with stakeholders to develop high quality and feasible options to connect West Melbourne with Docklands via pedestrian and cycling bridges (see page 63).
- **Action 22:** Advocate for no expansion of road capacity of local roads in West Melbourne or surrounding areas (see page 63).
- **Action 24:** Advocate for all local roads in West Melbourne to be retained as local roads. (see page 63).

Image (opposite). Aerial photograph of West Melbourne and surrounding areas.



Arden

City North

North Melbourne

North Melbourne Station

Queen Victoria Market

West Melbourne

E-Gate

Flagstaff Gardens

Docklands

Hoddle Grid

1.5 INTRODUCING WEST MELBOURNE

The study area

West Melbourne is an inner urban area of Melbourne situated between the central city and North Melbourne, and adjacent to the renewal areas of City North, E-Gate, Dynon Road and Arden-Macaulay.

When Robert Hoddle laid out the town grid in March 1837, Spencer Street and Latrobe Street formed its western and northern edges. With population growth fuelled by the gold rush, the city was extended into the area. The radial street network within West Melbourne creates a pivot between the offset alignment of the grid and the north south streets of North Melbourne. At this time views west would have been over a fertile wetland whose most striking features were the meandering north-west course of the Yarra River and a large blue saltwater lagoon. The lagoon was drained to make way for railway infrastructure and the realignment of the Yarra.

West Melbourne's distinctive variety of uses and rich cultural and architectural heritage has long been shaped by its adjacency to the central city, nearby industrial areas, proximity to the port and good road and rail connections.

West Melbourne is well connected to regional and local road and rail networks, making it a place that people pass through to access the central city and key destinations. The area has historically served as a portal to the city due to its access to local and regional transport networks.

The area accommodates a mix of residential, commercial and industrial uses along with the major regional open space of Flagstaff Gardens and North Melbourne (future West Melbourne) Station - a major interchange station connecting six train lines to the north-west of Melbourne.

The structure plan study area includes the area bounded by Victoria Street to the north, Peel and William Streets to the east, La Trobe Street to the south and Adderley Street and Railway Place to the west (see figure 1.6).

While the focus for the proposals in the structure plan is defined by the study area boundary, West Melbourne's strategic context and relationships with surrounding areas and proposals have helped inform and shape the plan.

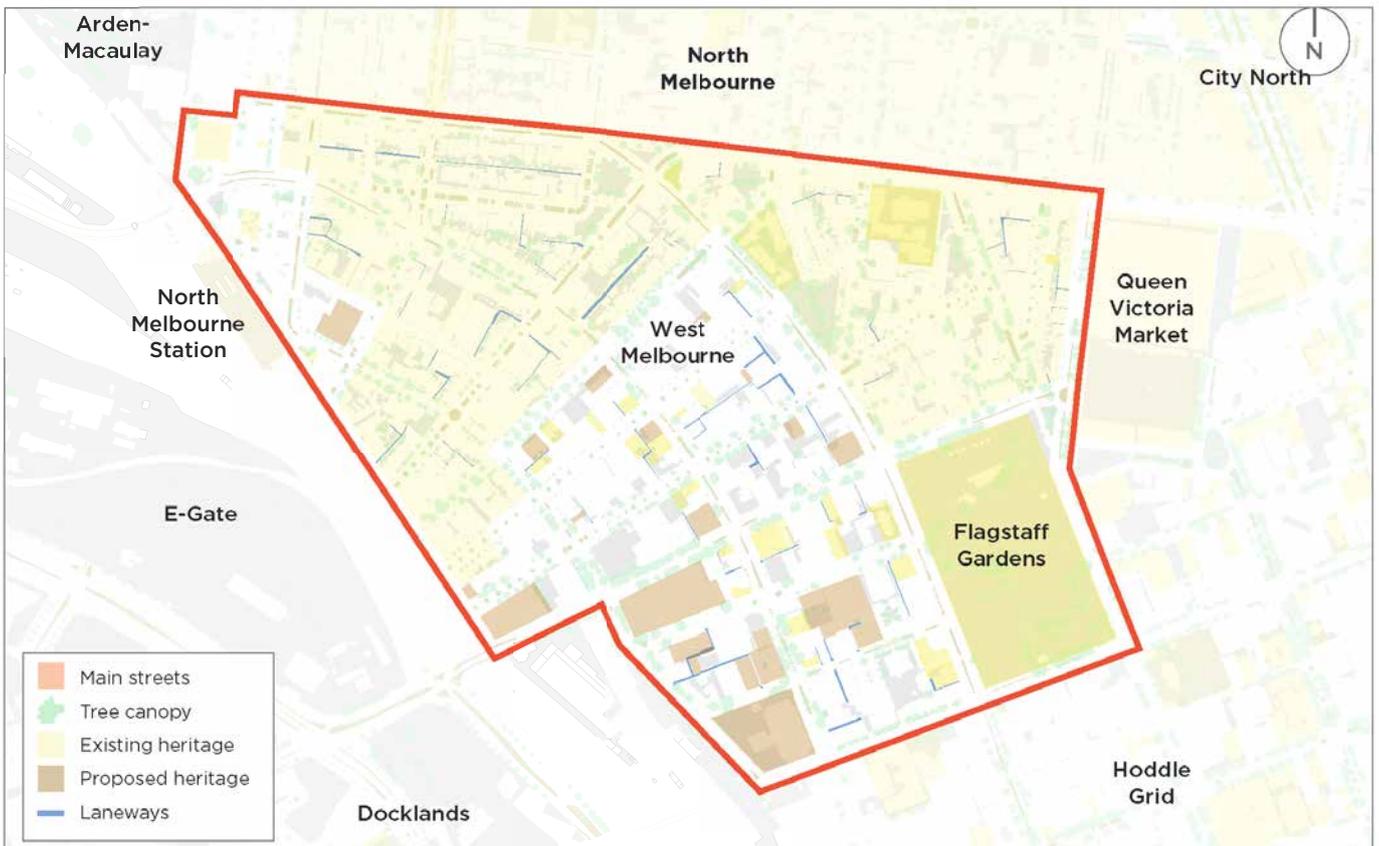


Figure 1.7: West Melbourne Structure Plan area (red line)

Sustainability in West Melbourne

Sustainability is a strong focus for the City of Melbourne and underpins all the Future Melbourne 2026 goals, including 'a city that cares for its environment'.

West Melbourne has the opportunity to make a contribution towards local, national and global goals of reducing greenhouse gas emissions, and being able to adapt, survive and thrive in the face of the stresses and shocks of a changing climate.

There are a range of policies at national, state and local level for both climate change mitigation and adaptation which set the context and drive forward the sustainability proposals and actions outlined in the structure plan.

Limiting climate change

In order to keep global temperature increases within 2°C and if possible below 1.5°C, Victoria has committed to reduce its greenhouse gas emissions to net zero by 2050 via the Climate Change Act 2017, as well as set renewable energy targets of 25 per cent by 2020 and 40 per cent by 2025.

Zero Net Emissions is a strategy for Melbourne to become a carbon neutral city and create a sustainable future. The City of Melbourne recognises that this goal cannot be achieved alone. Council operations cause less than one per cent of greenhouse gas emissions in the municipality, so we have developed a plan for stakeholders to work together towards this goal.

Some actions can be taken by the City of Melbourne and some by the community. These include setting higher standards for energy efficiency in new buildings and encouraging a shift from private car use to public and active transport. Other actions will be longer term and require action by federal and state government or infrastructure providers. These include transitioning to electricity generation from zero emission sources and eliminating dependence on fossil fuels.

Adapting to climate change

Our climate has already altered with further changes likely to occur. In the future, Melbourne will experience more frequent extreme weather events such as heatwaves, storm surges, drought and flooding. These weather trends and patterns have an impact on human health, water supply, property and infrastructure and natural environments.

The City of Melbourne's *Climate Change Adaptation Strategy Refresh 2017* acknowledges the need to work together with all stakeholders so planning and development in urban renewal areas considers sea level rise, flood management, increased canopy cover, heat refuges, green roofs and walls, and enhanced permeability, while creating economic and social benefits for our growing population of residents and workers. Strategies such as the *Total Watermark: City as a Catchment*, *Urban Forest Strategy* and *Open Space Strategy* support the implementation of such work.

The importance of preparing for the impacts of climate change is recognised at the international scale through the Paris Agreement. The agreement identifies cities as having a role to build resilience and decrease vulnerability to the adverse effects of climate change.

The Australian Government's *National Climate Resilience and Adaptation Strategy* identifies cities and the built environment as policy areas or sectors that require planning for the impacts of climate change. The Victorian Government also acknowledges the importance of addressing risks in the planning stage as it is much more cost effective than repairing damage, retrofitting or losing buildings and towns in extreme weather events.

While general temperature rise and the predicted increase in average annual days over 35 degrees cannot be controlled, reducing the urban heat island effect is important for minimising health impacts to vulnerable members of the community. As identified by *Resilient Melbourne*, community resilience is a key component of climate adaptation, as well as response to and recovery from other shocks and stresses.

Sustainability objectives are embedded in all the objectives and actions in Part Two: The Framework. For more specific objectives related to sustainability see:

- **Objective 2:** Improve the climate change adaptation and mitigation performance of new and existing buildings (see page 47).
- **Objective 16:** Create high quality green streets (see page 77).
- **Objective 17:** Ensure Integrated Water Management (IWM) is incorporated into West Melbourne to support a resilient and liveable neighbourhood (see page 79).

The history of West Melbourne

West Melbourne is rich in history. Archival images and plans offer clues about the changing character of the place today and provide an important basis for planning for the future. The topography of the land and the area's proximity to the central city, industrial areas and major transport infrastructure have shaped West Melbourne over time.

West Melbourne has evolved to include a mix of building types and uses, from cottages and factories to office buildings, warehouses and apartments.

Several local landmarks tell important stories from the past, including St James' Old Cathedral (Melbourne's oldest cathedral), Festival Hall, Flagstaff Gardens and North Melbourne (future West Melbourne) Station.

All images are from the State Library of Victoria archive.

Aboriginal Country

The area now known as West Melbourne has been the country of the Wurundjeri (Woiwurrung) and Boon wurrung (Bunurong) people of the Kulin nation for tens of thousands of years. The hill now occupied by Flagstaff Gardens was a meeting place for local clans with expansive views across the salt lakes, flats and lagoons to the You Yangs in the west.

The hills of West Melbourne were once covered in grasslands and eucalypt woodland leading down to salt marshes, billabongs and floodplains to the west.



Underlying geology of the West Melbourne area - 1860.

Streets and transport

When Robert Hoddle laid out the town grid in 1837, Spencer Street and La Trobe Street formed the western and northern edges of the city. With population growth fuelled by the gold rush, the 30 metre wide streets of the grid were extended into West Melbourne in 1852.

The development of the railways and North Melbourne (future West Melbourne) Station soon led to flour and wool mills appearing throughout the area, as well as cottages to house workers and their families.



Looking across the King and La Trobe Street corner of the Flagstaff Gardens towards West Melbourne - 1869.

Pre-1835 to today

West Melbourne is the country of the Wurundjeri and Boon wurrung people of the Kulin Nations

| | | | | | | | | | |
|-------------------------------|--------------------------------------|--|--|-------------------------------------|------------------------------------|--|--|--|-------------|
| | 1835 | 1837 | 1851 | 1852 | 1859 | 1873 | 1880s | 1892 | 1914 |
| Europeans arrive in Melbourne | Robert Hoddle lays out the town grid | The Benevolent Asylum in Victoria Street opens | The Hoddle Grid is extended northwards into West Melbourne | North Melbourne Train Station opens | The Flagstaff Gardens are reserved | Melbourne's suburban railway network is expanded | Yarra River is realigned and Victoria Dock created | St James Old Cathedral is moved to King Street | |

Industry

In the lead up to World War II, West Melbourne became a centre of industry with a number machine works and manufacturers fabricating parts for military ships, jeeps and aircraft.

Victoria Dock (now Docklands) was the main port for military vessels making West Melbourne a prime location to establish such industries.



Workers in the Ruskin Motor Bodies factory in Dudley Street manufacture parts for Jeeps, boats and aircraft - 1943.

Cars and traffic

Automobiles were introduced to West Melbourne's streets during the 1950s and related business such as panel beaters, petrol stations and mechanics' workshops became a common sight. By the 1960s, King, Spencer and Dudley Streets had become busy arterial roads.

Construction of CityLink and Wurundjeri Way in the 1990s influenced traffic through the area. Growth in the northern and western Melbourne has also increased West Melbourne's role as a through-route to the central city.



Crowds and traffic outside the Sands and McDougall Building in Spencer Street - 1964. Photographer: Maggie Diaz.

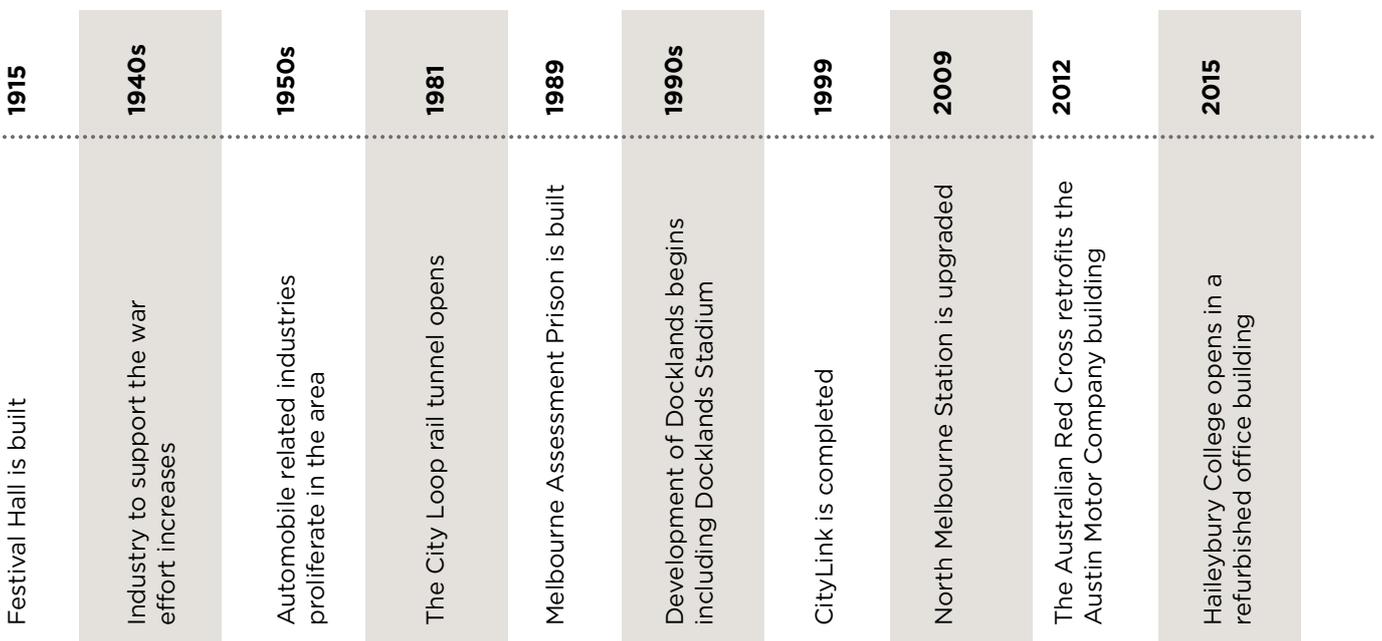
Urban renewal

A number of former industrial, infrastructure and port areas around the central city were identified as urban renewal areas in the 1990s and 2000s.

Redevelopment of the Docklands urban renewal area to the southwest of West Melbourne began in 1996 with construction of the Docklands Stadium. Docklands is now a mixed use commercial and residential suburb. Other surrounding urban renewal areas at Arden, E-Gate and City North will influence change in West Melbourne into the future.



Looking south east showing the excavation of Docklands - 2000. Photographer: Ian Harrison Hill.



Current and future projections

West Melbourne is undergoing a period of significant change, which is projected to continue into the future.

Change in West Melbourne is part of a broader trend in Australian cities as former industrial and manufacturing uses make way for residential and commercial development. This change is reflected in the shifting profile of West Melbourne's population, household size and structure, and allocation of floorspace.

The forecast figures presented on this page provide an estimate of possible change into the future based on a number of factors including past trends, built form controls and the City of Melbourne's Development Activity Monitor.

West Melbourne (Residential) CLUE 2016 Report

West Melbourne's residential area has a mix of old and new housing, office, retail and community facilities and open spaces, including the iconic Flagstaff Gardens. The statistics from CLUE (Census of Land Use and Employment) 2016 reflect the transitional nature of the area, with a large amount of floor space currently under construction and an increase in unused space that has been vacated in preparation for development.

Resident Population

Around 5500 people currently live in West Melbourne (2017). The population has increased by around 2000 people in the past decade and is forecast to reach between around 8000-9000 people by 2037. More information on residential capacity can be found in *Objective 1: Introduce floor area ratio controls and accompanying built form controls that celebrate West Melbourne's diverse character* in Part Two, page 51.

West Melbourne has a higher proportion of young people when compared to Greater Melbourne, with around a third of residents aged 25 to 34. This age profile is likely to remain relatively stable into the future, despite a broader ageing of the population.

Household Size

The average household size in West Melbourne has decreased as the number of single person households and couples without children increases. This decrease in household size is expected to continue as apartments make up a greater proportion of the housing stock.

Employment

There are around 5500 jobs located in West Melbourne, a high proportion of which are in the business services sector. The number of jobs in West Melbourne has decreased by 25 per cent over the past 10 years as finance and insurance jobs in a few larger enterprises have left the area and some warehousing, manufacturing and logistic jobs have moved out in favour of residential development. There has, however, been job growth in particular sectors in West Melbourne, such as health care and social assistance, where job growth has more than doubled in the last ten years.

In the future, there is likely to be the need of between around 4500 (the base case) to 7000 new jobs (depending on employment type) by 2036 in West Melbourne, requiring between around 100,000 m² and 200,000 m² of employment floor space (SGS, *City of Melbourne Employment Forecast 2036*, 2016). The number of jobs in West Melbourne is forecast to increase to around 10,000 by 2036. More information on job growth can be found in *Objective 4: Support mixed use development to facilitate a range of business and employment opportunities* (see page 51).

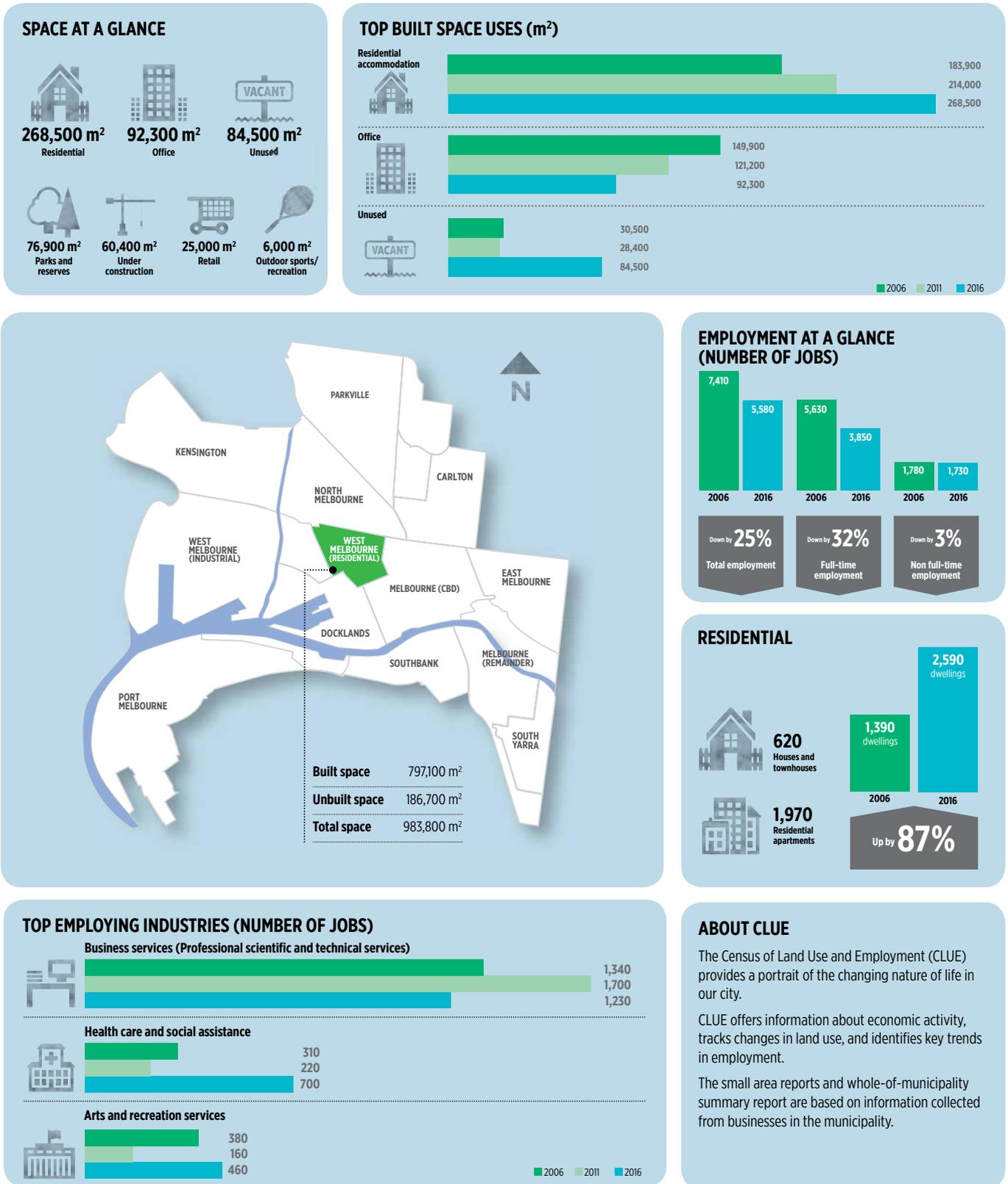


Figure 1.8: West Melbourne (Residential) CLUE 2016 Report. West Melbourne's residential area has a mix of old and new housing, office, retail and community facilities, including the iconic Flagstaff Gardens. The statistics from CLUE 2016 reflect the transitional nature of this small area, with a large amount of floor space currently under construction and an increase in unused space that has been vacated in preparation for development.

1.6 DEVELOPING THE STRUCTURE PLAN

Engaging with the community and stakeholders

The City of Melbourne has worked with the community and stakeholders to develop a shared vision for West Melbourne to help guide and manage future growth in the area.

The community engagement approach included three phases as set out below, as well as ongoing discussions with key stakeholders, residents' groups and others throughout the development of the structure plan:

- **Phase one:** Understanding the community's likes, concerns and priorities for the area to help shape the new structure plan (April-May 2015).
- **Phase two:** Engagement on the draft vision and ideas in the *Ideas for West Melbourne* discussion paper (February-March 2017).
- **Phase three:** Engagement on the draft West Melbourne Structure Plan (July - August 2017).

Summary reports on each phase of the community engagement process can be accessed online at participate.melbourne.vic.gov.au/westmelbourne.

There will also be further opportunities for the community and stakeholders to engage through subsequent Planning Scheme Amendments for the area as the Structure Plan is implemented through the Melbourne Planning Scheme. More information on this process can be found in Part 4 - Making it Happen.



Figure 1.9: Community workshop during the second phase of engagement on the Ideas for West Melbourne discussion paper.

Phase one engagement

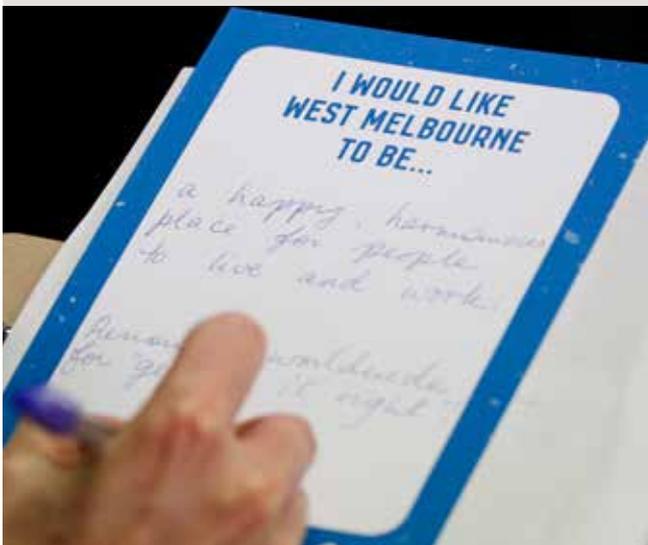
The first phase of community engagement asked the community and stakeholders to express their likes, concerns, priorities and visions for West Melbourne prior to any plans for the area being proposed.

The key messages from this were:

- A sense of community is important to the people of West Melbourne
- People are concerned about increased building heights but supported appropriate redevelopment in certain areas.
- People are concerned about car parking and increased traffic.
- People would like to see more certainty from the planning process.
- People would like more public transport, walking and cycling infrastructure.
- People would like more parks, open spaces, trees and street greening

These key messages helped inform the next stage of the project, a discussion paper called '*Ideas for West Melbourne*' to test emerging ideas and proposals for the area.

Figure 1.10: Images from the first two phases of community engagement.



Phase two engagement

The second phase of engagement was on the *Ideas for West Melbourne* Discussion Paper and involved three workshops as well as opportunities for people to input at pop-up park events and online via the interactive plan on the Participate Melbourne page.

The key messages around the three strategies in the discussion paper were:

Strategy 1: Create great local places

- Strong support for Spencer Street as a local centre.
- Strong support for greening streets and creating linear parks.
- Concern about the potential loss of on-street parking spaces.

Strategy 2: Support good growth

- General support for built form strategy, but more detail required to properly respond - strong desire for mandatory building heights.
- Strong support for mixed use and sustainable development.
- Some confusion about proposed ways to deliver community benefit.

Strategy 3: Improve main streets

- Support for walking, cycling and public transport improvements on Spencer Street.
- Support for improved pedestrian access to Errol Street, North Melbourne (future West Melbourne) Station and Docklands via Dudley Street.
- Concern about potential impacts of the West Gate Tunnel.





Phase three engagement

The third phase of engagement sought feedback on the draft West Melbourne Structure Plan (the draft plan). Similar to earlier phases of engagement, this phase included pop ups, two community workshops and an industry workshop. It also offered the opportunity for people to input online via the Participate Melbourne page.

The draft plan was well received by resident, worker and visitor respondents. Of the 157 respondents who answered the engagement questions, 111 supported all or most parts of the plan. Another 36 supported some parts, but not others, while only 10 respondents did not support most parts or all of the draft plan.

The key messages from respondents who identified as resident, worker and visitors were:

- Support for new open and green spaces.
- Support for additional walking, cycling and public transport infrastructure.
- Support for the proposed floor area ratios - appropriate ratios that respond to their context.
- Support for a greater mix of uses and services in West Melbourne.

- Concern that discretionary maximum building heights do not provide enough certainty - belief that development will still exceed these limits.
- Concern over the implementation of the final plan - desire for the State Government to support the implementation of the draft plan proposals, particularly those relating to Planning Scheme controls.
- Concern that the West Gate Tunnel project may impact the street and movement proposals.

The key messages from respondents who identified as developers, land owners and consultants were:

- Concern that floor area ratios are too low in Flagstaff, Adderley and Spencer.
- Concern that maximum heights are too low for some sites.
- Concern that minimum employment Floor area Ratios are too restrictive.

The findings from this phase of engagement have helped shape the final plan.

Figure 1.11: Community workshop during the engagement on the draft structure plan.

Background studies

Alongside the community and stakeholder engagement, a number of background studies were undertaken into heritage, transport and access, economics and employment, parking, urban design and planning to help further analyse and understand West Melbourne. The key documents that have informed the structure plan are:

- **West Melbourne Heritage Review**
Graeme Butler & Associates.
- **Baseline Report: Understanding West Melbourne**
City of Melbourne.
- **West Melbourne Transport and Access Study**
Phillip Boyle & Associates.
- **West Melbourne Parking Study**
Phillip Boyle & Associates.
- **West Melbourne Economic and Employment Study - Part 1 & 2**
SGS Economics and Planning.
- **City of Melbourne Employment Forecast 2036**
SGS Economics and Planning.
- **West Melbourne Urban Character Analysis**
Claire Scott Planning.
- **West Melbourne Built Form Control Testing**
Breathe Architecture.
- **West Melbourne Built Form Report**
City of Melbourne.

Independent review

An independent review of the contents of the draft structure plan was undertaken by the Victorian Design Review Panel, run by the Office of the Victorian Government Architect. The purpose of this review was to ensure that the proposals in the draft plan, particularly those focussed around the built form, were well considered and would achieve the vision for West Melbourne and its five distinct places.

Feedback included:

- Redrafting the vision statement to ensure that West Melbourne was seen as a distinct part of Melbourne and not an extension of the Hoddle Grid.
- Support for the use of floor area ratios and design objectives.
- Support for the possibility to retain character buildings through the floor area ratio controls.
- Support to retain a mix of uses in West Melbourne.
- Recommendation that improvements to Spencer Street should be prioritised in the short to medium term.

This feedback has helped shape the final plan.

PART TWO: THE FRAMEWORK

In this part you will find all the **Objectives** of the structure plan, with corresponding **Actions**, to help deliver the vision for West Melbourne.

The objectives have been shaped by engagement with the community and stakeholders, background research and analysis (see 1.6 Developing the structure plan on page 31) as well as good planning and urban design principles (see 4.1 Ensuring good design on page 131).

This part of the structure plan helps set a framework for decision making and investment in West Melbourne for both the public and private sectors. Some objectives and actions are short term 'quick-wins' which can be achieved in the next few years. Others are medium or longer term and require more detailed design work or investigation, working with key stakeholders and partners (see Part Four: Making it happen, for more details).





Image. The corner of Hawke Street and Railway Place in Adderley, West Melbourne.

2.1 DENSITY AND BUILT FORM

West Melbourne is currently experiencing significant levels of growth, well beyond what was previously planned for the area. As development pressure continues to increase, planning controls need to be updated to deliver high quality built form outcomes that align with the vision for West Melbourne and provide greater certainty to the community and the development industry.

What do we know?

- West Melbourne has a varied local character informed by its historic mix of industrial, commercial and residential land uses - as such the density and built form in West Melbourne varies significantly throughout the area.
- West Melbourne is identified as an 'other local area' of incremental growth within the current Municipal Strategic Statement (part of the Melbourne Planning Scheme), located between the intense growth occurring in the central city and the more stable area of North Melbourne.
- Current Victorian planning policies, as identified in *Plan Melbourne* (the current Metropolitan Planning Strategy for Melbourne) encourage and support medium density development in areas like West Melbourne that are well located in relation to Melbourne's central city.
- Some areas in West Melbourne, particularly those with discretionary height controls close to the central city or North Melbourne (future West Melbourne) Station have become subject to development that significantly exceed the preferred building heights. Plan Melbourne does not envisage this to be an area of high growth.
- There has been a significant increase in the level of development in West Melbourne than was initially envisaged when the current planning controls were introduced in 2006.
- There is a wide assortment of different sized sites, building typologies and heritage assets across West Melbourne which adds significantly to the character of the area and it's potential to develop into a place with a diversity of types of buildings and uses. However some of the existing uniform (or 'blanket') height controls fail to respond to this diversity and character.
- Levels of supporting infrastructure such as open space are not matching levels of development in West Melbourne.
- One of the key messages from the community during previous rounds of engagement is for greater certainty from the planning process, particularly related to built form controls.
- There are currently more than 4000 dwellings in the development pipeline for West Melbourne, the majority of which are one and two bedroom apartments. This includes proposals under construction, approved or awaiting planning approval. If all these dwellings are built, this would more than double West Melbourne's dwelling stock, without adding adequate diversity.
- The current built form controls in West Melbourne often result in the repetition of the podium tower typology (see figure 2.1).
- Some smaller sites are being consolidated into single ownership, creating larger sites and altering the urban grain and local character of the area.
- There are not many examples of independently assessed high quality sustainable developments in West Melbourne (for example, using Green Star or NABERS), particularly across residential developments.
- Servicing requirements sometimes dominate street frontages which has a detrimental impact on the quality of streets in West Melbourne.
- The primary outlook from inside some buildings is to neighbouring properties - this reduces the quality of internal amenity and the ability for neighbouring sites to be developed equitably.
- Developments with 100 per cent site coverage are resulting in poor environmental performance of the area due to reduced site permeability (storm water cannot drain naturally) or the ability to plant trees on private land.

What are we proposing?

The objectives and corresponding actions in this section aim to support growth that makes the best use of inner city land for new residential and commercial development while responding positively to West Melbourne's valued characteristics, diversity, heritage, mix of uses and creating great streets for people.

This growth will help deliver the vision for West Melbourne by providing alternative, highly sustainable forms of development that will continue to support a diverse community and thriving economy.

This will be achieved by introducing new density and built form controls that offer greater certainty to the community and development industry (see Objective 1), improving the climate change adaptation and mitigation performance of new and existing buildings (Objective 2) and recognising the valued heritage of West Melbourne (see Objective 3).

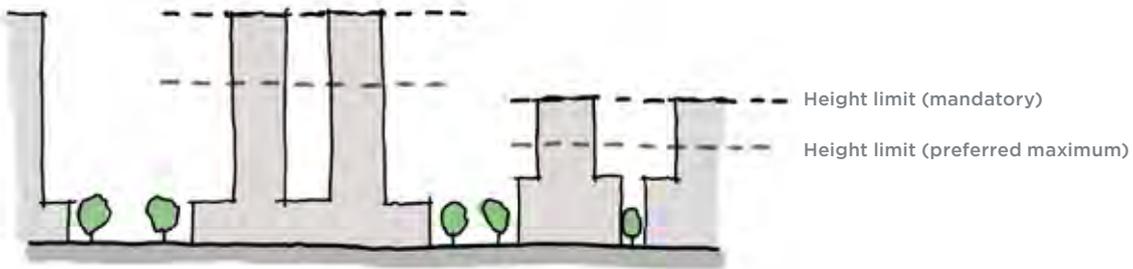


Figure 2.1: By only using height limits (mandatory or preferred maximum) and setbacks to guide built form, there is less control over the density, or intensity, of a development - the development will often be built to the maximum height limit allowed, irrespective of the size of a site. This sometimes results in less diverse buildings that are not responsive to the surrounding context and character of an area.

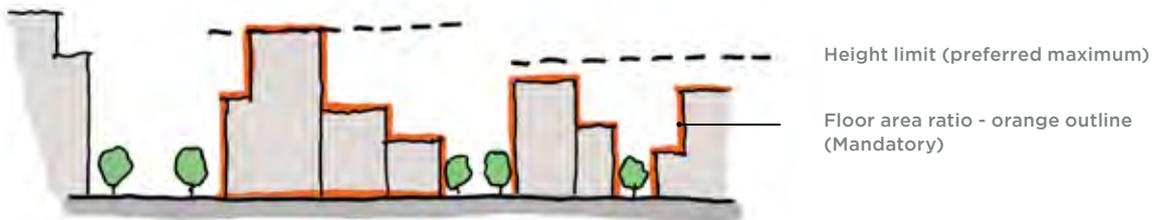


Figure 2.2: Floor area ratios help to control the density, or intensity, of the development in relation to the size of a site. The orange outline above highlights a potential allowed density of a site according to an floor area ratio control. When used in combination with design objectives such as setbacks, floor area ratios can enable a better response to the surrounding context and character of a site, allowing for a greater diversity of buildings while placing a natural cap on height.

Objective 1: Introduce floor area ratio controls and accompanying built form controls that celebrate West Melbourne’s diverse character

New density and built form controls will ensure that new development is responsive to the local context and characteristics of West Melbourne.

The urban character of West Melbourne is diverse and architecturally interesting. Layers of history are evident in the mix of housing throughout, including rows of old workers’ cottages, Victorian terraces and contemporary apartments in re-purposed buildings.

A variety of uses, including industrial uses, offices and large institutions, provide a mix of styles and eras that creates visually interesting and contrasting streetscapes.

Former industrial buildings, particularly large warehouses, along with a mix of plot sizes and laneways contribute to the character of West Melbourne.

The proposed built form controls allow developments to respond to, reinforce and strengthen this character, while providing opportunities for innovation and great design on a site-by-site basis.

What is proposed?

The proposed changes will introduce:

Design recommendations

A number of design recommendations are proposed for the Spencer, Flagstaff, Adderley and Station Precinct areas of West Melbourne in order to help achieve the vision for the area. Additional design recommendations specific to each place are included in *Part Three: Places*. The design recommendations will help inform the proposed Design and Development Overlays in the planning scheme amendment.

Floor area ratio controls

New floor area ratio controls will determine the density of development in the four areas of Spencer, Flagstaff, Adderley and Station Precinct (see figure 2.7).

Updated built form controls

To help deliver the design recommendations, updated built form controls specific to each area will be introduced.

Why is this proposed?

Floor area ratio controls, along with accompanying built form controls, will respond to the spatial characteristics of West Melbourne, where the subdivision pattern is not uniform and site attributes vary significantly throughout the neighbourhood and from site to site.

This pattern reflects the history of land uses in West Melbourne, with larger industrial sites interspersed with smaller residential and commercial sites and forms a fundamental element of the area’s character.

Understanding floor area ratio controls

A floor area ratio sets a specific level of development that can occur on a site. The floor area ratio is the ratio of a new building’s total floor area in relation to the size of site it is being built on.

The diagrams to the right explain the concept of floor area ratio and how it can result in different building types. For example, a floor area ratio of 4:1 allows for total floor area up to four times the size of the site itself. This could be up to four storeys if 100 per cent of the site is developed or eight storeys if only half the site is developed.

Floor area ratios will allow for a variety of building types in certain areas. When combined with built form controls, floor area ratio controls will create a flexible framework in which multiple successful building forms can be achieved. More information on the benefits of using floor area ratios is discussed above and on the opposite page.

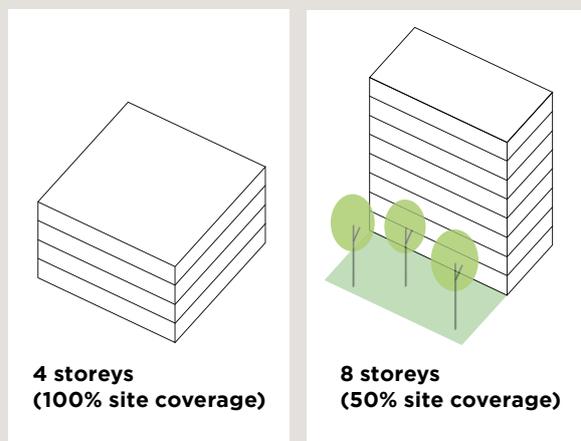


Figure 2.3: An example of a floor area ratio of 4:1. The total floorspace is equivalent to four storeys with 100 per cent site coverage (left) or eight storeys with 50 per cent site coverage (right).

The benefits of floor area ratio controls in West Melbourne are that they:

- Respond better to the varying characteristics of specific sites in West Melbourne compared to the blanket height controls which have no relationship to the size of a site or existing character.
- Provide a clear and consistent measure to support efficient decision making.
- Ensure that the future development of a site is proportionate to its size.
- Deliver a range of different building typologies, rather than just developing each site to its maximum allowed height.
- Provide greater certainty about the level of population growth to occur in West Melbourne to determine the need for supporting infrastructure such as open space, public transport, services and community facilities.
- Set realistic and clear expectations about the potential development yield on each site.
- Enable flexibility for an architect to design buildings within the built form envelope of the floor area ratio control (and the accompanying built form controls) to better respond to the varied characteristics and context of each site.
- Can support additional benefits to an area, such as new laneways, retention of heritage buildings and additional open space, by allowing flexibility for how the floor area ratio is achieved on each site, without reducing the total amount of development on a site.
- Improve the amenity of streets and spaces in West Melbourne and help ensure they are comfortable, attractive and welcoming places.
- Can be used to set minimum floor areas for non-residential uses to help deliver commercial and retail development and support West Melbourne retaining its mix of uses (see Objective 4 on page 51).

Comparing the floor area ratio controls

Floor area ratios are used in many cities across the world, including in Melbourne's central city, Sydney, Hong Kong, New York and Vancouver. The floor area ratio figure is a balance between promoting a suitable scale of development and adding positively to the amenity and character of an area.

The proposed floor area ratios for West Melbourne range from 3:1 to 6:1. This range will allow a variety of building typologies to be delivered, including mid-rise, perimeter, courtyard and some well-designed towers in appropriate locations.

The proposed floor area ratios are comparable to those in other cities, including Barcelona (an floor area ratio of 2.65:1), New York (a standard floor area ratio of 4:1 in a zoning district comparable to West Melbourne), Vancouver (a base floor area ratio of 3:1 in Downtown South which can increase to 5:1 if greater than 60 per cent of a development is social housing) and Sydney (Green Square, with a floor area ratio range of 2.16-6.55:1).

The floor area ratio's proposed in West Melbourne give a density range of around 150-350 dwellings per hectare, or around 250-500 persons per hectare. This is comparable with Barcelona at around 360 persons per hectare, Manhattan Island in New York at 300-600 persons per hectare and the *Transforming Australian Cities* report which recommended a density range of 180-400 persons per hectare (Victorian Department of Transport and City of Melbourne, 2009).

Testing the floor area ratio controls

The floor area ratios for Flagstaff, Spencer, Adderley and Station Precinct have been set through an iterative process of commercial and architectural testing and through a review and understanding of density controls in other cities. The proposed floor area ratios for Flagstaff, Spencer, Adderley and Station Precinct are shown in figure 2.5 on page 44.

Independent feasibility testing by SGS Economics and Planning has identified that, based on average land values in the area, development is likely to be feasible using the proposed floor area ratios for each area. Various sensitivity tests were also applied, which involved lowering land values, increasing sale prices and requirements for affordable housing (see Objective 7 on page 57) and development contributions (See Objective 18 on page 80). The modest changes to the findings as a result of the various sensitivity tests suggest the findings of the base feasibility analysis are robust.

Independent built form control testing by Breathe Architecture has identified that the proposed floor area ratio controls, accompanied by the built form controls, help to achieve commercially deliverable, well-designed buildings that achieve the proposed design recommendations.

Design recommendations

The following design recommendations are proposed for the Spencer, Flagstaff, Adderley (part of) and Station Precinct (part of) areas of West Melbourne in order to help deliver the vision. Additional design recommendations specific to each place are included in *Part Three: Places*.

The recommendations, including the guidance on interfaces, will help inform the proposed *Design and Development Overlays* for West Melbourne in the planning scheme amendment (see page 45).

| Design recommendations | |
|------------------------|---|
| | To ensure development responds to the valued attributes of West Melbourne and contributes positively to the existing and future vision and character of each of the five identified places within West Melbourne - Spencer, Flagstaff, Adderley, Station Precinct and Historic Hilltop. |
| | To provide for a largely mid-rise, human-scaled neighbourhood with a diverse range of building types with some higher built form in specified areas. |
| | To maintain and enhance the valued built and social heritage characteristics of West Melbourne and to ensure buildings retain their three dimensional form as viewed from the public realm to avoid 'facadism'. |
| | To ensure development responds appropriately to the hierarchy of main streets (Spencer Street, King Street, Dudley Street and La Trobe Street), local streets and laneways in its address, activation and management of services. |
| | To achieve variable building heights, including street wall heights, that contribute positively to the specific character of each site. |
| | To encourage larger sites to be broken up into a series of smaller building forms that relate and contribute positively to their context and their historic urban grain. |
| | To ensure development appropriately considers the amenity impacts on neighbouring development and achieves a high standard of internal amenity within the development. |
| | To ensure that new development respects the scale of adjoining residential and heritage buildings and does not overwhelm the existing building. |
| | To ensure the consideration to minimise the impact of development on solar access to adjacent solar panels. |
| | To encourage the retention of existing buildings of character (including non-heritage) and the reuse of existing materials in new developments. |
| | To require developments to be set back from side and rear boundaries to ensure internal spaces receive adequate levels of daylight and privacy. |
| | To support equitable development by ensuring primary outlook is secured to the street or within development sites. |
| | To provide for fine grain adaptable tenancies within the lower levels of buildings. |
| | To provide a highly walkable neighbourhood with increased permeability and laneways through blocks. |
| | To ensure development is adaptable to changes in future land use by requiring adequate floor to ceiling heights (above and below ground). |
| | To encourage deep soil planting that increases permeability and supports tree planting in the private realm. |

Interfaces

Interfaces are the relationship of buildings to the site, street, neighbouring buildings and open spaces that surround it. There are many varied interfaces in West Melbourne which reflect the varied character of the neighbourhood.

Interfaces require careful consideration to ensure that new buildings in West Melbourne give positive definition to the streets and spaces and respond positively to the existing buildings in the neighbourhood.

The main types of interfaces are discussed below. More information and guidance on specific interfaces in West Melbourne is provided for each place in Part Three. The site analysis and urban context report accompanying a planning application will be important to set out the rationale and understanding of the various interfaces for specific sites in West Melbourne.

Interfaces with heritage and low rise buildings

New development must respect the scale of adjoining heritage, character and residential buildings and not overwhelm existing buildings and streetscapes. Changes of building height between existing buildings and new buildings in West Melbourne should be graduated, particularly for those developments adjacent to the General Residential Zone area.

Interfaces with different uses

Most of the different uses and activities envisaged in West Melbourne can live harmoniously side-by-side (or above or below), with any potential conflict designed out at the detailed level at the pre-application stage.

Street interfaces

Generally, the proposed new built form controls in West Melbourne support flexibility in street wall heights which will help respond to the varied character in the neighbourhood and support different building typologies.

Supporting taller forms of development in appropriate locations (see the proposed preferred maximum height controls on page 43) also helps to create well-defined and enclosed streets while also enabling different forms and of development.

For example, allowing taller built form along a street in appropriate locations supports courtyard or perimeter block building types, which can have a range of advantages such as helping to attract a diversity of people (particularly families) and providing additional open space and trees to help support West Melbourne's climate resilience.

While five distinct places have been identified in West Melbourne, the interfaces between the streets that join them is crucial and has been considered in the development of the floor area ratios and preferred maximum height controls.

For example, while Dudley Street falls in both Spencer (the north side) and Flagstaff (the south side), the preferred maximum height of 10 storeys fronting Dudley Street in the Spencer area positively relates to the taller built form in Flagstaff to ensure that Dudley Street will become a coherent, well-designed and high quality street.

As a guide, a street enclosure and definition is achieved through a building height to street width ratio of between around 1:2 (the street height is half of the street width) and 1:1 (the street height is the same as the street width). This also enables sunlight and daylight to reach into the streets and lower levels of buildings.

The maximum height to street width ratio of 1:1 will be more suitable on the primary streets of Spencer Street, King Street, Dudley Street and La Trobe, where maximum height on the street edge is generally no greater than the street width (30m).

Active frontages are crucial to help add interest, life and vitality to streets within West Melbourne, while helping to encourage walking. This means having frequent doors and windows with few or no blank walls, articulation of facades and lively internal uses visible from the street. Any vehicle access and services should be provided off existing or proposed laneways rather than main streets in West Melbourne and no car parking within buildings should be visible from the street.

Many of the different uses in West Melbourne can help contribute to creating active interfaces on all streets between buildings and the public realm, particularly along the new local centre along Spencer Street and around North Melbourne train station.

Interfaces with open spaces

The interfaces of new development with existing and proposed open space is important in West Melbourne to ensure that development limits the impact on the amenity and outlook of these spaces, particularly Flagstaff Gardens given the scale of development proposed in the Flagstaff area.

New buildings fronting existing or proposed open spaces should offer positive definition to the space and offer active interfaces to help ensure a safe and attractive public realm.

Design and Development Overlays (DDOs)

It is proposed to introduce one new Design and Development Overlay in West Melbourne for the Spencer area, while amending the existing DDO29 to only relate to a part of the Adderley area. The controls in DDO28 which cover part of the Station Precinct area will be amended, as will the controls for DDO33 which covers the Flagstaff area.

There are no proposed changes to the built form controls to DDO32 which covers parts of the Station Precinct, Adderley and Historic Hilltop, or to the General Residential Zone which covers parts of Adderley and the Historic Hilltop. It is considered that the built form controls in DDO32 respond well to the context of the area and particularly the heritage

buildings and overlay, while the maximum mandatory building height of 11m in the General Residential Zone is appropriate given it's largely fine grain character, low-rise buildings and that it is covered by Heritage Overlay 3.

The existing and proposed controls are shown in the table opposite (figure 2.5) and spatially in figures 2.6 and 2.7 on pages 45 and 46.

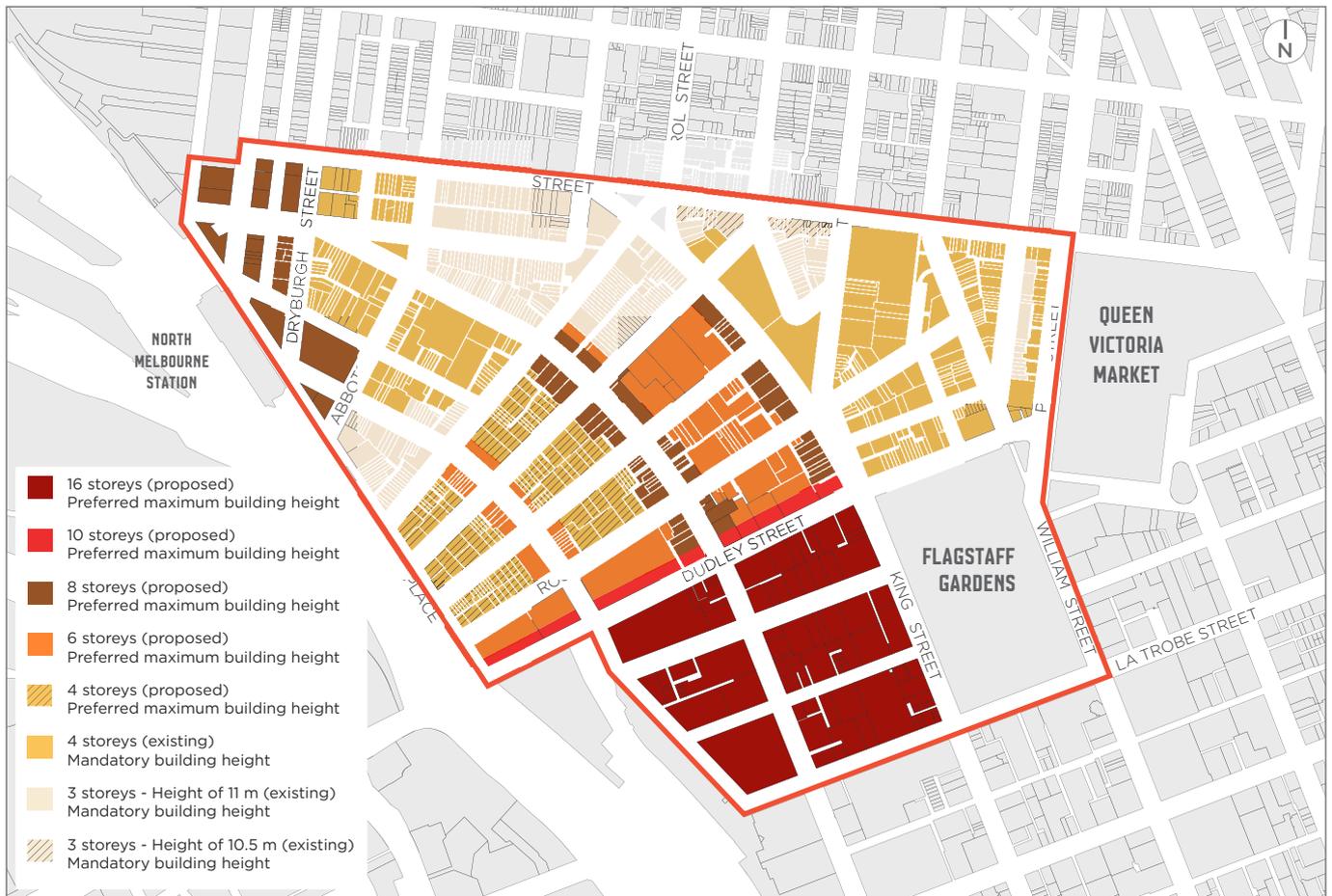


Figure 2.4: Proposed and existing building heights in West Melbourne.

| | EXISTING CONTROL | PROPOSED floor area ratio* AND HEIGHT CONTROLS |
|--|---|--|
| DDO28 (Station Precinct) | <ul style="list-style-type: none"> Maximum building height 5 storeys (preferred maximum) | <ul style="list-style-type: none"> Maximum floor area ratio of 5:1 Preferred maximum building height 8 storeys |
| New DDO (Spencer) | <ul style="list-style-type: none"> Maximum building height 4 storeys (preferred maximum) | <ul style="list-style-type: none"> Maximum floor area ratio of 4:1 Preferred maximum building height of 10 storeys fronting Dudley Street Preferred maximum building height of 8 storeys fronting Spencer Street and King Street Preferred maximum building height of 6 storeys elsewhere |
| DDO29 (Adderley) | <ul style="list-style-type: none"> Maximum building height 4 storeys (preferred maximum) | <ul style="list-style-type: none"> Maximum floor area ratio of 3:1 Preferred maximum building height of 4 storeys Preferred maximum building height of 6 storeys fronting Adderley Street between Hawke Street and Dudley Street |
| DDO32 (parts of Station Precinct, Adderley and Historic Hilltop) | <ul style="list-style-type: none"> Maximum building height 14 metres (mandatory) | <ul style="list-style-type: none"> No change from existing |
| DDO33 (Flagstaff) | <ul style="list-style-type: none"> Maximum building height 40 metres (around 12 storeys) (preferred maximum) | <ul style="list-style-type: none"> Maximum floor area ratio of 6:1 Preferred maximum building height 16 storeys Minimum front, side and rear setbacks above podiums of 6 metres (mandatory) |
| DDO31/34 (parts of Historic Hilltop) | <ul style="list-style-type: none"> Maximum building height 10.5 metres (mandatory) | <ul style="list-style-type: none"> No change from existing |
| General Residential Zone (parts of Historic Hilltop and Adderley) | <ul style="list-style-type: none"> Maximum building height 11 metres (mandatory)** | <ul style="list-style-type: none"> No change from existing |

* Floor area ratio means the gross floor area above ground of all buildings on a site, including all enclosed areas, services, lifts, car stackers and covered balconies, divided by the site area. Voids associated with lifts, car stackers and similar service elements should be considered as multiple floors of the same height as adjacent floors or 3.0 metres if there is no adjacent floor. Gross Floor Area is 'The total floor area of a building, measured from the outside of external walls' as defined as a General Term in the planning scheme. The floor area ratio control in Spencer, Flagstaff, Adderley and Station Precinct includes a specific requirement for a proportion of development for retail/commercial uses (see Objective 4 on page 51).

** The maximum building height in the General Residential Zone was introduced by the Victorian Government when the reformed residential zones were introduced to the Victoria Planning Provisions and all planning schemes by Amendment VC110 on 27 March 2017.

Figure 2.5: Proposed changes to the Design and Development Overlays in West Melbourne.

Population capacities and forecasts

The proposed floor area ratios and built form controls in the structure plan help to deliver a residential capacity of over 5500 additional dwellings in West Melbourne (in addition to the existing 2600 dwellings in the area and the 3250 dwellings in approved development applications). This is ample capacity to meet the projected population of between around 8000-9000 residents by 2037.

The residential capacity from the proposed controls is greater than the capacity provided by the current controls (without discretion) or similar to the current controls (when 30 per cent discretion is added on to the current height controls).

The employment capacity from the proposed controls (through the floor area ratio requirement for retail and commercial uses - See Objective 4) is significantly higher than the capacity likely to be delivered with the current controls (based on current trends of largely residential development), and will help to achieve the projected 10,000 jobs in West Melbourne by 2036.

Capacities are often higher than population projections as they look at the total built floor space that could theoretically be built in a given area, based on proposed built form controls. Population projections follow a well-established method which take the latest known population and project forward based on historic growth trends, birth, death and net migration rates. This is combined with other analysis including household size and dwelling construction rates and adjusted accordingly to forecast the population.

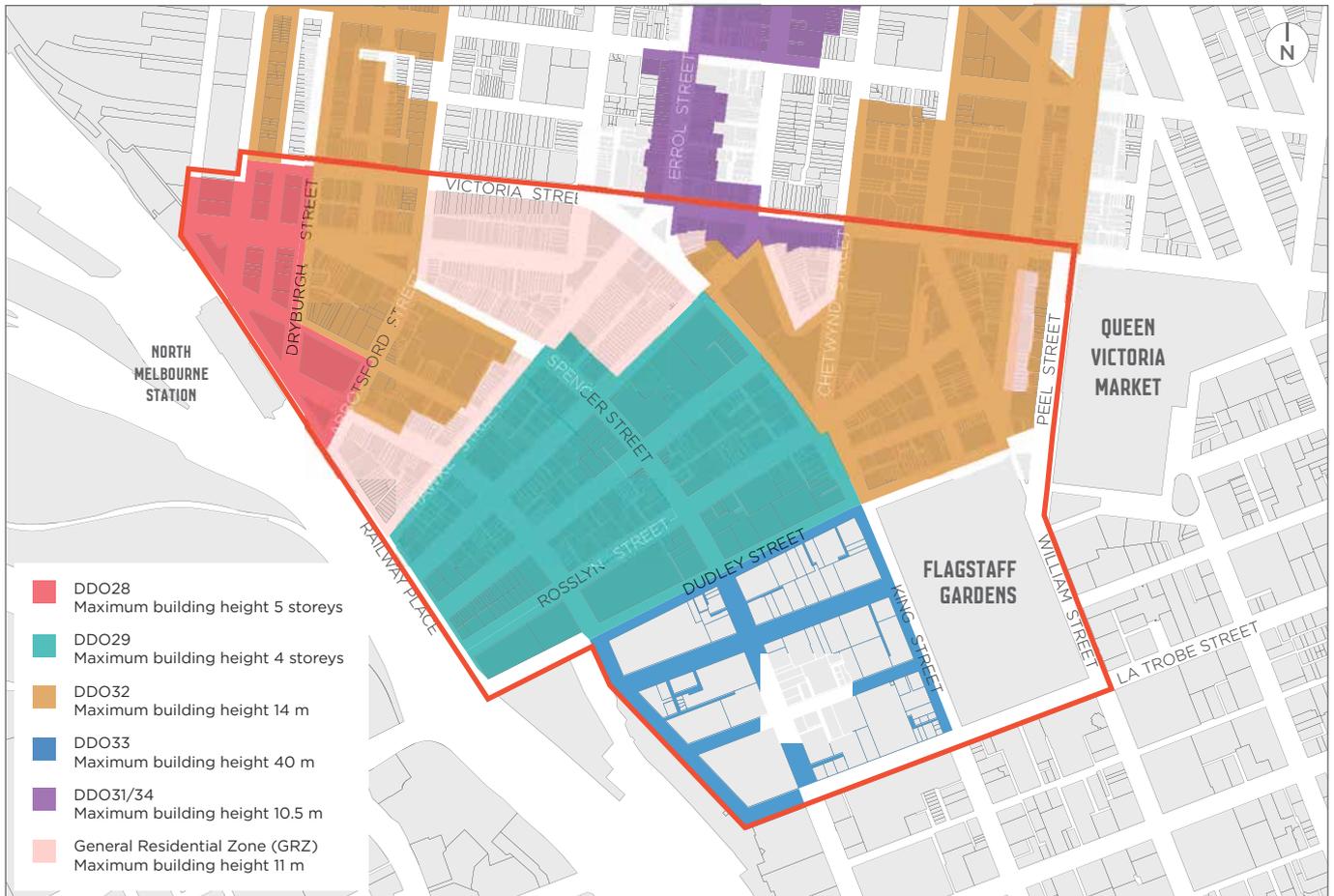


Figure 2.6: Existing Design and Development Overlays in West Melbourne along with the area covered by the General Residential Zone.

ACTIONS

DELIVER

Action 1: Prepare a planning scheme amendment to implement the relevant actions of West Melbourne Structure Plan.

- This will include the adoption of the built form controls and design recommendations.

Action 2: Improve the quality of urban design in West Melbourne through the review of Clause 22.17 Urban Design Outside the Capital City Zone in the Melbourne Planning Scheme.

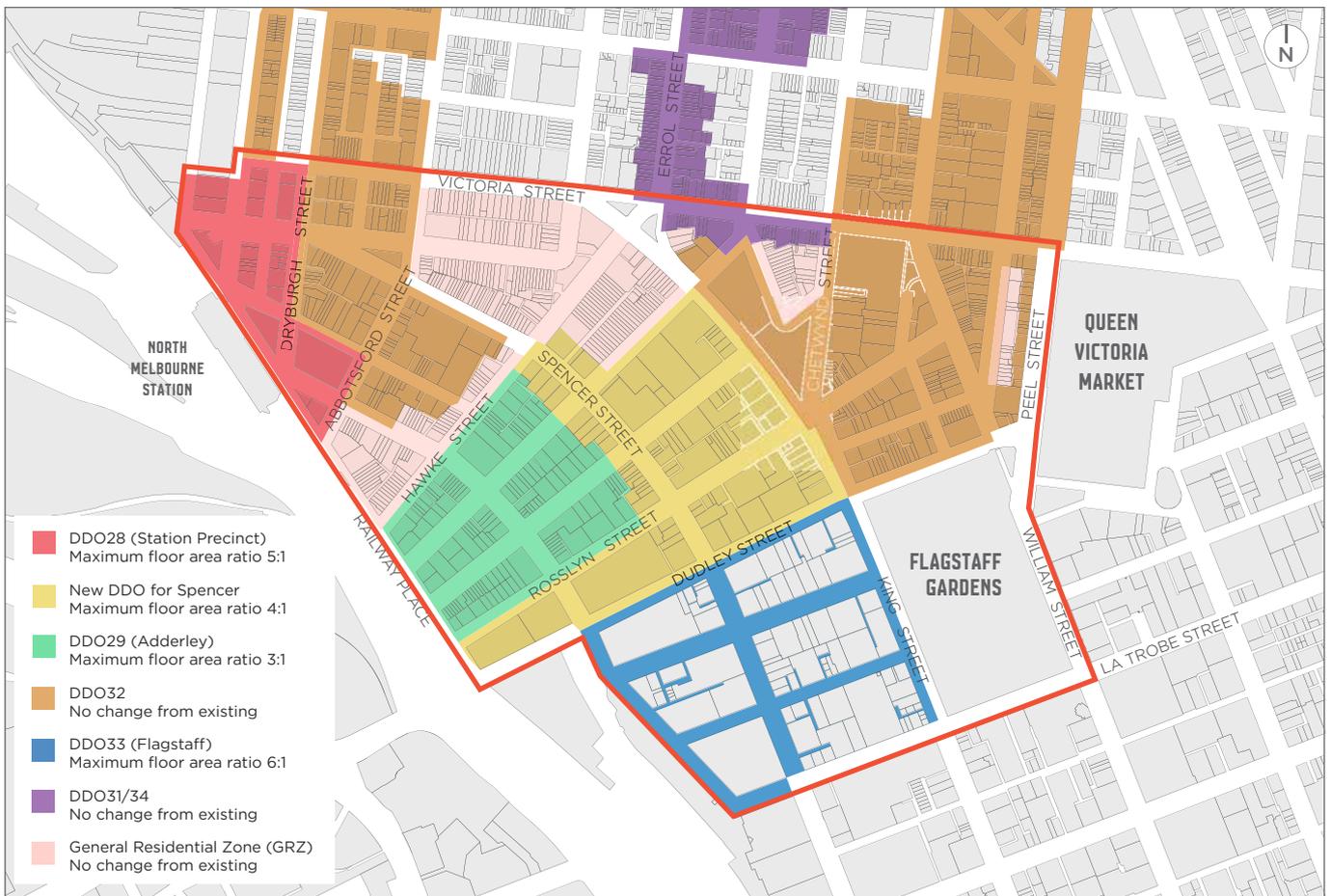


Figure 2.7: Proposed changes to the Design and Development Overlays in West Melbourne.

Objective 2: Improve the climate change adaptation and mitigation performance of new and existing buildings

The purpose of this objective is to ensure new and existing buildings are designed or retrofitted to the highest standards to ensure a sustainable and resilient West Melbourne.

Seventy one per cent of the greenhouse gas emissions reduction opportunities in Melbourne identified in *Zero Net Emissions (update 2014)* are in commercial buildings, and 11% in residential buildings. Due to the complex nature of apartment building owners' corporations, making major upgrades can be very challenging. It is therefore even more critical that energy and water efficiency, and thermal comfort, are built in from the start.

There are a limited number of formally rated or certified green buildings in West Melbourne currently, reflecting that the majority of ratings in Australia are of large commercial buildings, which is not the typical building type in this area. Some of the most sustainable buildings in West Melbourne are major refurbishments, transforming disused or underused industrial buildings into modern commercial accommodation. Examples include 115 Batman Street and the Australian Red Cross Blood Service Melbourne Processing Centre. In the same way that West Melbourne's existing buildings are now being adaptively reused, it is desirable for new buildings to be designed in a way that enables adaptation for different uses in the future.

New buildings must follow the City of Melbourne's *Guidelines for Waste Management Plans for New Developments*. This is a requirement of City of Melbourne planning policy 22.19 Energy Water & Waste. These guidelines are updated regularly to ensure that best practice waste and recycling systems are being installed. Existing buildings can request assistance to improve recycling and reduce waste through the City of Melbourne's free High Rise Recycling Program and other waste and recycling programs.

City of Melbourne planning policy 22.23 outlines how new buildings can achieve improved stormwater quality and reduced stormwater quantity. Incorporating rainwater tanks, increased site permeability and water sensitive urban design (WSUD) measures in new developments can help to reduce flash flooding in West Melbourne and improve local waterway health.

There is a wider opportunity to improve the climate adaptation and mitigation performance/ outcomes of development and new buildings both in West Melbourne and across the city through reviewing and updating existing local planning policies and performance requirements for environmentally sustainable design and stormwater.

This aligns with the *Green our City Strategic Action Plan*, which provides a platform to pursue changes to the City of Melbourne Planning Scheme to require all types of development in the city to play a part in achieving environmentally sustainable design (ESD) targets.

The action plan details how green roofs and vertical greening can contribute to mitigating and adapting to urban heat island effect, enhancing health and wellbeing and reduced energy use for heating and cooling buildings.

Rooftops in central Melbourne make up 880 hectares of space with most of these rooftops being used for storing air conditioners and heating equipment. In large areas of West Melbourne, in particular between Dudley Street and North Melbourne (future West Melbourne) Station, there is a high potential for rooftops to be used to benefit building owners, the community and the environment by adapting these spaces for solar energy creation, cool roofs and green (vegetated) roofs.

There is an opportunity for updated built form controls to manage a significant uptake in rooftop solar and other sustainable infrastructure across the area. This could include integrating solar panels and battery storage on council owned buildings and structures and investigating opportunities to locate solar roofs strategically throughout West Melbourne to maximise generation, and enable future sharing.

Existing buildings adjacent to potential new development sites may be overshadowed by new buildings. However solar access in more established areas may be partially protected through the use of planning controls such as setbacks and separation distances, as well as building heights. These tools can also help to ensure daylight and amenity to neighbouring buildings.

ACTIONS

DELIVER

Action 3: Use built form controls to help provide greater certainty and encourage the use of solar in appropriate areas of West Melbourne.

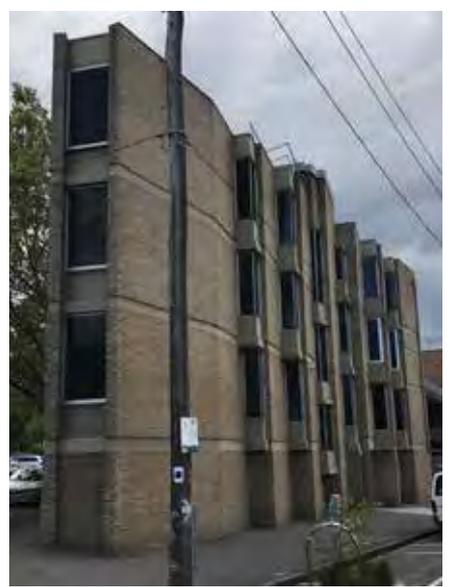
Action 4: Investigate ways to support West Melbourne residential or community solar, battery storage and/or smartgrids for new and existing buildings.

ADVOCATE

Action 5: Identify opportunities for new and existing buildings to increase greening, including green roofs and vertical greening, in West Melbourne in line with the 'Green our City Strategic Action Plan'.

Action 6: Explore ways to incentivise increase canopy cover and support nature in the private realm in West Melbourne through incentives such as the Urban Forest Fund.

Action 7: Encourage developers to provide on site retention through the installation of rainwater tanks to reduce flash flooding and stormwater impacts in West Melbourne, as part of their response to the current planning scheme local policies for Energy, Water and Waste and Stormwater Management, and any updates.



Images. Heritage and character buildings identified within West Melbourne.

Objective 3: Recognise and celebrate the valued heritage and character of West Melbourne

Heritage is integral to a place's identity and connection of people to place. This includes both physical heritage and intangible aspects of heritage such as social heritage, memories and rituals.

Aboriginal heritage

Aboriginal and Torres Strait Islander people are the First Nation people of this land and have strived to retain their culture and identity through the period of colonial and post-colonial settlement.

Currently, no Aboriginal heritage places in West Melbourne are listed on the Victorian Aboriginal Historical Place Register. The Indigenous Heritage Study (2010) identified Flagstaff Gardens as a potentially significant place.

A social history study should be prepared that identifies shared values between Aboriginal and non-Aboriginal people, forms the basis for the application of 'caring for country' principles in West Melbourne and informs future capital works projects.

Heritage buildings and places

In the context of post-European contact, a number of heritage buildings and places have been identified and protected through the planning scheme. Planning Scheme Amendment C273 was gazetted in May 2017 and provides immediate protection on an interim basis for properties indicated in Figure 2.8 below. Planning Scheme Amendment C258 is underway to provide permanent heritage protection for these properties.

Character buildings

Along with identified heritage buildings there are some 'character' buildings that are not protected through the planning scheme but which contribute to West Melbourne's visual identity.

The use of the floor area ratio controls could be investigated to help incentivise the retention of character buildings to ensure that the visual identity of West Melbourne is celebrated and retained.

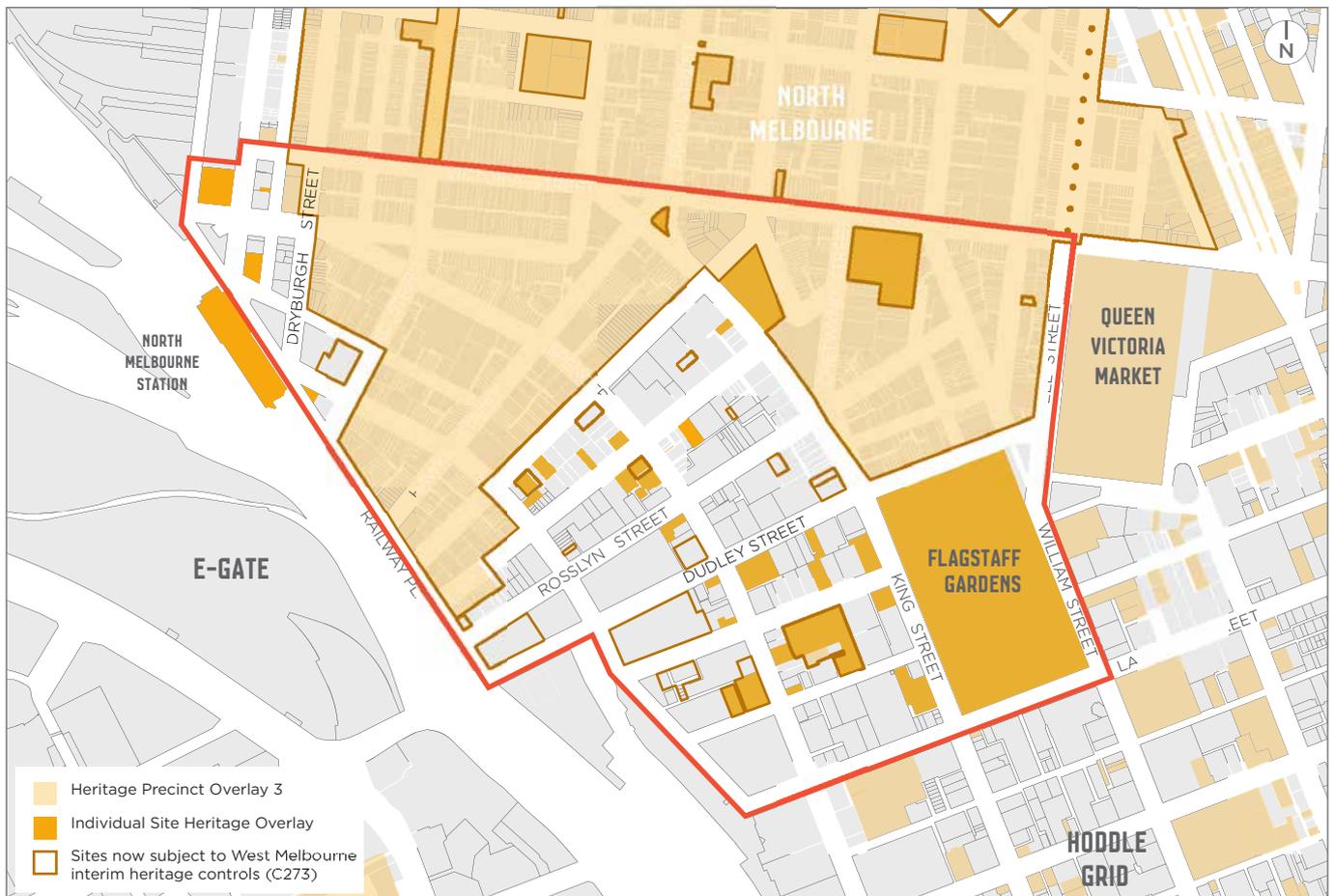


Figure 2.8: Heritage controls for West Melbourne including sites subject to the West Melbourne interim heritage controls (C273).

The following criteria were used to select buildings of special character, as identified in figure 2.9 (below):

- The building is distinctive architecturally.
- The building is an older brick warehouse that demonstrates a link to the industrial history of the area.
- The warehouse is located adjacent to a laneway, the side elevation is intact and the three-dimensional form of the building can be seen from the public domain.
- The front elevation of the warehouse/building contains interesting detailing and provides visual interest at street level.
- The warehouse/building has large window openings, with potential for a positive interface with the public domain.
- The warehouse/building has a large floorplate.

| ACTIONS |
|--|
| DELIVER |
| Action 8: Prepare a social history study of West Melbourne, with an emphasis on pre-contact and contemporary Aboriginal heritage. |
| Action 9: Finalise Planning Scheme Amendment C258 West Melbourne Heritage Review. |
| Included in Action 1: Investigate using floor area ratio controls to encourage the retention of character buildings (see figure 2.9). |

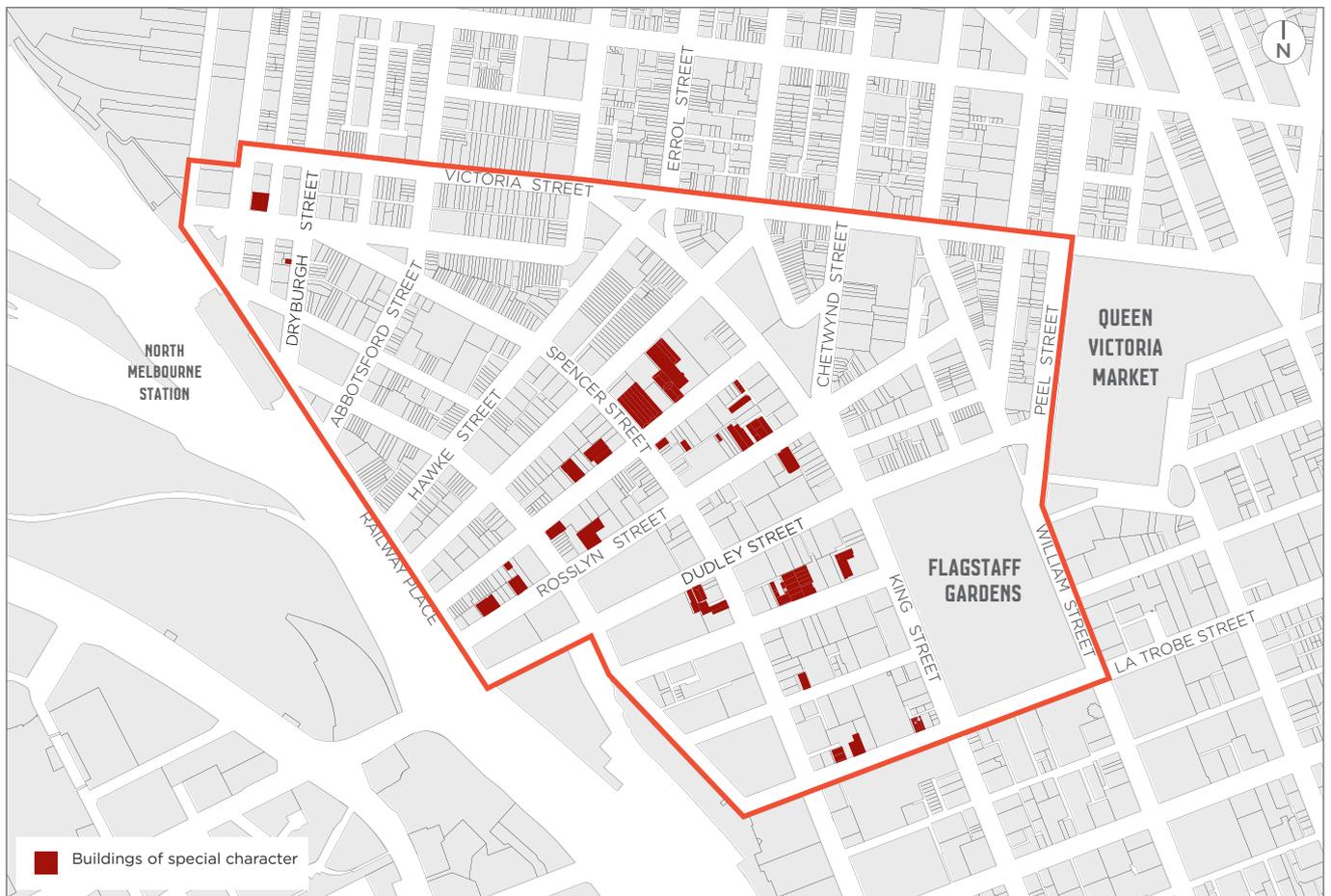


Figure 2.9: Identified character buildings in West Melbourne.

2.2 ACTIVITIES, USES AND INFRASTRUCTURE

West Melbourne will continue to grow as a vibrant, mixed use inner city neighbourhood. Buildings of diverse type, scale and age will provide a range of different spaces that support a mix of uses.

The area will continue to accommodate uses that benefit from West Melbourne’s proximity to the central city, principle transport networks and major health and educational facilities.

What do we know?

- West Melbourne has historically provided an important ‘back of house’ function of smaller businesses that support the operation of the central city. This function should continue to occur into the future.
- In the past 10 years, there has been an approximately 90 per cent increase in residential dwellings and a 25 per cent decrease in jobs in West Melbourne.
- There is the potential that the area’s mixed use character and local employment opportunities may be lost given the recent decrease in the number of jobs.
- There is no retail or activity core within West Melbourne. Residents rely on surrounding destinations like Errol Street, Queen Victoria Market and the central city for shopping.
- There are currently no supermarkets in West Melbourne, however two are in the development pipeline.
- The strategic location of West Melbourne makes it an appropriate location for the expansion of tourism and culture, health and research, and administrative support sectors.
- The diversity of built form in West Melbourne offers opportunities for a range of land uses, in particular those that require smaller building floor plates than those available in the central city and Docklands.

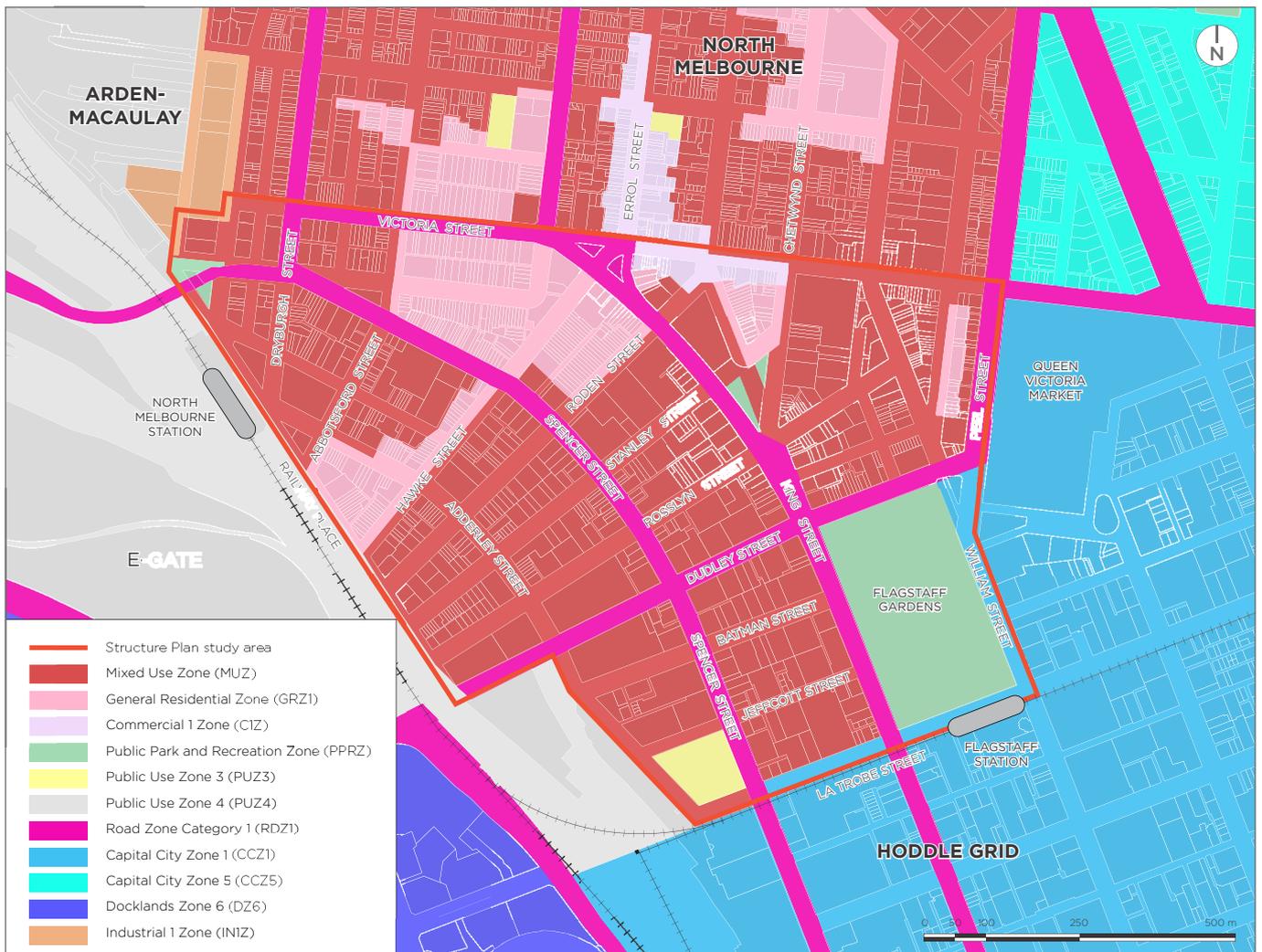


Figure 2.10: Existing land use zoning in West Melbourne

- West Melbourne provides opportunities for businesses that benefit from access to public transport and proximity to the central city and major education and health institutions.
- Currently there are limited examples of affordable housing in West Melbourne.
- The majority of community facilities and creative spaces are accessed in surrounding neighbourhoods such as North Melbourne, Carlton, Docklands and the Hoddle Grid. There are three non-government schools in West Melbourne. There are public schools in neighbouring North Melbourne with plans to expand North Melbourne Primary School.
- A new primary school has recently been announced for Docklands and between two and four new schools are expected as part of the Arden urban renewal area.
- There are few arts and cultural facilities in West Melbourne. A cluster of arts infrastructure is located in neighbouring North Melbourne.

What are we proposing?

Objectives and actions within this chapter will help ensure that West Melbourne retains a true mix of uses, with a broad range of spaces that enable community and creative uses, and support services for the neighbouring areas of Docklands, Parkville and the central city.

Spencer Street will be the vibrant high street for West Melbourne, servicing the day-to-day shopping needs of local residents and workers.

A diverse range of housing types will support a community who are well serviced with local facilities within West Melbourne, and within a safe and enjoyable walk or cycle to adjacent neighbourhoods.

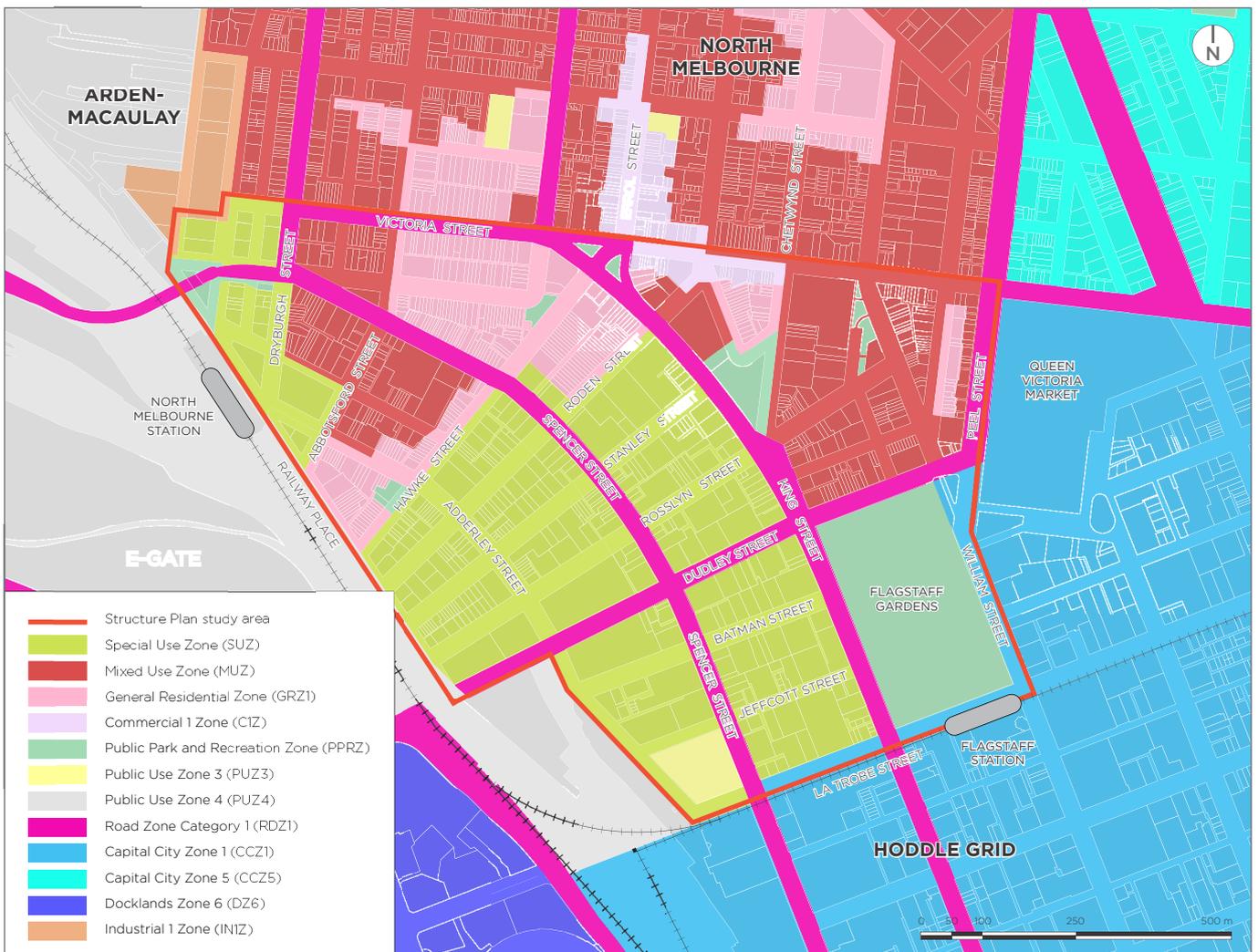


Figure 2.11: Proposed land use zoning in West Melbourne

Objective 4: Support mixed use development to facilitate a range of business and employment opportunities

Proposed planning controls will help retain and attract a mix of different business and employment opportunities in West Melbourne to complement residential development and create a vibrant and resilient neighbourhood.

Inner city employment precincts such as West Melbourne, outside of the core central city but within its 'frame', deserve particular attention as they provide well-located yet affordable employment floor space to supporting economic activities such as IT start-ups, bespoke manufacturing and shared office spaces. As a business incubator area, West Melbourne fulfils a niche function which is not readily substitutable and should be supported.

The benefits of mixed-use neighbourhoods

A mix of different uses helps make a place more interesting and lively at different times of day and days of the week. Having a range of shops, services and jobs available within a short distance of homes encourages more sustainable transport choices and improves people's quality of life. *Plan Melbourne 2017-50* supports creating mixed-use neighbourhoods at varying densities (Policy 5.1.1).

The mix of employment and residential activity contributes to the innate environmental quality of West Melbourne and there is strong support in the community for West Melbourne to continue to support a mix of uses.

The availability of affordable and flexible floorspace, in proximity to universities, cultural infrastructure and the central city, supports the productivity and creativity of businesses in West Melbourne. It also helps to deliver a more resilient economy, providing for a range of different types and sizes of businesses and employment opportunities.

Types of employment for West Melbourne

While the Hoddle Grid, Docklands and North Melbourne (around the new Arden Metro Station) are expected to see the majority of growth in commercial employment, job growth in the remaining areas of the municipality will include a greater focus in the institutional sector, leveraging opportunities from the existing medical and educational precincts.

Within West Melbourne, there is the opportunity to build capacity to support and provide an ancillary role to the health and research functions that operate in Parkville. There is already a number of critical welfare, outreach and health services based in West Melbourne, including the Salvation Army Crisis Housing, Red Cross Blood, Wire Women's Services and Open Families Australia. All four of these key providers were invested and committed to their spaces and have rated their location highly as complementing business operations.

West Melbourne can also continue to support the growth of small and new businesses, including start-ups, creative enterprises and small scale manufacturing as well providing a 'back of house' supporting role for the businesses in the central city.

In addition, there is the prospect to support tourism, arts and cultural activities, leveraging of the redevelopment of Queen Victoria Market to transform the central part of West Melbourne into a cultural and creative hub, benefiting from its proximity to, and the tourism assets of, the central city.

The need for employment in West Melbourne

Knowledge based sectors and innovation will drive Greater Melbourne, and Australia's, future economic growth. The sector thrives off connectivity to other businesses, skilled labour, education and amenity. The City of Melbourne provides unparalleled access to these attributes and will increasingly be the sought after location for future knowledge intensive industries.

In order to successfully plan for continued growth, an appreciation of the future number and type of jobs that will locate within particular locations will ensure that sufficient and appropriate land is available, and adequate services are provided.

Within West Melbourne, there is likely to be the need of between around 4500 (the base case) to 7000 new jobs (depending on employment type) by 2036, requiring between around 100,000 m² and 200,000 m² of employment floor space (SGS, *City of Melbourne Employment Forecast 2036*, 2016).

What is proposed?

Despite the current mixed use zone in West Melbourne, it is currently delivering predominantly residential development. Therefore it is proposed to rezone areas of West Melbourne to a Special Use Zone (or an equivalent zoning).

The Special Use Zone would enable the requirement for a minimum proportion of the maximum floor area ratio to be dedicated to a non-residential use (commercial and, where appropriate, retail uses) in the areas of Spencer, Flagstaff, Station Precinct and Adderley. The viability of providing a mix of uses in these areas has been tested and is feasible (West Melbourne Structure Plan Stage 2 Report, SGS Economics and Planning, 2017).

This will help retain and attract the types of businesses appropriate to West Melbourne, supporting the delivery of the projected new jobs and employment floor space and ensuring that it remains as a true mixed-use neighbourhood, helping to implement the State Planning Policy Framework and policies in *Plan Melbourne*.

The existing building stock in West Melbourne provides a diversity of floor space in terms of form, size and price point that is somewhat unique in the inner city. Such buildings can make a significant contribution to the brand of Melbourne as a creative and design-oriented city, and are likely to also make a major contribution to its vibrancy and productivity.

The loss of activities to alternative locations (or their loss entirely) could damage Melbourne’s competitiveness and productivity and impact West Melbourne’s local vitality.

Why is this proposed?

The Mixed Use Zone (MUZ), which currently applies to a significant part of West Melbourne, is failing to deliver a genuine mix of uses and has largely accommodated residential development.

The growth of employment in the inner city, along with broader forces of gentrification, has also meant that West Melbourne’s profile as an amenable inner city residential location has grown. The neighbourhood is close to a number of metropolitan scale assets, including major hospitals, universities, public transport and retail and hospitality clusters. This has generated increasing pressure for conversion of commercial areas in to residential.

The uniqueness of the location means that the current mix of floor space and character provide unique conditions for employment uses that might not otherwise locate in the central city region.

The significantly higher sale or rental price available to developers for residential developments compared to commercial is a challenge in inner city renewal locations such as West Melbourne, with residential developments ‘pricing out’ employment and economic uses. Residential uses provide the highest financial return in the current market.

This has been reflected in a 25 per cent decrease in job numbers in West Melbourne over the past 10 years. A range of jobs, including warehousing, manufacturing and logistics industries and finance and insurance jobs have moved out of the area and have been replaced with residential development.

The conversion of large floor plate commercial activity to residential development, and in particular the subdivision of lots on strata title, results in a fragmentation of ownership which is very difficult to reverse. This means that once a site has transitioned to residential it is very unlikely to revert to other uses, and in effect the opportunity for future changes of use has been lost.

While the application of the mixed use zone was intended to support a genuine mix of uses, there is now a significant risk in losing employment activity from West Melbourne and not being able to deliver the required employment floorspace and job growth in West Melbourne if it remains with its current zoning.

It is proposed to use the Special Use Zone (or an equivalent) as it is considered that there is no appropriate combination of other currently available planning zones, overlays and local policies to give effect to the desired objective to support mixed use development to facilitate a range of business and employment opportunities within this specific location.

Helping to attract businesses in West Melbourne

Additions to local policy referring to West Melbourne’s economic role and advocacy programs to encourage the retention of existing building stock (see Objective 3) can also help support small creative, innovative and entrepreneurial businesses through the retention of lower rent spaces and a diversity of floor spaces and types.

Issues about limited accessibility to retail and hospitality services, currently reinforced by the absence of a main street environment, and concerns about access to active transport infrastructure were raised by a number of businesses and stakeholders in West Melbourne. Other objectives and actions in the structure plan, such as street greening and developing a high street environment and local centre along Spencer Street will help improve the overall amenity of West Melbourne and thereby the attractiveness of the precinct to a range of businesses.

| ACTIONS |
|---|
| DELIVER |
| <p>Included in Action 1: Rezone some Mixed Use Zone areas to a Special Use Zone to deliver a true mix of uses (see figure 2.11).</p> |
| <p>Included in Action 1: Require a proportion of the proposed floor area ratio to be allocated to a non-residential (commercial and retail) use:</p> <ul style="list-style-type: none"> • A floor area ratio of 1:1 in Spencer, Station Precinct and Flagstaff. • A floor area ratio of 0.5:1 in Adderley. |
| PARTNER |
| <p>Action 10: Help to connect small cultural and creative organisations and businesses to potential development sites.</p> |

Objective 5: Establish a new local activity centre along Spencer Street and enhance North Melbourne (future West Melbourne) Station with active retail and commercial uses

A new local activity centre will be established along Spencer Street. The area around North Melbourne (future West Melbourne) Station will be enhanced with active retail and commercial uses.

A broad range of community, creative and commercial uses will be encouraged to build on West Melbourne’s existing mixed use character and support local access to goods, services and jobs.

Rezoning along Spencer Street and around the station (see figure 2.12) to a Special Use Zone (or equivalent) with a requirement for active uses on the ground floor will help achieve this objective in conjunction with capital works improvements outlined in Objective 8 on page 61. While previously these areas were proposed to be rezoned to Commercial 1 zone, the proposed Special Use Zoning can include similar requirements to the Commercial 1 zone to create vibrant mixed use centres while also ensuring sites in these areas deliver the required commercial/retail space as proposed through the Special Use Zone in Objective 4 (see page 53)

Why is this proposed?

The metropolitan planning strategy *Plan Melbourne* proposes to create a city of 20-minute neighbourhoods, where people can meet most of their everyday needs within a 20-minute walk, cycle or local public transport trip of their home. West Melbourne does not have a retail or activity core within the neighbourhood. Residents rely on surrounding destinations such as North Melbourne, Docklands and the central city for shopping, community facilities and creative spaces.

Highest concentrations of retail activity generally emerge naturally along principal routes, which can strengthen their identity, provide passing trade and enable bus stops, tram stops or railway stations to be fully integrated. Spencer Street fulfils this role in West Melbourne and is well located within the middle of the neighbourhood to serve the local daily needs of the residential and working community.

Rezoning the land and making improvements to the public realm around North Melbourne (future West Melbourne) Station will help to reinforce this area as a hub of activity and key gateway into West Melbourne.

ACTIONS

DELIVER

Included in Action 1:

- Rezone sites along Spencer Street to Special Use Zone with requirement for active ground floor uses between Hawke Street and Dudley Street to help deliver a new local activity centre.
- Require active interfaces on Spencer, Rosslyn and Stanley Streets that contribute to an attractive and safe public realm.
- Rezone sites around North Melbourne (future West Melbourne) Station to Special Use Zone with a requirement for active ground floor uses.

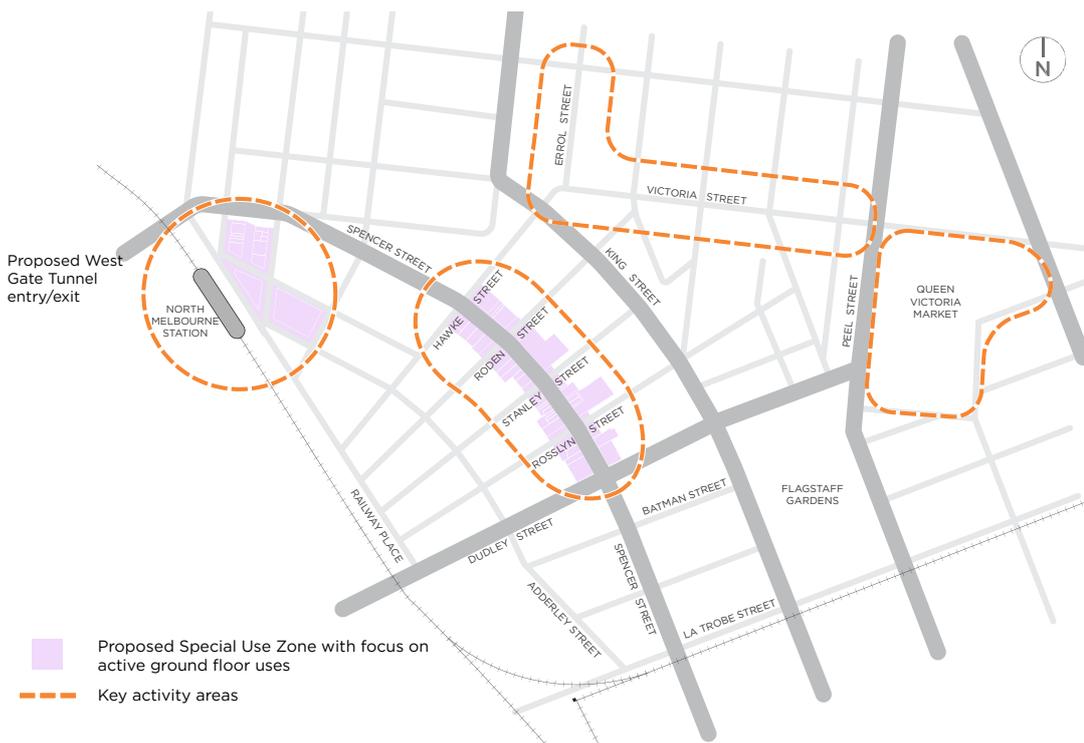


Figure 2.12: The proposed Special Use Zone with requirement for active ground floor uses along Spencer Street and around North Melbourne (to be West Melbourne) Station.

Objective 6: Ensure good access to community and creative infrastructure within and around West Melbourne

Good access to community and creative infrastructure will be provided to meet the needs of the growing population in West Melbourne.

Community and creative infrastructure includes facilities and services that help people meet their social needs, maximise their potential and enhance community wellbeing. It includes facilities for residents as well as those that work, study or live in the area.

The evolution of the area from industrial, logistics and warehousing, to more higher density residential and mixed use development with a range of commercial activities has meant that the provision of services and infrastructure has not always occurred.

In particular, the lack of retail and community infrastructure has been identified as an issue given the recent population growth in West Melbourne and level of development currently planned for the area. Innovative delivery approaches, including shared facilities, are required particularly for inner city environments given the relatively high land values and the need for mixed use developments.

Why is this proposed?

A high level analysis established average benchmarks for a range of community infrastructure, such as a community centre, local library, childcare, outside school care, playgroups and primary schools (*Economic and Employment Study Part 2*, SGS Economics and Planning).

The analysis identified that, while some infrastructure such as a primary school and a childcare centre could be required in West Melbourne by 2036. Depending on the actual population growth of the area and other nearby local services, there is unlikely to be the demand for a community centre or local library given the current population forecasts.

There is a need for a dedicated Aboriginal Economic Hub within the City of Melbourne and consideration could be given to providing this within West Melbourne.

The services and facilities planned for immediate surrounding areas of West Melbourne, such as in Arden and the Queen Victoria Market, will also have a significant impact on the delivery of infrastructure in West Melbourne.

A new primary school is being built at 259-269 Footscray Road which will help serve West Melbourne. Furthermore, between two to four new schools are being proposed for Arden. The location, type and size of these schools will be better understood once the planning for Arden has been completed.

Given the close proximity of this infrastructure to West Melbourne, it will be crucial to ensure that walking and cycling routes to these facilities are direct, safe and well-designed.

ACTIONS

DELIVER

Action 11: Create excellent walking and cycling connections to the new community hubs in Arden and QVM.

ADVOCATE

Action 12: Continue to work with the Department of Education and Training to consider the need/potential for a primary school in West Melbourne in the longer term.

Objective 7: Help deliver affordable housing in West Melbourne

Affordable housing is required in West Melbourne to help provide housing for low and moderate income households within close proximity to transport and wide range of jobs.

The Victorian Government seeks to strengthen the role of planning in delivering affordable housing with its release of *Plan Melbourne 2017-2050* and *Homes for Victorians*.

Plan Melbourne strives to strengthen the role of planning to facilitate and deliver the supply of social and affordable housing (Policy 2.3.3) and to facilitate an increased percentage of new housing in established areas to create a city of 20 minute neighbourhoods close to existing services, jobs and public transport (Policy 2.1.2).

The *Homes for Victorians* strategy strengthens the Victorian Government's position by stipulating various initiatives and budget commitments to address affordable housing.

In June 2017, the Minister for Planning introduced the Planning and Building Legislation Amendment (Affordable Housing and Other Matters) Bill (the Bill) to the Victorian Parliament making amendments to the Planning and Environment Act 1987 (the Act) with the stated intention of facilitating affordable housing supply. The reforms will come into operation on 1 June 2018. These changes are intended to give developers, the community and local councils certainty about how a voluntary contributions scheme will be applied to support the development of land for affordable housing.

According to the 2011 Census, 10 per cent of all Victorian households are in one of the following categories:

- Various forms of homelessness
- On low incomes and in serious rental stress
- Living in social housing.

Typically, subsidised rents for eligible households (as defined by each housing provider) are calculated to not exceed 30 per cent of gross income or 75 per cent of market rent (Housing Registrar, Information Sheet, May 2017)

In the City of Melbourne, supply alone is not delivering the desired housing mix and social diversity in our communities. There is a need to facilitate the provision of affordable housing.

To increase the number of affordable housing units in the municipality, our Housing Strategy sets a goal to 'help provide at least 1721 affordable homes (subsidised) for low and moderate income earners by 2021'.

Why is this proposed?

West Melbourne's proximity to universities, the medical precinct, markets, retail and entertainment centres, tourism, and arts and cultural activities make it an ideal location for people who work in these industries on low to moderate incomes to live. Affordable housing an important component to support these types of jobs.

As well as its location, West Melbourne's established community services, access to transport and existing job opportunities make it an ideal location for affordable housing. Similar cities all over the world, including Sydney, Vancouver and London, have similar, but often stronger, planning requirements for affordable housing.

Feasibility analysis has determined that 6 per cent of the residential component of new developments can be delivered for affordable housing in Flagstaff, Spencer and Station Precinct (*Economics and Employment Study Part 2*, SGS Economics and Planning, 2017).

The affordable housing delivered in West Melbourne should be provided in perpetuity with the assets transferred at no cost to a Registered Affordable Housing Association or provider and secured by a Section 173 Agreement.

The feasibility of providing affordable housing increases further when tested with a 10 per cent increase in sales revenues when compared to today's figures. This is considered likely over the lifetime of the structure plan given that objectives will improve the quality of streets and spaces in West Melbourne, and therefore add value to developments. This is acknowledged in the report which states:

'Should potential revenues from new development increase over the next 10-15 years, development feasibility across the precinct will improve'.

Economics and Employment Study Part 2, SGS Economics and Planning..

This objective to help deliver affordable housing would provide around 200 affordable homes and contribute to Goal 1 in the City of Melbourne's Housing Strategy.

If, after considering the current market conditions and a site's particular characteristics, concerns exist about the viability of providing affordable housing, applicants will need to prove why the affordable housing is unable to be delivered. This could consist of a more rigorous 'open book' approach to demonstrate their concerns and/or submit a detailed viability report (which could be analysed by an independent third party at the cost of the applicant) to show that providing affordable housing is not viable for a particular site.

The role of community housing providers in taking on and managing this housing is crucial to the success of delivering affordable housing in West Melbourne. The City of Melbourne can play a lead role in facilitating partnerships between developers and housing providers to help support the delivery of appropriate, well-designed affordable housing.

ACTIONS

DELIVER

Included in Action 1: Applicants should provide a minimum of 6 per cent affordable housing (measured as 6 per cent of the proposed gross residential floorspace) for developments in Flagstaff, Spencer and Station Precinct. If Victorian Government affordable housing policies are updated, this target will be increased.

PARTNER

Action 13: Facilitate and strengthen the partnership between community housing providers and the development industry.



An example of delivering inner city affordable housing

A mix of private and affordable housing is provided in this 59 unit development in Gipps Street, Abbotsford on the site of a boot factory. The development won the Best Affordable Development award in 2013 by the Urban Development Institute of Australia and provides a model for similar scale and mixed tenure housing in West Melbourne, close to a range of jobs including key workers in medical profession.

Image. 205 Gipps Street, Abbotsford © Emma Cross photographer

2.3 MOVEMENT AND ACCESS

West Melbourne’s movement and access network will evolve to create a showcase 20 minute neighbourhood meeting the changing needs of the area’s residents, workers and visitors. As the mix and intensity of uses in the area changes, different demands will be placed on the transport network with more people moving between their homes, jobs, shops and other destinations.

The transport network will need to move more people more efficiently in the future. Facilitating walking, cycling and public transport will help free up space for other uses such as open space, tree planting and on-street dining (for more details see Streets and spaces on page 71).

What do we know?

- Streets are currently designed, and space is allocated, to prioritise motor vehicles ahead of other modes.
- The major infrastructure corridor to the west includes multiple metropolitan and regional train lines and rail yards. The corridor creates a physical barrier between West Melbourne, Docklands, the Moonee Ponds Creek and E-Gate.
- The only two connections to the west are the Dynon Road Bridge and Dudley Street underpass. These are 800m apart and provide poor amenity for walking and cycling.
- The West Gate Tunnel will have residual traffic impacts in West Melbourne.
- The Metro Rail Tunnel will impact movement patterns and offer more options for active and public transport.
- Spencer Street and King Street support high levels of through movements by motor vehicles. They are the main north-south arterials, with both roads serving a similar function.
- Walking access though West Melbourne is generally good, though is compromised by high vehicle speeds and low pedestrian priority, particularly on the main streets.
- There are some bicycle routes, but usage is generally low. Cycling has great potential to be improved particularly given West Melbourne’s close proximity to the central city and areas of activity.

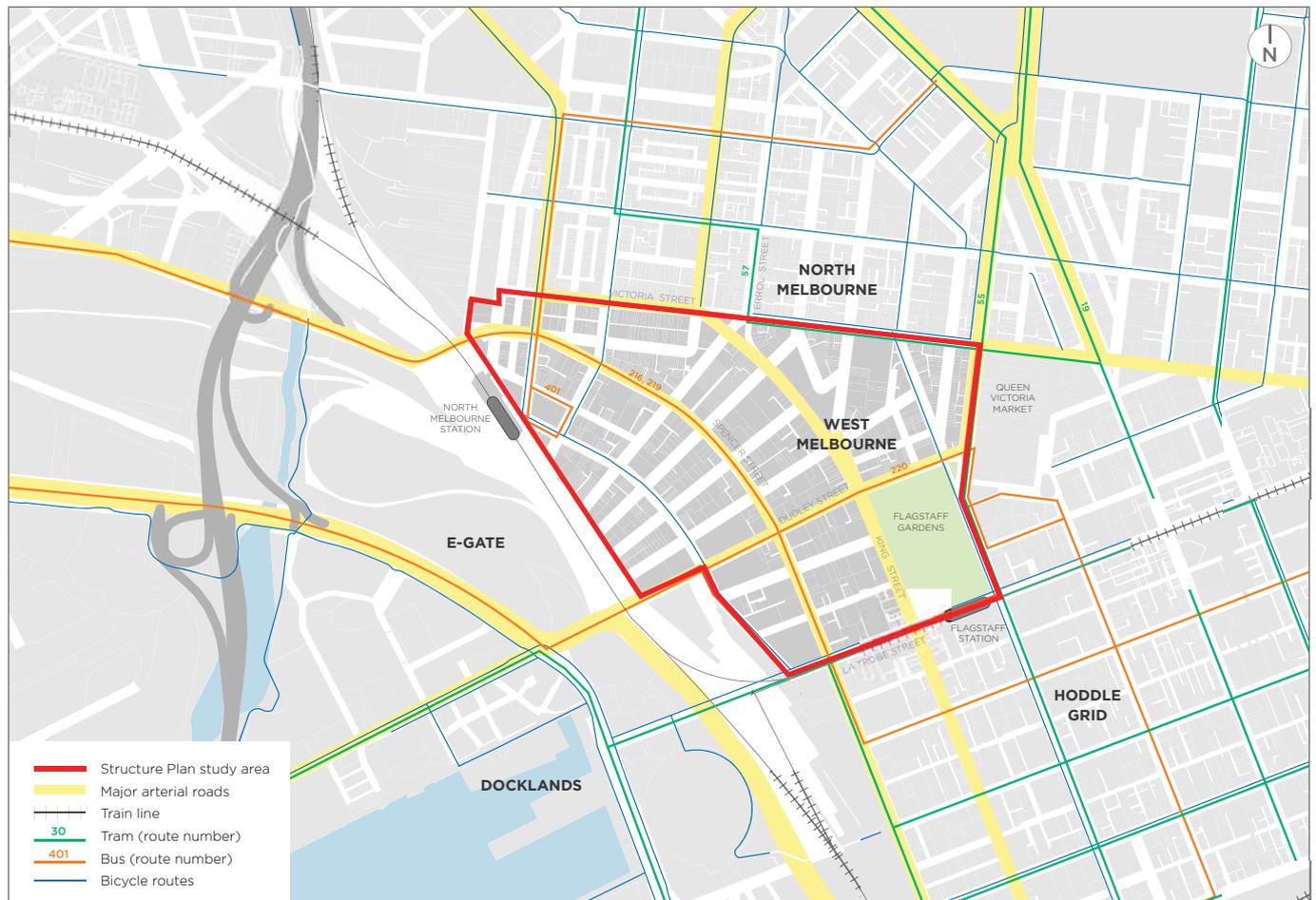


Figure 2.13: Existing transport network in West Melbourne.

- Public transport is strong around the perimeter of West Melbourne but weaker through the area.
- Other transport services such as car share are emerging. There are two bike share locations, 20 car share vehicles and one taxi rank.
- There are around 6700 car parking spaces in the area, half on-street street and half off-street within developments.
- Many car parking spaces are used for daily long term parking for people working in the central city.
- Car ownership within West Melbourne is decreasing while off-street car parking is increasing.

What are we proposing?

Objectives and actions seek to change the way traffic moves through West Melbourne and make walking and cycling a preferred choice for residents and workers. The transport network will support West Melbourne as a destination, as well as a place to travel through and as an exemplary 20 minute neighbourhood.

Through redesign and zoning changes, Spencer Street will become the commercial heart of West Melbourne, providing a true high street to service the daily needs of residents and workers. Public transport, walking and cycling will be prioritised along Spencer Street. Through-traffic will be prioritised along King Street.

West Melbourne will leverage off its proximity to many high value destinations with improved walking and cycling routes to North Melbourne (future West Melbourne) Station, Docklands, Errol Street shops and the Queen Victoria Market.

Car parking will better prioritise residents and local businesses while creating much needed green space in West Melbourne’s wide local streets.

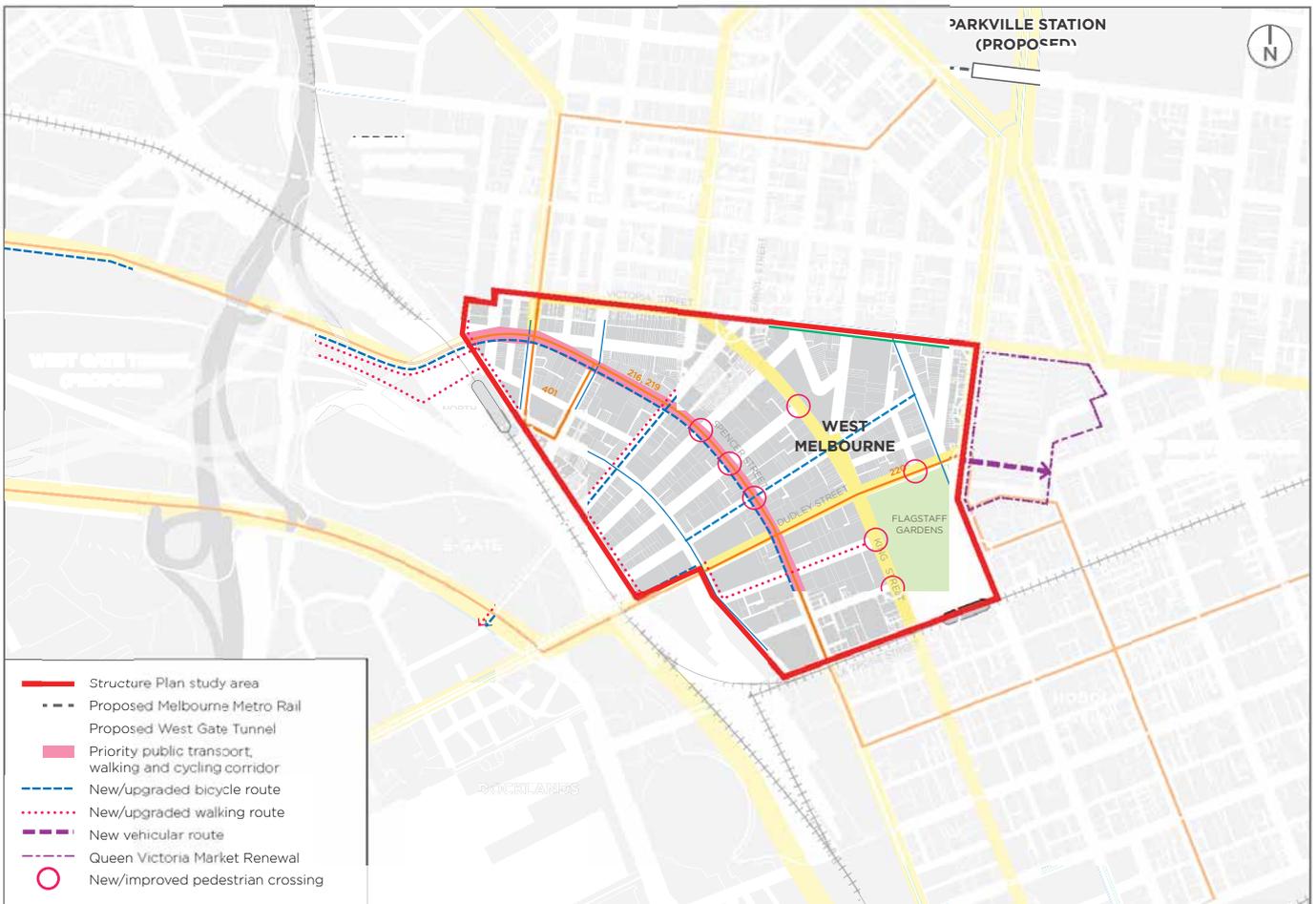


Figure 2.14: Proposed changes to the transport network in West Melbourne including the Metro Tunnel project and the West Gate Tunnel.

Objective 8: Transform Spencer Street to become a local centre and high mobility street at the heart of the West Melbourne neighbourhood

Spencer Street will become a vibrant, active mixed-use street that supports local businesses and provides for local needs, and is supported by a transport system that prioritises walking, cycling and public transport.

Spencer Street will be converted into a vibrant high street and 'high mobility' street. A high mobility street is defined in the Transport Strategy (2012) as having:

- Low speed motor vehicle traffic.
- High frequency tram and priority bus services
- Level access platforms providing seamless movement from footpath to public transport stops supported by infrastructure and signalling
- Excellent pedestrian access to and around stops
- Separated cycle lanes, early signal starts

For more details see **Spencer Street Masterplan in Part Three: Places.**

Why is this proposed?

Spencer Street is currently an arterial road managed by VicRoads. It is a busy traffic and heavy vehicle route with two travel lanes in each direction and frequent opportunities to cross the road and make U-turns. Motor vehicle priority and dangerous turning movements make it an unsafe environment for pedestrians and cyclists. Spencer Street's transport role must change in order for it to become an active high street that supports local shops and services.

Public transport priority is low, with two bus services currently running along Spencer Street that do not have any signal priority. There are a few poor quality bus shelters that are distributed unevenly along the street.

Some people cycle along Spencer Street despite no separation from vehicles. The design of the street does not reflect its designation as a priority bicycle route in VicRoads' SmartRoads Network Operating Plan and a 'high mobility street' in the City of Melbourne in the Transport Strategy (2012).

Pedestrian amenity and priority along Spencer Street is poor. Crossing the four lanes of the street is difficult, particularly at wide local street intersections.

ACTIONS

DELIVER

Action 14: Deliver short term works to improve pedestrian priority and safety.

Action 15: Prepare and implement a Spencer Street Masterplan that achieves a high quality street design to support an economically thriving heart for the West Melbourne neighbourhood.

See Spencer Street Masterplan in Part Three: Places, for more detail.

Action 16: Install bicycle parking along Spencer Street, at North Melbourne (future West Melbourne) Station and other suitable locations.

PARTNER

Action 17: Strongly advocate to Transport for Victoria to change the status of Spencer Street from an arterial to local road.



Image (opposite). Spencer Street, as a current arterial route passing through the heart of West Melbourne.

Figure 2.15: Spencer Street will be transformed into high mobility street running through the heart of West Melbourne.



Objective 9: Improve walking safety, access and amenity

Walking routes will be designed and prioritised to ensure good access to destinations in West Melbourne and surrounding areas.

The City of Melbourne's *Walking Plan (2014)* endorses wider footpaths, improved road crossings and lower motor vehicle speeds. It also supports increasing amenity through high quality paving, trees and active uses on the street. Proposed walking improvements in West Melbourne include:

- Redesign of Spencer Street (see Objective 8, page 62).
- Upgrades around North Melbourne (future West Melbourne) Station and Railway Place.
- New links to better connect West Melbourne with E-Gate, Docklands and Moonee Ponds Creek, including:
 - Reopening the existing footbridge at the north end of North Melbourne (future West Melbourne) Station.
 - Establishing a new pedestrian and cycling bridge at Hawke Street (over the rail lines).
 - Widening the shared path at the Dudley Street underpass.

Why is this proposed?

A growing population and increased local economic activity will generate significantly more walking trips in West Melbourne into the future. The current design of streets and traffic movements do not support the City of Melbourne's strategies to put walking at the top of the transport hierarchy.

Spencer, King and Dudley Streets are the most direct pedestrian routes through West Melbourne but are currently low amenity arterial streets dominated by traffic. 60km/hour speed limits and wide vehicle lanes encourage fast turning movements. Minimal priority at the few signalised intersections in the area does not support a good environment for pedestrians.

Dudley Street and Dynon Road bridge are the only two pedestrian connections to the west. These are 800 metres apart and are both unsafe and unpleasant. As new services become available in surrounding areas such as the Docklands Primary School, improving these connections, and creating new ones, will be increasingly important.

| ACTIONS |
|--|
| <p>DELIVER</p> <p>Action 18: Produce a detailed design proposal for the upgrade of the area around North Melbourne (future West Melbourne) Station including Railway Place.</p> <p>See North Melbourne (future West Melbourne) Station upgrades in Part Three: Places, for more detail.</p> |
| <p>PARTNER</p> <p>Action 19: Work with Transport for Victoria to:</p> <ul style="list-style-type: none"> • Review pedestrian signals • Reduce speeds on local streets • Investigate 10km/hour shared zones at the intersection of Adderley street and Dryburgh Street, outside of North Melbourne (future West Melbourne) Station. • Introduce new pedestrian crossings, including at all entrances to Flagstaff Gardens • Improve the Dudley Street underpass for pedestrians. <p>Action 20: Work with Transport for Victoria and Metro Trains to reopen the existing pedestrian footbridge between North Melbourne (future West Melbourne) Station and the Moonee Ponds Creek.</p> <p>Action 21: Work with stakeholders to develop high quality and feasible options to connect West Melbourne with Docklands via pedestrian and cycling bridges.</p> |
| <p>ADVOCATE</p> <p>Action 22: Advocate for no expansion of road capacity of local roads in West Melbourne or surrounding areas.</p> <p>Action 23: Advocate for all local roads in West Melbourne to be retained as local roads.</p> |

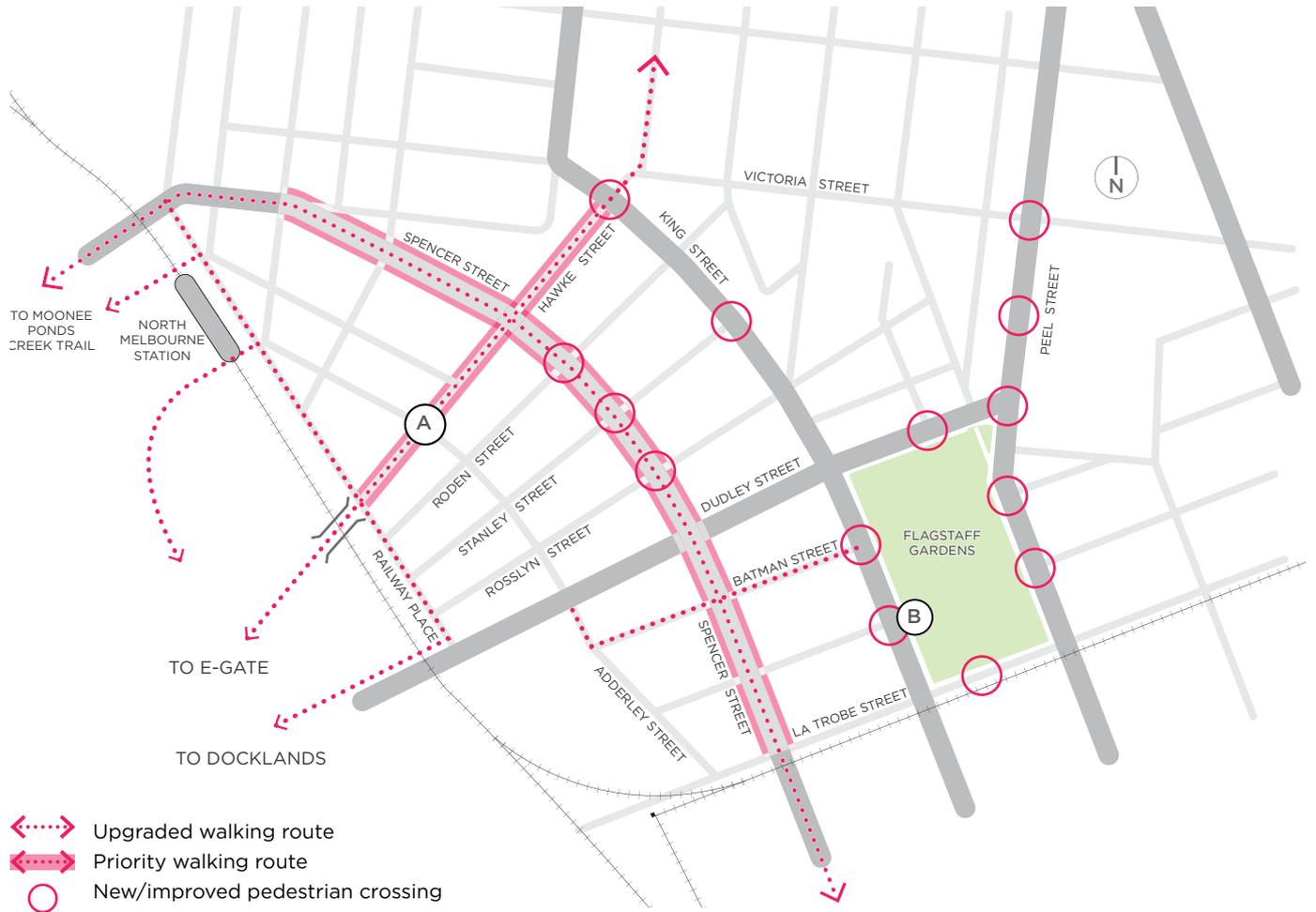


Figure 2.16: Improving walking within and around West Melbourne.



Image: Intersection of Hawke and Adderley Streets - new priority walking route along Hawke Street.



Image: Improved crossing across King Street to Flagstaff Gardens.

Objective 10: Expand and upgrade the cycling network

The cycling network will be expanded and enhanced to facilitate safe and enjoyable cycling to, from and around West Melbourne.

New separated lanes and bicycle parking will be provided to encourage cycling as a preferred mode of transport by making it safer and easier for a broader range of people.

Where separated facilities cannot be provided, cycling will be supported by lower motor vehicle speeds. The City of Melbourne Bicycle Plan 2016-2020 notes that 'lower speeds, especially those below 30km/hour, drastically lessen the risk of fatalities'.

Requirements for bicycle parking provision in new developments will be increased in line with the City of Melbourne's 'Off-street Bicycle & Motorcycle Parking Review'. On-street bicycle parking will be expanded, particularly outside local retailers to support local trips.

Why is this proposed?

West Melbourne's location supports quick, easy cycling trips. North Melbourne (future West Melbourne) Station is less than a 10 minute bicycle ride to Queen Victoria Market and around a 15 minute cycle to Federation Square.

Spencer and Dudley Streets are both defined as a high mobility streets in the City of Melbourne Transport Strategy (2012) and are already part of VicRoads' Principle Bicycle Network, though both streets currently have no bicycle facilities. People cycle on all arterial streets in West Melbourne, and 100 per cent of serious bicycle injuries between 2010 and 2015 occurred on these streets.

Existing bicycle lanes on Adderley Street provide a good route for people cycling through West Melbourne, however cycling infrastructure needs to be improved to support trips to and from local destinations, such as the Spencer Street high street.

Bicycle facilities (including share bikes and secure bicycle parking) help make destinations in Docklands accessible from North Melbourne (future West Melbourne) Station. West Melbourne has a low level of formal bicycle parking 'hoops' relative to most of the City of Melbourne.

ACTIONS

DELIVER

Action 24: Include the following upgrades in the next City of Melbourne Bicycle Plan:

- Spencer Street, as a priority bicycle route
- Hawke Street (between Adderley and Errol Streets)
- Extend Hawke Street cycling route to the north
- Rosslyn Street (between Adderley and William Streets).

Action 25: Ensure that all new developments provide suitable levels of bicycle parking and storage facilities with appropriate design controls in line with the 'Off-street Bicycle & Motorcycle Parking Review' (April 2016).



Figure 2.17: Proposed changes to the cycling network in West Melbourne.



Image: Adderley Street, near the intersection of Roden Street - existing bicycle route.

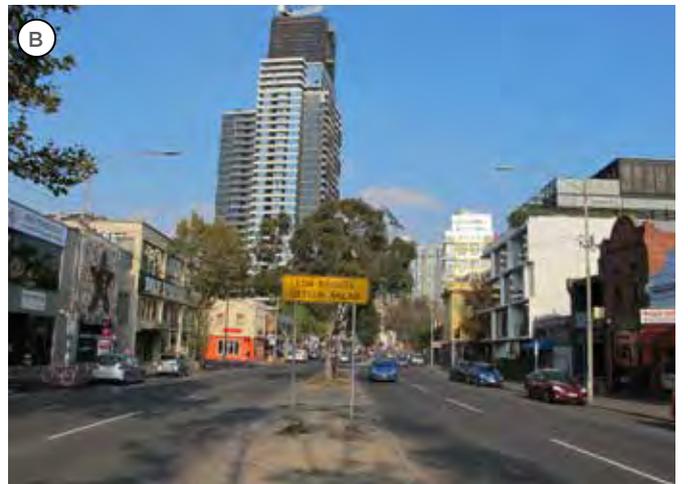


Image: Spencer Street between Stanley Street and Rosslyn Street - new priority bicycle route along Spencer Street.

Objective 11: Advocate for, and help deliver, public transport that meets the needs of the West Melbourne population

High quality, frequent and reliable public transport will be supported in West Melbourne to provide a convenient service for residents, workers and visitors to get around.

In the short term, Lonsdale Street SmartBus routes should be extended along a Spencer Street on a dedicated bus lane to North Melbourne (future West Melbourne) Station and beyond to Footscray or Arden. This would provide a high-frequency public transport service through the centre of West Melbourne. It would also help shape expectations and impact on mode share by signalling that public transport will become the priority mode in West Melbourne.

In the longer term, a central corridor can be introduced to extend tram services along Spencer Street and beyond towards the west and/or north. This supports the vision for Spencer Street as a vibrant and active mixed-use street (see Objective 8 on page 61).

Buses and trams can share the centre-of-road corridor as is seen in Queensbridge Street, Southbank, replacing the existing low quality bus stops with high quality Disability Discrimination Act (DDA) accessible platforms. See Spencer Street Master Plan in Part Three: Places, for more details on this objective.

Why is this proposed?

As West Melbourne's population grows, the public transport system will need to move an increasing number of people efficiently, reliably, comfortably and conveniently.

West Melbourne's public transport services must be improved early in the development cycle in order influence the travel behaviours of future residents.

West Melbourne has good existing tram and train services around the perimeter of the precinct, but bus services through the area along Spencer and Dudley Streets have no priority on-street or at intersections.

Growth in West Melbourne, particularly in the area between Spencer and King Streets and to the north west in Arden, will generate trips at a similar rate to some parts of the central city. These trips need to be supported with high frequency public transport services including bus and tram routes that travel through the area and link beyond.

ACTIONS

ADVOCATE

Action 26: Advocate to Transport for Victoria for:

- The extension of SmartBus Routes 905, 906, 907 & 908 to North Melbourne (future West Melbourne) Station via a Spencer Street central corridor with temporary platform stops and signal priority.
- An agreed timeline for the extension of tram services along Spencer Street to Arden and/or Footscray.
- An agreed timeline for the construction of platform tram stops along La Trobe, Victoria and William Streets.
- Increased tram frequencies on La Trobe Street by re-routing Route 12 (Victoria Gardens to St Kilda) from Collins Street.



Figure 2.18: Potential changes to the public transport network in West Melbourne.



Image. North Melbourne (future West Melbourne) Station



Image. Existing bus route along Spencer Street and Dynon Road

Objective 12: Update the supply and management of on-street parking spaces to meet the changing needs of residents, workers and visitors

On-street parking controls will be updated to provide more resident permit spaces, support local businesses through the provision of short term parking and create more open space by removing some spaces.

Figure 2.20 below summarises the existing and potential allocation of the 2900 on-street parking spaces in West Melbourne. There are 3300 on-street parking spaces in West Melbourne, however approximately 400 of these are allocated to uses such as loading zones and bus stops.

Existing:

- Over 300 no fee long term parking spaces - often used by commuters.
- All 1200 resident permit exempt spaces are free for anyone to use - see below for more on resident permits.

Potential:

- Remove no fee long term spaces - 300 spaces converted to open space, tree planting and water sensitive urban design.
- Add an additional 300 resident permit exempt spaces.
- Reduce short term no fee spaces.
- Increase short term fee spaces.

Why is this proposed?

All public space in West Melbourne, including the space set aside for car parking, will be under increased pressure as the population grows. On-street parking space needs to be managed to provide the highest value use to residents and visitors.

Most parking issues in West Melbourne arise from residents competing with visitors for free and/or unrestricted spaces at peak times. The vast majority of 'resident permit exempt' spaces are free for all users. This makes it difficult for residents to find a parking space at peak times, for example when there are events at Etihad Stadium or Festival Hall.

Short term parking spaces (with time restrictions of up to 4 hours) support multiple visits to the precinct, often to local businesses. The number of these spaces will be increased.

Long term car parking spaces when used by visitors to West Melbourne are often accessing destinations outside the area, such as Etihad Stadium and jobs in the central city. The number of these spaces will be decreased.

| ACTIONS |
|--|
| DELIVER |
| Action 27: Identify and convert approximately 300 car parking spaces to high quality public open space, tree planting and water sensitive urban design. |
| Action 28: Reallocate around 300 existing car parking spaces as 'resident permit exempt', increasing the total supply to around 1500. |

See Part Three: Places for more details on how reallocated parking spaces could be used.

Existing resident permits

On-street parking permits are currently available only to residents with a certificate of occupancy issued before 1 July 2008. A permit holder is exempt from all time limits and fees on a designated space.

There are currently around 1200 permit exempt spaces for the 800 resident permits in West Melbourne.

As other users are still able to access permit exempt spaces, it is proposed that the number of exempt spaces is increased by 300 to around 1500 spaces.

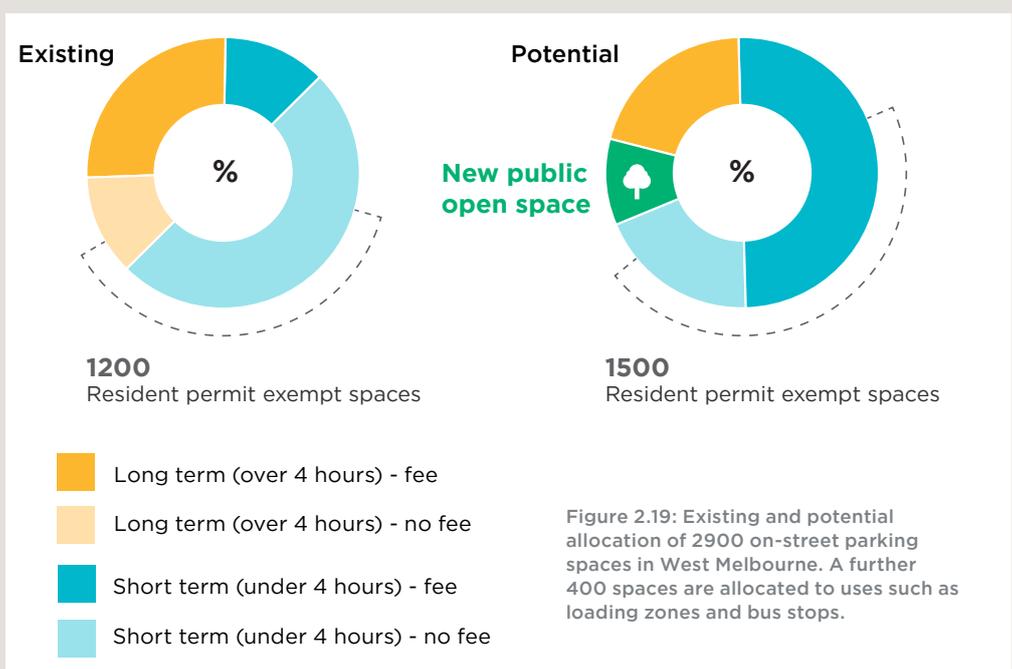


Figure 2.19: Existing and potential allocation of 2900 on-street parking spaces in West Melbourne. A further 400 spaces are allocated to uses such as loading zones and bus stops.

Objective 13: Update off-street private car parking requirements to support a less car dependent transport system

The off-street car parking requirements in the planning scheme will be reviewed and updated to support West Melbourne as a place for people to live and work without needing to own a car.

Private car parking spaces are those in purpose-built commercial parking structures, off-street surface car parks and inside commercial and residential buildings.

By amending the parking requirements in the planning scheme and enabling more efficient use of existing off-street spaces, West Melbourne’s mobility needs can be met while achieving a lower rate of private vehicle ownership and reducing total vehicle kilometres travelled.

It is proposed that:

- A maximum car parking rate is applied.
- Any new off-street car parking should be publicly accessible and not strata titled to allow spaces to be rented to anyone as required and include provision for car share.
- Any new off-street car parking should be delivered in larger precinct-based facilities with 50 spaces or more to manage negative impacts of vehicle movements within the public realm.
- An evidence-based case will be required to support any new off street parking, including examination of walking catchments to existing available off street parking and public transport.

Why is this proposed?

There are 3446 off-street car parking spaces in West Melbourne and approximately 3300 on-street. The majority of off-street spaces are located within commercial and residential buildings and are not available for general public use.

Off-street car parking supply is increasing significantly as a result of minimum parking requirements in the planning scheme. Currently development in parts of West Melbourne must provide a minimum number of parking spaces, regardless of demand. Data shows that there is a significant oversupply of off-street residential parking bays – 2045 bays have been built to hold 725 vehicles, equating to 1320 empty off-street parking bays (64% of the total supply).

Based on the car ownership data there are 24 vehicles for every 100 people moving into the area. It would take another 5500 people before these surplus bays were occupied. Based on the average annual resident population growth between 2011 and 2016 (353 people a year) it will take fifteen years for this growth to occur. If each bay cost \$50,000 to construct, then \$66 million has been unnecessarily added to the cost of housing in the precinct.

In order for new developments to access existing available spaces within existing developments, including spaces that could be made available for care share schemes, new security systems and payment methods would need to be retrofitted.

Along with cost implications, off-street parking spaces in private residential and commercial buildings can have multiple impacts on an area, including:

- Increased private car ownership and local traffic congestion due to very high supply.
- Poor building design outcomes.
- Poor public realm outcomes due to multiple crossovers and vehicle movements.
- Larger and/or taller buildings (than a building of equivalent floor area without car parking).
- Inefficient allocation of floor space - a privately owned parking space in a commercial building is typically vacant 75 per cent of the week.

Shared mobility services, such as car sharing, help reduce congestion, vehicle kilometres travelled and private vehicle ownership. There is a significant opportunity to positively influence people’s individual transport choices as they move into West Melbourne by making it easier to live without owning a car.

ACTIONS

DELIVER

Action 29: Amend the parking requirements in the planning scheme to:

- Minimise the unnecessary construction of car spaces in buildings by introducing a maximum parking rate of less than 1 space per dwelling.
- Encourage any new car parking to be provided through precinct-based facilities of over 50 spaces. These space should be publicly accessible and include provision for car share.
- Support the retrofitting of existing buildings to add security systems and payment methods to allow public access to existing unused spaces.

2.4 STREETS AND SPACES

West Melbourne’s streets and public spaces will be enhanced as green, vibrant and diverse places for the community. Its wide local streets present the greatest opportunity for increasing open space and achieving other sustainability goals in the area.

By prioritising more space efficient transport modes and updating parking management (see objectives 12 and 13, on pages 69 and 70), the proportion of the public realm available for green open space, tree planting, water sensitive urban design, public art, active recreation and other public space can be increased.

What do we know?

- There are 8.4 hectares of existing open space in the area, of which Flagstaff Gardens contributes 88 per cent.
- Thirty metre wide local streets create opportunities for open space, tree planting and water sensitive urban design.
- Fifty five per cent of West Melbourne is dedicated to roadway, parking and footpaths compared to 33 per cent in the Hoddle Grid.
- The high proportion of impermeable surfaces increases flood risk, particularly in low lying areas such as the Dudley Street underpass.
- There is lower average canopy cover in West Melbourne (19 per cent) than the city as a whole (24 per cent). Tree cover is inconsistent in West Melbourne, where some streets have significantly greater tree planting than others.

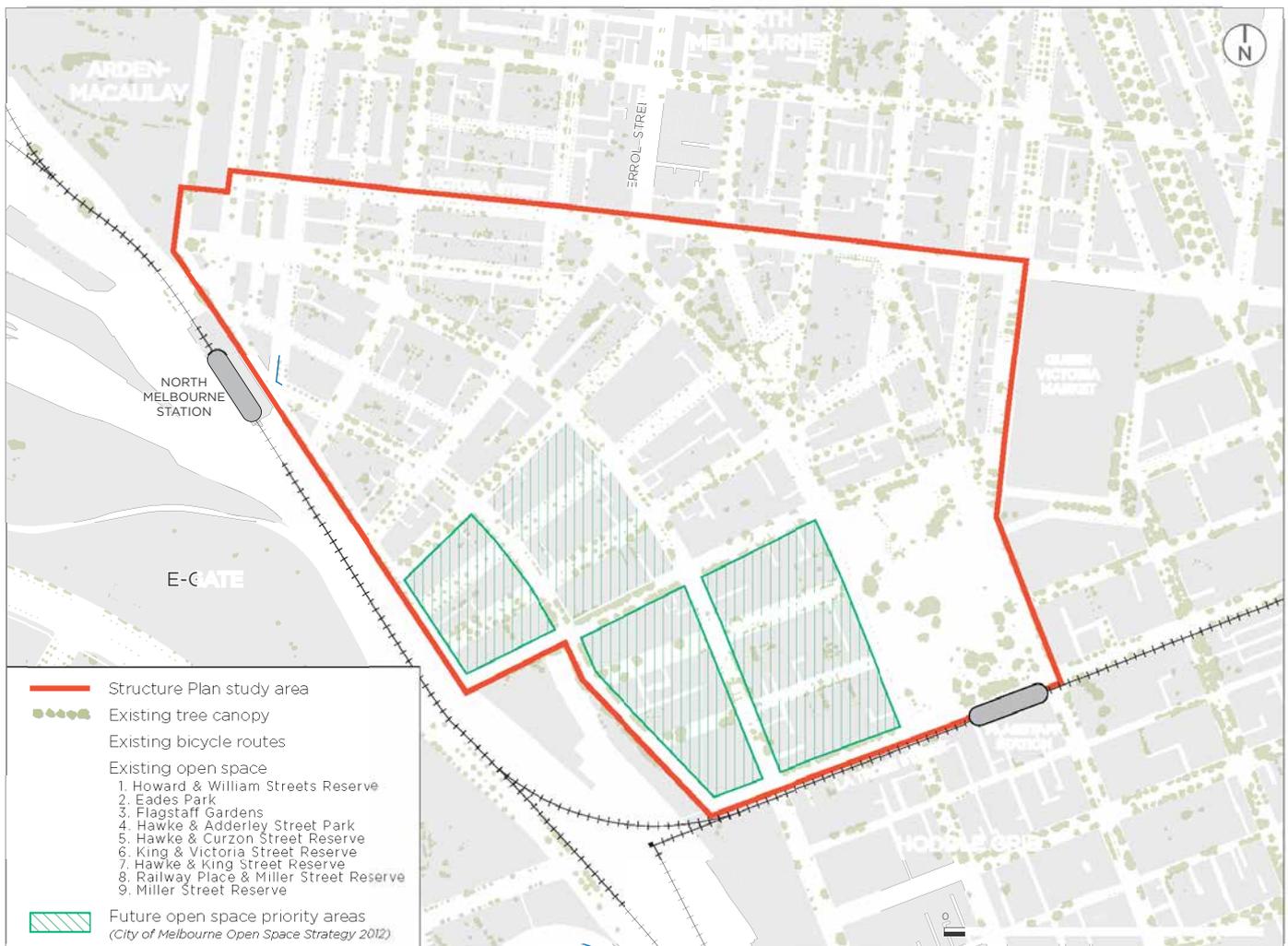


Figure 2.20: Existing open spaces, tree canopy and areas identified for new open space (Open Space Strategy) in West Melbourne.

- Increased tree planting has the potential to mitigate the urban heat island effect and improve the comfort and amenity of streets in West Melbourne.
- Approximately 3300 on-street car parking spaces occupy a significant proportion of the space in local streets. Of these, 400 are allocated to uses such as loading zones, taxi ranks and bus stops.
- The Open Space Strategy (2012) identified four areas in need of new local open spaces. Existing open spaces are to be maintained, upgraded and/or improved.

What are we proposing?

Objectives and actions in this chapter will turn parts of some streets from 'grey to green' providing much needed open space and urban cooling.

A number of interventions in the public realm have been identified that could provide around one hectare of new and expanded open space. Each of West Melbourne's places has different open space needs.

The City of Melbourne will work in partnership with local Traditional Owner Groups groups to develop Caring for Country guidelines for the municipality.

These guidelines will be applied to the design and management of streets and public spaces in West Melbourne to celebrate Aboriginal knowledge and relationship to place. They will also support a more sustainable relationship between the natural and built environment.

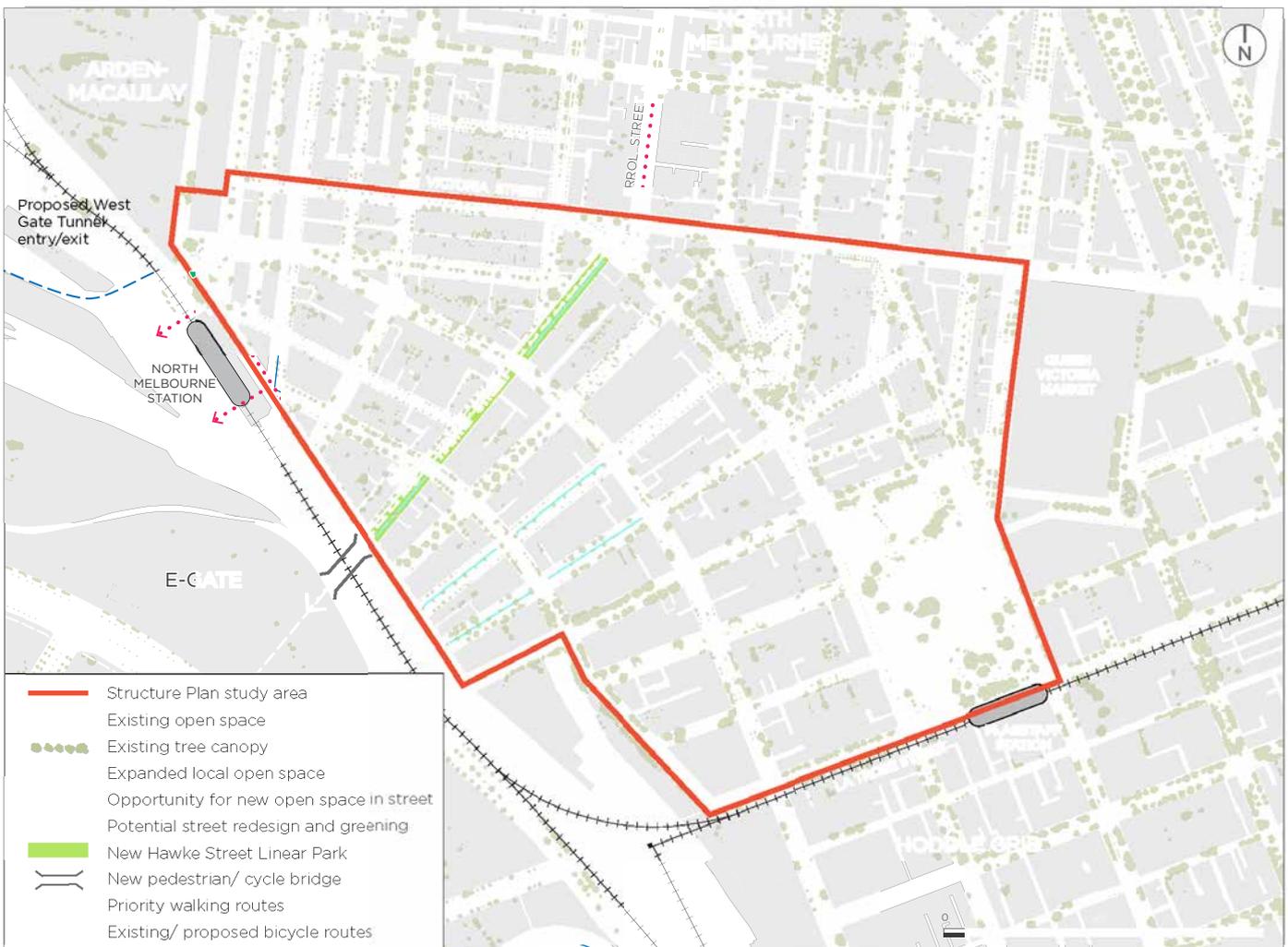


Figure 2.21: New and expanded open space opportunities, priority tree planting streets and proposed walking and cycling routes in West Melbourne.

Objective 14: Create linear open spaces through West Melbourne to enhance connectivity with surrounding areas

Identify opportunities for linear open spaces through West Melbourne, starting with the redesign of Hawke Street as an active transport link from Docklands to North Melbourne with open space within the street reserve.

A linear open space will be provided along the south side of Hawke Street between Spencer and Adderley Streets. This section of the street has good access to sunlight that will be protected through proposed planning controls in the structure plan. Hawke Street has relatively few car parking spaces when compared with other local streets. Some of these spaces can be removed or relocated, while still retaining access for residents and businesses.

Investigations for extending pedestrian access to E-Gate and Docklands via a proposed bridge will consider the creation of a plaza at the intersection of Hawke Street and Railway Place.

As more streets in West Melbourne are greened and the renewal of Arden and E-Gate progresses, the potential for a continuous recreational loop which could provide a network of linked open spaces and linear parks through West Melbourne and surrounding areas will be investigated. This will increase active recreation opportunities and better integrate neighbourhoods.

Hawke Street linear park design will incorporate principles outlined in Arts Melbourne’s Public Art Framework (2014-17) and biodiversity corridors in Nature in the City Strategy.

Why is this proposed?

Hawke Street runs through West Melbourne between Railway Place and the intersection of Errol and Victoria Streets. This alignment creates the opportunity to establish an important pedestrian and cycling route to key destinations with an extension of the street via a bridge over the railway lines to E-Gate and Docklands. This link will improve access between the proposed Docklands Primary School (recently announced by the Victorian Government) and the existing Errol Street local shops.

| DELIVER |
|---|
| <p>Action 30: Produce a detailed design proposal for the Hawke Street linear park.</p> <p>See Hawke Street Linear Park in Part Three: Places, for more details.</p> |
| <p>Action 31: Investigate the creation of a 3-5 km recreational loop, connecting walking and cycling paths through North and West Melbourne and Arden, E-Gate and Docklands as renewal of these areas occurs.</p> |
| <p>Action 32: Investigate options to improve the function and usability of existing open spaces and improve pedestrian and cycling access and safety at the junction of Hawke, King, Victoria and Errol Streets.</p> |

Image (opposite). A linear park in North Melbourne



Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community

New open spaces will be delivered in Flagstaff, Spencer and Adderley by reallocating some roadway and parking to create additional public open space.

The City of Melbourne’s Open Space Strategy (2012) discusses how a network of different types and sizes of open spaces can be achieved throughout the city, and highlights areas where new open spaces of different types are needed.

Located in West Melbourne, Flagstaff Gardens is a key component of inner Melbourne’s network of parks, and contains one of the City of Melbourne’s most historic sites, Flagstaff Hill. Originally developed as an ornamental garden in the 1860s, the gardens were not formally reserved until 1873. Management and design of the gardens is guided by the Flagstaff Gardens Master Plan (2000). While the Gardens provide respite from the city streets and buildings, they are also a busy and people-orientated place.

Flagstaff Gardens will continue to be a major open space destination for the existing and future population of West Melbourne. There is opportunity to improve access from Flagstaff Gardens to Queen Victoria Market (QVM) through the QVM master plan and the street upgrades associated with the removal of the Dudley Street/Peel Street/William Street roundabout and the New Franklin Street connection.

Increased pressure will be placed on Flagstaff Gardens as the surrounding population increases. The management of the gardens should be reviewed to ensure that this pressure can be managed into the future.

The proposed Capital City open space in the E-Gate area will become a destination in the future. The proposed municipal open space in E-Gate and Dynon urban renewal areas will provide for the sport and recreational needs of the forecast populations in West Melbourne and adjacent urban renewal areas.

There is potential to improve the recreational quality and diversity of facilities in some of the existing local and small local open spaces in West Melbourne, while continuing to upgrade and protect Flagstaff Gardens to meet its regional role as well as supporting neighbourhood uses. Improvements to local and small local open spaces are already underway through the expansion of Hawke and Adderley park and Railway and Miller park.

Batman, Adderley, Stanley and Rosslyn Streets have been identified as appropriate locations for new local open spaces. They are wide local streets with minor roles in the wider transport network and a large amount of commuter car parking. Opportunities will be investigated along these streets with the potential for a green open space at the eastern end of Batman Street to be integrated with the St James Old Cathedral forecourt.

Adderley Street can be closed to traffic south of Batman Street to create active recreation space equivalent to the size of at least five basketball courts.



Figure 2.22: Open space opportunities Flagstaff, Spencer and Adderley.

New open spaces should be designed to provide a diversity of facilities for the existing and future population and contribute positively to urban heat island effect mitigation and environmental quality.

The design and management of public spaces will reflect the cultural heritage of local Traditional Owner Groups and apply Caring for Country principles. This will include new and existing spaces, such as Flagstaff Gardens, which will be celebrated as an important pre-contact viewing point.

Opportunities for the Aboriginal naming of streets, parks and community infrastructure will be encouraged. This will be informed by the social history of West Melbourne.

Why is this proposed?

The Open Space Strategy identified three areas in West Melbourne as locations in need of new local open spaces of 0.26 - 0.9 hectares in size:

- The area bounded by Roden, Spencer and Dudley Streets and Railway Place.
- South of Dudley Street west of Spencer Street.
- South of Dudley Street east of Spencer Street.

Development activity in these areas since the Open Space Strategy in 2012 has been significantly greater than forecast, further emphasising the need to deliver new open spaces for the growing community.

The particular requirements for different types of open space in these areas has also changed. A range of new open spaces are required to meet community needs, including green, active recreation and urban spaces. Open space should also reflect principles of Urban Forest Strategy and Nature in the City Strategy.

| ACTIONS |
|---|
| DELIVER |
| Action 33: Undertake a detailed design proposal to reconfigure Batman Street west of Spencer Street to deliver local open space. |
| Action 34: Investigate open space opportunities on the southern side of Batman Street near the intersection of Spencer Street, while ensuring access requirements for the Metropolitan Fire Brigade are met. |
| Action 35: Investigate the potential for creating 5000 m ² of active recreation space by closing Adderley Street to cars between Batman Street and La Trobe Street, while maintaining access for buses to Southern Cross Station. |
| Action 36: Investigate opportunities to provide new local and open spaces in Stanley and Rosslyn Streets. |
| Action 37: Rezone recently expanded, existing and proposed new public open spaces to Public Park and Recreation Zone (PPRZ). |
| Action 38: Work with the Queen Victoria Market redevelopment and associated street improvements to consider improved access to Flagstaff gardens from William Street and King Street. |
| Action 39: Embed Caring for Country principles in the design and management of open spaces. |
| Action 40: Support the Aboriginal naming of streets, parks, public buildings and community infrastructure. |
| PARTNER |
| Action 41: Work with St James Old Cathedral to develop a detailed open space design for the eastern end of Batman Street that integrates with the church forecourt and improves access to Flagstaff Gardens. See Batman and Adderley Street Open Spaces in Part Three: Places, for more details. |
| Action 42: Work with Transport for Victoria to deliver a new pedestrian crossing on King Street to improve access to Eades Park. |

Objective 16: Create high quality green streets

The established design principles in the Urban Forest Strategy and Nature in the City Strategy will be implemented in West Melbourne to create high quality green streets.

The North and West Melbourne Urban Forest Precinct Plan (2014) guides the tree planting in West Melbourne's streets until 2024 and contributes to the Urban Forest Strategy target of 40 per cent canopy cover by 2040.

To ensure long term healthy growth of street trees in West Melbourne good quality soil and sufficient soil volume is essential. If any trees need to be replaced, the City of Melbourne Tree Retention and Removal Policy (2012) will ensure the replacement process is aligned with community expectations.

Potential street redesign and greening opportunities in Dudley Street, Batman Street and King Street will be identified over the next three years. Batman Street planting will be coordinated with proposed open space projects. Dudley Street

Street has potential for increased tree planting including an opportunity in the existing painted central median. As Dudley Street is categorised as an arterial route, central planting is not currently possible without VicRoads' approval. The North and West Melbourne Urban Forest Precinct Plan identified a street redesign opportunity for Spencer Street where tree planting comprises one component of a comprehensive approach.

Roden Street (south of Spencer), Stanley Street and Rosslyn Street are not identified as priority planting streets within the Precinct Plan. As a result of an expected increase in development activity in these areas, these streets will be assessed and scoped for further tree planting opportunities.



Figure 2.23: Open space opportunities Flagstaff, Spencer and Adderley.

Why is this proposed?

When compared with other neighbourhoods in the City of Melbourne, West Melbourne has relatively few parks, gardens and green streetscapes. This contributes to poor biodiversity, which in turn impacts on critical ecosystem services such as climate regulation and the provision of clean air and water.

The impacts of climate change through the urban heat island effect are also a significant concern for West Melbourne. The Urban Forest Strategy grades the majority of streets in West Melbourne as either hot or very hot, with much of the area below 20 per cent canopy cover.

The Nature in the City Strategy outlines the need to create a more diverse, connected, and resilient natural environment and connect people to nature.

West Melbourne’s lack of green spaces also limits opportunities for people to connect with nature. A connection with nature is not only vital for community health and wellbeing, but is at the heart of many cultural values.

| ACTIONS |
|--|
| DELIVER |
| <p>Action 43: Deliver street planting priorities in the North and West Melbourne Urban Forest Precinct Plan to increase tree canopy cover to 40 per cent by 2040 and increase urban forest diversity.</p> |
| <p>Action 44: Deliver a 20 per cent increase in understory habitat on land managed by the City of Melbourne that supports ecological connectivity across the city.</p> |
| <p>Action 45: Identify potential street redesign and greening opportunities in Roden, Stanley, Rosslyn and Spencer Streets</p> |
| PARTNER |
| <p>Action 46: Continue to engage, involve and collaborate with the West Melbourne community in the process of growing the urban forest.</p> |
| <p>Action 47: Work with Public Transport Victoria to explore opportunity for central median tree planting in Dudley Street.</p> |



Image. Street greening corner Leveson Street and Arden Street, North Melbourne

Objective 17: Ensure Integrated Water Management (IWM) is incorporated into West Melbourne to support a resilient and liveable neighbourhood

West Melbourne’s streets, buildings and open spaces will be designed to manage water in an integrated way throughout the neighbourhood.

City of Melbourne is at the forefront of Integrated Water Management (IWM) under the direction of its *Total Watermark Strategy*. The strategy addresses climate change adaptation, flood management, water for liveability and for the environment, and efficient water use.

In West Melbourne, the *Total Watermark Strategy* sets out actions to enhance:

- the urban planning process
- infrastructure and buildings
- people’s health and amenity
- stormwater quality.

The *Municipal Integrated Water Management Plan 2017 (IWMP)* takes stock of changes and achievements since Total Watermark 2014 and provides guidance for the development of place-based implementation plans including providing direction for West Melbourne.

The *IWMP* keeps the current Total Watermark 2030 targets of ‘20 per cent of all Municipal water use sourced from alternative sources’ and ‘30 per cent reduction in Total Nitrogen contributed to the waterways from the municipality’ and proposes a new target of a ‘minimum 20 per cent of each catchment’s surface is considered permeable by 2030’. West Melbourne has the opportunity to contribute to achieving these municipal wide targets.

Why is this proposed?

West Melbourne’s wide local streets, with central median parking and a low percentage of green open space have led to low permeability in the area. Further to this, under-performing drainage can lead to flash flooding risk, particularly near the intersection of Dudley Street and Railway Place.

West Melbourne is serviced by City West Water, which provides water and sewerage services. To meet the needs of a rapidly increasing population, City West Water is investigating options to implement its Integrated Water Cycle Management Strategy, including water supply, sewerage, drainage, flood management and stormwater quality.

City West Water already provides residents in Melbourne’s urban fringe growth areas with a reliable fit-for purpose (non-potable) water supply based on stormwater capture and re-use. In partnership with Melbourne Water, City West Water is investigating options to provide alternative fit-for-purpose water sources for central Melbourne.

This could be an extension to a solution for major urban renewal areas such as Fishermans Bend or Arden-Macaulay. While provision of a fit-for-purpose water supply to West Melbourne may be over 20 years away, it is important that the building stock is ready to use this once it is available, for example by providing dual plumbing to all non-potable water uses.

| ACTIONS |
|--|
| DELIVER |
| <p>Action 48: Align West Melbourne with the Total Watermark and the Municipal Integrated Water Management Plan (IWMP) by:</p> <ul style="list-style-type: none"> • Proactively identifying opportunities to implement streetscape water sensitive urban design interventions • Using wide local streets as part of a wider water catchment area and integrate water management with street design. • Identifying opportunities for increasing permeable paving as part of streetscape works in line with permeability target in the Municipal IWMP |
| <p>Action 49: Investigate opportunities for water sensitive urban design stormwater harvesting and reuse, and drainage upgrades to reduce flood risk on Dudley Street.</p> |
| PARTNER |
| <p>Action 50: Work with City West Water to investigate opportunities to supply recycled water.</p> |

Objective 18: Help ensure delivery of public realm and community infrastructure

New developments in West Melbourne will contribute to the financing of community infrastructure and public realm improvements.

City of Melbourne is planning for the future needs of its growing residential and worker population. The streetscape, infrastructure and open space actions detailed in this structure plan require a monetary commitment to ensure their delivery.

New multi-dwelling developments add additional residents to a community, increasing the demand for services and infrastructure. A Development Contributions Plan (DCP) (or an equivalent such as Infrastructure Contributions Plan, ICP) is a planning scheme tool that requires developers to contribute funds towards the cost of new infrastructure required as a result of the new development. The contributions received will assist with the costs of providing roads, local drainage and community facilities required to accommodate the needs of the growing population.

Why is this proposed?

West Melbourne is not a formally recognised growth area, however the area has experienced unprecedented residential growth over the past ten years and is forecast to increase by another 3000 residents by 2036.

The streetscape and open space improvements proposed in this structure plan are necessary to meet the open space and amenity needs of the future population. A West Melbourne DCP will ensure that these essential items can be delivered.

ACTIONS

DELIVER

Action 51: Prepare a Development Contributions Plan (or equivalent) as part of a planning scheme amendment to contribute funds towards the cost of new infrastructure required as a result of new development.



Image. Spencer Street - a Development Contributions Plan (or equivalent) could help fund public realm improvements to help meet the future needs of the community.

PART THREE: PLACES

There are five distinct places within West Melbourne, each with its own individual characteristics and economic functions.

This chapter details how the vision for each place of Spencer, Flagstaff, Adderley, Station Precinct and Historic Hilltop will be achieved through the application of the proposals and actions outlined in Part Two: The Framework.





Image. Looking south along Adderley Street towards the central city.



St Mary
Star of
the Sea
Church

Eades
Park

Hawke &
Adderley
St Park

Hawke Street

Roden Street

Roslyn Street

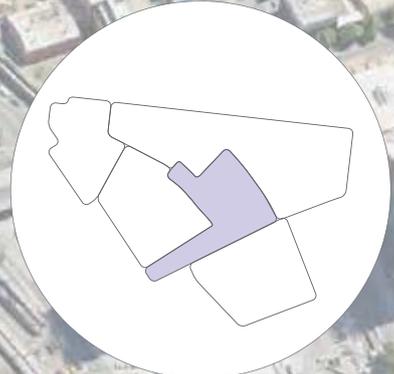
Dudley Street

King Street

Flagstaff
Gardens

Festival
Hall

Spencer Street



3.1 SPENCER

Where is Spencer?

Spencer is located in the centre of West Melbourne bounded by Roden, King, Dudley, Rosslyn and Spencer Streets. It includes properties on both sides of Spencer Street between Hawke and Stanley Streets but is generally defined by major streets (see figure 3.1). An urban design analysis and character study identified Spencer as a distinct area based on its industrial character, generally large allotment sizes, relatively limited heritage and likelihood of significant change into the future.

What is the area like now?

Spencer has a mixed commercial character with some fine-grain residential located throughout. Spencer Street forms the central spine of the precinct with several shops, offices and corner pubs. There are two large open spaces directly to the east, Flagstaff Gardens and Eades Park.

Spencer contains Festival Hall (previously known as the West Melbourne Stadium), which is significant historically and socially to West Melbourne, the municipality and Victoria. It was a major event, sport and music venue in Victoria and was used for the 1956 Olympics. The hall had

a special affinity to the working classes that worked and lived in the West Melbourne area from its inception. More information can be found in the West Melbourne Heritage Study.

Site sizes in Spencer vary, but the majority are greater than 1500 m² and several sites are greater than 3000 m². Substantial light industrial or commercial buildings occupy many of these larger sites. The built form is varied and includes former industrial brick buildings, smaller warehouses and Victorian terraces. Some blocks have bluestone laneways with small businesses and residential warehouse conversions.

Buildings in Spencer are predominantly two to four storeys. Some buildings of up to 14 storeys have been approved along Dudley Street. Heritage controls apply to several sites including industrial buildings that have been identified as having heritage significance and a number of character buildings have been identified in this area (see Objective 3).

Wide local streets in Spencer generally have a limited number trees providing large canopy cover. Many of the streets are characterised by a large number of on-street car parking, narrow footpaths and no nature strips.



Figure 3.1: Location and characteristics of Spencer.

The vision for Spencer

Spencer will be a vibrant, inner-city mid-rise area with a mix of retail, commercial, residential, community and creative uses spilling out onto its streets. Anchored by the Spencer Street high street, this neighbourhood will be distinct from the central city and North Melbourne with its mix of converted warehouses, contemporary developments, heritage corner pubs and Victorian shop fronts.

Older buildings have been incorporated into new developments, with the retention of more than just façades adding integrity and retaining the sense of history of the precinct. Tree planting throughout is well established and consistent, and includes large canopy trees in all streets. Views towards Eades Park and St Mary's are retained, and enhanced by these green avenues.

Density and built form

High quality design will be at the forefront of new developments in Spencer. In contrast to the central city, tower and podium developments will not be supported. Instead, alternative typologies that respond to the characteristics of individual sites will be expected. Some larger sites in Spencer will enable courtyard and perimeter block developments.

Former warehouses and other character and/or heritage buildings will be reused or sensitively redeveloped to retain integrity and a sense of history. There will be an expectation of exceptional architectural quality for any contemporary addition to the heritage fabric. Spencer will be a mid-rise area with new buildings a preferred maximum height of eight storeys along Spencer and King Streets, and 10 storeys along Dudley Street to respond positively to Flagstaff and help create a coherent street. Elsewhere a preferred maximum height of 6 storey buildings will respond to the different character of the local streets and interfaces with existing buildings while ensuring good levels of sunlight to the streets.

Activities, uses and infrastructure

Spencer will be a mixed use area focused around the busy local high street on Spencer Street, lined with shops, cafés, restaurants and bars south of Hawke Street. Some of these uses will turn the corner into the quieter, greener side streets. Mixed use will be achieved through rezoning Spencer to a Special Use Zone (see Part Two: The Framework for more information).

Residential buildings will offer some affordable housing and a mix of dwelling types including housing suitable for families and other large households.

Movement and access

Destinations on Spencer Street will be supported by high quality public transport, walking and cycling facilities. Regular bus and tram stops will provide safe access to reliable public transport services. Spencer Street will be safer and more pleasant for all users due to reduced vehicle speeds and lower volumes of traffic.

While Dudley and King Streets will continue to be important streets for vehicle traffic, they will be made safer for all transport modes and be easier and safer to cross. The character of these streets will be emphasised as important boulevards leading into the city with tree planting in central medians where possible.

Streets and space

Open space in Spencer will be located in Rosslyn and Stanley Streets including tree planting, water sensitive urban design (WSUD), small plazas, seating areas and on-street dining. Pedestrian safety and access will be improved across King Street to Eades Park.

Spencer Street will be the commercial heart of the neighbourhood. All new off-street car park entrances will be accessed from side streets or rear laneways to improve Spencer Street for pedestrians.



Figure 3.2: Artist's impression of Spencer, looking north-west along Spencer Street (above, indicative only), compared to the existing view (right).



Interfaces

The proposed built form and density controls for Spencer will support new development to respond positively to important interfaces in the area. They include:

- The interfaces of the main streets with taller built form along Spencer, King and Dudley Streets to help define these streets.
- The interfaces of local east-west streets with lower built form heights of around 4-6 storeys.
- Development along King Street should address the interface with Eades Park in terms of positively framing the open space.
- The interfaces of Spencer with surrounding areas, particularly the lower rise heritage buildings along Roden Street and along Rosslyn Street (west of Spencer Street).
- The interfaces of the heritage and brick warehouses that help characterise the Spencer area.
- The need for active frontages throughout Spencer with a focus of active retail uses along Spencer Street and active uses (including some retail) along King and Dudley streets.
- The interface with the railway bridge over Dudley Street at the western edge of Spencer and the need to improve the quality and safety of the pedestrian and cycle connections to Docklands.

Design recommendations for Spencer

The following design recommendations will be reflected in the new Design and Development Overlay for Spencer:

To create a mid-rise precinct (largely of between three and eight storeys) of the highest design quality. Taller built form fronting the main streets of Spencer Street, King Street and Dudley Street. Development respects the scale of existing low rise residential and heritage buildings and its site layout, massing and built form.

To reinforce the role of Spencer Street as the active, safe and well-designed local high street of West Melbourne.

To reference the industrial history of the precinct through the adaptive reuse of heritage and character buildings and contemporary use of common materials such as red brick.

To expand the laneway network and ensure development frames the laneways to be positive additions to the public realm network.

To ensure developments are adaptable to different uses by providing adequate floor to ceiling heights.

To create an active interface along Dudley Street and improve its amenity and connections with Docklands.



Photographs of Spencer: looking west along Rosslyn Street at brick buildings that reflect the area's history (left) and looking north-east along Stanley Street (right).

Proposed density and built form controls for Spencer

Proposed built form controls for Spencer seek to achieve high quality development outcomes that respond to site characteristics and support the local context.

The application of a maximum floor area ratio of 4:1 in combination with height and set back controls will support an attractive mid-rise precinct of between 3 to 8 storeys in a range of built form typologies that respond to the varied site characteristics across the Spencer area, including courtyard and perimeter block developments. The tower and podium typology is not considered appropriate in this neighbourhood, except for well designed developments fronting Dudley Street.

A minimum employment floor area ratio of 1:1 (25 per cent of the total floorspace of a development with a 4:1 FAR) will ensure that this precinct continues to incorporate a mix of uses and employment opportunities, taking advantage of Spencer's proximity to the central city and improvements to public transport on Spencer Street.

The following built form controls are proposed for a new Design and Development Overlay (DDO) for Spencer (see figure 3.4):

- A maximum floor area ratio (FAR) of 4:1
- A preferred maximum building height of 10 storeys fronting Dudley Street
- A preferred maximum building height of 8 storeys fronting Spencer Street and King Street
- A preferred maximum building height of 6 storeys on other streets
- Street wall height range between 3 to 6 storeys, or up to 8 storeys on Spencer and King Streets
- Ground floor setback of 3 m from the laneway centre line
- Minimum floor-to-ceiling height of 3.3 m for non-residential uses or 4m if ground floor.



Figure 3.3: Artist's impression looking north along Spencer Street of the new high street for West Melbourne (indicative only).

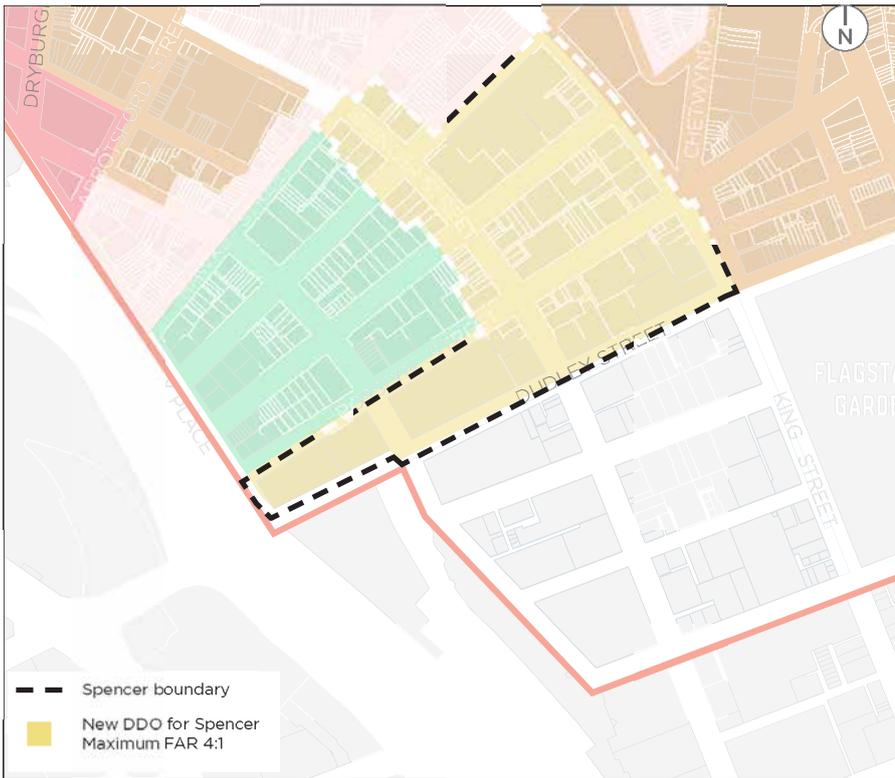


Figure 3.4: Proposed new Design and Development Overlay (DDO) for Spencer



Figure 3.5: New proposed preferred maximum building heights for Spencer

Built form testing in Spencer

A number of potential development outcomes have been tested on a range of different types and sizes of sites in Spencer using the design recommendations, proposed floor area ratio controls and preferred maximum building heights (see Figures 3.6 and 3.7).

The proposed mandatory maximum floor area ratio of 4:1 sets clear expectations around the density of development. Development of the majority of sites in Spencer is unlikely to be able to exceed the preferred maximum heights for the area while meeting the floor area ratio and design recommendations.

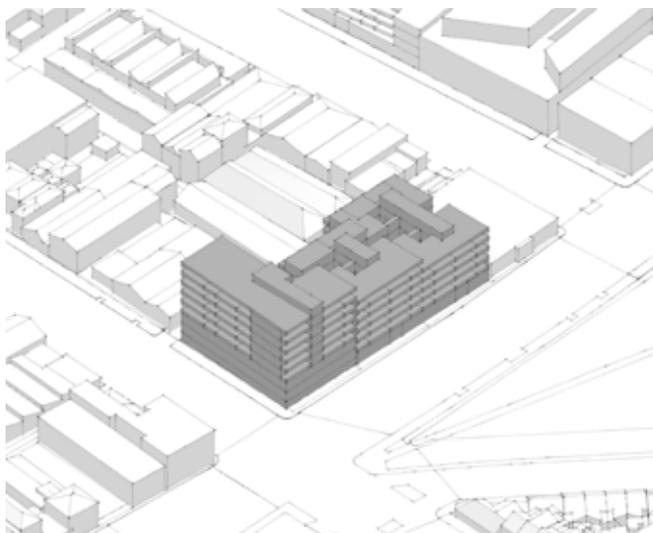


Figure 3.6: Built form testing to show the proposed floor area ratio and built form controls on a corner site in Spencer. Images are indicative only to test the proposed controls and are not representative of actual building proposals (*West Melbourne Built Form Testing*, Breathe Architecture).

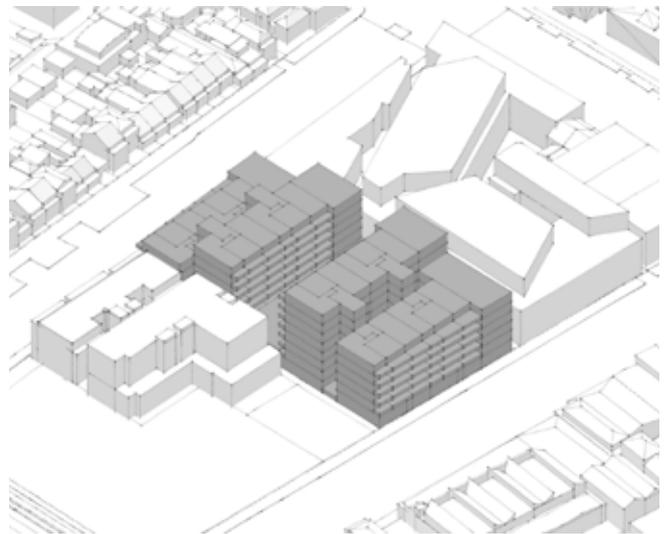


Figure 3.7: Built form testing to show the proposed floor area ratio and built form controls on a mid-block site in Spencer. Images are indicative only to test the proposed controls and are not representative of actual building proposals (*West Melbourne Built Form Testing*, Breathe Architecture).

Spencer Street Masterplan

The transformation of Spencer Street from a low amenity arterial traffic route into a lively, attractive and welcoming street will be delivered in stages (see Objective 8 and Action 15 on page 61).

A detailed masterplan will be developed through further engagement with local residents and businesses and key transport stakeholders including Transport for Victoria and Yarra Trams. Potential proposals for Spencer Street are discussed below.

Stage 1 - short term (0-3 years)

Capital works will be delivered in the short term to improve pedestrian priority and safety at local street intersections, increase tree canopy, provide a dedicated bus route and introduce basic cycling infrastructure.

The following upgrades could be considered in the short term (see figure 3.10):

- High priority public transport corridor for the current bus services - Routes 216, 219 and 952 (NightRider)
- In the short term bus services currently terminating in Lonsdale Street such as the Doncaster Area Rapid Transit services (Routes 905, 906, 907 & 908) to utilise Spencer Street.
- Install kerb outstands and raised pedestrian crossings at local street intersections with Spencer Street to shorten crossing distances, including Roden, Stanley and Rosslyn Streets (see figure 3.10).
- Narrow wide vehicle lanes to allow space for cycling infrastructure.
- Install green painted cycling lanes.
- Change the pedestrian signal settings to 'auto-on' to provide a green crossing signal in every cycle.
- Investigate the closure of some side streets at Spencer Street, particularly those that have easy car access alternatives.
- If trees are required to be removed in Stage 1, plant trees within existing parking lanes, proposed footpaths and/or other opportunistic sites to ensure trees provide a greater future tree canopy area to replace the centre median trees.
- Restrict new vehicle crossovers or driveways.

Stage 2 - long term (4+ years)

Long term changes between Hawke Street and Dudley Street could include footpath widening and separated cycling lanes on the back of the kerb. These changes will complement the increase in active retail and commercial interfaces on Spencer Street, allowing space for on-street dining and upgraded street furniture, materials and lighting (see figure 3.12).

This change is likely to require the removal of the central median and eucalyptus trees. The replacement trees planted in Stage 1 will provide a established canopy cover that will be greater in area than the projected cover provided by the existing trees in Spencer Street.

A detailed design for Spencer Street in the long term could include:

- A raised, high priority public transport corridor along the centre of Spencer Street to be used by tram services linking to the south along La Trobe and Spencer Streets, extending to the north to Arden, and/or the west to Dynon.
- Integration of existing bus services into tram or vehicular corridors.
- Attractive, high-quality, transport infrastructure for pedestrians and cyclists along and across the street
- Measures to reduce motor vehicle trips along and across the street, including the closure of minor intersections and the implementation of 40 km/hour or 30 km/hour speed limits
- Measures to support local freight and waste access, as well as the removal of the street's status as an approved heavy vehicle route
- Other integrated streetscape improvements including planting, water management, lighting, materials and street furniture.

Existing

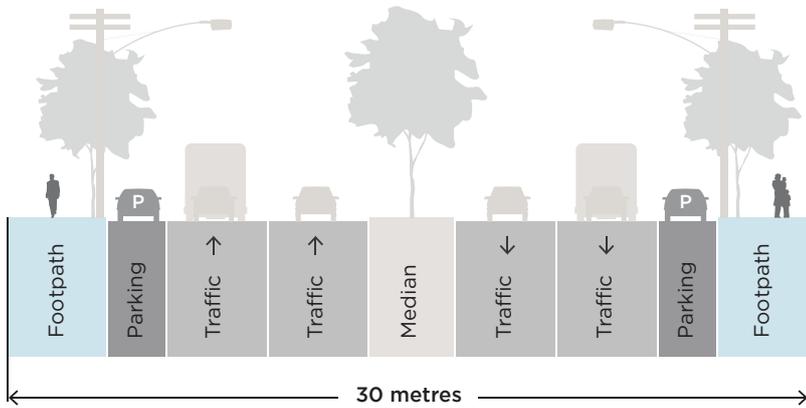


Figure 3.8: Existing typical street section of Spencer Street.



Figure 3.9: Existing local street intersection.

Stage 1 - Short term (potential)

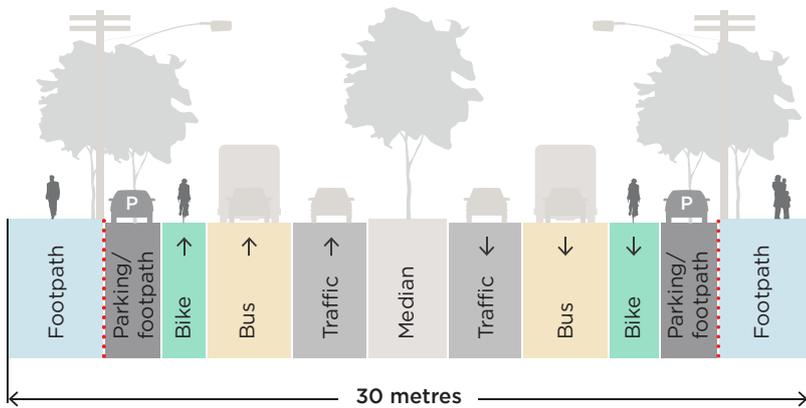


Figure 3.10: Potential typical street section for Spencer Street in the short term.

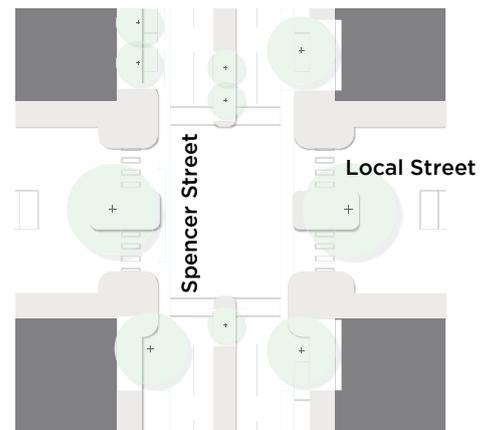


Figure 3.11: Proposed local street intersection.

Stage 2 - Long term (potential)

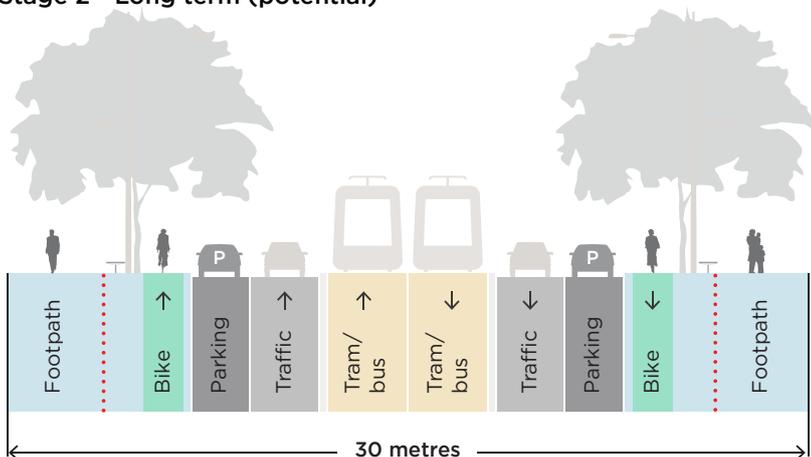
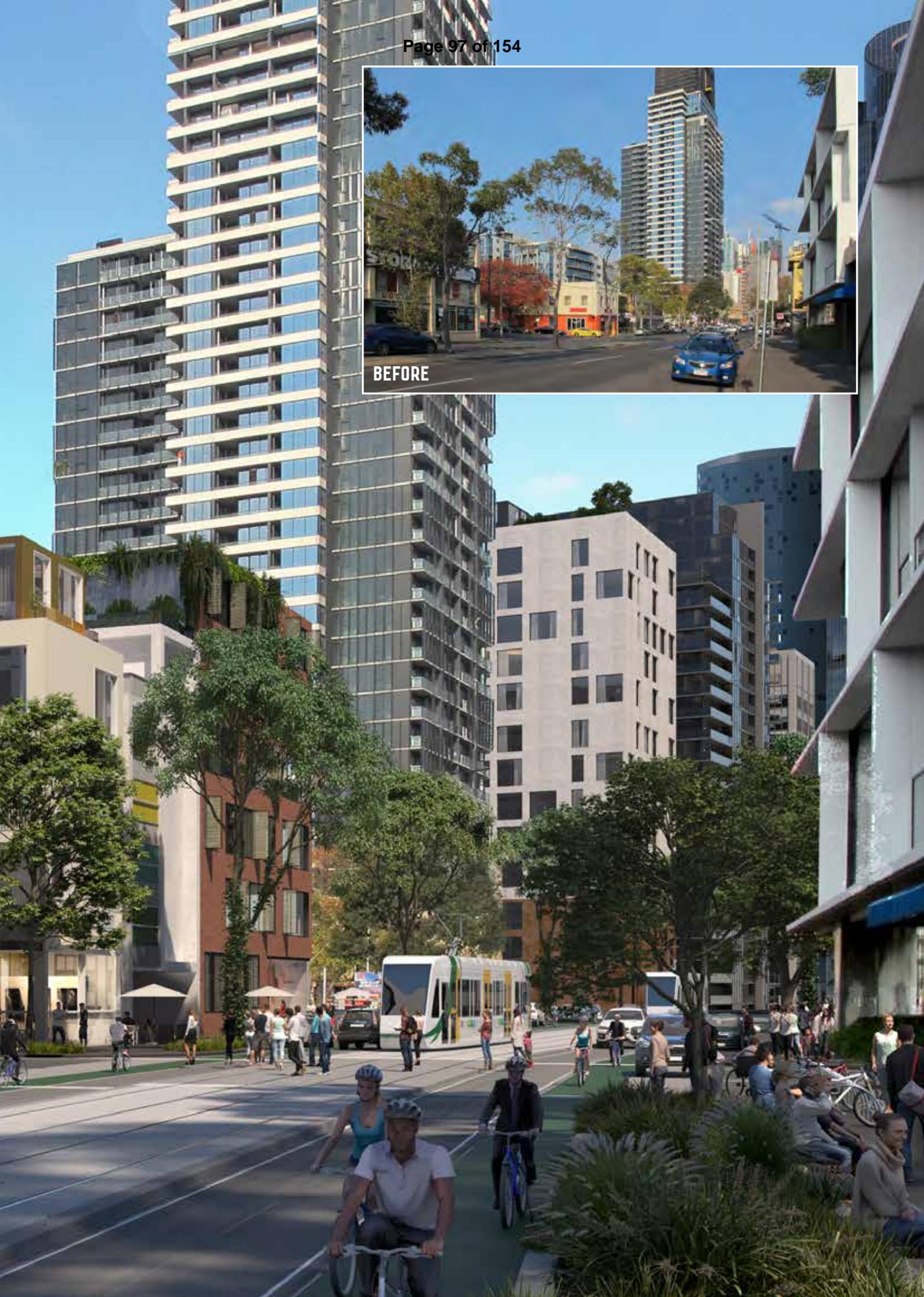


Figure 3.12: Potential typical street section for Spencer Street in the long term.



Artist's impression of potential changes on Spencer Street looking south-east towards Dudley Street (indicative only).





Eades Park

St James Anglican Old Cathedral

Flagstaff Gardens

Red Cross blood centre

Melbourne Assessment Prison

William Angliss Insitute



3.2 FLAGSTAFF

Where is Flagstaff?

Flagstaff is located to the west of Flagstaff Gardens bounded by King, La Trobe, Adderley and Dudley Streets (see figure 3.13). An urban design analysis and character study identified Flagstaff as a distinct area within West Melbourne based on its built form character and proximity to Flagstaff Gardens and the central city. As a result of this and current planning controls in the area, it has the highest land values in West Melbourne.

What is the area like now?

Flagstaff has a more intensive built form than other parts of West Melbourne with an urban character that includes a mix of large institutional buildings, industrial warehouses, residential towers and office buildings. Many of the sites are between 1500 and 3000 m². To the west of Spencer Street, the built form is characterised by a number of large red brick buildings, including the Sands and McDougall building, Australian Red Cross building and Melbourne Assessment Prison.

Building heights vary significantly across the precinct with two storey warehouses and townhouses alongside 16 storey residential towers. A 130 m tall tower is currently under construction at the corner of Spencer and Dudley Streets. This building has significantly changed the West Melbourne skyline and, at over three times the preferred height limit for Flagstaff, it could be considered as an anomaly.

The main streets of Spencer Street and King Street carry heavy traffic and local streets are used predominantly for car parking. On-street parking in Flagstaff is generally long term parking and presents opportunities for streetscape and open space improvements. The role of the streets within Flagstaff will become more important as it intensifies and more people live and work in the area.

Flagstaff Gardens is difficult to access due to the heavy traffic on King Street. This major open space is an important destination for locals and workers. Views towards Flagstaff Gardens contribute to a sense of openness, particularly in the blocks east of Spencer Street. St James Old Cathedral is an important landmark located at the corner of King and Batman Streets.



Figure 3.13: Location and characteristics of Flagstaff.

The vision for Flagstaff

Flagstaff will be a busy, diverse area of mostly residential and commercial buildings that is well connected to the iconic Flagstaff Gardens. The area will be distinct from the central city, characterised by large historic brick buildings, contemporary developments and warehouse restorations

Local streets will be home to small parks, recreation spaces and broad canopy trees, while a variety of shops and services will be found on Spencer, King and La Trobe Streets. A sense of proximity to Flagstaff Gardens permeates the area and streets are sheltered and green at pedestrian level due to the avenues of canopy trees.

Density and built form

Flagstaff will continue to evolve with a mix of building typologies. New laneways will be introduced through large sites. The tallest buildings will be around 16 storeys with smaller sites and mid-block sites accommodating a lower built form, helping ensure that Flagstaff remains part of West Melbourne and distinct from the central city. Development on the north side of Batman Street will allow for solar access to new open spaces.

Activities, uses and infrastructure

Flagstaff will have a mix of uses including residential, businesses, institutions, schools and higher education colleges as well as community facilities. Rezoning the area from Mixed Use Zone to Special Use Zone will ensure the area continues to create local employment opportunities (see Part Two: The Framework for more information). A mix of dwelling types including affordable housing will be available.

Movement and access

Flagstaff's excellent access to public transport services will be enhanced with improved passenger facilities on Spencer Street and La Trobe Street. Pedestrian access to Flagstaff Gardens and local destinations will be improved with safer crossings on King and Spencer Streets. Road closures to create larger open spaces may be possible without impacting local vehicle access or through-traffic

movements.

Streets and spaces

Flagstaff Gardens will continue to be the iconic landmark piece of public open space. The Flagstaff Gardens masterplan will continue to be implemented with opportunities pursued to improve access from Dudley Street and towards the Queen Victoria Market.

Batman and Adderley Streets will be enhanced to provide distinct local open spaces to meet the needs of Flagstaff's growing number of residents and workers including small urban plazas, parks and active recreation spaces.

King and Dudley Streets will continue to function as important arterial streets, though there will be more opportunities for pedestrians and cyclists to cross these streets safely via new and improved crossings at Jeffcott and Batman Streets.

Interfaces

The proposed built form and density controls for Flagstaff will support new development to respond positively to important interfaces in the area. They include:

- The need to ensure that an open, broad outlook to open sky is retained from Flagstaff Gardens, particularly the eastern edge. Glimpses of the historic vista to the west towards Swanston Dock are still significant and should be retained. Development must not overshadow Flagstaff Gardens between 11am and 2pm on 22 September and 22 June.
- New development must respect and not dominate St James Old Cathedral (on the corner of King Street and Batman Street), allowing the cathedral to continue to be a landmark and focus in the skyline, particularly when viewed from Flagstaff Gardens and along Batman Street and King Street.
- While Dudley Street falls in both Spencer (the north side) and Flagstaff (the south side), the preferred maximum height of 10 storeys fronting Dudley Street in the Spencer area relates positively to the maximum street wall height of 10 storeys in Flagstaff to ensure that Dudley street will become a coherent, well-designed and high quality street.
- The interfaces with the heritage buildings in Flagstaff, particularly the Sands and McDougall building, the Australian Red Cross building, St James Old Cathedral and the brutalist office building designed by Yuncken Freeman on the corner of King and Batman streets.
- The need for active frontages throughout Flagstaff with a focus of active uses along the main streets of Spencer, King, Dudley and La Trobe Streets.
- Development adjacent to the Melbourne Assessment Prison must consider any potential lines of sight, privacy and security issues.

Design recommendations for Flagstaff

The following design recommendations will be reflected in the revised Design and Development Overlay (DDO33) for Spencer:

To create a precinct with variable building heights between six and 16 storeys.

To ensure new development adequately responds to heritage buildings through materiality, scale and form.

To ensure development contributes to the amenity of, and outlook from, Flagstaff Gardens and St James Old Cathedral.

To deliver a lower scale of development to the laneways and the activation of the laneway interface.

To ensure developments are adaptable to different uses by providing adequate/generous floor to ceiling heights.

Proposed density and built form controls for Flagstaff

Proposed built form controls for Flagstaff seek to achieve high quality development that responds to site characteristics and support the local context. It is expected that qualitative design recommendations will be met within these development envelopes.

A maximum floor area ratio of 6:1 will provide certainty for the development community around the yield that can be expected on a site, while also allowing flexibility to deliver high quality built form outcomes.

A street wall height range will allow for appropriate sites to be developed at a higher intensity while retaining a lower overall height when appropriate. The proposed controls will allow for different built form typologies rather than the typical podium tower common in Flagstaff.

A minimum employment floor area ratio of 1:1 will ensure that this precinct continues to offer employment opportunities, taking advantage of its proximity to the central city and improvements to public transport on Spencer Street.

The following built form controls are proposed in Flagstaff (see figure 3.14 and 3.15):

- Maximum floor area ratio (FAR) of 6:1
- Preferred maximum building height of 16 storeys
- Street wall height range between 3 and 10 storeys
- Ground floor setback of 3 m from the laneway centre line
- Minimum 6 m setback above the podium from laneways and all side and rear boundaries
- Minimum 3 m setback above the podium from front boundary
- Minimum floor-to-ceiling height of 3.3 m for non-residential uses or 4m if ground floor.



Images: Flagstaff area



Figure 3.14: Flagstaff area covered by revised Design and Development Overlay (DDO) 33

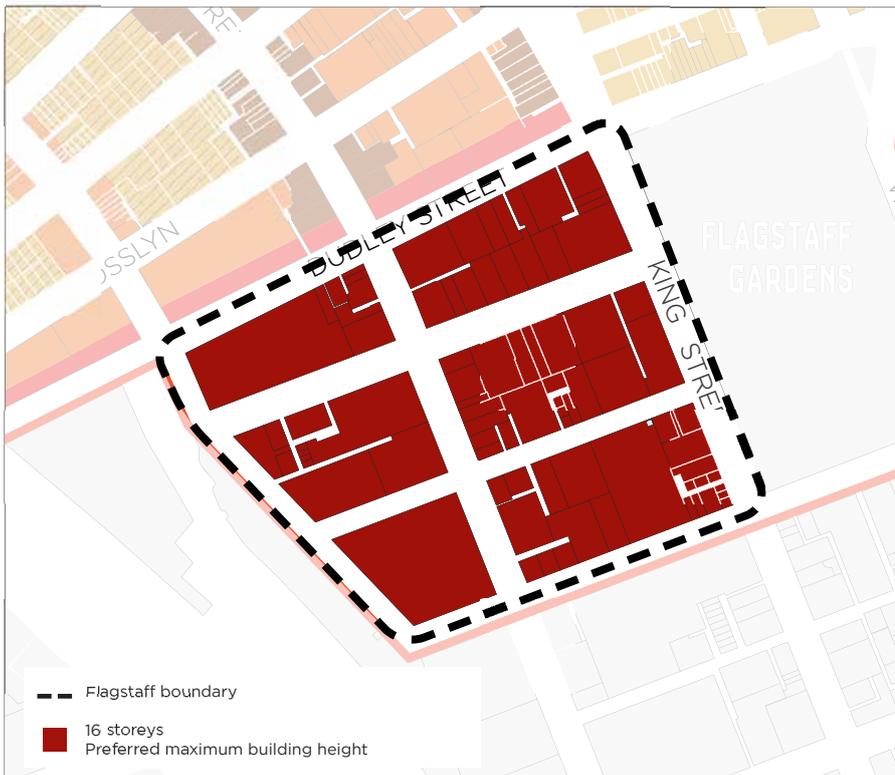


Figure 3.15: Proposed maximum building heights in Flagstaff

Built form testing in Flagstaff

A number of potential development outcomes have been tested on a range of different types and sizes of sites in Flagstaff using the proposed maximum floor area ratio controls, maximum building heights and place specific design recommendations (see Figures 3.16 and 3.17).

The proposed mandatory maximum floor area ratio of 6:1 sets clear expectations around the density of development and required supporting infrastructure in Flagstaff. Development of most sites is unlikely to be able to exceed 16 storeys while meeting the floor area ratio and design recommendations. A preferred maximum building height of 16 storeys is included to ensure that the development of larger sites is consistent with the desired future character for Flagstaff.



Figure 3.16: Built form testing to show the proposed floor area ratio and built form controls on a mid-block site in Flagstaff (DDO33). Images are indicative only to test the proposed controls and are not representative of actual building proposals (West Melbourne Built Form Testing, Breathe Architecture).

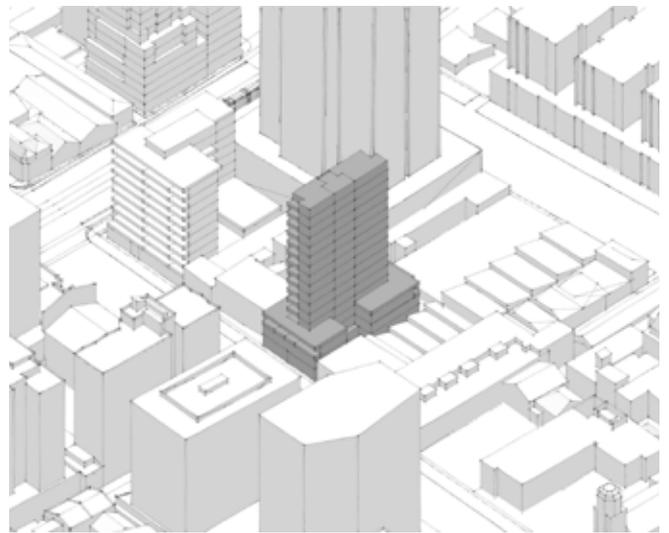


Figure 3.17: Built form testing to show the proposed floor area ratio and built form controls on the same mid-block site in Flagstaff (DDO 33), offering a different typology. Images are indicative only to test the proposed controls and are not representative of actual building proposals (West Melbourne Built Form Testing, Breathe Architecture).

Batman and Adderley Street Open Spaces

See Objective 15 on page 75 for further information.

Batman and Adderley Streets will accommodate local open spaces for Flagstaff’s growing number of residents and visitors. Parts of these streets will be redesigned to address the different open space needs of the community.

New and expanded open spaces will be provided at:

1. St James Park
2. Batman and Spencer Plaza
3. Batman Street Park
4. Adderley Street Recreation Space.



Figure 3.18: Potential open spaces in the Flagstaff Precinct.

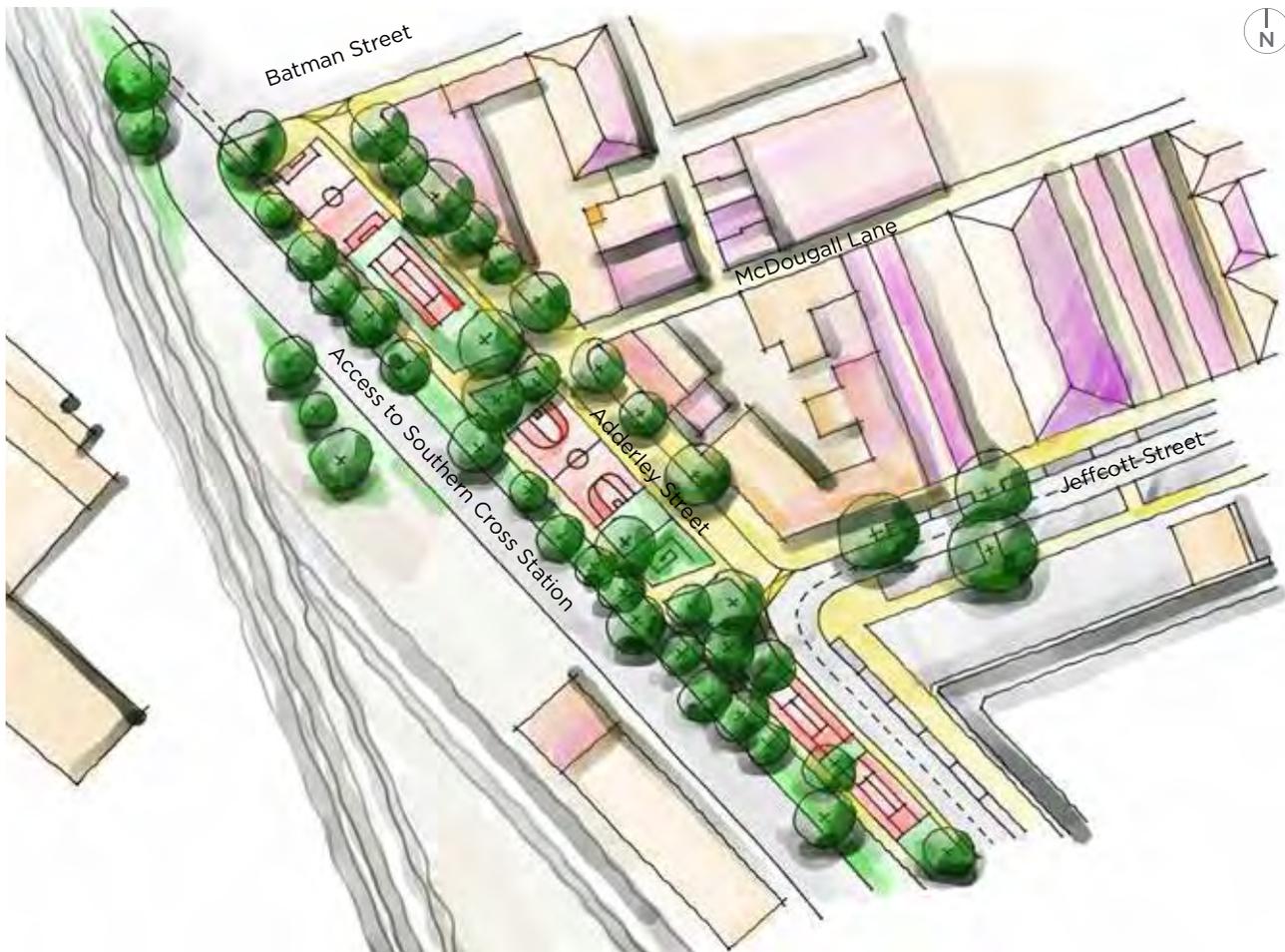


Figure 3.19: Indicative landscape concept for potential Adderley Street Open Space including active recreation spaces (indicative only).

1 St James Park

At the eastern end near King Street, the street space at the front of St James Old Cathedral will be redesigned to create a more welcoming community space as the forecourt to the church. The City of Melbourne will work with St James Old Cathedral to explore options to master plan the area in order to achieve a good quality public space outcome, with the potential for a pedestrian link to the north connecting with Flagstaff Lane and Dudley Street.

2 Batman and Spencer Plaza

At the intersection with Spencer Street, a small urban plaza will complement the redesign of Spencer Street as the high street of West Melbourne. This plaza will include seating, improved lighting, tree planting and WSUD and be integrated with adjacent public transport improvements on Spencer Street.

3 Batman Street Park

At the western end near the intersection with Adderley Street, a small park of approximately 800 m² will be integrated into the south side of the street. (For reference, this is the size of the existing Hawke and Adderley Street Park). The park will have good access to sunlight from the north due to the low height of the Australian Red Cross Blood Service building and good shade in summer from established Elm trees.

4 Adderley Street Recreation Space

Opportunities will be investigated further for Adderley Street to provide active recreation spaces such as multi-purpose sports courts, working closely with all stakeholders, particularly the Department of Justice.

The northern end of Adderley Street provides an important access point for bus services to Southern Cross Station. However, between Batman Street and La Trobe Street Adderley Street acts as a central city car park with a minor role in the street network. Adderley Street could be closed to traffic between Batman and La Trobe Streets creating more than 5000 m² of public open space.



Figure 3.20: Indicative landscape concept for potential St James Park near the intersection of Batman Street and King Street (indicative only).



Artist's impression of the potential St James Park in Batman Street looking east towards King Street (indicative only).



Arden



Hawke & Curzon St Reserve

North Melbourne (future West Melbourne) Station

Abbotsford Street

Hawke and Adderley park

Spencer Street

Railway Place

Festival Hall

Rosslyn Street

E-Gate



3.3 ADDERLEY

Where is Adderley?

Adderley is located in the western part of West Melbourne bounded by Spencer Street, Railway Place, Abbotsford and Rosslyn Streets (see figure 3.21). Remaining sites on Spencer Street between Hawke and Dudley Street are included in Spencer.

An urban design analysis and character study identified Adderley as a distinct area based on its high heritage value, quiet streets, mixed built form character of low and mid-rise buildings, allotment sizes and topography.

What is the area like now?

Adderley has a mixed and diverse urban character. It is currently undergoing change with former industrial buildings being adapted for residential use.

This pocket of West Melbourne has limited connections to other areas due to the railway cutting that forms its south-west boundary. As a result, the wide east-west streets carry limited through traffic. The topography slopes down to the south-west providing panoramic and expansive views over the railway lines to Docklands.

Lot sizes vary, but the majority are less than 1500 m². Historic brick warehouses, workers cottages and Victorian terraces are often found side by side, reflecting the mixed history of the area. Buildings are predominantly one to five storeys.

The combination of wide footpaths, native planting and mid-rise buildings creates a place that feels distinct and relatively remote from the central city, despite its proximity.

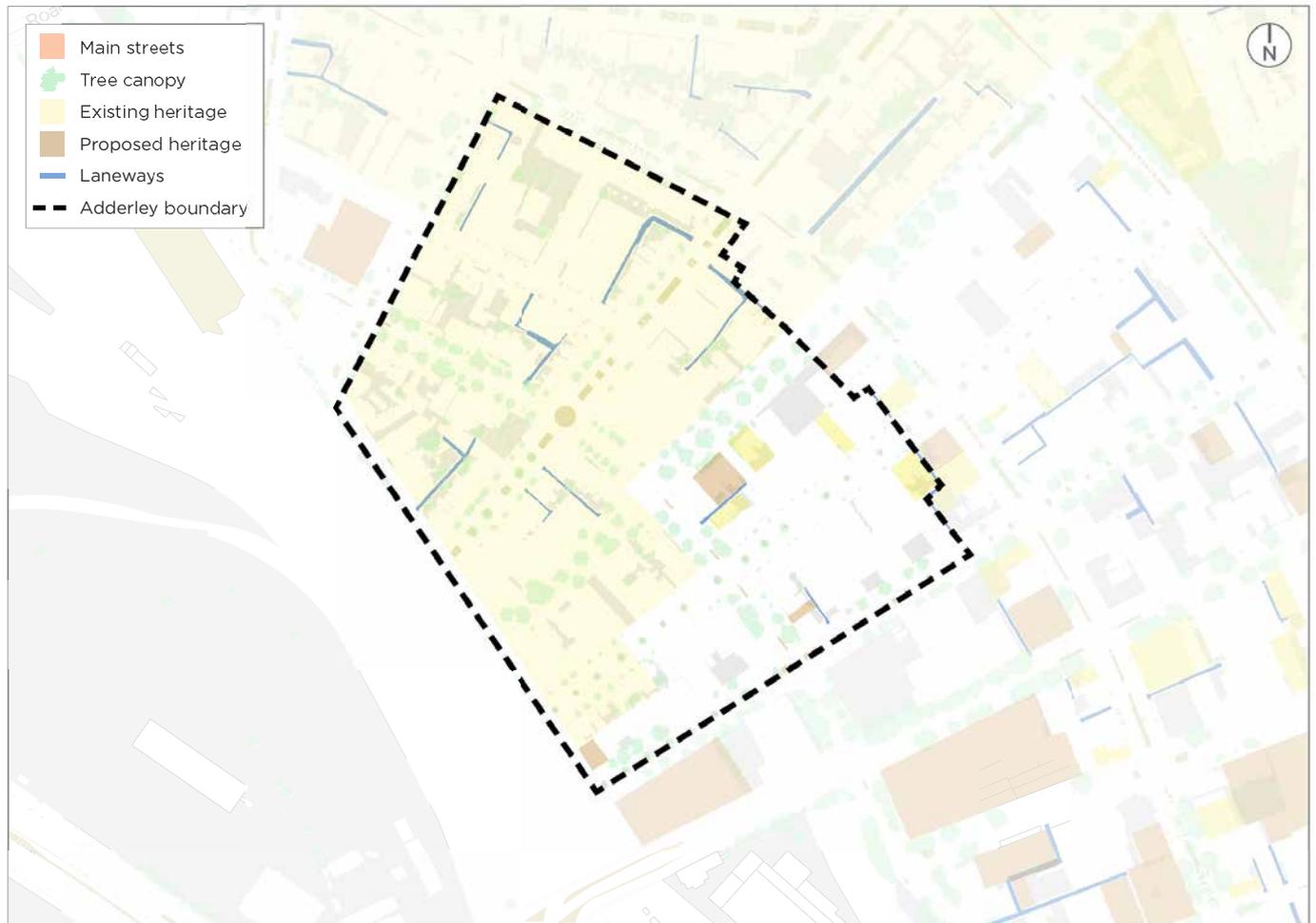


Figure 3.21: Location and characteristics of Adderley.

The vision for Adderley

Adderley will have an eclectic mix of uses, tucked away from the busy thoroughfares of West Melbourne but with great views of the city and Docklands. It will be recognisable by its mix of heritage cottages and terraces, contemporary buildings and restored warehouses and factories.

The retention and renovation of buildings from all eras, including workers' cottages and Victorian terraces, together with more recent apartment buildings visually reveal the layers of history and provide eyes and people on the street, at all times of the day and night. It's leafy streets connect to the Hawke Street green spine and new pedestrian and cycle route over to Docklands, providing excellent walking and cycling access to surrounding areas. No vehicular through traffic and large established street trees and pocket parks add to the 'urban oasis' character.

Density and built form

Adderley will retain its mix of lot sizes that support a range of different land uses. Where older buildings have been re-used and incorporated into new developments, their three dimensional form will be maintained, and innovative and contemporary architectural responses will be clearly distinguishable.

New development in Adderley will be respectful of the existing built form and the heritage overlay that applies to a large part of the area. Predominant building heights of between two and four storeys, and with up to six storeys along on Adderley Street, will create a low to mid-rise precinct that responds positively to adjacent low-scale heritage buildings.

Activities, uses and infrastructure

Adderley will have a mix of uses including cafés, restaurants with small art spaces and offices scattered throughout. This will be achieved through the rezoning of land from Mixed Use Zone to Special Use Zone (see Part Two: The Framework for more information). A mix of uses will

be included older buildings and new buildings. Former warehouses with large floor plates will be converted into start-up offices and creative spaces.

Movement and access

Local trips will be served mostly by walking and cycling, and trips to and from the area will be supported by tram services on Spencer Street and easier access to North Melbourne (West Melbourne) Station. Local vehicle access will be retained, but through-traffic will be minimal.

Destinations in Errol Street, Docklands and E-Gate will be easy to walk and cycle to along the Hawke Street green spine. The new Docklands Primary School, fresh food market and cinema in Harbour Town will be about a 10 minute walk from the Hawke and Adderley Park via a new pedestrian and cycling bridge over the rail lines.

Streets and spaces

Adderley's streets will be lined with wide canopy trees. Some parking will be provided near Spencer Street for shoppers, along with adequate spaces for existing resident permit vehicle parking.

As sites are redeveloped, parking (if required) will be increasingly provided off-street and some street space will be turned over to tree planting and water sensitive urban design.

Hawke and Adderley Park will be complemented by a linear park along Hawke Street connecting Errol Street to the new bridge to Docklands and E-Gate.

Interfaces

The proposed built form and density controls for Adderley will support new development to respond positively to important interfaces in the area. They include:

- The interfaces along Adderley Street with taller built form of up to a preferred maximum of six storeys to help define the street.
- The interfaces of Adderley with surrounding areas, with buildings stepping down from Adderley Street particularly the lower rise heritage buildings along Hawke Street (west of Spencer Street).
- The interfaces of the heritage and brick warehouses that help characterise the Spencer area.
- The need for some active frontages along Adderley Street to help enliven the street.
- Development along Hawke Street should address the interface with the proposed new linear park in terms of positively framing the open space and providing with some active uses.

Design recommendations for Adderley (area covered by DDO32).

The following design recommendations will be reflected in the revised Design and Development Overlay (DDO29) for Adderley:

To create a low-mid scale precinct (between two and six storeys) of the highest design quality with taller (six storey) development fronting Adderley Street between Hawke Street and Dudley Street

To ensure new development adequately responds to heritage through form, scale and materiality.

To enforce a lower scale of development to the laneways and the activation of the laneway interface.

To reinforce the role of Railway Place as an important pedestrian link between North Melbourne (future West Melbourne) station and Docklands and Arden and the City.

To ensure developments can accommodate different uses over time by providing adequate floor to ceiling heights and active ground floor uses.

Proposed density and built form controls for Adderley

The proposed built form controls for Adderley seek to achieve high quality development that responds to site characteristics and context. It is expected that qualitative design recommendations will be met within these development envelopes.

A minimum employment floor area ratio of 0.5:1 will ensure that Adderley continues to incorporate a mix of uses and offer employment opportunities.

The following built form controls are proposed in Adderley through a revised DDO29 (see figure 3.21):

- A maximum floor area ratio (FAR) of 3:1.
- A preferred maximum building height of 6 storeys fronting Adderley Street between Hawke Street and Dudley Street.
- A preferred maximum building height of 4 storeys elsewhere in Adderley.
- Minimum floor-to-ceiling height of 3.3 m for non-residential uses or 4m if ground floor.

There are no proposed changes to the built form controls that apply to DDO32 (a mandatory maximum building height of 14 metre) or the mandatory height control of 11 metres in the area covered by the General Residential Zone.

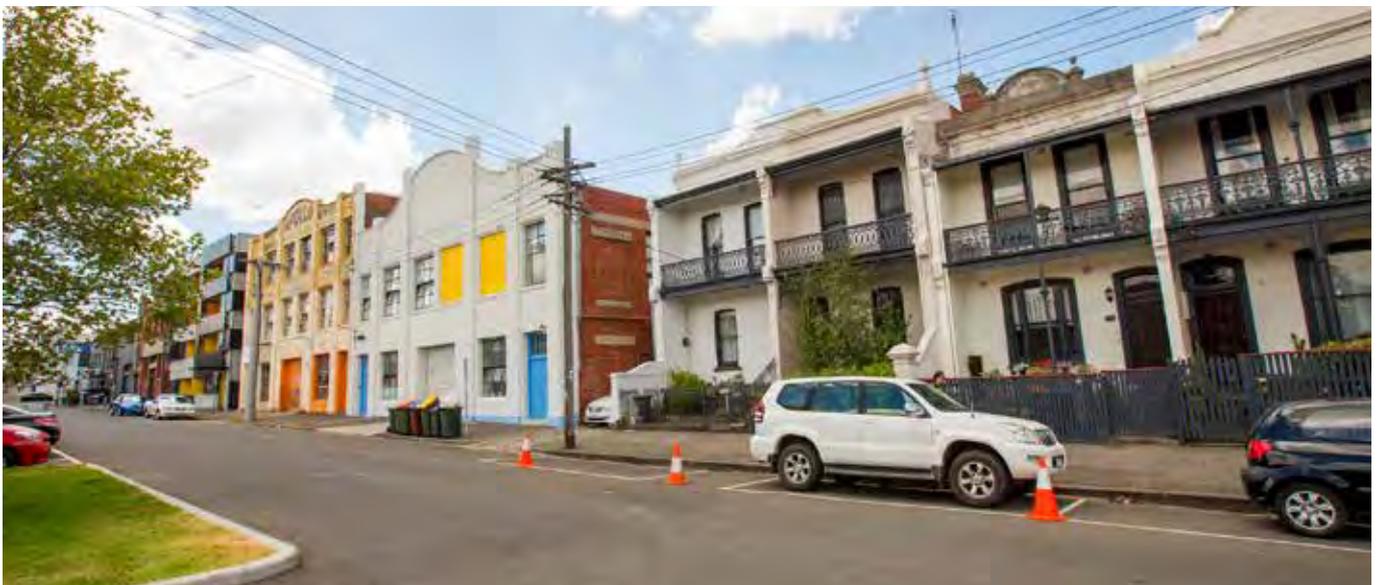


Image. Hawke Street in the Adderley area



Figure 3.22: Adderley area showing the revised area for DDO29 and the existing areas covered by Design and Development Overlay 32 (no proposed change) and the General Residential Zone (no proposed change).

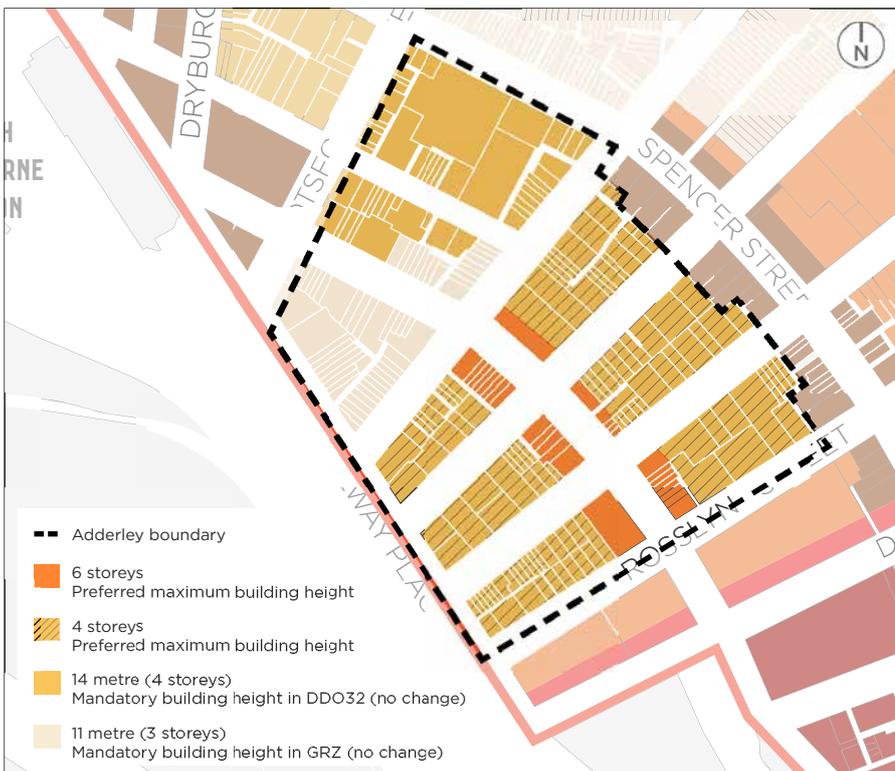


Figure 3.23: Proposed and existing building heights in Adderley

Built Form testing in Adderley

A number of potential development outcomes have been tested on a range of different types and sizes of sites in the DDO29 area of Adderley using the design recommendations, proposed floor area ratio controls and preferred maximum building heights (see Figures 3.24 and 3.25).

The proposed mandatory maximum floor area ratio of 3:1 sets clear expectations around the density of development in Adderley. Development of most sites is unlikely to be able to exceed the preferred maximum building heights for the area while meeting the floor area ratio and design recommendations. A preferred maximum building height of four and six storeys (along Adderley Street) is included to ensure that the development of sites is consistent with the desired future character for Adderley.

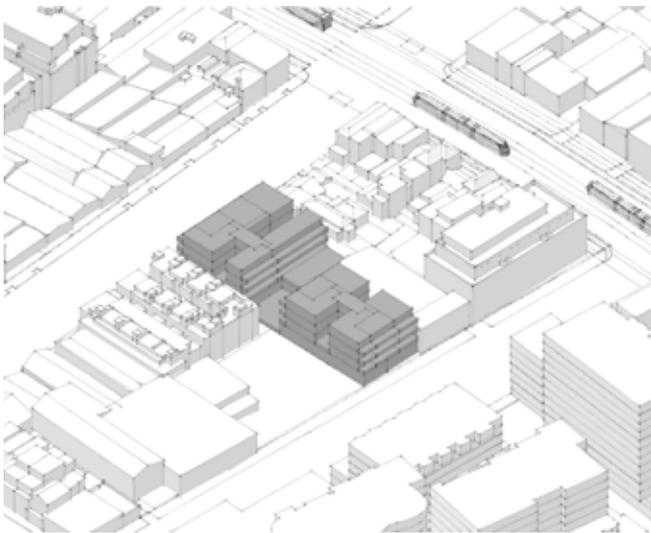


Figure 3.24: Built form testing to show the proposed floor area ratio and built form controls on a mid-block site in Adderley (DDO29). Images are indicative only to test the proposed controls and are not representative of actual building proposals (*West Melbourne Built Form Testing*, Breathe Architecture).

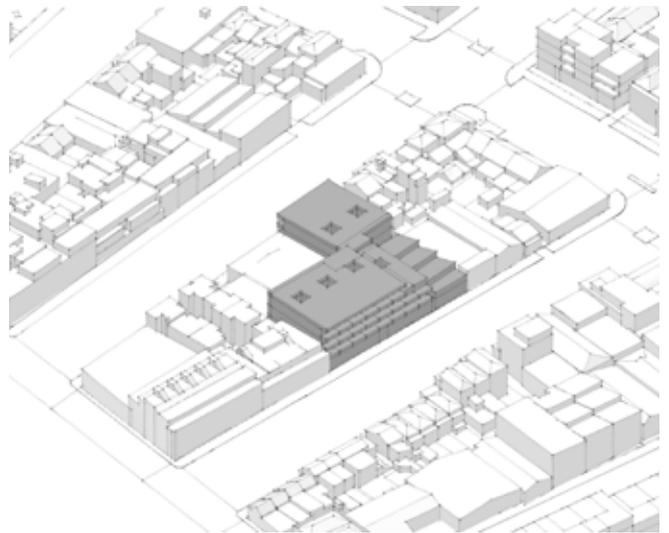


Figure 3.25: Built form testing to show the proposed floor area ratio and built form controls on another mid-block site in Adderley (DDO29). Images are indicative only to test the proposed controls and are not representative of actual building proposals (*West Melbourne Built Form Testing*, Breathe Architecture).

Hawke Street Masterplan

See Objective 16 on page 74 for further information.

Hawke Street will provide high quality local open spaces and become an important strategic walking and cycling route. Hawke Street will link the West Melbourne community to Errol Street and North Melbourne as well as E-Gate and Docklands into the future. Open space will be designed to retain vehicle access to properties.

1 Hawke Street linear park

Hawke Street between King and Adderley Streets will be redesigned to create a large linear park. Reconfiguring the street by converting the southern carriageway and median from 'grey to green' would create up to 5000 m² of public open space.

This section of Hawke Street has access to good levels of sunlight due to the lower built form to the north and west. It is also located nearby a number of recent residential apartment developments on Roden, Hawke and Ireland Streets and is a short walk from North Melbourne (future West Melbourne) Station.

Between Spencer and Adderley Streets over two thirds of the central median is currently grass or keep clear zones. The median accommodates 17 car parking spaces and two car share vehicles. The southern kerb accommodates approximately 20 car parking spaces and loading zones.

Options for redesigning this space will be investigated further, including local requirements for on-street parking and vehicle to access private properties, Ireland Street and Mighty Apollo Lane.



Figure 3.26: Hawke Street Master Plan.

Existing

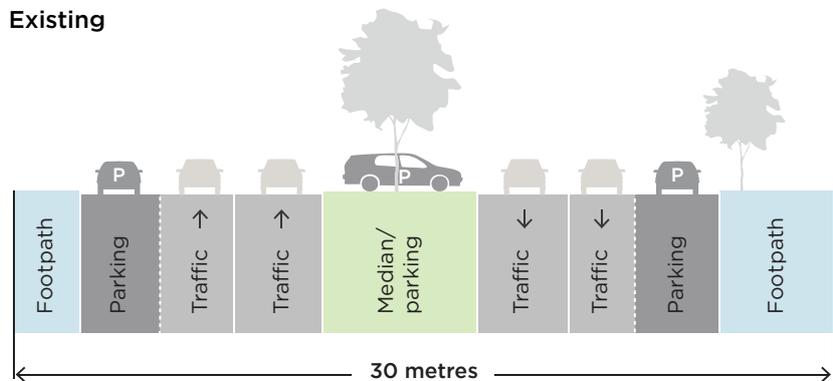


Figure 3.27: Existing street section of Hawke Street.

Proposed (indicative)

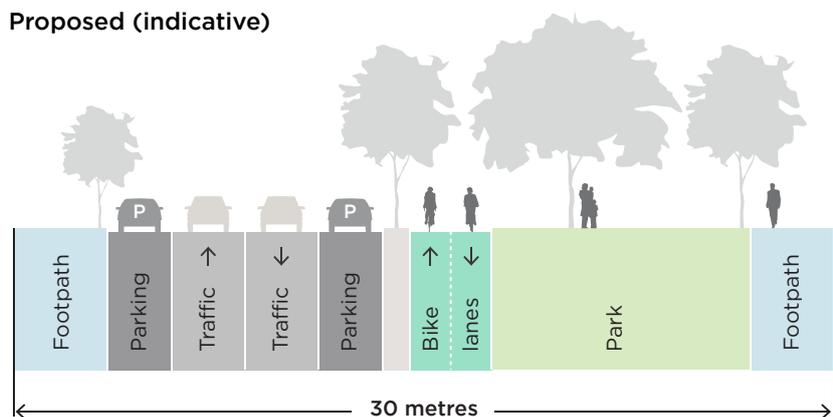


Figure 3.28: Proposed street section of Hawke Street linear park.

2 Hawke and Adderley Park

The expansion of the Hawke and Adderley Park is currently underway to create approximately 740 m² of new open space (see figure 3.29 below). Following community consultation on a concept plan for the park in 2016, the planning process to progress the park is continuing and is expected to take approximately 11 months in total.

The park expansion demonstrates the potential for converting underutilised road space into a community asset. The new park will include an open lawn for informal use, a large children's play space, a social space for informal gatherings and a plaza.

3 Hawke and Railway Park

The proposed Hawke and Railway Park will be located at the intersection of Hawke Street and Railway Place at the proposed gateway between West Melbourne, E-Gate and Docklands. A pedestrian and cycling link E-Gate and Docklands will land at this point creating a distinct urban space incorporating seating, viewing areas and water sensitive urban design that is sensitive to the low-rise heritage character of the area.



Figure 3.29: Indicative landscape concept for Hawke Street including expanded Hawke and Adderley Park and proposed linear park (indicative only).





Artist's impression of the proposed Hawke Street linear park looking south-west towards Adderley Street (indicative only).



Arden

Lothian Street

Victoria Street

Proposed West Gate Tunnel entry/exit

Dryburgh Street

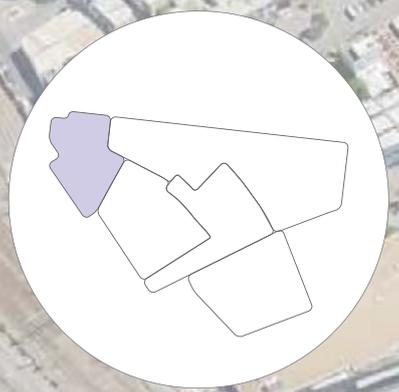
Spencer Street

North Melbourne (future West Melbourne) Station

Abbotsford Street

Hawke & Adderley St Park

E-Gate



3.4 STATION PRECINCT

Where is Station Precinct?

Station Precinct is located around North Melbourne (future West Melbourne) Station (to be renamed West Melbourne Station) and bounded by Abbotsford, Spencer, Lothian, Victoria and Laurens Streets and Railway Place (see figure 3.30).

An urban design analysis and character study identified the Station Precinct as a distinct area based on its irregular street pattern, allotment sizes, relationship to the station and to the Arden-Macaulay urban renewal area. A number of buildings in this area are subject to heritage controls. The area to the north-east of Dryburgh and Ireland Streets is within the North and West Melbourne heritage precinct overlay.

What is the area like now?

Station Precinct is an area currently undergoing significant change, with a number of developments currently underway or recently completed. To the north-west of the precinct is the Arden-Macaulay urban renewal area.

The irregular street grid includes a mix of 20 and 30 metre wide streets with many sites having frontages onto multiple streets. Small blocks mean that much of the precinct is dedicated to road reserve.

Lot sizes vary throughout Station Precinct and range in size from 500 m² to over 3000 m². There is a mix of industrial, commercial and residential uses. Recent development has been predominantly residential. Buildings are typically up to six or seven storeys tall. A 10 storey building is currently under construction adjacent to North Melbourne (future West Melbourne) Station.

In the west of Station Precinct a small open space, Railway and Miller Reserve, is currently being expanded into the road reserve to provide more green space for the community.

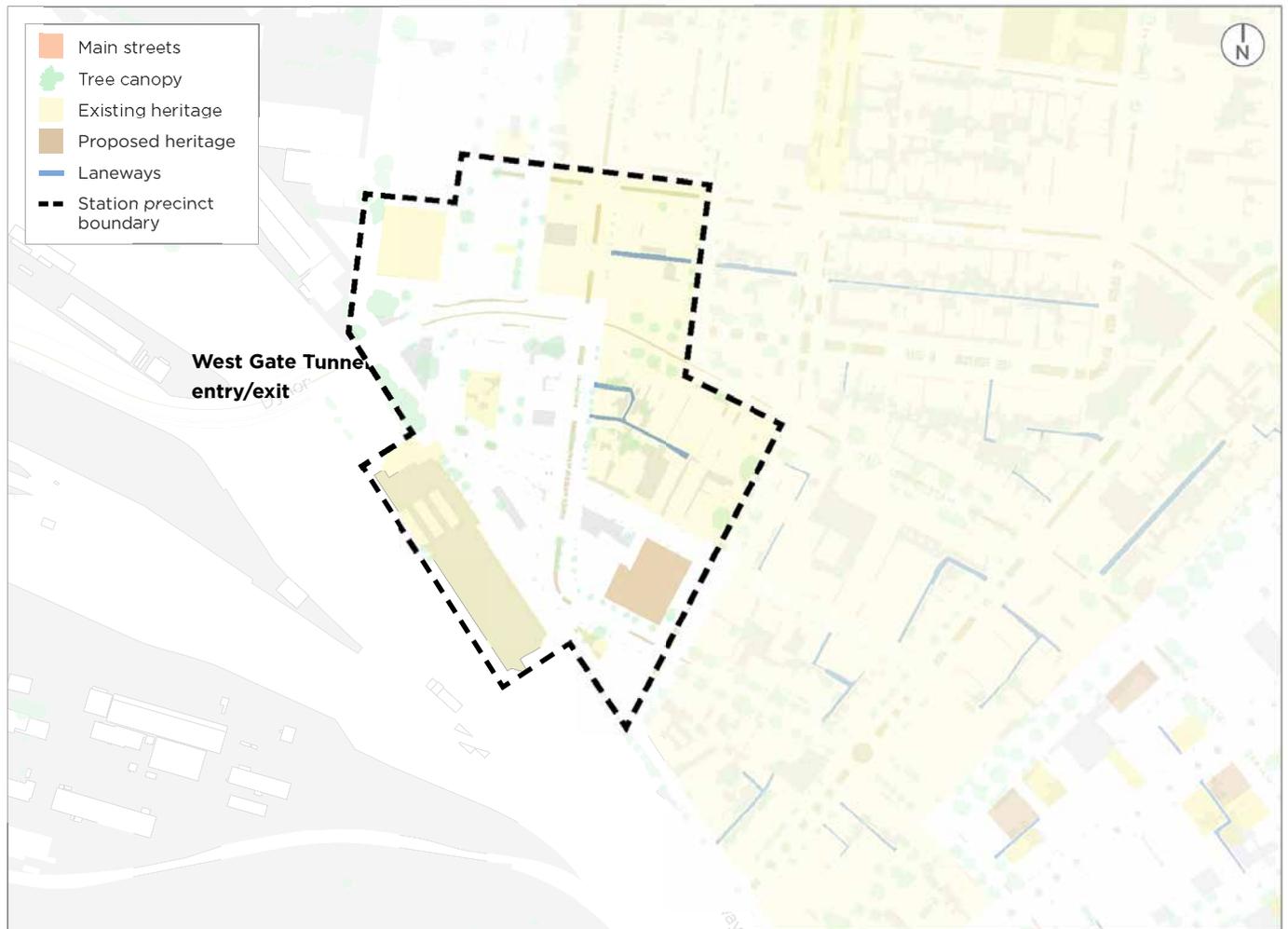


Figure 3.30: Location and characteristics of Station Precinct.

The vision for Station

Station Precinct will be a thriving area of converted warehouse apartments and new mid-rise residential buildings defined by the edge of the railway escarpment, views towards the industrial heritage of the west and busy transport nodes at station entrances.

North Melbourne (future West Melbourne) Station will be emphasised as the focal point of the precinct by green avenues that extend to the north and east and new pedestrian and cycling bridges linking south and west to E-Gate and Docklands. A mix of retail, commercial and residential buildings will encourage people to linger in the precinct rather than just pass through.

Density and built form

The built form of Station Precinct will be a mix of warehouse conversions, contemporary developments, heritage cottages and terraces of a preferred maximum height limit of eight storeys. The significant variation in site sizes and eras of development will provide an interesting and varied pedestrian environment, and will require sensitive development responses on larger sites.

Activities, uses and infrastructure

A cluster of shops, cafés, restaurants and bars around the station will be supported by the increasing number of local residents and passing commuters walking to Arden, Docklands and E-Gate. This will be delivered through the rezoning of land from Mixed Use Zone to a Special Use Zone (see Part Two - The Framework for more information). Former industrial buildings will be re-purposed to house small offices, creative industries and galleries. Affordable housing and a mix of dwelling types will be available.

Movement and access

Station Precinct will be well connected by all transport modes. New pedestrian and cycling links will provide convenient access to jobs, shops and other destinations in Arden, North Melbourne, Docklands and E-Gate.

Public transport access is very high with North Melbourne (future West Melbourne) and Arden (future North Melbourne) Stations within walking distance, supplemented by enhanced on-street services. Driving to the precinct is discouraged for visitors due to limited parking and more convenient and efficient alternatives.

Streets and spaces

Street space in Station Precinct will be prioritised for the safety, convenience and amenity of movement to and from North Melbourne (future West Melbourne) Station. High quality spaces for people to walk and meet around the station entrances will allow for efficient movement of different travel modes and support the local amenity of businesses and services.

The expanded Railway Place and Miller Street Reserve will provide local open space in Station Precinct and improve the amenity of walking and cycling connections to Arden.

Interfaces

The proposed built form and density controls for Station Precinct will support new development to respond positively to important interfaces in the area. They include:

- Taller built form immediately adjacent to the station and then stepping down the further away from this focal point.
- Development should positively frame the open space outside the station and create a welcoming, well-designed arrival point.
- The interface between the area of Station Precinct covered by the 14 metre (4 storey) height control and that covered by the proposed maximum FAR of 5:1 and 8 storey discretionary height control.
- The need for active frontages on streets leading to the station, particularly along Dryburgh Street and Adderley Street.
- Development along Anderson Street should address the interface with Railway Place and Miller Street Reserve in terms of positively framing the open space with active uses and interfaces.
- Development should step down to the interfaces of lower rise buildings and heritage buildings, particularly those to the south of Abbotsford Street.

**Design recommendations for Station Precinct
(for area covered by DDO28)**

New developments in Station Precinct must respond to the following specific design recommendations:

To create a medium density precinct (between four and eight storeys) of the highest design quality.

To generate activity around North Melbourne (future West Melbourne) Station by including non-residential uses.

To encourage the adaptation of former industrial buildings.

To provide adequate floor-to-floor heights to ensure developments can be adapted to different uses.

To maximise passive surveillance around North Melbourne (future West Melbourne) Station and Railway and Miller Reserve.

Proposed built form controls - Station Precinct

Proposed built form controls for Station Precinct seek to achieve high quality development outcomes that respond to site characteristics and context. It is expected that qualitative design recommendations will be met within these development envelopes.

Developments will be required to adequately transition in height to neighbouring 14 m DDO32 area (see figure 3.31).

A maximum floor area ratio of 5:1 will create a mid-rise precinct around the station. The FAR control will create certainty for the community and reduce speculative development in the precinct.

A minimum employment floor area ratio will ensure that this precinct continues to offer employment opportunities, taking advantage of its excellent connections to public transport and relationship to the Arden-Macaulay employment precinct.

The following built form controls are proposed in Station Precinct DDO28 (see figure 3.31):

- Maximum floor area ratio (FAR) 5:1
- Minimum employment floor area ratio (FAR) 1:1
- Preferred maximum building height 8 storeys
- Street wall height range between 4 and 8 storeys
- Ground floor setback of 3 m from the laneway centre line
- Minimum floor-to-ceiling height of 3.3 m for non-residential uses or 4m if ground floor.

There are no proposed changes to the built form controls that apply to DDO32.



Images. The Station Precinct area.



Figure 3.31: Station Precinct area showing the revised proposals for DDO28 and the existing areas covered by Design and Development Overlay 32 (no proposed change).

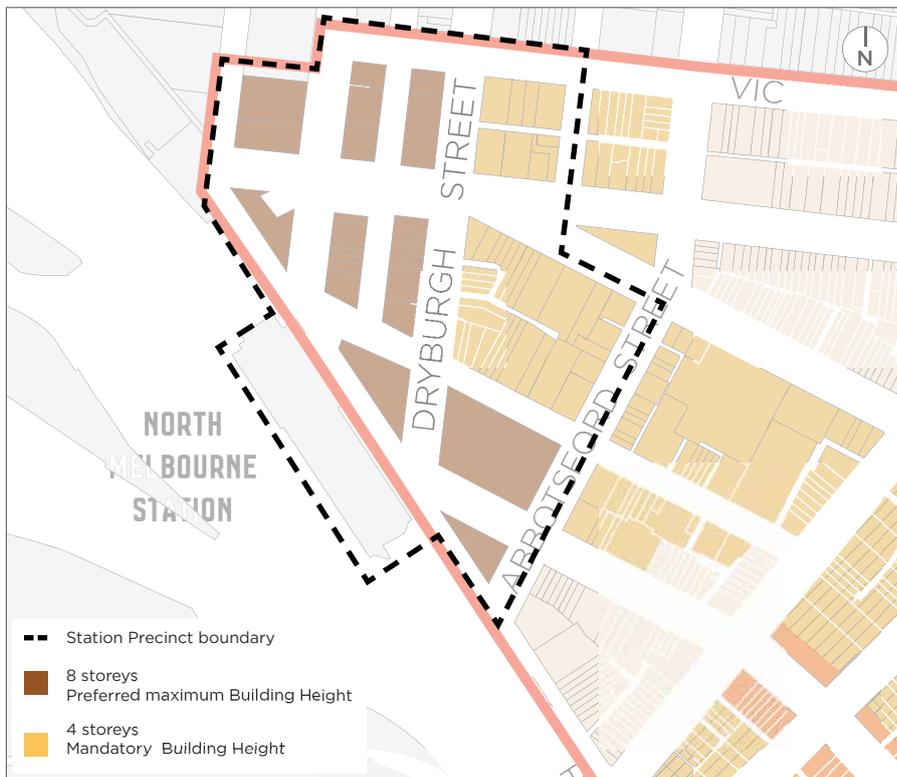


Figure 3.32: Station Precinct Building Heights

Built form testing in Station Precinct

A number of potential development outcomes have been tested on a range of different types and sizes of sites in the DDO28 area of Station Precinct using the design recommendations, proposed floor area ratio controls and preferred maximum building heights (see Figures 3.33 and 3.34).

The proposed mandatory maximum floor area ratio of 5:1 sets clear expectations around the density of development in Station Precinct. Development of the majority of sites is unlikely to be able to exceed eight storeys while meeting the floor area ratio and design recommendations. A preferred maximum building height of eight storeys is included to ensure that the development of larger sites is consistent with the desired future character for Station Precinct.



Figure 3.33: Built form testing to show the proposed floor area ratio and built form controls on a large corner site in Station Precinct (DDO28). Images are indicative only to test the proposed controls and are not representative of actual building proposals (*West Melbourne Built Form Testing, Breathe Architecture*).

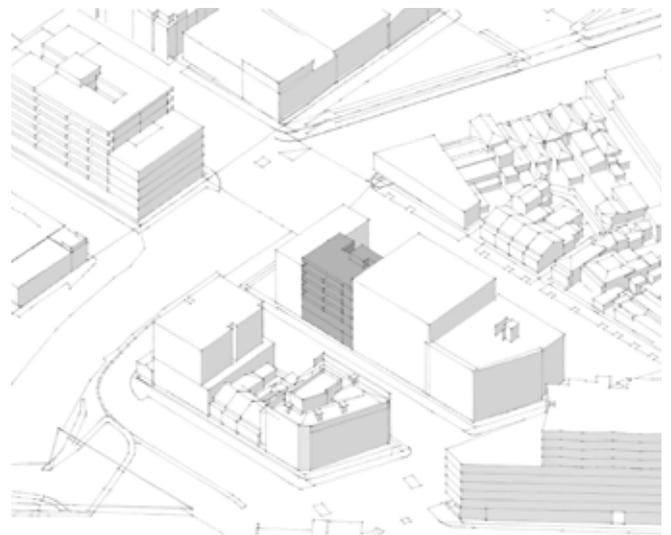


Figure 3.34: Built form testing to show the proposed floor area ratio and built form controls on a mid-block site in Station Precinct (DDO28). Images are indicative only to test the proposed controls and are not representative of actual building proposals (*West Melbourne Built Form Testing, Breathe Architecture*).

North Melbourne (future West Melbourne) Station upgrades

See Objective 5 on page 56 for further information.

As Melbourne's western suburbs continue to grow, the strategic significance of North Melbourne (future West Melbourne) Station will increase. The station is an important interchange for northern and western train lines and is becoming more important as an entry point into the expanding Arden, West Melbourne and E-Gate area.

North Melbourne (future West Melbourne) Station is an intermodal transport hub, with connecting services including the 401 bus to the Parkville medical and university precinct. Buses connect with the station via Adderley and Dryburgh Streets at high frequencies, creating an uncomfortable pedestrian environment.

The area around the station is currently a 'through-place' with a low amenity public realm. There are expansive views to the west across the rail lines to E-Gate and Docklands. The area is exposed to strong westerly winds and immature trees provide inadequate shelter.

There are currently few active interfaces, however the recent development around the station will help create a small local centre of shops and cafés. To the north of the station, Railway and Miller Reserve has been expanded to include passive and active recreation spaces, WSUD, improved pedestrian and cycling access and an off-leash dog park.

As Arden and West Melbourne continue to develop, pedestrian movements from the station will increasingly permeate through the precinct.



Figure 3.35: Artist's impression of the potential future treatment of Railway Place (indicative only).

What is proposed?

The streets and spaces around North Melbourne (future West Melbourne) Station will be redesigned to create a high quality place that allows for a significant volume of pedestrians going to and from the station.

South of the station, Railway Place will be converted to a shared street that retains local vehicle access but reduces long term commuter parking spaces. This shared treatment will be continued through to Railway and Miller Reserve to the north.

Opportunities for extending the pedestrian plaza at the entrance of the station out into Dryburgh and Adderley Street will be investigated. This will involve consideration of potential alternate routes for the 401 bus.

The potential for reopening the old northern entrance to the station will be explored, with opportunities for extending pedestrian access across the existing footbridge to Moonee Ponds Creek.

A detailed design proposal for the area will include:

- Direct, wide, high-quality pedestrian access along Railway Place from Dudley Street to Arden.
- A one-way, centre of road separated bus route from Abbotsford Street along Adderley Street and Dryburgh Street to Ireland Street with a high quality centre road bus platform.
- High quality public space or ‘town square’ in front of the station.



Figure 3.36: Indicative landscape concept for upgrades around North Melbourne (West Melbourne) Station (indicative only).





Artist's impression of upgrades around North Melbourne (future West Melbourne) Station looking south-east down Adderley Street (indicative only).

North Melbourne Town Hall



Lothian Street

Errol St

Victoria Street

Peel Street

Roden Street

Spencer Street

King Street

Flagstaff Gardens

Festival Hall

Digital Harbour



3.5 HISTORIC HILLTOP

Where is Historic Hilltop?

Historic Hilltop is located in the northern part of West Melbourne adjacent to North Melbourne and is bounded by Peel, Dudley, King, Roden, Spencer, Lothian and Victoria Streets (see figure 3.37).

An urban design analysis and character study identified the Historic Hilltop as a distinct area based on its high value heritage, small allotment sizes, predominantly residential character, topography and relationship to North Melbourne.

What is the area like now?

Historic Hilltop is a low-scale residential area with high heritage value and wide, open local streets. The area is served by the Errol and Victoria Street shops located to the north of the precinct and is adjacent to the Queen Victoria Market.

The majority of sites are smaller than 500 m² and have rear access via the extensive bluestone laneway network. The topography slopes down to the south and west from higher areas along Victoria Street.

Buildings are predominantly between two storeys and five storeys and help provide a relatively uniform character to the built form of this area. Wide 30 metre streets, grassy medians, broad canopy trees and front gardens contribute to a feeling of openness in the streets. Arterial streets impact the amenity of pedestrian and cycling connections to the local shops.

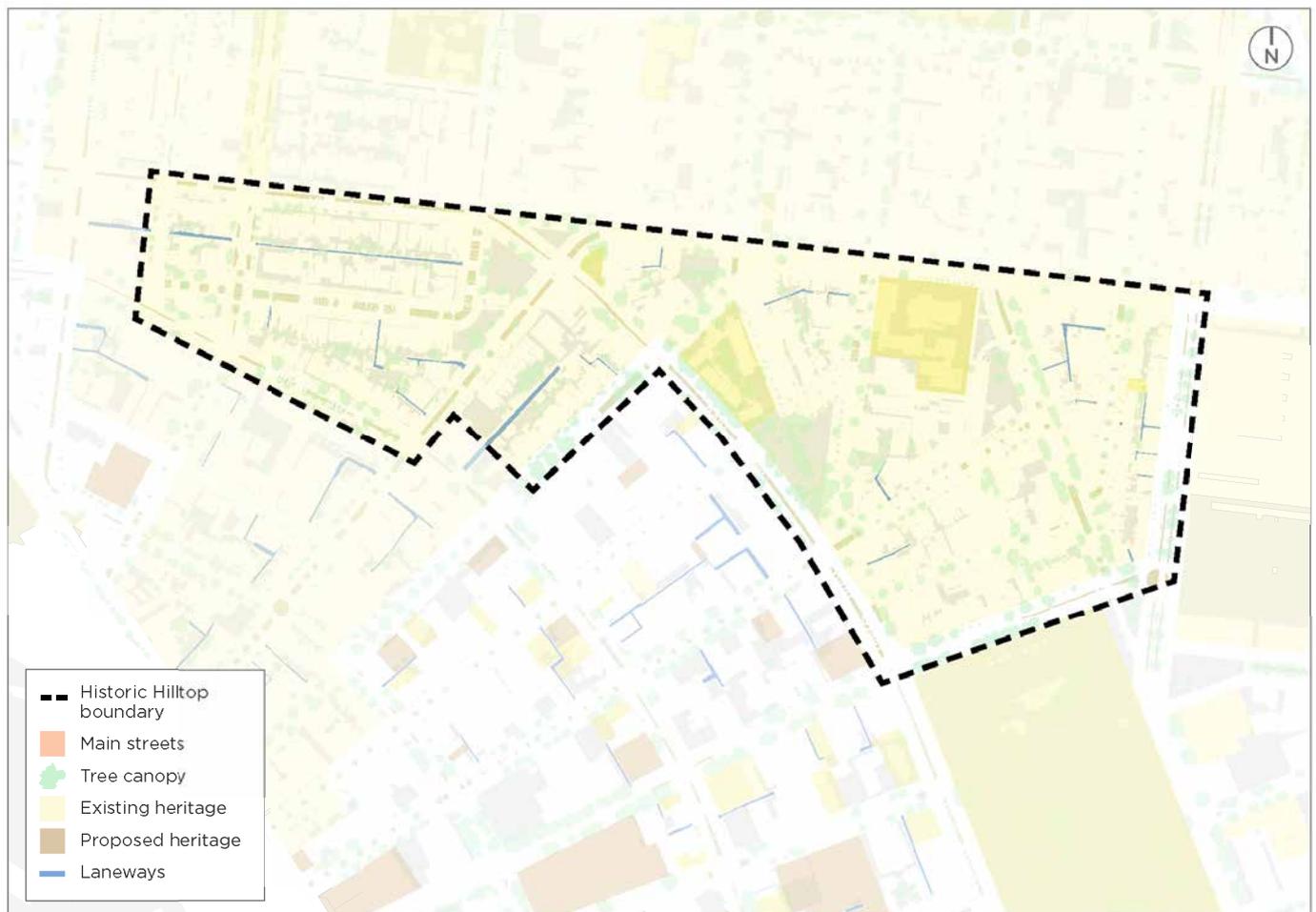


Figure 3.37: Location and characteristics of Historic Hilltop.

The vision for Historic Hilltop

Historic Hilltop will retain its valued heritage character, clustered around the shopping strips on Errol, Victoria and Peel Streets. The fine grained residential area with intact rows of workers' cottages, two storey terraces and Federation homes, retrofitted warehouses and larger institutional buildings represent the diversity of architectural eras that have shaped this precinct.

Historic Hilltop's wide green streets and open spaces will continue to evolve with improvements to the Hawke and King intersection and Hawke Street linear park and regular avenues of street trees reinforce the visual links to the green canopies of Flagstaff Gardens. Views to the central city and access to Flagstaff Gardens and Queen Victoria Market will accentuate the area's proximity to the central city.

Density, built form and interfaces

Rows of workers' cottages, Victorian terraces and Federation homes provide uniformity to the residential streets, and intact historic shopfronts and awnings line the shopping strips. Landmark buildings such as St Mary's Cathedral occasionally punctuate the skyline. The current built form controls that apply to the area will remain the same with new buildings a maximum height of 14 m. This will help maintain the predominant low scale nature of the area and to ensure that development retains views to significant landmarks, such as the Meat Market building and the North Melbourne Town Hall roof and tower.

While the current built form controls in this area will remain, there are some important interfaces that development should respond positively to. These include the interface with Flagstaff Gardens, Eades Park and Howard and William Streets Reserve to positively frame the open space and contribute to their sense of place and the interfaces along Victoria and Peel Street providing active uses and coherent, well-designed streets connecting to North Melbourne and the Queen Victoria Market.

Activities, uses and infrastructure

This is a mostly residential area with retail along Victoria and Peel Streets and mix of commercial and community uses east of Chetwynd Street.

Movement and access

This area has good access to walking, cycling and public transport routes. Access to the road network for local residents and visitors is provided along the multiple arterial routes – King Street, Spencer Street, Victoria Street and Peel Street.

The junction of Hawke, Errol, King and Victoria Streets will be upgraded to improve pedestrian and cycling safety. The redesign of Hawke Street will improve pedestrian and cycling conditions along the length of the street. Access to Queen Victoria Market will be improved with the removal of the roundabout and introduction of the new Franklin Street connection.

Streets and spaces

Eades Park and Flagstaff Gardens are existing open spaces in, or immediately adjacent to, this area. Local streets provide on-street parking to support local businesses. Additional on-street parking is provided on King Street in off-peak times. The Hawke Street linear park will extend into Historic Hilltop – providing additional open space and amenity (see page 108). Canopy coverage in Dudley Street will increase through the planting of additional street trees.

Junction upgrade

See Objective 9 on page 63 for further information.

The junction of Hawke, Errol, King and Victoria Streets will be redesigned to improve pedestrian and cycling safety and to enhance the functionality of open space.

The intersection of these wide streets create a complex and expansive junction, and despite grassed medians and small parks with significant trees, the area has an open and exposed character, which is dominated by cars.

Opportunities exist to upgrade the junction to improve pedestrian and cycling safety. The existing green spaces will be reconfigured to consolidate existing open space and better celebrate the heritage attributes of the place, while retaining some car parking.



Figure 3.38: Aerial photo of the Hawke, Errol, King and Victoria Streets junction.
© Google Earth



Figure 3.39: Potential concept for the reconfiguration of the Hawke, Errol, King and Victoria Streets intersection.

PART FOUR: MAKING IT HAPPEN

In a way, the structure plan is the beginning and not the end; it gives us an agreed vision with the community and stakeholders to ensure a coherent, clear and exciting way forward for West Melbourne. The key to its success is making it happen and delivering the actions.

In this part you will read about the urban design and planning principles that have guided the structure plan, the importance of good design, the role of the statutory framework and how all the actions in the plan will be implemented.





Image. The masterplan for West Melbourne (indicative only for illustration purposes, see page 17 for more information).

4.1 ENSURING GOOD DESIGN

Urban Design and planning principles

The West Melbourne Structure Plan has been guided by good urban design and planning principles to help create great places and enable the vision to be realised.

The eight urban design principles listed in this table are based on an extensive global literature review establishing the economic, environmental and social benefits of urban design.

These principles are further explained in Appendix 1 of the *Ideas for West Melbourne Discussion Paper*.

Achieving high quality design

To support high quality design in West Melbourne, we recommend proponents:

- Adopt quality based selection processes to appoint highly skilled, multidisciplinary teams (including architects, landscape architects, urban designers and planners) to develop integrated proposals in line with the vision, design objectives and controls established in the structure plan
- Engage early and proactively in pre-application discussions which will involve a structured, expert design review process
- Seek expert heritage advice early if their site has, or is adjacent to, heritage buildings.
- Depending on the complexity and significance of the proposal, City of Melbourne may request an independent peer review by the Victorian Design Review Panel (VDRP) run by the Office of the Victorian Government Architect.

| PRINCIPLES | ACHIEVING THE PRINCIPLES |
|-----------------------------------|---|
| Local character | West Melbourne has a number of distinct character areas influenced by factors such as its outlook over the railway yards, heritage fabric, wide radial streets and diverse architecture. The proposed new design and development overlays (DDOs), design outcomes and capital works projects have been created to respond to the distinctive identity of the particular places in West Melbourne to celebrate its special character. |
| Connectivity | Objectives and actions propose to improve pedestrian, cycle and public transport connections through and to West Melbourne. New bridge connections are proposed to link West Melbourne with Docklands to further improve connectivity over the longer term. |
| Density | Density is the concentration of population and activity in an urban area. West Melbourne's high level of accessibility makes it a sustainable location for the concentration of population and activity. Floor area ratio controls have been developed to allow greater density on appropriate locations, for example south of Dudley Street in the Flagstaff neighbourhood. Capacity modelling shows that there is an adequate supply of floor area to meet the residential projections across West Melbourne. |
| Mixed use | Despite the current mixed use zone in West Melbourne, it is currently delivering predominantly residential development. It is important that a genuine mix of uses is supported in West Melbourne given that a mix of uses is intrinsic to West Melbourne's character, to prevent a loss of employment activities and to help encourage more sustainable transport choices. |
| Adaptability | Adaptability considerations are included in the structure plan to ensure that new and existing buildings are able to evolve over time. Specific actions regarding mitigating the heat island effect, promoting the uptake of solar and incorporating Integrated Water Management will give West Melbourne the ability to adapt to the impacts of climate change. |
| High quality public realm | West Melbourne's wide sunny streets, narrow bluestone laneways, diverse open spaces, varied topography, architecture and public art provide the foundations for a high quality public realm. Capital works projects will make the most of these assets by creating new areas of open space, improving amenity along Spencer Street and reallocating parking space to green space. |
| Integrated decision making | The West Melbourne Structure Plan has been developed with significant input from the community, businesses, landowners, government stakeholders and built environment professionals. |
| User participation | The West Melbourne Structure Plan has been developed in close collaboration with the community - see Part 1.6 for more information. |

4.2 THE STATUTORY FRAMEWORK

The statutory planning framework, provided by the Melbourne Planning Scheme, is an integral part of implementing the Structure Plan.

State Planning Policy

The existing State Planning Policy Framework (SPPF), contains a number of clauses and principles that are directly relevant to the planning and development of West Melbourne. These include, but are not limited to:

Clause 11 Settlement, particularly 11.02-2 requiring the preparation of Structure Plans to facilitate the orderly development of urban areas.

Clause 11.06 Metropolitan Melbourne, which requires the consideration of *Plan Melbourne 2017-2050* and also includes directives on jobs and investment, housing choice, integrated transport, place and identity, neighbourhoods, sustainability and resilience, and open space.

Clause 15 Built Environment and Heritage, which requires high quality urban design and architecture that contributes positively to the local urban character of a place. This clause also gives effect to a number of key design guidelines which will influence built form outcomes within West Melbourne, including:

- *Urban Design Guidelines for Victoria* (Department of Environment, Land, Water and Planning, 2017).
- *Apartment Design Guidelines for Victoria* (Department of Environment, Land, Water and Planning, 2017).
- *Urban Design Charter for Victoria* (Department of Planning and Community Development 2009).

Also of direct relevance to West Melbourne are Clause 16 Housing, Clause 17 Economic Development, Clause 18 Transport, and Clause 19 Infrastructure.

Municipal Strategic Statement

The 2013 Municipal Strategic Statement (MSS) sets out the vision, objectives and strategies for managing land use change and development in the City of Melbourne.

In the MSS, West Melbourne is currently identified as an 'Other Local Area' of incremental growth. It sits alongside the relatively stable area of North Melbourne, but is otherwise surrounded by areas of significant growth in the Hoddle Grid, City North, Arden-Macaulay and E-Gate.

It is proposed to include new policy directions and changes to the MSS in order to achieve the strategies and outcomes sought for land use and development within West Melbourne.

Reference Documents provide context to decision making under the planning scheme. The West Melbourne Structure Plan (2017) should also be included in Clause 21.17 of the MSS as a Reference Document. The MSS is due to be refreshed in 2019.

Local Policy

When urban character has been defined and objectives are clear, a local policy is an excellent tool for guiding decision making as it can provide greater clarity regarding how discretion will be exercised.

A local policy can be used to outline preferred urban character, set local character objectives, and include additional decision guidelines. However, a local policy is only applied when a planning permit is required.

It should be noted that this local policy cannot be used to replace a numerical value in a standard in Clause 54, 55 or 56. Where a numerical standard is required to be changed to give effect to an objective, either an overlay (such as a Design and Development Overlay, DDO) or a schedule to a zone should be used, as proposed in the relevant objectives in the structure plan.

4.3 IMPLEMENTING THE ACTIONS

The following implementation program articulates the proposals and actions necessary to implement the structure plan, including timelines i.e. short term (0 - 3 years), medium term (4 - 7 years) and long term (8+ years).

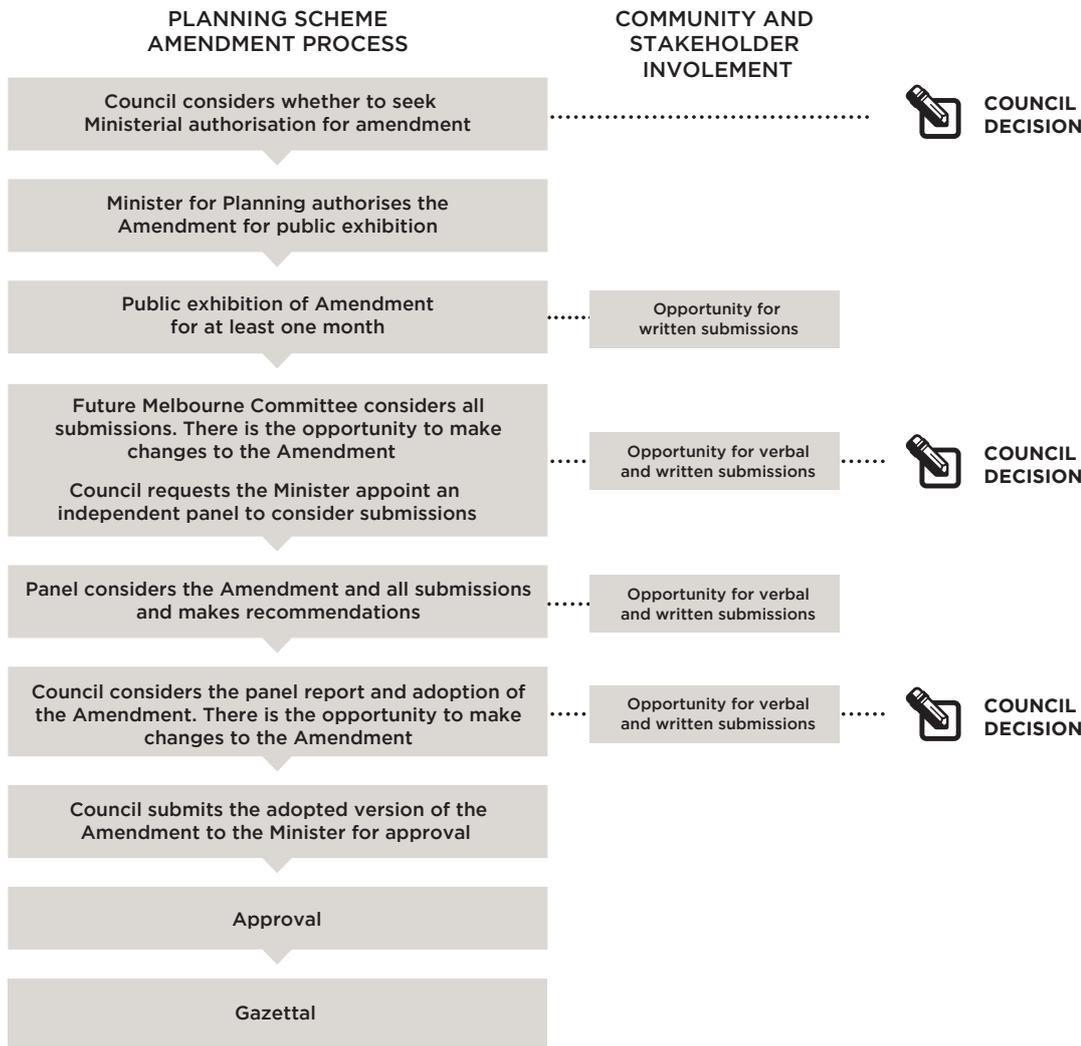
When adopted by Council, the implementation program will be linked to the Council Plan, Annual Plans and budget process to ensure a whole of Council approach.

The implementation program identifies the stakeholders who need to support and agree to the implementation mechanisms outlined in the structure plan, and defines responsibilities for each project and process.

Planning Scheme Amendment

One of the most important elements of implementing the structure plan is the subsequent Planning Scheme Amendment. This is a statutory process to introduce many of objectives in the Density and Built Form and Activities, Uses and Infrastructure chapters into the planning scheme.

Council will seek authorisation from the Minister for Planning to commence the Amendment process following the endorsement of the Structure Plan. This process typically takes 18 months and includes multiple opportunities for written and verbal submissions. Final approval for the Amendment is required from the Minister for Planning.



LIST OF ACTIONS

| | ACTION | TIMING | STAKEHOLDERS | RELATED OBJECTIVE |
|--|---|------------|---|--|
|  Deliver | <p>Action 1: Prepare a planning scheme amendment to:</p> <ul style="list-style-type: none"> • Implement the built form controls and design recommendations. • Investigate using FAR controls to encourage the retention of the floorspace and facade of character buildings. • Rezone some Mixed Use Zone areas to a Special Use Zone to deliver a true mix of uses. • Require a proportion of the proposed floor area ratio to be allocated to a non-residential use; 1:1 in Spencer, Station Precinct and Flagstaff, 0.5:1 in Adderley. • Rezone sites along Spencer Street to Special Use Zone with requirement for active ground floor uses between Hawke Street and Dudley Street to help deliver a new local activity centre. • Require active interfaces on Spencer, Rosslyn and Stanley Streets that contribute to an attractive and safe public realm. • Rezone sites around North Melbourne (future West Melbourne) Station to Special Use Zone with a requirement for active ground floor uses. • Applicants should provide a minimum of 6 per cent affordable housing (measured as 6 per cent of the proposed gross residential floorspace) for developments in Flagstaff, Spencer and Station Precinct. If Victorian Government affordable housing policies are updated, this target will be increased. | Short term | City of Melbourne, Victorian Government, Community | <p>Objective 1: Introduce floor area ratio controls and accompanying built form controls that celebrate West Melbourne's diverse character</p> <p>Objective 3: Recognise and celebrate the valued heritage and character of West Melbourne</p> <p>Objective 4: Support mixed use development to facilitate a range of business and employment opportunities</p> <p>Objective 5: Establish a new local activity centre along Spencer Street and enhance North Melbourne (future West Melbourne) Station with active uses</p> <p>Objective 7: Help deliver affordable housing in West Melbourne</p> |
|  Deliver | <p>Action 2: Improve the quality of urban design in West Melbourne through the review of Clause 22.17 Urban Design Outside the Capital City Zone in the Melbourne Planning Scheme.</p> | Short term | City of Melbourne, Victorian Government, Community | <p>Objective 1: Introduce floor area ratio controls and accompanying built form controls that celebrate West Melbourne's diverse character</p> |
|  Deliver | <p>Action 3: Use built form controls to help provide greater certainty and encourage the use of solar in appropriate areas of West Melbourne.</p> | Short term | City of Melbourne, Victorian Government | <p>Objective 2: Improve the climate change adaptation and mitigation performance of new and existing buildings</p> |
|  Deliver | <p>Action 4: Investigate ways to support West Melbourne residential or community solar, battery storage and/or smartgrids for new and existing buildings.</p> | Short term | City of Melbourne, Victorian Government, Development Industry, Community Agencies | <p>Objective 2: Improve the climate change adaptation and mitigation performance of new and existing buildings</p> |

LIST OF ACTIONS

| | ACTION | TIMING | STAKEHOLDERS | RELATED OBJECTIVE |
|---|---|--------------------|---|---|
|  Advocate | Action 5: Identify opportunities for new and existing buildings to increase greening, including green roofs and vertical greening, in West Melbourne in line with the 'Green our City Strategic Action Plan'. | Short term | City of Melbourne, Development Industry, Community, Building owners | Objective 2: Improve the climate change adaptation and mitigation performance of new and existing buildings |
|  Advocate | Action 6: Explore ways to incentivise increase canopy cover and support nature in the private realm in West Melbourne through incentives such as the Urban Forest Fund. | Short term | City of Melbourne, Development Industry, Community, Building owners | Objective 2: Improve the climate change adaptation and mitigation performance of new and existing buildings |
|  Advocate | Action 7: Encourage developers to provide on site retention through the installation of rainwater tanks to reduce flash flooding and stormwater impacts in West Melbourne, as part of their response to the current planning scheme local policies for Energy, Water and Waste and Stormwater Management, and any updates. | Short to long term | City of Melbourne, Development Industry | Objective 2: Improve the climate change adaptation and mitigation performance of new and existing buildings |
|  Deliver | Action 8: Prepare a social history study of West Melbourne, with an emphasis on pre-contact and contemporary Aboriginal heritage. | Short term | City of Melbourne, Victorian Government, Community | Objective 3: Recognise and celebrate the valued heritage and character of West Melbourne |
|  Deliver | Action 9: Finalise Planning Scheme Amendment C258 West Melbourne Heritage Review. | Short term | City of Melbourne, Victorian Government, Community | Objective 3: Recognise and celebrate the valued heritage and character of West Melbourne |
|  Partner | Action 10: Help to connect small cultural and creative organisations to potential development sites. | Short term | City of Melbourne, Creative Victoria, Arts Melbourne | Objective 4: Support mixed use development to facilitate a range of business and employment opportunities |
|  Deliver | Action 11: Create excellent walking and cycling connections to the new community hubs in Arden and QVM. | Medium term | City of Melbourne, Transport for Victoria, Community | Objective 6: Ensure good access to community and creative infrastructure within and around West Melbourne |
|  Advocate | Action 12: Continue to work with the Department of Education and Training to consider the need/potential for a primary school in West Melbourne in the longer term. | Short to long term | City of Melbourne, Department of Education and Training | Objective 6: Ensure good access to community and creative infrastructure within and around West Melbourne |
|  Partner | Action 13: Facilitate and strengthen the partnership between community housing providers and the development industry. | Short term | City of Melbourne, Affordable housing providers, Victorian Government | Objective 7: Help deliver affordable housing in West Melbourne |
|  Deliver | Action 14: Deliver short term works to improve pedestrian priority and safety. | Short term | City of Melbourne, Transport for Victoria, Community | Objective 8: Transform Spencer Street to become a local centre and high mobility street at the heart of West Melbourne |

LIST OF ACTIONS

| | ACTION | TIMING | STAKEHOLDERS | RELATED OBJECTIVE |
|--|--|----------------------|--|---|
|  Deliver | Action 15: Prepare and implement a Spencer Street Masterplan that achieves a high quality street design outcome to support an economically thriving heart for the West Melbourne neighbourhood. | Short to medium term | City of Melbourne, Transport for Victoria, Public Transport Victoria, Community | Objective 8: Transform Spencer Street to become a local centre and high mobility street at the heart of West Melbourne |
|  Deliver | Action 16: Install bicycle parking along Spencer Street, at North Melbourne (future West Melbourne) Station and other suitable locations. | Short term | City of Melbourne, Transport for Victoria, Public Transport Victoria, Community | Objective 8: Transform Spencer Street to become a local centre and high mobility street at the heart of West Melbourne |
|  Partner | Action 17: Strongly advocate to Transport for Victoria to change the status of Spencer Street from an arterial to local road. | Short term | City of Melbourne, Transport for Victoria | Objective 8: Transform Spencer Street to become a local centre and high mobility street at the heart of West Melbourne |
|  Deliver | Action 18: Produce a detailed design proposal for the upgrade of the area around North Melbourne (future West Melbourne) Station including Railway Place. | Medium term | City of Melbourne, Transport for Victoria, Public Transport Victoria, Metro Trains, Community | Objective 9: Improve walking safety, access and amenity |
|  Partner | Action 19: Work with Transport for Victoria to: <ul style="list-style-type: none"> Review pedestrian signals Reduce speeds on local streets Investigate 10 km/hour shared zones of Adderley street and Dryburgh Street, outside of North Melbourne (future West Melbourne) Station. Introduce new pedestrian crossings, including at all entrances to Flagstaff Gardens Improve the Dudley Street underpass for pedestrians. | Medium term | City of Melbourne, Transport for Victoria, Community | Objective 9: Improve walking safety, access and amenity |
|  Partner | Action 20: Work with Transport for Victoria and Metro Trains to reopen the existing pedestrian footbridge between North Melbourne (future West Melbourne) Station and the Moonee Ponds Creek. | Long Term | City of Melbourne, Public Transport Victoria, Metro Trains, Community | Objective 9: Improve walking safety, access and amenity |
|  Partner | Action 21: Work with stakeholders to develop a high quality and feasible options to connect West Melbourne with Docklands via pedestrian and cycling bridges. | Short Term | City of Melbourne, Western Distributor Authority, Development Victoria, Major Projects Victoria, Community | Objective 9: Improve walking safety, access and amenity |

LIST OF ACTIONS

| | ACTION | TIMING | STAKEHOLDERS | RELATED OBJECTIVE |
|---|--|----------------------|---|---|
|  Advocate | Action 22: Advocate for no expansion of road capacity of local roads in West Melbourne or surrounding areas. | Short Term | City of Melbourne, Transport for Victoria | Objective 9: Improve walking safety, access and amenity |
|  Advocate | Action 23: Advocate for all local roads in West Melbourne to be retained as local roads. | Short Term | City of Melbourne, Transport for Victoria | Objective 9: Improve walking safety, access and amenity |
|  Deliver | <p>Action 24: Include the following upgrades in the next City of Melbourne Bicycle Plan:</p> <ul style="list-style-type: none"> • Spencer Street as a priority bicycle route. • Hawke Street (between Adderley and Errol Streets) • Extend Hawke Street cycling route to the north • Rosslyn Street (between Adderley and William Streets) | Medium Term | City of Melbourne, Transport for Victoria, Community | Objective 10: Expand and upgrade the cycling network |
|  Deliver | Action 25: Ensure that all new developments provide suitable levels of bicycle parking and storage facilities with appropriate design controls in line with the 'Off-street Bicycle & Motorcycle Parking Review' (April 2016). | Short Term | City of Melbourne, Victorian Government | Objective 10: Expand and upgrade the cycling network |
|  Advocate | <p>Action 26: Advocate to Transport for Victoria for:</p> <ul style="list-style-type: none"> • The extension of SmartBus Routes 905, 906, 907 & 908 to North Melbourne (future West Melbourne) Station via a Spencer Street central corridor with temporary platform stops and signal priority. • An agreed timeline for the extension of tram services along Spencer Street to Arden. • An agreed timeline for the construction of platform tram stops along La Trobe, Victoria and William Streets. • Increased tram frequencies on La Trobe Street by rerouting Route 12 (Victoria Gardens to St Kilda) from Collins Street. | Short to Medium Term | City of Melbourne, Transport for Victoria, Public Transport Victoria, Community | Objective 11: Advocate for, and help deliver, public transport that meets the needs of the West Melbourne population |
|  Deliver | Action 27: Identify and convert around 300 car parking spaces to public open space, tree planting and water sensitive urban design. | Short to Medium Term | City of Melbourne, Community | Objective 12: Update the supply and management of on-street parking spaces to meet the changing needs of residents, workers and visitors |
|  Deliver | Action 28: Reallocate around 300 existing car parking spaces as 'resident permit exempt', increasing the total supply to around 1500. | Short Term | City of Melbourne, Community | Objective 12: Update the supply and management of on-street parking spaces to meet the changing needs of residents, workers and visitors |

LIST OF ACTIONS

| | ACTION | TIMING | STAKEHOLDERS | RELATED OBJECTIVE |
|--|---|----------------------|--|--|
|  Deliver | <p>Action 29: Amend the parking requirements in the planning scheme to:</p> <ul style="list-style-type: none"> Minimise the unnecessary construction of car spaces in buildings by introducing a maximum parking rate of less than 1 space per dwelling Encourage any new car parking to be provided through precinct-based facilities of over 50 spaces. These space should be publicly accessible and include provision for car share Support the retrofitting of existing buildings to add security systems and payment methods to allow public access to existing unused spaces | Short to Medium Term | City of Melbourne, Victorian Government | Objective 13: Update off-street private car parking requirements to support a less car dependent transport system |
|  Deliver | <p>Action 30: Produce a detailed design proposal for the Hawke Street linear park.</p> | Medium Term | City of Melbourne, Community | Objective 14: Create linear open spaces through West Melbourne to enhance connectivity with surrounding areas |
|  Deliver | <p>Action 31: Investigate the creation of a 3-5 km recreational loop, connecting walking and cycling paths through North and West Melbourne and Arden, E-Gate and Docklands as renewal of these areas occurs.</p> | Medium Term | City of Melbourne, Transport for Victoria | Objective 14: Create linear open spaces through West Melbourne to enhance connectivity with surrounding areas |
|  Deliver | <p>Action 32: Investigate options to improve the function and usability of existing open spaces and improve pedestrian and cycling access and safety at the junction of Hawke, King, Victoria and Errol Streets.</p> | Medium Term | City of Melbourne, Transport for Victoria, Community | Objective 14: Create linear open spaces through West Melbourne to enhance connectivity with surrounding areas |
|  Deliver | <p>Action 33: Undertake a detailed design proposal to reconfigure Batman Street west of Spencer Street to deliver green open space.</p> | Medium Term | City of Melbourne, Community | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |
|  Deliver | <p>Action 34: Investigate open space opportunities on the southern side of Batman Street near the intersection of Spencer Street, while ensuring access requirements for the Metropolitan Fire Brigade are met.</p> | Medium Term | City of Melbourne, Community | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |
|  Deliver | <p>Action 35: Investigate the potential for creating 5000 m² of active recreation space by closing Adderley Street to cars between Batman Street and La Trobe Street, while maintaining access for buses to Southern Cross Station.</p> | Medium Term | City of Melbourne, Community | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |
|  Deliver | <p>Action 36: Investigate opportunities to provide new local and open spaces in Stanley and Rosslyn Streets.</p> | Short Term | City of Melbourne, Community | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |

LIST OF ACTIONS

| | ACTION | TIMING | STAKEHOLDERS | RELATED OBJECTIVE |
|--|---|----------------------|---|--|
|  Deliver | Action 37: Rezone recently expanded, existing and proposed new public open spaces to Public Park and Recreation Zone (PPRZ). | Short Term | City of Melbourne, Victorian Government | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |
|  Deliver | Action 38: Work with the Queen Victoria Market redevelopment and associated street improvements to consider improved access to Flagstaff gardens from William Street and King Street. | Short Term | City of Melbourne, Transport for Victoria | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |
|  Deliver | Action 39: Embed Caring for Country principles in the design and management of open spaces. | Short Term | City of Melbourne, The Aboriginal community | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |
|  Deliver | Action 40: Support the Aboriginal naming of streets, parks, public buildings and community infrastructure. | Short Term | City of Melbourne, The Aboriginal community, Aboriginal Affairs Victoria, Community | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |
|  Partner | Action 41: Work with St James Old Cathedral to develop a detailed open space design for the eastern end of Batman Street that integrates with the church forecourt and improves access to Flagstaff Gardens. | Short Term | City of Melbourne, St James Cathedral | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |
|  Partner | Action 42: Work with Transport for Victoria to deliver a new pedestrian crossing on King Street to improve access to Eades Park. | Short Term | City of Melbourne, Transport for Victoria | Objective 15: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community |
|  Deliver | Action 43: Deliver street planting priorities in the North and West Melbourne Urban Forest Precinct Plan to increase tree canopy cover to 40 per cent by 2040 and increase urban forest diversity. | Short to Medium Term | City of Melbourne, Community | Objective 16: Create high quality green streets |
|  Deliver | Action 44: Deliver a 20 per cent increase in understory habitat on land managed by the City of Melbourne that supports ecological connectivity across the city. | Short to Medium Term | City of Melbourne, Community | Objective 16: Create high quality green streets |
|  Deliver | Action 45: Identify potential street redesign and greening opportunities in Roden, Stanley and Rosslyn Street. | Long term | City of Melbourne, Community | Objective 16: Create high quality green streets |
|  Deliver | Action 46: Continue to engage, involve and collaborate with the West Melbourne community in the process of growing the urban forest. | Short to long term | City of Melbourne, Community | Objective 16: Create high quality green streets |

LIST OF ACTIONS

| | ACTION | TIMING | STAKEHOLDERS | RELATED OBJECTIVE |
|--|---|--------------------|--|---|
|  Partner | Action 47: Work with Transport for Victoria to explore opportunity for central median tree planting in Dudley Street. | Medium term | City of Melbourne, Transport for Victoria, Community | Objective 16: Create high quality green streets |
|  Partner | Action 48: Align West Melbourne with the Total Watermark and the Municipal Integrated Water Management Plan (IWMP) by: <ul style="list-style-type: none"> Proactively identifying opportunities to implement streetscape water sensitive urban design interventions Using wide local streets as part of a wider water catchment area and integrate water management with street design. Identifying opportunities for increasing permeable paving as part of streetscape works in line with permeability target in the Municipal IWMP | Short to Long Term | City of Melbourne, Community | Objective 17: Ensure Integrated Water Management (IWM) is incorporated into West Melbourne to support a resilient and liveable neighbourhood |
|  Deliver | Action 49: Investigate opportunities for water sensitive urban design, stormwater harvesting and reuse, and drainage upgrades to reduce flood risk on Dudley Street. | Short Term | City of Melbourne, Community, Melbourne Water | Objective 17: Ensure Integrated Water Management (IWM) is incorporated into West Melbourne to support a resilient and liveable neighbourhood |
|  Partner | Action 50: Work with City West Water to investigate opportunities to supply recycled water. | Medium Term | City of Melbourne, City West Water, Community | Objective 17: Ensure Integrated Water Management (IWM) is incorporated into West Melbourne to support a resilient and liveable neighbourhood |
|  Deliver | Action 51: Prepare a Development Contributions Plan (or equivalent) as part of a planning scheme amendment to contribute funds towards the cost of new infrastructure required as a result of new development. | Short Term | City of Melbourne, Development Industry | Objective 18: Help ensure delivery of public realm and community infrastructure |

Monitoring and review

Monitoring of the proposals and actions outlined in the Structure Plan is an essential part of its implementation. This will include:

- Monitoring the increase in residential dwellings within West Melbourne.
- Monitoring the diversity of uses and employment base in West Melbourne.
- On-going assessment and monitoring of community needs and services, including affordable housing, childcare and primary schools.
- Reviewing the effectiveness of local planning policy and other planning scheme provisions in achieving the vision of the Structure Plan.

APPENDIX I – REFERENCES

It is an objective of the West Melbourne Structure Plan to translate City of Melbourne strategies, plans and policies into the West Melbourne context where possible.

The following strategies, plans and policies can be accessed on the City of Melbourne's website at:

www.melbourne.vic.gov.au

- Aboriginal Heritage Action Plan 2015-18
- Access Docklands 2013
- Active Melbourne Strategy 2016-2021
- Arden-Macaulay Structure Plan 2012
- Arts Strategy 2014-17
- Beyond the Safe City Strategy 2014-17
- Bicycle Plan 2016-2020
- City North Structure Plan 2012
- Climate Change Adaptation Strategy 2009
- Community Infrastructure Development Framework 2014
- Docklands Community and Place Plan 2012
- Docklands Public Realm Plan 2012
- Docklands Design and Construction Standards 2013
- Docklands Waterways Strategic Plan 2009-2018
- Food City – City of Melbourne Food Policy 2012
- Heritage Strategy 2013
- Homes for People Housing Strategy 2014-18
- Inner Melbourne Action Plan 2016
- International Student Strategy 2013-17
- Knowledge City Strategy 2014-2018
- Melbourne for All People 2014-17
- Melbourne Library Service Strategic Plan 2008-2018
- Melbourne Planning Scheme
- Melbourne Retail and Hospitality Strategy 2013-17
- Music Strategy 2014-17
- Open Space Strategy 2012
- Pathways - City of Melbourne Homelessness Strategy 2014-17
- Places for People 2015
- Public Art Framework 2014-17
- Public Lighting Strategy 2013
- Queen Victoria Market Precinct Renewal Master Plan 2015
- Reconciliation Action Plan
- Resilient Melbourne 2016
- Road Safety Plan 2013-17
- Southbank Structure Plan 2010
- Total Watermark- City as a Catchment (update 2014)
- Transport Strategy 2012
- Urban Ecology and Biodiversity Strategy (Draft)
- Urban Forest Strategy 2012-2032
- Urban Forest Precinct Plan - North and West Melbourne 2014
- Walking Plan 2014-17
- Waste and Resource Recovery Plan 2015-18
- Zero Net Emissions by 2020 and 2014 update
- Skate Melbourne Plan 2017-2027



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CITY OF MELBOURNE



OVGA Reference Number OVGA17/65

3 November 2017

Emma Appleton, Manager Urban Strategy
City of Melbourne
Council House 1, 200 Little Collins Street
Melbourne, VIC 3000

Dear Ms Appleton

West Melbourne Structure Plan - Design Review October 2017

Thank you for requesting a review of the West Melbourne Structure Plan by the Victorian Design Review Panel.

The Office of the Victorian Government Architect's views, which are based on discussion and correspondence with the City of Melbourne in September and October 2017, a site visit on 12 October 2017 and the Victorian Design Review Panel discussion are as per the following report.

If you require further clarification, please contact our office on 9651 6583 to discuss.

Yours sincerely,

Sophie Patitsas
Principal Adviser, Urban Design and Architecture
Office of the Victorian Government Architect

| | |
|------------------------------------|-------------------------------------|
| cc: Adam Mills, City of Melbourne | Robyn Hellman, City of Melbourne |
| Kate Dundas, City of Melbourne | Deb Payne, City of Melbourne |
| Adelise Pearson, City of Melbourne | Tanya Wolkenberg, City of Melbourne |
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Panel Members

The VDRP members who attended the design review session were Sophie Patitsas (chair), Helen Day Simon McPherson, Kim Roberts and Stuart Harrison.

Confidentiality

The advice contained in this letter and attached report is offered in confidence.

The OVGA reserves the right to make its views known should the views contained in this letter be made public in whole or in part (either accurately or inaccurately). If you do not require the OVGA's views to be kept confidential, please contact the OVGA on 9651 6256. The OVGA request the report is issued in full in every instance.

Please note that the OVGA is subject to the Victorian Freedom of Information Act, 1982 (FOI). The OVGA handles requests for information according to the provisions of the Act, and its decisions under the Act are subject to challenge. Where this letter is copied to the relevant local planning authority and other agencies, those bodies are subject to FOI and may release information requested irrespective of the OVGA's wishes.



VICTORIAN DESIGN REVIEW PANEL

West Melbourne Structure Plan

October 2017

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West Melbourne Structure Plan Design Review Report – 18 October 2017

On the 18th October the Victorian Design Review Panel reviewed the West Melbourne Structure Plan (Draft for Engagement, July-August 2017). We thank the City of Melbourne for requesting a design review of this important strategic document, and for their site tour, comprehensive briefing, presentation and participation in the review process.

The draft structure plan sets out an overarching vision and strategic direction for West Melbourne, informing desired built form and land use outcomes plus public realm and streetscape improvements. We understand that the final structure plan will be presented to Council in December 2017. This timing provides an opportunity for critical review and feedback on the West Melbourne Structure Plan before planning policy embedding its recommendations is developed.

We congratulate the City of Melbourne on pursuing a robust and design-led approach to the strategic planning of this important precinct. The draft structure plan articulates an alternative vision and place-based approach to urban renewal. It prioritises innovative models of densification that work hard to reinforce and extend the diversity and character of the area whilst generating new and alternative built form possibilities. The plan is underpinned by a series of background studies on character, heritage, built form, economics and employment, parking, transport and access. We commend the City of Melbourne on their rigour of this work and the genuine engagement with the community and stakeholders in developing the draft structure plan.

The vision for the draft structure plan states that *‘West Melbourne will play a complementary role to the more intensive areas of development which will surround it into the future. It will retain its identity, diverse areas of character and mix of uses as it evolves’*. The draft structure plan identifies five places in West Melbourne: Flagstaff, Adderley, Spencer, Historic Hilltop and the Station Precinct as important contributors to the identity and diversity of the precinct as a whole. The plan also includes a series of open space and streetscape improvements and better walking and cycling connections. Spencer Street will be transformed from a transport corridor to a local high street, with a potential tram extension.

The City has explored a range of planning mechanisms and tools to deliver on the vision of maintaining and evolving identity and diversity. The proposed rezoning of some areas to Special Use Zone aims to deliver a mix of uses and affordable housing. Contextually responsive built form controls will incorporate a combination of floor area ratio controls and discretionary height controls. The City is also considering options to exclude the floor area of heritage and other identified character buildings from the floor area ratio calculations as a way of incentivising the full retention in volume, rather than just the facade of these buildings. The City are also looking at excluding basement car parking from floor area ratios (FAR) calculations, consistent with the central city controls.

The following comments provide a summary overview of the Victorian Design Review Panel response to the key directions and initiatives outlined above.

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The Vision for West Melbourne

There is an implicit understanding in the draft vision that West Melbourne needs to provide a counterpoint to surrounding areas experiencing development pressure. There is an opportunity for the City of Melbourne to step up on the broader policy and metropolitan scale definition of the vision in this regard. The positioning and strategic rationale underpinning the vision needs to be clearly stated and argued - that there is a good and legitimate argument for a different type of place to exist and evolve within this inner city context.

We support the City's position around the complementary role of the area. There is no formal designation at a state level for urban renewal or growth in West Melbourne with Plan Melbourne providing little specific guidance about the area in this regard. There would be great value in being quite explicit and definitive about this position and bringing forward the evidence base around the area's inherent values and point of difference to clarify and strengthen the message. A broader scale map or diagram communicating this as a strategic design concept demonstrating West Melbourne's contextual relationship to surrounding areas as that of an evolving and complex area of respite, relief and special character would be quite powerful and is encouraged.

The 'bones' of the structure plan should be reflected in the vision so there can be no question of 'value-engineering' this out as it is translated into planning controls. It has to be self-evident that a clear and robust vision for West Melbourne has been developed and underpinned by fact-based design thinking. Given we have already seen the emergence of low quality, conventional development in West Melbourne, encouraging and testing using a different model and leading with this vision is important.

There is increasing weight on the specific intentions around vision statements in the planning panel process and this needs to be robust. There needs to be clear articulation of why particular character areas have thus been defined and their specific role in amplifying the broader vision around diversity. The West Melbourne Urban Character Analysis by Claire Scott Planning (June 2017) is seen as highly valuable work that informs this understanding. There is an opportunity here to introduce the concept of culture to the discussion. We acknowledge that work from the character study has been drawn on however we recommend that further content be brought forward, teased out and articulated more strongly within the vision and framework.

The Framework and Implementation

Density and built form – floor area ratio controls and built form controls

Certainty regarding scale was noted by the City of Melbourne as a key issue in public consultation. As part of a suite of controls we consider that the floor area ratios (FARs) are robust and we support their use. As a blunt instrument FARs which can lead to a variety of outcomes are better than blanket height limits, which can lead to predictable and uninventive results. Given the mandatory nature of the FAR and the clear direction around a strong street wall relationship, the maximum building heights may be considered superfluous. However, it was noted that there is potential for a consolidated site size where the FAR may enable significantly scaled development on larger sites. As such, the use of maximum building heights as a protection against these outliers is supported.

Consideration should be given to the consistency of the proposed built form controls between precincts. The difference is sometimes marginal and sometimes heightened in the draft structure plan. How do the proposed built form controls play out on the streetscape? There is a

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need for contextual information and modelling on a range of sites and streets to avoid 'cliffs' of marked difference in built form between precincts. We also consider that the definition of precincts could be clarified and consolidated and could tie into FARs.

Street wall heights are one of the most important mechanisms for maintaining the user experience and amenity on streetscapes. Street wall heights in the draft structure plan range between 3 and 10 storeys. This variation doesn't give a clear message about how the streetscape relationship works. While many existing street widths are generous, the relationship between built form and streetscape will change with the greening and streetscape works planned. We would like to understand the rationale for the proposed controls and see an option for a more conservative approach that results in the character and public environment that is wanted in this area. While concerns were raised that street wall heights will be sheer on small sites, it may be that the floor area ratio approach will result in smaller form on small sites by definition.

We considered the effect of the proposal to exclude basement car parking from FAR calculations, in order to be consistent with the central city. The benefit of including car parking in the FAR calculation is that it would discourage car parking and therefore developers would choose the higher value use. We acknowledge that a market transition is required. In any period of transition however there is a perception risk that above ground car parking is being encouraged.

Density and built form – incentivising diversity and character

The challenge here is to develop tools and policy for West Melbourne that embrace change but retain aspects of character. The policy framework must be strong enough to defend and protect the character and also allow for an evolving and contemporary character. We question the detail of how buildings of valued character are defined and protected in a policy and statutory sense. Is the 0.5 or 1.0 FAR incentive enough to protect these valued character buildings? There is a policy gap between heritage, and contributory buildings that inform the character and therefore the vision. The interesting gritty character of Stanley Street for example is not necessarily captured by heritage controls. How would modelling play out in a street like this and how would character controls interplay with this? What infill development is appropriate given the preferred character? Again, the Urban Character Analysis work may be helpful in informing further work and providing definition around this issue. The panel tabled a few options here: there may be scope in policy mechanisms to modify or mediate between typical heritage policy; it may be possible to establish qualities and values to character via selective heritage; and the Special Use Zone may also be useful in this regard.

We note that site by site testing of built form controls has been primarily on new build and some smaller footprint character buildings. We recommend that built form testing should be undertaken on large footprint re-use sites to demonstrate the volume advantage for heritage or character sites. It is likely that with the exclusion of heritage floor area in FAR calculations, a few sites will be pushed over the discretionary height limit. A possible unintended consequence of this control is the introduction of a greater impact on heritage buildings with a larger built form available on a heritage site than for a new build on the neighbouring site. This strengthens the justification for further modelling on character sites. The heritage model shown assumes a small heritage or contributory building on a large site. We would like to see testing and modelling of a full site coverage character building such as a warehouse to test the impact of the excluded volume on the overall form. There is real opportunity in augmenting the City's advocacy and

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negotiating position by building and testing the economic case and value proposition for protection of heritage and character buildings.

We see a link between diversity of plot size and character in West Melbourne. To maintain character you must not only protect built form and streetscape but also plot size, materiality and mix. The consolidation of sites in West Melbourne is a risk that was identified in the Urban Character Analysis document. More work needs to go into how to address this in a policy sense to support high quality built form a contemporary way that does not stifle innovation while maintaining character on consolidated sites. If consolidation takes place, is it possible to retain a sense of the footprint in the contemporary intervention? A further risk is if large developments avoid addressing the structure plan by going through the Ministerial approval process. If enough developments use this approach then it becomes a condition which threatens the vision of the structure plan.

With considerable change and development pressure in this area, it is anticipated that despite the ambition for diversity, some character areas will still be lost. Dan Dubowitz's Cultural Master Planning techniques in the UK are a relevant reference. He brings the community along in documenting this incremental cultural change in tandem with civic works and development in an area.

Activities, uses and infrastructure - Special Use Zone

We support the City of Melbourne's aspirations for a true mix of uses, connected to the vision, building the employment and proportion of affordable housing and the protection of character. Successfully identifying planning mechanisms and tools that will help deliver on this ambition will be central to realising this vision. The Special Use Zone (SUZ) may be appropriate in this regard. The observation was made that SUZs have typically been used in Melbourne in places of less value and significance - this application of SUZ would be a pilot for this area of Melbourne. We recommend that the City obtain expert planning advice on the translation of the structure plan aspirations and application of SUZ. If SUZ is the best tool then it should be tested for unintended consequences - how might it get exploited? How can the structure plan successfully address this? We note that the desire for genuine mixed use is also linked to character. Again, this reinforces the importance of robustly bringing forward and articulating the findings of the Urban Character Analysis within the structure plan.

We suggest that the specific wording of the action in the structure plan which requires applicants 'to *consider* 6% affordable housing on development sites' (action 7.1 draft West Melbourne Structure Plan) requires more potency in terms of mandating outcomes. If there is a strong will on the city's part to deliver on this objective the wording of the action needs to be bolder and more robust.

Streets and spaces

We commend the level of analysis that informed the concept plans for Spencer Street with detailed sections, and staged plans. While we understand the proposed implementation plan and timing of work was contingent on the West Gate Tunnel project, we consider that bringing ideas about the value of 'place' to the forefront is critical in catalysing change and setting the scene. If the City of Melbourne is serious and confident about Spencer Street as a local street, it should bring forward capital works and partnerships as a stronger statement of intent.

C O N F I D E N T I A L

We also recommend that consideration is given to improving connections to Flagstaff Gardens, given the lack of public space in West Melbourne and the importance of this asset as one of the great public open spaces in the city. Strengthening connections both to the gardens and beyond, to Queen Victoria Market is highly encouraged.

We acknowledge that Caring for Country principles are thoughtfully reflected in the structure plan with initiatives such as potential places names, an economic hub and festival. We urge the team to explore the opportunity for these principles to be further strengthened and embedded in the plan. The landscape in particular would benefit from this focus.

We note that the City of Melbourne is undertaking other reviews of policies such as the Urban Design Policy Outside the Capital City Zone and encourage close collaboration, consistency in approach and integration of key initiatives and concepts. We support the design-led and evidence based approach to the strategic planning challenges at play in this area and see this as setting a standard for similar challenges across the municipality and in other transition and urban renewal areas across Melbourne.

Thank you for the opportunity to review this important strategic project for the City of Melbourne - we look forward to seeing the final plan and observing the translation of key concepts and ideas into the planning scheme amendment.



Sophie Patitsas
Principal Adviser, Urban Design and Architecture
Office of the Victorian Government Architect



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Mr Ben Rimmer
Chief Executive Officer
City of Melbourne
GPO Box 1603
MELBOURNE VIC 3000

Dear Mr Rimmer

WEST MELBOURNE STRUCTURE PLAN

Thank you for the opportunity to comment on the draft West Melbourne Structure Plan.

I am pleased to confirm our support for the vision outlined in the draft West Melbourne Structure Plan. There are a range of proposals within the Movement and Access chapter that will lead to mobility and access benefits for West Melbourne residents, workers and visitors as the population grows.

The central city transport planning work currently underway between City of Melbourne and Transport for Victoria provides an opportunity to progress initiatives such as those outlined for Spencer Street in West Melbourne and through to the Hoddle grid. There has been much work over the past few years to collaboratively develop options to improve Spencer Street particularly in the central city.

The West Gate Tunnel project and the Minister for Planning's assessment of the Environment Effects Statement, provides an opportunity to realise a change to Spencer Street which will result in opportunities for public transport, pedestrian, cycling and place enhancements.

Future improvements to pedestrian connectivity and safety on the section of Spencer Street between Flinders Street and La Trobe Street is a short-term priority for the planning work currently in progress.

Transport for Victoria looks forward to working collaboratively with the City of Melbourne to achieve the West Melbourne vision including transforming Spencer Street over the coming years.

Yours sincerely

Megan Bourke-O'Neill
Deputy Head, Policy and Reform
Transport for Victoria

7/12/17